

IMPLEMENTATION OF ASSOCIATION AGREEMENTS IN GEORGIA, MOLDOVA AND UKRAINE: **A COMPARATIVE OVERVIEW 2021**



OCTOBER 2021

In 2014, the European Union concluded Association Agreements with the three countries – Georgia, Moldova, Ukraine, – to promote political association and economic integration, in line with the main goal of the Eastern Partnership as set forth by the Prague Summit Declaration 2009.

At the Brussels Eastern Partnership Summit 2017, participants agreed to introduce an enhanced dialogue between the EU and the associated partners on AA/DCFTA implementation. On 13 November 2019, the three countries' civil society platforms established under the Association Agreement and the Eastern Partnership frameworks presented their Joint Declaration calling on the three governments to establish trilateral cooperation and, on the EU, to institutionalise the enhanced dialogue in the EU+3 format. On 5 December 2019, first joint letter of three Ministers for foreign affairs was presented to the EU High Representative for Foreign and Security Policy calling for an increased sectoral integration and dialogue in EU+3 format. On 17 May 2021, three ministries for foreign affairs signed a Memorandum of understanding on establishing enhanced cooperation on European integration – the "Association Trio". EU and EaP countries finally decided to carry out the Eastern Partnership Summit in December 2021 which means that the pandemic will no longer postpone the high-level formats of cooperation between EU and the EaP.

This comparative overview of Association Agreements implementation in Georgia, Moldova and Ukraine was prepared in order to facilitate search for common interests of the three countries in cooperation and peer-to-peer learning. It presents the key information to apprehend and compare the content of the three Associated Agreements (AAs); progress in implementation of their main provisions; domestic political contexts, governmental and parliamentary mechanisms of their implementation, and the institutions for civil society participation; as well as the key data on relationship between the EU and the three countries in security and in trade.

This comparative analysis shows important nuances. In general, AA with Ukraine provides for deeper integration, including by offering the perspective of internal market treatment in a number of sectors as well as often more detailed provisions in the Agreement. Only in the Ukrainian government EU issues are coordinated by a dedicated Vice-Prime-Minister and not by Ministry of Foreign Affairs. Georgian and Ukrainian parliaments have separate committees on European integration while in Moldovan parliament a single committee covers both EU and foreign policy issues. The role of respective parliamentary committees in law making varies substantially, but in all three cases, their opinions on legal drafts are not binding. Compliance check tables are required for legal drafts submission by MPs in Georgia and Moldova, but not in Ukraine (though majority of draft laws in Ukrainian parliament are submitted by MPs) which gets the opinion from the Office for European and Euro-Atlantic integration. There are also important nuances in the composition of the bilateral civil society platforms established under the AAs, both from the countries' and from the EU side. All three countries are working with the EU on updating the Annexes to AAs, with Ukraine being most active.

This publication was prepared by Ivane Chkhikvadze, Iulian Groza and Leonid Litra. Inputs were also made by Veronika Movchan. The initial template was developed by the Civic Synergy Project Team et al.

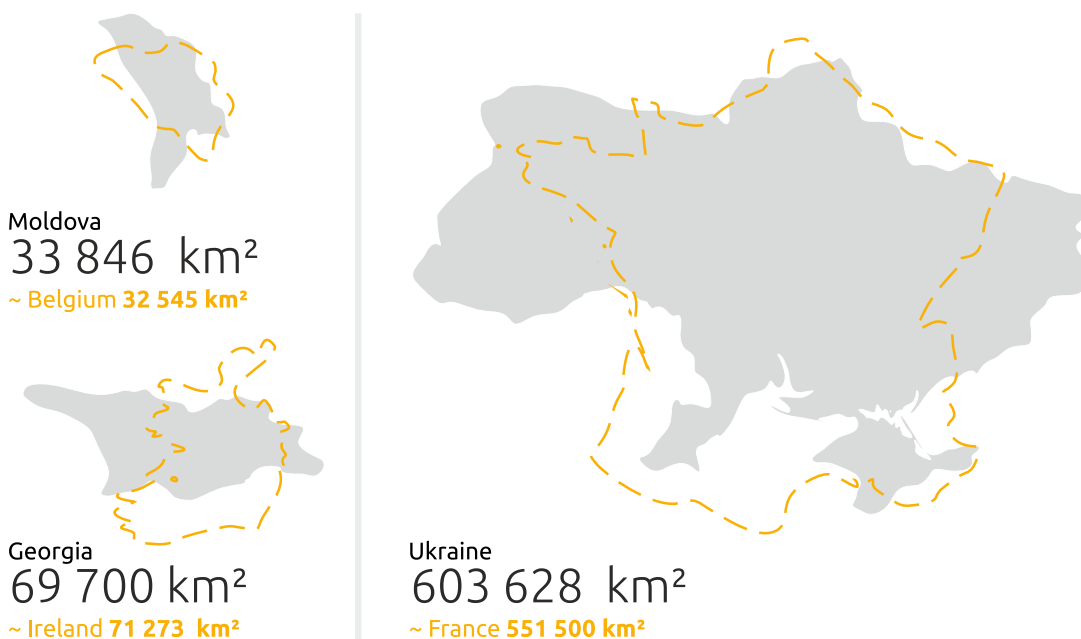
The authors also used information from the following publications:

