

# The Impact of Public Security on Foreign Policy: A Case Study of the European Union's Assistance to Ukraine

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**Abstract.** This paper analyzes the specific impact of public security factors on European foreign policy, using European aid to Ukraine as a case study. The Ukrainian crisis, as a regional conflict, has evolved into a global problem with profound impacts on the international political, economic, and security landscape, exacerbating Europe's concerns about public security and significantly affecting the transformation of EU foreign policy. The study takes the Ukrainian crisis as a case study, which has triggered a series of public security issues, such as ecological disasters, energy security threats, refugee flows, food security crises, etc., which not only threaten Ukraine itself, but also pose a challenge to the security of the European region. The study focuses on the impact of public security on the formulation and implementation of European foreign policy. The analysis provides a detailed analysis of the historical evolution of European relations with Ukraine, the specific impact of the Ukrainian crisis on public security in Europe, and changes in the foreign policy of European countries. The study finds that public security factors play a key role in the formulation and implementation of foreign policy decisions, and that the process of European assistance to Ukraine is one of mutual shaping and dynamic development of public security and foreign policy.

**Keywords:** public security; foreign policy; European aid; Ukrainian crisis.

## 1. Introduction

The crisis in Ukraine, which originated from the outbreak of the Crimea incident in 2014, has evolved from a regional conflict into a complex crisis that has profoundly affected the global political, economic and security landscape. The crisis has not only challenged the basic principles of international law, but also posed a multidimensional threat to public security in Europe and globally through a chain reaction of energy shortages, refugee flows, ecological disasters and food crises. Europe has become the direct bearer of the Ukrainian crisis. The continued escalation of the crisis has exacerbated the EU's public security concerns-from disruptions in energy supplies to risks to nuclear facilities, and from the influx of millions of refugees to disruptions in the food supply chain-that threaten to force Europe to re-examine its foreign policy priorities and to take an unprecedented series of interventions.

Public security, one of the core topics in the study of international relations, has traditionally focused on military and political threats, but in the context of globalization, its connotation has expanded to encompass multidimensional risks that encompass ecological, social, economic, and public health. The crisis in Ukraine has exposed the urgency of this comprehensive view of security. For example, the militarized standoff at the Zaporozhye nuclear power plant not only threatens regional.

For example, the militarized confrontation at the Zaporozhye nuclear power plant not only threatens regional ecological security, but may also trigger a transnational public health disaster due to nuclear leakage; while Russia's blockade of Black Sea ports has a direct impact on the global food market, exacerbating the pressure of inflation and the contradiction in the distribution of resources in European society. These phenomena show that public security has transcended the scope of a single country and has become an important driver of transnational collaboration and foreign policy linkages. Using the Comprehensive Security concept as a theoretical framework and the specific case of the Ukrainian crisis, this paper explores how the five core dimensions of public security - the safeguarding of sovereignty of the lords, the prevention of ecological disasters, the stabilization of

the social order, the prevention of diseases and casualties, and the stabilization of economic development -how they influence the formulation and adjustment of European foreign policy. The research employs qualitative methods to systematically analyze the evolution of Europe's foreign policy strategy at different stages of the crisis by combing the texts of EU resolutions, policy statements of the leaders of member states, and data on aid to the U.S. from 2022 to the present. The case section focuses on the four major areas of ecological disasters, energy crisis, refugee flows and food crisis, revealing the dynamic connection between public security threats and policy responses.

In terms of theory, this study builds a framework for the interaction between public security and foreign policy to make up for the insufficient attention paid to non-traditional security factors in existing studies; in terms of practice, this study provides policy insights for the international community to deal with complex crises, emphasizing the need for transnational collaboration and forward-looking risk assessment. The Ukrainian crisis is not only a litmus test for public security in Europe, but also a typical case of how foreign policy adapts to multidimensional security challenges in the time of globalization.

## **2. Review of relevant studies**

The mechanism of interaction between public security and foreign policy is a core topic in international relations research, with most of the established studies focusing on traditional security dimensions such as military conflict and geopolitics (Lonardo, 2022) [1]. However, the non-traditional security threats (e.g., ecological disasters, energy crisis, refugee flows) exposed by the Ukraine crisis have prompted academics to turn to the Comprehensive Security (CS) perspective, which emphasizes the multidimensionality of security and its dynamic impact on foreign policy (Grossi & Mauro, 2023) [2]. Taking the case of European assistance to Ukraine as an example, this paper starts from a five-dimensional framework of “sovereignty protection, ecological disaster prevention, social order stabilization, disease and casualty prevention, and economic development stabilization”, and the existing literature can be summarized in the following directions:

### **2.1. Public Security Threats and Prioritization of Diplomatic Resource Allocation**

Analyzing the financial structure of EU aid to Ukraine, Mauro (2025) finds that 49% of the budget is allocated to economic and social resilience building, 37% to military support, and 14% to refugee resettlement. This distributional logic directly echoes the ‘stabilization of economic development’ and ‘stabilization of social order’ dimensions proposed in this paper, but the study does not go further to explain how different phases of the crisis (e.g., the escalation of ecological catastrophes or the breakdown of the energy supply chain) forced the EU to refocus its aid. For example, while the Zaporozhye nuclear power plant risk event is mentioned, its direct impact on the shift of EU military aid towards “offensive weapons” (e.g. F-16s) is not systematically explored [2].

