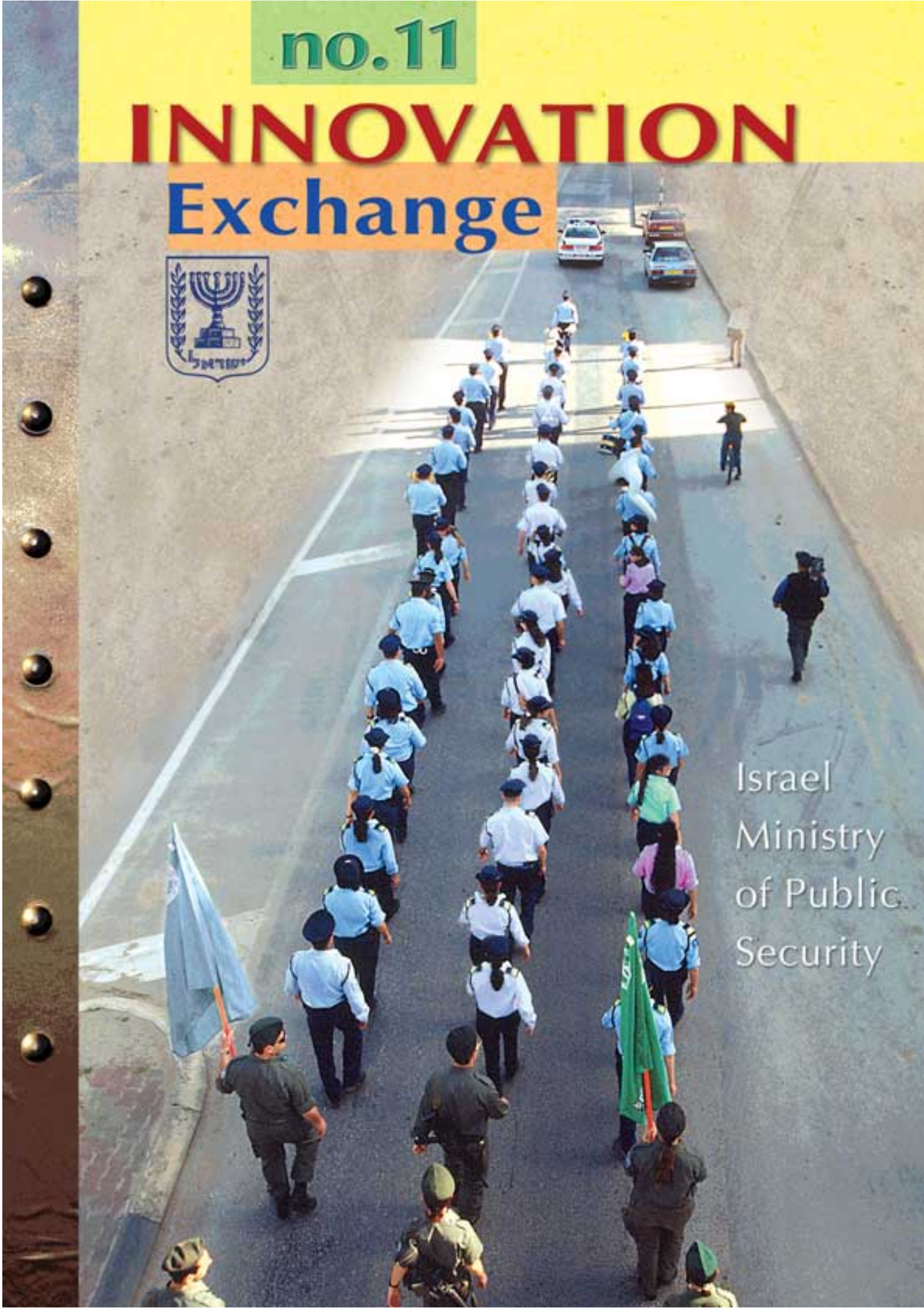


no.11

INNOVATION Exchange



Israel
Ministry
of Public
Security





A publication describing innovations and implementations in law enforcement, crime prevention and corrections

Naomi Shapira – Editor

Nahum Steigman – Translation

Judith Rudman – Copy Editor

Studio Mira Kedar – Graphics

Photography – Spokesman's Office, Israel Prison Service;

