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Mechanisms of Interaction between Ukraine and European Institutions in the Context of the Experience of the Western Balkan States

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ABSTRACT

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The article analyzes the mechanisms of interaction between Ukraine and European institutions in the context of the experience of the Western Balkans states. It is determined that the European integration process is based on a combination of institutional, organizational, procedural, financial and security mechanisms that ensure the coordination of reforms, negotiation support and implementation of the EU acquis. It is found that the Western Balkans states are characterized by the formation of specialized negotiation structures, interdepartmental working groups, consultative platforms and mechanisms for involving civil society in the preparation and monitoring of European integration decisions. The institutional models of Serbia, Montenegro, North Macedonia, Albania, Bosnia and Herzegovina and Kosovo are considered, which demonstrate different levels of effectiveness of the negotiation process, EU financial support and security cooperation. The specifics of the Ukrainian model of cooperation with the European Union, based on the Association Agreement, the activities of the Association Council, the Association Committee, the Parliamentary Association Committee and the Civil Society Platform, are characterized. It is proved that the application of the updated EU enlargement methodology towards Ukraine brings its negotiation model closer to the Western Balkan experience; however, the conditions of martial law, security threats and the scale of reforms require an adapted approach. Conclusions are drawn on the need to strengthen institutional coordination, synchronize reforms with EU financial support, expand civil society participation and integrate the security component into Ukraine's European integration policy.



KEYWORDS

Ukraine, European Union, European institutions, Western Balkans, European integration, EU acquis, negotiation process, civil society, financial support, security cooperation.



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Механізми взаємодії України з європейськими інституціями в контексті досвіду держав Західних Балкан

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СТАТТЯ	АНОТАЦІЯ
Дослідницька DOI: 10.70651/3041-248X/2026.5.06 Отримана: 29.03.2026 р. Прийнята: 02.05.2026 р. Опублікована: 06.05.2026 р. Авторське право © 2026 автора Цей твір ліцензовано на умовах Ліцензії Creative Commons «Із Зазначенням Авторства – Некомерційна 4.0 Міжнародна» (CC BY-NC 4.0).	У статті проаналізовано механізми взаємодії України з європейськими інституціями у контексті досвіду держав Західних Балкан. Визначено, що євроінтеграційний процес ґрунтується на поєднанні інституційних, організаційних, процедурних, фінансових і безпекових механізмів, які забезпечують координацію реформ, переговорний супровід та імплементацію аспис ЄС. З'ясовано, що для держав Західних Балкан характерним є формування спеціалізованих переговорних структур, міжвідомчих робочих груп, консультативних платформ та механізмів залучення громадянського суспільства до підготовки й моніторингу євроінтеграційних рішень. Розглянуто інституційні моделі Сербії, Чорногорії, Північної Македонії, Албанії, Боснії і Герцеговини та Косова, які демонструють різні рівні результативності переговорного процесу, фінансової підтримки ЄС і безпекової взаємодії. Охарактеризовано специфіку української моделі співпраці з Європейським Союзом, що базується на Угоді про асоціацію, діяльності Ради асоціації, Комітету асоціації, Парламентського комітету асоціації та Платформи громадянського суспільства. Доведено, що застосування оновленої методології розширення ЄС щодо України наближує її переговорну модель до західнобалканського досвіду, однак умови воєнного стану, безпекові загрози та масштаб реформ потребують адаптованого підходу. Сформовано висновки про необхідність посилення інституційної координації, синхронізації реформ із фінансовою підтримкою ЄС, розширення участі громадянського суспільства та інтеграції безпекового компонента до євроінтеграційної політики України
	КЛЮЧОВІ СЛОВА Україна, Європейський Союз, європейські інституції, Західні Балкани, європейська інтеграція, аспис ЄС, переговорний процес, громадянське суспільство, фінансова підтримка, безпекова взаємодія.

1. Introduction

In modern geopolitical conditions, the European integration of Ukraine acquires foreign policy and systemic state and administrative significance, as it is associated with the transformation of public administration mechanisms in accordance with the standards of the European Union. Ukraine's acquisition of the status of a candidate country has highlighted the need to form an effective system of interaction with European institutions, harmonize legislation with the EU *acquis* and ensure the effective implementation of European integration obligations. At the same time, the implementation of the European integration course is taking place in conditions of military aggression by the Russian Federation, which complicates the implementation of structural reforms and ensuring the institutional stability of the public administration system. In this regard, the experience of the Western Balkan states, in which the process of European integration was accompanied by the adaptation of public administration systems to EU standards, the reform of state institutions and the formation of mechanisms for interaction with European structures, is of particular importance. The experience of the countries of the region demonstrates different approaches to organizing the negotiation process, coordinating European integration policies, involving civil society, and using financial and technical instruments of EU support. In addition, the results of the European integration of the Western Balkan countries show that formal approximation to EU standards is not always accompanied by an appropriate level of institutional efficiency and sustainability of reforms, which highlights the need for a comprehensive study of the mechanisms of interaction between Ukraine and European institutions through the prism of the experience of the Western Balkan countries in order to identify effective models of institutional coordination of European integration processes and the possibilities of their adaptation to Ukrainian realities.

