

(English version)

**Question for written answer E-002108/26
to the Commission**

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(21 May 2026)

Subject: Liabilities of each participating Member State for the EUR 90 billion EU loan package for Ukraine

The Council recently adopted the EUR 90 billion loan package for Ukraine covering the years 2026 and 2027. The package is financed through borrowing on the capital markets and is backed by the EU budget. It is being implemented under enhanced cooperation, with three countries having opted out.

1. What is the legal and financial mechanism, including the contribution key, that determines the liability of each participating Member State for the loan itself and for the associated debt-servicing costs should the loan not be paid back?
2. What is the estimated or maximum contingent liability for each participating Member State, both in absolute euro amounts and as a percentage of the total package?
3. If Ukraine does not repay the loan, or if there is any shortfall in the EU budget headroom, how will any additional calls on national budgets be distributed among the participating Member States? Has the Commission carried out an assessment of the impact of these contingent liabilities on the national debt and deficit positions of the participating Member States under the Stability and Growth Pact and the EU's new fiscal rules?

Submitted: 21.5.2026

Answer given by Mr Serafin on behalf of the European Commission
(16 July 2026)

The amendment of the Multiannual Financial Framework Regulation ⁽¹⁾ provides for the coverage of EU debt securities issued to finance the Ukraine Support Loan ⁽²⁾ (UASL) by the EU budget headroom. The contribution key is defined according to the Own Resources Decision ⁽³⁾ and the Making Available Regulation ⁽⁴⁾.

The debt is issued by the EU and the UASL is a contingent liability for the EU. The issuance does not impact Member States' deficit and debt statistics.

In case the contingent liability materialises, the Commission can call for contributions from Member States participating in the enhanced cooperation, to the extent necessary to cover it.

The percentage share of each Member State is defined by the gross national income (GNI) key, which is updated annually with the adoption of the annual budget and is available in the financing tables of the annual budget ⁽⁵⁾ (Table 5). The actual amount will depend on the applicable GNI key and the financial assistance disbursed under the UASL.

In line with the firm support of 25 Heads of State and Government on the margins of the European Council of 18 December 2025 ⁽⁶⁾ and in accordance with Article 20(2)(j) of Regulation (EU) 2026/467 ⁽⁷⁾, Ukraine must pay back the loan when it receives war reparations from Russia, or if it (i) no longer fulfils the loan preconditions on effective democratic mechanisms and respect for human rights, or (ii) has engaged in any act of fraud, corruption or any illegal activity detrimental to the financial interests of the EU, for the corresponding value.

As for other contingent liabilities backed by the headroom, should they materialise, the Commission will activate all available measures to cover them and protect the financial interests of the EU. The Commission reports annually on the sustainability of contingent liabilities based on Article 256 of the Financial Regulation ⁽⁸⁾.

⁽¹⁾ https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=OJ:L_202600469.

⁽²⁾ https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=OJ:L_202600467.

⁽³⁾ <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32020D2053>.

⁽⁴⁾ <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32014R0609>.

⁽⁵⁾ https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=OJ:L_202600072, page 49, Table 5 — Annual GNI lump-sum reductions for certain Member States and their financing pursuant to Article 2, paragraph (4), of Council Decision (EU, Euratom) 2020/2053 (Chapter 1 6).

⁽⁶⁾ <https://www.consilium.europa.eu/media/qxolrs5r/en-20251218-text-ukraine.pdf>.

⁽⁷⁾ https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=OJ:L_202600467.

⁽⁸⁾ https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=OJ:L_202402509.