

Input by civil society organisations to the Asylum Report 2026

Fields marked with * are mandatory.

Dear Colleagues,

The production of the Asylum Report 2026 is currently underway. The annual [Asylum Report](#) presents an overview of developments in the field of international protection in Europe.

The report includes information and perspectives from various stakeholders, including experts from EU+ countries, civil society organisations, researchers and UNHCR. To this end, we invite you, our partners from civil society, academia and research institutions, to share your reporting on developments in asylum law, policies or practices in 2025 by topic as presented in the online survey (**‘Part A’ of the form**).

We also invite you to share with us any publications your organisation has produced throughout 2025 on issues related to asylum in EU+ countries (**‘Part B’ of the form**). These may be reports, articles, recommendations to national authorities or EU institutions, open letters and analytical outputs. Your input can cover information for a specific EU+ country or the EU as a whole. You can complete all or only some of the sections.

Please note that the Asylum Report does not seek to describe national systems in detail but rather to present key developments of the past year, including improvements and challenges which remain.

All submissions are publicly accessible. For transparency, contributions will be published on the EUAA webpage and contributing organisations will be listed under the [Acknowledgements](#) of the report.

All contributions should be appropriately referenced. You may include links to supporting material, such as analytical studies, articles, reports, websites, press releases, position papers. Some sources of information may be in a language other than English. In this case, please cite the original language and, if possible, provide one to two sentences describing the key messages in English.

The content of the Asylum Report is subject to terms of reference and volume limitations. Contributions from civil society organisations feed into EUAA’s work in multiple ways and inform reports and analyses beyond the Asylum Report.

NB: Similarly to last year, this year's edition of the Asylum Report will be leaner and more analytical, with streamlined thematic sections. The focus will be on key trends in the field of asylum rather than on individual developments. For this reason, information shared by respondents to this call may be incorporated in the Asylum Report in a format different than in the past years. It will also feature prominently as info boxes in the [country overviews](#).

Your input matters to us and will be much appreciated!

Please submit your contribution to the Asylum Report 2026 by Friday, 9 January 2026.

Contact details

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I accept the provisions of the EUAA [Legal and Privacy Statements](#)

General observations

Before sharing information by thematic area, please provide your general observations on asylum developments as indicated in the following three fields:

What areas would you highlight where important developments took place in the country/countries you cover?

Key areas where important developments took place in the country or countries we cover during 2025

1. Reception capacity and access to material conditions

Persistent pressure on reception systems, continued shortages in accommodation in some Member States, prioritisation practices affecting access to reception, and increased focus on standards and operational monitoring for reception quality and dignity.

2. Streamlining of asylum procedures and backlog management

Measures to accelerate processing, increase productivity, and manage high caseloads, alongside continued concerns on procedural fairness, effective remedies, and the practical impact of faster procedures on applicants in a vulnerable situation.

3. Country of origin information and safe country approaches

Expanded policy attention to COI use in decision making and to safe country concepts as part of broader efforts to speed up procedures, with implications for evidentiary standards and safeguards for complex profiles and vulnerable applicants.

4. Implementation phase of the EU Pact on Migration and Asylum

2025 was marked by operational and legislative preparation for full application from mid 2026, including planning cycles and implementation steps that affected national policy choices and resource allocation.

5. Border management and digitisation affecting access and processing

Progress on new digital border management systems and related control measures, with potential downstream effects on arrivals management, screening practices, and procedural workflows.

What are the areas, where only few or no developments took place?

Would you have any observations to share specifically about the implementation of the Pact on Migration and Asylum in the national context of the country/ countries you cover?

PART A: Contributions by topic

Please share your reporting on developments in asylum law, policies or practices in 2025 by topic.

Kindly make sure that you provide information on:

- New developments and improvements in 2025 and new or remaining challenges;

- Changes in legislation, policies or practices, or institutional changes during 2025.

