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Access to services for beneficiaries of temporary protection



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Explanatory note

This inform was prepared on the basis of national contributions from 24 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) collected via a Common Template developed by the EMN NCPs to ensure, to the extent possible, comparability. National contributions were largely based on desk analysis of existing legislation and policy documents, reports, academic literature, internet resources and reports and information from national authorities rather than primary research. The listing of the EMN Member and Observer Countries in the inform following the presentation of synthesised information indicates the availability of relevant information provided by those EMN Members and Observers Countries in their national contributions, where more detailed information may be found and it is strongly recommended that these are consulted as well.

It is important to note that the information contained in this inform refers to the situation in the abovementioned EMN Members and Observer Countries up to 1st September 2022 and specifically the contributions from their EMN National Contact Points.

EMN NCPs from other Member States could not, for various reasons, participate on this occasion in this inform, but have done so for other EMN activities and reports.

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CONTENTS

| | |
|---|-----------|
| 1. INTRODUCTION | 4 |
| 2. KEY POINTS | 4 |
| 3. SOCIAL BENEFITS AND FINANCIAL ALLOWANCES FOR THOSE NOT ACTIVE ON THE LABOUR MARKET | 4 |
| 4. ACCESS TO EMPLOYMENT AND SUPPORT MEASURES FOR BENEFICIARIES OF TEMPORARY PROTECTION | 5 |
| Access to employment for beneficiaries of temporary protection | 5 |
| Measures to support access to employment | 5 |
| Skills validation and recognition of professional qualifications | 6 |
| Provision of information, including translation | 7 |
| Measures targeting employers | 7 |
| 5. ACCESS TO EDUCATION | 8 |
| Access to education and training for children benefiting from temporary protection | 8 |
| Access to education beyond compulsory school age | 9 |
| 6. ACCESS TO HEALTHCARE | 10 |
| Access to medical assistance and healthcare | 10 |
| Access to mental healthcare | 10 |



1. INTRODUCTION

According to the United Nations High Commissioner for Refugees (UNHCR), as of 15 November 2022, over 7.8 million people (mainly women and children) had left Ukraine in search of safety, arriving primarily in neighbouring European Union (EU) and third countries.¹ The large number of people fleeing Ukraine necessitated the provision of specific policies and measures on access to services for beneficiaries of temporary protection in the Member States.

The activation of the Temporary Protection Directive (TPD) (2001/55/EC)² was triggered in response to Russia's invasion of Ukraine on 24 February 2022.³ Eurostat data

catalogues the numbers of Ukrainians granted temporary protection from March to September 2022, for those Member States for which data are available, demonstrating the magnitude of the situation.⁴

According to Article 14 of the the TPD, Member States shall provide access to services such as education. This inform analyses how Member States have organised access to social benefits, education, employment and healthcare. The analysis is based on contributions provided by 24 Member States,⁵ with information up to date as of 1st September 2022.⁶



2. KEY POINTS

- Member States reported providing a wide range of services to beneficiaries of temporary protection, including access to social benefits, education, employment and healthcare, going beyond the standards set out in the TPD.
- Nearly all responding Member States reported providing financial allowances to beneficiaries of temporary protection, either through their national basic welfare packages or allowances specifically dedicated to the target group.
- When it comes to facilitating access to employment, the majority of responding Member States have opted not to prioritise EU citizens and citizens of States bound by the Agreement on the European Economic Area (EEA) or legally residing third-country nationals receiving unemployment benefits over beneficiaries of temporary protection (as allowed for in Article 12 of the TPD).
- The most common measures reported in support of access to employment include skills validation and recognition of qualifications, as well as counselling, skills mapping and assessment. Over half of the responding Member States provide integration support, including language courses.
- Additional educational capacity and school places are being provided by some Member States in response to the high numbers of incoming students.
- Member States provide different levels of medical care to beneficiaries of temporary protection, ranging from full access to the healthcare system on par with nationals, to basic or enhanced forms of emergency care.
- In some Member States, healthcare coverage may differ depending on the level of contribution to the national health insurance scheme. Several Member States who do not provide full medical coverage to all beneficiaries reported providing special healthcare services for certain vulnerable groups, such as children or victims of violence, granting them full medical coverage regardless of their living situation or other status.
- All responding Member States provide mental healthcare, albeit to different degrees, and many have put in place specific measures to assist those fleeing the conflict in Ukraine.



3. SOCIAL BENEFITS AND FINANCIAL ALLOWANCES FOR THOSE NOT ACTIVE ON THE LABOUR MARKET

Article 13(2) of the TPD requires 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.

Social benefits and financial allowances can support beneficiaries of temporary protection who may not be able to use their right to access the labour market immediately,

due to language or childcare issues, for example. Most Member States reported providing financial allowances to beneficiaries of temporary protection, in different forms and subject to varying conditions.⁷

Some Member States reported that the financial allowances fell within the basic social welfare package.⁸ These are not provided exclusively to beneficiaries of temporary

1 UNHCR data available at: <https://data2.unhcr.org/en/situations/ukraine>, last accessed on 18 November 2022.

2 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/legal-content/EN/TXT/?uri=celex%3A32001L0055>, last accessed on 18 October 2022.

