



Topic 1: Enlargement of the European Union - Yes, No, and How?

The long-standing commitment to European unity by the Grand Duchy of Luxembourg is rooted in the vision expressed by the Luxembourgish founding father of the Union, Joseph Bech, who stated, “My little country has too often in the past suffered from the conflicts which have ravaged our old Continent for me not to welcome with all my heart this first step towards the realisation of a closer European Union.”¹ The great people of this country, feeling the responsibility of belonging to a founding member of the European Union, continue to uphold this conviction as such, as represented by the incumbent government and MEPs. Likewise, the belief that deeper European cooperation is essential for peace, security, and collective prosperity remains strong, as shown by the fact that 72% of the people of Luxembourg believe that more decisions should be taken at the EU level.² While 60% of Luxembourgers are in favour of enlargement of the Union,³ around one in every four of them also believes that to ensure the success of future EU enlargement, reforming the functioning and decision-making of the EU and its institutions is needed prior to enlargement,³ a statement with which this delegation finds itself in total agreement, starting with the expansion of QMV, reducing the need for unanimity in certain decisions. These figures reveal a growing European consensus; the call for a more united Europe, especially in policy, is apparent. Enlargement, while a prevalent investment in democracy, stability, and European influence, will only be successful if internal reforms keep pace, and that is what this delegation will strive for in a resolution. Upon examination of which policy areas are in the most dire need of reform, it may be observed that the biggest concern of European citizens regarding enlargement is uncontrolled migration, with 40% finding this issue worrying.⁴

Renew Europe and the Grand Duchy of Luxembourg are proud to have aligned themselves with proposals and solutions aimed at reducing the very real causes of anxiety regarding this topic, such as the establishment of the Asylum, Migration and Integration Fund (AMIF).⁵ ⁶ ⁷ Having achieved The Migration and Asylum Pact, entering application in mid-2026,⁸ this issue is on a sturdy track to lessen in gravity. Other foreign actions of Luxembourg include strong activity in the Official Development Assistance, consistently devoting 1% of GNI to it.⁹ On the domestic stage, the government of Luxembourg has also made the balance between openness and control of migration more robust, institutionalizing integration, while applying a stronger return policy. This delegation believes that each Member State maintaining this healthy balance is crucial for a more stable Europe.

¹ Statement by Joseph Bech (London, 5 May 1949). (2013, May 14). CVCE.EU by UNILU. https://www.cvce.eu/obj/statement_by_joseph_bech_london_5_may_1949-en-8aca9daa-563e-45dc-8939-8afd4217c4ec.html

² European Commission. (2025 Spring). *Standard Eurobarometer 103*. <https://europa.eu/eurobarometer/surveys/detail/3372>

³ European Commission. (2025). *Attitudes towards EU Enlargement..* <https://europa.eu/eurobarometer/surveys/detail/3413>

⁴ European Commission. (2025). *Flash Eurobarometer 569*. Europa.eu; European Commission. <https://europa.eu/eurobarometer/surveys/detail/3380>

⁵ Freiden, L. (2025, May 13). *Address on the state of the nation*. Le Gouvernement Du Grand-Duché De Luxembourg. <https://gouvernement.lu/dam-assets/images-documents/actualites/2025/05/13-frieden-etat-nation/en/20250513-state-of-the-nation-2025-en.pdf>

⁶ *Renew Europe supports new push to secure an Asylum and Migration reform* - Renew Europe. (2023, September 20). Renew Europe. <https://www.reneweuropengroup.eu/news/2023-09-20/renew-europe-supports-new-push-to-secure-a-asylum-and-migration-pact>

⁷ *Vote results: Asylum and migration management*. (2024, April 10). HowTheyVote.eu. <https://howtheyvote.eu/votes/167531>

⁸ Directorate-General for Communication. (2024, June 12). *Setting out a plan to put the Migration and Asylum Pact into practice.*; European Commission. https://commission.europa.eu/news-and-media/news/setting-out-plan-put-migration-and-asylum-pact-practice-2024-06-12_en

⁹ The Global Fund. (2024). *Luxembourg and the Global Fund (2025)*. Theglobalfund.org; The Global Fund. <https://www.theglobalfund.org/en/government/profiles/luxembourg/>



This delegation believes that defence is the main policy area where more unity is required, the prominence of which to this topic is demonstrated by 30% of EU citizens feeling concerned about the increased vulnerability to security challenges that an imminent enlargement would expose the Union to.³ 78% of European citizens feel concerned about the defence and security of the European Union in the next five years,² with security and defence being the top area perceived as important for the EU to address as a priority.⁴ Luxembourg and Renew Europe have therefore advocated for stronger defence frameworks, including the Security and Defence Committee and the Special Committee on the European Democracy Shield.¹⁰ The government of Luxembourg has also taken significant steps, aligning itself with initiatives supporting deeper European defence, such as the European Defence Industry Programme.

