



Ukraine response and Red Cross views on the implementation of the TPD

March 2023

 **RED CROSS**
EU OFFICE



This document is developed jointly by the Ukrainian Red Cross Society and the Red Cross EU Office within the context of their bilateral cooperation.

The Ukrainian Red Cross Society is the largest Ukrainian humanitarian organisation, with 200 branches providing humanitarian aid to the population, and acts as an auxiliary to its public authorities in the humanitarian field.

The Red Cross EU Office is a membership office in Brussels, representing the 27 National Red Cross Societies in the EU, the Norwegian Red Cross, the Icelandic Red Cross and the International Federation of Red Cross and Red Crescent Societies (IFRC).

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FOREWORDS

Maksym Dotsenko,
Director General
Ukrainian Red Cross
Society

Since 24 February 2022, the Ukrainian Red Cross Society has been at the forefront of providing crucial humanitarian aid in response to the consequences of the international armed conflict.¹ Thousands of people have been evacuated and millions have received much-needed support. This has been made possible by the broad mobilisation of the Red Cross network of local branches and the tremendous support of international partners, who are working together to alleviate human suffering.

The Ukrainian Red Cross Society plays a vital auxiliary role to the Ukrainian government. We are very grateful for the solidarity and humanitarian support that has been extended from citizens, civil society organisations and state actors to people remaining in Ukraine and those who have fled to other European countries.

Over the last year, the response has demonstrated how local actors, such as the committed volunteers in thousands of regional and local branches of the Red Cross and local communities who have opened their hearts and homes to others, play crucial roles as first responders and in providing support to displaced people. This has been evident in Ukraine and across Europe, where over 8 million people have fled in search of safety and security.

In response to one of the largest displacement crises in the world, the EU's Temporary Protection Directive has proven to be an effective mechanism. We encourage continued support for people fleeing Ukraine to ensure that humanity and dignity prevail over the challenges we face. At the same time, we stand ready to assist people who choose to return to their homes in Ukraine. Importantly, this decision should only be made by people who are willing and able.

Despite the enormous unmet humanitarian needs, we are committed to continuing our work with our partners to ensure that recovery and reconstruction efforts are sustainable. Our efforts aim to eliminate human suffering and enable dignified prospects and opportunities. By working together, we can help the people affected by the international armed conflict in Ukraine to build a better future for themselves and their communities.

FOREWORDS

Mette Petersen,
*Director of the Red
Cross EU Office*

The Red Cross EU Office is proud to present this joint report with the Ukrainian Red Cross Society. It includes reflections and examples concerning the operational response of National Red Cross Societies in the EU and the implementation of the EU Temporary Protection Directive.

Since the escalation of the armed conflict, we have witnessed extraordinary solidarity towards people fleeing Ukraine from citizens, civil society organisations and state actors across Europe. The demand for protection was equally exceptional, with more than 8 million displaced people recorded in Europe. The Ukrainian Red Cross Society and National Societies in the EU have been at the heart of the Red Cross' response, providing a wide range of immediate and longer-term support as part of their auxiliary role to their governments.

The positive impact of the activation of the EU Temporary Protection Directive and similar protection schemes has been tremendous. It has enabled people to rapidly access critical services, such as accommodation, healthcare and education, without having to submit individual asylum applications. However, despite the clear entitlements on paper, practical and administrative difficulties have been encountered in many countries. This report includes key recommendations to the EU institutions, EU Member States and other European countries with equivalent protection schemes that would help overcome some of these implementation barriers and inform the EU's response in the future.

The challenges ahead are complex and unpredictable. The operational environment and the needs of the people who have been displaced are changing rapidly. While the focus is now on the continuation of support in the long term, the remarkable solidarity that we have witnessed gives hope for the future. It offers reassurance that capacities and resources can be mobilised quickly and adequately when there is commitment and will. We hope that ongoing discussions around the future of EU migration policies will be used to build on the Ukraine response and commit to the universal value of humanity.

BACKGROUND

Following the escalation of the Russia-Ukraine international armed conflict, European countries have encountered exceptional demand for protection, with more than 8 million people who have fled the country recorded across Europe.² In light of this challenge, on 4 March 2022, the European Union (EU) made the unprecedented decision to activate the Temporary Protection Directive³ and provide millions of people who had left Ukraine immediate access to protection, rights and essential services in EU Member States without an individual assessment.

Across the EU, National Red Cross Societies have been working in partnership with public authorities to support these efforts, mobilising large numbers of volunteers in a remarkable emergency response and establishing humanitarian service points at border crossings, train stations, city centres and airports. Red Cross staff and volunteers have been at the forefront of providing essential material assistance and specialised mental health and psychosocial support, as well as managing information points, running emergency shelters and creating child-friendly spaces which offer a relaxing moment to families experiencing the stress of displacement.

