





HASMUN

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HASMUN'25

European Union Enlargement Council

"Negotiating EU Accession Frameworks for Candidate and Potential Candidate States"

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Letter from The Secretariat

Dear Delegates,

Welcome to HASMUN 2025 — a journey that goes far beyond a typical Model United Nations conference.

This year, we invite you to become part of an experience built on diplomacy, dialogue, and the determination to create change. HASMUN has long stood as a platform for driven individuals to challenge perspectives, develop leadership, and speak for the world they envision. In every committee room, in every debate, we believe your voice has the power to shape not only resolutions, but real ideas for the future.

Whether this is your first MUN or one of many, we encourage you to approach each session with openness, curiosity, and commitment. The friendships you form, the ideas you exchange, and the challenges you overcome will stay with you long after the final gavel falls.

On behalf of the entire Secretariat, we are thrilled to have you with us. Prepare to question, to collaborate, and to grow.

We look forward to meeting you soon.

Warm regards, Nazrin Sadigova Secretary-General HASMUN 2025

Letter from The Chairboard

European Union

The first steps towards the creation of the European Union started in 1951. The founding members—Germany, France, Italy, the Netherlands, Belgium, and Luxembourg—endorsed an arrangement to manage coal and steel industries jointly. The aim was to prevent countries from creating weapons of war and to avoid turning them against each other. Later, these countries expanded their cooperation into other economic sectors. They signed two treaties: the European Economic Community and the European Atomic Energy Community.

In 1965, the Treaty signed in Brussels merged the three associations—the European Coal and Steel Community, European Economic Community, and EURATOM. In 1973, the European Union expanded with the addition of three new member states. In the same year, members of the first European Parliament were elected by the European citizens.

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In 1981, Greece and two more states joined the Union. In 1992, the Treaty of European Union was endorsed in Maastricht, the Netherlands. It was a landmark agreement for the creation of clear regulations regarding a single currency, foreign and security policy, cooperation in justice, and home affairs. This led to the creation of the European Union on 1 November 1993.

In 1995, Austria, Finland, and Sweden joined the EU. In 1997, the Treaty of Amsterdam was signed. This treaty built on the accomplishments of the Maastricht Treaty, aiming to reform the EU institutions, enhance Europe's importance in the world, and promote the rights of citizens.

In 2004, Hungary and nine other states joined the Union. In 2007, Bulgaria and Romania joined the Union. In 2016, a referendum in the UK saw 52% of the population vote to leave the EU. In 2020, the UK officially left the EU after 47 years, an event known as "Brexit."

European Union Accession Frameworks

Over the decades, many states have attempted, on various occasions, to become members of the European Union. Membership is considered a significant advantage, as it allows the country to

benefit from the EU's security systems and its membership in other international organizations founded by Western states. States wishing to join the Union must follow several stages and legal frameworks, which are comprehensively inspected by the member states of the Union.

Negotiations for membership are initiated only once all European Union member states agree, in the form of a decision by the EU Council, on a framework or mandate for negotiations with the candidate country.

The process of joining the European Union mainly consists of three stages:

1. Candidate Kadir Has University Status

When a state seems ready to join the Union, it is granted official candidate status. However, this does not mean that formal negotiations have begun.

2. Formal Membership Negotiations

This stage involves the adoption of laws established by the European Union and preparations to ensure that the state is capable of properly applying them. It also includes the implementation of judicial, administrative, economic, and other reforms necessary for the country to meet the requirements for joining, which are known as the *accession criteria*.

3. Membership

Once these reforms are applied and satisfied, both parties agree that the country is ready to become a member of the European Union.

Negotiations

Negotiations for joining the Union take place between ministers and ambassadors from EU governments and the candidate country.

1. Screening

The first step is known as screening, which involves a detailed examination carried out by the Commission together with the candidate country. This step determines whether the country is sufficiently prepared to meet the conditions required to join the Union. The Commission then presents its findings in the form of a screening report, which recommends whether to open negotiations directly or to require certain conditions.

