

THE COST OF INACTION & IMPUNITY

GAZA STRIP
JAN 2024 - JAN 2025

EXAMINING ISRAEL'S COMPLIANCE WITH ICJ AID MEASURE

EXECUTIVE SUMMARY

One year has passed since the International Court of Justice (ICJ) issued provisional measures, demanding that Israel take immediate action in guaranteeing the protection of the rights of Palestinians in Gaza from acts of genocide and that there is a real and imminent risk of irreparable prejudice to these rights. Despite this clear legal directive, over the past year up to the ceasefire agreement, no meaningful actions to address Gaza's dire humanitarian conditions were observed, allowing the crisis to spiral further in blatant violation of the provisional measures. On the contrary, the absence of implementation of the provisional measures unfolds against a backdrop of wide-scale attacks by Israeli forces that killed civilians, destroyed critical civilian infrastructure, and potentially used starvation as a weapon of war. Coupled with the blockade of humanitarian access and aid delivery, this has led to unprecedented suffering for Palestinians in Gaza and the rest of the occupied Palestinian territory (oPt).

PHOTOS BY NRC



TOP FINDINGS

This analysis focuses on **the period before the recent temporary pause in hostilities**, offering a snapshot of Israel's compliance with the ICJ provisional measures. While there has been a much welcomed uptick in aid deliveries following the pause, these findings capture the situation leading up to it. It highlights Israel's obstruction of aid, its disregard for international law, and the urgent need for decisive measures by all states to address the ongoing humanitarian crisis and uphold the Geneva Conventions. As we mark one year since the ICJ's orders, the time for action is long overdue. Israel's failure to comply with the ICJ's measures, coupled with Third States' failure to fulfill their obligations to prevent genocide, has emboldened further violations and intensified the suffering of the Palestinian population. Immediate and decisive steps must now be taken to enforce these measures, protect civilians, ensure humanitarian access, and end this escalating crisis. Continued inaction not only risks complicity—it is a green light for further atrocities in the oPt and other conflicts.

In a survey conducted in January 2025, 35 international and national aid organizations shared their experiences delivering humanitarian aid and services in the Gaza Strip from the date of the ICJ orders of 26 January 2024 to 9 January 2025. **Among the 35 aid agencies surveyed:**



The recently agreed pause in hostilities is critical. It provides an opportunity to halt the killing, ensure humanitarian assistance can be delivered without bombs falling, and, we hope, allow for the reopening of crossings, the entry of essential materials and humanitarian workers, and the revitalization of Gaza's private sector. The rapid surge in humanitarian assistance into the Gaza Strip following the ceasefire, with more than 4,200 air trucks entering in the first six days¹, further illustrates the capacity for at scale humanitarian aid delivery when Israeli restrictions are eased. Under IHL and ICJ measures, Israel must ensure unimpeded aid delivery and civilian protection, deal or no deal. This pause must lead to a permanent ceasefire and pave the way to address the root causes of a decades-long rights and protection crisis.

However, this pause does not erase the atrocities committed over the past year since the ICJ orders. Nor does it absolve Third States of their legal obligations under either Common Article 1 of the Geneva Convention or Article 1 of the Genocide Convention to prevent the crime of genocide. While Article 1 of the Genocide Convention was triggered when the ICJ determined that there was a risk of genocide in Gaza, some Member States continued to provide weapons, as well as intelligence, military assistance and support to the Government of Israel and failed to denounce violations or to act to prevent them, potentially making them complicit in this ongoing humanitarian catastrophe.

A ceasefire is a critical step but it does not address the systemic occupation, siege, and denial of Palestinians' rights. What Palestinians need is justice, freedom, and dignity—goals that must remain central as we pursue accountability and lasting solutions to this crisis.

THE BROADER CONTEXT

OF ICJ PROVISIONAL MEASURES ON GAZA

In the one year since the ICJ issued provisional measures addressing the risk of genocide in Gaza, the situation has only deteriorated, underscoring a colossal failure to implement these measures until the ceasefire agreement came into effect. While this report assesses Israel's compliance with the humanitarian assistance measure, the data available also highlights clear violations of other provisional measures.

What we, as humanitarian organizations operational on the ground in Gaza, have witnessed throughout these hostilities aligns with descriptions by numerous legal experts and organizations reporting that atrocity crimes (including war crimes, crimes against humanity and genocide) are occurring in Gaza, with ethnic cleansing often cited among these violations. While we do not have mandate to establish intent, the mass killings, severe physical and mental harm, forced displacement, and unlivable conditions are undeniable and we have repeatedly reported on them². Reports by [Amnesty International](#), [Médecins Sans Frontières](#), [Human Rights Watch](#), [OHCHR](#), [UN experts](#), including the [UN Special Rapporteur Francesca Albanese](#), and a range of world renowned academic experts provide critical documentation and analysis warning of similar conclusions.