Simultaneously, the Ukrainian Red Cross Society has been working closely with public authorities and International Red Cross Red Crescent Movement partners⁴ to provide a comprehensive response in Ukraine, playing a crucial role in arranging safe passage operations away from the hostilities. This includes transporting persons with limited mobility and disabilities, delivering essential humanitarian aid and offering first aid training to the population. The National Society has also been actively informing communities about the dangers of landmines, providing psychosocial support for affected populations, constructing shelters, delivering medical services and preparing for winter, while developing a long-term vision for rehabilitation and recovery.⁵

With support from the Red Cross EU Office, the Ukrainian Red Cross Society launched a survey targeting National Red Cross Societies in the EU as well as other European countries⁶ to assess the impact of the implementation of the Temporary Protection Directive and equivalent protection schemes on people displaced from Ukraine, as witnessed by Red Cross staff and volunteers responding to the humanitarian crisis during the first year. The survey collected responses from 21 National Red Cross Societies in the EU and countries associated with the EU.

This paper assesses key aspects of the implementation of the Temporary Protection Directive and the future of the EU response from a humanitarian perspective. The recommendations provided draw on the survey's findings and previous analysis developed by the Red Cross EU Office in relation to the EU response in the context of Ukraine displacement.

The following National Red Cross Societies responded to the survey: Austrian Red Cross, Belgian Red Cross (French speaking), Bulgarian Red Cross, Finnish Red Cross, French Red Cross, German Red Cross, Hellenic Red Cross, Hungarian Red Cross, Icelandic Red Cross, Irish Red Cross, Italian Red Cross, Luxembourg Red Cross, Polish Red Cross, Romanian Red Cross, Slovak Red Cross, Slovenian Red Cross, Spanish Red Cross, Swedish Red Cross, Swiss Red Cross.



NATIONAL RED CROSS SOCIETIES' RESPONSE IN EUROPE IN BRIEF

By enabling immediate access to critical services such as accommodation, healthcare and education, which are essential for well-being and integration, the activation of the Temporary Protection Directive allowed humanitarian actors in Europe, including National Red Cross Societies, to respond to urgent needs and plan ahead for meeting longer-term needs.

In terms of numbers,⁷ since 24 February 2022, National Red Cross Societies have allocated around 435 million EUR to assist people displaced from Ukraine in Europe. This amount was allocated to key services, including establishing around 200 humanitarian service points at border crossings, train stations, city centres and airports. National Red Cross Societies also accommodated around 153,000 people in temporary facilities across Europe. Relief items, such as food parcels, clothing and hygiene products, have been provided to around 2 million people. Psychosocial support has been offered to around 400,000 displaced people, and 68 million EUR in cash support has been distributed. Around 3 million people from Ukraine have so far received assistance in Europe by National Red Cross Societies with support from the IFRC.

While providing standardised services such as help with registration, shelter and relief items, National Red Cross Societies across the EU have also implemented various educational initiatives and conducted integration-related activities based on affected people's needs. Below are some of the key initiatives undertaken by different National Red Cross Societies in the EU.

RED CROSS RESPONSE IN THE EU

3 million PEOPLE REACHED

6 164 Red Cross branches engaged in the response

94 440 EU volunteers engaged

426 Million CHF allocated by National Red Cross Societies in the EU to help people displaced from Ukraine



TOP 7 KEY ACTIVITIES OF THE RESPONSE



Psychosocial support



Assistance in reception and registration



Restoring Family Links



Social inclusion and integration work



First Aid and medical services



Distribution of relief items (food parcels, clothing, hygiene products, etc.)



Provision of shelters

NATIONAL RED CROSS SOCIETIES' RESPONSE IN EUROPE IN BRIEF

Mental health and psychosocial support (MHPSS) is a vital and leading workstream of many National Red Cross Societies in Europe. Bolstered by the IFRC Reference Centre for Psychosocial Support, in close proximity to affected people and their communities, National Red Cross Societies carry out diverse work in providing quality and multi-layered MHPSS from essential psychosocial support to specialised mental health care. In particular, the Red Cross addresses the increased mental health and psychosocial needs in fragile contexts and population movements, including in response to the displacement of people from Ukraine.