2. Literature Review

The problem of interaction of candidate countries with European institutions in the process of gaining membership in the European Union occupies an important place in modern scientific and expert-analytical discourse. Particular attention of researchers is focused on the analysis of institutional mechanisms of European integration of the Western Balkan countries, assessing the effectiveness of the implementation of reforms, as well as determining the impact of the EU enlargement policy on the transformation of public administration systems of the relevant countries.

A significant amount of information and analytical materials is formed by the institutions of the European Union, in particular the European Commission and the Council of the EU, which systematically monitor the implementation of membership criteria by candidate countries and publish comprehensive reports on the progress of reforms. In particular, the reports of the European Commission on Serbia, Bosnia and Herzegovina and other Western Balkan countries assess the state of reform of the public administration system, judicial and law enforcement systems, anti-corruption policy, as well as the level of implementation of the EU *acquis* [15].

In addition, the strategic documents of the European Union dedicated to the enlargement policy and the reform of the negotiation process are of great importance for the scientific understanding of the mechanisms of European integration. In particular, the EU Strategy for the Western Balkans and the new enlargement methodology introduced in 2020 provide for a cluster approach to negotiations, according to which the so-called "fundamental reforms" related to the rule of law, the functioning of democratic institutions and the reform of the public administration system acquire priority [20]. These documents form the conceptual foundations of the modern EU conditionality policy, according to which the pace of progress of candidate countries directly depends on the effectiveness of the implementation of internal reforms.

A significant contribution to the study of the issues of European integration of the Western Balkans has been made by international think tanks and expert institutions. In particular, the reports of the Stiftung Wissenschaft und Politik (SWP), Konrad-Adenauer-Stiftung (KAS), Ukrainian Center for European Policy and the Center "New Europe" provide a comparative analysis of the European

integration processes in the Western Balkan countries and Ukraine, identify common challenges and features of the implementation of the negotiation process [16; 21; 22].

The studies pay special attention to the issues of institutional coordination of European integration policy, the functioning of negotiation structures, the role of civil society in the reform process, as well as the impact of the EU conditionality policy on the transformation of public administration systems. In addition, analysts emphasize that the experience of the Western Balkan countries can be useful for Ukraine in view of the need to ensure systemic coordination of reforms and strengthen interaction between state authorities and institutions of the European Union.

An important place in modern research is also occupied by the analysis of financial and technical instruments to support European integration processes. In particular, the report of the New Europe Center summarizes the experience of using the pre-accession assistance instruments IPA II and IPA III, the total amount of funding of which amounted to about 11.7 billion and 14.1 billion euros, respectively [22].

Scientific and analytical publications highlight positive practices in the integration of the Western Balkans into the European political and socio-economic space. In particular, researchers draw attention to the importance of visa liberalization, the integration of the countries of the region into the EU educational and scientific programs, as well as expanding participation in joint infrastructure and digital projects [19]. In this regard, special attention is drawn to the new Growth Plan for the Western Balkans, initiated by the European Commission, which provides for the allocation of 6 billion euros for the development of infrastructure, digitalization, energy and environmental modernization of the region [14].

At the same time, the scientific literature and analytical studies emphasize the presence of systemic risks and limitations of the European integration process in the Western Balkan states. These include, in particular, political contradictions between individual states in the region, problems of institutional instability, the influence of external geopolitical factors, as well as attempts by the Russian Federation to counteract the Euro-Atlantic integration of the region [10]. In this regard, researchers emphasize the need to form stable mechanisms of security and institutional interaction with the EU, especially in the context of modern hybrid threats.

Thus, modern studies demonstrate significant scientific interest in the issues of European integration of the Western Balkan states and Ukraine. At the same time, the fragmentation of existing studies highlights the need for a comprehensive analysis of the mechanisms of interaction between Ukraine and European institutions through the prism of the Western Balkan experience in order to identify effective institutional practices and directions for improving Ukraine's European integration policy.

