

# NEGOTIATION CHAPTERS



**35 STEPS**

**TOWARDS THE  
EUROPEAN UNION**



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Dear Reader,

The publication of this booklet coincides with the first Intergovernmental Conference between the EU and Serbia on 21 January 2014, formally marking the beginning of accession negotiations. These negotiations determine how and when Serbia will adopt the EU *acquis communautaire* (the cumulative body of EU law) so that it can join the EU. I hope this brochure will help you to navigate the world of negotiations and *acquis*, which will be of great importance to Serbian citizens from now on.



A new chapter is now opening in the historic process of peacefully unifying the European continent. A stable, modern, democratic and prosperous Serbia inside the European Union is an objective which should unite us all.

The negotiations are fair and rigorous. Serbia will be able to show its commitment to our shared values, policies and standards, as well as to the rule of law and respect for equality and fundamental rights. The EU and its Member States will continue to provide financial assistance to help Serbia prepare for assuming and effectively implementing the obligations of membership.

There is a lot of work ahead for all of us. I count on the support of the Serbian authorities, citizens and civil society to throw all their weight behind the necessary changes and reforms – thereby making a success of Serbia's European project.

Michael Davenport  
Ambassador, Head of Delegation of the European Union

## The EU - From Six to Twenty-eight



When in 1950 French Foreign Minister Robert Schuman proposed the establishment of a European Coal and Steel Community aimed to put in place a common market in coal and steel between the six founding countries – Belgium, the Federal Republic of Germany, France, Italy, Luxemburg and the Netherlands - no one would have guessed that 63 years later this community would become the political and economic union of 28 Member States<sup>1</sup>. It was not easy to grow from 6 to 28 countries – during this period the European Union changed its treaties, modernised its institutions, but, more importantly, it strengthened and stabilised democracy and security in Europe. The European Union created the biggest single market, and also increased the continent's potential for trade and economic growth.

Each enlargement means reform; the EU needs to integrate its new member, but also to continue to function properly. First enlargement, from six to nine, took place twenty years after the establishment of the European Coal and Steel Community, when in 1973 Denmark, Ireland and the United Kingdom decided to join. Following the first enlarge

<sup>1</sup> Austria, Belgium, Bulgaria, Czech Republic, Croatia, Cyprus, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Ireland, Italy, Latvia, Lithuania, Luxembourg, Malta, Netherlands, Poland, Portugal, Romania, Slovenia, Slovakia, Spain, Sweden, United Kingdom

ment, the community developed itself by introducing the new social and environment policies and establishing, two years later, the European Regional Development Fund. In the 1980s three countries – Greece, Portugal and Spain - joined the European family, while a decade after three more countries have become EU members – Austria, Finland and Sweden. Historic enlargement took place in 2004 when ten new countries joined the EU: Cyprus, the Czech Republic, Estonia, Hungary, Latvia, Lithuania, Malta, Poland, Slovakia and Slovenia. This was the largest single enlargement in terms of people, and also a number of countries. Three years after, in 2007, two more countries joined – Romania and Bulgaria. After Slovenia joined the EU in 2004, Croatia was the second country from ex-Yugoslavia to join the EU family in July 2013. The European perspective remains open to the entire Western Balkans region. In the same year when Croatia entered the EU, at the summit held on June 28, the European Council decided to open accession negotiations with Serbia. On December 17 2013, foreign affairs ministers adopted the Negotiation framework with Serbia; three days later, on December 20, European Council decided that first Intergovernmental Conference will be held on January 21, 2014.

Beside Serbia, Montenegro, Former Yugoslav Republic of Macedonia, Iceland and Turkey are candidate countries, while Bosnia and Herzegovina, Albania and Kosovo\* are potential candidates.

\*This designation is without prejudice to positions on status, and is in line with UNSCR 1244/99 and the ICJ Opinion on the Kosovo declaration of independence.

## Membership criteria – Who can join?

The Treaty on the European Union states that any European country may apply for membership if it respects the democratic values of the EU and is committed to continue promoting them together with other members of the European family.

The first step for the country is to meet the key criteria for accession. The criteria were mainly defined at the European Council meeting in Copenhagen in 1993 and are hence referred to as 'the Copenhagen criteria'.



Oslo, 10 December 2012. Nobel peace prize awarded to European Union

According to these criteria, membership in the EU means that country wishing to join needs to have:

- 1) stable institutions guaranteeing democracy, the rule of law, human rights and respect for and protection of minorities;
- 2) a functioning market economy and the capacity to cope with competition and market forces in the EU;
- 3) the ability to take on and implement effectively the obligations of membership, including adherence to the aims of political, economic and monetary union.

Beside these political, economic and legislative criteria, in the case of the countries of the Western Balkans the 'Stabilisation and Association Process' was introduced with three aims:

- 1) stabilising the countries politically and encouraging their swift transition to a market economy;
- 2) promoting regional cooperation;
- 3) eventual membership in the EU.

The process helps the countries concerned to build their capacity to adopt and implement EU law, as well as European and international standards. It is based on an ever-closer partnership, with the EU offering a mixture of: trade concessions, economic and financial assistance, assistance for reconstruction, development and Stabilisation and Association Agreements – a far-reaching contractual relationship with the EU, entailing mutual rights and obligations.

Each country moves step by step towards EU membership as it fulfills its commitments in the Stabilisation and Association Process. The European Commission assesses progress made in annual progress reports published each autumn.