### **2.2. Institutional response of legal instruments to the dimension of public security**

From an international law perspective, Lonardo (2022) argues that the EU's authorization of member states to provide lethal weapons through the European Peace Fund (EPF) is essentially a response to the crisis of “sovereignty guarantees for the sovereignty of the lords” by using the established legal framework rather than a breakthrough in the EU’s competences. This conclusion supports the paper's observation of “institutional continuity”, but does not analyze in depth how sanctions (e.g., freezing Russian assets for ecological restoration) link “ecological disaster prevention” and “economic development stabilization”. In addition, Ongaro et al.’s (2022) proposed transition from ‘conditionality’ to ‘solidarity’ in EU governance could explain the link between ‘humanitarian exemptions’ (e.g., agricultural tariff removal) and ‘economic development stabilization’ in the EU’s assistance to Ukraine. The coexistence of ‘humanitarian exemptions’ (e.g., tariff elimination for agricultural products) and ‘strategic constraints’ (e.g., restrictions on the use of weapons) in EU assistance to Ukraine is not framed in terms of the urgency of specific security threats [1].

### **2.3. Two-way Shaping of Judicial Reform and Social Order Stabilization**

Kolomoiets and Agapova (2024), focusing on the EU's support to the Ukrainian justice system, point out that the Prison Reform Program (SPERU+) has strengthened the stability of the social order through the introduction of European regulatory concepts. This study is highly relevant to the “social order stability” dimension of this paper, but it is limited to the judicial field and does not reveal the relationship between judicial independence and “protection of sovereignty” (e.g., anti-corruption promotes the government's credibility) and “stability of economic development” (e.g., the business environment). However, it is limited to the judicial domain and does not reveal the cross-cutting effects of judicial independence with the “protection of sovereignty of the lords” (e.g. anti-corruption promotes government credibility) and the “stabilization of economic development” (e.g. improvement of business environment). For example, the “property recovery mechanism” of the EU's judicial assistance to Ukraine involves both anti-corruption and indirect support for economic reconstruction through the freezing of Russian assets, a composite logic that is not sufficiently integrated in the existing literature [3].

### **2.4. Complex crises and the limits of transnational collaboration**

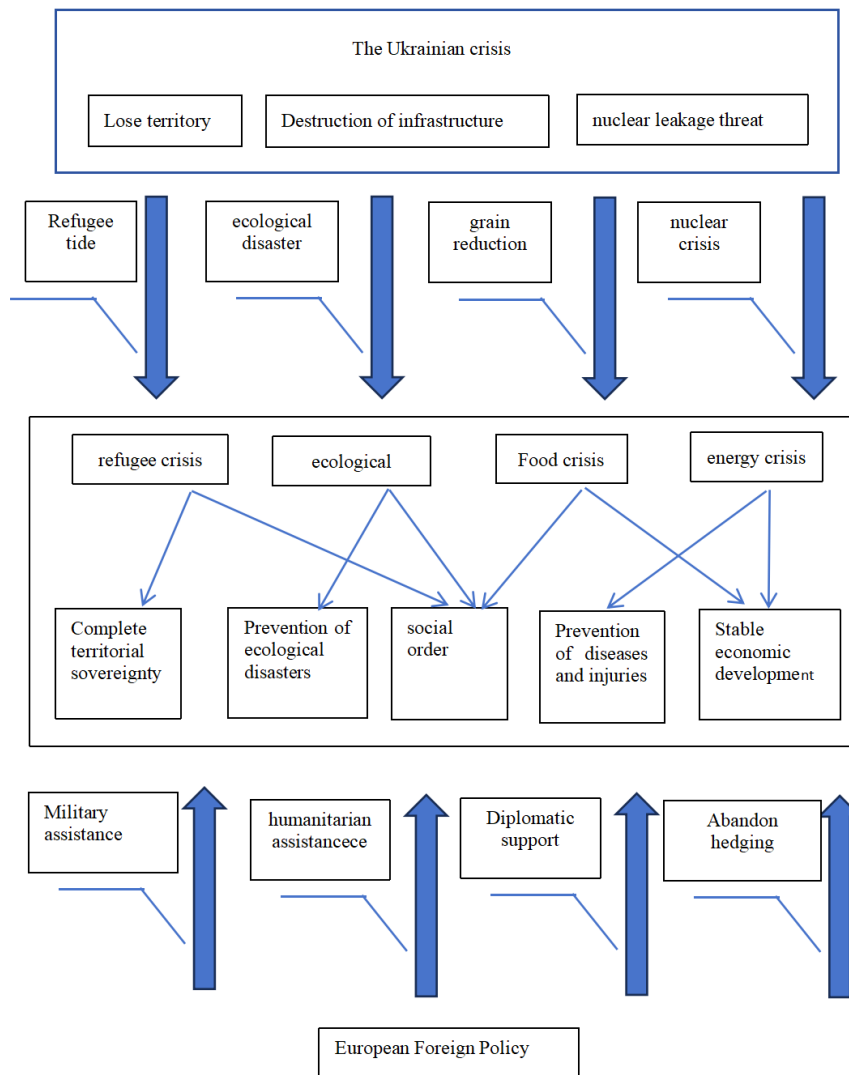
Grossi and Vakulenko (2022) compare multinational aid patterns to Ukraine, noting that the EU's Solidarity Corridor mitigates global supply chain crises through food export guarantees, reflecting a diplomatic strategy with an “economic development stabilization” dimension. However, the study does not address how transnational public health risks arising from ecological disasters, such as the destruction of the Novocherkashovka dam, may compel the EU to strengthen its collaboration mechanisms with the IAEA. In addition, Mauro's (2025) reference to the Temporary Protection Directive (TPD), while mitigating the impact of refugee flows on European societies, fails to analyze the policy linkages between refugee resettlement and “disease casualty prevention” (e.g., cholera outbreaks), which is what this paper is about. This is the central concern of this paper's “dynamic adaptation” framework [2].

