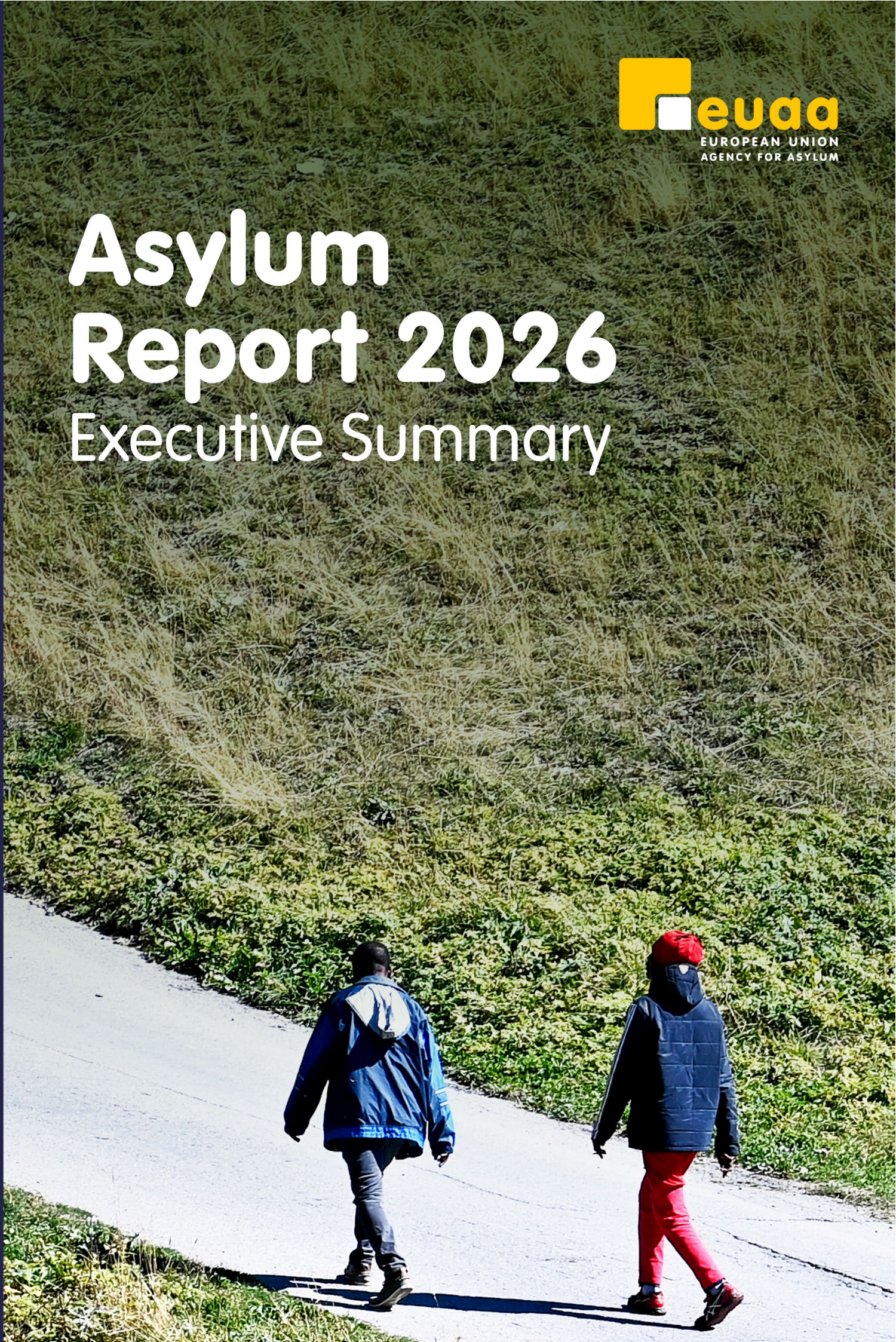


# Asylum Report 2026

## Executive Summary



# Asylum Report 2026

**Annual Report on the Situation of Asylum in  
the European Union**

**EXECUTIVE SUMMARY**

**June 2026**



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## Foreword

For a second year in a row, the number of applications for international protection in EU+ countries decreased to a total of 0.8 million. This was the result of a series of factors, including political developments in key countries of origin, like Syria, and European cooperation with partner countries which reduced mobility across migration routes to Europe. In parallel, EU+ countries continued to provide temporary protection to about 4.5 million displaced persons from Ukraine, with some countries bearing the greatest shares, while initiatives continued for long-term solutions to facilitate the eventual end of temporary protection in March 2027.



A common mission for all EU+ countries in 2025 was preparations for the activation of the Pact on Migration and Asylum as of June 2026. National implementation plans and national strategies served as a compass for reforms, which will soon set in motion Europe's revamped asylum system.

But countries were not alone in this process. The European Commission, together with EU Agencies, provided guidance and support. Our Agency assisted in these efforts through its dedicated Pact Programme which delivered a range of outputs. The EUAA provided operational support to countries on the ground, trained asylum professionals, including through its accredited EUAA Academy, developed technical material to assist practitioners in applying harmonised processes and produced situational analysis to guide policies.

