

**Providing Temporary
Protection to Displaced
Persons from Ukraine**

A Year in Review



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Providing Temporary Protection to Displaced Persons from Ukraine: A Year in Review

March 2023



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Methodology

The analysis is based on official sources, consisting mainly of legislation and information reported by national authorities as of 5 February 2023. Some references are also made to information from international and civil society organisations.

The analysis is supplemented by feedback provided by National Contact Points through the EUAA Query System based on:

- Policy Survey on the Implementation of Temporary protection for persons fleeing Ukraine (PCYS.2022.004)¹
- Policy Query on Ukrainian citizens who are not entitled to temporary protection² (Query PCY.2022.015).

References to jurisprudence are based on cases registered in the [EUAA Case Law Database](#).³

The national practices which are presented in the report serve as examples and are not exhaustive. The reporting of developments does not mean an endorsement of practices or opinions on the part of the EUAA. Due to the continuously changing situation, information may have been revised or updated. Please consult the original sources.

Additional resources

EUAA [Who is Who in International Protection](#) platform

The online platform provides a current and comprehensive overview of measures implemented by EU+ countries to provide temporary protection to persons fleeing Ukraine. Available at: <https://whoiswho.euaa.europa.eu/>

[Situational reports and updates on national responses to assist displaced persons from Ukraine](#)

The EUAA Situational Update series presented the emergency measures that were adopted by EU+ countries to manage the influx of displaced persons from Ukraine. The updates were published regularly to address immediate information needs during the first 2 months of displacement. Read more: [21 April 2022](#) - [7 April 2022](#) - [24 March 2022](#) – [17 March 2022](#) – [11 March 2022](#) - [4 March 2022](#).

Situational Report on [Analysis of Measures to Provide Protection to Displaced Persons from Ukraine](#) (July 2022) takes stock of the first 100 days of the war in Ukraine and how EU+ countries responded to the protection needs of displaced persons during the period

¹ Countries that replied to the survey and consented to the information being published: Austria, Belgium, Croatia, Czechia, Denmark, Finland, France, Germany, Greece, Hungary, Iceland, Latvia, Luxembourg, the Netherlands, Norway, Poland, Portugal, Romania, Slovakia, Slovenia, Spain and Sweden.

² Countries that replied to the query and consented to the information being published: Belgium, Croatia, Denmark, Finland, Germany, Latvia, Luxembourg, Malta, Poland, Portugal, Slovakia, Slovenia, Switzerland.

³ The Case Law Database presents jurisprudence related to the Common European Asylum System (CEAS). It is a publicly-available resource which includes summaries of case law issued by European and national courts. It serves as a timely source of accurate information which can be referenced chronologically or through a search function.



24 February to 3 June 2022. It presents measures that were implemented at the national level and the activation of the EU Temporary Protection Directive.

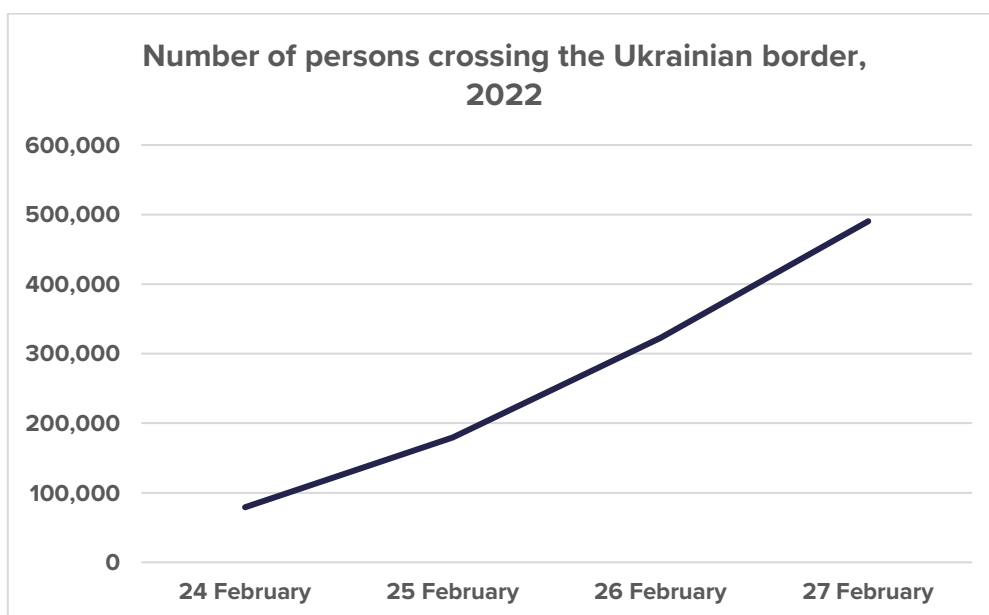
[Analysis of Temporary Protection in the EU+ in the Context of the Ukraine Crisis](#) presents weekly data on applications for international protection and registrations for temporary protection by displaced persons from Ukraine.



1. Introduction

Following the invasion of Ukraine on 24 February 2022, the European Union (EU) strongly condemned Russia's unprovoked and unjustified military aggression⁴, and the illegal annexation of Ukraine's Donetsk, Luhansk, Zaporizhzhia and Kherson regions. Since the onset of the war, the EU has committed to show solidarity and provide support to the persons fleeing the war in Ukraine and to the countries hosting them.⁵

Large waves of the Ukrainian population began to move towards the border areas in search of safety. According to [UNHCR data](#), more than 79,200 persons crossed Ukrainian borders on 24 February 2022, and the numbers sharply increased over the ensuing days.



Source: Data from UNHCR.

On 2 March 2022, the [European Commission](#) proposed the activation of the [Temporary Protection Directive](#),⁶ for the first time in over 20 years after its adoption, to offer rapid, effective assistance and protection to people fleeing the war. The European Commission also put forward [operational guidelines](#) to help national border guards in efficiently managing arrivals at the borders with Ukraine. On 4 March 2022, the Council unanimously adopted the [Decision](#) to provide temporary protection to those fleeing the war in Ukraine⁷.

⁴ Council of the European Union, <https://www.consilium.europa.eu/en/policies/eu-response-ukraine-invasion/>, accessed on 13 February 2023, and EUAA (25 February 2022), [EUAA condemns Russian invasion of Ukraine – Ready to support in reception of asylum seekers](#)

⁵ <https://www.consilium.europa.eu/en/policies/eu-response-ukraine-invasion/>

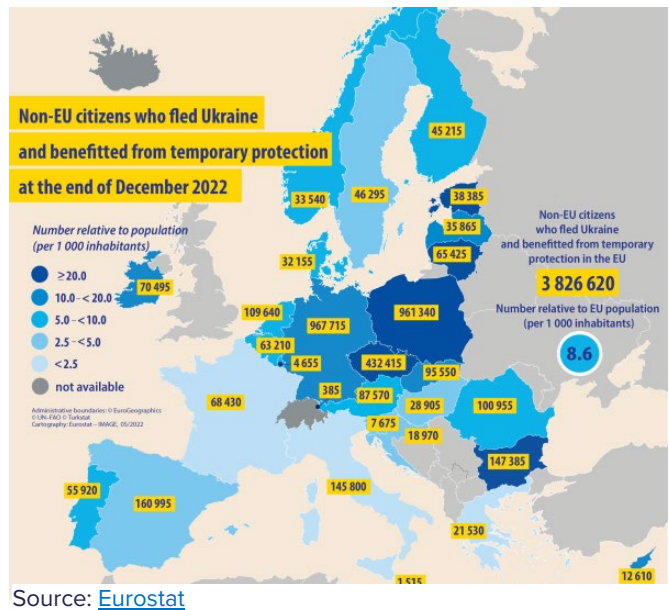
⁶ Council Directive 2001/55/EC of 20 July 2001 on minimum standards for giving temporary protection in the event of a mass influx of displaced persons and on measures promoting a balance of efforts between Member States in receiving such persons and bearing the consequences thereof, ELI: <http://data.europa.eu/eli/dir/2001/55/oj>

⁷ Council Implementing Decision (EU) 2022/382 of 4 March 2022 establishing the existence of a mass influx of displaced persons from Ukraine within the meaning of Article 5 of Directive 2001/55/EC, and having the effect of introducing temporary protection, ELI: http://data.europa.eu/eli/dec_impl/2022/382/oj

One year after the activation of the Temporary Protection Directive, this report summarises the response of EU+ countries to the protection needs of displaced persons during the period 24 February 2022 to February 2023. It presents measures which were implemented at the national level to provide temporary protection to displaced persons from Ukraine. The analysis focuses on national practices in order to highlight trends across EU+ countries, identify similarities in the implementation of the Temporary Protection Directive and draw lessons for future crises.

While not bound by the Temporary Protection Directive, [Denmark](#) has implemented similar provisions. In addition, [Iceland](#), [Norway](#) and [Switzerland](#) have introduced a national protection status in their legislations, similar to the Directive. References to these countries should be read in conjunction with the respective national legal frameworks.

Figure 1. Number of beneficiaries of temporary protection from Ukraine, December 2022



2. From crisis management to coordinated EU action

EU Member States in the immediate vicinity of Ukraine were the first to respond to the crisis.⁸ Initial measures focused on facilitating access to the EU territory. Visa waivers and other simplified entry procedures in the absence of biometric passports⁹ or valid travel documents were introduced.¹⁰ Entry requirements were gradually eased in the remainder of countries to facilitate exit and onward movements to other EU+ countries. In addition, EU+ countries extended the legal stay of Ukrainian nationals already present on their territories if their residence permits were about to expire. Forced returns to Ukraine were suspended shortly after the start of the war in Ukraine.¹¹

To regularise the stay of Ukrainian nationals under simplified procedures, several EU+ countries activated national protection schemes immediately to avoid pressure on the asylum system and ensure access to the labour market, thus facilitating opportunities for employment and increasing self-sufficiency.¹² [Hungary](#) and [Austria](#) promptly enacted a national framework for temporary protection, followed by [Slovakia](#) which introduced ‘temporary shelter’ on 1 March 2022.

During this preliminary stage, national initiatives focused on crisis management, information provision, emergency reception and efforts to increase operational support through public–private voluntary partnerships and the engagement of local authorities and the civil society.