1. Wolczuk, K. (2018) 'The Development of an Institutional Framework for the Implementation of the Association Agreements in Georgia, Moldova and Ukraine: a comparative perspective', European Parliament, Directorate General for External Policies of the Union, Study PE 603.879, September.
[http://www.europarl.europa.eu/RegData/etudes/STUD/2018/603879/EXPO_STU\(2018\)603879_EN.pdf](http://www.europarl.europa.eu/RegData/etudes/STUD/2018/603879/EXPO_STU(2018)603879_EN.pdf)
2. Van der Loo, G. (2017) 'A Comparative study of the Association Agreements and DCFTAs concluded with Ukraine, Moldova and Georgia', CEPS Working Paper. <https://3dcftas.eu/publications/a-comparative-study-of-the-aa-and-dcftas-concluded-with-ua-mo-and-ge>
3. Non-Paper: Post-2020 Eastern Partnership deliverables for the three EU associated countries – Georgia, Republic of Moldova and Ukraine <http://ipre.md/2020/10/30/non-paper-post-2020-eastern-partnership-deliverables-for-the-three-eu-associated-countries-georgia-republic-of-moldova-and-ukraine/?lang=en>
4. Emerson et al. (2021) Deepening EU-Ukrainian Relations: Updating and Upgrading in the Shadow of COVID-19. Third Edition. <https://3dcftas.eu/publications/deepening-eu-ukrainian-relations-updating-and-upgrading-in-the-shadow-of-covid-19.-third-edition>
5. Emerson et al. (2021) Deepening EU-Moldovan Relations: Updating and Upgrading in the Shadow of COVID-19. Third Edition. <https://3dcftas.eu/publications/deepening-eu-moldovan-relations-updating-and-upgrading-in-the-shadow-of-covid-19.-third-edition>
6. Emerson et al. (2021) Deepening EU-Georgian Relations: Updating and Upgrading in the Shadow of COVID-19. Third Edition. <https://3dcftas.eu/publications/deepening-eu-georgian-relations-updating-and-upgrading-in-the-shadow-of-covid-19.-third-edition>

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GENERAL INFORMATION

Territory



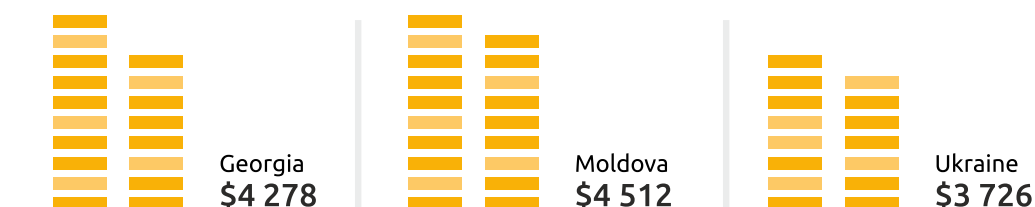
Population



GDP¹ (2020) USD



GDP (PPP)² per capita USD



^{1,2} World Bank Data, <https://www.worldbank.org/en/country/>



France
551 695 km²

Malta
316 km²

Germany
82,9 mln

Malta
0,47 mln

Germany
\$ 3 751 bln

Malta
\$14,6 bln

Luxembourg
\$115 873

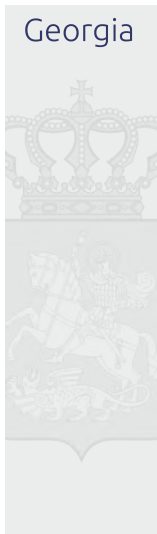
Bulgaria
\$9 975

the highest value the lowest value

DOMESTIC ACTORS AND SUPPORT FOR EUROPEAN INTEGRATION*

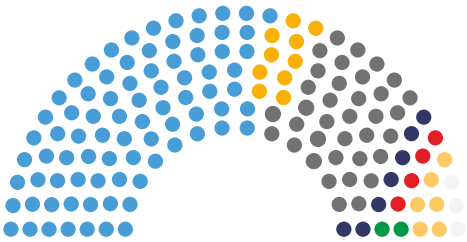
Parliament

Prime Minister



Total
149

Majority
84
Georgian Dream



Rulling coalition/Factions

- | | | | |
|--|---------------|---------------------|---------------|
| The Georgian Dream | 84 MPs | European Socialists | 4 MPs |
| United National Movement – United Opposition | 31 MPs | Girchi | 3 MPs |
| Lelo – Partnership for Georgia | 7 MPs | Citizens | 2 MPs |
| Charles Michel's Reforms Group | 7 MPs | Other Mps | 11 MPs |



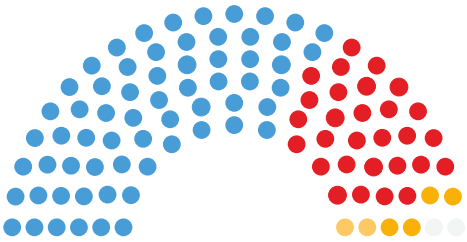
Irakli Gharibashvili
The Georgian Dream

Pro-EU



Total
101

Absolute majority
62
The Party of Action and Solidarity



Rulling coalition/Factions

- | | |
|--|---------------|
| The Party of Action and Solidarity (PAS) | 63 MPs |
| Block of Communists and Socialists | 32 MPs |
| The Shor Party | 6 MPs |



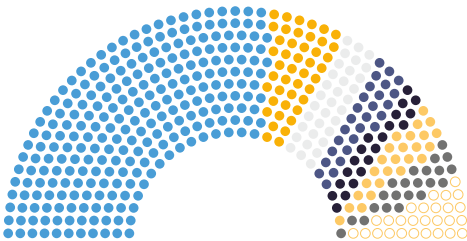
Natalia Gavrilă
The Party of Action and Solidarity

