

Temporary Protection - Estonia

Overview

Relevant EU legislation

Estonia transposed the Temporary Protection Directive in 2006 through [Section 5 of the Act on Granting International Protection to Aliens \(AGIPA\) | Välismaalasele rahvusvahelise kaitse andmise seadus](#).

National legislation

Estonia activated temporary protection for displaced persons from Ukraine by the [Order No.66 on Application of temporary protection | Ajutise kaitse kohaldamine No.66](#), adopted on 8 March 2022 and entered into force on 9 March 2022.

The Police and Border Guard Board issued an [Order on the Legal basis for Ukrainian citizens to arrive in Estonia and stay temporarily | Politsei- ja Piirivalveamet, Ukraina kodanikele Eestisse saabumiseks ja ajutiseks viibimiseks seadusliku aluse andmise kohta on 24 February 2022 \(no. 1.1-4.1/8\)](#) as amended on 16 March 2022 (no 1.1-4/13).

Competent authority and stakeholders

Area	Competent national authority	Assistance to the competent authority (if applicable)
Screening at the external border (if relevant)	Police and Border Guard Board (PBGB) Politsei- ja Piirivalveamet (PPA)	N/A
Biometric data (if relevant)	Police and Border Guard Board (PBGB) Politsei- ja Piirivalveamet (PPA)	N/A

Area	Competent national authority	Assistance to the competent authority (if applicable)
Granting temporary protection	Police and Border Guard Board (PBGB) Politsei- ja Piirivalveamet (PPA)	N/A
Issuing the residence permit	Police and Border Guard Board (PBGB) Politsei- ja Piirivalveamet (PPA)	N/A
Providing accommodation	Social Insurance Board	N/A
Medical care	Estonian Health Insurance Fund	Medical institutions
Social welfare	Social Insurance Board	N/A

Eligibility

According to [Article 1 of the Order No.66 on Application of temporary protection | Ajutise kaitse kohaldamine](#), the following categories of individuals who fled Ukraine due to the military conflict as of 24 February 2022 and have entered Estonia are eligible for temporary protection:

- Ukrainian citizens who resided in Ukraine before 24 February 2022;
- Stateless persons and citizens of third countries other than Ukraine who held international protection or equivalent state protection in Ukraine prior to 24 February 2022;
- Family members of the above-mentioned individuals.

According to Article 2 of the same Order, the following categories of individuals are considered family members and are eligible to apply for temporary protection:

- Spouse;
- Life partner;
- Unmarried minor child;
- Other close relatives who lived in the same household and were dependent on the person mentioned above.

Family members are considered eligible for temporary protection if they were residing together in Ukraine before 24 February 2022.

Temporary protection does not apply to Ukrainian citizens and their family members who were residing or staying in Estonia before 24 February 2022. These individuals remain subject to the [Order of the PBGB](#), which permits their temporary stay in Estonia, even if other grounds for stay (e.g., visa waiver or visa) have expired.

Admission to the territory

Holders of a Ukrainian biometric passport can enter Estonia visa-free for a stay of up to 90 days.

Ukrainian citizens who do not possess travel documents, including a biometric passport, may still enter Estonia without a visa. Relatives of Ukrainian citizens, even if they are nationals of other countries, are also permitted to enter Estonia without a visa.

If a Ukrainian citizen lacks a valid travel document and reaches the external border of Estonia and requests protection from the Estonian state, they may submit an application for international protection at the border crossing point.

All children of Ukrainian citizens, regardless of whether they have travel documents, are allowed entry into Estonia. Upon arrival, the Ukrainian embassy in Estonia should be contacted to either register the child's details in the parent's passport or to issue a certificate with the child's personal data. The police, Social Insurance Board, and other agencies are involved to ensure the safe travel of children.

Initial medical examinations are conducted at the reception centres.

Provision of information

Information platforms (websites)

- [PBGB website on Information about the war in Ukraine](#)
- [Government on Information for Ukrainian war refugees](#)
- [Government \(Communication Office\) platform "Help Ukraine!" to coordinate voluntary contributions.](#)

Leaflets

- [Brochure "Welcome to Estonia"](#), available in 4 languages

Dedicated contacts

- [State information helpline](#), providing necessary information on issues related to Ukraine.

