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Responsibilities and access to rights for beneficiaries of temporary protection

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Explanatory note

This inform was prepared on the basis of national contributions from 26 EMN NCPs (AT, BE, BG, CY, CZ, DE, EE, EL, ES, FI, FR, HR, HU, IE, IT, LT, LU, LV, MT, NL, PL, SE, SI, SK, and NO, RS) collected via an AHQ developed by the EMN NCPs to ensure, to the extent possible, comparability. The information contained in this inform refers to the situation in the abovementioned EMN Member and Observer Countries up to April 2025. Information on non-EU OECD countries and data on employment outcomes was collected and provided by the OECD.

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1. KEY POINTS TO NOTE

- Since 2022, the responding EMN Member and Observer Countries and non-EU OECD Countries have progressively adapted national policies and measures to provide access to employment, healthcare, education, social assistance, and access to (or the means to access) suitable accommodation to beneficiaries of temporary protection (BoTP) following Russia's war of aggression against Ukraine.
- Financial benefits and allowances provided to BoTP vary widely, with some countries offering benefits equivalent to those for nationals and others applying reduced or conditional payments after a set period. Adjustments to benefit entitlements increasingly link support to active participation in work, education, or integration activities.
- Some countries have scaled back on the provision of some services, including state accommodation, healthcare, and social assistance to BoTP to balance public finances with ensuring access to rights. New initiatives often focus on strengthening labour market integration and social inclusion, particularly for BoTP who have partially or fully achieved self-reliance.
- Several EMN Member Countries have introduced or plan to introduce financial contributions from BoTP for services like accommodation and meals, typically only from those with sufficient income, while vulnerable groups are exempt. Most countries have set protective thresholds or transitional measures to safeguard low-income BoTP and prevent sudden loss of essential services.
- While broader national debates continue about creating long-term solutions, a minority of EMN Countries are facilitating the transition from temporary protection to alternative residence permits mainly for employed BoTP. Some countries have introduced simplified procedures or alternative residence pathways to retain economically integrated BoTP beyond the end of temporary protection.



2. INTRODUCTION

2.1. Context and policy framework

After Russia's full-scale invasion of Ukraine in February 2022, temporary protection was first activated in March 2022, and has since been prolonged, with the latest extension approved by the European Council on 13 June 2025, until 4 March 2027.¹ This extension ensures continued legal residence, access to employment, housing, education, healthcare, and social assistance, and access to (or the means to access) suitable accommodation for BoTP who fled the Russian invasion.

Over this period, EMN Member and Observer Countries and non-EU OECD countries have adapted the level of support they provide and national perspectives and debates on the protection regime have changed. Whilst continuing discussions on strategies for the post-temporary protection period, some EMN Member Countries are exploring financial contributions from BoTP towards state-funded welfare, such as contributing to the cost of state-provided accommodation.

In light of the latest extension of temporary protection until 4 March 2027, it is relevant to support discussions on the transition out of temporary protection with factual evidence on how EMN Member Countries are currently applying temporary protection and ensuring access to rights. As the situation evolves quickly and EMN Member Countries regularly adapt elements of their national application

of temporary protection, this inform presents an up-to-date picture of the situation, which will feed directly into policy-discussions.

Since the activation of temporary protection, the EMN has published several overviews of the state of play in EMN Member and Observer Countries regarding the application of temporary protection. Examples of this include ad hoc queries,² the 2024 study 'The application of the Temporary Protection Directive: challenges and good practices in 2023',³ the 2023 inform 'Labour market integration of beneficiaries of temporary protection from Ukraine',⁴ and the 'Asylum and Migration Overview 2024',⁵ which includes policy developments that took place in EMN Member and Observer Countries in 2024. This inform builds on and complements these previous EMN publications on temporary protection.

2.2. Aim and scope of the inform

The overall aim of this joint EMN-OECD inform is to map national policy and legal changes (both implemented and proposed) that took place from July 2023 to early 2025 concerning the responsibilities and access to rights of BoTP under Directive 2001/55/EC (the Temporary Protection Directive or TPD).⁶ Access to rights under temporary protection includes access to employment, medical care, education, social security, and access to (or the means to access) suitable accommodation.

1 Council of the EU, (2025), 'EU member states agree to extend temporary protection for refugees from Ukraine', press release, 13 June 2025, <https://www.consilium.europa.eu/en/press/press-releases/2025/06/13/eu-member-states-agree-to-extend-temporary-protection-for-refugees-from-ukraine/>, accessed 1 July 2025.

2 For example, Ad-Hoc Query 2025.18 on Support measures for beneficiaries of temporary protection.

3 EMN, (2024), 'The application of the Temporary Protection Directive: challenges and good practices in 2023', EMN study, https://home-affairs.ec.europa.eu/news/new-emn-study-explores-application-temporary-protection-directive-tpd-2023-2024-11-26_en, accessed 23 December 2024.

4 EMN, (2024), 'Labour market integration of beneficiaries of temporary protection from Ukraine', Joint EMN-OECD inform, https://home-affairs.ec.europa.eu/document/download/dabaf5d4-e785-4218-8ef9-f49c6294dd4b_en?filename=EMN_OECD_INFORM_Labour%20market%20integration_2024_0.pdf, accessed 23 December 2024.

5 EMN Asylum and Migration Overview 2024, https://home-affairs.ec.europa.eu/document/download/446f2fda-529a-49e0-a50f-1131dc04d35e_en?filename=2024_EMN_AMO_2.pdf, accessed 9 July 2025.

6 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, <https://eur-lex.europa.eu/eli/dir/2001/55/oj>, accessed 23 December 2024.

In this context, this inform provides a detailed and comparative understanding of the state of play in EMN Member and Observer Countries and selected non-EU OECD countries.⁷ It contributes to the creation of a factual basis for future decisions about the possibility to request (financial) contributions from BoTP for the benefits and services they receive under temporary protection. It also offers insights into possible strategies of EMN Member Countries after the expiration of temporary protection.

The scope of the inform includes access to initial reception, accommodation and the means to obtain housing, in-kind or financial support, access to medical care, education, and employment, including for vulnerable groups.

This inform also covers policy developments⁸ in EMN Member and Observer Countries and selected non-EU OECD countries towards those BoTP who have proven to be more self-reliant as they have (partially) integrated in the national labour market (i.e. self-reliant BoTP may be obliged to contribute to any support they receive, or receive only limited support from the State, such as state-financed accommodation and/or other rights provided by the State under temporary protection).

In addition, this inform touches on the possibilities for BoTP to transition from their temporary protection status to alternative national statuses.

This inform, therefore, maps changes in the national implementation of temporary protection that occurred from 1 July 2023 until March 2025 with a specific focus on the following:

- Access to accommodation and in-kind or financial support, i.e. which forms of housing can be accessed and are provided to BoTP, what type of financial support is provided, either as a means to obtain housing (Article 13(1)) or social assistance and medical care (Article 13(2) of the TPD).
- Assistance to vulnerable groups (Article 13(4) of the TPD).
- An overview of the public debate and current policies on requesting contributions from BoTP towards support received from host states under temporary protection, with a focus on the principle of fairness in such requests.
- An overview of whether any potential contributions to welfare provisions from BoTP are linked to the transition to other statuses, i.e. if they are meant to pave the way to more long-term national statuses.

This inform will not only provide an up-to-date overview, but also facilitate a retrospective analysis of changes, equipping policy makers with valuable insights to inform their policy decisions related to temporary protection.



3. FINANCIAL AND IN-KIND BENEFITS

This section provides an overview of the situation as of March 2025 across key areas of support, including accommodation, medical care, education, social welfare, child and family benefits, and labour market integration.

3.1. Accommodation

Article 13(1) of the TPD requires EU Member States to ensure that persons entitled to temporary protection have access to suitable accommodation or, if necessary, receive the means to obtain housing. EMN Member and Observer Countries⁹ reported facilitating this in different ways and often offer a mix of different options. These can include accommodation provided by public authorities and/or financial support or subsidies to BoTP who opt for private housing,¹⁰ or direct support to the providers of private accommodation.¹¹

Provision of accommodation by public authorities

Public authorities in many responding EMN Member and Observer Countries¹² provide accommodation, although the type of accommodation and the maximum period of stay varies. In nine countries,¹³ BoTP are typically

accommodated in short-term or emergency facilities, such as humanitarian accommodation or reception centres. In Ireland, for example, BoTP are accommodated across six accommodation types—ranging from state-supported serviced centres, self-catering options, modular homes, hosted accommodation through the ‘Offer a Home’ scheme or the Irish Red Cross, and private rental accommodation. In Latvia, accommodation is arranged by local governments, either in their own buildings and premises or by renting residential properties from private individuals, with the associated costs reimbursed from the state budget.

Six countries¹⁴ set a maximum period for providing state-organised accommodation, including 60 days in the Slovak Republic, 90 days in the Czech Republic and Ireland, up to 60 or 120 days by local governments or up to 120 days by private or legal persons in Latvia,¹⁵ 120 days in Poland and six months in Lithuania. In Lithuania, BoTP can stay free of charge in accommodation provided by the state or municipal institutions for up to six months; after this period, they may continue living in the same accommodation but must pay rent set by the managing authorities. In Poland, BoTP are entitled to accommodation and related support under the Assistance Act and can access collective accommodation and full board for up to 120

⁷ AU, CA, CH, JP, UK, US, but also DK, who is not part of the European Migration Network.

