

PERSIAN GULF 2023

India's Relations with the Region

Md. Muddassir Quamar Sameena Hameed P. R. Kumaraswamy

palgrave macmillan

Persian Gulf

India's Relations with the Region

Series Editor

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Persian Gulf, the leading publication of the Middle East Institute, New Delhi, India systematically looks at the growing relationship between India and the countries of the Persian Gulf region. Due to rising economic interactions and political engagements, the region has assumed greater importance, and hence requires a methodical study.

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Md. Muddassir Quamar · Sameena Hameed · P. R. Kumaraswamy

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ISSN 2523-8302 ISSN 2523-8310 (electronic)
Persian Gulf
ISBN 978-981-99-6379-9 ISBN 978-981-99-6380-5 (eBook)
https://doi.org/10.1007/978-981-99-6380-5

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To Professor Avraham Sela With respect, admiration and gratitude

ABOUT MEI@ND

Founded in October 2009 as a private and not-for-profit academic initiative, Middle East Institute at New Delhi (MEI@ND) re-pledges its commitment to generating a serious, nuanced, scholarly and non-partisan understanding of the region for India. During this period, the MEI has undertaken several academic and outreach activities, including *Contemporary Review of the Middle East*, a refereed quarterly published by Sage (India), book series with Knowledge World and several edited volumes, with the participation of young and budding scholars.

As the region dominates India's political, strategic, economic, energy, cultural and social interests in the broader Middle East, the *Persian Gulf Series* was launched in 2012. It systematically tracks, analyses and details bilateral relations annually.

The Series began as an edited volume and when we moved to Springer, we settled for co-authorship for greater coherence and timely execution. The fundamentals of the Series remain the same, namely, to present India's relations with the region in a comprehensive, holistic and systematic manner.

CONTENTS

1	Introduction	1
2	Bahrain	41
3	Iran	81
4	Iraq	125
5	Kuwait	163
6	Oman	205
7	Qatar	243
8	Saudi Arabia	287
9	United Arab Emirates	335
10	Yemen	383
11	GCC	411
12	Policy Options	439
Index		445

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ABBREVIATIONS

ADIA Abu Dhabi Investment Authority

ADIPEC Abu Dhabi International Petroleum Exhibition and Conference

ADNOC Abu Dhabi National Oil Company

AED Emirati Dirham AI Artificial Intelligence

APEDA Agricultural and Processed Food Products Export Development

Authority, India

AQAP Al-Qaeda in the Arabian Peninsula

B2B Business-to-Business bcfpd billion cubic feet per day bcm billion cubic metre

BEDB Bahrain Economic Development Board

BHD Bahraini Dinar

BJP Bharatiya Janata Party
BNA Bahrain News Agency
BP British Petroleum
bpd barrels per day

CBY Central Bank of Yemen

CEPA Comprehensive Economic Partnership Agreement, India

COAS Chief of Army Staff, India CoNS Chief of Naval Staff, India COO Certificate of Origin

CSB Central Statistical Bureau, Kuwait

DGFT Director General of Foreign Trade, India

DPIIT Department for Promotion of Industry and Internal Trade,

India

xiv ABBREVIATIONS

ECR Emigration Check Required, India EIA Energy Information Administration, US

EIU Economist Intelligence Unit

EPC engineering procurement and construction

EU European Union

FAO Food and Agricultural Organisation, UN

FATF Financial Action Task Force

FCSA Federal Competitive and Statistics Authority, UAE FCSC Federal Competitiveness and Statistics Centre, UAE

FDI Foreign Direct Investment

FICCI Federation of Indian Chambers of Commerce and Industry

Fintech Financial Technology

FNC Federal National Council, UAE

FOB Free On Board

FSC Federal Supreme Council, UAE

FTA Free Trade Agreement

FTO Foreign Terrorist Organisation GCC Gulf Cooperation Council

GCC-SG Secretariate-General of Gulf Cooperation Council

GCC-STAT GCC Statistical Centre GDI Gender Development Index GDP Gross Domestic Product

GECF Gas Exporting Countries Forum
GGGR Global Gender Gap Report
GII Gender Inequality Index
GNI Gross National Income
GNP Gross National Product
GoI Government of India

GPC General People's Congress, Yemen

GRF General Reserve Fund

GST Goods and Services Tax, India GSTATS General Authority for Statistics

GW Giga Watt

HDI Human Development Index HDR Human Development Reports HRW Human Rights Watch, New York

IAEA International Atomic Energy Agency, Vienna

IAF Indian Air Force

IBN India Business Network

ICA Federal Authority for Identity and Citizenship, UAE

ICAI Institute of Chartered Accountants of India

ICC International Cricket Council

IDEX International Defence Exhibition, Abu Dhabi

IDPs Internally-Displaced Persons

ILO International Labour Organisation, UN

IMF International Monetary Fund

INSTC International North-South Transportation Corridor

IOC Indian Oil Corporation
IOCs International Oil Companies

IOR Indian Ocean Region

IORA Indian Ocean Rim Association

IOSCG India-Oman Strategic Consultative Group

IoT Internet of Things

IPGL India Ports Global Limited
IPL Indian Premier League (cricket)
IPN Indian Professional Network
IPO Initial Public Offering

