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EU Justice and Home Affairs agencies' contribution to EU solidarity with Ukraine

4th Joint paper

The 4th version of the Justice and Home Affairs (JHA) agencies' contribution to EU solidarity with Ukraine covers the period from February 2024 to February 2025.

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Introduction

Russia's unprovoked and unjustified military aggression against Ukraine, which started at a full scale on 24 February 2022, triggered a firm and comprehensive political response by the European Union. Actions in the Justice and Home Affairs (JHA) domain are integral to a successful and efficient response. The nine EU agencies cooperating within the Justice and Home Affairs Agencies Network (JHAAN) play a vital role in this process by contributing to the implementation of political decisions made at the European level, assisting EU Member States and third countries, and providing support to people affected by the war, in particular persons displaced from Ukraine.

The JHAAN issued a Joint Statement¹ on 7 March 2022, declaring the nine JHA agencies' commitment to assisting, in line with the measures agreed upon by the Justice and Home Affairs Council on 3-4 March 2022, and the outcomes of the extraordinary Justice and Home Affairs Council meeting on 27 February 2022. Later policy and legislative developments guided the JHA agencies' response. The [2023](#) European Council conclusions on the opening of accession negotiations with Ukraine also paved the way for new projects within the JHAAN.

JHA agencies' contributions are determined by their respective mandates, and, in many cases, build on synergies established by prior inter-agency cooperation. Despite existing challenges in terms of resources, each of the nine Agencies has engaged in a substantial number of actions that have translated into tangible solutions and support. This would not have been possible without the commitment of the agencies and their staff to do their utmost and to contribute to EU solidarity in this unprecedented crisis.

While the JHA agencies' responses cover a broad spectrum of activities, ranging from presence on the ground to presence in cyberspace, the most prominent areas of actions include:

- Producing targeted analytical products and reports;
- Identifying key fundamental rights and gender equality challenges and ways to overcome them;
- Providing operational support to investigations of core international crimes allegedly committed in Ukraine;
- Providing operational support to national authorities, with a particular emphasis on those Member States bordering Ukraine and Moldova;
- Information provision-related activities and support, including developing guidance for practitioners and developing tools meant to support the implementation of the Temporary Protection Directive, as described in detail under the specific contributions of the Agencies;
- Contributing to EU tools such as the EU Migration Preparedness and Crisis Management Blueprint Network, the EU Integrated Political Crisis Response, the Solidarity Platform launched by the European Commission;
- Contributing to the implementation of the [Common Anti-Trafficking Plan](#) addressing the risks of trafficking among people fleeing the military aggression against Ukraine;
- Contributing to the enforcement of EU sanctions;
- EU accession related support.

¹ Joint Statement from EU Justice and Home Affairs Agencies on Ukraine of [07/03/2022](#)

The previous overviews of this joint response were prepared by CEPOL in [2022](#), EUAA in [2023](#), and eu-LISA in [2024](#), as chairing JHA agencies in the respective years for the Network. The 4th overview is prepared by FRA and covers the reporting period from February 2024 to February 2025. This paper aims to present to the European institutions and the general public a concise, but as complete as possible, record of the activities, which may be used as a source of reference when referring to the support of the Justice and Home Affairs agencies. As long as the current circumstances remain unchanged, it is considered a living document to be updated annually.

Contributions of the JHA Agencies

Introduction.....	2
Inter-agency cooperation in contributing to EU solidarity with Ukraine	5
European Union Agency for Law Enforcement Training (CEPOL).....	8
European Institute for Gender Equality (EIGE)	10
European Union Agency for Asylum (EUAA)	11
European Union Drugs Agency (EUDA).....	13
European Union Agency for the Operational Management of Large-Scale IT Systems in the Area of Freedom, Security and Justice (eu-LISA)	15
European Union Agency for Criminal Justice Cooperation (EUROJUST).....	16
European Union Agency for Law Enforcement Cooperation (EUROPOL).....	18
European Union Agency for Fundamental Rights (FRA).....	20
European Border and Coast Guard Agency (Frontex).....	22

Contributions are included in alphabetical order following the acronyms of each EU agency.

Inter-agency cooperation in contributing to EU solidarity with Ukraine

As per the practice since 2022, the JHA agencies have been continuously working together to ensure that the most adequate support is provided to the authorities of Ukraine, by joint efforts to ensure the delivery of effective tools and common expertise. Examples of cooperation among EU **JHA agencies** are outlined below:

» Training and Operational Partnership against Organized Crime (TOPCOP) project

CEPOL is implementing in cooperation with **Europol** the [Training and Operational Partnership against Organized Crime \(TOPCOP\) project](#). Partner countries in the project are Armenia, Azerbaijan, Georgia, Moldova and Ukraine. The project cooperates with the European Commission, EEAS, Delegations of the European Union, [Frontex](#), **EUDA**, and [Eurojust](#).

During the reporting period, cooperation among JHA actors was further enhanced. Concrete examples included a regional course on Serious and Organised Crime Threat Assessment (SOCTA), organised by **CEPOL** with expert input from **Europol** and the participation of Ukraine. The activity aimed to strengthen the strategic analysis capacities of partner countries to collect and analyse intelligence on serious and organised crime. A workshop on Joint Action Days (JAD) was delivered in cooperation with **Europol**, **Frontex**, and **Eurojust** enabling the exchange of good practices on the operational and strategic added value of JADs, ensuring that law enforcement agencies in the EaP and WB can effectively participate in and benefit from these coordinated operations. Furthermore, the Eastern Partnership regional threat assessment, developed by EaP countries under the guidance of **Europol**, provides critical insights into organised crime threats across the EaP region.

