

4.1. Making asylum systems more resilient

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Section 2.1. Reforming the Common European Asylum System: An ongoing process

In 2025, asylum authorities focused on strengthening their capacity for the implementation of the Pact. Following the EUAA template provided in 2024, almost all Member States adopted national contingency plans which outlined different scenarios, indicators and thresholds for activating or de-activating response measures.144 Activities 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 to the financial support made available through the European Commission (such as the TSI) and technical support through the EUAA to carry out activities with these objectives, EU+ countries collaborated bilaterally as well. For example, Switzerland financed and shared knowledge on strengthening migration management (especially the protection system for children and applicants with special needs) in Bulgaria145 and strengthening reception and protection for unaccompanied children in Italy.146 The Bulgarian State Agency for Refugees (SAR) and the Norwegian Directorate of Immigration (UDI) cooperated on improving communication with applicants through interpreters.147 The Cypriot Asylum Service went on a study visit to the Swiss SEM on the production of country of origin information (COI), while the Latvian Office of Citizenship and Migration Affairs (OCMA) learnt about digital solutions in Lithuania during a working visit.148

Table 1. Revisions to legislation related to the activation of the Pact on Migration and Asylum, as of 30 April 2026

Country	Legislative changes
Austria	A draft law was shared for public consultation between 15 January-12 February 2026.149 The Council of Ministers adopted the draft legislation concerning amendments arising from the EU Pact on Migration and Asylum on 24 March 2026.150 The legislation is now to be discussed in Parliament.151

Country	Legislative changes
Belgium	The draft law reforming the rules of procedure for the Council for Alien Law Litigation (CALL) was published on 10 March 2026.[152] Other parts are under discussion, no draft law published yet.
Bulgaria	Proposal for a new law on international protection, giving more independence to the asylum authority. Proposal published for consultation on 23 January 2026.[153]
Croatia	Public consultation on amendments to the Law on Foreigners and the International and Temporary Protection Act closed on 13 December 2025.[154]
Cyprus	A new Refugee Law was put forth for consultation in July 2025[155] and the final draft bill was sent for review to the Legal Service of the Republic in January 2026. The bill amending the Cyprus Refugee Law (incorporating the provisions of the Pact) was adopted on 23 April 2026.[156]
Czechia	An amendment to the Act on Asylum was approved and will enter into force on 12 June 2026.[157]
Denmark	Denmark is not bound by most instruments of the Pact on Migration and Asylum.
Estonia	The Draft Act on Granting International Protection to Aliens was submitted for public consultation from 26 June 2025–1 September 2025.[158]
Finland	Under discussion, no draft law published yet.
France	Under discussion, no draft law published yet.
Germany	The federal government adopted two laws for the transposition of the Pact.[159] Both laws were adopted by the German Bundestag and approved by the Bundesrat in February and March 2026.
Greece	Under discussion, no draft law published yet.
Hungary	Reiterated its stance not to implement the Pact.[160]
Iceland	Iceland is not bound by the Pact on Migration and Asylum. Legislative proposals on the transposition of the Qualifications Regulation and the Screening Regulation were discussed in Parliament.[161]
Ireland	The Cabinet approved the General Scheme of the International Protection Bill 2025, intended to replace the International Protection Act 2015.[162]
Italy	Under discussion, no draft law published yet. Screening was piloted in Lampedusa.[163]
Latvia	Under discussion, no draft law published yet.
Lithuania	Amendments to the Law on the Legal Status of Foreigners were submitted to the government, no draft law published yet.[164]
Luxembourg	The Council of Government approved a draft bill to operationalise provisions of the Pact in national law in January 2026.[165] The draft for transposing the RDC 2024 has not yet been presented.
Malta	Under discussion, no draft law published yet.
Netherlands	The draft law underwent consultation between 20 December 2024-17 February 2025.[166]
Norway	Norway is not bound by all of the instruments of the Pact on Migration and Asylum but will implement parts related to the Schengen system and the Dublin procedure, including the AMMR (Parts 3, 5 and 7), the Screening Regulation, the recast Eurodac Regulation, and the Crisis and Force Majeure Regulation (Articles 12 and 13, and Articles 1-6 when they are relevant for the application of Articles 12 and 13). The draft law for the implementation was presented on 27 March 2026.[167]
Poland	Under discussion, no draft law published yet.
Portugal	Under discussion, no draft law published yet.
Romania	The draft law for the operationalisation of the Pact instruments was published on 4 February 2026.[168]

