BRIEFING

European Parliament

State of play: EU support to Ukraine

SUMMARY

The European Union (EU) and its Member States together as 'Team Europe' have mobilised around €200 billion in financial, military and humanitarian assistance for Ukraine since the start of Russia's full-scale war of aggression in February 2022. Based on figures provided by the Kiel Institute, the military, financial and humanitarian support to Ukraine from 'Team Europe' and other European states such as the United Kingdom and Norway increased sharply in 2025. That increase was able to nearly balance the full withdrawal of the United States.

On 23 April 2026, the Council of the EU finally adopted a €90 billion Ukraine Support Loan under enhanced cooperation to cover Ukraine's financing needs for 2026 and 2027, which had been held up by Hungary. Of this amount, an indicative €60 billion will strengthen Ukraine's defence industrial capacities and €30 billion will provide macro-financial and budget assistance, subject to reform conditionality. Arrangements for the first disbursement are currently being finalised.

On 26 February 2026, the IMF Executive Board approved a new 48-month Extended Fund Facility of SDR5.9 billion as part of a broader US$136.5 billion international support package, aimed at restoring debt sustainability and advancing structural reforms. Repayments on the earlier G7 ERA loans are funded through revenues from immobilised Russian sovereign assets via the Ukraine Loan Cooperation Mechanism, at no cost to Ukraine. On 12 December 2025, the Council permanently immobilised Central Bank of Russia assets held in the EU, providing a more stable legal foundation for their continued use.

This 'state of play' briefing is updated regularly.



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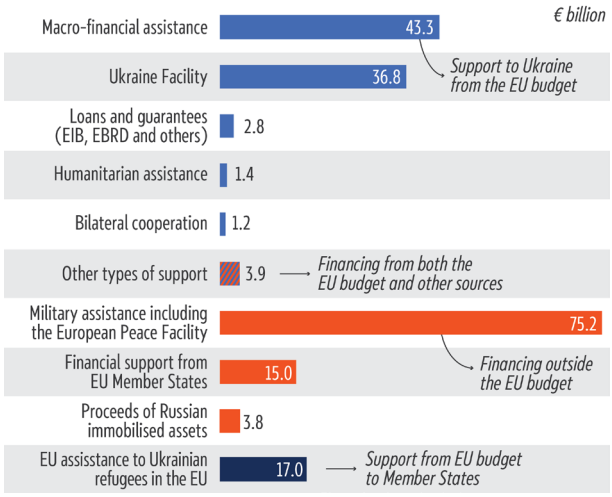
Author: Tim Peters with Elena Bersani
Graphics: Nadejda Kresnichka-Nikolchova
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EU support for Ukraine: State of play

Figure 1 – Total EU financial, humanitarian and military support for Ukraine and Ukrainians, February 2022 to February 2026, in € billion



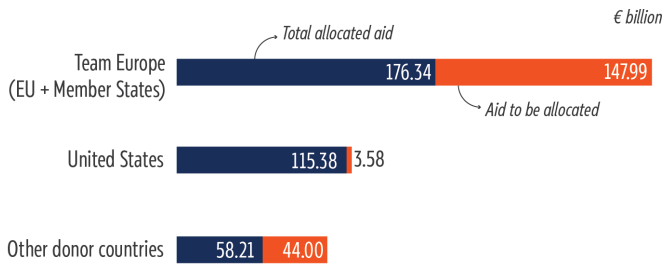
Data source: European Commission, EU Assistance to Ukraine, April 2026.

In response to Russia's full-scale invasion of Ukraine in February 2022, the EU and its Member States have mobilised around **€200 billion** in **financial**, **military** and **humanitarian** assistance to support Ukraine, according to statistics provided by the European Commission (Figure 1). Support to Ukraine from the EU budget includes financial support through macro-financial assistance and the Ukraine Facility, as well as loans and guarantees from the EU and its financial institutions.

Most military aid provided by 'Team Europe' to Ukraine comes directly from Member States. Military support to Ukraine at the EU level is channelled through the European Peace Facility (EPF), an off-budget instrument. Overall, Team Europe has provided **€75.2 billion** of military aid to Ukraine to date, based on numbers provided by the Commission (Figure 1).

