

EU-UKRAINE PARLIAMENTARY ASSOCIATION COMMITTEE

Seventeenth Meeting

10-11 November 2025

Brussels

FINAL STATEMENT AND RECOMMENDATIONS

pursuant to Article 467(3) of the Association Agreement

adopted on 11 November 2025

The seventeenth regular meeting of the EU-Ukraine Parliamentary Association Committee (PAC) was held in Brussels on 10-11 November 2025, co-chaired by Vadym Halaichuk on behalf of the Verkhovna Rada of Ukraine and Pekka Toveri on behalf of the European Parliament.

The Parliamentary Association Committee, having held extensive exchanges about the consequences of and joint responses to Russia's war of aggression, recent developments in Ukraine and EU-Ukraine relations and Ukraine's EU accession process, agreed upon the following final statement and recommendations.

The Parliamentary Association Committee (PAC):

Countering Russia's war of aggression against Ukraine and moving towards restoration of the comprehensive, just and lasting peace for Ukraine

1. Reiterates its unequivocal condemnation of the Russian Federation's illegal, unprovoked, unjustified, senseless and cruel war of aggression against Ukraine as a gross violation of international law; reaffirms its unwavering commitment to supporting Ukraine's independence, sovereignty, and territorial integrity within internationally recognized borders, including territorial waters;
2. Demands that the Russian Federation immediately terminate all military activities in and against Ukraine, unconditionally withdraw all military and paramilitary forces and military equipment, including those of its proxies, from the internationally recognised territory of Ukraine and its territorial waters, and fully respect Ukraine's territorial integrity, sovereignty and independence within its internationally recognised borders, including territorial waters; underlines that it is Ukraine's legitimate inherent right, in line with Article 51 of the UN Charter to defend itself against Russia's war of aggression; reiterates its condemnation of the

active collaboration of Aliaksandr Lukashenka's regime in Belarus, as well as other enabling states in support of Russia's war of aggression against Ukraine;

3. Condemns the execution and torture of Ukrainian prisoners of war and demands their immediate release, welcomes successful prisoners exchanges; reiterates its condemnation over unlawfully detained civilians, including journalists, and their torture, inhumane and degrading treatment by Russia and reiterates its call for their release;
4. Strongly condemns the violent actions of the Russian Federation and the complicity of Belarus in the mistreatment of Ukrainian children, including murder, forced transfer and deportation, illegal adoption, sexual abuse and exploitation, forced russification and militarisation; demands that these crimes cease immediately and that Russia reports the identities and whereabouts of all deported Ukrainian children and ensures their well-being and safe and unconditional return; recalls the urgent need to work towards establishing adequate and effective international mechanisms to guarantee their rights and safe return;
5. Condemns Russia's intensified deliberate attacks on Ukraine's energy sector, including thermal and hydropower plants, substations, distribution and transmission networks, its gas infrastructure, as well as railways and other civilian targets, and calls for further efforts to urgently help address immediate needs and to strengthen Ukraine's preparedness for winter;
6. Welcomes the EU's continued leadership and solidarity in supporting Ukraine's energy security; underlines the urgent need to further strengthen Ukraine's energy resilience and to ensure the stable functioning of its energy system during the upcoming winter season in the context of continued Russian attacks on critical energy infrastructure; denounces the seizure of energy assets belonging to Ukrainian public and private entities located in temporarily occupied territories of Ukraine; supports Ukraine's request for a temporary derogation from the application of the CBAM Regulation to Ukraine in view of the destructive consequences for the economic and industrial infrastructure as a result of Russian aggression; condemns the illegal temporary occupation of the Zaporizhzhia nuclear power plant and putting at risk the safety and security of the power plant; reiterates its demand for the withdrawal of Russian military forces and personnel from this facility and the restoration of Ukraine's full control over it;
7. Commends Ukraine's continuous diplomatic engagement and readiness to take concrete steps for the restoration of the comprehensive, just and lasting peace; welcomes the establishment of the "Coalition of the Willing" and its Chairs' statement on 24 October 2025 that welcomed President Zelenskyy's support for a full, unconditional ceasefire;
8. Calls upon the EU and its Member States to maintain and step up their political, financial, economic, humanitarian, military and diplomatic support in order to ensure that Ukraine is in the strongest possible position to engage in peace negotiations on its own terms; urges the EU and its partners to actively work

towards maintaining and achieving the broadest possible international support for Ukraine and to coordinate efforts towards restoration of the comprehensive, just and lasting peace;