Indeed, with the changing situation in Syria, for example, the EUAA was quick in collecting information on policies and practices of EU+ countries toward Syrian applicants, while COI research produced high-quality information on developments in the country. By providing an overview of the implementation of the safe country concepts in EU+ countries, the EUAA also supported the legislative process for the adoption of an EU-wide list of safe countries of origin and the revised safe third country concept.

There is no doubt that June 2026 is not a definite end, but a passage to a different evolutionary stage of the Common European Asylum System (CEAS). This stage may require a lot of learning-by-doing. It will be a process through which feedback from the practical application of the new rules will guide adaptations to be made at operational and policy levels. Throughout the process, our Agency will continue to support countries and provide its expertise for the effective functioning of CEAS.

Nina Gregori  
Executive Director  
European Union Agency for Asylum



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# Introduction

The Executive Summary of the [Asylum Report 2026: Annual Report on the Situation of Asylum in the European Union](#) summarises the key developments in international protection which are presented in the main report. The summary is available in [31 languages](#), including all EU languages and Albanian, Arabic, Macedonian, Russian, Serbian, Turkish and Ukrainian.



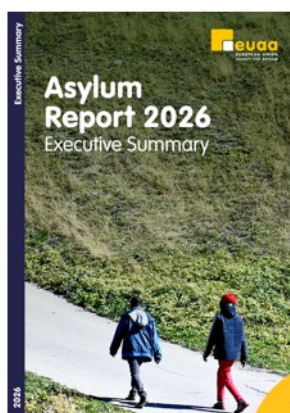
The information that is presented in the main report can be consulted in various, user-friendly additional resources:

- The [National Asylum Developments Database](#) presents the legislative, institutional and policy developments which are described in the report. Updates can be searched by country, topic, year and type of development. The information is also summarised and presented in a table by country and by thematic area in a PDF document.
- The report presents a selection of jurisprudential developments based on the [EUAA Case Law Database](#). The hyperlinks within the text bring readers to the specific case in the database.
- The sources used for the production of the *Asylum Report* are presented in the list of references at the end of the report. They are also available on the Database on International Protection in Europe (DIP), under [Sources](#), with search and export functions.

For updates on EUAA activities and support to Member States, please see the infographics: <https://www.euaa.europa.eu/asylum-report-2026/section-10-euaa-support-2025>

For main developments by country, please see the country overviews: <https://www.euaa.europa.eu/asylum-report-2026/country-overviews>

## Additional resources to the Asylum Report 2026



Translations  
in all EU  
languages  
and 7 non-EU  
languages



Click on [Database on International Protection in Europe](#) to consult sources on asylum



# 1. Major developments in asylum in the European Union in 2025



In 2025, Europe witnessed a year of transition, a period of restructuring, and a time of strategising and investing in the modernisation of the European asylum and migration architecture, amid a notable decrease in the number of applications for international protection. The implementation of the Pact on Migration and Asylum was front and centre in European policymaking, attempting to deliver tangible results as early as possible. Initiatives focused on increasing efficiency in asylum procedures, addressing pressure at external borders, and increasing the effectiveness of returns. The national implementation plans have served as a compass to turn the Pact into an operational reality, while expertise and financial resources were provided by the European Commission and assistance given by relevant EU agencies for EU Member States to ensure that their national asylum and reception systems are ready by June 2026.

In an effort to deliver some elements of the Asylum Procedures Regulation (APR) at an early stage, the European Commission presented two proposals on the safe country concepts, an EU list of safe countries of origin and new rules to facilitate the application of the safe third country concept in April and May 2025. The first proposal aimed to frontload APR provisions, according to which applications for international protection from nationals of countries with an EU-wide recognition rate of 20% or lower can be processed under the accelerated or border procedure. The proposal also suggested that safe countries of origin and safe third countries can be designated with exceptions.

The second proposal concerned the application of the safe third country concept. It aimed to accelerate asylum procedures and reduce pressure on asylum systems, while maintaining legal safeguards for applicants. The proposed changes made it not mandatory for an applicant to have a connection to the safe third country; transit through a safe third country was established as a sufficient link between the applicant and that country; and the possibility was included of applying the concept even if there is no connection with or transit through a safe country when there is an agreement or a particular arrangement with the third country to this end.

In February 2026, the European Parliament greenlighted the new rules, and the Council formally revised the safe third country concept and adopted the first EU-wide list of safe countries of origin, including Bangladesh, Colombia, Egypt, India, Kosovo,<sup>i</sup> Morocco and Tunisia.

To complement the legislative framework of the Pact, in March 2025 the European Commission proposed to modernise European policy on returns through a new Common European System for Returns. The [regulation](#) foresees common procedures in Member States to issue return decisions and a single European Return Order, which will foster uniformity, transparency and coordination.

<sup>i</sup> This designation is without prejudice to positions on status and is in line with UNSCR 1244/1999 and the ICJ Opinion on the Kosovo declaration of independence.