– Communications Div., Community & Civil Guard Dept., Israel Police

Printiv Jerusalem – Color Separation, Plates and Printing



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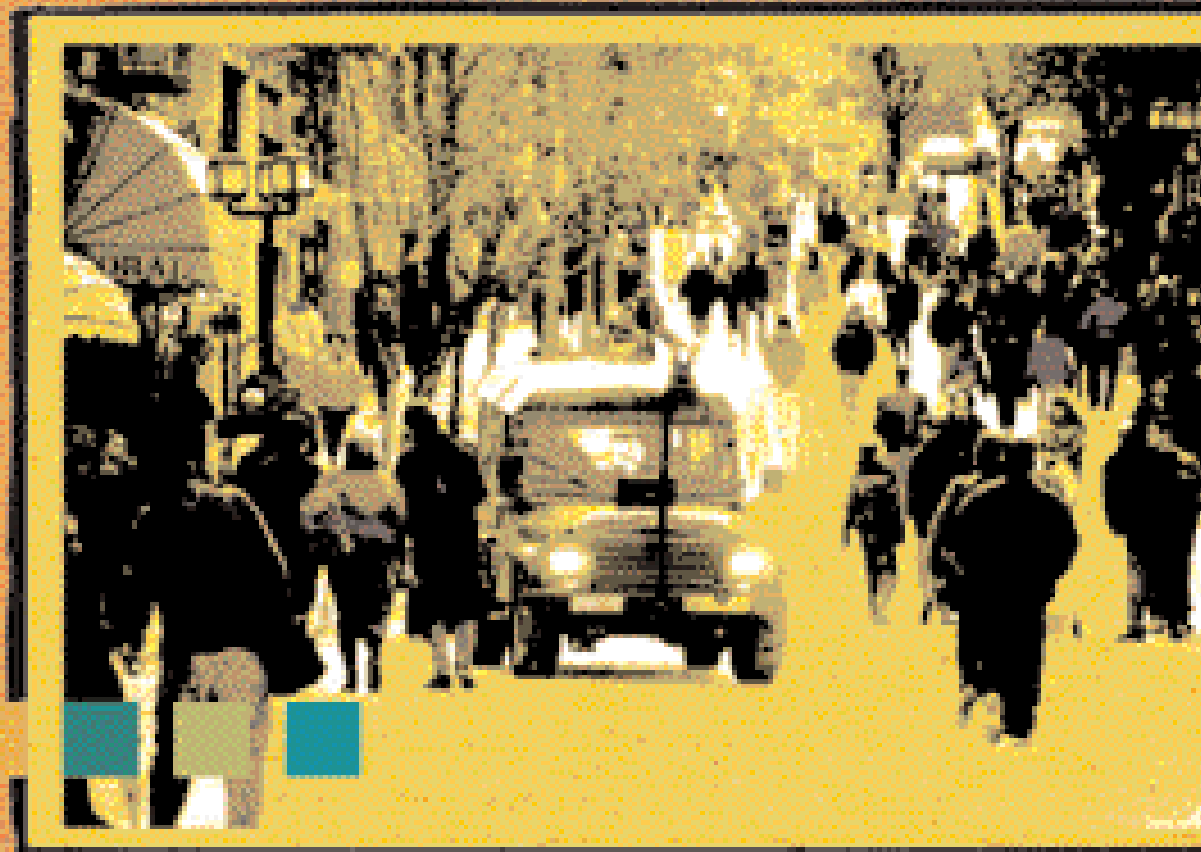
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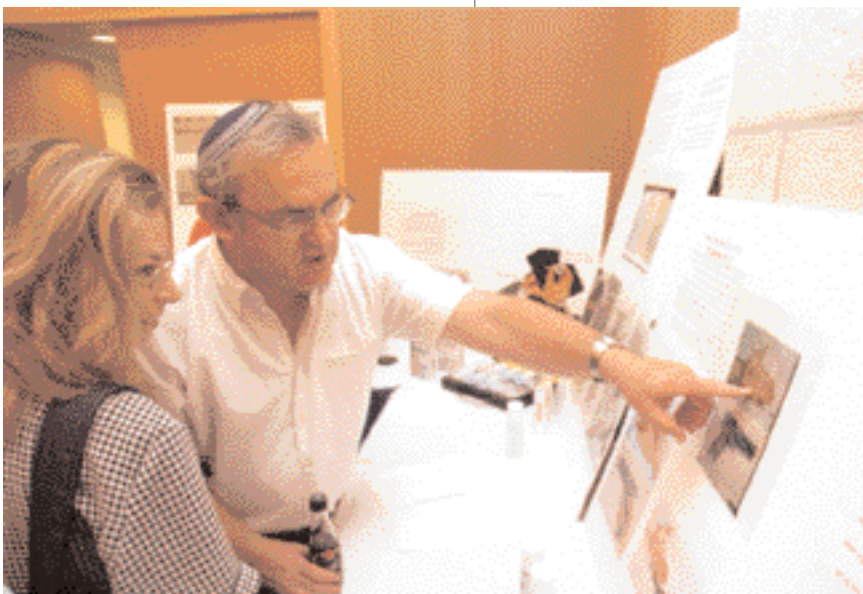
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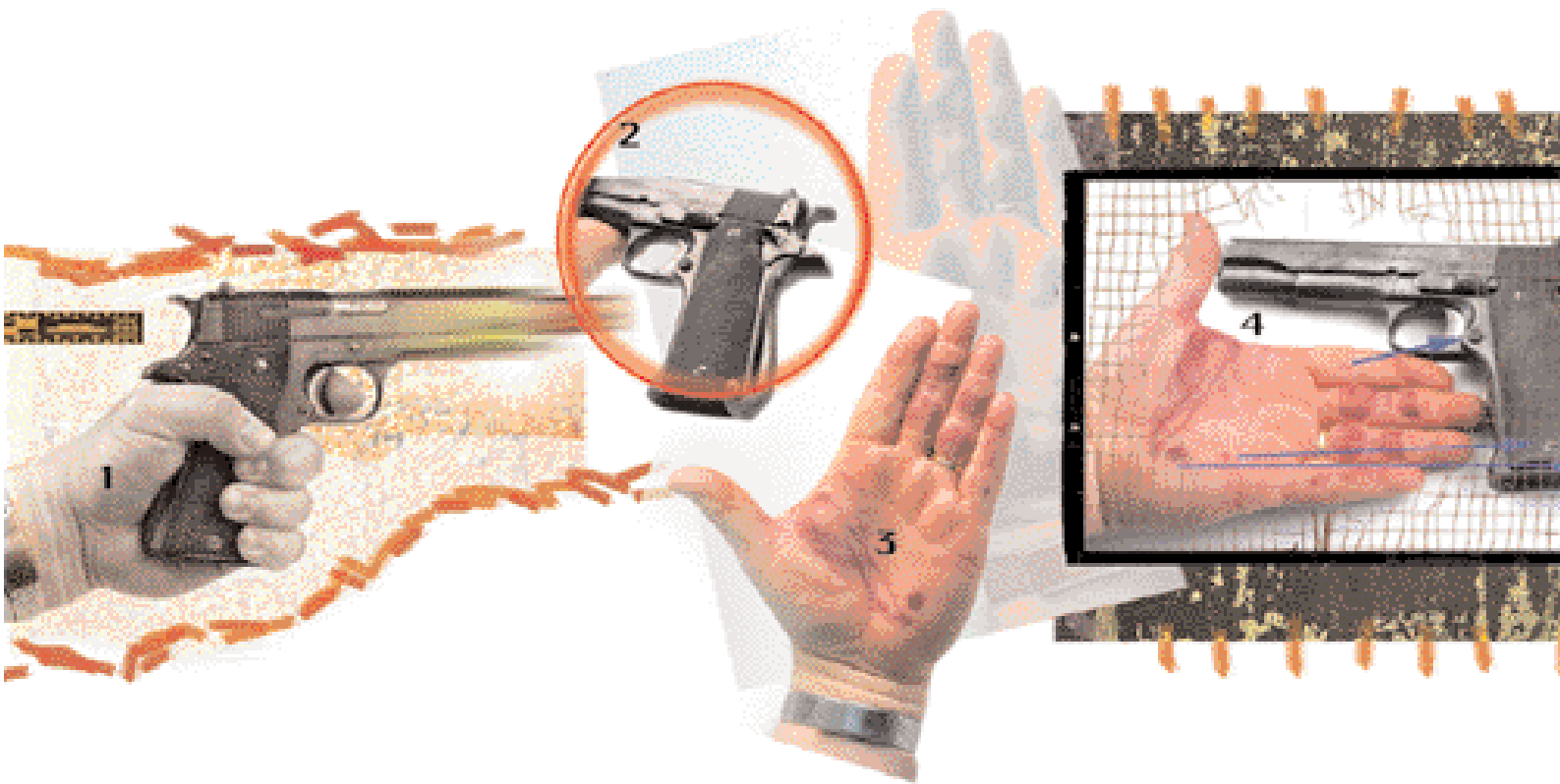
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THE MINISTER OF PUBLIC SECURITY, MR. TZACHI HANEGBI, AWARDED THE MINISTER'S PRIZE FOR RESEARCH AND DEVELOPMENT 2002 TO CHIEF SUPERINTENDENT BARUCH GLATTSTEIN FOR HIS CONTRIBUTION TO THE IMPROVED METHODS FOR SHOOTING DISTANCE ESTIMATION. GLATTSTEIN RECENTLY RETIRED FROM THE DIVISION OF IDENTIFICATION AND FORENSIC SCIENCE (DIFS), ISRAEL POLICE HQ.

