

# Temporary Protection Netherlands

2025 Update

This annex on temporary protection complements and should be read together with the [AIDA Country Report on Netherlands](#).

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# Temporary Protection Procedure

## A. General

In the Netherlands, the Temporary Protection Directive (TPD) was introduced in national law in 2004/2005, through Articles 3, 43a and 45 (6) of the Aliens Act and Article 3.1a Aliens Decree and Article 3.9a Aliens Regulation. Displaced people who fall under the scope of the TPD are considered asylum seekers under a specific asylum regime. People falling under the scope of the TPD have right of residence in the Netherlands as asylum seekers having been granted temporary protection. As such, they can claim the rights laid down in the TPD. They do not obtain a regular or asylum residence permit.

Title (EN)	Original Title (NL)	Web link
Aliens Act 2000	Vreemdelingenwet 2000	<a href="https://bit.ly/4jtwO1R">https://bit.ly/4jtwO1R</a> (NL) <a href="https://bit.ly/4qCuWGb">https://bit.ly/4qCuWGb</a> (EN)
Aliens Decree 2000	Vreemdelingenbesluit 2000	<a href="https://bit.ly/4qJjfO9">https://bit.ly/4qJjfO9</a> (NL)
Aliens Regulation 2000	Voorschrift Vreemdelingen 2000	<a href="https://bit.ly/4aOAzfU">https://bit.ly/4aOAzfU</a> (NL)
Regulation for the Reception of Displaced Persons from Ukraine	Regeling Opvang Ontheemden Oekraïne	<a href="https://bit.ly/3YsGm3n">https://bit.ly/3YsGm3n</a> (NL)
IND Work Instruction 2025/6 (valid from 21 August 2025 until 21 August 2026)	Werkinstructie 2025/6	<a href="https://bit.ly/4qhiplK">https://bit.ly/4qhiplK</a> (NL)
Temporary Act on the Reception of Displaced Persons from Ukraine	Tijdelijke Wet Opvang Ontheemden Oekraïne (TWOOO)	<a href="https://bit.ly/4qdFNH0">https://bit.ly/4qdFNH0</a> (NL)

As a result of the Implementing Decision (EU) 2022/382, detailed national measures have been introduced.

### *Scope of temporary protection in the national context*

1. Ukrainian nationals who resided in Ukraine on 23 February 2022;
2. Ukrainians who left Ukraine on or after 27 November 2021;
3. Ukrainians who can prove that they were already in the Netherlands before 27 November 2021 and not in another EU country;
4. Non-UA nationals who, on 23 February 2022, had been recognised as refugees by Ukraine;
5. Non-UA nationals who held a valid, permanent Ukrainian residence permit on 23 February 2022 and who had not left Ukraine before 27 November 2021 or had not returned to their country of origin by 23 February 2022;
6. Minor children, the spouse or partner with a long-term relationship of a person falling under the scope of the TPD, who lived together in Ukraine before the start of the war;
7. Other family members (largely) dependent on a person who is part of the above-mentioned groups.<sup>1</sup>

### *National procedure for temporary protection*

The Dutch government introduced a specific national procedure for displaced people from Ukraine. After an initial assessment conducted by a municipality (local council) as to whether the person concerned falls under the scope of the TPD, displaced persons from Ukraine are registered by the municipality in the Personal Records Database (in Dutch: *Basisregistratie Personen* or BRP). Thereafter, the person concerned must obtain proof of residency (proof of having been granted temporary protection) from the immigration authorities (IND). At that moment, the IND also assesses and establishes whether the person

<sup>1</sup> Dutch Parliament, 'Aanpak opvang ontheemden uit Oekraïne', 30 March 2022, available in Dutch at: <https://bit.ly/4psBma8>.

concerned falls under the scope of the TPD. The beneficiary must at that moment also submit an asylum application. This is a prerequisite for obtaining temporary protection in the Netherlands.

In case a displaced person does not collect their proof of residency and/or refuses to continue the asylum procedure, the IND will no longer assess their request for temporary protection as well as their asylum application. As a result, they are no longer entitled to the rights laid down in the TPD nor the rights connected to the legal status of asylum seeker. Their registration in the BRP no longer reflects their entitlement to temporary protection. From then on, they reside illegally in the Netherlands and will receive a return decision from the IND.

As of 7 December 2025, 131,330 displaced persons from Ukraine (nationals and non-nationals from UA) were actively registered in the BRP in the Netherlands.<sup>2</sup>

#### *UA nationals beyond the scope of TPD*

Ukrainian nationals who left Ukraine prior to 27 November 2021 do not fall within the scope of the TPD, unless they had been staying in the Netherlands before this date. They can submit an asylum application at the centre in Ter Apel. No information is available on the numbers of this group of displaced persons.

#### *Third Country nationals from Ukraine (non-UA nationals)*

Initially, displaced non-UA nationals holding a valid Ukrainian residence permit on 23 February 2022 – regardless of whether this was a temporary or a permanent Ukrainian residence permit – were entitled to temporary protection in the Netherlands. However, since 19 July 2022 the scope of the TPD concerning non-UA nationals has changed.<sup>3</sup> The situation remains the same for non-Ukrainian nationals with a permanent Ukrainian residence permit. As of 4 March 2024, non-Ukrainian nationals who held a temporary residence permit in Ukraine no longer fall within the scope of the TPD in the Netherlands (see [Qualification for temporary protection](#)).

#### *Russian nationals*

Russian nationals who had a valid permanent Ukrainian residence permit on 23 February 2022 or who are family members of a beneficiary of temporary protection are entitled to temporary protection in the Netherlands. Russian nationals who do not fall within the scope of the TPD can submit an asylum application at the application centre in Ter Apel. In 2023, 330 and in 2024, 241 Russian nationals applied for asylum in the Netherlands. In 2025, 187 Russian nationals filed an asylum application in the Netherlands.<sup>4</sup>

## **B. Qualification for temporary protection**

As previously indicated, different groups qualify for temporary protection in the Netherlands as of 19 July 2022:

1. Ukrainian nationals who:
  - ❖ Resided in Ukraine on 23 February 2022; or
  - ❖ Fled Ukraine on or after 27 November 2021 because of rising tensions or who travelled to the territory of the European Union for another reason (e.g., for vacation or work) in the period from 27 November 2021 to 23 February 2022; or
  - ❖ Can prove that they already resided in the Netherlands before 27 November 2021, for example through a previously submitted asylum application, on the basis of a regular residence permit or a residence permit that has been terminated.

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<sup>2</sup> Dutch government, 'Cijfers opvang vluchtelingen uit Oekraïne in Nederland', only available in Dutch at:

<sup>3</sup> Dutch Parliament, 'Kamerbrief over aanpassing doelgroep beschermingsrichtlijn. Aanpassing Doelgroep Beschermingsrichtlijn', 18 July 2022, available in Dutch at: <https://bit.ly/3zuFUVF>; see also Staatscourant 2022, 22623, amendment of Article 3.9a of the Aliens Decree, information only available in Dutch at: <https://bit.ly/3nIKVr2>.

<sup>4</sup> IND, *Asylum Trends, Monthly Report on Asylum Applications in the Netherlands*, November 2025, available at: <https://bit.ly/49O2Dhx>.

2. Stateless or non-UA nationals who:
  - ❖ On 23 February 2022 enjoyed international protection or equivalent national protection in Ukraine; or
  - ❖ Had a valid Ukrainian permanent residence permit as of 23 February 2022 and:
    - with respect to whom there is no evidence that they left Ukraine before 27 November 2021, and;
    - with respect to whom there is no evidence that they returned to their country of origin after 23 February 2022.
  
3. Family members of beneficiaries of temporary protection (see also [Family Reunification](#)):
  - ❖ Spouse or partner with whom a long-term relationship is maintained.
  - ❖ Minor (unmarried) children (born within or outside marriage or adopted).
  - ❖ Other family members who lived with the beneficiary and are (largely) dependent on them.

As can be observed from the information listed above, the scope of the TPD in the Dutch context is broader compared to the Council Implementing Decision 2022/382 on two aspects. First, Ukrainian nationals who had already fled Ukraine before 24 February 2022 may be granted temporary protection in the Netherlands. Second, non-UA nationals who held a valid Ukrainian permanent residence permit on 23 February 2022 are entitled to temporary protection in the Netherlands without it having been established whether they can return safely and durably to their country or region of origin. As described above, until 4 March 2024 non-UA nationals who had a temporary Ukrainian residence permit initially also fell within the scope of the TPD.

*Caselaw on the implementation of the reference date of 27 november 2021*

Overall, the reference date of 27 November 2021 is interpreted quite strict in the Dutch implementation of the TPD. DCR is aware of several cases in which the IND refused Ukrainian nationals temporary protection in the Netherlands on the ground that they had already left Ukraine prior to 27 November 2021 to work or study in another EU Member State. In these cases, the IND took the view that these persons were not displaced because of the Russian invasion in Ukraine on 24 February 2022.

In a number of these cases, an appeal as well as a request for a provisional measure to maintain entitlement to rights under the TPD pending the appeal was lodged with the court. In May 2025, the Regional court Arnhem ruled that displaced persons who left Ukraine before this reference date may be considered to have their main residence elsewhere, meaning that they are not to be considered “displaced”. Insofar as the displaced person argued that it would be disproportionately burdensome to return to Ukraine, the court held that the contested decision is not a return decision and that the Minister is therefore not ordering them to return to Ukraine. The fact that the Minister chose to apply the Directive generously does not mean that they must offer temporary protection to more groups than they have done so far. Although the displaced person has been severely affected by the war and cannot return to her country, this does not mean that the Minister is obliged to offer them temporary protection.<sup>5</sup>

Many regional courts granted provisional measures pending appeals because they considered the persons concerned had not been given the opportunity to explain their personal circumstances. Most had had a very brief conversation of 2 to 5 minutes with an IND official, which was not considered sufficient. The refusal decisions had therefore not been taken with due diligence.<sup>6</sup> However, some courts also denied such requests for provisional measures. The Regional Court Middelburg considered that the reception facility was fully occupied and that the persons concerned, who had already applied for asylum, would be

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<sup>5</sup> Regional court Arnhem, 7 May 2025, ECLI:NL:RBDHA:2025:8058, available in Dutch at: <https://bit.ly/4sGLzT8>.

<sup>6</sup> Regional Court Den Haag, NL22.22311, NL22.22312, NL22.22313, 6 December 2022, ECLI:NL:RBDHA:2022:14589, available in Dutch at: <https://bit.ly/4dgbGsm>; Regional Court Amsterdam, NL22.22330, 20 January 2023 (only on *Vluchtweb*); Regional Court Amsterdam, NL23.646, 28 February 2023, ECLI:NL:RBDHA:2023:3815, available in Dutch at: <https://bit.ly/4dfQv9M>; Regional Court Den Bosch, NL22.22846, 2 February 2023, ECLI:NL:RBDHA:2023:1008; available in Dutch at: <https://bit.ly/3Uiusqm>.

entitled to reception by the COA.<sup>7</sup> The Regional Court Utrecht denied a provisional measure as the persons concerned had left Ukraine before 27 November 2021, and had worked in Poland prior to their arrival in the Netherlands. The court concluded that they did not fall within the scope of the TPD in the Netherlands and should instead apply for (temporary) protection in Poland.<sup>8</sup>

In 2023, most requests for provisional measures submitted by people who had left Ukraine prior to 27 November 2021 were rejected. According to the regional courts, these people had not been displaced as a result of the invasion on 24 February 2022.<sup>9</sup> Some courts found that the Secretary of State should assess all relevant individual circumstances when refusing temporary protection in an interview with an IND official.<sup>10</sup> Nevertheless, the Council of State confirmed that the Minister is allowed to set the reference date of 27 November 2021 as a limit to obtain temporary protection in the Netherlands.<sup>11</sup>

At the same time, some courts did grant the requested provisional measures in 2023. Interestingly, the regional court of Den Haag<sup>12</sup> found that, when assessing whether a person qualifies as “displaced,” it is relevant to determine whether the individual lost the centre of their personal and social interests as a result of the conflict. In other words, it is necessary to assess whether they lost 'their home'. This is not the same as the question of whether they still own a house in Ukraine. Other relevant questions are: where are they registered? Do they still feel connected to Ukraine? Do they still have family in Ukraine? These factors may be relevant, but not decisive in determining whether someone has been displaced by the conflict, according to the regional court Den Haag. The court held that the Minister should address all such relevant elements during interviews with the persons concerned. The regional court of Den Haag also confirmed this stance in a more recent case from October 2025.<sup>13</sup> In this case, the displaced person moved to Poland to study on 2 October 2021 and was residing in Ukraine from 24 December 2021, to 11 January 2022. The court held that the displaced person did not lose their “home” as a result of the conflict, because they left Ukraine before the reference date in order to live abroad for a longer period of time to study and did not substantiate an intention to resettle in Ukraine.

DCR does not have information on how often or in which kind of cases displaced people from Ukraine who are refused temporary protection as they left the country before the reference date are interviewed when they object to the decision of refusal to grant temporary protection.

Cases in which the TPD applicant was not in Ukraine on the reference date of 27 November 2021 but returned to Ukraine after can have a different outcome. In such cases, a displaced person could be eligible for temporary protection when the person concerned had the intention to permanently return to Ukraine and has its main residence in Ukraine. Courts supported this interpretation through their decisions.<sup>14</sup> This exception has also been included in Work instruction 2025/6.<sup>15</sup>

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<sup>7</sup> Regional Court Den Haag Middelburg, AWB 23/1704, AWB 23/1696, AWB 23/1700, AWB 23/1702, AWB 23/1697, 24 February 2023, ECLI:NL:RBDHA:2023:2526, available in Dutch at: <https://bit.ly/4aUFmJM>. In each judgment similar reasoning is provided by the Regional Court Middelburg.

<sup>8</sup> Regional Court Utrecht, NL22.22224 and NL22.22246, 30 January 2023, ECLI:NL:RBDHA:2023:871, available in Dutch at: <https://bit.ly/3wd08Fu>.

<sup>9</sup> Regional Court Den Haag, Middelburg, NL23.4045, 19 July 2024, ECLI:NL:RBDHA:2023:10987, available in Dutch at: <https://bit.ly/3UCYd6v>; Regional Court Den Haag, Amsterdam, NL23.21873 and NL23.16070, 12 September 2023, ECLI:NL:RBDHA:2023:19455, available in Dutch at: <https://bit.ly/44mJLmg> and Regional Court Den Haag, Groningen, NL23.18797, 6 February 2024, ECLI:NL:RBDHA:2024:1241, available in Dutch at: <https://bit.ly/4dbTaS1>.

<sup>10</sup> Regional Court Den Haag, Amsterdam, NL23.2108, 3 April 2023 and Regional Court Den Haag, Roermond, NL22.23587, ECLI:NL:RBDHA:2023:4686.

<sup>11</sup> Council of State, 6 May 2024, 202402473/1, ECLI:NL:2024:1990.

<sup>12</sup> Regional Court Den Haag, NL23.21314, 20 October 2023, ECLI:NL:RBDHA:2023:17425, available in Dutch at: <https://bit.ly/44iRkum>.

<sup>13</sup> District Court Den Haag, 29 October 2025, ECLI: NL:RBDHA:2025:21717, available in Dutch at: <https://bit.ly/3YBkLgC>.

<sup>14</sup> See for example: Regional Court Arnhem, 1 October 2024, ECLI:NL:RBDHA:2024:18047; Regional Court Groningen, 16 August 2024, ECLI:NL:RBDHA:2024:13059; Regional Court Amsterdam, 12 September 2023; ECLI:NL:RBDHA:2023:19455.

<sup>15</sup> IND, Workinstruction 2025/6, *Oekraïne en de Richtlijn Tijdelijke Bescherming*, Information only available in the Dutch language at <https://bit.ly/459LhtT>.

In another case, temporary protection was refused because the Minister considered the Ukrainian national to be a threat to the public order and/or national security. Indeed, in the standard refusal decision, the option ‘threat to public order and/or national security’ was selected. The IND additionally added a handwritten motivation that the person concerned was sentenced to a prison term of more than 10 months in Hungary. The regional court Roermond considered this decision refusing temporary protection was not sufficiently substantiated and not in accordance with Article 28 TPD. The court also ruled that the Ukrainian national should have had the opportunity to address his individual circumstances in an interview with the IND.<sup>16</sup>

Another case concerned a Ukrainian family, consisting of a man, his wife and their child. The man had left Ukraine on 14 September 2021 because he went to work abroad, while his wife and child remained in Ukraine. After the invasion the wife and child were granted temporary protection in the Netherlands. The man (husband and father) was refused temporary protection because he had left Ukraine prior to 27 November 2021. In the man’s case, reference was made to Article 2(1)(c) of the Council Implementing Decision (EU) 2022/382, which states that family members of beneficiaries of temporary protection are also entitled to temporary protection. According to the regional court the condition that family members must have lived together in Ukraine before the invasion was applied too strictly in this case. According to the court the Secretary of State should assess to what extent the husband/father’s departure abroad entailed an actual ending of the cohabitation in Ukraine.<sup>17</sup> (For a discussion of the developments on the cohabitation criterion in 2025, see [Family Reunification](#)).