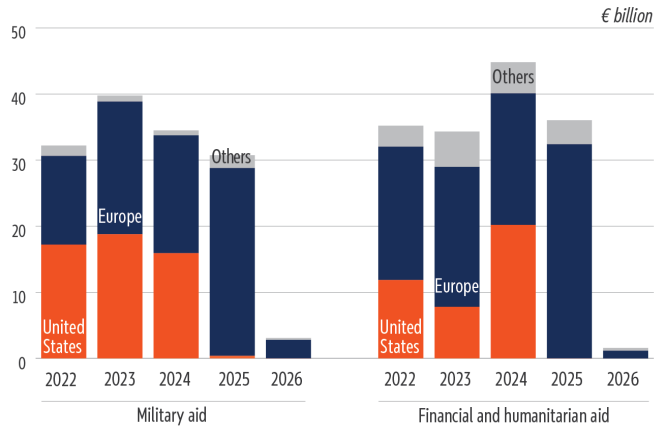
In 2025, 'Team Europe' surpassed the United States (US) as the largest overall donor to Ukraine, taking into consideration allocated financial, humanitarian and military support (Figure 2). Annual aid flows reveal a decisive shift in 2025: European military support consisting of 'Team Europe' and non-EU European countries **surged by 67 %** to €28.4 billion, while US military allocations fell sharply to €0.4 billion, and European non-military aid **increased by 59 %**, reaching a record €32.4 billion. As a result, European aid to Ukraine was able to nearly balance the full withdrawal of the United States (Figure 3).

Figure 2 – Support to Ukraine by major donors: Allocations and commitments, 24 January 2022 to 28 February 2026, in € billion



Data source: Trebesch et al., The Ukraine Support Tracker, Kiel Institute, April 2026.

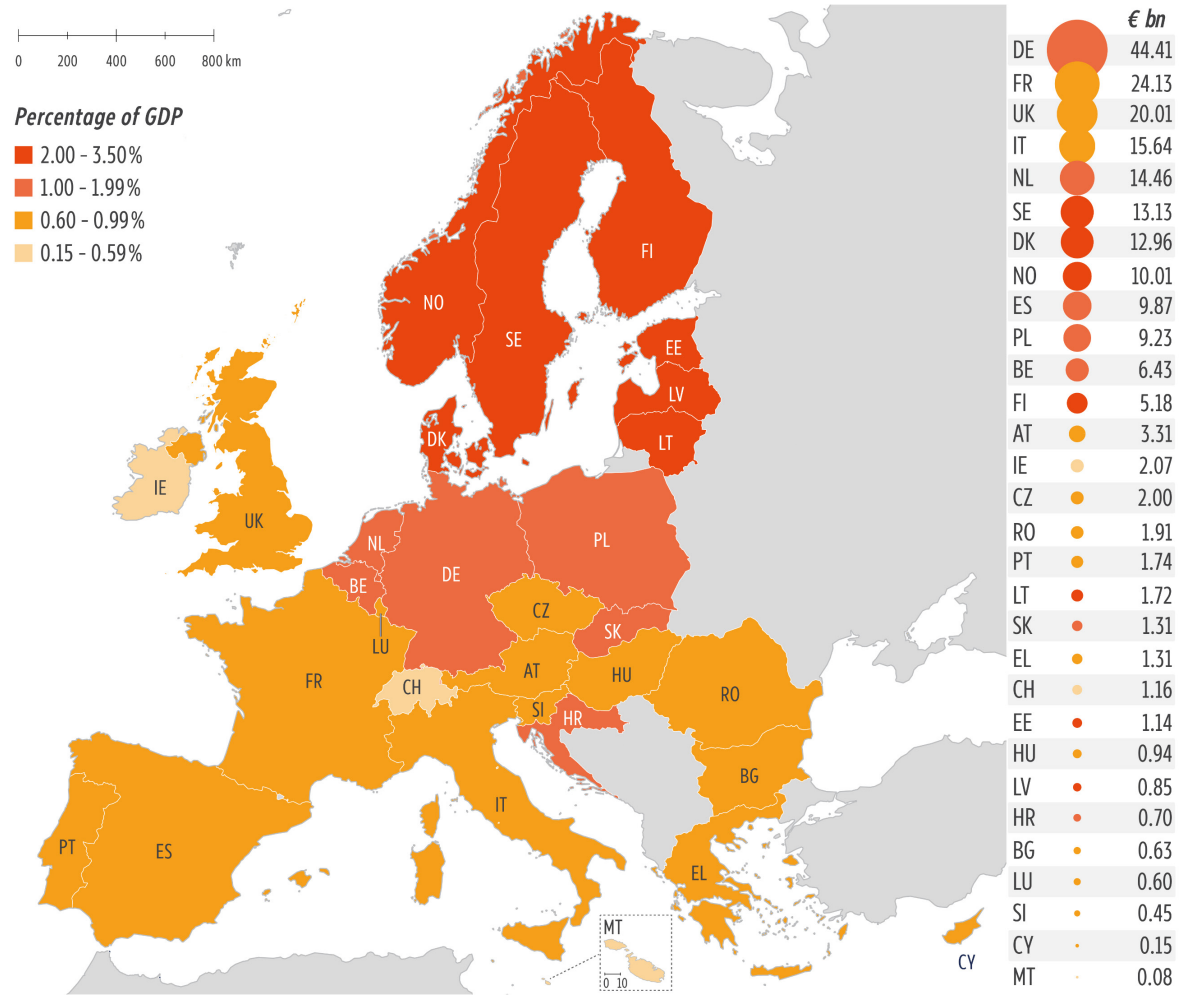
Figure 3 – Aid allocation to Ukraine: 2022-2026 (by country group)