3 Decision 2022/382 of 4 March 2022, https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=uriserv%3A0J.L_.2022.071.01.0001.01.ENG&toc=0-J%3AL%3A2022%3A071%3ATOC, last accessed on 18 October 2022.

4 Eurostat data, available at: <https://ec.europa.eu/eurostat/web/products-eurostat-news/-/ddn-20221110-2>, last accessed on 18 November 2022.

5 AT, BE, BG, CY, CZ, DE, EE, EL, ES, FI, FR, HR, HU, IE, IT, LT, LU, LV, MT, NL, PL, SE, SI, SK.

6 Based on information provided through the EMN ad hoc query (AHQ) mechanism (AHQ 2022.17, AHQ 2022.19, AHQ 2022.20)

7 AT, BE, BG, CZ, EE, ES, FI, FR, DE, HR, HU, IE, IT, LT, LU, LV, MT, NL, PL, SE, SI, SK.

8 BE, DE (from 1 June 2022 in accordance with Social Code Book II and XII), EE, HR, HU, IE, IT, LV, MT, PL, SI, SK (in the period of 3 months June-September 2022 it was paid by international organisations, see footnote 10). Also counted in this category are those Member States that referred to a 'minimum income scheme'.

protection but are also available to eligible nationals or legally residing migrants. Slovenia, for example, provides a financial allowance to beneficiaries of temporary protection in private accommodation who cannot access the labour market. The amount granted is based on the national minimum income, i.e. 100 % of the minimum income for the first adult (in the family), 70 % for every next adult (in the same family) 30 % for a child (up to 18 years old), and 100 % for an unaccompanied child.

Some other Member States reported that they provide allowances to beneficiaries of temporary protection under similar conditions as those applied to asylum seekers.⁹ Some provided dedicated allowances,¹⁰ i.e. subsidies or allowances allocated specifically to beneficiaries of temporary protection. In Poland, several options are available depending on the category to which the beneficiary belongs to. Beneficiaries of temporary protection who are Ukrainian nationals (and their spouses, as well as the immediate family members of the Ukrainian Pole's Card holders) have access to a dedicated allowance (a single cash benefit of PLN 300 or € 62), as well as access to social assistance on a general basis, provided they meet the income-based conditions. Non-Ukrainians who fled from Ukraine and have been issued with a certificate of temporary protection in Poland either receive social help

and medical care under similar conditions as applicants for international protection, in the form of accommodation and meals in the centre for foreigners; or they can opt to live outside of the centre with a daily financial allowance. In practice, most opt for the former option.

The amount of the financial allowance provided to beneficiaries is determined in a range of ways by the Member States. Several issue one-time lump sums,¹¹ while others reported determining the allowance based on a set amount per day,¹² week,¹³ or month.¹⁴ In Ireland, the process for applying for income support has been updated and a fast-track procedure is in place for processing a range of relevant weekly income support payments (e.g. job seekers, one-parent family, disability allowances; pension payments). In all Member States providing financial allowances, the amounts depend on the family and living situation of the beneficiary.¹⁵ For example, a beneficiary will get a higher allowance if they are accompanied by a child,¹⁶ or if the beneficiary is covering their own housing costs instead of being in state-arranged accommodation.¹⁷ In Ireland, a beneficiary of temporary protection may qualify for social welfare assistance towards rent costs (known as rent supplement), subject to satisfying eligibility criteria, including a means test.



4. ACCESS TO EMPLOYMENT AND SUPPORT MEASURES FOR BENEFICIARIES OF TEMPORARY PROTECTION

Access to employment for beneficiaries of temporary protection

Article 12 of the TPD requires Member States to authorise, for a period not exceeding that of temporary protection, persons enjoying temporary protection to engage in employment or self-employment 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 Article 12 allows Member States to give priority to EU citizens, citizens of states bound by the EEA Agreement, and legally residing third-country nationals receiving unemployment benefits, the majority of Member States do not give such priority.¹⁸ The only exceptions are Greece¹⁹ and Malta. Although Maltese legislation gives priority to nationals, EU and EEA citizens, in practice, labour market

tests are not conducted for beneficiaries of temporary protection, meaning they may access the labour market as employees or as self-employed workers, upon the issuance of their work permit.

Measures to support access to employment

Member States provided a range of measures to support beneficiaries of temporary protection to access the labour market. As shown in Table 1, the majority of the responding Member States offer **counselling** and **language classes** to adult beneficiaries of temporary protection. Half of the responding Member States provide **vocational training**²⁰ or training provided by public employment services (PES) and similar institutions to support learners who wish to enter the labour market.²¹ Several Member States offer vocational training specifically to

9 AT, DE (until 31 May 2022; see footnote 8), ES, FI, FR, LU (same amount as applicants for international protection), NL, SE.

10 BG, CZ, IT, PL (single cash benefit of 300 PLN (€ 62)), SI, SK (in the period June – September 2022 the payment of the benefit in material need was temporarily (3 months). In the Slovak Republic, the benefit is transferred from the Ministry of Labour, Social Affairs and Family (Offices of Labour Social Affairs and Family) to international organizations – UNHCR, UNICEF and IFRC and paid to beneficiaries of temporary protection who were registered by the Offices of Labour.

