

ANNEX C1: Twinning Fiche

Project title: Establishing a regulatory framework, supporting the implementation of the national strategy and strengthening institutional capacities in the field of waste management

Beneficiary administration: The Ministry of Environmental Protection of the State of Israel

Twinning Reference: IL 17 ENI EN 01 19

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EU funded project

TWINNING INSTRUMENT

List of acronyms

AD AP BC	Anaerobic Digestion Action Plan Beneficiary Country
C&D	Construction and Demolition Waste
ENI	European Neighbourhood Instrument
ENP	European Neighbourhood Policy
ENPI	European Neighbourhood Partnership Instrument
EPR	Extended Producer Responsibility
EU	European Union
IED	Industrial Emissions Directive
IPPC	Integrated Pollution Prevention and Control
LGA	Legal Gap Analysis
MBT	Mechanical and Biological Treatment
MoEP	Ministry of Environmental Protection
MS	European Union Member State
MSW	Municipal Solid Waste
PAO	Programme Administration Office
PL	Project Leader
RDF	Refused Derived Fuel
RIA	Regulatory Impact Assessment
RTA	Resident Twinning Adviser
SDG	Sustainable Development Goal
STE	Short Term Expert
SWIM	Sustainable Water Integrated Management
TNA	Training Needs Assessment
ToR	Terms of Reference
	United Nations
WEEE WFD	Waste Electrical and Electronic Equipment Waste Framework Directive
WE	
VVLC	Waste to Energy

1. Basic Information

"For British applicants: Please be aware that eligibility criteria must be complied with for the entire duration of the grant. If the United Kingdom withdraws from the EU during the grant period without concluding an agreement with the EU ensuring in particular that British applicants continue to be eligible, you will cease to receive EU funding (while continuing, where possible to participate) or be required to leave the project on the basis of Article 12.2 of the General Conditions to the grant agreement".

1.1 Programme

Decision ENI/2017/040-346 "Support to the ENP Action Plan 2017 Israel" - Direct Management

The ENP applies to Israel although the country receives limited funding from the ENI as it is a member of the OECD. There is no Single Support Framework for Israel. Co-operation is based on the EU-Israel ENP Action Plan, agreed in 2005 and whose validity has been extended for three years on December 2018. No Association Committee and Association Council meetings were held in the past six years, however co-operation actions and policy dialogue in areas belonging to the EU-IL Action Plan continued actively throughout, including in 2018.

While Israel pursues efforts to diversify its trade, the EU continues to be its largest trading partner. Israel's high-tech/start up economy offers opportunities for enhanced EU investors and co-operation in the area of research and innovation. Energy cooperation has significant potential in Israel, too. Important measures were approved by the government in the areas of environmental protection, money laundering and education. The EU has been actively engaged in supporting ongoing market and policy reforms including through sharing of best practices.

The Israeli economy has showed strong resilience during the global economic downturn of last decade and despite a relative slowdown Israel has maintained high GDP growth rates (reaching 3.7% in 2017). Israel's debt/GDP ratio is lower than in most OECD countries thanks to its solid macroeconomic situation characterized by fairly low expenditure and high tax collection.

Israel is among the EU immediate neighbours included in the ENP which offers the perspective of moving beyond co-operation to a significant degree of integration through a stake in the EU's Internal Market and the possibility 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 regularly extended, most recently for three years, until December 2021. The identification of new EU-Israel Partnership Priorities (PPs) in line with revised ENP is ongoing.

Building on the institutional framework set up by the EU-Israel Association Agreement, the EU-Israel ENP Action Plan set out in more detail a comprehensive set of jointly developed priorities with a programme of specific activities to which both sides are committed. The areas for greater co-operation under the ENP Action Plan include: upgrading political co-operation; 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; co-operation in transport, energy and communications; closer links in science and technology and people-to-people contacts in education, culture and civil society.

Institutional Twinning and TAIEX are the modalities used in ENI co-operation with Israel. Israel made use of TAIEX and Twinning instruments to increase legislative approximation in areas such as market regulation, statistics, agriculture policy and environment.

Actions¹ financed by the EU have to reflect Israel's interest and capacity to implement the jointly agreed priorities and have to follow the rules set for institutional Twinning instrument on the acquis communautaire.

¹ All actions financed by the EU is subject to the EU's policy with defined borders of Israel in line with international law

1.2 Twinning Sector

Environment

1.3 EU funded budget

Maximum amount of the budget is € 1.500.000

2. Objectives

2.1 Overall Objective

The overall objective of this Twinning Project is to contribute to the protection of human health and environment in Israel, by improving waste management in Israel.

2.2 Specific objective

The specific objective of the Twinning Project is to support the Ministry of Environmental Protection (MoEP) in developing a comprehensive framework for sustainable waste management. This includes supporting the MoEP in formulating an overarching waste management legislative framework and enhancing the MoEP's capacity to strengthen and implement its waste management strategy 2030 on the basis of the EU *acquis*, experience and best practices.

2.3 Related strategic documents

Due to advanced level of economic development, Israel receives limited funding from the European Neighbourhood Instrument (ENI) although it is part of the European Neighbourhood Policy (ENP). The instrument implementing ENP is the ENP Action Plan (AP) which entered into force in 2005 and has been extended to 2021. Implementation of the ENP Action Plan is aimed to significantly advance the approximation of Israel's legislation, norms and standards to European Union *acquis*. Under the chapter "Environment", paragraph 12 it is stressed out the necessity to *review the national waste master plan in order to ensure an integrated approach to waste management, including prevention of waste and reduction at source and energy from waste.*

In 2014 the European Union signed the agreement for the association of Israel to Horizon 2020 (Framework Programme for Research and Innovation).

