

Temporary Protection Croatia

2024 Update

This annex on temporary protection complements and should be read together with the [AIDA Country Report on Croatia](#).

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Temporary Protection Procedure

A. General

Main legislative acts relevant to procedure for and content of temporary protection

Title (EN)	Original Title (HR)	Web Link
Act on International and Temporary Protection Official Gazette 70/2015 Amended: Official Gazette 127/2017 Amended: Official Gazette 33/2023 Amended: Official Gazette 17/2025	Zakon o međunarodnoj i privremenoj zaštiti NN 70/2015, 127/2017, 33/2023, 17/2025	http://bit.ly/1hlaq3Q (HR) http://bit.ly/2ln4y6c (EN) https://bit.ly/2pPntru (HR) https://bit.ly/43iu0Mc (HR) https://narodne-novine.nn.hr/clanci/sluzbeni/2025_02_17_161.html (HR)
Act on General Administrative Procedure Official Gazette 47/2009 Amended: Official Gazette 110/2021 (in force since 1 January 2022)	Zakon o općem upravnom postupku NN 47/2009, 110/2021	http://bit.ly/1J7BRAh (HR) https://bit.ly/36ZLaFZ (HR)
Act on Administrative Disputes Official Gazette 20/2010 <i>Amended:</i> Official Gazette 143/2012 <i>Amended:</i> Official Gazette 152/2014 Decision of the Constitutional Court of the Republic of Croatia U-I-2753/2012 and others, 27 September 2016, Official Gazette 94/2016 <i>Amended:</i> Official Gazette 29/2017 <i>Amended:</i> Official Gazette 110/2021 Act on Administrative Disputes Official Gazette 36/2024	Zakon o upravnim sporovima NN 20/2010, 143/2012, 152/2014, 94/2016, 29/2017, 110/2021 Zakon o upravnim sporovima NN 36/2024	http://bit.ly/1Gm4uTj (HR) http://bit.ly/1Bs4ZiO (HR) https://bit.ly/2uyfHXR (HR) https://bit.ly/2pWu82v (HR) https://bit.ly/3LXKHn4 (HR) https://narodne-novine.nn.hr/clanci/sluzbeni/2024_03_36_564.html (HR)
Act on Foreigners, Official Gazette 133/2020 <i>Amended:</i> Official Gazette 114/2022 <i>Amended:</i> Official Gazette 151/2022 Amended: Official Gazette 40/2025	Zakon o strancima NN 133/2020, 114/2022, 151/2022, 20/2025	https://bit.ly/2OLg8ZC (HR) https://bit.ly/3lLqMXi (EN) http://bit.ly/3lGAZ0z (HR) http://bit.ly/3LOEeOf (HR) https://narodne-novine.nn.hr/clanci/sluzbeni/2025_03_40_545.html (HR)
Act on Free Legal Aid Official Gazette 143/2013 <i>Amended:</i> Official Gazette 98/2019	Zakon o besplatnoj pravnoj pomoći NN 143/2013, 98/2019	http://bit.ly/1lojGRf (HR) https://bit.ly/3bDiHD5 (HR)

Act on the Recognition and Evaluation of Foreign Educational Qualifications, Official Gazette 69/2022	Zakon o priznavanju i vrednovanju inozemnih obrazovnih kvalifikacija NN 69/2022	https://bit.ly/3XX1vDA (HR)
Social Welfare Act Official Gazette 18/22 <i>Amended:</i> Official Gazette 46/22, Official Gazette 119/22, Official Gazette 71/23, Official Gazette 156/23, Official Gazette 61/2025	Zakon o socijalnoj skrbi NN 18/22, 46/22, 119/22, 71/23, 156/23, 61/2025	https://bit.ly/45PLvFC (HR) https://www.zakon.hr/c/zakon/540666/nn-61-2025-%2831.3.2025.%29%2C-zakon-o-izmjenama-i-dopunama-zakona-o-socijalnoj-skrbi (HR)
Act on Regulated Professions and Recognition of Foreign Qualifications Official Gazette 82/2015 <i>Amended:</i> Official Gazette 70/2019 <i>Amended:</i> Official Gazette 47/2020 <i>Amended:</i> Official Gazette 123/2023	Zakon o reguliranim profesijama i priznavanju inozemnih stručnih kvalifikacija NN 82/15, 70/19, 47/20, 123/23	https://bit.ly/4cNT0PK (HR) https://bit.ly/4ctfHIX (HR) https://bit.ly/3xxBGj2 (HR) https://bit.ly/4btUWMc (HR)
Act on Education in Primary and Secondary Schools Official Gazette 87/08 <i>Amended:</i> Official Gazette 86/2009, 92/2010, 105/2010, 90/2011, 5/2012, 16/2012, 86/2012, 126/2012, 94/2013, 152/2014, 07/2017, 68/2018, 98/2019, 64/2020, 151/2022, 155/2023, 156/2023	Zakon o odgoju i obrazovanju u osnovnoj i srednjoj školi NN 87/08, 86/09, 92/10, 105/10, 90/11, 5/12, 16/12, 86/12, 126/12, 94/13, 152/14, 07/17, 68/18, 98/19, 64/20, 151/22, 155/23, 156/23	https://bit.ly/468oxd7 (HR)
Ordinance on the procedure for determining the psychophysical condition of a child, a student and the composition of professional commissions Official Gazette 67/14 <i>Amended:</i> Official Gazette 63/20	Pravilnik o postupku utvrđivanja psihofizičkog stanja djeteta, učenika te sastavu stručnih povjerenstava 67/14, 63/20	https://bit.ly/4csclAK (HR) https://bit.ly/3RSTEmO (HR)
Decision on co-financing the program for providing additional support to primary and secondary school students displaced from Ukraine in the 2023/2024 school year Official Gazette 145/22 Decision on co-financing the program for providing additional support to primary and secondary school students displaced from Ukraine in the 2024/2025 school year 2024/2025 Official Gazette 92/2024	Odluka o sufinanciranju programa za pružanje dodatne potpore učenicima osnovnih i srednjih škola raseljenima iz Ukrajine u školskoj godini 2023./2024. Odluka o sufinanciranju programa za pružanje dodatne potpore učenicima osnovnih i srednjih škola raseljenima iz Ukrajine u školskoj godini 2024./2025.	https://bit.ly/3LvUqmp (HR) https://narodne-novine.nn.hr/clanci/sluzbeni/full/2024_08_92_1695.html (HR)
Decision on the financing of textbooks for secondary schools and other educational materials for	Odluka o financiranju udžbenika za srednje škole i drugih obrazovnih materijala za osnovne i srednje škole	https://bit.ly/3Wc2cld (HR) https://mzom.gov.hr/vijesti/o-dluka-o-financiranju-udzbenika-za-srednje-

primary and secondary schools for students displaced from Ukraine for the school year 2023/2024 Decision on the financing of textbooks for secondary schools and other educational materials for primary and secondary schools for students displaced from Ukraine for the school year 2024/2025	učenicima raseljenima iz Ukrajine za šk. god. 2023./2024. Odluka o financiranju udžbenika za srednje škole i drugih obrazovnih materijala za osnovne i srednje škole učenicima raseljenimaraseljenima iz Ukrajine za šk. god. 2024./2025.	skole-i-drugih-obrazovnih-materijala-za-osnovne-i-srednje-skole-ucenicima-raseljenima-iz-ukrajine-za-skolsku-godinu-2024-2025/6363 (HR)
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Following the Council's 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, on 7 March 2022, the Croatian Government adopted the Decision on the Introduction of Temporary Protection in the Republic of Croatia for Displaced Persons from Ukraine (hereinafter: Government's Decision).¹

Pursuant to the Decision, Croatia shall grant temporary protection to the citizens of Ukraine and members of their families:

- a) residing in Ukraine on 24 February 2022 and who left Ukraine from 24 February 2022 onwards;
- b) stateless persons and third country nationals who were under international or equivalent national protection in Ukraine on 24 February 2022 and members of their families who were granted residence in Ukraine on 24 February 2022 and who left Ukraine from 24 February 2022 onwards;
- c) third country nationals who had a valid permanent stay in Ukraine on 24 February 2022 in accordance with Ukrainian regulations and who cannot return to their country or region of origin in safe and permanent conditions and who left Ukraine from 24 February 2022 onwards.

Regarding those who fled Ukraine before 24 February 2022, temporary protection shall also be granted to the displaced citizens of Ukraine and members of their families who left Ukraine immediately before 24 February 2022 due to the security situation and cannot return to the country because of the armed conflict. According to the official statement of the Ministry of Interior,² 'immediately before' is to be understood as starting from 1 January 2022.

There is no data available on cases of people directly or indirectly displaced due to the conflict not falling under temporary protection. According to the official statistics of the Ministry of Interior on the number of applicants for international protection in 2024 by nationality, nationals from the Russian Federation constituted the third largest group of applicants for international protection in the Republic of Croatia, with 4,057 registered applicants. It might be assumed that this number is high due to the outbreak of the conflict on the territory of Ukraine and its prolongation to the present day, as the number of applications submitted by Russian citizens in 2021 before the conflict was only 8. However, there is no data available on the reasons why Russian nationals seek international protection. According to the same data received from the Ministry of Interior, in 2024 there were a total of 24 applicants for international protection who were Ukrainian nationals. Data on reasons for seeking international protection are not available.

There is no publicly available official data on persons entitled to temporary protection in the country. However, the Ministry of Interior provided data to the Croatian Law Centre for the purposes of writing this report. According to the aforementioned data, 3,716 applications for temporary protection were submitted from 1 January to 31 December 2024, while a total of 3,394 applications were approved during the same period. The Ministry of Interior reported that it does not keep a record of cancelled temporary protection status, exclusion from temporary protection, nor the cases of transfer of persons to other EU members where they have been already registered as persons under temporary protection. The Ministry stated that

¹ Croatian Government, Decision on the Introduction of Temporary Protection in the Republic of Croatia for Displaced Persons from Ukraine, available in Croatian at: <https://bit.ly/37yIO2c>.

² Information provided by the Ministry of Interior on 8 March 2023.

the return of persons to Ukraine does not constitute a basis for cancellation of temporary protection status in Croatia.

The regular daily update of data on the number of persons displaced from Ukraine who enter the Republic of Croatia, which was established by the Ministry of Interior and available on the website Croatia for Ukraine³, is no longer available.

According to Eurostat data⁴ 26,410 persons displaced from Ukraine have been registered for temporary protection in the Republic of Croatia until the end of March 2025.

B. Qualification for temporary protection

Pursuant to the Government's Decision, Croatia shall grant temporary protection to the citizens of Ukraine and members of their families:

- a) residing in Ukraine on 24 February 2022 and who left Ukraine from 24 February 2022 onwards;
- b) stateless persons and third country nationals who were under international or equivalent national protection in Ukraine on 24 February 2022 and members of their families who were granted residence in Ukraine on 24 February 2022 and who left Ukraine from 24 February 2022 onwards;
- c) third country nationals who had a valid permanent stay in Ukraine on 24 February 2022 in accordance with Ukrainian regulations and who cannot return to their country or region of origin in safe and permanent conditions and who left Ukraine from 24 February 2022 onwards.

Furthermore, temporary protection shall also be granted to the displaced citizens of Ukraine and members of their families who left Ukraine immediately before 24 February 2022 due to the security situation and who are not able to return to Ukraine due to the armed conflict.

'Immediately before' is to be understood as starting from 1 January 2022, according to the official statement of the Ministry of Interior.⁵ Persons who left Ukraine before that date are referred to regularise their status in accordance with the possibilities provided in the Aliens Act⁶ or the Act on International and Temporary Protection.⁷ Among these possibilities, as suggested also by the Ministry of Interior,⁸ one can benefit from a short-term residence permit regulated in Article 55 of the Aliens Act (up to 90 days within the period of 180 days), during which a person can find work and then apply for a stay and work permit (temporary residence for the purposes of work) regulated in Article 88 of the Aliens Act once they find an employment. If a person cannot find a job or does not meet the conditions for a temporary residence permit for any of the purposes prescribed by the Aliens Act (e.g., digital nomad, studying, other purposes, etc.), they can apply for a temporary residence for humanitarian reasons.

