

# AN ASSESSMENT OF EURO-MEDITERRANEAN POLICIES

## PRIORITY ON POLICY AREAS

### Main findings

- Priorities of the EU's policies in the near future: one third of the responses point out that political and democratic reforms must be the first priority, followed at a considerable distance by the creation of employment opportunities.
- Two outstanding elements of the Euromed agenda – the implementation of the EMFTA (Euro-Mediterranean Free Trade Agreement) and the management of migration and mobility of people – enter the top 5 priorities.
- It is noted that the impact and visibility of EU actions in the region during 2013 are still far from improving.
- The comparison between the 2012 and 2013 responses emphasises the greater relevance of impact above visibility.

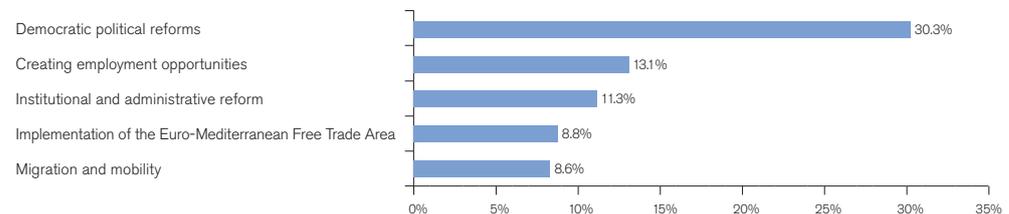
The third block of the Survey aims to monitor and identify the assessment of the regional policies and programmes developed during 2013; that is, questions related to the Euro-Mediterranean integration process in a year when the ENP is being re-approached and the UfM is tentatively beginning to develop its programmes.

Question D.1 in this block on assessing Euro-Mediterranean policies enables us to approach those areas of action in which the EU should prioritise its policies in the short term.

**One third of respondents indicate that political and democratic reforms should constitute the first priority of the EU's policies.**

Out of the eleven options suggested, one third of the responses points out that political and democratic reforms must be the first priority, followed at a notable distance by the creation of employment opportunities (13% of responses) and in third place institutional and administrative reforms (11%). Below 10% we find two outstanding elements of the Euromed agenda in this top 5: the implementation of the EMFTA (Euro-Mediterranean Free Trade Agreement) and the management of migration and mobility of people.

**Graph 30: EU's policies in the near future for the region: selecting policy areas according to its priority (5 areas considered to be 1st priority)**



Source: Compiled by the IEMed based on the results of the 5th Euromed Survey

Comparing the responses between participants from each shore of the Mediterranean we find minimum differences between the political priorities. There is a similarity between the first 5 priorities. A notable aspect is that the MPCs assess the need to implement political and democratic reforms slightly more positively (6% more than the EU-28 countries). The trend is the opposite in reference to the creation of employment opportunities, in which responses from the EU have a clearer trend to label it as a priority. Finally, this trend of European countries giving more priority to the field of migration and mobility is repeated (see Block 3, Annex IV).

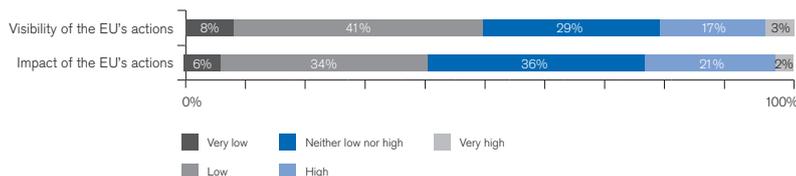
**Europeans give more importance to the creation of employment opportunities and the issues of migration and mobility than respondents from the Mediterranean Partner Countries.**

### Impact and visibility of EU action in the Mediterranean

The assessment of the actions carried out by the EU takes centre stage in question D.2, which has a precedent in last year's Survey. We note that, in relation to the actions carried out during 2013, both indicators are still far from improving. While 20% of respondents consider the visibility of the EU action in the Southern Mediterranean as high or very high, 23% indicates that its impact is high or very high.

The need to improve is clearer if we read the results based on the low or very low assessment of both visibility and impact. In this case, almost 50% of responses show this low degree of visibility, while with reference to impact responses amount to 40%.