In Iceland, **the Icelandic Red Cross offers MHPSS courses** which aim to prepare staff of institutions, municipalities and schools to provide mental health support that addresses the specific needs of people affected by the international armed conflict. The courses apply a holistic approach which involves local communities, health workers and international experts to provide culturally appropriate and sustainable solutions to support people struggling with mental health. The courses are designed to be accessible and provide practical tools for building resilience, coping with stress and promoting mental health and well-being.

*National Red Cross Societies in 24 EU Member States and Ukraine are also tackling the immediate needs of people displaced from Ukraine through the project **Provision of quality and timely psychological first aid to people affected by the Ukraine crisis in impacted countries**, led by the IFRC and with the support of the European Commission.*



Safe Homes is a project funded by the European Commission, led by the IFRC, implemented by 10 National Red Cross Societies in Belgium, France, Germany, Hungary, Ireland, Luxembourg, Netherlands, Poland, Romania and Slovakia, and supported by the Red Cross EU Office. The key objective of this 12-month project is to support the provision of private accommodation to people fleeing Ukraine, and to operationalise the Commission's guidance on organising emergency accommodation in private homes. The programme builds on guidance provided by the Commission's Directorate-General for Migration and Home Affairs (DG HOME) and the European Union Agency for Asylum (EUAA), as well as the expertise of National Red Cross Societies.



The Belgium Red Cross (francophone community) operates a programme to enhance social links of newcomers, including people from Ukraine. This programme has three axes: the first aims at pairing up newcomers with locals who become their 'buddies'. This helps displaced people to form friendships and feel a sense of belonging in their new community. The second axe involves collective peer-to-peer activities organised by local branches such as cinema visits, sewing workshops and cultural events. The third axe aims to enhance the presence and access of newcomers in the already existing local branches' activities. These activities have proven effective in fostering relationships between newcomers and locals.



In Graz, **the Austrian Red Cross** implements the Ukrainian Women's Meeting project, which provides a platform for Ukrainian women to socialise and learn about the local customs and language in Austria. The initiative aims to help women integrate into the local community by supporting them with the necessary tools, information and communication skills. One unique feature of this initiative is that it provides childcare services during the sessions, which makes it easier for women to participate and socialise.



The German Red Cross, in close cooperation with the Federal Ministry of Labour and Social Affairs and the Federal Ministry of Health, established a Federal Point of Contact⁸ for displaced persons from Ukraine with disabilities and/or care needs. Its main task is to identify the needs of people (primarily larger groups) newly arriving to Germany ahead of time, and arrange suitable services relating to inpatient care or integration assistance on their arrival. In addition, it serves as a contact point for information requests around healthcare in Germany.



The Italian Red Cross conducted several medical evacuations of vulnerable persons with disabilities from Ukraine in March and April 2022. This was in response to requests for support from the Ukrainian Red Cross Society and promoted by the Ukrainian Government Commissioner on the rights of persons with disabilities. These individuals were hosted and assisted in Italy by specialised Italian Red Cross volunteers and practitioners in three Italian Red Cross centres located in Settimo Torinese, Marina di Massa and Levico. They have received tailored support such as health and social care services, psychosocial support and mental and physical rehabilitation.

