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Arab NGO Network for Development  
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**CSOPartnership**   
for **Development Effectiveness**

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# **BASICS OF THE EU-ARAB PARTNERSHIP IN THE CONTEXT OF DEVELOPMENT EFFECTIVENESS**

**DRAFT ANND PAMPHLET**



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This pamphlet is developed by the Arab NGO Network for Development and with the support of the CSO Partnership for Development Effectiveness.

It provides an overview of the EU-Arab relations within the context of the development effectiveness and looks into selected EU policies relevant to the region. The pamphlet aims at contributing to civil society monitoring and advocacy work towards the EU in their call for the implementation of an effective development cooperation.



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## Step 1: Understanding the basics

- Which principles guide the EU's external action?
- What is the main objective of EU development cooperation?
- What are the recent changes to consider for EU-Arab partnership?

The European Union (EU) is one of the key development actors, with its institutions and member states. Since its inception, it has developed series of thematic and geographical instruments for its external action that is guided by the very principles of its own creation. This, as stated by the Article 21 of the Treaty on European Union (TEU), refers to democracy, the rule of law, the universality and indivisibility of human rights and fundamental freedoms, respect for human dignity, the principles of equality and solidarity, and respect for the principles of the United Nations Charter and international law.

Reduction and eradication of poverty is at the center of Union's development cooperation. As a legal obligation, the Union shall take account objectives of development cooperation in the policies that it implements which are likely to affect developing countries. Moreover it shall ensure that Union's development cooperation

policy and that of the Member States to complement and reinforce each other. These set a clear framework for seeking EU accountability with regard to policy coherence for development (PCD).

Recent opinions polls reflect in general a positive stance to EU-Arab partnership, whereby 65% of those asked in the Maghreb, and 58% in the Mashreq consider a positive influence on socio-economic development in their country and find EU financial support effective (88% Maghreb and 85% Mashreq).

### But how effective is the EU-Arab partnership considering development outcomes?

EU is a global actor, and definitely a vital partner for the Arab region. Relations that started with the Barcelona process back in 1995 has evolved significantly. Nevertheless, in this last ten years, crisis at both sides brought significant changes and challenges.



On the Arab partners side, people's uprisings and demand for reform both at national level and for policies impacting them (IMF/WB and EU included) became significant turning points. On the European side, the Eurozone crisis emerged; followed later on with the rise of right-wing political power within the European member countries. Thus, "stability and security" prevailed in the EU discourse. Lastly, the refugee crisis impacted EU-Arab relations, so that Arab countries were labelled as refugee-hosting (like Lebanon, Jordan) or like countries of origin (Syria, Libya...etc.) The refugee crisis has a clear impact particularly on allocation development assistance to the region; to keep refugees in these countries rather than arriving to Europe, or being spent at home in Europe-for refugee support.

Furthermore, changes in the global scene brought another dimension mainly the adoption of the Agenda 2030 and the Sustainable Development Goals in 2015. While universal commitments, it can be considered another layer of mutual accountability for the EU and Arab partnership, namely towards achieving sustainable development for all through partnership implementation.

On the other hand, moving from overall picture to deeper policy-changes level, one can highlight vital policy changes starting with the revision of the European Neighborhood Policy (ENP) in 2015; the launch of the European Union Global Strategy (EUGS) in 2016, and the new European Consensus on Development in 2017 shaping respectively EU external action and development cooperation. Later in 2017, we witnessed the

adoption of the European External Investment Plan (EEIP) and Compacts with Southern Neighborhood countries under European Migration Framework (EMF).

This brief pamphlet focuses on these policy areas through development effectiveness lenses with the understanding that revision of policies with a rights-based approach and with full commitment to EU's legal basis is vital for an effective development cooperation. Particularly, following the adoption of the Agenda 2030 and the Sustainable Development Goals- it is crucial to call EU to integrate these universal commitments in its various policies implementation.