IPP Independent Power Producer IPU Inter-Parliamentary Union

IQD Iraqi Dinar

IRCON Indian Railways Construction Limited

IRFFI International Reconstruction Fund Facility for Iraq

IRGC Iranian Revolutionary Guard Corps

IRI Islamic Republic of Iran IRNA Iranian News Agency

IRR Iranian Rial

ISIS Islamic State of Iraq and Syria

ISN Indian Sports Network

ISPRL Indian Strategic Petroleum Reserves Limited

ISRO Indian Space Research Organisation

IT Information Technology

ITC International Trade Centre, Geneva

ITEC Indian Technical and Economic Cooperation
ITUC International Trades Union Confederation
IWPP Independent Water and Power Plant

JAFZA Jebel Ali Free Zone, UAE

JCM Joint Commission Meeting, India

JCPOA Joint Comprehensive Plan of Action (Iran)

JWG Joint-Working Group

KAPP Kuwait Authority for Partnership Projects

KDP Kurdistan Democratic Party
KIA Kuwait Investment Authority
KRG Kurdish Regional Government, Iraq

KSA Kingdom of Saudi Arabia KUNA Kuwait News Agency

KWD Kuwaiti Dinar

KWH Kilowatt Hour

LNG Liquefied Natural Gas LPG Liquefied Petroleum Gas

MADLSA Ministry of Administrative Development, Labour and Social

Affairs, Qatar

MBC Middle East Broadcasting Centre, London

million barrels per day mbpd

MbS Mohammed bin Salman, Crown Prince and Prime Minister of

Kingdom of Saudi Arabia

MbZ Mohamed bin Zayed, President of UAE and Ruler of Abu

Dhabi

mcm million cubic metre

MEA Ministry of External Affairs, India MEES Middle East Economic Survey, Nicosia **MERS** Middle East Respiratory Syndrome

MFA Ministry of Foreign Affairs

MFNE Ministry of Finance and National Economy, Bahrain Meetings, Incentive Conference and Exhibition MICE

million metric tons mmt

MNCs Multi-National Corporations MoD Ministry of Defence, India Ministry of Finance, India MoF Ministry of Foreign Affairs MOFA

Ministry of Health MoH MoI Ministry of Interior

MOM Manage, Operate and Maintain MoPH Ministry of Public Health, Qatar MoU Memorandum of Understanding

Ministry of Petroleum and Natura Gas, India MPNG

million tons per annum mtpa

MW Mega Watt

NDC Nationally Determined Contribution NEC National Election Commission, UAE National Investigation Agency, India **NIA** Nitrogen, Phosphorous, and Potassium NPK

NRI Non-Resident Indian

NSE National Stock Exchange, India

NSSA National Space Science Agency, Bahrain

UN Office for Coordination of Humanitarian Affairs OCHA **OEC** Observatory of Economic Complexity, MIT Media Lab, US OECD Organisation for Economic Co-operation and Development

OETC Oman Electricity Transmission Company

OIC Organisation of Islamic Cooperation OIJF Oman-India Joint Investment Fund OIR Operation Inherent Resolve, US OMIFCO Oman-India Fertiliser Company

OMR Omani Rial

ONGC Oil and Natural Gas Corporation, India

OOC Oman Oil Company

OPEC Organisation of the Petroleum Exporting Countries
OPEC+ OPEC plus (Members of OPEC and Azerbaijan, Bahrain,

Brunei, Kazakhstan, Malaysia, Mexico, Oman, Russia, South

Sudan and Sudan)

PAI Division Pakistan-Afghanistan-Iran Division, MEA, India PBD Pravasi Bharatiya Divas (Overseas Indians Day)

PDS Public Distribution System, Iraq

PDTC Power for Defence Technology Co, Saudi Arabia

PIB Press Information Bureau, India PIF Public Investment Fund, Saudi Arabia

PIO Persons of Indian Origin PPP Public-Private Partnership PPP Purchasing Power Parity

PSA Planning and Statistics Authority, Qatar

PSF Peninsula Shield Force, GCC

PSL Private Sector Participation Law, Saudi Arabia

PTA Preferential Trade Agreement

PVC Polyvinyl Chloride

QAR Qatari Riyal

QIA Qatar Investment Authority

RAS Recirculating Aquaculture Systems, UAE

RBI Reserve Bank of India

RCC Redeployment Coordination Committee, UN

RSF Reporters Without Borders

RTA Roads and Transport Authority, Dubai SABIC Saudi Arabian Basic Industries Corporation SAGIA Saudi Arabian General Investment Authority

