



This action is funded by the European Union

ANNEX 1

of the Commission Implementing Decision on the Special Measure 2016 in favour of Israel to be financed from the general budget of the European Union

Action Document for "Support to the European Neighbourhood Policy Action Plan"

INFORMATION FOR POTENTIAL GRANT APPLICANTS

WORK PROGRAMME FOR GRANTS

This document constitutes the work programme for grants in the sense of Article 128(1) of the Financial Regulation (Regulation (EU, Euratom) No 966/2012) in the following sections concerning calls for proposals:5.3.1.

1. Title/basic act/ CRIS number	Support to European Neighbourhood Policy Action Plan CRIS number: ENI/2016/39910 financed under the European Neighbourhood Instrument
2. Zone benefiting from the action/location	Israel The action shall be carried out at the following location: throughout the country. ¹
3. Programming document	N/A
4. Sector of concentration/ thematic area	All sectors
5. Amounts concerned	Total estimated cost: EUR 1,800,000 Total amount of EU budget contribution EUR 1,800,000
6. Aid modality(ies)	Project Modality Direct management – grants – call for proposal and procurement of

¹ The eligibility criteria formulated in Commission Notice Nr. 2013/C-205/05 (OJEU C-205 of 19.07.2013) shall apply to the call for proposals 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 at: http://eur-lex.europa.eu/legalcontent/EN/TXT/?uri=uriserv:OJ.C_.2013.205.01.0009.01.ENG

and implementation modality(ies)	services			
7. a) DAC code(s)	43010 Multisector Aid			
b) Main Delivery Channel	10000 – Public Sector Institutions			
8. Markers (from CRIS DAC form)	General policy objective	Not targeted	Significant objective	Main objective
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Aid to environment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Gender equality (including Women In Development)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Trade Development	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Reproductive, Maternal, New born and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Main objective
	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"/>
	9. Global Public Goods and Challenges (GPGC) thematic flagships	N/A		
10. SDGs	N/A			

SUMMARY

Being a developed Organisation for Economic Co-operation and Development (OECD)-member country, Israel receives only limited bilateral assistance, through the institutional Twinning projects. This programme aims at providing support to the Israel authorities for specific areas of collaboration set out in the EU-Israel Action Plan.

Its aim is to encourage and support Israel's objectives for integration into European economic and social structures. Every step taken is determined by both sides and the Action Plan is tailor-made to reflect Israel's interests and priorities as well as its level of development.

There is no multiannual programming for Israel. The actions, financed through special measures, have to reflect the priorities set in the Action Plan and have to follow the rules set for institutional Twinning programmes on the *acquis communautaire*.

This programme aims at continuing EU-Israel partnership which provides for close political and mutually beneficial trade and investment relations together with economic, social, financial, civil scientific, technological and cultural cooperation.

1 CONTEXT

1.1 Sector

The EU and Israel committed themselves to establishing a partnership which provides for close political and mutually beneficial trade and investment relations together with economic, social, financial, civil scientific, technological and cultural cooperation.

EU-Israel relations are developed on the basis of the 2005 ENP Action Plan, whose validity has been extended annually by mutual consent (currently until 31 December 2016).

The Action Plan objective is to gradually integrate Israel into European policies and programmes. Every step taken is determined by both sides and the Action Plan is tailor-made to reflect Israel's interests and priorities as well as its level of development.

The legal basis for the EU's relations with Israel is the EU-Israel Association Agreement. The EU-Israel Association Committee last met on 2 May 2012, and the Association Council on 24 July 2012, during which the EU and the State of Israel identified 60 concrete activities for cooperation in over 15 specific fields.

The means to implement these activities are manifold – including direct participation of Israel in EU programmes such as Horizon2020, participation in regional programmes (e.g. Cross Border Co-operation Med and Erasmus +) or co-operation with EU Agencies.

The implementation of institutional twinning projects has proven to be very successful in Israel. Technical assistance through TAIEX² is equally valued by Israel and is used for targeted exchanges of public expertise.

