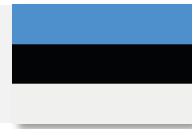




Estonia

National developments in 2025



Preparatory work for the implementation of the Pact on Migration and Asylum was a primary focus in Estonia in 2025. In this context, the new draft Act on Granting International Protection to Aliens (AGIPA) was shared for consultations.¹ UNHCR issued specific recommendations, including strengthening safeguards for vulnerable groups.² The Estonian Human Rights Centre raised concerns about potential implications for fundamental rights, such as the absence of alternatives to detention for vulnerable applicants and the proposed extension of detention without a prior judicial authorisation.³

With regard to the national implementation plan, a 1-year project under the Technical Support Instrument started in April 2025. Under the project, the International Centre for Migration Policy Development (ICMPD) provides technical support to the Police and Border Guard Board and the Social Insurance Board, specifically on the solidarity and responsibility framework, as well as strengthening procedural safeguards for vulnerable persons.⁴

In the first annual Migration Management Cycle under the Pact, the European Commission identified Estonia as being at risk of migratory pressure and facing a significant migratory situation. This was due to hybrid threats linked to the weaponisation of migration, the cumulative impact of a high number of temporary protection registrations, and a substantial number of applications for international protection that resulted in a high rate of positive decisions over the past 5 years.⁵ As a result, Estonia requested that its contribution to the Solidarity Pool be reduced and indicated that it would not participate in relocation efforts.⁶

New digitalisation initiatives were undertaken by the authorities. A digital case management tool was developed by the Social Insurance Board and launched within the Social Services and Benefits Data Register (STAR) system to support social workers in linking needs assessments with personalised action plans. The tool is intended to enhance coordination and reduce administrative burden.⁷

Building on integration measures implemented in previous years, support for Ukrainian nationals remained in place throughout 2025. The Estonian Refugee Council, UNHCR and the IOM reported continued progress in key areas of integration, including language learning, access to employment and education, alongside positive community relations.⁸ Civil society organisations continued to implement targeted programmes: the Estonian Refugee Council launched a mental health hotline offering psychosocial support⁹ and a language assistance programme,¹⁰ while the Estonian Human Rights Centre, in cooperation with the IOM, provided employment-related legal counselling to Ukrainian nationals at risk of exploitation.¹¹

More input from civil society:

- [European Network on Statelessness](#)

Estonia

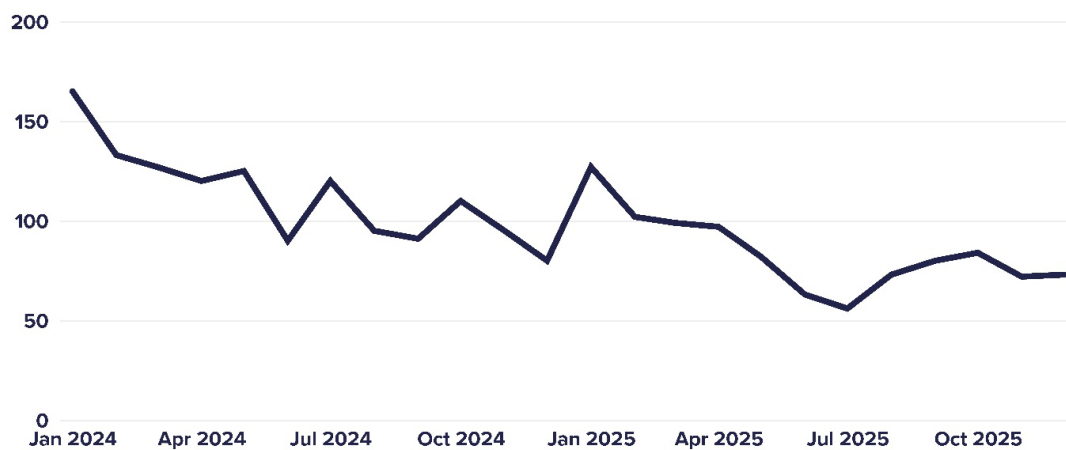
Key indicators for 2025



| | | | |
|--|--|---|--------------------------------|
| Rank by number of asylum applications 25 | Rank per capita (applications per 1M inhabitants) 21 | Share of applications in EU+ 0.1% | Recognition rate 93% |
|--|--|---|--------------------------------|

| Indicator | 2025 | 2024 | % change | Top 3 countries of origin |
|--------------------------|-------|---------|----------|--|
| Asylum applications | 1,008 | 1,351 ↓ | -25% | Ukraine (89%), Russia (3%), Belarus (1%) |
| Pending cases (Dec '25) | 292 | 148 ↑ | 97% | Ukraine (82%), Belarus (3%), Russia (3%) |
| First instance decisions | 803 | 1,381 ↓ | -42% | Ukraine (91%), Russia (4%), Belarus (1%) |
| Refugee status | 26 | 34 ↓ | -24% | Russia (46%), Belarus (31%), Türkiye (12%) |
| Subsidiary protection | 719 | 1,294 ↓ | -44% | Ukraine (100%), Myanmar/Burma (0.1%) |
| Negative | 58 | 53 ↑ | 9% | Russia (40%), Ukraine (19%), Türkiye (7%) |

Evolution of asylum applications, 2024-2025



For more developments, please consult the [Asylum Report 2026](#) and the [National Asylum Developments Database](#).





Sources

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⁵ European Commission. (11 November 2025). [Communication from the Commission to the European Parliament and the Council. The European Annual Asylum and Migration Report \(2025\)](#).

⁶ Ministry of the Interior (Estonia) | Siseministeerium. (8 December 2025). [Eesti toetab rändesurve all olevaid Euroopa riike rahaliselt, kuid põgenike ümberpaigutamises ei osale](#) [Estonia supports European countries under migration pressure financially, but does not participate in refugee relocation].

⁷ Social Insurance Board | Sotsiaalkindlustusamet. (19 September 2025). [Juhtumikorralduse rakendamiseks on STAR-is uus tööriist](#) [There is a new tool for implementing case management in STAR].

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⁹ Estonian Refugee Council | Eesti Pagulasabi. (28 May 2025). [Estonian Refugee Council's Hotline Offers Mental Health Support to Ukrainians in 21 European Countries](#).

¹⁰ Estonian Refugee Council | Eesti Pagulasabi. (20 June 2025). [Eesti Pagulasabi Supports Language Learning for Refugee-background Youth](#).

¹¹ Estonian Human Rights Centre. (9 September 2025). [The Human Rights Centre, in Cooperation with IOM, Offers Free Employment Counselling for Ukrainian Refugees](#).