In November 2025, the European Commission launched the first Annual Migration Management Cycle, comprising:

- the European Annual Asylum and Migration Report (EAAMR), which provides a situational picture of asylum and migration in the EU;
- European Commission decisions determining Member States' level of migratory pressure; and
- the European Commission Proposal for a Solidarity Pool to address the needs of Member States under pressure.

According to the EAAMR, which covered the period July 2024-June 2025, the migratory situation in the EU improved, but with persisting challenges such as continued pressure from irregular arrivals, unauthorised movement within the EU, and the weaponisation of migration by Russia and Belarus.

Based on the situational analysis provided in the report, the European Commission found that Cyprus, Greece, Italy and Spain were “under migratory pressure” and eligible to access the EU’s Solidarity Pool when the Pact enters into application in June 2026. Another group of countries, comprising Belgium, Bulgaria, Croatia, Germany, Estonia, Finland, France, Ireland, Latvia, Lithuania, the Netherlands and Poland were identified as “at risk of migratory pressure”. Finally, Austria, Bulgaria, Croatia, Czechia, Estonia and Poland were identified as “countries facing a significant migratory situation” because of the cumulative pressure from the previous 5 years. The Council Implementing Decision on the establishment of the annual Solidarity Pool set the needs for 2026 at 21,000 relocations or financial contributions of a total of EUR 420 million, with implementation starting from 12 June 2026.

To set out the EU's political objectives on asylum and migration for the years to come, in January 2026 the European Commission presented a European Asylum and Migration Management Strategy. The strategy serves as a compass to pursue the three main objectives of preventing illegal migration, protecting people fleeing war and persecution, and attracting talent to the EU.

With regard to the external dimension of migration and asylum policy, the EU continued pursuing a whole-of-route approach to migration management by coordinating with various stakeholders. Initiatives included addressing root causes of migration; helping partner countries increase their capacity in border management and countering smuggling networks; contributing to protection solutions for displaced people in different parts of the world; and offering safe and legal pathways to Europe as alternative to irregular migration. In addition to collaboration based on positive incentives, the EU has incorporated the possibility of withdrawing benefits in exceptional situations when existing arrangements are used in ways that pose significant migration and security challenges. To this end, a new regulation entered into force which provides for a revised visa suspension mechanism.





## 2. Managing access to international protection



In 2025, the number of asylum applications lodged in EU+ countries declined for a second year in a row to 822,000 (see *Figure 1*). This was a drop by one-fifth compared to 2024, the lowest total since 2021. Germany remained the main receiving country (163,000 applications), although at a far lower level than in 2024 (down by almost one-third), followed by France (152,000), Spain (143,000) and Italy (134,000).

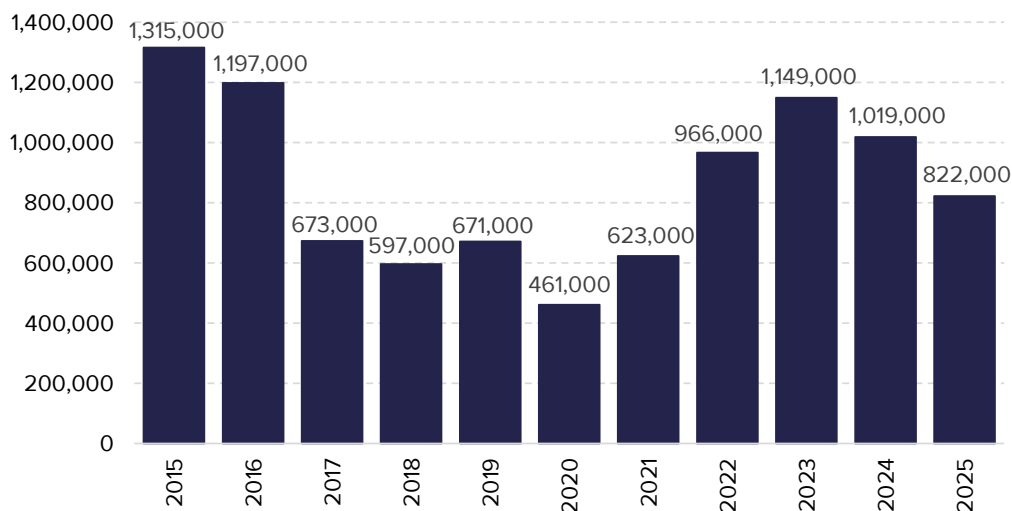
When considering asylum applications in relation to population size, on average about 1,800 applications per 1 million inhabitants were lodged across EU+ countries. Greece and Cyprus had the most asylum applicants per 1 million inhabitants (5,900 and 4,500, respectively). They were followed at a distance by Spain, Belgium and Switzerland (approximately 2,900 each).

Applications in 2025 were concentrated among a limited number of nationalities. The five largest groups were citizens of Afghanistan (14% of all applications), Venezuela (11%), Syria (5%), Bangladesh (4%) and Türkiye (4%).