Previous research has provided an important foundation for public security and foreign policy studies, but most studies analyze a single security dimension in isolation and lack a systematic explanation of the intertwined nature of multidimensional threats (e.g., energy crises exacerbating ecological risks). Second, existing studies have not paid enough attention to the “dynamics” of the EU's policy instruments, especially how the escalation phase of a crisis (e.g., the threat of nuclear facilities in 2023) triggers an intensification of the “security orientation” of the foreign policy strategy. Finally, research theories lack an interdisciplinary perspective that integrates a comprehensive view of security. In this regard, this paper takes the Ukrainian crisis as a vein, constructs a five-dimensional interactive framework, and reveals the two-way shaping mechanism between public security threats and foreign policy through policy textual analysis and case cross-validation.

## **3. Framework for analyzing the impact of public security on foreign policy**

Public security is usually defined as a state of protection of the state, region from various threats, dangers and criminal activities. Public security in the international community is the protection of the lives, property, health, freedom, well-being, social environment and other public interests of citizens at the international level through the joint efforts of a plurality of subjects in a state of relative absence of danger and freedom from internal and external threats, as well as the ability to ensure such a state of security on an ongoing basis [4]. Foreign policy is the strategy and course of action adopted by a state or international organization in its international relations to safeguard its interests and promote its security, economic development, and international standing. Foreign policy is usually formulated by the government and is influenced by a variety of internal and external factors, such as historical background, geographic location, economic situation, cultural values and the international environment [5].

Public security considerations can influence the formulation of a country's foreign policy. In the Ukrainian crisis, Russia maintains its influence in Eastern Europe through military means, while Europe, as a major regional power, has a foreign policy that is heavily influenced by regional public security and the tradition of continental balance of power.



**Figure 1.** The Ukraine crisis affects EU foreign policy through public security

This study proposes that a “comprehensive view of security” should be incorporated into public security. This theory emphasizes the multidimensional composite nature of security, covering military, political, economic, social and environmental dimensions [6]. Based on the empirical analysis of the Ukrainian crisis, European public security can be materialized into five dimensions: (1) protection of sovereignty: the core lies in the maintenance of territorial security, and the full occupation of Ukraine by Russia will lead to the disappearance of the buffer zone, which will make the three Baltic States (the most active countries in Ukraine's assistance) directly border with Russia; (2) prevention of ecological disasters: the need for the establishment of emergency response mechanisms, such as the European Union's continuous monitoring and evaluation of the Novocherkasskovka dam and the Zaporozhye nuclear power plant. Zaporozhye nuclear power plant; (3) social order stability: the loss of territory triggered by the influx of refugees may impact on the Western social order, while the risk of the flow of weapons from Ukraine to criminal groups exacerbates the security concerns; (4) prevention and control of disease casualties: the need to curb the battlefield casualties triggered by the public health crisis; (5) economic stability and development: a secure environment is a prerequisite for economic prosperity.

According to the prioritization theory, when public security becomes a core national concern, policy resources will be tilted toward this area [7]. Based on the above security dimensions, this study focuses on analyzing Europe's foreign policy adjustments to contain the expansion of Russia's influence and safeguard its own security interests. The following analytical framework is proposed to verify how the security dimensions substantively influence resource allocation and strategic prioritization in foreign policy making.

#### **4. Analysis of the impact of the Ukrainian crisis on public security in the European region**

The specific impact of the Ukrainian crisis on public security in the European region is explored on the basis of each of the five core dimensions of public security, namely, safeguarding sovereignty, preventing ecological disasters, stabilizing social order, preventing disease and casualties, and stabilizing economic development.

Although the impacts of the Ukrainian crisis are broad and multidimensional, its notable impacts in the four dimensions of ecological disaster, energy crisis, refugee influx, and food crisis profoundly reflect the interactions and challenges of the aforementioned dimensions of public security. Among them, “ecological disaster triggering and crisis management” directly corresponds to “ecological disaster prevention” and “social order maintenance”, while “energy crisis and emergency response” directly corresponds to “ecological disaster prevention” and “social order maintenance”, while “energy crisis and emergency response” directly corresponds to “ecological disaster prevention” and “social order maintenance”. Energy crisis and emergency response” not only threatens the ‘stability of economic development’, but also indirectly involves the ‘prevention of diseases and casualties’ due to the risk of nuclear facilities. “The emergence of refugee flows has a direct impact on the stability of the social order and implicitly poses a potential challenge to the safeguarding of sovereignty due to the pressure on the resources of the host country. In addition, “food crises and emergency supplies” emphasize the centrality of “stability of economic development” to public security by disrupting supply chains and exacerbating inflation. By combining practical examples with theoretical frameworks, this section aims to reveal how the Ukrainian crisis has triggered a chain reaction in different dimensions of public security, shaping the dynamics of European foreign policy.

