



**Co-funded by
the European Union**

EUROPEAN COMMISSION

DG EMPLOYMENT, SOCIAL AFFAIRS AND INCLUSION

Social Prerogatives and Specific Competencies Lines (SocPL)

Grant agreement no. 101102367

RECRUIT4TOMORROW

**Encouraging employment of third-country nationals
through social dialogue**

Deliverable D3.2

Recommendations for policymakers

Project Contractual Details

Project title	Encouraging employment of third-country nationals through social dialogue
Project acronym	Recruit4Tomorrow
Grant Agreement No.	101102367
Project start date	1.6.2023
Project end date	31.5.2025
Duration	24 months

Document details

Deliverable due date	30.4.2025
Actual delivery date	30.4.2025
Prepared by	Recruit4Tomorrow consortia
Lead partner	BIA
Dissemination level	Public

Disclaimer

Co-Funded by the European Union. This document has been produced in the context of the Recruit4Tomorrow project. Views and opinions expressed are however those of the author(s) only and do not necessarily reflect those of the European Union or European Commission. Neither the European Union nor the granting authority can be held responsible for them.



**Co-funded by
the European Union**

Additional disclaimer

Project is co-financed by the Government Office for Cooperation with NGOs. The views expressed in this publication are the sole responsibility of Recruit4Tomorrow consortia and do not necessarily reflect the opinion of the Government Office for Cooperation with NGOs.



**GOVERNMENT OF THE
REPUBLIC OF CROATIA**
Office for Cooperation with NGOs

Table of Contents

1. Executive summary	4
2. Summary of the common policy recommendations.....	6
2.1. Improvement of employment process for third-country nationals.....	6
2.2. Easing access to the labour market for third-country workers	7
2.3. Recognition of skills and qualifications	8
2.4. Education, training and integration support	9
2.5. Conclusion	10
3. Individual policy recommendations for Bulgaria	11
3.1. Индивидуални политически препоръки за България	13
4. Individual policy recommendations for Croatia	16
4.1. Pojedinačne preporuke za Republiku Hrvatsku u pogledu javnih politika	22
5. Individual policy recommendations for Hungary	28
5.1. A magyar szociális partnerek ajánlásai.....	29
6. Individual policy recommendations for Slovakia	32
6.1. Individuálne odporúčania politík pre Slovensko	33
7. Individual policy recommendations for Slovenia	35
7.1. Priporočila za izboljšanje dostopa tujcev do trga dela v Sloveniji	42

1. Executive summary

The deliverable D3.2, Recommendations for policymakers, presents the final deliverable of WP3 - policy recommendations to address labour market needs that help match supply and demand in the labour market through the employment of third-country nationals. The proposed recommendations for policymakers present the final result of work package 3, in which the project partners have prepared a list of measures and final recommendations for policymakers that are based on the findings from the research phase of the project (WP2).

Labour shortages across Central and Eastern Europe, particularly in sectors such as construction, healthcare, and manufacturing, have intensified the need to employ third-country nationals (TCNs) as an essential element of national labour market strategies. The Recruit4Tomorrow project, through quantitative surveys and qualitative research, confirmed that TCN employment has become widespread, with between 39% (Hungary) and 84% (Bulgaria) of surveyed firms reporting the employment of foreign workers. Despite this growing reliance on TCNs, employers face significant barriers throughout the recruitment process. The most pressing challenges identified include complex and fragmented administrative procedures, language and cultural barriers, and difficulties in navigating legal requirements. Employers across all participating countries - Bulgaria, Croatia, Hungary, Slovakia, and Slovenia - emphasized the urgent need for coherent national strategies and streamlined regulatory frameworks to facilitate TCN employment.

In response to these challenges, the Recruit4Tomorrow consortium proposes a set of common policy recommendations:

- **Streamlining Administrative Procedures:** Accelerate and digitalize the issuance of work and residence permits, establish centralized "one-stop-shop" service centres, and improve inter-agency coordination to enhance transparency and reduce delays.
- **Enhancing Labour Market Access:** Increase flexibility for TCNs to change employers and occupations without restarting permit processes, simplify quota systems, and support small and medium-sized enterprises (SMEs) in accessing foreign labour.
- **Recognizing Skills and Qualifications:** Introduce faster, more accessible recognition pathways for foreign qualifications, particularly in critical sectors, and reduce bureaucratic burdens associated with the recognition process.
- **Supporting Integration through Education and Training:** Ensure early and free access to language courses, promote vocational upskilling, support non-EU students' transition into local labour markets, and improve access to affordable housing in collaboration with local authorities.

The convergence of recommendations across diverse national contexts underscores a shared understanding of the core challenges. Implementing these policy proposals will enable more efficient, fair, and sustainable integration of TCNs into the labour markets, contributing to economic resilience and social cohesion. Policymakers now have the opportunity to turn these shared insights into coordinated action and build a framework that is both economically effective and socially sustainable.

Due to the specifics of the labour market in each participating country, we structured this deliverable in two parts. The first part of the deliverable presents a summary of the common

policy recommendations that were identified and can be implemented across all partner states. This part is in the English language. The second part of the deliverable presents policy recommendations by each participating country (listed alphabetically) which also incorporates all the specifics of the labour market in the participating countries. In this way, we can present the national status in more detail as well as the common findings that are valid in all participating countries. The second part is in English as well as in the national language of each country.

2. Summary of the common policy recommendations

As labour shortages continue to strain national economies across Central and Eastern Europe, particularly in key sectors such as construction, healthcare, and manufacturing, the employment of third-country nationals (TCNs) has become an essential element of labour market strategy. To fill the gap in the needed workforce, third-country nationals are being hired in increasing numbers by companies that face numerous challenges in doing so. This was also confirmed in the research phase of the Recruit4Tomorrow project where we conducted a quantitative survey among employers. The findings indicate that 80 % of surveyed companies in Bulgaria and Slovenia employed workers from third countries. In Croatia and Slovakia, approximately two-thirds of companies reported doing so, whereas in Hungary, this was the case for only one-third of companies.

Language and cultural barriers, the complexity of legal activities, and the need for assistance with legal procedures were identified as the main obstacles to employing TCNs by the highest share of respondents (employers) across all surveyed countries. The most troublesome aspects of hiring these workers were legal procedures, particularly in Croatia, Slovakia, and Slovenia. Additionally, some respondents acknowledged language and cultural barriers, especially in Croatia.

One of the clearest recommendations from employers of participating countries is the need for a coherent and forward-looking national strategy on labour migration. Without a clearly defined vision and set of priorities, employers and institutions are left navigating inconsistent policies, inadequate quotas (where present), and unpredictable enforcement practices. Governments should articulate long-term objectives regarding the role of TCNs in the economy, establish consistent frameworks for quota allocation and sectoral exemptions, and engage in ongoing dialogue with employers, trade unions, and civil society organizations. Central information portals and regular consultations between stakeholders (employers, labour unions and workers' representatives, employment office and other governmental representatives) can help ensure transparency, trust, and alignment across sectors.

To improve and speed up the course of hiring TCNs, the Recruit4Tomorrow consortium has prepared policy recommendations (based on the previous research part of the project; desk research, focus groups, survey among employers and the list of measures) to address the identified challenges in the process of employment of TCNs to simplify and speed up the whole process. Even though the participating countries (Bulgaria, Croatia, Hungary, Slovakia and Slovenia) have very different labour market needs and regulations regarding the employment of TCNs, there are several areas where the challenges and the gaps in the legislation are common. Therefore, we present the common policy recommendations that could help the process in all countries.

2.1. Improvement of employment process for third-country nationals

One of the most widely recognized and urgent challenges facing all five countries is the inefficiency, fragmentation and complexity of administrative procedures related to the employment of TCNs. Therefore, the common recommendation across all five countries is the urgent need to streamline administrative procedures for issuing work and residence permits. Common issues identified as major obstacles to the timely and effective employment of TCNs

include long waiting times for permits, bureaucratic hurdles, inconsistent documentation requirements, and limited coordination between public institutions.

To address these challenges, policymakers should prioritize the development and deployment of centralized digital platforms that enable electronic submission, tracking, and issuance of work and residence permits. These platforms should not only allow for online submission of permit applications but also ensure real-time access to processing updates for both applicants and employers. Countries such as Bulgaria have already launched platforms to this effect (though not yet fully developed), while Croatia and Slovakia have proposed similar systems. These systems are intended to reduce paperwork, shorten processing times, and ensure better access to information for both employers and TCN workers.

Beyond digitalization, there is also widespread support for the creation of “one-stop-shop” centres (models) - centralized service points where employers and TCNs can complete all necessary documentation and receive guidance. Furthermore, such models would greatly reduce duplication (submission of the same documents) and streamline the application process, particularly for small and medium-sized enterprises that lack the capacity to navigate complex systems.

Several countries also noted inconsistencies in how local offices interpret and apply regulations, leading to unpredictability and delays. Crucially, there is also a need to improve institutional coordination. Countries highlight the importance of automated inter-agency data exchange between the Ministry of Interior, employment offices, immigration authorities, consular/diplomatic missions and police departments. Furthermore, there is a need to standardize and unify the needed documents, document criteria and rules between different institutions. This would ensure consistency, reduce duplication of effort, and accelerate decision-making. These measures would also significantly improve transparency, predictability, and efficiency for both employers and TCNs.

Another key innovation would be the establishment of case redistribution mechanisms within public administration. In high-demand urban areas where public offices face significant backlogs, certain cases could be reassigned to other less-burdened public offices elsewhere in the country that are responsible for processing the applications for employment of TCNs. This would ensure more equitable resource use and reduce processing times overall.

2.2. Easing access to the labour market for third-country workers

In addition to improving procedural efficiency, improving access to the labour market should also be a top priority by increasingly focusing on removing structural and regulatory barriers that prevent TCNs from accessing job opportunities in a flexible and fair manner. Many of the current systems are overly rigid and have procedural hurdles, requiring TCNs to obtain new permits when changing employers or sectors, even within the same occupation or region which limits their employment mobility.

To address this, we advocate for increased flexibility in employment mobility. This includes allowing TCNs to change employers after a defined period without restarting the permitting process or enabling them to take up different job roles within the same company, particularly in recognized shortage sectors. Several countries have already taken steps in this direction.

Croatia now allows intra-occupation mobility and provides simplified procedures for changing jobs after a period of employment. Bulgaria's planned transposition of Directive (EU) 2024/1233 will enable similar reforms. These efforts should be harmonized and extended across the region, particularly in shortage sectors, as a means to maximize workforce utilization and resilience. Such reforms not only empower workers but also improve retention rates and help businesses respond to changing needs. Additionally, such reforms would also improve the workers' security, and labour market responsiveness and would enable businesses to better adapt to changes in the market.

Related to this, there is a call to simplify the use of quotas (where existing) and exemptions. Where labour shortages are persistent and well-documented - such as in construction, healthcare, and agriculture - governments should provide preferential or automatic access for TCNs. Regularly updated lists of shortage occupations, based on labour market data, can ensure these mechanisms are responsive to current realities.

We also emphasise the importance of supporting small and medium-sized enterprises (SMEs) in the process of employing TCNs. SMEs often lack the administrative and legal capacity of large corporations, yet they are equally affected by labour shortages. Streamlined procedures, clear guidance, and possibly dedicated support services for SMEs would help level the playing field and ensure they are not left behind.

Another essential element in easing labour market inclusion is ensuring parity in employment rights. TCNs must be guaranteed equal pay for equal work and protection from exploitative intermediaries. Some countries point to the rapid and often unregulated rise of temporary employment agencies, which poses risks of worker abuse and unfair competition. Although these agencies help to fill the labour gaps there should be stronger regulatory frameworks, including licensing standards and transparency requirements, to protect workers and safeguard ethical employment practices.

One of the identified possibilities was also an option for bilateral cooperation between smaller countries (common foreign representatives for fingerprint collection, criminal background checks etc.) and key target countries from where most of the TCNs are employed. These partnerships could streamline the recruitment process and improve the trust between national authorities and employers.

2.3. Recognition of skills and qualifications

Despite many TCNs arriving with valuable academic and professional experience, lengthy and complex recognition processes often prevent them from working in their acquired professions. Highly qualified individuals - such as healthcare professionals, engineers, and IT specialists - are often forced into low-skilled employment. This mismatch between qualifications and employment opportunities not only undermines individual potential but also represents a missed economic opportunity for host countries.

To overcome this, the policy landscape must shift towards fast and accessible recognition pathways - accelerating and simplifying the recognition of foreign diplomas and professional experience, especially for critical sectors such as healthcare, information technology, engineering, and STEM. Several countries recommend the use of provisional or temporary

licensing, whereby qualified professionals can begin work - under supervision - while formal recognition is underway. This model allows for immediate contribution to the workforce without compromising regulatory standards. Another important strategy is streamlining bureaucratic requirements. Current systems often demand extensive documentation, certified translations, and formal validations that are both time-consuming and costly. Financial assistance or subsidies for these processes, particularly for high-demand roles, would reduce entry barriers and improve equity.

Additionally, we stress the need for regulatory flexibility, including recognition of non-formal learning and support for demonstrating real-world skills and experience. These reforms should be prioritized to enable TCNs to participate fully and productively in the workforce.

2.4. Education, training and integration support

Successful long-term integration of TCNs is essential not only for the well-being of the workers themselves but also for social cohesion and productivity in diverse workplaces. As long-term integration of TCNs goes beyond administrative reforms and legal access and depends heavily on education opportunities, upskilling, and cultural orientation, all five countries emphasize the need for structured support mechanisms that help TCNs navigate their new environments and actively participate in society.

Language acquisition is central to this effort. All countries emphasize the need for early and free access to host-country language training, ideally starting at or before arrival. Language barriers are a major obstacle to employment, healthcare access, and social integration; removing them is, therefore, a critical priority. Cultural orientation programs, such as introduction to national labour laws and social customs, can also help TCNs better understand and adjust to their new surroundings. Hungary also underscores the role of workplace-level social dialogue and union participation as tools for integration and conflict prevention. These programs should also address intercultural communication and practical everyday knowledge to support smoother adaptation.

Employers also have a key role to play. Encouraging workplace mentorship programs, offering vocational training, and supporting ongoing skill development helps TCNs grow professionally and feel valued in their roles. In addition, subsidies or incentives for employer-sponsored training can promote broader participation and stronger commitment.

Particular attention should also be given to non-EU international students, many of whom wish to stay and contribute to the host economy after graduation. Ensuring they have equal access to housing (where this is not the case), as well as streamlined pathways to employment can help retain young, educated talent within the region.

Adequate housing is another crucial factor. Rather than placing the full burden on employers, recommendations across countries point to the importance of involving local authorities in coordinating workforce accommodation. This approach ensures equitable distribution of responsibility and fosters more stable and sustainable community integration.