1. Access to territory and access to the asylum procedure (including first arrival to territory and registration, arrival at the border, application of the non-refoulement principle, the right to first response (shelter, food, medical treatment) and issues regarding border guards)

In 2025, key developments on access to territory and access to the asylum procedure across EU plus contexts were primarily driven by the transition period for the EU Pact on Migration and Asylum, alongside intensified border management measures and continued scrutiny of non refoulement safeguards.

1. New developments and improvements in 2025

Many authorities prioritised earlier registration and faster channelling of new arrivals toward the appropriate track, asylum or return, reflecting preparedness work linked to the new screening and procedure architecture that will apply from mid 2026. Practical steps included planning for screening workflows, referral pathways, and independent monitoring expectations at external borders.

Digital border management advanced with the gradual rollout of the EU Entry Exit System starting October 2025, increasing systematic identity and movement recording for non EU nationals, with expected operational implications for first arrival processing and border control practices.

2. Remaining and emerging challenges in 2025

Access to territory and procedure continued to face challenges linked to inconsistent practices at borders, including allegations of informal returns and obstacles to lodging applications, which carry direct non refoulement risk where individuals are prevented from accessing protection safeguards.

Debates and policy moves toward faster admissibility and accelerated handling for certain profiles raised concerns among civil society regarding effective access to a full and fair procedure, including the availability of remedies and the risk that accelerated pathways reduce the practical space to identify vulnerability and protection needs early.

3. Changes in legislation policy practice or institutions during 2025

The year was marked by concrete mid transition implementation steps for the Pact, including Commission stocktaking and guidance driven planning by Member States, which influenced national policy choices on border procedures, registration capacity, and the balance between control and safeguards.

Late 2025 also saw political level movement on expanding the safe third country concept at EU level through a provisional agreement, signalling a potential increase in inadmissibility use and a shift in how access to a substantive examination may be filtered, with application expected alongside the new procedure framework in 2026.

If you tell me the exact EU plus countries AIDL is covering in this submission, I will tailor this text to those jurisdictions with country specific examples while keeping the analytical tone EUAA requests.

2. Access to information and legal assistance (including counselling and representation)

In 2025, developments on access to information and legal assistance in EU plus countries were shaped by the transition to the EU Pact implementation cycle, increasing policy attention to early stage legal counselling, and renewed focus on quality and transparency of information sharing arrangements.

1 New developments and improvements in 2025

Several EU plus systems reinforced or further operationalised free legal counselling and early stage legal assistance as a tool to improve procedural efficiency and safeguard access to rights, including through structured guidance, training and practical implementation models promoted at EU level.

There was also clearer mapping of national models of legal assistance and representation, including the role of civil society organisations, mixed funding structures, and state schemes, supporting a more standardised evidence base for convergence and quality improvements.

2 New or remaining challenges in 2025

Across multiple contexts, access remained uneven by location and stage of procedure, with recurring operational constraints linked to capacity, funding continuity, and practical access to applicants in certain facilities or at early stages. This continued to create gaps between formal entitlements and real world availability of counselling and representation.

Faster and more streamlined procedural approaches increased the importance of timely counselling and clear information at first contact, because compressed timelines can reduce the practical opportunity to secure representation, prepare claims, and identify special procedural needs.

3 Changes in legislation, policies or practices, or institutional changes during 2025

The year featured stronger policy level emphasis on operationalising the right to information and legal aid as a core implementation condition for the new Pact, including structured dialogue on information sharing arrangements and legal assistance.

Guidance and practical tools on free legal counselling and interviewing vulnerable persons further supported professionalisation of counselling and representation practices, with the intent to strengthen both fairness and efficiency.

3. Provision of interpretation services (e.g. introduction of innovative methods for interpretation, increase/decrease in the number of languages available, change in qualifications required for interpreters)

In 2025, provision of interpretation services in asylum procedures across EU plus contexts showed a clear shift toward more structured quality frameworks and greater use of remote and technology enabled interpreting, while persistent capacity and quality gaps remained.

