BUNDESREPUBLIK DEUTSCHLAND
DER BUNDESKANZLER

Berlin, 6 November 2026

His Excellency António Costa
President of the European Council

Dear Mr President, dear António,

Ukraine is now entering its fifth winter of war. Russia is escalating the conflict. It deliberately targets civilian infrastructure and energy supplies to exacerbate the suffering of the Ukrainian people.

We must continue to support Ukraine in its fight to defend itself. This is in our shared vital interest. Ukraine is defending itself against an aggressor which, as we have repeatedly acknowledged in the European Council, poses the greatest threat to our collective security.

Providing this support is an indivisible responsibility shared by us all. And yet, bilateral assistance to Ukraine is distributed unevenly and carried mostly by only a few Member States.

A year ago, we agreed on the Ukraine Support Loan in order to provide Ukraine with a multiannual financing perspective. Germany, together with many other Member States, advocated at the time for a more ambitious solution that would have made it unnecessary for the European Council to revert to this issue so soon. It is now becoming clear, however, that for next year we will have to close a foreseeable

financing gap of around EUR 70 billion, of which approximately EUR 45 billion will fall to the EU.

I ask you to place this issue as a matter of priority on the agenda for the lunch discussion at the forthcoming informal meeting of the European Council. A collective commitment that all of us, without exception, will contribute fairly to closing this gap is an essential prerequisite for resolving this issue and for discussing any further matters, particularly those with financial implications.

In the context of the negotiations on the next Multiannual Financial Framework, we must then find a solution supported by all Member States that ensures a sound and multiannual financing perspective for Ukraine from 2028 onwards, including the interest liabilities that have already accrued.

Supporting Ukraine is a matter of our indivisible European security, and so must be the burden sharing for that support.

Best regards

Friedrich Merz

Cc:

Her Excellency Ursula von der Leyen

President of the European Commission