

Input by civil society organisations to the Asylum Report 2025

Fields marked with * are mandatory.

Dear Colleagues,

The production of the Asylum Report 2025 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 2024 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 2024 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: This year’s edition of the Asylum Report will be significantly revamped to achieve a leaner, more analytical report 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.

Your input matters to us and will be much appreciated!

Please submit your contribution to the Asylum Report 2025 by Friday, 10 January 2025.

Contact details

* Name of Organisation

JESUIT REFUGEE SERVICE EUROPE

Name and title of contact person

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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?

As JRS Europe, regional office, we follow mainly the developments at EU level. The most important one in 2024 was the adoption of the EU Pact on Asylum and Migration. As JRS, we opposed the Pact as we estimate that its implementation will put the rights of asylum seekers and refugees in danger. See for instance here: <https://jrseurope.org/en/news/jrs-joint-statement-eu-migration-pact-last-call-to-stop-erosion-of-refugee-rights/>

Further, one of the main areas that JRS Europe covered across 2024 is the organization's extensive work in supporting refugees and asylum seekers and the response to the Ukraine crisis, where over 44,000 people received vital aid like shelter, food, and psychosocial support. Advocacy efforts focused on improving European migration policies, promoting legal protections, and fostering refugee inclusion.

Education, employment, and community-based programs were central to integration efforts. JRS Europe also worked to provide mental health services, legal aid, and projects like T4CHANGE, which encourage intercultural understanding and critical thinking. Partnerships played a key role in overcoming systemic challenges. For more information, access the full report here: https://jrseurope.org/wp-content/uploads/sites/19/2024/06/A5_Annual_Report-2023_pages.pdf

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

In the area of detention of (rejected) asylum seekers, the situation remained largely unchanged – in the sense that existing gaps and problems were largely unaddressed. As JRS Europe, in 2024, we researched in particular the issue of access to justice in detention. See further and here: <https://jrseurope.org/wp-content/uploads/sites/19/2024/07/DUTS-2-Compressed.pdf>

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?

A general observation in this respect is that the process of consultation of the civil society had been very different in different Member States and, in general, not very transparent. In the best cases, where Member States or the European Commission reached out to the civil society for consultation (e.g. – according to JRS experience – in France, Romania, Germany, Portugal, Spain) no real follow up was given to the consultation and it remains unclear if and how the input of the civil society was considered. In the worst case (e.g. Malta, Italy, Greece).

PART A: Contributions by topic

Please share your reporting on developments in asylum law, policies or practices in 2024 by topic. Kindly make sure that you provide information on:

- New developments and improvements in 2024 and new or remaining challenges;
- Changes in legislation, policies or practices, or institutional changes during 2024.

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)

9 July 2024

Joint statement: the future EU must uphold the right to asylum in Europe

The statement stresses the EU's duty to safeguard asylum rights, ensuring safe and legal access to its territory. It highlights failures at borders, including pushbacks and violations of non-refoulement, which deny individuals protection and expose them to danger.

The statement criticizes barriers to asylum registration, emphasizing the need for humane first-response measures such as shelter, food, and medical care. Border guards' practices often hinder asylum seekers' rights, requiring reform to comply with international law. For further details, visit here: <https://jrseurope.org/en/news/joint-statement-the-future-eu-must-uphold-the-right-to-asylum-in-europe/>

09 April 2024

JRS joint statement: EU Migration Pact: Last call to stop erosion of Refugee Rights

The statement reiterates JRS's opposition to the EU Pact on Asylum and Migration, in particular on the use of mandatory border procedures, which carry an intrinsic risk of the use of automatic and arbitrary detention. See here: <https://jrseurope.org/en/news/jrs-joint-statement-eu-migration-pact-last-call-to-stop-erosion-of-refugee-rights/>

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

Detained and Unprotected: Access to Justice and Legal Aid in Immigration Detention Across Europe. Here is the link <https://jrseurope.org/wp-content/uploads/sites/19/2024/07/DUTS-2-Compressed.pdf>

This work is based on the experience of JRS visiting people in detention centers across Europe. JRS currently access places of detention on a regular basis in 11 European countries (Belgium, Germany, Luxembourg, Kosovo, Malta, North Macedonia, Portugal, Romania, Slovenia, Spain, UK).

