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*Submitted to Gisha in the framework of a Freedom of Information Act Petition, AP  
2744/09 Gisha v. Defense Ministry*

*For questions please contact [info@gisha.org](mailto:info@gisha.org)*

Unclassified  
State of Israel  
Ministry of Defense

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October 13, 2010

**Gisha/Director**

**Re: Administrative Petition 2744/09 Gisha v. Ministry of Defense –  
Transfer of Documents Requested in the Petition**

1. Pursuant to our notice to the District Court on October 7, 2010 we hereby transfer for your review three documents:
  - a. Procedure for monitoring and assessing inventories in the Gaza Strip.
  - b. Procedure for approving transfer of goods into the Gaza Strip.
  - c. List of humanitarian products whose transfer into the Gaza Strip is permitted as of May 30, 2010.
2. **To complete the picture** we wish to clarify a number of points:
  - a. **The procedure for monitoring and assessing inventories in the Gaza Strip document:**
    1. This procedure remained in the form of a draft but COGAT acted according to its principles and it was the binding procedure.
    2. The purpose of the procedure, as stated therein, was to manage the monitoring of the basic products brought into the Gaza Strip, including basic food products, to monitor the amount of those products available in the Gaza Strip, to identify shortages and to establish warning lines and a sequence of actions to address them.

3. If the inventory of one or more of the products reaches a warning line, COGAT will take a number of actions to confirm the data, check the model used for decision-making and **increase the relevant product that approached the lower warning line.**
4. As for the term "upper warning line" mentioned in section g.1 of the procedure - no practical use was ever made of that element.
5. Section h.4 of the procedure for monitoring and assessing inventories, referring to the possibility of a deliberate policy of restriction - in practice there was no deliberate restriction of basic products.

On the contrary, products were provided regularly with concern for the various levels of inventory and care that they not approach the lower warning line.

6. In the framework of the document being provided to you, the titles of specific offices carrying out one action or another were deleted while stating in handwriting the name of the executive body (due to the fact that the information in question regards the internal administration of the public authority, which has no relevance or importance for the public), in the following manner:  
**Section 4.h.1:** ("...will verify the data with...")/  
Before the word **verify** the reference is to **the senior authorized official at COGAT.**  
**Section 4.h.2:** ("...will run a mathematical computation...")  
before the word **run** the reference is to **COGAT and DCO Gaza.**  
**Section 4.h.3:** ("the matter will be brought to discussion and briefing before...to decide").

The reference is to **the senior authorized party.**

b. **Procedure for approving the transfer of goods into the Gaza Strip -**

1. This is a procedure that remained in the form of a draft but COGAT acted according to its principles and it was the binding procedure.
2. In the framework of the document being provided to you, the titles of specific offices carrying out one action or another were deleted while stating in handwriting the name of the executive body (due to the fact that the information in question regards the internal administration of the public authority, which has no relevance or importance for the public), in the following manner:  
**Section 5.d:** ("The assessment and recommendations will be presented to...")

The reference is to **the appropriate senior official.**

**Section 5.e:** ("approval for adding a product to the list of permitted products whether by recommendation of ... or the approval/directive of another party")

The reference is to **COGAT**.

**Section 5.g:** ("the matter will also be raised for approval with... according to a directive or after consultation") between those words the reference is to **an Israeli army official**.

**Section 5.g:** ("according to a directive or after consultation...") after the word **consultation** the reference is to **inside COGAT**.

**Section 5.g:** ("...will inform the border crossing...") After the words **will inform** the reference is to **a COGAT official**. Before the words **border crossing** the reference is to **a border crossing administration official**.

**Section 5.h:** ("the relevant professional body will issue a letter of permission to...")

After the word **permission** the reference is to **an official at the Gaza DCO**.

c. **List of humanitarian products whose transfer into the Gaza Strip is permitted** –

1. We are providing you, for your review, with a list of humanitarian products whose transfer into the Gaza Strip is permitted as of May 30, 2010.
2. We wish to clarify that this is a version of a basic list that was periodically updated until the change of policy in June 2010, while simultaneously the transfer of additional products was permitted at different times and according to specific permits. Each request submitted for the transfer of one product or another was considered per se.

