Temporary Protection Spain

2025 Update

This annex on temporary protection complements and should be read together with the AIDA Country Report on Spain.

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Temporary Protection Procedure

A. General

Title (EN)	Original Title (ES)	Web Link
Order PCM/169/2022 of 9 March, developing the procedure for the recognition of temporary protection to persons affected by the conflict in Ukraine	Orden PCM/169/2022, de 9 de marzo, por la que se desarrolla el procedimiento para el reconocimiento de la protección temporal a personas afectadas por el conflicto en Ucrania	https://shorturl.at/ejW27
Order PCM/170/2022 of 9 March, which publishes the Agreement of the Council of Ministers of 8 March 2022, which extends the temporary protection granted in light of the Council Implementing Decision (UE) 2022/382 of 4 march 2022 to persons affected by the conflict in Ukraine who could find refuge in Spain	Orden PCM/170/2022, de 9 de marzo, por la que se publica el Acuerdo del Consejo de Ministros de 8 de marzo de 2022, por el que se amplía la protección temporal otorgada en virtud de la Decisión de Ejecución (UE) 2022/382 del Consejo de 4 de marzo de 2022 a personas afectadas por el conflicto de Ucrania que puedan encontrar refugio en España	https://shorturl.at/ju056
Instruction of the Directorate General of the management of the international and temporary reception system, of 8 April 2022, establishing extraordinary measures for the assistance to persons displaced from Ukraine	Instrucción de la Dirección General de gestión del sistema de acogida de protección internacional y temporal, de 8 de abril de 2022, por la que se adoptan medidas de carácter extraordinario para la atención a personas desplazadas desde Ucrania	https://bit.ly/3JJyWlX

Following the outbreak of the war in Ukraine in February 2022, and the EU decision to activate the Temporary Protection Directive, the Spanish Government started to design a more flexible and simple mechanism for providing protection to persons fleeing the country, without the necessity for them to lodge an asylum application.[1] UNHCR supported the authorities in the development of the emergency response to increase reception and support capacity, developing specific recommendations and providing guidance and expertise.[2] The Government also announced the regularisation of all undocumented Ukrainians living in Spain before the Russian invasion.[3]

In 2025, the Asylum Office granted temporary protection to 30,628 persons fleeing from Ukraine.[4] The permits granted until 31 December 2025 were 338,576.[5]

A report published in February 2024 by the Institute of Studies on Conflicts and Humanitarian Action informed about the excessive bureaucratisation and rigidity of some procedures foreseen for the application and granting of funds for the assistance to people fleeing from Ukraine. It especially recommended creating and consolidating specific funds to tackle sudden and evolving humanitarian responses at regional level.[6]

Since the outbreak of the war until February 2025, Spain allocated more than €1,530 million to support persons fleeing from Ukraine.[7]

1 El Diario, 'El Gobierno alojará de forma exprés a los refugiados de Ucrania que lo necesiten sin exigir que antes pidan protección', 5 March 2022, available here.
2 Information provided by UNHCR in March 2023.
3 El Diario, 'El Gobierno regularizará a todos los ucranianos que vivían en España sin papeles antes de la invasión rusa', 8 March 2022, available here.
4 Ministerio del Interior, 'Información estadística en formato reutilizable. Protección Temporal – Datos mensuales', January 2025, available here.
5 Ministerio de Inclusión, Seguridad Social y Migraciones, 'Personas ucranianas con documentación de residencia en vigor', , 27 January 2026, available here.
6 Instituto de Estudios sobre Conflictos y Acción Humanitaria, 'la respuesta humanitaria española a la guerra de Ucrania',February 2024, available here.
7 Ministerio de Inclusión, Seguridad Social y Migraciones, 'El Gobierno de España ha concedido protección temporal a 236.570 personas afectadas por la agresión a Ucrania', 25 February 2025, available here.

B. Qualification for temporary protection

On 9 March 2022, the Government adopted two orders, detailing the procedure to grant temporary protection status to:[8]

- Ukrainian nationals who were living in Ukraine before 24 February 2022,
- third country nationals and stateless persons legally residing in Ukraine, whether on the basis of a permanent residence permit or not;
- Ukrainians staying (regularly or irregularly) in Spain before 24 February 2022,
- the family members (i.e. spouse or unmarried partner; their underage children or those of his/her partner, without any distinction if they were born inside or outside the marriage or if they were adopted; other close relatives who were living together as part of the familiar unity at the moment of the displacement, and who were depending totally or mainly from them) of all the above categories

According to the orders, the individual decision granting temporary protection is adopted by the OAR in 24 hours from the lodging of the application.
Temporary protection and the residence and work permits are granted for the duration of 1 year. They are automatically renewed for an additional year after the first year of validity.

To overcome the challenges that third country nationals initially had to access temporary protection procedure, in October 2022, the General Commissariat on Foreigners and Borders issued a legal paper establishing the procedure and criteria for access to TP by third country nationals who fled Ukraine. It established that third country nationals coming from one of the following 17 countries (Afghanistan, Armenia, Azerbaijan, Belorussia, Burkina Faso, Georgia, Kazakhstan, Kirgizstan, Mali, Moldavia, Central African Republic, Russia, Syria, Tajikistan, Turkmenistan, Uzbekistan, Yemen) with permanent residence in Ukraine, were not obliged to prove the impossibility to return to their origin country in safe and durable conditions entitling them to access TP just by providing their passport and permanent residence permit. For third country nationals coming from one of the mentioned 17 countries who held a temporary residence permit in Ukraine or those coming from other countries, also must prove the impossibility to return to their country of origin in safe and durable conditions.