The range from which a weapon has been fired is an important component in the reconstruction of firearm-related offences (murder, suicide, accident). The firing distance estimation is based on the examination of the appearance of the bullet entrance hole and the examination of gunshot residue (GSR) patterns around the hole using various techniques. In most of the shooting cases, the victim's clothing is the exhibit to be examined. In many cases, bullets hit the human body directly (e.g., to the head). In other instances, the exhibits may be inanimate objects (cars, walls, doors, windows, etc.)

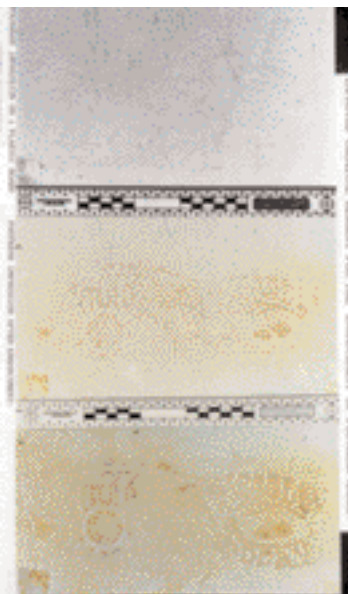
The improved methods, concerning all type of exhibits mentioned above, were published in three articles in the "Journal of Forensic Sciences" and were also presented at two conferences.





The first novel part of the improved method includes the efficient transfer of gunpowder residues from clothing and exhibits that often cannot be brought to the laboratory for examination, such as cars, walls and cadavers. After the transfer, the distribution of the gunpowder particles is chemically visualized. The second novel part of the study was the demonstration of the very important need to add an hydrolysis step for the enhanced visualization of the gunpowder residues. Prior to this study, there were no reported chemical methods for estimating firing range on cadavers or on exhibits that cannot be brought to the laboratory aside from the visual examination of the discharge residue pattern around the bullet entrance hole.

Chief Superintendent Baruch Glattstein, a senior forensic scientist, was instrumental – together with other members of the DIFS – in the development or improvement of the field testing kits shown here.



