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## US MULTIVECTOR POLICY TOWARD UKRAINE, 2014–2022: SECURITY, ECONOMIC, AND ENERGY DIMENSIONS

*The article explores the policy of the United States of America toward Ukraine during the period 2014–2022, which played a crucial role in shaping the foreign policy and security priorities of the Ukrainian state. The annexation of Crimea and the beginning of Russia's armed aggression created a new strategic environment that triggered the activation of multidimensional U.S. support. The study demonstrates that U.S. policy was systematic and included several key dimensions: security, financial-economic, political-diplomatic, and institutional. In the security domain, the evolution is traced from providing non-lethal assistance and training programs to the supply of advanced lethal weapons, the establishment of institutionalized mechanisms of support such as the Ukraine Security Assistance Initiative, and the adoption of legislative frameworks in Congress. In the financial-economic sphere, emphasis is placed on three loan guarantees amounting to \$3 billion, which ensured macroeconomic stabilization, as well as extensive bilateral programs under USAID and the U.S. Department of State to support reforms in decentralization, public administration, energy, and media. The political-diplomatic component was manifested in consistent sanctions pressure on Russia, the codification of sanctions in laws such as CAATSA (2017), and the policy of non-recognition of the annexation of Crimea, formalized in the 2018 Crimea Declaration. The culmination of this stage was the signing of the renewed U.S.–Ukraine Charter on Strategic Partnership in 2021, which defined long-term priorities of cooperation. Special attention is devoted to the energy dimension: diversification of supply sources, opposition to Russian bypass projects, and facilitation of gas and electricity market reforms. The article also analyzes the episode of political turbulence in the United States in 2019, when the temporary suspension of military aid became part of impeachment proceedings, but bipartisan consensus in Congress ensured continuity of strategic support for Ukraine. The conclusions emphasize that U.S. policy in 2014–2022 was comprehensive, combining instruments of crisis management with long-term reform and security initiatives, thus strengthening Ukraine's statehood, enhancing its resilience to external threats, and creating conditions for integration into the Euro-Atlantic security space.*

**Key words:** USA, Ukraine, security assistance, sanctions policy, strategic partnership, energy security, reforms.

**Statement of the problem.** The annexation of Crimea and the start of Russian aggression in 2014 radically changed the geopolitical context in Eastern Europe and determined Ukraine's need for external support. The United States of America became one of the key partners, combining diplomatic, security, economic and energy instruments of influence. At the same time, the question is to understand the evolution and effectiveness of US policy in 2014–2022, as it was its multidimensionality and consistency that ensured the formation of a solid foundation for Ukrainian-American cooperation and created conditions for countering Russia's large-scale aggression. The period from 2014 to 2022 has been crucial for the development of relations between Ukraine and the United States of America. The annexation of Crimea and the start of Russia's armed aggression against Ukraine radically changed the strategic priorities

of American foreign policy in Eastern Europe. The US has consistently been one of Ukraine's main partners in the areas of security, political support and economic stabilisation. The vector of their policy was manifested in a combination of diplomatic pressure on Russia, the introduction of sanctions mechanisms, the strengthening of Ukraine's defence capabilities and the promotion of its internal reforms. An analysis of the main directions of this policy allows us to trace the evolution of American approaches and identify the key factors that influenced the nature of Ukrainian-American cooperation during this period.

**Analysis of recent research and publications.** The issue of American policy towards Ukraine after 2014 has received considerable attention in the works of Ukrainian and foreign researchers. Scientific discussions focus on issues of military and security assistance (M. Cancian, CSIS analysts), the evolution

of sanctions policy and its effectiveness (H. Pifer, J. Herbst, Atlantic Council experts), as well as the role of the United States in stimulating internal reforms and countering Russia's energy pressure (analytical materials from Brookings, CRS) [1–12]. At the same time, domestic literature focuses on the institutionalisation of strategic partnership, especially after the signing of the 2021 Charter, but there is a lack of comprehensive studies that would comprehensively cover all dimensions of US policy in 2014–2022. This determines the relevance of the article.

**Task statement.** The purpose of the article is to analyse the main directions of US policy towards Ukraine in 2014–2022, identify its key dimensions, and assess the importance of American support for strengthening Ukrainian statehood, security, and gradual integration into Euro-Atlantic structures.