The EU and Israel have endorsed the 2030 Agenda for Sustainable Development as defined in the resolution adopted by the UN General Assembly on September the 25th, 2015. This Agenda is an action plan for people, planet and prosperity. It also seeks to strengthen universal peace in more substantial freedom. The Twinning project is a direct contribution to advancing several of the 17 SDGs included in the Agenda. In particular, Goal 3 (e.g., target 3.9 "*substantially reduce the number of deaths and illnesses from hazardous chemicals and air, water and soil pollution and contamination*"), Goal 6 (e.g. target 6.3 "*improve water quality by reducing pollution, eliminating dumping and minimizing release of hazardous chemicals, halving the proportion of untreated wastewater and substantially increasing recycling and safe reuse globally*") and Goal 12 (e.g. targets 12.3 *By 2020, achieve the environmentally sound management of chemicals and all wastes throughout their life cycle, in accordance with agreed international frameworks, and significantly reduce their release to air, water and soil in order to minimize their adverse impacts on human health and the environment and target 12.4 By 2030, halve per capita global food waste at the retail and consumer levels and reduce food losses along production and supply chains, including post-harvest losses).*

Israel ratified the Basel Convention on the Control of Transboundary Movements of Hazardous Wastes and their Disposal. The overarching objective of the Basel Convention is to protect human health and the environment against the adverse effects of hazardous wastes. The Convention was adopted in March 1989 in Basel, Switzerland, and entered into force on 5th May 1992. Israel ratified it on 14th December

1994, and came into force for it on 14th March 1995. While Israel ratified the Basel Convention in 1995, it has not ratified the Ban Amendment, though it continues to operate in the spirit of that amendment. Israel also did not ratify the Protocol on Liability and Compensation, adopted in 1999. The Basel Convention was implemented in Israel in 1994 through the Hazardous Substances Regulations, which incorporates the requirements of the Convention.

3. Description

3.1 Background and justification

Pollution and chemical exposure are responsible for several diseases, which cause high costs in terms of welfare. Dumping of waste in landfills or improper treatment of hazardous waste affect natural resources, pose concerns for surface and underground water, imply high costs for remediation of polluted areas and cause degradation of the environment. Upgrading of standards, advancement of waste management practices and behaviours, in the perspective of a transition towards a circular economy, are essential to achieve several of the 2030 Agenda SDGs targets (e.g., target 3.9 substantially reduce the number of deaths and illnesses from hazardous chemicals and air, water and soil pollution and contamination, target 6.3 improve water quality by reducing pollution, eliminating dumping and minimizing release of hazardous chemicals and air, water and soil pollution and substantially increasing recycling and safe reuse globally, target 12.3 by 2030, halve per capita global food waste at the retail and consumer levels and reduce food losses along production and supply chains, including post-harvest losses and target 12.4 by 2020, achieve the environmentally sound management of chemicals and all wastes throughout their life cycle, in accordance with agreed international frameworks, and significantly reduce their release to air, water and soil in order to minimize their adverse impacts on human health and the environment) which were endorsed by both the EU and Israel.

Area of competence, mandate and organisational structure of the Beneficiary institution

The Ministry of Environmental Protection (hereinafter MoEP) is the Beneficiary institution. It was established in 1988. The MoEP is responsible for regulating the handling, recovery and disposal of different waste streams, including Municipal Solid Waste (hereinafter MSW), Agricultural Waste, Construction and Demolition (hereinafter C&D) Waste, Hazardous Wastes etc. In particular, the MoEP drafts waste management legislation, implements waste management policies and strategies, manages funds (for example the Cleanliness Fund) for improvement of waste management, promoting recycling, development of waste treatment facilities, and supporting local authorities (municipalities) that are responsible for the collection and disposal of MSW. The MoEP promotes recycling of materials (e.g. plastic bottles and glass) to reduce the amount of waste sent to landfills. It enforces Extended Producer Responsibility laws for the collection and treatment of recyclable materials such as tyres, packaging waste, electrical and electronic equipment waste (WEEE) and batteries and a deposit law for beverage bottles. The plastic Bags Law was enforced in 2017. The MoEP provides to local authorities financial and professional support and authorizes environmental licensing of waste treatment facilities.

The MoEP is composed of 6 (six) Departments under the responsibility of six General Deputy Directors. They are subdivided into 35 Divisions. A few divisions report directly to the Director General, e.g. legislation, Chief Scientist, budget, spokesperson and auditing, but most operate under the responsibility and coordination of six deputy directors general. Furthermore, the MoEP has six regional (district) offices (North, South, Centre, Tel Aviv, Jerusalem and Haifa). The "Solid Waste" Division, under the "Local Authorities, Education and Community" Department, is responsible for the management of MSW and will coordinate the Twinning Project under the supervision of the General Deputy Director. A comprehensive structure of the operational Departments within MoEP is given in the following outline:

Strength and weaknesses of the Beneficiary Administration

Strengths:

- Commitment: the personnel is firmly committed to adopting the necessary actions to achieve practicable recycling targets and meet its strategic goals set for 2030 whilst benefiting from the outcomes that the Twinning Project can provide;
- Availability of significant funds (Cleanliness Fund) to develop a strategic network of waste treatment facilities, including Waste to Energy, to support local authorities, to build up a recycling market and to raise awareness among the general public and stakeholders;
- Flexibility of MoEP's staff and eagerness to implement Best European Practices within the sound management of waste in the context of a circular economy.

Weaknesses:

- Fragmentation and overlapping of roles within the MoEP;
- Lack of law enforcement;
- Lack of mandatory provisions to obligate stakeholders to reach the recycling performance targets;
- Reluctance among local authorities to sort, separate and recycle waste (such as organic waste at source);
- Absence of MSW Action Plans to be derived from the waste strategy;
- Lack of new laws such as ELVs;
- Weak overarching and harmonised structure/system (legislation, recycling policy, action plan, facilities, education, municipalities, enforcement);
- Image of the MoEP degraded by lack of clear guidelines in the waste management policy.

Institutions involved and relationship for the implementation of the project

The "Solid Waste Treatment" Division will lead the Twinning Project. Nevertheless, other Departments and Divisions within MoEP, and other Ministries and organizations (to a different extent), will be involved during the project. All the below mentioned Departments/Divisions are involved in waste management and therefore will take an active role in the implementation of the project (the list is not exhaustive):

- Dept. of "Natural Resource"
 - Agroecology Division (responsible for agriculture waste). Note that the meaning of agriculture waste in Israel is wide and encompasses all kind of waste produced by agricultural activities from plastic foils to carcasses;
- Dept. of "Local Authorities, Education & Community":
 - Extended Producer Responsibility Division (responsible for WEEE and batteries waste, packaging waste, recycling of beverage bottles and reduction of Plastic Bags);
 - Solid Waste Division (responsible for MSW);
 - Local Authorities & Environmental Units Division (responsible for collaborating with Local Authorities).
- Dept. of Industries
 - Hazardous Materials Division (responsible for hazardous waste).
- Dept. of "Planning & Policy"
 - International Relations Division (it is the liaison with the EU Delegation);
 - Environmental Policy Division; (Responsible for promoting Circular Economy Policy)
 - Environmental Planning & Green Building (responsible for Urban Planning).