The number of repeated applications rose by 39% compared to 2024, reaching a record level. They represented 15% of all asylum applications in 2025, the highest share on record. This could be plausibly attributed to a [CJEU judgment](#) in October 2024 that gender and nationality were sufficient for Afghan women to be at risk of acts of persecution, which led to a surge in repeated applications by Afghans.

Nationals of countries with low recognition rates lodged a growing share of asylum applications in 2025, representing over one-half of the total number of applications. Under the Pact rules, as of June 2026, in certain circumstances defined under the APR, Article 43(1), citizens of countries with low recognition rates (falling below 20%) will be subject to the mandatory border procedure.

**Figure 1. Number of applications for international protection in EU+ countries, 2015-2025**



Source: EUAA EPS data as of 3 February 2026.



Throughout the year, EU+ countries worked with the European Commission and EU Agencies to modernise IT capacity at the borders, including securing the technical, operational and administrative resources for the functioning of the new Eurodac system. To prepare for the seamless and harmonious functioning of screening, the asylum border procedure and the return border procedure, national authorities continued legislative work and practical preparations, including by building needed facilities, ensuring adequate capacity, developing guidance and practical tools, and providing training to professionals who will implement the new procedures.

In responding to mixed migratory pressures and security challenges at external borders, EU+ countries continued to focus on border management and maintained stricter protection regimes, risking at times effective access to the territory and the asylum procedure for people who may be in need of protection. Such practices have been scrutinised by international and civil society organisations, as well as judicial institutions, which have addressed reported incidents of mistreatment, alleged pushbacks and summary returns, and measures taken by national authorities against civil society organisations performing search and rescue activities.

### 3. Initiatives for more streamlined and harmonised asylum procedures



In the area of asylum procedures, activities by EU+ countries centred around three major areas: reducing the number of pending cases awaiting a decision, allocating capacity to arrange for the practical implementation of the new rules, and training staff on the new provisions. In addition, the European Commission made financial support available (such as the Technical Support Instrument (TSI)), the EUAA provided technical support and EU+ countries collaborated bilaterally to exchange expertise. As required by the Pact, they also allocated significant resources to develop national contingency plans for different scenarios, comprising indicators and thresholds for activating and deactivating specific response measures.

Capacity-building activities were tailored to the unique situation in asylum and reception in each country. Some countries continued to focus on organisational changes, staff recruitment and training activities for skills development. Several asylum authorities continued to revise or fine-tune internal procedures and update templates and decision drafts with the objective to increase the efficiency of their decision-making processes. To support high-quality and swift decision-making, EU+ countries updated specific country policies based on changes in countries of origin. Nonetheless, the volatile situation in several countries of origin impacted case processing, and at times asylum authorities suspended the processing of cases by nationals from certain countries of origin.

In 2025, EU+ countries issued almost 874,000 first instance decisions, which is the most since 2017. The increase was driven by a sharp climb in the number of rejections, mainly for citizens of countries with a low recognition rate (20% or lower). The most decisions were issued in Germany, followed by France and Spain. Pending cases at first instance decreased to 863,000 in 2025, from 986,000 in 2024 (approximately 13% decrease). While some EU+ countries ramped up first instance decision-making, the decline in pending cases was



rather the result of fewer applications being lodged. Despite the drop in pending cases at first instance, more appeals overall implied a stable and high caseload at all instances.

With the European Commission highlighting the importance of cooperation with judicial bodies and strengthening them to prepare for the activation of the Pact rules, a number of EU+ countries invested in increasing capacity at second or higher instances.

## 4. Reception of applicants for international protection



EU+ countries worked on transposing the 2024 Reception Conditions Directive (RCD) into national law by the 12 June 2026 deadline, in addition to adapting to other regulations with an impact on reception, such as the Aylum and Migration Management Regulation (AMMR) and the APR. Guided by their national implementation plans, EU+ countries adjusted reception conditions and addressed gaps in reception capacity, including for applicants in the border procedure. Accordingly, many countries needed to establish centres for screening and accommodation facilities for applicants undergoing the border procedure. Operational needs spurred changes to case management and IT systems too. The first iteration of the Annual Migration Management Cycle contributed to higher-quality data on reception systems across EU+ countries.

The decrease in asylum applications led to reduced strain on reception systems in several countries, which proceeded to downsize their reception capacity. In contrast, some countries where reception systems remained under pressure maintained or increased their capacity. In a landmark case concerning reception capacity, the CJEU ruled that a Member State cannot invoke an unforeseeable and unavoidable influx of applicants to evade its obligations under EU law to meet the basic needs of asylum seekers, highlighting the need for buffer capacity to absorb potential inflows of applicants.

EU+ countries have long been faced with the impact of secondary movements. Several of them continued or launched new initiatives to address this occurrence, for example by making changes to reception conditions, in line with RCD (2024), Article 21 and AMMR, Article 18. These provisions stipulate that applicants who have been notified of a transfer decision to the Member State responsible are no longer entitled to reception conditions, while retaining the right to a standard of living in accordance with EU law.