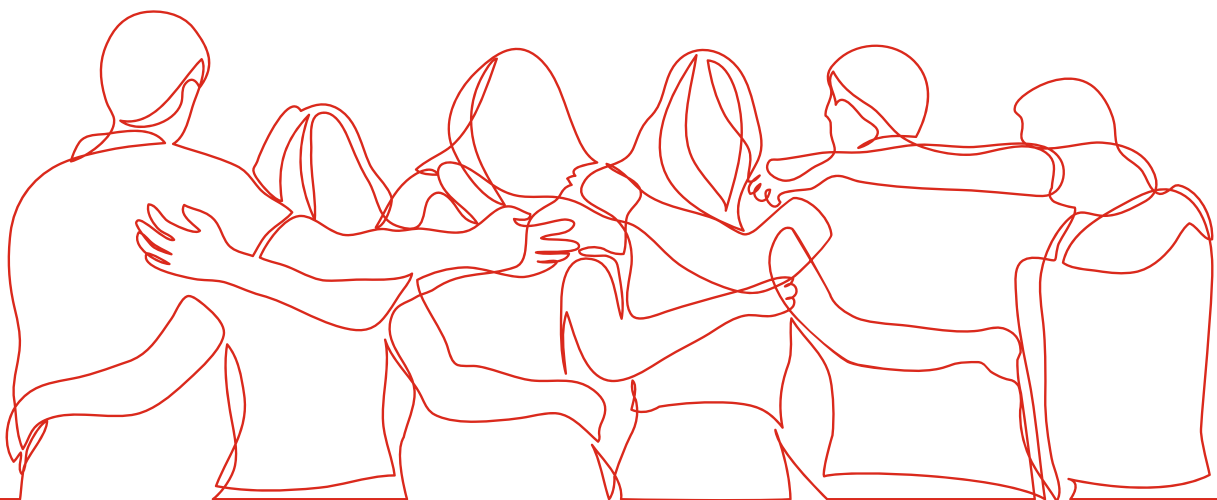


Italian and Ukrainian Red Cross Emergency Response Unit Evacuation

NATIONAL RED CROSS SOCIETIES' RESPONSE IN EUROPE IN BRIEF

National Red Cross Societies in the EU closely cooperate and coordinate their operations with the Ukrainian Red Cross Society. With their support, as well as the support of the International Committee of the Red Cross (ICRC) and the IFRC, the Ukrainian Red Cross Society has provided extensive assistance to people affected by the international armed conflict, including persons displaced within the country. Over the past year, approximately 174 million EUR has been spent on a range of programmes and emergency responses, reaching around 10 million people. These funds were also allocated to cover essential settlement needs of internally displaced persons, shelter construction, livelihood materials, medical services (including mental and physical rehabilitation) and winterisation needs. The Ukrainian Red Cross Society is collaborating with the Ministry of Development of Communities, Territories and Infrastructure to facilitate a national programme which reimburses temporary housing costs for internally displaced persons who were obligated to relocate under martial law. In addition, the Ukrainian Red Cross Society addresses various humanitarian needs of the population on request of the Ukrainian government, especially in terms of healthcare, social and emergency services.

Beyond the initial strategic response in Ukraine, the Ukrainian Red Cross Society is strengthening its evidence-based approach to ensure the sustainability and coverage of the most critical humanitarian needs. Starting from April 2023, URCS is supporting the implementation of data collection projects and research in collaboration with IMPACT, a leading think-and-do tank based in Geneva that aims to improve the impact of humanitarian, stabilisation and development actions through data, partnerships and capacity-building programmes. The projects will focus on the needs of people who have fled Ukraine and internally displaced persons, incorporating cross-border dynamics.



The infographic below provides data on the response and key areas of intervention by the Ukrainian Red Cross Society.



DIRECTIONS AND WORK RESULTS DURING THE INTERNATIONAL ARMED CONFLICT

AS OF 01.03.2023

1 500 EMPLOYEES

8 000 VOLUNTEERS

200 LOCAL BRANCHES OF THE URCS

23 offices are damaged or destroyed

The information center received **644 591** calls

Construction of modular houses with an area of **7 472 m²** for more than 600 IDPs in Lviv, Chernihiv and Zakarpattia regions

4 hygiene centers for IDPs were opened

More than **25 000** of heating stoves were given to people

Social helpers **418** locations in **23** regions **718** employees provide assistance for **3 952** people



>10 000 000 people have been provided with assistance from the URCS



308 338

people were evacuated



117 300

people were trained in first aid



293 728

people received psychosocial support, **138 844** of them - thanks to PSS family kits



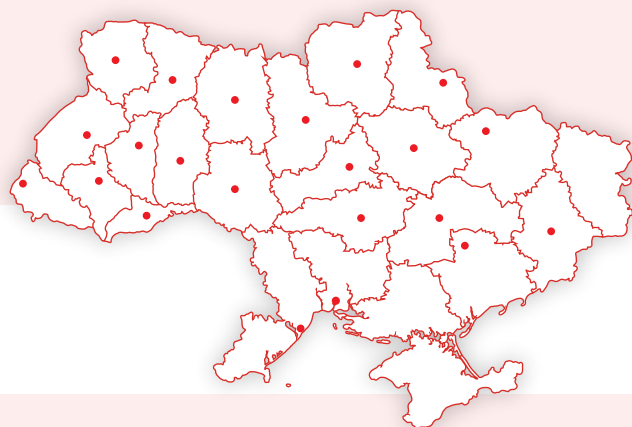
22 967

people were informed about mine danger

22 AREAS IN WHICH MOBILE HEALTH UNITS WORK

98 mobile health units

226 022 people received consultations



USED **CHF 151,39 mln**

HUMANITARIAN AID



6 487 769

FOOD KITS



74 536

PEOPLE RECEIVED FOOD VOUCHERS ON THE AMOUNT OF CHF 3.88 MLN



2 312 887

HYGIENE KITS



up to 470

TONS OF MEDICINES

THE IMPACT OF TEMPORARY PROTECTION

Positive impacts

Through the activation of the Temporary Protection Directive,⁹ people fleeing Ukraine have been able to acquire protection status without having to submit individual asylum applications. As the average length of asylum procedures across EU Member States can often exceed one year,¹⁰ the simplification of administrative procedures to enable people to register for temporary protection and receive a residence permit valid throughout the EU has been positive.

