



15 December 2006

Report N° 28
Implementation of the Agreement on Movement and Access
(29 November – 12 December 2006)

The United Nations¹ is submitting the 28th bi-weekly report on the implementation of the 15 November 2005 Agreement on Movement and Access (AMA), covering the period 29 November – 12 December 2006 inclusive.²

1. Overall Progress: The operation of Karni crossing continues to improve: although it is operating for only half the scheduled hours, the number of truckloads of goods imported to and exported from the Gaza Strip continues to increase. The number of exported truckloads averaged 44 a day, 11% of the target set for the end of 2006 (up from 33.5 during the previous period).

The number of traders crossing Erez has risen steadily since the issuing of permits restarted in September and now averages 150 a day, a number comparable to the start of 2006. However no workers are permitted to cross into Israel at present.

2. Changes of note since Report N° 27 (28 November):

- **Rafah crossing** was open on 1 day allowing a total of 1,573 people to cross into the Gaza Strip and 1,238 people out, a similar number to the previous period. Rafah was open for only 6% of scheduled hours compared to 9% during the previous period.
- **Karni crossing** was open on all 12 scheduled operating days enabling a total of 2,774 truckloads of goods into (a 38% increase on period 27) and 531 truckloads of goods out (a 25% increase) of the Gaza Strip. In addition 1,608 truckloads of aggregates were imported. Karni was open for 49% of scheduled hours compared to 37% during the previous period.
- **Sufa crossing** was open on all 12 scheduled working days for the transport of aggregates.
- **Kerem Shalom crossing** was open on 6 days for the transport of humanitarian goods.
- **Erez crossing** remains closed to all Palestinians except traders holding special permits and emergency humanitarian cases. An average of 150 traders are crossing Erez each day, up from 118 last period.
- **Obstacles to movement in the West Bank** decreased from 540 to 534. This represents an increase of 164 or 42% over the baseline figure of August 2005.

3. No Change since Report N° 27 (28 November):

- There were **no reported security incidents** during the period.

Convoys between the Gaza Strip and the West Bank:

Truck convoys no discussion; implementation now 12 months overdue.

Bus convoys no discussion; implementation now 11 months overdue.

Ports:

Seaport awaiting, since November 2005, GoI assurance to donors that it will not interfere with its operation.

Airport awaiting, since November 2005, commencement of discussions.

¹ The Office of the Quartet's Special Envoy closed on 28 April. Since then the United Nations through the oPt OCHA office has assumed reporting responsibilities on the implementation of the AMA.

² The report draws on all available data sources for reporting including the EU-BAM, UN agencies, PA ministries, PalTrade, COGAT and the World Bank.

1. Rafah			
1.a. Operation			
Days open in period			
	<i>Actual : Scheduled</i>	1 : 14 ^b	7%
Number of days experiencing a closure (total in 2-week period)		13	
Working hours (daily ave.) ^a			
	<i>Actual : Scheduled</i>	10.5 : 12	88%
Total working hours in period			
	<i>Actual : Scheduled</i>	10.5 : 168	6%
Security incidents on Palestinian side of border		0 ^c	

a: The actual working hours per day (ave.) is calculated on the basis of **actual** days open.

b: Rafah opened for 1 day on the 4 December (10.5 hours) for arrivals (total of 1,573 people) and departures (1,238 people) (source EU-BAM).

c: There were no reported security incidents.

1.b. Movement: Travellers and Cargo	In	Out
Travellers through Rafah (daily ave.) ^d	112	88
Number of trucks (daily ave.)	n.a.	n.a.
Number of cars (daily ave.) ^e	0	0

d: The travellers through Rafah (daily ave.) is calculated on the basis of scheduled days open i.e. 14 days.

e: Pending capacity-building of the Palestinian personnel at Rafah.

