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4.1. EU Enlargement as Foreign Policy

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Online presentation for students within the Project “Learning and living EU”
Center for European Studies, University of Florida, Gainesville FL 32601

November 1st, 2022



EU Enlargement as Foreign Policy

Defining the Relationship

- **Enlargement and foreign policy – reactive or proactive?**
- **Enlargement Transforming Foreign Policy**
 - Foreign Policy within a limited scope
 - Colonies, former colonies, and development policy
 - European Free Trade Association (EFTA)
 - Eastern European countries as pro-Atlanticists
- **Integration Trajectory of Foreign Policy**
 - Integration as default mode
 - European Economic Area (EEA)
 - "Enlargement without membership"
 - Eastern Partnership Association Agreements
 - Deep and comprehensive FTAs (DCFTA)
 - Convergence without membership guarantees?
- **Enlargement as Foreign Policy**
 - Most successful act of foreign policy that the EU has ever made." - Wim Kok
 - Extending influence in the region – and the tensions that can raise

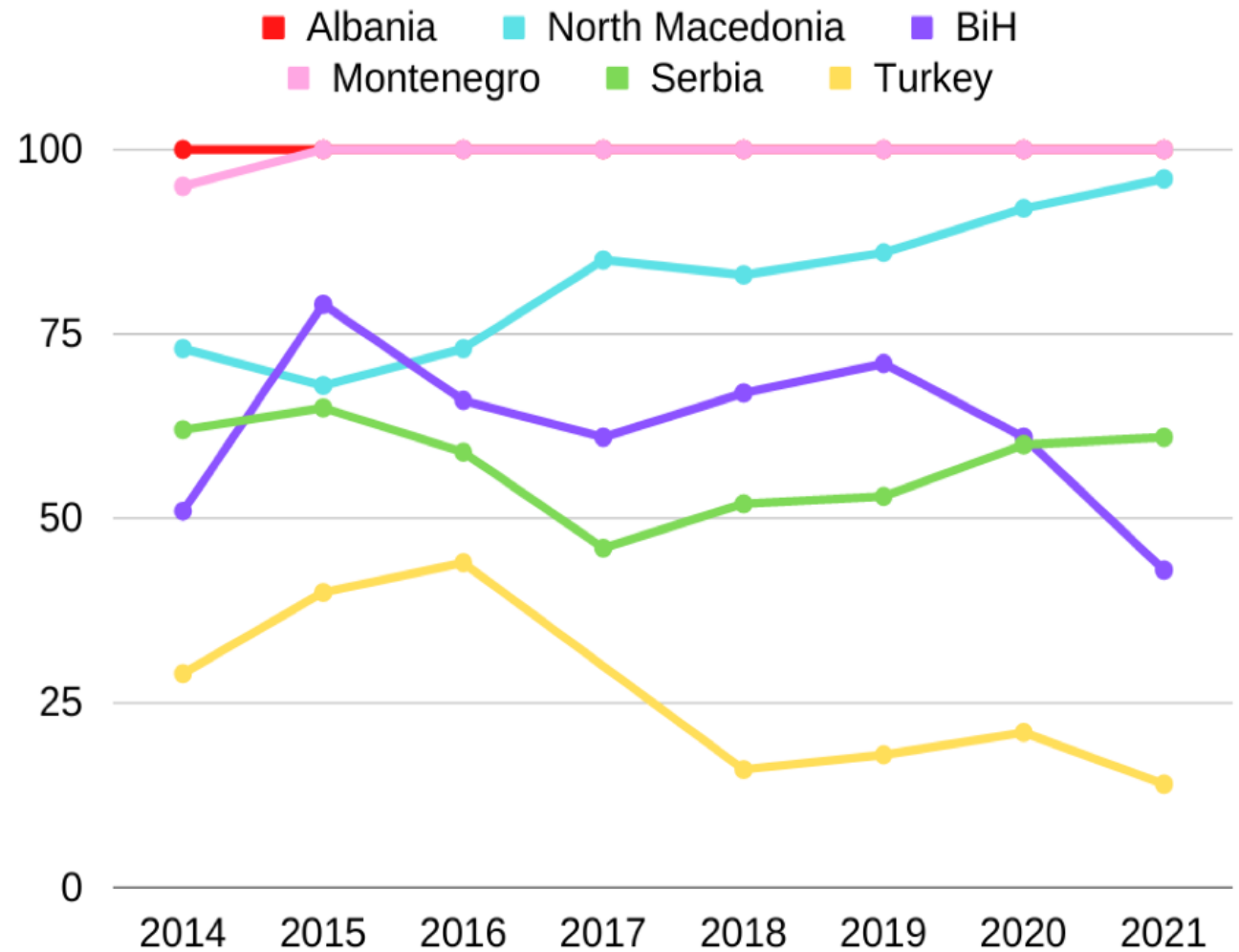
Where do we look for a relationship?