## EU Negotiations in Eight Points

1. The country that wishes to join the EU submits its application to the country holding the rotating presidency of the Council of the European Union.
2. The European Commission then evaluates the country's application and submits its findings to the Council of the European Union.
3. If the European Commission has a positive opinion of the applicant country's status, the Council of the European Union may decide to consider the application.
4. If the Council gives a green light for the negotiations, the European Commission then starts a monitoring process known as screening. The resulting screening report identifies the gaps in the body of common rights and obligations binding for all EU Member States (also known as the *acquis*) that the candidate country will have to fill.
5. The *acquis* is divided into 35 chapters, each of which covers a specific policy area, aimed to fully prepare candidate countries for the EU membership. The chapters cover the major aspects of EU policy, such as free movement of goods, capital, and workers; economic policy, energy, transport, regional policy, foreign policy, fundamental rights, and more.
6. After the candidate country has reformed its national laws so that they match the *acquis*, every criterion has been fulfilled, and every chapter has been closed, the agreements reached are set out in an accession treaty, which must be signed by the candidate country and all EU Member States. The accession treaty must also win the support of the Council of the European Union, the European Commission, and the European Parliament. The candidate country then becomes an acceding country.
7. After the Accession Treaty has been signed, it must be ratified by the acceding country and each individual EU Member State according to their constitutional rules (i.e. parliamentary vote, referendum).
8. The acceding country then becomes an EU Member State on the date specified in the Accession Treaty.

## Serbia and the European Union



Commissioner for Enlargement and Neighbourhood Policy Stefan Füle and Serbian President Tomislav Nikolić

The story of Serbia and the European Union starts in October 2000 when the country became part of the Stabilisation and Association Process, at the EU summit held in the French town of Biarritz. The Stabilisation and Association Agreement (SAA) was signed eight years later in Luxembourg on 29 April, 2008.

After a two-year postponement of the ratification caused by insufficient cooperation with the Hague Tribunal, the EU Member States started ratifying the SAA. Spain was the first to ratify the Agreement with Serbia on 21 June, 2010, and Lithuania completed the process on 18 June, 2013.

At the end of 2009, two very important events took place within less than a month; firstly, the visa liberalisation regime in December 2009 allowed Serbian citizens to travel within the Schengen area visa free, showing that the integration process can deliver concrete results for the citizens. Secondly, on December 22, 2009 President of Serbia Boris Tadić delivered to the Swedish presidency Serbia's application for membership in the EU.



Two years later, in October 2011, the European Commission issued *The Commission's opinions on the membership applications by Serbia*, recommending the European Council to grant Serbia candidate status.

Additionally, the European Commission recommended that negotiations for accession to the European Union should be opened with Serbia as soon as it achieves further significant progress with Kosovo.

"Serbia is well on its way towards sufficiently fulfilling the political criteria set by the Copenhagen European Council in 1993 and the conditions of the Stabilisation and Association Process, provided that progress continues and that practical solutions are found to the problems with Kosovo," reads the Commission's opinion.

In order to fully address the issue between Belgrade and Pristina, the EU mediated dialogue has been launched in the same year, aiming at normalising relations between the two sides, both of which aspire to EU membership. The first dialogue was more technical, but in 2012, it has been brought up to a new level, under the auspices of the High Representative of the EU for Foreign Affairs and Security Policy and Vice-President of the European Commission (HR/VP) Catherine Ashton.

In March 2012, the European Council granted Serbia candidate status. The 15-point draft agreement, adopted in the ninth round of talks which took place on 19 April 2013 in

Brussels, aimed to fully normalize relations between Belgrade and Pristina, was a crucial step forward. The EU recognised the effort of both sides and, as announced by the president of the European Council, Herman Van Rompuy, decided to open EU accession negotiations with Serbia.

The decision on opening accession talks has been adopted on 28 June, 2013, in view to hold the first Intergovernmental Conference no later than January 2014.

On 25 September 2013 the European Commission and Serbia launched the screening of the "acquis" – the analytical examination, chapter by chapter, of the entire EU legislation. It started, as in the neighbouring Montenegro, with Chapter 23 – judiciary and fundamental rights and Chapter 24 - justice, freedom and security.

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*"The accession negotiations with Serbia offer new opportunities for the Serbian citizens to learn more about the EU, its values, history, organisation, policies, practices and benefits. The successful completion of negotiations and modernisation of Serbia, which the EU has been supporting through sizeable technical assistance to the country and its people, will lead Serbia to full membership in the EU."*



Ambassador Michael Davenport, Head of the EU Delegation to the Republic of Serbia

*The Delegation works with the Serbian Government on the delivery of extensive programmes in support of Serbia's accession priorities, notably in implementing economic and structural reforms, as well as strategies for the judiciary, fighting corruption, modernising public administration and tackling discrimination."*

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## Stages towards joining the EU



The process of joining the EU broadly consists of 3 accession stages:

- 1) A country is granted the status of an official candidate for membership. However, this does not necessarily mean that formal negotiations open.
- 2) The next step is when the candidate moves on to formal membership negotiations process that involves the adoption of established EU law, preparations to properly apply and enforce it, and implementation of judicial, administrative, economic and other reforms necessary for the country to meet accession criteria.
- 3) When the negotiations and accompanying reforms have been completed to the satisfaction of both sides, the country can join the EU following ratification of the Accession Treaty by all Member States.

## What is negotiated?

EU candidate country needs to adopt, implement and enforce all current EU rules and legislation (the “acquis”). The Community acquis is the body of common rights and obligations which bind all the Member States together in the European Union.