Indicators of Extent of Compliance with ICJ provisional measure:

“The State of Israel shall take immediate and effective measures to enable the provision of urgently needed basic services and humanitarian assistance to address the adverse conditions of life faced by Palestinians in the Gaza Strip”

ICJ order of 26 January 2024, para 86(4).

To measure Israel's compliance with this order, a set of five indicators have been proposed by the signatory organisations, reflecting the core elements essential to deliver timely, efficient, and scalable humanitarian assistance (food, water, shelter and clothing, hygiene, medical supplies and care) according to the needs of 2.2 million people:

1 Sufficient provision of essential assistance

2 Sufficient and timely delivery of aid supplies

3 Safe and unhindered access and mobility

4 A workable and secure operational environment

5 Protection of basic services and humanitarian infrastructure and personnel

The findings are based on publicly available data from UN agencies and Non-Governmental Organizations (NGOs) as well as evidence collected through a survey completed by 35 international and national humanitarian organizations operational in the Gaza Strip. This survey was conducted pre-pause in hostilities, from January 2 to 14, 2025, and included two sections: one covering annual data from January 26, 2024, to December 31, 2024, and another covering monthly data from December 11, 2024, to January 9, 2025. Conducted through a questionnaire, the survey gathered both quantitative and qualitative information on topics such as delays and denials of aid shipments, attacks on humanitarian premises, and forcible transfers of aid workers. It also included rating assessments of coordination procedures with Israeli authorities, as well as the evolution of the humanitarian situation throughout 2024 in relation to actions by Israeli authorities and forces.

1 Sufficient provision of essential assistance has fallen below the minimum required to sustain life

FOOD



In September 2024, 15 aid organizations, including the Norwegian Refugee Council (NRC), CARE, ActionAid and Oxfam, reported that 83% of required food aid does not make it into the Gaza Strip. This reduction meant people in Gaza went from having an average of two meals a day to just one meal every other day³. On 8 November, the Integrated Food Security Phase Classification (IPC) issued an urgent alert warning that 1.8 million people in Gaza are facing extreme hunger, with a strong likelihood that famine is already occurring in North Gaza.⁴

WATER



In July 2024, it was reported that since October 2023, people in Gaza had only 4.74 litres per person per day for all uses including drinking, cooking, and washing, a 94% reduction from what they had before and less than a third of the internationally accepted minimum standard for basic survival in emergencies.⁵

SHELTER



1.6 million Palestinians are living in makeshift shelters across the Gaza Strip, with thousands of displaced families living in tents along the coast in southwest Gaza being particularly affected by flooding and rising seawater.⁶ In September 2024, NRC warned that one million Palestinians were in need of shelter aid before winter, urging that the amount of sealing off kits allowed in by Israel were dangerously insufficient.⁷ In mid-December 2024, the Shelter Cluster estimated that at least 945,000 persons still urgently need winterization assistance, such as thermal clothing, blankets, and tarps to seal-off shelters from the rain and cold.⁸ As a result, at least seven newborns and one adult medical worker died of hypothermia and extreme cold in tents in central and southern Gaza.⁹

HYGIENE



In September, the WASH and Health Clusters raised alarm regarding the critical shortage of essential hygiene items such as soap, shampoo, and detergents, which dangerously increases the risk of communicable diseases. They estimated that Gaza faces unmet needs such as 5 million bars of soap and half a million bottles of shampoo and detergent each month.¹⁰

MEDICAL SUPPLIES AND CARE



Among up to 111,000 persons injured, over 22,500 people have sustained life-altering injuries and lack immediate and long term rehabilitation services and assistive devices¹¹ including an average of 475 children each month —15 children a day¹²— who suffer potentially lifelong disabilities such as severely injured limbs and hearing impairments due to the use of explosive weapons in Gaza in 2024. Due to the collapse of the health, water and sanitation systems, medical shortages and inhumane survival conditions Palestinians have been forced into, communicable diseases such as infectious skin diseases, upper respiratory tract infections, reproductive tract diseases, and diarrhea are spreading.¹³ The capacity for treatment of chronic diseases has been wiped out, leaving people with chronic illnesses, including 10,000 cancer patients, with severely limited access to care.¹⁴ In September 2024, the Ministry of Health (MoH) estimated that 70% of medications and 83% of health supplies have been exhausted from stockpiles, forcing

hospitals and health-care facilities to suspend services such as heart surgeries, cardiac catheterization, and joint replacements.¹⁵ The psychological impact on Palestinians in Gaza is immeasurable. In a needs assessment study about children with disabilities, injured, and separated or unaccompanied, the Community Training Center and Crisis Management (CTCCM) found that 96% of children feel death is imminent, further reflecting the widespread and shocking psychological impact on children.¹⁶ Save the Children reported that the scale and severity of harm inflicted on Gaza's children not only jeopardises their individual lives but threatens the very fabric of Palestinian society for generations to come.¹⁷

