



9 October 2006

**Report N° 23**  
**Implementation of the Agreement on Movement and Access**  
**(20 September – 3 October 2006)**

The United Nations<sup>1</sup> is submitting the 23<sup>rd</sup> bi-weekly report<sup>1</sup> on the implementation of the 15 November Agreement on Movement and Access (AMA), covering the period 20 September – 3 October 2006 inclusive.<sup>2</sup>

**1. Overall Progress:**

Even taking into account the two public holidays during this reporting period, the movement of goods and personnel to and from the Gaza Strip continues to fall far below the levels agreed in the AMA. Karni has now opened on all scheduled days since 3 September but for less than half the total scheduled operating hours. In the same period, Rafah has only opened on three out of 30 days.

**2. Changes since Report N° 22 (19 September):**

- **Rafah crossing** was open on three days (14% of total scheduled hours) allowing a total of 4,945 people to cross into the Gaza Strip and 3,824 people out.
- **Karni crossing** was open on all ten scheduled operating days enabling a total of 1,609 truckloads of goods into and 128 truckloads of goods out of the Gaza Strip. Karni was open for only 31% of scheduled hours compared to 53% during the previous period. Currently 40% of the trucks arriving to export goods are turned away.
- **Sufa** was open on six days for the transport of aggregates.
- **Kerem Shalom** was fully open on two days and open only for electrical equipment for the Gaza power plant and some humanitarian goods traffic on a further six days.
- **Obstacles to movement in the West Bank** increased from 518 to **522**. This represents an increase of 146 or 38% over the baseline figure of August 2005.
- There was **one reported security incident** near the Rafah crossing on 22 September when the Presidential Guard clashed with gunmen.

**3. No Change since Report N° 22 (19 September):**

*Crossings:*

**Erez** closed to Palestinians since 12 March.

*Convoys between the Gaza Strip and the West Bank:*

**Truck convoys** no discussion; implementation now 9½ months overdue.

**Bus convoys** no discussion; implementation now 8½ 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.

<sup>1</sup> 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.

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

<b>1. Rafah</b>				
<b>1.a. Operation</b>		<b>In</b>	<b>Out</b>	
Days open in period				
	<i>Actual : Scheduled</i>	3 : 14 <sup>b</sup>		21%
Number of days experiencing a closure (total in 2-week period)		11		
Working hours (daily ave.) <sup>a</sup>				
	<i>Actual : Scheduled</i>	7.7 : 12 <sup>c</sup>		64%
Total working hours in period				
	<i>Actual : Scheduled</i>	23 : 168		14%
Security incidents on Palestinian side of border		1	<sup>d</sup>	

a: The daily average working hours is calculated on the basis of days open.

b: Rafah opened for 3 days on the 22 (9 hours), 23 (9 hours), 24 (5 hours) September for arrivals (total of 4,945 people) and departures (3,824 people) having been closed since 26 August (source EU-BAM).

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

d: There was an incident between armed men and the Presidential Guard near Rafah terminal on 22 September

<b>1.b. Movement: Travellers and Cargo</b>		<b>In</b>	<b>Out</b>
Travelers through Rafah (daily ave.) <sup>d</sup>		353	273
Number of trucks (daily ave.)		n.a.	n.a.
Number of cars (daily ave.) <sup>e</sup>		0	0

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

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

<b>1.c. Management and Operations</b>	<b>YES/NO</b>
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 <sup>g</sup>

g: 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 <sup>h</sup>		Sufa <sup>h</sup>		Total	
Days open in period			<i>Primary</i>							
<i>Actual : Scheduled</i> <sup>a</sup>	n.a.	-	10 : 10	100%	8 : n.a.	-	6 : 10	-	<b>24</b>	
Number of days experiencing a closure	n.a.		0 <sup>e</sup>		n.a.		4		<b>4</b>	
Working hours (daily ave.)										
<i>Actual : Scheduled</i> <sup>b</sup>	n.a.	-	4.3 : 13.5 <sup>e</sup>	31%	n.a.	-	n.a.	-	<b>4.3</b>	
<i>Utilization ratio</i> <sup>c</sup>	n.a.		no data		n.a.		n.a.			
Total working hours in period										
<i>Actual : Scheduled</i>	n.a.	-	42.5 : 135	31%	n.a.	-	n.a.	-	<b>42.5</b>	
Number of trucks out (daily ave.)										
<i>Actual : Scheduled</i>	n.a.	-	13 : 150 <sup>f</sup>	9%	: n.a.	-	n.a.	-	<b>13</b>	
<i>Agricultural</i>	n.a.		3.5		n.a.		n.a.		<b>3.5</b>	
<i>Non-Agricultural</i>	n.a.		9.5		n.a.		n.a.		<b>9.5</b>	
Number of trucks in (daily ave.)	n.a.		161 <sup>g</sup>		n.a.		n.a.		<b>161</b>	
Security incidents on Palestinian side of the crossing <sup>d</sup>	0		0		0		0		<b>0</b>	

