

# Analysis of Measures to Provide Protection to Displaced Persons from Ukraine



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## Introduction

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

The analysis focuses on identifying parallel practices across EU+ countries.<sup>1</sup> While not bound by the [EU temporary protection framework](#), [Denmark](#), [Iceland](#), [Norway](#) and [Switzerland](#) have introduced similar provisions to the directive. References to these countries should be read in conjunction with the respective national legal framework.

## 1. Initial crisis response in EU+ countries

The Russian invasion of Ukraine and the subsequent deterioration of the security situation in Ukraine led to the large displacements of the population, both internally and to neighbouring countries.<sup>2</sup> According to the [UNHCR data](#), more than 79,200 persons crossed Ukrainian borders on 24 February 2022, and the number doubled over the next days –about 179,500 on 25 February, 322,800 on 26 February and 490,400 on 27 February.

EU+ countries implemented initial response measures to manage the increased inflows of people fleeing during the first days following the invasion until the official activation of the Temporary Protection Directive. Inevitably, border countries and countries in the immediate vicinity were substantially affected at this stage.

### Additional resources

#### Situational Updates on national responses to assist displaced persons from Ukraine

The EUAA Situational Update series presents the emergency measures which have been 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](#)
- [7 April](#)
- [24 March](#)
- [17 March](#)
- [11 March](#)
- [4 March 2022](#)

#### 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/>

#### Analysis on Temporary Protection in the EU+ in the Context of the Ukraine Crisis:

<https://euaa.europa.eu/ukraine-crisis-data-and-analysis>

<sup>1</sup> The analysis is based on official information, mainly legislative sources and information reported by national authorities, international organisations and civil society organisations as of 3 June 2022. 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. All references to country practices are indicative.

<sup>2</sup> In 2021, Russia started a large-scale military build-up near the border with eastern Ukraine, generating great concern in Ukraine, Europe and across the world. On 21 February 2022, after weeks of extreme tensions, President Vladimir Putin decided to recognise the non-government controlled areas of the Donetsk and Luhansk oblasts (administrative regions) in Ukraine as independent entities and to send Russian troops into those areas. This followed a positive vote by the Russian State Duma (the lower house of the Russian parliament) on 15 February. On 24 February 2022, Russia launched an invasion of Ukraine. <https://www.consilium.europa.eu/en/policies/eu-response-ukraine-invasion/> See also [EUAA condemns Russian invasion of Ukraine – Ready to support in reception of asylum seekers](#), 25 February 2022.



## 1.1. Preparedness and contingency planning prove fundamental during the crisis management stage

Faced with an unprecedented mass influx of people seeking protection, EU+ countries activated existing crisis management and emergency measures to allocate resources in a flexible manner, including:

- the rapid deployment of staff to assist with reception and entry procedures at the borders (for example in [Czechia](#) and [Norway](#));
- use of emergency funding, for example, EUR 10 million from the fund for national emergencies and emergency interventions in [Italy](#), CZK 1.5 billion (approximately EUR 61.5 million) in [Czechia](#) and EUR 13 million in [Slovakia](#);
- urgent support measures and coordination between various stakeholders and local authorities, particularly in reception centres. In this context, the Ministry of the Interior in [Czechia](#) activated the Migration Wave Preparedness Plan. Coordination mechanisms and crisis bodies were also set up to manage incoming flows from Ukraine in [Croatia](#), [Czechia](#), [Estonia](#), [Finland](#), [France](#), [Latvia](#), [Italy](#), [Poland](#), [Slovakia](#), and [Switzerland](#).

EU countries in the immediate vicinity of Ukraine were the first to respond to the crisis. Visa waivers and other simplified entry procedures in the absence of biometric passports<sup>3</sup> or valid travel documents were introduced in [Estonia](#), [Hungary](#), [Latvia](#), [Lithuania](#), [Poland](#), [Romania](#)<sup>4</sup> and [Slovakia](#). These countries also revoked any COVID-19 restrictions for this group of displaced persons.

Entry requirements were gradually eased in the remainder of countries to facilitate evacuations and onward movement to other EU+ countries. In addition, EU+ countries extended the legal stay of Ukrainian citizens already present on their territories if their respective permits were about to expire, for example in [Estonia](#), [Lithuania](#), [Netherlands](#) and [Poland](#). Forced returns to Ukraine were suspended in [Finland](#), [Norway](#), [Netherlands](#), [Sweden](#), as well as in Italy<sup>5</sup> on the basis of a court ruling.

As the incoming flows have started to stabilise, countries are gradually simplifying relevant procedures and moving towards the recovery phase, e.g. in [Czechia](#) and [Estonia](#).

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<sup>3</sup> 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 citizens of Ukraine 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](https://ec.europa.eu/home-affairs/policies/international-affairs/collaboration-countries/visa-liberalisation-moldova-ukraine-and-georgia_en)

<sup>4</sup> In the absence of travel documents, people were initially channelled to the asylum procedure. <https://www.agerpres.ro/social/2022/02/28/video-bode-am-solicitat-o-coordonare-la-nivel-european-privind-procedurile-de-inregistrare-a-cetatenilor-care-vin-din-ucraina--874241>

<sup>5</sup> The Italian Tribunal of Bari [suspended](#) the enforcement of a deportation measure adopted in the case of a Ukrainian national.



To regularise the stay of Ukrainian citizens 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. Examples include [Austria](#) (visa for special reasons), [Czechia](#) (special long-term visa for Ukrainian citizens), [Latvia](#) (long-stay visa with the right to work), [Poland](#) (special act granting Ukrainians 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), [Switzerland](#) (national protection known as ‘S’ status).