Furthermore, **EUDA** and **CEPOL** cooperate in the implementation of selected [EU4MD II](#)

project activities. The project, funded by the EU and implemented by **EUDA**, supports the capacity building of neighbouring countries on drug-related matters, including the law enforcement. In March 2024, a law enforcement officer from Ukraine attended the **CEPOL-Europol** training 'Illicit Drug Laboratory Dismantling – Advanced'.

» Combating gender-based violence

Russia's war of aggression against Ukraine has raised serious security concerns and resulted in increased risks of gender-based violence. In response, **FRA** is leading a project [Violence and related human rights abuses against women fleeing the war in Ukraine](#), which is based on a survey of 1,200 women who fled Ukraine and are currently residing in Czechia, Germany, and Poland. The project established a steering committee to follow the work, which includes representatives from **EIGE** and **Eurojust**. The steering committee of **FRA**'s survey on violence against women from Ukraine met twice online in 2024, once in January and once in July. In January 2025, the steering committee met for an in-person meeting in Vienna. The findings of this survey, to be published in November 2025, will support EU institutions and Member States in protecting victims of gender-based violence and ensuring they have access to necessary services and the justice system (concerning threats and experiences of violence in Ukraine, in transit, or the EU).

The **EIGE** has initiated additional activities on violence against women in conflict and crises.

» International protection

The **EUAA** and **FRA** are closely collaborating to support guardians of unaccompanied children seeking international protection as a result of the military aggression against Ukraine. Both agencies have joined forces in the development of a series of four practical tools for guardians of unaccompanied children with international protection needs. The objective is to support guardians in their daily tasks and responsibilities during the asylum procedure, including the temporary protection and the procedure under [Regulation \(EU\) No 604/2013](#) (Dublin III regulation). **FRA** and the **EUAA** are promoting and disseminating the tools to practitioners in EU Member States.

» Support to the investigation and prosecution of core international crimes committed in Ukraine

Within their mandates, **Europol** and **Eurojust** provide complementary support to EU Member States' investigations and prosecutions into war crimes, crimes against humanity, and other international crimes. Since the [amended](#) Eurojust Regulation entered into force on 1 June 2022, close cooperation in the area of war crimes has become a priority. On 5 October 2023, **Europol** joined as a participant in the Joint Investigation Team set up with Eurojust's support at the onset of the war in Ukraine. Both Agencies are seeking ways to collaborate in the field of core international crimes, in particular given the establishment of Eurojust's Core International Crimes Evidence Database ([CICED](#)). Reflecting the shared ambition to further enhance their cooperation in this field, **Europol** and **Eurojust**, have agreed to work together towards establishing a joint mechanism to support core international crimes investigations, in line with the existing legal framework, data ownership, and data protection rules. Work on the implementation of this proposal is ongoing.

As part of the digitalisation of the justice package adopted by the Commission, a Joint Investigation Teams Collaboration Platform (JITs CP) is underway. [The Commission, eu-LISA, Eurojust, and the JITs Network Secretariat](#) are working on the development of the Platform, the operational management of which will be eu-LISA's responsibility. Its entry into operation on 7 December 2025 will mean the secure and efficient exchange of evidence and information, including large amounts of data, and the traceability of those exchanges via an advanced logging and tracking mechanism. Moreover, it will bring other [functionalities](#) for the management of a JIT (such as a JIT-evaluation module) as well as the integration with JIT-related electronic services already hosted at Eurojust and managed by the JIT Network Secretariat, i.e. JITs System and JITs Restricted Area. The JITs CP will be able to meet the needs of complex JITs such as those dedicated to investigating core international crimes. In addition, exchanges and communication with those third countries which are party to a JIT will improve thanks to a single standard technical means. In sum, the JITs CP, with its advanced functionalities, could therefore play a crucial role in the matter of crimes committed in Ukraine during the ongoing war of aggression, in particular when specific JITs would be set up to coordinate related investigations and prosecutions

The support of **Europol** and **Eurojust** to investigations carried out in the EU countries includes activities about the enforcement of EU sanctions, including through their participation in the 'Freeze and Seize' Task Force set up by the European Commission, as well as in the context of Operation OSCAR, an EU-wide operation launched by **Europol** jointly with EU Member States, **Eurojust**, and **Frontex**, targeting criminal assets related to the Russian invasion of Ukraine.

» Identification and referral of children at risk

In 2024, as the Co-Chair of the Frontex Consultative Forum, FRA has supported the deployment of 22 Consultative Forum experts in Frontex VEGA operations (the objective of these is the identification of child victims of trafficking in human beings) in 20 locations. The experts visited three airports and nine border crossing points in Croatia, Lithuania, Moldova, the Republic of North Macedonia, Poland, Romania, and Slovakia, and for a total of 51 weeks in the field, working closely with Frontex staff and national border guards.

Since 2022, the Consultative Forum has been submitting its detailed observations and proposals to Frontex, contributing to the annual evaluation of VEGA operations from a fundamental rights perspective.

The most recurrent observations suggested that vulnerability assessments of unaccompanied and separated children should be carried out with the presence of child protection specialists. Cooperation between border police and child protection entities should be improved in some locations including with the creation of designated safe areas for children at airports and at the land borders (particularly with Ukraine). Moreover, it was observed that Frontex should ensure the availability of interpretation in its VEGA activities.