The report emphasizes significant gaps in the provision of legal aid and assistance to individuals in immigration detention across Europe. While international and European laws mandate access to legal representation, the report reveals that many detainees face systemic barriers, including limited availability of qualified legal professionals, lack of information about their rights, and insufficient funding for legal aid programs.

Detainees often struggle to navigate complex legal procedures without adequate support, which undermines their ability to challenge detention or pursue asylum claims effectively. Language barriers and restricted access to interpreters further compound these difficulties. Moreover, legal aid is frequently tied to procedural deadlines, leaving detainees with insufficient time to prepare their cases.

The report calls for strengthened legal assistance frameworks, including increased funding for free or low-cost legal services and enhanced training for lawyers specializing in immigration law. It stresses the importance of proactive measures to inform detainees of their rights and ensure consistent, high-quality legal representation. Access to justice, the document argues, is a cornerstone of a fair and humane immigration detention system. A symbolic part of the report is its emphasis on the profound imbalance of power between detainees and the systems detaining them, encapsulated in a testimony from a detainee who describes feeling "invisible and voiceless." This reflects the broader systemic failure to provide adequate legal aid and assistance, leaving individuals unable to effectively challenge their detention or advocate for their rights.

This testimony symbolizes the human cost of inadequate legal frameworks and the urgent need for reform to ensure dignity and justice for all individuals in detention. It underscores the report's call for prioritizing access to legal assistance as a fundamental step toward a fairer and more humane system.

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)

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

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)

Position paper 12 November 2024- Hospitality-Driven Reception

The document outlines the Jesuit Refugee Service (JRS) Europe's principles for hospitality-driven reception of asylum seekers and migrants. It emphasizes the need for reception systems to respect human dignity, protect fundamental rights, and foster social inclusion. The approach prioritizes a personalized and community-based model over institutional settings, advocating for smaller-scale accommodations that enable personal interaction and integration.

JRS Europe highlights the importance of providing adequate material and psychosocial support, access to essential services such as healthcare and education, and opportunities for meaningful engagement in society. It criticizes reception systems that isolate or detain migrants, stressing that these practices undermine human dignity and hinder integration.

The document calls for policies that are inclusive, participatory, and rooted in solidarity, urging governments and stakeholders to align with these principles to create humane and effective reception systems. It underlines the value of hospitality to transform societies and promote coexistence between migrants and host communities. For further details, visit here: <https://jrseurope.org/wp-content/uploads/sites/19/2024/11/2024.11.18-Hospitality-driven-reception-principles.pdf>

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)

<https://jrseurope.org/wp-content/uploads/sites/19/2024/04/Detention-Under-the-Spotlight-Portugal-2.pdf>

<https://jrseurope.org/wp-content/uploads/sites/19/2024/05/Detention-Under-the-Spotlight-Germany.pdf>

The documents highlight concerns around the use of detention for individuals seeking international protection, focusing on Portugal and Germany. They emphasize the negative impacts of detention on vulnerable individuals, particularly those in need of asylum. JRS advocates for alternative measures like non-custodial solutions and stronger legal frameworks. They stress the need to better understand vulnerability in detention and ensure human rights protection. Additionally, commitments to defending foreign citizens' rights in detention centres and addressing vulnerabilities are central themes across the documents.