The Ukrainian crisis has had a profound impact on public security in the European region, notably in the following four dimensions.

##### **4.1. Triggering of ecological disasters and crisis management**

The crisis in Ukraine has triggered a major ecological security crisis, centered on the destruction of the Novokahovka dam and the risk to the Zaporizhzhia nuclear power plant.<sup>2023</sup> On June 7, 2023, the Novokahovka dam on the Dnipro River was attacked, and the 30-meter-high dam failure triggered a basin-wide disaster. Flooding downstream of the dam, which had previously reached a historic peak of 175 meters due to Russian impoundment, threatened the population on both banks and damaged the ecology of the Black Sea. The damage to the dam, which serves as the water supply for the Crimea and Zaporozhye nuclear power plants, led to: 1) the collapse of the Askania Nova ecosystem, Europe's largest grassland, and the extinction of endangered species such as zebras; 2) the displacement of 400,000 people, exacerbating the pressure on Europe's refugee population; 3) the floodwaters' carrying of pollutants, leading to the crisis of drinking water and the increased risk of spreading epidemics, such as cholera; and 4) the inundation of 30% of Ukrainian farmland, which impacted Food security, metallurgy and other industries suffered serious losses; 5) falling reservoir levels jeopardized the cooling systems of nuclear power plants. Professor Hubert Chanson of the University of Queensland pointed out that the ecological restoration of this dam failure is much more difficult than regular flooding.

## 4.2. Energy crises and emergency response

The crisis at the Zaporozhye nuclear power plant has escalated simultaneously. The largest nuclear power plant in Europe has been under constant threat of military conflict since it came under the control of Russian forces in March 2022: 1) cooling water supply has been directly affected by the dam breach; 2) the fighting has led to numerous fires around the facility, and the IAEA's repeatedly obstructed inspections have shown weak security; 3) the leakage of 30 tons of plutonium and 40 tons of enriched uranium from the stockpile could contaminate up to 2 million km<sup>2</sup>, and the spread of radiation to the 10 countries surrounding Ukraine would trigger a surge in cancer rates and a massive ecological disaster; and 4) the potential wave of nuclear migrants could far outweigh the effects of Chernobyl. Despite the international community's call for the establishment of a demilitarized zone (DMZ), Russia and Ukraine are accusing each other of creating the crisis - the Ukrainian side accusing the Russians of militarizing the nuclear power plant, and the Russian side counter-accusing the Ukrainian side of orchestrating a “humanitarian graft”.

## 4.3. Refugee influx and resettlement

Refugee flows triggered by the conflict have created a structural impact: by 2023, more than 7.8 million Ukrainians will be displaced, 5 million of them to European countries. Atlantic Council expert Christine Hooker and others emphasized the need to use the freezing of Russian assets for ecological restoration and to establish mechanisms for accountability for war crimes. The crisis chain not only highlights traditional security threats, but also reveals the deeply intertwined nature of ecological-energy-humanitarian crises in modern conflicts.

The following Table 1 shows the number of refugees as a result of the crisis in Ukraine:

**Table 1.** Refugee intake in Ukraine (as of 2024) Country

	number of people	Country	number of people
Poland	Approx. 2.3 million	Slovakia	Approx. 100,000
Germany	Approx. 1.13 million	Austria	Approx. 100,000
Romania	Approx. 602,000	Italy	Approx. 168,000
Hungary	Approx. 360,000	Spain	Approx. 192,000
Czech Republic	Approx. 381,000	France	Approx. 150,000
UK	Approx. 182,000	Netherlands	Approx. 50,000
Moldova	Approx. 100,000		

Source: Kiel Foundation Institute for the World Economy, Germany.

According to a report released on March 1, 2022 by the Center for Global Development, a U.S.-based think tank, the influx of Ukrainian refugees in its first year will cost several European countries about \$30 billion in terms of lodging, transportation and food. In Poland, for example, the demand from Ukrainian shoppers has accounted for almost half of the country's recent growth in consumer spending, with retail spending in Poland up 22 percent year-on-year in March, according to Polish central bank governor Grabinski. Nonetheless, the financial burden of accepting large numbers of refugees on countries such as Poland is still enormous, and it is likely that the benefits will still not make up for the economic outlay. At the same time, an influx of refugees would suddenly increase demand for accommodation, energy, food and healthcare, which would further fuel a supply crisis and rising inflation. Inflation in the eurozone is currently at 5.8% and is expected to rise to 7% in the EU that year, given soaring energy prices.

## 4.4. Food crises and emergency supplies

Ukraine is known as the “breadbasket of Europe” and is the world's second largest grain exporter. After the outbreak of the Russian-Ukrainian conflict, the Black Sea and other ports were blocked, leading to the stagnation of Ukraine's grain shipping. 2022 March to June, Ukraine's grain exports

fell sharply, respectively, 322,000 tons, 970,000 tons, 1.2 million tons and 1.41 million tons. 2022, Ukraine's total spring grain acreage shrunk from 5.9 million hectares in 2021 to 5.5 million hectares, and the total area of grain (winter and spring) decreased by 1.4 million hectares to 10.2 million hectares. winter and spring) decreases by 1.4 million hectares to 10.2 million hectares, and Ukrainian grain production will fall to about 45 million tons in 2023 from 53.1 million tons in 2022.