2.1. Information provision

The provision of information is a necessary condition for an effective operational response to enable displaced persons to understand their rights and the procedures that need to be followed to access such rights. From the onset of the mass inflow, border authorities in frontline Member States showed their readiness to share information on entry and stay conditions, reception and associated services, and onward movement options. Information was also made available through interactive maps on the situation at the borders and waiting

⁸ See also EUAA, [Analysis of Temporary Protection in the EU+ in the Context of the Ukraine Crisis](#), July 2022 on initiatives to activate existing crisis management and emergency measures and the flexible allocations of resources. UNHCR, [The EU Temporary Protection Directive in Practice 2022](#), June 2022. UNHCR, [The Implementation of the Temporary Protection Directive – Six Months On](#), October 2022.

⁹ The EU decision to transfer Ukraine to the list of third countries whose nationals are [exempt from visa requirements](#) came into effect on 11 June 2017. From this date, the visa obligation for Ukrainian nationals who hold a biometric passport and travel to the Schengen zone for a short stay was abolished. European Commission, Visa liberalisation with Moldova, Ukraine and Georgia, available at: https://ec.europa.eu/home-affairs/policies/international-affairs/collaboration-countries/visa-liberalisation-moldova-ukraine-and-georgia_en

¹⁰ [Estonia](#), [Hungary](#), [Latvia](#), [Lithuania](#), [Poland](#), [Romania](#) and [Slovakia](#). These countries also revoked any COVID-19 restrictions for displaced persons.

¹¹ [Finland](#), [Norway](#), [Netherlands](#) and [Sweden](#), as well as in Italy on the basis of a court ruling. The Italian Tribunal of Bari [suspended](#) the enforcement of a deportation measure adopted in the case of a Ukrainian national.

¹² Examples include [Austria](#) (visa for special reasons), [Czechia](#) (special long-term visa for Ukrainian nationals), [Latvia](#) (long-stay visa with the right to work), [Poland](#) (special act granting Ukrainian nationals fleeing the war to stay legally for up to 18 months with several social rights, including access to the labour market), [Romania](#) (an Emergency Ordinance adopting the provision of support and humanitarian assistance), [Slovakia](#) (long-stay visa with access to employment), and [Switzerland](#) (national protection known as ‘S’ status).



times so that people could be redirected as necessary (see [Hungary](#), [Poland](#), [Romania](#) and [Slovakia](#)).

Within the first 10 days, several EU+ countries launched new, dedicated phone lines and websites, including areas for questions and answers, to make information more readily available. Following the activation of the Temporary Protection Directive, the provision of information was adapted to the new legal framework and relevant information needs.

The use of digital tools, which transformed information provision during the COVID-19 pandemic, widened the reach to the target audience. Through dedicated webpages in multiple languages – mainly Ukrainian, Russian, English and the official national language of the host country – the authorities could provide all the information necessary on entry to the territory, documentation, protection schemes and administrative steps. Social media and YouTube were used as additional information channels in several countries.¹³ In [Czechia](#), virtual assistant technology was deployed on the helpline for displaced Ukrainian nationals to answer questions through a voice bot.

2.2. Emergency reception points

The establishment of reception and emergency structures at points of high pressure was critical to absorbing mass arrivals of displaced persons from Ukraine. To this end, Member States created reception points offering rest areas and child-friendly zones, Internet points before people were channelled to other accommodation facilities and information provision including on onward movement, basic medical care and first-necessity supplies (for example food, clothing and personal hygiene supplies). This was seen for example in [Estonia](#), [Latvia](#), [Lithuania](#), [Poland](#), [Romania](#) and [Slovakia](#).

Gradually, the temporary reception points were transformed into one-stop service points where – alongside reception – registration was also done, initially for national forms of protection and then temporary protection once activated.

In addition to existing services and government efforts, [UNHCR](#) and partners set up ‘[Blue Dots](#)’, which are safe spaces providing protection to children, families and others with specific needs. In close cooperation with national authorities, they support reception facilities for newly-arriving displaced persons and provide emergency cash assistance in some neighbouring countries e.g. Romania.

2.3. Partnerships to enhance operational capacity

Given the scale of arrivals, the role of regional and local authorities in assisting with the accommodation of newly-arrived displaced persons became prominent, particularly in Member States where these authorities were already responsible for the reception of applicants for international protection or the integration of beneficiaries for international protection. The provision of accommodation services to persons displaced from Ukraine was

¹³ See Situational Updates of [21 April 2022](#) - [7 April 2022](#) - [24 March 2022](#) – [17 March 2022](#) - [11 March 2022](#) – [4 March 2022](#)



coordinated or fully administered at the regional or local level in Austria, Belgium, Czechia, Denmark, Estonia, France, Ireland, Italy, Latvia, the Netherlands and Sweden.

Private housing was made available by providing structured, direct financial support¹⁴ either to contracted participating entities (e.g. hotels, hostels and host families) or directly to beneficiaries of temporary protection. In the context of the Humanitarian Aid Programme, [Bulgaria](#) remunerated registered accommodation places in the National Tourist Register and in sites in the Register of Places of Accommodation, which were created for this programme.

In many areas, local communities mobilised to provide support in kind or in cash to people fleeing the war. The unprecedented voluntary offers of support, including accommodation, led to extensive public–private voluntary initiatives and partly relieved the heavy burden on neighbouring Member States in the first days of mass arrivals. In more than 13 EU+ countries,¹⁵ dedicated online platforms were launched to coordinate offers and the support provided by social organisations, enterprises and private persons.¹⁶

Although public–private voluntary partnerships may temporarily ease the heavy burden on Member States, voluntary support offers require coordination, clear information and monitoring through control mechanisms to avoid possible abuse. To this end, the EUAA published [Practical recommendations on the provision of emergency placement in private accommodation for persons displaced from Ukraine](#). See also “Identifying and supporting victims of human trafficking”, EUAA Situational Update No 17 (forthcoming).

The European Union Agency for Asylum (EUAA) rapidly mobilised support to Member States that are providing protection to people who left Ukraine to seek refuge in the EU.

One of the areas of support is the provision of specialised training to enable national officials to build capacity quickly when facing a sudden influx of arrivals. The training is offered to both newly-recruited and existing asylum and reception staff. The tailored training is also available to staff of NGOs mandated by national authorities to provide support. A brochure outlining the training support which was offered in the context of the war in Ukraine is [here](#). To find out more about EUAA training, please visit the EUAA’s [Training page](#), where the Training Catalogue can be downloaded in all official EU languages.

In line with the [10-Point Plan: For stronger European coordination on welcoming people fleeing the war from Ukraine](#), the EUAA is supporting [13 EU Member States](#) with the implementation of the Temporary Protection Directive and with different aspects of their asylum and reception systems. In an unprecedented step, it has also begun to provide support to a third country, [Moldova](#), assisting with information provision in the context of the scheme for transfers to volunteering Member States.

¹⁴ This differs from the voluntary accommodation offer schemes.

¹⁵ For example, [Austria](#), [Belgium](#), [Czechia](#), [Estonia](#), [France](#), [Greece](#), [Italy](#), [Latvia](#), [Lithuania](#), [Luxembourg](#), [Poland](#), [Slovakia](#) and [Spain](#).

¹⁶ For example, [Austria](#), [Belgium](#), [Czechia](#), [Estonia](#), [France](#), [Greece](#), [Italy](#), [Latvia](#), [Lithuania](#), [Luxembourg](#), [Poland](#), [Slovakia](#) and [Spain](#).



3. One year of temporary protection

3.1. Activation of the Temporary Protection Directive

On 2 March 2022, the [European Commission](#) proposed the activation of the [Temporary Protection Directive](#) to offer rapid, effective protection to people fleeing the war in Ukraine. The European Commission also put forward [operational guidelines](#) to help national border guards in efficiently managing arrivals at the borders with Ukraine and reducing congestion at border crossing points.

On 4 March 2022, the [Council Implementing Decision \(EU\) 2022/382](#) established the existence of a mass influx of displaced persons from Ukraine as a consequence of an armed conflict within the meaning of the Temporary Protection Directive ([Directive 2001/55/EC](#)), Article 5 and having the effect of introducing temporary protection. The Directive applies to all EU Member States except Denmark. Denmark, as well as [Iceland](#), [Norway](#) and [Switzerland](#), have introduced similar provisions in their national legislations.

Following the Council Decision, Member States enacted temporary protection for displaced persons from Ukraine at the national level through various legal acts, such as:

- Government or Ministerial Decisions (executive acts) (see [Bulgaria](#), [Croatia](#), [Cyprus](#), [Finland](#), [France](#), [Greece](#), [Lithuania](#), [Poland](#), [Portugal](#), [Romania](#), [Slovakia](#) and [Slovenia](#));
- Legislative acts (see [Austria](#), [Czechia](#), [Estonia](#), [Germany](#), [Hungary](#), [Italy](#), [Latvia](#) and [Spain](#)); or
- Decision of the competent administrative authority (see [Malta](#) and Ireland).

The Council Decision was implemented without additional formalities in Belgium, Luxembourg, the Netherlands and Sweden.

Furthermore, countries regulated relevant procedural aspects, such as registration for temporary protection, rights, aid and other benefits, through additional legislative documents.¹⁷

Denmark introduced a similar national legal framework by adopting the special [Act on Temporary Residence Permit for Persons Displaced from Ukraine \(Act No 324\)](#). In Iceland, a similar legal framework was already foreseen based on the [Foreign Nationals Act | útlendingalaga No 80/2016](#), Article 44, “Collective protection in a mass flight situation”. Accordingly, the Ministry of Justice [activated](#) Article 44 on 4 March 2022.

In Norway, a similar legal framework applies based on the Immigration Act, Article 34, “Collective protection in a mass flight situation”. The Norwegian government activated Article 34 by Royal Decree on the “[Introduction of temporary collective protection for persons displaced from Ukraine, cf. Article 34](#)” of the Immigration Act.

¹⁷ See EUAA (2022), [Who is Who: Temporary Protection](#).



In Iceland, protection is granted on the basis of Article 44, "Collective protection in a mass flight situation" of the Foreign Nationals Act, which was [activated](#) by the Ministry of Justice on 4 March 2022.

Switzerland applies a national scheme based on the Law on Asylum, Article 4 ([Granting Temporary Protection](#)) and Article 66(1) (Policy decision of the Federal Council). The Federal Council activated S protection status for displaced persons from Ukraine by Decision [FF 2022 586 of 11 March 2022](#) which entered into force on 12 March 2022.

