

EU Reactions to Russian War against Ukraine: Overview End of January 2025 – April 2025



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News

Anna Pinggen, Thomas Wahl

This news item continues the reporting on key EU/CoE reactions following the Russian invasion of Ukraine on 24 February 2022: the impact on the EU's internal security policy, on criminal law, and on the protection of the EU's financial interests.

The following overview covers the period from the end of January 2025 to the end of April 2025. For overviews of developments in previous periods → [euclid 4/2024, 267-268](#) and → [euclid 3/2024, 174-176](#), each with further references.

- 27 January 2025: The Council of the EU [adds three Russian military officers to its cyber sanctions list](#) for their role in malicious cyberattacks against Estonia in 2020. All three are part of GRU Unit 29155, a covert Russian military unit known for operations across Europe. The cyberattacks breached Estonian government ministries, stealing thousands of confidential documents, including business secrets and health records. Unit 29155 has also carried out cyberattacks on other EU Member States and Ukraine. Individuals and entities appearing on the EU cyber sanctions list are subject to an asset freeze and a travel ban; EU persons and entities are prohibited from making funds available to those listed.
- 4 February 2025: Europe takes a major step toward establishing a Special Tribunal to prosecute the crime of aggression committed by Russia against Ukraine. Senior legal experts of the European Commission, the European External Action Service, the Council of Europe, Ukraine and 37 States [lay out the legal foundations for the establishment of this Special Tribunal and introduce the "Schuman Draft Statute"](#), which will govern the tribunal. Once established, the tribunal will hold Russian political and military leaders accountable for initiating the war. Commission President *Ursula von der Leyen* declares this as justice in motion, adding that Russia must not only face trial but also compensate victims. The EU also supports the creation of an International Claims Commission for Ukraine, tasked with assessing and awarding compensation for damages recorded in the Register of Damage. Negotiations for the Claims Commission were set to begin by end of March 2025, while the Council of Europe will coordinate the final legal steps for the tribunal's creation.
- 24 February 2025: The Council adopts the [16th sanctions package](#) in response to Russia's war of aggression against Ukraine. The package adds 48 individuals and 35 entities to the EU's list of targeted restrictive measures. The listing includes Russian military-industrial companies, oil transport entities, sanctions evaders, a Russian crypto exchange (Garantex), and foreign actors, who directly support

AUTHORS

Anna Pinggen 

Researcher

Max Planck Institute for the Study of Crime, Security and Law

Thomas Wahl

Senior Researcher

Max Planck Institute for the Study of Crime, Security and Law

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the Russian war. In addition, the 16th sanctions package takes measures against vessels ("Russian's shadow fleet") and companies which are engaged in sanctions circumvention. A series of measures also further curb trade with Russia. These measures include an extension of the ban on imports of Russian aluminum, an extension of dual-use export restrictions, and an extension of the prohibition to provide goods, technology and services for Russia's energy industry. Moreover, the EU takes action to prevent financial flows from being diverted via smaller banks. In this context, 13 financial institutions are added to the list of entities subject to the prohibition to provide specialised financial messaging services; 3 banks are added to the transaction ban due to their use of the Financial Messaging System of the Central Bank of Russia (SPFS) to circumvent EU sanctions. The EU can now also provide a transaction ban to financial institutions and crypto asset providers that participate in the circumvention of the Oil Price Cap and facilitate transactions with listed vessels of the shadow fleet. Finally, the sanctions package suspends broadcasting activities of additional eight media outlets in the EU or directed at the EU for their dissemination of disinformation on Russia's war in Ukraine.

- 24 February 2025: Remembering the third anniversary of the start of Russia's full-scale aggression against Ukraine, the Council of Europe Secretary General *Alain Berset* publishes a [report summarising the key responses of the Council of Europe](#) to help Ukraine since the first day of the war. Council of Europe's actions include the exclusion of the Russian Federation from the Council of Europe in March 2022, the adoption and implementation of the Action Plan for 2023-2026 to support Ukraine's resilience, recovery and reconstruction, work to hold Russia accountable for its illegal war of aggression, and helping children of Ukraine. The report also mentions the [Register of Damage Caused by the Aggression of the Russian Federation against Ukraine](#), which was first mooted by the CoE Parliamentary Assembly in October 2022, and subsequently set up in May 2023, as well as the ongoing work on establishing a Special Tribunal for the Crime of aggression against Ukraine within the Council of Europe (see above). In the foreword of the report, *Alain Berset* wrote: "The fight for Ukraine is a fight for justice, recovery and the right of the Ukrainian people to shape their own destiny."
- 27 February 2025: On occasion of the third anniversary of Russia's full-scale invasion of Ukraine, the Presidents of the European Parliament, European Council, and European Commission [reaffirm the EU's steadfast support](#) for Ukraine's sovereignty, resilience, and path toward EU membership. They emphasise that Russia bears full responsibility for the war and its crimes, and support ongoing efforts to establish a Special Tribunal to hold those accountable (see also above).
- 6 March 2025: The heads of state or government of the EU Member States convene for a [special European Council meeting](#) to discuss Ukraine and European defence. [They 26 leaders reaffirm](#) the EU's unwavering support for Ukraine's independence, sovereignty, and territorial integrity in the face of Russia's ongoing war (Hungary did not consent to the conclusions). The EU commits to strengthening Ukraine's defense and military capabilities, pledging €30.6 billion in support for 2025 – €12.5 billion through the Ukraine Facility and €18.1 billion from the G7 ERA initiative, financed through profits from immobilized Russian assets. The European Council called on the Commission to swiftly take all necessary measures to frontload financing under these instruments and urged the Commission and Member States to use all options under the Ukraine Facility to increase support to Ukraine. Furthermore, the leaders set principles for "a comprehensive, just and lasting peace based on the principles of the UN Charter and international law"
- 7 March 2025: At the Justice and Home Affairs Council, EU justice ministers [discuss accountability for crimes linked to Russia's war against Ukraine](#). The Polish Council Presidency presents an overview of ongoing initiatives by the EU, its Member States, and international bodies - aimed at ensuring justice. The ministers exchange views on how to best support the future Special Tribunal under the auspices of the Council of Europe (see above), particularly regarding the transfer of evidence stored in the Core International Crimes Evidence Database (CICED) at Eurojust.

