



## Box 4. Temporary protection for displaced persons from Ukraine

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In response to Russia's ongoing war against Ukraine, the Council of the European Union<sup>434</sup> extended temporary protection for displaced persons from Ukraine until March 2027. This meant that the validity of residence permits was prolonged for eligible beneficiaries across all EU+ countries and their legal rights and obligations were continued. At the same time, the European Commission proposed a Council Recommendation<sup>435</sup> to prepare for a coordinated transition, once conditions in Ukraine allow for a gradual phasing out of temporary protection.

With 669,000 registrations in 2025, slightly fewer Ukrainians were granted protection in EU+ countries than in 2024.<sup>436</sup> Nonetheless, additional resources were required across Europe as approximately 4.5 million individuals in total were under temporary protection by the end of the year.<sup>437</sup> Relative to population size, Czechia, Poland and Slovakia hosted the most displaced Ukrainians per capita (see *Figure 13*).

Turning to international protection, Ukrainians lodged slightly fewer applications in 2025, with 25,000 in total. There was great variation in granting protection by national authorities, ranging from an over 90% recognition rate in Estonia and France, to 3% in Germany (see *Figure 14*). Overall, the EU+ recognition rate for Ukrainian applicants (70%), dropped to the lowest since the beginning of the war. This shift was primarily driven by a change in Polish decision-making, leading to a more rigorous individual assessment of protection needs which takes into account the safety situation in Ukraine.<sup>436</sup> Poland issued one-fifth of all decisions to Ukrainian applicants, with nearly all first instance decisions being negative since May 2025, thus impacting the overall EU+ recognition rate.

In several countries (for example Germany), the share of beneficiaries of temporary protection who were accommodated in reception facilities remained significant. This had a notable impact on reception systems overall.

Several EU + countries continued in 2025 to shift policies towards integration and targeted labour market reforms. “Unity Hubs” in Spain<sup>437</sup> and Czechia<sup>438</sup> provided assistance with employment, language courses, counselling for beneficiaries and, in some cases, support for voluntary returns. A Unity Hub was set up in Germany to provide counselling for beneficiaries on options to return to Ukraine or integrate in Germany, and to support Ukrainian community building. Operations start in April 2026.<sup>439</sup> Switzerland<sup>440</sup> replaced work permit requirements for S-status holders from Ukraine with a new notification system, enabling inter-cantonal employment mobility. Bulgaria<sup>441</sup> adopted a national programme for humanitarian support and integration focusing on access to employment, education and social support.

### **Figure 13. Number of persons under temporary protection per million inhabitants by receiving country, December 2025**

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**Note:** \* = Data extracted before February 2026  
*Source:* Population sizes: Eurostat (DEMO\_GIND) extracted on 5 February 2026. Beneficiaries of temporary protection: Eurostat (MIGR\_ASYTPSM) extracted on 10 February 2026.

### **Figure 14. First instance decisions issued to Ukrainians by top EU+ country, 2025 compared to 2024 and recognition rate for 2025**

ar2026\_figure14.png

*Source:* EUAA EPS data as of 3 February 2026.

Several countries introduced initiatives to transition beneficiaries of temporary protection to alternative national residence permits. Czechia<sup>442</sup> established a special long-term residence permit for financially self-sufficient Ukrainian beneficiaries after 2 years of stay. Similarly, Poland<sup>443</sup> introduced a simplified procedure for Ukrainian citizens and their family members to change their status into a temporary national residence permit. Ireland<sup>444</sup> and Slovenia<sup>445</sup> revised their legal frameworks to enable a clearer transition towards national permits and better define rights and obligations of applicants and beneficiaries of temporary protection.

In parallel, countries such as Finland,<sup>446</sup> the Netherlands<sup>447</sup> and Spain began narrowing eligibility criteria for granting or renewing temporary protection to third-country nationals previously residing in Ukraine. Norway proposed procedural reforms to streamline the phase-out from temporary collective protection.<sup>448</sup> Switzerland<sup>449</sup> opted for regional distinction within Ukraine, limiting access to protection status S for applicants from areas deemed to be safe, which triggered concerns by UNHCR<sup>450</sup> and the Swiss Refugee Council (OSAR).<sup>451</sup>

Italy<sup>452</sup> and Slovakia procured additional reception places for beneficiaries of temporary protection, with Slovakia reducing the entitlement to a place in collective accommodation and the accommodation allowance to 60 days, except for vulnerable applicants.<sup>453</sup> Similarly, in late 2025, Poland limited collective accommodation to only vulnerable beneficiaries and restricted certain benefits and healthcare services,<sup>454</sup> while the Netherlands increased beneficiaries’ personal contributions to reception costs and closed a reception centre in Utrecht.<sup>455</sup> Some housing schemes which enable beneficiaries of temporary protection to access accommodation outside the reception system were extended, including the “Together for Independence” project

in Poland<sup>456</sup> and the “Lend a hand” project in Spain.<sup>457</sup> Bulgaria<sup>458</sup> adopted measures to improve support for vulnerable beneficiaries, Luxembourg maintained projects supporting labour market integration, and Switzerland adopted measures on administrative requirements to access the job market.<sup>459</sup>

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Jurisprudential developments at both the national and EU levels further clarified the interplay between temporary protection and international protection procedures. In November 2025, in response to [questions](#) by Sweden’s Administrative Courts, the CJEU [ruled](#) that a Member State may not reject as inadmissible an application for international protection on the sole ground that the applicant is under temporary protection. Member States must examine the application on merits to assess whether the applicant qualifies for refugee status or subsidiary protection. The CJEU further noted that national courts must disapply national law that does not effectively implement the TPD, if it is not in conformity with the recast APD (Article 33) and the recast QD (Article 18), so that individuals would still benefit from rights provided under EU law.