⁸ This includes an overview of policies already implemented towards those considered to be self-sufficient (either via social contributions or by limiting access rights to state-financed accommodation and other rights provided by the state under the TPD).

⁹ AT, BG, CZ, DE, EE, EL, ES, FI, FR, HU, IE, IT, LT, LU, LV, NL, SE, SK, and RS.

¹⁰ AT (if in need of assistance and protection), BE, CY, CZ, DE, EE, FI, FR, HU, IE, IT, LT, LU, LV, NL, SK.

¹¹ FR, LV, SK.

¹² AT, BG, CZ, DE, EE, EL, ES, FI, FR, HU, IE, IT, LT, LU, LV, NL, PL, SE, SK, and RS.

¹³ BE, CZ, DE, FI, FR, IE (from March 2024), LU, SE, SK.

¹⁴ CZ, IE (newly arriving BoTP since March 2024), LT, LV, PL, SK. In the Slovak Republic, vulnerable persons may be accommodated in an asylum facility on the basis of a written request, for a maximum of six months, even repeatedly.

¹⁵ Specified groups are eligible to accommodation for more than 120 days.

days after their first entry into Poland. After this period, assistance may continue if they hold a PESEL number and contribute 50–75% of the costs, capped at PLN 40–60 per person per day, with reduced rates for minors.

In Hungary, Luxembourg, and Serbia access to state-organised accommodation is limited to those BoTP who lack sufficient means of support—for example, in Hungary, free accommodation is provided only to BoTP who are vulnerable, children, or the elderly, and originate from active war zones. In Luxembourg, material reception conditions, including accommodation, are available for those who do not have sufficient means of subsistence or private care and are re-evaluated if the authorities are notified of a change in the financial situation of the BoTP. In Serbia, it is presumed that those who can afford to live autonomously in private housing do not wish to stay in collective centre accommodation.

Subsidies for private housing

Financial support or subsidies to BoTP who opt for private housing are provided by 14 EMN Member Countries, where BoTP meet the eligibility criteria.¹⁶ In the Slovak Republic, financial support is granted to housing providers rather than the BoTP directly.

Six countries¹⁷ integrate housing support into existing national basic care or social security systems. In Austria, BoTP not residing in organised accommodation are entitled to financial support for private housing as part of the basic care scheme if they are in need of assistance and protection, while Germany provides rent and heating subsidies under Social Security Codes, thereby ensuring BoTP receive state-funded support in line with national welfare provisions. The Netherlands allows BoTP to access the national rent allowance under the same criteria as nationals.¹⁸ In Latvia, BoTP whose housing costs are higher than their income or who do not fully cover their housing costs can apply for housing benefit, which is available to all low-income households. Similarly, in Finland, BoTP who have lived in the country for one year and have transitioned from the reception system to municipal housing are eligible to apply for the general housing allowance.

Targeted subsidies or ad-hoc contributions for housing are provided in nine countries.¹⁹ Estonia and Italy provide one-off rental compensation – up to €1 200 per household in Estonia and €250 per person in Italy. In Estonia, this compensation must be applied for within six months of receiving a first residence permit. Cyprus, Hungary, Ireland, and Lithuania provide monthly subsidies, in some cases subject to conditions. Cyprus offers a dedicated Rent Subsidy Scheme, aligned with the Guaranteed Minimum Income, with payments adjusted according to household size and region, and transferred directly to landlords. Lithuania offers rental subsidies based on household size and waives standard minimum lease term requirements. Ireland supports BoTP through the means-tested Rent Supplement, although this depends on eligibility. Hungary provides a housing allowance tied to employment and paid

to employers (HUF 80 000 (€197) or HUF 120 000 (€295) monthly), a policy that links housing support with labour market integration.

In Luxembourg, BoTP living in private housing receive in-kind material assistance (e.g. food, hygiene, clothing, school supplies) comparable to those in state-provided accommodation. Similarly, in Poland, while accommodation in reception centres includes comprehensive in-kind and financial assistance, BoTP living privately may also receive monthly financial support (subject to income thresholds) and access to key services such as language courses and transport.

3.2. Medical care

Article 13(2) of the TPD requires Member States to make provisions for persons enjoying temporary protection to receive medical care, which shall include at least emergency care and essential treatment of illness. Article 13(4) stipulates that necessary medical or other assistance should be provided to persons enjoying temporary protection with special needs, such as unaccompanied minors and people who have undergone torture, rape, or other serious forms of psychological, physical, or sexual violence.

Access to medical care for BoTP in EMN Member and Observer Countries depends primarily on how the national healthcare systems incorporate temporary protection within their existing frameworks for residents or beneficiaries of international protection (BIP). In 17 EMN Member and Observer Countries,²⁰ BoTP receive full healthcare coverage comparable to that of nationals. In another six,²¹ access is restricted to emergency or essential services, often subject to time limits or tailored based on age and vulnerability.

Of those 17 countries²² that reported that BoTP enjoy full medical coverage in the public healthcare system, on equal or nearly equal terms with nationals or permanent residents of the country, in Greece, BoTP have access to medical and nursing care in all public hospitals, nursing homes, municipal clinics, primary health care facilities, and Rehabilitation and Social Care Units for prescribing medicine, therapeutic operations, and diagnostic examinations. In Finland, BoTP have access to healthcare services equivalent to those of permanent residents, both while they are in the reception system and after obtaining a municipality of residence. In Austria and Germany, health insurance contributions are paid as part of basic care if the requirements are met or per regular statutory health insurance covered by social security, respectively. In the Slovak Republic, since 1 January 2023, children benefitting from temporary protection have had access to healthcare, equivalent to that provided under public health insurance, and as of 1 September 2023, this nearly full scope of care has also been extended to adults, including preventive check-ups, urgent care, and medical procedures. Health insurance contributions for BoTP in Bulgaria are covered by the state for 90 days from the date of registering for temporary protection but for the entire period of temporary

16 AT, BE, CY, CZ, DE, EE, ES, FI, HU, IE, IT, LT, LU, NL.

17 AT, BE, DE, FI, LV, NL.

18 In the Netherlands, rental allowance is a government subsidy for individuals and households with lower incomes and limited assets, with eligibility depending on factors such as income, rent amount, age, and household composition. BoTP who meet these criteria may qualify for this assistance.

19 BE, CY, EE, IE, IT, HU, LT, LU, PL.

20 AT, BE, BG, DE, EE, EL, ES, FI, FR, HU, IE (limited to 'public healthcare'), IT, LU, LV, NL, SK, and NO.

21 CY, CZ, HR, LT, MT, SE.

22 AT, BG, DE, EE, EL, ES, FI, FR, HU, IE, IT, LU, LV, NL, SK and NO, RS.

protection for those aged under 18 years or over 63 years (women) or 65 (men) years.

The five countries²³ that limit BoTP access to medical care, do so either by offering essential services only,²⁴ time-limited provisions²⁵ or registration as a resident.²⁶ Additional services are typically provided based on age, vulnerability, or local resources.

In the Czech Republic, healthcare provision is free of charge for 90 days, with the exception of children, for those above 65 years of age and other vulnerable categories for whom free healthcare is not time limited. In Cyprus, BoTP receive free medical care on the same basis as applicants for international protection. In Estonia, emergency medical care is available for all, while BoTP can access broader healthcare services by obtaining health insurance under the same conditions as Estonian citizens—typically through employment, unemployment registration, or qualifying as a dependent, student, or other eligible category. In the Netherlands, BoTP receive medical care reimbursed under the Regulation on Medical Care for Displaced Persons giving them access to care nearly equivalent to that of permanent residents. Although the Regulation on Medical Care for Displaced Persons removes the need for Dutch healthcare insurance, employed BoTP may opt to take out regular insurance for additional healthcare benefits.

3.3. Education

Article 14(1) of the TPD requires EU Member States to grant all persons aged under 18 years enjoying temporary protection access to the education system under the same conditions as their own nationals. Article 14(2) of the TPD states that EU Member States may allow adults enjoying temporary protection to access the general education system.

Support measures for access to education and training for children benefiting from temporary protection

A host of support measures are provided to BoTP children in several countries to support their access to education, including free language classes,²⁷ school supplies,²⁸ covering travel costs for school attendance,²⁹ free school meals,³⁰ extracurricular activities,³¹ support for disabled children's education³² and the support of an intercultural mediator.³³ In Croatia, for example measures to co-finance various educational and support services for BoTP students include out-of-classroom activities, dormitory accommodation and meals, additional learning support, and extended stay programme costs. In Austria, school-related support for pupils who are in need of assistance and protection includes covering travel costs and providing school supplies, while Ukrainian students at university continue to be exempted from tuition fees for the summer semester 2025

and the winter semester 2025/2026, or are eligible for a refund. In Finland, BoTP have extensive rights to education starting from early childhood education and care if the caregiver is working, and access to all levels of education without any restrictions. BoTP who are settled in Norway in a municipality have equal access to education at all levels, while in all cases, efforts are made to integrate BoTP into the national education systems. In Greece, BoTP who are aged under 18 years have the right to attend public schools where reception classes or tutoring departments operate or are planned to operate.

