

Basic information**2025/0431(NLE)**

NLE - Non-legislative enactments

Enhanced cooperation on the establishment of a Loan for Ukraine

Subject4.70.01 Structural funds, investment funds in general, programmes
6.20.07 Macro-financial assistance to third countries**Geographical area**

Ukraine

Legislative priorities[EU support to Ukraine](#)

Awaiting final decision

Key players

European Parliament

Joint committee responsible**Rapporteur****Appointed**

SEDE

Security and Defence

INTA

International Trade

BUDG

Budgets

Committee for opinion**Rapporteur for opinion****Appointed**

AFET

Foreign Affairs

ECON

Economic and Monetary Affairs

ITRE

Industry, Research and Energy

Council of the European Union


European Commission

Commission DG**Commissioner**


Secretariat-General

ŠEFČOVIČ Maroš

Key events

Date	Event	Reference	Summary
23/12/2025	Preparatory document	COM(2025)0806 	Summary
12/01/2026	Legislative proposal published	17113/2025	
13/01/2026	Urgent procedure requested by a political group		
19/01/2026	Committee referral announced in Parliament		
20/01/2026	Decision by Parliament	T10-0010/2026	Summary

Technical information	
Procedure reference	2025/0431(NLE)
Procedure type	NLE - Non-legislative enactments
Procedure subtype	Consent by Parliament
Legal basis	Rules of Procedure EP 170-p6 Rules of Procedure EP 59
Stage reached in procedure	Awaiting final decision
Committee dossier	CJ74/10/04910

Documentation gateway				
European Parliament				
Document type	Committee	Reference	Date	Summary
Text adopted by Parliament, 1st reading/single reading		T10-0010/2026	20/01/2026	Summary
Council of the EU				
Document type	Reference	Date	Summary	
Legislative proposal	17113/2025	12/01/2026		
European Commission				
Document type	Reference	Date	Summary	
Preparatory document	COM(2025)0806 	23/12/2025	Summary	

Additional information		
Source	Document	Date
European Commission	EUR-Lex	

Enhanced cooperation on the establishment of a Loan for Ukraine

2025/0431(NLE) - 20/01/2026 - Text adopted by Parliament, 1st reading/single reading

The European Parliament adopted by 499 votes to 135, with 24 abstentions, a legislative resolution on the draft Council decision authorising enhanced cooperation on the establishment of a Loan for Ukraine.

The European Parliament has **given its consent** to the draft decision of the Council.

Following on from the conclusions of the European Council on 20 December 2025, Belgium, Bulgaria, Denmark, Germany, Estonia, Croatia, Ireland, Greece, France, Cyprus, Latvia, Lithuania, Luxembourg, Malta, the Netherlands, Austria, Poland, Portugal, Romania, Slovenia, Finland, Spain, Italy and Sweden addressed a joint letter to the Commission asking it to "submit to the Council a proposal for a decision authorising enhanced cooperation with the objective and scope of granting Ukraine **a loan of EUR 90 billion for the years 2026 and 2027** based on EU borrowing on the capital markets backed by the Union's budget headroom.

The envisaged enhanced cooperation supports different objectives which will reinforce the integration process in accordance with Article 20(1) TEU.

- **Firstly**, providing financial assistance to Ukraine would contribute to the objectives of the Union, in particular to peace and security in the Union and in the world as well as to the sustainable development of Europe based inter alia on balanced economic growth and price stability. Indeed, such assistance would allow to mitigate the effects of Russia's actions on the security and on the economy of the Union and of its neighbourhood. A defeat by Ukraine would be associated with an increased risk of aggression by Russia against one of the Member States or a country in the neighbourhood of Ukraine, including candidate countries, having direct and indirect repercussions on the security and economic situation in the Union.

- **Secondly**, considering that Ukraine is also a candidate to accede to the Union, this support is a strategic investment of the Union in peace, security, stability and prosperity in Europe and allows the Union to be better positioned to address global challenges while contributing to the implementation of the Ukraine Facility Regulation (EU) 2024/792 and its focus on rule of law reforms, public administration reform and the functioning of democratic institutions as key fundamentals for accession.

- **Thirdly**, providing assistance to Ukraine would also be beneficial for the internal market and would provide increased economic and trade opportunities to the mutual benefit of the Union and Ukraine, while supporting a gradual transformation of the country including through the implementation of the Ukraine Plan.