While acknowledging the assistance that aid and solidarity to candidate countries provide, this delegation strongly opposes shortcuts and exemptions for candidate countries regarding the preservation of the Union's core values and meeting accession criteria.¹¹ The delegation believes that these aspects are crucial to strengthen, along with the necessary implementation of stronger repercussions of backsliding on these criteria for Member States.¹¹ This is especially important for Luxembourg, host of Europe's largest investment fund industry.¹² Political instability in new Member States could trigger capital flight or money-laundering risks that directly threaten Luxembourg's reputation as a clean financial centre.¹³ This liability is further demonstrated by the areas of corruption, organised crime, and terrorism, representing the primary worry of Luxembourgers regarding enlargement.² Finally, the expected surge in EU workers with accession would place pressure on Luxembourg's saturated housing market, strained infrastructure, and high-wage labour model, with over 40 % of citizens fearing negative effects on salaries and social systems.² These financial, reputational, and social challenges explain why working closely with Benelux and Baltic partners, along with Renew Europe, forms a bastion of reform-first pro-enlargement is necessary. The more cautious positions of France and Austria, driven by migration and budgetary concerns, reinforce Luxembourg's traditional role as a consensus-builder.

Therefore, Luxembourg calls for Chapters 23-24 to become fully reversible even after provisional closure, along with swift activation of the passerelle clause to extend qualified-majority voting (QMV) to foreign policy and sanctions, and the immediate creation of a facility dedicated to the upholding of Rule-of-Law and Resilience, financed by new own resources. The Grand Duchy will seek a resolution including operative clauses about enabling future enlargement explicitly conditional on these institutional reforms, establishing a strictly merit-based and fully reversible accession process, and prohibiting permanent opt-outs or derogations for new members.

Only thus can the European Union enlarge while remaining united, credible, and prosperous. As Joseph Bech proclaimed at the dawn of European integration, "Europe *wants* to unite."¹ and Luxembourg wants to be there when it happens

¹⁰ Renew Europe. (n.d.). *Priorities 2019-2024*. Renew Europe. <https://www.reneweuropesgroup.eu/priorities>

¹¹ EU enlargement: concrete prospects for some candidates - Renew Europe. (2025, November 17). Renew Europe. <https://www.reneweuropesgroup.eu/news/2025-11-04/eu-enlargement-concrete-prospects-for-some-candidates>

¹² LFF. (n.d.). Asset Management - Luxembourg Financial Centre. Luxembourg for Finance. <https://www.luxembourgforfinance.com/en/financial-centre/asset-management/>

¹³ Nosrati, E., Kern, A., Reinsberg, B., & Sevinc, D. (2023). Structural adjustment and the political economy of capital flight. *Socio-Economic Review*. <https://doi.org/10.1093/ser/mwad010>



Topic 2: Enlargement of the European Union - Yes, No, and How?

The following analogy: “Europe is an herbivore in a world of carnivores,” has been stated by a myriad of diplomats across the European Union.¹ With 43% of citizens of the Grand Duchy of Luxembourg buying and eating reduced amounts of meat in the name of climate-friendliness,² the statement is increasingly becoming literal. The European Union has been clear on the importance of setting goals regarding climate change, and productively so, having written the goals set by the European Green Deal into binding law.³ This has created a precedent across the globe, with countries progressively setting similar goals. An example of this would be The People’s Republic of China, having set out carbon-neutrality by 2060.⁴ This delegation, along with the plurality of EU citizens (26%),² believes that because of its increased influence and power, actions regarding climate are more effective on the EU-level rather than that of the national governments. For this reason, this delegation advocates for further integration of Pan-European solutions for climate research, including those of Antarctica.

Currently, 11 Member States of the European Union have consulting status at the Antarctic Treaty System.⁵ While almost one in three Luxembourgers feels personally exposed to environmental and climate-related risks and threats,² Luxembourg does not have consulting status within ATS, despite being committed to shared goals, as shown by its being the largest contributor to the EU per person.⁶ Yet, Luxembourg is still the largest net recipient of the EU budget per person. Luxembourg sees the benefit of investing in the Union, and with climate being the 3rd most popular area perceived as important to be addressed as a priority within the EU, according to Luxembourgers,⁷ the Grand Duchy would be glad to further contribute with research in Antarctica, yet it can’t because of its size and scientific capacity. Many other EU countries are in similar situations.

This is the reason this delegation advocates for the European Union to take a leading role in coordinating research in Antarctica, recognising the scale and complexity of polar science exceeding the capacity of single Member States. By leveraging the power of existing Pan-European research frameworks, especially the Joint Programming Initiative on Climate (JPI Climate), the EU could align national research programs of Member states, pool resources, and ensure continuity of long-term studies, while ECRA would provide the scientific expertise to guide high-quality research. This supranational approach prevents duplication of effort, promotes data-sharing across the Union, strengthens Europe’s influence within the Antarctic Treaty System (ATS), and ensures compliance with environmental and legal standards.

