

# Temporary Protection Slovenia

2025 Update

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

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# Temporary Protection Procedure

## A. General

On 4 March 2022, the Council of the European Union adopted the Council Implementing Decision (EU) 2022/382<sup>1</sup> (hereinafter: Council Decision) to activate the Council Directive 2001/55/EC (hereinafter: Temporary Protection Directive or TPD),<sup>2</sup> providing immediate and temporary protection to persons displaced from Ukraine on or after 24 February 2022 due to the military invasion of the Russian armed forces. On 9 March 2022, the Government of the Republic of Slovenia adopted the Decision establishing temporary protection for persons displaced from Ukraine (hereinafter: Government Decision),<sup>3</sup> which entered into force on 10 March 2022. The Government decision allowed for the activation of the Temporary Protection of Displaced Persons Act (ZZZRO),<sup>4</sup> which was adopted in 2005 to transpose the TPD. The Act regulates the introduction, duration and termination of the temporary protection of displaced persons (hereinafter: temporary protection or temporary protection), the conditions and procedures for obtaining temporary protection and the termination thereof, and the rights and obligations of persons enjoying temporary protection. In accordance with the Government Decision, temporary protection was introduced from the date of entry into force of the decision and for a period of one year,<sup>5</sup> with the possibility of extension for a maximum of two times for a period of six months each.<sup>6</sup> However, on 25 March 2025, the new Temporary Protection of Displaced Persons Act (ZZZRO-1) was adopted by the National Assembly and entered into force on 19 April 2025.<sup>7</sup> With the new act, the legislator is thoroughly revising the 2005 act, aiming to provide solutions to alleviate the overload of the competent state authorities involved in temporary protection procedures, as well as to mitigate the alleged negative effects in all areas of state activity (e.g., social protection, healthcare, public security). Under the new law, a special government decision is no longer required to activate temporary protection in Slovenia, as protection is activated directly on the basis of a decision of the Council of the European Union.<sup>8</sup> The Act became applicable three months after its entry into force (i.e., on 19 July 2025), with the exception of certain provisions.<sup>9</sup> The adoption of the law was followed by the adoption of the corresponding implementing regulations (i.e., the Decree on the methods of exercising and ensuring rights of applicants for temporary protection and persons with temporary protection,<sup>10</sup> and the Decree on the house rules of accommodation centres and other accommodation facilities for applicants for temporary protection and persons with temporary protection<sup>11</sup>). Moreover, the Decision establishing temporary protection for displaced persons from Ukraine was amended to extend temporary protection in the Republic of Slovenia until 4 March

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<sup>1</sup> Council Implementing Decision (EU) 2022/382 of 4 March 2022 establishing the existence of a mass influx of displaced persons from Ukraine within the meaning of Article 5 of Directive 2001/55/EC, and having the effect of introducing temporary protection, OJ L 71/1, available [here](#).

<sup>2</sup> Council Directive 2001/55/EC of 20 July 2001 on minimum standards for giving temporary protection in the event of a mass influx of displaced persons and on measures promoting a balance of efforts between Member States in receiving such persons and bearing the consequences thereof [2001] OJ L 212/12, available at <http://bit.ly/409uJhu>.

<sup>3</sup> Decision establishing temporary protection for persons displaced from Ukraine, Official Gazette of RS, No. 32/22.

<sup>4</sup> Temporary Protection of Displaced Persons Act (ZZZRO), Official Gazette of RS, No. 16/17.

<sup>6</sup> Article 2 Government Decision.

<sup>7</sup> Temporary Protection of Displaced Persons Act (ZZZRO-1), Official Gazette of RS, No. 22/25.

<sup>8</sup> Government of the Republic of Slovenia (GOV.SI), *Nov Zakon o začasni zaščiti razseljenih oseb*, available in Slovenian [here](#).

<sup>9</sup> The first, second, and sixth paragraphs of Article 64 and the fourth paragraph of Article 65 of ZZZRO-1 became applicable six months following its entry into force, whereas Article 70 became applicable on the day following the entry into force of the Act.

<sup>10</sup> Decree on the methods of exercising and ensuring rights of applicants for temporary protection and persons with temporary protection, Official Gazette of RS, No. 55/25.

<sup>11</sup> Decree on the house rules of accommodation centres and other accommodation facilities for applicants for temporary protection and persons with temporary protection, Official Gazette of RS, No. 55/25.

2026,<sup>12</sup> in accordance with the Council Implementing Decision (EU) 2024/1836 of 25 June 2024 extending temporary protection as introduced by Implementing Decision (EU) 2022/382.<sup>13</sup>

A person whose temporary protection status has ended due to the expiry of the temporary protection period may reside in the Republic of Slovenia for a maximum of 30 days after the expiry of the temporary protection period, unless they are required to leave the Republic of Slovenia based on a decision of the competent state authority. After the expiry of this period, the person shall be treated in accordance with the provisions of the Foreigners Act.<sup>14</sup>

### Main legislative acts on temporary protection

Title (EN)	Original Title (HU)	Abbreviation	Web Link
Temporary Protection of Displaced Persons Act, Official Gazette of RS, no. 22/25	Zakon o začasni zaščiti razseljenih oseb, Uradni list RS, št. 22/25	ZZZRO-1	<a href="https://bit.ly/4jd93df">https://bit.ly/4jd93df</a> (SI)
Temporary Protection of Displaced Persons Act, Official Gazette of RS, no. 16/17	Zakon o začasni zaščiti razseljenih oseb, Uradni list RS, št. 16/17	ZZZRO	<a href="https://bit.ly/3ac7w8T">https://bit.ly/3ac7w8T</a> (SI)

### Main implementing decrees, guidelines and regulations on temporary protection

Title (EN)	Original Title (HU)	Abbreviation	Web Link
Decision establishing temporary protection for persons displaced from Ukraine, Official Gazette of RS, No. 32/22, 4/24 and 74/24	Sklep o uvedbi začasne zaščite za razseljene osebe iz Ukrajine, Uradni list RS, št. 32/22, 4/24 in 74/24	Government Decision	<a href="http://bit.ly/3jDcuQQ">http://bit.ly/3jDcuQQ</a> (SI)
Decree on the methods of exercising and ensuring rights of applicants for temporary protection and persons with temporary protection, Official Gazette of RS, No. 55/25	Uredba o načinu uveljavljanja in zagotavljanja pravic prosilcem za začasno zaščito in osebam z začasno zaščito, Uradni list RS, št. 55/25		<a href="https://bit.ly/44MdG9g">https://bit.ly/44MdG9g</a> (SI)
Decree on the methods for ensuring rights of persons enjoying temporary protection, Official Gazette of RS, No. 42/22, 151/22, 109/23 and 74/24	Uredba o načinu zagotavljanja pravic osebam z začasno zaščito, Uradni list RS, št. 42/22, 151/22, 109/23 in 74/24		<a href="https://bit.ly/3Mt2UcH">https://bit.ly/3Mt2UcH</a> (SI)
Decree on the house rules of accommodation centres and other accommodation facilities for applicants for temporary protection and persons with temporary protection, Official Gazette of RS, No. 55/25	Uredba o hišnem redu nastanitvenih centrov in drugih nastanitvenih kapacitet za prosilce za začasno zaščito in osebe z začasno zaščito Uradni list RS, št. 55/25		<a href="https://bit.ly/49xYb7n">https://bit.ly/49xYb7n</a> (SI)
Rules on the forms of applications, certificates, identity card and relocation pass, issued in procedures for	Pravilnik o obrazcih vlog, potrdil, izkaznice in prepustnice za premestitev, ki se izdajo v postopkih začasne zaščite		<a href="https://bit.ly/4pWUIKN">https://bit.ly/4pWUIKN</a> (SI)

<sup>12</sup> Decision amending the Decision establishing temporary protection for displaced persons from Ukraine, Official Gazette of RS, No. 74/24.

<sup>13</sup> Council Implementing Decision (EU) 2024/1836 of 25 June 2024 extending temporary protection as introduced by Implementing Decision (EU) 2022/382, OJ L 2024/1836, available [here](#).

<sup>14</sup> Article 23(1) ZZZRO-1.

temporary protection of displaced persons, Official Gazette of RS, No. 55/25	razseljenih oseb, Uradni list RS, št. 55/25		
Rules on the application for granting temporary protection and on the identity card of persons enjoying temporary protection, Official Gazette of RS, No. 43/22	Pravilnik o vlogi za začasno zaščito in izkaznici osebe z začasno zaščito, Uradni list RS, št. 43/22		<a href="http://bit.ly/3jxNMRR">http://bit.ly/3jxNMRR</a> (SI)
Decision determining the allowance for private accommodation, Official Gazette of RS, No. 41/14	Sklep o določitvi denarnega nadomestila za zasebno nastanitev, Uradni list RS, št. 41/14		<a href="http://bit.ly/3GpCDeU">http://bit.ly/3GpCDeU</a> (SI)
Rules on the procedure concerning transferal of persons enjoying temporary protection, Official Gazette of RS, No. 110/05	Pravilnik o postopku premestitve oseb z začasno zaščito, Uradni list RS, št. 110/05		<a href="http://bit.ly/3WPiOCO">http://bit.ly/3WPiOCO</a> (SI)
Instructions on the procedure and method of dealing with persons illegally entering the Republic of Slovenia during the period when covered by temporary protection, Official Gazette of RS, No 34/06 and 58/22.	Navodilo o postopku in načinu ravnanja z osebami, ki v času trajanja začasne zaščite nezakonito vstopijo v Republiko Slovenijo, Uradni list RS, št. 34/06 in 58/22		<a href="http://bit.ly/3vmlLOy">http://bit.ly/3vmlLOy</a> (SI)

Article 9 of the ZZZRO-1, which regulates the introduction of temporary protection in Slovenia, provides that temporary protection shall be introduced on the date of entry into force of the decision of the Council of the European Union referred to in Article 5 of Directive 2001/55/EC. The National Assembly may, upon a proposal from the Government, after entry into force of the decision of the Council of the European Union, taking into account the assessment of the expected number of arrivals, the reception capacity of the Republic of Slovenia and the possibilities of integration, adopt a decision extending temporary protection to additional categories of persons, in addition to those referred to in the decision of the Council of the European Union, when they are displaced for the same reasons and from the same country or region of origin. The Government shall immediately notify the Council of the European Union and the European Commission thereof. After the introduction of temporary protection, the Government shall adopt a plan for the treatment of displaced persons for whom temporary protection is introduced.

In comparison with Article 10 of the ZZZRO, which has no longer been applicable since 19 July 2025, the ZZZRO-1 no longer stipulates that a Government decision introducing temporary protection must specify the number of persons to be granted temporary protection by the Republic of Slovenia and the conditions in which this quota may be exceeded. As mentioned in previous AIDA reports for Slovenia,<sup>15</sup> PIC has found the Government Decision to be lacking in this regard, as the number of persons to whom Slovenia would offer temporary protection has never been specified. On 10 March 2022, the Government explained that such a number was not included because it was impossible to estimate the number of persons to whom the Republic of Slovenia would provide temporary protection and to assess the reception facilities at the time of adopting the Decision.<sup>16</sup> The Government also noted that the vast majority of displaced persons from Ukraine was, at that time, housed at private addresses, which was expected to change in the following days, causing reception capacities to be increased accordingly. Further explanation was provided in that the exact number of persons is also not specified in the implementing decision of the Council of the EU, even though Article 5(3) of the directive requires that the decision also includes, *inter alia*, data received from the Member States on their reception capacities. According to the Minister of the Interior at the time, Slovenia could provide a temporary home to approximately 180,000 to 200,000

<sup>15</sup> AIDA country reports on Slovenia are available [here](#).

<sup>16</sup> 24ur.com, *Število oseb, ki jim bo Slovenija nudila začasno zaščito, trenutno ni omejeno*, 10 March 2022, available in Slovenian [here](#).

refugees from Ukraine altogether at the time of the said statement.<sup>17</sup> Even with the extension of temporary protection until 4 March 2027, no further information on the estimated number of persons to whom the Republic of Slovenia would provide temporary protection has been announced by the Government. Moreover, under the new law, the specification of the number of persons to be granted temporary protection by the Republic of Slovenia is no longer required.

The Government Decision introducing temporary protection in the Republic of Slovenia thus sets the categories of persons to whom the temporary protection is granted, the duration of temporary protection and the rules applicable to the persons concerned after termination of temporary protection.

Further, on 17 July 2025, the Decree on the methods of exercising and ensuring the rights of applicants for temporary protection and persons with temporary protection was adopted and entered into force on 19 July 2025, replacing the previous decree regulating this area. It specifies how to ensure the rights of applicants for temporary protection and persons with temporary protection in more detail.

The previously applicable ZZZRO was adopted in 2005 and was amended only in 2017, to regulate the separation of powers between the Government Office for the Support and Integration of Migrants (hereinafter: UOIM) and the Ministry of the Interior (hereinafter: Ministry). Since its first activation in 2022, several issues regarding temporary protection have arisen in practice, demonstrating the need for legislative amendments in this regard, as addressed in previous AIDA country reports on Slovenia. One of the main issues with the Act was that it was outdated and deficient in some pressing areas, particularly with respect to providing a clearer regulation of the relationship between temporary protection and international protection and the transition between the statuses, as well as transition to any other legal ground for residing in Slovenia after the cessation of temporary protection (such as for the purpose of employment, self-employment, studies, etc.). Considering that, over time, there have been certain legal developments regarding international protection, while no such significant amendments were made in relation to temporary protection, it was also necessary to modernise the system of temporary protection and to bring it closer to the system of international protection, *mutatis mutandis*, considering that the two institutes are essentially comparable in rationale. The ZZZRO also inadequately transposed the Temporary Protection Directive. For these reasons, a new Temporary Protection of Displaced Persons Act (ZZZRO-1),<sup>18</sup> proposed by the Ministry of the Interior, which was finally adopted on 25 March 2025, with most provisions coming into effect 3 months after its entry into force, i.e. from 20 July 2025.

The new law addresses the overload of competent state authorities involved in temporary protection procedures, and also aims to mitigate the alleged negative effects in all areas of state activity. As explained by the Ministry of the Interior,<sup>19</sup> the procedure for granting temporary protection status has also been simplified and the situation in which temporary protection and international protection procedures run simultaneously is more clearly regulated, as rules are established to determine which status (temporary protection or international protection) takes priority in such cases. The grounds for the cessation of temporary protection status are regulated in greater detail. The new law also provides for the possibility of transitioning to other statuses after the termination of temporary protection, allowing a person to remain on the territory of the Republic of Slovenia for a further 30 days, during which time they may arrange a lawful basis for residence (for example, by applying for a permit under the Foreigners Act).

## Statistics

According to official statistics provided by the General Police Directorate, in 2025, a total of 1,726 applications for temporary protection were submitted to the Police in comparison with the 1,788 applications submitted in 2024. 1,705 were lodged by Ukrainian citizens, 7 by Russian citizens, and the rest were of other nationalities (e.g., citizens of Georgia, Moldova). In addition to those granted temporary

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<sup>17</sup> MMC RTV Slovenija, *Hojs: Slovenija je pripravljena sprejeti do 200.000 beguncev iz Ukrajine*, 27 February 2022, available in Slovenian [here](#).

<sup>18</sup> ZZZRO-1, Official Gazette of RS, no. 22/25.

<sup>19</sup> Government of the Republic of Slovenia (GOV.SI), *Nov Zakon o začasni zaščiti razseljenih oseb*, available in Slovenian [here](#).

protection, there were also individuals who may have been displaced – directly or indirectly – by the ongoing conflict but who fall outside the scope of the Temporary Protection Directive. For example, since the declaration of partial mobilisation by the Russian president on 21 September 2022, a certain number of Russian citizens have sought protection in the Republic of Slovenia According to the findings of the General Police Directorate.<sup>20</sup> In 2025, 18 Russian citizens applied for international protection, compared to 48 in 2024.<sup>21</sup> However, it should be noted that the competent authorities do not collect data in a manner that would indicate the specific reasons for seeking protection. As such, it is not possible to definitively determine whether these applications are linked to displacement caused by the conflict. Nevertheless, according to the author of this report, given the context, it can be reasonably assumed that at least some of these individuals were affected – either directly or indirectly – by the war.