2.5. Conclusion

The policy recommendations from Recruit4Tomorrow partners from Bulgaria, Croatia, Hungary, Slovakia, and Slovenia illustrate a clear consensus on the strategic direction of TCN employment management. The proposed policy recommendations will enable us to build systems that are faster, and more adaptable to changing labour market needs and conditions. From digitalizing permit procedures and simplifying qualification recognition to supporting integration through education and language training, the presented policy recommendations are complementary and mutually reinforcing.

Despite the diversity of national contexts, the convergence of recommendations across Bulgaria, Croatia, Hungary, Slovakia, and Slovenia reflects a shared understanding of the core challenges and opportunities involved in employing third-country nationals. A comprehensive approach grounded in administrative modernization, labour market flexibility, fair employment practices, and robust integration support will enable us to address labour shortages while upholding human dignity and fostering long-term inclusion. Therefore, we appeal to the policymakers to turn these shared insights into coordinated action and build a framework that is both economically effective and socially sustainable.

3. Individual policy recommendations for Bulgaria

General recommendations

1. Digitalization of processes:

- Commissioning of the Electronic Platform for Issuing Work Permits <https://workinbulgaria.egov.bg> – the developed platform provides for electronic movement and distribution of files, automated checks and the possibility for collective submission of applications.
- Optimization of procedures through digitalization, which will shorten the time for processing documents and improve the tracking of files.

2. Revision of requirements:

- Revision of the requirements for the percentage ratio of foreigners to the total number of employees, especially for small and medium-sized enterprises.

3. Transposition of Directive (EU) 2024/1233:

- Transposition of Directive (EU) 2024/1233, which allows holders of a single residence and work permit to change employers after a certain period of time and lays down rules in case of job loss.

4. Healthcare and Housing:

- Provision of health insurance for holders of a "Single Residence and Work Permit", as well as for seasonal workers with a permitted right of long-term residence under Article 24k of the LFRB, after receiving the residence document.
- Removal of the mandatory condition for the preliminary provision of evidence of secured housing.

5. Professional development¹:

- Regulation of the possibility of changing the position within the existing employment relationship for EU Blue Card holders.
- Facilitating the demonstration of professional experience and skills for highly qualified specialists.
- Possibility for internal posting of third-country workers and employees to other territorial branches of the company

6. Temporary employment:

- Providing for the possibility of granting permission for access to the labour market to a foreigner who has concluded an employment contract with an enterprise for the provision of temporary work.

7. Institutional measures:

- Improving the coordination and interaction of the competent state structures.
- Increasing the administrative and expert capacity of administrations.

¹ The Bulgarian trade union partner does not agree with the general recommendations of the employer's partner under items 5 - Professional development and 6 - Temporary employment.

Specific recommendations

- 1. Visa policy:**
 - Improving the capacity and quality of service in the foreign missions of the Republic of Bulgaria in order to avoid delays in scheduling visa interviews.
- 2. Role of the National Council on Labour Migration and Labour Mobility:**
 - Strengthening the role of the National Council as a social dialogue body.
- 3. Needs Study:**
 - Creation of a unified system for researching the needs of businesses from third-country workers.
- 4. Annual quotas:**
 - Identification of third countries whose workers are suitable for the Bulgarian labour market and negotiation of annual quotas for the import of labour.
- 5. Recognition of skills and qualifications:**
 - Take measures to speed up the recognition and validation of skills, diplomas and qualifications.
- 6. Training and qualification:**
 - Raising awareness of training and qualification programmes, language training courses and career guidance.
- 7. Integration of refugees:**
 - Encouraging the employment of refugees with humanitarian status.
 - Supporting employers in the selection of migrant workers and acquiring skills for intercultural communication.
 - Raising the awareness of employers about the procedures for hiring the most vulnerable categories of foreign citizens.
- 8. Data and information:**
 - Providing data and information on the profiles of migrants who are on the territory of Bulgaria in order to more easily connect workers with suitable employment.
- 9. Cooperation with NGOs:**
 - Promoting cooperation between business and non-governmental organizations dealing with migrants, as well as with responsible state institutions.
- 10. Bank account:**
 - Taking measures to solve the problems of opening bank accounts of foreigners.

These recommendations can help to effectively meet the needs of the labour market and employment of third-country nationals in Bulgaria while improving the competitiveness of the Bulgarian economy.

3.1. Индивидуални политически препоръки за България

Общи препоръки

1. Дигитализация на процесите:

- Въвеждане в експлоатация на Електронната платформа за издаване на разрешения за работа <https://workinbulgaria.egov.bg> – разработената платформа предвижда електронно движение и разпределение на досиета, автоматизирани проверки и възможност за колективно подаване на заявления.
- Оптимизиране на процедурите чрез дигитализация, което ще съкрати сроковете за обработка на документи и ще подобри проследяването на преписките.

2. Преразглеждане на изискванията:

- Преразглеждане на изискванията за процентно съотношение на чужденците спрямо общия брой наети лица, особено за малки и средни предприятия.

3. Транспониране на Директива (ЕС) 2024/1233:

- Транспониране на Директива (ЕС) 2024/1233, която позволява на притежателите на единно разрешение за пребиваване и работа да сменят работодателя си след определен срок и установява правила при загуба на работа.

4. Здравеопазване и жилищно осигуряване:

- Осигуряване на здравно осигуряване за притежателите на "Единно разрешение за пребиваване и работа", както и на сезонните работници, с разрешено право на продължително пребиваване по чл.24к от ЗЧРБ, след получаването на документа за пребиваване.
- Премахване на задължителното условие за предварително предоставяне на доказателства за осигурено жилище.

5. Професионално развитие²:

- Регламентиране на възможността за промяна на длъжността в рамките на съществуващото трудово правоотношение за притежателите на "Синя карта на ЕС".
- Облекчаване на доказването на професионален опит и умения за висококвалифицирани специалисти.
- Възможност за вътрешно командироване на работници и служители в други териториални клонове на фирмата

6. Временна заетост:

- Предвиждане на възможност за предоставяне на разрешение за достъп до трудовия пазар на чужденец, сключил трудов договор с предприятие за осигуряване на временна работа.

² Българският профсъюзен партньор не приема общите препоръки на работодателския партньор по т.5 - Професионално развитие и т.6 - Временна заетост.

7. Институционални мерки:

- Подобряване на координацията и взаимодействието на компетентните държавни структури.
- Увеличаване на административния и експертен капацитет на администрациите.

Специфични препоръки

1. Визова политика:

- Подобряване на капацитета и качеството на обслужване в задграничните представителства на Република България, за да се избегнат забавяния при насрочването на интервюта за визи.

2. Роля на Националния съвет по трудова миграция и трудова мобилност (НСТМТМ):

- Засилване на ролята на Националния съвет като орган на социалния диалог.

3. Проучване на потребностите:

- Създаване на единна система за проучване на потребностите на бизнеса от работници от трети страни.

4. Годишни квоти:

- Идентифициране на трети страни, чиито работници са подходящи за българския трудов пазар и договаряне на годишни квоти за внос на работна сила.

5. Признаване на умения и квалификации:

- Предприемане на мерки за по-бързото признаване и валидиране на умения, дипломи и квалификации.

6. Обучение и квалификация:

- Повишаване на осведомеността относно програми за обучение и квалификация, курсове по езикова подготовка и професионална ориентация.

7. Интеграция на бежанци:

- Насърчаване наемането на работа на бежанци с предоставен хуманитарен статут.
- Подпомагане на работодателите при подбора на работници мигранти и придобиване на умения за межкултурно общуване.
- Повишаване на информираността на работодателите относно процедурите по наемане на най-уязвимите категории чужди граждани.

8. Данни и информация:

- Осигуряване на данни и информация за профилите на мигрантите, които са на територията на България, за да се свържат по-лесно работниците с подходящата заетост.

9. Сътрудничество с НПО:

- Насърчаване на сътрудничеството между бизнеса и неправителствените организации, занимаващи се с мигранти, както и с отговорните държавни институции.

10. Банкова сметка:

- Предприемане на мерки за решаване на проблемите при откриване на банкови сметки на чужденците.

Тези препоръки могат да помогнат за ефективното посрещане на нуждите на пазара на труда и заетостта на граждани от трети страни в България, като същевременно се подобри конкурентоспособността на българската икономика.

4. Individual policy recommendations for Croatia

In recent years Croatia has been facing a labour shortage. Therefore, employers must also employ third-country nationals (hereinafter: TCN). At the end of January 2025, there were around 112 thousand third-country nationals that were employed in Croatia, mostly from Bosnia and Herzegovina, India, Serbia, Nepal, Northern Macedonia, Philippines, etc. For reference, Croatia currently has almost 1,6 million employees within the private and public sectors.

In March 2025, Croatia introduced significant amendments to the Aliens Act which aim to balance labour market needs with stronger oversight of employers and enhanced rights for TCNs. Below is a summary of the key legislative updates:

1. Changes to Residence and Work Permits (RWP)

The amendments introduced several modifications to the issuance and management of RWP for TCNs:

- **Biometric Documentation:** RWP are now issued as biometric documents, accompanied by written confirmations detailing the employee's information, employer, validity period, position, and occupation.
- **Extended Validity Period:** The maximum validity of RWP has been extended:
 - Up to three years for RWP.
 - Up to nine months for seasonal workers.
 - 18 months for digital nomads.
- **Flexibility in Employment:**
 - TCNs can change employers within the same occupation after one year without applying for a new RWP.
 - They can also change occupations with the same employer if the new role is classified as a shortage occupation.

2. Stricter Requirements for Employers

The amendments impose stricter conditions on employers hiring TCNs:

- **Employment Ratios:** Employers must maintain specific ratios of local employees (Croatian/EU/EEA citizens) to TCNs:
 - At least 16 % of the workforce must be local employees (8% in shortage occupations).
- **Promissory Notes:** Employers hiring TCNs requiring visas must issue promissory notes equivalent to one average monthly gross salary (€1,821 in 2024) within five days of RWP's issuance.
- **Blacklist Expansion:** Employers sanctioned for certain offences or failing to meet financial thresholds (€10,000 monthly turnover for legal entities) are banned from employing TCNs.
- **Adequate Accommodation:** Providing accommodation is still not an employer's obligation (even though it is widely spread practice), employers that provide housing for TCNs must meet minimum living standards.
- **Limitation on the number of RWP applications for employers who employ:**
 - Up to 50 employees from Croatia/EEA/Switzerland: Employers can submit a maximum of 50 applications for RWP.

- Between 51 and 250 employees from Croatia/EEA/Switzerland: Employers can submit a maximum of 250 applications for RWP.

However, these limitations apply only if the employer doesn't meet the requirement regarding employment ratios from the first point.

3. Enhanced Employment Rights for TCNs

- Non-Discrimination: TCNs must receive salaries equal to those of local employees in comparable roles, with no discriminatory clauses in employment contracts.
- Additional Work Opportunities: TCNs who are employed full-time can take on additional work (up to eight hours per week) with another employer without requiring a new RWP.
- Unemployment Allowance: TCNs can remain unemployed for up to 60 days during their RWP's validity while seeking new employment.

4. Blue Card EU Updates

The amendments align with the EU Blue Card Directive amendments:

- Extended Validity: The Blue Card is now valid for up to 48 months (previously 24 months).
- Skill-Based Qualification: IT professionals without formal higher education can qualify by demonstrating professional experience equivalent to higher education standards, assessed by a special commission appointed by the Ministry of Labour.
- Salary Threshold: The gross annual salary must be at least 1.5 times the national average monthly gross salary (€1,821 in 2024).

5. Simplified Conditions for Croatian Emigrants and Students

Special provisions have been introduced for TCNs with Croatian roots (family background) and foreign students:

- Emigrants and Family Members: Returning Croatian emigrants and their family members can now work or self-employ without obtaining an RWP and they don't have to provide certain documents to obtain residence.
- Foreign Students: Students who complete their studies in Croatia are granted easier access to permanent residence if they remain employed in Croatia after graduation.

Streamlining employment processes for TCN's

Many employers mentioned that the legislative framework is not a problem for them, but rather the implementation of it. The main issue is that relevant bodies that participate in issuing RWP are by default in major breach of prescribed timeframes which creates huge legal and business uncertainty.

The process of employing TCNs in Croatia involves three key steps:

1. Obtaining a RWP.
2. Applying for a visa with issued RWP, if the TCN is from a no-visa regime.
3. Receiving a residence card and personal identification number (OIB).

This whole process often takes more than six months and up to a year, due to **implementation issues**, including:

- **Delays in meeting legal deadlines:** The process frequently exceeds the legally prescribed timeframes. Aliens Act stipulates that the Ministry of Interior shall decide on an application for a RWP within 15 days. In practice, this deadline is generally exceeded in almost all police stations, and the procedure lasts for several months. Because of that TCN can't start work as of the date that is mentioned in the employment contract, and it hinders employers' ability to fulfil their commercial obligations in time and risking financial contractual penalties. Although the current legislative framework recognizes the need for employing TCNS, those multi-month delays in practice prevent the fulfilment of those needs. For example, employers from tourism, hospitality and retail are preparing procedures and documents for the next season in September of the preceding year. Even then there is uncertainty that all RWP's will be issued. There are known cases of some employers changing their headquarters to smaller cities so that police stations in those cities would faster solve their applications.
- **Inconsistent rules across institutions:** Croatia has more than 150 police stations and they are not operating in the same manner. For example, some police stations require that there is a middle name in an application while there are other police stations that do not require that. To remedy those differences Ministry issues instructions to all police stations, however, those instructions are not public and known to employers or TCNs which results in legal uncertainty and an inability to plan business activities.
- There are some **overlaps in responsibilities** between relevant bodies (e.g., the Ministry of Interior, Croatian Employment Services, and Ministry of Foreign and European Affairs). Consequently, there are some redundant procedures, such as two separate security checks and fingerprint submissions instead of doing it once and then sharing the results with other relevant bodies.
- **Delivery of a decision that grants RWP** takes an unjustifiably long time. In some police stations, the delivery of those decisions can last up to 10 days from the date of preparation of the decision to its delivery. This is important because TCNs can't start to work without RWP. We propose the delivery of RWPs through electronic means.

Proposals for improvement:

- Connect digital platforms between relevant institutions to allow them to automatically share data thus reducing redundant requirements and speeding up the delivery between them.
- Improve the current digital platform for tracking the status of RWP applications by making it available in English for migrants to have insight into the status of their applications.
- Enable automatic digital delivery of RWPs to all institutions prescribed in the Aliens Act, employer and TCN, thus eliminating the need for employers to visit police stations to pick up those RWPs, thereby reducing wait times and workload.
- Police stations that have greater workloads (mainly police stations in bigger cities) should be able to transfer their cases to those police stations that have lesser workloads.
- It would be practical to foresee dedicated contacts for larger regional employers (relative to the territory covered by the police station) or design "*fast-track*" procedures for them.

