

Scoreboard

The true state of accession

What the Commission assessments reveal

ESI Background Paper
17 March 2023

EU preparedness – where countries are

<i>Good preparation to join the EU:</i>	99
Montenegro	70
Serbia	67
North Macedonia	67
Turkey	63
Albania	54
Ukraine	37
Georgia	35
Kosovo	27
Moldova	23
Bosnia and Herzegovina	22



For a Europe whole and free

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[Accession as a turtle race](#)

ASSESSING PREPAREDNESS

Each year the European Commission assesses 33 policy areas – laws, institutions, policy implementation – into which the accession negotiations are divided. It does so for 10 countries which aspire to join the EU. Since 2015, it has established a lot of credibility through its tough objective assessments.

These assessments concern the heart of *Europeanisation*. Without being prepared in these sectors/chapters – with laws and institutions in place and a track record of implementation – barriers between the EU Single Market and these countries cannot be lifted. Lifting barriers after successful reforms, on the other hand, has an immediate effect on economies. It boosts investment and drives convergence. Deepening economic *and* institutional integration based on the rule of law also makes future armed conflicts among countries unthinkable.

33 chapters assessed by the European Commission

Chapter	
1	Free movement of goods
2	Freedom of movement for workers
3	Establishment and service provision
4	Free movement of capital
5	Public procurement
6	Company law
7	Intellectual property law
8	Competition policy
9	Financial services
10	Information society and media
11	Agriculture and rural development
12	Food safety, veterinary, phytosanitary
13	Fisheries
14	Transport policy
15	Energy
16	Taxation
17	Economic and monetary policy
18	Statistics
19	Social Policy and employment
20	Enterprise and industrial policy
21	Trans-European networks
22	Regional policy, structural instruments
23	Judiciary and fundamental rights
24	Justice, freedom and security
25	Science and research
26	Education and culture
27	Environment and climate change
28	Consumer and health protection
29	Customs union
30	External relations
31	Foreign, security and defence policy
32	Financial control
33	Financial and budgetary provisions

The European Commission published its most recent assessments for the six Western Balkan countries on 12 October 2022. It published its first ever assessments for Ukraine, Moldova, and Georgia on 1 February 2023. The Commission assesses each policy area (or chapter) using five degrees of preparedness:

Early stage
Some level of preparation
Moderately prepared
Good level of preparation
Well advanced

ESI has taken these assessments and allocated a grade to each degree of preparedness: from 0 for the worst grade (“early stage”) to 4 for the best (“well advanced”):¹

Early stage	0
Some level of preparation	1
Moderately prepared	2
Good level of preparation	3
Well advanced	4

In this paper – to make the Commission reports readable – we add the colours red (limited preparation), yellow (moderate preparation) and green (good preparation).

Early stage	0
Some level of preparation	1
Moderately prepared	2
Good level of preparation	3
Well advanced	4

When analysing and comparing recent assessments, three findings stand out.

First, Montenegro, Serbia, North Macedonia and Turkey are ahead of Ukraine and Georgia on their preparedness. Moldova is at about the same level as Bosnia.

Second, countries that have been in this process the longest have slowed down in recent years – and Turkey has gone into reverse. Unless the dynamic changes, no country will reach a good level of preparation in many years. The Commission’s assessments show that the current accession process fails to inspire reforms. ESI examined reasons for this – and proposed a way out – in: “The Balkan Turtle Race – A warning for Ukraine.”²

Third, the crucial focus on rule of law fundamentals, introduced for good reasons many years ago, is failing to deliver results. This is troubling. To join the EU and its Single Market countries must show preparedness on these fundamentals. It is only robust rule of law institutions that ensure that EU standards and the rights of individuals and companies are protected.

What is likely to happen if this process remains unchanged? Alas, seen from today, the answer is obvious: there will be no accession in the next decade.

This would be fatal as a signal to the people of the region. It would be very detrimental to the investments needed to catch up (and reconstruct post-war Ukraine). Barriers between the EU

¹ In earlier reports, ESI translated Commission assessments into grades 5, 4, 3, 2, 1 instead of 0, 1, 2, 3, 4.
² ESI, [The Balkan Turtle Race. A warning for Ukraine](#), 13 July 2022.