11 BG, HR, LV, PL (relates to the allowance offered to those who are covered by the act of 12 March 2022 on assistance to Ukrainian citizens in connection with the armed conflict on the territory of Ukraine).

12 FR, PL (allowance offered to beneficiaries of temporary protection living somewhere other than centers for foreigners), SE.

13 IE, MT, NL.

14 BE, CZ (financial allowance is provided for max. six months), DE (financial allowances are provided, depending on their type, for 6-12 months), EE (if the person has stayed in EE for the whole month), ES, FI, HU, IT (maximum of three months), LT, LU, SK.

15 For example, in CZ, every beneficiary of temporary protection receives the same amount of financial allowance, including children. Starting from the second month of allowance payment, the income situation of the person concerned is monitored. In LU, the financial allowance is granted according to the composition of the household.

16 BE (if the child or family member is dependent of the person applying for social aid), DE (single parents receive additional allowances), EE, ES, FI, FR, IE, IT, LU, LV, MT, SE, SK.

17 AT, DE, EE, IE, PL.

18 AT, BE, BG, CY, CZ, DE, EE, ES, FI, FR, HR, HU, IE, IT, LT, LU, LV, NL (only for persons in employment; not applicable to self-employed persons), PL, SI, SE, SK.

19 In EL (according to Article 12 of Presidential Decree 80/2006 on the Provision of Temporary Protection in case of mass influx of displaced persons), the residence permit issued to beneficiaries of temporary protection is also a work permit and provides the right to engage in employment. These rights are exercised if the available positions are not covered by EU/EEA citizens and also by legally residing third-country nationals receiving unemployment benefits.

20 EE, ES, IE, LU, LV, NL.

21 BE, DE, EE, ES, FI, FR, IE, LT, LV, PL, SE, SK.

beneficiaries of temporary protection.²² In Spain, funding is provided for occupational training and professional retraining, including language learning, computer literacy, skills and technical skills.

Childcare is provided by several Member States as a measure to support access to employment and is typically offered under the same conditions that apply to nationals.²³ In Finland, children who are beneficiaries of temporary protection, have the right to attend early childhood education and care (i.e. kindergarten) if their

parent/guardian works or studies full time. In Germany, which has established a legal entitlement to childcare for children from 12 months, this is also considered to foster integration and enhance access to employment for the parents. In the Netherlands, a legislative amendment is ongoing to extend access to childcare benefits to families with one parent living outside the EU, in response to the circumstances experienced by many of the families who fled Ukraine.

Table 1. Main measures in place across Member States to support access to employment of beneficiaries of temporary protection

| Measures in place | Member State |
|--|--|
| Counselling | AT, BE, BG, CZ, DE, EE, ES, FI, FR, HR, IT, LT, LU, LV, NL, MT, PL, SE, SI, SK |
| Language courses | AT, BE, CZ, DE, EE, ES, FI, FR, IE, LT, LU, LV, NL, ²⁴ MT, SI, SK |
| Skills validation and recognition of qualifications | AT, BE, BG, CY, DE, EE, ES, FI, FR, HU, IE, IT, LT, LV, SE, SI, SK |
| Skills mapping | CY, CZ, DE, EE, ES, FI, FR, IE, IT, LU, NL, SE, SI |
| Financial incentives for employer | BG, CZ, DE, EE, LT, LU, LV, MT, SE, SK |
| On-the-job training or fast-track integration programmes | BG, DE (on-the-job training only), EE, FI, HR, LT, LV, MT, SI, SK |
| Childcare | CZ, DE, EE ²⁵ , FI, FR, IE, LT, LV, NL, PL, SE, SK |

Several Member States²⁶ reported that beneficiaries of temporary protection could access the same employment support services as permanent residents and nationals, therefore they did not implement any additional measures. In Finland, beneficiaries of temporary protection are offered the same services as other foreign language speakers.

Skills validation and recognition of professional qualifications

Skills assessment and the recognition of professional qualifications are key measures to help beneficiaries to have their skills validated and accredited, enabling their chances on the labour market.

Firstly, the European Network of Information Centres-National Academic Recognition Information Centre (ENIC-NARIC) supports the recognition of Ukrainian qualifications.²⁷ In Austria, ENIC-NARIC supports Ukrainian displaced persons with academic degrees by fast-tracking their applications for recognition.²⁸ Several Member States²⁹ established systems or manuals on the Ukrainian higher education system to simplify the process of recognition of qualifications. In Italy, the Information Centre of Academic Mobility and Equivalences (Centro di Informazione sulla Mobilità e le Equivalenze Accademiche – CIMEA) created a database for Italian higher education

institutions, with 300 examples of Ukrainian academic qualifications, accompanied with contextual information about the curriculum covered by these qualifications. In the Slovak Republic, a recognition manual was developed, as well as overview material on the Ukrainian education system.