Pro-EU



Total
422

One-party majority
244
The Servant of the People



Rulling coalition/Factions

- | | | | |
|--|----------------|---------------------------------------|---------------|
| "The Servant of the People" Party | 244 MPs | "All-Ukrainian Union 'Batkivshchyna'" | 25 MPs |
| "Oppositional Platform – For Life" Party | 44 MPs | Group "For the Future" | 20 MPs |
| Non-affiliated | 20 MPs | "Voice" Party | 20 MPs |
| "European Solidarity" Party | 27 MPs | Group "Trust" | 20 |
| | | Vacant | 28 |



Denys Shmyhal
The Servant of the People

Pro-EU

President



Salome Zourabishvili

Independent, supported by
the Georgian Dream

★ Pro-EU

Powers:

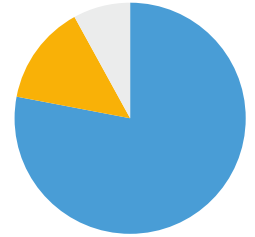
- With the consent of the Government, represents the country on the international arena
- Does not nominate a Minister for Foreign Affairs
- Has veto powers that could be overruled by the simple majority of the parliament

EU integration course



Fixed by
the Constitution
(2018)

Public opinion on the foreign policy



For EU membership
76%
Disapprove
11%
(2021)



Maia Sandu

The Party of Action
and Solidarity

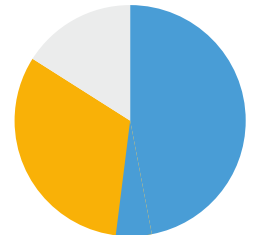
★ Pro-EU

Powers:

- Represents the country on the international arena (in collaboration with the Government and the Parliament)
- Nominates PM based on the parliamentary coalition's decision
- Does not nominate a Minister for Foreign Affairs
- Has veto powers that could be overruled by the simple majority of the parliament



Not fixed
in the
Constitution



For EU membership
57%
For EEU
28%
(2021)



Volodymyr Zelensky

The Servant of
the People

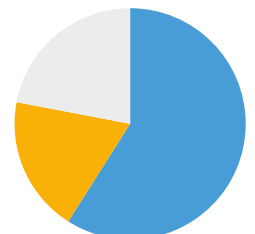
★ Pro-EU

Powers:

- Represents the country on the international arena
- Administers the foreign political activity of the State
- Nominates PM based on the parliamentary coalition's decision
- Has veto powers that could be overruled by the constitutional majority of the parliament (300 MPs)



Fixed by
the Constitution
(2019)



For EU membership
54%
For EEU
20%
(2021)



PARTICULARITIES OF AAs/DCFTAs¹



📅 Entry into force, provisional application and duration

- | | | |
|--|--|--|
| <ul style="list-style-type: none"> ➤ DCFTA provisionally applied since September 2014 ➤ AA fully in force since 1 July 2016 ➤ AA is concluded for an unlimited period | <ul style="list-style-type: none"> ➤ DCFTA provisionally applied since September 2014 ➤ AA fully in force since 1 July 2016 ➤ AA is concluded for an unlimited period | <ul style="list-style-type: none"> ➤ Some provisions provisionally applied since 1 Nov 2014, DCFTA provisions applied since 1 Jan 2016 ➤ AA fully in force since 1 Sept 2017 ➤ AA is concluded for an unlimited period ➤ A 'comprehensive review of the achievement of objectives under this Agreement' is foreseen within 5 years |
|--|--|--|

★ EU aspirations

No explicit membership perspective

- | | |
|---|---|
| <ul style="list-style-type: none"> ➤ Recognised as a Eastern European country | <ul style="list-style-type: none"> ➤ Recognised as a European country |
|---|---|

🌐 Reference to ENP and EaP as frameworks



🤝 Political Dialogue

- | | | |
|---|--|--|
| <ul style="list-style-type: none"> ➤ Multilateral Summits with the EU in the framework of EaP EC-Government High Level meeting (21.11.2018) | <ul style="list-style-type: none"> ➤ Multilateral Summits with the EU in the framework of EaP | <ul style="list-style-type: none"> ➤ Multilateral Summits with the EU in the framework of EaP ➤ Annual EU-Ukraine Summit fixed by AA |
|---|--|--|

👤 Essential elements of the AA

Respect for democratic principles, human rights and fundamental freedoms, and countering the proliferation of WMD

Respect for democratic principles, human rights and fundamental freedoms, and countering the proliferation of WMD

Respect for democratic principles, human rights and fundamental freedoms, and countering the proliferation of WMD
+ Respect for the principle of the rule of law, and promotion of respect for the principles of sovereignty and territorial integrity, inviolability of borders and independence.

Violation by one party of these essential elements can lead to immediate suspension of the AA by the other party

☰ CFSP cooperation

- | | |
|--|---|
| <ul style="list-style-type: none"> ➤ Provisions related to 'frozen' conflicts or breakaway regions ➤ Provisions on combatting terrorism, illicit trade of small arms and light weapons and conventional arms exports control are more elaborated | <ul style="list-style-type: none"> ➤ Explicitly envisages close cooperation with the European Defence Agency (EDA) ➤ Requires the ratification of the Rome Statute of the ICC |
|--|---|

¹Partially based on Guillaume Van der Loo, 'The EU's Association Agreements and DCFTAs with Ukraine, Moldova and Georgia: A Comparative Study', 3DCFTAs Paper, 2017.