Member States and the European Commission have made information available through various formats on the rights attached to temporary protection.¹¹ The activation and transposition of the Temporary Protection Directive by national authorities strengthened the levels of existing solidarity and helped to overcome complex humanitarian challenges and needs. This approach allows fast and comprehensive access to residence and other related rights. It has not only benefitted people displaced by the international armed conflict, but also facilitated the work of organisations such as the Red Cross, by offering a predictable overview of the support needed, enabling them to concentrate their efforts on assisting individuals to integrate in their new communities.

Temporary protection has enabled swift access to education, accommodation, the labour market and healthcare systems, including mental health support. The warm reception provided by local communities has greatly contributed to people's sense of belonging. When individuals speak the language of the country they live in or are supported by local networks, their chances of integrating faster become higher. Moreover, initiatives to host people fleeing Ukraine in private homes have provided good examples of alternative ways to help individuals better connect to community services, compared to people staying in large-scale accommodation centres where stress levels can be higher.

National Red Cross Societies consider the possibility given to people displaced from Ukraine to decide on the place to register for temporary protection and move freely inside the EU once granted temporary protection status¹² an enabler for integration and among the most positive elements of the EU's response. In principle, this has also allowed people to join their family members in other EU countries easily. An individual's choice of country is subject to several factors such as accessibility of the labour market, ability to speak the language or feel acquainted with the country due to the existence of support networks, such as diaspora, friends or relatives.

Challenges and concerns

However, challenges in the implementation of temporary protection remain and may differ from one country to another. Although non-Ukrainian nationals are also in principle covered by the scope of the Temporary Protection Directive,¹³ in some countries they encountered difficulties when registering for temporary protection. For example, third country nationals were requested to provide additional documentation or channelled to regular asylum procedures, despite their eligibility for temporary protection. Many National Red Cross Societies engaged in dialogue with their governments to ensure that other nationals fleeing Ukraine could still receive a secure status that would allow them to access services and rights in a similar manner to Ukrainian nationals. Against these efforts to ensure equal access to all people fleeing Ukraine, some Member States which initially provided the rights attached to temporary protection status to third country nationals have stopped such provisions.¹⁴

Similarly, National Red Cross Societies have observed existing tensions and misunderstandings among people including asylum seekers arriving from other countries. This may be partly because asylum seekers and refugees of other nationalities have not always received clear information on the differences between temporary protection and regular asylum procedures, and what each of them imply in terms of access to rights.

Despite instructions¹⁵ from the European Commission that temporary protection beneficiaries who temporarily return to Ukraine would not lose access to their status, in some instances such pendular movements have led to the temporary protection status being revoked and certain rights and benefits suspended.¹⁶ Other challenges such as practical or administrative barriers further prevent people from truly enjoying access to rights such as work, education and healthcare.

Language prominently features as a barrier to education and employment. Moreover, people are often not able to work because of responsibilities to care for children, older or sick relatives. The general lack of childcare services and kindergarten capacities in Member States is an important issue hindering access to the labour market. Furthermore, limited health insurance coverage afforded through the Temporary Protection Directive and high co-payments for medical services limit effective access to healthcare systems. While local authorities, international organisations and civil society work hard to address humanitarian needs, people still struggle to make ends meet due to low social benefits.

Difficulties in finding longer-term accommodation are a key challenge. Some countries have set up accommodation centres, while others provide rental subsidies to people living in private housing. Several countries also offer grants to individuals hosting temporary protection beneficiaries. In addition, National Red Cross Societies, in cooperation with the IFRC, have been assisting individuals and families to access emergency, collective or private accommodation. However, these are – to a large extent – temporary solutions. The overall shortage of affordable housing in most EU countries makes the situation critical. Where necessary, the Red Cross alongside other organisations continues to support families in finding alternative accommodation and rental arrangements through cash assistance.

Restoring family links is a priority service provided by the International Red Cross and Red Crescent Movement amid the international armed conflict.¹⁷ The Temporary Protection Directive provides for separated families to reunify in the case that one or several relatives enjoy temporary protection status, but others do not.¹⁸ The number of such cases reaching National Red Cross Societies in the EU remains low, as Ukrainian nationals can still cross borders freely and join their families. Among the family reunification cases handled by National Red Cross Societies, the most complicated ones involve third country nationals who are family members of Ukrainian nationals and reside in a country outside the EU. Applying for an entry visa in those instances has proven to be a lengthy process. Overall, there have been difficulties in determining family relations due to a lack of official documentation.