Sincerely,

Col. Alex Rosensweig  
Head of Civilian Division

Coordinator of Government Activities in the Territories  
Economic Branch  
Standing Orders Corpus  
Instructions and procedures

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## **Procedure for monitoring and assessing inventories in the Gaza Strip**

1. **The purpose:**  
To establish a uniform procedure for monitoring and assessing inventories of vital basic products in the Gaza Strip.
2. **The mission:**  
Monitoring basic products out of the variety entering the Gaza Strip, including basic food products, fuel, controlling the amount of those products, detecting shortages, surpluses and establishing warning lines, addressing problems that arise as a result, providing current information and real-time warning to decision-makers.
3. **Definitions:**
  - a. **Long shelf life** - products that can be stored and used for a long time such as rice, sugar, flour, baby food.
  - b. **Short shelf life** - products that can be stored for relatively short periods of time, after which they expire, such as fresh milk and meat products.
  - c. **Warning line** - inventory days beyond which the relevant official must attend to the deviation from reasonable norms and assess the adequacy of the model.
  - d. **Shortage** - number of inventory days beneath which there is a danger of a shortage of a basic product, to the point of complete absence as part of the statistical deviation of the model and the difficulties of geographical distribution in the Gaza Strip.
4. **The method:**
  - a. It was decided that the inventory assessment would include the basic consumer products detailed in appendix A.
  - b. As a rule, the level of daily consumption of each of the basic products was calculated by data from the Palestinian Central Bureau of Statistics, according to

- the level of per capita consumption of each product, multiplied by the population of the Gaza Strip -- appendix B. Exceptions from this rule are animal feed, meat and fuel -- the method of computation will be detailed separately – appendixes C-E respectively.
- c. The Gaza DCO will collect data on the transfer of goods through all the border crossings operating in the Gaza Strip.
  - d. The daily list of goods will be transferred each day to the COGAT economic branch by 5:30 PM. The list will be transferred according to the attached format -- appendix F.
  - e. The data will be compiled by the economic branch once a week on Tuesday. The amount of goods that was transferred will be computed and added to the amount of the previous inventory minus the amount of consumption based on the models.
  - f. After the computation a draft of an inventory assessment report will be written according to the attached format -- appendix G.
  - g. After the draft report is written the following data will be checked:
    1. **Upper warning line** – if the inventory of one of the products with a short shelf life exceeds 21 days or the inventory of one of the products with a long shelf life exceeds 80 days.
    2. **Lower warning line** – if the inventory of one of the products with a short shelf life fall below four days or the inventory of one of the products with a long shelf life falls below 20 days.
    3. **Shortage** – if the inventory of one of the products with a short shelf life falls below two days or the inventory of one of the products with a long shelf life falls below five days.
  - h. If the inventory of one or more of the products reaches a warning line the following actions will be taken:
    1. [Details of name blocked out] The senior official in COGAT will verify the data with leading Palestinian merchants in the area.
    2. [Details of name blocked out] COGAT and DCO Gaza will run a mathematical computation of the model to verify the data.
    3. If it is a case of the upper warning line the matter will be brought to discussion and briefing before the [details of name blocked out] senior authorized party to decide on the future policy of transfer of the relevant product.
    4. If it is a case of the lower warning line an update will be provided and the Gaza DCO will take action to increase the transfer of the relevant product **unless it is a case of a policy of deliberate restriction.**
    5. **If it is a case of shortage** identical action will be taken to the lower warning line but more vigorously. If it is a question of a policy of deliberate restriction, the decision-makers will be presented with the consequences of the shortage of the relevant product.  
In any case the production of daily inventory assessment reports will begin until the inventory is stabilized.

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- i. The final inventory estimate report will be distributed only internally, inside the organization, on Wednesday of every week.

**Enclosed: Appendixes**

Appendix A – Table of products

Appendix B – Calculation of product inventory (except animal feed and fuel)

Appendix C – Calculation of animal feed inventory

Appendix D – Calculation of meat products inventory

Appendix E – Fuel and gas policy

Appendix F – Daily data report format

Appendix G – Final inventory estimate report format

Appendix H – Average weight per truck/capacity of single tanker broken down by product

