



EMN FOCUSSED STUDY 2019

Comparative overview of national protection statuses in the EU and Norway

Estonian national report

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Disclaimer: The following responses have been provided primarily for the purpose of completing a Synthesis Report for the EMN Focussed Study on Comparative overview of national protection statuses in the EU and Norway. The contributing EMN NCP have provided information that is, to the best of their knowledge, up-to-date, objective and reliable within the context and confines of this study. The information may thus not provide a complete description and may not represent the entirety of the official policy of an EMN NCPs' Member State.

This document was produced by Barbara Orloff the expert of EE EMN NCP. This report was compiled based on public and available information. Furthermore, experts of this topic were consulted.

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Comparative overview of national protection statuses in the EU and Norway

Common Template for EMN Study 2019

1 STUDY AIMS AND OBJECTIVES

Much comparative information exists on the practices in the Member States and Norway concerning the EU-harmonised protection statuses – or equivalent,¹ and on certain national practices concerning specific vulnerable groups such as unaccompanied minors.² There is however a lack of up-to-date information on the practices and forms of national (or non-harmonised) protection.

This EMN study aims to provide a handbook guide to statuses granted in the Member States and Norway, which address a protection need, other than international protection as harmonised by the Qualification³ and Temporary Protection Directives.⁴ This guide will consist of a synthesis overview of national statuses granted on particular protection grounds, their related procedures, key rights and content of protection.

The 2010 EMN study 'The Different National Practices Concerning Granting of Non-EU Harmonised Protection Statuses'⁵ is a useful and comprehensive overview of practices in 23 Member States⁶ but it is now very out of date. The present study will, to some extent, update the 2010 EMN study and, where relevant, highlight statuses that have emerged since 2010 and identify those that no longer exist.

Owing to the fact that the statuses mapped in this study are governed at national level, it is not possible to compare statuses among Member States. Where possible, this study will rather consider the differences between the procedures and content of protection (a) of the national statuses and (b) those of the EU protection statuses.

An overview of EU-harmonised protection statuses⁷ and the content of protection as set out in EU asylum instruments will be presented in Annex 2 to support this comparative analysis. All Member States implemented the provisions of the recast Qualification Directive, with the exception of Ireland and the

¹ See for example the following EMN studies on: 'The Changing Influx of Asylum Seekers In 2014-2016' (2018), 'Family Reunification of Third-Country Nationals in the EU and Norway: National Practices' (2016), 'Returning Rejected Asylum Seekers: Challenges and Good Practices' (2016), 'Resettlement and Humanitarian Admission Programmes in Europe – What Works?' (2016); 'Integration of Beneficiaries of International/Humanitarian Protection into the Labour Market: Policies and Good Practices' (2015).

² See for example the 2018 EMN study on 'Approaches to Unaccompanied Minors Following Status Determination in the EU plus Norway'.

³ Directive 2011/95/EU of 13 December 2011 on standards for the qualification of third-country nationals or stateless persons as beneficiaries of international protection, for a uniform status for refugees or for persons eligible for subsidiary protection, and for the content of the protection granted.

Ireland did not participate in Directive 2004/83/EC and is not bound by the recast Directive 2011/95/EU. The UK participated in Directive 2004/83/EC and is not bound by the recast Directive 2011/95/EU.

⁴ Council Directive 2001/55/EC of 20 July 2001 on minimum standards for giving temporary protection in the event of a mass influx of displaced persons and on measures promoting a balance of efforts between Member States in receiving such persons and bearing the consequences thereof.

⁵ Available at : https://ec.europa.eu/home-affairs/sites/homeaffairs/files/what-we-do/networks/european_migration_network/reports/docs/emn-studies/non-eu-harmonised-protection-status/0_emn_synthesis_report_noneuharmonised_finalversion_january2011_en.pdf.

⁶ Member States that participated in the 2010 study were Austria, Belgium, Bulgaria, Czech Republic, Estonia, Finland, France, Germany, Greece, Hungary, Ireland, Italy, Latvia, Lithuania, Netherlands, Malta, Poland, Portugal, Slovak Republic, Slovenia, Spain, Sweden and United Kingdom.

⁷ The recast Qualification Directive of 2011 further aligned the content of protection granted to refugees and beneficiaries of subsidiary protection compared to the minimum harmonisation ensured by the 2004 Qualification Directive. The Temporary Protection Directive adopted in 2001 established minimum standards of protection in the event of a mass influx, the implementation of which remains dependent on a collective decision of Member States. The temporary protection foreseen in this Directive has never been invoked.

UK,⁸ and of the Temporary Protection Directive. Norway, a State not participating to these Directives, has adopted in its national legislation equivalent protection statuses.

This study is timely in light of efforts undertaken since 2016 to strengthen the Common European Asylum System (hereafter CEAS) to complement existing legal pathways for admission to the EU of those in need of protection.⁹ Building on the 2018 EMN study on 'Changing Influx of Asylum Seekers' and the 2017 EMN study on 'Resettlement and Humanitarian Admission Programmes', this study could also inform the proposed Union Resettlement Framework Regulation and the increasing interest given to other legal pathways for persons in need of protection (e.g. private sponsorship programmes). Finally, the study could complement and support on-going EMN work on the concept of sustainable migration.

2 STUDY RATIONALE AND BACKGROUND

In the EU law-making context, harmonisation refers to the approximation of national laws through common (and sometimes minimum) standards set by EU legislation to ensure consistency and convergence of standards and practices across the EU. In the field of asylum, EU legislation requires Member States to harmonise their legislation and practices in line with the CEAS. From the perspective of protection statuses, the aim of the CEAS, with the adoption of the 'first' and 'second phase' CEAS instruments, was to codify the status of persons identified as needing international protection and harmonise the content of protection granted. Consequently, the refugee status was included in the Qualification Directive of 2004 and in its recast of 2011 as a means to embrace, in EU law, the concept of refugee as defined by the 1951 Refugee Convention. In contrast, the statuses of beneficiaries of subsidiary and temporary protection were introduced in EU legislation independent of the 1951 Refugee Convention because there were asylum seekers in need of international protection who did not fall under the scope of the Convention but were considered in need of protection in accordance with Member States' obligations under international human rights instruments and/or national practices.¹⁰

More specifically, subsidiary protection codified and aimed to harmonise a number of existing practices in Member States. However, subsidiary protection, as now defined in the recast Qualification Directive, does not cover all cases where Member States grant protection. Indeed, Member States may grant other forms of protection, either stemming from international obligations not covered by the Qualification Directive or based on discretionary grounds adopted by national legislation. These forms of protection can include for example situations where third-country nationals are excluded from refugee status or subsidiary protection, but face death penalty or execution and torture or inhuman or degrading treatment or punishment based on absolute *non-refoulement* principle, exceptional health situations, etc.

This state of play is, to a certain extent, recognised by the recast Qualification Directive: authorisations to stay in the territory of a Member State for reasons not due to a need of international protection but on a discretionary basis on compassionate or humanitarian grounds fall outside the scope of the recast Qualification Directive.¹¹ The 2016 proposal for a Qualification Regulation adds that Member States are free to grant a national humanitarian status to those who do not qualify for international protection.¹²

Furthermore, EU legislation allows Member States to adopt statuses on grounds not harmonised by it and adopt, for example, more favourable standards, as long as they do not undermine EU action and are compatible with existing EU legislation. This is reiterated in the recast Qualification Directive (Article 3) and also recalled by the proposal for a Qualification Regulation. In light of this, the concept of 'constitutional asylum', namely the right to asylum embedded in the constitution of a State, could be

⁸ Ireland participated in Directive 2004/83/EC but is not bound by the recast Directive 2011/95/EU. The UK participated in Directive 2004/83/EC and is not bound by the recast Directive 2011/95/EU.

⁹ European Commission, Communication 'Towards A Reform of the Common European Asylum System and Enhancing Legal Avenues to Europe', COM(2016) 197, 6 April 2016.

¹⁰ Subsidiary protection is distinct from temporary protection on the basis that it was granted following an individual status determination on specifically defined grounds related to broader application of the non-refoulement principle in international human rights law, while temporary protection concerns protection granted in a mass influx situation.

¹¹ See Recital 15 of recast Directive 2011/95/EU of 13 December 2011.

