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Supporting the commitment to a comprehensive, just and lasting peace for Ukraine and the security of the European continent

Addendum to the report[1]
Committee on Political Affairs and Democracy
Rapporteur: Mr Piero FASSINO, Italy, Socialists, Democrats and Greens Group

1. Proposed amendments to the draft resolution

Amendment A

Replace paragraph 1 with the following paragraph:

> *"The Parliamentary Assembly welcomes diplomatic efforts deployed by the United States, Ukraine and its Europeans allies to end Russia's war of aggression against Ukraine, which since 24 February 2022, has taken the form of an illegal, unprovoked and unjustified full-scale military invasion. The Assembly denounces Russia's lack of genuine willingness to end this war and strongly condemns the intensification of violence and suffering to which it is subjecting Ukraine. As this war of aggression enters its fourth year, the Assembly renews its call for a comprehensive, just and lasting peace, also dignified and solid, essential to the security and stability of Ukraine and the entire European continent. The Assembly considers that the outcome of the war of aggression against Ukraine will have a significant impact on the future of European and global security and stresses that the security of Ukraine is indivisible from that of Europe."*

Amendment B

Replace paragraph 2 with the following paragraph:

> *"The Assembly deplores Russia's refusal to agree to an immediate ceasefire as a prerequisite for genuine negotiations, and the serious escalation of its war of aggression against Ukraine, by committing ever more war crimes and violations of human rights and international humanitarian law. Russia is intensifying its drone and missile attacks on civilian infrastructure, including massive strikes on Kyiv, Dnipro and Kharkiv, resulting in numerous civilian casualties. As a harsh winter sets in, Russia continues to relentlessly target the country's critical infrastructure and energy networks in an attempt to undermine the population's exceptional resilience. The Assembly condemns in particular Russia's brutal attacks with the Oreshnik ballistic missile, which also pose a dangerous threat to the security of the continent. The Assembly stresses that Russia will be held accountable for its full-scale war of aggression against Ukraine. Russia is also endangering the nuclear security of Ukraine and Europe, notably by occupying and militarising the Zaporizhzhia nuclear power plant."*

Amendment C

1. Addendum to the report Doc. 16311, approved by the committee on 26 January 2026.

Replace paragraph 7 with the following paragraph:

> *"The Assembly welcomes the unprecedented initiatives taken by Europeans and their allies to strengthen defence and security of Ukraine and Europe, in particular the "Coalition of the Willing", and the progress made on robust security guarantees for a solid and lasting peace in Ukraine, which should be activated as soon as a ceasefire comes into force. It also welcomes initiatives to uphold European democracies, such as the New Democratic Pact for Europe launched by the Secretary General of the Council of Europe, which aims to strengthen democratic security within the member States of the Organisation, as part of a comprehensive approach to security that respects international law."*

Amendment D

After paragraph 7, insert the following paragraph:

> *"The Assembly deplores Russia's rejection of the security guarantees proposed to date by Ukraine's allies, including the United States, and strongly condemns Russia's unacceptable claims, particularly over sovereign Ukrainian territory and the Zaporizhzhia nuclear power plant, which are hindering any meaningful progress towards a just, solid and lasting peace in Ukraine."*

Amendment E

In paragraph 8, replace the words «with the United States and its allies» with the following words:

> *"between like-minded States"*

Amendment F

After paragraph 8, insert the following paragraph:

> *"With regard to the recognition of Russia's responsibility for its aggression against Ukraine, the Assembly welcomes the adoption, at the Diplomatic Conference in The Hague on 16 December 2025, of the Convention establishing an International Claims Commission for Ukraine (CETS No. 229), within the framework of the Council of Europe, and its signature by 35 countries and the European Union. It calls for the swift establishment of this International Commission."*

Amendment G

In paragraph 9.3, replace the words "as a precondition for" with the following word:

> *"and".*

Amendment H

In paragraph 9.11, after the words "ensure that any negotiations and agreements", insert the following words:

> *"support the principle of Russia's responsibility, in accordance with the principles of State responsibility under international law and"*

Amendment I

In paragraph 10, replace the words: "Furthermore, with a view to supporting the commitment to the security of the continent" with the following words:

> *"Furthermore, with a view to supporting the commitment to European security in a context where international law is being seriously challenged worldwide,"*

Amendment J

Before paragraph 10.1, insert the following paragraph:

> *"to strengthen their unity and commitment to upholding international law and multilateralism"*

Amendment K

In paragraph 10.1, after the words "to strengthen and adapt", insert the following word:

> *"rapidly"*

Amendment L

In paragraph 11.1, after the words “by signing and ratifying without delay the”, delete the word:

“future”.

