



Data analysis of decisions on asylum applications and recognition rates at second or higher instances in 2025

The information presented in this fact sheet complements the information on first instance decisions as presented in the [Asylum Report 2026](#).

The EU legislative framework for appeal procedures in 2025 was outlined in the recast [Asylum Procedures Directive 2013/32/EU](#). Chapter V, Article 46 obliges Member States to ensure that applicants have the right to an effective remedy before a court or tribunal with regard to a decision issued on a first instance application for international protection.¹

The right to an effective remedy includes a full examination of both facts and points of law, including an examination of the need for international protection as defined by the recast [Qualification Directive 2011/95/EU](#).² For an appeal of a decision, the examination should be done before a court or tribunal to guarantee adequate substantive and procedural safeguards.

The recognition rate for specific nationalities of applicants can indicate which citizenships are granted protection more frequently and which are rejected. The rate represents the number of positive outcomes as a percentage of the total number of decisions on applications for international protection. For reporting in the Asylum Report, positive decisions included in the recognition rate include EU-harmonised statuses only (i.e. refugee and subsidiary protection).



¹ On 12 June 2026, the Pact on Migration and Asylum became fully applicable, replacing the Asylum Procedures Directive with the [Asylum Procedure Regulation 2024/1348](#) (APR). The right to an effective remedy is covered in Chapter V, Article 67 of the APR.

² On 12 June 2026, the Qualification Directive was replaced by the [Qualification Regulation 2024/1347](#).

1. Decisions on asylum applications at second or higher instances

In 2025, EU+ countries issued about 191,000 decisions on appealed cases, which was stable compared to decision making at higher instances in 2024.

The number of decisions issued in appeal or review is predominantly related to the number of negative decisions at first instance, thus an analysis of the evolution of the latter can help to better understand changes in the former.

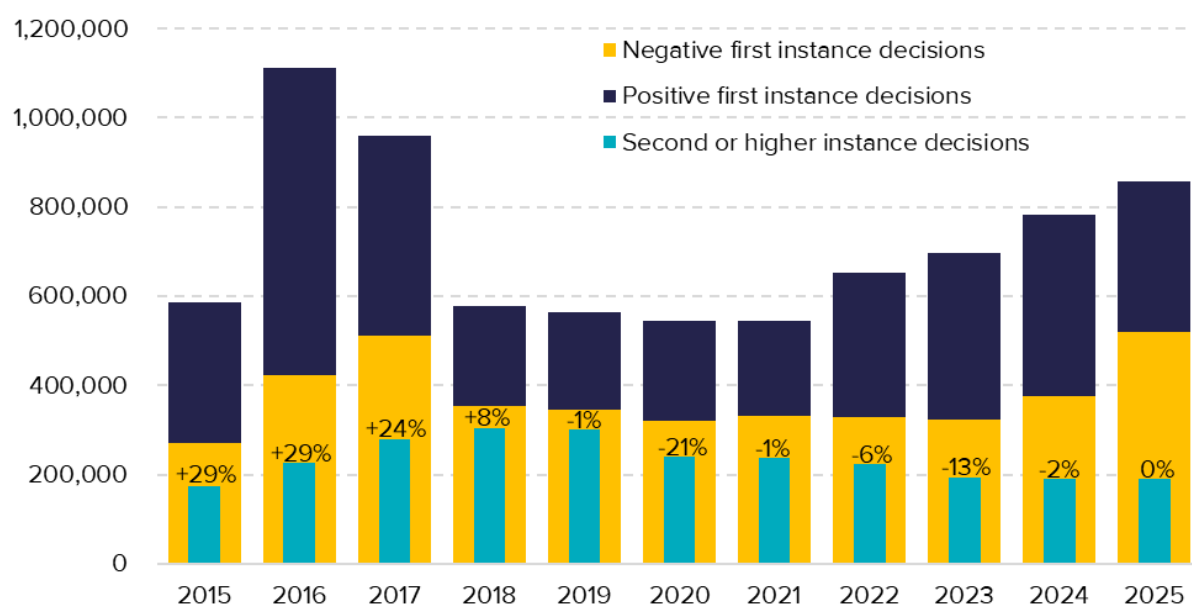
Back in 2024, **negative** decisions at first instance increased by 16% compared to 2023, reaching 376,000. In 2025, the upward trend persisted, with EU+ countries rejecting 519,000 asylum applications at first instance – an increase by nearly two-fifths compared to 2024 (+38%) (see *Figure 1*). This implies that in 2025 there were more first instance decisions which could be subject to an appeal. Nonetheless, during the same period the number of decisions issued at second or higher instances in EU+ countries remained stable.