**Graph 31: Assessing the impact of the EU's actions in Mediterranean Partner Countries in 2013**



Source: Compiled by the IEMed based on the results of the 5th Euromed Survey

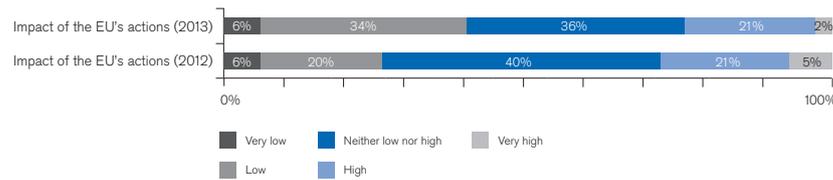
Results according to regional field show a greater trend to assess the visibility and impact from the EU itself as low or very low. Moreover, it is notable that the difference between the neutral assessment (neither low nor high) is considerably higher for responses from Southern Mediterranean countries.

**Most respondents consider the impact and visibility of the EU's actions in the region as low or very low.**

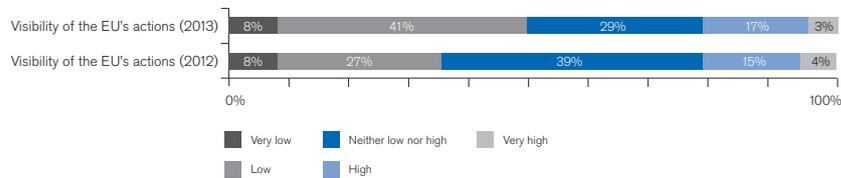
The comparison between the responses for the years 2012 and 2013 indicates the greatest relevance of impact before visibility. Moreover, it indicates a trend to assess both indicators more negatively. This must be taken as indicative data given that the assessment typology was different in the 2012 and 2013 surveys and we have produced a scale enabling us to compare them. It should be noted that the main change between 2012 and 2013 lies not so much in the positive assessment, which varies little, but in the fact that there is a change from one year to the other, from the neutral to negative assessment (see graph 31).

**In comparison with the 2012 Survey responses, more respondents negatively assess the impact and visibility of the EU's actions.**

**Graph 32: Assessing the visibility of the EU's actions in Mediterranean Partner Countries (comparing 2012 and 2013 results)**



**Assessing the visibility of the EU's actions in Mediterranean Partner Countries (comparing 2012 and 2013 results)**



Source: Compiled by the IEMed based on the results of the 5th Euromed Survey

Cette évaluation reste une moyenne discutable, les pays du sud de la Méditerranée ne constituent pas une même entité d'opinion d'une part et sont soumis à des enjeux différents. Ceci étant, l'importance des actions de l'EU est en fonction de deux critères : efficacité et crédibilité. La visibilité restera subordonnée à celle des institutions européennes.

Algerian respondent

The EU has its attention diverted to its internal situation: the Mediterranean region has lost its rank as "top priority". Events in African Sub-Saharan countries and even in Ukraine have mobilized EU energy and resources. The EU suffers from lack of visibility as such. None of the UfM big projects has materialized: they were supposed to be visible and integrative.

Belgian respondent

Il est surprenant de constater qu'en dépit de l'engagement financier important (en terme absolu) de l'EU dans la région, l'impact ne soit pas aussi visible. Cela est probablement dû à la multiplicité de petits projets (physiques) dilués dans le paquet global des projets financés par d'autres organisations internationales. La visibilité de l'EU dans la région ne sera à mon sens plus efficiente que si elle se focalise d'abord sur les pays qui sont les plus engagés stratégiquement avec elle et que son action se concentre sur les appuis budgétaires aux réformes sectorielles dont les impacts positifs en termes politique, démocratique, économique et sociale sont les plus probants.

Moroccan respondent

Impact is highly related to the type of action that the EU has undertaken. In the area of policy support and administrative sectors reform, EU programs are more effective and may in the long term be more visible as they will facilitate the integration of the neighbourhood countries with the EU based on harmonized policies and standards interpretations.