#### *Situation of non-Ukrainian nationals who held a temporary residence permit in Ukraine as of 23 February 2022*

Initially, displaced non-UA nationals who had a valid Ukrainian residence permit on 23 February 2022 – regardless of whether this was a temporary or a permanent Ukrainian residence permit – were entitled to temporary protection in the Netherlands. However, in 2022, the ministry announced that non-UA nationals holding a temporary Ukrainian residence permit, who had not been registered in the BRP before 19 July 2022, would no longer fall within the national scope of the TPD.<sup>18</sup> Their right to temporary protection would end on 4 March 2023. This decision was motivated by logistical problems, a lack of sufficient reception places for asylum seekers, as well as the backlog at the IND in assessing asylum applications.<sup>19</sup> However, at the beginning of 2023 the former Secretary of State (hereafter ‘Minister of Asylum and Migration’ or ‘Minister’) announced that temporary protection for this group would be extended until 4 September 2023. The idea was that the Council of State would rule before this date on the termination of TPD for this group. Instead, the ruling was not issued until 17 January 2024. In the summer of 2023, the IND issued decisions to these non-UA nationals stating that their right to temporary protection would end on 4 September 2023. Appeal procedures were initiated in many of these cases, resulting in divergent case law from the regional courts.

On 17 January 2024, the Council of State ruled<sup>20</sup> that the Minister was not authorised to terminate temporary protection for non-UA nationals with a temporary Ukrainian residence permit who had registered in the BRP before 19 July 2022 on 4 September 2023. However, the Council of State did not conclude that the temporary protection of this group could only be terminated at the same time as that of other displaced persons covered by the mandatory scope of the TPD. The Council of State concluded from the Extension Decree ((EU) 2023/2409), issued on 19 October 2023, that the extension of temporary protection until 4 March 2025 applies only to individuals who were still entitled to temporary protection on 19 October 2023. However, as of 19 July 2022, the Netherlands stopped granting temporary protection

<sup>16</sup> Regional Court Den Haag, Roermond, NL23.2718, 7 June 2023, ECLI:NL:RBDHA:2023:8261, available in Dutch at: <https://bit.ly/3WklR82>.

<sup>17</sup> Regional Court Den Haag, NL23.13086, 28 September 2023, ECLI:NL:RBDHA:2023:21851, available in Dutch at: <https://bit.ly/3QmWujm>.

<sup>18</sup> Dutch Parliament, ‘Kamerbrief over aanpassing doelgroep beschermingsrichtlijn’, 18 July 2022, information available in the Dutch language: <https://bit.ly/44AgHKh>.

<sup>19</sup> Dutch Parliament, ‘Kamerbrief over uitwerking maatregelen opvangopgave’, 10 February 2023, number 44 75144, information available in Dutch at: <https://bit.ly/3Je4Kii> and IND, ‘Extension sticker or card temporary protection Ukraine’, last updated 8 January 2026, available at: <https://bit.ly/3NFWe07>.

<sup>20</sup> Council of State, 202305663/1/V/2, 17 January 2024, ECLI:NL:RVS:2024:32, available in Dutch at: <https://bit.ly/3UA6JDh>.

to the aforementioned group of non-UA nationals . As the Extension Decree dates from 19 October 2023, and the policy change applied from 19 July 2022, Article 1 of the Extension Decree and the extension it provides until 4 March 2025 do not apply to this group. According to the Council of State, this group's right to temporary protection thus automatically ended on 4 March 2024. In February 2024, the IND started imposing return decisions on these non-UA nationals. Effective 5 March 2024, this group remained in the Netherlands illegally, unless they filed an asylum request or achieved lawful residence in the Netherlands some other way.

Ultimately, as a result of the Council of State's ruling on 17 January 2024, the situation was as follows:

- ❖ Non-Ukrainian nationals with a temporary residence permit in Ukraine as of 23 February 2022 and had registered in the BRP before 19 July 2022 were to benefit from temporary protection until 4 March 2024. As of 5 March 2024, unless they found another ground to stay legally, they were residing illegally in the Netherlands and could be returned.
- ❖ Non-Ukrainian nationals with a temporary residence permit in Ukraine as of 23 February 2022, who had **not** registered in the BRP before 19 July 2022, have not been able to access temporary protection in the Netherlands.

Displaced persons affected by this decision lodged appeals against the individual return decisions and against the termination of their temporary protection from 4 March 2024. The regional court Roermond delivered judgments in three cases of individuals belonging to this group of non-UA nationals. The court ruled that the individuals concerned are entitled to temporary protection until 4 March 2025, just like any other beneficiary of temporary protection.<sup>21</sup> Other regional courts concluded similarly.<sup>22</sup> The Regional Courts Rotterdam, Zwolle, Den Haag, Utrecht and Arnhem ruled in accordance with the judgment of the Council of State of 17 January 2024.<sup>23</sup>

The Secretary of State (IND) appealed (at minimum) the decisions of the regional court Roermond before the Council of State. Non-UA nationals also appealed decisions of regional courts that ruled in accordance with the judgement of the Council of State of 17 January 2024.

The regional court Amsterdam raised preliminary questions to the Court of Justice of the EU. One of the questions concerned the application of the extension of the TPD by Council Decision (EU) 2023/2409 to this group of non-UA nationals.<sup>24</sup>

On 2 April 2024, the Council of State granted six provisional measures in cases in which an onward appeal was lodged against decisions of regional courts. In these rulings the Council of State referred to the preliminary questions raised by the Regional Court Amsterdam. The individuals in these six cases are allowed to stay in the Netherlands awaiting the preliminary ruling by the CJEU. As these individuals are allowed to stay in the Netherlands they are entitled the rights belonging to the TPD.<sup>25</sup>

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<sup>21</sup> Regional Court Den Haag, Roermond, NL23.24995 and NL24.7928, 19 March 2024, ECLI:NL:RBDHA:2024:3694, available in Dutch at: <https://bit.ly/3UBORbd>; NL23.24696 and NL24.7930, 19 March 2024, ECLI:NL:RBDHA:2024:3695, available in Dutch at: <https://bit.ly/4dkWfzg>; NL23.25900 and NL23.40788, 19 March 2024, ECLI:NL:RBDHA:2024:3696, available in Dutch at: <https://bit.ly/3UmJHOW>.

<sup>22</sup> See for example: Regional Court Den Haag, Den Bosch, NL23.24873, 25 March 2024, ECLI:NL:RBDHA:2024:4090, available in Dutch at: <https://bit.ly/3UhsmaK>; Regional Court Den Haag, Haarlem, NL23.26969, 27 March 2024, ECLI:NL:RBDHA:2024:4294, available in Dutch at: <https://bit.ly/4aUDRLS>.

<sup>23</sup> Regional Court Den Haag, Rotterdam, NL24.6802, 25 March 2024, ECLI:NL:RBDHA:2024:4053, available in Dutch at: <https://bit.ly/3JCKPhI>; Regional Court Den Haag, Utrecht, NL23.25570 and NL24.8178, 26 March 2024, ECLI:NL:RBDHA:2024:4212, available in Dutch at: <https://bit.ly/4dkWquq>; Regional Court Den Haag, Zwolle, NL24.6493, 27 March 2024, ECLI:NL:RBDHA:2024:4248, available in Dutch at: <https://bit.ly/44IVyBj>; Regional Court Den Haag, NL24.7849, 27 March 2024, ECLI:NL:RBDHA:2024:4276, available in Dutch at: <https://bit.ly/44rRZtx>; Regional Court Den Haag, Arnhem, NL23.29253 and NL24.9702, 28 March 2024, ECLI:NL:RBDHA:2024:4375, available in Dutch at: <https://bit.ly/44ouOvd>.

<sup>24</sup> Regional Court Den Haag, Amsterdam, NL24.5401, 29 March 2024, ECLI:NL:RBDHA:2024:4394, available in Dutch at: <https://bit.ly/3xX7j5c>.

<sup>25</sup> Council of State, 2 April 2024, ECLI:NL:RVS:2024:1366, available in Dutch at: <https://bit.ly/3ZhNCPV>.

On 25 April 2024 the Council of State also raised preliminary questions to the CJEU.<sup>26</sup> Following this judgment, the Minister of Asylum and Migration announced that this group of non-UA nationals was allowed to remain in the Netherlands under temporary protection until 4 March 2025 while awaiting the CJEU judgment.<sup>27</sup> On 19 December 2024, the CJEU ruled in *Kaduna and Abkez* (C-244/24 and C-290/24) that the Minister was allowed to end the temporary protection of this specific group of non-Ukrainian nationals at any moment and before the maximum duration of the temporary protection mechanism established at Union level has been reached. It also found that Member States cannot issue a return decision to a third-country national, who has legal residence based on an optional temporary protection measure, before that protection has ended. This is relevant, even where it appears that it will cease to have effect on a date in the near future, and even if the effects of that decision are suspended until that date.<sup>28</sup>

The former State Secretary had already suspended the consequences of ending temporary protection for this particular group (in Dutch referred to as: 'bevieringsmaatregel'). According to information provided by the Dutch government, this measure applied to 1,500 to 2,000 non-UA nationals who still remained in the Netherlands.<sup>29</sup>

The government announced that they would retain their rights connected to the TPD until at least five weeks after the judgments from the Regional Court Amsterdam and the Council of State.<sup>30</sup> The Regional Court Amsterdam and the Council of State ruled in accordance with the judgment of the CJEU.<sup>31</sup> The suspension order (bevieringsmaatregel) ended on 4 September 2025.<sup>32</sup> In cases where an appeal was already pending before this, the individual remains lawfully in the Netherlands and retains the right to reception while awaiting the outcome of this procedure. Third-country nationals who had applied for a different residence permit before 4 September 2025 fall under the legal regime applicable to that application.<sup>33</sup> As far as known by DCR, no major issues have been raised after the suspension order ended. Possibly, non-UA nationals returned to their country of origin, applied for or obtained a residence permit or an asylum permit. However, clear information on what happened to this group after September 2025 is unavailable.

## C. Access to temporary protection and registration

### 1. Admission to territory

As of January 2025, there has been no report of people having fled Ukraine being refused entry at the Dutch border.

Ukrainian nationals fleeing Ukraine can enter the Netherlands freely if they are in possession of a biometric passport. They can stay in the Netherlands without a Schengen visa for 90 days during the visa-

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<sup>26</sup> Council of State, 202401901/1, 202402020/1, 202402066/1, 25 April 2024, ECLI:NL:RVS:2024:1742, available in Dutch at: <https://bit.ly/3y1JM2V>. The case is registered before the CJEU as case number C-290/24, *Abkez*, and its progress can be monitored [here](#).

<sup>27</sup> Parliament, 'Prejudiciële vragen Afdeling inzake derdelanders uit Oekraïne', 25 April 2024, information available in Dutch at: <https://bit.ly/4aP9INZ>.

<sup>28</sup> CJEU, 19 December 2024, C-244/24 and C-290/24, ECLI:EU:C:2024:1038, available at: <https://bit.ly/4hIMprJ>. See for the Advocate General's Opinion: CJEU, Opinion Advocate General, 22 October 2024, C-244/24 and C-290/24, ECLI:EU:2024:911, available at: <https://bit.ly/4I4ZxdQ>.

<sup>29</sup> Dutch Parliament, 'Kamerbrief over uitwerking maatregelen opvangopgave', 10 February 2023, number 44 75144, information available in Dutch at: <https://bit.ly/3Je4Kii>.

<sup>30</sup> Dutch parliament, 'Derderlanders Oekraïne', 20 December 2024, number 36394, 25, information only available in Dutch at: <https://bit.ly/4qtk29;> IND, Residency non-Ukrainians with temporary Ukrainian residence permit, information available at: <https://bit.ly/4iJaSi6>.

<sup>31</sup> Council of State, 202402020/3/V3, 23 April 2025, ECLI:NL:RVS:2025:1827; Regional Court Den Haag (Amsterdam), NL24.5401, 10 July 2025, ECLI:NL:RBDHA:2025:12445.

<sup>32</sup> Dutch Parliament, 'Vervolg derdelanders met tijdelijk verblijfsrecht in Oekraïne', 3 June 2025, ref.no 6413309, information only available in Dutch at: <https://bit.ly/49pnHKV>; IND, War in Ukraine: Residency non-Ukrainians with temporary Ukrainian residence permit, available in English at: <https://bit.ly/3Z6DCJ7>.

<sup>33</sup> IND, Residency non-Ukrainians with temporary Ukrainian residence permit, last updated 17 September 2025, available in English at: <https://bit.ly/4jpFbv8>.

exempt term. Ukrainian nationals with a biometric passport can request extension of their visa exempt term.<sup>34</sup> Ukrainian nationals fleeing Ukraine who do not hold a biometric passport and non-Ukrainian nationals – as a rule – must apply for a short stay visa (Schengen visa). The Schengen visa applies for 90 days. When these 90 days have (nearly) expired the visa's validity will be extended for another 90 days, after which another basis for legal residence is required, for example temporary protection or a residence permit.

## 2. Freedom of movement

Displaced persons from Ukraine who fall under the scope of the TPD in the Netherlands merely receive proof of residency. This is not a residence permit. In the Netherlands, displaced persons from Ukraine who fall under the scope of the TPD and want to benefit from its provisions must apply for asylum. Consequently, they are considered asylum seekers falling under a specific asylum regime. For them to travel within and outside the European Union they need a valid biometric travel document and a short stay (Schengen) visa.

When travelling outside the EU, there may be problems returning to an EU country, despite the Dutch proof of residency. DCR received information that individuals had been refused re-entry into the Schengen area via Poland or via Türkiye where border patrol raised questions about the residence permit issued by the Dutch authorities. Furthermore, DCR received information that, due to border controls introduced by the German authorities, TPD holders face more difficulties travelling via Germany. The Dutch authorities introduced internal border controls, but as far as known this has not caused any difficulties for TPD holders. DCR did not receive information about individuals facing issues while travelling within in the Netherlands.

### *Arrival at Schiphol International Airport*

Shortly after the Russian invasion of Ukraine displaced persons from Ukraine who arrived at Schiphol International Airport were generally granted access to the Netherlands. Since mid-January 2024, the Schengen Border Code has been applied again. To provide clarity on the resumption of these rules, the IND issued Information Notice (IB) 2024/25 in April 2024.<sup>35</sup> This means that during the border procedure it is determined whether the person falls within the scope of the TPD. During this assessment, the displaced person is detained at the border according to Article 6(3) Aliens Act.

In October 2024, the Council of State ruled that the Minister may not apply the border procedure to displaced persons from Ukraine who invoke the TPD and that they may not be placed in border detention on the basis of Article 6(3) Aliens Act.<sup>36</sup> Following this ruling, the IND issued IB 2024/76 in November 2024 and Information Notice IB 2024/25 was revoked.<sup>37</sup> With the entry into force of Workinstruction WI 2025/6 in August 2025, IB 2024/76 was revoked.<sup>38</sup> In practice, this means that the border procedure no longer applies to Ukrainian nationals arriving at Schiphol Airport who actively invoke protection under the TPD. Where a person does not invoke temporary protection upon arrival, the border procedure may still initially be applied, although it may subsequently be established that the person falls within the scope of the TPD.

## 3. Registration under temporary protection

Initially, upon entry in the Netherlands, displaced persons from Ukraine were referred to support centres at the Amsterdam and Utrecht Central Stations for the initial reception (also called 'HUB'). At the HUB, the Red Cross used to be available for questions in Ukrainian, Russian or English. The HUB used to refer

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<sup>34</sup> Dutch government, 'Frequently asked questions about the situation in Ukraine', available at: <http://bit.ly/3K5sJj8>.

<sup>35</sup> IND Information Notice 2024/25 (revoked), *Oekraïners in de Grensprocedure*, information not available anymore on the website of the IND.

<sup>36</sup> Council of State, 30 October 2024, BRS.24.000105, ECLI:NL:RVS:2024:4292.

<sup>37</sup> IND, Information Notice 2024/76, *Oekraïners in de Grensprocedure*, Information only available in the Dutch language at: <https://bit.ly/3PA5kt2>.

<sup>38</sup> IND, Workinstruction 2025/6, *Oekraïne en de Richtlijn Tijdelijke Bescherming*, Information only available in the Dutch language at <https://bit.ly/459LhtT>.

displaced people to a reception facility in a municipality, where they would be accommodated. In the HUB, displaced people were informed about [www.refugeehelp.nl](http://www.refugeehelp.nl), a website providing all necessary information for displaced persons from Ukraine (also available in Ukrainian).