Russia and Ukraine together account for 29% of global wheat exports, 19% of corn exports, and 80% of sunflower oil exports. According to the United Nations Food and Agriculture Organization (FAO), the Russian-Ukrainian conflict is projected to lead to a 7 percent increase in long-term global food prices. in 2022, world corn prices will rise by an average of 24.8 percent and wheat prices by 15.6 percent from 2021.

The following Table 2 illustrates the impact of the Ukraine crisis on world food supplies:

**Table 2.** Impact of the crisis in Ukraine on world food supply

Project	2021	2022	variations
Ukraine's spring cereal planting area (million hectares)	590	550	-40
Ukraine's total cereal planting area (million hectares)	1160	1020	-140
Ukrainian grain production (million tons)	5310	4500	-810
World corn price increase	-	24.8%	-
World wheat price increase	-	15.6%	-

Source: Ministry of Agricultural Policy and Food of Ukraine, UN Comtrade, Ukrainian Grain Association (UGA).

As a result of the conflict, Ukraine's food production and transportation capacity has been significantly reduced and food exports have been blocked. As a demonstration of its support for Ukraine, the European Union announced in May 2022 the establishment of a “solidarity corridor” with Ukraine, lifting import tariffs and quotas on Ukrainian agricultural products and allowing them to be sold to the European Union, which has led to a rapid increase in Ukrainian food imports to European countries, but has also harmed the interests of European farmers.

## **5. Development stages of European and Ukrainian foreign policy and analysis of policy texts**

### **5.1. Early post-cold war period (early 1990s)**

After the collapse of the Soviet Union, Ukraine, as an independent state, began to seek closer relations with the West, and in 1994, Ukraine and the European Union (EU) signed the Partnership and Cooperation Agreement (PCA), marking the formalization of their relationship. Ukraine hoped to leverage the EU's political and economic support for its transformation, while the EU also hoped to bring Ukraine into its sphere of influence through cooperation.

### **5.2. Stage of balanced diplomacy (1994-2004)**

In the early years of its independence, Ukraine adopted a strategy of “multi-pronged diplomacy” in an attempt to maintain a balance between Russia and the West, and became a potential member of NATO in 1997, when NATO signed a charter for a special partnership with Ukraine. Characteristics: At this stage, Ukraine wanted to strengthen cooperation with the EU and the United States, but was also reluctant to completely alienate itself from Russia.

### **5.3. European Union Eastern Enlargement and Neighborhood Policy Phase (2004-2014)**

In 2004, Ukraine became the EU's most important eastern neighbor after the EU's eastward expansion, and in 2004, the EU introduced the Neighborhood Policy (ENP), which was designed to ease Ukraine's accession aspirations. The relationship between Ukraine and the EU has deepened, with extensive cooperation in the economic, political and security spheres.

#### 5.4. After the “Orange Revolution” (2005-2014)

After the “Orange Revolution” in 2004, Ukraine’s European policy changed markedly, with the new regime becoming more active in promoting European integration, and in 2005 Ukraine adopted a draft national strategy for European integration and the Government created the post of Deputy Prime Minister for European Integration. At this stage, Ukraine's strategic goal of joining the European Union and NATO became clearer.

#### 5.5. Crimean crisis and Russian-Ukrainian conflict (2014-present)

The Crimean crisis of 2014 became a watershed moment in Ukrainian foreign policy, when Ukraine completely abandoned its hedging strategy and turned fully to the West. In 2014, Ukraine signed an Associated State Status Agreement with the EU to achieve deep economic integration. Ukraine sees EU and NATO membership as an important means of maintaining national security and modernization. For its part, the EU supports Ukraine through economic assistance and sanctions against Russia.

#### 5.6. Stage of prolongation of the Russian-Ukrainian conflict (2024 and beyond)

With the prolongation of the Russia-Ukraine conflict, the EU's support to Ukraine is facing new challenges and adjustments. In 2024, the EU has committed to provide Ukraine with 1.5 billion euros of support per month, demonstrating its continued investment in both the military and economic spheres. The EU is focusing more on the combination of strategic interests and public security in its assistance to Ukraine. The historical contextualization of the above stages provides a clear picture of the evolution of Ukraine's diplomatic relations with the EU and the key role played by public security considerations.

### 6. Foreign policy of European countries after the outbreak of the Ukrainian crisis and the consideration of public security elements

This study collected 37 policy texts from 2022 to the present from the official websites of the European Union and the governments of the main EU member states, as well as from data published by authoritative organizations such as the Kiel Foundation Institute in Germany, including documented resolutions of the European Union, actions of European leaders (solidarity and visits to Kiev), and assistance in terms of material goods as the three main dimensions of foreign policy research.