Jordanian respondent

## Assessing the ENP measures in the Southern Mediterranean countries

### Main findings

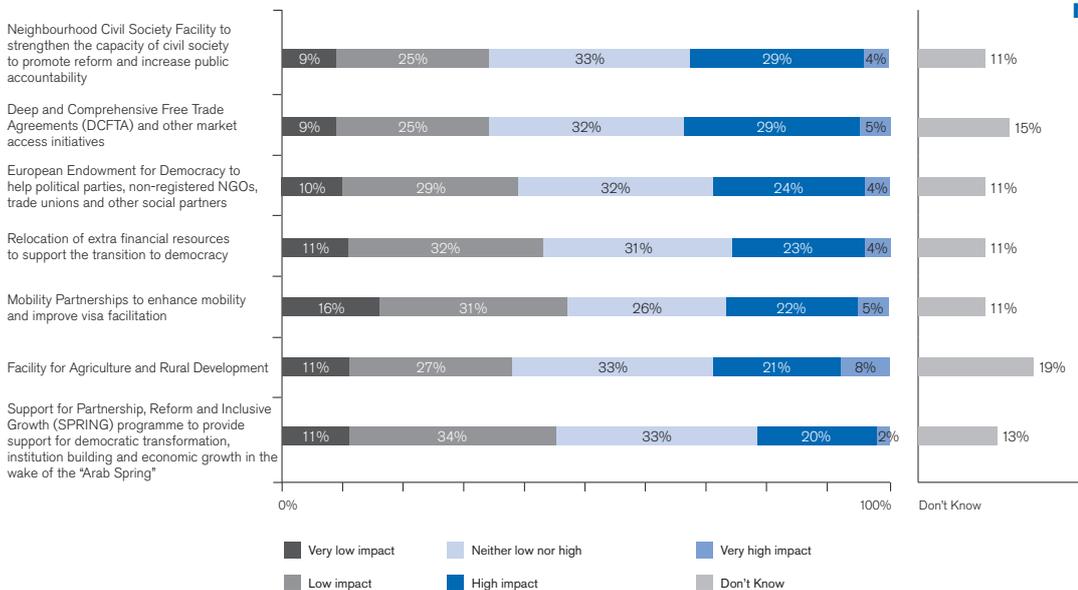
- ENP measures: two stand out above the rest as they have a balanced assessment of their impact between positive, negative and neutral responses: Neighbourhood Civil Society Facility and Deep and Comprehensive Free Trade Agreements.
- The assessments of initiatives related to the support of democratic transitions tend to highlight the low or very low impact (around 40-45% of the responses).
- The regional analysis of the responses to this question provides few differences with respect to the sample average, but responses from the Maghreb and the Mashreq are more critical, with a slightly higher percentage of negative responses than the remaining Euro-Mediterranean regions.

Responses received for question D.3 enable us to have a detailed approach to the main programmes developed within the field of the European Neighbourhood Policy (ENP) for the Mediterranean. It is notable that around 10% of respondents recognise that they do not have enough information to answer this question. This option amounts to 20% when assessing the Facility for Agricultural and Rural Development and 15% in the case of the Deep and Comprehensive Free Trade Agreements (DCFTA).

Two policies stand out above the others as they receive a balanced assessment of their impact between positive, negative and neutral responses (see graph 33): the Neighbourhood Civil Society Facility and the DCFTA. It should be noted that in the previous Euromed Survey, these two elements related to the ENP were considered to be of highest priority within the set of projects linked to the Partnership for Democracy and Shared Prosperity with the Southern Mediterranean (see graph 34).

**Among the ENP measures, only the Neighbourhood Civil Society Facility and the DCFTA receive a balanced assessment of their impact between positive, negative and neutral responses.**

**Graph 33: Assessing the the impact of the following measures of the European Neighbourhood Policy (ENP) on the Southern Mediterranean countries**