🛒 Market Access for Goods / Trade remedies

No transitional asymmetric trade liberalization since Georgia eliminated import tariffs for most products in 2006.

Transitional and asymmetric trade liberalization:

- FTA will be progressively established within 10 years
- EU reduces or eliminates its tariffs faster (in most cases immediately after entry into force)
- Preferential access to EU market through autonomous trade preferences (ATP):

Moldova: Industrial goods (since 2008), wine, some fruits and vegetables (2014-2015)

Ukraine: DCFTA tariff regime to Ukrainian products (April 2014-December 2015)

- No sector specific safeguard measures
- Negative list for elimination of customs duties: only list the tariff lines which are excluded from the general liberalisation obligation
- Tariff quotas for agricultural products
- No anti-circumvention mechanism for agricultural products (suspension of preferential treatment for a product which import exceeds the trigger volume defined in AA)

- Sector specific safeguard or transitional measures (cars, export duties and textiles)
 - Positive list for elimination of customs duties on import: DCFTA is less progressive as it lists all the tariff lines which are subject to tariff elimination or reduction.
 - Tariff quotas for agricultural products
- No anti-circumvention mechanism for agricultural products

🛠️ Technical Barriers to Trade (TBT)

Agreement on Conformity Assessment and Acceptance of Industrial Products (ACAA) **as a goal**

🌿 Sanitary and Phytosanitary Measures (SPS)

SPS strategies: Requirement to submit in addition to AA

- ✓ Approved by the EU (June 2016)
- ✓ Approved by the EU (March 2017)
- ✓ Approved by the EU-Ukraine SPS sub-Committee (November 2019)

🏢 Services and establishment

- No Internal Market Treatment envisaged
- Internal Market treatment envisaged for Postal and Courier Services, Telecommunication Services, Financial Services and International Maritime Transport Services (conditioned by regulatory approximation)

👤 Movement of workers

- No freedom of movement of workers
- Non-discrimination clause for legally employed workers
- No freedom of movement of workers

📢 Public procurement

Mutual market access is foreseen within 8 years, in 4 (Moldova) or 5 (Georgia, Ukraine) phases, conditioned on approximation to EU public procurement *acquis*

In the process of acceding to the WTO Agreement on Government Procurement (GPA)

Acceded to GPA

Competition

- No approximation clause
- General provisions on antitrust and mergers

No detailed rules on state aid but refers to WTO SCM Agreement

Detailed rules on state aid, however, no broad commitment to adopt system of state aid control

- Approximation clause (Art. 256)
- TFEU inspired rules on anti-trust and mergers

Detailed rules (TFEU-inspired) on state aid, including obligation to adopt EU-like system of state aid control

Trade-related energy and energy cooperation

- Only provisions on transit, relationship with Energy Community Treaty (EnCT) and market principles
- Third party access to energy transport facilities
- EnCT prevails over AA provisions

- Similar to the Ukrainian AA, with a few notable exceptions
- EnCT prevails over AA provisions

- More ambitious and detailed in terms of trade related energy rules
- “Early warning mechanism”
- Updated Annex XXVII provides for strengthened monitoring of approximation in the energy sector
- EnCT prevails over AA provisions

Intellectual Property Rights (IPR)

- Less detailed rules on copyrights, trademarks, GIs, designs, patents and enforcement
- No transitional period for GIs.

- Detailed rules on copyrights, trademarks, GIs, designs, patents and enforcement
- Transitional period for GIs

Trade and Sustainable Development

- No approximation clause
- More detailed commitments regarding
 - multilateral environment agreements
 - the promotion of corporate social responsibility
 - trade in forest products and cooperation on trade-related aspects of environment and labour policies,
 - government consultations
 - biological diversity.

- (Vague) approximation clause (Art. 290(2))

Transport

- Common Aviation Area Agreement is signed
- No internal market treatment perspective for international maritime transport services
- No mentioning of market access for road, rail, inland waterways transport services

- Common Aviation Area Agreement is signed
- Perspective for internal market treatment in international maritime transport services
- Possible future agreements to define market access in road, rail, inland waterways transport services

Change of AA/DCFTAs

Agreed with the EU:

- Annex III-A (TBTs)
- Annex XVI (public procurement)

Agreed with the EU (2020):

- Annex XV (tariff quotas and trigger volumes under the anti-circumvention mechanism)

Agreed with the EU, joint assessment to be presented in 2022:

- Annex I-A (tariff elimination schedules)
- Annex XXI (public procurement)
- Annex XXVII (energy)
- Annex I-A (tariff quota for poultry meat and tariff regime for other poultry cuts)
- Finalized negotiations on the update of the Annexes on financial cooperation (Annex XLIV), telecommunication services, postal and courier services and international maritime transport (Annex XVII)
- Requested updates of the annexes on customs (Annex XV), on environment and climate (Annex XXX-XXXI), audiovisual policy (Annex XXXVII), company law, corporate governance, accounting and auditing (Annex XXXIV and XXXV, XXXVI), and consumer protection (Annex XXXIX)

To be requested:

- Annexes XV, XXVIII, XX

CIVIL SOCIETY PLATFORMS

EU – Bilateral Civil Society Platforms under AA



EU's side:

- **3 representatives** of European Economic and Social Committee (EESC)
- **6 representatives** of major European organizations representing civil society

Georgia's side:

- **3 representatives** of civil society organizations
- **3 representatives** of trade unions (national level)
- **3 representatives** of employers' organizations
- **9 CSOs representatives** (without voting right)

Elections:

- **15 members:** at the National Platform assembly (every 2 years)
- **3 members:** elected by the commission created by the Steering Committee of the GNP EaP CSF.