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

- a: Karni and Sufa are usually scheduled to open six days a week (closed on Saturdays) although Karni was scheduled to be closed for two Jewish holidays (24 Sep & 2 Oct) during this reporting period.
- b: The actual working hours per day (ave.) is calculated on the basis of actual days open i.e. 10 days.
- 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 10 scheduled working days during the reporting period. Actual working hours varied between one and a half and eight and a half hours per day.
- f: Total truckloads of exported goods was 128 during the reporting period (source: PalTrade).
- g: Total truckloads of imports during reporting period was 1,609 (there were no truckloads of aggregates imported during the reporting period). The daily average number of trucks into the Gaza Strip is calculated on the basis of scheduled days open i.e. 10 (source: PalTrade).
- h: Kerem Shalom and Sufa may operate as alternative commercial crossing points when Karni is closed.
- i: Erez has remained closed to Palestinian workers and traders since 12 March (source: National Security Forces). Only some critical Palestinian humanitarian cases have been permitted to cross subject to prior coordination with the IDF.

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>
	<i>Security equipment installed</i>
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
GoI 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**

<b>Convoys</b>	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**

<b>Obstacle reduction</b>	YES/NO
Work ongoing to establish a plan to reduce obstacles	NO
Plan to reduce obstacles completed by Dec. 31	NO
<b>Number of identified obstacles<sup>a</sup></b>	
	522
<i>of which manned</i>	83
<i>of which unmanned</i>	439

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.

## Trend Analysis - Traveller crossing points

Rafah	Baseline Jan 04 - Jun 05	Period 22 Sep 6 - 19	Period 23 Sep 20 - Oct 3
Working hours per day (ave.)			
<i>Actual</i>	no data	0	1.6 <sup>b</sup>
<i>Scheduled</i>	no data	12	12
Days open in period			
<i>Actual</i>	n.a.	0	3 <sup>b</sup>
<i>Scheduled</i>	n.a.	14	14
Number of days experiencing a closure (total in 2 week period)	2.8 (ave.)	14	11
Travellers through Rafah in (daily ave.)	286	0	353
Travellers through Rafah out (daily ave.)	297	0	273
No. of trucks out (daily ave.)	0	0	0
No. of cars in (daily ave.) <sup>a</sup>	0	0	0
No. of cars out (daily ave.) <sup>a</sup>	0	0	0
Security incidents on Palestinian side of border	no data	0	1 <sup>b</sup>

