Question for written answer E-000444/2026
to the Commission
Rule 144
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Subject: Legal basis and extent of EU debt: facilities for Ukraine, Moldova and the Balkans

On 15 January 2026, at the joint meeting of the Committee on Foreign Affairs and the Committee on Budgets, Mr Koopman presented, on behalf of the Commission, the facilities for Ukraine, Moldova and the Balkans.

The Commission documents indicate that in all three cases:

- the EU is borrowing on the financial markets;

- it is signing loan agreements with third countries;

- it is disbursing pre-financing and loan instalments to national budgets;

- it is covering borrowing risks and costs with budgetary provisioning.

That practice has not been prompted by any emergency situation, unlike the post-COVID recovery plan, which was based on unanimity among Member States and on national ratification of the Own Resources Decision.

Mr Koopman justifies the facilities with macro-financial assistance and budgetary provisioning.[1]

1. Does the Commission consider that budgetary provisioning is per se a sufficient legal basis to authorise the EU to repeatedly borrow in its name for third countries?

2. How can multi-annual, pre-funded and structural facilities be legally equated to historical macro-financial assistance, which is designed to be a one-off instrument?

3. What specific legal safeguards prevent this borrowing model from being extended to other third countries or other policies without the Treaties being amended or the Member States granting a new mandate?

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[1] Time code: 12:58:42-12:59:18 // https://multimedia.europarl.europa.eu/en/webstreaming/committee-on-foreign-affairs-joint-meeting-with-committee-on-budgets_20260115-1100-COMMITTEE-AFET-BUDG.