<https://jrseurope.org/wp-content/uploads/sites/19/2024/07/DUTS-2-Compressed.pdf>

The document outlines key issues regarding the detention of asylum seekers and calls for significant reforms. It stresses that detention should be a measure of last resort and that alternative measures, such as community-based alternatives or electronic monitoring, should be prioritized. Vulnerable groups like children and survivors of torture are highlighted as particularly at risk in detention, underscoring the need for vulnerability assessments before detention decisions. JRS emphasizes the importance of improving conditions within detention centers, ensuring access to legal aid, and increasing cooperation with NGOs. Legal frameworks are urged to focus on minimizing detention and protecting human rights. You can explore the full document here: <https://jrseurope.org/wp-content/uploads/sites/19/2024/07/DUTS-2-Compressed.pdf>

<https://jrseurope.org/en/news/declaration-of-commitment-to-defend-the-human-rights-of-foreign-citizens-and-asylum-seekers-in-detention-centres-in-portugal/>

The declaration emphasizes the commitment to defending the human rights of foreign citizens and asylum seekers in detention centres in Portugal. It highlights the importance of reducing detention and ensuring that alternatives are implemented. The document calls for greater transparency, better detention conditions, and comprehensive vulnerability assessments to ensure that individuals' rights are respected. It stresses the role of NGOs in advocating for the rights of detainees and improving detention practices.

For more details, you can view the declaration here: <https://jrseurope.org/wp-content/uploads/sites/19/2024/05/DeclaracaoDetencao.pdf>

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)

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)

22 May: Minors in Detention in Germany – Detention under the spotlight

<https://jrseurope.org/wp-content/uploads/sites/19/2024/05/Detention-Under-the-Spotlight-Germany.pdf>

The document highlights serious concerns regarding the detention of minors in Germany, emphasizing that this practice contradicts international standards, such as the UN Convention on the Rights of the Child. Minors are particularly vulnerable to the harmful effects of detention, including physical and psychological distress, which can have long-term consequences on their well-being and development.

Despite legal provisions aimed at protecting children from detention, the report notes instances where minors are detained, often due to inadequate identification processes or a lack of effective alternatives. This includes unaccompanied minors and children detained with their families, exposing them to inappropriate conditions and compounding their vulnerability.

The report calls for the German government to adopt a child-centered approach that prioritizes alternatives to detention. It stresses the need for family-based and community-based care solutions, ensuring access to education, healthcare, and psychosocial support. The document underscores that detention is never in the best interest of the child and advocates for stronger safeguards to uphold their rights and dignity.

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)

15. National jurisprudence on international protection in 2024 (please include a link to the relevant case law and/or submit cases to the [EUAA Case Law Database](#))

<https://jrseurope.org/en/news/statement-of-i-ngos-in-response-to-the-migration-strategy-in-poland-and-in-support-of-the-right-to-international-protection/>

The statement by international and Polish NGOs criticizes Poland's new migration strategy (2025-2030) for potentially suspending access to asylum procedures. It argues that this approach undermines fundamental rights, European values, and international law, including the principle of non-refoulement. The NGOs urge the Polish government to honor its legal obligations, collaborate with civil society, and ensure that security policies respect human dignity and refugee rights. They call for meaningful consultation to create a humane, inclusive migration policy rooted in democracy and the rule of law.

For more, see here: <https://jrseurope.org/en/news/statement-of-i-ngos-in-response-to-the-migration-strategy-in-poland-and-in-support-of-the-right-to-international-protection/>

<https://jrseurope.org/en/resource/detention-under-the-spotlight-issue-5-malta/>

The report on Malta examines the legal grounds for immigration detention, revealing systemic issues in its application. It highlights the story of Ahmed, showcasing the human cost of detention policies. The document advocates for humane and rights-based approaches, emphasizing the detrimental impact of detention on individuals and the urgent need for legal reforms. JRS Malta calls for alternatives to detention and improved safeguards for vulnerable groups.

For a detailed exploration, access the report here: <https://jrseurope.org/en/resource/detention-under-the-spotlight-issue-5-malta/>

<https://jrseurope.org/en/resource/detention-under-the-spotlight-issue-6-italy/>

The report on Italy discusses the systemic issues in immigration detention, focusing on the legal grounds for detention and its human impact. It highlights the negative effects on detainees' mental health and well-being, stressing the importance of providing alternatives and conducting vulnerability assessments. The document also calls for improving conditions in detention centers and strengthening legal safeguards to protect the rights of detainees.