**Outline of the main material of the study.** To systematise and illustrate the dynamics of bilateral relations, it is advisable to summarise the key areas of US policy towards Ukraine in a chronological table (Table 1), which traces the main steps and decisions taken by the American side during 2014–2022. The policy of the United States of America towards Ukraine in 2014–2022 was characterised by multi-

vectorism, consistency and continuity, which was determined both by geopolitical transformations in Eastern Europe and internal challenges to Ukrainian statehood. Based on an analysis of the main areas of interaction, several key dimensions can be identified. First, the security dimension. Since 2014, the US has ensured the formation of a long-term mechanism for military assistance to Ukraine [5]. This process has evolved from the provision of non-lethal equipment and training programmes to the supply of modern weapon systems (in particular, Javelin anti-tank systems) and the creation of institutional channels of assistance, such as the Ukraine Security Assistance Initiative. This direction has contributed to a gradual increase in Ukraine's defence capabilities and brought its security sector closer to NATO standards.

Secondly, the financial and economic dimension. In 2014–2016, three loan guarantees totalling \$3 billion were provided, which ensured critically important macro-financial stabilisation and created conditions for Ukraine's cooperation with the IMF. At the same time, the United States invested in supporting key reforms – decentralisation, public administration, energy and the formation of an anti-corruption infrastructure. Thus, American assistance

Table 1

Key US actions regarding Ukraine in 2014–2022 [developed by the author]

Year	Key actions by the US
2014	Sanctions against Russia (E.O. 13660, 13661, 13662, 13685) Ukraine Freedom Support Act (December) First credit guarantee of \$1 billion Launch of the JMTG-U training mission (Yavoriv)
2015	Second credit guarantee of \$1 billion Expansion of sectoral sanctions Support for the creation of NABU and SAP Assistance in decentralisation and energy reforms
2016	Third credit guarantee of \$1 billion Extension of sectoral sanctions Expansion of military training
2017	CAATSA Act → sanctions against Russia 'coded' by Congress Creation of USAI (Ukraine Security Assistance Initiative)
2018	First delivery of lethal weapons (Javelin) 'Crimean Declaration' (July) → policy of non-recognition of annexation
2019	New Javelin package PEESA law → sanctions against Nord Stream 2 Temporary delay in military aid → Trump's impeachment
2020	Continuation of military training Expansion of sanctions against Russia Support for Ukraine's energy reforms
2021	Biden: temporary easing of sanctions against NS2 (May) November: Renewed US-Ukraine Strategic Partnership Charter Resumption of sanctions pressure against NS2
2022 (by 24.02)	US warns of threat of Russian invasion Active deliveries of weapons and equipment New sanctions packages being prepared in case of aggression

was not only short-term anti-crisis in nature, but also long-term institutional [4].

Third, the political and diplomatic dimension. The United States became the leading initiator of international sanctions policy against the Russian Federation, gradually expanding it from personal and sectoral measures to systemic legal consolidation through the adoption of CAATSA (2017). An important foreign policy signal was the 2018 Crimea Declaration, which formalised the policy of non-recognition of the annexation of Crimea. An additional factor was the opposition to Russia's energy expansion, in particular the Nord Stream 2 project, which was of direct importance for Ukraine's energy and transit security. The diplomatic dimension culminated in the signing of the Charter on Strategic Partnership (2021), which updated the framework for Ukrainian-American cooperation.

Fourth, the evolutionary aspect of policy. In 2014–2016, the US priorities were urgent financial stabilisation and initial defence measures. In 2017–2019, the focus shifted to institutionalising support and sanctions, as well as providing lethal weapons. In 2020–2021, US policy focused on updating the strategic framework for cooperation and responding to energy challenges. In early 2022, it moved into a phase of preventive strengthening of Ukraine's defence capabilities on the eve of a full-scale invasion by the Russian Federation.

Overall, US policy towards Ukraine in 2014–2022 was strategic in nature and combined [7]:

- deterrence of Russian aggression through sanctions and a policy of non-recognition;
- deepening of military and defence partnership;
- ensuring financial and economic stability;
- stimulation of institutional reforms;
- guaranteeing energy security.

