

Introduction

Movement and access for 2.4 million Palestinians living in the West Bank has been gradually restricted by the Israeli authorities since the beginning of the second Intifada in September 2000 through the implementation of the internal closure regime.¹

Physical obstacles are the key component of this regime: unstaffed obstacles (earth mounds, trenches, road blocks, road gates, etc), staffed checkpoints (full and partial), random or "flying" checkpoints, and the Barrier.²

These obstacles, form part of the security measures Israel has identified as necessary to protect Israeli citizens living both in Israel and in West Bank settlements. They are operated in conjunction with a variety of administrative and legislative measures which include, (but are not restricted to) the formal annexation of territory to Israel, the declaration of areas as "closed military zones", the prohibition on the use of roads based on identification documentation and permits, the prohibition on the movement of people through checkpoints subject to age and gender criteria, the closure of checkpoints during certain hours and the imposition of curfews on specific communities. These measures are frequently implemented in an unpredictable way.

As a result, the total number of closure obstacles present at a given time, although indicative, does not fully capture the relative severity of the closure regime. Similarly, one cannot fully assess the real impact of a change in the number of physical obstacles without considering the "quality" of the particular obstacles added or removed.

Unlike the local Palestinian population, Israeli citizens including settlers, enjoy unimpeded freedom of movement within the West Bank and along the main West Bank roads, which link the settlements to each other and to Israel. However, Israeli citizens are prohibited to enter the areas administered by the Palestinian Authority (Areas A), which cover approximately 18% of the West Bank including most of the Palestinian urban centers.

The present Closure Update provides an overview of the main developments affecting the access and movement situation within the West Bank, for the period from September 4, 2007 (the ending of the previous comprehensive closure count) to April 29, 2008.

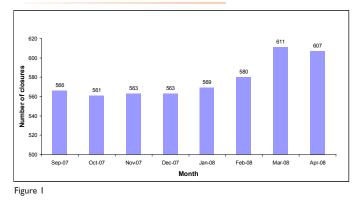
It is worth mentioning that about seven closure obstacles were removed by the IDF during May, after the end of the reporting period.³ These changes will therefore be reflected in the next OCHA's issue of the closure map and closure update.

A. Closure Count

Increase in closure obstacles

From September 4 through to April 29, there was an overall increase in the number of closure obstacles in the West Bank, from 566 to 607.⁴





The net increase of 41 closures resulted from the construction of 144 (11 staffed and 133 unstaffed) obstacles alongside the removal of 103 (11 staffed and 92 unstaffed). A majority of the newly added obstacles, however, refer in fact either to a re-installation of an obstacle previously removed by Palestinians or the IDF (Israel Defence Forces) or a change in the type of obstacle.

The effect of this net increase was not evenly experienced across different areas of the West Bank. While the Bethlehem, Hebron, Qalqiliya, Salfit, Tubas and Tulkarm governorates saw an overall increase of between 7% and 21% in the number of obstacles, Jenin, Jerusalem and Ramallah governorates experienced an overall decrease of between 6% and 12%. Little change in the number of obstacles was observed in the governorates of Nablus and Jericho.

Decrease in flying (random) checkpoints

In addition to the closure obstacles there was a weekly average of 66 flying or random checkpoints during the reporting period. This figure represents a significant decrease in comparison with the weekly average for the previous eight months (Jan-Aug 07), which stood at 133. The lowest point during the current period was registered in December 2007 (50) and since then the weekly average has increased again to 71 in April 2008.

No change in the Barrier

During the reporting period no significant progress was observed in the construction of the Barrier and no new sections were completed. At the end of this reporting period, 57% (409 km) of the announced route of the Barrier was completed, 9% (66 km) was under construction, and construction had not begun regarding the rest of the Barrier (34%, 248 km).

B.The Closure Regime by Region

Central West Bank

Despite a slight decrease in the number of closure obstacles during the reporting period (from 126 to 119), the overall impact of the closure regime throughout the central West Bank did not change significantly in comparison with the previous reporting period. However, an exception to this trend was observed in relation to the access of UN staff to East Jerusalem, regarding which the situation worsened.

Palestinians with West Bank ID cards continued to be prohibited from entering East Jerusalem, which was formally annexed to Israel, unless they held a special permit issued by the Israeli authorities.

