



An Binse um Achomhairc i dtaobh Cosaint Idirnáisiúnta

The International Protection Appeals Tribunal

International Protection Appeals Tribunal

Annual Report 2025



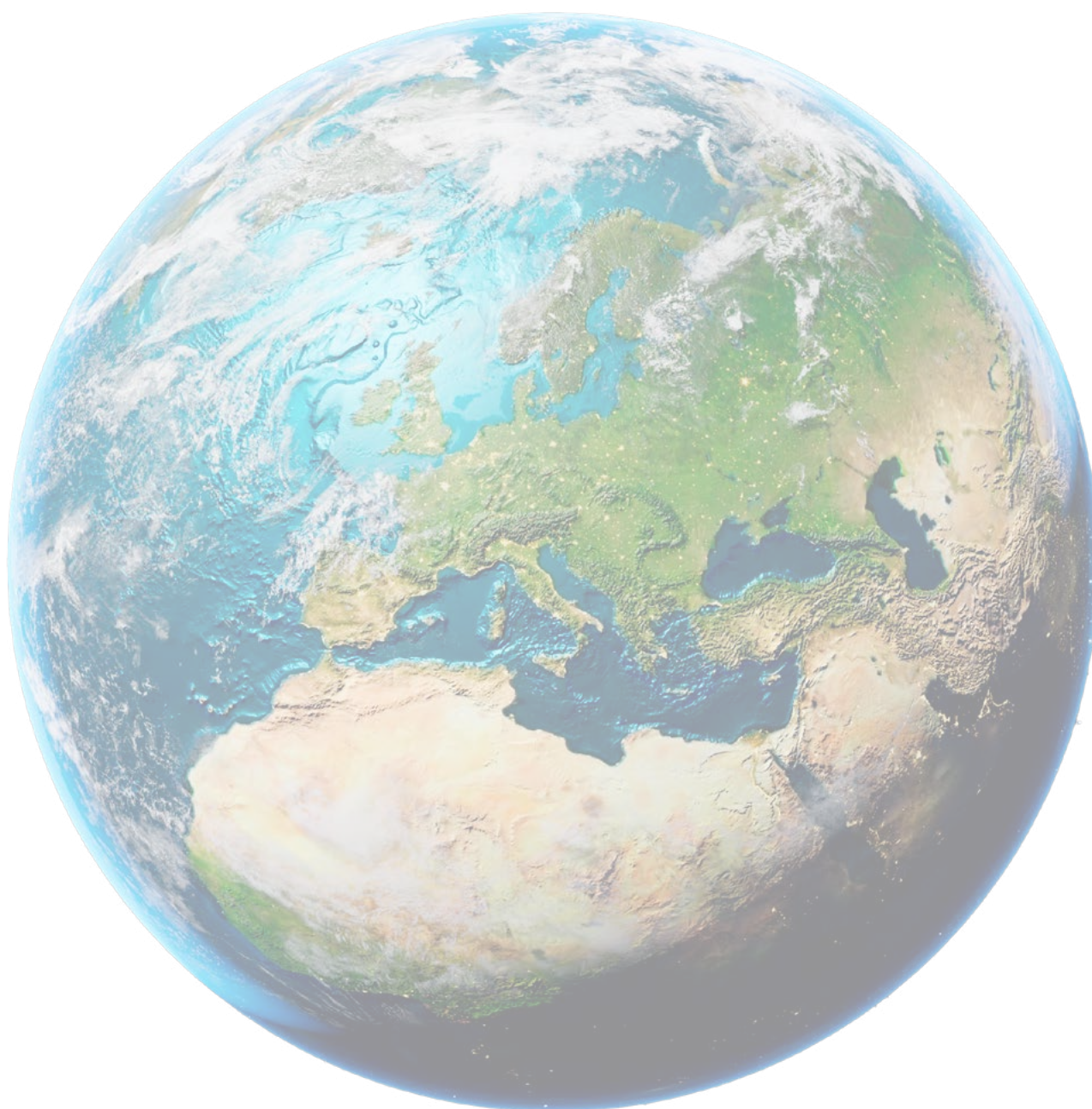
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Mission Statement

The **mission** of the **International Protection Appeals Tribunal** is to provide an effective remedy within the international protection system that is of the highest quality and to do so in the most efficient, sustainable and user-focused manner, ensuring compliance with national, EU and international law.



I. Foreword by Tribunal Chairperson Hilkka Becker

It is with great pleasure and pride that I present this Annual Report to the Minister for Justice, Home Affairs and Migration, Mr Jim O’Callaghan TD.

As we reflect on the year 2025, I am filled with a deep sense of pride for the work accomplished by the International Protection Appeals Tribunal. Throughout the years, the Tribunal has shown unwavering commitment to delivering on its mission to provide an effective remedy within the international protection system that is of the highest quality and to do so in the most efficient, sustainable and user-focused manner, ensuring compliance with national, EU and international law.

This year has been marked by significant challenges, most importantly the further increase of appeals coming to the Tribunal rising by yet another 74% to 15,334; but we have also seen important positive developments such as the appointment of an additional 67 Tribunal Members in the latter half the year and the arrival of operational supports from the EU Agency for Asylum (EUAA) in October.

In an increasingly complex global landscape, the need for an independent appeals mechanism has never been more critical. Our Tribunal has endeavoured to uphold the highest standards of impartiality and integrity, ensuring that every appeal is heard with the diligence and fairness it deserves. The dedication of my Deputy Chairpersons, the Tribunal Members, our Legal Researchers and of the Administrative Staff Teams, led by Tribunal Registrar George Sinclair, have been instrumental in achieving this goal, and I extend my heartfelt gratitude to each of them.

This report highlights our key achievements, including an increase in the number of appeals completed and the introduction of new training programmes for administrative staff and Tribunal Members, ensuring they

are equipped with the latest knowledge and skills to allow the delivery of the Tribunal’s goals, exceeding our output target with 6,254 appeals completed at the end of the year.

The challenges ahead may be significant but with the support of the Department of Justice, Home Affairs and Migration, we will continue to navigate them with resilience and dedication. The Tribunal’s senior management team works closely with Department of Justice, Home Affairs and Migration in an effort to ensure that the Tribunal has and can retain a sufficient number of Tribunal Members and administrative and legal support staff, as well as purpose designed accommodation to ensure adequate capacity to process the pending and expected numbers of appeals. The resourcing of the Tribunal, along with the Tribunal’s own efforts to further increase efficiencies, remains essential so that the Tribunal will be in a position to meet the demand arising from the further increase of appeals foreseen in 2026, as the international protection system begins its transition to a new system under the International Protection Act 2026.

With thanks to all my colleagues within the Tribunal, colleagues in the Department of Justice, Home Affairs and Migration, the International Protection Office, the state agency sector and in the legal profession for their collaboration and support throughout the year.



Hilkka Becker

Hilkka Becker
Chairperson

1. Introduction

In 2025, a total of 13,160 first-instance applications for international protection were made in Ireland, compared with 18,561 in 2024: a decline of just under 30%. Despite this significant decline, the figure remained high by historical standards – the 2024 total was the highest annual figure on record, with 2023 being the second highest (13,277 applications). The trend in Ireland of a decline in first instance applications mirrors a broader trend in Europe with a similar level of decline in applications last year across the EU + from its peak year (in recent times) of 2023.

Despite the easing off of applications from an exceptionally high starting point, the Tribunal had a very high volume of appeals on hand at the beginning of the year and receiving an additional 15,334 appeals throughout the year, ended 2025 with 18,864 pending before it.

However, maximising its resources and gaining further efficiency, the Tribunal completed a record number of appeals in 2025: 6,254, the highest number since the Tribunal was established in 2016. This represents more than a doubling of the figure for the previous year.

The Tribunal is committed to increasing its output further, subject to sufficient resources being provided to it. To assist in this goal, in August and October 2025, 59 newly appointed Tribunal Members received induction training and peer learning supports, enabling them to deliver work for the Tribunal to their full potential in 2026. Additionally, 3 additional new Members were appointed by the Minister for Justice, Home Affairs and Migration and on-boarded in January 2026, bringing the number to a total of 142 part-time and 9 whole-time Tribunal Members at the end of January.

2026 will see an overhaul of the international protection system and with the establishment of the new Tribunal for Asylum and Returns Appeals (TARA), appeals concerning applications for international protection made in Ireland on or after 12th June 2026, will have to be submitted to the TARA. However, it is anticipated that between the appeals currently pending before the Tribunal and the applications pending and being submitted to the International Protection Office on or before 11th June 2026, the overall caseload of the International Protection Appeals Tribunal which it will have to deal with prior to its eventual abolishment is estimated to be in the region of over 30,000.

The Tribunal continues to engage with colleagues in the Pact Appeals Readiness Team of the Department of Justice, Home Affairs and Migration, in the context of Ireland's implementation of the EU Pact on Migration and Asylum, to support the development of new systems and procedures required under the Pact and facilitated a transition appeals project under which a cohort of appeals was processed within enhanced timeframes.

While the Tribunal's work in 2025 was undertaken against a backdrop of considerable demand on resources across the international protection system, a consistent focus was maintained in delivering justice fairly, consistently and in a timely manner. This is reflected in the relatively low rate of judicial reviews taken against the Tribunal's decisions, which stood at 5.5%, representing a decrease from 7.4% in the previous year. The reduction in the rate of judicial review, notwithstanding the substantial increase in the number of decisions issued and appeals completed during the year, illustrates that the Tribunal was able to maintain, or indeed increase, the quality and robustness of its decision-making while doubling its output. This is in part due to the high quality of the intensive training provided to new and existing Members

of the Tribunal, regular anonymised quality audits of Tribunal decisions, carried out with the assistance of the United Nations High Commissioner for Refugees (UNHCR), the systematic monitoring of judicial reviews against Tribunal decisions and, for the most part, due to the high level of commitment and diligence of the Tribunal Members.

