

## 4.3.2.1. Recent changes in national lists of safe countries

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During periodic reviews, new countries may be determined as safe and others may be withdrawn from the national list.

#### Safe country of origin

In 2022, several EU+ countries revised their lists of safe countries. The main changes occurred in Cyprus,[353](#) Estonia,[354](#) Greece,[355](#) Iceland,[356](#) Norway[357](#) and Slovenia.[358](#) Belgium was the only country where no changes were introduced,[359](#) although in March 2023, the Council of Ministers approved the removal of Georgia from the list.[360](#)

In the Netherlands, the State Secretary announced in 2021 that 12 countries will be removed because there was no substantial interest or relevance to keep them on the list.[361](#) In addition, it maintained the United States,[362](#) Armenia (with the exception of LGBTIQ applicants and persons who have been placed in criminal detention),[363](#) and Trinidad and Tobago (with the exception of LGBTIQ applicants)[364](#) as safe countries of origin.

On 5 April 2022, the Council of State [ruled](#) that specific groups within a country can be excluded from the designation of a safe country of origin. Until this ruling was delivered, the Netherlands could opt to pay special attention to specific groups that did not completely meet the threshold to be excluded from the safe country of origin designation. Therefore, the accelerated procedure in Track 2 still applied. With the new ruling, all groups to which special attention was given in Track 2 were subsequently excluded from the safe country of origin designation.

In Ireland, the International Protection Act was amended to allow for the prioritisation of applications from safe countries of origin and for the acceleration of the appeal procedure in front of the International Protection Appeals Tribunal (IPAT).[365](#) Under the revised procedure, applicants from safe countries of origin receive a date for their substantive interview within 4 to 6 weeks of making the initial application.[366](#)

In October 2022, a fast-track procedure was re-introduced in Switzerland for certain countries of origin: countries on the list of safe countries of origin, visa-exempt countries, and – because of the high number of insufficiently-justified claims – Algeria, Morocco and Tunisia. This procedure merges the normally separate procedures of the Dublin interview and interviews in the national asylum procedure according to AsyIA, Articles 26 and 29. According to the SEM, this would allow the asylum procedure to be completed more quickly.[367](#)

For specific groups of applicants, [aditus](#) strongly criticised the presence of a number of countries on the safe country list in Malta because they discriminate and criminalise LGBTIQ individuals. The organisation pointed out that this practice undermines the proper safeguards at second instance for these individuals who

are fleeing persecution on the basis of their sexual orientation and gender identity, especially in cases where the first instance decision rejects the application as manifestly unfounded.<sup>368</sup> The International Protection Agency stated that all procedural guarantees apply within the accelerated procedure.

Following the Russian invasion in February 2022, Ukraine was removed or de facto suspended in all EU+ countries that had previously designated Ukraine as a safe country of origin (Austria,<sup>369</sup> Cyprus,<sup>370</sup> [Czechia](#), Estonia, Greece,<sup>371</sup> Iceland,<sup>372</sup> Italy,<sup>373</sup> Luxembourg and the Netherlands<sup>374</sup>).

The change in the security situation in Ukraine led the Supreme Administrative Court in Czechia to [accept](#) appeals lodged before February 2022 by Ukrainian nationals based on the safe country of origin concept and held that these cases should be re-considered due to the ongoing armed conflict.

In *S.H. v Malta* (Application No 37241/21), the ECtHR found that there had been violations of Article 13 in conjunction with Article 3 of the Convention when Malta ordered the return of an applicant to Bangladesh, which the International Protection Act deems as a safe country of origin. Under Rule 39 of the Rules of the Court, the ECtHR indicated to the Maltese government not to expel the applicant.

Similarly, the Tribunal of Catania [overturned](#) a negative decision and stated that Tunisia cannot be considered a safe country of origin due to the deteriorating the security situation.

The Court of the Hague overturned decisions given to some applicants from safe countries of origin. In one case it found that the determining authority had not asked sufficient questions during the interview with an applicant from [Georgia](#), and in another, there was insufficient investigation of the individual circumstances of the applicant from [Armenia](#).

The Dutch Council of State [underlined](#) that even when a country is considered as a safe country for origin for unaccompanied children, the authority should examine if adequate reception is available in the return country.

In contrast, national courts upheld the designation of some countries as safe countries of origin. There was no information available to challenge the designation for [Cameroon](#), [Egypt](#), [Georgia](#) and [Morocco](#).