[Hungary](#) and [Austria](#) immediately enacted a national framework for temporary protection, followed by [Slovakia](#) which introduced ‘temporary shelter’ on 1 March 2022. In parallel, EU Member States proposed the activation of the Temporary Protection Directive for the first time since its adoption in 2001 to avoid mass applications for international protection (e.g. [Belgium](#)) and to harmonise registration processes for people fleeing Ukraine across the EU (e.g. [Romania](#)).

## 1.2. Provision of information as a necessary condition for an effective operational response

Information provision was crucial for displaced people to understand their rights, practicalities and procedures to be followed. The information focused initially on entry and stay conditions, reception and associated services, as well as onward travel options. Border authorities in frontline countries also shared information online through interactive maps depicting waiting times so that people could be redirected as necessary (see [Hungary](#), [Poland](#), [Romania](#) and [Slovakia](#)).

From the onset of the mass crossings, border and neighbouring countries provided information directly at border crossings or main points of arrival, such as train stations and airports. EU Member States showed their readiness by establishing dedicated information points. For example, the Border Guard and the Office for Foreigners in Poland established eight reception and information points already by [24 February](#), which were increased to 22 during the first week (see [Situational Update No 9](#)). Similarly, [Lithuania](#) installed information stands at former border crossings and [Vilnius airport](#), [Slovakia](#) established ‘hotspots’ at the borders, while [Latvia](#) and [Estonia](#) also provided information at crossing points.

Within the first 10 days, several EU+ countries launched phone lines and websites, including dedicated areas for questions and answers, for example in [Austria](#), [Belgium](#), [Bulgaria](#), [Czechia](#), [Denmark](#), [Estonia](#), [Finland](#), [France](#), [Germany](#), [Greece](#), [Hungary](#), [Iceland](#), [Latvia](#), [Lithuania](#), [Netherlands](#), [Poland](#), [Portugal](#), [Romania](#), [Slovakia](#) and [Slovenia](#).

Leaflets and posters with QR codes were developed to address specific information needs, for example initially in [Czechia](#), [Italy](#), [Romania](#) and [Poland](#). Interlinks to online pages

To ensure a timely situational picture, the EUAA has been monitoring the situation of asylum and temporary protection based on data exchanged within the **Early Warning and Preparedness System (EPS)** with EU+ countries.

The analyses confirm continuing displacement but at a slower pace as weekly inflows of both registrations for temporary protection and asylum applications declined in [May 2022](#). Asylum applications stabilised in early [June](#).



enhanced accessibility using mobile devices (phones and tablets), which was essential for people on the move.

Following the activation of the Temporary Protection Directive, the provision of information was adapted to the new legal framework and relevant information needs.

### 1.3. Emergency reception points to increase capacity

Considering the urgency and the scale of the humanitarian needs, the establishment of reception and emergency structures at points of high pressure was critical to absorbing mass arrivals of displaced people from Ukraine. To this end, countries created reception points offering children's and rest areas, information provision, basic medical care, first-necessity supplies including food and clothing, personal hygiene materials, and Internet points before people were channelled to other accommodation facilities. Gradually, these temporary reception points were transformed into one-stop service points where registration was done, initially for national forms of protection and subsequently for temporary protection, once activated.

[Poland](#) opened 30 reception points across the country, while additional, smaller points were organised by local authorities. Similarly, [Slovakia](#) set up hotspots at border crossings with Ukraine which were available 24/7 to speed up the administrative process for arrivals, while [Czechia](#) established a Humanitarian Registration Centre for newly-arrived persons from Ukraine. Temporary structures were also created in [Estonia](#), [Latvia](#), [Lithuania](#) and [Romania](#), which provided accommodation, food and other assistance.

Some EU+ countries designated existing reception centres for asylum seekers for the accommodation of displaced persons from Ukraine, for example in [Finland and Greece](#), while other countries expanded capacity with new emergency structures, for example in [Austria](#), [Belgium](#), [Croatia](#), [Estonia](#), [Italy](#), [Lithuania](#), [Netherlands](#), [Norway](#) and [Sweden](#). [Estonia and Slovenia](#) launched public calls for the provision of accommodation.

During the crisis management, the role of local authorities in assisting with accommodation became prominent, particularly in countries where these authorities are already responsible for the accommodation of asylum seekers or the integration of beneficiaries for international protection, as seen in [Denmark](#), [Estonia](#), [Netherlands](#) and [Italy](#). In the latter, the prefectures may provide up to 13,000 places to the Emergency Accommodation Centres (CAS) to cover additional needs.

[UNHCR](#) and partners set up '[Blue Dots](#)', which are safe spaces providing protection for children, families and others with specific needs. These function in addition to existing services and government efforts. They work closely with national authorities to support reception facilities for newly-arriving refugees and provide emergency cash assistance in some neighbouring countries.

The EUAA has been keeping track of various initiatives for private accommodation which 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 stronger European coordination on welcoming people fleeing the war from Ukraine, including the safe home initiative, which promotes access to accommodation and housing and states.



## 1.4. Public–private voluntary partnerships to support displaced persons

In addition to government efforts, local communities mobilised to provide support to people fleeing from Ukraine. The unprecedented voluntary offers for support, including accommodation, led to extensive public–private voluntary initiatives and partly relieved the heavy burden on countries in the first days of mass arrivals.

Many private actors voluntarily offered support in kind or cash. Accommodation and other offers covered the gap in providing services during the first weeks, for example by providing meals, transportation, housing and hands-on support with procedures.

National authorities have launched dedicated platforms to coordinate offers and support requests by social organisations, enterprises and private persons in [Austria](#), [Belgium](#), [Czechia](#), [Estonia](#), [France](#), [Greece](#), [Italy](#), [Latvia](#), [Lithuania](#), [Luxembourg](#), [Poland](#), [Slovakia](#) and [Spain](#).

