

# **Overview of the measures taken by EU and EFTA countries regarding employment and social security of displaced persons from Ukraine**

Comparative summary report

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# 1.0 Introduction

Since 24 February 2022, Russia's military invasion of Ukraine has resulted in a large-scale influx of displaced individuals who are unable to return to their homes and are now seeking safety and security within the European Union. Recognizing the urgent need to respond to the significant increase in displaced persons, the Council of the European Union, through Decision (EU) 2022/382<sup>1</sup>, unanimously activated the temporary emergency protection mechanism based on Directive 2001/55/EC<sup>2</sup>. Temporary protection is an exceptional measure providing immediate and temporary protection in the event of a mass influx or imminent mass influx of displaced persons from non-EU countries who are unable to return to their country of origin. The rights associated with temporary protection, such as access to employment, are tied exclusively to the Member State granting the protection. However, it is important to acknowledge that these rights can potentially influence labour mobility within the European Union, thus impacting ELA's mandate.

To address these concerns, the European Labour Authority (ELA), in the context of its [activities related to the influx of people fleeing from Ukraine](#), conducted a mapping exercise on the measures taken by EU and EFTA Member States in the area of employment and social security for displaced persons from Ukraine. The objective was to provide an overview of the legal frameworks and other public support instruments adopted at national level related to the implementation of the Temporary Protection Directive in the field of employment and social security and other national measures having an impact on the employment and/or social security of the displaced persons coming from Ukraine.

The purpose of this report is to analyse the main issues which emerged in the country fiches, including the national measures that have a direct or indirect impact on the potential labour mobility of displaced persons in the EU internal market. The report aims to assess the Member States' approach to the transposition of the Temporary Protection Directive and the measures taken to guarantee the protection granted by the temporary protection regime. It identifies possible legislative gaps in the national legal systems and legal, practical, and administrative issues in the access to protection.

The summary report will cover the legal and institutional framework of the Member States, in relation to the transposition of the Temporary Protection Directive, access to the labour market for displaced persons, relevant legislation for social security, and other public support instruments. The report will assess the evolution of the measures taken by the Member States in recent months, the measures taken to address issues in this domain, the approaches that have proven effective, the legislative gaps that remain and where issues relevant to labour mobility and social security of displaced persons from Ukraine persist, as well as whether new issues have emerged.

Despite the concerted efforts of the EU and EFTA Member States, displaced individuals from Ukraine continue to encounter numerous challenges in their pursuit of employment and social security benefits. These challenges arise from a combination of legislative inconsistencies, administrative hurdles, and

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<sup>1</sup> 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, OJ L 71.

<sup>2</sup> 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, OJ L 212.

practical barriers that impede their access to temporary protection, employment opportunities, and social security provisions. Moreover, there are heightened concerns regarding labour exploitation and undeclared work among the displaced persons.

Based on the structure of the country fiches, information on the legal and institutional framework of the Member States, the transposition of the Temporary Protection Directive, access to the labour market for displaced persons, relevant legislation for social security, and other public support instruments will be considered. The report will focus on national measures with a direct or indirect impact on the potential labour mobility of displaced persons within the EU internal market (e.g., posting of workers, social security coordination, seasonal work, or specific sectors of interest for ELA such as construction or road transport). The report will also consider national measures concerning social welfare, accommodation for displaced persons, training initiatives, and information campaigns.

The report is based on the information contained in the country fiches updated to January 2023. Therefore, the report may not reflect any recent developments that have occurred since that time. Additionally, the analysis is based on assumptions regarding the effectiveness of the measures adopted by Member States and the accuracy of the information contained in the country fiches. This report is intended as a summary, for more detailed information please refer to the [country fiches](#).

## 2.0 Issues relating to the temporary protection status

### 2.1 Eligibility for temporary protection

In accordance with the Temporary Protection Directive, the Council has the power to declare groups of third-country nationals, including refugees, eligible for temporary protection if they have been forced to leave their country or region of origin due to armed conflict, violence, or human rights violations. On the 4 March 2022, the Council adopted the Implementing Decision (EU) 2022/382, which declared that Ukrainian nationals who were displaced on or after 24 February 2022, along with their family members, as well as stateless individuals and third-country nationals who received international or equivalent national protection in Ukraine before 24 February 2022, and were displaced from Ukraine on or after 24 February 2022, and their family members, are entitled to temporary protection in the EU.

All Member States, except for Denmark, which operates under an opt-out regime but has nonetheless introduced a comparable protection scheme, have effectively adopted the Council's decision. As a result, Ukrainian nationals, along with their family members, as well as third-country nationals and stateless individuals who have received international or equivalent national protection in Ukraine, and their accompanying family members, are eligible to seek temporary protection in the EU.

In addition to these categories of persons, the Council has recommended that stateless persons and third-country nationals holding valid permanent residence permits in Ukraine, who are unable to return safely to their country or region of origin, should be provided with temporary or adequate protection

under national laws of Member States<sup>3</sup>. The Commission defines ‘adequate protection’ as securing a dignified standard of living, including residency rights, access to subsistence, accommodation, emergency care, and adequate care for minors<sup>4</sup>.

While the majority of Member States provide temporary protection to individuals who are not Ukrainian nationals but were residing legally in Ukraine before 24 February 2022, there are certain exceptions. Austria, for example, does not acknowledge the temporary protection regime for stateless individuals and nationals of third countries who were legally residing in Ukraine before the specified date and cannot safely return to their country or region of origin. However, due to humanitarian reasons, Austria permits their entry and stay in the country, even though the legal foundation for this right remains unclear. In Estonia, they may still be eligible for temporary protection if they are family members of a Ukrainian national or other person eligible for temporary protection.

In Greece, displaced persons who are not Ukrainian nationals but were residing legally in Ukraine before 24 February 2022 are not eligible for temporary protection but can apply for international protection. Similarly, Hungary does not provide temporary protection to these categories of displaced persons but instead issues a certificate allowing them to stay for up to 30 days and apply for regular international protection. Denmark is not bound by the Temporary Protection Directive and does not grant temporary residence permits, but Ukrainian nationals that were residing legally in Ukraine before 24 February 2022 may apply for protection under other international protection regimes. However, a special regime which provides similar protection to the Temporary Protection Directive is in force in Denmark since March 2022. Similarly, in Norway, they are not covered by temporary collective protection, but it may be possible to obtain a residence permit based on strong humanitarian grounds.

EU Member States can offer temporary protection to displaced persons who are not specifically identified in the Council Implementing Decision 2022/382, as long as they have fled Ukraine and are in need of protection. Some Member States have already established legal provisions which allow to grant temporary protection to a broader range of displaced persons from Ukraine than those specified in the Council Implementing Decision. These groups generally consist of Ukrainian nationals who were either already present in the host country on 24 February 2022, with their permits due to expire, as is the case in Finland, Austria, Germany, the Netherlands, Estonia, Lithuania, and Poland, or who left Ukraine before 24 February 2022, such as in Romania, France, Croatia, Germany, Latvia, Portugal, Spain, and Sweden. A similar protection is granted under the special protection regime in Denmark.