2. Negotiating Positions

Before the negotiations begin, the position of the candidate country must be submitted, and the EU must adopt a common position. For most chapters, the EU sets closing benchmarks that the candidate country must meet before negotiations in the policy field concerned be concluded.

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After these steps have been completed, the pace of negotiations depends on the speed of reform and the alignment of the candidate country with EU laws.

How Are the Negotiations Concluded in the European Union Accession Process?

Negotiations, or chapters, are closed once all parties are satisfied with the adoption of European Union laws and the preparedness level of the candidate country. The negotiation process is concluded definitively only once all chapters have been closed.

Accession Treaty

The accession treaty is the document that contains the detailed terms and conditions of membership, including all financial arrangements, deadlines, and any safeguard clauses. This treaty solidifies the country's membership in the EU.

For the treaty to be finalized, it must win the support of the EU Council, the Commission, and the European Parliament. Additionally, the treaty must be signed by the candidate country and representatives of all existing EU countries. The treaty must also be ratified by the candidate country and each individual EU country, according to their constitutional procedures (e.g., parliamentary vote, referendum, etc.).

Acceding Country

Once the treaty is signed, the candidate country becomes an acceding country, meaning it is expected to become a full EU member on the date outlined in the treaty.

Western Balkan States

European Union relations with the Western Balkan countries are framed within a special framework known as the Stabilization and Association Process (SAP), which differentiates it from other regions of Europe. The framework focuses on three main objectives:

• Stabilizing the countries politically and encouraging their swift transition to a market economy

Promoting regional cooperation
 Achieving eventual membership of the EU

This special process helps countries meet the key requirement for joining the Union, which is adopting and implementing EU law.

The SAP is based on an ever-closer partnership with the EU, offering:

• Trade concessions (duty-free access to EU markets)

• Economic and financial assistance

• Assistance for reconstruction, development, and stabilization

Each country that wishes to become an official member of the European Union moves step by step toward membership as it fulfills its commitments within the Stabilization and Association Process.

European Union Accession Process

The path to gaining European Union membership lies in compliance with legal frameworks and treaties, such as the Treaty on European Union (TEU).

Accession of new countries to the European Union is governed by Article 49 of the TEU.

A country wishing to join the Union must: 35 University

- Be a European state, and
- Respect the common values held by EU member states and undertake to promote them, including human dignity, freedom, democracy, equality, and similar principles.

The principles of European Union law are clear enough to distinguish EU member states from other countries around the world. These principles are well known for their emphasis on the value of human life and dignity. Respect for human dignity, freedom, democracy, equality, the rule of law, and the protection of human life are central to EU governance. If a state is perceived as threatening any of these core principles, the EU has the authority to take action in response.

There are approximately twenty European Union agencies and organizations that perform specific legal functions. Each of these bodies has its own duties, such as developing EU law and policymaking, to streamline work in specialized areas like medicine, transport, and the environment.

The EU's administration is led by **four main decision-making institutions**, which collectively set the policy direction of the EU and play distinct roles in the law-making and law-strengthening processes:

- The European Parliament
- The European Council
- The Council of the European Union
- The European Commission

Other key EU institutions include:

- The Court of Justice of the European Union
- The European Central Bank
- The European Court of Auditors

All these bodies work toward a common goal: to protect the trustworthiness of the Union and translate its policies into concrete actions.

Legal and Institutional Frameworks for Accession

The European Union places exceptional importance on the credibility and integrity of its legal system. This is reflected in the fact that every action taken by the Union is rooted in treaties that have been approved voluntarily and democratically by all EU members. These treaties aim to make the European Union more transparent and efficient, preparing it for new member countries and expanding cooperation in various areas.

EU institutions are empowered under the treaties to adopt legislation, which the candidate countries are then expected to implement.

The principal treaties of the European Union (from most recent to oldest) are:

- Treaty of Lisbon
- Treaty of Nice
- Treaty of Amsterdam
- Treaty on European Union (Maastricht Treaty)
- Single European Act
- Merger Treaty (Brussels Treaty)
- Treaties of Rome (EEC, EURATOM)
- Treaty Establishing the European Coal and Steel Community

(Note: Founding treaties are amended each time a new state joins the European Union.)