This working method changed in 2024. On 20 October 2023 the HUB at Amsterdam Central Station closed, as there were no more places available in reception centres either in or close to the capital. The HUB at Utrecht Central Station also closed (27 February 2024) due to a shortage of reception places in Dutch municipalities. Initially, the HUB was closed only temporarily and vulnerable persons, such as families with minor children, could still find shelter at the HUB. DCR had set up an intervention/response team *sur place* (at the HUB Utrecht Central Station) to help those who wanted to report at the HUB in Utrecht for shelter but were refused. The team, consisting of DRC staff, tried to find shelter for people in need of accommodation. After the HUB was closed, the intervention/response team was disbanded.

Since then, displaced persons from Ukraine must report to a municipality on their own initiative. However, due to significant reception shortages a place in the reception facilities cannot be guaranteed and displaced persons are being denied reception by the municipalities (see also [Housing](#)). In case the displaced person is denied reception, at first the displaced person could contact the Red Cross for a hotel stay for a maximum of three nights. In the course of 2025, the Red Cross stopped facilitating hotel stays. Since November 2025, displaced persons can turn to the Red Cross for food aid.<sup>39</sup> The refusal of a place in the reception facilities by the municipality has a negative impact on displaced person. In Dutch implementation of the TPD, the displaced person must first be registered by a municipality before they have access to TPD related rights. The IND then assesses whether the person falls within the scope of the TPD. Afterwards, they are registered by the municipality in the Personal Records Database (*Basisregistratie Personen* or *BRP*). After registration in the BRP has taken place, the person concerned is entitled to the rights laid down in the TPD. Registration in the BRP is not possible if people are not accepted by a municipality. Moreover, without being registered in the BRP, displaced persons cannot access their rights as TP beneficiaries. DCR is thus concerned that, were these challenges to continue, people will be left without access to temporary protection and the associated rights.

#### *Registration process*

The municipality will only register a displaced person if their identity and nationality have been proven.<sup>40</sup> Registration in the BRP is considered as the start date of an (incomplete) asylum application.

If there is doubt as to whether a displaced person from Ukraine falls under the TPD, or if a displaced person clearly does not fall under the TPD, the municipality must request advice from the IND before deciding whether to register them in the BRP. This is referred to as *triage*.

Triage is not possible if the municipality was not able to establish the identity and nationality of the foreign national. In case of Ukrainian nationals triage only takes place when they evidently do not meet the conditions of the TPD. If there is only doubt about the validity of their registration, Ukrainian nationals must be registered in the BRP without triage. In case of third country nationals, triage can be requested when it is unclear whether they meet TPD conditions.<sup>41</sup>

The IND states in the triage instruction that they strive to schedule the triage interview within two working days. The interview takes place in Amsterdam. During the triage interview, the IND also assesses all available documents. The IND takes a decision that results in a recommendation to the municipality to either register the person concerned in the BRP (BRP code 46) or to refuse registration. This recommendation is not binding but, in practice, it is generally followed by municipalities.<sup>42</sup>

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<sup>39</sup> Information about food aid through the Red Cross in Dutch via: <https://bit.ly/49QqJZV>.

<sup>40</sup> More information on the BRP registration of beneficiaries of temporary protection can be found on the website of Rijksdienst voor Identiteitsgegevens, 'Basisregistratie Personen', instructions for municipal officials to register displaced persons from Ukraine in the Basisregistratie Personen, available in Dutch at: <https://bit.ly/458Grgs>.

<sup>41</sup> Rijksoverheid, *Instructie Triageproces* (Guidance on Triage Procedure), information available only in the Dutch language: <https://bit.ly/4g19Co1>.

<sup>42</sup> Ibid.

If the IND is of the opinion that the person concerned does not fall within the scope of the TPD a refusal decision is issued by the IND. This decision also imposes a return decision if there are no other current grounds for residence and no request for asylum has been made. See for the legal consequences of a refusal decision, below: Refusal of issuance of proof of residency by the IND.

If the IND is of the opinion that the displaced person falls within the scope of the TPD, the IND issues a positive advice and the municipality registers the displaced person in the BRP under residence code 46 (TPD). A triage is not possible if the municipality cannot establish the identity and nationality of the displaced person.<sup>43</sup> The displaced person is then referred to the application centre in Ter Apel to apply for asylum.

Within four weeks after registration in the BRP, the beneficiary must report to the IND. If the displaced person does not make an appointment with the IND within four weeks after registration in the BRP has taken place, both the asylum application and the request for temporary protection will be dismissed (in which case, in principle, a return decision will be issued).

The IND then assesses whether a displaced person falls within the scope of the TPD in line with Workinstruction 2025/6.<sup>44</sup> This means that the IND assesses/establishes whether:

- ❖ the displaced person falls within the TPD implemented in Dutch legislation;
- ❖ the displaced person has committed criminal offences as mentioned in Article 28 of the Temporary Protection Directive (2001/55/EG);
- ❖ the displaced person still has temporary protection in another EU Member State.

If the IND finds that the displaced person falls within the scope of the TPD, the person obtains proof of residency from the IND and must submit an asylum application with the IND by filling out a M35H-form.

To demonstrate that they qualify for temporary protection, displaced persons from Ukraine are required to provide the IND with documentation proving they are either:<sup>45</sup>

- ❖ A Ukrainian national who resided in Ukraine on 23 February 2022;
- ❖ A Ukrainian national who left Ukraine on or after 27 November 2021;
- ❖ A Ukrainian national who can prove that they were already in the Netherlands before 27 November 2021;
- ❖ A third-country national who, on 23 February 2022, had refugee status in Ukraine;
- ❖ A third-country national who held a valid permanent Ukrainian residence permit on 23 February 2022 and who did not:
  - Leave Ukraine before 27 November 2021; and
  - Return to their country of origin after 23 February 2022
- ❖ The partner, under-aged child or dependent relative of beneficiaries of the TPD.

### Documents

The municipality accepts the following documents to prove the identity of a displaced person: a biometric passport, a passport without biometrics, a domestic identity card, or a Ukrainian permanent residence permit or asylum permit that was valid on 23 February 2022.<sup>46</sup> If the displaced person does not possess one of these documents, a proof of identity and nationality obtained from the Ukrainian Embassy based in The Hague may suffice.

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<sup>43</sup> Rijksoverheid, *Instructie Triageproces* (Guidance on Triage Procedure), information available only in the Dutch language: <https://bit.ly/4g19Co1>.

<sup>44</sup> IND, Workinstruction 2025/6, *Oekraïne en de Richtlijn Tijdelijke Bescherming*, Information only available in the Dutch language at <https://bit.ly/459LhtT>.

<sup>45</sup> Rijksdienst voor Identiteitsgegevens, instructions for municipal officials to register displaced persons from Ukraine in the Basisregistratie Personen, available in Dutch at: <https://bit.ly/3lXPJIE>. On this specific webpage, a Q&A section for municipal officials is available, and it provides information on how to register displaced persons from Ukraine.

<sup>46</sup> IND, Richtlijn Tijdelijke Bescherming Oekraïne, last updated 11 December 2025, available in Dutch at: <https://bit.ly/4jHBgdh>.

To prove residence or arrival in a certain country on a certain date, the IND accepts non-formal documentary evidence, such as flight tickets, hotel reservations or bank statements. A non-exhaustive list of non-formal documents is included in Workinstruction 2025/6.<sup>47</sup>

Displaced families may experience difficulties later on if it cannot be deduced from the BRP that they are related. If this cannot be established, it may be difficult to make claims as to the composition of the household. This information is needed in various situations. For registration as family members in the BRP, documents issued by the home country must be submitted. Such documents must be apostilled or legalised. Displaced persons from Ukraine are exempted from this norm because of the ongoing war.<sup>48</sup> Source documents must additionally be translated. In the Netherlands, the translation of Ukrainian source documents by a sworn interpreter/translator is currently almost impossible because demand is greater than supply.<sup>49</sup> Therefore, a Declaration under Oath or Promise (*Verklaring Onder Ede* or VOE) at the municipality may suffice. When the document is translated, the procedure 'Update with a stronger source document' can be carried out. The municipality additionally corrects information in the BRP if the document shows other information than previously submitted in the VOE. If marital documents or identity documents or birth certificates of under-aged children are not available, a VOE may also suffice as substitution of those documents.<sup>50</sup>

#### *Documents for Ukrainian men between the ages of 18-60*

Since 16 June 2024, consular services of the Ukrainian Embassy in the Hague are no longer available to men between the ages of 18 and 60 who are subject to compulsory military service and did not generate a digital military registration document. This is based on Ukrainian regulations. In 2025, Ukrainian men between the ages of 18 and 60 could only obtain a "laissez-passer" or a certificate to return to Ukraine.<sup>51</sup> In the Netherlands, Ukrainian males aged between 18 and 60 can prove their identity with an expired passport, provided that it expired within the last year. Municipalities are advised to accept an expired passport for BRP-registrations.

If identity documents cannot be provided, the conditions for temporary protection are, in principle, not considered to be met and the IND will not grant temporary protection to the person concerned. In that case, the person may apply for asylum at the application centre in Ter Apel. If, during the asylum procedure, it is established that the person nevertheless falls within the scope of the TPD, temporary protection may still be granted. The person can then register in the BRP and obtain proof of residence under the TPD.<sup>52</sup>

#### **Proof of residency**

Upon registration by a municipality, the beneficiary is not provided with any specific documentation. Proof of residency (proof of having been granted temporary protection) can be obtained at a later stage after the assessment by the IND as described above. Proof of residency could take the form of a 'sticker' in a passport or a sticker on a separate piece of paper or card, referred to as 'O-document'). Which (initial) proof of residency is provided depends on several aspects. The IND explains this on their website:<sup>53</sup>

- ❖ Displaced people will receive a sticker in their passport if:

<sup>47</sup> IND, Workinstruction 2025/6, *Oekraïne en de Richtlijn Tijdelijke Bescherming*, Information only available in the Dutch language at: <https://bit.ly/459LhtT>.

<sup>48</sup> This is confirmed by the information on the website of Rijksdienst voor Identiteitsgegevens, 'Basisregistratie Personen', instructions for municipal officials to register displaced persons from Ukraine in the Basisregistratie Personen, available in Dutch at: <https://bit.ly/458Grgs>.

<sup>49</sup> This is confirmed by the information on the website of Rijksdienst voor Identiteitsgegevens, 'Basisregistratie Personen', instructions for municipal officials to register displaced persons from Ukraine in the Basisregistratie Personen, available in Dutch at: <https://bit.ly/458Grgs>.

<sup>50</sup> Rijksdienst voor Identiteitsgegevens, 'Basisregistratie Personen', instructions for municipal officials to register displaced persons from Ukraine in the Basisregistratie Personen, available in Dutch at: <https://bit.ly/458Grgs>.

<sup>51</sup> Ministry of Justice and Safety, 'QA's *Mobilisatiewet voor (o.a.) medeoverheden/betrokken organisaties*', information available in Dutch at: <https://bit.ly/49SFhbA>.

<sup>52</sup> Ministry of Justice and Safety, 'QA's *Mobilisatiewet voor (o.a.) medeoverheden/betrokken organisaties*', information available in Dutch at: <https://bit.ly/49SFhbA>.

<sup>53</sup> IND, 'War in Ukraine: appointment to collect proof of residency', last updated 30 December 2025, available at: <https://bit.ly/3ZP4vR8>.

- They are a Ukrainian woman aged 14 or over;
  - They are a Ukrainian man, aged 60 or over; or
  - They are Ukrainian boys aged 14 to 17 years old.
- ❖ Displaced people will receive a sticker on a separate piece of paper if:
- They are a Ukrainian man aged between 18 and 60 and they hold a Ukrainian biometric passport which is still valid for at least one year;
  - They are a Ukrainian woman, or a Ukrainian man under 18 or over 60, and they hold an expired biometric passport or their biometric passport will expire within one year;
  - They are Ukrainian and have an identity card (no biometric passport); or
  - They are Ukrainian nationals who only have a domestic passport.
- ❖ Displaced people will receive a card if:
- They are Ukrainian nationals, even though they do not have a biometric passport or identity card but do have a statement from the Ukrainian embassy to prove their nationality;
  - They are Ukrainian nationals and they do not hold a biometric passport, identity card or statement from the Ukrainian embassy. Nevertheless, based on their documents it is established they fall under the scope of the TPD;
  - They are a Ukrainian man aged between 18 and 60 and who have an expired biometric passport, or a passport that expires within one year;
  - They are a Ukrainian child aged between 14 and 17, without proof of identity (passport); or
  - They are displaced persons who fall under the TPD and who are not Ukrainian nationals.

Regardless of whether proof of residency is provided by means of a sticker in a passport, a sticker on a separate sheet of paper, or a card, the rights granted are identical, with the sole exception of the right to freedom of movement (see [Movement and mobility](#)). The right to freedom of movement depends on whether the displaced person is a third country national, a stateless person from Ukraine or a Ukrainian national who does not have a biometric passport.

Proof of residency was only provided to beneficiaries of temporary protection in the Netherlands from 1 July 2022. From the outset, there were not enough time slots to provide all beneficiaries with a sticker or a card. This was caused by the large number of beneficiaries of temporary protection wanting to collect proof of residency. Another problem was staff shortages at the IND. On 4 September 2022, the IND announced that, as of 5 September 2022, they would stop handing out proof of residency because they had run out of stickers. The process of providing proof of residency resumed on 12 October 2022. The authors are not aware of (logistical) problems obtaining proof of residency in 2023 and 2024. In the last few months of 2025 and the beginning of 2026, it was difficult to schedule an appointment to pick up the proof of residency due to staff shortages.<sup>54</sup> The authors are not aware of (logistical) problems obtaining proof of residency.

### **Refusal of registration in the BRP by the municipality**

The municipality can refuse registration in the BRP if they find the displaced person does not fall within the scope of the TPD. The municipality can additionally refuse registration if there are no identity documents that meet the conditions for registration in the BRP (a biometric passport, a passport without biometrics, a domestic identity card or a Ukrainian permanent residence permit or asylum permit).<sup>55</sup> In the authors' experience, non-UA nationals in particular encounter problems when they want to prove they are eligible for temporary protection. Depending on the municipality, this refusal is given orally or in writing. It is unclear whether this refusal is open to appeal or objection. It is possible to reapply to the municipality

<sup>54</sup> Announcement on the website of the IND, 'Ukraine: appointment for proof of residency', available in English at: <https://bit.ly/4py6rcd>.

<sup>55</sup> IND, Richtlijn Tijdelijke Bescherming Oekraïne, last updated 11 December 2025, available in Dutch at: <https://bit.ly/4jHBgdh>.

after initial rejection when new evidence has emerged,

### **Refusal of issuance of proof of residency by the IND**

If the IND concludes the displaced person does not fall within the scope of the TPD, the IND, on behalf of the Minister of Asylum and Migration, issues a written notice (decision) in which the reasons for refusing proof of residency are briefly mentioned. The person concerned has four weeks to file a written objection with the IND. If this objection is rejected, all rights related to temporary protection, including the right to housing and employment, are immediately terminated. The objection procedure therefore has no suspensive effect.

#### *Legal consequences of refusal of issuance of proof of residency by the IND*

The legal consequences of the decision to refuse temporary protection take effect at the moment the IND issues the decision to the displaced person. This means that the displaced person no longer falls under the Regulation on the Reception of Displaced Persons from Ukraine (RooO) and is therefore no longer entitled to the provisions arising from this regulation, including the right to municipal reception and payment of living expenses. In addition, the displaced person no longer has direct access to the labor market (salaried employment) because he or she is no longer exempt from the obligation to submit a work permit. Furthermore, the displaced person will fall under the Medical Care for Asylum Seekers Scheme (RMA) instead of the Medical Care for Displaced Persons from Ukraine Scheme (RMO). This is because the BRP code 46 will be changed to code 32 ('residence as an asylum seeker in the Netherlands') as soon as the refusal decision is issued.

An objection to the decision can be lodged within four weeks since the refusal decision is issued. The objection does not have suspensive effect. The submission of a request for a provisional measure also does not have suspensive effect. The granting of the request by the judge will, of course, have suspensive effect. An appeal against the decision on the objection (and a related request for provisional relief) can then be lodged with a court.

From 17 June 2024, the refusal decision will automatically state that the displaced person must report in Ter Apel within two weeks if they wish to lodge an asylum application. Failure to report within two weeks will result in an intention being issued whereby the asylum application may be dismissed.

## **4. Legal assistance**

DCR provides (individually or in groups) information on the TPD and related policies in the Netherlands. To this end, DCR used to organise consultation hours at almost every municipal facility for displaced persons from Ukraine in the Netherlands. Due to change in government finances and less financial means DCR had to end (physical) consultation hours in many municipal reception facilities in 2024 (only for cases in which municipalities took over the funding the walk-in sessions continue up to the present). DCR now offers online consultations.<sup>56</sup> Furthermore, DCR provides information on the website [Refugeehelp.nl](https://refugeehelp.nl) in collaboration with the IND and many other organisations.<sup>57</sup>

Specialised organisations, such as Nidos, also provide information to displaced persons from Ukraine.<sup>58</sup> Nidos is the national guardianship institution for unaccompanied minors and separated children in the Netherlands. Unaccompanied children in the Netherlands should either be under parental authority or guardianship. Nidos provides free (legal) assistance to unaccompanied minors from Ukraine in the Netherlands. Nidos is mainly funded by the Ministry of Asylum and Migration.