Several EU Member States have extended temporary protection to additional categories of displaced persons who are displaced for the same reasons and from the same country or region of origin, according to Article 7(1) of the Temporary Protection Directive. These additional categories include stateless persons and nationals of third countries other than Ukraine who are legally residing in Ukraine and unable to return in safe and durable conditions to their country or region of origin, as stipulated in Article 2(3) of the Council Decision. Based on the information provided by the country fiches, Bulgaria, Germany, Spain, Finland, France, Latvia, Poland, Romania, and Sweden are among the Member States that have enacted legislation to provide temporary protection to these additional categories of displaced persons.

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<sup>3</sup> Council Implementing Decision (EU) 2022/382 of 4 March 2022, Recital 12.

<sup>4</sup> Communication from the Commission on Operational guidelines for the implementation of Council implementing Decision 2022/382 establishing the existence of a mass influx of displaced persons from Ukraine within the meaning of Article 5 of Directive 2001/55/EC, and having the effect of introducing temporary protection (2022/C 126 I/01).

In general, the EU Member States have properly transposed the Temporary Protection Directive and the implementing Council decision by encompassing all the necessary beneficiary groups. However, some Member States have gone beyond the required categories by granting temporary protection or other form of adequate protection to other groups mentioned in the Directives, which are not mandatory under the temporary protection scheme and are left to the discretion of individual Member States.

## **2.2 Changing of status from temporary protection to other forms of work-based permit**

Member States have adopted diverse approaches concerning the possibility of displaced persons to changing status from temporary protection to alternative permits within their territories. Specifically, this pertains to the possibility for displaced individuals to apply for a change in their status without being required to leave the country or return to Ukraine, even if they are currently under temporary protection or other forms of adequate protection. This is especially relevant in the context of employment-based residence permits, both during the temporary protection regime and when it comes to the conclusion of such protection.

Some Member States allow for status changes to employment-based permits during the temporary protection regime, while others do not provide such possibilities or do not have specific legislation regulating the changing of status. Austria, Czechia, France, Germany, Croatia, Estonia, Portugal all allow for the possibility of changing status from temporary protection to various types of employment-based residence permits, such as single work permits, EU Blue Cards for highly-qualified workers, seasonal work, as well as for family reunification. A similar approach has been adopted also by Norway in relation to the temporary collective protection status. However, there could still be some unclear aspects of the regulation on changing the status from temporary protection to other forms of work-based permits in these countries that need further clarification.

In Portugal, although not expressly referring to beneficiaries of temporary protection, the law allows them to request a residence permit for the exercise of an employed or self-employed professional activity from inside the national territory.

In Sweden, when the period of temporary protection has come to an end, the former beneficiary of temporary protection may apply for a residence permit on any grounds laid down in the Aliens Act. The Swedish Migration Agency stated that when the temporary protection expires, it will be possible to apply for a residence permit for other reasons if the temporary protection is not extended. Application for a work permit, an EU Blue Card, and a work permit for seasonal work and family reunification will then be possible.

On the other hand, it emerged from the analysis that several Member States, including Belgium, Bulgaria, Cyprus, Greece, Hungary, Ireland, Spain and Slovakia either do not allow for status changes from temporary protection to work permits or do not have clear rules in place for such changes. It is, for instance, the case also in Slovenia, where, despite the Foreigners Act provides for some rules on status change for foreigners enjoying international protection (asylum or subsidiary protection), no such rules exist with respect to persons enjoying temporary protection. Article 3(5) of the Foreigners Acts excludes its application to persons who are enjoying temporary protection.

In Greece, there is no clarity about the changing of status from temporary protection to other forms of work-based permits. Similarly, in Hungary, while the law does not explicitly prohibit the change of status to those enjoying temporary protection, it has been reported in the country fiches how the lack of rules in this regard may be problematic.

In Poland, the beneficiaries of temporary protection can no longer apply for temporary residence permits, uniform residence and work permits, or EU Blue Card status. The Act of 13 January 2023 amending the Act on Assistance to Ukrainian Nationals has removed Article 38, which established an exception to this general rule, providing that Ukrainian nationals and other categories of persons under temporary protection granted by that Act may request a temporary residence and work permit.

Finally, in Finland, while it is currently not possible to file for a status change in Finland, beneficiaries of temporary protection have an unrestricted right to work without any separate employment-based residence permit. The changing of the status from temporary protection to other statuses is unregulated.

Overall, it appears to be some lack of consistency among Member States in terms of their approach to status change during and after temporary protection. Some Member States seem to have taken a more integrated approach, recognising the potential of displaced persons to contribute to the labour market, while others do not provide for such status changes or have unclear rules in place. This lack of consistency may make it more difficult for displaced persons to integrate into the labour market in the long term, hindering their possibility to continuing working in the Member State once the temporary protection regime will come to an end.

## 2.3 Rules on the revocation of temporary protection and the impact on potential labour mobility

Through the implementing Council Decision, Member States have agreed not to enforce Article 11 of the Temporary Protection Directive, which establishes the framework for the possibility of returning displaced persons to the original country that granted them temporary protection, in instances where there has been an unauthorised stay or entry into another Member State. Additionally, Ukrainian nationals, been recognised as visa-free travellers, have the right to move freely within the Schengen area for up to 90 days. As a result, individuals under temporary protection can choose the EU country where they wish to receive the temporary protection status. If a Member State grants a residence permit to a temporary protection beneficiary in line with the Directive, they are entitled to travel within the Schengen area for a maximum of 180 days. However, the benefits associated with temporary protection, including those related to employment, should only be available in the Member State that issued the residence permit.

The European Commission launched a platform on 31 May 2022, to facilitate the exchange of information regarding beneficiaries of temporary protection and adequate protection under national law. The [Temporary Protection Registration Platform](#), allows EU Member States to document real-time information on registered individuals, enabling those fleeing Ukraine to enjoy their rights across all Member States while helping authorities address instances of double or multiple registrations and possible abuse.

At the regional level, data exchange systems for temporary protection registrations have also been established, such as in the Baltic States where Latvia, Estonia, and Lithuania created a data exchange



system to manage double registrations. Similarly, in Iceland, the government is working in cooperation with other refugee centres in the EU Nordic countries to prevent the registration of refugees in two states.

Several Member States have enacted measures to prevent the registration of displaced persons in more than one Member State/EEA-EFTA country, in accordance with Article 26 of the Temporary Protection Directive. These measures have raised concerns about the potential impact on the labour mobility of displaced persons from Ukraine.

Temporary protection can be revoked in certain Member States if a Ukrainian national leaves the territory for an extended period of time, which can negatively impact posting of workers when the worker would lose the temporary protection status by moving in another Member State for an extended period. For instance, in Austria, the right to temporary stay expires if the beneficiary leaves for 'not solely for a short time'. However, it has been reported that what qualifies as 'short time' period is not expressly defined. This lack of clarity raises concerns about the actual application of this provision.

Similarly, in Germany, temporary protection ceases if a person leaves the country for another Member State or returns to Ukraine, as they are required to maintain residence in Germany. The enforcement mechanisms employed by German authorities to ensure compliance with this rule remain somewhat unclear. However, displaced persons from Ukraine can still receive their benefits based on their rights associated with temporary protection status, provided that the competent institution is notified, their absence from the country is limited to a short period, and their primary residence remains in Germany. This includes the ability to visit their family or work abroad as a posted worker.

In Slovenia, the Temporary Protection of Displaced Persons Act states that temporary protection will be terminated if an individual has already been granted temporary protection in another country or has obtained residency elsewhere. This particular provision has the potential to impact beneficiaries of temporary protection who are posted to other countries, as they may be obligated to register their residence for the duration of their work assignment.

