

JANUARY 2025

**COMPARATIVE
REPORT**

**ACCESS TO SOCIO-ECONOMIC RIGHTS
FOR BENEFICIARIES OF TEMPORARY
PROTECTION: 2023 UPDATE**

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The information contained in this report is up to date as of December 2023, unless otherwise stated.

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GLOSSARY

Asylum seeker(s) or Applicant(s)	Person(s) seeking international protection, whether through recognition as a refugee, as a subsidiary protection beneficiary or through another protection status on humanitarian grounds.
Beneficiary of international protection	Person granted refugee status or subsidiary protection in accordance with Directive 2011/95/EU .
Temporary Protection Beneficiary	Person granted temporary protection in accordance with Directive 2001/55/EC .
Temporary Protection Directive	Directive 2001/55/EC 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.

LIST OF ABBREVIATIONS

AIDA	Asylum Information Database
BTPs	Beneficiaries of Temporary Protection
CEAS	Common European Asylum System
Charter	Charter of Fundamental Rights of the European Union
CJEU	Court of Justice of the European Union
EUAA	European Union Agency for Asylum (formerly known as EASO)
ECHR	European Convention on Human Rights
ECtHR	European Court of Human Rights
ECRE	European Council on Refugees and Exiles
EU	European Union
IPBs	International Protection Beneficiaries
UNHCR	United Nations High Commissioner for Refugees

INTRODUCTION

In the context of the activation of the Temporary Protection Directive (TPD) (2001/55/EC)¹ in response to Russia's invasion of Ukraine on 24 February 2022, EU member states facilitated access to protection and services for those fleeing Ukraine. At the same time, countries which are not bound by the Common European Asylum System (CEAS) developed respective national frameworks to ensure direct and speedy access to rights. The figures provided by the Office of the United Nations High Commissioner for Refugees (UNHCR) suggest that as of November 2024, over 6 million people who had left Ukraine were recorded across Europe, with more than 4.2 million registered for temporary protection or similar national protection schemes in Europe.² Whereas the TPD has been extended for a fourth year until 4 March 2026,³ various challenges concerning the TPD implementation persist.⁴

Following the 2023 Asylum Information Database (AIDA) comparative report⁵ which covered the situation in the area of access to socio-economic rights during 2022 – the first year of the displacement and implementation of the Temporary Protection (TP) regime, the present report sheds light on the main trends, challenges and good practices in the area of access to socio-economic rights by applicants and the beneficiaries of Temporary Protection (BTPs) in 2023 across AIDA countries, including 19 EU member states (AT, BE, BG, CY, DE, ES, FR, GR, HR, HU, IE, IT, MT, NL, PL, PT, RO, SE, and SI) and 3 non-EU countries (Serbia, Switzerland, United Kingdom). Information has been drawn primarily from ECRE's AIDA and supplemented by relevant publications from ECRE, the EU Asylum Agency (EUAA) and UNHCR. It includes both good practices and worrying trends at the national level and outlines divergences with regard to the level of access to socio-economic rights granted and respective allowances. The chapters are divided as follows:

- **Chapter I** sets out the situation in terms of access to accommodation by BTPs, covering both public and private housing sectors. With regard to public housing, this chapter presents the rules of access to reception centres and emergency accommodation, identifying the grounds for possible cancellation of this type of assistance. The section on private housing covers the issues of matching services and screening rules, as well as points to the key problems in access to long-term housing faced by BTPs.
- **Chapter II** focuses on access to employment and education, outlining the good practices of facilitating measures in the area of recognition of qualifications and certificates, as well as highlighting gaps related to anti-exploitation programmes in particular.
- **Chapters III and IV** focus on access to healthcare and social welfare respectively, providing an overview of the varying degrees of access granted.

The final section draws conclusions and makes targeted recommendations as regards all these areas to ensure continuous access to rights and facilitated inclusion of current TP holders.

1. 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 (TPD), OJ L 212, 7.8.2001
2. UNHCR Operational Data Portal: Ukraine Refugee situation, available at: <https://bit.ly/3Mik5Za>.
3. Council Implementing Decision (EU) 2024/1836 of 25 June 2024 extending temporary protection as introduced by Implementing Decision (EU) 2022/382, OJ L, 3.7.2024.
4. European Migration Network Study "Application of the Temporary Protection Directive: challenges and good practices in 2023", November 2024, available at: <https://bit.ly/4f2uCue>.
5. ECRE AIDA Comparative Report "Access to Socio-Economic Rights under TP", August 2023, available at: <https://bit.ly/47TkP7u>.

KEY FINDINGS

- The forms of **accommodation** made accessible to BTPs at the initial stages of the emergency repose largely remained available, with continuous financial support and increased occupancy of private housing compared to reception centres. Yet, divergencies among policies regulating access to accommodation, as well as duration and amount of granted support remained, with certain reception centres and assistance programmes being closed down. Additionally, the disproportionate effect of the housing crises on displaced persons contributes to a situation of homelessness in certain counties, whereas the matching services, as well as screening and vetting measures remained limited.
- Access to **employment** has been significantly facilitated by removing the requirement to obtain an authorisation to work, provision of vocational training, language courses and career counselling, which in 2023 led to an increased level of employment in certain countries. However, administrative barriers such as the need for recognition of qualifications, language barriers, restriction to access certain occupations and a lack of information on administrative procedures still represent key obstacles. Measures to prevent and combat exploitation continued to be largely missing.
- The integration into the system of **education** for children was undermined by the challenge of reconciling the local programs with the Ukrainian ones since many children still attend Ukrainian schools via online tools. While a number of facilitating measures have been developed to ensure a speedy assessment of the level of education, vulnerabilities and language skills of the children, a range of issues in this area remain, including the limited capacity of schools and the lack of support for Ukrainian children with disabilities. Access to higher education has been supported by waived tuition fees for TP holders, as well as the establishment of *ad hoc* scholarships.
- Access to **healthcare** services for BTPs varies significantly across host countries. Although in most cases, persons displaced from Ukraine are entitled to full access to public healthcare systems under the same conditions as citizens, some countries limit their access to essential or emergency care only. Additionally, access to healthcare was hampered by administrative barriers, lack of information and language mediation, whereas limited psychological support continued to be among the key issues within the healthcare systems.
- In the context of the lack of harmonised rules on access to **social welfare** and varying approaches across the states, the common challenges include administrative barriers and long waiting times for being granted access, an insufficient amount of benefits, lack of vulnerability assessment before the provision of social assistance, as well as suspension of access to social benefits due to back-and-forth trips to Ukraine. In exceptional cases, BTPs continued to be explicitly excluded from the groups eligible for social welfare systems.

CHAPTER I – ACCOMMODATION

Article 13(1) of the TPD states that the member states shall ensure that persons enjoying temporary protection have access to suitable accommodation, or, if necessary, have a right to receive the means to obtain housing. In addition, it includes the requirement to provide “necessary assistance” with regard to “social welfare and means of subsistence” if displaced persons do not have sufficient resources. However, it lacks further elaboration on the substance of the potential assistance and a definition of sufficient resources.⁶ However, the provisions of the Charter of Fundamental Rights of the European Union as a source of primary EU law provides extensive grounds for interpretation of the aforementioned notions. Of particular relevance is Article 34 (3) which clarifies that social and housing assistance should “ensure a decent existence for all those who lack sufficient resources, in accordance with the rules laid down by Union law and national laws and practices.”⁷

Whereas various forms of accommodation were continuously available to the persons displaced from Ukraine, multiple challenges in the area persisted across AIDA countries, with diverging approaches stemming from the different implementations of the TPD following its first-ever triggering, as well as the lack of precise criteria enshrined in the instrument to guide the Member States in ensuring access to one of the key socio-economic rights.

This Chapter provides a comparative overview of the situation in the area of access to both public and private housing by BTPs, outlining the main trends that emerged in 2023, such as an increasing share of private housing vis-à-vis emergency accommodation and reception centres, and the shift towards self-reliance. It also identifies the main differences between policies ensuring access to emergency housing and the duration of the allowed stay, highlighting the new types of accommodation that were continuously made available for persons displaced from Ukraine in order to meet their reception needs. Finally, it provides an overview of the rules on the refusal of emergency accommodation.

Further, the Chapter compares the availability and the amount of financial assistance to support access to private housing, the approach towards matching the housing needs with private owners, the availability of screening and vetting rules, as well as anti-exploitation and -trafficking measures in the area of private accommodation.

Public housing

Reception centres and emergency accommodation

Reception centres and emergency accommodation remained one of the main forms of housing for BTPs across AIDA countries. In **Belgium**, the most common form of reception facility is reception centres,⁸ which usually provide a bed in a shared room, with equally the possibility of the sanitary and kitchen spaces being common areas,⁹ without a specifically determined duration of allowed stay in such facilities. The centres are owned by either the local municipality or other actors who made places available, and they are managed either by the local municipality, by the actor itself, or jointly. The main actors involved in the collective reception centres besides the municipality are the Red Cross and the IOM. The Federal Agency for the Reception of Asylum Seekers (Fedasil) is a responsible body for providing temporary emergency accommodation, which assigns a ‘compulsory place of registration’,¹⁰ and refers displaced persons to a reception place that has been provided and put forward by a municipality, providing emergency accommodation until that time.¹¹ Thus, the responsibility of Fedasil only extends to the provision of temporary emergency accommodation until a local municipality solution is found.

In **Italy**, BTPs have the right to access a) first reception centres for asylum seekers; b) temporary reception centres (CAS); c) reception structures of the Reception and Integration System (SAI); and d) a specific form of reception in local communities (*accoglienza diffusa*), with the expanded capacities to meet the needs of the

6. For a comprehensive analysis of the right to accommodation under the TPD, see ECRE Legal Note 14, available at: <https://bit.ly/3Xyo2of>.

7. The EU Charter of Fundamental Rights has the same legal status as the treaties, as established by Article 6 of the Lisbon Treaty. Consolidated version of the Treaty on European Union, OJ C 202, 7.6.2016.

8. AIDA, *Country Report Austria, 2023, TPD annex*, available at: <https://bit.ly/410PKxH>.

9. Flanders regional government page, *Rental for the reception of displaced persons from Ukraine*, available in Dutch at: <http://bit.ly/3J3bS0U>.

10. Art. 10 §1, °1 reception law, available in French and Dutch at: <https://tinyurl.com/ycxxr6ae>.

11. Myria contact meeting 29 November 2023, available in French and Dutch at: <https://tinyurl.com/bddj49c>.

displaced persons.¹² There has also been a continuous use of various forms of emergency accommodation for BTPs in **the Netherlands**, which includes hotels, emergency shelters, and boats. Sometimes empty office buildings have been transformed into apartments to be able to accommodate displaced people from Ukraine.¹³ Whereas in the Netherlands municipalities are responsible for the reception of displaced persons from Ukraine, it should be noted that in 2024 municipalities faced a shortage of reception places for displaced persons from Ukraine. Due to this shortage, displaced persons may find it difficult to find municipal shelter. In **Germany**, BTPs also have access to reception facilities,¹⁴ such as reception centres and emergency centres which are available from the moment of arrival until BTPs find regular accommodation.¹⁵ Similarly, in **France**, Ukrainians can access emergency reception facilities upon arrival, and are further granted access to collective accommodation, before individual housing is secured. The coordination of the provision of reception services for the persons displaced from Ukraine is under the responsibility of the prefectures.¹⁶

In **Malta, Switzerland, Sweden and Serbia** among others, there are no specially designated reception facilities for the persons displaced from Ukraine: the general reception system for asylum seekers is also available for the applicants and the beneficiaries of TP. In **Malta**, BTPs are entitled to seek accommodation in the open reception centres managed by the Agency for the Welfare of Asylum-Seekers (AWAS) in accordance with the general rules applicable to international protection beneficiaries. BTPs are entitled to stay in reception centres for 6 months, with the possibility of this being reviewed on a case-by-case basis.¹⁷ Similarly, the **Swedish** Migration Agency (SMA) offers short-term reception accommodation with staff employed, and long-term accommodation, usually in the form of apartments which are shared with other asylum-seekers. Housing provided by the SMA or a municipality is also organised through public procurement, where private property owners – companies not private individuals – provide the accommodation.¹⁸ Reception centres within the regular asylum system represent one of the main forms of accommodation for the beneficiaries of status S in **Switzerland** as well, alongside host families, or private accommodation.

Finally, in **Serbia**, there are no specific reception schemes designated for refugees from Ukraine, which are then hosted in the 19 asylum and reception centres. AC Vranje was designated for Ukrainian refugees from the onset of the armed conflict in February 2022. Apart from the data that 1,482 Ukrainian refugees in Serbia opted for temporary protection until 31 December 2023 and that temporary protection was extended for 746 people, there is no accurate data as to how many of them remained in Serbia. It can be safely said that the AC in Vranje covers the needs of those refugees who cannot afford private accommodation. The remaining beneficiaries live in private accommodations at their own cost. There were no instances in which beneficiaries of temporary protection were denied access to reception facilities.

In contrast to this practice, separate reception facilities for the BTPs (other than those for asylum seekers) have been made available in **Greece** (Sintiki, designated for temporary accommodation and the camps of Serres and Elefsina for the long-term accommodation),¹⁹ and in **Croatia** (in cities of Gospić and Osijek).²⁰

In **Poland**, representing one of the countries hosting the largest number of persons displaced from Ukraine, two different temporary protection regimes remain applicable, and define the access to accommodation among other afforded rights: the “special” regime, covering Ukrainian nationals and their family members and the “general” one, applicable to all other groups within the persons displaced from Ukraine, falling under the Council Implementing Decision.²¹ Thus, the latter regime covers among others international protection beneficiaries in Ukraine, their family members and the holders of permanent residency in Ukraine.²²

Regarding access to accommodation, major changes in the legal framework governing access to accommodation for the BTPs occurred, reducing the scope of the assistance provided. The beneficiaries of the special temporary protection are not accommodated in the reception centres for asylum seekers. Under Article 12(1) and (4) of the Special Law, regional and other authorities *may* provide special temporary protection

12. AIDA, *Country Report Italy, 2023, TPD annex*, available at: <https://bit.ly/3ONDf1j>.

13. AIDA, *Country Report Netherlands, 2023, TPD annex*, available at: <https://bit.ly/3V9ZEt0>.

14. AIDA, *Country Report Germany, 2023, TPD annex*, available at: <https://bit.ly/3ZoXbgK>.

15. Bundesamt für Migration und Flüchtlinge, *Unterbringung und Wohnraum für Geflüchtete aus der Ukraine*, available at: <http://bit.ly/3K4dW9y>.

16. AIDA, *Country Report France, 2023, TPD annex*, available at: <https://bit.ly/4eKHVQ1>.

17. AIDA, *Country Report Malta, 2023, TPD annex*, available at: <https://bit.ly/3Z7KzJJ>.

18. AIDA, *Country Report Sweden, 2023, TPD annex*, available at: <https://bit.ly/3Z8UVZZ>.

19. AIDA, *Country Report Greece, 2023, TPD annex*, available at: <https://bit.ly/3Zq7C3T>.

20. AIDA, *Country Report Croatia, 2023, TPD annex*, available at: <https://bit.ly/3ANXVms>.

21. Council Implementing Decision (EU) 2022/382 of 4 March 2022 establishing the existence of a mass influx of displaced persons from Ukraine within the meaning of Article 5 of Directive 2001/55/EC, and having the effect of introducing temporary protection,

22. AIDA, *Country Report Poland, 2023, TPD annex*, available at: <https://bit.ly/4g4ed9A>.

beneficiaries with accommodation. Until 1 March 2023, regional authorities (voivodes) were obliged to provide accommodation for at least 2 months starting with entry to Poland of the person concerned.²³ However, in January 2023, Article 12(17) of the Special Law was amended, and currently, there is no obligation of any Polish authorities to provide accommodation for persons enjoying special temporary protection in Poland. It is a discretionary power of Polish authorities.²⁴ In May 2024, the law was changed again limiting the assistance that may be granted by the regional authorities. They may still, however, offer housing and food in collective accommodation centres.

Moreover, since 1 March 2023, the cost-free accommodation is limited to 120 days. It is considered to be against Article 13 of the TPD.²⁵ After this period, a temporary protection beneficiary must cover 50% of the costs of his/her accommodation, no more than PLN 40 per day per person. Since May 2023, if a person concerned lives in the accommodation organised by voivodes or other Polish authorities, they must cover 75% of the costs (no more than PLN 60 per day per person). The abovementioned rules do not apply to the most vulnerable temporary protection beneficiaries (see Guarantees for vulnerable groups).²⁶ Moreover, according to the amendment adopted in May 2024, payments for children benefiting from 800+ financial allowances are reduced to PLN 15 per day per person. Furthermore, in 2022, benefiting from the accommodation organised by Polish authorities was not dependent on obtaining the PESEL number, but since 1 March 2023, it is required to continue accommodation beyond 120 days.

At the same time, persons covered by the general temporary protection regime have access to accommodation and food in the reception centres for asylum seekers under the Act on Protection upon their motion and provided that they receive a certificate for temporary protection beneficiaries first.²⁷ However, if the Head of the Office for Foreigners has no possibility to offer this kind of accommodation, a financial allowance is paid instead. Then, a beneficiary must find accommodation on his/her own. Reception in private housing is not organised by Polish authorities.

Collective accommodation facilities in **Portugal** were organised under the facilitation of the Social Security Institute (ISS)²⁸. To access this response, beneficiaries of temporary protection must contact the district branches of ISS. The applicants for the TP accommodated can reside in the reception centres in **Slovenia**, pending the final decision on their application.²⁹ Further, the Decree on the methods for ensuring the rights of persons enjoying temporary protection provides in Article 2 that until the final decision on an application for temporary protection is made, the applicant for temporary protection may stay in accommodation centres where they are provided with adequate food. Moreover, the law also provides that persons have the right to be provided accommodation and meals at accommodation centres after being granted temporary protection.³⁰ In line with the Decree, vulnerable groups of persons as referred to in the act governing temporary protection are accommodated in accommodation centres separately from other persons with temporary protection, where their special needs are taken into account based on an individual assessment.³¹

Challenges surrounding access to reception centres and emergency accommodation

Limited reception capacity and overcrowding, reduced duration of afforded stay at temporary accommodation and premature closure of the accommodation centres, discrimination of minority groups as well as gaps in effective referral and coordination were among the key issues emending the exercise of the right to accommodation and access to the emergency housing in particular.

First, despite the overall trend of decreased reception needs and the rising reliance on private housing, in 2023, the stretched capacity of reception centres and overcrowding remained an issue. In some cases, this is due to the fact that the reception facilities are being used to accommodate asylum seekers from different countries and persons fleeing Ukraine. In **Germany**, this results in continuously overcrowded emergency shelters. For example, the former airport Tegel in Berlin is still used as a reception centre, as all other centres

23. The temporal limitation with regard to accommodation was in contradiction with Article 13 of the TPD, see SIP, Letter of 30 November 2022 to the European Commission, available in English here: <https://bit.ly/3TgHaEX>, 5.

24. See also ECRI, 'ECRI Report on Poland (sixth monitoring cycle)', 27 June 2023, available here: <https://bit.ly/4brWID6>, 27.

25. SIP, *Letter to the Ministry of Internal Affairs and Administration*, 28 October 2022, available in Polish here: <https://bit.ly/3VHuyrT>, 3-4. S. Jarosz and W. Klaus (eds), 'Polska szkoła pomagania', Konsorcjum Migracyjne, OBMF and CeBaM 2023, available in Polish here: <https://bit.ly/3pmsAB0>, 27.

26. Article 12(17a-f) of the Special Law. This catalogue was considered too narrow, see SIP, Letter to the Ministry of Internal Affairs and Administration, 28 October 2022, available in Polish here: <https://bit.ly/3VHuyrT>, 4.

27. Article 112 of the Act on Protection.

28. AIDA, *Country Report Portugal, 2023, TPD annex*, available at: <https://bit.ly/41a2Kkz>.

29. AIDA, *Country Report Slovenia, 2023, TPD annex*, available at: <https://bit.ly/3ZbR0eG>.

30. Article 25(1) Temporary Protection of Displaced Persons Act.

31. Article 4 Decree on the methods for ensuring rights of persons enjoying temporary protection.

in Berlin are completely full. It has capacities for approximately 3000 people and its usage has been prolonged until December 2024.³² Conditions in these shelters are quite hostile.³³ Similar challenges in the **Hungarian** reception facilities in the area of accommodation for BTPs remained in 2023, due to the lack of coordination and the *ad hoc* management of the emergency accommodation.³⁴

Second, the reduced duration of afforded stay at temporary accommodation represented another alarming trend. In **Ireland**, the Department of Children, Equality, Disability, Integration and Youth, announced changes to the accommodation of newly arrived beneficiaries of temporary protection: under the revised approach, as of the 14th of March 2024,³⁵ anyone who registers for temporary protection in the State and seeks state-provided accommodation, will be accommodated in state facilities for a maximum period of 90-days. During this period, the BTPs will be provided with food, laundry, other services and integration support in Designated Accommodation Centres. Following this policy change, reducing the scope of the temporary accommodation at the reception centres, the CSO representatives wrote to the Government expressing significant concerns regarding the revised accommodation policy.³⁶ In particular, concerns were raised concerning the lack of exceptions for vulnerable, elderly and disabled persons, the lack of access to education for minor children while resident in designated centres, as well as the risk of homelessness for persons who are unable to source independent or hosted accommodation after 90 days.³⁷ The revised protocol does not apply to those residing in state-provided accommodation who arrived in Ireland prior to 14th March 2024.

Third, the premature closure of the accommodation centres shrank the opportunities to access state-supported emergency housing, which was particularly the case in Poland,³⁸ with such closures being deemed premature by the human rights monitoring bodies.³⁹ This created the need for multiple relocations, often to remote places, hampering the integration processes that had already started in the previous place of accommodation,⁴⁰ and disproportionately affected Roma individuals, being discriminated against in the context of displacement, particularly in the exercise of their right to accommodation.⁴¹

Finally, the “responsibility gap” in providing emergency accommodation to BTPs and the lack of effective referral and coordination in ensuring timely access to emergency accommodation represented another challenge, particularly in **Belgium** and **Switzerland**: in the former case, the displaced persons often were left without the indication of the exact municipality being responsible for the provision of the assistance, including emergency housing, creating a “responsibility gap” between the federal and local level.⁴² At the same time, similar difficulties in ensuring the reception services in **Switzerland** meant that the displaced persons who were directly attracted to private individuals were not officially distributed to the cantons via federal asylum centres.⁴³ Those persons thus were after 90 days illegally in Switzerland and had no opportunity to receive social benefits or work legally. In addition, this led to an unequal distribution in terms of the foreseen quantity of protection seekers in the regions,⁴⁴ which had to be compensated with redistribution.⁴⁵

It is important to mention another highly criticized measure in **Bulgaria**, related to the decision of the TP Task Force of the caretaker cabinet to dedicate the detention centre of Elhovo, built with EU funding and designed for detention of irregular migrants entering from Türkiye, to be used as an initial reception and internal relocation hub for all arrivals from Ukraine that took place after the end of October 2022. This centre consists of containers; men and women have to share common bathrooms with no other services, amenities or utilities and food or healthcare assistance is not provided. At the end of March 2024, the situation described remained unchanged.⁴⁶

32. Tagesspiegel.de, *Notunterkunft in Berlin-Tegel: Geflüchtete müssen bis Ende 2024 aus ehemaligen Flughafen raus*, 11 July 2023, available in German at: <https://bit.ly/49aKrMW>.

33. Sz.de, *Gelandet in Tegel: Die größte Flüchtlingsunterkunft Deutschlands*, available in German at: <https://bit.ly/3uG9KI6>.

