

occupied *P*alestinian territory

2007



Photo: UNRWA / Adnan Abu Hasna

Jabalia Rfugee Camp, August 2006, Gaza Strip, August 2006

Consolidated Appeals Process (CAP)

Summary



UNITED NATIONS

Consolidated Appeals Process (CAP)

The CAP is much more than an appeal for money. It is an inclusive and coordinated programme cycle of:

- Strategic planning leading to a Common Humanitarian Action Plan (CHAP);
- Resource mobilisation (leading to a Consolidated Appeal or a Flash Appeal);
- Coordinated programme implementation;
- Joint monitoring and evaluation;
- Revision, if necessary; and
- Reporting on results.

The CHAP is a strategic plan for humanitarian response in a given country or region and includes the following elements:

- A common analysis of the context in which humanitarian action takes place;
- An assessment of needs;
- Best, worst, and most likely scenarios;
- Stakeholder analysis, i.e. who does what and where;
- A clear statement of longer-term objectives and goals;
- Prioritised response plans; and
- A framework for monitoring the strategy and revising it if necessary.

The CHAP is the foundation for developing a Consolidated Appeal or, when crises break or natural disasters strike, a Flash Appeal. Under the leadership of the Humanitarian Coordinator, the CHAP is developed at the field level by the Inter-Agency Standing Committee (IASC) Country Team. This team mirrors the IASC structure at headquarters and includes UN agencies and standing invitees, i.e. the International Organization for Migration, the Red Cross and Red Crescent Movement, and NGOs that belong to ICVA, Interaction, or SCHR. Non-IASC members, such as national NGOs, can be included, and other key stakeholders in humanitarian action, in particular host governments and donors, should be consulted.

The Humanitarian Coordinator is responsible for the annual preparation of the consolidated appeal document. The document is launched globally each November to enhance advocacy and resource mobilisation. An update, known as the Mid-Year Review, is to be presented to donors in July 2007.

Donors provide resources to appealing agencies directly in response to project proposals. The Financial Tracking Service (FTS), managed by the United Nations Office for the Coordination of Humanitarian Affairs (OCHA), is a database of donor contributions and can be found on www.reliefweb.int/fts

In sum, the CAP works to provide people in need the best available protection and assistance, on time.

ORGANISATIONS PARTICIPATING IN CONSOLIDATED APPEALS DURING 2007:

AARREC	CESVI	GSLG	OCHA	UNAIDS
AASAA	CHFI	HDO	OCPH	UNDP
ABS	CINS	HI	ODAG	UNDSS
Abt Associates	CIRID	HISAN - WEPA	OHCHR	UNESCO
ACF/ACH/AAH	CISV	Horn Relief	PARACOM	UNFPA
ACTED	CL	INTERSOS	PARC	UN-HABITAT
ADRA	CONCERN	IOM	PHG	UNHCR
Africare	COOPI	IRC	PMRS	UNICEF
AGROSPHERE	CORD	IRD	PRCS	UNIFEM
AHA	CPAR	IRIN	PSI	UNMAS
ANERA	CRS	JVSF	PU	UNODC
ARCI	CUAMM	MALAO	RFEP	UNRWA
ARM	CW	MCI	SADO	UPHB
AVSI	DCA	MDA	SC-UK	VETAID
CADI	DRC	MDM	SECADEV	VIA
CAM	EMSF	MENTOR	SFCG	VT
CARE	ERM	MERLIN	SNNC	WFP
CARITAS	EQUIP	NA	SOCADIDO	WHO
CCF	FAO	NNA	Solidarités	WVI
CCIJD	GAA (DWH)	NRC	SP	WR
CEMIR Int'l	GH	OA	STF	ZOARC
CENAP				



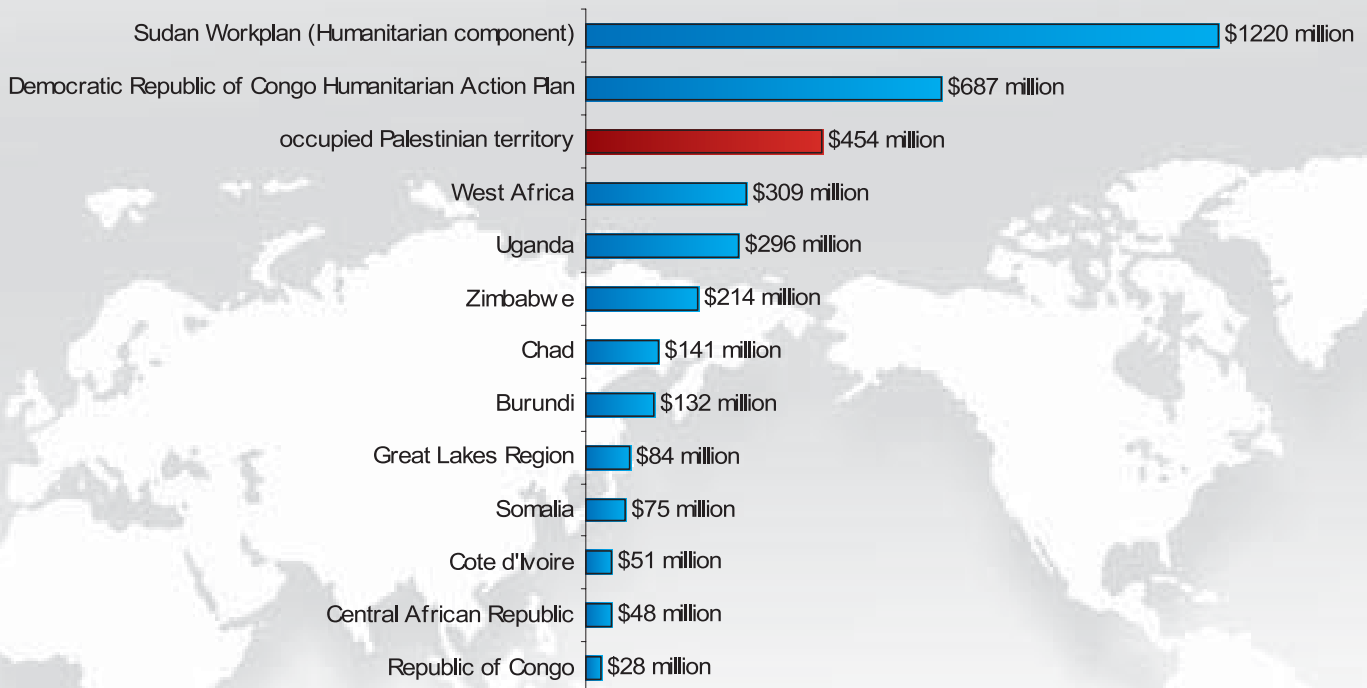
The Barrier in the Anata Boys Schoolyard, Jerusalem

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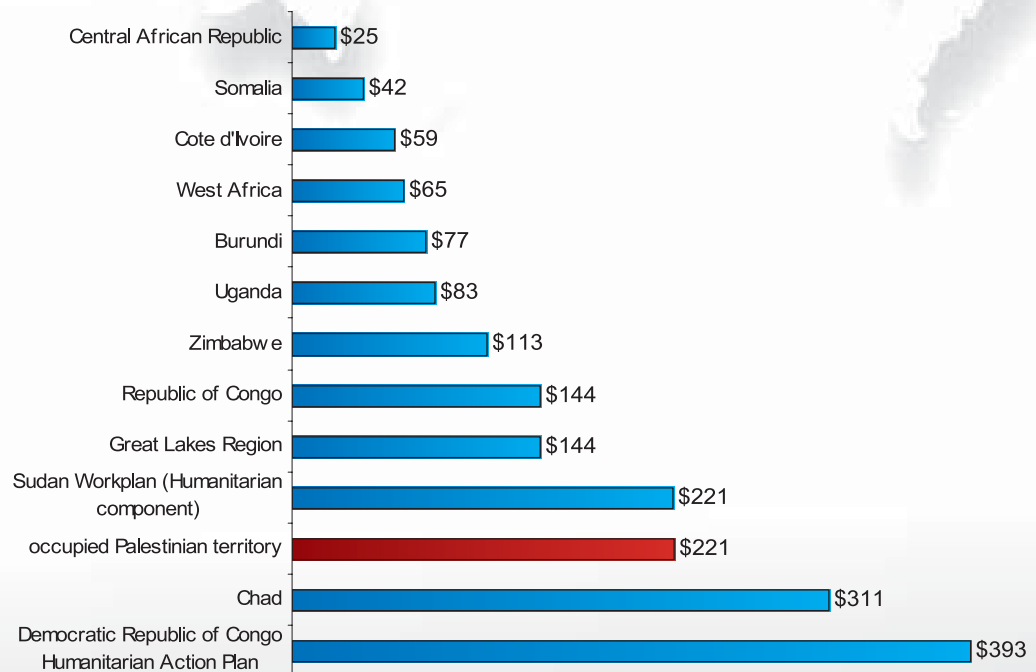
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2007 Emergency Appeals Around the World

Funding Requirements



Requirements per Beneficiary



Foreword from the Resident Humanitarian Coordinator

Since the beginning of 2006, political, economic and social conditions have sharply deteriorated for Palestinians in the occupied Palestinian territory (oPt). A political impasse has taken hold, characterised by economic and military pressure by Israel including the withholding of Palestinian customs revenues, increasing divisions within the Palestinian Authority, and the diversion of direct international assistance away from key Palestinian Authority institutions.