It is constantly evolving and comprises of:

- 1) Primary legislation:
  - The Treaties
  - General principles of law;
- 2) The legislation adopted in application of the treaties and the case law of the Court of Justice;
- 3) The EU's international agreements;
- 4) Secondary legislation:
  - (implementing) Regulations
  - Directives and recommendations
  - General and individual decisions;
- 5) General principles of administrative law;
- 6) Conventions between the Member States.

Applicant countries have to accept the Community acquis in its entirety before they can join the Union. To integrate into the European Union, applicant countries will have to transpose the acquis into their national legislation and implement it from the moment of their accession. These rules are divided into 35 different policy fields, commonly known as chapters.

Membership negotiations cannot start until all EU governments agree, in the form of a unanimous decision by the EU Council, on a framework or mandate for negotiations with the candidate country. Negotiations take place between ministers and ambassadors of the EU governments and the candidate country.

Negotiations under each chapter are based on the following elements:

- 1) **Screening** – the European Commission carries out a detailed examination, together with the candidate country, of each policy field (chapter), to determine how well the country is prepared. The findings by chapter are presented by the Commission to the

Member States in the form of a screening report. The conclusion of this report is a recommendation of the Commission to either open negotiations directly or to require that certain conditions - **opening benchmarks** - should first be met.

**2) Negotiating positions** – before negotiations can start, the candidate country must submit its position and the EU must adopt a common position. For most chapters, the EU will set closing benchmarks which need to be met by the candidate country before negotiations in the policy field concerned can be closed.

Beside the chapters, candidate country and the EU also discuss financial arrangements (mainly how much new member is likely to pay into and receive from the EU budget) and other transitional arrangements. Throughout the negotiations, the European Commission monitors the candidate's progress in applying EU legislation and meeting its other commitments, including any benchmark requirements. This gives the candidate additional guidance for the membership, as well as an assurance to current members that the candidate is meeting the conditions for joining. The Commission also keeps the EU Council and European Parliament informed throughout the process, via regular reports, strategy papers and clarifications on conditions for further progress.



## Chapters – 35 Steps Towards the EU



The country that wishes to become the EU member state is progressing towards membership by negotiating chapters. Once the criteria set in a chapter are met, the chapter is closed and the country moves to another. The country can work on the fulfilling the criteria of several chapters in the same time. When it comes to the enlargement process of the countries of the Western Balkans, and on the basis of the experience of Croatia's negotiations, the most difficult chapters are 23 and 24 - dedicated to judiciary, human rights, justice, freedom and security. Therefore the European Union decided that it is better to start negotiations by opening these chapters first, so that country has more time to adapt to the EU standards in these areas. This model has been used with Montenegro and will be also used with Serbia.

Learn more:  
[http://ec.europa.eu/enlargement/index\\_en.htm](http://ec.europa.eu/enlargement/index_en.htm)

## Chapter 1 Free movement of goods



The first chapter is dedicated to the principle of the free movement of goods which implies that all products must be traded freely from one part of the Union to another. As the European Union has been founded on this principle, this chapter is of vital importance to the process of European integration.

The single market helps to bring down barriers, create more jobs and increase overall prosperity in the EU. The European Commission presents and regularly updates the Internal Market strategy, which sets out a long-term strategic vision and framework for improving the functioning of the Single Market.

When negotiating this chapter candidate country needs to harmonise its regulatory framework with the EU. In addition, the country will need sufficient administrative capacity to notify restrictions on trade and to apply measures on standardisation, conformity assessment, accreditation, metrology and market surveillance.

 **Learn more:**  
[http://ec.europa.eu/internal\\_market/index\\_en.htm](http://ec.europa.eu/internal_market/index_en.htm)

## Chapter 2 Freedom of movement for workers

The EU means not only free movement of goods, but also freedom of movement for workers. The acquis under this chapter enables EU citizens of one Member State to work in another Member State. The so called EU migrant workers must be treated in the same way as national workers when it comes to working conditions, social and tax advantages.

This acquis also includes a mechanism to coordinate national social security provisions for insured persons and their family members who are moving from one Member State to another.

 **Learn more:**  
<https://ec.europa.eu/eures/>

## Chapter 3 Right of establishment and freedom to provide services

Aspirant countries must ensure the right of establishment of EU national and legal persons in any Member State. Additionally, the country needs to ensure the freedom to provide cross-border services.



The acquis also harmonises the rules ensuring mutual recognition of qualifications and diplomas between Member States, while for certain regulated professions a common minimum training curriculum must be followed in order to have the qualification automatically recognised.

The acquis aims at opening up the postal services sector to competition in a gradual and controlled way, while assuring a universal service.

 **Learn more:**  
[http://ec.europa.eu/internal\\_market/services/principles\\_en.htm](http://ec.europa.eu/internal_market/services/principles_en.htm)

## Chapter 4 Free movement of capital

Beside freedom of movement of goods and people, each future Member State must remove, with some exceptions, all restrictions on movement of capital both within the EU and between Member States and third countries. The acquis also includes rules on cross-border payments and the execution of transfer orders of securities.



The directive on the fight against money laundering and terrorist financing requires banks and other economic operators, particularly when dealing in high-value items and with large cash transactions, to identify customers and report certain transactions.

A key requirement in combating financial crime is the creation of effective administrative and enforcement capacity, including cooperation between supervisory, law enforcement and prosecutorial authorities.

