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Labour market integration of beneficiaries of temporary protection from Ukraine

European Migration
Network – OECD Joint Inform

May 2024

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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, ES, EL, FI, FR, HR, HU, IE, IT, LT, LU, LV NL, PL, PT, SE, SK, and RS) collected via an AHQ developed by the EMN NCPs to ensure, to the extent possible, comparability. Information on non-EU OECD countries was collected and provided by the OECD. The information contained in this inform refers to the situation in the abovementioned EMN Member and Observer Countries and non-EU OECD countries up to December 2023.

Published

May 2024

European Migration Network (EMN), 'Labour market integration of beneficiaries of temporary protection from Ukraine: Joint EMN-OECD inform', [Date], [URL], last accessed on [day month year]. .

For more information

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1. KEY POINTS TO NOTE

The Temporary Protection Directive¹ was activated following Council Implementing Decision (EU) 2022/382 on 4 March 2022 in response to the massive inflow of people fleeing Russia's war of aggression against Ukraine.² It provides beneficiaries of temporary protection (BoTP) with harmonised rights, including access to employment and self-employment.³ This inform examines the demographic and socioeconomic characteristics of BoTP that are most relevant for their labour market integration, together with existing data, policies and measures to facilitate that integration. Several key points emerge:

- European Migration Network (EMN) Member and Observer Countries and non-European Union (EU) Organisation for Economic Co-operation and Development (OECD) countries (host countries)⁴ report a notable increase in the total number of BoTP employed⁵ between September 2022 and 2023. However, those employment rates vary across countries: at the end of 2023, the highest employment rates were observed in Lithuania, the Netherlands, Estonia, Czech Republic, Luxembourg, Spain and Ireland.

- In September 2023, across host countries, BoTP were primarily employed in the following sectors (based on Nomenclature of Economic Activities (NACE)⁶ classifications:

I - Accommodation and food service;

N - Administrative and support service activities;

C - Manufacturing;

G - Wholesale and retail trade;

F - Construction.

- These sectors may not necessarily align with the prior expertise or educational profiles of BoTP, indicating potential skills mismatches.
- Data indicates that a large proportion of BoTP have a high level of educational attainment (some host countries report that more than 60% have completed tertiary education). However, their current employment in host countries does not always correspond to their level of education and prior experience.
- Host countries demonstrate varied policies, strategies and priorities in addressing labour market integration for BoTP, while emphasising common themes such as immediate labour market access and self-sufficiency.
- The majority of host countries report targeted measures and practices to facilitate employment of BoTP in roles that align with their competencies. These focus primarily on qualification recognition, language acquisition, and specific sectors, with some specifically targeting women.
- Host countries report measures to assist BoTP to transition from unemployment to economic self-sufficiency (so-called bridging measures). Most report general and mainstream support measures, but do not provide targeted assistance for employed BoTP who struggle to meet their basic needs.
- Addressing language barriers and qualification mismatches are central elements in facilitating effective labour market integration.
- In most host countries, participation in labour market integration measures is voluntary.



2. CONTEXT AND SCOPE OF THE INFORM

Russia's war of aggression against Ukraine since 24 February 2022 has led to mass arrivals of displaced persons from Ukraine to the EU. Eurostat data reveal that over 4.31 million non-EU citizens who fled Ukraine were under temporary protection in the EU as of 31 December 2023. Germany, Poland and the Czech Republic accounted for approximately 60% of these BoTP, at 29%, 22.1%, and 8.7%, respectively. People from Ukraine constituted 98% of those benefiting from temporary protection in the EU by the end of December 2023.⁷

Responding to the most extensive and rapidly evolving displacement crisis in Europe since World War II, the European Commission, prompted by the Home Affairs Ministers' appeal,⁸ proposed the activation of the TPD as early as 2 March 2022. On 4 March 2022, Council Implementing Decision (EU) 2022/382 established temporary protection for displaced persons from Ukraine and provided them with a set of harmonised rights, including the right to engage in employment or self-employment.⁹ On 21 March 2022, the European Commission published Operational Guidelines on the implementation of Council

1 Council Directive 2001/55/EC of 20 July 2001 on minimum standards for giving temporary protection in the event of a mass influx of displaced persons and on measures promoting a balance of efforts between Member States in receiving such persons and bearing the consequences thereof, <https://eur-lex.europa.eu/eli/dir/2001/55/oj>, last accessed on 07 May 2024.

2 Council Implementing Decision (EU) 2022/382 of 4 March 2022 establishing the existence of a mass influx of displaced persons from Ukraine within the meaning of Article 5 of Directive 2001/55/EC and having the effect of introducing temporary protection, <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:32022D0382>, last accessed on 07 May 2024.

3 Article 12 TPD.

4 All references to 'host countries' refer to reporting EMN Member and Observer Countries and non-EU OECD countries, unless specified otherwise.

5 The term 'beneficiaries of temporary protection' is used across for consistency, even though the inform also includes information on the labour integration of displaced persons from Ukraine in non-EU OECD countries, where they do not have the status of a beneficiary of temporary protection, as the TPD is not applicable. In Serbia, Serbian Law on Asylum and Temporary Protection is aligned with the TPD and the government makes a decision on the activation of temporary protection.

6 NACE is a European statistical classification of economic activities, [https://ec.europa.eu/eurostat/statistics-explained/index.php?title=Glossary:Statistical_classification_of_economic_activities_in_the_European_Community_\(NACE\)](https://ec.europa.eu/eurostat/statistics-explained/index.php?title=Glossary:Statistical_classification_of_economic_activities_in_the_European_Community_(NACE)), last accessed on 06 May 2024.

7 Eurostat, Over 4.3 million people under temporary protection, February 2024, <https://ec.europa.eu/eurostat/web/products-eurostat-news/w/ddn-20240208-1>, last accessed on 13 May 2024.

8 Justice and Home Affairs Council, 3-4 March 2022, <https://www.consilium.europa.eu/en/meetings/jha/2022/03/03-04/>, last accessed on 5 May 2023.

9 Article 12 TPD.

Decision 2022/382,¹⁰ aiming to assist EU Member States in applying the Council Decision, the TPD, and other applicable EU law. On 28 March 2022, the European Commission presented a 10-point plan to ensure stronger European coordination on welcoming people fleeing Russia's war of aggression against Ukraine.¹¹ In September 2023, the Council extended the temporary protection until 4 March 2025.¹²

Neither the Operational Guidelines nor the 10-point plan addressed labour market integration. Instead, this was explicitly covered by the European Commission's June 2022 Communication on Guidance for access to the labour market, vocational education and training (VET) and adult learning of people fleeing Russia's war of aggression against Ukraine.¹³ In March 2022, the European Commission launched a Ukrainian version of the EU Skills Profile Tool for Third-Country Nationals,¹⁴ making it easier to identify and map the skills and profile of displaced people from Ukraine. On 5 April 2022, the European Commission published recommendations on the recognition of qualifications for people fleeing Ukraine,¹⁵ and on 23 June 2023 it published a report assessing their implementation.¹⁶ The Comparison of European Qualifications Framework and National Qualifications Framework of Ukraine was published in February 2023¹⁷ and helped to understand how Ukrainian qualifications compare to European ones and vice versa. On 8 March 2023, the European Commission published a Communication taking stock of TPD implementation and identifying priority areas for increased effort to guarantee the rights provided in the TPD, including access to jobs.¹⁸

In October 2022, the EU Talent Pool Pilot¹⁹ was launched by the European Commission and the European Labour Authority via the (EURES) portal containing over four million job vacancies and more than 5 000 employers registered. The Talent Pool Pilot aims to facilitate the effective integration of BoTP into the EU labour market by mapping their skills and matching them with suitable vacancies. Job-seeking BoTP irrespective of the Member

State in which they are residing - can register their profiles in the platform, upload their CVs, browse vacancies, and make their profiles available to employers, national public employment services (PES) and private employment agencies across the EU.²⁰ As of January 2024, eight EU Member States²¹ have joined the initiative. Their participation entails allocation of resources and the active participation of PES.

At national level, once the TPD was activated in 2022, many EU Member States removed formalities, administrative steps or other barriers in order to ensure immediate access to the labour market²² (e.g. simplifying the entry requirements for certain (regulated) professions). Most also provided a range of measures to facilitate access to the labour market for BoTP,²³ including: counselling,²⁴ language courses,²⁵ skills validation and recognition of qualifications,²⁶ skills mapping,²⁷ financial incentives for employers to recruit BoTP,²⁸ and on-the-job training or fast-track integration programmes.²⁹ In several EU Member States where BoTP have access to the same employment support services as permanent residents and nationals, no additional specific measures were implemented.³⁰ Across host countries, PES play an important role in the labour market integration of BoTP.³¹

In Serbia, the government issued a decision³² on providing temporary protection to displaced persons from Ukraine, providing the right for those under temporary protection to be employed in accordance with the same legal norms regulating the employment of foreigners under favourable conditions (i.e. decision on temporary protection is the only condition). Amendments to the Law on Employment of Foreigners (adopted on 27 July 2023, with full implementation from 1 February 2024) provide that people granted asylum or temporary protection have free access to the labour market without requiring a single permit.