For certain professions, including regulated professions, entry requirements have been simplified. Ireland has established a tailored process to support the registration and vetting of qualified Ukrainian teachers. In Poland, several temporary measures have been introduced to facilitate access to regulated professions³⁰ for beneficiaries of temporary protection; for example, the costs of recognition of a diploma obtained in a third country may be financed with public funds. Lithuania simplified and shortened the recognition procedures for a number of professional qualifications across various sectors, including architects, engineers, doctors, nurses, and teachers from Ukraine. In Italy, Ukrainian doctors, nurses, social workers and health workers may be temporarily exempt from having their professional qualifications recognised before they can start practising, and may be recruited and work in public or private health or social care facilities upon presentation of a European Refugee Qualifications Passport. In Latvia, qualified Ukrainian citizens may be employed in a medical institution or a pharmacy, provided

22 EE, IT, LT (vocational training can be funded if the beneficiary works for at least six months according to the qualification requirements or a working contract), LU, LV, NL (some municipalities offer displaced persons from Ukraine language courses in the context of the Act on Education and Vocational Training (WEB), however this is not the case in all municipalities; Beneficiaries of international and temporary protection may access vocational and university education, but there are no separate regulations).

23 CZ, DE, EE (if the beneficiaries of temporary protection are registered at the local government, they have the right for childcare), FI, FR, IE, LT, LV, NL, PL, SE, SK.

24 In NL, some municipalities offer language courses for displaced persons from Ukraine, for example in the context of the WEB. This is not the case everywhere in NL, however.

25 If the beneficiaries of temporary protection are registered at the local government, they have the right for childcare.

26 BE, BG, CY, DE, EE, HR, IT, PL, SE.

27 AT, DE, EE, FR, IE, PL, SI, SK.

28 See <https://www.bmbwf.gv.at/Themen/HS-Uni/Aktuelles/ukraine.html>, last accessed on 11 October 2022.

29 CZ, IT, SK.

30 Employment of civil servants, academic teachers, researchers, assistant teachers, as well as restricted and conditional right to practice as a doctor, dentist or nurse or to provide psychological assistance.

they meet the language and communication conditions necessary to the performance of their professional duties (including via an interpreter). In the Slovak Republic, an expert from Ukraine without full recognition of professional qualifications can perform a temporary professional internship in the healthcare sector and exercise their profession under the supervision of a qualified person.

Furthermore, a Ukrainian civilian can register with the Register of Taxi Drivers in Latvia without needing to meet the requirement for proficiency in the official language, nor do they need to prove that they have not been prohibited from the right to drive.

Latvia and the Slovak Republic also dropped the requirement for national institutions to legally attest Ukrainian documents before they can accept them (exemption from apostille). In Spain, new measures were recently introduced to accelerate the recognition of non-university qualifications for beneficiaries of temporary protection. Instead of the previously required paperwork, applicants can now submit a statement of responsibility declaring that they fulfil the conditions for the recognition of qualifications. In addition, the Ministry of Inclusion, Social Security and Migration and Reporters Without Borders signed an agreement to ensure that students and communication professionals can continue to work as journalists in Spain.

Provision of information, including translation

Member States organised additional support services to enhance access to the labour market, including the provision of information on how to access employment, matching job openings with beneficiaries of temporary protection, and subsidised employment. In most Member States, PES are responsible for providing support to employers and beneficiaries of temporary protection who are job seekers.³¹

Several Member States reported creating a database listing available job offers specifically for Ukrainian job seekers.³² In Ireland, beneficiaries of temporary protection seeking employment can access a service to directly upload details of their skills and experience for matching with available job opportunities.³³ Other Member States include beneficiaries of temporary protection in a common register for all job seekers in the country.³⁴ In Bulgaria, a hotline provides free consultations to Ukrainian citizens on access to the labour market and opportunities for social support for children and families in Bulgarian, Russian and English. In the Slovak Republic, the employment services, in cooperation with municipalities, were tasked with proactively reaching out to Ukrainian citizens to provide information, identify their needs and link them with relevant employers in the country.

Several Member States reported translating their information materials on employment into Ukrainian (and

sometimes Russian).³⁵ Spain provides guidance to job seekers which includes the translation of documents and information on procedures for the recognition of qualifications. Interpreters have been deployed to labour offices in the Czech Republic and Ireland in order to facilitate communication for applicants. In Ireland, the Department of Social Protection (which includes the PES) has itself employed Ukrainian-speaking staff. Additional financial resources were allocated by some Member States to employment-related measures.³⁶ In Spain, financial support was provided to reconcile training and working life with family life. Several Member States,³⁷ introduced financial coverage of travel expenses to help support mobility.

Measures targeting employers

Several Member States³⁸ reported having implemented specific measures for employers interested in employing beneficiaries of temporary protection from Ukraine.

In most Member States, this was in the form of information through targeted websites or portals. In France, a portal dedicated to companies wishing to employ displaced persons was set up, where businesses can specify their hiring intentions and the types of positions available. In Ireland, employers across all sectors who wish to provide Ukrainians with employment opportunities are requested to register on a specific website³⁹ to advertise vacancies. The PES then matches the skills of those seeking employment with available work opportunities. In Cyprus, an employer seeking to hire beneficiaries of temporary protection can, when reporting a vacancy, inform the employment services via a dedicated channel. In Spain, the Ministry of Inclusion, Social Security and Migration has created employment advisory posts, staffed by the Spanish Confederation of Entrepreneurs Foundation (CEOE) and its Enterprises for Ukraine programme. The CEOE also launched an employment platform in Spanish and Ukrainian, offering more than 2 000 vacancies throughout the country for all types of profiles.

