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**THIS ACTION IS FUNDED BY THE EUROPEAN UNION**

**ANNEX**

of the Commission Implementing Decision on the Special Measure in favour of Israel for 2022

**Action Document for “Support to the European Neighbourhood Policy Action Plan – Israel 2022”**

**SPECIAL MEASURE**

This document constitutes the annual work programme in the sense of Article 110(2) of the Financial Regulation, and action plan/measure in the sense of Article 23(4) of the Neighbourhood, Development and International Cooperation Regulation (NDICI-Global Europe).

**1. SYNOPSIS**

**1.1. Action Summary Table**

|   |  |
|---|--|
| <b>1. Title</b><br><b>CRIS/OPSYS</b><br><b>Basic Act</b>        | <b>Support to the European Neighbourhood Policy Action Plan – Israel 2022</b><br>Special measure in favour of Israel for 2022<br>OPSYS reference : NDICI-GEO-NEAR/2022/ACT-61609<br>ABAC Commitment level 1 number: JAD.1114519<br>Financed under the Neighbourhood, Development and International Cooperation Instrument (NDICI-Global Europe). |
| <b>2. Team Europe Initiative</b>                                | No   |
| <b>3. Zone benefiting from the Action</b>                       | The Action shall be carried out in Israel <sup>[1]</sup>   |
| <b>4. Programming document</b>                                  | N.A.   |
| <b>5. Link with relevant MIP(s) objectives/expected results</b> | N.A.   |
| <b>PRIORITY AREAS AND SECTOR INFORMATION</b>                    |  |
| <b>6. Priority Area(s), sectors</b>                             | N.A.   |

<sup>[1]</sup> The eligibility criteria formulated in Commission Notice Nr. 2013/C-205/05 (OJEU C-205 of 19.07.2013) shall apply to the implementing modalities linked to this Action Programme. This notice, entitled "Guidelines on the eligibility of Israeli entities and their activities in the territories occupied by Israel since June 1967 for grants, prizes and financial instruments funded by the EU from 2014 onwards", can be consulted [here](#).

|  |  |                                     |                                     |                            |
|--|--|-------------------------------------|-------------------------------------|----------------------------|
| <b>7. Sustainable Development Goals (SDGs)</b> | Main Sustainable Development Goal (SDG): <ul style="list-style-type: none"> <li>- SDG 17 – Strengthen the means of implementation and revitalise the Global Partnership for Sustainable Development</li> </ul> Other significant SDGs: <ul style="list-style-type: none"> <li>- SDG 6: Ensure availability and sustainable management of water and sanitation for all</li> <li>- SDG 7: Ensure access to affordable, reliable, sustainable and modern energy for all</li> <li>- SDG 8: Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all</li> <li>- SDG 13: Take urgent action to combat climate change and its impacts</li> <li>- SDG 16: Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels</li> </ul> |                                     |                                     |                            |
| <b>8 a) DAC code(s)</b>                        | 43010 – Multisector Aid – 100%   |                                     |                                     |                            |
| <b>8 b) Main Delivery Channel</b>              | 60000 – Private entity in donor country  |                                     |                                     |                            |
| <b>9. Targets</b>                              | <input type="checkbox"/> Migration<br><input type="checkbox"/> Climate<br><input type="checkbox"/> Social inclusion and Human Development<br><input type="checkbox"/> Gender<br><input type="checkbox"/> Biodiversity<br><input type="checkbox"/> Human Rights, Democracy and Governance   |                                     |                                     |                            |
| <b>10. Markers (from DAC form)</b>             | <b>General policy objective</b>  | <b>Not targeted</b>                 | <b>Significant objective</b>        | <b>Principal objective</b> |
|  | Participation development/good governance  | <input type="checkbox"/>            | <input checked="" type="checkbox"/> | <input type="checkbox"/>   |
|  | Aid to environment   | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>   |
|  | Gender equality and women’s and girl’s empowerment   | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>   |
|  | Reproductive, maternal, new-born and child health  | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>   |
|  | Disaster Risk Reduction  | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>   |
|  | Inclusion of persons with Disabilities   | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>   |
|  | Nutrition  | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>   |
|  | <b>RIO Convention markers</b>  | <b>Not targeted</b>                 | <b>Significant objective</b>        | <b>Principal objective</b> |
|  | Biological diversity   | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>   |
|  | Combat desertification   | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>   |
|  | Climate change mitigation  | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>   |