The Irish High Court sent several [cases](#) back to IPAT to [re-examine](#) whether Georgia can be considered as safe for victims of domestic violence (see [Section 5.2](#)).

### **Safe third country**

Only a few changes were reported for national lists of safe third countries in 2022. Following the Russian invasion, Estonia removed Ukraine from the list on 25 May 2022.

Greece introduced the list in June 2021, specifying Türkiye as a safe third country for certain nationalities.<sup>375</sup> The list was further supplemented in December 2021 with the addition of applicants entering from Albania and North Macedonia.<sup>376</sup>

The retention of Türkiye as a safe third country on 12 December 2022<sup>377</sup> drew a strong reaction from civil society organisations.<sup>378</sup> 15 NGOs addressed a letter to the Director of the Asylum Service, noting that the latest European Commission report on Türkiye (SWD(2022) 333)<sup>379</sup> counters Greece's designation of Türkiye as a safe third country for refugees.<sup>380</sup> The lack of readmission leading to prolonged detention on the islands was also criticised by NGOs.<sup>381</sup>

Members of the European Parliament (E-001347/2022) raised with the European Commission the issue of the applicability of the recast APD, Article 38(4) as Türkiye had suspended all transfers from Greece.<sup>382</sup> The European Commission underlined that if the applicant is not permitted to enter the safe third country, in particular if the underlying situation preventing entry persists since 2018 or 2020, the Member State should

ensure that access to the asylum procedure is given, in accordance with the recast APD.<sup>383</sup> The Refugee Support Aegean and the Greek Refugee Council submitted an annulment of this piece of legislation to the Greek Council of State, which referred questions to the CJEU for a preliminary ruling.<sup>384</sup>

However, despite the suspension of returns to Türkiye since March 2020, applications lodged by applicants falling under the scope of Joint Ministerial Decision 42799/2021 (FEK B' 2425/07.06.2021) in 2022 were still examined in the context of the safe third country concept and the fast-track border procedure. The Appeals Committee does not apply Article 38(4) of the Procedural Directive to applications rejected as inadmissible on the basis of the safe third country concept with regard to Türkiye, despite the fact that readmissions to Türkiye have been suspended since March 2020. It is only in a limited number of cases that the Appeals Committee proceeded to an in-merit examination of an application. UNHCR continued its advocacy for the examination on the merits, based on its public statement issued in August 2021.<sup>385</sup>

Challenges were also brought up by the Norwegian Organisation of Asylum Seekers (NOAS) about the application of the concept of the safe third country. NOAS proposed a series of legislative and procedural changes to ensure that asylum seekers who are returned to a safe third country following the Immigration Act, Section 32(1d) are not exposed to the risk of *refoulement*, including chain *refoulement*.<sup>386</sup>

<sup>353</sup> [???? ?????? ????? ?????????? ?????????? ??? 2022 \(????????? 202/2022\)](#) [Decree on Safe Countries of Origin 2022 (Decree 202/2022)], May 27, 2022.

<sup>354</sup> European Union Agency for Asylum. (December 2022). Applying the Concept of Safe Countries in the Asylum Procedure. [https://euaa.europa.eu/sites/default/files/publications/2022-12/2022\\_safe\\_country\\_concept\\_asylum\\_procedure\\_EN.pdf](https://euaa.europa.eu/sites/default/files/publications/2022-12/2022_safe_country_concept_asylum_procedure_EN.pdf)

<sup>355</sup> [????? ?????????? ?????????? \(?????. ??? 78391\) ?????????? ?????????? ?????? ?????????? ??? ?????????????????? ?? ?????????, ????????? ?? ??? ??? 5 ??? ?????? 87 ??? ?. 4636/2019 \(? 169\), ??? ? – 667/15-02-2022](#) [Joint Ministerial Decision (No. 78391) Establishing a national list of countries of origin designated as safe, in accordance with article 87(5) of Law 4636/2019 (A'169), Gov.Gaz B' -667/15-02-2022], February 15, 2022. [https://migration.gov.gr/wp-content/uploads/2022/02/%CE%A6%CE%95%CE%9A-%CE%92-667\\_2022.pdf](https://migration.gov.gr/wp-content/uploads/2022/02/%CE%A6%CE%95%CE%9A-%CE%92-667_2022.pdf)