Analysis of the declared removal of 61 obstacles

On April 2008 the Government of Israel announced that 61 obstacles were removed in order to ease the lives of the Palestinians. However, the results of a field survey and analysis performed by OCHA following the receipt of the obstacles' coordinates from the IDF showed that only 44 were actually removed, six were still in place and 11 could not be found within a 400 metre-radius of the GPS location provided by the IDF. Of the 44 removed obstacles,

- five were significant,
- nine were of minimal significance,⁵
- seventeen were of no significance,⁶
- thirteen were questionable in regard to the circumstance of their removal.⁷

Overall, the removal of 44 of the 61 obstacles announced has had little or no impact on movement and access in the West Bank.⁸

Although this prohibition has been in place since 1993, it has only been effectively enforced since the construction of the Barrier, which began in 2002. Permit holders are only allowed to cross the Barrier into East Jerusalem through four of the 17 existing checkpoints and only by foot (vehicles with Palestinian license plates are not eligible for permits). These checkpoints are staffed by the Border Police and private security firms, under the supervision of the Israeli civil Police. During the morning rush hour, delays of more than an hour were common with workers starting to line up in the early morning hours. The other 13 checkpoints were mainly used by Israelis and/or Palestinians with Jerusalem IDs.

Overall, with the exception of villages and neighbourhoods within East Jerusalem (see above), the closure regime did not prevent vehicular movement between Palestinian towns and villages through the central areas. It did, however, obstruct and prevent Palestinian access to the primary road network and divided the area into non-contiguous areas connected by secondary roads. During the last few years, this situation has significantly increased the travelling time of Palestinians as well as the travel costs.

Highway 443:

Many of the obstacles in the central area continued to prevent Palestinian access to Highway 443, which is the main east-west traffic artery running through the Ramallah and Jerusalem governorates. However, regardless of these obstacles, the IDF prohibited all cars with Palestinian license plates (except for 11 taxis with special permits) from travelling on this highway. This prohibition, which was implemented following the outbreak of the second Intifada, has turned this highway into an almost exclusive Israeli road, which is mostly used by Israeli citizens commuting between Jerusalem and Tel Aviv areas. Following a petition submitted by six Palestinian villages against this prohibition, the Israeli High Court of Justice issued an interim decision in March 2008, giving the state six months to report progress on the construction of an alternative road for Palestinian use. This decision, however, failed to address the question of the legality of a prohibition on the use of a road based on nationality criteria.

Access to areas beyond the Barrier:

The residents of towns and villages adjacent to East Jerusalem but separated from the city by the Barrier, such as Al Ram, Abu Dis, Eizariya and Bir Nabala, were severely affected as their livelihoods are dependent upon commerce originating within the city.

Palestinian residents of East Jerusalem also face movement problems, as approximately 25% of these 250,000 residents have been cut off from the city by the Barrier and now need to cross a checkpoint to access the services to which they are entitled. Moreover, at least three Palestinian communities isolated by the Barrier, depend entirely upon crossing small checkpoints to access services within the rest of the West Bank, given that most of their residents lack permits to enter East Jerusalem.⁹

Access of Palestinians to agricultural lands trapped between the Barrier and the Green Line was

restricted to 13 gates and a few additional openings in the Barrier located throughout the central areas, and prior "coordination" with the Israeli authorities was required to ensure access.

Since January 2008, Israeli soldiers and security staff at checkpoints controlling access to East Jerusalem from the southern West Bank have increasingly demanded from UN personnel to have their vehicles searched before allowing them access. This has led to an increase in denials of access and delays resulting in a dramatic increase in the loss of staff hours in March and April 2008.

Jordan Valley

With respect to Palestinian access to and from the Jordan Valley area (including Jericho), no significant change occurred during the reporting period, with the exception of access to the Dead Sea, where some improvement was observed.

Access to the northern Jordan Valley (north of Jericho) from the rest of the West Bank continued to be controlled via four IDF staffed checkpoints. Palestinians, with the exception of residents of the Jordan Valley, were only allowed to enter the Jordan Valley through two of the four checkpoints (Hamra and Tayasir) and only by foot. Palestinian public transportation was permitted to pass through these two checkpoints but the passengers were required to cross on foot via the pedestrian lanes.

Private vehicles with Palestinian plates were not allowed to cross any of these checkpoints, except for residents of the area and those holding special permits, which are granted by the Israeli authorities only on an exceptional basis. Yet, private vehicles were able to access the Jordan Valley through a long detour via Roads I or 90, were no checkpoints blocked Palestinian access.