Single Market and these economies would remain in place, making it almost impossible for these countries to do what the Baltic states, Romania, and Poland have done so spectacularly in recent years: catch up and converge.

The Single Market and its rules are the heart of the EU. So is the rule of law. This means that there is no shortcut around meeting these criteria. If some member states would argue that countries should join the EU or its Single Market even without being well prepared, as a *political signal*, the chance of getting all existing 27 members to agree vanishes. Member states will insist that the EU defends the integrity of its Single Market and the rule of law. Without the conviction in EU capitals that there has been good preparation in countries about to join, from food safety to product standards, from toxic waste management to the functioning of courts, no country will be able to join.

It is sometimes said that the process of EU enlargement needs to be “more political”, and not about “ticking bureaucratic boxes.” But getting to a state of good preparation in each chapter is not about boxes being ticked but about meeting the standards on which the trust relies that makes removing all barriers between countries and economies possible.

What does it mean to “meet EU standards”? In the case of Montenegro and Serbia the Commission has proposed to “close” some chapters provisionally once a “good level of preparation” (3) has been reached. It is wise to assume that to join the EU – or to join its Single Market even before – countries must reach a good level of preparation in each chapter: at least grade 3 in 33 chapters: a score of at least 99.

European Commission assessments of 33 chapters (2022/23)

Country	Average grade (0 – 4)
Average “good”	3
Montenegro	2.1
Serbia	2.0
North Macedonia	2.0
Turkey	1.9
Albania	1.6
Ukraine	1.2
Georgia	1.1
Kosovo	0.9
Moldova	0.7
Bosnia	0.7

COMPARING PREPAREDNESS

Here, then, is an updated table with *all* grades in *all* chapters for *all* ten countries. Note: Green signifies “good preparation” in a chapter.

European Commission assessments of 33 chapters (2022/23)

Chapters	MON	SER	MAC	TK	AL	UK	GEO	KO	MOL	BH	
1	Free mov. of goods	2	2	2	3	1.5	2	1	1	1	0
2	Free mov. Workers	1	2	0	0	1	0	0	1	0	1
3	Estab. & service	2	2	2	0	2	1	2	2	1	0
4	Free mov. of capital	2	2	2	2	2	1	2	1	1	2
5	Public procurement	2.5	2	2	2	2	1	1	1.5	0	1
6	Company law	3	3	3	4	2	1	1	1	0	1
7	Intellect. property	3	3	2	3	1.5	0	1	1	1	2
8	Competition policy	2	2	2	1	1.5	1	0	1	1	1
9	Financial services	2	2	2	3	2	1	1	2	0	1.5
10	Digital & media	2	2	2	1	2	2	1	1	1	0
11	Agriculture and RD	2	1	2	1	1	0	0	1	0	0
12	Food safety	2	2	3	1	1	2	1	1	1	1
13	Fisheries	1	2	2	2	1.5	0	1	0	0	0
14	Transport policy	2.5	3	2	2	1	1	1	0	1	1
15	Energy	3	2	2	2	2	3	1	1	1	0
16	Taxation	2	2	2	2	2	1	1	1	0	1
17	Econ. & mon. policy	2	2	2	1	2	2	2	2	1	0
18	Statistics	2	2	2	2	2	1	1	1	1	0
19	Social policy, empl.	1	2	2	1	1	0	1	0	0	1
20	Enterprise, ind. pol.	2.5	2	2	2	2	1	2	2	1	0
21	Trans-E. networks	2.5	2	3	4	1	1	1	1	1	1
22	Regional policy	2	2	2	2	2	1	0	0	0	0
23	Judiciary & Rights	2	1	1.5	0	1.5	n/a	n/a	0.5	n/a	1
24	Justice, security.	2	1	2	2	1.5	1	1	0.5	1	1
25	Science and research	3	3	3	4	1	2	2	0	2	1
26	Education, culture	3	3	2	2	2	1	2	0	1	0
27	Environ., climate	1	1	1	1	1	0	0	0	0	0.5
28	Consumer protect.	2	2	2	3	0	1	1	0	1	0
29	Customs union	2	3	3	3	2	3	2	2	1	1
30	External relations	3	2	2	2	3	3	2	0	2	1
31	For., sec. & def. pol.	3	2	3	1	3	3	2	n/a	2	1
32	Financial control	2	2	2	3	2	0	1	1	0	1
33	Fin. & budget.	1	1	0	1	1	0	0	n/a	0	0
	Total*	70.0	67.0	66.5	63.0	54.0	37.0	35.0	26.5	23.0	22.0
	Av. rating (0-4)	2.1	2.0	2.0	1.9	1.6	1.2	1.1	0.9	0.7	0.7

* Kosovo is rated for 31 chapters, Georgia, Moldova and Ukraine for 32 chapters.