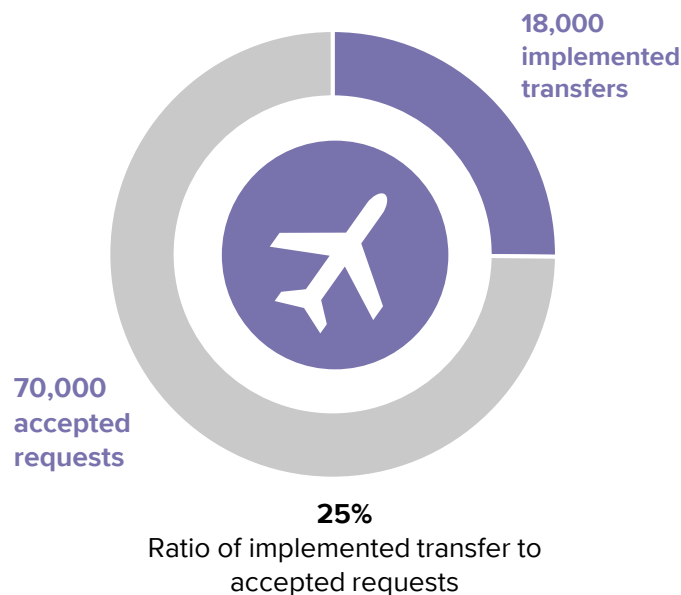


## 5. Responsibility for an application for international protection



In total, 18,000 Dublin transfers were implemented in 2025 across EU+ countries, which is similar to 2024 (see *Figure 2*). This was the second-most since 2019, but far below the pre-pandemic levels. The implementation of Dublin transfers remained largely impacted by the pressure on reception systems in some EU+ countries. While national courts mostly confirmed transfers, one of the main reasons for overturning decisions of national authorities was up-to-date evidence of serious issues in accessing material reception conditions in the responsible state.

**Figure 2. Number of implemented transfers over total accepted Dublin requests, 2025**



Source: EUAA EPS data as of 3 February 2026.

EU+ countries focused on transitioning from the application of the Dublin III Regulation to the new Eurodac Regulation and the AMMR. Several legal and practical ambiguities were clarified during the year, but some questions remained until the Implementing Decision on establishing the annual Solidarity Pool 2026 was formally adopted on 19 December 2025. While some national authorities preferred to wait for the clarifications and then develop a more detailed implementation plan, the majority of administrations started to plan based on different scenarios.

Dublin units put concerted effort into clearing their backlogs to avoid as much as possible the simultaneous use of the former and new rules after the entry into application of the Pact. However, the shortage of staff in Dublin units remained a persisting issue. In addition, managing both the ongoing caseload and undertaking training in parallel were challenging for many Dublin staff. Several authorities highlighted that stakeholders outside of Dublin units



were also in need of targeted training to ensure that they understood the new rules and, for example, could also inform applicants correctly about the procedure.

A major challenge for EU+ countries in the transition process was the adaptation of IT systems, including re-configuring case management systems to include new forms, templates and workflows. In several countries, IT projects linked to the application of Eurodac and AMMR form part of a wider digitalisation programme.

In 2025, 120,000 decisions were issued in response to outgoing Dublin requests, according to the EUAA's provisional Early-Warning and Preparedness System (EPS) data. This represented a 24% decrease from 2024 and the lowest level since 2021. The decrease suggests a reduction in secondary movements, whereby asylum seekers move from the first country of arrival to another to lodge a new application, and is in line with the overall decrease in asylum applications.

## 6. Harmonised approach for resettlement and humanitarian admission



Political, operational and financial constraints limited developments in the area of resettlement and humanitarian admission during 2025. Factors which hindered the resettlement of refugees included:

- questions related to the implementation of Pact provisions at the technical level, such as the storage and transfer of data using processes that are in line with the Eurodac regulation;
- the volatile security and political situation in the Middle East which posed challenges at the operational level; and
- the persistent strain on some reception systems in EU+ countries, which limited their capacity to receive resettled refugees.

As a consequence, out of a total of 61,000 pledges made by 14 countries under the 2024-2025 EU Resettlement and Humanitarian Admission scheme, only around 10,000 refugees arrived in EU+ countries in 2025, in addition to nearly 14,000 in 2024. After 10 years of Syrians being the most resettled citizenship, Afghans (2,900) ranked the first in 2025, followed by Syrians (1,800), Congolese (DR) (1,600) and Sudanese (1,400).

In December 2025, the Council approved the first Union Resettlement and Humanitarian Admission Biannual Plan for 2026-2027. Nine countries submitted pledges for a total of 10,430 places, which includes 8,330 resettlements and 2,100 humanitarian admissions. The significant reduction in national commitments echoed the general downscaling in admissions at the EU level.



## 7. Rights of beneficiaries of international protection for inclusion and integration



Content of protection refers to the rights to which beneficiaries of a form of protection are entitled in the country of asylum, as well as the associated obligations. Protection is granted when applicants receive a positive decision granting refugee or subsidiary protection status (also referred to as EU-harmonised statuses). The recognition rate refers to the number of positive outcomes as a percentage of the total number of decisions on applications for international protection. While national forms of protection do grant a protection status to third-country nationals, those statuses – which are not harmonised across EU+ countries – are typically not included in the calculation of the recognition rate.