In the near future, when the temporary protection individuals start to settle down and envisage long-term prospects in their new place of residence. Notably, the fact that the temporary protection status does not offer a secure perspective for people to stay may create a number of implications on both the people concerned and their communities. For example, employers can be reluctant to hire temporary protection beneficiaries, whereas integration measures are taken only on a year-by-year basis instead of on the basis of a comprehensive medium- or longer-term plan. In that regard, a more stable status is key for people who are unlikely to be able to return to Ukraine.

THE IMPACT OF TEMPORARY PROTECTION

Temporary protection conclusion

While the implementation of temporary protection still leaves room for improvement, National Red Cross Societies underline the need for longer-term solutions that can help promote active integration and enable contributions to community life in receiving societies. Being able to command the language of the country they live in is an important step towards meaningful access of people displaced from Ukraine to the labour market. The transition to sustainable long-term housing has also been flagged as a pressing issue that requires structural solutions and adequate resourcing by EU Member States of their reception systems. Such solutions should be part of governments' broader efforts to support people experiencing difficulties in accessing affordable housing, regardless of nationality.

Moreover, many affected people, including young people, face a longstanding mental health toll as they continue to be exposed to the stress and negative psychological impact of their experiences. Therefore, providing mental health and psychosocial support to people affected will remain a high priority for the Red Cross in the years to come. In this context, it is essential for Member States to step up their efforts in establishing mechanisms to identify people with invisible vulnerabilities and refer them to specialised services.

The Temporary Protection Directive has been extended until March 2024. Yet, it remains uncertain what will happen once this protection ends. Integration prospects depend on EU Member States' practices in providing people displaced from Ukraine with a residence status which maintains and expands access to a full set of social rights. Another aspect to consider is that the duration of the international armed conflict and the EU's efforts to support the country's reconstruction will play a crucial role in people's decision to return home. In that regard, any voluntary procedures should be accompanied by comprehensive reintegration support in Ukraine, taking into account how the social system and reconstruction policies can respond effectively to the individual needs of returnees.

Eventually, the EU's response to the displacement of people from Ukraine should be evaluated, and learnings used to inform current and future migration-related policy responses. There are positive lessons to be drawn from the response to the displacement from Ukraine that should help set the standard to develop more inclusive approaches that ensure the dignity of all people seeking protection in the EU.¹⁹ Humanitarian and other civil society organisations require a conducive approach to be able to abide by their humanitarian mandate and provide their services to everyone regardless of their migration status, nationality or how they reached Europe.

THE IMPACT OF TEMPORARY PROTECTION



KEY RECOMMENDATIONS

The EU and Member States²⁰ should:

Uniform application of the Temporary Protection Directive

- Continue to implement the Temporary Protection Directive by using the European Commission's operational guidelines²¹ to ensure uniform application across the EU. In parallel, clear monitoring mechanisms should be established by the European Commission to help resolve identified challenges.
- Continue to provide detailed information to displaced people as soon as possible on the content of temporary protection, as well as the differences between temporary protection and international protection and the rights attached to each status.



Broad application of the Temporary Protection Directive

- Apply the Temporary Protection Directive as broadly as possible, including for people without Ukrainian nationality who fled Ukraine and cannot return to their country of origin. The ability of the person concerned to safely return to their respective country of origin should be carefully assessed. People who are not covered by temporary protection status should be able to access national international protection systems or other residence permit procedures.



Flexible approach to documentation

- Ensure that lack of documentation does not prevent people fleeing Ukraine, including third country nationals, from obtaining temporary protection status. Individuals should be given the opportunity to prove their links to Ukraine (such as nationality, residence or other conditions) by any means, including circumstantial evidence.



Guaranteed temporary protection status in the case of pendular movements

- Avoid revoking the temporary protection status in cases of pendular movements between Ukraine and EU Member States and ensure continuous access to rights and benefits.
- Temporary protection status and the rights attached to it should only be revoked following an individual assessment and where possible after authorities are formally notified about the intentions of the beneficiary.



Clarity on family reunification rights

- Provide the possibility of family reunification to any people fleeing Ukraine. More guidance is needed on how family reunification procedures foreseen by the Temporary Protection Directive are implemented in practice.



KEY RECOMMENDATIONS

Transition to other protection status once temporary protection ceases

- Ensure that people fleeing the conflict in Ukraine may also be eligible for refugee or other protection status under the applicable international and EU legal framework. Once temporary protection ceases, people who are not able or willing to return to Ukraine should be able to apply for international protection or any other relevant status that allows access to a full set of rights, including family reunification, based on their individual circumstances.