1.c. Management and Operations	YES/NO
PA established clear operating procedures	YES
Israel provided PA with population registry data	incomplete
Liaison office established	YES
PA established baggage limits	YES
PA provided the 3rd party the list of names of workers at Rafah	YES
Security working group established	YES
PA customs officials clearing incoming cargo at Kerem Shalom	NO
Kerem Shalom operating procedures being discussed	YES ^f

f: Working level discussions took place prior to 29 March.

n.a.= not applicable to this report

2. Crossing Points

2.a. Goods - Gaza Strip	Erez		Karni		Kerem Shalom^h		Sufa^h		Total
Days open in period			<i>Primary</i>						
<i>Actual : Scheduled^a</i>	n.a.	-	12 : 12	100%	6 : n.a.	-	12 : 12	-	30
Number of days experiencing a closure	n.a.		0	^e	n.a.		0		0
Working hours (daily ave.)									
<i>Actual : Scheduled^b</i>	n.a.	-	6.6 : 13.5	^e 49%	n.a.	-	n.a.	-	7
<i>Utilization ratio^c</i>	n.a.		no data		n.a.		n.a.		
Total working hours in period									
<i>Actual : Scheduled</i>	n.a.	-	78.9 : 162	49%	n.a.	-	n.a.	-	78.9
Number of trucks out (daily ave.)									
<i>Actual : Scheduled</i>	n.a.	-	44.3 : 150	^f 30%	n.a.	-	n.a.	-	44.3
<i>Agricultural</i>	n.a.		28.8		n.a.		n.a.		28.8
<i>Non-Agricultural</i>	n.a.		15.5		n.a.		n.a.		15.5
Number of trucks in (daily ave.)	n.a.		231	^g	n.a.		n.a.		231
Security incidents on Palestinian side of the crossing ^d	0		0		0		0		0

2.b. People - Gaza Strip	Erez		Karni		Kerem Shalom		Sufa		Total
Days open in period	<i>Primary</i>								
<i>Actual : Scheduled</i>	14 : 14	ⁱ 100%	n.a.	-	n.a.	-	n.a.	-	14
Number of days experiencing a closure	0		n.a.		n.a.		n.a.		0
Working hours (daily ave.)									
<i>Actual : Scheduled^b</i>	n.a. : 16.5	n.a.	n.a.	-	n.a.	-	n.a.	-	n.a.
Total working hours in period									
<i>Actual : Scheduled</i>	n.a. : 231	n.a.	n.a.	-	n.a.	-	n.a.	-	n.a.
Travellers through crossing (daily ave.) ⁱ	<i>Traders</i>	<i>Workers</i>	<i>In</i>	<i>Out</i>	<i>In</i>	<i>Out</i>	<i>In</i>	<i>Out</i>	<i>Traders</i> <i>Workers</i>
	150	0	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	150 0

a: Karni and Sufa are scheduled to open six days a week (closed on Saturdays).

b: The actual working hours per day (ave.) is calculated on the basis of actual days open i.e. 12 days. All other averages are calculated on the basis of scheduled days open.

c: Ratio of actual vs. planned working hours of scanners and cells.

d: There were no reported security incidents during the reporting period.

e: Karni was open for imports and exports on all scheduled working days. Actual operating hours varied between 4 hours, 35 minutes and 7 hours, 20 minutes.

f: Total truckloads of exported goods was 531 during the reporting period. The daily average number of trucks is calculated on the basis of scheduled days open i.e. 12 (source: PalTrade).

g: Total truckloads of imports during reporting period was 2,774. (In addition 1,608 truckloads of aggregates were imported through Karni). The daily average number of trucks is calculated on the basis of scheduled days open i.e. 12 (source: PalTrade).

h: Kerem Shalom and Sufa may operate as alternative commercial crossing points when Karni is closed. Kerem Shalom is used for humanitarian goods and Sufa for aggregates (construction materials).

i: Erez is open for limited number of senior traders with permits: according to the MoNE, permits are only being granted to senior traders who are at least 35 years old and married with children. Some critical Palestinian humanitarian cases have been permitted to cross subject to prior coordination with the IDF. (Source: National Security Forces).

n.a.= not applicable to this report

2.c Management and Operations - Gaza Strip	YES/NO
New and additional scanner installed at Karni by 31 December 2005	delivered but not installed
Common management system adopted by both parties	NO
New generation of x-ray equipment installed and used	NO
Passages protected on the Palestinian side of the border	NO
<i>Training program in place</i>	NO
<i>Security equipment installed</i>	NO
PA established a unified system of border management	NO
Management system developed for Karni applied to Erez and Kerem Shalom	NO

