

10.07.2025



# Country Programme for Development Cooperation

Ukraine 2025–2028

Ministry for Foreign  
Affairs of Finland

Publications of the Ministry for Foreign Affairs 2025:3

# Country Programme for Development Cooperation Ukraine 2025–2028

Ministry for Foreign Affairs of Finland Helsinki 2025

**Publication distribution**

**Institutional Repository  
for the Government  
of Finland Valto**

[julkaisut.valtioneuvosto.fi](http://julkaisut.valtioneuvosto.fi)

Ministry for Foreign Affairs of Finland  
CC BY-NC 4.0

ISBN pdf: 978-952-281-768-6  
ISSN pdf: 2737-0844

Layout: Government Administration Department, Publications

Helsinki 2025 Finland

## Country Programme for Development Cooperation Ukraine 2025–2028

---

**Publications of the Ministry for Foreign Affairs 2025:3****Publisher** Ministry for Foreign Affairs of Finland**Group author** Ministry for Foreign Affairs of Finland**Language** English**Pages**29

---

**Abstract**

Finland's Country Programme for Development Cooperation in Ukraine (2025-2028) is a part of Finland's comprehensive approach to its cooperation with Ukraine and it complements Finland's National Plan for Reconstruction of Ukraine. The Country Programme sets objectives for activities financed by Finland's Official Development Assistance (ODA). Finland's development cooperation contributes to Finland's overall aim of supporting Ukraine in resilience building, recovering from Russia's war of aggression, implementing reforms required for EU membership and reconstruction. Finland continues to respond to Ukraine's acute needs by providing humanitarian assistance. Development cooperation in Ukraine will focus on four result areas of human capital development through education and health reforms, green recovery and environmental governance, rule of law and protection of citizens, and economic and business development. Finland advances gender equality and human rights, rights of persons with disabilities and participation of civil society. Strengthening structures to support the rule of law and combating corruption will be taken into consideration in all forms of support. Finland supports Ukraine in the areas in which Finland has special expertise to offer.

**Keywords** Ukraine, development cooperation policy, development cooperation, humanitarian intervention, country programme, Agenda 2030

---

**ISBN PDF** 978-952-281-768-6**ISSN PDF**2737-0844

---

**URN address** <https://urn.fi/URN:ISBN:978-952-281-768-6>

---

# Contents

<b>Executive summary</b> .....	5
<b>1 Country Context and Finland’s Interests</b> .....	7
<b>2 Development Policy and Cooperation: Objectives and Means at the Country Level</b> .....	9
<b>3 Expected Results of the Country Programme</b> .....	13
Result Area 1: Human capital enhanced for Ukraine’s recovery through quality education and mental and physical rehabilitation of war-affected children and youth ..	13
Outcome 1.1: The New Ukrainian School ensures quality and inclusive profiled upper-secondary education and relevant and attractive vocational education and training.....	14
Outcome 1.2: Investment in children’s hospital and research ensures improvement in the treatment of children’s war-related trauma disorders and advances quality research on war trauma treatment.....	16
Result Area 2: Green recovery and environmental governance strengthened for Ukraine’s sustainable and resilient future.....	16
Outcome 2.1: Environmental monitoring and early warning systems and capacity improved and in use	17
Outcome 2.2: Strengthened energy security and sustainability .....	19
Result Area 3: Rule of law advanced and protection of citizens ensured for Ukraine’s democratic resilience .....	20
Outcome 3.1: EU accession advanced in rule of law and good governance .....	22
Outcome 3.2: Strengthened civil defence shelter system .....	24
Result Area 4: Economic development and business partnerships accelerated for Ukraine’s recovery and reconstruction.....	25
Outcome 4.1: Economic activity revitalised through investments, partnerships and reforms.....	26
<b>4 Implementation</b> .....	28
4.1 Risk management .....	28
4.2 Monitoring, evaluation and learning .....	29
4.3 Tentative financing plan .....	29

## EXECUTIVE SUMMARY

The Country Programme for Development Cooperation in Ukraine 2025–2028 is a part of Finland’s comprehensive approach to its cooperation with Ukraine. The programme is a tool for the implementation of Finnish foreign and security policy as well as for economic relations and development policy. The Country Programme complements Finland’s National Plan for Reconstruction of Ukraine and is a vehicle for implementing the agreement on security cooperation and long-term support between Finland and Ukraine and the Ukraine Plan.

The Country programme is guided by and contributes to the objectives of the Ambassador’s Strategic Plan and sets objectives for activities financed by Finland’s Official Development Assistance (ODA).

Finland’s development cooperation contributes to Finland’s overall aim of supporting Ukraine in resilience building, recovering from Russia’s war of aggression, implementing reforms required for EU membership and reconstruction. Ukraine’s reconstruction requires grants, loans and wide-ranging participation of the private sector. Investments, trade and reforms related to EU membership, strengthening of skills and development of education are key to jobs creation, allowing Ukrainians to return to their country, in strengthening of the economy, and in freeing up the state budget.

The Country Programme for Development Cooperation 2025–2028 builds on previous long-term cooperation between Ukraine and Finland in the areas of education, the rule of law and the environment. Cooperation will be extended in the areas of civil defence shelters and health.

During the 2025–2028 period, Finland’s development cooperation in Ukraine will focus on four result areas: 1) Human capital development through education and health reforms, 2) Green recovery and environmental governance 3) Rule of law and protection of citizens, and 4) Economic and business development.

Finland’s development cooperation in Ukraine is human rights-based. Finland advances gender equality and human rights, rights of persons with disabilities and participation of civil society in all results areas of the Country Programme.

Strengthening structures to support the rule of law and combating corruption will be taken into consideration in all forms of support. Finland also seeks to further strengthen its support to gender equality programmes in Ukraine, in cooperation with the Ukrainian authorities and the international community.

Results areas are aligned with the Ukraine Plan and European Union's Financial Assistance Programme for Ukraine, the Ukraine Facility, which provides for the implementation of economic recovery and development initiatives as well as Ukraine's integration into the EU within the Ukraine support coordination architecture.