- Foreign Policy alignment of candidate countries
- Foreign policy of expanded borders
- Foreign policy and territorial disputes

Sphere of Influence?: Candidate Countries

- **Do Candidate countries (have to) align with EU Foreign Policy?**
 - Copenhagen Criteria
 - Stability and Association Agreements
 - Pre-Accession Assistant (IPA) Funds
 - Not officially tied to compliance with CFSP, but does provide possible legal basis for limiting funding for those candidate countries not in alignment
- **Case Study: Western Balkans & Russian Invasion of Ukraine**
 - Flaunting: Serbia
 - Struggling: Bosnia and Herzegovina (*but not required to align as only potential candidate*)
 - Aligning: Albania, North Macedonia, Montenegro (generally)

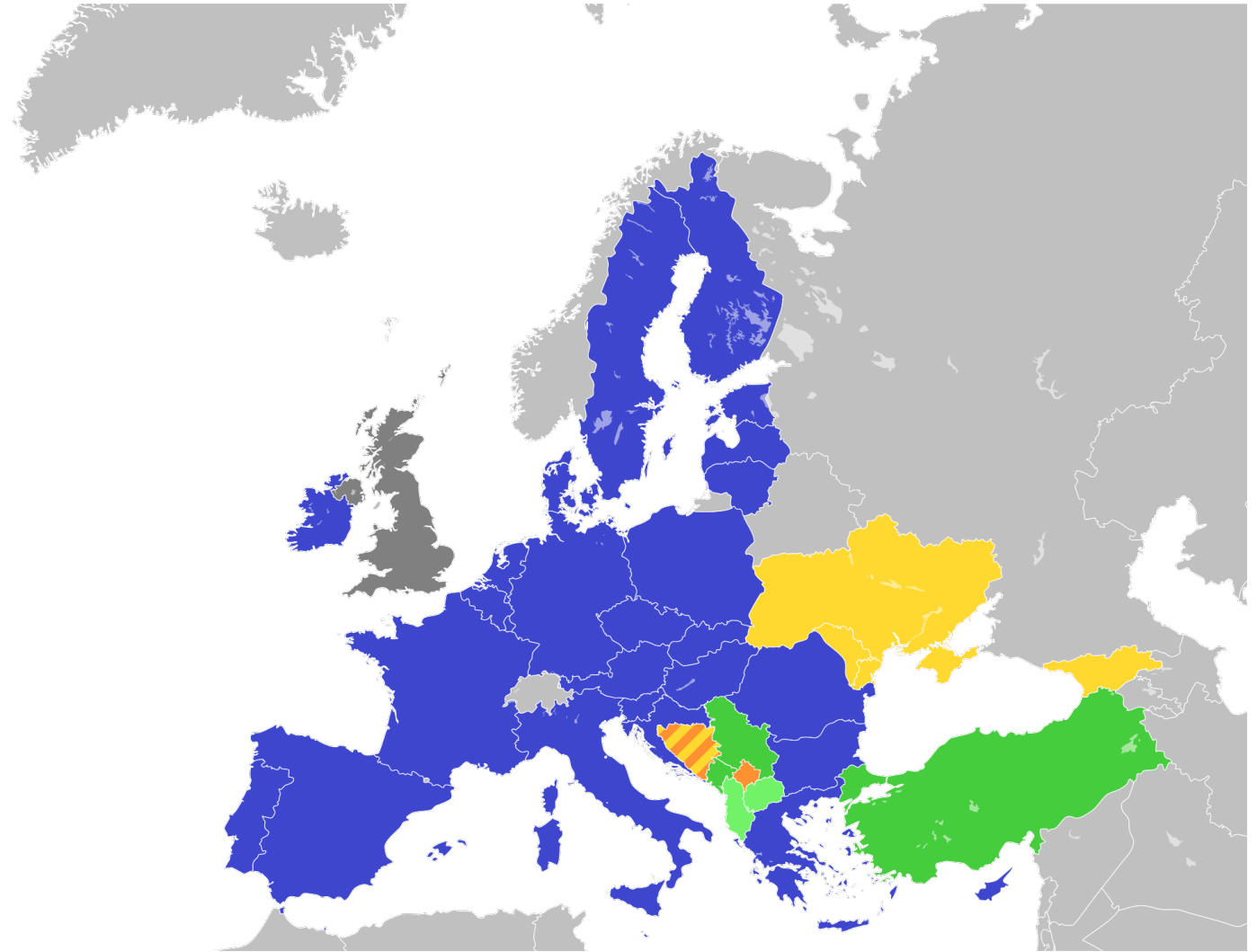
CFSP Alignment of EU Enlargement Countries