## Chapter 5 Public procurement

The acquis on public procurement includes general principles of transparency, equal treatment, free competition and non-discrimination. In addition, specific EU rules apply to the coordination of the award of public contracts for works, services and supplies, for traditional contracting entities and for special sectors. The acquis also specifies rules on review procedures and the availability of remedies. Additionally, acquis envisages that for these actions specialised implementing bodies are required.

Learn more:

[http://ec.europa.eu/internal\\_market/publicprocurement/index\\_en.htm](http://ec.europa.eu/internal_market/publicprocurement/index_en.htm)

## Chapter 6 Company law

The company law acquis includes rules on the formation, registration, merger and division of companies in line with the EU standards. In the area of financial reporting, the acquis specifies rules for the presentation of annual and consolidated accounts, including simplified rules for small and medium enterprises. Also, the application of International Accounting Standards is mandatory for some public interest entities. In addition, the acquis specifies rules for the approval, professional integrity and independence of statutory audits.

Key programmes for entrepreneurs:

1. Enterprise Europe Network <http://een.ec.europa.eu/>
2. Erasmus for Young Entrepreneurs <http://www.erasmus-entrepreneurs.eu>



## Chapter 7 Intellectual property law

The acquis on intellectual property rights specifies harmonised rules for the legal protection of copyright and related rights. Specific provisions apply to the protection of databases, computer programs, semiconductor topographies, satellite broadcasting and cable retransmission. In the field of industrial property rights, the acquis sets out harmonised rules for the legal protection of trademarks and designs. Other specific provisions apply for biotechnological inventions, pharmaceuticals and plant protection products. The acquis also establishes a Community trademark and Community design.

Learn more: [http://europa.eu/legislation\\_summaries/internal\\_market/businesses/intellectual\\_property/](http://europa.eu/legislation_summaries/internal_market/businesses/intellectual_property/)

## Chapter 8 Competition policy



The competition acquis covers both anti-trust and state aid control policies. It includes rules and procedures to fight anti-competitive behaviour by companies, mainly restrictive agreements between undertakings and abuse of a dominant position. Additionally, the acquis aims to scrutinise mergers between undertakings, and to prevent governments from granting state aid which distorts competition in the internal market. Generally, the competition rules are directly applicable in the whole Union, and Member States must co-operate fully with the European Commission in enforcing them.

## Chapter 9 Financial services

The acquis in the field of financial services includes rules for the authorisation, operation and supervision of financial institutions in the areas of banking, insurance, supplementary pensions, investment services and securities markets. Financial institutions can operate across the EU in accordance with the 'home country control' principle either by establishing branches or by providing services on a cross-border basis.

Learn more:

[http://ec.europa.eu/competition/index\\_en.html](http://ec.europa.eu/competition/index_en.html)

## Chapter 10 Information society and media

The acquis includes specific rules on electronic communications, on information society services, in particular electronic commerce and conditional access services, and on audio-visual services. In the field of electronic communications, the acquis aims to eliminate obstacles to the effective operation of the internal market in telecommunications services and networks, to promote competition and to safeguard consumer interests in the sector, including universal availability of modern services.

As regards audio-visual policy, the acquis requires the legislative alignment with the Audiovisual Media Services Directive (AVMSD). The acquis prescribes the establishment of a transparent, predictable and effective regulatory framework for public and private broadcasting in line with European standards. The acquis also requires the capacity to participate in the community programmes Media Plus and Media Training.



Learn more:

[http://ec.europa.eu/culture/media/index\\_en.htm](http://ec.europa.eu/culture/media/index_en.htm)

## Chapter 11 Agriculture and rural development

The agriculture chapter covers a large number of binding rules, many of which are directly applicable. The proper application of these rules and their effective enforcement and control by an efficient public administration are essential for the functioning of the

common agricultural policy (CAP). Running the CAP requires the setting up of management and quality systems such as a paying agency and the integrated administration and control system (IACS), and the capacity to implement rural development measures. Member States must be able to apply the EU legislation on direct farm support schemes and to implement the common market organisations for various agricultural products.

Learn more:

<http://ec.europa.eu/agriculture/>

## Chapter 12 Food safety, veterinary and phytosanitary policy

The general foodstuffs policy sets hygiene rules for foodstuff production. Furthermore, the acquis provides detailed rules in the veterinary field, which are essential for safeguarding animal health, animal welfare and safety of food of animal origin in the internal market. In the phytosanitary field, EU rules cover issues such as quality of seed, plant protection material, harmful organisms and animal nutrition.



## Chapter 13 Fisheries

The acquis on fisheries consists of regulations, which do not require transposition into national legislation. However, it requires introduction of measures to prepare the administration and the operators for participation in the common fisheries policy. It covers market policy, resource and fleet management, inspection and control, structural actions and state aid control.

## Chapter 14 Transport policy

EU transport legislation aims at improving the functioning of the internal market by promoting safe, efficient and environmentally sound and user friendly transport services. The transport acquis covers the sectors of road transport, railways, inland waterways, combined transport, aviation, and maritime transport. It relates to technical and safety standards, security, social standards, state aid control and market liberalisation in the context of the internal transport market.



## Chapter 15 Energy

EU energy policy objectives include the improvement of competitiveness, security of energy supplies and the protection of the environment. The energy acquis consists of rules and policies, notably regarding competition and state aids (including in the coal sector), the internal energy market (opening up of the electricity and gas markets, promotion of renewable energy sources), energy efficiency, nuclear energy and nuclear safety and radiation protection.