34. AIDA, *Country Report Hungary, 2023, TPD annex*, available at: <https://bit.ly/3VanPrk>.

35. Social Welfare and Civil Law (Miscellaneous Provisions) (Chapter 2 of Part 4) (Commencement) Order 2024 (SI No. 95 of 2024), available at: <https://tinyurl.com/4j42fths>.

36. AIDA, *Country Report Ireland, 2023, TPD annex*, available at: <https://bit.ly/416glJx>.

37. Information provided by Ukraine Civil Society Forum, April 2024.

38. AIDA, *Country Report Poland, 2023, TPD annex*, available at: <https://bit.ly/4g4ed9A>.

39. Ibid., 6, 23-24, 26.

40. N. Bloch, Z. Szmyt, ‘Nomadland. Miejsca zbiorowego zakwaterowania osób uchodźczych z Ukrainy w Wielkopolsce a procesy integracyjne’, Raport CeBaM UAM 1/2024, available in Polish here: <https://bit.ly/3QEB69b>, 35-36.

41. Fundacja w Stronę Dialogu, ‘To nie są uchodźcy, tylko podróżnicy. Sytuacja romskich osób uchodźczych w województwie podkarpackim. Raport monitoringowy 2022-2023’, July 2023, available in Polish here: <https://bit.ly/3UtsJK>, 46-48.

42. VVSG, *Crisis and durable housing*, available in Dutch at: <https://tinyurl.com/y3zd5bvp> & Myria, *Contact meeting*, 19 October 2022, available in Dutch and French at: <https://tinyurl.com/3fp2u2dz>, 45; AIDA, *Country Report Belgium, 2023, TPD annex*, available at: <https://bit.ly/4eXE0zu>.

43. AIDA, *Country Report Switzerland, 2023, “Status S” Protection annex*, available at: <https://bit.ly/3CM0Nk9>.

44. According to the cantonal distribution key, see *General Report – Dispersal across cantons*.

45. AIDA, *Country Report Switzerland, 2023, “Status S” Protection annex*, available at: <https://bit.ly/3CM0Nk9>.

46. AIDA, *Country Report Bulgaria, 2023, TPD annex*, available at: <https://bit.ly/4eSIB75>.

Overview of access to housing by temporary protection beneficiaries			
Country	Limit to stay at reception/collective centres	Number of beneficiaries housed at reception/collective centres as of 12/2023 ⁴⁷	Number of beneficiaries housed in private accommodation as of 12/2023 ⁴⁸
AT	No limit	15,080 (as of 29 December 2023)	25,621 (as of 21 March 2023)
BE	No limit	5,600 (Mid-March 2024, in Flanders)	Information not available
BG	Not applicable	Not applicable	43,927
CY	Information not available	Information not available	Information not available
DE	No limit	Information not available	Information not available
ES	18 months, extendable to 24	13,892 (as of 15 February 2024)	Information not available
FR	No limit	10,187	28,000
GR	No limit	121	Information not available
HR	No limit ⁴⁹	Information not available	Information not available
HU	No limit	Information not available	Information not available
IE	90 days	49,595 (as of 14 April 2024)	18,352 (as of 14 April 2024)
IT	No limit	13,296	5,332
MT	6 months	0	Information not available
NL	No limit	87,500 (as of 15 December 2024) ⁵⁰	Information not available
PL	120 days (under the special TP regime)	Information not available	Information not available
PT	Not applicable	Information not available	Information not available
RO	Information not available	Not applicable	Information not available
SE	1 month	766	22,333
SI	No limit	467	Information not available
UK	Not applicable	Not applicable	144,700
CH	No limit	311 (as of 1 May 2023)	Information not available
SR	No limit	46	Approx. 8,000 (as of July 2024)

Source: AIDA.

47. If not indicated otherwise.

48. If not indicated otherwise.

49. Accommodation in reception centres is generally intended for up to 48 hours, whereas the duration of stay in collective accommodations is not limited. For more information, see AIDA, Country Report Croatia, 2023, TPD annex, available at: <https://bit.ly/3ANXVms>.

50. Figures on reception of refugees from Ukraine in the Netherlands, available in Dutch at: <https://bit.ly/3VHBh6g>.

Another challenge surrounding access to accommodation as a form of material reception in Bulgaria was related to the alleged discriminatory treatment and accessing the humanitarian programme to receive accommodation based on when a person registered for temporary protection.⁵¹ The rule was annulled as a result of the cessation appeal, arguing that the displaced persons should be entitled to housing irrespective of the moment of registration and issuance of the registration card as a beneficiary of TP.⁵²

New types of accommodation

Hotels and hostels as a new type of emergency accommodation remained relevant throughout 2023 in several AIDA countries. Besides, student dormitories, schools, former retirement facilities and various public spaces were also re-organised as reception facilities and temporary housing places. This included **Cyprus**, where in order to provide accommodation to beneficiaries of temporary protection, the Deputy Ministry of Tourism (DMoT)⁵³ had been delegated by the Council of Ministers as the authority to establish lease agreements with hotels.⁵⁴ The DMoT contracted private hotels for this purpose, and this has been the only form of accommodation provided to TP beneficiaries. As of March 2023, a total of 21 hotels and apartments were contracted for this purpose, specifically 19 in Famagusta district, 1 in Agros (Limassol district) and 1 in Polis Chrysochous (Paphos District).⁵⁵ However, at the end of 2023, the hotel accommodation program for newly arrived Ukrainians has been terminated.⁵⁶ Similarly, touristic facilities (hostels, hotels, apartments, etc.) were used in **Croatia**, in agreement with the Directorate of Civil Protection, participated in public tenders to accommodate persons under temporary protection, and received monetary compensation for such service provided by national authorities.⁵⁷

In **Italy**, the use of temporary housing solutions in hotel structures is provided as a temporary measure for a maximum period of 30 days, exclusively in case of new arrivals of people escaping from Ukraine or in favour of people whose forms of spontaneous assistance by associations or families are no longer sustainable, when the state can guarantee no immediate possibility of housing in other forms of reception.⁵⁸

Hospitality facilities, as well as re-organised public spaces, were also continuously used among various types of emergency accommodation provided for the persons displaced from Ukraine in **Germany**: for example, the city of Hamburg, as of 5th January 2023 rented rooms in 83 hotels with an overall capacity for 6,876 people.⁵⁹ For those staying in hotels mobile social workers are available for assistance and guidance.⁶⁰ In Cologne the municipality rather used public areas such as exhibition grounds and the parking slots of a stadium for emergency shelters. The municipality seems to react according to the demands: the emergency shelters on the exhibition grounds and in the stadium were first used in March where 1,100 places for people from Ukraine were provided on exhibition grounds, 600 next to the stadium.⁶¹

Building on the experience of the Covid-19 pandemic, in **Austria**, former hotels (Hotel de France in Vienna)⁶² which were already used as quarantine centres during the Covid-19 pandemic now serve as reception centres for displaced persons from Ukraine and for asylum seekers in the context of family reunification.⁶³

In **Belgium**, to cope with the sudden increase in numbers, local authorities can also receive funding to provide other public places to beneficiaries of temporary protection. These places include hotels or B&B's, hostels, youth residence centres, holiday chalets or other touristic residencies, assisted living facilities, or service flats. The places must be the local authority's property or rented out by the local authority. Depending on the type of

51. European Union Asylum Agency (EUAA), "Jurisprudence on the Application of the Temporary Protection Directive: Analysis of Case Law from 2022-2024", 10 October 2024, p. 37, available at: <https://bit.ly/3VenbJy>.

52. Bulgaria, Supreme Administrative Court [Върховен административен съд], Foundation for Access to Rights (PHAR) (2) v Council of Ministers of the Republic of Bulgaria, No 11853, 20 December 2022; Bulgaria, Supreme Administrative Court [Върховен административен съд], Foundation for Access to Rights (PHAR) v Council of Ministers of the Republic of Bulgaria, No 5884, 15 June 2022.

53. Deputy Ministry of Tourism, *Official website*, available at: <https://bit.ly/3TKapk0>.

54. EUAA, *Temporary protection for displaced persons from Ukraine – Cyprus*, available at: <https://bit.ly/3LMe7Yi>.

55. Deputy Ministry of Tourism.

56. Information provided by Cyprus Refugee Council.

57. AIDA, *Country Report Croatia, 2023, TPD annex*, available at: <https://bit.ly/3ANXVms>.

58. AIDA, *Country Report Italy, 2023, TPD annex*, available at: <https://bit.ly/3ONDf1j>.

59. Hamburg, *Interim Facilities – Overview on hotels, version 05.01.2023*, available at: <http://bit.ly/3QMvxEF>.

60. Hamburg, *Foerderung und Wohnen: Geflüchtete aus der Ukraine, FAQs*, 18 January 2023, available at: <http://bit.ly/3HcET9C>.

61. 24Rhein, *Ukraine-Flüchtlinge in Köln: Zeltstadt am Südstadion wird aufgebaut*, newspaper article, 05.04.2022, available in German at: <http://bit.ly/3GNS9zX>. Kölner Express, *Ukraine W-Lan, Feldbetten, hohe Sicherheit: So sieht die neue Notunterkunft in der Köln-Messe aus*, 15 March 2022, available in German at: <http://bit.ly/3iH8K0B>.

62. ORF News, 'Hotel de France wird Flüchtlingsunterkunft', 9 November 2022, available in German at: <https://bit.ly/41KSCfm>.

63. AIDA, *Country Report Austria, 2023, TPD annex*, available at: <https://bit.ly/410PKxH>.

residence, these places must be available for at least 21 days.⁶⁴ How often municipalities use this option is unclear. There were some housing units available, to be provided to the local municipalities upon request to house beneficiaries of temporary protection. However, in October 2023 municipalities were told that these housing units would be used for other goals since the demands from municipalities for these units were decreasing.⁶⁵ This is at odds with the increase in people struggling to find reception/housing.⁶⁶

In **France**, the collective accommodation park (holiday centres, hotels, etc.) set up a reception and support system specifically dedicated to the persons displaced from Ukraine, financed in 2022 and 2023, is made up of 13,187 places at the end of 2023⁶⁷ (amongst a total 87,000 places in reception centres created since March 2022).⁶⁸ In addition, there are about 10,000 people accommodated in so-called “citizen” accommodation.⁶⁹ These reception capacities are entrusted to management purposes to associations approved by the State, based on specifications defining the obligations that must be respected. In practice, there are multiple forms of implementation of this “citizen accommodation”, with different stakeholders and practices regarding the mobilization of housing, the choice of supporting associations and the accommodation offers.⁷⁰ Regarding collective accommodation, State services have endeavoured to carry out “loosening” actions to partially correct the unequal distribution of displaced Ukrainians within the territory.⁷¹

In **Hungary**, municipalities provide accommodation solutions at various locations: in schools, cultural centres, social and elderly homes and in random empty buildings owned by the municipality,⁷² whereas in **Slovenia**, besides the reception centres, living containers, same as for the asylum seekers, might be used to accommodate displaced persons from Ukraine.⁷³ Additionally, due to the lack of capacity in accommodation centres, applicants and beneficiaries of temporary protection are accommodated in student dormitories (e.g., in Kranj, Nova Gorica, Radenci) and other suitable state-owned and other facilities (such as apartments of the Ministry of Defence, apartments of the Public Housing Fund, Integration Houses, accommodations obtained through a public call, that met the necessary conditions, etc.).⁷⁴

Reasons for refusal of access to basic services

Whereas various types of accommodation are made available to respond to the reception needs of the persons displaced from Ukraine, certain policies regulate the refusal of access to basic services, including emergency accommodation. In **Austria**, reasons for a refusal of basic services may include the situations the person has enough income.⁷⁵ Otherwise, the same rules apply as in basic care in organised accommodation: absolute house bans are possible in case of violence, massive alcohol and drug consumption, noise pollution and constant violation of the house rules.⁷⁶

In **the Netherlands**, in 2023, on several occasions, BTPs were expelled from the municipal shelter because they were accused of causing a nuisance in the municipal shelter. Initially, it was the municipality’s responsibility to arrange alternative shelter.⁷⁷ However, as of 29 September 2023, the Regulation for the Reception of Displaced Persons from Ukraine was amended to provide a basis for municipalities to prevent and enforce nuisance behaviour in their shelters. As a result, a municipality can limit the right to shelter in the event of non-compliance with the internal regulations or violence in the municipal shelter.⁷⁸

64. Flanders regional government page, ‘Financing’, available in Dutch at: <https://bit.ly/3HhIouh>; Communication from the Flemish government support team on Ukraine (VLOT) to the municipalities, 14 March 2022.

65. VLOT (Flemish Task Force), newsletter from Wednesday 4 October 2023.

66. AIDA, *Country Report Belgium, 2023, TPD annex*, available at: <https://bit.ly/4eXE0zu>.

67. Gouvernement, *Annexe au projet de loi de règlement du budget et d’approbation des comptes pour 2023, Programme 303*, 17 April 2024, available in French at: <https://bit.ly/3V3hvlX>.

68. Court of Auditors, *L’accueil et la prise en charge par l’Etat des réfugiés d’Ukraine en France en 2022, February 2023*, available in French at: <https://bit.ly/3LwwKiD>, 7.

69. Gouvernement, *Annexe au projet de loi de règlement du budget et d’approbation des comptes pour 2023, Programme 177*, 17 April 2024, available in French at: <https://bit.ly/3yeelgA>.

70. UNHCR, *Hébergement citoyen des réfugiés ukrainiens, tirer les enseignements d’une exceptionnelle solidarité*, 15 February 2024, available in French at: <https://bit.ly/3K2BcUE>.

71. AIDA, *Country Report France, 2023, TPD annex*, available at: <https://bit.ly/4eKHVQ1>.

72. AIDA, *Country Report Hungary, 2023, TPD annex*, available at: <https://bit.ly/3VanPrk>.

73. AIDA, *Country Report Slovenia, 2023, TPD annex*, available at: <https://bit.ly/3ZbR0eG>.

74. AIDA, *Country Report Slovenia, 2023, TPD annex*, available at: <https://bit.ly/3ZbR0eG>.

75. AIDA, *Country Report Austria, 2023, TPD annex*, available at: <https://bit.ly/410PKxH>.

76. Quarterly NGO exchange meeting organised by asytkoordination, unpublished.

77. AIDA, *Country Report Netherlands, 2023, TPD annex*, available at: <https://bit.ly/3V9ZEt0>.

78. Staatscourant 2023, 26413, 29 September 2023, available in Dutch at: <https://bit.ly/3WmNTAS>.

In **Bulgaria**, the Asylum Act defines the circumstances in which reception conditions provided to a beneficiary of temporary protection may be reduced and withdrawn, that is when the beneficiary:⁷⁹

- is engaged in repeated or serious violation of the rules of conduct at the reception centre;
- is engaged in any repeated or serious breach of the obligation of cooperation;
- has disclosed false information or untrue facts concerning his/her assets or income, or if he/she refused to provide such information in the interest of obtaining the material reception conditions or the aid and assistance provided in accordance with the relevant legislation; or
- is engaged in seriously violent behaviour.⁸⁰

At the same, in **Sweden**, the support in the area of housing can be reduced or not granted/withdrawn depending on the level of income or financial resources the applicant has. A temporary protection permit holder who leaves Sweden is not entitled to support while outside of Sweden.⁸¹

Private housing

It has to be noted that whereas reception centres and emergency housing remained a critical aspect of the reception of persons displaced from Ukraine, there has been a shift towards self-reliance characters by the increased share of private housing. The overall reception needs have been decreasing – this is noted particularly in **Belgium, France, Serbia, Croatia**, as well as in **Germany**, by the end of 2022, 74% per cent of the 11,225 participants of a dedicated study lived in private accommodation, 17% in hotels and 9% in reception centres.⁸² In **Croatia**, in 2023 a significantly smaller number of persons were accommodated in collective accommodation (around 7%) compared to the number of persons accommodated in individual and/or private accommodation.⁸³ Similarly, in Poland, most of the persons displaced from Ukraine are living privately in Poland (93% according to the UNHCR's study of November 2023⁸⁴), and the use of collective accommodation has been decreasing.⁸⁵ Hence, the following provides a comparative overview of the situation pertaining to access to private housing, outlining the policies in the area of the provision of financial support to property owners and/or BTPs, availability of screening and vetting services, as well as the remaining challenges to the access to the private independent housing by the persons displaced from Ukraine.

Financial support for private housing

Financial support to assist the access to private individual housing by the BTPs is provided, among others, in **Croatia, Italy, Portugal, Hungary, Austria, Ireland, Greece, Romania, the UK**, and **Slovenia**, with the policies varying greatly regarding the beneficiary of the financial support (BTPs or owners of the properties), the amount of the assistance and its form (direct payment or subsidies), as well as the duration of the available assistance to support access to private housing.

Financial support for private housing	
Direct financial support to BTPs or hosts	No financial support/subsidy
AT, HR, HU, IT, PT, FR, GR, IE, PL, RO, SI, UK	BE, DE, SE, MT, SR

Source: AIDA.

79. AIDA, *Country Report Bulgaria, 2023, TPD annex*, available at: <https://bit.ly/4eSIB75>.

80. Section 32/A (1) a.- d.) of Asylum Act.

81. Information at SMA website at: Frequently asked questions about the Temporary Protection Directive for you from Ukraine - Migrationsverket, available in English, Ukrainian and Russian at: <https://tinyurl.com/p5szmur7>.

82. Federal Institute for Population Research, *Geflüchtete aus der Ukraine in Deutschland - Flucht, Ankunft und Leben*, December 2022, available in German at: <http://bit.ly/3IZildQ>, 8.

83. Report of the Ombudsman for 2023, available at: <https://bit.ly/3z1mwTf>.

84. UNHCR, 'Multi-Sector Needs Assessment - Results Overview (MSNA Poland 2023)', November 2023, available here: <https://bit.ly/4b8YuUP>, 36.

85. AIDA, *Country Report Poland, 2023, TPD annex*, available at: <https://bit.ly/4g4ed9A>.

In **Italy**, in 2023 it is still possible to request the contribution to the private housing expenses: the extension of the state of emergency provided by L. 213/2023 foresaw a financial provision of 274 million euros for 2024 in total for this purpose,⁸⁶ whereas in **Portugal**, BTPs receive a financial allowance for housing expenses. The support has a duration of 18 months and can be extended up to 36 months.⁸⁷ Assistance can be requested either online or in person to the High Commissioner for Migration (ACM).⁸⁸ In **Hungary**, according to Gov. Decree 104/2022 (III.12), the municipalities and other state-contracted accommodation providers can receive 5,000 HUF per day.⁸⁹

In **Austria**, where private accommodation stands for the main form of housing provided to BTPs, financial benefits can be applied for within the framework of Basic Care.⁹⁰ Following NGOs' demands for inflation compensation (*Teuerungsausgleich*) for private housing providers and supporting NGOs,⁹¹ the minister of Interior announced that a payment of € 300 (for accommodation of a single person) and € 600 (for a family) would be granted to private housing providers. The law was passed in March 2023 but the process is not yet completed. In Vienna, the payment to private accommodation providers has not yet been carried out and Burgenland only started the payment at the end of 2023.⁹²

In **France**, the State can provide financial support to individuals having accommodated, free of charge and for a minimum period of 90 days, beneficiaries of temporary protection, provided that these individuals justify this reception through an association financed for this purpose by the State or, where appropriate, through a local authority or a local public institution, competent in matters of social action, via its representative. The State offers individuals € 450 for the first 90 days of cumulative accommodation and then € 5 per day for the following days of accommodation, i.e., € 150 per month. Applications are open until 30 April 2023.⁹³ Nearly 3,000 households had benefited from this aid by the end of 2023.⁹⁴ To participate in citizen housing, hosts must complete an application in order to provide clear information about their identity and their accommodation. If their application is chosen, an association will confirm that the conditions are available for welcoming a BTP. The association plays an important role in citizen housing. They provide a safe legal framework, and they are the main reference point in case of disagreements between parties.⁹⁵

In **Greece**, BTPs are often living in private accommodation with relatives, friends, compatriots, etc., and thus relevant data are not available. However, as of November 2023, a total of 3,721 persons were enrolled in the Helios programme,⁹⁶ yet, their nationalities are not specified.⁹⁷

In **Croatia**, in accordance with the decision on financing the cost of providing housing for temporary protection beneficiaries, the State covers the costs of using the residential units for the owners who have ceded them to persons from Ukraine.⁹⁸ The costs are paid to the owner of the residential unit on the basis of the rental agreement concluded with the Ministry of the Interior, Directorate of Civil Protection. Moreover, the amount includes the costs of renting the residential unit and utilities. The highest amount of the cost of using the residential unit is HRK 3,600.00 per month (converted into euros: € 477.80). An owner wishing to put their unit up for such use fills out an application form,⁹⁹ after which an inspection of the housing unit is arranged with the Civil Protection headquarters in the municipality/city where the person is located. If it meets the prescribed conditions, the headquarters issues a certificate to that effect and after the confirmation has been obtained, the owner of the housing unit submits complete documentation to the Directorate of Civil Protection (application form, confirmation from headquarters and proof of ownership). The last step is signing the contract and housing the family.

86. AIDA, *Country Report Italy, 2023, TPD annex*, available at: <https://bit.ly/3ONDf1j>.

87. Article 14 Decree-Law no.29/2018, of 4 May 2018, available at: <https://bit.ly/3ZCQky5>; relevant information was previously available at *Portugal for Ukraine, Alojamento*, available at: <https://bit.ly/3LmcNuP> (in Portuguese). At the time of writing, the website was unavailable.

88. ePortugal.gov.pt, *Ukraine: Information and support available in Portugal*, available at: <https://tinyurl.com/3utueup6>.

89. As a result of a legislative amendment enacted by Government Decree 337/2023 (VII.24) amending Gov. Decree 104/2022 (III.12); Section 4 of Gov. Decree 104/2022 (III.12).

90. AIDA, *Country Report Austria, 2023, TPD annex*, available at: <https://bit.ly/410PKxH>.

91. 'Managementkrise im Asylbereich: NGOs verfassen 7-Punkte-Plan', *Kurier*, 23 September 2023, available in German at: <https://bit.ly/3U8X8BP>.

92. Information presented as part of a meeting organised by the Ukraine Refugee Coordination Unit.

93. Decree No 2022-1441 of 17 November 2022 establishing an exceptional support measure for natural persons who have sheltered in accommodation or housing, one or more natural persons benefiting from temporary protection under Articles L. 581-1 et seq. of the Code of Entry and Residence of Foreigners and the right of asylum, available in French at: <https://bit.ly/3z1YnbY>.

94. Gouvernement, *Annexe au projet de loi de règlement du budget et d'approbation des comptes pour 2023, Programme 177*, 17 April 2024, available in French at: <https://bit.ly/3yeelgA>.