Rating: early stage (0), some level of preparation (1), moderately prepared (2), good level of preparation (3), well advanced (4).

HOW TO REFORM THIS PROCESS

“We discussed some of our priority issues. In particular, we are interested in joining the EU single market...We deserve this. While we are on this path towards full EU membership, we would like to join [#EU](#) [#single](#) [#market](#). This is very important for us.”

President [#Zelensky](#) 



Tweet, 15 September 2022

ESI website: [Offer the four freedoms to the Balkans, Ukraine, and Moldova](#)

ESI Newsletter: [Elephants in Skopje – Balkan turtle race and Ukraine](#) (15 July 2022)

ESI Report: [The Balkan Turtle Race – A warning for Ukraine](#) (13 July 2022)

ESI Report: [Hamster in the Wheel - Credibility and EU Balkan policy](#) (15 January 2020)

ESI Newsletter: [Europe, Ukraine and a second Treaty of Rome](#) (16 June 2022)

Auf Deutsch: [Die Ukraine, Europa und ein zweiter Vertrag von Rom](#)

En español: [Ucrania, Europa y un segundo Tratado de Roma](#)

En français: [L’Ukraine, l’Europe et un deuxième traité de Rome](#)

In italiano: [L’Ucraina, l’Europa e un secondo Trattato di Roma](#)

Gerald Knaus: [Action Plan for the Western Balkans and EU Neighbourhood](#), September 2021

Kristof Bender: [The Western Balkans, Ukraine and the EU](#), December 2022

Presentations: [Can Ukraine join the European Union? Here is how](#), 30 May 2022

[A realist proposal – how the Western Balkans can join the EU](#), 9 May 2022

[War and peace in Europe – tragic lessons of recent decades](#), 11 April 2022

New Europe Center: [A win-win European vision for the EU – Candidate status and four freedoms for Ukraine](#), 13 June 2022

Süddeutsche Zeitung, [Wehe, es geht los](#) (“It better not start”), Guest commentary, 17 June 2022

Frankfurter Allgemeine Zeitung, [Das europäische Schildkrötenrennen](#) (“The European Turtle Race”), 16 July 2022

MAKING COMMISSION ASSESSMENTS LEGIBLE

Montenegro

Rule of Law fundamentals		2015	2019	2020	2021	2022
Functioning of judiciary		2.0	2.0	2.0	2.0	2.0
Fight against corruption		1.0	1.0	1.0	1.0	1.0
Fight against organised crime		1.0	1.0	1.5	1.5	1.5
Freedom of expression		1.0	1.0	1.0	1.0	1.0
Total fundamentals (best 16)		5.0	5.0	5.5	5.5	5.5
Average (best 4)		1.3	1.3	1.4	1.4	1.4
Chapters		2015	2019	2020	2021	2022
1	Free movement of goods	2	2	2	2	2
2	Freedom of movement for workers	0	1	1	1	1
3	Establishment and service provision	2	2	2	2	2
4	Free movement of capital	2	2	2	2	2
5	Public procurement	2	2	2	2	2.5
6	Company law	2	3	3	3	3
7	Intellectual property law	4	3	3	3	3
8	Competition policy	2	2	2	2	2
9	Financial services	2	2	2	2	2
10	Digital transformation and media	2	2	2	2	2
11	Agriculture and rural development	1	2	2	2	2
12	Food safety, veterinary, phytosanitary	1	2	2	2	2
13	Fisheries	0	0.5	1	1	1
14	Transport policy	2	2.5	2.5	2.5	2.5
15	Energy	2	3	3	3	3
16	Taxation	2	2	2	2	2
17	Economic and monetary policy	2	2	2	2	2
18	Statistics	1	2	2	2	2
19	Social Policy and employment	1	1	1	1	1
20	Enterprise and industrial policy	2	2	2.5	2.5	2.5
21	Trans-European networks	2	2	2.5	2.5	2.5
22	Regional policy, structural instruments	2	2	2	2	2
23	Judiciary and fundamental rights	2	2	2	2	2
24	Justice, freedom and security	2	2	2	2	2
25	Science and research	3	3	3	3	3
26	Education and culture	3	3	3	3	3
27	Environment and climate change	0	1	1	1	1
28	Consumer and health protection	2	2	2	2	2
29	Customs union	2	2	2	2	2
30	External relations	3	3	3	3	3
31	Foreign, security and defence policy	3	3	3	3	3
32	Financial control	2	2	2	2	2
33	Financial and budgetary provisions	0	0	0	1	1
Total chapters (out of 132)		60.0	67.0	68.5	69.5	70.0
Average chapter rating (out of 4.0)		1.8	2.0	2.1	2.1	2.1