3.2. Extension of the scope and prolongation of temporary protection

In accordance with Directive 2001/55/EC, the duration of temporary protection should be for an initial period of one year. Unless terminated under the terms of the Directive, the duration is automatically extended by 6-month periods for a maximum of one year. To this end, the European Commission announced in October 2022 that temporary protection would be prolonged until March 2024.¹⁸ The same practice was followed by EU associated countries with regard to national schemes.

Accordingly, legislative changes were introduced or governmental decisions were adopted at the national level to prolong the duration of temporary protection. For instance, in [Austria](#), the Council of Ministers adopted the amendment to the Ordinance on Displaced Persons (*VertriebenenVO*), extending the temporary right of residence for persons displaced from Ukraine until 4 March 2024. In [Finland](#), the Aliens Act was temporarily amended to extend the validity of residence permits issued to beneficiaries of temporary protection for as long as temporary protection is in force in the EU. Similarly, [Norway](#) and Latvia¹⁹ amended relevant frameworks. Since 28 December 2022, the Swedish Migration Agency issues residence permits with temporary protection until 4 March 2024 (see *Section 3.7.6*).

In [Greece](#), by decision of the Minister of Migration and Asylum, the validity of the temporary protection status for displaced persons from Ukraine was extended initially for 6 months, specifically from 4 March 2023 to 4 September 2023, with the possibility of an automatic extension for a period of an additional 6 months, i.e. from 4 September 2023 to 4 March 2024. Cyprus prolonged the protection for one year upon decision of the Council of Ministers. Similarly, in Iceland, the Ministry of Justice decided to extend the activation of the national scheme under Article 44 of the [Foreign Nationals Act](#) until 4 March 2024.

In other Member States the implementation of temporary protection allows its automatic prolongation without a need to adopt any specific legislative acts. [Slovakia](#) announced the automatic extension of protection without additional legislative amendments. Likewise, in [Switzerland](#), the Federal Council decided not to revoke the S protection status before 4 March

¹⁸Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions on the Report on Migration and Asylum, 6 October 2022, COM(2022) 740 final <https://ec.europa.eu/social/BlobServlet?docId=26146&langId=en>

¹⁹ Long-term visas and residence permits issued in the Republic of Latvia until 31 December 2022 for Ukrainian citizens are valid until 4 March 2024. [Amendments to the Law on the Support of Civilians of Ukraine](#), 8 December 2022.



2024, unless the situation in Ukraine stabilises over the long term.²⁰ Provisions on an automatic extension are foreseen also in Croatia.²¹

3.3. Persons entitled to temporary protection

The [European Council Implementing Decision 2022/382](#) stipulates the categories of persons to whom temporary protection applies.

This Decision applies to the following categories of persons displaced from Ukraine on or after 24 February 2022, as a result of the military invasion by Russian armed forces that began on that date:

- a) *Ukrainian nationals residing in Ukraine before 24 February 2022;*
- b) *stateless persons, and nationals of third countries other than Ukraine, who benefited from international protection or equivalent national protection in Ukraine before 24 February 2022; and*
- c) *family members of the persons referred to in points a) and b).*

Article 2, paragraph 1

In accordance with Article 7 of the Temporary Protection Directive, Member States may also apply this decision to other persons, including to stateless persons²² and nationals of third countries other than Ukraine who were residing legally in Ukraine and who are unable to return in safe and durable conditions to their country or region of origin, in line with the Council Decision (Article 2.2.). This provision was implemented in more than two-thirds of EU Member States, namely Austria, Belgium, Bulgaria, Croatia, Cyprus, Czechia, Finland, France, Germany, Ireland, Latvia, Lithuania, Luxembourg, Malta, the Netherlands, Poland, Portugal,²³ Romania, Slovakia, Slovenia and Spain.²⁴

²⁰ An [evaluation group](#) on the S protection status confirmed the overall positive implementation and the added-value of this protection status.

²¹ Article 79 (2-4) of the Act on International and Temporary Protection (Official Gazette Nos 70/15 and 127/17. PCYS.2022.004 - Implementation of Temporary Protection for persons fleeing Ukraine.

²² In practice, stateless persons have faced challenges in crossing EU borders in the absence of relevant documentation and in accessing relevant procedures and rights. See more European Network on Statelessness. (11 May 2022). *Slovakia: Information for stateless people and those at risk of statelessness fleeing Ukraine.* https://www.statelessness.eu/sites/default/files/2022-10/ENS_Country_briefing-Slovakia.pdf; European Network on Statelessness. (18 May 2022). *Hungary: Information for stateless people and those at risk of statelessness fleeing Ukraine.* https://www.statelessness.eu/sites/default/files/2022-06/ENS_Country_briefing-Hungary-Update.pdf; European Network on Statelessness. (18 May 2022). See also European Network on Statelessness. (10 March 2022). *Briefing: Stateless people and people at risk of statelessness forcibly displaced from Ukraine.* https://www.statelessness.eu/sites/default/files/2022-03/ENS%20Briefing%20-%20Stateless%20people%20displaced%20from%20Ukraine%20-%20March%202022_1.pdf; Human Rights Watch. (6 May 2022). *Ukraine: Migrants Locked Up Near Front Lines.* <https://www.hrw.org/news/2022/05/06/ukraine-migrants-locked-near-front-lines>; European Network on Statelessness (April 2022). *Poland: Information for stateless people and those at risk of statelessness fleeing Ukraine.*

²³ Portugal adopted [Resolution 135/2022](#) on 22 December 2022, further extending the scope of temporary protection to include additional categories of third-country nationals and stateless persons.

²⁴ See also [EUAA Who is Who- Temporary Protection](#).



The legality of residency and the inability to return to the country of origin are concurrent conditions that may be examined by the authorities in line with the Council Decision. For instance, in the case of Nigerian nationals with a valid Ukrainian residence permit, the Higher Administrative Court in Germany²⁵ and the Federal Administrative Court in Switzerland²⁶ both noted that there was no evidence that the persons registering for temporary protection could not return in a safe and durable manner to Nigeria due to the impossibility of completing their studies or having the same type of education available in the country of origin.

The European Network on Statelessness (ENS) has been reporting on access to protection for stateless people and those at risk of statelessness when fleeing Ukraine. The [ENS website](#) includes country briefings and a list of organisations providing advice to stateless people fleeing Ukraine.

To further broaden the scope of the temporary protection, [Austria](#) extended protection to Ukrainian nationals who were lawfully residing in Austria visa-free or with a visa on 24 February 2022. This would be activated after the end of the visa-free stay or the expiry of the visa if they cannot return to Ukraine or the country of origin. This also applies to Ukrainian nationals who were on a trip to Austria at the beginning of the war and lived in Ukraine or another state to which they cannot return. Similarly, temporary protection in Finland covers Ukrainian nationals already residing in the country on 24 February 2022.

Greece extended protection to Ukrainian nationals, third-country nationals and stateless persons legally residing as beneficiaries of international protection or an equivalent national protection in Ukraine. This also applies to their family members who left Ukraine after 26 November 2021 or were in an EU country or another third country (for example on holidays or for work or family reasons) just before that date and who, as a result of the armed conflict, cannot return to Ukraine.

Spain extended protection to Ukrainian nationals who were unable to return as a result of the armed conflict and were in a situation of stay or in an irregular situation in Spain before 24 February 2022.

On 28 April 2022, the Norwegian Immigration Regulation was amended to include Ukrainian nationals with legal residence in Norway before 24 February 2022 (including persons who had been granted a residence permit in Norway before 24 February 2022 but entered the country later).

²⁵ Germany, Higher Administrative Courts (Oberverwaltungsgerichte/Verwaltungsgerichtshöfe), [Applicant v Foreigner's Office](#), 11 S 1467/22, 26 October 2022. Link redirects to the English summary in the EUAA Case Law Database.

Permanent link to the case: <https://caselaw.euaa.europa.eu/pages/viewcaselaw.aspx?CaseLawID=2926>

²⁶ Switzerland, Federal Administrative Court [Bundesverwaltungsgericht - Tribunal administratif fédéral - FAC], [Applicant v State Secretariat for Migration \(Staatssekretariat für Migration – SEM\)](#), D-2183/2022, 20 May 2022. Link redirects to the English summary in the EUAA Case Law Database.

Permanent link to the case: <https://caselaw.euaa.europa.eu/pages/viewcaselaw.aspx?CaseLawID=2584>



Many countries also give temporary protection to Ukrainian nationals and their family members who left Ukraine *immediately before* 24 February 2022 (for example Croatia), before 1 February (for example Denmark) or fled Ukraine 90 days before 24 February 2022 (after 26 November 2021) (for example Greece, Luxembourg and the Netherlands) or even earlier (for example the Netherlands).²⁷

The Swedish government decided on 7 April 2022 to extend temporary protection to a person who has travelled to Sweden between 30 October 2021 and 23 February 2022 and who after entry has continued to stay in the country, if they belong to a category of persons who are specified in Article 2(1) or 2(2) of the Council Implementing Decision (EU) 2022/382.

3.4. Impact of movement across countries and of going back to Ukraine

The Council Decision notes that Member States agreed that they would not apply Article 11 of the Temporary Protection Directive (which prohibits free movement around the EU) on take back requests.²⁸ Furthermore, Ukrainian nationals, as visa-free travellers, have the right to move freely within the Schengen area for a 90-day period. In practice, this allowed beneficiaries of temporary protection to choose the EU country of their preference where to receive the rights attached to temporary protection.²⁹

Once a Member State has issued a residence permit to a beneficiary of temporary protection in accordance with the Directive, the person has the right to travel within a 180-day period to other Schengen countries but should receive the benefits associated with temporary protection only in the Member State that issued the residence permit.³⁰

On 31 May 2022, the European Commission launched a platform for the exchange of information on beneficiaries of temporary protection and adequate protection under national law.³¹ The Temporary Protection Registration Platform allows EU Member States to document information on the registered categories mentioned above in real time, so that individuals fleeing Ukraine can effectively benefit from their rights in all Member States, while authorities can address instances of double or multiple registrations and limit possible abuse.

Gradually, EU+ countries are adjusting the rules for providing temporary protection to address challenges which have been encountered as a result of displaced persons moving between countries and also going back to Ukraine, in line with guidelines from the European

²⁷ Ukrainian nationals who left Ukraine before 27 November 2021 under the condition that at that time they had been in the Netherlands for a longer period of time because they had a residence permit or had applied for asylum. They must also be able to prove that they were in the Netherlands before 27 November 2021 and not in another EU Member State. See <https://ind.nl/en/ukraine/Pages/Temporary-scheme-Ukraine.aspx>

²⁸ “A Member State shall take back a person with temporary protection on its territory if the person remains on or seeks to enter without authorisation onto the territory of another Member State during the period covered by the Council Decision referred to in Article 5. Member States may, on the basis of a bilateral agreement, decide that this article should not apply.”