Despite changes in administrations in Washington and political crises (in particular, the impeachment of President Trump), the basic directions of US policy towards Ukraine remained unchanged, which indicates their bipartisan consensus nature. Taken together, this has gradually strengthened the resilience of the Ukrainian state and laid the foundation for countering Russia's large-scale aggression in 2022.

Security assistance and defence partnership (Table 2)

1. Since 2014: training missions (JMTG-U, Yavoriv) and a long-term programme to train thousands of Ukrainian military personnel; since 2022, training has been moved to the EU.

2. Expansion of lethal aid: decision on Javelins in 2018, additional package in 2019; in parallel – regular deliveries of equipment, ammunition, communications equipment, etc.

3. Legislative framework for support: the Ukraine Freedom Support Act (2014) and subsequent annual appropriations (including USAI) have formed a stable channel for defence assistance.

An analysis of the United States' security assistance and defence partnership measures with Ukraine demonstrates a systematic and multi-level approach to supporting the Ukrainian state in the field of defence. First, personnel training programmes organised through JMTG-U training missions at the Yavoriv training ground and the subsequent transfer of these programmes to EU countries after the start of full-scale war in 2022 contributed to a significant increase in the professional level of the Ukrainian military. Such training ensured the integration of the Ukrainian armed forces into NATO standards, increased the effectiveness of command interaction, and allowed units to quickly adapt to modern combat conditions [9].

Table 2

Security assistance and defence partnership [developed by the author]

Area	Measures	Result/effect
Personnel training	JMTG-U training missions at the Yavoriv training ground (since 2014) Long-term training of thousands of Ukrainian military personnel After 2022, training will be moved to the EU	Improved professionalism of Ukrainian military personnel, readiness to conduct modern combat operations, integration with NATO standards
Expansion of lethal aid	Supply of Javelin anti-tank missile systems (2018) Additional aid package in 2019 Regular supplies of equipment, ammunition, and communications equipment	Strengthening of Ukraine's defence capabilities, ability to repel aggression, improved morale and combat readiness
Legislative and financial framework for support	Ukraine Freedom Support Act (2014) Annual appropriations through USAI and other programmes	Provision of a stable and predictable channel of assistance, long-term planning of defence procurement and training

Secondly, the expansion of lethal aid, including the supply of Javelin anti-tank missile systems, additional weapons packages, ammunition, communications equipment and other logistical support, significantly strengthened Ukraine's defence capabilities. This not only increased the ability of Ukrainian units to counter aggression, but also had an important psychological effect, strengthening the morale of the troops and demonstrating international support for the state in the context of the conflict.

Third, the legislative and financial support framework established through the Ukraine Freedom Support Act (2014) and annual appropriations through the USAID programme created a stable and predictable channel for assistance. This has enabled long-term planning for defence procurement, investment in personnel training and weapons modernisation, and ensured continuity of support regardless of political changes in the United States.

Thus, the comprehensive integration of these three areas – professional training of troops, logistical support and stable legislative and financial support – has formed a robust system of defence partnership. It has become a key factor in enhancing Ukraine's defence capabilities, ensuring effective cooperation with international partners and creating a basis for rapid response to external threats in the context of modern hybrid warfare. This approach demonstrates the effectiveness of combining personnel training, technological support and legal regulation in ensuring national security.

#### Financial macro-stability and economic support

Three US government guarantees totalling \$3 billion (2014–2016) to reduce the cost of external borrowing and support the IMF programme; the first in May 2014.

Reform assistance: billions of dollars in bilateral USAID/State Department programmes for decentralisation, civil service, energy reforms, media, etc. (Table 3).

The financial and economic support provided by the United States of America in 2014–2016 played a

key role in ensuring the macroeconomic stability of the Ukrainian economy and creating favourable conditions for in-depth structural reforms. The provision of three state guarantees worth \$3 billion was of strategic importance: firstly, it made external borrowing cheaper for Ukraine, which reduced budgetary expenditure on debt servicing and supported the liquidity of the state budget; secondly, state guarantees helped to increase the confidence of international financial markets and credit organisations in the Ukrainian economy, which was particularly important in the context of a deep economic crisis, military aggression in the east of the country and a significant decline in foreign economic indicators. The first such guarantee was provided in May 2014, enabling Ukraine to fulfil its key obligations to international partners in a timely manner and demonstrate its ability to pursue stabilisation policies.