The Country Programme brings together different actors and stakeholders and promotes a government-wide approach by implementing Memoranda of Understanding agreed between the sectoral ministries and authorities. Cooperation is implemented together with the Government of Ukraine, European Union, United Nations, International Financial Institutions, international and Ukrainian civil society organisations and the private sector. Multilateral and bilateral political and policy dialogue forms an integral part of the development cooperation efforts.

Finland supports Ukraine in the areas in which Finland has special expertise to offer. The cooperation aims to provide Finnish stakeholders with an opportunity for further collaboration, to explore business opportunities and to catalyse financing.

The country context is expected to remain unpredictable for the programme period which requires flexibility in resource allocation and implementation as well as functional risk management.

# 1 Country Context and Finland's Interests

Finland continues to support Ukraine's sovereignty, independence and territorial integrity. Finland's political and financial support, defence materiel assistance and humanitarian aid to Ukraine will continue for as long as needed. The Agreement on security cooperation and long-term support between Finland and Ukraine provides the basis for Finland's cooperation between Finland and Ukraine.

Russia's war of aggression in Ukraine is a blatant violation of international law and the Charter of the United Nations. The matters at stake are not only Ukraine's sovereignty, independence and territorial integrity but also the defence of basic principles of international law and democratic values. Finland provides extensive support to Ukraine and to its neighbouring countries, which are also suffering from the war. The country's reconstruction will be a task of gigantic proportions requiring substantial global financing measures. At the same time, Finland can learn from Ukraine's experiences, for example, in bolstering societal resilience.

The humanitarian situation in Ukraine remains severe. So far, the war has caused approx. 45,000 casualties and large-scale displacement, with over 6.5 million Ukrainians seeking refuge in Europe and about 3.7 million internally displaced within the country. Currently, 12.7 million people, 36 per cent of the population, require humanitarian assistance and protection. Across the country, the constant destruction of civilian infrastructure by Russia has severely disrupted people's access to basic services, including health care, clean water and heating. In frontline areas, in particular, humanitarian needs have become increasingly severe and the intensity of hostilities has limited timely delivery of assistance. Humanitarian actors' access and opportunities to deliver humanitarian assistance to the territories occupied by Russia have remained limited throughout the war.

The war and displacements have impacted the country's demographic and economic stability; disadvantaged groups are experiencing a rapid decline in income levels, exacerbating poverty and inequality, and necessitating humanitarian aid and support for reconstruction both in the short and long-term. The war also has had global implications for food and energy security. Addressing Russia's violations of international human rights law and international humanitarian law is critical to the long-term recovery efforts.

Russia's war of aggression has had significant adverse impacts on women and girls, including older persons, persons with disabilities, internally displaced persons (IDPs), and gender and sexual minorities. Persons with disabilities are among the groups suffering the most from the adverse effects.

Finland supports Ukraine in its resilience building, recovery from Russia's war of aggression, reforms required for EU membership and reconstruction.

According to the Government Report on Finnish Foreign and Security Policy, Finland will participate in Ukraine's reconstruction across a broad front based on a national reconstruction plan, takes part in concrete projects over the coming years, supports Ukraine in pursuing its goal of a EU membership and the reforms required by membership, and ensure the preconditions for business activities to be undertaken by the Finnish private sector in Ukraine. Support for civil society is a central part of the country's reconstruction. The Report on International Economic Relations and Development Cooperation states Finland's unfailing support for Ukraine. As a whole, the report steers Finland's development cooperation from grant-based aid to financing that emphasises private sector cooperation.

In its cooperation with Ukraine, Finland promotes the rights of women and girls and gender equality as well as disability inclusion, green recovery, participation of civil society and Finnish expertise and solutions. All the activities take into consideration the strengthening of structures related to the rule of law and the prevention of corruption.

## 2 Development Policy and Cooperation: Objectives and Means at the Country Level

Finland's activities will be based on Ukraine's needs and Finland's thematic strengths and priorities, and, accordingly, these activities will be implemented in different regions of Ukraine. In accordance with Finland's Report on International Economic Relations and Development Cooperation, the objectives of development cooperation are based on the Sustainable Development Goals (SDGs) and on Finland's national priorities. The Country Programme contributes to Ukraine achieving the SDGs.

Since the beginning of Russia's war of aggression, Finland has been supporting Ukraine's resilience and recovery with development funding through international financial institutions, trust funds and humanitarian aid. It is essential to maintain and develop important basic functions of society and to respond to short and medium-term needs as well as humanitarian needs. This resilience building lays the foundation for a longer-term recovery, reforms and reconstruction. Strengthening the coherence and complementarity of humanitarian aid, development cooperation and peace (Triple Nexus) efforts enables better support for Ukrainians in need and builds the resilience of the society.

Finland responds to Ukraine's acute needs through humanitarian assistance which saves human lives, relieves human suffering and maintains human dignity in times of war and recovery. Finland's humanitarian assistance is needs-based. Finland channels its funds for humanitarian assistance through the UN agencies (WFP, UNHCR, OCHA), the International Red Cross and Red Crescent Movement and Finnish civil society organisations. UN OCHA's Ukraine Humanitarian Fund (the UHF) supports the humanitarian work of local Ukrainian CSOs and increases their capacity. Finland is committed to ensuring that assistance also reaches persons with disabilities as they encounter, e.g. barriers to accessing shelters, health care, social services and humanitarian aid distribution points. Ukraine is a member of the School Meals Coalition, co-lead by Finland. Finland supports WFP's school meals programme in Ukraine, which works with the Government and local authorities to help implement the National School Nutrition Reform.

