

# ENP METHODOLOGY

This block includes questions on instruments and criteria of cooperation as well questions on the areas of focus. Questions on instruments are designed to evaluate the relevance of the existing ENP toolbox, and questions on criteria refer to the central issue of how to deal with countries that are not committed to domestic reform. As for the proposed areas of focus, the questions evaluate the ENP scope and follow those areas identified by the Joint Consultation Paper issued by the European Commission. A special focus is on areas of security, migration and governance where specific questions allow a closer look at and detailed assessment of its respective priority issues.

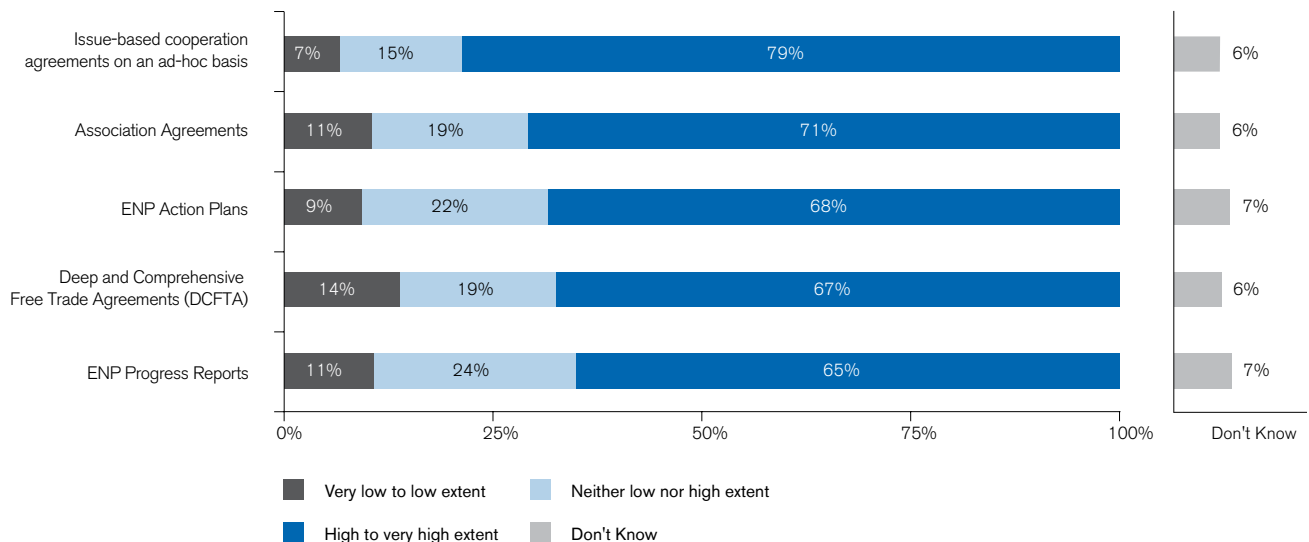
## INSTRUMENTS AND CRITERIA OF COOPERATION

### Main findings

- In general, there seems to be no massive discontent with current instruments of the ENP. However, support for the current ENP toolbox is somewhat less strong among non-Mediterranean EU respondents.
- The great majority of respondents have indicated that issue-based cooperation agreements on an ad-hoc basis should be privileged.
- In terms of criteria of cooperation, results show a preference to engage rather than to exclude countries that are not committed to domestic reform.

Question 14 was designed to gather the views from the respondents on the formats, instruments and criteria of cooperation with partner countries that should be privileged. Existing instruments such as Association Agreements, ENP Action Plans, ENP progress reports and DCFTAs were positively evaluated by the majority of respondents at rates ranging around 70%.

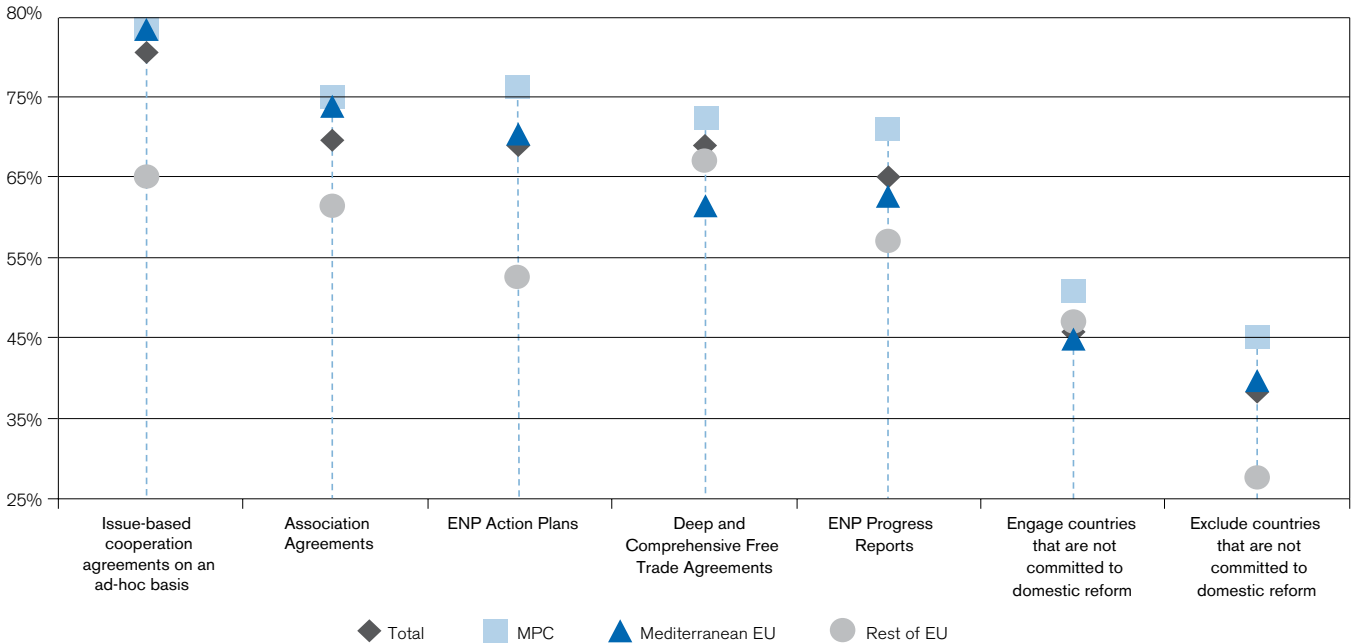
**Graph 17: In developing formats, instruments and criteria of cooperation with partner countries, to what extent should the following be prioritised?**



Source: Compiled by the IEMed based on the results of the 6th Euromed Survey/Question 14

However, it appears that respondents from non-Mediterranean EU countries are consistently more lukewarm towards these tools than other geographic categories, although the results do not show any massive discontent from this category (see graph 18).

**Graph 18: In developing formats, instruments and criteria of cooperation with partner countries, to what extent should the following be privileged? (the graph below displays the % answers considering high or very high extent)**



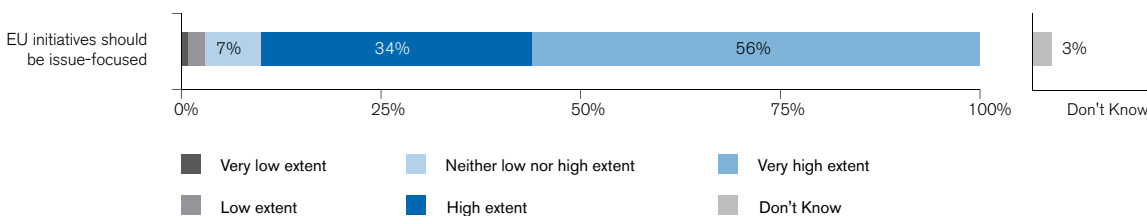
Source: Compiled by the IEMed based on the results of the 6th Euromed Survey/ Question 14

Notwithstanding the relative support for existing tools, results also point to the need to renew the toolbox as the most selected category is the “issue-based cooperation agreements on an ad-hoc basis” (79%). This view is reflected in other parts of the Survey, i.e. Q.12.4 (see graph 19) and in open answers to questions 4 and 5 and above all to number 6, where many respondents refer to the need for a more differentiated and ad-hoc approach:

The European Neighbourhood Policy can focus on a concrete collaboration with the southern countries by sharing together the good (national and regional) practices on the common challenges and issues and on the basis that each stakeholder and/or country can provide positivity on Mediterranean developments.

Portuguese respondent

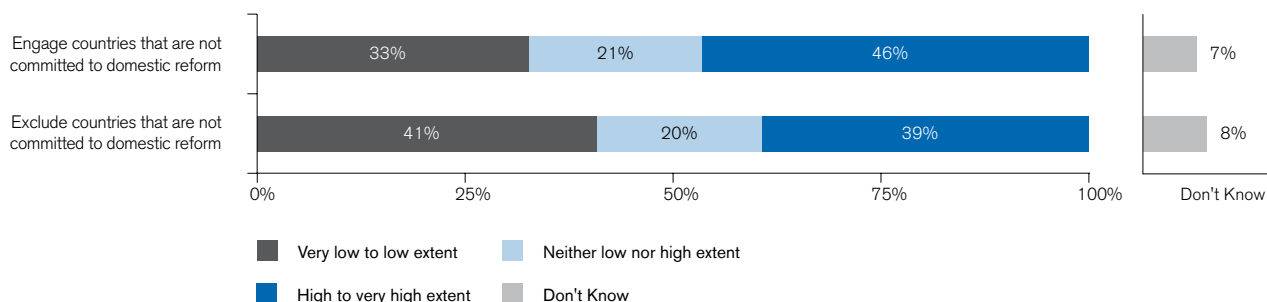
**Graph 19: To what extent do you agree with the following proposal to redefine the neighbourhood?**



Source: Compiled by the IEMed based on the results of the 6th Euromed Survey/Question 12

Question 14 not only addresses the relevance of the toolbox but also tackles the fundamental issue of how to deal with countries that are not committed to domestic reform. A relative majority of respondents (46%) is of the opinion that these countries should be engaged.