Procedural aspects

Procedure to register and be granted temporary protection

Registration	<p>An application for temporary protection can be submitted in person at the PBGB's service in Tammsaare (Tallinn), Tartu Police Department, Jõhvi Police Department, and Pärnu Police Department.</p> <p>To apply for temporary protection, an appointment must be booked in advance through the online booking system. One booking can cover an adult and minor children, but if there are multiple adults in the family, separate appointments must be made for each adult.</p> <p>In addition to the application form for temporary protection, identity documents or other supporting documents (e.g., birth certificates) are required. If a document is unavailable, the Ukrainian Embassy must be contacted to issue a certificate of identity before submitting the application for temporary protection.</p> <p>Applicants are photographed and fingerprinted at a service or mobile processing point. Applications for temporary protection and residence permits must be submitted in person. As a general rule, the decision to grant protection is taken immediately. Individuals subject to temporary protection procedures are exempt from the payment of fees.</p>
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<p>Residence permit</p>	<p>The decision to grant temporary protection and a residence permit is typically made immediately after the application is submitted.</p> <p>Applications to extend residence permits for temporary protection can be submitted through the PBGB self-service portal, between three months and one month before the residence permit expires. It is recommended to submit the extension request no later than one month before expiration. After submitting the application, the applicant will receive a confirmation email. The applicant must then visit a PBGB office to have a new photo taken. Once the extended residence permit card is ready, the applicant will be notified to pick it up at the PBGB service office of their choice. The extension of the residence permit for temporary protection is free of charge for Ukrainian citizens.</p>
<p>Legal aid</p>	<p>All individuals living in Estonia, including beneficiaries of temporary protection, with a gross income of up to €1,200 per month, are entitled to receive up to two hours of free legal assistance per calendar year. This service is provided by HUGO in cooperation with the Ministry of Justice.</p>
<p>Appeal</p>	<p>According to Section 57 of the Act on Granting International Protection to Aliens (AGIPA) Välismaalasele rahvusvahelise kaitse andmise seadus, negative decisions may be appealed against within 10 days of issue. The competent courts are the Administrative Courts, as in appeals concerning international protection cases.</p>
<p>Exclusion</p>	<p>The grounds for exclusion from temporary protection are laid down in Section 57 of the AGIPA. The grounds are the same as for the refugee status. Applicants who were granted another form of international protection cannot be granted temporary protection.</p>
<p>Termination/Withdrawal</p>	<p>Under Section 58 of the AGIPA, temporary protection is terminated if the beneficiary does not request its extension upon the expiry of the initial one-year period. Termination is also carried out when the beneficiary informs national authorities of their departure to another country.</p>

Reception and accommodation

Overview

An emergency plan for reception was [activated](#) on 11 March 2022, allowing the PBGB to mobilize all necessary staff and resources from other agencies to address the situation. The plan was finalised on 31 May 2022.

The PBGB coordinates all agencies involved in the reception of displaced persons from Ukraine and the services provided, including the Ministry of Social Affairs, the Ministry of the Interior, the Social Insurance Board, and the Rescue Board. Each agency continues to carry out its tasks and remains responsible for its own activities. The Ministry of Social Affairs is responsible for accommodation expenses for Ukrainian nationals. The Social Insurance Board handles the costs of organizing their reception, as well as the payment of benefits and social services.

For Ukrainian nationals, an exception was made whereby accommodation support was provided by local governments. If a person lacks the financial means to arrange accommodation independently, they must present themselves at the reception centres or directly contact the local government, which will provide emergency assistance. Many municipalities have established information points for this purpose. Local government contacts are available through the [State information helpline](#).

Organisation of reception and accommodation

Initial reception

Where a beneficiary of temporary protection does not have sufficient means, accommodation is provided under the same system as for applicants for international protection.

Accommodation

Long-term accommodation is available through:

- Independent apartment rental with rent support assistance;
- Social housing or assistance in finding an apartment through local governments;

The types of facilities available are the same as those provided for asylum applicants.

Provision for means to obtain housing: beneficiaries of temporary protection have the same access to support provided by municipalities as applicants for international protection.