Country	Legislative changes
Slovakia	The new law on international protection was under an inter-ministerial consultation process in 2025. The draft was published on 7 January 2026.169
Slovenia	The new legislation was prepared. No draft law published yet.
Spain	Under discussion, no draft law published yet.
Sweden	Under discussion, no draft law published yet.
Switzerland	Switzerland is not bound by most instruments of the Pact on Migration and Asylum. Public consultations took place on the amendment of the Asylum Act and related ordinances.170

The CJEU ruled that the time limit for making a decision may be extended only when the number of applications increases significantly within a short period of time, but significant backlogs or staff shortages do not justify an extension when applications increase gradually over an extended period.171

Capacity-building activities were based on the individual situation in asylum and reception in each country. Some countries continued to focus on organisational changes and staff recruitment. For example in Croatia, a new sector for international protection was established with three departments and additional staff.172 The Maltese International Protection Agency established a Workflow Unit which operates horizontally across the organisation to coordinate logistics, interpretation, scheduling and cross-unit workflow arrangements. The agency also hired several new staff members (both as protection officers and administrative support). The Cypriot Asylum Service aimed to obtain more permanent staff and establish 32 permanent positions (independent from EU funding) by 2026. In Portugal, the Agency for Integration, Migration and Asylum (AIMA) hired new staff and indicated the need to continue with this process to meet its capacity needs. Discussions continued in Belgium on the creation of a Federal Public Service on Asylum and Migration and a working group was established with representatives of different asylum services (Office of the Commissioner General for Refugees and Stateless Persons (CGRS), Federal Agency for the Reception of Asylum Seekers (Fedasil) and Immigration Office).

Capacity-building continued through enhanced training initiatives as well. The Swedish Migration Agency (SMA) launched a project (K.R.A.F.T.) to strengthen opportunities for skills development for its staff and, hence, the agency’s overall adaptability and resilience. Staff members of the Romanian General Inspectorate for Immigration (GII) were offered extensive training opportunities as well. Decision-makers at the Portuguese AIMA underwent training specifically to strengthen their capacity in collecting, analysing and using COI.

Nonetheless, capacities remained divided, as some staff were involved in tasks around the implementation of the Pact, ranging from support to the drafting of new laws to technical discussions on the practical implementation and logistical arrangements.

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, for example in Bulgaria, Cyprus and Portugal. In Finland, in order to save interview time and expedite the process, the applicant and the representative are given 2 weeks to provide comments on the interview record when it is not reviewed in full on the spot.173 In Spain, the increased use of decision templates for certain nationalities contributed to more

efficient decision-making and a reduction in pending cases.[174] However, CEAR expressed concerns about the quality of these decisions, finding that they were not always sufficiently individualised.[175]

Belgium, Germany and the Netherlands continued with projects to decrease the number of pending cases. Following the Tabula Rasa project in 2024 which was piloted within two units, in the second phase called Prisma, the Belgian CGRS created 12 additional units with 12-15 volunteers in each unit. The evaluation of the Tabula Rasa project showed that the efficiency of teams organised in a more flexible manner increased by 10-20%, while maintaining the quality of decision-making and slightly increasing the staff's self-reported well-being.[176] The evaluation of Prisma was ongoing.