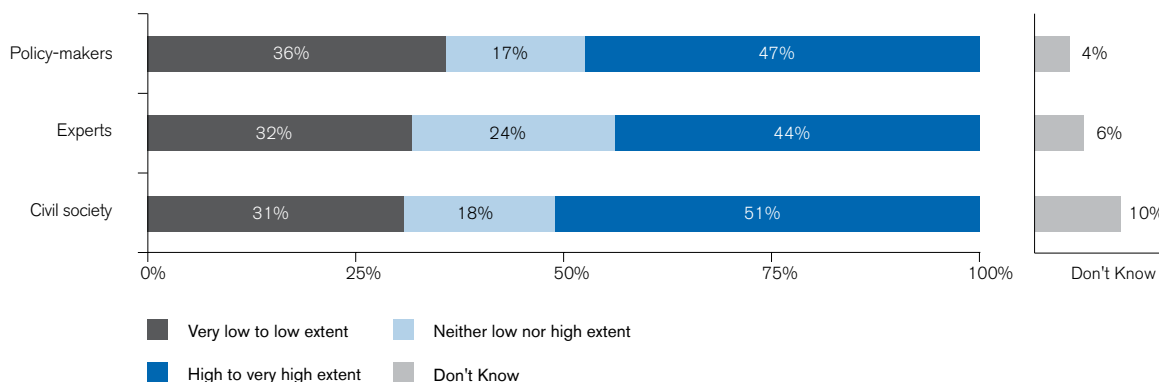
**Graph 20: In developing formats, instruments and criteria of cooperation with partner countries, to what extent should the following be prioritised?**



Source: Compiled by the IEMed based on the results of the 6th Euromed Survey/Question 14

It is remarkable that the idea of excluding countries that are not committed to domestic reform has most traction among Mediterranean Partner Countries, while this option is widely rejected among respondents from non-Mediterranean EU countries. Looking to the results clustering respondents based on their institutional affiliation, those from civil society are the most confident about the idea of engaging countries not committed to domestic reform (51%).

**Graph 21: In developing formats, instruments and criteria of cooperation with partner countries, to what extent should the engagement of countries that are not committed to domestic reform be privileged?**



Source: Compiled by the IEMed based on the results of the 6th Euromed Survey/Question 14

In its second part, question 14 also asks respondents to list any further proposal for cooperation formats, instruments or criteria. Here is a sample of some of the proposals that came up in the open answers:

Cooperation will drive reform even in the worst situations. Once there is an agreed vision of the future, this will include deep reforms that are part of each country's own commitments. Not imposed by the EU. No "conditionalities". Make countries work for themselves.

Egyptian respondent

Un suivi par la société civile et les institutions élues des actions menées dans le cadre de la PEV doit être prévu. Doit être prévu également, selon une périodicité adéquate et dans un cadre de transparence, le suivi de tous les programmes contenus dans la PEV, y compris bien évidemment du déblocage et de l'usage effectif des financements qui leur sont alloués.

Moroccan respondent

Une charte de la coopération traduisible en grille d'analyse avec pour chaque accord / instrument un contrôle de conformité aux 1. grandes orientations stratégiques européennes et 2. à ses valeurs. Ceci pourrait induire plus de souplesse, pragmatisme tout en restant cohérent.

French respondent

Modular formats should be used, depending on the nature of the relationship. With some it will be just diplomacy and political dialogue, with others a full spectrum of tools can be used. But the logic of engagement needs to be more flexible and cannot be defined a priori by a policy framework which reflects bureaucratic needs rather than concrete challenges.

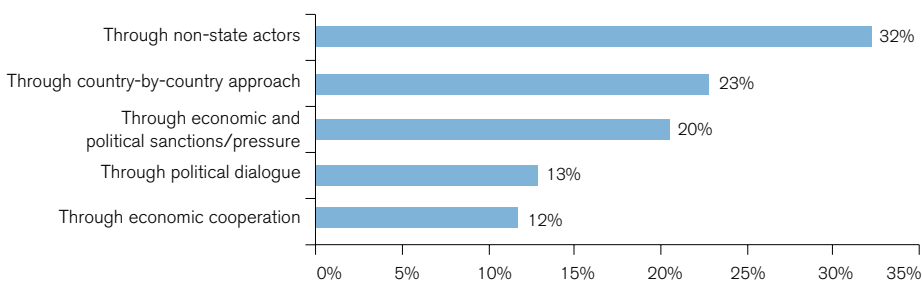
British respondent

Regarding domestic reform, there is a need for the partnership to push forward such reforms and to take action and impose penalties if such reforms are not introduced. A tougher stance towards such reforms should be agreed upon and implemented.

Lebanese respondent

Question 15 was an open-ended question designed to determine how the EU should engage with those countries not committed to domestic reform. The open-ended question was directed to the respondents that indicated in question 14 that the countries not committed to domestic reforms should be engaged. Four main categories of answers can be identified from the answers received (see graph 22). 35% of them mentioned the need to involve non-state actors. 28% stressed that the engagement could be done on a country-by-country basis, which backs up the need for further differentiation mentioned in previous blocks (see block 2 and 3). 24% plea for some political and/or economic pressure or even sanctions on these countries. The idea of conditionality will be further explored through other questions. Last, the answers of 13% of the respondents converge towards the idea that further economic cooperation is the way ahead to engage these countries, in view of a long-term scenario of reform.

**Graph 22: How should the EU engage with those countries not committed to domestic reform?**



Source: Compiled by the IEMed based on the results of the 6th Euromed Survey/Question 15

Tout en privilégiant le principe de la différenciation et le recours à une approche du *less for less*, l'UE devrait contribuer au soutien au sein de ses pays des acteurs qui peuvent constituer des vecteurs de changement.

Moroccan respondent

Grassroots level. The countries, i.e. governing bodies, may not be committed but this does not exclude a need. If needs on the societal level are indicating needs for change, these changes should come from those communities, so work on grassroots level to empower communities to affect the changes they wish to see.

Palestinian respondent

Distant and critical political dialogue. Economic and social cooperation on a smaller level than with other states. Increase support for non-state actors. No direct state budget financing, only concrete project-related funding.

German respondent

The ENP cannot leave them out... It should engage with their civil societies, ensure mobility schemes with those wanting to study in the EU, direct contacts with business.

Greek respondent

### Through a country-by-country approach:

The question concerns the fields countries are willing to reform. The fields should be identified for each country and analysed in its context.

Egyptian respondent

Trying to identify areas that are in the country's interest and likely to lead to trickle down domestic reform (judicial programmes for better contracts, which can have an impact on governance, etc.).

Luxembourger respondent

Seek to cooperate in those areas in which they are interested on the basis of ad-hoc agreements so long as this is feasible and does not harm the EU's interests.

Maltese respondent

### Through economic and political sanctions/pressure:

Diplomacy and political dialogue. The diplomatic message on so-called values needs to be very clear, but should not prevent a discussion on the political and security issues. Aid should not be offered to countries which do not respect basic rights.

British respondent

It is difficult to help a country where there is no political will. The EU should be coherent and, although it is important to maintain a political dialogue, EU money and assistance should not be wasted in those countries unwilling to change.

Lebanese respondent

Keep channels open but do not enter trade agreements or security dialogue that does not include governance issues. Use financial clout and speak with one voice. Prioritise results over rhetoric, i.e. hands-on projects to educate civil servants, judges and police over joint statements on human rights.

Swedish respondent

### Through political dialogue:

Le dialogue doit être noué de manière souple et générant des opportunités au lieu des contraintes. Cela encouragera ces pays à trouver dans les réformes une opportunité et non pas une source supplémentaire de pression.

Moroccan respondent

Diplomacy instead of impositions. To abandon the idea that domestic reforms are the only objective that the EU can pursue in the relations with these countries.

Polish respondent

Un dialogue constructif ayant pour objectif de sensibiliser tous les pays sur la nécessité d'apporter des réformes intérieures et de préparer un climat favorable aux actions futures de l'UE avec ces pays et lier ces réformes aux actions futures de coopération mutuelle.

Tunisian respondent

### Through economic cooperation:

As it did with Arab authoritarian regimes: pushing for economic reforms (in a less neoliberal way though) to, in the long run, allow a middle class to emerge. Drawing lessons from the disastrous way it has been carried out with Arab regimes is the first step on this path.

French respondent

The EU should not abandon them altogether, as this might lead to even further worsening of the situation in those countries. The EU should offer incentives (e.g. trade incentives) to reform, at the same time strictly enforcing commitments undertaken on the part of those countries.

Polish respondent

Other ideas are expressed by some respondents, such as the option to engage these countries through regional initiatives.

Through regional initiatives, these countries might not listen to what the EU is preaching but might listen to their peers, especially with all the restructuring of governments that took place and are still taking place in the region.