|                             |                                     |                                     |                                     |                            |
|-----------------------------|-------------------------------------|-------------------------------------|-------------------------------------|----------------------------|
|                             | Climate change adaptation           | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>   |
| <b>11. Internal markers</b> | <b>Policy objectives</b>            | <b>Not targeted</b>                 | <b>Significant objective</b>        | <b>Principal objective</b> |
|                             | Digitalisation                      | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>   |
|                             | Tags:                               | YES                                 | NO                                  | /                          |
|                             | digital connectivity                | <input type="checkbox"/>            | <input checked="" type="checkbox"/> |                            |
|                             | digital governance                  | <input type="checkbox"/>            | <input checked="" type="checkbox"/> |                            |
|                             | digital entrepreneurship            | <input type="checkbox"/>            | <input checked="" type="checkbox"/> |                            |
|                             | digital skills/literacy             | <input type="checkbox"/>            | <input checked="" type="checkbox"/> |                            |
|                             | digital services                    | <input type="checkbox"/>            | <input checked="" type="checkbox"/> |                            |
| <u>Connectivity</u>         | <input type="checkbox"/>            | <input checked="" type="checkbox"/> | <input type="checkbox"/>            |                            |
| Tags:                       | YES                                 | NO                                  | /                                   |                            |
| digital connectivity        | <input type="checkbox"/>            | <input checked="" type="checkbox"/> |                                     |                            |
| energy                      | <input type="checkbox"/>            | <input checked="" type="checkbox"/> |                                     |                            |
| transport                   | <input type="checkbox"/>            | <input checked="" type="checkbox"/> |                                     |                            |
| health                      | <input type="checkbox"/>            | <input checked="" type="checkbox"/> |                                     |                            |
| education and research      | <input type="checkbox"/>            | <input checked="" type="checkbox"/> |                                     |                            |
| Migration                   | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>            |                            |
| Reduction of Inequalities   | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>            |                            |
| COVID-19                    | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>            |                            |

### BUDGET INFORMATION

|                              |   |     |              |
|------------------------------|---|-----|--------------|
| <b>12. Amounts concerned</b> | Budget line: 14.020110 - Southern Neighbourhood |     |              |
|                              | Total estimated cost:                           | EUR | 2 000 000.00 |
|                              | Total amount of EU budget contribution          | EUR | 2 000 000.00 |
|                              |   |     |              |

### MANAGEMENT AND IMPLEMENTATION

|  |  |
|--|--|
| <b>13. Implementation modalities (type of financing and management mode)</b> | Project Modality                                   |
|  | <b>Direct management</b> through:<br>- Procurement |

## 1.2. Summary of the Action

This Action is in line with the EU policy on the process of normalisation of relations between Israel and certain Arab countries, the new Agenda for the Mediterranean<sup>1</sup> (February 2021) and the statement on the EU position<sup>2</sup> at the recent EU-Israel Association Council (October 2022). The Action “Support to the

<sup>1</sup> [https://www.eeas.europa.eu/sites/default/files/joint\\_communication\\_renewed\\_partnership\\_southern\\_neighbourhood.pdf](https://www.eeas.europa.eu/sites/default/files/joint_communication_renewed_partnership_southern_neighbourhood.pdf)

<sup>2</sup> <https://www.consilium.europa.eu/media/59337/st13103-en22.pdf>

European Neighbourhood Policy Action Plan – Israel 2022” aims to reinforce EU-Israel bilateral relations and enhance the EU’s support to Israel in exploring further regional, sub-regional or trilateral cooperation and joint initiatives with its neighbours and partner countries in the MENA region<sup>3</sup>.

This Action amounts to EUR 2 million and will be implemented via procurements under direct management (service contract(s)). It aims at framing interactions, developing linkages and exploring opportunities for regional and trilateral cooperation and joint initiatives opening up new perspectives for business, people, trade, (in particular trade facilitation), investment, transport, research, the fight against climate change, the environment as well as in a number of other areas, with a view to leveraging the broader regional context.

The Action aims to support the Israeli government, institutional partners, the private sector and non-governmental organisations with the implementation of regional cooperation; specifically by:

- (1) Supporting policy/cooperation dialogue between the government of Israel and governments of the region, the EU and other key stakeholders (via advisory services, studies, visits, etc.);
- (2) Supporting dialogue and cooperation between Israeli non-governmental actors, Palestinian non-governmental actors and those of Arab countries, especially those that have normalised diplomatic relations with Israel;
- (3) Supporting the identification, formulation and implementation of pilot actions of regional cooperation of an institutional, people-to-people, business-to-government and business-to-business nature;
- (4) Supporting the identification of a strategy to better capitalise on the use of twinning projects and the experience that Israel could bring to the region;
- (5) Support policy/cooperation dialogue between the EU, the government of Israel, and ;
- (6) Supporting strategic communication and public diplomacy.

The Action supports the EU-Israel Action Plan. It also contributes to the implementation of the above-mentioned New Agenda for the Mediterranean as well as the European Science Diplomacy Agenda<sup>4</sup>.

## 2. RATIONALE

### 2.1. Context

Israel is a special case for what concerns development co-operation, being an OECD<sup>5</sup> country. A bilateral allocation is made available from the Neighbourhood Component of the Neighbourhood, Development International Cooperation Instrument (NDICI)<sup>6</sup>. Given that there is no Single Support Framework for Israel, cooperation is based on the EU-Israel European Neighbourhood Policy (ENP) Action Plan<sup>7</sup>, agreed in 2005 and recently extended until 2025<sup>8</sup>. The set of common objectives and commitments laid out in the Action Plan provides the basis for increased co-operation between the EU and Israel, including the possibility of legislative and regulatory approximation as well as cooperation in jointly identified priority areas.