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<sup>56</sup> Dutch Council for Refugees received a grant until 31 March 2026 from the ministry of Asylum and Migration for supporting beneficiaries of temporary protection in the Netherlands. This was the result of a new grant application for supporting beneficiaries of temporary protection in the Netherlands.

<sup>57</sup> [Refugeehelp.nl](https://bit.ly/3XrZMDp) is created by Dutch Council for Refugees in collaboration with several organisations: <https://bit.ly/3XrZMDp>.

<sup>58</sup> Nidos, see website [here](https://www.nidos.nl).

Furthermore, an organisation called *Juridisch Loket* provides free legal advice to people who do not have sufficient income to consult a lawyer. Displaced persons without sufficient income can also contact the *Juridisch Loket* in order to obtain information or advice on legal issues regarding employment, social security and possibilities to obtain a residence permit in order to work or study in the Netherlands. The *Juridisch Loket* is in the position to refer a case to a lawyer. The *Juridisch Loket* is a foundation and is funded by the Ministry of Justice.

If subsidised legal aid is necessary, (specialised) lawyers may give legal assistance to displaced persons from Ukraine, for which a financial contribution is required, depending on the level of income. In case the person concerned can show documents from which it can be deduced that they are unable to make this contribution, they are exempted from it. DCR received reports that it is becoming more difficult to find a lawyer who could give legal assistance to displaced persons from Ukraine, due to the fact that the workload among lawyers (social advocacy) has increased.

In general, as a result of the Regulation *Regeling Adviestoevoeging Zelfredzaamheid* (RATZ), it is possible to consult a lawyer solely in order to obtain advice about their personal situation. In general the *Juridisch Loket* assesses whether free legal advice is needed, but regarding third-country nationals from Ukraine whose temporary protection ends on 4 March 2024 can rely on the RATZ by (initially) submitting a request to the DCR for a reference. This process was introduced on 23 December 2022 and is not applicable anymore as such because most of the non-UA nationals concerned have had advice from a lawyer about their personal situation. However, this specific group of non-UA nationals can still approach the *Juridisch Loket* to access the RATZ and obtain advice from a lawyer when necessary.<sup>59</sup>

During the asylum procedure, legal assistance from a lawyer is free. Free legal aid/assistance from a lawyer is subsidised via the Ministry of Justice and Security and the Legal Aid Board. The Legal Aid Board is an independent governing body with a public task to subsidise legal aid.<sup>60</sup>

## 5. Information provision and access to NGOs

Article 2 of the Regulations on the reception of displaced persons from Ukraine (Regeling opvang ontheemden Oekraïne, RooO) requires municipalities to provide displaced persons with information within 15 days of arrival about food and living expenses; the house rules in the reception center; where they can get legal assistance; registering with the municipality (in the Personal Records Database) in order to receive reception, food and living expenses, healthcare, education, and work; deregistering with the municipality when moving; and the steps they need to take to complete their RTB application. There are no other explicit provisions on providing information to beneficiaries of temporary protection in Dutch law. Information for displaced persons is provided on [Refugeehelp.nl](https://www.refugeehelp.nl), a website created by DCR in collaboration with several other (governmental and non-governmental) organisations, amongst which the IND.<sup>61</sup> [Refugeehelp.nl](https://www.refugeehelp.nl) contains information on the legal situation of beneficiaries of temporary protection as well as practical information on various topics. The content on [Refugeehelp.nl](https://www.refugeehelp.nl) is available in English, Ukrainian, Russian and Dutch.

Prior to 4 September 2023, DCR distributed brochures in Dutch, Ukrainian, Russian and English to provide information to third country nationals whose lawful residence was to be terminated on that date. During meetings, webinars and consultation hours organised prior to 4 March 2024, information focused on the ending by operation of law of temporary protection for this group.

Information is also available on the IND website, with a specific webpage initially called 'Ukraine: effects of Russian invasion' and currently 'War in Ukraine'. The information is available in Dutch and English, but

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<sup>59</sup> Legal Aid Board, 'Rechtsbijstand aan niet-Oekraïners met tijdelijke Oekraïense verblijfsvergunning', 23 December 2022, available in Dutch at: <https://bit.ly/3Wfcp72>.

<sup>60</sup> Legal Aid Board, 'About the Legal Aid Board', available at: <https://bit.ly/3QT7owh>.

<sup>61</sup> Please, see for more organisations DCR collaborates with in order to provide information on [Refugeehelp.nl](https://www.refugeehelp.nl) the website: <https://www.refugeehelp.nl/en/about-us>.

some specific information (instructions) is also available in Russian and Ukrainian.<sup>62</sup>

Municipalities, governmental organisations, and several other organisations also provide information to displaced people from Ukraine on their specific websites.

Beneficiaries of temporary protection receive a brochure from the IND when they collect their proof of residency. This brochure is available in Ukrainian, Russian, English, Arabic and Dutch.<sup>63</sup>

The information provided is written in a simple manner. This information is not tailored to, for example, persons who are (nearly) illiterate or are (nearly) blind. As far as known, no tailored information is available for unaccompanied minors from Ukraine.

#### *Difficulties with providing information*

During the first months after the start of the war, many elements regarding TPD implementation were still unclear, such as the legal situation of beneficiaries of temporary protection in the Netherlands. Regulations and policies had to be formulated and published by the Dutch government.

The responsibility for the reception/housing of displaced persons from Ukraine was delegated by the Dutch State to the municipalities by the entry into force of the Temporary Law on Reception of displaced persons from Ukraine (Tijdelijke wet opvang ontheemden Oekraïne).<sup>64</sup>

Municipalities fulfill this task in different ways. Each municipality may decide how to provide reception/housing to TP beneficiaries and determine what kind of information should be shared.<sup>65</sup> As a result, information provided by municipalities may differ, which may cause ambiguity for temporary protection beneficiaries. On the website of the Dutch government, it is stated that displaced persons that are in municipality reception must receive.<sup>66</sup>

Given that DCR is no longer physically present in every municipality for the above-mentioned reasons, displaced persons may be fully reliant on information they receive from the municipality or find online.

The Dutch Royal Military Police (KMAR) can provide information at border-crossing points on how to apply for temporary protection, and refer people to the locations where the first reception takes place.<sup>67</sup>

## **D. Guarantees for vulnerable groups**

As far as is known to the authors of this report by January 2026, a specific identification mechanism to systematically identify individuals entitled to temporary protection who can be categorised as vulnerable has not been introduced by the Dutch government.

Unaccompanied minors are often placed in host families and, as a rule, not accommodated in municipal reception centres. It is up to the municipal reception centres to identify these unaccompanied children and report them as soon as possible to Nidos, the national guardianship institution for unaccompanied minors and separated children. Nidos provides (legal) assistance to unaccompanied minors from Ukraine in the Netherlands.<sup>68</sup> Following a referral from the municipality, Nidos conducts an initial interview with the

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<sup>62</sup> For example, see the instruction manual on how to collect proof of residency: IND, 'Ukraine: appointment to collect proof of residency', last updated 30 December 2025, available at: <https://bit.ly/4sLDv3A>.

<sup>63</sup> IND, 'Ukraine: appointment to collect proof of residency', last updated 30 December 2025, available at: <https://bit.ly/4sLDv3A>.

<sup>64</sup> Available in Dutch at: <https://bit.ly/3LrI43i>.

<sup>65</sup> Specific rules exist regarding reception of displaced persons from Ukraine. The rules are laid down in the Regulation for the Reception of Displaced Persons from Ukraine. In the Dutch language it is called '*Regeling Opvang Ontheemden uit Oekraïne*', available in Dutch at: <https://bit.ly/4aS3jV9>.

<sup>66</sup> Dutch government, *Arrival, registration and stay of refugees from Ukraine*, available in Dutch at: <https://bit.ly/4jFPsna> and available in English at: <https://bit.ly/3Zbcljm>.

<sup>67</sup> IND, Richtlijn Tijdelijke Bescherming Oekraïne, last updated 11 December 2025, available in Dutch at: <https://bit.ly/4jHBgdh>.

<sup>68</sup> Nidos, information available in Dutch at: <https://bit.ly/3HidB0v>.

minor, and if possible a remote interview with their parents. They assess whether applying for temporary guardianship is appropriate. If the minor is to stay with adult supervisors in a host family, Nidos informs the Child Protection Council (*'Raad voor de Kinderbescherming'*), so that they can conduct a judicial screening of the host family.

To reach Ukrainian youth in the Netherlands, social media project LUNA was started. Because of LUNA young people between the ages of 12 and 18 can stay informed about activities for Ukrainian youth, talk about what they find important, exchange ideas, participate in challenges, share their own vlogs, and set up online activities together. LUNA is accessible via Instagram and Telegram.<sup>69</sup>

Dutch organisations such as *Arq Nationaal Psychotrauma Centrum* specialise in helping people traumatised by war or victims of torture.<sup>70</sup> This particular organisation also treats regular asylum seekers who have been traumatised.

The Dutch foundation *Wereldpsychologen* (World Psychologists) offers free mental health care for persons in a situation of distress through (video) calling.<sup>71</sup> Information on the website is also available in Ukrainian.

For professionals working with displaced persons from Ukraine, advice centre *Loket Ontheemden Oekraïne Psychosociale hulpverlening (LOOP)* was set up by several governmental and non-governmental organisations, including DCR. At LOOP, professionals can get information, ask questions and find appropriate psychological assistance for displaced persons from Ukraine.<sup>72</sup>

In 2023, a specialised Mental Health Programme for displaced persons from Ukraine was introduced: *Empatia*. This programme aims to provide psychological support for Ukrainians, for Ukrainian professionals who want to work in the mental health field, and for municipalities and other organisations that need consultation on organising psychosocial and culturally sensitive support for Ukrainians in the Netherlands.<sup>73</sup>

## E. Long-term policy after TPD ends

Temporary protection for displaced persons from Ukraine under the Temporary Protection Directive (TPD) will expire in March 2027. This follows from Council Implementing Decision (EU) 2025/1460 of 15 July 2025,<sup>74</sup> extending the temporary protection introduced by Implementing Decision (EU) 2022/382.<sup>75</sup> The Dutch government set out the contours of the long-term policy after March 2027 in three policy letters addressed to Parliament. The first letter was published in January 2025,<sup>76</sup> followed by more detailed letters in July 2025<sup>77</sup> and November 2025.<sup>78</sup> The long-term policy was drafted in consideration of the European Commission's recommendation of July 2025<sup>79</sup> on transitioning out of temporary protection and

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<sup>69</sup> See for example the LUNA Instagram page, at: <https://bit.ly/49wKrbU>

<sup>70</sup> Arq Nationaal Psychotrauma Centrum, 'De oorlog in Oekraïne: Psychosociale hulpverlening en adviezen vanuit ARQ', information available in the Dutch language at: <https://bit.ly/3wfd22f>.

<sup>71</sup> Wereldpsychologen, information available at: <https://bit.ly/4jINdQc>.

<sup>72</sup> Loket Ontheemden Oekraïne PSH (LOOP), information available in Dutch at: <https://bit.ly/3U8JX3v>.

<sup>73</sup> Empatia, information available at: <https://bit.ly/3TPSN7X>.

<sup>74</sup> Council of the European Union, Council Implementing Decision (EU) 2025/1460 of 15 July 2025 extending the temporary protection introduced by Implementing Decision (EU) 2022/382, available at: <https://bit.ly/49qo4FM>.

<sup>75</sup> Council of the European Union, 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, available at: <https://bit.ly/4eGd0bd>.

<sup>76</sup> Ministerie van Asiel en Migratie, Verzamelbrief opvang Oekraïne, 31 January 2025, available in Dutch at: <https://bit.ly/4ucmakG>.

<sup>77</sup> Ministerie van Asiel en Migratie, Verzamelbrief opvang Oekraïne, 4 July 2025, available in Dutch at: <https://bit.ly/3OXSGrr>.

<sup>78</sup> Ministerie van Asiel en Migratie, Verzamelbrief opvang Oekraïne, 28 November 2025, available in Dutch at: <https://bit.ly/3RkTAih>.

<sup>79</sup> European Commission proposes predictable and common European way forward for Ukrainian refugees in the EU, 4 Jun 2025, available at: <https://bit.ly/4u7cqbm>.

the subsequent exit strategy adopted by the Council in September 2025.<sup>80</sup>

According to the Dutch government, the long-term policy pursues three objectives: facilitating voluntary return to Ukraine, preventing excessive pressure on the Dutch asylum and reception system, and providing greater long-term clarity to displaced persons by granting them temporary lawful residence. The policy currently consists of two main elements: (1) the introduction of a temporary post-TPD residence status through a so-called “transition document” (*transitiedocument*), and (2) the development of a voluntary return programme.<sup>81</sup>

The transition document will take the form of a three-year temporary residence permit. This means that, unlike under the current temporary protection regime in the Netherlands, beneficiaries will be granted an actual residence permit. The document is intended to provide displaced persons with a lawful and more stable residence status after the end of temporary protection, while allowing them to prepare for return to Ukraine. The IND will grant the transition document *ex officio*, provided that the following cumulative conditions are met:

1. only displaced persons who enjoyed temporary protection in the Netherlands before a date yet to be determined are eligible;
2. the beneficiary passes a public order check; and
3. the beneficiary withdraws the pending asylum application.<sup>82</sup>

The transition document is intended to “normalise” the legal position of displaced persons after the end of temporary protection. Holders would in principle fall under the regular Dutch legal framework rather than the specific TPD regime. For example, access to healthcare would shift from the specific healthcare scheme for displaced persons from Ukraine (RMO) to the regular Dutch healthcare insurance system, beneficiaries could become eligible for social assistance under the Participation Act, and government-organised reception under the TPD would gradually end. The government has stated that it aims to facilitate a transition from municipal reception facilities to regular housing, although the practical and financial feasibility of this transition remains uncertain. Beneficiaries of the transition document would be exempt from civic integration obligations, given the stated focus on eventual return.

The second part of the long-term policy concerns support for voluntary return. The programme is not presented as a mandatory scheme, but as a framework to inform and support displaced persons from Ukraine who wish to prepare for or consider return once this becomes possible. The programme is intended to support voluntary return when conditions allow it, and to align with Ukraine’s reconstruction needs. According to the November 2025 policy letter, the return policy will include information provision, practical return support, assistance with documentation and transport, and possible financial support. The government has indicated that information provision should be accessible to the whole group of displaced persons from Ukraine in the Netherlands and that municipalities, civil society organisations and representatives of the Ukrainian community will be involved in the communication strategy.

Whether the long-term policy will ultimately be implemented as envisaged also remains uncertain. The government itself identified significant questions regarding feasibility, costs and implementation. At the same time, the government emphasized that processing the asylum requests of all 130,000 temporary protection beneficiaries in the Netherlands would not be possible. Although the government announced that further information on costs, feasibility and implementation would follow in the context of the 2026 annual Spring Memorandum, no detailed official update on these points had been published at the time of writing this report.

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<sup>80</sup> Council of the European Union, Recommendation on a coordinated approach to the transition out of temporary protection for displaced persons from Ukraine, 8 September 2025 12015/25, available at: <https://bit.ly/4wmf26u>.

<sup>81</sup> Ministerie van Asiel en Migratie, Verzamelbrief opvang Oekraïne, 28 November 2025, available in Dutch at: <https://bit.ly/3RkTAih>.

<sup>82</sup> Ibid.

# Content of Temporary Protection

## A. Status and residence

### 1. Residence permit

#### Indicators: Residence permit

- |                                                                                                                                              |                |
|----------------------------------------------------------------------------------------------------------------------------------------------|----------------|
| 1. What is the duration of residence permits granted to beneficiaries of temporary protection?                                               | Not applicable |
| 2. How many residence permits were issued to beneficiaries from the activation of the Temporary Protection Directive until 31 December 2025? | Not applicable |

#### General information

Displaced persons from Ukraine who fall under the scope of the TPD do not obtain a residence permit. They remain in the Netherlands as asylum seekers having been granted temporary protection and are as such entitled to rights laid down in the TPD. Beneficiaries of temporary protection are issued proof of residency, which is not a residence permit. This proof of residency is either a sticker or a card (Foreign Nationals Identity Document Type O, in short: O-document).