In relation to the processing of TP applications made by third country nationals without automatic access to temporary protection (i.e. those nationalities not appearing in the mentioned legal paper), their declarations during the interview and, where appropriate, their relevant documentation, are sent by the police to the OAR for its assessment. In case of a negative decision, the police verbally communicate the decision to the applicants, without notifying them a written decision. This leads many applicants being unable to access an effective legal remedy.

In relation to third country nationals, temporary protection application forms must state that they do not authorise to work. In addition, a delay has been observed in the decision-making process of these applications by the OAR. In some cases, the process exceeds the 4 months validity of the application's receipt, without any resolution having been issued and without a new document having been issued to the applicants, what determines challenges for them in accessing their rights.[9]

Those who are found not to meet the conditions to apply for temporary protection are not issued return orders. Instead, the police inform them of the possibility to apply for international protection. Some positive decisions on international protection applications have been granted in the past years regarding cases of

[8] Ministerio de la Presidencia, Relaciones con las Cortes y Memoria Democrática, 'Orden PCM/170/2022, de 9 de marzo, por la que se publica el Acuerdo del Consejo de Ministros de 8 de marzo de 2022, por el que se amplía la protección temporal otorgada en virtud de la Decisión de Ejecución (UE) 2022/382 del Consejo de 4 de marzo de 2022 a personas afectadas por el conflicto de Ucrania que puedan encontrar refugio en España', 9 March 2022, available here; Ministerio de la Presidencia, Relaciones con las Cortes y Memoria Democrática, 'Orden PCM/169/2022, de 9 de marzo, por la que se desarrolla el procedimiento para el reconocimiento de la protección temporal a personas afectadas por el conflicto en Ucrania', 9 March 2022, available here.

[9] Information provided by Accem's legal service in March 2025.

Ukrainian nationals. In case the temporary protection status is not recognised, a written denial decision is issued to the applicants (at the beginning applicants only received verbal denials, so it was impossible for denied applicants to challenge them).

With different decisions taken in 2025, the Supreme Court established that the non-refoulement principle is recognised automatically to Ukrainians residents in Spain who fall under the scope of temporary protection.[10]

C. Access to temporary protection and registration

1. Admission to territory

Persons fleeing from Ukraine do not face any significant challenge in accessing Spain. Biometric passports as well as other documents certifying their identity (i.e. birth certificate) are considered sufficient to access the territory.[11]

2. Freedom of movement

Individuals entitled to temporary protection do not face any challenge in moving across the Spanish territory, regardless of the documentation they held.

3. Registration under temporary protection

Regarding the registration of applications, the Government has foreseen the possibility of applying for temporary protection both directly at the CREADE (Centre for Reception, Assistance and Referral, which were specifically created for persons fleeing Ukraine just after the outbreak of the war) and in designated police stations. If applicants arrive at airports, they enter the territory and apply for temporary protection on the territory. There has not been a need to design a TP procedure at the borders. The same applies in case of crossing land borders.

4. Legal assistance

For legal assistance in the context of temporary protection, the same rules valid for asylum seekers are in force (See AIDA Country Report on Spain - 2025 Update).

5. Information provision and access to NGOs

Different initiatives have been promoted since the beginning of the war, aiming at informing persons fleeing Ukraine on their rights and the access to services. The Spanish Bar Association committed to provide legal guidance to Ukrainian through the specialised Bar on migration and asylum of the different bar associations.[12] CEAR published guidelines on asylum for those fleeing the conflict in Ukraine, available both in Ukrainian and Spanish.[13] Similarly, the Bar Association of Madrid published a guide in Spanish, English and Ukrainian providing information to persons fleeing Ukraine.[14] The Minister of Interior published a document (in different languages, including Ukrainian) providing information on temporary

10 Tribunal Supremo. Sala de lo Contencioso, STS n.º 484/2025, 28 April 2025, app. n.º 6208/2023, available here; STS n.º 450/2025, 10 April 2025, app n.º 8004/2022, available here; STS n.º 363/2025, 27 March 2025, app. n.º 8696/2022, available here; STS n.º 540/2025, 8 May 2025, app. n.º 908/2019, available here; STS n.º 133/2025, 7 February 2025, app. n.º 6679/2022, available here.

11 Ministerio de Inclusión, Seguridad Social y Migraciones, 'Soy ucraniano, ¿Qué papeles necesito para entrar en España?', 7 June 2022, available here.

12 El Derecho, 'La Abogacía Española ofrecerá apoyo legal en España a los refugiados ucranianos', 1 March 2022, available here.