So far, Israel has already made significant use of the Technical Assistance and Information Exchange (TAIEX) and Twinning instruments and has extensive experience in enhancing legislative approximation in areas such as: market regulation, statistics, agriculture policy, transport, justice, health, welfare services and environment.

<sup>3</sup> *COUNTRIES AND TERRITORIES IN THE NEIGHBOURHOOD AREA as listed in Annex 1 of the NDICI regulation* [Publications Office \(europa.eu\)](#) and *Co-operation Council for the Arab States of the Gulf (GCC)*.

<sup>4</sup> [https://ec.europa.eu/commission/presscorner/detail/en/IP\\_21\\_6270](https://ec.europa.eu/commission/presscorner/detail/en/IP_21_6270)

<sup>5</sup> Organisation for Economic Co-operation and Development

<sup>6</sup> <https://eur-lex.europa.eu/legal-content/en/TXT/?uri=CELEX%3A32021R0947>

<sup>7</sup> <https://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2005:233:0034:0051:EN:PDF>

<sup>8</sup> OJ L 147, 21.6.2000, p. 3.

Israel also participates actively in various EU-funded programmes, including Horizon Europe, Erasmus + and a number of regional programs.

In September 2020, leaders from Bahrain, Israel, and the United Arab Emirates signed the so-called “Abraham Accords”. A few months later, on 10 December 2020, Israel and Morocco also signed a normalisation agreement. These series of agreements have contributed to an important policy shift in the region in which these Arab states choose to cooperate more closely with Israel on various topics such as security, trade, and environmental issues. These agreements have an open character, allowing for cooperation, including on a people-to-people level. Israel’s commitment to strengthen its relations with its new partners – plus Egypt and the United States – further materialised through the adoption of a formal framework for regional cooperation (the Negev Forum) in September 2022.

The EU welcomed the announcement of the normalisation of relations between Israel and Arab countries and considered the process as beneficial both for the countries directly involved as well as for the stabilisation of the region as a whole. Building on this, the “new Agenda for the Mediterranean”, published in February 2021 and endorsed by the European Council in April 2021, states that “the EU will also be ready to explore and support further regional, sub-regional or trilateral cooperation and joint initiatives between partner countries across the board in light of the recent normalisation of relations between Israel and a number of Arab countries”. The EU reiterated this position at the 12th meeting of the EU-Israel Association Council of 3 October 2022.

In an effort to ensure security of supply in the wake of the energy crisis, while deepening regional and bilateral energy relations and advancing trilateral cooperation, on 15 June 2022 the EU also concluded a trilateral Memorandum of Understanding with Egypt and Israel on Cooperation Related to Trade, Transport and Export of Natural Gas to the EU. The MoU underpins the export of natural gas from Israel via Egypt’s liquefaction facilities, and promote cooperation on renewable energy and energy efficiency with a view to accelerating the energy transitions of the partners.

## **2.2. Problem Analysis**

The recent re-establishment of diplomatic relations between Israel and some neighbourhood countries has opened new possibilities of increased regional cooperation. Since August 2020, Israel has opened diplomatic representative offices in each of the countries having normalised: UAE, Bahrain, Sudan, and Morocco. Direct air routes and flights operate between Israel and Abu Dhabi, Dubai, Manama, Casablanca, and Marrakesh. Ministers and leading figures from all the countries have conducted reciprocal official visits and have signed cooperation agreements in a wide range of areas. In addition, businesspeople have mapped opportunities and formulated joint models, dozens of civilian initiatives have been launched, while the security ties have also been tightened.

Progress is steady, and the overall picture is promising. At the same time, there is still a long way to go before the potential of the Agreements is fully realised. While the agreements enjoy high-level political support, public attitudes across the board are slower to change. An Arab Barometer, undertaken after the normalisation agreements between Israel and the UAE and Bahrain, surveyed seven Arab countries – Morocco, Algeria, Tunisia, Libya, Jordan, Iraq and Lebanon – and found that, given the long-standing hostility towards Israel, the attitudes of ordinary citizens were highly unfavourable towards these agreements. People-to-people interactions at the non-governmental level could however positively contribute to facilitate such change of attitude. Civil society organisations (CSO) can broaden both formal and informal cooperation in ways that touch the everyday lives of citizens, creating the legitimacy needed to sustain the agreements.

At the same time, the normalisation agreements could create new opportunities to leverage the broader regional context, to reengage and relaunch dialogue on the Middle East Peace Process. In particular by influencing Israeli policies in the occupied Palestinian territory and by designing ways to help the Palestinians benefit from the increased regional cooperation and growth.