Furthermore, persons displaced from Ukraine can regularise their stay based on the Act on International and Temporary Protection, by expressing their intention to submit an application for international protection. As can be inferred from the above, for some categories of persons displaced from Ukraine the temporal scope of temporary protection was broadened, as was the case for Ukrainian citizens and their family members. Further categories of persons entitled to temporary protection are stateless persons and third country nationals who benefited from international protection or equivalent national protection in Ukraine before 24 February 2022 and members of their family, a category which falls under the scope prescribed by the Temporary Protection Directive ("TPD").

³ Ministry of Interior: <https://bit.ly/3MOFgZm>.

⁴ Eurostat, Non-EU citizens who fled Ukraine and were under temporary protection at the end of March 2025, , available at: https://ec.europa.eu/eurostat/statistics-explained/images/1/10/TP_map_1_2025M03.jpg.

⁵ Information provided by the Ministry of Interior on 10 November 2022.

⁶ Government of the Republic of Croatia: Aliens Act (Official Gazzette no. 133/20., 114/22., 151/22).

⁷ Government of the Republic of Croatia: Act on International and Temporary Protection (Official Gazette no. 70/15, 127/17, 33/23, 17/25).

⁸ Official statement received from the Ministry of Interior on 16 March 2023.

The Croatian government decided to broaden the scope of the temporary protection by accepting the option provided for in Article 2 Paragraph 2 of the TPD, *i.e.*, by including third country nationals who had valid legal permanent residence in Ukraine on 24 February 2022 and cannot return to their country or region of origin in safe and permanent conditions to the category of persons entitled to temporary protection in Croatia. However, family members of these persons are not falling under the scope of temporary protection.

The Government's Decision accepted the definition of a family member from the Council's decision. However, the only category the government omitted from the definition are minor children of a spouse of a person who is entitled to temporary protection according to the above conditions.

According to the Government's Decision, the following persons shall be considered to be part of a family of Ukrainian citizen, stateless person or third country national (with international or equivalent national protection status in Ukraine) who shall be granted temporary protection according to the Government's Decision:

- ❖ the spouse or the common-law partner;
- ❖ their minor children, regardless of whether they were born in a married or common law partnership or adopted;
- ❖ other close relatives who lived in a joint household at the time when the circumstances related to the displacement of persons from Ukraine arose, and who at that time were completely or mostly dependent on these persons.

Persons considered to be family members will be granted temporary protection and be provided with access to all rights arising from the temporary protection status in accordance with the provisions of the Act on International and Temporary Protection.

The only condition set out for mentioned family members to be entitled to temporary protection is that they resided in Ukraine on 24 February or 'immediately before' and left Ukraine from 1 January 2022 onwards due to the aggression. No other conditions, such as Ukrainian nationality or permanent residence, are required.

Stateless persons and third country nationals who benefited from international protection or equivalent national protection in Ukraine before 24 February 2022 and members of their family who left Ukraine from 24 February 2022 onwards are under the scope of the temporary protection, alongside family members of Ukrainian citizens, while family members of persons granted with permanent residence in Ukraine are not falling under the scope of the temporary protection in Croatia.

If a person who is theoretically entitled to temporary protection, left Ukraine after 1 January or 24 February 2022 because of the war of aggression, but had already obtained regularised status on another basis in Croatia, they will not be eligible for temporary protection. For example, a Ukrainian citizen who held a work and residency permit in Croatia in 2021, went for holidays in Ukraine in the beginning of February 2022 and needed to leave the country due to the outbreak of the aggression, would not be allowed to submit an application for temporary protection.⁹

C. Access to temporary protection and registration

1. Admission to territory

Persons who declare to the border police at the border crossing points into the Republic of Croatia that they are displaced persons from Ukraine may enter Croatia regardless of whether they have a travel document for crossing the State border.¹⁰

⁹ The case was received within the activity of legal counselling in Croatian Law Centre, while the same was confirmed by the official statement of the Ministry of Interior received on 16 March 2023.

¹⁰ The Government of the Republic of Croatia, web page *Croatia for Ukraine*: <https://bit.ly/43tnJ09>.

During 2024, there were no reports of people fleeing Ukraine being refused entry at the Croatian border, including third country nationals.

Similarly, no evidence of refusal of entry or other difficulties for people who have returned to Ukraine and are seeking to re-enter the country has emerged. However, during the activity of legal counselling in the collective accommodation centres throughout the country, Croatian Law Centre lawyers collected testimonies of persons under temporary protection who experienced warnings of border police or police administration not to leave Croatia for more than a certain period of time. Said protocols differed depending on the specific border crossing point or the jurisdiction of the police administration. On one occasion, persons who went back to Ukraine for a short term were advised not to leave Croatia for more than 30 days due to the risk of losing the status of a person under temporary protection, while on another occasion a person was advised not to leave the country for more than 25 days. In another case, a temporary protection beneficiary experienced inconvenience when re-entering Croatia, in the form of an exhaustive questioning by the border police about the reasons for absence from the country and how long did the absence last. The said person was away for a week to visit relatives in Poland and eventually was allowed to re-enter the country. Uneven practices and interpretations of the provisions of the law and other regulations by the Ministry of Interior and police officers have been observed as a problem in the exercise of the right to temporary protection. In its letter from 2023¹¹, the Ministry of Interior stated that it does not keep records of revoked temporary protection and that the status of a person under temporary protection is not revoked for persons returning to Ukraine.

Croatia followed the guidelines of the European Commission Communication "Providing operational guidelines for external border management to facilitate border crossings at the EU-Ukraine borders" regarding the entry of persons displaced from Ukraine, as well as regarding the entry of their personal belongings, valuables and pets.

Displaced persons from Ukraine are allowed to bring in personal belongings and are exempt from customs duties (and Value Added Tax) and with simplified customs formalities. In the case of the import of cash or gold, customs officials will act respecting the special circumstances, and when importing cash or gold with a value of EUR 10,000 or more, persons are obliged to report the above by submitting a partial declaration of resources or by means of a personal statement (with information about the holder of the cash, contact and the amount of cash). However, the possibility of applying the standard procedure and filling in all the necessary forms is provided if the need is determined based on the risk analysis carried out by the competent authorities.¹²

The Ministry of Agriculture adopted a decision¹³ which enables the non-commercial movement of pets accompanied by their owners to the territory of the Republic of Croatia. Dog owners are instructed to fill out the pet import application form and submit the information to the competent authority, followed by a visit of a veterinary inspector who will determine the necessary measures that should be carried out in relation to the identification of the dog with a microchip, vaccination against rabies and mandatory records.¹⁴

2. Freedom of movement

In 2024 there were no reports of restriction of movement within the country for persons displaced from Ukraine, no matter whether they held the biometric travel document or any other travel document. However, there is a legal obligation for persons who plan to stay within the territory of Croatia – as opposed to those just transiting through the country – to regularise their stay by submitting an application for short term residence. The same applies to those who do not want to apply for temporary protection immediately as they enter Croatia.

¹¹ Information provided by the Ministry of Interior on 8 March 2023.

¹² The Government of the Republic of Croatia, web page *Croatia for Ukraine*: <https://bit.ly/43tnJ09>.

¹³ Ministry of Agriculture, Order on measures for acceptance of non-commercial relocation of pets accompanied by their owners displaced from Ukraine, available in Croatian at: <https://bit.ly/43wSKjK>.

¹⁴ The Government of the Republic of Croatia, web page *Croatia for Ukraine*: <https://bit.ly/43tnJ09>.

3. Registration under temporary protection

The Ministry of Interior is the authority responsible for registering applications for temporary protection. Persons displaced from Ukraine may submit their application for temporary protection at the competent police station or police administration according to their place of residence or submit an online application for temporary protection through the *Croatia4Ukraine* e-platform.¹⁵ People accommodated in collective accommodation centres do not need to go to the police station or in front of the police administration; instead they can submit their temporary protection application in these facilities to Ministry of Interior's officers, or officers of police administration/stations¹⁶ who are visiting collective accommodation centres in case of an increased number of persons arriving to the centres (which was especially the case in spring 2022).

If a person expresses their intention to apply for temporary protection in Croatia at the border and they do not have organised accommodation in Croatia, they are instructed to go to the reception centres for displaced persons located in two locations: Sports hall South 2 in **Osijek** and City Sports Hall in **Gospić**. At the beginning, three reception centres were opened for displaced persons but the centre in **Varaždin** shut down since then. The stay in reception centres is short-term, usually up to 48 hours. After that time, people are offered permanent accommodation in collective centres. In the reception centres, there are employees of the Civil Protection, the Ministry of Interior and the Croatian Red Cross. The Croatian Red Cross uses a form to register the persons who have arrived in order to secure psychosocial support, humanitarian aid and due to the needs of the Tracing and Restoring Family Links Service. If a displaced person has secured accommodation in Croatia with friends, relatives or similar, they are referred to the police station responsible for the place of their residence in order to apply for temporary protection.

According to an official statement from the Ministry of Interior,¹⁷ each case is approached individually and checked to ensure the person meets the criteria determined by the Government's Decision and the Implementing Decision of the Council (EU) 2022/382 of 4 March 2022. This includes checking the data contained in the application, statements of the applicant, attached documents, and the information collected from the Ministry of Interior's records and other available data.

Those who have submitted their application through the e-platform are informed by e-mail of the date when they should come to the competent police administration or station according to their place of residence and which documents they need to bring in order to be able to proceed with the issuance of the identity card.

Furthermore, the Ministry stated in the aforementioned official statement that the identity card of an alien under temporary protection is issued no later than the day after the application is submitted, unless it is necessary to submit additional documentation or to carry out certain additional checks (e.g. through the records of the Ministry of Interior, the records of the Schengen Information System (SIS) for the purpose of banning entry, etc.).

Altogether 22,279 identity cards were issued by the Ministry of Interior to 18,764 persons, while on 31 December 2022, 18,548 identity cards were valid.¹⁸

The Ministry of Interior did not disclose data on the number of issued identity cards in 2023. However, altogether 4,918 applications for temporary protection were approved in 2023, i.e. 4,918 identity cards were issued for those persons. Persons who were registered as TP holders in 2022 and decided to enjoy their status in Croatia in 2023 should have certify the extension of their identity cards during the first half of 2023, but no data on the mentioned number was disclosed for 2023. The Ministry of Interior did not

¹⁵ Available in English, Croatian and Ukrainian at: <https://bit.ly/3Z83Eti>.

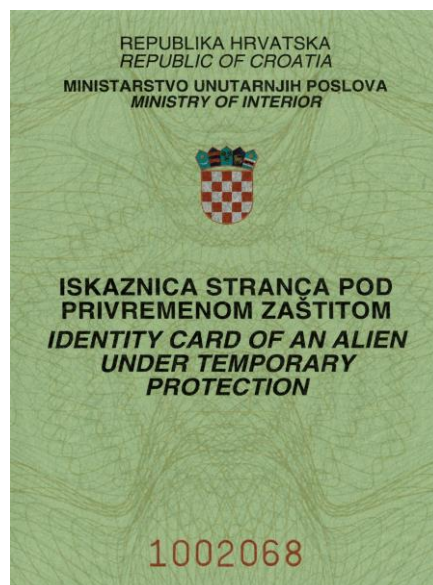
¹⁶ The Government of the Republic of Croatia, web page *Croatia for Ukraine*: <https://bit.ly/43tnJ09>.

¹⁷ Information provided by the Ministry of Interior on 13 December 2022.