The Tribunal's continued emphasis on quality and efficiency during 2025 was significantly aided by the establishment of a Legal Research Unit. Two senior legal researchers and one legal researcher joined the Tribunal during the year, bringing with them their considerable professional expertise and experience. The creation of this Unit has strengthened the Tribunal's legal research and knowledge management capacity and has further supported the consistency and quality of decision-making across the organisation.

Throughout the year, the Tribunal continued to make extensive use of remote audio-video technology for hearings, a practice developed in response to the Covid-19 pandemic which continues to drive efficiency. At the same time, the Tribunal continued to face challenges associated with the high number of hearing postponements, which arise for a variety of reasons during the appeal process. The increase in the number of Tribunal Members in 2025 has assisted in the Tribunal's capacity to reassign appeals where necessary to prevent avoidable postponements.

Through its ongoing engagement with the European Union Agency for Asylum (EUAA) Courts and Tribunals Network, the Tribunal was in a position to initiate a request for operational supports to be provided to the Tribunal. Based on the Operational Plan subsequently agreed between the EUAA and Ireland, the Tribunal will receive up to 30 experts who will support the Tribunal's work, by preparing appeal files, carrying out research on country-of-origin information and international protection jurisprudence, and providing interpretation in difficult-to-source languages.

The Tribunal Chairperson, Deputy Chairpersons and Members of the Tribunal are actively involved in EU and international networks of courts and tribunals, such as the International Association of Refugee and Migration Judges (IARMJ) and the European Union Agency for Asylum's (EUAA) judicial experts' pool, making significant contributions to professional development workshops and expert panels organised by the Agency. The Tribunal Chairperson acts as the national contact point for the EUAA Network of Courts and Tribunals from all EU+ countries, as well as the following key stakeholders: The Court of Justice of the European Union and the European Court of Human Rights, International and European judicial associations: the IARMJ and the Association of European Administrative Judges, and other stakeholders, such as the European Judicial Training Network, the Academy of European Law, the European Union Agency for Fundamental Rights, and the UN High Commissioner for Refugees.

This Annual Report sets out the work of the Tribunal throughout 2025, provides updates on its standards and practices and provides a detailed report on measures to further improve efficiency while enhancing and maintaining quality and consistency of decision making. The report provides detailed information about the administration and staffing levels of the Tribunal, a financial report and, most importantly, detailed statistics concerning all aspects of appeals processing and completion.

The Tribunal at a Glance in 2025



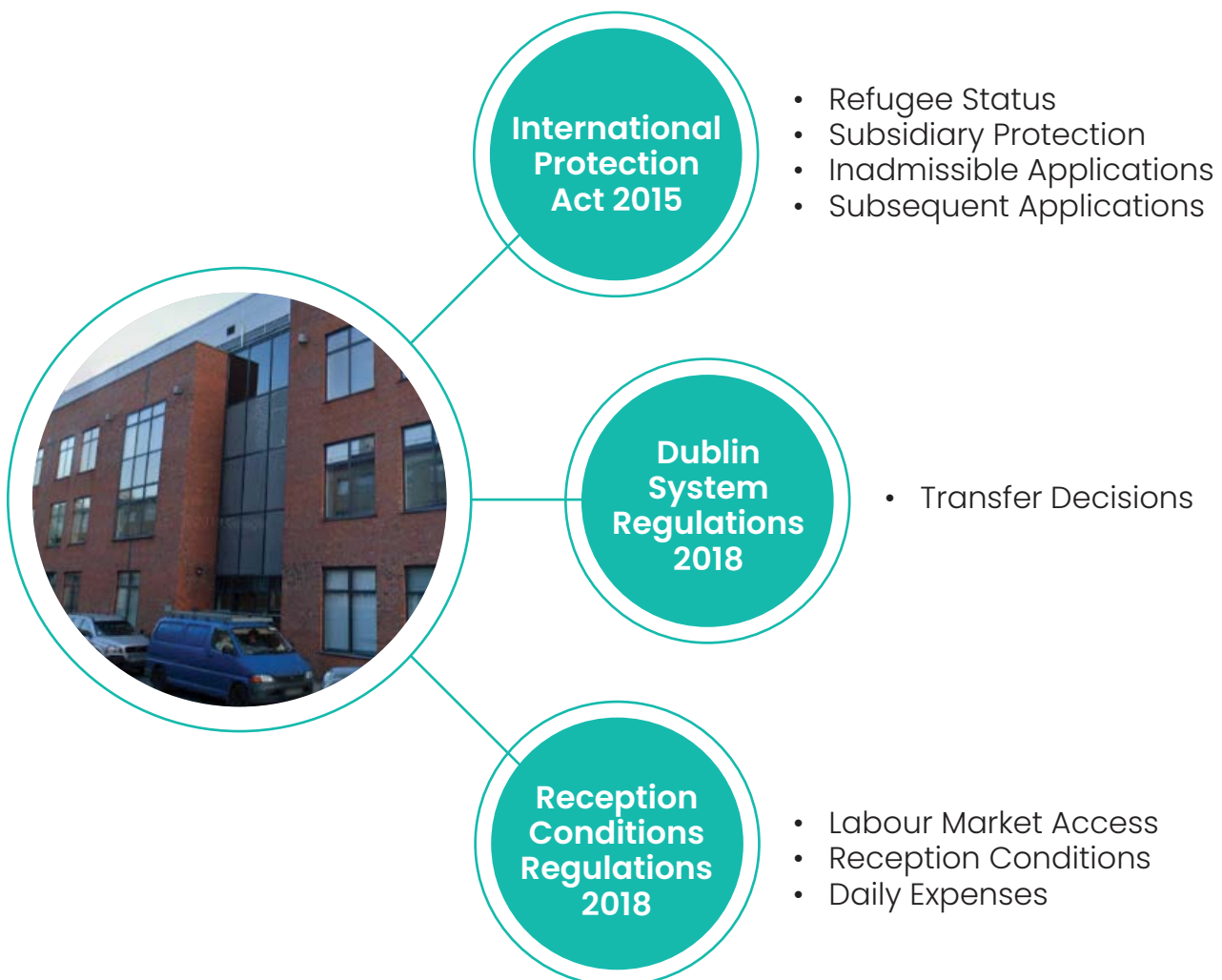
2. About the Tribunal

2.1. Establishment and Jurisdiction

Part 10 of the International Protection Act 2015 (hereinafter ‘the 2015 Act’) provided for the establishment of the Tribunal as an appellate body providing an effective remedy for applicants for international protection in respect of negative recommendations of international protection officers. The functions of the Members and staff of the Tribunal are also set out in Part 10 of the 2015 Act.

The 2015 Act, especially Parts 2, 3 (as amended), 4 and 6, set out the various legal rules within which the Tribunal operates when dealing with the appeals that are its predominant concern. These legal rules have been supplemented by the Dublin System Regulations 2018 in respect of appeals concerning transfer decisions made by an international protection officer.

The Tribunal’s jurisdictional mandate has also been added to by the Reception Conditions Regulations 2018, under which the Tribunal is the judicial authority for determining appeals from decisions made by officials of the Department of Justice, Home Affairs and Migration and the Department of Social Protection, or Department of Children, Disability, Equality, Integration and Youth, as the case may be.



All in all, the Tribunal's current legislative mandate is to determine appeals from first instance decisions in respect of:

- International protection – refugee status and subsidiary protection;
- Inadmissibility of an application for international protection;
- Consent to make a subsequent application for international protection;
- Transfer decisions under the European Union (Dublin System) Regulations 2018; and
- Reception conditions in the international protection process, including labour market access.

2.2. The Tribunal's Role in Judicial Review Proceedings

The Chairperson of the International Protection Appeals Tribunal, noting that the Tribunal is statutorily independent in the performance of all of its functions, pursuant to section 61 of the International Protection Act 2015 (as amended), and noting that the Minister for Justice, Home Affairs and Migration is the *legitimus contradictor* in judicial review proceedings challenging Tribunal decisions, has requested Applicants involved in such proceedings to serve the Tribunal directly, separately and independently from the Minister for Justice, Home Affairs and Migration, with all pleadings for all judicial review proceedings in which the Tribunal is named as a respondent or notice party.

Reflecting its position as a 'court or tribunal' in EU law, the Tribunal will not normally participate in proceedings challenging its decisions, but may decide to do so, in particular, should judicial review proceedings involve an allegation of *mala fides* or other personal impropriety on the part of a division of the Tribunal or a challenge to procedures adopted by the institution of the Tribunal.

The arrangements apply from January 2026 and are set out the Tribunal's [**Administrative Practice Note**](#).

2.3. Membership of the Tribunal

In 2025, the Tribunal's Membership consisted of:

- the Chairperson, Hilka Becker;
- two Deputy Chairpersons, Cindy Carroll¹ and Shauna Gillan;

and a total number of 9 whole-time Members², and 152 part-time Members throughout the year. The latter are engaged on contracts for services to the Minister for Justice, Home Affairs and Migration whereas the Chairperson, Deputy Chairpersons and whole-time Members are engaged on contracts of service. All Tribunal Members are appointed for an initial five-year term and may be reappointed for a second term not exceeding five years. Ordinary Members of the Tribunal consider appeals and make decisions in respect of the various matters that come before the Tribunal.

¹ As of July 2025, on a leave of absence from the Tribunal.

² As of July 2025, two whole-time Members were assigned the role of Acting Deputy Chairpersons of the Tribunal.

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All Members are appointed by the Minister for Justice, Home Affairs and Migration pursuant to section 62 of the International Protection Act 2015, based on selection by the Public Appointments Service, after holding a competition under section 47 of the Public Service Management (Recruitment and Appointments) Acts. This process ensures that Members have the required skills and expertise in respect of international protection and human rights law, and decision-making.

All Members receive extensive induction training when they are first appointed, and all engage in regular professional development training throughout every year as set out in more detail further below in this report.

The Chairperson of the Tribunal is tasked with ensuring that the functions of the Tribunal are performed efficiently and that the business assigned to each Member is disposed of as expeditiously as may be consistent with fairness and natural justice. In addition to decision making, the whole-time Members are required to carry out a range of other tasks, as directed by the Chairperson of the Tribunal.