And, besides MoEP, the Ministries of:

- Finance Treasury and Planning Administration;
- Agriculture and Rural Development
- Construction and Housing;

- Education;
- Finance;
- Foreign Affairs;
- Health;
- Economy and Industry;
- Interior;
- Justice

Other Organizations include:

- The Federation of Local Authorities in Israel
- NGOs
- The Central Bureau of Statistics
- Manufacturers Association of Israel
- The Israel Electricity Authority.

The aforementioned Ministries and organizations will be involved mainly in the discussions when drafting the waste framework legislation. The Twinning Project might lead to a reorganisation of the institutions' framework. An appraisal of the institutional set-up is necessary and recommended to identify fragmentation and overlapping between different Departments and Divisions.

Existing domestic legal framework

The introduction of an overarching Waste Framework Legislation in Israel implies the revision of other pieces of waste legislation and the drafting of new standards. Regrettably, Israeli waste legislation is rather fragmented and approximation of existing laws/regulations to EU *acquis* will affect the current waste management framework. It is herein appropriate to quote the main waste management laws/regulations concerning solid waste while for a detailed and comprehensive list of environmental legislative acts and description thereof, please refer to Annex 2.

There are two main pieces of legislation that include general and scanty provisions in regard to waste management:

- <u>Maintenance of Cleanliness Law (The Clean Act, 1984)</u>
 It is a generic law whose objective is to prohibit littering or the disposal of waste, building debris, and vehicle scrap into the public domain;
- <u>Collection and Disposal of Waste for Recycling Law (1993)</u> It provides the principles and the legal framework for recycling in Israel.

Furthermore, a set of laws has been enacted as follows:

- <u>Obligation of Waste Disposal and Recycling (1998)</u> The law amends the Collection and Disposal of Waste for Recycling Law of 1993. It_requires local authorities to reduce their waste for disposal by means of recycling;
- <u>Deposit on Beverage Containers Law (1999)</u> This law came into force in 2001. It requires manufacturers, importers and retailers to collect a deposit on beverage containers larger than 0.1 litres and smaller than 1.5 litres. This law was amended in 2010 (please ref. to Annex 2);
- <u>Tire disposal and recycling Law (2007)</u> It aims to reduce the environmental nuisances caused by improper tire disposal in Israel, while promoting tire recycling;
- Packaging Law (2011)

It imposes direct responsibility on manufacturers and importers in Israel to collect and recycle the packaging waste of their products;

Landfill Levy Law (as last amended in 2011)

The law amends the Clean Act of 1984. It requires landfill operators to pay a levy for every ton of waste landfilled (2007 amendment) and aims to combat the illegal dumping of construction and demolition (hereinafter C&D) waste (2011 amendment);

- <u>Electric and Electronic Equipment and Batteries Law (2012)</u>
 This law establishes provisions for the sound environmental treatment of electrical and electronic equipment and of batteries and accumulators;
- Plastic Bags Law (2016)

It entered into force in January 2017. It introduced a levy on plastic bags in all large supermarkets.

A set of new laws was drafted in 2011 but they still lay before the approval bodies. These are:

- C&D Waste Treatment amending the Clean Act;
- Mining regulations: C&D waste recycling;
- Biodegradable waste collection regulations;
- Paper and Cardboard Waste collection regulations;
- Hazardous Waste regulation based on the WFD and EWC codes.
- 3.2 Ongoing reforms

The MoEP developed a new National Waste Management Strategy (2018-2030) and is in the process to draft the Action Plans that aim at implementing the strategies contained therein.

The MoEP can avail of the levy collected from landfills under the "Cleanliness Fund" that it manages directly. By means of the "Cleanliness Fund" the MoEP planned a portfolio of investments to support both the private sector and the municipalities to develop a network of MSW treatment facilities across the country that will provide treatment of MSW in a sustainable and performing way. These facilities include Waste to Energy (WtE) for non-recyclable sorted waste, Anaerobic Digestion (AD) for the organic fraction and Mechanical Biological Treatment (MBT) facilities.

In January 2018, the National Planning and Building Board, Israel's highest planning body, adopted the MoEP's Waste-to-Energy (WtE) policy guidelines. The top aim of the 2030 plan is to minimize landfilling and promote recycling and recovery, with the following strategic targets:

- \succ Reduce the landfilling rate to 26%;
- \blacktriangleright Increase the recycling rate to 51%;
- Set the energy recovery rate at 23%.

The objective is not only to reduce the amount of waste in landfills, but also the expenditure of local authorities on waste treatment, which means to improve the efficiency of the global institutional system for waste management in Israel.

The MoEP is also supporting municipalities to develop underground bins, separate collection systems (e.g. cages for plastic packaging, small containers for glass and paper).

The MoEP developed a new automated Waste Data System. MSW treatment facilities and landfills across Israel are obliged to report data to the MoEP's through the waste data flow system. The MoEP is still in the process of connecting the facilities and the next stages include connecting C&D treatment facilities and in the long term, extending the mandatory use of the system to all recycling facilities (ca. 150).

The MoEP is also supporting the development of municipalities grouping (*Eshkolot*) to enhance their capabilities in MSW management. Clustering ensures economic viability and efficiency in waste collection and sorting. Small villages including Arab and Bedouin communities located in remote areas or in the desert would benefit from clusters built-up.

The MoEP in collaboration with other Ministries is piloting reduction of food waste at source through different initiatives including education involving farmers and retailers.

The MoEP in collaboration with the Government Procurement Administration is adopting a Green Public Procurement policy to determine environmental criteria in tenders. The project is based on circular economy principles of reduction of single-use packaging and the ability of the product to be reused and recycled. Target: 20% green products and services in Government offices by 2020.