Similar measures have been implemented in EFTA countries where the Temporary Protection Directive does not apply. For example, the Swiss Federal Government has made the decision to revoke the S-status if an individual spends more than 15 days in Ukraine during a three-month period. This revocation can directly impact labour mobility, as affected individuals would lose their right to reside and work in Switzerland. Moreover, in Norway, individuals granted temporary collective protection are obliged to spend at least half of their granted permit duration within the country. This requirement can significantly restrict labour mobility. For displaced individuals from Ukraine, permits are typically granted on a yearly basis, necessitating a minimum six-month stay in Norway. While traveling to EU countries is permitted, this requirement may pose obstacles for individuals seeking employment opportunities outside of Norway or those hoping to be posted to other EU Member States.

Overall, it appears that measures taken by Member States to prevent multiple registrations have raised concerns about the impact on labour mobility for displaced persons from Ukraine. Temporary protection can be revoked if individuals leave the territory for an extended period, potentially affecting posting of workers. Lack of clarity in some countries raises concerns about the actual application of such provisions.

## 3.0 Access of displaced persons in the labour market

### 3.1 Conditions regulating work permit/authorisation

According to Article 12 of the Temporary Protection directive, the “Member States shall 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 [...]”.

While it is generally observed that Member States have correctly implemented this provision, there are instances where national approaches and measures regarding work permits/work authorisation for displaced persons from Ukraine differ.

The majority of Member States enable displaced individuals to work without the need for a separate work permit or authorisation, provided they have been granted temporary protection or a residence permit. This approach applies to Cyprus, Czechia, Denmark, Estonia, France, Greece, Hungary, Ireland, Italy, Spain, Luxembourg, Lithuania, Malta, the Netherlands, Portugal, Slovenia, and Slovakia.

On the other hand, several Member States have established specific regulations or exceptions regarding work permits for displaced persons. For instance, in Bulgaria, individuals displaced from Ukraine are permitted to work in certain industries for a continuous period of up to 90 days within a 12-month timeframe. In Romania, displaced persons from Ukraine may be employed under particular conditions, including a maximum fixed-term employment of nine months within a calendar year. Additionally, they are eligible for employment three months after filing for asylum in Romania or following their recognition as refugees or beneficiaries of subsidiary protection. In Latvia, displaced persons from Ukraine have the right to start (self-)employment at any time, under the condition that they apply for a long-term visa within 10 days after starting the employment relationship. Similarly, in Switzerland, displaced persons in need of protection may not be gainfully employed for the first three months after entering the country.

In certain Member States, displaced persons are required to obtain specific authorisations or cards in order to be eligible for employment. In Austria, for example, displaced individuals must possess an ‘identity card for displaced persons’ to gain access to the labour market. In Belgium, individuals authorised to stay as beneficiaries of temporary protection must hold a residence permit (temporary A Card) before being granted unrestricted access to the labour market.

Lastly, in certain Member States, it has been reported a lack of clear or specific rules concerning work permits for displaced persons. In some instances, the regulation of work permits varies based on the division of competence at the national and federal level, leading to authorities or local administrations exercising discretion. This is noticeable in Germany, where different regulations may apply across federal states.

It is important to note that while there are variations in the measures implemented by Member States, there is a general consensus to allow displaced persons to work without requiring additional authorisation or permits. Furthermore, several Member States have established exceptions or specific rules for displaced persons, particularly in the context of seasonal work or during the initial phase of their stay.

## 3.2 Conditions for the recognition of diplomas and qualifications

The majority of Member States, including Austria, Denmark, Estonia, Greece, Spain, Finland, France, Germany, Croatia, Ireland, Lithuania, Luxembourg, Malta, the Netherlands, apply the general national rules to the recognition of qualifications and diplomas for displaced persons from Ukraine. No specific rules for the recognition of diplomas and qualification of displaced persons from Ukraine have been enacted in the EFTA States. There are far fewer cases of Member States in which specific measures have emerged to facilitate the recognition of qualifications and diplomas or to speed up recognition procedures.

Belgium has a general request procedure managed by Belgian Communities that provides information on diploma equivalence and guides job seekers on the procedure to follow. In Bulgaria, displaced persons from Ukraine with foreign professional qualifications in non-regulated professions have direct access to the labour market, and their qualifications are accepted on a declarative basis as many do not have all the necessary documents to prove their qualifications.

Cyprus requires that persons enjoying temporary protection have their qualifications recognized in the same way as any third-country national. In Czechia, individuals can document their education by an affidavit within the first six months after obtaining temporary protection without any restrictions, and after six months, they can do so if they provide a reason why they cannot document their education properly. Germany applies the Act on Recognition of Qualifications and Diplomas, with specific information for displaced persons from Ukraine available online on the information portal on foreign educational qualifications.

several EU Member States and EFTA countries continue to uphold restrictions on certain specialized professions, such as doctors and lawyers, despite some specific measures have been adopted in some Member States. In Hungary, there are special rules on the recognition of diplomas for those who are entitled to temporary protection and had permanent residence in Ukraine, and who arrived in Hungary on or after 24 February 2022. The relevant government decree entitles healthcare workers from Ukraine to start working at Hungarian medical service providers, both public and private, even before their diploma recognition procedure is over. Italy also has a special provision to facilitate access to the healthcare labour market for beneficiaries of temporary protection, allowing the temporary exercise of health professional qualifications and the qualification of socio-health professional for Ukrainian citizens who were resident in Ukraine before 24 February 2022. In Ireland, the general rules apply, but the Teaching Council is developing a process for qualified Ukrainian teachers to be admitted to the register of teachers. In Latvia, the simplified regime for recognition of professional qualifications, previously applicable only to certain regulated professions, is now applicable to all professions.

Overall, it appears that certain Member States have taken targeted actions to streamline the recognition process of qualifications and diplomas for displaced individuals from Ukraine, especially in the healthcare field. However, most Member States follow the general national rules for recognizing qualifications and diplomas of displaced persons from Ukraine, with some offering job seekers information and guidance. The country fiches indicate that individuals from Ukraine often end up in low-level positions due to lengthy recognition procedures or the absence of recognition. Consequently, the lack of recognition or protracted recognition processes can lead displaced individuals from Ukraine to settle for lower-skilled jobs.

The recommendation from the European Commission of 5 April 2022 on the recognition of qualifications for people fleeing Russia's invasion of Ukraine<sup>5</sup> highlights the need for fast, flexible, and efficient recognition procedures for academic recognition by responsible institutions, although it appears evident that not all Member States have made improvements in this direction.

### 3.3 Eligibility to receive assistance as jobseekers

In all Member States, displaced persons from Ukraine who are under temporary protection are entitled to the same job seeker assistance as the nationals. This consistent eligibility criterion is in compliance with the Temporary Protection directive.

It is worth noting that several Member States introduced specific measures or assistance for displaced persons from Ukraine who are seeking a job. One common approach among several Member States is the provision of comprehensive information to displaced persons, through different sources and channels, regarding enrolment as job seekers, often provided also in Ukrainian. For instance, in Slovenia, the Employment Service offers detailed information and allows beneficiaries of temporary protection to register in the register of unemployed persons and/or register of jobseekers. Similarly, in Luxembourg, is provided information to individuals under temporary protection to register as jobseekers with the Agency for the Development of Employment (ADEM), where they receive assistance, guidance, and access to various free services.