13 CEAR, 'Guía asilo personas afectadas por guerra ucrania', 1 March 2022, available here.

14 Ilustre Colegio de Abogados de Madrid (ICAM), 'El Colegio de Abogados de Madrid publica una guía para ciudadanos que huyen del conflicto armado de Ucrania', 15 March 2022, available here.

protection, especially on who is eligible, where to apply, the rights deriving from the protection granted, etc.[15] The Psychological Association of Madrid published some information videos for the psychological support to persons affected by the conflict in Ukraine addressed to professionals who assist and accompany persons fleeing from the conflict in Ukraine.[16] The Spanish Network of Legal Clinics drafted a guidance containing practical information on the access to temporary protection, as well as on access to health assistance, education and employment in different Autonomous Communities.[17] UNHCR and the Platform for Childhood published child-friendly information materials for children fleeing Ukraine.[18]

In October 2024, the Minister of Inclusion, Social Security and Migration launched a phone service (number +34 913990009) to inform about international and temporary protection. The service is provided by eight persons, and the information is given in eight languages: Spanish, English, French, Ukrainian, Russian, Arabic, Farsi and Bambara.[19]

D. Guarantees for vulnerable groups

NGOs managing reception facilities coordinated with specialised police units to identify victims and testimonies of the war crimes committed by Russia, with the aim of collecting relevant information on the issue. At the end of May 2022, a specific procedure was put in place at the CREADE of Madrid, to detect such cases and refer them to the police, who carry out the interview with the victims and testimonies to gather and formalise their declarations.[20] The Spanish Bar Association also created a specific format that lawyers can use while collecting evidence.[21]

In order to prevent and identify cases of trafficking among the persons fleeing Ukraine, specific protocols and guidelines have been adopted within the CREADE. Besides, staff in these centres as well as in other reception facilities was trained on the matter by NGOs, upon request from the MISSIM. In addition, since the conflict outbreak, the Public Prosecutor office started to convene periodic meetings at the national level among different stakeholders (i.e. NGOs managing the CREADE, UNHCR, the MISSM, NGOs assisting trafficked persons, the National Police and the Civil Guard), with the aim of coordinating actions and activities, following up on possible trafficking cases, fostering trainings, etc.

Similarly, the identification of children as minors, with referral to Autonomous Communities and of the adults accompanying children is also carried out in the centres.

In November 2022, the Parliament approved a legal amendment on aggravating circumstances to the crime of trafficking in human beings, increasing the punishment up to 12 years for those who traffic persons fleeing armed conflicts and humanitarian disasters.[22] The aggravating circumstance was initially proposed just to protect persons fleeing the war in Ukraine, but was then extended to all persons fleeing wars and humanitarian disasters.

In relation to children fleeing the conflict, there was a rapid issuance of recommendations directed at regional authorities, to avoid differences in treatment and definitions for their reception and protection. Recommendations regarding the protection of children and adolescents displaced by the conflict in

15 Ministerio del Interior, 'UCRANIA - Protección Temporal', 2022, available here.
16 Colegio Oficial de la Psicología de Madrid, 'El colegio elabora videos divulgativos para el apoyo psicológico a personas afectadas por el conflicto bélico en Ucrania', 30 March 2022, available here.
17 Red Española de Clínicas Jurídicas, 'Guía de trámites y recursos para la población desplazada por la guerra en ucrania', March 2022, available here.
18 Acnur, Plataforma de Infancia, August 2022, available here.
19 Ministerio de Inclusión, Seguridad Social y Migraciones, 'El Ministerio de Migraciones pone en funcionamiento una línea de atención telefónica sobre protección internacional y temporal', 18 October 2024, available here.
20 Information provided by Accem on February 2023.
21 Consejo General de la Abogacía Española, 'La Abogacía activa un formulario para recoger pruebas de crímenes de guerra cometidos por Rusia', 25 May 2022, available here.
22 20 Minutos, 'Agravante trata: El Congreso aprueba por unanimidad castigar con hasta 12 años de cárcel la trata de mujeres que huyan de una guerra', 3 November 2022, available here; The Objective, 'El BOE publica la nueva ley que endurece las penas por traficar con víctimas de conflictos', 21 December 2022, available here.

Ukraine were issued by the Ministry of Social Rights and Agenda 2030 who is competent for the coordination of regional minors' protection systems. The priorities have been to ensure child friendly spaces, avoid the separation of families and of children who have relatives or foster families, and to follow up the location of minors to guarantee their return to their places of origin when possible.[23]

Recommendations were also drafted by the Minor Prosecutor's Office, aimed at unifying the criteria for action of the different prosecutors at regional level for the protection of unaccompanied and separated children. In the case of Ukrainian children, no systematic separation was carried out, and great attention was paid to the way in which prosecutors were registering children as unaccompanied or separated. In the case of Ukrainian children, the national prosecutor asked to register them within the UAMS' police register and mark them as "at risk", so that minors protection services could make a follow up and provide them with the official "care" (*guarda*, which is different from guardianship although is a form of responsibility of the minor). It should be considered that, before the Ukrainian conflict, some Autonomous Communities in Spain still separated children travelling with adults who were not in possession of proof of guardianship or documentation, until DNA tests were carried out. This was the case in Melilla, as well as in the Canary Islands.[24]

The Platform for Childhood (*Plataforma de Infancia*) published information in the format of questions and answers, in which it provides useful information on different aspects, i.e., on foster care, on how to speak with children about the conflict, etc.[25] Similarly, UNICEF published a set of guidelines on how to support children from Ukraine.[26]

In May 2022, the organisation 'Aldeas Infantiles SOS' published guidelines on how to foster the integration of refugee children from Ukraine, providing orientation on the psychological effects of conflicts on children and on how to support children who fled the war.[27]

Save the Children has welcomed the extraordinary measures that were taken to ensure protection of children and families fleeing from Ukraine and asked for best practices to be extended to other migrant and refugee children, and to ensure lessons learnt from the management of the inflow of persons displaced from Ukraine can be taken and strengthened for the protection of all migrant and refugee children.[28]

23 Information provided by Save the Children in March 2023.
24 *Ibidem*.
25 Plataforma de Infancia, 'UCRANIA - Preguntas y Respuestas sobre la infancia y el conflicto armado', 2022, available here.
26 UNICEF, 'Cómo ayudar a los niños y las niñas de ucrania 10 cuestiones relevantes', 2022, available here.
27 Aldeas Infantiles SOS, 'Guía para favorecer la integración de niños y niñas refugiados de la guerra de Ucrania', May 2022, available here.
28 Save the Children, 'Safe for Some: Europe's selective welcome to children on the move', March 2023, available here.