As a result, this led to a considerable increase in the caseload pending at higher instances.³ At the end of 2025, 382,000 cases were pending at higher instances, an increase of 34% compared to the end of 2024. Cases pending at first instance, on the other hand, declined to the lowest since the end of 2023, as decision-making at first instance increased moderately.



More rejected applications at first instance, but stable number of decisions at second or higher instances

Figure 1. Number of decisions at first and second or higher instances and year-on-year percentage changes in decisions at second and higher instances, 2015–2025



Source: Eurostat [[migr_asydcfina](#)] and [[migr_asydcfst](#)] as of 28 June 2026.

³ The pending caseload at second or higher instances is estimated as the difference between the total EU+ pending caseload [[migr_asypentctzm](#)] and the EU+ pending caseload at first instance (EUAA EPS data).

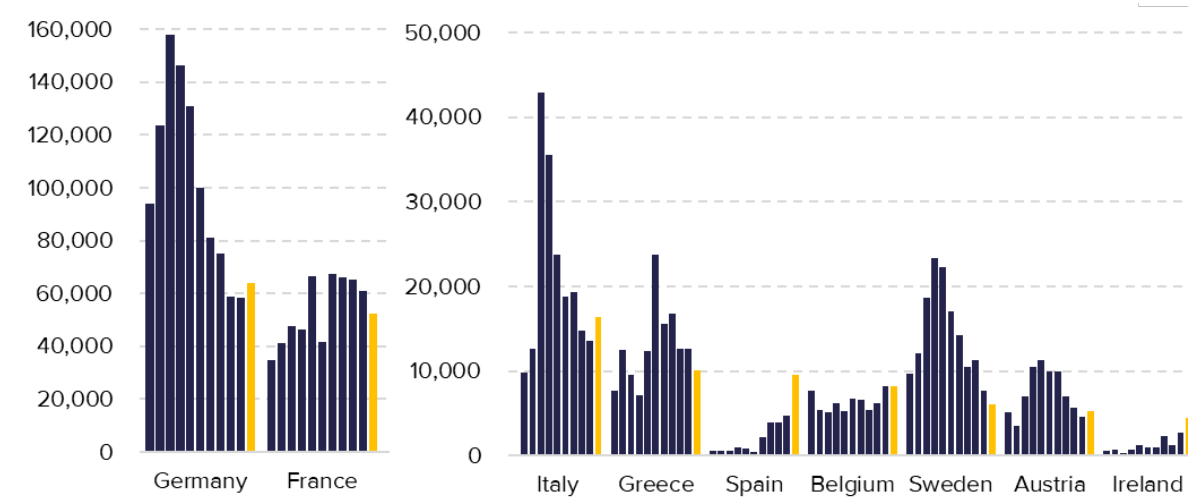
As in previous years, Germany and France issued the most decisions at second or higher instances (see *Figure 2*), accounting for around 34% and 27% of the EU+ total, respectively. Yet, in contrast to the previous 2 years, Germany (64,000) surpassed France (52,000) as the top issuing country. While decision-making at higher instances increased in Germany (+9%) after 2 years at low levels, it decreased in France (-14%). These two countries also issued both the highest number of total and negative decisions at first instance among EU+ countries.

Other countries issuing over 10,000 decisions at second or higher instances were Italy and Greece (see *Figure 2*). However, while decision-making in Italy (16,000) increased by one-fifth after 2 years of decreases, in Greece (10,000) decisions issued declined by one-fifth to the lowest level since 2018.



Germany and France again issued the most decisions overall, while about one-half of EU+ countries experienced increases

Figure 2. Top countries issuing decisions at second or higher instances, 2015-2025



Note: The yellow bar represents the year 2025.

Source: Eurostat [[migr_asydcfina](#)] as of 28 June 2026.

Among EU+ countries that issued between 1,000-10,000 decisions at second or higher instances in 2025, Spain and Ireland saw the largest year-on-year increases (in descending order). Both countries had already recorded an increase in decision-making in 2024. In Spain (9,600 applications in 2025, +104% from 2024), the trend intensified significantly in 2025, with decisions more than doubling compared to the previous year. In absolute terms, decisions issued at second or higher instances also rose more significantly than in the previous year in Ireland (4,500, +70%).

Conversely, in Sweden (6,000, -21%) a downward trend continued, with the number of decisions reaching the lowest on record. Other countries with notable decreases were the Netherlands (3,100, -17%) and Cyprus (1,700, -55%). Considering all EU+ countries, close to three-fifths issued a higher or stable number of decisions compared to the year prior.