¹² See Article 3(2) of the proposal (which states that "*This Regulation does not apply to other national humanitarian statuses issued by Member States under their national law to those who do not qualify for refugee status or subsidiary protection status. These statuses, if issued, shall be issued in such a way as not to entail a risk of confusion with international protection.*"), European Commission, Proposal for a Regulation on standards for the qualification of third-country nationals or stateless persons as beneficiaries of international protection, for a uniform status for refugees or for persons eligible for subsidiary protection and for the content of the protection granted and amending Council Directive 2003/109/EC of 25 November 2003 concerning the status of third-country nationals who are long-term residents, COM(2016) 466 final, 13 July 2016.

considered as setting more favourable standards than the refugee status contained in the recast Qualification Directive, yet this would require a closer analysis of the constitutional provisions and implementing national asylum legislation where relevant. In theory, and as confirmed by the Court of Justice of the European Union (hereafter CJEU), the 'right to asylum' is a broader concept than the refugee status and "Member States may grant a right of asylum under their national law to a person who is excluded from refugee status".¹³ The right to asylum is provided in the constitutions of about half of Member States.¹⁴ In some Member States, the constitutional provisions on the right to asylum echo the definition of refugee contained in the 1951 Refugee Convention (e.g. Hungary and Spain), while in others, constitutions provide a more limited definition of refugee (e.g. in Czech Republic, Germany and the Slovak Republic where the right to asylum is limited to the ground of persecution for political opinions).¹⁵ Constitutions in only a few Member States (e.g. France and Italy) contain a right to asylum broader than the grounds for refugee protection in the 1951 Refugee Convention and in the recast Qualification Directive.¹⁶ Notwithstanding the remit of application of the right to asylum compared to refugee protection, in practice, the content of protection granted to beneficiaries of constitutional asylum largely equate to that of beneficiaries of refugee protection. The 'enforcement' of the right to asylum often depends on the adoption of national legislation setting out details on procedure to follow and status to be granted.¹⁷ Thus, States bound by the EU asylum acquis, in particular the recast Qualification Directive, often grant beneficiaries of a right to asylum a refugee status either in line with this Directive or exactly the same status. The present study will therefore research cases of constitutional asylum where the content of protection granted is either more or less favourable than the content of protection of refugee status set in the Qualification Directive.

Likewise, the concept of 'collective protection' exists in certain Member States: in some cases, the level of protection granted is similar to that of the Temporary Protection Directive; in other States, it is a form of national temporary protection, distinct from the EU-harmonised temporary protection, and which this study aims to map.¹⁸

3 SCOPE OF THE STUDY

The aim of this study is to specifically analyse the different practices concerning the granting of national protection statuses in Member States and Norway, meaning: any other protection status granted to a third-country national on the basis of national provisions that do not fall under international protection as established in EU law (i.e. refugee, subsidiary and temporary protections). This sub-section aims to clarify which specific statuses are included in the remit of the present study and those which fall outside of it.

Humanitarian grounds

National protection granted for humanitarian (or compassionate) reasons is one of the most common discretionary grounds present in national legislation albeit the concept is not commonly defined.¹⁹ It is often a product of national protection policies and encompasses a variety of situations, eventually decided by national judges and national authorities, including Ministers or even Heads of State, with varying levels of discretion.

In the context of EU (migration) law, CJEU was called on to decide on the concept of 'humanitarian grounds'. In the *X and X* and *Jafari* cases, the Opinions of the Advocates General on these cases expressed the view that 'humanitarian grounds' is an autonomous and broad concept of EU law, and

¹³ See CJEU, *B & D*, Joined Cases C-57/09 and C-101/09, judgment (Grand Chamber) of 9 November 2010, ECLI:EU:C:2010:661, para. 121

¹⁴ See analysis of constitutional asylum by Stephen Meili, *The Constitutional Right to Asylum: The Wave of the Future in International Refugee Law?* in Fordham International Law Journal, Volume 41, Issue 2, Article 3, pp. 383-424, April 2018, available at: <https://ir.lawnet.fordham.edu/cgi/viewcontent.cgi?article=2693&context=ilj>. See in particular analysis from p. 399 onward: the right to asylum is included in the constitutions of Bulgaria, Czech Republic, France, Germany, Hungary, Italy, Poland, Portugal, Romania, Slovak Republic, Slovenia and Spain.

¹⁵ *Ibid.*

¹⁶ *Ibid.*

¹⁷ *Ibid.*

¹⁸ Organisation for Economic Cooperation and Development, Trends in International Migration, 1999, pp. 184-185; Joanne van Selm, Kosovo's Refugees in the European Union, A&C Black, 2000, p. 273.

¹⁹ See for example the following EMN Ad-Hoc Queries on the *Number of applications for humanitarian reasons (third country nationals applying for residence permits for medical reasons) limited to NO, SE, FI, BE, DE, AT, NL, LU, FR and UK*, requested by FR EMN NCP on 19th September 2018 and the one on *Humanitarian Protection*, requested by ES EMN NCP on 2nd June 2017.

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cannot be limited, for example, to cases of medical assistance or health care.²⁰ In the frame of EU asylum law, and as clarified in section 2, the Qualification Directive makes a clear distinction between the scope of statuses granted based on international protection grounds embedded in EU law and those granted based on national humanitarian grounds. In this context too, the CJEU was asked to rule on the distinction between subsidiary protection and humanitarian grounds, particularly challenging in cases concerning the state of health of a third-country national. Relevant rulings include, for example:

- ★ The *M'bodj* case²¹ concerned the scope of application of the Qualification Directive to third-country nationals suffering from illness and whose removal would amount to inhuman or degrading treatment. In this case, among others, the CJEU ruled that Member States could not extend subsidiary protection to medical cases on the basis of Article 3 of the Qualification Directive;
- ★ In *Moussa Abdida* case,²² CJEU confirmed that an application under national legislation granting leave to remain due to a serious illness coupled to a lack of medical treatment in the country of origin did not constitute a claim for subsidiary protection within the scope of the Qualification Directive;
- ★ More recently, in the *MP* case of 24 April 2018, the CJEU ruled that cases where the medical situation of a third-country national could be attributed to the intentional failure to act of the authorities of the country of origin to provide appropriate medical care fell under the scope of subsidiary protection as harmonised by the Qualification Directive.²³

Thus, at this stage of development of CJEU jurisprudence, it appears that the decisive criterion for determining whether a medical case falls under subsidiary protection or (national) humanitarian protection is the existence or not of the intentional denial of medical treatment in the country of origin; the substantial aggravation of a third-country national's health alone cannot be regarded as inhuman or degrading treatment in the country of origin.

ECHR and the broader *non-refoulement* principle

The European Court of Human Rights (hereafter the ECtHR) has reiterated on many occasions that the European Convention for Human Rights (hereafter the ECHR) and its protocols do not contain a right to asylum. This stems from the right of States party to the ECHR, as a matter of well-established international law, to control the entry, residence and expulsion of aliens. Nonetheless, the ECtHR has pointed out that this right is not unqualified and is subject to States' treaty obligations, including under the ECHR, which contains various protections concerning the expulsion and other forms of removal of third-country nationals such as protection against *refoulement*.²⁴

In addition to the ECtHR jurisprudence on non-refoulement that was, to a certain extent, codified under the subsidiary protection concept in the recast Qualification Directive, a range of other protection grounds were defined by the ECHR and the ECtHR, covering for instance exceptional medical cases, family reasons

²⁰ Opinion of the Advocate General in *X and X*, C-638/16 PPU, EU:C:2017:93, paragraph 130, in relation to Article 25 of the Visa Code and Opinion of the Advocate General in *Jafari*, C-646/16, paragraph 202, ECLI:EU:C:2017:443.

²¹ CJEU, C-542/13, Judgment of the Court (Grand Chamber) of 18 December 2014, *Mohamed M'Bodj v État belge*, ECLI:EU:C:2014:2452.

²² CJEU, C-562/13, Judgment of the Court (Grand Chamber), 18 December 2014, *Centre public d'action sociale d'Ottignies-Louvain-La-Neuve v Moussa Abdida*, ECLI:EU:C:2014:2453.

²³ CJEU, C-353/16, Judgment of the Court (Grand Chamber) of 24 April 2018, *MP v Secretary of State for the Home Department*, ECLI:EU:C:2018:276, paragraph 58: "a third country national who in the past has been tortured by the authorities of his country of origin and no longer faces a risk of being tortured if returned to that country, but whose physical and psychological health could, if so returned, seriously deteriorate, leading to a serious risk of him committing suicide on account of trauma resulting from the torture he was subjected to, is eligible for subsidiary protection if there is a real risk of him being intentionally deprived, in his country of origin, of appropriate care for the physical and mental aftereffects of that torture, that being a matter for the national court to determine."

