



30 May 2007

**Report No. 39**  
**Implementation of the Agreement on Movement and Access**  
**(2 - 15 May 2007)**

The United Nations<sup>1</sup> is submitting the 39<sup>th</sup> bi-weekly report on the implementation of the 15 November 2005 Agreement on Movement and Access (AMA), covering the period 2 -15 May 2007.<sup>2</sup>

**1. Overall Progress:**

Rafah crossing was open for 4 out of 14 scheduled days (the same number of days as the previous period) or 21% of scheduled operating hours; Karni was open on 11 scheduled operating days or in total 56% of scheduled operating hours (compared to 72% in the previous reporting period). The drop in percentage of time open was largely due to the crossing being closed completely on one day.

**2. Changes of note since Report No. 39 (1 May):**

- **Rafah crossing** was open on 4 days allowing a total of 4,391 people to cross into the Gaza Strip and 5,138 people out. In addition, on 15 May Rafah was opened for six hours to allow the exclusive crossing of PA National Security Forces members returning from training in Egypt.<sup>3</sup>
- **Karni crossing** was open on 11 out of 12 scheduled operating days<sup>4</sup> enabling a total of 2,848 truckloads of imported goods (excluding aggregates/construction materials) into the Gaza Strip. A total of 380 truckloads of goods were exported during the reporting period (a daily average of 32 truckloads), representing on average 8% of the 400 truckloads of exported goods per day target set under the AMA.
- **Sufa crossing** was open for 9 out of 10 scheduled operating days<sup>5</sup> during the reporting period compared to 4 days during the previous period.
- **Kerem Shalom crossing** was open on 2 days (compared to one day in the previous period) for the import of humanitarian supplies.
- **Erez crossing** remains closed since 12 March 2006 for Palestinian workers. However, it remained partially open for the movement of traders and humanitarian (medical) cases throughout the reporting period. On average, 331 traders crossed each day compared to 284 in the previous reporting period.
- **Obstacles to movement in the West Bank** has increased compare to the previous reporting (from 537 to 549). Overall this represents an increase of 173 obstacles or 46% over the baseline figure of August 2005.

**3. No Change since Report No. 38 (1 May):**

There was **one reported security incident** at Rafah crossing during the period. On 3 May an exchange of fire occurred between the Presidential Guard and the PA Intelligence Forces near the main gate of Rafah terminal which forced the crossing to close during the incident.

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

**Truck convoys** no discussion; implementation now 15 months overdue.

**Bus convoys** no discussion; implementation now 16 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, PaTrade, COGAT and the World Bank.

<sup>3</sup> This day is counted as a closure day as it was not opened for the regular movement of travellers. The movement for these persons through the crossing point is not included in the calculations of movement.

<sup>4</sup> On 15 May the crossing was closed at the request of the Palestinian authorities due to the internal security situation.

<sup>5</sup> On 15 May the crossing was closed at the request of the Palestinian authorities due to the internal security situation.

<b>1. Rafah</b>		
<b>1.a. Operation</b>		
Days open in period		
	<i>Actual : Scheduled</i>	4 : 14 <sup>b</sup> 29%
Number of days experiencing a closure (total in 2-week period)		10
Working hours (daily ave.) <sup>a</sup>		
	<i>Actual : Scheduled</i>	9 : 12 75%
Total working hours in period		
	<i>Actual : Scheduled</i>	36 : 168 21%
Security incidents on Palestinian side of border		1 <sup>c</sup>

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

b: Rafah opened for 4 days. The crossing was open nine hours on each day. (Source EUBAM).

c: There was one reported security incident. On 3 May an exchange of fire occurred between the Presidential Guard and the PA Intelligence Forces near the main gate of Rafah terminal which forced the crossing to close during the incident.

<b>1.b. Movement: Travellers and Cargo</b>	<b>In</b>	<b>Out</b>
Travellers through Rafah (daily ave.) <sup>d</sup>	314	367
Number of trucks (daily ave.)	n.a.	n.a.
Number of cars (daily ave.) <sup>e</sup>	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.