The European Commission highlighted the importance of cooperating with judicial bodies and strengthening them in the framework of the implementation process.[177] As part of the asylum law reform in Ireland, the Cabinet approved the establishment of a new second instance body to manage asylum appeals based on the Pact.[178] The Tribunal for Asylum and Returns Appeals (TARA) becomes operational on 12 June 2026. The International Protection Appeals Tribunal (IPAT) will continue to exist and hear asylum appeals related to applications lodged before the entry into application of the Pact. Continuing efforts to bring the judge closer to the asylum seeker,[179] the French National Court of Asylum (CNDA) opened two new territorial chambers in Nantes and Marseille.[180] To adapt more quickly to the changing workload, the Maltese government amended rules on the constitution of the Immigration Appeals Board and the assignment of cases among its divisions.[181] Similarly in Iceland, amendments on the composition of the Immigration Appeals Board entered into force to improve efficiency.[182] In Czechia, as part of the TSI project, the Department for Asylum and Migration Policy cooperated with administrative courts on providing COI for the assessment of claims. The CJEU clarified that courts must be able to order an applicant's medical examination when the court considers that this is necessary or relevant for the assessment of an asylum application.[183]

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  European Commission. (11 November 2025). Communication from the Commission to the European Parliament and the Council The European Annual Asylum and Migration Report (2025). COM(2025) 795 final.

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  State Agency for Refugees at the Council of Ministers | Държавната агенция за бежанците при Министерския съвет. (25 October 2025). Ръководството на ДАБ при МС и представители на швейцарска делегация обсъдиха мерките по компонента, който Агенцията ще изпълнява по Швейцарско-българска програма в областта на миграцията [The management of the SAR at the CM and representatives of a Swiss delegation discussed the measures under the component that the Agency will implement within the framework of the Swiss-Bulgarian Programme on Migrationl].

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United Nations High Commissioner for Refugees (UNHCR). (24 September 2025). Minori stranieri non accompagnati: la Svizzera al fianco dell'Italia e di UNHCR, nasce il progetto rafforzare i servizi di accoglienza e protezione per i minori non accompagnati in Italia [Unaccompanied foreign minors: Switzerland joins forces with Italy and the UNHCR to launch a project aimed at strengthening reception and protection services for unaccompanied minors in Italy].

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  State Agency for Refugees at the Council of Ministers | Държавната агенция за бежанците при Министерския съвет. (26 February 2025). Потенциални области на сътрудничество между България и Норвегия [Potential areas of cooperation between Bulgaria and Norway].

- 148

  Office of Citizenship and Migration Affairs | Pilsonības un migrācijas lietu pārvalde. (5 June 2025). Administration experts exchange experience in the field of migration documents during a working visit to Lithuania.

- 149

  Federal Ministry of the Interior (Austria) | Bundesministerium für Inneres. (16 January 2026). EU-Asylpakt in Umsetzung: Größte Fremdenrechts-Novelle seit 20 Jahren [Implementation of the EU Pact on Asylum: The most significant amendment to immigration law in 20 years].

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  Federal Chancellery | Bundeskanzleramt. (24 March 2026). Beschlussprotokoll des 46. Ministerrates vom 24. März 2026 [Minutes of the 46th Council of Ministers meeting of 24 March 2026].

- 151

  Parliament (Austria) | Parlament. (14 April 2026). Asyl- und Migrationspakt: Innenausschuss genehmigt Anpassungsgesetz [Asylum and Migration Pact: Interior Committee approves adaptation law].

- 152

  Projet de loi relatif au Conseil du contentieux des étrangers [Draft law relating to the Council for Alien Law Litigation], 10 March 2026.

- 153

  Проект на Закон за международната закрила [Draft Law on International Protection], 26 January 2026.

- 154

Ministry of the Interior (Croatia) | Ministarstvo unutarnjih poslova Republike Hrvatske. (13 November 2025). Izmjene zakona o strancima i međunarodnoj zaštiti poslane u javno savjetovanje [Amendments to the Law on Foreigners and International Protection sent for public consultation].

- 155

  Asylum Service | Υπηρεσία Ασύλου. (8 July 2025). Δημόσια Διαβούλευση για το νομοσχέδιο με τίτλο: «ο περί Προσφύγων Νόμος του 2025» [Public Consultation on the bill titled: “The Refugee Law of 2025”].