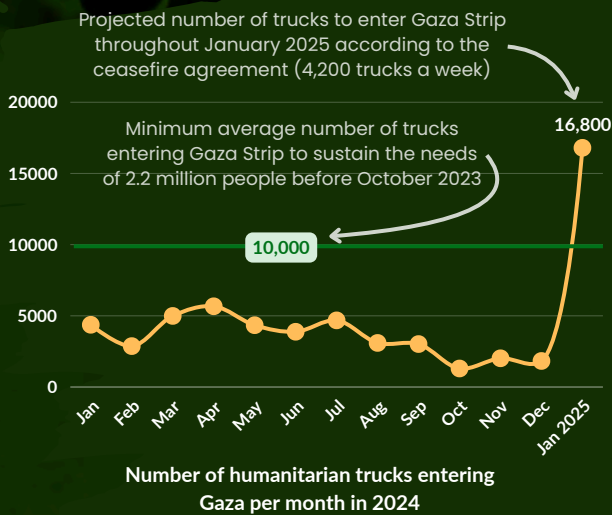
2 Israel systematically denied and restricted the delivery of aid supplies into Gaza

Vital supplies entering dropped to dangerously low levels

At least 10,000 trucks per month were the bare minimum needed to meet the survival needs of 2.2 million Palestinians living in the Gaza Strip (500 per working day) before October 2023. In 2024, in the month with the highest entry of aid (April), just under 5,700 humanitarian trucks were able to enter and there continued to be a steady and systematic decline, dropping to only 1,830 in December 2024.¹⁸ However, merely counting the number of trucks dropped at the border is inadequate to assess whether affected populations actually received sufficient aid (see indicator 5).

No genuine increase of capacity and number of land crossing points

While Israeli authorities frequently announced the opening of new crossings, these declarations were often reversed and rarely sustained in practice, with functional capacity remaining heavily suppressed. Operational hours were severely constrained and aid trucks could only access the crossings sporadically, as opening days were limited*:



Operational in early 2024, it served as the primary crossing into Gaza until its closure on 6 May as Israel launched its ground offensive on Rafah.



In 2024, there was never a single day when both crossings to North Gaza were open simultaneously, only one was operational at any given point in time.

Remained open throughout 2024, it has been designated as the primary crossing for humanitarian cargo but is heavily constrained by Israeli procedures and delays, backlog due to lack of security following the Israeli military operation in Rafah, and looting and attacks regularly occurring in the area controlled by Israeli forces.

*Data source: UNRWA Supplies and Dispatch Tracking.

Israeli authorities restricted the opening of critical aid corridor

After October 2023, Israeli authorities did not allow the use of a humanitarian corridor from the West Bank, a territory less than 50 kilometers away, where supplies for the humanitarian response are available. Opened in August 2024, the crossing was closed again by Israeli authorities during December 2024, **preventing Anera from importing 54 pallets of medicine, 72 pallets of winter clothes, and 32 pallets of baby formula for 1 month.**

NGOs report increasingly severe delays

In December, 16 aid agencies reported delays of their aid shipments, with, for example, Oxfam and Anera reporting **delays from 1 to 2 months.**

NGOs surveyed cited the following reasons for the delays:



Length of approvals



Increased military activity and security checks at crossing points



Length of inspections



Absence of coordination during Israeli holidays



Item prioritization



Restrictions on the number of trucks and types of goods allowed on the fenced road



Lack of secure roads



Palletization standards unfit for certain aid items



Queuing delays and logistical challenges at crossings



Pre-clearances and overall coordination procedures with COGAT



The decision by Israeli authorities to pause the West Bank humanitarian corridor

95%
(21/22)

of the agencies who imported aid supplies inside the Gaza Strip in 2024 stated that they regularly encountered delays of **more than two weeks**, with Oxfam, War Child, CESVI and TdH Italy reporting delays of **more than two months.**

Israeli procedures of coordination with the humanitarian sector impeded aid entry rather than facilitating it

The UN repeatedly reported denials, delays or lack of reactivity from Israeli authorities to improve conditions to import aid into the Gaza Strip, such as restrictions on the use of the external fence road (including by restricting the numbers of drivers cleared by Israel), and denial of requests to test alternative routes or operational adjustments to facilitate the safe collection of cargo from the crossing points.¹⁹ **88% of surveyed agencies importing aid supplies classified by Israel as “dual use” say that the Israeli procedure for these goods was systematically impeding the delivery of humanitarian aid.** 12% say the procedure is partially effective but insufficient to meet the scale of the needs. Below are concrete NGO examples of aid denial from the survey:

In 2024, two organizations reporting anonymously stated that the so-called “dual use” procedure prevented them from importing all or part of shipments with **medical equipment, personal protective equipment (PPE), tarpaulins, winterization supplies, mobile kitchens** and **hygiene kits.**

In December 2024, Oxfam reported two rejections for **agricultural inputs**²⁰ and **seeds** by COGAT with the excuse that these items are not currently classified under the humanitarian assistance category.