The MoEP implements criteria in business licensing based on Industrial Emissions Directive (IED, 2010/75/EU) for all facilities dealing with hazardous waste. A new regulation for hazardous waste based on Waste Framework Directive (WFD, 2008/98/EC) has been drafted including European Waste Catalogue and guidelines for waste classification.

Finally, the MoEP enforces a series of Extended Producer Responsibility (EPR) measures such as the Packaging law and other laws for the purpose of reducing plastic waste such as the Plastic Bag law.

3.3 Linked activities

Completed EU funded actions or programmes

The MoEP has been the beneficiary of two successful EU-funded Twinning projects in the field of environment:

- A first Twinning project aimed at establishing an Integrated Pollution Prevention and Control (IPPC) system within Industrial Emissions Directive (IED) (2013-2015);
- The second Twinning project was a continuation of the first one, targeting small and medium enterprises (SMEs) (2015-2017) in regard to environmental permitting, inspection and compliance.

Also two actions related to waste management have been achieved using the TAIEX instrument:

- A TAIEX workshop on sorting, transfer stations & anaerobic digestion facilities for municipal solid waste (MSW) / mechanical biological treatment (MBT) was organized in Israel in October 2015
- A TAIEX Study Visit in Finland on development of waste to energy (WtE) facilities for municipal solid waste in October 2018;

On-going EU funded actions or programmes

An agreement associating Israel to the Horizon 2020 was signed in June 2014, providing Israeli researchers, universities and companies with full access to this € 80 billion Framework Programme for Research and Innovation (2014-2020) aiming at driving smart, sustainable and inclusive growth and jobs, with an emphasis on excellent science, industrial leadership and tackling societal challenges.

Israel is part of the SWIM-H2020 SM Regional Technical Support Program funded by the European Neighborhood Instrument (ENI) South/Environment. It ensures the continuation of EU's regional support to ENP South countries in the fields of water management, marine pollution prevention and adds value to other EU-funded regional or bilateral programs in related fields, in particular the SWITCH-Med program and the ClimaSouth Program, where environment and water are identified as priority sectors for the EU co-operation. In the framework of this program several actions have been undertaken or are planned for supporting glass recycling, for strengthening C&D waste management and supporting plastic waste management, recycling and reduction. Guidelines for best practice for glass recycling schemes and for the introduction of a national plastic waste recycling strategy are among the main outcomes of this programme.

Within the framework of the ENPI-SEIS project on environmental information systems, the MoEP will strengthen its data system. The goal is to ensure access to high-quality, timely, reliable and coherent data, as well as provide decision makers with a visibility onto the evolution of key performance indicators (KPIs) for the monitoring of the sector of waste management.

Other

The MoEP is developing a bilateral Government to Government cooperation with the Czech Republic in the field of waste management, with no potential interference with the activities to be undertaken under the Twinning Project.

3.4 List of applicable Union *acquis*/standards/norms

Main applicable European Union acquis concerning waste management. Correspondence is made under *[italics]* and can be partial. For a more exhaustive list of EU waste legislation please refer to Annex 2.

- **Directive 2008/98/EC** of the European Parliament and of the Council of 19 November 2008 on waste and repealing certain Directives [*no correspondence*];
- Commission **Regulation (EU) No 1357/2014** of 18 December 2014 replacing Annex III to Directive 2008/98/EC of the European Parliament and of the Council on waste and repealing certain Directives; [no correspondence]
- Council Regulation (EU) 2017/997 of 8 June 2017 amending Annex III to Directive 2008/98/EC of the European Parliament and of the Council as regards the hazardous property HP 14 'Ecotoxic'; [no correspondence]
- Council Directive 1999/31/EC of 26 April 1999 on the landfill of waste; [no correspondence]
- 2014/955/EU: Commission Decision of 18 December 2014 amending Decision 2000/532/EC on the list of waste pursuant to Directive 2008/98/EC of the European Parliament and of the Council; [no correspondence]
- **Directive 2000/53/EC** of the European Parliament and of the Council of 18 September 2000 on end-of life vehicles; [*no correspondence*]
- **Directive 2006/66/EC** of the European Parliament and of the Council of 6 September 2006 on batteries and accumulators and waste batteries and accumulators and repealing Directive 91/157/EEC; [*Electric and Electronic Equipment and Batteries Law of 2012*]
- European Parliament and Council **Directive 94/62/EC** of 20 December 1994 on packaging and packaging waste; [*Packaging Law of 2011, Deposit on Beverage Containers Law and Plastic Bags Law of 2016*]
- Directive 2012/19/EU of the European Parliament and of the Council of 4 July 2012 on waste electrical and electronic equipment (WEEE); [*Electric and Electronic Equipment and Batteries Law of 2012*].

3.5 Results per component

The Twinning project will be articulated around components aiming at 1) proposing an overarching waste management legislative framework; 2) implementing and strengthening the national strategy for waste management; and 3) identifying mechanisms for strengthening waste management administrative and organisational capacities at national, regional and local levels.

It is expected that successful conduct of the Twinning Project will provide a firm basis for Israel to approximate its legislative and administrative frameworks to EU regulations and best practices, where appropriate, thus paving the way towards a circular economy.

At the end of the Twinning Project, the three following mandatory results must be achieved:

Result/Component 1: A comprehensive waste management regulatory framework is formulated with the participation of relevant ministries

The new regulatory framework to be drafted, the current EPR laws to be assessed and revised and an End of Life Vehicles law to be drafted for the approximation with the EU *acquis* and the circular economy package, to the extent possible, will be the baseline to develop a solid waste management policy.

Under this component, indicative sub-results could include:

- A legal (Gap) Analysis (LGA) between existing environmental legislation and EU legislation is done;
- A regulatory Impact Assessment (RIA) for an overarching waste framework legislation is done;
- The overarching waste framework legislation is drafted;
- The existing EPR legislation are revised and an assessment of legislative or non-legislative measures to establish EPR schemes based on EU best practices is done.
- An End of Life Vehicles legislation is drafted (including E-bikes);
- New standards to define end-of-waste for strategic products are drafted.

Result Component 2: The national strategy for sustainable waste management is strengthened by identification of mechanisms for sound implementation.