On this basis, the evolution of European foreign policy during the development of the Ukrainian crisis is analyzed. The policy analysis for each year is shown in the table below:

**Table 3.** Analysis of the main changes in foreign policy of European importance in the course of the development of the Ukrainian crisis (2022-2025)

Crisis time	Specific events of the Ukrainian crisis	Time for Europe to respond	Foreign policy responses in Europe	Foreign policy shifts based on public security considerations
2022				
February 23	Russia recognizes independence of Donetsk and Luhansk	February 23	The EU quickly announced the first wave of sanctions against Russia. These included economic sanctions against Russian banks and officials, as well as the suspension of the approval process for the Nord Stream 2 gas pipeline project.	Nord Stream, a Russia-friendly project created under Angela Merkel, reflects Europe's changed stance on Russia

February 24	Russia's full-scale attack on Ukraine	February 24	Strong and widespread condemnation of Russia's military actions across Europe.	Putting more diplomatic pressure on Russia.
March full month	Russia's siege of Kiev, with the two sides holding each other in the Kiev region and occupying the capital of Kherson oblast	March 24-25	The European Council condemned a series of Russian actions and demanded that Russia immediately stop war crimes, guarantee safe passage for trapped civilians, release all hostages and provide humanitarian access.	Prompting the international community to pay more attention to Russia's behavior in the war and taking a more favorable position in public opinion.
May 20	Mariupol occupied by Russia	Early May	The EU established a "solidarity corridor" with Ukraine, lifting import tariffs and quotas on Ukrainian agricultural products and allowing the sale of Ukrainian agricultural products to the EU.	Provide Ukraine with a stable income that would facilitate the continuation of the war.
		May 30th	The Speaker of the European Parliament emphasized the important role of the EU in facilitating Ukraine's accession to the EU.	At this point Ukraine's membership in the EU is the main agenda.
		Mid to late June	On the 16th, German Chancellor Scholz, French President Macron and Italy's then-Prime Minister Draghi visited Kiev. On the 23rd, the EU summit approved Ukraine as an EU candidate country.	Further clarifies supportive attitudes.
July 23rd	Russian missiles strike Black Sea port city of Odessa despite food deal.			
From August to September	Ukraine recovers large parts of Kherson and Kharkiv.			
From September 23rd to 27th	Donetsk, Luhansk, Zaporozhye and Kherson regions "openly invested in Russia".	September 28	Von der Leyen announces the eighth round of sanctions against Russia. Scholz calls it a "sham referendum". Macron calls it a "botched show".	Provided significant political support and increased Ukraine's confidence in maintaining its sovereignty and territorial integrity.
October 10 onwards	Russia conducts massive airstrikes on Ukrainian energy facilities.			
		November 14	EU foreign ministers announce official launch of	Helped Ukraine to better cope with Russian military pressure.

			mission to train Ukrainian soldiers.	
		From November to December	EU urgently allocates 1 billion euros to rebuild Ukraine's energy infrastructure. Paris aid conference countries decided to spend about 1 billion euros to help Ukraine through the winter season.	Improved the lives of the Ukrainian population and reduced the number of refugees.
		December 16	EU approved 18 billion euros of economic aid to Ukraine for 2023.	
2023				
		January 20	The European Parliament resolved to set up a tribunal to prosecute Russia for crimes in the war.	Increased international attention to Russia's behavior in the war.
February 20	Russia makes public its strategic intent to “fully occupy Ukraine” and perpetuate the Ukrainian crisis.			
March 6	Video of Ukrainian POW Machievsky being killed by Russian soldiers after shouting “Glory to Ukraine.			
		April 5	Zelensky invited to visit Warsaw, Poland for the first time	Increases Ukraine's visibility in Europe.
		April	European Commission issues proposal to recognize academic and professional qualifications of refugees.	Facilitated refugee employment in Europe
May 20	Russian troops occupy Bakhmut.			
June 6	The bombing of the Novokahovka hydroelectric dam has caused a serious ecological disaster.			
Early June	Ukraine's Counteroffensive Takes Heavy Losses.	June 15	European Parliament resolves to support Ukraine's NATO membership.	Facilitated increased European aid to Ukraine under the NATO framework and pushed more NATO members to pay attention to Ukraine's claims.
		July 11	Europe leads to F16 training alliance.	Demonstrated European support for Ukraine's counteroffensive.

		November 23rd	European Parliament Narrowly Abolishes Veto Power.	Avoids pro-Russian countries such as Hungary from using a veto to block aid implementation.
		Early November	European Countries Negotiate to Lift Restrictions on Ukraine's Use of Its Weapons Against Russian Territory.	Revealed a tougher anti-Russian stance
Early December	Bipartisan disagreement in the United States over aid to Ukraine, which was halted when a budget involving aid was not passed.	Mid-December	EU opens accession talks with Moldova and grants Georgia candidate status.	Abandoned hedging strategy and absorbed, further compressing Russia's viability.
2024				
January	Trump's return to the White House "disturbing".	January	Europe commits to being ready to independently help Ukraine achieve a final victory after the U.S. pulls out of aid to Ukraine.	On the one hand, it demonstrates Europe's further independence in handling Russia-US relations, and on the other hand, it strengthens Ukraine's confidence.
February 17	Russia Occupies Avdiivka.	February 16-18	Munich Security Conference expresses concern over Ukraine's prospects.	Signals Europe's increased assistance.
June	Russia Signals and Sets Conditions for Talks, Ukraine Rejects Them.	June 20	Ukraine's EU accession talks officially begin.	Marks the first time the EU has absorbed a candidate country in a state of war, further clarifying its supportive stance toward Ukraine.
July	Russia's Massive Attack.	July	European leaders at NATO summit unanimously agree on Ukraine's NATO membership.	Offers Ukraine the prospect of long-term security.
August 6	Ukraine storms Russia's home state of Kursk.			
October 18	North Korea intervenes in Russia-Ukraine conflict.	October	EU Tightens Sanctions Against DPRK.	Isolates Russia.
November 19	A new version of Russia's Basic State Policy on Nuclear Deterrence is approved.			
December 17	UN General Assembly defines Russia's actions as "aggression" for the first time. 2025	December	The foreign ministers of Britain, France, Germany, Italy, Spain and Poland and the Ukrainian Foreign Minister sign a statement on Ukraine's NATO membership.	Signaled willingness of major European powers to grant Ukraine post-war security guarantees.
2025				
February 12	Trump and Putin have 90-minute call.	February 13	Major EU member states issue a joint statement on	Reinforces the legitimacy of Ukraine's participation in the