## Step 2: Brief look at the policy-level

- What are the key issues to consider within the EU-Arab partnership?
- What is the migration-development nexus and migration-human rights nexus?
- Does EU trade and investment policy contribute to development needs of Southern partners?
- What issues at stake in relation to ODA?

### a) European Neighborhood Policy

Revised first in 2011 following the people's uprisings in the Arab region and later in 2015, right after the adoption of the Sustainable Development Goals; the European Neighborhood Policy is one of the key policy frameworks governing the EU-Arab relations. It is based on Partnership Priorities agreed with Southern Neighborhood countries and the EU; ---defined as 'tailor-made'---. They focus on four key areas:

- Good governance, democracy, rule of law and human rights;
- Economic development for stabilization;

- Security;
- Migration and mobility.

ENP is a key tool for enhancing development effectiveness within EU-Arab partnership, considering as well that the EU through the European Neighborhood Instrument (ENI), ENP's financial instrument, provides over EUR 15 billion (2014-2020). Yet measuring the effectiveness of this financial assistance to the region, commitment to human rights and prosperity and focus on the need for economic reforms has to consider several elements; particularly that:

- The ENP approach to 'growth' to be revised, to be rights-based and sustainable, job generating, inclusive and re-distributive. Years long the EU indicated GDP growth in its analysis for economic reforms, providing neo-liberal market solutions. In this regard ENP should foster a new development model prioritizing the diversification of production and the establishment of productive capacities in partner countries.
- With no development without peace understanding, ENP should adopt a broader vision of peace covering sustainable development, addressing inequalities and ensuring the full enjoyment of universal human rights and fundamental freedoms. Enhancing sustainable peace and regional inte-

gration are vital elements of achieving prosperous, stable neighbors. EU should uphold and promote at the international scene, the core values it was established on.

- Ensuring mutual accountability and transparency in the implementation of the ENP is key for its effectiveness. In this regard, EU should ensure primarily "transparency" in policy formulation and engage all relevant stakeholders.
- ENP should enhance civil society "ownership"; enable inclusive and transparent dialogue with civil society at sub-national, national and regional levels on all areas including trade, investment, aid ...etc.

### b) Migration Policy<sup>1</sup>

In 2015, 2 out of 3 Europeans called for EU level action to deal with migrant crisis; they identified "migration" as one the key priority concerns for them<sup>2</sup>. EU on the other hand, presented "a European Agenda on Migration" in 2015 identifying ways to manage migration through foreign policy instruments. This Agenda has four pillars<sup>3</sup>:

<sup>1</sup> This section benefits from ANND statement on Migration Partnership Framework, available at : <http://www.annd.org/data/item/pdf/445.pdf>  
<sup>2</sup> <http://www.europarl.europa.eu/news/en/headlines/eu-affairs/20151015STO97982/survey-two-out-of-every-three-europeans-want-migrant-crisis-tackled-at-eu-level>  
<sup>3</sup> [https://ec.europa.eu/home-affairs/what-we-do/policies/european-agenda-migration\\_en](https://ec.europa.eu/home-affairs/what-we-do/policies/european-agenda-migration_en)

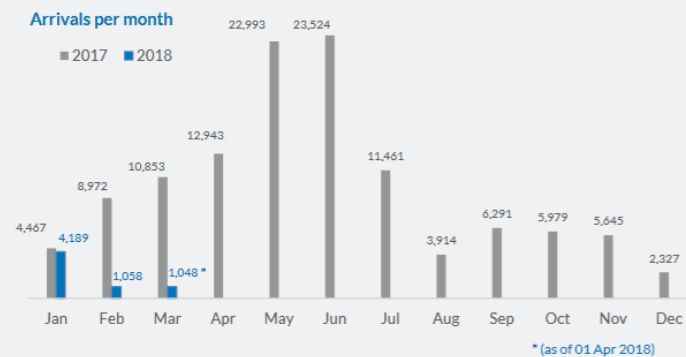
- Reducing the incentives for irregular migration
- Saving lives and securing the external borders
- Strengthening the common asylum policy
- Developing a new policy on legal migration

Supporting the implementation of the Agenda, in 2016, Migration Partnership Framework (MPF) was launched through which country compacts were adopted with third countries. From the Arab region, Lebanon and Jordan have Compacts, agreed together with Partnership Priorities.

