

# RAPPORT # 21

## **Analysis of Morocco-European Union partnership within the framework of the Advanced Status** Main features and challenges

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**Europautredningen**  
Utvalget for utredning av Norges avtaler med EU



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# Analysis of Morocco-European Union partnership within the framework of the Advanced Status

## Main features and challenges

Boutaina Ismaili Idrissi

### 1. Introduction

Economic and political relations between Morocco and the European Union (EU) are long-established and have continued to develop over the years. The path of the Moroccan-European partnership has been consistently characterized by a continuous enrichment of these relations and the ability of both parties to renew, on a rolling basis, the contractual framework that governs them. As of October 2008, Morocco-EU relationships are evolving under the framework of an advanced status, which is in many regards a step forward through closer economic, political and institutional ties between the two partners.

The value of this status for Morocco is certain. It will serve to support the Kingdom as it marches towards economic development, institutional modernization, democracy and rule of law. These are the key elements that will boost Morocco's ability to thrive in a fiercely competitive, globalized world.

For the EU, Morocco is an important economic partner in the region. It is also a strategic ally in the fight against terrorism and illegal migration, as well as other shared objectives, many of which require enhanced cooperation at the regional level. Beyond short-term considerations, which include the mitigation of the effects of the global economic crisis through preservation of exports markets, long-term prospects support the need to enhance regional cooperation in various fields in order to enhance the international positioning of the region as a whole.

Despite the various benefits that can be obtained from Morocco's advanced status, it is clear that the challenges this status presents are enormous. The major structural changes that will be necessary to implement will require that Morocco ensure the strict harmony

with its advanced status and the country's development trajectory in order to maintain a sufficient margin of maneuver.

The advanced status has several similarities with the EEA agreement. The comparison between the two types of agreements is therefore very interesting, since it enables us to draw some conclusions about their respective efficiency as appropriate tools to achieve a better anchoring in terms of regional integration.

The purpose of this paper is to produce some insights on the Moroccan partnership experience with the European Union by focusing on the benefits and the challenges associated with the advanced status. Alongside the comparison with the EEA, a set of recommendations will be presented in order to maximize the effects of this partnership from the Moroccan point of view.

### 2. Morocco-European Union Relationship: Some introductory remarks

Since the conclusion of the Association Agreement with the European Union in 1996, Morocco has clearly chosen to make Europe a strategic partner. This choice draws its basis from the various political, human and economic ties between the two partners.

This is why the establishment of a free trade agreement with the European Union does not represent an end in itself. This agreement is designed to stand as an anchor in order to support Morocco's economic transition and enhance its integration within the rising global economy.

In this respect, Morocco has undertaken a process of political liberalization, placing the country at a comfortable position within the region. At the same time, Morocco has continued its efforts to create conditions for sustainable growth and sustained social progress. In this regard, the development of relations with the European Union has accelerated the pace of change and modernization of the national economy.

These reforms, which are the logical extension of the adjustment process undertaken by Morocco since 1983, have focused on the modernization of public administration, and continue the program of the privatization of public enterprises, improving the business environment, promoting investment and employment, boosting the financial sector and integrating Morocco into international trade networks.

The overall reform process undertaken by Morocco was partially financed by the European Union program in which Morocco is the main beneficiary within the southern Mediterranean region. Thus, in the framework of MEDA, 1.4 billion euro's have been committed in areas related to support economic transition and the strengthening of socio-economic sectors.

A major development in Morocco's financial cooperation with the European Union was initiated with the establishment of the Facility for Euro-Mediterranean Investment and Partnership (FEMIP) in October 2002. This is based on facilitating access to long-term loans, the provision of venture capital to innovative financial products (equity financing, financing quasi-equity, credit, leasing, and micro-finance for small business) as well as granting interest subsidies as part of environmental projects.

Between October 2002 and December 2006, projects financed under the FEMIP amounted to 1.04 billion euros, making Morocco one of the main beneficiaries in the Mediterranean region of this fund, behind Egypt and Tunisia. The breakdown of funded projects revealed the predominance of funding for infrastructure, including energy and transport, which account for 67% of the total funding received by Morocco under FEMIP.

In terms of prospects, the opportunities that lie ahead are encouraging. The emergence of new businesses clearly constitutes a powerful factor in terms of attracting funding under FEMIP. The positive effects of the additional investments will certainly accelerate the convergence towards European standards and enhance the credibility of the reform agenda.

In addition, negotiations to reach an agreement on trade in services would ultimately achieve a more efficient business environment, thus helping to create more investment opportunities in Morocco. Finally, Morocco is among the first of the Mediterranean countries to have confirmed its participation in the Galileo satellite navigation project. Morocco has also signed with the European Union Air Open Sky agreement that will increase competition for flights to Morocco.

To achieve this ambitious agenda, in February 2003, the Association Council adopted a new structure and working method based on the experience of Eastern European countries in their pre-accession process to the European Union, which will allow for the full exploitation of the opportunities offered by the Association Agreement and will advance bilateral cooperation beyond the existing framework.

### **3. Morocco-European Union Relations under the scope of the Barcelona process: A General Appreciation**

Policies conducted under the Barcelona Process and the European Neighborhood Policy are marked by a certain degree of conditionality between the allocation of financial resources and the opening up of new prospects for closer relations through the implementation of reforms. However, the Action Plan suffers from insufficient financial resources so as to better implement the partnership agenda.

The resources deployed in the 2007-2013 financial prospects need to be strengthened. In this respect, the European Neighborhood and Partnership Instrument (ENPI) to finance the measures provided for in the various action plans should be reviewed for quality and quantity. The amount raised is not appropriate with the funds allocated to the countries in pre-accession phase and is also subject to intense competition from other countries, including Ukraine.

The ENPI is likely to cause dilution of the proposed Euro-Mediterranean Cooperation. Positive discrimination like the French proposal to allocate 60% of the new financial instrument to Mediterranean cooperation would be an interesting point, given the strategic priority that the Mediterranean represents for Europe and with a view to the growing influence of the United States in the region.