Initiatives were also undertaken by international organisations, such as the partnership of the [International Organization for Migration \(IOM\)](#) and Airbnb.org to connect people fleeing from Ukraine to free, short-term housing in Hungary, Moldova, Poland, Romania and Slovakia.

## 1.5. Addressing specific needs

Given the Ukrainian martial law and the general mobilisation of men to join the army, the overwhelming majority of arrivals from Ukraine have been women and children. To protect this group, dedicated information campaigns to raise awareness of the risks of human trafficking were launched initially in [Luxembourg](#), [Slovakia](#), [Poland](#) and [Switzerland](#), followed by other countries

The developments in Ukraine had adverse mental health impacts on individuals, both coming from Ukraine and in receiving communities. Initiatives were launched to provide psychological support through hotlines and deployed specialists to offer counselling in [Czechia](#), [Estonia](#), [Poland and Romania](#). Following the activation of the temporary protection directive, psychological support has been an integral part of health care services offered.



## 2. Implementation of the Temporary Protection Directive<sup>6</sup>

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

The [Council Implementing Decision \(EU\) 2022/382 of 4 March 2022](#) 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. [Iceland](#), [Norway](#) and [Switzerland](#) have introduced similar national provisions.

On 10 March 2022, the European Commission published [Information for people fleeing the war in Ukraine](#) to ensure consistency in the provision of information and the implementation of the directive across Member States.

This report focuses on the implementation of the directive at the national level, with an emphasis on the use of information tools, registration procedures, accommodation and access to relevant rights to identify convergences, innovative solutions and challenges.

The European Union Agency for Asylum (EUAA) has rapidly mobilised to offer support to Member States that are providing protection to over 5.6 million people who have 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 rapidly build capacity to cope with the sudden influx. The training is offered to both newly-recruited and existing asylum and reception staff. This tailored training is also available to staff of NGOs mandated by national authorities to provide support. A brochure outlining the training support offered in the context of the war in Ukraine is [here](#). To find out more about EUAA Training, please visit the [Training page](#) on the EUAA website where you can also download the Training Catalogue (available in all 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 11 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 in a third country, Moldova, supporting information provision in the context of the scheme for transfers to volunteering Member States.

<sup>6</sup> Analytical information and references to national legal frameworks by country are available on the Who is Who: Temporary protection platform at <https://whoiswho.euaa.europa.eu/Pages/Temporary-protection.aspx>





## 2.1. Enacting legislation to activate the Temporary Protection Directive

The [Temporary Protection Directive](#) was adopted in 2001 and [transposed](#) into national law in all Member States. Following the Council decision of 4 March 2022, the majority of countries enacted temporary protection for displaced persons from Ukraine at the national level through various legal acts, such as:

- ✓ Government or Ministerial Decisions (see [Bulgaria](#), [Croatia](#), Cyprus, [Finland](#), [France](#), [Greece](#), [Latvia](#), [Lithuania](#), [Poland](#), [Portugal](#), [Romania](#), Slovakia and [Slovenia](#));
- ✓ Law, Order or Decrees (see [Austria](#), [Czechia](#), [Estonia](#), [Germany](#), [Hungary](#), [Italy](#) and [Spain](#)); or
- ✓ Decision of the competent authority (e.g. Malta).

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

Countries also regulated relevant procedural aspects, such as registration for temporary protection, rights, aid and other benefits.

The government of 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 I 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 ”[Introduction of temporary collective protection for persons displaced from Ukraine, cf. Article 34](#)” [of the Immigration Act].

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 the ‘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.

## 2.2. Persons eligible for temporary protection

Under article 2, the Council implementing decision specifies the persons to whom temporary protection applies.<sup>7</sup> It also foresees that protection could be extended to other persons.

In this regard, several countries have extended temporary protection to:

- nationals of Ukraine who were lawfully residing in the host country and cannot return to Ukraine after the end of the visa-free stay or the expiry of the visa<sup>8</sup> (e.g. Austria);
- nationals of Ukraine with a valid residence title in the host country which is about to expire (e.g. Austria, Germany and Netherlands);
- nationals of Ukraine and their family members who have left Ukraine just before the war (e.g. Croatia, Germany and Luxembourg) or in line with Recital 14 of the Council decision, who left no longer than 90 days (e.g. Greece and Netherlands) before 24 February 2022 but cannot return to Ukraine due to the armed conflict;
- persons who were staying on the territory of the host country (Romania,<sup>9</sup> Spain<sup>10</sup> and Sweden<sup>11</sup>) or the EU (Germany and Greece) just before or not earlier than a month (Lithuania<sup>12</sup>) before 24 February 2022, for example on vacation or for business or family reasons; and

According to EPS data, by 19 June 2022 at least 97% of the registrations for temporary protection covered Ukrainian nationals. Among other registered nationalities, the most prominent were Moroccans, Nigerians and Russians (e.g. [week 23, 24](#)).

The European Network on Statelessness 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.

<sup>7</sup> All countries specify eligible persons in the national legal framework. For more information on each EU+ country, see [Who is Who: Temporary protection](#).

<sup>8</sup> In Estonia, temporary protection does not extend to Ukrainian citizens and their family members who lived or stayed in Ukraine before 24 February 2022. However, these citizens are still subject to the [order of the PBGB](#), which allows them to stay in Estonia temporarily, even if other grounds for stay (e.g. a visa waiver or visa) have expired.

<sup>9</sup> Reference is made to Ukrainian nationals who were in Romania before 24 February 2022.

<sup>10</sup> Reference is made to Ukrainian nationals who were in a situation of stay in Spain before 24 February 2022 and, as a result of the armed conflict, are unable to return to Ukraine.