¹⁸ Croatian Law Centre, *The Croatian Asylum System in 2022 - National Report*. The report was prepared as part of the project "Legal Assistance and Capacity Building for Access to Territory and Asylum in Croatia", with financial support of the UNHCR Croatia, p. 5.; available in English at: <https://bit.ly/434T7RL>.

disclose data on the number of issued identity cards in 2024, but they did provide the information that the number of approved applications in 2024 was 3,420.¹⁹ According to the Ministry of Interior, when a person who does not qualify for temporary protection insists on submitting an application for temporary protection, the reasons why they do not meet the conditions for approval of the application for temporary protection are explained to them, and they are informed of the possibility to regularise their status in accordance with the Aliens Act. There is no formal decision made by the Ministry of Interior on denial or dismissal of temporary protection status.²⁰ If the status cannot be regularised on the basis of the Aliens Act, a person may be referred to the possibility of expressing the intention to submit an application for international protection in accordance with the provisions of the Act on International and Temporary Protection. If, despite this, the person still insists on submitting the application, the application for temporary protection is accepted. Since there are no conditions for starting the procedure, the request is rejected in accordance with Article 41 (2) of the Act on General Administrative Procedure.²¹ If an application for temporary protection is submitted by a person who is not included in the categories of displaced persons for temporary protection, foreseen by the Government's Decision, the Ministry of Interior will issue a decision rejecting the application through the police department or police station. No appeal is allowed against the rejection decision, but an administrative dispute can be initiated within eight days from the date of delivery of the decision.²²

The identity card of an alien under temporary protection is a bilingual document (in Croatian and English), it is considered as a residence permit in the Republic of Croatia and confirms the status of an alien under temporary protection. The card is issued by the police department, that is, the police station responsible for the place of residence of the person under temporary protection, or the officials of the Ministry of Interior, that is, police departments or stations in collective accommodation facilities. In the event of a change of residential address, a person must register/deregister their residential address within 2 days of the change of residence and obtain a new identity card of an alien under temporary protection.



*Photo of the identity card of an alien under temporary protection.*²³

¹⁹ Croatian Law Centre, The Croatian Asylum System in 2024 - National Report. The report was prepared as part of the project "Legal Assistance and Capacity Building for Access to Territory and Asylum in Croatia", with financial support of the UNHCR Croatia, p. 5 : available in English at: <https://www.hpc.hr/2025/05/28/nacionalni-izvjestaj-o-sustavu-azila-za-2024-godinu/>.

²⁰ Information provided by the Ministry of Interior on 13 December 2022.

²¹ Act on General Administrative Procedure (OG 47/09, 110/21).

²² Article 78, paragraphs 5 and 6 of the LITP.

²³ The Government of the Republic of Croatia, web page *Croatia for Ukraine*: <https://bit.ly/43tnJ09>.

Following the Council's Implementing Decision (EU) 2023/2409 of 19 October 2023, extending temporary protection as introduced by Implementing Decision (EU) 2022/382,²⁴ the Croatian Government adopted the Decision on the Extension of Temporary Protection in the Republic of Croatia for Displaced Persons from Ukraine on 29 February 2024,²⁵ extending this status to 4 March 2025. Following the Council's Implementing Decision (EU) 2024/1836, of 25 June 2024, extending temporary protection as introduced by Implementing Decision (EU) 2022/382,²⁶ by which temporary protection is extended until 4 March 2026, on 19 December 2024 the Croatian Government launched an e-consultation on a Draft Proposal to amend the Act on International and Temporary Protection (AITP). The Draft Proposal, *inter alia*, aimed to revise Article 79, which limited temporary protection to three years, preventing extensions beyond 4 March 2025. Referred to the urgent legislative procedure, the proposal was subsequently adopted in 2025. Displaced persons from Ukraine who have temporary protection in the Republic of Croatia will automatically have their temporary protection extended until 4 March 2026. To do so, displaced persons from Ukraine under temporary protection in the Republic of Croatia had to personally come to the police department/police station according to their place of residence in order to certify the extension of the validity of the identity card of a foreigner under temporary protection, by 30 April 2024. The extension will be recorded in the existing identity card of the alien under temporary protection, so it is not necessary to submit a request for the extension of temporary protection. Based on the recorded number of persons displaced from Ukraine with the status of aliens under temporary protection, each police department/station will organise the extension of ID cards in its territory. In any case, people who applied for a card extension after 30 April 2024 did not lose their temporary protection status and continue to have the rights and obligations arising from the status.²⁷ The ID card certification for children under 16 can be done by a parent or guardian. For persons with special needs who cannot move independently, a family member or a competent person from the institution where the alien under temporary protection is placed can make the certification (it is sufficient to bring a signed statement from the TP holder and proof of the impossibility of personal attendance, e.g. medical documentation, proof of disability etc).²⁸

There are no specific time limits laid down in law for individuals to make their application, but every foreigner entering Croatia and planning to stay for more than mere transit should apply for a short-term residence which allows them to stay within the EEA for 90 days in the period of 180 days. On the other hand, on one occasion, an individual who reached out to the Croatian Law Centre for free legal counselling reported that they initially applied for a short-term residence permit. However, when attempting to apply for temporary protection three weeks later, they were denied and advised to leave the EU and return directly to the police station to apply for temporary protection. It was only after following these instructions that they were able to successfully submit and obtain temporary protection.

To prove their identity, a person displaced from Ukraine who falls under the scope of temporary protection can attach a copy of any documents, preferably with a photograph, on which their personal data is visible, such as an identity card issued by Ukrainian authorities, passport, residence permit, birth certificate, residence card, etc. If a person does not have such documents, they are still allowed to submit an application. In the application form, a person is required to enter personal data that will serve the Ministry of the Interior for further checks and identification, while with their signature, the person guarantees that the information filled in in the application is complete and true. More precisely, item 28 of the application form contains two final statements which must be signed by the applicant in order for the application to proceed. They state as follows:

²⁴ Council of the EU, Implementing Decision (EU) 2023/2409 of 19 October 2023 extending temporary protection as introduced by Implementing Decision (EU) 2022/382, OJ L, 2023/2409, 24 October 2023, available at: https://eur-lex.europa.eu/eli/dec_impl/2023/2409/oj.

²⁵ Croatian Government, Decision on the Extension of Temporary Protection in the Republic of Croatia for Displaced Persons from Ukraine, 29 February 2024, available at: <https://vlada.gov.hr/sjednice/289sjednica-vlade-republike-hrvatske/42042>.

²⁶ Council of the EU, Implementing Decision (EU) 2024/1836 of 25 June 2024 extending temporary protection as introduced by Implementing Decision (EU) 2022/382, OJ L, 2024/1836, 3 July 2024, available at: https://eur-lex.europa.eu/eli/dec_impl/2024/1836/oj/eng#ntr3-L_202401836EN.000101E0003.

²⁷ Ibid.

²⁸ Ibid.

“Final statement:

- a. I would like to be granted temporary protection in the Republic of Croatia, and I hereby confirm that all the information provided in items 1-27 is complete and true. I am aware that my application may be refused if the information provided is misrepresented, incomplete or incorrect.
- b. By signing this statement, I consent to the use of my personal and other data provided in this form by the Ministry of the Interior as the personal data controller for the purpose of data processing in the procedure for granting temporary protection. I consent to having my data disclosed to other state administration authorities for the purpose of exercising the rights arising from temporary protection. I understand that I have the right to withdraw my consent and request the suspension of further processing of my personal data. I am also aware of my right to request the correction of my data and of the consequences of denying my consent.“

Furthermore, regarding the documentation to be submitted by a family member of a citizen of Ukraine, see [Qualification for Temporary protection](#).

Residence is proved by attaching a certificate of residence permit issued by Ukrainian authorities (polycarbonate card for temporary or permanent residence, sticker - visa). In the absence of the above-mentioned documents, all other documents from which it can be concluded that the person resided in Ukraine can be considered, including the declaration of the applicants.

For the purposes of proving family ties and common-law union - birth certificate or certificate of registered civil partnership or common-law union shall be submitted. In the absence of the aforementioned documents, all other documents from which it can be concluded that there is a family relationship, common-law union, formal/informal life partnership or that the respective persons lived at the same address, including the declaration of the parties, are taken into account. A common-law union should have the characteristics of a stable relationship, which Croatian national legislation treats in a manner comparable to married partners.²⁹ In order to be able to determine the stated circumstances, it is necessary to submit appropriate documents issued by Ukrainian authorities, including certificates that can be issued by the diplomatic mission of Ukraine in the Republic of Croatia (in the absence of other evidence than the statements of the parties, some other evidence can be accepted that shows that they lived at the same address). For other close relatives – family ties and dependency are proven by residence documents, extracts from registers or any other document issued by Ukrainian authorities, proof of payment of care, etc.

Even though the Ministry of Interior stated³⁰ that persons displaced from Ukraine are issued with a certificate of the submitted application after submitting an application for temporary protection, which states the date and time when they need to come to receive the identity card, information obtained from the beneficiaries suggests they are not.

No practical obstacles to register their application or delays in registering or issuing documents have been recorded for persons who applied for the temporary protection in Croatia. However, certain obstacles were experienced by those who already had registered their temporary protection status in another EU member state prior to the move and submitted an application for temporary protection in Croatia. Those persons were instructed by the police officials to bring the confirmation of deregistration of temporary protection from an EU country where they have enjoyed their rights as a person under temporary protection in order to be able to apply for temporary protection in Croatia.³¹ These instructions from the police officers are in contradiction with the official position of the Ministry of Interior, which reads as follows: “Article 79, paragraph 5 of the Act on International and Temporary Protection ("Official Gazette" No. 70/15 and 127/17) prescribes the methods of termination of the temporary protection: expiry of the longest term or Decision of the Council of the EU. Therefore, it is the practice in the Republic of Croatia that a displaced person is not required to deregister his residence in another Member State where they have already

²⁹ Pursuant to Article 11 of the Family Law (OG 103/15, 98/19), the effects of common-law union are applied to the life union of an unmarried woman and an unmarried man that lasts at least three years, and shorter if a child is born together, or if it was continued by marriage.

³⁰ Information provided by the Ministry of Interior on 20 April 2023.

³¹ The cases were recorded within the activity of legal counselling in the Croatian Law Centre.

obtained temporary protection, before they are granted temporary protection in the Republic of Croatia. Namely, each Member State, including the Republic of Croatia, decides at its discretion how to resolve the application for temporary protection of a displaced person, considering that person already enjoys the status of an alien under temporary protection in another EU member state. Only after the issuance of the identity card of an alien under temporary protection, the person is advised to inform the competent authority of the Member State that granted them temporary protection that they have subsequently been granted temporary protection in the Republic of Croatia (for example, they can provide them with a copy of the Croatian identity card of an alien under temporary protection).³² Some of the mentioned persons who turned to the Croatian Law Centre with a request for help in the mentioned situation managed to obtain temporary protection through persistent efforts to exercise their rights, while others were forced to return to the country where they were initially granted temporary protection due to a persistent refusal by Croatian police officers to accept their application. This is therefore one of the indicators of unequal practices of treatment and interpretation of the institute of temporary protection by police administrations/stations in Croatia.

4. Legal assistance

People under temporary protection are granted access to free legal aid based on the Act on Free Legal Aid³³ if they meet the conditions set by law. The conditions for exercising the right to free legal aid depend on the type of aid requested, *i.e.*, primary or secondary legal aid. Primary legal assistance can be provided in any legal matter at the request of a person under temporary protection:

- a) if they do not have sufficient knowledge and ability to exercise their right
- b) if legal aid is not provided to them on the basis of special regulations
- c) if the submitted request is not obviously unfounded and
- d) if their financial circumstances are such that the payment of professional legal assistance could jeopardise their maintenance and the maintenance of household members.³⁴

The procedure for obtaining primary legal aid is initiated by directly addressing the provider of primary legal aid.³⁵

Secondary legal aid can be granted:

- a) if it is a more complex procedure
- b) if the applicant does not have the ability to represent himself
- c) if the material circumstances of the applicant are such that the payment of the necessary professional legal assistance could jeopardise the maintenance of the applicant and household members
- d) if it is not a pending litigation
- e) if in the last six months from the date of submission of the application, the applicant's application was not rejected due to the intentional provision of incorrect data and
- f) if the applicant is not provided with legal aid on the basis of special regulations.³⁶

The procedure for approving secondary legal aid is initiated by submitting a request to the competent administrative body.³⁷ Although the MoI has taken numerous measures to inform displaced persons about their rights and obligations, primarily by launching the website *Croatia for Ukraine*,³⁸ which contains very detailed instructions and information about the rights and obligations of displaced persons, how to exercise them, which competent authorities to contact in a given situation and where to find help in case of need, many temporary protection beneficiaries are not sufficiently familiar with their right to free legal

³² Information provided by the Ministry of Interior on 18 April 2023.