A country seeking membership must have institutions that uphold democratic governance and human rights, a functioning market economy, and the willingness to accept all obligations of EU membership.

Legal and Institutional Structure for Accession

The legal system of the European Union is based on the **conferral of powers** from member states to a newly created institutional framework. This occurs through the processes of **signature** and **internalization** (**ratification**).

Unlike conventional international law, EU law is **non-denounceable**—meaning that once a treaty is ratified, it cannot simply be renounced unilaterally.

The EU's legal structure functions with the participation of **27 member states**, governed by the treaties agreed upon collectively.

The Court of Justice of the European Union plays a crucial role, both in interpreting EU law and in developing EU case law.

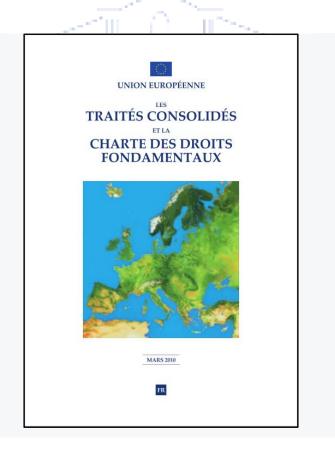
There is a network of international treaties signed between the European Union and its member states, which form the EU's foundational legal basis. These treaties define the scope and responsibilities of EU institutions. Key among them are:

- The **Treaty on European Union** (signed in Maastricht in 1992)
- The Treaty on the Functioning of the European Union

In addition to these, there are several satellite treaties interconnected with them.

Despite the **United Kingdom's withdrawal** from the EU in 2020, its name remains **officially included** in some treaties due to historical and legal reasons.

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Foundational Treaties and the Special Law System of the European Union

The European Union's special legal systems are what enable it to operate with consistency and coherence. The structure of the Union's legal system is broadly based on the aforementioned treaties and shaped by a set of binding international agreements.

Below are key treaties signed in the European context between 1949 (shortly after the end of the Second World War) and 1954. These treaties are foundational and should be considered essential when conducting research on the legal framework of the European Union.

Statute of the Council of Europe

This was the first treaty signed in the aftermath of World War II and marked the beginning of structured European cooperation. The statute aimed to promote greater unity among its members in order to safeguard and realize the ideals and principles that constitute their common heritage, while also facilitating economic and social progress.

General Agreement on Privileges and Immunities of the Council of Europe

This agreement was concluded in accordance with the provisions of the Statute of the Council of Europe. It provides for the privileges and immunities necessary for the effective functioning of representatives of member states to the Committee of Ministers and the Parliamentary Assembly.

Convention for the Protection of Human Rights and Fundamental Freedoms

This convention enshrines a number of core fundamental rights and freedoms, including the right to life, liberty, security, a fair trial, the principle of no punishment without law, and the right to respect for private and family life, among others. These rights are guaranteed to individuals under the convention and represent the cornerstone of the EU's human rights commitment.

These conventions stand among the earliest treaties signed in the European Union framework. It is clear from the content and purpose of these treaties just how central the principles of human

rights, democracy, and rule of law are to the foundation and continuing function of the European Union.

Candidate States and Potential Enlargement

Enlargement is the process through which a country joins the European Union. This process has occurred multiple times throughout the EU's history. On 25 March 1957, the European Economic Community (EEC) was established by Belgium, France, Italy, Luxembourg, the Netherlands, and West Germany. On 1 May 2004, as the EEC evolved into the European Union, ten new countries joined: Cyprus, the Czech Republic, Estonia, Hungary, Latvia, Lithuania, Malta, Poland, Slovakia, and Slovenia. This was the largest single enlargement in terms of both population and the number of states. Bulgaria and Romania joined on 1 January 2007, followed by Croatia on 1 July 2013. As of today, the EU consists of 27 member states.