<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>f</sup>

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

n.a.= not applicable to this report

**2. Crossing Points**

<b>2.a. Goods - Gaza Strip</b>	<b>Erez</b>		<b>Karni</b>		<b>Kerem Shalom<sup>h</sup></b>		<b>Sufa<sup>h</sup></b>		<b>Total</b>
Days open in period			<i>Primary</i>						
<i>Actual : Scheduled<sup>a</sup></i>	n.a.	-	11 : 12	92%	2 : n.a.	-	9 : 10	-	<b>22</b>
Number of days experiencing a closure	n.a.		1	<sup>e</sup>	n.a.		1		<b>2</b>
Working hours (daily ave.)									
<i>Actual : Scheduled<sup>b</sup></i>	n.a.	-	8.2 : 13.5	<sup>e</sup> 61%	n.a.	-	n.a. : 7.5	<sup>i</sup> -	<b>8</b>
<i>Utilization ratio<sup>c</sup></i>	n.a.		no data		n.a.		n.a.		
Total working hours in period									
<i>Actual : Scheduled</i>	n.a.	-	90 : 162	56%	n.a.	-	n.a.	-	<b>90.</b>
Number of trucks out (daily ave.)									
<i>Actual : Scheduled</i>	n.a.	-	31.7 : 400	<sup>f</sup> 8%	n.a.	-	n.a.	-	<b>31.7</b>
<i>Agricultural</i>	n.a.		13.8		n.a.		n.a.		<b>13.8</b>
<i>Non-Agricultural</i>	n.a.		17.9		n.a.		n.a.		<b>17.9</b>
Number of trucks in (daily ave.)	n.a.		237		<sup>g</sup>	n.a.	n.a.		<b>237</b>
Security incidents on Palestinian side of the crossing <sup>d</sup>	0		0			0	0		<b>0</b>

<b>2.b. People - Gaza Strip</b>	<b>Erez</b>		<b>Karni</b>		<b>Kerem Shalom</b>		<b>Sufa</b>		<b>Total</b>
Days open in period	<i>Primary</i>								
<i>Actual : Scheduled</i>	14 : 14	<sup>i</sup> 100%	n.a.	-	n.a.	-	n.a.	-	<b>14</b>
Number of days experiencing a closure	0		n.a.		n.a.		n.a.		<b>0</b>
Working hours (daily ave.)									
<i>Actual : Scheduled<sup>b</sup></i>	n.a. : 16.0	<sup>k</sup> n.a.	n.a.	-	n.a.	-	n.a.	-	<b>n.a.</b>
Total working hours in period									
<i>Actual : Scheduled</i>	n.a. : 224	n.a.	n.a.	-	n.a.	-	n.a.	-	<b>n.a.</b>
Travellers through crossing (daily ave.) <sup>i</sup>	<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>
	331	0	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	<b>331</b> <b>0</b>

- a: Karni crossing is scheduled to operate six days per week (closed Saturdays), Sufa to operate five days (closed Fridays and Saturdays) and there are no scheduled operating days for Kerem Shalom crossing which is open periodically for humanitarian goods only.
- b: The actual working hours per day (ave.) is calculated on the basis of actual days open i.e. 11 days for Karni and 14 days for Erez. 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 on 11 days. Actual operating hours varied between 3.5 hours and 13 hours.
- f: Total truckloads of exported goods was 380 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 2,848. (In addition 1,544 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: According to the Israeli DCL, Sufa crossing is scheduled to open between 07:30 and 15:00 hours.
- j: Erez remains closed for Palestinian workers since 12 March 2006. The crossing 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.
- k: According to the Israeli DCL, Erez crossing is scheduled to open for Palestinians between 06:00 and 22:00 hours.
- n.a.= not applicable to this report

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

<b>2.4 Management and Operations - West Bank</b>	<b>Tarkumiya</b>	<b>Jalame</b>	<b>Sha'ar Ephraim</b>
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 2005	NO
Truck convoys established by January 15 2006	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 31 December 2005	NO		
	Current count	Baseline (1 Aug 05) <sup>b</sup>	% increase over baseline
Number of identified obstacles <sup>a</sup>	549	376	46.0%
<i>of which manned</i>	86	59	45.8%
<i>of which unmanned</i>	463	317	46.1%