- E.T.K. (explosives testing kit)
- B.T.K. (bullet hole testing kit)
- Ferroprint (detection of firearm imprints on hands of suspects)
- BPB (a chemical reagent for the enhancement of footwear marks)
- Drugs testing kits (manufactured by "Identa", Israel)
- Improved kit for blood detection.

PUBLIC SECURITY — A NATION'S PERSPECTIVE

SHMUEL HERSHKOVITZ— DIRECTOR-GENERAL,
MINISTRY OF PUBLIC SECURITY

Homeland Security: The Ministry's Concept

The aim of this article is to present a concise review of a number of significant changes which have been implemented or are in the planning stages, within the Ministry of Public Security itself and in the wide-ranging field of public security in Israel, including specific operations of the Ministry to put these changes into practice.

Homeland security is defined as the comprehensive protection provided within a country's boundaries to all individuals, communities, institutions and corporations, private and governmental, against all threats to their ability to exercise their fundamental rights, including their property, cultural and economic rights; and so, too, is the imperative for Israel.

Upon taking office, the current Minister of Public Security, Mr. Tzakhi Hanegbi, conducted a review of the responsibilities coming under his jurisdiction. He then charged his Chief of Staff for Operations to prepare a plan aimed at reinforcing and upgrading the Ministry in order to assume overall charge of all elements essential to homeland security. It had been decided earlier by the government that the Ministry's current authority over the Israel Police and the Israel Prisons Service would be expanded to include the military's Home Front Command, the Magen David Adom emergency medical service (Israel's equivalent to the EMS), and the fire service. These agencies contribute in an extensive manner to homeland security in Israel, while at the same time their contributions are vital to realizing the Ministry's conception of a comprehensive homeland security program. These are, of course, agencies that the Ministry and the Israel Police (IP) have been accustomed to working with all along, in times of both peace and emergency, so that the shift of official authority would cause no significant changes in the chain of command. For example, in major incidents involving forces from these agencies, overall field command and control responsibility is already in the hands of the regional police commander of the district in which the incident occurs.



The Future Structure of the Ministry

Once these three additional agencies have come formally under the jurisdiction of the Ministry of Public Security, a new National Security Authority will be established. This comes at the direct order of the Prime Minister, who so decided once he was convinced of the problems caused by the current fragmentation of governmental responsibility in this area. He saw the clear need to bring into a single authority the planning and fieldwork functions of all the agencies and bodies operating in the security arena, to establish an authority that can handle and manage 'the big picture', determine national policy, engage in comprehensive long-term planning, plan and coordinate all the facets of homeland security, draw up operational policies and procedures, issue regulations, identify technological needs, supervise, coordinate and ensure that things get done. In other words, the agency will act as an across-the-board director/regulator for homeland security, across all sectors, public and private, as

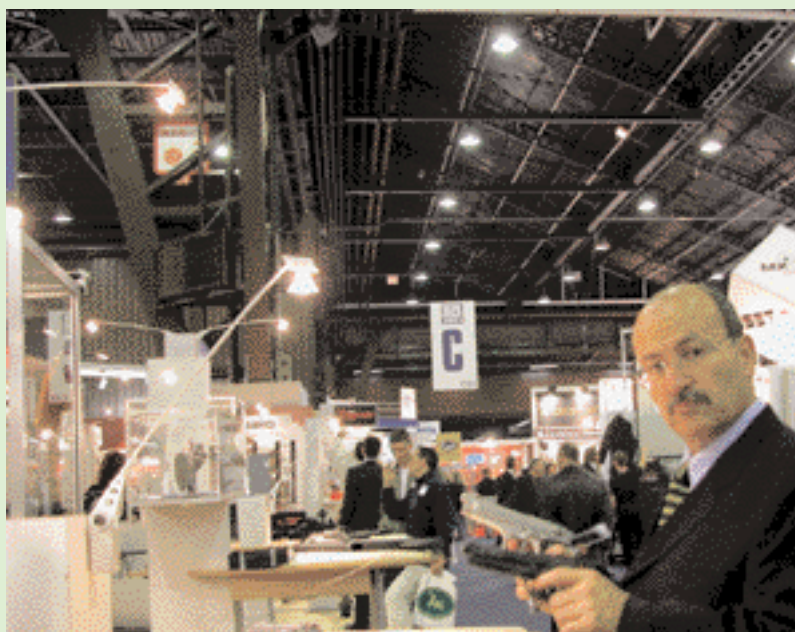
well as across governmental ministries.

A second new body to be established within the Ministry is the Construction Supervision and Enforcement Authority. Its charge will be to enforce laws and regulations governing planning and construction in open spaces and sparsely populated areas; the new body will combine under one official roof the Ministry of the Environment's Green Police (responsible for enforcement of environmental standards) and the monitoring units of the Israel Lands Administration and the Ministry of the Interior. The effect will be to unify the implementation of national policy in this realm and to multiply enforcement troops, thus putting a rapid end to illegal construction and other planning and construction offenses.

One beneficial effect of this restructuring in the Ministry of Public Security will be the transfer of some of the IP's administrative duties to the new bodies, thus freeing IP resources to be invested in the IP's main mission – crime-fighting.

The IP's Security Department

Through its Security Department, the IP already provides guidance and instruction to the security units of public agencies and organizations with high protection requirements, among them government ministries, air and seaports, the national waterworks, power plants, communications and rail networks, cellular telephone companies, petroleum infrastructure industries and oil refineries. The Security Department also lays down security conditions for businesses requiring IP security approval under the Business Licensing Law. All told, the IP has indirect responsibility for numerous



security directors and thousands of premises requiring protection.