No separate WGs, consults with relevant WGs of the NP EaP CSF



EU's side:

- **3 representatives** of European Economic and Social Committee (EESC)
- **6 representatives** of major European organizations representing civil society (*4 non-EESC positions are filled as of November 2019*)

Moldova's side:

- **3 representatives** of civil society organizations
- **3 representatives** of trade unions (national level)
- **3 representatives** of employers' organizations (national level)

Elections:

- **3 members of CSOs:** at the NP EaP CSF National Conference
- **3 representatives of trade unions + 3 representatives of employers' organizations:** by respective sectors

No separate WGs, consults with relevant WGs of the NP EaP CSF



EU's side:

- **9 representatives** of European Economic and Social Committee (EESC)
- **Up to 6 permanent observers** representing major European organizations representing civil society (de facto 7 observers as of October 2021)

Ukraine's side:

- **3 representatives** of civil society organizations
- **3 representatives** of trade unions (national level)
- **3 representatives** of employers' organizations (national level) (2 filled)
- **6 coordinators** of Working Groups (WGs)

Elections:

- **6 coordinators of WGs + 3 representatives of CSOs:** at the National Platform assembly (every 2.5 years)
- **3 representatives of trade unions + 3 representatives of employers' organizations:** by respective organizations

WG 1 "Political dialogue, foreign policy and security policy"
WG 2 "Freedom, justice, human rights"
WG 3 "Economic cooperation, free trade area, cross-border cooperation"
WG 4 "Employment, social policy, equal opportunities and health"
WG 5 "Energy, transport, environment and climate change"
WG 6 "Science and technology, information society, education, training and youth, culture and sport"

over 280 NGOs-participants

National Platforms of the Eastern Partnership Civil Society Forum (NP EaP CSF)

Steering Committee:

- Country Facilitator
- 10 co-coordinators of Working Groups

Steering Committee:

- Country Facilitator
- 5 coordinators of Working Groups

Steering Committee:

- Country Facilitator
- 5 coordinators of Working Groups

Working Groups:

WG 1 "Democracy, Human Rights, Good Governance and Stability"
WG 2 "Economic Integration & Convergence with EU Policies"
WG 3 "Environment, climate change and energy security"
WG 4 "Contacts between People"
WG 5 "Social & Labour Policies and Social Dialogue"

196 members

100 members

147 members

AA GOVERNMENTAL IMPLEMENTATION MECHANISM

Strategic coordination



Commission on EU Integration

chaired by PM

- Minister of Foreign Affairs is the Deputy Chair
- Ministers
- Consist of working groups
- **Interagency subcommission** for DCFTA (led by the Deputy Minister of Economy and Sustainable Development)



Governmental Commission on European Integration (GCEI)

chaired by PM

- Ministers
- Independent regulators (Governor of the National Bank)



Joint Parliamentary-Governmental Platform for European Integration

co-chaired by the Head of the Parliament and VPM

Governmental Committee for European and Euroatlantic Integration, International Cooperation and Regional Policy

Main coordinating institution / official

Ministry of Foreign Affairs

 27 officials

Ministry of Foreign Affairs and European Integration

State Secretary

Directorate for European Integration:

 19 officials

Vice-Prime-Minister for European and Euro-Atlantic Integration

Government office for coordination on European and Euro-Atlantic Integration (GOCEEI) within the Secretariat of the Cabinet of Ministers

Other institutional support

Ministries:

- EU unit
- Official responsible for EU Integration issues within a Foreign Relations department

- **Department for Analysis, Monitoring and Evaluation of Policies (DAMEPs):** non-institutionalised network of focal points of the MFAEI in planning, monitoring and reporting of the NAPIAA

- **Centre for Legal Harmonisation (CLH)** within the State Chancellery

Ministries:

- Deputy ministers for EU integration
- Directorates for strategic planning and European integration within ministries

Compliance check for AA-related legal drafts



Done using a compliance table

Done by line ministries, verified by Ministry of Justice



Done using a compliance table

Done by line ministries, verified by the Centre for Legal Harmonisation within the State Chancellery



Done using a compliance table

Done by line ministries, verified by GOCEEI

ROLE OF PARLIAMENTS

Higher coordination body



N/A



Council for European Integration:

- Speaker of the Parliament
- Chairs of all standing committees
- Chair of the Parliamentary Committee for Association Republic of Moldova – European Parliament
- President of Euronest
- Parliamentary staff



Joint Parliamentary-Governmental Platform for European Integration

co-chaired by the Head of the Parliament and VPM

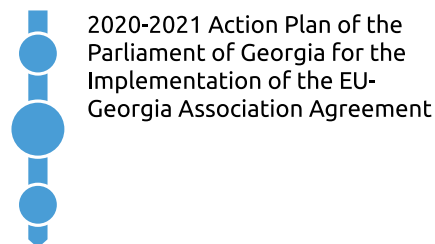
Main responsible committee

- Committee on European Integration
- Committee of Sector Economy and Economic Policy
- 👁️ Oversees DCFTA related issues

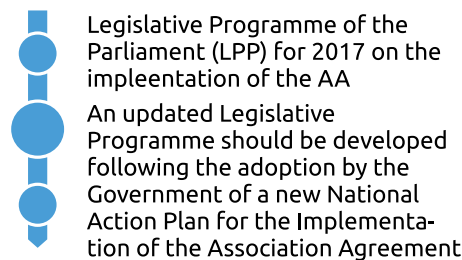
- Committee on Foreign Policy and European Integration (CFPEI)
- Parliamentary Legal Standing Committee:
 - 👁️ Reviews the compatibility of draft laws with the EU acquis
 - 🎤 Organizes hearings on the AA/DCFTA implementation

