

INFOBRIEF:

# Institutional Framework for European Integration in the Verkhovna Rada of Ukraine

2026



## The Problem

Following the amendments to the Constitution of Ukraine,<sup>1</sup> the powers of the Verkhovna Rada were extended, defining the principles for implementing the state's course towards acquiring full membership of Ukraine in the European Union and NATO. At the same time, no amendments have been made to the sectoral laws<sup>2</sup> that would clarify the powers of the Verkhovna Rada and its bodies in the sphere of European integration.

The role and powers of the Verkhovna Rada and its bodies in the European integration process are regulated only in a fragmentary manner, which prevents the formation of a coherent system of institutional arrangements for EU accession.

## The Verkhovna Rada of Ukraine

As the sole body of legislative power, Parliament adopts laws, including European integration laws. However, the pace at which such laws are adopted is slow: over the course of 2026, the Verkhovna Rada adopted only eight European integration laws.<sup>3</sup> The Rules of Procedure of the Verkhovna Rada contain no separate, expedited procedure for adopting European integration laws.

Within its oversight function, the Verkhovna Rada applies certain mechanisms to scrutinise the activities of the Cabinet of Ministers of Ukraine in the sphere of European integration: holding a 'Government Question Time'<sup>4</sup> or hearing representatives of the Government in committees.<sup>5</sup>

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<sup>1</sup> Law of Ukraine 'On Amendments to the Constitution of Ukraine (regarding the strategic course of the state towards Ukraine's acquisition of full membership in the European Union and the North Atlantic Treaty Organisation)' of 07.02.2019 [No. 2680-VIII](#).

<sup>2</sup> The Rules of Procedure of the Verkhovna Rada, the Law of Ukraine 'On the Committees of the Verkhovna Rada of Ukraine', the Law of Ukraine 'On the Status of the People's Deputy of Ukraine', and the Law of Ukraine 'On Temporary Investigative Commissions and Temporary Special Commissions of the Verkhovna Rada of Ukraine'.

<sup>3</sup> As of 17.06.2026.

<sup>4</sup> For example, on 01.05.2026 the Verkhovna Rada held a 'Government Question Time', the topic of which was the current state of the negotiation process on Ukraine's accession to the European Union, the opening of negotiation clusters, the fulfilment of Ukraine's international commitments in the sphere of European integration, and the implementation of the list of priority draft laws aimed at adapting Ukrainian legislation to European Union law. [Verbatim record of the plenary sitting of the Verkhovna Rada of Ukraine](#) of 01.05.2026. On 29.05.2026 the Verkhovna Rada held a 'Government Question Time', the topic of which was the implementation of state policy in the sphere of Ukraine's foreign-policy activity under martial law. [Verbatim record of the plenary sitting of the Verkhovna Rada of Ukraine](#) of 29.05.2026.

<sup>5</sup> On 29 April 2026, [a meeting of the Committee on Agrarian and Land Policy was held. Committee on Agrarian and Land Policy](#) of the Verkhovna Rada of Ukraine, 2026. At the meeting on 06.05.2026, the Committee on Finance, Taxation and Customs Policy heard information at its meeting on the principal commitments within the negotiation process on Ukraine's accession to the EU relating to finance, taxation and customs policy. [Materials of the Committee meeting](#) of 6 May 2026. Committee on Finance, Taxation and Customs Policy of the Verkhovna Rada of Ukraine, 2026.

At the same time, there is no coherent legislative mechanism governing how interaction should take place between the Government that currently acts as the principal driving force in the sphere of European integration and Parliament. Certain institutional mechanisms for coordination and procedures for adapting legislation are set out in the Law of Ukraine 'On the State Programme for Adaptation of Ukrainian Legislation to the Legislation of the European Union', adopted in 2004. The Law defined the role of the Verkhovna Rada and the Cabinet of Ministers, of the authorised body in the sphere of adaptation, and of the Coordination Council for the implementation of the State Programme. For example, under this Law, the Coordination Council is to prepare an action plan for implementing the State Programme, the relevant parliamentary committee is to approve it, and the Cabinet of Ministers is to endorse it. However, this Law has not undergone any amendments — neither after the European integration course was enshrined in the Constitution, nor after the Association Agreement entered into force, nor after the start of Ukraine's EU accession process.