²⁴ UN High Commissioner for Refugees (UNHCR), UNHCR Manual on the Case Law of the European Regional Courts, June 2015, 1st edition, available at: <https://www.refworld.org/docid/558803c44.html> [accessed 11 January 2019], p. 188. See also the following ECtHR case law: *Soering v. the United Kingdom*, 1989; *Cruz Varas and Others v. Sweden*, 1991; *Vilvarajah and Others v. the United Kingdom*, 1991, *Babar Ahmed and Others v. the United Kingdom*, 2012; *T.I. v. the United Kingdom*, 2000; *K.R.S. v. the United Kingdom*, 2008; *M.S.S. v. Belgium and Greece*, 2011; *Abdolkhani and Karimnia v. Turkey*, 2009; *Hirsi Jamaa and Others v. Italy*, 2012.

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and best interest of the child,²⁵ or expulsion of persons excluded from international protection who are at risk of the death penalty or torture in their country of origin.²⁶

States parties to ECHR that are also EU Member States are also bound by the provisions of the recast Qualification Directive of 2011²⁷ according to which subsidiary protection status is to be granted, among others, to third-country nationals who do not qualify as refugees but who nevertheless face a real risk of torture or inhuman or degrading treatment or punishment in their country of origin. In the frame of the present study, the distinction between the grounds leading to subsidiary protection, as defined in the Qualification Directive (Article 15), and the prohibition of torture or inhuman or degrading treatment or punishment, as included in the ECHR (Article 3), is most relevant. From the perspective of the CJEU, it ruled in *Elgafaji* that Article 15(b) of the Qualification Directive corresponds in essence to Article 3 ECHR. However, the *M'Bodj* case shows that some situations falling within the scope of Article 3 ECHR are excluded from subsidiary protection, thus falling under the remit of national legislations and the 'humanitarian grounds' category. While the CJEU indicated situations falling outside the scope of subsidiary protection, they still can, according to the ECtHR case law, be considered as grounds of protection and include, for example, protection against expulsion of seriously or terminally ill third-country nationals.²⁸

This study thus aims to map possible grounds of national protection statuses outside the scope of the Qualification Directive yet falling under Article 3 of the ECHR and related ECtHR case law.

Protection grounds and statuses not covered by this study

The recognition of stateless persons is established in accordance with the 1954 Convention on the Reduction of Statelessness. A 2016 EMN Inform on Statelessness in the EU²⁹ provided an overview of the legislation and practices in 23 countries³⁰ concerning the determination of statelessness and the issuance of a residence permit. As this study will deal with 'national protection statuses' as opposed to those deriving from international law, the status of stateless person falls outside the remit of this study.

Likewise, statuses granted to victims of crime (e.g. trafficking in human beings or victims of smuggling or witnesses of criminal proceedings) are not covered by this study due to criminal law governing most aspects of the grounds and the procedure. The same approach was taken with regard to witness protection programmes.

While this study will map national humanitarian protection statuses granted to third-country nationals already present on the territory of Member States and Norway, it will not include 'humanitarian visas', aimed to provide access to the territory of Member States of persons in need of protection.

The variety of residence permits issued to third-country nationals considered as non-removable are excluded from this study, i.e. situations where national authorities are faced with the impossibility of returning a person (s/he would not be readmitted to the country of origin, lack of identification documents or no transportation available, etc.).³¹

Lastly, this study will not map cases based on Article 8 of the ECHR and the interpretation of the ECtHR.

Temporal scope of the study

The study covers statuses that are available in Member States and Norway up to the end of 2018 (in terms of data) and planned or recent legislative changes in 2019. The study also includes statuses available at, or introduced since, the time of the 2010 EMN study 'The Different National Practices

²⁵ Examples of ECtHR case law in: *Amrollahi v. Denmark*, 2002; *Mubilanzila Mayeka and Kaniki Mitunga v. Belgium*, 2007; *Guliev v. Lithuania*, 2008; *Hode and Abdi v. The United Kingdom*, 2012; *Berisha v. Switzerland*, 2013; *Mugenzi v. France*, *Tanda- Muzinga v. France* and *Senigo Longue and Others v. France*, 2014.

²⁶ For example, ECtHR, *Auad v. Bulgaria*, Application No. 46390/10, 1 October 2011.

²⁷ With the exception of Ireland and the UK where the 2004 Qualification Directive applies.

²⁸ ECtHR judgments in cases *N. v United Kingdom*, *D v United Kingdom*, *Poposhvili v Belgium*; The *N* case test requires judges to use a high threshold, which would only allow very exceptional cases where the grounds against removal were compelling, effectively limiting protection against removal to 'deathbed' cases.

²⁹ Available at: https://ec.europa.eu/home-affairs/sites/homeaffairs/files/what-we-do/networks/european_migration_network/reports/docs/emn-informs/emn-informs-00_inform_statelessness_final.pdf.

³⁰ States participating to this inform were the following: AT, BE, CZ, EE, FI, FR, DE, HR, HU, IE, IT, LV, LT, LU, MT, NL, PL, SK, SI, ES, SE, UK and NO.

³¹ Please see EMN AHQ issued on this topic (e.g. Undesirable but Unreturnable, issued under EMN REG activities).

Concerning Granting of Non-EU Harmonised Protection Statuses', which were ceased or removed from national legislation during the study period. The temporal scope of the study is therefore 2010-2018.

4 DEFINITIONS

The following key terms are used in the Common Template. The definitions are taken from the EMN Glossary Version 6.0 unless indicated otherwise.

'Protection': A concept that encompasses all activities aimed at obtaining full respect for the rights of the individual in accordance with the letter and spirit of human rights, refugee and international humanitarian law. Protection involves creating an environment conducive to respect for human beings, preventing and/or alleviating the immediate effects of a specific pattern of abuse, and restoring dignified conditions of life through reparation, restitution and rehabilitation.³²

'Status': In the context of this study, 'status' refers to a legal status which leads directly to the issuing of a residence permit granting a long-term (i.e. longer than three months³³) right to reside in a Member State.

'International Protection': The EMN Glossary defines 'international protection' with reference to Article 2(a) of the Recast Qualification Directive 2011/95/EU in the following way: In the global context, the actions by the international community on the basis of international law, aimed at protecting the fundamental rights of a specific category of persons outside their countries of origin, who lack the national protection of their own countries. In the EU context, international protection encompasses refugee status and subsidiary protection status.

'National protection status': In the context of this study, *national protection* refers to any protection status granted by a State to a third-country national on the basis of national provisions that are not related to international protection, as defined in and harmonised by the Qualification Directive 2011/95/EU, nor to temporary protection as defined in the Temporary Protection Directive 2001/55/EC. *National protection status* is the recognition by a State of a third-country national as a person eligible for national protection.

National protection statuses granted in Member States may be conceived as consisting of rights leading to the issuance of residence permits that are granted to a wide range of third-country nationals for a variety of reasons. Such national (or non-harmonised) protection statuses usually lie outside of the asylum procedure and related residence permits are granted as part of (legal) migration policies, and on grounds relating to the situation of the person including at the time when (forced) removal from the EU Member State is imminent. Grounds may include:

- ★ Status for relocated or resettled persons (that are not granted an international protection status harmonised by EU law or equivalent),
- ★ Statuses for beneficiaries of private or community sponsorship programmes,
- ★ Statuses for beneficiaries of other programmes designed to assist for example family members (of persons legally residing in a state and) in need of protection to enter and reside in the EU),
- ★ Constitutional asylum (that does lead to granting an international protection status harmonised by EU law or equivalent),
- ★ Collective protection (that does lead to granting an international protection status harmonised by EU law or equivalent),
- ★ Other (including humanitarian) statuses for:
 - Medical reasons,
 - Statuses for climate change reasons and natural disasters,
 - Statuses for local personnel of armed forces (e.g. Interpreters),

³² UNHCR Master Glossary of Terms, June 2006, Rev.1, available at: <https://www.refworld.org/docid/42ce7d444.html> and EMN Glossary of terms.

³³ In this context, 'long-term' is to be understood in accordance with the provisions of Regulation (EU) No 265/2010 (Long Stay Visa Regulation).

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- Special statuses for unaccompanied minors,
- Special statuses for children (if different from the protection-related status provided to adults for the above-listed reasons).

This is not an exhaustive list.

'Humanitarian protection': A decision granting authorisation to stay for humanitarian reasons by administrative or judicial bodies under national law.

Please note that the present study covers humanitarian protection granted to third-country nationals already present on the territory of Member States. This study does not include 'humanitarian visas' aimed to provide access to the territory of Member States of persons in need of protection.