Access to education beyond compulsory school age

Seven EMN Member and Observer Countries³⁴ reported on support measures for education for BoTP beyond the compulsory school leaving age. BoTP students in Bulgaria have the right to a scholarship, which is provided by the state budget, as well as to use student hostels and canteens, subsidised by the state, in accordance with the procedure for Bulgarian citizens. After temporary protection expires, students can still continue their studies at the relevant higher education institution under the conditions established for Bulgarian citizens. In Finland, many higher education institutions offer study opportunities to BoTP free of charge. In Germany, the “Vocational Orientation Program for refugees and migrants” (BOFplus) prepares migrants and refugees to take up an apprenticeship or vocational qualification. The program includes job-related language lessons, internships and socio-educational support. Most of the participants currently come from Ukraine. In Ireland, adult BoTP can attend free English language training, with courses tailored to their individual language proficiency, and can also apply for further and higher education with support such as tuition fee coverage, stipends, and bursaries. In Latvia, BoTP enrolled in full-time accredited higher education may apply for state scholarships, tuition fee relief, and state-funded study places through standard procedures. BoTP in the Netherlands have access to vocational and higher education, with possible tuition fee reductions for Ukrainian students. Although national law allows room for these discretionary measures by educational institutions, this is not an active policy measure from the Dutch Government and the costs of these tuition fee reductions are borne by the research institutions themselves.

3.4. Social welfare and means of subsistence

Article 13(2) of the TPD requires EU Member States to make provision for persons enjoying temporary protection to receive necessary social welfare and means of subsistence if they do not have sufficient resources.

23 CY, CZ, LT, MT, SE.

24 LT, MT.

25 BG (BG only delays the start of access to medical care for some groups of BoTP. It is not time-limited afterwards), CZ.

26 LT, SE.

27 BG, CY, CZ, DE, EE, ES, IE, LV, SK, and RS.

28 AT, FI (applies to all children), LT, LU (BoTP receive annual support to purchase school equipment), and RS.

29 AT, BG, EE, MT.

30 FI (applies to all children), HR, LT, LV (for grades 1 to 4).

31 EE, LV, MT, and RS.

32 DE, FR.

33 ES, LU.

34 BG, DE, EE, FI, IE, LV and NO.

Overview of types of social assistance provided

Fourteen EMN Member Countries reported on providing financial allowances to BoTP³⁵ in different forms and subject to varying conditions. In 10 countries,³⁶ BoTP are entitled to social assistance, similar to nationals and permanent residents under certain conditions. In Sweden, as of June 2024, BoTP are eligible for registration in the population register after one year of residence, which gives them limited access to the broader social security system. Similarly, in Finland, BoTP receive healthcare and essential social services while in the reception system. Access to social benefits and broader municipal services is expanded upon obtaining a municipality of residence, but some state benefits remain restricted. France and Norway provide allowances under similar conditions as those applied to BIP. In France, BoTP receive the asylum seeker allowance if they meet income³⁷ and age criteria (they are at least 18 years old).

Austria, Cyprus, the Czech Republic, and Hungary provide dedicated allowances for BoTP either as monthly payments³⁸ or a lump sum.³⁹ In the Czech Republic, BoTP receive a humanitarian benefit, which serves as both a living and housing allowance and is calculated based on the applicant's income, savings, and vulnerability status. Initially provided at the minimum subsistence level for 150 days, the benefit is reduced thereafter for individuals who do not actively seek to support themselves and are not considered vulnerable.

In Ireland, those living in designated accommodation centres receive a reduced weekly payment but may still qualify for additional support such as Child Benefit, Working Family Payment, and Additional Needs Payment, with access to standard social protection resuming once they move out of a designated accommodation centre.

Box 1: Types of social assistance offered to BoTP in Latvia

In Latvia, two main types of social assistance are available for BoTP: the Guaranteed Minimum Income benefit to ensure a basic standard of living, and a Housing benefit to help cover accommodation costs. Additional support includes benefits for specific expenses to support independent living and a crisis payment offering immediate help in emergencies. BoTP are exempt from means testing for the first three months, after which they are subject to the same eligibility conditions as Latvian residents. Those in need or in crisis can also receive food aid, basic material assistance, and take part in social inclusion activities supported by the European Social Fund Plus Programme (2021–2027).

Child and family benefits

In 10 EMN Member Countries,⁴⁰ BoTP are eligible for child and family benefits if they fulfil specific criteria. In the Netherlands (see box 2 below) and the Slovak Republic, only employed BoTP are eligible for child benefits. In the Slovak Republic, BoTP are entitled to a childcare allowance linked to employment and to various allowances supporting substitute care, including one-off and recurring payments for foster children and foster parents.

Box 2: Child benefits in the Netherlands

In the Netherlands, BoTP with children up to age 18 years may be entitled to supplementary child benefits (*kinderbijslag*), provided they are employed. These supplementary child benefits are €286.45 for BoTP with children up to age five, €347.83 for BoTP with children aged between 6 and 11, or €409.21 for BoTP with children aged between 12 and 17 – these payments are made per child for every trimester. Additionally, BoTP may receive the child budget (*kindgebonden budget*). The amount of budget BoTP receive is income dependent. BoTP with children up to age 13 may also be entitled to childcare allowance. Parents pay the costs for childcare themselves and receive a subsidy from the government (the 'childcare allowance'). The childcare allowance is calculated as a percentage of the total costs of the childcare and varies depending on the income of the parents. The same conditions apply to BoTP as to Dutch parents.

Germany provides regular child benefits, additional support for low-income families, parental leave benefits, and maintenance allowances for single parents based on need. In Finland, BoTP are entitled, for example, to child benefit after they have resided in Finland for a year. In Latvia, BoTP are entitled to childbirth allowance, childcare benefit, and state family allowance if residing in the country with the child, with extraordinary guardians eligible for the childbirth allowance under specific conditions.⁴¹

Box 3: Child benefits in Estonia

In Estonia, the Social Insurance Board pays family benefits to BoTP families with children. The amount of child allowance is €80 for the first and second child in the family and €100 for the third and subsequent children in the family. For families with three to six children, the allowance is €450 per month, and for seven children, €650 per month. A child is entitled to child support until they reach the age of 19. Parental allowance is paid to any parent who arrived in Estonia with a child under the age of one and a half. Parental allowance is €820 per month for up to 545 days.

³⁵ AT (if they are in need of assistance and protection), BG, CZ, DE, EE, ES, FI, FR, HR, IE, LU, LV, NL, SK.

³⁶ BE, BG, DE, EE, FI, IE, LV, SE, SK, and NO.

³⁷ They meet the income criteria if they have resources below the Active Solidarity Income (RSA – a French social welfare benefit for low-income individuals) threshold (€565.34).

³⁸ AT, CZ, HU (subsistence allowance).

³⁹ CY.

⁴⁰ AT, DE, EE, FI, FR, IE, LT, LV, NL, SK.

⁴¹ The term extraordinary guardians refers to a person appointed by the Orphan's and Custody Court for a minor Ukrainian civilian entering the Republic of Latvia without being accompanied by parents (unaccompanied child) in order to ensure the protection of his/her rights and to provide assistance to him/her. A person to whom the accompanied child arrives, and also a person who has been granted the status of a guardian or adopter, the status of a foster family or guest family in Latvia, or a person with whom the unaccompanied child has arrived in Latvia may become an extraordinary guardian after fulfilling the necessary conditions.

3.5. Labour market integration and employment services

Article 12 of the TPD requires EU Member States to authorise BoTP to engage in employment or self-employment activities, for a period not exceeding that of temporary protection, subject to any rules applicable to the profession. It also gives them the right to access activities such as educational opportunities for adults, vocational training, and practical workplace experience.

To facilitate access to the labour market for BoTP, EMN Member Countries provide a range of measures to support access, including being able to register as jobseekers with the employment services and assistance in finding a job⁴² and vocational training services.⁴³

In Finland, for example, BoTP have the same access as other jobseekers to employment- promoting services including guidance, skills assessments, work placements, and pay subsidies. In France, persons aged under 25 may be offered socio-professional guidance. Latvia provides a one-time employment or self-employment benefit to BoTP, equivalent to the minimum wage, to help cover living costs until they receive their first income.⁴⁴ In Serbia, the procedure to have a diploma recognised is free of charge for BoTP. In Poland, the Together to Independence project supports Ukrainian citizens under temporary protection to achieve economic independence. Project beneficiaries are offered financial support and a range of activities to foster integration and build a life in Poland. These also include individual career counselling and job search assistance, Polish language courses and cultural and integration activities. The Czech Republic has introduced several support measures, such as assistance in finding a job, language courses, or requalification courses.