The ENPI does not offer concrete and immediate answers to restrictions in the area of free movement of people. These distortions may hinder the liberalization of trade in services and could make the development of a regional free trade area meaningless. Therefore, a constructive migration policy in a context of demographic complementarities deserves to be placed at the center of the concerns of both parties. The demographic deficit confronting the European Union could in fact be filled by a more appropriate treatment of migratory flows from the South of the Mediterranean; this is especially relevant due to the fact that new EU members show limited demographic prospects.

The various constraints faced by the European Union (population decline, the problem of political structure, technological renewal and the increasing social concerns due to unemployment) and, most recently, the financial turmoil in some of member countries), would be likely to weaken its position on the world arena.

In addition, the emergence of new competing economies in Asia and the growing economic importance of the United States may limit the growth prospects of the European Union and keep it below its potential. Therefore, a better implementation of the ENPI also involves the establishment of new strategies by the European partner to overcome the above constraints. A resurgence of the European Union as a major player in the global economy could be beneficial to all its neighboring partners.

In terms of recent development of the bilateral relationship, the European Union is Morocco's largest trading partner, accounting for 56% of its foreign trade in 2009. This group accounts for 65.6% of Moroccan exports and provides more than half of its imports (52%). In terms of the geographical structure of trade with the EU, France is Morocco's largest trading partner, accounting for 18.3% of total trade, followed by Spain (14.8%) and Italy (6%).

The year 2009 was marked by the finalization of negotiations of the association agreement between Morocco and the European Union on the revision of concessions on agricultural products, processed agricultural products, and fish and fishery products.

The introduction of new agricultural protocols should enable Morocco to increase the presence of its agricultural exports, strengthen its market positioning within the EU and align the measures of the agreement with the guidelines of Morocco Green Plan.

On services, in the second round of negotiations that took place in May 2008, both parties agreed to submit initial offers during the first week of October 2008. This period was finally reviewed and the exchange of initial offers was made in January 2009. Finally, at the Summit of Granada between the EU and Morocco held March 7, 2010, the two sides agreed to intensify negotiations on liberalizing trade in services and the right of establishment, in order to reach an ambitious agreement by the end of 2010.

The analysis of the situation of foreign trade with the EU, nine years after the FTA came into force, highlights the main conclusions:

- Total imports destined for the EU registered an increase of 6.5% per year, with the amount of imports of 70 billion MAD in 2000 to 131.4 billion MAD in 2009;
- The overall exports to the EU have evolved at a slower pace than imports. The increase was about 2% per year, the volume of exports has increased from 59 billion MAD in 2000 to 71.2 billion MAD in 2009;
- Given these developments, the trade deficit with the EU has increased by 5.3 during this period from 11.3 billion MAD in 2000 to 60.3 billion MAD in 2009.
- The EU contribution to the overall deterioration in the trade deficit is 37%.

As for FDI, Morocco has recorded a decline of 27.4% of FDI inflows in 2009 compared to 2008, ending on 20.3 billion MAD, a decline of nearly 7.7 billion MAD. After the first seven months of 2010 compared to the same period in 2009, Morocco has experienced a decline in revenue from these investments, according to the Office des Changes, 2.2 billion MAD (-17, 2%) with 10.4 billion MAD against 12.6 billion MAD in 2009. European countries are among the main foreign investors that have experienced a sharp decline in their share of Morocco's FDI flows this decline.

European direct investment in Morocco in 2009 fell by 3 billion MAD (-28.8%) for France and 0.9 billion for Spain (-35.7%). U.S. FDI declined by 17.3% or 144 million MAD. This is also true of most Arab countries like the United Arab Emirates (-3.5 billion or -74.4%) and to a lesser extent Saudi Arabia (-244 million MAD or -47.8 %). Conversely, FDI Kuwaitis rose sharply from 115 million to over 3 billion MAD,

because of their stake in the capital of Wana (about 2.2 billion MAD). Wana is a new operator providing fix and mobile telecom services.

#### 4. The move towards an advanced status: Deepening Morocco regional integration

In 1988, Morocco submitted its first request to apply for membership to the European Economic Community, which had not received a favorable response. The expansion to new members and the opening of accession negotiations from the EU to a country like Turkey has sparked renewed interest in deepening cooperative relations between Morocco and the EU. Thus, the idea put forward by Morocco for an advanced status in its relations with the European Union came into force before the launch of the European Neighborhood Policy. Morocco has always demanded the most privileged relations that would be a little more than the association, but less than membership.

In concrete terms, Morocco's objective is to achieve a common market with the European Union, an area of free trade based on a single market, an open investment regime, a convergence in terms of laws and regulations, an interconnection of energy networks as well as the greater use of the euro as a reserve currency and as a reference in Morocco's trade operations. As a neighbor of the EU, Morocco could thus gain access to better business opportunities and at significantly lower costs.

While large parts of the process of convergence towards European standards are already supported by the Action Plan, the ambition to move towards an advanced status is determined by the positive assessment of progress by the European partner under the Plan. The final assessment report prepared by the European Commission on the progress of the Action Plan has clearly underlined the efforts achieved by the country.

In order to participate in the single market, Morocco will have to integrate the *acquis communautaire*. This will be achieved by aligning its national regulation to all European directives and regulations. This again will be a key condition to gain free access in various fields such as improving free movement of persons, facilitating free movement of goods and services, developing industrial networks and extending business opportunities in the field of public procurements.

On the other hand, a more enhanced anchoring to the euro (using the euro as a reserve currency, billing or

debt currency, or possibly as a flexible anchor), could be a reasonable option with regard to the current structure of Morocco's trade and foreign. This could also be useful to boost trade and enhance the attractiveness of Morocco as compared to other competing regions. In addition, participation in European agencies and programs is an effective way to accelerate the transition process. Morocco, which is already involved in some programs, could explore the opportunity to expand its participation in certain European forums. This participation should not be limited to cultural activities, but can gain efficiency by extending it to other policy areas.