- 12 March 2025: The [European Parliament adopts a resolution](#) urging the EU and its Member States to significantly increase support for Ukraine, reaffirming the EU's role as Ukraine's primary strategic ally and main donor. The resolution supports a European-led enforcement coalition for a future peace agreement and emphasizes that no security talks in Europe should exclude the EU. MEPs criticize the U.S. administration's shift in tone and urge stronger EU leadership. MEPs also call for the acceleration of Ukraine's EU accession talks, the confiscation of frozen Russian assets to fund Ukraine's defense and reconstruction, and tougher sanctions on Russia and any entities aiding in sanctions evasion or supplying military goods.
- 17 March 2025: The [Council approves a third payment of nearly €3.5 billion](#) in grants and loans to Ukraine under the Ukraine Facility, bringing total support through the Facility to almost €20 billion since its launch one year ago. The payment follows Ukraine's successful implementation of 13 reform steps outlined in its Ukraine Plan. The Ukraine Facility supports Ukraine's macro-financial stability, recovery, reconstruction, and EU accession process, with a focus on long-term modernisation and reform over the next four years.
- 20 March 2025: The [European Council discusses the latest developments](#) with regard to Ukraine. 26 heads of state or government of the EU Member States (Hungary did not consent) reiterate their standpoints voiced in previous meetings. They repeat their firm support for Ukraine's sovereignty and right to self-defense, committing to ongoing military, humanitarian, and financial aid. The leaders reaffirm their support for a comprehensive peace agreement that must have robust and credible security guarantees for Ukraine to deter future Russian aggression. They stress that the EU is strongly committed to ensure full accountability for war crimes and the other most serious crimes committed in connection with Russia's war of aggression against Ukraine. In this context, the progress made on establishing a Special Tribunal for the Crime of Aggression against Ukraine, within the framework of the Council of Europe, is seen as an important step.
- 25 March 2025: The European Commission [raises €8 billion in its fourth syndicated bond transaction](#) of the year, with part of the funds allocated to support Ukraine. The proceeds contribute to Ukraine's financing through the Ukraine Facility, which foresees up to €33 billion in loans between 2024 and 2027, and under the exceptional €18 billion Macro-Financial Assistance programme. The Commission has already disbursed nearly €16.2 billion to Ukraine under the Facility and €4 billion through the new ERA loans, which will eventually be repaid using proceeds from immobilised Russian state assets.
- 9 April 2025: The [10th EU-Ukraine Association Council](#) meeting is held in Brussels, discussing progress in EU accession talks, Ukraine's reform path, and the integration of Ukraine into selected EU policies. It highlights over €144 billion in EU and Member State support to Ukraine, including €49.6 billion in military aid. The Council also acknowledges the G7's approval of a \$50 billion loan for Ukraine. The meeting addresses accountability for war crimes, welcomes steps toward establishing a Special Tribunal, and reaffirms support for Ukraine's defence sector, economic recovery, and public administration reform. In the margins of the Association Council, [five new EU-Ukraine agreements are signed](#). They include €300 million in European Investment Bank (EIB) financing for critical infrastructure, Ukraine's participation in the EU Space Programme, and a joint procurement deal for medical countermeasures, supporting Ukraine's resilience and recovery.
- 9 April 2025: The European Commission [releases another €1 billion to Ukraine](#) through its exceptional Macro-Financial Assistance loan programme. This support, financed by profits from immobilised Russian assets, is part of the G7-led ERA initiative and helps Ukraine meet urgent budget needs, including military and reconstruction efforts. In addition, the EU provides to Ukraine a tranche of €2.1 billion in windfall profits generated from frozen Russian Central Bank assets.
- 10 April 2025: The EU and Ukraine agree to extend their [Road Transport Agreement](#) until 31 December 2025. This extension ensures continued facilitation of Ukraine's access to global markets and strengthens trade flows through smoother transit across EU countries.

- 14 April 2025: At the [Foreign Affairs Council meeting](#), *Kaja Kallas*, High Representative for Foreign Affairs and Security Policy, stresses that the EU is the greatest supporter of the Ukrainian defence industry, as European countries have so far committed over €23 billion for military aid to Ukraine this year. She announces that the EU is working on a 17th package of sanctions that will focus on the shadow fleet circumventing EU sanctions against Russia and Belarus.
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