During this period, all Palestinians were allowed to access Jericho via the DCO and Yitav checkpoints, however, residents of four northern districts (Jenin, Tulkarem, Qalqilya, and Nablus) have been prevented from leaving Jericho city through the DCO checkpoint. In March 2008, the IDF announced the "removal" of the At Tayba (also known as Rimmonim) partial checkpoint, which controls access from most West Bank areas to the Yitav checkpoint leading to the Jericho area. Practically, only some of the physical infrastructure was removed and the checkpoint continued to function as usual, i.e. it was only staffed part-time and occasional spot checks of travellers were performed.

Access to the Dead Sea continued to be controlled by a staffed checkpoint located on Road I. Since January 2008, this checkpoint has ceased to be permanently staffed and has turned into a partial checkpoint, allowing partial access for Palestinians to the Dead Sea. The checkpoint is staffed only on weekends, during Israeli holidays, and sporadically during the week. On these occasions, the IDF prevents all Palestinians from crossing to the Dead Sea, except for Jerusalem ID holders and those holding special permits.

Northern West Bank

Overall, a slight deterioration in the access situation was observed during the reporting period in most regions throughout the northern West Bank, which includes the Jenin, Tubas, Nablus, Tulkarm, Qalqiliya and Salfit governorates. This deterioration is reflected, inter alia, by the net increase in the number of closure obstacles (from 212 to 221), in the "upgrading" of some checkpoints from partial to full checkpoints and in the increased duration of curfews imposed on some Palestinian communities.

The city of Nablus, the neighbouring villages and the adjacent refugee camps continued to be among the areas most negatively affected by the closure regime in the northern West Bank. Movement of persons in and out of this area was tightly controlled by six IDF staffed checkpoints, where all Palestinians were strictly checked and searched. Delays of up to 90 minutes were registered at rush hours. Palestinian vehicles were not allowed to cross these checkpoints, unless they held a special permit granted by the Israeli authorities. An additional staffed checkpoint functioning as a commercial terminal controlled the movement of goods in and out of this area. Trucks without special permits issued by the Israeli authorities were prohibited from crossing this checkpoint and were required to perform a "backto-back" procedure.¹⁰

Moreover, until recently, the checkpoint controlling access to the Nablus area from 12 villages located north of the city ('Asira Ash Shamaliya checkpoint) was permanently closed for all Palestinians, forcing more than 35,000 residents of these villages to make a long detour in order to reach Nablus. However, in April 2008, the IDF re-opened the checkpoint for vehicular movement between 5 AM to 11 PM, which improved access significantly during the daytime.

The IDF continued to prohibit all cars with Palestinian license plates (except for ambulances) from travelling on Road 557, thus leaving this road for the exclusive use of Israeli settlers from the Elon Moreh and Itamar settlements and their visitors. Road 557 is the main route connecting two villages (Beit Furik and Beit Dajan) located to the east of Nablus with the rest of the West Bank. This prohibition isolates the residents of these villages, forcing them to cross the city of Nablus, including the crossing of two staffed checkpoints around it, every time they wish to travel in the West Bank.

On two occasions during the reporting period, the IDF prohibited residents aged 16 to 35 of four of the six northern governorates (Jenin, Tubas, Nablus, and Tulkarm)from crossing staffed checkpoints leading southwards as well as those controlling access in and out of Nablus. During the first occurrence in September 2007, this prohibition was imposed for three days and affected both males and females. On the second occasion, in February 2008, it lasted for 25 days affecting only males.

A significant deterioration in access during the reporting period was observed in Qalqiliya city. In September 2007, the IDF transformed two partial checkpoints controlling access to Qalqiliya city (the DCO and 'Izbat Jal'ud checkpoints) into full checkpoints, with every vehicle going in and out of the city being checked; Palestinians with Israeli citizenship, who are among the main customers for Qalqiliya's traders, have since been allowed to enter the city only by foot; Israeli plated trucks transporting goods into the city are also prohibited from entering and must perform the "back-toback" trucking procedure. The city of Qalqiliya had already been severely affected by access restrictions following the construction of the Barrier all around its built-up area.