## Chapter 16 Taxation

The acquis on taxation covers extensively the area of indirect taxation, namely value-added tax (VAT) and excise duties. The chapter includes also excise duties on tobacco products, alcoholic beverages and energy products. It also covers some aspects of taxing income from savings of individuals and of corporate taxes. Furthermore, Member States are committed to complying with the principles of the Code of Conduct for Business Taxation, aimed at the elimination of harmful tax measures. Administrative co-operation and mutual assistance between Member States is aimed at ensuring a smooth functioning of the internal market as concerns taxation and provides tools to prevent intra-Community tax evasion and tax fraud.

### Useful links:

European Customs Information Portal [http://ec.europa.eu/ecip/index\\_en.htm](http://ec.europa.eu/ecip/index_en.htm)  
European Commission - Taxation and Customs Union  
[http://ec.europa.eu/taxation\\_customs/index\\_en.htm](http://ec.europa.eu/taxation_customs/index_en.htm)

## Chapter 17 Economic and monetary policy

Economic and Monetary Union (EMU) represents a major step in the integration of EU economies. It involves the coordination of economic and fiscal policies, a common monetary policy, and a common currency, the euro. Whilst all 28 EU Member States take part in the economic union, some countries have taken integration further and adopted the euro. Together, these countries make up the euro area.

### The Euro

The euro is the single currency shared by (currently) 18 of the European Union's Member States, which together make up the euro area. The introduction of the euro in 1999 was a major step in European integration. It has also been one of its major successes: around 330 million EU citizens now use it as their currency and enjoy its benefits, which will spread even more widely as other EU countries adopt the euro. Latvia became member of the euro area on 1 January 2014.

The acquis in the area of economic and monetary policy contains specific rules on the independence of central banks in Member States, prohibiting direct financing of the public sector by the central banks, and prohibiting privileged access of the public sector to financial institutions. Member States are expected to coordinate their economic policies and are subject to the Stability and Growth Pact on fiscal surveillance. New Member States are also committed to complying with the criteria laid down in the Treaty in order to be able to adopt the euro in due course after accession. Until then, they will participate in the Economic and Monetary Union with a derogation from the use of the euro and shall treat their exchange rates as a matter of common concern.

 **Learn more:**  
[http://ec.europa.eu/economy\\_finance/index\\_en.htm](http://ec.europa.eu/economy_finance/index_en.htm)

### The European Central Bank

The ECB is the central bank for Europe's single currency, the euro. The ECB's main task is to maintain the euro's purchasing power and thus price stability in the euro area.  
<http://www.ecb.europa.eu>

## Chapter 18 Statistics

The acquis in the field of statistics requires the existence of a statistical infrastructure based on principles such as impartiality, reliability, transparency, confidentiality of individual data and dissemination of official statistics. National statistical institutes act as reference and anchor points for the methodology, production and dissemination of statistical information. The acquis covers methodology, classifications and procedures for data collection in various areas such as macro-economic and price statistics, demographic and social statistics, regional statistics, and statistics on business, transport, external trade, agriculture, environment, and science and technology.

The European Union has its own statistical office, Eurostat, situated in Luxembourg. Its task is to provide the European Union with statistics at European level that enable comparisons between countries and regions.



Learn more:

<http://epp.eurostat.ec.europa.eu/portal/page/portal/eurostat/home/>

## Chapter 19 Social policy and employment

The *acquis* in the social field includes minimum standards in the areas of labour law, equality, health and safety at work and anti-discrimination. The Member States participate in social dialogue at European level and in EU policy processes in the areas of employment policy, social inclusion and social protection. The European Social Fund is the main financial tool through which the EU supports the implementation of its employment strategy and contributes to social inclusion efforts (implementation rules are covered under Chapter 22, which deals with all structural instruments).

### Useful links:

European Commission Employment, Social Affairs & Inclusion

<http://ec.europa.eu/social/home.jsp?langId=en>

Youth employment

<http://ec.europa.eu/social/main.jsp?langId=en&catId=1036>

European employment strategy

<http://ec.europa.eu/social/main.jsp?langId=en&catId=101>

## Chapter 20 Enterprise and industrial policy

EU industrial policy seeks to promote industrial strategies enhancing competitiveness by speeding up adjustment to structural change, encouraging an environment favourable to business creation and growth throughout the EU as well as domestic and foreign



Learn more: <http://ec.europa.eu/enterprise/>

[policies/industrial-competitiveness/industrial-policy/](http://ec.europa.eu/enterprise/policies/industrial-competitiveness/industrial-policy/)

investments. It also aims to improve the overall business environment in which small and medium enterprises (SMEs) operate. It involves privatisation and restructuring. EU industrial policy mainly consists of policy principles and industrial policy communications. The implementation of enterprise and industrial policy requires adequate administrative capacity at the national, regional and local level.

## Chapter 21 Trans-European networks

This chapter covers the Trans-European Networks policy in the areas of transport, telecommunications and energy infrastructures, including the Community guidelines on the development of the Trans-European Networks and the support measures for the development of projects of common interest. The establishment and development of Trans-European Networks and the promotion of proper interconnection and interoperability of national networks aim to take full advantage of the internal market and to contribute to economic growth and the creation of employment in the European Union.

Learn more:

[http://ec.europa.eu/ten/index\\_en.html](http://ec.europa.eu/ten/index_en.html)

## Regional policy and coordination of structural instruments



The acquis under this chapter consists mostly of framework and implementing regulations, which do not require transposition into national legislation. They define the rules for drawing up, approving and implementing Structural Funds and Cohesion Fund programmes reflecting each country's territorial organisation. These programmes are negotiated and agreed with the Commission, but implementation is the responsibility of the Member States. Member States must respect EU legislation in general, for example in the areas of public procurement, competition and environment, when selecting and implementing projects. Member States must have an institutional framework in place and adequate administrative capacity to ensure programming, implementation, monitoring and evaluation in a sound and cost-effective manner from the point of view of management and financial control.