However, not all applicants apply for temporary protection at the Police, as they may also apply directly at the territorially competent administrative units, which is the authority deciding on granting temporary protection. According to the statistics of the Ministry of the Interior provided to PIC, a total of 1,741 persons applied for temporary protection in the Republic of Slovenia in 2025. 1,703 were Ukrainian citizens, 5 were Russian citizens and others were of other nationalities (e.g., 2 from Georgia). In 2025, temporary protection was granted to 1,606 persons, of which 1,585 were Ukrainian citizens, 2 were Russian citizens and others were of other nationalities (such as citizens of Georgia, Moldova, the United Kingdom). Additionally, 18 applications for temporary protection were dismissed, 28 were rejected and 42 procedures were stopped.<sup>22</sup> In the same period Ukrainian citizens also submitted 57 applications for international protection.<sup>23</sup>

## B. Qualification for temporary protection

The general definition of the specific groups of displaced persons to whom temporary protection applies in the national context is foreseen in Article 3 of the ZZZRO-1. In particular, it refers to third-country nationals or stateless persons in respect of whom temporary protection has been introduced pursuant to the decision of the Council of the European Union referred to in Article 5 of Directive 2001/55/EC or the decision of the National Assembly of the Republic of Slovenia,<sup>24</sup> and who have left their country or region of origin or have been evacuated and are unable to undertake a safe and durable return due to the situation prevailing in that country or region, and who may be regarded as persons falling within Article 1A of the Geneva Convention relating to the Status of Refugees of 28 July 1951, or other legislation governing international protection.

Displaced persons are, in particular:

- ❖ persons who have fled areas of armed conflict or endemic violence; and
- ❖ persons at serious risk of, or who have been the victims of, systematic or generalised violations of their human rights.

Compared to the previous ZZZRO, the ZZZRO-1 provides a more explicit and structured definition of displaced persons, as it expressly links the definition to the formal introduction of temporary protection by means of the decision of the Council of the European Union pursuant to Council Directive 2001/55/EC or a decision of the National Assembly. The new definition therefore introduces a clearer institutional and procedural basis for determining the group of beneficiaries. Substantively, however, the core elements of the definition, such as reference to armed conflict, endemic violence, and systematic or generalised human rights violations, remain unchanged.

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<sup>20</sup> Official statistics provided by the General Police Directorate, February 2023 and February 2024.

<sup>21</sup> Government of the Republic of Slovenia, *Priseljevanje v Slovenijo*, available in Slovenian [here](#).

<sup>22</sup> Official statistics provided by the Ministry of the Interior, March 2026.

<sup>23</sup> Government of the Republic of Slovenia, *Priseljevanje v Slovenijo*, available in Slovenian [here](#).

<sup>24</sup> According to Article 9 of the ZZZRO-1, temporary protection is introduced upon the entry into force of the decision of the Council of the European Union referred to in Article 5 of Directive 2001/55/EC, while the National Assembly may, upon a proposal by the Government, extend it to additional categories of displaced persons.

As per the Government Decision introducing temporary protection in the Republic of Slovenia for persons displaced from Ukraine on or after 24 February 2022 due to the military invasion by the Russian Armed Forces,<sup>25</sup> the following categories of persons residing in Ukraine before 24 February 2022 are eligible for temporary protection<sup>26</sup>:

- ❖ citizens of Ukraine,
- ❖ stateless persons and third-country nationals who are not citizens of Ukraine and who were granted international protection or other equivalent national protection in Ukraine,
- ❖ family members of the persons referred to in the first and second indents of this paragraph, as defined in Article 36 of the ZZZRO, *i.e.*:
  - a spouse or a person who had lived with the person who was granted temporary protection before their arrival in the Republic of Slovenia, for at least one year, in a domestic community that is equal in legal consequences to a marriage pursuant to the Family Code;<sup>27</sup>
  - the children of the person granted temporary protection, as long as the person is obliged to support them;<sup>28</sup>
  - stepchildren if they support their stepfather or stepmother, and a stepmother or stepfather if they support their stepchildren;<sup>29</sup>
  - grandchildren and nephews of the person granted temporary protection, in so far as that person is supporting the grandchildren or nephews who are without parents;
  - other close relatives of the person granted temporary protection, if they had lived together as a family before their arrival in the Republic of Slovenia and were supported by the person who has obtained temporary protection,
- ❖ stateless persons and third-country nationals who are not citizens of Ukraine and who resided in Ukraine on the basis of a valid permanent residence permit and who are unable to return to their country or region of origin in a safe and sustainable or lasting manner.

It should be noted that the Government Decision continues to refer to family members as defined in Article 36 of the ZZZRO, which defines “close family members” for the purpose of determining entitlement to temporary protection, *i.e.*, extending such protection to close family members of a person granted temporary protection. By contrast, the ZZZRO-1 provides a general and revised definition of family members. Under the ZZZRO-1,<sup>30</sup> family members of persons with temporary protection are defined as third-country nationals or stateless persons who formed part of a family that already existed prior to arrival in the Republic of Slovenia, namely: a) the spouse of the person with temporary protection, cohabiting partner or a partner from another form of legally recognised partnership, whereby in a polygamous relationship only one person is considered a family member, *i.e.*, the one determined by the person with temporary protection, b) minor children of the person with temporary protection or the person from the previous point, if they are unmarried, regardless of whether they were born in a legal or consensual union or adopted, c) children of the person with temporary protection born in the Republic of Slovenia, č) the father, mother or other adult responsible for the person with temporary protection, if the said person is a minor and unmarried, d) unmarried minor siblings of the person with temporary protection, e) other relatives where a *de facto* family relationship exists (which primarily means genuine family ties between family members, physical care, protection, security, emotional support and financial dependency).

The Council Decision allows Member States to extend temporary protection to additional categories of displaced persons beyond those to whom the Decision applies,<sup>31</sup> including those persons who fled Ukraine not long before 24 February 2022 as tensions increased or who found themselves in the territory

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<sup>25</sup> Article 1(1) Government Decision.

<sup>26</sup> Article 1(2) Government Decision.

<sup>27</sup> Family Code, Official Gazette of the Republic of Slovenia, no. 15/17 and subsequent amendments.

<sup>28</sup> The notion of ‘obligation to support’ in family relations is regulated in the Family Code, which stipulates that parents are obliged to support their minor children, *i.e.*, until they reach the age of 18, or until the age of 26, as long as they are enrolled into school as regular students.

<sup>29</sup> *Ibid.*

<sup>30</sup> Article 3(point 9) ZZZRO-1.

<sup>31</sup> Where those persons are displaced for the same reasons and from the same country or region of origin as referred to in the Decision.

of the EU just before that date and who, as a result of the armed conflict, cannot return to Ukraine. Despite this possibility, in the Republic of Slovenia only persons fulfilling the condition of leaving Ukraine on or after 24 February 2022 are considered eligible for temporary protection. Persons that are not eligible for temporary protection can however apply for international protection.<sup>32</sup>

In practice PIC observed that the definition of persons to whom temporary protection applies in accordance with the Government Decision has been interpreted very narrowly by the competent authorities in Slovenia. Therefore, individuals who otherwise fall into one of the listed categories but were not physically located on the territory of Ukraine at the time of the outbreak of the war on 24 February 2022, despite residing in Ukraine before the date, are not entitled to temporary protection. Strictly conditioning eligibility for temporary protection on the date a person left Ukraine has shown to be problematic, despite such persons being able to apply for international protection as an alternative. Namely, per PIC's staff direct practical experience, multiple Ukrainians that were not eligible for temporary protection had certain reservations regarding applying for international protection, mainly due to not being able to visit Ukraine to maintain properties, visit family members and to assess the current situation, while under international protection, as in accordance with the International Protection Act,<sup>33</sup> a person's voluntary return to the home country is one of the grounds for cessation of their international protection status. Whereas temporary protection allows for a greater degree of mobility, the new ZZZRO-1 links absence from the Republic of Slovenia and return to the country or region of origin to certain legal consequences. In particular, temporary protection status shall cease if a person voluntarily permanently returns to the country or region of origin or permanently leaves for another country. The assessment of this reason takes into account, in particular, the duration of absence from the Republic of Slovenia and the person's unavailability to the competent authorities during this time.<sup>34</sup> Moreover, absence from the Republic of Slovenia exceeding one month may affect the beneficiaries' entitlement to financial assistance and financial assistance for private accommodation.<sup>35</sup> In addition, under the provision governing the obligations of persons granted temporary protection, a person with temporary protection shall inform the competent authorities of all facts and changes in circumstances affecting the exercise of their rights and the fulfilment of their obligations. This includes, *inter alia*, absence from the Republic of Slovenia exceeding 15 days, as well as voluntary permanent return to the country or region of origin.<sup>36</sup> However, the ZZZRO-1 does not further specify any direct legal consequences solely linked to an absence exceeding 15 days.

### **Third country nationals and stateless persons**

As stipulated in the Government Decision, besides citizens of Ukraine, stateless persons and third-country nationals who were granted international protection or other equivalent national protection in Ukraine, and stateless persons and third-country nationals who resided in Ukraine on the basis of a valid permanent residence permit and who are unable to return to their country or region of origin in a safe and sustainable or lasting manner, are entitled to temporary protection. Another category of third country nationals and stateless persons that are eligible for temporary protection are family members as defined in the Government Decision with reference to Article 36 of the ZZZRO, where the families were already residing in Ukraine before 24 February 2022 and provided they have themselves been displaced on or after 24 February 2022. When presenting themselves to the competent authorities in the Republic of Slovenia, family members of an Ukrainian national or of a stateless person or third-country national who was granted international protection or other equivalent national protection in Ukraine, need to prove that they were displaced on or after 24 February 2022 and provide documentary evidence attesting family relationship or family unity and that the family was present and residing in Ukraine before 24 February 2022.

In accordance with the TPD, Member States may also extend temporary protection to all other stateless persons or nationals of third countries other than Ukraine residing legally in Ukraine who are unable to

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<sup>32</sup> Information provided by the Ministry of the Interior, February 2024.

<sup>33</sup> Article 67(1) International Protection Act, Official Gazette of RS, No. 16/17 and subsequent amendments.

<sup>34</sup> Article 19(1) ZZZRO-1.

<sup>35</sup> Article 43(2) ZZZRO-1.

<sup>36</sup> Article 56(2) ZZZRO-1.

return in safe and durable conditions to their country or region of origin, which could include third-country nationals who were studying or working in Ukraine on a short-term basis at the time of the events leading to the mass influx of displaced persons. The ZZZRO-1 also provides for the possibility for the National Assembly, upon a proposal from the Government, of taking into account the assessment of the expected number of arrivals, the reception capacities of the Republic of Slovenia and the possibilities of integration, in view of adopting a decision extending temporary protection to additional categories of persons, in addition to those referred to in the decision of the Council of the European Union, when they are displaced for the same reasons and from the same country or region of origin. In such case, the Government shall immediately inform the Council of the European Union and the European Commission thereof.<sup>37</sup> However, in Slovenia this option has so far not been exercised yet. Third country nationals and stateless persons who fall within the scope of the Government Decision are required to substantiate that they meet the eligibility criteria by presenting the relevant supporting documents to the competent authorities in the procedure for obtaining temporary protection. Other groups, such as students who were staying in Ukraine on a short-term basis and who do not have a permanent residence permit are, therefore, not included under this scope.

In accordance with the ZZZRO-1, a child of a person with temporary protection who is born in the Republic of Slovenia after the parent has been granted temporary protection status, and who does not acquire Slovenian citizenship, shall not be required to obtain a residence permit during the first two months following their birth. The competent authority shall, *ex officio*, grant temporary protection status to the child no later than within two months of birth, by issuing the identity card of a person enjoying temporary protection, which shall be valid from the date of the child's birth.<sup>38</sup> When a child of a person with temporary protection is born abroad under the same conditions, the procedure requires the submission of an application lodged by their parent (i.e., a temporary protection holder). The competent authority shall grant the child temporary protection status, provided that the parent with temporary protection resides in the Republic of Slovenia. The application shall be submitted within two months of the child's entry into the Republic of Slovenia and shall be accompanied by an extract from the register of births or, where it cannot be obtained, another document attesting to the child's birth abroad.<sup>39</sup>

People fleeing Ukraine, who do not fall under the scope of the temporary protection regime, including family members that are not eligible for temporary protection in view of the criteria of having been displaced on or after 24 February 2022 and of providing documentary evidence of family relationship, can apply for international protection in line with the International Protection Act (IPA). As PIC observed, in practice, this has caused certain issues to nationals of Ukraine and their family members who are not included under the scope of persons eligible for temporary protection, as they have to apply in separate procedures for different types of protection, *i.e.*, temporary and international protection, in order to be able to legally stay in Slovenia, which also entails certain differences in their rights and being subject to restrictions or not. Illustratively, applicants for international protection are not allowed to move freely on the territory, as their freedom of movement is generally limited to the municipality in which they are accommodated,<sup>40</sup> with the exception of unaccompanied minors, who are not subject to the restriction.<sup>41</sup> Furthermore, as soon as the positive decision on their asylum applications becomes enforceable,<sup>42</sup> *i.e.*, within 15 days of being granted status, international protection holders are also obliged to leave the accommodation centres.<sup>43</sup> Meanwhile, in line with the current legislation, no such limitation with respect to accommodation in accommodation centres is in force for temporary protection holders. The procedure for international protection is generally also much longer than the procedure for temporary protection, which consequently leads to family members that are entitled to temporary protection enjoying the related rights (such as financial aid, the right to work etc.) much sooner than those that apply for and are granted international protection.

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<sup>37</sup> Article 9(2) ZZZRO-1.

<sup>38</sup> Article 16(5) ZZZRO-1.

<sup>39</sup> Article 16(6) ZZZRO-1.

<sup>40</sup> Article 78(1), first indent IPA.

<sup>41</sup> Article 78(7) IPA.

<sup>42</sup> Article 78(2) IPA.

<sup>43</sup> Article 70 (1) IPA.

## Extension of the TPD

In accordance with the Government Decision establishing temporary protection, the duration of temporary protection, activated in March 2022, was initially determined to be for one year, until 4 March 2023, reflecting the Council Implementing Decision (EU) 2022/382, with the possibility of being extended for a maximum of two times for periods of six months each.

Lastly, temporary protection for displaced persons from Ukraine in Slovenia was extended until 4 March 2027 following the Council Implementing Decision (EU) 2025/1460 of 15 July 2025. In accordance with the Temporary Protection of Displaced Persons Act,<sup>44</sup> temporary protection is introduced on the date of entry into force of the decision of the Council of the European Union referred to in Article 5 of Directive 2001/55/EC, which means that temporary protection is introduced automatically and the adoption of a special decision at the national level is no longer necessary (until now, temporary protection in the Republic of Slovenia had been extended by the Decision establishing temporary protection for persons displaced from Ukraine).

As was done for the previous extensions of the application of the TPD, in the case of persons who have already been granted temporary protection, the administrative units will *ex officio* issue new identity cards reflecting the new validity period (i.e., until 4 March 2027). In all procedures for the granting of temporary protection in which a decision has not yet been made, in the event of a positive decision, the administrative units will issue a temporary protection identity card valid until 4 March 2027.<sup>45</sup> In the previous processes of re-issuing the identity cards, PIC has received information from a few individuals regarding certain delays in the issuance of the updated identity cards, although in general no major issues were reported.<sup>46</sup> Additionally, the Ministry of the Interior notes that, as in previous extensions, if, due to the volume of cases, the administrative units do not manage to issue new identity cards *ex officio* by 4 March 2026, the temporary protection status of the persons concerned will not cease upon the expiry of their current identity cards on that date. Consequently, such persons will not be considered as residing unlawfully in the Republic of Slovenia, as the expiry of the identity card does not constitute grounds for the termination of temporary protection in accordance with the ZZZRO-1.<sup>47</sup>

## C. Access to temporary protection and registration

### 1. Admission to territory

No reports or testimonies concerning persons fleeing Ukraine who may have been refused entry at the border have been collected by PIC. To the best of the authors' knowledge, no such reports by other NGOs or the media have been made public.

However, according to data provided to PIC by the General Police Directorate in January 2026, entry into the Republic of Slovenia was refused to 108 Ukrainian nationals in 2025. No data are available on whether the individuals concerned were displaced persons. Furthermore, the General Police Directorate did not provide information on the reasons for the refusal of entry in these cases.

For citizens of Ukraine, entry into Slovenia is lawful on several bases. Firstly, based on Regulation (EU) 2018/1806 of the European Parliament and Council that established which third country nationals must be in possession of a visa when crossing the external borders of the EU and which are exempt from that requirement, Ukraine is one of the third countries whose nationals are exempt from the requirement to be

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<sup>44</sup> Article 9(1) ZZZRO-1.