In December 2024, one organization reported anonymously that 1,000 metric tons of **primary food, medical** and **educational materials** were denied due to security concerns cited by Israeli authorities, items classified as so-called “dual-use”, and ongoing military operations leading to the closure of crossing points.

In December, TdH Italy reported that 21 pallets of **hygiene kits** and 5 pallets of **medications** received multiple pre-clearance rejections from COGAT via the UN2720 mechanism.

100%

of surveyed agencies importing humanitarian supplies into Gaza say that before the pause, the Israeli procedures for aid entry were either **ineffective** and **systematically impeded** the humanitarian response, or were **insufficient to meet the huge needs.**

Israeli actions enabled armed looting

The deterioration of law and order in Gaza that resulted in the phenomenon of looting of aid was facilitated by the systematic targeting of the Gaza civilian police by Israeli forces.²¹ Media reported that gangs “may be benefiting from a passive if not active benevolence” or “protection” from the Israeli army.²² In the survey, **7 aid agencies reported that the risks of armed looting became so high in December 2024 that they had to cancel aid shipments**, hindering the entry of winter clothes and kits, tents, food parcels, medical supplies, WASH items, and winterization materials.

Israeli obstruction of winterization materials

Due to Israeli obstruction of aid entry, humanitarian actors were forced to operate without appropriate preparation to face the winter. Delays in clearances from Israeli authorities for winterization materials and their unavailability in the local market left **many aid organizations unable to winterize humanitarian premises** such as kitchens, medical points and clinics, with dire impacts on aid operations and communities. *Ajyal* reported that the **lack of winterization materials led to flooding and damage to their field equipment and tents for displaced individuals**.

Israeli authorities continue to obstruct medical evacuations

As of 20 November 2024, out of 15,600 cases requested for medical evacuation, only 5,244 (34%) had been evacuated, since October 2023, with only 342 patients evacuated since Rafah Closure in May 2024.²³

3 Israel systematically denied and impeded humanitarian access inside Gaza

UN and INGO coordinated missions systematically denied or impeded by Israeli authorities



In the Gaza Strip, Israeli authorities have been notified of planned aid missions via the Humanitarian Notification System (HNS).²⁴ However, Israeli authorities’ use of this system systematically impeded humanitarian movements: according to OCHA, in 2024, **47% of all planned coordinated missions were either denied, impeded or cancelled south of Wadi Gaza. North of Wadi Gaza, the percentage of all planned coordinated missions that were denied, impeded or cancelled in 2024 reaches 60%.**²⁵ In the survey conducted with 35 aid organizations, **74% of agencies using the HNS consider it partially working but insufficient to meet the huge needs. 26% consider it as not effective at all.** Moreover, several aid convoys have been hit by Israeli strikes despite the use of the HNS (see indicator 3).

The Israeli military corridor severing northern Gaza from the southern part of the enclave created physical barriers preventing the delivery of aid, an intensification of the already suffocating siege



Throughout 2024, the UN and NGOs consistently reported that the two Israeli military checkpoints of Al Rasheed and Salah Al Din, which were never opened simultaneously, failed to meet critical humanitarian needs due to:

- persistent late opening of checkpoints compared to the scheduled time
- increasingly restrictive and erratic time window
- imposition of holding points and lengthy delays that created hours long security risks for aid convoys,
- unresolved technical issues with no alternatives,²⁶
- unpredictable and ad hoc decisions by soldiers,²⁷
- discriminatory security checks submitting Palestinian aid workers to additional risks.²⁸

All of which created severe operational bottlenecks and escalated security risks in an already volatile environment. The blockade of northern Gaza escalated at the end of 2024, with Israeli forces impeding or denying 58% of aid movements to cross to northern Gaza through Israeli military checkpoints in December 2024.²⁹

Israeli forces imposed a siege within a siege on North Gaza governorate from 6 October 2024 until the ceasefire



Between 6 October 2024 and 2 January 2025, **out of 166 humanitarian attempts to access Beit Lahia, Beit Hanoun and parts of Jabalia, 150 were refused (90%)** and 16 were initially agreed to but interfered with or faced with impediments on the ground,³⁰ effectively cutting off the population from vital lifesaving assistance, including food, water and medical supplies. **Out of 16 organizations surveyed who had operations in North Gaza governorate before 6 October 2024, 14 reported that they or their partners could no longer deliver to the governorate due to denials, Israeli military operations and displacement orders.** CARE and an organization that chose to remain anonymous, the only two agencies surveyed who were able to conduct limited aid deliveries to North Gaza in December, reported important challenges with missions cancelled or postponed due to military operations or restricted access due to delays in receiving clearances from Israeli authorities.