Crucially, achieving the possibility of consultative status for supranational organisations, such as the EU, under the ATS is necessary to allow the EU to operate research bases effectively and to participate in decision-making at a supranational level. The EU could pursue this by building

¹ Redacción. (2022, October 12). Borrell: “Europe cannot be a herbivore in a world of carnivores.” [TheDiplotatinspain.com](https://thediplotatinspain.com/en/2022/10/12/borrell-europe-cannot-be-a-herbivore-in-a-world-of-carnivores/). <https://thediplotatinspain.com/en/2022/10/12/borrell-europe-cannot-be-a-herbivore-in-a-world-of-carnivores/>

² European Commission. (2025b). Climate Change. Europa.eu. <https://europa.eu/eurobarometer/surveys/detail/3472>

³ European Union. (2021). EUR-Lex - 32021R1119 - EN - EUR-Lex. Europa.eu. <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:32021R1119>

⁴ Carbon Neutrality in china – China-Europe. (n.d.). Chinaeucn.com. <https://chinaeucn.com/carbon-neutrality-china/>

⁵ Wikipedia Contributors. (2025, November 22). Antarctic Treaty System. Wikipedia; Wikimedia Foundation. https://en.wikipedia.org/wiki/Antarctic_Treaty_System#Meetings

⁶ Servet Yanatma. (2024, December 9). EU budget: Who pays the most into the EU, and who gains the most? Euronews; Euronews.com. <https://www.euronews.com/business/2024/12/09/eu-budget-who-pays-the-most-into-the-eu-and-who-gains-the-most>

⁷ European Commission. (2025c). Flash Eurobarometer 569. Europa.eu; European Commission. <https://europa.eu/eurobarometer/surveys/detail/3380>



consensus among member states already holding consultative status, especially those within the EU, presenting a legally robust framework, demonstrating that EU-led research complies with ATS obligations, and initially participating as an observer or associated participant to demonstrate scientific and environmental stewardship.

The commitment of the Grand Duchy is prevalent; Luxembourg's domestic climate policy is among the most ambitious in the Union. The 2030 National Energy and Climate Plan targets a 55 % reduction in greenhouse gases and 25 % renewable energy,⁸ while the country remains the only one in the world to offer entirely free public transport.⁹ Internationally, Luxembourg has pledged €320 million in climate finance for 2026-2030 and contributes €5 million annually to the EU's Horizon Europe polar research cluster.¹⁰

Prime Minister Luc Frieden declared in May 2025: "Climate neutrality by 2050 is non-negotiable, and Luxembourg will continue to punch above its weight by supporting European solutions that individual small states cannot deliver alone."¹¹ Luxembourg has ratified the Antarctic Treaty (2004) and its Madrid Protocol, and fully aligns with the Paris Agreement and the European Green Deal, commitments that must also bind future Member States for a climate-resilient enlarged Union.^{12 13}

Luxembourg therefore urges the European Union to seek full consultative status in the Antarctic Treaty System by 2030, as discussed at the 47th ATCM in Milan, and to establish a €500 million multiannual fund under Horizon Europe's successor programme for joint European research stations and missions.^{14 15} In the final resolution, the Grand Duchy will seek operative clauses that

- launch an EU bid for ATS consultative status by 2030,
- create a dedicated EU Polar Research Facility under the enhanced Joint Programming Initiative on Climate with €500 million funding for 2028-2034, and
- require enlargement candidates to adopt Green Deal-aligned climate benchmarks as a condition for accession.¹⁶

Luxembourg aligns with Benelux and Nordic partners advocating stronger EU polar coordination, while recognising that non-EU consultative parties, notably China and Russia, can block consensus, making a united European voice ever more urgent in an enlarging Union.¹⁷

⁸ Ministère de l'Environnement, du Climat et de la Biodiversité. (2023, April 17). Presentation of the first draft of the update of the "Energie-a Klimaplang fir Lëtzebuerg" (PNEC 2030). https://gouvernement.lu/en/actualites/toutes_actualites/communiqués/2023/04-avril/17-pnec.html

⁹ Verkéiersverbond. (2024). Free mobility from 1 March 2020. <https://transports.public.lu/en/plus/faq/gratuite-transports-publics.html>

¹⁰ Luxinnovation. (2025). Horizon Europe Luxembourg: Understanding the programme. <https://luxinnovation.lu/find-funding/funding-programme/understanding-horizon-europe>

¹¹ Frieden, L. (2025, May 13). Address on the State of the Nation. <https://gouvernement.lu>

¹² Secretariat of the Antarctic Treaty. (2004). Accession of Luxembourg.

¹³ United Nations. (2015). Paris Agreement – Luxembourg ratification.

¹⁴ Antarctic Treaty Secretariat. (2025). 47th Antarctic Treaty Consultative Meeting – Final Report. <https://www.ats.aq>

¹⁵ European Commission. (2025). Horizon Europe Work Programme 2025–2027: Cluster 5.

¹⁶ European Commission. (2025). Enlargement Package 2025.

¹⁷ Raspotnik, A. (2025). The European Union and Antarctica: Still Looking for a Role? The Arctic Institute.