- 10 Communication from the European Commission on operational guidelines for the implementation of Council implementing Decision 2022/382 establishing the existence of a mass influx of displaced persons from Ukraine within the meaning of Article 5 of Directive 2001/55/EC and having the effect of introducing temporary protection 2022/C 126 I/01, <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A52022XC0321%2803%29>, last accessed on 07 May 2024.
- 11 European Commission, The 10-point plan, 2022, <https://home-affairs.ec.europa.eu>, last accessed on 08 April 2024.
- 12 Council of the EU, Ukrainian refugees: EU Member States agree to extend temporary protection, 2025, <https://www.consilium.europa.eu/en/press/press-releases/2023/09/28/ukrainian-refugees-eu-member-states-agree-to-extend-temporary-protection/>, last accessed on 31 January 2024.
- 13 Communication from the Commission on Guidance for access to the labour market, vocational education and training and adult learning of people fleeing Russia's war of aggression against Ukraine 2022/C 233/01, <https://op.europa.eu/s/yZyi>, last accessed on 08 April 2024.
- 14 European Commission, EU skills profile tool for third-country nationals, n.d., <https://ec.europa.eu/social/main.jsp?catId=1412&langId=en>, last accessed on 08 April 2024.
- 15 Commission Recommendation (EU) 2022/554 of 5 April 2022 on the recognition of qualifications for people fleeing Russia's invasion of Ukraine, <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A32022H0554>, last accessed on 07 May 2024.
- 16 European Commission, Assessment of Commission Recommendation (EU) 2022/554 of 5 April 2022 on the recognition of qualifications for people fleeing Russia's invasion of Ukraine, 2023, https://single-market-economy.ec.europa.eu/publications/assessment-commission-recommendation-eu-2022554-5-april-2022-recognition-qualifications-people_en, last accessed on 08 April 2024.
- 17 European Commission, Comparison report of European Qualifications Framework and Ukrainian National Qualifications Framework published, 15 February 2023, <https://ec.europa.eu/social/main.jsp?langId=en&catId=89&furtherNews=yes&newsId=10513>, last accessed on 08 April 2024.
- 18 Communication from the Commission to the European Parliament and the Council, Temporary protection for those fleeing Russia's war of aggression against Ukraine: one year one, March 2023, <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=COM%3A2023%3A140%3AFIN>, last accessed on 07 May 2024.
- 19 EURES, EU Talent Pool Pilot, https://eures.ec.europa.eu/eu-talent-pool-pilot_en, last accessed on 2 May 2023.
- 20 European Commission, European Commission launches EU Talent Pool pilot initiative, 10 October 2022, https://ec.europa.eu/migrant-integration/news/european-commission-launches-eu-talent-pool-pilot-initiative_en, last accessed on 2 May 2023.
- 21 CY, CZ, ES, FI, HR, LT, PL, SK.
- 22 Communication from the Commission to the European Parliament and the Council, Temporary protection for those fleeing Russia's war of aggression against Ukraine: one year one, March 2023, <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=COM%3A2023%3A140%3AFIN>, last accessed on 07 May 2024.
- 23 EMN, Access to services for beneficiaries of temporary protection, November 2022, https://home-affairs.ec.europa.eu/system/files/2022-11/EMN_INFORM_services.pdf, last accessed on 31 January 2024.
- 24 AT, BE, BG, CZ, DE, EE, ES, FI, FR, HR, IT, LT, LU, LV, NL, MT, PL, SE, SI, SK.
- 25 AT, BE, CZ, DE, EE, ES, FI, FR, IE, IT, LU, LV, MT, NL, PL, PT, SI, SK. Language courses are not necessarily directly related to access to the labour market.
- 26 AT, BE, BG, CY, DE, EE, ES, FI, FR, HU, IE, IT, LT, LV, PT, SE, SI, SK. The recognition of qualifications was addressed in AHQ 2022.36. 'The recognition of diplomas from third countries', in which EMN Member Countries were asked whether they have developed good practices to facilitate the recognition of diplomas of BoTP from Ukraine.
- 27 CZ, DE, EE, ES, FI, FR, IE, IT, LU, NL, PL, PT, SE, SI.
- 28 BE (Brussels-Capital), BG, CZ, DE, EE, FI, LT, LU, LV, MT, PT, SE, SK.
- 29 BG, DE (on-the-job training only), EE, FI, HR, LT, LV, MT, PL, PT, SI, SK.
- 30 BG, CY, DE, EE, HR, IT, PL, SE.
- 31 EMN, Access to services for beneficiaries of temporary protection, November 2022, https://home-affairs.ec.europa.eu/system/files/2022-11/EMN_INFORM_services.pdf, last accessed on 31 January 2024.
- 32 Official Gazette of the RS, No 36 of 18 March 2022; Official Gazette of the RS, No 21 of 17 March 2023.

Box 1. Employment access in non-EU OECD countries

Non-EU OECD countries have similar provisions to ease labour market access for people from Ukraine

Many non-EU OECD countries, including Iceland, Japan, New Zealand, Norway, Switzerland, and the United States (USA), introduced their own national regulations to facilitate swift entry into the labour market for displaced persons from Ukraine. This has enabled people from Ukraine to commence employment much earlier than other refugee groups. In some instances, immediate access to the labour market is granted. For example, people from Ukraine in the US through the ‘Uniting for Ukraine’ initiative are authorised to work incident to parole, eliminating the need for additional applications for employment authorisation. Similarly, the Temporary Humanitarian Concern (subclass 786) visa in Australia available to displaced people from Ukraine until 31 July 2022 provided immediate full work rights. In other countries such as Canada, Iceland and Switzerland, new arrivals from Ukraine must first obtain a work permit before being allowed to work, with the associated procedures often expedited.

A joint European Union Agency for Asylum (EUAA) and OECD report suggests that the availability of work opportunities is one of the main reasons for choosing a destination country.³³ When implementing labour market integration policies and strategies for BoTP, EU Member States have drawn on the learnings of the 2015–2016 refugee flow to the EU, when a broad range of measures was developed.³⁴

Following the high inflow of asylum seekers in 2015–2016, the European Network of Public Employment Services (PES Network) published ‘Key Considerations’³⁵ to guide employment services assisting refugees. Recently, the PES Network published an updated version, which

includes considerations and good practices for the labour market inclusion of BoTP.³⁶

The demographic composition is an important factor for the (labour market) integration of BoTP. As men aged 18–60 years are prohibited from leaving Ukraine since 24 February 2022,³⁷ most BoTP are young women of working age,³⁸ many with children³⁹ or fleeing with people over the age of 60 years. Displaced women from Ukraine thus face a number of barriers to their labour market integration, including care obligations, limited knowledge of the local language, skills mismatches, difficulties in skills recognition, risk of exploitation, breakdown of family units, and uncertainties about the length of stay.⁴⁰ Compared to other refugee women, however, some characteristics of BoTP facilitate labour market integration, such as educational profile, existing professional and social networks, and immediate access to employment.⁴¹ A recent survey by the International Organization for Migration (IOM) suggests that almost half (48%) of those not employed and not looking for a job report being out of the labour market due to care duties (for children, older people, or people with disabilities). Among those actively looking for a job, language is the most commonly reported barrier, with a lack of local jobs, difficulties in reconciling family duties and working arrangements, health conditions, and discrimination also frequently mentioned.⁴² In addition, due to (potential) differences in characteristics and expectations, different labour market segments are expected to be affected.⁴³

While various publications address the entry of BoTP into the labour market, EU-wide and comparable data on early outcomes and barriers to seeking work remain limited. For example, surveys are not always representative and may paint a partial picture,⁴⁴ only limited data are available on the socioeconomic profiles of BoTP, and (official) data on employment are still limited. This inform aims to provide a better understanding of the labour market integration of BoTP, with a particular focus on skill and job mismatches.

The scope of the inform covers targeted policies, structures, and measures relevant for the labour market

33 EUAA and OECD, Voices in Europe: experiences, hopes and aspirations of forcibly displaced persons from Ukraine, 2024, p. 30, <https://www.oecd.org/publications/voices-in-europe-ae33637c-en.htm>, last accessed on 19 March 2024.

34 Keitel, C. and Winters, J., We see good integration prospects for Ukrainian refugees, 2022, www.iab-forum.de/en/we-see-good-integration-prospects-for-ukrainian-refugees/, last accessed on 26 May 2023; International Centre for Migration Policy Development (ICMPD), Getting Ukrainian refugees to work: The importance of early competence checks, 28 March 2022, www.icmpd.org/blog/2022/getting-ukrainian-refugees-into-work-the-importance-of-early-competence-checks, last accessed on 5 May 2023.

35 PES Network, Labour market integration of refugees - Key Considerations, November 2018, <https://ec.europa.eu/social/BlobServlet?docId=20661&langId=en>, last accessed on 04 April 2024.

36 PES Network, Labour market integration of displaced people and refugees – update of Key Considerations, July 2023, https://ec.europa.eu/social/main.jsp?langId=en&catId=1584&furtherNews=yes&newsId=10623#_ftn1, last accessed on 06 May 2024.