Source: European Commission country reports 2015, 2019, 2020, 2021 and 2022.

Rating: early stage (0), some level of preparation (1), moderately prepared (2), good level of preparation (3), well advanced (4).

Serbia

Rule of Law fundamentals	2015	2019	2020	2021	2022
Functioning of judiciary	1.0	1.0	1.0	1.0	1.0
Fight against corruption	1.0	1.0	1.0	1.0	1.0
Fight against organised crime	1.0	1.0	1.0	1.0	1.0
Freedom of expression	1.0	1.0	1.0	1.0	1.0
Total fundamentals	4.0	4.0	4.0	4.0	4.0
Average (out of 4)	1.0	1.0	1.0	1.0	1.0

Chapters	2015	2019	2020	2021	2022
1 Free movement of goods	2	2	2	2	2
2 Freedom of movement for workers	2	2	2	2	2
3 Establishment and service provision	2	2	2	2	2
4 Free movement of capital	2	2	2	2	2
5 Public procurement	2	2	2	2	2
6 Company law	3	3	3	3	3
7 Intellectual property law	3	3	3	3	3
8 Competition policy	2	1.5	2	2	2
9 Financial services	2	2	2	2	2
10 Digital transformation and media	2	2	2	2	2
11 Agriculture and rural development	0	1	1	1	1
12 Food safety, veterinary, phytosanitary	2	2	2	2	2
13 Fisheries	2	2	2	2	2
14 Transport policy	2	3	3	3	3
15 Energy	2	2	2	2	2
16 Taxation	2	2	2	2	2
17 Economic and monetary policy	2	2	2	2	2
18 Statistics	2	2	2	2	2
19 Social Policy and employment	2	2	2	2	2
20 Enterprise and industrial policy	2	2	2	2	2
21 Trans-European networks	2	2	2	2	2
22 Regional policy, structural instruments	2	2	2	2	2
23 Judiciary and fundamental rights	1	1	1	1	1
24 Justice, freedom and security	1	1	1	1	1
25 Science and research	3	3	3	3	3
26 Education and culture	3	3	3	3	3
27 Environment and climate change	0	1	1	1	1
28 Consumer and health protection	2	2	2	2	2
29 Customs union	2	3	3	3	3
30 External relations	2	2	2	2	2
31 Foreign, security and defence policy	2	2	2	2	2
32 Financial control	2	2	2	2	2
33 Financial and budgetary provisions	0	1	1	1	1
Total chapters (out of 132)	62.0	66.5	67.0	67.0	67.0
Average chapter rating (out of 4.0)	1.9	2.0	2.0	2.0	2.0

Source: European Commission country reports 2015, 2019, 2020, 2021 and 2022.

Rating: early stage (0), some level of preparation (1), moderately prepared (2), good level of preparation (3), well advanced (4).