Ukrainians who have been granted temporary protection may remain in the Netherlands until 4 March 2027.<sup>83</sup> For those who received proof of residency (sticker or card) without an end date, renewal of the sticker is not necessary. Ukrainians who were issued proof of residency (sticker or card) valid until 4 March 2023, 4 March 2024 or 4 March 2025 received an extension letter from the IND. Ukrainians who were issued proof of residency (sticker or card) valid until 4 March 2026 will receive an extension letter from the IND in January or February 2026.<sup>84</sup> This letter, in combination with their proof of residency (sticker or card), shows that temporary protection has been granted until 4 March 2027. These documents show that the beneficiary is allowed to work and live in the Netherlands.<sup>85</sup>

The following applies to third-country nationals who had a permanent Ukrainian residence permit, or who have been granted temporary protection as a family member, or to those who had been granted asylum by the Ukrainian authorities. These categories of third-country nationals received new proof of residency (card) valid until 4 March 2026. These beneficiaries received an extension letter from the IND in January or February 2026. The card that is valid until 4 March 2026 shows that the beneficiary is allowed to work and live in the Netherlands.<sup>86</sup>

As discussed in [Qualification for Temporary Protection](#), the temporary protection status of third-country nationals who held a temporary Ukrainian residence permit formally ended on 4 March 2024. As of 4 September 2025, the third-country nationals concerned are no longer covered by the Temporary Protection regime.

#### Proof of residency

The IND issues proof of residency (sticker or O-document) to displaced persons from Ukraine who are entitled to temporary protection. This proof of residency reflects the right of residence under the TPD, which currently applies until 4 March 2027.<sup>87</sup> The IND does not reissue stickers or O-documents when the validity period had expired. Instead, the IND provided these beneficiaries with a letter informing them that their (expired) proof of residency, together with the letter itself, would proof their right of residence. However, this does not apply to the specific group of non-Ukrainian nationals who have lawful residence

<sup>83</sup> IND, Extension sticker or card temporary protection Ukraine, last updated 6 January 2026, information available in English at: <https://bit.ly/40zSQIc>.

<sup>84</sup> Ibid.

<sup>85</sup> Ibid.

<sup>86</sup> Ibid.

<sup>87</sup> Dutch government, Verlenging Richtlijn tijdelijke bescherming tot en met 4 maart 2027 voor vluchtelingen uit Oekraïne en Raadsaanbevelingen voor na afloop van de RTB, 4 juli 2025, available in Dutch at: [bit.ly/3YnWAef](https://bit.ly/3YnWAef).

under the TPD until 4 March 2026. In case of expiry, they do have to collect a new O-document.

TP beneficiaries receive a flyer when collecting their proof of residency. This flyer explains what proof of residency under the TPD entails in the Netherlands. The flyer is available in Dutch, English, Ukrainian, Russian and Arabic.

From 2 September 2022 until 12 October 2022 the IND, due to shortage of resources, temporarily stopped handing out proof of residency, which led to several practical issues for concerned TP beneficiaries.<sup>88</sup> The authors of this report are not aware of problems obtaining proof of residency in 2023 nor in 2024.

#### *Right to reception / housing and living allowance*

Various rights are connected to the temporary protection beneficiary status. Once displaced persons from Ukraine have been registered in the BRP, they are entitled to the rights laid down in the TPD.

#### *Reception and housing*

A TP beneficiary is entitled to reception/housing by the municipality, as established in the Regulation for the Reception of Displaced Persons from Ukraine (RooO).<sup>89</sup> Municipalities are responsible for organising reception for beneficiaries of temporary protection. In practice, beneficiaries are accommodated in municipal reception facilities, including collective shelters (in Dutch: *gemeentelijke opvang*, GOO) or other types of municipally organised housing.<sup>90</sup> In addition, some beneficiaries reside in private accommodation (in Dutch: *particuliere opvang*, POO), for example with family members or acquaintances or host families. Beneficiaries residing in private accommodation have to be registered in the BRP. They remain entitled to living allowances and other rights linked to temporary protection. However, private accommodation is not considered municipal reception and does not fall under the municipality's obligation to provide housing.<sup>91</sup>

#### *Living allowance*

The municipality provides beneficiaries of temporary protection who do not work and/or do not receive benefits from the Dutch government with a monthly allowance (in Dutch: *leefgeld*) to cover basic subsistence needs, including food, clothing and other personal expenses. This allowance is intended to ensure that beneficiaries without sufficient income have the means to meet essential living costs.<sup>92</sup> Beneficiaries who live with a host family receive an extra allowance for the living costs in addition to the clothing fee and food money. This is the so-called residential component. It can be used for public transport, family visits or sports or to contribute to the costs of the host family. Such a contribution is not mandatory.<sup>93</sup> No direct reimbursement of costs is provided from the government to host families or other individuals who provide shelter. Refugees who are staying in their own accommodation are not entitled to this contribution. For example, in a rented or purchased home by themselves or a family member.

The amount of the allowance for living expenses for TP beneficiaries was set in 2022. On 1 February 2023 this amount was reduced. According to the Dutch government this measure was necessary because beneficiaries of temporary protection (particularly families) received a considerably higher monthly allowance than asylum seekers and social welfare recipients in the Netherlands. The monthly allowance of TP beneficiaries was subsequently increased as of 1 October 2023, but was still lower than the original amount in 2022. As a result of indexation, the amounts for the monthly allowance were adjusted on 1 July 2024.<sup>94</sup> The living allowance amounts as adjusted on 1 July 2024 remained applicable throughout 2025,

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<sup>88</sup> IND, 'Issuance of residence stickers to Ukrainians paused because of raw materials shortage', last updated 1 September 2022, available at: <https://bit.ly/3WsjMUX>.

<sup>89</sup> In Dutch, it is called '*Regeling Opvang Ontheemden uit Oekraïne*' (RooO), available in Dutch at: <https://bit.ly/3LmbzCg>.

<sup>90</sup> Dutch Government, *Opvang vluchtelingen uit Oekraïne - Aankomst, registratie en verblijf van vluchtelingen uit Oekraïne*, available in Dutch at: <https://bit.ly/4qgb1NJ/>.

<sup>91</sup> Dutch Government, *Handreiking Particuliere Opvang Oekraïners (POO) - Versie 8.2*, 22 November 2024, available in Dutch at: <https://bit.ly/4qK4fzE>.

<sup>92</sup> Ministry of Justice and Security, *Factsheet Living allowance for refugees from Ukraine*, January 2025, available at: [bit.ly/4pzpSBJ](https://bit.ly/4pzpSBJ).

<sup>93</sup> Ibid.

<sup>94</sup> Dutch Government, *Facsheet Living allowance for refugees from Ukraine*, information available in English at: <https://bit.ly/42ijKG4>.

and no further changes to the level or structure of the living allowance were introduced during the reporting period.

Allowance for living expenses	Household					
	1-2 persons		3 persons		4+ persons	
	Adult / unaccompanied minor	Minor	Adults	Minors	Adults	Minors
Food	EUR 242.48	EUR 200.65	EUR 193.98	EUR 160.64	EUR 169.74	EUR 140.34
Clothes & personal expenses	EUR 62.66	EUR 62.66	EUR 62.66	EUR 62.66	EUR 62.66	EUR 62.66
Residential component (only for persons living with a host family)	EUR 80.91	EUR 80.91	EUR 80.91	EUR 80.91	EUR 80.91	EUR 80.91

As mentioned above, beneficiaries of temporary protection aged 18 and over who generate income from work are no longer entitled to the monthly living allowance provided by the municipality. As of 1 February 2023,<sup>95</sup> the living allowance of working adult beneficiaries, and that of their household, may be reduced or withdrawn entirely, depending on the level of income from work. Where minors under the age of 18 engage in part-time work, they may lose their own living allowance. However, in such cases, this does not affect the living allowance of other household members. Young people aged 18 and over who live with their parents are regarded as a separate household for the purpose of the living allowance. Consequently, if they start working, this does not affect the entitlement to the living allowance of their parents or any underage siblings, who continue to receive the allowance.<sup>96</sup>

Beneficiaries of temporary protection who reside long-term in a care institution, such as a nursing home, clinic or other residential care facility, are also entitled to a monthly living allowance, albeit at a reduced level. Since 1 December 2022, this allowance amounts to €62.22 per month and is intended to cover clothing and personal expenses only. Eligibility is conditional upon the beneficiary being registered in the BRP at the address of the care institution.<sup>97</sup>

#### *Personal financial contribution*

From 1 July 2024, adult beneficiaries of temporary protection who generate income from work, or who receive benefits or other allowances from the Dutch government, are required to make a personal financial contribution towards the costs of their reception in municipal accommodation.<sup>98</sup> A six-month implementation period was provided to allow municipalities to prepare for the introduction of this scheme, meaning that municipalities were expected to have fully implemented the personal contribution framework by January 2025.

The personal financial contribution regime was further adjusted by amendments to the RooO, which entered into force on 1 October 2025. Under the amended regulation, the monthly personal contribution for beneficiaries with sufficient income was raised from €105 to €244.22 per adult, with a maximum of

<sup>95</sup> For information regarding the situation before 01 February 2023 see AIDA, *Netherlands Temporary Protection Annex – Update on the year 2022*, May 2023, available at: <https://bit.ly/3TN9zV5>, 14.

<sup>96</sup> [Living allowance for refugees from Ukraine](#)

<sup>97</sup> Dutch Government, *Opvang vluchtelingen uit Oekraïne - Werk en inkomen voor vluchtelingen uit Oekraïne*, available in Dutch at: <https://bit.ly/49tWKFY>.

<sup>98</sup> Staatscourant 2024, 20260, 24 June 2024, Publication of financial contribution to municipal shelter, information only available in Dutch: <https://bit.ly/3DZjmCb>.

€488.44 per family. In addition, Article 2(2) introduces a 115% income threshold. This means that beneficiaries subject to the personal contribution must retain at least 115% of the applicable living allowance after deduction of the contribution, in order to prevent a financial disincentive to work.<sup>99</sup> The amended RooO also provides for a hardship clause, allowing municipalities to waive the personal financial contribution, fully or partially, where its application would result in disproportionate hardship in an individual case. Beneficiaries of temporary protection may submit a request to the municipality for the application of this clause, which is assessed on a case-by-case basis.<sup>100</sup>

To assess the obligation to pay a personal financial contribution, municipalities require access to information on beneficiaries' employment and income. Article 7 of the Temporary Act on the Reception of Displaced Persons from Ukraine (TwooO) provides a legal basis for data sharing between municipalities and the UWV for this purpose. However, the amendment to the SUWI Act required to structurally facilitate this data exchange had not yet been submitted to parliament in 2025.<sup>101</sup> Nevertheless, municipalities may already proceed with the collection of the personal financial contribution on the basis of the Regulation for the Reception of Displaced Persons from Ukraine (RooO). The amended RooO explicitly obliges beneficiaries of temporary protection to provide municipalities with information on their income and family composition, enabling municipalities to assess the applicability and amount of the personal contribution in individual cases.<sup>102</sup>

As a result, while the legal framework for data exchange continued to develop in 2025, the personal financial contribution scheme was already being implemented in practice, primarily on the basis of beneficiary self-reporting and municipal assessment. However, municipalities reported challenges in implementing the personal financial contribution scheme, including administrative burdens related to income assessment and data exchange, as also highlighted by the Association of Dutch Municipalities (VNG).<sup>103</sup>

#### *Transferring temporary protection to another Member State*

Beneficiaries of temporary protection who want to exercise these rights in another EU Member State first must end their lawful residence in the Netherlands. This means they must deregister from the BRP. The municipality or reception location hands the displaced person a departure form as well as a declaration withdrawing the asylum application.<sup>104</sup>

TP beneficiaries who plan to leave the Netherlands permanently, after having reported this to the authorities,<sup>105</sup> or beneficiaries who leave the Netherlands without having reported their departure to the authorities, are no longer entitled to the rights associated with the TPD (see section under [Movement and Mobility](#)).

## **2. Access to asylum and other legal statuses**

### *Access to the asylum procedure*

In the Netherlands, the application of temporary protection is procedurally linked to the asylum system. The application for residence under the TPD formally starts when a displaced person registers with the municipality. When collecting their proof of residence from the IND, displaced persons are required to sign an asylum application form (M35H). Under Dutch law, this form is considered as an official asylum

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<sup>99</sup> De Minister voor Asiel en Migratie, Staatscourant 2025 no. 29797, published on 3 September 2025, available in Dutch at: [bit.ly/4sr14hK](https://bit.ly/4sr14hK)

<sup>100</sup> Ibid.

<sup>101</sup> Dutch Parliament, amendment to the SUWI Act, *Kamerstuk* 19637, nr 3295, 27 September 2024, information only available in Dutch language at: <https://bit.ly/4h1ASEA>.

<sup>102</sup> De Minister voor Asiel en Migratie, Staatscourant 2025 no. 29797, published on 3 September 2025, available in Dutch at: [bit.ly/4sr14hK](https://bit.ly/4sr14hK)

<sup>103</sup> VNG, 'Uitvoeringstoets verhoging eigen bijdrage Regeling opvang ontheemden Oekraïne' Eindrapport versie 1.0, 20 mei 2025, available at: [bit.ly/4dkDxsk](https://bit.ly/4dkDxsk)

<sup>104</sup> Dutch government, Circular 'Departure and effects facilities Scheme for Reception of Displaced Persons' from Ukraine', 19 June 2023, available in Dutch [here](#).

<sup>105</sup> The permanent departure is announced when the municipality has been informed by the beneficiary and they deregister themselves from the BRP.

application. However, when the TPD applies, the substantive examination of that asylum application is suspended. The IND therefore refrains from taking decisions on these applications while the TPD remains in force. This procedural approach is further reflected in IND policy, including Werkinstructie 2025/6, which confirms that applications lodged by displaced persons from Ukraine must first be assessed as a request for temporary protection, before any steps are taken in the asylum procedure.<sup>106</sup> Once the temporary protection regime ends, the Minister must decide on the pending asylum applications within a period of six months.<sup>107</sup>

In 2025, the Council of State (*Afdeling Bestuursrechtspraak Raad van State*) clarified the relationship between temporary protection and asylum under Dutch law. The Council held that an asylum application lodged by a Ukrainian national must first be assessed by the Minister as a request for temporary protection. The Minister bears the responsibility to determine whether the applicant falls within the scope of the TPD and may not proceed directly to a Dublin assessment without having carried out this prior assessment.<sup>108</sup> The judgment thus provides clarity for procedures in which asylum applications of Ukrainian nationals were assessed without a preliminary examination of the applicability of temporary protection, and confirms that Ukrainian nationals, at present, cannot freely choose between asylum and temporary protection, as eligibility for temporary protection must be assessed first.

#### *Asylum applications of Ukrainian nationals outside the scope of the TPD*

In the Dutch context, displaced persons who do not fall within the scope of the temporary protection regime can apply for asylum at the application centre in Ter Apel. Their application is assessed in one of the asylum procedures ('tracks') (see chapter A on Asylum Procedure of the Main Report). However, since 28 February 2022, the Dutch authorities have applied a policy of temporarily suspending decisions on asylum applications lodged by Ukrainian nationals, as long as the security situation in Ukraine remains unstable and the temporary protection regime is in place.<sup>109</sup>

As a result of this policy, asylum applications lodged by Ukrainian nationals, as a rule, were not decided upon, even where the applicant did not fall within the scope of the TPD. Exceptions to this policy applied in specific situations, including cases in which the maximum decision period of 21 months would be exceeded, Dublin cases, cases involving persons who already enjoy international protection in another EU Member State, and cases concerning individuals suspected of war crimes or considered a threat to public order or national security.

The policy to suspend the processing of Ukrainian nationals' asylum applications was extended until 28 November 2023. As of that date, the Minister would normally be required to establish and apply a formal country policy, which typically serves as the basis for assessing such applications. However, no official country policy for Ukraine has been published to date.

In 2023, asylum applications were processed in 390 cases. In most of these cases the asylum application was rejected in the context of a Dublin procedure, or the application was withdrawn by the displaced person.<sup>110</sup> In 2024, no substantive decisions were taken on asylum applications of Ukrainian nationals after the expiry of the suspension period.

While it was previously assumed that no substantive decisions were taken on asylum applications of Ukrainian nationals after the expiry of the suspension period, the Dutch Council for Refugees has received

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<sup>106</sup> IND, Werkinstructie 2025/6 Oekraïne en de Richtlijn Tijdelijke Bescherming, available in Dutch at: <https://bit.ly/3Z7vgB0>.

<sup>107</sup> Article 43a Aliens Act.

<sup>108</sup> Afdeling Bestuursrecht van de Raad van State 18 november 2025, 202504373/1/V2, ECLI:NL:RVS:2025:6237, available in Dutch at: <https://bit.ly/4qVmlPf>.

<sup>109</sup> The Secretary of State of Justice & Security, Staatscourant 2023, number 9340, 'Besluit van de Staatssecretaris van Justitie en Veiligheid van 9 maart 2023, nr. 4509940, tot het verlengen van het besluitmoratorium voor vreemdelingen afkomstig uit Oekraïne', available in Dutch at: <https://bit.ly/3lYeODh>; IND, 'War in Ukraine', available at: <https://bit.ly/3WrmRVh>; see also Parliament, Kamerstuk 19637, number 3163, 'Situatie in Oekraïne, 4 September 2023, available in Dutch at: <https://bit.ly/44kkclU>.