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?	2 years, extended until 4 March 2027
2. How many residence permits were issued to beneficiaries from the activation of the Temporary Protection Directive until 31 December 2025?	338,576[29]

According to the two orders adopted by the Spanish Government in March 2022,[30] temporary protection, as well as the residence and work permit granted, will be automatically renewed for 1 year after 1 year since the granting of the temporary protection. In practice, Spain issues residence and work permits directly for the duration of 2 years.[31]

An order issued in February 2026 extended the validity of residence permits granted to beneficiaries of temporary protection until 4 March 2027.[32]

2. Access to asylum and other legal statuses

Since the outbreak of the conflict, the OAR temporarily halted the decisions on asylum applications already lodged by Ukrainian applicants which are prospected to have a negative outcome.[33] It is important to note that, from 2012 to 2021, Spain received around 16,000 asylum applications from Ukrainian nationals, and denied at least 14,600; only 9% of the applicants were recognised a form of international protection.[34] On 24 March, the National Court of Madrid granted subsidiary protection to a Ukrainian family, whose application had previously been rejected.[35]

In 2024, 103 Ukrainians (58 men and 45 women) applied for international protection. During the same year, just 2 Ukrainians (1 man and 1 woman) were granted the refugee status, while 71 Ukrainians (38 men and 33 women) were granted subsidiary protection. No Ukrainian national was granted a stay or residence permit based on humanitarian reasons.[36]

29 Ministerio de Inclusión, Seguridad Social y Migraciones, 'Personas ucranianas con documentación de residencia en vigor', 27 January 2026, available here

30 Ministerio de la Presidencia, Relaciones con las Cortes y Memoria Democrática, 'Orden PCM/170/2022, de 9 de marzo, por la que se publica el Acuerdo del Consejo de Ministros de 8 de marzo de 2022, por el que se amplía la protección temporal otorgada en virtud de la Decisión de Ejecución (UE) 2022/382 del Consejo de 4 de marzo de 2022 a personas afectadas por el conflicto de Ucrania que puedan encontrar refugio en España', 9 March 2022, available here; Ministerio de la Presidencia, Relaciones con las Cortes y Memoria Democrática, 'Orden PCM/169/2022, de 9 de marzo, por la que se desarrolla el procedimiento para el reconocimiento de la protección temporal a personas afectadas por el conflicto en Ucrania', 9 March 2022, available here.

31 UNHCR, 'UNHCR- The implementation of the temporary protection directive - six months on', 17 October 2022, available here.

32 Boletín Oficial del Estado, Ministerio del Interior, 'Orden INT/96/2026, de 12 de febrero, por la que se prorroga la validez de las tarjetas de identidad de extranjero expedidas a las personas afectadas por el conflicto en Ucrania beneficiarias de protección temporal', 17 February 2026, available here.

33 Europa Press, 'Interior no denegará protección internacional para ucranianos a la espera de activarse el sistema de acogida europeo', 28 February 2022, available here.

34 Newtral, 'España ha denegado la protección internacional a más de 14.600 ucranianos en los últimos 10 años', 11 March 2022, available here.

35 Audiencia Nacional. Sala de lo Contencioso, Madrid, SAN 478/2022, 24 February 2022, available here.

36 Ministerio del Interior, Oficina de Asilo y Refugio, 'Asilo en cifras. 2024', November 2025, available here.

Similarly, the High Court (*Audiencia Nacional*) started to grant subsidiary protection to all the Ukrainians who had applied before the outbreak of the war and whose asylum application was denied.[37]

Beneficiaries of temporary protection cannot access other residence permits (i.e. for '*arraigo*', for exceptional circumstances) beyond asylum. As far as the author is aware, applications for other residence and work permits have been denied so far. In case former beneficiaries found themselves in an irregular situation in the future, they would be able to access to the permits for '*arraigo*' when the specific requirements are met.[38]

In December 2022, the Supreme Court (*Tribunal Supremo*) granted protection to a Ukrainian family with an expulsion order, and established the criteria that, due to the situation in Ukraine, all Ukrainians living in Spain can automatically invoke protection based on the principle of non-refoulement without the necessity to lodge an application for temporary protection.[39] The same criteria continued to be applied by the Supreme Court in different decisions taken during 2023.[40]

No significant issues were registered regarding access to asylum of temporary protection beneficiaries, who can present an asylum application while maintaining their TP status.