In addition to the Chairperson and two Deputy Chairpersons, the Tribunal had a total of 9 whole-time Members and 152 part-time Members during the year. There were 11 departures from the Tribunal and 67 new part-time Member appointments in 2025. On the 31st of December 2025, the Tribunal had a Chairperson, two Deputy Chairpersons, 9 whole-time Members and 141 part-time Members.

3. The Tribunal's Standards and Practices

3.1. The Tribunal's Strategy Statement 2024-2026

The Tribunal's strategy statement for 2024-2026 is available on the Tribunal's website www.protectionappeals.ie



For the year 2025, the Tribunal's mission remained to provide an effective remedy within the international protection system that is of the highest quality and to do so in the most efficient, sustainable and user-focused manner, ensuring compliance with national, EU and international law.

And in that regard the Tribunal focused on the following strategic priorities throughout the year:

1. **Ensure quality and consistency of decision-making**
2. **Optimise efficiency of appeal processing**
3. **Deliver a user-focused appeal service**
4. **Communicate effectively with service users and other stakeholders**
5. **Engage and strengthen the Tribunal's synergies across the international protection ecosystem**

3.2. Public Sector Equality and Human Rights Duty

All staff members have completed training on the Tribunal's Public Sector Duty under the Irish Human Rights and Equality Commission Act 2014. In addition, further training was undertaken through a series of webinars delivered by the IHREC Public Sector Duty Training Unit, which staff attended during October and November 2025.

By virtue of its role in providing an effective remedy in accordance with Article 47 of the EU Charter of Fundamental Rights, human rights considerations are central to the work of the Tribunal. In its Strategy Statement for 2024–2026, the Tribunal affirms its commitment to the principles of fairness, transparency, efficiency and respect. As the Tribunal's staff are civil servants, the Tribunal also has due regard to the Department of Justice, Home Affairs and Migration's Equality, Diversity and Inclusion Strategy in the conduct of its functions.

The Tribunal's PSD policy is available on its [website](#).

3.3. Administrative Practice Note

In order to increase the transparency of the Tribunal's work and to make it more accessible to its customers, the Tribunal has published an Administrative Practice Note, which is available on the Tribunal's website, and updated on a regular basis to reflect relevant changes in legislation and practice.

The most recent **Administrative Practice Note** (APN) was published in February 2026 and appellants, their legal representatives and presenting officers are advised to keep themselves apprised of any changes, which will be noted in the 'News' section of the Tribunal website.

By setting out this APN, the Tribunal expects that all parties appearing before the Tribunal will be aware of its procedures. All parties appearing before the Tribunal should be aware that a failure to comply with the provisions of the APN may lead to unnecessary delays in the processing and determining of appeals, and may be considered a failure to co-operate within the meaning of sections 27 and 45 of the International Protection Act 2015.

In accordance with the Tribunal's values as set out in its Strategy Statement 2024-2026, the Tribunal is committed to treating all parties who appear before it with respect, dignity and consideration. The Tribunal expects the same standards of behaviour from all parties appearing before it.

Under circular 25/2016, **Protocol for the Provision of Information to Members of the Oireachtas by State Bodies under the aegis of Government Departments/Offices** the Tribunal is obliged to provide and maintain a dedicated email address for Oireachtas members. The Tribunal maintains a dedicated mailbox (oireachtas@protectionappeals.ie) for correspondence from elected members, which is monitored daily. Responses are issued promptly and within 3 working days at the latest. Where a query cannot be immediately answered, the elected member is informed of this and a substantive reply will issue within 15 working days. In 2025, the Tribunal received a total of 13 queries from individual Oireachtas members.

4. Quality and Consistency of Decision Making

4.1. Training at the Tribunal

The training of Tribunal Members is of central importance in the Tribunal. Training is delivered formally through dedicated in-person training sessions and informally through Lunch and Learn meetings which are held online to facilitate attendance by as many Members as possible.

As well as the usual internal training for Members, induction trainings were held for new Members, and details of all training sessions are set out below. Tribunal Members also had the opportunity to avail of external training provided by the European Union Agency for Asylum (EUAA), the European Judicial Training Network (EJTN) and the UN High Commissioner for Refugees (UNHCR).

A number of Members of the Tribunal are also members of the EUAA Judicial Experts' Pool, and they too deliver training to their colleagues. The pool consists of judicial experts from 16 EU+ countries and reflects the diversity of members of courts and tribunals working in the field of international protection, from all levels of the judiciary.³

The Tribunal is a collegiate body and new Tribunal Members benefitted significantly from mentoring they received from more experienced Members. Mentors shared insights on best practice in oral hearings and in writing decisions.

The Tribunal also issues an internal journal, the Tribunal Quarterly, to all Members. The journal includes articles by Tribunal Members, updates on country information and a summary of case-law from the Irish Superior Courts, the Court of Justice of the European Union and the European Court of Human Rights, and relevant judgments from the courts of other Member States and the UK. The Editorial Committee is currently comprised of one part-time Tribunal Member, one Assistant Principal Officer, two Administrative Officers, the two Acting Deputy Chairpersons and two Senior Legal Researchers.

Induction Training for New Members

Two new whole-time Members attended Induction Training in January. This training was delivered by Deputy Chairperson Cindy Carroll and Chairperson Hilka Becker, with one module being delivered by UNHCR.

Following recruitment competitions for Tribunal Members, 59 newly appointed Members attended four-day induction training, delivered in August and repeated in October. These inductions were led by Acting Deputy Chairperson John Buckley. Training modules were also delivered by the Chairperson, another Acting Deputy Chairperson, and other Tribunal Members who are part of the EUAA Judicial Experts' Pool. Members of the Tribunal's administration provided

³ <https://www.euaa.europa.eu/asylum-knowledge/courts-and-tribunals#section185-5>

presentations on practical and procedural matters. In addition, a panel comprising both part-time and whole-time Members shared perspectives on the role and responded to questions from participants. Representatives from UNHCR participated in both induction sessions.

Six experts from the EUAA, deployed to the Tribunal to provide operational support, also attended the October induction training. EUAA personnel also availed of online training on the Irish legal system delivered by the Tribunal's two Senior Legal Researchers.

Training delivered in 2025 included topics such as:

- Definition of a Refugee;
- Provisions of the International Protection Act 2015;
- Nationality / Statelessness;
- Identification of material facts;
- Assessment of credibility;
- The meaning of well-founded fear;
- Convention nexus (race, religion, nationality, political opinion, membership of a particular social group);
- Standard of proof;
- Persecution;
- Serious harm;
- Assessment of documents, COI, medical reports;
- State protection;
- Internal protection alternative;
- Exclusion;
- Judge-craft;
- File preparation;
- Decision-writing;
- Dealing with applicants from safe countries of origin;
- Evaluation of evidence;
- Paperless files;
- Scheduling appeals;
- Paper-based appeals where the appellants are from safe countries of origin;
- Hearing room etiquette;
- Efficient decision-making;
- Credibility Analysis;
- Members' Resources;
- Working with Interpreters (provided by UNHCR);
- Appeals against refusals of Labour Market Access Permission under the European Communities (Reception Conditions) Regulations 2018–2021;
- Appeals pursuant to the European Union (Dublin System) Regulations 2018;
- Appeals pursuant to section 21 of the International Protection Act 2015.

4.2. Statutory Meeting of the Tribunal

The Tribunal's second biannual Compulsory Training Day was held in conjunction with the Tribunal's annual Statutory Meeting on 28th November. The Training Day key-note speaker was the Minister for Justice, Home Affairs & Migration, Jim O'Callaghan TD. The Minister was followed in the afternoon with a key-note speech by Ms Justice Marie Baker (ret.) of the Supreme Court.

At the Statutory Meeting, the Chairperson of the Tribunal outlined current developments and discussed planning for 2026 and beyond, in light of the upcoming implementation of the EU Pact on Migration and Asylum. The Registrar of the Tribunal provided statistics and data in respect of 2025 and discussed the increased output from the Tribunal in 2025, with the Tribunal determining the highest ever number of appeals, in 2025. The results of the Tribunal's Quality Audit, a review of training in 2025, along with planned training for 2026, were also discussed at the meeting.

4.3. Quality Audit System

The Tribunal has had a Quality Audit system in place since 2017, with reviews carried out on a quarterly basis by internal and external reviewers, including the UNHCR. The purpose of the audit is to identify any training or systemic needs with the aim of maintaining high quality, legally robust decisions. The random sampling of Tribunal decisions are anonymised, and the reviewers use a common set of criteria. The objective criteria aim to evaluate each decision in line with internal guidelines, and in accordance with the jurisprudence from the Irish Superior Courts and the Court of Justice of the European Union and the legislative framework. The findings of the audit are considered, with any training needs or necessary procedural changes met, and are presented to Tribunal Members at training days in May and November. The findings are also shared with the external reviewers from the UNHCR.

4.4. Chairperson's Guidelines Issued in 2025

The Chairperson of the Tribunal may issue guidelines to Tribunal Members on the practical application and operation of the provisions or any particular provision of Part 10 of the International Protection Act 2015 and on developments in the law relating to international protection.

Furthermore, the Chairperson may issue guidelines to the Registrar of the Tribunal for the purpose of the performance of the Registrar's functions. All Chairperson's Guidelines are intended to supplement the 2015 Act and Regulations and not to supplant them.

In case of conflict, the provisions of the Act or relevant Regulation shall take precedence over the Guidelines and they should be read in conjunction with the duties set out in the Act and other legislation, guidelines, codes, policies or other rules applicable to the conduct of Members of the Tribunal.

In 2025, three Guidelines were issued:

Chairperson's Guideline 2025/2 on Medical Evidence and Medico-Legal Reports

This Guideline is primarily informed by the Istanbul Protocol⁴, the UNHCR 'Handbook on Procedures and Criteria for Determining Refugee Status and Guidelines on International Protection'⁵, the International Association of Refugee Law Judges' 'Guidelines on the Judicial Approach to Expert Medical Evidence'⁶, the EUAA Judicial Analysis on 'Evidence and credibility assessment in the context of the Common European Asylum System'⁷, the EUAA Mapping Report on 'Victims of Torture – Identification, support and examination of claims'⁸, case-law, and international best practice.