37 On 24 February 2022, the President of Ukraine issued Decree No. 69/2022 on general mobilisation, introducing the general mobilisation of persons eligible for military service and reservists. As of the same day, men aged 18–60 are prohibited from leaving the country for the duration of the martial law. Office of the United Nations High Commissioner for Human Rights (OHCHR), Situation of human rights in Ukraine in the context of the armed attack by the Russian Federation, 2022, p. 41, <https://www.ohchr.org/sites/default/files/documents/countries/ua/2022-06-29/2022-06-UkraineArmedAttack-EN.pdf>, last accessed on 26 May 2023.

38 EUAA, IOM and OECD, Forced displacement from and within Ukraine, October 2022, p. 8, <https://euaa.europa.eu/publications/forced-displacement-and-within-ukraine>, last accessed on 07 May 2024. The report suggests that the majority (79%) of displaced persons from Ukraine are aged 18–44, with a median age of 36 years.

39 OECD, Rights and support for Ukrainian refugees in receiving countries, 2022, www.oecd-ilibrary.org/docserver/09beb886-en.pdf?expires=1659023027&id=id&ac-cname=guest&checksum=D630E993C019419BA19D73ABC1328BC5, last accessed on 26 May 2023.

40 OECD, What are the integration challenges of Ukrainian refugee women?, 2023, <https://www.oecd.org/ukraine-hub/policy-responses/what-are-the-integration-challenges-of-ukrainian-refugee-women-bb17dc64/>, last accessed on 17 January 2024; IOM, Access to Labour Markets and Employment in Europe for Refugees from Ukraine, June 2023, p. 10, <https://dtm.iom.int/reports/ukraine-response-regional-quarterly-overview-access-labour-markets-and-employment-europe>, last accessed 10 May 2024; United Nations High Commissioner for Refugees (UNHCR), Lives on Hold: Intentions and Perspectives of Refugees from Ukraine # 3, February 2023, p. 7, <https://data.unhcr.org/en/documents/details/99072>, last accessed on 10 May 2024; European Union Agency for Fundamental Rights (FRA), Fleeing Ukraine – Displaced People’s Experiences in the EU, 2023, pp. 5, 41, <https://fra.europa.eu/en/publication/2023/ukraine-survey>, last accessed 10 May 2024; Eurofound and FRA, Barriers to employment of displaced Ukrainians, June 2023, p. 9, <https://fra.europa.eu/en/publication/2023/barriers-employment-displaced-ukrainians>, last accessed 10 May 2024.

41 MPI, Why the European Labor Market Integration of Displaced Ukrainians is Defying Expectations, 2022, <https://www.migrationpolicy.org/news/european-labor-market-integration-displaced-ukrainians>, last access 07 May 2024; OECD, What are the integration challenges of Ukrainian refugee women?, 2023, <https://www.oecd.org/ukraine-hub/policy-responses/what-are-the-integration-challenges-of-ukrainian-refugee-women-bb17dc64/>, last access 07 May 2024.

42 IOM, Access to Labour Markets and Employment in Europe for Refugees from Ukraine, June 2023, pp. 9–10, <https://dtm.iom.int/reports/ukraine-response-regional-quarterly-overview-access-labour-markets-and-employment-europe>, last access 07 May 2024.

43 OECD, The potential contribution of Ukrainian refugees to the labour force in European host countries, 2022, <https://www.oecd.org/ukraine-hub/policy-responses/the-potential-contribution-of-ukrainian-refugees-to-the-labour-force-in-european-host-countries-e88a6a55/>, last accessed on 19 March 2024.

44 OECD, What we know about the skills and early labour market outcomes of refugees from Ukraine, January 2023, <https://www.oecd.org/ukraine-hub/policy-responses/what-we-know-about-the-skills-and-early-labour-market-outcomes-of-refugees-from-ukraine-c7e694aa/>, last access 07 May 2024.

integration of BoTP from Ukraine from February 2022 to September 2023. It has been prepared on the basis of national contributions from 24 EMN Member and Observer Countries (through the EMN National Contact Points (EMN NCPs)),⁴⁵ with additional information on non-EU OECD countries provided by the OECD.

The inform aims to:

- Understand the demographic and socioeconomic characteristics of BoTP that are most relevant for their labour market integration (magnitude, demography, education, qualifications, competencies);

- Analyse existing data on the labour market integration of BoTP and complement existing initiatives. Particular attention is paid to mismatches between skills and jobs;
- Map targeted policies, structures and measures in the host countries to facilitate the labour market integration of BoTP and analyse their focus, as well as host countries' strategies and policy priorities. Particular attention is paid to measures facilitating the transition from social welfare and means of subsistence into the national labour market and financial independence (bridging measures).



3. EMPLOYMENT OF BENEFICIARIES OF TEMPORARY PROTECTION

This section provides an overview of employment outcomes across host countries, alongside an overview of actors collecting data on the employment of BoTP. It also identifies the top five sectors in which BoTP are employed.

Overview of employment

Given the scale of displacement to date, and with Russia's war of aggression against Ukraine extending into its third year, ensuring sustainable labour market inclusion for BoTP commensurate with their educational and professional qualifications is a priority in most host countries. Labour market inclusion is crucial for people to rebuild their lives and attain stable livelihoods, regardless of the duration of their stay in host countries. It also decreases costs for the host societies.

Gathering comparable and comprehensive information on employment outcomes of BoTP presents a major challenge for a number of reasons.⁴⁶ Conventional tools used for monitoring employment outcomes, such as labour force surveys, often miss recently arrived and mobile populations. Additionally, administrative data may not fully distinguish between Ukrainian nationals living in the host country prior to 24 February 2022 and BoTP. Other disparities in data can also hinder meaningful comparisons. Depending on the country, sources of employment figures for BoTP can include administrative data, surveys, or employers' notifications of new hires, with potentially multiple records for individuals engaged in short-term and part-time employment. Employment figures may encompass a combination of various and qualitatively different employment arrangements (full-time/part-time, long-term/short-term contracts, self-employment, remote

working, etc.). Finally, there is significant uncertainty about the reference population for calculating employment rates, as the number of registered BoTP may not accurately reflect the actual number of adults in the country at any specific point in time, as many move between Ukraine and their host country, or leave the country without deregistering.

Employment outcomes

Despite data limitations, there is a growing body of information on the labour market outcomes of BoTP. Analyses by the OECD⁴⁷ and IOM⁴⁸ suggest that BoTP integrated into the labour market more quickly than other refugee groups. Surveys published by the United Nations High Commissioner for Refugees (UNHCR) and the European Union Agency for Fundamental Rights (FRA) in February 2023 indicate similar results.⁴⁹ By August 2023, most PES in the EU were reporting lower numbers of registrations, while the number of BoTP employment continued to grow, reflecting an increased transition into employment.⁵⁰

The rates of employment vary considerably by country. At the beginning of 2023, the share of working-age BoTP in employment was already over 40% in a number of EU countries (including Estonia, Lithuania, Denmark and the Netherlands).⁵¹ Even higher employment levels were reported in Poland, exceeding 60%.⁵² More recent survey results from 11 (EU and non-EU) countries⁵³ in Central and Eastern Europe, collected by the IOM in June 2023, indicate that about 66% of respondents were employed at the time of their interview.⁵⁴ In other countries, however, the employment rates of BoTP are lower and slower to

45 AT, BE, BG, CY, CZ, DE, EE, EL, ES, FI, FR, HR, HU, IE, IT, LT, LU, LV, NL, PL, PT, SE, SK and RS.

46 OECD, What we know about the skills and early labour market outcomes of refugees from Ukraine January 2023, <https://www.oecd.org/ukraine-hub/policy-responses/what-we-know-about-the-skills-and-early-labour-market-outcomes-of-refugees-from-ukraine-c7e694aa/>, last accessed on 26 May 2023.

47 *ibid.*

48 IOM, Access to Labour Markets and Employment in Europe for Refugees from Ukraine, June 2023, p. 8, <https://dtm.iom.int/reports/ukraine-response-regional-quarterly-overview-access-labour-markets-and-employment-europe>, last accessed on 10 August 2023.

49 UNHCR, Lives on Hold: Intentions and Perspectives of Refugees from Ukraine # 3, February 2023, <https://data.unhcr.org/en/documents/details/99072>, last accessed on 26 May 2023; European Union Agency for Fundamental Rights (FRA), Fleeing Ukraine – Displaced People's Experiences in the EU, 2023, p. 42, https://fra.europa.eu/sites/default/files/fra_uploads/fra-2023-ukraine-survey_en.pdf, last accessed on 26 May 2023.

50 European Commission, Support to persons displaced from Ukraine: survey shows that Public Employment Services are extending their support, 5 October 2023, <https://ec.europa.eu/social/main.jsp?langId=en&catId=89&furtherNews=yes&newsId=10671>, last accessed on 07 May 2024.

51 OECD, What we know about the skills and early labour market outcomes of refugees from Ukraine, 2023, available at <https://www.oecd.org/ukraine-hub/policy-responses/what-we-know-about-the-skills-and-early-labour-market-outcomes-of-refugees-from-ukraine-c7e694aa/>, last accessed on 26 May 2023.

52 Narodowy Bank Polski, The living and economic situation of Ukrainian migrants in Poland - the impact of the pandemic and the war on the nature of migration in Poland, 2023, https://nbp.pl/wp-content/uploads/2023/05/Raport_Imigranci_EN.pdf, last accessed on 18 January 2024.

