

INTERNATIONAL COURT OF JUSTICE

OBLIGATIONS OF ISRAEL IN RELATION TO THE PRESENCE AND ACTIVITIES OF
THE UNITED NATIONS, OTHER INTERNATIONAL ORGANIZATIONS AND THIRD
STATES IN AND IN RELATION TO THE OCCUPIED PALESTINIAN TERRITORY

ORAL PROCEEDINGS
ON THE REQUEST FOR AN ADVISORY OPINION

Qatar’s Written Reply to Vice-President Sebutinde’s Question

1. The State of Qatar has the honour to provide its written reply to the question Vice-President Sebutinde put to all participants at the conclusion of the oral proceedings on 2 May 2025. The Vice-President asked: “[w]hich third States and other international organizations operate to provide basic services, and humanitarian and development assistance in the Occupied Palestinian Territory? To what extent have restrictions, if any, been placed upon their operation in the Occupied Palestinian Territory by Israel since 2 March 2025?”

2. As concerns the operations of third States, Qatar will limit its response to providing an overview of the assistance that Qatar itself has provided in the Occupied Palestinian Territory (“OPT”), and how Israel’s restrictions since 2 March 2025 have impacted its ability to continue to provide such aid (**Section I**). Qatar will then highlight the humanitarian and development assistance that several international organizations other than the United Nations provide in the OPT and explain how Israel’s restrictions have affected their activities in Gaza since 2 March 2025 (**Section II**).

I. Qatar’s Provision of Humanitarian and Development Assistance in the OPT and Israel’s Restriction Thereof

A. Qatar Has Provided Extensive Humanitarian and Development Assistance in the OPT Since 7 October 2023

3. Qatar has historically been among the leading States providing humanitarian and development assistance in support of the Palestinian people. For present purposes, Qatar will provide an overview of the assistance it has provided in the OPT since 7 October 2023. Qatar has provided such assistance in several ways.

4. *First*, Qatar provides aid directly to beneficiaries in the OPT. The Qatar Fund for Development (“**QFFD**”), a Qatari State entity dedicated to international development,¹ directly sends shipments of food, essential items, shelters, and medicine to Gaza. Qatar also often provides aid to the OPT in cooperation with other States, as well as non-governmental organizations such as Qatar Charity, or various Red Crescent societies. Qatar sends aid via sea, land (through Jordan and the West Bank, or Egypt), and air—including through an air bridge via Jordan that was established in February 2025.²

5. The main examples of direct humanitarian assistance provided by Qatar are as follows:

- October 2023 – together with the Qatar Red Crescent, provided 2,000 food baskets, 2,000 hygiene kits, and 1,000 shelter kits (10,000 beneficiaries).
- October 2023 – together with Qatar Charity, provided 3,000 personal hygiene kits, 3,000 food baskets, and 2,000 first aid kits.
- November 2023 – together with the Qatar Red Crescent, provided 2,500 food baskets, 4,500 winter clothing items, 200 water tankers, 25,000 hot meals, 4,500 blankets, and 25,000 kilos of firewood.
- November 2023 – together with the Qatar Red Crescent, conducted drinking water distribution in the amount of 517,500 liters (34,500 beneficiaries).
- December 2023 – provided 5,000 hot meals per day for 30 days (150,000 beneficiaries).
- December 2023 – in cooperation with the United Kingdom, provided eight fully equipped ambulances.
- January 2024 – in cooperation with the United Kingdom, provided 285 family tents.
- February 2024 – in cooperation with France, provided 10 ambulances.
- August 2024 – in cooperation with the Jordan Hashemite Charity Organization and the Qatar Red Crescent, provided 3,500 food rations and 134,400 ready-to-eat

¹ See Qatar Fund for Development, “Organization history,” <https://www.qatarfund.org.qa/about-us/#story> (last accessed on 5 May 2025).

² Qatar Charity, “Launch of the Qatari Air Bridge to Gaza for the Delivery of Vital Medical Aid and Supplies” (4 Feb. 2025), <https://www.qcharity.org/en/qa/news/details/24016--launch-of-the-qatari-air>.

meals.

- August 2024 – with the Qatar Red Crescent and UNRWA, provided cash assistance to 4,379 displaced persons (NIS 700 per month for 5 months, totaling approximately USD 4 million).
- September 2024 – together with the Jordanian Hashemite Commission, provided diverse aid valued at approximately USD 5 million.
- January 2025 (second ceasefire) – together with the Qatar Red Crescent through the United Nations Office for Project Services (“UNOPS”), provided 25 fuel trucks per day for 10 days (approximately 24 million liters valued at USD 20 million).
- April 2025 – treatment of Gaza patients in private hospitals in Qatar with the Qatar Ministry of Public Health covering 60% of costs in the amount of approximately USD 14.2 million.
- May 2025 – with the Turkish Red Crescent via an AFAD ship, provided 1,308 tons of relief aid (food, health, and shelter) valued at approximately USD 5.3 million.
- 2024-2025 together with Qatar Charity and the Qatar Red Crescent, purchase of relief supplies from Jordan and Egypt in the amount of approximately USD 30 million.