1.1.1 Public Policy Assessment and EU Policy Framework

Israel is among the immediate neighbours of the EU included in the European Neighbourhood Policy (ENP) which offers the perspective of moving beyond cooperation to a significant degree of integration through a stake in the EU's Internal Market and the possibility for Israel to participate in key aspects of EU policies and programmes. Israel was among the first wave of countries to agree on an ENP Action Plan with the EU. This entered into force in April 2005 and has been extended until the end of 2016.

The ENP Action Plan set out in more detail than the earlier EU-Israel Association Agreement a comprehensive set of jointly developed priorities with a programme of specific activities to which both sides are committed. The areas for greater cooperation under the Action Plan include: upgrading political cooperation; promoting peace in the Middle East; approximating Israeli legislation to that of the EU as a way of opening the EU's Internal Market to Israel; pursuing greater liberalization of trade, services and agriculture; the fight against organized crime; cooperation in transport, energy and communications; closer links in science and technology and people-to-people contacts in education, culture and civil society.

During the implementation of the Action Plan several new agreements have been signed: Agreements on Procurement by Telecommunications Operators and on Government Procurement and Agreement on Good Laboratory Practice. One highlight of 2009 was the conclusion of an EU-Israel agreement on agriculture. On 4 November 2009 the European

² Technical Assistance and Information Exchange instrument of the European Commission.

Commission and Israel signed the new agreement concerning reciprocal liberalisation measures on agricultural products. Agreement on Conformity Assessment and Acceptance of industrial products (ACAA) entered into force on 19 January 2013. The Agreement contains an annex on good manufacturing practices for pharmaceutical products which will allow for EU-certified pharmaceuticals to be placed on Israel's market and vice-versa, without additional certification. In June 2013 the EU and Israel signed a comprehensive air transport agreement which will gradually open up and integrate their respective markets, develop an aviation area with common rules, offer economic benefits for consumers and new opportunities for the industry. Finally, in 2014, Israel and the European Union signed the agreement associating Israel to the Horizon 2020 – Framework Programme for Research and Innovation (2014-2020). The agreement provides Israeli researchers, universities and companies with full access to the Horizon 2020 Programme.

1.1.2 Stakeholder analysis

The direct beneficiary of the programme is the Israeli Public Administration.

1.1.3 Priority areas for support/problem analysis

Discussions with the Israeli authorities show that their main indicative priority areas for new twinning projects are agriculture/rural development, environment, energy, transport, telecommunication, equal opportunities, social affairs and legal affairs.

2 RISKS AND ASSUMPTIONS

Risks	Risk level (H/M/L)	Mitigating measures
The formal necessity of including a clause defining “territoriality” may delay signing the Financial Agreement.	L	N/A
Prior consultation process with Israeli Ministries may delay signing the Financial Agreement.	M	This risk will be mitigated through starting the consultation in the first quarter of year N+1.
Preparation of the twinning fiches could possibly be delayed due to limited experience on the Israeli side in dealing with EU programmes and the lack of resources attributed to the subject.	M	This risk will be mitigated through offering support by recruiting EU external experts to draft the Twinning Fiches.
Assumptions		
The Ministry of Foreign Affairs (MFA) continue allocating only one part-time official in managing the Twinning Projects (the PAO). While the PAO is committed to his task and is clearly doing his best to communicate the instrument to line ministries in Israel and to identify new projects, still a lot of tasks of the twinning operations fall on the Delegation		

services to manage.

A degree of commitment to the twinning programme on the political side in Israel will remain despite possible disagreements in some EU-Israel policies or slow consultation process on identifying Partnership Priorities under new ENP.

3 LESSONS LEARNT, COMPLEMENTARITY AND CROSS-CUTTING ISSUES

3.1 Lessons learnt

Since 2006 Israel has been receiving support from the TAIEX instrument and has since become one of the most frequent users of this instrument amongst ENP Souths countries. The financing agreement for the first bi-lateral allocation in Support to the ENP Action Plan was signed in July 2008 in order to implement twinning activities.