In today's security climate, it turns out that, in selecting their targets for attack, terrorists "do not follow current security gradings", so that to forestall and vitiate the terrorist threat a change of methodology is needed and also a central national agency. In consultation with the Ministry of Public Security, the Prime Minister has decided to entrust the development of the new approach to the National Security Authority (NSA), which is to take charge of all security operations not currently handled by the existing national security agencies – the General Security Service (Shabak), the Mossad, and the Israel Defense Force (IDF).

The main police stations of each police District and Sub-District now has a Security Officer, whose responsibility it is to provide expert advice and instruction on security methods, equipment and operations to all bodies and organizations requiring assistance, to make visits, and to exercise general security supervision. The IP also carries out regular spot-checks and training exercises to

promote public awareness. This is work that is demanding more and more attention and more and more resources, both human and capital. Although steadily accumulated experience has brought about a marked improvement in recent years in the securing of public places, the most significant upgrading will come with the imminent establishment of the NSA, as soon as the team headed by the director of the Counter-Terrorism HQ has completed its examination of the necessary arrangements.

The Legal Foundations

Among the many laws currently providing the legal basis for security operations are the following:

1. **The Regulation of Security in Public Bodies Law** sets out the security procedures to be followed by the public bodies and institutions falling under the Law's authority, including their obligation to appoint a Director of Security and security guards.
2. **The Private Investigators and Security Guards Law** regulates the licensing of security firms and guards (in certain categories of places).



3. The Powers of Search during Periods of Emergency Law (Temporary Order) grants search and seizure powers — on a person, vehicle or ship — at a limited category of sites, to members of a defined group of occupations (e.g., security guards, soldiers). Further, the law enables the Minister of Public Security to extend authority to specific supervisors to grant these search and seizure powers to others. This law thus authorizes security officers and guards protecting educational institutions, public transportation, hotels, malls, ports, etc.

4. The Business Licensing Law requires licensing of businesses, and allows licensing to be made conditional upon meeting security regulations.

5. The Local Authorities (Regulating Guarding) Law enables local government in a specified list of communities necessitating intensive security to require residents to perform community guard duty and grants authorized civilians serving on such duty the powers to identify, stop, search and detain suspicious individuals. The criteria for this authorization are currently under review, before being

finalized by the Minister of Public Security.

Standards and Training for Security Services

At the time of writing, the organizations receiving security advice and instruction from the IP employ altogether some 14,000 security guards via approximately 380 private security services companies. Fifty-nine companies are engaged in supplying school security guards, all of whom take their training from four IP-approved and supervised firms. All these guards and companies require clear standards under which to operate, and it will be one of the tasks of the future NSA to draw up these operating standards, plus minimum training requirements and qualifications for the jobs of Security Officer and Director of Security.

It is my opinion that the job of a Security Officer has to become a regulated profession like any other (a situation that is far from being met at present and one requiring improvement across the board), a profession requiring training in a recognized school, working according to a systematic curricula, including regular training exercises, and

Ministry (in the future — NSA) supervision and control.

An additional important provider of guarding and security patrols is Israel's Civil Guard, a civilian volunteer force working in conjunction with the Israel Police, now numbering some 75,000 volunteers, of whom 45,000 are actively engaged in neighborhood patrol duties. Of these 45,000, some 8,000 are uniformed in the Border Guard (they are known in Hebrew as the *Matmid*), performing operational and combat duties out of 65 Border Guard bases all over the country. A significant number of civilian security officers and guards also serve in the Civil Guard or the *Matmid* force.

Other significant contributions of the Civil Guard to homeland security are from its special units and projects — the stand-by security units for manufacturing plants, commercial premises, industrial parks, and the like; the stand-by security units for schools and other educational institutions; the introduction of 11th and 12th graders into volunteer security tasks; its jeep, horse and dog units, etc. A Civil Guard project deserving to be singled out is the establishment of special Civil Guard security units within large-scale state and governmental enterprises, such as the water and electricity supply networks.

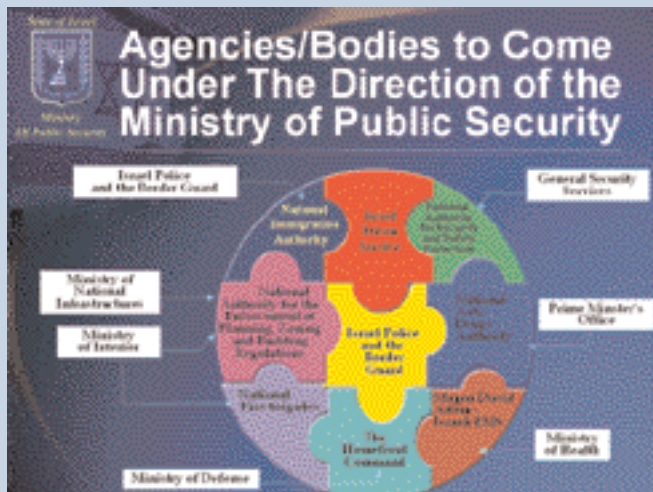
In my opinion, in spite of the undeniable importance of the above-mentioned volunteers, a senior Security Officer cannot work on a voluntary basis. His responsibilities require him to be on call and available day and night, seven days a week, twenty-four hours a day. This level of commitment is incompatible with unpaid work.



