Poland: membership application and partnership, 8 April 1994

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The Commission has presented for the first time a 'strategy document for enlargement' which seeks to be more analytical and forward-looking than its previous versions issued in 1998 and 1999. In the first part, the Commission recalls the challenges of the future enlargement, in particular in geopolitical and strategic terms, which go far beyond those faced in previous enlargements: Europe's improved security, stability and prosperity will be top priority in the complex negotiations which will result in the membership of between 10 and 13 new member states. The Commission also discusses the new potential candidates for membership from the Balkans area which will be declared in the relatively near future. A process in parallel to that started in 1989 for the current candidates from Central and Eastern Europe is under way in this region so as to prepare the countries of the former Yugoslavia and Albania for future membership: this involves a stabilisation and association process coupling financial and technical support, as well as strengthening the political dialogue between the parties. In recalling the various elements that comprise the pre-accession strategy (accession partnerships; national programmes for the adoption of the acquis communautaire; more than 3 billion euros per year of financial assistance with PHARE, ISPA and SAPARD; association agreements that set the institutional framework and the structural objectives of pre-accession; involvement of the candidate countries in the various Community programmes and agencies), the Commission presents a state of play sector-by-sector of the progress made by the candidates on the path to accession. The Copenhagen criteria (political, economic, adoption of the acquis) are reviewed in the second part of the document in order to determine for each country concerned the work that remains to be done before becoming a member of the Union. The Commission describes, in a third and important part of the section, the negotiation strategy that it intends to implement in the course of the next two years (2001-2002). In this regard, the Commission stresses the need to respect the timetable for the negotiations, considering that it is not in the interests of either the Union or the candidate countries to see the enlargement process get bogged down indefinitely. This is why a strategy in stages is proposed in order both to encourage the candidate countries to intensify their preparation efforts and to give them greater confidence in the process under way. This strategy involves the following stages: 1) the drawing up of a lists of candidate countries' requests for transitional measures and negotiation of these measures by making, on the EU side, a clear distinction between measures considered acceptable (basically transitional measures in the short term of a technical nature that do not pose a particular problem), negotiable (measures having an effect on competition or the internal market and a longer duration), and unacceptable (posing very fundamental problems in the context of membership); 2) the drawing up of a detailed 'road map'for each country laying down clearly the order in which pending questions should be dealt with in 2001-2002. The road map is, without doubt, the most innovative aspect of the planned negotiation method since it involves for all the parties an undertaking to finishnegotiations within a realistic timescale. The approach favoured by the Commission is one in two phases: 2001 will see the majority of the pending questions raised (mainly, the internal market, social questions, environment) with the exception of those which have the most important financial implications; these latter will be dealt with in the course of the first six months of 2002, with the 'institutional questions' chapter and the other unresolved matters (agriculture, in particular). A clear list of chapters for negotiation that must be tackled is presented in the Commission's document, breaking down the most important questions to be resolved into 3 semesters (up to June 2002); 3) the opening of negotiating chapters: it is up to the candidate countries to open negotiating chapters as a function of the timing proposed by the Commission in its road map. Certain countries that are already well advanced would be able, by virtue of the principle of differentiation, to pursue their negotiations at a more sustained rhythm and hope to be part of the first cluster of new member states. However, where the number of remaining problems is very limited, these can be put aside

provisionally to be revisted in order to find a solution to the few remaining issues at the appropriate moment. In conclusion, and in virtue of the method proposed in this working document, the Commission considers that Union should be in a position to welcome new Member States from the end of 2002.