» Sharing fundamental rights expertise

FRA has regularly shared fundamental rights expertise on the situation of displaced people from Ukraine within the [EU's Migration Preparedness and Crisis Blueprint Network](#), a mechanism established by the European Commission for better monitoring and

anticipating migration movements. The **EUAA, eu-LISA, Europol and, Frontex** also participate in the activities of the Network.

FRA has also contributed to the training events for Ukrainian authorities organised by **Europol, CEPOL, and Frontex** focusing on fundamental rights, covering thematic areas such as trafficking in human beings, child protection, data protection, and preventing unlawful profiling.

» Threat assessments and situational information

Frontex constantly monitors and analyses the cross-border crime-related repercussions of the war in Ukraine contributing also to the **Europol** threat assessment about the implications of the war in Ukraine on serious and organised crime. In addition, Frontex plays an integral role in several EU coordinating platforms, sharing vital situational information, and ensuring coherent EU support. To address the threat of weaponry smuggling, Frontex hosts a quarterly joint meeting of experts from Ukraine, Moldova, and the EU countries neighbouring the region.

Furthermore, a communication channel to exchange relevant information on the developments resulting from the war in Ukraine to keep each other informed with up-to-date data and to facilitate coordination in their actions, if need be, has been established among **EUAA, Europol, and Frontex**. Such continuous information exchange supports **Europol** in monitoring the potential implications of the war on serious and organised crime as well as terrorism, and in issuing threat assessments with contributions from the abovementioned JHA agencies as well as **Eurojust**.

Capacity-Building through TOPCOP II, The Training and Operational Partnership against Organised Crime Project:

Despite its regional approach, the project enables tailored responses to the emerging threats stemming from the context of war. The project, funded by DG ENEST and led by CEPOL in partnership with Europol, aims to enhance the capacities of law enforcement authorities of EaP countries, including Ukraine, strengthen cross-border cooperation, foster regional networks, promote joint actions between the EaP and the EU and addresses emerging criminal threats.

In 2024, CEPOL brought together European experts to develop a Forensic Competency Matrix for war crime investigators to streamline forensic work. The matrix is a step further in the efforts to standardise the required competencies of investigators addressing complex war crimes.

CEPOL modules available to EU MSs have been translated in cooperation with EUAM and made available to Ukrainian law enforcement. These modules covered: Firearms trafficking, Forensic awareness for police first responders, Trafficking in human beings, Cybercrime, Money laundering, Darknet, Joint investigations teams, EMPACT for EaP, Thieves-in-law OCG, Online trade in illicit goods and services.

CEPOL facilitated the participation of Ukraine in the EMPACT Support Network workshop on Joint Action Days (JAD), which provided a comprehensive understanding of JAD operations. Participants were acquainted with the process of defining goals, addressing daily operational challenges in JAD planning and execution, and showcasing strategies to maintain focus and achieve results.

The Threat Assessment for EaP developed within TOPCOP, following Europol guidance, provides insights into organised crime threats impacting the region, including Ukraine, identifying priority crime areas, and serving as an essential tool for law enforcement agencies and policymakers to formulate more strategic and informed interventions. This Threat Assessment guides the identification of training needs and the development of training activities implemented by the project for the upcoming period.

In 2024, Ukrainian officials participated in a CEPOL Activity on Hate Crime, organised by the Hellenic Police Academy in Veria, Greece. The training aimed to equip law enforcement officials with tools to combat hate crime, addressing its links to hate speech and the “Pyramid of Hate” concept. Ukraine also benefitted from enrolment in the course 'English for Law Enforcement Officials', aimed at participants who are involved in international crime investigations. Ukrainian partners have consistently shown a high level of interest in such courses, recognising the importance of English proficiency in cross-border cooperation.

Specific actions in support of the fight against firearms trafficking:

CEPOL contributes to the **EU 11 Action Points on Firearms Programme** by promoting JADs and Joint Operations, as well as supporting efforts to update existing computerized data-filing systems with a registry of all firearms. The mentoring programme was pivotal in assisting the establishment and institutionalisation of the National Firearms Focal Points (NFFP) system in Ukraine, integrating it into the EU's network of NFFPs. An **NFFP manual** was developed for EaP countries, showcasing national good practices in firearms control from several EU MS

(PT, ES, SE, RO). The manual has been adopted by partner countries and shared with EU MS to support the broader application of these consolidated practices.

CEPOL facilitated a regional course on illicit firearms trafficking, distribution, and use, promoting extensive knowledge transfer through the exchange of EU and regional best practices. It also established a professional network among law enforcement from the EaP region and the EMPACT firearms network, creating opportunities for sustainable operational cooperation in the field. **The Handbook on Illicit Firearms** draws on EU MSs expertise and practice to provide practitioners with tools to develop robust frameworks that support the implementation of EU policies and operational plans to combat illegal firearms trafficking.

A **Regional Training Curriculum** has been incorporated by the National Police of Ukraine into their educational activities, strengthening the capacity of officers dealing with firearms-related crimes. The National Academy of MIA has integrated it under the topic "Police Response in the Event of Finding Firearms Made with the Use of 3D Technologies", reflecting the growing need to address emerging threats in illicit firearms manufacturing. These integrations demonstrate a commitment to align national training with international best practices, enhancing law enforcement effectiveness, and ensuring officers are equipped to respond to evolving security challenges.