For further details, you can access the full report here: <https://jrseurope.org/en/resource/detention-under-the-spotlight-issue-6-italy/>

https://www.centroastalli.it/wp-content/uploads/2024/11/Astalli_contromuro_sito_lettura.pdf

The document from Centro Astalli, titled "Contro Muro", explores housing challenges faced by refugees and asylum seekers in Italy, emphasizing the barriers to integration, such as discrimination and economic instability. It discusses the role of public and social housing initiatives, the importance of social networks, and innovative approaches like the "Housing First" model to address homelessness and marginalization. It advocates for systemic changes to improve access to affordable housing and foster social cohesion.

https://www.centroastalli.it/wp-content/uploads/2024/04/Astalli_rapporto-2024.pdf

The 2024 report from Centro Astalli highlights the challenges of migration, emphasizing the growing complexities due to climate change, economic inequality, and geopolitical instability. It underscores the inadequacies of simplified migration containment strategies, which often leave migrants in precarious situations and exacerbate their traumas. The document also details Centro Astalli's efforts in accompanying, serving, and defending refugees and asylum seekers through advocacy, cultural initiatives, and practical support. It provides statistics on assistance offered, integration measures, and policy recommendations for addressing migration issues humanely.

<https://jrs.rs/en/projekti/accompanying-and-integration-of-the-ukrainian-refugees-in-serbia/>

The project focuses on providing support and facilitating the integration of Ukrainian refugees in Serbia. It includes activities like offering psychosocial assistance, legal aid, language courses, and community-building initiatives to help refugees adjust and rebuild their lives. The project emphasizes collaboration with local communities and organizations to create a welcoming environment and foster long-term inclusion.

16. Other important developments in 2024

Elections

<https://jrseurope.org/en/news/why-your-vote-matters-for-creating-a-culture-hospitality/>

<https://jrseurope.org/en/news/why-your-vote-matters-to-stop-outsourcing-the-responsibility-to-protect-those-in-need/>

<https://jrseurope.org/en/news/why-your-vote-in-the-eu-elections-matters-to-end-migration-detention/>

These articles emphasize the importance of voting in the EU elections to influence policies on migration and asylum. The first highlights fostering a culture of hospitality and solidarity. The second critiques the outsourcing of refugee protection to non-EU countries, urging shared responsibility among EU nations. The third advocates for ending migration detention and implementing humane alternatives, stressing the power of voting to promote systemic change.

For more details, visit:

Creating a Culture of Hospitality : <https://jrseurope.org/en/news/why-your-vote-matters-for-creating-a-culture-hospitality/>

Responsibility to Protect : <https://jrseurope.org/en/news/why-your-vote-matters-to-stop-outsourcing-the-responsibility-to-protect-those-in-need/>

Ending Migration Detention: <https://jrseurope.org/en/news/why-your-vote-in-the-eu-elections-matters-to-end-migration-detention/>

PART B: Publications

1. If available online, please provide links to relevant publications produced by your organisation in 2024

JRS EUROPE RESOURCES 2024

Reports and Publications

22 February: One proposal 2023 Annual report

<https://jrseurope.org/wp-content/uploads/sites/19/2023/02/2024.03.27-One-Proposal-Annual-Report-compressed.pdf>

30 April: Detention under spotlight-Portugal

<https://jrseurope.org/wp-content/uploads/sites/19/2024/04/Detention-Under-the-Spotlight-Portugal-2.pdf>

22 May: Minors in Detention in Germany – Detention under the spotlight

<https://jrseurope.org/wp-content/uploads/sites/19/2024/05/Detention-Under-the-Spotlight-Germany.pdf>

8 July: The One Proposal 2024 Interim Report

<https://jrseurope.org/wp-content/uploads/sites/19/2024/07/One-Proposal-interim-report-revised-v2.pdf>