Bulgaria and Lithuania introduced significant financial incentives for employers to recruit beneficiaries of temporary protection. In Bulgaria, workers who are beneficiaries of temporary protection are entitled to an additional three months' financial assistance (BGN 365 or € 186 per month) for rent and expenses (electricity, heating, water, internet). Employers who hire a beneficiary of temporary protection registered as a job seeker can also receive part of the salary, corresponding to BGN 710 or € 355 per month (the minimum wage) for the period of the subsidised employment. In Lithuania, subsidies are available for employers for up to two years for employment contracts, apprenticeships and vocational training.

31 AT, BE, CY, CZ, DE, EE, ES, FI, FR, HR, IE, LT, LU, MT, PL, SE, SI, SK.

32 AT, BG, CZ (<https://jobs4ua.cz>), EE, FR, LT (employers are encouraged to note whether an advertised job is open to Ukrainians), LV (<https://ukrainetolatvia.teamtailor.com/jobs>), PL (<https://psz.praca.gov.pl/pomocdlaukrainy>) (all links, last accessed on 11 October 2022).

33 Set up on www.jobsireland.ie, last accessed on 11 October 2022.

34 CY, CZ, DE (beneficiaries of temporary protection are registered on the common registers for job seekers operated by the Federal Employment Agency or municipal employment agencies), EE, FI, IE, LU, PL.

35 AT, BE (Brussels, German-speaking regions, and Flanders. Wallonia region will reportedly follow soon), CZ, EE, IE, LT, LV, NL, PL, SK.

36 DE, ES, HR, LT, MT, PL, SI, SK.

37 EE, ES, SI, SK.

38 BG, CY, ES, FR, IE, LT, LU, LV.

39 For more information, see: www.jobsireland.ie, last accessed on 18 October 2022.

5. ACCESS TO EDUCATION

Access to education and training for children benefiting from temporary protection

Article 14(1) of the TPD requires Member States to grant all persons under 18 years of age enjoying temporary protection access to the education system under the same conditions as their own nationals.

All Member States reported that children benefiting from temporary protection who are within the age boundaries for compulsory education can register in schools.⁴⁰ Some Member States also offer enrolment opportunities to pre-schoolers.⁴¹ However, enrolment in schools and preschools can depend on the availability of places.⁴² As such, several Member States⁴³ reported allocating funds for schools to open additional classes, and/or undertaking assessments of current capacity.⁴⁴

To support integration, many Member States⁴⁵ offer supplementary language classes to children from Ukraine. Some also introduced coaches, counsellors and language assistants in schools to help with integration during the current school year.⁴⁶ Ireland has established Regional Education and Language Teams to assist Ukrainian families with finding school places, support schools to meet the needs of these children, and coordinate the provision of education services to children and families. Five Member States hired Ukrainian language assistants and/or teachers to support the integration of children.⁴⁷ In the Netherlands, schools have the option of hiring language assistants or teachers for all refugees (not only beneficiaries of temporary protection). Similarly in Poland, children who come from abroad and face language difficulties are entitled to receiving assistance by a person who speaks the language of their country of origin and who has been employed as a teacher's assistant. Moreover, for the school years 2021/2022 and 2022/2023 Poland has made it possible to employ a person who does not have Polish citizenship as a teacher's assistant, without the need to confirm their knowledge of the Polish language with a formal document. In Estonia and Latvia, an individualised education plan is provided to each child. If more children from Ukraine are enrolled in one school in Estonia, schools are advised to develop a joint plan for all. Spain has called for 200 vacancies for Ukrainian language assistants in 2022.⁴⁸

Some Member States indicated that the same rules apply to enrolling children subject to temporary protection in

education as to all citizens⁴⁹ or residents.⁵⁰ In some cases,⁵¹ enrolment is carried out in accordance with existing policies established for children with a migrant background or children seeking asylum. Luxembourg and the Netherlands facilitate the enrolment of Ukrainian children in specialised international/migrant schools. International schools in Luxembourg provide more flexibility in terms of language learning. The Netherlands relies on an existing specialised newcomer education system (*nieuwkomersonderwijs*) as a bridge to the regular education system.

Some Member States⁵² reported offering pupils from Ukraine the opportunity to attend online courses as part of the Ukrainian educational system. In Cyprus, these pupils are provided with dedicated classrooms and are supervised by an adult, then they receive orientation classes in the afternoons. Estonia provides the option of preparing an individualised online curriculum for a student wishing to continue studying in the Ukrainian educational system. Extracurricular activities for Ukrainian children benefiting from temporary protection are provided in Lithuania and Luxembourg.

Most Member States do not have any other longer-term measures in place. Several noted that their long-term plan was to integrate child beneficiaries of temporary protection into the local educational systems.⁵³ Only the Czech Republic reported developing a long-term plan based on how many children benefiting from temporary protection would remain in the country: if the number remained below 150 000 children, forecasts estimated that the educational system would be able to handle the situation, albeit with some difficulties. If the number exceeded 250 000 children, there would be a systemic opt-out⁵⁴ from the mainstream education system, and other forms of education would have to be offered, such as setting up schools in reception facilities. Another option could be negotiation with the Ukrainian Ministry of Education on the opening of a network of foreign schools in the Czech Republic, which would provide education according to the education programme established by Ukraine, with financial support from the Czech Republic and the EU.