Box 4: Support measures for labour market integration in Croatia

In Croatia, BoTP have the same rights and obligations as Croatian citizens and can register with the Croatian Employment Service (CES) as unemployed. Upon registration in the unemployment register, each individual is assigned an employment counsellor who is trained to assist persons under temporary protection. Individual consultations are conducted with the support of a Ukrainian language translator. Additionally, they are entitled to use all CES services to facilitate

their integration into the Croatian labour market. By registering with CES, BoTP also gain access to active labour market policy measures aimed at promoting employment, self-employment, training, and education, particularly for individuals in disadvantaged labour market positions.

In 2024, the conditions for vocational education funding through the voucher system were adopted. Among other changes, the amendments introduced the possibility of financing Croatian language learning as a foreign language through vouchers. BoTP are among those eligible to apply for Croatian language learning programmes provided by authorised service providers.

Box 5: Evolving labour market outcomes among displaced Ukrainians

Labour market integration of displaced Ukrainians has continued to advance across many OECD and EMN Member Countries, supported by improved access to employment services, vocational training, and job placement initiatives. While a joint EMN–OECD inform⁴⁵ published in 2024 analysed labour market situation in more detail, Table 1 presents updated employment figures for a selection of countries in 2024/2025.

Recent figures suggest that progress is ongoing. The highest employment rates are recorded in Poland (78%), Lithuania (72%), and the United Kingdom (69%). Other countries reporting strong outcomes include Czechia (63%), Denmark (62%), Estonia (59%), and the Netherlands (59%). However, considerable variation persists. In countries such as Spain (17%), Switzerland (28%), Norway (31%), and Latvia (33%), employment levels remain relatively low.

These differences reflect a combination of factors, including overall labour market conditions, the profile of arriving populations, the scale and type of national support measures, and the presence of established Ukrainian communities. Variations in data collection methods may also partly explain the disparities observed. Despite these challenges, the overall trend remains positive, with most countries reporting steady improvements in employment outcomes.

⁴² BG, CZ, DE, EE, ES, FI, FR, HR, IE, IT, LU, LV, MT, NL, PL, SE, and RS.

⁴³ BG, CZ, DE, EE, FI, HR, IE, IT, LV, NL, PL.

⁴⁴ €500 in 2022, €620 in 2023, €700 in 2024, and €740 in 2025.

⁴⁵ EMN, Labour market integration of beneficiaries of temporary protection from Ukraine, https://home-affairs.ec.europa.eu/document/download/dabaf5d4-e785-4218-8ef9-f49c6294dd4b_en?filename=EMN_OECD_INFORM_Labour%20market%20integration_2024_0.pdf, EMN inform, accessed 26 May 2025.

Table 1. Employment rates of displaced Ukrainians/ BoTP in selected OECD countries

Country	Employment rate in 2024/2025 (%)	Date	Source
Austria	41	Jul-24	Public Employment Service (AMS)
Czech Republic	63*	Mar-24	Public Opinion Research Centre of the Institute of Sociology of the Czech Academy of Sciences
Denmark	62	Sep-24	Integrationsbarometer
Estonia	59	Mar-25	Statistics Estonia
Finland	35	Aug-24	VATT Datahuone
France	42	Sep-24	Ministry of the Interior
Germany ⁴⁶	31	Sep-24	Federal Employment Agency
Ireland	35	Sep-24	Central Statistics Office (CSO)
Japan	54*	Dec-24	Nippon Foundation
Latvia	33	Dec-24	State Revenue Service of Latvia
Lithuania	72	Feb-25	Government of Lithuania
Netherlands	59	Nov-24	Statistics Netherlands
Norway	31	Dec-24	Statistics Norway
Poland	78*	Jul-24	National Bank of Poland
Spain	17	Sep-24	Ministry of Inclusion, Social Security, and Migration
Sweden	66*	May-24	International Organisation of Migration (IOM), Government of Sweden
Switzerland	28	Sep-24	State Secretariat for Migration SEM
United Kingdom	69*	Jul-24	Office for National Statistics (ONS)
United States	61*	Dec-24	US Census Bureau, US Bureau of Labor Statistics

Note: The data for EU and non-EU OECD countries was provided by the OECD Secretariat, with the original source specified for each country. For countries marked with an asterisk (*), survey data rather than administrative data have been used.



4. LEGAL AND POLICY CHANGES

This section examines the legal and policy changes on access to rights for BoTP between July 2023 and March 2025 (Section 5.1.) as well as announced/planned legal or policy changes on the access to rights for BoTP (Section 5.2.).

4.1. Legal and policy changes on access to rights

Between July 2023 and March 2025, EMN Member and Observer Countries implemented a wide range of legal and policy changes affecting access to rights for BoTP. These changes reflect a broader shift from emergency assistance towards more structured and sustainable support.

Accommodation and housing

From July 2023 onwards, eight countries⁴⁷ progressively reduced the duration or scope of accommodation support for BoTP.

The Czech Republic and the Slovak Republic shortened the period of state-provided accommodation—from 150 to 90 days in the Czech Republic, and from an unlimited time period regardless of vulnerability before 1 July 2024 to 60 days in the Slovak Republic as of March 2025, with extended stays allowed for vulnerable groups. In Spain, a change effective from February 2025 reduced the post-reception maximum stay in accommodation facilities from 24 to 18 months. In Ireland, the Accommodation Recognition Payment (ARP) for hosts accommodating BoTP was extended until March 2026, with the monthly amount decreased from €800 to €600 from June 2025. Separately, Ireland also added a ‘90-day maximum stay’ for newly arriving BoTP who require state-provided accommodation

⁴⁶ Data is only available for all persons with Ukrainian citizenship and not specifically for displaced Ukrainians or BoTP. Therefore, the employment rate for DEU encompasses also Ukrainians who have lived in DEU before the 24th February 2022.

⁴⁷ CZ, EE, IE, IT, LT, SE, SI, SK.

from March 2024. As of 1 July 2024, the Netherlands, introduced personal financial contributions from BoTP in municipality shelters.

In 2024 and early 2025, a trend to shift responsibility from national to local authorities emerged.⁴⁸ Norway issued a White Paper to accelerate municipal housing placement. Belgium's Flemish Region extended subsidies to municipalities until 2026, and the Brussels-Capital Region promoted private housing options.

Especially in 2024, six EMN Member and Observer Countries⁴⁹ increased or prolonged accommodation capacity or housing support. The Czech Republic adjusted housing allowances for BoTP by increasing deductible costs, unifying rates, and maintaining higher support for vulnerable individuals while providing emergency aid to better target assistance and encourage labour market participation. Italy extended previous support measures and allocated funding for 359 additional living spaces across 22 projects from 1 May to 31 December 2024, extending previous support measures. The Reception and Integration System (SAI) for BoTP has been further extended until 31st December 2025. In 2024, Luxembourg opened a new accommodation facility for BoTP with a capacity of 118 beds, while several existing facilities were upgraded to expand capacity. Georgia extended its housing support programme until 1 April 2025, allowing Ukrainian citizens to receive a monthly housing allowance of GEL 300 (around €96) per family and a monthly subsistence allowance of GEL 45 (around €14) per person.

Medical care, including mental health care

Since July 2023, nine EMN Member and Observer Countries⁵⁰ have gradually integrated BoTP into national healthcare systems, often replacing parallel or specialised healthcare schemes introduced at the onset of Russia's war against Ukraine, and granting them access to the general national healthcare system under the same or nearly same conditions as other residents. Estonia, for example, announced that as of 1 January 2025, the Health Insurance Fund would no longer receive additional state funding to cover BoTP medical care through specialised agreements and BoTP would receive family medical care under the same conditions as Estonian residents. This requires them to register with a family doctor. The Czech Republic shortened the period of state-funded health insurance for BoTP from 150 days to 90 days, aligning coverage more closely with national norms.

Another shared development was the differentiation of healthcare entitlements based on individual vulnerability or integration progress. Three countries⁵¹ maintained or introduced targeted support for vulnerable groups such as people with disabilities, children, or those with no access to employment. Lithuania, for example, decided in 2023 that BoTP who did not work and were therefore not covered through compulsory health insurance would be reimbursed for essential medicine by the government to avoid their health deteriorating.

Since 2023, in the Benelux countries and Estonia, Ukrainian mental health professionals were mobilised by the state to provide free-of-charge mental health support and care through a telephone hotline, online, and in-person services. In 2023, the Luxembourgish Refugee Health Service of the Directorate of Health set up a new psychological unit. This consists of nurses specialising in psychiatry, psychotherapists, a social worker, and a psychiatrist to provide structured care for psychologically distressed patients from third countries, particularly from war zones. Belgium took measures to contain infectious diseases, especially tuberculosis and certain blood-borne viruses, in response to higher risks of missing vaccinations among displaced persons and refugee groups. This included the installation of mobile teams to encourage vaccination, and the launch of a catch-up immunisation programme. In Ireland, Ukrainian nationals/native speakers were involved in providing MyMind, a mental health support service.