4 Israeli authorities' policies and actions dismantled the humanitarian architecture and operational environment in the Gaza Strip

Israeli authorities' policies threaten the entire humanitarian architecture in the oPt

In October 2024, the Israeli Knesset passed legislation prohibiting UNRWA, the irreplaceable backbone of the aid response and service delivery, from operating inside Israel and revoking the Israeli-UNRWA 1967 agreement that provided the conditions for UNRWA to safely operate in the oPt. The Government of Israel's 9 December 2024 decision,³¹ which includes conditions for INGO registrations and work visas for international staff on not conducting so-called "delegitimization activities against the State of Israel", poses another serious threat to the entire humanitarian response and INGO presence in the oPt.

Israeli military offensives and forced displacement orders depopulated large areas of Gaza and displaced 90% of the population

Nearly all Palestinians in Gaza are living in inhumane conditions without access to adequate food, water, healthcare and sanitation facilities. Far from meeting the conditions for lawful displacement as the term "evacuation orders" suggests, these orders forcibly displaced 90% of Palestinians in Gaza, with 1.6 million people living in makeshift tents in constant cold and flooding, stopped hospitals from functioning and disrupted access to aid. **In December 2024, Médecins du Monde (Mdm) reported that 19 colleagues are surviving in makeshift tents under harsh conditions, while 8 others are living in severely deteriorated solid housing, including garages, an overcrowded school, and a building lacking a roof and walls.**

94%

of aid workers from the reporting organizations **have been displaced at least once - many of them multiple times.** As a result, many aid workers are living in extremely dire conditions.

Offensives by Israeli forces and forced displacement orders have squeezed civilians and humanitarians into ever-shrinking areas, severely disrupting the aid response

Since 26 January 2024, Israeli authorities issued 56 displacement orders (out of 82 since 7 October 2023),³² with 80.5% of the Gaza Strip under Israeli displacement orders pre-pause in hostilities³³ where civilians including humanitarians were at even greater risk.³⁴



of aid agencies surveyed have **had to forcibly relocate their operations at least once since the ICJ orders**, mainly due to Israeli displacement orders and military offensives. Almost all had to relocate multiple times.

PMRS reports dozens of forced relocation of their medical points due to direct targeting of their teams and facilities, including bombings.

Anera had to relocate or close community kitchens, distribution centers and health clinics at least 4 times due to displacement orders.

War Child reported that they were forced to temporarily stop providing services at least 7 times due to displacement orders and military offensives.

These military orders systematically emptied entire areas of Palestinians and humanitarians. In August alone, 16 orders from Israeli forces forcibly displaced over 260,000 civilians from 22% of Gaza's territory and severely disrupted aid access. At least 24 NGOs, including NRC, Oxfam, WarChild, ActionAid, CARE and MDM, were adversely affected.³⁵

Complete siege of North Gaza

In North Gaza governorate, the three-months Israeli military offensive and complete siege backed by forced displacement orders disrupted basic services and the humanitarian infrastructure in the isolated area. While systematically denying the entry of lifesaving aid into the besieged zones (see indicator 2 above) and subjecting these to intense bombardment, Israeli forces shut down two partially functioning hospitals, forcibly displaced patients and abducted medical staff, effectively obliterating what was left of the health system in the governorate. The majority of NGOs with operations in northern Gaza, including MedGlobal, Oxfam, CARE and IRC, were forced to suspend interventions in the area.³⁶ Several NGOs reported that their aid workers were subjected to humiliating and degrading treatment while being forcibly displaced from the besieged neighborhoods.³⁷

South of Wadi Gaza, orders from Israeli authorities forced thousands of people into Al Mawasi

Al Mawasi, unilaterally designated by Israeli authorities as "humanitarian" zone, is a flood-prone coastal strip with the harshest winter conditions, inadequate services and extreme overcrowding where families live in makeshift tents often flooded during storms. In fact, the area in Gaza where Israeli forces have told people to go "for their safety" has been hit by at least 97 strikes since May.³⁸ **In the survey, three aid agencies reporting anonymously stated that on at least two occasions their premises in the so-called "humanitarian" zone were damaged by nearby Israeli airstrikes.** Several NGOs, including WeWorld³⁹ and Mercy Corps,⁴⁰ reported that their movements were impeded or denied by Israeli authorities in the Al Mawasi area or so-called "humanitarian" zone.

The humanitarian operational environment is also impeded by restrictions imposed by Israeli authorities on entry of aid workers into the oPt, including into the Gaza Strip



of organisations that require B1 work visas reported they have aid workers, mostly in key management roles, **facing access barriers to the oPt due to Israeli authorities' denial of B1 visas since October 2023.**