In addition to humanitarian aid, Finland responds to Ukraine's acute needs through the World Bank and Partnership Fund for a resilient Ukraine. Finland provides macro-financial assistance through the World Bank's Public Expenditures for Administrative Capacity fund (PEACE) and the IDA Special Program for Ukraine and Moldova Recovery (SPUR) to support the Government of Ukraine in sustaining its core functions, providing basic services, repairing critical infrastructure and implementing reforms, and to support the long-term recovery and reconstruction of critical sectors in Ukraine. Through the multi-donor programme, Partnership Fund for a resilient Ukraine (PFRU), Finland supports social stability, particularly in Eastern and Southern Ukraine and in temporarily occupied territories that have suffered the most significant damage due to Russia's war of aggression. The PFRU support strengthens the resilience of regions and communities by supporting early recovery and responds to the need to promote social sustainability and cohesion in the face of Russia's war of aggression as well as the acute need for basic services and emergency assistance. The Fund is also a mean for Finland to advance the Women, Peace and Security agenda in Ukraine through service delivery, research and knowledge production, and support to transitional justice. Through the European Investment Bank, Finland supports the EU for Ukraine Fund (EU4U) and works to maintain and strengthen other EU development cooperation support to Ukraine.

The Country Programme for Development Cooperation 2025–2028 builds on previous long-term cooperation between Ukraine and Finland in the areas of education, rule of law and the environment. The cooperation will be extended in civil defence shelters and health.

During the 2025–2028 period, Finland's development cooperation in Ukraine will focus on four result areas: 1) Human capital development through education and health reforms, 2) Green recovery and environmental governance 3) Rule of law and protection of citizens, and 4) Economic and business development through investments, partnerships and reforms.

Finland continues its long-term efforts to promote the rights of women and girls, sexual and reproductive health and rights and to combat gendered and sexual violence and violence against women. Finland promotes women's full and meaningful participation in all the spheres of peace and security decision-making and processes, according to the UN Security Council Resolution on Women, Peace and Security (1325). Finland seeks to further strengthen its support for gender equality in cooperation with the Ukrainian authorities and the international community, and especially with UN Women.

In its policy dialogue and influencing work at the country level, Finland's main objectives are to promote the rights of women and girls and gender equality, green recovery and participation of civil society, as well as to promote Finnish expertise and solutions. All activities include considerations for strengthening of structures related to the rule of law and the prevention of corruption.

In its implementation, Finland relies on a variety of development cooperation instruments, including inter-government cooperation, technical and institutional cooperation, grants to civil society organisations (CSOs), International Financing Institutions (IFIs) and support through UN agencies.

Finland supports Ukraine in the areas where Finland has special expertise to offer. Cooperation aims to provide Finnish stakeholders with opportunities for further collaboration to explore business opportunities and catalyse financing. This objective is closely linked to and complements Team Finland's work and objectives on trade promotion in Ukraine.

Finland supports the development of the economy and employment in Ukraine, and in this regard an increase in international trade contacts is vital for the country's development. Ukraine is actively pursuing equal commercial and economic partnerships, and developing a more equal partnership with Ukraine is also Finland's objective and advanced through various private sector instruments.

Several Ukrainian and Finnish sectoral ministries and authorities have confirmed their commitment to cooperation within their sectors through a Memorandum of Understanding. Through the Institutional cooperation instrument Finland supports the cooperation between the authorities and provides opportunities for reciprocal capacity building and learning.

Civil society plays an important role in Ukrainian society and the reconstruction of Ukraine and, based on evidence, has called for, for example, transparency and accountability in official activities; the rights of women and girls; inclusiveness; the rights of minorities, including those of sexual and gender minorities; and anti-corruption measures. Finland supports Ukraine through Finnish, Ukrainian and international civil society organisations. CSO support allows for establishing contacts with CSOs at the regional level and allocating assistance to important themes. Results from the CSO cooperation complements the results areas of the Country Programme. According to Fingo, an umbrella organisation of approximately 260 Finnish CSOs, at least approximately 25 Finnish organisations and associations have been working for Ukraine.

Finland seeks closer cooperation and dialogue with multilateral actors that receive core funding from Finland, e.g. UNICEF, UNFPA, UN Women and UNDP, humanitarian funding, e.g. UNHCR, OCHA, ICRC and WFP, and actors that are particularly relevant in the result areas of the Country Programme e.g. UNEP and WFP.

Close coordination between different stakeholders at the country level increases the effectiveness of the development efforts and provides the means to bring Finnish stakeholders together across different result areas. It also offers an avenue for Finnish stakeholders to interact with other Finnish, Ukrainian and international stakeholders. Finland takes an active role in the coordination of the education sector, green recovery and civil defence shelter development.

## 3 Expected Results of the Country Programme

### Result Area 1: Human capital enhanced for Ukraine's recovery through quality education and mental and physical rehabilitation of war-affected children and youth

Cooperation in this result area supports the implementation of the New Ukrainian School Reform at the Upper-Secondary School level and in vocational education and training (TVET) and includes Finland's financial contribution to the establishment of a joint Nordic-Ukraine children's hospital in Ukraine. Cooperation in the TVET sector lays a foundation for a wider Team Europe Initiative (TEI).

The cooperation emphasises, in particular, the utilisation of Finnish expertise and the objectives of EU integration, digital transformation, participation of civil society participation and the advancement of gender equality and the rights of persons with disabilities.

Education is a long-term cooperation sector for Finland in Ukraine. Finland has been supporting Ukraine's education sector reform New Ukrainian School in both in basic education and vocational education and training since 2018. Russia's war of aggression in Ukraine continues to pose challenges to the education sector's performance, primarily affecting in-person education and learning outcomes. In December 2024, about 20 per cent of school-aged children were studying in hybrid format and 12 per cent of students were studying entirely remotely. Moreover, 355,000 Ukrainian students had left Ukraine seeking refuge in other countries, and 228,000 were internally displaced. The impacts of the war reach far beyond displacement and infrastructural damage, causing long-term losses in learning, psychological trauma, and teacher shortages. While the problems resulting from the war are immense, Ukraine's education sector has been affected by long-term challenges for decades. It is necessary to simultaneously to address the acute needs resulting from the war and support the long-term reform efforts in Ukraine.

Ukraine's health sector is heavily overstretched. One third of the population is at risk of suffering from traumatic disorders due to the war. Amid the challenges, the Government of Ukraine has worked to maintain essential health services and to address rising demand for mental and physical trauma care. The importance of mental health and psychosocial support continues to rise. Building on health reforms initiated in 2016, efforts have focused on improving outcomes, system efficiency, and financial protection by restructuring financing, enhancing primary healthcare, defining health entitlements, and digitalizing medical records. External support remains crucial to address capacity gaps caused by Russia's war of aggression in Ukraine. About 16.2 per cent of public health facilities have been partially or fully damaged.