Social welfare and means of subsistence

Between July 2023 and March 2025, four countries⁵² introduced reforms to adjust financial assistance, including both reductions and targeted extensions of support. In 2023, Austria adopted a model in which basic care benefits for BoTP are reduced progressively based on income thresholds. The Czech Republic introduced new legislation, recalibrating humanitarian financial support based on household income and assets, with differentiated allowances for vulnerable individuals. Ireland revised its support scheme for newly arrived BoTP living in State supported accommodation where meals and utilities are provided, replacing standard welfare with a weekly flat-rate payment for those residing in designated accommodation centres in line with rates received by applicants for international protection, which was further extended to all BoTP residing in designated accommodation centres. While Norway announced plans to restrict certain benefits such as reception allowances and child support. Latvia released a national plan coordinating state, local, and NGO-level support, while Luxembourg, Croatia, and Moldova clarified that BoTP were entitled to reception allowances under conditions similar to applicants for international protection. In the Slovak Republic, BoTP continued to receive material need benefits under the same rules as nationals.

Throughout 2024, further adjustments were made, with nine countries⁵³ modifying social assistance frameworks. The Czech Republic, Latvia, and the Netherlands, introduced mechanisms to limit or condition support. The Netherlands withdrew allowances for BoTP who became employed and enforced stricter absence rules for shelters offered by municipalities, which are used at the municipality's discretion. At the same time, other countries extended or refined support for specific vulnerable groups. The Czech Republic and Latvia prolonged financial aid for persons with disabilities, while Bulgaria adjusted one-time payments in line with updated poverty thresholds. Lithuania introduced state-funded care services based on formal vulnerability assessments, and Italy continued to provide social services through municipal-level programmes.

48 BE, FI, and NO.

49 CZ, DE, IT, LV, LU, and GE.

50 CZ, EE, HR, IT, PL, SE, SK and GE, MD.

51 CZ, LT, SK.

52 AT, CZ, IE, and NO.

53 BG, CZ, IE, IT, LT, LV, NL, SK and MD.

France maintained inclusion efforts while steering BoTP towards self-reliance, and Moldova extended support schemes into 2024.

Access to education for minors (including educational support)

Twelve countries⁵⁴ undertook measures in 2023 to improve inclusion in national education systems. These included the expansion of preparatory language classes (e.g. in Croatia), provision of free educational materials, and recruitment of additional teaching personnel to address capacity shortages. Luxembourg facilitated access to cultural and language classes, while Ireland issued guidance for schools to support access to the Ukrainian curriculum. In the Czech Republic, provisions for establishing children's groups—an alternative form of pre-primary education—were extended, and Hungary opened two schools specifically for Ukrainian-speaking children. Lithuania expanded the International School of Ukraine network with two additional branches.

In 2024, 10 countries⁵⁵ continued adapting their legal and policy frameworks to enhance educational integration. Austria, the Slovak Republic, and Poland revised laws to extend compulsory education to Ukrainian children, while Cyprus maintained its exemption for distance learners under certain reporting conditions. The Czech Republic, Estonia, and Lithuania abolished previous exemptions for Ukrainian students, reinforcing their inclusion in national education systems under equal conditions. Estonia also began a phased transition to Estonian-language instruction, including for BoTP minors. Targeted financial or other support was introduced by Croatia, Norway, and Moldova. Croatia co-financed educational costs such as meals and extracurricular activities, Norway temporarily expanded kindergarten capacity and adjusted enrolment timelines, and Moldova maintained digital learning support through an online platform managed by the Ministry of Education and Research.

Access to the labour market

In 2023, labour market integration for BoTP was further enhanced across 14 countries.⁵⁶ Moldova allowed BoTP to work without a permit, while Belgium required BoTP to register with the Flemish Public Employment Service. Croatia, Italy, and Moldova simplified recognition of foreign qualifications, including for medical professionals. Nine EMN Member Countries⁵⁷ introduced or expanded employment-related support such as financial allowances, mobility grants, skills training, mentoring, and language courses. In Sweden, municipalities were formally allowed to provide Swedish language training to BoTP, while the Czech Republic amended its Employment Act to strengthen protection against labour exploitation.

In 2024, seven countries⁵⁸ introduced targeted measures affecting BoTP access to the labour market. Austria allowed BoTP with previous employment experience to apply for a Red-White-Red Card Plus, granting unlimited access to the

labour market. Italy permitted the conversion of temporary protection permits into work-related residence permits, while Germany made recommendations for converting the protection title into training or work titles, taking into account existing law. In Belgium (Flanders), 47 employment mediators were deployed, and 200 Dutch language training courses were offered to BoTP. Sweden granted BoTP access to the Introduction Programme through the Public Employment Service following population registration. Lithuania extended an exemption from state language requirements and authorised self-employment, while the Slovak Republic removed the labour market test for BoTP who had been employed at least six months and were applying for temporary residence for the purpose of employment in that same job, and enabled access to business activity permits.

Access to education for adults

In 2024, 11 countries⁵⁹ offered additional support for language and skills development. Belgium (German-speaking community), Croatia, Estonia, and Luxembourg launched or improved programmes tailored to labour market needs. Croatia provided sector-specific language training and Luxembourg implemented measures to facilitate access to language courses and vocational training for Ukrainian jobseekers. In Germany, the staff of the Coordination Centre for Training and Migration (KAUSA) regional offices was increased to advise the increasing numbers of BoTP on their options for vocational training. Advice was given through a hotline or information events for BoTP. Austria extended tuition fee exemptions for Ukrainian students, while Bulgaria simplified admission procedures and offered state-subsidised language training. Norway expanded access to vocational and secondary education, and Moldova formalised academic cooperation with a Ukrainian university (Taras Shevchenko National University of Kyiv) to enable joint study programmes.

Further measures were adopted to facilitate adult learning and safeguard BoTP access to educational pathways. Ireland renewed financial support for further and higher education for the 2023/2024 academic year. Finland allocated a state subsidy to support BoTP completing upper secondary education, including enhanced language training. The Netherlands granted €15 million in 2023, an additional €2 million in 2024 and €10 million in 2025 to municipalities to fund Dutch language lessons. Sweden has allocated SEK100 million (just under €9 million) for municipal Swedish language courses. Moldova admitted Ukrainian students to state-funded bachelor's and master's degree programmes. In the Czech Republic, new accreditations were granted for advanced Czech language courses and digital skills training programmes funded through the Labour Office.

54 BE, CZ, FR, HR, HU, IE, LT, LU, NL, PL, SE, SK.

55 AT, CY, CZ, EE, HR, LT, PL, SK and NO, MD.

56 AT, BE, CZ, FR, HR, IE, IT, LT, LV, NL, PL, SE, SK and MD.

57 BE, CZ, DE, IT, LT, LV, NL, SE, SK.

58 AT, BE, DE, IT, LT, SE, SK.

59 BE, BG, CZ, DE, EE, HR, LU, LT, NL and NO, MD.

4.2. Announced and planned legal or policy changes on access to rights

Eight EMN Member and Observer Countries⁶⁰ reported planned legal or policy changes on access to rights for BoTP. In five EMN Member Countries,⁶¹ these concern access to different types of benefits. In Belgium, on 13 March 2025 it was announced that BoTP would receive reduced social assistance, supplemented by integration bonuses. In Poland, work is underway to amend the Assistance Act with planned changes in access to benefits. In Slovenia, a new law entered into force on 19 July 2025 which regulates that a BoTP residing in an accommodation centre with sufficient income must reimburse the cost of meals. In Germany, the coalition agreement states that BoTP, who entered the country after 1 April 2025, will once again receive benefits under the Asylum Seekers' Benefits Act instead of the Citizens' Allowance, provided they are in need.

Austria, the Slovak Republic, and Norway announced changes concerning integration measures for BoTP. In Austria, the government programme for 2025–2029 includes measures focusing on labour market integration, faster recognition of professional and educational qualifications, the creation of longer-term residence prospects, and the inclusion of BoTP in integration initiatives through the 'Integration from Day 1' approach. In the Slovak Republic, upcoming legislative amendments will allow household members receiving material assistance, including BoTP, to access employment services even if they are not registered as jobseekers. Proposed amendments to the Integration Act in Norway, presented in April 2025, aim to strengthen employment and education within the Introduction Programme, including for persons with temporary collective protection. In Italy, the "Puoi Plus" Project, renewed in January 2025 until 2028, offers BoTP and other vulnerable

migrants personalised orientation, skills validation, and six-month internships to support socio-economic inclusion and employment.

Box 6: Further reforms to boost labour market integration in Switzerland

Switzerland has taken multiple steps to improve the labour market integration of displaced persons from Ukraine, who are covered under Protection Status S, activated in March 2022. While they have had the right to work from the outset, employment is not immediate, and employers must submit documentation to cantonal authorities to verify compliance with local wage and labour standards. In May 2024, the Swiss Federal Council adopted a comprehensive package of measures to address low employment levels of those with the Protection Status S. These included the appointment of a dedicated labour market integration officer focused on Ukrainian communities, strengthened cooperation with cantonal employment services, and improved recognition of foreign qualifications.