Source: European Parliament (2022)

New Neighbors

Foreign Policy of Expanded
Borders

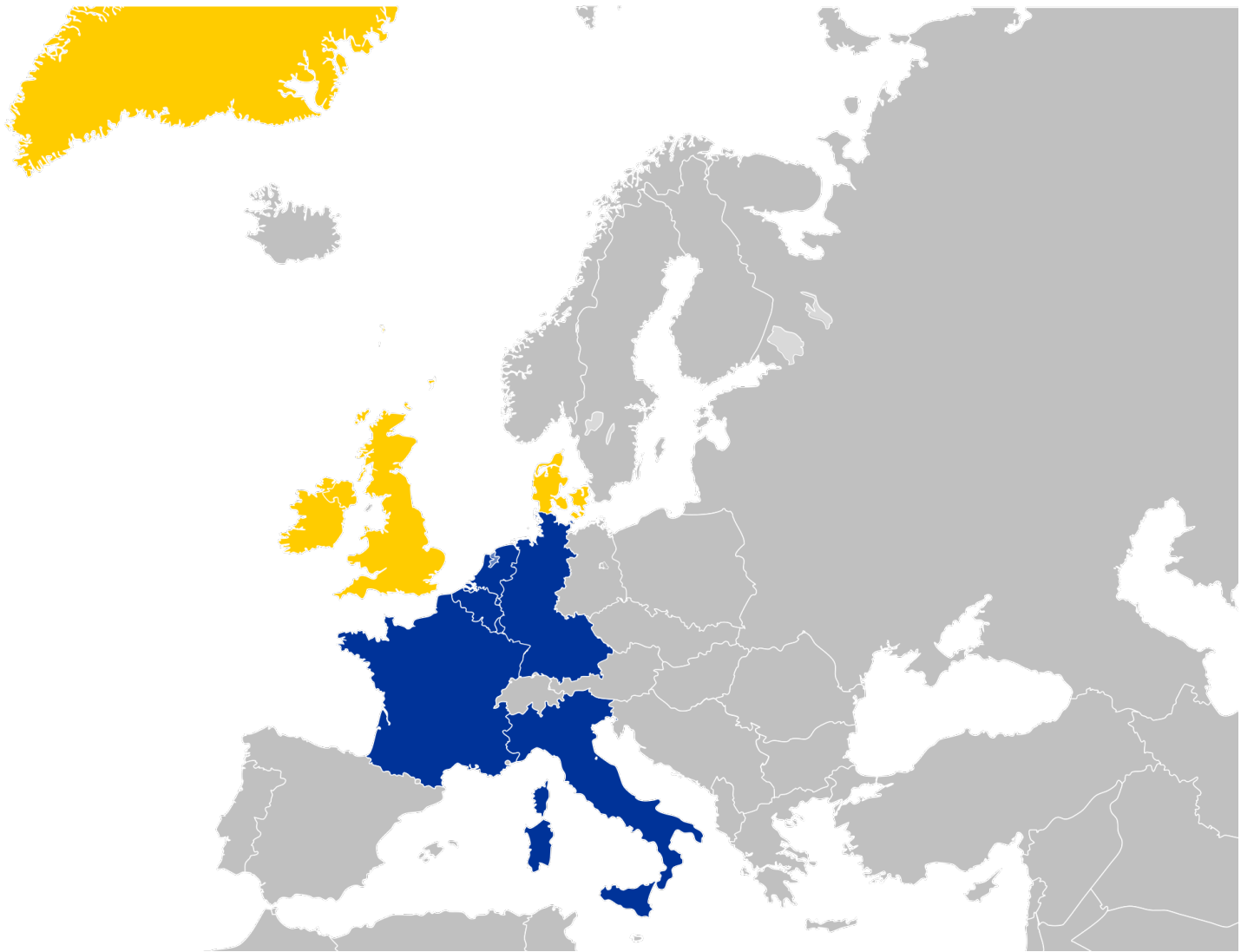