6. Overall, between 7 October 2023 and 1 March 2025, the State of Qatar has sent over 116 planes of aid, including 97 humanitarian military flights filled with aid, tents, and field hospital supplies. Two helicopters have been deployed, carrying 29,000 medicine packages, including critical antibiotics, to meet the health needs of those impacted. Moreover, more than 800 trucks have delivered 25,000 shelters and 120,000 ready-to-eat food parcels, along with essential items such as blankets, flour, and hygiene baskets. More than 420 additional trucks carrying 23 million liters of fuel were sent to ensure a stable power supply across the strip. Furthermore, as part of efforts to contribute to Gaza’s reconstruction and enhance its resilience, heavy machinery has been dispatched to clear debris, along with the ongoing provision of shelter for displaced individuals through caravans.³ During the same period, Qatar has organized 24

³ Qatar Fund for Development, “Qatar Fund for Development Reaffirms Its Commitment to Fully Supporting the Palestinian People through Continuous Humanitarian Cooperation” (4 Mar. 2025), <https://www.qatarfund.org.qa/project/qatar-fund-for-development-reaffirms-its-commitment-to-fully-supporting-the-palestinian-people-through-continuous-humanitarian-cooperation/>.

patient evacuation flights, evacuating more than 470 patients to Qatar for medical treatment.

7. *Second*, Qatar makes significant financial contributions to international organizations and non-governmental organizations operating on the ground in the OPT. For example:

- July 2024 – Qatar contributed USD 25 million to UNRWA to support its human development and humanitarian activities especially in Gaza.⁴
- August 2024 – Qatar Charity signed a grant agreement with UNRWA for more than USD 3 million, with the aim of providing multi-sectoral support, including food, non-food items and health services to Gaza.
- September 2024 – with funding from QFFD through the Qatar Red Crescent Society, a partnership agreement was signed with UNRWA to provide USD 4.5 million in cash assistance for Palestinian workers and patients from Gaza currently stuck in the West Bank.⁵

B. Israel’s Restrictions on Qatar’s Delivery of Aid to Gaza Since 2 March 2025

8. As Qatar and numerous other participants noted during the hearings,⁶ since 2 March 2025,⁷ Israel has imposed a total blockade on Gaza, preventing entry of all food, fuel, medical supplies, as well as commercial goods.⁸ The delivery of humanitarian services has also been disrupted by Israel’s escalating attacks since 18 March 2025, and its issuance of numerous

⁴ Qatar Fund for Development, “Qatar Fund for Development provides US\$ 25 million to UNRWA” (25 July 2024) <https://www.qatarfund.org.qa/project/qatar-fund-for-development-provides-us-25-million-to-unrwa/>.

⁵ Qatar Fund for Development, “QFFD supports UNRWA \$4.5 million to aid Palestinian refugees” (8 Sept. 2024), <https://www.qatarfund.org.qa/project/qffd-supports-unrwa-with-4-5-million-to-aid-palestinian-refugees/>; UNRWA, “QFFD supports UNRWA with \$4.5 million to aid Palestine Refugees” (8 Sept. 2024), <https://www.unrwa.org/newsroom/news-releases/qffd-supports-unrwa-45-million-aid-palestine-refugees>.

⁶ *See, e.g.*, CR 2025/3 (28 Apr. 2025), p. 43, para. 4, United Nations (Hammarskjöld); CR 2025/3 (28 Apr. 2025), p. 64, para. 7, State of Palestine (Reichler); CR 2025/4 (28 Apr. 2025), p. 29, para. 2, Egypt (Abdelkader); CR 2025/5 (29 Apr. 2025), p. 24, para. 3, Algeria (Sahli-Fadel); CR 2025/5 (29 Apr. 2025), p. 51, para. 2, Belgium (Koutroulis); CR 2025/7 (30 Apr. 2025), p. 20, para. 8, Russian Federation (Musikhin); CR 2025/7 (30 Apr. 2025), p. 25, para. 3, France (Colas); CR 2025/8 (30 Apr. 2025), p. 13, para. 34, Türkiye (Yılmaz); CR 2025/8 (30 Apr. 2025), p. 19, para. 6, Iran (Gharibabadi); CR 2025/8 (30 Apr. 2025), pp. 49-50, para. 35, Kuwait (Al-Shaheen); CR 2025/9 (1 May 2025), p. 13, para. 17, Maldives (Sander); CR 2025/9 (1 May 2025), p. 24, para. 6, Mexico (Pérez Galeana); CR 2025/10 (1 May 2025), p. 10, para. 10, Pakistan (Shah); CR 2025/10 (1 May 2025), p. 42, para. 15, Qatar (Al-Qahtani); CR 2025/12 (2 May 2025), p. 13, para. 17, Tunisia (Ben Jrad).