In 2025, the recognition rate for international protection decreased significantly from 42% in 2024 to 29%. This decline was plausibly a function – at least in part – of the suspension of decision-making for Syrian applicants who accounted for a large share of positive decisions in recent years. In addition, around 56% of decisions were issued to nationals of countries with a low recognition rate. Considering the 69 citizenships which were issued at least 1,000 decisions in 2025, 42 had a recognition rate of less than 20%.

Nationals of Türkiye, Venezuela, Bangladesh and Colombia (in descending order) received one-third of all negative decisions. However, Venezuelans and Colombians were often granted a national form of protection or shifted for a different residence type. Recognition rates were high for nationals from extreme- and high-conflict countries, ranging between 70%-90% for applicants from Sudan, Mali, Haiti, Ukraine and Myanmar/Burma (in descending order).

EU+ countries continued to limit arrivals through family reunification as a way to ease pressure on asylum and reception systems, and sometimes on national and municipal social systems. In recent years, UNHCR, other international organisations, think tanks, academia and civil society organisations have repeatedly warned about the potential negative impact of stricter rules for family reunification on the integration of beneficiaries of international protection.

EU+ countries continued to focus on integrating beneficiaries by launching new strategies and measures for access to the labour market and education. Despite these initiatives, beneficiaries of international protection still faced barriers across EU+ countries when trying to learn the language, enrol in education or search for a job, while challenges in accessing housing continued to impact integration prospects. Civil society organisations continued to play a key role in the effective integration of beneficiaries by delivering a range of services to this end.

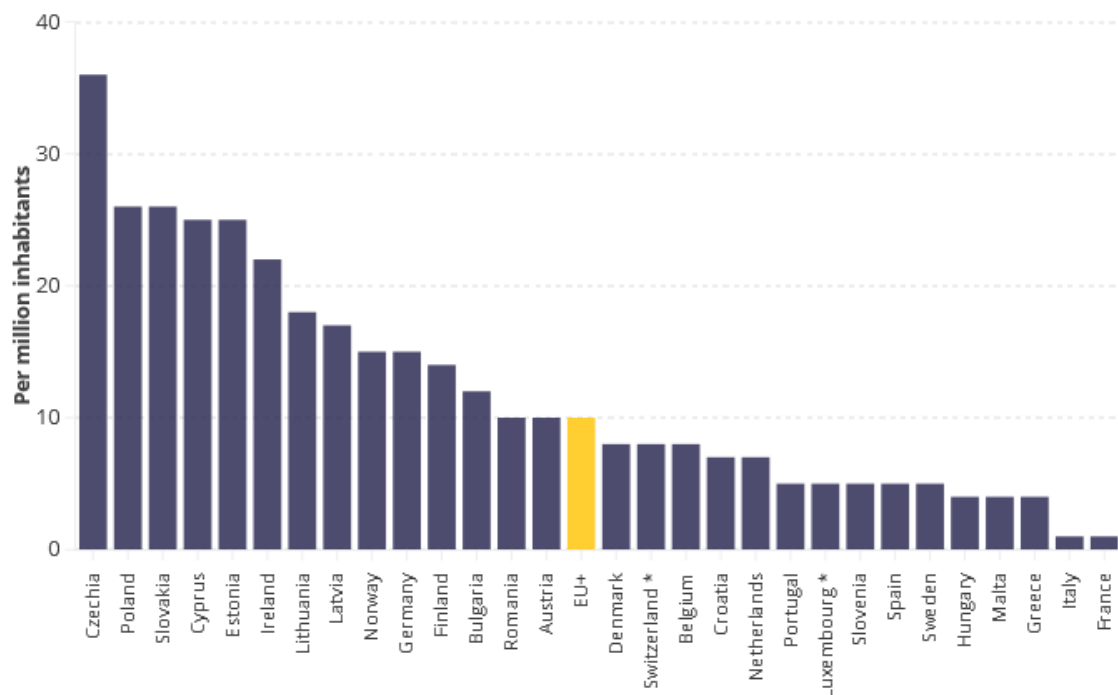


## Box 1. Temporary protection for displaced persons from Ukraine



At the end of 2025, approximately 4.5 million individuals were under temporary protection across EU+ countries. This figure has remained relatively stable since early 2023 and continues to significantly contribute to the overall number of people in Europe with protection needs. Relative to population size, Czechia, Poland and Slovakia hosted the most displaced Ukrainians per capita (see Figure 3).

**Figure 3. Number of persons under temporary protection per 1 million inhabitants by receiving country, December 2025**



Note: \* = Data extracted before February 2026

Source: Population sizes: Eurostat (DEMO\_GIND) extracted on 5 February 2026. Beneficiaries of temporary protection: Eurostat (MIGR\_ASYTPSM) extracted on 10 February 2026.