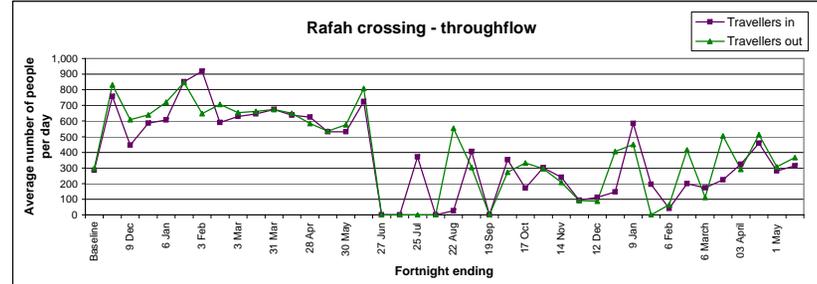
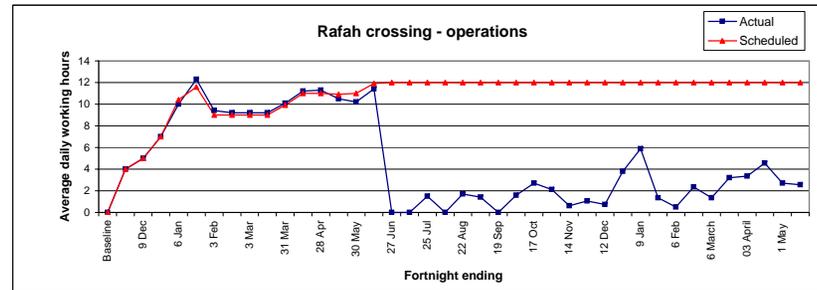
a: OCHA compiles several times a year a comprehensive count of physical obstacles to Palestinian movement in the the West Bank. The figures reported here are based on field observations only.

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

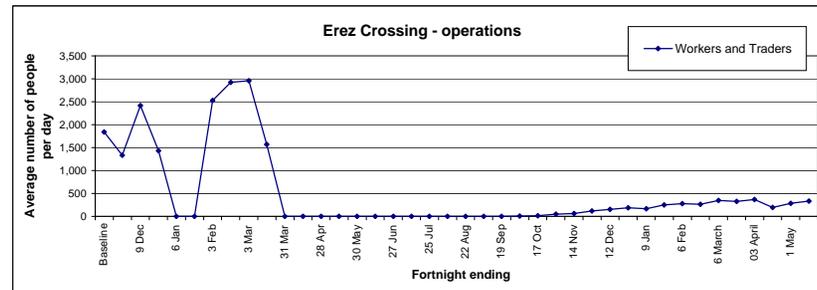
## Trend Analysis - Traveller crossing points

Rafah	Baseline Jan 04 - Jun 05	Period 37 4 - 17 April 07	Period 38 18 Apr - 1 May 07	Period 39 02 - 15 May 07
Working hours per day (ave.)				
<i>Actual</i>	no data	4.6	2.7	<b>2.6</b>
<i>Scheduled</i>	no data	12	12	<b>12</b>
Days open in period				
<i>Actual</i>	n.a.	7	4	<b>4</b>
<i>Scheduled</i>	n.a.	14	14	<b>14</b>
Number of days experiencing a closure (total in period)	2.8 (ave.)	7	10	<b>10</b>
Travellers through Rafah in (daily ave.)	286	459	281	<b>314</b>
Travellers through Rafah out (daily ave.)	297	513	307	<b>367</b>
No. of trucks out (daily ave.)	0	n.a.	n.a.	<b>n.a.</b>
No. of cars in (daily ave.) <sup>a</sup>	0	0	0	<b>0</b>
No. of cars out (daily ave.) <sup>a</sup>	0	0	0	<b>0</b>
Security incidents on Palestinian side of border	no data	0	0	<b>1</b>

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



Erez	Baseline Jan 04 - Jun 05	Period 37 4 - 17 April 07	Period 38 18 Apr - 1 May 07	Period 39 2 - 15 May 07
Working hours per day (ave.)				
<i>Actual</i>	no data	n.a.	n.a.	<b>n.a.</b>
<i>Scheduled</i>	no data	16.0	16.0	<b>16.0</b>
Days open in period				
<i>Actual</i>	n.a.	7	11	<b>14</b>
<i>Scheduled</i>	n.a.	7	11	<b>14</b>
Number of days experiencing a closure (total in period)	7.6 (ave.)	0	0	<b>0</b>
Workers & traders in (daily ave.)	no data	no data	no data	<b>no data</b>
Workers & traders out (daily ave.)	1,841	193	284	<b>331</b>
Security incidents on the Palestinian side of the crossing	no data	0	0	<b>0</b>