Recognition of foreign qualifications and difficult access to employment in the profession

One of the issues relates to the prolonged and complex process of recognizing foreign qualifications. Although highly educated individuals can significantly contribute to the labour market, they are often forced to accept low-skilled jobs due to administrative barriers. It is particularly concerning that the diploma recognition process can take longer than the period during which migrants are financially supported through integration programs, thereby hindering their ability to achieve economic independence. For example, individuals who have completed medical school wait for several years for diploma recognition, which frequently pushes them into precarious and lower-skilled forms of employment.

Recommendations:

- Accelerate and simplify the foreign qualification recognition process, particularly in high-demand sectors such as healthcare and STEM. For example, measures like temporary or limited licensing could be implemented and that would allow TCNs to work while their credentials undergo full recognition. During that time, mandatory supervision from experienced professionals could be set as a requirement.
- Ensure financial support for curriculum translation to streamline diploma notification and reduce costs that pose barriers for TCNs.

Regulating agencies that employ TCNs

Temporary employment agencies mitigate the consequences of the labour shortage in Croatia. Due to their broad access to candidates and above-average knowledge of the employment process, agencies significantly save time for users and employees with employment. However, since the amendments of the Aliens Act on January 1, 2020, there has been a sharp increase in temporary employment agencies with over 800 agencies now registered compared to 255 in 2019. Those new agencies exclusively deal with the employment of TCNs. Also, the fact that a large portion of those agencies are registered as simple limited liability companies (j.d.o.o.) is of great concern because it indicates that those agencies are registered for one-time use, i.e., to make one or several employments of workers, after which the agency ceases its business activity. This rapid growth has raised concerns about unethical practices, including:

- Non-compliant postings organized by non-registered entities (e.g., travel agencies or consultants).
- Agencies illegally charging TCNs job placement fees (contrary to the Labour Act and Temporary Agency Work Directive);
- Failure to register workers for mandatory employment insurance thus creating unfair competition for law-abiding agencies and employers.
- Agencies ceasing operations after completing only a few postings.

Due to the seriousness of this issue, CEA is continually raising awareness among its members who employ TCNs about good practices in the labour market and how to successfully introduce TCNs into their business.

Proposals for agency regulation

The lack of stricter requirements for entry into the business of agencies for temporary employment caused the creation of many so-called fictitious agencies. Currently, in Croatia, the only requirement for starting a temporary employment agency is that it must be registered with the Ministry of Labour.

Our proposals for agency regulation are:

- Require agencies to meet some minimum standards, such as having office space, internet access, and a full-time employee certified in labour relations.
- Obtain certification from foreign authorities for those agencies that operate internationally (e.g., Philippines).
- Agencies must publish transparent terms of business, including detailed descriptions of agency responsibilities.
- Mandate a bank guarantee to ensure financial accountability.
- Disable the option that agencies can register as simple limited liability companies (j.d.o.o.).
- Ensure enforcement mechanisms.

Improving health services for TCNs

A large number of TCNs in Croatia are employed in construction, tourism, transport, and trade, with many coming from countries like Nepal, India, and the Philippines. They face significant barriers to accessing healthcare, including:

- Lack of time and knowledge to select a general practitioner (GP) upon arrival. This becomes a problem when they later need medical assistance.
- Limited availability of doctors in smaller cities and islands.
- Reluctance by some doctors to treat insured TCNs, mostly due to the language barriers. Employers often send Croatian colleagues to translate for TCNs during medical appointments, which is not a sustainable solution.

Next, according to the *Act on Compulsory Health Insurance and Health Protection of Foreigners in the Republic of Croatia*, TCNs are obliged to take compulsory health insurance. However, they have compulsory health insurance only if they have paid retroactively for 12 months of health insurance. That is, for the year in which they did not reside in Croatia they have to pay approximately 1.000 EUR. In addition, they must pay for medical insurance monthly. These financial burdens are exhaustive and illogical because employers already pay contributions for medical insurance of TCN based on their employment status in the amount of 16,5 % of their salary gross 1 salary.

Proposals for improvement:

1. Conduct medical screenings based on workers' countries of origin, guided by World Health Organization (WHO) data.
2. Initiate bilateral agreements between Croatia and the countries where most TCNs originate. This would enable contact between competent health authorities in both countries for the purpose of creating protocols and exchanging information to reduce health risks. For this purpose, it would be useful to use diplomatic missions and consular representations and WHO's local offices.
3. Assign English-speaking GPs in major cities to care for employed TCNs.
4. Abolish the 12-month retroactive fee for employed TCNs.

Extending benefits to non-EU students

Croatia aims to attract more non-EU students to strengthen its pool of highly skilled workers. However, current policies exclude non-EU students from receiving benefits available to local and EU students, such as subsidized food and housing.

Currently, student centres in Croatia also do not recognize full-time students from third countries as students or do not provide them with the same conditions as students from Croatia and the EU, and the reason is that this is prescribed by the *Ordinance on the conditions and manner of exercising the right of full-time students to subsidized housing* and the *Ordinance on the conditions and manner of exercising the right to cover the costs of students' meals*, both issued by the Ministry of Science and Education. Namely, both ordinances state that the beneficiaries of subsidized housing support (article 3 of the relevant Ordinance), or the beneficiaries of the Ministry's food support (article 2 of the relevant Ordinance), are exclusively citizens of EU member states.

From the perspective of the State Budget, the impact of such expansion is negligible. In the Republic of Croatia, in the academic year 2022/2023 (latest data from the Central Bureau of Statistics), there were around 1,100 with citizenship outside the EU. Furthermore, the number of students who would receive these rights would be even smaller because foreign students from third countries, who come as part of the Erasmus Plus exchange (available in a limited number of places for students from third countries as well), already have the right to subsidized meals.

Proposals:

- Offer full-time non-EU students the same subsidized food and housing benefits as EU and Croatian students.
- Develop collaboration between universities, employers, professional associations, and licencing bodies to ease foreign students' transition into the labour market and reduce mismatches between qualifications and job availability.

Promoting Croatian language learning among TCNs as soon as possible

Currently, TCNs can only access government-subsidized Croatian language courses after residing in Croatia for over a year. This delay hampers integration and contributes to high worker turnover, as some TCNs leave Croatia for other EU member states shortly after their arrival. Furthermore, TCNs who have a chance to integrate into the local community early will be more motivated to stay in it.

Proposal

- Provide Croatian language training for TCNs immediately or shortly after their arrival to improve integration and retention.

4.1. Pojedinačne preporuke za Republiku Hrvatsku u pogledu javnih politika

U posljednjih nekoliko godina, Republika Hrvatska suočava se s nedostatkom radnika. Stoga, poslodavci su primorani zapošljavati i državljane trećih zemalja (u daljnjem tekstu: DTZ). Krajem siječnja 2025. godine u Hrvatskoj je bilo zaposleno oko 112 tisuća DTZ-a, najviše iz Bosne i Hercegovine, Indije, Srbije, Nepala, Sjeverne Makedonije, Filipina itd. Za usporedbu, Hrvatska trenutno ima gotovo 1,6 milijuna zaposlenih u privatnom i javnom sektoru.

U ožujku 2025., u Hrvatskoj su stupile na snagu značajne izmjene i dopune Zakona o strancima kojima je cilj uravnotežiti potrebe tržišta rada s jačim nadzorom poslodavaca koji zapošljavaju DTZ-ovima i poboljšanim pravima radnika koji su DTZ. U nastavku je sažetak ključnih zakonskih izmjena i dopuna:

1. Promjene u vezi dozvola za boravak i rad (DBR)

Izmjenama je uvedeno nekoliko izmjena u postupku izdavanja DBR za DTZ:

- Biometrijska dokumentacija: DBR se sada izdaju kao biometrijski dokumenti, popraćeni pisanim potvrdama s detaljima podataka o zaposleniku, poslodavcu, razdoblju valjanosti, položaju i zanimanju.
- Produljeno razdoblje valjanosti: Maksimalno razdoblje važenja DBR-a je produženo:
 - do tri godine za DBR.
 - do devet mjeseci za sezonske radnike.
 - 18 mjeseci za digitalne nomade.
- Fleksibilnost pri zapošljavanju:
 - DTZ-i mogu promijeniti poslodavca unutar istog zanimanja nakon jedne godine bez podnošenja zahtjeva za novu DBR.
 - Također mogu promijeniti zanimanje kod istog poslodavca ako je nova pozicija klasificirana kao deficitarno zanimanje.

2. Stroži zahtjevi za poslodavce

Izmjenama se nameću stroži uvjeti poslodavcima koji zapošljavaju DTZ:

- Omjeri zaposlenosti: Poslodavci moraju održavati specifične omjere zaposlenih lokalnih zaposlenika (građani Hrvatske/EU/EEA) naspram DTZ-ova:
- Najmanje 16 % zaposlenih moraju biti lokalni zaposlenici (8 % u deficitarnim zanimanjima).
- Zaduznice: Poslodavci koji zapošljavaju DTZ-e iz viznog režima moraju izdati zaduznice u iznosu jednakom jednoj prosječnoj mjesečnoj bruto plaći (1821 € u 2024.) u roku od pet dana od izdavanja potvrde o izdavanju DBR-a.
- Proširenje u pogledu tzv. „crne liste“: Poslodavci koji su kažnjeni za određene prekršaje ili ne ispunjavaju financijske pragove (10.000 € mjesečni promet za pravne osobe) ne mogu zapošljavati DTZ-e.
- Primjeren smještaj: Pružanje smještaja još uvijek nije obveza poslodavca (iako je to široko rasprostranjena praksa), ali poslodavci koji pružaju ili osiguravaju smještaj za DTZ-e moraju osigurati da takav smještaj zadovoljava određene minimalne standarde.
- Ograničenje broja zahtjeva za izdavanje DBR-a za poslodavce ovisno o broju zaposlenih osoba:
 - Do 50 zaposlenika iz Hrvatske/EEA/Švicarske: poslodavci mogu podnijeti najviše 50 prijava za izdavanje DBR.

- Između 51 i 250 zaposlenika iz Hrvatske/EEA/Švicarske: poslodavci mogu podnijeti najviše 250 zahtjeva za izdavanje DBR-a.

Međutim, ova ograničenja vrijede samo ako poslodavac ne ispunjava uvjet u pogledu omjera zaposlenosti iz prve točke.

3. Poboljšana prava radnika koji su DTZ:

- Zabrana diskriminacije: DTZ mora primati plaću jednaku onima lokalnih zaposlenika na sličnim pozicijama, bez diskriminirajućih klauzula u ugovorima o radu.
- Dodatne mogućnosti rada: DTZ koji su zaposleni na puno radno vrijeme mogu s drugim poslodavcem ugovoriti dodatni rad (do osam sati tjedno) bez potrebe za izdavanjem nove DBR.
- Pravo nezaposlenosti: DTZ mogu ostati nezaposleni do 60 dana tijekom važenja DBR dok traže novo zaposlenje.

4. Novosti u pogledu EU Plave karte

Izmjene su usklađene s izmjenama i dopunama EU Direktive o plavoj karti:

- Produljeno razdoblje trajanja: Plava karta vrijedi do 48 mjeseci (ranije 24 mjeseci).
- Kvalifikacija temeljena na vještinama: IT stručnjaci bez formalnog visokog obrazovanja mogu se kvalificirati dokazivanjem profesionalnog iskustva jednakog standardima visokog obrazovanja, koje procjenjuje Povjerenstvo koje imenuje ministar rada.
- Prag plaće: Bruto godišnja plaća mora biti najmanje 1,5 puta veća od nacionalne prosječne mjesečne bruto plaće (1821 € u 2024.).

5. Pojednostavljeni uvjeti za hrvatske iseljenike i studente

Uvedene su posebne odredbe za DTZ hrvatskih korijena (obiteljsko porijeklo) i strane studente:

- Iseljenici i članovi obitelji: Hrvatski iseljenici povratnici i članovi njihovih obitelji sada mogu raditi ili se samozapošljavati bez ishoda DBR i ne moraju prilagati određene dokumente.
- Strani studenti: studenti koji završe studij u Hrvatskoj imaju lakši pristup stalnom boravku ako nakon diplome ostanu zaposleni u Hrvatskoj.

Pojednostavljenje procesa zapošljavanja za DTZ

Mnogi poslodavci naveli su kako im zakonski okvir nije glavni problem, već njegova provedba. Glavni problem je što nadležna tijela koja sudjeluju u izdavanju DBR u pravilu se ne pridržavaju zakonski propisanih rokova, a što stvara veliku pravnu i poslovnu nesigurnost.

Proces zapošljavanja DTZ-a u Hrvatskoj uključuje tri ključna koraka:

1. Dobivanje DBR.
2. Podnošenje zahtjeva za vizu s izdanom DBR, ako je DTZ iz bezviznog režima.
3. Dobivanje boravišne iskaznice i osobnog identifikacijskog broja (OIB).

Cijeli ovaj proces često traje više od šest mjeseci do godinu dana zbog problema s provedbom, uključujući:

- **Kašnjenja u poštivanju zakonskih rokova:** Proces često prelazi zakonski propisane rokove. Zakonom o strancima propisano je da policijske uprave / policijske postaje odlučuje o zahtjevu za DBR u roku od 15 dana. U praksi se taj rok uglavnom prekoračuje u gotovo svim policijskim upravama / policijskim postajama, a postupak traje i po nekoliko mjeseci. Iz tog razloga DTZ ne može započeti s radom od datuma navedenog u ugovoru o radu, što otežava poslodavcima da na vrijeme ispune svoje komercijalne obveze i riskiraju financijske ugovorne kazne. Iako trenutni zakonski okvir prepoznaje potrebu za zapošljavanjem DTZ-a, ta višemjesečna kašnjenja u praksi sprječavaju ispunjenje tih potreba. Primjerice, poslodavci iz turizma, ugostiteljstva i trgovine već u rujnu tekuće godine pripremaju procedure i dokumente za sljedeću sezonu. Čak i tada postoji neizvjesnost da će sve DBR biti izdane na vrijeme. Poznati su slučajevi da neki poslodavci mijenjaju sjedišta u manje gradove i naselja kako bi policijske postaje u tim gradovima brže rješavale njihove zahtjeve.
- **Nedosljedna primjena pravila među institucijama:** Hrvatska ima više od 150 policijskih postaja koje ne djeluju na isti način. Na primjer, neke policijske uprave /policijske postaje zahtijevaju da se u zahtjevima navodi srednje ime, dok postoje druge policijske uprave / policijske postaje koje to ne zahtijevaju. Kako bi se te razlike otklonile, Ministarstvo izdaje upute svim policijskim upravama / policijskim postajama, međutim te upute nisu javne i poznate poslodavcima ili DTZ-ovima, što za posljedicu ima pravnu nesigurnost i nemogućnost planiranja poslovnih aktivnosti.
- **Postoje određena preklapanja u odgovornostima između relevantnih tijela** (npr. Ministarstvo unutarnjih poslova, Hrvatski zavod za zapošljavanje i Ministarstvo vanjskih i europskih poslova). Posljedično, postoje neki suvišni postupci, kao što su dvije odvojene sigurnosne provjere i podnošenje otisaka prstiju umjesto da se to učini jednom i zatim da se rezultati dijele s drugim relevantnim tijelima.
- **Dostava rješenja kojim se dodjeljuje DBR traje neopravdano dugo.** U nekim policijskim upravama / policijskim postajama dostava tih rješenja može trajati i do 10 dana od dana izrade rješenja do njegove dostave. Ovo je važno jer DTZ-ovi ne mogu početi raditi bez DBR-a. Predlažemo dostavu DBR-ova elektroničkim putem.