'Resettlement': *In the global context*, it is the selection and transfer of refugees from a state in which they have sought protection to a third country which has agreed to admit them as refugees with permanent residence status. The status provided ensures protection against refoulement and provides a resettled refugee and his/her family or dependants with access to rights similar to those enjoyed by nationals. For this reason, resettlement is a durable solution as well as a tool for the protection of refugees. *In the EU context*, resettlement refers to the process whereby, on a request from UNHCR based a person's need for international protection, third-country nationals are transferred from a third country and established in a Member State, where they are permitted to reside with one of the following statuses: (i) refugee status within the meaning of Article 2(d) of Directive 2011/95/EU; (ii) 'subsidiary protection status' within the meaning of point (g) of Article 2 of Directive 2011/95/EU; or (iii) any other status which offers similar rights and benefits under national and Union law as those referred to the previous points.

'Relocation': *In the general EU-context*, the transfer of persons having a status defined by the Geneva Refugee Convention and Protocol or subsidiary protection within the meaning of Directive 2011/95/EU (Recast Qualification Directive) from the EU Member State which granted them international protection to another EU Member State where they will be granted similar protection, and of persons having applied for international protection from the EU Member State which is responsible for examining their application to another EU Member State where their applications for international protection will be examined. *In the context of the EU emergency relocation programme*, the transfer of persons in clear need of international protection, as defined in Council Decision 2015/1601 and 2016/1754, having applied for international protection from the EU Member State, CH or NO which is responsible for examining their application to another EU Member State, CH or NO where their application for international protection will be examined.

'Private sponsorship schemes':³⁴ There is no common and agreed definition of private sponsorship. Generally, they involve a transfer of responsibility from government agencies to private actors for some elements of the identification, pre-departure, reception, or integration process for beneficiaries. Thus, sponsorship is best described as *a way of admitting persons for humanitarian or (international) protection reasons, rather than as a separate 'protection status' in itself.*

Core benefits: In the context of EU law, the concept of core benefits is understood to cover, at least as a minimum, income support, assistance in case of illness, pregnancy, and parental assistance, in so far as these benefits are granted to nationals under national law.³⁵

Constitutional asylum: see section 3 on the scope of the study.

Collective protection: see section 3 on the scope of the study.

5 PRIMARY QUESTIONS TO BE ADDRESSED BY THE STUDY

The main questions the Study will aim to address are:

- ★ In brief, what are the EU-harmonised protection statuses?
- ★ Do Member States and Norway provide protection statuses not covered by EU legislation? (see scope of the study)

³⁴ <https://publications.europa.eu/en/publication-detail/-/publication/1dbb0873-d349-11e8-9424-01aa75ed71a1/language-en/format-PDF/source-77978210>.

³⁵ See for example Recital 45 of the recast Qualification Directive.

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- ★ What are the procedures in respect of each non-harmonised protection status available in Member States and Norway (e.g. map the procedures followed to grant protection)? How does this relate to the procedure applicable to international protection statuses (i.e. at what point can the national status be accessed)?
- ★ Who may access the national (or non-harmonised) statuses?
- ★ What are the key rights, standards and content of protection of the national statuses and how do these compare with the EU-harmonised statuses?
- ★ What data are available in your State on persons granted national (or non-harmonised) statuses?

6 RELEVANT SOURCES AND LITERATURE

EMN Studies

- ★ Approaches to Unaccompanied Minors Following Status Determination in the EU plus Norway, 2018;³⁶
- ★ The Changing Influx of Asylum Seekers in 2014-2016, 2018;³⁷
- ★ Family Reunification of Third-Country Nationals in the EU and Norway: National Practices, 2016;³⁸
- ★ Returning Rejected Asylum Seekers: Challenges and Good Practices, 2016;³⁹
- ★ Resettlement and Humanitarian Admission Programmes in Europe – What Works? 2016;⁴⁰
- ★ Integration of Beneficiaries of International/Humanitarian Protection into the Labour Market: Policies and Good Practices, 2015.⁴¹

EMN Ad-hoc Queries

- ★ *Issuing a residence permit to rejected asylum seekers without a valid travel document*, requested by FI EMN NCP on 31 October 2018;
- ★ *Number of applications for humanitarian reasons (third country nationals applying for residence permits for medical reasons) limited to NO, SE, FI, BE, DE, AT, NL, LU, FR and UK*, requested by FR EMN NCP on 19 September 2018;
- ★ *Humanitarian Protection*, requested by ES EMN NCP on 2 June 2017;
- ★ *TCNs who could not be expelled from the State due to lack of identification/return documents*, requested by LT EMN NCP on 3 May 2016;
- ★ *Applications of Ukraine nationals for other types of protection than international/subsidiary*, requested by CZ NCP on 17 June 2014;
- ★ *Uniform international protection status*, requested by AT EMN NCP on 14 October 2014;
- ★ *Residence permits for medical reasons*, requested by BE EMN NCP on 3 March 2010.

European case law

³⁶ https://ec.europa.eu/home-affairs/sites/homeaffairs/files/00_eu_synthesis_report_unaccompanied_minors_2017_en.pdf.

³⁷ https://ec.europa.eu/home-affairs/sites/homeaffairs/files/00_eu_changing_influx_study_synthesis_final_en.pdf.

³⁸ https://ec.europa.eu/home-affairs/sites/homeaffairs/files/00_family_reunification_sr_final.pdf.

³⁹ https://ec.europa.eu/home-affairs/sites/homeaffairs/files/what-we-do/networks/european_migration_network/reports/docs/emn-studies/emn-studies-00_synthesis_report_rejected_asylum_seekers_2016.pdf.

⁴⁰ https://ec.europa.eu/home-affairs/sites/homeaffairs/files/what-we-do/networks/european_migration_network/reports/docs/emn-studies/emn-studies-00_resettlement_synthesis_report_final_en.pdf.

⁴¹ https://ec.europa.eu/home-affairs/sites/homeaffairs/files/what-we-do/networks/european_migration_network/reports/docs/emn-studies/emn-studies-00_integration_of_beneficiaries_of_international_protection_eu_2015_en_final.pdf.

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The following case law from European courts was identified (see also section 3 of this introduction).

★ Court of Justice of the EU:

- C-57/09 and C-101/09, *B & D*, judgement 9 November 2010.
- C-542/13, *Mohamed M'Bodj v Conseil des ministres*, Grand Chamber judgment of 18 December 2014
- C-562/13, *Centre public d'action sociale d'Ottignies-Louvain-La-Neuve v Moussa Abdida*, Grand Chamber judgment of 18 December 2014
- C-353/16, *MP v. Secretary of State for the Home Department*, Grand Chamber judgment of 24 April 2018

★ European Court of Human Rights:

- *D v United Kingdom*, Application No. 30240/96, *Judgment of 2 May 1997*
- *N. v United Kingdom*, Application No. 26565/05, *Judgment of 27 May 2008*
- *Sufi and Elmi v United Kingdom*, Application Nos. 8319/07 and 11449/07, *Judgment of 28 November 2011*
- *Auad v Bulgaria*, Application No. 46390/10, *Judgment of 11 January 2012*
- *Paposhvili v. Belgium*, Application no. 41738/10, *Judgment of 13 December 2016*

National case law

- ★ French National Court of Asylum, case no. 15033491, *Judgment of 9 February 2018*.⁴²

Other relevant sources

- ★ European Commission, Study on the feasibility and added value of sponsorship schemes as a possible pathway to safe channels for admission to the EU, including resettlement, 2018.⁴³
- ★ European Commission Study of the Temporary Protection Directive, 2016.⁴⁴
- ★ Handbook on European law relating to asylum, borders and immigration, European Union Agency for Fundamental Rights, 2014.⁴⁵
- ★ Vincent Chetail, Philippe De Bruycker, Francesco Maiani (Eds.), *Reforming the Common European Asylum System: The New European Refugee Law*, Brill Nijhoff, 2016.
- ★ Francesco Cherubini, *Asylum Law in the European Union*, Routledge, 2015.
- ★ Kay Hailbronner, Daniel Thym, *EU Immigration and Asylum Law: A Commentary*, C.H. Beck, 2016.
- ★ Natascha Zaun, *EU Asylum Policies: The Power of Strong Regulating States*, Palgrave Macmillan, 2017.
- ★ Steve Peers, Violeta Moreno-Lax, Madeline Garlick, Elspeth Guild, *EU Immigration and Asylum Law (Text and Commentary): Second Revised Edition: Volume 3: EU Asylum Law*, Hotei Publishing, 2015.
- ★ Cathryn Costello, *The Human Rights of Migrants in European Law*, Oxford University Press, 2016.

⁴² In this case, the national court ruled that a third-country national benefitting from national protection in a Member State does not preclude another Member State to examine his or her application for international protection.