<sup>11</sup> The Swedish government decided on 7 April 2022 to expand the categories of persons eligible for temporary protection (SFS 2022:256). According to the amending regulations in the Aliens Ordinance Act (Utlänningsförordningen 2006:97), temporary protection can be granted to a person who has travelled to Sweden during the period 30 October 2021 to 23 February 2022 and who after entry has continued to stay in the country, if they belong to a category of persons specified in Article 2(1) or (2) of the Council implementing decision (EU) 2022/382.

<sup>12</sup> Reference is made to persons having temporarily left Ukraine not earlier than 24 January 2022 and legally staying in the territory of the EU or in another third country when they fulfil the conditions set for temporary protection and entered Lithuania before 1 May 2022.



- Ukrainian nationals who were in an irregular situation (Spain) before 24 February 2022 and, because of the armed conflict, are unable to return to Ukraine.

In principle, [Denmark](#), [Iceland](#), [Norway](#) and [Switzerland](#)<sup>13</sup> follow the main provisions of the Council implementing decision. In Iceland, temporary protection is extended to those who fall into the eligible groups but were in Iceland on 24 February 2022 and had unresolved cases with the government or had a residence permit that cannot be extended.

### 2.3. Information tools in the digital era

According to Directive 2001/55/EC, Article 9, Member States must provide an information document/leaflet, in a language likely to be understood, to people who have been granted temporary protection. The leaflet should specify the relevant provisions related to temporary protection. Posters, leaflets and handbooks have been a common communication mean in most countries. To boost accessibility, printed material has been made available online through QR codes.

The evolution of digital and social communication has an impact on the channels which are used to reach the target audience. To this end, all EU+ countries launched dedicated web pages or websites to provide all information necessary on entry to the territory, documentation, protection schemes and practicalities. All websites are available in multiple languages, mainly Ukrainian, Russian, English and the official national language. Online information is enriched by the latest statistics on arrivals and registrations for temporary protection (see [Finland](#), [Greece](#), [Lithuania](#), [Spain](#), [Sweden](#) and [Switzerland](#)).

Social media and YouTube were additional platforms which were used to share information. For instance, [Lithuania](#) and [Latvia](#) shared video instructions on registration. In an effort to decentralise incoming flows, a video message by the General Federal Minister of the Interior in Germany was made available on [YouTube](#) to explain the support, reception and integration services which are available and to promote smaller and medium-sized cities and even rural regions as options. In [Czechia](#), virtual assistant technology was deployed on the helpline dedicated to Ukrainian refugees to answer questions through a voice bot.

In addition, several EU+ countries provided channels for personalised information through the creation of dedicated telephone lines (in Austria, Belgium, Bulgaria, Cyprus, Czechia, Estonia, Greece, Latvia, Lithuania, Luxembourg, Poland, Portugal, Slovenia, Spain and Switzerland) and e-mail contacts (in Bulgaria, Croatia, Czechia, Greece, Latvia, Portugal, Slovenia and Switzerland).

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<sup>13</sup> In Switzerland, the Federal Administrative Court reviewed cases of negative decisions when the applicants did not fulfil the eligibility requirements for 'protection status S.' On 20 May 2022, the Swiss Federal Administrative Court [confirmed](#), for example, that a Nigerian applicant claiming protection status S after fleeing Ukraine, where he resided for training in languages and economics, was not eligible for this form of protection in Switzerland because during the interview he confirmed that he did not have issues with the Nigerian authorities, so there were no impediments to being sent back to the country of origin. The court noted that not being able to attend the same type of studies in Nigeria as in Ukraine is not a relevant factor for the purpose of assessing the eligibility criteria for protection status S in Switzerland.

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

In line with the [COM 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 country in which they register for temporary protection. The booklets are also useful to national stakeholders and civil society organisations which are assisting with information provision. The list of QR codes at the end of each booklet re-direct 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>



## 2.4. 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 countries. Basic services, such as information provision, medical care and food, were also provided.

Following the activation of temporary protection, these structures transformed gradually into one-stop service points where various authorities operate under one roof. The services which are provided vary between the provision of information, registration, consultation on access to rights, counselling, referrals to accommodation, 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 and enable comprehensive orientation on rights and relevant procedures.

One-stop service points have been established, for example, in Belgium, Czechia, Estonia, France, Greece, Latvia, Lithuania, Norway, Portugal, Spain and Switzerland.

**Table 1. Responsible authority and services offered in one-stop service points**

Country	Authorities	Services provided (a service provided by a specific authority is indicated in the table)
<b>Austria</b>	<ul style="list-style-type: none"> <li>▪ <a href="#">Federal Agency for Reception and Support Services BBU</a></li> </ul>	<ul style="list-style-type: none"> <li>▪ Registration</li> <li>▪ Accommodation</li> <li>▪ Basic care (meals)</li> <li>▪ Medical care</li> </ul>
<b>Belgium</b> (Registration Centre Heysel)	<ul style="list-style-type: none"> <li>▪ Immigration Office</li> </ul>	<ul style="list-style-type: none"> <li>▪ Registration</li> <li>▪ Issuance of certificate for temporary protection</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Fedasil</li> </ul>	<ul style="list-style-type: none"> <li>▪ Accommodation/emergency accommodation</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Red Cross</li> </ul>	<ul style="list-style-type: none"> <li>▪ Basic care (catering, medical aid and ticketing).</li> </ul>
<b>Czechia</b> (KACPU - list of regional centres is available <a href="#">here</a> and <a href="#">here</a> )	<ul style="list-style-type: none"> <li>▪ Foreign Police</li> <li>▪ Department of Asylum and Migration Policy (OAMP)</li> <li>▪ Health Insurance Company (VZP)</li> <li>▪ Labour Office</li> <li>▪ Other institutions may also be present to provide essential services, including municipalities, firefighters, NGOs and the Red Cross</li> </ul>	<ul style="list-style-type: none"> <li>▪ Registration/residence permit</li> <li>▪ Health and security screening</li> <li>▪ Accommodation</li> <li>▪ Basic care (food packages, medicines, first aid, etc.)</li> <li>▪ Transport to the place of accommodation</li> <li>▪ Access to health care</li> <li>▪ Information of the Labour Office</li> <li>▪ Psychosocial support</li> <li>▪ Information provision</li> <li>▪ Children’s corner</li> <li>▪</li> </ul>