Suicide Terrorists

It is still beyond our power to compose the 'profile' or 'portrait' of a suicide bomber or suicide terrorist. They adapt themselves to the terrain, mingle in with the local population or local illegal residents, study their target in advance, and even adopt disguises (as soldiers or the ultra-Orthodox). They come in all shapes and forms, young and old, men and women (including married women), and are of all types and characters. Using people prepared to commit suicide is the simplest method of terrorist attack, because of its very ability to mold itself to the target location and meld into a crowd of victims.

All elements of Israel's security apparatus (IDF, Shabak, IP) are constantly seeking ways to cut down the effectiveness of suicide terrorists and have recently achieved a remarkable level of success. Now a separation fence is being erected – combining a physical barrier, equipped with sophisticated technological devices, with security operations of the IDF, the Border Guard and the IP – and once complete, it will have an immediate and dramatic effect on the number of suicide attacks. Already, in those areas where the fence is fully operational the number of suicide attacks has dramatically declined. Another vital contribution is provided by IDF and Shabak operations in the civilian centers despatching the terrorists, such as in Nablus, Ramallah, Jenin, and elsewhere. It is very clear that the most successful approach to combating the suicide bomber is one that combines operations by all types of security personnel with sophistication and creativity of thought and equipment.



Another example of a shift in approach to countering suicide bombers is the government's decision of February 2004 to expand the security on public transportation against the bombers and to approve the acceptance of a NIS 30 million (\$ 6,600,000) contribution from the Friendship Fund to enable the purchase of new protective devices, such as magnetometers and baggage screening technology to be used by security personnel, and for installing devices preventing the entry into buses through the rear doors. The Israeli government approved this plan having been convinced that the security strategy adopted by shopping malls and large department stores – using explosives detectors to examine every person entering – had proved itself more effective than the strategy in use for protecting the public transportation.

Conclusion

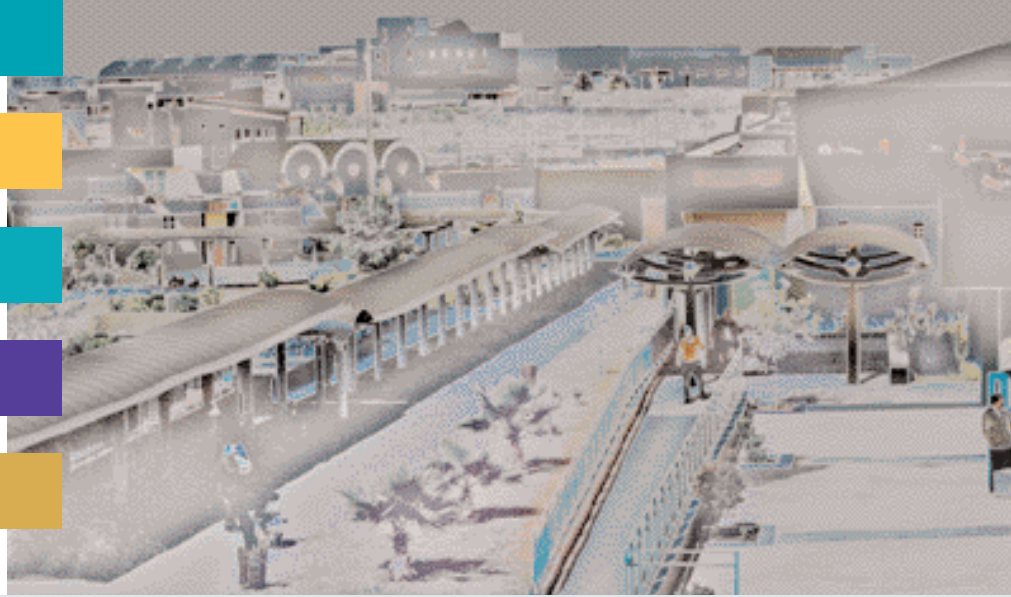
The IP is now at peak readiness for dealing with a mega-terrorist attack, not excluding an attack by chemical or other non-conventional means. Just as, in the nature of things, police officers will always be the first to arrive at the site of a mass-casualty disaster, so the IP will always be the agency to take overall command of the response to a disaster, collaborating smoothly with other emergency and search & rescue forces. It is similarly ready to receive reinforcement from (and take command of) regular IDF forces and equipment, such as military search & rescue units, soldiers brought in to help with evacuation, helicopters, bulldozers and cranes. Joint exercises between the police and the military have made sure that the transfer of command from one to the other proceeds without a hitch.

In the case of an exceptionally large-scale incident (in terms of casualties and material destruction), command and control will only be passed to the IDF's Home Front Command if IP commanders request this and government ministers take a special decision to agree to such a transfer of command.

By implementing this new concept of Public Security and integrating these bodies within the authority of our Ministry, it is my hope and belief that the level, the operational accomplishments, and the sense of public security will improve appreciably.