In April 2023 the Supreme Court (*Tribunal Supremo*) issued a decision establishing that temporary protection shall only be granted to eligible individuals who do not already benefit from a different from of international protection.[41]

Currently, Ukrainians with residence permits not connected to TP or asylum issued by another EU country are not granted access to TP in Spain, unless they have a final decision withdrawing such the residence permit, considering that the mere request to renounce to that residence is not valid for accessing TP in Spain. Similarly, when applicants hold an expired residence permit (including a permit issued in Spain), and independently of the ground on which it has been granted (i.e. study, temporary, long-term, etc.), they are not granted access to TP, as they cannot confirm that they no longer have the right to residence. In this case, the authorities argue that the permit can be renewed, without taking into account the legal requirements foreseen for renewal in each case. In addition, authorities consider that these people are not displaced, as they come from a safe third country, despite the fact that their residence permit in that country is no longer valid. In addition, there are sometimes difficulties in differentiating between residence for TP and the general regime in some countries, due to the similarity of the card formats used. In the case of Poland, a country in which many Ukrainians have a residence permit under a legal regime different for IP and TP, in order to clarify their situation for accessing TP in Spain, steps have been taken with the Polish Embassy in Madrid to see if it is possible to issue a document certifying that the persons no longer have a residence permit in Poland. The Polish authorities have issued a certificate stating that 'The Consular Section of the Embassy of the Republic of Poland to the Kingdom of Spain informs that it does not have access to the database of resident cards issued by the competent authorities in Poland'. In these cases, there is no uniform criterion for accepting this document as proof that the person does not have a valid residence permit in Poland.[42]

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37 ECRE, 'Information Sheet – Measures in response to the arrival of displaced people fleeing the war in Ukraine', 31 May 2022, available here; TF Extranjería, 'La Audiencia Nacional sigue concediendo protección subsidiaria a los ucranianos/as que tenían las denegaciones de protección internacional recurridas', 2 April 2022, available here.

38 Information provided by Accem's legal service in March 2025.

39 El Economista, 'El Supremo otorga protección temporal a los ucranianos afectados por la guerra', 4 January 2023, available here; The Objective, 'El Supremo fija doctrina: hay que dar asilo automático a los ucranianos que residen en España', 24 January 2023, available here; Cadena Ser, 'El Supremo concede la orden de protección a una familia ucraniana y anula su deportación', 24 January 2023, available here; Tribunal Supremo. Sala de lo Contencioso, STS 4822/2022, 21 December 2022, available here.

40 La Voz de Galicia, 'La Justicia concede la protección internacional a un ucraniano que anticipó la invasión tres años antes de que se produjera', 5 June 2023, available here; El Periódico, 'El Supremo paraliza la expulsión de un ucraniano condenado mientras dure la guerra', 20 December 2023, available here.

41 EUAA, Caselaw database, Supreme Court [Tribunal Supremo], Don Landelino v National High Court (Audiencia National) [Decision of 11 May 2022], STS 1595/2023, 13 April 2023, available here.

42 Information provided by Accem's legal service in March 2025.

In relation to Ukrainian nationals who left their country before the start of the conflict (24 February 2022), there is no uniform approach to the granting of TP in Spain. In these cases, TP is not granted directly, but it has been observed that the vulnerability of the applicants and, in certain cases, the employment circumstances that led to their departure from the country prior to the start of the conflict are being taken into account in a positive decision later issued on their possibility of benefitting from temporary protection.[43]

In August 2025, the Ministry of Inclusion, Social Security and Migration informed that more than 60% of residence permits for Ukrainians had been issued by 5 Spanish provinces until 30 June 2025: Alicante (17%), Madrid (10%), Barcelona (13%), Valencia (10%) and Málaga (10%). In relation to the Autonomous Communities, the Comunidad Valenciana is home to the largest number of Ukrainians, followed by Cataluña, Andalucía and Madrid. The number of people from Ukraine with valid residence permits in Spain has increased to reach 229,634 persons, more than three times the number of Ukrainian residents prior to the outbreak of conflict in the country.[44]

B. Family reunification

Upon request, temporary protection will be granted also to family members as long as the family relation was already existing in the country of origin. Family members are considered as follows: spouse or unmarried partner; unmarried minor children or those of the partner, whether born inside or outside of a marriage or adopted; other close relatives who lived together as part of the family unit at the beginning of the armed conflict, depending totally or mainly on them.[45] As far as Accem is aware, no cases of family reunification have been registered so far.[46] All Ukrainians that are fleeing the country can reach easily Spain and apply for TP.

C. Movement and mobility

Beneficiaries of TP have the right of free movement and residence in Spain, and they are entitled to receive travel documents if they are not in possession of a valid passport or a travel document and justify their need to travel outside Spain.[47] As far as known by the author, in practice there are no beneficiaries of TP who applied for a travel document so far, also because Ukrainian embassy/consulates are renewing passports when needed.

No problems were registered regarding temporary protection beneficiaries who temporarily returned to Ukraine to then re-enter Spain. Neither the law nor national policy foresee a period for authorized absence, without suspensive effect on the TP-related status and rights.[48]

43 Ibid.
44 Ministerio de Inclusión, Seguridad Social y Migraciones, 'Más del 60% de las autorizaciones de residencia de personas ucranianas en España se concentra en cinco provincias', 1 August 2025, available here.
45 EUAA, 'Information on temporary protection in Spain', June 2022, available in English here.
46 Information provided by Accem's legal service in March 2025.
47 EUAA, 'Information on temporary protection in Spain', June 2022, available in English here; Ministerio del Interior, 'Información sobre Protección Temporal – Ucrania', March 2022, available here.
48 Information provided by Accem's legal service in March 2025.