New developments and improvements in 2025

Authorities and stakeholders increasingly relied on remote interpretation modalities integrated into remote interviewing workflows, reflecting wider digitalisation of asylum and reception operations. EUAA guidance on remote interviews reinforced operational standards relevant to interpretation quality, continuity, and procedural safeguards when interviews are conducted remotely.

EUAA practical guidance and tools on interpretation continued to professionalise the role of interpreters and the standards expected in asylum interviews, strengthening consistency, ethics, and performance expectations across systems.

Training capacity on interpretation in the asylum context remained available through EUAA modules, supporting more standardised skills and role clarity for interpreters and for staff working with interpreters.

Remaining challenges in 2025

Despite increased reliance on remote methods, stakeholders continued to report uneven quality assurance and practical constraints such as interpreter availability for less common languages, continuity of the same interpreter across stages, and the impact of remote settings on communication accuracy and trust.

These constraints are operationally significant in accelerated or time bound procedures, where any delay or quality deficit has direct effects on effective participation and procedural fairness.

Where remote methods expanded, safeguarding requirements became more prominent, including ensuring confidentiality, stable technical setups, avoidance of third party presence, and mitigation of misinterpretation risks, particularly for applicants in a vulnerable situation.

Changes in practice and institutional focus during 2025

The overall direction of travel in 2025 was toward embedding interpretation services within broader digital and remote processing practices, supported by EUAA operational guidance and training materials. This contributed to convergence on general quality principles, but practical delivery and language coverage remained uneven across locations and systems.

4. Dublin procedures (including the organisational framework, practical developments, suspension of transfers to selected countries, detention in the framework of Dublin procedures)

In 2025, Dublin procedures increasingly functioned as a risk management instrument rather than a purely technical allocation mechanism. In practice, the system continued to generate significant protection risks, legal uncertainty, and recurrent human rights compliance concerns, particularly where transfers would expose applicants to a real risk of inhuman or degrading treatment, indirect refoulement, or ineffective access to asylum safeguards.

1. Organisational and practical developments

Dublin units in several EU plus contexts prioritised containment of litigation and operational exposure by adopting more cautious transfer practice, stronger individualised assessments, and greater reliance on discretionary clauses. This trend reflects the reality that many Dublin decisions are now assessed through a high risk lens, especially for vulnerable applicants and for destinations with documented reception or procedural deficits.

2. Suspensions and de facto limits on transfers

A material 2025 development was the practical suspension of transfers to selected countries in response to rights risks and legal pressure. A notable example is the reported Germany Greece understanding to halt Dublin returns to Greece until mid 2026, illustrating how Member States manage exposure to adverse judgments and non compliance risk by pausing transfers rather than escalating disputes.

3. Human rights impact and litigation drivers

Dublin continues to be structurally challenged by the tension between mutual trust and fundamental rights. Courts and quasi judicial bodies have repeatedly required transfer suspensions or stringent conditions where reception conditions, detention, or the asylum procedure in the responsible state create a real risk under Article 3 ECHR and Article 4 of the EU Charter.

The European Court of Human Rights judgment in *M S S* confirmed that transfers may breach Article 3 where the receiving state system exposes the person to degrading conditions and procedural failure, and *Tarakhel* reinforced the requirement for individualised safeguards and credible assurances for families with children when reception capacity is in doubt.

At EU level, the Court of Justice has consolidated a strict prohibition on transfers where there is a real risk of inhuman or degrading treatment, including where systemic deficiencies or serious generalised deficiencies exist, and has recognised that certain practices such as pushbacks can be legally relevant to assessing systemic flaws that preclude transfer.

4. Detention in the Dublin context

Detention linked to Dublin continued to raise proportionality and safeguards issues, especially where transfer prospects become uncertain due to suspensions or practical obstacles. This can increase the risk of unnecessary or prolonged restrictions of liberty and compound vulnerability impacts, reinforcing litigation and judicial restraint on Dublin enforcement.

