

Two Years after London: Restarting Palestinian Economic Recovery

Economic Monitoring Report
to the Ad Hoc Liaison Committee

Annexes

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Annex 1

Meeting of the Ad Hoc Liaison Committee London, December 14, 2005 Chair's Summary

General Opening Remarks

- The AHLC at its meeting at Lancaster House in London December 14, 2005 reiterated its commitment to the Roadmap and to the principles outlined in statements by the Quartet, and reaffirmed its view that economic development of the West Bank and Gaza is an indispensable element of lasting peace in the region.
- The AHLC welcomed recent progress on access issues and encouraged the parties to build the foundations for sustained economic growth in the Palestinian economy. The donors reaffirmed their commitment to supporting the Palestinian Authority in the context of its medium-term development plan. The Chair wishes to thank the parties for their spirit of co-operation and positive contribution during the deliberations.
- The meeting offered the donor community and the parties an opportunity to reflect on the important changes which have taken place in the Middle East since the last AHLC meeting in Oslo in December 2004. The Palestinian Presidential elections held in January were free and fair and expressed the democratic aspirations of the Palestinian people. At the London meeting on March 1, the international community underscored its readiness to play a vital role in support of the democratization process.
- The successful Israeli withdrawal from Gaza and parts of the northern West Bank in August and September represented a historic milestone. Prime Minister Ariel Sharon and his government should be congratulated for their political courage, and the Israeli armed forces and police for the smooth and professional execution of the operation. The responsible behaviour of the Palestinian Authority and people in helping to maintain a peaceful environment during the evacuation was highly appreciated
- The 15 November Rafah Agreement and the Agreement on Movement and Access to open an international border crossing between Gaza and Egypt, the first such crossing manned by the PA, and increase access and movement for people and goods within and between the different parts of the Palestinian territory and between the Territory and the outside world was yet another important step forward. This agreement is intended to give the Palestinian people freedom to move, to trade, to live ordinary lives. The Chair thanks the EU for undertaking the third party role at Rafah. The US, the Quartet members, the Quartet Special Envoy and the World Bank will continue to work to implement and to monitor the Agreement.
- In order to build on the opportunities just presented the AHLC reiterated its view that all three parties---the PA, Israel and the donors--have to take determined action to ensure the economic revival necessary to improve daily lives for the Palestinian population. The PA has to create an internal governance environment attractive to private investors, and do more to stem Palestinian violence against Israel as well as improving security in the Palestinian Territory. In this context confronting terrorism and ensuring law and order is paramount. Israel

needs to restore Palestinian movement and access, without which economic revival will be impossible. Donors need to continue providing high levels of financial support and, if the parties show commitment to decisive change, to increase their assistance levels even further.

The Quartet Special Envoy's Mission on Disengagement and Economic Revival

- In June, the Quartet Special Envoy for Disengagement, James Wolfensohn outlined his "6+3" areas of focus to restore Palestinian movement and ensure that the precondition for recovery of the Palestinian economy were put in place. In July at the Gleneagles summit, and following a report by the Quartet Special Envoy, the G8 made a commitment in principle to help raise up to US\$3 billion per annum in public and private finance if the parties to do what is needed to ensure the recovery of the Palestinian economy.
- The Quartet Special Envoy should be commended for his leadership and intensive efforts on these issues. His interventions and his credibility with both sides over the past six months laid the foundation for the Agreement on Movement and Access with the essential intervention of Secretary of State Condoleezza Rice. The Chair sees it as vital that the international community, Israel and the Palestinian Authority keep working hard to make these agreed measures work in practice.
- The AHLC chair and the donors will continue to support the Special Envoy's priorities regarding international efforts to promote economic and social development in the Palestinian Territory.

Fiscal Situation and the Prospects of the PA Finances

- At this meeting the World Bank presented its first Economic Monitoring Report, which assesses progress made over the past year. The report notes encouraging economic growth in 2005. However, neither party has done enough to establish a solid platform for Palestinian economic revival – without which additional

donor assistance will not suffice to generate sustained recovery. The UN's report to the AHLC complements this by showing that the socio-economic crisis continues, and that the gap between rich and poor has become wider.