³³ Act on Free Legal Aid (OG 143/13., 98/19.).

³⁴ Ibid. Article 10.

³⁵ Ibid. Article 11.

³⁶ Ibid. Article 13 paragraph 1.

³⁷ Ibid. Article 16 paragraph 1.

³⁸ Government of Croatia, *Croatia for Ukraine* web page, available at: <https://bit.ly/3MOFgZm>.

aid and the ways to obtain it. An additional problem in exercising the right to free legal aid is the difficulty to secure an interpreter who would participate in meetings with an authorised legal aid provider.

The main providers of legal assistance for temporary protection beneficiaries in Croatia are the Croatian Bar Association and non-governmental organisations such as Croatian Law Centre, Jesuit Refugee Service, Centre for Peace Studies, Centre for Peace, Nonviolence and Human Rights Osijek and Centre for Missing and Abused Children. Legal assistance is provided by the mentioned organisations mostly via email or telephone, thus covering the entire territory of Croatia. The provision of legal assistance in the organisation's office is available to beneficiaries who are able to travel to meet them there. The Croatian Law Center is the only organisation which conducts visits to collective accommodation facilities throughout Croatia for the purpose of legal counselling, while group info sessions on rights and obligations for people housed in private accommodation and online info sessions are delivered by some of the organisations. In 2024, there were no visits to collective accommodation facilities by the Croatian Law Centre. The Croatian Law Centre established a special telephone line for persons displaced from Ukraine so the legal assistance can also be provided via social networks (WhatsApp, Viber, Telegram).

5. Information provision and access to NGOs

According to the Act on International and Temporary Protection, the Ministry of Interior is obliged to inform the temporary protection beneficiaries, in writing and as soon as possible, about their rights and obligations in a language that they can reasonably be expected to understand and in which they can communicate.³⁹

Although 2023 amendments⁴⁰ to the Act on International and Temporary Protection provide that in the event when it is not possible to provide the information to the applicants for international protection in writing due to legitimate reasons or in the case an applicant is illiterate, information can be provided orally in a language that the applicant is assumed to understand and in which they can communicate, the same is not prescribed for persons under temporary protection.

In practice, persons displaced from Ukraine who found themselves at the Croatian border are handed a leaflet containing some general information on Croatia and its reception of displaced persons. The leaflet is written in Croatian and Ukrainian language and contains the following information: general information about Croatia, that passports and visas are not required to enter Croatia, that if they do not have secured accommodation, they should go to one of the three reception centres where they will receive all the necessary information and be referred in more permanent accommodation, that in case they have secured accommodation to contact the Croatian Red Cross to get all the necessary information and to contact the Ministry of Interior to register their stay and submit an application. The leaflet also lists the contact details and addresses of all reception centres, Croatian Red Cross offices in Croatia, Embassy of Ukraine and consulates of Ukraine in Croatia, Ukrainian Community in Croatia and Ministry of Interior. Interpreters for Ukrainian language were present in reception centres (especially in the spring of 2022) or were available on demand so that the information is provided to displaced persons on time.

In addition, officials of the Civil Protection, Ministry of Interior, the Croatian Employment Service, the Croatian Institute for Social Work, the Croatian Red Cross and representatives of UNHCR Croatia, UNICEF Croatia and non-governmental organisations representatives visited persons displaced from Ukraine which were accommodated in collective accommodation centres and other housing facilities where the mentioned persons were placed (e.g., Community Service Centres) and provided them with information on their rights and obligations or to assist them in submitting the applications for exercising their rights. The above services were provided with the assistance of interpreters for Ukrainian language.

For the purpose of informing persons displaced from Ukraine and all other persons who wish to provide assistance to displaced persons, in March 2022, the MoI launched the website *Croatia for Ukraine* which provides information on arrival in the Republic of Croatia, reception, accommodation options, submission

³⁹ Article 91 of the LITP.

⁴⁰ Act on International and Temporary Protection (OG 70/15, 127/17, 33/23), entered into force on 1 April 2023.

of applications for temporary protection, rights and obligations and how to exercise them, competent authorities and their contacts, practical advice in specific life situations and to whom contact in case of specific needs. The website also contains information on the current number of people displaced from Ukraine present in Croatia, how many are accommodated in individual and collective accommodation, the proportion of men, women and children, as well as statistical indicators for 2022. In addition, all important regulations and decisions regulating the system of reception and care for persons under temporary protection, a form of the application for temporary protection, a table of mobilised accommodation capacities and instructions for people who want to help the displaced persons are also included. The website is available in Croatian and Ukrainian language. Unfortunately, the website was not updated for 2023, nor 2024 with statistical information, while the only update concerned information on how to certify the extension of IDs and that the temporary protection status has been extended.

Many non-governmental organisations conducted activities focused on providing information to the persons displaced from Ukraine, as well as State institutions.

Croatian Law Centre provided information on the rights and obligations in collective accommodation facilities, via email or phone and by organising online and in person info sessions for persons accommodated in private housing. In 2024, no visits to collective accommodation facilities were conducted by the Croatian Law Centre. Three videos⁴¹ on the specific rights and obligations of temporary protection beneficiaries were made and shared on social media. A leaflet on the right to work for international protection applicants and persons under international and temporary protection was prepared in cooperation with UNHCR Croatia, association SVOJA and Croatian Employment Service.⁴²

The Centre for Missing and Exploited Children⁴³ set up the Info-corner which aimed to inform displaced persons under temporary protection about their status rights and where they can take some educational materials, organised mobile info teams which conducted visits in order to inform persons about their rights and obligations and launched the website *Heart for Ukraine*⁴⁴, which is available in Croatian and Ukrainian, and where all the information related to legal protection, social, healthcare and employment systems can be found. Also, the page is regularly filled with relevant information related to free content available in the area of Osijek-Baranja County, free shows and workshops organised for displaced persons. The webpage was regularly updated, but it is not available currently, while the Info-corner is still operating.⁴⁵

SVOJA,⁴⁶ an association founded by Ukrainian refugee women, held some info sessions on employment possibilities in Croatia in cooperation with other NGOs, while Plavi ured provided some information on starting a business and taxes in Croatia. SVOJA was active during 2023, while in 2024 it continued its efforts to support the integration of displaced persons from Ukraine by offering employment assistance, organizing educational conferences and providing training programs.⁴⁷

The Croatian Employment Service and the Croatian Institute for Social Work provided information (also available in a leaflet)⁴⁸ on the right to work and rights from social welfare system, employment opportunities, as well as the services of the Croatian Employment Service and Croatian Institute for Social Work, while mobile teams consisting of representatives of both Services visited reception and collective centres to provide the aforementioned information to the beneficiaries. Special emails were established, and all the forms were translated into Ukrainian to facilitate the procedures of finding employment and applying for social welfare services.

⁴¹ Videos were made by CLC for the World Refugee Day 2022, see: <https://bit.ly/3B1xDtI>; <https://bit.ly/3pgQfTA>; <https://bit.ly/3LI1SKP>.

⁴² Croatian Law Centre web-site: <https://www.hpc.hr/2024/02/05/izradena-brosura-pravo-na-rad-trazitelja-medunarodne-zastite-osoba-s-odobrenom-medunarodnom-zastitom-i-osoba-pod-privremenom-zastitom/>.

⁴³ Information provided by the Centre for Missing and Exploited Children, 24 February 2023.

⁴⁴ Centre for Missing and Exploited Children, web page *Heart for Ukraine*, available at: <https://bit.ly/43LflmW>.

⁴⁵ Information provided by the Centre for Missing and Exploited Children, 30 January 2025.

⁴⁶ Information provided by the SVOJA, 14 February 2023.

⁴⁷ Information provided by the SVOJA, 16 January 2025.

⁴⁸ Croatian Employment Services and Social Welfare Centre, leaflet *Employment and social welfare for Ukrainian citizens*, available in Croatian at: <https://bit.ly/3NvTdgX>.

The Centre for Peace Studies held workshops with refugees from Ukraine on access to the labour market and labour rights, and on communication and discrimination, in cooperation with the Centre for Peace, Nonviolence and Human Rights Osijek, as well as a lecture on rights and the prohibition of discrimination in the field of healthcare for Ukrainian refugees living in Rijeka,⁴⁹ while in 2024 they held workshops on the topics of residence regulation, access to healthcare services in Croatia, the rights of persons with disabilities and other topics.⁵⁰

Jesuit Refugee Service Croatia established a consultative-informative group on Telegram platform for TP holders and assisted in various integrational activities by providing relevant information, facilitating communication and negotiating with employers, State institutions and other stakeholders.⁵¹ They continued to provide legal assistance and information to persons under temporary protection in 2024.⁵²

At the initiative of the Croatian Red Cross, in November 2023, the first coordination meeting was held on the topic of mapping (psychosocial) support for people displaced from Ukraine. The meeting was attended by numerous non-governmental organisations, UNHCR Croatia and representatives of Caritas, which provide support to people displaced from Ukraine. Three coordination meetings were held in 2024.⁵³

D. Guarantees for vulnerable groups

The Act on International and Temporary Protection has introduced special procedural and reception guarantees for international protection applicants but did not extend the application of the relevant provisions to persons under temporary protection. At present, there is no further detailed guidance prescribed by the law or by-laws on how to identify vulnerable groups.

According to the Ministry of Interior,⁵⁴ the gender, age, position of vulnerable groups as well as special reception needs, and family integrity are taken into account for accommodation purposes.

In case of special accommodation needs for people over 65 years old or people with disabilities, there is the possibility of accommodation in a suitable social welfare institution. According to the statement of the Director of the Rehabilitation Centre Zagreb, made in March 2022, 42 people were placed in social welfare institutions - 20 wheelchairs users were placed in the Stančić Rehabilitation Centre, 15 persons with disabilities were placed in the Community Service Centre in Ozalj, and 7 people in the Rehabilitation Centre Zagreb.⁵⁵ No data is available for 2023, nor for 2024. The application for accommodation is submitted to the social worker on duty at the collective accommodation centre or the Croatian Institute for Social Work. People who are placed in a social welfare institution are provided with transportation and can exercise the right to a personal assistant in cooperation with associations. In practice, it has been shown that transportation services in some centres have been reduced and that there are difficulties in finding personal assistants due to the general lack of labour in Croatia.

Early identification of vulnerabilities is conducted in reception centres for those persons who have no place to stay by medical personnel during medical checks upon arrival to the reception centres, including by Croatian Red Cross employees, as well as Civil Protection officials and social workers as part of mobile teams who visit beneficiaries upon them being accommodated in collective centres. Some vulnerabilities are, by nature, less likely to be identified within the aforementioned procedures and, therefore, would require an additional psychosocial assessment to be detected.

⁴⁹ Information provided by the Centre for Peace Studies, 30 January 2024.

⁵⁰ Information provided by the Centre for Peace Studies, 27 February 2025.

⁵¹ Information provided by the JRS Croatia, 5 February 2024.

⁵² Information provided by the JRS Croatia, 15 January 2025

⁵³ Based on internal communications and participation in coordination meetings initiated by the Croatian Red Cross. Meeting invitations were shared with stakeholders via email.

⁵⁴ Ministry of Interior, webpage *Croatia for Ukraine*, available at: <https://bit.ly/3p0S5rx>.

⁵⁵ Available in Croatian at: <https://bit.ly/44fluX>.

