Temporary protection - Norway

Overview

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Relevant EU legislation

Norway is not bound by the Temporary Protection Directive. A similar legal framework applies based on the Immigration Act, Article 34 “collective protection in a mass flight situation”. The Norwegian government activated Article 34 by Royal Decree on ”Introduction of temporary collective protection for persons displaced from Ukraine, cf. Article 34” [of the Immigration Act] | Innføring av midlertidig kollektiv beskyttelse for personer fordrevet fra Ukraina, jf. utlendingsloven § 34, 11 March 2022.

On 19 April 2024, the Ministry of Justice and Public Security presented a proposal to the Storting for amendments to the Immigration Act. The bill proposes an increase in the period for which temporary collective protection can be granted, from 3 years to a maximum of 5 years.

National legislation

Article 34 by Royal Decree on "Introduction of temporary collective protection for persons displaced from Ukraine, cf. Article 34” [of the Immigration Act] | Innføring av midlertidig kollektiv beskyttelse for personer fordrevet fra Ukraina, jf. utlendingsloven § 34 in force since 11 March 2022.

Amendment of Immigration Act (temporary collective protection for persons displaced from Ukraine) | Forskrift om endring i utlendingsforskriften (midlertidig kollektiv beskyttelse for personer fordrevet fra Ukraina), in force since 23 January 2023. Extension of the validity of residence permits on the grounds of temporary collective protection.

Chapter 6A of the Integration Act | Lov om integrering gjennom opplæring, utdanning og arbeid (integreringsloven), which was added by Act No 35 of 10 June 2022 on temporary amendments to the legislation as a result of the arrival

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of displaced persons from Ukraine | Lov om midlertidige endringer i lovverket som følge av ankomst av fordrevne fra Ukraina. The chapter is repealed by Act No 53 of 25 June 2024 (in force from 1 July 2026).

Competent authority and stakeholders

Area	Competent national authority	Assistance to the competent authority (if applicable)
Screening at the external border (if relevant)	National Police Immigration Service (NPIS) | Politiets utlendingsenhetay	
Biometric data (if relevant)	National Police Immigration Service (NPIS) | Politiets utlendingsenhetay	
Granting temporary protection	The Norwegian Directorate of Immigration | Utlendingsdirektoratet (UDI)	
Issuing the residence permit	National Police Immigration Service (NPIS) | Politiets utlendingsenhetay	
Providing accommodation	The Norwegian Directorate of Immigration | Utlendingsdirektoratet (UDI)	Caritas provides humanitarian support in the Arrival Centre
Medical care	Tha hospital in Østfold gives medical care in tha National reception Center	
Social welfare	The Norwegian Labour and Welfare Administration (NAV)	

Eligibility

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According to Article 34 of "Introduction of temporary collective protection for persons displaced from Ukraine, cf. Article 34" [of the Immigration Act] | Innføring av midlertidig kollektiv beskyttelse for personer fordrevet fra Ukraina, jf. utlendingsloven § 34, 11 March 2022, the following categories of people are eligible for temporary protection:

- Ukrainian citizens and residents in Ukraine who have fled Ukraine on or after 24 February 2022 (except the ones coming from designated safe areas);
- Third-country nationals and stateless people who have received national or international protection in Ukraine before 24 February 2022;
- Third-country nationals who are close family members of persons who receive collective protection regardless of their nationality. Close family members include spouses, co-habitants, children under the age of 18 and other family members who, before 24 February 2022 were part of the household of the person receiving collective protection.

On 28 April 2022, the Immigration Regulation Article 7-5a first paragraph letter b (persons to whom the temporary protection applies) was broadened to include Ukrainian citizens with legal residence in Norway before 24 February 2022 (including persons who had been granted a residence permit in Norway before 24 February 2022 but entered the country later). It is a condition that the previous basis for staying in Norway has ended or will end less than two months after the application.

Asylum seekers(*) who are not covered by this scheme will be reviewed individually in accordance with the ordinary international protection procedure.