- The PA has not managed to maintain budget discipline, and the fiscal situation has become untenable. The IMF and the World Bank will continue to work with the PA on developing a medium term fiscal stabilization plan to restore order to the fiscal situation.

Access and Issues

- A major impediment has been a deterioration of security inside Gaza. Access to and from Gaza for humanitarian goods and personnel generally improved in comparison to 2004, but remained vulnerable to security incidents or alerts at the main crossing points of Karni (goods) and Erez (personnel).
- Internal movement within Gaza was fully restored following the Israeli withdrawal. The AHLC trusts that this will be accompanied by further measures to secure commercial export outlets and to ensure a land link to the West Bank. Consistent with Israeli security needs, movement of people and goods within the West Bank must improve.
- Assistance to the Palestinian Territory be it humanitarian or developmental in orientation, will do little in the way of facilitating poverty alleviation and economic growth unless Palestinians are granted unhindered access throughout the Palestinian Territory and to outside markets.
- In the West Bank those responsible for the rule of law must also be assured free movement for the judicial system to function, and access for health and humanitarian workers must not be impeded. The AHLC urges the continuation of the constructive discussions with the UN and the Israeli government on easing movement.

Reforms

- The donors call on the next Palestinian legislature and cabinet to implement the reforms necessary

for economic revival, including the required steps to ensure law and order, to disarm militant groups, to improve fiscal management and planning, to fight corruption, and promote transparency and accountability in all Palestinian institutions. Effective performance on these issues will facilitate donor willingness to provide increased support.

- The elections planned for January will hopefully result in a Palestinian Legislative Council (PLC) with increased legitimacy and a new government that will enjoy broad support in the Palestinian population. Elections must be conducted in an environment which allows the Palestinians in the West Bank and Gaza to exercise their democratic rights free from intimidation and violence, and from any externally-imposed impediment.
- The AHLC commends the PA and the PLC for its drafting and enactment of key legislation, especially with regard to private sector regulation. The challenge of implementing and enforcing these laws still remains; the donor community pledges to assist the PA in this effort, especially in the area of capacity and institution building.

The Preconditions for Economic Revival in the Palestinian Territory

- The World Bank's *Economic Monitoring Report* indicated that the preconditions for sustained, rapid growth are not yet in place. However, if the Agreement on Movement and Access is implemented as envisaged, it will make a significant difference to Palestinian economic prospects. Establishment of security and implementation of reform will be needed alongside planning and fundraising to ensure the necessary environment for increased investment, trade, tourism and development. In addition to the major improvements in border management envisaged in the Agreement, Israel is urged to maintain Palestinian labour permits at existing levels as a minimum, and to implement its previous commitment to issue 35000 work permits.
- The PA gave an encouraging progress report on the preparation of a new Medium Term Development Plan for 2006-8 and the AHLC

urges the PA to work with the donors on implementation. Economic and governance reforms will feature strongly in the plan as well as infrastructure development and job creation. The Plan will be completed in early 2006 and a final version should be ready by February/ March.

Conclusions

- By April 15 2006 Quartet Special Envoy shall issue a report on the implementation of the Agreement on Movement and Access and the 6+3 programme. Furthermore, the AHLC Chair notes that the World Bank will submit a second economic monitoring report to the AHLC by that date, to include an assessment of the PA's Medium Term Development Plan, its Medium Term
- Fiscal Stabilization Plan, the 2006 Budget and the new government's plans for governance reforms.
- In light of these two reports, and after consultations with the donor community and the parties, a pledging conference could then be held before the end of May 2006.
- The donors agree on the need to align new pledges and support with the PA's Medium Term Development Plan and with PA's sectoral policies and plans to improve coordination of efforts.
- The donors also call on all parties to implement their commitments under the Agreement on Movement and Access, within the timetable contained therein.
- The AHLC members approved a proposal for reforms of the Aid Management Structures drafted by The World Bank, the European Commission and Norway in consultations with the UN, PA and other donors in accordance with a mandate given at the London meeting March 1. Local donor coordination efforts will be streamlined to enhance their effectiveness, including the strengthening of Palestinian ownership and participation.