The opportunities offered by the multiple transitions to a new stage of partnership for Morocco are huge, including the strong potential for stimulating the process of economic and social development of Morocco. The anchoring of Morocco in its regional environment has seen new heights with the implementation of the new neighborhood policy. This was a necessary response to current blockages, but appears to be insufficient to establish the foundations for a balanced partnership in the absence of more active engagement on the part of the European Union for Morocco, similar to that given to the countries of Central and Eastern Europe before accession.

For Morocco, the evolution towards an advanced status with Europe is a way to take a further step toward the integration of its economy into the EU market as well as to further deepen its regional integration, taking into account the expected effects in terms of creating new flows of trade and investments. Besides participation in EU programs and agencies, the provisions of Advanced Status are articulated around three overall dimensions:

- ✓ The political and institutional dimensions with, among others, the opportunity for Morocco to adhere to the conventions and structures of the Council of Europe.
- ✓ The economic dimension, through a gradual integration of Morocco into the EU internal market and a greater connection to the Trans-European Networks (Energy, Transportation etc.)
- ✓ The human dimension, particularly through the promotion of cooperation in training and research and the development of technology platforms involving businesses.



#### 4.1 Political, Institutional and Security Dimensions

On the political front, the advanced status offers the opportunity to deepen dialogue and cooperation on key strategic issues that challenge both parties. To this end, besides setting up an EU-Morocco summit and holding regular meetings to enhance political dialogue, the new political agenda includes Morocco's participation in crisis management operations (military and civilian) with the EU and supporting statements of the Common European Security Policy. On the other hand, parliamentary cooperation has been enriched by the creation of a joint commission to strengthen exchanges between parties and political groups, while the Moroccan Parliament has obtained the status of observer at the Parliamentary Assembly of Council of Europe.

Regarding the security dimension, the cooperation between the two parties aims to develop the border control mechanisms, the participation of Morocco in training and seminars of the European Police College and the establishment of a cooperation agreement between Morocco and the European Police Office, and the deepening of cooperation with the European Monitoring Centre for Drugs and Drug Addiction.

Furthermore, in terms of judicial cooperation, emphasis is placed on the EU support to the proposed upgrading of the Moroccan legislative and institutional framework for asylum in accordance with international standards. To this, we can add the possibility for Morocco to access the conventions of the Council of Europe related to judicial matters (which is open to non-member participation), and the establishment of a cooperation agreement between Morocco and Eurojust (the European crime fighting agency), as well as the cooperation that will help Morocco pursue reforms in order to implement all the recommendations of the Equity and Reconciliation National Instance (a Moroccan body in charge of assessing past cases of human rights abuses).

#### 4.2 Economic, financial and social dimensions

In this regard, important axes are envisaged in order to contribute to the establishment of a common economic space, based on standards that govern the European Economic Area. Four complementary approaches are convened:

- ✓ Convergence of Morocco's legislative framework with the *acquis communautaire*. To this end, the alignment of Morocco to the *acquis communautaire*

suggests a certain degree of harmonization of Morocco's legal framework with all the directives and regulations that facilitate, protect and guarantee the fairness of the Community market integration.

- ✓ Conclusion of a Global Free Trade Agreement should help to establish full and free movement of goods (tariffs and non-tariff barriers), services, capital and the temporary presence of natural persons for professional purposes. The forthcoming negotiations should take into account the sensitivity of some sectors as well as to provide for an asymmetric commitment, in favor of Morocco, through a progressive implementation of the agreement as a whole.
- ✓ Economic cooperation, through increased presence of European firms on the Moroccan market, support for policy research and industrial innovation in Morocco, encouragement of networking of SME's with their Moroccan counterparts, European support for the process of standardization and technical regulation of products via an agreement of mutual recognition of procedures for assessing compliance with quality standards, as well as capacity building for the protection of industrial property.
- ✓ Social cooperation through the development of active measures for employment, public services, employment and observation of the labor market, investment in human capital and employability, protection and social inclusion, employment law and industrial relations in the workplace.
- ✓ Accession of Morocco to the European networks and deepening of sectoral cooperation:
  - In transport, Morocco is about to improve connections with European networks of transport (maritime and air transport) and is supporting the modernization of road and rail transport, including an increased regulatory convergence and compliance with European norms and standards of safety.
  - In the field of energy, Morocco's advanced status seeks to integrate the country's energy market into the European energy market, notably for electricity and gas, through the deepening and acceleration of the convergence of policies and legal frameworks.

- At the sectoral level, the new mode of cooperation includes large support of the EU to reform the Moroccan agriculture sector, within the framework of Morocco's strategy called the "Green Plan" as well as the establishment of a geographical indication system of joint recognition of Moroccan and European products in order to promote the access of Moroccan agricultural products to the EU market.
- Enhanced cooperation in the field of environmental protection and development of the water sector, which implies, among other things, capacity building of regulatory bodies and better financial assistance for the EU.

### 4.3 Human dimensions of the cooperation

The advanced status recognizes the importance of the human dimension of the EU-Morocco bond and aims to strengthen cultural exchanges, educational and scientific endeavors and the fostering of opportunities for dialogue and cooperation between civil societies, with a view toward the growing involvement of non-governmental actors in the Morocco-EU partnership:

- ✓ Integration of Morocco's System of Higher Education, Research and Training into the European System of Higher Education and Scientific Research and Training.
- ✓ Structuring the relationship between the territorial entities, in order to reinforce the dynamics of trans-regional cooperation promoted in the framework of the European Neighborhood Policy.
- ✓ Support for civil servants and policy makers in terms of training to enable them to familiarize themselves with the mechanisms of EU institutions.
- ✓ Cooperation in the implementation of the comprehensive approach in the field of migration, including the issue of readmission of illegal immigrants.