⁴³ <https://publications.europa.eu/en/publication-detail/-/publication/1dbb0873-d349-11e8-9424-01aa75ed71a1/language-en/format-PDF/source-77978210>.

⁴⁴ Available at: https://ec.europa.eu/home-affairs/sites/homeaffairs/files/e-library/documents/policies/asylum/temporary-protection/docs/final_report_evaluation_tpd_en.pdf.

⁴⁵ Available at: http://fra.europa.eu/sites/default/files/handbook-law-asylum-migration-borders-2nded_en.pdf.

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- ★ Céline Bauloz, Meltem Ineli-Ciger, Sarah Singer, Vladislava Stoyanova, *Seeking Asylum in the European Union: Selected Protection Issues Raised by the Second Phase of the Common European Asylum System*, Brill Nijhoff, 2015.
- ★ Liv Feijen, *Filling the Gaps? Subsidiary Protection and Non-EU Harmonized Protection Status(es) in the Nordic Countries* in *International Journal of Refugee Law*, Volume 26, Issue 2, pp. 173–197, June 2014.
- ★ Stephen Meili, *The Constitutional Right to Asylum: The Wave of the Future in International Refugee Law?* In *Fordham International Law Journal*, Volume 41, Issue 2, Article 3, pp. 383-424, April 2018.

7 AVAILABLE STATISTICS**Eurostat statistics on :**

- ★ First instance decisions on applications by citizenship, age and sex Annual aggregated data (rounded) [*migr_asydcfsta*], as of 2008;
- ★ Decisions withdrawing status granted at first instance decision by type of status withdrawn and by citizenship Annual aggregated data (rounded) [*migr_asywifsta*], as of 2008;
- ★ Final decisions on applications by citizenship, age and sex (annual data) [*migr_asydcfina*], as of 2008.

The following tentative timetable has been proposed for the Study going forward:

Common Template of EMN Study 2019

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National Contribution from *Estonia**⁴⁶

Disclaimer: The following information has been provided primarily for the purpose of contributing to a synthesis report for this EMN study. The EMN NCP has provided information that is, to the best of its knowledge, up-to-date, objective and reliable within the context and confines of this study. The information may thus not provide a complete description and may not represent the entirety of the official policy of the EMN NCPs' Member State.

Top-line factsheet [max. 1 page]

*The top-line factsheet will serve as an overview of the **national contribution** introducing the study and drawing out key facts and figures from across all sections, with a particular emphasis on elements that will be of relevance to (national) policy-makers. Please add any innovative or visual presentations that can carry through into the synthesis report as possible infographics and visual elements.*

Please provide a concise summary of the main findings of Sections 1-3:

According to the Act on Granting International Protection to Aliens (AGIPA)⁴⁷ international protection is granted to a third-country national (TCN) with regard to whom refugee status or subsidiary protection status is established or to a TCN with regard to whom it is established that he or she belongs to the category of persons in need of temporary protection as defined in a decision of the Council of the European Union. Hence, Estonian legislation only foresees EU-harmonized protection statuses. Also persons resettled or relocated to Estonia will receive either refugee status or subsidiary protection.

Additionally not regarded as a national protection status *per se*, according to the Aliens Act it is possible to issue as an exception a temporary residence permit on "humanitarian grounds" to a TCN, but the person cannot apply for the residence permit and this residence permit can only be issued by the Director General of the Police and Border Guard Board (PBGB).

Due the relatively low number of international protection applicants, there has not been much practice with the cases needing to be referred to the exceptional ground for the residence permit.

Since the previous EMN study in 2010 on protection statuses, there has not been any substantial changes regarding the national protection statuses in Estonia.

⁴⁶ Replace highlighted text with your **Member State** name here.

⁴⁷ Act on Granting International Protection to Aliens Article 1(2)

Section 1: Overview and mapping of types national protection statuses

Q1. Aside from the EU-harmonised protection statuses, are there any other protection statuses currently available in your Member States? Yes/**No**

Please note that any evolution in the type of statuses that were available in the past years but not currently available is to be developed in question 8.

There are no national protection statuses in Estonia, but there is one provision in the Aliens Act which permits to issue on exceptional ground a temporary residence permit to TCNs. Please see the answers to Q2.

Q2. If no to Q1, please elaborate.

Please note question 12 (e.g. in case statuses reported in the 2010 study no longer exist, please note your answer there).

According to the AGIPA⁴⁸ international protection is granted to a TCN with regard to whom refugee status or subsidiary protection status is established or to a TCN with regard to whom it is established that he or she belongs to the category of persons in need of temporary protection as defined in a decision of the Council of the European Union. Hence, Estonian legislation only foresees EU-harmonized protection statuses.

Additionally not regarded as a national protection status *per se*, according to the Aliens Act it is possible to issue as an exception a temporary residence permit on "humanitarian grounds" to a TCN. The provision came into force on 01.05.2016 and states that in exceptional circumstances a TCN may be granted a temporary residence permit if in the course of the proceedings relating to the entry of a TCN into Estonia, his or her temporary stay, residence and employment in Estonia or the obligation to leave Estonia of a TCN it has become evident that the refusal of entry or requiring a TCN to leave Estonia would be unduly burdensome to him or her, the TCN lacks the possibility of getting the residence permit in Estonia on another basis, TCN's permanent residence in Estonia is in accordance with public interests and the TCN does not constitute a threat to public order and national security.⁴⁹ Granting of a residence permit on these grounds is exceptional and a person cannot apply himself or herself for such a residence permit, but a TCN can emphasize the circumstances why s/he needs the Estonian residence permit during another procedure performed by the Police and Border Guard Board (PBGB). Named temporary residence permit based on the exceptional circumstances can only be issued by the Director General of the Police and Border Guard Board, as is provided by the law.

Due the relatively low number of international protection applicants, there has not been much practice with the cases needing to be referred to the exceptional ground for the residence permit.

Please note that the exceptional ground for the residence permit is **not a status** and is **not a protection ground**. It is the ground for the residence in exceptional circumstances.

Q3. If yes to Q1, please complete **Table 1** with the type of non-harmonised protection statuses currently available.

Please indicate in **Table 1** the type of non-harmonised protection status(es) currently available

- Do not include any non-protection statuses: please refer to the scope of the study as defined in the introduction of the template.
- The type of statuses listed in **Table 1** is not exhaustive and is meant to act as a guide.
- National protection statuses can include for example those issued on the basis of ECHR Articles 3 and the principle of non-refoulement, medical reasons, climate change reasons, and other

⁴⁸ Act on Granting International Protection to Aliens Article 1(2)

⁴⁹ Aliens Act Article 210³

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measures used to facilitate the legal admission and issuing of residence permits to persons in need of protection.

If a group of statuses (e.g. for medical, climate change and non-refoulement reasons) fall within a more general, overarching humanitarian status, please fill in the row below related to humanitarian status and include information on who is eligible for such status in Table 3. If there are differences in the content of protection, however, please indicate them in Table 4.

Table 1 Type of non-harmonised protection status(es) currently available

Type of non-harmonised protection status	Yes	No	Comments
Constitutional asylum			
Please note section 3 in the template for background; if the status provided falls under an 'EU protection status' please note that that in your answer in the 'comments' column.	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
Collective protection			
Please note section 3; if the status provided falls under an 'EU protection status' (e.g. the Temporary Protection Directive) please note that that in your answer in the 'comments' column.	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
Other national (including humanitarian) statuses based on:			
Medical reasons <i>See section 3 of the introduction in the study's template</i>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
Statuses available for climate change reasons and natural disasters	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
Statuses available for local personnel of armed forces of respective Member States (e.g. interpreters in Afghanistan or Iraq)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
Special statuses available for unaccompanied/aged-out minors <i>* Please note the recent EMN study on UAM and summarise where relevant</i>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
Special statuses available for children <i>* Please include only if status is different from the protection-related status provided to adults/unaccompanied minors for the above-listed reasons</i>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
Other (national protection) grounds <i>Please specify and add as many rows as necessary.</i> <i>Please note that study covers only national statuses granted to persons based on protection grounds – which could be applicable to persons that cannot be returned on the principle of non-refoulement. However, <u>legal statuses granted due to practical challenges to remove a third-country national fall outside the scope of the study</u> (see Section 3 in the introduction).</i>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Although Estonian legislation does not foresee national protection statuses, it is possible to issue as an exception a temporary residence permit on "humanitarian grounds" to a TCN. There is a provision in the Aliens Act that states that in exceptional circumstances a TCN may be granted a temporary residence permit if in the course of the proceedings relating to the entry of a TCN into Estonia, his or her temporary stay, residence and employment in

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			Estonia or the obligation to leave Estonia of a TCN it has become evident that the refusal of entry or requiring a TCN to leave Estonia would be unduly burdensome to him or her, the TCN lacks the possibility of getting the residence permit in Estonia on another basis, TCN's permanent residence in Estonia is in accordance with public interests and the TCN does not constitute a threat to public order and national security. Granting of a residence permit on these grounds is exceptional and a person cannot apply himself or herself for such a residence permit, but a TCN can emphasize the circumstances why s/he needs the Estonian residence permit during another procedure performed by the Police and Border Guard Board.