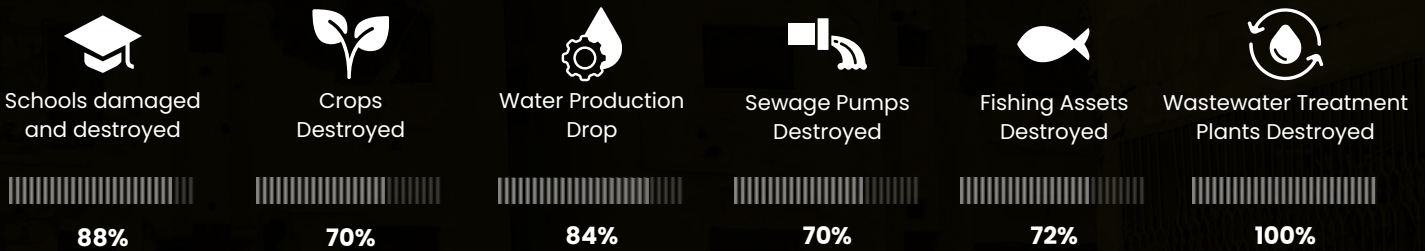
Humanitarian agencies surveyed reported a total of **38 instances in which their aid workers were denied entry, banned, or granted only short tourist visas (less than three months) by Israeli authorities** while attempting to enter the country since October 2023. **67% of NGOs surveyed qualified the rotation process for foreign staff into Gaza, including the restrictions to carry only 2,800 USD, as non-effective and systematically impeding their aid operations.** The remaining **33% qualified the procedure as insufficient to meet the large scale of needs in Gaza.** Since October 2023, Israeli authorities have blocked permits to aid workers holding Palestinian West Bank IDs to enter Gaza, further impeding critically needed humanitarian team rotation.

5 Systematic attacks by Israeli forces on basic services and humanitarian infrastructure and personnel

Israeli forces have systematically attacked essential basic services infrastructure since the ICJ issued its first provisional measures

Since 26 January 2024, WHO reported **at least 261 attacks on the health sector in the Gaza Strip**.⁴¹ Of the 36 main hospitals that used to serve over two million Palestinians, only 18 remain partially functional, with severe limitations on the types of services they can deliver. As of December 2024, **at least 88% of schools, most of which are being used as shelters for displaced persons, have been destroyed or damaged**, with multiple reports of raids in schools by Israeli forces to force displaced people out, including in the so-called “humanitarian” zone.⁴² The Gaza Strip’s capacities of self-sufficiency in food production have also been dismantled, with **72% of fishing assets destroyed**,⁴³ as well as **70% of crops destroyed and livelihood decimated**.⁴⁴ In July, Oxfam found that the destruction of water and electricity infrastructure and restrictions on entry of spare parts and fuel saw water production drop by **84% in Gaza**. **70% of all sewage pumps and 100% of all wastewater treatment plants have also been destroyed by Israeli military attacks**.⁴⁵

DECIMATION OF GAZA STRIP’S BASIC SERVICES

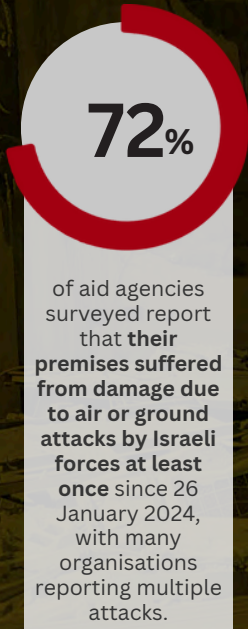


377 aid workers have been killed, and Israeli forces have arbitrarily detained at least 262 health workers since 7 October 2023⁴⁶

Among them, at least 116 UN aid workers have been killed from the ICJ order in January 2024 up until the ceasefire.⁴⁷ The UN reported in March 2024 that this has been the deadliest conflict for its personnel since its establishment.⁴⁸