Vulnerable groups initially had the right to appropriate medical and other assistance at the expense of the Republic of Croatia, but with law amendments⁵⁶ they gained the right to health care to the same extent as a person covered by compulsory insurance, which covers the right to orthopaedic aids, medicines from the basic and supplementary list of medicines and specialist-advisory health care.

Psychosocial support-related activities are being organised by non-governmental organisations Modus, Rehabilitation Centre for Stress and Trauma, Médecins du Monde – Belgique, Jesuit Refugee Service, association Something more (for unaccompanied children accommodated in Sv.Nedelja)⁵⁷ and by the City of Zagreb (mobile team and hotline).⁵⁸

Médecins du Monde carried out psychosocial support and mental health support activities in the MED-info centre, where they were able to detect persons who had experienced gender-based violence or other acts of violence, in which case they were referred to the appropriate services. Individual and group mental health and psychosocial support was provided to children and primary carers to help them deal with issues such as stress and anxiety related to the situation in Ukraine and family members who are still there.⁵⁹ After the end of the project, Médecins du Monde did not continue to provide support to people displaced from Ukraine.

In cooperation with UNICEF Croatia, the Modus Centre implemented the project “Ensuring Mental Health and Psychosocial Support to children and caregivers from Ukraine in Croatia”, in the framework of which were carried out psychological counselling activities for children and parents, group psychosocial support programs for refugee children in primary and secondary schools, group programs of psychosocial support for refugee children in collective accommodations and group programs of psychosocial support for refugee parents in collective accommodations. Likewise, online trainings were conducted for teachers and professional associates in schools where group programs of psychosocial support for refugee children are implemented, with the aim of raising awareness in the context of the specifics of working with pupils who have been refugees, the integrating new pupils into the already existing school environment and children's collective and preparing existing classes for the arrival and acceptance of new pupils.⁶⁰ Modus continued to provide psychosocial support and psychological counselling to persons displaced from Ukraine throughout 2024.⁶¹

Rehabilitation Centre for Stress and Trauma, an organisation specialised in psychological and psychosocial support for people experiencing traumatic stress as a consequence of war and forced migration, offered counselling through Short-term Solution Focused support groups and other forms of group psychological support but also creative and recreational activities, as well as individual counselling for persons displaced from Ukraine accommodated in Zagreb and the Zagreb County area.⁶² They continued to provide their services to persons under temporary protection in 2024.

With regards to unaccompanied minors, the Protocol on the treatment of unaccompanied children was adopted in 2018 and the procedure which is being followed for unaccompanied children displaced from Ukraine differs from the procedure prescribed in the respective Protocol. Adults accompanying an unaccompanied minor (in case they are not their parents or legal guardians) are required to sign a statement in which, under criminal liability, they undertake the obligation to take care of the minor. In the statement itself, it is indicated whether the person concerned is related to the child or if not which kind of connection exists between them. The statement is submitted to the Croatian Institute for Social Work or given to the Institute's official present in the reception or Collective Centre, and the adult is subsequently

⁵⁶ The Act on Amendments to the Law on Compulsory Health Insurance and Health Care of Foreigners in the Republic of Croatia (OG 80/13, 15/18, 26/21, 46/22).

⁵⁷ On the suggestion of the Ombudsman for Children, Report on the work of the Ombudsman for Children for 2022, available at: <https://bit.ly/3p3LZXu>.

⁵⁸ Available in Croatian at: <https://bit.ly/3LgTa5W>.

⁵⁹ Information provided by Médecins du Monde - Belgique, 14 February 2023.

⁶⁰ Information provided by the Modus, 9 January 2023.

⁶¹ Information provided by the Modus, 13 January 2025.

⁶² Information provided by the Rehabilitation Centre for Stress and Trauma, 18 January 2023, available in Croatian at: <https://bit.ly/3LlatCZ>.

checked by an employee of the Institute and in case of a positive decision, they are appointed as special guardian of the respective child.

The Ombudswoman for Children was not able to receive the exact number of unaccompanied minors displaced from Ukraine for the year 2022, despite repeated requests to the competent Ministry.⁶³ In 2024, a special guardian or guardians for unaccompanied children displaced from Ukraine was appointed for 16 children who were found without parents or legal guardians. 103 children under temporary protection are under custodial protection in 2024, and reside in collective or private accommodation together with trusted persons with whom they arrived in the Republic of Croatia.⁶⁴ Data from the Ministry of Interior however, notes that 216 unaccompanied children with temporary protection resided in Croatia by the end of 2024.⁶⁵

In 2024, three unaccompanied children were placed in institutional alternative care arrangements (community service centres), while two unaccompanied children were placed in institutions temporarily, for less than 48 hours. By the end of the year, one unaccompanied child remained in institutional care. Another unaccompanied child has been in foster care since 2023. For a further eight children without parental care, who had been placed in institutional care in Ukraine prior to their flight to Croatia in 2022, the association 'Nešto više' continued to organise accommodation and support in Sveta Nedelja.

With the new amendments to the Act on International and Temporary Protection, the role of the special guardian in the care of unaccompanied and separated children has been further strengthened, particularly regarding the tracing of family members and efforts to reunite the child with their family. These amendments reiterate the urgency of such actions while upholding the principle of confidentiality throughout the temporary protection procedure. In addition, the amendments reinforce the right of child applicants for temporary protection to access recreational activities, including open-air play and other age-appropriate activities, recognizing their importance for the child's well-being and development.⁶⁶

The Croatian Association of the Deaf and Hard of Hearing together with the European Union of the Deaf and other European national associations of the deaf have made accessible videos on temporary protection for deaf and hard of hearing people, users of sign language.⁶⁷ The link to the videos is available on the *Croatia for Ukraine* web-page.

⁶³ Ombudsman for Children, the Report on the Work of Ombudsman for Children for 2022, available in Croatian at: <https://bit.ly/3LwBVhg>.

⁶⁴ Ombudsman for Children, the Report on the Work of Ombudsman for Children for 2024, available in Croatian at: <https://dijete.hr/hr/izvjesca/izvjesca-o-radu-pravobranitelja-za-djecu/>.

⁶⁵ Croatian Law Centre, The Croatian Asylum System in 2024 - National Report. The report was prepared as part of the project "Legal Assistance and Capacity Building for Access to Territory and Asylum in Croatia", with financial support of the UNHCR Croatia, p. 5: available in English at: <https://www.hpc.hr/2025/05/28/nacionalni-izvjestaj-o-sustavu-azila-za-2024-godinu/>.

⁶⁶ Act on Amendments to the Act on International and Temporary Protection (OG 17/2025), 11 February 2025, available at: https://narodne-novine.nn.hr/clanci/sluzbeni/full/2025_02_17_161.html.

⁶⁷ See: <https://bit.ly/3Vmd2cy>.

Content of Temporary Protection

A. Status and residence

1. Residence permit

Indicators: Residence permit

1. What is the duration of residence permits granted to beneficiaries of temporary protection?

Pursuant to the Councils' Directive 2001/55/EC⁶⁸ and the Act on International and Temporary Protection,⁶⁹ persons under temporary protection have the right of residence for the entire duration of temporary protection, and for this purpose, a document or other equivalent evidence is issued.

An identity card of an alien under temporary protection is issued for a period of one year, and may be extended in accordance with the aforementioned provisions concerning the duration of the temporary protection.⁷⁰

2. How many residence permits were issued to beneficiaries from the activation of the Temporary Protection Directive until 31 December 2024?

Not available

The body competent to decide on the issuance of an identity card of an alien under temporary protection is the Ministry of Interior. The application for temporary protection can be submitted at a police station personally or via an online form, translated into English and Ukrainian.⁷¹ Once temporary protection has been granted, the corresponding identity card is issued. The issuance of a residence permit is conducted through an exceptional procedure, with the residence granted under this circumstance distinct from the temporary residency outlined in the Aliens Act.⁷²

The identity card is issued the day after the application is submitted, unless it is necessary to present additional documentation or to carry out certain additional checks (e.g., through the records of the Ministry of Interior or the records of the Schengen Information System (SIS), for the purpose of banning entry).⁷³ Furthermore, the identity card can only be issued personally to the person who submitted the application.

The identity card was initially issued for a period of one year (until 4 March 2023), and a person under temporary protection had a residence permit for the duration of that period. After the Council decision on the extension of TPD, the Ministry of Interior prolonged the duration of the temporary protection until 4 March 2024.⁷⁴ In October 2023, a decision was reached at the EU level to extend the TPD for an additional third year. Consequently, the Croatian Government implemented this decision, extending the duration of temporary protection until 4 March 2025.⁷⁵ On 25 June 2024, the Council of the European Union adopted Implementing Decision 2024/1836, recognizing that the grounds for temporary protection remain in place and, consequently, determining that the protection should be extended until 4 March 2026. In alignment with this Implementing Decision, the duration of temporary protection in the Republic of Croatia has been extended pursuant to the decision of the Government of the Republic of Croatia dated 27 February 2025.⁷⁶

⁶⁸ Article 8 (1) Council Directive 2001/55/EC.

⁶⁹ Article 84 Act on International and Temporary Protection.

⁷⁰ Article 4 (1) Council Directive 2001/55/EC; Article 85.

⁷¹ Ministry of Interior web page, Croatia for Ukraine: <https://bit.ly/4100oRw>.

⁷² Information provided by the Ministry of Interior on 26 March 2024.

⁷³ Information provided by the Ministry of Interior on 13 December 2022.

⁷⁴ Information provided by the Ministry of Interior on 2 February 2023.

⁷⁵ Report of the Ombudsman for 2023, available at: <https://bit.ly/3z1mwTf>.

⁷⁶ Croatian Government: Decision on the Prolongation of Temporary Protection in the Republic of Croatia for Displaced Persons from Ukraine, available in Croatian at: <https://hrvatskazaukrajinu.gov.hr/UserDocsImages/dokumenti/HR/odluke/Odluka%20o%20produljenju%20PZ%20do%202026.pdf>.

According to the instructions of the Ministry of the Interior, the validation of already-issued identity cards with the new expiration date requires a personal visit to the competent police station or administration office based on the place of residence, no later than 30 May 2025, but persons who do not extend their identity cards until 30 May, will not lose their status of temporary protection. Furthermore, some individuals are not required to approach a police department/station in person; namely, that applies to children under 16 years of age (the parent/guardian provides the child's identity card for certification) and to persons with special needs with limited or no mobility (a family member or a competent person from the institution where these persons are accommodated, can extend their identity card by providing the statement of the relationship with the person and evidence of the inability of the person to come, e.g. documentation on placement in a special institution). Additionally, for persons placed in collective accommodations, police stations/administrations on whose territory the accommodations are located, in agreement with the Directorate of Civil Protection, will organise the verification of identity cards.⁷⁷

Persons under temporary protection have the right of residence on the territory of Republic of Croatia, and the identity card they are entitled to is considered as a residence permit; the right to work without a residence or work permit or certificate of registration of work; the right to health care (they have the same rights as persons who are insured by a compulsory health insurance scheme); basic means for life and housing; primary and secondary education; family reunification; information on rights and obligations. All rights are exercised by presenting the identity card of an alien under temporary protection to competent authority/institution.⁷⁸

In case a TP holder wishes to transfer to another EU Member State (hereinafter: MS), the provision of the Communication of the European Commission on operational guidelines for the implementation of Councils' Implementing Decision 2022/382 on establishing the existence of a mass influx of displaced persons from Ukraine in the sense of Directive 2001/55/EC⁷⁹ is applied. The Communication foresees that, if a person granted temporary protection subsequently moves to another MS where they obtain a second residence permit under temporary protection, the first-issued residence permit expires and must be withdrawn, together with the rights arising from it.⁸⁰

Therefore, the practice in the Republic of Croatia, in accordance with the instructions of the Ministry of the Interior, is that displaced persons are not required to de-register their stay in another EU MS in which they have already been granted temporary protection status, before it is granted to them in the Republic of Croatia. Namely, each MS, including the Republic of Croatia, decides at its discretion how to resolve the application for temporary protection of a displaced person, considering that person already has granted status in another EU MS. Only after the issuance of the identity card of an alien under temporary protection are beneficiaries advised to inform the competent authority of the former MS that they have subsequently been granted temporary protection in the Republic of Croatia (e.g., they can provide them with a copy of the Croatian identity card of an alien under temporary protection).⁸¹

A displaced person from Ukraine can have and exercise rights that come with the temporary protection status only in one MS. If a person under temporary protection moves to another MS where they apply again for temporary protection and receives the identity card of an alien under temporary protection, the first identity card expires and must be withdrawn, as well as the rights arising from it. Upon arrival in another MS, a TP holder should inform the competent authorities that they have been granted temporary protection status in another MS, and the relevant MS should, upon issuing the permit, inform the MS that the person has left, in order to withdraw the first issued residence permit and the rights arising from it.⁸²

⁷⁷ Ministry of Interior web page, Croatia for Ukraine: <https://bit.ly/41WVuGe>.