95. AIDA, *Country Report France, 2023, TPD annex*, available at: <https://bit.ly/4eKHVQ1>.

96. MoMA & IOM, *Helios factsheets: November 2023*, available at: <https://tinyurl.com/4y4x92z5>.

97. AIDA, *Country Report Greece, 2023, TPD annex*, available at: <https://bit.ly/3Zq7C3T>.

98. Ministry of Interior web page, Croatia for Ukraine: <https://bit.ly/3p1tcMp>.

99. The Ministry of Interior, Directorate of Civil Protection web page, available at: <https://bit.ly/4c0Rf1D>.

In **Ireland**, in addition to State-provided accommodation, the Irish Red Cross, in conjunction with the government and Local Authorities, operates an accommodation pledge programme in which Irish residents can pledge a spare room in their home or vacant property to accommodate Ukrainian beneficiaries of temporary protection.¹⁰⁰ This programme was originally established in 2015, but was further expanded following the outbreak of the war in Ukraine and continues to operate as of April 2024. In addition, local authorities around the country also launched the 'Offer a Home' Programme, in which unoccupied properties are sought to accommodate BTPs.¹⁰¹ Rent is not payable on properties associated with the programme; however, property owners can avail of the Government's Accommodation Recognition Payment of € 800 per month. All properties offered under the scheme are assessed by the Local Authority and must comply with certain minimum standards, however, the extent to which this is complied with in practice is unknown.¹⁰²

As of April 2024, 18,352 individuals were living in pledged accommodation or hosting arrangements.¹⁰³

In July 2022, the Government introduced an Accommodation Recognition Payment (ARP) for households hosting beneficiaries of Temporary Protection having fled the conflict in Ukraine. An initial payment of € 400 per month was paid to hosts and backdated as far as 4 March 2022. The payment is administered by the Department of Social Protection on behalf of the Department of Children, Equality, Disability, Integration and Youth.¹⁰⁴ In December 2022, the payment was increased to € 800 per month.¹⁰⁵ The ARP continues in operation as of 2024 at a rate of € 800 per month. The payment is available to any individual hosting a beneficiary of Temporary Protection provided they meet the following eligibility criteria: aged 18 years or over; are the owner of, or a tenant in, accommodation being provided and have the consent of any other owners or tenants, be providing accommodation for at least 6 months to at least one individual covered by the EU Temporary Protection Directive; have at least one individual who is covered by the EU Temporary Protection Directive living in the property on the last day of the calendar month to obtain payment for that month.¹⁰⁶ Beneficiaries of temporary protection may be entitled to apply for state housing support such as Rent Supplement and the Rental Accommodation Scheme in the case that they have independently rented a house or apartment and meet the requisite eligibility criteria.¹⁰⁷ However, it should be noted that due to the ongoing housing crisis, it is extremely difficult for individuals to source private rented accommodation in Ireland. Consequently, there are very few progression opportunities for beneficiaries of temporary protection living in state-provided accommodation or hosting or pledged accommodation arrangements.

In **Italy**, BTPs who have found autonomous accommodation, in line with the Ordinance of Civil Protection of 29 March 2022 would receive an economic contribution of € 300, plus € 150 per child for up to three months from the date of the temporary protection receipt.¹⁰⁸ L. 213/2023 ensured the continuation of the provision of economic support for people privately accommodated.¹⁰⁹

The displaced persons falling under the scope of the Special TP regime in **Poland** until 1 July 2024, in line with the Special Law were able to benefit from a financial allowance – PLN 40 per person per day (persons who offered a free-of-charge accommodation *and* food to special temporary protection beneficiaries). This assistance was limited to 120 days; only in particularly justified circumstances, it could have been prolonged. It was paid to a landlord, upon his/her motion.¹¹⁰ The amount of the financial allowance was also considered insufficient to cover the costs of accommodating and feeding Ukrainian nationals.¹¹¹ Moreover, abuses of the landlords receiving the above-mentioned allowance were also mentioned in some reports.¹¹² In May 2024, the rules concerning this financial allowance were repealed. According to the Amnesty International's study of

100. Minister for Children, Equality, Disability, Integration and Youth Roderic O'Gorman, Response to Parliamentary Question Nos 8, 13, 19, 30, 50, 65, 72, 73, 298 and 306, 24 March 2022, available at: <https://bit.ly/3jZ13D8>.

101. AIDA, *Country Report Ireland, 2023, TPD annex*, available at: <https://bit.ly/416glJx>.

102. Local Government Ireland, Information about Offering a Home, <https://tinyurl.com/fej2ncyj>.

103. Department of Children, Equality, Disability, Integration and Youth, 'Accommodation of Beneficiaries of Temporary Protection – Weekly Statistics', 15 April 2024, available at: <https://tinyurl.com/bdrypvkf>.

104. Government of Ireland, '€400 'Accommodation Recognition Payment' for hosts accommodating people from Ukraine is open for applications, 26 July 2022, available at: <https://bit.ly/3ZuWj8C>.

105. Government of Ireland, Accommodation Recognition Payment, 5th January 2023, available at: <https://bit.ly/3QIFnNw>.

106. Department of Children, Equality, Disability, Integration and Youth, 'Accommodation of Beneficiaries of Temporary Protection – Weekly Statistics', 15 April 2024, available at: <https://tinyurl.com/bdrypvkf>.

107. Minister for Social Protection Heather Humphreys, Response to Parliamentary Question No 211, 22 June 2022, available at: <https://bit.ly/3BO1MNa>.

108. Ordinance issued by the Head of the Department of Civil Protection, no. 881 of 29 March 2022, available at: <https://bit.ly/3LH2VJ0>.

109. L. 213/2023, art. 1, par. 392 lett b).

110. Article 13 of the Special Law.

111. M. Kosiel-Pająk, P. Sadowski, 'British and Polish Temporary Protection Schemes Addressing Displaced Persons from Ukraine', *Časopis pro právní vědu a praxi* nr 4/2023, <https://bit.ly/3WCs1Ik>, 909.

112. Nomada, DRC, 'Poland. Protection Monitoring Analysis. Lower Silesian Voivodeship', November 2023, available here: <https://bit.ly/3UUgYTta>.

May 2023, approx. 200,000 apartments might have been rented in Poland by special temporary protection beneficiaries. Poles are often unwilling to rent their apartments fearing that, in case of any problems, they will not be able to evict Ukrainian tenants.¹¹³

In **Romania**, since 1 May 2023, the support program for housing dedicated to Ukrainian refugees in Romania was changed. This was based on decision no. 368 adopted by the Government on 26 April 2023, which established new amounts, conditions and mechanisms for granting lump-sum amounts for humanitarian assistance of Ukrainians. This decision firstly extended the period for providing assistance to refugees from Ukraine to 31 March 2024 (from the previous end-date of 31 December 2023). The amounts awarded were also changed: from the 50 RON per day for accommodation and 20 RON/ day for food and subsistence, it was changed to 2000 RON per month per family (750 RON per month for single persons) for accommodation and 600 RON per month, per person for food and subsistence.¹¹⁴

In **the UK**, a 'thank-you' payment of £ 350 per week (€ 408) is paid to the host for the first year, which then increases to £ 500 (€ 582).¹¹⁵ Hosts were asked to commit to a six-month minimum stay but this is not enforced.¹¹⁶ Some NGOs have been approved as suitable to 'match' sponsors and hosts,¹¹⁷ this was established following reports of irresponsible and inappropriate matching often using social media.¹¹⁸

In **Slovenia**, in cases of free-of-charge hosting by private individuals, no financial compensation or financial support for private households housing persons fleeing Ukraine has been introduced by the State. Financial aid is only provided to TP beneficiaries. However, financial assistance for private accommodation, which is granted for paying rent and/or utility costs (when there is a signed rental agreement or agreement on the use of the real estate property) can also be submitted directly to the account of the landlord with a written consent by both, the landlord and the TP beneficiary as a tenant. In this respect, some issues with landlords were also reported to PIC regarding temporary protection beneficiaries not being able to immediately pay the rent, as they were waiting for the financial assistance for private accommodation that is provided by the UOIM (sometimes past the time limit for issuing a decision on granting financial aid due to limited capacities for processing a large number of applications). Many temporary protection beneficiaries have also found accommodation with their friends or relatives. Slovenia did not collect statistics on the use of accommodation in private households in 2023.¹¹⁹

Financial support for private housing			
Country	Availability of direct financial support to BTPs or hosts	Form/amount of support	Duration of support
AT	Announced direct financial support to host (not implemented at the time of writing)	€ 300 (for accommodation of a single person) and € 600 (for a family) would be granted to private housing providers	Information not available
BE	No available assistance	Not applicable	Not applicable
BG	Information not available	Information not available	Information not available
CY	Information not available	Information not available	Information not available
DE	No available assistance	Not applicable	Not applicable
ES	Information not available	Information not available	Information not available

113. AIDA, *Country Report Poland, 2023, TPD annex*, available at: <https://bit.ly/4g4ed9A>.

114. AIDA, *Country Report Romania, 2023, TPD annex*, available at: <https://bit.ly/3CM0buR>.

115. Department for Levelling Up, Housing and Communities, 'Paying sponsors: Homes for Ukraine', 19 February 2024, available at: <https://tinyurl.com/y66mwth7>.

116. Department for Levelling Up, Housing and Communities, 'Ending your hosting arrangements, and helping your guest with their next steps: Homes for Ukraine', 19 February 2024, available at: <https://tinyurl.com/2p9tttmd>.

117. Department for Levelling Up, Housing and Communities, 'Recognised Providers: Organisations who can help UK citizens become sponsors', 6 May 2022, available at: <https://bit.ly/3N2Ctxi>.

118. Rajeev Syal, 'Stop matching lone female Ukraine refugees with single men, UK told', 13 April 2022, *The Guardian*, available at: <https://bit.ly/43vyMp5>.

119. AIDA, *Country Report Slovenia, 2023, TPD annex*, available at: <https://bit.ly/3ZbR0eG>.

FR	Financial support to the individuals who accommodated BTPs free of charge	€ 450 for the first 90 days and € 150 per following month	Applications were open until 30 April 2023 ¹²⁰
GR	Rent subsidies	Information not available	Information not available
HR	Financing contribution to the owners of residential units have ceded them to the BTPs ¹²¹	Information not available ¹²²	4 March 2025 ¹²³
HU	Financial support to accommodation providers	Daily allowance of HUF 5,000	Information not available
IE	Government's Accommodation Recognition Payment to the property owners	€ 800 per month	Information not available
IT	Financial support for BTPs who found independent accommodation	€ 300 per adult BTP; an adult who is the guardian or custodian of minors under the age of 18 is also granted a contribution of € 150 per month for each minor ¹²⁴	Information not available
MT	No available assistance	Not applicable	Not applicable
NL	Extra allowance for refugees living with a host family	€ 77,16 per person per month (possible to receive as of 1 January 2025) ¹²⁵	Information not available
PL	Until 1 July 2024: financial allowance paid to the hosting property owner	PLN 40 per person per day	Limited to 120 days
PT	Financial allowance for housing expenses	Information not available	18 months (can be extended up to 36 months)
RO	Financial assistance to the displaced persons	2000 RON/ month per family (750 RON/ month for single persons) for accommodation and 600 RON/month, per person for food and subsistence	This aid is given for the first 4 months and starting with the 5 th , the food and subsistence aid is suspended
SE	No available assistance	Not applicable	Not applicable
SI	Financial assistance to the displaced persons or the owner of the property	467	Information not available
UK	A 'thank-you' payment to the host	£ 350 per week (€ 408)	One year
CH	Information not available	Information not available	Information not available
SR	No available assistance	Not applicable	Not applicable

Source: AIDA.

Availability of matching services

Across AIDA countries, policies regulating matching services to facilitate access to private accommodation by BTPs varied, whereas in a number of countries those were absent or terminated in 2023 (among others, in **Austria**), which meant that BTPs had to resort to CSOs support or personal networks to find independent private accommodation.

120. Decree No 2022-1441 of 17 November 2022 establishing an exceptional support measure for natural persons who have sheltered in accommodation or housing, one or more natural persons benefiting from temporary protection under Articles L. 581-1 et seq. of the Code of Entry and Residence of Foreigners and the right of asylum, available in French at: <https://bit.ly/3z1YnbY>.

121. Ministry of Interior web page, Croatia for Ukraine: <https://bit.ly/3p1tcMp>.

122. The highest amount of the cost of using the residential unit is HRK 3,600.00 or € 477.80 per month. For more information, see AIDA, *Country Report Croatia, 2023, TPD annex*, available at: <https://bit.ly/3ANXVms>.

123. Following the government's decision of April 4, 2024, the financing of accommodation can last until no later than March 4, 2025. For more information, see AIDA, *Country Report Croatia, 2023, TPD annex*, available at: <https://bit.ly/3ANXVms>.

124. By ordinance of 5 October 2023 the Civil Protection department (responsible for additional hosting programmes for holders of temporary protection) extended funding for hosting programmes in hotels and similar structures, limiting the funding to 33 euros per day, per person. For more information, see: <https://encr.pw/s15nZ>.

125. For more information, see Factsheet Leefgeld vluchtelingen Oekraïne - Engels (Living allowance for refugees from Ukraine), available at: <https://bit.ly/3VKABgA>.

Availability of matching services for private accommodation	
Available	Unavailable / no information
BE, NL, CH, IE, UK, DE, PT	AT, BG, CY, ES, FR, GR, HR, HU, IT, MT, PL, RO, SE, SI, SR

Source: AIDA.

In **Belgium**, to facilitate matching between the BTPs and the persons eager to provide housing,¹²⁶ a campaign was launched and people could indicate they were open to hosting through the hashtag “#place available” (“#plekvrij”) in Flanders or (“#placedispo”) in Brussels and Wallonia. However, the possibility for host families to sign up and accommodate a family was a rather *ad hoc* one. There was no framework: thus, when progression to a more durable housing option was needed, municipalities were confronted with reception needs they sometimes had difficulty accommodating because of the lack of available and affordable housing within their municipality. Ultimately, the local authorities are responsible for the reception of beneficiaries in the sense that they have to take responsibility for the re-location of those registered in their municipality.¹²⁷ More recently, however, the general observation seems to be that there are no new calls for host families¹²⁸, and presumably many beneficiaries staying with host families have moved on to the private market. The number of Ukrainians residing in the private housing market is estimated to be increasing.¹²⁹

In **the Netherlands**, reception in private accommodation – by host families - is not directly organised by the national government, but nowadays coordinated by local organisations in municipalities. Municipalities are (also) responsible for TP beneficiaries who are staying with host families. Takecarebnb is a volunteer organisation which, as one of the partners within RefugeehomeNL, primarily used to coordinate the assignment of temporary protection beneficiaries to host families. RefugeehomeNL was created as a partnership between the Dutch Red Cross, the Dutch Salvation Army, TakeCareBnB and DCR upon assignment by the Ministry of Justice& Security to host TP beneficiaries with host families. On 31 December 2023, Refugeehome ceased its operations due to a decrease in demand, host families, and the need for more structural housing solutions.¹³⁰ Since then municipalities have requested displaced persons to find private housing with host families (for example, with friends or families) or to find their own place.

In **Switzerland**, the federal government is responsible for the provision of reception to beneficiaries of status S in the federal asylum centres. Then, with the distribution of those seeking protection among the cantons, the cantons concerned are responsible and, if the canton offers host families, the Swiss Refugee Council is responsible for reception with the host family programme.¹³¹ Similarly, in **Ireland**, in March 2022, a voluntary organisation, Helping Irish Hosts, was established, whereby prospective hosts can register and be matched with displaced beneficiaries of temporary protection requiring accommodation. Hosts can also register with Helping Irish Hosts to connect with other host families, share experiences and provide mutual support.¹³²

Under **the UK's** sponsorship scheme, sponsors are asked to commit to six months' minimum stay although this is not enforced.¹³³ Sponsors of unaccompanied children are asked to commit to the entire three years or until the child reaches 18 years of age. Beneficiaries of the sponsor scheme and family scheme may turn to a local authority for assistance if the placement is no longer able to provide appropriate accommodation for them. A report by the National Audit Office found that data was not being recorded on how many people on the scheme were likely to become homeless soon or had already been homeless.¹³⁴ The government provided additional funding to local authorities to prevent homelessness, for example by providing temporary accommodation.¹³⁵

126. AIDA, *Country Report Belgium, 2023, TPD annex*, available at: <https://bit.ly/4eXE0zu>.

127. Fedasil, *Fall in arrivals of Ukrainian refugees*, 5 August 2020, available at: <http://bit.ly/3Y9WtA7>.

128. Vluchtelingenwerk Vlaanderen has seen a significant decrease in questions related to host families, observation shares by VVSG (Flemish association for cities and municipalities), 28 February 2024.

129. Observation Vlot, 15 March 2024.

130. RefugeehomeNL, information available at: <https://www.rhnl.nl/en/>.

131. For more information in French (and German), see Swiss Refugee Council, *Familles d'accueil pour personnes réfugiées d'Ukraine*, available in French (and German) at: <https://bit.ly/3ZAFsRO>.

132. Open Community, *Supports for Hosts and Host Communities*, January 2023, available at: <https://bit.ly/3VVSDtr>.

133. Department for Levelling Up, Housing and Communities, 'Ending your hosting arrangements, and helping your guest with their next steps: Homes for Ukraine', 19 February 2024, available at: <https://tinyurl.com/2p9ttmd>.

134. National Audit Office, 'Investigation into the Homes for Ukraine Scheme', 17 October 2023, available at: <https://www.nao.org.uk/reports/investigation-into-the-homes-for-ukraine-scheme/>.

135. Public Accounts Committee, 'Homes for Ukraine: Risk of homelessness in scheme likely to increase, PAC report warns', pages 12-13, 23 February 2024, available at: <https://tinyurl.com/2m53b977>.

While there is no uniform organisation of the distribution to private accommodation in **Germany**,¹³⁶ the Federal Government refers to and cooperates with the private initiative “#Unterkunft Ukraine”¹³⁷ for housing. A link to the initiative can be found on the Federal website for the assistance of people who fled Ukraine.¹³⁸ Because the organisation of private housing is decentralised, no details on profiles of hosts and types of private accommodations are available. Portraits of some hosts have been published by the initiative “#Unterkunft Ukraine”.¹³⁹ Besides private initiatives such as “#Unterkunft Ukraine” and “Warmes Bett”,¹⁴⁰ some Federal States and municipalities directly assist with the placement of people who fled Ukraine with private hosts through their own online portals.¹⁴¹

Finally, in **Portugal**, since the beginning of the response to the displacement from Ukraine, private citizens could flag availability to host displaced persons,¹⁴² whereas in **Austria**, a matching system for private housing, which was set up by the government in 2022 and was operational in parallel to the NGOs’ initiatives was stopped in 2023.

Screening rules and safeguards

It is unclear what kind of verification and supervision the public authorities conduct in the case of private offers of housing in **Portugal**.¹⁴³ Neither are there sufficient safeguards to prevent problems associated with inappropriate private hosting in **Austria**.¹⁴⁴ In one case in Lower Austria, the regional government of Lower Austria stopped supporting a privately-run accommodation centre financially as some reports alleged substandard living conditions and labour exploitation.¹⁴⁵ In this specific case, a worn-out former home of the blind was used as accommodation where Ukrainians could live as basic care recipients. The persons living there reported that they had to work for free in the accommodation.¹⁴⁶

Good practices of introduced safeguards include **the UK**, where private accommodation is assessed for suitability by the relevant local authority,¹⁴⁷ as well as **Bulgaria**, where private accommodation in hosting facilities not licensed for hospitality services was instead not funded by the State at any of the stages of the Humanitarian Aid Programme to prevent exploitation and abuse,¹⁴⁸ as well as **Switzerland**, where a specific policy has been set up to conduct the screening of private housing, available to the BTPs.¹⁴⁹ In the latter case, the host families are carefully selected in advance (visits to the apartment, criminal records, etc.) and then closely supervised during the accommodation of the guests. Contracts are concluded between host families and guests for, depending on the canton, at least 3 or 6 months. If these 3 or 6 months cannot be met, the Swiss Refugee Council will support in finding a new solution. Moreover, the Swiss Refugee Council selected host families taking into account the extract from the criminal record and by conducting personal interviews. This took quite a long time, and some families withdrew their willingness or housed displaced persons with them in an unofficial way.¹⁵⁰ In the case of **Sweden**, the Swedish City Missions and Save the Children Sweden are among those organisations who implemented initiatives to ensure that private accommodation is safe, for example by introducing mandatory background checks and training for hosts.¹⁵¹

136. AIDA, *Country Report Germany, 2023, TPD annex*, available at: <https://bit.ly/3ZoXbgK>.

137. #Unterkunft Ukraine, available at: <http://bit.ly/3QQRS47>.

138. Bundesamt für Migration und Flüchtlinge, *Unterbringung und Wohnraum für Geflüchtete aus der Ukraine*, available at: <http://bit.ly/3K4dW9y>.

139. #Unterkunft Ukraine, available at: <http://bit.ly/3QQRS47>.

140. Warmes Bett, available at: <https://bit.ly/3QND1Hs>.

141. See e.g. Bonn, *Kontaktformular – Ukraine-Krise Aufnahme von Bürger*innen*, available in German at: <https://bit.ly/3XpmDzA>.

142. The online form asks questions such as: name, telephone, email address, type of housing (room, apartment, house); is the housing shared; duration of the availability; location; further information (open answer without specific requirements).

143. AIDA, *Country Report Portugal, 2023, TPD annex*, available at: <https://bit.ly/41a2Kkz>.

144. AIDA, *Country Report Austria, 2023, TPD annex*, available at: <https://bit.ly/410PKxH>.

145. ‘Hohe Kosten: Private Flüchtlingsunterkunft sorgt für Wirbel’, *Kleine Zeitung*, 24 August 2023, available in German at: <https://bit.ly/3FXgwwB>.

146. Orf.at, ‘Aufregung um privates Flüchtlingsquartier’, 17 May 2022, available in German at: <https://bit.ly/3ZVxlbR>.

147. AIDA, *Country Report United Kingdom, 2023, Ukraine visa support annex*, available at: <https://bit.ly/4g7moSx>.

148. AIDA, *Country Report Bulgaria, 2023, TPD annex*, available at: <https://bit.ly/4eSIB75>.

149. AIDA, *Country Report Switzerland, 2023, “Status S” Protection annex*, available at: <https://bit.ly/3CM0Nk9>.

150. AIDA, *Country Report Switzerland, 2023, “Status S” Protection annex*, available at: <https://bit.ly/3CM0Nk9>.

151. Information from Swedish City mission website, *En trygg start i Sverige - Sveriges stadsmissioner*; available in Swedish at: <https://bit.ly/3Vw5tSu>.

Availability of screening and vetting services	
Available screening	Unavailable/limited screening
CH, BG, FR, DE, HR, NL, SE	PT, AT, HU, SR

Source: AIDA.

Measures against human trafficking and exploitation

Additionally, in **France, Germany, Croatia, and the Netherlands** measures have been put in place to prevent exploitation in private housing settings and to assist victims of the abuse. In **France**, one of the introduced measures was to raise awareness among migrant populations of the risks of exploitation.¹⁵² Similar practice was reported in **Germany**: the Federal Police therefore published a leaflet to warn Ukrainian women and children and to inform about the risks of exploitation and trafficking by the persons offering accommodation.¹⁵³ The Federal government formally acknowledges the risks stemming from private accommodation and extended its funding for projects against human trafficking.¹⁵⁴ A specific project for the prevention of human trafficking of people fleeing Ukraine, funded by the Federal government was set up in August by the association “Federal Coordination Circle against Human Trafficking” (*Bundesweiter Koordinationskreis gegen Menschenhandel e.V.*). In a first report on the new project, the association criticises that no systematic support is available for those accommodated in private households.¹⁵⁵ The association further criticises that the existing concepts and standards for the prevention of violence in public reception facilities are often not adhered to and that therefore there is an increased risk especially for women and children of becoming victims of violence in public mass reception facilities.¹⁵⁶ The Federal Commissioner for Antiziganism claims that especially Sinti and Roma faced discrimination in accommodation centres in Germany.¹⁵⁷

In **Croatia**, to prevent the exploitation of people in private accommodation, validation is conducted about unit conditions by the Directorate of Civil Protection for those landlords who used financial support from the Government.¹⁵⁸ In relation to persons who found accommodation on their own, the aforementioned types of validation were not carried out and certain issues were registered, among which some were linked to inadequacy of living spaces, rent prices increasing without prior agreement, leading to persons having to leave their accommodation due to the inability to pay the new price.¹⁵⁹

In the **Dutch** context, there are organisations that provide support to displaced persons from Ukraine when they become victims of (sexual) exploitation, abuse, or other forms of violence.¹⁶⁰ If the TP beneficiary is living with a host family, the host family initially could report the risk to a support worker from the Dutch Salvation Army (*Leger des Heils*). This person was trained to support the host family with these kinds of issues. When there are signs of abuse or other problems, the support worker discusses this with the host household coordinator at the Leger des Heils. The coordinator is in the position to refer the victim to relevant organisations (such as CoMensHa) when there is a situation of exploitation.¹⁶¹ In 2024, in a situation of exploitation, host families are advised to contact CoMensHa or Fairwork directly.