Data source: Trebesch et al., The Ukraine Support Tracker, Kiel Institute, April 2026.

Within the EU, **Germany** remained the largest contributor to Ukraine in terms of bilateral aid and EU budget support, followed by France, Italy, the Netherlands, and Sweden. In relative terms, Baltic and Scandinavian states made the highest contributions as a share of their gross domestic product (GDP) (Figure 4). The largest non-EU donors were the United Kingdom (€20 billion in allocated aid), Canada (€14 billion), Japan (€11 billion) and Norway (€10 billion).

Figure 4 – Bilateral and EU budget contributions to Ukraine and non-EU Member States, 24 January 2022 to 28 February 2026, in € billion and as a % of GDP

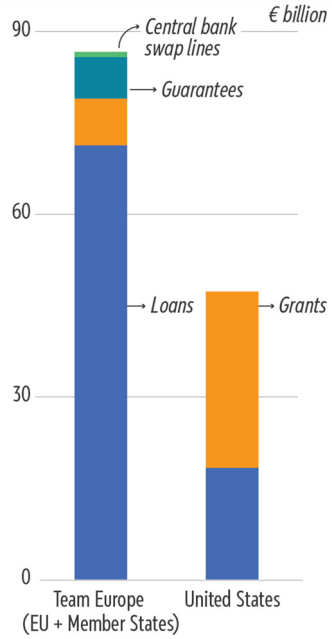


Data source: Trebesch et al., The Ukraine Support Tracker, Kiel Institute, April 2026.

US support to Ukraine mostly came as non-repayable grants (Figure 5). Grants account only for a relatively small portion of the EU financial support, due to the need for unanimous approval under the multiannual financial framework (MFF) for additional grants and limited fiscal space in certain Member States. According to the Kiel Institute data, around 82 % of EU assistance to Ukraine is provided as loans on highly favourable terms. Those loans include long grace periods before Ukraine has to start repaying the principal, while the EU covers the interest payments through grants. Repayments and interest payments on loans under the G7 framework are covered by profits generated from immobilised Russian assets and paid through the Ukraine Loan Cooperation Mechanism (ULCM).

