

Towards a Political Union

proposed on 21 May 2025 by Luca Lionello, Chair of Political Commission I (PCI) -
On Federalist Strategy for a Federal Reform of the EU

**The Federal Committee of the Union of European Federalists, convening in
Brussels, Belgium, on 21-22 June 2025:**

Aware that

The growing dominance of power politics in an increasingly competitive multipolar world — driven by the hegemonic rhetoric of major powers like the United States, Russia, and China — is threatening the foundations of international coexistence established after World War II.

Ending the conflict in Ukraine and contain Russia's aggressive ambitions will secure a lasting peace. A stable, sovereign Ukraine restored in its internationally recognised borders will serve as a buffer against Russian expansionism and.

Europe must develop an autonomous defence system to reinforce the credibility of European security and ensure its strategic independence from the United States. Meant to become a European pillar within NATO, it will foster a renewed transatlantic partnership based on mutual respect and balanced responsibilities and contribute to a fairer, more resilient alliance.

In an uncertain global environment, the Union must defend its citizens, uphold strategic autonomy, and respond to external threats. Stronger defence will also reinforce its role as a global actor for peace and stability.

"A credible and effective European defence system cannot be established without the backing of a federal political union, serving as the nucleus of a European Federation. Only deeper political integration can give the EU the democratic legitimacy needed for a common defence. A federal structure enables a strong and effective command chain to address shared security challenges.

Concerned by the fact that:

The recent trade policies introduced by the U.S. administration have created uncertainty among global economic stakeholders and pose a significant threat to the stability of international commerce, potentially paving the way for a global recession.

Due to its strong dependence on the United States, the international financial system is increasingly vulnerable to ongoing turbulence within the U.S., particularly the rapidly declining role of the dollar and concerns over the sustainability of U.S. public debt. This

would expose Europe to significant financial risks, including disruptions in payment systems, reduced monetary autonomy, and increased vulnerability to external shocks.

The multiplication of new hotspots of tension — from Gaza to the conflict between Pakistan and India, as well as in Yemen — represents a threat to peace in Europe and globally.

The rise in the European Union of openly anti-democratic and pro-Russian political forces — strongly hostile to European integration and backed by the Trump administration represents a major threat to the future of the European project.

Considering that:

The European Commission is tentatively engaged in strengthening European defence through initiatives such as the "Rearm EU" programme.

The European Parliament has repeatedly called for a stronger defence integration, although only by an unlikely reform of the EU Treaties. In particular, the Spinelli Group within the EP has long advocated for such reforms to supposedly facilitate defence integration within the broader framework of a treaty revision aimed at transferring more sovereignty to the Union.

With Friedrich Merz elected Chancellor and Emmanuel Macron confirmed to lead for the next two years, Germany and France now claim they will take significant initiatives to strengthen common defence and revive institutional reforms within the European Union. This French and German partnership, possibly open to more countries (e.g. Poland in the framework of the Weimer Triangle) must be advanced within a broader European framework that strengthens the Union as a whole.

The Union of the European Federalists

stresses that

The process of national rearmament, within the framework of the European Commission's *RearmEU* project, remains insufficient without EU-level coordination, European procurement, and adequate common investments, which will fully function only within a federal union.

The British and French-led volunteer initiative in Ukraine is a first promising step to sustaining Ukrainian resistance and represents a potential moment of European emancipation from U.S. control. It is crucial, however, that this effort becomes integrated into the creation of European defence tools within the framework of Federal Union.

In light of growing threats to economic stability—such as trade tariffs and financial turmoil—the European Union must fully leverage its existing instruments. These include the establishment of a Capital Markets Union, the creation of common safe assets, and the implementation of the 'Digital Euro' project by the end of 2025. Furthermore, the European Central Bank should pursue agreements with central banks worldwide to ensure the Digital Euro is accepted as a legitimate means of payment."

calls upon

the **European Parliament** to work decisively towards the relaunch of European integration, based on the following priorities:

- 1) Establishment of an autonomous European Defence and Security System (EDSS). The EDSS should include its own command structure and operational capabilities for territorial defence, in accordance with Article 42 of the Treaty on European Union (TEU). In order to overcome the obstacle of unanimity among the 27 Member States, the EDSS should be created through the activation of Permanent Structured Cooperation (PESCO), as provided by Article 46 TEU. However, stating that such past initiatives only concluded in an Europe *à la carte*, only a vanguard of states setting up a kernel federation can advance towards a genuine European defence capability.
- 2) A renewed Multiannual Financial Framework (MFF). The next MFF must include a significantly larger EU budget, financed through Eurobonds and new own resources, to support common defence, climate action, and other European public goods. The European Parliament should exercise its veto power under Article 312 of the Treaty on the Functioning of the European Union (TFEU) to reject any MFF proposal that fails to fully reflect these ambitions.
- 3) A reform of the Union's institutional framework is unavoidable to:
 - Extend qualified majority voting to all common policies, particularly foreign policy;
 - Introduce a European fiscal capacity and a common budget financed by own resources.
- 4) Such reforms can only be carried out through a constitutional procedure to ensure democratic legitimacy and institutional continuity. This shall be initiated by a group of willing countries, ready to move forward. This approach will allow for deeper integration among a core group of states, preventing paralysis and enabling concrete progress on key priorities such as defence, fiscal capacity, and democratic governance, while keeping the door open for others to join at a later stage

AMENDMENT FORM

Deadline for amendments to the proposed resolutions: 12:00 PM (CET) 10 June 2025

Completed forms should be sent to: secretariat@federalists.eu.