Overall assessment for 2025

Dublin in 2025 increasingly operated as a mechanism that externalises risk and produces measurable harm for applicants, including vulnerability escalation, procedural insecurity, and rights limiting outcomes. This reality explains why judicial control and litigation have become a central driver limiting transfers, and why several administrations have shifted toward risk containment approaches, including transfer suspensions, rather than routine enforcement.

5. Special procedures (including border procedures, procedures in transit zones, accelerated procedures, admissibility procedures, prioritised procedures or any special procedure for selected caseloads)

6. Reception of applicants for international protection (including information on reception capacities – increase/decrease/stable, material reception conditions - housing, food, clothing and financial support, contingency planning in reception, access to the labour market and vocational training, medical care, schooling and education, residence and freedom of movement)

7. Detention of applicants for international protection (including detention capacity – increase /decrease/stable, practices regarding detention, grounds for detention, alternatives to detention, time limit for detention)

In 2025, detention of applicants for international protection across EU plus contexts remained a high risk operational area, driven by mixed national expansions in detention capacity and detention enabling rules, alongside stronger judicial scrutiny and growing policy emphasis on alternatives to detention as a compliance and risk mitigation tool.

New developments and improvements in 2025

Several systems advanced structured approaches to alternatives to detention, with the Pact framework reinforcing safeguards and requiring clearer justification when less coercive measures are not used. EUAA guidelines on alternatives to detention, adopted late 2024 and operationalised in 2025 practice, contributed to convergence on least coercive measures, individual assessment, and the need to explain in the detention decision why an alternative could not be applied.

Courts and oversight actors continued to refine standards on lawfulness and necessity of detention, particularly around the requirement of a realistic prospect of removal within a reasonable period for detention pending return, and the effectiveness of remedies and judicial review.

New or remaining challenges in 2025

Detention practices continued to trigger serious human rights compliance exposure, including findings by the European Court of Human Rights on arbitrary, unlawful, or prolonged detention, inadequate conditions, and lack of effective remedies. This litigation environment functions as a direct constraint on detention practices and reinforces the need for robust safeguards and proportionality controls.

A core operational challenge remained the risk that restrictions on movement in border or fast track settings become de facto detention, particularly where intensity and cumulative effects are high and where vulnerable

applicants require tailored support and services. UNHCR guidance in 2025 reiterated detention as a last resort, the primacy of alternatives, and the need to exempt vulnerable persons, with a strong position that children must not be detained for immigration related purposes.

Changes in legislation, policies, practices, or institutional arrangements during 2025

Several countries introduced or prepared changes affecting detention grounds, detention duration, and capacity. EUAA national asylum developments reporting for 2025 notes, for example, Finland extending maximum detention duration and adding a new ground for detention entering into force in May 2025. France continued capacity expansion planning through the creation of additional places in administrative detention centres and adopted a decree adjusting house arrest and detention rules, including expanding the length of the initial detention period without a judicial order and increasing the maximum period for house arrest. Malta introduced legal amendments allowing detention of vulnerable groups subject to monitoring and adequate support, while maintaining minors as a last resort measure.

These developments illustrate a continued trend toward wider detention enabling frameworks, raising the compliance premium on individual assessment, proportionality, and effective oversight.

Overall 2025 assessment for this topic

Detention in 2025 remained an area of heightened legal and reputational risk. The direction of travel combined national tightening measures with an increasing reliance on alternatives to detention and stronger rights based constraints via judicial review and international guidance, making quality assurance and safeguards decisive for system compliance.

8. Procedures at first instance (including relevant changes in: the authority in charge, organisation of the process, interviews, evidence assessment, determination of international protection status, decisionmaking, timeframes, case management - including backlog management)

In 2025, first instance asylum procedures across EU plus countries were primarily shaped by three dynamics: operational preparation for the EU Pact implementation phase, continued procedural acceleration and backlog management measures, and a stronger emphasis on quality assurance for interviews and evidence assessment.

New developments and improvements in 2025

Authorities increasingly focused on end to end process efficiency at first instance, including streamlined workflows, stronger case management, and organisational adjustments to reduce processing times. Several systems expanded the use of digital tools and remote modalities for parts of the procedure, including interviews where permitted, supported by EUAA guidance on remote interviewing and procedural safeguards.