Ordinary Palestinians have been the main victims of this crisis. Poverty rates stand at 65.8% and continue to rise¹; food insecurity has risen by 13% during 2006. Restrictions on the movement of Palestinian goods, workers, businessmen, officials and public service providers have intensified dramatically. A wave of public sector strikes, which swept across oPt in September 2006, has severely debilitated the delivery of public services, leading to the closure of public schools and hospital wards in the West Bank.

In Gaza, residents live in a war environment with almost daily Israeli military strikes from land, air and sea, which is further exacerbated by the firing of Palestinian rockets into Israel. Between 25 June and 12 October 2006, 261 Gazans died in this violence, 60 of them children – over ten times more than during the same period in 2005 (23). During the same period, two Israelis were killed and 15 injured by home-made rockets fired out of the Gaza Strip.

The Gazan population is undergoing a virtual “siege” by historical standards. Normal market mechanisms have faltered and aid dependency has risen. Palestinian goods have consistently been unable to move out of the strip, businesses have closed and have moved elsewhere. Exports are a tiny fraction of what the Agreement on Movement and Access foresaw in November last year. Failing public security structures have given way to a dangerous fragmentation of armed factions and private militias. These have clashed with increasing frequency killing 64 people and resorted, according to United Nations field observations, to the increasing use of “traditional justice” within Gaza communities.

The number of checkpoints and roadblocks in the West Bank has increased by 40% through 2006. The West Bank is being divided into increasingly small pockets, the checkpoints diverting Palestinians off the main roads that are reserved for Israelis to reach their settlements. Jerusalem, the cultural and economic

heart of Palestinian life, is open only for those who hold the correct permit which excludes the vast majority of Palestinians. And the Jordan Valley is now off-limits to all but a few Palestinians living there or working in Israeli settlements. In addition, over half of the 703 km-long Barrier route has been constructed, despite the advisory opinion of the International Court of Justice, which declared the route in contravention of international law.

The international community has made genuine efforts to spare ordinary Palestinians the worst effects of the crisis by supporting the Temporary International Mechanism and by pledging increased humanitarian assistance at the Geneva and Stockholm conferences. Nonetheless, for most residents of the oPt, the situation at the end of 2006 was worse than in 2005 and holds little reason for hope in 2007. As explained in this document, the United Nations Country Team predicts that the current impasse will endure well into 2007.

In this context, reliance on United Nations emergency programmes is expected to rise. The Consolidated Appeal for 2007, set at US\$453.6 million², focuses attention on the four main areas that are considered critical in sustaining livelihoods and preventing further decline:

1. Employment generation and food assistance will be enhanced to address the abrupt increases of poverty and food insecurity registered during the year;
2. Targeted action will be undertaken in the areas of health and education in order to ease, temporarily, the effects of weakening public delivery systems;
3. New efforts will be made in the areas of agriculture, livestock, water and sanitation in order to strengthen the sustainability of livelihoods among communities in the West Bank and Gaza Strip;
4. Monitoring systems will be enhanced in order to better assess humanitarian protection needs. This will help to better inform donor decision-making and better calibrate United Nations and other international humanitarian responses.

The programmes in the 2007 Appeal take fully into account efforts already underway to ease the increasing burden of the crisis on individual Palestinian families. In tandem with the Temporary International Mechanism, which focuses investments primarily on

¹ According to Palestinian Central Bureau of Statistics (PCBS) data on poverty rates, using income data – 2nd quarter 2006.

² All dollar figures in this document are United States dollars. Funding for this appeal should be reported to the Financial Tracking Service (FTS, fts@reliefweb.int), which will display its requirements and funding on the CAP 2007 page.

low-income workers and non-salary support for public services, the United Nations will focus its employment and food assistance programmes on the unemployed and on vulnerable households in need of steady, predictable food assistance that will support domestic coping strategies. Likewise, programmes will focus on areas, such as agriculture, that are not sufficiently covered by ongoing initiatives. It is hoped that during the course of 2007 these measures will be buttressed by concrete progress on the implementation of the Agreement on Movement and Access, particularly as it concerns commercial transit via Karni and Rafah and the easing of movements within the West Bank.

The scope of the Consolidated Appeal for 2007 reflects the increased pressures borne by the Palestinian economy and society as a result of the renewed crisis and deepening uncertainties about the immediate future. By itself, the Appeal will not resolve

the structural aspects of the unfolding crisis. Nor will it replace a Palestinian Authority (PA) that cannot deliver services, salaries and internal security. The solution lies beyond the Appeal. But through this Appeal, United Nations agencies and programmes will work to alleviate the impact on Palestinians, help retain human dignity and to mitigate further deterioration into full scale poverty, institutional collapse, and instability.

Kevin Kennedy
Resident Humanitarian Coordinator
October 2006



Photo by: WFP / Tariq Mashharawi

WFP and PRCS Food Distribution in Gaza City, Gaza Strip, May

The Humanitarian Crisis: Facts and Figures³

I. Causes

A lack of protection for Palestinian civilians and increasing violence

Violence between Israelis and Palestinians has escalated. Between January and October 2006, 520 Palestinians were killed, including 95 children, a four-fold increase compared to January to October 2005 (108).⁴ Israeli casualties have decreased in the first nine months of 2006 compared to 2005 (22 Israeli deaths in 2006 compared to 47 deaths in 2005). Besieged Gaza residents are bearing the brunt, living under war-like conditions. Since September 2005 Palestinian militants have fired from the Gaza Strip over 1,700 locally manufactured rockets into Israel with no clear military target. During this period however, the Israeli army fired more than 15,000 artillery shells into the Gaza Strip and launched 593 air strikes.

Increased restrictions on Palestinian movement

The West Bank and Gaza Strip have become increasingly isolated from each other and movement within the West Bank as well as access to the Gaza Strip has become more difficult:

- Over 500 checkpoints and physical obstacles restrict Palestinian movement within the West Bank and has led to its increasing fragmentation. Access has been further blocked by the continuing construction of the West Bank Barrier, over half built and planned to be 703km long.
- Access for Palestinian people and goods in and out of the Gaza Strip has been dismal in 2006 in spite of the Access and Movement Agreement (AMA) that set specific targets for access for Palestinians and commercial goods. Karni crossing has been closed for 32% of the year in 2006. The yearly average of export trucks has been 13 per day. The Rafah crossing between Egypt and Gaza, to enable Gazans leave the Gaza Strip has been closed since 25 June until the beginning of November, 85% of the time due to security reasons.
- Access conditions for international organisations have deteriorated consistently over the past year at a time when humanitarian needs have increased significantly. Humanitarian staff are subjected to frequently changing, unpredictable, and increasingly restrictive procedures at checkpoints.

Fiscal and institutional crisis of the Palestinian Authority

In early 2006, financial sources for three-quarters of the PA's monthly operating budget in 2005 were suspended or cancelled following the victory of the Hamas movement in the Palestinian Legislative Council (PLC) elections. The loss of these income sources, together with the reluctance of banks to transfer funds to the PA, has seriously undermined the functioning of its institutions. The PA is the main public service provider for the bulk of the Palestinian population and provides public, primary, secondary and tertiary health and education services. Full PA salaries have not been paid since March 2006 to the estimated 161,000 PA employees who support one million Palestinians.

II. Needs

- **Food insecurity on the rise** - 49% of the population (refugee and non-refugee) are estimated to be food insecure in 2006 (an increase of 13% since 2005).
- **Widespread unemployment and lack of income** - Almost two-thirds (65.8%) of the Palestinian population live in poverty in the oPt. Unemployment currently affects 265,000 people and their dependants (28.6% of the active population).
- **Agriculture production and capacity dwindling** - The drought led to low production in 2006 especially in South Hebron. 26.1% of the agricultural holdings have been somehow damaged due to Israeli measures. Israeli restrictions on agricultural gate permits through the Barrier have reduced farmers' access to land and water. A UN survey of 57 communities said that 60% farming families are cut off from their lands due to a lack of permits.
- **The health system at risk of collapse and mental health at stake** - In August, there was less than one month's stock of 107 drugs (out of 432 essential drugs) at the central level. Most hospitals had ten or more items out of stock. Since September, most hospitals' wards have been closed due to the PA workers strike. Caritas estimates a rise of 15% - 20% in requests for assistance from women victims of violence in the West Bank and East Jerusalem between 2005 and 2006.

³ The figures provided are updated until October 2006, unless stated otherwise.

⁴ All sources, references and methodologies have been removed from this Executive Note. Please refer to the full CAP documents for further information.

- **Deteriorating access to quality water and safe environment-** 25% of Palestinians in the oPt do not have sufficient access to water. More than 70% of the population is not connected to a sewerage network, with great variations within the oPt, from 0% coverage in Khan Younis in the Gaza Strip or Nablus to 80% coverage in Gaza City, for example.
- **Longterm impact of education degradation-** 70% of the PA teachers went on strike on 2 September, disrupting the new school year. Due to closures and curfews more than 226,000 children in 580 schools in the West Bank, particularly in the northern areas, find going to school impossible, irregular or dangerous.
- **More civilians at risk and in need of protection-** 3.8 million Palestinian civilians are in continuing need of protection, facing risk of death or injury, dispossession and poverty. Their ability to live normal lives with dignity is severely restricted
- **Increasing need for humanitarian coordination-** Humanitarian coordination remains vital for the reporting and raising awareness on the immediate and longer-term risks facing Palestinians, needs and response.