In the context of multiple applications submitted in different Member States, the CJEU clarified in [A.N. \[Krasiliva\] v Ministerstvo vnitra](#) (27 February 2025) that national authorities cannot reject an application for temporary protection submitted by a person who has applied for the status in another Member State but has not yet received it. The court also interpreted the TPD (Article 8) as providing an appeal against inadmissible decisions adopted on applications for a residence permit under temporary protection. Subsequently, the Czech Supreme Administrative Court [ruled](#) that beneficiaries of temporary protection cannot be denied protection solely because they hold a status in another Member State and national prohibitions on appealing inadmissible decisions violate both the TPD and the EU Charter (Article 47). In contrast, Switzerland’s Federal Administrative Court [underlined](#) the subsidiarity principle, denying temporary protection to applicants already registered in Poland.

There are three cases pending before the CJEU for a preliminary ruling on the interplay with asylum, access to social benefits and inaction of the administrative authority on granting a temporary residence and work permit during the validity of temporary protection. In the Netherlands, the Council of State [referred questions](#) on the suspension of asylum applications during temporary protection and the adherence to time limits under the recast APD, highlighting the need for legal clarity. The Administrative Court of Varna in Bulgaria [questioned](#) if national legislation was compatible with the TPD (Articles 13 and 14) when social assistance authorities repeatedly refused to grant a one-time benefit to Ukrainian children enrolled in school. The Voivodship Administrative Court of Wrocław [sought guidance](#) on the possibility for an administrative authority to suspend the processing of a request for a temporary residence and a work permit by a Ukrainian national who was authorised to reside in Poland based on temporary protection.

In Belgium, the Council of State [confirmed](#) that temporary protection does not prevent the extradition of a Ukrainian national, finding no violation of the ECHR and no evidence to support the claim that the applicant will be sent back to the war front.

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Council of the European Union. (13 June 2025). [EU member states agree to extend temporary protection for refugees from Ukraine.](#)

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European Commission. (4 June 2025). [Proposal for a Council Recommendation on a coordinated approach to the transition out of temporary protection for displaced persons from Ukraine.](#)

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Based on partially available data from Eurostat, [Decisions granting temporary protection by citizenship, age and sex – monthly data](#) (last update on 4 February 2026). November 2025 data were used for December 2025 for Switzerland.

- [437437](#)

Based on partially available data from Eurostat, [Beneficiaries of temporary protection at the end of the month by citizenship, age and sex – monthly data](#), at the end of December 2025 (last update on 4 February 2026). Data from earlier months of 2025 were used for Luxembourg and Switzerland.

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Federal Ministry of the Interior (Germany) | Bundesministerium des Innern. (16 January 2025). [Deutschland und Ukraine vereinbaren die Einrichtung eines „Unity Hubs“ in Berlin](#) [Germany and Ukraine agree to set up a "Unity Hub" in Berlin].

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Federal Council (Switzerland) | Der Bundesrat | Conseil fédéral | Consiglio federale. (22 October 2025). [Le Conseil fédéral encourage les bénéficiaires du statut S à travailler](#) [Federal Council encourages S status holders to work].

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adopted a Program for Humanitarian Support and Integration of Displaced Persons from Ukraine Granted Temporary Protection in the Republic of Bulgaria].

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- [443](#)

Office for Foreigners | Urząd do Spraw Cudzoziemców. (15 July 2025). [Bill amending the Act on Assistance to Citizens of Ukraine in Connection with the Armed Conflict on the Territory of Ukraine and Certain Other Acts.](#)

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Department of Justice, Home Affairs and Migration (Ireland) | An Roinn Dlí agus Cirt, Gnóthaí Baile agus Imirce. (29 April 2025). Minister Jim O’Callaghan secures Cabinet approval for publication of the General Scheme of the International Protection Bill 2025.

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Government of the Republic of Slovenia | Vlada Republike Slovenije. (17 July 2025). [Predstavitev sprememb zakona o začasni zaščiti razseljenih oseb](#) [Presentation of amendments to the Act on Temporary Protection of Displaced Persons].

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Finnish Immigration Service | Maahanmuuttovirasto. (8 January 2026). [Temporary protection no longer granted to applicants who already hold a residence permit on the basis of temporary protection in another EU Member State.](#)

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Immigration and Naturalisation Service | Immigratie- en Naturalisatiedienst (IND). (5 June 2025). [Freeze measure for third-country nationals with temporary Ukrainian residence permit ends on 4 September 2025.](#)

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[modification du statut de protection S](#) [Proposed amendment of protection status S].

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Ministry of the Interior and Administration (Poland) | Ministerstwo Spraw Wewnętrznych i Administracji. [Projekt "Wspólnie do Niezależności"](#) [Project "Together to Independence"].

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Ministry of Inclusion, Social Security and Migration (Spain) | Ministerio de Inclusión, Seguridad Social y Migraciones. (28 January 2025). [El Ministerio de Inclusión y la Fundación "la Caixa" renuevan su colaboración para el programa 'Tiende una mano. Acoge' que facilita la inclusión de personas refugiadas](#) [The Ministry of Inclusion and the "la Caixa" Foundation renew their collaboration for the 'Reach out a hand. Welcome' that facilitates the inclusion of refugees].

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