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**Appendix A**

**Table of Products**

| <u>Long shelf life</u> | <u>Short shelf life</u> | <u>Oil and gas</u>        |
|------------------------|-------------------------|---------------------------|
| Flour and wheat        | Meat products           | Gasoline                  |
| Rice                   | Milk products           | Diesel for transportation |
| Oil                    |                         | Diesel for power plant    |
| Legumes                |                         | Gas                       |
| Sugar                  |                         |                           |
| Baby food              |                         |                           |
| Animal feed            |                         |                           |
| Hypochlorite           |                         |                           |

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**Appendix B**

**Calculation of product inventory (except for animal feed, meat and fuel)**

b. The inventory of products will be calculated by weight (if for some reason it is not possible to obtain a breakdown by weight of the trucks, the weight will be calculated by the average weight of the relevant product per truck – Appendix G).

c. The daily consumption per capita per product as calculated by the Palestinian Central Bureau of Statistics = A.

d. The population of the Gaza Strip = B.

e. Daily consumption = C.

$$\mathbf{A * B = C}$$

f. The daily quantity entering the Gaza Strip of the relevant product (70% of wheat goes to making flour and therefore in calculating the inventory of wheat calculate 70% of the amount of wheat entering the Gaza Strip) = X.

g. The existing reserves in the Gaza Strip (without the amount transferred that day) = Y.

h. The quantity of reserves in the Gaza Strip = Z.

$$\mathbf{X + Y - C = Z}$$

i. Breathing space (in days) = D.

$$\mathbf{Z / C = D}$$

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**Appendix C**

**Calculation of inventory of animal feed**

- a. Breeding eggs transferred into the Gaza Strip 3-6 weeks prior = X.
- b. Number of chicks hatched from breeding eggs transferred 3-6 weeks prior = 0.7X.
- c. Consumption of chick feed (kg) = C.
- d. Number of breeding eggs transferred into the Gaza Strip 6-9 weeks prior = M.
- e. Number of chicks that hatched from the breeding eggs transferred 6-9 prior and reached maturity =  $M * 0.8 * 0.7$
- f. Consumption of chicken feed (kg) = D.
- g. Adult cow = Z.
- h. Consumption of cow feed (kg) = E.
- i. Calf = A.
- j. Consumption of calf feed (kg) = F.
- k. Sheep = B.
- l. Consumption of sheep feed (kg) = G.
- m. Daily consumption of animal feed (kg) = H.
- n. Amount of animal feed transferred daily = I.
- o. Existing reserves of animal feed (without the daily amount transferred) = J.
- p. Reserves of animal feed = K.
- q. Breathing space (in days) = L.

$$0.7X * 0.1 = C$$

$$0.56 * 0.25 = D$$

$$Z * 12 = E$$

$$A * 5 = F$$

$$B * 1.5 = G$$

$$C + D + E + F + G = H$$

$$I + J - H = K$$

$$K / H = L$$

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**Appendix D**

**Calculation of poultry inventory**

- a. The daily amount of meat transferred into the Gaza Strip = X.
- b. The number of breeding eggs transferred into the Gaza Strip 9-10 weeks prior = R.
- c. Number of chickens that hatched from the breeding eggs and reached maturity (9-10 weeks after their transfer as breeding eggs) =  $R * 0.7 * 0.8$
- d. The existing inventory in the Gaza Strip (without the amount transferred that day) = Y.
- e. The amount of meat reserves in the Gaza Strip = Z.

$$\mathbf{X + 0.56 R + Y - C = Z}$$

- f. The daily per capita consumption of each product as calculated by the Palestinian CBS = A.
- g. The population of the Gaza Strip = B.
- h. Daily consumption = C.

$$\mathbf{A + B = C}$$

- i. Breathing space (in days) = D.

$$\mathbf{Z / C = D}$$

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**Appendix E**

**Policy of transferring fuel and gas**

| <b>Kind of goods</b>                           | <b>Approved quota</b>          | <b>Daily consumption</b> |
|--|--------------------------------|--------------------------|
| <b>Diesel for power plant<br/>(liter)</b>      | <b>440,000 (daily quota)</b>   | <b>300,000-330,000</b>   |
| <b>Gas</b>                                     | <b>Unlimited</b>               | <b>150,000</b>           |
| <b>Diesel for transportation<br/>for UNRWA</b> | <b>400,000 (monthly quota)</b> |                          |
| <b>Gasoline for UNRWA</b>                      | <b>50,000 (monthly quota)</b>  |                          |