9. Calls upon the EU and its Member States to assist Ukraine's sustainable recovery and reconstruction; calls on development and international finance institutions, export credit agencies and private financial institutions to develop and strengthen financial and political instruments that would enable and boost investment opportunities in Ukraine, with a special focus on facilitating the cooperation between European and Ukrainian organizations;
10. Strongly condemns Russia's systematic obstruction of the peace process and its clear intent to continue its war of aggression against Ukraine, as evidenced by its persistent rejection of ceasefire proposals, escalation of assaults along the frontline, and intensification of deliberate terror strikes against residential areas and critical civilian infrastructure in Ukraine with unmanned aerial vehicles, ballistic and cruise missiles and aerial bombardment;
11. Underlines that only unity and unwavering solidarity of all the EU Member States can ensure the continent's ability to effectively counter both Russia's war of aggression against Ukraine and the Russian threat to the democratic community of free nations, as well as to appropriately defend the fundamental values and principles upon which the EU is founded, including respect for human dignity, freedom, democracy, equality, the rule of law and human rights;
12. Condemns the repeated incursions and violations of airspace of EU member states by Russia as clear indicators that it maintains sufficient confidence to escalate its war of aggression beyond Ukraine's borders; calls for further efforts to counter Russian electoral hybrid campaigning and information operations aimed at weakening Western democracies, including by the implementation of the European Democracy Shield initiative;
13. Reiterates that there can be no negotiations about Ukraine without Ukraine and there can be no negotiations on European security without appropriate European participation; reminds that any peace settlement that excludes Ukraine or undermines its legitimate aspirations, such as its right to choose its own security arrangements or lacks credible security guarantees for Ukraine that contribute to deterring future Russian aggression, risks being neither just, nor viable;
14. Remains convinced that the EU and its Member States, based on their respective competences and capabilities and in line with international law, must contribute to establishing robust and credible security guarantees for Ukraine, in particular by supporting Ukraine's ability to deter aggression and defend itself effectively; recognizes that the membership of Ukraine in the EU represents one of the strongest security guarantees for Ukraine;
15. Calls on EU member states to work closely with Ukraine for the efficient implementation of Security Action for Europe (SAFE) Instrument and to use part

of SAFE loans to support joint production and procurement of the urgent and essential critical equipment (drones, artillery ammunition, long-range missiles etc.) from the Ukrainian defence industry;

16. Calls on the European Commission and EU Member States to cooperate closely with Ukraine in the implementation of flagships under the Defence Readiness Roadmap 2030 and underlines the importance of Ukraine's integration with and contribution to the European defence industry, notably as regards defence innovation and cutting-edge defence technology;
17. Welcomes including of the Ukraine Support Instrument (USI) into European Defence Industry Programme (EDIP), recognizing that this assistance and new forms of defence cooperation and investment play a vital role in up-scaling production and strengthening Ukraine's resilience against Russia's war of aggression, as well as future security on the European continent by boosting Ukraine's potential and ability to contribute to Europe's future defence capabilities and its overall stability;
18. Calls for further strengthening of cooperation between the EU, NATO, and Ukraine in the fields of cybersecurity, countering disinformation, and combating Russian hybrid warfare tactics;

Sanctions, economic deterrence and reparations

19. Welcomes the adoption of the 19th package of sanctions, including the full ban on Russian LNG imports and enhanced restrictions on the shadow fleet and financial institutions; calls for further deepening of primary and secondary sanctions across key sectors: oil and gas, metallurgy, chemicals, nuclear industries, and defence technologies, in particular against Rosatom and Roscosmos, as well as further personal sanctions against Russian oligarchs and propagandists; stresses the need for further coordination with G7 partners on sanctions, and on reinforcing the anti-circumvention measures; urges the international community to strengthen monitoring and enforcement mechanisms on oil and gas shipments, to disrupt the operation of Russia's shadow fleet and to address its significant environmental and security risks, as well as to block arms and dual use transports to Russia and to impose targeted sanctions on those involved, including Russian oligarchs and their economic operators in third countries; calls for expanded EU sanctions against North Korea, Belarus, Iran, and key Chinese entities supporting Russia's war effort;
20. Welcomes the accelerated phase-out of the EU's oil and gas imports from Russia under the revised RePowerEU road map, while recalls the EP's stance for a full ban on imports of all Russian energy as of April 2022;
21. Reaffirms the importance of establishing a comprehensive international framework for reparations for damage, loss and injury caused by the Russian Federation's aggression against Ukraine, as endorsed by UN General Assembly Resolution A/RES/ES-11/5; welcomes the progress achieved in the Council of Europe framework towards operationalizing the international compensation mechanism,

including its first two core elements — the Register of Damage Caused by the Aggression of the Russian Federation against Ukraine, already operational with 44 States and the European Union participating, and the forthcoming International Claims Commission for Ukraine; calls on all EU Member States and like-minded partners to actively participate in and sign the Convention, ensuring its swift entry into force and the commencement of the Commission's work;