⁷ D. Estrin & H. Al-Shalchi, “Israel stops the delivery of aid to Gaza until Hamas accepts U.S. ceasefire extension,” *NPR* (2 Mar. 2025), <https://www.npr.org/2025/03/02/nx-s1-5314852/israel-stops-aid-to-gaza>.

⁸ OCHA, “Humanitarian Situation Update #284 | Gaza Strip” (30 Apr. 2025), <https://www.ochaopt.org/content/humanitarian-situation-update-284-gaza-strip>.

displacement orders.⁹ These conditions have restricted the activities of all States and international organizations providing humanitarian and development assistance in Gaza, without distinction.

9. As concerns Qatar specifically, the blockade has prevented Qatar’s delivery of:

- Specialized medical equipment and some components of a field hospital;
- Two additional field hospitals with a capacity of 400 beds each;
- 100 full caravans of aid;
- 16,400 units of shelter supplies;
- 18,678 units of food supplies; and
- More than 6,000 tents.

10. These supplies are currently languishing in warehouses in Qatar and Jordan.

II. International Organizations Other than the United Nations Providing Humanitarian and Development Assistance in the OPT

11. In addition to the United Nations and its various funds and programs, several Specialized Agencies operate in the OPT to provide basic services, humanitarian and development assistance. Of note:

- As Qatar explained in its Written Statement,¹⁰ the World Health Organization (“**WHO**”) has organized a campaign of vaccination against polio in Gaza after the disease reappeared due to dire sanitary and health conditions in the Strip that Israel’s attacks brought about.¹¹ The WHO is also the largest supplier of medicines

⁹ *Ibid.*

¹⁰ Written Statement of Qatar, para. 98.

¹¹ See T. Ramadan, “Baby paralysed in Gaza’s first case of type 2 polio for 25 years, WHO says,” *Reuters* (23 Aug. 2024), <https://www.reuters.com/world/middle-east/baby-paralysed-gazas-first-case-type-2-polio-25-years-who-says-2024-08-23/>; OCHA, “Humanitarian Situation Update #269 | Gaza Strip” (4 Apr. 2025), <https://www.ochaopt.org/content/humanitarian-situation-update-269-gaza-strip> (“On 26 February, the polio vaccination campaign concluded, reaching 602,795 children under 10 years of age. Among them were 101,777 children in the North Gaza governorate, 210,279 in Gaza, 100,279 in Deir al Balah, 143,931 in Khan Younis and 46,529 in Rafah.”); WHO, “Mass polio vaccination campaign to continue in the Gaza Strip” (19 Feb. 2025), <https://www.who.int/news/item/19-02-2025-mass-polio-vaccination-campaign-to-continue-in-the-gaza-strip>; United Nations, “Around 560,000 children vaccinated in first round of polio campaign in Gaza – WHO” (13 Sept. 2024), <https://www.un.org/unispal/document/who-press-release-13sep24/>.

and medical equipment in Gaza,¹² delivering hundreds of trucks of medical supplies and fuel for health facilities and ambulances.¹³ Other important activities of the WHO in Gaza include, *inter alia*: deploying EMTs, evacuating patients, providing technical expertise and rebuilding health infrastructure.¹⁴

- The Food and Agriculture Organization (“**FAO**”) has delivered fodder to thousands of livestock holders and veterinary kits to thousands of herder families in Gaza.¹⁵ In addition, the FAO has delivered critical supplies to restore food production and protect animals in Gaza, such as greenhouse plastic sheets, vaccines, and plastic sheds for animals.¹⁶
- The United Nations Educational, Scientific and Cultural Organization (“**UNESCO**”), which operates an office in Ramallah (West Bank),¹⁷ has provided mental health and psychological support to displaced children in Gaza since October 2023.¹⁸

12. Israel’s total blockade of Gaza since 2 March 2025 has severely impacted these organizations’ activities. For example, since 18 March 2025, Israel closed the Rafah crossing and

¹² See OCHA, “Humanitarian Situation Update #280 | Gaza Strip” (15 Apr. 2025), <https://www.ochaopt.org/content/humanitarian-situation-update-280-gaza-strip>.