SAMA Saudi Arabian Monetary Authority

SAR Saudi Rial

SARS Severe Acute Respiratory Syndrome SCO Shanghai Cooperation Organisation Special Drawing Rights (IMF) SDR SEP Strategic Energy Partnership Saudi Fund for Development SFD SFDA Saudi Food and Drug Authority SGD Sustainable Development Goals State General Reserve Fund of Oman **SGRF**

xviii ABBREVIATIONS

SII Serum Institute of India SLoCs Sea Lines of Communication SME Small and Medium Enterprises

SOMO State Organisation for the Marketing of Oil, Iraq

SPC Supreme Petroleum Council, UAE SPC Supreme Political Council, Yemen SPR Strategic Petroleum Reserve

SSIFS Sushma Swaraj Institute of Foreign Services, India

STC Saudi Trading Corporation

STC Southern Transition Council, Yemen

SWF Sovereign Wealth Fund

SWIFT Society for Worldwide Interbank Financial Telecommunication

TCE Tata Consulting Engineers

tcf trillion cubic feet

TEUs Twenty-Foot Equivalent Units

TWH Tera Watt Hour

UAV Unmanned Aerial Vehicle

UNCTD United Nations Conference on Trade and Development

UNDP UN Development Programme

UNESCWA United Nations Economic and Social Commission for Western

Asia

UNGA United Nations General Assembly
UNHRC United Nations Human Rights Council

UNMHA United Nations Mission to support the Hodeida Agreement

UNSC United Nations Security Council UPR Universal Periodic Review (UN)

USAID US Agency for International Development

USCIRF United States Commission on International Religious Freedom

VAT Value Added Tax

VoIP Voice Over Internet Services VPN Virtual Private Network

WHO World Health Organisation, UN

WLL With Limited Liability

WTI West Texas Intermediate (Oil Standard)

YER Yemeni Rial YOY Year-On-Year

List of Figures

Fig. 1.1	OPEC reference basket price, 2022 (Source OPEC,	
	Annual Statistical Bulletin, 2023, https://asb.opec.org/)	21
Fig. 2.1	India's trade with Bahrain, 2016–2022 (Source Compiled	
	from GoI, Directorate General of Foreign Trade,	
	Ministry of Commerce and Industry, https://dashboard.	
	commerce.gov.in/commercedashboard.aspx)	74
Fig. 2.2	India's top five import items from Bahrain, 2022-2023	
	(Source Compiled from GoI, Directorate General	
	of Foreign Trade, Ministry of Commerce and Industry,	
	https://dashboard.commerce.gov.in/commercedash	
	board.aspx)	75
Fig. 2.3	India's top five export items to Bahrain, 2022-2023	
	(Source Compiled from GoI, Directorate General	
	of Foreign Trade, Ministry of Commerce and Industry,	
	https://dashboard.commerce.gov.in/commercedash	
	board.aspx)	76
Fig. 3.1	India's top five export items to Iran, 2022–2023 (Source	
	Compiled from Directorate General of Foreign Trade,	
	Ministry of Commerce and Industry Government of India)	120
Fig. 3.2	India's top five import items from Iran, 2022–2023	
	(Source Compiled from Directorate General of Foreign	
	Trade, Ministry of Commerce and Industry Government	
	of India)	120

Fig. 4.1	India's trade with Iraq, 2016–2022 (Source Directorate	
	General of Foreign Trade, Ministry of Commerce	
	and Industry Government of India, https://dashboard.	
	commerce.gov.in/commercedashboard.aspx)	156
Fig. 4.2	India's top five import items from Iraq, 2022–2023	
8	(Source Compiled from Directorate General of Foreign	
	Trade, Ministry of Commerce and Industry Government	
	of India, https://dashboard.commerce.gov.in/commer	
	cedashboard.aspx)	156
Fig. 4.3	India's top five export items to Iraq, 2022–2023 (Source	100
116. 1.0	Compiled from Directorate General of Foreign Trade,	
	Ministry of Commerce and Industry Government	
	of India, https://dashboard.commerce.gov.in/commer	
	cedashboard.aspx)	158
Fig. 5.1	India's trade with Kuwait, 2016–2022 (Source Compiled	130
Fig. 5.1		
	from GoI, Directorate General of Foreign Trade,	
	Ministry of Commerce and Industry, https://dashboard.	198
F: 5.2	commerce.gov.in/commercedashboard.aspx)	190
Fig. 5.2	India's top five import items from Kuwait, 2022–2023	
	(Source Compiled from GoI, Directorate General	
	of Foreign Trade, Ministry of Commerce and Industry,	
	https://dashboard.commerce.gov.in/commercedash	100
F: 5.0	board.aspx)	198
Fig. 5.3	India's top five export items to Kuwait, 2022–2023	
	(Source Compiled from GoI, Directorate General	
	of Foreign Trade, Ministry of Commerce and Industry,	
	https://dashboard.commerce.gov.in/commercedash	
	board.aspx)	199
Fig. 6.1	India's trade with Oman, 2016–2022 (Source Compiled	
	from Directorate General of Foreign Trade, Ministry	
	of Commerce and Industry Government of India)	235
Fig. 6.2	India's top five export items to Oman, 2022–2023	
	(Source Compiled from GoI, Directorate General	
	of Foreign Trade, Ministry of Commerce and Industry,	
	https://dashboard.commerce.gov.in/commercedash	
	board.aspx)	236
Fig. 6.3	India's top five import items from Oman, 2002–2023	
	(Source Directorate GoI, General of Foreign Trade,	
	Ministry of Commerce and Industry, https://dashboard.	
	commerce gov in /commercedashboard aspy)	236