<a href="#">Estonia</a>	<ul style="list-style-type: none"> <li>▪ Police and Border Guard Board</li> <li>▪ Social Insurance Board</li> </ul>	<ul style="list-style-type: none"> <li>▪ Registration, issuance of personal identification number</li> <li>▪ Accommodation (for up to 24 hours)</li> <li>▪ Information provision, including access to rights</li> <li>▪ Registration in school and kindergarten</li> <li>▪ Public transportation card</li> </ul>
<b>Greece</b>	Greek Asylum Service	<ul style="list-style-type: none"> <li>▪ Registration/issuance temporary protection card</li> <li>▪ Information provision</li> <li>▪ Social security and tax number</li> <li>▪ Accommodation</li> </ul>
<b>France</b>	<ul style="list-style-type: none"> <li>▪ Prefecture</li> </ul>	<ul style="list-style-type: none"> <li>▪ Registration</li> <li>▪ Emergency accommodation</li> <li>▪ Financial aid</li> <li>▪ Basic care (meals, hygiene kits, etc.)</li> <li>▪ Medical and psychological care</li> <li>▪ Contact with social workers</li> </ul>
<b>Latvia</b>	<ul style="list-style-type: none"> <li>▪ Office of Citizenship and Migration Affairs (OCMA)</li> <li>▪ State Border Guard</li> </ul>	<ul style="list-style-type: none"> <li>▪ Issuance of residence permits/visa</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Municipal customer service specialists</li> </ul>	<ul style="list-style-type: none"> <li>▪ Registration of personal data</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Municipal Social Service</li> </ul>	<ul style="list-style-type: none"> <li>▪ Advise on the possibilities of receiving social benefits, the social support system in Latvia and other social care services.</li> <li>▪ Application for crisis benefits, guaranteed minimum income benefits, housing benefits, a certificate to receive EU food parcels, social rehabilitation and psychological support</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Municipal education specialists</li> </ul>	<ul style="list-style-type: none"> <li>▪ Receive consultations on registration for schools and kindergartens</li> </ul>
	<ul style="list-style-type: none"> <li>▪ State Employment Agency</li> </ul>	<ul style="list-style-type: none"> <li>▪ Receive consultations on employment, job opportunities and opportunities to apply for unemployment status</li> </ul>
	<ul style="list-style-type: none"> <li>▪ State Fire and Rescue Service</li> </ul>	<ul style="list-style-type: none"> <li>▪ Coordination of housing</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Specialists of the National Health Service</li> </ul>	<ul style="list-style-type: none"> <li>▪ Consultations on the possibilities to register with a family doctor</li> <li>▪ Medical services</li> <li>▪ Provision of medicine</li> </ul>
<ul style="list-style-type: none"> <li>▪ I Want to Help Refugees movement, other NGOs and other</li> </ul>	<ul style="list-style-type: none"> <li>▪ Informing volunteers about NGO support and liaising with organisations that can help with clothing, property, legal services or other support</li> <li>▪ Receive free Latvian SIM cards and e-tickets for the use of public transport</li> </ul>	
<b>Lithuania</b>	<ul style="list-style-type: none"> <li>▪ Migration Department</li> </ul>	<ul style="list-style-type: none"> <li>▪ Registration</li> <li>▪ Information provision</li> <li>▪ Temporary accommodation</li> <li>▪ 3-day food package</li> <li>▪ Essential medical aid</li> </ul>
<b>Norway</b>	<ul style="list-style-type: none"> <li>▪ National Police Immigration Service</li> <li>▪ Norwegian Directorate of Immigration (UDI)</li> </ul>	<ul style="list-style-type: none"> <li>▪ Accommodation</li> <li>▪ Security check/fingerprinting</li> <li>▪ Issuance of asylum seeker certificate</li> <li>▪ Accommodation</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Norwegian Organization for Asylum Seekers</li> </ul>	<ul style="list-style-type: none"> <li>▪ Information provision</li> </ul>
<b>Portugal (National Centres for the Integration of Migrants - CNAIM)</b>	<ul style="list-style-type: none"> <li>▪ Various offices, some under the responsibility of public institutions, others under the responsibility of the High Commissioner for Migration (ACM)</li> </ul>	<ul style="list-style-type: none"> <li>▪ Support, information, referral, advice, mediation activities</li> </ul>



<b>Spain (Centre for Reception, Attention and Referral)</b>	<ul style="list-style-type: none"> <li>▪ Ministry of the Interior</li> <li>▪ Ministry of the Inclusion, Social Security and Migrations</li> <li>▪ NGOs</li> </ul>	<ul style="list-style-type: none"> <li>▪ Initial orientation</li> <li>▪ Registration/residence permit</li> <li>▪ Registration for labour market</li> <li>▪ Reception</li> <li>▪ Referrals</li> </ul>
<b>Switzerland (Federal Asylum Centre)</b>	<ul style="list-style-type: none"> <li>▪ State Secretariat for Migration (SEM)</li> </ul>	<ul style="list-style-type: none"> <li>▪ Registration</li> <li>▪ Information provision</li> <li>▪ Temporary accommodation</li> <li>▪ Fingerprinting/security check</li> <li>▪ Protection status S</li> <li>▪ Legal aid</li> </ul>

## 2.5. Registration procedures

Under Directive 2001/55/EC, Article 10, Member States are obliged to register personal data (name, nationality, date and place of birth, marital status, and family relationship) of the people who were granted temporary protection. Member States must provide them with a residence permit for the duration of the protection and issue documents or other equivalent evidence for that purpose, in accordance with Directive 2001/55/EC, Article 8(1).