Lebanese respondent

## PROPOSED AREAS OF FOCUS

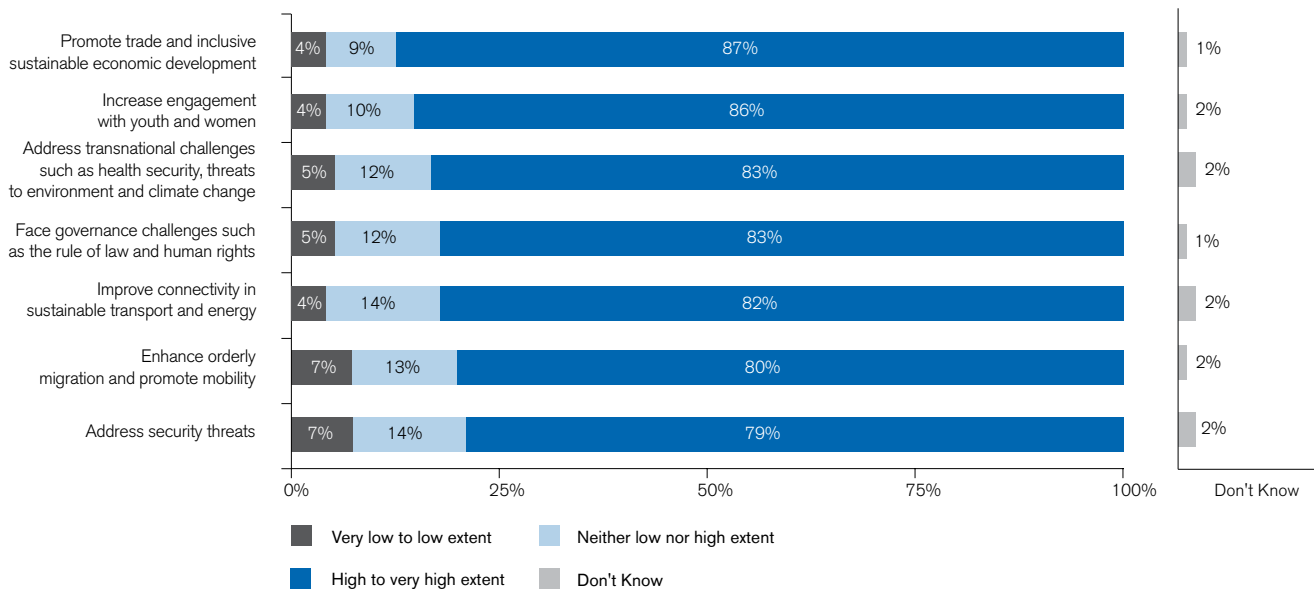
The analysis of the responses related to areas of focus is developed following three types of categories of respondents. This specific analysis of the answers allows us to have a better approach to the categories identified in the Joint Consultation Paper. Therefore, in this description of the results, responses are classified by region, area of specialisation and institution of affiliation.<sup>1</sup>

### Main findings

- It is difficult to draw decisive conclusions from the responses as the respondents had difficulties to prioritise areas of focus and indicated that the ENP had to address a number of areas.
- However, “promoting trade and inclusive economic development” and “increasing engagement with youth and women” were most popular among respondents.
- “Increase engagement towards youth and women” is preeminent for some Mashreq countries, while in the Maghreb “governance and security” are considered more important.
- Policy-makers give more priority to security while civil society and expert respondents would prioritise engagement towards youth and women.
- In terms of security, the main focus should be on prevention of radicalisation and the fight against terrorism.
- Tackling structural causes of migration in the country of origin is identified as the main challenge when it comes to cooperation on migration and mobility.

In the Joint Consultation Paper (JCP) issued by the European Commission and the EU High Representative for Foreign Affairs in March 2015, it is mentioned that ongoing cooperation with ENP partners is very broad and that there may be a need to further streamline this cooperation and define priority areas of focus. However, this exercise proves difficult as illustrated by the Euromed Survey, which used the categories identified in the JCP. With slight differences, all these categories were considered as priorities by the respondents.

**Graph 23: To what extent do you think should the following areas be prioritised in the new ENP framework?**

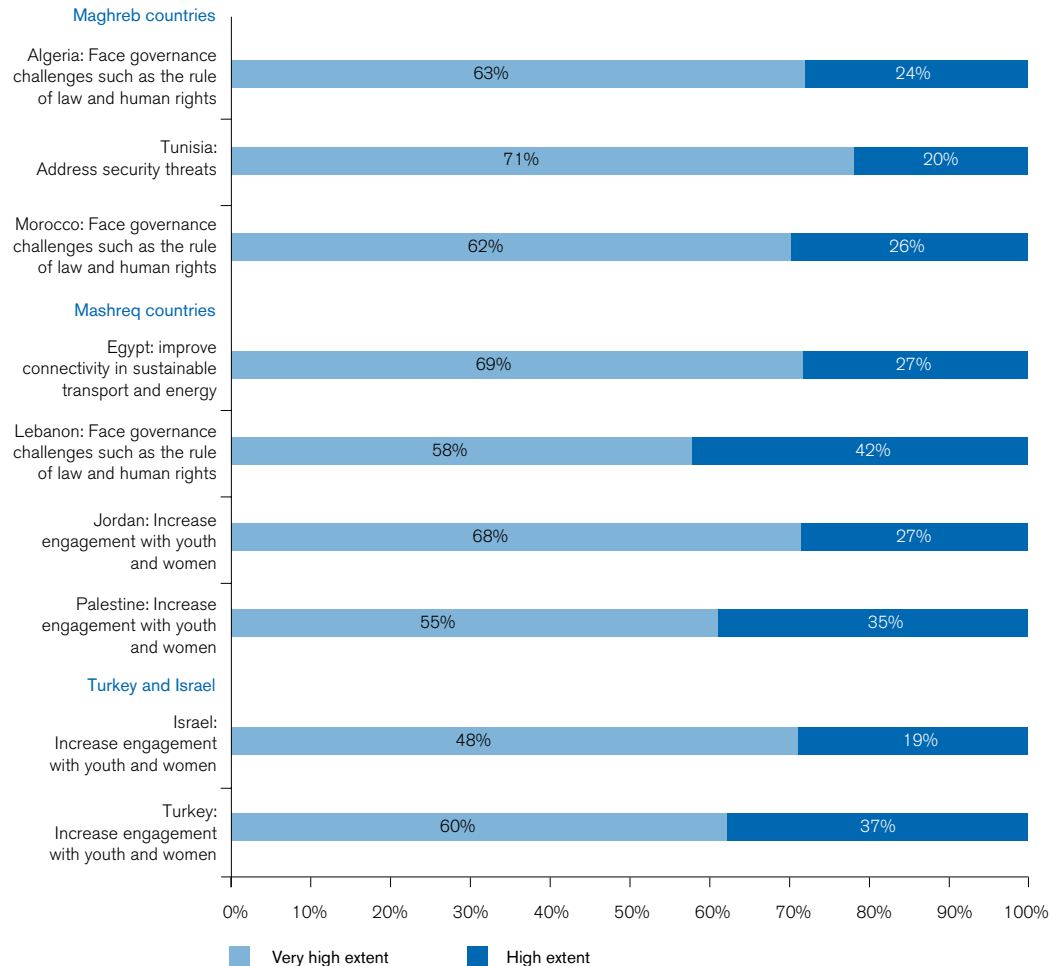


Source: Compiled by the IEMed based on the results of the 6th Euromed Survey/Question 19

1. By country region: Maghreb, Mashreq, Mediterranean EU countries and rest of the EU. By areas of specialisation: Political Cooperation and Security; Economic and Financial Cooperation; Social, Cultural and Human Exchanges; and, finally, Migration and Justice Affairs. By institution of affiliation: Policy-makers, Experts and Civil society

However, behind these general trends, there are some useful hints about preferences by geographic origin. For instance, increasing engagement towards youths and women is preminent for some Mashreq countries, while in the Maghreb governance and security are considered more important.

**Graph 24: To what extent do you think the following areas should be prioritised in the new ENP framework? Most relevant area by respondents of each partner country.** (the graph below shows the % answers considering high or very high extent)

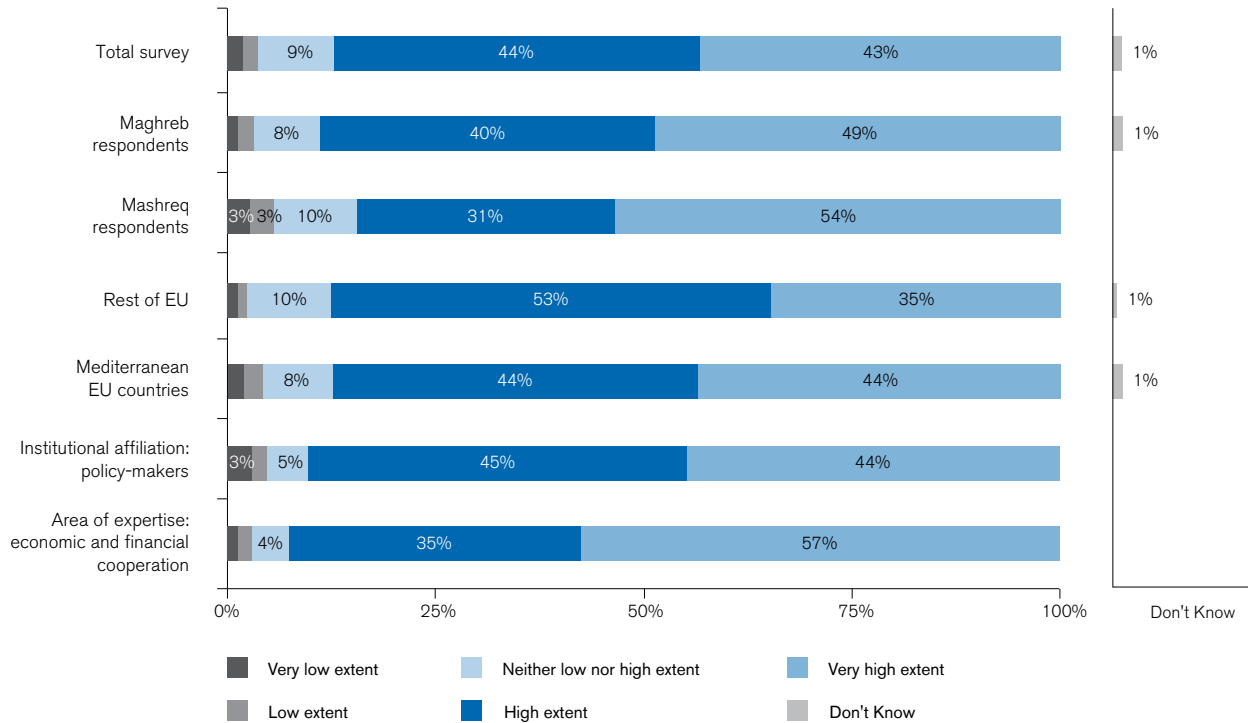


Source: Compiled by the IEMed based on the results of the 6th Euromed Survey/Question 19