Quality frameworks were reinforced through EUAA operational standards and indicators for the asylum procedure, and through EUAA support models that include quality reviews of interviews and first instance outputs in some Member State operational plans.

Remaining and emerging challenges in 2025

Acceleration measures and compressed timelines continued to create pressure points for procedural fairness, especially around effective personal interviews, adequate time to substantiate claims, and robust assessment of credibility and evidence.

These pressures were more acute for applicants in a vulnerable situation and in complex COI dependent profiles.

Policy reliance on concepts such as safe country and other filtering tools contributed to litigation risk and judicial constraints, requiring stronger individualised assessment and effective remedies. A notable example is CJEU related scrutiny of fast track approaches linked to safe country designations.

Changes in legislation, policies, practices, or institutional arrangements during 2025

The Pact implementation cycle influenced national planning on registration and procedural timeframes, interview modalities, and evidence handling, including preparation for new procedural architectures and standards that will apply from mid 2026.

National reforms and operational re engineering were reported in multiple countries. For example, EUAA reporting highlights reforms affecting first instance processing arrangements and the expanded use of videoconferencing for interviews in certain contexts, reflecting a broader trend toward organisational and technological adaptation at first instance.

If you tell me which EU plus countries AIDL is covering in this submission, I will convert this into a country targeted version with two to four concrete 2025 examples per country while keeping the EUAA analytical tone.

9. Procedures at second instance (including organisation of the process, hearings, written procedures, timeframes, case management -including backlog management)

10. Issues of statelessness in the context of asylum (including identification and registration)

11. Children and applicants with special needs (special reception facilities, identification mechanisms/referrals, procedural standards, provision of information, age assessment, legal guardianship and foster care for unaccompanied and separated children)

In 2025, developments concerning children and applicants with special needs in asylum and reception systems across EU plus contexts concentrated on earlier identification, stronger age assessment and guardianship practice, and efforts to reduce protection gaps created by capacity stress and accelerated procedures.

New developments and improvements in 2025

1 Early identification and follow up for special needs became more systematised as part of Pact implementation preparedness, with greater emphasis on fast detection, referral, and operational safeguards for vulnerable applicants, including children.

2 Age assessment practice moved further toward standardisation and safeguards, including presumption of minority where doubt exists, multidisciplinary approaches, and stronger procedural guarantees. EUAA issued a Practical Guide on Age Assessment in late 2025 which supports convergence on quality standards.

3 Some national measures reduced administrative barriers to immediate protection support for unaccompanied

minors. Example Belgium adjusted health insurance access so it is no longer necessary to wait for the appointment of a guardian to activate the right to health insurance for unaccompanied minors.

4 Increased policy and operational focus on guardianship systems and the practical functioning of guardians, supported by European level guidance and peer exchange.

Remaining and emerging challenges in 2025

1 Reception capacity pressure continued to affect availability of child appropriate facilities, continuity of care, and stable placements, with risks of sub optimal conditions for children and special needs applicants when systems operate in emergency mode.

2 Identification mechanisms remained uneven in practice across locations and stages of the procedure, creating delays in referrals and in the activation of tailored reception and procedural guarantees, particularly for trauma survivors, children, and persons with disabilities or complex medical needs.

3 Litigation and expert analysis continued to flag high human rights risk where border or accelerated modalities intersect with children, especially unaccompanied children, due to the potential for reduced safeguards and de facto restrictions of liberty.

4 Age disputes and inconsistent age assessment quality remained a major protection risk driver, with the potential to expose children to adult accommodation or procedures if safeguards are weak.

Changes in legislation policy practice or institutions during 2025

1 Greater reliance on soft convergence tools and operational standards on vulnerability related aspects in asylum and reception, which many systems used to shape training, referral practice, and quality control.

2 Strengthened technical guidance and practical tools on age assessment and vulnerability standards, supporting more consistent approaches across EU plus systems.