Photo by: OCHA / Steve Sabella

Huwara Checkpoint, Nablus, June 2005

The 2007 Humanitarian Response Plan

Total Requirements:

454 million US\$

up **19%** from CAP 06 Revised (May 2006)

up **110%** from CAP 06 Original

12 UN agencies and 14 NGOs

Major Sectors:

77% - Job Creation & Cash Assistance and Food Aid

Job Creation & Cash Assistance represents **44%** of the Appeal (**200 million US\$**)

up **29%** from CAP 06 Revised

up **174%** from CAP 06 Original

Food Aid represents **33%** of the Appeal (**150 million US\$**)

up **55%** from CAP 06 Revised

up **103%** from CAP 06 Original

New sector: Protection

Major Agencies

66% - UNRWA and WFP

UNRWA represents **55%** of the Appeal (**245 million US\$**)

up **39%** from CAP 06 Revised

up **160%** from CAP 06 Original

WFP represents **11%** of the Appeal (**52 million US\$**)

up **23%** from CAP 06 Revised

up **30%** from CAP 06 Original

Number of Projects:

103 projects in CAP 07

92 in CAP 06 Revised

64 in CAP 06 Original

Four Main Areas of Intervention

- Employment generation and food aid to address the significant increase in poverty and food insecurity during the year.
- Targeted actions in the areas of health, education and social affairs in order to ease, temporarily, the effects of weakening public delivery systems.
- New efforts in the areas of agriculture, livestock, water and sanitation in order to strengthen the sustainability of livelihoods among communities in the oPt.
- Monitoring systems enhanced in order to better assess humanitarian and protection needs.



Photo by OCHA

House hit by Israeli Artillery in Beit Hanoun, Gaza Strip, November 2006

2007 CAP Funding Requirements by Sector

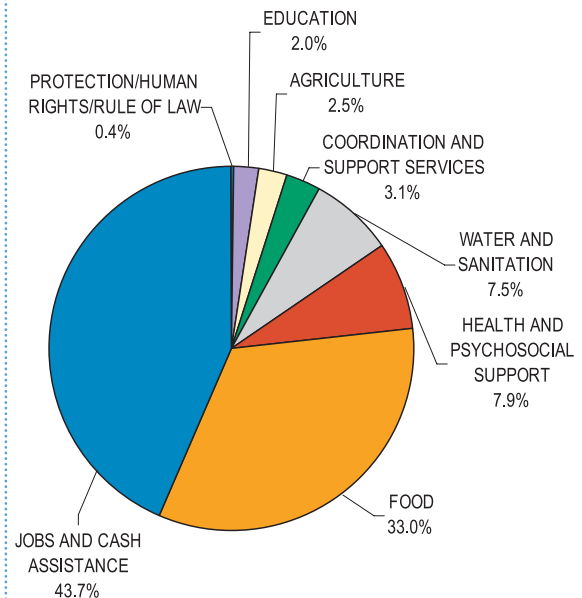
Consolidated Appeal for occupied Palestinian territory 2007

Summary of Requirements - by Sector
as of 15 November 2006
<http://www.reliefweb.int/fts>

Compiled by OCHA on the basis of information provided by the respective appealing organisation.

Sector Name	Original Requirements (US\$)
Agriculture	11,348,860
Coordination and Support Services	14,159,082
Jobs and Cash Assistance	198,087,139
Education	9,065,057
Food	149,680,370
Health and Psychosocial Support	35,653,117
Protection/Human Rights/Rule of Law	1,708,686
Water and Sanitation	33,879,471
Grand Total	453,581,782

The list of projects and the figures for their funding requirements in this document are a snapshot as of 15 November 2006. For continuously updated information on projects, funding requirements, and contributions to date, visit the Financial Tracking Service (www.reliefweb.int/fts).



2007 CAP Funding Requirements by Appealing Organisation

Consolidated Appeal for occupied Palestinian territory 2007

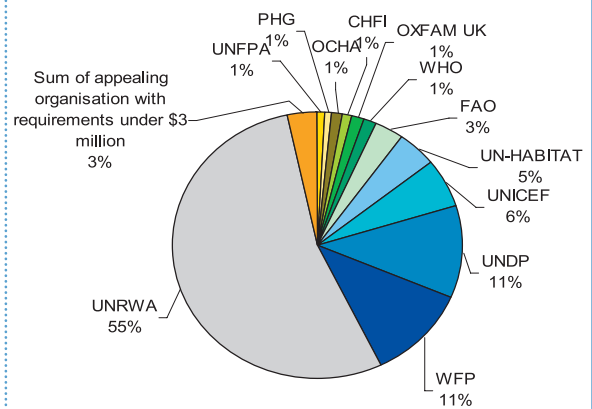
Summary of Requirements - by Appealing Organisation
as of 15 November 2006
<http://www.reliefweb.int/fts>

Compiled by OCHA on the basis of information provided by the respective appealing organisation.

Appealing Organisation	Original Requirements (US\$)
ACAD	967,760
ACF-E	2,972,500
ACPP	1,506,545
ACS	750,000
CHFI	5,428,500
CISP	1,130,500
FAO	15,398,100
HWC	169,400
MAP	122,472
MC	2,000,000
OCHA	5,089,664
OHCHR	536,750
OXFAM UK	5,610,263
PHG	4,327,187
PMRS	1,337,558
SC - Sweden	100,000
SC - UK	181,757
UNDP	50,149,300
UNESCO	950,000
UNFPA	3,377,750
UN-HABITAT	20,420,076
UNICEF	25,838,855
UNIFEM	1,252,609
UNODC	570,000
UNRWA	245,049,636
WFP	52,077,150
WHO	6,267,450
Grand Total	453,581,782

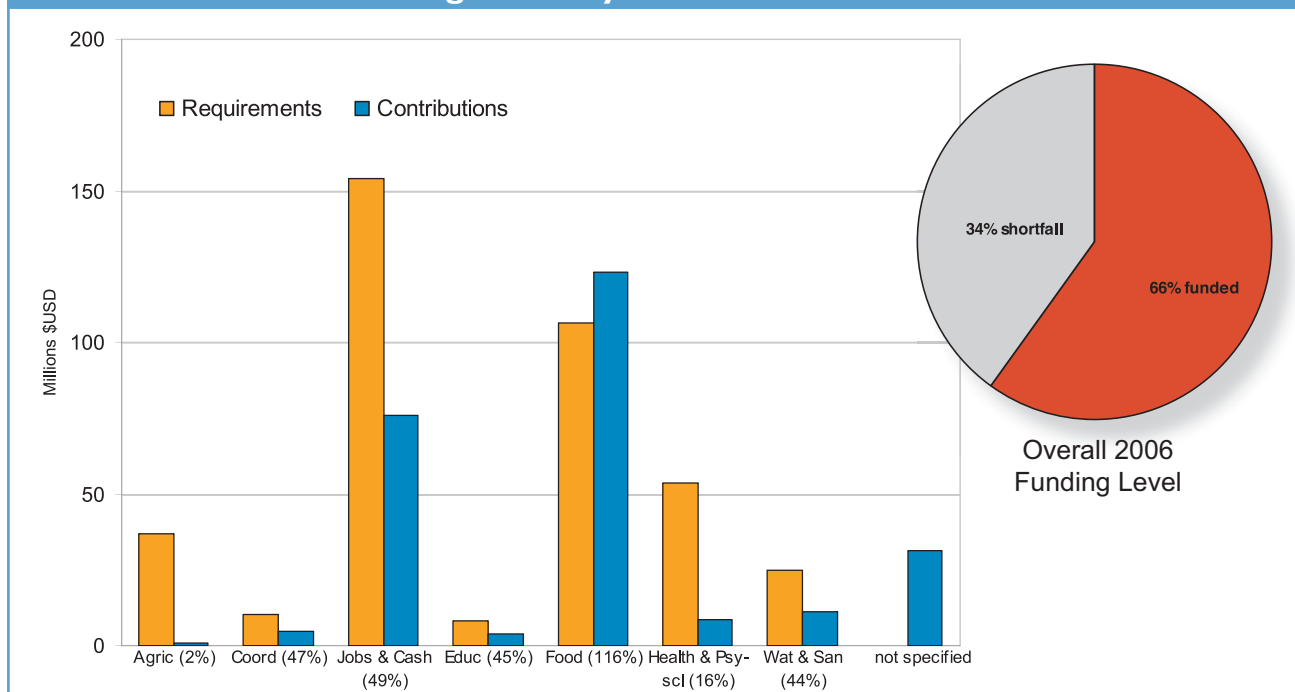
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2007 CAP Funding Requirements by Appealing Organisation



1. Appealing org. with cluster under \$3 million
2. Appealing org. minus UNRWA

2006 Revised CAP Funding Levels by Sector



The CAP and Other Aid Mechanisms

In 2007, the CAP will be the only comprehensive planning mechanism for the provision of humanitarian assistance. The 2007 CAP will include projects from 12 UN agencies operating in the oPt and 14 NGOs.