⁷⁸ Ministry of Interior web page, *Croatia for Ukraine*: <https://bit.ly/3HtlYa4>.

⁷⁹ Article 5 Council Directive 2001/55/EC.

⁸⁰ Article 15 (6) and Article 26 (4) Council Directive 2001/55/EC.

⁸¹ Information provided by the Ministry of Interior on 13 December 2022.

⁸² Information provided by the Ministry of Interior on 17 May 2022.

2. Access to asylum

According to the provisions of the Act on International and Temporary Protection, a TP holder has the right to lodge an application for international protection. Furthermore, the examination of an application of international protection may be completed by the Ministry of Interior after the end of temporary protection.⁸³ This does not exclude the possibility that an asylum application presented by a person entitled to temporary protection might be examined while the TPD regime still applies.

However, a temporary protection beneficiary who submits an application for international protection during the duration of temporary protection cannot access the rights of an asylum seeker while temporary protection lasts.⁸⁴

The examination of an application for international protection is a longer and more complex procedure that includes more procedural steps. Being granted temporary protection does not necessarily mean that international protection will also be granted, as it depends on the individual and their personal.⁸⁵

B. Family reunification

According to the provisions of the Act on International and Temporary Protection, a request for family reunification can be lodged by a person under temporary protection or members of their family who wish to come to the Republic of Croatia. A TP holder who resides in the Republic of Croatia has to give a statement of consent for family reunification with a particular person.⁸⁶ Furthermore, in cases where family members enjoy temporary protection in different EU MS, when reuniting the family, the interest of the family shall be taken into consideration.⁸⁷

In accordance with the declaration of the Ministry of Interior, in the procedures of family reunification, family members who wish to be reunited with a temporary protection beneficiaries must meet all the conditions prescribed by the decision of the Government of the Republic of Croatia⁸⁸ on the introduction of temporary protection. This means that, if a family member did not reside in Ukraine on 24 February 2022 or "immediately before" as interpreted by the Ministry of Interior including period from 1 January 2022, the person would not have a legal right to family reunification in accordance with the Act on International and Temporary Protection⁸⁹ or in accordance with the provisions of the Aliens Act.⁹⁰

Such a provision in the Aliens Act is in accordance with the Council's Directive 2003/86/EC, which foresees that the provisions do not apply when the sponsor is authorised to reside in a MS under temporary protection or requested a residence permit on that basis and is awaiting a decision about their status.⁹¹

Pursuant to the Decision of the Government of the Republic of Croatia of 7 March 2022,⁹² a family member is considered to be: spouse/common-law partner, minor children, regardless of whether they were born in a marriage or common-law union or were adopted, and other former relatives who lived in the same household at the time of occurrence of circumstances related to the displacement of persons from Ukraine, which at that time were completely or mainly dependent on these persons.⁹³

⁸³ Article 92 Act on International and Temporary Protection.

⁸⁴ Article 83 (3) Act on International and Temporary Protection.

⁸⁵ Ministry of Interior web page, *Croatia for Ukraine*: <https://bit.ly/41WVuGe>.

⁸⁶ Information provided by the Ministry of Interior on 20 April 2023.

⁸⁷ Article 89 (1) and (3) Act on International and Temporary Protection.

⁸⁸ Croatian Government: Decision on the Introduction of Temporary Protection in the Republic of Croatia for Displaced Persons from Ukraine, available in Croatian at: <https://bit.ly/37yIO2c>

⁸⁹ Article 89 Act on International and Temporary Protection.

⁹⁰ Article 63 (1) Aliens Act.

⁹¹ Article 3 (2) Council Directive 2003/86/EC.

⁹² Ministry of Interior web page, *Croatia for Ukraine*, available at: <https://bit.ly/4c0Rf1D>.

⁹³ Information provided by the Ministry of Interior on 20 December 2022.

The provisions contained in the Act on International and Temporary Protection do not request family members who wish to be reunited with beneficiaries of temporary protection to fulfil specific requirements in terms of material conditions.

Family members of Ukrainian citizens who wish to be reunited must submit proof of identity and citizenship, proof of residence, proof of family ties and common-law union, and in case of close relatives, documentation proving the existence of that relationship.⁹⁴

After submitting the application and documents required for family reunification, and after the documents are verified, an identity card of an alien under temporary protection is issued for the person reunited with the TP holder.

Temporary protection shall be granted to a family member who is reunited with a TP holder.⁹⁵ Furthermore, persons who have been granted temporary protection on this basis will have access to all the rights provided to persons under temporary protection status,⁹⁶ according to the Decision of the Government of the Republic of Croatia from 7 March 2022.⁹⁷

C. Movement and mobility

TP holders have freedom to move within Croatian territory, but in the event of a change of residence, just like applicants for international protection, they are obliged to inform the Ministry of Interior within two days.⁹⁸

Ukrainian citizens granted temporary protection and holding biometric passports, have the right to move freely within the Schengen area for a period of 90 days within a period of 180 days, subsequent to their admission into the Schengen area.

If Ukrainian TP holders do not possess a biometric travel document, they can contact the diplomatic mission of the MS to which they wish to travel in order to inquire about the possibilities of traveling there, and issuance of a travel document. Additionally, they can travel to third countries in accordance with the conditions for entering and staying in those countries.⁹⁹

Persons granted temporary protection are free to return to Ukraine, and such a return will not affect their temporary protection status in accordance with the provisions of the Act on International and Temporary Protection,¹⁰⁰ according to which the individual retains the rights granted by the Act until the day of their return to their country of origin, and they are not required to return their identity card.¹⁰¹ Prior to leaving Croatia, individuals are required to notify the competent police administration or station, where their registered residence or place of stay is located, of their intention to depart.¹⁰²

Persons granted temporary protection are free to travel at their own responsibility, and the identity card must only be returned in the event of termination of the temporary protection for one of the reasons prescribed by the Act¹⁰³.

⁹⁴ Information provided by the Ministry of Interior on 20 December 2022.

⁹⁵ Article 89 (2) Act on International and Temporary Protection.

⁹⁶ Ministry of Interior web page, Croatia for Ukraine: <https://bit.ly/4c0Rf1D>.

⁹⁷ Croatian Government: Decision on the Introduction of Temporary Protection in the Republic of Croatia for Displaced Persons from Ukraine, available in Croatian at: <https://bit.ly/37ylO2c>.

⁹⁸ Article 52 (3) Act on International and Temporary Protection.

⁹⁹ Information provided by the Ministry of Interior on 11 May 2022.

¹⁰⁰ Article 81 (3) Act on International and Temporary Protection.

¹⁰¹ Information provided by the Ministry of Interior on 10 February 2025.

¹⁰² Ministry of Interior web page, Croatia for Ukraine: <https://hrvatskazaukrajinu.gov.hr/informacije/prava-i-obveze-osobe-pod-privremenom-zastitom/153>.

¹⁰³ Article 79 (4) Act on International and Temporary Protection.

D. Housing

Indicators: Housing

1. For how long are temporary protection beneficiaries entitled to stay in reception centres?
The stay in this type of accommodation is short-term, usually up to 48 hours. In practice, persons remain for approximately twelve hours.¹⁰⁴
2. Number of beneficiaries staying in reception centres as of 9 June 2025:
The total capacity of reception centres accommodations is 200 persons, and in collective accommodations there is capacity for 2,969 persons. According to public data available on the official website of the Ministry of the Interior, Croatia for Ukraine – as of 9 June 2025, a total of 1,552 persons were accommodated in collective centres. There is no available statistical data that covers the total figures for the entire year of 2024.¹⁰⁵
3. Number of beneficiaries staying in private accommodation as of 9 June 2025:
According to public data available on the official website of the Ministry of the Interior, Croatia for Ukraine – as of 9 June 2025, a total of 20,855 persons were accommodated in private housing. There is no available statistical data that covers the total figures for the entire year of 2024.¹⁰⁶

Three types of accommodations are foreseen for TP beneficiaries: reception centres, collective accommodation and individual and/or private accommodation. Reception centres for TP holders are not the same as centres for applicants for international protection. These are special centres intended exclusively for people displaced from Ukraine. At the beginning of the displacement crisis, there were three centres in three different cities (**Varaždin**, **Osijek** and **Gospić**), and for these purposes cities sports halls were mobilised.

Due to the significant number of arrivals, persons were initially first placed in reception centres, and, before being transferred to other forms of accommodation (collective or individual) after the initial registration.

As a result of the gradual decrease in the number of arrivals, the reception centre in **Varaždin** was closed, however, it did not affect the exercise of the rights of persons to short-term accommodation in the facilities provided for this purpose, nor the access to connected rights. Accommodation is still provided in the other two reception centres, which remain open at the time of writing. Additionally, in 2023, reception centres primarily served for initial registration and preliminary procedures, rather than for immediate accommodation. This was because logistics were already established, and available spaces could be promptly secured in collective accommodations.

The Directorate of Civil Protection, which is part of the Ministry of Interior, police officers and the Croatian Red Cross are responsible for the reception of beneficiaries of temporary protection.¹⁰⁷

Many touristic facilities (hostels, hotels, apartments, etc.) have, in agreement with the Directorate of Civil Protection, participated in public tenders for the purpose of accommodating persons under temporary protection, and received monetary compensation for such service provided by national authorities. This type of accommodation falls under the category of collective accommodation, as it is under the supervision of the Civil Protection, which coordinates it.

At a parliamentary hearing held on 23 March 2022, the Government of the Republic of Croatia adopted a decision on financing costs of housing for persons displaced from Ukraine in individual accommodation.¹⁰⁸

Throughout field work and visits to reception centres intended for the short-term accommodation of persons displaced from Ukraine, no problems were found in relation to access to and exercise of rights. On the other hand, on several occasions, complaints were received from TP holders in relation to the

¹⁰⁴ Information provided by Civil protection on 14 March 2023.

¹⁰⁵ Ministry of Interior web page, Croatia for Ukraine: <https://bit.ly/44ibpR9>.

¹⁰⁶ Ministry of Interior web page, Croatia for Ukraine: <https://bit.ly/44ibpR9>.

¹⁰⁷ Ministry of Interior web page, Croatia for Ukraine: <https://bit.ly/44ibpR9>.

¹⁰⁸ Ministry of Interior web page, Croatia for Ukraine: <https://bit.ly/3p1tcMp>.

potential closing two collective accommodations (one in **Durdevac** and one in **Zagreb**) and their transfer to other accommodation. Only the collective centre in Zagreb was closed and this accommodation at the beginning of the crisis was mobilised as a reception centre and was later turned into a collective accommodation. After the closure of the centre, TP holders were moved to other collective accommodations. TP holders did not lose their right to being hosted in collective accommodation. As some had already started their integration process in the local context in which they were initially placed (e.g., found employment, children started kindergarten or school etc.) such a decision was not welcomed and caused dissatisfaction among some TP holders.¹⁰⁹

Regarding reception conditions, they may differ depending on the type of accommodation. In reception centres, persons displaced from Ukraine are provided with sleeping spaces, food, internet, psychosocial and health support. In collective housing, people are provided with accommodation, food and internet. Persons who are accommodated in individual/private accommodation can also exercise the rights under the scope of temporary protection, but they must refer to the competent institutions, as do persons who are in other types of accommodation (reception centres and collective accommodations), if the exercise of said rights is not immediately possible.