The Twinning project will help the MoEP to complete and translate its newly developed Waste Strategy into an operational action plan aiming to bridge the gap between the existing situation and the ambitious objectives aimed at the 2030 horizon for reducing landfilling and increase recycling. Besides the schedule of planning and development of new facilities, especially WtE plants that are necessary to decrease the landfilling, the action plan should include actions to be undertaken to enforce the waste framework legislation, adapt and improve the efficiency of involved institutional bodies at central, regional or local level, support the recycling market build-up and incite the households and businesses to adopt new sound waste management practices.

Twinning activities should also allow the MoEP to benefit of EU operational expertise in focused areas for which the MoEP needs recommendations and guidelines: WtE technologies, practices to collect and treat specific streams (plastic, C&D, green waste from both agricultural and public activities, plastic foils and packaging)...

The Twinning project will also include supporting activities to raise awareness (households, businesses, farmers, stakeholders) about the new legislative framework, policy, strategy and practices to be developed.

Under this component, indicative sub-results could include:

- Guidelines on the EU waste to energy best available technologies in order to facilitate MoEP's planning decisions are drafted;
- Guidelines on the EU waste to energy best available technologies for treatment of residues (fly ash, bottom slag, metals, filter bags, gypsum etc.) are drafted;
- Raise awareness campaigns on waste to energy technologies addressing the general public and institutions including local authorities are developed;
- A workshop about circular economy (general concepts) and guidelines for applying this model onto the Israeli context is organized;
- A communication plan for approaching the general public to a sustainable waste management of MSW is drafted;
- Guidelines based on EU best practices on strengthening the recycling market within MSW management (incentives, liberalisation of the market, tariffs, citizens taxation etc.) are drafted;
- Workshop/Guidelines on best European practices for prevention of waste and reduction at source (in particular food waste and plastics) are organised/drafted;

- Best treatment practices for sound management of waste produced in the agricultural sector are identified and presented to the MoEP;
- Guidelines on best available technologies for treatment of targeted streams (plastic, C&D, green waste from both agricultural and public activities, plastic foils and packaging) are drafted;
- Guideline based on EU Best Available Technologies to treat agricultural waste such as plastic sheets, carcasses, manure, effluents, pesticides left over, green waste (pruning etc.) are drafted;
- Standards for end-of-waste strategic streams are defined and approved;
- Guidelines on how to improve extended producer responsibility (EPR) schemes (measures to ensure producers financial responsibility for management of waste during product's life cycle) and general minimum requirements based on EU best practices are drafted;
- Action plan to implement the new waste management policy (including MSW framework legislation enforcement plan and economical and social impact analysis of incentives, especially for recycling market build up) is drafted and approved by the MoEP;
- Workshop aiming to raise awareness among shareholders (new drafted waste framework legislation, new strategy and action plan, new practices to be developed...) is organised;
- Questionnaire disseminated among municipalities to map out a SWOT analysis on waste management for future actions to be instituted by MoEP is surveyed;
- Survey to measure a positive impact on public perception about the new policy on waste management is done.

Result Component 3: Revised organizational and administrative structures have been proposed for all relevant levels of Israeli institutions involved in waste management.

The strengthening of the administrative capacity, for implementation of an efficient waste management system in Israel, is expected from this project in order to support the long-term implementation of new legislation. Staffing, perimeter of activity of structures, repartition of roles between central and local levels, development of a regional waste management, procedures and management modes are to be reviewed in order to better the coordination of the various units within the MoEP and improve the efficiency of the global institutional system (MoEP, groupings of municipalities, municipalities, external stakeholders). Benefits of clustering municipalities, in terms of reduction of costs and improvement of services provided to citizens, should be shared with all municipalities in order to extend the system.

This component will be benefit from EU Member States expertise in implementing the European Commission action plan on Environmental Compliance and Governance to achieve better implementation levels².

Human resources capacities are to be strengthened by provision of relevant training to government officials and other key stakeholders, on topics such as (TNA would better define the needs): waste to energy technologies, good practices related to waste produced by agricultural activities, recycling market built up schemes, prevention and re-use schemes in order to convince public to adopt new behaviors or accept the setting up of infrastructures deemed necessary but seen as a source of constraints by the population.

Under this component, indicative sub-results could include:

- Assessment on harmonisation and recommendations for improving the coordination between divisions is drafted;
- Assessment of administrative tools and recommendations to improve the efficiency of the management framework to implement the policy
- Assessment of clusters (*Eshkolot*) and unions (*Igudim*) performance is drafted;

² http://ec.europa.eu/environment/legal/compliance_en.htm

- Target organisational scheme aiming at strengthening and improving the model of association and avoid overlapping is drafted;
- Professional staffing requirements are defined for the implementation of the new legislation framework;
- Conference(s) to promote and extend the clustering system (*Eshkolot* and *Igudim*) among municipalities is (are) organised;
- Training Needs Assessment (TNA) is drafted;
- Training of trainers on topics identified within the TNA is performed;
- Study visit/Pilot study on most performing MSW management systems within Member States (2/3 countries pay-as-you-throw (PAYT) system, multiple bins strategy, consortia and similar, etc.) is carried out;
- Study visit/Pilot study on most performing MSW waste to energy facilities and alternatives to them (2/3 countries) is carried out.

The sequence of activities to be implemented to achieve the mandatory results will be defined by the EU Member State(s). The Member State(s) have the possibility to elaborate a proposal of their own, respecting the objectives, the mandatory results/outputs and the set of indicators of performance recorded in the logical framework (ref. to Annex 1), demonstrating the added value of their intervention logic.

- 3.6 Means/input from the EU Member State Partner Administration(s)*:
- 3.6.1 Profile and tasks of the PL:

Profile of the Project Leader (PL):

The Member State (MS) PL will be a high ranking Member State official or assimilated agent from a mandated body with sufficient rank to ensure an operational dialogue at political level;

He / she will have to have a broad experience of at least 10 years in the waste management area. He / she will have to be a high-ranking responsible state employee within the MS administration/Mandated body, capable of leading an operational dialogue to the political level necessary for the achievement of the objectives of the Twinning Project. His / her level of responsibility has to allow him / her to bring the required solutions to the problems or difficulties met during the execution of the project.