NGO's, Arab and Other Sources of Assistance

There is a large number of international and local NGOs with projects providing humanitarian assistance outside of the CAP. In addition, humanitarian assistance has been provided through other channels including direct bilateral assistance of Arab and other states and the private sector. In 2006, the UN's Financial Tracking Service (FTS)⁵ reported an estimated 97 million US\$ in humanitarian assistance outside of the CAP. This is a conservative figure as some aid flows are under-reported.

The Temporary International Mechanism

Due to the impact of the PA fiscal crisis, the Quartet endorsed the establishment of a Temporary International Mechanism (TIM), under the leadership of the European Union, as an alternative channel of support to key PA institutions (Ministry of Education and Higher Education, Ministry of Health and Ministry of Social Affairs) and PA employees. Since June 2006, the TIM has been channelling assistance through the PA Presidency's Office. It is "limited in scope and duration, operates with full transparency and accountability and ensures the direct delivery of assistance to the Palestinian people". The initial duration of the TIM was set at three months, but was extended in September by the Quartet to function until the end of 2006. One of the core planning assumptions for the 2007 CAP is that the TIM will continue to function in some form throughout 2007, if there are no political developments. The TIM consists of three areas of support, called windows, that will provide approximately 180 million US\$ in assistance by the end of 2006.

The Palestinian Authority Emergency and Development Efforts

Within the framework of the Medium Term Development Plan (2006-2008), the Palestinian Ministry of Planning (MoP) launched in May 2006, a 1.8 billion US\$ "Emergency Support Programme to the oPt". The programme requested emergency support for the following key areas: (1) salaries for public sector employees; (2) ensuring the continuation of basic services; (3) emergency humanitarian assistance; (4) social assistance; and (5) job creation.

Emergency aid mechanisms are part of, and must be complementary to the consistent efforts of the PA towards a development continuum over a multi-year planning perspective.

⁵ www.reliefweb.int/fts

Mapping the Dimensions of the Humanitarian Crisis



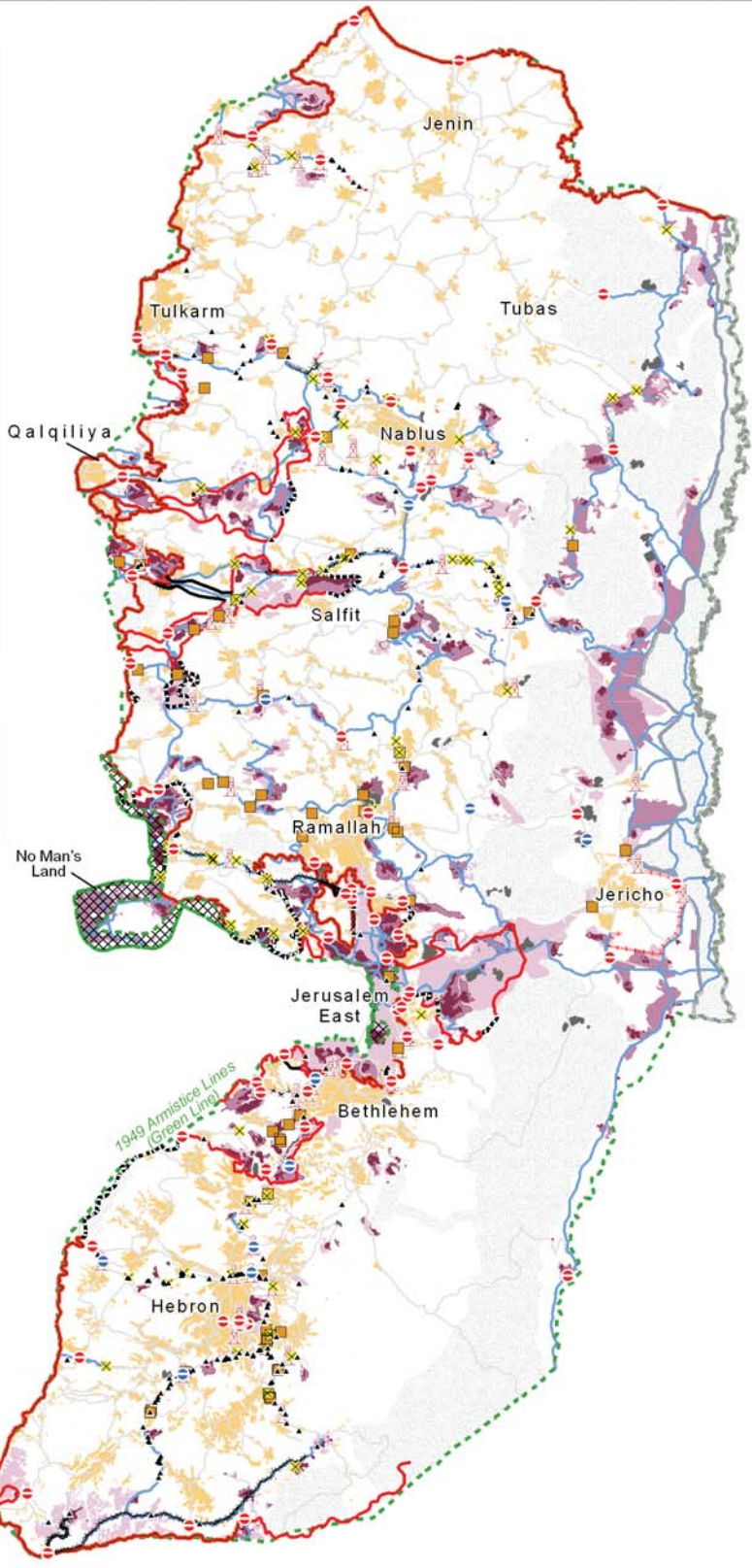
UN Office for the Coordination of Humanitarian Affairs

West Bank Closure and Access

October 2006

2007 CAP - Consolidated Appeals Process

Closures	
● Checkpoint	🗼 Observation Tower
● Partial Checkpoint	⚡ Road Barrier
✕ Road Gate	⚡ Trench
▲ Earthmound	⚡ Earthwall
■ Roadblock	
Barrier	
— Constructed	Barrier route extracted from satellite imagery and verified with field observations - as of 15 Oct 2006. Planned Barrier route based on Israeli Government map (Ministry of Defence/Seam Zone Authority as of 30 April 2006)
⋯ Under Construction	
— Planned Route	
Roads	
— Prohibited/Restricted Palestinian vehicle use	— Regional or Main
Settlements	
■ Settlement built-up & outer limits	■ Military base
■ Outpost outer limits	■ Closed military area
■ Settlement municipal area	■ Fenced buffer zone
■ Land cultivated by Israelis	■ Built-up
Palestinian areas	



THE WEST BANK BARRIER
A complex series of concrete walls, electronic fences, observation towers, trenches, patrol roads and razor wire, used to control Palestinian pedestrian and vehicular movement.

CLOSURE
A policy of physical barriers and permit requirements used to control Palestinian pedestrian and vehicular movement.



The designations employed and the presentation of material on this map do not imply the expression of any opinion whatsoever on the part of the Secretariat of the United Nations concerning the legal status of any country, territory, city or area or of its authorities, or concerning the delimitation of its frontiers or boundaries.

United Nations Office for the Coordination of Humanitarian Affairs
Cartography: OCHA-oPt - October 2006. Base data: Palestinian Authority Ministry of Planning, July 2000 - OCHA update 2006
For comments, contact <ochaopt@un.org> or Tel. +972 (02) 582-962
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Territorial Fragmentation of the West Bank