53 BG, BY, CZ, EE, HU, LT, LV, PL, RO, SK and MD.

54 IOM, Access to Labour Markets and Employment in Europe for Refugees from Ukraine, June 2023, p. 8, <https://dtm.iom.int/reports/ukraine-response-regional-quarterly-overview-access-labour-markets-and-employment-europe>, last accessed on 07 May 2024.

pick up. In early 2023, an estimated 18% of BoTP were employed in Germany⁵⁵ and 14% in Switzerland.⁵⁶

These variations stem from differences in general labour market conditions, the specific demographic make-up of arrival from Ukraine, and the level of support provided by the respective countries (among others). Pre-existing migration patterns and the presence of established Ukrainian communities in certain countries has also influenced the outcomes. However, a significant proportion of the differences may be attributed to disparities in methodologies and reporting.

Disparities in employment outcomes are evident in the data provided by host countries. Table 1 presents the employment of BoTP in September 2022 and September 2023 in selected countries. Not all host countries could provide detailed statistical data for both years, or at all. In some cases, information is only available for employment acquired through PES. In Bulgaria, for instance, it was reported that during the entire period from March 2022 to October 2023, a total of 5 325 Ukrainian citizens started working through the mediation of the Labour Bureau Directorates. In Austria, since April 2023, BoTP no longer require a work permit from the Austrian Employment Service (AMS), removing the facility to monitor their access to employment via AMS data.

By contrast, in Poland, official data on employment of BoTP refer to the number of documents issued at the

request of employers, rather than the number of actual employees. As of October 2022, approximately 535 000 such requests had been issued, while the overall cumulative number had risen to around 1.6 million by October 2023. Meanwhile, in Serbia, data are only available on new work permits granted to Ukrainian nationals each year (484 as of September 2022; 451 as of September 2023). While these data may not precisely portray the overall employment levels and rates, they nevertheless offer some insight into individuals' interest in entering the labour market in these countries.

Overall, the total number of BoTP in employment increased in almost all reporting host countries between September 2022 and 2023 (see Table 1). These increases resulted in significant jumps in employment rates in some countries, such as 13 percentage points (pp) in the Czech Republic and 12 pp in Estonia, while others such as Croatia, Germany, Finland and Latvia witnessed small or no increases in the share of BoTP in employment. This is partly explained by differences in the BoTP communities across countries, as indicated by the evolution of the total number of working-age people in each. In Germany, the number of working-age BoTP increased by over 50% between September 2022 and September 2023, while total numbers decreased in the Czech Republic. More recently established and mobile communities are expected to be less integrated into local labour markets.

Table 1: Beneficiaries of temporary protection in employment, September 2022 and September 2023

EMN NCP	No of working-age beneficiaries of temporary protection in Sept 2022*	Employed in Sept 2022	ER	No of working-age beneficiaries of temporary protection in Sept 2023*	Employed in Sept 2023	ER
AT	46 190	7 119	15%	42 950 (March 2023)	8 973 (March 2023)	21%
BE**	34 945	3 779	11%	44 955	7 550	17%
BG	75 050			97 480		
CY	6 905			11 880		
CZ	257 650	89 443	35%	248 870	118 661	48%
DE***	460 630	79 635	19%	699 075	138 278	25%
EE	19 850	8 400	42%	22 790 (November 2023)	12 324 (November 2023)	54%
EL	12 000			16 805		
ES	86 395			116 050	42 049	36%
FI	25 165	5 464	22%	41 335	9 056	22%
FR	59 795			57 235 (October 2023)	18 148 (October 2023)	32%
HR	10 495	660	6%	14 315	1 199	8%
IE	34 310	9 143†	27%	61 680 (October 2023)	21 840† (October 2023)	35%
IT	71 125	22 000†	31%	94 355		
LT	33 670			44 700 (November 2023)	29 600 (November 2023)	66%
LU	2 540			2 470 (June 2023)	1 020 (June 2023)	41%

55 IAB-BiB/FReDA-BAMF-SOEP, Survey of Ukrainian Refugees in Germany, second wave, 2023, <https://www.bamf.de/SharedDocs/Meldungen/EN/2023/230725-am-ukr-projekt-zweite-welle.html?nn=1068102>, last accessed on 07 May 2024.

56 Swiss State Secretariat for Migration (SEM), 2023 data, <https://www.sem.admin.ch/sem/en/home/asyl/ukraine/statistiken.html>, last accessed on 07 May 2024.

EMN NCP	No of working-age beneficiaries of temporary protection in Sept 2022*	Employed in Sept 2022	ER	No of working-age beneficiaries of temporary protection in Sept 2023*	Employed in Sept 2023	ER
LV	18 405 (August 2022)	5 596 (August 2022)	30%	27 555 (August 2023)	8 384 (August 2023)	30%
NL****	58 751 (November 2022)	25 850 (November 2022)	44%	78 045 (November 2023)	42 900 (November 2023)	55%
PL	728 290			503 710		
PT	35 905			39 740 (November 2023)	11 750 (November 2023)	30%
SI	4 277	1 608	37%	5 515	1 856	33%
SE	26 175			27 970		
SK	53 575	12 504	23%	70 005	19 957	29%

Notes: In most cases, the employment figures encompass all forms of employment. However, in LU and PT, they pertain to employed people from Ukraine subject to social security payments. ER = employment rate.

* data based on migr_asytpsm September in the respective year for the working age population 18-64, unless otherwise specified; remaining data based on EMN NCP reports.

** BE data of those employed in September 2022 and September 2023 refer only to Ukrainian nationals granted temporary protection, while the total number of working age BoTP refers to Ukrainian and third-country nationals under temporary protection.

*** DE collects data on all Ukrainian nationals, not just BoTP. Figures adjusted by subtracting the number of people from Ukraine employed in February 2022 from the totals.

**** NL data refer to BoTP aged 15-65. Figures do not include third-country nationals who had a temporary or permanent residence permit in Ukraine.

In BG, CY, EL, PL, numbers of employed BoTP and employment rate not available.

† Cumulative figure.

Box 2. Employment outcomes in selected non-EU OECD countries

Switzerland

The integration of displaced persons from Ukraine into the Swiss labour market has been slower than in other host countries, but is gradually improving. In September 2022, the employment rate among working-age displaced persons from Ukraine was 12.7%, up from approx. 3.3% in June 2022.⁵⁷ As of September 2023, approx. 7 900 of almost 39 000 working-age people from Ukraine were employed (20%). The primary sectors of employment were hotel and catering (23%) and planning/consulting/information technology (IT) (19%).

United Kingdom (UK)

By the end of 2023, the UK was hosting nearly 250 000 displaced persons from Ukraine. Since the early days of Russia's war of aggression against Ukraine, the UK Humanitarian Response Insight Survey⁵⁸ has monitored the experiences of displaced persons, including their employment situation. The third round of the survey, conducted by May 2023, highlighted that more than half (52%) of those benefiting from the various Ukraine humanitarian visa schemes were either employed or self-employed, with 32% of all respondents working for more than 30 hours per week.

However, the findings reveal a skills mismatch, as only 42% of those employed were working in the

same sector as in Ukraine. The most common industries for those employed in the UK were hospitality (26%) and manufacturing or construction (including mining and fuel) (13%). In Ukraine, the primary sectors of employment for the respondents were IT and communication (12%), retail (including wholesale) (12%), and teaching and education (12%).

USA

By February 2023, one-quarter of a million people from Ukraine had been granted entry into the USA through various pathways, including the 'Uniting for Ukraine' scheme. There is no centralised approach to collecting information on the integration outcomes of new arrivals in the USA, and it often takes several years for new migrant communities to become visible in national statistics.

The primary source for gaining insights into the labour market outcomes and profiles of displaced persons from Ukraine is the American Community Survey, which provides annual estimates. From the latest 2022 wave, approximately two-thirds of Ukrainian-born respondents who had arrived the same year were adults (18+) and 57% were women.⁵⁹ Within the adult population, 63% had attained tertiary education (4+ years of college), and 21% were employed. Of these recent adult arrivals, 50% were not seeking employment at the time of the survey.

57 State Secretariat for Migration, Persons in gainful employment dataset, https://www.sem.admin.ch/sem/en/home/asyl/ukraine/statistiken.html#accordion_19887391641705697240979, last accessed on 07 May 2024.

58 UK Office for National Statistics, Visa holders entering the UK under the Ukraine Humanitarian Schemes: 27 April to 15 May 2023 dataset, <https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/internationalmigration/datasets/visaholdersenteringtheukundertheukrainehumanitarianschemes>, last accessed on 22 January 2024.

59 Weighted estimates (n=258).

Data collection on education and qualifications

Most host countries collect data on education, qualifications, and competencies of BoTP via the PES (see Table 2).

The most recent data collected by authorities include

information on BoTP engaging with PES, such as jobseekers registered with employment services,⁶⁰ as well as those in employment.⁶¹ Data are collected on education/profession,⁶² language knowledge,⁶³ and obstacles to employment/underemployment.⁶⁴

Table 2: Authorities collecting data on the competences, education profile and/or professional qualifications of beneficiaries of temporary protection

Authorities producing/collecting data	EMN Member and Observer Countries
Ministry of Labour and Social Affairs	BE, CZ, FR, FI, IT
National institute for economic research	FI ⁶⁵
PES	AT, BE (regional), BG, CY, CZ, EE, HR, FR, IE, LU, LV, PT, SE, SK
Ministry of Interior, population register ⁶⁶	EE
Surveys	AT, DE, FI, IT
Authority for immigration/refugees	LV ⁶⁷
Other	ES, NL, SK

Data collection is often not centralised and may involve different parties. In the Netherlands, many organisations collect such information, e.g. the Foundation for Cooperation on Vocational Education, Training and the Labour Market (SBB), the Dutch organisation for internationalisation in education (Nuffic) or the Education Executive Agency (DUO).