			the need for Europe and Ukraine to engage in negotiations.	negotiations as a sovereign state, making the international community more attentive to the entire negotiation process, thus aiming to avoid Ukraine's interests being sacrificed in the shadows.
February 15	Munich Security Conference Vance lashes out at Europe and Ukraine.	February 15	European countries condemn US interference in Europe's internal affairs and betrayal of Ukraine.	
February 18	US-Russia diplomatic delegation meets in Saudi Arabia to discuss truce arrangements. EU and Ukraine excluded.	February 19	The European Commission and the United Kingdom have issued a joint statement making it clear that any Russia-Ukraine ceasefire negotiations without European and Ukrainian participation are invalid.	
February 20	Trump accuses Zelensky of being a dictator.	February 21	A number of European countries clearly rejected Trump's accusations against Zelensky, emphasized the legitimacy of his popular election, and reaffirmed their strong commitment to Ukraine through enhanced military assistance and financial support.	
February 28	Trump and Zelensky get into a heated argument at the White House, after which the Ukrainian delegation is thrown out of the White House.	February 28	Zelensky and a number of European dignitaries Prime Minister's Office invited to the UK to jointly discuss assistance to Ukraine.	Improved Ukraine's isolation after the U.S. withdrew aid, and promoted the creation of a European security system based on Britain, France, and Germany
March 9	Musk threatens to shut down Ukrainian Starlink as US suspends intelligence sharing to Ukraine.	March 9	On the one hand, European satellites are gradually replacing the star chain, and on the other hand, Australia and other countries are joining the assistance to Ukraine.	Short-term: avoiding the deterioration of the Ukrainian battlefield at the same time. Long-term: reducing Europe's dependence on the U.S. for defense.

The multidimensional threat to European public security posed by the Ukrainian crisis has directly contributed to a major reorganization of the foreign policy of European countries. Based on “the guarantee of sovereignty of the lords, the prevention of ecological disasters, the stabilization of social order, the prevention of diseases and casualties, and the stabilization of economic development”, Europe's policy shifts in the military, economic, and foreign policy spheres show a distinct security-oriented character. According to the policy combing in 2022-2025, the analysis of European foreign policy performance is:

### **6.1. Guarantee of sovereignty of lords and escalation of military assistance**

Russia's direct violation of Ukraine's territorial sovereignty, in particular its military occupation of the Donbass and Zaporizhia, threatens the security of the European continent's balance of power. In order to curb Russian expansion and preserve the territorial integrity of Ukraine and its Eastern European neighbors, European countries have significantly strengthened their military support for Ukraine. For example, Germany has set up a special defense fund of 100 billion euros, Poland and other countries have provided Ukraine with main battle tanks and air defense systems, and arms assistance has gradually shifted from defensive to offensive. Such initiatives are not only aimed at supporting Ukraine to restore its sovereignty, but also through the enhancement of Ukraine's military capabilities, to build a strategic buffer zone for the countries of Eastern Europe, to prevent the further westward expansion of Russian power. In addition, the EU's push for the abolition of the veto (November 2023) and support for Ukraine's NATO membership (July 2024) reflect the diplomatic logic of strengthening sovereignty guarantees through institutional arrangements.

### **6.2. Collaboration on ecological disaster prevention and crisis management**

The bombing of the Novokahovka dam and the risk of the Zaporozhye nuclear power plant have exposed the systemic threat of war to regional ecological security. In response to potential nuclear leaks and water contamination crises, Europe has put ecological security at the heart of its diplomatic agenda: on the one hand, the EU and the International Atomic Energy Agency (IAEA) have sent teams of experts to Zaporozhye to assess the risks and call for the establishment of a “demilitarized zone”; on the other hand, the EU has strengthened transnational cooperation mechanisms by freezing Russian assets and targeting them to the Ukraine for ecological restoration. On the other hand, by freezing Russian assets and directing them to Ukraine for ecological restoration, we have strengthened the mechanism of transnational cooperation. Such policies are both a direct response to the “ecological disaster prevention” dimension and a means of curbing the collateral effects of war on the European environment through technical assistance and pressure from international public opinion.

### **6.3. Stabilization of the social order and humanitarian intervention**

The influx of more than 5 million Ukrainian refugees (by 2024) poses a double challenge to the European social order: a strain on housing and medical resources and a potential security risk in the receiving countries. In response, European countries have adopted policies to alleviate the pressure at multiple levels: first and foremost, Europe has stepped up its military assistance to Ukraine in order to slow down the loss of Ukrainian territory and radically reduce the number of refugees. Secondly, the European Union has abolished tariffs on Ukrainian agricultural products and allocated special funds to improve living conditions in Ukraine and reduce the pressure on refugee outflows. At the same time, it has taken a number of measures to resettle refugees who have already arrived in European countries, to promote mutual recognition of their professional qualifications and to facilitate their social integration; these measures not only reflect a concern for the “stabilization of the social order”, but also indirectly safeguard social security in Europe by reducing the scale and impact of the refugee influx.