This article is based on an interview by **MuGun:**
The Magazine for Defense, Security and Investigations





PRIVATIZING ISRAELI PRISONS

MAJOR-GENERAL HERZEL IOSUB (RET.) – MAIKA HOLDING LTD.
AND ADVISOR TO THE MINISTRY OF PUBLIC SECURITY

Israel suffers from a perennial shortage of prison space, and current plans for building new prisons and remand centers are so far from meeting our needs that the shortage is expected to get considerably worse. This is a state of affairs that makes it both impossible for the prison authorities to respect prisoners' basic rights and difficult to enforce the law in the execution of their duty. It has also pushed the authorities to think of alternatives to imprisonment, such as electronic monitoring and expanding the use of community service sentencing. But none of these alternatives can entirely eliminate the need for extra cell space.

A survey of developments around the world in the sphere of prison construction and management brought to light that both spheres of activity were more and more being transferred to the private sector, states being unable or unwilling to increase their level of public spending. The pros and cons of privatization – whether it should be done at all, in what form and to what extent – are not simply economic matters. They open up fundamental cultural and moral issues.

Nor do the research studies on the subject point to a significant and unambiguous financial saving in every state and in every instance of privatization. The anticipated savings vary from country to country and is mainly to be attributed to differences in wage levels between prison service employees and private employees – this being the major expenditure of running the prison – and, to some extent, to the greater possibilities for initiating efficiencies in the private sector. Likewise, the private sector can be more innovative, apply a wider range of concepts of building and operating facilities, as well as to maximally exploit existing technologies. In other respects, such as the recidivism rate, the improvement of prisoner welfare, the creation of more prison workplaces, there are no studies sound enough to point to changes either for the better or the worse.

What do the researchers agree on? On the fact that the private sector builds prisons faster and that privatization catalyzes the public prison

system to make itself more efficient. The result of the latter effect is to narrow the financial efficiency gap between the two sectors, that is the gap between the cost to the state of sending a prisoner to a public or to a private prison.

Privatization can be accomplished in a number of ways, from the partial privatization (outsourcing) of certain services to a complete transfer of ownership. Many states, especially in the West, began to privatize according to one model or another many years ago. The USA, the UK, France, Australia, New Zealand and others have by now 10-20 years experience in this field. The French model privatizes logistical and welfare jobs and services while leaving security and prison management in the hands of the state (i.e., an outsourcing model). The British and the Americans have gone the way of complete privatization, with varying

degrees of public supervision and control of the private managers.

In Israel, the Ministry of Public Security and the Israel Prison Service (IPS) have been exploring the issue for several years, gathering reports and evaluations from around the world and holding local seminars, to which the world's experts were invited to share their experience and judgement with Israeli policy-makers. The conclusion finally reached is that there is no choice but to go down the privatization road. The severe shortage of cell places, the bad conditions in a large number of facilities, and the severe budgetary difficulties make no other decision tenable.

The Israeli Privatization Model

After the Ministry of Public Security and the IPS had reviewed a number of privatization models for Israel, taking into account the constraints imposed by existing

legislation and the urgent need for additional cell space, the first decision was for the mixed French model, which would have left command and control of security in the hands of the IPS and outsourced to the concessionaire all other activities and services – care and rehabilitation, logistics, maintenance and guard duties. The concessionaire would also have built the new facilities. Without doubt, this would have been a complex model to operate, given the need to arrive at collaborative management and administration arrangements, to define the performance standards expected from the entrepreneur without any mechanism to ensure that they are met, and to divide authority and responsibility between the IPS and the private operator, especially in security matters.

In order to implement the policy-makers' decision a Central Tenders Committee was appointed, headed by a





representative of the Ministry of Finance's Comptroller-General and including representatives from the Ministry of Public Security, the IPS and the Ministry of Finance Budgets Division. With the input of outside advisors the Committee began to devise an operational plan, to draw up a P.Q. (pre-qualifier requirements document) to screen the companies who would be permitted to submit tenders, and to formulate the actual call for tenders. In the course of their work, Committee members visited privatized prisons in France, Scotland and England, from which they received the clear impression that both management and financial considerations made the full privatization model under state control preferable. From what they were shown, it stood a much better chance of succeeding, both in terms of protecting prisoners' rights and in saving public money.

In light of these conclusions, it has been decided to recommend a modification of the original facilities construction plan and to begin planning the building of a private facility on the British model, that is the facility will be constructed and operated entirely by the selected entrepreneur, with the state exercising oversight through its own team of appointees. This oversight will be continuous and daily, its aim being to ensure that the new prison fulfils all the terms of the concession granted the entrepreneur under the contract with him and that the prisoners' rights suffer no impairment. The state will also retain a number of powers in its own hands, primarily the punishment of prisoners for disciplinary infractions.

The latest plan, to include a fully privatized 800-place prison constructed and operated on the terms set out above has now been given approval by the Minister of Public Security and the IPS Commissioner, while the Attorney-General has agreed to begin the process of preparing the necessary legislative amendments for the operation of a completely privatized prison under IPS supervision, passed by the Knesset (Parliament).

The key principles of the plan, which requires the complete protection of the prisoners' rights, are:

- A detailed contract will be drawn up, clearly worded in terms of results and outputs (not in terms of processes and inputs), and setting out precise and quantifiable minimum performance standards.
- Required operating procedures will be laid down and monetary fines specified for non-compliance.
- Supervision mechanisms and success indicators will be defined in advance.
- Criteria will be set determining which prisoners can be sent to the private facility, and the current prison population will be carefully classified for this purpose.
- Performance indicators will include safety and quality-of-service factors.
- Prisoners' legal rights will be fully protected, as will the interests of the public.
- The private operator will be required to draw up a care plan for prisoners, including employment and educational activities, and implementation of the plan will be strictly enforced.
- The Committee will be regularly reconvened to identify problems and draw lessons.
- Non-performance criteria shall be set out in advance for when a concessionaire must be replaced and these criteria shall be inserted into his contract.