The value of expert medical evidence in international protection determination is recognised internationally. In its case law, the European Court of Human Rights has ruled that expert medical evidence can be of value in determining both:

- (i) whether past instances of persecution occurred, and
- (ii) potential risk should an individual be returned to their country of origin.

The value of expert medical evidence in assessing claims of torture has also been recognised by the United Nations Committee against Torture and the European Union Agency for Asylum (EUAA).

European Union law and domestic legislation provide that evidence of past persecution shall be considered a "serious indication" of an Appellant's well-founded fear of persecution for the purpose of refugee status determination.⁹

In order for the Appeal to be considered in a timely manner, the Appellant should, where necessary, endeavour to obtain a Medico-Legal Report at the earliest possible date.

The Istanbul Protocol notes that "the absence of such physical evidence should not be construed to suggest that torture or ill-treatment did not occur, since such acts of violence against persons frequently leave no permanent marks". Similarly, when considering psychological injury, it is noted in the Istanbul Protocol that "not everyone who has been tortured develops a diagnosable mental illness".

Chairperson's Guideline No. 2025/3 on Appeals from Child Applicants

This guideline is primarily informed by the UNHCR 'Handbook and Guidelines on Procedures and Criteria for Determining Refugee Status', 'Guidelines on International Protection No. 8 Child Asylum Claims under Articles 1(A)2 and 1(F) of the 1951 Convention and/or 1967 Protocol relating to the Status of Refugees' issued 22 December 2009 as well as 'UN Committee on the Rights of the Child General Comments No. 12 (2009) on the right of the child to be heard' (which emphasises that all Children have the right to express their views freely and to have those views considered and given due weight in accordance with their age and maturity) and 'General Comment No. 14 (2013) on the right of the Child to have his or her best interests taken as a

⁴ "Istanbul Protocol: Manual on the Effective Investigation and Documentation of Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment" Office of the High Commissioner for Human Rights (2022 edition).

⁵ "Handbook on Procedures and Criteria for Determining Refugee Status and Guidelines on International Protection", UNHCR (2019).

⁶ International Association of Refugee Law Judges' Guidelines on the Judicial Approach to expert Medical Evidence, (June 2010).

⁷ European Union Agency for Asylum, Judicial analysis, "Evidence and credibility assessment in the context of the Common European Asylum System", (2nd edition)

⁸ European Union Agency for Asylum, Mapping Report, Victims of Torture – Identification, support and examination of claims', March 2023.

⁹ Council Directive 2004/83/EC, the 'Qualification Directive', Article 4(4); SI No.518 of 2006 Reg. 5(2); SI No.426 of 2013 Reg.13(2), Section 28(6) of the International Protection Act 2015.

primary consideration' (which emphasises that when making decisions which affect a Child, their best interests must be considered).

Consideration has also been given to the UNHCR 'Operational Guidance on Child Protection Core Programme Actions' (January 2024), EASO 'Practical guide on the best interest of the child in asylum procedures' (2019), and UNHCR 'Best Interests Procedure Guidelines: Assessing and Determining the Best Interests of the Child' (May 2021).

The best interests of the Child shall be a primary consideration of the Tribunal during all dealings with a Child, both in relation to procedure and the substantive consideration of the appeal. These considerations must also fully take into consideration the Child's gender, sexual orientation, age, level of education, maturity, nationality, upbringing as well as their ethnic, cultural, social and linguistic background, their particular vulnerabilities, including mental or physical disability and any other particular characteristics or needs, brought to the attention of the Tribunal before or during the course of the proceedings. This child-centred process must be implemented on an ongoing basis.

When the Tribunal is determining an appeal, all elements of the definitions of "refugee" and "person in need of subsidiary protection" must be assessed. The Tribunal acknowledges the objective of protection for Children from violence and exploitation such as would jeopardise a Child's right to life, survival and development in the context of observing and applying the definitions and requirements necessary to establish refugee status or the status of a person in need of subsidiary protection.

Children, particularly those who are unaccompanied, warrant special attention. Bearing in mind the best interests principle set out in the UNCRC, the Tribunal will treat Children first as Children, and secondly as international protection applicants.

EU Member States are obliged to assess and give primary consideration to the best interests of the Child in all actions concerning Children. The Tribunal notes that Article 3 of the UNCRC requires that: "In all actions concerning children, whether undertaken by public or private social welfare institutions, courts of law, administrative authorities or legislative bodies, the best interests of the child shall be a primary consideration" and also notes that Article 42A of the Irish Constitution has specific provision for Children.

Chairperson's Guideline No. 2025/1 on Assigning and Re-Assigning Appeals to Members of the Tribunal by the Registrar

In assigning appeals to Members of the Tribunal, the overriding objective is to ensure that the business of the Tribunal is managed efficiently and that the business assigned to each Member is disposed of as expeditiously as may be consistent with fairness and natural justice.

Subject to the matters set out in paragraph 2.1 and paragraphs 3 to 7 of the Guideline, the Registrar should endeavour, insofar as is practicable, to assign and re-assign appeals fairly and proportionately amongst the Members.

Moreover, the Guideline takes into account prioritisation requests received from the Minister for Justice, Home Affairs and Migration pursuant to section 73(1)(b) of the International Protection Act 2015.

All **Chairperson's Guidelines** are available on the Tribunal's website.

4.5. Judicial Review Monitoring

Following advices received from the Attorney General in 2016, it was recognised that the Tribunal as an independent statutory body carrying out quasi-judicial functions, should attract the same legal principles as those applying to a District Court judge, and that once the Tribunal has made a decision, it is *functus officio* and has no part in defending or supporting its decision in subsequent judicial review proceedings. The justification for a decision of the Tribunal is set out in the decision itself. Once a Member of the Tribunal has fulfilled the function of delivering a reasoned decision he or she has no further function, and it could be seen to impugn the independence of the Tribunal to seek to stand over its decisions, should they be challenged subsequently. These principles apply in the public interest to maintain confidence in the judicial and equivalent systems.

The only circumstances in which these principles may not apply is where *mala fides* on the part of a Member of the Tribunal is alleged, or systemic procedural challenges are made against the operations of the Tribunal. In all other cases, the principle that the party in whose interest an order has been made is the *legitimus contradictor* in judicial review proceedings challenging an order of a lower court or equivalent, does apply. In the circumstances of the International Protection Appeals Tribunal, the Minister is the party with an interest in the recommendation or decision and would therefore be the *legitimus contradictor*.

The Tribunal closely follows the developments in the Superior Courts in respect of judicial reviews of its decisions. Whether the Court upholds or quashes a decision of the Tribunal, the Tribunal seeks to implement in its guidance to and training of its Members, the jurisprudence of the Superior Courts. The particular ways in which the Tribunal does this include:

- Clear summaries of the key insights from the jurisprudence, presented systematically in Quarterly Reviews for the benefit of Tribunal Members.
- Implementation in Chairperson's Guidelines pursuant to s.63(2) in respect of developments of the law of international protection.
- Revision and updating of the guidance and training materials used for the professional development of Tribunal Members.
- Revision and updating of the decision-making templates available to Tribunal Members.
- Determining and shaping the training provided to Tribunal Members internally.
- Determining the external training relevant to Tribunal Members.
- Hosting workshops, discussion groups and 'Lunch and Learn' sessions on matters arising from the case law.
- Updates on particular net issues from case law and opinions of counsel.
- Revision and updating of the quality audit materials used for analysing Tribunal Member decisions with a view to identifying matters for continued improvement.

During 2020, the Tribunal consolidated and ordered all information available to it in respect of litigation against the Tribunal since it came into being on the 31st of December 2016. This knowledge management project continued in 2025 and enables the Tribunal to systematically monitor relevant litigation in the Superior Courts for the purpose of further enhancing the quality and efficiency of its decision-making.

In 2025, 5.5% of Tribunal decisions¹⁰ were challenged by judicial review. The overall rate of quashed Tribunal decisions was 6.4% by the end of 2025, and the rate of settlements was 2.2%.¹¹

4.6 EUAA Operational Supports

The significant increase of applications for international protection lodged in Ireland over the last number of years, increasing from 2,649 in 2021 to 18,561 in 2024, has significantly impacted the appeal system, with around 18,864 appeals pending at the end of 2025 compared with 851 at the end of 2022.

An increase of resources in the end-to-end international process over the course of 2025 has led to a significant increase in recommendations and decisions being made by the determining authority and a consequential increase in cases at appeal stage.

In October 2025, Ireland signed an Operational Plan with the European Union Agency for Asylum (EUAA) that aims to assist the International Protection Appeals Tribunal (IPAT) with processing the backlog of appeals lodged against first instance decisions.

This agreement with the EUAA for further supports was initiated by the Tribunal, following the example in other Member States' courts and tribunals, and is a welcome addition which will help to speed up the decision timeframes in the Tribunal, helping to reduce the growing appeal caseload before it.

Under the agreement, up to 30 EUAA personnel may be deployed to support the Tribunal's work, including by preparing appeal files, carrying out research on country-of-origin information and international protection jurisprudence, and providing interpretation in difficult-to-source languages. At the end of 2025, 6 experts had been deployed with 5 further experts joining the Tribunal in February 2026.

The plan will be valid until 31st December 2026 and will allow the Tribunal to make best use of its resources while introducing new structures and processes required under the Pact.

¹⁰ Of total Tribunal decisions in 2025

¹¹ Of total Tribunal decisions since 2019; based on decision and judicial review figures from the final week of 2025

II. Registrar's Executive Summary

I am pleased to present the Registrar's executive summary for 2025.

The Tribunal had 9,705 appeals pending at the start of 2025. A further 15,334 appeals were lodged during the course of 2025. This is a 74% increase on the 8,835 appeals lodged with the Tribunal in 2024. The Tribunal completed 6,254 appeals in 2025 which is an increase of 102% on the total completed appeals for 2024 which was 3,098. The number of appeals completed in 2025 was more than twice the total appeals completed in 2024 and is the highest number of completed appeals by the Tribunal since it was set up in December 2016. At the end of 2025 there was a total of 18,864 appeals pending before the Tribunal which is the highest number of pending appeals at the end of a year and is an increase of 94% on the total number of appeals pending at the end of 2024.