For minors who are older than the maximum age of compulsory schooling in the given state, but who are not yet adults, over half of the responding Member States provide access to vocational training and upper-secondary education.⁵⁵ Some Member States⁵⁶ specified that the provision of such education was the same as for their citizens and residents. In Cyprus, if Ukrainian students do not have sufficient knowledge of Greek, they will first

40 AT, BE, BG, CY, CZ, DE, EE, EL, ES, FI, FR, HR, HU, IE, IT, LT, LU, LV, MT, NL, PL, SE, SI, SK.

41 BG, CY, CZ, DE (may differ between federal states), EE, ES, FI, FR, HU, IE, LV, PL, SE, SK. In LU, compulsory education starts from the age of four.

42 HU, NL.

43 DE (may differ between federal states), EE, LU, NL, SK (daycare).

44 CZ, DE (may differ between federal states), EE, IE, SK.

45 BE, BG, CY, CZ, DE (may differ between federal states), EE, EL, ES, FI, FR, HR, HU, IE, IT, LT, LU, LV, NL, PL, SE, SK.

46 BE, BG (principal can ask for support integrating children with special needs), CZ, DE (may differ between federal states), IT, LU, LV, PL, SI, SK.

47 CZ, EE, ES, LT, LV.

48 *Extracto de la Resolución de 7 de abril de 2022, de la Secretaría de Estado de Educación, por la que se convocan plazas para auxiliares de lengua ucraniana en centros educativos españoles para el año 2022*, BOE-B-2022-11047, https://www.boe.es/diario_boe/txt.php?id=BOE-B-2022-11047 (last accessed on 17 October 2022). 161 vacancies were covered at the end of the school year and 157 at the beginning of the new school year.

49 DE (may differ between federal states), FI, FR, HR, IE, IT, PL, SK.

50 CZ, DE (may differ between federal states), FR, IE, LU, NL, SE, SK.

51 CY, DE (may differ between federal states), LV, NL.

52 CY, DE (may differ between federal states; only in addition to school attendance), EE, LT, NL, PL.

53 DE, EE, FI, IT, LU, NL, SK.

54 This is a theoretical option for those cases that the capacities of schools would not be sufficient and it would be necessary to organize teaching specifically for this group.

55 CY, CZ, DE, EE, ES, FI, FR, HU, IE, IT, LU, LV, NL, PL, SE, SI, SK.

56 CY, DE (may differ between federal states), FI, FR, HU, IE, LU, PL, SI.

be enrolled in transitional classes. In Ireland, there is no distinction between those under the compulsory age of 16 and those aged 16–18 in terms of access to education at both primary and post-primary level.

In the Czech Republic, steps have been taken to simplify the admission procedures to upper secondary schools, including removing the need to pass a Czech language exam (replaced by an interview) and offering the option to do the admission test in English or Ukrainian. In Italy and the Slovak Republic, an individual assessment is carried out to determine the placement of such students in a given school and grade-level. Estonia reports the preparation of individual curricula and the involvement of Ukrainian pupils in classes that do not require strong knowledge of Estonian (e.g. foreign language classes or physical education). In Spain, efforts are being made to provide these young people with the means and space to continue with the distance education provided by the Ukrainian educational system.

Access to education beyond compulsory school age

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

Some measures have been put in place to facilitate **access to upper secondary education⁵⁷ for persons arriving without relevant documents**. In some Member States,⁵⁸ students can directly access upper secondary schools and vocational schools. In others,⁵⁹ this depends first on some form of assessment and the school deciding to accept the pupil. In Poland, beneficiaries have equal access to upper secondary public education under the same conditions applicable to Polish citizens. Access depends on the documents submitted, and if it is not possible to determine the sum of the school years on the basis of a document certifying previous education, the person may submit a written declaration. In Bulgaria, Ukrainian pupils without documents can enter junior high school and prove their qualifications at the end of the ongoing school year (a student who does not complete all subjects by the end of the school year can transfer up to three subjects for validation into the following year). In Croatia, students without documents from their previous education are enrolled in the appropriate class in secondary education on the basis of a statement signed by their parents. In the

Czech Republic, a missing document can also be replaced by an affidavit. However, while it is legally possible for students to join the ongoing final years of upper secondary schools, it is considered very unlikely due to the incompatibility (on duration of education) of the Czech and Ukrainian educational systems. In Italy, the state provides guidelines for assessments where documentary evidence from the country of origin is not available. If the person demonstrates that they cannot obtain the document proving the qualification, the competent authority must define an assessment procedure that allows the qualification to be recognised even without the formal document.

Luxembourg offers bridging courses to students over 18 years of age who already started field-specific secondary education⁶⁰ in Ukraine, so that they can receive the EU-wide accreditation that is mandatory for accessing higher education. In Germany, measures depend on whether school attendance is still compulsory. As education falls within the competence of the federal states, measures may differ. In general, access to preparatory or bridging classes is provided to all pupils and no prior assessment takes place. Pupils may choose to seek vocational training or pursue integration into the regular educational system. However, this is subject to an assessment.