Finnish CSOs operating in Ukraine are working to assist people who have been forced to flee their homes, help children and provide a variety of healthcare services. Through their activities, certain CSOs have also focused on minorities, individuals in need of psychosocial support, and persons with disabilities. CSOs often have the ability to reach people who have been neglected or marginalised for a variety of reasons.

### **Outcome 1.1: The New Ukrainian School ensures quality and inclusive profiled upper-secondary education and relevant and attractive vocational education and training**

Despite the war, the Government of Ukraine continues to implement the New Ukrainian School (NUS) reform initiated in 2018 to modernise the education sector and to improve teaching and learning to meet the requirements of the 21<sup>st</sup> century. Following the reform roll-out in primary and basic education, the coming years will focus on the roll-out of the new Upper-Secondary School curriculum and supporting VET reform.

Finland is committed to support Ukraine's education recovery and its reconstruction, as well as the implementation of key education reforms as part of the EU accession process. Gender equality and access to education for the most vulnerable groups and persons with disabilities are addressed in Finnish-funded education sector programmes in a cross-cutting manner. Mainstreaming and activities that address gender equality and inclusion in education are based on gender and inclusion analyses. The analyses will identify gaps and barriers for inclusive education and the ways to address the challenges.

Support for the New Ukrainian School reform ensures quality and inclusive competence-based education for all children and youth. The bilateral programme Learning2gether2 2025–2029 supports the implementation of the NUS upper-secondary school reform, and more specifically an inclusive profiled education system for the years 11 and 12 of the academic stream.

Finland will support changes to vocational education and training (VET) in Ukraine to make them more relevant and attractive as part of a future Team Europe Initiative. The Finnish National Agency for Education (EDUFI) is implementing the project Bridge2Skills to improve the capacities of VET institutions, managers, teachers and trainers to deliver inclusive, innovative, green, and digitally competent VET. The programme is aligned with national reform objectives and European VET policy priorities and recommendations. EDUFI represents Finland in the Skills Alliance, multi-stakeholder alliance, which gathers donors, international organisations, civil society and the private sector to strengthen the efforts of the Government of Ukraine in vocational training and education. The Alliance is addressing the special needs of women, youth, persons with disabilities, the elderly, veterans and vulnerable groups to facilitate their economic empowerment through skills and training. EDUFI is chairing the Skills Alliance subgroup Addressing Special Needs and Ensuring Inclusion to further enhance inclusive education in Ukraine.

The Embassy of Finland in Kyiv, as a co-chair of the Education Sector Working Group, and together with other development partners, supports the Ministry of Education and Science in its sector coordination and harmonisation efforts, and engages in active policy dialogue to align development and humanitarian interventions with national priorities and plans. Finland's role as a co-chair in School Meals Coalition promotes synergies in the sector. The activities of Ukrainian CSOs, including in the education sector, can be funded from the Fund for Local Cooperation instrument managed by the Embassy.

In its policy dialogue and advocacy, Finland pays particular attention to inclusive education, children with disabilities and other disadvantaged groups and to ensuring equal participation of women and girls, with the aim of improving opportunities for all learners.

Cooperation in this area contributes to the implementation of the Memorandum of Understanding signed between the Ministry of Education and Culture of Finland and the Ministry of Education and science of Ukraine in January 2024 and to Ukraine achieving Sustainable Development Goal 4 (Quality education) and 5 (Gender equality).

## **Outcome 1.2: Investment in children's hospital and research ensures improvement in the treatment of children's war-related trauma disorders and advances quality research on war trauma treatment**

Utilisation of the best European rehabilitation practices and the development of new knowledge, especially in children's psychiatric care, trauma recovery and medical rehabilitation, will foster deeper community support and recovery in Ukraine. Cooperation in the healthcare sector will be intensified in line with the objectives of the technical agreement on healthcare, including the development of healthcare infrastructure, the training of healthcare personnel, the promotion of healthcare partnerships and private investments in the healthcare sector in Ukraine.

In its policy dialogue and advocacy, Finland pays particular attention to ensuring equal access to high-quality mental health treatment, strengthening the position of children in the most vulnerable situations, integrating war trauma treatment into the national health system and achieving synergies between the public and private sector.

Cooperation in this area contributes to the implementation of the technical agreement on cooperation in the healthcare sector signed between the Ministry of Social Affairs of Finland and Ministry of Health of Ukraine in October 2024 and to Ukraine achieving Sustainable Development Goal 3 (Good health and well-being).

## **Result Area 2: Green recovery and environmental governance strengthened for Ukraine's sustainable and resilient future**

Cooperation in this result area strengthens the monitoring systems and capabilities of Ukrainian authorities with regard to weather and early warning services, and air and water quality monitoring as well as radiation safety and provides information for energy security and investments in energy efficiency.

The cooperation emphasises coordination among stakeholders and knowledge-based policy making. The work in this result area in particular utilises Finnish expertise and implements the objectives of EU integration, digital transformation and the green transition.

Ukraine's National Environmental Strategy 2030 stresses the constitutional right of every citizen of Ukraine to a clean and safe environment, the introduction of balanced use of natural resources and the preservation and restoration of natural ecosystems. Ukraine is prone to extreme weather events such as floods, droughts and harsh winter conditions. Natural disasters threaten food, water and energy security, as well as health and national development objectives. Early warning systems improve the resilience – saving lives, protecting livelihoods within the agriculture and shipping sectors and minimizing the environmental and economic impacts of disasters. Russia's war of aggression is causing environmental damage and risks and increasing vulnerability to the impacts of climate change in Ukraine as well as complicating collective efforts to reduce greenhouse gas emissions. The war has also increased the risk of accidents at Ukrainian nuclear power plants. While assessing and addressing the consequences of war is difficult, it is essential in this case due to the exceptionally large scale. There is a need for immediate protection of the environment and the verification of environmental damage caused by the war. Ukraine continues to develop and rebuild its weather and early warning systems as well as its environmental monitoring capabilities.