During the fourth year since Russia's invasion, EU+ countries continued to shift their policies toward long-term solutions, such as offering opportunities to transition to an alternative national residence permit. In parallel, they continue to promote integration on many levels, including in the labour market and education. 'Unity Hubs', established in a number of EU+ countries, provide assistance with employment, language courses, counselling for beneficiaries and, in some cases, support for voluntary returns.

Jurisprudential developments at both the national and EU levels further clarified the interplay between temporary protection and international protection procedures.



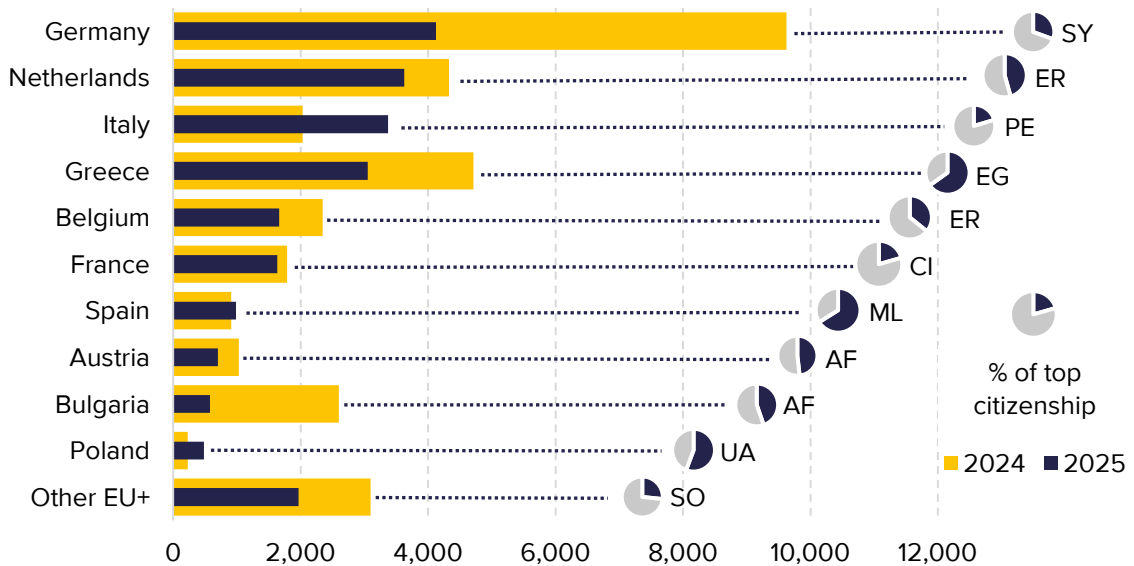
## 8. Legal safeguards for children and applicants with special needs



To increase protection responses for persons with special needs, the Pact includes measures for swifter identification and support to address their procedural and reception needs. A main challenge for EU+ countries remains the operationalisation of these safeguards. To increase capacity in this area, in 2025 national authorities delivered training to various stakeholders and enhanced information systems to facilitate cooperation among different professionals involved in the process.

In 2025, 22,000 asylum applications were lodged by self-claimed unaccompanied minors, approximately one-third less than in 2024 and the least since 2020. Despite recording the largest absolute decline, Germany continued to receive the most (4,100 applications), accounting for almost one-fifth of the total (see Figure 4). Germany was followed by the Netherlands (3,600), Italy (3,400) and Greece (3,100). Five nationalities accounted for more than one-half of all asylum applications lodged by unaccompanied minors in 2025, namely Afghans (2,800), Eritreans (2,400), Egyptians (2,300), Somalis (2,300) and Syrians (2,100, the least on record).

**Figure 4. Top 10 EU+ countries receiving applications by self-claimed unaccompanied minors, 2025 compared to 2024 and share of applications lodged by the main citizenship of unaccompanied minors, 2025**



Source: EUAA EPS data as of 3 February 2026.



Asylum authorities continued to review their laws and policies towards a multidisciplinary age assessment, as required under the APR and in line with the EUAA's [practical guide](#) published in 2025. Several EU+ countries were faced with an insufficient number of legal guardians to be appointed for the care and support of unaccompanied children. The EU-funded GuardianXChange project continued to strengthen guardianship services in the four participating EU+ countries, namely Belgium, Poland, Portugal and Slovenia.

With the revised EU Anti-Trafficking Directive to be transposed by July 2026, EU Member States implemented various projects and training activities for the prevention of trafficking in human beings and better identification of victims. Since the presentation of the Pact proposals, several stakeholders expressed concerns about the potential negative impact of the changes on applicants with special needs throughout the asylum procedure. As the legislative process is ongoing at the national level, those concerns often re-emerged in the national context through comments on the law proposals.

Despite efforts to better support applicants with special needs in reception, inadequate conditions and insufficient support were reported in several EU+ countries, for example due to the lack of resources or gaps and delays in funding. Concerns about the detention of persons with special needs, especially children, continued to be voiced, documented in court judgments and reported by international and civil society organisations. Several court cases also analysed special needs and vulnerabilities in the context of Dublin transfers and returns.