The record high number of appeals received in 2025 is a result of the issuing of a significant number of recommendations being made by International Protection Officers.

In order to continue to address these significant demands on the Tribunal, we have been successful in securing further resources for the Tribunal to deliver more appeals in a timely and efficient manner. The staffing levels in the Tribunal administration were increased from 85 staff at the end of 2024 to 98 staff on the 31st December 2025.

In addition to recording the highest number of completed appeals since its establishment, the Tribunal remains committed to staff development and encouraging career progression. A range of training and self-development opportunities were delivered in 2025 including a staff strategy day focused on issues such as resilience, credibility in evidence giving and wider immigration topics.

The Tribunal continues to meet its obligations in relation to strong governance and reporting including detailed statistical analysis, comprehensive financial reporting and focusing on our four core values of Efficiency, Fairness, Respect and Transparency.

The Tribunal will continue to engage with all relevant stakeholders to maintain a high quality of decision making while continuing to make the case to increase capacity to produce more completed appeals.

Looking forward to 2026, the Tribunal anticipates continuing to receive significant numbers of

new appeals so it is vital that there is ongoing engagement with colleagues in the Department of Justice, Home Affairs and Migration who work with the Department of Public Expenditure, NDP Delivery and Reform to continue to provide the required resources for the Tribunal to carry out its duties in the future in an efficient and timely manner as demands on its services are continuing to increase.

The Tribunal will continue to work with colleagues in the Department of Justice, Home Affairs and Migration, advising on potential changes to processes and structures regarding appeals on decisions made on international protection in the context of Ireland's opt-in to the EU Migration and Asylum Pact.

The Tribunal notes the proposed provisions in the International Protection Bill 2026 and its implications for the International Protection Appeals Tribunal who will continue to process and conclude appeals to all those who either apply or have recommendations made by International Protection Officers prior to the 12th June 2026. The Tribunal is committed to deal with these appeals in an efficient manner while ensuring fairness and respect to all appellants.

I would like to sincerely thank the Chairperson and the Deputy Chairpersons for their collaboration throughout the year.

Further thanks go to Geraldine Kennedy, Deirdre O'Reilly and Valerie Irvine who manage the Operations, Corporate/Secretarial and Data Protection/Business Process Improvement Functions respectively, all the Tribunal staff including our Service Officers as well as all our Tribunal Members for their support and commitment. I also wish to thank our colleagues in the Department of Justice, Home Affairs and Migration for their continued support and assistance and in particular the Civil Governance Unit, the Human Resources Unit and our colleagues who assist the Tribunal in the delivery of ICT services.



A handwritten signature in black ink that reads "George Sinclair".

George Sinclair
Registrar

5. Registrar and Administration of the Tribunal

The Tribunal Registrar is tasked to manage and control the staff and administration of the Tribunal, and to perform such other functions as may be conferred on him by the Chairperson under the 2015 Act. Pursuant to s.66(3) of the 2015 Act, the Registrar shall be responsible to the Chairperson for the performance of his functions.

The Registrar also has responsibility for assigning the appeals to be determined to Members of the Tribunal, having regard to the need to ensure the efficient management of the work of, and the expeditious performance of its functions by the Tribunal, consistent with fairness and natural justice, and to any Guidelines issued by the Chairperson.

Administrative staff of the Tribunal are civil servants and currently assigned to the Tribunal from the Department of Justice, Home Affairs and Migration in accordance with s.61(4) of the 2015 Act. The agreed staffing complement for the Tribunal, including for the Chairperson, Deputy Chairpersons and whole-time Tribunal Members, forms part of the Department's Oversight Agreement with the Tribunal and, for the reporting period, was 126. The Tribunal Chairperson, Deputy Chairpersons and whole-time Tribunal Members are on contracts of service with the Department for their respective periods of appointment. The agreed staffing complement included the provision of 30 whole-time Tribunal Members. Following a recruitment process in 2025, the Tribunal had a complement of 9 whole-time Members at the end of 2025.

5.1. Tribunal Staff levels as of 31/12/25

IPAT STAFF LEVELS 31/12/2025	Persons	FTE
Chair, Deputies, Whole-Time Members & Snr Legal Researcher		
Chairperson (PO Equivalent)	1	1
Deputy Chairpersons (AP Higher Equivalent) ¹²	2	1
W/T Tribunal Members (AP Higher Equivalent) ¹³	2	2
W/T Tribunal Members (AP Equivalent)	7	7
Senior Legal Researcher (AP Equivalent)	2	2
Legal Researcher (AO Equivalent)	1	1
SUB TOTAL	15	14

¹² One Deputy Chairperson has been on a leave of absence from the Tribunal from July 2025.

¹³ Acting up to Deputy Chairpersons on a Temporary Basis from July 2025.

5.1. Tribunal Staff levels as of 31/12/25 (continued)

IPAT Admin Staff		
Principal Officer (Registrar)	1	1
Assistant Principal Officer	3	3
HEO/Administrative Officers	7	6.6
Executive Officers (1 Acting)	18	17.8
Legal Intern (EO)	2	2
Clerical Officers	53	51.2
SUB TOTAL	84	81.6
TOTAL (All Admin + Chair Team)	99	95.6

5.2. Tribunal Staff Development and Training

Onboarding of administrative staff continued throughout 2025 with a substantial amount of peer to peer and on the job learning taking place. Maintaining continual professional development and building on best practice was achieved by availing of courses given by One Learning and the Department of Justice, Home Affairs and Migration on a range of topics. Again this year, staff continued and commenced further education courses partly funded by the Department.

Staff were invited to and attended training and information sessions provided to Tribunal Members to further their understanding of the work of the Tribunal and the decision-making process. Lunch and Learn Sessions on a variety of issues were hosted along with presentations from the Chair and Deputies which were very informative for all teams.

5.3. Modernisation and Data Protection

Modernisation

The modernisation of the Tribunal's systems and workflows remains a key mechanism for appeals to be processed more efficiently.

The Tribunal has continued to see the benefits of previous initiatives, including the successful completion of the paperless appeals project, following the assignment of all remaining paper files in 2025. Microsoft PowerApps has continued to assist in the management of digital files. Following the introduction of electronic signature software 2024, the Tribunal has been aided by its use for all decisions in 2025. The Tribunal continues to pursue further business process improvements such as the submission of appeal forms electronically.

Data Protection

Data Protection is a key priority for the Tribunal, with all colleagues informed of the importance of processing personal data correctly. Procedures are in place for the notification of any data breaches that may occur. The Tribunal processed 204 Subject Access Requests in 2025; a significant increase compared to 29 the previous year. 11 Freedom of Information requests were processed.

6. Financial Report

Category	Expenditure in 2025
IT Consultancy – PACT Expenditure by the Department of Justice, Home Affairs and Migration	€25,092.00
IT Costs	€527,109.32
Legal fees	€13,047.25
Members Fees	€2,478,857.52
Membership of Professional Bodies	€12,030.00
Office and Premises Expenses	€109,370.71
Office Machinery and Other Office Supplies	€15,418.93
Postal and Communications Services	€20,130.39
Salaries and Wages	€4,799,084.91
Remote Hearing Hubs	€1,165.20
Training and Development	€74,818.94
Translation/Interpretation	€372,081.73
Travel	€260.38
Health & Safety	€268.00
Gross Total	€8,448,735.28
Pension Levy	-€53,041.38
Net Total	€8,395,693.90

6.1. Decisions issued by whole-time and part-time Members of the Tribunal in 2025 (New 2025 part-time Member appointees are indicated in yellow in the below table.)

Member of Tribunal	Latest Date Appointed	Number of Decisions Issued
Hilkka Becker (Chairperson)	28/01/2023	3
Cindy Carroll (Deputy Chairperson) ¹⁴	04/03/2023	1
Shauna Gillan (Deputy Chairperson)	17/10/2022	0
John Buckley (Whole-time Member) ¹⁵	03/09/2021	73
Emma Toal (Whole-time Member) ¹⁶	24/04/2023	74
Brian Collins (Whole-time Member)	11/08/2025	5
James Fahy (Whole-time Member)	11/08/2025	13

¹⁴ As of July 2025, on a leave of absence from the Tribunal.

¹⁵ As of July 2025 John Buckley was assigned to the role of Acting Deputy Chairperson of the Tribunal.

¹⁶ As of July 2025 Emma Toal was assigned to the role of Acting Deputy Chairperson of the Tribunal.