In May 2024, the UDI updated its guidelines for Ukrainian applicants and will start processing individual asylum applications from Ukraine not covered by collective protection. The UDI has identified some counties that are considered safe areas to go to and the suspension of the exit obligation for Ukrainians has been lifted as a result. This means that if an application is rejected, the person will have a duty to leave Norway within a given date.

Those who have a residence permit in Ukraine but are not citizens of Ukraine must contact their own authorities for travel documents unless there is fear of persecution.

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(*) According to Norwegian legislation, displaced persons from Ukraine are considered “asylum seekers” as they are given all the rights connected to this status (housing, monetary compensation, access to education, etc.) except for the right to work while their application is pending.

On 20 December 2023, the Ministry of Justice and Public Security | Justis- og beredskapsdepartementet issued Instruction GI-25/2023 Instruks med klargjøring av personkretsen som omfattes av utlendingsforskriften § 7-5 a (dobbelt statsborgerskap og barn født etter 24. februar 2022) to the Norwegian Directorate of Immigration with the effect that Ukrainians who also have citizenship in a safe country will not receive temporary collective protection in Norway. If a Ukrainian is also a citizen of a country on this list, the UDI believes that the situation in that country is generally safe, and that the authorities there can provide them with sufficient protection. The adopted amendments to the Immigration Regulations which extended temporary collective protection for persons displaced from Ukraine further clarified the rules for Ukrainians with dual citizenship. From 1 March 2024, as a general rule, Ukrainians will not be able to extend their residence permit if, in addition to Ukraine, they are also a citizen of another, safe country. Regarding family members who have dual citizenship from a safe country, they will not lose their permit to stay, if, and only if, the family members their permits are based on, is only a Ukrainian citizen.

On 31 May 2024, the Ministry adopted an amendment to the Immigration Regulation which means that Ukrainians who have had temporary collective protection, but who have had their permit revoked or not extended, cannot later get collective protection again.

On 28 September 2024, the UDI issued a list of designated safe areas in Ukraine, which effectively rendered Ukrainians residing in those areas ineligible for collective protection. Persons coming from these safe areas were assessed according to the regulations for individual protection.

On 13 January 2025, the UDI carried out additional safety assessments of Ukraine, expanding the number of safe areas from 6 to 14 counties:

- Cherkasy
- Chernivtsi
- Ivano-Frankivsk
- Khmelnytskyi

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- Kirovohrad
- Kyiv (province of Kyiv, not city)
- Lviv
- Poltava
- Rivne
- Ternopil
- Vinnytsia
- Volyn
- Zakarpattia
- Zhytomyr

The areas that are considered safe are primarily areas where the Ukrainian authorities have a large degree of control, and where Russia have no or little degree of control and influence. The UDI is closely monitoring the situation in Ukraine, and the assessment of which areas are considered safe may change. The change applies to those who apply for protection from 13 January 2025 but also applies to those who applied for protection from 28 September 2024 and who have not received an answer to their application for protection before 13 January. The changes do not apply for those who have close family members who have been granted collective protection in Norway. By close family members the UDI means spouses, cohabitants, children under 18 years of age and other family members who were part of the same household before 24 February 2022.

Admission to the territory

According to the visa liberalisation agreement between the EU and Ukraine, holders of a biometric passport can enter the country visa-free for a total of 90 days.

In the absence of a biometric passport, displaced persons from Ukraine who request protection are allowed to enter without documentation; otherwise, they would be considered to be on the territory illegally. Norway does not issue humanitarian visas. All ordinary visa procedures are still in place.

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Security screening is performed at all stages by the competent authorities is in charge of the case but primarily by the police in the registration phase or the Directorate of Immigration. Extra measures are implemented where ID documents are lacking or in cases where there may be exclusion or security issues.

All arrivals are registered in:

- UTSYS (police database);
- The database of foreign nationals (DUF); and
- Automated Biometric Identification System (ABIS).

Medical screening is done upon arrival at the National Arrivals Centre. However, not everyone if obliged to go through the arrivals centre.