## Concluding remarks

The past year was marked by intensive preparations for the operationalisation of the Pact on Migration and Asylum by June 2026. Both the EUAA and national authorities invested significant resources to lay the foundation for the new framework to manage the European protection system.

To this end, EU+ countries made substantial financial allocations and accelerated procurement procedures to ensure that the Eurodac system is operational on time. Following staff recruitment initiatives in recent years, national asylum authorities focused on reducing their pending cases to avoid the parallel use of different legislative frameworks after June 2026 as much as possible. Several countries invested in the establishment of multipurpose centres, where screening, the asylum border procedure and the return border procedure can take place at the same location.

The EUAA supported EU+ countries in these efforts through various activities. The Agency developed guidance and tools on the new procedures, updated existing guides and trained practitioners from national administrations on the provisions of the Pact. In 12 countries, the Agency provided direct operational support. And at the EU level, the Agency analysed new developments and rapidly provided situational updates to support the European Commission in steering response processes and to better inform national policymakers.

Undertaking these preparations was somewhat eased by the fact that applications declined to 822,000 in 2025, the lowest level since 2021. This allowed national authorities to focus more resources on developing new workflows, standard operating procedures and templates, and piloting these new approaches in the national context.

In 2026, the entry into application of the Pact will show the practical value of these investments. Since its adoption, stakeholders have underlined that the Pact will be measured by its capacity to create resilient asylum and reception systems capable of adapting to rapid changes in the world. 2026 will bring to the spotlight the practical relevance and the impact of the CEAS reform. It will prove, for example, to what extent the reform will enable a fair burden-sharing between Member States.

The new arrangements will be tested in acute situations, while the system must remain flexible to address developments at the global, EU and national levels. Changing dynamics in the political, security and economic sectors and international crises and wars have impacted the availability of humanitarian funding and the mechanisms to address displacement globally. The protection needs resulting from conflicts, such as the wars in Iran and Ukraine, will likely increase, while financial allocations at the global level are diminishing.

Amidst complex, global interdependencies, Europe has proactively engaged and built partnerships with third countries in order to build capacity in providing effective protection and to address irregular migration. Increasing capacities in partner countries to manage migration with full respect of fundamental rights has the potential to expand the global protection space.

At the European level, the first European Asylum and Migration Strategy sets the policy direction for the next 5 years. With a strong focus on enhancing border control, strict rules against the abuse of asylum systems and fast and effective returns, it may lead to a further decrease in the number of applications in the EU+. Changes to the Asylum Procedure



Regulation on the safe country concepts and the advancement of the new Return Regulation can act as deterrents for new arrivals. However, in practice they may also limit access to international protection to those in need.

At the national level, the practical application of the Pact and measures to increase effectiveness will be under tight scrutiny. This will probably include the application of screening, issuing inadmissibility decisions for applicants who transited through a third country and could have requested effective protection there, and some of the proposed digital solutions for more effective processing. As the application of the Pact unfolds, national authorities will adjust their systems based on the first experiences on the ground. Questions for legal clarification are to be expected in 2026, with more anticipated in the years to come, at the level of national courts, the ECtHR and the CJEU.

Developments in the larger context of migration governance – such as the Spanish government's decision for an extraordinary regularisation of third-country nationals for their integration – will also impact the workload of national asylum authorities and thus the operationalisation of the Pact. When it comes to the future of the 4.5 million of Ukrainians registered under the Temporary Protection Directive, several countries have started to create paths to transition from temporary protection to another type of residence permit, opening new perspectives to stay in the EU+. This trend is likely to become more prominent in 2026, as the end of the extension of the temporary protection regime in March 2027 is nearing.

Against this background, EU+ countries need up-to-date, factual information to adjust their processes in a timely manner. The EUAA plays a central role here with its enhanced situational awareness portfolio and cooperation networks that offer a platform to exchange good practices and address challenges. The Agency actively supported EU+ countries in 2025 in the transitional period of operationalising the Pact, and it stands ready in 2026 and beyond to provide direct support and maintain constructive dialogue to build an enhanced protection environment in Europe. As stakeholders have to navigate through the complex Pact measures and quickly changing political realities, information and engagement become even more crucial for the future of CEAS.



# Asylum Report 2026: Executive Summary

As the go-to source of information on international protection in Europe, the Asylum Report 2026 provides a comprehensive overview of key developments in asylum in 2025. The Executive Summary presents an abridged version of the main report.

The European Union Agency for Asylum (EUAA) collates information on all aspects of the Common European Asylum System. To this end, the report outlines the main trends in policies, practices and legislation related to international protection and presents key indicators for the reference year 2025. Examples of case law are featured to interpret European and national laws in the context of the EU asylum *acquis*.

The Asylum Report 2026 draws on information from a wide range of sources – including perspectives from national authorities, EU institutions, international organisations, civil society organisations and academia – to include diverse perspectives. The report, covering 1 January to 31 December 2025, serves as a reference for the latest developments in international protection in Europe.