



Key highlights

The Committee of Ministers of the Council of Europe adopted the Action Plan for Ukraine “Resilience, Recovery and Reconstruction” 2023-2026 at its 1452nd meeting on 14 December 2022. The Action Plan has been developed in close consultation with the Ukrainian authorities. Amid the war of aggression of the Russian Federation against Ukraine, the Action Plan strengthened institutional resilience by advancing human rights, democratic governance and the rule of law, in close partnership with national authorities and civil society.

The Action Plan achieved substantial outcomes in line with the Council of Europe standards and EU accession requirements, notably in constitutional justice, combatting corruption and money-laundering, developing an independent, effective and trusted justice, freedom of expression and of media and strengthening protection of the rights of national minorities.¹ Ukraine adopted road maps on the [rule of law](#), [public administration reform](#) and [the functioning of democratic institutions](#).

The Action Plan has been implemented with the secured funding of €55.5 million, covering 85% of total needs (€65 million). The following section outlines the main outcomes of its implementation across six thematic areas.



1. Securing human rights and fundamental freedoms

Effective implementation of the European Convention on Human Rights: The Action Plan strengthened the protection of fundamental rights in wartime conditions and improved access to justice and remedies for war-affected people. Public authorities have a better capacity to investigate and address human rights violations linked to the war. The Action Plan provided practical support to people affected by the war by issuing step-by-step legal guides for various life situations such as replacing lost or damaged documents, documenting destroyed or damaged property, tracing missing relatives, establishing disability status. Thanks to the support provided under the Action Plan, vulnerable groups are now better protected. This benefits in particular internally displaced persons (IDPs), returnees, veterans and their families, children affected by the war and persons belonging to national and other minorities.

Rights of internally displaced people: With the Action Plan, access to housing, social and digital services and remedies for IDPs and returnees was improved. A total of 14 320 people, of whom 46% were IDPs, benefited from digital tools, equipment and software provided to communities. Through community-based actions, CSOs reached out to 833 IDPs. In June 2025, the Government introduced an allowance of about €1 000 for children returning to government-controlled areas, following the recommendation from the Ombudsperson’s special report on access to education for children and young people from the temporarily occupied territories, developed with the support of the Action Plan.



Rights of veterans: Defence and social institutions strengthened their capacities to implement trauma-informed and human rights approaches. Using a monitoring methodology developed by the Council of Europe in its two monitoring visits, the Ombudsperson’s Office enhanced its capacity to identify rights violations, assess service accessibility, and engage with veterans, civil society, and local authorities, resulting in more evidence-based oversight of veterans’ policy implementation. The Ombudsperson’s Office

¹ These achievements allowed the Ukrainian authorities to progress Ukraine on its path towards accession to EU within “Cluster 1: The Fundamentals”, in particular Chapter 23-Judiciary and Fundamental Rights, Chapter 24-Justice, Freedom and Security, Chapter 10- Digital Transformation and media. The Action Plan also assisted authorities in meeting some requirements of Cluster 3: Competitiveness and Inclusive Growth” Chapter 10 - Information Society and Media, Chapter 19- Social Policy and Employment and Chapter 26- Education and Culture.

developed a draft thematic report on veterans and service members with expert and multi-stakeholder consultations, facilitated by the Council of Europe. The Action Plan supported authorities in addressing mental health, accessibility and inclusion for veterans and military personnel. The Council of Europe provided authorities with an assessment on the compliance of the Government Resolution No. 1338's (on providing psychological assistance to war veterans and their family members) with Ukraine's new legislative framework on mental healthcare system. In addition, the availability and quality of trauma-sensitive social services for veterans and their families were strengthened across a wider range of territorial communities.



2. Advancing social justice, good health, and sustainable environment



The Council of Europe made a significant contribution to strengthen social and labour rights in line with the European Social Charter (Charter) and European standards by legal support, capacity-building and advocacy. This support led to submission of the draft labour code to the Parliament in 2026, which will introduce changes in line with the Charter while transposing more than 30 EU directives. Developed with the support of the Action Plan, the draft law on social dialogue will strengthening social dialogue in line with the Charter. Thanks to support provided under the Action Plan, the Ombudsperson's Office submitted separate alternative report in 2025.

The Council of Europe helped Ukraine to advance barrier-free policies. Backed by Council of Europe legal expertise aligned with the European Social Charter and relevant EU *acquis*; Ukraine strengthened the legal framework for employing persons with disabilities through the Law on Amendments to Certain Legislative Acts to Ensure the Right of Persons with Disabilities to Work. The Action Plan assisted authorities in developing the draft Law on the Basic Principles of the State Policy for a Barrier-free Society. The biannual Action Plan of the National Barrier-free Strategy was implemented with Council of Europe guidance, and a nation-wide official state language standard for barrier-free terminology was introduced.

3. Acting for equality, diversity and respect



Gender equality, violence against women and domestic violence: Ukrainian institutions strengthened their capacity to implement the standards of the Istanbul Convention by improving practices, protocols and co-operation mechanisms adapted to wartime conditions. Over 1,100 specialised support services for victims were in place with the support of the Action Plan. Local and regional gender co-ordinators enhanced their capacity by the practical guidance and tools for the implementation of gender mainstreaming in local policies and programmes such as the "Handbook on gender mainstreaming in action in Ukraine".