In addition, various non-state actors collect data on education, qualifications, and competencies of BoTP. In Italy, the UNHCR mapped BoTP arriving in 2022. In Austria, information has been collected as part of various research projects, for example through an online January 2023 survey by IOM Austria in cooperation with the Federal Ministry of the Interior and the Austrian Integration Fund (ÖIF).⁶⁸

Educational profile and sectors of employment

In September 2023, the five most prominent sectors (NACE)⁶⁹ in which BoTP were employed were accommodation and food service; administrative and support service activities; manufacturing; wholesale and retail trade; and construction (see Table 3). In some host countries, other sectors were more prominent, e.g. agriculture, forestry and fishing,⁷⁰ or transportation and storage.⁷¹ In the Czech Republic, BoTP were most frequently employed as machine operators and unskilled workers, while in Luxembourg, they were most frequently employed as cleaners and domestic helpers.

60 AT, BE, BG, FI, FR, IE, LU, LV, PT.

61 BE (collected regionally and partially, if BoTP found a job through the employment service), CZ, FI, FR, IE, LV, SK (based on the presentation of the information card, which does not have to include all employed BoTP).

62 AT, BE, BG, CZ, EE, FR, HR, IE, LV, PT, SK.

63 BE (regions), FR, IE, LU.

64 EE, FI, FR, IT, LU.

65 Data derived from the Tax Administration's Incomes Register.

66 The Statistical Office subsequently publishes the data collected by the Ministry of the Interior. The employment office also registers information on education and qualifications of BoTP.

67 Limited data availability, as collection is not compulsory.

68 Heilemann, S., Displaced persons from Ukraine in Austria. Risk factors in the area of housing, International Organization for Migration (IOM), 2023, https://austria.iom.int/sites/g/files/tmzbd11281/files/RML/iom_surveyreport_displacedpersonsukraine.pdf, last accessed on 08 April 2024.

69 NACE rev. 2 classifications: Agriculture, forestry and fishing; Mining and quarrying; Manufacturing; Electricity, gas, steam and air conditioning supply; Water supply, sewerage, waste management and remediation activities; Construction; Wholesale and retail trade, repair of motor vehicles and motorcycles; Transportation and storage; Accommodation and food service activities; Information and communication; Financial and insurance activities; Real estate activities; Professional, scientific and technical activities; Administrative and support service activities; Public administration and defence, compulsory social security; Education; Human health and social work activities; Arts, entertainment and recreation; Other service activities; Activities as households as employers, undifferentiated goods- and services-producing activities of households for own use; Activities of extraterritorial organisations and bodies.

70 BE, FI, FR (agriculture and forestry), NL.

71 LV, NL, PL.

Table 3: Employment of beneficiaries of temporary protection: most prominent sectors

Sector (NACE)	EMN Member Countries
I - Accommodation and food service	AT, BE, BG, DE, EE, FR, HR, IE, LU, LV, NL, PL, PT, SK
N – Administrative and support service activities,	AT, BE, DE, EE, FI, FR, IE, IT, LU, PT, SK
C - Manufacturing	AT, CZ, DE, EE, ES, FI, IE, LV, NL, PL, ⁷² SK
G - Wholesale and retail trade; repair of motor vehicles and motorcycles	AT, BE, BG, HR, EE, ES, FI, FR, IE, LV, SK
F - Construction	BE, DE, EE, ES, FI, FR, HR, LV

These sectors do not necessarily align with the prior expertise or education profiles of BoTP, indicating potential skills mismatches. According to data from host countries, a significant percentage of BoTP exhibit a high level of educational attainment. Belgium (Wallonia), Bulgaria, Germany and Ireland, for instance, report that more than 60% are tertiary educated. These findings align with the results of the recent EUAA-OECD survey, indicating that approximately two-thirds of adults in the EU+ countries report completing tertiary education.⁷³ In Germany, a survey of BoTP found that 68% have higher education or university degrees, but around half work in jobs below their qualification level. In some countries, the reported percentages of BoTP with academic education were somewhat lower (48.5% in Belgium (Flanders);⁷⁴ 43% in Portugal; 19% in Croatia).⁷⁵ In Austria, data collected by the Austrian PES on BoTP who were registered as

jobseekers in September 2023 indicated that 38% had academic education; however, various research projects pointed to a higher share with academic education (varying between 73% and 83%).⁷⁶

Mismatches with prior employment also exist. Data from host countries indicating that a significant number of BoTP were previously employed in Ukraine in legal, administrative and office occupations, with the education sector also prominent (e.g. Austria).

Various factors may have contributed to these outcomes. Challenges related to the recognition of qualifications, potential mismatches in qualifications, language barriers, and uncertainty about the duration of their stay could have led BoTP and host countries' authorities to prioritise early employment in low-skilled jobs over highly qualified employment.

4. POLICIES AND MEASURES FOR FACILITATING LABOUR MARKET INTEGRATION

This section explores the policy priorities and support measures facilitating labour market integration for BoTP. While some countries have relied more on mainstream policies and measures, others have opted to implement targeted approaches. Although host countries have implemented diverse strategies and measures, several common themes emerge, including ensuring immediate access to the labour market for BoTP, boosting language acquisition, and preventing skills mismatches (among others). Approaches to promoting self-sufficiency and participation in measures are also addressed here.

Mainstream versus targeted approaches

The strategies and policy priorities on labour market integration of BoTP vary across host countries from mainstream to targeted approaches. For example,

Sweden notes that the guiding principles for everyone are similarly applicable to BoTP, namely that the person shall be able to be self-supporting as soon as possible. Austria reports that self-sufficiency is generally a primary goal of the integration process and is also a priority for BoTP after their initial arrival. Four countries report specific strategies and policy priorities for the labour market integration of BoTP.⁷⁷ In the Netherlands, the policy priority during the first year of Russia's war of aggression against Ukraine was to stimulate labour market participation, including proposing new policies on access to the labour market, access to childcare and access to job mediation. The current strategy also aims to improve the match between skills and jobs and to ease access to language courses for adult BoTP.

Host countries facilitate the labour market integration of BoTP through mainstream channels or through policies

⁷² Production of other parts and accessories for motor vehicles, excluding motorcycles.

⁷³ EUAA and OECD, *Voices in Europe: experiences, hopes and aspirations of forcibly displaced persons from Ukraine*, 2024, p. 30, <https://www.oecd.org/publications/voices-in-europe-ae33637c-en.htm>, last accessed on 19 March 2024.

⁷⁴ The 48,5% reflects the percentage of people who are registered at the Flemish PES and have a higher education/university diploma. As of May 2023 people of working age with temporary protection are obliged to register at the PES.

⁷⁵ In PT and HR the % is referring to a % out of total number of registered BoTP in the unemployment register

⁷⁶ J. Kohlenberger et al., *Was die hohe Selbstselektion ukrainischer Geflüchteter für ihre Aufnahmeländer bedeutet*, Netzwerk Fluchtforschung (2022), [https://fluchtforschung.net/was-die-hohe-selbstselektion-ukrainischer-gefluechteter-fuer-ihre-aufnahmeländer-bedeutet/#:~:text=F%C3%BCr%20die%20\(west%2D\)europ%C3%A4ischen,T%C3%A4tigkeit%20im%20Aufnahmeland%20zu%20verhindern](https://fluchtforschung.net/was-die-hohe-selbstselektion-ukrainischer-gefluechteter-fuer-ihre-aufnahmeländer-bedeutet/#:~:text=F%C3%BCr%20die%20(west%2D)europ%C3%A4ischen,T%C3%A4tigkeit%20im%20Aufnahmeland%20zu%20verhindern), last accessed 10 May 2024; Austrian Institute of Family Studies, 'Ukraine-Vertriebene in Österreich ein Jahr nach Kriegsbeginn – Folgerhebung zur Situation der Ukrainerinnen im Alter von 18 bis 55 Jahren, ÖIF (2023), <https://www.integrationsfonds.at/mediathek/mediathek-publikationen/publikation/ukraine-vertriebene-in-oesterreich-ein-jahr-nach-kriegsbeginn-17638/>, last accessed 10 May 2024; S. Heilemann, *Displaced Persons from Ukraine in Austria. Risk Factors in the Area of Housing*, IOM (2023), https://austria.iom.int/sites/g/files/tmzbd11281/files/RML/iom_surveyreport_displacedperson-sukraine.pdf, last accessed 10 May 2024.

⁷⁷ BE, CZ, IE, NL.

and/or measures specifically targeting BoTP.⁷⁸ Germany, the Slovak Republic and Sweden all note that while they have no explicit policies in place for BoTP, specific measures include on-the-job training (Slovak Republic) and measures by private actors (Sweden).