Prijedlozi za poboljšanje:

- Povezati digitalne platforme između relevantnih institucija kako bi se omogućila automatska razmjena podataka čime se smanjuju suvišni zahtjevi i ubrzava dostava između njih.
- Unaprijediti postojeću digitalnu platformu za praćenje statusa zahtjeva za DBR tako da bude dostupna na engleskom jeziku kako bi DTZ-ovi imali uvid u status svojih zahtjeva.
- Omogućiti automatsku digitalnu dostavu DBR-a svim institucijama propisanim u Zakonu o strancima, poslodavcu i DTZ-u, čime se uklanja potreba poslodavaca da posjećuju policijske uprave / policijske postaje kako bi preuzeli te DBR-ove, čime se smanjuje vrijeme čekanja i opterećenje.
- Policijske uprave / policijske postaje s većim opterećenjem (uglavnom one u većim gradovima) trebale bi moći prenijeti svoje predmete onim policijskim uprava / policijskim postajama koje imaju manje posla.
- Bilo bi praktično predvidjeti namjenske kontakte za veće regionalne poslodavce (u odnosu na područje koje pokriva policijska uprava / policijska postaja) ili osmisliti "brze" postupke za njih.

Priznavanje inozemnih kvalifikacija i otežan pristup zapošljavanju u struci

Jedno od pitanja odnosi se na dugotrajan i složen proces priznavanja inozemnih kvalifikacija. Iako visokoobrazovani pojedinci mogu značajno doprinijeti tržištu rada, često su zbog administrativnih prepreka prisiljeni prihvatiti niskokvalificirane poslove. Posebno je zabrinjavajuće što proces priznavanja diploma može potrajati dulje od razdoblja tijekom kojeg se DTZ-ovi financijski podupiru kroz programe integracije, čime se otežava njihova sposobnost da postignu ekonomsku neovisnost. Primjerice, pojedinci sa završenim medicinskim fakultetom čekaju i po nekoliko godina na priznavanje diplome, što ih često stavlja u nesigurne i niže kvalificirane oblike zapošljavanja.

Preporuke:

- Ubrzati i pojednostaviti proces priznavanja inozemnih kvalifikacija, posebno u sektorima visoke potražnje kao što su zdravstvo i STEM. Na primjer, mogle bi se provesti mjere poput privremenog ili ograničenog licenciranja koje bi omogućilo DTZ-ovima da rade dok im se u potpunosti prizna mogućnost rada u njihovoj struci. Za to vrijeme može se kao uvjet postaviti obavezni nadzor iskusnijih lokalnih stručnjaka.
- Osigurati financijsku potporu za prijevod nastavnog plana i programa kako bi se pojednostavilo obavješćavanje o diplomi i smanjili troškovi koji predstavljaju prepreke za državljane trećih zemalja.

Urediti poslovanje agencija koje se bave isključivo privremenim zapošljavanjem DTZ-a

Agencije za privremeno zapošljavanje ublažavaju posljedice nedostatka radne snage u Hrvatskoj. Širokim pristupom kandidatima i natprosječnim poznavanjem procesa zapošljavanja, agencije značajno štede vrijeme korisnicima i zaposlenicima pri zapošljavanju. Međutim, od izmjena i dopuna *Zakona o strancima* od 1. siječnja 2020. došlo je do naglog porasta agencija za privremeno zapošljavanje s preko 800 registriranih agencija u usporedbi s 255 u 2019. godini. Ove nove agencije bave se isključivo zapošljavanjem DTZ-a. Također, zabrinjava činjenica da je velik dio tih agencija registriran kao jednostavna društva s ograničenom odgovornošću (j.d.o.o.) jer indicira da su te agencije registrirane za jednokratno korištenje, odnosno za jedno ili više zapošljavanja radnika, nakon čega agencija prestaje s djelatnošću. Ovaj brzi rast izazvao je zabrinutost zbog neetičkih postupanja, uključujući:

- Nepropisna upućivanja koje organiziraju neregistrirani subjekti (npr. putničke agencije ili konzultanti).
- Agencije koje nezakonito naplaćuju naknade za zapošljavanje DTZ-ovima (suprotno Zakonu o radu i Direktivi o privremenom radu preko agencija);
- Neprijavlivanje radnika na obvezno osiguranje pri zapošljavanju, čime se stvara nelojalna konkurencija agencijama i poslodavcima koji poštuju zakon.
- Agencije koje prestaju s radom nakon samo nekoliko upućivanja.

Zbog ozbiljnosti ovog problema, HUP kontinuirano podiže svijest među svojim članovima koji zapošljavaju DTZ o dobrim praksama na tržištu rada i kako uspješno uvesti DTZ-e u svoje poslovanje.

Prijedlozi za uređenje poslovanja agencija

Nepostojanje strožih uvjeta za ulazak u djelatnost agencija za privremeno zapošljavanje uzrokovalo je stvaranje mnogih tzv. fiktivnih agencija. Trenutno je u Hrvatskoj jedini uvjet za osnivanje agencije za privremeno zapošljavanje da mora biti registrirana pri Ministarstvu rada.

Prijedlozi za uređenje poslovanja agencija koja se bave isključivo privremenim zapošljavanjem DTZ-a su:

- Ispunjavanje minimalnih standarda, kao što je posjedovanje uredskog prostora, pristupa internetu i zaposlenika s punim radnim vremenom certificiranog za radne odnose.
- Pribaviti potvrdu od stranih tijela za one agencije koje djeluju u inozemstvu (npr. Filipini).
- Agencije moraju objaviti transparentne uvjete poslovanja, uključujući detaljne opise odgovornosti i obveza agencija.
- Obavezno bankovno jamstvo kako bi se osigurala financijska odgovornost.
- Onemogućiti da se agencije mogu registrirati kao jednostavna društva s ograničenom odgovornošću (j.d.o.o.).
- Osigurati mehanizme provedbe.

Poboljšanje zdravstvenih usluga za DTZ

Velik broj DTZ-a u Hrvatskoj zaposleno je u građevinarstvu, turizmu, transportu i trgovini, a mnogi dolaze iz država poput Nepala, Indije i Filipina. Oni se suočavaju sa značajnim preprekama u pristupu zdravstvenoj skrbi, uključujući:

- Nedostatak vremena i znanja za odabir liječnika opće prakse po dolasku. Ovo postaje problem kada kasnije zatrebaju liječničku pomoć.
- Ograničena dostupnost liječnika u manjim gradovima i otocima.
- Nesklonost manjeg dijela liječnika u liječenju osiguranog DTZ-a, uglavnom zbog jezičnih barijera. Poslodavci često šalju hrvatske kolege da prevode DTZ-ima tijekom liječničkih pregleda, što nije održivo rješenje.

Nadalje, prema *Zakonu o obveznom zdravstvenom osiguranju i zdravstvenoj zaštiti stranaca u Republici Hrvatskoj*, DTZ-i su obveznici obveznog zdravstvenog osiguranja. No, obvezno zdravstveno osiguranje imaju samo ako su retroaktivno uplatili 12 mjeseci zdravstvenog osiguranja. Odnosno, za godinu u kojoj nisu boravili u Hrvatskoj moraju platiti oko 1.000 EUR. Osim toga, moraju mjesečno plaćati zdravstveno osiguranje. Ova financijska opterećenja su iscrpna i nelogična jer poslodavci već plaćaju doprinose za zdravstveno osiguranje DTZ-a na temelju radnog statusa u iznosu od 16,5 % svoje bruto 1 plaće.

Prijedlozi za poboljšanje:

- Provesti medicinske preglede na temelju država porijekla radnika, sukladno podacima Svjetske zdravstvene organizacije (WHO).
- Pokrenuti bilateralne sporazume između Hrvatske i država iz kojih potječe većina DTZ-ova. Time bi se omogućio kontakt između nadležnih zdravstvenih tijela u obje države u svrhu izrade protokola i razmjene informacija za smanjenje zdravstvenih rizika. U tu svrhu bilo bi korisno koristiti diplomatske misije i konzularna predstavništva te lokalne urede WHO-a.
- U većim gradovima rasporediti liječnike opće prakse koji govore engleski jezik da se brinu o zaposlenim DTZ-ovima.
- Ukinuti 12-mjesečnu retroaktivnu naknadu za zaposlene DTZ-ove.

Proširenje pogodnosti studentima izvan EU

Hrvatska ima za cilj privući više studenata izvan EU-a kako bi povećala broj visokokvalificiranih radnika. Međutim, trenutačne politike isključuju studente izvan EU-a od primanja pogodnosti dostupnih hrvatskim studentima i studentima iz EU-a, poput subvencionirane prehrane i stanovanja.

Studentski centri u Hrvatskoj trenutačno također ne priznaju redovitim studentima iz trećih država iste uvjete kao studentima iz Hrvatske i EU, a razlog je to što je to propisano *Pravilnikom o uvjetima i načinu ostvarivanja prava redovitih studenata na subvencionirano stanovanje i Pravilnikom o uvjetima i načinu ostvarivanja prava na podmirenje troškova prehrane studenata*, koje donosi Ministarstvo znanosti i obrazovanja. Naime, u oba pravilnika je propisano da su korisnici potpore za stanovanje (čl. 3. predmetnog Pravilnika), odnosno korisnici potpore Ministarstva za prehranu (čl. 2. predmetnog Pravilnika), isključivo državljani država članica EU.

Iz perspektive Državnog proračuna učinak takvog proširenja je zanemariv. U Republici Hrvatskoj u akademskoj godini 2022./2023. (posljednji podaci Državnog zavoda za statistiku) bilo ih je oko 1100 s državljanstvom izvan EU. Nadalje, broj studenata koji bi ostvarili ova prava bio bi još manji jer strani studenti iz trećih zemalja, koji dolaze u sklopu Erasmus Plus razmjene (dostupna u ograničenom broju mjesta i za studente iz trećih zemalja), već imaju pravo na subvencioniranu prehranu.

Prijedlozi:

- Ponuditi redovitim studentima izvan EU iste mogućnosti za subvencioniranu prehranu i stanovanje kao studentima iz EU i Hrvatske.
- Razvijati suradnju između sveučilišta, poslodavaca, profesionalnih udruga i tijela za licenciranje (najčešće komore) kako bi se stranim studentima olakšao prijelaz na tržište rada i smanjile neusklađenosti između kvalifikacija i dostupnosti posla.

Promocija učenja hrvatskog jezika među DTZ-ovima što je prije moguće

Trenutačno DTZ-ovi mogu pristupiti tečajevima hrvatskog jezika koje subvencionira država samo nakon što u Hrvatskoj borave dulje od godinu dana. Ovo kašnjenje otežava integraciju i pridonosi velikoj fluktuaciji radnika, budući da dio DTZ-a napuštaju Hrvatsku i odlaze u druge države članice EU-a nedugo nakon dolaska u Hrvatsku. Nadalje, DTZ-i koji imaju priliku rano se integrirati u lokalnu zajednicu bit će motiviraniji ostati u njoj.

Prijedlog

Osigurati obuku hrvatskog jezika za DTZ-e odmah ili ubrzo nakon njihova dolaska kako bi se poboljšala integracija i zadržavanje.

5. Individual policy recommendations for Hungary

MGYOSZ-BusinessHungary and VASAS consider the employment of third-country nationals to be the most important labour market regulation issue in Hungary presently. Based on the project's research results and domestic experience, the two organisations formulate their position on the employment of guest workers as follows.

The domestic experience of using guest workers is greatly influenced not only by the labour market and employment environment in Hungary but also by the labour shortage in Europe and the regulatory boom that is taking place alongside it. Thus, MGYOSZ and VASAS expect that competition between EU Member States for more highly qualified and productive foreign labour will intensify, and the countries of the CEE region mustn't be left behind. In this competition, Hungary is starting from a disadvantaged position due to low wages. Therefore, it is considered of the utmost importance to monitor the legislative environment continuously and to be flexible in adapting it to market conditions through intense social dialogue.

In the long term, it should be taken into account that small and medium enterprises (SMEs) are affected by labour shortages in the same way as large enterprises. It is necessary to consider and examine how administrative burdens can be reduced in a way that makes it more predictable for SMEs to employ third-country nationals. It is understood that SMEs do not have the same capacity as large companies when it comes to supporting the integration of migrant workers and helping them overcome obstacles.

A time limit (2+1 years) for a particular guest worker to work in Hungary will make it difficult in the long run to replace workers from third countries, while in the long run, the worker could become a valuable worker and would be willing to stay in Hungary. Meanwhile, the employer's investment in the training and integration of the worker will not be recouped, and the costs of recruiting and supporting the integration of new workers in their place will be further increased by costs that are not recoverable or only recoverable in the short term.

We believe it is important to keep an accurate record of the professional qualifications of the guest workers who arrive in our country and to ensure the rapid and flexible recognition of professional qualifications acquired at home in Hungary.

Although public funds are available for companies to build shelters for workers, it is important to note that even subsidiaries of foreign multinationals cannot organise this and cannot be expected to prepare for it. Therefore, we believe that local authorities can play a crucial role in the coordinated construction and maintenance of workforce accommodation, by continuously monitoring local labour market needs and working closely with economic operators. This is also important to ensure that housing needs reflect the actual needs of the labour market in the area, regardless of company size and sector, rather than the needs of a single company. Monitoring these can help to ensure the peaceful coexistence of nationalities, which requires a collective effort and cannot be the sole responsibility of companies.

We can see from the regulatory trends in different countries that the possibility of family reunification plays a very important role in attracting and retaining foreign workers, and therefore in the long run Hungarian legislators should also examine the possibilities of family reunification for guest workers.

Effective labour inspection is a key element in ensuring fair and transparent employment and promoting long-term sustainability in employment, in line with social and economic sustainability.

For the time being, MGYOSZ and VASAS see no sign of growing non-compliant employers' practices that breach the law, third-country nationals are used to being employed on the same legal conditions as their local colleagues. To maintain this situation and not deteriorate the Hungarian wage level and working conditions, it is important that the social partners work together to ensure compliance with labour regulations. This includes not hindering migrant workers from joining trade unions by any means and starting a proper social dialogue about the role of intermediaries in the employment of third-country nationals.

The employment of third-country nationals should adapt to market needs and contribute to meeting the labour needs of the economy efficiently. It must also ensure that both foreign and domestic workers enjoy decent living and working conditions. For this reason, MGYOSZ and VASAS believe that intensive and meaningful social dialogue is essential for developing appropriate legislation. We also draw attention to the fact that collective bargaining and social dialogue at the workplace level can contribute to the integration and retention of migrant workers, their effective integration, and can improve cooperation among workers in diverse workplaces and between employers and workers.