Voluntary return support

- Once the international armed conflict ceases, ensure that people who wish to and can return to Ukraine are assisted in their choice in means and financially until their departure. Support measures should include establishing repatriation support schemes, in cooperation with all relevant actors and the Ukrainian government. Such schemes should address reintegration into the educational system and the labour market, and the sustainable long-term treatment of post-traumatic stress disorder.



- Pay particular attention to the risk of retraumatisation and the needs of people with vulnerabilities who require special assistance. At any rate, family separation should be avoided, and sufficient time should be allocated to allow individuals to sort out their return, avoid retraumatisation and ensure their durable reintegration in Ukraine.

Cooperation with humanitarian actors

- Work closely with humanitarian actors to coordinate and strengthen the assistance available to people in need. In their auxiliary role, National Red Cross Societies may supplement authorities in providing public humanitarian services. They must be able, at all times, to perform their mandate in conformity with the Fundamental Principles.



- Include local actors, communities, civil society organisations and humanitarian organisations, such as the Red Cross, in longer-term integration responses that bring together all refugee and local groups.

KEY RECOMMENDATIONS

Support in accessing employment

• Support access to employment by systematically providing language courses and better access to childcare and pre-school education, and strengthen employment-related services and infrastructures.²² The possibility of recognising and reissuing diplomas from Ukraine is particularly important to ensure successful matching of skills and employment opportunities.²³



Comprehensive access to healthcare services

• Go beyond providing only emergency healthcare. Member States should provide broad access to sickness benefits and link people fleeing Ukraine to the receiving country's public healthcare systems, in line with the European Commission's recommendation.²⁴



Access to stable housing

• Ensure support in the transition towards longer-term and more durable accommodation. Lack of longer-term accommodation can have a serious impact on peoples' ability to live life autonomously and exercise rights such as education and employment.



Investments in reception capacities

• Reinforce reception and asylum capacities with the aim of improving access to services and adequate reception standards for all migrant and refugee populations.

• Use experiences gained under the Temporary Protection Directive to inspire positive change in asylum and reception approaches, and the set-up of integration programmes, mirroring the good practices observed such as the rapid access to procedures and critical services, as well as freedom of movement within the EU.



LOOKING AHEAD

National Red Cross Societies in Europe will continue to strengthen their capacities, especially those of their local branches, to be able to meet the longer-term needs of people. A key aspect of their response is to strive for more inclusivity and make sure that their activities bring closer all migrant and refugee populations, local communities and people displaced from Ukraine.²⁵ Both in Ukraine and the EU, National Red Cross Societies will continue to strengthen their work in the following priority areas:

- **Long-term housing provision:** This priority focuses on providing sustainable living facilities and support for refugees, internally displaced persons and returnees, including shelter construction and livelihoods creation.
- **Healthcare, mental and physical rehabilitation:** This includes providing psychosocial support, mental and physical rehabilitation for people affected by the international armed conflict in Ukraine and who have fled to the EU. There is a high demand for these services, and this is expected to increase in the coming months and years. Part of this priority is strengthening the humanitarian diplomacy and advocacy efforts of National Red Cross Societies to enable easier access to healthcare and medical services for all migrant and refugee populations.
- **Integration and access to the labour market:** This focuses on supporting vocational programmes to ensure that refugees, internally displaced persons and returnees have access to the labour market. This includes providing IT courses, agricultural training and other skill-building activities.
- **Social cohesion activities:** This comprises promoting social cohesion and community-building activities to help reduce tensions and promote understanding between different groups. This includes organising activities that bring together different communities and promote dialogue and cooperation.
- **Family reunification:** This focuses on supporting the reunification of families separated by the international armed conflict. This includes providing legal and administrative support to facilitate the reunification process and psychosocial support for families affected by separation.
- **Transition to stabilisation, recovery and reconstruction:** This includes supporting the transition from emergency response to stabilisation, recovery and reconstruction. It is essential to provide services and activities that complement existing government programmes and support, ensuring that local actors, such as the Ukrainian Red Cross Society, have the capacity to deliver services effectively.