²⁹ [Fleeing Ukraine: Travel inside the EU \(europa.eu\)](https://europa.eu/europa/en/fleeing-ukraine-travel-inside-the-eu)

³⁰ [Fleeing Ukraine: Travel inside the EU \(europa.eu\)](https://europa.eu/europa/en/fleeing-ukraine-travel-inside-the-eu)

³¹ Solidarity with Ukraine: Commission launches an EU platform for registration of people enjoying temporary protection or adequate protection under national law (31 May 2022). See https://neighbourhood-enlargement.ec.europa.eu/news/solidarity-ukraine-commission-launches-eu-platform-registration-people-enjoying-temporary-protection-2022-05-31_en



Commission.³² To this end, countries regulated that a temporary move to Ukraine does not impact temporary protection. However, registering for temporary protection in another Member State may result in the withdrawal or revocation of the protection status in the first Member State of registration, as in principle a beneficiary can receive protection in one Member State at a time.

Understanding better the needs of displaced persons

As registrations of displaced persons increased, initiatives were launched to gather information on their profiles to better adapt services. The [German Federal Ministry of the Interior](#) conducted a survey by interviewing a total of 1,936 Ukrainian nationals, both at contact and registration points in Berlin, Hamburg and Munich, as well as online on the different portals of the BMI, BAMF and Germany4Ukraine.de. The [results of the survey](#) provide the first reliable information on age groups, employment in Ukraine and the educational background of displaced persons from Ukraine.

A similar exercise was undertaken in [Bulgaria](#). Until the end of March 2022, the Employment Agency's mobile teams visited 238 places where persons fleeing Ukraine were housed and spoke with 3,279 Ukrainian nationals. In total, 940 persons completed an online application form of the Employment Agency, which aims to study their readiness to start work.

In partnership with the OECD, the EUAA launched the Survey of Arriving Migrants from Ukraine in April 2022. The goal of the project is to collect data directly from displaced persons about their journey, vulnerabilities, needs, future relocations, registration process, family situation, work background and educational level. The survey is voluntary and anonymous, and is available in [English](#), [Ukrainian](#) and [Russian](#).



The [Surveys of Arriving Migrants from Ukraine – Factsheet 2](#) was published on 2 February 2023 based on responses received between 11 April 2022 and 12 January 2023. [Factsheet 1](#), published on 14 June 2022, covers the period 11 April-7 June 2022.

Read also Joint EUAA, IOM and OECD, [Forced displacement from and within Ukraine](#), October 2022 and EU Agency for Fundamental Rights (FRA), [Fleeing Ukraine: Displaced people's experiences in the EU](#) (February 2023).

³² COM issued FAQs on interpretation of the TPD and the CID ([Frequently asked questions received on the interpretation of the Temporary Protection Directive and Council Implementing Decision 2022-382_en.pdf \(europa.eu\)](#)), as well as on going home back to Ukraine ([Frequently Asked Questions on going home to Ukraine on a voluntary basis in the context of the Temporary Protection_en.pdf \(europa.eu\)](#))



In several Member States, procedures are also in place so that beneficiaries of temporary protection can inform relevant authorities about their departure or temporary absence from the country. This is already in place in Croatia, Denmark, France, Latvia, Luxembourg, the Netherlands, Romania and Slovenia. To this end, some EU Member States verify in the system whether temporary protection was given in another EU+ country. This is either done based on statements by the person (in Croatia, Denmark, Iceland and Poland) or in all cases (in Czechia, Finland, Latvia and Romania). Procedures to automatise withdrawal requests are being developed in some countries, like Spain.

Most countries (Belgium, Denmark, Latvia, Luxembourg, Portugal, Slovakia, Slovenia and Switzerland) issue a formal decision when a person is not entitled to temporary protection, while others provide information on the grounds for non-eligibility without issuing a formal decision (Croatia, Malta and Poland). Most countries follow up on these cases by either providing information on the asylum procedure (Belgium, Malta and Slovenia) or on both asylum procedures and other types of residences permits (Croatia, Denmark, Luxembourg, Portugal and Slovakia).³³

3.5. Procedures and policies in EU+ countries

3.5.1. Preparedness measures

National contingency plans are used in situations of high influxes of people seeking protection. They generally focus on preparedness, high-risk scenarios for the winter period,³⁴ increased staff for registration purposes, the creation of dedicated registration points, coordination between governmental, regional and other bodies or partners involved in initial reception, and fluctuations in the opening days and hours of one-stop service points.

Contingency plans were developed to swiftly handle applications for international protection or registrations for temporary protection, as reported by Czechia, Denmark, France, Luxembourg, the Netherlands, Poland, Portugal, Slovakia and Spain. Relevant measures form part of the general contingency plan to address arrivals in Finland, Hungary, Iceland and Romania.

3.5.2. Information provision

According to Article 9 of the Temporary Protection Directive, Member States must provide an information document or leaflet, in a language likely to be understood, to people who have received temporary protection. The leaflet should specify the relevant provisions related to temporary protection. Posters, leaflets and handbooks were a common communication means in most countries. To boost accessibility, printed material was made available online through QR codes.

Today, all 30 EU+ countries have created dedicated information tools and websites to provide information on access to relevant procedures and rights for displaced persons from Ukraine.³⁵

³³ This information is based on input collected through the EUAA Query System. EUAA Query PCY.2022.015 – Ukrainian citizens who are not entitled to temporary protection

³⁴ See also EUAA, [Situational Update No 16: Use of temporary reception structures during the winter season](#), October 2022.

³⁵ This information is mapped out on the [Who is Who: Temporary Protection](#) platform.



In addition, several EU+ countries provided channels for personalised information through the creation of dedicated telephone lines³⁶ and e-mail addresses.³⁷

EU institutions and agencies, NGOs and international organisations, such as UNHCR and the IOM, also developed information material in various countries, for example in [Belgium](#), [Hungary](#), [Ireland](#), [Italy](#), [Slovakia](#), [IOM Germany](#), [IOM Romania](#) and [IOM Slovakia](#).³⁸

During the last quarter of 2022, at least 11 EU+ countries have reportedly updated and adjusted existing material, such as leaflets and websites.³⁹ For instance, in Croatia, the Office for Gender Equality of the Government Office issued new leaflets on gender-based violence. The material was disseminated by the Ministry of the Interior in collective accommodations, police administrations and police stations.

Czechia created a Facebook page for displaced person from Ukraine in September 2022 to supplement existing channels. Telegram Channels were set up in [Germany](#) and Finland. [Spain](#) launched a helpline in September 2022 in coordination with the EUAA.

Efforts were made by several countries to increase the number of Ukrainian-⁴⁰ and Russian⁴¹-speaking interpreters and produce more information material in these languages.

The European Commission launched information webpages and tools to centralise information resources:

- [EU Solidarity with Ukraine](#)
- [Information for people fleeing the war in Ukraine](#)
- [Phone helpline](#)

Several EU agencies made additional resources available in relation to their mandate:

- [EUAA - Response to the Russian Invasion of Ukraine](#)
- [Fundamental Rights Agency - Fundamental rights and the Russian war of aggression against Ukraine](#)
- [European Centre for the Development of Vocational Training - Cedefop's response to the war in Ukraine](#)
- [CEPOL's actions to support Ukraine](#)
- [European Labour Authority - Support for people fleeing from Ukraine](#)
- [EUROPOL's support activities](#)
- [European Training Foundation, Education and work information for Ukrainians and EU countries](#)

Malta has published information on the activation of the Temporary Protection Directive for Ukrainian nationals, but there is no overview of relevant processes and rights.

³⁶ For instance, in Austria, Belgium, Bulgaria, Cyprus, Czechia, Estonia, Greece, Latvia, Lithuania, Luxembourg, Poland, Portugal, Slovenia, Spain and Switzerland.

³⁷ In Bulgaria, Croatia, Czechia, Greece, Latvia, Portugal, Slovenia and Switzerland.

³⁸ This information is mapped out on the [Who is Who: Temporary Protection](#) platform.

³⁹ In Croatia, Czechia, Finland, France, Germany, Greece, Hungary, Iceland, Luxembourg, Poland, Slovakia and Slovenia.

⁴⁰ Belgium was in need of Ukrainian-speaking interpreters to translate into French, Dutch or English for both registration interviews at the Immigration Office and asylum interviews at the CGRS. Due to an increased demand in Luxembourg, the national reception authority (ONA) recruited independent interpreters on a temporary contract. Interpreters were deployed to labour offices in Czechia and Ireland in order to facilitate communication for displaced persons. See https://home-affairs.ec.europa.eu/system/files/2022-11/EMN_INFORM_services.pdf

⁴¹ See <https://www.theguardian.com/global-development/2022/mar/18/the-hope-and-the-horror-my-week-as-a-translator-on-ukraines-border>



An area which is often unaddressed, interpretation for people with hearing impairments,⁴² was tackled in Austria, Bulgaria, Czechia, Hungary, Poland and Romania. They established cooperation mechanisms between local communities and international organisations. Both qualified and unqualified sign language interpreters were deployed to provide support to displaced persons with hearing impairments in Ukrainian, Russian and international sign languages during the first phases of reception to convey relevant information related to the host country⁴³ and to facilitate access to services.⁴⁴

Local authorities, NGOs and international organisations, such as UNHCR and the IOM, developed information material for various countries.

In line with the [European Commission's 10-Point Plan](#), the EUAA is rolling out **Booklets on Temporary Protection in EU+ countries**. The country-specific booklets provide practical information on how displaced persons from Ukraine can access rights and services in the EU Member State in which they register for temporary protection.

The booklets are also useful to national stakeholders and civil society organisations that are assisting with information provision. The list of QR codes at the end of each booklet re-directs to the official source of information, where further details and updates can be consulted.

All booklets are published online as they become available: <https://euaa.europa.eu/euaa-response-war-ukraine-0>



3.5.3. One-stop service points as the new norm

Reception and emergency structures were initially created as temporary shelters and rest areas for people arriving in the host border countries. Basic services, such as information provision, medical care and food were also provided. Following the activation of temporary protection, these structures transformed into one-stop service points where various authorities operate under one roof. This new format was followed by many countries.