2.4 Management and Operations - West Bank	Tarkumiya	Jalame	Sha'ar Ephraim
Israel put in place similar arrangements to make West Bank passages fully operational	NO	NO	NO
Operational procedures developed for those passages	NO	NO	NO

Gaza Strip Seaport

	YES/NO
Gol assured donors that it will not interfere with operation of seaport / letter sent	NO
Tripartite committee to develop security and other arrangements for the port established	NO

Gaza Strip Airport

	YES/NO
Discussions continuing on security, construction and operations issues	NO

Link Between Gaza and the West Bank

Convoys	YES/NO
Bus convoys established by December 15	NO
Truck convoys established by January 15	NO
Detailed implementation arrangements worked out	NO
<i>Buses (both directions - ave. in period)</i>	
Number of convoys per day	0
Number of people per day	0
<i>Trucks (both directions - ave. in period)</i>	
Number of convoys per day	0
Number of trucks per day	0

Movement Within the West Bank

Obstacle reduction				YES/NO	
Work ongoing to establish a plan to reduce obstacles				NO	
Plan to reduce obstacles completed by 31 December 2005				NO	
			Current count	Baseline (1 Aug 05) ^b	% increase over baseline
Number of identified obstacles ^a			534	376	42.0%
of which manned			82	59	39.0%
of which unmanned			452	317	42.6%

a: OCHA compiles several times a year a comprehensive count of physical obstacles to Palestinian movement in the the West Bank. The figures reported here are based on field observations only.

b: This first figure was agreed upon by OCHA and the IDF in August 2005 and is used as the baseline for the AMA.

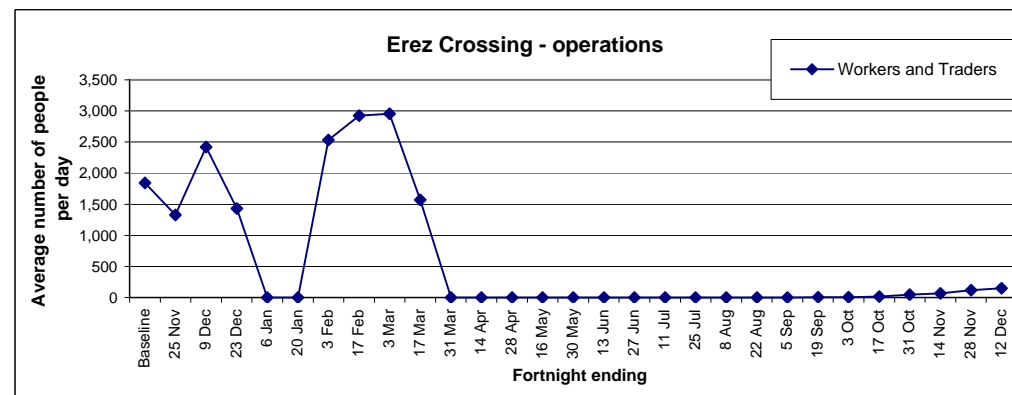
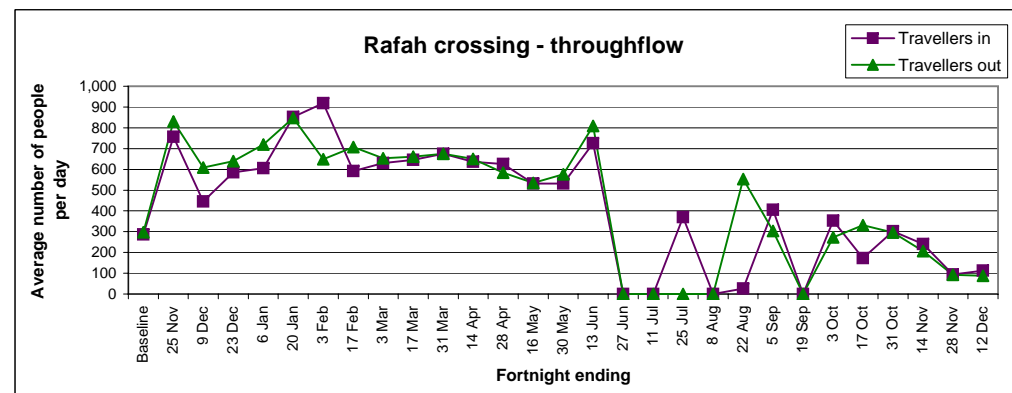
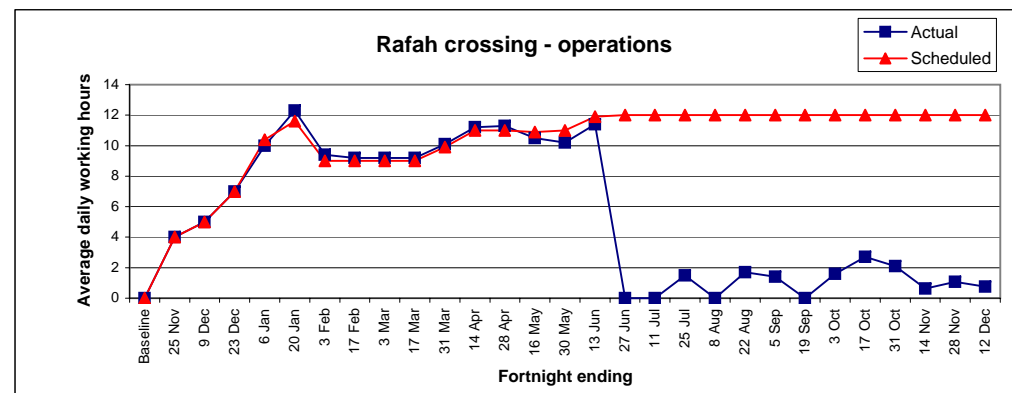
Trend Analysis - Traveller crossing points