In practice, registration for temporary protection varies across EU+ countries in terms of the responsible authority, the documentation issued and processing times. In 18 EU+ countries, the authority that performs the registration also issues relevant documentation. In 7 countries, multiple authorities oversee the registration procedure. Furthermore, municipalities and local authorities are responsible for registration in France, Netherlands and Slovenia.

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

In some countries, a decision is issued by the competent authority upon examination of the request. To this end, the courts have reiterated the fact that procedural guarantees must be provided by first instance administrative authorities when issuing decisions on temporary protection. In Switzerland, the Federal Administrative Court [overturned](#) a decision rejecting a family's request for temporary protection due to the lack of adequate reasoning provided in the administrative decision. The court noted that the decision of the SEM was extremely brief and did not explain the legal basis for choosing to analyse the family's request only from the perspective of the father, who had Lithuanian citizenship, and not from the perspective of the wife and two children, who had Ukrainian citizenship. In essence, the SEM did not answer whether the three Ukrainian citizens were entitled to temporary protection.<sup>14</sup>

In some cases, additional procedural steps are needed, for example to register of the place of residence, physical issuance of the residence permit, etc.

To better manage the registration flows and accelerate face-to-face processes, 13 EU+ countries enabled e-services for online registration, pre-registration or bookings of appointments.

<sup>14</sup> In the same judgment, the Federal Administrative Court [noted](#) that the SEM had provided incorrect instructions on the legal remedies and deadline to appeal a first instance decision. The Federal Administrative Court extensively analysed the historical legislative process on appeal time limits in the asylum procedure and concluded that the Asylum Act, which is applicable to temporary protection and an appeal against the refusal of temporary protection, can be lodged with the court within 30 days.



Table 2. 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	
<b>Austria</b>	Police	Federal Office for Immigration and Asylum	<a href="#">Identity card for displaced persons</a>	Later stage (to be sent by mail)	<a href="#">Registration of the residence</a> in the municipality
<b>Belgium</b>	Immigration Office ( <a href="#">online appointment</a> )	Same as registering authority	Certificate of Temporary Protection	Upon registration	'A' card (residence card) by municipality
<b>Bulgaria</b>	<a href="#">Various authorities</a> : 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	
<b>Croatia</b>	Various authorities: Police or Ministry of the Interior  Online application at <a href="#">Croatia4Ukraine</a>	Same as registering authority	Identity card of an alien under temporary protection – serves as a residence permit	Shortly upon approval	
<b>Cyprus</b>	Various authorities: District Immigration Offices of the Police or Asylum Service  <a href="#">Online application on the website of the Asylum Service</a>	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. <a href="#">Residence permit</a> is issued by the Immigration Office of the Police and collected within 72 hours.
<b>Czechia</b>	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	
<b>Denmark</b>	Danish Immigration Service  <a href="#">Online</a> application for a residence permit as displaced person from Ukraine in Denmark	Same as registering authority	<a href="#">Decision</a> on the application for residence permit under the Special Act for displaced persons from Ukraine	Upon record of biometric data at the <a href="#">Danish Immigration Service's Citizens Service</a>	



<b>Estonia</b>	Police and Border Guard Board ( <a href="#">online booking system</a> 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
<b>Finland</b>	Police or border guard	Finnish Immigration Service	Decision on application	<a href="#">1 week</a> processing time and 1 week for mail	<a href="#">Once the decision has been made</a> , the Finnish Immigration Service will order a residence card. It currently takes about 2 weeks to obtain the card.
<b>France</b>	<a href="#">Prefecture</a>	Same as registering authority	Temporary residence permit	Upon registration	Referral French Office for Immigration and Integration (OFII)
<b>Germany</b>	<a href="#">Foreigners' authority (Ausländerbehörde)</a> 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		<a href="#">Registration for residence permit</a>
<b>Greece</b>	Asylum Service ( <a href="#">pre-registration electronic platform</a> )	Same as registering authority	Issuance of a temporary protection cards	Upon registration	
<b>Hungary</b>	National Directorate-General for Aliens Policing ( <a href="#">electronic pre-registration</a> )	Same as registering authority	Hungarian ID mentioning temporary protection status.	National Directorate-General for Aliens Policing <a href="#">examine and decide</a> on the application	
<b>Iceland</b>	Police ( <a href="#">Pre-registration form online</a> )	Directorate of Immigration	Residence permit for humanitarian reasons	Applications from displaced persons from Ukraine are processed on the same day of registration.	
<b>Ireland</b>	Immigration Office	Department of Justice	Letter confirming temporary protection	Upon registration	
<b>Italy</b>	Immigration Office of the Police	Same as registering authority	Residence permit	Upon registration	
<b>Latvia</b>	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.				
<b>Lithuania</b>	Migration Department	Same as registering authority	Residence permit or national visa	Upon registration	
<b>Luxembourg</b>	Directorate of Immigration, under the Ministry of Foreign and European Affairs	Same as registering authority	Temporary protection certificate	Upon registration	
<b>Malta</b>	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)	–The application for a residence permit is made at the Identity Malta Agency
<b>Netherlands</b>	Municipalities	Immigration and Naturalisation Service	Proof of residency (sticker on valid passport or card)	At a later stage	
<b>Norway</b>	Police (issues upon registration <a href="#">asylum seeker card</a> and a <a href="#">d-number</a> )	Norwegian Directorate of Immigration (UDI)	Decision letter	At a later stage Information is available on <a href="#">waiting time for applications for collective protection</a> .	
<b>Poland</b>	Office for Foreigners ( <a href="#">online form</a> )	Same as registering authority	<a href="#">Certificate</a> or identity document depending on the eligibility grounds	Upon registration or at a later stage if application online	
<b>Portugal</b>	Borders and Immigration Service (SEF) <a href="#">Online request</a>	Same as registering authority	Proof of acceptance and validation of the request	Upon registration	Residence permit once biometric data are collected.
<b>Romania</b>	General Inspectorate for Immigration	Same as registering authority	Residence permit	Upon registration	
<b>Slovakia</b>	Department of the Aliens Police ( <a href="#">online registration</a> )	Same as registering authority	A <a href="#">certificate of temporary</a> refuge	Upon registration	
<b>Slovenia</b>	Local police office or the closest <a href="#">administrative unit</a>	<a href="#">Administrative unit</a>	Temporary protection card valid as a temporary residence permit	Depending on authority registered	
<b>Spain</b>	Police  The same day the registration is done, a <a href="#">proof of submission of temporary</a>	Minister of the Interior at the proposal of the Interministerial Commission for	The Spanish Asylum Office, under the Ministry of the Interior, will process the	The Spanish Asylum Office will process the requests through an urgent procedure and resolutions will be	Issuance of a foreigner's identity card (TIE), once the temporary protection