Q4. If yes to Q1, please complete **Table 2** with the type of statuses currently available for relocated and resettled persons, persons who are admitted through private/community sponsorship or other type of special programmes

If statuses available also include *non-harmonised* protection status(es), please also complete Table 3 and Table 4 in section 2.

Table 2 Type of protection status(es) currently available for relocated and resettled persons, persons who are admitted through private/community sponsorship or other type of special programmes

Type of protection status	Yes		No	Comments
	EU-harmonised protection status	Non-harmonised protection status		
Status(es) available for resettled persons				
<i>*Please note: EMN study on resettlement and humanitarian admission programmes</i>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Depending on the individual circumstances, the resettled persons are granted either refugee status or subsidiary protection in Estonia.
Status(es) available for relocated persons				
<i>*Please note the EU relocation programmes (introduction of the template)</i>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Depending on the individual circumstances, the relocated persons are

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				granted either refugee status or subsidiary protection in Estonia.
Status(es) available to beneficiaries of community/private sponsorship programmes				
<i>*Please note: EMN study on resettlement and humanitarian admission programmes</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	Estonia does not have community/private sponsorship programmes.
Statuses available to beneficiaries of other special programmes				
<i>E.g.: special programmes designed to assist persons in need of protection to enter and reside in the EU (e.g. in the frame of humanitarian admission programmes; family members of third-country nationals already legally residing in Member States)</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	Estonia does not have other special programmes.

Section 2: Rationale, procedure and content of protection of national protection statuses

Q5. If yes to Q1 and indicated in Tables 1 and 2 types of non-harmonised protection status(es), please elaborate on rationale for the adoption of the status(es) and the determination procedure for each of the non-harmonised protection statuses.

Please refer to the relevant law or policy throughout.

Please add as many tables as necessary, filling one table per status, clearly indicating to which type of non-harmonised category it belongs to.

Table 3 : Rationale for national protection status and determination procedure

Type of category the national protection status belongs to (as mentioned in Table 1 or Table 2):	

Status A [Temporary residence permit in exceptional circumstances for an alien for settling in Estonia]	

Background	
Why was the status adopted? <i>* please briefly brief outline of the policy background that led to the adoption of this status</i>	There is no national protection status. The ground for the additional residence permit was created due to the one specific case, where the parents did not qualify for the refugee status nor to the subsidiary protection status nor to any other residence status, but considering the best interests of their 3 children, it would have been too burdensome to force the family to return.
In what year was this status established?	01.05.2016
Is this status established on: a) A permanent basis? b) A temporary (or ad-hoc) basis? If it is temporary/ad-hoc, when did/will it cease operation?	Permanent basis, by the provision of law

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Type of category the national protection status belongs to (as mentioned in Table 1 or Table 2):	
Status A [Temporary residence permit in exceptional circumstances for an alien for settling in Estonia]	
Legal basis	
<p>Is the <i>status</i> set out in:</p> <ul style="list-style-type: none"> a) Legislation? b) Administrative decision/regulation/circular? c) Other (e.g. case law, public policy guidance surrounding the application of any provision in practice)? Please elaborate 	<p>The ground for the residence permit is set out in the legislation. It may be issued for up to one year at a time and may be extended by up to three years at a time.</p>
Eligibility	
<p>Who is eligible to receive this status?</p>	<p>There are no specific criteria of situations set in order to be eligible for that residence permit. The law states the following:</p> <p>By way of derogation from the purpose provided for in § 210³ of the Aliens Act in exceptional circumstances a TCN may be granted a temporary residence permit issued for settling permanently in Estonia if the TCN is staying in Estonia and in the course of the proceedings concerning the entry of a TCN into Estonia, his or her temporary stay, residence and employment in Estonia and the obligation to leave Estonia of a TCN it has become evident that it would be clearly unduly burdensome to him or her, the TCN lacks the possibility of getting the residence permit in Estonia on another basis and the TCN does not constitute a threat to public order and national security.</p>
Determination procedure	
<p>Is an application procedure set out in:</p> <ul style="list-style-type: none"> a) Legislation? b) Administrative decision/regulation/circular? c) Other (e.g. case law)? 	<p>Procedure is set in administrative regulation adopted by the Minister of the Interior.</p>
<p>When is application for the national protection status possible:</p> <ul style="list-style-type: none"> a) Immediately, as part of a single procedure examining the need for international protection? b) Immediately, as part of a separate procedure? c) After exhausting the asylum procedure in-country? d) Other (please explain). 	<p>The application as such is not possible. This possibility is being considered in exceptional circumstances after exhausting the asylum procedure or other residence permit procedures in Estonia.</p>
<p>Where does the application take place:</p> <ul style="list-style-type: none"> a) In the territory of your State? b) In a third country? c) Both are possible. 	<p>The application as such is not available. The need for it is considered in the territory of the State only.</p>

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Type of category the national protection status belongs to (as mentioned in Table 1 or Table 2):	
Status A [Temporary residence permit in exceptional circumstances for an alien for settling in Estonia]	
Briefly outline the procedure in terms of: <ul style="list-style-type: none"> – Authorities involved in examining the application and, if applicable, the issuance of a permit of stay; please clarify if these are the <u>same authorities as those responsible of examining international protection applications</u>; – Existing timelines and notification of the (first instance) decision, information to the beneficiary 	Police and Boarder Guard Board is responsible for issuing all residence permits and respective procedures including international protection. The procedure for issuing the temporary residence permit on exceptional grounds is started by the PBGB without an application from the TCN.
Appeal procedures	
Is there an appeal in the event of a negative decision? Yes/No	Yes, all administrative procedures and decisions are appealable.
If yes, is it a two-level system of appeal or one level?	All appeals can go through 3 level system. In case of international protection there is a notion of "final decision" meaning that not in all cases a person is entitled to stay in the country when the second and third level appeal is possible.
If yes, is it: <ul style="list-style-type: none"> - An administrative appeal? - A judicial appeal? - Judicial review? - Other? (please explain) 	Administrative and judicial appeal are possible.
Does the appeal have an automatic suspensive effect? Yes/No <u>If no</u> , can it be requested and what is the procedure in this case?	No. It is possible to request from the court for the suspension of return. The TCN has to apply for interim relief from the court.
Are the authorities involved <u>the same as those in appeal procedures against a negative decision in the <i>international protection procedure</i></u> ?	Yes, in both cases the Administrative Court is proceeding the appeals.
If the decision on the appeal is negative, will it result in a return decision being issued? Yes/No	Depending of the circumstances, in general return decision is issued, but not automatically. If the person is still residing legally in the country, the return decision is not issued.
If there is no possibility for appeal, please explain what happens.	N/A
Change of status	
In case the applicant fails on appeal or his/her status ends or is not renewed, can s/he apply for: <ul style="list-style-type: none"> a. International protection status? (please specify which) 	There is no application as such for the exceptional residence permit ground to reside in Estonia. It is the discretion of the PBGB to decide whether to issue a residence permit on exceptional grounds. A person is

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Type of category the national protection status belongs to (as mentioned in Table 1 or Table 2):	
Status A [Temporary residence permit in exceptional circumstances for an alien for settling in Estonia]	
b. Other legal migration statuses? (please specify which)	eligible to apply for the international protection or any other ground for the residence permit.
Relevant case law	
Is there any relevant case law (by the highest instance courts and final judgements) that led to <i>systemic</i> changes in the procedure (and/or with major policy implications) concerning this national protection status? Yes/No If so, please briefly provide references to case law and briefly describe the changes brought about by this case law. <i>In the references to the case law please include: the court name, date of decision, title/parties if applicable, case number (or citation, document symbol), link to the full version of the case (if possible)</i>	No case law is available.

Q6. If yes to Q1 and indicated in Tables 1 and 2 types of non-harmonised protection status(es), please also fill in **Table 4 for each status**. Please add as many tables as necessary, completing one table per status, clearly referring to the name/title of the status used in Table 3.