3 Country level administrative reforms affecting unaccompanied minors and vulnerable groups were reported in EUAA national developments reporting, including concrete adjustments to access to rights and services.

12. Content of protection (including access to social security, social assistance, healthcare, housing and other basic services; integration into the labour market; measures to enhance language skills; measures to improve attainment in schooling and/or the education system and/or vocational training)

13. Return of former applicants for international protection

14. Resettlement and humanitarian admission programmes (including EU Joint Resettlement Programme, national resettlement programme (UNHCR), National Humanitarian Admission Programme, private sponsorship programmes/schemes and ad hoc special programmes)

In 2025, resettlement and humanitarian admission across EU plus countries remained primarily voluntary and politically contingent. The year confirmed that safe pathways continue to be treated as a discretionary risk management tool rather than a predictable protection instrument, with direct negative consequences for protection outcomes, planning certainty, and credibility of commitments.

Key developments and improvements in 2025

EU level coordination continued under the 2024 to 2025 EU resettlement and humanitarian admission scheme, with 14 EU countries providing 61,000 pledges supported by EU financing.

A significant structural step occurred with the move toward a two year Union Plan model, adopted on 18 December 2025 and entering into force in January 2026, intended to strengthen governance and programming of admissions.

EUAA operational cooperation continued through the Resettlement and Humanitarian Admission Network, supporting technical convergence and exchange of implementation practice.

Remaining and emerging challenges in 2025

Despite the structured policy narrative, delivery remained unstable and uneven across countries due to reception and integration capacity constraints, staffing limits, and domestic political volatility. This continued to undermine predictability for persons in need of protection and for implementing partners.

A critical signal of fragility was the reported temporary suspension by Germany of participation in UN refugee resettlement during 2025, illustrating how quickly admissions can be paused for political reasons, with immediate protection impact.

The overall trajectory indicates a persistent gap between needs and available places and a structural reliance on voluntary commitments. The Union Plan for 2026 to 2027 reflects a sharp reduction in pledged places compared with the previous cycle, raising concerns about backsliding and weakening the protective function of resettlement and humanitarian admission as durable solutions.

Private sponsorship, complementary pathways, and ad hoc special programmes

Complementary pathways and sponsorship type schemes remained relevant but were not scaled consistently across EU plus countries in 2025, and therefore did not compensate for the limited and volatile nature of state led admissions.

15. National jurisprudence on international protection in 2025 (please include a link to the relevant case law and/or submit cases to the [EUAA Case Law Database](#))

16. Other important developments in 2025

PART B: Publications

1. If available online, please provide links to relevant publications produced by your organisation in 2025.

2. If not available online, please share your publications with us at: Asylum.Report@euaa.europa.eu or upload your file using the functionality below (max. file size 1MB).

Please upload your file

The maximum file size is 1 MB

3. For publications that due to copyright issues cannot be easily shared, please provide references using the table below.

| | Title of publication | Name of author | Publisher/Organisation | Date |
|---|-----------------------------|-----------------------|-------------------------------|-------------|
| 1 | | | | |
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Useful links

[EUAA Asylum Report 2025 \(https://euaa.europa.eu/asylum-report-2025\)](https://euaa.europa.eu/asylum-report-2025)

[Executive Summary -Asylum Report 2025 \(https://euaa.europa.eu/asylum-report-2025-executive-summary\)](https://euaa.europa.eu/asylum-report-2025-executive-summary)

[Sources on Asylum 2025 \(https://euaa.europa.eu/publications/sources-asylum-2025\)](https://euaa.europa.eu/publications/sources-asylum-2025)

[National asylum developments database \(https://euaa.europa.eu/national-asylum-developments-database\)](https://euaa.europa.eu/national-asylum-developments-database)

[International Protection in Europe: a Year in Review \(https://euaa.europa.eu/international-protection-europe-year-review\)](https://euaa.europa.eu/international-protection-europe-year-review)

Background Documents

[Word template to submit input to the 2026 Asylum Report.docx](#)

Contact

[Contact Form](#)