Russia is systematically destroying Ukraine's energy production and distribution network. Against international law, it seeks to paralyse Ukrainian society and the mental resilience of the country by destroying key civilian sites. Supporting Ukraine's energy sector has therefore been one of the key focuses of international aid throughout the war. Traditionally, the Ukrainian energy sector has been heavily dependent on fossil fuels and, in this context, on Russia. As the country is being reconstructed, the transition to renewable natural resources, clean technologies and greater energy efficiency is a key objective.

## **Outcome 2.1: Environmental monitoring and early warning systems and capacity improved and in use**

Russia's war of aggression has caused significant damage to the environment in Ukraine. Destruction of the environment is prohibited under international law. It is essential to improve the monitoring capacity to collect reliable data on the consequences of the war and to promote accountability for Russia. Reliable data and access to information on, e.g., water and air quality pollution rates are important for public and environmental health as well as for the economy, especially in agriculture.

Finland, together with the international community, supports Ukraine by several means to ensure environmental security and to counter the environmental consequences of the war. Cooperation between Finnish and Ukrainian environmental state agencies and the United Nations Environment Programme (UNEP) contributes to the coordination of the green recovery. The cooperation between the Finnish environmental institute (SYKE) and Ukrainian environmental authorities improve the environmental information production capacities of Ukraine's environment and water administration to detect and assess damages caused to natural resources and the environment. It also improves the monitoring and remote sensing capacity in Ukraine in the long term in line with the EU requirements. Cooperation between the Finnish meteorological institute (FMI) and Ukrainian Hydrometeorological Center (UHMC) promotes an integrated approach to disaster management, including weather forecasting, meteorological and environmental monitoring, public awareness, disaster mitigation and reconstruction, to reduce human and economic losses and benefits society as a whole. The cooperation improves UHMC's capacity to monitor air quality and to provide weather and early warning services at all levels. This will reduce the vulnerability of citizens, society and sectors in Ukraine and South-Eastern Europe to disaster risks, especially to extreme weather events, and help increase preparedness.

Institutional cooperation between the Finnish (STUK) and Ukrainian radiation authorities improves radiation and nuclear safety and security in Ukraine and Europe as a whole by offering means for early warning systems in the field. The Ukrainian radiation authorities are able to ensure early warnings to the Ukrainian society and to improve the capacity of individuals and communities to prepare for and to take early action under the threat of extreme nuclear and radiation events and disasters. The cooperation supports harmonisation of the related legislation, regulatory framework and regulatory processes according to EU requirements. The International Atomic Energy Agency (IAEA) has developed a comprehensive programme of assistance measures to address Ukraine's needs in terms of maintaining nuclear safety and security and addressing any relevant risks and threats arising from the armed conflict that could affect human life, property and the environment. Finland has been supporting the programme since 2023.

The activities of Ukrainian CSOs can be funded from the Fund for Local Cooperation instrument managed by the Embassy of Finland in Kyiv.

In its policy dialogue and advocacy, Finland pays particular attention to improving coordination and a government-wide approach as well as the promotion of the rights of women and girls and gender equality in the green recovery.

Cooperation in this area contributes to the implementation of the Memoranda of Understanding signed between the Ministry of the Environment of Finland and the Ministry of Environmental Protection and Natural Resources of Ukraine and the Ministry of Community and Territorial Development of Ukraine in March 2023 and to Ukraine achieving Sustainable Development Goal 13 (Climate action).

## Outcome 2.2: Strengthened energy security and sustainability

Securing energy supply and improving energy independence have become crucial goals for Ukraine. Energy generation and distribution systems have been among the main targets of Russian attacks. Ukraine has launched a large-scale campaign to repair, rebuild and reconstruct the country's energy system, with the ultimate goal being energy independence and energy security for the state.

Finland has supported the EBRD's Eastern European Energy Efficiency and Environment Partnership Fund E5P since 2010. The Fund contributes to municipal investments in Eastern Partnership countries by increasing energy efficiency and improving the state of the environment. E5P takes a holistic approach and combines so-called green projects with measures to promote meaningful consultation and participation of vulnerable groups and sector-specific reforms. This supports the structure of the municipal infrastructure to be more economically, socially and environmentally sustainable.

The Green Recovery Programme for Ukraine, implemented by the Nordic Environment Finance Corporation (NEFCO), provides technical and financial support to municipal recovery projects to build a bridge between humanitarian crisis management and longer-term sustainable development. The programme builds partnerships with municipalities to assess immediate recovery and development needs, identify green rebuilding measures, support swift implementation of projects and help ensure coordination with other programmes. The Programme contributes to short-term repair and restoration projects, medium-sized reconstruction projects for utilities and facilities serving internally displaced people and capacity development projects to assess and integrate environmental aspects into the Local Green Recovery Plans.

The cooperation between the Finnish Natural Resources Institute (Luke) and the State Forest Resources Agency of Ukraine together with the Ukrainian Research Institute of Forestry and Forest Melioration named after G. M. Vysotsky (URIFFM) focuses on producing up-to-date information on forest resources and on forest biomass for sustainable decentralised energy production. The cooperation

strengthens the foundation of decentralised responsibly sourced renewable energy production and sustainable raw material supply in Ukraine, thereby improving energy self-sufficiency. Up-to-date forest resource information is essential for a sustainable raw material supply and has been achieved through the development of a forest monitoring system.

In its policy dialogue and advocacy, Finland pays particular attention to improving coordination and a government-wide approach as well as promoting the rights of women and girls and gender equality in the green recovery.

Cooperation in this area contributes to the implementation of the Memoranda of Understanding signed between the Ministry of the Environment of Finland, the Ministry of Environmental Protection and Natural Resources of Ukraine and the Ministry of Community and Territorial Development of Ukraine in March 2023, and the Memorandum of Understanding signed between the Ministry of Economic Affairs and Employment of Finland and the Ministry of Energy of Ukraine in May 2025 and to Ukraine achieving Sustainable Development Goals 7 (Affordable and clean energy) and 13 (Climate action).