Main principles guiding the labour market integration of beneficiaries of temporary protection

Host countries' policy approaches and measures on the integration of BoTP to the labour market may vary, but there are, however, common guiding principles. These include ensuring immediate access to the labour market, facilitating language acquisition, aligning skills with job opportunities, and supporting the recognition of qualifications.

Ensuring immediate access to the labour market and equal treatment

In line with the TPD, a common theme among host countries⁷⁹ is granting immediate labour market access to BoTP. This approach aims to prevent unemployment and encourage swift integration.

Host countries report equal treatment with people granted asylum⁸⁰ or nationals of the respective country, based on the TPD.⁸¹ France, Croatia, the Czech Republic, Germany, Greece, Ireland and Portugal all note that BoTP enjoy the same rights and duties as nationals in respect of the labour market. This includes access to PES. In Finland, they also have access to PES, where staff have been recruited to assist people from Ukraine jobseekers and services are provided in Ukrainian.

In France, BoTP can benefit from the support of the French national employment agency, *France Travail* (previously *Pôle emploi*).⁸² Professional integration is pursued through the 'aller-vers' approach, carried out in conjunction with *France Travail* (offering employment support to BoTP as soon as they arrive on French territory, with *France Travail* agents present in reception centres). BoTP are encouraged to make themselves known on a dedicated website⁸³ that collects information on their professional experience, level of qualifications/diplomas, proficiency in English and French, desire to learn French, and the possibility to put them in contact with an advisor for job/training assistance.

Boosting language acquisition

A number of host countries⁸⁴ report a policy focus on language acquisition to overcome barriers and enhance jobseekers' opportunities. France offers a variety of coordinated language training programmes that complement each other. Integration-focused language courses are accessible through the Ministry of the Interior's website. Additionally, vocational training courses can be found on the French national employment agency's online platform. Belgium and Finland stress the importance of

BoTP learning the local language to secure employment across various sectors, recognising language proficiency as crucial for successful integration.

This policy priority is reflected in a wide variety of targeted language training measures⁸⁵ across host countries. In Belgium, the different communities and regions facilitate language training via language vouchers for courses and other initiatives. In Austria, the AMS, in cooperation with the ÖIF, offer free German language courses, with child-care if required. In view of the high demand for labour, the ÖIF is continuously expanding its job language training. Lithuania offers free language courses for BoTP, while easing language proficiency requirements for two years for certain positions to ease entry to the labour market.

In some cases, host countries report language training activities linked to specific sectors. Poland has implemented instruments facilitating access to the Polish labour market for BoTP, including financing Polish language training for people from Ukraine practising medical professions, and easing their entry to jobs in social welfare institutions (e.g. nursing homes). In Belgium (Wallonia), a measure targets truck drivers to help those with experience in the inter-national transport sector to find a job quickly, including access to short training courses (language, hard and soft skills) and a vocational training certificate (giving them access to jobs as C and CE lorry drivers). In Luxembourg, the employment agency (ADEM) has expanded its language course offerings: in collaboration with the National Language Institute (INL), it now provides intensive courses in Luxembourgish, French, German and English. This initiative enables jobseekers to rapidly acquire essential language skills, particularly in sectors with urgent staffing needs. Ireland also provides targeted language support for doctors from Ukraine undergoing the Occupational English Test.

Reducing qualifications mismatches

Ensuring that BoTP find employment in line with their level of qualification, skills, competencies and work experience, and avoiding a mismatch, is reported as a policy priority by host countries.⁸⁶

Estonia has identified a significant proportion of BoTP working below their qualification level, prompting policy efforts to align qualifications and support effective integration. The Czech Republic's Labour Office provides individual counselling for BoTP, encompassing registration, support for recognising foreign qualifications, and employing various active employment policy instruments.

In Spain, within the framework of the International and Temporary Protection Reception System, participating entities and centres develop individualised programmes to support labour integration, where technical staff provide recipients with information, advice, intervention and follow-up.

The Netherlands focuses on sector-specific strategies to improve the match between skills and jobs for BoTP.

78 AT, BE, CZ, DE, EE, FI, FR, IE, IT, LT, LU, LV, NL, PL.

79 AT, BE, BG, CY, CZ, DE, EE, EL, FI, FR, HR, IE, IT, LT, LU, LV, NL, PL, PT, SI, SK and RS.

80 BE, PT and RS.

81 BE, DE, EE, EL, HR, IE, PT, and RS.

82 *Pôle emploi* became *France Travail* on 1 January 2024.

83 *France Travail*, Profile data form for displaced persons from Ukraine, <https://deplacesukrainiens.francetravail.fr/>, last accessed on 07 May 2024.

84 AT, BE, CZ, DE, EE, EL, FI, FR, LT, LU, LV, NL, PT.

85 BE, DE, EE, FI, FR, IE, LT, LU, LV, NL, PL, PT.

86 BE, CZ, DE, EE, EL, FR, IE, IT, NL.

Initiatives include policies on access to the labour market, childcare, and job mediation. The Ministry of Social Affairs and Employment (SZW) has mapped obstacles and actions in relation to sustainable jobs, through in-depth sessions with municipalities, employers, BoTP, and other relevant parties. Together with other departments, the SZW is looking at obstacles in specific sectors (e.g. childcare, healthcare, education) and actions to ease entry for BoTP.

Twelve host countries report targeted measures to facilitate the employment of BoTP in jobs that meet their competencies.⁸⁷ In Austria, for example, the AMS carries out competency checks, covering skills and career aspirations, and creating a placement profile. *France Travail* carries out an in-depth analysis of the needs of BoTP and the job offers available in their region through an interview, during which their skills are assessed and they are given appropriate guidance. The government network ‘companies get involved’ (*les entreprises s’engagent*) has also established a specific module to promote the professional integration of BoTP from Ukraine and to announce potential job offers and recruitment needs.

Eight host countries⁸⁸ do not have any targeted support measures in place to facilitate employment of BoTP in jobs that meet their competencies. However, the Slovak Republic and Sweden list specific measures to facilitate their labour market integration, including on-the-job training (Slovak Republic) and measures by private actors (Sweden).

Supporting the recognition of qualifications

To foster labour market integration aligned with skills, many host countries seek to tackle different challenges associated with the recognition of qualifications.⁸⁹

⁹⁰ Estonia supports the recognition of qualifications for certain groups of workers (e.g. nurses) and allows education workers to work in schools as teaching assistants and other staff. In Austria, the special regulations for the recognition of qualifications of beneficiaries of international protection are extended to BoTP. In France, the diploma assessment provided by the ENIC-NARIC France centre⁹¹ is offered free of charge to BoTP, asylum seekers, and beneficiaries of international protection, and their applications are fast-tracked.⁹² Similarly, in Ireland, NARIC published a ‘Rough guide to Ukrainian qualification in the context of the Irish National Qualifications Framework (NQF)’ with the Quality and Qualifications Ireland (QQI)-NARIC database listing a range of general professional, further education and higher education Ukrainian qualifications across a number of levels on the NQF.

Italy and the Slovak Republic exempt doctors, nurses, and social-health workers from Ukraine from the rules on recognising health professional qualifications. Similarly, Latvia and Poland have specific recognition procedures

for medical practitioners. In Latvia, this extends to psychologists, pharmacists, and pharmacist assistants. In Ireland, the Teaching Council developed a tailored registration process to support the registration of teachers qualified in Ukraine. A special sequencing applies, whereby qualifications are assessed following initial registration, with vetting and police clearance processes adjusted to take into account the unique situation in Ukraine (while still maintaining standards). In Portugal, the Order of Engineers has defined an exception to the recognition and admission of engineers from Ukraine residing in Portugal as BoTP.

Box 3. Employment support approaches in non-EU OECD countries

Canada

By December 2023, more than 210 000 people from Ukraine had arrived in Canada under the Canada-Ukraine authorisation for emergency travel (CUAET) programme. Efforts to enhance their employment prospects have been coordinated both centrally and at provincial level since the onset of the displacement crisis. On 13 April 2022, modifications to the Settlement Programme’s Terms and Conditions temporarily extended the programme (which typically caters to permanent residents) to people from Ukraine temporary residents until 31 March 2023 (later extended until 31 March 2025). Alongside assistance with housing search, language training, and information/orientation to life in Canada, the expanded services encompass services facilitating access to the labour market, such as mentoring, networking and employment counselling. Specialised services are offered to address the unique needs of women, older people, young people and lesbian, gay, bisexual, trans, queer, and two-spirited (LGBTQ2+) people.

Japan

Since March 2022, Japan has welcomed more than 2 400 people fleeing Ukraine. The Japanese government has assigned local PES offices to assist people from Ukraine in securing employment by collaborating with municipal governments and the Immigration Service Agency of Japan. Supports are tailored to the individual preferences of evacuees from Ukraine. Some local PES offices organise seminars and workshops to enhance these efforts and facilitate the exchange of good practices. Between March 2022 and August 2023, a total of 687 people from Ukraine found employment, with 193 of them benefiting from the services offered by local PES offices.

