Parliamentary Assembly
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COUNCIL OF EUROPE
CONSEIL DE L'EUROPE

Resolution 2588 (2025)[1]

European commitment to a just and lasting peace in Ukraine

Parliamentary Assembly

1. The Council of Europe is the institutional embodiment of the ideal of peace and unity on the European continent. However, this ideal continues to be dramatically challenged. For more than a decade, Ukraine has bravely defended itself against Russian aggression that began in 2014 and escalated into an unprovoked, full-scale war of aggression in 2022.

2. The Russian Federation continues to violate international law, including the Charter of the United Nations, through the continuation of its aggression, its attacks on critical infrastructure and civilian populations, the displacement of millions of people, the illegal deportation of children, human rights violations, in particular against the population in the temporarily occupied territories of Ukraine, and executions of prisoners of war.

3. The Russian Federation has also strengthened its military co-operation with States seeking to undermine the international rules-based order, notably through agreements with Iran and the deployment of soldiers of the Democratic People's Republic of Korea ("North Korea") in this war of aggression. Hybrid warfare tactics employed by the Russian Federation through cyberattacks, arson, disinformation campaigns and sabotage further threaten Europe's security, including its energy and communications infrastructure. The Russian Federation's efforts to interfere in the political processes of Council of Europe member States also pose a growing threat to democratic security in Europe.

4. The Summit on Peace in Ukraine, organised by Switzerland in Bürgenstock on 15 and 16 June 2024, based on the Ukrainian peace formula, was the most significant diplomatic initiative to date to inspire a future peace process. Its joint communiqué outlined several key priorities for achieving a comprehensive, just and lasting peace in Ukraine: nuclear safety and security, food security and a human dimension. The follow-up conference held in Montreal in October 2024 defined concrete steps to support the return of prisoners of war, unlawfully detained civilians and deported children.

5. Intensified diplomatic efforts towards peace must support and complement the principle of "peace through strength" as outlined by the Ukrainian authorities. The principle stresses, *inter alia*, that sustainable peace negotiations can only be conducted from a position of resilience and robust defensive capacity, and that a just and lasting peace can only be secured by adequate security guarantees for Ukraine. Any peace negotiations must involve Ukraine and respect its right to determine its own future.

6. In a rapidly evolving geopolitical environment, now is a critical juncture for Ukraine and Europe. European leaders should reinforce European unity and strengthen support for Ukraine. They should act urgently and maximise efforts to support a just and lasting peace in Ukraine, Europe's long-term security and Ukraine's European future.

7. Continued support to Ukraine is also crucial in order to strengthen its capacity to effectively uphold human rights, the rule of law and democracy, which remain key to its resilience, recovery and reconstruction.

1. *Assembly debate* on 30 January 2025 (7th sitting) (see Doc. 16106, report of the Committee on Political Affairs and Democracy, rapporteur: Ms Miapetra Kumpula-Natri). *Text adopted by the Assembly* on 30 January 2025 (7th sitting).

8. In the light of these considerations, the Parliamentary Assembly:

8.1. refers to its previous resolutions addressing the full-scale aggression of the Russian Federation against Ukraine, which constitutes a blatant violation of Ukraine's independence, sovereignty and territorial integrity. It reaffirms its unequivocal condemnation of this war of aggression;

8.2. strongly condemns the Russian Federation's recourse to North Korea to provide troops to fight against the Ukrainian army, which is an escalation of the war of aggression and a further violation of international law;

8.3. calls for unwavering European commitment and unity in support of Ukraine and a just and lasting peace;

8.4. believes that a just and lasting peace in Ukraine is indispensable for the security of the entire European continent and, more broadly, the world;

8.5. stresses that any peace negotiations must involve Ukraine and respect its right to determine its own future, including its sovereign right to continue its integration into the European Union, as well as membership in other international organisations;

8.6. considers that any settlement must uphold the principles of international law, including the right to national sovereignty and territorial integrity, as well as the right of the victim of aggression to full reparation or compensation of the damage caused;

8.7. reiterates the need to ensure accountability in the context of the Russian Federation's aggression, notably through the establishment of a comprehensive compensation mechanism and a special tribunal to prosecute Russian and Belarusian leaders for the crime of aggression against Ukraine;

8.8. recognises that a position of resilience and robust defensive capacity is necessary to conduct sustainable peace negotiations ("peace through strength");

8.9. reiterates its solidarity with the Ukrainian people, pays tribute to their courage and resilience and calls for the immediate return of prisoners of war, unlawfully detained civilians and deported children, as well as the safe return of forcibly displaced persons, including children;

8.10. calls for increased humanitarian assistance to address the urgent needs of civilians affected by the war of aggression;

8.11. recognises and supports the tireless efforts of civilians, volunteers and non-governmental organisations in their support of Ukrainian society;

8.12. recognises that the People's Republic of China (PRC) is a decisive enabler of the Russian Federation's war of aggression against Ukraine and calls upon the PRC to cease providing a lifeline to the Russian war machine;

8.13. recognises that Vladimir Putin shall be held accountable for the numerous acts of terror that have been committed against the civilian population under his rule.