Another common approach is the implementation of specific measures to support displaced persons in finding employment and receiving counselling. Slovakia, for example, employs bilingual questionnaires in refugee centres to identify refugees' interests and preferred job sectors, enabling effective job matching. Sweden, on the other hand, ensures that displaced persons from Ukraine have access to the website of the Public Employment Service, offering job-seeking information. Additionally, registered individuals are offered planning discussions with employment officers. Romania's National Employment Agency provides free services such as professional counselling, job mediation, vocational training, and recognition of professional competencies for displaced persons registered within the institution's records.

On the other hand, Bulgaria has implemented a specific project called 'Solidarity' to support displaced persons from Ukraine's rapid labour integration, providing psychological support, professional guidance, and labour counselling. Displaced persons who register with the Labour Office directorates can receive full-time or part-time subsidised employment for up to three months, a mentor appointed by the employer, and an integration supplement including rent, overheads, and internet.

Some Member States have introduced specific measures to streamline the job-seeking process for displaced persons from Ukraine. In the Netherlands, the dedicated website 'Banen voor Oekraïners' (Jobs for Ukrainians) acts as a platform to connect job seekers with potential employers. It not only facilitates the matching of supply and demand but also provides a registration form for job seekers. Additionally, Croatia's Employment Service focuses on various activities to support unemployed individuals under temporary protection. These include preparation for employment through individual counselling and consultations, employment mediation by providing information about job vacancies, and facilitating workshops on crafting CVs and job application techniques.

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<sup>5</sup> Commission Recommendation (EU) 2022/554 of 5 April 2022 on the recognition of qualifications for people fleeing Russia's invasion of Ukraine, OJ L 1071.

While the examples provided above illustrate some common approaches, it is important to acknowledge that not all Member States have implemented specific measures.

Some specific challenges have been identified in the assistance as jobseeker for displaced individuals from Ukraine, specifically concerning access to information, administrative hurdles, and language barriers. Notably, a significant problem they face is the presence of language barriers, also in relation to the reported difficulties of some Member States to find interpreters who can effectively assist them during the process.

In conclusion, the eligibility for job seeker assistance for displaced persons from Ukraine showcases several common approaches among Member States. These include providing information for enrolment, offering specific measures for job search support and counselling, and implementing platforms or services to facilitate employment opportunities. While some similarities exist, individual Member States have also tailored their approaches to address specific challenges or prioritize certain aspects of assistance.

### **3.4 Vocational trainings and other educational opportunities**

Article 12 of the Temporary Protection Directive specifies that “[...] activities such as educational opportunities for adults, vocational training, and practical workplace experience [...]” should be made available for displaced persons. It emerges from the country fiches that in the majority of Member States, general education and training opportunities are available for all job seekers, including displaced persons from Ukraine. These Member States include Belgium, Finland, France, Croatia, Hungary, Luxembourg, Malta, Poland, Slovenia, and Slovakia. In Cyprus, the general framework provides that persons enjoying temporary protection are entitled to attend adult education programs, vocational training, and internship programs. In Czechia, all job seekers can use the support of Labour Offices, which can help them define training opportunities and arrange for a requalification program, during which the individuals can also receive a special monetary requalification benefit. Also, in Denmark, the general educational and training opportunities available to all job seekers are also available to persons enjoying temporary residence. In Spain, assistance to job seekers applies to beneficiaries of temporary protection entitled to social assistance. This applies to persons without sufficient resources to meet their needs and the needs of their family.

In Estonia, by law, the same rights and opportunities as for Estonian job seekers and employees apply if a person has a residence permit on temporary protection or international protection grounds. Similarly, in Lithuania, persons enjoying temporary protection from Ukraine are eligible to obtain vocational training on the same grounds as nationals. All relevant employment services, including training and educational courses, are regulated by the Law on Support of Unemployed and Job-Seekers. Displaced persons from Ukraine are entitled to equal treatment regarding all these services.

Some Member States have enacted specific measures concerning vocational training and educational opportunities for displaced persons from Ukraine. In Germany, there is facilitated access to integration training, and the Federal Employment Agency provides links and information on how to find a job and receive child allowance. In Italy, there are initiatives to support Ukrainian students and academic staff, all of which are listed on a dedicated webpage on the Ministry of University and Research. In the Netherlands, displaced persons from Ukraine have access to vocational training and apprenticeships. If they want to do a work placement during this vocational training period, they are exempted from the work permit obligation. In Poland, Ukrainian nationals and other categories of persons to whom the Act on Assistance to Ukrainian Nationals applies can additionally benefit from training conducted by centres

for social integration. In Portugal, a decree sets out measures on access to higher education for beneficiaries of temporary protection. In particular, it is established that students benefiting from temporary protection may request the status of a student in an emergency situation on humanitarian grounds and may apply for enrolment in a higher education institution/course equivalent to the one they were attending.

Several Member States have taken proactive steps to support the integration of displaced individuals from Ukraine into their labour markets by offering dedicated language courses. An example is Latvia, where the Law on Support to Ukrainian Civilians of December 2022, guarantees free courses on Latvian language and culture for displaced persons from Ukraine. Similar initiatives have been implemented in Germany, Hungary, Italy, and Greece, Austria, and Bulgaria.

In conclusion, in addition to include displaced persons under temporary protection in their national system for vocational training and educational opportunities, several the Member States have taken specific measures to integrate displaced persons from Ukraine into their labour markets. By providing language courses, specific training, as well as general support through public employment services, the Member States aim to facilitate the access of displaced persons from Ukraine to the labour market and improve their employability.



## 4.0 Public support instruments

### 4.1 Assistance to obtain temporary protection and information on the temporary protection regime and connected rights

Several Member States have taken measures to provide information to displaced persons from Ukraine regarding the procedure for obtaining temporary protection and the rights related to the temporary protection status. A common approach among Member States is the provision of dedicated government webpages or portals aimed at providing displaced persons from Ukraine with information regarding the procedure for obtaining temporary protection and their rights related to the temporary protection status. Austria, Switzerland, Romania and Slovenia have all established such webpages in multiple languages, including Ukrainian and Russian for this purpose. These webpages often provide comprehensive information about the application process, available services, and links to relevant public authorities.

The majority of Member States have established assistance centres or help desks which provides assistance for the procedures for obtaining temporary protection, often staffed with multilingual personnel, where displaced persons can receive in-person assistance and information. For instance, the Ministry of Migration and Asylum in Greece, has established a helpdesk that provides information and contact services in English, Ukrainian, and Greek. In Cyprus, the Asylum Service provides assistance related to the procedure for obtaining temporary protection, and Czechia has established a number of Regional Assistance Centres to help displaced persons with necessary administrative steps.

Several Member States have created brochures or guides outlining the relevant information regarding the application process for temporary protection and information on the rights derived from the temporary protection status. For instance, Italy has taken proactive measures by publishing and distributing a comprehensive brochure in collaboration with various departments and agencies, including the European Asylum Agency, to provide detailed information on the procedure for obtaining temporary protection. Likewise, Ireland has developed a dedicated webpage featuring frequently asked questions specifically tailored to displaced persons from Ukraine. Furthermore, Ireland has utilized informational posters with QR codes to ensure easy access to crucial information regarding welfare support, employment opportunities, education, healthcare, and language training for displaced individuals from Ukraine.

