



# Russia's 2022 Invasion of Ukraine: European Union Responses and U.S.-EU Relations

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The 27-member European Union (EU) has implemented a wide range of policy responses to Russia's 2022 war against Ukraine. [EU actions](#) and [coordination with the United States](#) are of interest to Congress given the EU's role as an important U.S. partner.

## Key EU Responses

### Sanctions

The EU has imposed [several rounds](#) of increasingly punitive sanctions—or *restrictive measures*—[intended](#) to cripple Russia's ability to finance the war against Ukraine, enact costs on Russia's elites, and diminish Russia's economic base. Imposing sanctions requires unanimity among EU members.

As of early December 2022, [EU sanctions on Russia's government and financial, business, defense, technology, and media sectors](#) include

- Freezing the assets of 118 entities (including key banks) and 1,241 individuals (primarily Russian officials and elites), to whom travel bans also apply.
- Imposing debt and equity restrictions on certain banks and companies.
- Restricting transactions with [Russia's central bank](#) and blocking access to its reserve holdings.
- Banning transactions with [certain Russian state-owned military-industrial enterprises](#).
- Disconnecting 10 leading Russian financial institutions—including [Sberbank](#), Russia's largest bank—from [SWIFT](#) (the world's dominant international financial messaging system).
- Broadening export controls on dual-use goods and technologies.
- Banning certain exports in the aviation, maritime, and technology sectors (e.g., semiconductors) and the export of [luxury goods](#) to Russia.

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- Prohibiting imports of steel and other raw materials, spirits, seafood, and [gold \(including jewelry\)](#) from Russia.
- Closing EU airspace, seaports, and roads to Russian aircraft, ships, and freight operators, respectively.
- Suspending the broadcasting activities of [five Russian state-owned media outlets](#).

[EU energy dependence on Russia](#) has made [targeting](#) its energy sector [challenging](#), but the EU has approved progressively tougher sanctions in this area, including

- Prohibiting most [imports of Russian crude oil and petroleum products](#), with an exemption for crude oil delivered by pipeline. The EU expects these sanctions, which began taking effect in early December 2022, to apply to [around 90%](#) of Russian oil imports.
- [Banning oil transport services](#). An [exemption](#) finalized in [early December 2022](#) allows EU companies to provide such services for Russian oil sold to non-EU countries at or below an agreed [Group of Seven \(G7\) price cap](#) of \$60 a barrel (aimed at reducing Russia's oil revenues while keeping global energy markets stable).
- Banning EU exports of [oil refining technologies](#).
- Prohibiting [Russian coal imports](#).

Although the EU has not prohibited Russian natural gas imports, Russia has reduced gas flows to Europe and the EU is working to end its reliance on Russian energy (see below). The EU is planning [additional sanctions on Russia](#) and considering [using frozen Russian assets to support Ukraine](#). (Also see CRS Insight IN11869, *Russia's 2022 Invasion of Ukraine: Overview of U.S. Sanctions and Other Responses*.)

## Military Assistance

Through its [European Peace Facility \(EPF\)](#), the EU has committed [€3.1 billion](#) to date in military assistance financing for Ukraine, including for lethal equipment (€2.8 billion) and nonlethal supplies (€180 million). The EPF also is providing over €100 million for an [EU training mission for Ukraine's armed forces](#). Member states may be reimbursed from the EPF for assistance provided since the start of 2022. EU members' [bilateral military assistance](#) to Ukraine totals an estimated €8.6 billion (as of November 2022).

## Financial and Other Aid

In 2022, the EU, its member states, and European financial institutions [collectively mobilized €19.7 billion](#) in [financial, humanitarian, and emergency assistance](#) for Ukraine (with €9.2 billion from the EU budget, €3.2 billion from European financial institutions, and €7.3 billion in member state contributions). The [EU has proposed up to €18 billion in financial assistance for 2023](#) (in the form of favorable loans).

The EU also coordinates the delivery of [in-kind emergency supplies](#) to Ukraine. A [temporary protection mechanism](#) provides Ukrainian nationals who have fled with immediate residency rights and access to benefits throughout the EU. (Also see CRS Insight IN11882, *Humanitarian and Refugee Crisis in Ukraine*.)

## Addressing Energy Dependence

Russia's war in Ukraine has heightened longstanding concerns about EU dependence on Russian energy imports, in particular natural gas. Russia [substantially reduced](#) gas pipeline deliveries to the EU in 2022. By late 2022, pipeline gas from Russia accounted for roughly 8% of EU gas imports ([down from 40%](#) in

early 2022), although EU imports of Russian liquefied natural gas (LNG) [increased](#) somewhat during the same period. The EU has pledged to [phase out Russian fossil fuel imports before 2030](#).

## U.S.-EU Cooperation and Congressional Interests

The United States and the EU have cooperated closely in responding to Russia's aggression against Ukraine. Many [sanctions](#) are identical or substantively similar. The two partners have worked together to establish a [task force on sanctions enforcement](#), to [suspend Russia's preferential trade treatment](#) under World Trade Organization rules, and to [formulate the new G7 price cap on Russian oil exports](#).

In March 2022, [President Biden](#) committed to [help the EU reduce its dependency on Russian gas](#), in part by boosting LNG shipments to the EU. A [new U.S.-EU task force on energy security](#) is to implement this and other goals. Some in the EU, however, are [frustrated](#) with high U.S. LNG prices.

Some U.S. officials appear [concerned](#) that Europe's energy crisis and [economic difficulties](#) could [pressure](#) EU governments to [moderate policies toward Russia and Ukraine](#), potentially weakening sanctions or increasing calls for negotiations, or impeding EU financial support to Ukraine. [EU financial aid disbursements](#) faced [some delays](#) in 2022, but such disbursements [accelerated](#) by the end of the year. Some in Congress may be [interested](#) in evaluating the extent and pace of EU assistance to Ukraine and monitoring U.S.-EU coordination.

Russia's invasion of Ukraine also has implications for several EU initiatives of possible interest to Congress:

- **Security and Defense.** The war could [prompt](#) greater EU efforts to improve military capabilities and strengthen the [NATO-EU partnership](#).
- **Energy and Climate Policies.** Russia's actions could accelerate EU energy diversification efforts, [bolster](#) the [European Green Deal](#), and present opportunities for U.S.-EU clean energy cooperation. The EU worries, however, that [new U.S. subsidies for green technologies](#) could divert trade and investment away from the EU. A [U.S.-EU task force](#) is seeking to [address EU concerns](#).
- **EU Enlargement.** Traditionally, strong bipartisan support has existed in Congress for [EU enlargement](#). In June 2022, the EU declared [Ukraine](#) and [Moldova](#) official candidates for membership. Joining the EU typically takes many years.

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