3. Problem Statement

The purpose of the article is to analyze the mechanisms of interaction between Ukraine and European institutions in the context of the experience of the Western Balkan states, as well as to identify effective institutional and coordination practices of European integration.

4. Methods and Materials

The study is based on the analysis of the legal framework governing relations between Ukraine and the European Union, official documents of the European Union, and scientific publications on European integration and public administration. The research applies formal legal, comparative legal, and systematic methods to examine the mechanisms of interaction between Ukraine and European institutions in the context of the experience of the Western Balkan states.

5. Results and Discussion

The study of the mechanisms of interaction of states with European institutions requires a comprehensive analysis of institutional, organizational and procedural forms of ensuring the European integration process. In this regard, a comparative analysis of the models of cooperation of Ukraine and

the Western Balkan states with the institutions of the European Union is of particular importance, since it is the institutional architecture of interaction that largely determines the effectiveness of the implementation of the negotiation process, the coordination of reforms and the implementation of the EU acquis.

In particular, the formation of specialized negotiation and coordination structures integrated into the system of public administration is characteristic of the Western Balkan states. In particular, in Serbia, the Coordination Council under the Government operates, which includes representatives of the central executive authorities and the Office for Cooperation with Civil Society [18]. In addition, an important element of the institutional support of the European integration policy is the National Convention on the EU, which serves as a consultative and coordination platform for interaction between state institutions and civil society [12].

Similar approaches to the institutionalization of the European integration process are observed in other countries of the region. For example, in Montenegro, there is a Joint Consultative Committee (JCC), whose activities are aimed at ensuring communication between state authorities, expert circles and representatives of civil society. At the same time, the coordination of the negotiation process is carried out through the mechanism of intergovernmental conferences (Intergovernmental Conference), which are held on a regular basis. In North Macedonia, institutional interaction in the field of European integration is implemented through the National Convention on the EU, within the structure of which working groups operate on individual areas of the EU acquis [13]. A model of interdepartmental coordination that is close in functional content is also used in Albania, where interdepartmental working groups (IIWG) have been created in accordance with all chapters of the EU negotiating framework. At the same time, the involvement of the non-governmental sector is ensured through the functioning of a special "Partnership Platform", focused on the participation of representatives of public organizations, business and academia in the implementation of European integration policy [1]. In contrast, in Bosnia and Herzegovina, after obtaining candidate status in 2022, the coordination of the integration process is carried out through the Council of Ministers and the Joint Parliamentary Association Commission, whose activities are aimed at monitoring the implementation of the provisions of the Stabilization and Association Agreement with the EU [2]. Unlike the Western Balkan countries, the institutional model of Ukraine's interaction with the European Union is based on the provisions of the Association Agreement between Ukraine and the EU, concluded in 2014 and put into effect in 2017. Within the framework of the aforementioned agreement, a system of coordination and monitoring bodies has been formed (Association Council, Association Committee and Parliamentary Association Committee) [5]. At the same time, an important element in ensuring interaction with civil society is the EU-Ukraine Civil Society Platform, which performs advisory and monitoring functions regarding the implementation of the provisions of the Association Agreement [6].

In the context of the institutional organization of the European integration process, the experience of Montenegro is of important analytical importance, within which the Joint Consultative Committee functions as one of the basic mechanisms for coordinating interaction between state authorities, social partners and civil society [7]. In addition, in order to increase the efficiency of the negotiation process in the state, specialized educational and methodological measures are being implemented aimed at preparing working groups for monitoring the implementation of the EU acquis [11].

Simultaneously with the formation of institutional mechanisms, the procedural features of the implementation of the negotiation process and the time parameters of the integration stages become important.

An analysis of the practice of the Western Balkan countries shows that the process of accession to the European Union is characterized by a phased structure, which includes the screening of national legislation, the opening of intergovernmental conferences, negotiations on chapters of the EU acquis and the final stage of ratification of the accession treaty.

In particular, Serbia acquired candidate status in 2012, and began official accession negotiations in 2014. As of 2025, the country has opened 22 out of 35 negotiation chapters, including all chapters within the clusters of fundamental reforms and environmental policy [15]. In addition, the Serbian government has set 2026–2027 as the indicative period for completing the membership criteria [15].

In contrast, Montenegro, which began the negotiation process in 2012, is currently in the final phase of negotiations on accession to the European Union with a focus on membership by 2028 [7].

However, North Macedonia opened negotiations in 2022 after the political dispute over the country's name was resolved, and the negotiation process is being carried out in accordance with the updated EU cluster methodology [20].

In 2020, formal negotiations on accession to the European Union were also opened with Albania [8]. At the same time, for Bosnia and Herzegovina, which received candidate status at the end of 2022, the European Union has identified the need to implement 14 key priorities related to the reform of the system of democratic governance, public administration and ensuring the rule of law [2].