In this context, this Action intends to exploit opportunities for closer regional cooperation to address a number of common regional challenges that require a shared international effort, including the transition to renewable energy and energy efficiency, (transboundary) water management, food security, disaster preparedness, transnational health issues and adaptation to climate change, also in the form of trilateral or multilateral cooperation with other partners in the Mediterranean. In the area of energy, the programme could support assessments related to the recent trilateral Memorandum of Understanding on Cooperation Related to Trade, Transport and Export of Natural Gas to the EU between the EU, Egypt and Israel. .

At the same time, this Action seeks to capitalise on the extensive experience Israel has gained in the alignment with the EU legislative framework through the use of Twinning and TAIEX in areas such as, i.e.: market regulation, statistics, agriculture policy, transport, justice, health, welfare services and environment. This could further benefit the design of regional cooperation activities.

## **Main stakeholders**

The main stakeholders for the Action will be the Israeli public administration, Israeli public institutions, non-governmental organisations and groups in the broadest sense possible, including think tanks, academia, religious groups, journalists, opinion-formers, representatives of professional associations, private sector representatives, trade associations, cultural organisations, gender organisations, etc. Other key stakeholders will be their relevant counterparts in the countries of the region, the various European Commission services that are involved in implementing the EU – Israel Action Plan and, finally, related EU Delegations.

## **2.3 Lessons Learned**

The main lesson learnt from the implementation of previous peace agreements between Israel, Egypt and Jordan has been that the inclusion of non-governmental actors as well as civil society is essential in order to attain a “real” improvement of relations and build sustainable peace.

The cross-border cooperation programme<sup>9</sup> (CBC Med) and earlier regional Civil Society programmes (e.g. Anna Lindh Foundation, Majalat, Net Med Youth) have shown that cooperation at technical level can be helpful to foster cooperation. As part of these programmes, Israeli participants were invited to technical or professional meetings together with their counterparts from ENP Arab countries. This has resulted in the establishment of several Arab-Israeli professional networks, showing that discussion and dialogue is feasible at a technical and professional level. These programmes have also shown that caution needs to be exercised in relation to communication. Participants of these programmes, especially citizens from Arab ENP countries, were willing to participate, but on the condition that their participation was not publicised, particularly on social networks, due to peer pressure and the online presence of anti-normalisation movements

Finally, this action builds on existing institutional cooperation with Israeli ministries through twinning interventions in the context of increased approximation of Israel’s legal framework with the EU acquis and/or EU good practices while also contributing to strengthening sectorial dialogues.

## **3. DESCRIPTION OF THE ACTION**

### **3.1. Objectives and Expected Outputs**

The Overall Objective (Impact) of this Action is to strengthen the relations between the EU and Israel by supporting this country in the operationalisation of agreements with neighbouring countries and the creation of an environment conducive to sustainable regional peace, in line with the priorities defined at the EU-Israel Association Council.

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<sup>9</sup> ENI CBC MED Joint Operational Programme is available [here](#).

Specific Objectives (SO) /outcomes (O):

**Specific Objective 1:** to strengthen conditions favourable to tangible cooperation between Israel and its neighbours at inter-institutional level;

**Specific Objective 2:** to strengthen conditions favourable to constructive exchanges between Israel and its neighbours at the level of non-governmental actors;

**Specific Objective 3:** to enhance strategic policy dialogues and exchanges between the EU and Israel at political, administrative and economic levels and increase legislative and regulatory approximation (including the participation in European Union programmes).

The Outputs to be delivered by this Action contributing to the corresponding Specific Objectives (Outcomes) are:

### **Contributing to Outcome 1:**

**1.1** Enhanced cooperation (bilaterally and or multilaterally) between Israeli institutions, and institutions of Arab countries, especially those that have normalised diplomatic relations with Israel.

### **Contributing to Outcome 2:**

**2.1** Enhanced dialogue and cooperation (bilaterally and or multilaterally) between Israeli non-governmental actors and non-governmental actors of Arab countries (including Palestine<sup>10</sup>), especially those that have normalised diplomatic relations with Israel.

### **Contributing to Outcome 3:**

**3.1** Enhanced relations for selected priority sectors of mutual EU-Israel interests in the ENP Action Plan and strategies to better capitalise on the use of twinning projects and support ongoing “two-ways” policy exchanges.

### **3.2. Indicative Activities**

The Action will be implemented through a number of activities that can be grouped in three clusters:

- (i) a strategic framework of action aimed to enhance cooperative relations between Israeli institutions, and institutions of Arab countries (including Palestine) (Specific Objective 1);
- (ii) an action Plan to enhance dialogue and cooperation between non-governmental organisations in Israel and in Arab countries (including Palestine) (Specific Objective 2); and
- (iii) identification of priority sectors of mutual EU-Israel interests to better capitalise on the use of twinning projects, enhance ongoing policy exchanges. (Specific Objective 3).