n.a.= not applicable to this report

**Trend Analysis - Goods traffic crossing points**

<b>Karni</b>		Baseline	Period 37	Period 38	Period 39
		Jan 04 - Jun 05	4 -17 April 07	18 Apr - 1 May 07	2 - 15 May 07
Working hours per day (ave.)					
	<i>Actual</i>	no data	7.9	9.7	<b>8.2</b>
	<i>Scheduled</i>	no data	13.5	13.5	<b>13.5</b>
	<i>Utilization ratio<sup>b</sup></i>	no data	no data	no data	<b>no data</b>
Days open in period					
	<i>Actual</i>	n.a.	10	11	<b>11</b>
	<i>Scheduled<sup>c</sup></i>	n.a.	11	11	<b>12</b>
Number of days experiencing a closure (total in period)		2.2 (ave.)	1	0	<b>1</b>
Number of trucks out (daily ave.)		23	48.5	56.3	<b>31.7</b>
	<i>Agricultural</i>	no data	29.5	31.4	<b>13.8</b>
	<i>Non-Agricultural</i>	no data	19.0	24.9	<b>17.9</b>
Number of trucks scheduled out (daily ave.)		no data	400	400	<b>400</b>
Number of trucks in (daily ave.) <sup>d</sup>		205	236	285	<b>237</b>
Security incidents on Palestinian side of the crossing		no data	0	0	<b>0</b>

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

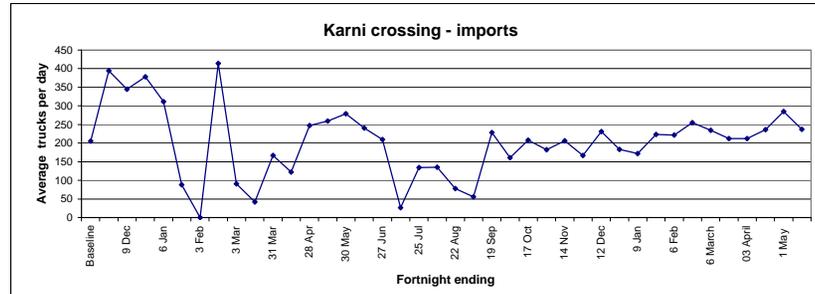
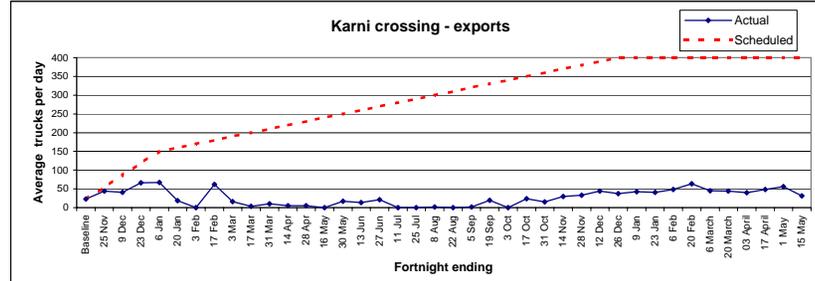
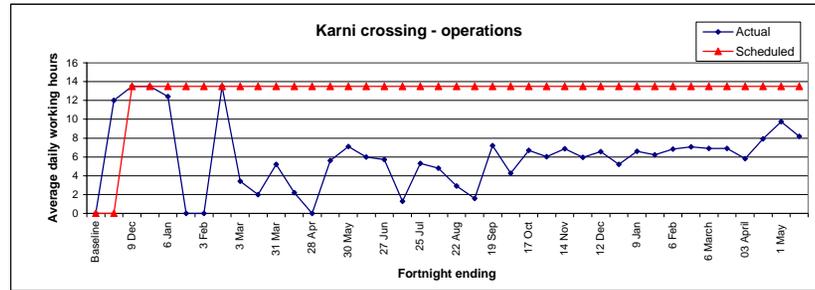
c: Karni is closed on Saturdays.

d: This figure does not include aggregates.

Source: PalTrade.