The services that are provided include the provision of information, registration, counselling on access to rights, referrals to accommodation and other services, basic care, documenting biometric data and security screening. In some cases, these points serve as emergency shelters or stays of overnight. One-stop service points ensure immediate support and access to accommodation upon registration. Comprehensive orientation on rights and relevant procedures is also provided.

One-stop service points were established, for example, in [Austria](#), [Belgium](#), [Czechia](#), [Estonia](#), [France](#), [Greece](#), Ireland, [Latvia](#), [Lithuania](#), [Luxembourg](#), [Norway](#), [Portugal](#), Romania, [Spain](#) and [Switzerland](#).⁴⁵

3.5.4. Registration procedures

Under Article 10 of the Temporary Protection Directive, Member States are obliged to register personal data (name, nationality, date and place of birth, marital status, and family relationship) of the people who register for temporary protection. Member States must provide them with a

⁴² See <https://www.hearinglikeme.com/deaf-refugees-and-human-rights-in-times-of-crisis/>

⁴³ See https://wasli.org/cat_news/1st-wasli-report-refugee-crisis-in-europe-interpreting

⁴⁴ See <https://www.rescue.org/article/meet-oleksii-and-roman-interpreters-helping-deaf-ukrainian-refugees>

⁴⁵ See also Table 1. Responsible authority and services offered in one-stop service points, in the [Analysis of Measures to Provide Protection to Displaced Persons from Ukraine \(europa.eu\)](#), p. 12.



residence permit for the duration of the protection and issue documents or other equivalent evidence, in accordance with Article 8(1) of the Directive.

In practice, registration for temporary protection varies across EU+ countries in terms of the authority responsible, the documentation issued and processing times. In 18 EU+ countries, the authority that performs the registration also issues the relevant documentation (see *Annex I*). In 7 countries, multiple authorities oversee the registration procedure. In France, the Netherlands and Slovenia, municipalities and local administrative authorities are responsible for registration. To better manage the registration flows and accelerate face-to-face processes, EU+ countries have launched e-services for online registration, pre-registration or bookings of appointments.

The type of document issued and processing times differ significantly across the EU. 17 EU+ countries issue documentation on the same day of the registration (see *Annex I*). For the remainder, waiting times reportedly range between 24 hours to 2 weeks.

The fluctuation of incoming flows has a direct impact on registration procedures. With the decreasing number of displaced persons arriving, the number of registration points was gradually reduced, for example in Austria, Croatia, the Netherlands (for document collection), Poland, Slovakia and Spain. In other countries, the authorities adjusted the opening days or times, namely in Czechia, Denmark, Luxembourg, Romania and Spain. In contrast, Finland has stepped up capacity due to an increase in registrations for temporary protection.

In some cases, additional procedural steps are needed, for example in the issuance of residence permits and registration of residence.

3.5.5. Appeal procedures in case temporary protection is not provided

Over time, EU+ countries have started to regulate additional procedural elements related to temporary protection, such as appeals. Beyond the general national administrative framework, dedicated appeal procedures have already been reportedly set in place in Belgium, Croatia, Czechia, Denmark, Finland, Hungary, Italy, Lithuania, Luxembourg, Malta, Norway, Romania, Slovenia, Spain, Sweden and Switzerland.⁴⁶ The timeframes to submit an appeal vary significantly across countries, from 15 days to 3 months from the notification of the decision refusing the provision of temporary protection.

3.5.6. Residence permits and other documentation

To document temporary protection, EU+ countries issued temporary protection or residence cards which are generally paper-based with safety features (for example in Czechia, Luxembourg, Romania, Slovakia and Slovenia), whereas residence permits issued upon registration or at a later stage normally take the form of cards that follow the general applicable standards (cards with biometric data).

In some cases, authorities have used or gradually resort to digital documents due to the additional costs and procedural arrangements needed to issue physical residence cards. To

⁴⁶ The Federal Administrative Court overturned a negative decision on temporary protection due to the lack of reasoning and noted that there was incorrect information on legal remedies. Switzerland, Federal Administrative Court [Bundesverwaltungsgericht - Tribunal administratif fédéral - FAC], *A, B, C, D v State Secretariat for Migration (Staatssekretariat für Migration – SEM)*, D-2283/2022, 30 May 2022.



this end, [Poland](#) and [Lithuania](#) introduced digital certificates. In the latter, the validity of the digital documents may be checked through a mobile app.

Given the creation of the Temporary Protection Registration Platform, the introduction of an EU digital certificate in a format similar to that of the EU Digital COVID Certificate could enhance the system's interoperability with automatic checks in the central database, reduce the issuance of cards costs, avoid double registrations and ensure the certificate's authenticity, easy access and automatic renewal or revocation.

The prolongation of temporary protection until March 2024 has brought changes to the documentation issued to beneficiaries of temporary protection. Gradually, EU+ countries have systematised the extension of the validity of relevant documents and necessary procedural arrangements.⁴⁷

For instance, in [Austria](#) the validity of residence permits was extended until 4 March 2024. A new ID card with an extended validity date will be sent automatically to all persons who are registered in Austria as displaced persons from Ukraine and who have a valid residence. In [Norway](#), the Norwegian Directorate of Immigration (UDI) and the police will renew expired residence cards, so that legal residence can still be documented.

In Luxembourg, the authorities notify beneficiaries of the issuance and collection of new certificates. In Slovenia, the issuance of new Temporary Protection Identity Cards is done automatically without beneficiaries needing to apply for a renewal. In Latvia, as of 1 January 2023 a temporary residence permit will be issued for 2 years for Ukrainian nationals. At the same time, long-term visas and residence permits issued since 31 December 2022 to Ukrainian nationals will be valid until 4 March 2024.

[Finland](#) announced that all residence permits granted on the basis of temporary protection will be automatically extended until 4 March 2024, while all new permits will give protection until the same date. Starting on 25 January 2023, beneficiaries may still apply for a new card free of charge. The updated validity period of the residence permit will be printed on the new card. In addition, from March 2023 onwards, beneficiaries of temporary protection residing in Finland for more than 1 year may apply for a '[municipality of residence](#)' that gives them the same level of rights, services and benefits as permanent residents in Finland.

In [Belgium](#), the validity of documents will be automatically prolonged. However, beneficiaries have to renew their documents in the Belgian commune. In [Slovakia](#), the validity of documents (including ones issued under the 'temporary shelter' system) was also prolonged, but renewal is needed through the [electronic service](#) of the Ministry of the Interior. A similar procedure applies in Spain.

In some countries, the renewal of documents takes place only upon the request of the beneficiary. This practice allows Member States to confirm whether these persons are still resident in their country or have moved. This is the case in Czechia, Estonia, Iceland, France, Malta and Sweden. For instance, in Malta, the [Malta Refugee Council](#) notified that

⁴⁷ It should be noted that in [Poland](#) Ukrainian nationals and their spouses are entitled to stay for 18 months. Following a request, a temporary residence permit is issued for 3 years from the date specified in the decision. Such a request can be submitted no earlier than the end of the 9-month period from the date of legal entry to Poland, but no later than within 18 months as of 24 February 2022 (i.e. no later than 24 August 2023).



beneficiaries need to book an appointment by email sent to the International Protection Agency to request that their protection certificate be renewed.

In France, beneficiaries should visit the prefecture or make an appointment between 3 weeks and 3 days before the document expires. In Czechia, all temporary protection holders need to register online for a renewal and subsequently personally visit the Department of the Asylum and Migration Policy to receive a new permit (sticker).

In [Estonia](#), the application for the extension of the residence permit must be submitted at the earliest 3 months and no later than 1 month before the expiration of the temporary residence permit.⁴⁸ Similarly, in [Sweden](#), beneficiaries should apply before the residence permit expires, otherwise they would need to register again for temporary protection in the country, as well as for accommodation and financial support and the right to work will be temporarily suspended until a new decision is issued.

3.5.7. Contingency planning

In response to the mass influx of displaced persons, EU+ countries scaled up their initial reception and accommodation capacity. Preparedness measures were developed to address possible increased flows throughout 2022–2023. This was the case in Austria, Belgium, Czechia, Denmark, Finland, France, Germany (in specific [federal states](#)), Iceland, the Netherlands, Poland, Portugal, Romania and Slovakia.

Preparedness measures include the creation of additional reception units which are to be activated once there is a specific need, emergency shelters, additional private housing, and an allocation system including transportation to redirect displaced persons to available housing structures.

3.5.8. Types of facilities

In trying to manage strained reception systems, EU+ countries made efforts to enhance long-term accommodation, either by establishing new or increasing places in existing accommodation centres (in Croatia, Finland, Germany, Greece, Hungary, Iceland, Italy, Luxembourg, Norway, Poland, Portugal, Romania, Slovakia, Slovenia, Spain, Sweden and Switzerland). Some countries also explored alternative arrangements through municipalities or public calls for private entities (such as hotels and hostels).⁴⁹

In some cases, the reception of displaced persons from Ukraine was organised outside of the international protection procedure. Regional and local authorities undertook the coordination or provision of accommodation services in Austria, Belgium, Czechia, Denmark, Estonia, France, Germany, Ireland, Latvia, the Netherlands and Sweden.

Private housing was made available by providing structured financial support to contracted entities (such as hotels and host families) or directly to beneficiaries. This was the case in

⁴⁸ “The procedure for applying for, granting, extending and revoking a residence permit for a recipient of temporary protection and a family member, and a list of evidence and data to be submitted when applying for a residence permit” as amended by [RT I, 29.11.2022, 1](#).

⁴⁹ For additional information, see EUAA Situational Updates, 2022.

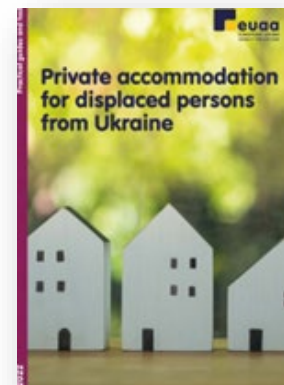


Bulgaria, Czechia, Denmark, Estonia, France, Ireland, Luxembourg, Latvia, Lithuania, Romania, Spain, Sweden⁵⁰ and Switzerland.