However, whereas in **Serbia** there are no private hosting models designated for refugees from Ukraine, and no private accommodation is organised by the State, there are no State-run safeguards in place which can identify potential survivors of human trafficking.¹⁶² There are also no adequate preventive measures specifically targeting persons fleeing Ukraine implemented in **Hungary**, particularly regarding the risks of human trafficking, despite the fact that the arriving population mainly consisted of women and children and faced a substantial lack of information.¹⁶³

152. AIDA, *Country Report France, 2023, TPD annex*, available at: <https://bit.ly/4eKHVQ1>.

153. Federal Police, *Schutz vor Menschenhandel und Ausbeutung*, lastly updated 07 April 2022, available at: <http://bit.ly/3WmgZwJ>.

154. Federal Ministry of Family Affairs, Senior Citizens, Women and Youth, *Geflüchtete Frauen und Kinder aus der Ukraine vor Menschenhandel schützen*, press release, 29 July 2022, available in German at: <http://bit.ly/3HbruYt>.

155. Bundesweiter Koordinierungskreis gegen Menschenhandel e.V., *Menschenhandel und Ausbeutung im Kontext des Ukrainekriegs – Eine Untersuchung aus Sicht spezialisierter Fachberatungsstellen zur Situation in Deutschland*, report, 14 December 2022, available in German at: <http://bit.ly/3GOYGus>, 13f.

156. Ibid, p. 15f.

157. Federal Ministry of Family Affairs, Senior Citizens, Women and Youth, *Antiziganismusbeauftragter fordert diskriminierungsfreien Umgang mit geflüchteten Roma aus der Ukraine*, press release, 29 September 2022, available in German at: <http://bit.ly/3HhD6jH>.

158. Ministry of Interior, Official web page of Directorate of Civil Protection, available at: <https://bit.ly/3Hv1KNt>.

159. AIDA, *Country Report Croatia, 2023, TPD annex*, available at: <https://bit.ly/3ANXVms>.

160. AIDA, *Country Report Netherlands, 2023, TPD annex*, available at: <https://bit.ly/3V9ZEt0>.

161. CoMensHa is the National Coordination Centre against Human Trafficking, information available at: <https://bit.ly/3QYOxpZ>.

162. AIDA, *Country Report Serbia, 2023, TP annex*, available at: <https://bit.ly/3Vb53jC>.

163. AIDA, *Country Report Hungary, 2023, TPD annex*, available at: <https://bit.ly/3VanPrk>.

Challenges surrounding access to long-term accommodation

Lack of state-organised or supported access to private accommodation remained one of the critical issues in access to independent longer-term housing by BTPs in 2023. Among others, this was the case for **Malta**, where the State does not organise reception in private accommodation – it would only be involved if, as with all other situations, the situation raised issues of security or violation of rent laws. Moreover, no compensation was provided to private hosts.¹⁶⁴ No state-organised or subsidised private accommodation is available in **Sweden**. Nevertheless, private individuals and organisations have arranged accommodation for persons fleeing from Ukraine.¹⁶⁵ The same challenge is relevant for **Germany**, where no direct financial compensation by the Federal government or States for hosts of private accommodations is available. As beneficiaries of temporary protection, as well as applicants are generally entitled to housing allowances, private hosts and beneficiaries of temporary protection or applicants need to negotiate compensation models privately.¹⁶⁶

The same challenge was reported in 2023 in countries not covered by AIDA: according to the recent European Migration Network Study, the Solidarity Household Allowance in the Czech Republic was discontinued as of 1 July 2023, previously aiming to assist private households housing BTPs.¹⁶⁷

Another issue impeding access to longer-term independent housing is the temporary character of the TP status which negatively affects BTPs' chances on the private market, as reported in **Belgium**.¹⁶⁸ While it is argued that people enjoying temporary protection immediately have all the rights connected to residence, it is unclear how they are 'supposed to find their way' and obtaining an address is crucial for the residence permit and the rights attached to the permit, such as financial aid. Already in January 2023, persons with temporary protection were reported present in homeless shelters, although the number was said to be quite limited.¹⁶⁹ Consequently, this means that persons with reception needs who cannot count on friends or family to live with might encounter serious difficulties in registering their address of residency.¹⁷⁰ This is highly concerning, as this does not allow them to obtain a residence permit, regardless of their condition as beneficiaries of temporary protection.¹⁷¹ The lack of available accommodation and overcrowding has been reported in **Spain**, where the challenges experienced by the BTPs are similar to those faced by all asylum seekers and beneficiaries of international protection, due to the lack of available places, and consequent situations of asylum seekers and temporary protection holders living on the streets.¹⁷² The cases of homeless Ukrainian nationals persisted throughout 2023 in Poland as well.¹⁷³

In addition, the third-country nationals displaced from Ukraine experience additional challenges in **Poland** and **Germany** in particular, due to disproportionate discrimination and bias, alongside the fact that in Germany, the applicants for temporary protection who are third-country nationals in some cases do not receive social benefits, incidents of expulsions of third-country nationals from reception centres have been reported.¹⁷⁴

In **Malta**, a set of challenges faced by BTPs in securing housing include substandard living conditions in reception centres, lack of a state-coordinated accommodation system; exorbitant rent prices, coupled with difficulties securing livelihood; lack of support to private hosts, and lack of monitoring of private offers,¹⁷⁵ whereas the latter issue was also noted in **Poland**, resulting in reported abuses of the landlords (e.g. a lack of written contracts, unexpected increase of the rent, threats, violations of privacy).¹⁷⁶

164. AIDA, *Country Report Malta, 2023, TPD annex*, available at: <https://bit.ly/3Z7KzJJ>.

165. AIDA, *Country Report Sweden, 2023, TPD annex*, available at: <https://bit.ly/3Z8UVZZ>.

166. AIDA, *Country Report Germany, 2023, TPD annex*, available at: <https://bit.ly/3ZoXbgK>.

167. European Migration Network Study "Application of the Temporary Protection Directive: challenges and good practices in 2023", November 2024, p. 18, available at: <https://bit.ly/4f2uCue>.

168. Obstacles identified by Orbit, specialised in housing for refugees.

169. Observation Samu Social, 26 January 2023.

170. AIDA, *Country Report Belgium, 2023, TPD annex*, available at: <https://bit.ly/4eXE0zu>.

171. See for example: The Brussels Times, *Belgium's reception crisis: Ukrainian refugees now also sleeping rough*, 18 November 2022, available at: <http://bit.ly/3KMcyZJ>. The infoline of Vluchtelingenwerk Flanders has in recent months (end of 2023 – beginning 2024) received numerous reports of people who did not find a reception place upon arrival and did not know where to go.

172. María José Castaño Reyero, Investigadora Doctora del Instituto Universitario de Estudios sobre Migraciones – Universidad Pontificia Comillas, Madrid, 'Ucrania: un año entre acogida y protección temporal', 24 February 2023, available at: <https://bit.ly/3FjpKlu>.

173. Amnesty International Polska, "Ukraińcom nie chcą wynajmować". Najnowsze badania Amnesty International', May 2023, available in Polish here: <https://bit.ly/3WTCkSf>, 12.

174. Anna-Elisa Jakob, *Geflüchtete in Obdachlosigkeit geschickt*, Hinz&Kunzt, 16 August 2022, available in German at: <https://bit.ly/3HbYZ3N>.

175. AIDA, *Country Report Malta, 2023, TPD annex*, available at: <https://bit.ly/3Z7KzJJ>.

176. Amnesty International Polska, "Ukraińcom nie chcą wynajmować". Najnowsze badania Amnesty International', May 2023, available in Polish here: <https://bit.ly/3WTCkSf>, 4-6. See also N. Bloch, Z. Szmyt, 'Nomadland. Miejsca zbiorowego zakwaterowania osób uchodźczych z Ukrainy w Wielkopolsce a procesy integracyjne', Raport CeBaM UAM 1/2024, available in Polish here: <https://bit.ly/3QEB69b>, 25-27.

In 2023 the reliance on private housing across AIDA countries increased as compared to the first year of the displacement, which can be particularly explained by decreased reception needs (**BE, FR**) and the trend toward self-reliance (**BE, IE, IT, SE**), as well as the positive effect of state-organised or supported private housing initiatives and matching services, in addition to the provided direct financial assistance to BTPs or hosts. However, a number of critical challenges persist in the overall access to accommodation and private independent housing in particular, negatively affecting the exercise of other interrelated rights afforded by the TPD, such as residence permit, employment, education, etc.¹⁷⁷

Those include limited capacity and overcrowding at the reception centres (**DE, BG**), which in some countries have also been closed (**FR, HR**), which was deemed premature in **PL**. Reduced duration of allowed stay at the reception centres is another notable problem in the area of state-organised emergency housing. At the same time, the termination of housing support programmes (**BG, CY, FR, HU, PL, RO**), or the absence of such (**MT, BE, DE, SE**) has also been reported.

Concerning the issues in the area of access to private housing, in addition to the current housing crises and the lack of sufficiently available housing solutions¹⁷⁸ (notably, in **BE** and **IE**),¹⁷⁹ the main challenges include a lack of matching services to facilitate access to provide housing in most of the AIDA countries, lack of safeguards (**AT**) and effective referral and coordination (**CH, BE**). Third-country nationals and minority individuals who fled from Ukraine were also discriminated against in their access to accommodation (**DE**), with Roma individuals being particularly affected (**PL**).

The short-term duration of the TP status stands for another obstacle and a discriminatory factor to access to private housing, being disincentivising for landlords and agencies in **BE, SI**, and **the UK**, in particular. All the above challenges to a varying also contribute to a problem of reported homelessness among the persons displaced from Ukraine in **PL, the UK, BE**, and **ES**, which remained an issue throughout 2023 and in turn affected access to other rights, such as obtaining a residence permit and getting access to key services and socio-economic rights (**BE**).

Good practices in facilitating access to accommodation and ensuring its suitability included continuously granting access to different forms of emergency housing and provision of direct financial support (to the owners of the BTPs) to assist access to private housing; availability of screening and vetting services in **CH, BG, FR, DE, HR, NL, SE** to ensure suitability of private housing and prevent exploitation and trafficking in the context of the private accommodation settings.

177. European Migration Network Study “Application of the Temporary Protection Directive: challenges and good practices in 2023”, November 2024, p.19, available at: <https://bit.ly/4f2uCue>.

178. Feantsa, “Affordable for whom? Reflections on the possibilities of an EU Affordable Housing Plan from a homelessness perspective”, FEANTSA Report, November 2024, available at: <https://bit.ly/3OBRear>.

179. Beyond AIDA countries, this has also been reported to be a challenge in Lithuania – see European Migration Network Study “Application of the Temporary Protection Directive: challenges and good practices in 2023”, November 2024, p.19, available at: <https://bit.ly/4f2uCue>.

CHAPTER II – EMPLOYMENT AND EDUCATION

Access to employment

Article 12 of the TPD establishes that states must “authorise, for a period not exceeding that of temporary protection, persons enjoying temporary protection to engage in employed or self-employed activities, subject to rules applicable to the profession, as well as in activities such as educational opportunities for adults, vocational training and practical workplace experience.”¹⁸⁰ The findings of the AIDA country reports outline the persisting differences in the implementation of the provision, resulting in diverging policies in the area of employment for BTPs, as well as varying (limited) availability of assistance such as vocational training, language courses, job matching services and counselling.

Evidence also shows the persisting challenges and obstacles to the labour market participation by persons displaced from Ukraine, which include multiple barriers such as the requirement of a separate work permit or licence, administrative delays, the restriction to access certain sectors, lack of measures to prevent exploitation as well as limited facilitation of recognising qualifications obtained abroad.¹⁸¹

Despite those issues, a trend of an increased level of employment has been observed (55% of registered BTPs in **the Netherlands** were employed in 2023; between 60 and 80% in **Poland**, as well as a certain increase in **Romania**). Moreover, restrictions to direct access to the labour market were abolished in certain countries, with facilitated access to specific sectors, including healthcare.

Finally, one of the main trends in 2023 is the introduced possibility to convert TP-based permits into employment-based ones, which may allow for a longer-term stay in the country, as compared to the currently defined duration of the TP regime (March 2026). In **Italy** – one of the pioneering countries in this area, this possibility was introduced on 30 December 2023 by Law 213/2023 allowing beneficiaries of temporary protection to convert the permits to stay into work permits to stay. According to the data provided by the Government after a public access request, from 30 December 2023 up to 7 March 2024, 303 requests of conversion had been submitted.¹⁸²

In **Poland**, since 1 April 2023, special temporary protection beneficiaries can apply in a facilitated manner for a temporary residence permit related to their work.¹⁸³ However, obtaining a temporary residence permit means losing temporary protection in Poland (Article 2(3)(1)(c) of the Special Law).¹⁸⁴

This chapter provides an overview of approaches to accessing employment by BTPs, outlining the good practices developed to facilitate access to labour markets and identifying a number of challenges that persisted in 2023 in this area.

180. 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 (TPD), OJ L 212, 7.8.2001

181. European Migration Network – OECD Joint Inform “Labour market integration of beneficiaries of temporary protection from Ukraine”, May 2024, available at: <https://bit.ly/3BeR6dH>.

182. Response to a Foia access submitted by Asgi, 2024.

183. Article 42 (13-19) of the Special Law.

184. AIDA, *Country Report Poland, 2023, TPD annex*, available at: <https://bit.ly/4g4ed9A>.

Access to the labour market	
Direct access (with a residence permit)	Need to obtain a work permit
AT, BE, BG, CY, DE, ES, FR, GR, HR, HU, ¹⁸⁵ IE, IT, NL, ¹⁸⁶ PL, PT, ¹⁸⁷ RO, ¹⁸⁸ SE, SI, UK, SR	MT, NL (for self-employment), CH

Source: AIDA.

Direct access to the labour market

In **Austria**, as of April 2023, BTPs no longer need to apply for a separate permit to have access to the labour market, which previously had to be applied for separately by the employer at the Labour Market Service.¹⁸⁹ This means that BTPs have immediate access to the Austrian labour market after registration.¹⁹⁰ In principle, beneficiaries of temporary protection can work as employees or self-employed, have access to vocational training and enjoy equal treatment with workers in EU Member States regarding remuneration and other conditions.¹⁹¹

In **Belgium**, BTPs with a residence permit (A-card) or annex 15 can legally work in Belgium.¹⁹² They may work both as an employee or a self-employed person. For jobs in government functions or regulated professions (dentistry, medicine, etc.) a diploma recognition is necessary.¹⁹³ The temporary protection status exempts them from the obligation to obtain a special working permit to exercise activities as self-employed persons.¹⁹⁴ In total, 29% of Ukrainians who registered as job seekers have found a job.¹⁹⁵ Beneficiaries of TP are entitled to work in **Spain** also under the same conditions and rights as Spanish workers. They are also entitled to access vocational training.¹⁹⁶ According to available data, more than 20,593 (53% women) Ukrainians with TP were employed by 31 December 2023.¹⁹⁷

In **Bulgaria**, BTPs are entitled to equal treatment to nationals regarding employment, with no exceptions. According to the law,¹⁹⁸ persons granted temporary protection have the right to work and vocational training. It is sufficient that they have been issued a TP card; no additional permits or certificates are required in order for beneficiaries of temporary protection to be employed, to practice a profession or to carry out an independent commercial or business activity in Bulgaria, other than the usual legalization of university diplomas¹⁹⁹ implemented locally by a special national administration.²⁰⁰ Similarly, in **Cyprus**, BTPs have access to the labour market under the same conditions as nationals. There are no specific measures in place to facilitate access to the labour market, however the immediate access to the status and to the labour market under the same conditions as nationals which was widely known among employers facilitated high numbers of TP securing employment.²⁰¹ Beneficiaries are entitled to equal treatment to nationals with regard to employment with no exception for specific rights.²⁰² In **Greece**, a residence permit based on TP also serves as a work permit throughout the validity of the TP regime, according to Article 128 Asylum Code. Besides, BTPs have

185. With the exception of public service jobs and those in the civil servant sector where Hungarian citizenship is a requirement in line with Section 39 (1) of Act CXCI of 2011 on Public Service Officials and Section 20 (1) c.) of Act XXXIII of 1992 on Civil Servant Status.

186. This is relevant only for those working as a paid employee.

187. The only restriction on employment enshrined in law impacting beneficiaries of temporary protection is limited access to certain categories of the public sector for all third-country nationals in line with Article 15(2) Constitution and Article 17(1)(a) and (2) Act 35/2014.

188. For a limited period of time and excluding positions that require Romanian citizenship or that of an EU member state or in public institutions with attributions and responsibilities within the national security sector.

189. See AIDA, *TPD Annex: Austria, 2022 update*, May 2023, available at: <https://bit.ly/3QoCpsX>.

190. Parlament Österreich, 'Vertriebene Ukrainer:innen erhalten uneingeschränkten Zugang zum österreichischen Arbeitsmarkt', Parlamentskorrespondenz Nr. 332, 23 March 2023, available in German at: <https://bit.ly/3RU0LdR>.

191. AIDA, *Country Report Austria, 2023, TPD annex*, available at: <https://bit.ly/410PKxH>.

192. Article 10, °6, Royal Decree, 2 September 2018, available in Dutch and French at: <https://bit.ly/3Y9wvqg>.

193. Naric, *Information on recognition of Ukrainian degrees*, available in Dutch at: <https://tinyurl.com/4ac5ww2v>

194. Article 1, °15 Royal Decree, 3 February 2003, available in French and Dutch at: <http://bit.ly/3mj78LC>.

195. This does however not mean that they are all still currently working.

196. Ministerio de Inculsión, Seguridad Social y Migraciones, 'Formación profesional y solicitud de empleo para desplazados de Ucrania', available at: <https://bit.ly/3WCdCle>.

197. Ministerio de Inculsión, Seguridad Social y Migraciones, 'Balance Ucrania. El Gobierno de España ha dado protección temporal a 200.620 personas huidas de Ucrania en los dos años de guerra', 26 March 2024, available at: <https://tinyurl.com/4m6ja3h3>.

198. Article 39(1), item 2 LAR.

199. The Hague Convention from 5 October 1961 (Apostille Convention), ratified by Ukraine.

200. National Center for Information and Documentation (НАЦІД), available at: <https://nacid.bg/en/>.

201. Information provided by Cyprus Refugee Council under the <https://www.helprefugeeswork.org/> initiative.

202. AIDA, *Country Report Cyprus, 2023, TPD annex*, available at: <https://bit.ly/3CNF8bv>.

the right to participate in adult education, vocational training or work experience programmes. The above rights shall be exercised provided that the posts are not filled by EU citizens or citizens of States bound by the Agreement on the European Economic Area, as well as by legally resident citizens of third countries who receive unemployment benefits.²⁰³

In **Germany**, since 1st June 2022 temporary protection beneficiaries have unrestricted access to the labour market. No limitations or further requirements apply for self-employment and for employees. The residence permit for temporary protection must include the annotation that access to the labour market is granted but this is merely of declaratory nature. Temporary protection beneficiaries are consequently treated equally compared to German nationals. They may for example make the same use of general support programmes (e.g., workshops on how to draft applications, search and information portals) or specific support programmes tailored to the needs of foreign workers (e.g. integration courses, vocational training). The Federal Employment agency created a website for those who fled Ukraine where all the information on access to the labour market and available support programmes is provided in different languages.²⁰⁴

In **France**, the decree of 1 April 2022 on TP²⁰⁵ was modified stating that requesting a specific authorisation to work is no longer necessary. The temporary residence permit mentions the person's immediate right to access to labour market.²⁰⁶ A similar practice is applied in **Hungary**: temporary protection beneficiary or applicant has the same rights regarding employment as Hungarian citizens do, except in the public service and civil servant sector where Hungarian citizenship is a requirement.²⁰⁷

In **Ireland**, having received their TP Certificate, BTPs are entitled to access the labour market on the same basis as Irish citizens. The Temporary Protection Certificate itself is adequate proof of entitlement to take up employment in the State. Beneficiaries of temporary protection are thus entitled to the full range of statutory employment rights and protections in the same manner as Irish employees.²⁰⁸ As of the 13th of March 2023, 18,101 beneficiaries of temporary protection had accessed the labour market in Ireland.²⁰⁹ As of the 4th of April 2024, 18,182 individuals had accessed the labour market. The following table provides a breakdown a breakdown of the sectors in which individuals were employed:²¹⁰

Financial, Real Estate, Administrative	2,687
Agriculture, Forestry and Fishing	319
ICT, Scientific and Recreation	1,058
Industry	2,831
Public Service, Education and Health	1,879
Construction	936
Wholesale, Transport and Accommodation	8,472
All Economic Sectors	18,182

While beneficiaries of Temporary Protection are entitled to access the labour market on the same basis as Irish citizens, there are certain regulated professions in which applicants must comply with certain criteria required by law prior to accessing employment. Examples include legal practice, medical practitioners, and teaching. When beneficiaries of Temporary Protection seek access to a regulated profession they must meet certain professional requirements. This may involve undertaking additional study or registration, depending on the particular profession.²¹¹

203. AIDA, *Country Report Greece, 2023, TPD annex*, available at: <https://bit.ly/3Zq7C3T>.

204. Federal Employment Office, *Unterstützung für Geflüchtete aus der Ukraine*, available at: <http://bit.ly/3QP4rNb>.

205. Decree of 1 April 2022 on the right to work of beneficiaries of a temporary protection, available in French at: <https://bit.ly/3ZuhEhh>.

206. Article R581-4 Ceseda; article L5221-2 Labour Code.

207. As provided in Section 39 (1) of Act CXCIX of 2011 on Public Service Officials and Section 20 (1) c.) of Act XXXIII of 1992 on Civil Servant Status.

208. Immigration Service Delivery, 'FAQ's – For Ukraine Nationals and Residents of Ukraine', 23 December 2022, available at: <https://bit.ly/3hMbVzK>.

209. Central Statistics Office, 'Temporary Protection granted to arrivals from Ukraine', 11 May 2023, available at: <https://bit.ly/3pMju0B>.

210. Central Statistics Office, 'Arrivals in Ireland Series 12, 4 February 2024', available at: <https://tinyurl.com/2r53f25n>.