Tasks and Responsibilities of the PL:

His / Her mission in the project consists in particular in the following:

- Responsible for the achievement of the activities assigned to his administration in the contractual work plan;
- Guarantee experts' mobilization in the adequate profiles meeting the needs of the project;
- Supervise the elaboration of the quarterly reports and the final report to be submitted to the contracting authority covering the thematic as well the financial aspects of the project;
- Co-chair the quarterly Steering Committees of the Twinning project with his / her counterpart within the beneficiary administration;

The PL is particularly involved in the choice and the facilitation of the organization of the study visits. Besides he is an essential actor for the establishment of sustainable links between one or several equivalent bodies in the EU.

He / She must be available for the project at least three days a month, with a trip on the ground at least every three months to participate in the steering committee of the project.

3.6.2 Profile and tasks of the RTA:

Profile of the resident twinning Advisor (RTA):

University degree in engineering, Chemistry, Life Science or equivalent, or equivalent experience in the area for at least 8 years;

Significant previous experience in project management;

Strong interpersonal and communication skills;

General knowledge of the main issues related to waste management or environmental sector;

Previous experience in institutional strengthening projects is an asset;

Excellent written and oral command of English.

Task and responsibilities of the RTA:

The mission of the Resident Twinning Advisor consists in particular in:

- The overall coordination of the unfolding of the Twinning project, in close relationship with his / her counterpart;
- The triggering of STE's missions, in liaison with the component leaders and his / her counterpart;
- The follow-up of the activities achieved and the quality control of the documents produced by the STEs;
- The monitoring of schedule of operations;
- The continuous update of the planning of achievement of the activities;
- The monitoring of budget implementation (consumption of fees and per diem), and the reallocation of resources when deemed necessary;
- The monitoring of indicators of performance defined in the contractual logical framework;
- The elaboration of the intermediate follow-up reports and of the final report;
- The preparation of the Steering Committees of the project;
- The preparation and organisation of study visits to be carried out in EU countries;
- The preparation and the implementation of visibility actions about the project and its achievements, more specially the kick off and closing conferences.

He / she has to insure the coordination with the bodies involved by the Israeli side and by the EU side, as well as with the contracting authority.

He / she has to work on the everyday life with the staff of the MoEP to implement the Twinning project.

He / she provides MoEP managers involved in the Twinning project with technical or administrative advices related to the twinning project

He / she will work in Jerusalem during the whole duration of the project (24 months).

3.6.3 Profile and tasks of Component Leaders:

Profile of the Component leaders:

University degree or equivalent experience of at least 8 years in a related area;

Professional experience of minimum 8 years in the field of waste management;

Excellent interpersonal and communication skills;

Specific domains of expertise and professional experience fields according to the component:

- Component 1: profound and updated knowledge on EU regulations / directives related to waste management;
- Component 2: experience on waste management national strategy and policy or programme design and management;
- Component 3: extensive practical experience in organizational and human resources development and/or capacity building programme design, raising awareness and monitoring.

Tasks and Responsibilities of component leaders:

The component leaders will work in close relationship with the RTA. They are responsible for the following:

- To coordinate and monitor activities under their component;
- To define the scope of work of the STEs mobilized in the framework of their component, in full accordance with the contractual work plan;
- To plan, coordinate and ensure proper quality of outputs;
- To ensure the appropriate sequencing of activities with other components;
- To provide the RTA with information required for the quarterly / final reporting and the Steering Committees;

The component leaders intervene as STEs to contribute to the achievement of some activities within their component, according to their field of expertise.

The component leaders may take part to the Steering Committee meetings.

3.6.4 Profile and tasks of other short-term experts:

The Member State will mobilise short-term experts (STEs) covering the whole spectrum of expertise needed to implement the activities foreseen in the Twinning project.

Profile of the STEs:

Higher education degree in a field compatible with her/his role in the project or a professional experience of at least 3 years in this field.

The team of STEs should possess the practical experience and expertise required for achieving the outputs of the 3 components of the project, especially (but not limited to):

- Extensive knowledge of Union acquis related to waste management (Framework directives etc.)
- Organization and administrative procedures within institutional bodies in charge of solid waste management at central, regional and municipal level;
- Economy of waste management (taxes, incentives, markets, exportation...);
- Waste management infrastructure, processes and systems;
- Waste-to-Energy technologies;
- Hazardous waste specific processes and infrastructure;
- Treatment of waste from agriculture activities;
- Recycling specific processes and infrastructure;
- Circular economy;
- Reduction at source and prevention (food waste etc.), application of waste hierarchy;
- Training need assessment and programme design;
- Extended Producer Responsibility best practices.

Tasks and Responsibilities of STEs:

STEs are in charge of:

- Providing technical input according to the terms of reference drafted by the RTA in liaison with the component leaders and his / her counterpart for each mission during the project implementation;
- Working in a participative mode with counterparts from the Israeli side involved in the project;
- Reporting to the RTA (activity report compulsory at the end of each mission);

Taking into consideration the fact that the implementation of a waste management policy involves the private sector (inter alia appeal of PPP mechanism, or active role played by NGOs), a certain level of private sector expert input within some activities of the twinning project will be accepted by the contracting authority, respecting the maximum cost per component defined in the twinning manual.

4. Budget

The maximum budget available from ENI for this Twinning Project is €1.500.000.

5. Implementation Arrangements

5.1 Implementing Agency responsible for tendering, contracting and accounting

The Implementing Agency which will be responsible for tendering, contracting and accounting of this Twinning project is the Delegation of the European Union to the State of Israel.

The person in charge of this project is: Estelle Kadouch in charge of Twinning Programme Delegation of the EU to the State of Israel Address: 5-7 Shoham Street, Ramat Gan, Israel Postal Address: P.O. Box 3513 Ramat Gan, 52136 Israel Tel: (+972 3) 600 0918 Fax: (+9723) 613 7770 e-mail: estelle.kadouch@eeas.europa.eu

Assistance to the Delegation in the management and administration of the Twinning Programme will be provided by the PAO (within the Ministry of Foreign Affairs of Israel)

Programme Administration Office (PAO) :

Mr. Ilan Fluss, Deputy Head Economic Division Ministry of Foreign Affairs 9 Yitzhak Rabin Blvd. Jerusalem 9103001, Israel Tel. +972 2 5303440 e-mail ilan.fluss@mfa.gov.il

Ms. Rony Yedidia-Clein, Ministry Counsellor Ministry of Foreign Affairs 9 Yitzhak Rabin Blvd. Jerusalem 9103001, Israel Tel. +972 2 5303222 e-mail ryedidia@mfa.gov.il

5.2 Institutional framework

The Beneficiary administration will be the Ministry of Environmental Protection. Within the MoEP the "Solid Waste Treatment" Division under the "Local Authorities, Education & Community" Department will lead the Twinning Project.

