



This action is funded by the European Union

ANNEX I

of the Commission Implementing Decision on the special measure 2015 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 the European Neighbourhood Policy Action Plan" CRIS number: ENI/2015/38765 financed under European Neighbourhood Instrument
2. Zone benefiting from the action/location	Middle-East, Israel The action shall be carried out at the following location: throughout the whole Israel Territory. ¹
3. Programming document	Not applicable
4. Sector of concentration	All sectors
5. Amounts concerned	Total estimated cost: EUR 2,000,000 Total amount of EU budget contribution EUR 2,000,000
6. Aid modality(ies) and implementation modality(ies)	Project Modality Direct management – grants – call for proposals and procurement of services
7. DAC code(s)	43010

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.

Multisector Aid				
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 flags	N/A		

SUMMARY

Being a developed OECD-member country, Israel receives only limited bilateral assistance, through the institutional Twinning projects. This programme aims at providing support to the Israel administration for specific areas of collaboration set out in the EU-Israel Action Plan.

The Action Plan concluded with Israel focus on EU-Israel relations. Its 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. There is no multi-annual programming for Israel. The actions, financed through special measures, have to reflect the priorities set in the Action Plan and have follow the rules set for institutional Twinning programmes on the *acquis communautaire*.

This EUR 2 million programme aims at continuing and deepening 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 to establishing a partnership which provides for closer political dialogue based on their common values and mutually beneficial trade and investment relations together with economic, social, financial, civil scientific, technological and cultural cooperation.

Since 2011 efforts have been made to inject greater dynamism into EU-Israel relations notwithstanding the fact that, pending progresses in the Middle East Peace Process, the EU decided in 2009 it would only extend the validity of the current Action Plan annually.

The Action Plan has among its objectives a further integration of Israel into European policies and programmes. The legal basis for the EU's relations with Israel is the EU-Israel Association Agreement. The EU-Israel Association Committee met on 2 May 2012, and the Association Council on 24 July 2012, during which the EU and the State of Israel finalised the identification of new areas for cooperation - 60 concrete activities in over 15 specific fields.

The means to implement these activities are manifold – including direct participation of Israel in EU programmes such as EU's Seventh Framework Programme for Research (FP7) and Horizon2020, participation in regional programmes (e.g. Cross Border Co-operation, Euromed Youth, Erasmus +), co-operation with EU Agencies and etc.

The implementation of institutional twinning projects has proven to be successful in Israel so far. 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 progressively 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 since then on an annual basis. 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 liberalisation of trade, services and agriculture; the fight against organised 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: agreement on agriculture concerning reciprocal liberalisation measures on agricultural products, processed agricultural products and fish and fishery products; agreements on scientific and technical cooperation, on good laboratory practice, on procurement by telecommunications operators and on government procurement and on Conformity Assessment and Acceptance of industrial products (ACAA).

1.1.2 Stakeholder analysis

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

² Technical Assistance and Information Exchange.

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, telecommunications, 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	NA
Preparation of the twinning fiches could possibly be delayed due to relatively 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 will 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, lack of resources will continue to hamper the identification of new projects, and lead to heavier than normal burden of the twinning operations 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 EU-Israel policies.		

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 become one of the most frequent users of this instrument amongst ENP countries. The financing agreement for the first bi-lateral allocation in support to the European Neighbourhood Policy Action Plan was signed in July 2008 in order to implement twinning activities.

Nine twinning projects financed under the 2007-2010 credits have been successfully completed. 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, three twinning projects with the Ministry of Agriculture and Rural Development (two on Veterinary Services/Animal Health and Rural Development) started in November 2011 and June 2015 respectively. The twinning projects with the Israel Central Bureau of Statistics have been recently completed and a new one has been identified, and is set to start in 2016. 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 Energy and the PM- Authority for the Advanced of the Status of Women.

Results-Oriented Monitoring experts have consistently highlighted the success rate 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 ENP South region and underlined the sustainable impact of the twinning project.