Annex 2

Real GDP in WB&G by Economic Activity (1997 Base Year)

	2002	2003	2004	2005	2006
Agriculture and fishing	296.6	311.2	319	312.6	334
Mining, manuf., electr. and water	580	532.9	564.3	564.8	531.1
Mining and quarrying	33	17	17.5	18.3	18
Manufacturing	476.3	450.7	477.7	476.5	444
Electricity and water supply	70.7	65.2	69.1	70	69.1
Construction	67.5	96.9	103.7	119.4	104
Wholesale and retail trade	350	340.4	359	373.9	382.7
Transport, Storage and Communications	349.6	392	444.4	461.5	466
Financial intermediation	149.9	158.9	170	187.4	186.7
Other services	899.1	1002.5	1047.2	1100.2	940.2
Real estate, renting and business services	392.7	404.1	428.9	446.8	447.8
Community, social and personal services	33.2	42.5	43.3	43.2	43.6
Hotels and restaurants	60.7	58	61.8	68.1	67.0
Education	287.7	315.1	324.9	342.5	255.3
Health and social work	124.8	182.8	188.3	199.6	126.5
Public admin and defense	578.1	694.7	736.4	796.1	552.7
Households with employed persons	8.2	8.4	8.6	8.5	8.7
Less: FISIM	-109.6	-118.9	-124.9	-139.6	-138.3
Plus: Customs duties	75.8	262.2	277.9	274.2	284.9
Plus: VAT on imports, net	338.2	313.8	342.1	443.6	454.3
Gross Domestic Product	3556.4	3995	4247.7	4502.6	4107.0

Source: PCBS revised estimates

Annex 3

PA Fiscal Operations 2004-07 - Commitment Basis

	2004	2005	2006	2007 Budget
(In millions of U.S. Dollars)				
Revenue	963	1422	1,165	991
Gross domestic	346	476	395	294
Tax revenue	191	231	238	178
Non-tax revenues	155	245	157	117
Gross clearance revenue	617	946	770	697
Expenditures and net lending	1511	1925	2029	2668
Gross wages and allowances	871	1,001	1,189	1366
Non-wage current expenditures 1/	457	614	452	702
PA financed capital spending	26	35	12	100
Net lending	157	275	376	500
Balance	-548	-503	-864	-1677
External budget support 2/	361	349	738	1,000
Balance after budget support	-187	-154	-126	-677
Total other financing	181	386	131	677*
Net expenditure arrears accumulation (+)			0	0
Net clearance revenue arrears accumulation (-)	68	131	0	0
PIF profits and advances		173	196	0
Net domestic bank financing	162	276	-65	0
Residual	-49	-194	0	0

* (Expected 632 million USD Support from other funds, 100 million USD grant for financing development projects, and -55 million USD payment for loans)

1/ Includes expenditures for domestic tax refunds

2/ External financing in 2006 does not include additional amounts reported to have been received beyond those officially accounted for.

Source: Ministry of Finance, IMF

Annex 4

OCHA Map on West Bank Fragmentation



Source: OCHA oPt, 2007.

Annex 5

Agreement on Movement and Access November 15th, 2005

To promote peaceful economic development and improve the humanitarian situation on the ground, the following agreement has been reached. It represents the commitments of the Government of Israel (GoI) and the Palestinian Authority (PA). Its implementation and further elaboration will be assisted by the Quartet Special Envoy for Disengagement and his staff and/or the United States Security Coordinator (USSC) and his staff.

1. Rafah

The parties have agreed to the attached statement of principles. Rafah will be opened as soon as it is ready to operate at an international standard in accordance with the specifications of this agreement and as soon as the 3rd party is on site, with a target date of November 25.

2. Crossing Points

The parties have agreed that:

The passages will operate continuously. On an urgent basis, Israel will permit the export of all agricultural products from Gaza during this 2005 harvest season.

The new and additional scanner will be installed and fully operational by December 31. At that time, the number of export trucks per day to be processed through Karni will reach 150, and 400 by end-2006. A common management system will be adopted by both parties.