The activities in all three clusters will include (but will not be limited to): policy advice, analyses and studies to help the design of relevant and impactful programmes, the development of knowledge (studies, reports, strategic plans, roadmaps, tools, databases), and the identification of obstacles and opportunities to the regional cooperation, networking activities (workshops, seminars, sharing of information, etc.), as well as monitoring and evaluation, and communication activities (campaigns, social media, etc.).

Indicative activities will support the identification and formulation of strategies and pilot actions both at the institutional level and at the level of people-to-people interaction.

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<sup>10</sup> This designation shall not be construed as recognition of a State of Palestine and is without prejudice to the individual positions of the Member States on this issue.

Furthermore, activities will include strategic communication and public diplomacy (campaigns, social media, etc.).

### **3.3. Mainstreaming**

#### **Environmental Protection, Climate Change and Biodiversity**

**Outcomes of the Environmental Impact Assessment (EIA) screening** (relevant for projects and/or specific interventions within a project).

The EIA screening classified the action as Category C (no need for further assessment).

**Outcome of the Climate Risk Assessment (CRA) screening** (relevant for projects and/or specific interventions within a project).

The CRA screening concluded that this action is no or low risk (no need for further assessment).

#### **Gender equality and empowerment of women and girls**

As per OECD Gender DAC codes identified in section 1.1, this Action is labelled as G0. This implies that this Action does not directly target gender equality issues.

Nevertheless, in line with the EU commitments on the implementation of the United Nations Security Council Resolutions 1325 and 1820, this Action seeks to support women to actively take part in the normalisation between Israel and the Arab countries as well as in closer relations between Israel and the EU.

For these reasons, the Action will give specific attention to the promotion of women's participation and gender responsiveness in Israel's normalisation and regional cooperation efforts.

#### **Human Rights**

All activities under the Action will apply the Human Rights Based Approach (HRBA) in line with EU's commitment to the Sustainable Development Goals and to reducing all forms of inequalities. The renewed EU HRBA<sup>11</sup> will help make activities more inclusive and sustainable. The design and implementation of activities will support the realisation of human rights for all, directly or indirectly, whenever relevant.

#### **Disability**

As per OECD Disability DAC codes identified in section 1.1, this Action is labelled as D0. While this implies that disability is not directly targeted under the Action, the application of the HRBA will ensure that rights of persons with disability will be mainstreamed whenever relevant.

#### **Democracy**

The Commission's 2012 Communication "The roots of democracy and sustainable development: Europe's engagement with Civil Society in external relations"<sup>12</sup> acknowledges the crucial role of civil society in fostering democracy, peace and conflict resolution, and recognises the tight link between democracy and peace as two mutually reinforcing pillars of resilient societies. Against this backdrop, this Action promotes inclusion of all civil society actors in the different components of the Action. Enhancing their role and voice in the context of bilateral relations and regional cooperation is a way to ensure participatory democracy. The Action will support initiatives that uphold democratic values, in line with international human rights law, domestic laws, as well as the rule of law and principles of good governance more generally.

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<sup>11</sup> EU updated Toolbox on the rights-based approach is available [here](#).

<sup>12</sup> [2012 Communication "The Roots of Democracy" \(EC, 2012\)](#)

## Conflict sensitivity, peace and resilience

Conflict sensitivity, peace and resilience are at the core of this Action. The Action will ensure that the complexity of Israeli-Arab relations and the existing power balance between the parties are thoroughly assessed and taken into consideration, by applying a stringent conflict-sensitive approach, thus increasing its adherence to the “Do No Harm” principle. The Action will in particular be designed with a maximum of attention to conflict sensitivity, especially through the direct involvement of all EU delegations of countries impacted by the programme.

Furthermore, at programme level, particular attention will be paid to design a conflict sensitive communication strategy that differentiate within publics (Arab countries, Israel and the EU), takes into due account local constraints as well as security considerations of the implementing partners and target groups.

## Disaster Risk Reduction

Not applicable

### 3.4. Risks and Assumptions

| Category                 | Risks   | Likelihood (High/Medium/Low) | Impact (High/Medium/Low) | Mitigating measures   |
|--------------------------|---|------------------------------|--------------------------|---|
| 1 – external environment | Unfavourable political developments   | <b>H</b>                     | <b>M</b>                 | C2: Ensure ex-ante consultation with all relevant actors and during implementation, make use of flexibility within relevant contractual frameworks whenever needed  |
| 1 – external environment | Joint activities lack participation due to social/political pressure (including anti normalisation movements) | <b>M</b>                     | <b>M</b>                 | C2: Whenever necessary due to sensitivity and security, beneficiaries and implementers should be granted confidentiality and the visibility of their activities should be kept low; whenever needed, joint activities could be re-located outside the region (ex: Cyprus, Brussels, Jordanian Dead sea, etc...) |
| 1 – external environment | Disruption of activities linked to public health restrictions or visa issues                                  | <b>M/H</b>                   | <b>H</b>                 | C2: Encourage partners to continue working on mitigation measures and alternative plans for implementation of activities; suspension of project’s implementation until end of lockdowns   |
| 1 – external environment | Tensions between Israel and Arab countries increase and peace agreements are put on hold                      | <b>M</b>                     | <b>M</b>                 | C2: Encourage partners to continue working on mitigation measures and alternative plans for implementation of activities; suspension of project’s implementation  |