<sup>45</sup> Ministry of the Interior, *Podaljšanje začasne zaščite za razseljene osebe iz Ukrajine še za eno leto, do 4. marca 2027 – obvestilo*, 17 September 2025, available [here](#).

<sup>46</sup> Practice-based observation by PIC, January 2025.

<sup>47</sup> Ministry of the Interior, *Podaljšanje začasne zaščite za razseljene osebe iz Ukrajine še za eno leto, do 4. marca 2027 – obvestilo*, 17 September 2025, available [here](#).

in possession of a visa when crossing the external borders of the member states for stays of no more than 90 days in any 180-day period. The exemption from the visa requirement is limited to the holders of biometric passports issued by Ukraine.<sup>48</sup> In line with this, Ukrainian nationals do not require a visa to enter Slovenia and are legally able to stay in the country for up to 90 days in any period of 180 days, the same as for any other foreigners who, on the basis of the legal system of the European Union or an international treaty or a decision of the Government of the Republic of Slovenia, does not need a visa to enter and stay in the Republic of Slovenia.<sup>49</sup>

After the expiration of the allowed short-term residence, their stay in the country is illegal unless they obtain another basis for residence in Slovenia.<sup>50</sup>

Some flexibility on entry conditions was established on humanitarian grounds according to information from the Government of the Republic of Slovenia.<sup>51</sup> Illustratively, according to the latter, if residents of Ukraine enter the Republic of Slovenia without proper documents, e.g., only with internal documents (Ukrainian passports) that are not biometric and without a visa, the Police will take into account the individual circumstances and the situation in Ukraine, and merely issue a warning to the individual without a fine. In other circumstances, such entry into the territory would be considered an offense under the Foreigners Act. Regardless, such persons then do have to promptly obtain a legal basis for residence in Slovenia.

People fleeing from Ukraine can also apply for temporary or international protection in Slovenia after their other legal basis for residence in Slovenia (e.g., short-term visa-free stay) expires or immediately when crossing the border. A person who expresses their intention to seek temporary protection in the Republic of Slovenia shall be permitted to enter the country.<sup>52</sup> As aforementioned, persons fleeing from Ukraine also have the option to express an intention to apply for international protection in which case, they cannot be deported from the country from the moment they have expressed the intention, in accordance with the IPA.<sup>53</sup>

While Article 7 of the ZZZRO expressly provided that a displaced person who, during the period of temporary protection and until the quota determined by the Government had been filled, illegally entered the territory of the Republic of Slovenia could seek temporary protection from the competent authority within three days, the ZZZRO-1 does not contain such a provision. Under Article 7 of the ZZZRO, a displaced person who entered the Republic of Slovenia outside a border crossing point and applied for temporary protection within the prescribed time limit was not to be deemed to have committed a minor offence under the legislation governing state border control.

Moreover, due to the state of emergency in Ukraine, the entry of pet animals travelling with their owners from Ukraine was temporarily permitted on the basis of a completed application and under the conditions specified in the application, in order to ensure that the entry of these animals into the EU does not pose a risk of introduction/transmission of rabies.<sup>54</sup> A contact point was established to accept such applications. However, as of 1 March 2023, based on Article 32 of Regulation (EU) 576/2013 on the non-commercial movement of pet animals, the Administration of the Republic of Slovenia for Food Safety, Veterinary Sector and Plant Protection no longer allows the entry of pet animals from Ukraine under the simplified

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<sup>48</sup> Regulation (EU) 2018/1806 of the European Parliament and of the Council of 14 November 2018 listing the third countries whose nationals must be in possession of visas when crossing the external borders and those whose nationals are exempt from that requirement (codification), OJ L 303/39, available [here](#).

<sup>49</sup> Article 14(2) Foreigners Act.

<sup>50</sup> Article 60 Foreigners Act.

<sup>51</sup> The official Government website: Republic of Slovenia, *Support for Ukrainian Nationals in Slovenia*, available [here](#).

<sup>52</sup> Article 5 ZZZRO-1.

<sup>53</sup> Article 36(1) IPA.

<sup>54</sup> Government of the Republic of Slovenia, *Derogation for non-commercial movements of pets due to the exceptional situation in Ukraine*, available [here](#).

procedure, which means that dogs, cats and ferrets must comply with the conditions set in the Regulation.<sup>55</sup>

## 2. Freedom of movement

Based on PIC's practical experience, persons entitled to temporary protection who do not hold a biometric travel document do not experience any particular issues with Slovenian authorities, when moving within the territory of Slovenia or while attempting to continue their journey towards other European countries. However, persons not entitled to temporary protection will be restricted in their movements if they apply for international protection (see [General Report – Freedom of movement](#)), which may also impact persons entitled to temporary protection of the same family unit.

Moreover, vehicles with a maximum permissible weight of up to 3.5 tonnes (most passenger cars and light combination vehicles) with Ukrainian number plates are, until further notice, exempt from tolls on toll roads (purchasing the e-vignette), but only for the purpose of entering or crossing the Republic of Slovenia in transit. If the drivers of these vehicles stay in the Republic of Slovenia and use toll roads during their stay in the country, they must obtain an appropriate e-vignette for their vehicles.<sup>56</sup>

## 3. Registration under temporary protection

In Slovenia registration occurs when the application is submitted to the competent authority.

Under the ZZZRO-1, the procedure for obtaining temporary protection is structured in two stages. Prior to lodging an application for temporary protection, a displaced person shall undergo a registration procedure with the Police, during which data relating to the person's identity, entry into the Republic of Slovenia and reasons for leaving the country of origin are collected. Following the completion of the registration procedure, the Police shall provide the applicant, in a language they understand, with information about the further procedure, the place, method and deadline for submitting an application for temporary protection status, the consequences should the application for temporary protection not be submitted within the prescribed deadline, and a copy of the registration form. The applicant shall then, within three working days of completing the registration procedure, submit an application for temporary protection with the competent authority (i.e., administrative unit) and submit their photograph, as well as any evidence at their disposal that might be relevant for the assessment of the application for temporary protection.<sup>57</sup> Where necessary for the purpose of deciding on the application, administrative units shall ensure the translation of documents submitted by the applicant at their cost. If the applicant does not understand Slovenian, administrative units shall ensure the translation of the application for temporary protection into a language which the applicant understands.<sup>58</sup>

In accordance with Article 7 of the ZZZRO-1, a person who, without justified reasons attributable to them, does not lodge an application within the prescribed period and does not have another lawful basis for residence in the Republic of Slovenia, shall be treated in accordance with the law regulating the entry, exit and residence of foreigners (Foreigners Act). The same applies to a person whose temporary protection status has not been granted by a final decision or whose temporary protection status has ceased by a final decision or by law, provided that they do not have another lawful basis for residence in the Republic of Slovenia.

Under the ZZZRO, administrative units decided on applications for temporary protection in a summary fact-finding procedure.<sup>59</sup> In conjunction with the relevant provisions of the General Administrative Procedure Act,<sup>60</sup> this meant that a decision had to be issued and served as soon as possible or at the

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<sup>55</sup> Government of the Republic of Slovenia, *Termination of simplified procedure for non-commercial movements of pets due to the exceptional situation in Ukraine*, available [here](#).

<sup>56</sup> DARS, *Obrazec za oprostitev cestnine zaradi humanitarne pomoči*, 3 March 2022, available in Slovenian [here](#).

<sup>57</sup> Article 15(1)-(2) ZZZRO-1.

<sup>58</sup> Article 15(3)-(4) ZZZRO-1.

<sup>59</sup> Article 19(2) ZZZRO.

<sup>60</sup> General Administrative Procedure Act, Official Gazette of RS, No. 24/06 and subsequent amendments.

latest within one month from the day of receiving a complete application for initiating an administrative procedure. The ZZZRO-1, however, explicitly stipulates that administrative units shall decide on the application for temporary protection status within 30 days of the receipt of a complete application.<sup>61</sup> Administrative units grant temporary protection by issuing the temporary protection identity card.<sup>62</sup>

According to the general administrative procedural rules, if a competent authority fails to issue a decision in due time, the person has the right to appeal as if a decision unfavourable to them had been issued.<sup>63</sup>

An appeal may be lodged against a decision of an administrative unit on the granting of temporary protection within 15 days of the date of service.<sup>64</sup> The appeal is decided on by the ministry of the interior within 30 days of receipt of a complete appeal.<sup>65</sup> An administrative dispute action may be filed against the final administrative decision on the temporary protection application within 15 days of service of the Ministry's decision,<sup>66</sup> which notably differs from the general time limit set in Article 28(1) of the Administrative Dispute Act, which provides for a 30-day time limit to file an action from the service of the administrative act by which the procedure is concluded.<sup>67</sup>

In 2025, no appeals were lodged against decisions of administrative units regarding temporary protection procedures.<sup>68</sup>

In case of a positive decision, the applicant receives an identity card, which also serves as a permit for temporary residence in the Republic of Slovenia.<sup>69</sup> In the event of a decision dismissing an application for temporary protection, a decision terminating temporary protection status or a decision rejecting the application or a decision discontinuing the procedure, the competent authority shall also determine a time limit for voluntary departure. As a rule, this time limit shall be set at 10 days, within which the person shall leave the territory of the Republic of Slovenia, the territory of the European Union and the territory of the States parties to the Convention implementing the Schengen Agreement of 14 June 1985, unless otherwise provided by law. For justified reasons, the competent authority may set a time limit of up to 30 days for voluntary departure.<sup>70</sup> Furthermore, in the decisions or orders determining the time limit for voluntary departure, as well as in decisions refusing an application for temporary protection status or withdrawing such status on the grounds of exclusion pursuant to Article 13 of the ZZZRO-1, the competent authority shall also impose a measure of removal of the foreigner from the Republic of Slovenia, as well as from the territory of the European Union and the States parties to the Convention implementing the Schengen Agreement of 14 June 1985, and a measure prohibiting entry into those territories, unless otherwise provided by law. In determining and enforcing the measure of removal and the entry ban, the provisions of the Foreigners Act governing removal and entry bans in the context of return decisions shall apply *mutatis mutandis*.<sup>71</sup>

### **Time limit for application**

As mentioned above, in accordance with the Article 7 of the ZZZRO-1, a person who, without justified reasons, does not lodge an application within three working days after the completion of the registration procedure and does not have another lawful basis for residence in the Republic of Slovenia, shall be treated in accordance with the Foreigners Act. The same applies to a person whose temporary protection status has not been granted by a final decision or whose temporary protection status has ceased by a

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<sup>61</sup> Article 16(1) ZZZRO-1.

<sup>62</sup> Article 16(3) ZZZRO-1.

<sup>63</sup> Article 222(5) General Administrative Procedure Act.

<sup>64</sup> Article 17(1) ZZZRO-1.

<sup>65</sup> Article 17(3) ZZZRO-1.

<sup>66</sup> Article 17(4) ZZZRO-1.

<sup>67</sup> Administrative Dispute Act, Official Gazette of RS, No. 105/06 and subsequent amendments.

<sup>68</sup> Official statistics provided by the Ministry of the Interior, March 2026.

<sup>69</sup> Article 57(5) ZZZRO-1.

<sup>70</sup> Article 16(7) ZZZRO-1.

<sup>71</sup> Article 16(9) ZZZRO-1.

final decision or by law, provided that they do not have another lawful basis for residence in the Republic of Slovenia.

A time limit that also needs to be considered is that of the allowed short-term stay (visa-free regime) for citizens of Ukraine. Under this regime, Ukrainian citizens may reside in Slovenia for up to 90 days within a 180-day period, after which they need to obtain another legal basis for residence in Slovenia.<sup>72</sup>

## **Evidence**

When applying for temporary protection, applicants are required to provide evidence at their disposal in order to prove they fall under the scope of this protection regime.<sup>73</sup> However, the law regulating temporary protection does not further define said evidence. Based on the experience of temporary protection beneficiaries shared with PIC, it was noted that, in general, the relevant documentation in the procedure for the granting of temporary protection is considered to include documentary evidence that can help establish the identity, residence of the person and the moment at which the person left Ukraine, which are determining factors for being eligible for temporary protection, and documentation attesting family relationship or family unity and dependency with close relatives when relevant.

The administrative unit that receives the application and supporting documents issues a written acknowledgement of receipt of application to the applicant.<sup>74</sup>

## **Issues in registration for temporary protection**

In 2022, as part of PIC's project of providing information and legal counselling to refugees, supported by the United Nations High Commissioner for Refugees (UNHCR), a Mobile Blue Dot, consisting of lawyers and an interpreter, was established to provide support to Temporary Protection (temporary protection) seekers/holders. The Mobile Blue Dot, operated by PIC, carried out regular visits to accommodation centres and provided both group and individual legal counselling. Due to funding constraints affecting the project, PIC has not been providing counselling related to temporary protection since March 2025. While providing counselling to temporary protection applicants and beneficiaries, in the early months of temporary protection activation in 2022, PIC received some reports of significant delays in people receiving a decision on their temporary protection status from the administrative units. While in 2025 most administrative units, on average (calculated by dividing the difference between the date of receipt of each application and the date the decision was issued by the total number of decisions issued in the respective administrative unit), issued decisions within 30 days, some administrative units still significantly exceeded the legislative time limit. In 2025, the longest average processing time was recorded in the administrative unit of Koper, at 101 days. The Ministry further explained that, in 2025, no significant deviations in the duration of temporary protection procedures were identified overall. It noted that, in certain administrative units, an increased number of individual procedural steps prior to the issuance of a decision was observed. At the same time, the total number of cases handled by individual administrative units decreased in absolute terms, which may constitute a relevant factor in the calculation of average processing times.<sup>75</sup>

The reasons for the backlogs can mostly be attributed to administrative units being overloaded with applications that they were not able to process in time as they were not fully prepared from an organisational standpoint, especially in the first few months of activating temporary protection in Slovenia, as observed by PIC. Additionally, there is a general understaffing of administrative units, which are also unequal both in terms of size and workload, which can affect how long applicants are waiting to be granted temporary protection depending on which administrative unit is processing their applications, and consequently their ability to enjoy the rights as temporary protection beneficiaries, including the right to work, financial assistance, etc.

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<sup>72</sup> Article 14(2) Foreigners Act.

<sup>73</sup> Article 15(2) ZZZRO-1.

<sup>74</sup> Article 15(5) ZZZRO-1.

<sup>75</sup> Official statistics provided by the Ministry of the Interior, March 2026.

The duration of the procedures for obtaining temporary protection (and thus related rights) in certain administrative units was expressed as concerning also by the Human Rights Ombudsman of the Republic of Slovenia in his annual report for 2022, the reason for which the Ombudsman attributed to staff shortage based on collected information and his observations.<sup>76</sup>

#### 4. Legal assistance

In accordance with Article 37 of the ZZZRO, persons *enjoying temporary protection* enjoy the right to free legal aid in accordance with the act governing free legal aid. While the ZZZRO-1 no longer contains an explicit provision to this effect, persons granted temporary protection may continue to access free legal aid under the general framework governing free legal aid.

As free legal aid is foreseen only for persons (foreigners) with a permanent or temporary residence permit in the Republic of Slovenia,<sup>77</sup> applicants for temporary protection are not entitled to free legal aid funded through the State budget (neither in first nor in second instance procedures, for example to appeal a decision on granting temporary protection). Free legal assistance has been however provided by non-governmental organisations, such as PIC. Until March 2025, PIC provided legal assistance to temporary protection applicants as well as to persons granted temporary protection, which included familiarising applicants for temporary protection with their rights and obligations in Slovenia, representing applicants at application submissions, providing relevant information and offering legal advice, all within the project funded by the UNHCR-Counselling and representing asylum applicants in Slovenia. Legal assistance by PIC was provided through regular visits to accommodation centres, organised with a permission from the UOIM, according to a set schedule. In 2025, PIC lawyers provided legal counselling primarily through individual in-person consultations, at PIC's office as well as online, to a total of 79 persons (in January and February 2025).

The Faculty of Law of the University of Ljubljana has also been offering free legal assistance to Ukrainian citizens who apply for protection in Slovenia. Legal information is provided within the Legal Clinic for Refugees and Foreigners, in which students of the Faculty of Law participate, sometimes consulting with other individuals and institutions involved in the provision of assistance to refugees.<sup>78</sup>

As for persons enjoying temporary protection, free legal aid is available in accordance with the Legal Aid Act, as aforementioned.<sup>79</sup> It can be granted for legal advice, legal representation and other legal services specified by law, for all forms of legal protection before all courts of general jurisdiction and specialised courts in the Republic of Slovenia, before the Constitutional Court of the Republic of Slovenia and before all authorities, institutions or persons in the Republic of Slovenia, which are responsible for the out-of-court settlement of disputes and as an exemption from paying the costs of court proceedings. Free legal aid is also granted for proceedings before international courts or arbitrations, if the right to free legal aid is not regulated by the rules of the international court or arbitration, or if the individual is not entitled to it according to the rules on free legal aid.