In the overall results, 87% of respondents consider the option “promote trade and inclusive sustainable economic development” as a priority to a high or very high extent. The differences according to the origin of respondents are generally minimal and range between 89% for the Maghreb and 84% for the Mashreq. The most interesting differences are due to the intensity in the assessment; thus, 54% of respondents from the Mashreq or 49% from the Maghreb believe that this should be prioritised to a “very high extent” while most non-Mediterranean EU respondents consider it a priority to a “high” extent (53%). By area of specialisation, respondents from the economic world consider this option a very high priority (above 92%) (see graph 25).



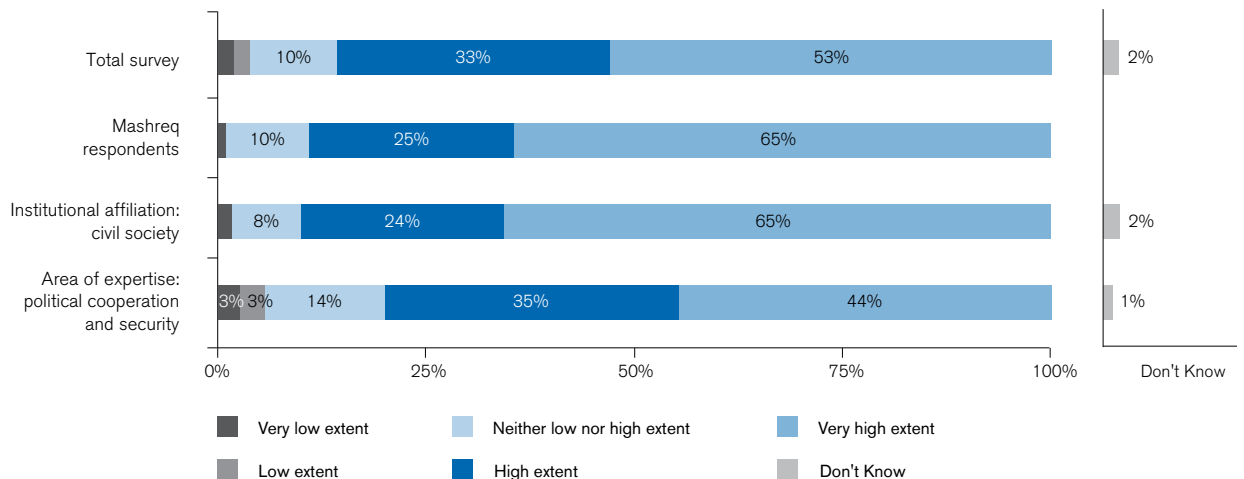
**Graph 25: To what extent do you think that “Promote trade and inclusive sustainable economic development” should be prioritised in the new ENP framework? (% of answers by category of respondent: geographical, institutional affiliation, area of expertise)**



Source: Compiled by the IEMed based on the results of the 6th Euromed Survey/Question 19

The second priority “increase engagement with youth and women” has 86% of “high and very high extent” responses (see graph 26). Focusing on “very high extent” answers, the highest percentages are to be found in respondents from Mashreq (65%) and civil society (also a 65%). The lowest percentage 44%, is from respondents specialised in political cooperation and security (see also graph 26).

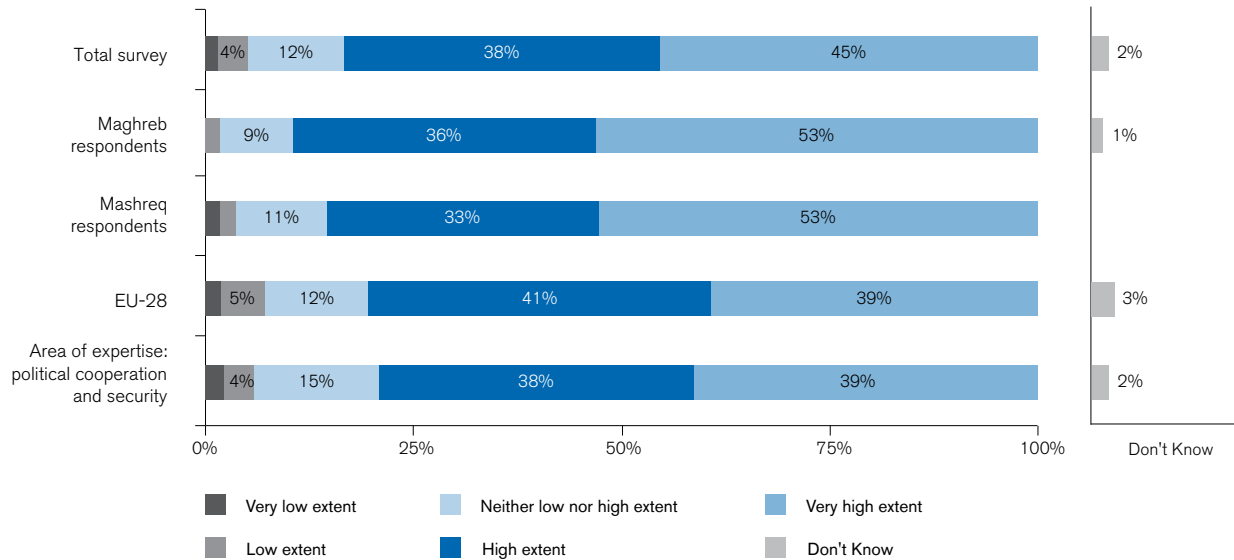
**Graph 26: To what extent do you think that “Increase engagement with youth and women” should be prioritised in the new ENP framework? (% of answers by category of respondent: geographical, institutional affiliation, area of expertise)**



Source: Compiled by the IEMed based on the results of the 6th Euromed Survey/Question 19

In third place, “address transnational challenges such as health security, threats to environment and climate change” is considered a high or very high priority (83%), although with notable differences between geographical groups with a clear distinction between North and South. Maghreb and Mashreq respondents see this option as more of a priority (88% and 85%, respectively) than those from the EU (80%). Moreover, by area of specialisation, respondents from the political and security fields again account for the lowest percentage of all groups (77%) (see graph 27).

**Graph 27: To what extent do you think that “Address transnational challenges such as health security, threats to environment and climate change” should be prioritised in the new ENP framework? (% of answers by category of respondent: geographical, institutional affiliation, area of expertise)**



Source: Compiled by the IEMed based on the results of the 6th Euromed Survey/Question 19

“Face governance challenges such as the rule of law and human rights” is ranked in fourth position, also with 83% of respondents who agree it should be prioritised to a “high or very high extent”. By regional groups, the assessments by Maghreb respondents stand out as they not only reach 87% but most of them (66% of respondents) answer “very high” (see graph 28). Civil society respondents have a slight tendency to assess this aspect more positively in comparison with the others, while experts in the field of migration and home affairs clearly agree to prioritise this option.

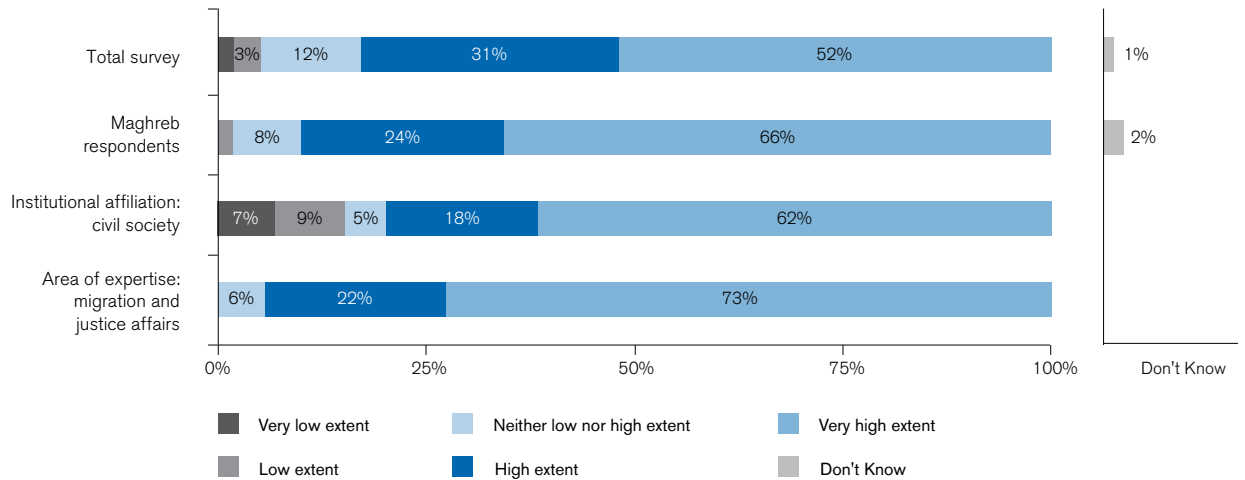
Governance, rule of law and human rights issues must also be approached very cautiously and realistically, so as to not dissuade state-governments from implementing reform. As opposed to the idealistic view of immediate universal human rights implementation, the EU should focus on the concept of gradual implementation of the very fundamental elements necessary to build states.