<sup>356</sup> European Union Agency for Asylum. (December 2022). Applying the Concept of Safe Countries in the Asylum Procedure. [https://euaa.europa.eu/sites/default/files/publications/2022-12/2022\\_safe\\_country\\_concept\\_asylum\\_procedure\\_EN.pdf](https://euaa.europa.eu/sites/default/files/publications/2022-12/2022_safe_country_concept_asylum_procedure_EN.pdf)

<sup>357</sup> Norwegian Directorate of Immigration | Utlendingsdirektoratet. (2022, February 24). UDI 2021-009V Land i 48-timersprosedyren [UDI 2021-009V Country in the 48-hour procedure]. [https://www.udiregelverk.no/rettskilder/udi-retningslinjer/udi-2021-009/#4.1.4.1\\_S%C3%B8kere\\_fra\\_land\\_der\\_UDI\\_le](https://www.udiregelverk.no/rettskilder/udi-retningslinjer/udi-2021-009/#4.1.4.1_S%C3%B8kere_fra_land_der_UDI_le)

<sup>358</sup> Odlok o dolo?itvi seznama varnih izvornih držav [Decree on establishing a list of safe countries of origin], March 31, 2022. <http://www.pisrs.si/Pis.web/pregledPredpisa?id=ODLO2607>

<sup>359</sup> Arrêté royal du 14 janvier 2022 portant exécution de l'article 57/6/1, § 3, alinéa 4, de la loi du 15 décembre 1980 sur l'accès au territoire, le séjour, l'établissement et l'éloignement des étrangers, établissant la liste des pays d'origine sûrs [Royal decree of 14 January 2022, implementing article 57/6/1(3) 4) of the Law of 15 December 1980 on access to the territory, residence, settlement and removal of foreigners, establishing a list of safe countries of origin], January 14, 2022. <https://www.ejustice.just.fgov.be/eli/arrete/2022/01/14/2022020096/justel>

<sup>360</sup> Council of Ministers | Ministerraad | Conseil des ministres. (2023, March 17). Détermination des pays d'origine sûrs [Determination of safe countries of origin]. <https://news.belgium.be/fr/determination-des-pays-dorigine-surs>

[361](#) European Union Agency for Asylum. (June 2022). Asylum Report 2022. <https://euaa.europa.eu/asylum-report-2022>

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[363](#) State Secretary for Justice and Security | Staatssecretaris van Justitie en Veiligheid. (2022, April 26). Kamerbrief over herbeoordeling veilige landen van herkomst Armenië [Parliamentary letter on the reassessment of Armenia as a safe country of origin list]. <https://www.rijksoverheid.nl/documenten/kamerstukken/2022/04/26/tk-herbeoordeling-veilige-landen-van-herkomst-armenie>

[364](#) State Secretary for Justice and Security | Staatssecretaris van Justitie en Veiligheid. (2022, February 23). Kamerbrief over herbeoordeling veilige landen van herkomst Trinidad en Tobago [Parliamentary letter on the reassessment of Trinidad and Tobago as a safe country of origin]. <https://www.rijksoverheid.nl/onderwerpen/asielbeleid/documenten/kamerstukken/2022/02/23/tk-herbeoordeling-veilige-landen-van-herkomst-trinidad-en-tobago>

[365](#) S.I. No. 541/2022 - European Communities (International Protection Procedures) Regulations 2022, October 27, 2022. <https://www.irishstatutebook.ie/eli/2022/si/541/made/en/>

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[369](#) Verordnung der Bundesregierung, mit der die Verordnung der Bundesregierung, mit der Staaten als sichere Herkunftsstaaten festgelegt werden (Herkunftsstaaten-Verordnung – HStV) geändert wird [Federal Government Regulation amending the Federal Government Regulation designating countries as safe countries of origin (Countries of Origin Regulation – HStV)], March 30, 2022. <https://www.ris.bka.gv.at/eli/bgbl/II/2022/129/20220330>

[370](#) ????? ?????? ????? ?????????? ???????? ??? 2022 (????????? 202/2022) [Decree on Safe Countries of Origin 2022 (Decree 202/2022)], May 27, 2022. [https://www.mof.gov.cy/mof/gpo/gazette.nsf/7727D72567EC96F4C225884F00233AD8/\\$file/5703%2027%205%20](https://www.mof.gov.cy/mof/gpo/gazette.nsf/7727D72567EC96F4C225884F00233AD8/$file/5703%2027%205%20)