In December 2023, the Council of the European Union adopted a decision to open the negotiation process with Bosnia and Herzegovina, subject to the fulfillment of the requirements set by the EU. The next stage of the implementation of the enlargement policy was the holding of the first intergovernmental conference with Ukraine in June 2024, which marked the official start of the negotiation process according to the clusters of "fundamental reforms", which cover the issues of the rule of law, democratic governance and the functioning of state institutions [3]. Thus, in relation to Ukraine, an updated methodology of the negotiation process, previously tested in the Western Balkan countries, was actually applied, according to which the opening of negotiations is accompanied by a phased cluster system of reform assessment and strengthening of institutional monitoring [3]. An important role in the system of interaction of candidate countries with European institutions belongs to the mechanisms of technical and financial support from the European Union. During 2014–2020, the Western Balkan countries received around EUR 11.7 billion under the Instrument for Pre-Accession Assistance (IPA II), while EUR 14 billion is foreseen for candidate and potential candidate countries for the period 2021–2027 [22].

The provision of financial support is accompanied by the implementation of technical assistance instruments, among which the Twinning, TAIEX and Twinning Light programmes, which focus on institutional strengthening of public administration and adaptation of national legislation to the EU acquis, occupy a special place [17]. At the same time, EU financial support is implemented in accordance with the principle of "more for more", according to which the level of access to resources directly depends on the effectiveness of reforms and the implementation of European integration obligations [4].

The expansion of financial support mechanisms for the Western Balkans is linked to the implementation of the Western Balkans Growth Plan, which provides for the allocation of EUR 6 billion for the development of infrastructure, digitalization, energy and environmental modernization of the region [14]. In this way, the European Union integrates the countries of the region into certain policies and programs even before they become full members.

Similar financial and technical support mechanisms are also applied to Ukraine. After gaining the status of a candidate country, Ukraine gained access to specialized EU support instruments, in particular the Ukraine Facility with a volume of up to EUR 50 billion for 2024–2027, as well as the MFA+ macro-financial assistance programs, which are accompanied by requirements for the implementation of judicial and anti-corruption reforms [9].

In addition, Ukraine is involved in the implementation of the NDICI, Erasmus+, Horizon Europe programs, as well as the Twinning and TAIEX institutional development mechanisms. A characteristic feature is that these instruments largely reproduce the approaches that were previously used in the Western Balkan countries, in particular in the field of judicial system reform, public administration and anti-corruption policy. Accordingly, the modern model of Ukraine's interaction with European institutions acquires the features of an integration model tested within the Western Balkans direction of the EU enlargement policy.

Support for civil society is also of significant importance in the European integration system. In particular, within the framework of the Civil Society Facility in 2018–2019, civil society development programs worth 112 million euros were financed for the Western Balkan countries, of which 6 million euros were directed to support relevant initiatives in Albania, which indicates a strengthening of the role of the civil sector as a component of the institutional support of European integration processes.

An important component of the European integration process is the participation of civil society institutions in monitoring reforms, forming consultative mechanisms and ensuring public support for European integration. In this regard, the Western Balkan countries have formed a number of

institutional platforms aimed at involving the non-governmental sector in the negotiation process with the European Union.

In particular, in Serbia and North Macedonia, National Conventions on the EU operate, which ensure constant interaction between government structures, parliament, regional authorities and civil society representatives within separate negotiation groups [12]. At the same time, in Albania, a National Council for European Integration ("Partnership Platform") has been established, which includes representatives of public organizations, the business environment, the academic community and local governments to participate in the discussion of the negotiating chapters of the EU acquis [1].

For example, in Bosnia and Herzegovina, there is a Public Council for European Integration under the Council of Ministers, within the framework of which civil society representatives have the opportunity to submit proposals for strategic documents in the field of European integration. However, the complex internal political structure of the state and the presence of inter-institutional contradictions limit the effectiveness of public participation in the decision-making process.

For Ukraine, the issue of institutionalizing interaction with civil society has also gained importance within the framework of the implementation of the European integration course. In particular, the National Council for European Integration operates under the President of Ukraine, and within the framework of the Ukraine-EU Association Agreement, a Civil Society Platform has been created, which provides advisory support for the implementation of European integration reforms. In view of the above, we can state that the model of the Western Balkan conventions is important for Ukraine in terms of ensuring systematic consultations between state institutions and the public sector within the framework of individual areas of reform.