## Judiciary and fundamental rights

EU policies in the area of judiciary and fundamental rights aim to maintain and further develop the Union as an area of freedom, security and justice. The establishment of an

independent and efficient judiciary is of paramount importance. Impartiality, integrity and a high standard of adjudication by the courts are essential for safeguarding the rule of law. This requires a firm commitment to eliminating external influences over the judiciary and to devoting adequate financial resources and training. Legal guarantees for fair trial procedures must be in place. Equally, Member States must fight corruption effectively, as it represents a threat to the stability of democratic institutions and the rule of law. A solid legal framework and reliable institutions are required to underpin a coherent policy of prevention and deterrence of corruption. Member States must ensure respect for fundamental rights and EU citizens' rights, as guaranteed by the acquis and by the Fundamental Rights Charter.

## Justice, freedom and security

EU policies aim to maintain and further develop the Union as an area of freedom, security and justice. On issues such as border control, visas, external migration, asylum, police cooperation, the fight against organised crime and against terrorism, cooperation in the field of drugs, customs cooperation and judicial cooperation in criminal and civil matters, Member States need to be properly equipped to adequately implement the growing framework of common rules. Above all, this requires a strong and



well-integrated administrative capacity in law enforcement agencies and other relevant bodies, which must attain the necessary standards. The most detailed part of the EU's policies on justice, freedom and security is the Schengen acquis, which entails the lifting of internal border controls in the EU. However, for the new Member States substantial parts of the Schengen acquis are implemented following a separate Council Decision taken after accession.

Learn more:

[http://ec.europa.eu/justice/index\\_en.htm#newsroom-](http://ec.europa.eu/justice/index_en.htm#newsroom-)

## Chapter 25 Science and research

The acquis in the field of science and research does not require transposition of EU rules into the national legal order. Implementation capacity relates to the existence of the necessary conditions for effective participation in the EU's Framework Programmes. In order to ensure the full and successful association with the Framework Programmes, Member States need to ensure the necessary implementing capacities in the field of research and technological development including adequate staffing.



Learn more:

<http://ec.europa.eu/research/index.cfm>

## Chapter 26 Education and culture

The areas of education, training, youth and culture are primarily the competence of the Member States. A cooperation framework on education and training policies aims to converge national policies for the attainment of shared objectives through an open method of coordination. "Education and Training 2020" (ET 2020) is a new strategic framework for European cooperation in education and training that builds on its predecessor, the "Education and Training 2010" work programme. It provides common strategic objectives for Member States, including a set of principles for achieving these objectives, as well as common working methods. The main aim of the framework is to support Member States in further developing their educational and training systems. These systems should better provide the means for all citizens to realise their potentials, as well as ensure sustainable economic prosperity and employability. The framework should take into consideration the whole spectrum of education and training systems from a lifelong learning perspective, covering all levels and contexts (including non-formal and informal learning).

As regards cultural diversity, Member States need to uphold the principles enshrined in Article 151 of the EC Treaty, which ensures that their international commitments allow for preserving and promoting cultural diversity. Member States need to have the legal, administrative and financial framework and necessary implementing capacity in place to ensure sound financial management of the education, training and youth Community programmes.

Learn more:

[http://ec.europa.eu/dgs/education\\_culture/](http://ec.europa.eu/dgs/education_culture/)

## Chapter 27 Environment



EU environment policy aims to promote sustainable development and protect the environment for present and future generations. It is based on preventive action, the polluter pays principle, fighting environmental damage at source, shared responsibility and the integration of environmental protection into other EU policies. The acquis comprises over 200 major legal acts covering horizontal legislation, water and air quality, waste management, nature protection, industrial pollution control and risk management, chemicals and genetically modified organisms (GMOs), noise and forestry. Compliance with the acquis requires significant investment. A strong and well-equipped administration at national and local level is imperative for the application and enforcement of the environment acquis.

### Useful links:

European Commission Environment

[http://ec.europa.eu/environment/index\\_en.htm](http://ec.europa.eu/environment/index_en.htm)

European Mobility Week <http://www.mobilityweek.eu/>

European Green Week <http://ec.europa.eu/environment/greenweek/>

## Chapter 28 Consumer and health protection

The consumer protection acquis covers the safety of consumer goods as well as the protection of the economic interests of consumers in a number of specific sectors. Once the EU has passed laws on food and product safety, consumer rights or public health, it is up to national, regional and local governments to apply those laws to ensure traders, manufacturers and food producers stick to the rules. Appropriate judicial and out-of-court dispute resolution mechanisms as well as consumer information and education and a role for consumer organizations should be ensured as well. In addition, this chapter covers specific binding rules in the area of public health.

### Learn more:

[http://ec.europa.eu/dgs/health\\_consumer/index\\_en.htm](http://ec.europa.eu/dgs/health_consumer/index_en.htm)

## Chapter 29 Customs Union

The Customs Union abolished customs duties at EU countries' national borders and put in place a uniform system for taxing imports. Customs officers now work mostly at the EU's external borders. They not only keep trade flowing, but perform a wide range of tasks to protect European consumers.