Fig. 7.1	India's trade with Qatar, 2016–2022 (Source Compiled from Directorate General of Foreign Trade, Ministry	
	of Commerce and Industry Government of India)	278
Fig. 7.2	India's top five export items to Qatar, 2022–2023 (Source	
	Compiled from GoI, Directorate General of Foreign	
	Trade, Ministry of Commerce and Industry, https://das	
	hboard.commerce.gov.in/commercedashboard.aspx)	279
Fig. 7.3	India's top five import items from Qatar, 2022–2023	
	(Source Compiled from GoI, Directorate General	
	of Foreign Trade, Ministry of Commerce and Industry,	
	https://dashboard.commerce.gov.in/commercedash	
	board.aspx)	280
Fig. 8.1	India's trade with Saudi Arabia, 2016–2022 (Source	
U	compiled from Goi, Directorate General of Foreign	
	Trade, Ministry of Commerce and Industry, https://das	
	hboard.commerce.gov.in/commercedashboard.aspx)	326
Fig. 8.2	India's top five export items to Saudi Arabia, 2022–2023	
U	(Source Goi, Directorate General of Foreign Trade,	
	Ministry of Commerce and Industry, https://dashboard.	
	commerce.gov.in/commercedashboard.aspx)	327
Fig. 8.3	India's top five import items from Saudi Arabia,	
U	2022–2023 (Source GoI, Directorate General of Foreign	
	Trade, Ministry of Commerce and Industry, https://das	
	hboard.commerce.gov.in/commercedashboard.aspx)	327
Fig. 9.1	India's trade with UAE, 2016–2022 (Source Compiled	
U	from GoI, Directorate General of Foreign Trade,	
	Ministry of Commerce and Industry, https://dashboard.	
	commerce.gov.in/commercedashboard.aspx)	372
Fig. 9.2	India's top five import items from UAE, 2022–2023	
0	(Source GoI, Directorate General of Foreign Trade,	
	Ministry of Commerce and Industry, https://dashboard.	
	commerce.gov.in/commercedashboard.aspx)	375
Fig. 9.3	India's top five export items to UAE, 2022–2023 (Source	
0	GoI, Directorate General of Foreign Trade, Ministry	
	of Commerce and Industry, https://dashboard.com	
	merce.gov.in/commercedashboard.aspx)	375
Fig. 10.1	India's trade with Yemen, 2015–2022 (Source Compiled	
<i>S</i> : = 2.1	from Directorate General of Foreign Trade, Ministry	
	of Commerce and Industry, Government of India)	406

xxii LIST OF FIGURES

Fig. 10.2	India's top five export items to Yemen, 2022–2023	
	(Source Compiled from Directorate General of Foreign	
	Trade, Ministry of Commerce and Industry, Government	
	of India)	407
Fig. 11.1	India's top export items to GCC, 2022-23 (Source	
	Directorate General of Foreign Trade, Ministry	
	of Commerce and Industry Government of India)	433
Fig. 11.2	India's top import items from GCC, 2022-23 (Source	
	Directorate General of Foreign Trade, Ministry	
	of Commerce and Industry, Government of India)	433

LIST OF TABLES

Table 1.1	Number of Covid-19 cases until 31 December 2022	13
Table 1.2	Global Innovation Index, 2022	13
Table 1.3	EIU Democracy Index, 2022	14
Table 1.4	EIU Democracy Index, 2006–2022	15
Table 1.5	Global Freedom Score, 2022	15
Table 1.6	Gender Inequality Index, 2021	16
Table 1.7	Corruption Perceptions Index ranking, 2017–2022	17
Table 1.8	Global Passport Ranking, 2022	18
Table 1.9	Proven oil and natural gas reserves (December 2022)	20
Table 1.10	Fiscal break-even oil prices for the Gulf exporters,	
	2000–2022 (US\$per barrel)	22
Table 1.11	India's trade with Persian Gulf countries, 2016–2022	
	(US\$million)	31
Table 1.12	Emigration clearance given, 2021–2022	32
Table 1.13	India's natural gas imports, 2016–2021 (bcm)	33
Table 1.14	India's electricity generation by fuel, 2020–2021	
	(terawatt hours)	34
Table 1.15	India's top five sources and destinations for energy	
	trade, 2022–2023	35
Table 1.16	India's energy trade with the Persian Gulf countries,	
	2021–2023	36
Table 1.17	India's LPG and LNG imports, 2021–2023 (US\$million)	37
Table 2.1	Bahrain's new cabinet as of December 2022	48
Table 2.2	Bahrain's economic growth 2019–2023	56