Furthermore, certain Member States have implemented training programs and initiatives designed to equip displaced persons with essential knowledge about their rights associated with temporary protection status, as well as available services and support measures. For instance, Spain has collaborated with the UNHCR to organize an annual training program called 'Know Your Rights', specifically aimed at providing comprehensive information in this regard. Similarly, Croatia has established a dedicated government webpage titled 'Hrvatska za Ukrajinu' ('Croatia for Ukraine'), which serves as resource offering information on the reception and care of displaced persons from Ukraine, including employment and social security matters.

Overall, Member States have implemented diverse approaches to disseminating information to displaced persons from Ukraine regarding temporary protection. These efforts encompass various initiatives and campaigns, such as the development of dedicated government webpages, the establishment of assistance centres or help desks, the distribution of informational brochures or guides, and the organisation of training programs.

## **4.2 Webpages, phonelines and contact points for information and consultation**

The majority of Member States have implemented various channels and contact points to furnish displaced individuals from Ukraine with crucial information across several domains, encompassing employment opportunities, integration support, access to social welfare and social security, as well as other public assistance measures. Many Member States have dedicated websites or webpages that serve as comprehensive resources, covering a wide range of topics, including legal status, registration procedures, access to accommodation and food support, travel arrangements, and enrolment in educational programs. These websites often feature translations in multiple languages, including Ukrainian, Russian, and English, to ensure accessibility to a broader audience. Several Member States, including Austria, Germany, Denmark, Estonia, Greece, Spain, Finland, France, Italy, Latvia, Malta, The Netherlands, Portugal, Romania, Sweden, and Slovenia, have established webpages and platforms specifically designed to provide information and assistance to those fleeing from Ukraine and individuals assisting them. These platforms offer information on various aspects such as the application process for temporary protection, available accommodations, services, employment and educational opportunities, as well as healthcare and social care provisions.

In addition to online resources, in certain cases, information and assistance are provided through dedicated centres and help desks that offer support with the procedures involved in obtaining temporary protection. These centres provide legal advice and information pertaining to access to employment and social security. Among the Member States that have established such centres and help desks are Austria, Greece, Ireland, Lithuania, Poland, and Slovenia.

Furthermore, several Member States have established helplines or help desks to provide information and assistance to displaced persons. These helplines may be available in multiple languages or staffed by professionals fluent in the callers' native language. Austria, Bulgaria, Belgium, Spain, and Slovenia are among the Member States that have set up specific phone lines to address inquiries related to residence, reception, housing, access to education, and employment. Has been reported that these phone lines have proven particularly valuable for displaced persons who may not have internet access or face challenges navigating in government websites.

Furthermore, many Member States have taken a consistent approach by establishing dedicated government agencies or offices responsible for providing comprehensive support to displaced persons. These agencies have the mandate to coordinate services across different government departments and collaborate with NGOs and other organisations to meet the diverse needs of displaced individuals. For instance, specific programs for psychological support have been implemented in Malta as well as in Italy, where, in collaboration with the Red Cross, a programme has been established aimed at addressing the mental health needs of displaced persons from Ukraine.



Moreover, certain Member States have gone beyond basic support measures by implementing specific programs and adaptation plans to facilitate the integration of displaced persons into their national societies, as in the case of Estonia. These initiatives focus on providing targeted assistance and resources to support the successful integration and inclusion of displaced individuals in host country.

One commonality among many Member States is the emphasis on providing information and assistance related to employment and education. Several Member States have established phone lines or websites that provide information on job opportunities, how to apply for work permits, and how to access education and training programs.

### **4.3 Measures aimed at facilitating integration in the labour market**

Member States have implemented a range of public support instruments to facilitate the integration of displaced persons from Ukraine into their national labour markets. While there are differences in the specific measures taken by each country, there are some common approaches at different levels, from the governments to local and regional administration as well as from the private sector, social partners and non-profit organisation. Below are listed some examples of measures and initiatives in this respect.

One common approach is the use of online platforms and webpages to provide displaced persons with information about available job vacancies, employment rights and regulations, and support services. For instance, the Austrian Labour Market Service has introduced a specific online platform for displaced persons from Ukraine which aims to facilitate integration into the Austrian labour market. Similarly, the Estonian Unemployment Insurance Fund has a dedicated webpage and has negotiated with employers who make special job offers to Ukrainian people, while the Croatian Employment Service provides information in Ukrainian language on their webpage. Additionally, Cyprus provides information on the access of displaced persons coming from Ukraine to the labour market on the website of the Cyprus Employers and Industrialists Federation. Similar initiatives has been highlighted also in Italy, Latvia, the Netherlands, Poland, Portugal and Slovakia. In addition to this, the Italian labour union 'Conflavoro' created an online platform, where companies and employers can offer employment to displaced persons coming from Ukraine. This approach reflects a clear effort to make information accessible and ensure that displaced persons from Ukraine have the necessary tools to navigate the labour market in the host country. The Estonian Unemployment Insurance Fund has a dedicated webpage that sorts job offers by region, while the Czech Labour Office has a helpline that provides advice to job seekers and employers in Czech and Ukrainian.

Several Member States, including Belgium, Finland and Estonia, have created brochures or leaflets to provide displaced persons from Ukraine with an overview of the temporary protection status, the application procedure, and employment rights related to it. For instance, the Federal Public Service in Belgium has published a brochure related to temporary protection and the right to work, while the Ministry of Economic Affairs and Employment in Finland has prepared a special leaflet to facilitate the employment of displaced persons coming from Ukraine. This approach reflects an effort to ensure that

displaced persons from Ukraine are informed about their rights and obligations related to temporary protection and employment.

Several Member States provides for language and vocational training courses to help displaced persons acquire the skills they need to enter the labour market. The Flemish Service for Employment and Vocational Training in Belgium provides such courses, as does the Finnish Ministry of Economic Affairs and Employment. Similarly, the Italian Ministry of Labour and Social Policy has created a webpage that provides information about recruitment procedures and public and private job centres, translated into Russian and Ukrainian.

Financial support for employers who hire displaced persons from Ukraine is another measure that has been taken to enhance displaced persons' integration in the national labour market. An example in this regard is Hungary, where financial support is provided to Hungarian employers who employ displaced persons from Ukraine, even if they arrived in Hungary prior to 24 February 2022. The program also supports the employment of Hungarian nationals fleeing Ukraine.

The creation of specific programs and counselling to help displaced persons is also an approach of several Member States. Germany's Wirtschaft Hilft program provides temporary integration into the labour market, while Spain's CEOE foundation created the platform 'Companies for Ukraine' to help with training and employment. In Italy, the project 'Interventions in favour of vulnerable displaced women from Ukraine and professional empowerment to facilitate their socio-occupational inclusion' is aimed at facilitating the labour inclusion of Ukrainian women who are under temporary protection in Italy. In Poland, The Public Employment Services runs a Green Line to support job-assistance for displaced persons coming from Ukraine, with assistance provided in Polish, English, Ukrainian, and Russian. In Romania, career guidance counsellors provide displaced persons from Ukraine with information and professional counselling services. A similar initiative has been undertaken in Slovakia. Another example comes from the Iceland's Directorate of Labour, where counsellors provide services targeted to displaced persons from Ukraine.