Rafah		Baseline Jan 04 - Jun 05	Period 27 Nov 15 - 28	Period 28 29 Nov - 12 Dec
Working hours per day (ave.)				
	Actual	no data	2.5	0.8
	Scheduled	no data	12	12
Days open in period				
	Actual	n.a.	4	1
	Scheduled	n.a.	14	14
Number of days experiencing a closure (total in period)		2.8 (ave.)	10	13
Travellers through Rafah in (daily ave.)		286	95	112
Travellers through Rafah out (daily ave.)		297	92	88
No. of trucks out (daily ave.)		0	n.a.	n.a.
No. of cars in (daily ave.) ^a		0	0	0
No. of cars out (daily ave.) ^a		0	0	0
Security incidents on Palestinian side of border		no data	0	0

a: Pending capacity-building of the Palestinian personnel at Rafah.

Erez		Baseline Jan 04 - Jun 05	Period 27 Nov 15 - 28	Period 28 29 Nov - 12 Dec
Working hours per day (ave.)				
	Actual	no data	n.a.	n.a.
	Scheduled	no data	16.5	16.5
Days open in period				
	Actual	n.a.	0	14
	Scheduled	n.a.	14	14
Number of days experiencing a closure (total in period)		7.6 (ave.)	14	0
Workers & traders in (daily ave.)		no data	no data	no data
Workers & traders out (daily ave.)		1,841	118	150
Security incidents on the Palestinian side of the crossing		no data	0	0

n.a.= not applicable to this report



Trend Analysis - Goods traffic crossing points

Karni	Baseline Jan 04 - Jun 05	Period 27 Nov 15 - 28	Period 28 29 Nov - 12 Dec
Working hours per day (ave.)			
Scheduled	no data	13.5	13.5
Utilization ratio ^b	no data	no data	no data
Days open in period			
Actual	n.a.	12	12
Scheduled ^c	n.a.	12	12
Number of days experiencing a closure (total in period)	2.2 (ave.)	0	0
Number of trucks out (daily ave.)	23	27.6	44.3
Agricultural	no data	18.3	28.8
Non-Agricultural	no data	15.2	15.5
Number of trucks scheduled out (daily ave.)	no data	150	150
Number of trucks in (daily ave.) ^d	205	167	231
Security incidents on Palestinian side of the crossing	no data	0	0

b: Ratio of actual vs. planned working hours of scanners and cells.