5.1. A magyar szociális partnerek ajánlásai

Az MGYOSZ-BusinessHungary és a VASAS a harmadik országbeli állampolgárok foglalkoztatását tartja jelenleg a legfontosabb munkaerő-piaci szabályozási kérdésnek Magyarországon. A projekt kutatási eredményei és a hazai tapasztalatok alapján a két szervezet a következőképpen fogalmazza meg álláspontját a vendégmunkások foglalkoztatásával kapcsolatban.

A vendégmunkások alkalmazásának hazai tapasztalatait nemcsak a magyarországi munkaerő-piaci és foglalkoztatási környezet, hanem az európai munkaerőhiány és az ezzel párhuzamosan zajló szabályozási hullám is nagyban befolyásolja. Így az MGYOSZ és a VASAS arra számít, hogy az EU-tagállamok között kiéleződik a verseny a magasabban képzett és termelékenyebb külföldi munkaerőért, és a közép-kelet-európai régió országai sem maradhatnak le. Ebben a versenyben Magyarország az alacsony bérek miatt hátrányos helyzetből indul. Ezért kiemelten fontosnak tartják a jogszabályi környezet folyamatos figyelemmel kísérését és a piaci viszonyokhoz való rugalmas alkalmazkodást intenzív társadalmi párbeszéddel.

Hosszú távon figyelembe kell venni, hogy a kis- és középvállalkozásokat (kkv-k) ugyanúgy érinti a munkaerőhiány, mint a nagyvállalatokat. Meg kell fontolni és meg kell vizsgálni, hogyan lehetne az adminisztratív terheket úgy csökkenteni, hogy a kkv-k számára kiszámíthatóbbá váljon a harmadik országbeli állampolgárok foglalkoztatása. Magától értetődő, hogy a kkv-k nem rendelkeznek a nagyvállalatokkal azonos kapacitással, amikor a migráns munkavállalók integrációjának támogatásáról és az akadályok leküzdésének segítéséről van szó.

Ha egy adott vendégmunkás számára időbeli korlátot (2+1 év) állapítanak meg, hogy Magyarországon dolgozhasson, az hosszú távon megnehezíti a harmadik országból érkező munkavállalók pótlását, míg hosszú távon a munkavállaló értékes munkaerővé válhat, és hajlandó lenne Magyarországon maradni. Eközben a munkáltatónak a munkavállaló képzésébe és beilleszkedésébe történő befektetése nem térül meg, és a helyükre érkező új munkavállalók toborzásának és beilleszkedésének támogatásának költségeit tovább növelik a nem vagy csak rövid távon megtérülő költségek.

Fontosnak tartjuk a hazánkba érkező vendégmunkások szakképzettségének pontos nyilvántartását, valamint az itthon megszerzett szakképesítések gyors és rugalmas elismerését Magyarországon.

Bár állami források állnak rendelkezésre, hogy a cégek szálláshelyeket építsenek a munkavállalók számára, fontos megjegyezni, hogy ezt még a külföldi multinacionális cégek leányvállalatai sem tudják megszervezni, és nem várható el tőlük, hogy erre felkészüljenek. Ezért úgy véljük, hogy a helyi önkormányzatok a helyi munkaerő-piaci igények folyamatos figyelemmel kísérésével és a gazdasági szereplőkkel való szoros együttműködéssel meghatározó szerepet játszhatnak a munkásszállók összehangolt építésében és fenntartásában. Ez azért is fontos, hogy a lakhatási igények a térség munkaerőpiacának tényleges igényeit tükrözzék, függetlenül a vállalat méretétől és ágazatától, nem pedig egyetlen vállalat igényeit. Ezek figyelemmel kísérése segíthet a nemzetiségek békés egymás mellett élésének biztosításában, ami közös erőfeszítést igényel, és nem lehet kizárólag a vállalatok felelőssége.

A különböző országok szabályozási tendenciái azt mutatják, hogy a családegyesítés lehetősége nagyon fontos szerepet játszik a külföldi munkavállalók vonzásában és megtartásában. Ezért hosszú távon a magyar jogalkotóknak is meg kellene vizsgálniuk a vendégmunkások családegyesítési lehetőségeit.

A hatékony munkaügyi ellenőrzés kulcsfontosságú eleme a tisztességes és átlátható foglalkoztatás biztosításának, valamint a foglalkoztatás hosszú távú fenntarthatóságának elősegítésének, összhangban a társadalmi és gazdasági fenntarthatósággal.

Az MGYOSZ és a VASAS egyelőre nem látja jelét a törvénysértő munkáltatói gyakorlatok növekedésének, a harmadik országbeli állampolgárok megszokták, hogy a helyi kollégáikkal azonos jogi feltételek mellett foglalkoztatják őket. Ennek a helyzetnek a fenntartása, a magyar bérszínvonal és munkakörülmények fenntartása érdekében fontos, hogy a szociális partnerek együttműködjenek a munkaügyi szabályok betartása érdekében. Ez magában foglalja azt is, hogy a migráns munkavállalókat semmilyen eszközzel nem akadályozzák a szakszervezetekhez való csatlakozásban, és megfelelő társadalmi párbeszédet indítanak a közvetítők szerepéről a harmadik országbeli állampolgárok foglalkoztatásával kapcsolatban.

A harmadik országbeli állampolgárok foglalkoztatásának alkalmazkodnia kell a piaci igényekhez, és hozzá kell járulnia a gazdaság munkaerőigényének hatékony kielégítéséhez. Biztosítani kell továbbá, hogy mind a külföldi, mind a hazai munkavállalók tisztességes élet- és munkakörülményeket élvezzenek. Ezért az MGYOSZ és a VASAS úgy véli, hogy a megfelelő jogszabályok kidolgozásához elengedhetetlen az intenzív és érdemi társadalmi párbeszéd. Felhívjuk a figyelmet arra is, hogy a kollektív tárgyalások és a munkahelyi szintű szociális

párbeszéd hozzájárulhat a migráns munkavállalók integrációjához és megtartásához, valamint javíthatja a különböző munkahelyeken dolgozók közötti, illetve a munkaadók és munkavállalók közötti együttműködést.

6. Individual policy recommendations for Slovakia

1. Clear and Unified State Policy

- A precondition for the effective functioning of the employment system for nationals of third countries is a clear definition of state interests and direction in this matter.
- It is recommended to establish clear priorities for the Slovak Republic.
- Without a clearly defined vision, employers are unable to set relevant internal policies regarding the employment of third-country nationals.

2. Acceleration and Efficiency of Visa and Work Permit Processing

- Utilizing the Work Mobility Scheme and expedited processes for shortage occupations can help speed up the recruitment of foreign workers.
- Digitalization of applications for work cards, visas, and work permits.
- Simplified online forms to minimize errors.
- Reducing processing times for work permit and temporary residence applications, which would speed up the workers' entry into employment.
- Establishing "one-stop-shop" centres where employers can obtain all necessary information and assistance for employing foreigners and complete all required documentation in one place.

3. Predictable Quotas and Sectoral Exemptions

- Regular updates to the list of shortage occupations with an expedited process for obtaining permits.
- Simplification of the reporting of vacant positions (VPM) so that employers do not need to report VPMs when they have already selected a candidate from a third country.
- Preferential conditions for sectors where domestic workers have been in short supply for an extended period (construction, IT, healthcare).

4. Improving Employer Awareness

- Employers must understand the laws related to employing foreigners, including the Labour Code, the Foreigners' Residence Act, and tax and social obligations.
- Creation of a central information portal with up-to-date conditions for employing foreigners.
- Organizing training sessions and workshops for employers on legislative obligations.
- Availability of pre-prepared templates for employment contracts and administrative documents.

5. Improved Coordination Between Authorities

- Electronic exchange of data between the immigration police, employment offices, and employers.
- Designation of specific contacts for large employers to oversee the swift processing of documents.
- Regular evaluation and optimization of legislative processes in cooperation with employers.

6. More Efficient Integration: For successful workplace integration, knowledge of the Slovak language is essential. If the employment of third-country nationals is in the interest of the Slovak Republic, activities should be initiated to support language courses, training, and cultural education. Training on cultural differences can help employees and colleagues with better integration. For example, different perceptions of hierarchy or communication may affect productivity.

- Support for free language courses for foreigners.
- Companies should create an environment that respects cultural differences and promotes integration. The introduction of mentorship or support groups can ease the adaptation process.
- Mandatory orientation training on Slovak culture, labour law, and administration.
- Support for employers in providing accommodation and social adaptation for foreigners.

6.1. Individuálne odporúčania politik pre Slovensko

1. Jasná a jednotná štátna politika

- Predpokladom efektívne fungujúceho systému zamestnávania štátnych príslušníkov tretích krajín je jasné definovanie štátneho záujmu a smerovania v tejto problematike.
- Odporúča sa stanovenie jasných priorít Slovenskej republiky.
- Bez jasne stanovenej vízie zamestnávateľa nie sú schopní relevantne nastavovať interné politiky týkajúce sa zamestnávania štátnych príslušníkov tretích krajín.

2. Zrýchlenie a zefektívnenie procesu vybavovania víz a pracovných povolení

- Využitie Schémy pracovnej mobility a zrýchlených procesov pre nedostatkové profesie môže pomôcť urýchliť nábor zahraničných pracovníkov.
- Digitalizácia žiadostí o zamestnanecké karty, víza a pracovné povolenia.
- Zjednodušené online formuláre, ktoré minimalizujú chybovosť.
- Skrátenie lehôt na vybavenie žiadostí o pracovné povolenia a prechodné pobyty, čo by urýchlilo nástup pracovníkov do zamestnania.
- Vytvorenie „one-stop-shop“ centier, kde zamestnávateľia mohli získať všetky potrebné informácie a asistenciu pri zamestnávaní cudzincov a vybavili všetky potrebné dokumenty na jednom mieste.

3. Predvídateľné kvóty a sektorové výnimky

- Pravidelná aktualizácia zoznamu nedostatkových profesií so zrýchleným procesom získania povolenia.
- Zjednodušenie nahlasovania voľných pracovných miest (VPM) tak, aby zamestnávateľia nemuseli nahlasovať VPM v prípadoch, keď už majú vybraného kandidáta z tretích krajín.
- Zvýhodnené podmienky pre sektory, kde dlhodobo chýbajú domáci pracovníci (stavebníctvo, IT, zdravotníctvo).

4. Zlepšenie informovanosti zamestnávateľov: Zamestnávateľia musia rozumieť zákonom, ktoré sa vzťahujú na zamestnávanie cudzincov. Patria sem Zákonník práce, zákon o pobyte cudzincov, daňové a sociálne povinnosti.

- Vytvorenie centrálného informačného portálu s aktuálnymi podmienkami zamestnávania cudzincov.
- Organizovanie školení a workshopov pre zamestnávateľov o legislatívnych povinnostiach.
- Dostupnosť predpripravených vzorov pracovných zmlúv a administratívnych dokumentov.

5. Lepšia koordinácia medzi úradmi

- Elektronická výmena údajov medzi cudzineckou políciou, úradmi práce a zamestnávateľmi.
- Určenie konkrétnych referentov pre veľkých zamestnávateľov, ktorí budú dohliadať na rýchle vybavenie dokumentov.
- Pravidelné vyhodnocovanie a optimalizácia legislatívnych procesov v spolupráci so zamestnávateľmi.

6. Efektívnejšia integrácia: Pre úspešnú integráciu na pracovisku je dôležité ovládanie slovenského jazyka. Ak je zamestnávanie štátnych príslušníkov tretích krajín v záujme Slovenskej republiky, mali by vzniknúť aktivity na podporu jazykových kurzov a školení a kultúre. Školenia o kultúrnych rozdieloch môžu pomôcť zamestnancom aj kolegom pri lepšom začlenení. Napríklad odlišné vnímanie hierarchie alebo komunikácie môže ovplyvniť produktivitu.

- Podpora bezplatných jazykových kurzov pre cudzincov.
- Firmy by mali vytvárať prostredie, ktoré rešpektuje kultúrne rozdiely a podporuje integráciu. Zavedenie mentorstva alebo podporných skupín môže uľahčiť adaptačný proces.
- Povinné orientačné školenia o slovenskej kultúre, pracovnom práve a administratíve.
- Podpora zamestnávateľov pri poskytovaní ubytovania a sociálnej adaptácie cudzincov.

7. Individual policy recommendations for Slovenia

Due to the ageing of the population and the lack of domestic labour, Slovenia is increasingly relying on foreign workers - last year (2024), for the first time, there were more foreigners than Slovenian citizens among the newly employed, and in total, the Employment Service issued almost 44,000 work permits to foreign citizens. Nevertheless, comparative analyses show that Slovenian policies for the integration of immigrants into the labour market are below average - according to the MIPEX 2020 index³, Slovenia ranks in the bottom ten, as immigrants still have quite limited opportunities and support in employment. The government is aware of this challenge; In November 2023, it adopted the first comprehensive strategy for the integration of foreigners⁴, which addresses key areas of integration (language, education, labour market, local environment, administrative procedures, cooperation with the diaspora) and stresses that knowledge of Slovene is a basic condition for successful integration. In the following, we provide concrete and feasible recommendations for further improving the access of foreigners to the labour market in Slovenia, divided into four substantive sections:

- easier access to the labour market for foreigners,
- facilitating the employment and integration of foreigners with the employer,
- process improvements in the employment of foreigners,
- education and training.

Easier access to the labour market for foreigners

Extension of the right to free access to the labour market

Proposed measure: Amendment of legislation (e.g. the Act on Employment, Self-Employment and Labour of Foreigners – ZZSDT) to expand the circle of foreigners with free access to the labour market. In particular, the requirements for obtaining free access should be lowered or additional categories of aliens should be introduced, exempt from quotas and administrative restrictions as soon as they arrive. For example, free access should be granted after a short period (e.g. after 1 year of legal residence instead of 5 years) or immediately for foreigners in professions where there is a shortage of domestic staff. Family members of foreigners who are already working in Slovenia and foreigners who complete their studies in Slovenia could also be granted free access. This measure would eliminate the need for repeated obtaining of permits when changing jobs and would contribute to faster integration of highly qualified personnel into the Slovenian labour market.