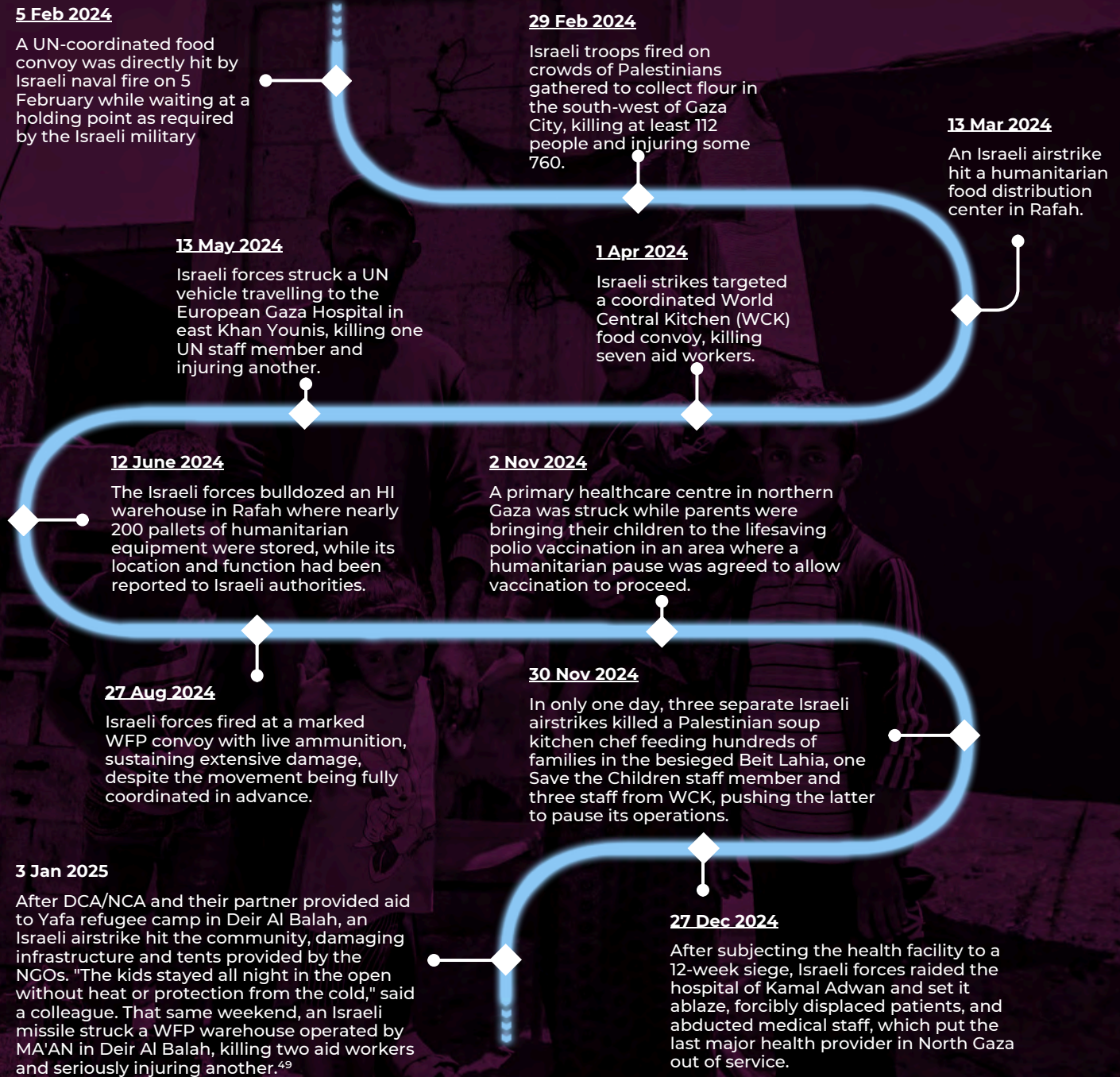
Humanitarian infrastructure and civilians seeking aid have been repeatedly attacked by Israeli forces

Humanity and Inclusion (HI), MDM, War Child, the Gaza Community Mental Health Programme (GCMHP), the Community Training Center and Crisis management (CTCCM), Save Youth Future Society (SYFS) and one agency reporting anonymously all stated that **their offices in Gaza City were heavily damaged or destroyed by Israeli airstrikes or ground raids. 3 PMRS medical centers were completely destroyed by Israeli airstrikes.**



The following non-exhaustive examples highlight the systematic pattern of attacks by Israeli forces on humanitarian operations—despite established notification and coordination mechanisms—and on civilians seeking aid since the ICJ issued its initial provisional measures.

Between 26 January 2024 and 26 January 2025:



DISREGARD FOR OTHER

ICJ PROVISIONAL MEASURES

While this report found that Israeli authorities failed to implement the ICJ's January 2024 measure on humanitarian assistance, subsequent orders issued in March and May 2024 further highlight Israel's non-compliance and the worsening conditions in Gaza.

March 2024

Israel was ordered to ensure unhindered humanitarian assistance, refrain from military actions that obstruct aid, and fully cooperate with the United Nations. The ban on UNRWA operations is a blatant violation of the ICJ's measures and further exacerbates the humanitarian crisis.

May 2024

In May 2024, the ICJ called for Israel to cease and withdraw its military offensive in Rafah and maintain open land crossing points, in particular the Rafah crossing, for aid. Both have been disregarded, with an intensified offensive that has displaced tens of thousands, and the Rafah crossing—one of seven crossings and lifelines in Gaza—remaining completely closed since Israel's ground offensive and complete destruction of Rafah town until the ceasefire. In the survey, Anera and Plan International highlighted the severe disruption of the Egypt corridor and Karm Abu Salem / Kerem Shalom crossing due to the Israeli offensive on Rafah in May 2024, causing their aid shipments originally intended for Rafah to be temporarily halted or yet unable to enter the enclave.

These failures deepen the crisis and reinforce impunity for violations of international law, demanding urgent international action to enforce international law and ICJ directives.