Another common approach is the provision of information and guidance on the recognition of diplomas and qualifications. Belgium, for example, has developed the Mondiplome.be website, which provides information on diploma equivalence and guides job seekers on the procedures to follow depending on their study path and professional project. Germany also provides specific information for displaced persons from Ukraine on its information portal on foreign educational qualifications. This common approach aims to facilitate the integration of displaced persons into the host country's workforce by ensuring that their qualifications are recognised. Some Member States developed specific platforms or websites for this purpose. France's 'For Ukraine' platform has a specific page dedicated to persons displaced by the conflict in Ukraine, which provides information on the recognition of professional qualifications and cultural activities. This approach aims to provide a centralised and accessible source of information for displaced persons and to ensure that they receive tailored support.

Some Member States have taken a targeted approach to the recognition of specific professions. For instance, Italy has focused on recognizing the qualifications of Ukrainian medical practitioners, while Ireland's Teaching Council is developing a process for qualified Ukrainian teachers to be admitted to the register of teachers in Ireland. This targeted approach aims to address specific needs and shortages in the host country's workforce. Finally, Slovakia has simplified the process of recognition of education

documents for the exercise of a regulated profession obtained in third countries. This approach aims to remove barriers to the recognition of qualifications for displaced persons and facilitate their integration into the host country's workforce.

In summary, Member States have taken a range of measures to facilitate the integration of displaced persons from Ukraine into their national labour markets. These measures include online platforms, language and vocational training, financial support for employers, and dedicated programs to help displaced persons.

#### **4.4 information initiatives about labour rights and campaigns against the trafficking of human beings**

In response to the displacement of individuals from Ukraine, several Member States have created public support instruments and awareness campaigns on labour and social rights and human trafficking. A common approach amongst several Member States is the provision of information on basic employment rights and obligations in multiple languages. For instance, Bulgaria's General Labour Inspectorate, Estonia's Labour Inspectorate and Ireland's Workplace Relations Commission offer information for this purpose in several languages, including Ukrainian and Russian.

Another common approach is the distribution of flyers or brochures on labour law and awareness on possible phenomena of human trafficking and labour exploitation. For instance, Luxembourg's Ministry of Labour, Employment, and Social and Solidarity Economy, the Inspectorate for Labour and Mines, and the ADEM jointly published a flyer in Ukrainian, French, and English. Similarly, in the Netherlands, the Red Cross, FairWork, the Salvation Army, and the Dutch Council for Refugees created a flyer in English, Ukrainian, and Russian to prevent exploitation by employers and employment agencies.

Several Member States also provide online resources available in multiple languages, including Ukrainian. Norway's Labour Inspection Authority has made informative videos available on YouTube, and Portugal's Authority for Working Conditions has published a guide entitled 'Work in Portugal', available in Ukrainian. Additionally, the Commission for Gender Equality published a guide for the prevention of trafficking in human beings in a war situation, available in English and Ukrainian, which was made available online and distributed at the borders.

Some Member States collaborate with other national institutions and embassies to coordinate their efforts. Slovenia's Government Office for the Support and Integration of Migrants, in coordination with the Ukrainian Embassy and other institutions, raises public awareness about the threat of human trafficking, especially among displaced women and children from Ukraine. The Anti-trafficking service under the Ministry of Interior alerts displaced persons from Ukraine about the risk of becoming trafficking victims, including through a short video, and raises awareness through the EU Anti-Trafficking Day and the Network of Anti-Trafficking Coordinators of South-East Europe.

In conclusion, Member States have implemented various public support instruments and awareness campaigns to assist displaced persons from Ukraine, with a common approach being the provision of information in multiple languages and the distribution of flyers or brochures on labour law and human trafficking prevention. Some Member States also offer online resources and collaborate with other institutions and embassies to coordinate their efforts.

## 4.5 Measures for housing and accommodation of displaced persons

Several measures have been taken by EU Member States to provide housing and accommodation for displaced persons from Ukraine. Overall, it is possible to underline that all Member States have put in places reception centres and accommodation facilities for displaced persons from Ukraine. In addition to this, it is possible to highlight some specific initiative to facilitate the accommodation of displaced persons from Ukraine.

Some Member States, as Bulgaria, France, and Croatia provide state-funded or financial support for private individuals hosting displaced persons from Ukraine. In Czechia, public authorities, municipalities, businesses, and individuals provide temporary housing to refugees, and Czech households receive a 'solidary household benefit' for providing temporary free-of-charge accommodation to persons enjoying temporary protection. In the Netherlands, municipal reception places for emergency reception are available, in addition to private reception places in individual homes.

Another approach observed among the Member States is the establishment of dedicated websites and campaigns to provide information and raise awareness about the housing and accommodation of displaced persons from Ukraine. Belgium and Estonia have set up websites to provide information related to housing for displaced persons from Ukraine, and Estonia's Equality and Equal Treatment Commission has launched a campaign to change residents' mentality about renting apartments to displaced persons from Ukraine.

Spain's Temporary Protection program grants access to housing for individuals or families without economic resources for a maximum period of 18 months, which can be extended to 24 months for displaced persons in vulnerable situation. The country has also established reception centres for refugees and asylum seekers, which are public establishments providing accommodation, emergency and primary psychosocial assistance, and other social services for people who request asylum in Spain or obtain refugee or displaced status. The program to support Ukrainians in Spain also includes social care, psychological support, support in the search for employment, and aid for training and language classes.

Poland's Act on Assistance to Ukrainian Nationals allows Polish residents who provide help to Ukrainian nationals to claim some of their costs back through a daily lump-sum payment. Romania provides reimbursement from the budget of the County Inspectorates for Emergency Situations for food and accommodation expenses to private persons hosting foreign citizens or stateless persons in special situations from the area of the armed conflict in Ukraine.

Slovenia and Slovakia are among the Member States that provide accommodation allowances for persons granted temporary protection status. Slovenia offers private accommodations and accommodation facilities, while in Slovakia an accommodation allowance is paid to accommodation providers by local governments from the Ministry of the Interior of the Slovak Republic.

One common issue observed on some Member States is residents' reluctance to rent apartments to displaced persons from Ukraine. In this regard, Estonia's campaign to change residents' mentality about renting apartments to displaced persons from Ukraine is an instance of initiative undertaken to address this issue.

In summary, EU Member States have taken various approaches and measures to provide housing and accommodation for displaced persons from Ukraine. The provision of temporary housing and

accommodation and the establishment of dedicated websites and campaigns to provide information and raise awareness are common approaches of member States in this regard.

## **4.6 Integration initiatives and language courses**

Numerous Member States have implemented comprehensive initiatives to promote the integration of displaced persons from Ukraine into their societies. These initiatives operate at both the local and national levels, emphasizing the significance of language courses as a means to facilitate the integration process. In addition to language training, various other measures and programs have been established to support and enhance the integration of these individuals. It is important to note that the information provided is not exhaustive and serves as examples of the common approaches and issues observed.

One common approach observed is the provision of language courses specifically tailored for displaced persons from Ukraine. Czechia, for example, organizes specific Czech language courses for Ukrainians, while Hungary offers free Hungarian language courses through the Budapest Helps Information and Community Centre. Similarly, Italy includes Italian language courses as part of its project supporting the autonomy and integration of displaced persons from Ukraine. France provides French language training adapted to the level of beneficiaries of temporary protection, enabling them to acquire different levels of proficiency. Similar initiatives have been undertaken in Portugal and Slovenia.