North Macedonia

Rule of Law fundamentals	2015	2019	2020	2021	2022
Functioning of judiciary	1.0	1.5	1.5	1.5	1.5
Fight against corruption	1.0	1.0	1.5	1.5	1.5
Fight against organised crime	1.0	1.0	1.0	1.0	1.0
Freedom of expression	1.0	1.5	1.5	1.5	1.5
Total fundamentals (out of 16)	4.0	5.0	5.5	5.5	5.5
Average (out of 4)	1.0	1.3	1.4	1.4	1.4

Chapters	2015	2019	2020	2021	2022
1 Free movement of goods	2	2	2	2	2
2 Freedom of movement for workers	0	0	0	0	0
3 Establishment and service provision	2	2	2	2	2
4 Free movement of capital	2	2	2	2	2
5 Public procurement	2	2	2	2	2
6 Company law	3	3	3	3	3
7 Intellectual property law	2	2	2	2	2
8 Competition policy	2	2	2	2	2
9 Financial services	2	2	2	2	2
10 Digital transformation and media	3	2	2	2	2
11 Agriculture and rural development	2	2	2	2	2
12 Food safety, veterinary, phytosanitary	1	3	3	3	3
13 Fisheries	2	2	2	2	2
14 Transport policy	2	2	2	2	2
15 Energy	2	2	2	2	2
16 Taxation	2	2	2	2	2
17 Economic and monetary policy	2	2	2	2	2
18 Statistics	2	2	2	2	2
19 Social Policy and employment	2	2	2	2	2
20 Enterprise and industrial policy	2	2	2	2	2
21 Trans-European networks	3	3	3	3	3
22 Regional policy, structural instruments	2	2	2	2	2
23 Judiciary and fundamental rights	1	1.5	1.5	1.5	1.5
24 Justice, freedom and security	2	2	2	2	2
25 Science and research	3	3	3	3	3
26 Education and culture	2	2	2	2	2
27 Environment and climate change	2	1	1	1	1
28 Consumer and health protection	2	2	2	2	2
29 Customs union	3	3	3	3	3
30 External relations	2	2	2	2	2
31 Foreign, security and defence policy	2	2	2	2	3
32 Financial control	2	2	2	2	2
33 Financial and budgetary provisions	0	0	0	0	0
Total chapters (out of 132)	65.0	65.5	65.5	65.5	66.5
Average chapter rating (out of 4.0)	2.0	2.0	2.0	2.0	2.0

Source: European Commission country reports 2015, 2019, 2020, 2021 and 2022.

Rating: early stage (0), some level of preparation (1), moderately prepared (2), good level of preparation (3), well advanced (4).

Turkey

Rule of Law fundamentals	2015	2019	2020	2021	2022
Functioning of judiciary	1.0	0.0	0.0	0.0	0.0
Fight against corruption	1.0	0.0	0.0	0.0	0.0
Fight against organised crime	1.0	1.0	1.0	1.0	1.0
Freedom of expression	1.0	0.0	0.0	0.0	0.0
Total RoL fundamentals (out of 16)	4.0	1.0	1.0	1.0	1.0
Average (out of 4.0)	1.0	0.3	0.3	0.3	0.3

Chapters	2015	2019	2020	2021	2022
1 Free movement of goods	3	3	3	3	3
2 Freedom of movement for workers	0	0	0	0	0
3 Establishment and service provision	0	0	0	0	0
4 Free movement of capital	2	2	2	2	2
5 Public procurement	2	2	2	2	2
6 Company law	4	4	4	4	4
7 Intellectual property law	3	3	3	3	3
8 Competition policy	2	1	1	1	1
9 Financial services	3	3	1	3	3
10 Digital transformation and media	2	1	1	1	1
11 Agriculture and rural development	1	1	1	1	1
12 Food safety, veterinary, phytosanitary	1	1	1	1	1
13 Fisheries	0	0	1	1	2
14 Transport policy	2	2	2	2	2
15 Energy	2	2	2	2	2
16 Taxation	2	2	2	2	2
17 Economic and monetary policy	2	2	2	1	1
18 Statistics	2	2	2	2	2
19 Social Policy and employment	2	1	1	1	1
20 Enterprise and industrial policy	3	3	3	2	2
21 Trans-European networks	4	4	4	4	4
22 Regional policy, structural instruments	2	2	2	2	2
23 Judiciary and fundamental rights	1	0	0	0	0
24 Justice, freedom and security	2	2	2	2	2
25 Science and research	4	4	4	4	4
26 Education and culture	2	2	2	2	2
27 Environment and climate change	2	1	1	1	1
28 Consumer and health protection	3	3	3	3	3
29 Customs union	3	3	3	3	3
30 External relations	3	2	2	2	2
31 Foreign, security and defence policy	2	2	1	1	1
32 Financial control	3	3	3	3	3
33 Financial and budgetary provisions	0	1	1	1	1
Total chapters (out of 132)	69.0	64.0	62.0	62.0	63.0
Average chapter rating (out of 4.0)	2.1	1.9	1.9	1.9	1.9

Source: European Commission country reports 2015, 2019, 2020, 2021 and 2022.