xxiv LIST OF TABLES

Table 2.3	Bahrain's select current account indicators, 2019–2022 (US\$million)	62
Table 2.4	Bahrain's direction of trade, 2022 (US\$million)	63
Table 2.5	India's energy trade with Bahrain, 2019–2022	03
Table 2.5	(US\$million)	78
Table 3.1	Iran's economic growth, 2019–2023	101
Table 3.2	Iran's select current account indicators, 2019–2022	101
24010 0.2	(US\$million)	106
Table 3.3	Iran's direction of trade, 2022 (US\$million)	107
Table 3.4	Iran's energy statistics, 2018–2022	110
Table 3.5	India's trade with Iran, 2016–2022 (US\$million)	119
Table 4.1	Iraqi Cabinet, October 2022	135
Table 4.2	Iraq's economic growth, 2019–2023	140
Table 4.3	Iraq's select current account indicators, 2019–2022	
	(US\$million)	146
Table 4.4	Iraq's direction of trade, 2022 (US\$million)	147
Table 4.5	Iraq's energy statistics, 2018–2022	150
Table 4.6	India's energy trade with Iraq, 2019–2022	159
Table 5.1	Council of Ministers of Kuwait, October 2022	170
Table 5.2	Kuwait's economic growth rate, 2019–2023	178
Table 5.3	Kuwait's current account select indicators, 2019–2022	
	(US\$million)	188
Table 5.4	Kuwait's direction of trade, 2022 (US\$million)	188
Table 5.5	Kuwait's energy statistics, 2018–2022	190
Table 5.6	India's energy imports from Kuwait, 2019-2022	
	(US\$million)	201
Table 6.1	Oman's economic growth, 2019–2023	216
Table 6.2	Oman's select current account indicators, 2019-2021	
	(US\$million)	222
Table 6.3	Oman's direction of trade, 2022 (US\$million)	223
Table 6.4	Oman's energy statistics, 2018–2021	226
Table 6.5	India's energy trade with Oman, 2019-22	239
Table 7.1	Qatar's economic growth, 2019–2023	255
Table 7.2	Qatar's select current account indicators, 2019–2021	
	(US\$million)	263
Table 7.3	Qatar's direction of trade, 2021–2022 (US\$million)	264
Table 7.4	Qatar's energy statistics, 2019–2021	268
Table 7.5	India's energy trade with Qatar, 2019–2022 (US\$million)	283
Table 8.1	Kings of Saudi Arabia since 1932	293
Table 8.2	Saudi Arabia's economic growth, 2019–2023	307
Table 8.3	Saudi Arabia's select current account indicators,	
	2019–2022 (US\$million)	314

Table 8.4	Saudi Arabia's direction of trade, 2022 (US\$million)	315
Table 8.5	Saudi Arabia's energy statistics, 2018–2022	318
Table 8.6	India's energy trade with Saudi Arabia, 2019–2023	
	(US\$million)	331
Table 9.1	UAE's economic growth, 2019–23	351
Table 9.2	UAE's select current account indicators, 2019–22	
	(US\$million)	356
Table 9.3	UAE's direction of trade, 2022	358
Table 9.4	UAE's energy statistics, 2018–21	360
Table 9.5	India's energy trade with UAE, 2019–22 (US\$million)	380
Table 10.1	Members of Yemen's Presidential Leadership Council,	
	April 2022	387
Table 10.2	Yemen's economic growth, 2019–2023	393
Table 10.3	Yemen's select current account indicators, 2019–2021	
	(US\$million)	399
Table 10.4	Yemen's direction of trade, 2021 (US\$million)	400
Table 10.5	Yemen's energy statistics, 2018–2021	401
Table 11.1	Economic growth in GCC, 2019–22	416
Table 11.2	Profile of GCC labour market, 2021	422
Table 11.3	Select external indicators in GCC states, 2019–21	
	(US\$billion)	423
Table 11.4	GCC's direction of trade, 2021 (US\$billion)	424
Table 11.5	Share in energy production in GCC countries, 2021	427
Table 11.6	GCC's energy statistics, 2018–21	427
Table 11.7	India's trade with GCC, 2018–23 (US\$million)	431
Table 11.8	Number of Indians in the GCC and registered	
	in E-Migrate system, 2021–23	435
Table 11.9	India's energy trade with GCC, 2019–22 (US\$million)	436