Further measures are now planned. In early 2025, the Federal Council proposed replacing the current work permit requirement with a simplified registration procedure, to further reduce administrative barriers to employment. Moreover, Ukrainians who are unemployed will be required to register with public employment services and may be obliged to participate in professional integration programmes. In parallel, a national employment target of 50 % for displaced Ukrainians residing in Switzerland for at least three years was set for the end of 2025. Cantons with significantly below-average employment rates will be required to implement additional measures from 2026.



5. FINANCIAL CONTRIBUTIONS FOR BENEFITS AND SERVICES

This section provides an overview of financial contributions required from BoTP regarding the services and benefits they receive (Section 6.1), exemptions for vulnerable persons (Section 6.2.), and public and political debates on financial contributions (Section 6.3.).

5.1. Overview of financial contributions required from BoTP

Seven EMN Member Countries⁶² currently require BoTP to make financial contributions towards the benefits and services they receive. This applies in all seven countries when the person is accommodated in a reception centre and has sufficient income, at which point they are required to contribute financially. In Ireland, the Netherlands and Slovenia, BoTP with sufficient income are required to pay a financial contribution towards their meals provided in the accommodation facility. In Ireland, as of December

2022, BoTP in serviced accommodation (hotels, guesthouses, and hostels) are required to pay €10 per day per adult and €5 per day per child towards their meals. The fee was introduced to help cover the cost of meals provided to a large number of beneficiaries in state-provided accommodation. In the Netherlands, BoTP accommodated in facilities where meals are provided must pay an amount equal to the food allowance they would have received if catering were not provided; BoTP in self-catering accommodations receive this allowance unless they have sufficient income, in which case the payment is required instead. In Slovenia, BoTP with sufficient income, earnings, or assets must reimburse their meal costs. Sufficient means are defined as funds exceeding the basic minimum income set by social welfare regulations. BoTP accommodated in centres or other facilities are generally provided with three daily meals, which may be reduced if numbers rise significantly, in line with recommended energy intake values.

60 AT, BE, BG, DE, IT, PL, SK, and NO.

61 BE, DE, PL, SI, SK.

62 FI, IE, LT, NL, PL, SI, SK.

In Finland the **fee that applies to all reception centre residents who have regular income or significant assets**, including BoTP, increased as of 1 January 2025, from €9 to €12 per day. The change was introduced to reflect the costs of reception activities. Lithuania introduced a payment for BoTP residing in state or municipal accommodation after six months as of November 2024 to promote social and labour market integration. With over 62% of BoTP employed, unconditional, indefinite free accommodation was found to discourage self-reliance and efficient use of state funds. Related expenses exceeded €1.4 million in 2023. In the Netherlands, a mandatory personal contribution for BoTP living in municipal shelters with income from work was introduced in July 2024, to be implemented by municipalities by January 2025 at the latest. This responded to municipalities' requests to levy reception costs and maintain public support for their assistance. In parallel, the government is developing policies to further increase personal contributions for BoTP and align them more closely with the rules applied to beneficiaries of international and subsidiary protection (BIP).

After the full-scale Russian invasion, the Polish government established temporary collective accommodation centres exclusively for BoTP, operating under special legislation and fully financed by the state, with a partial cost contribution later introduced for residents. Now BoTP contribute 50% or 75% of the costs of accommodation and food after 120 or 180 days of stay, respectively, with maximum daily rates set at PLN 40 (€9)/PLN 60 (€14) per person per day. In the case of minors who receive the "upbringing" benefit PLN 800 (€186.5), part of this assistance, or PLN 15 (€3.5) per person per day, is deducted as a contribution.

In most cases,⁶³ charges only apply to those with sufficient financial means. In Finland, for example, the fee for reception services is only charged to individuals with stable income or significant assets, and reception centres assess each case individually to ensure that the fee does not jeopardise a person's subsistence.

5.2. Considerations for vulnerable BoTP

Vulnerable people are exempted from financial contributions in all countries that have introduced them. In Poland, there are set criteria for categories of persons exempt from contributions (see Box 7 below).

In Ireland, vulnerable persons, including BoTP, can access mainstream support such as assistance from Community Welfare Officers and the Additional Needs Payment, which provides flexible financial support based on individual circumstances to cover essential expenses not manageable through regular income. BoTP in Ireland also have access to the Long-Term illness scheme which provides for medicines and medical appliances for those with long-term medical conditions. In Lithuania, transitional measures were introduced to protect BoTP already residing in state or municipal accommodation, allowing them to continue receiving free housing for three months to help them prepare for any move and avoid sudden negative impacts.

Box 7: Definitions of vulnerable persons in Poland

In Poland, Ukrainian citizens and their family members covered by the Assistance Act are exempt from charges where they meet at least one of the following conditions:

- 1) They have a disability certificate, or equivalent of moderate or severe disability;
- 2) They have reached: a) age 60 years (in the case of women), b) age 65 years (for men);
- 3) They are pregnant or raising a child up to 12 months of age;
- 4) They are caring for three or more children on the territory of the Republic of Poland alone, provided that at least one of the children is aged under 14 years;
- 5) They are minors in foster care or for whom the "upbringing" benefit is not received;
- 6) They have received permission from the locally competent voivode/ authority to be exempted from participating in the costs of assistance due to their difficult life situation;
- 7) They are guardians of a disabled person or a temporary guardian appointed for a minor.

Box 8: Calculation of low-income threshold in the Netherlands

In the Netherlands, a financial contribution is only required if income exceeds a set threshold, with municipalities able to waive the contribution if it would leave individuals or families with less disposable income than standard allowances. The Association of Netherlands Municipalities advises applying a 115% threshold to protect low-income earners. For instance, a single BoTP without family, accommodated in a municipal reception facility where they are required to provide their own meals, would receive €314.84 per month in the absence of any income (€62.66 living allowance + €252.18 food allowance). If the 115% threshold is applied, the personal contribution of BoTP would only be deducted if they earn more than €362.07 (115% of €314.84).

None of the countries who have implemented changes have yet conducted an impact assessment of the requirement for BoTP to make financial contributions towards the benefits and services they receive (e.g. impact on self-reliance, participation, autonomy, risk of poverty, secondary movements, etc.). In Poland, data on the use of accommodation facilities for BoTP are regularly analysed. After the introduction of the contributions, many working-age residents left the facilities and became independent without increasing the burden on the social benefits system, while vulnerable groups remained. In the Netherlands, as the net income minimum threshold is set at the level of the living allowance (e.g. the net income is at least the same as the living allowance BoTP receive if they do not

63 FI, IE, NL, PL, SI.

have an alternative source of income), it is assumed that the targeted audience remains sufficiently protected.

5.3. Public and political debates on financial contributions

Four EMN Member Countries⁶⁴ reported public and political debates on financial contributions by BoTP for the services they receive. In the Netherlands, media coverage of displaced Ukrainians initially focused on the rapid provision of shelter and financial aid in 2022. In 2023, this shifted toward employment and financial independence, with reports noting many Ukrainians had found work in sectors facing labour shortages but often below their qualification levels. By 2024, concerns about housing costs, changes in the demographic profile of new arrivals (increasingly single men), and the sustainability of financial

aid led to public and parliamentary debates, resulting in the introduction of mandatory financial contributions for housing. In the Slovak Republic, debates arose around shortening the allowance period for accommodating BoTP. The government emphasised the need for long-term integration while non-profit organisations raised concerns about vulnerable groups. Although the measures were introduced, vulnerable groups are exempted from these measures. The Czech Republic reported indications of public fatigue on the topic. However, society as a whole continues to express support for Ukraine and views the measures implemented as appropriate. In Poland, there has been an ongoing public debate on the mechanisms of support for BoTP and the conditions for receiving assistance since the full-scale Russian invasion in February 2022.



6. ALTERNATIVE RESIDENCE PERMITS, VISAS OR AUTHORISATIONS OF STAY FOR BOTP

This section provides an overview of alternative residence permits or stay authorisations for BoTP (Section 7.1), public and political debates on the possibility of changes of status from temporary protection to alternative residence status (Section 7.2.), and statistics on the number of BoTP with an alternative residence status (Section 7.3.).

6.1. Overview of alternative residence authorisations for BoTP

Seventeen EMN Member and Observer Countries⁶⁵ do not currently implement any special procedures or schemes to facilitate alternative residence permits, visas or authorisations of stay for BoTP. In those countries, BoTP can apply for residence permits on the same conditions as other third-country nationals.

In contrast, nine countries facilitate the transition from temporary protection status to alternative statuses place.⁶⁶ Two countries facilitate this transition for all categories of residence permits. In addition, the Czech Republic and Croatia facilitate access to long-term residence for BoTP.

Austria, Italy, Luxembourg, and the Slovak Republic only allow the transition to an alternative status for employed (or self-employed) persons. Austria has allowed BoTP to apply for the Red-White-Red Card Plus residence permit under the same conditions as other applicants since 1 October 2024, requiring, among other criteria, at least 12 months of full insurance through employment or self-employment within the last 24 months. Italy has allowed BoTP to apply to convert their temporary protection residence permit into a work residence permit since December 2024, through the ordinary conversion procedure, subject to meeting requirements. Since April 2023 Luxembourg has permitted employed BoTP and their family members to apply for a residence permit as a salaried worker, provided they renounce their temporary protection status, meet

income and accommodation requirements, and submit the necessary documentation. This permit is valid for one year and is renewable. In the Slovak Republic, legislative amendments effective from July 2024, allow BoTP to apply for temporary residence for employment without a labour market test when they have been employed in the Slovak Republic for at least six months and while they continue to be employed in the same job. This transition to an alternative residence status terminates the temporary protection status.