Rating: early stage (0), some level of preparation (1), moderately prepared (2), good level of preparation (3), well advanced (4).

Albania

Rule of Law fundamentals	2015	2019	2020	2021	2022
Functioning of judiciary	0.0	1.0	1.5	2.0	2.0
Fight against corruption	1.0	1.0	1.0	1.0	1.0
Fight against organised crime	1.0	1.0	1.0	1.0	1.0
Freedom of expression	1.0	1.5	1.5	1.5	1.5
Total RoL fundamentals (out of 16)	3.0	4.5	5.0	5.5	5.5
Average (out of 4.0)	0.8	1.1	1.3	1.4	1.4

Chapters	2015	2019	2020	2021	2022
1 Free movement of goods	2	1.5	1.5	1.5	1.5
2 Freedom of movement for workers	0	1	1	1	1
3 Establishment and service provision	2	2	2	2	2
4 Free movement of capital	2	2	2	2	2
5 Public procurement	1	1	2	2	2
6 Company law	2	2	2	2	2
7 Intellectual property law	1	1.5	1.5	1.5	1.5
8 Competition policy	2	1.5	1.5	1.5	1.5
9 Financial services	2	2	2	2	2
10 Digital transformation and media	2	2	2	2	2
11 Agriculture and rural development	0	1	1	1	1
12 Food safety, veterinary, phytosanitary	1	1	1	1	1
13 Fisheries	0	0	0	1	1.5
14 Transport policy	1	1	1	1	1
15 Energy	2	2	2	2	2
16 Taxation	2	2	2	2	2
17 Economic and monetary policy	2	2	2	2	2
18 Statistics	1	2	2	2	2
19 Social Policy and employment	1	1	1	1	1
20 Enterprise and industrial policy	2	2	2	2	2
21 Trans-European networks	1	1	1	1	1
22 Regional policy, structural instruments	2	2	2	2	2
23 Judiciary and fundamental rights	1	1	1.5	1.5	1.5
24 Justice, freedom and security	0	1.5	1.5	1.5	1.5
25 Science and research	0	0	0	1	1
26 Education and culture	2	2	2	2	2
27 Environment and climate change	0	1	1	1	1
28 Consumer and health protection	0	0	0	0	0
29 Customs union	2	2	2	2	2
30 External relations	2	2	2	3	3
31 Foreign, security and defence policy	3	3	3	3	3
32 Financial control	2	2	2	2	2
33 Financial and budgetary provisions	1	1	1	1	1
Total chapters (out of 132)	44.0	49.0	50.5	53.5	54.0
Average chapter rating (out of 4.0)	1.3	1.5	1.5	1.6	1.6

Source: European Commission country reports 2015, 2019, 2020, 2021 and 2022.

Rating: early stage (0), some level of preparation (1), moderately prepared (2), good level of preparation (3), well advanced (4).

Ukraine

The assessment for Ukraine looks at “fundamentals” through chapters 23 (judiciary and fundamental rights), 24 (justice freedom and security), 5 (public procurement), 18 (statistics) and 32 (financial control). There is no separate assessment of rule of law fundamentals. No quantifiable data is available for chapter 23.

