

Asylum in Europe: the situation of temporary protection applicants and beneficiaries in 2025

The [Asylum information Database](#) (AIDA) is a database managed by the European Council on Refugees and Exiles (ECRE) containing detailed information on asylum procedures, reception conditions, detention, and the content of international protection in 27 countries. 24 country reports also include an annex which focuses on the implementation of temporary protection or similar national regimes for displaced people from Ukraine.¹ The reports are written by national experts in cooperation with a variety of stakeholders, ranging from civil society organisations and lawyers to national authorities. The reports are edited and verified by ECRE. The database is widely used by European and national policy makers, legal practitioners, and courts.

This briefing² provides key examples of the general trends that can be observed regarding the treatment of persons fleeing from Ukraine in Europe in 2025 as documented in AIDA.³ The EU's immediate response to displacement from Ukraine was positive, with the rapid activation of the Temporary Protection Directive (TPD) which greatly facilitated access to rights, and the granting of broader rights and/or eligibility in several Member States. However, in the years since, including in 2025, countries have increasingly diverged in their national approaches to temporary protection and introduced new restrictions on both the scope of temporary protection regimes and the rights of beneficiaries. This is notably reflected in the increasing number of cases before the CJEU.⁴ The situation is compounded by the continued uncertainty stemming from the absence of a concerted EU-level solution for transitioning out, which has also led to divergent approaches by national authorities.

1. Renewal of temporary protection and residence permits

Following the extension of the TPD until 4 March 2026 and 4 March 2027,⁵ AIDA countries adopted markedly different approaches to implementing this extension at the national level. In several countries, renewal was automatic, requiring no action from beneficiaries, thus minimising the risk of leaving former beneficiaries in a legal limbo:⁶ temporary protection status was extended by law or a nationwide ministerial decision, or updated individual documentation was sent to beneficiaries proactively, as was the case in Austria and the Netherlands. By contrast, other countries required beneficiaries to actively renew their documentation, ranging from a single in-person visit to more complex administrative procedures.⁷ In France, the procedure is particularly burdensome with both a short renewal cycle (every six months) and, as of May 2026, a financial cost (€ 100 per renewal per adult).

Implementation of the TPD extensions gave rise to problems in 4 AIDA countries in 2025.⁸ In Bulgaria, there was conflicting information as to where renewal could be obtained, creating queues and

¹ There is no temporary protection annex for the country report on Türkiye, where no equivalent scheme was introduced for displaced people from Ukraine, and for the country report on Ukraine.

² This briefing was written by Charlotte Labrosse for ECRE.

³ Information presented in this overview was extracted and compiled from the annexes on 2025 to the AIDA Country Reports, where further information, details and sources can be found [here](#).

⁴ CJEU, Joined cases C-244/24 and C-290/24, *Kaduna*, 19 December 2024, available [here](#); CJEU, C-753/23, *Krasiliva*, 27 February 2025, available [here](#); CJEU, C-195/25, *Framholm*, 20 November 2025, available in French [here](#). Moreover, as of 15 July 2026, there are 4 cases directly related to the TPD pending.

⁵ Council implementing decision (EU) 2024/1836 of 25 June 2024, available [here](#) and Council implementing decision (EU) 2025/1460 of 15 July 2025, available [here](#). On 15 July 2026, temporary protection was once again extended until 4 March 2028, albeit with a restriction as to its scope: new applicants will have to prove they satisfy their military obligations in Ukraine, a restriction that will particularly affect men 18-60, under mandatory conscription in Ukraine since 2022. This restriction will not apply to current beneficiaries: Council of the EU, 'EU countries agree to extend temporary protection for those fleeing Ukraine until March 2028' press release, 15 July 2026, available [here](#).

⁶ AT, CY, DE, GR, HU, ES, MT, PT, IE, NL, RO, SI.

⁷ BE, BG, HR, CZ, FR, IT, PL, RS, SE, CH, SK, UK.

⁸ BG, GR, HU, PL, in addition to the financial cost in France.

overcrowding in some locations. In Hungary and Greece, because the extensions occur via a national law or ministerial decision rather than being reflected on TP beneficiaries' individual documents, some service providers wrongly denied beneficiaries access to rights such as banking and healthcare. In Poland, some beneficiaries faced difficulties accessing the Diia.pl online portal which hosts their proof of TPD status.