Depending on the incoming flows, EU+ countries have been adapting the types of facilities and support. For instance, the [Finnish Immigration Service](#) continued to increase accommodation capacity in existing reception centres (the Kerava Reception Centre has 200 beds as of 9 November 2022; Outokumpu Reception Centre has 200 beds as of 1 December 2022; and Helsinki, Valimotie Branch (apartment-based) has 200 beds as of 15 December 2022). Additional facilities were also created in Slovakia (Zvolen) and Slovenia.

The EUAA has been keeping track of various initiatives for private accommodation that were implemented across Europe. Based on extensive exchanges with national experts, the EUAA published [Practical recommendations on the provision of emergency placement in private accommodation for persons displaced from Ukraine](#).

The recommendations feed into several ongoing initiatives and coordination efforts undertaken by the European Commission, such as the 10-Point Plan for a stronger European coordination on welcoming people fleeing the war from Ukraine, including the [Safe Home Initiative](#). These programmes provide targeted guidance to Member States, regional and local authorities, and civil society in the organisation of private housing initiatives for those fleeing Ukraine.



⁵⁰ This possibility was already in place.



In Belgium, despite efforts of the regions and municipalities responsible for increasing places for the accommodation of beneficiaries of temporary protection, available places are currently limited. Thus, the transit reception centre in Brussels operates as a reception centre only for vulnerable persons since July 2022. Due to their prolonged stay in this centre, cash support is provided. In contrast, Croatia has reduced the number of collective accommodation facilities to 46.

In Germany, efforts were made to increase reception capacity for unaccompanied minors. In some federal states, a point of contact (*Bundeskontaktstelle*) was established to support the identification and accommodation of persons with disabilities or other special needs.

3.6. Access to temporary protection rights

The Temporary Protection Directive foresees that beneficiaries of temporary protection have access to rights, such as access to the labour market, education and training (Article 12), accommodation, medical care, social welfare and means of subsistence (Article 13), and access to the education system for children (Article 14). In this regard, access to relevant services is ensured by the documents which are issued to beneficiaries of temporary protection (for example, temporary protection cards or alternative documentation). For emergency medical care, access is provided even before registering for temporary protection by presenting a relevant document, such as a passport.

EU+ countries have enhanced information provision and tools which provide practical information on integration aspects, including employment, recognition of degrees, education, language courses and health care. As seen in Section 3.5.3., counselling and access to social services were a part of one-stop service points. Furthermore, all competent authorities in EU+ countries have included dedicated sections of information on their respective websites (see [Who is Who: Temporary Protection](#)).⁵¹

With regard to access to the labour market, several countries offer personalised counselling services provided in accommodation centres or by competent employment authorities, for example in [Austria](#), [Belgium](#), [Bulgaria](#), [Croatia](#), [Czechia](#), [Estonia](#), [Finland](#), [Latvia](#), Lithuania, [Poland](#),⁵² [Portugal](#) and [Sweden](#). Online tools, helplines and on-site services through labour offices or social services enhanced the access of displaced persons to employment and relevant services like unemployment support.

Dedicated platforms on job opportunities were launched in [Czechia](#), [Denmark](#), [Estonia](#), [Finland](#), [France](#), Italy,⁵³ [Latvia](#), [Lithuania](#), [Luxembourg](#), [Poland](#), [Portugal](#) and [Slovakia](#).

The European Commission's webpages further supplement national efforts: [Information for people fleeing the war in Ukraine](#), [EU Neighbours East: Practical support for Ukrainian](#)

⁵¹ For additional information, consult the [Overview of national measures regarding employment and social security of displaced persons coming from Ukraine - Country Fiches](#) by the European Labour Authority.

⁵² In Poland, more than 30 centres continue to provide integration assistance to displaced persons from Ukraine.

⁵³ In Italy, the employers' association, *Conflavoro*, created the online platform, '[Conflavoro for Ukraine](#)', where companies and other employers offer employment to people fleeing Ukraine. The national association of employment agencies (*Assolavoro – Associazione Nazionale delle Agenzie per il Lavoro*), UNHCR and the three major Italian trade unions also allocated [EUR 5 million for support measures for temporary protection holders](#).



[refugees](#), [EU Talent Pool](#), [European Research Area for Ukraine](#) and [Guidelines on fast-track recognition of Ukrainian academic qualifications](#).

4. Interplay with the asylum procedure

According to the Temporary Protection Directive, beneficiaries of temporary protection must be able to lodge an application for asylum at any time. The examination of an application for international protection which has not been processed before the end of the period of temporary protection must be completed at the end of that period (Article 17). Member States may decide that temporary protection cannot be held concurrently with the status of applicant for international protection while the application for international protection is under consideration (Article 19).

The activation of temporary protection and the deterioration of the security situation in Ukraine has had a direct impact on asylum procedures in EU+ countries since the first days of the war. The entry into force of the Temporary Protection Directive also affected relevant procedures, in particular related to the suspension of processing asylum applications, removal of Ukraine from safe country of origin lists and the implementation of Dublin transfers.

4.1. Processing applications for international protection by Ukrainian nationals

4.1.1. Suspension or continuation of the asylum procedure

Following the outbreak of the war on 24 February 2022, the processing of applications for international protection by applicants from Ukraine was initially suspended in [Belgium](#) (including personal interviews), [Denmark](#), [Finland](#), [Italy](#), [Spain](#) and [Sweden](#). In the [Netherlands](#), the decision period for pending applications for this group of applicants for international protection was extended for a period of one year.

Currently, decision-making on applications for international protection lodged by Ukrainian nationals who have been granted temporary protection remains suspended in Austria, Belgium, Denmark (before the Refugee Appeals Board), Finland, Germany, Iceland, Latvia, the Netherlands and Slovenia. In contrast, applications for international protection are still examined in Croatia, Greece, Hungary, Poland,⁵⁴ Portugal, Slovakia and, recently resumed, in France.⁵⁵

The suspension of the asylum procedure due to the activation of the temporary protection scheme was challenged before some national courts. In Bulgaria, the Administrative Courts reaffirmed in a series of cases that the existence of temporary protection does not exclude the examination of an application for international protection, in accordance with the provisions of

⁵⁴ Ukrainian nationals who apply for international protection do not receive social benefits that are available for beneficiaries of temporary protection.

⁵⁵ In December 2022, OFPRA resumed decision-making for applicants from the whole territory of Ukraine, including people entitled to temporary protection.



the Temporary Protection Directive and the European Commission's operational guidelines.⁵⁶ Similarly, the Immigration Appeals Board in Iceland annulled a decision due to a lack of reasoning and assessment when setting aside applications for international protection and granting temporary protection instead.⁵⁷

Furthermore, the examination procedure for applications for international protection by Ukrainian nationals was suspended due to the uncertain situation in the country of origin, in line with the recast Asylum Procedures Directive, Article 31(4), in Belgium, Denmark (before the Refugee Appeals Board), Finland, Germany, Iceland, Latvia, Luxembourg, the Netherlands⁵⁸ and Sweden.

4.1.2. Granting international protection

Some countries have specific policies, guidelines or practices in place for processing applications for international protection which are submitted by Ukrainian nationals.⁵⁹ For example, Croatia, Poland, Slovakia, Slovenia and Switzerland reported that mere presence in Ukraine is sufficient to establish a real risk of serious harm under the recast Qualifications Directive, Article 15(c) (or equivalent provisions in national legislation). Portugal, however, considers the article applicable only in territories where Russian armed forces are present. In Malta, examinations are done on a case-by-case basis, but mere presence could be applicable to some eastern parts of Ukraine which have been mostly affected by the conflict, such as Donetsk and Luhansk.

Following the war in Ukraine, previous negative asylum decisions were overturned by courts granting international protection *sur place*.⁶⁰ The Italian Tribunal of Perugia [granted](#) subsidiary protection to a Ukrainian national from the Donbas region due to widespread violence and the security situation, where he would face a risk of suffering serious harm. Similarly, the Genova Tribunal [provided](#) subsidiary protection to an applicant from Ukraine due to the risk that, in the event of a return, she would suffer a serious and individual threat to life due to indiscriminate violence in her country of origin.

The Tribunal of Turin [granted](#) subsidiary protection to a Ukrainian national, noting that there was ample information on the country of origin, including reports from the UN Office of the High Commissioner for Human Rights (OHCHR) and the UN Office for the Coordination of Humanitarian Affairs (OCHA) that there is an armed conflict in Ukraine characterised by an indiscriminate level of violence which would expose the applicant to a real risk of suffering

⁵⁶ Bulgaria, Administrative Court, City of Sofia [bg. Административен съд - София град], [The Foundation for Access to Rights - FAR \(the Foundation\) v State Agency for Refugees](#), 3462, 21 December 2022. Link redirects to the English summary in the EUAA Case Law Database.

Permanent link to the case: <https://caselaw.euaa.europa.eu/pages/viewcaselaw.aspx?CaseLawID=2999>. See also Bulgaria, Administrative Court, City of Sofia [bg. Административен съд - София град], [Applicant v State Agency for Refugees](#), No 5540, 29 September 2022; Bulgaria, Administrative Court, City of Sofia [bg. Административен съд - София град], [E.K. v State Agency for Refugees](#), No 5424, 9 September 2022; Bulgaria, Administrative Court Varna [bg. Административен съд - Варна], [Applicant v State Agency for Refugees](#), 29 July 2022; Bulgaria, Administrative Court Varna [bg. Административен съд - Варна], [O.P. v Deputy Chairman of the State Agency for Refugees under the Council of Ministers](#), 1544/2022, 28 July 2022.

⁵⁷ Iceland, Immigration Appeals Board (Kærunefnd útlendingamála), [Applicants v Icelandic Immigration Service](#), Nos KNU22050042 and KNU22050045, 30 June 2022. Link redirects to the English summary in the EUAA Case Law Database.

Permanent link to the case: <https://caselaw.euaa.europa.eu/pages/viewcaselaw.aspx?CaseLawID=2691>

⁵⁸ See IND, [Moratorium on decisions on asylum applications by Ukrainians](#), February 2022.

⁵⁹ EUAA Query PCY.2022.015 – Ukrainian citizens who are not entitled to temporary protection.

⁶⁰ International protection needs arising *sur place* is defined under Article 5 of the [Qualifications Directive](#) 2011/95/EU.

serious harm. In addition, the [Spanish National High Court](#) provided subsidiary protection to a Ukrainian family given the armed conflict in the country of origin.