9. The Assembly also refers to its Resolutions 2558 (2024) "Countering the erasure of cultural identity in war and peace" and 2540 (2024) "Alexei Navalny's death and the need to counter Vladimir Putin's totalitarian regime and its war on democracy", which address, *inter alia*, Vladimir Putin's totalitarian regime and its war on democracy, as well as the necessity to counter the erasure of cultural identity in war and peace; it believes that a lasting peace is only possible if the Russian Federation abandons its imperial ambitions and performs decolonisation.

10. The Assembly reiterates the need for the member States of the Council of Europe to prioritise investment in their own defence industries, ensuring that the production and development of military equipment and strengthening co-operation in this field enhance European self-reliability and defence autonomy, which will also strengthen regional security.

11. Consequently, the Assembly calls on Council of Europe member States, as well as relevant European institutions and international partners to:

11.1. remain resolute and united to secure Ukraine's future within a stable, secure and united Europe, as the outcome of the war against Ukraine will strongly affect the future of European and global security;

11.2. maintain and, where necessary, enhance their comprehensive support to Ukraine, including political, economic and military support, to strengthen Ukraine's position in any future peace negotiations and to uphold regional security and European values;

11.3. strengthen the current sanctions regime against the Russian Federation, its allies and their political and military leaderships, as outlined in Resolution 2557 (2024) "The role of sanctions in countering the Russian Federation's war of aggression against Ukraine", by adopting the following measures:

11.3.1. reduce the oil price cap, enlarge the listing of the Russian "shadow fleet" vessels and improve the actions taken against them, and completely ban the import of liquified natural gas and pipeline gas from Russia;

11.3.2. enlarge the scope of sanctions to target a wider range of Russian economic sectors, pipeline gas and agricultural, metallurgical and nuclear industries;

11.3.3. identify and improve targeted sanctions on individuals associated with Russian elites, including those who may directly or indirectly benefit from the war or are involved in the deportation, forcible transfer and unjustifiable delay in the repatriation of Ukrainian children, civilians and prisoners of war, to ensure they cannot exploit economic or legal loopholes to circumvent the existing sanction regime;

11.3.4. harmonise national legislations and strengthen co-ordination efforts among the national authorities responsible for enforcing the implementation of sanctions;

11.3.5. double efforts to reduce sanctions circumvention, including through secondary sanctions against third countries and other economic actors facilitating it;

11.4. in the context of accountability, establish without delay a comprehensive compensation mechanism, including the already established and fully functional Register of Damage Caused by the Aggression of the Russian Federation against Ukraine, a future international claims commission and an international compensation fund, to ensure full reparation for victims and guarantee that those responsible for these illegal actions bear the financial costs of their wrongdoing;

11.5. finalise negotiations with a view to establishing a special tribunal to prosecute Russian and Belarusian leaders for the crime of aggression against Ukraine;

11.6. ensure that all frozen Russian State assets are transferred to the international compensation fund, once it is established, in order to use them to compensate Ukraine and natural and legal persons affected by the Russian aggression in Ukraine;

11.7. support the initiation of a comprehensive reconstruction plan for Ukraine, to be undertaken with European and international partners, encompassing, *inter alia*, the rebuilding of infrastructures, including restoration of the environment and removal of war debris, support for displaced persons and the promotion of democratic institutions, human rights and the rule of law;

11.8. increase humanitarian assistance to address the urgent needs of civilians affected by the war of aggression and support civil society in Ukraine;

11.9. continue international support for demining efforts in Ukraine to address the serious threat posed by landmines and unexploded ordnance to civilian safety, agricultural recovery and economic development in the liberated areas;

11.10. strengthen measures to counter Russian disinformation and promote accurate information about the war and its consequences.

12. Moreover, the Assembly commends Ukraine for its achievements in implementing the Council of Europe Action Plan for Ukraine "Resilience, Recovery and Reconstruction" 2023-2026, and its progress in the European Union accession process, despite an unprecedented wartime situation, and stresses that adhering to European standards of human rights, democracy and the rule of law will further strengthen Ukraine's democratic security and resilience and contribute to a peaceful future.

13. The Assembly further calls on Council of Europe member States and international partners to seek the implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples, adopted by United Nations General Assembly Resolution 1514 (XV) of 14 December 1960, in the Russian Federation, starting from the condemnation of massive violations of human rights and the rights of Indigenous peoples of the Russian Federation.

14. Furthermore, the Assembly calls on Council of Europe member States in particular to step up their support for the Council of Europe Action Plan for Ukraine "Resilience, Recovery and Reconstruction" 2023-2026 and further prioritise strengthening Ukraine's capacity to effectively uphold human rights, the rule of law and democracy, which remains key to Ukraine's resilience, recovery and reconstruction and to its progress in the accession process to the European Union, and to also enhance their assistance concerning the children of Ukraine.

15. The Assembly reaffirms its unwavering resolve to support peace, justice and the rule of law in Ukraine and across the continent.