Source: Compiled by the IEMed based on the results of the 5th Euromed Survey

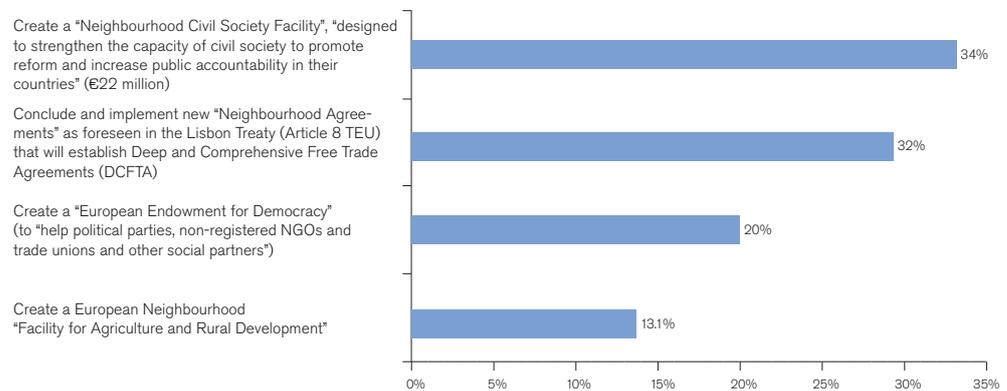
Pour assurer une meilleure visibilité et efficacité de tous ces programmes, il est nécessaire de suivre leur réalisation sur le terrain en partenariat avec la société civile.

Hungarian respondent

These measures presupposed a higher absorption capacity in the southern partners than they in fact had. Therefore their efficiency rate proved to be low. More consideration has to be given to the realities than to wishful concepts.

Hungarian respondent

**Graph 34: Classification of priorities identified in the Communications of the European Commission and the High Representative on: “A Partnership for Democracy and Shared Prosperity with the Southern Mediterranean”** (answers as first priority in %)



Source: Compiled by the IEMed based on the results of the 5th Euromed Survey

**Initiatives related to the support for democratic transitions, such as SPRING programme, EED and relocation of extra financial resources, are assessed as having low or very low impact.**

It is notable that the assessment of the initiatives related to the support for democratic transitions tends towards highlighting their low or very low impact (around 40-45% of responses), such as the SPRING Programme, the European Endowment for Democracy and the relocation of extra financial resources to support the transition to democracy. It is also important to emphasise the degree of ignorance of these programmes (between 11% and 13%) among the experts and actors who have answered the questionnaire. This is also the case of Mobility Partnerships (47% of low/very low impact) where 16% of the responses consider that their impact is very low.

Very important initiatives such as the European Endowment for Democracy and the Neighbourhood Civil Society Facility have not worked long enough to assess impact. Mobility partnerships programme is crucial but has not been really implemented.

German respondent

The impact of the Spring Programme, the support of transition, the strengthening of civil society and political parties is globally positive. But the resources devoted to these programmes are limited and the follow up leaves much to be desired. More auditing and evaluation should be done to improve the efficiency of EU actions and to better select the beneficiaries.

Belgian respondent

The regional analysis of the responses to this question follows the same line as other questions in the questionnaire as there are few differences with respect to the sample average. Responses from the Maghreb and Mashreq are more critical, in the sense that the percentage of negative responses is slightly higher than the remaining Euro-Mediterranean region (for detailed results, see Annex IV).

**Respondents from Maghreb and Mashreq assess the ENP measures more critically than the Europeans.**

L'impact est en général est faible et c'est à cause de manque de cohérence dans la vision globale et aussi à cause du manque de coordination entre les différents programmes. Il y a également une difficulté majeure dans les procédures de partenariat avec l'EU. Très peu de communication, en dehors des officiels, avec la représentation diplomatique de l'EU.

Moroccan respondent

Les régimes en place filtrent les actions de l'EU. Ils encouragent celles qui les avantagent et découragent celles qui les désavantagent au profit de l'opposition.

Algerian respondent

A l'image du Processus de Barcelone qui a échoué, la Politique Européenne de Voisinage reste une approche plus politique qu'économique et culturelle... Aujourd'hui, le nord est préoccupé par l'instabilité de ses voisins du sud et l'insécurité menaçante qui tente de s'y installer.

Tunisian respondent

## Assessing the Union for the Mediterranean projects

### Main findings

- The UfM projects considered to be of greatest priority focus on the fields of Environment and Water and Energy as they have the highest assessment percentage.
- Responses received from the north and from the south follow similar patterns. However, there are interesting nuances to point out.
- Responses from the MPCs attach greater priority to projects in which human capital, strategic infrastructure planning or town planning are the main issues.
- It is quite the contrary if the projects have a more technical component or promote the labour market or the role of women, to which responses from the EU-28 attach the greatest priority.
- For some of them, the degree of ignorance is notable and in some cases it exceeds 30% of responses received.