The customs union acquis consists almost exclusively of legislation which is directly binding on the Member States. It includes the EU Customs Code and its implementing provisions, the combined nomenclature, common customs tariff and provisions on tariff classification, customs duty relief, duty suspensions and certain tariff quotas, and other provisions such as those on customs control of counterfeit and pirated goods, drugs precursors, export of cultural goods as well as on mutual administrative assistance in customs matters and transit.

Member States must ensure that the necessary implementing and enforcement capacities, including links to the relevant EU computerised customs systems, are in place. The customs services must also ensure adequate capacities to implement and enforce special rules laid down in related areas of the acquis such as external trade.

## Chapter 30 External relations



The sheer size of the European Union in economic, trade and financial terms makes it a world player. The biggest trader and home to the world's second currency, the EU also spends over €7 billion a year on aid to developing countries. Its trade and partnership agreements cover most countries and regions, therefore external relations are very important. The *acquis* in this field consists mainly of directly binding EU legislation which does not require transposition into national law.

In the area of humanitarian aid and development policy, Member States need to comply with EU legislation and international commitments and ensure the capacity to participate in the EU's development and humanitarian policies. Applicant countries are required to progressively align their policies towards third countries and their positions within international organisations with the policies and positions adopted by the Union and its Member States. The European Union as a whole is the world's biggest donor of humanitarian aid. Together, Member States and European institutions contribute more than half of official global humanitarian aid.

### Useful links:

European Commission Humanitarian Aid & Civil Protection  
[http://ec.europa.eu/echo/index\\_en.htm](http://ec.europa.eu/echo/index_en.htm)  
Emergency Response Centre <http://ercportal.jrc.ec.europa.eu/>

## Chapter 31 Foreign, security and defense policy

In 2010 the EU established the European Union's diplomatic corps, or External Action Service (EEAS). It supports the EU foreign affairs chief, High Representative for Foreign Affairs and Security Policy, in conducting the common foreign and security policy. It has Delegations around the world working on behalf of the people of Europe and representing the EU as a whole. The EEAS is functionally autonomous from other EU bodies, but has a legal responsibility to ensure its policies are consistent with other EU policies. To help ensure this, the High Representative is also a Vice-President of the European Commission, and President of the Foreign Affairs Council.



The Common Foreign and Security Policy (CFSP) and the European Security and Defense Policy (ESDP) are based on legal acts, including legally binding international agreements, and on political documents. The *acquis* consists of political declarations, strategies, actions and agreements. Member States must be able to conduct political dialogue in the framework of CFSP, to align with EU statements, to take part in EU actions and to apply agreed sanctions and restrictive measures. Applicant countries are required to progressively align with EU statements, and to apply restrictive measures when and where required.

### Useful links:

European External Action Service <http://eeas.europa.eu>  
EU Around The Globe [http://eeas.europa.eu/around/index\\_en.htm](http://eeas.europa.eu/around/index_en.htm)  
EU Foreign Policy [http://eeas.europa.eu/policies/index\\_en.htm](http://eeas.europa.eu/policies/index_en.htm)  
EU Security and Defence [http://eeas.europa.eu/csdp/index\\_en.htm](http://eeas.europa.eu/csdp/index_en.htm)

## Chapter 32 Financial control



The concept of Public Internal Financial Control (PIFC) has been developed by the European Commission in order to provide a structured and operational model to assist national governments in re-engineering their internal control environment and in particular to upgrade their public sector control systems in line with international standards and EU best practice.

The acquis under this chapter relates to the adoption of internationally agreed and EU compliant principles, standards and methods of public internal financial control (PIFC) that should apply to the internal control systems of the entire public sector, including the spending of EU funds. In particular, the acquis requires the existence of effective and transparent financial management and control systems (including adequate ex-ante, ongoing and ex-post financial control or inspection); functionally independent internal audit systems; the relevant organisational structures (including central co-ordination); an operationally and financially independent external audit organisation to assess,

amongst others, the quality of the newly established PIFC systems. This chapter also includes the acquis on the protection of EU financial interests and the fight against fraud involving EU funds.

 Learn more:

[http://ec.europa.eu/budget/biblio/documents/control/control\\_en.cfm](http://ec.europa.eu/budget/biblio/documents/control/control_en.cfm)

## Chapter 33 Financial and budgetary provisions

This chapter covers the rules concerning the financial resources necessary for the funding of the EU budget ('own resources'). These resources are made up mainly of contributions from Member States based on traditional own resources from customs and agricultural duties and sugar levies; a resource based on value-added tax; and a resource based on the level of gross national income. Member States must have appropriate administrative capacity to adequately coordinate and ensure the correct calculation, collection, payment and control of own resources. The acquis in this area is directly binding and does not require transposition into national law.

## Chapter 34 Institutions

This chapter covers the institutional and procedural rules of the EU. When a country joins the EU, adaptations need to be made to these rules to ensure this country's equal representation in EU institutions (European Parliament, European Council, European Commission, European Court of Justice) and other bodies and the good functioning of decision-making procedures (such as voting rights, official languages and other procedural rules) as well as elections to the European Parliament.

There are 3 main institutions involved in EU legislation:

1. The European Parliament, which represents the European Union citizens and is directly elected by them.
2. The Council of the European Union, which represents the governments of individual Member Countries.
3. The European Commission, which represents the interests of the Union as a whole.

In principle, the Commission proposes new laws, and the Parliament and Council adopt them. The Commission and the Member States then implement them, and the Commission ensures that the laws are properly applied and implemented.