1.1. Decisions by sex and age of applicants

As in previous years, almost 7 in 10 of all higher instance decisions were issued to male applicants, in line with the ratio of negative first instance decisions issued to males in 2025 and past years. Meanwhile, over 90% of all decisions issued at the appeal stage were issued to adults, a higher proportion compared to the number of negative decisions they received of the total (80% yearly since 2021). Indeed, about one-third of decisions at the appeal stage were issued to people aged between 35-64 years. Decisions issued to those between 18-34 years reached the lowest value since 2015.

While men received more decisions than women overall, decisions to women prevailed slightly in the age ranges of under 14 years old, 18-34 years old, and 65 or older, as in previous years. Nonetheless, girls below 14 and women between 18-34 years received fewer negative decisions than their male counterparts.

Decisions issued increased slightly for minors and remained stable for all others. This reversed the trend of the previous year, when decisions issued to minors had reached a record low.

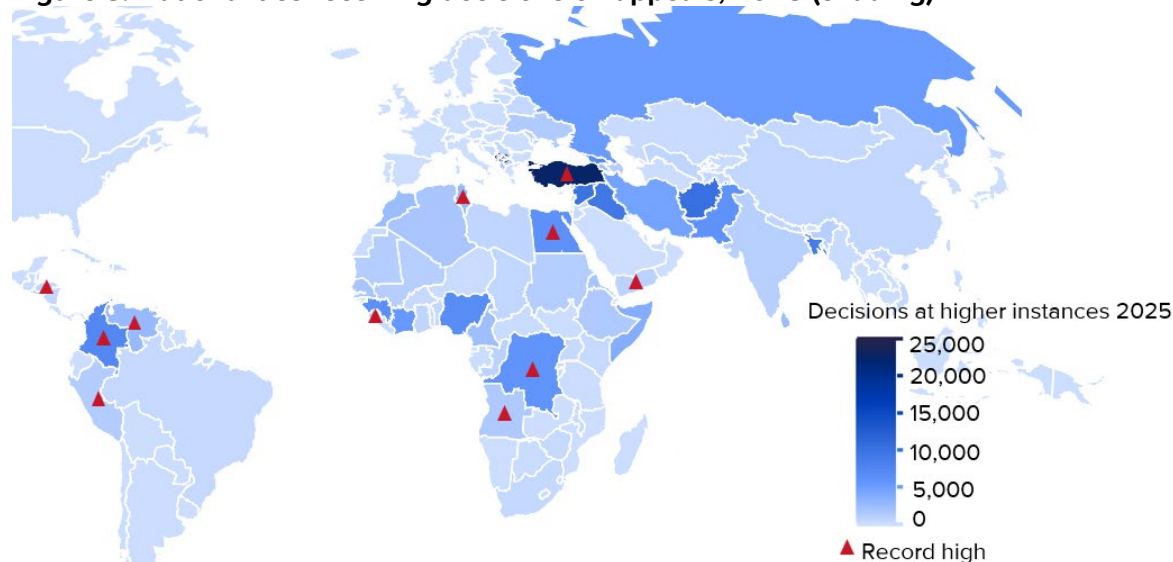
Decisions by nationality of applicants

In 2025, Turkish applicants (23,000) received the most decisions in appeals for the third consecutive year. Continuing the trend of recent years, decisions issued to Turks increased by over one-third, to the highest level on record. They were followed by Afghans (10,000) and Syrians (10,000), both of whom received about one-sixth less decisions than in 2024.



Diverging trends in decisions issued across top nationalities, with some experiencing record highs and others record lows

Figure 3. Nationalities receiving decisions on appeals, 2025 (shading)



Note: Markers indicating the highest value on record (since 2012) for nationalities receiving at least 500 decisions on appeals in 2025.

Source: Eurostat [[migr_asydcfina](#)] as of 1 July 2026.

Indeed, among the top recipients of decisions at higher instances, the trends diverged. While Colombians (7,500) and Egyptians (6,400) surpassed the record high levels of decisions received in 2024, Bangladeshis, Georgians, Nigerians and Pakistanis (in descending order) experienced decreases in decisions, with the latter reaching the lowest figure since 2014. Meanwhile, decisions issued to Iraqis remained stable.

On a smaller scale, Sudanese and Albanians received the fewest decisions in a decade, while Tunisians and Venezuelans reached new highs, continuing the upward trend of the previous years.