### 4.4 Participation of European Agencies and programs

The advanced status provides Morocco's participation in European agencies and programs, despite not being a member state of the European Union. Indeed, the law governing these agencies contains a provision stating that the agency in its specific field is open to the participation of countries that have concluded an agreement with the European Union.

This participation would still not confer the right to vote onto Morocco. Similarly, participation in activities of an agency does not lead automatically to accession to the agency with full membership. Under these conditions, an incremental approach is envisaged through the implementation of cooperative programs aimed at familiarizing Morocco with the work of European agencies.

Morocco currently has the opportunity to participate in the European Agency for Safety Network and Information Security Agency (ENISA), the European Aviation Safety Agency (EASA), the European Maritime Safety Agency (EMSA) and the European Environment Agency (EEA). In addition to these agencies, whose participation is provided by the European Neighborhood Policy, the advanced status offers the opportunity to join other European agencies, which are normally limited to EU Member States.

These agencies are responsible for assisting member countries in the implementation of certain internal European policies, including: the European Monitoring Centre for Drugs and Drug Addiction (EMCDDA), Eurojust, the Institute for Security Studies, the Competitiveness and Innovation Program (CIP), Customs 2013, and the Marco Polo Program.

## 5. Structural, challenges of the advanced status

Despite its enormous opportunities, the advanced status has several stakes that can be summarized in two major aspects: the adequate institutional tools for its implementation and the adequate resources to finance the various reforms involved.

### 5.1 Institutional issues

The institutional aspect is one of the major challenges when it comes to implementing the advanced status. Indeed, Morocco will have to deploy an adequate mode of institutional support that will have the ability to ensure convergence of national rules and laws towards European standards.

To this end, Morocco and the EU have agreed to establish an agreement of mutual recognition of procedures for assessing compliance of Morocco's legislation with the EU while reforming its institutions in view of integrating the EU market. The development of a road map for convergence should accompany each legislation draft proposed to the Moroccan Parliament. In addition, the establishment of a national regulatory body dedicated to monitor the convergence process is on the agenda. However, the status of Morocco as a country that does not fit into a perspective of EU membership does not require it to meet the institutional reforms of all chapters of the *acquis communautaire*. Morocco must, in fact, choose institutional reforms that are most urgent and most suitable for the country's development requirements, taking into account its specificities and constraints.

Institutional twinning projects and technical assistance are crucial for institutional reforms. The amount of institutional twinning that occurs between Morocco and the EU is quite high compared to other southern Mediterranean countries. Certainly, in order to maximize the effects of these projects, emphasis should put on increasing the number of the twinning actions and on their expansion between several Moroccan administrative entities. In other words, institutional twinning should include different levels of the Moroccan government (cities, regions and departments).

It should be noted that under the European Neighborhood Policy in which Morocco is a key stakeholder, institutional twinning is presented as an instrument of cooperation and institution capacity building for the beneficiary countries. Twinning mechanisms are similar for those prevailing in countries in transition: a twinning project fund is awarded to the Member States of the EU to collaborate with neighboring countries in the area of strengthening institutional infrastructure (laws, implementation) and physical infrastructure (systems and equipment). The projects usually last one or two years. Also, experts from the EU provide technical inputs to various components for short durations.

In the case of Morocco, the twinning program already in place should, to a large extent, facilitate the adoption of the *acquis communautaire*. The ultimate goal is to put the necessary tools to accelerate its modernization and upgrading at the disposal of the Moroccan administration. In this regard, the committees convened within the Association agreements should help to identify national priorities and to monitor the reforms undertaken by Morocco in order to assess the progress made by the country in different fields.

On the basis of the TAIEX (Technical Assistance and Information Exchange Instrument), Morocco has received about 30 TAIEX operations since its inception. The year 2008 was an exceptional year of TAIEX, when 13 short-term courses were conducted in Morocco. The year 2009 was clearly beneficial for the country since TAIEX operations covered most sectors prioritized by the *acquis communautaire*. SIGMA (Support for Improvement in Governance and Management) is a second program launched by the European Commission to complement the technical assistance instruments.

Morocco would certainly gain from pursuing the same approach followed by the countries accessing to the EU. That being said, the areas covered by the *acquis communautaire* should be divided according to the principal of priority and feasibility. Morocco must identify the differences and the gap between its regulations and the chapters of the *acquis communautaire*. Then, Morocco, unlike the pre-accession countries to the EU, must decide on the degree of convergence and the desired proximity to these laws.

Indeed, Morocco is free to choose the degree of convergence of its regulations and laws relative to those of the EU. The Kingdom can also define how fast it wants to reform the defined areas. For the time being, priorities were set in 2009 that include: industrial safety standards, financial services and government procurement. In 2010, several other areas have been defined, such as maritime safety and environment. Work on these areas should go forward as it falls within the Moroccan national environmental strategy.

In conclusion, the integration of the Kingdom into the Internal Market of the European Union is a very ambitious goal. It can only be achieved through a gradual process of institutional reform based on the gradual recovery of the various chapters of the *acquis communautaire*. This convergence process will contribute in particular to the stimulation of structural reforms; the enhancement of economic growth in Morocco and at the same time will reduce poverty and increase employment and social cohesion.

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**Focus 1:** A glance at some foreign experiences in terms of institutional transformations

### Turkey

Similar to other pre-accession countries, the European Union has established a pre-accession strategy tailored to the needs of Turkey, by giving priority to the most important areas related to the process of accession. The strategy was also set through a fruitful dialogue on the political aspects of the country, particularly the issues of human rights, as well as ensuring the convergence of positions in the field of foreign policy.

The partnership program for Turkey's accession has been reviewed and amended in 2003 taking into account the progress made in the area of institutional reforms. Turkey implemented over 115 new laws and their purpose in doing so was to approach the standards of European Union policies. Turkey has undertaken profound reforms in all aspects of its policy and put in place a system benefiting a dialogue between civil society and the state, in compliance with the proposal of the European Commission. All of these changes are listed in the National Program for the adoption of the *acquis communautaire* (NPAA). The Turkish government has set up several structures ensuring the transposition of European laws and the implementation of other laws to accompany compliance with the *acquis communautaire*. The government has put in place many structures at local and national levels.