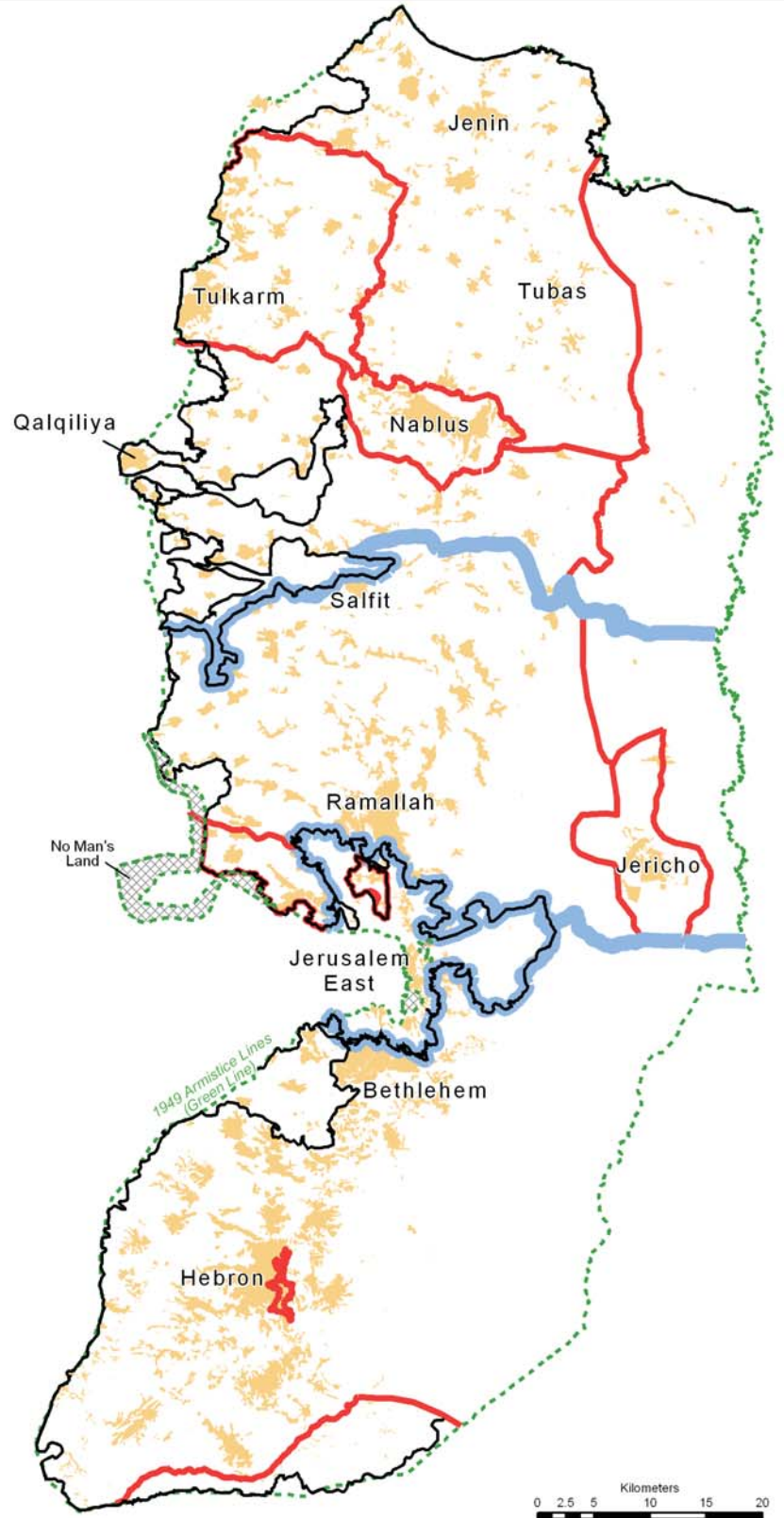
2007 CAP - Consolidated Appeals Process

-  Trisection Boundaries
-  Enclave Boundaries
-  Constructed and Planned Barrier

TERRITORIAL FRAGMENTATION

A combination of checkpoints, physical obstacles and a permit system that has effectively cut the West Bank into three distinct areas in addition to East Jerusalem. Within these areas further enclaves have been created - also bordered by checkpoints and roadblocks - that has led to one Palestinian community being isolated from its neighbour.

The Jordan Valley is practically cut off to Palestinians from the rest of the West Bank. And, over the past year, progressively fewer Palestinians have been able to obtain permits to visit 'closed areas' - land to the west of the West Bank Barrier.



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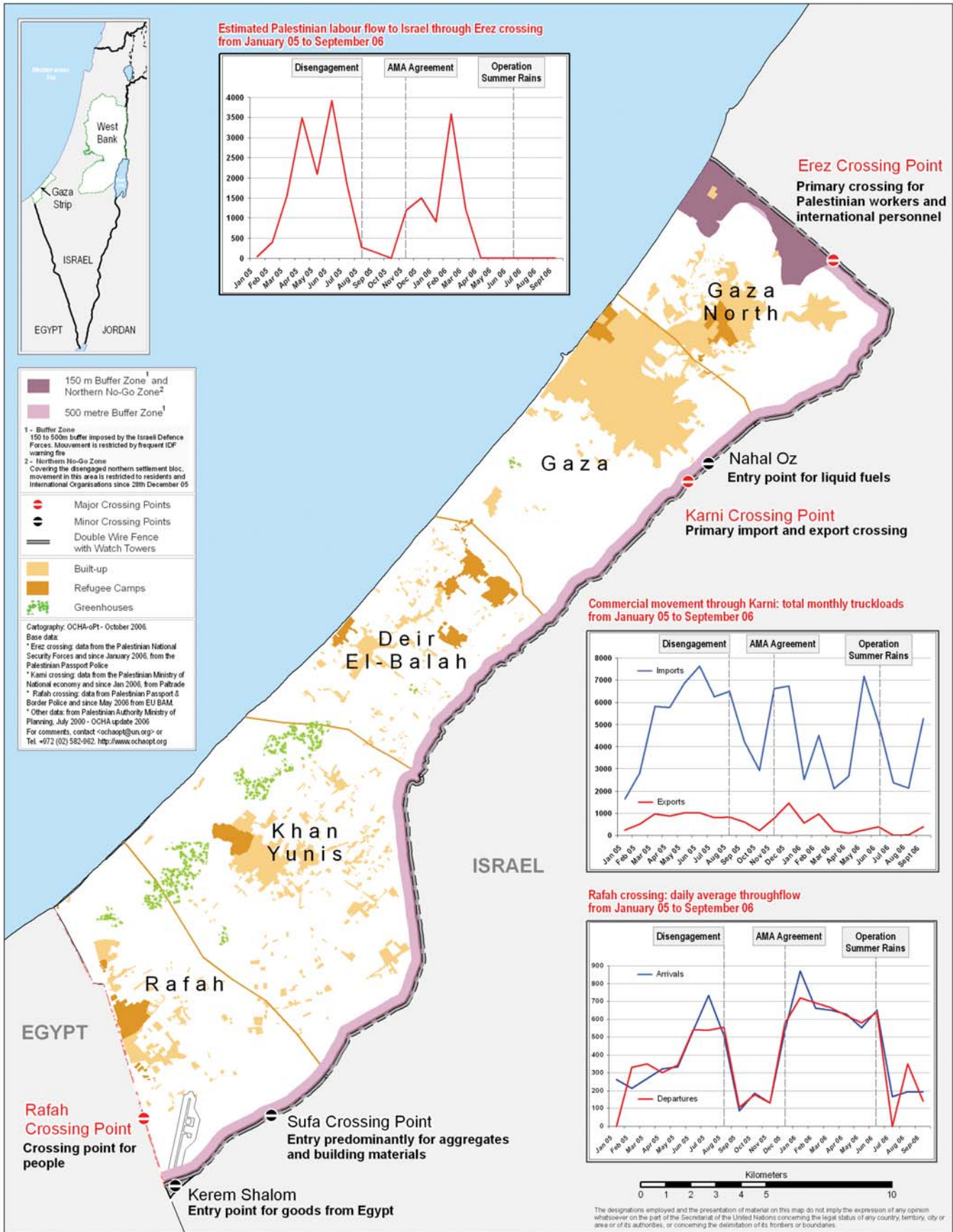