The Commission's response to Ukraine's support is guiding EIGE's work, particularly in the areas of gender-based violence, gender mainstreaming, and gender equality monitoring, where EIGE provides knowledge and expertise. In the area of gender mainstreaming, EIGE makes its tools and resources available to Ukrainian institutions to support them in integrating a gender perspective into national policy-making and implementation.

During the reporting period, EIGE continued to support Ukrainian authorities (government representatives, statisticians, researchers) in their efforts to develop the first Gender Equality Index in Ukraine using EIGE's methodology. EIGE provided methodological guidance and has continuously emphasised the importance of developing a Gender Equality Index as a tool for monitoring developments in gender equality.

The EIGE Gender Equality Index mostly relies on data from the European statistical system, which is harmonised and comparable across countries. As Ukraine is not part of the EU statistical system, it was challenging to find data in various Index domains. Ukraine consolidated a strong team of experts (GE experts, statisticians, policy-makers), filled data gaps, and found solutions to various methodological challenges in the shortest possible time and to the highest standards. The EIGE methodology was replicated with high precision.

Ukraine launched the [national Gender Equality Index](#) in March 2025. In the run-up to the launch, EIGE participated in several events to highlight Ukraine's efforts to adhere to EU standards to promote gender equality, monitor achievements and raise awareness of gender equality on their way to the EU. In December 2024, EIGE has also organised a [session on Ukraine's Gender Equality Index](#) during the [EIGE Gender Equality Forum 2024](#) in Brussels.

In 2024 EIGE supported the Ukrainian Parliament RADA in assessing and monitoring gender-sensitivity in terms of Parliament's organisation and working procedures. EIGE shared and provided further guidance in using [EIGE's Gender-sensitive parliament tool](#) for this purpose. An appreciation for Ukrainian Parliament's efforts in this regard has also been expressed at EIGE's high-level speaking engagement at the Ukrainian Parliament.

In the area of gender-based violence (GBV), EIGE further explored GBV in the context of crises. Research has shown that the risks of GBV are exacerbated during times of crises and subsequent migration due to a variety of reasons such as the breakdown of the rule of law, changes in gender norms, or scarcity of resources. During migration, girls and women are vulnerable to sexual exploitation and violence, risks stemming from the disruption of social support networks or the language barriers. Women's and girls' vulnerabilities are heightened due to their insecure legal and asylum status, which impacts their access to justice and ability to report GBV. EIGE brought forward this topic into discussions with Ukrainian authorities and NGOs at the International Conference organised by the Lithuanian Parliament at the end of 2024. In 2024 EIGE also conducted a project to explore the opportunities for strengthening the protection of women and girls who are migrants, asylum seekers, or refugees from GBV through national action plans (NAPs) on Women, Peace and Security (WPS) under the UN SC Resolution 1325. EIGE has developed a policy brief that analyses the potential of the NAPs on WPS as instruments to prevent gender-based violence and empower and protect women and girls in migration settings. The policy brief will be published in April 2025.

The EUAA has continued to support Member States (MS) in the implementation of the Implementing Decision (EU) 2022/382. A dedicated section on the Agency's response to the situation in Ukraine can be consulted on the EUAA website [here](#) (regularly updated). A brief overview of the EUAA support is set out below.

Operational support

During the reporting period, the Agency provided operational support to [13 MS](#). Following the phasing out from Austria and Slovenia in June 2024 and Lithuania in December 2024, the Agency has been present in 10 MS as of January 2025 and in 5 of these (Italy, Greece, Cyprus, Spain, Romania), the EUAA has supported with the implementation of the TPD and other measures adopted due to Russia's invasion of Ukraine. This support *inter alia* consists of screening and registration, information provision, interpretation services, early identification of persons with special needs, and support to flow management. EUAA personnel supported the implementation of the TPD with nearly **29,000 registrations** throughout 2024.

Training

In April 2022, a dedicated [training package](#) with different thematic sessions, including a newly developed training on the TPD, was created in response to the situation in UA. In this context, between February 2024 and February 2025, 52 individuals (representing 52 participations) successfully participated in 11 training sessions.

Information material and communication campaigns for UA nationals

The agency kept the [information provision material](#), including [leaflets](#), [leaflets for children](#), booklets, a [poster](#), and a [brochure](#) in different languages, including UA, on its website to allow new arrivals to access the information.

Analysis, reports, and tools

Considerable efforts and support have been provided to MS through the development and production of a number of practical tools, guides, and recommendations and through the organisation of a series of meetings with technical experts on various topics such as reception, vulnerable groups, COI, country guidance or exclusion to exchange information on national practices and share lessons learned.

For example, the Agency's [Who is Who platform](#) features a section on TP with data visualisation providing an overview of the implementation of TP in EU+ countries. The Agency has also been producing different regular [analyses and reports](#) on TP in the EU+ to ensure constant situational monitoring. The latest example is the [Thematic Report: Movements and Returns](#), published in December 2024. To go beyond statistics and explore the experiences and diverse needs of displaced individuals, the EUAA, OECD, and Gradus Research collaborated on a report "[Voices in Europe](#)" analysing the experiences, hopes, and aspirations of forcibly displaced Ukrainians, using 1,500 testimonies from the [SAM-UKR surveys](#). Moreover, regular cooperation with Gradus Research has been established, allowing the EUAA to get insights on migration intentions and other issues of concern from Ukrainians living in Ukraine.

Furthermore, the special chapters on TP under the [Asylum Report 2024](#) as well as the upcoming Asylum Report 2025, provide comprehensive insights on major developments in

policies and practices, implemented by EU+ countries in response to persons fleeing the war in Ukraine.