CHAPTER 1

Introduction

The Persian Gulf remains at the core of the political, economic, strategic and cultural developments in the Middle East. This emanates mainly from the ascendance of the Gulf Arab States in regional politics and global economy due to the energy resources, strategic location, and logistical and supply-chain infrastructure. The political turmoil in the Middle East since the Arab Spring made the Persian Gulf countries even more important due to their proactive involvement in geo-political contestations and counter-terrorism. The region has immense significance for India, as it is an extended neighbourhood, maritime neighbour, major supplier of oil and gas, and home to nearly 10 million Indian expatriates. Thus, the Persian Gulf is vital for India's economic growth and energy security. Further, regional stability is vital for maritime security and the safety of the sea lines of communication (SLOCs) in the Western Indian Ocean. Notably, India's trade, business, investments and strategic ties with the Persian Gulf have improved with the continued strengthening of political and diplomatic relations. Notwithstanding these, domestic, regional and international challenges need a constant, nuanced and prudent response to turn them into an opportunity.

REGIONAL TRENDS

In 2022, the Persian Gulf witnessed some extraordinary developments which can have long-term implications for the region and India's engagements with it. Some domestic, regional and international trends during the year have significant ramifications for the region and India and need closer scrutiny.

Covid-19: Although Covid-19 remained a cause of global concern in early 2022, the spirit of human resilience and pharmaceutical and technological advancements began to show results. Consequently, by mid-to-late 2022, the signs of weakening of the global health crisis became apparent, and the focus shifted to managing the economic fallouts of the pandemic and the disruptions it caused. In the region, the energy-rich Gulf Cooperation Council (GCC) countries, especially Qatar, UAE and Saudi Arabia, were able to make strides in reversing the economic downturn. On the other hand, Bahrain and Oman struggled in their economic recovery due to depleting oil production and exports. Kuwaiti economy continued to lag because of political instability and uncertainty. Iran, Iraq and Yemen struggled due to mismanagement of resources, political instability, international sanctions, social unrest and the ongoing civil war in the case of Yemen. While the health and logistics crises witnessed since 2020 eased, the long road ahead for economic recovery continues to be challenging.

Ukraine Crisis: Russian invasion of Ukraine in February 2022 rekindled the memory of Cold War era international politics when Eastern Europe was the battle ground for global geo-political contestations and the tensions between the US and the then Soviet Union. The crisis in Ukraine divided the world, with the US and Western European countries coming out in support of Ukraine and condemning the Russian invasion, while China, Iran and Belarus supported Russian claims and military action. Many others, such as India, Türkiye, Egypt and the GCC countries, chose to remain neutral while underlining the need to avoid escalation and respecting the sovereignty of each state. Saudi Arabia and UAE refused to explicitly side with the US in the United Nations

¹ Robert S. Foa, Margot Mollat, Han Isha, Xavier Romero-Vidal, David Evans and Andrew J. Klassen, "A world divided: Russia, China and the West", October 2022, Centre for the Future of Democracy, University of Cambridge, https://www.bennettinstitute.cam. ac.uk/wp-content/uploads/2023/01/A_World_Divided.pdf, accessed 27 July 2023.

to condemn and sanction Russia and defied pressure to isolate Moscow, especially in the international energy market. Alternatively, Qatar capitalised by expanding gas supplies to the European market as a replacement for Russian supplies. The Saudi decision to go ahead with OPEC+² plans to cut oil production kept the international oil prices stable, much to the chagrin of the Biden administration, which was hoping for lower prices to stifle Russian oil revenues. Partly because of the Qatari importance in the global energy market, the Western criticism of Qatari human rights records during the run-up to the FIFA World Cup became moderated. For its part, Doha used it to run a counter-media and public relations offensive, accusing Western governments and analysts of ulterior motives and racist behaviour.³

FIFA World Cup: The organisation of the FIFA World Cup in Qatar in November–December 2022 underlined the oil-rich Gulf countries' quest to be the hub of international sporting, entertainment and cultural events. The international, especially Western European, criticism of Qatar hosting the mega football event over human and labour rights violations during the run-up to the event bordered on racism and reminded the world of the continued oriental lens of governments and civil society in Europe. For Qatar and Gulf Arab states, the event became a showpiece to display intra-GCC and intra-Arab bonhomie with various regional leaders, including Mohammed bin Salman (MbS) and Mohammed bin Zayed (MbZ) visiting Doha during the event and sharing screen space and photo ops with Emir Tamim bin Hamad al-Thani.

The Iranian team did not lip sync the national anthem during their opening game against England in solidarity with protestors at home; but this led to a backlash domestically and forced them to abandon the symbolic defiance in subsequent matches. Some Iranian protestors,

² OPEC+ includes 13 members of OPEC plus 10 other major oil producing countries, namely Azerbaijan, Brunei, Kazakhstan, Bahrain, Malaysia, Mexico, Oman, Russia, Sudan and South Sudan.