UN Office for the Coordination of Humanitarian Affairs

The Gaza Strip: 2005 - 2006 Access

October 2006

CAP 2007 - Consolidated Appeal Process

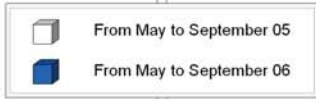




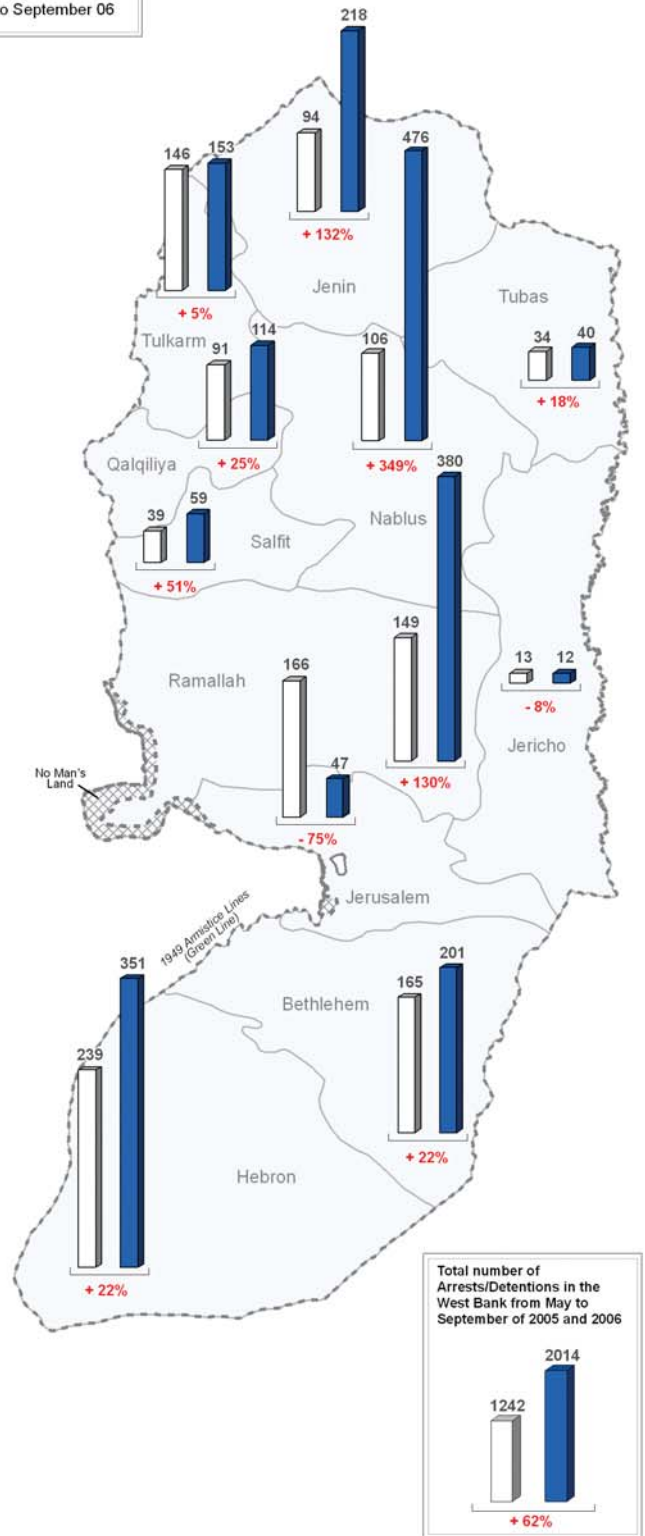
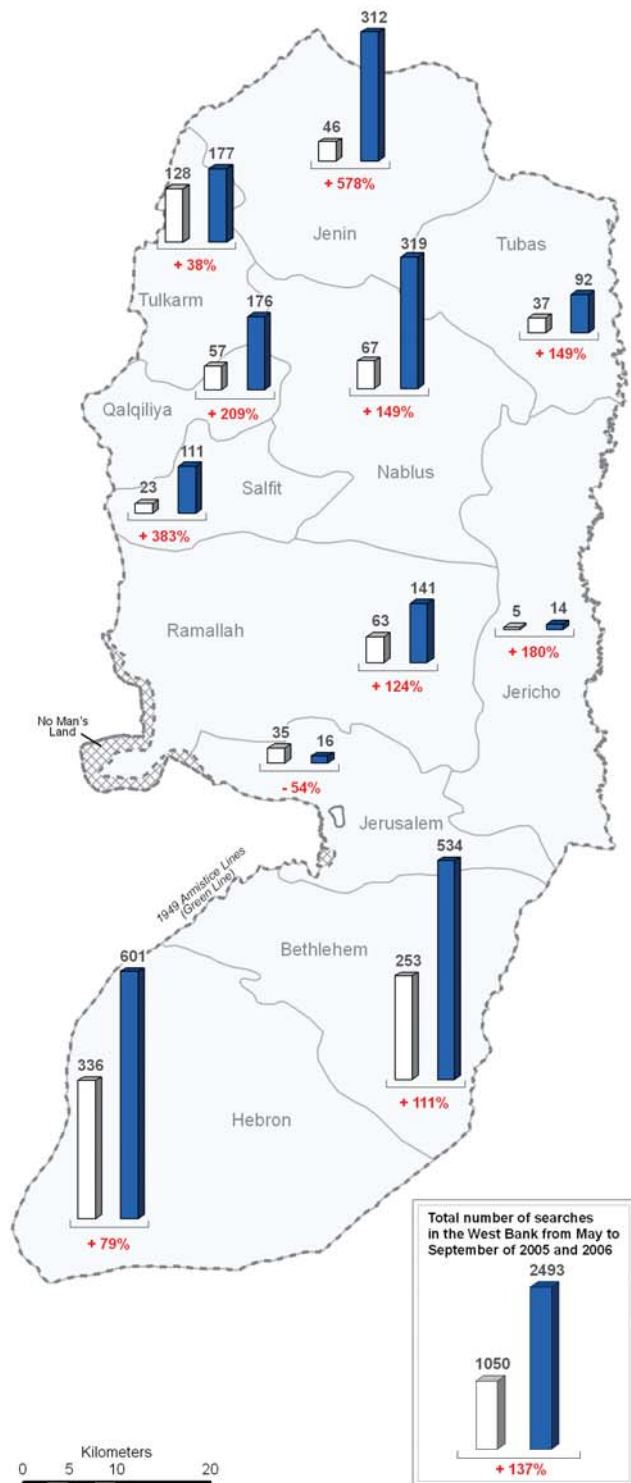
Searches & Arrests/Detentions - 2005 & 2006 Comparison

2007 CAP - Consolidated Appeals Process

Searches



Arrests/Detentions



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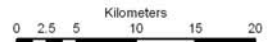
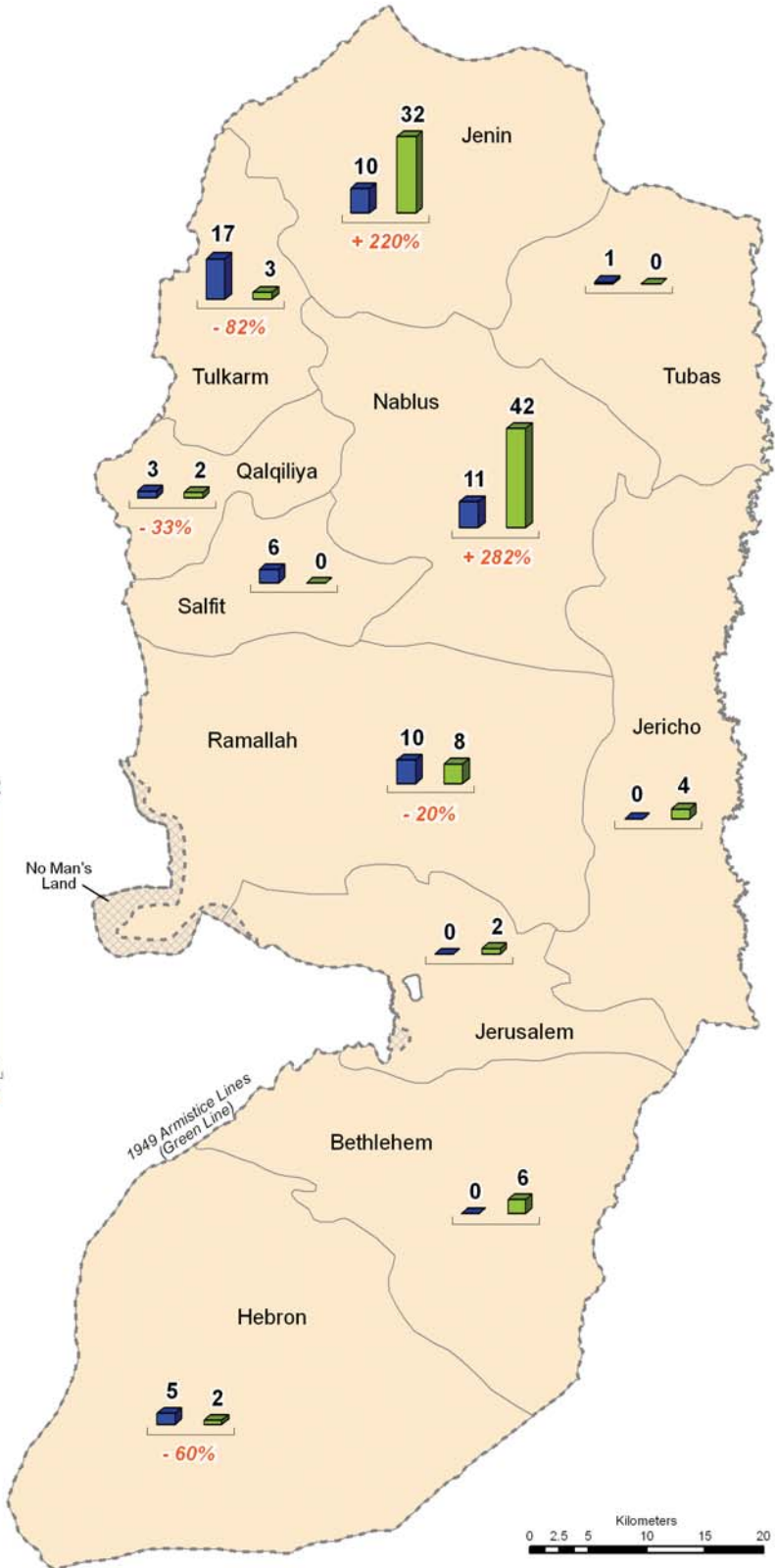
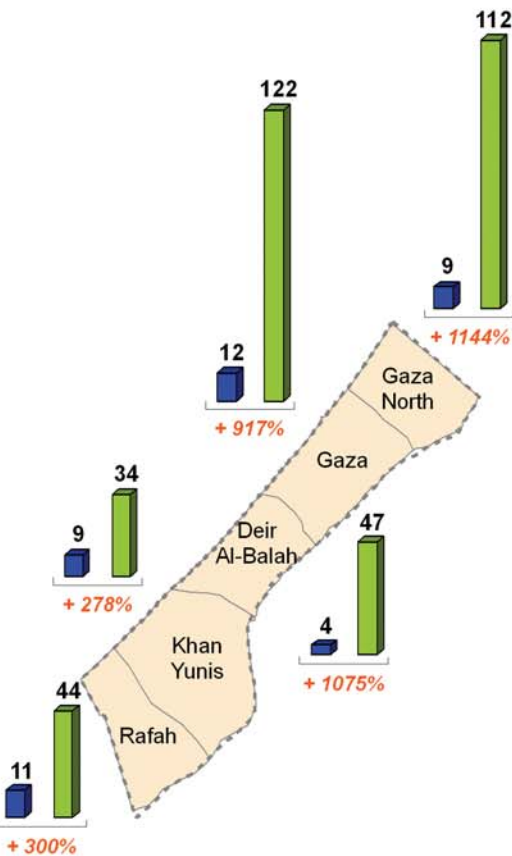
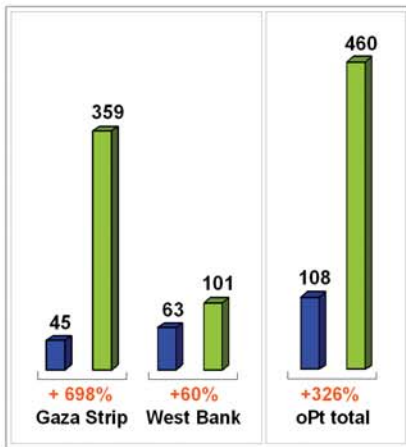
UN Office for the Coordination of Humanitarian Affairs