In June 2026, Members of Parliament adopted Resolution No. 4912-IX on parliamentary support for the negotiation process.<sup>6</sup> By this Resolution, the Verkhovna Rada took note of the National Programme for the Adaptation of Ukrainian Legislation to European Union Law (EU acquis),<sup>7</sup> approved by the Government. The Government has an obligation to agree any changes to the National Programme for the Adaptation of Ukrainian Legislation to EU Law with the Chair of the Verkhovna Rada.<sup>8</sup>

The Resolution relates rather to the oversight powers of the Verkhovna Rada and provides that the Government must report on progress in the sphere of European integration: *(1) inform the Verkhovna Rada, the main committee and the Committee on European integration of the results of consultations with the European Union concerning the content of draft laws being prepared by the Government and of draft laws already registered in Parliament; (2) submit a quarterly report on the state of implementation of the National Programme for the Adaptation of Ukrainian Legislation to European Union Law (EU acquis); (3) submit a quarterly report on the current state of negotiations on Ukraine's accession to the EU; and (4) promptly inform the Verkhovna Rada of decisions taken in respect of Ukraine by EU bodies and of the individual positions of member states, and so on.* At the same time, this approach to providing information can hardly be described as inclusive or transparent: Resolution No. 4912-IX does not provide for the consideration of the reports submitted by the Government (whether by the relevant committee or at a plenary sitting of Parliament).

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<sup>6</sup> On the State Programme for Adaptation of Ukrainian Legislation to the Legislation of the European Union : Law of Ukraine [No. 1629-IV](#) of 18.03.2004.

<sup>7</sup> Resolution of the Cabinet of Ministers of Ukraine 'On Approval of the National Programme for the Adaptation of Ukrainian Legislation to European Union Law (EU acquis)' of 01.04.2026 [No. 438](#). It should be noted that measure 2 of strategic outcome 5 of the section 'Policy Development and Coordination' of the Public Administration Reform Roadmap [provides](#) that the Verkhovna Rada of Ukraine is to adopt a draft law approving the National Adaptation Programme.

<sup>8</sup> Or, in the Chair's absence, with the First Deputy Chair or a Deputy Chair of the Verkhovna Rada.

Resolution No. 4912-IX also places the Chair of the Verkhovna Rada under an obligation to ensure coordination of the Verkhovna Rada and its Secretariat with regard to (1) *implementing the measures of the Roadmap on the Functioning of Democratic Institutions (in respect of Section III, 'The Functioning of Parliaments in a Democratic System')*; and (2) *the procedure for working with the National Adaptation Programme*.<sup>9</sup>

## The Parliamentary Committee on European Integration

Within the Verkhovna Rada of the ninth convocation, the Committee on Ukraine's Integration into the European Union is in operation. It is this Committee that carries out the parliamentary assessment of draft laws for compliance with Ukraine's international legal obligations in the sphere of European integration and with the EU acquis. The Rules of Procedure of the Verkhovna Rada provide that this Committee prepares an opinion on every draft law registered in Parliament.

In addition, pursuant to Resolution No. 2483-IX,<sup>10</sup> the Committee on European Integration also assesses European integration draft laws ahead of the second and subsequent readings, which increases the workload on the Committee. The Chair of the Committee has repeatedly emphasised the need to strengthen the Committee's staffing capacity.<sup>11</sup> The Committee's powers also include granting a draft law 'European integration' status, at the request of the Government or the main committee, or on its own initiative.

Within its oversight powers, the Committee holds monitoring meetings. For example, in April 2026, the Committee held a meeting, where the National Programme for the Adaptation of Ukrainian Legislation to EU Law was presented.<sup>12</sup>

At the same time, the Committee has not been designated as the main committee for the preparation of any European integration draft law,<sup>13</sup> which means that the weight of its assessment in the legislative process depends largely on the position of the main committee and its willingness to respond to the comments of the relevant committee. The draft laws that

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<sup>9</sup> The National Adaptation Programme also comprises the Rule of Law Roadmap, the Public Administration Reform Roadmap, the Roadmap on the Functioning of Democratic Institutions, and the Action Plan for the Protection of the Rights of Persons Belonging to National Minorities (Communities) of Ukraine.