- **Fourthly**, the Union is confronted to a stark deterioration of its security context, linked not only to Russia's persistent threat and its intensified shift to a war-time economy and to the evolution of the war in Ukraine, but also to uncertainties stemming from the advent of a geopolitical situation in which the Union has to markedly step up its efforts to ensure its defence autonomously. In this context, providing financial assistance to Ukraine should also allow to support objectives which would be beneficial for the reinforcement of the European Defence and Technological Industrial basis (EDTIB), in a context where several instruments and programmes of the Union promote defence industrial cooperation with Ukraine.

The envisaged enhanced cooperation, which consists in having a group of Member States providing financial assistance to Ukraine, complies with the Treaties and Union law and is to be organised in a way which does not undermine the internal market or economic, social or territorial cohesion.

Enhanced cooperation on the establishment of a Loan for Ukraine

2025/0431(NLE) - 23/12/2025 - Preparatory document

PURPOSE: to authorise enhanced cooperation on the establishment of a Loan for Ukraine.

PROPOSED ACTION: Council Decision.

ROLE OF THE EUROPEAN PARLIAMENT: the European Parliament decides in accordance with the ordinary legislative procedure and on an equal footing with the Council.

BACKGROUND: since Russia launched its war of aggression against Ukraine, the Union, its Member States and European financial institutions have mobilised unprecedented support for Ukraine's economic, social, financial and defence resilience. That support combines support from the Union budget, in particular by means of macro-financial assistance under the form of the Macro Financial Assistance+, the Ukraine Facility and the Ukraine Loan Cooperation, and support from the European Investment Bank and the European Bank for Reconstruction and Development, fully or partially guaranteed by the Union budget, as well as further financial support by Member States.

On 23 October 2025, 26 Member States committed to address Ukraine's pressing financial needs for 2026-2027, including for its military and defence efforts. Those Member States further concluded that all military support as well as security guarantees for Ukraine will be provided in full respect of the security and defence policy of certain Member States and taking into account the security and defence interests of all Member States. It was agreed that, subject to Union law, Russia's assets should remain immobilised until Russia ceases its war of aggression against Ukraine and compensates it for the damage caused by its war.

In the absence of a unanimous agreement on the use of the EU budget beyond the ceilings of the multiannual financial framework (MFF), it was decided to resort to **enhanced cooperation** between a group of Member States in order

to grant Ukraine **a loan of EUR 90 billion** for 2026-2027, financed by an EU borrowing on the capital markets, giving effect to the conclusions of the European Council of 18 December 2025.

This proposal accompanies the [proposed regulation](#) aimed at implementing enhanced cooperation regarding the establishment of the support loan to Ukraine for 2026 and 2027.

CONTENT: under the proposed decision, Belgium, Bulgaria, Denmark, Germany, Estonia, Croatia, Ireland, Greece, France, Cyprus, Latvia, Lithuania, Luxembourg, Malta, the Netherlands, Austria, Poland, Portugal, Romania, Slovenia, Finland, Spain, Italy and Sweden would be allowed to establish **enhanced cooperation among themselves on** the establishment of a Loan for Ukraine.

The envisaged enhanced cooperation supports different objectives which will reinforce the integration process in accordance with Article 20(1) TEU.

The provision of financial aid to Ukraine:

- would contribute to the achievement of the Union's objectives as set out in Article 3 TEU, in particular to peace and security in the Union and in the world as well as to the sustainable development of Europe based inter alia on balanced economic growth and price stability;

- would constitute a **strategic investment of the Union in peace, security, stability and prosperity in Europe** and allows the Union to be better positioned to address global challenges while contributing to the implementation of the Ukraine Facility Regulation (EU) 2024/792 and its focus on rule of law reforms, public administration reform and the functioning of democratic institutions as key fundamentals for accession;

- would be beneficial for the **internal market** and would provide increased **economic and trade opportunities** to the mutual benefit of the Union and Ukraine, while supporting a gradual transformation of the country including through the implementation of the Ukraine Plan;

- would support objectives which would be beneficial for the **reinforcement of the European Defence and Technological Industrial basis**, in a context where several instruments and programmes of the Union promote defence industrial cooperation with Ukraine.

The enhanced cooperation authorised by this Decision, which consists in having a group of Member States providing a financial assistance to Ukraine, complies with the Treaties and Union law and is to be organised in a way which does not undermine the internal market or economic, social or territorial cohesion. It respects the competences, rights and obligations of non-participating Member States and is open at any time to all the Member States which want to participate in it under the terms defined in this Decision.