In accommodation facilities (reception centres and collective accommodations), the Red Cross recorded the arrivals of persons who fled Ukraine (those who wanted to be registered), distributed humanitarian aid and provided psychosocial support.¹¹⁰

In a plenary session held on 23 March 2022, the Government adopted the decision to finance the costs of providing housing for persons displaced from Ukraine in individual accommodation, as discussed below. Furthermore, a certain number of Ukrainians found accommodation independently, which they financed at their own expense, or stayed with family members, acquaintances, or relatives. According to the Ombudsman report, in 2023 a significantly smaller number of persons were accommodated in collective accommodation (around 7 percent) compared to the number of persons accommodated in individual and/or private accommodation.¹¹¹

One year later, on 23 March 2023, following the adoption of the Decision on financing the costs of providing housing for persons displaced from Ukraine, amendments were made to the decision. Considering the extension of temporary protection status, the Government of the Republic of Croatia decided to enable the extension of lease contracts for residential units until March 4, 2024, at the latest. According to the data available in the explanation from the decision, on 13 March 2023, 2,972 people were accommodated based on these kinds of contracts, while 1,658 people were accommodated in collective accommodations. In April 2024, the Government once more extended the deadline for the contracts, citing the extension of temporary protection status until 4 March 2025. According to the information outlined in the decision's explanatory section, as of 6 March 2024, there were 2,934 individuals residing in state-financed rental units, while 1,592 were housed in collective living arrangements.¹¹²

Given that the state of the conflict and the resulting migration wave affecting the Ukrainian civilian population were still ongoing, the Republic of Croatia continued to provide housing assistance to displaced Ukrainian nationals upon their arrival in the country. On 27 February 2025, the Government of the Republic of Croatia adopted a Decision amending the Decision on the Financing of Housing Costs for Displaced Persons from Ukraine in Private Accommodation ("Official Gazette", No. 35/25), by which the financing period was extended until 4 March 2026. According to the explanatory section of the decision, as of 16 January 2025, a total of 3,343 displaced persons from Ukraine had been accommodated in state-financed rental units under lease agreements.¹¹³

¹⁰⁹ Information gathered through the activity of legal counselling of the Croatian Law Centre.

¹¹⁰ Information provided by the Croatian Employment Service on 18 January 2023.

¹¹¹ Report of the Ombudsman for 2023, available at: <https://bit.ly/3z1mwTf>.

¹¹² Government of the Republic of Croatia: The decision on amending and supplementing the decision on financing costs for housing care for displaced persons from Ukraine in individual accommodation (OG no. 40/2024).

¹¹³ Government of the Republic of Croatia: The decision on amending and supplementing the decision on financing costs for housing care for displaced persons from Ukraine in individual accommodation (OG no. 35/2025).

In accordance with the decision on financing the cost of providing housing for temporary protection beneficiaries, the State covers the costs of using the residential units for the owners who have ceded them to persons from Ukraine.¹¹⁴ The costs are paid to the owner of the residential unit on the basis of the rental agreement concluded with the Ministry of the Interior, Directorate of Civil Protection. Moreover, the amount includes the costs of renting the residential unit and utilities. The highest amount of the cost of using the residential unit is HRK 3,600.00 per month (converted into euros: EUR 477.80). An owner wishing to put their unit up for such use fills out an application form,¹¹⁵ after which an inspection of the housing unit is arranged with the Civil protection headquarters in the municipality/city where the person is located. If it meets the prescribed conditions, the headquarters issues a certificate to that effect and after the confirmation has been obtained, the owner of the housing unit submits complete documentation to the Directorate of Civil Protection (application form, confirmation from headquarters and proof of ownership). The last step is signing the contract and housing the family.

In order to prevent the exploitation of people in private accommodation, validation is conducted with regard to unit conditions by the Directorate of Civil Protection for those landlords who used financial support from the Government.¹¹⁶ In relation to persons who found accommodation on their own, the aforementioned types of validation is not carried out and certain issues were registered, among which some were linked to inadequacy of living spaces, rent prices increasing without prior agreement, leading to persons having to leave their accommodation due to the inability to pay the new price.

E. Employment and education

1. Access to the labour market

In 2023, the Croatian Employment Service continued its regular activities related to individuals displaced from Ukraine, including registering them in unemployment records and facilitating employment counselling. Additionally, temporary protection beneficiaries were included in education and training programs through the voucher system. These programs applied under the same conditions as to Croatian citizens, provided the temporary protection beneficiaries had sufficient knowledge of Croatian or English to follow the educational program and had successfully completed the process of recognising a foreign educational qualification.¹¹⁷

In 2024, the Croatian Employment Service continued its regular activities in working with persons displaced from Ukraine, including their registration in the unemployment records and the assignment of employment counsellors for persons under temporary protection. Each individual was assigned an employment counsellor who is specifically trained to work with persons under temporary protection, while individual consultations were conducted in the presence of an interpreter for the Ukrainian language. According to Croatian Employment Service data, displaced persons from Ukraine face several challenges during the job-seeking process —primarily the language barrier and the need for part-time employment, which often applies to mothers with young children or individuals who arrived accompanied by elderly family members. To address the language barrier, the Ministry of Labour, Pension System, Family and Social Policy launched and financed Croatian language training programs in several key sectors: construction, tourism and hospitality, manufacturing, and the food industry. This program is integrated into the voucher system for the education of both employed and unemployed persons.¹¹⁸ In recent years, persons under temporary protection have participated in education and training programs through the voucher system and may apply under the same conditions as citizens of the Republic of Croatia, provided they have sufficient knowledge of the Croatian or English language to follow the educational program and have completed the process of recognition of their foreign educational qualifications.

¹¹⁴ Ministry of Interior web page, Croatia for Ukraine: <https://bit.ly/3p1tcMp>.

¹¹⁵ The Ministry of Interior, Directorate of Civil Protection web page, available at: <https://bit.ly/4c0Rf1D>.

¹¹⁶ Ministry of Interior, Official web page of Directorate of Civil Protection, available at: <https://bit.ly/3Hv1KNt>.

¹¹⁷ Information provided by the Croatian Employment Service on 15 January 2024.

¹¹⁸ Croatian Employment Service web page: <https://vauceri.hzz.hr/pruzatelj-obrazovanja-ponudite-programe-obrazovanja-ucenje-hrvatskog-jezika-za-strance-izrada-programa/>.

The Croatian Employment Service created leaflets in Ukrainian listing all the services it provides as well as a website with information related to the possibility of work, employment and support and application forms were translated into Ukrainian. Additionally, a protocol was drafted, and counsellors were trained to provide assistance to persons displaced from Ukraine, measures of active employment policy were agreed and adjusted, employers were invited to cooperate, etc. The Croatian Employment Service also collaborates with non-profit civil society organizations that work with persons displaced from Ukraine, with the aim of disseminating information to as many beneficiaries as possible. Printed publications were made available at regional offices and branches, and are also accessible in digital format. In cooperation with UNHCR Croatia and the Croatian Law Centre, the Croatian Employment Service produced a brochure titled *The Right to Work for Applicants for International Protection, Persons Granted International Protection, and Foreigners under Temporary Protection*.¹¹⁹ The brochure covers topics such as registration in the unemployment records, assistance in job seeking, inclusion in active labour market measures, as well as certain rights under the Labour Act. Furthermore, the Service joined the pilot project "EU Talent Pool",¹²⁰ which was initiated by the European Commission to map and identify the skills and abilities of persons displaced from Ukraine to facilitate their employment in the EU. As of 31 December 2024, the Croatian Employment Service recorded inquiries from 519 employers who had expressed interest in employing persons displaced from Ukraine.¹²¹

Employment counsellors provide assistance during the job search process and information about the rights of unemployed persons, such as: registration in the unemployment register of the Service, support in defining the work potential and job search plan, as well as occupations for which the counsellor will mediate on the labour market, workshops for active search jobs, information about jobs, funding of education to acquire the competencies needed on the labour market, inclusion in active employment policy measures, learning the Croatian language, etc.¹²²

In accordance with the Labour Market Act, temporary protection beneficiaries have the right to be registered in the unemployment register and are equal to Croatian citizens in terms of their rights and obligations.¹²³

As of 31 December 2024, a total of 440 persons under temporary protection were registered in the unemployment records of the Croatian Employment Service, of whom 338 were women. Of the total number of registered individuals, 33% had no formal education or had completed only primary school, 39% had completed secondary education, and 28% had a university degree or higher level of education. Furthermore, between 1 January and 31 December 2024, a total of 691 persons under temporary protection participated in individual counselling activities. Through the mediation of the Croatian Employment Service, 502 persons under temporary protection were employed between January 1 and 31 December 2024, of whom 399 were women. The majority of Ukrainian nationals found employment in food and beverage preparation and service, maintenance of commercial (tourist) facilities, sales, manufacturing, and administrative activities. In 2024, 103 persons under temporary protection were included in active labour market policy measures.¹²⁴

In the Republic of Croatia, the recognition and evaluation of foreign educational and professional qualifications are governed by two legislative acts. The Act on the Recognition and Evaluation of Foreign Educational Qualifications¹²⁵ oversees the assessment processes for foreign educational qualifications to enter professions not listed as regulated, as well as the recognition of foreign educational qualifications and study periods for the purpose of further education within Croatia. Depending on the nature of the foreign qualification, evaluation procedures for labour market access are conducted by the Agency for

¹¹⁹ Croatian Law Centre web page: <https://www.hpc.hr/2024/02/05/izradena-brosura-pravo-na-rad-trazitelja-medunarodne-zastite-osoba-s-odobrenom-medunarodnom-zastitom-i-osoba-pod-privremenom-zastitom/>.

¹²⁰ European Commission web page: <https://bit.ly/3HrbSqw>.

¹²¹ Information provided by the Croatian Employment Service on 27 January 2025.

¹²² Croatian Employment Service web page: <https://bit.ly/40WzIB2>.

¹²³ Article 14 (1) Labour Market Act.

¹²⁴ Information provided by Croatian Employment Service on 27 January 2025.

¹²⁵ Act on the Recognition and Evaluation of Foreign Educational Qualifications (OG no. 69/2022).

Education, the Agency for Vocational Education and Training and Adult Education, and the National ENIC/NARIC office of the Agency for Science and Higher Education. Conversely, recognition of foreign professional qualifications for entry into the labour market is governed by the Act on Regulated Professions and Recognition of Foreign Qualifications¹²⁶. Professional associations (chambers) or relevant ministries oversee this process and serve as the competent bodies responsible for conducting the procedure.

2. Access to education

According to the Act on International and Temporary Protection a TP holder has the right to access elementary and secondary education and to additional “requalification” under the same conditions as Croatian citizens.¹²⁷ The same right is also established under the provisions of the Act on Education in Primary and Secondary Schools.¹²⁸

In the Croatian system, “requalification” includes two possibilities: pre-qualification which corresponds to a pedagogical and professional activity by which people, already qualified in a profession, are trained for other professions through accelerated educational pathways (courses, lectures, exercises) and “additional qualification”, which aims at the acquisition of new knowledge and skills within the same profession.

According to data published on a news portal on 11 August 2023, provided by the Ministry of Science and Education, 1,394 children displaced from Ukraine were enrolled in the education system, and textbooks and educational materials were financed from the state budget. Of the total number of children, 1,171 were enrolled in the primary school system, while only 223 were enrolled in the secondary school system.¹²⁹

In July 2024, the Ministry of Science, Education and Youth adopted a decision on financing textbooks for secondary schools and other educational materials for primary and secondary school students displaced from Ukraine for the 2024/2025 school year.¹³⁰

The Ministry of Science, Education and Youth reported that in 2022 a total of 154 children in 39 small towns were enrolled in pre-school institutions, 1,295 pupils in primary school system and 260 in secondary school system, while 49 persons under temporary protection were enrolled in Croatian universities.¹³¹ The Ministry further reported that persons under temporary protection are not entitled to scholarships.