\* Approved quota may change pursuant to policy of decision-makers

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**Appendix F**

**Format of daily data report**

| <b>Goods + source of goods</b> | <b>Number of trucks</b> | <b>Tonnage</b> |
|--------------------------------|-------------------------|----------------|
| X                              | Y                       | Z              |
| X                              | Y                       | Z              |
| X                              | Y                       | Z              |
| X                              | Y                       | Z              |
| X                              | Y                       | Z              |
| X                              | Y                       | Z              |
| <b>Total</b>                   | <b>?</b>                | <b>?</b>       |

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**Appendix G**

**Report format of assessment of depleted stock:**

| Product                                      | Estimated inventory<br>(not including<br>households) | Daily<br>consumption | Reserve days<br>(Breathing<br>space) | Comments |
|--|--|----------------------|--------------------------------------|----------|
| <u>Products with long shelf life</u>         |  |                      |                                      |          |
| Flour and wheat<br>(tons)                    |  | 450                  |                                      |          |
| Rice (tons)                                  |  | 45                   |                                      |          |
| Oil (tons)                                   |  | 43                   |                                      |          |
| Sugar (tons)                                 |  | 100                  |                                      |          |
| Legumes (tons)                               |  | 23                   |                                      |          |
| Baby food                                    |  | 10.0                 |                                      |          |
| Animal feed (tons)                           |  | 375                  |                                      |          |
| Hypochlorite                                 |  | 2.5                  |                                      |          |
| <u>Products with short shelf life</u>        |  |                      |                                      |          |
| Meat products (tons)                         |  | 110                  |                                      |          |
| Milk products (tons)                         |  | 70                   |                                      |          |
| <u>Oil and gas</u>                           |  |                      |                                      |          |
| Gas (tons)                                   |  | 150                  |                                      |          |
| Gasoline (1000 liter)                        |  | 60                   |                                      |          |
| Diesel for heating<br>(1000 liter)           |  | 300 – 330            |                                      |          |
| Diesel for<br>transportation (1000<br>liter) |  | 300                  |                                      |          |

[illegible]

lower warning line

normal situation

upper warning line

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**Appendix H**

**Average weight per truck/capacity of single tanker broken down by products**

a. Following is average weight per truck broken down by the various products:

| <b>Kind of goods</b>   | <b>Average per truck at Kerem Shalom (tons)</b> | <b>Average per truck at Karni (tons)</b> |
|------------------------|---|--|
| Flour and wheat        | 25  | 40                                       |
| Rice                   | 30  | Not conveyed at Karni                    |
| Oil                    | 25  | Not conveyed at Karni                    |
| Legumes                | 30  | 40                                       |
| Sugar                  | 30  | Not conveyed at Karni                    |
| Meat and fish products | 15  | Not conveyed at Karni                    |
| Milk products          | 15  | Not conveyed at Karni                    |
| Baby food              | 20  | Not conveyed at Karni                    |
| Hypochlorite           | 30  | Not conveyed at Karni                    |
| Animal feed            | 30  | 40                                       |

b. Following is average capacity per tanker:

| <b>Kind of goods</b>                   | <b>Average per tanker at Nahal Oz</b> |
|--|---------------------------------------|
| Gas (tons)                             | 25                                    |
| Gasoline (1000 liter)                  | 50                                    |
| Diesel for transportation (1000 liter) | 50                                    |
| Diesel for power plant (1000 liter)    | 50                                    |

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## **Permission to transfer goods into the Gaza Strip**

1. **General:**
  - a. In the context of the Hamas takeover and the security situation a comprehensive closure was imposed on the Gaza Strip.
  - b. As part of the closure the amounts and kinds of goods whose transfer between the Gaza Strip and the State of Israel is permitted have been limited.
2. **The goal:**

To define the procedure, the rules and the method by which permission will be given to transfer kinds of merchandise from the State of Israel to the Gaza Strip.
3. **The mission:**

Providing permission to transfer goods into the Gaza Strip to meet the basic humanitarian needs of the Palestinian population in accordance with the directive and changing guidelines.
4. **Definitions:**
  - a. **Following are definitions for the purpose of this procedure:**
    - i. **The permitted quota** - the quota of trucks allowed to enter the Gaza Strip, in general and by the various families of products.
    - ii. **The permitted goods** - the kinds of merchandise allowed to enter the Gaza Strip.
5. **The method:**

**Identifying the needs**

  - a. Needs and demands can be raised by various sources including: The Gaza economic branch, the Gaza international organizations'

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department, heads of civilian division branches, PA bodies, various government ministries, international parties, media, reports and publications, inquiries by Israeli parties, petitions to the justice system.