Most Member States provide, but do not guarantee, **access to higher education (e.g. universities and colleges)**.⁶¹ The exact admission procedures are usually set by the higher education institutions themselves, i.e. universities may choose to establish additional admission conditions, including for students without documents.⁶² On the other hand, some Member States have introduced measures to help Ukrainian students to access higher education and/or upper secondary education, such as waving tuition fees or international student fees, at least for a certain period,⁶³ offering funding⁶⁴ or extending the validity period of provisional documents.⁶⁵ Ireland introduced a temporary bursary scheme for beneficiaries of temporary protection to study approved further education courses (known as post Leaving Certificate (PLC) courses) in the academic year 2022/2023. It also introduced a Higher Education Temporary Tuition Fee Support Scheme for Displaced Persons (Ukraine) for the academic year 2022/2023. Other Member States reported having processes in place to allow for recognition of diplomas to facilitate admission to higher education. In Austria, for example, the rectorate is entitled to waive the obligation to submit some documents if it is impossible or excessively difficult to furnish them within a reasonable period of time and the supporting documentation submitted is sufficient basis for a decision.

57 Upper secondary education (ISCED 3) corresponds to the final stage of secondary education. For more information, see [https://ec.europa.eu/eurostat/statistics-explained/index.php?title=International_Standard_Classification_of_Education_\(ISCED\)](https://ec.europa.eu/eurostat/statistics-explained/index.php?title=International_Standard_Classification_of_Education_(ISCED)), last accessed 02/11/2022.

58 BG, CY, CZ, ES, IE, LT, LV, SE.

59 CZ, DE (may differ between federal states), EE, FR, LV, LU, NL (assessment for entry to vocational schools and higher education is done by the Foundation for Cooperation on Vocational Education, Training and the Labour Market), PL, SI, SK.

60 Refers to classic high schools (direct entry to university) or general high school studies (entry to labour market or attend university).

61 AT, BE, BG, CY, CZ, DE, EE, ES, FI, FR, HR, HU, IE, IT, LT, LU, LV, MT, NL, SE, SI, SK.

62 CY, CZ, EE, FI, HR, LT, SK.

63 AT, CZ, EE, IE, MT.

64 CY, EE, ES, IE, IT, LT.

65 ES, LV.

6. ACCESS TO HEALTHCARE

Access to medical assistance and healthcare

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.

Several Member States reported that beneficiaries of temporary protection could enjoy full medical coverage in the public healthcare system, on equal terms with nationals of the state.⁶⁶

Other Member States indicated that beneficiaries of temporary protection would be given healthcare on the same basis as asylum seekers.⁶⁷ Initially, Germany provided healthcare on the basis of its Asylum Seekers' Benefits Act. Although it was not equivalent to the healthcare available to nationals, the scope of medical treatment was wide-ranging and covered, for instance, psychological treatment, transport, and medicines. In addition, persons from a vulnerable group such as unaccompanied minors, victims of torture, rape, or of other severe forms of psychological, physical, or sexual violence, could receive care beyond the usual scope of the Act. Since 1 June 2022, beneficiaries of temporary protection are eligible for full medical coverage in the public healthcare system, on equal terms as nationals of the state. In Sweden, the healthcare offered includes emergency medical care, which also covers dental care and care that cannot be postponed. Minors, however, have full healthcare access, on par

with their Swedish peers. Similarly in Bulgaria, beneficiaries of temporary protection are entitled to emergency medical care, but receive the same medical care as Bulgarian nationals if they belong to a vulnerable group as defined by the Law on Asylum and Refugees.⁶⁸ Cyprus grants access to healthcare on the same basis as legally residing third-country nationals, which includes free access to hospitals and a wide range of medical services that go beyond emergency care. In Hungary, beneficiaries of temporary protection have access to a range of healthcare services, but access to specialised care or hospital care is granted only in urgent cases or to persons requiring special treatment.⁶⁹

Poland makes a distinction based on two schemes of registration for temporary protection. The first category comprises Ukrainian citizens and their spouses, as well as other immediate family members who hold the 'Pole's

card'; in this case, the beneficiary of temporary protection is granted full access to healthcare on equal terms with nationals.⁷⁰ The second category comprises beneficiaries of international protection or another form of national protection in Ukraine, as well as their family members and permanent residents in Ukraine, who cannot go back to their countries of origin in safe and durable conditions.⁷¹ Here, medical care is provided by private contractors and includes basic medical care, special medical treatment, dental care, medicines and medical supplies. However, it excludes medical care for beneficiaries who use healthcare services financed from public funds in connection with work or business activities. Slovakia distinguishes between non-employed beneficiaries of temporary protection and beneficiaries of temporary protection who are employed and earning at least the minimum wage. Emergency and necessary care are provided to the former, while the latter require public health insurance, which grants full healthcare access.