At the same time, bilateral assistance in the form of targeted programmes by USAID and the US State Department played a significant role in supporting reforms in critical areas. These included decentralisation, modernisation of the civil service, energy reforms and the development of independent media. These programmes enhanced the institutional capacity of the state, introduced transparent management procedures and laid the foundation for long-term reform of public institutions. It is important to note that such support was not limited to financial injections, but included expert assistance, staff training, knowledge transfer, and reform support, which contributed to the formation of a systematic approach to managing the economy and state resources.

Together, macro-financial instruments and targeted reform support programmes created a comprehensive mechanism for Ukraine's economic stability, which not only stabilised public finances and reduced external debt risks, but also laid the foundation for long-term economic development and strengthened the state's institutional capacity. This

Table 3

#### Financial macro-stability and economic support for Ukraine [developed by the author]

Area	Measures	Result/effect
State guarantees for macro-financial stability	Three US government guarantees totalling \$3 billion (2014–2016) to reduce the cost of external borrowing and support the IMF programme – First guarantee in May 2014	Lower borrowing costs for the state, increased confidence in international financial markets, support for macroeconomic stability
Bilateral assistance for reforms	Billions of dollars in USAID and State Department programmes to support reforms in decentralisation, public service, energy, media, etc.	Support for structural reforms, strengthening of the state's institutional capacity, development of transparent and effective state institutions

approach combined short-term stabilisation effects with systemic reform changes, which increased Ukraine's ability to withstand external economic and political challenges and to integrate into international economic and financial systems on a transparent and effective basis.

Anti-corruption and institutional reforms:

1. Direct assistance in establishing and strengthening new anti-corruption bodies (NABU, SAP), support for judicial and law enforcement reforms; programme assistance from the Ministry of Justice/INL and USAID.

2. Conditional assistance: a significant portion of financial/political support was tied to specific reforms and transparency standards (Table 4).

The United States' support for anti-corruption and institutional reforms in 2014–2022 was systematic, multi-level, and comprehensive, aimed at strengthening the independence, effectiveness, and transparency of Ukrainian state institutions. One of the key components of this support was direct assistance in the creation and functioning of new anti-corruption bodies, such as the National Anti-Corruption Bureau of Ukraine (NABU) and the Specialised Anti-Corruption Prosecutor's Office (SAPO). In addition, the United States actively supported reforms of the judicial and law enforcement systems aimed at improving the professional level of personnel, ensuring the independence of judges and prosecutors, and introducing modern mechanisms for control and accountability of government bodies.

Financial support included the allocation of resources through bilateral programmes of USAID and INL of the US Department of Justice, as well as the provision of technical and expert assistance covering staff training, consultations on the implementation of transparent procedures, and the transfer of best international practices. This comprehensive approach not only ensured the financial viability of the newly created bodies, but also laid the legal and procedural foundation for their functional effectiveness.

A distinctive feature of American aid was the conditional nature of the support: a significant portion of financial resources and political support was tied to specific reforms and transparency standards. This encouraged the Ukrainian authorities to implement structural changes, comply with international governance standards, ensure transparency in the activities of government bodies, and make state institutions accountable to society. The conditionality of the aid ensured that the reforms were not merely declarative in nature, but were actually implemented in the practical activities of state bodies.

Together, these measures contributed to a significant increase in the institutional capacity of the state, the development of the ability to counter systemic corruption, and the strengthening of the independence of the judiciary and law enforcement agencies. The result was the creation of conditions for long-term stabilisation, modernisation and the functioning of an effective justice system capable of ensuring the rule of law and the protection of citizens' rights.

In addition, this comprehensive approach helped to increase the confidence of international partners and the public in the reform processes in Ukraine, laid the foundation for the country's integration into Euro-Atlantic structures, and contributed to the formation of transparent and effective mechanisms of public administration. It also became critically important in the context of strengthening Ukraine's role as a player in international security and politics, demonstrating that reforms backed by financial and expert support can be an effective tool for overcoming corruption challenges and ensuring the country's stable development in the face of complex internal and external threats.