87 AT, BE, CZ, DE, EE, FI, FR, IE, IT, LT, LU, LV, NL, PL, PT, SI.

88 BG, CY, EL, HR, HU, PT, SE, SK and RS.

89 AT, BE, DE, EE, FR, IE, LV, NL, PL, PT, SK.

90 European Commission, Directorate-General for Internal Market, Industry, Entrepreneurship and SMEs, Assessment of Commission Recommendation (EU) 2022/554 of 5 April 2022 on the recognition of qualifications for people fleeing Russia’s invasion of Ukraine, https://single-market-economy.ec.europa.eu/publications/assessment-commission-recommendation-eu-2022554-5-april-2022-recognition-qualifications-people_en, last accessed on 07 May 2024.

91 The ENIC-NARIC France centre is part of the international ENIC-NARIC network (European Network of Information Centres - National Academic Recognition Information Centres), comprising a total of 57 centres spread across Europe (as defined by UNESCO).

92 At the request of the Directorate-General for Foreign Nationals in France, the OECD carried out a project in collaboration with the European Commission that assessed the situation in France and provided a number of recommendations aimed at improving the system of recognition and validation of qualifications and skills of BoTP. The project benefitted from funding from the European Union via the Technical Support Instrument. For further information, see OECD (forthcoming): *Improving the assessment, recognition and validation of qualifications and skills of BoTP from Ukraine in France*.

Other common approaches

Host countries reported a wide range of other (targeted or mainstream) measures and approaches to facilitate the employment of BoTP, including **incentives for BoTP and employers**.⁹³ In Finland, BoTP who are registered clients of the PES are eligible for pay subsidies, where the threshold to obtain work is lower than that of normal employment. The PES can grant a pay subsidy to an employer to partially cover payroll costs, and the employer can then offer satisfactory employees a permanent job.

Another popular approach is to **streamline bureaucratic** procedures. Ireland and Poland adopted a 'one-stop-shop' strategy, providing BoTP with access to mainstream employment services. In Ireland, this is characterised by tailored personal progression plans (PPP) and equal access to the PES. In Poland, in addition to comprehensive national level support for labour market integration, local government activities saw the creation of one-stop-shop aid points where they are needed.

Many host countries prioritise **improving information provision**, including via events and job fairs⁹⁴ or specialised projects (e.g. Slovak Republic). In Finland, webinars, information events and job fairs are organised to facilitate employment of BoTP. Estonia provides information sessions and online portals for employers, alongside a dedicated Labour Inspectorate webpage for work relations. The Czech Republic emphasises the need for continuous awareness-raising campaigns on legal employment and workers' rights, enhancing confidence in State institutions.

Efforts have also been directed towards **training and upskilling opportunities**. Italy's PUOI Project is in place since 2016 and focuses on socio-vocational integration with various pathways. In the last project, 16% of the 2 000 project pathways were BoTP. The pathways to social and labour insertion have several stages, including reception, intake, orientation, guidance for the identification of employment opportunities, internship (six months) and conclusion. Luxembourg offers a range of employment measures, such as employment support contracts and apprenticeships.

Measures frequently target **specific sectors**. Estonia has specialised education programmes for nurses and teachers, while the Netherlands has initiatives for BoTP to work in regulated professions such as childcare, psychology and teaching. In Poland, measures include financing

language training, recognition proceedings, and Polish language training for medical professions. The Slovak Republic has introduced simplified processes for paediatricians from Ukraine. In Belgium (Wallonia), BoTP with a C/CE driving licence in their home country can participate in a short training programme to facilitate their transition to work as lorry drivers in Belgium. They receive short training courses in French and hard/soft skills, after which they receive a vocational training certificate.

Some support measures focus on **women** specifically.⁹⁵ In Austria, the ÖIF's KOMPASS – Career Paths for Immigrant Women programme supports migrant women for six months in launching a career, building a professional network, and leveraging their qualifications, with a special focus on women from Ukraine. In Poland, measures focus on facilitating skills acquisition for women BoTP in regulated professions, including the costs of Polish language training for nurses and midwives from Ukraine (see Box 4). In France, between 5 April 2022 and 31 August 2023, children younger than school age (under three years old) were admitted free of charge to a nursery near their home. Greece reported on the ongoing 'Momentum' project⁹⁶, in which organisations from five EU Member States are participating,⁹⁷ and which aims to reduce barriers faced by migrant and refugee women (including BoTP) undergoing socioeconomic integration.⁹⁸

In eight host countries,⁹⁹ non-governmental organisations (NGOs), civil society organisations (CSOs) and international organisations are implementing targeted measures (see Box 4). There is often an emphasis on **partnerships between private, non-profit/civil society and public organisations**. For example, in Sweden, private actors and organisations work to match BoTP with employers. The Ukrainian Professional Support Centre, launched in 2022 by the Skill Shift Initiative (*Beredskapslyftet*) and a number of recruitment firms, focuses on skills matching between newly arrived people from Ukraine and hiring needs for Swedish companies.¹⁰⁰ A number of CARE projects¹⁰¹ are also involved, financed through the European Social Fund Plus (ESF+). Fast Care encompassed 143 labour market integration and social inclusion projects between April 2022 and October 2023. Projects involved skills matching, skills mapping, skills evaluation, supplementary vocational skills training, training in Swedish and English, civic information, and counselling.¹⁰² Germany's Job-Turbo initiative involves industry-specific matching actions with private sector involvement (see Box 4).¹⁰³ Hungary makes financial assistance available to employers providing accommodation for BoTP.

93 BE, DE, EE, FI, FR, IE, LT, LV, NL, PL, PT, SK.

94 AT, BE, EE, FI, FR, IE, LV.

95 AT, EL, FR, PL.

96 24-month Asylum and Migration Integration Fund (AMIF)-funded project co-financed by the Directorate-General for Migration and Home Affairs (DG HOME), with five participating Member States (ES, EL, HU, IT, PT), <https://www.momentumproject.eu/>, last accessed on 06 May 2024.

97 EL, ES, HU, IT, PT.

98 Momentum project, <https://www.momentumproject.eu/>, last accessed on 06 May 2024.

99 AT, BE, DE, EE, FR, HU, NL, PL, SE, SK.

100 Ukrainian Professional Support Centre, <https://professionalcenter.se/>, last accessed on 08 April 2024.

101 European Commission, CARE: Cohesion's action for refugees in Europe, Factsheet, 8 March 2022, https://ec.europa.eu/regional_policy/information-sources/publications/factsheets/2022/care-cohesion-s-action-for-refugees-in-europe_en, last accessed on 08 April 2024.

102 Council of the European Social Fund in Sweden, <https://www.esf.se/pressmeddelanden/stort-intresse-for-projekt-till-stod-for-ukrainska-flyktingar-i-sverige?query=ukraina>, last accessed on 06 May 2024.

103 Federal Ministry of Labour and Social Affairs, Job-Turbo, n.d., <https://www.bmas.de/DE/Arbeit/Migration-und-Arbeit/Flucht-und-Ayls/Turbo-zur-Arbeitsmarktintegration-von-Gefuechteten/turbo-zur-arbeitsmarktintegration-von-gefuechteten.html>, last accessed on 06 May 2024.

Box 4. Examples of measures and/or practices facilitating labour market integration of beneficiaries of temporary protection

The Netherlands: Empatia project

The Empatia project is a collaboration between the Dutch Council for Refugees, OPORA Foundation, and PsyGlobal. It aims to integrate psychologists from Ukraine into the Netherlands by facilitating their professional practice and providing essential support to fellow beneficiaries in need due to the war. Empatia guides them through diploma evaluation, matches them with suitable workplaces, and connects them with beneficiaries requiring care. The project is responsible for their training, development, and placement in mental healthcare. Additionally, Empatia offers education in preventive care for professionals, enabling deployment in municipalities, GGD locations and social organisations.

Poland: Support for women from Ukraine

Many highly qualified women from Ukraine, including economists, accountants, doctors and teachers, face challenges in adapting their regulated professions to Polish requirements. The Ministry of Family, Labour and Social Policy supports the acquisition of the necessary skills and qualifications through initiatives such as financing group training in Polish and covering the costs of recognising foreign university degrees and confirming completion of studies. The Ministry's Labour Fund co-finances Polish language training for people from Ukraine practising medical professions, particularly nurses and midwives, with support extended to district chambers of nurses and midwives on request.

Germany: Job-Turbo

The Federal Ministry of Labour and Social Affairs and the Federal Employment Agency launched Job-Turbo in October 2023 to aid the employment of BoTP (as well as other refugees):

1. BoTP and other refugees under job centre care receive regular invitations for post-integration course support and increased contact. Upon reaching German proficiency level B1 or A2, they are typically placed in employment to gain initial work experience. Integration paths, including skill development and language learning alongside work, are tailored to individual needs. Qualification records are updated, and measures for recognition and enhancement are established if necessary.
2. Job centres and employment agencies facilitate connections between integration course graduates, employers and industry partners, expanding industry-specific matching efforts. The Federal Employment Agency's employer services informs employers about skills development and job-related language

courses that complement work. Employers and refugees are informed about opportunities to obtain a labour migrant permit under the German Skilled Immigration Act.

3. Companies are called on to employ BoTP and other refugees in greater numbers, even where they do not have a good knowledge of German (below B2 level), and to upskill them in tandem with work (where appropriate, making use of the support measures provided for in Social Code Books II and III). The federal government seeks to engage large companies, the temporary agency work sector and industry associations to make voluntary commitments in this respect.