Provision of information

Information platforms (websites and webpages)

The UDI has a dedicated page with information for displaced people from Ukraine as well general information about the refugee situation for authorities, volunteers and social actors.

The UDI also has a Facebook information page for refugees from Ukraine available in: Norwegian, Ukrainian, and Russian.

The Directorate of Immigration and Integration (IMDi) launched “New in Norway" with information on application procedures, residence permits and life in Norway aimed at Ukrainians.

The Norwegian police have a webpage specifically on the war in Ukraine. Information is provided on how Ukrainian citizens can seek temporary collective protection in Norway, questions, and answers about registration, information on UDI’s website, news from the police about the situation in Ukraine, informational videos for Ukrainian citizens coming to Norway, and information for those who want to help refugees from Ukraine.

The Norwegian Labour and Welfare Administration (NAV) on their website provide information for those affected by the war in Ukraine (UA), (RU). They provide information on how to apply for jobs in Norway, information on emergency assistance, housing, financial support for children, whether an interpreter is

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needed when making an appointment with NAV, information for those who have a Russian bank account and other organisations that can help.

The Embassy of Ukraine in the Kingdom of Norway has a website dedicated to Ukrainians arriving in Norway which provides advice and guidance on the most topical matters relating to the temporary collective protection and their stay in Norway for citizens of Ukraine. It also provides answers to the most frequent questions.

The Norwegian Organisation for Asylum Seekers (NOAS) has a website which provides information for Ukrainian refugees and individuals who were involved in the war in Ukraine.

The Housing Bank: About housing and settlement of refugees from Ukraine.

Leaflets

Norwegian Directorate of Immigration (UDI), on temporary collective protection (UA,RU)

Norwegian Food Safety Authority, on pet registration

Information for municipalities

About settlement of Ukrainian refugees

About work, training and induction programmes

About interpretation

About grant schemes

Information for municipalities who have not been resident in recent years

Information for private individuals and organisations

Helping refugees

Grants for integration work under the auspices of voluntary organisations

Useful online resources for refugees from Ukraine

Application for settlement with public assistance for private accommodation

Learn Norwegian on the internet

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At work in Norway: Your rights and obligations

Dinutveri – National guide to violence and abuse

Learn Norwegian on the internet

Information points

Information on all topics is displayed on several screens at the National Arrivals Centre.

Dedicated contacts

List of emergency numbers available online

EUAA booklet

Information on temporary protection in Norway

Procedural aspects

Procedure to register and be granted temporary protection

An application for collective protection is made by the applicant in person to the National Police Immigration Service (NPIS). As from July 2024, all Ukrainian citizens that want to apply for protection are required to register an application at the National Arrivals Centre in Råde (Eastern Police District) which operates as a one stop service point. An application for collective protection is registered by the Police. During the registration biometric data is recorded and the applicants receive an asylum seeker card and a D number. Upon completion of registration, the Police, refers the file of the applicant to the Directorate of Immigration (UDI) for processing. The Directorate of Immigration does not assess the need for protection individually but grants to applicants displaced from Ukraine and family members temporary collective protection.

If the decision is positive, the applicant will be granted a residence permit on the grounds of temporary collective protection which is valid for one year. The UDI will then issue a decision on renewing or extending the protection for a period up to 5 years from the date on which the foreign national first received a residence permit. This temporary permit does not form the basis for a permanent residence permit. However, after holding the temporary collective protection permit for three years, the individual may, following an individual assessment, be granted a

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residence permit that can serve as a basis for permanent residency.

A residence permit card is issued by the Police. If the requirements for temporary collective protection are not fulfilled, the application will be assessed individually pursuant to the ordinary protection framework

The national legislation specifies grounds for termination or revocation of the residence permits on temporary collective protection which are analysed in the following section.