D. Housing

Indicators: Housing

1. For how long are temporary protection beneficiaries entitled to stay in reception centres?
   18 months, extensible to 24. Extended until 4 March 2027
2. For how long are temporary protection beneficiaries entitled to stay in CREADE?
   Average of 74 days (at the time of writing)
3. Number of beneficiaries staying in reception centres as of 15 February 2024
   13,892[49]
4. Number of beneficiaries staying in private accommodation as of 12/2024 Not available

Following the outbreak of the war, the Spanish Government started to elaborate a plan to provide for and speed up the reception of persons fleeing from Ukraine,[50] and announced the creation of around 6,000 new reception places in collaboration with Autonomous Communities and Municipalities.[51]

To address reception needs, at the beginning of March 2022 the Minister of Inclusion, Social Security and Migration adopted a Reception Plan,[52] and provided for the creation of four Reception, Assistance and Referral Centres (CREADE), managed by NGOs. One is located in Madrid, offers 400 places and is managed by the NGO Accem.[53] Other two facilities located in Barcelona and Alicante are managed by the Spanish Red Cross, while the fourth is managed by the NGO CEAR in Málaga.[54] Such centres provide for the emergency and temporary reception of those persons who do not have sufficient resources. In principle, persons are accommodated in such centres for few days and then are referred to the reception facilities within the asylum reception system (mainly managed by NGOs) across the Spanish territory.

Such centres give access to different rights and services, such as accommodation and maintenance; financial support; schooling and language of Spanish; psychosocial support; job assistance which includes vocational trainings, job guidance, homologation of educational degrees; health assistance; legal support; validation of the driving licence for 1 year; free telephone coverage (roaming).[55]

In July 2025, the Municipality of Pozuelo (Madrid) ordered to close the CREADE due to the lack of a license for the accommodation of persons. It seemed that the decision was due to the possible accommodation of unaccompanied migrant children at the centre from Sub-Saharan countries, thus a mere discriminatory decision.[56] The centre is still opened at the time of writing of this report, as the

49 Ministerio de Incusión, Seguridad Social y Migraciones, 'Balance Ucrania. El Gobierno de España ha dado protección temporal a 200.620 personas huidas de Ucrania en los dos años de guerra', 26 March 2024, available here.

50 El Diario, 'Interior ultima un mecanismo "rápido y sencillo" para dar papeles a los refugiados por la invasión rusa', 5 March 2022, available here.

51 Diario de Sevilla, 'España espera disponer de más de 6.000 plazas de acogida para refugiados ucranianos', 7 March 2022, available here.

52 Ministerio de Inclusión, Seguirdad Social y Migraciones, 'Plan de acogida para personas desplazadas procedentes de Ucrania', 15 March 2022, available here.

53 El Diario, 'Así es el primer centro de España creado para recibir a los refugiados de Ucrania', 10 March 2022, available here.

54 Ministerio de Inclusión, Seguridad Social y Migraciones, 'Inclusión coordinará un programa de acogimiento familiar y contará con cuatro centros de recepción para ucranianos', 15 March 2022, available here.

55 Ministerio de Inclusión, Seguridad Social y Migraciones, 'Centros de Recepción, Atención y Derivación para desplazados ucranianos', 23 June 2022, available here.

56 El País, 'El Ayuntamiento de Pozuelo ordena cerrar el centro de inmigrantes por no tener licencia', 31 July 2025, available here; El Diario, 'Ucranianas acogidas en el centro que Pozuelo quiere cerrar para evitar recibir a menores africanos: "Eso se llama racismo"', 3 August 2025, available here Cadena Ser, 'El intento de cerrar el centro para extranjeros de Pozuelo de Alarcón va directo a los tribunales', 1 August 2025, available here; La Sexta, 'Solo refugiados blancos: Pozuelo quiere cerrar el centro que acogía ucranianos para no recibir a menores africanos', 1 August 2025, available here; El Diario, 'Migraciones no ha recibido ningún requerimiento para el cierre del centro de Pozuelo', 31 July 2025, available here; Tele Madrid, 'Preocupación entre los refugiados del centro de Pozuelo ante la posibilidad de su cierre, 4 August 2025, available here.

competent judge stopped its closure in January 2026.[57] The Municipality of Madrid informed that it would appeal such a decision.[58]

Since the outbreak of the war until the end of February 2025, Spain has granted temporary protection to 236,570 persons fleeing from Ukraine.[59]

UNHCR maintained its presence in the four centres for processing temporary protection (CREADE) until mid-2023, where it provided support to the authorities and information and guidance on international and temporary protection to beneficiaries, identification and referral of persons with specific needs, and protection training for Government and NGO staff working in the centres, in coordination with the EUAA.[60]

In order to support translation and interpretation at the four CREADE, UNHCR implemented a project for the provision of four interpreters speaking Ukrainian, Russian and English provided by the organisation Accem with whom UNHCR implemented an agreement to provide interpretation services.[61]

Due to certain conflictual situations which have occurred between Ukrainian nationals and Russian nationals with residence in Ukraine while accommodated together, preventive measures were adopted according to the circumstances, and the coexistence among the two groups is avoided.

Third country nationals are accommodated in such facilities as long as their TP application is under examination and in case of positive decision. If their TP applications is denied, they have to leave the CREADE.

Since September 2022, it has been established that CREADE can accommodate also asylum seekers, also in line with the call made by different stakeholders.[62]

Only from June 2023, however, the Minister of Inclusion, Social Security and Migration announced that the CREADE started to accommodate also asylum seekers coming from other countries.[63]

Following the outbreak of the war, the asylum reception system's capacity was increased by the MISSM, and beneficiaries of TP can be also accommodated in reception facilities for asylum seekers across all the Spanish territory. Beneficiaries of TP can be referred from the CREADE to the facilities within the asylum reception system i.e. in case of shortage of places in the CREADE, to respond to concrete vulnerabilities thanks to specialised facilities and services, if the beneficiaries have friend or familiar networks in other provinces, etc.