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

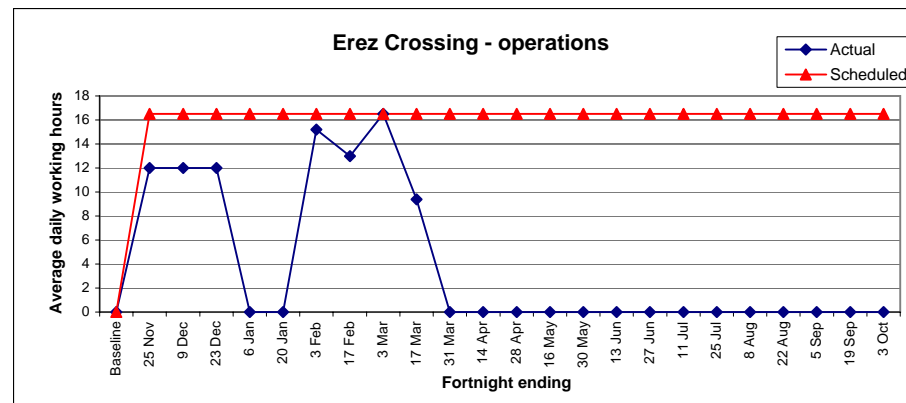
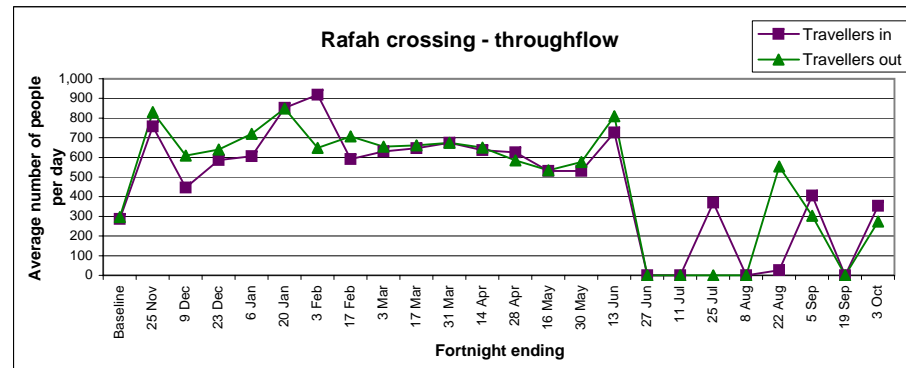
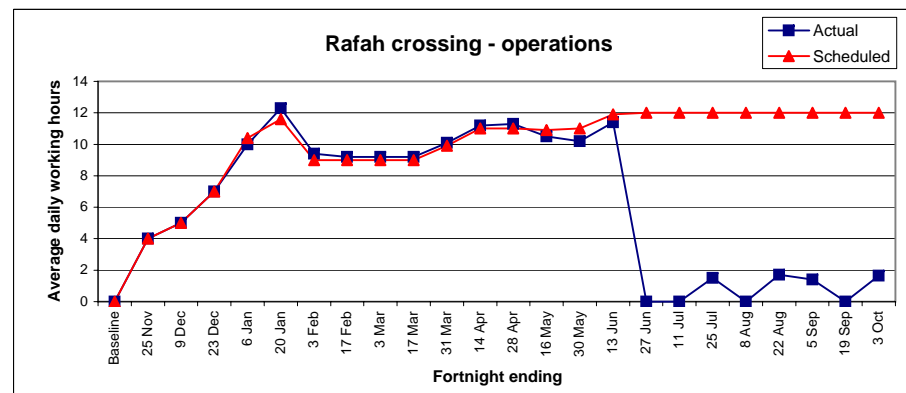
b: Rafah opened for 3 days on the 22 (9 hours), 23 (9 hours), 24 (5 hours) September for arrivals (total of 4,945 people) and departures (3,824 people) having been closed since 26 August. (source EU-BAM). There was an incident between armed men and the Presidential Guard near Rafah terminal on 22 September.

Erez	Baseline Jan 04 - Jun 05	Period 22 Sep 6 - 19	Period 23 Sep 20 - Oct 3
Working hours per day (ave.)			
<i>Actual</i>	no data	0	0
<i>Scheduled</i>	no data	16.5	16.5
Days open in period			
<i>Actual</i>	n.a.	0	0 <sup>c</sup>
<i>Scheduled</i>	n.a.	14	14
Number of days experiencing a closure (total in 2 week period)	7.6 (ave.)	14	14 <sup>c</sup>
Workers & businesspeople in (daily ave.)	no data	0	0
Workers & businesspeople out (daily ave.)	1841	0	0
Security incidents on the Palestinian side of the crossing	no data	1	0 <sup>d</sup>

c: Erez has remained closed for Palestinian workers and traders since 12 March (source: National Security Forces).

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

n.a.= not applicable to this report



## Trend Analysis - Goods traffic crossing points

Karni	Baseline	Period 22	Period 23
	Jan 04 - Jun 05	Sep 6 - 19	Sep 20 - Oct 3
<i>Actual</i>	no data	7.2	<b>4.25<sup>h</sup></b>
<i>Scheduled</i>	no data	13.5	<b>13.5</b>
<i>Utilization ratio<sup>e</sup></i>	no data	0	<b>no data</b>
<b>Days open in period</b>			
<i>Actual</i>	n.a.	12	<b>10<sup>h</sup></b>
<i>Scheduled<sup>f</sup></i>	n.a.	12	<b>10</b>
	2.2 (ave.)	0	<b>0</b>
<b>Number of days experiencing a closure (total in 2 week period)</b>			
<i>Agricultural</i>	no data	0	<b>3.5</b>
<i>Non-Agricultural</i>	no data	0	<b>9.5</b>
<b>Number of trucks scheduled out (daily ave.)</b>			
	no data	150	<b>150</b>
<b>Number of trucks in (daily ave.)<sup>g</sup></b>			
	205	228	<b>161<sup>i</sup></b>
<b>Security incidents on Palestinian side of the crossing</b>			
	no data	0	<b>0<sup>j</sup></b>

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

f: Karni is closed on Saturdays.

g: Source: PalTrade.