In addition to the number of trucks above, Israel will permit export of agricultural produce from

Gaza and will facilitate its speedy exit and onward movement so that quality and freshness can be maintained. Israel will ensure the continued opportunity to export.

To enhance operation, the parties agree that:

- ▶ When a new generation of x-ray equipment able to scan trailers as well as containers becomes available it will be used. Once it arrives in the country, testing will also be carried out with the assistance of the Quartet Special Envoy.
- ▶ The USSC will ensure continuing consultation, with unresolved implementation issues to be discussed as needed with the parties.
- ▶ The PA will ensure that the passages will be protected on the Palestinian side of the border and will train and upgrade the management of all crossings to ensure efficiency and effectiveness. The PA will establish, without delay, a unified system of border management.
- ▶ The management system that has been developed for Karni should, with suitable local variations, be adapted to the passages at Erez and Kerem Shalom. Israel also undertakes to put in place similar arrangements as appropriate that will make West Bank passages fully operational as soon as possible. A bilateral committee, with participation as needed of the Quartet Special Envoy and/or the USSC, will develop operational procedures for those passages.

3. Link between Gaza and the West Bank

Israel will allow the passage of convoys to facilitate the movements of goods and persons. Specifically:

- ▶ Establish bus convoys by December 15.
- ▶ Establish truck convoys by January 15.
- ▶ Work out detailed implementation arrangements in a bilateral committee of the GoI and PA with participation as needed from the Quartet team and the USSC.

It is understood that security is a prime and continuing concern for Israel and that appropriate arrangements to ensure security will be adopted.

4. Movement within the West Bank

Consistent with Israel's security needs, to facilitate movement of people and goods within the West Bank and to minimize disruption to Palestinian lives, the ongoing work between Israel and the U.S. to establish an agreed list of obstacles to movement and develop a plan to reduce them to the maximum extent possible will be accelerated so that the work can be completed by December 31.

5. Gaza Seaport

Construction of a seaport can commence. The GoI will undertake to assure donors that it will not interfere with operation of the port. The parties will establish a U.S.-led tripartite committee to develop security and other relevant arrangements for the port prior to its opening. The 3rd party model to be used at Rafah will provide the basis for this work.

6. Airport

The parties agree on the importance of the airport. Discussions will continue on the issues of security arrangements, construction, and operation.

Agreed Principles for Rafah Crossing

To be supplemented prior to opening by agreements on security, customs and 3rd party implementation procedures

General

- Rafah will be operated by the Palestinian Authority on its side, and Egypt on its side, according to international standards, in accordance with Palestinian law and subject to the terms of this agreement.
- Rafah will be opened as soon as it is ready to operate at an international standard in accordance with the specifications of this agreement and as soon as the 3rd party is on site, with a target date of November 25.
- Use of the Rafah crossing will be restricted to Palestinian ID card holders and others by exception in agreed categories with prior notification to the GoI and approval of senior PA leadership.
 - o The PA will notify the GoI 48 hours in advance of the crossing of a person in the excepted categories—diplomats, foreign investors, foreign representatives of recognized international organizations and humanitarian cases.
 - o The GoI will respond within 24 hours with any objections and will include the reasons for the objections;
 - o The PA will notify the GoI of their decision within 24 hours and will include the reasons for their decision;
 - o The 3rd party will ensure the proper procedures are followed and will advise both sides of any information in its possession pertaining to the people applying to cross under these exceptions.
 - o These procedures will remain in place for a period of 12 months, unless the 3rd party delivers a negative evaluation of the PA running the Rafah crossing. This evaluation will be done in close coordination with both sides and will give due consideration to the opinion of both sides.
- Rafah will also be used for export of goods to Egypt.