Box 1. Country of origin information (COI) on Russia and Ukraine

Following the Russian invasion of Ukraine, COI units in national administrations received many requests for information on the security situation in Ukraine and Russia. In response, the EUAA, national administrations and civil society organisations published information, articles, fact sheets and analytical reports on these two countries.

The EUAA published a report on [Medical Country of Origin Information \(MedCOI\): Russia](#)⁶¹ in September 2022, and two COI reports on [military service](#)⁶² and [political opposition](#)⁶³ in December 2022. These reports helped national case officers in individually assessing applications for international protection lodged by Russian nationals.

The COI unit in Norway published a report on [military service and mobilisation in Russia](#)⁶⁴ and the COI team in Sweden published [different types of Ukrainian residence permits](#).⁶⁵ The Romanian National Council for Refugees released a report on the [human rights situation in Russia](#).⁶⁶ The COI team in France produced a weekly watch on military mobilisation in Russia, and regular management-level reporting in Germany focused on recent developments in Ukraine.

In a series of cases, the Supreme Administrative Court of Czechia ruled that, due to the ongoing armed conflict in Ukraine, applicants for international protection may lodge a new application for international protection or register for temporary protection under Act No 65/2022, which is the national law implementing the EU Temporary Protection Directive.⁶⁷

⁶¹ European Union Agency for Asylum. (21 April 2022). *Medical Country of Origin Information Report: Nigeria*. https://coi.euaa.europa.eu/administration/easo/PLib/2022_04_EUAA_MedCOI_Report_Nigeria.pdf

⁶² European Union Agency for Asylum. (16 December 2022). *The Russian Federation - Military service: Country of Origin Information*. https://coi.euaa.europa.eu/administration/easo/PLib/2022_12_EUAA_COI_Report_Russian_Federation_Military_service.pdf

⁶³ European Union Agency for Asylum. (16 December 2022). *The Russian Federation - Political opposition: Country of Origin Information*. https://coi.euaa.europa.eu/administration/easo/PLib/2022_12_EUAA_COI_Report_Russian_Federation_Political_opposition.pdf

⁶⁴ Norwegian Country of Origin Information Centre (Landinfo) | Utlendingsforvaltningens fagenhet for landinformasjon (Landinfo). (22 November 2022). *Russland Militærtjeneste og mobilisering [Report on military service and mobilisation]*. <https://www.ecoi.net/en/file/local/2083378/Russland-temanotat-Militaertjeneste-og-mobilisering-22112022.pdf>

⁶⁵ Swedish Migration Agency (SMA) | Migrationsverket. (30 March 2022). *Ukraina: Olika typer av ukrainska uppehållstillstånd [Ukraine. Different types of Ukrainian residence permits]*. [Landinformation: Ukraina. Olika typer av ukrainska uppehållstillstånd \(version 2.0\) - Lifos extern \(migrationsverket.se\)](https://www.migrationsverket.se/england/landinformation/ukraine/olika-typer-av-ukrainska-uppeh%C3%A5llstillst%C3%A5nd-(version-2.0)-lifos-extern-(migrationsverket.se))

⁶⁶ Romanian National Council for Refugees. (March 2022). *General report Russian Federation: Human rights situation*. Country of Origin Information. <https://www.portal-ito.ro/#/view/3a3b282e-dad1-44b7-a2ad-665534c4733a>

⁶⁷ Czech Republic, Supreme Administrative Court [Nejvyšší správní soud], *Applicant v Ministry of the Interior*, 4 Azs 434/2021 - 46, 7 June 2022. Link redirects to the English summary in the EUAA Case Law Database. Permanent link to the case: <https://caselaw.euaa.europa.eu/pages/viewcaselaw.aspx?CaseLawID=2751> Czech Republic, Supreme Administrative Court [Nejvyšší správní soud], *M.K. v Ministry of the Interior*, 5 Azs 401/2021 - 31, 3 June 2022; Czech Republic, Supreme Administrative Court [Nejvyšší správní soud], *M.H. v Ministry of the Interior*, 5 Azs 353/2021 - 29, 31 May 2022; Czech Republic, Supreme Administrative Court [Nejvyšší správní soud], *I.B., D.B., D.N. and M.N. v Ministry of the Interior*, 2 Azs 287 /20 21 - 57, 30 May 2022.

Similarly, the High Administrative Court in Croatia held that the Ministry of the Interior should re-examine the case of a Ukrainian applicant in light of the *sur place* principle and the situation in Ukraine, the applicant's country of origin.⁶⁸

4.2. Removal of Ukraine from national lists of safe countries of origin

According to the recast Asylum Procedures Directive, the term 'safe country of origin' refers to a third country which generally do not generate protection needs for their nationals, while the term 'safe third country' refers to a third country where an applicant for international protection who is not a national of that country is protected and is not in danger. In this regard, Member States should conduct regular reviews of the situation in safe countries based on a range of sources of information. When a significant change related to the human rights situation occurs in a country that was previously designated as safe, Member States must evaluate the situation as soon as possible and, where necessary, assess the designation of that country as safe.⁶⁹

Following the Russian invasion of Ukraine in February 2022, some EU+ countries quickly responded by removing Ukraine from their national list of safe countries of origin. This was the case in Austria,⁷⁰ Cyprus,⁷¹ Estonia,⁷² Iceland⁷³ and Italy.⁷⁴ The implementation of the safe country of origin concept for Ukraine was initially *de facto* suspended in all EU+ countries that had previously designated Ukraine as a safe country of origin, including in Czechia,⁷⁵ Greece,⁷⁶ Luxembourg⁷⁷ and the [Netherlands](#).⁷⁸

The change in the security situation in Ukraine led the Supreme Administrative Court of Czechia to accept appeals lodged before February 2022 by Ukrainian nationals based on the safe country of origin concept. The court held that these cases should be re-considered due to the ongoing armed conflict.⁷⁹

⁶⁸ Croatia, High Administrative Court [Visoki upravni sud], [O.H. v Ministry of the Interior](#), Usž-3292/21-3, 8 March 2022.

⁶⁹ See also EUAA, [Applying the Concept of Safe Countries in the Asylum Procedure](#), December 2022.

⁷⁰ [§ 1 valid from](#) 31 March 2022, last amended by [Federal Law Gazette II No 129/2022](#) (Ukraine removed from list).

⁷¹ List last updated on 27 May 2022 by Ministerial Decree [No 202/2022 on the basis of the Refugee Law, Article 12B3](#). (Gov. gazette 5703/27.05.2022).

⁷² The list was last updated on 25 May 2022.

⁷³ Ministry of Justice | Dómsmálaráðuneytið, [Úkraína þegar farin af lista yfir örugg ríki \[Ukraine already removed from the list of safe countries\]](#), 24 February 2022.

⁷⁴ The list was last amended on 9 March 2022 (following the Russian invasion of Ukraine on 24 February 2022), by [Decree](#) suspending the application of the decree on safe countries of origin to Ukraine until 31 December 2022.

⁷⁵ Following a court ruling, the concept is not applied for Ukraine. Czechia, Supreme Administrative Court [Nejvyšší správní soud], [Applicant v Czech Ministry of the Interior \(Ministerstvo vnitra\)](#), 10 Azs 537/2021 - 31, 10 March 2022. Link redirects to the English summary in the EUAA Case Law Database.

Greece *de facto* suspended the implementation of the safe country of origin concept for Ukraine, which was included in the safe country of origin list according to [Joint Ministerial Decision No 78391 \(Gov.Gaz. 667/15.02.2022\)](#). However, after the yearly review, the new safe country of origin list issued on 25 November 2022 by Joint Ministerial Decision [708368/2022](#) (OGG B' 6012/25.11.2022) didn't include Ukraine.

In Luxembourg, Ukraine was officially removed from the list of safe countries of origin by the Grand-ducal Regulation of 23 January 2023.

⁷⁸ See EUAA, Analysis of Measures to Provide Protection to Displaced Persons from Ukraine: Situational Report, July 2022.

⁷⁹ Czechia, Supreme Administrative Court [Nejvyšší správní soud], [M.H. v Ministry of the Interior](#), 5 Azs 353/2021 - 29, 31 May 2022. Link redirects to the English summary in the EUAA Case Law Database.

Czechia, Supreme Administrative Court [Nejvyšší správní soud], [M.K. v Ministry of the Interior](#), 5 Azs 401/2021 - 31, 3 June 2022. Link redirects to the English summary in the EUAA Case Law Database.



4.3. Dublin transfers to Member States neighbouring Ukraine

Different approaches were taken by national courts in relation to Dublin transfers to countries particularly affected by the high influx of persons fleeing from Ukraine. The German Regional Administrative Court of Aachen [cancelled](#) a Dublin transfer to Poland as Poland had requested to suspend Dublin transfers due to the high number of arrivals.

However, in the Netherlands, the Council of State [rejected](#) an appeal against a Dublin transfer when the responsible state, Romania, intended to suspend Dublin transfers due to the influx of displaced persons from Ukraine. The Council of State noted that, although it is unknown how long the situation will last and how long Romania intends to suspend Dublin transfers, there was no legal ground for the Dutch authorities to take charge of processing the application for international protection.

5. Conclusions

The mass influx of displaced persons from Ukraine tested again the capacity of EU+ countries in managing a volatile situation at the external borders. Following the activation of the Temporary Protection Directive on 4 March 2022, efforts were made to provide protection to those in need. After a year of facing steadily increasing applications for international protection and receiving people fleeing from Ukraine, many countries are experiencing saturated reception systems.

One year after the activation of the Temporary Protection Directive, the following conclusions can be drawn:

- The Temporary Protection Directive offered a clear legal framework for protection and enabled convergences in operational responses and relevant procedures. The activation of the Temporary Protection Directive [averted extreme pressure on asylum systems](#), as displaced persons from Ukraine were managed through a different channel.
- However, the activation of the Temporary Protection Directive resulted in different standards for procedural arrangements and rights between beneficiaries of temporary and beneficiaries of international protection. The efforts made by EU+ countries and institutions triggered some criticism by civil society organisations, some of which reported a ‘two-tier system’ for people fleeing Ukraine and applicants for international protection from other countries. They noted the ad hoc support services⁸⁰ and initiatives⁸¹ that were quickly offered to persons fleeing Ukraine.
- At the same time, the unprecedented situation fostered an opportunity for national authorities to harmonise practices provided to all individuals seeking protection in EU Member States, irrespective of the country of origin or habitual residence.