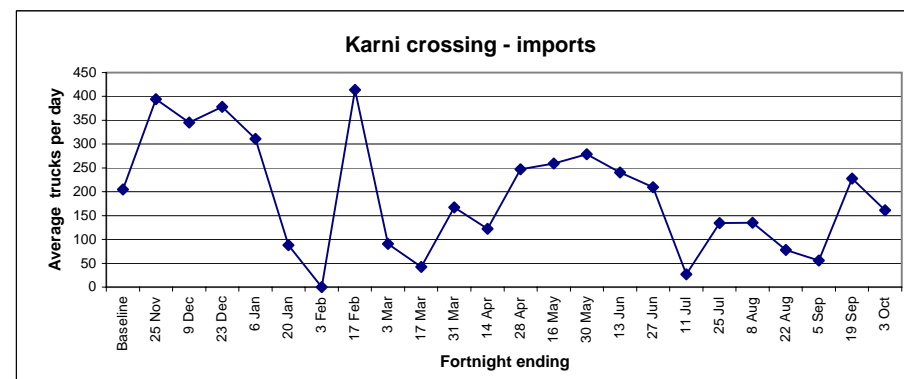
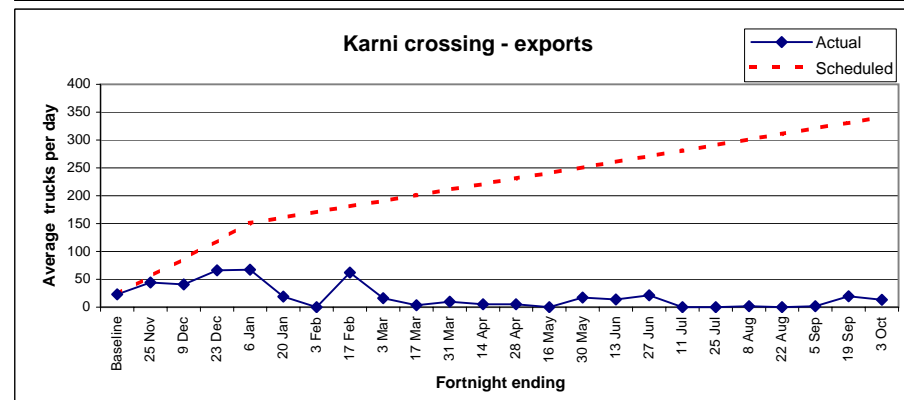
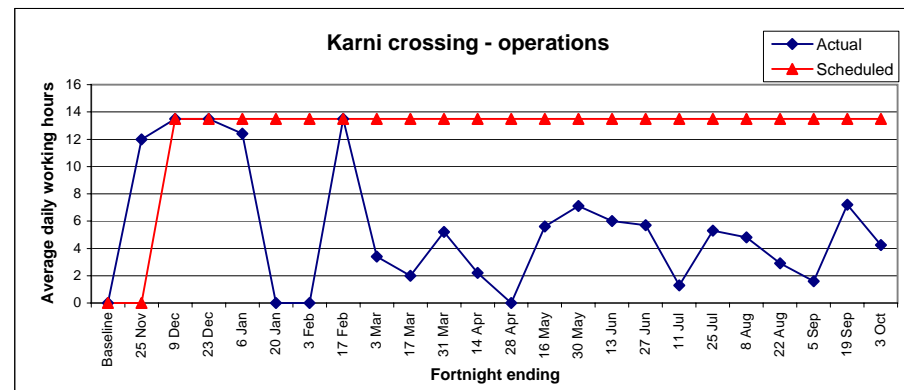
h: Karni was open every day during the reporting period (excluding Saturdays). Actual working hours varied between four and a quarter and nine and a half hours per day.

i: Total truckloads of imported goods was 1,609 (there were no truckloads of aggregates imported during the reporting period). (source: PalTrade). The daily average number of trucks is calculated on the basis of scheduled days open i.e. 10 days

j: There were no reported security incidents impacting the crossing points during the reporting period.