## External Assumptions

Main assumptions are:

- no major events affect current trends in terms of relations between Israel and Arab countries, in particular those involved in the programme;
- instability of the political situation as well as escalation of violence will not prevent activities from being carried out and reverse positive effects of projects;

- the relations between Israel and the countries having normalised relations with, do not deteriorate;
- Arab civil society would want to be part in these initiatives despite anti-normalisation sentiment.

### **3.5. Intervention Logic**

The Action aims to build on EU-Israel relations and the alignment of legislative frameworks to foster interactions between Israel and its neighbours. Anchored in EU-Israel cooperation priorities, the Action also aims to leverage the positive role that intergovernmental institutional cooperation, as well as cooperation among non-governmental actors can play for regional stability and the normalisation process.

Hence, the underlying intervention logic for this Action is as follows:

#### **IF this Action**

- Fosters sectoral dialogues aimed at building trust both at national and transnational level, and at both institutional and non-governmental levels; and
- Fosters a culture of cooperation (including mutual understanding, tolerance, and trust) as a set of values conducive to peaceful societies and co-existence; and
- Proposes concrete actions and identifies sectoral opportunities for stronger EU-Israel relations;

#### **THEN**

- It will harness the momentum created by the normalisation of diplomatic relations between Israel and some Arab countries to strengthen/ promote/create conditions favourable to improved regional cooperation, and
- Civil society, and other stakeholders including the private sector actors will fuel societal changes in Israel and Arab countries conducive to a climate favourable to cooperation; and
- Governmental and institutional relationships between Israel and the EU will be reinforced.

#### **Which all will contribute to**

Stronger public and political support for regional cooperation and stability;

#### **Leading to**

Greater cooperation between Israel and Arab Countries enhancing the prospects for regional peace and security, including that of a negotiated peace agreement between Israel and the Palestinians based on the internationally agreed parameters.

### 3.6. Indicative Logical Framework Matrix

| Results          | Results chain:<br>Main expected results   | Indicators   | Baselines<br>(values and years)  | Targets<br>(values and years)  | Sources of data                                    | Assumptions   |
|------------------|---|--|--|--|--|---|
| <b>Impact</b>    | To strengthen the relations between the EU and Israel by supporting Israel in the operationalisation of agreements with neighbouring countries and the creation of an environment conducive to sustainable regional peace, in line with the priorities defined at the EU-Israel Association Council | Exchanges between Israel and neighbours (both at institutional level and between CSO) on medium/long terms cooperation   | <ul style="list-style-type: none"> <li>• Number of processes in 2022</li> <li>• Nature of political dialogues/statements in 2022</li> <li>• Number of Exchanges in 2022</li> </ul> | I1. To be determined (Year: End of program)<br>I2. 5 percent increase over baseline (Year: End of program) | Media reports of political statements              | <i>Not applicable</i>   |
| <b>Outcome 1</b> | 1. Strengthened conditions favourable to tangible cooperation between Israel and its neighbours at inter-institutional level  | 1.1 Number and nature of policy dialogues<br>1.2 Number of sectors/ areas identified for cooperation<br>1.3 Number of Arab Countries engaged in policy dialogues | <ul style="list-style-type: none"> <li>• Number and nature of policy dialogues in 2022</li> <li>• Number of sectors with existing cooperation in 2022</li> </ul>                   | To be defined in the inception phase of the Action   | To be defined in the inception phase of the Action | The relations between IL and the countries having normalised relations with, do not deteriorate                                   |
| <b>Outcome 2</b> | 2. Strengthened conditions favourable to constructive exchanges between Israel and its neighbours at the level of non-governmental actors   | 2.1 Number and nature of exchanges<br>2.2 Number of sectors/ areas identified for civil society actors engagement  | <ul style="list-style-type: none"> <li>• Number and nature of civil society exchanges in 2022</li> <li>• Number of sectors with existing exchanges in 2022</li> </ul>              | To be defined in the inception phase of the Action   | To be defined in the inception phase of the Action | The scope of violence at the IL-PA level does not reach levels that preclude close association with Israel among Arab leaderships |