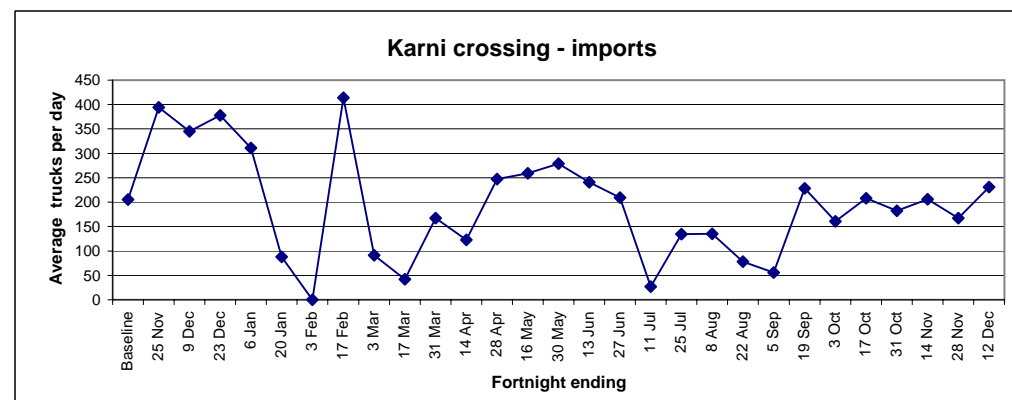
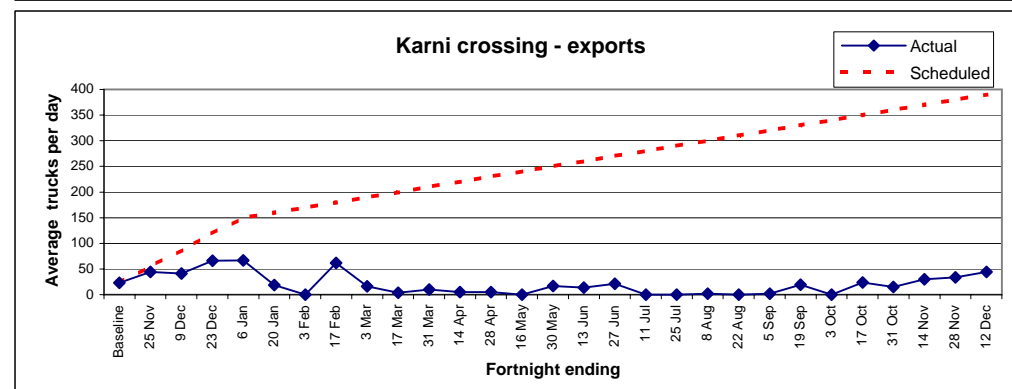
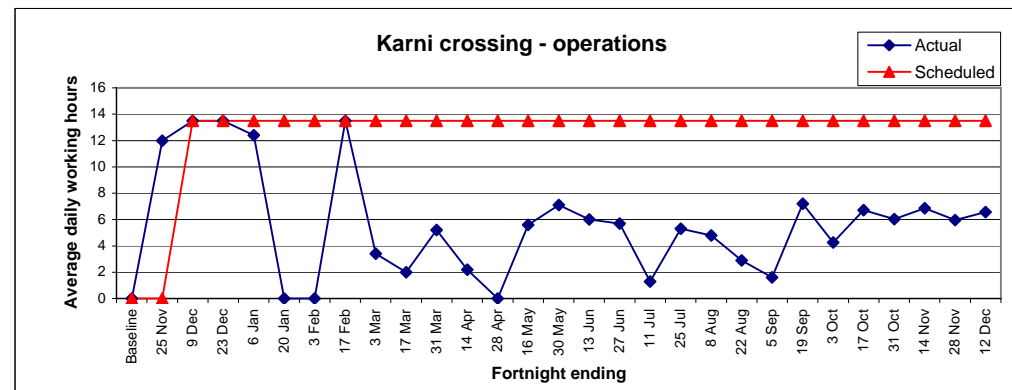
c: Karni is closed on Saturdays.

d: This figure does not include aggregates.

Source: PalTrade.