### **Result Area 3: Rule of law advanced and protection of citizens ensured for Ukraine's democratic resilience**

Cooperation in this result area supports gender equality capacity within institutions that protect the rule of law and human rights. Additionally, it contributes to the development of Ukraine's civil defence shelter system and the operations of an international coalition to support Ukraine in promoting and financing shelter construction.

The programmes in the result area promote good democratic governance and resilience, constitutional and legal reforms, implementation of European human rights standards and efforts to combat violence against women and protect the rights of children, minorities and war-affected populations. The cooperation in the result area particularly emphasises the utilisation of Finnish expertise and peer learning and the promotion of EU integration, digital transformation, civil society participation and the advancement of gender equality and the rights of persons with disabilities.

As a part of its EU accession process, Ukraine is focusing on introducing new legislation and amending existing legislation to comply with EU standards and advancing the independence and efficiency of the judicial system to ensure legal protections and combating corruption. In the accession negotiations, the Chapters of the acquis 23 (Judiciary and fundamental rights) and 24 (Justice, freedom and security) are fundamental objectives and conditions for achieving EU membership.

Women remain underrepresented in decision-making positions, holding only 21 per cent of parliamentary seats and 18 per cent of ministerial roles and heading just one of 25 regional administrations. Finland's National Women, Peace and Security objectives seek to enhance the role and decision-making power of women in conflict prevention, conflict resolution and peacebuilding and to significantly improve women's security and address risk factors for women in the case of conflict.

Russia's war of aggression has resulted in large numbers of casualties of Ukrainian men along the frontlines and wide-scale of human rights violations and violations of international humanitarian law throughout the country, including torture, forced disappearances, summary executions and sexual violence. Cases of war-related sexual violence against civilians and prisoners of war have affected men and women alike. The impacts have been particularly adverse for women and girls, including older persons, women and girls with disabilities, female internally displaced persons (IDPs) and gender and sexual minorities. Gender-based violence (GBV), including conflict-related sexual violence (CRSV), and human trafficking, has surged, and services for survivors are unable to meet the demand.

Persons with disabilities are among the groups suffering the most from these adverse effects. The exclusion of persons with disabilities from social and economic life remains a key issue, one that has only deepened over the past years. Persons with disabilities continue to face significant challenges and barriers, including a lack of appropriate communications and digital platforms as well as obstacles in the built environment and inaccessible social and care services.

Since February 2022, Russia's war of aggression has heavily targeted civilians, resulting in death and injury, including of children, in Ukraine. The capacity of civil defence shelters is lacking in the country, preventing children from attending school in some regions, for example. The Ukrainian Cabinet of Ministers approved the National Strategy for the Development and scale-up of the Fund of Civil Protection Protective Structures in Ukraine for the period ending 2034. Based on Finland's comprehensive civil defence shelter system and expertise, Ukraine has requested Finland's support in promoting international cooperation on civil defence matters in Ukraine.

### **Outcome 3.1: EU accession advanced in rule of law and good governance**

Finland provides development cooperation funding for the Council of Europe's Ukraine action plan Resilience, Recovery and Reconstruction (2024–2026). The Action Plan is a major reform programme with particular emphasis on the development of a more independent and effective Ukrainian judiciary, the application of European human rights standards, the efficiency of public administration, access to legal aid and the rights of minorities and internally displaced persons. Support to Ukraine in the EU accession process is one of the priorities of the Action Plan. Finland emphasises equality issues, non-discrimination, inclusion of persons with disabilities and the implementation of the Istanbul Convention in its support of the Action Plan.

The strengthening of democracy and rule of law in Ukraine is supported by the Ministry for Foreign Affairs' (MFA) democracy and rule of law budget item. The Rule of Law Centre, which operates in connection with the Faculty of Law of the University of Helsinki, supports Ukraine's Ministry of Justice with regard to EU accession negotiations, focusing on negotiation of Chapters 23 and 24. The MFA also supports democracy and elections in Ukraine through the International Institute for Democracy and Electoral Assistance (IDEA).

Building trust in the State Tax Service of Ukraine is a cooperation project conducted between the Finnish Tax Administration (Vero) and the Ukrainian State Tax Service (STS). The objective is to develop STS's capacity to manage and implement reforms, improve the integrity of the tax administration and increase taxpayers' trust in STS. The project supports Ukraine's EU accession by developing the tax system in line with the European model and increasing digitalisation of the Ukrainian tax administration. The project supports human rights by strengthening the capacity of the duty bearer structures that deliver human rights. A strengthened and transparent tax system contributes to Ukraine's capacity to provide the necessary public services. The project strengthens the rule of law in Ukraine by supporting the development of good governance and transparency as well as the capacity of the Ukrainian tax administration in the fight against corruption and in the implementation of the principle of zero tolerance for corruption. The tax cooperation complements the work of IMF's Ukraine Capacity Development Fund (UCDF). In addition, Finland supports the strengthening of the tax system by participating in the joint UNDP-OECD Tax Inspectors without Borders and Tax for SDGs initiatives.

Finland supports the rule of law sector in Ukraine through the Organization for Security and Cooperation in Europe (OSCE) Support Programme for Ukraine. The programme focuses on issues such as assessing environmental damage caused by the war and supporting the development of the rule of law as well as strengthening the coordination and responsibility of international support. Finland supports the programmes of the OSCE Office for Democratic Institutions and Human Rights (ODIHR) and the OSCE High Commissioner on National Minorities.

Finland supports the Organisation for Economic Cooperation and Development's (OECD) country programme for Ukraine 2023–2027, which provides assistance to Ukraine in the implementation of reforms in line with legislation, institutions and OECD standards and also prepares the country for OECD membership.