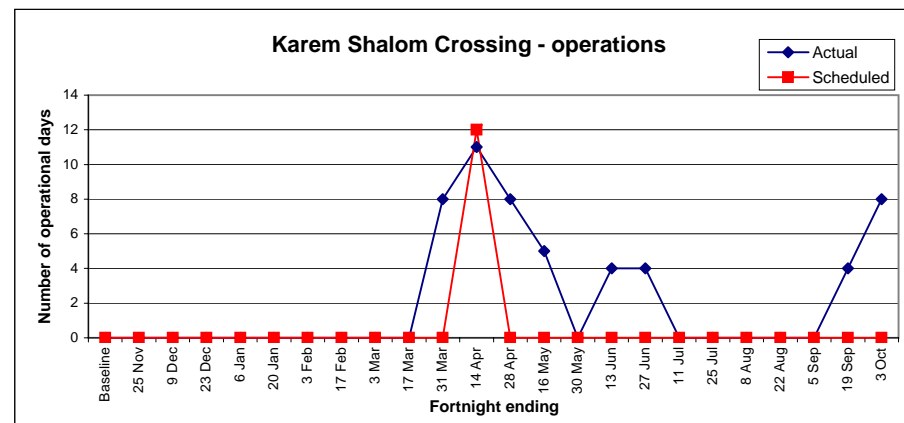
Erez	Baseline	Period 22	Period 23
	Jan 04 - Jun 05	Sep 6 - 19	Sep 20 - Oct 3
<b>Working hours per day (ave.)</b>			
<i>Actual</i>	n.a.	n.a.	<b>n.a.</b>
<i>Scheduled</i>	n.a.	n.a.	<b>n.a.</b>
<b>Days open in period</b>			
<i>Actual</i>	n.a.	n.a.	<b>n.a.</b>
<i>Scheduled</i>	n.a.	n.a.	<b>n.a.</b>
<b>Number of trucks out (daily ave.)</b>			
<i>Agricultural</i>	n.a.	n.a.	<b>n.a.</b>
<i>Non-Agricultural</i>	n.a.	n.a.	<b>n.a.</b>
<b>Number of trucks scheduled out (daily ave.)</b>			
	n.a.	n.a.	<b>n.a.</b>
<b>Number of trucks in (daily ave.)</b>			
	n.a.	n.a.	<b>n.a.</b>

n.a.= not applicable to this report



## Trend Analysis - Goods traffic crossing points (continued)

Kerem Shalom	Baseline	Period 22	Period 23
	Jan 04 - Jun 05	Sep 6 - 19	Sep 20 - Oct 3
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.	4	8
<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



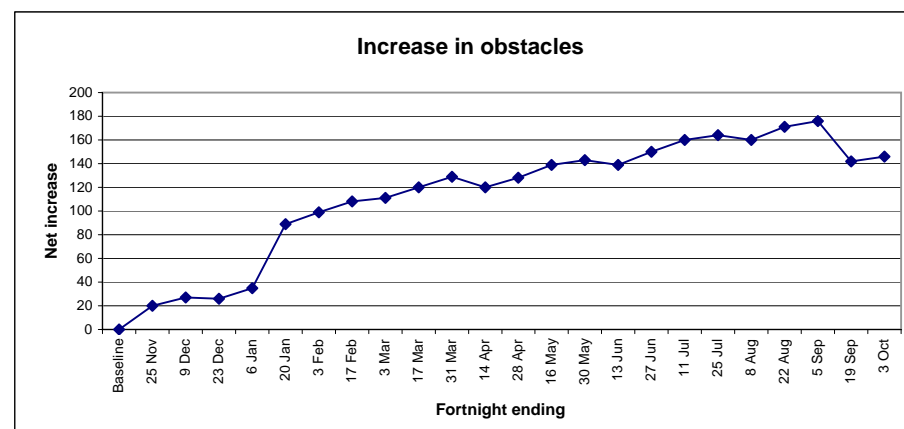
## Trend Analysis - other

Convoys	Baseline	Period 22	Period 23
	Jan 04 - Jun 05	Sep 6 - 19	Sep 20 - Oct 3
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 <sup>k</sup>	Period 22	Period 23
	1 Aug 05	Sep 6 - 19	Sep 20 - Oct 3
No. of identified obstacles	376	518	522 <sup>l</sup>
<i>of which manned</i>	59	83	83
<i>of which unmanned</i>	317	435	439

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

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



n.a.= not applicable to this report

## Technical notes to Report N° 23 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.
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. In future reports an attempt will be made to distinguish humanitarian from commercial 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.

### General

The '**number of days experiencing a closure**' is actually the number of days that a checkpoint is completely closed. 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'.