Table 4: Content of protection of national statuses

Status [A] _____ <i>Please insert name as used in Table 3</i>	Yes	No	Other	Details
Residence permit				
Issuance of a residence permit required?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Validity of the first residence permit (or initial length) (in years)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	1
Possibilities of renewal/extension?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Validity of the residence permit after renewal? (in years)	-	-	-	Up to 3 years.
Time period required to be entitled to permanent residence permit (in years) ⁵⁰	-	-	-	5 years and the requirement of the knowledge of the national language.
Does this time period differ from the general rule for applying for permanent residence permit?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
Travel document				

⁵⁰ See definition of permanent residence used in the Long-Term Residence Directive, i.e. third-country nationals who have resided and continuously within its territory for five years prior to the submission of the application for a permanent residence permit.

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Status [A] _____ <i>Please insert name as used in Table 3</i>	Yes	No	Other	Details
Is a travel document issued ?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	Not automatically, only when a person substantiates the reason s/he cannot obtain the national passport.
If so, what type of document is it ?	-	-	-	Aliens passport
Validity (in years)	-	-	-	The passport cannot be valid longer than the residence permit.
Accommodation				
Access to accommodation (on the same basis as other legally residing third-country nationals) ?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Access to accommodation is on the same basis as other legally residing TCNS.
Access to specific schemes/programmes to support access to accommodation?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
Dispersal mechanism? ⁵¹	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
Family reunification				
Right to family reunification?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Same as all other legally residing TCNs. Based on Aliens Act, the right is not specified for the persons receiving residence permit on exceptional residence ground.
Eligible family members, for example:				
- partner in a legal marriage or in a comparable relationship	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Only the partner in a legal marriage.
- unmarried partner (<i>e.g. registered partnership, cohabitation, attested long term relationship</i>)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
- underage partner	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
- minor child (beneficiary's and/or partner's; foster or adopted child)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
- adult dependent children (beneficiary's and/or partner's or adopted child)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
- brother or sisters	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
- dependent parents	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	The family member has to hold a permanent residence permit in order to unite with the dependent parents in Estonia.
- parents of UAMs	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	

⁵¹ In asylum policies, a 'dispersal mechanism' refers to a policy implemented by national authorities to 'distribute' asylum seekers or beneficiaries of protection across the territory of the State, to ensure an even distribution among local authorities and avoid 'overburdening' available accommodation or housing facilities.

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Status [A] _____ <i>Please insert name as used in Table 3</i>	Yes	No	Other	Details
Material requirements sponsor must guarantee, for example:				
- accommodation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
- health insurance	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
- sufficient income/financial means	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
- other (e.g. criminal record, medical certificate)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Is there an equivalent of a 'grace period' ⁵² during which no material conditions are required? If so, please indicate the duration of the grace period in the comments column.	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
What is the validity of the residence permit of the family member?	-	-	-	The residence permit of the family member cannot be valid longer than the residence permit of the person who invites the family member to Estonia.
Labour market and qualifications				
Specific conditions to be granted access (e.g. hold work permit)?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
Access to procedures for recognition of qualifications?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Social assistance				
Social assistance limited to core benefits ? <i>*please note definition of 'core benefits' in the introduction</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	Same as other legally residing TCNs.
Health care				
Access to emergency health care?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Access to mainstream services ?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	Same as other legally residing TCNs.
Specific support to those with special needs (e.g. to persons who have undergone torture, rape, or other serious forms of psychological, physical or sexual violence)?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Education				
Access to general system of education (same as nationals)?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	Same as other legally residing TCNs.

⁵² See Article 12 of the Family Reunification Directive: material requirements do not have to be fulfilled or may be subject to a grace period before these requirements apply (minimum 3 months).

Comparative overview of national protection statuses in the EU

Status [A] _____ <i>Please insert name as used in Table 3</i>	Yes	No	Other	Details
Additional support provided (e.g. preparatory classes, additional classes of official language, remedial classes, assistance of intercultural assistant)?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	Same as other legally residing TCNs.
Integration				
Access to 'mainstream' support (available for legally residing third-country nationals)?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Access to targeted support (i.e. specifically for beneficiaries of the status)?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
If so, how long is the support granted for?	-	-	-	Integration program for new immigrants, 1 time.
End of protection				
Are there any <i>formal</i> ways foreseen to end or refuse to renew the national protection status (e.g. it is foreseen in national legislation)?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	The exceptional ground for the residence permit is not a status. When the residence permit is about to end, it can be renewed. A person has to make an application for renewal.
How can national protection end?				No national "protection" is available, there is a national "humanitarian" ground to grant residence permit in exceptional circumstances by the Director General of the PBGB.
- The person no longer qualifies for protection	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
- Protection was fraudulently acquired	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
- Status ceased	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
- Status can no longer be renewed	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
- Other (please explain)	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	The residence permit ends or it is terminated.
Naturalisation/citizenship acquisition				
Minimum legal residence required to apply for citizenship/naturalisation <i>*please note that a 2019 EMN study will research in more depth the issue of acquisition of citizenship in Member States</i>				On general grounds as all other TCN-s. A TCN who wishes to acquire Estonian citizenship must have lived in Estonia for at least eight years on the ground of a residence permit or by right of residence, of which at least five years on a permanent basis.
Status offers more or less favourable conditions (compared to either refugee or subsidiary protection)				
Please describe the extent to which the status offers				
a) <i>more</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

Comparative overview of national protection statuses in the EU

Status [A] _____ <i>Please insert name as used in Table 3</i>	Yes	No	Other	Details
b) <i>same</i> or	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
c) <i>less favourable</i> conditions compared to either refugee or subsidiary protection?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The exceptional residence permit and international protection are not comparable as there is no declarative status offered and no reception rules established.
Relevant case law				
Is there any relevant case law (by the highest instance courts and final judgements) that led to <i>systemic</i> changes in the procedure (and/or with major policy implications) concerning this national protection status? Yes/No If so, please briefly provide references to case law and briefly describe the changes brought about by this case law. <i>In the references to the case law please include: the court name, date of decision, title/parties if applicable, case number (or citation, document symbol), link to the full version of the case (if possible)</i>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	

Section 3: National debates and challenges as regards national protection statuses

Q7. Are the national protection statuses the **subject of debate** in your Member State (e.g. political, academic and civil society debate)? **Yes/No**

Please outline the key debates referencing parliamentary questions or policy documents media, academic literature and commentary or literature from civil society organisations.

Please note that future plans – if any – should be mentioned under question 10.

N/A

Q8. What are the **key practical or operational challenges** in your Member State regarding national protection statuses?

Please consider in particular any challenges related to the implementation and uptake of these statuses in practice, challenges observed to ensure consistency with other EU-harmonised protection statuses, etc.

N/A

Q9. Did your (Member) State adopt any **measures to tackle the above-mentioned challenges**? **Yes/No**

If so, please elaborate.

N/A

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Q10. Is your Member State planning to introduce any **new protection statuses** that have been announced publicly (i.e. in the form of official strategy documents, existing draft legislation or proposal)?

Yes/No

If so, when and why?

N/A

Q11. Is your Member State planning to **terminate or significantly change** any of the protection statuses currently available? Yes/No

If so, when and why?

N/A

Q12. If applicable, have any of the statuses identified within **the 2010 EMN study**,⁵³ and within the scope of the present study, ceased to exist or been significantly amended since 2010? Yes/No

Alternatively, if your Member State did not participate in the 2010 EMN study, have any statuses within the scope of the present study and available at the time of the study in 2010 ceased to exist or been significantly amended (regarding grounds and content of protection) since 2010? Yes/No

If so, how, when and why?

No important changes have been implemented regarding the protection statutes after the 2010 EMN study. As it was reported in the 2010 EMN Study, Estonia does not grant non-harmonised protection statuses. The provision in the Aliens Act on the exceptional temporary residence permit on "humanitarian grounds" came into force in 01.05.2016.

⁵³ 'The Different National Practices Concerning Granting of Non-EU-Harmonised Protection Statuses'. Member States that participated in the 2010 EMN study, were Austria, Belgium, Bulgaria, Czech Republic, Estonia, Finland, France, Germany, Greece, Hungary, Ireland, Italy, Latvia, Lithuania, Netherlands, Malta, Poland, Portugal, Slovak Republic, Slovenia, Spain, Sweden and United Kingdom.

Study is available at : https://ec.europa.eu/home-affairs/sites/homeaffairs/files/what-we-do/networks/european_migration_network/reports/docs/emn-studies/non-eu-harmonised-protection-status/0_emn_synthesis_report_noneuharmonised_finalversion_january2011_en.pdf.

Annex 1 National statistics

Please note the scope of national statistics:

- Temporal scope 2010–2018 to capture changes from previous study.
- Ask Member States and Norway for total number of national protection statuses granted where available.
- Ask Member States and Norway for the above data to be disaggregated by individual status where available.
- The data will be disaggregated by year and country of origin, sex and age if available, but these will not be cross tabulated.