³ Belén Fernández, "The massive hypocrisy of the West's World Cup 'concerns'", *Al-Jazeera*, 28 November 2022, https://www.aljazeera.com/opinions/2022/11/28/the-massive-hypocrisy-of-the-wests-world-cup-concerns, accessed 27 July 2023.

⁴ Gulcin Kazan Doger, "Western media criticism of World Cup host Qatar 'old orientalism refashioned for modern audience'", *Anadolu Agency*, 30 November 2022, https://www.aa.com.tr/en/europe/western-media-criticism-of-world-cup-host-qatar-old-orientalism-refashioned-for-modern-audience/2752080, accessed 27 July 2023.

however, showed public solidarity with the protests at home by organising small demonstrations outside the stadiums in Doha. Qatar allowed the sympathy and support for Palestine and hostility towards Israel among the Arab masses to be displayed during the matches and on the streets during the event. Beyond politics and geopolitics, the successful organisation of the World Cup by Qatar underlined the ability of the rich GCC countries to pull off mega sporting events despite their limited capacity in terms of size, population and infrastructure. Despite the much-discussed restrictive socio-cultural environment, it underscored the immense possibilities for such mega-cultural extravaganza.

Iran Nuclear talks: The talks between Iran and the other signatories to the Joint Comprehensive Plan of Action (JCPOA) held in Vienna halted in March 2022 over different approaches to the core issues. While the US and Iran engaged in the talks indirectly, both sides reportedly insisted on different issues. The Iranian side wanted guarantees against future unilateral withdrawals in the event of change of US administration and the lifting of sanctions on the Iranian Revolutionary Guards Corps (IRGC). The US was keen to stop uranium enrichment by Iran and complete adhere to JCPOA commitments before any agreement. These differences escalated after the International Atomic Energy Agency (IAEA) inspection of Iranian nuclear sites in 2022 that Iran was in violation of JCPOA.⁵ Indirect talks between Iran and the US resumed in August, but the outbreak of protests in September over Kurdish-Iranian woman Mahsa Amini's death derailed the process; the European countries, who were spearheading the revival of the nuclear deal, opted to go slow. Hence, until 31 December 2022, despite several rounds of talks, there were no notable signs of a breakthrough in the Vienna talks.

Protests in Iran: The Islamic Republic faced one of the largest protests since the Green Movement (2009) in the wake of the death of Mahsa Amini on 16 September 2022 in the custody of the *Ghast-e-Irshad* (morality police). Iran has since 2018 witnessed sporadic protests over inadequate civic amenities, human rights abuse and curtailment of women's freedom. The Raisi government, after coming to power in

⁵ International Atomic Energy Agency (IAEA), "NPT safeguards agreement with the Islamic Republic of Iran", Report by the Director General, GOV/2022/26, 30 May 2022, https://www.iaea.org/sites/default/files/22/06/gov2022-26.pdf, accessed 27 July 2023.

August 2021, had promised a resolution of civic issues to contain social unrest, but Amini's death sparked a widespread protest over women's rights. What started as an angry outburst by family and friends of Amini quickly escalated into a country-wide protest demanding better rights and greater freedom, especially for women, and in a matter of weeks, transformed into a mass movement against a "repressive" regime. After initial reluctance, the Islamic Republic resorted to using force to quell the unrest and blamed external forces—Israel, Saudi Arabia and the US for trying to destabilise Iran.⁶ Tehran also blamed the Iranian Kurdish opposition based in the Iraqi Kurdish autonomous region, for supporting the Iranian protestors and launched missile attacks against some targets in Iraq in November. Police and security action reportedly led to over 500 deaths and thousands of arrests. Regime supporters also organised counter-protests, and by the end of 2022, signs of weakening of protests could be noticed.

Yemen Crisis: The crisis in Yemen continued through 2022 despite the six-month ceasefire between April and September. The three domestic belligerents—Houthis, the UN-recognised government and Southern Transition Council—were not ready to scale down violence and resolve differences through political negotiations. The Saudi inability to defeat the Houthi rebels and force a political solution underlined its limitations, although its strategic goal of preventing a complete Houthi takeover was successful. However, the lack of an exit plan and continued infighting among the Hadi government factions hurt Riyadh's interests and international image.

Moreover, Houthi missile and drone attacks heightened security concerns inside the Kingdom. In January 2022, drone and missile attacks were launched against targets in UAE, and in retaliation the Saudi-led coalition intensified air strikes against Houthis in northern Yemen and Sana'a. Due to regional and UN efforts, a two-month ceasefire was reached on 2 April, which helped in de-escalating. After two extensions in June and August, the ceasefire ended in October, but the fighting did

⁶ Reuters, "Iran says U.S. attempting to use unrest to weaken country", 27 September 2022, https://www.reuters.com/world/middle-east/iran-says-us-trying-vio late-sovereignty-over-unrest-warns-response-2022-09-26/, accessed 27 July 2023.