However the MPF was strictly criticized by the civil society<sup>4</sup>, as it does not adopt a rights-based approach to migration, but rather built on Euro-centric security concerns. In relation; aid, trade and other funds turn into tools to reduce the number of migrants reaching to EU borders, ignoring the protection the rights of refugees and migrants. This is in stark contrast to EU's legal obligations being state party to related UN treaties and commitments made under the Agenda 2030.

A reflection of this limited approach can be seen through annual progress report on MPF. The report refers to "progress" indicating reduced number of arrivals to Italian coast and enhanced border control in countries of origin<sup>5</sup>.

<sup>4</sup> <https://concordeurope.org/2016/06/27/eucouncil-migration-joint-ngo-statement/>  
<sup>5</sup> [https://eeas.europa.eu/sites/eeas/files/20170906\\_fifth\\_prog](https://eeas.europa.eu/sites/eeas/files/20170906_fifth_prog)



Nevertheless, in-depth analysis of country compacts show the other side of the coin<sup>6</sup>. For instance with regard to Jordan Compact a study<sup>7</sup> shows that it is slow in improving the daily lives of refugees. The Compact is found to overlook at main concerns of refugees, including freedom of movement and non-refoulement. Lack of civil society engagement in the adoption of the Compact is also raised, making it remain as a political agreement based on government interests and EU interests (mutually agreed but definitely ignoring refugee interests).

In this regard EU migration policy towards the region should ensure that:

- **The rights of refugees and their needs are at the center of any policy and the partnership framework. Monitoring and evaluation of the migration policy instruments and their revision should be based on indicators measuring protection and promotion of the rights of refugees principally.**

ress\_report\_on\_the\_partnership\_framework\_with\_third\_countries\_under\_the\_eam\_en\_0.pdf

<sup>6</sup> <http://issues.newsdeeply.com/the-compact-experiment?>

<sup>7</sup> <https://www.odi.org/sites/odi.org.uk/files/resource-documents/12051.pdf>

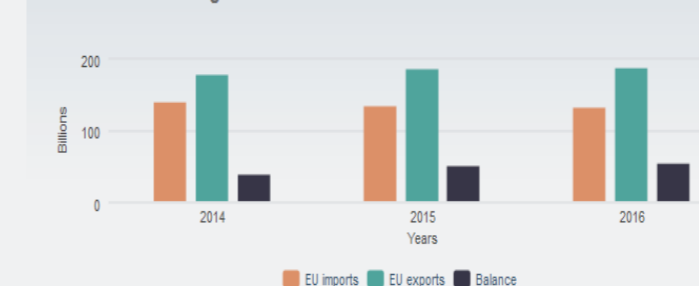
- **Inclusive national dialogues is a prerequisite in this regard; so as to allow the countries hosting refugees can identify their needs. This would help ensure effective allocation of funds in respective programs (i.e. health, education...etc.).**
- **EU approach for integrating positive and negative incentives<sup>8</sup> in the EU's development policy should be revised as it would only be counter-productive. Conditionalities set will threaten the policy space of the partner countries and violate their right to development. Referring to commitments made in Rome, Paris, Accra and Busan any conditionality put on development aid would hamper effective development cooperation.**
- **Migration is not a stand-alone issue, thus multi-dimensional policy linkages between migration and other policies (i.e. trade-investment, development and climate change...etc.) should be addressed.**

<sup>8</sup> for cooperation in managing the flows of irregular migration and with consequences for those who do not cooperate on readmission and return

### c) Trade and Investment policy: focus on the European External Investment Plan

Trade and investment relations are core to the cooperation and partnership between the EU and Arab countries, while the level of economic importance for each other varies significantly. For instance; the region do not play the major place for EU markets (in comparison to rest of the world) but for the southern partners, EU market is vital: the share of exports going to the EU stands at 59% for Morocco, and much more for Tunisia, around 83%.