¹³ See WHO, “oPt Emergency Situation Update,” Issue 57 (7 Oct. 2023 - 14 Mar. 2025), https://www.emro.who.int/images/stories/Sitrep_57.pdf?ua=1, p. 4; OCHA, “Humanitarian Situation Update #280 | Gaza Strip” (15 Apr. 2025), <https://www.ochaopt.org/content/humanitarian-situation-update-280-gaza-strip> (“On 9 April, WHO supported the medical evacuation of 18 patients from Gaza via Kerem Shalom crossing for treatment in Norway, Malta, Luxembourg, and Romania, along with 29 companions.”).

¹⁴ See WHO, “oPt Emergency Situation Update,” Issue 57 (7 Oct. 2023 - 14 Mar. 2025), https://www.emro.who.int/images/stories/Sitrep_57.pdf?ua=1; OCHA, “Humanitarian Situation Update #278 | Gaza Strip” (8 Apr. 2025), <https://www.ochaopt.org/content/humanitarian-situation-update-278-gaza-strip> (“[A]ccording to WHO, which is providing technical expertise to strengthen mass casualty management to save lives. A WHO-provided tent with ten inpatient beds is already in place, with plans underway to bring in more tents to expand hospital bed capacity.”).

¹⁵ FAO, “Gaza: Immediate action must combine emergency relief with the restoration of local food production” (28 Jan. 2025), <https://www.fao.org/newsroom/detail/FAO-gaza-emergency-relief-food-production/en>.

¹⁶ FAO, “Gaza: Immediate action must combine emergency relief with the restoration of local food production” (28 Jan. 2025), <https://www.fao.org/newsroom/detail/FAO-gaza-emergency-relief-food-production/en>.

¹⁷ See UNESCO, “UNESCO Ramallah,” <https://www.unesco.org/en/fieldoffice/ramallah> (last accessed on 5 May 2025).

¹⁸ See UNESCO, “UNESCO is providing mental health and psychosocial support to children in the Gaza Strip” (1 Mar. 2024, last updated on 6 Mar. 2024), <https://www.unesco.org/en/articles/unesco-providing-mental-health-and-psychosocial-support-children-gaza-strip?hub=102070>; UNESCO, “Gaza: more than 1,500 children reached by UNESCO’s mental health and psychosocial support” (17 May 2024, last updated on 3 Feb. 2025), <https://www.unesco.org/en/articles/gaza-more-1500-children-reached-unescos-mental-health-and-psychosocial-support?hub=102070>.

suspended daily medical evacuations, thereby restricting the WHO's work.¹⁹ The blockade has also severely obstructed the WHO's ability to resupply hospitals.²⁰ This is notwithstanding the fact that, as specialized agencies of the United Nations, these organizations enjoy all privileges and immunities necessary to fulfill their functions.²¹

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13. The State of Qatar thanks the Court for the opportunity to present its response to the important question posed by the Vice-President and remains at the Court's disposal to provide any further information that may be required.

¹⁹ See OCHA, "Humanitarian Situation Update #280 | Gaza Strip" (15 Apr. 2025), <https://www.ochaopt.org/content/humanitarian-situation-update-280-gaza-strip> ("WHO reported that far too few patients are able to leave Gaza for urgent care following the closure of Rafah crossing since 18 March and the suspension of daily medical evacuations. About 10,500 to 12,500 patients in Gaza remain in urgent need of medical evacuation, according to WHO.").

²⁰ See *ibid.* ("According to WHO, hospitals are in dire need as medical supplies are running dangerously low—both in health facilities and WHO's warehouses—while shrinking humanitarian access obstructs WHO's ability to resupply the hospitals and prevents patients from receiving lifesaving care.").

²¹ These privileges and immunities are guaranteed by customary international law. See Written Statement of Qatar, para. 26, note 58. The precise content of such privileges and immunities is reflected, for example, in the 1947 Convention on the Privileges and Immunities of the Specialized Agencies. The same privileges and immunities are also guaranteed by the constituent instruments of the international organizations of which Israel is a member State. See, e.g., Constitution of the World Health Organization (1946), Article 67; Constitution of the United Nations Food and Agriculture Organization (1945), Articles VIII(4), XV(2). Israel has also recognized the privileges and immunities of UNESCO through a specific bilateral agreement. See Letter dated 3 February 1998 from the Director General of the Ministry of Foreign Affairs of Israel addressed to the Director-General of the United Nations Educational, Scientific and Cultural Organization (3 Feb. 1998) (Dossier No. N294).