SOURCES

- 1.** The opinions expressed in this document do not necessarily represent those of individual National Red Cross Societies.
- 2.** UNHCR, Ukraine refugee situation operational data.
<https://data.unhcr.org/en/situations/ukraine>
- 3.** EU, 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.
<https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=OJ:L:2022:071:TOC>
- 4.** Notably the ICRC, IFRC and National Red Cross Societies offering support in country.
- 5.** See Ukrainian Red Cross Society.
<https://redcross.org.ua/>
- 6.** Namely Iceland, Norway and Switzerland.
- 7.** The figures were extracted from the IFRC on 5 April 23: Ukraine and impacted countries crisis.
<https://go.ifrc.org/emergencies/5854#federation-wide>
- 8.** See: Bundeskontaktstelle.
<https://drk-wohlfahrt.de/bundeskontaktstelle/>
- 9.** EU, Council Directive 2001/55/EC of 20 July 2001.
<https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex:32001L0055>
- 10.** EUAA, Asylum Report 2022.
https://euaa.europa.eu/sites/default/files/publications/2022-06/2022_Asylum_Report_EN.pdf
- 11.** See for example European Commission, EU Solidarity with Ukraine; EUAA, Temporary protection for displaced persons from Ukraine.
https://eu-solidarity-ukraine.ec.europa.eu/index_en
<https://whoiswho.euaa.europa.eu/Pages/Temporary-protection.aspx>
- 12.** Recital 15 of Council Implementing Decision (EU) 2022/382 of 4 March 2022 in combination with Article 11 of Directive 2001/55/EC.
- 13.** See 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 the Commission's Communication, Temporary protection for those fleeing Russia's war of aggression against Ukraine: one year on, March 2023.
<https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex:32022D0382>
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- 14.** Government of Netherlands, Reception of refugees from Ukraine.
[https://www.government.nl/topics/reception-of-refugees-from-ukraine/work-and-income#:~:text=The%20temporary%20p,rotection%20for%20third,BRP\)%20before%2019%20July%202022](https://www.government.nl/topics/reception-of-refugees-from-ukraine/work-and-income#:~:text=The%20temporary%20p,rotection%20for%20third,BRP)%20before%2019%20July%202022)
- 15.** See European Commission FAQ on the interpretation of Article 21(2) of the Temporary Protection Directive. In accordance with this, for such time as the temporary protection under the Council implementing Decision 2022/382 has not ended, the Member State where the person had initially enjoyed temporary protection shall, based on the circumstances prevailing in the country of origin, give favourable consideration to requests for coming back to its territory to enjoy temporary protection.
https://home-affairs.ec.europa.eu/system/files/2022-12/Frequently%20Asked%20Questions%20on%20going%20home%20to%20Ukraine%20on%20a%20voluntary%20basis%20in%20the%20context%20of%20the%20Temporary%20Protection_en.pdf
- 16.** Specifically, problems with premature withdrawal of temporary protection status were reported by the Irish Red Cross, Belgian Red Cross and Slovenian Red Cross.

SOURCES

17. The ICRC and National Red Cross and Red Crescent Societies work together around the world as the Family Links Network to locate people and put them back in contact with their relatives. This work, called Restoring family links, includes tracing family members, re-establishing and maintaining contact, reuniting families and seeking to clarify the fate and whereabouts of people who remain missing.

<https://www.icrc.org/en/what-we-do/restoring-family-links>

18. EU, Council Directive 2001/55/EC of 20 July 2001, Article 15.

<https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex:32001L0055>

19. RCEU, Building on unprecedented solidarity: promoting a more welcoming Europe, statement, June 2022; RCEU, Perspectives from the EU's eastern border, interview, July 2022.

<https://redcross.eu/latest-news/building-on-unprecedented-solidarity-promoting-a-more-welcoming-europe>

<https://redcross.eu/latest-news/perspectives-from-the-eu-s-eastern-border>

20. These recommendations may also be applied to other European countries which are associated with the EU and apply equivalent protection schemes on people displaced from Ukraine.

21. EU, Commission communication on operational guidelines for the implementation of Council Implementing Decision 2022/382, 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, 21 March 2022.

<https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A52022XC0321%2803%29&qid=1647940863274>

22. See also EC, EC communication: Welcoming those fleeing war in Ukraine - readying Europe to meet the needs, 2022.

https://ec.europa.eu/migrant-integration/news/ec-communication-welcoming-those-fleeing-war-ukraine-readying-europe-meet-needs_en

23. Commission Recommendation (EU) 2022/554 of 5 April 2022

<https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:32022H0554>

24. EC, EC communication: Welcoming those fleeing war in Ukraine - readying Europe to meet the needs, 2022.

https://ec.europa.eu/migrant-integration/news/ec-communication-welcoming-those-fleeing-war-ukraine-readying-europe-meet-needs_en

25. IFRC, Migration Policy.

https://www.ifrc.org/sites/default/files/Migration-Policy_EN.pdf