Turkish respondent

La lecture des thèmes proposés montre un parti pris claire à continuer à faire ce que la PEV fait sans se remettre en question. Le premier domaine à prioriser c'est la transparence et l'analyse de l'impact réel des actions. Actuellement, même quand elle finance des projets de droits humains, l'UE fait plus de mal que du bien en terme global.

Lebanese respondent

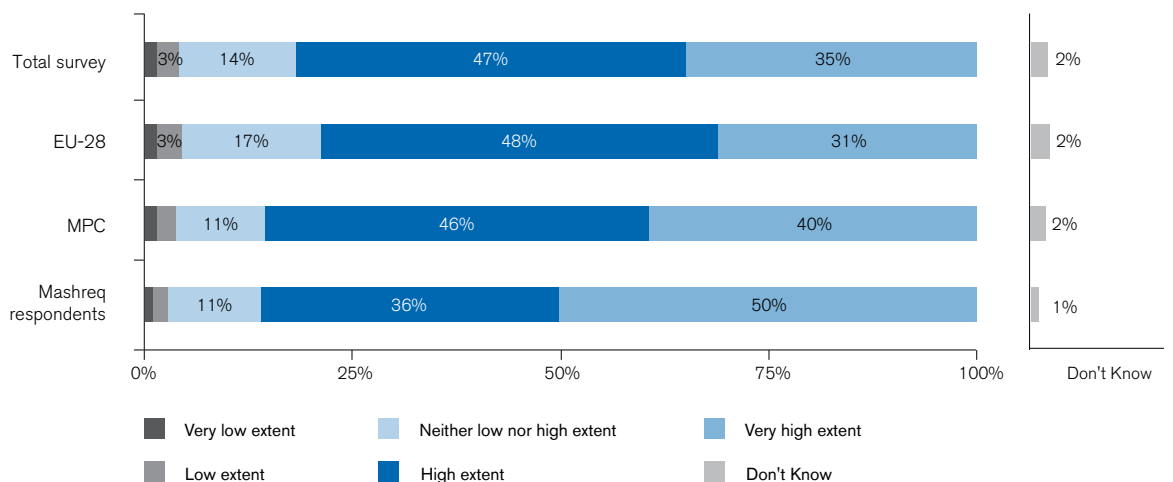
**Graph 28: To what extent do you think that “Face governance challenges such as the rule of law and human rights” should be prioritised in the new ENP framework? (% of answers by category of respondent: geographical, institutional affiliation, area of expertise)**



Source: Compiled by the IEMed based on the results of the 6th Euromed Survey/Question 19

The fifth aspect, “improve connectivity in sustainable transport and energy”, stands out as an important priority for partner countries respondents, particularly for those from Mashreq, who account for more than 50% of those answering “very high extent” (see graph 29). By area of specialisation, the group from the economic world considers this proposal a higher priority than the three other groups.

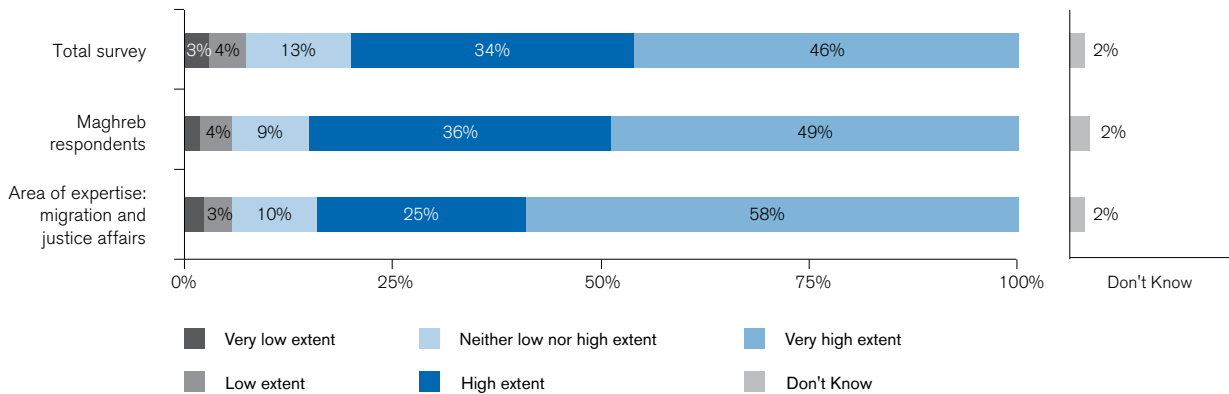
**Graph 29: To what extent do you think that “Improve connectivity in sustainable transport and energy” should be prioritised in the new ENP framework? (% of answers by category of respondent: geographical, institutional affiliation, area of expertise)**



Source: Compiled by the IEMed based on the results of the 6th Euromed Survey/Question 19

In the sixth place we find “enhance orderly migration and promote mobility”. Within its high assessment by respondents (80%), the differences between groups are minimal. It is only worth emphasising that Maghreb respondents consider it a slightly higher priority than the others (see graph 30). However, there are differences by area of specialisation, where respondents who are experts or specialists in migrations account for 58% of those who consider it a priority “to a very high extent”.

**Graph 30: To what extent do you think that “Enhance orderly migration and promote mobility” should be prioritised in the new ENP framework?** (% of answers by category of respondent: geographical, institutional affiliation, area of expertise)



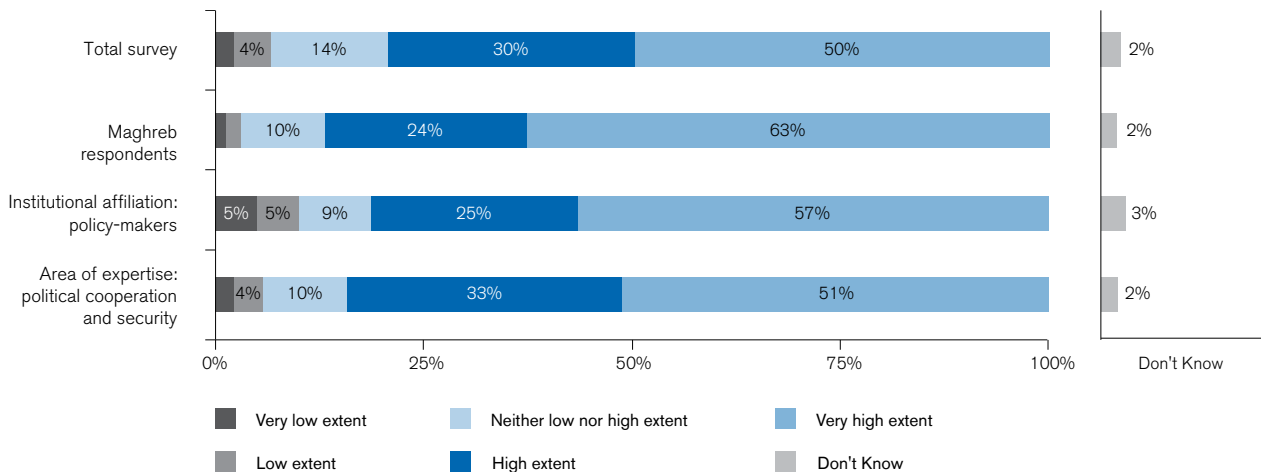
Source: Compiled by the IEMed based on the results of the 6th Euromed Survey/Question 19

Finally, “address security threats” also achieves 79%. The most outstanding aspect is that almost 50% of respondents consider that it should be a priority to a “very high extent” (see graph 31). This structure is repeated in the different groups analysed by origin although with mostly moderate assessments, except among Maghreb respondents, of whom 60% consider it a priority to a “very high extent”. By type of institution there are also differences because policy-makers consider it a higher priority than civil society respondents. This is repeated by area of specialisation because respondents from the political field consider it a higher priority than those from the socio-cultural field.

Reforming the security sector is a challenge that most southern partners face or will face in the wake of imminent security challenges. The EU is well-positioned to provide advice, methodology and for lessons learned.