Other structures will be involved in relevant activities of the Twinning project:

- The Ministry of Economy and Industry
- The Ministry of Agriculture and Rural Development
- The Ministry of Energy
- The Ministry of Health
- The Ministry of Finance (Treasury)
- The Ministry of Justice
- The Ministry of Construction and Housing;
- The Ministry of Education;
- The Ministry of Foreign Affairs;
- The Ministry of Interior;
- The National Planning Authority
- The Central Bureau of Statistics (ICBS)
- The Israel Electricity Authority.
- Manufacturers Association of Israel
- Federation of Local Authorities in Israel

Local authorities and their representative bodies such as the Federation of Local Authorities in Israel (FLAI) will be included in relevant activities. Representatives of existing clusters of municipalities (both *Igudim* and *Eshkolot*) may also be involved in some activities of the Twinning project.

The participation of associations or NGOs active in the field of waste management, like the association JUDEA, is to be considered in relevant activities of the Twinning project.

With regards to the private sector, relevant bodies such as the Manufacturers' Association in Israel who is stakeholder in the recycling market are also to be included in relevant activities of the Twinning project. The results of the Twinning Project will likely lead to a rearrangement of the institutional framework within the MoEP.

- 5.3 Counterparts in the Beneficiary administration:
- 5.3.1 Contact person:

Ms. Tahel Yashfe International Relations coordinator 5 Kanfei Nesharim St. Jerusalem 95464, Israel Tel. +972 2 6553994 e-mail <u>TahelY@sviva.gov.il</u>

5.3.2 PL counterpart

Mr. Oded Nezer, Head of Solid Waste Treatment Division, MoEP 5 Kanfei Nesharim St. Jerusalem 95464, Israel

The Twinning Project Leader for the Israeli part will work in close cooperation with the MS PL and the RTA as well as his/her counterpart. He will regularly monitor the progress of the Twinning activities and will provide the necessary support to ensure the good conducting of the project. He will co-chair the quarterly Steering Committees of the Twinning project.

5.3.3 RTA counterpart

Yarden Shani Rockman Head of Recycling Unit within the Solid Waste Treatment Division, MoEP 5 Kanfei Nesharim St. Jerusalem 95464, Israel

The RTA counterpart will be responsible with the RTA for daily coordination of the Twinning project on the Israeli side. She will ensure the link between the staff off the Beneficiary administration, and officers from other stakeholders on the Israeli side involved in the Twinning activities, and the MS experts.

6. Duration of the project

24 months

7. Management and reporting³

7.1 Language

³ Sections 7.1-7.3 are to be kept without changes in all Twinning fiches.

The official language of the project is the one used as contract language under the instrument (English / French). All formal communications regarding the project, including interim and final reports, shall be produced in the language of the contract.

7.2 Project Steering Committee

A project steering committee (PSC) shall oversee the implementation of the project. The main duties of the PSC include verification of the progress and achievements via-à-vis the mandatory results/outputs chain (from mandatory results/outputs per component to impact), ensuring good coordination among the actors, finalising the interim reports and discuss the updated work plan. Other details concerning the establishment and functioning of the PSC are described in the Twinning Manual.

7.3 Reporting

All reports shall have a narrative section and a financial section. They shall include as a minimum the information detailed in section 5.5.2 (interim reports) and 5.5.3 (final report) of the Twinning Manual. Reports need to go beyond activities and inputs. Two types of reports are foreseen in the framework of Twining: interim quarterly reports and final report. An interim quarterly report shall be presented for discussion at each meeting of the PSC. The narrative part shall primarily take stock of the progress and achievements via-à-vis the mandatory results and provide precise recommendations and corrective measures to be decided by in order to ensure the further progress.

8. Sustainability

The project sustainability is first ensured at design level by the very nature of the outputs targeted by the project:

- To develop an integrative overarching framework legislation for Waste;
- To reinforce the development of a waste management policy and support its implementation;
- To strengthen the operational, organizational and administrative capacities of institutions bodies concerned by municipal waste management.

Israel has to change its waste management policy because the available space for the landfilling is depleting and becomes negative on the horizon 2022. The goal pursued is to reduce landfilling from 77% to 26% in 2030, which necessitate developing new facilities, especially waste to energy. The transfer of expertise and know-how in this domain targeted as an outcome of the Twinning project will give a powerful impetus to the implementation of a programme.

At professional level, there is a strong will to establish a global and coherent overarching regulatory framework related to waste, shared by all MoEP units linked to waste management and external stakeholders acting as partners.

At political level, the participative process to be adopted for drafting the new regulatory framework or amending the existing laws will involve all concerned ministries (Finance, Energy, Justice...), in order to facilitate the acceptance of the new legislation.

To establish the infrastructure supporting the new strategy, the MoEP has planned an 80% state contribution to the building of waste to energy facilities via Public Private Partnership models. The political will to implement the new strategy is assessed by the adoption of a Waste To Energy Policy at the Highest national planning committee and by approval of a budgetary allowance of the unused funds from the Cleanliness Fund by its Board of Directors and at governmental level.

The Twinning activities aiming at developing the awareness of citizens and key stakeholders about the necessity to adopt the new policy will facilitate the implementation of the policy and strongly contribute to the sustainability of results and impacts of the project.

The professional strengthening and EU best practices transferred to the beneficiary will provide knowhow that will be used beyond the duration (outcome) of the Twinning Project.