2. Explanatory memorandum by Mr Piero Fassino, rapporteur[2]

2.1. Introduction

1. At its meeting on 10 December 2025, the Committee on Political Affairs and Democracy considered a draft report entitled “Supporting the commitment to a comprehensive, just and lasting peace for Ukraine and the security of the European continent” and unanimously adopted a draft resolution with a view to presenting it at the January 2026 part-session.

2. In light of developments on this matter since then, I wish to table a number of amendments aimed at strengthening and updating the draft resolution.

2.2. Escalation of violence and crimes committed by Russia in Ukraine

3. Russia continues to refuse an immediate ceasefire and to relentlessly target Ukraine’s critical infrastructure and energy networks. On 9 January 2026, the Ukrainian authorities reported a strike carried out with an Oreshnik hypersonic ballistic missile on Lviv – near the border with Poland, a North Atlantic Treaty Organization (NATO) country – as well as a massive missile and drone attack, particularly on Kyiv,[3] marking a new and dangerous escalation of Russian violence in Ukraine. These attacks caused major disruptions to electricity, heating and water supplies, at a time when the country is experiencing a harsh winter. The Mayor of Kyiv, Mr Klitschko, called on residents who were able to do so to temporarily leave the city. This escalation demonstrates once again that Russia is not sincerely committed to peace negotiations, that it is seeking Ukraine's capitulation and that it is defying Ukraine's allies. Furthermore, at the end of December 2025, Russia indicated that it had placed Oreshnik missiles stationed in Belarus on combat duty.

2.3. 2026: what outcome for the peace negotiations?

4. Diplomatic efforts by the United States, Ukraine and its European allies to end Russia's war of aggression against Ukraine continued in early 2026 on the basis of a list of discussion points, which has not yet been made public and whose number appears to be changing.

5. Faced with the initial American proposals, which were considered too close to Russian interests and detrimental to a just and lasting peace, Ukraine's European allies continued to mobilise to exert influence over the negotiations led by the United States and reiterated, alongside Ukraine, the need for a just and lasting peace, also dignified and solid. Following European contributions to the initial plan, Russian officials referred to a new draft that “departs from Moscow's positions”.

6. A lasting peace requires robust security guarantees for Ukraine, particularly from the United States and its main European allies, especially if Ukraine, for the sake of compromise in the peace negotiations, were to put on hold, for the time being, the question of its NATO membership, which requires the unanimous agreement of its members.

7. On 6 January 2026, in the “Paris Declaration – Robust Security Guarantees for a Solid and Lasting Peace in Ukraine”, “the members of the Coalition of the Willing, Ukraine and the United States” – represented by Steve Witkoff and Jared Kushner – reaffirmed their “commitment to a just and lasting peace in Ukraine”. They confirmed that ensuring the sovereignty and lasting security of Ukraine shall be an integral part of a peace agreement” and expressed their readiness to “commit to a system of politically and legally binding guarantees that will be activated once a ceasefire enters into force, in addition to bilateral security agreements.” These security guarantees will include the following elements: participation in a proposed US-led ceasefire monitoring and verification mechanism; support for the Armed Forces of Ukraine; a multinational force for Ukraine, made up from contributions from willing nations; binding commitments to support Ukraine in the case of a future armed attack by Russia in order to restore peace; and a commitment to deepen long-term

2. This explanatory memorandum is drawn up under the responsibility of the rapporteur.
3. Massive Oreshnik missile and drone attack against Ukraine: Statement by the President of the Committee of Ministers – Portal

defence co-operation with Ukraine. France, the United Kingdom and Ukraine also signed a Declaration of intent[4] relating to the "deployment of multinational forces in support of the defence, reconstruction and strategic sustainability of Ukraine". To date, however, Russia has categorically rejected these proposals.