<sup>10</sup> Resolution of the Verkhovna Rada of Ukraine 'On Certain Measures to Fulfil Ukraine's Commitments in the Sphere of European Integration' of 29.07.2022 [No. 2483-IX](#).

<sup>11</sup> Ivanna Klympush-Tsintsadze: In 2025, the Voice of the European Integration Committee Must Be Strengthened. [Committee on Ukraine's Integration into the European Union](#), 2024.

<sup>12</sup> The Committee Heard the Government's Plans for Adapting Legislation to EU Law. [Committee on Ukraine's Integration into the European Union](#), 2026.

<sup>13</sup> This is due to the distribution of areas of competence among the committees of the Verkhovna Rada. For example, a draft law concerning the protection of natural resources is considered by the Committee on Environmental Policy and Nature Management; one concerning the activities of political parties, by the Committee on Legal Policy; one concerning customs policy, by the Committee on Finance, Taxation and Customs Policy, and so on — even though such draft laws may be European integration ones.

the Committee on European Integration considers as the main committee mostly concern the ratification of Ukraine's international treaties with the EU and its member states.

## Subcommittees of Verkhovna Rada Committees

In July 2022, the Verkhovna Rada adopted Resolution No. 2483-IX,<sup>14</sup> which provided for the establishment of European integration subcommittees in all parliamentary committees (other than the Committee on European Integration).<sup>15</sup>

Committees took two approaches: most established new subcommittees, while a smaller number assigned the new areas of competence to existing subcommittees. As of 2026, such subcommittees have been created within all committees of the Verkhovna Rada of Ukraine; however, Members of Parliament rate their effectiveness as low.

Members of such a subcommittee take part in the meetings of the relevant Committee on European Integration and also hold meetings with the Government on European integration progress. At the same time, these subcommittees have not been given any new instruments for their work or for their participation in the European integration process. At the subcommittee level, there are no agreed approaches to assessing draft laws for compliance with the EU acquis, nor appropriate mechanisms for coordination between subcommittees or between a subcommittee and the Government, which results in varying levels of involvement. A subcommittee's participation in preparing European integration laws often depends on the individual chairing it and on his/hers expertise and activity.

## Recommendations

The institutional mechanism associated with the formation and implementation of state policy in the sphere of European integration has not undergone substantial change, despite progress in the negotiations on Ukraine's accession to the EU. This creates a gap in the inter-institutional coordination of Parliament and the Government and a mismatch between the political commitments undertaken and the actual capacity to fulfil them. A modern framework law on the principles of state policy in the sphere of European integration could help bridge this gap and ensure the implementation of the declared course towards EU membership.

The mechanism for informing the Verkhovna Rada introduced by Resolution No. 4912-IX should be supplemented with procedures for the mandatory consideration of the Government's

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<sup>14</sup> Resolution of the Verkhovna Rada of Ukraine 'On Certain Measures to Fulfil Ukraine's Commitments in the Sphere of European Integration' of 29.07.2022 [No. 2483-IX](#).

<sup>15</sup> Namely, subcommittees on the adaptation of Ukrainian legislation to the provisions of EU law (EU acquis) and on the fulfilment of Ukraine's international legal commitments in the sphere of European integration.

reports on the state of implementation of the National Adaptation Programme and of information on the European integration process. Such reports and information could be considered at meetings of the Committee on European integration, with the involvement of representatives of other committees, or at plenary sittings. These measures should ensure proper feedback and the broader involvement of Members of Parliament, as well as transparency and inclusiveness in decision-making in the sphere of European integration.

The Committee on European Integration should be more closely involved in the process of adopting European integration laws in the Verkhovna Rada. Other parliamentary committees should develop a mechanism to interact with the Committee on European Integration so that its assessment is taken into account when preparing draft laws for consideration at a plenary sitting of the Verkhovna Rada.

The Verkhovna Rada should also define standards for the operation of the European integration subcommittees and establish their systematic cooperation with the Committee on European Integration.

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