Anti-discrimination, diversity and inclusion: With the support of the Council of Europe, the Government Office on EU Integration developed the Action Plan for the Protection of Rights of National Minorities, adopted in May 2025. The State Service of Ukraine on Ethnic Affairs and Freedom of Conscience (DESS) enhanced its capacity to monitor the Action Plan on National Minorities. Facilitated by the Council of Europe, DESS also carried out a national consultation on the Roma Strategy. DESS and the Ombudsperson's Office strengthened their capacity to effectively implement legal and policy reforms to protect and promote the rights of national minorities, including Roma, in accordance with the Framework Convention for the Protection of National Minorities and the European Charter for Regional or Minority Languages. With the support of the Council of Europe, the first Congress of the Indigenous Peoples of Ukraine was convened in 2025, bringing together representatives of the Crimean Tatar people as well as Karaite and Krymchak communities to discuss the key challenges of the war and to define strategic priorities for the protection of Indigenous peoples' rights.



Children's rights: With Council of Europe support, authorities strengthened child-friendly justice across the system including prosecutors, investigators, juvenile prevention officers, probation services, free legal aid lawyers, staff of penal institutions and pre-trial detention facilities, and child protection, guardianship and psychosocial services. As a result, authorities developed child-friendly approaches and standard operating procedures for effective interagency cooperation. In

parallel, the Council of Europe's Consultation Group on the Children of Ukraine continued a unique regional rapid-response mechanism, bringing together member States, international organisations, civil society, academia and experts.

4. Building trust in public institutions



Independence and efficiency of justice: Under the Action Plan, Ukraine's judicial reform advanced significantly. To better perform its constitutional mandate, the Constitutional Court of Ukraine (CCU) was strengthened in line with Venice Commission recommendations and EU accession requirements. This was achieved thanks to legal amendments, the operationalisation of the Advisory Group of Experts in 2023 (conducting extensive vetting across all three appointment quotas), and the appointment of two new CCU judges in 2025. The Council of Europe further provided an analytical review of constitutional complaints to improve screening and procedural efficiency. Structural issues on judicial independence and discipline were addressed, leading to the Committee of Ministers' closure of the Volkov group of cases in December 2025. Ukraine adopted an updated strategy and action plan to resolve non-enforcement of domestic judgments (as highlighted as a general measure by the CM in Burmych group of cases). In parallel, the Public Prosecution Service Development Strategy 2025–2028 was developed and by April 2026, with Council of Europe support, the national register of victims of war crimes had documented 223 546 war crimes.



Prisons, police, deprivation of liberty: The support under the Action Plan led to the adoption of the legal framework for the preventive remedy pursuant to the Sukachov vs. Ukraine group of cases. With the support of the Action Plan, draft laws on the penitentiary system and its disciplinary statute were developed. Senior prison management increased their awareness on outstanding CPT recommendations, while prison staff benefited from a nationwide psychological well-being assessment and the launch of the Professional Burnout Management Programme. The Pompidou Group advanced evidence-based services for people with substance use disorders in the criminal justice system, piloting the first prison-based therapeutic community and building staff capacity in 19 regions. Additionally, harm-reduction efforts were expanded in prisons through capacity building, with needle and syringe programmes, positioning Ukraine as a regional leader in prison-based harm reduction.

5. Upholding safety, security and integrity of society and persons



Fight against corruption and money laundering: Findings and recommendations of the Council of Europe's review on the draft money laundering and terrorism financing national risk assessment (NRA) report in 2025 provided clear and actionable guidance for the national stakeholders to fine-tune the NRA report to align its anti-money laundering and countering the financing of terrorism system. Addressing an outstanding MONEYVAL recommendation, law-enforcement agencies and the Office of the Prosecutor General introduced a joint policy mandating investigators and prosecutors to conduct financial investigations, mandating investigators and prosecutors to conduct financial investigations in all cases of profit-generating crimes. As a result, legal and institutional reforms strengthened financial investigations and oversight.



Cybercrime: Through the Action Plan, the Council of Europe responded to Ukraine's specific needs for up-to-date skills for cybercrime investigators, prosecutors and judges on handling cybercrime and electronic evidence. Moreover, key institutions including the Parliament and the Ministry of Justice enhanced their engagement in developing legislation in compliance with the Council of Europe Cybercrime Convention and its Second Additional Protocol on enhanced co-operation and disclosure of electronic evidence.

6. Anchoring democratic values in European societies



Promoting good governance and participatory democracy at local level: Several key laws strengthening local governance, including the Law on Service in Local Self-Government Bodies, the Law on Public Consultations, and the Law on Local Democracy, entered into force in 2025, all developed with the Action Plan support and significantly advancing Ukraine's obligations under the European Charter of Local Self-Government.



Freedom of expression, freedom of the media, safety of journalists:



With the support of the Action Plan, Ukraine adopted the Law on Media in 2022 and further amended the Law on Advertising in 2023, marking significant progress toward EU accession. In particular, the Law on Media addressed the issues of hate speech online and blacklisting. Under the Action Plan, fifteen legal opinions were provided on key media issues, guiding the drafting process of media legislation in a timely manner while the National TV and Radio Broadcasting Council strengthened its regulatory capacities in line with Council of Europe and EU *acquis*.



Youth: With the Action Plan's support, youth policy stakeholders and youth workers found their space to identify needs and co-design inclusive youth policies, anchoring youth perspectives in recovery decision-making. This included contribution of youth perspectives and the role of youth policy and youth work on Ukraine's resilience and recovery, held within Lviv's European Youth Capital 2025 framework. With the Action Plan, pools of experts were expanded in participatory youth policy, non-formal education, barrier-free environments and trauma-informed youth work. A trauma-informed youth work programme was rolled out with a revised human rights and trauma-informed training manual that helps displaced and traumatised young people access their rights, rebuild their lives and participate meaningfully in decision-making.