At the same time, an analysis of the experience of the Western Balkan states indicates the presence of the problem of limited influence of civil society on the process of political decision-making, which necessitates the improvement of public control mechanisms and the increase in the level of institutional capacity of consultative platforms [8].

The security component of European integration is becoming increasingly important in the process of interaction between candidate countries and European institutions. The European Union's strategic documents on the Western Balkans pay special attention to the development of cooperation within the framework of the Common Foreign and Security Policy (CFSP) and the Common Security and Defence Policy (CSDP), as well as the involvement of the countries of the region in EU security missions and operations [19].

In view of this, the countries of the Western Balkans are gradually integrating into the EU's security cooperation mechanisms, taking part in peacekeeping missions, demining programmes, defence consultations and joint exercises. The membership of some countries of the region in NATO, in particular Montenegro, North Macedonia and Albania, gives additional importance to this direction, which forms additional coordination mechanisms between the EU and the North Atlantic Alliance structures.

For Ukraine, the security dimension of cooperation with the European Union is of particular importance in the context of full-scale military aggression by the Russian Federation. Within the framework of cooperation with the EU, several mechanisms for security cooperation have been formed, among which the activities of the EU Advisory Mission to Ukraine (EUAM Ukraine), the functioning of joint coordination structures in the field of defense, as well as the provision of military support through the European Peace Fund occupy an important place. At the same time, security integration is considered by the European Union as a component of the general enlargement policy, since the reform of the security and defense sector, countering hybrid threats, ensuring cybersecurity and adapting to European standards of defense management acquire the status of mandatory conditions for the integration process. In this regard, the experience of the Western Balkan states demonstrates that the level of security integration directly affects the dynamics of the negotiation process and the general perception of the state's readiness for membership in the European Union. A summary of the institutional, financial and security mechanisms of interaction between the Western Balkan states and the institutions of the European Union, as well as the features of their implementation within the framework of the European integration process, is presented in Table 1.

Table 1. Comparative characteristics of the mechanisms of interaction between the Western Balkan states and the institutions of the European Union

State	Institutional mechanisms of interaction	Civil society participation	EU assistance and security interaction	Main results and challenges
Serbia	Coordination Council under the Government, National Convention on the EU	NGO Consultative Platforms	IPA, Twinning/TAIEX; cooperation with the EU in the security sector	Visa liberalization, advancing negotiations; rule of law issues
Montenegro	JCC, Inter-agency Working Groups	Involvement of NGOs in Negotiating Structures	IPA, EU4ME; NATO member since 2017	Significant progress in reforms; issues of judicial independence
North Macedonia	National Convention on the EU, Government Coordination Bodies	Working Groups by Chapter of the Acquis	IPA, Reform and Growth Facility; NATO member since 2020	Settlement of the name dispute; stepping up reforms
Albania	Inter-agency Working Groups, National Integration Council	Partnership Platform for NGOs and Business	IPA; support for justice reforms; NATO member	Judicial reform, opening of negotiation chapters; corruption risks
Bosnia and Herzegovina	Council of Ministers, EU Association Bodies	Consultative Public Mechanisms	IPA; EUFOR Althea mission	Achieving candidate status; need to implement the 14 EU priorities
Kosovo	Political Dialogue with the EU, SAPC	Limited Involvement of NGOs	IPA, EULEX, KFOR	Promoting normalization dialogue; limited international recognition

Source: Compiled by the author.

Thus, based on the research conducted, the Western Balkan states have formed comprehensive institutional mechanisms for interaction with the European Union, which include negotiation structures, reform coordination mechanisms, civil society engagement tools, as well as financial and security cooperation systems. In addition, it has been determined that there are common problems related to ensuring the rule of law, the effectiveness of public administration and the effectiveness of the implementation of European integration reforms.

6. Conclusions

The analysis of the mechanisms of interaction of the Western Balkan states and Ukraine with the institutions of the European Union has shown the presence of common institutional approaches to the implementation of European integration policy, in particular the use of structured negotiation formats, multi-level coordination mechanisms, financial and technical support instruments and platforms for interaction with civil society. The experience of the Western Balkan states confirms the importance of synchronizing reforms with EU financial support mechanisms, strengthening the institutional participation of civil society, ensuring systemic coordination of the negotiation process and integrating the security component into European integration policy. At the same time, it has been established that the effectiveness of the implementation of the European integration course largely depends on the institutional capacity of the state, the stability of the political system and the consistency of the implementation of reform commitments. For Ukraine, the adaptation of the relevant mechanisms taking into account the conditions of martial law, the need to reform the security and defense sector, as well as ensuring the stability of the public administration system in the face of external security threats is of particular importance.

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