Other types of accommodation: N/a

Rights of people granted temporary protection

Rights	Description
Access to the labour market	<p>Beneficiaries of temporary protection may start working immediately. They can consult a migration advisor at the reception points or via email or telephone.</p> <p>If registered as unemployed with the Unemployment Insurance Fund, they are entitled to labour market services and benefits.</p> <p>Further information is available on the Labour Inspectorate website . Information on employment for beneficiaries of international protection is also available at Tooelu - Working Life Portal.</p>

Rights	Description
<p>Access to medical care</p>	<p>Beneficiaries of temporary protection are not automatically covered by health insurance in Estonia. However, after obtaining a residence permit, they can apply for health insurance on the same basis as Estonian citizens.</p> <p>All Ukrainian nationals are guaranteed emergency and necessary medical care, emergency dental care, COVID-19 testing and vaccination (see also here), as well as access to prescriptions.</p> <p>Emergency assistance for serious or life-threatening health conditions is available to all individuals in Estonia, including Ukrainian nationals.</p> <p>Necessary medical services are provided by Family Medicine Centres across Estonia, which offer care as needed and refer patients to specialists for further examinations or procedures. A list of these centres is available on the Health Insurance Fund website.</p> <p>Health advice in English and Russian can be obtained by calling the family doctor's helpline at 1220, or +372 634 6630 from a foreign number. If necessary, callers are forwarded to the emergency number 112.</p> <p>Pharmacies in Estonia may accept paper prescriptions issued in Ukraine, except for narcotic and psychotropic drugs, as long as the prescribed medication is clearly indicated. Since March 2022, all services funded by the Institute for Health Development for individuals affected by HIV, tuberculosis or drug use have been made available to displaced persons from Ukraine.</p> <p>Psychosocial crisis support staff are available at reception centres. The Social Insurance Board organizes psychosocial crisis care.</p> <p>Psychological support can also be accessed via an online chat, and the victim helpline 116006 offers round-the-clock first aid and psychological support in Estonian, Russian and English.</p>

Rights	Description
<p>Social welfare assistance and means of subsistence</p>	<p>Beneficiaries of temporary protection are entitled to a subsistence benefit, which can be applied for at the local government of their place of residence. Family allowances can be obtained through the Estonian National Social Insurance Board.</p> <p>The subsistence benefit is calculated in accordance with the number of family members:</p> <ul style="list-style-type: none"> • 200 euros for the first family member, • 160 euros for the second adult, and • 240 euros for minor children. <p>Child allowance is paid at 80 euros per month for the first and second child, and 100 euros for the third and subsequent children in the family. For families with three children, the allowance is 450 euros per month, and for families with seven children, it is 650 euros per month. A child is entitled to child support until they turn 19. Parental allowance is paid to a parent who arrives in Estonia with a child under one and a half years of age and amounts to 725 euros per month for up to 545 days.</p> <p>Beneficiaries of temporary protection in Estonia since February 2022 can apply for a one-time compensation of up to 1,200 euros for rental or housing-related expenses, provided they submit their application within six months of receiving their first residence permit. The measure is set to expire at the end of September 2025. Registered unemployed individuals of working age are eligible for an unemployment allowance of 292 euros per month, if needed. Additionally, health insurance is provided for those registered as unemployed.</p> <p>For beneficiaries of temporary protection, allowances will continue to be paid by the Pension Fund of Ukraine. If the allowance amount is lower than the Estonian national pension rate (EUR 393.26 as of August 2025), individuals can apply to the Estonian National Social Insurance Board to cover the difference. If Ukraine is unable to pay pensions, Estonia will guarantee an income equivalent to the national pension.</p>

Rights	Description
<p>Education</p>	<p>The Ministry of Education and Research undertakes the costs of basic, general and vocational education. The application for a school place is submitted directly to the local government, even in the absence of a personal code, temporary protection status, or permanent residence.</p> <p>Children residing in Estonia are required to attend school from the age of 7 until they complete basic education or turn 19. Kindergarten attendance is optional, but local authorities offer the opportunity for all children aged 1.5 to 7, whose parents wish, to attend. Education is typically in Estonian, with some primary schools also offering instruction in Russian. Children and young people arriving from Ukraine have the opportunity to continue their education through short-term and long-term curricula. The short-term plan does not assume the student will stay in Estonia permanently, but it creates conditions for this possibility. The long-term plan aims to integrate the child into regular Estonian education. Ukrainian educational materials are available online to support continued learning in Ukrainian.</p> <p>To continue relevant vocational training, the first step is to contact a career consultant at the Unemployment Insurance Fund. Adult beneficiaries of temporary protection have access to education under the same conditions as Estonian nationals.</p> <p>Supporting materials:</p> <ul style="list-style-type: none"> • Guide Continuing the educational path of children and youth from Ukraine to Estonia • Supporting teaching materials in Ukrainian • Victim support helpline, 116006, available for calls every day from 16:00 to 20:00 in Estonian, English and Russian. • Mental health support helpline, provided in Ukrainian by the Estonian Refugee Council in cooperation with the National Psychological Association of Ukraine, (+372) 8000 044 624. Information is also available on the Ministry of Education's dedicated webpage Education: a child and a young person from Ukraine in Estonia (Estonian, Ukrainian, English, Russian).
<p>Document generated on 31-05-2026 Temporary Protection - Estonia</p>	<p>For more information, please contact us at: ids@euaa.europa.eu</p>