Another example includes a situational update focused on displaced [Ukrainians with disabilities](#) seeking TP in Europe, which examines how disabled persons from UA received support compared to other asylum applicants in EU+ countries and highlights specific services and measures for their inclusion amid high arrival flows. The focused report on [Jurisprudence on the Application of the Temporary Protection Directive](#) covers cases from March 2022 to August 2024 and provides an overview of key legal challenges and court interpretations of the TPD.

The EUAA has also collaborated with the **European Commission** to support MS in registering beneficiaries of TP to the EU Temporary Protection Platform (TPP). A joint guidance was released to provide recommendations on how to record data on beneficiaries in the platform. It aims to increase the compatibility of registration data gathered across the EU and the efficient use of the platform by introducing a common approach. This guidance is a living document that is updated according to needs, its 3rd edition was released in April 2024.

In 2024, the European Union Drugs Agency (EUDA) further strengthened its cooperation with Ukraine. The EUDA efforts primarily focused on EU accession-related activities at institutional and technical levels. In Ukraine, the Center for Public Health of the Ministry of Health (CPH) played a key coordinating role and the representatives from the Security Service of Ukraine and the Ministry for Internal Affairs have been involved in several EUDA activities. The EUDA continued initiatives supporting EU Member States and focused on addressing the needs of the Ukrainians who have relocated to the EU. The EUDA webpage [‘Our partner in Ukraine’](#) provides updated information on cooperation.

Institutional coordination:

The CPH took part in the geostrategic discussion of the inaugural meeting of the EUDA constituents on 3rd July 2024. In February 2025, the EUDA supported the EU Polish Presidency and the EC to organise Thematic exchange with Ukraine in the margins of the Horizontal Working Group on Drugs.

Technical cooperation:

Ukraine actively participates in the EU4Monitoring Drugs II (EU4MD II) project, and the CPH as the national contact point. The following are 2024 highlights:

- Ukrainian experts participated in all annual EUDA expert meetings on key epidemiological indicators, the Legal and policy coordinators meeting, the EU Early Warning System correspondents meeting, the Reference Group on drug markets and crime, as well as the first European Conference on Drug-Related Violence;
- In many meetings, Ukrainian representatives presented their work, studies, surveys, and practices alongside their peers;
- Ten Ukrainian experts participated in the capacity development activities related to drug-related health and security organised or supported by the EUDA, including the European Conference on Addictive Behaviours and Dependencies [‘Lisbon Addictions 2024’](#);
- The EUDA supported the participation of a Ukrainian police officer in the CEPOL training ‘Dismantling illicit drug laboratories’. A similar arrangement with CEPOL has been reached in 2025 and a police representative will attend the training in April 2025;
- Three Ukrainians attended a workshop on the standardised EU protocols for collecting drug supply data for the EU Enlargement partners;
- Ukraine took part in the EU-wide studies: the European School Survey Project on Alcohol and Other Drugs (ESPAD) and the European Web Survey on Drugs (EWSD). The reports and conclusions from these studies will be made available in 2025, and they will further support evidence-based drug policy development in the country;
- For the first time, Ukraine reported drug-related data to EUDA following the standardised protocols. This exercise allows Ukraine to assess gaps in their national data collection practices and continue to work on the areas that may be critical to conceptualise future-oriented drug market analyses contributing to the national and European preparedness in this field;
- In cooperation with the Portuguese authorities and the World Health Organisation, the EUDA welcomed Ukrainian healthcare providers in Lisbon and organised follow-up online roundtable meetings;

- Ukrainian colleagues continue to support roll-out of the European Prevention Curriculum, implementation of which is one of the pillars of the EUDA work. An online workshop was implemented on science-based prevention for the law enforcement officers.

Support to EU Member States:

- [Health Preparedness Hub](#) on the EUDA website with information on access to drug services for professionals working in the EU with people displaced from Ukraine and for Ukrainians seeking drug-related help in EU countries is available here.
- A new research project to assess the availability and quality of drug treatment and harm reduction services for migrants arriving in Poland was launched. Drawing on the lessons learned from the recent experience, it aims to increase preparedness for any future developments in this area in Poland and elsewhere.

Security and cybersecurity

eu-LISA has maintained regular contact with other EU agencies in host countries sharing borders with Ukraine and Russia (BEREC Office, EIGE, Frontex, CEPOL, and ECHA) to analyse threat levels related to cybersecurity and business continuity.

Furthermore, eu-LISA has stepped up the monitoring of possible risks and threats to large-scale IT systems and the corporate infrastructure under its remit and is communicating pertinent information to relevant parties.

Operational level

From the onset of the full-scale invasion, the agency has been actively supporting Member States, ensuring the uninterrupted availability of EU border management systems.

In the reporting period, eu-LISA continued to attend and contribute, in line with its mandate, to the meetings of the EU Migration Preparedness and Crisis Management Network.

Institutional cooperation

eu-LISA has been following closely developments in EU support to Ukraine, most notably relevant parliamentary debates and votes.