Integration programmes that combine language training with orientation and integration in the local society are also common. Germany offers integration courses covering various aspects of everyday life, including work, education, and social interaction. These courses aim to facilitate the integration process for displaced persons. Finland provides free courses at universities, which likely include language instruction along with other relevant subjects. A similar initiative has been taken in Latvia.

Several Member States emphasise the importance of equal education and promote the integration of Ukrainian citizens without discrimination. Greece, for instance, implements initiatives such as manuals, Greek language courses, and trainings to support equal education and integration. Lithuania plans to strengthen its capacities for the integration of displaced persons using funds received from the European Commission.

These initiatives and approaches highlight the commitment of Member States to facilitate the integration of displaced persons from Ukraine. While language courses play a crucial role, the additional support provided by various Member States reflects the recognition of the broader challenges faced by displaced persons, including finding employment and integrating in the local civil society.

## **4.7 Other relevant public support instruments**

There are several other measures of Member States of public support to displaced persons from Ukraine. One example is the provision of free or discounted transport services. For example, in Germany, displaced persons can use the railway system for free after presenting their Ukrainian ID card or passport. Similarly, in Denmark, they can travel for free on international trains that cross the Danish/German border and to their final destination.

In Spain, the state covers the cost of public transport within the province they reside, and Finland also provides discounts on public transport. In France, displaced persons benefit from free transport or significant travel reductions, and the SNCF outlines these rights on its website in several languages. Public transport companies in Hungary also offer free tickets, and solidarity tickets are provided free of

charge by the Hungarian Railways to ease transportation costs. Similarly, Budapest Transportation Centre offers free transportation services to displaced persons in Budapest. In Lithuania, displaced persons can travel by train for free for three months and use public transport for free in major cities, while in Luxembourg, Post Luxembourg provides a mobile free subscription, a free bank account, and a free payment card. Latvia allows displaced persons from Ukraine to enter the country with pets without required documents and vaccines under the condition that all required vaccines and medical care will be taken care on a certain period after arrival.

Another common measure taken by some Member States is providing free insurance for cars or automatic recognition of Ukrainian licenses. In Italy, displaced persons can travel free of charge within five days of their arrival, and the National Association of Insurance Companies provides free temporary insurance for 30 days for their cars. Some Member States, as Italy and Spain, do not require the recognition of Ukrainian driving licenses.

Some Member States, as Portugal, provides free legal support to displaced persons in preparing authorisations for minors to leave Ukrainian territory, recognition of signatures, obtaining visas, residence permits, and acquisition of nationality.

It is important to note that some measures are only available for a limited period or may require certain conditions, such as possession of a valid status of temporary protection.



## 5.0 Issues identified with impact on labour mobility

### 5.1 Barriers to the integration in the labour market

Despite the many efforts made by Member States to integrate displaced persons from Ukraine into their labour markets, there are several obstacles that have been highlighted in this regard. For example, in some Member States, it has been noted that displaced persons may enter labour market without being properly declared, leading to concerns about illegal labour practices. Efforts have been made to address this issue through various initiatives. Italy, for example, launched a campaign for the regularisation of the status of undocumented displaced persons coming from Ukraine working in agriculture, fishing, care, and domestic work sectors. The National Labour Inspectorate issued a circular in March 2022 recommending the prioritisation of files related to the regularisation of labour relations and status of displaced persons from Ukraine.

Another challenge is the possibility of labour exploitation and poor working conditions. For instance, the National Authority for Investigation and Prosecution of Economic and Environmental Crime in Norway warned that displaced persons from Ukraine could be exploited for illegal work. In Poland, new control measures were announced by the Labour Inspection to supervise whether working conditions standards in workplaces hiring displaced persons coming from Ukraine were observed in March 2022. Additional audits were also undertaken later in the year.

In addition to these issues, there are other barriers that could impede the entrance of displaced persons from Ukraine into the labour market. For example, language barriers in the host country can hinder their ability to find jobs. This has been reported for Ireland, where the lack of English language skills represents a significant barrier to work for the large majority of the displaced persons who participated in public employment support events. Similarly, Norway reports that having little knowledge of the Norwegian language could be a problem for integration into the labour market. This can be addressed through language training programs and other support measures, as showed in the previous chapter.

### 5.2 Posting of workers

Several administrative and legal barriers have been identified, which could potentially impede the labour mobility of displaced persons from Ukraine within the EU internal market, particularly concerning the posting of workers. Although the following list does not encompass all the measures adopted by each EU Member State, certain common issues have surfaced, suggesting the existence of shared challenges and concerns in this regard.

Several EU Member States have introduced administrative requirements for third-country nationals who are posted to work in their countries, including those with temporary protection status in other EU Member States. These requirements may include registering for a tax number, obtaining a special permit, or registering their residence with local authorities. Administrative requirements such as these may prolong the posting procedure and have an indirect impact on the potential labour mobility of

displaced persons from Ukraine. The Member States that have introduced such administrative requirements includes Finland, France, Lithuania, Luxembourg, and Slovenia.

In some Member States, temporary protection granted to displaced persons coming from Ukraine can be revoked if they leave the territory for an extended period of time. This particular policy can have a detrimental impact on the posting of workers, as individuals may lose their temporary protection status if they relocate to another Member State for an extended duration. This situation is exemplified in the cases of Austria and Germany, where the revocation of temporary protection due to prolonged absence can create obstacles for displaced persons seeking employment opportunities and being posted to other EU Member States.

Finland imposes a specific requirement for individuals working on Finnish construction sites or shipyards, including third-country nationals posted to Finland, to possess a Finnish tax number. This requirement extends to individuals with temporary protection status in another EU Member State. However, obtaining a Finnish tax number is contingent upon the posted worker first acquiring a Finnish personal ID. Similarly, Lithuania mandates that third-country nationals posted to the country, including those with temporary protection status in another EU Member State, must register their residence with the local authorities. Likewise, Luxembourg stipulates that third-country nationals posted to the country, including those with temporary protection status in another EU Member State, must register their residence within three days at the municipality where they reside.

Another example is France, where third-country nationals who are posted to France to work in the construction sector, including those with temporary protections status in another EU Member State, are required to obtain a special BTP permit, and the employer needs to declare each worker with the organisation managing the permits. The administrative requirements in France may prolong the posting procedure and have an indirect impact on the potential labour mobility of displaced persons.

Hungary's Government Decree no. 86/2022 allows those applying for or already enjoying temporary protection in Hungary to be employed through placement of workers without obtaining a work permit. This option may have an impact on labour mobility within the EU internal market by allowing the posting of workers.

Norway's legislative requirement that a person granted temporary collective protection must stay in Norway for half of the time granted could also represent a limit to their labour mobility. The permit granted to displaced persons from Ukraine is for one year at a time, which means that they have to stay in Norway for at least six months. While the possibility of traveling to the EU is present, this requirement may constitute an obstacle to working outside Norway or being posted to another EU Member State for a longer period.

Poland faced a similar problem until 1 July 2022, with posting of workers under temporary protection as under the Act Assistance to Ukrainian Nationals provided, Ukrainian nationals and other categories of persons to whom this act applies who leave Poland for a period over a month would lose the right for a legal stay in Poland. It was thus impossible to post workers for a period longer than one month. To solve this issue, an amendment to the Act on Assistance to Ukrainian Nationals entered into force on 1 July.