Chapter	2022/23	
1	Free movement of goods	2
2	Freedom of movement for workers	0
3	Establishment and service provision	1
4	Free movement of capital	1
5	Public procurement	1
6	Company law	1
7	Intellectual property law	0
8	Competition policy	1
9	Financial services	1
10	Information society and media	2
11	Agriculture and rural development	0
12	Food safety, veterinary, phytosanitary	2
13	Fisheries	0
14	Transport policy	1
15	Energy	3
16	Taxation	1
17	Economic and monetary policy	2
18	Statistics	1
19	Social Policy and employment	0
20	Enterprise and industrial policy	1
21	Trans-European networks	1
22	Regional policy, structural instruments	1
23	Judiciary and fundamental rights	
24	Justice, freedom and security	1
25	Science and research	2
26	Education and culture	1
27	Environment and climate change	0
28	Consumer and health protection	1
29	Customs union	3
30	External relations	3
31	Foreign, security and defence policy	3
32	Financial control	0
33	Financial and budgetary provisions	0
Total (out of 128)		37
Average chapter rating (out of 4.0)		1.2

Source: European Commission, [“Ukraine Report”](#), 2 February 2023.

Rating: early stage (0), some level of preparation (1), moderately prepared (2), good level of preparation (3), well advanced (4).

Georgia

The assessment for Georgia looks at “fundamentals” through chapters 23 (judiciary and fundamental rights), 24 (justice freedom and security), 5 (public procurement), 18 (statistics) and 32 (financial control). There is no separate assessment of rule of law fundamentals. Also, no quantifiable data is available for chapter 23.

Chapter	2022/23	
1	Free movement of goods	1
2	Freedom of movement for workers	0
3	Establishment and service provision	2
4	Free movement of capital	2
5	Public procurement	1
6	Company law	1
7	Intellectual property law	1
8	Competition policy	0
9	Financial services	1
10	Information society and media	1
11	Agriculture and rural development	0
12	Food safety, veterinary, phytosanitary	1
13	Fisheries	1
14	Transport policy	1
15	Energy	1
16	Taxation	1
17	Economic and monetary policy	2
18	Statistics	1
19	Social Policy and employment	1
20	Enterprise and industrial policy	2
21	Trans-European networks	1
22	Regional policy, structural instruments	0
23	Judiciary and fundamental rights	
24	Justice, freedom and security	1
25	Science and research	2
26	Education and culture	2
27	Environment and climate change	0
28	Consumer and health protection	1
29	Customs union	2
30	External relations	2
31	Foreign, security and defence policy	2
32	Financial control	1
33	Financial and budgetary provisions	0
Total (out of 128)		35
Average chapter rating (out of 4.0)		1.1

Source: European Commission, [“Georgia Report”](#), 2 February 2023.

Rating: early stage (0), some level of preparation (1), moderately prepared (2), good level of preparation (3), well advanced (4).

Kosovo

Rule of Law fundamentals	2015	2019	2020	2021	2022
Functioning of judiciary	0.0	0.0	0.0	0.0	0.0
Fight against corruption	0.0	0.5	0.5	0.5	0.5
Fight against organised crime	0.0	0.0	0.0	0.0	0.0
Freedom of expression	1.0	1.0	1.0	1.0	1.0
Total Rule of Law fundamentals	1.0	1.5	1.5	1.5	1.5
Average (out of 4.0)	0.3	0.4	0.4	0.4	0.4

Chapters	2022	
1	Free movement of goods	1
2	Freedom of movement for workers	1
3	Establishment and service provision	2
4	Free movement of capital	1
5	Public procurement	1.5
6	Company law	1
7	Intellectual property law	1
8	Competition policy	1
9	Financial services	2
10	Digital transformation and media	1
11	Agriculture and rural development	1
12	Food safety, veterinary, phytosanitary	1
13	Fisheries	0
14	Transport policy	0
15	Energy	1
16	Taxation	1
17	Economic and monetary policy	2
18	Statistics	1
19	Social Policy and employment	0
20	Enterprise and industrial policy	2
21	Trans-European networks	1
22	Regional policy, structural instruments	0
23	Judiciary and fundamental rights	0.5
24	Justice, freedom and security	0.5
25	Science and research	0
26	Education and culture	0
27	Environment and climate change	0
28	Consumer and health protection	0
29	Customs union	2
30	External relations	0
31	Foreign, security and defence policy	n/a
32	Financial control	1
33	Financial and budgetary provisions	n/a
Total 31 chapters (out of 124)		26.5
Average chapter rating (out of 4.0)		0.9

Source: European Commission country reports 2015, 2019, 2020, 2021 and 2022.