In June 2024 in Belgium, eu-LISA held an Industry Roundtable entitled [Going to the Cloud: Why it matters for the EU public sector and how to make it work](#) which included an online keynote presentation by Mr Georgii Dubynskyi, Deputy Minister of Digital Transformation of Ukraine. The Deputy Minister shared Ukraine's experience with a strategic shift to cloud technologies amidst the challenges of an ongoing war. Mr Dubynskyi recounted the significant increase in cyber-attacks against Ukraine preceding the invasion of their territory by Russia. In response, Ukraine embarked on a digital migration, transferring critical data to cloud services to safeguard against physical and cyber threats. This move was facilitated by legislative changes led by the Ministry of Digital Transformation established in 2019, that allowed for the transfer of state information resources to cloud infrastructures. Looking forward, Mr Dubynskyi discussed Ukraine's national cloud programme aimed at modernising digital infrastructure, promoting cloud-first policies, and creating a transparent market for IT solutions. The programme's objectives include developing a cloud design for Ukraine, ensuring security and compliance, and supporting cloud transformation and data migration. To conclude, the Deputy Minister expressed Ukraine's readiness to collaborate and share its cloud migration experiences.

Raising awareness

eu-LISA has contributed to raising awareness about the war in Ukraine, and the collective solidarity measures put in place to aid the country and its people, through diverse projects. Several articles and posts on the agency's website and social media accounts were dedicated to promoting the third joint paper of JHA agencies, highlighting their contribution to supporting Ukraine amidst the ongoing war. Internally, eu-LISA also brought the topic of solidarity to the attention of its staff, with charity actions and articles published in the agency's internal newsletter.

Since the start of the Russian invasion, Eurojust has been [at the forefront](#) of supporting accountability for core international crimes committed in Ukraine.

Support to investigations: Eurojust provides operational, analytical, legal, logistical, and financial support to the [Joint Investigation Team](#) (JIT) set up between Ukraine and six EU Member States to enhance coordination in the investigation and prosecution of core international crimes allegedly committed in Ukraine. On 29 February 2024, the Prosecutors General of the JIT countries agreed to its [extension for two additional years](#). In the last year, the JIT members have been working on actively building cases while the evidence collection continues. In September 2024, they agreed to intensify investigations into the [crimes of torture, ill-treatment, and filtration](#) about illegal detention sites. In parallel, Eurojust ensures that the work of the JIT remains aligned with over 30 cases opened at Eurojust by national authorities related to the war in Ukraine.

The JIT is supported by the work of the [International Centre for the Prosecution of the Crime of Aggression against Ukraine \(ICPA\)](#) and the [Core International Crimes Evidence Database \(CICED\)](#), both of which are hosted and managed by Eurojust.

The [ICPA](#) is a unique coordination platform to support investigations into the crime of aggression related to the war in Ukraine. The ICPA participants are prosecutors and investigators from different countries who regularly work together at Eurojust, where they benefit from tailor-made support. Since its launch, the ICPA has made significant progress in building a common investigative and prosecutorial strategy. The work of the ICPA may be transferred to a future Special Tribunal (recently progress has been made in setting up such a Tribunal in the realm of the Council of Europe).

In February 2023, Eurojust launched [CICED](#) to centrally preserve, store and analyse evidence relating to core international crimes and related criminal offenses. The number of evidence files submitted to CICED during this period has continued to increase. An advanced translation tool introduced in January 2025 has enabled Eurojust to speed up the analysis of evidence in support of national investigations and prosecutions.

Practical exchanges for judicial practitioners and other strategic initiatives: In 2024, Eurojust supported the organisation of several practitioners' meetings on issues related to Russia's war of aggression. At the [36th Plenary Meeting of the Genocide Network](#)², observer status was granted to Ukraine. At the [Eurojust Meeting on Money Laundering and Asset Recovery](#), issues related to the criminalisation of the violation of sanctions were discussed.

Together with the Ukrainian Prosecutor General's Office, Eurojust co-chairs a work stream on national investigations as part of the [Ukraine Accountability Dialogue Group](#). In 2024, the workstream focussed on evidence-related challenges, including in the context of investigating crimes against or affecting children in Ukraine.

A new Eurojust-hosted project, [National Authorities against Impunity Project \(IMPNA\)](#), was established in October 2024 to enhance the cooperation between civil society organisations

² Eurojust hosts the Secretariat of the [European Network for investigation and prosecution of genocide, crimes against humanity and war crimes](#) (the Genocide Network) - a central hub for the exchange of expertise in this area.

and national authorities investigating and prosecuting core international crimes in both EU and non-EU countries. Not limited to the war in Ukraine, the project will enhance accountability efforts in a broader sense.

Support to the EU Freeze & Seize Task Force: Eurojust continued to play a coordinating role in the EU Task Force, ensuring the efficient and coherent implementation of EU sanctions against listed Russian and Belarusian oligarchs. Eurojust cross-checks the list of individuals and companies on the sanctions list against data on existing cases so that links can be identified in a timely manner. Eurojust also supports an increasing number of cases related to the violation of EU sanctions. Eurojust's participation in Operation OSCAR remains ongoing.

Europol continues its support to the Ukrainian Law Enforcement (LE) authorities following the Russian invasion in February 2022. Ukraine is a strong partner for Europol, also thanks to the presence in Europol's headquarters of a Ukrainian Liaison Bureau with 2 Liaison officers from the National Police. Europol has been continuously assessing the potential implications of the war on serious and organised crime and terrorism in the EU.

Europol's support to and cooperation with Ukraine centres on:

- Facilitating and enhancing the exchange of information among Ukraine, Member States (MS), and Third Parties (TP) and between Ukraine and Europol;
- Providing operational and investigative support through our operational centres;
- Deploying Guest Officers to conduct real-time cross-checks against Europol database in support of national authorities;
- Delivering strategic support via threat assessments and analyses;
- Providing capacity building to Ukrainian authorities through training opportunities.