Slovak respondent

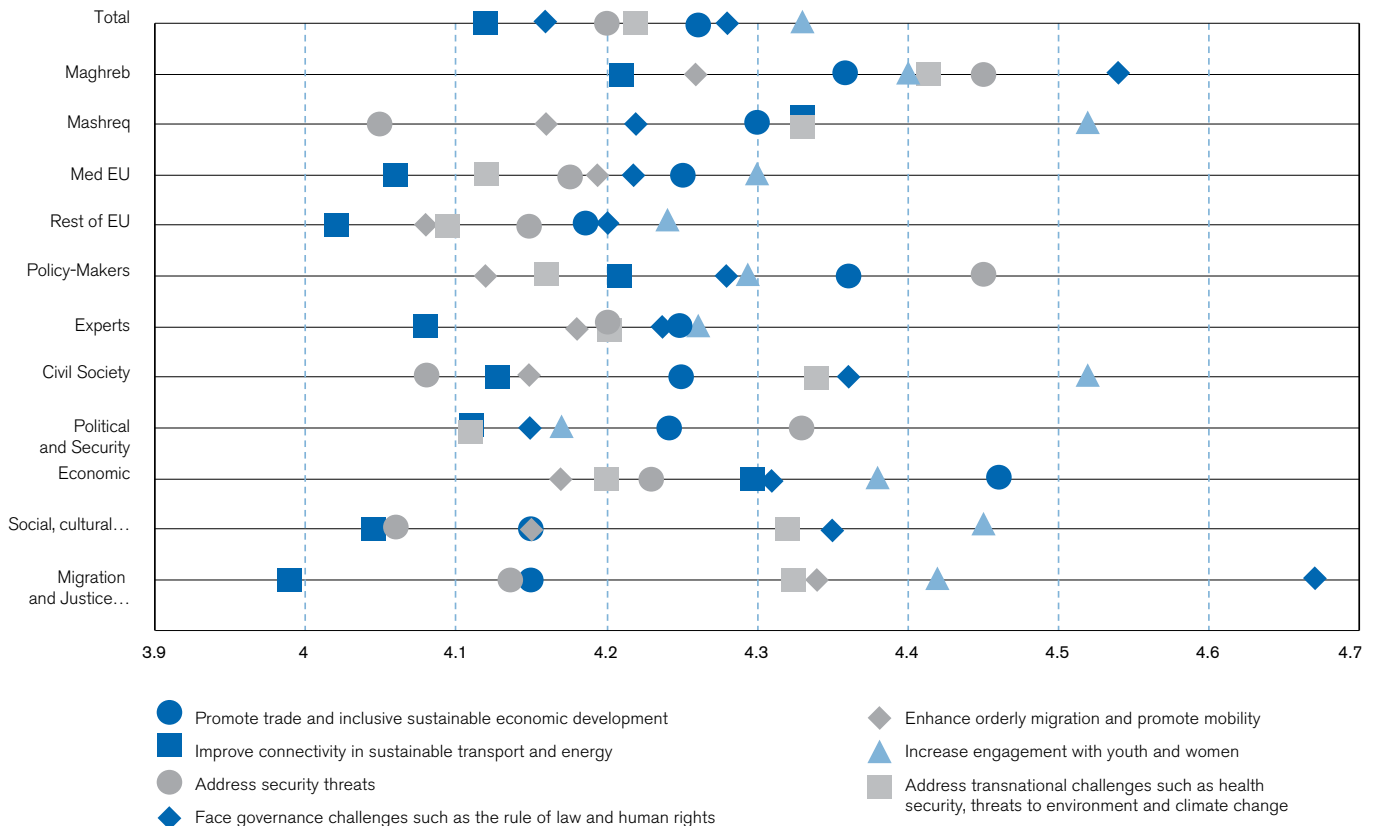
**Graph 31: To what extent do you think that “Address security threats” should be prioritised in the new ENP framework?** (% of answers by category of respondent: geographical, institutional affiliation, area of expertise)



Source: Compiled by the IEMed based on the results of the 6th Euromed Survey/Question 19

Graph 32 summarises, based on arithmetic means,<sup>1</sup> how respondents prioritise the different areas of cooperation, differentiating the diverse groups of respondents by geographical area, institutional affiliation and area of expertise.

**Graph 32: To what extent do you think the following areas should be prioritised in the new ENP framework?**  
 Mean (1 – very low – to 5 – very high) by country groups and by respondent's affiliation and respondent's field of expertise



Source: Compiled by the IEMed based on the results of the 6th Euromed Survey/Question 19

1. Where 1 represents a very low extent and 5 a very high extent.

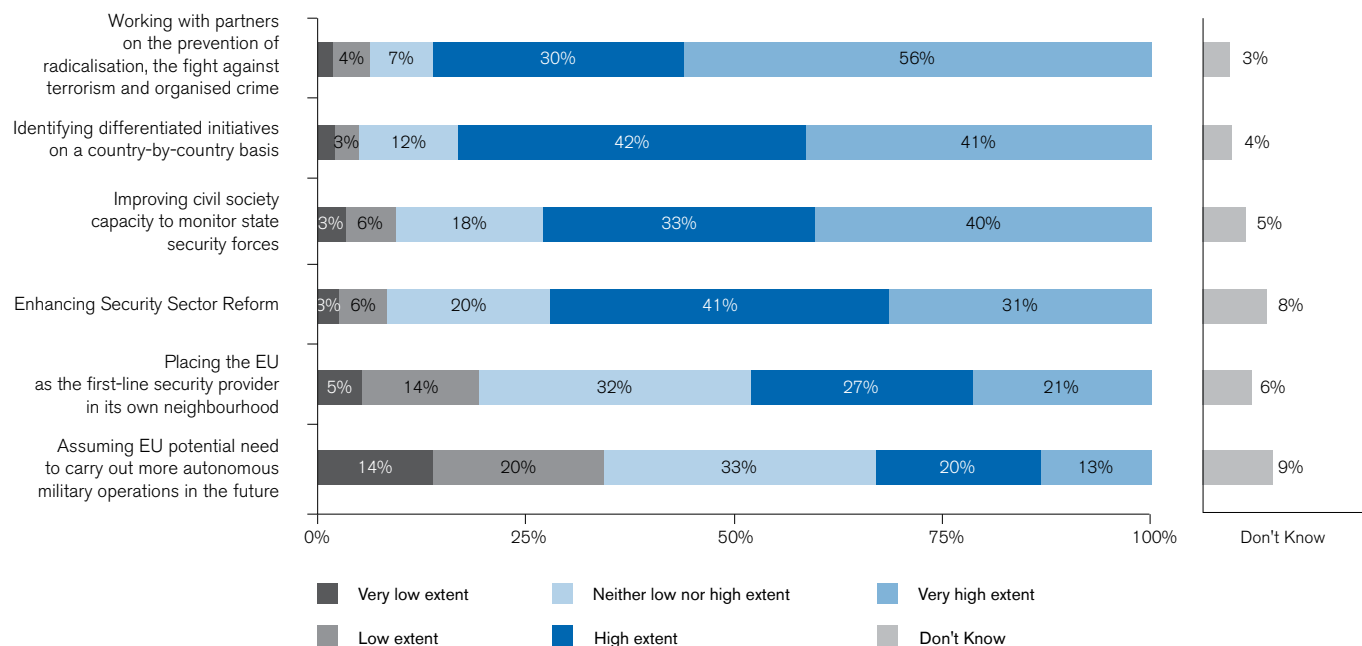
## Addressing security threats, governance challenges and orderly migration

The final questions of the questionnaire focus on three fields of cooperation (security, governance and migrations), achieving a more detailed approach to each of these areas of cooperation.

### SECURITY THREATS

Question 20 focuses on security issues, asking for an assessment of six specific aspects of this field (see graph 33).

**Graph 33: To what extent should ENP actions/policies to address security threats focus on?**

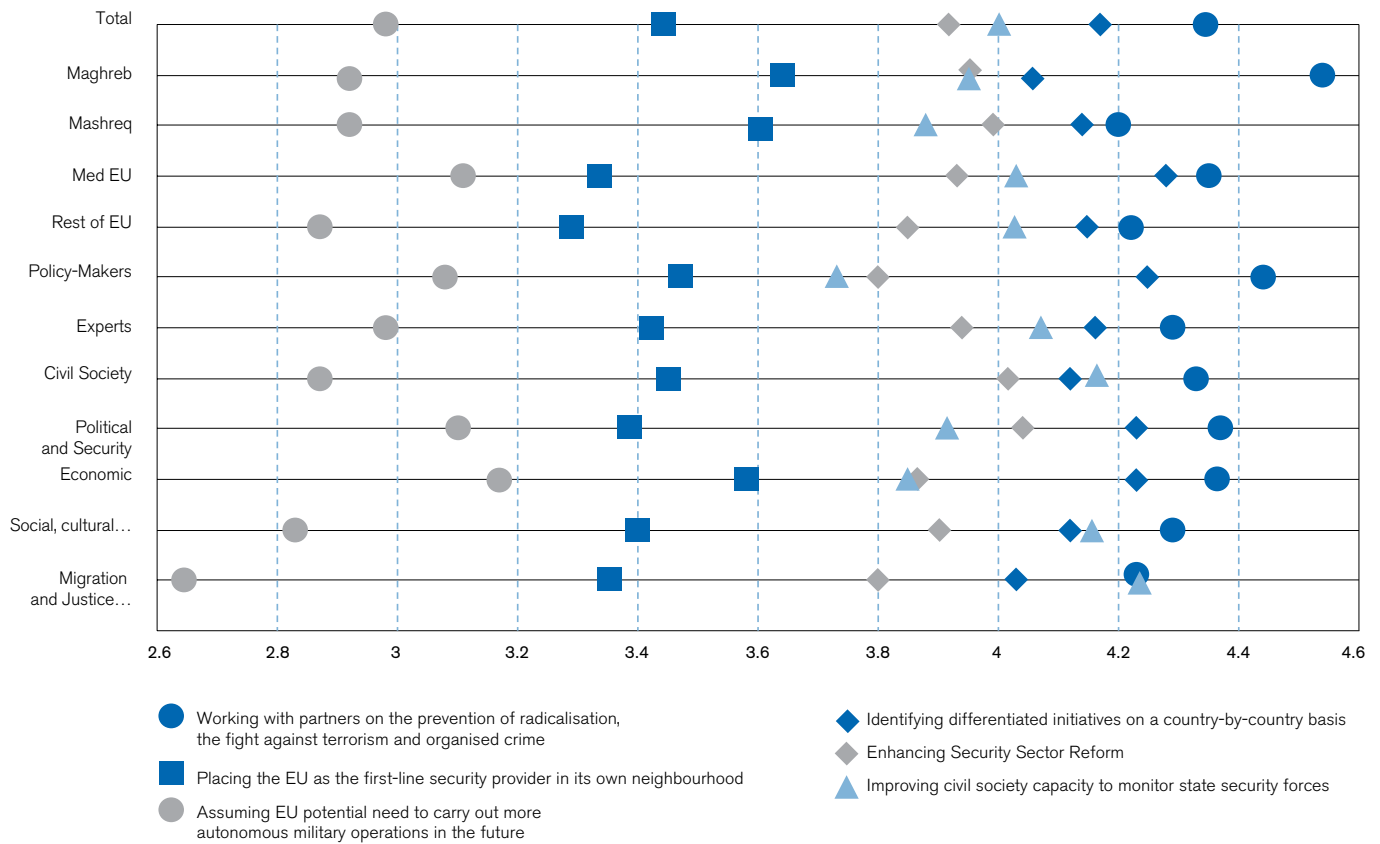


Source: Compiled by the IEMed based on the results of the 6th Euromed Survey/Question 20

Graph 33 clearly illustrates that the option to be prioritized is the joint work of prevention of radicalisation. With similar results follow the “identification of differentiated initiatives by country” the “improvement of civil society capacities to monitor state security forces” and “enhancing security reform”. The graphic also shows that options involving related to military operations are remarkably below the rest of options.