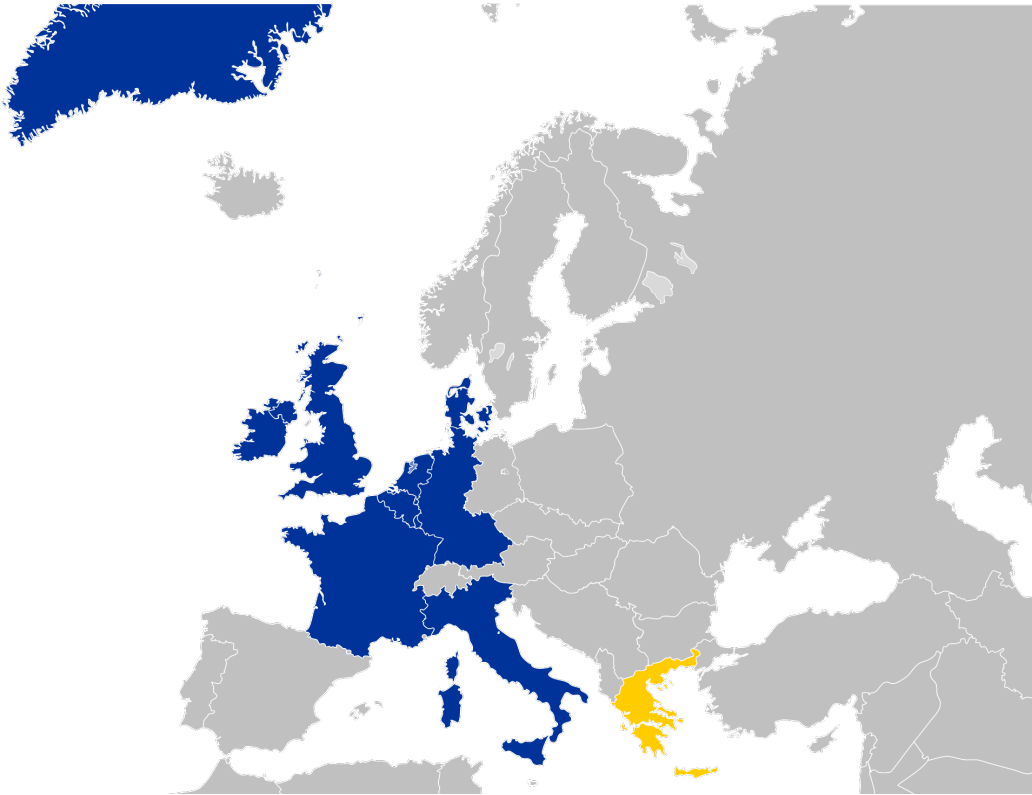
European Coal
and Steel
Community,
1951



EU Enlargement,
1973

+ UK, Ireland,