The overall classification of the 15 UfM projects enables us to assert two elements. Firstly, the issues considered to be of greatest priority focus on the fields of Environment and Water and Energy, which make up the first three programmes with the highest assessment percentage (high priority).

**Among the UfM projects, those related to Environment, Water and Energy are considered to be of greatest priority.**

Secondly, responses received from the north and from the south follow similar patterns. However, there are interesting nuances to point out. For instance, in projects where human capital (Euromed University in Fes, education in food security, Euromed masters), infrastructure strategic planning or town planning (trans-Maghreb motorways, urban strategic planning) are the main issues, responses from the MPCs attach greater priority to them compared with the EU-28 responses. It is quite the contrary if the projects have a more technical component (Governance and Financing of Water Sector), promote the labour market (Mediterranean initiative for jobs) or promote the role of women (Empowerment of women, Young women as job creators), which responses from the EU-28 see as the greatest priority.

Priorities should be given to projects that will be more inclusive, comprehensive and cover greater regions so that more people will be involved and benefit from the outcome. If projects are regional (geometry variable) but the outcome could be beneficial to the whole region, then similar/same projects should be extended, introduced and implemented in the other regions. Small but immediate successful result-oriented projects should be encouraged in order to create an atmosphere of success for the UfM and the confidence that will be reflected within the partnership.

Turkish respondent

Il faut privilégier les actions en faveur de l'humain car le sud connaît un déficit énorme en capital humain et social. Egalement la question énergétique et celle de l'eau sont au centre de la problématique du développement de la région.

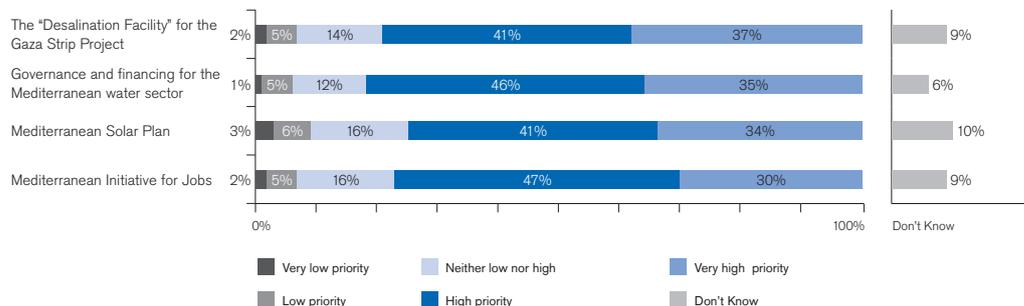
Moroccan respondent

Many of the Union for the Mediterranean's projects only make sense when paired with the necessary political underpinning (e.g. creating conditions for trade, student exchange, employment, research, etc., by genuine visa facilitation, lowering protectionist barriers, etc.). Like its predecessors, the UfM cannot pretend to function as a technical project hub disconnected from Member States' policy-making.

German respondent

The details of the results enable us to distinguish four groups according to the degree of priority given to the UfM programmes. The first group is characterised by a high percentage of “very high priority” responses, considerably above 30%, and which, adding together assessments as “high priority”, exceed 75% of responses (see graph 35). These are the aforementioned programmes on water management, the solar plan, the Euromed initiative for jobs and business development programme.

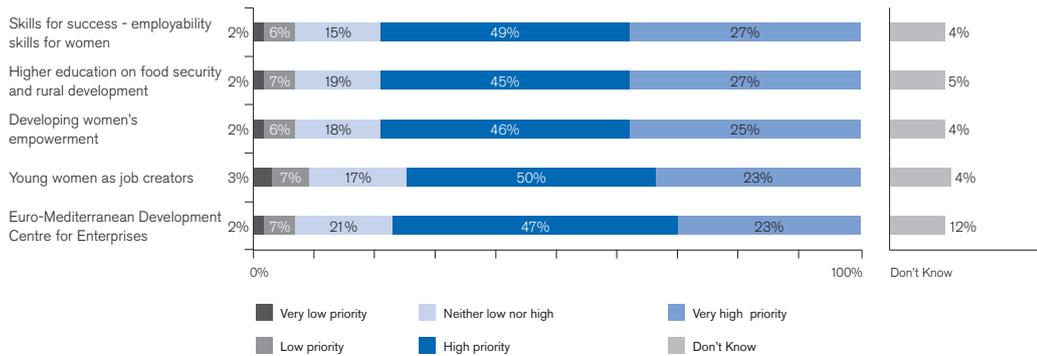
**Graph 35: Degree of priority attributed to the following projects of the Union for the Mediterranean**  
(ordered by % of “Very high priority” answers)