211. Information provided by Irish Refugee Council Ukraine Support Team, April 2024.

In **Italy**, the right to work (subordinate or self-employed) is granted to beneficiaries of temporary protection, and to holders of the receipt certifying the permit application, waiting for the release of the permit. TP beneficiaries also have access to professional training or apprenticeships in companies.²¹² An important and novel development in Italy should also be highlighted: on 30 December 2023, Law 213/2023 allowed beneficiaries of temporary protection to convert the permits to stay into work permits to stay. According to the data provided by the Government after a public access request, from 30 December 2023 up to 7 March 2024, 303 requests of conversion had been submitted.²¹³

In **Portugal**, the TP Act establishes that BTPs have the right to work.²¹⁴ The law further determines that access to work by BTPs cannot be to the detriment of EU nationals and nationals from associated States and of foreign residents receiving unemployment benefits.²¹⁵ In principle, the only restriction on employment enshrined in the law impacting beneficiaries of temporary protection consists in limiting access to certain categories of the public sector for all third-country nationals.²¹⁶ Furthermore, beneficiaries of temporary protection benefit from the same conditions of employment as nationals, including salaries and working hours.²¹⁷ The law provides, however, for specific formalities in the case of employment contracts of third-country nationals such as the need for a written contract and its (online) registration with the Authority for Labour Conditions (*Autoridade para as Condições do Trabalho*, ACT).²¹⁸ Following the activation of the temporary protection regime, a number of legislative provisions were enacted regarding the recognition of qualifications and competencies of beneficiaries of temporary protection.²¹⁹ Accordingly, such requests have priority and are exempted from a number of bureaucratic requirements such as certification of documents issued by foreign entities, certification of copies, and recognition of translations. Applicants are also exempted from the payment of fees. A subsequent Decree-Law,²²⁰ further regulated the recognition of professional qualifications of beneficiaries of temporary protection, establishing, inter alia, procedures for situations of insufficient documentation due to the war.²²¹

In **Romania**, BTPs are issued a residence permit for a period of 12 months, with the possibility of extension, which also allows them to work. Ukrainian citizens who want to work in Romania do not need a work permit or visa. Access to the labour market is guaranteed under the conditions provided by law for Romanian citizens, although temporary protection beneficiaries cannot be employed in jobs that require Romanian or EU citizenship or in public institutions with attributions and responsibilities in national security sector. In 2023, a lower number of people registered with the regional state employment agencies (544 persons, compared to over 20,000 in the previous year).²²² A TP permit also serves as a work permit in **Sweden**.²²³ There are no official complete statistics on the number of temporary protection beneficiaries who are employed in Sweden. According to a survey made by the private organisation Ukrainian Professional Support Centre in January 2024, 50 % of the respondents (out of 1,607 adult respondents) were active in the Swedish labour market.²²⁴

A BTP status grants direct access to the labour market in **Slovenia**: when entering the labour market, Ukrainian nationals and other TP beneficiaries are entitled to the same range of statutory employment rights and obligations as other active job seekers and employees.²²⁵ Visa-scheme beneficiaries displaced from Ukraine are also permitted to work in **the UK**.²²⁶

Persons granted visas are entitled to equal treatment to nationals with regard to employment. Data for the period March 2022 to December 2023 shows the number of Ukrainians who had been issued with a National Insurance Number (required to work and claim benefits in the UK) since March 2022 and who then started paying tax through employment, broken down by age, gender and region. At the end of December 2023, there were 52,250 Ukrainians working and this comprised 37,850 females and 14,400 males. The largest age group

212. Article 4 letter g of LD no. 85/2003.

213. Response to a Foia access submitted by Asgi, 2024.

214. Article 14(1) Temporary Protection Act.

215. Article 14(2) Temporary Protection Act. It is unclear if this limitation is being applied in practice and how.

216. Article 15(2) Constitution and Article 17(1)(a) and (2) Act 35/2014.

217. Article 4 Labour Code.

218. Article 5 Labour Code.

219. Article 6 Decree-Law no.24-B/2022, 11 March 2022, available at: <https://bit.ly/3la6RL1>.

220. Decree-Law no.28-B/2022, of 25 March 2022, available at: <https://bit.ly/400F6mE>.

221. Ibid, article 4.

222. AIDA, *Country Report Romania, 2023, TPD annex*, available at: <https://bit.ly/3CM0buR>.

223. Aliens Act, Chapter 21 section 7.

224. Ukrainian Professional Support Center, 'Beredskapslyftet. Survey results January 2024', Survey available in English at: <https://bit.ly/3vgmyFD>.

225. AIDA, *Country Report Slovenia, 2023, TPD annex*, available at: <https://bit.ly/3ZbR0eG>.

226. Financial Times, 'UK companies join scheme helping Ukrainian refugees find jobs', available at: <https://bit.ly/3WGoQH7>.

was 35 to 44 years old of whom there were 20,350. The region with the highest number of employed Ukrainians at the end of December 2023 was London with 12,750.²²⁷ There are no specific exemptions from qualification recognition for Ukrainians.²²⁸

Challenges surrounding access to employment

Administrative and language barriers, lengthy bureaucratic procedures, the need for recognition of qualifications and restricted access to certain sectors of the labour market to the BTPs stand out as the most common factors impeding access to employment in 2023.

Administrative barriers and delays

In **Poland**, under the special TP regime, employers must inform within 14 days from the start of the work (7 days according to the amendment adopted in May 2024, in force since 1 July 2024) – a labour office about hiring a Ukrainian national (a 'notification procedure'). Work must be provided in accordance with the notice: it must be performed in no less time than indicated in the notice and paid no less than the remuneration indicated therein. The working time and remuneration can be proportionally increased.²²⁹ Since 1 July 2024, the remuneration should be no less than minimum wage and a change in the conditions of employment must be notified too. Having a PESEL number is not required to work in Poland under those new rules. The introduction of the notification obligation was seen as contrary to TPD by some authors.²³⁰

Certain administrative barriers and delays are also present in **Portugal**, impeding swift access to employment by BTPs. More specifically, there have been reported delays in the issuance of Social Security Numbers (NISS) and Tax Identification Numbers (NIF). Both are necessary to have, among others, effective access to the labour market. According to the same source, following contacts with relevant actors such as SEF and the Tax Services, the delays were mostly related to technological challenges that were being solved.²³¹

The need for a specific licence to access the labour market in **Malta** is one of the barriers experienced by BTPs, in the context of the lack of policies to facilitate access to the labour market for TP beneficiaries, and no specific professions have been exempted from qualification recognition. TP beneficiaries are not entitled to equal treatment to nationals concerning employment, meaning employment within the public service is not permitted.²³²

In **the Netherlands**, a beneficiary of temporary protection is allowed to work without a work permit²³³ as a paid employee. However, for self-employment, a work permit is required. Besides, there are no specific professions for which TP beneficiaries have been exempt from qualification recognition, whereas to take up some occupations, such as of a medical doctor, a BTP has to meet the requirement of C1 level of the Dutch language.²³⁴

Obtaining a separate work permit used to be an obligation in **Serbia**: the Asylum Act foresees that persons granted temporary protection are equal to foreigners with respect to the right to work and rights arising from employment and entrepreneurship.²³⁵ The Employment of Foreigners Act (EFA) explicitly states that persons who have been granted temporary protection are to be issued personal work permits for the duration of that status,²³⁶ however, in 2023, this obstacle was abolished, granting access to the labour market to the seekers of protection after 6 months.²³⁷ In **Switzerland**, persons with protection status can work immediately after

227. Department for Levelling Up, Housing and Communities, 'Analysis of Ukrainian nationals entering employment in the UK', 29 February 2024, available at: <https://tinyurl.com/yj8vdppn>.

228. Department for Levelling Up, Housing and Communities, 'Guidance for businesses offering work to people coming from Ukraine', 19 February 2024, available at: <https://tinyurl.com/563zchw5>.

229. Article 22(1) of the Special Law.

230. I. Florczak, J.K. Adamski, 'Mass influx of people from Ukraine: social entitlements and access to the labour market: Poland', in: I. Florczak, J.K. Adamski (eds), *Mass influx of people from Ukraine: social entitlements and access to the labour market*, Universita di Bologna 2024, available here: <https://bit.ly/4akZIAAd>, 313.

231. Ombudsman, *Relatório à Assembleia da República 2022*, pp.58-59, July 2022, available at: <https://tinyurl.com/4j5jexx6>.

232. AIDA, *Country Report Malta, 2023, TPD annex*, available at: <https://bit.ly/3Z7KzJJ>.

233. If an employer wants to employ a person from outside of the European Economic Area, a work permit is required. Amongst other things, a work permit entails the assessment whether an EU citizen could do the same work as the person who is aspiring for the work permit.

234. AIDA, *Country Report Netherlands, 2023, TPD annex*, available at: <https://bit.ly/3V9ZEt0>.

235. Article 65 Asylum Act.

236. Article 13(6) Employment of Foreigners Act.

237. AIDA, *Country Report Serbia, 2023, TP annex*, available at: <https://bit.ly/3Vb53jC>.

obtaining S status.²³⁸ To do this, they must obtain a permit from the cantonal employment office. The employment office checks whether the job offer is serious and whether the wage payments are appropriate. It is also possible to work as self-employed. The place of work is not tied to the place of residence. A person's salary is taken into account when calculating an individual's entitlement to social benefits.²³⁹

Whereas in the above cases, a separate work permit is necessary to get access to the labour market, certain sectors remain restricted for the BTPs, despite shortages of qualified specialists in such sectors as healthcare and education, among others. For instance, **French** law²⁴⁰ provides that working as a civil servant is mainly reserved for French nationals, subject to exceptions. Nowadays, work in the public service is more open to individuals who do not have French nationality. The remaining restriction concerns positions that are inextricably interlinked with "state sovereignty" i.e. defence, taxes, police, diplomacy etc. With the exception of these specific topics, beneficiaries are equal to nationals in all employment matters.

In **Romania**, similar restrictions apply to those who wish to work independently or as an employee, in such professions as doctor, dentist, pharmacist, general medical assistant, midwife, doctor veterinarian and architect.²⁴¹

Need for recognition of qualifications

In **Germany**, in some sectors foreigners, irrespective of the type of residence permit, need to recognise their qualifications in order to work in their former profession. Recognition is only necessary for legally regulated professions such as nursing or education.²⁴² However, a recognition of qualifications is always useful as it leads to more chances in the labour market. This requirement may constitute a practical hurdle to access the labour market.²⁴³ In **Sweden**, for work that requires certified skills, it is necessary to apply for and get a qualification recognition from the relevant Swedish Agency to work in this profession.²⁴⁴ No exemptions from qualification recognition regarding specific professions that would be specifically related to facilitated employment of persons with temporary protection have been implemented in 2023 in **Slovenia**, despite a serious shortage of staff in certain professions, such as healthcare workers,²⁴⁵ or in **France**.²⁴⁶

Other challenges

Lack of knowledge of a host country's language continued to represent another barrier to labour market access by BTPs in a number of countries, negatively affecting the level of awareness about respective laws and rights in the area of employment. This has been particularly the case in **Slovenia**, **Serbia**, **Poland**, and **Austria** (due to the lack of German courses and qualification measures, especially in rural areas),²⁴⁷ as well as in **Hungary**, where this also contributed to the mismatch between qualifications and secured jobs.²⁴⁸ Finally, traumatic experiences in Ukraine and the following poor mental health, or the problems with childcare were reported to be among other challenges in the area in **Poland**.²⁴⁹

238. Article 53(1) Ordonnance on admission, residence and employment; Federal Council, *Ukraine: le Conseil Fédéral active le statut de protection S pour les Ukrainiens*, press release, 11 March 2022, available in French (and German and Italian) at: <https://bit.ly/3XaEDgK>.

239. AIDA, *Country Report Switzerland, 2023*, "Status S" Protection annex, available at: <https://bit.ly/3CM0Nk9>.

240. Article L321-1 of public service code.

241. Art. VI para. (6) GEO 20/2022

242. More detailed information can be found on the official Federal Government website concerning professional recognition, available at: <https://tinyurl.com/9kwyybcs>.

243. AIDA, *Country Report Germany, 2023*, TPD annex, available at: <https://bit.ly/3ZoXbgK>.

244. Swedish Council for Higher Education, 'Reglerade yrken - Universitets- och högskoleråde', available in Swedish at: <https://bit.ly/43vAGau>.

245. However, even though this is not relevant to temporary protection beneficiaries, as they already enjoy free access to the labour market, it is worth mentioning the Employment, Self-employment and Work of Foreigners Act (Official Gazette of RS, No. 91/21 and 42/23) was amended in 2023 in order to simplify employment of foreigners. With the amendment, foreign nationals who are employed in the public sector, where there is a serious shortage of suitable staff, especially in health and social services (such as health centres, nursing homes etc.), will no longer be subject to the provisions of the amended law. Therefore, foreign nationals who will be employed in the public sector do not need to be granted consent for such employment from the Employment Service of Slovenia (ESS) anymore, making the process faster, as ESS needs to determine the education, language skills and qualifications of foreign nationals before granting consent.

246. AIDA, *Country Report France, 2023*, TPD annex, available at: <https://bit.ly/4eKHVQ1>.

247. Quarterly NGO exchange meeting organised by asylkoordination, unpublished

248. AIDA, *Country Report Hungary, 2023*, TPD annex, available at: <https://bit.ly/3VanPrk>.

249. L. Lukianova, 'Ukraińscy migranci wojenni na polskim rynku pracy. Szanse i ograniczenia', Rynek Pracy 187(4), available in Polish here: <https://bit.ly/4b9skbF>, 66, 75.

Measures facilitating access to employment

Despite persisting obstacles to labour market access, a number of facilitating measures to support labour market participation by the persons displaced from Ukraine emerged or continued to be implemented in 2023. One such measure was matching and information provision in **the UK**.²⁵⁰ In March 2024 a new scheme was launched providing skills training from top technology companies for Ukrainians.²⁵¹

In addition, the restrictions on certain sectors of the labour market were lifted, particularly due to the lack of qualified specialists. This was the case in **Hungary, Poland** and **Italy** among others. In **Hungary**, the integration of healthcare professionals has been facilitated by the government by introducing some rules which make it easier for the healthcare professionals who fled Ukraine to start working in Hungary.²⁵²

Access to sanitary professions is facilitated according to Art. 34 of Decree-Law 21/2022, which provided for a derogation from the discipline of the recognition of professional health qualifications, stating that public or private health structures can hire with fixed-term contracts Ukrainian doctors, nurses and OSS residents in Ukraine before 24 February 2022 and in possession of the European Qualifications Passport for Refugees.²⁵³ The facilitation was extended also for 2024.²⁵⁴

Some facilitating measures were also provided in **Poland** by the Special Law regarding BTPs' access to the following occupations:

- a. doctors and dentists (Articles 61-63),
- b. nurses and midwives (Article 64),
- c. psychologists (Article 64a, only until 24 August 2023, and again from 1 July 2024 to 30 September 2025),
- d. academic teachers and researchers (Article 46-49),
- e. school teachers' assistants if they know the Polish language (Article 57-57a²⁵⁵),
- f. miners (Article 23b),
- g. persons working in public offices (Article 23a),
- h. persons working in the foster care system (upon the consent of specified authorities, Article 27(9-16) of the Special Law).²⁵⁶

Some of those facilitations apply to all Ukrainian nationals having particular qualifications, others apply only to special temporary protection beneficiaries or Ukrainian nationals legally staying in Poland. At the same time, the beneficiaries of the general TP in Poland (third-country nationals under the Act on Protection) can work without any work permit or notification obligation. There are no limitations or additional obligations in this regard. They can also run a business under the rules on business activity applicable to non-Polish nationals.²⁵⁷

250. Department for Levelling Up, Housing and Communities, 'Guidance for businesses offering work to people coming from Ukraine', 6 May 2022, available at: <https://bit.ly/3MXL5oJ>.

251. GOV.UK, 'UK-Ukraine TechBridge launches skills training for tech careers', 14 March 2024, available at: <https://tinyurl.com/33b48ddk>.

252. AIDA, *Country Report Hungary, 2023, TPD annex*, available at: <https://bit.ly/3VanPrk>.

253. Article 34 DL 21 of 21 March 2022.

254. Article 1, par. 395 -396 of L. 213/2023.

255. Article 57a of the Special Law, in force since 1 September 2024.

256. AIDA, *Country Report Poland, 2023, TPD annex*, available at: <https://bit.ly/4g4ed9A>.

257. Article 14 of the Act on Protection, Ustawa z dnia 6 marca 2018 r. o zasadach uczestnictwa przedsiębiorców zagranicznych i innych osób zagranicznych w obrocie gospodarczym na terytorium Rzeczypospolitej Polskiej, available in Polish here: <https://bit.ly/3prfy5q>.

Overview of measures developed to facilitate BTPs' access to employment

Country	Number of people employed	Language courses	Vocational training	Need for recognition of qualifications
AT	16,311	Yes	Yes (under certain conditions)	No (equal treatment with workers in EUMS)
BE	22,134	Yes	Yes	No (except for certain occupations)
BG	Information not available	Information not available	Yes	No (only legalization of university diplomas)
CY	Information not available	No	Yes (however, not organised in practice)	No
DE	197,660 (as of August 2023)	Yes	Yes	Only in certain sectors (e.g. education and nursing)
ES	20,593	Information not available	Yes	No
FR	17,438	Information not available	Information not available	No
GR	Information not available	Information not available	Yes	No
HR	556	Yes	Yes	Yes
HU	Information not available	Information not available	Information not available	No
IE	18,101 (as of 13 March 2023)	Yes	Yes	No (only for certain occupations)
IT	Information not available	Information not available	Yes	No
MT	Information not available	Information not available	Information not available	No
NL	Information not available	Information not available	Information not available	Yes
PL	970,000 ²⁵⁸	No ²⁵⁹	Information not available	Yes (with certain sectors exempted)
PT	Information not available	Yes	Yes	Facilitated recognition
RO	2,666	Information not available	Yes	No
SE	Information not available	Yes	Yes	Yes
SI	101	Yes	Yes	Yes
UK	52,250	Information not available	Information not available	Yes
CH	8,417 (as of 4 January 2024)	Information not available	Yes	Information not available
SR	Information not available	Information not available	Yes	Information not available

Source: AIDA.

A flexible approach to documents proving qualifications is another facilitating measure that should be highlighted: in **Romania**, Ukrainian citizens who do not have documents proving their professional qualification or experience do not require a work permit for a period of 12 months, with the possibility of extension, by periods of 6 months, for a maximum of one year. They have to provide an affidavit of their professional qualification and experience and that they do not have a criminal record that is incompatible with the activity they carry out or are going to carry out in Romania.²⁶⁰

258. This refers to the overall number of Ukrainian nationals employed in Poland as of February 2023. Source: Ministry of Family and Social Policy, 'Polityka społeczna w cieniu wojny w Ukrainie', 24 February 2023, available here in Polish: <https://bit.ly/3MannoV>.

259. With the exception of Ukrainian doctors, dentists, nurses and midwives who can have their Polish lessons co-financed from a state budget (Article 22i of the Special Law).

260. Art. VI para. (3) GEO 20/2022.

Employment counselling was also carried out, among others, in **Austria, Belgium, Sweden, Switzerland, the Netherlands, Spain, France, Croatia and Hungary**. In **Sweden**, the private adult education organisation Folkuniversitetet conducted a free programme, 'Work for Ukrainians', in several places across the country. The programme ended in September 2023 and was co-funded by the European Social Fund. The programme included individual coaching, skills mapping, language training, skills development and validation, as well as matching with employers,²⁶¹ whereas in **Switzerland**, there are still state and private internet platforms with job offers for status S beneficiaries. In addition, those seeking protection and status S beneficiaries are supported by state social workers in their search for work.²⁶² In **Serbia**, assistance is to be provided by the Commissariat for Refugees and Migrations and includes help gathering all the necessary documents for registration with the National Employment Service (NES), the recognition of foreign degrees, enrolling in additional education programmes and courses in line with labour market requirements and engaging in measures of active labour market policy.²⁶³

NGO activities in the area were also carried out in **the Netherlands**, with several initiatives including RefugeeWork²⁶⁴ that support beneficiaries of international protection in their job search, and that can also be accessed by TP beneficiaries.²⁶⁵ To provide similar assistance, the **Austrian** Integration Fund (ÖIF) and NGOs have counselling centres for Ukrainians that focus on labour market placement, job orientation, support with job applications, etc.²⁶⁶

In **Germany**, The Federal State of Berlin has initiated a counselling centre for 'Migration and Good Work' that, in general, shall help immigrants in precarious working situations exercise their labour and social rights. In this context, they have published specific informational sheets for people fleeing from Ukraine concerning German labour law and the protection against undocumented and exploited labour.²⁶⁷ In **Spain**, the organisation Accem started a collaboration with the Adecco Foundation through a project named 'Sponsorship of Ukrainian Families' (*Apadrinamiento Familias Ucrainianas*), aimed at developing complementary actions to Accem's employment plan through labour intermediation, to foster an effective attention to Ukrainian refugees.²⁶⁸

To facilitate access to the labour market in **France**, Pôle emploi (the Employment Office) has developed an online questionnaire (in **French** and **Ukrainian**), in order to identify the wishes, diplomas, skills and professional experiences of persons with temporary protection. Depending on the assessment, Pôle emploi can provide support for the job search.²⁶⁹ In turn, the **Croatian** Employment Service created leaflets in Ukrainian listing all the services it provides as well as a website with information related to the possibility of work, employment and support and application forms were translated into Ukrainian. Furthermore, the Service joined the pilot project "EU Talent Pool",²⁷⁰ which was initiated by the European Commission to map and identify the skills and abilities of persons displaced from Ukraine to facilitate their employment in the EU. In 2023, the Croatian Employment Service continued to participate in the project and recorded five applications from Ukrainian citizens.²⁷¹

Finally, language courses were provided in certain countries, including **Portugal**, where BTPs can enrol into certified Portuguese courses.²⁷²

Anti-exploitation measures

Whereas there is limited information related to the availability of anti-exploitation measures in the area of employment put in place to address the vulnerabilities of persons displaced from Ukraine, certain services are available in **Austria** in cases of exploitation, including counselling services from the Vienna Chamber of

261. Folkuniversitetet, 'Work for Ukrainians', available at: <http://bit.ly/3JMSMLM>.

262. See for example Randstad, *Jobs for ukrainians*. Робота для українців, available at: <https://bit.ly/3XAuvOo>; and Jobrapido, available at: <https://bit.ly/3CT0Nw2>.

263. Article 7 Integration Decree.

264. RefugeeWork, available at: <https://www.refugeework.nl/en>. Information is available in several languages, such as Ukrainian.

265. See: <https://bit.ly/4bjZXY5>.

266. Tralalobe, 'Brave Jobberatungsstelle', available in German at: <https://bit.ly/3JK6lqg>.

267. Berliner Beratungszentrum für Migration und Gute Arbeit, *Flyer zum Schutz vor undokumentierter Arbeit*, available at: <https://tinyurl.com/mvmjmt8a>; Berliner Beratungszentrum für Migration und Gute Arbeit, *Flyer zum Arbeitsrecht für neuankommende Menschen aus der Ukraine*, available at: <https://tinyurl.com/y9fbkup3>.

268. Information provided by Accem in March 2023.

269. AIDA, *Country Report France, 2023, TPD annex*, available at: <https://bit.ly/4eKHVQ1>.

270. European Commission web page: <https://bit.ly/3HrbSqw>.

271. Information provided by the Croatian Employment Service on 15 January 2024.

272. Further information on identification of relevant courses and opportunities is available at: [Justiça.gov.pt](https://www.justica.gov.pt), *Acolhimento e integração de cidadãos ucranianos em Portugal*, available at: <https://tinyurl.com/68jx7baa> (Learning Portuguese section).

Labour and the Undok association that can be used free of charge.²⁷³ In **Germany**, the Federal Government maintains a service centre against labour exploitation, forced labour and human trafficking which, however, is not specifically focused on BTPs.²⁷⁴ In **Hungary**, Menedék Association launched a project²⁷⁵ called SAFEmployment Hungary specifically to tackle and prevent the potential labour exploitation of the population fleeing Ukraine.²⁷⁶

However, no specific measures have been put in place in **Cyprus, Ireland, Switzerland** and **France**, to address the risks or instances of labour exploitation among BTPs, whereas usually it is left to the competence of regular employment authorities.