Elimination of administrative restrictions on the recruitment of shortage staff

Proposed action: Simplifying procedures and removing restrictions on employment in occupations with a chronic shortage of workers. The government should *temporarily or permanently abolish the obligation of prior labour market screening for shortage occupations*, or replace it with a faster, automated procedure. This can be done through the Regulation on Restrictions and Prohibitions on the Employment and Work of Foreigners (based on the ZZSDT), which lays down exceptions for deficit activities. It is also possible to stipulate that for

³ <https://www.mipex.eu/key-findings>

⁴ https://www.gov.si/assets/ministrstva/MNZ/SOJ/Novice/2023/11-November/Strategija-vkljucevanja-tujcev-17.11.2023_pop.docx

shortage professions, the ZRSZ automatically issues consent for the employment of a foreigner within a shorter period of time (e.g. 1-3 days) without a standard verification, or that consent is not required for these professions at all. In addition, consideration should be given to *the abolition of any quotas*, if any, or to increase them significantly, so that they do not limit the number of foreign workers in key industries. This would accelerate the arrival of necessary foreign personnel, which would alleviate the critical situation in sectors such as nursing, where the government already recognizes the need for adjustments – e.g. planning changes to facilitate the recognition of foreign professional qualifications in healthcare.

Faster and easier recognition of foreign education and qualifications

Proposed action: Introduce accelerated and simplified procedures for the recognition of foreign knowledge. This may include additional human and financial resources for the Enic-Naric Centre and the relevant chambers or ministries to process applications more quickly, as well as *the digitalisation of the* process for submitting and tracking applications for recognition of education. Priority should be given to professions where the need is high (e.g. the recognition of medical licenses for foreigners, which the government is already planning to accelerate). Simplified recognition should be introduced for certain profiles: if a foreigner's training programme is already recognised in the EU or if it comes from a comparable system, the procedure should be shorter and based more on a practical examination (e.g. through a test or exam) rather than a lengthy bureaucratic procedure. *Bridge programmes* should also be developed – shorter trainings or internships that enable foreign experts to work partially under supervision or to be further trained for Slovenian standards while waiting for full recognition. This measure would swiftly integrate highly skilled foreigners into relevant jobs and fill gaps in the labour market.

Strengthening access to information and services for foreign jobseekers

Proposed measure: Establishment of a comprehensive support point ("one-stop shop") for foreign job seekers, which will provide information, advice and assistance in the first steps on the labour market. This point should function physically (consulting office) and as a multilingual web portal. All key information should be collected in one place: a list of steps for employment, explanations of permits, tax and social security numbers, rights from work, as well as a database of vacancies specially opened to foreigners (e.g. in companies ready to employ foreigners). The portal should be in at least English and other common languages of immigrants. In addition, counselling for foreigners should be introduced at the Employment Service – specially trained counsellors who help foreign jobseekers in the preparation of CVs, and applications, and direct them to training programmes or language courses. Such reinforcement of services will make it easier for foreigners to enter the labour market on their own and reduce dependence on expensive private agencies.

Facilitating the employment and integration of foreigners with an employer

Establishment of mentoring and inclusion programs in companies

Proposed action: Encourage companies to introduce formalized programs for the integration of foreigners. These programs should include several components:

- **Assignment of a mentor:** Every new foreign employee should get a mentor from among the existing employees. A mentor is available to help you understand the work

tasks, and the rules of the company and to overcome any language or cultural barriers. Mentoring should last at least the first 3-6 months when integration is most intense.

- **Induction and training plan:** The employer should draw up a plan on how to gradually introduce the new foreign worker. The training should be tailored to the child's prior knowledge and language – e.g. if certain instructions are not available in a foreign language, the tutor or translator should provide an explanation. If necessary, the employee should also attend external training for missing skills.
- **Preparation of the collective:** The management and human resources department should inform and prepare existing employees in advance for the arrival of a foreign collaborator. It is recommended that the trade union and/or works council (if organized at the workplace/the employer) are also included in this process. Internal training on intercultural understanding, and agreement on the working language of communication (e.g. whether communication will take place bilingually, in English, until the foreigner learns enough Slovenian, etc.) is recommended. Employees should be encouraged to communicate openly – the benefits that a foreign employee brings to the team (new skills, solving the personnel gap, etc.) should be emphasized to strengthen mutual respect.
- **Assistance with administrative matters and accommodation:** The mentor or human resources department should also assist the foreigner outside of narrow work frameworks – e.g. in arranging the EMS, tax number, registration of residence, selection of a personal doctor, and finding suitable housing. These everyday aspects can be a great challenge for a foreigner and helping them in this way greatly contributes to a positive experience and faster independence.
- **Integration into the wider environment:** If a foreigner comes with a family, the employer should provide information on the integration of family members (schooling of children, employment opportunities for a partner, local communities, associations). Organising occasional social events or excursions involving foreign workers and their family members along with locals can further enhance the sense of welcome.

For the implementation of such programs, the state should develop guidelines or a certificate. For example, the "Friendly Employer for Foreigners" certificate can be introduced, which is awarded to companies that meet certain integration standards (mentoring, internal training, language support, etc.). This would act as a recognition and motivation to employers. The SRSZ or the Chamber of Commerce can prepare a handbook of good practices for the integration of foreigners and offer free workshops for employers on this topic.

Linguistic and intercultural support in the workplace

Proposed action: Introduce language and intercultural training programs in companies, with the incentive of the state. This means:

- **Slovene language courses for employed foreigners:** Companies should provide Slovene language courses adapted to their foreign workers. Courses can be delivered internally (e.g. once a week at the company's premises) or in cooperation with external language schools, and attendance should be adapted to working days as much as possible (e.g. courses in the afternoon or at weekends). The state can encourage this by subsidizing costs – for example, by partially financing courses for companies employing a certain number of foreigners, or by providing vouchers for the education of employed foreigners. The goal is

for every foreign worker to master basic communication in Slovene as soon as possible and then continue to higher levels if they stay in Slovenia.

- **Intercultural workshops:** For leaders and the collective, the company should organize periodic workshops on intercultural communication and diversity. This can be led by experts in intercultural relations or NGOs with experience. At the workshops, employees learn to recognize cultural differences, and stereotypes and get acquainted with the cultures from which their colleagues come. In this way, the environment becomes more inclusive and open.
- **Bilingual communication:** Where possible, companies should provide key internal communications and materials in English (or another extended language) during the transition period if they employ several foreigners who do not yet understand Slovenian. This prevents foreign workers from being excluded from the information flow. At the same time, they should be encouraged to use the Slovenian language in everyday situations as much as they can to learn it more quickly.

Incentives and support for employers in the employment of foreigners

Proposed measure: Introduce a system of incentives and support for employers who actively employ and include foreigners. This may include:

- **Financial incentives:** e.g. subsidies for the first employment of a foreigner for employers in the form of a one-off contribution to cover integration costs (covering language courses, accommodation assistance, etc.). The subsidy could be targeted at shortage occupations or for SMEs employing a foreign worker for the first time, as a pilot project.
- **Tax deductions:** the possibility of a tax deduction for the costs incurred by a company in the education and training of a foreign worker (e.g. the cost of a language course or mentoring is recognised as a tax-deductible expense or an additional deduction).
- **Advisory assistance:** setting up an advisory service for employers – e.g. at the SRSZ – where the company can obtain legal assistance and practical guidance on employing a foreigner (procedures, documents, integration). This would relieve employers who do not have internal HR departments specializing in migration paperwork.
- **A platform for sharing housing:** in cooperation with local communities and the housing profession, a system could be set up where companies employing foreigners can find suitable housing for them more easily (e.g. database of verified landlords, temporary accommodation centres for the first months, etc.).

With these incentives, the state sends a signal that it appreciates the role of employers in the integration of foreigners. This will increase the willingness of companies to undertake the search for staff abroad and reduce the risk of integration failure due to lack of funds.

Process improvements in the employment of foreigners

Staff reinforcement and organisational changes in administrative procedures

Proposed action: To ensure **faster and more efficient processing of applications**, action is necessary at two levels: personnel and organizational.

- **Increase in the number of clerks:** Provide for additional recruitments or temporary transfers of staff to the administrative units that have the greatest backlog in processing applications from foreigners. This can be financed from intervention funds or

earmarked funds, as delays have a direct impact on the economy. Continuous training of these officers is also essential to keep them up to date with the latest regulations and guidelines (migration legislation changes frequently).

- **Internal deadlines and monitoring:** Introduce internal time standards for each stage of the procedure (e.g. the SRSR should give its consent within 5 days, the administrative unit should deal with the application within 15 days, etc.) and set up a performance monitoring system. If a unit is lagging behind, a bottleneck should be quickly identified and assistance activated (additional staff or reallocation of cases).
- **Communication and support:** Introduce the possibility for employers to report urgent matters (e.g. for highly qualified staff or key cases) via a specific hotline and prioritise the matter if justified. It is a kind of "fast-track" channel within the administration.

These measures will reduce the average length of proceedings, eliminate the lottery of territorial jurisdiction and increase the transparency of the work of administrative bodies.

The possibility of a quick start of work based on a certificate of application

Proposed measure: Permanent legal regulation of the right of an alien to start work based on a certificate of application for a permit. This should be included in the ZZSDT as a regular option for all single licences, not just listed professions or as an intervention measure. The conditions for such an arrangement should be:

- The application for a single work and residence permit is *complete* and accepted into the procedure (the administration has verified that it contains all the necessary documents, and the SRSZ has issued consent for employment). The confirmation of the submission of the application by the administrative unit and the issued consent of the ZRSZ is evidence that the employer would submit in the event of a possible inspection.
- A foreigner has legal entry into the country. This means that he is either a visa holder with a valid visa or he is from a visa-free country and is within the period of his authorized stay. In the case of visas, however, it should be possible to issue a temporary entry visa for the purpose of employment immediately after the submission of the application.)
- The employer must register the foreigner in compulsory insurance within (e.g. 15 days) of receipt of the certificate, thereby formalizing employment. If a final permit decision were not issued later (hypothetically), the employment would be terminated, but in practice, if the application is properly submitted, there is almost no rejection – so the risk is low.

This measure significantly reduces *the waiting period between the decision and the start of work*. The worker can use the intermediate time productively, and the company introduces him to work. Given the experience in 2024, when employers assessed the measure as very positive, there is no reason why it should not become permanent, of course, subject to safeguards (if the application is subsequently rejected, the employer bears the responsibility of termination).

Simplifications in changing employers and renewing permits

Proposed measure: Facilitate the change of employer for a foreign worker and speed up the renewal of permits. Suggest:

- If a foreigner already has a single permit and wants to change employers within *the same profession or activity*, there should be no need to re-check the labour market. In this case, the ZRSZ should issue the consent automatically, because the foreigner has already proved that there was no domestic candidate in that position, or the profession is in short supply anyway. It should be enough for the new employer to announce the employment and submit the contract. An administrative unit may issue a new authorisation linked to a new employer under an expedited procedure.
- The time when a foreigner moves from one employer to another should be covered by a temporary permit. This means that at the moment of termination of employment, the previous permit does not expire immediately, but the foreigner is given, for example, 60 days to find a new job and submit an application for a change of permit, during which time he can stay in the country and start working for the new employer immediately upon submission of the application (similar to the previous recommendation 3.3).
- Simplification of renewals: When renewing a single permit for the same employer, only amended conditions should be checked (e.g. whether the foreign national still has a valid contract, sufficient salary, and arranged insurance). Don't repeat the whole process from the beginning, as if it were a new role. In the event of an extension, the ZRSZ should not carry out a re-inspection of the labour market, as the worker is already employed and thus does not "displace" anyone from the domestic market. The administrative unit should handle the extension as a priority so that the alien is not left without valid documents.

The introduction of these changes would make the Slovenian labour market more attractive for foreigners, as they would know that they can develop their careers and change jobs without excessive administrative obstacles. It would also be easier for employers to recruit the right staff from each other, rather than looking abroad separately.

Education and training

Strengthening Slovene Language Learning Programmes for Foreigners

Proposed action: To improve the accessibility, quality and scope of Slovene language courses for immigrants, through a multi-step approach:

- **Initial intensive courses immediately upon arrival:** Every foreigner should be able to start learning the basics of Slovene immediately upon arrival (or already in the phase of preparation for arrival, if possible, online). This requires a larger set of beginner courses available. We propose to increase funding for the ZIP programme to cover a higher number of free hours – e.g. instead of the current 60 hours, 120 hours of free course for the first cycle should be provided, especially for those from more linguistically distant places.
- **Advanced courses and higher levels:** Introduce free or subsidized courses at higher levels (B1, B2) for those who have completed the basic course. Currently, many people do not continue because further courses are paid or timeless. It is particularly important to develop professional Slovene courses (e.g. business English, technical Slovenian, medical Slovenian) that are adapted to the language of the workplace. Such courses should be co-financed by ministries (MDDSZ, Ministry of Education) in cooperation with companies and chambers.

- **Adaptation of courses to target groups:** Learning programmes should be more flexible – e.g. small and homogeneous groups according to the prior knowledge and education of the participants, specially adapted terms for staff (evening or weekend courses) and adapted programmes for specific groups (older immigrants who need a slower pace; highly educated people who need professional terminology; younger ones with different learning approaches, etc.).
- **Verification and feedback system:** Regularly evaluate the performance of these programs – monitor how many participants pass the A2, and B1 level exams, etc., and what obstacles they cite. Based on feedback (both from immigrants and course providers), adjust the scope and method of implementation. NGOs have already put forward a concrete set of proposals that make sense to include in policymaking.

Training and retraining of foreign workers for the needs of the labour market

Proposed action: Development of targeted training and reskilling programmes for foreigners that will increase their skill set and prospects for advancement. This includes:

- **Bridge programmes for regulated professions:** Special courses should be organised for foreigners in professions where a local licence or exam is required to work independently (e.g. bus drivers, doctors, engineers) to prepare them for these exams. The program can combine the language terminology of the profession and the content preparation for the exam. Example: a course for foreign health professionals, which prepares them for a professional exam at the Medical Chamber and improves their professional Slovene – this would make it easier to get the missing medical staff with officially recognized qualifications.
- **Workplace promotion programmes:** In cooperation with employers, identify foreign employees who have the potential to take on more demanding tasks (e.g. from production worker to line manager, from kitchen assistant to cook, etc.) but lack certain skills. Modular *courses* (e.g. management course, machine management course, basics of business Slovene) should be prepared for them, which enable them to develop their careers. Such training could be co-financed by the Human Resources Development Fund or ESF funds, and employers would acquire more competent staff.
- **Inclusion of foreigners in national lifelong learning programmes:** Ensure that publicly funded courses (computer literacy, entrepreneurial skills, vocational courses at the employment service, etc.) are also accessible to foreigners. This means removing any conditions that would exclude foreigners (e.g. the citizenship requirement for certain programmes) and providing linguistic adaptation – perhaps providing an interpreter at the beginning or preparing materials in English until participants understand sufficiently Slovenian.

Training of HR professionals and the local environment for working with foreigners

Proposed action: Provide **training for key actors who come** into contact with foreigners to increase their competencies in the field of multiculturalism, language sensitivity and support skills:

- **Training for HR and managers:** Develop short courses or workshops for HR professionals on the legal aspects of hiring foreigners, on intercultural communication in the company and on diversity management. This would include practical examples: how to prepare the working environment for the arrival of a foreigner, how to resolve possible conflicts in the team arising from cultural differences, and how to help with integration

(summarized according to the guidelines already available from the SRSZ. These workshops can be offered by e.g. Public Agency for Adult Education or private providers and should be co-financed from public funds (as part of integration measures).