The graphs for each one of the different groups analysed show that the order is almost the same (see graph 34); in fact, the only significant variation is the result for “improving civil society capacity to monitor state security forces”, which in some cases is more highly assessed (civil society, migration or socio-cultural institutions) and in others less so (policy-makers, experts from the economic field or Maghreb respondents).

**Graph 34: To what extent should ENP actions/policies to address security threats focus on? Mean (1 – very low – to 5 – very high) by country groups and by respondent’s affiliation and respondent’s field of expertise**



Source: Compiled by the IEMed based on the results of the 6th Euromed Survey/Question 20

Here is a sample of complementary observations made by some respondents on security issues:

The ENP should not address these issues per se. Any overlap of policies (for instance with CFSP and CSDP) will create inconsistencies on the internal EU level.

Austrian respondent

La question sécuritaire dépend de deux facteurs essentiels: un soutien inconditionnel aux pays en question et une nouvelle conception de la coopération économique. Déraciner le mal du terrorisme par un soutien au développement économique générateur d’emplois et de bien-être et le combattre là où il se trouve.

Tunisian respondent

Political, social and economic reforms are the path of “deradicalisation”. Some EU Member States can carry out military operations. I doubt the EU, as such, can do so. Security reform should be included in the package of reforms of the “action plans”. Civil societies are not well-equipped, as in the EU, to monitor state security forces. They should be helped to perform such a role.

Belgian respondent

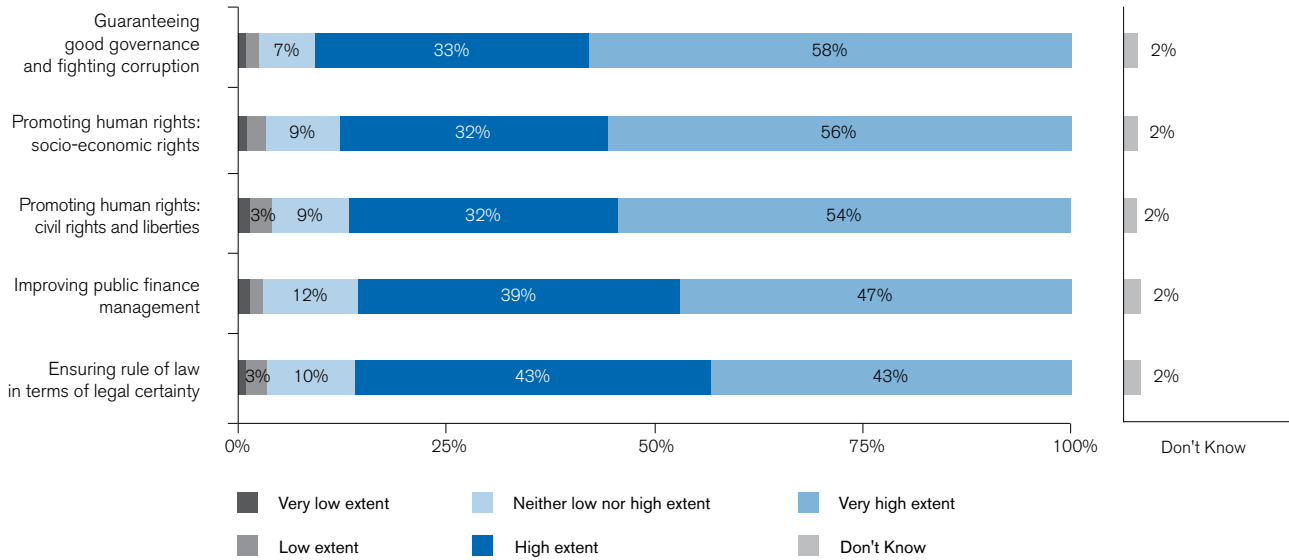
The most important issue is to stop the double standard policies, namely: stop the European silence regarding human rights abuse in Israel and the Gulf States.

Palestinian respondent

## GOVERNANCE CHALLENGES

Question 21 serves to assess different options on governance challenges. Contrary to question 20 on security, answers are more homogeneous. Consequently, it is necessary to note the small differences between these favourable positions.

**Graph 35: To what extent should ENP actions/policies to face governance challenges focus on?**



Source: Compiled by the IEMed based on the results of the 6th Euromed Survey/Question 21

In graph 35, we can clearly see the arrangement of the different options. For respondents overall, the first option is the one related to the fight against corruption followed by the two options linked to the promotion of human rights. Meanwhile, improving the management of public finance and guaranteeing the rule of law are the two least positively assessed positions.

In advocating human rights: a) promote human rights using a realistic approach and utilise the concept of progressive realisation; b) understand where reform is accepted and where it is not; c) work gradually with partner countries to improve the overall situation; and d) help upgrade and develop higher standards of research and information collection in partner countries.

Turkish respondent

Graph 36 shows that most groups have a similar distribution, although with exceptions. Thus, for Mashreq respondents the best assessment corresponds to the improvement in public finance management while for those from civil society or the socio-cultural field the priority focuses on socio-economic rights. Moreover, the option on public finance is assessed more negatively by EU respondents (Mediterranean and non-Mediterranean) and by respondents from the political and security and migration fields, while policy-makers most negatively assess civil rights.

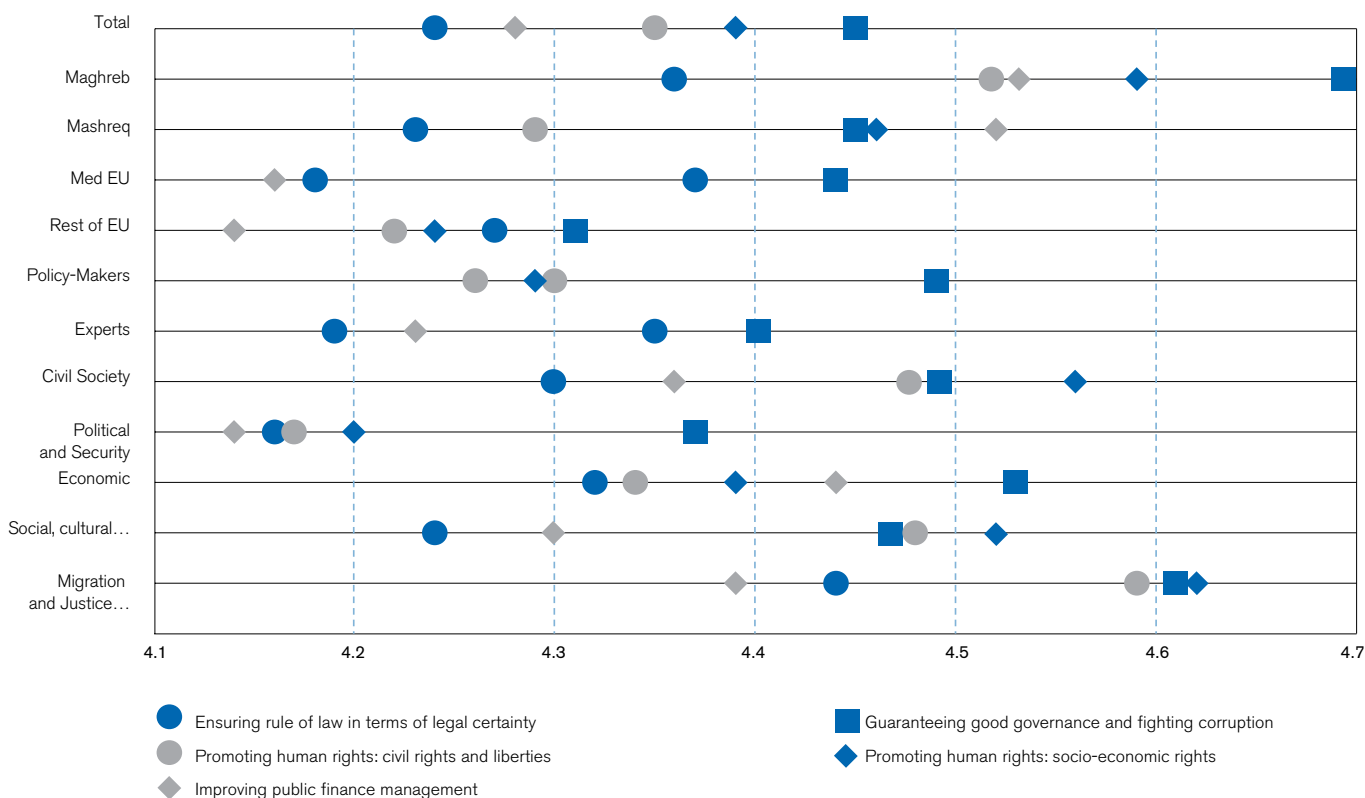
By regional groups we see how the Maghreb is above the others analysed in all cases while the means of non-Mediterranean European respondents focus on the left side of the graph featuring the lowest assessments in all cases except for that of guaranteeing the rule of law. Mashreq follows Maghreb and then EU Mediterranean respondents.