Every child who has been granted temporary protection status in the Republic of Croatia, and who is included in the education system in primary or secondary education, must be ensured: participation in preparatory classes of Croatian language without testing, simultaneous involvement in educational work of class (according to possibilities and abilities) and issuance of final grades and certificates.

Students attend preparatory classes for the Croatian language in the school where they are enrolled. The school that conducts preparatory classes is obliged to request the consent of the Ministry of Science and Education for holding these classes, for a duration of 70 hours.¹³² If the student has not met the minimum requirements, the school committee can grant them 70 additional hours.

¹²⁶ Act on Regulated Professions and Recognition of Foreign Qualifications (OG no. 82/2015, 70/2019, 47/2020, 123/2023).

¹²⁷ Article 88 Act on International and Temporary Protection.

¹²⁸ Article 45 and 46 of the Act on Education in Primary and Secondary Schools.

¹²⁹ News portal Srednja.hr, article published on 11 August 2023, available in Ukrainian at: <https://bit.ly/3VSx6UI>.

¹³⁰ Ministry of Science, Education and Youth web page: <https://mzom.gov.hr/vijesti/odluka-o-financiranju-udzbenika-za-srednje-skole-i-drugih-obrazovnih-materijala-za-osnovne-i-srednje-skole-ucenicima-raseljenima-iz-ukrajine-za-skolsku-godinu-2024-2025/6363>.

¹³¹ Croatian Law Centre, *The Croatian Asylum System in 2022- National Report*. The report was prepared as part of the project “Legal Assistance and Capacity Building for Access to Territory and Asylum in Croatia”, with financial support of the UNHCR Croatia: available in English at: <https://bit.ly/434T7RL>

¹³² Article 43 Act on Education in Elementary and Secondary Schools.

If the student is not in possession of documentation testifying to their previous education or if their documentation does not enable to prove their previous education, they are enrolled in the suitable class based on the parent's statement. Furthermore, if the student has not completed primary school by the age of fifteen, the administrative department for education of the county/City of Zagreb can organise primary school education for them according to the adult education program.¹³³

On the basis of the Act on Education in Primary and Secondary Schools, before regular enrolment in the first year of primary school, an expert committee should determine the child's psycho-physical condition. The psycho-physical condition is confirmed for the purpose of early enrolment, postponement or temporary exemption from enrolment in the first grade of primary school or in case the schooling has already begun.¹³⁴ The procedure is regulated on the basis of the Ordinance on the procedure for determining the psycho-physical condition of a child, a student and the composition of professional commissions, which governs and establishes an appropriate program for the education of students with developmental disabilities in primary and secondary schools.¹³⁵

The objective is to assess the psychological state of the child or student due to enrolment in the first grade of elementary school, early enrolment, postponement or temporary exemption from enrolment in the first grade of elementary school, temporary postponement of already started schooling and to determine an appropriate schooling program. The aforementioned procedure is carried out by the school's expert committee, which, on the proposal of the headmaster, appoints the administrative body of the county responsible for education affairs, or the City Office of the City of Zagreb. The expert committee consists of a school doctor, professional associates employed at the school, a classroom teacher and a Croatian language teacher. A school committee is not appointed for secondary schools, but the school's professional associates and teachers are obliged to monitor the development and needs of the students and, if necessary, they can propose to the teachers' council, in cooperation with the competent school medicine doctor, the implementation of additional measures such as inclusion in preparatory or supplementary Croatian language classes as deemed necessary for the students' well-being and academic progress.¹³⁶

Students from Ukraine who are planning their arrival in the Republic of Croatia and are interested in continuing their studies must first contact their *alma mater* university in Ukraine to check whether they have previous cooperation with universities in Croatia. If contact with the university in Ukraine is impossible, it is necessary to directly contact a university in Croatia that corresponds to their area of interest and the studies they have previously attended. Alternatives include the *Study in Croatia* initiative, coordinated by the Ministry of Science and Education of the Republic of Croatia and the Agency for Mobility and European Union Programs¹³⁷ as well as using one of the student exchange programs (Erasmus+, CEEPUS, Bilateral Academic Mobility Program), which include studying without paying tuition fees with monthly financial support, the amount of which depends on the mobility program. Students who come through Erasmus+, CEEPUS and the Bilateral Academic Mobility Program are provided with subsidised student meals in student canteens and accommodation in a student dormitory in accordance with available places.¹³⁸

On 24 August 24, 2023, the Ministry of Science, Education and Youth adopted a decision on co-financing the program for providing additional support to primary and secondary school students displaced from Ukraine in the 2023/2024 school year. The decision is aimed at co-financing and providing additional support and ensuring social integration of students displaced from Ukraine. The aforementioned decision includes co-financing of extracurricular classes (in the amount of up to a maximum of EUR 65.00 per day per student), parental share in the price of extended stay for primary school students, parental share in

¹³³ Ministry of Science, Education and Youth web page: <https://bit.ly/41W4fAy>.

¹³⁴ Article 20 of the Act on Education in Elementary and Secondary Schools.

¹³⁵ Article 2 of the Ordinance on the procedure for determining the psychophysical condition of a child, a student and the composition of professional commissions.

¹³⁶ Article 1 and 2 of the Ordinance on the procedure for determining the psychophysical condition of a child, a student and the composition of professional commissions.

¹³⁷ Study in Croatia web page, available at: <https://bit.ly/3npjpPF>.

¹³⁸ The Ministry of Interior web page, Croatia for Ukraine, available at: <https://bit.ly/3LsJ6qm>.

the economic cost of accommodation and food in the student dormitory for secondary school students, teaching and didactic materials and equipment, teaching materials for teachers who work in preparatory classes of the Croatian language and for students enrolled in these classes and other programs for the implementation of activities for the integration of students.

In July 2024, the Ministry of Science, Education and Youth adopted a decision to finance textbooks for secondary schools and other educational materials for primary and secondary school students displaced from Ukraine for the 2024/2025 school year, with the aim of providing additional support and ensuring equal access to education. The decision also includes the financing of extracurricular classes (up to a maximum of EUR 70 per day per student), the parental share in the cost of extended stay for primary school students, the parental share in the economic cost of accommodation and meals in student dormitories for secondary school students, teaching and didactic materials and equipment, teaching materials for teachers working in preparatory Croatian language classes, and other programs aimed at supporting the integration of students.

On 29 June 2023, the Ministry of Science and Education adopted a decision on the financing of textbooks for secondary schools and other educational materials for primary and secondary schools for students displaced from Ukraine for the school year. 2023/2024.¹³⁹ The Ministry of Science, Education and Youth adopted the same decision for the 2024/2025 school year in July 2024, continuing the financing of textbooks for secondary schools and other educational materials for primary and secondary school students displaced from Ukraine.¹⁴⁰

F. Social welfare

According to the provision of the Social Welfare Act, benefits and services within the social welfare system can be granted to persons under temporary protection.¹⁴¹

Persons under temporary protection are considered equal to citizens of the Republic of Croatia in terms of exercising the rights; which may be exercised if all conditions prescribed by the Act are met.

Social welfare activities are performed by social welfare institutions, local and regional self-government units, i.e., the City of Zagreb, associations, religious communities, other legal entities, craftsmen and other physical persons who perform social welfare activities, under the conditions and in the manner prescribed by the Act. All the activities within the social welfare system are carried under the Ministry of Labour, Pension System, Family and Social Policy.¹⁴²

The enjoyment of rights within the social welfare system is not determined by the beneficiary's place of residence. The Social Welfare Act prescribes provisions on territorial and *ratio materiae* jurisdiction that depend on the types of services that a person requests. Considering the territorial structure and centralisation of the state itself, it is easier to obtain some services in the area of the city of Zagreb than in smaller municipalities and settlements, but in general, all rights from the social welfare system are not territorially limited.

In 2024, the Croatian Institute for Social Work appointed special guardians for 49 children (13 boys and 36 girls) displaced from Ukraine who were found in the Republic of Croatia without the presence of a parent or legal guardian. As of 31 December 2024, a total of 103 Ukrainian children under temporary

¹³⁹ The Ministry of Science, Education and Youth, Decision on the financing of textbooks for secondary schools and other educational materials for primary and secondary schools for students displaced from Ukraine for the school year 2023/2024, available at: <https://bit.ly/3Wc2cld>.

¹⁴⁰ The Ministry of Science, Education and Youth Decision on the financing of textbooks for secondary schools and other educational materials for primary and secondary schools for students displaced from Ukraine for the school year 2024/2025, available at: <https://mzom.gov.hr/vijesti/odluka-o-financiranju-udzbenika-za-srednje-skole-i-drugih-obrazovnih-materijala-za-osnovne-i-srednje-skole-ucenicima-raseljenima-iz-ukrajine-za-skolsku-godinu-2024-2025/6363>.

¹⁴¹ Article 19 (2) of the Social Welfare Act.

¹⁴² Article 17 of the Social Welfare Act.

protection were under guardianship, including 74 boys and 29 girls. During 2024, three children from Ukraine were granted the right to accommodation services in community-based care centres. In the case of two children, the accommodation was short-term (48 hours), and the service was discontinued after the children were taken into care by their relatives. Throughout 2024, persons under temporary protection were granted various forms of financial support. These included the allowance for assistance and care (8 persons), the inclusive supplement (71 persons), one-time financial assistance (1,019 persons), the energy allowance for vulnerable energy buyers (63 persons), the personal disability allowance (13 persons), and the guaranteed minimum benefit (174 persons). As of 31 December 2024, the number of persons under temporary protection actively receiving these benefits was as follows: 7 persons received the allowance for assistance and care, 57 received the inclusive supplement, 51 received the energy allowance for vulnerable energy buyers, 3 received the personal disability allowance, and 126 persons received the guaranteed minimum benefit.¹⁴³

G. Health care

Pursuant to the Act on the Health Care of Foreigners, TP holders exercises the right to access health care services in health institutions and with private practice health workers in the public health service network to the same extent as an insured Croatian citizen with compulsory health insurance, and that is the case also for their family members.¹⁴⁴ When exercising the aforementioned rights, TP holders have to present their identity card.

TP holders have the right to be treated for acute conditions and chronic diseases by family medicine doctor, paediatrician, gynaecologist, and emergency dental services. Furthermore, they have the right to vaccination, testing and treatment against COVID-19, as well as the right to vaccination against other infectious diseases. TP holders will be referred to a specialist examination or hospital treatment if deemed necessary by a doctor.¹⁴⁵

The right to health care includes: primary health care, specialist-council health care, hospital health care, the right to medicines that are determined by the basic and supplementary list of medicines of the Croatian Health Insurance Fund (hereinafter: CHIF), dental aids that are determined by the basic and additional list of dental aids of the CHIF, orthopaedic and other aids that are determined by the basic and additional list of orthopaedic and other aids of the CHIF.¹⁴⁶

As previously mentioned, TP holders have the same rights as the persons who are insured under the compulsory health insurance, even though they are not officially insured. Only if TP holders are employed in the Republic of Croatia by a Croatian employer or if they enter the system of compulsory health insurance on some other basis, apart from the right to health care, they are entitled to monetary benefits and the possibility of concluding a supplementary health insurance policy, and if persons do not have supplementary health insurance, they are personally responsible for participating in the costs of health care.

At the very start of the temporary protection regime, there were problems with the translation of medical documentation, and volunteers of the Community of Ukrainians in Croatia helped TP holders by translating the documentation.

¹⁴³ Information provided by the Croatian Institute for Social Work on 19 February 2025.

¹⁴⁴ Article 21 (1) Act on the Health Care of Foreigners.

¹⁴⁵ Ministry of Health web page: <https://bit.ly/40W20vB>.

¹⁴⁶ Ministry of Health web page: <https://bit.ly/40W20vB>.