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  Nomoplatform (23 April 2026), Ο περί Προσφύγων Νόμος του 2026 [Refugee Law of 2026].

- 157

  Zákon č. 314/2025 Sb. [Act No 314/2025 Coll.], 23 July 2025.

- 158

  Ministry of the Interior (Estonia) | Siseministeerium. (26 June 2025). Välismaalasele rahvusvahelise kaitse andmise seaduse eelnõu kooskõlastamiseks esitamine [Submission for coordination of the Draft Act on Granting International Protection to Aliens].

- 159

  Federal Ministry of the Interior and Community (Germany) | Bundesministerium des Innern und für Heimat. (3 September 2025). Federal Cabinet adopts bills to transpose the Common European Asylum System into German law.

- 160

  Government of Hungary | Magyarország Kormánya. (10 December 2025). Lakossági energiatároló programot hirdetünk [We are announcing a residential energy storage programme].

- 161

  Frumvarp til laga um breytingu á lögum um útlendinga, nr. 80/2016 (afturköllun alþjóðlegrar verndar) [Bill on amendments to the Foreign Nationals Act, No 80/2016 (withdrawal of international protection)], 18 September 2025; Drög að frumvarpi til laga um brottfararstöð [Draft bill on a departure centre], 2 October 2025.

- 162

  Department of Justice, Home Affairs and Migration | An Roinn Dlí agus Cirt, Gnóthaí Baile agus Imirce. (29 April 2025). Minister Jim O’Callaghan secures Cabinet approval for publication of the General Scheme of the International Protection Bill 2025.

- 163

European Union Agency for Asylum (EUAA). (27 October 2025). Frontex, EUAA, Europol and Italy pilot new screening process in Lampedusa.

- 164

  Ministry of the Interior (Lithuania) | Lietuvos Respublikos vidaus reikalų ministerija. (31 December 2025). 2025 metų Vidaus reikalų ministerijos darbų apžvalga, [Overview of the work of the Ministry of Interior in 2025].

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  Council of Government (Luxembourg) | Conseil de gouvernement. (9 January 2026). Résumé des travaux du 9 janvier 2026 [Summary of work as of 9 January 2026].

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  Government (Netherlands) | Overheid. (20 December 2024). Uitvoerings- en implementatiewet Asiel- en Migratiepact 2026 [Implementation and Execution Act Asylum and Migration Pact 2026].

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  Prop. 73 LS (2025–2026): Endringer i grenseloven, utlendingsloven og SIS-loven (screening av tredjelandsborgere) og samtykke til godtakelse av forordning (EU) 2024/1356 om innføring av screening av tredjelandsborgere ved de ytre grensene mv. og forordning (EU) 2022/1190 om endringer i politisamarbeidsforordningen (videreutvikling av Schengen-regelverket) [Prop. 73 LS (2025–2026): Amendments to the Borders Act, the Immigration Act and the SIS Act (screening of third-country nationals) and consent to the acceptance of Regulation (EU) 2024/1356 on the introduction of screening of third-country nationals at the external borders, etc. and Regulation (EU) 2022/1190 on amendments to the Police Cooperation Regulation (further development of the Schengen acquis)], 27 March 2026.

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  Lege pentru înființarea și organizarea centrelor de screening, precum și pentru modificarea și completarea unor acte normative în domeniul străinilor [Law on the establishment and organisation of screening centres, as well as on the amendment and supplementation of certain normative acts in the field of immigration], 4 February 2026.

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  Návrh zákona o medzinárodnej ochrane a o zmene a doplnení niektorých zákonov [Draft Law on International Protection and on Amendments to Certain Acts], 7 January 2026.