This section provided an overview of the policies and the key developments in the area of access to the labour market by the BTPs and identified key trends pertaining to this critical socio-economic right. The key developments in 2023 included an increased level of employment (**NL, PL, RO**), as well as the possibility of converting TP-based permits into employment-based ones (**PL** and **IT**). The identified good practices encompass the ensured direct access to the labour market via the abolished need for a work permit (**AT, SR, FR, HR**), cancelled restriction to access certain sectors such as healthcare, education, etc, with specific measures introduced to facilitate BTPs involvement in them (**IT, HU, PL**) as well as ensured access to vocational training in most of the countries, to counselling (**HR, SE, SI**). Additionally, a flexible approach to recognising documents related to acquired degrees and qualifications stood for another facilitating factor (**PT, RO**).

Nevertheless, a number of challenges in the area persisted: certain administrative barriers remained, including the need for work permits or licences to access the labour market (e.g., **MT, CH**, and **NL** in case of self-employment) as well as additional administrative obligations for employers in case of hiring third-country nationals including BTPs, which in turn contributed to illegal employment (**PL**). Administrative delays in following the necessary formalities by the authorities (**PT**) and restrictions on access to certain sectors by BTPs (public service, civil service – mainly, where, for instance, the citizenship of the host country may be required – in **HU, FR, PT**) were also reported, with additional requirements of diploma and qualifications recognition (healthcare, education – e.g., in **IE, DE, BE, MT, NL, RO, SE, SI**), despite shortages of qualified specialists in these areas. Moreover, there were no exemptions for qualification recognition requirements for the persons displaced from Ukraine (**SE, UK, FR**).

Finally, lack of measures to prevent exploitation (**IE, CH, CY**), differentiating TP regimes with restrictive approaches to certain groups among the persons displaced from Ukraine, which has been considered against the TPD (**PL**), language barrier (**SI, SR, AT, HU, PL**), traumatic experiences and caregiving responsibilities were identified as other challenges to the labour market in integration, alongside the persisted phenomenon of overqualification reflected in the mismatch between qualifications and secured jobs.²⁷⁷

Access to education

Article 14(1) of the TPD requires member states to grant all persons aged under 18 and entitled to temporary protection access to the education system under the same conditions as their own nationals.²⁷⁸ To grant access to this right, countries with TP and equivalent statuses put in place a number of measures aimed at expanding the available schooling capacities, facilitating the recognition of previously acquired education (particularly in case of missing documents) and providing access to language courses. In higher education, most countries ensured access to universities on equal grounds with nationals, in some cases exempting TP holders from tuition fees and developing complementary *ad hoc* measures to support those affected by the war.

However, significant challenges remained in 2023, at all levels of education (school system, vocational and higher education). Low enrolment rates in schools among displaced children remained one of the key challenges, particularly in **PL, BG, FR**, and **PT**, which in **AT, BG, DE, FR, HU**, and **MT** was linked to the fact that many Ukrainian children still attend Ukrainian school via online tools. Lack of equivalence between Ukrainian and foreign schooling systems, the need to verify foreign educational progress, limited capacity at

273. Arbeiterkammer, website available in German at: <https://bit.ly/3whPnlh> and UNDOK, 'Aktuelle Veratungsinfos', 12 January 2023, available in German at: <https://bit.ly/3UH5Qc1>.

274. AIDA, *Country Report Germany, 2023, TPD annex*, available at: <https://bit.ly/3ZoXbgK>.

275. Safemployment Hungary project on Menedék Association's website: <https://bit.ly/3YiGMax>.

276. Information received from Next Step Hungary Association by the HHC on 6 February 2023.

277. European Migration Network – OECD Joint Inform "Labour market integration of beneficiaries of temporary protection from Ukraine", May 2024, available at: <https://bit.ly/3BeR6dH>.

278. Council Directive 2001/55/EC, op.cit.

schools and insufficient staffing in the area of education represented other important issues. Finally lack of support including to overcome language barriers (**AT**, **GR**, **MT**, **SI**, **SR**) and lack of support for Ukrainian children with disabilities (**PL**) were among the additional impediments to accessing school systems, whereas administrative barriers continued to remain an obstacle to inclusion in vocational training and higher education.

The following sections provide an overview of the key challenges surrounding access to education for children, as well as in the areas of vocational and higher education. They also underline the facilitating measures developed to ensure direct access to education systems by persons displaced from Ukraine.

Education for children

Education for children is both a right and an obligation in most of the countries covered in this overview. This implies that children who fled Ukraine are supposed to be enrolled in a relevant institution. While several facilitating measures have been developed to ensure a speedy assessment of educational levels, vulnerabilities and language skills of children, a range of issues in this area remain, including the limited capacity of schools. Moreover, due to the need to follow both curricula (the Ukrainian one online and the host country curriculum in person), children bear an increased burden. Finally, there are significant administrative and language barriers, as well as the need for long commutes to the location of study.

Following both Ukrainian and local curricular

In **Austria**, many children attend school in the morning and school in Ukraine via online tools in the afternoon.²⁷⁹ Some of the children are under a lot of stress. In some cases, there have been reports of parents putting a lot of pressure on and obliging their children to follow the lessons from Ukraine rather than the lessons in the Austrian schools or both. This has to be understood in the general context and the general waiting dilemma that displaced persons are currently facing.²⁸⁰

For the same reason as following the Ukrainian curriculum, there is a small number of children with temporary protection enrolled in **Bulgarian** schools and kindergartens due to the resumption of distance learning organised by the schools in Ukraine, as well as the requirement of the Ministry of Health to unify the immunization calendars between the two countries. Therefore, the two main obstacles for Ukrainian children to make use of the local education system are the national differences between vaccination schedules²⁸¹ and school curricula. Especially the latter motivated many parents to keep their children enrolled in the largely available and accessible Ukrainian online education forms, to avoid any delays in their educational path.²⁸² In **Hungary**, some Ukrainian parents prioritize Ukrainian online education over Hungarian one, in the hope of their return to Ukraine soon.²⁸³ In **Poland**, 53% of Ukrainian children in October 2023 were not enrolled into the schooling system.²⁸⁴

In **France**, the issue was reflected in a report published in October 2023, in which a member of the Parliament expressed concern about the drop in the number of children in school and warned of the risks of dropping out of school which should be the subject of an in-depth investigation.²⁸⁵ The concern of low or non-enrolment in schools is also relevant for **Malta** and **Portugal**.²⁸⁶

Language barrier

In **Austria**, due to the lack of knowledge of German, children have had to repeat classes or were downgraded to a lower school level.²⁸⁷ In **Greece**, the language barrier is an important challenge too. Accommodation in camps also poses an issue as camps are remote without appropriate options for commuting and so access to

279. Wiener Zeitung, 'Gekommen um zu bleiben', 22 February 2023, available in German at: <https://bit.ly/3zJI3go>.

280. SN.at, 'Die große Sehnsucht nach zu Hause', 2 January 2024, available in German at: <https://bit.ly/3UG8ejr>.

281. Ministry of Health, Mandatory vaccination schedule, available in Bulgarian at: <https://bit.ly/3OT1g6f>.

282. AIDA, *Country Report Bulgaria, 2023, TPD annex*, available at: <https://bit.ly/4eSIB75>.

283. Information received from the Jesuit Refugee Service by the HHC on 12 April 2024.

284. CEO, NRC, 'Uczniowie uchodźczy z Ukrainy w polskim systemie edukacji', October 2023, available in Polish here: <https://bit.ly/3wkQvEZ>, 5.

285. Assemblée Nationale, *Avis présenté au nom de la commission des affaires étrangères sur le projet de loi de finances pour 2024 (n°1715)*, 11 October 2023, available in French at: <https://bit.ly/4bDIYRx>.

286. Information provided by UNICEF to the 2023 AIDA Update. In 2023, UNICEF prepared an awareness-raising video in this regard. Available at: <https://tinyurl.com/ysvxfpkh>

287. *Stabsstelle Ukraine Flüchtlingskoordination, Quartalsbericht 02.23*, unpublished.

school is problematic. The HELIOS project requires beneficiaries to rent apartments on their own.²⁸⁸ Language barrier is reported to be one of the main barriers to accessing **Hungarian** (public) education of any level.²⁸⁹ Language barrier has also been named among the key barriers to access education in **Malta**, **Slovenia**, **Switzerland**, and **Serbia**.

Other challenges

Lack of preparatory classes is one of the challenges reported in **Belgium**: first, preparatory classes are saturated, meaning that some beneficiaries are put on waiting lists and – unless home-schooling is a possibility – do not in practice access the education system. These are the same preparatory classes that are offered to other newcomers. Moreover, if a guardian (of which there is also a shortage) has not been appointed for an unaccompanied minor, this may cause problems in practice (such as payments and school trips abroad). Foster caregivers can however make decisions about parenting in cases of urgent necessity, with notification to the parents.²⁹⁰

At the same time, the **Bulgarian** school system in general suffers huge deficiencies in providing alternative forms of education to children with special needs,²⁹¹ whereas in **Germany** there is overall lack of teachers: in the Federal State of North Rhine Westphalia for example, around 6,700 educational jobs remained vacant in June 2023.²⁹² The KMK predicted in December 2023 that up to 68,000 teachers will lack until 2035.²⁹³ The lack of staffing was also reported in **the Netherlands**, whereas in **Greece**, it has been pointed out that in some cases small school units are unable to accommodate all children because of lack of capacity. The phenomenon of schools being reluctant to accommodate refugee children does not apply to children from Ukraine.²⁹⁴

Lack of support for Ukrainian children with disabilities was also reported as a recurrent problem, in some cases resulting in the exclusion of this group from the education system, particularly in **Poland**.²⁹⁵

Facilitating measures

In **Belgium**, BTPs are obliged to enrol in education within 60 days after registration in their municipality, regardless of whether this is distance learning (for which there are no formal obligations on specific subjects or books),²⁹⁶ or enrolment in the Belgian education system through home-schooling or physical classes.²⁹⁷ If a child has special needs, the Centre for Student Counselling can redirect the person to a school more adapted to the child's needs. The procedure for such enrolment is temporarily simplified, not requiring a medical diagnosis.²⁹⁸ The schools for special needs are mainly for children who, temporarily or permanently, require special assistance because of: (1) a physical or mental disability, (2) serious emotional or behavioural problems, and (3) severe learning disabilities. With the influx of displaced persons, these schools have extra personnel providing (para)medical, social and psychological support.²⁹⁹

Different programmes exist for foreign children to facilitate their integration into the **German** school system. In several Federal States "Welcome Classes" or "Preparation classes" exist where the schedule is tailored to the needs of children whose mother tongue is not German. In other Federal States children are directly integrated into regular classes and attend German language courses on the side.³⁰⁰

In **Spain**, the Asylum Language Learning Service signed an agreement with the Cervantes Institute and the Spanish Red Cross to support the process of socio-cultural integration of people arriving from Ukraine through

288. AIDA, *Country Report Greece, 2023, TPD annex*, available at: <https://bit.ly/3Zq7C3T>.

289. AIDA, *Country Report Hungary, 2023, TPD annex*, available at: <https://bit.ly/3VanPrk>.

290. Article 387 Quinquies Civil Code, 21 March 1804, available in French and Dutch at: <https://bit.ly/3KJp8ZN>.

291. UNICEF, *Обучение на деца със специални образователни потребности в дигитална среда*, published on 18 June 2020, available at: <https://uni.cf/3JJrJlv>.

292. Tagesspiegel, *Man kann die Lage nicht aushalten – Viele Schulden sind überfordert durch die enorme Zahl geflüchteter Kinder*, 16 June 2023, available in German at: <https://tinyurl.com/ye26ewwa>.

293. Deutsches Schulportal, *Lehrermangel verschärft sich weiter – bis 2035 fehlen 68,000 Lehrkräfte*, 6 March 2024, available in German at: <https://tinyurl.com/25nkxj2j>.

294. AIDA, *Country Report Greece, 2023, TPD annex*, available at: <https://bit.ly/3Zq7C3T>.

295. Fundacja Dajemy Dzieciom Siłę, *'Dzieci się liczą 2022'*, 2022, available in Polish here: <https://bit.ly/3UDrIE0>, 359-360.

296. Flemish Government, *Home schooling for Ukrainians*, available in Dutch at: <https://tinyurl.com/y2r8ry3f>

297. Article 1 § 7 Law of 29 June 1983 on compulsory education (amended 23 March 2019) available at: <http://bit.ly/3jpxYRb>.

298. For Flanders, see: <https://bit.ly/3kS0fQS>; for Wallonia, see: <http://bit.ly/3kVpGkC>.

299. Flanders education government page, *Ukraine crisis: lower- and secondary education*, available in Dutch at: <https://bit.ly/3kS0fQS>.

300. Deutschlandfunk, *Wie geflüchtete Kinder aus der Ukraine in Deutschland beschult werden*, 7 June 2023, available in German at: <https://tinyurl.com/3rttjsrd>.

free Spanish language courses for foreigners. In April 2023 it was announced that the Plan 'Andalucía with Ukraine', adopted by the Autonomous Community of Andalucía following the outbreak of the war to support persons fleeing the country, had allowed access to schooling to more than 3,100 Ukrainian children.³⁰¹

In **Cyprus**, afternoon Greek language courses have also been set up by the Ministry of Education for Ukrainians, for both adults and children.³⁰² Furthermore, children from Ukraine can access psychological support provided by the Educational Psychology Service of the Ministry of the Ministry of Education that can be accessed through the school in which the child is registered.³⁰³ Similarly, in **Croatia**, students attend preparatory classes for the Croatian language in the school where they are enrolled. The school that conducts preparatory classes is obliged to request the consent of the Ministry of Science and Education to hold these classes, for a duration of 70 hours.³⁰⁴ Language classes to support the integration into the schooling system were also organised in **Poland** and **Sweden**.

Financial assistance to support integration into the schooling system in **Croatia** included co-financing the program to provide additional support to primary and secondary school students displaced from Ukraine in the 2023/2024 school year. The decision is aimed at co-financing providing additional support and ensuring the social integration of students displaced from Ukraine.³⁰⁵ Furthermore, on 29 June 2023, the Ministry of Science and Education adopted a decision on the financing of textbooks for secondary schools and other educational materials for primary and secondary schools for students displaced from Ukraine for the school year. 2023/2024.³⁰⁶ Similarly, in **Serbia**, the assistance provided to children includes the provision of textbooks and educational material, assistance in having foreign degrees recognised, learning support and financial support for engaging in extracurricular activities.³⁰⁷

To support the integration process of minors in **Italy**, in a particular state of fragility or emotional shock, the possibility of organising psychological support courses within the schools is foreseen. As an emergency measure, the Ministry of Education allocated an initial loan of one million euros to be assigned to educational institutions significantly involved in the reception and integration of Ukrainian minors.³⁰⁸

Access to vocational education

In addition to ensuring access to education for persons under 18, the TPD also stipulates that, in line with Article 14 (2), member states may allow adults enjoying TP status to access the general education system.³⁰⁹ To facilitate the continuous training and education of adults and in addition to measures ensuring vocational training in some countries, access to higher education has therefore been granted through a set of facilitating measures in most of the countries under comparison.

As indicated in the table in the previous section ("Employment"), in **Austria**, vocational training for adults is possible, but if the salary is included it gets more complicated: the employer then needs to apply for a working permit and if the beneficiary is receiving basic care, only € 110 can be earned without reduction of the basic care support.³¹⁰ Another obstacle to taking up training and jobs is the lack of assisted transportation.³¹¹ In **Belgium**, BTPs may also enrol in adult education: in relation to vocational training and above-age education beneficiaries, there is an adult education fee exemption for those who enjoy temporary protection. Beneficiaries may take Dutch (in Flanders) and French (in Wallonia) as a second language and other courses offered by the adult education centres.³¹² In **Bulgaria**, the law provides access to education and vocational training for all TP

301. Junta de Andalucía, 'El 'Plan Andalucía con Ucrania' permite la escolarización de más de 3.100 niños ucranianos', 18 April 2023, available at: <https://shorturl.at/horzl>.

302. Ministry of Education, Sport and Youth, information available in Greek at: <https://tinyurl.com/4hmmymd2>.

303. Ministry of Education, Sport and Youth, Educational Psychology Service, *Educational Psychology Service*, available at: <https://tinyurl.com/bdfd3h88>.

304. Article 43 Act on Education in Elementary and Secondary Schools.

305. The Ministry of Science and Education, Decision on co-financing the program for providing additional support to primary and secondary school students displaced from Ukraine in the 2023/2024 school year, published on 24 August 2024, available at: <https://bit.ly/3LvUqmp>.

306. The Ministry of Science and Education, Decision on the financing of textbooks for secondary schools and other educational materials for primary and secondary schools for students displaced from Ukraine for the school year 2023/2024, available at: <https://bit.ly/3Wc2cld>.

307. Article 6 Integration Decree.

308. Ministry of Labour, report on unaccompanied minors, December 2022, available at: <http://bit.ly/3kol1b5>.

309. Council Directive 2001/55/EC, op.cit.

310. AIDA, *Country Report Austria, 2023, TPD annex*, available at: <https://bit.ly/410PKxH>.

311. *Stabsstelle Ukraine Flüchtlingskoordination, Tätigkeitsbericht März bis Dezember 2022*, unpublished.

312. AIDA, *Country Report Belgium, 2023, TPD annex*, available at: <https://bit.ly/4eXE0zu>.

beneficiaries without any conditions or criteria to access it or limitations based on age.³¹³ Preparatory classes for vocational training, integration classes, language courses, support in applications for jobs and educational programs and search platforms for universities and vocational training programs are also accessible for BTPs in **Germany** since June 2022.³¹⁴ In **Ireland**, all BTPs are eligible to access higher education and vocational training on the same basis as Irish citizens, provided they undertake a mandatory English language exam.³¹⁵

BTPs may participate in free vocational training courses in **Romania**³¹⁶ organised by the National Employment Agency (ANOFM) if they are registered with one of the territorial employment agencies. Registration at the county employment agencies is done based on the identity card, passport or any other document that certifies their identity.³¹⁷ Finally, while the Law provides for access to education/vocational training for adults in **Cyprus**,³¹⁸ in practice those have not been organised specifically for beneficiaries of TP.³¹⁹

Measures of support in higher education

Whereas in most countries BTPs may enrol at university on the same footing as the nationals of a given country, in rare cases the rules for third-country nationals apply, particularly with regard to enrolment fees. In contrast, the situation in **Austria** demonstrates the practice of fee exemption for displaced persons from Ukraine.³²⁰

Access to higher education	
No student enrolment fee for BTPs or fee equivalent to the standard fee for nationals of the country	Student enrolment fee for BTPs equivalent to the one for third-country nationals
AT, BE, HR, HU, IE, IT, MT, NL, PT, UK, SR, SI, SE	BG, CH

Source: AIDA.

Whereas access to higher education is guaranteed in **Switzerland**, it requires the same prerequisites as foreigners. There are various specific information portals for status S beneficiaries at colleges and universities.³²¹

Tuition fee exemption for BTPs in the area of higher education was introduced in **Slovenia**,³²² similarly, displaced persons from Ukraine do not have to pay for students' fees in **Austria**.³²³ This regulation was prolonged in 2023/24.³²⁴ In **Belgium**, whereas some educational degrees require passing mandatory exams as a prerequisite for enrolment (e.g. dentistry, medicine),³²⁵ the enrolment fee is equivalent to the standard fee that Belgian students pay (rather than the fee for third-country nationals). Moreover, diploma recognition procedures, as required also for certain jobs, are free for beneficiaries.³²⁶

In **Ireland**, support offered to Ukrainian students who commenced their studies in the 2021/2022 academic year will be extended to new entrants for the 2023/24 academic year. This includes payment of tuition fees in respect of full-time higher education, a financial stipend for qualified persons undertaking a full-time course in a publicly funded higher education institution, and the bursary for qualified persons pursuing a post-leaving certificate course (PLC). The financial support rates were maintained at the same level as the previous year.³²⁷

313. Article 39(1), item 2 LAR.

314. Section 7 (1) Social Code II.

315. AIDA, *Country Report Ireland, 2023, TPD annex*, available at: <https://bit.ly/416glJx>.

316. Art 133 para. (1) c) Asylum Act.

317. Romanian Government, Work in Romania, available in Romanian and Ukrainian at: <https://bit.ly/3IJLA3q>.

318. Article 20H (1)(β), Refugee Law.

319. AIDA, *Country Report Cyprus, 2023, TPD annex*, available at: <https://bit.ly/3CNF8bv>.

320. Federal Ministry of Education, Science and Research, 'Ukrainische Studierende auch im Wintersemester 2023/24 von der Studienbeitragspflicht befreit', available in German at: <https://bit.ly/3KuEZKi>.

321. See for example Perspectives – Studies, available at: <https://bit.ly/3XHjryF>; ZHAW, *Admission of students from Ukrainian universities as visiting students at the ZHAW*, available in English at: <https://bit.ly/3Xm2avy> and <https://bit.ly/40VpQZB>.

322. AIDA, *Country Report Slovenia, 2023, TPD annex*, available at: <https://bit.ly/3ZbR0eG>.

323. Federal Ministry of Education, Science and Research, 'Ukrainische Studierende auch im Wintersemester 2023/24 von der Studienbeitragspflicht befreit', available in German at: <https://bit.ly/3KuEZKi>.

324. Federal Ministry of Education, Science and Research, 'Wichtige Fragen und Antworten für Studierende und Forschende', available in German at: <https://bit.ly/3whkjSK>.

325. Flanders education government page, *conditions of admission to higher education*, available in Dutch at: <http://bit.ly/3JuRrLa>.

326. Naric-Flanders, *information on the recognition of Ukrainian diploma's*, available at: <http://bit.ly/3IHuXUW>.

327. Department of Further and Higher Education, Research, Innovation and Science, 'Ukraine Student Fees and Financial Support Update', 11 September 2023, available at: <https://tinyurl.com/3zztc3rh>.

People who would benefit from enrolment into a higher education institution in **France** may be accommodated in public student accommodation available through the CROUS (within the limits of existing capacities) and Île-de-France by the CIUP (International Student Housing Centre of Paris) depending on available places. They are also able to benefit from housing allocations ('APL'). Besides, a specific emergency aid of up to € 500 may also be requested from the CROUS.³²⁸ At the same time, BTPs in **Portugal** can submit an application for "student in an emergency situation for humanitarian reasons" status,³²⁹ which may be granted with exemption from some of the regular admission requirements, such as knowledge of the teaching language, and specific academic qualifications.³³⁰ Similarly, in **Sweden**, BTPs are not obliged to pay study fees to universities.³³¹

Ad-hoc scholarships to support Ukrainian refugees were introduced among others in **Cyprus**,³³² **Germany**,³³³ and **Hungary**.³³⁴ Besides, Ukrainian students enjoying special temporary protection in **Poland** can apply for a social scholarship and student loan (Article 41(10-12) of the Special Law). Moreover, they can be admitted to study in Poland without proper documentation confirming their education progress in Ukraine, upon verification of their achieved learning outcomes (Article 45).³³⁵

However, certain challenges surrounding access to higher education remained in 2023. In **Bulgaria**, this stemmed from the fact that access to university education was not facilitated for TP beneficiaries: universities enjoy academic autonomy guaranteed by law.³³⁶ This means that universities themselves decide the conditions for the admission of students, tuition fees, the organization of the educational process, the certification of teachers and the awarding of an academic degree, as well as all other issues of the management of the specific higher education institution. Moreover, recognizing the medical qualifications of people fleeing the war in Ukraine remains cumbersome despite the shortage of qualified medical staff in Bulgaria, particularly in rural areas, whereas this issue has been addressed by respective Recommendations from the European Commission on the recognition of qualifications for people fleeing Russia's invasion of Ukraine.³³⁷ In addition, the need to pass exams to enrol in a degree preavilingly for medical professions was reported among others in **BE**, **BG**, **PT**, and **GR**, while requests to provide previous transcripts (**PT**) as well as the language barrier (**FR**, **PT**, **HU**, **GR**) stood for other challenges in the area.