### **6.4. Disease and Injury Prevention and Public Health Assistance**

The casualties on the battlefield and the movement of refugees may lead to the spread of infectious diseases (e.g., cholera and typhoid), which will threaten the safety of public health in Europe. For this reason, Europe has incorporated medical assistance into its support system for Ukraine: Germany, France and other countries have provided Ukraine with field hospital equipment and vaccines, and the European Union has allocated emergency funds for the reconstruction of medical facilities. At the same time, European diplomatic solidarity (to promote international attention to the problem of civilian casualties in Ukraine, aimed at reducing the long-term impact of the humanitarian catastrophe

on the region's health). Such policies respond directly to the “disease and casualty prevention” dimension and emphasize the importance of public health security in foreign policymaking.

### **6.5. Stabilization of Economic Development and Sanctions Against Russia - A Dual-Track Strategy of Aid**

The energy crisis and the disruption of the food supply chain (e.g., the blockade of Black Sea ports) have had a direct impact on the economic stability of Europe. Europe has adopted a dual-track strategy of “sanctioning Russia” and “assisting Ukraine”: on the one hand, it has weakened its war capacity by imposing energy embargoes and financial sanctions (such as freezing the assets of the Russian Central Bank); on the other hand, it has stabilized global market prices by providing 18 billion euros of economic assistance (December 2022) and “solidarity corridor” to guarantee Ukraine's food exports. On the other hand, through 18 billion euros of economic assistance (December 2022) and the “solidarity channel” to ensure the export of Ukrainian food, to stabilize global market prices. This not only eases Europe's own inflationary pressures (e.g., the EU inflation rate rises to 7% in 2022), but also reflects the centrality of the “economic development and stabilization” dimension of foreign policy by keeping the Ukrainian economy afloat and preventing its collapse from triggering wider regional economic turmoil.

The reorientation of European foreign policy has always revolved around the five dimensions of public security, with the choice and intensity of policy instruments guided by the urgency of specific security threats. This dynamic adaptation suggests that public security is not only a driver of foreign policy, but that its multidimensional and intertwined nature also requires a high degree of flexibility and foresight in policy-making in order to cope with the knock-on effects of complex crises.

## **7. Conclusion**

(1) Public security considerations play a key role in foreign policy decision-making. In the face of the deterioration of the public security situation in Ukraine, the formulation and adjustment of the foreign policy of European countries are deeply driven by national and regional public security considerations. On the one hand, European countries have chosen to provide assistance to Ukraine out of concern for public security factors such as maintaining the overall security and stability of the European continent, preventing the spillover of the conflict from threatening their own national security, and guaranteeing the security of energy supplies. This shows that when public security faces potential risks or real challenges, foreign policy will be tilted in the direction of active engagement and attempts to mitigate security threats, in order to ensure the stability and controllability of its own security environment.

(2) From the perspective of specific European initiatives to assist Ukraine, the different dimensions of public security determine the diversification of foreign policy and the intensity of assistance. In terms of military security, taking into account the potential military security risk of Russian military action on Ukraine and Europe, the foreign policy of European countries reflect a strong tendency to military involvement; in the economic security dimension, in order to help Ukraine to maintain economic functioning, mitigate the risk of economic collapse due to the war brought about by the impact of the economic stability of Europe, a large number of economic assistance has also been incorporated into the scope of foreign policy, including financial support, material assistance, etc. This shows that the complexity of public security makes foreign policy flexible in form, while the intensity of foreign policy is weighed and adjusted according to the urgency and severity of security threats, in order to accurately match the needs of ensuring public security.

(3) The process of European assistance to Ukraine is not static, but is a process of mutual shaping and dynamic development of public security and foreign policy. As the public security situation in Ukraine continues to change, the foreign policy of European countries continues to adjust, and the scale, areas and modalities of assistance are constantly being optimized and expanded. At the same time, Europe's foreign policy initiatives in turn affect Ukraine's public security posture and the

security landscape of the region as a whole, further prompting countries to reassess their own security interests and diplomatic strategies. For example, when the situation in Ukraine deteriorates, Europe liberalizes many restrictions on Ukraine. When the situation is favorable for Ukraine, Europe will restrain Ukraine in order to avoid overstimulating Russia. This dynamic interaction highlights the complexity of the close connection and interdependence between public security and foreign policy, and also shows that in the real international political situation, it is difficult to consider the two in isolation, but must be placed in a dynamic interactive framework for comprehensive analysis.

This study takes European assistance to Ukraine as an example, further enriching the theoretical study of foreign policy influencing factors, emphasizing the importance of public security as a key variable, and expanding the perspectives and dimensions of foreign policy analysis. At the practical level, it is important for countries to pay full attention to the assessment and weighing of public security factors when formulating foreign policy, to anticipate in advance the diplomatic chain reaction that may be triggered by public security threats, and at the same time to focus on flexibly adjusting their strategies according to the changes in the public security situation in the course of diplomatic actions, so as to better safeguard national and regional security interests as well as to realize diplomatic goals. In addition, States are reminded to strengthen communication and collaboration in international security affairs, to jointly address public security challenges and to avoid further deterioration of the regional security situation as a result of unilateral diplomatic decisions.

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