22. Welcomes progress in the creation of a Special Tribunal for the Crime of Aggression against Ukraine, including the finalization of its three core instruments – the Agreement between Ukraine and the Council of Europe, the Statute of the Tribunal, and the Enlarged Partial Agreement on its Management Committee; the commitment of 26 EU Member States to join the Tribunal and the European Union's allocation of €10 million to launch it; calls for supporting for subsequent steps to ensure the Tribunal's timely and effective start, including providing it with the necessary resources;
23. Takes note of the European Council Conclusions of 23 October 2025, which reaffirmed the EU's long-term commitment to continued financial assistance to Ukraine beyond 2025; welcomes the announcement and ongoing preparations for a "Ukraine Reparations Loan" and urges a swift agreement among EU Member States and a legally sound solution that could contribute to both Ukraine's defence and essential budgetary needs;

Keeping the momentum of Ukraine's irreversible EU accession process

24. Reiterates that EU enlargement is a geostrategic investment in a strong, stable and united Europe based on common values through which Ukraine can become an asset for an enlarged and strengthened European Union;
25. Welcomes the successful conclusion of the screening process in September 2025; expects and urges the EU and the Ukrainian government to achieve substantial progress by opening negotiation clusters based on the assessment of the Commission that the fundamentals, internal market and external relations clusters are ready to be opened; stresses that this is the best way to maintain the momentum of Ukraine's EU integration process, to provide the best incentives and strong safeguards for transformational reforms across all sectors, underpinned by the crucially important "fundamentals" cluster that includes the respect for the rule of law, fundamental values, human rights, democracy, including multi-party pluralism, media freedom and the fight against corruption;
26. Pays tribute to Ukrainian Defence forces' remarkable and heroic capacity to withhold Russian aggression and defend Ukraine's possibility to build a democratic, rule of law based European state, urges all Ukrainian stakeholders to reinvigorate and accelerate dedicated reform efforts to ensure the Ukrainian people's deserved future in a united Europe;
27. Recalls that the enlargement process must not be instrumentalised by any EU Member State to settle bilateral disputes or to delay a merit-based approach, and

that such issues should be resolved independently of the accession track and through constructive dialogue and genuine cooperation; calls on the Hungarian Government and all Member States to act in good faith when resolving any bilateral issues, and to refrain from using them as a reason to block Ukraine's accession to the EU;

28. Commends Ukraine's commitment to establish a National Programme for the Adoption of the Acquis, as well as the ongoing related technical preparations and legislative agenda; welcomes sustained and innovative EU support to ensure institutional preparedness and increase technical capacity to pursue Ukraine's successful accession process; underlines the importance of inclusive and coordinated work between the parliament and government of Ukraine to ensure effective implementation of the Programme's goals;
29. Stresses that the Ukraine Facility is a pivotal instrument within the European Union's strategy to address the multifaceted challenges confronting Ukraine that, intertwined with the EU accession process, provides a robust framework for early recovery and reconstruction, as well as continued incentives and support for reforms; underlines the continued importance of adopting timely and high quality legislation in line with the expectations set out in the Ukraine Plan;
30. Welcomes the entry into force of the upgraded DCFTA, as updated under Article 29, providing for a stable, balanced and permanent bilateral trade framework that also supports Ukraine's gradual integration into the EU Single Market through enhanced trade flows and market opening linked to gradual alignment with EU production standards; notes that this also enhances Ukraine's economy as an integral part of the EU's agri-economic ecosystem, performing the dual role of a stable supplier and an active consumer;

Strengthening inter-parliamentary cooperation and the parliamentary dimension of Ukraine's EU accession

31. Commends the continued session and work of the Verkhovna Rada of Ukraine under the conditions of Martial Law since 24 February 2022; reminds of the strategic partnership and frequent exchanges between the two parliaments, including the regular committee-to-committee exchanges, as a clear commitment and dedication to reinforcing political cooperation and strengthening the parliamentary dimension of the accession process;
32. Welcomes recent measures in the VRU towards restoring plenary broadcasts, strengthening journalists' and public access to information about parliament and committees work and steps towards strengthening parliamentary scrutiny of government ministers; encourages a multiparty inclusive dialogue for ensuring genuine progress in legislative reform agenda; underlines the importance of upholding parliamentary pluralism in Ukraine, fostering constructive dialogue across political factions in the Verkhovna Rada, and ensuring that the rights of opposition are respected;

33. Fully supports continued exchanges in the framework of the Jean Monnet Dialogue and tailor-made capacity-building programmes to pursue further internal reform in the VRU aiming at improving the quality of legislation, consolidating rules-based decision making, increasing transparency, predictability and openness, as well as strengthening the VRU's oversight function and capacity, thus contributing to the effective alignment of Ukrainian legislation with the EU acquis in the context of Ukraine's EU accession path;
34. Welcomes the opening of the European Parliament's Liaison Office (antenna) in Kyiv to strengthen parliamentary cooperation and support Ukraine's path towards the EU.