It is worth noting that beneficiaries of TP are entitled to the same rights and the same reception conditions as asylum seekers. In April 2022, the Minister of Inclusion, Social Security and Migration adopted an instruction on the management of the reception system of international protection and temporary protection, establishing exceptional measures for the assistance to persons displaced from Ukraine.[64]

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57 Cadena Ser, 'El centro de refugiados de Pozuelo seguirá abierto por orden judicial', 22 January 2026, available here.

58 Ayuntamiento Pozuelo de Alarcón, 'El Ayuntamiento recurrirá al Tribunal Superior la decisión cautelar de un juez de mantener abierto el centro de inmigrantes sin licencia', 23 January 2026, available here.

59 Ministerio de Inclusión, Seguridad Social y Migraciones, 'El Gobierno de España ha concedido protección temporal a 236.570 personas afectadas por la agresión a Ucrania', 25 February 2025, available here.

60 Information provided by UNHCR in April 2024.

61 Information provided by the UNHCR in April 2024.

62 La Vanguardia, 'CEAR pide que centros de acogida a ucranianos atiendan a todos los migrantes', 16 September 2022, available here.

63 Cope, 'Escrivá anuncia que los centros de refugiados ucranianos ya acogen a otras nacionalidades', 12 June 2023, available here.

64 Ministerio de Inclusión, Seguridad Social y Migraciones, 'Instrucción de la Dirección General de gestión del sistema de acogida de protección internacional y temporal, de 8 de abril de 2022, por la que se adoptan medidas de carácter extraordinario para la atención a personas desplazadas desde Ucrania', 8 April 2022, available here.

A foster care program has also been developed by the Minister of Inclusion, Social Security and Migration, together with the Foundation 'La Caixa', in collaboration with NGOs within the asylum system, the network of foster care families, and the Municipal Social Services.[65] The foster care has a minimum duration of 6 months and can be extended up to 12 months prior consent.

In addition, in July 2022 the Council of Ministers adopted a Royal Decree establishing the direct granting of funding to 20 NGOs for the reception of and assistance to asylum seekers and applicants of temporary protection, with a budget of almost 392 million Euros.[66]

The challenges that beneficiaries of temporary protection face in Spain - similar to those faced by all asylum seekers and beneficiaries of international protection - have been highlighted by civil society, especially in relation to the access to reception conditions due to the lack of available places, and consequent situations of asylum seekers and temporary protection holders living on the streets.[67]

At the beginning of 2024, the Minister of Interior and the MISSM agreed on using the CREADE in Madrid to accommodate vulnerable asylum applicants who arrived in the Canary Islands, with the aim of speeding up the assessment of their asylum claim.[68]

In June 2024, the Minister of Inclusion, Social Security and Migration announced that the model created with the CREADE for the lodging and resolution of applications made by vulnerable asylum seekers, together with their reception at the same facility, will be extended to other reception facilities.[69] However, there have been no other similar examples so far.

E. Employment and education

1. Access to the labour market

Beneficiaries of TP are entitled to work in Spain under the same conditions and rights as Spanish workers. They are also entitled to access vocational trainings.[70]

According to available data, 35,647 beneficiaries of temporary protection were working as of 31 December 2025, mainly in the following labour sectors: hospitality (5,633 persons), construction (6,052 persons), wholesale and retail trade, repair of motor vehicles and motorcycles (4,048 persons), and information and communications (3,733 persons).[71]

65 Ministerio de Inclusión, Seguridad Social y Migraciones, 'Plan de acogida para personas desplazadas procedentes de Ucrania', 15 March 2022, available here; Ministerio de Inclusión, Seguridad Social y Migraciones, 'Soy ciudadano español y quiero acoger a una persona desplazada de Ucrania', 7 June 2022, available here.

66 La Vanguardia, 'Aprobados más de 390 millones de euros para entidades que apoyen a los refugiados de Ucrania', 19 July 2022, available here.

67 María José Castaño Reyero, Investigadora Doctora del Instituto Universitario de Estudios sobre Migraciones – Universidad Pontificia Comillas, Madrid, 'Ucrania: un año entre acogida y protección temporal', 24 February 2023, available here.

68 El Diario, 'El Gobierno usa el centro de ucranianos de Pozuelo para agilizar peticiones de asilo de migrantes llegados a Canarias', 20 March 2024, available here.

69 Ministerio de Inclusión, Seguridad Social y Migraciones, 'La ministra Elma Saiz anuncia la ampliación del exitoso piloto para agilizar la tramitación de solicitudes de asilo del CREADE de Pozuelo a otros centros', 18 June 2024, available here.

70 Ministerio de Inclusión, Seguridad Social y Migraciones, 'Formación profesional y solicitud de empleo para desplazados de Ucrania', available here.

71 Ministerio de Inclusión, Seguridad Social y Migraciones, 'Personas ucranianas con documentación de residencia en vigor. Serie mensual: 31 diciembre 2021 – 31 diciembre 2025', 26 January 2026, available here; Ministerio de Inclusión, Seguridad Social y Migraciones', Personas ucranianas con documentación de residencia en vigor. Fecha de publicación: 27 de enero de 2026. Últimos datos publicados: 31 de diciembre de 2025', 27 January 2026, available here.