2. Scope of TPD

While the minimum personal scope of temporary protection is defined at EU level, Member States retain discretion to extend it. In 2025, however, national authorities in AIDA countries generally moved in the opposite direction, seeking to restrict its scope.⁹

Czechia and Germany both barred people having received temporary protection in another Member State from registering in their country, even when they had de-registered in the other Member State, contrary to the TPD and European Commission guidance, which only require that temporary protection be enjoyed in one country at a time. CJEU judgment *Krasiliva* confirmed the incompatibility of the Czech legislation with EU law; despite this and consistent domestic case law, the Ministry of Interior issued 12,000 refusals in 2025 and left the refusal ground substantively unchanged in new September 2025 legislation.¹⁰ In Belgium and Ireland, the deregistration requirement was difficult to prove in practice, given the lack of standardised documentation and delays in updating the shared EU database, leading to refusals despite applicants no longer holding protection elsewhere.

In June 2025, Switzerland narrowed the scope of status S to exclude applicants from seven regions of western Ukraine deemed safe for return, a measure criticised by civil society as inconsistent with the actual security situation on the ground. Switzerland continued to deny temporary protection to persons who hold a second nationality alongside Ukrainian citizenship. In July 2026, EU Member States agreed to extend the TPD until 4 March 2028, but introduced a new restriction to its scope by excluding people that do not comply with their military obligations in Ukraine, i.e. all men between 18 and 60 years unless they have an exemption.¹¹

The Netherlands and Portugal both moved to end temporary protection for third-country nationals without permanent residence in Ukraine who had initially benefited from a broader personal scope, a practice ruled in line with EU law by the CJEU.¹² In Portugal, cancellation decisions were reportedly issued without a prior interview or a request for supporting documentation from those affected. In Hungary, contrary to the TPD, third-country nationals with permanent residence in Ukraine still cannot apply for temporary protection, ultimately prompting a request for a preliminary ruling by the CJEU.¹³

By contrast, the United Kingdom's Homes for Ukraine sponsorship scheme, which matches people fleeing Ukraine and seeking to enter the UK with UK households willing to act as sponsors, was expanded to allow beneficiary parents or guardians to sponsor a child. Until November 2025, sponsors had to be British or Irish citizens or have permanent residence status ('settled') in the UK.

3. Increasing restrictions on access to reception

The temporary protection reception network changed in 2025 and early 2026, with several countries closing facilities, tightening eligibility criteria, or shortening the length of stay available.

⁹ BE, CZ, DE, IE, HU, MT, NL, PT, CH.

¹⁰ CJEU, C-753/23, *Krasiliva*, 27 February 2025, available [here](#).

¹¹ Council of the EU, 'EU countries agree to extend temporary protection for those fleeing Ukraine until March 2028', 15 July 2026, available [here](#).

¹² CJEU, Joined cases C-244/24 and C-290/24, *Kaduna*, 19 December 2024, available [here](#).

¹³ Referral by the Szeged Court (Szegedi Törvényszék), case registered as C-21/26, *Nazin*, case overview available [here](#).

Four countries closed or initiated plans to close some of their reception centres.¹⁴ Meanwhile, shortage of places remained an issue in Austria for people with disabilities and chronic or psychological care needs, as well as in Belgium, Germany and the Netherlands for all beneficiaries, leading to court cases ordering municipalities to provide accommodation to displaced people in the latter. The scope of people eligible for reception was officially restricted to beneficiaries in a vulnerable position in Poland (first list issued in November 2025, further narrowed in March 2026). This is also the case in practice in Belgium due to capacity issues. In Hungary, since 2024, access remains limited to beneficiaries from officially designated 'war-affected areas' of Ukraine. Ireland, Slovakia and Czechia all cut the maximum length of stay in public facilities down to respectively 30 days, 60 days and 90 days, with exemptions for people in a vulnerable position in the latter two. In Ireland, this policy led some beneficiaries to return to Ukraine due to lack of alternative housing and is part of a more general plan restricting housing, with payments for hosting households also reduced in 2025 and a gradual, general closure of public centres announced in April 2026.