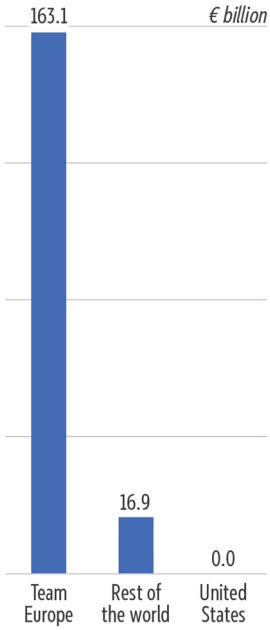
To support Member States hosting Ukrainian refugees, the EU made available €17 billion. However, the Commission does not provide any figures on related national expenditure in support of Ukrainian refugees. The Kiel institute data from February 2026 show spending of €163.1 billion by the EU Member States on Ukrainian refugees (Figure 6).

Figure 5 – Composition of financial support to Ukraine from Team Europe and the US, 24 January 2022 to 28 February 2026, in € billion



Data source: Trebesch et al., The Ukraine Support Tracker, Kiel Institute, April 2026.

Figure 6 – Spending on Ukrainian refugees, 24 January 2022 to 31 December 2025, in € billion

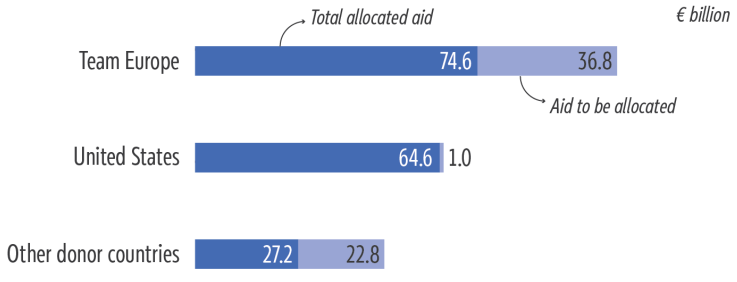


Data source: Trebesch et al., The Ukraine Support Tracker, Kiel Institute, February 2026.

Team Europe military support to Ukraine

According to the Kiel Institute, military support allocated to Ukraine by Team Europe has overtaken military support allocated by the US, starting in 2025. EU support stands at €74.6 billion in February 2026, with an additional €36.8 billion still to be allocated. This brought the total value of EU pledges to €111.4 billion. The US has allocated military support to Ukraine worth €64.6 billion (Figure 7).

Figure 7 – Military support to Ukraine by major donors: Total allocated aid and aid to be allocated, 24 January 2022 to 28 February 2026, in € billion



Data source: Trebesch et al., The Ukraine Support Tracker, Kiel Institute, April 2026.

Ukraine Support Loan

On 18 December 2025, the European Council agreed to a **€90 billion loan** to Ukraine to cover the country's financing needs in 2026 and 2027. The loan, to be financed through EU borrowing on the capital markets and guaranteed by the EU budget's headroom, would cover around two-thirds of Ukraine's financing needs until the end of 2027. The remaining amount would be covered by the IMF and other international donors.

Of the €90 billion loan, an indicative amount of €30 billion is meant for **macro-financial assistance** and to support the Ukrainian budget; €60 billion will be used to strengthen Ukraine's **defence** capacities. Weapons and military equipment financed by the loan should, in principle, originate from

the EU and countries of the European Economic Area or the European Free Trade Association, unless products are not available, or cannot be delivered in a timely manner. The agreement for the loan, taken under enhanced cooperation, entails no financial obligations for Czechia, Hungary and Slovakia. In accordance with Article 22 of the Regulation, the Union budget will cover the interest rates and other associated costs of the loan, which are estimated at around €1 billion for 2027 and around €3 billion per year from 2028. Those costs will be financed first by availabilities within the budget and, if necessary, through a new special instrument.

To establish the EU Support Loan, the European Commission adopted a package of three legislative proposals on 14 January 2026. The package comprised a draft Regulation for a Ukraine Support Loan under enhanced cooperation, a draft Regulation amending the Ukraine Facility to channel parts of the funds, and an amendment to the MFF Regulation to allow the EU's budget headroom to guarantee the loan and finance the interest rate subsidy. On 23 April 2026, Member States approved the amendment of the MFF, which had been blocked by Hungary, completing the full legislative package.