Greece, Slovenia, and the Slovak Republic permit the transition to an alternative permit for all categories. In Greece, BoTP may apply to change their residence status under the Migration Code without needing a national visa. While submitting the application constitutes a waiver of temporary protection, this waiver only takes effect upon issuance of the new residence permit. If the application is rejected, the individual retains their temporary protection for the remaining period. Poland has introduced a simplified procedure for Ukrainian citizens and their family members enjoying temporary protection who have a PESEL UKR (a national identification number with 'UKR' status specified) to change their residence right into a temporary residence permit. Activation of this procedure has been suspended until the IT infrastructure is adapted to allow electronic submission of applications for residence cards, with implementation expected in the first term of 2026. In Slovenia, under a new law expected to be adopted soon, individuals whose temporary protection status ends may apply within 10 days for a temporary residence permit for any permitted purpose. If employed or self-employed, they can continue residing and working based on a confirmation of receipt of the application issued by the competent authority until a final decision is made. The Slovak Republic permitted BoTP to apply for a permanent residence permit for five years, from the territory of the Slovak Republic after 90 days of stay. In Spain, after the introduction of a new Aliens Regulation, the conditions and procedure for

64 CZ, NL, PL, SK.

65 BE, BG, CY, DE, EE, ES, FI, HR, HU, IE, LT, LV, MT, NL, SE and NO, RS.

66 AT, CZ, EL, FR, IT, LU, PL, SI, SK.

modifying residence permits for BoTP will be established by ministerial order.

Box 9: Alternative permits in France

In France, prefectures have been instructed by the Prime Minister as of 4 December 2024 to systematically assess during each renewal of temporary protection, whether the individual may qualify for a permanent residence permit. The renewal application form has been updated to allow applicants to provide information about their individual situation. If the prefecture identifies grounds for granting the BoTP a more stable residence permit, it will make the proposal to the individual concerned, but the individual retains the right to refuse and maintain their temporary protection status. The transition from temporary protection to another legal status, for family or professional reasons, automatically results in the loss of the right to the asylum seeker's allowance. BoTP also have the option to submit an asylum application. If granted they may receive either a ten-year residence card for international protection or a four-year multi-year residence permit for subsidiary protection but will lose their temporary protection status.

Croatia and the Czech Republic are facilitating long-term stay for BoTP. In Croatia, while BoTP cannot directly change their status, recent amendments allow the period of temporary protection to count towards long-term stay if they obtain temporary stay, asylum, or subsidiary protection. In the Czech Republic, as of February 2025, BoTP who meet specific conditions—including two years of continuous residence, economic independence, and no recent humanitarian benefits—can apply for a special long-term residence permit valid for five years, offering regular residence status and free access to the labour market.

Whether the person can keep their temporary protection status after receiving the new permit on alternative residence grounds varies across countries. In Cyprus, Finland, and the Netherlands, BoTP can apply for alternative residence permits without automatically revoking their temporary protection status, whereas in seven other EMN Member and Observer Countries,⁶⁷ obtaining a new residence permit results in the revocation of temporary protection. In Ireland, BoTP must voluntarily withdraw their TP status to be able to benefit from an alternative permission.

Box 10: Transitioning beyond special schemes in non-EU OECD countries

Alongside the EU's Temporary Protection Directive, several non-EU OECD countries introduced Ukraine-specific pathways in 2022 to support those fleeing the war. Many of these measures have since expired or are now transitioning toward longer-term solutions.

Australia

In March 2022, Australia introduced the Temporary Humanitarian Stay (subclass 786) visa for Ukrainian nationals and their immediate family members. The

visa allowed a three-year stay but was closed to new entrants already on 31 July 2022. Ukrainians who remain in Australia—approximately 3 790 on subclass 786 visas (expiring between March and July 2025), and up to 1 000 on bridging visas—have since been encouraged to apply for other statuses. These include protection visas or, on a case-by-case basis, permanent residency through the Resolution of Status (subclass 851) visa.

Canada

Canada launched the Canada-Ukraine Authorization for Emergency Travel (CUAET) in March 2022. The programme accepted applications until July 2023, with last entries permitted until the end of 2024. Over two years, nearly 1.2 million applications were submitted, 962 612 approved, and around 298 000 Ukrainians arrived in Canada. From December 2024, CUAET visa holders already in the country can apply for a new open work permit (valid for up to three years), permit extensions, or study permits until March 2026. A family reunification pathway to permanent residence was also open from October 2023 to October 2024, and other immigration routes, including economic programmes, are also available for Ukrainians, dependent on eligibility.

United Kingdom

Since 2022, the United Kingdom has implemented several Ukraine-specific protection schemes based on applicants' existing ties to the UK. The Ukraine Family Scheme, closed as of 19 February 2024, allowed Ukrainians with family links in the UK to apply for protection. It also provided a pathway to regularise status for those already in the country with valid or recently expired permission. A total of 108 300 applications were processed, and 72 400 visas were granted. The Homes for Ukraine Sponsorship Scheme enabled Ukrainians outside the UK to enter and stay with a named UK-based sponsor. By December 2024, nearly 195 000 visas had been issued under this route. For those already in the UK and unable to return, the Ukraine Extension Scheme was introduced and later replaced by the Ukraine Permission Extension (UPE) Scheme in 2025. The UPE Scheme, launched on 4 February 2025, offers an additional 18-month stay to those previously on Ukraine-specific schemes, maintaining access to the same rights and services.

United States

The Uniting for Ukraine (U4U) programme, launched in April 2022, offered a humanitarian parole pathway for Ukrainians and their immediate family members with US sponsors. It allowed a stay of up to two years, with extensions possible. By the end of 2023, over 170 000 individuals had entered the US through U4U. The programme closed on 28 January 2025 and is no longer accepting applications or processing travel authorisations. Ukrainians wishing to stay beyond the end of their parole period would need to apply through the regular migration system, as no dedicated transition pathways are currently in place.

67 CZ, IT, FR, LU, SK and NO, RS.

6.2. Public and political debates on the possibility of changes in status

During the reporting period, seven EMN Member Countries⁶⁸ reported public, political, or expert debates on the possibility of allowing BoTP to transition to alternative residence statuses once temporary protection ends.

In Ireland, the Minister for Justice has affirmed support for a harmonised and durable EU-wide approach to transition out of temporary protection. In Germany, the government advocates for enabling BoTP to transition to residence permits for employment or education and alternative options for follow-up permits are being explored. In the Netherlands, an ongoing debate among political parties, NGOs, and local authorities focused on the need for long-term solutions for BoTP, with the issue frequently raised in parliamentary debates, municipal meetings, and discussions at reception centres. In response, the Dutch government is considering a national alternative, if EU-level solutions are not forthcoming. This aims to avoid overwhelming the asylum system since, under national law, displaced persons from Ukraine are automatically registered as asylum applicants when applying for temporary protection. In the Slovak Republic, a debate is taking place at the policy level on the possibility of a simplified procedure for economically active BoTP to change their residence status. In Sweden, a public inquiry submitted on 5 December 2024 proposed

to allow Ukrainians benefitting from temporary protection to change the legal basis of their residence permit if they are working or studying, although broader public debate on this issue remains limited.

In France, the government is supportive of integrating BoTP into common law, prioritising as much as possible, the issuance of residence permits to former BoTP holders that are accessible to all third-country nationals. Those who do not meet the conditions to obtain a common law residence permit but do not wish to return to Ukraine could benefit from a protection status, outside of the BoTP framework, thus allowing them additional time before a potential return. In Sweden, a voluntary return programme for BoTP may be launched once temporary protection ends, with participants eligible for a residence permit of up to two years, referred to as a “residence permit after temporary protection.”

6.3. Statistics on the number of BoTP with an alternative residence status

Harmonised EU level data on the number of BoTP who have changed to another resident status is not available, but the table below provides an overview of the number of BoTP who have changed to another resident status in each country.

Table 2. Number of BoTP who changed to another resident status

Country	Year /time-period	Alternative permits granted	Number of BoTP at the end of June 2025 ⁶⁹
AT	Residence permits valid since 1 Oct 2024 as of 31 Jan 2025.	Total residence permits granted, 1 446, which includes the following: <ul style="list-style-type: none"> ■ Red-White-Red Card Plus (Art. 41a/7b Settlement and Residence Act) for displaced persons, 1 063; and ■ Red-White-Red Card Plus (Art. 46/1/1 Settlement and Residence Act) family community of displaced persons, 383.⁷⁰ 	85 340
BE	As of 31 March 2025.	341 persons initially registered in the National Registry as BoTP are now registered under a different residence status.	90 710
CY	2022 – March 2025.	Total of 865.Breakdown: <ul style="list-style-type: none"> ■ Companies of Foreign Interest, 530; ■ Family Reunification, 188; ■ Immigration Permits, 17; ■ Family member of EU citizens, 26; ■ Family member of CY citizens, 33; ■ Visitors, 28; ■ Other, 39. 	24 135
CZ		N/A. Data were not available at the time of production of this inform, since the deadline for registration for Special Long-Term Residence was 1 May 2025, and the assessment of applications was scheduled to continue until September 2025.	378 420

68 CZ, EE, FI, NL, PL, SE, SK.

69 Eurostat, Beneficiaries of temporary protection at the end of the month by citizenship, age and sex - monthly data, https://ec.europa.eu/eurostat/databrowser/view/migr_asytpsm/default/table?lang=en&category=migr.migr_asy.migr_asytp, last accessed on 9 August 2025.