- Committee on Ukraine's Integration into the European Union

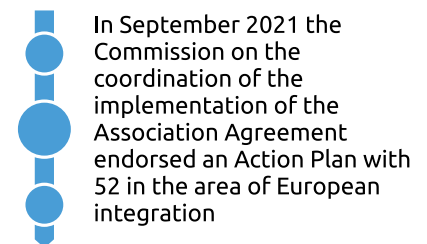
Legislative roadmaps on AA



2020-2021 Action Plan of the Parliament of Georgia for the Implementation of the EU-Georgia Association Agreement



Legislative Programme of the Parliament (LPP) for 2017 on the implementation of the AA
An updated Legislative Programme should be developed following the adoption by the Government of a new National Action Plan for the Implementation of the Association Agreement



In September 2021 the Commission on the coordination of the implementation of the Association Agreement endorsed an Action Plan with 52 in the area of European integration

Requirements for AA related draft laws



Need to be accompanied by the table of compliance with the EU acquis.



Need to be accompanied by the table of compliance with the EU acquis.



No compliance table required but a conclusion from the governmental office is required as well as an opinion from the specialized parliamentary committee

Majority of AA-related laws



Submitted by the Government



Submitted by the Government



Submitted by MPs

EU INTEGRATION COMMITTEES

Number of MPs



Committee on European Integration

13 out of 149

Chair affiliation:
The Georgian Dream



Committee on Foreign Policy and European Integration (CFPEI)

9 out of 101

Chair affiliation:
The Party of Action and Solidarity



Committee on Ukraine's Integration into the European Union

9 out of 422

Chair affiliation:
The European Solidarity



Participates in all readings



Committee opinion is not binding



Minimum role in law-making



Committee opinion is not binding



First reading only



Committee opinion is not binding

Staff members

11



7



9



Participation in law-making process



Weight in the parliament

STRATEGIES & ACTION PLANS

- ▶ National Action Plan for the Implementation of the Association Agreement for 2021
- ▶ DCFTA Implementation National Action Plan for 2018-2020¹
- ▶ DCFTA Implementation National Action Plan for 2021¹
- ▶ Communication Strategy on Georgia's Membership to the EU and NATO for 2021-2025
- ▶ Georgia's European Union Integration Roadmap (2019)³
- ▶ National Action Plan for the Implementation of the Association Agreement for 2017-2019 (NAPIAA)⁴, rolled over until 2021.
- ▶ Action Plan on Implementation of the Association Agreement for 2017-2024 (amended in 2019)⁵
- ▶ Action Plan of the Government for 2019-2024⁷ (including the chapter 17 on "European and Euro-Atlantic integration")⁶
- ▶ Communication Strategy in the field of European Integration for 2022-2025 (pending approval)

¹ <https://bit.ly/34PzvTR>

³ <https://bit.ly/2CzGC6T>

⁵ <https://bit.ly/2qFiZqF>

² <https://bit.ly/2NF7RDm>

⁴ <https://bit.ly/2rtTXeq>

⁶ <https://bit.ly/34YVLuF>

⁷ <https://bit.ly/34OuxXe>

CONFLICT RESOLUTION AND CSDP COOPERATION

Conflict Resolution



- EU **Special Representative** for the South Caucasus and the crisis in Georgia
- **Geneva International Discussions** co-chaired by EU (with UN and OSCE)



- EU is an **observer** in the 5+2 negotiation process on the settlement of the **Transnistrian conflict**



- France and Germany participate in the **Normandy format** talks
- EU contributes to **OSCE Special Monitoring Mission**

EU sanctions againsts Russia



No

Uncontrolled territories



DCFTAs does not apply



No



DCFTAs applies



Yes

(since 2014)



DCFTAs does not apply

CSDP Cooperation



The European Union Monitoring Mission in Georgia (EUMM)



207 monitors



EU Advisory Mission for Civilian Security Sector Reform Ukraine (EUAM Ukraine)



100-200 staff members



The EU Border Assistance Mission (EUBAM)



120 staff members

(including field officers and national staff) *is not managed by CSDP structures*

Contribution to EU's operations and missions



EUFOR RCA operation in the Central African Republic



Military Advisory Mission in the Central African Republic



EU Training Mission in Mali



EU Training Mission in Mali



EU Police Mission to Bosnia and Herzegovina (2003-2012)



EU Police Mission in the former Yugoslav Republic of Macedonia (EUPOL 'Proxima') (2003-2005)



EU NAVFOR ATALANTA near Somali (2014)