Currently, ten countries are recognized as candidate states or potential candidates involved in the accession process: Albania, Bosnia and Herzegovina, Georgia, Moldova, Montenegro, North Macedonia, Serbia, Türkiye, and Ukraine.

Albania

Albania formally applied for EU membership in 2009. In 2010, the European Commission assessed that Albania needed to meet the Copenhagen criteria and identified 12 key priorities for reform. In 2014, Albania was granted candidate status. The Commission issued an unconditional recommendation to open accession negotiations in 2018, reaffirmed in 2019. In March 2020, the European Council endorsed the opening of negotiations, and the first Intergovernmental Conference was held in July 2022. The screening process began shortly thereafter. In July 2023, the European Commission submitted its report on the opening of negotiations within Cluster 1.

Bosnia and Herzegovina

Recognized as a potential candidate in 2003, Bosnia and Herzegovina signed the Stabilization and Association Agreement in 2008, which entered into force in 2015. The country submitted its EU membership application in 2016. In 2019, the Commission issued its Opinion identifying 14 key priorities across governance, the rule of law, and public administration. In December 2022, Bosnia and Herzegovina received candidate status. In March 2024, the European Council decided to open accession negotiations, pending the fulfilment of the steps identified by the Commission in 2022.

The negotiation framework is currently under preparation.

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Georgia applied for EU membership on 3 March 2022. In June 2022, the European Commission presented its Opinion outlining 12 priorities for progress. The European Council granted Georgia a European perspective and later, in December 2023, conferred candidate status with the condition that nine key steps identified by the Commission in its 2023 Enlargement Package are implemented.

Moldova

Moldova applied for membership on 3 March 2022. It was granted a European perspective by the European Council in June 2022. The Commission identified nine reform steps necessary for opening negotiations, focusing on justice reform, anti-corruption, and de-oligarchization. On 14 December 2023, the European Council approved the start of accession talks, and the first Intergovernmental Conference was held on 25 June 2024.

Montenegro

Georgia

Montenegro declared independence in 2006 and applied for EU membership in 2008. It received candidate status in 2010, and accession negotiations officially began on 29 June 2012. Since then, all 33 negotiation chapters have been opened, with three provisionally closed. Montenegro is currently the most advanced country in the accession process.

North Macedonia

Recognized as a potential candidate in 2003, North Macedonia signed the Stabilization and Association Agreement in 2001, which came into force in 2004. It applied for membership in 2004 and was granted candidate status in 2005. Despite repeated recommendations by the Commission since 2009, accession talks were delayed due to bilateral issues. Negotiations were finally opened in March 2020, and the Intergovernmental Conference took place in July 2022, marking the formal start of the screening process. The Commission submitted a Cluster 1 screening report in July 2023.

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Serbia

Identified as a potential candidate in 2003, Serbia applied for membership in 2009 and gained candidate status in 2012. The first Intergovernmental Conference was held in January 2014, marking the start of accession negotiations. To date, 22 out of 35 chapters have been opened, with two provisionally closed.

Türkiye

Türkiye's association with European integration dates back to the 1959 Ankara Agreement and the 1995 Customs Union. Türkiye formally applied for membership in 1987 and was recognized as a candidate in 1999. Accession negotiations began in 2005 but were effectively frozen in 2018 due to backsliding on rule of law, fundamental rights, and judicial independence. Only one chapter—science and research—has been provisionally closed. Several others have been opened, including free movement of capital, company law, intellectual property, and taxation.

Türkiye is also a strategic partner in migration management. As of May 2024, it hosts over 3.1 million Syrian refugees and additional asylum seekers from countries including Iraq, Afghanistan,

and Somalia. The EU Facility for Refugees in Turkey has mobilized €6 billion in support across sectors like health, education, and municipal infrastructure. Türkiye also benefits from EU financial instruments such as the Instrument for Pre-accession Assistance (IPA) and the European Fund for Sustainable Development Plus (EFSD+), which led to the creation of the Turkey Investment Platform in 2022.

Potential Candidate States and Engagement

The only potential candidate state currently recognized in the context of EU enlargement is **Kosovo**, which has not yet been granted candidate status.