<sup>110</sup> Dutch Parliament, *Beantwoording Kamervragen over begroting Asiel en Migratie*, 24 October 2024 (answer to question 112), only available in Dutch language at: <https://bit.ly/4gXbVdd>.

information indicating that in 2024 and 2025 the IND has started issuing substantive decisions and draft decisions (*voornemens*) in cases of Ukrainian nationals. In most cases, the asylum applications were rejected or were subject to a negative draft decision (*voornemen*). In most cases, the asylum applications were rejected or have the intention to be rejected. In both the rejections and the negative draft decisions observed by the Dutch Council for Refugees, the IND has assessed claims on the basis of Article 15(c) of the Qualification Directive and has, in several cases, relied on the existence of an internal protection alternative in western regions of Ukraine. In some cases, these assessments refer to publicly available country information, while in other cases the reasoning appears limited and not clearly linked to a publicly accessible or formally adopted country policy. At the time of writing, it remains unclear whether this reflects a broader internal working method or an ad hoc approach to pending cases.

The measure suspending forced returns of Ukrainians taken on 28 February 2022 was applicable until 28 February 2023. This measure was not extended, as the maximum duration of such a measure is one year. While this measure was not formally extended, the authors are not aware of any systematic practice of forced returns of Ukrainian nationals in 2024 or 2025.

#### *Case law on the decision period of asylum applications during temporary protection*

In recent years, domestic courts have been asked to assess whether asylum applications lodged by Ukrainian nationals must be substantively examined while the TPD applies. Earlier regional case law showed diverging approaches, in particular with regard to whether the maximum decision period of 21 months under Article 31(5) of the Asylum Procedures Directive continued to apply during temporary protection.

Some regional courts held that the existence of temporary protection does not, in itself, prevent the authorities from issuing a decision on an asylum application, particularly where decision-making time limits had been exceeded.<sup>111</sup> Other courts ruled that asylum decision-making deadlines are suspended for the duration of temporary protection, relying on Article 43a of the Aliens Act and Article 17(2) of the TPD.<sup>112</sup>

This divergence has led the Council of State to refer prejudicial questions to the Court of Justice of the European Union in April 2025.<sup>113</sup> The questions concern whether Member States may suspend the examination of asylum applications during temporary protection and whether decision periods in the asylum procedure only start to run, or resume, after the end of temporary protection.<sup>114</sup> At the time of writing this report, these questions are pending before the CJEU.<sup>115</sup> On 16 April 2026, Advocate General Campos Sánchez-Bordona delivered his Opinion, concluding that Member States may not automatically and indefinitely suspend the examination of asylum applications lodged by beneficiaries of temporary protection until the end of the temporary protection regime.<sup>116</sup> The judgment is expected later in 2026.

#### *Processing of asylum applications from non-Ukrainian nationals*

As mentioned before, third-country nationals who held a temporary Ukrainian residence permit and had been registered in the BRP before 19 July 2022 were granted temporary protection until 4 March 2024. Applicants who wanted to proceed with their asylum application had to inform the IND by letter.

The asylum applications of this group of third-country nationals have now been assessed by the IND. While processing these asylum requests, the IND prioritised asylum requests from non-UA nationals from

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<sup>111</sup> Regional Court Den Haag, Amsterdam, NL22.5058, 30 June 2022, ECLI:NL:RBDHA:2022:9130, available in Dutch at: <https://bit.ly/3UhEFTP> Regional Court Arnhem, 3 April 2024, NL24.4748, ECLI:NL:RBDHA:2024:4613.

<sup>112</sup> Regional Court Den Haag, Groningen, NL22.12077, 21 March 2023, ECLI:NL:RBDHA:2023:3626, available in Dutch at: <https://bit.ly/3WpzPH3>; Regional Court Den Haag, NL22.22773, 20 June 2023, ECLI:NL:RBDHA:2023:8832, available in Dutch at: <https://bit.ly/3xYHLot>.

<sup>113</sup> Council of State, 2 April 2025, ECLI:NL:RVS:2025:1473, judgement available in Dutch at: [bit.ly/3QUJO6u](https://bit.ly/3QUJO6u).

<sup>114</sup> Afdeling Bestuursrechtspraak Raad van State, 2 April 2025, ECLI:NL:RVS:2025:1473202402732/1/V2 available in Dutch at: [bit.ly/49xzV4h](https://bit.ly/49xzV4h).

<sup>115</sup> CJEU, C-249/25 pending (*Jilin*), available at: [bit.ly/4fgVc6B](https://bit.ly/4fgVc6B).

<sup>116</sup> Opinion of Advocate General Campos Sánchez-Bordona, 16 April 2026, Case C-249/25 (*Jilin*), ECLI:EU:C:2026:313, available at: [bit.ly/433UfHs](https://bit.ly/433UfHs).

Yemen and Syria, as they were considered eligible for international protection. Secondly, the IND examined asylum applications from people having come from 'safe countries of origin' and lastly asylum applications from remaining third country nationals were assessed (see Chapter F 3 under Safe Country Concepts – Safe Country of Origin of the [Country Report on the Netherlands](#)).

The Dutch Council for Refugees (VWN) has provided information ('*Voorlichting*') on the asylum procedure to non-Ukrainian nationals (see [Information provision and access to NGOs](#)). Additionally, applicants are assigned a specialised lawyer during the asylum procedure.

As far as known by the authors of this report, in cases where the asylum application was refused before 4 September 2023, non-Ukrainian nationals remained lawfully in the Netherlands as TP beneficiaries until 4 March 2025.

#### *Access to other legal statuses*

Holders of temporary protection in the Netherlands may also be eligible for a regular residence permit, provided they meet the applicable conditions. Examples of permitted purposes of stay include employment, study, or living with a partner or family member. The conditions that apply to the specific purpose of stay can be found on the IND website.<sup>117</sup> Holders of temporary protection in the Netherlands are exempt from the MVV requirement.<sup>118</sup>

Temporary protection can coexist side by side with a regular residence permit. In case of conflict of rights, the most favorable rule applies. The validity period of a regular residence period is usually five years. If a person no longer meets the conditions for granting the regular residence permit, it can be revoked during the validity period of the residence permit before its expiry.

## **B. Family reunification**

### **1. Family reunification as provided under the Temporary Protection Directive**

Pursuant to Article 15 of the TPD, beneficiaries of temporary protection can reunite with family members they lived with in Ukraine. Family members obtain the same right of residence with the same rights and obligations. However, their right of residence is completely dependent on that of the main TP beneficiary.

The following persons are considered to be family members:

1. Spouse or unmarried partner with whom a durable relationship has been maintained;
2. Minor unmarried children (born or adopted within or outside marriage);
3. Other close relatives who lived with the beneficiary and who are totally or mostly dependent on them.<sup>119</sup>

For all three categories, it is not a requirement that the family member had legal residence in Ukraine.

#### *Unmarried partners and the durability of the relationship*

As indicated, unmarried partners are also entitled to temporary protection, if they had a durable relationship with the main beneficiary before 24 February 2022.<sup>120</sup> Initially, married and unmarried partners had to show they had lived together for at least 6 months before having been displaced due to the war.<sup>121</sup> However, this requirement was subsequently amended after parliamentary questions in December 2023. In these parliamentary explanations, the Minister confirmed that partners who had a relationship prior to

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<sup>117</sup> IND, Verblijfsvergunningen, available at: <https://bit.ly/4aVPLb7>.

<sup>118</sup> IND, Machtiging tot voorlopig verblijf (mvv), last updated on 12 January 2026, available at: [bit.ly/4sHJjLw](https://bit.ly/4sHJjLw).

<sup>119</sup> IND, Werkinstructie 2025/6 Oekraïne en de Richtlijn Tijdelijke Bescherming, 21 August 2025, available in Dutch at: <https://bit.ly/3LXuOZO>.

<sup>120</sup> Ibid.

<sup>121</sup> IND, Werkinstructie 2022/17 Richtlijn tijdelijke bescherming Oekraïne en asielpcedure (no longer valid), available at: [bit.ly/3R2q94y](https://bit.ly/3R2q94y).

the outbreak of the war, but who only started,<sup>122</sup> may also fall within the scope of the TPD. As a result, the condition that partners must have lived together in Ukraine no longer applies, which is in line with a reasonable interpretation of Article 15 TPD and the objective of keeping families together.

This interpretation has since been reflected in IND Working Instruction 2025/6, which provides that cohabitation in Ukraine is no longer a mandatory requirement. Instead, the decisive criterion is the existence of a durable relationship that arose before 24 February 2022 and that continues to exist. Where the relationship ends, the derived right to temporary protection for the partner also ceases. The durability of the relationship is assessed on the basis of the individual circumstances of the case, taking into account various forms of evidence, without requiring a fixed or exhaustive list of documents.<sup>123</sup>

### *Married partners*

According to IND Working Instruction 2025/6, spouses and unmarried partners qualify as family members for the purposes of temporary protection provided that a durable relationship existed before 24 February 2022 and continued thereafter. The instruction applies this durability requirement without making a distinction between married and unmarried partners and provides that the right to temporary protection lapses if the relationship ends.<sup>124</sup>

However, in its judgment of 8 September 2025<sup>125</sup>, the Council of State (*Afdeling bestuursrechtspraak*) held that the existence of a valid marriage is in itself sufficient to bring the spouse within the scope of Article 15 TPD, provided the marriage was lawfully concluded before 24 February 2022. Unlike unmarried partners, no separate requirement of a durable relationship applies to married partners. In this case, the TP beneficiary had started living together with another partner after arrival in the Netherlands, such that no durable relationship between the spouses existed in practice. Nevertheless, the Council found that the legally valid marriage remained decisive for the application of temporary protection.

This judgment indicates that, for married partners, the assessment of eligibility for temporary protection cannot be made conditional on the continued existence of a durable relationship in practice. To that extent, the interpretation applied in IND Working Instruction 2025/6 may require clarification or adjustment to align with this judgment.

### *Non-UA national family members*

Finally, non-UA national family members may also fall within the scope of the TPD. In particular, non-UA country nationals who lived with a TP beneficiary in the Netherlands prior to 27 November 2021, or in another EU Member State prior to 23 February 2022, may qualify as family members under Article 15 TPD, provided that the family relationship existed prior to displacement.<sup>126</sup>

### *Reunification procedure*

The same procedure applies here as for displaced persons from Ukraine who want to benefit from temporary protection.

No (formal) framework or procedure for reuniting family members who have been left behind in Ukraine (or another country of origin) has been introduced. As such, in the Dutch context family reunification pursuant to Article 15 TPD is only possible if the family member is also in the Netherlands.

## **2. Family reunification beyond the Temporary Protection Directive**

As previously explained, TP beneficiaries have legal stay in the Netherlands as asylum seekers having been granted temporary protection. They are not issued a residence permit. In the existing framework a

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<sup>122</sup> Dutch Parliament, Kamerstukken 36 394 nr. 6, Tijdelijke regels over de opvang van ontheemden uit Oekraïne (Tijdelijke wet opvang ontheemden Oekraïne), available in Dutch at: [bit.ly/49w858q](https://bit.ly/49w858q).

<sup>123</sup> Ibid, 3.

<sup>124</sup> IND Werkinstructie 2025/6 Oekraïne en de Richtlijn Tijdelijke Bescherming, available at: <https://bit.ly/4r4vsgD>.

<sup>125</sup> Administrative Jurisdiction Division of the Council of State, 8 September 2025, ECLI:NL:RVS:2025:4284, available in Dutch at: <https://bit.ly/4poot0B>.

<sup>126</sup> Dutch Parliament, 'Tijdelijke wet opvang ontheemden Oekraïne', available in Dutch at: <https://bit.ly/4atBJde>.

(regular or asylum) residence permit is required to be able to apply for family reunification. Thus, it is not possible for beneficiaries of temporary protection to do so according to the procedure described in the [General report – Family reunification](#).

### C. Movement and mobility

TP beneficiaries can move freely within the Netherlands without any restrictions.

TP beneficiaries can demonstrate their lawful residency by presenting their proof of residency. Following the extension of the application of the TPD until 4 March 2027, this proof of residency remains valid for the duration of the temporary protection regime. \*\*In practice, beneficiaries may use their proof of residency either on its own or, where applicable, in combination with an extension letter issued by the IND as evidence of their lawful stay. For beneficiaries whose proof of residency has a fixed expiry date, this extension letter confirms continued lawful stay until 4 March 2027 and is expected to be issued in January or February 2026<sup>127</sup> (see also [Residence Permit](#)).

Ukrainian nationals who hold a biometric passport and valid proof of residency in the Netherlands may travel within the Schengen area and back and forth to Ukraine. They may stay in other Schengen States for up to 90 days within a 180-day period, in line with the visa-free regime applicable to Ukrainian nationals.<sup>128</sup> Travel outside the European Union, other than to Ukraine, entails risks, as re-entry into the Schengen area cannot be guaranteed.<sup>129</sup>

For Ukrainian nationals without a biometric passport, as well as for third-country nationals displaced from Ukraine who have been granted TP in the Netherlands, travel within or outside the Schengen area is undertaken at their own risk. These persons must be in possession of a valid travel document and proof of residency. Their proof of residency under the temporary protection regime does not constitute a residence permit, and the Immigration and Naturalisation Service (IND) does not issue return visas to TP beneficiaries. As a result, re-entry into the Schengen area, in particular after travel outside the EU, is not guaranteed.<sup>130</sup>

In practice, throughout 2022-2025, the Dutch Council for Refugees (VWN) continued to receive reports of difficulties faced by TP beneficiaries when travelling, in particular at the Polish external border. VWN has received multiple cases in which TP beneficiaries were refused re-entry into the Schengen area after a short stay in Ukraine. These difficulties mainly affect families with minor children under the age of 14, as children below that age do not receive individual proof of residency under the temporary protection regime and derive their status from their parent(s), which can complicate the demonstration of lawful residency at the border.

Although the IND has indicated that border authorities in other Member States should be familiar with Dutch residence documents issued to TP beneficiaries, the Dutch authorities are aware of and take seriously reports received regarding practical difficulties at the Polish border, which nevertheless persist in practice. Families are therefore often advised to carry additional supporting documents, such as an international extract from the Municipal Personal Records Database (BRP), explanatory information materials issued by the IND and, where applicable, a consent form from the other parent when travelling with minor children.

In contrast, earlier difficulties reported at internal Schengen borders, in particular at the Netherlands–Germany border, appear to have been resolved following communication and coordination at European level. Re-established border controls at some internal borders with other EU Member States had previously caused problems for TP beneficiaries when crossing borders. As of 2025, the Dutch Council

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<sup>127</sup> IND, 'Extension sticker or card temporary protection Ukraine', available at: <https://bit.ly/3ZAYIDu>.

<sup>128</sup> IND, 'Temporary Protection Directive Ukraine', last updated 15 March 2024, available at: <https://bit.ly/3CXcKRa>.

<sup>129</sup> Ibid.

<sup>130</sup> Ibid.

for Refugees (VWN) has not received any recent information regarding TP beneficiaries being refused entry at the German border or at other internal Schengen borders.<sup>131</sup>

## D. Housing

### Indicators: Housing

1. For how long are temporary protection beneficiaries entitled to stay in reception centres?  
As long as the TPD is in force
2. Number of beneficiaries staying in reception centres as of 31 December 2025:  
Not available
3. Number of beneficiaries staying in private accommodation as of 31 December 2025:  
Not available

The Dutch government provided the following statistics on 7 December 2025:

- ❖ Number of BRP registered displaced people from Ukraine: 131,330
- ❖ Number of available reception places ('available beds'): 97,580
- ❖ Number of occupied reception places ('occupied beds'): 97,240.<sup>132</sup>

### *Right to reception*

TP beneficiaries are entitled to reception by a municipality in the Netherlands. This right is based on the Regulation for the Reception of Displaced Persons from Ukraine (RooO) and, since its entry into force, the Temporary Act on the Reception of Displaced Persons from Ukraine (TwooO). Municipalities are responsible for organising reception and related facilities for TP beneficiaries.

TP beneficiaries are entitled to remain in municipal reception facilities until a maximum of one year after the temporary protection regime ceases to apply. Following the extension of temporary protection until 4 March 2027, this means that reception may in principle continue until 4 March 2028, subject to further policy decisions.

### *Legal framework and organisation of reception*

In response to the large-scale displacement from Ukraine in 2022, the Netherlands sought to rapidly create reception capacity within a very short time frame. On 7 March 2022, the Dutch government requested the National Security Council and the security regions<sup>133</sup> to coordinate the organisation of reception for displaced persons from Ukraine at municipal level. During this initial phase, the coordination of reception was largely carried out through the security regions.<sup>134</sup>

In 2022, the Dutch government was unable to provide (emergency) accommodation to displaced people within the existing legal framework. Because of that, the Dutch government activated the Relocation Population Act (*Wet verplaatsing bevolking*) on 1 April 2022. This state emergency legislation imposed a statutory duty on municipalities, through their mayors, to provide reception to TP beneficiaries. This task has been implemented in the Regulation for the Reception of Displaced Persons from Ukraine (RooO). The RooO lays down the substantive obligations in providing reception, a monthly financial allowance, recreational and educational activities, insurance against civil liability and the possible payment of extraordinary costs.