Finland supports the monitoring of human rights violations and violations of international humanitarian law through the UN and regional organisations as well as international civil society organisations. It also advocates for and supports efforts to ensure accountability for violations of international human rights and international humanitarian law at the international level. For example, multi-annual programme-based support in Ukraine has been used to promote the rights of persons with disabilities (Abilis Foundation), dialogue around the war (CMI), the status of the Roma women (Deaconess Foundation) and the living conditions of the most vulnerable population groups (YMCA Finland). In addition, News Media Finland is implementing a project to strengthen media self-regulation. International civil society organisations such as the World Organisation Against Torture (OMCT) and the International Disability Alliance are supporting actors defending human rights in Ukraine and helping to bring attention to human rights violations in the international arena. The activities of Ukrainian CSOs, including gender equality organisations, can be funded from the Fund for Local Cooperation instrument managed by the Embassy of Finland in Kyiv. Finland supports the work of the ICRC, which promotes international humanitarian law in Ukraine, monitors the living conditions and treatment of detainees, and helps reunite families separated by the conflict.

In its policy dialogue and advocacy, Finland pays particular attention to the EU legal approximation process of Ukraine, strengthening of the rule of law, promotion of the rights of women and girls, gender equality, the rights of persons with disabilities and vulnerable groups. Through the multiple programmes mentioned above, Finland concretely addresses themes related to the EU approximation process. Programme-specific priorities for policy dialogue are addressed in every programme funded by Finland. The policy dialogue is in line with the EU accession process of Ukraine.

Cooperation in this area contributes to the implementation of the Memorandum of Understanding signed between the Ministry of Justice on Finland and Ministry of Justice of Ukraine, signed in 2005, and to Ukraine achieving Sustainable Development Goals 5 (Gender equality) and 16 (Peace, justice and strong institutions).

### **Outcome 3.2: Strengthened civil defence shelter system**

Finland has provided Ukraine with expert support on proven practices and the legislative bases of civil defence shelters. Finland is committed to continuing its cooperation with the Ukrainian civil protection and rescue authorities and to promoting international cooperation on civil defence matters in Ukraine. Ukraine's National Strategy for Civil Protection provides the basis for cooperation between Finland and Ukraine, which aims to modernise Ukraine's civil defence shelter system. The strategy provides strategic guidance on Finland-Ukraine cooperation pertaining to civil defence shelters, which includes establishing and managing the Civil Defence Shelter Coalition for Ukraine and institutional cooperation between the Ministry of Interior of Finland and the State Emergency Service of Ukraine (SESU) to provide Strategic and Technical Support for the Coalition.

The coalition provides platform for relevant authorities in Ukraine and interested international partners to share information and coordinate their efforts in supporting Civil Defence Shelters in Ukraine. The main purpose of the Coalition will be to coordinate and promote international efforts to build civil protection shelters in line with the national strategic objectives of Ukraine. The Coalition promotes and provides a channel for International Partners for financing the construction shelters in Ukraine.

The institutional cooperation project between the Ministry of Interior of Finland and SESU enhances expert knowledge in Ukraine in the area of civil protection shelters, strengthens legislation on civil defence shelters, modernises building regulations, offers a roadmap for building civil defence shelters in Ukraine at scale and provides strategic and technical support for the Coalition. In addition, the project will create and pilot civil protection shelter models.

In its policy dialogue and advocacy, Finland pays particular attention to the promotion of the rights of women and girls and gender equality, the aligned implementation of the Strategy for the Development and Scale-Up of the Fund of Civil Protection Protective Structures, and effective coordination.

Cooperation in this area contributes to the implementation of the Joint Letter of Intent signed between the Ministry of Interior of Finland and the Ministry of Strategic Industries in March 2025, the Joint Statement signed between the Prime Ministers of Ukraine and Finland in May 2025, and to Ukraine achieving Sustainable Development Goals 9 (Industry, innovation and infrastructure) and 11 (Sustainable cities and communities).

## **Result Area 4: Economic development and business partnerships accelerated for Ukraine's recovery and reconstruction**

The cooperation in this result area delivers increased opportunities for business partnerships for the Finnish and Ukrainian private sectors, ensures responsible investment aligned with the SDGs, provides employment opportunities and supports access to finance to SMEs and business environment reforms.

The cooperation in the result area particularly emphasises the utilisation of Finnish expertise and peer learning and implements the objectives of EU integration, digital transformation, civil society participation and the advancement of gender equality and the rights of persons with disabilities.

This result area complements the other three result areas of the Country Programme according to the private sector area or targeting of investments. The recovery, reconstruction, modernisation, and economic growth of Ukraine are the main priorities of the government of Ukraine for the years to come. Reforms and investments are needed throughout multiple sectors.

The long-term economic stability and growth of Ukraine requires the participation of the private sector and increased public investment. Support is needed to finance private sector initiatives, including grants and loans for business on affordable terms. War insurance and risk coverage for the new investments, support for capital investments, business development and new investment projects, innovations, and other incentives for business are also needed. Ensuring adequate financing for private sector recovery, in line with international good practices and pro-competitive principles, complements public investment efforts, fostering job creation, economic resilience, and sustainable reconstruction. One of the consequences of Russia's war of aggression in Ukraine is the widespread problem of mines and explosive remnants. Humanitarian mine action initiatives boost

agriculture and improved food production as well as promoting economic and business activities. Ukraine remains one of Finland's priority countries in terms of humanitarian mine action initiatives. Finland has supported the humanitarian mine action initiatives of the ICRC in Ukraine since 2015.

### **Outcome 4.1: Economic activity revitalised through investments, partnerships and reforms**

The private sector and investment instruments supported by Finland in Ukraine aim to foster sustainable economic growth, enhance private sector development, and improve market access by providing financial support and technical assistance. They facilitate investments in key sectors, with a focus on economic resilience, infrastructure development, and environmental sustainability. These efforts are geared toward strengthening Ukraine's integration into the global economy, improving business conditions, and creating jobs while aligning with international standards and supporting Ukraine's broader development and reform goals. Closer EU integration will support Ukraine's economic recovery.