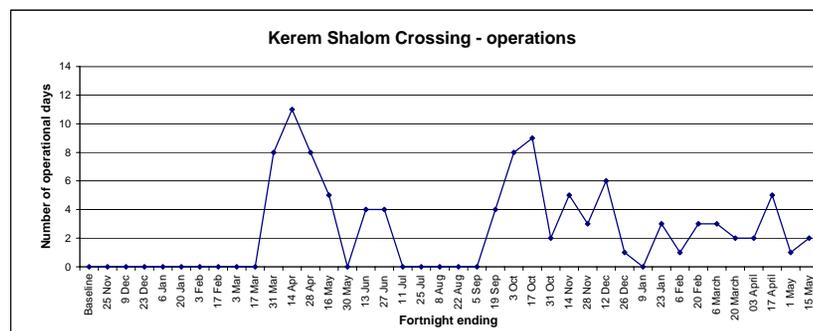
<b>Erez</b>		Baseline	Period 37	Period 38	Period 39
		Jan 04 - Jun 05	4 -17 April 07	18 Apr - 1 May 07	02 - 15 May 07
Working hours per day (ave.)					
	<i>Actual</i>	n.a.	n.a.	n.a.	<b>n.a.</b>
	<i>Scheduled</i>	n.a.	n.a.	n.a.	<b>n.a.</b>
Days open in period					
	<i>Actual</i>	n.a.	n.a.	n.a.	<b>n.a.</b>
	<i>Scheduled</i>	n.a.	n.a.	n.a.	<b>n.a.</b>
Number of trucks out (daily ave.)		n.a.	n.a.	n.a.	<b>n.a.</b>
	<i>Agricultural</i>	n.a.	n.a.	n.a.	<b>n.a.</b>
	<i>Non-Agricultural</i>	n.a.	n.a.	n.a.	<b>n.a.</b>
Number of trucks scheduled out (daily ave.)		n.a.	n.a.	n.a.	<b>n.a.</b>
Number of trucks in (daily ave.)		n.a.	n.a.	n.a.	<b>n.a.</b>

n.a.= not applicable to this report



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

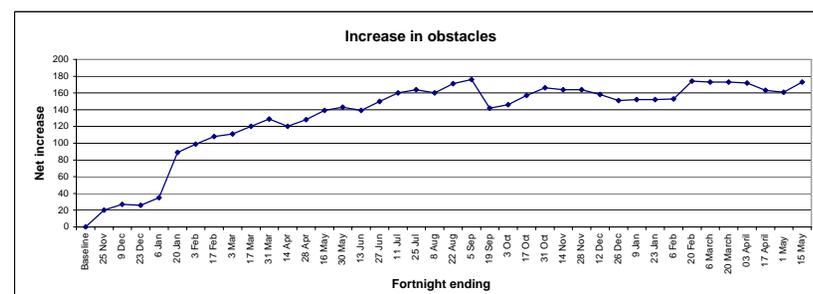
Kerem Shalom	Baseline	Period 37	Period 38	Period 39
	Jan 04 - Jun 05	4 -17 April 07	18 Apr - 1 May 07	02 - 15 May 07
Working hours per day (ave.)				
<i>Actual</i>	n.a.	n.a.	n.a.	n.a.
<i>Scheduled</i>	n.a.	n.a.	n.a.	n.a.
Days open in period				
<i>Actual</i>	n.a.	5	1	2
<i>Scheduled</i>	n.a.	n.a.	n.a.	n.a.
Number of days experiencing a closure (total in 2 week period)	n.a.	n.a.	n.a.	n.a.
Number of trucks out (daily ave.)				
<i>Agricultural</i>	n.a.	n.a.	n.a.	n.a.
<i>Non-Agricultural</i>	n.a.	n.a.	n.a.	n.a.
Number of trucks scheduled out (daily ave.)	n.a.	n.a.	n.a.	n.a.
Number of trucks in (daily ave.)	n.a.	no data	no data	no data
Security incidents on Palestinian side of the crossing	n.a.	0	0	0



## Trend Analysis - other

Convoys	Baseline	Period 37	Period 38	Period 39
	Jan 04 - Jun 05	4 -17 April 07	18 Apr - 1 May 07	02 - 15 May 07
Buses (both directions)				
<i>No. of convoys per day</i>	0	0	0	0
<i>No. of people per day</i>	0	0	0	0
Trucks (both directions)				
<i>No. of convoys per day</i>	0	0	0	0
<i>No. of trucks per day</i>	0	0	0	0

Movement within the West Bank	First figure <sup>a</sup>	Period 37	Period 38	Period 39
	1 Aug 05	4 -17 April 07	18 Apr - 1 May 07	02 - 15 May 07
No. of identified obstacles	376	539	537	549
<i>of which manned</i>	59	86	86	86
<i>of which unmanned</i>	317	453	451	463



*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. 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 people 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 an official weekend (either Friday and/or Saturday) and an Israeli public 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'.