- **Raising awareness of local institutions:** Organise seminars for civil servants (in administrative units, social work centres, health centres) on how to communicate with clients who do not speak Slovenian well, how to use language forms or provide an interpreter, and how to understand the specific needs of immigrants (e.g. in children's schooling, health education, etc.).
- **Intercultural dialogue in the local community:** To promote projects where the local population meets and gets to know immigrants (cultural events, presentations of the countries where foreigners come from, joint sports activities). This is not a classic "education", but it is an informal learning to accept differences. Local environments that are more open will also make it easier for foreigners to integrate into the labour market (less discrimination, greater willingness of employers).
- **Information campaigns:** Carry out campaigns that highlight the positive sides of immigration – e.g. the contribution of foreigners to the economy (which accounts for 9% of GDP globally), examples of successful integration in companies, and stories that break stereotypes. The more society understands that foreigners are a necessary and welcome part of the workforce, the easier it will be to take steps to integrate them.

Conclusion

The above recommendations form a comprehensive set of measures that address all phases of the integration of foreigners into the labour market – from removing barriers to entry, through support for employment and integration in the workplace, to improving procedures and investing in knowledge and competencies. Their implementation would help Slovenia to move from the currently relatively restrictive system to a more open and flexible labour market for foreign workers, which is also confirmed by the guidelines in the adopted integration strategy. The coordinated action of different departments (labour, internal, educational, economic) and the cooperation of employers, educational institutions and non-governmental organisations are of key importance. With such a partnership approach, Slovenia can become a more attractive and friendly country for foreign professionals and workers, which will contribute to economic growth and a more diverse, inclusive society.

7.1. Priporočila za izboljšanje dostopa tujcev do trga dela v Sloveniji

Slovenija se zaradi staranja prebivalstva in pomanjkanja domače delovne sile vse bolj opira na tuje delavce – lani (2024) je bilo med novozaposlenimi prvič več tujcev kot slovenskih državljanov, skupno je Zavod za zaposlovanje izdal skoraj 44.000 dovoljenj za delo tujim državljanom. Kljub temu primerjalne analize kažejo, da so slovenske politike vključevanja priseljencev na trg dela podpovprečne – po indeksu MIPEX 2020⁵ se Slovenija uvršča v spodnjo deseterico, saj imajo priseljenci še vedno precej omejene možnosti in podporo pri zaposlovanju. Vlada se tega izziva zaveda; novembra 2023 je sprejela prvo celovito strategijo vključevanja tujcev⁶, ki naslavlja ključna področja integracije (jezik, izobraževanje, trg dela,

⁵ <https://www.mipex.eu/key-findings>

⁶ https://www.gov.si/assets/ministrstva/MNZ/SOJ/Novice/2023/11-November/Strategija-vkljucevanja-tujcev-17.11.2023_pop.docx

lokalno okolje, administrativni postopki, sodelovanje z diasporo) in poudarja, da je znanje slovenščine temeljni pogoj za uspešno vključitev. V nadaljevanju podajamo konkretna in izvedljiva priporočila za nadaljnje izboljšanje dostopa tujcev do trga dela v Sloveniji, razdeljena v štiri vsebinske sklope:

- lažji dostop na trg dela za tujce,
- olajšanje zaposlovanja in integracije tujcev pri delodajalcu,
- procesne izboljšave zaposlovanja tujcev,
- izobraževanje in usposabljanje.

Lažji dostop na trg dela za tujce

Razširitev pravice do prostega dostopa na trg dela

Predlagan ukrep: Sprememba zakonodaje (npr. Zakona o zaposlovanju, samozaposlovanju in delu tujcev – ZZSDT) za razširitev kroga tujcev s prostim dostopom na trg dela. Konkretno naj se znižajo zahteve za pridobitev prostega dostopa ali pa uvedejo dodatne kategorije tujcev, ki so takoj ob prihodu izvzeti iz kvot in administrativnih omejitev. Na primer, omogoči naj se prost dostop že po krajšem obdobju (npr. po 1 letu zakonitega bivanja namesto 5 let) ali takoj za tujce v poklicih, kjer primanjkuje domačih kadrov. Prav tako bi lahko prost dostop avtomatično dobili družinski člani tujcev, ki v Sloveniji že delajo, ter tujci, ki zaključijo študij v Sloveniji. Ta ukrep bi odpravil potrebo po ponavljajočem se pridobivanju dovoljenj ob menjavi službe in bi prispeval k hitrejši integraciji visoko kvalificiranih kadrov na slovenski trg dela.

Odprava administrativnih omejitev pri zaposlovanju deficitarnih kadrov

Predlagan ukrep: Poenostavitev postopkov in odprava omejitev pri zaposlovanju v poklicih, kjer kronično primanjkuje delavcev. Vlada naj za *deficitarne poklice* začasno ali stalno odpravi obveznost predhodne kontrole trga dela oziroma jo nadomesti s hitrejšim, avtomatiziranim postopkom. To lahko stori z Uredbo o omejitvah in prepovedih zaposlovanja in dela tujcev (na podlagi ZZSDT), v kateri določi izjeme za deficitarne dejavnosti. Možno je tudi določiti, da za deficitarne poklice ZRSZ izda soglasje za zaposlitev tujca avtomatsko v krajšem roku (npr. 1-3 dni) brez standardnega preverjanja ali pa da se za te poklice sploh ne zahteva soglasje. Poleg tega naj se razmisli o *odpravi morebitnih kvot*, če so te določene, ali pa o njihovem znatnem zvišanju, da ne bodo omejevale števila tujih delavcev v ključnih panogah. S tem bi pospešili prihod potrebnih tujih kadrov, kar bi omililo kritično stanje v sektorjih, kot je zdravstvena nega, kjer vlada že prepoznava potrebo po prilagoditvah – npr. načrtuje spremembe za lažje priznanje tujih strokovnih kvalifikacij v zdravstvu.

Hitrejše in lažje priznavanje tujih izobrazb in kvalifikacij

Predlagan ukrep: Uvesti pospešene in poenostavljene postopke priznavanja tujega znanja. To lahko vključuje dodatne kadrovske in finančne vire za Enic-Naric center in pristojne zbornice ali ministrstva, da obdelujejo vloge hitreje, ter *digitalizacijo* postopka za oddajo in sledenje vlog za priznanje izobrazbe. Prednostna obravnava naj se nameni poklicem, kjer so potrebe velike (npr. priznanje zdravstvenih licenc za tujce, kar vlada že načrtuje pospešiti). Za določene profile naj se uvede poenostavljeno priznavanje: če je izobraževalni program tujca že priznan v EU ali če prihaja iz primerljivega sistema, naj bo postopek krajši in naj bolj temelji na preverjanju praktičnih znanj (npr. preko preizkusnega dela ali izpita) namesto dolgotrajnega birokratskega postopka. Prav tako naj se razvijejo *mostovni programi* – krajša usposabljanja ali pripravništva, ki tujim strokovnjakom omogočijo, da medtem ko čakajo na polno priznanje, že

delno delajo pod nadzorom ali se dodatno usposobijo za slovenske standarde. S tem ukrepom bi hitro vključili visoko usposobljene tujce v ustrezna delovna mesta in zapolnili vrzeli na trgu dela.

Okrepitev dostopa do informacij in storitev za tuje iskalce zaposlitve

Predlagan ukrep: Ustanovitev celovite podporne točke (»one-stop shop«) za tujce iskalce zaposlitve, ki bo nudila informiranje, svetovanje in pomoč pri prvih korakih na trgu dela. Ta točka naj deluje fizično (svetovalna pisarna) in kot večjezični spletni portal. Na enem mestu naj bodo zbrane vse ključne informacije: seznam korakov za zaposlitev, pojasnila glede dovoljenj, davčne in socialne številke, pravice iz dela, pa tudi baza prostih delovnih mest posebej odprtih za tujce (npr. v podjetjih, pripravljena na zaposlovanje tujcev). Portal naj bo v vsaj angleščini in drugih pogostih jezikih priseljencev. Poleg tega naj se uvede svetovanje za tujce na Zavodu za zaposlovanje – posebej usposobljeni svetovalci, ki pomagajo tujim iskalcem zaposlitve pri pripravi življenjepiso, prijav, ter jih usmerjajo na programe usposabljanja ali tečaje jezika. Takšna okrepitev storitev bo tujcem olajšala samostojen vstop na trg dela in zmanjšala odvisnost od dragih zasebnih agencij.

Olajšanje zaposlovanja in integracije tujcev pri delodajalcu

Vzpostavitev mentorskih in vključitvenih programov v podjetjih

Predlagan ukrep: Spodbujanje podjetij, da uvedejo formalizirane programe za vključevanje tujcev. Ti programi naj vključujejo več komponent:

- **Dodelitev mentorja:** Vsak novi tuji zaposleni naj dobi mentorja izmed obstoječih zaposlenih. Mentor je na voljo za pomoč pri razumevanju delovnih nalog, pravil podjetja in pri premagovanju morebitnih jezikovnih ali kulturnih ovir. Mentorstvo naj traja vsaj prve 3–6 mesecev, ko je integracija najintenzivnejša.
- **Načrt uvajanja in usposabljanja:** Delodajalec naj pripravi načrt, kako novega tujega delavca postopno vpeljati. V načrtu naj bo usposabljanje prilagojeno njegovemu predznanju in jeziku – npr. če določena navodila niso na voljo v tujem jeziku, naj mentor ali prevajalec zagotovi razlago. Če je treba, naj delavec obiskuje tudi zunanja izobraževanja za manjkajoča znanja.
- **Priprava kolektiva:** Vodstvo in kadrovska služba naj vnaprej obvestita in pripravita obstoječe zaposlene na prihod tujega sodelavca. V komunikacijo je priporočljivo, da se vključi tudi sindikat in svet delavcev (v kolikor sta organizirana pri delodajalcu). Priporočljivo je interno izobraževanje o medkulturnem razumevanju, dogovor o delovnem jeziku komunikacije (npr. ali bo komunikacija potekala dvojezično, v angleščini, dokler se tujec ne nauči dovolj slovensko itd.). Sodelavci naj bodo spodbujeni k odprti komunikaciji – poudarijo naj se prednosti, ki jih tuji delavec prinaša ekipi (nova znanja, reševanje kadrovske vrzeli ipd.), da se krepí vzajemno spoštovanje.
- **Pomoč pri administrativnih zadevah in nastanitvi:** Mentor ali kadrovska služba naj pomagata tujcu tudi izven ozko delovnih okvirov – npr. pri urejanju EMŠO, davčne številke, prijave prebivališča, izbire osebnega zdravnika, iskanju ustreznega stanovanja. Ti vsakdanji vidiki so lahko za tujca velik izziv in pomoč pri tem močno prispeva k pozitivni izkušnji ter hitrejšemu osamosvajanju.
- **Vključevanje v širše okolje:** Če tujec prihaja z družino, naj delodajalec posreduje informacije o vključevanju družinskih članov (šolanje otrok, zaposlitvene možnosti za partnerja, lokalne skupnosti, društva). Organizacija občasnih družabnih dogodkov ali

izletov, v katere se vključijo tuji delavci in njihovi družinski člani skupaj z domačimi, lahko dodatno okrepi občutek dobrodošlosti.

Za izvajanje takšnih programov naj država pripravi smernice ali certifikat. Na primer, uvede se lahko certifikat "Prijazen delodajalec za tujce", ki ga prejmejo podjetja, ki izpolnjujejo določene standarde integracije (mentorstvo, interna usposabljanja, jezikovna podpora itd.). To bi delovalo kot priznanje in motivacija delodajalcem. ZRSZ ali gospodarska zbornica lahko pripravita priročnik dobrih praks integracije tujcev in ponudita brezplačne delavnice za delodajalce na to temo.

Jezikovna in medkulturna podpora na delovnem mestu

Predlagan ukrep: Uvesti programe jezikovnega in medkulturnega usposabljanja v podjetjih, s spodbudo države. To pomeni:

- **Tečaji slovenščine za zaposlene tujce:** Podjetja naj omogočijo tečaje slovenskega jezika, prilagojene njihovim tujim delavcem. Tečaji se lahko izvajajo interno (npr. enkrat tedensko v prostorih podjetja) ali v sodelovanju z zunanjimi jezikovnimi šolami, udeležbo pa naj se čim bolj prilagodi delovniku (npr. tečaji popoldne ali ob koncu tedna). Država lahko to spodbudi s subvencioniranjem stroškov – npr. delno financira tečaje za podjetja, ki zaposlujejo določeno število tujcev, ali omogoči vavčerje za izobraževanje zaposlenih tujcev. Cilj je, da vsak tuji delavec čim prej osvoji osnovno komunikacijo v slovenščini in nato nadaljuje do višjih ravni, če ostaja v Sloveniji.
- **Medkulturne delavnice:** Za vodje in kolektiv naj podjetje organizira občasne delavnice o medkulturni komunikaciji in raznolikosti. To lahko vodijo strokovnjaki za medkulturne odnose ali nevladne organizacije z izkušnjami. Na delavnicah se zaposleni učijo prepoznavati kulturne razlike, stereotipe in se seznanijo s kulturami, iz katerih prihajajo njihovi sodelavci. Tako okolje postaja bolj vključujoče in odprto.
- **Dvojezična komunikacija:** Kjer je mogoče, naj podjetja v prehodnem obdobju zagotavljajo ključna interna obvestila in gradiva v angleščini (ali drugem razširjenem jeziku), če zaposlujejo več tujcev, ki slovenščine še ne razumejo. To prepreči, da bi bili tuji delavci iz informacijskega toka izključeni. Hkrati naj se jih spodbuja, da uporabljajo slovenski jezik v vsakodnevnih situacijah, kolikor zmorejo, da se ga hitreje naučijo.

Spodbude in podpora delodajalcem pri zaposlovanju tujcev

Predlagan ukrep: Uvesti sistem spodbud in podpore za delodajalce, ki aktivno zaposlujejo in vključujejo tujce. To lahko zajema:

- **Finančne spodbude:** npr. subvencije za prvo zaposlitev tujca za delodajalce v obliki enkratnega prispevka za pokritje stroškov integracije (kritje tečaja jezika, nastanitvene pomoči ipd.). Subvencija bi se lahko usmerila v deficitarne poklice ali za MSP, ki prvič zaposlujejo tujega delavca, kot pilotni projekt.
- **Davčne olajšave:** možnost davčne olajšave za stroške, ki jih ima podjetje z izobraževanjem in usposabljanjem tujega delavca (npr. strošek jezikovnega tečaja ali mentorstva se prizna kot davčno upravičen odhodek ali dodatna olajšava).
- **Svetovalna pomoč:** vzpostavitev storitve svetovanja za delodajalce – npr. pri ZRSZ – kjer lahko podjetje dobi pravno pomoč in praktične napotke glede zaposlitve tujca (postopki, dokumenti, integracija). To bi razbremenilo delodajalce, ki nimajo internih kadrovskih oddelkov specializiranih za migracijsko papirologijo.