Nine twinning projects have been successfully implemented. These projects benefitted the Israeli Law, Information and Technology Authority; the Ministry of Transport and Road Safety; the Equal Employment Opportunities Commission; the Ministry of Communications; Ministry of Environmental Protection; and the Ministry of Agriculture and Rural Development. Three twinning projects are ongoing. New twinning project with the Israeli Ministry of Communications is in its early preparatory stage. Negotiations for the two new twinning projects have started with the Ministry of Education, Ministry of Economy and Industry, and Ministry of Energy.

Results-Oriented Monitoring experts have consistently highlighted the high impact of past projects. External monitoring was coupled with an ex post Twinning Review Mission organised with regard to the twinning project with the Israeli Equal Employment Opportunities Commission in December 2012. This mission was a pioneer of its kind in the ENI South region and underlined the sustainable impact of the twinning projects.

3.2 Complementarity, synergy and donor coordination

Given Israel's high income level, the majority of donors do not provide any funding. This is a unique action.

3.3 Cross-cutting issues

During all phases of this programme, particular attention will be devoted to the principle of equality of treatment and opportunity in both gender issues and minority rights.

4 DESCRIPTION OF THE ACTION

4.1 Objectives/results and options

The general objective is to develop an increasingly close relationship between the EU and the State of Israel aiming at achieving a significant level of economic integration and deepening political co-operation.

Specific objectives:

- To promote legislative approximation (including with regard to participation in European Union programmes);
- To strengthen the dialogue between the EU and Israel at political and administrative levels.

4.2 Main activities

The Action Programme supports the approximation of Israeli legislation to EU norms and standards with a view to facilitating and improving co-operation and paves the way to the participation in EU Programmes. Discussions with the Israeli authorities show that their main indicative priority areas are agriculture, consumer protection, energy, environment, health, justice, public service, social and legal affairs, telecommunications, and transport. Final identification of specific areas and actions will be in line with the priorities agreed within the EU-Israel Action Plan.

The expected results are:

- The reinforcement of the administrative capacity of Israel through partnership co-operation between Israel public administrations and those of EU Member States.
- The implementation of the priorities agreed in the Action Plan.

4.3 Intervention logic

An initial logical framework is attached.

5 IMPLEMENTATION

5.1 Financing agreement

In order to implement this action, it is foreseen to conclude a financing agreement with the partner country, referred to in Article 184(2) (b) of Regulation (EU, Euratom) No 966/2012.

5.2 Indicative implementation period

The indicative operational implementation period of this action, during which the activities described in section 4.1 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 authorising officer responsible by amending this decision and the relevant contracts and agreements; such amendments to this decision constitute technical amendments in the sense of point (i) of Article 2(3)(c) of Regulation (EU) No 236/2014.

5.3 Implementation modalities

5.3.1 Grants: call for proposals on twinning projects (direct management)

(a) Objectives of the grants, fields of intervention, priorities of the year and expected results

Calls for proposals will be launched to implement twinning projects possibly by pooling together 2015 and 2016 funds.

The size of the grant will be decided based on the type of *acquis* sector identified, needs of the beneficiary administration, duration of the project, and typology of costs in the specific field of the project.

Discussions with the Israeli authorities show that their main indicative priority areas for new twinning projects are education, agriculture and rural development, environment, energy, telecommunication, social and legal affairs. Final identification of specific areas and actions will be in line with the priorities agreed within the EU-Israel Action Plan.

Specific objectives of the projects to be financed under the Decision, in their specific field, will be:

- To promote legislative approximation (including with regard to participation in European Union programmes);
- To strengthen the dialogue between the EU and Israel at political and administrative levels.

The expected results are:

- The reinforcement of the administrative capacity of Israel through partnership co-operation between Israel public administrations and those of EU Member States.
- The implementation of the priorities agreed in the Action Plan

Twinning projects will be implemented in accordance with the applicable twinning manual.

(b) Eligibility conditions

In line with Article 4(10) (b) of Regulation (EU) No 236/2014, participation in Twinning calls for proposals is limited to public administrations of the EU Member States, being understood as central or regional authorities of a Member State as well as their bodies and administrative structures and private law bodies entrusted with a public service mission under their control provided they act for the account and under the responsibility of that Member State.