### Ukraine

In order to ensure the monitoring and implementation of the Association Agreement between Ukraine and the European Union, the two partners have established a specific framework in order to ensure the smooth progress of their process of cooperation. The framework consists of four entities: the Cooperation Council (*its main goal is to oversee the implementation of the Association Agreement*), the Cooperation Committee (*whose mission is to monitor the progress in implementing economic and trade chapters of the EU-Ukraine Action Plan*), the Parliamentary Cooperation Committee (*seen as a forum for political dialogue between the parliamentarians of the two parties*), Summits (*the highest level of political dialogue between the two partners held once a year in the presence of Ukrainian President, the President of the EU, European Commission President and High Representative for the Common Foreign and Security Policy*). In addition, Ukraine gives special significance to civil society and integrates it as a stakeholder in the decision-making process.

## 5.2 Financial issues

Morocco and the EU are aware of the paramount need for a mode of financing that can ensure the necessary reforms in Morocco. The joint document recognizes that the deepening of reforms arising from the advanced status, including the regulatory convergence and the modernization of infrastructure and the increasing openness of the economy under the planned deepening of liberalization (FTAA) require substantial financial resources to mobilize technical assistance, financial investment and support of the inevitable social change.

Here, the problem arises in the programming budget in Morocco and therefore the reforms demanded by the advanced status. It should be noted that the 2007-2013 budget is already set by the EU and cannot, under any circumstances, be subject to revision. It is also worth mentioning that despite the increase in the budget dedicated to Morocco (580 millions) during the 2011-2013 period, despite being the largest increase among Mediterranean countries, the current amount does not seem sufficient to meet all requirements of reforms agreed upon between the two partners. Therefore, Morocco should claim a substantial upgrade of funds within the framework of the European budget for the period 2014-2018.

In addition to negotiating the 2014-2018' budget, Morocco can also enjoy the flexibility that the European Commission may have in terms of the allocation of funds from the European Neighborhood and Partnership Instrument (ENPI).

The sums allocated to Morocco fall short of its ambitions. To better understand this argument, it would be desirable to compare the funds per capita allocated by the European Commission to the various Mediterranean countries. For example, Tunisia and Jordan are awarded 8 and 12 euros per capita. The increase granted to Morocco must also be tempered with other neighboring countries, including the countries of Eastern Europe. Ukraine will see its budget increasing by 27% (470 million euro) for 2011-2013 and other countries of the Eastern Partnership will benefit by receiving even more substantial increases.

The European Commission proposes a budget of 385 million euro, including the case of the Union for the Mediterranean, to develop regional cooperation. Regarding cross-cutting programs, they receive a budget of 1.1 billion euro, which include the facilities of governance and investment, Erasmus, institutional twinning projects, and the TAIEX and SIGMA. Among

the Mediterranean countries expected to benefit from these programs, Morocco is, a priori, the country best placed to benefit from a large portion of funding for these programs.

In terms of reference to some foreign experiences, Turkey benefited from its accession status to receive the necessary funding to support its reforms. Also, with a view to its similar profile compared to Morocco, Ukraine continuous to benefit from its rapprochement with the EU to take advantage of several funding opportunities for its proposed reforms. Projects such as financial sector reform, twinning projects and subsidies reform are fully supported by the EU. The European Investment Bank loans and budget granted by the EU are the main sources of finance dedicated to reforms in both countries.

In the case of Switzerland, its cooperation and partnership with the EU indirectly benefited from large sums of the European budget. In contrast to other countries, Switzerland contributes, on an ongoing basis, to European cohesion since it directly benefits from EU enlargement and movement of people and goods.

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Focus: A glance at some foreign experiences in terms of financial arrangements

**Turkey**

As a country officially in the pre-accession phase and since the launch of its pre-accession negotiations, Turkey has received significant budgetary allocations from the European Union. In addition, Turkey still benefits from financial assistance given by the European Union under regional integration. In general, these funds are oriented to support investment on infrastructure projects, and to ensure rural and urban development as well as environmental protection. It is also of note that a significant portion is assigned for restructuring and reforming institutions to support the country's convergence towards European legislation.

**Ukraine**

As a country engaged within a deliberate process of convergence toward the adoption of the *acquis communautaire* with a prospect to become a member of the European Union in the short to medium term, Ukraine also received substantial funds to accompany its reform process. It should be noted that the financial aid allocated to Ukraine continues to grow year after year. As such, in 2002, the total funding was 47 million against a budget of 180 million euros in 2008.

The new assistance strategy for 2007-2010 allowed a budget of 447 million euros and has included new tools such as budget support and coaching. It aims to support the Ukrainian government's policies and its strategies and plans in order to comply fully with European Union standards. Sector budget support, under which financial assistance is provided directly to the national budget, is designed to improve the effectiveness of the European Union and its financial cooperation with Ukraine.

**Switzerland**

The European Union and Switzerland have strong economic interdependence. Economic partnership and exchanges of goods and services between the two partners continue to grow steadily. In this sense, nearly 80% of Swiss imports come from the European Union and about 60% of Swiss exports are directed to it. In addition, European Union investments in Switzerland amounted to 272 billion Swiss francs, against CHF 292 billion invested by Switzerland in the European Union. Switzerland benefits directly from the process of enlargement of the European Union through bilateral agreements it has with the EU. Enlargement to Eastern and Oriental European countries opened great economic opportunities for Switzerland.

## 6. Advanced status and EEA: Similarities and divergences

The advanced status and the EEA agreement are both inserted within a legal framework that doesn't include a clear membership prospects to the European Union, at least in the case of Morocco. However, these two agreements are a step further towards a deeper integration which goes beyond the free trade area, mainly on industrial products and transformed agricultural products, but not to the extent of a Custom Union, thus excluding the establishment of a common trade policy. Compared to Morocco, the situation in Norway as an EEA country reveals many similarities. Both countries do not benefit from the common agriculture policy, as the free trade instates trade restrictions on agriculture and fishery products.