328. AIDA, *Country Report France, 2023, TPD annex*, available at: <https://bit.ly/4eKHVQ1>.

329. Request for registration for temporary protection is not sufficient. See: Agência Nacional ERASMUS+, *Nota Estudantes em situação de emergência humanitária*, p.2, available at: <https://bit.ly/3ZDYnL3>.

330. Ibidem.

331. Ordinance 2010:543 (Förordning om anmälningssavgift och studieavgift vid universitet och högskolor), Section 2 and 5 of available in Swedish at: <http://bit.ly/3ZerPpP>.

332. Frederick University, *Support measures for students affected by the war in Ukraine*, 9 March 2022, available at: <https://bit.ly/40d0O7C>.

333. Justus-Liebig-Universität, *MA Scholarship for Ukrainian Refugee Students at the University of Giessen for 2024*, available in German at: <https://tinyurl.com/mryv2zn8>.

334. The university's official communication is available at: <https://bit.ly/3RBJKEL>.

335. AIDA, *Country Report Poland, 2023, TPD annex*, available at: <https://bit.ly/4g4ed9A>.

336. AIDA, *Country Report Bulgaria, 2023, TPD annex*, available at: <https://bit.ly/4eSIB75>.

337. European Commission, Recommendation (EU) 2022/554 of 5 April 2022 on the recognition of qualifications for people fleeing Russia's invasion of Ukraine, available at: <https://bit.ly/3IKXWYs>.

CHAPTER III – HEALTHCARE

Beneficiaries of temporary protection are entitled to access the healthcare system in accordance with the guarantee stipulated in Article 13 (2) of the TPD.³³⁸ Importantly, the degree of access to healthcare services granted varies across countries. In most cases, BTPs have full access to the public healthcare system on equal terms with nationals. However, as the table provided below indicates, some beneficiaries of TP or equivalent schemes have access only to emergency medical care. Moreover, the coverage and availability of insurance may depend on employment status or age.

Access to healthcare: scope of health insurance for BTPs	
Health insurance is not limited to emergency medical care	Health insurance for BTPs is limited to emergency medical care
AT, BE, BG, DE, ES, FR, HR, HU, IE, IT, NL, PL, RO, UK, SR	CY, GR, MT, PT, SE, ³³⁹ SI, CH

Source: AIDA.

In **Austria**, as soon as displaced people register a main residence, health insurance is activated automatically. This interface was necessary to establish because there were always gaps in health insurance. Health insurance must be active even without receiving basic services. Health insurance is not limited to emergency medical care. Displaced persons are exempt from prescription fees for medication and co-payments for medical aids or hospitalisation.³⁴⁰ Beneficiaries have access to the same health care as Austrian nationals. In **Belgium**, BTPs are entitled to the same level of healthcare services as Belgian nationals. Persons 'visiting' for a short stay are therefore required to apply for temporary protection if they wish to enjoy medical care beyond urgent medical aid.³⁴¹

Since April 2022 BTPs in **Bulgaria** have enjoyed the same health care as nationals.³⁴² Similarly, in **Germany**, BTPs have the same access to health care as German nationals. Accordingly, temporary protection holders who do not receive social benefits may within six months after arrival voluntarily choose a provider of statutory health insurance.³⁴³ If they do not choose a health insurance provider within the first six months, they will automatically be insured by the job centre.³⁴⁴ Beneficiaries of temporary protection who receive social benefits e.g. unemployment benefits, receive health insurance by the job centre or social welfare office which guarantees the same treatment.³⁴⁵

BTPs can also access healthcare services on the same footing as nationals in **Spain**,³⁴⁶ and **France** (where BTPs are not subject to the three-month waiting period imposed upon asylum seekers),³⁴⁷ as well as in **Croatia**,³⁴⁸ **Ireland**,³⁴⁹ **Romania**,³⁵⁰ and **Switzerland**³⁵¹ among others.

338. Council Directive 2001/55/EC, op.cit.

339. However, children are entitled to full health and dental care at the same level as Swedish residents.

340. Austrian Health Insurance Fund, 'Ukrainian refugees - health insurance', available in German at: <https://bit.ly/4bm77uC>.

341. AIDA, *Country Report Belgium, 2023, TPD annex*, available at: <https://bit.ly/4eXE0zu>.

342. AIDA, *Country Report Bulgaria, 2023, TPD annex*, available at: <https://bit.ly/4eSIB75>.

343. Section 417 (1) Social Code V.

344. Section 5 (1)(Nr.13) Social Code V.

345. Section 5 (1)(Nr.2a) Social Code V or Section 264 (2) Social Code V.

346. AIDA, *Country Report Spain, 2023, TPD annex*, available at: <https://bit.ly/3CN0h5A>.

347. AIDA, *Country Report France, 2023, TPD annex*, available at: <https://bit.ly/4eKHVQ1>.

348. Article 21 (1) Act on the Health Care of Foreigners.

349. HSE, 'Healthcare services for Ukrainian nationals in Ireland', available at: <https://bit.ly/42VUF16>.

350. Article 1 para.(1) d) and article 1 para. (4) Decree 15/2022, see: <https://bit.ly/3O0MTBY>.

351. AIDA, *Country Report Switzerland, 2023, "Status S" Protection annex*, available at: <https://bit.ly/3CM0Nk9>.

Methods for accessing healthcare under TP		
Country	Type of document proving insurance/access to healthcare	Costs covered by the state
AT	'E-card' or replacement receipt in paper form	Yes
BE	Temporary residence permit (A-card)	Information not available
BG	Information not available	No
CY	Proof of TP registration	Partially
DE	Information not available	Partially
ES	Information not available	Information not available
FR	Temporary residence permit	Yes
GR	Information not available	No
HR	Identity card	Yes ³⁵²
HU	Special identification number	Yes
IE	Medical card	Yes
IT	Application receipt / healthcare card	Yes
MT	Information not available	Information not available
NL	Information not available	Yes
PL	Certificate for temporary protection/PESEL UKR number	Yes
PT	User number	Yes
RO	Information not available	Yes
SE	Information not available	Yes
SI	Information not available	Yes
UK	Information not available	Yes
CH	Information not available	No
SR	Information not available	Yes

Source: AIDA.

In **Italy**, access to health care is guaranteed upon the registration in the national healthcare system which is guaranteed from the issuing of the application receipt. All medical treatments are free of charge (*regime di esenzione*).³⁵³

352. In Croatia, the right to healthcare for BTPs includes primary healthcare, specialist-council health care, hospital healthcare, the right to medicines that are determined by the basic and supplementary list of medicines of the Croatian Health Insurance Fund (CHIF), dental aids that are determined by the basic and additional list of dental aids of the CHIF, and orthopaedic and other aids that are determined by the basic and additional list of orthopaedic and other aids of the CHIF. All the costs of these services are covered by the state. In some cases, BTPs need to contribute to costs (i.e., if they are not allowed to take out a supplementary health insurance policy). For more details, see AIDA, *Country Report Croatia, 2023, TPD annex*, available at: <https://bit.ly/3ANXVms>.

353. AIDA, *Country Report Italy, 2023, TPD annex*, available at: <https://bit.ly/3ONDf1j>.

Similarly, under the Special TP in **Poland**, Ukrainian nationals and some of their family members enjoying temporary protection can access the general healthcare system (with some minor exceptions).³⁵⁴ Additionally, special temporary protection beneficiaries *may* be provided with free-of-charge psychological assistance. Providing this assistance is at the discretion of local authorities.³⁵⁵ Psychological assistance is only guaranteed by law with regard to temporary guardians and unaccompanied minors under their care, who benefited from the Ukrainian foster care system.³⁵⁶ The general discretion of authorities as regards the provision of psychological assistance and the gross limitation of the personal scope of this assistance, is considered to be against Article 13(4) of the TPD.³⁵⁷

Provided that BTP is registered in a given municipality in the **Netherlands**, there is effective access to health care as long as the medical treatment is covered under the basic health care insurance,³⁵⁸ whereas in **Serbia**, the right to healthcare is guaranteed to all persons granted temporary protection and that all costs of health care are covered by the State.³⁵⁹

However, there are countries which did not grant to BTPs the same level of access to healthcare as nationals. For instance, this is the case in **Cyprus**, where in practice, medical care to BTPs is provided under the same conditions as provided to asylum seekers which entails access to the public health system (State hospitals and other State medical services) for care beyond emergency care or essential treatments but does not allow access to private doctors/professionals and private medical services.³⁶⁰

This practice was not adopted in **Greece** or **Malta**: in the case of the latter, the Regulations state that TP holders are entitled to “*necessary*” medical care, specifying that it includes, as a minimum, essential treatment of illness and emergency care.³⁶¹ Similarly, in **Sweden**, BTPs have the same right to health care as asylum seekers. This means that children should be offered full health and dental care at the same level as Swedish residents. Adults are only offered such health care, including dental care, that cannot wait, maternal health care and care in case of abortion.³⁶² This means their access to healthcare is dependent on the discretion of individual medical providers. Temporary protection beneficiaries are offered health examinations at Public Health Clinics.³⁶³

Challenges surrounding access to healthcare

A major problem in **Austria** is the lack of consistent language mediation in the medical field: the hospitals do not feel responsible for organising language mediation but often require that language mediation be brought along in order to receive treatment. It happens again and again that people are sent away on the grounds that they cannot understand each other. This was an existing problem even before the Ukraine crisis.³⁶⁴ The same issue has been reported, among others, in **Greece, Hungary, Poland, Romania, and Slovenia**.

The need for a registered address has been another obstacle in **Belgium**: there may be issues related to healthcare access despite enjoying the same status as other legal residents or nationals.³⁶⁵ As with many other aspects, most problems arise when a person cannot register at an address. In such cases, access to healthcare is not only limited to urgent medical care but access to actors crucial in providing healthcare information may be limited. More recently, due to the longer waiting periods for the decision after registration, an increasing group of people will likely have to make use of urgent medical aid because they cannot open healthcare insurance yet.³⁶⁶ The need for an address card to be able to benefit from the healthcare system is also present in **Hungary**.³⁶⁷

354. Article 37 of the Special Law.

355. Article 32 of the Special Law.

356. Article 25(3b) of the Special Law, until 30 June 2024. Since 1 July 2024, Article 251(6) of the Special Law with regard to children and persons from Ukrainian institutional foster care system.

357. SIP, Letter to the Ministry of Internal Affairs and Administration, 28 October 2022, available in Polish here: <https://bit.ly/3VHuyrT>, 18-19.

358. AIDA, *Country Report Netherlands, 2023, TPD annex*, available at: <https://bit.ly/3V9ZEt0>.

359. Article 63 Asylum Act.

360. AIDA, *Country Report Cyprus, 2023, TPD annex*, available at: <https://bit.ly/3CNF8bv>.

361. AIDA, *Country Report Malta, 2023, TPD annex*, available at: <https://bit.ly/3Z7KzJJ>.

362. Act on health care of asylum-seekers and others (2008:344), Section 4

363. Act on health care of asylum-seekers and others (2008:344), Section 7 §

364. Minutes of exchange meeting organised by the Ukraine Refugee Coordination Unit, unpublished.

365. Obstacles as identified by [Medimmigrant](#).

366. AIDA, *Country Report Belgium, 2023, TPD annex*, available at: <https://bit.ly/4eXE0zu>.

367. AIDA, *Country Report Hungary, 2023, TPD annex*, available at: <https://bit.ly/3VanPrk>.

Lack of doctors was among the main issues surrounding access to health care by BTPs in **Bulgaria** with the overall lack of GPs reported, resulting in difficulties for those in need to register as patients in a practice.³⁶⁸

Discriminatory practices towards refugees from Ukraine, including Roma communities, in the area of healthcare have been reported in **Hungary**, as well as the lack of awareness about the automatic extension of the TP regime in 2023, representing other obstacles.³⁶⁹

Lack of psychological support services in **Poland** has also been reported: Ukrainian psychologists could also provide psychological assistance to their compatriots, but only until 24 August 2023. It has been criticised that this possibility was not prolonged further, even though the limited availability of psychological assistance to Ukrainian nationals is considered to be one of the biggest concerns in Poland.³⁷⁰ Over one hundred NGOs called for an immediate change in the law in this regard.³⁷¹ The Human Rights Commissioner intervened too.³⁷² The law was changed in May 2024: Ukrainian psychologists are again entitled to assist their compatriots from 1 July 2024 to 30 September 2025 (Article 64b of the Special Law).³⁷³ Moreover, reports from 2022 also informed about Ukrainian women who struggled with accessing their reproductive rights, in particular an abortion after being raped in Ukraine.³⁷⁴ The Federation for Women and Family Planning called on the international community to intervene in Poland to adequately address the sexual and reproductive health needs of women and girls affected by the war in Ukraine.³⁷⁵

In addition, in 2022, 67 persons were denied medical assistance and financial allowance in Poland due to the lack of a certificate for a person enjoying temporary protection.³⁷⁶ In 2023, the problem continued, but the statistical data were not available.³⁷⁷

Nevertheless, the good practices include, among others, the publication of respective information and specially dedicated psychological support initiatives and helplines: in **France**, several documents were produced by the health authorities both in Ukrainian and French, to facilitate information dissemination,³⁷⁸ including a comprehensive 100-page guide.³⁷⁹ Psychological support initiatives and helplines operating in **Ireland** are another good practice: psychologists with provided with specialist training are involved in the initiative, supported by the UN, the EU, and the governments of Denmark and Canada.³⁸⁰ The absence of waiting for BTPs to access healthcare systems in **FR**, as compared to asylum-seekers, can serve as a good practice when assisting other groups of displaced persons.

At the same time, as follows from the above overview, despite psychological support services being continuously available in some countries, overall limited psychological assistance remains a problem, particularly in **PL**, **UK**, and **CH**. This is aggravated by the lack of doctors and long waiting times, remaining administrative barriers, lack of information about the available services, as well as the language barrier in **AT**, **GR**, **HU**, **PL**, **RO**, **SI**, and **SR**.

368. news.bg, „Личните лекари изчезват до 5 години, недостигът е 73%“, published on 22 March 2022, available in Bulgarian at: <https://bit.ly/3IQhByl>; also, National Association of General Practitioners, „Личните лекари в България се топят“, published on 29 January 2023, available in Bulgarian at: <https://bit.ly/40GKhso>.

369. AIDA, *Country Report Hungary, 2023, TPD annex*, available at: <https://bit.ly/3VanPrk>.

370. UNHCR, 'Poland: Joint Protection Analysis', October 2023, available [here](#), 12.

371. Mapuj Pomoc, 'Apel o interwencję w sprawie kryzysu w świadczeniu pomocy psychologicznej obywatelom Ukrainy (aktualizacja)', 11 August 2023, available in Polish [here](#).

372. Human Rights Commissioner, 'Psychologowie z Ukrainy stracili prawo wykonywania zawodu w Polsce. RPO pisze do marszałek Senatu', 2 October and 20 November 2023, 24 January, 13 February and 19 February 2024, available in Polish [here](#).

373. AIDA, *Country Report Poland, 2023, TPD annex*, available at: <https://bit.ly/4g4ed9A>.

374. Instytut Praw Migrantów, 'Jak radzą sobie uchodźczynie z Ukrainy, które przyjeżdżają do Polski w niechcianej ciąży? Gdzie szukają dostępu do aborcji?', 25 March 2023, available in Polish [here](#): <https://bit.ly/41oFvjf>.

375. See FEDERA, 'Stanowisko FEDERY dotyczące zwiększania się zagrożeń dla praw reprodukcyjnych i seksualnych w związku z kryzysem humanitarnym odczytane na sesji Rady Praw Człowieka ONZ', 22 March 2022, available in English [here](#): <https://bit.ly/42G5B2k>.

376. Information provided by the Office for Foreigners, 17 January 2023.

377. Information provided by the Office for Foreigners, February 2024.

378. See e.g. Regional Health Agency Bourgogne France Comté, *Solidarité avec l'Ukraine – Documents de santé*, 15 April 2022, available in French and Ukrainian at: <https://shorturl.at/0aTZ0>.

379. Santé publique France, *Livret de santé bilingue Français/Ukrainien*, last updated 22 March 2023, available at: <https://shorturl.at/y42EG>.

380. Psychological Society of Ireland, 'Time of War Resources' available at: <https://tinyurl.com/yw6z5jte>.

CHAPTER IV – SOCIAL WELFARE

Access to general social welfare

General social welfare represents all the benefits, subsidies and measures supporting protected categories. Whenever applicable, beneficiaries of temporary protection status should fall within the scope of the aforementioned measures, although this is not always possible given the limited harmonisation of social security services. The right to receive necessary social welfare and means of subsistence if individuals do not have sufficient resources is stipulated in Article 13(2) of the TPD which requires member states to make relevant provisions for those enjoying TP.³⁸¹ However, the comparison below indicates that significant divergences with regard to the degree of access to social welfare provided across states persisted in 2023. This Chapter provides a comparative overview of different policies in the area of access to social welfare, highlighting the key challenges and identifying good practices, that could be adopted concerning future responses to the displacement and in relation to other migrant groups.

Access to social welfare		
Full access	Partial Access	No access
BE, BG, DE, FR, HR, IE, NL, CH, SL, UK	ES, GR, IT, MT, RO, PL, PT, SE, SR ³⁸²	AT, HU

Source: AIDA.

Full access

In 2023, a number of states continued to provide for BTPs full access to their welfare systems, as the same level nationals of those countries. This included **Bulgaria**, with the additional provision of humanitarian aid,³⁸³ **Croatia**, where BTPs are considered equal to citizens within the social welfare system, and **Ireland**, with TP holders being entitled to social welfare payments in the same manner as eligible Irish nationals.³⁸⁴

In **the UK**, the law provides access to public funds including access to social welfare, in all four nations, ensuring access to different forms of social welfare.³⁸⁵ Employee insurances, child benefits and childcare allowance (*'Kinderopvangtoeslag'*) and rent allowance and health care allowance and social counselling to Ukrainian refugees are among the benefits available in **the Netherlands**.³⁸⁶

In **Germany**, BTPs have access to the same social benefits as German nationals.³⁸⁷ As the table shows, the basic financial benefits under the Regular Social Code are higher compared to those under the Asylum Seeker Benefits Act.

Basic benefits for Temporary Protection applicants and beneficiaries							
	Single adult	Single adult in accommodation centre	Adult partners (each)	Member of household 18-24	Member of household 14-17	Member of household 6-13	Member of household 0-5
Regular Social Benefits	€563	-	€506	€451	€471	€390	€357
Benefits under Asylum Seekers Benefits Act	€460	€460	€413	€368	€408	€341	€312

Sources: Federal Ministry of Labour and Social Affairs, *Neue Leistungssätze nach dem Asylbewerberleistungsgesetz*, 21 December 2023, available in German at: <https://tinyurl.com/32ws558b>; and Federal Employment Office, *Bürgergeld steigt: Jobcenter passen Regelbedarfe zum 01. Januar 2024 an*, press release nr. 53, 01 December 2023, available at: <https://tinyurl.com/4xwzafwa>.

381. Council Directive 2001/55/EC, op.cit.

382. However, BTPs did not receive social allowances in 2022 and 2023.

383. Article 39 (1), item 4 LAR, Article 2(6) Law on Social Assistance.

384. Article 19 (2) of the Social Welfare Act.

385. e.g. Welfare Reform Act 2012, available at: <https://tinyurl.com/ymac7dmz>.

386. Dutch government, 'Werk en inkomen voor vluchtelingen uit Oekraïne', available in Dutch at: <https://bit.ly/3UhrMEM>.

387. Federal Government, *Gesetz zur Regelung eines Sofortzuschlages und einer Einmalzahlung in den sozialen Mindestsicherungssystemen sowie zur Änderung des Finanzausgleichsgesetzes und weiterer Gesetze*, 23 May 2022, available at: <http://bit.ly/3kvHKSh>.

Besides the benefits to secure livelihood listed above, the social benefits under the regular Social Code include *inter alia*:

- » Access to public health insurance
- » Care benefits
- » Access to support programs for facilitation of access to the labour market
- » Access to educational support programs (financial aid and training)
- » Child and parental benefits
- » Language and integration classes.

At the same time, in **Switzerland**, anyone under status S is granted social welfare under the same conditions and on the same level as national or legally residing third-country nationals. Assets/income are counted towards social benefits; also the accommodation costs.

In **Belgium**, the right to social benefits starts from the day of the demand. This means that a person with a temporary protection certificate and an inscription in the register (or proof of an appointment with the municipality) can present themselves to the social welfare centre to receive or social revenue or 'social benefits'. The right to receive social benefits will then apply retroactively to the day of the request.³⁸⁸ However, the amount of financial aid given can vary greatly.³⁸⁹ This is so because under the "Equivalent Living Wage" (*equivalent leefloon in Dutch*) there is no fixed amount, no selected calculation method, and no fixed categories, which results in a high margin of discretion for the social welfare centres and a significant difference between the revenue granted from person to person, and from municipality to municipality.³⁹⁰

If third-country nationals are legally residing in **France** (including BTPs), conditions of access to social welfare are the same as nationals. This is the application of the fundamental principle of equality of treatment. Housing and health benefits are granted by respectively the French benefit office (CAF) and the health care insurance fund (CPAM). Social security institutions are reachable in every French department,³⁹¹ and there is no limit to mobility within the country thus there is no need for beneficiaries to live in a specific place to access social welfare.³⁹²

Finally, in **Slovenia**, the law provides for access to social welfare for BTPs in various forms, including monthly allowances in the amount of 30 per cent of the basic minimum monthly income for TP holders who are staying in accommodation centres.³⁹³ In 2023, the monthly allowance was € 126,57 until the increase of the basic minimum monthly income from 1 April 2023 to the amount of € 465,34, when the allowance was increased accordingly to € 139.60 per month.³⁹⁴ Allowance is provided based on a person's signed statement that they are without their own means of subsistence.³⁹⁵ Other forms of social assistance, subsidies and reduced payments are claimed at the local Social Work Centre, the same as for Slovenian citizens.³⁹⁶

Partial access

In **Spain**, BTPs can access social welfare based on the same criteria and conditions of applicants and beneficiaries of international protection.³⁹⁷ Similarly, in **Greece**, in line with the Asylum Code, social assistance can be provided, for example, in case beneficiaries in the accommodation centres do not have sufficient resources for their maintenance - the Ministry of Migration and Asylum therefore shall provide them with food, clothing and any other possible social assistance.³⁹⁸

In **Italy**, local offices and Social Services of Municipalities are responsible for the delivery of social assistance to foreign nationals holding a residence permit with a duration of more than a year, which grants access to social welfare under the same conditions as Italian citizens. Some specific categories of aid however require

388. *Ibid.*

389. Institution on social integration (POD MI), *FAQ on Ukraine*, available in French and Dutch at: <https://bit.ly/3Rh1B3L>, 5.