The European Commission and Ukraine's government are now finalising the operational arrangements for the first disbursement of the 2026 tranche of **€45 billion**, which consists of **€8.35 billion** through macro-financial assistance, **€8.35 billion** through the Ukraine Facility, and **€28.3 billion** to support Ukraine's defence industrial capacities. On 28 May 2026, the Verkhovna Rada, Ukraine's parliament, ratified the Memorandum of Understanding and the Loan Agreement between the EU and Ukraine.

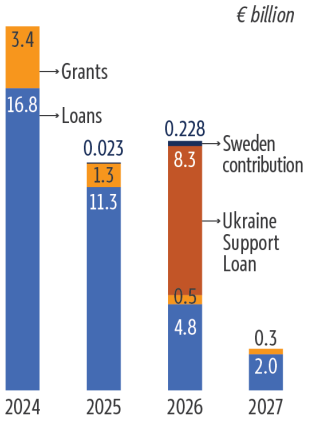
Tracking reforms and investments under the Ukraine Facility

The Ukraine Facility, established by Regulation (EU) 2024/792, remains the EU's flagship programme supporting Ukraine's recovery, reconstruction and EU accession. The Facility consists of **three pillars** and an original financial envelope of up to €50 billion between 2024 and 2027.

Pillar I provides **direct financial support to the Ukrainian government budget**, totalling **€38.27 billion**, including €33 billion in loans and €5.27 billion in grants. The grants are financed by the EU budget through the Ukraine Reserve established above the EU budget's expenditure ceilings. The loans are backed by a guarantee under the EU budget's 'headroom'. The Ukraine Plan outlines the necessary reforms and the framework for the disbursement of funds. Its implementation is monitored through a scoreboard managed by the European Commission.

As of 24 April 2026, the Council has approved six regular payments of grants and loans under the Ukraine Facility and **€36.8 billion** has been mobilised in total. On 29 April 2026, the Commission proposed a partial payment of around **€2.95 billion** covering outstanding steps across the 5th, 6th, and 7th instalments of the Ukraine Plan, of which €1.77 billion corresponds to the seventh instalment alone, following its positive assessment of 11 out of 20 required steps; €1.18 billion remains suspended pending fulfilment of the nine outstanding steps, a figure already reduced from an initial suspension of €1.57 billion through the application of a mitigating factor recognising Ukraine's early completion of four steps from the 8th and 9th instalments.

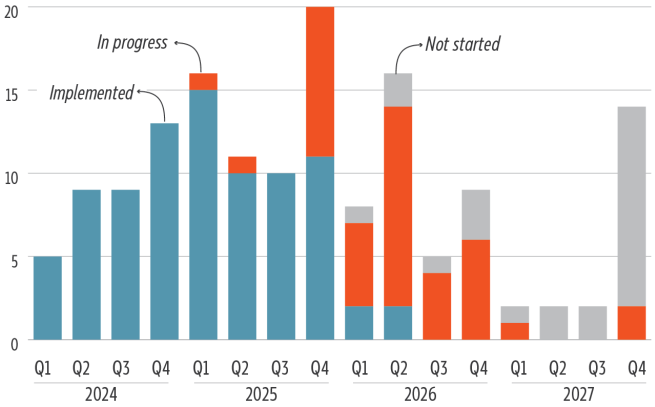
Figure 8 – Ukraine Facility Pillar I: Annual disbursement in € billion with additional tranche via Ukraine Support Loan and Sweden contribution



Data source: European Commission presentation, 5th Ukraine Facility Dialogue.

According to the European Commission at the 5th Ukraine Facility Dialogue on 4 May 2026, 63 out of the 151 steps have been fulfilled. Data from Ukraine's Ministry of Economy's Ukraine Facility Plan dashboard indicate that, as of 28 April 2026, 86 steps of the Ukraine Plan had already been implemented, 41 were in progress, and 24 had not yet started (Figure 9).

Figure 9 – Ukraine Plan: Indicative implementation schedule of steps (activities) by quarter, 2024-2027



Data source: Ministry of Economy of Ukraine, Plan for the implementation of the Ukraine Facility, April 2026.