The forthcoming global FTA between Morocco and the European Union has quite the same depth compared to the EEA. Despite covering the four liberties, free trade is still limited (however, Morocco can still negotiate special arrangement with a view toward agriculture products as well as fishery agreements). Free movements of people are not fully guaranteed and solely concern professional workers through residential permits granted for a limited period. Also, neither Morocco nor Norway is integrated into the decision-making process of the European Union.

In terms of European policies, the advanced status seems a bit more comprehensive compared to the EEA. Political dialogue is much deeper in the advanced status and includes mutual support in the field of foreign policy. However, this may be considered with greater precaution and depends on the extent to which a country is willing to renounce a portion of its sovereignty.

In the field of regulatory convergence, it is worth noticing that, based upon the principle of homogenization, the agreement establishing the European Economic Area (EEA) is to date the only principle to consider when adapting the *acquis communautaire* to the laws of the countries of European Association of Free Trade, such as Norway. Under this principle, as soon as a significant piece of legislation is formally adopted by the Council of Europe or the European Commission, the EEA Joint Committee shall make a decision on the amendments to the EEA agreement, in order to allow simultaneous application in the European Commission legislation and the EEA countries.

The process into which Morocco is evolving should lead progressively to the establishment of a common market with the European Union. As a scheme similar to the EEA, this common market fully relies on the harmonization of legislation in the social field, consumer protection, environment, business law, and rules competition are in principle welcomed by Morocco.

The institutional framework that ought to lead this process is not yet established. At this stage, Morocco relies on the sectoral committees operating under the Association Agreement, which will come into effect by March 2012.

Despite the enormous benefit associated with the advanced status, it is worth noting that two important aspects for Morocco's development are not being taken into account. Competitive advantages in the area of agriculture are constrained by non-trade barriers (quotas), while free access of its labor force to European Markets faces several restrictions.

## 7. Some recommendations: How to put forward the advanced status?

The transition to advanced status seems to be an important step towards enhancing the economic and institutional proximity of Morocco in its relations with the European Union. However, the new relational framework should be based not only on market considerations alone but also on the multiple networks of financial and institutional solidarity needed to reduce the gap and accelerate the process of economic development.

In this perspective, it is appropriate that the strengthening of bilateral relations should focus on relevant solutions for the integration of Morocco into European funding circuits to encourage a more favorable treatment of Moroccan agricultural exports. It also remains important for Morocco to accelerate the implementation of innovative programs to meet the requirements of the free trade agreement and continue the dialogue on the challenges facing the future of the Mediterranean area as a whole on the basis of an appropriate, balanced and constructive approach.

To better implement the advanced status and achieve its goals, it is strongly recommended that the operation mode of cooperation structures be reviewed through a better monitoring of decisions as well as in terms of regularity of meetings and consultations. A new frame-

work for financial assistance should be defined in order to support ongoing reforms undertaken by Morocco and to envisage future EU funding. This shouldn't dismiss Morocco from financing part of the involved reform to show its deep commitments in terms of accelerating its alignments towards European values and standards.

In terms of institutions, Morocco would certainly gain from creating multiple administrative entities within its ministerial department in order to better manage the complexity of its relations with the EU in general and to implement the advanced status in particular. Morocco, may, therefore, (1) create cells of work in each department to coordinate with each other and work more closely, (2) establish a Secretariat in charge of Morocco-EU relations in the Ministry of Foreign Affairs, or (3) envisage a monitoring committee for the advanced status, whose mission is to implement reforms related to the adoption of the *acquis communautaire*, and to coordinate with different governmental structures involved in this process.

In this sense, Morocco should ensure the effective participation of civil society. NGOs, associations, unions, and the private sector should be an integral part in the phases of decision-making, project definitions, and especially the evaluation process.

Morocco should learn from the experiences of other countries in terms of their convergence toward the European Union standards. The cases of Turkey, Ukraine, Bulgaria and Romania can be very useful. Based on these experiences, Morocco should strengthen its institutional twinning programs with the European Union, reinforce its consultations and meetings with the EU, as well as set up several institutions to establish good coordination at the national level at different fields (human rights, economic competitiveness, corruption, security).

With reference to the experience of some new European Union members with regard the alignment to the *acquis communautaire*, three main factors are seen to be determinant in terms of the pace of the regulatory and institutional convergence process:

- Level of trade with the European Union: The more the economy of a country is linked to the European Union, the more the alignment to the *acquis communautaire* is efficient and fast.
- Administrative capacity: The countries of the European Union largely share the view that a

major obstacle to the effectiveness of adopting the *acquis communautaire* by the countries of Central and Eastern Europe is that their central governments lacked transparency and were suffering from fragmentation and corruption. In the last ten years, these countries have followed the example of European Union members and have adopted laws on public service aimed at creating a professional, transparent, depoliticized, neutral and efficient environment.

- Degree of political commitment: the speed of the process also seems to depend on the establishment of democratic structures in the countries engaged in a dynamic process of regulatory convergence.

The future of the relations between Morocco and the European Union cannot be examined without taking into account the recent events in the southern Mediterranean and their impact on the prospects for regional integration. Let us stress the following issues:

- It was stressed that the demands for more democracy of people in the south can be interpreted as the last episode of the decolonization process. These demands recall almost the same movement that occurred decades ago in European countries like Portugal, Spain or Greece, which have now become real democracies.
- While these events reflect in essence the beginning of a process of democratic transition, marked by the collapse of several authoritarian regimes, the medium- and long-term of the southern Mediterranean remains shrouded in uncertainty. The removal of these uncertainties largely depends on the creation of internal political and socioeconomic conditions for the successful transition to democracy and the entrenchment of good governance practices.
- Europe's support in the current transitional process is essential. Besides the economic and financial support for the southern Mediterranean countries in this difficult time, Europe would benefit from promoting the anchoring of the countries in the values of democracy and the rule of law. To do this, it is important to modulate the partnership between the two shores of the Mediterranean so that it is based on structural vectors that go beyond the logic of trade integration that has prevailed so far (integration values).