Similarly to Slovakia, Estonia specifies that access to full healthcare services is not automatic, as beneficiaries need to apply for health insurance coverage after receiving a residence permit. Until they become eligible for full health insurance (by being employed, self-employed or registered as unemployed), beneficiaries of temporary protection have access to primary health checks and emergency care, including dental care and vaccinations. A similar arrangement applies in Lithuania, whereby full access to healthcare, on equal terms with nationals, is only given to those beneficiaries of temporary protection who pay insurance or have their insurance paid by another entity, such as their employer. Those who are not eligible for such insurance are covered by an enhanced form of emergency care.⁷² Both Member States offer facilitated access to full healthcare for certain groups: in Estonia, some groups⁷³ are considered automatically insured for the purpose of accessing healthcare, while in Lithuania, full access to healthcare is provided to third-country national unaccompanied minors.

The Czech Republic has set up a network of so-called UA points in university hospitals that serve as primary care points for child and adult Ukrainian refugees. These clinics ensure a smooth process of providing health services to people from Ukraine in order not to overload primary care providers.

Access to mental healthcare

Recognising the high incidence of mental trauma amongst those fleeing Russia's war of aggression against Ukraine, all responding Member States reported that beneficiaries of temporary protection were granted access to mental healthcare. In several states, counselling or therapy is provided via traditional telephone hotlines,

66 AT, BE, BG, CZ, DE (since 1 June 2022), EL, ES, FI, FR, HR, IE, IT, LU, LV.

67 BG, DE, NL, SE.

68 According to the Law on Asylum and Refugees (Amended, SG No. 80/2015), persons from a vulnerable group means minor or underage persons, unaccompanied minor and underage persons, elderly people, pregnant women, single parents with underage children, victims of human trafficking, people with serious health problems, people with mental disorders, and people who are victims of torture, rape or other serious forms of mental, physical or sexual violence.

69 For example, an unaccompanied minor, a person of advanced age, a disabled person, a pregnant woman.

70 For a period of 18 months, with the exception of spa treatment.

71 On these grounds, they obtain a certificate confirming temporary protection issued by the Head of the Office for Foreigners.

72 Emergency care elevated to include essential level I, II, and III services.

73 In Estonia: children, pregnant women, dependent spouses, persons with partial or no ability to work, pensioners, members of religious associations, pupils, and students.

usually available 24/7.⁷⁴ Poland uses online chat hot-lines. Luxembourg carries out first-contact psychological support and undertakes an initial assessment when Ukrainians arrive at reception facilities. More specifically, an ethno-psychological team, in collaboration with actors in the mental health network, screens people suffering from mental disorders. In Spain, psychological care is part of the support offered to those who are allowed to stay in the Reception System for International and Temporary Protection. It includes an initial interview to provide psychological assessment, diagnostic and therapeutic treatment sessions, and group psychological support sessions. In this Reception System, places are available for people with vulnerabilities, including mental health problems. Nine Member States make counselling available in various languages (typically Russian, Ukrainian, and the national state language).⁷⁵

Several Member States specified that mental health-care was also provided through private initiatives, or non-governmental organisations (NGOs).⁷⁶ Czech Republic deploys Ukrainian psychologists and therapists to provide psychological aid in centres where Ukrainian refugees are received and assisted. Similarly, Latvia allows psychologists from Ukraine to provide psychological counselling to individuals from Ukraine, exempting them (temporarily) from the existing regulations for the practice of psychology in Latvia. In addition, Ukrainian psychologists practicing in one of the Member States, the Member States of the EEA or the Swiss Confederation are entitled to provide temporary professional services if approved by the Psychologists' Certification Council.

⁷⁴ BE, BG, CZ, EE, FR, LT, PL, SK.

⁷⁵ BE, CZ, DE (some municipalities), EE, LV, LT, PL, SK.

⁷⁶ BE, CZ, DE, LT, SK.



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Czechia www.emncz.eu

Denmark www.justitsministeriet.dk/

Estonia www.emn.ee/

Finland www.emn.fi/in_english

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

Germany <https://www.bamf.de/EN/Themen/EMN/emn-node.html>

Greece <http://emn.immigration.gov.gr/en/>

Hungary www.emnhungary.hu/en

Ireland www.emn.ie/

Italy www.emnitalyncp.it/

Latvia www.emn.lv/en/home/

Lithuania www.emn.lt/en/

Luxembourg <https://emnluxembourg.uni.lu/>

Malta <https://emn.gov.mt/>

The Netherlands <https://www.emnnetherlands.nl/>

Poland <https://www.gov.pl/web/europejska-siec-migracyjna>

Portugal <https://rem.sef.pt/>

Romania <https://www.mai.gov.ro/>

Spain <https://extranjeros.inclusion.gob.es/emn-Spain/>

Slovak Republic <https://emn.sk/en/>

Slovenia <https://emm.si/en/>

Sweden <http://www.emnsweden.se/>

Norway <https://www.udi.no/en/statistics-and-analysis/european-migration-network---norway>

Georgia https://migration.commission.ge/index.php?article_id=1&clang=1

Republic of Moldova <http://bma.gov.md/en>

Ukraine <https://dmsu.gov.ua/en-home.html>

Montenegro <http://www.mup.gov.me/>

Armenia <https://migration.am/?lang=en>