70 Source - Foreigners Statistics Settlement and Residence Act January 2025: NAG Statistik, p. 52.

Country	Year /time-period	Alternative permits granted	Number of BoTP at the end of June 2025 ⁶⁹
DE		There are no valid data on the total amount of BoTP who have transitioned to an alternative residence status, but estimations suggest that around 6 000 BoTP have received another residence status (for educational/work/family reasons) and around 1 700 BoTP have acquired a permanent residence permit.	1 196 645
EE	2022 – 2025.	<p>For the period 2022-2025 (as of 1 April) a total of 834 BoTP have transitioned to an alternative residence status, most often transitioning to residence permits for employment or family reasons:</p> <ul style="list-style-type: none"> ■ For family reasons: 534; ■ For employment: 265. <p>Other grounds (e.g., temporary residence permit for studying, or receiving international protection) are not shown separately as the numbers are small. The total number reflects temporary residence permits and does not include transitioning to long-term residence permits or temporary residence rights.</p>	34 370
EL	As of 18 March 2025.	<p>The total sum of Ukrainians (BoTP) who have already submitted a request to change their status and be included in the provisions of the Migration Law, is 299.</p> <p>Indicatively:</p> <ul style="list-style-type: none"> ■ a) 133 Ukrainians (BoTP) have applied for a residence permit as family members of third country nationals ■ b) 93 as executives and employees of companies governed by special legislation ■ c) 34 as spouses of Greek Citizens ■ d) 39 as other categories of Migration Law. 	36 285
FI	2022 – July 2025.	<p>A total of 5 283 residence permits or other statuses have been issued to BoTP:</p> <ul style="list-style-type: none"> ■ Employment: 2929 ■ Family: 2194 (incl. residence cards of a family member of an EU citizen in Finland) ■ Studies: 14 ■ Other: 146 (incl. residence permits on other grounds, permanent residence permits, other residence statuses than residence permits such as seasonal work certificates and D-visas) 	73 060
FR	As of 20 February 2025.	<p>10 938 residence documents have been issued, on a different legal basis, to foreign nationals who were previously in receipt of a temporary residence permit for temporary protection:</p> <ul style="list-style-type: none"> ■ 31 December 2023: 2 177 of the 65 833 BoTP at the end of 2022 have a different legal status; ■ 31 December 2024: 7 829 of the 62 438 BoTP at the end of 2023 have a different status one year later. <p>Humanitarian status (asylum seeker or BIP) was most often awarded in both 2023 and 2024, followed by students, family, and economic reasons in 2023 and economic, student, and family reasons in 2024.</p>	55 185
HR		<p>Number of persons who were granted temporary stay and were previously granted temporary protection (total number and number of first-time temporary stays granted):</p> <ul style="list-style-type: none"> ■ Year 2022: 12, 12 ■ Year 2023: 48, 32 ■ Year 2024: 99, 58 ■ Until 31 March 2025: 50, 33 	27 050

Country	Year /time-period	Alternative permits granted	Number of BoTP at the end of June 2025 ⁶⁹
HU		<p>Not available</p> <p>Based on expert information, no significant number of transitions to other statuses is taking place among BoTP. Many persons fleeing from the War in Ukraine did not opt for a temporary protection status and immediately chose other options (visa free stay, work permit, etc.).</p>	40 895
IE		<p>Not available</p> <p>The available evidence suggests that the numbers transitioning are low e.g. 110 BoTP have transitioned to international protection applicants between 2023-March 2025. (123 BoTPs up to end of May 2025)</p>	Not available
IT	<p>2024</p> <p>1 January 2025 –10 June 2025</p>	<p>From 1 January 2024 to 31 December 2024 there were 4 955 conversions from temporary protection permits to other resident statuses, as follows:</p> <ul style="list-style-type: none"> ■ Work, 3 246; ■ Family, 1 516; ■ Asylum, 118; ■ Minors, 47; ■ Protection, 25 (subsidiary protection, special protection); ■ Study, 3. <p>From 1 January 2025 to 10 June 2025 there were 6 892 conversions from temporary protection permits to other resident status, as follows:</p> <ul style="list-style-type: none"> ■ Work, 4 809; ■ Family, 1 952; ■ Asylum, 57; ■ Minors, 34; ■ Protection, 11 (subsidiary protection, special protection); ■ Study, 5; ■ Others, 24. <p>Moreover, as of 31 December 2024 all permits issued for temporary protection automatically expired.</p> <p>From January to June 2025, a total of 51 345 applications for temporary protection were submitted, of which 37 964 permits had already been issued by 24 June 2025.</p>	168 880
LU	2023 – 2025	Residence permits, 710; Work permit, 1; Residence card, 9; Residence permit – Renewal, 1.	3 785
LV	As of 15 March 2025.	36 BoTP residing in Latvia have received a temporary residence permit not related to temporary protection (mainly work or family related permits).	31 930
NL	As of 31 May 2025.	<p>People registered for Temporary Protection enjoying temporary protection and another legal status in parallel: 4 930 individuals including the following:</p> <ul style="list-style-type: none"> ■ Work, 1 750; ■ Study, 980; ■ Family reunification, 1 830; ■ Other (specify), 40 (this group consists of humanitarian residence permits issued based on medical needs, victims of torture, amongst others). 	125 730

Country	Year /time-period	Alternative permits granted	Number of BoTP at the end of June 2025 ⁶⁹
PL	February 2022 – August 2025.	Since 2022, a total of 125 547 persons previously registered in the Register of Foreigners Residing with Temporary Protection (RWiZW) have obtained another residence status in Poland – such as refugee status, subsidiary protection, temporary residence permit, permanent residence permit, long-term resident status, or residence as a family member.	992 505
SE	24 February 2022 – 1 August 2025.	<p>Number of individuals granted alternative permits include the following:</p> <ul style="list-style-type: none"> ■ Protection including asylum, 12; ■ EU/EES citizenship, 123; ■ Family reunification, 23; ■ Studies, 8; ■ Work, 136; <p>Total, 302.</p>	44 310
NO	February 2022 – April 2025.	<p>Number of skilled worker permits (faglært) issued to Ukrainians from February 2022, approximately 750;</p> <p>Number of family reunification permits since February 2022, approximately 470;</p> <p>Number of Student permits since February 2022, approximately 140.</p>	80 120
RS	17 March 2022 – 1 March 2025.	From a total of 1 975 persons granted temporary protection, 180 persons have transitioned to temporary residence on other grounds.	Not available



For more information

EMN website: <http://ec.europa.eu/emn>

EMN LinkedIn page: <https://www.linkedin.com/company/european-migration-network>

EMN X account: <https://x.com/emnmigration>

EMN YouTube channel: <https://www.youtube.com/@EMNMigration>

EMN National Contact Points

Austria www.emn.at/en/

Belgium www.emnbelgium.be/

Bulgaria www.emn-bg.com/

Croatia emn.gov.hr/

Cyprus www.moi.gov.cy/moi/crmd/emnncpc.nsf/home/home?opendocument

The Czech Republic www.emncz.eu/

Estonia www.emn.ee/

Finland emn.fi/en/

France www.immigration.interieur.gouv.fr/Europe-et-International/Le-reseau-europeen-des-migrations-REM3/Le-reseau-europeen-des-migrations-REM2

Germany www.bamf.de/EN/Themen/EMN/emn-node.html

Greece <https://migration.gov.gr/emn/>

Hungary www.emnhungary.hu/en

Ireland www.emn.ie/

Italy www.emnitalyncp.it/

Latvia www.emn.lv

Lithuania www.emn.lt/

Luxembourg emnluxembourg.uni.lu/

Malta emn.gov.mt/

The Netherlands www.emnnetherlands.nl/

Poland www.gov.pl/web/european-migration-network

Portugal rem.sef.pt/en/

Romania www.mai.gov.ro/

Spain www.emnspain.gob.es/en/home

The Slovak Republic www.emn.sk/en

Slovenia emnslovenia.si

Sweden www.emnsweden.se/

Norway www.udi.no/en/statistics-and-analysis/european-migration-network---norway#

Georgia migration.commission.ge/

The Republic of Moldova bma.gov.md/en

Ukraine dmsu.gov.ua/en-home.html

Montenegro www.gov.me/mup

Armenia migration.am/?lang=en

Serbia kirs.gov.rs/eng

The Republic of North Macedonia
<https://mvr.gov.mk/>