Europol's operational and investigative support takes place along [several lines of action](#), ranging from cybercrime, weapons and explosives, migrant smuggling, trafficking in human beings (THB), secondary security checks, financial crime, and the freezing of assets and core international crimes (war crimes). Selected developments are mentioned below (not an exhaustive list).

Europol's European Cybercrime Centre (EC3) continues to work closely with Ukraine in the area of countering cyber-threats including in providing capacity building and operational support such as [Operation Endgame](#) of May 2024.

Europol has been supporting capacity-building activities in the field of weapons and explosives and regularly receives records of lost, stolen, and seized weapons from Ukraine's competent authorities for cross-checking in its databases. In addition, Europol continues to support Ukraine with investigations linked to firearms trafficking. For example in Q2 2024, Europol supported Operation CONVERSUS spanning across 16 European countries, which led to nearly 1400 firearms seized, 630 house searches, and more than 100 arrests. Europol also supports the dedicated Operational Action within EMPACT Firearms that focuses on strengthening cooperation with Ukraine to prevent weapons trafficking from the country to the EU.

On the third anniversary of Russia's war of aggression against Ukraine, Europol reaffirmed its commitment to supporting EU Member States in their investigations targeting [criminal assets owned by individuals and legal entities sanctioned](#) in relation to the Russian invasion of Ukraine, under [Operation OSCAR](#). Europol has received more than 300 operational contributions in over 90 separate investigations developed in the framework of this operation. With the recent implementation of the EU's legal framework harmonising criminal offenses related to the violation of EU sanctions, Europol is stepping up its efforts. The Agency has established a dedicated Target Group on Sanctions within the European Financial and Economic Crimes Centre (EFECC), which will serve as the central hub for sanction-related investigations. This initiative will improve the tracking of illicit financial flows and asset seizures, ensuring a more coordinated response to sanctions evasion.

As part of the support provided to Ukraine and other countries into war crimes committed in Ukraine, Europol's Analysis Project Core International Crimes has so far analysed photos and pieces of video footage related to possible war crimes, and witness statements linked to potential war crimes events. Several hundred suspects were contributed to Europol's database, filtration, detention, and torture facilities were identified or contributed and potential war crimes events were analysed and retrieved from open sources. Europol continued to support the joint investigation team (JIT) on alleged Core International Crimes committed in Ukraine with its full range of support services, including analytical, OSINT, and forensic support. The OSINT Operational Taskforce Ukraine established to help identify suspects and their involvement in war crimes, crimes against humanity, or genocide crimes committed in Ukraine, has already supported various prioritised OSINT requests in the framework of several investigations led by Ukraine, other countries, and the ICC. In mid-February 2025, Europol supported an [operation](#) led by the Moldavan and Ukrainian national authorities, targeting individuals suspected of having taken part in the war of aggression against Ukraine as mercenaries for the Wagner Group. 3 suspects were arrested in Moldova.

In 2024, FRA concluded its data collection for a **Survey on violence against women fleeing the war in Ukraine** [Violence and related human rights abuses against women fleeing the war in Ukraine | European Union Agency for Fundamental Rights](#). This comprised **1,200 survey interviews with women in Czechia, Germany, and Poland**, addressing the experiences of women who had left Ukraine, since the start of the current war in February 2022, with respect to threats and experiences of violence in Ukraine, in transit, or in the EU. **The interviews included questions on conflict-related physical and sexual violence, as well as other human rights abuses related to the war.** The questions covered items concerning the extent and nature of violence, its consequences, and attempts at exploitation (sexual exploitation, labour exploitation, and other forms). The data from the survey can help complete the picture concerning experiences of violence and exploitation which women from Ukraine may have had, complementing the data from those (relatively few) cases that are reported to the authorities and where prosecutions take place. Further, the survey collected data on the perpetrators of violence, whether incidents were reported to police, access to victim support services, and the type of services needed by victims – data that can help examine the need for and adequacy of support available to women who arrive in the EU displaced by conflict. In addition to the quantitative survey research, in-depth qualitative interviews were conducted in the same three countries with women from Ukraine who had experienced violence. Results of the survey, including qualitative interviews, will be published in Q4/2025. The survey's data collection approach builds on FRA's established expertise in surveying violence against women. FRA has previous experience in survey research concerning women in conflict and post-conflict situations; namely, as part of the OSCE's steering committee to oversee the adaptation of FRA's 2012 EU-wide violence against women survey to countries in conflict and post-conflict situations (OSCE collected this data in 2018 in eight countries and territories, including Ukraine).

Based on its report [Fleeing Ukraine: Implementing temporary protection at local levels | European Union Agency for Fundamental Rights](#) (published on 12 December 2023), **FRA provided training on temporary protection to legal professionals** participating in the Council of Europe [HELP course](#) and shared relevant findings in the Austrian Ukraine coordination group as well as the [UNHCR](#)-led Bulgarian National Protection and Inclusion Working Group. The report findings explored measures to ensure access to housing, education, employment, and healthcare in 26 cities and regional authorities across 12 EU Member States. FRA also participated in the Council of Europe's Committee of the Regions [CIVEX conference](#) on the Integration of Migrants: Unlocking New Opportunities for Cities and Regions on 9 July 2024, contributing lessons learned concerning the application of temporary protection that may be useful when dealing with other categories of migrants and refugees. FRA continued its role as a member of the Council of Europe Consultation group on the children of Ukraine, particularly in its group on transnational procedures and guardianship.