⁸⁰ See <https://www.globaldetentionproject.org/the-ukraine-crisis-double-standards-has-europes-response-to-refugees-changed> and <https://www.infomigrants.net/en/post/40279/ngos-highlight-a-two-tier-system-for-refugees-in-greece>

⁸¹ In Romania IOM deployed 24 Ukrainian-English/Romanian speakers to provide interpretation services and to convey relevant information to Ukrainian nationals and nationals of other third –countries and stateless persons fleeing the conflict in key locations throughout the country, including border crossing points, transit areas and reception centres. See <https://romania.iom.int/ukraine-response>



- Access to the international protection procedure needs to remain available, in line with the existing legal framework. In addition, *sur place* international protection should be provided through a clearly communicated and accelerated procedure in order to avoid a legal limbo and ensure the protection of those in need.
- In practice, registration for temporary protection varies across EU+ countries in terms of the responsible authority, the documentation issued and processing times. Similarly, beneficiaries for temporary protection may receive various levels of rights and benefits.
- Contingency planning and preparedness are critical for immediate crisis responses. They should include measures to scale up capacities and adapt to changing environments, given the fluctuation of arrivals and the evolving needs of the displaced persons.
- One-stop service points are valuable for the fast processing of cases and effective access to reception, registration, the provision of information and emergency accommodation of arriving displaced persons. Personalised information and counselling ensure immediate access to rights and the integration of beneficiaries into the host society.
- IT tools and digital means that emerged as a necessity during the COVID-19 pandemic retained an important role in various steps of providing temporary protection, such as for information provision, registration and the issuance of documents.



- Synergies and coordination and information exchange across different levels of the national administrations have become indispensable, as reflected in the increased responsibilities undertaken by local and regional authorities in the current crisis. Public–private voluntary partnerships may temporarily ease the heavy burden on countries, but voluntary support offers (such as private transportation and accommodation) require coordination, clear information and monitoring through control mechanisms to avoid abuse and risk of criminal activities, such as trafficking.
- The role of the national courts remained crucial in scrutinising practices related to temporary protection.
- The support of EU agencies enables EU+ countries to scale up information-exchanges and cooperation, capacity-building and on-site operational support. To this end, the EUAA follows closely the situation at EU+ countries sharing periodic Situational Updates and analysis, Practical Guidance on relevant topics and support on the ground in 13 Member States and Moldova.
- The prolongation of temporary protection and the renewal of residence permits when needed should not create an additional administrative burden both for national authorities and beneficiaries of temporary protection. The successful launch and implementation of EU Digital COVID Certificates could be an inspiration to develop a similar format based on the Temporary Protection Registration Platform. This would enhance the system's interoperability, having automatic checks in a central database, reducing costs for the issuance of residence permits, avoiding double registrations and ensuring the certificate's authenticity, easy access and automatic renewal or revocation.

These innovative approaches can enrich the existing toolbox to address future migration crises, as envisaged in the [Migration Preparedness and Crisis Blueprint](#). They can also improve effective operational responses.



Annex I. Structure of the registration procedure in EU+ countries

Country	Registration authority (reference is also made to online options)	Documentation issued			Further procedural steps needed
		Issuing authority	Type of document	Time of issuance	
Austria	Police	Federal Office for Immigration and Asylum	Identity card for displaced persons	Later stage (to be sent by mail)	Registration of the residence in the municipality
Belgium	Immigration Office (online appointment ⁸²)	Same as registering authority	Certificate of Temporary Protection	Upon registration	'A' card (residence card) by municipality
Bulgaria	Various authorities : border police, the State Agency for Refugees or other bodies of the Ministry of the Interior	Same as registering authority	Registration card of a foreigner who has been granted temporary protection	Upon registration	
Croatia ⁸³	Various authorities: Police or Ministry of the Interior Online application at Croatia4Ukraine	Same as registering authority	Identity card of an alien under temporary protection – serves as a residence permit	Shortly upon approval	
Cyprus	Various authorities: District Immigration Offices of the Police or Asylum Service Online application on the website of the Asylum Service	Asylum Service	Decision to grant temporary protection and residence permit	Upon registration	Within the same day and at the same office, the application for a residence permit is done by submitting the decision of the Asylum Service and providing biometric data. Residence permit is issued by the Immigration Office of the Police and collected within 72 hours.
Czechia	Various authorities: Department of Asylum and Migration Policy (OAMP) of the Ministry of Interior; police	Same as registering authority	Temporary protection visa/visa with the code D/DO	Upon registration	

⁸² Currently deactivated due to low influx.

⁸³ From 1 January 2023, the Republic of Croatia is part of Schengen area and there are no longer border controls between Croatia and Hungary and Croatia and Slovenia. Consequently, there is no longer registration at the border as it happened before Croatia's accession to the Schengen area. Persons arriving from Ukraine who want to register for temporary protection, they can do so at Police stations in the country.



Denmark	Danish Immigration Service Online application for a residence permit as displaced person from Ukraine in Denmark	Same as registering authority	Decision on the application for residence permit under the Special Act for displaced persons from Ukraine	Upon record of biometric data at the Danish Immigration Service's Citizens Service	Residence permit under the Special Act for displaced persons from Ukraine will be issued for the purpose of temporary residence and be valid until 17 March 2024.
Estonia	Police and Border Guard Board (online booking system for appointments)	Same as registering authority	Decision to grant temporary protection and a residence permit	Upon registration	Social Insurance Board issues a personal identification number
Finland	Police or border guard	Finnish Immigration Service	Decision on application	1 week processing time and 1 week for mail	Once the decision is issued , the Finnish Immigration Service will order a residence card. It currently takes about 2 weeks to obtain the card.
France	Prefecture	Same as registering authority	Temporary residence permit	Upon registration	Referral to the French Office for Immigration and Integration (OFII)
Germany	Foreigners' authority (<i>Ausländerbehörde</i>) or the police	Various authorities depending on procedure followed	(Depending on the city) Residence permit or confirmation of registration is issued and referral to another authority for residence permit		Registration for residence permit
Greece	Asylum Service (pre-registration electronic platform)	Same as registering authority	Issuance of a temporary protection cards	Upon registration	Residence permit
Hungary	National Directorate-General for Aliens Policing (electronic pre-registration)	Same as registering authority	Hungarian ID mentioning temporary protection	National Directorate-General for Aliens Policing examine and decide on the application	
Iceland	Police (Pre-registration form online)	Directorate of Immigration	Residence permit for humanitarian reasons	Applications from displaced persons from Ukraine are processed on the same day of registration.	
Ireland	Immigration Office	Department of Justice	Letter confirming temporary protection	Upon registration	Personal Public Services Number (PPSN)
Italy	Immigration Office of the Police	Same as registering authority	Residence permit	Upon registration	
Latvia	Various authorities: State Border Guard, the Office of Citizenship and Migration Affairs,	Office of Citizenship and Migration Affairs	Residence permit or long-stay visa	Upon registration	





	State Fire and Rescue Service.				
Lithuania	Migration Department	Same as registering authority	Residence permit or national visa	Upon registration	
Luxembourg	Directorate of Immigration, under the Ministry of Foreign and European Affairs Online form to be sent via email	Same as registering authority	Temporary protection certificate	Upon registration	
Malta	International Protection Agency (appointment is required)	Same as registering authority	The following documents are issued: - decision on granting protection - protection certificate indicating status as a beneficiary of temporary protection	Upon registration (day of the appointment)	Residence permit
Netherlands	Municipalities	Immigration and Naturalisation Service	Proof of residency (sticker on valid passport or card)	At a later stage	
Norway	Police (issues upon registration asylum seeker card and a d-number)	Norwegian Directorate of Immigration (UDI)	Decision letter	At a later stage Information is available on waiting time for applications for collective protection .	e-ID
Poland	Office for Foreigners (online form) ⁸⁴	Same as registering authority	Residence permit on the basis of the status granted ⁸⁵	Upon registration or at a later stage if application online	
Portugal	Borders and Immigration Service (SEF) Online request	Same as registering authority	Proof of acceptance and validation of the request	Upon registration	Residence permit
Romania	General Inspectorate for Immigration	Same as registering authority	Residence permit	Upon registration	
Slovakia	Department of the Aliens Police (online registration)	Same as registering authority	A certificate of temporary refuge	Upon registration	
Slovenia	Local police office or the closest administrative unit	Administrative unit	Temporary protection card valid as a temporary	At a later stage and no later than 30 days by the Administrative units	

⁸⁴ In mid-December 2022, the Office for Foreigners launched a new website - Case Handling Module (MOS – Moduł Obsługi Spraw), available at mos.cudzoziemcy.gov.pl. The website, which is in principle addressed to foreigners interested in applying for a residence permit, contains an [information component on temporary protection](#). The website contains, inter alia, [a questionnaire addressed to Ukrainian citizens](#) (available in Polish, Ukrainian and Russian) enabling them to determine their residence status in the territory of Poland.

⁸⁵ There are two types: a. Issuance of residence permit for foreigners who are covered by [Act on assistance to Ukrainian citizens](#): A [PESEL number and a trusted profile](#) is provided by the administration of any commune, b. Issuance of residence permit for foreigners who are covered by the Act on granting protection to foreigners within the territory of the Republic of Poland: The [certificate](#) is issued by the Office for Foreigners.





			residence permit		
Spain	Police The same day the registration is done, a proof of submission of temporary protection request for displaced persons will be issued Online platform to check status is available	The Spanish Asylum Office, under the Ministry of the Interior, will process the requests through an urgent procedure and resolutions will be issued within 24 hours	Resolution on the request providing or denying protection (notified electronically, by post, in person, and ultimately, by publication in the Official State Gazette (BOE)). The notification letter is issued in Spanish, English and Ukrainian	The Spanish Asylum Office will process the requests through an urgent procedure and resolutions will be issued within 24 hours	Issuance of a foreigner's identity card (TIE), once the temporary protection certificate is granted
Sweden	Swedish Migration Agency Online application through e-service	Same as registering authority	Once a decision is made, the SMA will send a letter to the address provided by the applicant	At a later stage	Residence permit card (UT card) with biometric information (fingerprints and photo) will be issued
Switzerland	State Secretariat for Migration (SEM) Application also online at RegisterMe	State Secretariat for Migration (SEM)	Decision on S residence permit	Each application is assessed on an individual basis to decided eligibility for S protection status. This assessment generally lasts between 1-3 days.	Issuance of physical 'S permit' directly from the canton