Answers grouped by kind of institution show that civil society respondents feature values with higher results with respect to the group of experts. The group of policy-makers concentrates its assessments in central values, with the exception of the option related to guaranteeing the rule of law, which has a much higher assessment than the others.

Finally, in terms of area of specialisation, a series of elements stand out. First, the fact that respondents from the economic field represent the central point of this division of groups with little dispersion and close to central values while those from the field of migration and justice show the highest values. Those from the socio-cultural fields show a great dispersion of results with major differences between options. The group from the political and security field stands out for its lower values with respect to the remaining groups and are concentrated on the left side of the graph.

**Graph 36: To what extent should ENP actions/policies to face governance challenges focus on? Mean (1 – very low – to 5 – very high) by country groups and by respondent’s affiliation and respondent’s field of expertise**

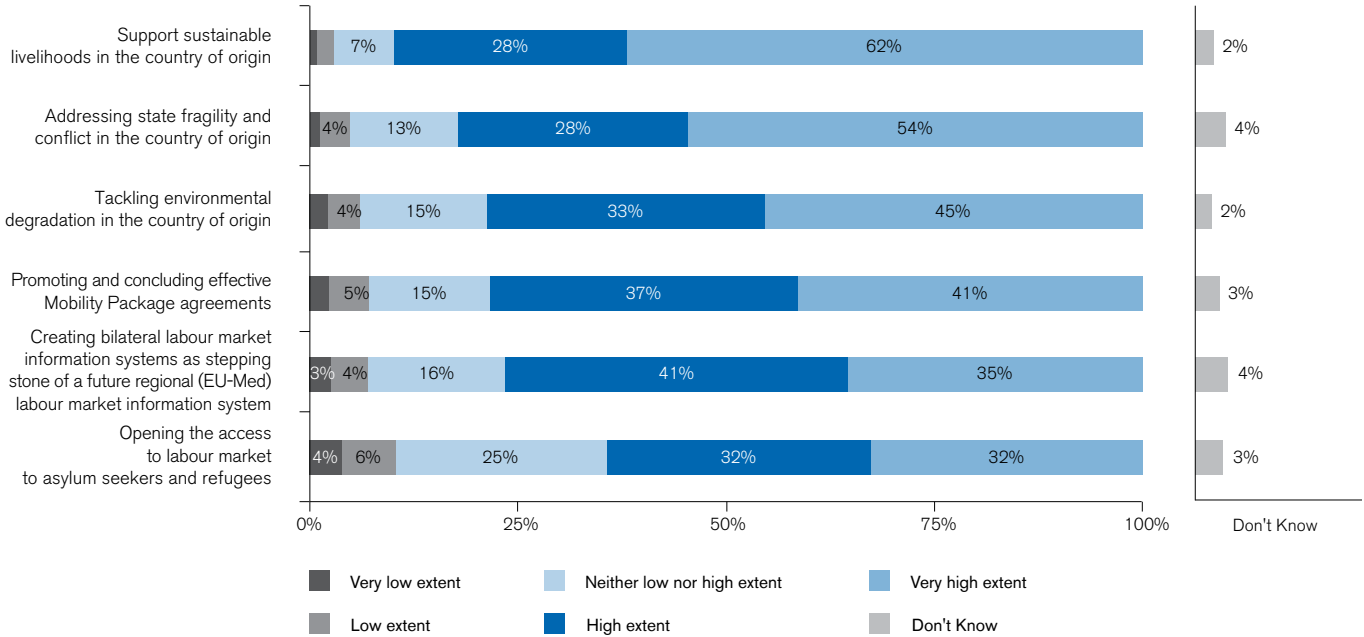


Source: Compiled by the IEMed based on the results of the 6th Euromed Survey/Question 21

### CHALLENGES ON MIGRATIONS AND MOBILITY

The last question of the questionnaire deals with the options in terms of migrations and mobility. Although most respondents assess the options positively, they do not reach the level of consensus on the options in the previous question. More importance is attached to acting on the causes of migrations than on cooperation in terms of management of migration flows (see graph 37)

**Graph 37: To what extent should ENP actions/policies to enhance orderly migration and promote mobility focus on?**



Source: Compiled by the IEMed based on the results of the 6th Euromed Survey/Question 22

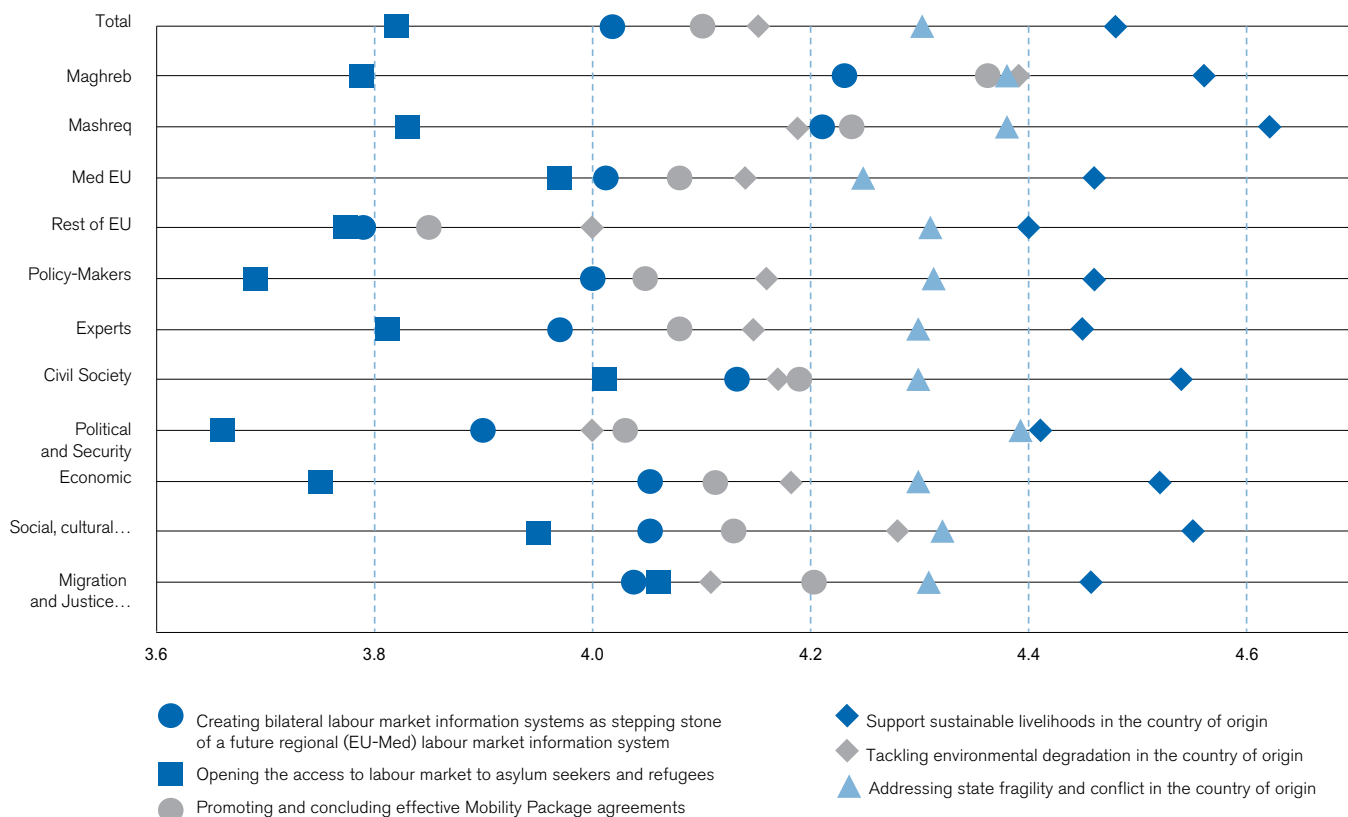
Graph 38 allows us to see and compare the priorities of each group of participants. We clearly see how the option “support sustainable livelihoods in the country of origin” is the most positively assessed by all groups, followed by “addressing state fragility and conflicts in the country of origin”, making it clear that respondents consider the policies on mobility in the Mediterranean in the countries of origin to be a priority.

Addressing needs in home countries will need to come from an intelligent assessment of conditions on the ground. And the EU needs to realise that people will not stop migrating. They simply will not. As such, any policy that assumes that it can dry up the flow of migrants is misguided at best. 86% of today's refugees now live in developing countries. Addressing South-South migration is the key.

Egyptian respondent

The other policy option in the country of origin, “tackling environmental degradation in the country of origin”, along with the one related to the signing of “mobility package agreements” occupy the intermediate position in almost all groups. Finally, the policies linked to the labour market are most negatively assessed, out of which the possibility of opening the labour market to refugees has the least support. Nevertheless, we should recall that all the assessments are mostly positive towards the actions proposed.

**Graph 38: To what extent should ENP actions/policies to enhance orderly migration and promote mobility focus on? Mean (1 – very low – to 5 – very high) by country groups and by respondent’s affiliation and respondent’s field of expertise**



Source: Compiled by the IEMed based on the results of the 6th Euromed Survey/Question 22