[371](#) ????? ?????????? ???????? (????????? 708368) ?????????? ?????????? ?????????? ?????? ?????????? ??? ?????????????????? ?? ??????????, ?????????? ?? ??? ??? 5 ??? ?????? 92 ??? ?. 4939/2022 (A'111), ??? ? – 6012/25.11.2022 [Joint Ministerial Decision (No. 708368) Establishing a national list of countries of origin designated as safe, in accordance with article 92(5) of Law 4939/2022 (A'111), Gov.Gaz B' - 6012/25.11.2022], November 25, 2022. [http://www.et.gr/idos-nph/search/pdfViewerForm.html?args=5C7QrtC22wGGrezhDLcpZ3dtvSoClrL8gX5pevewxGbnMRVjyfnPUeJInJ4zFzeyCiBSQOpYnTy36MacmUFCx2ppFvBej56Mmc8Qdb8ZfrJqZnsIAdk8Lv\\_e6czmhEembNmZCMxLMtT7WZ](http://www.et.gr/idos-nph/search/pdfViewerForm.html?args=5C7QrtC22wGGrezhDLcpZ3dtvSoClrL8gX5pevewxGbnMRVjyfnPUeJInJ4zFzeyCiBSQOpYnTy36MacmUFCx2ppFvBej56Mmc8Qdb8ZfrJqZnsIAdk8Lv_e6czmhEembNmZCMxLMtT7WZ)

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[373](#) Decreto 9 marzo 2022 del Ministero degli Affari Esteri e della Cooperazione Internazionale Revisione della lista dei Paesi sicuri per i richiedenti protezione internazionale [Decree of 9 March 2022 of the Ministry of Foreign Affairs and International Cooperation Revision of the list of safe countries for applicants for

international protection], March 9, 2022.

[https://www.gazzettaufficiale.it/atto/serie\\_generale/caricaDettaglioAtto/originario?atto.dataPubblicazioneGazzetta=2023-11&atto.codiceRedazionale=22A01702&elenco30giorni=false](https://www.gazzettaufficiale.it/atto/serie_generale/caricaDettaglioAtto/originario?atto.dataPubblicazioneGazzetta=2023-11&atto.codiceRedazionale=22A01702&elenco30giorni=false)

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**376** ???????????? ?? ?? ??. 42799/03.06.2021 ?????? ?????????? ?? ?????????? ???????????? ?? ???????????????? ?? ?????????? «??????????? ?????? ?????? ?? ?????????????????? ?? ?????????? ?? ?????????? ?????????? ?????????? ?? ?????????? ?? ?????? 86 ??? ?. 4636/2019 (? 169)» (? 2425), ??? ? – 5949/16.12.2021 [Amendment to the Joint Ministerial Decision No 42799/03.06.2021 of the Ministers of Foreign Affairs and Migration and Asylum “Designation of safe third countries and establishment of a national list in accordance with Article 86 of Law No 4636/2019 (A’169)” (? 2425), Gov.Gaz B’ - 5949/16.12.2021], December 16, 2021.

**377** ????? ?????????? ???????? (???????? 734214) ?????????? ?????? ?????? ?? ?????????????????? ?? ?????????? ?? ?????????? ?????????? ?????????? ?? ?? ?????????? ?? ?????? 91 ??? ?. 4939/2022 (? 111), ??? ? – 6250/12.12.2022 [Joint Ministerial Decision No. 734214 Designation of safe third countries and establishment of a national list in accordance with Article 91 of Law No 4939/2022 (A’111), Gov.Gaz B’ - 6250/12.12.2022], December 12, 2022. [http://www.et.gr/idos-nph/search/pdfViewerForm.html?args=5C7QrtC22wGGrezhDLcpZ3dtvSoClrL8jxiAQmjybDnNZ8op6Z\\_wSuJInJ4zFzeyCiBSQOpYnTy36MacmUFCx2ppFvBej56Mmc8Qdb8ZfRjQZnsIAdk8Lv\\_e6czmhEmbNmZCMxLMtUqyG](http://www.et.gr/idos-nph/search/pdfViewerForm.html?args=5C7QrtC22wGGrezhDLcpZ3dtvSoClrL8jxiAQmjybDnNZ8op6Z_wSuJInJ4zFzeyCiBSQOpYnTy36MacmUFCx2ppFvBej56Mmc8Qdb8ZfRjQZnsIAdk8Lv_e6czmhEmbNmZCMxLMtUqyG)

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