A person is entitled to free legal aid if, given their material situation and the material situation of their family, they would not be able to afford the costs of court proceedings or the costs of obtaining legal aid without jeopardising their social situation and that of their family.<sup>80</sup>

As PIC observed, one of the issues for persons entitled to temporary protection to accessing free legal assistance continued to be the lack of information on how to do so, *i.e.*, to fill out the form at the competent court. For PIC's legal assistance, one practical obstacle has been reaching applicants and beneficiaries

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<sup>76</sup> Human Rights Ombudsman of the Republic of Slovenia, *The 28th Annual Report of the Human Rights Ombudsman of the Republic of Slovenia for 2022*, available in Slovenian [here](#), 483-484.

<sup>77</sup> Article 10(1) Legal Aid Act, Official Gazette of RS, No. 96/04 and subsequent amendments.

<sup>78</sup> University of Ljubljana, *Podpora in pomoč za študentke in študente, ki so ogroženi zaradi ukrajinske krize*, available in Slovenian [here](#).

<sup>79</sup> Legal Aid Act, Official Gazette of RS, No. 96/04 and subsequent amendments.

<sup>80</sup> Article 13(1) Legal Aid Act.

of temporary protection that have settled in private accommodations since entering Slovenia, meanwhile legal information and counselling sessions for persons in reception/accommodation centres and other state facilities has not been an issue.

## 5. Information provision and access to NGOs

Article 15 of the ZZZRO-1, which regulates the registration procedure and application for temporary protection status, stipulates that after the registration procedure has been completed, the Police shall provide the applicant with information in a language they understand about the further procedure, the place, method and deadline for submitting an application for temporary protection status, the consequences of failing to submit an application for temporary protection status within the prescribed deadline, and a copy of the registration form indicating the person's identification number determined by the police.<sup>81</sup>

The UOIM shall provide the applicant with all information relating to the procedure for granting temporary protection status, the rights and obligations of applicants, and information on the possibility of accessing non-governmental and international organisations and other organisations aiding displaced persons. Such information shall be provided in a language that is understood by the applicant. The UOIM may also provide such information by issuing informational brochures, by means of informational videos and through the organisation of information services.<sup>82</sup> Additionally, the right to be informed is regulated in Article 53 of the ZZZRO-1, stipulating that persons enjoying temporary protection shall be informed of the rights and obligations arising from this Act in a language they understand. The UOIM shall provide them the necessary information, in particular regarding accommodation, claiming financial assistance, health care, education and employment, in a language they understand. Moreover, the Decree on the methods of exercising and ensuring rights of applicants for temporary protection and persons with temporary protection stipulates in Article 2 that the UOIM shall publish information on the website and on the notice boards of accommodation centres and other accommodation facilities intended for the accommodation of applicants. The UOIM shall also inform persons with temporary protection of their rights and obligations, as determined by law, in electronic and printed form, or in another appropriate manner.

In practice, this has been realised by the UOIM setting up a government call centre, through which information is provided about the assistance that Slovenia provides to displaced persons from Ukraine, about entry and residence in Slovenia, about the procedure for recognising temporary protection and information on how individuals or organisations can provide financial or material assistance, in a language they understand. The UOIM also has a special email address for any inquiries. Current information and contact numbers are also published on the official website in Slovenian and Ukrainian language and are being duly updated.<sup>83</sup>

On the UOIM's website, a brochure in Ukrainian language, containing information on temporary protection, has also been available since 2022. According to the latest information from the General Police Directorate, police stations have posters and brochures available with information on the procedure for obtaining temporary protection. Upon the arrival of Ukrainian nationals at a police station, a translator is also notified. With the assistance of a police officer and based on the information provided in the registration form, the translator explains the procedure for obtaining temporary protection and the rights arising therefrom to the foreign national.<sup>84</sup> Additionally, PIC was informed that the UOIM did not issue such information in physical form. An extract of the house rules was provided to persons accommodated in the UOIM's facilities. The information was also provided in person, as in 2025, following the introduction of the new law, two major public presentations were organised, both of which were also held online. Presentations were additionally conducted in all accommodation facilities.<sup>85</sup>

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<sup>81</sup> Article 15(1) ZZZRO-1.

<sup>82</sup> Article 25 ZZZRO-1.

<sup>83</sup> The official Government website: Republic of Slovenia, *Support for Ukrainian Nationals in Slovenia*, available [here](#).

<sup>84</sup> Information provided by the General Police Directorate, January 2026.

<sup>85</sup> Information provided by the UOIM, February 2026.

PIC observed, on the basis of consultations conducted with applicants for and beneficiaries of temporary protection, that individuals were often not sufficiently informed about the distinction between temporary protection and international protection. In particular, a recurrent concern raised in previous reports to PIC was that, upon entry into the Republic of Slovenia, displaced persons from Ukraine were directed by the Police towards applying for temporary protection, without being adequately informed about the possibility of applying for international protection and the differences between the two procedures and statuses.

Persons that are accommodated in accommodation centres can also turn to social workers for help with basic information regarding their rights and for some practical questions (e.g., how to obtain a tax number).

A significant part of providing important information was taken upon by several non-governmental organisations. Among these, PIC provided legal counselling and information to displaced persons from Ukraine from 2022 until March 2025 within a project supported by the UNHCR. In this regard PIC offered key information related to the temporary protection in Slovenia, as well as with regard to further integration into Slovenian society, including information on the Slovenian healthcare system, working in Slovenia, on legal bases for residing in Slovenia after temporary protection ceases, etc. As noted by PIC, throughout the duration of the project, the vast majority of inquiries related to the uncertainty regarding the options for transitioning from temporary protection to other legal statuses once the TPD ceases to apply, mostly on the basis of employment or studies. Concerns were expressed by temporary protection holders also in relation to the current lack of legal basis for obtaining residence permit in Slovenia specifically for persons with health issues and the elderly that would not be able to return to Ukraine, while they would also not be able to obtain work or other type of permit as provided in the Foreigners Act.

According to the UOIM,<sup>86</sup> in 2025 fewer activities were carried out for temporary protection applicants and beneficiaries in the UOIM's accommodation facilities compared to 2024, as follows::

- A literacy, Slovenian language learning and tutoring programme was implemented in the accommodation centre in Logatec. The programme is planned to continue in 2026.
- From September onwards, the Institute Emma carried out a programme at the accommodation centre in Logatec, Debeli rtič and Postojna. The programme is planned to continue in 2026.
- In accommodation facilities for unaccompanied minors, leisure activities and tutoring were provided by Slovene Philanthropy and the IPES Institute within the framework of the project "Psychosocial Support and Leisure Activities for Unaccompanied Minors".

Within the project carried out by PIC, in 2025 (January and February when the project was still running), 79 displaced persons from Ukraine were assisted (those staying in accommodation centres and those in private accommodation altogether). Other non-governmental organisations have also been providing information in several fields, among them [Slovene Philanthropy](#), which has been providing key information and certain legal help, related to the stay in the Republic of Slovenia and regarding other rights under temporary protection.<sup>87</sup> In 2022 Slovene Philanthropy also created informative videos with Ukrainian subtitles to help persons with temporary protection familiarise themselves with their rights and obligations, which are still accessible.<sup>88</sup>

Moreover, in December 2022 the European Union Agency for Asylum (EUAA) has signed an Operational Plan with the Republic of Slovenia for the provision of technical and operational assistance by EUAA to Slovenia. The Operational Plan, with the implementation period from the date of signing by the last of parties until 30 June 2023, came at the request of the Slovenian Ministry of Interior with the aim to support the national authorities in achieving three main objectives, including: implementing quality preliminary and asylum procedures, enhancing national capacity to provide adequate reception conditions and implementing Temporary Protection Directive, by helping with the provision of agreed-upon information

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<sup>86</sup> Ibid.

<sup>87</sup> Slovene Philanthropy, *REFUGEES FROM UKRAINE*, available [here](#).

<sup>88</sup> Slovene Philanthropy, *POMEMBNE INFORMACIJE ZA TISTE, KI NUDITE POMOČ BEGUNCEM IZ UKRAJINE*, available [here](#).

to people fleeing Ukraine, as well as helping to manage the reception facilities where Temporary Protection beneficiaries reside.<sup>89</sup> However, according to the Ministry of the Interior, the Republic of Slovenia did not receive EUAA support in the area of temporary protection.<sup>90</sup>

### Risks of exploitation and human trafficking

The Government has placed a special emphasis on persons fleeing the war in Ukraine being at risk of becoming victims of trafficking or other forms of exploitation. The authorities warn that many people are offering to help Ukrainian nationals, including with offering private accommodation, work and transportation to other countries but some of these may in fact be traps in which persons can fall victims to traffickers. It is also emphasized that women and children are a particularly vulnerable group in terms of human trafficking and anybody that detects any suspicious circumstances or believes they could be a victim of trafficking, is encouraged to call the police, or get in touch with anti-trafficking non-governmental or humanitarian organisations at the listed contact telephone numbers or e-mail addresses ([Caritas Slovenia](#), [Society Ključ – Centre for Fight against Trafficking in Human Beings](#), [Slovene Philanthropy](#), which also provide some information regarding risks for displaced persons from Ukraine).<sup>91</sup> Some NGOs also participate in the Interdepartmental Working Group for the fight against human trafficking, which brings together ministries and government departments as well as non-governmental organisations.<sup>92</sup>

Upon the arrival of refugees from Ukraine, the National Working Group on Combating Trafficking in Human Beings warned about the risks posed by the crisis in Ukraine in relation to human trafficking.<sup>93</sup>

As published on the Government website in 2022, in the accommodation facilities in **Logatec** and **Debeli Rtič**, cases were detected where individuals were looking for or attempting to establish contacts with women refugees from Ukraine, offering marriage arrangements and accommodation in private apartments in exchange for providing sexual services and performing various household chores. A suspicious ad for a job in the fashion industry was also detected.<sup>94</sup> According to information provided by UOIM (February 2026), no risks related to human trafficking were detected among applicants and persons with temporary protection in 2025.

This issue was also addressed by the Human Rights Ombudsman of the Republic of Slovenia, who in relation to the risks of human trafficking inquired the UOIM, Ministry of the Interior and Ministry of Labour, Family, Social Affairs and Equal Opportunities about any taken action in this respect. In response, in November 2022, the Ministry informed the Ombudsman that the Police had detected and dealt with five cases in which suspicions of a criminal offence of human trafficking in which citizens of Ukraine were allegedly exploited as victims.<sup>95</sup> However, PIC obtained additional information from the General Police Directorate,<sup>96</sup> specifying that in 2025 the Police did not handle any cases involving Ukrainian citizens as victims of human trafficking. Based on the information provided in previous years, it can be concluded that up to and including 2025 the Police have not handled any cases involving Ukrainian citizens with temporary protection in Slovenia as victims of human trafficking. The Police have, however, dealt with

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<sup>89</sup> European Union Agency for Asylum, *EUAA deploys to Slovenia to support with asylum and reception, as the number of applications in Europe rise*, 20 December 2022, available [here](#).

<sup>90</sup> Information provided by the Ministry of the Interior, March 2026.

<sup>91</sup> Government of the Republic of Slovenia, *Combating trafficking in human beings*, available [here](#).

<sup>92</sup> Government of the Republic of Slovenia, *The National Working Group for Combating Trafficking in Human Beings*, available [here](#).

<sup>93</sup> Government of the Republic of Slovenia, *Combating trafficking in human beings*, available [here](#).

<sup>94</sup> See for example articles explaining several examples of potential abuses people fleeing Ukraine are exposed to: N1, *“Na mejo po novo ženo”: vojna odpira prostor za izkoriščanje ljudi v stiski*, 15 March 2022, available in Slovenian [here](#) and N1, *Zloraba begunk? Oglas v Logatcu v ruščini ponuja manekensko delo*, 12 April 2022, available in Slovenian [here](#).

<sup>95</sup> Human Rights Ombudsman of the Republic of Slovenia, *The 28th Annual Report of the Human Rights Ombudsman of the Republic of Slovenia for 2022*, available in Slovenian [here](#), 484.

<sup>96</sup> Information provided by the General Police Directorate, January 2026.

potential victims of human trafficking who were Ukrainian citizens already residing in Slovenia prior to the outbreak of the war in Ukraine.<sup>97</sup>

According to the US department of State's latest available Trafficking in Persons Report on Slovenia (published in 2025 with an analysis of the situation in 2024) Slovenia met the minimum standards for the elimination of trafficking and was thus upgraded to Tier 1. Progress included the Government convicting traffickers for the first time in four years. Additionally, more trafficking cases were investigated, and extensive anti-trafficking training was provided to law enforcement officials. The Government also partnered with an international organization to draft procedures for identifying trafficking victims among unaccompanied minors, and adopted an updated National Action Plan (NAP) for 2025–2026 on combating trafficking in human beings. However, fewer victims and prosecutions were recorded, trafficking crimes were often addressed under lesser offences, and no child or asylum-seeker victims were identified despite ongoing risks to these groups.<sup>98</sup>

In 2024, the Government, in partnership with NGOs, continued prevention efforts to mitigate trafficking risks among Ukrainian refugees. In the same period, authorities reported identifying five potential sex trafficking victims from Ukraine. The report also mentions that Slovenes as well as foreign workers and migrants remain at risk of labour trafficking, including forced begging, domestic servitude, or in a variety of sectors such as construction, agriculture, transportation, carwashes, and hospitality. Ukrainian people fleeing the war, particularly women and children, continue to be vulnerable to trafficking.<sup>99</sup>

The Government also maintained a website, available in English and Slovenian, that provided information on forced labour and labour exploitation through its manual for companies and employers, guidance on contacting NGOs, and a portal for anonymously reporting potential trafficking crimes.<sup>100</sup> In 2025, the Slovenian Police continued to implement preventive measures against trafficking in human beings through participation in European Multidisciplinary Platform Against Criminal Threats (EMPACT) activities, including joint action days (JAD) in cooperation with other EU countries, aimed at detecting potential human trafficking in the wider European area. The Slovenian Police also participate in EMPACT activities related to human trafficking, based on the operational plan 2024-2025 and 2025-2026, in several operational activities. One of them is the identification of potential victims from Eastern European countries with a special focus on Ukrainian citizens. The operational activities include the presentation of detected modes, strategic decisions of individual countries, the exchange of operational information and planning of further work in this area.<sup>101</sup>

In the period 2020-2025, the police conducted regular and specialized training for civil servants involved in procedures with foreigners at border crossings, inside the country, and in procedures for the removal of foreigners. The training, which is based on the national guidelines for the identification of victims of trafficking in human beings and the Manual for the identification, assistance and protection of victims of trafficking in human beings, also includes content on identifying indicators of human trafficking, as well as the issue of Ukrainian refugees' vulnerability in this regard. The training also addresses vulnerable groups such as foreigners, women, children, unaccompanied minors, people with health or mental health problems, and people with disabilities. In addition, in order to identify potential victims of human trafficking, the Asylum Center has been implementing the PATS project for many years, within which individuals are informed about human trafficking and preventive measures. In addition to providing information in various forms, the provider also ensures the implementation of additional activities, such as interactive

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<sup>97</sup> Information provided by the General Police Directorate, January 2025.

<sup>98</sup> U.S. Department of State, 2025 Trafficking in Persons Report: Slovenia, available [here](#).

<sup>99</sup> *Ibid.*

<sup>100</sup> The Government's website with information on human trafficking is available [here](#). There is also a special segment with advice for Ukrainians, warning them of the risk of trafficking in human beings as a result of the war in Ukraine. The website also links to a video with concrete advice for Ukrainians entering the EU and seeking protection.

<sup>101</sup> Information provided by the General Police Directorate, January 2026.

workshops, group lectures, etc. These activities also included people from Ukraine at various locations. Where potential victims are identified, the Police are notified and take further protective measures.