⁷ Iran International, "Number of civilians killed during Iran protests rises to 506", 21 December 2022, https://www.iranintl.com/en/202212216716, accessed 27 July 2023.

not escalate to pre-cease fire levels. In April, Riyadh engineered a transition as Hadi relinquished power to a presidential council headed by Rashad al-Alimi.⁸ Iran continued its low-scale support for Houthis while the UAE strengthened its stronghold over Aden and Socotra Island areas by aligning with the STC.⁹

Political Stalemate in Iraq: The parliamentary elections in Iraq in October 2021 resulted in Moqtada al-Sadr gaining the upper hand as his Sairoon Movement bagged 73 seats in the 329-member Council of Representatives. In addition, the newly formed Sunni Taqaddum (Progressive) Party gained 37 seats. Since no bloc could get to a simple majority, a political stalemate ensued leading to inordinate delays in government formation. The parties could not agree on power sharing and electoral reforms. Contentious issues also included finding a successor for President Barham Salih. In August 2022, the political differences escalated into street fights with the Sadrist supporters descending on streets in the Green Zone, prompting counter-protests by pro-Iran militias, causing heightening fears of a civil war. Eventually, Sadr announced his withdrawal from politics leading to the mass resignation of Sairoon members from parliament in anticipation of forcing a fresh election. 10 However, the move empowered the rival State of Law party of Nouri al-Maliki, which used the electoral laws to increase its seats after Sairoon's withdrawal. It paved the way for Abdul Rashid Latif being elected president in October, who appointed Mohammed Shia al-Sudani as prime minister, who finally gained the confidence of parliament on 27 October 2022 to end the political stalemate.

Elections in the GCC States: A key factor shared by the six members of the GCC is their less open political system. They are monarchies wherein the hereditary ruler controls the state and government. There

⁸ Ali al-Sakani, "Yemen inaugurates new presidential council", *Al-Jazeera*, 19 April 2022, https://www.aljazeera.com/news/2022/4/19/yemen-inaugurates-new-pre-sidential-council, accessed 27 July 2023.

⁹ Armed Conflict Location & Event Data Project (ACLED), "Regional overview: Middle East 11 December 2021-7 January 2022", 13 January 2022, https://acleddata.com/2022/01/13/regional-overview-middle-east-11-december-2021-7-january-2022/, accessed 24 May 2023.

¹⁰ Ahmed Rasheed, "Iraqi Shi'ite Sadrist lawmakers resign from parliament", *Reuters*, 13 June 2022, https://www.reuters.com/world/middle-east/iraqi-shiite-cleric-sadr-asks-his-partys-lawmakers-resign-parliament-statement-2022-06-12/, accessed 19 June 2023.

are nonetheless nuanced differences in their functioning. For example, the UAE is a federation of seven family-ruled Emirates with a Federal Supreme Council (FSC) headed by a president to run the federal government. Bahrain, Kuwait and Qatar are constitutional monarchies, while Saudi Arabia and Oman have not adopted any constitution. In recent years, these monarchies have gradually adopted some form of elections for greater domestic legitimacy and acceptance by international observers. To a large extent, the elected bodies in the GCC States only have consultative or advisory functions and are inconsequential regarding government formation or policy orientation. Moreover, elections are contested by independent candidates, as political organisations or parties are prohibited in GCC countries, except for Bahrain and Kuwait. In the case of Saudi Arabia (and Qatar until 2021), the elections are confined only to the municipal councils, while the parliament (Majlis al-Shura) is a nominated body. In 2022, elections were held in Bahrain and Kuwait.

Regional Reconciliations: The Abraham Accords between Israel and some Arab states concluded in 2020 started a trend of reconciliations among regional adversaries, rivals and foes. In January 2021, the GCC countries buried their hatchet by signing the Al-Ula Declaration ending the four-year Qatari isolation. The UAE worked towards easing tensions with Iran, Türkiye and Bashar al-Assad regime in Syria. Saudi Arabia and Iran began indirect talks in Baghdad in early 2021, leading up to the first Baghdad Conference in August 2021, attended by Iranian and Saudi representatives, among others. The trend strengthened in 2022, with UAE and Saudi Arabia resuming diplomatic engagements with Türkiye. In the meantime, efforts towards bringing Syria back to the Arab League fold gained momentum due to Emirati, Jordanian and Iraqi initiatives. Saudi Arabia also moderated its position on the Syrian re-entry into the Arab League. With Iran, the progress in talks halted because of the uncertain fate of the Vienna talks and the eruption of mass protests in September. In addition to the political and geo-political factors, the post-Covid-19 geo-economic compulsions and the change of administration in Washington nudged regional countries to manage differences through diplomacy.

Tense Relations with the US: The relations between Persian Gulf countries and the US have been tense since Joe Biden assumed office in January 2021, mainly due to the lack of clarity in prioritising