6.1. Decisions issued by whole-time and part-time Members of the Tribunal in 2025 (continued)

Member of Tribunal	Latest Date Appointed	Number of Decisions Issued
Mary Wanjiku Githuka (Whole-time Member)	13/10/2025	0
Silvia Martinez Garcia (Whole-time Member)	13/01/2025	102
Zeldine O'Brien (Whole-time Member)	13/01/2025	126
Simon Shire (Whole-time Member)	20/01/2025	73
Arlene Walsh Wallace (Whole-time Member)	18/08/2025	28
Ciara Bannerman	07/06/2023	16
Emma Barry	27/08/2024	2
Niall Beirne*	07/06/2023	0
James Benson	27/08/2024	26
Kirk Boylan	27/08/2024	27
Maeve Boyle	07/06/2023	3
Alan Brady	07/06/2023	0
Luke Brady	20/08/2025	33
Natalia Brady	20/06/2025	0
Simon Brady*	14/09/2020	0
Keith Branagan	27/08/2024	0
Brid Breathnach	27/08/2024	92
James Bridgeman	27/08/2024	17
Thomas Broderick	15/10/2025	0
Fiona Browne*	27/08/2024	3
Margaret Browne	07/06/2023	192
Alison de Bruir*	27/08/2024	6
Elaine Byrne	15/10/2025	0
Eoin Byrne	07/06/2023	208
Mark Byrne	07/06/2023	106
Naomi Callaghan	28/07/2025	0
Allen Cansick	07/06/2023	0
Kathy Casey	27/08/2024	26
William Cleary	27/08/2024	83
Silvana Colloricchio	28/07/2025	5
Catherine Cosgrave	27/08/2024	55
Alexandra Cowzer-Byrne	15/10/2025	0

6.1. Decisions issued by whole-time and part-time Members of the Tribunal in 2025 (continued)

Member of Tribunal	Latest Date Appointed	Number of Decisions Issued
Shannon Coy	20/08/2025	15
Peter Cronin-Burbridge	07/06/2023	22
Siobhan Cullen	20/06/2025	35
Brian Cusack	07/06/2023	54
Arthur Cush	07/06/2023	30
James Daly	27/08/2024	0
Elizabeth Davey	20/06/2025	0
Miriam Delahunt	02/07/2025	2
Lauren Dempster	15/10/2025	0
Peter Dennehy	20/08/2025	0
Sharon Dillon-Lyons	07/06/2023	23
Steven Dixon	07/06/2023	8
Nuala Dockry	15/10/2025	0
Mary Durkan	27/08/2024	11
Miranda Egan-Langley	07/06/2023	76
Marcela Rodriguez Farrelly	20/06/2025	0
Ciara Fitzgerald	20/06/2025	0
Deirdre Flannery	20/06/2025	0
Thomas Flynn	02/07/2025	0
Mary Forde	27/08/2024	62
Úna Glazier-Farmer	27/08/2024	0
Brendan Gogarty	20/06/2025	0
Hugh Good	28/07/2025	0
Paul Gormley	27/08/2024	0
Niamh Harnett	28/07/2025	4
Walter Hegarty	15/10/2025	0
Sumiya Hemsî	15/10/2025	0
Grace Hogan	27/08/2024	17
Matthew Holmes	07/06/2023	60
Christopher Hughes*	07/06/2023	0
Maura Hutchinson*	20/06/2025	0
Helen Johnson	02/07/2025	0

6.1. Decisions issued by whole-time and part-time Members of the Tribunal in 2025 (continued)

Member of Tribunal	Latest Date Appointed	Number of Decisions Issued
Ciaran Joyce	07/06/2023	86
Dolores Keane	28/07/2025	1
Sarah Kearney	07/06/2023	18
Jacqueline Kelly	27/08/2024	0
Paul Kerrigan	07/06/2023	171
Michael Kinsley*	07/06/2023	7
Folasade Bola Kuti-Olaniyi	07/06/2023	4
Lorraine Lally	07/06/2023	0
Evelyn Larney	07/06/2023	0
Alex Layden	07/06/2023	17
Peter Leonard	20/06/2025	0
Robert Lowe	07/06/2023	250
Theresa Lowe	27/08/2024	34
Laura MacKenna	28/07/2025	0
Paul Mageean	28/07/2025	0
Tara Maguire	20/06/2025	0
Paul Donald Maier	28/07/2025	2
Dermot Manning	07/06/2023	40
Danny Mason	27/08/2024	120
Alison McCarthy	20/06/2025	0
Ciaran McCarthy	07/06/2023	54
Claire McCarthy	27/08/2024	24
John McDaid	27/08/2024	100
Michele McElhenny	20/06/2025	0
Anne McElligott	27/08/2024	144
Robert McGarr	07/06/2023	16
Denis McGettigan	20/06/2025	0
Anthony McGrade	02/07/2025	0
Michael McGrath	07/06/2023	64
Agnes McKenzie ¹⁷	24/09/2025	89

¹⁷ Agnes McKenzie was a whole-time Tribunal Member until 29th August 2025.

6.1. Decisions issued by whole-time and part-time Members of the Tribunal in 2025 (continued)

Member of Tribunal	Latest Date Appointed	Number of Decisions Issued
Paul McKeon	20/06/2025	1
Catherine McLoone	02/07/2025	0
Padraig McNamee	28/07/2025	0
Stuart McTaggart	27/08/2024	53
Robert McTernaghan	02/07/2025	0
Frances Meenan	27/08/2024	3
Elizabeth Mitrow	27/08/2024	17
Susan Monaghan	20/06/2025	5
Peter Mullen	02/07/2025	3
Aisling Mulligan	07/06/2023	3
Rory Mulvaney	02/07/2025	0
Carl Mulvey	28/07/2025	3
Carla Murphy	02/07/2025	1
Helen Murray*	07/06/2023	4
Jude Murray	15/10/2025	3
Úna Ní Chatháin	27/08/2024	13
John Noonan	07/06/2023	743
Cormac Ó Dúlacháin*	07/06/2023	5
Lucy O'Connell	15/10/2025	0
Tommy O'Donoghue	28/07/2025	59
Gerard O'Donovan*	12/12/2020	0
Bríd O'Flaherty	07/06/2023	1
Patricia O'Sullivan Lacy	07/06/2023	0
Martin O'Brien	27/08/2024	10
Claire O'Connor	27/08/2024	193
Eoin O'Connor	27/08/2024	46
James O'Connor	27/08/2024	209
Martine O'Connor	20/06/2025	0
Rory O'Connor	02/07/2025	0
Samuel O'Connor	02/07/2025	0
Niamh O'Donnabhain	28/07/2025	0
Fidelma O'Hagan	27/08/2024	25

6.1. Decisions issued by whole-time and part-time Members of the Tribunal in 2025 (continued)

Member of Tribunal	Latest Date Appointed	Number of Decisions Issued
Fionnuala Oliver	02/07/2025	0
Marian O'Neill	20/06/2025	0
Donal Pattison	20/06/2025	2
Noel Phoenix	27/08/2024	11
Brenda Power	27/08/2024	65
Michelle Pratley	27/08/2024	12
Maeve Regan	02/07/2025	0
Joseph Richardson	15/10/2025	0
Andrew Robinson	27/08/2024	493
Nicholas Russell	07/06/2023	143
Niamh Ryan	02/07/2025	0
Andrew Sexton	07/06/2023	27
Shereen Shafaatulla	27/08/2024	59
Áine Shannon*	27/08/2024	1
Moira Shipsey	07/06/2023	30
Niall Small	28/07/2025	3
Mairead Smith	07/06/2023	78
Sinéad Smith Ormond	02/07/2025	0
Elizabeth Spelman	27/08/2024	7
Stephen Spierin	20/06/2025	1
Cormac Sreenan	20/08/2025	0
John Stanley	27/08/2024	102
Katie Stevens	20/06/2025	1
Kenneth Togher	27/08/2024	77
Michael Tuite	27/08/2024	11
Majella Twomey	07/06/2023	57
Alison Walker	20/08/2025	0
Amy Walsh	28/07/2025	2
Ciarán White	02/07/2025	57
Joanne Williams	07/06/2023	46
Cyntia Witkoski	15/10/2025	0

* Departed the Tribunal in 2025.

7. Statistics

7.1. Summary – Tribunal Caseload 2025

2025	
Appeals Received	15334
Hearings Scheduled	3908
Decisions Issued	5743
Withdrawn/Deemed Withdraw	511
Total Appeals Completed	6254
Live Appeals on Hand at Year End	18864

7.2. Summary – Types of Appeals received in 2025

Appeal Type	Appeals Received
All International Protection Appeals	14007
Inadmissible Appeals	308
Subsequent Appeals	451
Dublin III Regulation Appeals	331
Reception Conditions	237
Grand Total	15334

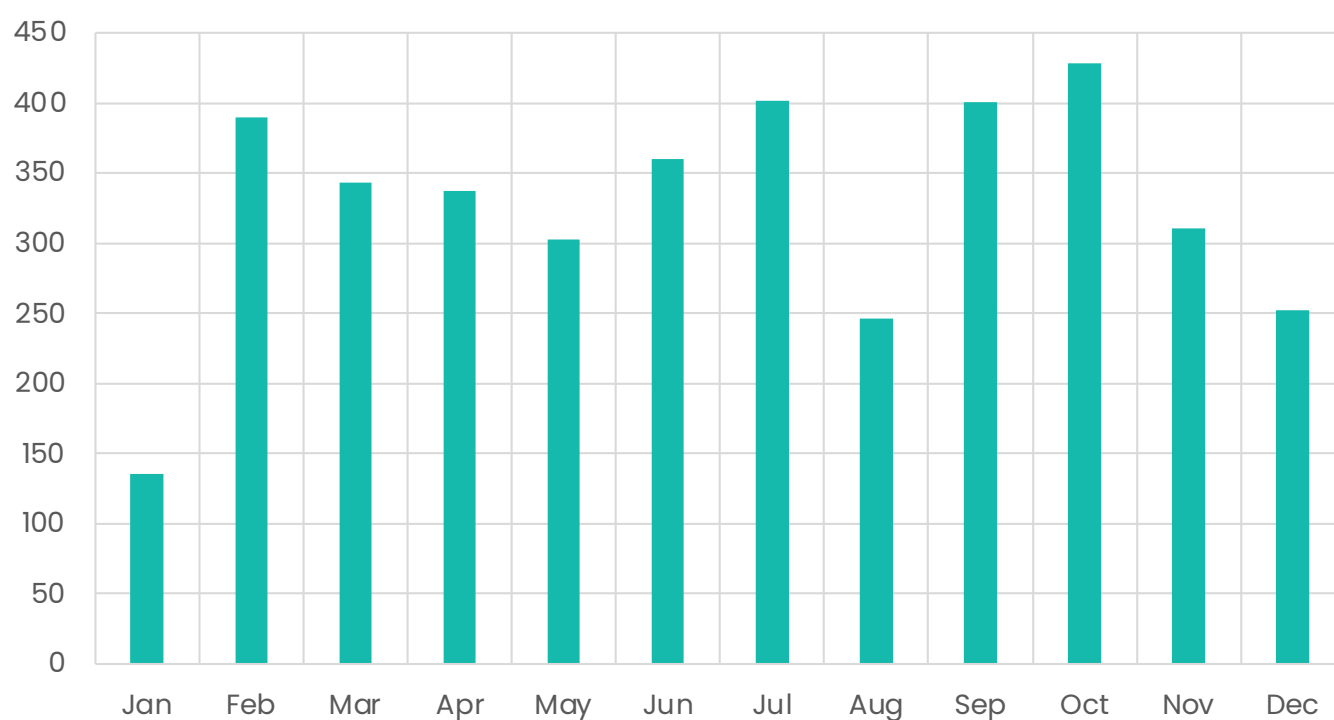
7.3. All Appeals Received in 2025

All Appeals Received in 2025							
Month	All International Protections Appeals		Dublin III Regulation Appeals	Inadmissibility Appeals (s.21)	Subsequent Appeals (s.22)	Reception Conditions Appeals	Grand Total
	Accelerated IP Appeals	Substantive IP Appeals					
Jan	113	763	17	31	24	10	958
Feb	124	943	15	29	26	11	1148
Mar	135	1065	16	28	25	15	1284
Apr	107	1033	24	16	22	39	1241
May	129	1000	39	22	25	47	1262
Jun	107	938	31	18	50	37	1181
Jul	166	1000	32	23	56	23	1300
Aug	182	916	19	26	73	10	1226
Sep	184	1203	26	28	48	13	1502
Oct	183	1360	34	15	36	20	1648
Nov	182	1087	29	34	29	3	1364
Dec	142	945	49	38	37	9	1220
Grand Total	1754	12253	331	308	451	237	15334