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Registration	From 15 July 2024, all Ukrainian citizens are required to register their applications at the National Arrivals Centre in Råde (Eastern Police District) which operates as a one stop service point. This applies to both applicants who need a place to live and those who live privately and do not need a place in reception. The applicants do not need an appointment to register at the centre. The applicants must organise and pay for the transport themselves to the National Arrivals Centre. Unaccompanied minors or other particularly vulnerable persons may be provided assistance for their transportation to the National Arrival Centre. Specific provisions apply for unaccompanied minor asylum seekers which are analysed under Section 5. The requirement to register at the National Arrival Centre does not apply to Ukrainians who arrive in Norway at the Storskog border crossing point. **Data:** Applicants for temporary collective protection will be registered by the Police providing their fingerprints and a photo, hand over their passport and other ID documents. They will also undergo medical examinations such as testing for tuberculosis and they will meet with Caritas, who will inform the applicant of their rights and obligations and provide humanitarian assistance such as clothing and footwear. Persons applying for temporary collective protection are exempted from paying any procedural fees. **Documentation:** Applicants of temporary collective protection from Ukraine, must provide as proof of identity: • Passport (biometric or non-biometric passport); • Ukraine national ID card; • Other documents, such as birth certificate or expired passport.

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Residence permit	Upon registration, applicants receive an asylum seeker card and a D number from the Police. The Police then transfer the application to the Directorate of Immigration (UDI) for processing. The applicant will be notified by email when the UDI receives the application from the police. Information on the waiting time for applications for collective protection is available on the UDI's website. If the requirements for temporary collective protection are not fulfilled, the application will be assessed individually pursuant to the ordinary protection framework. The grounds for not receiving collective protection will be specified in the decision for individual protection. An appeal may be brought against this decision. Also, if the UDI receives information that the person has relocated to Ukraine or another country the residence permit will not be revoked but will not be renewed. If temporary collective protection is granted, a decision letter is sent via mail with information about the residence permit. A QR code (included in the decision) provide links to a video on rights and obligations as a result of the decision on collective protection. The local police district implements the decision assigning a DUF number (reference number/case number) and sends the case for assignment of birth number and issues residence card to the applicant. In cases with parents and children, it is important that the parent's decision is implemented before the child in order for Tax to have the relationship registered in its systems. Applicants and beneficiaries of temporary collective protection also have access to e-ID that allows them to access easily a number of digital public services. The beneficiary of temporary

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Legal aid	Legal aid is provided only if the application for temporary protection has been rejected.
Appeal	Appeals may be brought against a negative decision rejecting temporary collective protection, ordinary rules on an appeal apply. Appeals will generally suspend the enforcement of the decision. According to Section 46 of the Integration Act, applicants cannot appeal a decision on settlement for their accommodation.
Exclusion	Information is currently not available.
Termination/Withdrawal	According to Section 34 of the Immigration Act, the scheme of temporary collective protection may not be continued if Ukraine becomes a safe country again. The residence permit granted will apply until it expires, even if the scheme expires. Specific provisions for revocation of temporary protection are also included in the instructions GI-24/2023 issued by the Ministry of Justice and enforced on 12/12/2023. According to the instructions, UDI may revoke temporary collective protection if Ukrainian beneficiaries travel to visit Ukraine.

Reception and accommodation

Overview

The Norwegian Directorate of Immigration is responsible for the reception and accommodation of displaced persons from Ukraine in the same structures for applicants for international protection and temporary collective protection.

Upon arrival applicants for temporary collective protection will be accommodated at the National Arrival Centre in Råde municipality or in dedicated emergency facilities until they have completed several registration activities. Applicants need to be registered by the Police and go through the mandatory tuberculosis testing. They receive a basic allowance from the arrival date.

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Municipalities cooperate with the Directorate of Integration and Diversity (IMDi) under a national scheme for the accommodation of beneficiaries of temporary collective protection. When the temporary collective protection is granted, the beneficiaries have the option to receive an offer of settlement in any municipality in Norway. Under Section 46 of the Integration Act, applicants cannot appeal the decision on settlement. Alternatively, they can seek for support in finding private accommodation.