These data will not be comparable.

Please complete the following tables with available information:

Table A1.1: Number of persons granted national protection status by nationality (2010-2018).



A1.1_nationality
and total.xlsx

Table A1.2: Number of persons granted national protection status by age (2010-2018).



A1.2_age.xlsx

Table A1.3: Number of persons granted national protection status by gender (2010-2018).



A1.3_gender.xlsx

Annex 2 Overview of EU-harmonised statuses and implementation by Member States

All Member States implemented the provisions of the recast Qualification Directive, with the exception of Ireland and the UK,⁵⁴ and of the Temporary Protection Directive. Norway, a State not participating to these Directives, has adopted in its national legislation equivalent protection statuses.

Table A2.1 will present an overview of the content of protection under each of the three harmonised statuses. A more detailed overview of the implementation of these standards by Member States will be included in Annex 2 in the synthesis report. This will support a comparative analysis in the synthesis report between the minimum standards of protection as set out in EU legislation and the content of protection offered by national protection statuses.

This Annex will be prepared by the EMN Service Provider with the support of EASO.

Table A2.1 Content of protection of EU-harmonised statuses

Content of protection	Refugee Protection	Subsidiary Protection	Temporary protection
Residence permit	Article 24 recast QD	Article 24 recast QD	Articles 4 and 8 TPD
<i>Issuance of a residence permit required?</i>	Yes As soon as possible after refugee protection status has been granted	Yes As soon as possible after subsidiary protection status has been granted	Yes
<i>Validity of the first residence permit (or initial length) (in years)</i>	Minimum 3 years	Minimum 1 year	Minimum 1 year
<i>Possibilities of renewal/extension?</i>	Yes	Yes (at least 2 years)	Yes (up to maximum 2 additional years)
<i>Time period required to be entitled to permanent residence permit (in years)</i>	No harmonisation	No harmonisation	No harmonisation
<i>Does this time period differ from the general rule for applying for permanent residence permit?</i>	No harmonisation	No harmonisation	No harmonisation
Travel document	Article 25(1) QD	Article 25(2) QD	No harmonisation
<i>Is a travel document issued ?</i>	Yes	Yes	-
<i>If so, what type of document is it ? (e.g. Geneva travel document or a national travel document)</i>	Travel documents in the form set out in the Schedule to the Geneva Convention	If unable to obtain a national passport should be issued with documents which enable to travel	-

⁵⁴ Ireland participated in Directive 2004/83/EC but is not bound by the recast Directive 2011/95/EU. The UK participated in Directive 2004/83/EC and is not bound by the recast Directive 2011/95/EU.

Comparative overview of national protection statuses in the EU

Content of protection	Refugee Protection	Subsidiary Protection	Temporary protection
<i>Validity (in years)</i>	No harmonisation	No harmonisation	-
Accommodation	Article 32 recast QD	Article 32 recast QD	Article 13 TPD
<i>Access to accommodation (as other legally residing third-country nationals) ?</i>	Yes	Yes	Yes (but only access to 'suitable accommodation' or provide 'means to obtain housing')
<i>Access to specific schemes/programmes to support access to accommodation?</i>	No harmonisation	No harmonisation	-
<i>Dispersal mechanism?⁵⁵</i>	Allowed on condition of non-discrimination of beneficiaries of international protection (Article 32(2) QD)	Allowed on condition of non-discrimination of beneficiaries of international protection (Article 32(2) QD)	No harmonisation
Family unity & reunification	Articles 2 and 23 recast QD	Articles 2 and 23 recast QD	Article 15 TPD
<i>Right to family reunification?</i>	Yes Obligation of MS to maintain family unity ⁵⁶	Yes Same as for refugees	Yes
<i>Eligible family members</i>	Family ties should have already existed in the country of origin Spouse; unmarried partner in a stable relationship; minor unmarried children; father, mother or another adult responsible for the refugee Possibility to restrict family reunification with close relatives on the condition that family ties have already existed in the country of origin and who were dependant on the sponsor	Same as for refugees	Family ties should have already existed in the country of origin Spouse, unmarried partner in a stable relationship, minor unmarried children of the sponsor or of the spouse, other close relatives who lived together as part of the family unit and who were dependent on the sponsor
<i>Material requirements sponsor must guarantee</i>	Articles 6-9 Family Reunification Directive: Accommodation, health insurance and/or sufficient financial resources	Excluded from the scope of the FRD	No harmonisation

⁵⁵ In asylum policies, a 'dispersal mechanism' refers to a policy implemented by national authorities to 'distribute' asylum seekers or beneficiaries of protection across the territory of the State, to ensure an even distribution among local authorities and avoid 'overburdening' available accommodation or housing facilities.

⁵⁶ According to the recast QD (Article 13(2)), family unity involves ensuring that family members who do not qualify for international protection status nevertheless have access to the same rights as the family member with refugee or subsidiary protection status.

Comparative overview of national protection statuses in the EU

Content of protection	Refugee Protection	Subsidiary Protection	Temporary protection
'Grace period'? <i>If so, please indicate the duration of the grace period</i>	Article 12 Family Reunification Directive: Exemption to from the obligation to meet the material requirements for a minimum period of three months after the granting of refugee status	Excluded from the scope of the FRD	No
<i>What is the validity of the residence permit of the family member?</i>	It may be valid for less than 3 years and renewable (Article 24(1) recast QD)	It may be valid for less than 3 years and renewable (Article 24(1) recast QD)	For the duration of the temporary protection of the sponsor (Article 15(6) TPD)
Labour market and qualifications	Articles 26 and 28 recast QD	Articles 26 and 28 recast QD	Article 12 TPD
<i>Specific conditions to be granted access (e.g. hold work permit)?</i>	Yes, possible (Article 26(1): access can be subject to rules generally applicable to the profession and to the public service)	Yes, possible (as for refugees)	Yes Member States may give priority to EU and EEA citizens, and to legally resident third-country nationals receiving unemployment benefit
<i>Access to procedures for recognition of qualifications?</i>	Yes (equal treatment with nationals)	Yes (as for refugees)	No harmonisation
Social assistance	Article 29(1) recast QD	Article 29(2) recast QD	Article 13 TPD
<i>Social assistance limited to core benefits ?</i>	No	Yes	Yes ('necessary assistance in terms of social welfare and means of subsistence, if they do not have sufficient resources')
Health care	Article 30 recast QD	Article 30 recast QD	Article 13 TPD
<i>Access to emergency health care?</i>	No harmonisation	No harmonisation	Yes ('emergency care and essential treatment of illness')
<i>Access to mainstream services ?</i>	Yes	Yes	No
<i>Specific support to those with special needs (e.g. to persons who have undergone torture, rape, or other serious forms of psychological, physical or sexual violence)?</i>	Yes	Yes	Yes
Education	Article 27 recast QD	Article 27 recast QD	Article 14 TPD

Comparative overview of national protection statuses in the EU

Content of protection	Refugee Protection	Subsidiary Protection	Temporary protection
Access to general system of education (same as nationals)?	Yes	Yes	Yes
Additional support provided (e.g. preparatory classes, additional classes of official language, remedial classes, assistance of intercultural assistant)?	No harmonisation	No harmonisation	No harmonisation
Integration	Article 34 recast QD	Article 34 recast QD	No harmonisation
Access to 'mainstream' support (available for legally residing third-country nationals)?	Yes Access to integration programmes which are considered to be appropriate so as to take into account the specific needs of beneficiaries of international protection or create pre-conditions which guarantee access to such programmes	Yes Same as refugees	-
Access to targeted support (i.e. specifically for beneficiaries of the status)?	Yes	Yes	-
If so, how long is the support granted for?	No harmonisation		-
Ending or refusal to renew protection	Articles 11, 12 and 14 recast QD	Articles 16, 17 and 19 recast QD	Article 6 TPD
Are grounds to end or refusal to renew protection formally foreseen?	Yes	Yes	Yes
Change of status			Articles 3 and 17 TPD
Possibility to lodge an application for another protection status?	Yes, to subsidiary protection ⁵⁷	Yes	Beneficiaries of TP can lodge an application for asylum at any point in time.

⁵⁷ See CJEU, joined cases C-175/08, C-176/08, C-178/08 and C-179/08, *Aydin Salahadin Abdulla, Kamil Hasan, Ahmed Adem, Hamrin Mosa Rashi & Dier Jamal v Bundesrepublik Deutschland*, 2 March 2010, ECLI:EU:C:2010:105, para 76.