(c) Essential selection and award criteria

The essential selection criteria are financial and operational capacity of the applicant.

The essential award criteria are relevance of the proposed action to the objectives of the call; design, effectiveness, feasibility, sustainability and cost-effectiveness of the action.

(d) Maximum rate of co-financing

In accordance with Articles 192 of Regulation (EU, Euratom) No 966/2012, the maximum rate of financing will be up to 100 %. The essentiality of full funding will be justified by the Commission's authorising officer responsible in the award decision, in respect of the principles of equal treatment and sound financial management. In principle, The rate of co-financing for Twinning grant contracts is 100%, as provided for in the twinning manual.

(e) Indicative timing to launch the call

Third trimester of 2017.

(f) Use of lump sums/flat rates/unit costs

Twinning contracts include a system of unit costs and flat rate financing, defined in the Twinning Manual, for the reimbursement of the public sector expertise provided by the selected Member States administrations. The use of this system of unit costs and flat rate financing, which exceeds the amount of EUR 60 000 per beneficiary of a Twinning contract, is subject to the adoption of a separate, horizontal Commission decision.

5.3.2 Procurement (direct management)

Subject in generic terms, if possible	Type (works, supplies, services)	Indicative number of contracts	Indicative trimester of launch of the procedure
Services contracts to recruit EU external experts in order to draft the twinning fiches	Services	1	Third trimester of 2017

5.4 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. The geographical eligibility will as well comply with the rules set in 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' published in the Official Journal of the European Union on 19/07/2013.

5.5 Indicative budget

Module	EU contribution (amount in EUR)	Indicative third party contribution, in currency identified
5.3.1 – Call for proposals on twinning projects (direct management)	1,750,000	N.A.
5.3.2 – Procurement (direct management)		N.A.
Procurement – total envelop under section 5.3.	50,000	N.A.
Totals	1,800,000	N.A.

5.6 Organisational set-up and responsibilities

Twinning projects will be implemented in accordance with the applicable twinning manual.

(a) Role of the European Commission

The projects will be implemented by the European Commission, through its EU Delegation in Tel Aviv. All contracts and payments are made by the Commission, on behalf of the Partner Country.

(b) Role of the Ministry of Foreign Affairs

The Ministry of Foreign Affairs - Economic Affairs Division and European Department acts as National Coordinator and as the Implementing Agency for this programme, through their Programme Administration Office (PAO) for Twinning Operations.

(c) Role of the Programme Administration Office

The Programme Administrative Office (PAO) as well acts as TAIEX National Contact Point in Israel. In this capacity, the PAO plays a role of a central point for communication and coordination of TAIEX operations in the country. The PAO ensure the complementarity and coherence between TAIEX and Twinning programmes.

Some staff may be recruited in order to reinforce the PAO capacities, in line with the workload of the Programme as for example an increase in the pipeline of twinning projects. It is expected that Israeli Authorities provide the PAO with the necessary staff to carry out the programme. In the future, other financing options can be envisaged.

Concerning Twinning activities, the PAO:

- Has an essential role in the whole Twinning cycle of the project: for example, the drafting of the Terms of References of the Framework contracts and the quality control of Twinning fiches and contracts;
- Is the central point of communication between the European Commission and the Partner Country Administrations and between the Member States Administrations and the Partner Country Administrations;
- Drafts a reference programming document for the Twinning projects in the Partner Country;
- Assists the EU Delegation in the organisation and management of selection meetings;
- Assists the EU Delegation to check that the detailed proposals meet the required standards;
- Assists the EU Delegation to check that the good financial management of the twinning projects is in compliance with European Commission rules;
- The PAO receives and examines all Twinning project reports.

(d) Role of the Focal Points

The direct beneficiaries of the Programme (line Ministries) need to appoint one or several "Focal Points" who are responsible for the follow-up of the technical implementation of the Programme in accordance with the Common Twinning Manual.