3.2 Complementarity, synergy and donor coordination

Given Israel's high income level, the majority of donors do not provide financial assistance. 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

General Objective:

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 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, environment, energy, transport, social affairs, health, consumer protection and public service. 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, subject to modifications to be agreed by the responsible authorising officer in the relevant agreements.

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 2013 and 2015 funds³.

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. The measure will be implemented through direct management.

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.

Final identification of specific areas and actions will be in line with the priorities agreed within the EU-Israel AP.

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

³ There was no Financing Decision adopted in 2014.

(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, if full funding is essential for the action to be carried out, the maximum possible rate of co-financing may be increased 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.

(e) Indicative timing to launch the call

The calls for proposals should be launched in the first trimester following the signature of the relevant Financing Agreement – tentatively in the second trimester of 2016.

(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	Up to 4	The second trimester of 2016

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)	1,800,000	N.A.
5.3.2 – Procurement (direct management)		N.A.
Procurement – total envelop under section 5.3.	150,000	N.A.
5.8, 5.9 – Evaluation & Audit	25,000	N.A.
5.10 – Communication and visibility	25,000	N.A.
Totals	2,000,000	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 Beneficiary.

(b) Role of the Ministry of Foreign Affairs

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

(c) Role of the Programme Administration Office

Since 2006, Israel also receives support from the TAIEX programme. The TAIEX National Contact Point (NCP) will take also the function of PAO Director to ensure the complementarity of TAIEX and Twinning and also in order to ensure the coherence between both tools.

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 Reference 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 Beneficiary Administrations and between the Member States Administrations and the Beneficiary Administrations;
- Drafts a reference programming document for the twinning projects in the Beneficiary 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 EU 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 importance of the action, an evaluation will be carried out for this action or its components through whole twinning projects cycle.

The evaluation will be carried out for problem solving, learning purposes, in particular with respect to the intention to continue the action. A mid-term and an ex-post evaluation in accordance with the rules specified in the Twinning Manual and *ad hoc* monitoring missions will also be carried out.

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

The European Commission will prepare the terms of reference and select the service providers for the audit, monitoring and evaluation missions. All audit and evaluation reports will be communicated by the European Commission to the beneficiaries. The beneficiaries will put at the disposal of the audits, monitoring or 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.

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.

In the course of the implementation of twinning projects, both the projects themselves and their management may be subject to various audits:

- ad hoc audits called by the Commission, the European Anti-Fraud Office (OLAF) and other Commission services;
- ad hoc audits by the Court of Auditors.

Ad hoc audits called by the Commission are to provide an independent view on the sound and efficient management of the projects and/or may examine specific issues.

The Court of Auditors is independent from the Commission. It is responsible for checking expenditure by the European Union regarding compliance with relevant

legal provisions and principles, the soundness of financial management and the achievement of objectives. The OLAF is a Commission service, which has the objective of fighting fraud, corruption and any other irregular activity, including misconduct within the European Institutions.

OLAF achieves its mission by conducting, in full independence, internal and external investigations.

The Beneficiary Country and the Member States will allow the European Commission, OLAF and the Court of Auditors to verify, by examining documents or by means of on-the-spot checks, the implementation of the project and conduct a full audit, if necessary, on the basis of supporting documents for the accounts, accounting documents and any other document relevant to the financing of the Action. These inspections may take place up to 7 years after the payment of the balance. Article 16 of the General Conditions of the Twinning Contract applies.

5.10 Communication and visibility

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

The Commission will ensure that adequate communication and visibility is given by the contracting parties to the twinning projects.

Separately, awareness raising events might be organised to promote the twinning and TAIEX instruments. This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated at the start of implementation and supported with the budget indicated in section 5.5 above.

In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country, 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.

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 without an amendment to the financing decision. The indicative logframe matrix will evolve during the lifetime of the action: new lines will be added for listing the activities as well as new columns for intermediary targets (milestones) when it is relevant and for reporting purpose on the achievement of results as measured by indicators.

	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.			Minutes of the Association Council. EU-Israel 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.			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-Israel relationships.			ENP Progress reports Reports of the ex post Twinning Review Missions Euro-barometers pools	Increased interest for twinning projects from relevant institutions.