- Objective criteria for the inspection of cars will be established by consensus. The criteria are as follows:
 - Search equipment will be installed, including:
 - Black lights
 - Power tools and a compressor for the tools
 - Technology to be agreed, possibly including sonic imagery, gamma detection (full vehicle or hand held), and/or millimetre wave imagery
 - Mirrors and bore scope equipment to search hard to reach places
 - Personnel will be trained to search vehicles and on the use of this equipment by the 3rd party to international standards
 - Cameras will be installed to monitor the search process
- The 3rd party will evaluate the capacity of the PA to inspect cars according to these criteria and to international standards. Once the PA develops the capacity to inspect cars to the satisfaction of the 3rd party, cars will be allowed to pass through Rafah. Until that time, cars will pass through on an exceptional basis, subject to specifications agreed in the security protocol.
- Rafah will be the only crossing point between the Gaza Strip and Egypt (with the exception of Kerem Shalom for the agreed period).
- The PA will establish clear operating procedures.
- Until Rafah is operational, the PA will open Rafah crossing on an ad hoc basis for religious pilgrims, medical patients, and others, in coordination with General Gilad's office on the Israeli side.
- Israel will provide the PA with all information needed to update the Palestinian population registry, including all information on Palestinian ID card holders who are currently outside the country.
- A liaison office, led by the 3rd party, will receive real-time video and data feed of the activities at Rafah and will meet regularly to review implementation of this agreement, resolve any disputes arising from this agreement, and perform other tasks specified in this agreement.

Security

- The PA will act to prevent the movement of weapons and explosives at the Rafah crossing.
- The PA will establish baggage limits for each passenger as part of the procedures. Limits will be the same as currently applied by the GoI; very frequent travellers (suitcase policy) to be agreed.
- Travelers, including returning residents, may use the crossing point to bring in personal effects as defined in Rule 1(e) to Heading 7 of the Annex to the prevailing Customs Tariff. Any other personal belongings or other goods shall be cleared at the Kerem Shalom crossing point.
- The PA will provide the 3rd party a list of names of the workers at Rafah crossing which will be shared with the Israelis. The PA will take the Israelis concerns into account.
- Security services from Israel, PA, the U.S., and Egypt will continue to coordinate on security issues and will participate in the security working group.
- On a case by case basis, the PA will consider information on persons of concern provided by the GoI. The PA will consult with the GoI and the 3rd party prior to the PA making a decision to prohibit travel or not. During this consultation, which will not take more than six hours, the person in question will not be permitted to cross.

Customs

- GoI and PA will continue to apply the Paris Protocol of 29 April 1994.
- Rafah will be operated according to international standards and rules and the Paris Protocol.
- GoI and PA agree on widest possible co-operation and information sharing.
- GoI and PA will co-operate on training issues.
- GoI and PA customs will hold regular meetings to which the GoE will be invited as appropriate.

Kerem Shalom

- PA customs officials will clear incoming cargo at Kerem Shalom under the supervision of Israeli customs agents.
- Both sides will discuss operating procedures at a later stage.

- Operations at Kerem Shalom will provide training and capacity building to PA customs staff.
- The 3rd party will review the PA's customs capacity in 12 months and make a recommendation to both sides for a joint decision regarding future arrangements. In the event of a disagreement, the U.S., in consultation with the GoI, the PA, and the 3rd party, will resolve the issue expeditiously.

Third Party

- The 3rd party will have the authority to ensure that the PA complies with all applicable rules and regulations concerning the Rafah crossing point and the terms of this agreement. In case of non-compliance the 3rd party has the authority to order the re-examination and reassessment of any passenger, luggage, vehicle or goods. While the request is being processed, the person, luggage, vehicle or cargo in question will not be allowed to leave the premises of the Rafah crossing point.
- The 3rd party will assist the PA to build capacity -- training, equipment and technical assistance -- on border management and customs.
- Details of the 3rd party's role are specified in the attached memorandum of understanding.
- The 3rd party will be the European Union.

Annex 6

Summary of Events Since January 2006

On January 25, 2006 Hamas won a majority in the Palestinian Legislative Council. Hamas is on the terrorism lists of, inter alia, the United States, the United Kingdom and the European Union. Consequently, the Quartet stated that no assistance should be provided to the Hamas-controlled Palestinian Authority (PA) until and unless Hamas recognizes Israel, renounces violence and accepts all existing agreements. Humanitarian assistance outside the PA would become the sole possibility for supporting the population.