EU-Euromed "trade in goods" statistics



This cooperation has been positive in balance for EU, whereas Southern partners "were confined under this [trade] agreement to the exports of labor-intensive and low-skilled products, and/or to using a significant portion of imported inputs"<sup>9</sup>. Thus, throughout the uprisings, peoples of the region clearly signaled the need for revision of trade and investment policies implemented, call-

<sup>9</sup> North Africa's Trade Arrangements: Complementarities and Contradictions with the Continental Free Trade Area, Mohamed Said Saadi, Arab NGO Network for Development, to be published.

ing for enhanced productive capacities, redistribution mechanisms, employment and wages to take the forefront. Yet, first with the Deep and Comprehensive Free Trade Agreements (negotiations ongoing) and later with the launch of the External Investment Plan (EIP), the EU continues 'business as usual' approach.

The EIP follows the same approach of Juncker plan implemented in Europe: mobilizing and leveraging investment, to promote job creation, growth and sustainable development. Accordingly, with a contribution of €4.1 billion from the European Commission, the plan is expected to leverage more than €44 billion of investments by 2020<sup>10</sup>.

This approach was articulated extensively by the New European Consensus on Development which promoted leveraging private investments for development projects, enabling environment for business and support for local private sector (i.e. SMEs) and private-public-partnerships (PPPs). Yet, the Consensus and as well the EIP, have been criticized, in light of the Agenda 2030 commitments, as "the overall direction of European development cooperation, progressively instrumentalized in favor of migration control, securitization and the private sector."<sup>11</sup> EU self-interest and development effectiveness are found to be incompatible in these policies, thus several issues should be taken into consideration:

- **Investments are needed in the partner countries yet the region needs sustainable and decent work opportunities and in productive sectors,**

<sup>10</sup> [https://ec.europa.eu/commission/sites/beta-political/files/external-investment-plan-factsheet\\_en.pdf](https://ec.europa.eu/commission/sites/beta-political/files/external-investment-plan-factsheet_en.pdf)

<sup>11</sup> <https://concordeurope.org/2017/05/19/eu-adopts-new-consensus-development/>

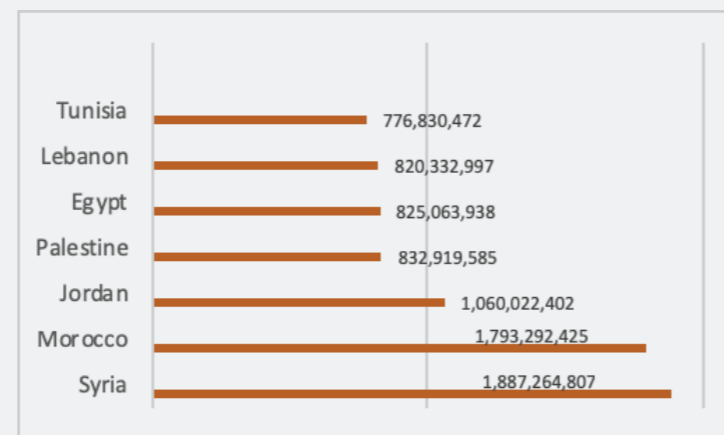
thus development impacts of these investments at social and economic fronts should be the key criteria for their implementation. EIP impacts should be well assessed as analysis show that “it may end up benefiting European investors more than local micro, small and medium enterprises (MSMEs) and cooperatives in partner countries.”<sup>12</sup>

- Promotion of the private sector by the EU should be with a clear mandate that private sector engagement enhances productivity and competitiveness in partner countries as well as the improvement of productive sectors with added-value production. Ensuring full enjoyment to human rights, to food, water, decent housing, education and employment for all should be at the center of any private sector engagement for an effective development cooperation.
- European member states’ duty in protecting human rights through proper oversight and regulation of private actors should be enhanced. The EU should play a key role in the adoption of an internationally binding framework for the private sector to ensure transparency and its respect for human rights and social justice.