Rating: early stage (0), some level of preparation (1), moderately prepared (2), good level of preparation (3), well advanced (4).

Moldova

The assessment for Moldova looks at “fundamentals” through chapters 23 (judiciary and fundamental rights), 24 (justice freedom and security), 5 (public procurement), 18 (statistics) and 32 (financial control). There is no separate assessment of rule of law fundamentals. Also, no quantifiable data is available for chapter 23.

Chapter	2022/23	
1	Free movement of goods	1
2	Freedom of movement for workers	0
3	Establishment and service provision	1
4	Free movement of capital	1
5	Public procurement	0
6	Company law	0
7	Intellectual property law	1
8	Competition policy	1
9	Financial services	0
10	Information society and media	1
11	Agriculture and rural development	0
12	Food safety, veterinary, phytosanitary	1
13	Fisheries	0
14	Transport policy	1
15	Energy	1
16	Taxation	0
17	Economic and monetary policy	1
18	Statistics	1
19	Social Policy and employment	0
20	Enterprise and industrial policy	1
21	Trans-European networks	1
22	Regional policy, structural instruments	0
23	Judiciary and fundamental rights	
24	Justice, freedom and security	1
25	Science and research	2
26	Education and culture	1
27	Environment and climate change	0
28	Consumer and health protection	1
29	Customs union	1
30	External relations	2
31	Foreign, security and defence policy	2
32	Financial control	0
33	Financial and budgetary provisions	0
Total (out of 128)		23
Average chapter rating (out of 4.0)		0.7

Source: European Commission, [“Moldova Report”](#), 2 February 2023.

Rating: early stage (0), some level of preparation (1), moderately prepared (2), good level of preparation (3), well advanced (4).

Bosnia and Herzegovina

Rule of Law fundamentals	2015	2019	2020	2021	2022
Functioning of judiciary	1.0	0.5	0.5	0.5	0.5
Fight against corruption	1.0	0.5	0.5	0.5	0.5
Fight against organised crime	1.0	0.5	0.5	0.5	0.5
Freedom of expression	1.0	1.0	1.0	1.0	1.0
Total Rule of Law fundamentals	4.0	2.5	2.5	2.5	2.5
Average (out of 4.0)	1.0	0.6	0.6	0.6	0.6

Chapters	2019	2020	2021	2022
1 Free movement of goods	0	0	0	0
2 Freedom of movement for workers	1	1	1	1
3 Establishment and service provision	0	0	0	0
4 Free movement of capital	2	2	2	2
5 Public procurement	1	1	1	1
6 Company law	1	1	1	1
7 Intellectual property law	2	2	2	2
8 Competition policy	1	1	1	1
9 Financial services	1.5	1.5	1.5	1.5
10 Digital transformation and media	0	0	0	0
11 Agriculture and rural development	0	0	0	0
12 Food safety, veterinary, phytosanitary	1	1	1	1
13 Fisheries	0	0	0	0
14 Transport policy	1	1	1	1
15 Energy	0	0	0	0
16 Taxation	1	1	1	1
17 Economic and monetary policy	0	0	0	0
18 Statistics	0	0	0	0
19 Social Policy and employment	1	1	1	1
20 Enterprise and industrial policy	0	0	0	0
21 Trans-European networks	1	1	1	1
22 Regional policy, structural instruments	0	0	0	0
23 Judiciary and fundamental rights	1	1	1	1
24 Justice, freedom and security	1	1	1	1
25 Science and research	1	1	1	1
26 Education and culture	0	0	0	0
27 Environment and climate change	0.5	0.5	0.5	0.5
28 Consumer and health protection	0	0	0	0
29 Customs union	1	1	1	1
30 External relations	1	1	1	1
31 Foreign, security and defence policy	1	1	1	1
32 Financial control	0	0	0	1
33 Financial and budgetary provisions	0	0	0	0
Total chapters (out of 132)	21.0	21.0	21.0	22.0
Average chapter rating (out of 4.0)	0.6	0.6	0.6	0.7

Source: European Commission country reports 2015, 2019, 2020, 2021 and 2022.

Rating: early stage (0), some level of preparation (1), moderately prepared (2), good level of preparation (3), well advanced (4).