	<a href="#">protection request</a> for displaced persons will be issued	Asylum and Refuge.	requests through an urgent procedure and resolutions will be issued within 24 hours. <a href="#">Online platform to check status is available.</a>	issued within 24 hours.	certificate is granted.
<b>Sweden</b>	Swedish Migration Agency  <a href="#">Online</a> 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
<b>Switzerland</b>	State Secretariat for Migration (SEM)  Application also online at <a href="#">RegisterMe</a>	State Secretariat for Migration (SEM)	Decision on S residence permit	Each application is assessed on an individual basis to decided eligibility for protection status S. This assessment generally lasts between 1-3 days.	Issuance of physical 'S permit' directly from the <a href="#">canton</a> .

## 2.6. Accommodation

According to Directive 2001/55/EC, Article 13, Member States must ensure that a person who is granted temporary protection has access to suitable accommodation or, if necessary, receives the means to obtain housing. As already noted, the creation of reception points and emergency structures has been critical for border and neighbouring countries facing mass arrivals of displaced people from Ukraine. One-stop service points further facilitated the short stay of arriving people, before being referred to accommodation. Voluntary accommodation offers gave some extra response time to countries to increase their capacity.

Gradually, 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) or exploring alternative arrangements through the municipalities or public calls for private entities (hotels and hostels) (see *Situational Updates*). In some cases, reception was organised outside of the international protection procedure. Regional and local authorities undertook to a different extent the coordination or provision of accommodation services in Austria, Belgium, Czechia, Denmark, Estonia, France, Ireland, Latvia, Netherlands, Sweden.

Private housing was also enabled either by providing structured<sup>15</sup> direct financial support to contracted participating entities (e.g. hotels and individuals) or to beneficiaries (in Bulgaria, Czechia, Denmark, Estonia, Ireland, Lithuania, Romania, Sweden and Switzerland). In the context of the Humanitarian Aid Programme, [Bulgaria](#) recompensed registered accommodation places in the National Tourist Register and in sites in the Register of Places of Accommodation, which were created for the purposes of the programme.

<sup>15</sup> This differs from the voluntary accommodation offer schemes.



## Understanding better the needs of displaced persons

As registration of displaced persons intensified, initiatives were also launched to gather information on the profiles of displaced persons to adapt the services provided. The [German Federal Ministry of the Interior](#) conducted a survey by interviewing a total of 1,936 Ukrainians in Berlin, Hamburg and Munich by using an online survey 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 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 Ukrainians fleeing the war are housed and spoke with 3,279 Ukrainian citizens. 940 persons have filled in 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 people fleeing the war in Ukraine into the EU 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](#).

Two [fact sheets](#) were published based on 2,369 eligible responses received between 11 April and 7 June 2022. The survey is still ongoing.



## 2.7. Access to temporary protection rights

The Temporary Protection Directive foresees relevant rights, such as access to the labour market, education and training (Article 12), medical care, social welfare and means of subsistence (Article 13), access to the education system (Article 14). In this regard, unhindered access to relevant services is ensured by documents issued (for example a temporary protection card or a residence card). For emergency medical care, access is provided even before the registration for temporary protection by presenting a relevant document, e.g. a passport.

EU+ countries have enhanced information activities and tools by focusing beyond procedural steps of the provisions. As indicated earlier, counselling and access to social services have been a part of one-stop service points. Furthermore, competent authorities have included dedicated sections on their websites ([see Who is Who: Temporary protection](#)).

For employment, several countries offer personalised counselling services provided in accommodation centres or by competent employment authorities (in [Austria](#), [Croatia](#), [Estonia](#), [Finland](#), [Latvia](#), Lithuania, Poland and [Sweden](#)) as well as dedicated platforms on job opportunities (in [Czechia](#), [France](#), [Latvia](#), Lithuania, [Luxembourg](#), [Portugal](#) and [Slovakia](#)).



## 2.8. Trafficking in human beings

Directive 2011/36/EU (the '[EU Anti-Trafficking Directive](#)') is applicable to the situation of persons fleeing Ukraine when the conditions are met. The national legislation transposing the EU Anti-Trafficking Directive includes measures to reduce the risks of, and demand for, all forms of exploitation related to trafficking in human beings. Several countries launched dedicated campaigns to raise awareness of the risks of becoming a victim of trafficking in human beings from the onset of mass arrivals from Ukraine.