#### d) EU’s Official Development Assistance

Several countries of the region, remain among the top recipients of the EU institutions’ and member states’ ODA. Syria is followed, by Morocco as the highest two, Jordan around 1 billion USD, while Palestine Egypt, Lebanon and Tunisia received around 800 million USD in 2016 only.

##### Top recipients of EU institutions and member states ODA (USD)



Although numbers reflect that EU and member states spent a lot for ODA; there are some challenges in implementation. First of all, the changing nature of ODA remains as a primary concern. The 2016 numbers reveal that refugee costs in Donor countries occupied the biggest sector in ODA allocation whereas for ensuring effective development outcomes, ODA should be about addressing inequalities and development challenges.

<sup>12</sup> <http://eurodad.org/files/pdf/1546818-a-10-point-roadmap-for-europe-on-the-role-of-the-private-sector-in-development.pdf>

ODA (gross disbursement, USD: current prices) from EU Institutions and EU Member States for 2016

OVER 100,000,000		
1	REFUGEES IN DONOR COUNTRIES	12,445,013,819
2	GOVERNMENT AND CIVIL SOCIETY	8,460,683,091
3	HUMANITARIAN AID	8,150,400,037
4	MULTISECTOR/CROSS-CUTTING	7,317,239,119
5	EDUCATION	6,385,071,790
6	ENERGY GENERATION, DISTRIBUTION AND EFFICIENCY	4,531,471,800
7	BANKING AND FINANCIAL SERVICES	3,797,424,497
8	TRANSPORT AND STORAGE	3,361,897,507
9	ADMINISTRATIVE COSTS OF DONORS	3,273,226,592
10	AGRICULTURE	3,259,358,163
11	HEALTH	2,782,210,126
12	WATER AND SANITATION	2,769,349,829
13	ACTION RELATING TO DEBT	2,668,051,992
14	OTHER SOCIAL INFRASTRUCTURE AND SERVICES	1,926,067,477
15	COMMODITY AID AND GENERAL PROGRAMME ASSISTANCE	1,707,238,775
16	UNALLOCATED/ UNSPECIFIED	1,392,176,299
17	POPULATION POLICIES/ PROGRAMMES AND REPRODUCTIVE HEALTH	1,227,516,894
18	BUSINESS AND OTHER SERVICES	951,038,649
19	INDUSTRY	637,760,951
20	TRADE POLICY AND REGULATIONS AND TRADE- RELATED ADJUSTMENT	445,561,551
21	FORESTRY	342,502,397
22	MINERAL RESOURCES AND MINING	194,399,306
23	COMMUNICATIONS	149,086,883

Another key concern is the increasing conditionality in aid, linked to refugee crisis, thus due to security concerns. Migration and border control efforts are put forward as conditions to encourage cooperation, in stark contrast to ensuring partner countries’ ownership of development policies.

In this regard, while the EU remains as biggest donor for the region; it should revise its approach, as:

- Leaving aside using aid as a tool to secure EU borders; and voluntarily taking out refugee costs in donor countries in ODA reporting<sup>13</sup>. Development needs of partner countries should be the primary focus of ODA.
- EU takes several steps towards enhancing transparency; including with provision of data through EU Aid Explorer, yet IATI standards should met and the results of the aid and devel-

<sup>13</sup> [https://concordeurope.org/wp-content/uploads/2018/03/CONCORD\\_AidWatchPaper\\_Aid\\_Migration\\_2018\\_online.pdf?7c2b17&7c2b17](https://concordeurope.org/wp-content/uploads/2018/03/CONCORD_AidWatchPaper_Aid_Migration_2018_online.pdf?7c2b17&7c2b17)

opment impacts should be made accessible.