7.4. Number of Hearings Scheduled in 2025

Month Issued in 2025	Number of Decisions Issued
January	135
February	390
March	343
April	337
May	303
June	360
July	402
August	246
September	401
October	428
November	311
December	252
Grand Total	3908

Hearings Scheduled By Month in 2025



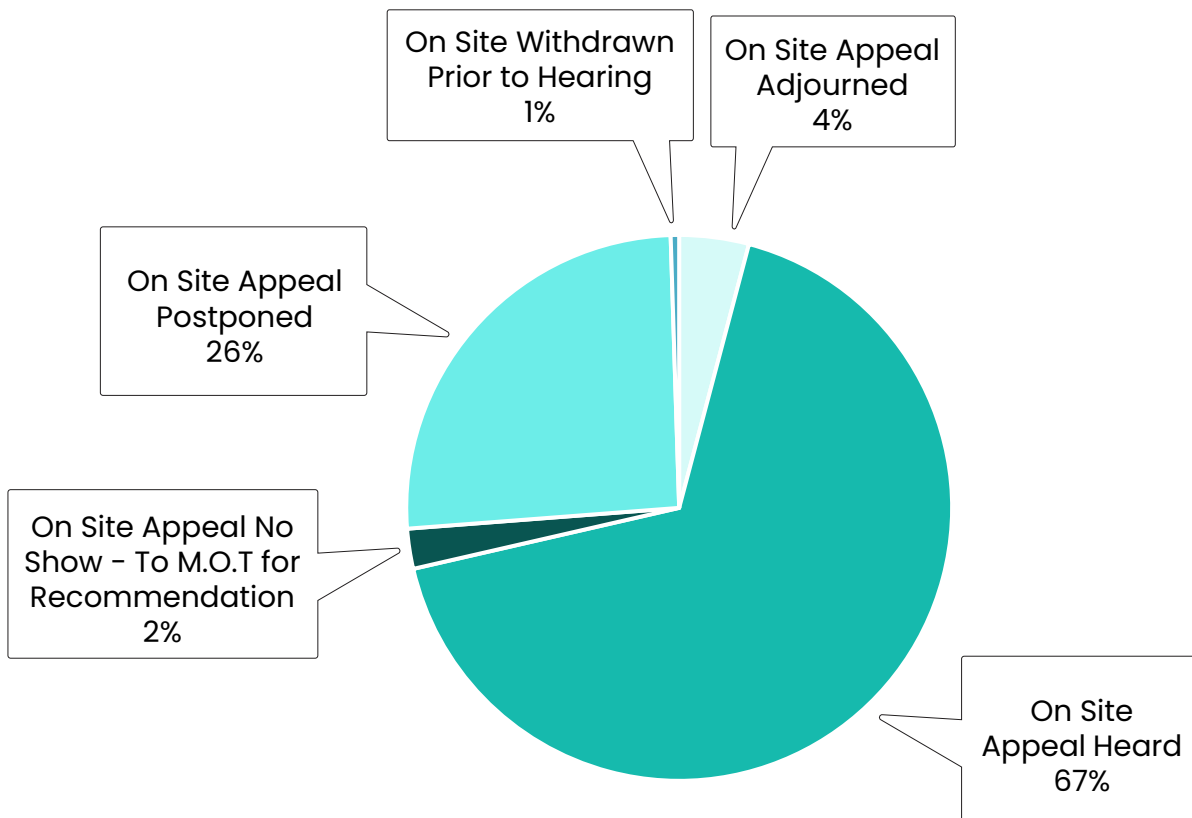
7.5. 'No Shows' and Withdrawals/Deemed Withdrawals 2025

2025	Number of Appeals
No Shows	118
Appeals Withdrawn / Deemed Withdrawn	511

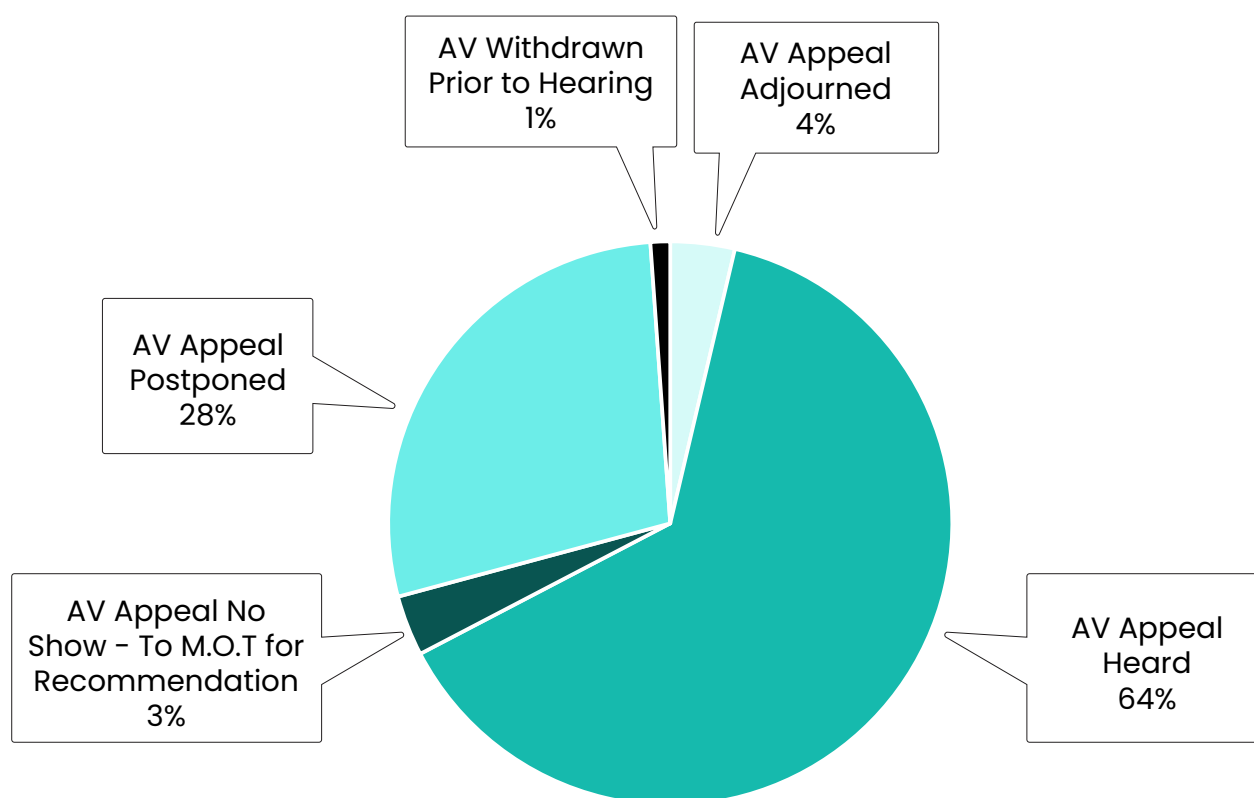
7.6. Number of Postponements and Adjournments

2025	Number of Appeals
AV Appeal Adjourned	85
AV Appeal Postponed	647
On Site Appeal Adjourned	66
On Site Appeal Postponed	412
Grand Total	1210

Outcome For On Site Scheduled Cases for 2025



Outcome For AV Scheduled Cases for 2025



7.7. Total Number of Decisions Issued Per Month

Month Issued in 2025	Number of Decisions Issued
January	256
February	252
March	371
April	511
May	539
June	489
July	615
August	487
September	635
October	588
November	592
December	408
Grand Total	5743

7.8. All Decisions Issued 2025

All Appeals Decided in 2025							
Month	All International Protections Appeals		Dublin III Regulation Appeals	Inadmissibility Appeals (s.21)	Subsequent Appeals (s.22)	Reception Conditions Appeals	Grand Total
	Accelerated IP Appeals	Substantive IP Appeals					
Jan	118	121	3	11	0	3	256
Feb	100	112	2	22	4	12	252
Mar	159	180	7	15	2	8	371
Apr	220	233	6	17	2	33	511
May	243	201	5	19	6	65	539
Jun	181	217	5	28	26	32	489
Jul	182	280	20	17	88	28	615
Aug	138	181	9	21	122	16	487
Sep	207	252	26	18	118	14	635
Oct	196	246	7	40	84	15	588
Nov	264	202	8	50	62	6	592
Dec	173	151	5	59	13	7	408
Grand Total	2181	2376	103	317	527	239	5743

7.9. Summary of Pending Appeals on 31st December 2025

Appeal Type	Number Pending
All International Protections Appeals	17803*
Dublin III Regulation Appeals	539
Inadmissible Appeals	366
Subsequent Appeals	84
Reception Condition Appeals	72
Grand Total	18864