In 2023, Parliament (House of Representatives) adopted the Temporary Act on the Reception of Displaced Persons from Ukraine (TwooO) in order to move from emergency legislation to a more sustainable legal framework. Upon its entry into force, responsibility for the reception of TP beneficiaries was formally

<sup>131</sup> Dutch government, Circular 'Departure and effects facilities Scheme for Reception of Displaced Persons' from Ukraine', 19 June 2023, available in Dutch [here](#).

<sup>132</sup> Dutch government, 'Cijfers opvang vluchtelingen uit Oekraïne in Nederland', available in Dutch at: <https://bit.ly/3ZUAU8M>.

<sup>133</sup> The Netherlands is divided into 25 security regions. Each safety region is committed to the safety of the residents and visitors of that area. The safety region also makes arrangements for dealing with disasters and crises. Please see Dutch government, 'Veiligheidsregio's', available in Dutch at: <https://bit.ly/3GXxTfm>.

<sup>134</sup> Dutch government, Guide 'Naslagwerk voor gemeentelijke opvang Oekraïense ontheemden', 15 January 2024, available in Dutch at: <https://bit.ly/3QQE5dP>. Dutch government, Guide 'Handreiking Gemeentelijke Opvang Oekraïners (GOO)', available in Dutch at: <https://bit.ly/3QQE5dP>.

transferred from the Relocation Population Act to this temporary act.<sup>135</sup> Since then, municipalities have remained legally responsible for organising reception and ensuring access to the facilities provided under the RooO and the TwooO.<sup>136</sup>

### *Forms of reception*

TP beneficiaries are mainly accommodated in municipal reception facilities (GOO). The kind of accommodation used for the municipal reception of TP beneficiaries varies. They can, for example, be accommodated in (former) hotels or nursing homes, or on boats. Sometimes empty office buildings have been transformed to apartments to be able to accommodate displaced people from Ukraine.

TP beneficiaries can also be accommodated with host families (POO). In the initial phase of the displacement from Ukraine, accommodation with host families was coordinated at national level through RefugeeHomeNL, a partnership between the Dutch Red Cross, the Salvation Army, TakeCareBnB and the Dutch Council for Refugees. This national coordination ended on 31 December 2023, due to a decline in the number of available host families and a policy shift towards more structural housing solutions.<sup>137</sup> Since then, reception in private accommodation has no longer been organised at national level, but is coordinated locally by municipalities and local organisations.

Beneficiaries residing in private accommodation are required to register in the Municipal Personal Records Database (BRP) and, upon registration, remain entitled to living allowances and other rights linked to temporary protection. Municipalities therefore remain responsible for the administration and provision of these rights. However, private accommodation does not qualify as municipal reception within the meaning of the RooO. As long as beneficiaries voluntarily reside in private accommodation, municipalities are not obliged to provide them with housing. The municipal obligation to organise reception arises once private accommodation ends or is no longer available.

In 2022 the Dutch government, in collaboration with RefugeeHomeNL and the Association of Dutch Municipalities, issued a guide *Handreiking Particuliere Opvang Ontheemden* regarding accommodating TP beneficiaries with host families. This guide contains information for municipalities and host families on safeguarding, access to services such as health care and education, and the identification of abuse or exploitation.<sup>138</sup>

### *Access to reception and allocation of places*

Displaced persons from Ukraine must report to a municipality in order to obtain access to reception and to TPD rights. Upon first contact, the municipality is required to verify the person's identity and nationality and to assess whether the person falls within the scope of the TPD. If so, the municipality must register the displaced person in the Municipal Personal Records Database (BRP) and provide access to reception and associated facilities. Within four weeks after registration in the BRP, the displaced person must attend an appointment at the IND where it is formally assessed whether they meet the conditions to be granted temporary protection.<sup>139</sup>

Where a reception place is immediately available, the municipality must arrange shelter without delay. If a municipality has no reception place available at the time a displaced person reports, it remains responsible for securing reception. In this situation, the municipality is required to seek alternatives and follow the established escalation route. This requires first contacting the Regional Coordination Centre for Refugee Distribution (RCVS) to identify available reception capacity within the region. If no places are available regionally, the case may be escalated via the RCVS to the National Coordination Centre for

<sup>135</sup> Dutch Parliament, 'Tijdelijke wet opvang ontheemden Oekraïne', available in Dutch at: <https://bit.ly/4atBJde>.

<sup>136</sup> Publication of Temporary Act, Staatsblad 2024, 190, information only available in the Dutch language: <https://bit.ly/3WndLM6>; Staatsblad 2024, 158, information only available in Dutch: <https://bit.ly/4fvI9Es>; Staatsblad 2024, 157, information only available in Dutch: <https://bit.ly/3WmCDE1>.

<sup>137</sup> RefugeeHomeNL, information available at: <https://www.rhnl.nl/en/>.

<sup>138</sup> Dutch government, Guide 'Naslagwerk voor gemeentelijke opvang Oekraïense ontheemden', 15 January 2024, available in Dutch at: <https://bit.ly/3QQE5dP>. Dutch government, *Handreiking Particuliere Opvang Oekraïners (POO)*, available in Dutch at: <https://bit.ly/3wc05pY>.

<sup>139</sup> Dutch government, *Handreiking aanmeldprocedure vluchtelingen uit Oekraïne*, 10 July 2024, available in Dutch at: <https://bit.ly/4pHaj18>.

Refugee Distribution (LCVS). Until 2024, the LCVS operated within the HUB of the Coordination of Information Ukraine (KCIO). The KCIO serves as an information platform between the national government, the 25 security regions and involved partners such as, inter alia, the Dutch Red Cross, Association of Dutch Municipalities and COA. The RCVS could submit a request of a case via an automated application to the HUB. Within this framework, the LCVS coordinated the allocation of municipal reception places at a supra-regional or national level.<sup>140</sup>

Since the closure of the final national coordination HUB at the end of 2024, this national allocation mechanism has largely ceased to function in practice. While the escalation and coordination structure via the RCVS and LCVS formally still exists, escalation to the national level rarely results in the allocation of an actual reception place, due to structural capacity shortages across municipalities.<sup>141</sup>

According to observations of the Dutch Council for Refugees (VWN) in 2024 and 2025, municipalities do not always seem to follow the required escalation procedure in practice. DCR has received persistent reports of displaced persons being placed on waiting lists or referred to other municipalities without confirmation that reception would be available there. In such cases, displaced persons may be left without immediate shelter and without registration in the BRP, delaying access to temporary protection and the rights attached to it.

### *Reception shortages*

In 2024 and 2025, reception capacity for TP beneficiaries has increasingly come under pressure. While displaced persons from Ukraine continued to arrive in the Netherlands, many municipal reception facilities are operating at or near full capacity. This has resulted in situations in which municipalities experience difficulties in providing immediate reception. Despite these capacity constraints, municipalities remain under a legal obligation to provide reception to displaced persons who fall within the scope of temporary protection and who report to them.

In several rulings delivered in 2025, Dutch courts confirmed that municipalities have an *obligation of result* to provide reception to displaced persons entitled to temporary protection. The courts held that capacity shortages do not justify refusing reception and that municipalities must provide at least temporary accommodation, including through alternative forms of shelter, until a suitable reception place is secured.<sup>142</sup> Placing displaced persons on waiting lists or referring them to other municipalities without ensuring accommodation does not fulfil this obligation.

According to the Association of Dutch Municipalities (VNG), municipal reception facilities for displaced persons from Ukraine were almost fully occupied throughout 2025.<sup>143</sup> The VNG repeatedly emphasised that municipalities cannot continue to meet their reception obligations without additional support from the central government, including increased funding, clearer policy guidance and stronger national coordination<sup>144</sup> (see also [General Report - Main Changes TPD](#)).

### *Consequences of causing nuisance in a reception location*

The Dutch Council for Refugees (VWN) has received reports of TP beneficiaries being subjected to restrictive measures or expelled from municipal reception facilities due to causing nuisance or for serious misconduct. In response to such situations, the RooO was amended as of 29 September 2023 to provide

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<sup>140</sup> Rijksoverheid, Aankomst, registratie en verblijf van vluchtelingen uit Oekraïne, information only available in Dutch: <https://bit.ly/3Wm0e7s>.

<sup>141</sup> [Vluchtelingen - Nederlands Instituut Publieke Veiligheid](#).

<sup>142</sup> District Court Groningen 6 October 2025, ECLI:RBNNE:2025:4074, available in Dutch at: [bit.ly/3LqykFj](https://bit.ly/3LqykFj); District Court Den Bosch 24 October 2025, SHE/2480 (not yet published); District Court Rotterdam 22 December 2025, ECLI:NL:RBROT:2025:15050, available in Dutch at: <https://bit.ly/4qG7zf8>.

<sup>143</sup> Figures on the reception of displaced persons from Ukraine in the Netherlands, available in Dutch at: <https://bit.ly/49xdgFj>.

<sup>144</sup> VNG, Escalatie van sociale onrust en vastlopende opvangketen, 22 September 2025, available in Dutch at: <https://bit.ly/4pwrnsR>; VNG urgent letter to Dutch Municipalities, Ontwikkelingen asiel en Oekraïne-opvang, published on 13 October 2025, available in Dutch at: <https://bit.ly/3YqSz8N>.

an explicit legal basis for municipalities to impose measures in cases of behaviour contrary to house rules or violence in reception facilities.<sup>145</sup> Following this amendment, municipalities may take a step-by-step approach in response to non-compliance with house rules or violent behaviour. Measures may include warnings or corrective conversations and, where necessary, the temporary restriction of certain facilities, such as the living allowance or participation in activities, or transfer to another reception location, including a time-out facility.

Domestic case law has clarified that municipalities may not fully withdraw reception, even in cases of serious nuisance.<sup>146</sup> Even where restrictive measures are imposed, municipalities remain obliged to ensure the provision of minimum basic facilities, such as food and a guaranteed place in night shelter. This follows from the interpretation of the RooO in conjunction with the judgment of the Court of Justice of the European Union in *Haqbin*.<sup>147</sup>

TP beneficiaries may challenge decisions restricting or withdrawing facilities by lodging an objection with the municipality and, where necessary, seeking interim judicial protection before administrative courts.

### *Relocation within municipal reception*

In 2025, the RooO was amended (entering into force on 1 October 2025), providing a broader legal basis for relocation within municipal reception. Previously, article 9 RooO limited the authority to relocate a TP beneficiary to situations where it was deemed necessary in the interest of public order or the safety of other TP beneficiaries.<sup>148</sup> This requirement has been removed, thereby clarifying that municipalities may relocate TP beneficiaries within the municipality for a wider range of reasons, including to improve the efficiency of accommodation allocation. The amendment explicitly aims to increase flexibility for municipal authorities in organising reception without restricting relocation solely to cases involving public order or safety concerns. Relocation may now also take place for practical or organisational reasons, such as improving the distribution of beneficiaries across reception locations, addressing capacity constraints, or ensuring a more efficient use of available accommodation.

The Minister issued a circular providing guidance on the practical use and application of relocation.<sup>149</sup> The circular confirms that relocation constitutes an organisational measure within the scope of municipal responsibility for reception and should not be used as a punitive instrument. It further emphasises that, when applying relocation measures (as well as entry into accommodation or eviction), municipalities must observe the principles of proportionality and subsidiarity, meaning that the measure must be appropriate to the aim pursued and that less intrusive alternatives should be considered first.<sup>150</sup> All such measures must be carefully documented. At the time of writing, no case law is available on the application of the amended relocation framework or the interpretation of the circular.

### *Consequences of leaving the reception location*

Municipalities may terminate reception arrangements for beneficiaries of temporary protection who leave the municipal reception location for a prolonged period. Where a beneficiary is absent from the reception facility for more than 28 days in total within a calendar year, the municipality may decide to discontinue reception and reallocate the accommodation place to another beneficiary. In such cases, the municipality may also proceed to deregister the person from the Municipal Personal Records Database (BRP). This deregistration does not take effect immediately and may take several weeks after reception has been discontinued.<sup>151</sup>

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<sup>145</sup> Staatscourant 2023, 26413, 29 September 2023, available in Dutch at: <https://bit.ly/3WmNTAS>.

<sup>146</sup> Regional Court Arnhem, 10 September 2024, ARN 24/ 6254, ECLI:NL:RBGEL:2024:6184; Regional Court Arnhem, 5 September 2024, ARN 24/5808, ECLI:NL:RBGEL:2024:6070.

<sup>147</sup> CJEU, 12 November 2019, C-233/18 (*Haqbin*), ECLI:EU:C:2019:956.

<sup>148</sup> Staatscourant 2025, 29797, 3 September 2025, available in Dutch at: <https://bit.ly/4aYK8sJ>.

<sup>149</sup> Ministerie van Asiel en Migratie, Circulaire Gemeentelijke opvang ontheemden: overplaatsen, binnentreden en ontruimen, 4 December 2025, available in Dutch at: <https://bit.ly/4qRRZwO>.

<sup>150</sup> Ibid, p. 3.

<sup>151</sup> Staatscourant 2024, 20260, 24 June 2024, information only available in Dutch at: <https://bit.ly/3DZjmCb>

The termination of reception does not affect the person's entitlement to temporary protection as such, but it may lead to the suspension of reception-related benefits, such as accommodation and the living allowance. The legal consequences depend on whether the beneficiary remains registered in the BRP. If the beneficiary is still registered in the BRP at the time they re-report to the municipality upon return, the municipality remains responsible for arranging a new reception place. If the beneficiary has been deregistered from the BRP, the municipality is no longer responsible for reception, and the person must re-apply for reception by reporting to any municipality and undergoing the registration and placement procedure anew.

The application of the 28-day rule is discretionary rather than mandatory. Municipalities are therefore allowed to provide tailor-made solutions, taking into account the individual circumstances of the beneficiary. In practice, however, re-accessing reception after deregistration may be difficult, given ongoing shortages of reception places. For this reason, beneficiaries are advised to inform the municipality in advance of any temporary departure and to maintain contact with the municipality regarding their return.<sup>152</sup>

#### *Situations of exploitation, abuse or other forms of violence*

Various organisations provide support to TP beneficiaries who are victims of (sexual) exploitation, (child) abuse, or other forms of violence.<sup>153</sup> In municipal reception facilities, safeguarding procedures are in place. Suspected cases of (sexual) exploitation may be reported to CoMensHa,<sup>154</sup> while cases of domestic violence may be referred to Veilig Thuis.<sup>155</sup>

The *Handreiking Opvang Ontheemden uit Oekraïne* provides guidance to municipalities on responding to signals of exploitation or violence. It emphasises the responsibility of municipalities and reception staff to identify risks, ensure accessible reporting mechanisms, and cooperate with specialised organisations such as CoMensHa, Veilig Thuis, the police and youth care services where appropriate. Municipalities are expected to ensure that incidents are followed up in a coordinated and proportionate manner, with due regard to the safety and vulnerability of the beneficiary.<sup>156</sup>

On [Refugeehelp.nl](https://refugeehelp.nl), information is provided to displaced persons from Ukraine on how to reach out for help when there is (a suspicion of) a dangerous, an insecure or a violent situation.<sup>157</sup> This information is available in Dutch, English, Ukrainian and Russian. However, it is difficult for municipalities and organisations to inform and to reach displaced persons who live in private non-municipal accommodation. Host families can report (suspicions of) exploitation to FairWork.

## E. Employment and education

### 1. Access to the labour market

#### *Work permits and access to employment*

TP beneficiaries are allowed to work in paid employment in the Netherlands without a work permit.<sup>158</sup>

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<sup>152</sup> NOS.nl, Gemeenten moeten Oekraïense vluchtelingen weigeren wegens gebrek aan opvang, 19 March 2025, available in Dutch at: <https://bit.ly/4ICqWUJ>.

<sup>153</sup> CoMensHa is the National Coordination Centre against Human Trafficking, information available at: <https://bit.ly/3QYOXpZ>.

<sup>154</sup> CoMensHa is the national coordination centre for victims of human trafficking. More information available at: <https://bit.ly/3LrQS8g>.

<sup>155</sup> Veilig Thuis is an organisation that provides advice and follow-up care to victims of (domestic) violence or to anyone who suspects this is the case. More information available at: <https://bit.ly/3GXl3hk>.

<sup>156</sup> Ministerie van Asiel en Migratie, Handreiking Gemeentelijke Opvang Oekraïnes (GOO), November 2024, available in Dutch at: <https://bit.ly/3NfKstq>.

<sup>157</sup> [Refugeehelp.nl](https://refugeehelp.nl), information available at: <https://bit.ly/4a5O73f>.

<sup>158</sup> If an employer wants to employ a person from outside of the European Economic Area, a work permit is required. Amongst other things, a work permit entails the assessment whether an EU citizen could do the same work as the person who is aspiring for the work permit.