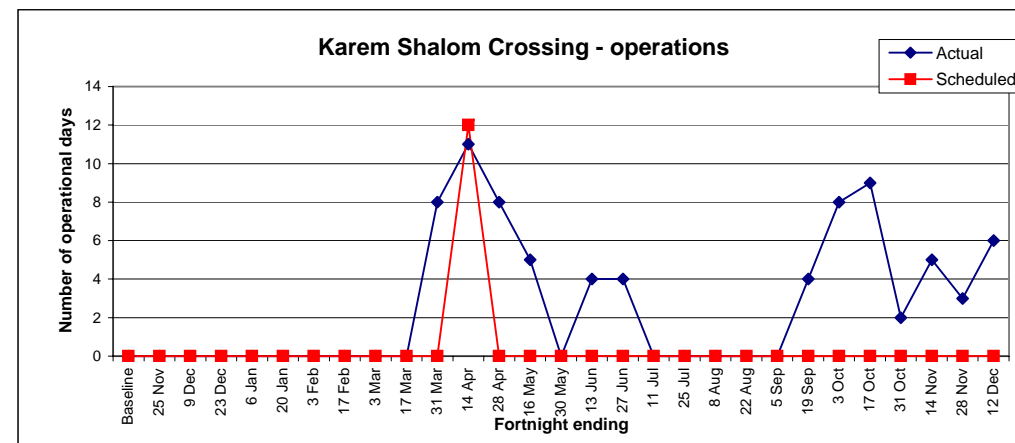
Erez	Baseline Jan 04 - Jun 05	Period 27 Nov 15 - 28	Period 28 29 Nov - 12 Dec
Working hours per day (ave.)			
Actual	n.a.	n.a.	n.a.
Scheduled	n.a.	n.a.	n.a.
Days open in period			
Actual	n.a.	n.a.	n.a.
Scheduled	n.a.	n.a.	n.a.
Number of trucks out (daily ave.)	n.a.	n.a.	n.a.
Agricultural	n.a.	n.a.	n.a.
Non-Agricultural	n.a.	n.a.	n.a.
Number of trucks scheduled out (daily ave.)	n.a.	n.a.	n.a.
Number of trucks in (daily ave.)	n.a.	n.a.	n.a.

n.a.= not applicable to this report



Trend Analysis - Goods traffic crossing points (continued)

Kerem Shalom		Baseline	Period 27	Period 28
		Jan 04 - Jun 05	Nov 15 - 28	29 Nov - 12 Dec
Working hours per day (ave.)				
	<i>Actual</i>	n.a.	n.a.	n.a.
	<i>Scheduled</i>	n.a.	n.a.	n.a.
Days open in period				
	<i>Actual</i>	n.a.	3	6
	<i>Scheduled</i>	n.a.	n.a.	n.a.
Number of days experiencing a closure (total in 2 week period)		n.a.	n.a.	n.a.
Number of trucks out (daily ave.)				
	<i>Agricultural</i>	n.a.	n.a.	n.a.
	<i>Non-Agricultural</i>	n.a.	n.a.	n.a.
Number of trucks scheduled out (daily ave.)		n.a.	n.a.	n.a.
Number of trucks in (daily ave.)		n.a.	no data	no data
Security incidents on Palestinian side of the crossing		n.a.	0	0

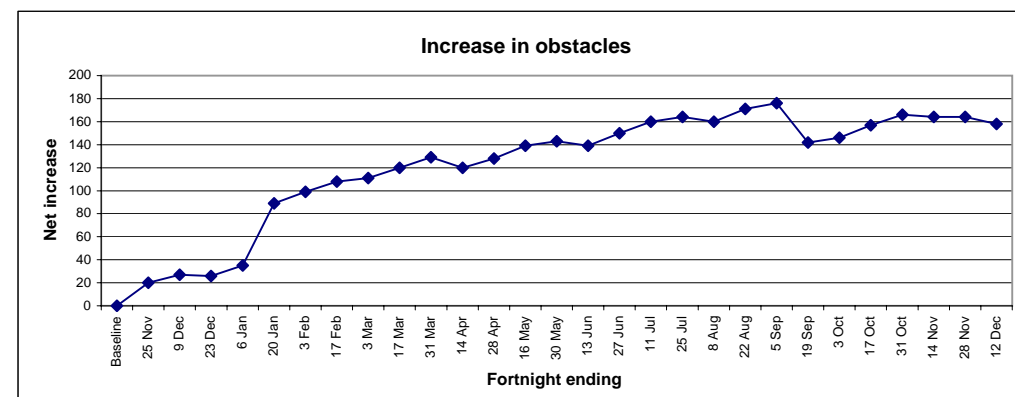


Trend Analysis - other

Convoys		Baseline	Period 27	Period 28
		Jan 04 - Jun 05	Nov 15 - 28	29 Nov - 12 Dec
Buses (both directions)				
	<i>No. of convoys per day</i>	0	0	0
	<i>No. of people per day</i>	0	0	0
Trucks (both directions)				
	<i>No. of convoys per day</i>	0	0	0
	<i>No. of trucks per day</i>	0	0	0