- Inclusiveness should be ensured in all phases of development cooperation, to ensure ownership.

## Step 3: Keys for civil society advocacy

1. **Understand KEY policy frameworks impacting the EU-Arab relations and develop a critical analysis reflecting civil society concerns.**

**Key policies listed below.**

**European Neighborhood Policy:** Through its European Neighbourhood Policy (ENP), which has been revised in November 2015, the EU works with its Southern and Eastern Neighbours to foster stabilisation, security and prosperity, in line with the Global Strategy for the European Union's Foreign and Security Policy. [https://eeas.europa.eu/headquarters/headquarters-homepage/330/european-neighbourhood-policy-enp\\_en](https://eeas.europa.eu/headquarters/headquarters-homepage/330/european-neighbourhood-policy-enp_en)

The Global Strategy for the European Union's Foreign and Security Policy: Lists five priorities of the external action: 1) the security of the Union 2) State and societal resilience, 3) integrated approach to conflicts and crises 4) cooperative regional orders and 5) Global Governance for the 21st Century <https://europa.eu/globalstrategy/en>

**European Consensus on Development:** is a blueprint which aligns the Union's development policy with the 2030 Agenda for Sustainable Development.

[https://ec.europa.eu/europeaid/new-european-consensus-development-our-world-our-dignity-our-future\\_en](https://ec.europa.eu/europeaid/new-european-consensus-development-our-world-our-dignity-our-future_en)

**European Agenda on Migration:**

[https://ec.europa.eu/home-affairs/sites/homeaffairs/files/what-we-do/policies/european-agenda-migration/background-information/docs/communication\\_on\\_the\\_european\\_agenda\\_on\\_migration\\_en.pdf](https://ec.europa.eu/home-affairs/sites/homeaffairs/files/what-we-do/policies/european-agenda-migration/background-information/docs/communication_on_the_european_agenda_on_migration_en.pdf)

**Migration Partnership Framework:** integrates migration in the EU foreign policy.

[https://eeas.europa.eu/sites/eeas/files/factsheet\\_ec\\_format\\_migration\\_partnership\\_framework\\_update\\_2.pdf](https://eeas.europa.eu/sites/eeas/files/factsheet_ec_format_migration_partnership_framework_update_2.pdf)

**External Investment Plan:** focuses on a number of priority investment areas, such as : sustainable energy and sustainable connectivity ; micro, small and medium enterprises financing ; sustainable agriculture, rural entrepreneurs and agroindustry ; sustainable cities and digitalisation for sustainable development. [https://ec.europa.eu/commission/sites/beta-political/files/external-investment-plan-factsheet\\_en.pdf](https://ec.europa.eu/commission/sites/beta-political/files/external-investment-plan-factsheet_en.pdf)

2. **Continue to advocate to KEY EU actors for adopting a rights-based approach, enhancing "transparency" in policy formulation and engaging all relevant stakeholders including independent civil society and trade unions**

**Key actors at different EU institutions are listed below.**

**DG DEVCO:** The Commission's Directorate-General for International Cooperation and Development (DG DEVCO) is responsible for designing European international cooperation and development policy and delivering aid throughout the world. [https://ec.europa.eu/europeaid/general\\_en](https://ec.europa.eu/europeaid/general_en)

**DG NEAR:** The mission of the Directorate-General for Neighborhood and Enlargement Negotiations (DG NEAR) is to take forward the EU's neighborhood and enlargement policies, as well as coordinating relations with EEA-EFTA countries insofar as Commission policies are concerned. DG NEAR works closely with the European External Action Service and the line DGs in charge of thematic priorities. [https://ec.europa.eu/neighbourhood-enlargement/about/directorate-general\\_en](https://ec.europa.eu/neighbourhood-enlargement/about/directorate-general_en)

**DG TRADE:** The Directorate-General Trade of the European Commission is charged with the activities related to the common commercial policy of the EU. [http://ec.europa.eu/trade/index\\_en.htm](http://ec.europa.eu/trade/index_en.htm)