Source: Compiled by the IEMed based on the results of the 5th Euromed Survey

The second group is formed by the “very high priority” assessments, which amount to around 25%, and, together with the “high priority” responses, do not exceed 75% as in the first group. In other words, they are considered to have a very high priority but not with the intensity of the previous programmes. In this group we find all the programmes related to social and civic affairs, one for higher education and research, on food safety and rural development, and the remaining business development programme.

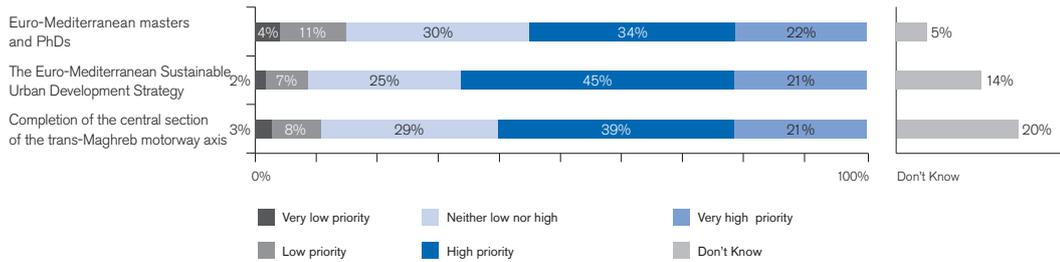
**Graph 36: Degree of priority attributed to the following projects of the Union for the Mediterranean** (ordered by % of "Very high priority" answers)



Source: Compiled by the IEMed based on the results of the 5th Euromed Survey

The third group continues to have a high assessment in terms of priority but no longer has the intensity of the previous groups. Adding together both options (high and very high priority) they amount to between 50% and 60% of the responses and in some cases the level of ignorance of the programme is significant (see graph 37). In this group there are two transport and urban development programmes and one on higher education and research.

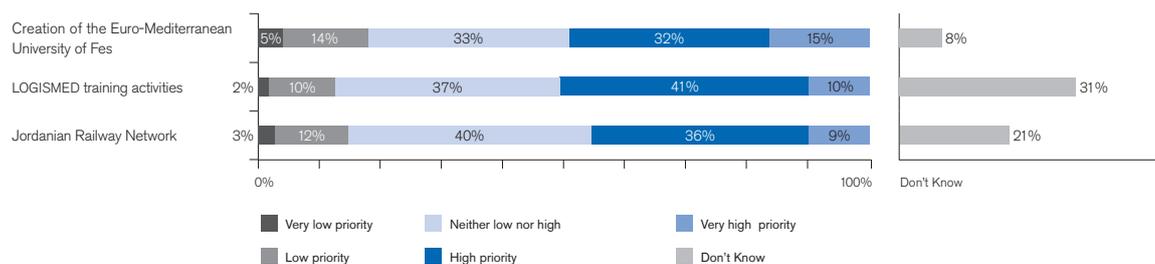
**Graph 37: Degree of priority attributed to the following projects of the Union for the Mediterranean** (ordered by % of "Very high priority" answers)



Source: Compiled by the IEMed based on the results of the 5th Euromed Survey

The fourth group comprises the UfM programmes for which not only does the level of high priority decrease considerably but also the percentages of low/very low priority exceed the previous ones in many cases. We can also see that for some of them degree of ignorance is notable, and in some cases it exceeds 30% of the responses received, such as in the training on LOGISMED. It should be noted, however, that the views do not range from priority to non priority but that the percentage of responses that grows the most is the neutral option "neither low nor high".

**Graph 38: Degree of priority attributed to the following projects of the Union for the Mediterranean** (ordered by % of "Very high priority" answers)



Source: Compiled by the IEMed based on the results of the 5th Euromed Survey