and Denmark





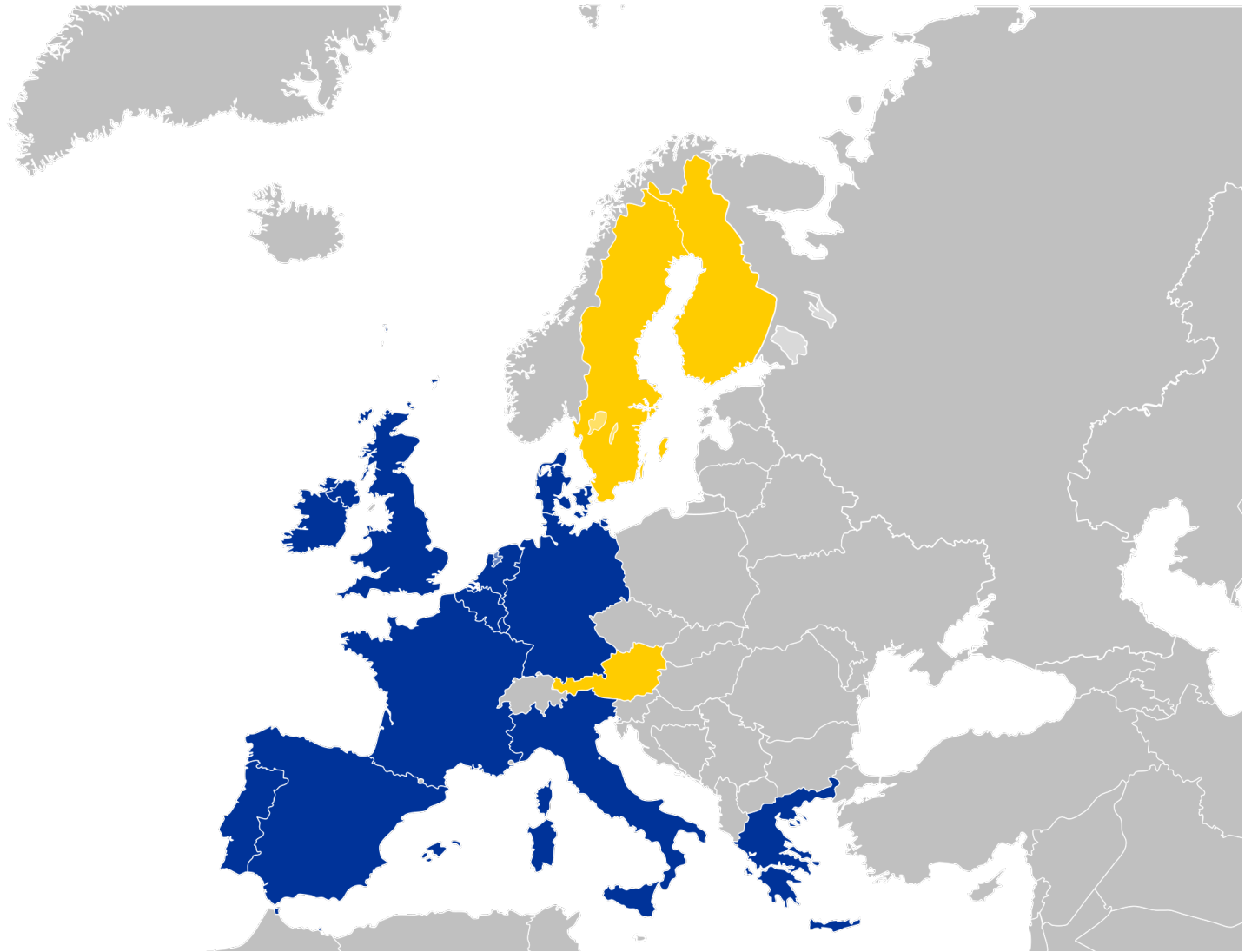
EU Enlargement, 1981
+ Greece



EU Enlargement, 1986
+ Spain and Portugal