Organisation of reception and accommodation

Initial reception: Upon arrival, Ukrainian citizens are accommodated at the National Arrivals Centre in Råde. There are 3 hotels with a health centre on site specially dedicated to accommodating those who are waiting to be registered. Accommodation or accommodation in hotels is no longer be offered to displaced Ukrainians who have travelled to other parts of the country.

At the National Arrival Centre, the applicant will sleep in a tent hall. There are a few rooms dedicated for use by particularly vulnerable people and the UDI evaluates individual needs for a room on a case-by-case basis.

The applicant does not need to be at the National Arrival Centre all the time and are free to exit and renter as they wish. The applicant should stay at the National Arrival Centre until they have completed several registration activities. If the applicant leaves the National Arrival Centre before the finishing the process, the entire application process might come to a halt. It may then take longer for the applicant to receive an answer on their application. Normally, they will stay at the National Arrival Centre for a short period of time.

Private housing: It is voluntary to stay at the National Arrival Centre and in asylum reception centres. If the applicant already has somewhere to stay, they may choose to live there.

The UDI has introduced measures to increase reception capacity and also makes use of emergency accommodation with several providers across the country. The UDI is, however, in the process of discontinuing emergency accommodation and setting up ordinary reception centres.

Accommodation: Once protection is granted the Directorate of Integration and Diversity (IMDi) can provide a residence, meaning that displaced people from Ukraine can get help finding a place to live in a municipality. Settlement with

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public assistance is a voluntary service offered by the Norwegian state. Ukrainians will receive one offer of settlement in a municipality, and this could be in any municipality in Norway. Under Section 46 of the Integration Act, applicants cannot appeal the decision on settlement.

The IMDi will decide which municipality the beneficiary of temporary collective protection is going to be settled in and they cannot appeal decision (Section 46 of the Integration Act). Those who choose not to accept the offer of settlement with public assistance must find accommodation and manage financially on their own. As a rule, they also lose the right to take part in the Introduction Programme and to receive introduction benefit.

The New in Norway website provide information online on settlement in municipalities.

Provision for means to obtain housing: Information is currently not available.

Rights of people granted temporary protection

Rights	Description
Access to the labour market	A person who is granted collective protection has the right to work in Norway under the same conditions as beneficiaries of international protection and Norwegian nationals. Information on employment is available on a dedicated page of the Directorate of Integration and Diversity (IMDi), the "New in Norway" website and on the Norwegian Labour and Welfare Administration (NAV)'s website in UA and RU. For additional information consult the Overview of national measures regarding employment and social security of displaced persons coming from Ukraine - Country Fiches by the European Labour Authority.

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Rights	Description
Access to medical care	A person who is granted collective protection is entitled to health care for physical and mental health problems, substance abuse problems and dental treatment through public health services, under the same conditions as a beneficiary of international protection. More information is available on the websites of the UDI, IMDi and Helse Norge.

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Rights	Description
Social welfare assistance and means of subsistence	A beneficiary of collective protection can receive subsistence allowance while accommodated in a reception centre. The UDI is responsible for the subsistence. There is a requirement for a period of residence in Norway for refugees in order to be able to access a number of benefits through the national insurance. The UDI provides a subsidy to the municipality that provides the beneficiary of temporary collective protection with accommodation and the municipality decides the amount of financial support they will receive. Ukrainians taking part in the Introduction Programmes receive financial assistance. This support is referred to as “introduction benefits”. The introduction benefits entail that the individual does not have to earn an income while they are participating in the programme. Find out about the details of the introduction benefit here. The beneficiary of temporary collective protection can apply for social security benefits while waiting for the Introduction Programme to start or if the introduction benefit is not enough to cover expenses. If the beneficiary of temporary collective protection is not entitled to take part in the Introduction Programme and they are unable to support themselves, they can apply for social security benefits. More information about social security benefits is available on NAV's website. Those who choose not to accept the offer of settlement with public assistance and choose private accommodation will not receive financial assistance and must manage financially on their own. As a rule, they also lose the right to take part in the Introduction Programme and to receive introduction benefit. If the beneficiary of temporary collective protection has children under the age of 18, they may be entitled to child benefit. To receive child benefits