Kosovo

Since Kosovo's declaration of independence in 2008, the European Union has expressed its willingness to support the country's economic and political development through a European perspective. The EU contributes to stability in Kosovo through the EULEX rule of law mission and the EU Special Representative in Kosovo.

Challenges of Accession Frameworks

The EU accession process consists of **nine consecutive steps**:

- 1. The country submits a membership application to the Council (EU Member States).
- 2. The Commission delivers an opinion on the application.
- 3. EU Member States decide unanimously to grant the country candidate status.
- 4. Once the conditions have been met, accession negotiations are opened with the agreement of all Member States.

- 5. The Commission proposes a draft negotiating framework, which must be agreed upon by all Member States before formal negotiations can begin.
- 6. During negotiations (divided into clusters and chapters), the country aligns with EU laws and standards. All Member States must agree that the requirements have been met in each area.
- 7. Once negotiations are finalized, the Commission gives its opinion on the country's readiness to join.

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- 8. Based on this opinion, the EU Member States unanimously decide to close the negotiations. The European Parliament must also give its consent.
- 9. All EU Member States and the candidate country sign and ratify an Accession Treaty, which enables the country to become an EU Member State.

Currently, **Albania, Montenegro, North Macedonia, Serbia, and Türkiye** are at step 6, the longest and most complex phase. **Bosnia and Herzegovina, Ukraine, and Moldova** have been granted candidate status, while **Georgia and Kosovo** are considered potential candidates.

The challenges of accession frameworks can be analyzed across the following areas:

Budgetary Policy

The accession of new Member States places significant demands on the EU budget, especially regarding agricultural and cohesion policies. A study by the General Secretariat of the Council estimates that the accession of all current candidate countries could cost €256.8 billion over seven years—or €37 billion annually. This could lead to reduced payments for current Member States and regions if rules remain unchanged.

However, with a potential accession date around **2030**, beyond the current Multiannual Financial Framework, there is time to adjust policies. The European Committee of the Regions has called

for a detailed assessment before introducing new rules for the **post-2027 cohesion policy**, ensuring continued support to all EU regions.

A policy paper from the International Centre for Defence and Security outlines options to mitigate the cost of Ukraine's accession:

- Transition periods capping payments to new Member States;
- Leveraging external funding sources (e.g., G7, IMF, World Bank, EBRD, private sector, or reparations from frozen Russian assets);

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• Delayed budgetary contributions financed through long-term EU bonds.

The Commission is advised to prepare a working document assessing the impact of Ukraine's accession on the EU budget.

Common Agricultural Policy (CAP)

Redistribution of CAP funds is a contentious issue. Enlargement in 2004 required major reforms and a 10-year phasing-in of payments for new members. Excluding Ukraine and Türkiye, most candidate countries have relatively small agricultural areas (1–3 million hectares). **Serbia**, with 3.5 million hectares, is comparable to **Czechia**.

However, **Ukraine** has a vast **41.3 million hectares** of agricultural land, including 28.3 million hectares of fertile *chernozem*. Integrating Ukraine poses major budgetary challenges. Some analyses suggest a model similar to the 2004 enlargement could be feasible, but exact outcomes depend on the CAP model and conditions at the time of accession. Since Ukraine's negotiations have not yet begun and the current CAP (2023) has no proposed reforms, predictions remain speculative.

Alignment with EU Foreign Policy

Alignment levels with the EU's Common Foreign and Security Policy (CFSP) vary:

- **High Alignment**: Albania, Montenegro, North Macedonia, Ukraine
- **Significant Improvement**: Moldova (from 54% to 78% in one year)
- Moderate Alignment: Serbia, Georgia
- Some Alignment: Bosnia and Herzegovina, Türkiye

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Unassessed: Kosovo

Serbia has only 51% alignment (as of August 2023) and has not imposed sanctions against Russia. The Commission urges Serbia to align more closely with CFSP and act against circumvention of sanctions and foreign interference.