The recapitalisation of the Finnish Fund for Industrial Cooperation Ltd. (Finnfund) in 2024 and the European Bank for Reconstruction and Development (EBRD) in 2025–2029 will provide opportunities for increased investments in Ukraine's economy. Finnfund invests in target projects in Ukraine that include the direct involvement of Finnish companies. The EBRD's lending supports Ukraine's energy security, vital infrastructure, food security, trade and the private sector. Ukraine was added as a country of operation for Finland's returnable capital contribution to the EBRD's High Level Partnership for Climate Action (HIPCA) in 2023. Finland's contribution will be available until the end of 2027 for public and private investments supporting climate action. Further ways to support the private sector in Ukraine through blended finance are actively being sought under the Development policy investment strategy 2025–2027.

Nefco, owned by the five Nordic countries, implements and finances public projects in energy efficiency, the environment, water, waste management and district heating as well as other projects that support public infrastructure. Such projects can help Ukraine in its transition to a green economy, strengthen its alignment with EU regulations and benefits the communities and ordinary people in Ukraine.

The Finland–Ukraine Investment Facility (FUIF) supports public sector investments in Ukraine based on the priorities for Ukraine’s recovery and reconstruction needs, alignment with the SDGs and the use of Finnish products, services, expertise and technology.

The Finnpartnership programme provides Business Partnership Support for projects in Ukraine involving Finnish SMEs and large companies. Business Partnership Support can help a company to identify local business partners, pilot technology or train local staff.

The EU4U Fund of the European Investment Bank (EIB) finances the construction of municipal infrastructure, such as schools, hospitals, and wastewater treatment plants, and the building of digital and cyber-security capacity. The implementation of the EIB projects is guided by the EU’s gender equality and climate policies. The objective of the Fund is to strengthen the project-related part of EU support to Ukraine’s reconstruction and recovery by revitalizing the economy and supporting Ukraine’s efforts to progress on the path to EU accession.

IMF’s Ukraine Capacity Development Fund (UCDF) work plan covers the 2024–2027 period. The IMF has substantially scaled up its capacity development and technical assistance for Ukraine. The fund aims to support the Ukraine policy and reform agenda and focuses on ensuring macroeconomic stabilisation, pursuing post-war reconstruction, and achieving the goal of EU accession. Capacity development and technical assistance are targeted at the National Bank of Ukraine and Ministry of Finance and other key actors in the macroeconomic sector. The fund is focused on fiscal reforms, monetary and financial sector policies, strengthening financial integrity and reducing corruption, rebuilding institutional capacity on macroeconomic frameworks and strengthening data compilation and dissemination.

In its policy dialogue and advocacy, Finland pays particular attention to the promotion of the rights of women and girls and gender equality, advancement of transparency, accountability, responsible business conduct and information sharing to increase opportunities for the Finnish private sector to participate in commercial projects. In line with the overall objectives of development banks, Finland continues to promote for IFI financing to Ukraine and efficiency in coordination.

Cooperation in this area contributes to Ukraine achieving Sustainable Development Goals 8 (Decent work and economic growth) and 9 (Industry, innovation and infrastructure).

## 4 Implementation

### 4.1 Risk management

Risk identification and management are integral to development cooperation. The MFA's Risk Management Policy for Development Cooperation<sup>1</sup> describes the operating model and processes for risk management as well as setting overall objectives, principles, and responsibilities. During programme implementation, monitoring, evaluation, and oversight ensure that funds are used appropriately and that development cooperation delivers results<sup>2</sup>.

The context for Finland's cooperation with Ukraine is defined by a high-risk wartime environment, with future scenarios remaining unpredictable. The cooperation addresses both Ukraine's immediate humanitarian needs and its long-term requirements for reforms and reconstruction. As such, flexibility will be maintained to allow for adaptation to changes in the operating context and ensure resources are allocated effectively to meet Ukraine's evolving needs. The selection of implementation modalities and partners will be informed by risk identification and management.

Even with the possibility of a ceasefire or peace negotiation, the operating context in Ukraine is expected to remain unpredictable. This uncertainty may impact the implementation of planned activities and achievement of desired results. As the context evolves, the policies of international actors and the nature of their cooperation with Ukraine may also change.

To mitigate risks associated with cooperation, Finland continues to work with established, long-term partners and identify collaboration opportunities and joint financing arrangements with both multilateral and bilateral actors, including the European Union, Nordic-Baltic countries, and other like-minded nations and groupings. Finland's direct presence in Ukraine is limited, which underscores the importance of international partnerships. Greater coordination among international, EU, and Nordic partners will help to ease the pressure on Ukrainian authorities as international cooperation in Ukraine increases.

---

1 <https://um.fi/development-cooperation-risk-management-policy>

2 <https://um.fi/monitoring-evaluation-and-oversight>

The war presents direct health and material risks, and as Russia targets civilian infrastructure, the potential for health and material damage cannot be ruled out.

The Country Programme assumes that Ukraine remains committed to EU integration and membership, including reforms related to anti-corruption and the rule of law.

## 4.2 Monitoring, evaluation and learning

The roles and responsibilities related to monitoring and reporting are defined in the rules and procedures of the MFA, which are promoted by embassies at the country level. Work is conducted in accordance with the norms, rules and guidelines of the MFA. In the case of joint arrangements, Finland will participate in joint reviews and evaluations, and aims to support the development of local monitoring and evaluation frameworks and capacity. This applies in the case of EU funded projects and programmes in particular.

## 4.3 Tentative financing plan

Between 2022 and 2024 Finland allocated approximately total of 960 million euros of ODA funds to the support of Ukraine. This figure includes 67 million euros of humanitarian aid and 740 million euros in eligible ODA costs for the temporary protection of fleeing Ukrainians in Finland.

Between 2025 and 2028, Finland will allocate a minimum of 58 million euros of ODA financing per year to the Support to Ukraine budget item. Of this, at least 20 million euros per year is earmarked for humanitarian assistance.

In addition, the Country Programme includes multi-annual budget allocations for ongoing cooperation, with financing decisions made prior to 2025.

Any potential financing from the MFA's exclusive development cooperation budget for the core support of UN agencies, development banks and Finnish CSOs as well as any temporary protection costs will be reported retrospectively.



**Publications of  
the Ministry for Foreign  
Affairs of Finland**

**2025:3**

ISSN PDF 2737-0844  
ISBN PDF 978-952-281-768-6