**Palestinians killed in direct conflict related incidents
2005 & 2006 Comparison**

October 2006

2007 CAP - Consolidated Appeals Process

Number of Palestinians killed in direct conflict related incidents
 ■ From January to September 2005
 ■ From January to September 2006



United Nations Office for the Coordination of Humanitarian Affairs
 Cartography: OCHA-oPt - October 2006. Base data: OCHA Protection of Civilians database, Palestinian Authority Ministry of Planning, July 2000 - OCHA update 2006
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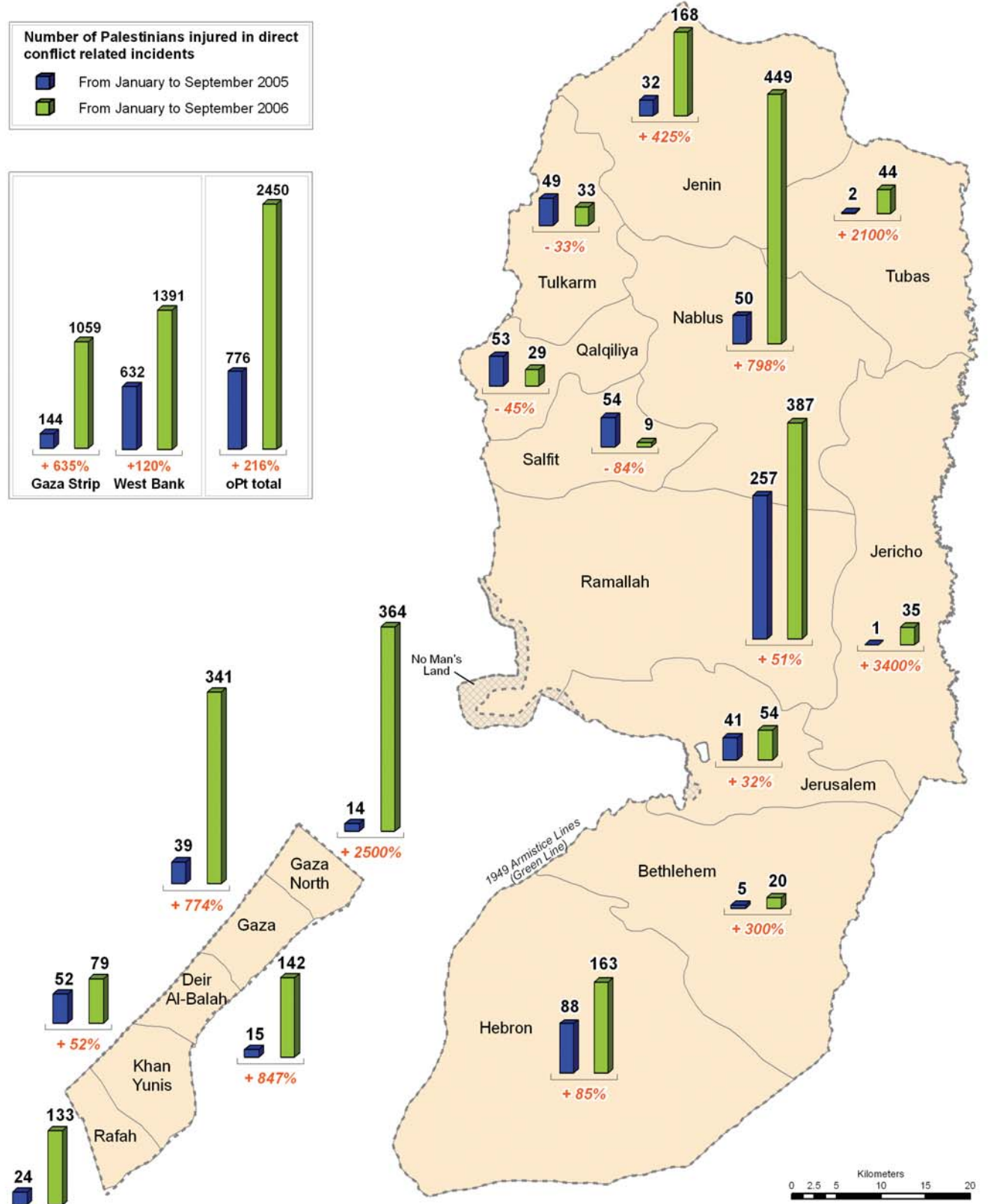
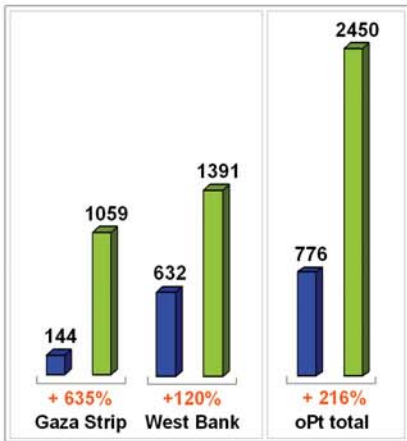


Palestinians injured in direct conflict related incidents in 2005 and 2006

2007 CAP - Consolidated Appeals Process

Number of Palestinians injured in direct conflict related incidents

- From January to September 2005
- From January to September 2006



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UN Office for the Coordination of Humanitarian Affairs

Palestinian food insecurity - 2005 & 2006 Comparison

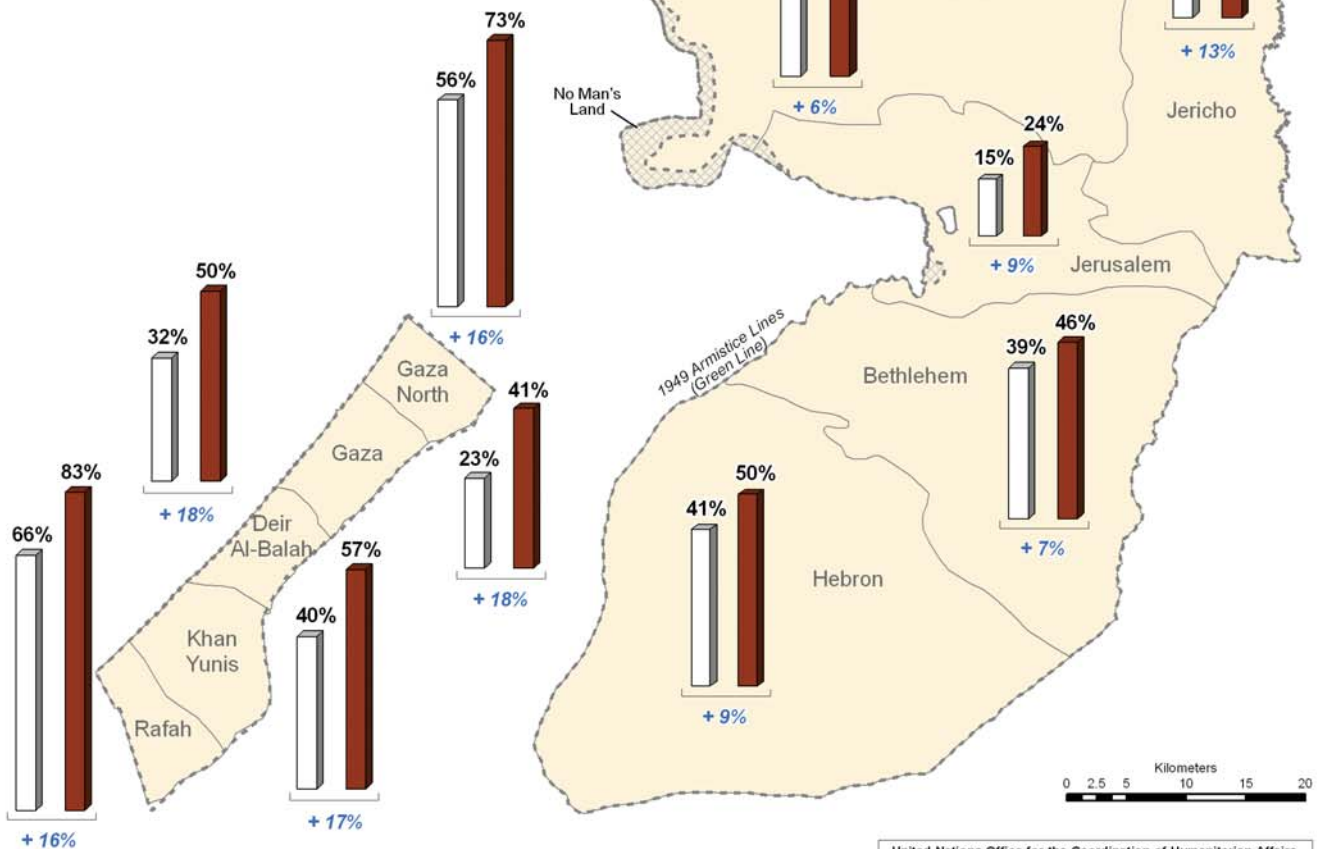
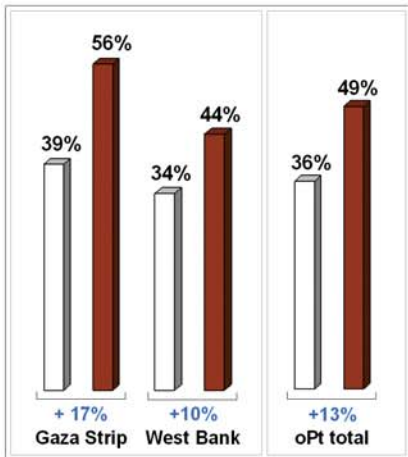
2007 CAP - Consolidated Appeals Process



October 2006

Palestinians food insecure of the total oPt population (%) in 2005 and 2006

2005 2006



The designations employed and the presentation of material on this map do not imply the expression of any opinion whatsoever on the part of the Secretariat of the United Nations concerning the legal status of any country, territory, city or area or of its authorities, or concerning the delimitation of its frontiers or boundaries.