The Focal Points will assist the PAO in the preparations of the Terms of Reference, and will prepare, in coordination with the PAO, Twinning Project Fiches, technical specifications, and so on, for the activities requested by their respective Ministries. They shall participate in the technical evaluations for the award of contracts, will follow up the technical implementation based on the contracts related to their Ministries.

The Focal Points have the obligation to devote a significant part of their time to the Programme, their contribution being proportionate to the participation of their Ministry to the Programme. The Ministries may delegate the tasks of the Focal Points to one of their subsidiaries.

5.7 Performance monitoring and reporting

The day-to-day technical and financial monitoring of the implementation of projects resulting from a call for proposals 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 logframe matrix (for project modality) or the list of result indicators (for budget support). The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation.

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).

5.8 Evaluation

Having regard to the nature of the action, a mid-term, a final or an ex-post evaluation will be carried out for this action or its components through joint missions or via independent consultants contracted by the Commission.

It will be carried out for problem solving, learning purposes, in particular with respect to the intention to continue the action.

The Commission might contract independent consultants for evaluating twinning projects, according to themes or countries or technical aspects of the instrument as per Article 8 of the General Conditions of the Twinning Contract.

The Commission will prepare the terms of reference and select the service providers for the evaluation missions. All evaluation reports will be communicated by the Commission to the beneficiaries. The beneficiaries will put at the disposal of the evaluation missions all necessary supporting documents.

The Commission shall inform the implementing partner at least one month in advance of the dates foreseen for the evaluation missions. The implementing partner 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. 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.

The financing of the evaluation shall be covered by another measure constituting a financing decision.

5.9 Audit

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 audits or expenditure verification assignments for one or several contracts or agreements.

The financing of the audit shall be covered by another measure constituting a financing decision.

5.10 Communication and visibility

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU.

Communication and visibility shall be financed under a previous decision.

In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner countries, contractors, grant beneficiaries and/or entrusted entities. Appropriate contractual obligations shall be included in, respectively, the financing agreement, procurement and grant contracts, and delegation agreements.

The Communication and Visibility Manual for European Union External Action shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.

6 PRE-CONDITIONS

Not applicable

APPENDIX - INDICATIVE LOGFRAME MATRIX (FOR PROJECT MODALITY)

The activities, the expected outputs and all the indicators, targets and baselines included in the logframe matrix are indicative and may be updated during the implementation of the action, no amendment being required to the financing decision. When it is not possible to determine the outputs of an action at formulation stage, intermediary outcomes should be presented and the outputs defined during inception of the overall programme and its components. The indicative logframe matrix will evolve during the lifetime of the action: new lines will be added for including the activities as well as new columns for intermediary targets (milestones) for the output and outcome indicators whenever it is relevant for monitoring and reporting purposes. Note also that indicators should be disaggregated by sex whenever relevant.

	Intervention logic	Indicators	Baselines (incl. reference year)	Targets (incl. reference year)	Sources and means of verification	Assumptions
Overall objective: Impact	To contribute to develop an increasingly close relationship between the EU and Israel.	Nature and content of political statements. Approximation of regulation.	N/A	N/A	Minutes of the Association Council EU-IL Action Plan	N/A
Specific objective(s): Outcome(s)	To promote legislative approximation (including with regard to participation in European Union programmes). To strengthen the dialogue between the EU and Israel at political and administrative levels.	Number of secondary legislation amended in line with the EU aquis. Number of bilateral negotiations started/concluded. Number of bilateral agreements signed.	N/A	N/A	Israeli Law Minutes of the ENP Action Plan sub-committees ENP progress reports	Support from the political sector. Reasonable stability of the regional framework.
Outputs	The administrative capacity of Israel public administrations has been reinforced in line with EU aquis. The priorities agreed in the Action Plan have been implemented.	Number of EU programmes/initiatives with Israeli participating. Increased level of public opinion awareness about the EU-IL relationships.	N/A	N/A	ENP Progress reports Reports of the ex post Twinning Review Missions	Increased interest for twinning projects from relevant institutions.