Two other institutions play vital roles:

1. The Court of Justice of the EU upholds the rule of European law.
2. The Court of Auditors checks the financing of the EU's activities.

The powers and responsibilities of all of these institutions are laid down in the Treaties, which are the foundation of everything the EU does. They also lay down the rules and procedures that the EU institutions must follow. The Treaties are agreed by the presidents and/or prime ministers of all the EU countries, and ratified by their parliaments.

The EU has a number of other institutions and inter-institutional bodies that play specialised roles:

1. The European Central Bank (ECB) is responsible for European monetary policy.
2. The European External Action Service (EEAS) assists the High Representative of the Union for Foreign Affairs and Security Policy.
3. The European Economic and Social Committee represents civil society, employers and employees.
4. The Committee of the Regions represents regional and local authorities.
5. The European Investment Bank (EIB) finances EU investment projects and helps small businesses through the European Investment Fund.
6. The European Ombudsman investigates complaints about maladministration by EU institutions and bodies.
7. The European Data Protection Supervisor safeguards the privacy of people's personal data.
8. The Publications Office publishes information about the EU.
9. The European Personnel Selection Office recruits staff for the EU institutions and other bodies.
10. The European School of Administration provides training in specific areas for members of EU staff.
11. A host of specialised agencies and decentralised bodies handle a range of technical, scientific and management tasks.

EU rules in this chapter do not affect the internal organisation of a Member State, but acceding countries need to ensure that they are able to participate fully in EU decision-making by setting up the necessary bodies and mechanisms at home and by electing or appointing well-prepared representatives to the EU institutions. After concluding the accession negotiations, specific rules for the interim period until accession ensure a smooth integration of the country into EU structures: an information and consultation procedure is put in place and, once the Accession Treaty is signed, the acceding country is granted active observer status in the European Parliament and Council as well as in Commission committees.

#### Useful links:

European Parliament <http://www.europarl.europa.eu>

European Council <http://www.european-council.europa.eu>

Council of the European Union <http://www.consilium.europa.eu>

European Commission <http://ec.europa.eu>

European External Action Service <http://eeas.europa.eu>

## Chapter 35 Other issues

This chapter includes miscellaneous issues which come up during the negotiations but which are not covered under any other negotiating chapter.



## Concluding the negotiations



The pace of the negotiations depends on the speed of reform and alignment with EU laws in each country. The duration of negotiations can vary – starting at the same time as another country is no guarantee of finishing at the same time. No negotiations on any individual chapter are closed until every EU government is satisfied with the candidate's progress in that policy field, as analysed by the European Commission. And the whole negotiation process is only concluded definitively once every chapter has been closed.

At the end of the negotiations candidate country needs to sign the Accession Treaty. This is the document that cements the country's membership in the EU. It contains the detailed terms and conditions of membership, all transitional arrangements and deadlines, as well as details of financial arrangements and any safeguard clauses.

However, the Accession Treaty is not final and binding until it:

1. wins the support of the EU Council, the European Commission, and the European Parliament,
2. is signed by the candidate country and representatives of all Member States and
3. is ratified by the candidate country and every individual EU country, according to their constitutional rules (parliamentary vote, referendum, etc.).

Once the Treaty is signed, the candidate becomes an acceding country. This means it is expected to become a full EU member on the date laid down in the Treaty, providing the Treaty has been ratified.

In the interim, the acceding country benefits from special arrangements, such as being able to comment on draft EU proposals, communications, recommendations or initiatives, and “active observer status” in EU bodies and agencies. The acceding country is entitled to speak about common EU issues, but not vote.



# European Union Information Centre (EUIC) in Belgrade



Since May 2011, the EU Information Centre, located in Dom omladine Beograda, is a place where citizens can inform themselves about the EU and participate in various events. The mission of the Centre is to offer answers on the spot, on its website, by phone or mail, to EU related questions and provide help in finding information and guidelines for access to the EU projects, programmes and funds. The Centre aims to improve general awareness on the EU accession process and to bring European Union closer to Serbian citizens as well as to answer all their queries concerning the EU, its history and functioning.



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Tel +38111 322 9922  
[www.euinfo.rs](http://www.euinfo.rs)  
[www.facebook.com/euinfo.rs](https://www.facebook.com/euinfo.rs)  
<https://twitter.com/EUICBG>

## Working hours

Monday-Friday 10:00-19:00  
Saturday: 10:00-15:00

## ASK US

In the EU Info Centre you can find answers to all your questions related to the EU: from the history of the Union to the latest changes in EU laws. We are here to offer you help also in search of information about EU funded projects and programmes. You can ask us in the Centre or via e mail: [info@euinfo.rs](mailto:info@euinfo.rs). The information you will obtain are adapted to Serbian perspective and the needs of Serbian citizens as the Centre strives to get closer to citizens and what they really want to know.

## VISIT US

The Centre is open for group visits; it organizes seminars, workshops, debates and other events on EU integration issues, as well as cultural events and art exhibitions. The Centre is accessible to all citizens of Serbia: all you need is to announce group visit in advance via e-mail or by phone.

## LIBRARY DATABASE

Almost 2,000 publications and books (in Serbian and English) are at your disposal: fact sheets, booklets, brochures about the EU, its policies, enlargement, relations between Serbia and the European Union, etc. All sorts of publications are available either in hard copy if you visit the Centre, or in electronic format which can be downloaded from the following websites: [www.euinfo.rs](http://www.euinfo.rs), [www.europa.rs](http://www.europa.rs) and [www.eubookshop.eu](http://www.eubookshop.eu).