Please fill out one table per amendment and one amendment form per resolution. Do not add rows or columns to the tables.

Your Name:	François MENNERAT (UEF Belgium)	
Line number(s):	14-15	
	Original text	Amended text
	5) A stable, sovereign Ukraine restored in its internationally recognised borders will serve as a buffer against Russian expansionism and	6) A stable, sovereign Ukraine restored in its internationally recognised borders will help contain Russian expansionism.
Explanatory statement (optional):	Ukraine's future cannot be merely conceived as "serving as a buffer" or a shield, meant to protect the EU against Putin's Russia. Such a narrowly minded suggestion would be contemptuous and undignified.	

Your Name:	François MENNERAT (UEF Belgium)	
Line number(s):	48-49	
	Original text	Amended text
	The European Parliament has repeatedly called for a stronger defence integration, although only by an unlikely reform of the EU Treaties.	The European Parliament has repeatedly called for a stronger defence integration, although only by an increasingly unlikely reform of the EU Treaties that would in any case prove ineffective in this regard.
Explanatory statement (optional):		

Your Name:	UEF SPAIN	
Line number(s):	53 - 58	
	Original text	Amended text

With Friedrich Merz elected Chancellor and Emmanuel Macron confirmed to lead for the next two years, Germany and France now claim they will take significant initiatives to strengthen common defence and revive institutional reforms within the European Union. This French and German partnership, possibly open to more countries (e.g. Poland in the framework of the Weimer Triangle) must be advanced within a broader European framework that strengthens the Union as a whole.	<i>Following the proposal made by Pedro Sánchez, Prime Minister of the Spanish Government in support of creating a European army “with troops from all 27 member countries, working under a single flag with the same objectives” to respond to “old imperialist impulses in Russia” and Donald Trump’s disengagement from the continent as a way to “become a true union and guarantee a lasting peace in Europe”. Furthermore, with</i> Friedrich Merz elected Chancellor and Emmanuel Macron confirmed to lead for the next two years, Germany and France now claim they will take significant initiatives to strengthen common defence and revive institutional reforms within the European Union. This <i>Spanish</i>, French and German partnership, possibly open to more countries (e.g. Poland in the framework of the Weimer Triangle) must be advanced within a broader European framework that strengthens the Union as a whole.
Explanatory statement (optional):	The announcement of the Spanish MP in support of the creation of an EU Army cannot be ignored.

Your Name:	François MENNERAT (UEF Belgium)	
Line number(s):	61	
Original text	Amended text	
(Addition)	Having regard - to Article 3. of its statutes that so establishes its disinterested purpose and object that reads: “to work for the creation of a European Federation, endowed with supranational institutions with limited but real sovereign powers, consisting of: • a Federal Government, • a Parliament elected by direct universal suffrage, • a Federal Senate representing Member States and possibly the Regions, • a Court of Justice (...);” - to Resolution “A Federal European State, the prerequisite for an efficient European defence and a continental geopolitical responsibility” proposed by PC3 and adopted at the meeting	

	of the Federal Committee of 9-10 July 2022 in Brussels;
Explanatory statement (optional):	

Your Name:	UEF Spain	
Line number(s):	90	
	Original text	Amended text
	2) A renewed Multiannual Financial Framework (MFF). The next MFF must include a significantly larger EU budget, financed through Eurobonds and new own resources, to support common defence, climate action, and other European public goods. The European Parliament should exercise its veto power under Article 312 of the Treaty on the Functioning of the European Union (TFEU) to reject any MFF proposal that fails to fully reflect these ambitions.	2) A renewed Multiannual Financial Framework (MFF). The next MFF must include a significantly larger EU budget, financed through Eurobonds and new own resources, to support common defence, climate action, social justice and cohesion policies and other European public goods. The European Parliament should exercise its veto power under Article 312 of the Treaty on the Functioning of the European Union (TFEU) to reject any MFF proposal that fails to fully reflect these ambitions.
Explanatory statement (optional):	Important to highlight the social dimension in a political context in which part of the investments dedicated to Cohesion Policy will be re-directed to Security and defence.	

Your Name:	François MENNERAT (UEF Belgium)	
Line number(s):	94	
	Original text	Amended text
	A reform of the Union's institutional framework is unavoidable to:	An unavoidable reform of the Union's institutional framework to:
Explanatory statement (optional):		

Your Name:	UEF Spain	
Line number(s):	95-96	
Original text		Amended text
3) A reform of the Union's institutional framework is unavoidable to: • Extend qualified majority voting to all common policies, particularly foreign policy; • Introduce a European fiscal capacity and a common budget financed by own resources.		3) A reform of the Union's institutional framework is unavoidable to: • Extend qualified majority voting and ending the culture of unanimity in to all common policy areas, particularly foreign policy but also taxation and social policy; • Extend the ordinary legislative procedure to all the areas of decision-making ending the areas under the special legislative procedure, such as Treaty reform, electoral law, inquiry committees, among others. • Introduce a European fiscal capacity and a common budget financed by own resources.
Explanatory statement (optional):		