The emphasis is now being placed on the need to revisit the founding principles of the Barcelona-based trio of “peace, stability and shared prosperity.” These principles are still relevant today. Their implementation requires, however, new approaches and innovative mechanisms. These approaches should permit a good balance between the short term and long term, between the micro and macro level and finally, the initiative between private and public initiative. They must be taken up by new mechanisms of financial cooperation and an institutional focus on new priorities (construction of democracy, human infrastructure, social protection, etc.).

In sum, the European leadership is required to provide support for the democratic aspirations in the southern region of the Mediterranean. This would help to dispel the uncertainties that lie ahead and promote and secure long-term viability, which is a necessary condition for enhancing investment in the region.



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## Annex 1: Morocco-European Union Action Plan under the framework of the Neighborhood Policy

| Actions  | Achievements  | Gap   |
|--|---|---|
| <p><b>Dialogue politique et réformes</b></p>   | <ul style="list-style-type: none"> <li>• loi sur les partis politiques</li> <li>• code électoral</li> <li>• nouvelle charte sur l'Aménagement du territoire</li> <li>• loi anti-corruption</li> <li>• avancée de la simplification des procédures judiciaires</li> <li>• nouvelle loi sur la torture</li> <li>• reconnaissance de la diversité culturelle (Institut Royale de la Culture Amazigh)</li> <li>• code de la presse</li> <li>• renforcement des libertés d'association et d'assemblée (émergence de la société civile)</li> <li>• participation effective (sécurité prévention des conflits et gestion des crises)</li> </ul>  | <ul style="list-style-type: none"> <li>• ratification de la convention des NU sur la corruption</li> <li>• approbation du pacte relatif à l'abolition de la peine de mort</li> <li>• lutte contre le travail des enfants en conformité avec la déclaration de l'OIT de 1998.</li> <li>• Progrès de la coopération dans le cadre de l'UMA</li> </ul>   |
| <p><b>Réformes économiques et sociales</b></p> | <ul style="list-style-type: none"> <li>• dynamique de la croissance économique</li> <li>• consolidation budgétaire</li> <li>• mise en œuvre des réformes fiscales (IR, TVA,..)</li> <li>• maîtrise de la masse salariale (DVR)</li> <li>• dynamique du processus de privatisation et ses effets positifs sur l'attrait des capitaux étrangers</li> <li>• position financière extérieure favorable (recettes voyages, transferts des MRE, ...)</li> <li>• stabilité du cadre monétaire (maîtrise de l'inflation)</li> <li>• renforcement du cadre institutionnel de la politique monétaire (nouveaux statuts de la banque centrale)</li> <li>• nouvelle politique agricole (reconversion des cultures)</li> <li>• progression du revenu national brut par habitant</li> <li>• lancement de l'INDH visant la réduction des disparités sociales et spatiales</li> <li>• progrès significatifs dans certains indicateurs sociaux (éducation)</li> <li>• mise en application du code de travail et entrée en vigueur de l'AMO</li> </ul> | <ul style="list-style-type: none"> <li>• neutraliser l'effet des aléas climatiques</li> <li>• réduire le poids des subventions</li> <li>• niveau d'endettement public</li> <li>• amélioration de la qualité des services publics</li> <li>• mise en place d'un cadre des dépenses à moyen terme (CDMT)</li> <li>• résoudre le problème de circuits de commercialisation des produits agricoles</li> <li>• mise en place de la réforme foncière et lutte contre le morcellement des exploitations</li> <li>• combler le retard enregistré sur le front de la lutte contre la pauvreté, la mortalité infantile et le taux d'alphabétisation</li> <li>• mise en place d'un dispositif spécifique de promotion de la femme sur le lieu de travail.</li> </ul> |

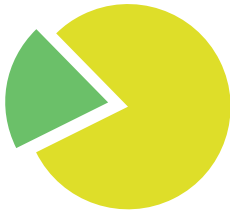
|  |   |   |
|--|---|---|
| <p><b>Commerce, marché et réformes réglementaires</b></p>  | <ul style="list-style-type: none"> <li>• amélioration du climat des affaires et des conditions d'investissement</li> <li>• progrès du démantèlement tarifaire prévu par l'accord d'association</li> <li>• lancement des négociations sur les produits agricoles et de pêche</li> <li>• Entrée en vigueur du protocole de cumul pan euro-méditerranéen des règles d'origine</li> <li>• modernisation de l'Administration des douanes</li> <li>• mise en place d'un système d'identification et de traçabilité</li> <li>• début des négociations dans le domaine des services (alignement aux principes de Bâle dans le domaine des services financiers)</li> <li>• mise en œuvre de la réforme fiscale avec l'appui du FMI et la commission européenne</li> <li>• projet de loi sur la protection des consommateurs</li> <li>• progrès dans le domaine de la propriété intellectuelle et industrielle (loi sur les marques, loi sur les droits d'auteurs)</li> <li>• législation cadre sur les concessions publiques</li> <li>• mise en œuvre de la charte euro-méditerranéenne pour l'entreprise</li> </ul> | <ul style="list-style-type: none"> <li>• mise en place d'un cadre de gouvernance d'entreprise</li> <li>• mise en place d'un mécanisme de règlement des différends commerciaux</li> <li>• conclusion d'un accord sur l'évaluation de la conformité et l'acceptation des produits industriels (ACAA)</li> <li>• renforcement des capacités légales administratives et techniques dans le domaine de la supervision bancaire</li> <li>• ratification de la convention de l'OIT relative à l'égalité de traitement dans les conditions de travail.</li> <li>• activation du rôle du Conseil de la concurrence</li> <li>• adhésion aux conventions internationales et renforcement des capacités administratives et techniques en matière de lutte contre le piratage</li> <li>• réforme de la réglementation des marchés publics</li> </ul> |
| <p><b>Coopération/ Justice et affaires intérieures</b></p> | <ul style="list-style-type: none"> <li>• coopération appréciable en matière de lutte contre l'immigration clandestine</li> <li>• lancement du premier jumelage JLS dans la zone MEDA (formation de forces chargées du contrôle des frontières)</li> <li>• ratification de la convention des NU contre la criminalité transfrontalière</li> <li>• jumelage au bénéfice du Ministère des Finances pour la mise à niveau législative, réglementaire et institutionnelle</li> <li>• signature de conventions bilatérales en matière de coopération judiciaire et policière</li> </ul>   | <ul style="list-style-type: none"> <li>• mise en place d'un cadre réglementaire concernant les réfugiés</li> <li>• adhésion aux protocoles additionnels sur la migration, les armes et le trafic de personnes</li> <li>• stratégie de lutte contre la drogue</li> <li>• loi anti-blanchiment</li> </ul>   |