In several countries, pressure on the private rental market affected temporary protection beneficiaries' ability to find independent housing, due to rising rental costs, discrimination, and delays in financial assistance.¹⁵ In Italy, the EUR 300 financial contribution afforded to adult temporary protection beneficiaries having found independent accommodation was phased out in April 2025.

4. Access to financial assistance and social welfare

Financial support for temporary protection beneficiaries was reduced or restricted in several AIDA countries in 2025.¹⁶ Austria introduced the most significant changes by modifying how it assesses beneficiaries' means: since January 2025, Ukrainian cars are treated as an asset for the basic care means test, meaning beneficiaries can generally no longer own a car and receive basic care, while since August 2025 Ukrainian pension payments are deducted from basic care benefits in Vienna, a policy that could spread to other provinces. The Netherlands significantly raised the individual financial contribution required from beneficiaries with sufficient income residing in municipal accommodation, from € 105 to € 244.22 per adult. In line with the policy on reception, access to the financial allowance was further reduced to 60 days in Slovakia in March 2025, down from 120 days (and unlimited prior to July 2024). In Sweden and Malta, support remained at a very low, inadequate level: in Sweden, the rate has not changed since 1994. Both Poland and Austria introduced policies to limit some benefits, notably family and child-related benefits, to temporary protection beneficiaries active in the labour market, i.e. either employed or registered with the public employment service. By contrast, France's family benefits agency issued a welcome clarification that children of beneficiaries continuing distance learning in Ukraine are considered to meet school-attendance requirements for related benefits.

5. Other rights

Restrictions were also introduced to other rights of temporary protection beneficiaries.

In Slovakia, since September 2025, legal representatives of Ukrainian children old enough for compulsory education are limited in their education choices, as they must apply for kindergarten or school within three months of temporary protection registration or risk a fine of up to € 331.50. Such a fine does not exist for Slovak nationals or permanent residents. Obstacles to access to education persisted in Romania and Hungary, mainly due to the language barrier.

¹⁴ AT, FR, ES, IE.

¹⁵ Particularly highlighted as an issue in IE, NL, RO, UK.

¹⁶ AT, NL, PL, SK, and there is a draft law in DE that would bring temporary protection beneficiaries down to the significantly lower level of asylum applicants' benefits' rather than the current regular social benefits, but it has not yet been adopted as of May 2026.

Belgium's new, more restrictive framework for family reunification introduced in August 2025 also affected temporary protection beneficiaries. They are now notably subject to a two-year waiting period and can only reunite with family as it existed before their arrival in Belgium, which leaves the issue of children born after the outbreak of the war outside of Belgium unaddressed, as Belgium considers them to be outside of the scope of the TPD by Belgium. In contrast, in 2025 the Swedish Migration Agency allowed temporary protection beneficiaries to apply and be granted family reunification while remaining in Sweden in exceptional circumstances, rather than exclusively from outside the country. In the UK, one of the Ukraine visa schemes was expanded to allow beneficiary parents or guardians to sponsor a child, facilitating family reunification through the Ukraine schemes themselves (see above, Scope of TPD).

Access to healthcare was curtailed or remained limited in several countries.¹⁷ Notably, Austria ended automatic health insurance coverage for beneficiaries not in receipt of basic care as of 31 May 2025, meaning they must either self-insure or obtain co-insurance through an employed family member. In March 2026, Poland significantly restricted access to healthcare to a limitative list of people in a vulnerable position. Access to healthcare also remained restricted in Sweden, Slovenia and difficult in practice in Hungary.