10 July: Detained and Unprotected: Access to Justice and Legal Aid in Immigration Detention Across Europe

<https://jrseurope.org/wp-content/uploads/sites/19/2024/07/DUTS-2-Compressed.pdf>

Policy and advocacy positions

15 November: Hospitality-Driven Reception

<https://jrseurope.org/wp-content/uploads/sites/19/2024/11/2024.11.18-Hospitality-driven-reception-principles>

Annual Reports

20 June: JRS Europe Annual report 2023

https://jrseurope.org/wp-content/uploads/sites/19/2024/06/A5_Annual_Report-2023_pages.pdf

News and stories

7 May: Why does your vote matter? Three publications

<https://jrseurope.org/en/news/why-your-vote-matters-for-creating-a-culture-hospitality/>

<https://jrseurope.org/en/news/why-your-vote-matters-to-stop-outsourcing-the-responsibility-to-protect-those-in-need/>

<https://jrseurope.org/en/news/why-your-vote-in-the-eu-elections-matters-to-end-migration-detention/>

17 May: Declaration of Commitment to Defend the Human Rights of Foreign Citizens and Asylum Seekers in Detention Centres in Portugal

<https://jrseurope.org/en/news/declaration-of-commitment-to-defend-the-human-rights-of-foreign-citizens-and-asylum-seekers-in-detention-centres-in-portugal/>

9 July: Joint Statement: The future EU must uphold the right to asylum in Europe

<https://jrseurope.org/en/news/joint-statement-the-future-eu-must-uphold-the-right-to-asylum-in-europe/>

15 November: Statement of I/NGOs in response to the Migration Strategy in Poland and in support of the right to international protection

<https://jrseurope.org/en/news/statement-of-i-ngos-in-response-to-the-migration-strategy-in-poland-and-in-support-of-the-right-to-international-protection/>

25 November: 18th DVSG: Deepening our understanding of vulnerability in detention and the role of JRS

<https://jrseurope.org/en/news/18th-dvsg-deepening-our-understanding-of-vulnerability-in-detention-and-the-role-of-jrs/>

Other resources

5 February: Detention under the spotlight – Malta

<https://jrseurope.org/en/resource/detention-under-the-spotlight-issue-5-malta/>

12 April: Detention under the spotlight – Italy

<https://jrseurope.org/en/resource/detention-under-the-spotlight-issue-6-italy/>

RESOURCES FROM JRS COUNTRY OFFICES 2024

JRS ITALY-CENTRO ASTALLI

“Contro muro. Il diritto all’abitare dei rifugiati”

https://www.centroastalli.it/wp-content/uploads/2024/11/Astalli_contromuro_sito_lettura.pdf

Annual Report Centro Astalli 2024

https://www.centroastalli.it/wp-content/uploads/2024/04/Astalli_rapporto-2024.pdf

JRS ROMANIA-UKRAINE

One proposal Project

<https://jrsromania.org/projects/>

JRS SERBIA

Accompanying and Integration of the Ukrainian Refugees in Serbia

<https://jrs.rs/en/projekti/accompanying-and-integration-of-the-ukrainian-refugees-in-serbia/>

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 u

	Title of publication	Name of author	Publisher
1			
2			
3			
4			
5			

Useful links

[EUAA Asylum Report 2024 \(https://euaa.europa.eu/asylum-report-2024\)](https://euaa.europa.eu/asylum-report-2024)

[Executive Summary -Asylum Report 2024 \(https://euaa.europa.eu/asylum-report-2024/executive-summary\)](https://euaa.europa.eu/asylum-report-2024/executive-summary)

[Sources on Asylum 2024 \(https://euaa.europa.eu/publications/sources-asylum-2024\)](https://euaa.europa.eu/publications/sources-asylum-2024)

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

[International Protection in Europe: 2023 in Review \(https://euaa.europa.eu/international-protection-europe-2023-review\)](https://euaa.europa.eu/international-protection-europe-2023-review)

Background Documents

[Word template to submit input](#)

Contact

[Contact Form](#)