- b. A staff body that raises a need will act, before raising it, according to an internal procedure including staff work referring to the needs and the security requirements.

Deciding on a policy

- c. The branch will decide on a policy for each one of the demands/needs presented. The guidelines that will inform the considerations towards a recommendation:
  - a. The necessity of the product for maintaining humanitarian needs, including consequences for public health (in Israel and the Gaza Strip).
  - b. The perception of the product (is it perceived as a luxury).
  - c. Legal obligation.
  - d. Consequences of product use (will it be used for preservation, reconstruction or development) **with an emphasis on the impact of its transfer on the status of the Hamas government.**
  - e. Security consequences (dual use).
  - f. Sensitivity to the needs of the international community.
  - g. The existence of alternatives.
- d. The analysis and recommendations will be presented to the appropriate senior official who will integrate their presentation to the [details of name blocked out] relevant COGAT official and COGAT.

Updating list of permitted products

- e. [Details of name blocked out] COGAT approval for adding a product to the list of permitted products. Whether by recommendation of [details of name blocked out] COGAT or the approval/directive of another party, possibly the assistant COGAT, in writing to the economic branch.
- f. If a unique entry permit is given for a product, the permission of the assistant COGAT will be conveyed to the applying professional party. The economic branch will be informed of the permit.
- g. When the approved product is an exception to the policy or of a rehabilitative nature (such as building and raw materials) the matter will be raised for approval with [details of name blocked out] according to a directive or after consultation inside COGAT. [Details of name blocked out] COGAT will inform the [details of name blocked out] border crossing administration of the exceptional permit.
- h. Once the hierarchy of permits is completed the relevant professional body will issue a letter of permission/directive to [details of name blocked out] the Gaza DCO.
- i. If the permit is permanent, the economic branch will update the **list of food products and humanitarian products whose transfer into the Gaza Strip is permitted** according to the format – appendix A. The list will be transferred as an operational directive to the Gaza economic branch and for the information of the relevant parties – appendix B.

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- j. **The list will not be distributed to parties beyond those specified!!**
- k. A product will be approved with the following parties: PA, international organizations, government ministries. **No permit will be given to a private Israeli body!**
- l. The DCO will provide the border crossing 24 hours in advance with the daily list of coordinations that were approved.
- m. At different times a policy of a permitted quota may be established for a product, a family of products or all the products. Such a quota can be established by recommendation of the branch or as a policy directive. Once such a quota is established the branch will issue a letter of directive to the operative party in the economic branch of the Gaza DCO (in the case of fuel to the Dor Alon company) and for the information of the relevant parties – appendix B.
- n. Permits and various inquiries, the list or a unique permit will be filed in the **Policy vis-à-vis the Gaza Strip** file.

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**Appendix A**

**List of food products and humanitarian products whose transfer into the Gaza Strip is permitted – as of XX.XX.XX**

| <u>Basic humanitarian food products</u>                     | <u>Comments</u> |
|---|-----------------|
|   |                 |
| Approved for donations and international organizations only |                 |
|   |                 |
| <u>Basic humanitarian products that are not food</u>        |                 |
|   |                 |
| Approved for donations and international organizations only |                 |
|   |                 |

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**Appendix B**

**Those that should be informed in the case of product approval**

- 1) Deputy COGAT
- 2) Head of Civilian Division
- 3) Head of Operations Division
- 4) Head of Infrastructure Branch
- 5) Head of International Organizations Branch