6. Transitioning out of TPD: access to international protection and other legal statuses¹⁸

In lack of a common European solution beyond extensions of TPD status, EU Member States responded in different ways in terms of offering solutions to transition out of temporary protection status to beneficiaries. Four AIDA countries introduced dedicated TPD transition options, though with narrow scope:¹⁹ Austria's Red-White-Red Card Plus, opened to temporary protection beneficiaries in October 2024, had benefited only 7,017 people by January 2026, compared to 134,109 residence permits issued since the activation of the TPD and 92,453 people with an active status as of 31 December 2025. Slovenia removed a legal restriction preventing temporary protection time from counting towards the five years required for permanent residence, as did Croatia in March 2025, but by December 2025 was already considering reversing it, based on legal advice from the Council of the EU. Germany and Slovakia eased procedural routes rather than creating new statuses, removing the requirement to leave and re-enter to apply for regular residence. In other countries, discussions are underway but have not yet produced concrete pathways.²⁰ A further group of countries have no (public) post-temporary protection plans.²¹

Regarding access to asylum, in several countries, the asylum procedure is suspended or otherwise restricted for as long as temporary protection applies.²² In Ireland, a beneficiary must first renounce temporary protection before applying for international protection. In Hungary, applicants are subject to the embassy procedure, making access to asylum almost impossible.²³ On the contrary, the majority of AIDA countries examined asylum applications in parallel with temporary protection.²⁴ Upon a referral

¹⁷ AT, BG, HU, PL, SE, SI.

¹⁸ In 2026, ECRE published three working papers detailing which legal statuses are accessible after temporary protection in different EU countries. The working papers are available [here](#) (Paper 1: Germany, Austria, Czechia, Estonia, Latvia, Lithuania, republic of Moldova), [here](#) (Belgium, France and Spain) and [here](#) (Paper 3: Poland and Italy).

¹⁹ AT (specific access to Red-White-Red Card plus), PL (new CUKR permit), CZ (new fast-tracked long-term residence permit), IT (work permit conversion option specifically for TP holders).

²⁰ FR, IE, NL.

²¹ BE, ES, HU, RO, CH.

²² BE, BG, CZ, DE, IE, HU, MT, NL, CH.

²³ See AIDA, Asylum in Europe: the situation of applicants for international protection in 2025, July 2026, available [here](#).

²⁴ AT (although the time limit of 6 months for the authorities to take a first instance decision is suspended), HR, CY, ES, FR, GR, IT (with priority), PL, PT, RO, SI, SE, RS, SK, UK.

from Sweden, the CJEU clarified in *Framholm* that temporary protection beneficiaries were eligible for subsidiary protection as well as refugee status.²⁵

A complementary overview of the situation of asylum applicants and beneficiaries of international protection in Europe in 2025 is available [here](#).

²⁵ CJEU, C-195/25, *Framholm*, 20 November 2025, available in French [here](#).

AIDA Country Reports on the year 2025

- [Austria](#), including [TPD annex](#), May 2026
- [Belgium](#), including [TPD annex](#), July 2026
- [Bulgaria](#), including [TPD annex](#), May 2026
- [Croatia](#), including [TPD annex](#), July 2026
- [Cyprus](#), including the [right to reply](#) and [TPD annex](#), March 2026
- [Czechia](#), including [TPD annex](#), June 2026
- [France](#), including [TPD annex](#), May 2026
- [Germany](#), including [TPD annex](#), June 2026
- [Greece](#), including the [right to reply](#) and [TPD annex](#), July 2026
- [Hungary](#), including the [right to reply](#) and [TPD annex](#), May 2026
- [Ireland](#), including [TPD annex](#), May 2026
- [Italy](#), including [TPD annex](#), July 2026
- [Malta](#), including the [TPD annex](#), June 2026
- [Netherlands](#), including [TPD annex](#), June 2026
- [Poland](#), including [TPD annex](#), June 2026
- [Portugal](#), including the [TPD annex](#), June 2026
- [Romania](#), including [TPD annex](#), June 2026
- [Serbia](#), including [TPD annex](#), July 2026
- [Slovenia](#), including [TPD annex](#), May 2026
- [Slovakia](#), including the [right to reply](#) and [TPD annex](#), July 2026
- [Spain](#), including [TPD annex](#), April 2026
- [Sweden](#), including [TPD annex](#), June 2026
- [Switzerland](#), including [Status S annex](#), May 2026
- [Türkiye](#), July 2026
- [Ukraine](#), March 2026
- [United Kingdom](#), including [Ukraine visa support annex](#), March 2026