| Results                              | Results chain:<br>Main expected results  | Indicators  | Baselines<br>(values and years)   | Targets<br>(values and years)                      | Sources of data   | Assumptions   |
|--------------------------------------|--|---|---|--|---|---|
|                                      |  | 2.3 Level of civil society support to Israel-Arab countries cooperation   | • Civil society support to normalisation process in 2022  |  |   |   |
| <b>Outcome 3</b>                     | 3. Enhanced strategic policy dialogues and exchanges between the EU and Israel at political, administrative and economic levels and increased legislative and regulatory approximation (including the participation in European Union programmes). | 3.1 Nature and content of policy dialogues<br>3.2 Number of sectors Identified for sustained policy exchanges<br>3.3 Number of mechanisms explored for sustained policy exchanges | • Nature of policy dialogue follow up in 2022<br>• Number of mechanisms in place for sustained policy exchanges in 2022 | To be defined during policy dialogues              | Minutes of sectoral subcommittees<br>Minutes of policy dialogues<br>Reports on legislative activities | At least stable Israeli political and administrative interest in the EU acquis.                 |
| <b>Output 1 related to Outcome 1</b> | 1.1 Enhanced cooperative relations (bilaterally and or multilaterally) between Israeli institutions, and institutions of Arab countries, especially those that have normalised diplomatic relations with Israel                                    | 1.1.1 Number and Nature of Israel-Arab countries sectoral policy discussions<br>1.1.2 Number of feasibility assessment undertaken   | Values in 2022  | To be defined during inception phase of the Action | To be defined in the TOR of the TA  | The relations between IL and the countries having normalised relations with, do not deteriorate |

| Results                                | Results chain:<br>Main expected results  | Indicators  | Baselines<br>(values and years) | Targets<br>(values and years)                          | Sources of data  | Assumptions  |
|--|--|---|---------------------------------|--|--|--|
| <b>Output 2.1 related to Outcome 2</b> | 2.1 Enhanced dialogue and cooperation (bilaterally and or multilaterally) between Israeli non-governmental actors and non-governmental actors of Arab countries (including Palestine), especially those that have normalised diplomatic relations with Israel. | 2.1.1 Number of civil society actors from IL and targeted Arab countries engaged in relevant activities<br>2.1.2 Number and nature of cooperations explored           | Values in 2022                  | To be defined during the inception phase of the Action | To be defined in the TOR of the TA   | Instability of the political situation at regional level as well as escalation of violence do not prevent stakeholders engagement                                    |
| <b>Opt 3.1 (related to Outcome 3)</b>  | 3.1 Enhanced relations for selected priority sectors of mutual EU-Israel interests in the ENP Action Plan and explored strategies to better capitalise on the use of twinning projects and support ongoing “two-ways” policy exchanges.                        | 3.1.1 Number of activities between Israel and the EU sustaining policy exchanges<br>3.1.2 Number of Israeli participation to EU and Member States sectoral mechanisms | Values in 2022                  | To be defined during the inception phase of the Action | 3.1.1 Reports from Israel Central Bureau of Statistics<br>3.1.2 Reports from Twinning projects and Twinning Review Mission | EU Member States remain interested in Twinning projects<br>Changes in management of relevant ministries do not impact the implementation of the Twinning activities. |

## **4. IMPLEMENTATION ARRANGEMENTS**

### **4.1. Financing Agreement**

In order to implement this action, it is envisaged to conclude a financing agreement with the State of Israel.

### **4.2. Indicative Implementation Period**

The indicative operational implementation period of this Action, during which the activities described in section 3 will be carried out and the corresponding contracts and agreements implemented, is 48 months from the date of entry into force of the financing agreement.

Extensions of the implementation period may be agreed by the Commission's responsible authorising officer by amending this financing Decision and the relevant contracts and agreements.

### **4.3. Implementation Modalities**

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the Action with EU restrictive measures<sup>13</sup>.

#### **4.3.1. Direct Management (Procurement)**

Public procurement(s) will contribute to the three specific objectives of this Action.

### **4.4. Scope of geographical eligibility for procurement and grants**

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply, subject to the following provisions.

The Commission's authorising officer responsible may extend the geographical eligibility on the basis of urgency or of unavailability of services in the markets of the countries or territories concerned, or in other duly substantiated cases where application of the eligibility rules would make the realisation of this Action impossible or exceedingly difficult (Article 28(10) NDICI-Global Europe Regulation).

This Action will be implemented in accordance with the Guidelines on the eligibility of Israeli entities and their activities in the territories occupied by Israel since June 1967 for grants, prizes and financial instruments funded by the EU from 2014 onwards<sup>14</sup>. The Guidelines - published by the European Commission in 2013 – clarify the EU policy with regard to the territorial applicability of EU legislation and bilateral EU-Israel agreements. The Guidelines make a specific exception (section 15) for activities which are carried out by Israeli entities over the Green Line which aim at promoting the Middle East Peace Process in line with EU policy, provided that they are registered within pre-1967 border.

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<sup>13</sup> [www.sanctionsmap.eu](http://www.sanctionsmap.eu) Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.