In 2025 no new such cases have been detected by the UOIM.<sup>102</sup>

### **Information provision at the border**

The Police, as the authority responsible for border crossing control, orally provide information on the procedure for temporary protection (basic information on the process and the rights and obligations of applicants and beneficiaries). As mentioned above, a displaced person undergoes a registration procedure with the Police. Following the completion of the registration procedure, the Police shall provide the applicant with information about the further procedure, the place, method and deadline for submitting an application for temporary protection status, as well as the consequences if the application for temporary protection status is not submitted within the prescribed deadline.<sup>103</sup> Throughout the duration of PIC's project providing legal counselling and information to displaced persons from Ukraine, which lasted until March 2025, many inquiries received by PIC related to basic information on the temporary protection procedure (e.g., deadline for issuing a decision), as well as to the rights of applicants for and beneficiaries of temporary protection, indicating a need for improved awareness in this regard. PIC has, however, observed that, in general, persons that were younger and more digitally savvy were more familiar with the relevant information, considering information is provided on the Government's website, while especially those who are older had certain issues.

### **D. Guarantees for vulnerable groups**

Categories of people considered to be vulnerable were defined in the ZZZRO as persons with special needs, in particular unaccompanied minors, persons with disabilities, elderly persons, pregnant women, unaccompanied women, single parents with minor children, victims of sexual abuse and victims of torture or organised violence,<sup>104</sup> while the ZZZRO-1 no longer contains such a definition, as the Act does not refer to vulnerable persons with special needs.

Concerning any implemented procedure for conducting a vulnerability assessment of applicants for temporary protection, the General Police Directorate explained that the Police conducts a vulnerability assessment, primarily from the perspective of human trafficking, to determine whether the person is a minor, whether they need medical assistance, and whether they are able to understand the procedure. In the case of an unaccompanied minor, the Police inform the local Social Work Centre, which is involved in the procedure. In the case of human trafficking, brochures or QR codes prepared by the Society Ključ are used.<sup>105</sup> No statistical data concerning applicants for temporary protection and temporary protection beneficiaries was collected by the General Police Directorate and provided to PIC in this regard. However, according to the Ministry of the Interior, due to the short duration of the temporary protection application process, the formal vulnerability assessment procedure is not carried out at this stage. Nevertheless, special procedural and protective rules are taken into account for unaccompanied minors in the procedure for granting temporary protection status. A legal guardian is appointed to unaccompanied minors before the procedure begins, they participate in the procedure in a manner adapted to their age and level of mental development, and their application is treated as a priority. After the temporary protection status is granted, the unaccompanied minor is provided with appropriate accommodation, care and treatment, whereby the UOIM cooperates with the guardian and the competent Social Work Centre and takes into consideration the best interests of the child. A vulnerability assessment in the context of ensuring the rights and adequate care of applicants for temporary protection or persons with temporary protection is carried out subsequently and lies within the competence of the UOIM.<sup>106</sup>

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<sup>102</sup> Information provided by the UOIM, February 2026.

<sup>103</sup> Article 15(1) ZZZRO-1.

<sup>104</sup> Article 3 ZZZRO.

<sup>105</sup> Information provided by the General Police Directorate, January 2026.

<sup>106</sup> Information provided by the Ministry of the Interior, March 2026.

Further, as described by the UOIM,<sup>107</sup> the procedure for assessing the vulnerability of applicants for temporary protection and persons with temporary protection is carried out by the UOIM as well as other institutions with which the UOIM cooperates. The first point of contact is the police station, which carries out the registration process and can determine the vulnerability of the person within the procedures. Subsequently, an introductory personal interview is conducted with persons housed in accommodation centres and other accommodations, where a social worker can detect potential vulnerabilities. For all vulnerabilities related to physical and mental health, persons are referred to doctors and psychologists or other specialists, if necessary. Persons residing at private addresses are also referred to the competent Social Work Centre, particularly in cases involving marital disputes and informal separations. No statistical data of such persons has been provided for 2025.

As gender may constitute a factor in assessing potential vulnerabilities in certain contexts, it is relevant to note that, while in 2024 there were more female than male applicants for temporary protection in Slovenia, this trend shifted in 2025, as the Ministry of the Interior recorded that out of 1,741 applicants for temporary protection, 896 were male and 845 were female. The total number of applicants also includes 495 minors, of whom 14 were unaccompanied minors.<sup>108</sup>

In practice, there has been a difference between persons residing in accommodation centres and those in private accommodations, as the former can turn to social workers who are available in the centres and who then liaise with the competent authorities or organisations.

See also elements provided under [Information provision and access to NGOs](#).

### **Unaccompanied minors**

The procedure for treating unaccompanied minors is regulated in Article 18 of the ZZZRO-1, which provides that an unaccompanied minor shall, prior to the initiation of a procedure for obtaining temporary protection, be appointed a legal guardian for a special case according to the provisions of the Family Code.<sup>109</sup> An unaccompanied minor shall participate in procedures under the ZZZRO-1 in a manner that is appropriate and adapted to their age and level of mental development. Applications for temporary protection lodged by unaccompanied minors shall be examined as a matter of priority.

Further, Article 34 of the ZZZRO-1 provides that an unaccompanied minor shall be accommodated in an appropriate institution where adequate care and treatment are ensured, with adult relatives, or with a person who looked after the minor upon arrival in the Republic of Slovenia. Prior to accommodation, the UOIM shall obtain an opinion from the Social Work Centre with territorial jurisdiction regarding the suitability of the accommodation, and shall cooperate with the guardian of the minor. Where necessary for the protection of the best interests of an unaccompanied minor with temporary protection, procedures on measures to protect their interests shall be carried out in accordance with the Family Code. During the accommodation of an unaccompanied minor, the competent authorities shall take into account the opinion of the minor, in accordance with their age and level of mental development. Siblings shall not, as a rule, be separated considering the best interests of the unaccompanied minor, and changes of residence shall be limited to the minimum possible extent.

At the end of 2023, the Decree on providing appropriate accommodation, care and treatment of unaccompanied minors was adopted.<sup>110</sup> The Decree stipulated that accommodation, care and treatment of unaccompanied minors shall commence no later than 1 February 2024. However, in January 2024, an amendment to the Decree was adopted, which postponed the date of its implementation to 1 April 2024. The Decree regulates the accommodation, care and treatment of children who are on the territory of the Republic of Slovenia without parents or legal representatives, as they represent the most vulnerable group

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<sup>107</sup> Information provided by the UOIM, February 2026.

<sup>108</sup> Official statistics provided by the Ministry of the Interior, March 2026.

<sup>109</sup> Article 267 of the Family Code, Official Gazette of the Republic of Slovenia, no. 15/17 and subsequent amendments.

<sup>110</sup> Official Gazette of the Republic of Slovenia, No. 106/23 and 8/24.

of foreigners. After several years of efforts to systematically regulate the area, the UOIM began implementing accommodation of unaccompanied minors in accordance with the Decree on 1 April 2024. In 2025, 8 unaccompanied minors, temporary protection applicants and beneficiaries, were accommodated in facilities specifically designated for unaccompanied children.<sup>111</sup>

In the accommodation for unaccompanied minors Postojna, 2 forms of accommodation with 24-hour care were provided in 2024 as well as in 2025: a reception centre and accommodation units. The first accommodation refers to reception rooms, where minors undergo a preventive medical examination and receive the first, basic information about staying in the said accommodation. Each child is assigned a professional worker who is responsible for monitoring their situation. The professional worker, together with the child, legal representative and other participating stakeholders, prepares an individual care and treatment plan. Throughout the treatment of children, all stakeholders follow the principle of the best interests of the child. When preparing an individual plan, the child's wishes and needs are considered, and goals are set, which are defined as short-term, medium-term and long-term. Special needs or vulnerabilities can also be identified and, in such case, the unaccompanied minor is provided with appropriate treatment (mental health care). The individual plan is updated throughout their stay at the accommodation in Postojna in accordance with the minor's needs and changing circumstances. The individual plan includes: all relevant information regarding the provision of professional support, care planning, health care, etc. Before the preparation of the individual plan begins, the professional worker informs the unaccompanied minor of their rights and obligations. The information is adapted to the child's age and development and is provided with the help of an interpreter.<sup>112</sup>

### **Persons suffering from mental health problems**

Concerning the needs of applicants for temporary protection and temporary protection beneficiaries suffering from mental health problems, including torture survivors and other traumatised persons, the UOIM previously explained that support for individuals experiencing mental health difficulties is provided through regular healthcare services —by psychiatrists— as well as through workshops conducted in accommodation centres.<sup>113</sup> Moreover, from September 2025 the Institute Emma has been providing psychosocial counselling and activities aimed at preventing and responding to gender-based violence in accommodation centres in Logatec, Debeli rtič and Postojna.<sup>114</sup>

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<sup>111</sup> Official statistics provided by the UOIM, February 2026.

<sup>112</sup> Information provided by the UOIM, January 2025 and February 2026.

<sup>113</sup> Information provided by the UOIM, January 2025.

<sup>114</sup> Information provided by the UOIM, February 2026.

## 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?  
Same as duration of the temporary protection, i.e., initially one year and then as extended.
2. How many residence permits were issued to beneficiaries from the activation of the Temporary Protection Directive until 31 December 2025? 12,753 (1,606 in 2025)

A person enjoying temporary protection is issued an identity card by the competent administrative unit that also serves as a permit for temporary residence in the Republic of Slovenia and which is valid until the termination of the temporary protection status.<sup>115</sup> Administrative units shall decide on the application for temporary protection status within 30 days of receipt of a complete application.<sup>116</sup>

The duration of temporary residence permits is the same as that of temporary protection, i.e., initially one year and then as extended. The permit is automatically prolonged, and beneficiaries are issued new identity cards by the administrative units ex officio.<sup>117</sup>

Regarding difficulties see [Registration under temporary protection](#).

The residence permit granted to temporary protection beneficiaries is a *temporary* residence permit. In general, in accordance with the Foreigners Act, after five years of uninterrupted legal stay in Slovenia on the basis of a temporary residence permit, foreigners may obtain a permanent residence permit. Previously, Article 52 of the Foreigners Act provided that the period of residence of a foreigner in the Republic of Slovenia as a person with temporary protection could not be counted towards the required five-year period for obtaining a permanent residence permit. However, following an amendment to the Foreigners Act (ZTuj-2I),<sup>118</sup> adopted on 25 April 2025 and effective from 21 May 2025, this restriction was removed. The deletion of the aforementioned restriction thus allows persons who have resided in the Republic of Slovenia as beneficiaries of temporary protection under the Temporary Protection of Displaced Persons Act, and who, following the termination of temporary protection, continue to reside in the Republic of Slovenia on another legal basis under the Foreigners Act, to have this period counted towards the required period for obtaining a permanent residence permit.

Temporary protection holders may submit a declaration of renunciation of temporary protection status or a declaration that they will no longer reside in the Republic of Slovenia to the competent administrative unit and return the identity card referred to in Article 57 of the ZZZRO-1.<sup>119</sup> A person whose temporary protection status has ceased due to the acquisition of the citizenship of another country whose protection they enjoy, due to renunciation of temporary protection status, due to the expiry of temporary protection, or, in the case of a family member, where the status ceases because their family member has lost temporary protection status or because they no longer qualify as a family member, may, within ten days of the cessation of temporary protection status, apply to the competent authority for a temporary residence permit for any purpose provided for under the Foreigners Act. Where the application is submitted within

<sup>115</sup> Article 57(5) ZZZRO-1.

<sup>116</sup> Article 16(1) ZZZRO-1.

<sup>117</sup> Ministry of the Interior, *Podaljšanje začasne zaščite za razseljene osebe iz Ukrajine še za eno leto, do 4. marca 2027 – obvestilo*, 17 September 2025, available [here](#).

<sup>118</sup> Article 36 ZTuj-2I, Official Gazette of the Republic of Slovenia, no. 32/25.

<sup>119</sup> Article 19(4) ZZZRO-1.

the prescribed time limit, the competent authority (administrative unit) shall issue a certificate that counts as a residence permit until a final decision on the application is issued. Where the person is employed or self-employed at the time of submitting the application for a single permit, they may, on the basis of such certificate, reside and work in the Republic of Slovenia until the final decision on the application.<sup>120</sup>

As explained by the Ministry of the Interior,<sup>121</sup> in accordance with the guidelines of the European Commission a person already enjoying temporary protection in one of the member states has the right to travel to another member state for 90 days in a 180-day period, however if such a person moves to another member state (in this case to Slovenia), where they receive a second temporary protection residence permit, the member state that issued the first temporary protection residence permit must revoke it, and the rights derived from temporary protection in said member state cease.

The Republic of Slovenia is the only Member State of the European Union that has so far not participated in the European registration platform, as it did not have an appropriate legal basis for the exchange of personal data. This lack of participation has had negative consequences for Slovenia, particularly in terms of its ability to monitor potential cases of individuals holding temporary protection statuses in multiple Member States simultaneously—an issue that also carries financial implications related to the possible duplication of rights granted under temporary protection.<sup>122</sup> However, the recently adopted ZZZRO-1 now provides legal basis for the competent ministry to exchange personal data of persons granted temporary protection with other Member States of the European Union, the European Commission and the Schengen Associated States, thus finally ensuring the effective enjoyment of the rights of persons under temporary protection in all Member States, while preventing abuses and the possibility of temporary protection statuses in several Member States at the same time.<sup>123</sup>

So far PIC has not detected any cases where a person that has renounced temporary protection in Slovenia and moved to another member state or returned to Ukraine would be prevented from applying for temporary protection again upon returning to Slovenia.

However, a separate issue emerged in 2024, when a case involving the withdrawal of temporary protection due to violations of public order revealed that the provision in the first indent of the third paragraph of Article 6 of the ZZZRO is highly problematic (the Article is dealing with the cessation and withdrawal of temporary protection). PIC considers this provision particularly contentious, as the withdrawal of temporary protection status is, in its view, a disproportionate response to public order violations. In the case observed by PIC, the individual concerned was residing in an accommodation centre and had been repeatedly dealt with by the police for violent and disruptive behaviour. As a result, the staff at the accommodation centre reported the matter to the competent administrative unit, which initiated the procedure for withdrawal of temporary protection. Several stakeholder consultations were held to explore alternative solutions. These discussions revealed that the legislation is also deficient in that it does not provide for specific measures to address public order violations in the sense of house rule violations in accommodation centres for persons with temporary protection. In contrast, the legal framework for international protection includes a system of escalating measures: following a first serious breach of house rules, a written warning is issued; if the person repeats any serious breach, relocation to another facility may follow; and a further repetition can lead to termination of accommodation in state-provided facilities.<sup>124</sup> Since no such measures were foreseen for individuals under temporary protection, and given that the individual in question posed a safety risk to others in the centre, staff saw no viable option other than to notify the administrative unit. As discussed during joint stakeholder meetings (in which PIC participated), this step was taken in the absence of alternative legal mechanisms. This gap has been addressed in the new ZZZRO-1, which now includes provisions governing house rule violations, along

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<sup>120</sup> Article 19(10) ZZZRO-1.

<sup>121</sup> Information provided by the Ministry of the Interior, April 2025.

<sup>122</sup> Government of the Republic of Slovenia. (2024). *Predlog Zakona o začasni zaščiti razseljenih oseb – prva obravnava (EVA 2022-1711-0029)*, p. 89, available [here](#).

<sup>123</sup> Article 70 ZZZRO-1.

<sup>124</sup> Article 96 IPA.

with a range of escalating measures —up to and including termination of accommodation and reimbursement for damages.<sup>125</sup>

## 2. Access to asylum and other legal statuses

Under the ZZZRO, persons enjoying temporary protection could apply for asylum during the period of temporary protection or after the termination thereof. Where the examination of an asylum application was not processed before the end of temporary protection, the procedure would continue thereafter. Pending a final decision on the asylum application, such persons would be subject to the regulations governing asylum.<sup>126</sup> The ZZZRO-1 establishes a clearer relationship between temporary protection and international protection where an applicant for or a person granted temporary protection applies for international protection in the Republic of Slovenia.