Bosnia and Herzegovina improved alignment from 80% to 98%, including positions on Iran, Syria, and the Russia–Ukraine war. However, internal inconsistencies persist—particularly regarding sanctions enforcement and public neutrality toward Russia.

Georgia has a 43% alignment rate. While it implemented some EU sanctions and supported Ukraine, it has not adopted restrictions related to Russia, Belarus, or several other countries. This is despite 20% of Georgian territory being under Russian occupation.

Türkiye has a very low alignment rate (10% as of August 2023). Although it condemned Russian aggression and facilitated the Black Sea Grain Initiative, it refrained from aligning with EU sanctions. Türkiye also backed **Azerbaijan's military actions in Nagorno-Karabakh**, and its statements on **Hamas** contradicted EU positions.

Security and Defence Union

Upon accession, new Member States would be bound by **Article 42(7) TEU**, the EU's mutual defence clause. Some analysts suggest this clause entails stronger legal obligations than NATO's Article 5. However, its practical application remains unclear—especially in cases of **hybrid** warfare or cyberattacks.

Article 42(7) has only been invoked once—by **France** following the 2015 terrorist attacks in Paris. The **Strategic Compass** initiative calls for more regular mutual assistance exercises, but operational mechanisms remain underdeveloped.

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Regional Cooperation and Bilateral Disputes

Beyond the **Copenhagen criteria**, candidate states must demonstrate **good neighborly relations** and **regional cooperation**.

In the **Western Balkans**, the 2018 **Prespa Agreement** between Greece and North Macedonia resolved a long-standing name dispute, showing EU-backed reconciliation success.

The EU continues to mediate the **Kosovo–Serbia** dialogue through its Special Representative. A major unresolved issue is the implementation of the **Brussels Agreement**, particularly the establishment of an association of Serb-majority municipalities in Kosovo.

On 18 March 2023, Kosovo and Serbia committed to implementing the annex to an EU-proposed 11-point plan for normalization. The **Ohrid Agreement** will now influence both countries' accession talks.

Bosnia and Herzegovina received a positive assessment for regional relations but faces internal obstacles. Secessionist rhetoric and the glorification of war criminals hinder reconciliation. Steps such as appointing a supervisory body for war crimes and local-level actions are positive but insufficient.

Türkiye, while avoiding unauthorized drilling in the Eastern Mediterranean, continues to **reject** the **recognition of the Republic of Cyprus**, promoting a two-state solution. This position contradicts **UN Security Council resolutions** and **European Council conclusions** supporting a single-state framework for Cyprus.

Here is a refined and formatted version of your "Questions to be Addressed" section for your HASMUN'25 European Union Enlargement Council background guide. The structure, tone, and language have been made consistent and formal, in line with your earlier formatting



Questions to be Addressed

- 1. What are the essential legal, political, and economic criteria that a country must meet to qualify for European Union membership, and how consistently are these criteria applied across different candidate countries?
- 2. How can the European Union ensure the effectiveness and fairness of accession frameworks while balancing internal challenges such as budgetary constraints, rule of law concerns, and enlargement fatigue?
- 3. In what ways can the European Union adapt its Common Agricultural Policy and cohesion funding mechanisms to accommodate future enlargements, particularly in the case of large-scale candidate states such as Ukraine?

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- 4. To what extent should foreign policy alignment be a mandatory requirement for accession, and how should the European Union respond to candidate countries that diverge significantly from the Common Foreign and Security Policy?
- 5. How can the European Union promote regional stability and reconciliation in the Western Balkans and the Eastern Partnership region, particularly in the context of unresolved bilateral disputes and ethnic tensions?
- 6. What mechanisms can be introduced or improved to strengthen judicial and institutional reforms in candidate countries, ensuring their long-term compliance with European Union standards?
- 7. Should the European Union consider alternative forms of integration—such as associate membership or staged accession—for countries facing long-term structural or geopolitical obstacles to full membership?
- 8. How can the European Union maintain the credibility and attractiveness of the accession process for potential candidate countries, while addressing growing concerns within Member States related to identity, migration, and sovereignty?

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