**List of humanitarian products whose transfer into the Gaza Strip is permitted - May 30, 2010**

| <b><u>Basic humanitarian food products</u></b>   | <b><u>Comments</u></b>   |
|--|--|
| Flour, semolina, wheat and yeast   |  |
| Oil, pasta, rice, salt, sugar and saccharine   |  |
| Frozen meat and chicken products and fish  |  |
| Sausage, canned meat and fish  |  |
| Milk products, margarine, milk powder and baby food  |  |
| Legumes: broad beans, soy (grains, powder) garbanzo beans, lentils, peas, beans and lupine                               |  |
| Grains: barley, corn (kernels/ground), oatmeal, sorghum  |  |
| Fruit: apples, pears, bananas, loquat, moist dates and avocado, apricots, plums, green almonds, kiwi, mango, pomegranate | Kerem Shalom has a daily quota of 22 agricultural trucks including fruit, vegetables and agricultural inputs |
| Fresh vegetables: carrots, garlic, pumpkin and onion, green leaves (coriander, dill, parsley, etc.)                      | Kerem Shalom has a daily quota of 22 agricultural trucks including fruit, vegetables and agricultural inputs |
| Frozen vegetables  |  |
| Processed garbanzo beans without additives or tahina   |  |
| Tea and coffee   |  |
| Halva, jam   |  |
| Basic canned goods   |  |
| Eggs for consumption   |  |
| Containers and bottles of mineral water  |  |
| Spices: black pepper, soup powder, za'atar, sesame, cinnamon, anise, chamomile, sage                                     |  |
| <b>Permitted for donations and international organizations only</b>  |  |
| Vitamin enriched biscuits and bottled water  |  |
| Tomato paste   |  |
| <b><u>Basic humanitarian products that are not food</u></b>  | <b><u>Comments</u></b>   |
| <b><u>Agricultural inputs</u></b>  | Kerem Shalom has a daily quota of 22 agricultural trucks including fruit, vegetables and agricultural inputs |
| Breeding eggs, egg cartons and empty containers, sacks and feed bags   |  |
| Animal feed (mixture, hay), medications  | During the period when the transfer of   |

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|---|---|
| and animal vaccines   | calves/cows is permitted and until one month after the last date of entry the transfer of hay is permitted not at the expense of the input quota. |
| Seeds for household agriculture, honey jars and equipment for apiaries  |   |
| Equipment for hatcheries and coop reconstruction  | Subject to the position of relevant security officials, with emphasis on dual use   |
| Pesticide, disinfection and fertilizer substances that are not dual use   |   |
| Plastic containers for distribution of pest control substances  |   |
| <b><u>Hygiene products</u></b>  |   |
| Personal hygiene: Combs and hairbrushes, tooth brushes and toothpaste, toilet paper, pads, paper diapers, body wipes, body soap, shaving cream, shavers (not electric)  |   |
| Disposable hygiene products: dusters, floor rags, Scotch Brite, sponges, brooms, dust pans, garbage cans, garbage bags and squeegees  |   |
| General: non-dual use cleaning agents (body and dish soap, laundry detergent and softener, shampoo and conditioner, floor cleaning agents, toilet and general disinfectants), household pesticides that are not dual use, hypochlorite, lime, calcium hydroxide | Calcium hydroxide – allow transfer of limited amounts to suffice for sanitation needs (up to five trucks a week)                                  |
| <b><u>Medical equipment and medications</u></b>   |   |
| Medications, vaccines, vitamins and medical equipment, medical machinery such as x-ray machines, dialysis, ultrasound, respirators, ECG and others  | (Subject to individual permit after staff work)   |
| <b><u>Infrastructure products</u></b>   |   |
| Equipment for water and sewage systems, equipment for power plant and electricity infrastructure maintenance and equipment required by communications systems   | (Continued transfer subject to individual COGAT permission)   |
| <b><u>Winter products</u></b>   |   |
| Candles, matches, blankets, bedding and polyethylene (including for greenhouses)  |   |
| <b><u>Additional products</u></b>   |   |
| Household/office water coolers (with/without water bottles)   |   |

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|--|---|
| Clothing and shoes   | Up to 10 trucks a day. Permission is until May 4, 2010                                      |
| Text books and booklets  | Subject to PA clearance (books to be transferred for -- review)/international organizations |
| <b>Approved only for donations and international organizations only</b>  |   |
| Writing implements, ink for printing houses, metal wires and glue for bookbinding  | Subject to specific COGAT permission  |
| Blankets, tents, mattresses and pillows, polyethylene sheets to seal windows and plastic balls as raw material to manufacture bags                                     |   |
| Clothing and garments, kitchen appliances, paper, matches and batteries, candles and flashlights, spare parts and maintenance tools for the UN and Red Cross car fleet | Subject to specific COGAT permission  |
| Infrastructure inputs for agriculture  | Subject to specific COGAT permission per project  |