<sup>14</sup> Official Journal of the European Union C205/9 19 July 2013 at: [https://eeas.europa.eu/sites/eeas/files/20130719\\_guidelines\\_on\\_eligibility\\_of\\_israeli\\_entities\\_en.pdf](https://eeas.europa.eu/sites/eeas/files/20130719_guidelines_on_eligibility_of_israeli_entities_en.pdf)[https://eeas.europa.eu/sites/eeas/files/20130719\\_guidelines\\_on\\_eligibility\\_of\\_israeli\\_entities\\_en.pdf](https://eeas.europa.eu/sites/eeas/files/20130719_guidelines_on_eligibility_of_israeli_entities_en.pdf)

#### 4.5. Indicative Budget

| <b>Indicative Budget components</b>                                | <b>EU contribution<br/>(amount in EUR)</b> |
|--|--|
| <b>Implementation modalities – cf. section 4.3</b>                 |  |
| <b>Specific objectives 1, 2 and 3 composed of</b>                  | 1 800 000                                  |
| Procurement(s) (direct management)– cf. section 4.3.1              | 1 800 000                                  |
| <b>Evaluation – cf. section 5.2</b>                                | 80 000                                     |
| <b>Audit – cf. section 5.3</b>                                     |  |
| <b>Strategic Communication and Public Diplomacy– cf. section 6</b> | 120 000                                    |
| <b>Contingencies</b>   | n/a  |
|  |  |
| <b>Totals</b>  | <b>2 000 000</b>                           |

#### 4.6. Organisational Set-up and Responsibilities

Management, implementation and coordination mechanisms – Programme level

This Action will be managed by the EU Delegation to Israel (DELTA) located in Tel Aviv with the support of other Delegations of countries involved in the programme (especially located in countries that have normalised diplomatic relations with Israel).

Procurement(s) will be administered by DELTA as the Contracting Authority. DELTA services will work jointly with other Delegations in the region as well as Headquarters services in the process of projects' selection as well as for the organisation of any events, taking place in the MENA region. DELTA Operations section will attend events, meetings, and monitoring visits together with representatives of the relevant Delegation where the TA activities will be organised.

As part of its prerogative of budget implementation and to safeguard the financial interests of the Union, the Commission may participate in the above governance structures set up for governing the implementation of the action.

### 5. PERFORMANCE MEASUREMENT

#### 5.1. Monitoring and Reporting

The day-to-day technical and financial monitoring of the implementation of this Action will be a continuous process, and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the Action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the Action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (Outputs and direct Outcomes) as measured by corresponding indicators, using as reference the log frame matrix.

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

### ***Roles and responsibilities for data collection, analysis and monitoring***

At project(s) level, responsibilities for data collection, analysis and monitoring are with the implementing partners.

The EU Delegation to Israel is responsible for the monitoring of programme level indicators including data collection and analysis, with the support of the TA.

#### **5.2. Evaluation**

Having regard to the nature of the Action, a final evaluation(s) will be carried out for this Action or its components via independent consultants contracted by the Commission.

It will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the pilot initiatives launched.

The Commission shall form a Reference Group (RG) composed by representatives from the main stakeholders at both EU and national (representatives from the governments, from civil society organisations (private sector, NGOs, etc.), etc.) levels. If deemed necessary, other donors will be invited to join. The Commission shall inform the implementing partner(s) at least 2 months in advance of the dates envisaged for the evaluation exercise and missions. The implementing partner(s) shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

The evaluation reports shall be shared with the partner country and other key stakeholders following the best practice of evaluation dissemination. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

Evaluation services may be contracted under a framework contract.

#### **5.3. Audit and Verifications**

Without prejudice to the obligations applicable to contracts concluded for the implementation of this Action, the Commission may, on the basis of a risk assessment, contract independent audit or verification assignments for one or several contracts or agreements.

## **6. STRATEGIC COMMUNICATION AND PUBLIC DIPLOMACY**

All entities implementing EU-funded external actions have the contractual obligation to inform the relevant audiences of the Union's support for their work by displaying the EU emblem and a short funding statement as appropriate on all communication materials related to the actions concerned. To that end they must comply with the instructions given in the 2022 guidance document [\*Communicating and raising EU visibility: Guidance for external actions\*](#) (or any successor document).

This obligation will apply equally, regardless of whether the actions concerned are implemented by the Commission, the partner country, service providers, grant beneficiaries or entrusted or delegated entities such as UN agencies, international financial institutions and agencies of EU Member States. In each case, a reference to the relevant contractual obligations must be included in the respective financing agreement, procurement and grant contracts, and delegation agreements.

It is envisaged that a contract for communication and visibility may be contracted.

Visibility and communication measures should also promote transparency and accountability on the use of funds. Effectiveness of communication activities on awareness about the action and its objectives as well as on EU funding of the action should be measured.

Implementing partners shall keep the Commission and the EU Delegation/Office fully informed of the planning and implementation of specific visibility and communication activities before the implementation. Implementing partners will ensure adequate visibility of EU financing and will report on visibility and communication actions as well as the results of the overall action to the relevant monitoring committees

EU Press and communication services from the Contracting Authority and all involved EU delegations will be involved in guiding on any communication related activity under this Action.