The ICJ also ordered Israel to prevent acts of genocide, including killing, causing serious bodily or mental harm, preventing births within the group, and inflicting conditions of life calculated to destroy the group in whole or in part. Since October 2023, **over 47,161 Palestinians have been killed, 10,000 missing, and more than 111,166 have been injured**.⁵⁰ Research suggests that the actual numbers are likely much higher than those reported by the Ministry of Health in Gaza.⁵¹

The ongoing violence and destruction have devastated civilian infrastructure essential for survival, including hospitals, water wells, wastewater systems, water production facilities, wheat mills, farmlands, electricity networks, and other critical systems. Schools and educational facilities have been damaged, destroyed and if not, used as shelters, denying children access to education. Roads and transportation networks have been destroyed, hindering the movement of goods, aid, and people. Markets and commercial centers have been disrupted, cutting off essential food supplies and economic activity. Communication systems have been damaged, limiting humanitarian coordination and isolating families. The destruction of homes and shelters has left countless families exposed to harsh conditions. Sewage treatment plants and sanitation systems have been rendered inoperable, increasing the risk of disease outbreaks. Fuel storage and distribution facilities have also been targeted, further exacerbating the crisis by depriving the population of electricity, heating, and transport. These combined impacts have created a catastrophic situation, leaving Palestinians in Gaza without the basic means to survive or a future to look forward to.

The deliberate targeting of reproductive health facilities further reflects the intensification of harm. Al-Awda Hospital, the sole provider of cesarean and neonatal care in northern Gaza, has been besieged from October to early January 2025, preventing pregnant women from safely accessing their services and leading to women undergoing caesareans and emergency operations without sterilisation, anaesthesia or painkillers, due to the Israeli authorities blockade on medical supplies. According to UNFPA in October 2024, over 15,000 pregnant women in Gaza were on the verge of famine, with almost 3,000 already living in famine conditions.⁵² Miscarriages have risen by at least 300% since October last year, according to the Palestinian Family Planning and Protection Association.⁵³

Despite the ICJ's directive to prevent incitement to genocide, genocidal rhetoric has remained unchecked by officials. Statements by senior Israeli officials have been widely documented by experts,⁵⁴ with ongoing tracking of such repeated rhetoric highlighting its prevalence and the lack of accountability.⁵⁵

The ICJ also called for the preservation of evidence related to potential unlawful acts, but access to Gaza for forensic specialists, journalists, and investigators remains blocked. The destruction of critical sites such as Shifa Hospital and Nasser Hospital, alongside the desecration of graves,⁵⁶ raises concerns about the deliberate erasure of evidence. Reports from UNESCO⁵⁷ and human rights organizations indicate systematic targeting of Palestinian cultural and historical landmarks, further threatening the preservation of identity.

CALLS TO THE INTERNATIONAL COMMUNITY

Since the ICJ's provisional measures were issued, experts, scholars, and human rights organizations—including Amnesty International and Human Rights Watch—warned about genocide and genocidal acts being committed in Gaza. The recently agreed ceasefire is a vital step to halt the immediate violence and enable humanitarian assistance, but it does not resolve the broader risks or erase past violations.

A critical part of the failure to address the risks of genocide is the ineffectiveness of international assessments and accountability mechanisms, including the U.S. indicators.⁵⁸ Even though the US demands in their October 2024 letter fell far below the minimum needs and humanitarian standards, they were still not met by Israel. This highlights the broader issue of international inaction and potential complicity.

Urgent enforcement of the ICJ's provisional measures remains essential to ensure Israel complies with its legal obligations, allows unhindered humanitarian aid, and addresses the root causes of this crisis. Continued inaction will undoubtedly lead to further violations, endangering lives and eroding respect for international law.

THE TIME FOR ACTION WAS YESTERDAY

Israel's disregard for the ICJ's orders demands immediate action. While the recent ceasefire has allowed for a surge in aid, the suffering and loss of life caused by prolonged denial of assistance remain unaddressed. Immediate and sustained efforts are needed to ensure civilians in Gaza receive the support they need and to prevent a return to the systematic restrictions that have fueled this crisis. Immediate steps must be taken to prevent further suffering of civilians:

Third states must ensure that Israel does not resume the large-scale obstruction of humanitarian aid seen before the truce on January 19, 2024. Failing to hold Israel accountable could risk normalizing impunity for violations of international law globally.

Israel's systematic killings, forced displacement, collective punishment, and other atrocities have exacerbated the humanitarian crisis in Gaza. Human rights organizations and legal experts have identified these as potential genocide and war crimes. The international community must enforce ICJ provisional measures, ensure accountability, and fulfill Third States' obligations under the Genocide Convention to prevent and punish such crimes, while upholding justice and human rights.

Weapons and funds continue to fuel violations of international law and atrocities against Palestinians. Stopping arms transfers is essential for States to meet their obligations under the Genocide Convention and to prevent further violations, protect civilians, and uphold international justice.

Third States must fulfill their obligations under international law, including but not limited to the Genocide Convention, in particular IHL and the legally binding provisional measures of the ICJ. These obligations require immediate action to prevent further violations, ensure accountability, and implement countermeasures to address the ongoing humanitarian crisis and breaches of international law.

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