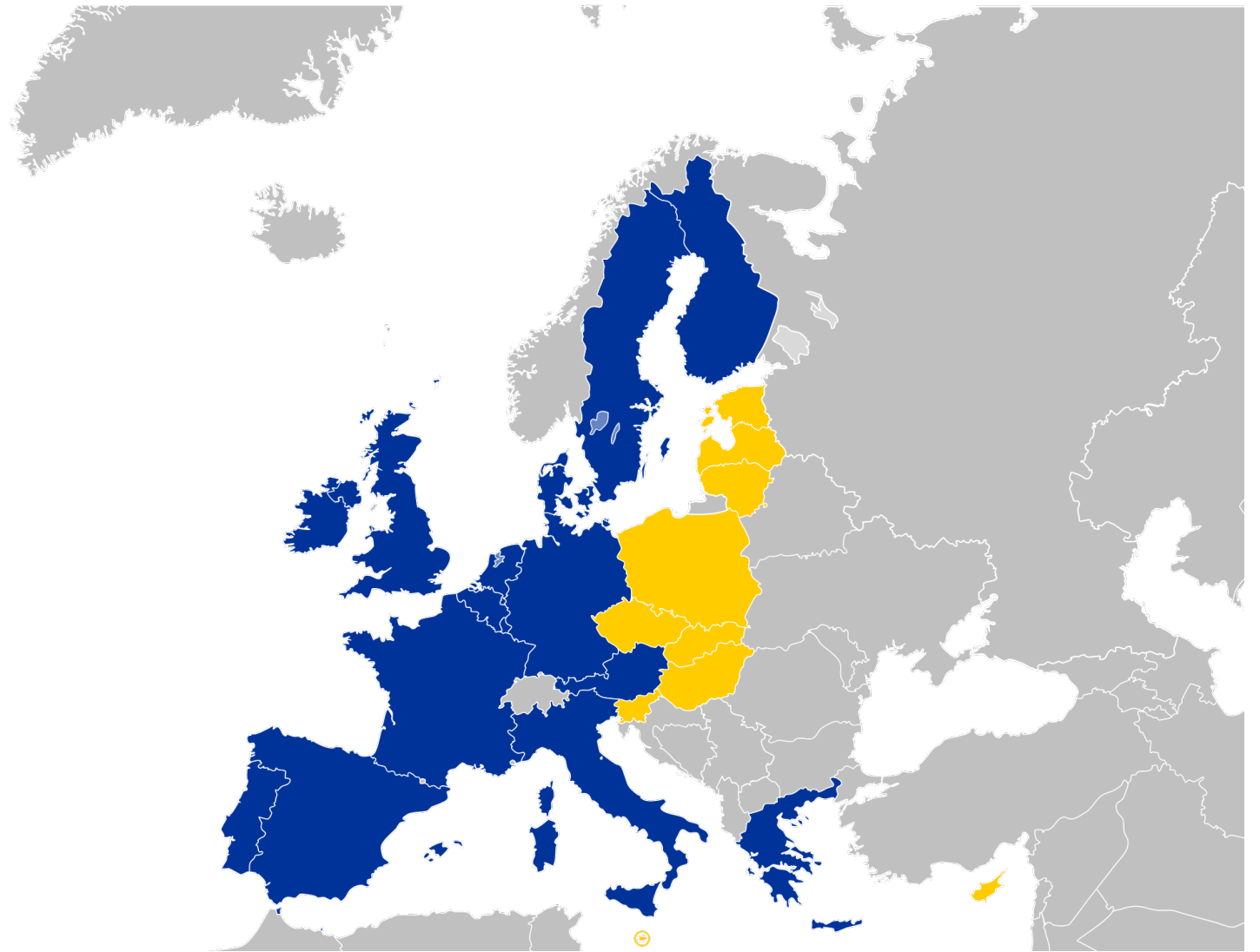
EU Enlargement,
1995

+ Austria,
Finland, Sweden



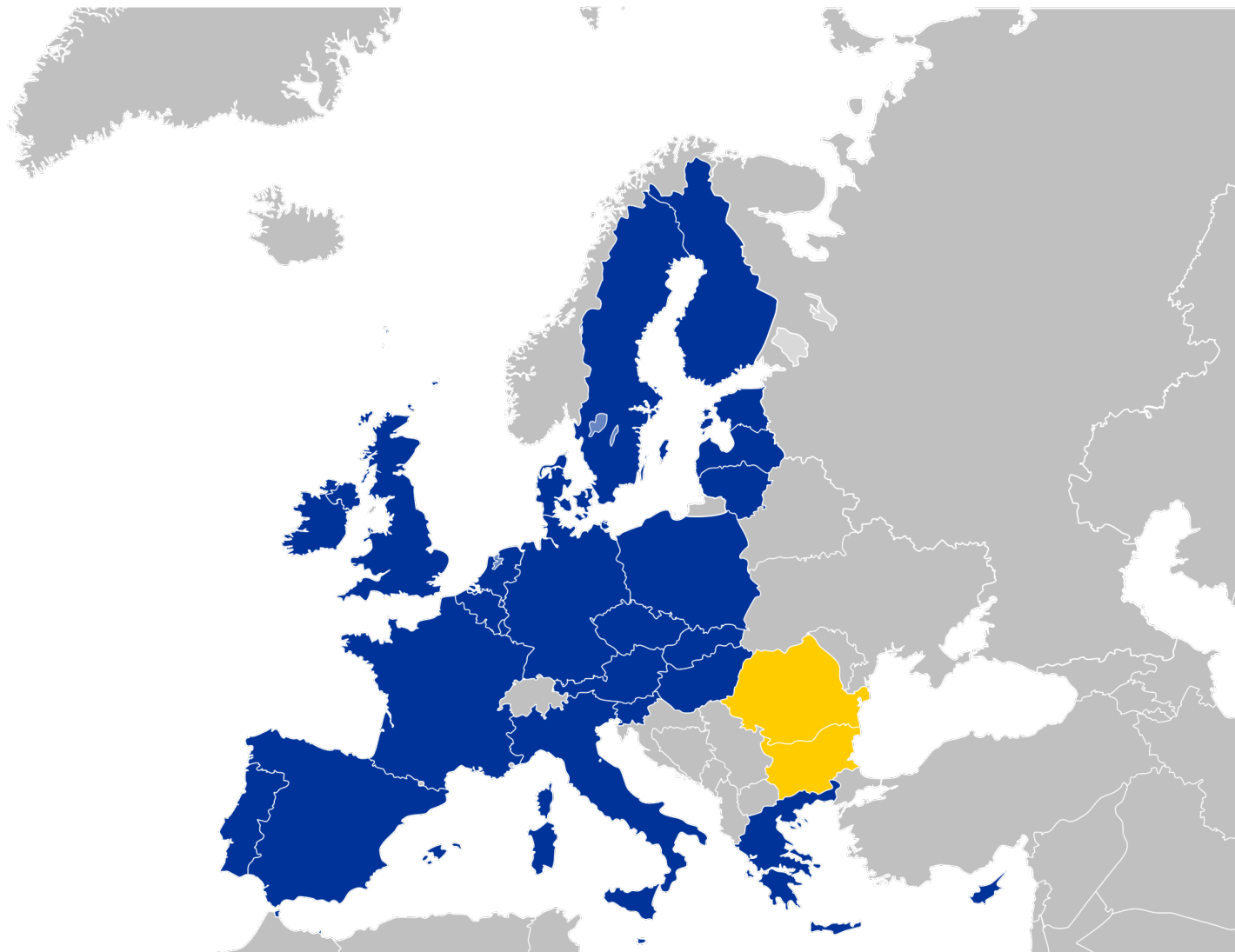
EU Enlargement, 2004

+ Cyprus, Czech
Republic, Estonia,
Hungary, Latvia,
Lithuania, Malta,
Poland, Slovakia,
Slovenia