According to Article 6 of the ZZZRO-1, if an applicant or a person with temporary protection lodges an application for international protection, they shall retain the rights and obligations set out in the ZZZRO-1, and the provisions of the regulations on the rights and obligations of applicants for international protection shall not apply to them. Conversely, where an applicant for international protection applies for temporary protection, they shall acquire the rights and obligations of an applicant under the ZZZRO-1, to the exclusion of the rules applicable to applicants for international protection. If temporary protection status is granted prior to a decision on the application for international protection, such person shall acquire the rights and obligations of a person granted temporary protection and the regulations on the rights and obligations of applicants for international protection shall not apply to them, while the procedure for international protection shall continue unaffected. If a person with temporary protection is granted international protection status, the temporary protection status shall cease

According to the explanatory memorandum to Article 6 of the ZZZRO-1, the purpose of this arrangement is to ensure that a person granted temporary protection retains the rights attached to that status during the examination of an application for international protection, as temporary protection provides a higher level of rights than that afforded to applicants for international protection. The explanatory memorandum further clarifies that this approach is also linked to the shorter duration of the procedure for granting temporary protection. A person who simultaneously applies for temporary protection and international protection may, due to the shorter time limits for deciding on an application for temporary protection, obtain temporary protection status more quickly and thereby benefit from the higher level of rights attached to that status, which they retain until international protection is granted.<sup>127</sup>

Under the ZZZRO, beneficiaries of temporary protection who applied for international protection retained their rights under temporary protection. However, PIC observed issues in a limited number of cases relating to the renunciation of temporary protection in the course of applying for international protection, reportedly linked to insufficient information provided during the procedure regarding the consequences of such renunciation.

Under the ZZZRO, beneficiaries of temporary protection who applied for international protection retained their rights under temporary protection until a positive decision was issued on their asylum application,<sup>128</sup> however, PIC observed issues in a few cases relating to the renunciation of temporary protection in the course of applying for international protection, reportedly linked to insufficient information regarding the consequences of such renunciation. According to the individuals concerned, it was also not clearly communicated during the procedure with the Police that renunciation of temporary protection was not a prerequisite for lodging an asylum application. In a few other cases, individuals reported to PIC that the Police refused to process their asylum application unless they agreed to sign a statement explicitly declaring their intent to revoke temporary protection. PIC raised this issue with the Ministry of the Interior,

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<sup>125</sup> Article 33 ZZZRO-1.

<sup>126</sup> Article 8(1)-(2) ZZZRO.

<sup>127</sup> Government of the Republic of Slovenia. (2024). *Predlog Zakona o začasni zaščiti razseljenih oseb – prva obravnava (EVA 2022-1711-0029)*, available [here](#).

<sup>128</sup> Information provided by the Ministry of the Interior, February 2024.

which responded that it was not aware of such practices and clarified that such conduct is not in accordance with the applicable legal framework, which allows individuals with temporary protection to apply for asylum without first renouncing their status.<sup>129</sup> Given the limited scope of PIC's counselling activities in 2025 in relation to temporary protection, it was not possible to assess whether similar practices persisted under the ZZZRO-1.

Being able to apply for asylum is not conditioned to whether a person eligible to temporary protection has first started the registration process for temporary protection and the asylum application is examined the same as other applications in accordance with the International Protection Act. In 2025, 57 Ukrainian citizens applied for international protection.<sup>130</sup>

Under the ZZZRO, the absence of a legal framework enabling the transition from temporary protection to other residence statuses constituted one of the key issues faced by temporary protection beneficiaries. However, the ZZZRO-1 addressed this issue by introducing a legal basis for the transition from temporary protection to other legal statuses. Article 19(10) of the ZZZRO-1 provides that a person whose temporary protection status has ceased, may, within ten days of the cessation of temporary protection status, apply to the competent authority for a temporary residence permit for any purpose provided for under the Foreigners Act. This provision follows, in substance, the provision of the Article 34(9) of the Foreigners Act, which regulates the same possibility for a foreigner whose international protection status in the Republic of Slovenia has ceased. Such possibility applies to persons whose temporary protection status has ceased due to the acquisition of the citizenship of another country whose protection they enjoy, due to renunciation of temporary protection status, due to the expiry of temporary protection, or, in the case of a family member, where the status ceases because their family member has lost their temporary protection status or because they no longer qualify as a family member.

A person whose temporary protection status has ceased due to the expiry of temporary protection (and who has not previously applied for a residence permit for any purpose), may remain in the Republic of Slovenia for a maximum of 30 days following such expiry, unless they are required to leave the country on the basis of a decision of the competent authority. Upon the expiry of this period, the person shall be treated in accordance with the Foreigners Act.<sup>131</sup>

## B. Family reunification

ZZZRO-1 stipulates that a person with temporary protection shall have the right to be reunited with family members if they have been separated due to the circumstances of a mass influx, and regulates the right to family reunification of a person with temporary protection in two aspects.<sup>132</sup> Namely, where their family member is already in the European Union and has been granted temporary protection status in another Member State. In this case, the rules of the relocation procedure in accordance with Article 62 of the ZZZRO-1 shall apply *mutatis mutandis*. The second aspect refers to family members who are in the country or region of origin or in another Member State and who themselves meet the conditions for obtaining temporary protection status in accordance with Article 12 of the ZZZRO-1. In the latter case, the

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<sup>129</sup> Explanation by the Ministry of the Interior, June 2024.

<sup>130</sup> Government of the Republic of Slovenia, *Priseljevanje v Slovenijo*, available in Slovenian [here](#).

<sup>131</sup> Article 23(1) ZZZRO-1.

<sup>132</sup> As mentioned above, the ZZZRO-1, Article 3(point 9), defines family members of persons with temporary protection as third-country nationals or stateless persons who formed part of a family that already existed prior to arrival in the Republic of Slovenia, namely: a) the spouse of the person with temporary protection, cohabiting partner or a partner from another form of legally recognised partnership, whereby in a polygamous relationship only one person is considered a family member, i.e. the one determined by the person with temporary protection, b) minor children of the person with temporary protection or the person from the previous point, if they are unmarried, regardless of whether they were born in a legal or consensual union or adopted, c) children of the person with temporary protection born in the Republic of Slovenia, č) the father, mother or other adult responsible for the person with temporary protection, if the said person is a minor and unmarried, d) unmarried minor siblings of the person with temporary protection, e) other relatives where a *de facto* family relationship exists (which primarily means genuine family ties between family members, physical care, protection, security, emotional support and financial dependency).

family member is issued a temporary protection card on the basis of an application for reunification with a family member filed with the competent authority by the person with temporary protection. The person with temporary protection must attach documentary evidence to the application for reunification with a family member that demonstrates the family ties and the identity of their family member. If the person with temporary protection does not have such evidence and is unable to obtain it, they must state all the facts about the family member with whom they wish to be reunified in the application for reunification with a family member.<sup>133</sup>

Previously, while the ZZZRO provided the legal basis for family reunification, the detailed regulation was set out in Article 23 of the Decree on the methods for ensuring the rights of persons enjoying temporary protection, which referred to the Rules on the procedure concerning the transfer of persons enjoying temporary protection.<sup>134</sup> Under the ZZZRO-1, this matter is now regulated directly in the Act, as Article 52 refers to the application of Article 62, which governs the transfer of persons granted temporary protection between Member States. The relocation procedure is initiated on the basis of an agreement between the Ministry and the competent authority of another EU Member State with the consent of the person enjoying temporary protection and includes an assessment of whether grounds for exclusion from temporary protection are present.<sup>135</sup>

When the identity card is issued, it shall be served to the family member by a diplomatic mission or consulate of the Republic of Slovenia, if the family member does not yet reside in the Republic of Slovenia, or by the competent authority, if the family member already resides in the Republic of Slovenia. If the family member resides in a country in which the Republic of Slovenia does not have a diplomatic mission or consulate, the card may be served through an international organisation operating in the field of migration, provided that the person with temporary protection consents to this and covers the costs of service. For the purpose of entry of a family member who has been granted the right to reunification and does not possess a valid passport, the competent authority shall issue a passport for a foreigner with a validity of up to 90 days.<sup>136</sup>

In accordance with the principle of preserving family unity, the status of temporary protection shall also be granted to a family member who is in the Republic of Slovenia with the person with temporary protection and who does not meet the conditions for obtaining temporary protection status themselves in accordance with the ZZZRO-1, except in the case of the existence of exclusion grounds. This is a supplement to the right to family reunification which, in accordance with Directive 2001/55/EC, is limited only to family members who are in another Member State of the European Union and have temporary protection granted there, and to family members who are in the country of origin or abroad and who could themselves be entitled to temporary protection status. The provision establishes the preservation of family unity in such a way that family members can have the same legal status as the person with temporary protection.<sup>137</sup>

In response to a request by PIC concerning the number of persons who arrived in the Republic of Slovenia in 2025 on the basis of family reunification with a person granted temporary protection, the Ministry of the Interior stated that it does not maintain such data.<sup>138</sup>

### C. Movement and mobility

Under the ZZZRO, restriction of movement of applicants for temporary protection could only be applied where the identity of the applicant was not established or where there were doubts as to their identity. In such case, applicants could be required to stay, for a limited period of time, within an accommodation

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<sup>133</sup> Article 52(1)-(4) ZZZRO-1.

<sup>134</sup> Rules on the procedure concerning transfer of persons enjoying temporary protection, Official Gazette of RS, No. 110/05.

<sup>135</sup> Article 62(8) ZZZRO-1.

<sup>136</sup> Article 52(6)-(7) ZZZRO-1.

<sup>137</sup> Article 51(1) ZZZRO-1.

<sup>138</sup> Information provided by the Ministry of the Interior, March 2026.

centre on the basis of a procedural decision issued by the Ministry. The restriction could last for as long as the reasons existed, but for no longer than one month, with a possible extension of an additional month.<sup>139</sup> The ZZZRO-1 does not provide for such or any other restriction of movement of applicants for temporary protection or beneficiaries of temporary protection within the State.

During PIC's project relating to temporary protection, no issues were detected regarding re-entry into the country for beneficiaries of temporary protection who chose to temporarily return to Ukraine. Under the ZZZRO, there was also no national policy defining the period of authorised absence, without suspensive effect on the temporary protection status and related rights. However, certain consequences related to absence from the Republic of Slovenia are provided for under the ZZZRO-1. Temporary protection status shall cease if a person voluntarily permanently returns to their country or region of origin or permanently leaves for another country, with the administrative unit taking into account, in particular, the duration of absence from the Republic of Slovenia and the person's unavailability to the competent authorities during that period.<sup>140</sup> Furthermore, absence from the Republic of Slovenia for more than one month may affect the person's entitlement to financial assistance and financial assistance for private accommodation, as the UOIM may decide to terminate entitlement and immediately suspend payments.<sup>141</sup> In addition, absence from the Republic of Slovenia for more than 15 days may affect the exercise of rights and the fulfilment of obligations.<sup>142</sup>

## D. Housing

### Indicators: Housing

- |   |               |
|---|---------------|
| 1. For how long are temporary protection beneficiaries entitled to stay in reception centres? | Unlimited     |
| 2. Number of beneficiaries staying in State provided accommodation as of 12/2025              | 671           |
| 3. Number of beneficiaries staying in private accommodation as of 12/2025                     | Not available |

In accordance with the ZZZRO-1, applicants for temporary protection have the right to accommodation in an accommodation centre or other accommodation facility, where they are provided with food, clothing, footwear, and hygiene supplies.<sup>143</sup> Accommodation and meals in accommodation centres and other facilities are also provided to persons with temporary protection. The centres are established by the Government and managed by the Government Office for the Support and Integration of Migrants (*Urad za oskrbo in integracijo migrantov*, UOIM).<sup>144</sup> Unlike the ZZZRO, the ZZZRO-1 no longer stipulates that the UOIM is obliged to organise the transfer of applicants for temporary protection to the nearest reception centre.

When accommodating an applicant or a beneficiary of temporary protection, the UOIM shall take into account the vulnerability of the individual, the principle of preserving family unity and the available capacity of accommodation centres and other accommodation facilities.<sup>145</sup>

In practice, the reception of applicants for temporary protection is carried out in the Asylum Home Branch Facility in **Logatec**, which serves also as an accommodation centre for asylum seekers, applicants for temporary protection and temporary protection holders. However, later on, usually only after receiving temporary protection, they are accommodated in other available accommodation centres or other State-provided accommodations.<sup>146</sup> As described in the Human Rights Ombudsman of the Republic of

<sup>139</sup> Article 21 ZZZRO.

<sup>140</sup> Article 19(1) ZZZRO-1.

<sup>141</sup> Article 43(2)-(4) ZZZRO-1.

<sup>142</sup> Article 56(2) ZZZRO-1.

<sup>143</sup> Article 26(2) ZZZRO-1.

<sup>144</sup> Article 32(1)-(4) ZZZRO-1.

<sup>145</sup> Article 3 of the Decree on the methods of exercising and ensuring rights of applicants for temporary protection and persons with temporary protection.

<sup>146</sup> Official statistics provided by the UOIM, March 2024.

Slovenia's annual report for 2022, in the accommodation centre in **Logatec**, all categories of Ukrainian citizens - both families and single women as well as single men - are accommodated, while among the seekers of international protection, only families, couples, single women and unaccompanied minors are accommodated in the centre. As reported, the persons are accommodated in three buildings and in living containers, in which up to six single persons or up to eight family members are accommodated.<sup>147</sup> These issues were not mentioned in the Ombudsman's latest report - for 2024.

Based on PIC's observation individuals can freely move on the premises of the centre and are allowed to leave the premises after informing the social workers. Where they are accommodated in **Logatec**, in buildings or in containers, and where and when they are moved next is decided by the social workers based on the individual circumstances (e.g., family, unaccompanied minor, single woman, other detected vulnerabilities etc.) as well as depending on the status of the person (temporary or international protection) and availability. Special attention is afforded to individuals assessed as vulnerable, for example women with children are put in separate rooms from men and the containers host mostly single men.

Applicants and beneficiaries of temporary protection are also housed in the accommodation centres in **Debeli Rtič** and in **Postojna**.<sup>148</sup> Additionally, due to the lack of capacity in accommodation centres, the UOIM also began accommodating persons into student dormitories (e.g., in **Kranj**, **Nova Gorica**, **Radenci**) and other suitable state-owned and other facilities (such as apartments of the Ministry of Defence, apartments of the Public Housing Fund, Integration Houses, accommodations obtained through a public call, that met the necessary conditions, etc.). Orphans, aged one to seven years, that were relocated from the Luhansk orphanage in Ukraine in 2022, were placed in the village of Slavina near Postojna in a house that is owned by the municipality of Postojna.<sup>149</sup> In 2023, Deputy Ombudsman visited the orphans accommodated in the Postojna student dormitory and in the accommodation facility in Slavina to examine the social and living conditions and assessed that the children have adequate care.<sup>150</sup> Despite reports that at the beginning of 2024 Ukrainian authorities had requested the return to Ukraine of the orphans who had been accommodated in Slavina, in August 2024 the Government approved the decision to extend the project until 4 March 2025.<sup>151</sup> It was last reported (in May 2025) that, three years after 20 Ukrainian orphans were brought to Slavina, the orphanage was being closed. In this regard, the Director of the UOIM pointed out that, from the perspective of the children's development and the support provided by Slovenia, including a safe environment for education and the fulfilment of the children's other needs, it would have been preferable for them to remain in Slovenia. However, the decision of the Ukrainian authorities to request the return of the children to Ukraine before the end of the war has not been further explained.<sup>152</sup>

With regard to housing, applicants for temporary protection and temporary protection holders are entitled to accommodation and meals in accommodation centres and, after being granted temporary protection, a person is also entitled to monthly allowance (see [Social Welfare](#)) or, if they do not reside in accommodation centres, financial assistance and financial assistance for private accommodation, that are granted only to those beneficiaries that declare they have no income, cash benefits or assets and who are unable to rely on a person who is obligated to and capable of supporting them in accordance with the regulations of the Republic of Slovenia.<sup>153</sup> The ZZZRO-1 introduced the possibility of accommodating applicants and persons with temporary protection in institutional care under the same

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<sup>147</sup> Human Rights Ombudsman of the Republic of Slovenia, *The 28th Annual Report of the Human Rights Ombudsman of the Republic of Slovenia for 2022*, available in Slovenian [here](#).

<sup>148</sup> Republic of Slovenia, *Z nastanitvenim centrom v Postojni pridobili 120 novih namestitev*, 8 July 2022, available in Slovenian [here](#).

<sup>149</sup> Republic of Slovenia, *Otroci iz ukrajinske sirotišnice Lugansk so prispeli v Slavino pri Postojni*, 3 May 2022, available in Slovenian [here](#).

<sup>150</sup> MMC RTV Slovenija (G.K.), *Varuh: Za ukrajinske sirote je v Postojni dobro poskrbljeno*, 16 June 2023, available in Slovenian [here](#).

<sup>151</sup> N1, *V Sloveniji še 12 sirot iz Ukrajine: nekaj naj bi se jih domov vrnilo septembra*, 28 August 2024, available in Slovenian [here](#).

