

Follow-up to the European Parliament non-legislative resolution on the 2023 and 2024 Commission reports on Ukraine

- 1. Rapporteur:** Michael GAHLER (EPP / DE)
- 2. Reference number:** 2025/2026(INI) / A10-0154/2025 / P10_TA(2025)0175
- 3. Date of adoption of the resolution:** 9 September 2025
- 4. Competent Parliamentary Committee:** Committee on Foreign Affairs (AFET)
- 5. Brief analysis/ assessment of the resolution and requests made in it:**

The resolution strongly condemns Russia's ongoing war of aggression against Ukraine and support to Ukraine's right to sovereignty, independence and territorial integrity within its international recognized borders. The Parliament expresses its solidarity with the Ukrainian people and welcomes Ukraine's progress in meeting the requirements for EU membership, despite the challenges posed by the war. The Parliament calls for increased support for Ukraine, including military, financial, and humanitarian, and urges the EU to accelerate the delivery of assistance.

The Parliament supports Ukraine's EU accession process, recognising that it is a key driver of democratic development, stability, and security for the country. The Parliament welcomes Ukraine's progress in implementing reforms, including in the areas of democracy, the rule of law, and the fight against corruption. The Parliament calls on Ukraine to continue making progress in these areas and to address remaining challenges. The Parliament calls for the EU to provide continued support to Ukraine, including through technical assistance, financial aid, and political backing, to help the country achieve its goal of EU membership.

The resolution highlights the essential role played by the Ukraine Facility in support of Ukraine's macro-financial stability and reform agenda and calls for continued and enhanced financial support for the country in 2026 and 2027.

- 6. Response to requests and overview of action taken, or intended to be taken, by the Commission:**

On paragraph 4 concerning the international support, the EU continues to actively work with international partners to ensure Ukraine receives the material support it needs and to hold Russia accountable for its actions. Since the start of Russia's war of aggression, the EU has been fulfilling its commitment to support Ukraine for as long as it takes by providing continuous support to Ukraine and its people on all fronts. As of early November 2025, the overall EU assistance to Ukraine and its people amounts to **EUR 187.3 billion** in financial, military, humanitarian and refugee assistance, of which 59% have been provided as grants or in-kind support, and 41% in the form of highly concessional loans.

Furthermore, through the **Ukraine Donor Platform** initiated in January 2023, the EU continues to work with donors at global level on the coordination and coherence of support to Ukraine. On the diplomatic front, the EU will pursue its efforts to build the broadest international support for a comprehensive, just and lasting peace based on the principles of the UN Charter and international law, in line with the key principles and objectives of Ukraine's Peace Formula.

On paragraph 13 on accountability, ensuring full accountability for war crimes and the other crimes committed in connection with Russia's war of aggression against Ukraine, including through prosecutions where appropriate, is a key priority for the EU. The EU hosts and finances the **International Centre for the Prosecution of the Crime of Aggression** (ICPA) at Eurojust; contributes to the **Register of Damage for Ukraine**; and supports the establishment of the **Special Tribunal for the Crime of Aggression** including through support of an advanced team. The EU participates in the formal negotiations to set up an **International Claims Commission for Ukraine** and is co-chair of the **Dialogue Group on Accountability**. Furthermore, the EU supports the Ukrainian Prosecutor General's Office and other relevant Ukrainian authorities to strengthen its capacities to investigate and prosecute international crimes, primarily through the EUAM Mission and EU work in the Atrocity Crimes Advisory Group. Besides, the EU Pravo Justice Project provides technical assistance to Ukraine on accountability efforts. Additional support is provided to Ukrainian and international civil society actors for documenting war crimes, among others.

On paragraph 15 concerning sanctions, the EU adopted the **19th sanctions package against Russia**, which targets key sectors fuelling Russia's illegal invasion of Ukraine, including energy, finance, and the military industrial complex. Work has already begun on the 20th sanctions package. The EU also aims for further measures against those responsible for the deportation and forcible transfer of Ukrainian children.

On paragraph 26 on monitoring the reform progress, the Commission recalls that amid the challenges caused by Russia's war of aggression, Ukraine has demonstrated its strong commitment to its EU path, moving forward on key reforms, while further and steady progress is needed in the fight against corruption. The Commission recalls its assessment that Ukraine has met the conditions required to open cluster one (fundamentals) as well as six (external relations), and two (internal market). The Commission expects Ukraine to meet the conditions to open the remaining clusters: three (competitiveness and inclusive growth), four (green agenda and sustainable connectivity) and five (resources, agriculture and cohesion) and works to ensure that the Council is in a position to take forward the **opening of all clusters before the end of the year**.

The Ukraine Plan has been central in steering reforms and promoting alignment with the EU *acquis*, showing the resilience of conditionality under exceptional circumstances. Steps already taken (from reinforcing anti-corruption measures to improving public administration) are laying the foundations for recovery and opening space for greater private sector involvement. Further sustaining this momentum and preventing any risk of backsliding, in particular on anti-corruption, will be essential. Significant

progress was also made on **gradual integration into the single market**, already bringing Ukraine closer to the EU. On 1 January 2026, the first internal market treatment decision for Ukraine, on 'Roam like at home' will enter into force.

On paragraph 37 on strengthening of the rule of law, judicial reform and fight against corruption, the Commission fully shares the view that progress in these areas is crucial not only for EU membership but also for successful reconstruction. An acceleration of the pace of fundamental reforms is required. Recent negative trends, including the pressure on the specialised anti-corruption agencies and civil society, must be decisively reversed. Ukraine should preserve and further advance its independent anti-corruption framework, build a solid track record, and prevent any backsliding. The Commission is committed to provide support and remains in constant dialogue with the Ukrainian authorities in this regard.

On paragraph 60 on the Ukraine Plan implementation, the Commission recalls that since the **Ukraine Facility** became operational in March 2024, the Commission has disbursed **EUR 24,5 billion** in loans and grants under the first pillar (Ukraine Plan). Over 2025, up to **EUR 12.5 billion** in loans and grants can be disbursed under the Ukraine Plan, pending the implementation of reforms by Ukraine.

On paragraph 63 on ensuring continued and enhanced financial support for 2026 and 2027, the President of the Commission, in a letter dated 17 November, has outlined the options to address Ukraine's pressing financial needs in this period, responding to the European Council conclusions. The Commission remains committed to continuing to provide Ukraine with regular and predictable financial support in the long term, together with like-minded partners and allies.

On paragraphs concerning the support in the energy sector, the Commission recalls that since the beginning of the full-scale Russia's invasion, the G7+ partners together with the EU have successfully mobilized over USD 7 billion in energy assistance. Of this amount, the EU has already provided more than **EUR 3 billion** to strengthen Ukraine's energy security via the Ukraine Facility and the Union Civil Protection Mechanism, among others. Most recently, the Ukraine Investment Framework helped mobilise **EUR 927 million** worth of loans and grants via the European Bank for Reconstruction and Development (EBRD) and the European Investment Bank (EIB) to **Naftogaz** for emergency gas purchases for the heating season.

On paragraph 87 on support in expert assistance form in preparation for accession negotiations the Commission recalls that third pillar of the Ukraine Facility focuses on providing technical assistance and support measures to facilitate Ukraine's alignment with EU laws and regulations. This includes capacity building initiatives (including civil society and organisations, local and regional authorities) and assistance to Ukraine in implementing reforms necessary for EU membership. Under Pillar III, the Technical Cooperation Facility for Ukraine 2024 was established and is being implemented smoothly.