390. Response POD MI on the calculation of the *equivalent leefloon*, 12 August 2022.

391. For further information see: <http://bit.ly/415oYB2>

392. AIDA, *Country Report France, 2023, TPD annex*, available at: <https://bit.ly/4eKHVQ1>.

393. Article 35(2) Temporary Protection of Displaced Persons Act.

394. The official Government website, *Denarna socialna pomoč*, available at: <https://bit.ly/3TPoaze>.

395. Article 22(1) Decree on the methods for ensuring rights of persons enjoying temporary protection.

396. AIDA, *Country Report Slovenia, 2023, TPD annex*, available at: <https://bit.ly/3ZbR0eG>.

397. AIDA, *Country Report Spain, 2023, TPD annex*, available at: <https://bit.ly/3CN0h5A>.

398. AIDA, *Country Report Greece, 2023, TPD annex*, available at: <https://bit.ly/3Zq7C3T>.

having been a resident in the country for a certain period before applying, which may represent an obstacle to access to this right.³⁹⁹ In **Malta**, BTPs are entitled only to “*necessary assistance*”, translated by policy to mean the same level of benefits as SP holders, being ‘social assistance’.⁴⁰⁰ This is a lower level of social welfare provided to Maltese nationals and recognised refugees.

Under the Special TP regime in **Poland**, the beneficiaries with a PESEL number were entitled to a one-time financial allowance – PLN 300.⁴⁰¹ However, in May 2024, the Special Law was changed and such a benefit can now be only granted if a special ordinance is adopted in case of a mass influx to Poland of Ukrainian nationals (Article 31¹ of the Special Law, in force since 1 July 2024). Moreover, special temporary protection beneficiaries, having a PESEL number and staying in Poland with children, are, *inter alia*, entitled to:

1. Family benefits, specified in the 2003 Law on family benefits,⁴⁰²
2. 500+ financial allowance (since 1 January 2024: 800+) – for every Ukrainian child under 18 years old having a PESEL number: PLN 500 (800) per month. It may be applied for only online and is not available to Ukrainian parents of non-Ukrainian children.⁴⁰³ In May 2024, the respective law was changed and since 1 July 2024, this benefit is available only if a child attends a Polish school or kindergarten.
3. ‘Good start’ allowance: PLN 300 at the beginning of the school year. In May 2024, the respective law was changed and since 1 July 2024, this benefit is available only if a child attends a Polish school.⁴⁰⁴

The general rules regarding those benefits apply to special temporary protection beneficiaries (the same as for Polish citizens), with some minor exceptions. For example, concerning the benefits that are dependent on the financial situation of the beneficiary (some of the above-mentioned allowances), the income of his/her family member who is not staying in Poland (e.g. because they stayed in Ukraine) is not taken into account.⁴⁰⁵ Some of those benefits are also granted to temporary guardians.⁴⁰⁶ Since 28 January 2023, the Special Law specifies that those benefits are suspended if a person concerned leaves Poland, but may be paid upon return to Poland.⁴⁰⁷ Furthermore, special temporary protection beneficiaries, having a PESEL number, can access the general social welfare system and; thus, be granted financial and non-financial benefits following the 2004 Law on social assistance.⁴⁰⁸

At the same time, persons falling under the scope of General temporary protection in Poland, under the Act on Protection, do not have access to the general social welfare system. Beneficiaries who are unable to access accommodation and food organised by the Office for Foreigners may request a financial allowance, which may be provided at their motion.⁴⁰⁹ The amount of the provided assistance, which is equivalent to that of asylum seekers, has been reported to be insufficient.⁴¹⁰

In the absence of personal resources, in **Portugal**, BTPs can access social welfare benefits and means of subsistence.⁴¹¹ In this case, they receive treatment equal to that granted to refugees in accessing non-contributory social welfare benefits.⁴¹²

In **Romania**, access to free-of-charge social welfare is ensured for persons with disabilities accompanied or unaccompanied, elderly persons who come from the area of the armed conflict in Ukraine. The persons accompanying them also benefit from social services under the same conditions.⁴¹³

Persons who are granted temporary protection are covered by the Act on reception of asylum-seekers and

399. AIDA, *Country Report Italy, 2023, TPD annex*, available at: <https://bit.ly/3ONDf1j>.

400. Department of Social Security, Social Assistance, available at: <https://bit.ly/3TESbRQ>.

401. Article 31 of the Special Law. For more information, see SIP, UNHCR, ‘Świadczenia dla obywateli i obywaterek Ukrainy przybyłych do Polski po 24 lutego 2022 r.’ (2023), available in Polish and Ukrainian here: <https://bit.ly/3LLYf6C>.

402. Ustawa z dnia 28 listopada 2003 r. o świadczeniach rodzinnych, available in Polish here: <https://bit.ly/41kHwgm>.

403. SIP, UNHCR, ‘Świadczenia dla obywateli i obywaterek Ukrainy przybyłych do Polski po 24 lutego 2022 r.’ (2023), available in Polish and Ukrainian here: <https://bit.ly/3LLYf6C>.

404. Article 26 of the Special Law.

405. Article 26(2) of the Special Law.

406. Article 26(4-4f) of the Special Law.

407. Article 26(3g-3h) of the Special Law.

408. Article 29 of the Special Law, Ustawa z dnia 12 marca 2004 r. o pomocy społecznej, available in Polish here: <https://bit.ly/3M8MjNB>.

409. Article 112 of the Act on Protection.

410. AIDA, *Country Report Poland, 2023, TPD annex*, available at: <https://bit.ly/4g4ed9A>.

411. Article 15(2) Temporary Protection Act.

412. Resolution of the Council of Ministers no.29-A/2022, of 1 March 2022, last amended by Resolution of the Council of Ministers no.135/2022, of 28 December 2022, par.12 and 13, available at: <https://bit.ly/3HWIUjU>.

413. Art. 2^o1 paras (1) and (2) and art. 2^o3 of the Government Emergency Ordinance 15/2022.

others in **Sweden**.⁴¹⁴ BTPs are not entitled to financial or other assistance according to the Social Service Act which covers persons residing in Sweden. Besides, the level of daily allowance is considerably lower than the financial support granted to Swedish residents in accordance with the Social Services' Act. The level of daily allowance has not been adjusted since 1994. A single adult will receive SEK 24 or SEK 71 (SEK 2,130 / € 186 per month), depending on whether food is also provided with accommodation. A couple is entitled to SEK 61 per day and children SEK 12 per day. Persons who can support themselves are not entitled to daily allowances.⁴¹⁵

Finally, in **Serbia**: The Social Welfare Act (SWA) defines social welfare as an organised social activity of common interest whose purpose is to provide assistance and strengthen individuals and families for an independent and productive life in society, as well as prevent the causes of, and eliminate, social exclusion.⁴¹⁶ The Act defines Serbian citizens as beneficiaries of social welfare but states that foreigners and stateless persons may also receive social welfare in line with the law and international agreements.⁴¹⁷ This right is exercised through the provision of social protection services and material support.⁴¹⁸ The Asylum Act and RSW do not recognise the actual needs of persons granted temporary protection as a member of a particularly underprivileged group. The main reason for this claim lies in the fact that beneficiaries who are accommodated in Asylum Centres and who do not have sufficient means of livelihood are not eligible for social allowances. BTPs did not receive social allowances in 2022 and 2023.

No access

In **Austria**, BTPs do not have access to social welfare. They are in the same basic care system as asylum seekers and are not a target group of the social welfare system. Authorities responsible for granting basic care and social welfare are regional authorities of the provinces. The regulation in the Basic Care Acts of the state and the federal provinces requires a contribution to Basic Care if persons have an income. In practice, there is only an allowance of € 110 plus € 80 for each family member and the rest is used as a contribution towards the reception cost.⁴¹⁹ On 31 December 2023, the entitlement of displaced persons to childcare subsidies and family allowance was extended until 4 March 2025.⁴²⁰

Similarly, the law does not provide access to social welfare for BTPs in **Hungary**: the care of the temporary protection-eligible population is carried out entirely within the system of asylum administration.⁴²¹ However, a positive development is to be noted. Namely, since 1 January 2024, the scope of available social benefits has been broadened and childcare and infant care allowance is available for those Ukrainian parents, who work in Hungary and whose child was born after 31 December 2023, even if their official residence is registered in Ukraine.⁴²²

Challenges surrounding access to social welfare

Among the issues hampering access to social welfare by BTPs, there can be outlined limited or no access to this right (**ES, GR, IT, MT, RO, PL, PT, SE, SR**, as well as **AT** and **HU** respectively), an insufficient amount of social assistance (among others, in **PL** and **SE**), and administrative barriers and long waiting time for being granted access (**HR, IT, PL, PT**). Also, it has to be noted that in 2023, reductions in the level of access to or amount of social benefits took place (**IE** and **PL**), whereas lack of vulnerability assessment before the provision of social assistance represented a particular issue (**BG**). Language limitations and unfamiliarity with systems (**UK, SK**), suspension of access to social benefits due to back-and-forth trips to Ukraine (**PL**) and the lack of information (**MT, RO**) were among other persisting challenges in the area.

A certain number of complaints from TP holders⁴²³ were recorded in relation to the problem of exercising the right to a one-time financial allowance prescribed by the Social Welfare Act in **Croatia**.⁴²⁴ One of the main issues mentioned was the long waiting time for the decision on the approval of allowance and the differences in practice between social welfare centres in different parts of the Republic of Croatia (e.g., some centres paid

414. Act on Reception of asylum-seekers and others.

415. AIDA, *Country Report Sweden, 2023, TPD annex*, available at: <https://bit.ly/3Z8UVZZ>.

416. Article 2 Social Welfare Act, Official Gazette no. 24/2011.

417. Article 6 SWA.

418. Article 4 (2) SWA.

419. AIDA, *Country Report Austria, 2023, TPD annex*, available at: <https://bit.ly/410PKxH>.

420. AIDA, *Country Report Austria, 2023, TPD annex*, available at: <https://bit.ly/410PKxH>.

421. AIDA, *Country Report Hungary, 2023, TPD annex*, available at: <https://bit.ly/3VanPrk>.

422. Gov. Decree 623/2023 (XII.23) amending Gov. Decree 246/2022 (VII.8)

423. The cases were recorded within the activity of legal counselling in the Croatian Law Centre.

424. Article of the Social Welfare Act

the whole allowance once, while some centres paid it in monthly annuities). Another problem was the fact that, despite the Social Welfare Act providing for the possibility to request this allowance once per year, TP beneficiaries who submitted a request for the second time had it rejected. This is related to the fact that the allowance is granted to cover extraordinary expenses incurred due to current life circumstances, and given that these persons had accommodation and food provided, the Social Welfare centres did not consider such requests justified in some cases.⁴²⁵

While the social benefits available to Ukrainian nationals have been considered insufficient to cover their basic needs, particularly in **Poland**,⁴²⁶ certain reductions took place in other countries too. For example, in **Ireland**, social welfare payments were reduced under the revised accommodation arrangements announced in early 2024. Previously, beneficiaries of Temporary Protection living in state-provided accommodation were entitled to social welfare supports equivalent to those available to Irish citizens on arrival. However, under the revised accommodation arrangements, a weekly allowance of €38.80 per adult and €29.80 per child is provided to newly arrived residents while accommodated in designated centres. Beneficiaries of Temporary Protection remain entitled to child benefit payment (€140.00 per child per month). Whereby an individual subsequently leaves their designated centre, or whereby they make their own accommodation arrangements on arrival, they will be entitled to apply for social welfare assistance, equivalent to that which is offered to Irish citizens, subject to meeting the requisite eligibility conditions.⁴²⁷

In **Switzerland**, the amount of social benefits is often a problem too, according to the persons who approach the Swiss Refugee Council, who report that it is insufficient. In addition, most people seeking protection and status S beneficiaries are not aware that assets and wages are credited to social benefits.⁴²⁸

As mentioned above, the lack of information about the functioning of the welfare system has been among the common issues. In **Malta**, TP beneficiaries face a lack of clarity by State entities in accessing social assistance. In 2023, representatives of the Ukrainian community noted several TP holders were ordered to return sums of money that had been paid to them by Malta by way of social security contributions, on the premise that they were not been entitled to the support. According to the representatives, it appears the issue might be linked to TP holders who were struggling to survive on the provided social assistance and attempted to secure alternative employment.⁴²⁹ The issue of the lack of information also resulted in the wrong interpretation of the eligibility criteria by the authorities in **Poland**: in 2023, the cases of denying access to the benefits provided for in the 2003 Law on family benefits to some adult temporary protection beneficiaries staying in Poland were reported due to the misleading formulation of Article 26(1)(1) of the Special Law. It states that Ukrainian nationals are entitled to family benefits if they stay in Poland with children. However, not all “family benefits” are intertwined with childcare. For example, some elderly temporary protection beneficiaries were refused a care allowance. The Human Rights Commissioner intervened, which led to the Ministry of Family and Social Policy’s statement that elderly Ukrainian nationals staying in Poland without children are not excluded from receiving this allowance.⁴³⁰ This issue was also considered by the courts, who took the same approach to eligibility for a care allowance, e.g. with regard to adult persons with disabilities enjoying temporary protection in Poland, but not having any children.⁴³¹

Finally, ceased access due to performed trips to Ukraine⁴³² or on other grounds represented another serious problem: in **Poland**, in 2022 and 2023, many persons had their temporary protection terminated due to the “30-day absence in Poland” rule – even when they never left Poland – at all or for more than 30 days.⁴³³ In 2023, the Border Guard informed the respective Polish authorities about the absence of a special temporary protection beneficiary in Poland for over 30 days in 694,562 cases.⁴³⁴ Such information automatically leads to a withdrawal of the ‘PESEL UKR’; thus, also to losing access to social benefits.⁴³⁵ The rules on terminating the

425. Article 45 and 46 of the Social Welfare Act.

426. A. Minkiewicz, P. Mirabelli, A. Nosowska and L. Pelham, ‘Equality versus equity: a case study from Poland’, FMR no. 72, September 2023, available [here](#), 22.

427. Department of Children, Equality, Disability, Integration and Youth, ‘Changes to Accommodation for People Fleeing War in Ukraine’, 13 March 2024, available at: <https://tinyurl.com/44wyeshh>.

428. AIDA, *Country Report Switzerland, 2023*, “Status S” Protection annex, available at: <https://bit.ly/3CM0Nk9>.

429. AIDA, *Country Report Malta, 2023*, TPD annex, available at: <https://bit.ly/3Z7KzJJ>.

430. Human Rights Commissioner, ‘Kłopoty obywateli Ukrainy z zasiłkiem pielęgnacyjnym. Skuteczna interwencja Biura RPO’, 23 October 2023, available in Polish [here](#).

431. See e.g. Provincial Administrative Court in Gorzów Wielkopolski, judgment of 29 November 2023, no. II SA/Go 608/23.

432. For ECRE’s analysis and recommendation on the issue, see ECRE Policy Note 43 “Movement to and From Ukraine Under the Temporary Protection Directive”, January 2023, available at: <https://bit.ly/3J8bJcp>.

433. See e.g. Human Rights Commissioner, ‘Uchodźcy z Ukrainy tracą status UKR, a wraz z nim - prawo do świadczeń wychowawczych. Wyjaśnienia ZUS’, 2 August, 26 October, 24 November 2023, available in Polish [here](#).

434. Information from the Border Guard Headquarters, 12 February 2024.

435. AIDA, *Country Report Poland, 2023*, TPD annex, available at: <https://bit.ly/4g4ed9A>.

provision of allowances in **Sweden** depend on the level of income or financial resources the applicant has. Those who decide to arrange their accommodation on their own might not be entitled to financial support if they live in residential areas with social and economic challenges,⁴³⁶ Whereas in **Germany**, social benefits may be cut by 10% for one month when a breach of duties occurs for the first time, by 20% for two months for the second time a breach of duties occurs and by 30% for three months a third breach of duties occurs. For 2024 the Federal government announced that social benefits may be cut in total for a maximum of two months in cases where persons persistently reject job offers by the Employment Office.⁴³⁷ This has been heavily criticised by legal scholars and human rights associations.⁴³⁸

436. For further information, see *AIDA Country Report Sweden – 2023 Update*, April 2024, available at: <https://bit.ly/3vZgVfc>.

437. Federal Government, *Mehr Chancen und mehr Respekt*, 2 February 2024, available in German at: <https://bit.ly/4ccdEJO>.

438. See e.g. Andrea Kiessling, *Totalverweigerung des Existenzminimums?*, 22 January 2024, available in German at: <https://bit.ly/43thp9T>.

CONCLUDING REMARKS

This report underlines the main trends and challenges related to accessing socio-economic rights by beneficiaries of Temporary Protection and the fragmented fulfilment of countries' obligations under applicable international, EU and national laws during the second year of the TP regime, activated in 2023. Ensuring the inclusion of BTPs in host communities via direct access to socio-economic rights and supporting access to long-term accommodation has particular potential in terms of facilitating access to other interrelated rights and paving the way for displaced persons to lead independent and dignified lives.

This report reveals the discrepancies in the implementation of the TPD and equivalent schemes, resulting in divergence in terms of the assistance granted. Moreover, it identifies a number of challenges surrounding the implementation of the TPD in terms of access to socio-economic rights, conditioned by the limited capacities of states, existing complex administrative procedures and, in some cases, a lack of equal access to rights compared to nationals or legal residents in states. The key issues include: 1) limited access to private independent housing; 2) administrative barriers in the area of recognition of qualifications and available training; 3) impeded access to education; and 4) limited access to healthcare and social welfare.

This report also identifies numerous positive practices and measures developed within the context of the response to the displacement from Ukraine that can be applied to facilitate access to rights and services by other migrant groups. Based on the findings of the report, the following conclusions can be drawn. Related recommendations to national authorities are made.

Improve public housing conditions and create more affordable long-term private housing solutions

In most cases, several housing options are available for BTPs including reception centres (whether established specifically for hosting those fleeing Ukraine or existing facilities also used to accommodate asylum seekers and/or beneficiaries of other forms of protection) and private accommodation which, in some cases, is supported by governmental subsidies. Despite these efforts, accommodation remains the most problematic area, characterised by the lack of sufficiently available housing solutions in most countries, which affects the most vulnerable groups among the displaced persons, increasing risks to homelessness and exploitation, and undermining the interrelated access to employment and education.

To support access to independent long-term housing, most of the counties offer various forms of direct financial support to property owners and BTPs. However, to improve access to housing and tackle the present risk of homelessness, it is essential to:

- » Improve public housing conditions in line with EUAA guidelines;
- » Refrain from premature closure of the emergency housing facilities;
- » Continue financial support for independent private housing to facilitate longer-term inclusion of current BTPs in host societies;
- » Develop better matching and vetting systems for private housing to tackle the risks of abuse and exploitation given limited safeguards;
- » Ensure timely extension of TP-based permits, something which directly affects access to all types of housing, and, consequently, access to other interrelated rights.

Ensure direct access to labour markets and reduce administrative barriers to access to education

Whereas direct access to labour markets is provided in most countries, some exceptions requiring additional work permits still exist. This makes it significantly harder for BTPs to exercise their right to work and contributes to the mismatch between the qualifications and current occupations. Moreover, there is a lack of assistance from governments, resulting in high reliance on the limited capacities of CSOs to provide training, language courses and counselling. The following should be addressed to tackle these challenges:

- » Reduce administrative barriers, such as the need for recognition of qualifications, abolish the restriction on access to certain sectors (such as healthcare, education, etc.), and lift the requirements of high administrative fees for BTPs, in both employment and education;
- » Facilitate access to language courses and counselling;

- » Disseminate information on relevant administrative procedures;
- » Introduce long-term programmes to ensure continuity of education despite the short-term nature of TP-related statuses.

Apply more flexible conditions for access to healthcare beyond emergency assistance

Despite the fact that there is overall access to emergency care for those falling under TP regimes, there are still significant discrepancies with regard to access to health insurance and complementary healthcare assistance across states which in many cases depend on employment status. It remains vital to:

- » Ensure healthcare provision beyond emergency care;
- » Sustain aid in terms of health insurance without time limits;
- » Enhance translation assistance and increase the capacities of mental healthcare.

Provide BTPs with full access to social welfare

Given the ongoing displacement and the precarity of the short-term status afforded to BTPs, something which represents an obstacle in terms of accessing employment and long-term housing, it is fundamental to ensure continuous full access to social welfare, as well as:

- » Harmonise the standards of social welfare provision;
- » Lift the administrative barriers and waiting time for being granted access to social welfare;
- » Ensure there is a particular focus on the most vulnerable groups.

THE ASYLUM INFORMATION DATABASE (AIDA)

The [Asylum Information Database \(AIDA\)](#) is a database managed by the European Council on Refugees and Exiles (ECRE), containing information on asylum procedures, reception conditions, detention and content of international protection across 24 countries. This includes 19 European Union (EU) Member States (Austria, Belgium, Bulgaria, Cyprus, Germany, Spain, France, Greece, Croatia, Hungary, Ireland, Italy, Malta, Netherlands, Poland, Portugal, Romania, Sweden, Slovenia) and 5 non-EU countries (Switzerland, Serbia, Türkiye, Ukraine and the United Kingdom).

The overall goal of the database is to contribute to the improvement of asylum policies and practices in Europe and the situation of asylum seekers by providing all relevant actors with appropriate tools and information to support their advocacy and litigation efforts, both at the national and European level. These objectives are carried out by AIDA through the following activities:

- » **Country reports:** AIDA contains [national reports](#) documenting asylum procedures, reception conditions, detention and content of international protection in 24 countries.
- » **Comparative report:** AIDA comparative reports provide a thorough comparative analysis of practice relating to the implementation of asylum standards across the countries covered by the database, in addition to an overview of statistical asylum trends and a discussion of key developments in asylum and migration policies in Europe. Annual reports were published in [2013](#), [2014](#) and [2015](#). From 2016 onwards, AIDA comparative reports are published in the form of thematic updates, focusing on the individual themes covered by the database. Thematic reports have been published on [reception](#) (March 2016), [asylum procedures](#) (September 2016), [content of protection](#) (March 2017), [vulnerability](#) (September 2017), [detention](#) (March 2018), access to the [territory](#) and [registration](#) (October 2018), [reception](#) (May 2019), [asylum authorities](#) (October 2019) [digitalisation of asylum procedures](#) (January 2022), [family reunification](#) (February 2023), and [access to socio-economic rights for beneficiaries of temporary protection](#) (August 2023).
- » **Fact-finding visits:** AIDA includes the development of fact-finding visits to further investigate important protection gaps established through the country reports, and a methodological framework for such missions. Fact-finding visits have been conducted in [Greece](#), [Hungary](#), [Austria](#), [Croatia](#), [France](#), [Belgium](#), [Germany](#) and [Poland](#).
- » **Legal briefings:** Legal briefings aim to bridge AIDA research with evidence-based legal reasoning and advocacy. With the assistance of information gathered from country reports, these short papers identify and analyse key issues in EU asylum law and policy and identify potential protection gaps in the asylum *acquis*. Legal briefings so far cover: (1) [Dublin detention](#); (2) [asylum statistics](#); (3) [safe countries of origin](#); (4) [procedural rights in detention](#); (5) [age assessment](#) of unaccompanied children; (6) [residence permits](#) for beneficiaries of international protection; (7) the [length of asylum procedures](#); (8) [travel documents](#) for beneficiaries of international protection; (9) [accelerated procedures](#); (10) the [expansion of detention](#); (11) [relocation](#); and (12) [withdrawal of reception conditions](#).
- » **Statistical updates** AIDA releases short publications with key figures and analysis on the operation of the Dublin system across selected European countries. Updates have been published for [2016](#), the [first half of 2017](#), [2017](#), the [first half of 2018](#), [2018](#), the [first half of 2019](#), [2019](#) and the [first half of 2020](#), [2020](#), [2021](#), [2022](#) and [2023](#).



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