8. The United States and Ukraine, which is now participating in the discussions, subsequently announced that progress had been made in negotiations on a future peace agreement with Russia. However, the Ukrainian president indicated that the peace plan discussed with the United States still has several outstanding issues, particularly the territorial issue, and could involve concessions that would be particularly difficult for Ukraine to accept. He reiterated that it would ultimately be up to the Ukrainian people to decide on any territorial concessions, if any, particularly in the hypothetical event of a withdrawal of the army from the rest of the Donetsk region or the creation of a demilitarised free economic zone in Donbas, administered by Ukraine and secured by international forces. The issue of the Zaporizhzhia nuclear power plant, occupied and claimed by Russia but central to Ukraine's sovereignty and energy reconstruction, also appears to be among the unresolved issues. It should be noted that the future peace plan under negotiation would, to date, provide for Ukraine's accession to the European Union and the organisation of future elections in Ukraine. An initial document also mentioned an amnesty clause for all acts committed during the war. This clause has been strongly challenged by Ukraine's allies. The negotiations and a peace agreement must uphold the principle of Russia's responsibility (accountability), in accordance with international law (see below).

9. Russia's claims over the territory of Ukraine, a sovereign State, remain contrary to international law and the interests of a just and lasting peace. Faced with Russia's intransigence on the territorial issue in particular, and the dangerous escalation of its attacks against Ukraine, especially with the Oreshnik ballistic missile, Ukraine's European allies are largely in favour of increased diplomatic and economic pressure on Russia. European leaders have also opened the door to discussions with Russia when the time is right.

2.4. The Council of Europe's support as regards Russia's accountability

10. As the Assembly reiterated in October 2025, Russia must bear the legal consequences of all its internationally wrongful acts committed in and against Ukraine. It must make full reparation for all the damage, loss or injury caused by these breaches of international law to the State of Ukraine and all natural and legal persons concerned. This is in accordance with the principles of State responsibility under international law and in line with United Nations General Assembly Resolution ES-11/5 of 14 November 2022.[5]

11. Progress in accountability reached a decisive milestone with the adoption, on 16 December 2025, of the new Council of Europe Convention establishing an International Claims Commission for Ukraine (CETS No. 229). This convention, signed by 35 States and the European Union at a diplomatic conference held in The Hague, reflects unprecedented political support for the principle of Russia's responsibility for its war of aggression. It is open to non-European States, which makes it possible to broaden the coalition of countries demanding accountability and reparations. The International Claims Commission is the second pillar of a comprehensive compensation mechanism, following the establishment of the Register of Damage for Ukraine in 2023. The Commission will be mandated to examine these claims and determine the amount of compensation on a case-by-case basis. The Convention will enter into force after ratification by 25 signatories and the guarantee of sufficient funding, which is essential for the Commission to become operational quickly. The Assembly should also support the establishment of a compensation fund, the third pillar of a comprehensive compensation mechanism.[6] In addition, work is continuing on the establishment of a Special Tribunal for the Crime of Aggression against Ukraine.[7]

2.5. European Union support for Ukraine

12. On 19 December 2025, the European Council reached an agreement to grant Ukraine a loan of €90 billion over the next two years. This loan, which Ukraine will have to repay once it has received reparations from Russia, will be financed by EU borrowing on the financial markets. The European Council, on the other hand, failed to overcome differences over a 'reparation loan' based on the Russian frozen assets.

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4. "Declaration of intent between the United Kingdom of Great Britain and Northern Ireland, the French Republic and Ukraine relating to the deployment of multinational forces in support of the defence, reconstruction and strategic sustainability of Ukraine", 6 January 2026.
5. See Opinion 308 (2025) "Draft convention establishing an international claims commission for Ukraine" and Resolution 2556 (2024) "Legal and human rights aspects of the Russian Federation's aggression against Ukraine".
6. PACE rapporteur welcomes the creation of a claims commission for Ukraine and urges a compensation fund as the next stage.
7. Council of Europe support for Ukraine – Portal.

13. With regard to Ukraine's accession process to the European Union, on 10 December 2025, the Ukrainian Government and the European Commission agreed on a 10-point action plan[8] aimed at accelerating Ukraine's progress and reaffirming the European Union's support for Ukraine in this process.

8. Joint statement by Commissioner Marta Kos and Ukrainian Deputy Prime Minister Taras Kachka – Enlargement and Eastern Neighbourhood.