Employers are required to notify the *Uitvoeringsinstituut Werknemersverzekeringen (UWV)*<sup>159</sup> when hiring a TP beneficiary. In order to take up employment, beneficiaries must have a citizen service number (BSN) and valid proof of residence, demonstrating that they have been granted TP in the Netherlands and are therefore exempt from the work permit requirement. TP beneficiaries who work in the Netherlands enjoy the same labour rights and protection as Dutch employees, including with regard to wages, working conditions and access to employee insurance schemes.

There are no specific professions for which TP beneficiaries are exempt from qualification or diploma recognition requirements. Access to regulated professions therefore remains subject to the applicable national rules on professional recognition.

### *Self-employment*

In contrast to paid employment by contract, TP beneficiaries who wish to engage in self-employed work are required to hold a work permit. In practice, such permits are generally not granted for unskilled work or personal services. As a result, access to self-employment for TP beneficiaries is severely restricted. Engaging in self-employment without the required authorisation may result in administrative sanctions, including significant fines.

Despite these legal restrictions, the Dutch Refugee Council (VWN) sees in practice that a significant number of TP beneficiaries engage in self-employed work, for example through platform-based work or freelance arrangements. Such forms of work do not always align with the applicable legal framework for self-employment and may involve risks for both the worker and the contracting party, including the risk of administrative sanctions and fines. This development has also been noted at European level. According to the European Migration Network (EMN), self-employed and other non-standard forms of work are frequently observed among TP beneficiaries, partly due to labour market demand, limited access to regular employment and insufficient clarity regarding the applicable rules.<sup>160</sup> At the same time, VWN has not received information indicating that administrative sanctions or fines have actually been imposed on TP beneficiaries in this context to date.

### *Labour market participation in practice*

Data from Statistics Netherlands (CBS) shows that on 1 May 2025, approximately 61% of Ukrainian refugees aged between 15 and 65 in the Netherlands were in paid employment. This represents an increase compared with the previous year, when 57 % were employed on 1 May 2024. The data are based on administrative records linking employment data with the Municipal Personal Records Database (BRP).<sup>161</sup>

These data also show that 87% of TP beneficiaries held temporary jobs, for example in on-call work or other forms of non-permanent employment. In 2024, this was 92%. As of 1 May 2025, more than half of those employed worked full-time (35 hours or more per week), with business services, including temporary employment agencies.<sup>162</sup> In addition, the work is often at a level that does not match the beneficiary's level of education or previous work experience.

### *Policy developments and support measures*

On 7 November 2024, the Secretary of State for Social Affairs and Employment presented an Action Plan on the labour market participation of displaced persons from Ukraine to Parliament.<sup>163</sup> The Action Plan recognises that while a significant number of displaced persons entered the labour market shortly after arrival, others continue to face barriers. According to the Secretary of State of Social Affairs and

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<sup>159</sup> The UWV is the Dutch provider of employee insurance schemes. The UWV provides employee benefits and helps job seekers find work.

<sup>160</sup> EMN, 3 September 2024, Inform: 'Labour Market integration of beneficiaries of temporary protection from Ukraine', information partially available in English at: <https://bit.ly/3WInv9S>.

<sup>161</sup> CBS, Ruim 6 op de 10 Oekraïense vluchtelingen in loondienst, 25 September 2025, available in Dutch at: <https://bit.ly/49zmela>.

<sup>162</sup> Ibid.

<sup>163</sup> Dutch Parliament, 7 November 2024, *Kamerstuk* 36045, nr 187, information only available in Dutch at: <https://bit.ly/4gV027L>.

Employment there is a strong need to foster growth in the labour market for TP beneficiaries. The policy response focuses on strengthening the role of municipalities, improving links with labour market infrastructure, enhancing access to language acquisition, and promoting sustainable employment opportunities for beneficiaries of temporary protection.<sup>164</sup>

To inform TP beneficiaries and potential employers about labour market opportunities and applicable rights and obligations, the Ministry of Social Affairs and Employment has published several factsheets, addressing issues such as employment contracts, wages, rights and obligations, and occupational health and safety. These materials are available in English and Ukrainian. In addition, several initiatives support labour market integration in practice, including RefugeeWork<sup>165</sup> which assists beneficiaries of international protection in finding employment, and RefugeeHelp, which provides information on work and internship opportunities.<sup>166</sup>

The European Migration Network (EMN) investigated the labour market integration of beneficiaries of temporary protection from Ukraine. It published a report in May 2024. In its report, EMN studied existing policies, structures and provisions at national level that promote labour market integration for TP beneficiaries. The focus was on measures facilitating the integration of displaced persons from Ukraine into the labour market.<sup>167</sup>

## 2. Access to education

### *Compulsory education*

Under the Compulsory Education Act, all children in the Netherlands between the ages of 5 and 16 are subject to compulsory education. This obligation also applies to children displaced from Ukraine who fall within the scope of the temporary protection regime. As a result, children from Ukraine between the ages of 5 and 16 must attend school in the Netherlands.

Children from Ukraine have the right to be enrolled in education regardless of their registration status in the Municipal Personal Records Database (BRP). Parents or guardians may register their child directly at a local school. Municipalities play a coordinating role in ensuring access to education, while school boards are responsible for the provision of education. Schools may enrol children in regular classes, newcomer classes, or other appropriate educational settings, depending on capacity and the needs of the child. Due to a lack of (specialised) staff in primary schools, it may be difficult to register a child in a certain school.

Schools experiencing challenges due to high numbers of newly arrived pupils may seek support from LOWAN, which assists schools in both primary and secondary education in providing education to newly arrived migrant children. Schools and specialised newcomer education facilities offer tailored educational programmes for displaced children from Ukraine, with Dutch language instruction forming an integral part.

### *Temporary educational facilities for Ukrainian children*

In practice, shortages of (specialised) teaching staff, particularly in primary education, have at times made it difficult to place newly arrived children from Ukraine. Where schools faced a high number of enrolment requests or where children had specific educational needs, school boards were allowed to establish temporary educational facilities. Within such facilities, schools could temporarily deviate from certain statutory requirements in order to provide an appropriate educational offer to displaced children, subject to notification of the competent authorities.<sup>168</sup> As of 1 January 2024, the establishment of new temporary educational facilities was no longer permitted. Existing temporary educational facilities within primary schools were required to close by 14 July 2024, while those within secondary education had to close by

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<sup>164</sup> Ibid.

<sup>165</sup> RefugeeWork, available at: <https://www.refugeework.nl/en>. Information is available in several languages, such as Ukrainian.

<sup>166</sup> See: <https://bit.ly/4bjZXY5>.

<sup>167</sup> EMN, 3 September 2024, Inform: 'Labour Market integration of beneficiaries of temporary protection from Ukraine', information partially available in English at: <https://bit.ly/3WInv9S>.

<sup>168</sup> Regulation on temporary educational facilities in case of mass influx of displaced persons, available in Dutch at: <https://bit.ly/3XFW9tn>.

1 August 2024.<sup>169</sup> Since then, education for displaced children from Ukraine has been provided within regular schools or existing newcomer education structures.

#### *Start qualification*

From the age of 16, young people are required to obtain a 'start qualification' in order to gain access to the Dutch labour market. This generally entails obtaining a diploma in secondary or vocational education. The conditions applicable to displaced children in this age group are the same as those applicable to Dutch nationals and holders of a residence permit.

#### *Student grants*

In general, beneficiaries of temporary protection are entitled to access education under the same conditions as Dutch nationals or legally residing third-country nationals. One important exception concerns student grants for students between the ages of 18 and 30. TP beneficiaries between the ages of 18 and 30 are not entitled to student grants, as entitlement is limited to Dutch nationals and migrants holding a residence permit.

#### *Assessment of completed education abroad*

Beneficiaries who have completed (part of) their education abroad must have their diplomas assessed in order to access higher education in the Netherlands. This assessment may be carried out by Nuffic<sup>170</sup> or by the higher education institution itself. Following the assessment, the institution determines whether the applicant meets the admission requirements, including programme-specific and language requirements. Admission may be subject to entrance examinations or language tests.<sup>171</sup>

#### *Tuition fees*

Until the 2022–2023 academic year, higher education institutions generally applied the *statutory tuition fee* to beneficiaries of temporary protection. For that academic year, the statutory tuition fee amounted to €2,209, and most universities and colleges charged this minimum fee to TP beneficiaries. For the 2024–2025 academic year, the statutory tuition fee was set at around €2,530, and for 2025–2026 at €2,601.

From the 2023–2024 academic year onwards, higher education institutions are permitted to charge an *institutional tuition fee*, the level of which is determined by the individual institution and can be significantly higher than the statutory fee.<sup>172</sup> For example, institutional fees at some Dutch universities for non-EU/EEA students may range from around €10,000 to over €20,000 per year, depending on the programme and level.

In response to concerns regarding access to higher education for beneficiaries of temporary protection, the government indicated in November 2025 that TP beneficiaries should, where possible, be enabled to pursue higher education at a reduced tuition rate, and that discussions with higher education institutions on this matter were ongoing.<sup>173</sup> These developments do not affect eligibility for student grants, as beneficiaries of temporary protection remain excluded from access to Dutch student finance due to the absence of a residence permit.

#### *Numbers of enrolled children*

In December 2025, 12,900 child beneficiaries of temporary protection had been registered in primary schools and 8,700 TP child beneficiaries had been enrolled in secondary education. These numbers do not match the number of BRP-registrations in municipalities as these were 13,700 and 10,100

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<sup>169</sup> Dutch government, 'Handreiking onderwijs voor kinderen en jongeren uit Oekraïne', 27 November 2023, available in Dutch at: <https://bit.ly/31TuXle>.

<sup>170</sup> Nuffic is the Dutch organisation for internationalisation in education: see Nuffic, 'Higher education', information available at: <https://bit.ly/3XxO6P2>.

<sup>171</sup> Ibid.

<sup>172</sup> DUO, Tuition fees, available at: <https://bit.ly/3Yx1Pbx>.

<sup>173</sup> Dutch Government, Verzamelbrief over opvang Oekraïners November 2025, available in Dutch at: <https://bit.ly/45QDBNg>.

respectively.<sup>174</sup>

## F. Social welfare

TP beneficiaries in the Netherlands have access to the labour market. If a TP beneficiary loses their job and becomes unemployed, they may be entitled to employee insurance benefits, provided that the statutory conditions are met.<sup>175</sup> The Dutch system of employee insurance comprises four main schemes:

- ❖ Unemployment Act;
- ❖ Occupational Disability Insurance Act;
- ❖ Work and Income according to Labour Capacity Act;
- ❖ Sickness Benefits Act.

Access to employee insurance benefits is subject to the specific eligibility requirements laid down in the respective schemes. According to information available to the Dutch Council for Refugees (VWN), beneficiaries of temporary protection generally have access to social security benefits under largely the same conditions and at a comparable level as Dutch nationals and other legally residing third-country nationals.

TP beneficiaries who engage in paid employment in the Netherlands are entitled to child benefit and child budget for children under the age of 18. These benefits constitute a contribution towards the costs of raising children and depend on factors such as household income, the number of children and their ages.

TP beneficiaries who engage in paid employment in the Netherlands may also be entitled to childcare allowance (*'Kinderopvangtoeslag'*) to cover the costs associated with childcare. Under the Childcare Act, entitlement to childcare allowance is in principle conditional upon both partners meeting certain work or participation requirements. As a result, persons whose (un)married partner resides outside the European Union were, as a general rule, excluded from entitlement to childcare allowance. In practice, this restriction affected many TP beneficiaries from Ukraine, whose partners often remained in Ukraine due to the war and were therefore unable to meet the statutory conditions. In response to this situation, the government announced a proposal to amend the Childcare Act in order to enable TP beneficiaries whose partner remained in Ukraine to access childcare allowance. This proposal was submitted to Parliament.<sup>176</sup> The proposed amendment to the Childcare Act did not cover other groups such as holders of asylum residence permits, who face the same issue.

Pending a structural legislative amendment, the government indicated that TP beneficiaries could apply for childcare allowance by way of advance payment, provided that the other statutory conditions for childcare allowance were met.<sup>177</sup> This approach was confirmed in a letter to the House of Representatives of 15 June 2022.<sup>178</sup> As of this reporting period, access to childcare allowance for TP beneficiaries whose partner resides outside the EU continues to depend on compliance with the applicable conditions under the Childcare Act and the administrative practice of the tax authorities.

TP beneficiaries may also be eligible for other benefits such as the rent and health care allowances, subject to the applicable conditions (see [Health care](#)). The tax authority (*'Belastingdienst'*) is responsible for the administration of income-related allowances, while employee insurance benefits are administered by the UWV. The Tax authority (*'Belastingdienst'*) is the organisation responsible for granting rent

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<sup>174</sup> Ministry of Education (Education Executive Agency, DUO), 'Weekoverzicht inschrijving Oekraïense leerlingen op scholen', available in Dutch at: <https://bit.ly/4cxMmxM>.

<sup>175</sup> Dutch government, 'Werk en inkomen voor vluchtelingen uit Oekraïne', available in Dutch at: <https://bit.ly/3UhRMEM>.

<sup>176</sup> Amendment to the Childcare Allowance Act, Kamerstukken 2024-2025, 36241, E, information only available in Dutch at: <https://bit.ly/40BAs1G>.

<sup>177</sup> Dutch Government, 'Recht op kinderopvangtoeslag voor Oekraïense ontheemden', 19 November 2024, available in Dutch at: <https://bit.ly/4pE1GOI>.

<sup>178</sup> Dutch Parliament, 15 June 2022, Kamerstuk 36 045, nr 95, information only available in Dutch at: <https://bit.ly/4ajcNq8>.

allowances. Employee insurances are granted by the UWV.<sup>179</sup> Municipalities and refugee work provide social counselling to Ukrainian refugees (see Information provision).

## G. Health care

Since 2022, TP beneficiaries in the Netherlands have access to health care through a specific medical care scheme, the Medical Care Regulation for Displaced Persons from Ukraine (*Regeling Medische zorg Ontheemden uit Oekraïne, RMO*).<sup>180</sup> This regulation was introduced in the context of the implementation of the TPD and has since functioned as the primary framework governing access to health care for this group. The RMO applies for the duration of the temporary protection regime and, according to government information, remains in force at least until March 2026.<sup>181</sup>

Under the RMO, health care providers are reimbursed for the costs of medical care provided to beneficiaries of temporary protection via the Central Administration Office (CAK), which is a government organisation that implements financial arrangements in the healthcare sector. Health care providers must submit claims for reimbursement of the costs of care provided to beneficiaries of temporary protection through the applicable declaration procedures administered by the CAK. TP beneficiaries do not have to take out health insurance or pay health insurance premiums.

The RMO provides access to medical care at a level comparable to that covered by the Dutch basic health insurance package. This includes, inter alia, care provided by general practitioners, hospital care, mental health care and prescribed medication.<sup>182</sup> Certain types of care fall outside the scope of the basic insurance package and are therefore only partially covered under the RMO, such as limited reimbursement for dental care for acute pain, contraception, abortion care, glasses, hearing aids and certain medication.<sup>183</sup>

Access to the RMO is conditional upon registration by a municipality in the Municipal Personal Records Database (BRP) as a person entitled to temporary protection (BRP code 46) and the issuance of a citizen service number (BSN). Since 1 July 2022, the RMO applies to all TP beneficiaries who meet these conditions, regardless of whether they generate income or not.

Where a person displaced from Ukraine is not registered in the BRP as a TP beneficiary and therefore does not receive a BSN, they do not fall within the scope of the RMO. In such cases, health care providers may seek reimbursement of the costs of medically necessary care through alternative arrangements administered by the CAK.<sup>184</sup>

According to information available to the Dutch Council for Refugees (VWN), TP beneficiaries generally have access to health care covered under the RMO. In practice, difficulties may arise in situations where registration in the BRP or the issuance of a BSN is delayed, or where medical treatment sought falls outside the scope of care covered by the RMO.

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<sup>179</sup> UWV, information only available in Dutch at: <https://bit.ly/3kxKwq9>.

<sup>180</sup> Dutch Government, 'Information for refugees from Ukraine in the Netherlands about health insurance', 27 July 2022, factsheet available in Ukrainian at: information (leaflet) is available at: <https://bit.ly/3QJApdy>.

<sup>181</sup> Dutch Government, Gezondheidszorg vluchtelingen uit Oekraïne - Als zorgverlener kosten declareren voor zorg aan vluchtelingen uit Oekraïne, available in Dutch at: <https://bit.ly/4qSRhja>.

<sup>182</sup> Dutch Government, Welke zorg zit in het basispakket van de zorgverzekering?, available in Dutch at: <https://bit.ly/4qlccLQ>.

<sup>183</sup> Dutch Government, Gezondheidszorg vluchtelingen uit Oekraïne - Medische zorg en hulpmiddelen voor vluchtelingen Oekraïne, available in Dutch at: <https://bit.ly/49sZUJX>.

<sup>184</sup> CAK, Regeling onverzekerbare vreemdelingen, available in Dutch at: <https://bit.ly/4brOw3A>.