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  Federal Council | Conseil Fédéral. (14 August 2024). Le Conseil fédéral ouvre la consultation sur la reprise du pacte européen sur la migration et l’asile [The Federal Council launches a consultation on the adoption of the EU Pact on Migration and Asylum];

Federal Council | Conseil Fédéral. (20 June 2025). Mise en œuvre du pacte de l'UE sur la migration et l'asile : le Conseil fédéral propose des modifications d'ordonnances [Implementation of the EU Pact on Migration and Asylum: the Federal Council proposes amendments to ordinances]; Federal Council | Conseil Fédéral. (19 December 2025). Le Conseil fédéral adopte le mandat de négociation en vue d'une participation de la Suisse au mécanisme de solidarité de l'UE [The Federal Council adopts the negotiating mandate for Switzerland's participation in the EU Solidarity Mechanism]; Federal Council | Conseil Fédéral. (18 February 2026). Pacte sur la migration et l'asile : le Conseil fédéral ouvre la consultation sur l'ordonnance Eurodac [Pact on Migration and Asylum: The Federal Council opens consultation on the Eurodac ordinance]. United Nations High Commissioner for Refugees (UNHCR). (October 2025). UNHCR Stellungnahme zu Verordnungsanpassungen Implementierung des EU-Paktes [UNHCR statement on regulatory amendments: Implementation of the EU Pact].

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  European Union, Court of Justice of the European Union [CJEU], *State Secretary for Justice and Security (Staatssecretaris van Justitie en Veiligheid)* v *X [Zimir]*, C-662/23, ECLI:EU:C:2025:326, 8 May 2025. Link redirects to the English summary in the EUAA Case Law Database; European Union Agency for Asylum (EUAA). (17 March 2025). Jurisprudence related to asylum pronounced by the Court of Justice of the EU in 2025.

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  NN 90/2025 (16.6.2025.), Uredba o izmjenama i dopunama Uredbe o unutarnjem ustrojstvu Ministarstva unutarnjih poslova [NN 90/2025 (16.6.2025), Regulation amending the Regulation on the internal organisation of the Ministry of the Interior], 16 June 2025.

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  Finnish Immigration Service | Maahanmuuttovirasto Migrationsverket. (30 May 2025). Amendments to the Aliens Act from 1 June – impacts on customers receiving international protection.

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  Ministry of the Interior (Spain) | Ministerio del Interior. (January 2025). Consulta pública previa: Normas de adaptación al Pacto Europeo de Migración y Asilo [Preliminary public consultation: Rules for alignment with the EU Pact on Migration and Asylum].

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  Spanish Commission for Refugee Aid | Comisión Española de Ayuda al Refugiado. (3 February 2026). El reconocimiento de asilo vuelve a bajar en España pese al aumento de las necesidades de protección a nivel global [Asylum recognition falls again in Spain despite the global increase in protection needs].

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Office of the Commissioner General for Refugees and Stateless Persons | Commissariaatgeneraal voor de vluchtelingen en de staatlozen | Commissariat Général aux Réfugiés et aux Apatrides (CGRS). (April 2025). Rapport annuel 2024 [2024 Annual Report].

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  European Union Agency for Asylum (EUAA). (June 2025). Country overview 2025 - France.

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  Décret n° 2025-756 du 1er août 2025 portant création des chambres territoriales de la Cour nationale du droit d'asile de Marseille et Nantes et relatif à la procédure applicable devant la Cour nationale du droit d'asile [Decree No 2025-756 of 1 August 2025 creating the territorial chambers of the National Court of Asylum in Marseille and Nantes and relating to the procedure applicable before the National Court of Asylum], 1 August 2025.

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  L.N. 169 of 2025 Immigration Act (Cap. 217) Immigration Appeals Board (Division) (Amendment) Regulations, 2025, 5 August 2025.

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  Lög um breytingu á lögum um útlendinga, nr. 80/2016 (alþjóðleg vernd). [Act amending the Act on Aliens, No 80/2016 (international protection)], 26 June 2024.

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  European Union, Court of Justice of the European Union [CJEU], *B.F.* v *Kypriaki Dimokratia [Barouk]*, C-283/24, ECLI:EU:C:2025:236, 3 April 2025. Link redirects to the English summary in the EUAA Case Law Database.

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