**Conclusions.** The US policy towards Ukraine in 2014–2022 was systematic and multi-vector, combining security, economic, political and energy instruments of support. In the security sphere, the key elements were the supply of modern weapons, the

Table 4

**Anti-corruption and institutional reforms in Ukraine [developed by the author]**

Area	Measures	Result/effect
Establishment and strengthening of anti-corruption bodies	Direct support for the establishment of NABU and SAPO Support for judicial and law enforcement reforms	Establishment of effective anti-corruption institutions, strengthening the state's capacity to combat corrupt practices, strengthening the independence of the judiciary
Programme assistance and conditional support	Financial and expert support through MOJ/INL and USAID programmes A significant portion of assistance was tied to specific reforms and transparency standards	Promotion of structural and transparent reforms, increasing the accountability of public authorities, introduction of international governance standards

institutionalisation of assistance and the alignment of the Ukrainian Armed Forces with NATO standards. In the financial and economic sphere, credit guarantees and reform programmes played an important role, ensuring macroeconomic stability and stimulating institutional change. Diplomatically, the US led the sanctions policy against Russia and cemented the strategic nature of the partnership by signing

the 2021 Charter. Energy support contributed to the diversification of sources and countered Russian projects. Despite domestic political crises in the US, bipartisan consensus in Congress ensured continued support for Ukraine. Overall, US policy contributed to strengthening Ukraine's statehood, increasing its resilience to external threats, and creating conditions for integration into the Euro-Atlantic space.

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#### **Черкес І. В. БАГАТОВЕКТОРНА ПОЛІТИКА США ЩОДО УКРАЇНИ (2014–2022): БЕЗПЕКОВИЙ, ЕКОНОМІЧНИЙ ТА ЕНЕРГЕТИЧНИЙ ВИМІРИ**

*У статті досліджено політику Сполучених Штатів Америки щодо України у 2014–2022 рр., яка стала визначальною у формуванні зовнішньополітичних і безпекових орієнтирів української держави. Анексія Криму та початок збройної агресії Росії створили нову стратегічну ситуацію, що зумовила активізацію багатовекторної підтримки з боку США. Показано, що політика Сполучених Штатів мала системний характер та охоплювала кілька ключових вимірів: безпековий, фінансово-економічний, політико-дипломатичний та інституційний. У безпековому вимірі простежено еволюцію від надання нелетальної допомоги та тренувальних програм до постачання сучасних зразків летальної зброї, створення механізмів інституціоналізованої допомоги (USAI) та ухвалення відповідних законодавчих рішень. У фінансово-економічній сфері підкреслено значення трьох кредитних гарантій на суму \$3 млрд, які забезпечили макростабільність, а також широкої програмної підтримки USAID і Держдепартаменту США для проведення реформ у сферах децентралізації, державного управління, енергетики та медіа. Політико-дипломатичний напрям виявився у послідовному санкційному тиску на Росію, ухваленні стратегічних законів (зокрема СААТSA 2017 р.), а також у політиці невизнання анексії Криму, формалізованій у «Кримській декларації» 2018 р. Кульмінацією цього етапу стало підписання у 2021 р. оновленої Хартії про стратегічне партнерство, яка визначила пріоритети співпраці на довгострокову перспективу. Особливу увагу приділено енергетичному компоненту: диверсифікація джерел постачання, протидія російським проєктам обходу України, сприяння реформуванню ринку газу й електроенергії. Окремо проаналізовано політичну турбулентність у США у 2019 р., коли тимчасова затримка військової допомоги стала предметом імпичменту, однак стратегічна двопартійна підтримка України у Конгресі залишилася незмінною. У висновках підкреслено, що політика США у 2014–2022 рр. мала комплексний характер, поєднуючи інструменти*

кризового реагування з довгостроковими реформаторськими й безпековими ініціативами, що сприяло зміцненню державності України, її стійкості до зовнішніх загроз і створенню передумов для інтеграції до євроатлантичного простору.

**Ключові слова:** США; Україна; безпекова допомога; санкційна політика; стратегічне партнерство; енергетична безпека; реформи.