2. Recognition rate at second or higher instances

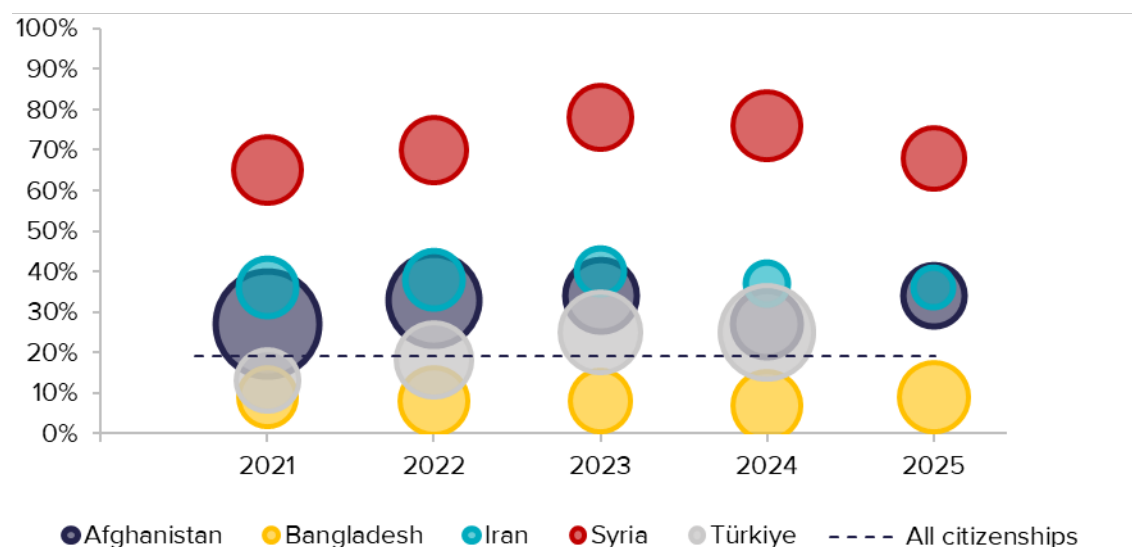
In 2025, the recognition rate at second or higher instances was 17%, in line with the previous six years (between 20% and 18%). This was nine percentage points below the peak level value of 26% in 2017.

The first instance recognition rate, on the other hand, decreased markedly from over 40% in 2024 and 2023, to just 29% in 2025. This was the lowest value since before the 2015-2016 refugee crisis, although similar to the recognition rates observed in 2019 (30%) and 2020 (30%).



Stable recognition rate at higher instances despite declining first instance recognition rate

Figure 4. EU+ recognition rates at second or higher instances for Top 5 citizenships in terms of number of decisions issued at second or higher instance, 2021-2025



Note: The size of the bubbles reflects the total number of decisions issued at second or higher instances. The dashed line at 19% represents the overall EU+ second or higher instance recognition rate for all citizenships across the period.

Source: Eurostat [[migr_asydcfina](#)] as of 1 July 2026.

Focusing exclusively on positive decisions issued at second or higher instances, in 2025 57% granted refugee status, while the remaining 43% granted subsidiary protection. This was largely stable from the previous year, when subsidiary protection accounted for 41% of applications, but above the 2023 value of 36%.

As in past years, women and girls had a higher recognition rate at second or higher instances (20%) compared to men and boys (15%). Both experienced a slight decrease in the recognition rate at the appeal stage compared to 2024. This is part of a broader trend, with the recognition rate for women and girls in 2025 being five percentage points lower than in 2022 (25%), and seven percentage points lower for men and boys than in 2023. The difference between sexes, however, has remained largely stable.

Among the Top 20 citizenships receiving the most decisions at higher instances, Syrians retained the highest recognition rate at 65%, although this represented a decrease of five percentage points compared to the previous year and the lowest on record. As in 2024, Iranians (36%) and Afghans (27%) followed, with Afghans experiencing a six percentage point drop from 33% in 2024. Meanwhile, Tunisians and Colombians had the lowest recognition rates at the appeal stage, just 3% each. Germany was the primary country issuing decisions to Syrians and Iranians, while France led for Afghans, Spain for Colombians, and Italy for Tunisians.

The recognition rate for Turks, the largest nationality group in appeals, continued to decrease to just 10% in 2025, down from 13% in 2024. This decrease was largely caused by a drop in the recognition rate in Germany from 15% to 9% in 2025, although the overall decline was partly mitigated by a slight increase in France to 17%.



To read latest data analysis on first instance decisions, consult the [EUAA Latest Asylum Trends](#).

To search for more developments by topic, country or year, consult the [National Asylum Developments Database](#).