The administrative requirements listed above, while aimed at maintaining proper records and compliance with regulations, can indirectly impact the potential labour mobility of displaced persons.



The need to fulfil additional administrative obligations such as obtaining a tax number or registering residence may add complexity and delays to the process of accessing employment opportunities in different EU Member States.

### 5.3 Undeclared work and labour exploitation

As highlighted above, undeclared work among displaced persons from Ukraine is a significant issue that several Member States are actively addressing. One common approach is to prioritise the regularisation of their status, particularly in sectors such as agriculture, fishing, care, and domestic work. Italy, for instance, is fostering a policy aimed at the regularisation of undocumented displaced persons from Ukraine working in these sectors. In line with this, the National Labour Inspectorate in Italy issued a circular on 8 March 2022, urging local inspectorates to give priority to regularising the labour relations and status of displaced persons from Ukraine. Legislative initiatives in this regards has also been undertaken in Romania. Portugal labour inspectorate put in place a campaign of inspections to companies to monitor the situation of Ukrainian workers. Similarly, in Poland, the labour inspection announced new control measures to ensure compliance with working condition standards in workplaces hiring displaced persons from Ukraine.

In addition to this, many Member States are encouraging companies to offer jobs to refugees and displaced persons from Ukraine to avoid the their entrance in the labour market as undeclared workers. This approach is evident in Iceland, where the business sector and construction industry are offering jobs to refugees, and many more companies have shown interest in hiring refugees. The Directorate of Labour has also advertised jobs for refugees on their website.

Moreover, Member States are actively addressing the issue of human trafficking, which poses a significant risk for displaced persons from Ukraine. Germany, for instance, has developed a leaflet that serves as an information resource to prevent human trafficking among this vulnerable population. Similarly, Slovenia has taken comprehensive measures to raise awareness and combat human trafficking. The Slovenian Government Office for the Support and Integration of Migrants, in collaboration with national institutions and the Ukrainian Embassy, is actively informing the public about the risks of human trafficking, particularly among displaced women and children from Ukraine. Additionally, the Anti-trafficking service under the Ministry of Interior in Slovenia plays a crucial role in alerting displaced persons from Ukraine about the dangers they may face and how to avoid becoming victims of trafficking. The EU Anti-Trafficking Day on 18 October 2022, was also utilised as an opportunity to raise awareness about trafficking among displaced persons from Ukraine, emphasising the significance of international cooperation, including through the Network of Anti-Trafficking Coordinators of South-East Europe (NATC SEE).

In conclusion, Member States are taking various approaches to tackle undeclared work among displaced persons coming from Ukraine, but several common approaches and patterns are emerging. These include the regularisation of the status of displaced persons working in specific sectors, efforts to prevent human trafficking, and encouraging companies to offer employment opportunities to refugees and displaced persons.

## 5.4 Seasonal work

One common approach among Member States is to allow displaced persons from Ukraine to work in certain sectors as seasonal workers. Bulgaria, for example, grants displaced persons the right to seasonal work for up to 90 days in agriculture, forestry and fisheries, hotels and restaurants without interruption for 12 months. Finland has also employed many displaced persons from Ukraine as seasonal workers in agriculture and forestry. The Finnish Immigration Service handles specific questions related to the right to work as seasonal workers during the temporary protection status on its website.

On the contrary, it emerged that Sweden is currently rejecting applications for seasonal work from people who are resident in Ukraine. Information on how the Migration Agency handles seasonal work of Ukrainian citizens is available on its website.

France, on the other hand, allows beneficiaries of temporary protection to request a change of status during the period of validity of the temporary protection status for most residence permits. However, the legislation on seasonal work permits requires the employer to make an online request for the work permit before the third country national's arrival in France. This precludes the status change from temporary protection status to seasonal worker status while the third country national is in France.

## 6.0 Interim findings

- ▶ Following the activation of the temporary protection regime provided for by Directive 2001/55/EC for Ukrainian displaced persons, it was pointed out that many national regimes still have gaps in their internal legal system with regard to the implementation measures of the Directive. In particular, in several Member States uncertainties remain concerning the possibility of transition from a temporary protection regime to other categories of permits that would guarantee access to the labour market at the expiration of the temporary protection status. This situation often appears unregulated at national level or under an unclear legal framework.
- ▶ It has been highlighted that several Member States are facing challenges in providing Ukrainian citizens with access to temporary protection. These difficulties are primarily attributed to the prolonged procedures, administrative hurdles, and language barriers. To overcome these obstacles, most Member States have taken steps to introduce public support and information initiatives aimed at streamlining the procedures for obtaining temporary protection status.
- ▶ One aspect that seems particularly relevant is absence of a unified information and coordination system among Member States to prevent Ukrainian Displaced Persons in Temporary Protection from being registered in multiple countries and having access to their social protection systems. To address this issue, some regional-level systems have been put in place, such as in the Baltic States, to prevent duplication of temporary protection applications. Additionally, on May 31, 2022, the European Commission launched a platform to promote information exchange among Member States regarding beneficiaries of temporary protection and their entitlements to adequate protection under national laws.
- ▶ Despite many efforts by the Member States to guarantee the rights of displaced persons under the temporary protection directive, there are still gaps or inconsistencies with respect to the level envisaged by the Directive regarding, for example, access to healthcare, education, access to labour market, and means of subsistence.
- ▶ Most Member States grant displaced individuals the right to work without the necessity of obtaining a separate work permit or authorisation. While there may be variations in the specific measures adopted by Member States, there is a prevailing consensus to facilitate the employment of displaced persons without imposing additional requirements for authorisation or permits. Additionally, several Member States have implemented specific exceptions or rules tailored to the needs of displaced persons, especially in situations such as seasonal work or the initial stages of their stay.
- ▶ In order to promote the integration of displaced persons from Ukraine into their respective national labour markets, Member States have implemented a variety of measures. These measures encompass the utilisation of online platforms, provision of language and vocational training, facilitation of financial support for employers, and the establishment of dedicated programs to assist displaced individuals.
- ▶ In some Member States concerns raised over the potential for Ukrainian displaced persons to fall victim to labour exploitation or engage in undeclared work. In response, some Member States have taken proactive measures to ease displaced persons from Ukraine entry into their respective national labour markets and address the issue of undeclared work through specific enforcement actions and regularisation initiatives. In addition to this, information and training programmes

aimed at combating human trafficking, awareness of rights and the prevention of labour exploitation were reported. These initiatives often involved cooperation between public and private institutions.

- ▶ Legislative requirements and administrative barriers to the freedom movement and establishment of displaced persons may hinder their labour mobility in the EU, in particular by reference to the posting of workers. For instance, in certain Member States, national legislation allows for the revocation of temporary protection if a Ukrainian national leaves the country for an extended period, potentially hindering their ability to be posted in another Member State. Furthermore, in some cases, posted workers may be required to apply for residency in the receiving Member State, which could lead to the loss of their temporary protection status. These challenges have been identified as potential issues in this regard.
- ▶ Most of the Member States have been very active in setting up reception centres for displaced persons in their territories, by resorting in public facilities, setting up new centres and relying on volunteers to provide private houses.