<sup>152</sup> MMC RTV Slovenija (Barbara Renčof), *Sirotišnico za ukrajinske sirote v Slavini zapirajo*, 13 May 2025, available in Slovenian [here](#).

<sup>153</sup> Article 24(1) and Article 31(1) ZZZRO-1.

conditions and according to the same procedures as citizens of the Republic of Slovenia.<sup>154</sup> Applicants and beneficiaries of temporary protection may also be accommodated at a private address at their own expense.<sup>155</sup>

Under the ZZZRO, applicants for temporary protection and beneficiaries of temporary protection were able to stay in accommodation centres free of charge and were provided with food, regardless of their own means of subsistence, or another source of livelihood and any income only affected their right to receive the allowance or financial assistance for private accommodation. Material reception conditions as such were not regulated for applicants for temporary protection and temporary protection beneficiaries by law. The ZZZRO-1 introduced an explicit legal framework for material reception conditions (food, clothing, footwear, and hygiene supplies) for applicants for temporary protection that are accommodated in accommodation centres,<sup>156</sup> thereby bringing the system closer to that applicable to applicants for international protection. At the same time, the ZZZRO-1 introduced a means-based approach, as beneficiaries of temporary protection who have sufficient income, cash benefits or assets, or who can rely on persons obliged and able to support them, are required to reimburse the costs of food.<sup>157</sup>

There were 1,142 available places in State-provided accommodations for temporary protection applicants and beneficiaries as of 31 December 2025. 671 temporary protection applicants and beneficiaries were residing in reception/accommodation centres and other facilities, as follows: 280 persons in accommodation centres (Logatec, Debeli rtič, Postojna), 73 in unoccupied apartments of the Public Housing Funds and other apartments and 318 in other facilities (such as dormitories, capacities acquired based on a public call from 2022 and UOIM's facility in Velenje, Integration House Maribor and accommodation for unaccompanied minors).<sup>158</sup>

Temporary protection applicants and beneficiaries can also reside in private accommodation without requesting the authorisation to do so from the competent authority as the law on temporary protection does not provide for such requirement as is needed for applicants for international protection in line with the International Protection Act.<sup>159</sup> Applicants can secure private accommodation by themselves or with help from non-governmental and humanitarian organisations (Slovene Philanthropy, Red Cross/Caritas and some others), as well as with assistance of some local communities. Since the beginning of the war, applications from private individuals as well as companies offering accommodation to persons fleeing the war in Ukraine have also been collected at the UOIM, which then matched them with applicants for temporary protection and temporary protection holders looking for private accommodation, considering any specific needs. In 2025, the UOIM assisted individuals in contacting potential landlords, primarily by facilitating initial contact and explaining to landlords the rights and obligations of persons granted temporary protection. In 2025, the UOIM did not receive any offers for free accommodation.<sup>160</sup>

As the offered private accommodations had not been personally checked by the UOIM and the only safeguard has been largely based solely on a preliminary assessment by the employees at the UOIM (conducted via telephone or e-mail), this poses a certain risk given the vulnerability of the refugee population due to the possibility of unsafe or exploitative living conditions. Another issue that gradually became apparent, as observed by PIC, is that the initial wave of public interest in hosting Ukrainian refugees has significantly declined, making it more challenging for beneficiaries, particularly those seeking long-term private accommodation of a year or more, to secure appropriate private housing. In cases of free of charge hosting by private individuals, no financial compensation or financial support for private households housing persons fleeing Ukraine has been introduced by the State. Financial aid is only provided to temporary protection beneficiaries. However, financial assistance for private accommodation, which is granted for paying rent and/or utility costs (when there is a signed rental agreement or agreement

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<sup>154</sup> Article 26(4) and Article 35(1) ZZZRO-1.

<sup>155</sup> Article 26(5) and Article 32(1) ZZZRO-1.

<sup>156</sup> Article 26(2) ZZZRO-1.

<sup>157</sup> Article 32(5) ZZZRO-1.

<sup>158</sup> Official statistics provided by the UOIM, February 2026.

<sup>159</sup> Article 83(1) IPA.

<sup>160</sup> Information provided by the UOIM, February 2026.

on the use of the real estate property) can also be submitted directly to the account of the landlord with a written consent by both, the landlord and the temporary protection beneficiary as a tenant. In this respect, some issues with landlords were also reported to PIC regarding temporary protection beneficiaries not being able to immediately pay the rent, as they were waiting for the financial assistance for private accommodation that is provided by the UOIM (sometimes past the time limit for issuing a decision on granting financial aid due to limited capacities for processing a large number of applications). Many temporary protection beneficiaries have also found accommodation with their friends or relatives. Slovenia did not collect statistics on the use of accommodation in private households in 2025.

Based on PIC's observations within the scope of its activities, no particular issues were identified regarding access to reception conditions provided by the State for temporary protection beneficiaries. However, a shortage of affordable private accommodations, meeting the specific needs of vulnerable groups, as well as the temporary nature of such arrangements and the risk of exploitation in private accommodation, remain a concern. No special safeguards have been put in place in relation to private housing to prevent risks such as inappropriate conditions or exploitation risk.<sup>161</sup> No specific safeguards have been put in place in relation to private housing to address risks such as inadequate living conditions or exploitation.

The Slovenian Ombudsman visited the accommodation centre in Logatec in 2022 due to reports of overcrowding and poor living conditions. During the visit, asylum seekers, temporary protection holders and people waiting to lodge an application were accommodated in rooms and containers. Regarding the rooms in the built facilities, the Ombudsman noted that they are in line with the accommodation standards set in EASO/EUAA guidelines. People had a lot of outdoor activities; the rooms could be locked and the whole centre was properly cleaned. However, the Ombudsman concluded that accommodation conditions in the containers do not reach the minimal standards set out by the EASO/EUAA guidelines when overcrowded. The area of the container is 14.4 m<sup>2</sup> (6 x 2.4 m<sup>2</sup>) and up to six single persons or up to eight family members are accommodated in one container. If more than three people live in the container, they are therefore guaranteed less than 4 m<sup>2</sup> of personal space. The Ombudsman also noted that the situation is especially concerning regarding the right to personal dignity, the right to privacy and the right to personal security. In the opinion of the Ombudsman, the conditions to a certain extent contributed to the high absconding rate. Therefore, the conditions also violated the right to asylum enshrined in Article 18 of the Charter. The Ombudsman concluded that the conditions were the consequence of lack of capacity. He recommended that additional capacity be guaranteed together with additional staff. The Ombudsman also recommended that the containers should not be used.<sup>162</sup>

In response to the Human Rights Ombudsman's 2022 recommendations concerning accommodation conditions at the Asylum Centre and its branch in Logatec, the UOIM provided a detailed explanation on the ongoing, intensive efforts to secure new accommodation capacities for the persons declaring the intention to file an application for international protection as well as for applicants for international protection. Efforts included outreach to state bodies, reviewing real estate offers from private and corporate sources, and identifying potential new sites through site visits. However, according to the UOIM challenges persist, particularly in securing local community support, which, although not legally required, is seen as essential for ensuring the effective exercise of rights and integration of accommodated persons. Despite several identified locations, municipal support has not yet been obtained. The UOIM also explored availability in dormitories and hostels in and around Ljubljana but found them fully occupied or pre-booked. In addition, a public call for the rental of suitable facilities was issued in September 2022, followed by a broader call for offers in early 2023, both of which yielded limited results. Some ministries also indicated potential capacities that could be allocated for migrants. Visits to the proposed locations or plots of land are still being carried out. The Ombudsman thus considered that the primary objective, namely, to draw attention to and criticize the overcrowding conditions at the Asylum Centre, had been achieved.<sup>163</sup>

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<sup>161</sup> Observation by PIC.

<sup>162</sup> Human Rights Ombudsman of the Republic of Slovenia, *The 28th Annual Report of the Human Rights Ombudsman of the Republic of Slovenia for 2022*, available in Slovenian [here](#), 225-226.

<sup>163</sup> Information provided by the Human Rights Ombudsman, January 2025.

In 2025, the Ombudsman substantively examined only one initiative alleging violations of the fundamental human rights of applicants for temporary protection and persons with temporary protection. The case concerned the provision of adequate social care to two Ukrainian nationals with temporary protection. The Ombudsman's examination of the matter has not yet been concluded.<sup>164</sup>

Additionally, in 2024, the Ombudsman handled an initiative concerning claims of psychological abuse and degrading treatment of Ukrainian refugees accommodated in a student dormitory, including alleged inspections of their rooms and personal belongings. Based on these claims, the Ombudsman visited the student dormitory, where persons from Ukraine with temporary protection status were accommodated, and reviewed the practice of room inspections. In 2025, the Ombudsman concluded the case and issued an opinion, finding that the accommodation provided to such persons constitutes their home, rather than merely a temporary or special-purpose accommodation, and that they are therefore entitled to a level of privacy comparable to that enjoyed in one's own dwelling. The Ombudsman considered that room inspections constitute an interference with the right to privacy and expressed doubts as to the legality of such practices in the absence of a clear legal basis.<sup>165</sup>

## E. Employment and education

### 1. Access to the labour market

Persons enjoying temporary protection enjoy free access to the labour market in accordance with the regulations governing the employment, self-employment and work of foreigners (see [General Report – Access to the labour market](#)). Persons enjoying temporary protection may participate in training programmes or enter into a traineeship in accordance with regulations.<sup>166</sup>

As displaced persons from Ukraine who have been granted temporary protection enjoy free access to the labour market, they are employed in Slovenia under the same conditions as Slovenian nationals and their employers are not required to obtain work permits in order to be able to employ them. When entering the labour market, Ukrainian nationals and other temporary protection beneficiaries are entitled to the same range of statutory employment rights and obligations as other active job seekers and employees. It is important to point out that, because of their lack of knowledge of Slovenian language and of familiarity with the system itself and their rights under labour law and other relevant legislation, foreigners are a particularly vulnerable group in and around the labour market.

The Employment Service of the Republic of Slovenia provides foreigners with tailored career counselling and programmes to speed up their labour market integration. With ZZZRO-1, registration in the register of unemployed persons with the Employment Service became a condition for exercising the right to financial assistance or allowance.<sup>167</sup> At the Employment Service, as each unemployed person is assigned a career counsellor with whom they draw up an employment plan and plan how to take further steps to speed up their labour market integration. The Employment Service also provides assistance to the unemployed by enrolling them in active employment policy programmes which may help them acquire the necessary knowledge, skills and competences to improve their employment opportunities. Foreigners who do not speak Slovenian and have no experience with the Slovenian labour market are provided with special tailor-made programmes organised by the Employment Service. In addition to Slovenian language courses, these programmes include on-the-job trainings for beneficiaries of international and temporary protection and foreigners, as well as workshops on "Labour market integration" and "Supporting vulnerable groups in the labour market". Another benefit of registering is that the Employment Service is responsible for monitoring and verifying employers whose job vacancies have been publicly advertised.<sup>168</sup>

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<sup>164</sup> Information provided by the Human Rights Ombudsman, February 2026.

<sup>165</sup> Information provided by the Human Rights Ombudsman, March 2026.

<sup>166</sup> Article 48(1)-(2) ZZZRO-1.

<sup>167</sup> Article 36(2) and Article 50(2) ZZZRO-1.

<sup>168</sup> Republic of Slovenia, *Employment of Ukrainian nationals living in Slovenia*, available [here](#).

In 2025, on average approximately 1,037 persons with temporary protection per month were registered with the Employment Service of Slovenia (ESS), with the number steadily increasing throughout the year, from 584 in January to 1,925 in December 2025. This represents a significant increase compared to 2024, when an average of 462 persons with temporary protection per month were registered with the ESS (total of persons registered in the register of unemployed persons and in the register of jobseekers), reflecting increasing integration into the labour market.<sup>169</sup>

## 2. Access to education

In accordance with the ZZZRO,<sup>170</sup> persons under the age of 18 enjoying temporary protection were entitled to the same rights as citizens of the Republic of Slovenia with regard to admission to and completion of primary education and of short-term and secondary vocational and secondary technical and general education for the acquisition of state-approved education in public and private schools financed through public sources, provided that they were below the age of 18 at the time of enrolment and met the admission requirements. The ZZZRO-1 introduced a broader and more comprehensive approach, stipulating that a person with temporary protection has the right to inclusion in pre-school education, primary education, secondary education, post-secondary education, higher education, music school and adult education to the same extent as citizens of the Republic of Slovenia.<sup>171</sup> Moreover, the ZZZRO-1 explicitly provides that applicants for temporary protection are entitled to education under the same conditions as persons granted temporary protection, with the exception of pre-school education and state scholarships.<sup>172</sup>

The costs of education for temporary protection beneficiaries, except for the costs of inclusion in pre-school education, shall be covered by the ministry responsible for education or the ministry responsible for higher education, to the same degree and under the same terms as applicable to citizens of the Republic of Slovenia,<sup>173</sup> which means that their education is free of charge.

The National Education Institute Slovenia (ZRSŠ) has prepared Guidelines for the integration of children and adolescents with temporary protection in educational institutions,<sup>174</sup> which are intended for those working in kindergartens, primary and secondary schools and serve to support the integration and work with children and adolescents, who come from war zones and need help to integrate, and to create an inclusive environment in which children and young people learn to respect diversity.<sup>175</sup>

Kindergartens are open to children from the age of 11 months until they start primary school,<sup>176</sup> however, before enrolling their child into kindergarten, parents must provide a certificate issued by a paediatrician stating that the child has been vaccinated against measles, mumps and rubella, unless there are medical reasons for not being vaccinated, otherwise the inclusion is refused.<sup>177</sup> This may represent issues to some, who did not bring the necessary documentation with them when fleeing Ukraine to be able to prove whether the child has had all the necessary vaccinations.

In Slovenia, in accordance with the Basic School Act, primary education lasts nine years and is compulsory.<sup>178</sup> No information provided by the competent authority (the Ministry of Education) indicates an obligation for those attending online Ukrainian school to also attend Slovenian school and PIC did not observe any issues related to the children with temporary protection that are fulfilling their obligation to

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<sup>169</sup> Official statistics provided by the Ministry of Labour, Family, Social Affairs and Equal Opportunities, January 2025.

<sup>170</sup> Article 29(1) ZZZRO.

<sup>171</sup> Article 49(1) ZZZRO-1.

<sup>172</sup> Article 28(1) ZZZRO-1.

<sup>173</sup> Article 49(3) ZZZRO-1.

<sup>174</sup> National Education Institute Slovenia, Smernice za vključevanje otrok in mladostnikov z začasno zaščito v vzgojno-izobraževalne zavode, available [here](#).

<sup>175</sup> Information provided by the Ministry of Education, March 2024.

<sup>176</sup> Article 20(2) Kindergartens Act, Official Gazette of RS, No. 100/05 and subsequent amendments.

<sup>177</sup> Article 51.a Communicable Diseases Act, Official Gazette of RS, No. 33/06 and subsequent amendments.

<sup>178</sup> Article 3 Basic School Act, Official Gazette of RS, No. 23/05.

attend elementary education only through continuing to attend Ukrainian school online. The Ministry of Education has, however, explained that at the end of 2023, it forwarded to all primary and secondary schools a circular with a letter from the Ukrainian Ministry responsible for education addressed to parents and legal representatives of Ukrainian children, recommending that children attending Slovenian schools follow the Slovenian education system. Despite the war, education in Ukraine is still available as well as the option of a combined system with online education provided by the Ukrainian authorities. Students who are already enrolled in primary school education in the Republic of Slovenia are obliged by law to attend classes in all subjects according to the compulsory programme of primary school. Those students who decide for parallel education according to the Ukrainian programme are able to attend online education after daily scheduled programme of the Slovenian primary school. Schools and children's parents report that it is challenging for students to coordinate attending a Slovenian primary school and the Ukrainian distance education model simultaneously.<sup>179</sup>

In accordance with the regulations on the basic education programme, children are usually enrolled in the school located in the school district where they reside. The first days of primary school are dedicated to getting to know the school environment and learning Slovenian. Pupils benefiting from temporary protection can also take part in the extended curriculum and in the extra-curricular activities provided by the school. Moreover, pupils with temporary protection are entitled to have extra Slovenian language lessons. As the language barrier is one of the main issues, in the first year of their schooling, the emphasis is placed on language empowerment and a condensed approach to beginner Slovenian language lessons. Pupils shall also be offered various forms of support, including supplementary teaching, individual and group assistance, adaptations to teaching methods and approaches, and they are entitled to have the option of adjusting their assessment during the school year.<sup>180</sup>

In order to enrol in elementary school and upper secondary schools (general education, vocational education, and technical education), candidates must meet the entry requirements, which together with the enrolment process, are the same as the for candidates who have previously studied abroad, *i.e.*, through a process of recognising foreign education with a view to continue their studies. Applicants must submit appropriate documentation of their studies abroad. Completion of primary school is the basic entry requirement for enrolment in the initial year of secondary school, while admission to higher secondary-school year(s) is decided by the selected secondary school after reviewing the candidate's previous certificates and comparing the subject curricula of both countries.<sup>181</sup> The selected school decides on the enrolment of a person with temporary protection who is unable to prove their previous education by submitting appropriate documents, following the guidelines of the National Education Institute Slovenia, which set out the elements of the initial interview that is to be carried out at the school as well as possible ways of assessing prior knowledge. Due to the enrolment of persons with temporary protection who apply for programmes with enrolment restrictions, additional places may be provided.<sup>182</sup>

If the child beneficiary is in need of adapted or special programmes, appropriate arrangements are available as for the nationals.