9. Crosscutting issues

The costs of MSW waste management are increasing and became a substantial component in the municipalities' budgets especially in remote areas where it can exceed 25% of the total expenditures. Adoption of new municipality clustering (*Eshkolot*), strengthening the management of existing ones (Igudim) and incorporation of weaker entities will allow a more efficient collection system of municipal waste within the entire Israeli territory including remote areas. Furthermore, improvement of waste management network and sound management of waste through establishment of efficient municipalities' clusters will considerably enhance the protection of human health within small communities, minorities and vulnerable people (e.g. Bedouins, Druse, rural communities including Arabs). Women, especially during pregnancy, and children are considered the most vulnerable to degradation of environment caused by unsound waste management. Sound waste management mitigates exposure of women and children to hazardous substances and would contribute to protect them from adverse effects cause by pollution.

The Twinning project will ensure that environmental standards are respected, particularly when amending or drafting laws. In its implementation phase, equal opportunities principle will be integrated in all phases of the project. It can be put forth that the majority of employees in the Israel Ministry of Environmental Protection are woman, including units related to waste management.

10. Conditionality and sequencing

The Twinning Project is not conditioned by specific prerequisites.

Coordination between different activities of each component is necessary for ensuring the full coherency of the outcomes. Inter alia, outputs from Component 2 and Component 3 will serve as inputs for the Component 1.

The RTA will ensure an appropriate coordination with the other on-going EU funded programmes to avoid any overlapping with the activities developed within the twinning project.

11. Indicators for performance measurement

- A global and coherent regulatory framework related to waste management available;
- Guidelines for improving the funding mechanisms and financial incentives introduced in the policy;
- Action plan for implementing the waste management strategy, incorporating communication actions towards the public and stakeholders, defined and approved;
- MoEP staff has the capacity to define the best WtE technology adapted to the Israeli context;
- Organizational and administrative efficiency of the waste management framework improved;
- Awareness of public and stakeholders along the chain raised;
 - Public, businesses (new policy and legislation, new practices for a sustainable waste management, promotion of recycling, ...)
 - Farmers (new policy and legislation, process to collect and treat agricultural waste...)
 - Municipalities (new legislation, new policy, action plan, new facilities to be implemented, benefits and performance of clusters, use of cleanless fund...);
- MoEP staff and other stakeholders trained (training of trainers);
- At least one recommendation or best practice observed during the project for stimulating the transition to a circular economy reduction at source, recycling market build-up...- applied by the MoEP (as a pilot project);
- Domestic waste practices improved;

• Quality of life especially in vulnerable groups improved by sound management of waste and air/soil/water pollution reduction.

12. Facilities available

The beneficiary should provide

- Sufficient office space(s) for the RTA, his/her assistant and translator and the MS experts for the duration of the project;
- Temporary badges to access to the office space(s) for the whole MS staff;
- IT equipment including a multifunction printer including printing paper;
- Internet access;
- Meeting rooms and necessary equipment for training sessions to be organized during the Twinning Project.

Annex 1: logical framework

Twinning Project Title: Establishing a regulatory framework, supporting the implementation of national strategy and strengthening institutional capacities in the field of waste management	Reference:	Project Duration: 24 months	Total budget: 1 500 000 €
Overall Objective	Objectively verifiable indicators	Means of verification	Assumptions
The overall objective of this Twinning Project is to contribute to the protection of human health and environment in Israel, by improving waste management in Israel.	Quality of life especially in vulnerable groups improved by sound management of waste and air/soil/water pollution reduction; Progress towards the following 3 goals of the SDGs agenda: - n° 3: Ensure healthy lives and promote well-being for all at all ages; - n° 6: Ensure availability and sustainable management of water and sanitation for all; - n° 12: Ensure sustainable consumption and production patterns. Reduction of landfilling rate Increase of reuse and recycling	Governmental publications Annual MoEP activity Report / Web site of the MoEP Israel Environment Bulletin	Development of Waste to Energy infrastructures Successful building up of the recycling market Municipalities, Households and businesses adopt the waste collection system promoted by the MoEP Lobbies against the setting up of new infrastructures are not too virulent

Specific Objective	Objectively verifiable indicators	Means of verification	Assumptions
The specific objective of the Twinning Project is to support the Ministry of Environmental Protection (MoEP) in developing a comprehensive framework for sustainable waste management. This includes supporting the MoEP's in formulating an overarching waste management legislative framework and enhancing the MoEP's capacity to strengthen and implement its waste management strategy 2030 on the basis of the EU <i>acquis</i> , experience and best practices.	administrative efficiency of the waste management framework	Annual MoEP activity Report / Web site of MoEP Israel Environment Bulletin Media coverage / press review Conferences and workshops Guidelines Surveys	Political will to pass the new legislative texts Inter-ministerial cooperation
Mandatory Results (Outputs)	Measurable indicators (Benchmarks)	Sources of information	Assumptions
Result 1: Contributing to the formulation of comprehensive waste management regulatory framework prepared with the participation of relevant ministries	A global and coherent regulatory framework related to waste management available;		Other ministries concerned by the legal framework involved in the twinning activities Political will for implementing the new legal framework Legal texts in English available Cooperation between different Departments and Divisions within MoEP BC staff available

Result 2: The national strategy for sustainable waste management is strengthened by identification of mechanisms for sound implementation.	Action plan for implementing the waste management strategy defined. Guidelines for improving the funding mechanisms and financial incentives prepared for approval by national authorities in order to be integrated in the policy; MoEP staff is able to define the best WtE technology adapted to the Israeli context; Awareness of public and stakeholders (public, businesses, farmers, municipalities) is raised; At least one recommendation or best practice observed during the project for stimulating the transition to a circular economy applied by the MoEP as a pilot project (reduction at source, recycling market build-up); Domestic waste practices improved; Quality of life especially in vulnerable groups improved by sound management of waste	Twinning Project Annual MoEP activity Report / Web site of MoEP Strategy and action plan Conferences and workshops Surveys and questionnaires	Municipal authorities and other stakeholders are collaborating BC staff available
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	and air/soil/water pollution reduction.		
Result 3: Revised organizational and administrative structures have been proposed for all relevant levels of Israeli institutions involved in waste management.	Organizational and administrative efficiency of the waste management framework improved; MoEP staff and other stakeholders trained (training of trainers).	Quarterly reports, final report and visibility supports of the Twinning Project Annual MoEP activity Report / Web site of MoEP Workshops Training needs assessment questionnaires and training plan Reports about study visits	Municipal authorities and other stakeholders are collaborating BC staff available