Movement within the West Bank		First figure ^e	Period 27	Period 28
		1 Aug 05	Nov 15 - 28	29 Nov - 12 Dec
No. of identified obstacles		376	542	534
	<i>of which manned</i>	59	83	82
	<i>of which unmanned</i>	317	459	452

^e: This first figure was agreed upon by OCHA and the IDF and is used as the baseline.



n.a.= not applicable to this report

Technical notes to the Report on the Implementation of the Agreement on Movement and Access

The AMA is primarily concerned with the movement of Palestinians and commercial goods traffic into and out of the Gaza Strip. However there is also movement of humanitarian workers and goods across some of the checkpoints which is included in some of the figures. To clarify the reporting figures an explanation of the AMA report for each crossing follows:

1. Rafah. There are two parts to the AMA:

- a. *personnel movement* into and out of Egypt. The AMA reports the crossing open only when it is open for Palestinian ID card holders. Others may cross with prior agreement. The AMA report reports only Palestinian ID card holder movement. The crossing was opened by 25 November, as scheduled in the AMA. It is monitored by the EU Border Assistance Mission (EU BAM).
- b. *commercial goods traffic* export to Egypt. To date there has been no movement of commercial goods through Rafah.

The EU-BAM monitors are based in Israeli and travel to Rafah via Kerem Shalom when Israeli security concerns allow for both Rafah and Kerem Shalom to be open.

2. Karni.

- a. *commercial goods traffic*. Karni is the primary crossing point for commercial goods into and out of the Gaza Strip. The crossing point is reported open if it is open for imports *and/or* exports. The AMA states that the number of trucks passing through Karni out of the Gaza Strip should be 150 by the end of 2005 rising to 400 by the end of 2006. Thus the scheduled figure in the table on p3 is set at 150 (the agreed minimum now) but the graphical representation of the target in the trend analysis (p6) shows a dotted line rising to 400 by December.
- b. *personnel movement* to and from Israel/the West Bank. Karni is a back up for personnel movement (for use when Erez is closed). Thus there are no scheduled working days.
- c. *humanitarian goods*. Karni is also a crossing point for humanitarian goods into the Gaza Strip. The truckloads of 'goods in' reported on p2 include both commercial and humanitarian goods.

3. Erez.

- a. *personnel movement* (workers and traders) to and from Israel/the West Bank. Erez is the primary crossing point for goods into and out of the Gaza Strip. Medical cases may cross with prior agreement but are not reported in the AMA report.
- b. *commercial goods traffic* to and from Israel/the West Bank. Erez is a back up for commercial goods movement (for use when Karni is closed). Thus there are no scheduled working days.
- c. *humanitarian movement*. International humanitarian staff may cross with prior agreement but are not included in the AMA reports.

4. Sufa.

- a. *commercial goods specifically aggregates* for construction, although other commercial goods may be imported to the Gaza Strip through Sufa periodically. Sufa is reported as 'open' only when open for aggregates.
Sufa is reported as 'open' whenever it is open for aggregates, other commercial goods or humanitarian goods. There are no scheduled opening days or hours in the AMA.

5. Kerem Shalom.

- a. *humanitarian goods*. Kerem Shalom is an alternative entry point for humanitarian goods.
- b. *commercial goods traffic* to and from Israel/the West Bank. The Palestinian Authority have refused to accept Kerem Shalom as an alternative commercial crossing point as it is located in Israel.
Kerem Shalom is reported as 'open' whenever it is open for humanitarian goods. There are no scheduled opening days or hours in the AMA.

6. General

The '**number of days experiencing a closure**' is actually the number of days that a checkpoint is completely closed for reasons other than a mutually agreed holiday. The agreement does not define a 'closure'. Where a checkpoint is closed for only a few hours during the day (or opens late/closes early) it is recorded as 'open'.