- **Platforma za delitev stanovanj:** v sodelovanju z lokalnimi skupnostmi in stanovanjsko stroko bi lahko vzpostavili sistem, kjer podjetja, ki zaposlujejo tujce, lažje najdejo ustrezno bivališče zanje (npr. baza preverjenih najemodajalcev, začasni namestitveni centri za prve mesece ipd.).

Z omenjenimi spodbudami država pošlje signal, da ceni vlogo delodajalcev pri integraciji tujcev. To bo povečalo pripravljenost podjetij, da se lotijo iskanja kadrov v tujini, in zmanjšalo tveganje neuspeha integracije zaradi pomanjkanja sredstev.

Procesne izboljšave zaposlovanja tujcev

Kadrovska okrepitev in organizacijske spremembe v upravnih postopkih

Predlagan ukrep: Za zagotovitev **hitrejše in učinkovitejše obdelave** vlog je nujno ukrepanje na dveh ravneh: kadrovski in organizacijski.

- **Povečanje števila referentov:** Zagotoviti dodatne zaposlitve ali začasne premestitve uslužbencev na upravne enote, ki imajo največji zaostanek pri obravnavi vlog tujcev. To se lahko financira iz interventnih sredstev ali namenskih sredstev, saj zamude neposredno vplivajo na gospodarstvo. Nujno je tudi kontinuirano usposabljanje teh referentov, da so seznanjeni z najnovejšimi predpisi in usmeritvami (migracijska zakonodaja se pogosto spreminja).
- **Notranji roki in spremljanje:** Uvesti notranje standarde časa za vsako fazo postopka (npr. ZRSZ naj poda soglasje v 5 dneh, upravna enota naj vlogo obravnava v 15 dneh itd.) in vzpostaviti sistem spremljanja učinkovitosti. Če katera enota zaostaja, naj se hitro identificira ozko grlo in aktivira pomoč (dodatne osebe ali prerazporeditev zadev).
- **Komunikacija in podpora:** Uvesti možnost, da lahko delodajalci urgentne zadeve (npr. za visoko kvalificirane kadre ali ključne primere) sporočijo preko posebne linije in se zadeva prednostno obravnava, če je utemeljeno. Gre za neke vrste "fast-track" kanal znotraj uprave.

Z omenjenimi ukrepi se bo skrajšalo povprečno trajanje postopkov, odpravila se bo loterija odvisnosti od krajevne pristojnosti in povečala preglednost dela upravnih organov.

Možnost hitrega začetka dela na podlagi potrdila o vloženi vlogi

Predlagan ukrep: Stalna zakonska ureditev pravice tujca do nastopa dela na podlagi potrdila o vloženi vlogi za dovoljenje. To naj se vključi v ZZSDT kot redna možnost za vsa enotna dovoljenja, ne le poklice s seznama ali kot interventni ukrep. Pogoji za tako ureditev naj bodo:

- Vloga za enotno dovoljenje za delo in prebivanje je *popolna* in sprejeta v postopek (uprava je preverila, da vsebuje vsa potrebna dokazila, ZRSZ je izdal soglasje za zaposlitev). Potrdilo o vložitvi vloge s strani upravne enote in izdano soglasje ZRSZ sta dokazili, ki bi ju delodajalec predložil ob morebitnem inšpekcijskem nadzoru.
- Tujec ima zakonit vstop v državo. To pomeni, da je bodisi vizumski obveznik z veljavnim vizumom ali pa je iz brezvizumske države in je v roku dovoljenega bivanja. Za vizumske pa bi bilo treba omogočiti, da se z namenom zaposlitve lahko izda začasni vizum za vstop takoj po oddaji vloge.)
- Delodajalec mora tujca v roku (npr. 15 dni) od prejema potrdila prijaviti v obvezna zavarovanja, s čimer se formalizira zaposlitev. Če dokončna odločba o dovoljenju kasneje (hipotetično) ne bi bila izdana, bi se zaposlitev prekinila, vendar v praksi, če je vloga pravilno oddana, do zavrnitve skoraj ne prihaja – zato je tveganje majhno.

Ta ukrep bistveno skrajša *čakalno dobo med odločitvijo in začetkom dela*. Delavec lahko vmesni čas izkoristi produktivno, podjetje pa ga uvede v delo. Glede na izkušnjo v letu 2024, ko so delodajalci ukrep ocenili kot zelo pozitivnega, ni razlogov, da ne bi postal trajen, seveda ob upoštevanju varoval (če bi bila vloga naknadno zavrnjena, nosi delodajalec odgovornost prekinitve).

Poenostavitve pri menjavi delodajalca in podaljševanju dovoljenj

Predlagan ukrep: Olajšati menjavo delodajalca za tujega delavca in pospešiti podaljševanje dovoljenj. Predlagamo:

- Če tujec že ima enotno dovoljenje in želi menjati delodajalca znotraj *istega poklica oziroma dejavnosti*, naj ne bo potrebe po ponovni kontroli trga dela. ZRSZ naj v tem primeru izda soglasje avtomatsko, ker je tujec že dokazal, da na tem mestu ni bilo domačega kandidata, ali pa je poklic tako ali tako deficitaren. Dovolj naj bo, da novi delodajalec sporoči zaposlitev in predloži pogodbo. Upravna enota lahko izda novo dovoljenje, vezano na novega delodajalca, po skrajšanem postopku.
- Čas, ko tujec prehaja od enega do drugega delodajalca, naj bo pokrit z začasnim dovoljenjem. To pomeni, da v trenutku prenehanja delovnega razmerja prejšnje dovoljenje ne preneha takoj veljati, ampak dobi tujec npr. 60 dni časa, da najde novo zaposlitev in vloži vlogo za spremembo dovoljenja, v tem obdobju pa lahko ostane v državi in začne delati pri novem delodajalcu takoj ob vložitvi vloge (podobno kot prejšnje priporočilo 3.3).
- Poenostavitev podaljšanj: Pri podaljšanju enotnega dovoljenja za istega delodajalca naj se preverjajo le še spremenjeni pogoji (npr. ali ima tujec še vedno veljavno pogodbo, zadostna plača, urejeno zavarovanje). Naj se ne ponavlja celoten postopek od začetka, kot da gre za novo vlogo. ZRSZ naj ob podaljšanju ne izvaja ponovne kontrole trga dela, saj je delavec že zaposlen in s tem ne "izpodriva" nikogar z domačega trga. Upravna enota naj podaljšanje rešuje prednostno, da tujec ne ostane brez veljavnih dokumentov.

Uvedba teh sprememb bi naredila slovenski trg dela bolj privlačen za tujce, saj bi vedeli, da lahko razvijajo kariero in menjajo zaposlitve brez pretiranih administrativnih ovir. Tudi delodajalci bi lažje drug od drugega pridobili ustrezne kadre, namesto da vsak posebej išče v tujini.

Izobraževanje in usposabljanje

Krepitev programov učenja slovenščine za tujce

Predlagan ukrep: Izboljšati dostopnost, kakovost in obseg tečajev slovenskega jezika za priseljence, z večstopenskim pristopom:

- **Začetni intenzivni tečaji takoj ob prihodu:** Vsakemu tujcu naj se omogoči, da se takoj po prihodu (ali že v fazi priprav na prihod, če je mogoče online) začne učiti osnov slovenščine. To zahteva večji razpoložljivi nabor začetnih tečajev. Predlagamo povečanje finančnih sredstev za ZIP program, da se pokrije višje število brezplačnih ur – npr. namesto sedanjih 60 ur naj se zagotovi 120 ur brezplačnega tečaja za prvo stopnjo, predvsem za tiste iz jezikovno bolj oddaljenih krajev.

- **Nadaljevalni tečaji in višje ravni:** Uvesti brezplačne ali subvencionirane tečaje na višjih ravneh (B1, B2) za tiste, ki so opravili osnovni tečaj. Trenutno marsikdo ne nadaljuje, ker so nadaljnji tečaji plačljivi ali časovno nedostopni. Še posebej pomembno je razviti tečaje strokovne slovenščine (npr. poslovna slovenščina, tehnična slovenščina, medicinska slovenščina), ki so prilagojeni jeziku na delovnem mestu. Takšne tečaje naj sofinancirajo ministrstva (MDDSZ, Ministrstvo za izobraževanje) v sodelovanju s podjetji in zbornicami.
- **Prilagoditev tečajev ciljnim skupinam:** Učni programi naj bodo bolj fleksibilni – npr. majhne in homogene skupine glede na predznanje in izobrazbo udeležencev, posebej prilagojeni termini za zaposlene (večerni ali vikend tečaji) in prilagojeni programi za specifične skupine (starejši priseljenci, ki potrebujejo počasnejši tempo; visoko izobraženi, ki potrebujejo strokovno terminologijo; mlajši z drugačnimi učnimi pristopi itd.).
- **Sistem preverjanja in povratnih informacij:** Redno evalvirati uspešnost teh programov – spremljati, koliko udeležencev opravi izpite na ravni A2, B1 itd. in kakšne ovire navajajo. Na podlagi povratnih informacij (tako od priseljencev kot od izvajalcev tečajev) prilagajati obseg in način izvedbe. Nevladne organizacije so že podale konkreten nabor predlogov, ki jih je smiselno vključiti v oblikovanje politike.

Usposabljanje in prekvalifikacija tujih delavcev za potrebe trga dela

Predlagan ukrep: Razvoj ciljnih programov usposabljanja in prekvalifikacije za tujce, ki bodo povečali njihov nabor veščin in možnosti za napredovanje. To vključuje:

- Mostovni programi za regulirane poklice: Za tujce v poklicih, kjer je za samostojno delo potrebna lokalna licenca ali izpit (npr. vozniki avtobusov, zdravniki, inženirji), naj se organizirajo posebni tečaji, ki jih pripravijo na te izpite. Program lahko kombinira jezikovno terminologijo stroke in vsebinsko pripravo na izpit. Primer: tečaj za tuje zdravstvene delavce, ki jih pripravi na strokovni izpit pri Zdravniški zbornici in izboljša njihovo strokovno slovenščino – s tem bi hitreje dobili manjkajoč zdravstveni kader z uradno priznanimi kvalifikacijami.
- Programi za napredovanje na delovnem mestu: V sodelovanju z delodajalci naj se identificirajo tuji zaposleni, ki imajo potencial za prevzem zahtevnejših nalog (npr. iz proizvodnega delavca v linijskega vodjo, iz kuhinjskega pomočnika v kuharja itd.), a jim manjkajo določena znanja. Zanje naj se pripravijo *modularni tečaji* (npr. tečaj vodenja, tečaj upravljanja strojev, osnove poslovne slovenščine), ki jim omogočijo karierni razvoj. Taka usposabljanja bi lahko sofinanciral sklad za razvoj kadrov ali ESS sredstva, delodajalci pa bi pridobili bolj kompetenten kader.
- Vključevanje tujcev v nacionalne programe vseživljenjskega učenja: Poskrbeti, da so javno financirani tečaji (računalniška pismenost, podjetniške veščine, poklicni tečaji na zavodu za zaposlovanje itd.) dostopni tudi tujcem. To pomeni odstraniti morebitne pogoje, ki bi izključevali tujce (npr. zahteva državljanstva za določene programe) in poskrbeti za jezikovno prilagoditev – morda uvodoma zagotoviti tolmača ali pripraviti gradiva v angleščini, dokler udeleženci ne razumejo dovolj slovensko.

Izobraževanje kadrovskih strokovnjakov in lokalnega okolja za delo s tujci

Predlagan ukrep: Izvajanje **usposabljanj za ključne akterje**, ki prihajajo v stik s tujci, z namenom povečati njihove kompetence na področju večkulturnosti, jezikovne občutljivosti in podpornih veščin:

- **Usposabljanje za kadrovnike in vodje:** Razviti kratke tečaje ali delavnice za kadrovske delavce o pravnih vidikih zaposlovanja tujcev, o medkulturni komunikaciji v podjetju in o upravljanju raznolikosti. To bi vključevalo praktične primere: kako pripraviti delovno okolje na prihod tujca, kako reševati morebitne konflikte v timu, ki izhajajo iz kulturnih razlik, kako pomagati pri integraciji (povzeto po smernicah, kot so že na voljo pri ZRSZ. Te delavnice lahko ponuja npr. Javna agencija za izobraževanje odraslih ali zasebni izvajalci, sofinancirane pa naj bodo iz javnih sredstev (kot del integracijskih ukrepov).
- **Ozaveščanje lokalnih institucij:** Za javne uslužbenke (na upravnih enotah, centrih za socialno delo, zdravstvenih domovih) organizirati seminarje o tem, kako komunicirati s strankami, ki ne govorijo dobro slovensko, kako uporabiti jezikovne obrazce ali zagotoviti tolmača, in kako razumeti specifične potrebe priseljencev (npr. pri šolanju otrok, zdravstveni vzgoji itd.).
- **Medkulturni dialog v lokalni skupnosti:** Spodbujati projekte, kjer se lokalno prebivalstvo sreča in spoznava s priseljenci (kulturni dogodki, predstavitve držav, od koder prihajajo tujci, skupne športne aktivnosti). To sicer ni klasično "izobraževanje", a gre za neformalno učenje sprejemanja drugačnosti. Lokalna okolja, ki so bolj odprta, bodo olajšala tudi tujcem vključevanje na trg dela (manj diskriminacije, večja pripravljenost delodajalcev).
- **Informativne kampanje:** Izvesti kampanje, ki poudarjajo pozitivne plati priseljevanja – npr. prispevke tujcev h gospodarstvu (kar globalno predstavlja 9 % BDP), primere uspešnih integracij v podjetjih, in zgodbe, ki rušijo stereotipe. Bolj, kot bo družba razumela, da so tujci nujen in dobrodošel del delovne sile, lažje bo sprejela ukrepe za njihovo vključitev.

Sklepno

Zgoraj navedena priporočila tvorijo celovit nabor ukrepov, ki naslavlja vse faze vključevanja tujcev na trg dela – od odpravljanja vstopnih ovir, preko podpore pri zaposlovanju in integraciji na delovnem mestu, do izboljšav postopkov in vlaganja v znanje in kompetence. Njihova izvedba bi Sloveniji pomagala preiti od trenutno relativno omejevalnega sistema k bolj odprtemu in prožnemu trgu dela za tuje delavce, kar potrjujejo tudi usmeritve v sprejeti integracijski strategiji. Ključnega pomena je usklajeno delovanje različnih resorjev (delovno, notranje, izobraževalno, ekonomsko) ter sodelovanje delodajalcev, izobraževalnih ustanov in nevladnih organizacij. S takšnim partnerskim pristopom lahko Slovenija postane bolj privlačna in prijazna država za tuje strokovnjake in delavce, kar bo prispevalo h gospodarski rasti in bolj raznoliki, vključujoči družbi.