Promoting self-sufficiency

One of the fundamental objectives of labour market integration is to foster the economic independence of BoTP. A UNHCR survey confirmed that when the numbers of BoTP receiving income from employment increases, the proportion relying on social allowances decreases. However, the report emphasised that the majority of BoTP are not able to cover their basic needs with their income.¹⁰⁴

Social benefits and financial allowances are provided to BoTP in accordance with Article 13 para. 2 of the TPD,¹⁰⁵ but the provision of financial allowances varies across host countries. In some cases, BoTP fall within the basic social welfare package, while others provide allowances under similar conditions as those for asylum seekers,¹⁰⁶ or provide dedicated allowances.¹⁰⁷ Host countries generally implement some measures to support BoTP to transition to economic self-sufficiency.

Six host countries report that advancing the self-sufficiency of BoTP is part of their wider policy strategy.¹⁰⁸ Austria emphasises that integration into the labour market constitutes a crucial step in the integration process and towards an independent life in the country. Similarly, the Czech Republic and Germany highlight the goal of sustainable integration into the labour market, reflecting the qualifications of BoTP. The Czech Republic specifically aims to maximise the qualification potential of BoTP, while, in Estonia, self-sufficiency is paired with qualification and skill levels to enable employment according to qualifications.

Specific measures promoting self-sufficiency can be categorised into 'bridging measures' and targeted measures tailored for BoTP who are employed but unable to meet their basic needs.

Bridging measures

Bridging measures refer to mainstream and targeted measures facilitating the transition from social welfare and means of subsistence into the national labour market and financial independence (e.g. provision

104 UNHCR, *Lives on Hold: Intentions and Perspectives of Refugees from Ukraine # 3*, February 2023, pp. 5-6, <https://data.unhcr.org/en/documents/details/99072>, last accessed on 07 May 2024.

105 Article 13 para. 2 TPD requires EU Member States to provide BoTP with access to necessary social welfare and means of subsistence if they do not have sufficient resources.

106 AT, DE (until 31 May 2022), ES, FI (for as long as they remain accommodated within the reception sector; upon registering in a municipality of residence, more supports become available as responsibility for arranging own accommodation increases), FR, LU (same amount as applicants for international protection), PT, SE.

107 BG, CZ, IT, NL, PL (single cash benefit of PLN 300 (€ 62), SI, SK (from June-September 2022, the payment of the benefit in material need was temporarily (three months) transferred from the Ministry of Labour, Social Affairs and Family (Offices of Labour Social Affairs and Family) to international organisations (UNHCR, United Nations Children's Fund (UNICEF) and International Federation of Red Cross and Red Crescent Societies (IFRC)) and paid to BoTP registered with the Offices of Labour.

108 AT, CZ, DE, EE, PT, SE.

of accommodation or subsistence for a certain time after the person enters the labour market).

In many host countries, **mainstream measures** are used to promote economic independence of BoTP.¹⁰⁹ In Portugal, if BoTP receiving Minimum Income Revenue¹¹⁰ begin employment, their cash benefit will be recalculated considering 50% of their wage. The benefit will only be suspended if the wage exceeds the Minimum Income Revenue, with the possibility of reactivation. Austria and France report providing access to basic care and subsistence (as provided to asylum seekers), including accommodation needs.

In Austria, benefits are gradually reduced once the supplementary income threshold is exceeded. While this new rule has been developed specifically for BoTP, it remains difficult for them to take up work due to a potential loss of accommodation¹¹¹ or claims for repayment of allowances (where thresholds are exceeded). A **targeted measure** in the Czech Republic sees BoTP eligible for Humanitarian Benefit in the first five months of their stay.¹¹² Estonia reports a one-time rent subsidy for BoTP to cover expenses related to initiating a lease, up to a maximum of € 1 200 per person. In Latvia, when starting employment or if self-employed, a one-time employment commencement benefit is paid to BoTP, in the amount of one month's minimum wage.¹¹³

Some host countries¹¹⁴ report no bridging measures.

Targeted measures to support beneficiaries of temporary protection unable to cover their basic needs with their income

Most host countries report no such measures specifically tailored for BoTP.¹¹⁵ Italy reports that employed BoTP may benefit from the universal single allowance, which aims to provide economic support to families with dependent children from the 7th month of pregnancy

until the age of 21 (under certain conditions) and without age limits for disabled children.

Participation in measures

In most host countries, participation in labour market integration measures is voluntary.¹¹⁶ However, in several cases it is compulsory:¹¹⁷ in Germany, if participation in a measure is agreed but not enacted by a person entitled to benefits who is capable of work, benefits can be reduced by up to 30% of the standard requirement.

In Austria and Belgium there are regional differences. In the region of Upper Austria, BoTP are obliged to register with the AMS and participate in job-seeking efforts, and non-participation may lead to discontinuation of basic care benefits.¹¹⁸ In Belgium (Flanders), BoTP are obliged to register with the regional PES (VDAB). While there are no concrete legal consequences for failing to do so, support from the Public Centre for Social Welfare (PCSW)¹¹⁹ (e.g. integration income) may be refused or withdrawn if the beneficiary does not meet the conditions prescribed in the law on the PCSW and fails to register.

When participating in labour market integration measures, BoTP are usually registered in the same system/platform as nationals and other legally residing third-country nationals.¹²⁰ In Portugal and the Slovak Republic, they are registered separately in a scheme not accessible to citizens through the PES.

People from Ukraine who entered Poland after 24 February 2022 receive an identification number with the annotation 'UKR PESEL', similar to the Polish identification number (PESEL). This annotation allows monitoring of, for example, the numbers of employers using the simplified employment procedure,¹²¹ or whether BoTP have benefited from the support of labour offices, or are registered within the insurance system.

109 BE (the 'living allowance' is federal, providing BoTP with a means of subsistence, but they may lose this allowance in Flanders if they do not abide by regional regulations) CZ, DE (as of 1 June 2022), EE, EL, FR, IE, LV, PT.

110 *Rendimento Social de Inserção* (RSI): a measure to protect people in extreme poverty – the support includes an integration programme and a cash payment.

111 In some provinces, there is an agreement that BoTP who have taken up work can stay in organised accommodation for several weeks, while others require them to find private accommodation immediately after taking up work.

112 Humanitarian Benefit is provided at living level (CZK 4 860 for an adult, CZK 3 490 for a child) for the first 150 days (five months) of stay. It is then reduced to subsistence level for an adult (CSK 3 130) where the person is not trying to secure financial resources of their own accord and at the same time has no objective obstacles to work (i.e. they are not vulnerable). The amount is calculated based on income, living expenses and bank account balance. BoTP can also make use of one of the regular material need benefits - extraordinary immediate assistance. This benefit is granted to persons who find themselves in situations that need to be addressed immediately.

113 From 1 January 2021: € 500; from 1 January 2023: € 620; from 1 January 2024: € 700.

114 BE, BG, CY, EE, HU, HR, LU, NL, PL.

115 BE, BG, CY, DE, EE, EL, HR, HU, IE, IT, LU, LV, NL, PL, SK, SE and RS.

116 AT (except Upper Austria), BE (Wallonia, Brussels-Capital, German-speaking Community), BG, CY, CZ, HR, EE, EL, FI, FR, IE, IT, LT, LV, NL, PL, PT, SE, SK and RS. In IE, employment services are available on a voluntary basis to BoTP from their arrival. BoTP in receipt of Jobseekers Allowance were initially excluded from the standard activation process for long-term unemployed people. However, since June 2023 all BoTP in receipt of Jobseekers Allowance are treated the same as all other jobseekers and integrated into the standard activation process. Engagement with employment services for those in receipt of Jobseeker's Allowance is mandatory.

117 AT (Upper Austria), BE (Flanders), DE, ES, HU, LU.

118 In AT, the 'obligation to make an effort/deploy one's own forces' is laid down in the Basic Care Acts of six provinces (Carinthia, Upper Austria, Salzburg, Lower Austria, Styria, Vorarlberg), but is currently only implemented by Upper Austria.

119 PCSWs are present in every municipality or city in BE, offering different social services. They play an important role in assisting refugees and individuals to benefit from subsidiary protection's integration process.

120 AT, BE, BG, CY, CZ, DE, EE, EL, FI, FR, HR, HU, IE, IT, LT, LU, LV, NL, PL, SE, SI and RS.

121 Entrusting work to a foreigner on the basis of a declaration of entrusting work is a simplified procedure, also called the 'declaration procedure'. It allows a citizen of one of five countries (Republic of Armenia, Republic of Belarus, Republic of Georgia, Republic of Moldova, Ukraine) to work in PL for 24 months without a work permit (except where indicated in the regulation), <https://psz.praca.gov.pl/dla-bezrobotnych-i-poszukujacych-pracy/dla-cudzoziemcow/oswiadczenia-o-powierzeniu>, last accessed on 06 April 2024.



For more information

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

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

EMN Twitter account: <https://twitter.com/emnmigration>

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

EMN National Contact Points

Austria www.emn.at/en/

Belgium www.emnbelgium.be/

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Croatia emn.gov.hr/

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

Czechia 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 emn.immigration.gov.gr/en/

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

Slovak Republic www.emn.sk/en

Slovenia www.gov.si/

Sweden www.emnsweden.se/

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

Georgia migration.commission.ge/

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