* Substantive IP Appeals 15781 and Accelerated IP Appeal 2022

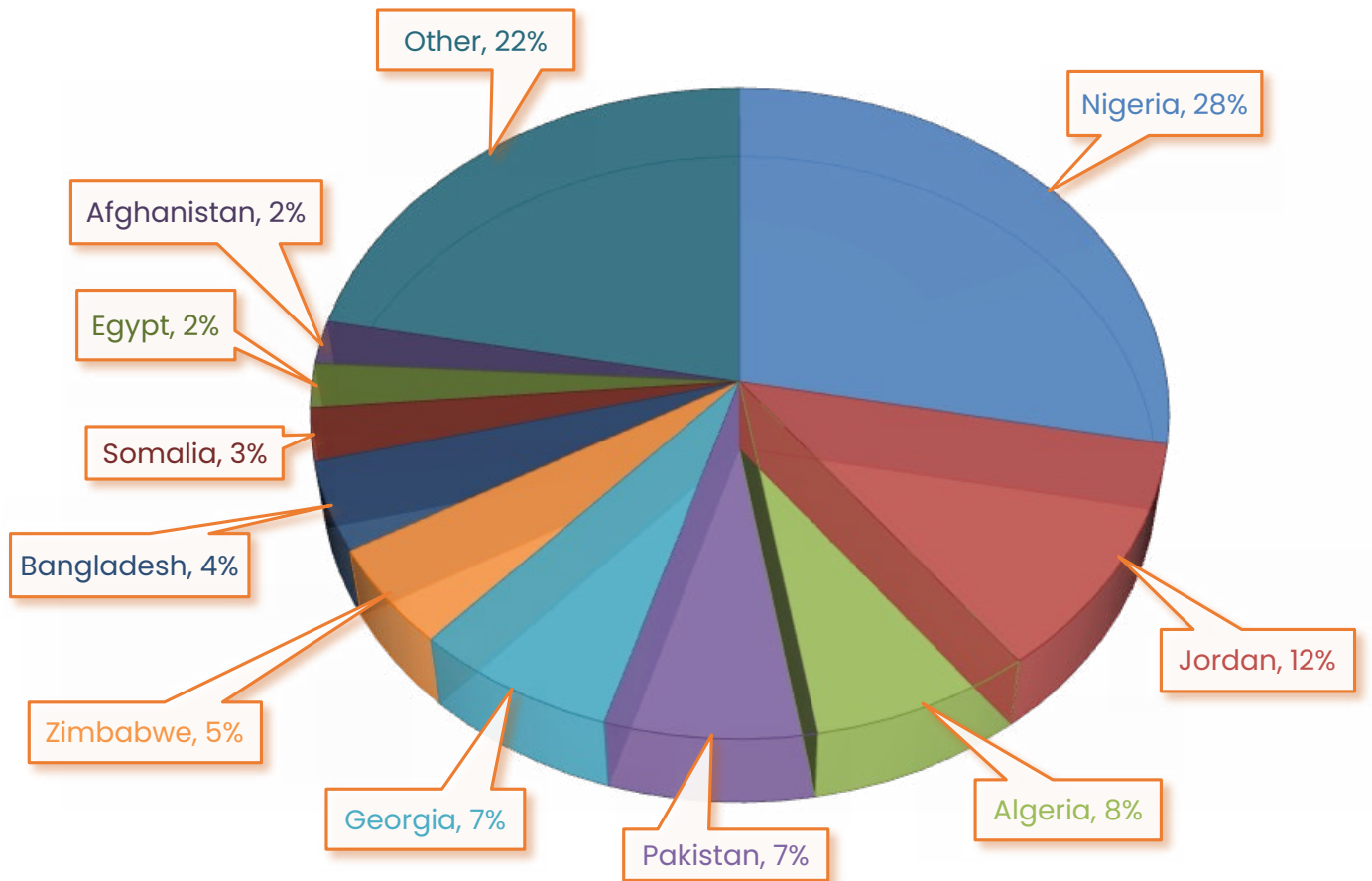
7.10. Length of Appeal Process

Median Processing Times in Months (for decisions issued in 2025 from 'Appeal Accepted' date to 'Appeal Decision' date)		
Appeal Type	Median	Number of Appeals
Substantive IP Appeals	15.2	2376
Accelerated IP Appeals	11.0	2181
Subsequent Appeals	3.4	527
Inadmissible Appeals	9.5	317
Dublin III Regulation Appeals	19.1	103
Total	12.5	5504*

* Does not Include Reception Conditions Appeals

7.11. Substantive International Protection Appeals Accepted in 2025 by Country of Origin

Accepted Appeals Received by Country of Origin 2025



■ Nigeria	28%	■ Bangladesh	4%
■ Jordan	12%	■ Somalia	3%
■ Algeria	8%	■ Egypt	2%
■ Pakistan	7%	■ Afghanistan	2%
■ Georgia	7%	■ Other	22%
■ Zimbabwe	5%		

7.12. International Protection Single Procedure Appeals 2025 (Outcome of Appeals)

International Protection Appeals 2025			
Granted/Set Aside – Asylum	Granted/Set Aside – Subsidiary Protection (SP)	Total Affirmed	Total Decisions
1156	118	3283	4557
25%	3%	72%	100%

7.13. Analysis of Single Procedure IP Recommendations Affirmed 2017 to 2025

Analysis of IP Single Procedure Affirmed Decisions



7.14. Summary of International Protection Appeals Decisions by Country Of Nationality – Affirmed and Set Aside in 2025

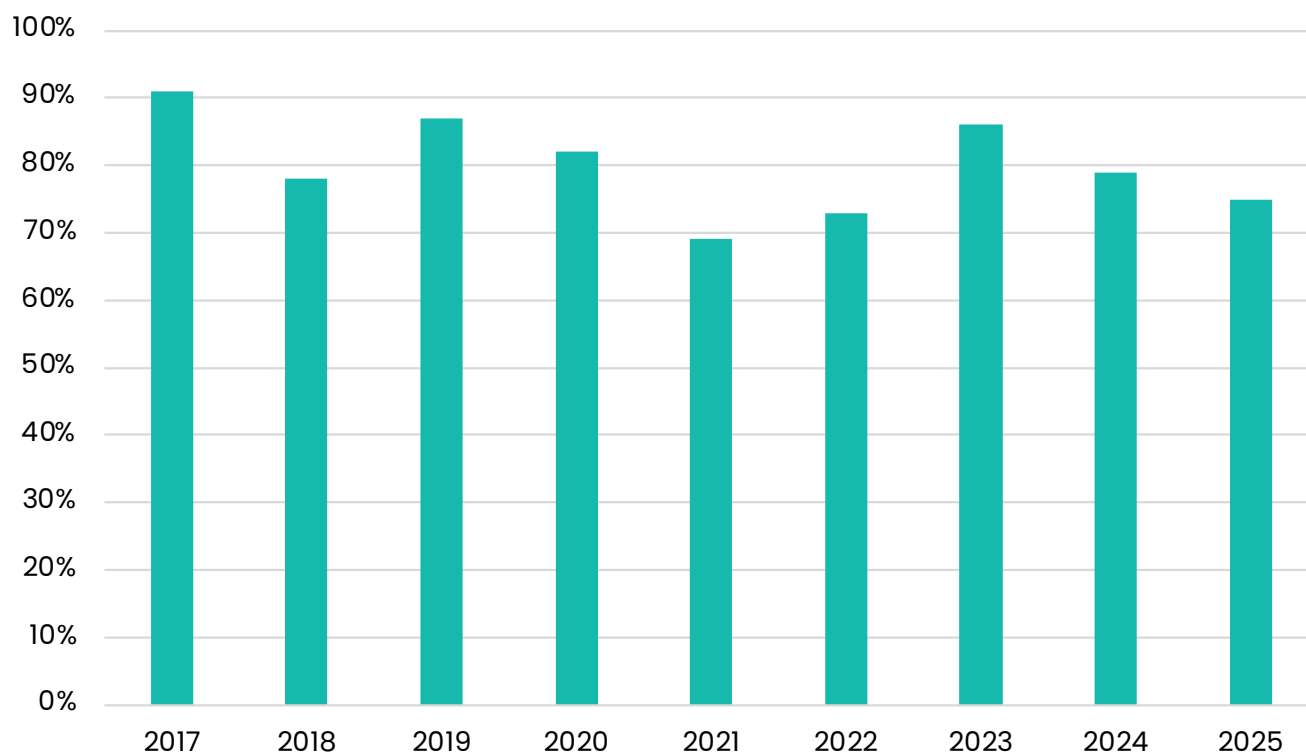
Nationality	Grand Total	Granted/Set Aside	Refused/Affirmed	Set Aside % of Total Decisions	Affirmed % of Total Decisions
Georgia	1501	292	1209	19%	81%
Nigeria	614	196	418	32%	68%
Algeria	581	101	480	17%	83%
South Africa	348	98	250	28%	72%
Zimbabwe	265	154	111	58%	42%
Somalia	162	118	44	73%	27%
Botswana	162	71	91	44%	56%
Egypt	128	10	118	8%	92%
Albania	106	28	78	26%	74%
Pakistan	96	29	67	30%	70%
Other	594	177	417	30%	70%
Grand Total	4557	1274	3283	28%	72%

7.15. Dublin III Regulation Decisions Affirmed and Set Aside in 2025

Appeal Type	Affirmed		Set Aside		Total	
	Number of Decisions	%	Number of Decisions	%	Number of Decisions	%
Dublin III	77	75%	26	25%	103	100%

7.16. Analysis of Dublin Regulation Decisions 2017 to 2025

Analysis of Dublin Regulation Affirmed Decisions



7.17. Inadmissibility Decisions Affirmed (s.21)

Appeal Type	Affirmed		Set Aside		Total	
	Number of Decisions	%	Number of Decisions	%	Number of Decisions	%
Inadmissible Appeal	198	62%	119	38%	317	100%

7.18. Subsequent Application Decisions Affirmed (s.22)

Appeal Type	Affirmed		Set Aside		Total	
	Number of Decisions	%	Number of Decisions	%	Number of Decisions	%
Subsequent Appeal	458	87%	69	13%	527	100%

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