Under the ZZZRO, no provision explicitly determined entitlement to state scholarships for persons with temporary protection. As a result, the general provisions of the Scholarship Act applied,<sup>183</sup> which in principle limited access to state scholarships to Slovenian citizens and certain categories of third-country nationals who have acquired a resident status. The right to accommodation in student dormitories for students with temporary protection was also not regulated in the ZZZRO. The ZZZRO-1 has addressed this gap by explicitly providing that persons granted temporary protection who are pupils or students are entitled to state scholarships and accommodation in pupil and student dormitories under the same conditions as citizens of the Republic of Slovenia.<sup>184</sup>

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<sup>179</sup> Information provided by the Ministry of Education, March 2024.

<sup>180</sup> Republic of Slovenia, *Providing education to Ukrainian children living in Slovenia*, available [here](#).

<sup>181</sup> *Ibid.*

<sup>182</sup> Article 49(7)-(9) ZZZRO-1.

<sup>183</sup> Scholarship Act, Official Gazette of RS, No. 56/13 and subsequent amendments.

<sup>184</sup> Article 49((2) ZZZRO-1.

While in general tuition fees for studies according to officially recognised study programmes are charged to foreigners (citizens of non-EU countries) in accordance with the Regulations on tuition fees and accommodation in public students' dormitories for Slovene nationals without Slovene citizenship and foreigners in the Republic of Slovenia, the Regulations were amended on 31 March 2022 (in force since 23 April 2022) to include persons with temporary protection under the categories of foreigners that do not need to pay tuition fees at public higher education institutions, or they pay the same amount as is determined for citizens of the Republic of Slovenia.<sup>185</sup>

As of 30 September 2025,<sup>186</sup> a total of 123 children beneficiaries of temporary protection were enrolled in kindergartens, 852 in primary schools; 18 in primary schools with adapted programmes; 11 in institutions for the education of children and adolescents with special needs, and 200 Ukrainian students with temporary protection were enrolled in secondary schools.<sup>187</sup> As for Ukrainian students that were enrolled in higher education, in the academic year 2025/2026 there were 333 students with Ukrainian citizenship.<sup>188</sup> In the academic year 2025/2026, 137 temporary protection beneficiaries were granted a state scholarship.<sup>189</sup>

The main obstacles detected by PIC with regard to access to education for temporary protection beneficiaries have been the language barrier, the difference in education systems in comparison to Ukraine and lack of free spaces during the year for the temporary protection beneficiaries to be included as soon as possible.

## F. Social welfare

The ZZZRO provided for access to social welfare for temporary protection beneficiaries in various forms. Notably: monthly allowances in the amount of 30% of the basic minimum monthly income for temporary protection holders that were staying in accommodation centres who were without income or other means and without persons legally obliged and able to support them.<sup>190</sup> Allowance is provided based on a person's signed statement that they are without their own means of subsistence.<sup>191</sup>

However, Article 50 of the ZZZRO-1 has introduced several substantive modifications. First, the scope has been expanded to include not only persons accommodated in accommodation centres, but also those accommodated in other facilities referred to in Article 32 of the Act, provided that food is ensured (which, as observed by PIC, had already been the case in practice prior to the new law). In addition, a new condition has been introduced whereby the allowance does not accrue to a person who is not registered as unemployed with the Employment Service of Slovenia, despite meeting the statutory definition of an unemployed person under labour market legislation. Third, the regulation of the amount has become more differentiated. While the basic amount remains 30% of the minimum income, higher entitlements (55%) are provided for women over 63 and men over 65 years of age. Furthermore, the amount is reduced by half after two years from the recognition of temporary protection status.

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<sup>185</sup> Article 4(1) Regulations on tuition fees and accommodation in public students' dormitories for Slovene nationals without Slovene citizenship and foreigners in the Republic of Slovenia, Official Gazette of RS, No. 77/16 and subsequent amendments.

<sup>186</sup> As explained to PIC by the Ministry of Education, data is collected on several dates and is based on the information provided by the individual institutes; information from 30 September is therefore the most recent from 2025.

<sup>187</sup> Official statistics provided by the Ministry of Education, January 2026.

<sup>188</sup> This data is collected based on citizenship, and not based on status such as temporary protection. Official statistics provided by the Ministry of Higher Education, Science and Innovation, January 2026.

<sup>189</sup> Official statistics provided by the Ministry of Labour, Family, Social Affairs and Equal Opportunities, February 2026.

<sup>190</sup> Article 35(2) ZZZRO.

<sup>191</sup> Article 22(1) Decree on the methods for ensuring rights of persons enjoying temporary protection (previously applicable), now incorporated into Article 50(1) of the ZZZRO-1.

Finally, the new law established a procedural framework governing suspension of payments, which must now be decided by means of a formal decision issued by an authorised official of the UOIM, stating the reasons for the failure to meet the conditions set out in this Article. An objection may be lodged against the decision within three days of its service, to be decided upon by the Head of the Office. An objection does not have suspensive effect. The Act also regulates the recovery of unduly received allowances. Such procedural provisions were not explicitly regulated in Article 35 of the ZZZRO. In practice, it had previously been problematic that the UOIM did not issue a formal administrative decision when suspending the payment of the monthly allowance, which meant that the persons concerned did not have the possibility to lodge an effective legal remedy against such measure. PIC raised this issue in their communication with the UOIM. The new regulation, under Article 50 of the ZZZRO-1, now explicitly provides for the issuance of a formal decision and the possibility to lodge an objection.

In 2025, the monthly allowance amounted to approximately EUR 145 (30% of the basic minimum income), until the increase of the basic minimum monthly income on 1 April 2025, to EUR 494, at which point the allowance for temporary protection holders was increased accordingly to around EUR 148 per month.<sup>192</sup> However, under the new law, as mentioned before, a differentiated amount applies to women over 63 and men over 65 years of age (55% of the basic minimum income), while the allowance is reduced by half after two years from the recognition of temporary protection status.

A person with temporary protection who resides in the Republic of Slovenia and is not accommodated in an accommodation centre or another accommodation facility, where they are provided with food, and who does not have sufficient income, cash benefits or assets, or whose subsistence is not provided by the obliged persons, can obtain two forms of financial aid: (a) financial assistance (for everyday expenses) and (b) financial assistance for private accommodation (as payment for rent and/or utility costs). Applications for financial assistance and financial assistance for private accommodation must be sent by post or submitted in person during office hours at the UOIM, using the prescribed form. The amount of financial assistance and financial assistance for private accommodation depends on the number of family members and their incomes and is calculated in relation to the basic amount of the minimum income, which is determined by the regulations governing social assistance payments. The ZZZRO-1 introduced a new requirement for entitlement to financial assistance, i.e., for an adult person to be registered in the register of unemployed persons maintained by the Employment Service of Slovenia. Compliance with the conditions for obtaining financial assistance is also linked to entitlement to financial assistance for private accommodation, as the ZZZRO-1 provides that a person granted temporary protection is entitled to monthly financial assistance for private accommodation if they fulfil the conditions for granting financial assistance under this Act.<sup>193</sup>

In 2025, the same as in previous years, these benefits were financed by the Government Office for the Support and Integration of Migrants (UOIM). Other potential forms of social assistance, including subsidies and reduced payments, can be claimed at local Social Work Centres, such as first social aid, personal social aid, child benefit, kindergarten subsidy, parental allowance, childbirth grant, allowance for a large family, partial payment for lost income. Under Article 16 of the previously applicable Decree on the methods for ensuring the rights of persons enjoying temporary protection,<sup>194</sup> kindergarten was free of charge for beneficiaries of temporary protection receiving a monthly allowance or financial assistance. This Decree has since been replaced by the Decree on the methods of exercising and ensuring rights of applicants for temporary protection and persons with temporary protection, which no longer provides for free-of-charge kindergarten.<sup>195</sup>

According to the ZZZRO, the amount of financial assistance was determined in relation to the basic amount of the minimum income according to the following criteria: for the first adult person or claimant, 100% of the basic amount of the minimum income, 70% for every subsequent adult person in the family; 30% for every child under the age of 18; 100% for an unaccompanied minor and for minors staying in the

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<sup>192</sup> The official Government website, *Denarna socialna pomoč*, available [here](#).

<sup>193</sup> Article 36(2) ZZZRO-1 and Article 40 ZZZRO-1.

<sup>194</sup> Official Gazette of RS, No. 42/22 and subsequent amendments.

<sup>195</sup> Official Gazette of RS, No. 55/25.

Republic of Slovenia with only one parent, the financial assistance is increased by 30% of the basic amount of the minimum income.<sup>196</sup> However, the ZZZRO-1 stipulates that the amount of financial assistance shall be determined in the amount of the basic minimum income referred to in Article 39 of this Act.<sup>197</sup> The amount of the minimum income for the applicant and for each individual family member is determined in proportion to the basic minimum income in accordance with the following criteria: 85% for the first adult person; 42% for each subsequent adult person in the family; 44% for a child whom the applicant is obliged to support; 62% for a child who lives in a single-parent family; 85% for an unaccompanied minor; 110% for women over 63 years of age and men over 65 years of age, regardless of whether they are the first or a subsequent adult person in the household.<sup>198</sup> In 2025, the basic amount of the minimum income was EUR 484.88, until it was increased to EUR 494.09 on 1 April 2025.<sup>199</sup>

As for the financial assistance for private accommodation, the amount is determined according to the number of family members of the person with temporary protection, as follows: for one person 100%, for two people 130%, three people 160% of the basic amount of minimum income, etc.<sup>200</sup> If a lower amount of rent and utility costs altogether is specified in the rental agreement, the contractual amount is considered instead of the stated amounts.<sup>201</sup> Financial assistance and financial assistance for private accommodation are granted for a period of six months in accordance with the ZZZRO-1. However, financial assistance for private accommodation may be granted for a shorter period where the duration of the rental agreement or agreement on the use of the real estate property is less than six months.<sup>202</sup> If beneficiaries have a valid decision on financial assistance or financial assistance for private accommodation and they want to continue to receive funds, they must submit a new application no earlier than 30 days before the expiry of the aforementioned decision.<sup>203</sup> In 2024, the Decree on the methods for ensuring rights of persons enjoying temporary protection was amended to reduce the amount of financial assistance for private accommodation after two years from the recognition of temporary protection. This Decree is no longer in force and has been replaced by the Decree on the methods of exercising and ensuring rights of applicants for temporary protection and persons with temporary protection, and the reduction of financial assistance for private accommodation after two years is now regulated under the ZZZRO-1, which provides for a 15% decrease for the applicant and each family member of the applicant.<sup>204</sup>

An important change introduced by the ZZZRO-1 is that eligibility for certain rights, such as the monthly allowance, financial assistance and financial assistance for private accommodation, is now also assessed with regard to the applicant's assets. Assets are determined in accordance with the Exercise of Rights from Public Funds Act.<sup>205</sup> Additionally, the ZZZRO-1 introduced a special form of financial assistance in the event of the death of a family member and a special form of financial assistance to help cover funeral expenses for persons with temporary protection.<sup>206</sup>

In 2025, a total of 1,730 beneficiaries of temporary protection were recorded as recipients of child benefits.<sup>207</sup>

As observed by PIC, the main obstacles that temporary protection beneficiaries faced in accessing social assistance in practice was mainly the language barrier and, especially in the first few months of activating

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<sup>196</sup> Article 32 ZZZRO.

<sup>197</sup> Article 38 ZZZRO-1.

<sup>198</sup> Article 39(1) ZZZRO-1.

<sup>199</sup> The official Government website, *Denarna socialna pomoč*, available [here](#).

<sup>200</sup> Article 9(1) Decree on the methods for ensuring rights of persons enjoying temporary protection (previously applicable), now incorporated into Article 41(1) of the ZZZRO-1.

<sup>201</sup> Article 41(2) ZZZRO-1.

<sup>202</sup> Article 42(5)-(6) ZZZRO-1.

<sup>203</sup> Article 42(2) ZZZRO-1.

<sup>204</sup> Article 41(9) ZZZRO-1.

<sup>205</sup> Exercise of Rights from Public Funds Act, Official Gazette of RS, No. 62/10 and subsequent amendments.

<sup>206</sup> Article 31(1) ZZZRO-1.

<sup>207</sup> Official statistics provided by the Ministry of Labour, Family, Social Affairs and Equal Opportunities, February 2026.

temporary protection, long waiting periods until the decisions on granting certain forms of social welfare were issued and the payment was executed, as the UOIM and the local Social Work Centres were overloaded with requests, while there was an apparent lack of staff.

## G. Health care

The ZZZRO-1 provides that temporary protection applicants and beneficiaries have the right to:

- ❖ emergency medical care and emergency transport and the right to emergency dental care;
- ❖ emergency treatment upon a decision of the attending physician;
- ❖ prescription medicines and devices as determined by the rules of compulsory health insurance;
- ❖ mandatory vaccination according to the vaccination program;
- ❖ health care for women encompassing contraception; abortion and health care during pregnancy and while giving birth;
- ❖ compulsory medical examinations before inclusion in education and during the period of education while attending primary or secondary school, to the same degree as citizens of the Republic of Slovenia.<sup>208</sup>

In addition to the above, a medical committee appointed by the Minister of Health may, in justified cases, approve a larger scope of health services for an individual temporary protection beneficiary or for a group.<sup>209</sup> Under the ZZZRO, decisions on granting a broader scope of health services were taken by a medical committee appointed by the head of the UOIM. With the entry into application of the ZZZRO-1 (from 19 July 2025), this competence was transferred to the Ministry of Health. According to information provided by the UOIM, in 2025 a total of 181 persons with temporary protection submitted requests for a broader scope of health services, all of which were either approved or partially approved.<sup>210</sup> Despite several requests, the PIC did not receive statistical data by the Ministry of Health.

Healthcare costs are covered by the UOIM.<sup>211</sup>

If the persons are employed in the Republic of Slovenia, they have all the rights arising from compulsory and (if paid) complementary health insurance the same way Slovenian nationals do. This includes the right to have a personal doctor, gynaecologist and dentist, which temporary protection beneficiaries without compulsory health insurance do not have.

Beneficiaries of temporary protection who are minors are entitled to healthcare to the same extent as children covered by compulsory health insurance as family members. Children who continue their education after the age of 18 are also entitled to healthcare to the same extent, until the completion of their education, but no later than until they reach the age of 26.<sup>212</sup>

In practice, the main problems that beneficiaries faced with regard to effective access to health care have been language barrier, the lack of information among providers of medical care regarding the scope of health care for temporary protection beneficiaries, especially children as they have the same full medical care as Slovenian citizens, lacking medical documentation from Ukraine or having to provide an official translation of the documentation, which incurs costs and takes time. A significant issue has also been the number of available medical staff as there is in general a major shortage of health workers and there is consequently a long waiting period for any health care that is not considered emergency medical care. temporary protection beneficiaries also cannot have a personal doctor, unless they are employed and are in this case covered under the compulsory health insurance (in which they can also include their family

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<sup>208</sup> Article 27 and Article 45(1) ZZZRO-1.

<sup>209</sup> Article 45(2) ZZZRO-1 and Article 7 Decree on the methods of exercising and ensuring rights of applicants for temporary protection and persons with temporary protection.

<sup>210</sup> Official statistics provided by the UOIM, March 2026.

<sup>211</sup> Article 45(4) ZZZRO-1.

<sup>212</sup> Article 45(3) ZZZRO-1.

members), as the condition for an unemployed person to be able to pay for the compulsory health insurance is having permanent residence in Slovenia.<sup>213</sup>

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<sup>213</sup> Observation by PIC.