**EEAS:** The European External Action Service is the European Union's diplomatic service. It helps the EU's foreign affairs chief – the High Representative for Foreign Affairs and Security Policy – carry out the Union's Common Foreign and Security Policy. [https://eeas.europa.eu/headquarters/headquarters-homepage\\_en](https://eeas.europa.eu/headquarters/headquarters-homepage_en)

### European Parliament Delegations

The Delegation for relations with the Maghreb countries and the Arab Maghreb Union <http://www.europarl.europa.eu/delegations/en/dmag/home.html>

The Delegation for relations with the Mashreq countries <http://www.europarl.europa.eu/delegations/en/dmas/home.html>

The Delegation for relations with the Palestinian Legislative Council: <http://www.europarl.europa.eu/delegations/en/dplc/home.html>

<http://www.europarl.europa.eu/delegations/en/darp/home.html>

The Delegation for relations with the Arab Peninsula: <http://www.europarl.europa.eu/delegations/en/darp/home.html>

### European Parliament Committees

Committee on Foreign Affairs (AFET):

<http://www.europarl.europa.eu/committees/en/afet/home.html>

Subcommittee on Human Rights (DROI): <http://www.europarl.europa.eu/committees/en/droi/home.html>

Committee on Development (DEVE): <http://www.europarl.europa.eu/committees/en/droi/home.html>

Committee on International Trade (INTA) <http://www.europarl.europa.eu/committees/en/inta/home.html>

### EU Delegations in partner countries

EU Delegations based in various countries across the world, including the Arab countries, are the initial portals for contacting the EU



Country	Delegation website
Algeria	<a href="http://eeas.europa.eu/delegations/algeria/index_fr.htm">http://eeas.europa.eu/delegations/algeria/index_fr.htm</a> (in French)
Egypt	<a href="http://eeas.europa.eu/delegations/egypt/index_en.htm">http://eeas.europa.eu/delegations/egypt/index_en.htm</a>
Jordan	<a href="http://eeas.europa.eu/delegations/jordan/index_en.htm">http://eeas.europa.eu/delegations/jordan/index_en.htm</a>
Lebanon	<a href="http://eeas.europa.eu/delegations/lebanon/index_en.htm">http://eeas.europa.eu/delegations/lebanon/index_en.htm</a>
Morocco	<a href="http://eeas.europa.eu/delegations/morocco/index_fr.htm">http://eeas.europa.eu/delegations/morocco/index_fr.htm</a> (In French)
OPT	<a href="http://eeas.europa.eu/delegations/westbank/index_en.htm">http://eeas.europa.eu/delegations/westbank/index_en.htm</a>
Sudan	<a href="http://eeas.europa.eu/delegations/sudan/index_en.htm">http://eeas.europa.eu/delegations/sudan/index_en.htm</a>
Tunisia	<a href="http://eeas.europa.eu/delegations/tunisia/index_fr.htm">http://eeas.europa.eu/delegations/tunisia/index_fr.htm</a> (in French)
Yemen	<a href="http://eeas.europa.eu/delegations/yemen/index_en.htm">http://eeas.europa.eu/delegations/yemen/index_en.htm</a>

3. Raise awareness on KEY principles of effective development cooperation among civil society and integrate them in monitoring and advocacy work towards the European Union

Key principles listed below.

- Ownership of development priorities by developing countries: Countries should define the development model that they want to implement.
- A focus on results: Having a sustainable impact should be the driving force behind investments and efforts in development policy making
- Partnerships for development: Development depends on the participation of all actors, and recognizes the diversity and complementarity of their functions.
- Transparency and shared responsibility: Development co-operation must be transparent and accountable to all citizens







Arab NGO Network for Development (ANND) works in 12 Arab countries, with 9 national networks (with an extended membership of 250 CSOs from different backgrounds) and 23 NGO members

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