|   |   |   |
|---|---|---|
| <p><b>Transports, énergie, société de l'information, environnement, science et technologie, R&amp;D</b></p> | <ul style="list-style-type: none"> <li>• progrès de la réforme du secteur du transport (code de la route, commission de transport, ...)</li> <li>• révision du cadre législatif du secteur de transport ferroviaire (séparation de l'activité de gestion des infrastructures de celle de la fourniture des services)</li> <li>• accord aérien Maroc-Union Européenne (ouverture graduelle des marchés, alignement aux législations européennes)</li> <li>• mise en place d'une Agence Nationale des Ports et séparation des fonctions de régulations de celles commerciales</li> <li>• participation au programme Galileo</li> <li>• mise en œuvre du plan gazier</li> <li>• code des hydrocarbures</li> <li>• libéralisation du secteur d'électricité</li> <li>• diversification du bouquet énergétique (éolien, solaire, hydroélectrique)</li> <li>• adoption de nombreux projets de MDP</li> <li>• lancement de la stratégie e-maroc visant à promouvoir l'utilisation des applications de la société de l'information</li> <li>• progression de la libéralisation des marchés (3 opérateurs pour la téléphonie fixe, trois licences GSM de troisième génération attribuées en octobre 2006)</li> <li>• rôle actif de l'ANRT en matière de respect de la concurrence</li> <li>• vision stratégique pour la recherche et l'innovation à l'horizon 2025</li> </ul> | <ul style="list-style-type: none"> <li>• développement d'un marché maghrébin d'électricité</li> <li>• atténuation du poids des subventions allouées aux produits énergétiques pour la promotion d'un marché énergétique plus ouvert et transparent</li> <li>• Exploitation du potentiel en énergies renouvelables (accroissement de la part des énergies renouvelables dans la consommation énergétique de 4% à 10% d'ici 2012)</li> <li>• relèvement des défis liés à la qualité de l'eau, gestion des déchets, pollution côtière et la désertification</li> </ul> |
| <p><b>Contacts entre les peuples</b></p>  | <ul style="list-style-type: none"> <li>• mise en œuvre de la Charte nationale de l'éducation et de la formation</li> <li>• réformes visant la généralisation de l'éducation, l'amélioration de la qualité de l'enseignement, renforcement des mécanismes de gouvernance</li> <li>• intensification de la coopération entre universités marocaines et européennes (programme TEMPUS, Erasmus Mundus, Jean Monnet)</li> <li>• participation effective du Maroc aux activités culturelles Euromed</li> <li>• réforme de la santé publique en ligne avec l'INDH</li> </ul>  | <ul style="list-style-type: none"> <li>• ratification de la convention de l'UNESCO sur la protection et la promotion de la diversité des expressions culturelles</li> <li>• amélioration de l'accès aux soins, la réorganisation et la décentralisation du système de santé, le renforcement administratif et financier du secteur</li> </ul>   |



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# Europautredningen

## Utvalget for utredning av Norges avtaler med EU

Den 7. januar 2010 besluttet Regjeringen å nedsette et forskningsbasert, bredt sammensatt offentlig utvalg som skal foreta en grundig og bredest mulig gjennomgang av EØS-avtalen og konsekvensene av avtalen på alle samfunnsområder.

### Utvalgets mandat er som følger:

«Utvalget skal foreta en bred og grundig vurdering av politiske, rettslige, forvaltningsmessige, økonomiske og andre samfunnsmessige konsekvenser (herunder velferds- og distriktpolitiske) av EØS-avtalen.

Det skal legges særlig vekt på å vurdere betydningen av utviklingen i EU og EØS etter inngåelsen av EØS-avtalen for avtalens omfang- og virkemåte. Eksempler på områder det kan være naturlig å utrede er bl.a. distriktpolitikk, demokrati på alle styringsnivå, nærings- og arbeidsliv samt forvaltning av naturressurser og miljø. Utvalgets arbeid skal inkludere en gjennomgang av erfaringene med Schengen-avtalen og øvrige samarbeidsordninger med EU.

Utvalget skal ha vekt på beskrivelser og vurderinger av EØS-avtalens og øvrige avtaler/samarbeidsordningers betydning og virkemåte. Arbeidet i organene som ble opprettet for å overvåke EØS-avtalens funksjon, vurderes også.»

### Utvalgsmedlemmer:

Fredrik Sejersted (leder), Liv Monica Bargem Stubholt (nestleder), Frank Aarebrot, Lise Rye, Dag Seierstad, Helene Sjursen, Fredrik Bøckman Finstad, Kate Hansen Bundt, Karen Helene Ulltveit-Moe, Jonas Tallberg, Jon Erik Dølvik, Peter Arbo. Sekretariatet ledes av Ulf Sverdrup, og er lokalisert ved Senter for europarett (UiO). For mer informasjon se: [www.europautredningen.no](http://www.europautredningen.no)



# Europautredningen

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ISBN 978-82-93145-40-0 (trykt) • ISBN 978-82-93145-41-7 (nett)