As amended by Regulation (EU) 2026/468, Pillar I of the Facility serves as an **implementation mechanism for a part of the Ukraine Support Loan** (Regulation (EU) 2026/467), while Pillars II and III continue to operate under their original envelopes. The Ukraine Plan is in the process of being updated to reflect these additional resources. Following the adoption of the Council implementing decision of 23 April 2026, an additional **€8.35 billion** will flow through Pillar I in 2026, more than doubling the original commitment for that year and substantially altering the original disbursement profile (Figure 8). The equivalent breakdown for 2027 is yet to be formally determined.

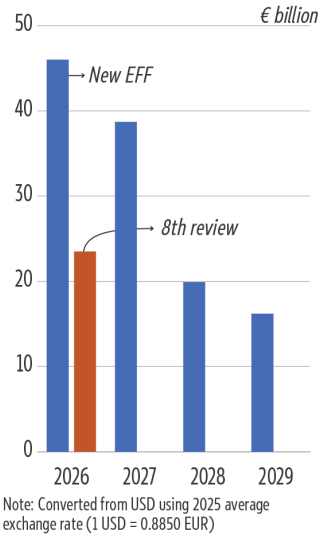
Pillar II consists of the Ukraine Investment Framework, a specific framework to scale up investment for Ukraine's recovery and reconstruction. It is equipped with **€9.5 billion** in guarantees and grants, and it is expected to mobilise up to **€40 billion** in public and private investments in Ukraine over the coming years. In March 2026, the UIF Steering Board approved programmes worth €1.5 billion with the aim of mobilising €3.4 billion. To date, the UIF has allocated **€8.4 billion**, representing 88 % of its total capacity. These allocations are expected to mobilise **€25.2 billion** in investments in Ukraine.

Pillar III focuses on providing **technical assistance** and support measures to facilitate Ukraine's alignment with EU laws and regulations, the classic 'pre-accession aid'. It amounts to **€4.76 billion**.

Ukraine's external financing needs and debt sustainability

On 26 February 2026, the IMF Executive Board approved a new **48-month extended arrangement under the Extended Fund Facility (EFF) of SDR5.9 billion** (about US$8.1 billion or 295 % of Ukraine's IMF quota); with an immediate disbursement of about US$1.5 billion. This financing forms part of a **US$136.5 billion international support package for Ukraine**. Ukraine's EFF-supported programme aims to anchor continued macroeconomic and financial stability and advance structural reforms, including on governance, to secure a robust post-war recovery and support Ukraine's EU accession goal. The approval of the EFF is expected to mobilise large-scale concessional financing from Ukraine's international donors and partners, to help resolve Ukraine's balance of

Figure 10 – Ukraine's financing gap under the EFF baseline scenario: Annual projections, 2026-2029, in € billion



Source: IMF Country Report No. 26/58, February 2026.

payments problem, attain medium-term external viability, and restore debt sustainability on a forward-looking basis (Figure 10).

The new 2026 EFF programme aims to **restore debt sustainability on a forward-looking basis** under both the baseline and downside scenarios and **advance reforms that will lay the foundation for a robust post-war recovery** and support Ukraine's EU accession goal. Importantly, the Group of Creditors of Ukraine, which holds the majority of Ukraine's official bilateral debt, has committed to extend the current debt standstill and to complete a definitive debt treatment once the exceptionally high uncertainty surrounding the war is resolved.

The latest joint damage assessment (RDNA5) estimates Ukraine's total reconstruction needs at nearly US$588 billion (over €500 billion) as of the end of 2024, almost three times the country's estimated 2025 GDP.