EU Enlargement,
2007

+ Bulgaria,
Romania

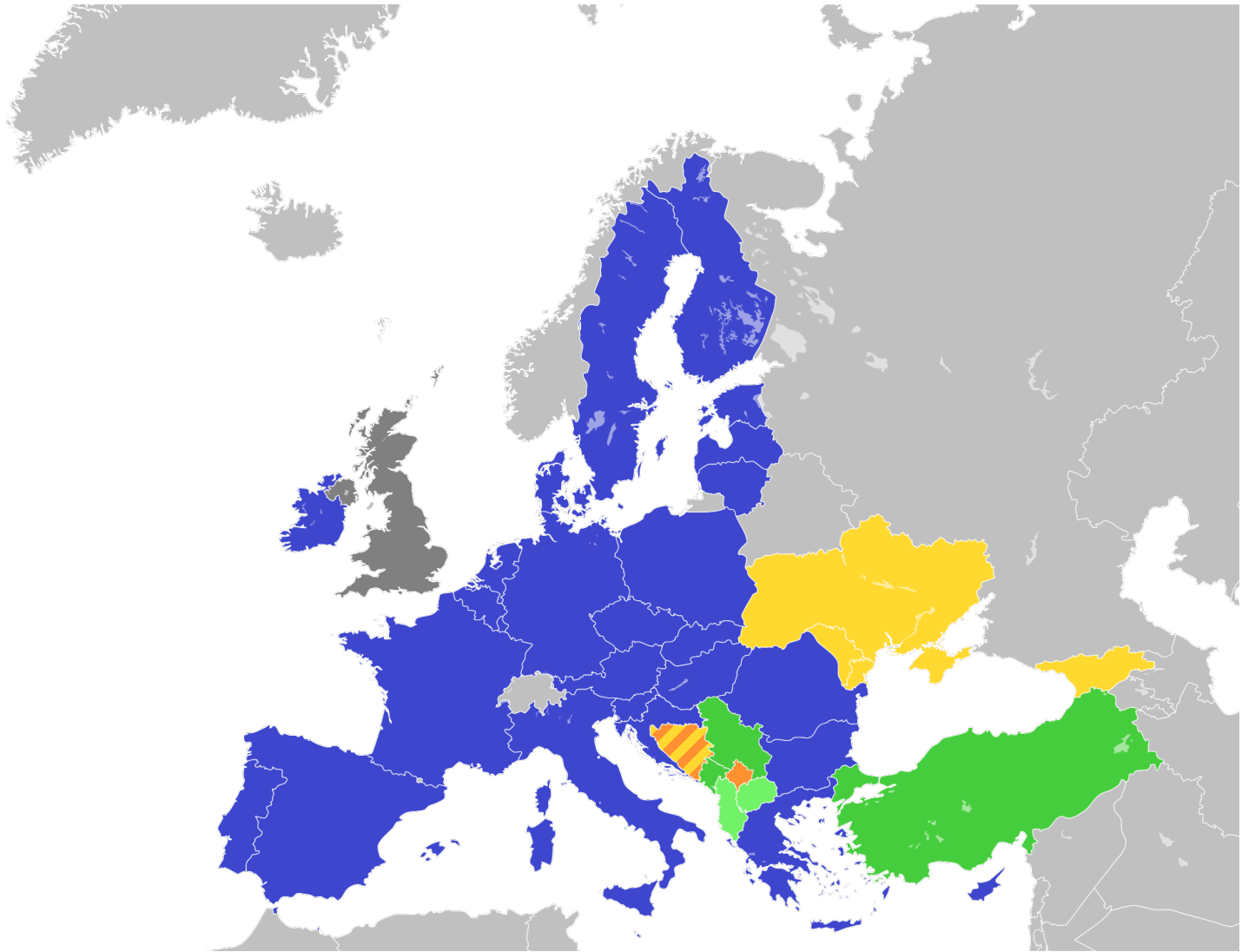


EU
Enlargement,
2013

+ Croatia



And still
there
is more...



New Policies for New Neighbors

- **TEU Article 8**

- Special relationship with neighbors
- "The Union shall develop a special relationship with neighbouring countries, aiming to establish an area of prosperity and good neighbourliness."

- **European Neighborhood Policy (2003)**

- Privileged partnership toward southern and eastern neighbors
- Reform agenda
- Convergence of ENP with broader CFSP goals

- **Schengen and JHA**

- Hardening borders
- Visa regimes

Foreign Policy in Territorial Disputes

- **Good neighborliness as a criteria for accession**

- Copenhagen Criteria
- Agenda 2000
- Uneven application

- **Case Studies**

- Cyprus
- Slovenia and Croatia
- Greece and North Macedonia
- Serbia and Kosovo
- Scotland?

- **Concerns with good neighbourliness conditionality**

- Used by MS to resolve bilateral disputes
- Member State foreign policy or EU foreign policy?

Discussion Questions

- How much impact do new member states have on foreign policy of the EU?
- Should a candidate country be 'dropped' for not aligning with EU foreign policy?
- Has enlargement always been a tool of EU foreign policy?
- Is enlargement a tool of EU foreign policy or member state foreign policy?