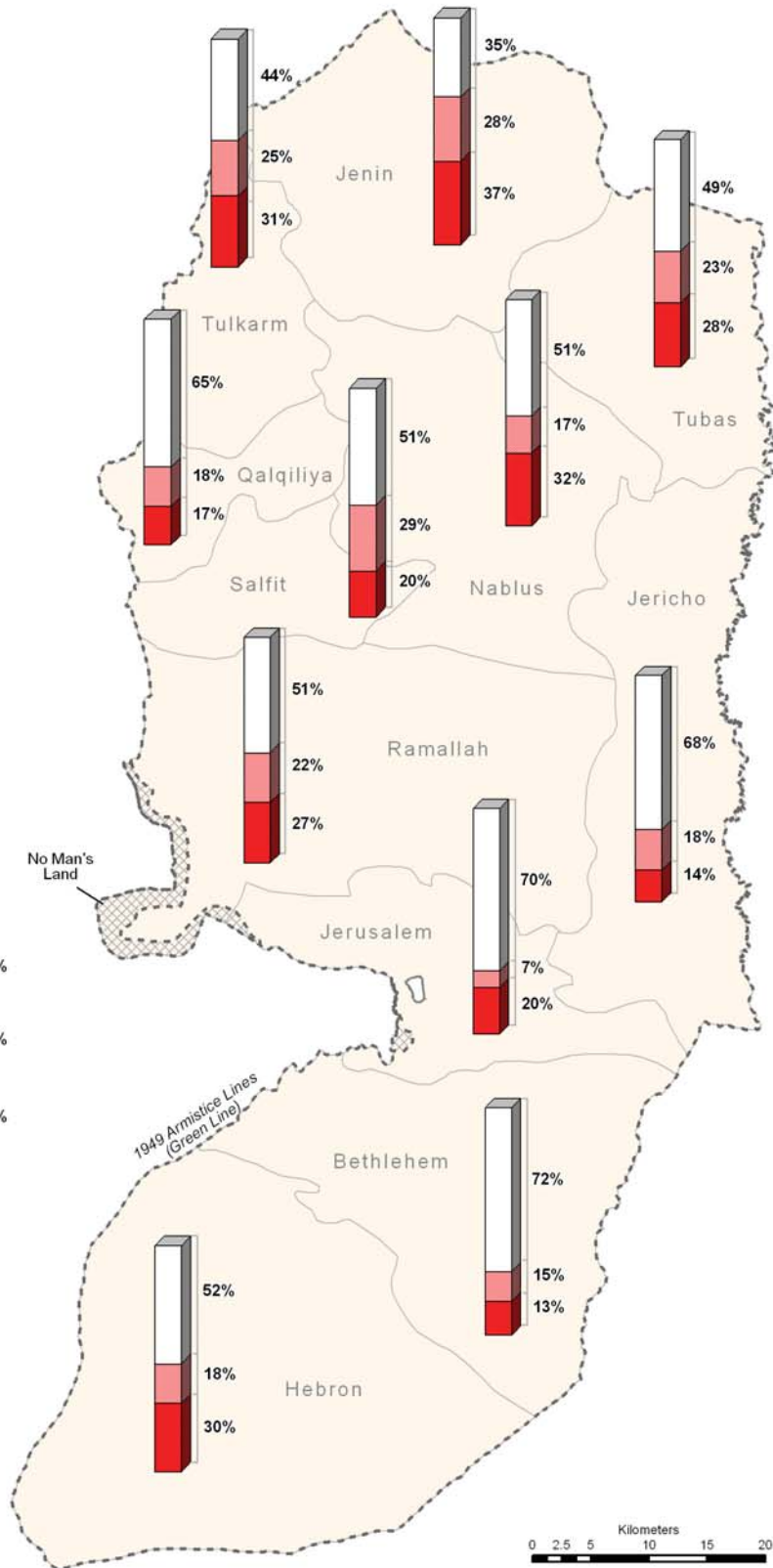
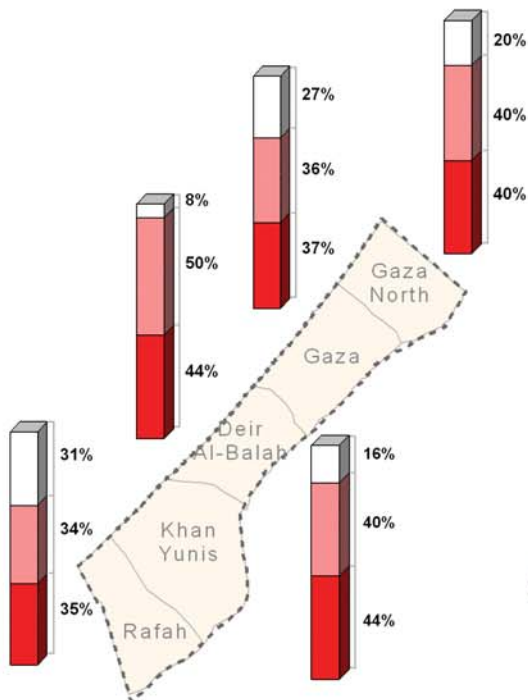
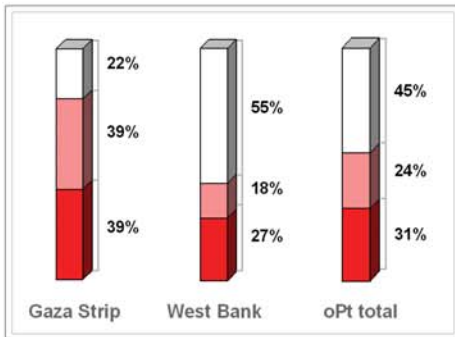
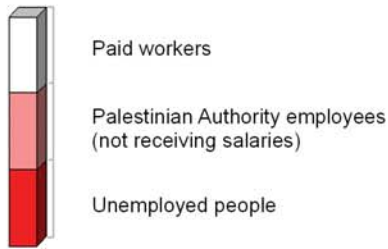
United Nations Office for the Coordination of Humanitarian Affairs
Cartography: OCHA-oPt - October 2006. Base data: Palestinian Authority Ministry of Planning, July 2005 - OCHA update 06. Source of non-spatial data WFP.
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Labour Force Situation in 2006

2007 CAP - Consolidated Appeals Process

Labour force distribution (%) from January to April 2006

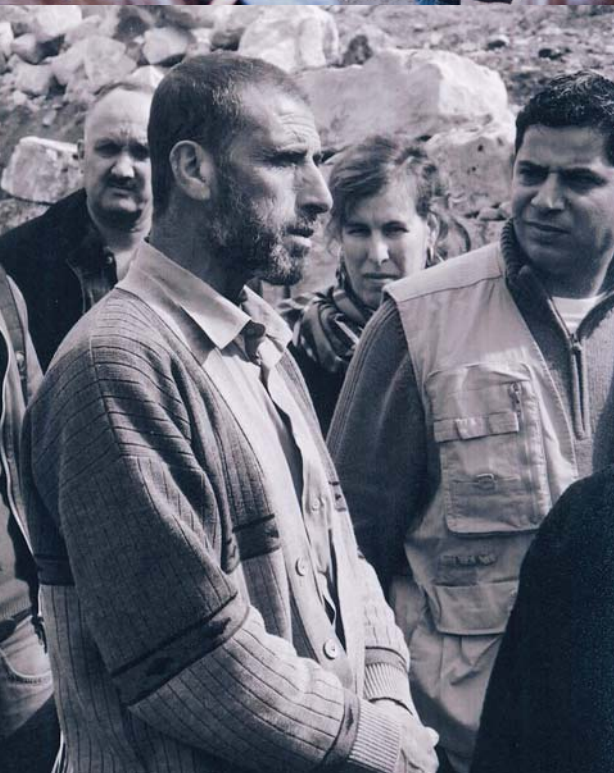


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United Nations Office for the Coordination of Humanitarian Affairs
 Cartography: OCHA-oPt - Oct 2006. Basedata: PCBS - 2006 Labour Force Survey (1st quarter), Palestinian Authority Ministry of Planning, July 2000 - OCHA update 06
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WFP and UNICEF working with Palestinian framers and children in Hebron, November 2006

Photos by OCHA

[For more information on the CAP and related documents](#)

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