To this end, dedicated leaflets and web pages were created to inform about anti-trafficking mechanisms and competent authorities to be contacted for help or to report suspicious cases, such as in [Austria](#) (leaflet), Belgium (on the dedicated website '[Info Ukraine](#)'), Bulgaria (on the [SAR website](#), [Bulgaria for Ukraine website](#)), Denmark ([Guide](#) and [dedicated contact lines](#)), [Finland \(FIS website\)](#), [Germany](#) (leaflet), Greece ([poster and helpline](#)), [Iceland](#) (guidelines on indicators of trafficking), Lithuania ([Migration Department website](#) and helpline for victims), Luxembourg ([website](#) and [dedicates resources](#)), Poland ([Flyer](#) and [online](#) by the Border Guard), [Portugal](#) (brochure and [website 'Portugal for Ukraine'](#)), Romania ([main website for TPD](#), website of the National Anti-Trafficking Agency), Slovakia ([leaflets](#), [website](#) and helpline), Spain ([website](#)) Sweden (Swedish Gender Equality [Agency](#) available [online](#) and helpline), and [Switzerland](#) (online by the [cantons](#), [Conference of Cantonal Directors of Social Affairs](#), SEM [campaign page](#), leaflets).

Similar initiatives were undertaken by other stakeholders. In [Germany](#), the IOM and the Violence against Women Support Hotline published a [leaflet](#) in German, Ukrainian, Russian and English with important safety information for displaced persons from Ukraine. In the [Netherlands](#), a leaflet with essential information and points of contact was developed on the initiative of [CoMensha](#), in collaboration with the [Red Cross](#), the [Salvation Army](#), [Vluchtelingenwerk Nederland](#), [FairWork](#) and [La Strada International](#). The [Swedish Gender and Equality Agency](#) developed flyers and posters in several languages to download and distribute.

## 3. Interplay with the international protection procedure

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

According to EPS data, Ukrainian asylum applications have gradually been declining after the peak in week 9 following the Russian invasion. By week [24](#), Ukrainian asylum applications stabilised at around 300, which is still higher than immediately prior to the war. Ukraine was the 14<sup>th</sup> top country of origin of asylum applicants in the EU+ in week 24. Nevertheless, Ukraine was the fourth top country of origin of asylum applicants so far in 2022.



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, in particular related to:

- > The suspension of processing asylum applications for Ukrainian nationals.** Following the events of 24 February 2022, the processing of applications for international protection by Ukrainian nationals was suspended in [Belgium](#) (including personal interviews), [Denmark](#), [Finland](#), [Italy](#), [Spain](#) and [Sweden](#). In the [Netherlands](#), the decision period for pending asylum applications for this group of applicants was extended for a period of 1 year.
- > Asylum decisions being overturned by the courts to grant subsidiary protection.** 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 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.
- > The removal of Ukraine from the national safe country of origin list.** This was the case in [Austria](#), [Cyprus](#), [Italy](#), [Iceland](#) and the [Netherlands](#) (designation for 6 months until a new reassessment takes place). Furthermore, on 10 March 2022, the Czech Supreme Administrative Court [annulled](#) a decision rejecting a request for asylum lodged by a Ukrainian applicant, as Ukraine was no longer considered to be a safe country of origin. The court noted that after 24 February 2022 the circumstances had changed and referred the case back for further examination.
- > Dublin transfers to border countries affected by the wave of displaced persons from Ukraine.** Different approaches have been taken by courts which reviewed Dublin transfers to countries affected by the high influx of persons fleeing Ukraine. The German Regional Administrative Court of Aachen [cancelled](#) a Dublin transfer to Poland as Poland requested to suspend Dublin transfers due to the influx of displaced persons from Ukraine. However, in the Netherlands, the Council of State [rejected](#) an appeal against a Dublin transfer where 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 is no reason for the Dutch authorities to take charge of the processing of the asylum application.



## Concluding remarks: The way forward

EU+ countries have been directly affected by the Ukrainian refugee surge, with more than 7.5 million border crossings and people seeking protection. Following the recent pressure on asylum and reception systems due to the [COVID-19](#) pandemic and the situation in [Afghanistan](#), the mass influx of displaced persons from Ukraine tested again the strengths of EU+ countries in managing the volatile situation at the external borders and stepping up to provide protection to those in need. A thorough analysis of response measures is necessary to take stock of best practices and draw lessons for the future in the context of the ongoing CEAS reform.

As the war protracts, challenges mount for EU+ countries as the continued needs of people arriving from Ukraine are coupled with pre-existing pressures on reception systems. From spring 2020, the COVID-19 pandemic and related restrictions resulted in a sharp decrease in implementing Dublin transfers and forced returns. This contributed to a low outflow from reception centres, leaving many countries with saturated reception systems.

Innovative approaches can enrich the existing toolbox to address future migration crises as envisaged in the [Migration Preparedness and Crisis Blueprint](#) and advance effective operational responses. Based on the responses to the influx of displaced persons from Ukraine, it is clear that:

- The Temporary Protection Directive offered a clear legal framework for protection and enabled convergences in operational responses and relevant procedures.
- Contingency planning and preparedness are critical for immediate crisis response.
- Synergies beyond central organisational units are necessary, as reflected in the increasing responsibilities undertaken by local authorities in the current crisis.
- Public–private voluntary partnerships may temporarily ease the heavy burden on countries, but voluntary support offers require coordination, clear information and monitoring through control mechanisms.
- IT tools that emerged as a necessity during the COVID-19 pandemic retain an important role in accelerating some procedures.
- Digital means have become indispensable for the provision of information and reaching target audiences.
- One-stop service points are valuable for reception, registration, the provision of information and emergency accommodation of arriving displaced persons.
- Anti-trafficking measures should underpin all relevant initiatives, particularly when inflows constitute a majority of vulnerable groups, such as women and children.
- EU Agencies support enables EUMS to scale up information exchange and cooperation, capacity building as well as on site operational support.