Participation in EU Battlegroups



No



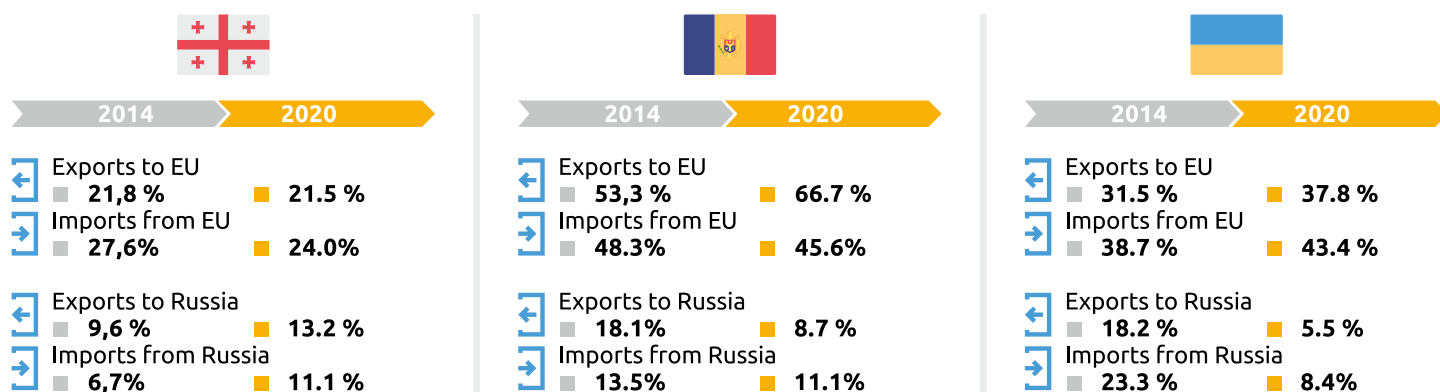
No



Yes

ECONOMIC RELATIONS WITH THE EU AND 3RD COUNTRIES

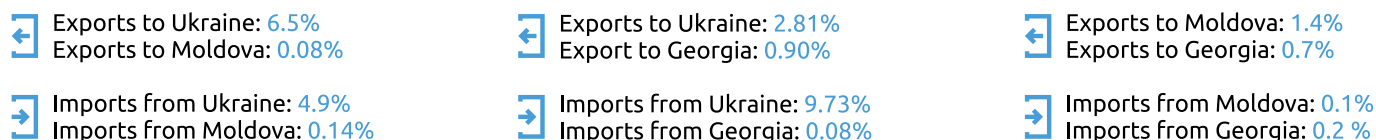
Changes in trade structure (EU/Russia)



Top 3 EU trading partners in goods (by turnover, 2020)



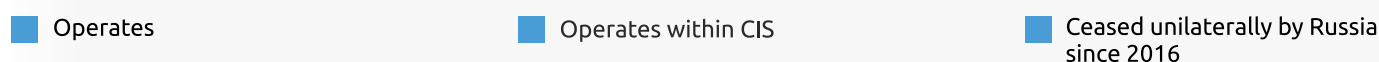
Trade in goods between 3 AAs in 2020 (% of total exports/imports)



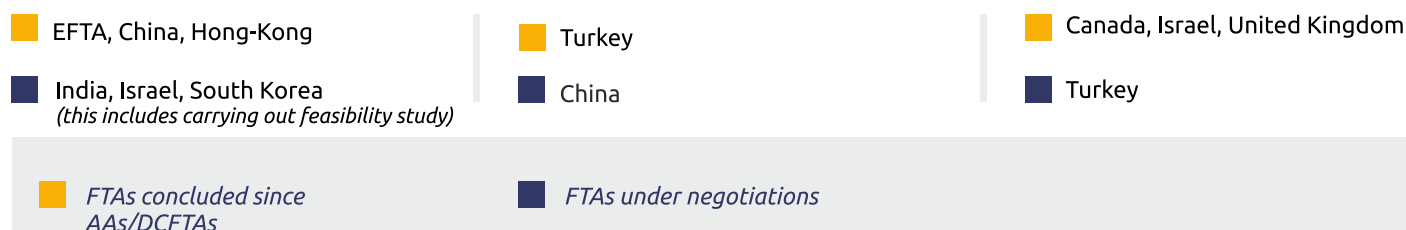
FTAs with 3rd countries before AAs signed



FTA with Russia



FTAs since AAs/DCFTAs



SUMMARY AND RATINGS OF THE IMPLEMENTATION OF THE MAIN PROVISIONS OF THE ASSOCIATION AGREEMENT

Ratings of implementation by the country of the main provisions of the Association Agreements and DCFTAs¹¹



Georgia



Moldova



Ukraine

Political principles, rule of law						
➤ Electoral democracy	1	Dysfunctional democracy, one-party parliament	2	Improving, after years of instability and oligarchical power	2.5	Recent elections correct: President, Parliament, local ¹²
➤ Human rights	2	Respectable, however, detention of opposition leaders	2	Some discrimination of minorities; problems in Transnistria	2	Very bad in Donbas and Crimea; otherwise improving
➤ Rule of law	2	Efficient ordinary justice, marred by political interference	1.5	Politically corrupt judiciary, needed reform	1.5	Judicial reform badly needed, not advancing consistently
➤ Anti-corruption	2.5	Effectively de-corrupted, except for concern over top-level	1	Poor record so far, but priority for new president	1	Marginal improvement, inconsistent stance of leadership
DCFTA						
➤ Market access	3	Completely open for goods and services	2	Industrial products tariff free; agrifood tariff quotas remain	2	Shift in trade structure from Russia to EU and China
➤ Customs services	3	Fast, efficient and de-corrupted	2	Progressing, but still outdated infrastructure and corruption	2	Long resistance to reform; advances now being made
➤ Technical product standards (TBT)	2	Progress on standards and institutional infrastructure	2.5	Comprehensive adoption of EU standards	2	Good progress in implementing strategy
➤ Food safety (SPS)	2	Strategy adopted for completion in 2027	1.5	Comprehensive SPS strategy, but institutional weaknesses	2	Strategy adopted; progress in implementation
➤ Services	3	Extremely liberal regime	2	Liberal regime for imports and rights of establishment	2.5	Ukraine more liberal than the EU for establishment
➤ Public procurement	3	Efficient, highly rated system	2	Significant progress in modernising system on EU lines	2.5	E-procurement system acclaimed; risks of backtracking
➤ Intellectual property rights (IPR)	2.5	Largely in line with best international practice	1.5	Legal framework mostly in place, but enforcement still weak	1.5	Limited progress in IPR protection and enforcement
➤ Competition policy	2	Largely consistent with EU policies	1.5	Competition Council needs enhanced enforcement capacity	2	Laws okay, but authority of government agency at risk
➤ Statistics	2	Steady progress toward EU standards	2	Progressive implementation of EU practice	2	Significant progress in adopting EU methodologies