FRA continued providing input – based on its regular data collection – to the frequent meetings and reports of the [EU Migration Preparedness and Crisis Blueprint focus on Ukraine | European Union Agency for Fundamental Rights](#) (Blueprint network) on Ukraine, led by the European Commission. For instance, FRA provided updates on changes concerning the residence status options of temporary protection beneficiaries in different Member States and challenges in accessing rights in the fields of education, housing, labour market, and healthcare.

On [5 December 2024](#), the FRA Director took part in an international human rights conference in Kyiv, organised by the Ukrainian Parliament Commissioner for Human Rights on the topic of 'The Law of Force or the Force of Law? The Crisis of the Global Human Rights System and Ways to Overcome It'. Over 1000 participants attended the event. FRA's Director also held bilateral meetings with the Ukrainian Parliament Commissioner for Human Rights and the Chairman of the Ukrainian Parliament. Ukraine has applied to become an observer at FRA (February 2024). Following a positive reply by the European Commissioner for Enlargement to the request for observer status, the application is proceeding.

The Agency maintains active communication with both EU and UN partners, ensuring a united response to the evolving crisis. Frontex actively contributes to broader security dialogues with counterparts from Kyiv and Chisinau through high-level platforms of the EU-Ukraine internal security dialogue and the EU Support Hub for internal security and border management in Moldova.

Situational awareness and monitoring: Frontex weekly reports are generated on key developments in Ukraine and the situation along the EU-Russian borders. Cooperation in the field of risk analysis is maintained in the framework of the Eastern Partnership Risk Analysis Network (EaP-RAN). Furthermore, support has been extended in 2024 and 2025 under the Joint Operation Moldova within the EUROSUR framework, enhancing situational awareness and facilitating data sharing for unauthorised border crossings and crime. In this context, advanced-level sessions on EUROSUR-derived services and products have been provided to the Moldovan authorities. Frontex has also intensified EUROSUR-related capacity-building activities dedicated to Ukraine by delivering awareness sessions. They supported Ukrainian authorities in achieving a necessary level of preparedness in setting up and operationalising their own interagency coordination centre for national purposes that can become part of the EUROSUR framework in the future.

Operational support: Frontex has expanded operational assistance across the region to address challenges related to border security, migration flows, and cross-border crime. This includes deployments via Joint Operations at EU external borders, in particular in Romania, Slovakia, Poland, and Moldova. In this regard, the Frontex Fundamental Rights Office has also expanded its monitoring across the region, reflecting the expansion of the Frontex operational assistance and Frontex's commitment to fundamental rights as part of European Integrated Border Management.

Frontex assists the MS in combatting a range of cross-border crimes, focusing on human trafficking and firearms smuggling. Collaborative efforts with agencies like Europol and INTERPOL bolster local authorities' capabilities. Collective results from several EMPACT joint action days (JADs) coordinated by Frontex have resulted in numerous EU-wide arrests, investigations, and the seizure of illicit items. With regards to THB, a high number of potential victims of trafficking were identified during the JADs and through Frontex VEGA activities with the Consultative Forum. Additionally, a number of firearms and ammunition were detected, as well as detections of potential Foreign Terrorist Fighters (based on Frontex's "Common Risk Indicators"). Frontex continued its dialogue with different Ukrainian authorities through several high- and technical-level visits and meetings aiming to identify potential areas of support, in the current context or the future, and discussing cross-border crime threats affecting the EU and Ukraine. Frontex also offered its support and encouraged Ukrainian agencies to actively participate in relevant EMPACT activities. In addition to the cooperation with Ukraine in the context of the EaP-RAN, the Agency's intelligence functions monitor and report quarterly the latest trends in firearms trafficking in the region by organising dedicated firearms experts' meetings with Europol, UA/MD, and MSs representatives. The cooperation with Ukraine's Border Guard and Police authorities is also maintained by dedicated workshops on advanced vehicle concealment.

Capacity building: After completing the EUR 12 million grant agreement for the benefit of the Ukrainian State Border Guards, Frontex continues offering different support streams to the

national counterparts. Ukraine takes part in two networks in the area of training coordinated by Frontex: the National Training Coordinators Network and the Partnership Academies Network. Ukraine took an active part in updating and implementing the Frontex Common Core Curriculum for Border and Coast Guard Basic Training in the EU (CCC Basic). Furthermore, the country is taking part in the CCC Basic Interoperability Assessment Programme. As one of its flagship initiatives, Frontex supports the Ukrainian authorities in raising the skills and competencies of border guard officers serving at the country's Western borders with the EU. Under the EMPACT Firearms OA led by Frontex, three intensive training modules (Train the Trainer package) were organised between April and June 2024. The Course disseminated to the UA partners the up-to-date EU expertise compiled to the Agency's "Handbook on Firearms for Border Guards and Customs". Ukrainian beneficiaries have started to multiply their knowledge and skills among other national officers and Frontex mentors in that process.

As Frontex's mission is to promote inter-agency IBM cooperation and strategic planning, the Agency is an active member of a Temporary Working Group on a new IBM Strategy that Ukrainian authorities established in December 2024. The Agency is providing its tailored assistance for drafting the new IBM multiannual framework in the country. Frontex's representatives are periodically visiting Kyiv to maintain that forward-looking dialogue and tailored training sessions are offered to the Ukrainian partners. The Ukrainian side also aspires to adhere to EIBM quality control standards. National experts had a chance to benefit from insights and best practices shared by top experts from Frontex, the Commission, and EU Member States about the Schengen Evaluation principles.