As a result, the flow of funds to the PA dropped drastically in the aftermath of the elections, due to Israel's freeze on Palestinian clearance revenues, donor aid suspension, and PA loan service deductions by local banks. The PA's fiscal position had already been on the brink of crisis through a trend of increased government employment and wage levels. Now, the PA operated on a portion of its budget through existing revenues and the liquidation of assets of the Palestinian Investment Fund (PIF). Salary payments to 157,800 PA personnel were suspended by early March, and later partially covered through the EU's Temporary International Mechanism (EU TIM) and bilateral donor funds that both bypassed the PA through the Office of the President, or direct funding.

On February 8, 2007, Hamas and Fatah agreed in Mecca to the formation of a National Unity Government, approved by a parliamentary majority on March 17. Led by Prime Minister Ismail Haniyeh, the cabinet contained 12 ministers from Hamas, 6 from Fatah, and 7 others. The Unity Government's platform committed it to all PLO agreements, and assigned the PLO sole negotiating authority. However, the two other Quartet conditions (recognition of Israel and renunciation of violence) were regarded as not having been explicitly met.

As such, the international response was varied, ranging from Israel's categorical no-contact rule with any PA official beyond President Abu Mazen, to policies by some countries to immediately recognize the new government. Quartet members would meet with Fatah ministers only. At the same time, the EU extended its TIM mechanism until June 30, 2007. However, many donors that resumed contact with the PA remained conservative when it came to financial assistance. The Unity Government received immediate Arab political and financial support, as well as calls for a revival of the Saudi Peace Initiative¹. Israel welcomed the initiative but expressed reservations about several components.

Despite efforts by donors to continue assistance to non-Hamas affiliated organizations and individuals through alternative channels, there was a sustained drop in social and security services to the population and a protracted freeze on public sector salary and pension payments. This culminated in a series of strikes throughout the West bank called by several public sector employee unions starting in early September. And throughout the year, a growing number of PA security forces resorted to violent protests as they were excluded from any form of donor assistance (apart from some payments through the President's Office). This, combined with Israel's incarceration of 46 members of the PLC, brought Palestinian policy-making and legislative processes and executive branch oversight and, on occasions, the delivery of basic social services, to a halt.

On June 17^b, 2007 President Abbas swore in a new technocratic Emergency Government (EG), and declared the Hamas Authority in Gaza illegal, after Hamas attacked and took control of all Government and security positions in the Strip. One month later, the Emergency Government

¹ The Saudi Initiative, adopted by the Arab League in 2002, offers normal ties with Israel in exchange for full withdrawal from Arab territories occupied in 1967, Israeli acceptance of a Palestinian state with East Jerusalem as its capital, and a "just solution" to the refugee problem.

was declared a Caretaker Government until new Presidential and Parliamentary elections are held.

The international community has expressed support for the Caretaker Government. On June 27th, the Quartet appointed former UK Prime Minister Tony Blair as Quartet Representative on economic and institutional development issues. And in his July 16th speech, US President George W. Bush underscored a horizon to address the Israeli-Palestinian conflict, calling for an international peace conference in November to follow the September 24th AHLC meeting. And at the end of July, representatives of the Arab League visited Israel to discuss possible mechanisms for negotiations. Most donors have begun financial and technical support to the Caretaker Government. However, it is still unclear how long-term and development-related donor assistance will be carried out, or how Gaza's population (c. 1.5 million) will benefit.

In late June, the Government of Israel (GOI) suspended the boycott and undertook to support the new Government of Prime Minister Salam Fayyad. This coincided with a Summit in Sharm el-Sheikh which set the basis for renewed talks towards a potential solution to the Israeli-Palestinian conflict. As a signal of goodwill, GOI released 256 mostly-Fatah prisoners jailed in Israel, began steps to grant amnesty to some individuals, and increased the entry permits for senior members of the PLO. The GOI also began releasing the frozen clearance revenues and committed to remove some roadblocks in the West Bank. While the stated sentiment on both sides has been one of cautious optimism, several noteworthy steps were taken. No less important is the reinstatement, after six years, of high-level security coordination between the Israeli and Palestinian authorities.

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