¹¹ Note that these ratings were concluded in February 2021 when Georgia's recent political crisis was at its height, and have not been revised in the light of the resolution of the crisis in May.

¹² Note: ratings follow the methodology that the European Commission uses in its annual evaluation of the Balkan states, where 3 is a good rating in preparedness in relation to EU standards, 2 indicates moderate preparation, and 1 some preparation. Source for the ratings: M. Emerson et al, op. cit.

Ratings of implementation by the country of the main provisions of the Association Agreements and DCFTAs



Georgia



Moldova



Ukraine

Economic cooperation						
➤ Macroeconomic policy	2	Overall sound policies, still vulnerable to external shocks	1.5	Vulnerable to shocks, dependence on IMF/ EU loans	1.5	Improved but still vulnerable; IMF/EU aid-dependent
➤ Financial services	2.5	Sound banking sector, approx. of EU laws progresses	2	Still shadow of 2014 banking fraud, no funds recovered	2	Proceeding with comprehensive alignment on EU laws
➤ Transport	2.5	Important regional role, approx. of EU laws progresses	1.5	Civil aviation advances; road haulage problem with the EU	1	Road transport needs action by Ukraine (and EU)
➤ Energy	1	Some important un-bundling commitments outstanding	2	Gas and electricity connections with Romania advance	2	Major challenges being addressed; joining Green Deal
➤ Environment	2	Gradual approx. of EU laws, with long transition periods	1.5	Heavy commitments, adverse climate change impacts	2	Comprehensive, costly, long-term action engaged
➤ Digital & cyber	3	Advanced digital regulatory and cyber security regimes	2	Fast growing sector, e-government progressing; weak cyber	2.5	Dynamic digital and cybersecurity sectors
➤ Consumer protection	1.5	Gradual advance, previously neglected sector	1	Consumer rights frequently neglected	1.5	Progress in product safety, but much more outstanding
➤ Company law	2	Approx. of EU directives ongoing	1.5	Reforms in progress, with delays	1.5	Legislative action, but uncertain enforcement
➤ Employment & social policy	2	Progress in safety standards, but problems still (mining)	2	Approximation mostly done, COVID impacts very severe	2	ILO conventions okay, but new Labour Code outstanding
➤ Visa regime, movement of people	1.5	Positive visa-free with EU, but excessive fake asylum	1.5	Visa-free regime widely used; spikes in fake asylum requests	2.5	Massive visa-free travel; temporary Covid stoppage
➤ Education & culture	2	Ongoing reform processes, but weak high school standards	2.5	Schooling standards favourable, but education reset needed	2.5	High educational standards, comparable to EU neighbours
➤ Gender equality	2	Some progress in gender mainstreaming, pay gaps problem	2.5	Positive rating, boosted by new female prime minister	2.5	Comparable to EU neighbours
➤ Civil society	2.5	NGOs effective in holding government to account	2.5	Active in holding government to account	3	Competent, forceful advocates of reform

METHODOLOGY

A specific methodology is used for evaluating the implementation of all the main chapters of the Agreement and its DCFTA. Apart from summary comments on each chapter, the table contains numerical ratings in the range of 1 to 3. This follows the practice of the Commission in its assessment of how well the Balkan states are faring in their implementation of the same chapters¹³ in the context of their bids to accede to the EU. Broadly speaking, a mark of 3 signifies good implementation, and 2 signifies moderate degrees of implementation, or a reasonable state of work in progress where there are still time lags for implementation. 1 signifies only 'some' progress in implementation, and 0 means no progress.

The detailed information could be found in the following publications:

Ukraine

Emerson et al. (2021) Deepening EU-Ukrainian Relations: Updating and Upgrading in the Shadow of COVID-19. Third Edition.

Source: <https://3dcftas.eu/publications/deepening-eu-ukrainian-relations-updating-and-upgrading-in-the-shadow-of-covid-19.-third-edition>

Moldova

Emerson et al. (2021) Deepening EU-Moldovan Relations: Updating and Upgrading in the Shadow of COVID-19. Third Edition.

Source: <https://3dcftas.eu/publications/deepening-eu-moldovan-relations-updating-and-upgrading-in-the-shadow-of-covid-19.-third-edition>

Georgia

Emerson et al. (2021) Deepening EU-Georgian Relations: Updating and Upgrading in the Shadow of COVID-19. Third Edition.

Source: <https://3dcftas.eu/publications/deepening-eu-georgian-relations-updating-and-upgrading-in-the-shadow-of-covid-19.-third-edition>

¹³ M. Emerson, S. Blockmans, D. Cenuša, T. Kovziridze and V. Movchan, 'Balkan and Eastern European Comparisons: Building a New Momentum for the European integration of the Balkans and Eastern European associated states', CEPS, February, 2021.