In the Salfit governorate, the IDF continued to prevent all Palestinians from travelling on Road 4775, the main route connecting the city of Salfit to the rest of the governorate, which passes next to the main entrance to the Ariel settlement. This prohibition, in place since the outbreak of the second Intifada, forces the Palestinian residents of most villages in the governorate to make long detours to access the city, as well as to cross a staffed checkpoint (the Za'atara/Tappuah checkpoint) before reaching Salfit.

Access to areas beyond the Barrier

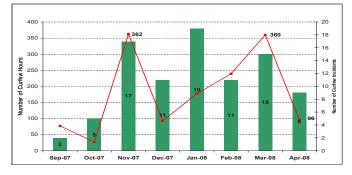
The area isolated between the Barrier and the Green Line continued to be defined by the IDF as a "closed military zone". Access of Palestinians living elsewhere in the West Bank to this area has been severely restricted and has been regulated by a permit regime administered by the Israeli authorities since October 2003. In order to obtain a "visitor" permit, an applicant must be security cleared and provide "sufficient proof" of the declared reason for which access is requested (agriculture, commerce, service, family visit, etc), which usually includes proof of land ownership. Permit holders can access this zone through one of the 30 agricultural gates and eight checkpoints along the Barrier.¹¹

Palestinians living in the communities located in one of the five enclaves within the "closed military zone" (approximately 10,000 people) must also obtain a permit in order to continue living in this area. These permits are issued upon proving past residence in the enclave. Due to the IDF's request to conduct searches at the relevant Barrier checkpoints UN personnel was unable to reach the Barta'a enclave, which is the biggest of the Barrier enclaves (approximately 5,500 residents), during most of the reporting period.

Increase in curfews:

Several communities in the northern West Bank continued to be frequently affected by curfews imposed by the IDF.¹² About 70% of curfew hours were imposed following incidents of stone throwing or shooting by Palestinians at Israeli plated cars, while the rest occurred during different types of military and policing operations. During the reporting period, however, a sharp increase in comparison with the previous eight months was observed, both in terms of the monthly average of curfew incidents (from 3.6 to 11) and in terms of the average duration of these curfews (from 39 to 179 hours/month). The peaks in the duration of curfews occurred in November 2007 and March 2008 (362 and 360 hours, respectively).¹³

West Bank Curfew Incidents and their Duration



*Almost 90% of the curfew incidents and 95% of the curfew hours occurred in the northern governorates

Southern West Bank

A slight deterioration in the access situation was observed during the reporting period throughout the southern West Bank (including the Bethlehem and Hebron governorates). This deterioration was reflected, inter alia, in the significant increase in the number of closure obstacles (from 217 to 259), as well as in the increasing restrictions applied to the movement of goods between these areas and Israel.

As in the past, a majority of closure obstacles installed in the southern areas prevented direct access of Palestinians to Road 60, the main north-south route running from Beer Sheva (within Israel) in the south, through Hebron and Bethlehem governorates to East Jerusalem in the north. An exception to this is Bethlehem city, which has direct access to Road 60.A large portion of other obstacles perform a similar function in relation to two additional main roads (317 and 35).

In contrast to some of the main roads in the central and northern governorates, where Palestinian movement was absolutely prohibited (see above), Palestinians were allowed to travel on the main roads in the southern area. However, since these roads were accessible only through a limited number of bottlenecks controlled by staffed checkpoints, most Palestinians were forced to take longer routes on poor quality roads, leaving Israeli settlers as the principal users of the main roads.

In addition, as access to East Jerusalem is prohibited for all cars with Palestinian license plates, vehicular traffic from the south to the rest of the central area and to the north continued to be diverted from Road 60 to a secondary road leading to a staffed checkpoint (Wadi Al Nar), where long delays were frequently observed during the reporting period.

H2 Area in Hebron City:

Palestinian movement in the H2 area of Hebron city, where all Israeli settlements within the city are located, continued to be dramatically affected by the closure regime. In and around H2 there were 87 closure obstacles including 17 staffed checkpoints through the reporting period. In addition, the IDF continued to prohibit all Palestinian vehicular movement on some of the main streets in this area of the city, and in a few cases even pedestrian movement was prohibited. These streets, however, remained open for the exclusive use of Israeli settlers and their visitors. Ambulances and fire trucks required prior coordination with the Israeli DCL to gain access to this area during emergencies. Movement restrictions, in conjunction with settler harassment, were the main reason behind the depopulation of the H2 area of its Palestinian residents.