Support for Ukraine in the 2028-2034 multiannual financial framework

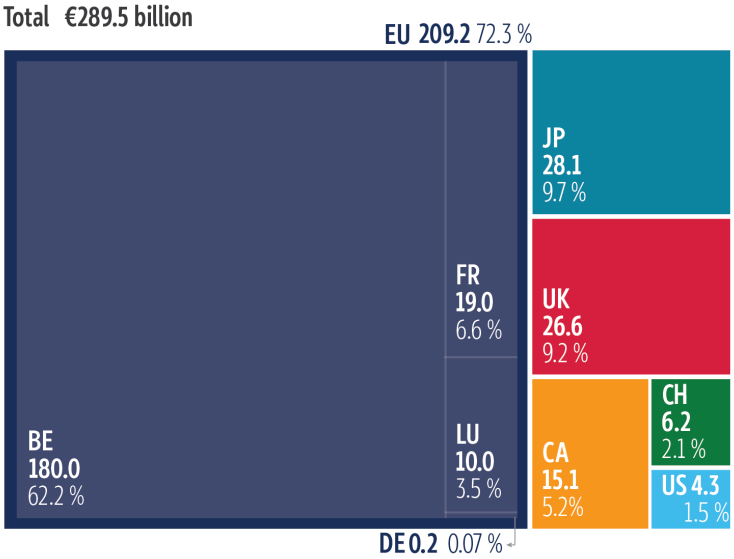
The Commission's draft proposal for the **2028-2034 MFF contains budget allocations of €88.9 billion in 2025 prices** for supporting Ukraine. The support can **either be paid as a non-repayable grant, as a guarantee or as a loan**. The non-repayable grant and provisioning of budgetary guarantees will be provided under 'Global Europe' through a thematic special instrument called 'Ukraine Reserve' (Article 6 of the Commission draft proposal for the 2028-2034 MFF Regulation). The commitment and payment appropriations will be mobilised annually in the framework of the budgetary procedure set out in Article 314 TFEU, over and above the ceilings of the MFF. The annual amount mobilised under the 'Ukraine Reserve' in a given year shall not exceed €13.5 billion in 2025 prices. For the part of the support provided in the form of loans in accordance with Article 223(1) of Regulation (EU, Euratom) 2024/2509, it would also be possible to mobilise the necessary appropriations in the budget over and above the ceilings of the MFF.

A study requested by the European Parliament's Committee on Budgets concluded that Ukraine needed around €20 billion annually in external public funding for 10 years of post-war recovery and reconstruction. Even though international financial institutions such as the IMF and the World Bank will participate in that financing, as well as Western allies such as the United Kingdom, Norway, Canada, Japan and Switzerland, the main share will fall on 'Team Europe'. Under these circumstances, the amount envisaged for Ukraine in the MFF as proposed by the European Commission seems rather small, if not too small. The authors of the study point out the very high level of Ukraine's sovereign indebtedness of 108.7 % of GDP at the end of 2025, according to IMF data. Therefore, EU recovery and reconstruction aid to the country should predominantly take the form of grants. The study recommends that aid conditions should be broadened from anti-corruption measures and fiscal consolidation to reward measurable improvements in business and investment climate, which is essential to attracting the private investment that recovery depends on. The study underlines that, as long as the war continues, large-scale reconstruction does not make sense. The focus of EU support should therefore remain on military and budget support until the end of hostilities.

Use of immobilised Russian assets and the Ukraine Loan Cooperation Mechanism

Following Russia's full-scale invasion, the EU's third sanctions package included a prohibition on transactions involving the Central Bank of Russia's (CBR) reserves and assets. By February 2024, the total worth of Russian sovereign assets immobilised worldwide had risen to nearly €300 billion (Figure 11).

Figure 11 – Frozen Russian assets: Main EU and non-EU jurisdictions, 2026 (€ billion)



Source: Anna Caprile and Tim Peters, Confiscation of immobilised Russian sovereign assets: State of play, arguments and scenarios, EPRS, 2025, based on data from the Polish Institute of International Affairs (PISM) and the Swiss Federal Government. For Luxembourg, where estimations vary from 'several billion euros to around €20 billion', the authors opted for a conservative figure (€10 billion).

Regulation (EU) 2024/2773 establishes the **Ukraine Loan Cooperation Mechanism**, which uses revenues generated from immobilised Russian sovereign assets in G7 jurisdictions to service and repay loans granted to Ukraine by G7 countries. The G7's ERA initiative provided nearly €45 billion in loans to Ukraine.

On 12 December 2025, the Council adopted a regulation immobilising CBR assets held in the EU, removing the previous requirement to renew sanctions every six months and providing a more stable legal foundation for their use.

Full confiscation of immobilised Russian Central Bank assets seems legally feasible and still remains a political objective of the European Commission and the European Parliament. However, strong opposition remains in certain Member States, in particular in those in which the immobilised assets are located.

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