

(English version)

Question for written answer E-002196/25
to the Commission
Jean-Paul Garraud (PfE)
(2 June 2025)

Subject: Institutional implications of the accession of Ukraine and Moldova to the European Union

The Commission has said on a number of occasions that it welcomes the opening of accession negotiations with Ukraine and Moldova — two countries blighted by unresolved conflict, structural corruption and major rule of law challenges.

The accession of these countries (particularly Ukraine in view of its demographic and geographic size) will have major implications for the way the EU institutions operate: distribution of votes in the Council, weight in Parliament, allocation of cohesion funds, and budgetary imbalances at the expense of net contributor countries like France.

Can the Commission answer the following:

1. What studies did it perform before negotiations were opened to determine the institutional and budgetary impact of accession?
2. How does it plan to maintain the equilibrium between established and incoming Member States?
3. Can it provide assurance that these countries will not accede until the EU institutions have undergone a reform, subject to the unanimous agreement of the Member States?

Submitted: 2.6.2025

Answer given by Ms Kos on behalf of the European Commission
(21 August 2025)

As the Commission indicated in its communication on pre-enlargement reforms and policy reviews of March 2024 ⁽¹⁾, the precise financial impact of enlargement will primarily depend on its timing and scope, on the result of the accession negotiations, which remain merit-based, and on the applicable EU *acquis* at the moment of accession.

Since the 2022 Conference on the Future of Europe, there have been reflections ongoing on EU institutional reform. With the prospect of enlargement, this debate has gained prominence.

The Political Guidelines 2024-2029 ⁽²⁾ acknowledge the need to ensure that the EU as well as future Member States should be ready at the time of accession, and that work to prepare both should run in parallel.

While the Commission has indicated its support to Treaty change if and where it is needed, it believes that the EU's governance can be swiftly improved by fully harnessing the potential of the current Treaties. Decisions to reform EU institutions lie with the Member States.

As laid down in Article 49 of the Treaty on European Union, the decision to admit a new Member State requires the unanimous agreement of Member States' representatives in the Council and an agreement between the Member States and the new Member State that needs to be ratified by all the contracting states in accordance with their respective constitutional requirements.

⁽¹⁾ COM(2024) 146 final.

⁽²⁾ European Commission: Directorate-General for Communication and Leyen, U. v. d., Europe's choice — Political guidelines for the next European Commission 2024-2029, Publications Office of the European Union, 2024, <https://data.europa.eu/doi/10.2775/260104>.