Rights	Description
<p>Family reunification</p>	<p>Section 65 of the Act on Granting International Protection to Aliens (AGIPA) Välismaalasele rahvusvahelise kaitse andmise seadus establishes the right to family reunification for beneficiaries of temporary protection. In practice, all family members are granted temporary protection.</p>
<p>Other</p>	<p>Language learning: Beneficiaries of temporary protection must attend an A1 level Estonian language course. Independent online learning is available in the Keelekliik & Kultuurikliik digital courses website and the Integration Foundation website. Applicants can also register for classes through the Settle in Estonia programme website. Counsellors of the Integration Foundation may provide additional information. The Ministry of Culture undertakes the costs related to the Estonian language learning and adaptation programme.</p> <p>Adaption programme: The state offers beneficiaries of temporary protection a one-day adaptation programme on the functioning of the Estonian state and society, the organisation of daily life, the cultural, linguistic, and working environment, and other issues. Temporary protection beneficiaries can register for the programme on the Settle in Estonia programme website.</p>

Assistance to unaccompanied minors

Short description about the registration process and legislative refence

Upon the arrival of an unaccompanied minor in the country, the PBGB will forward the information to the Social Insurance Board (SIB) of the local government by calling 116111. If the child arrives with a trusted adult at the accommodation centre, the relevant person will be contacted. The SIB ensures the necessary actions and safe accommodation for the child, initially in a shelter and later in substitute care services, with costs covered by the state. If the child needs to be separated from the accompanying adult, they will be placed in a shelter.

Competent authority involved

The Police and Border Guard Board is present at border checkpoints to ensure that all children are travelling in safety.

Legal guardianship

A child in need of guardianship must be reported to the local government of the child's place of residence or to the Child Support Helpline. The local government's child protection specialist will assess whether the child's accompanying adult can assume the duties of a guardian.

The child must be interviewed, following the same procedures as in the international protection procedure.

If the accompanying adult is deemed suitable and the child agrees, the legal guardian (with the support of local government, if needed) will submit a preliminary application for legal protection to the court for the appointment of a temporary guardian. Until a guardian is appointed, the local government of the child's residence, as registered in the population register, will assume guardianship. If the child is not registered, the local government of the child's habitual residence will take on the guardian's duties.

Reception and accommodation

Unaccompanied children can be offered a home by substitute and family homes, shelters and foster families assessed as suitable by the Social Insurance Board.

Child shelters provide temporary accommodation before being placed in substitute care.

Information provision and interpretation

Minor beneficiaries of temporary protection must be assigned a legal representative. Until such appointment is made, a temporary representative from the local municipality serves in that capacity.

Education

Education for minors is guaranteed under the same conditions as for Estonian citizens.

Municipalities

Municipalities appoint temporary representatives for unaccompanied minors until a legal representative is assigned.

Beneficiaries of temporary protection have access to the same benefits offered by local municipalities as Estonian citizens, provided they meet the relevant criteria.

Assistance to people with special needs

In order to have the severity of a disability recognized and to access associated social benefits, applicants must submit an application and, if available, health data to the Social Insurance Board (children and elderly individuals) or to the Unemployment Insurance Fund (adults of working age). If health data is unavailable, the individual must first consult a doctor in Estonia to assess their condition. If the condition qualifies for disability severity assessment, the type and severity of the disability, along with social benefits (ranging from EUR 12.79 to 241.64 euros), will be determined. The severity of the disability is established from the date the application is submitted.

Solidarity (relocation of people who are eligible for temporary protection)

Solidarity measures are not currently in place for applicants eligible for temporary protection.

Impact of simultaneous application for international protection

While the international protection procedure typically takes up to six months, for Ukrainian citizens it is simplified, and the process lasts approximately [one month](#).

For Ukrainian citizens applying for international protection, the state guarantees accommodation and subsistence for four months, similar to the provisions for individuals who have applied for temporary protection. Applicants may also choose to live independently.

The right to work in Estonia during the one-month international protection procedure depends on prior legal employment status: those who were working on a short-term employment registration before the war may continue to work, while others cannot work until international protection is granted.

Applicants or beneficiaries of temporary protection have the right to apply for international protection.