Movement of goods:

Since the beginning of 2008, the flow of imports and exports goods to and from Hebron has been negatively affected by the opening of a new commercial terminal/checkpoint at Tarqumiya and the transferring of its administration from the IDF to a private company. Since then, most trucks carrying goods going to or coming from Palestinian areas have been obliged to perform a back-to-back procedure at the checkpoint, leading to a slow down in the flow of goods. Trucks carrying goods to and from Israeli settlements pass through the checkpoint directly once their papers have been checked. In parallel to this, all trucks delivering fuel to Bethlehem gas stations have been directed to the new terminal by the Israeli authorities, rather than taking a more direct route, which has lead to an increased travelling distance for trucks supplying fuel to Bethlehem.¹⁴

During the reporting period, direct access from the industrial zone in Hebron City to Road 60 (the AI Fahs/Sheeps junction) continued to be blocked by a concrete road block, significantly affecting the economic life of the city.¹⁵

In addition to the access problems caused by the closure obstacles, farmers and shepherds in several communities in the southern West Bank experienced significant difficulties in reaching their lands and grazing areas due to settlers' harassment incidents.

Conclusion

The findings of the present report suggest a slight deterioration in the overall access situation in the West Bank through the reporting period. Among the main factors contributing to this result was the increase in the number of closure obstacles, alongside the maintenance of the prohibition on the use of key roads by Palestinians, the long queues at central checkpoints, the "upgrading" of some checkpoints, and the increase in the number of curfew incidents and their duration. In addition, a significant deterioration was observed in relation to access of UN staff to certain areas.

Annex: Methodology and Definitions

Methodology

OCHA monitors and maps closure obstacles in the West Bank on a regular basis. Teams of experienced field staff, with extensive and detailed knowledge of the West Bank travel along every paved road, all significant unpaved roads and the majority of minor tracks in their area of operations. The monitoring survey takes approximately ten full working days for four teams. Each team, traveling in a 4x4 vehicle, is equipped with a sophisticated GPS (geographical positioning system) unit and a camera.

Each time a significant obstruction is located the team records its position with the GPS unit for future mapping and takes a photograph of it. The obstacle is then categorized according to pre-determined definitions as described below and given a unique identifying name based on a combination of the nearest main road, nearest village or town, and the governorate and the field office identifying it. Next the type of access blocked is described, e.g. access of a village to main road, connection between two towns or access from an agricultural road to an olive grove. Records, including the code of the photograph, are entered on a file in the GPS, relying on pull-down menus to reduce the risk of error.

Only obstacles that effectively block vehicular access along a clear paved or unpaved road are counted. Obstacles within 50 metres of another obstacle on the same route are recorded as one.

The GPS files are down-loaded on a daily basis into a computer using geographic information system (GIS) software to render the information into maps. Maps are printed and crosschecked against other field data jointly by the GIS specialist and a member of the field team. If there is any query, further field checks are carried out to ensure a complete and accurate data set.

It is of note that the OCHA survey is extensive but not necessarily exhaustive, as some of the smaller routes may be missed. Thus OCHA maps and count the majority of obstacles but the numbers given remain an underestimate of the total number of obstacles.

A complete catalogue of closures with location data, GPS coordinates, and photos are provided to IDF liaison office at Bet El. An agreed period of two weeks is given for the IDF to check the data and offer comments, which are subsequently considered before the final maps are published.

Definitions

The Closure Regime is a term referring to a systematic policy which restricts freedom of movement within the occupied West Bank. It consists of physical closure obstacles and administrative/legislative restrictions used to control Palestinian pedestrian and vehicular movement. The following closure obstacles are recorded and mapped by OCHA during its monitoring.

Checkpoints are composed of two elements. First, an infrastructure obstructing vehicular and pedestrian traffic. The second element is the permanent presence of Israeli security personnel (e.g. the IDF, the Border Police, the civil Police, a private security company). Security personnel check the documentation of persons crossing the checkpoint and conduct searches on their vehicles and their belongings.

Partial Checkpoints are made up by similar infrastructure as checkpoints but are not permanently
staffed. Frequently the partial checkpoint infrastructure is installed on roadsides and therefore does

not directly obstruct the traffic. When staffed partial checkpoints function as the full checkpoints described above. When unstaffed the traffic may flow relatively freely along the route.