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Rights	Description
Education	Information on education for children and adults is available on the "New in Norway" website. **Minors:** Children are entitled to a kindergarten place and schooling. **Adults:** Adults may be entitled to primary or secondary education specifically organised for adults. Those who have completed upper secondary education in another country, but whose qualifications are not recognised in Norway, may also be entitled to upper secondary education for adults.
Family reunification	A beneficiary of temporary collective protection has the right to family reunification according to Article 6 of the Immigration Act. The permit will give the holder the right to bring immediate family members in Norway. The family member will be given a permit with the same rights and obligations as the main applicant. Family members who are not covered by the temporary collective protection scheme can apply for family immigration to Norway according to normal rules.

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Rights	Description
Other	**Introduction programme:** Adults aged between 18 and 55 have the right and obligation to follow the introduction programme, which includes training in Norwegian and Norwegian society. Those over the age of 55 may still have the right to participate in the introduction programme, in coordination with the municipality where they reside. Information on language training and the introduction programme is available on a dedicated page of the Directorate of Integration and Diversity (IMDi). **Pets:** On arrival, all pets arriving to Norway from Ukraine must be registered and controlled by the Norwegian authorities (Norwegian Food Safety Authority). As of 15 February 2024, Ukrainians who arrive from abroad with animals will no longer be allowed to have their pets living with them in asylum reception centres. This means that the applicant will not be able to have their pet living with them at the National Arrivals Centre or to bring it to an asylum reception centre. If the applicant started living in a UDI reception centre with their pet before this date, they may continue to do so for the time being while waiting to move out of the reception centre. As 15 July 2024, it will no longer be possible to have pets in an asylum reception centre. Information is available on the UDI website and the Norwegian Food Safety Authority webpage about the exceptional rules for Ukrainian refugees who arrive in Norway with pets. **Trafficking in human beings:** Information on available helplines and support is provided by UDI.

Assistance to unaccompanied minors

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Unaccompanied minor asylum seekers from Ukraine can register with the police. The police will tell the unaccompanied minor if s/he can register at the police station or if she/he must register at a police station somewhere else. Unaccompanied minors or other particularly vulnerable persons may be provided with assistance in travelling to the National Arrival Centre.

Unaccompanied minors from Ukraine who are applying for temporary collective protection are provided with information about seeking asylum in Norway and their rights on a webpage specifically created for them by the UDI.

Legal guardianship: Pursuant to Chapter 11A of the Immigration Act | Lov om utlendingers adgang til riket og deres opphold her (utlendingsloven), (15 March 2008), unaccompanied minors must have a representative. A legal guardian will be appointed by the County Gouverneur for all unaccompanied children applying for temporary collective permit.

Accommodation: Unaccompanied children applying for temporary collective protection are accommodated, based on a best interest's assessment, in

- reception centres for unaccompanied minors who are between 15 to 18 years;
- child welfare centres for unaccompanied minors younger than 15 years;
- private homes with relatives or other companions.

After being granted a temporary collective protection permit, unaccompanied minors are settled in municipalities as soon as possible.

Education: Unaccompanied children from Ukraine are covered by the Section 2-1 of the Norwegian Education Act | Opplæringslova and have the right to access primary and lower secondary education when it is likely that they will be in Norway more than 3 months. Access to education should be fulfilled as quickly as possible and within 1 month of arrival.

Adolescents between 16-19 years old who have completed primary and lower secondary school or equivalent training are entitled, upon application, to attend high school.

Assistance to people with special needs

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Trafficking in human beings: Information on available helplines and support is provided by UDI.

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

Information is currently not available.

Impact of simultaneous application for international protection

According to the government's instructions, beneficiaries of temporary collective protection have the right to apply for international protection. Applications for protection are assessed on an individual basis at any time. According to Section 34 of the Immigration Act, when an applicant receives collective protection, the individual application for international protection is put on hold. As long as temporary collective protection is applicable, an individual application for international protection will not be processed.

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