2. Access to education

The Minister of Education created a dedicated webpage containing information on the access to education for displaced Ukrainians, available also in Ukrainian.[72]

In addition, in May 2022 the Ministry of Education started to hire 200 Ukrainian Language Assistants, with the aim of supporting regional authorities in fostering the inclusion of Ukrainian children in schools.[73]

An unprecedented Contingency Plan to guarantee access to schooling of displaced Ukrainian students was adopted in 2022 by Ministry of Education, with the aim of coordinating the measures at the regional level to foster children education inclusion and uniform criteria across all the Spanish territory, and to facilitate access to available European funding.[74] This unique plan foresaw a set of measures, such as, e.g., the immediate enrolment of students in compulsory stages in educational centres by levels, cycles or educational stages; the increase in the number of language-immersion classes per small group (10 students) provided for those who do not know the language; the provision of extraordinary quotas for the necessary teaching staff, including support and reception staff (guidance, therapeutic pedagogy, socio-community intervention, etc.); the provision of subsidies for humanitarian reasons to NGOs and other non-profit entities with the capacity to hire Ukrainian or Ukrainian-speaking personnel, for the attention, especially linguistic and socio-affective, of school minors; the extraordinary provision of calls for financial support to guarantee canteen services, transport, books and complementary activities, to school students from the conflict in Ukraine; the design of options to facilitate the continuity of the studies they are pursuing in Ukraine or the start of new ones, at a post-compulsory level.

In addition, the Asylum Language Learning Service signed an agreement with the Cervantes Institute and the Spanish Red Cross to support the process of socio-cultural integration of people arriving from Ukraine through free Spanish language courses for foreigners.

In April 2023 it was announced that the Plan 'Andalucía with Ukraine', adopted by the Autonomous Community of **Andalucía** following the outbreak of the war to support persons fleeing the country, had allowed access to schooling to more than 3,100 Ukrainian children.[75]

A report published by the MISSM indicated that, since the outbreak of the war until 31 December 2024, 39,741 children fleeing from Ukraine accessed schooling. Among them, around 5,500 children are enrolled in early education, 15,500 in primary education, 9,500 in secondary education, and more than 8,000 in vocational training courses and in Spanish classes. Regarding the university context, 1,800 students were enrolled in degrees, master and PhD courses.[76]

F. Social welfare

In August 2022, the Government adopted a Royal Decree providing for the transfer of EUR 80 million to the Autonomous Communities, with the aim of providing a monthly financial support of EUR 400 during a period of 6 months to beneficiaries of temporary protection.[77] The measure aimed at supporting

72 Ministerio de Educación y Formación profesional, 'Atención educativa a desplazados ucranianos' here.
73 Ministerio de Educación, 'Se convocan 200 plazas para auxiliares de lengua ucraniana', 8 April 2022, available here.
74 Information provided by Save the Children in March 2023.
75 Junta de Andalucía, 'El 'Plan Andalucía con Ucrania' permite la escolarización de más de 3.100 niños ucranianos', 18 April 2023, available here.
76 Ministerio de Inclusión, Seguridad Social y Migraciones, 'El Gobierno de España ha concedido protección temporal a 236.570 personas afectadas por la agresión a Ucrania', 25 February 2025, available here.
77 Ministerio de Inclusión, Seguridad Social y Migraciones, 'Real decreto 673/2022, de 1 de agosto, por el que se regula la concesión directa de subvenciones a las comunidades autónomas para financiar la prestación de una ayuda económica directa a las personas beneficiarias del régimen de protección temporal afectadas por el conflicto en Ucrania que carezcan de recursos económicos suficientes', 2 August 2022, available here; Newtral, 'El Gobierno aprueba una ayuda mensual de 400 euros a refugiados de Ucrania durante un máximo de 6 meses', 2 August 2022, available here.

beneficiaries who do not have sufficient resources, and are not receiving assistance nor being accommodated within the international protection reception system.

In March 2023, the Office for Equal Opportunities and Inclusion Policies of the Autonomous Community of **Valencia** allocated EUR 12.73 million for granting direct support to refugees from Ukraine who are residing in the Comunitat Valenciana and do not have sufficient resources.[78]

Beside the specific Royal Decree mentioned, beneficiaries of temporary protection can access social welfare based on the same criteria and conditions of applicants and beneficiaries of international protection.

G. Health care

Persons fleeing from Ukraine have access to the health national system under the same conditions as the rest of the population. In March 2022 the Minister of Health published guidelines on how to act with refugees from Ukraine, i.e. in relation to COVID-19, as well as to other diseases to which Ukrainians may be vulnerable (i.e. poliomyelitis, measles).[79]

In May 2023 it was announced that the Plan 'Andalucía with Ukraine', adopted by the Autonomous Community of **Andalucía** following the outbreak of the war to support persons fleeing the country, had provided health assistance to almost 108,000 Ukrainians.[80] The Plan foresees specific measures for children and youth, women, as well as measures related to access to health, access to social services, free access to public transports, etc.

78 Valencia Plaza, 'Igualdad destina 12,73 millones en ayudas directas a refugiados de Ucrania sin recursos suficientes', 15 March 2023, available here.

79 Ministerio de Sanidad, 'Guía de actuación ante la llegada de personas refugiadas desde ucrania', 21 March 2022, available here.

80 Europa Press, 'El Plan Andalucía con Ucrania ha permitido dar atención sanitaria a casi 108.000 ucranianos', 23 May 2023, available here.