▲ Earthmounds are mounds of rubble, dirt and/or rocks put in place by IDF bulldozers to prevent vehicle movement along a road or track. Several mounds less than 50 meters apart, blocking the same route, are only counted as one closure. If a mound is pushed to the side (by IDF or Palestinians) or if a route around it is created and vehicle access is possible, the mound is not recorded as an obstacle. Earth mounds are often removed or circumvented and then re-built and/or enlarged, therefore, some of them appear on one map, disappear from the next and then subsequently reappear.

Roadblocks are constructed from one or more concrete blocks about one meter cubed and like earth mounds are used to prevent vehicle access to land or roads. In all other respects they are the same as earth mounds.

Trenches (or ditches) are dug across flat land or along the side of a road to prevent vehicles going around a closure obstacle on the road.

Road Gates are metal gates used to block access to a route. Many of them are permanently closed whilst others are mostly open and only closed from time to time by the IDF. All road gates are marked on the maps as closures, including those which were open when recorded by OCHA, until the infrastructure is removed.

Road Barriers may be composed by a continuous earth wall, a fence or a concrete barrier running along the side of a road. To be classified as a road barrier, this type of infrastructure should not be safety related, should be greater than 100 metres in length and obstruct free passage of people, vehicles or livestock, onto, off or across the road.

Checkpoints and Terminals on the green line or in Israeli territory are marked in green to differentiate them from closure obstacles inside the West Bank.

The West Bank Barrier is a complex system of concrete walls, electronic fences, observation towers, trenches, patrol roads and razor wire, which prevents Palestinian pedestrian and vehicular movement through it.

Barrier Gates are gates through the West Bank Barrier which are regularly used for Palestinians to cross. Gates closed to Palestinians or open only occasionally are not included.

End Notes

- 1. While the movement of 1.5 million Palestinians living in the Gaza Strip has been no less dramatically restricted, the nature of the regime differs, as it affects mainly the movement of people in and out of the Strip and to a lesser degree internal movement.
- 2. For a full definition of each obstacle see the methodology and definitions annex.
- 3. These include three in the southern areas and four in the northern areas.
- 4. This figure does not include checkpoints placed on the Green Line, flying checkpoints and the Barrier.
- This category includes obstacles, which blocked paths to small olive groves, to a route where an additional obstacle was located further along, or to a route rarely travelled on by Palestinians.
- 6. This category includes obstacles which blocked access to a closed military zone or to a settlement, or which were in the middle of a field.
- 7. For example, OCHA collected testimonies in three localities indicating that earth mounds were put into place in order to be removed again on the same day; in other cases it was 'questionable' as to how long the removed earth mound had been in place given that the soil was very fresh or plants were still growing on the road underneath where the earth mound had been placed.
- Since OCHA does not document closure obstacles with minimal or no significance, only ten of 61 obstacles announced appeared in OCHA's maps, five of which were removed on this occasion and five are still in place.
- 9. Nu'man, Qunbar/Surkhi area of the Jabal al Mukabbir neighborhood of East Jerusalem, and the Khalayleh neighborhood of Al Jib. Residents of the first two communities who hold West Bank IDs are only permitted to be in the immediate vicinity of their houses, and travel to and from the checkpoint. They are not permitted to access other parts of Jerusalem. Among other restrictions, residents of these communities are prevented from bringing meat and diary products produced in the West Bank through these checkpoints, making them to rely on people holding permits to buy for them these products in East Jerusalem.
- 10. This procedure requires trucks from one side of the checkpoint to offload the goods/containers for security clearance by Israeli security personnel. Upon such clearance the goods are uploaded on another truck from the other side of the checkpoint.
- 11. However, 19 of the 30 gates open only on a seasonal basis. For further details see OCHA Special Focus, The Barrier Gate and Permit Regime Four Years on: Humanitarian Impact on the Northern West Bank, November 2007.
- 12. The four most affected localities were 'Azzun (Qalqiliya), Huwwara (Nablus), Marda and Deir Istiya (both in Salfit).
- The duration of a curfew is counted once for each curfew incident. A single curfew affecting multiple neighbouring locations is counted as one incident. A single curfew incident may last for several days.
- 14. For further elaboration see OCHA Special Focus, Increasing Need, Decreasing Access: Tightening Control On Economic Movement, 22 January 2008.
- 15. This road block was removed by the IDF on 18 May 2008, after the end of the reporting period. This change will therefore be reflected in the next version of OCHA's closure map and closure update.