At the time of writing, the Committee is in the process of drawing up the first call for tenders while the Attorney-General is conducting the necessary legislative program. The first tender is expected to be published by the end of 2003, and the first private prison is expected to open its doors to its first intake towards the end of 2006.



TERRORISM AND CRIME

COMMANDER DR. PINHAS YEHEZKEALLY -
NATIONAL SECURITY COLLEGE, ISRAEL

The subject of this article is the relationship of terrorism to crime, concentrating on the form this relationship has taken in modern Israel. Shabtai Shavit, a former head of Israel's intelligence agency, the Mossad, insisted that terrorism and crime each made use of the other to advance its own interests. But it would be equally as logical to argue that terrorism is a form of crime, namely, political crime. The results of terrorism – the murder and maiming of civilians, the destruction of property, and suchlike – are defined in law as crimes and the committing of criminal acts is part of terrorist ideology.

The interdependence of terrorism and crime first entered the world's vocabulary in the 1980s, with the coining of the term *narco-terrorism*, that is, terrorism financed by trading in illegal drugs. There are many examples: Chinese nationalist organizations trafficked drugs in Burma to support their war against the communists; the IRA in Ireland makes extensive use of extortion and drug trafficking (the drugs bought from the Colombian cartel); and, likewise, the Basque ETA and the Nicaraguan guerillas. Non-political drug traffickers paid the Contra rebels in Nicaragua for the use of their airfields. In Afghanistan, the mujaheddin smuggled heroin to buy arms for their war against the Russians, and then against the Taliban. And they are still doing so, but now it is to sustain their own internecine warfare. The examples of inter-ethnic struggles financed by drug trafficking are too numerous to mention.

This combination of terror organizations, drug traffickers and drug trafficking is only the most prominent facet of the terrorism-crime alliance: terrorists also make wide use of extortion and protection rackets, money laundering, and trafficking in women for the sex trade, among other criminal activities. It is estimated today that the international drugs trade accounts for about 2% of the global

economy, some \$800 billion annually, and the economies of states such as Colombia, Peru, Bolivia, Russia, Italy, Mexico and Afghanistan have profited hugely from the trade. The collapse of the Soviet Union gave an enormous boost to the arms-drugs relationship by simultaneously removing a force controlling drug production and trafficking, while making vast stockpiles of weaponry redundant and leaving new-born states desperate for income.

For decades the United States has consistently failed to cut back drug production around the world. It has paid out vast sums to the growers to stop growing; prominent barons of the industry have been arrested or killed; fields have been sprayed; in Panama it even came to full-scale military invasion. Nothing helped and for two reasons. One, the producers and traffickers met every campaign against them with flexibility of response and rapid adaptability. For instance, they found no difficulty in abandoning the trade in marijuana for the much more profitable and easily transportable cocaine and heroin. Two, the demand for the product never fell. When supply was restricted for any reason and the price on the street rose, so the levels of street and property crime rose accordingly to finance the users' need. This failure to deter the drug trade has proved, indirectly, also a failure to strangle terrorism's oxygen supply.

The partnership of terrorist organizations and organized crime (formally termed 'Trans-





national Criminal Organization') is nothing less than the globalization of organized crime and its link-up with international terrorism, having the aim of threatening the security of states and their economic systems.

A former chairman of the Knesset (Israel's Parliament) Foreign Affairs and Security Committee, Dan Meridor, has argued that this globalized era of open frontiers has made things much easier for terrorists. The same could be said with respect to organized crime. The expansion of international trade and trade routes, the rapidity of modern communications, ease of movement between states and across frontiers, the equal ease with which money can be laundered, all these have created ideal conditions for the propagation of both crime and terror. And, to cap it all, the risk attached has fallen dramatically: the Internet, public call-boxes and fax services, informal banking networks, all are so easily available and work so fast and flexibly that, in fact, international terrorism and crime is today a risk-free business.

Whole states are directly and actively involved in this unholy international alliance between terrorism and crime. The examples are well known. In Panama in the 1980s, its dictator Noriega waged personal terror campaigns against his opponents at home, at the same time that he conducted profitable international campaigns of drug trafficking and money laundering. In December 1989 he actually declared war on the United States, which finally provoked the Americans to armed invasion. He was arrested, shipped to the United States for trial and is now serving a forty-year sentence in Florida. Two more contemporary examples are the classic terror states of Afghanistan and Colombia, the globe's two largest heroin exporters. The national economy of both is based on the production and trade in drugs and both have received, and continue to receive, huge American subsidies to stop the practice. Another example is Peru, large areas of which are controlled by the Shining Path guerilla organization, one more organization whose activities in

crime and terror are hardly distinguishable. In our own region, Syria's and Lebanon's long-term policies have led to the imposition of international sanctions and their inclusion on the list of states known to support international terrorism and drug trading. True, in 1997 the ever-hopeful Americans made the political gesture of taking them off the list but the gesture did nothing to alter what was occurring on the ground.

We Israelis have, since October 2000, been given the most concrete lesson imaginable in international crime-terrorism politics by our closest neighbor, the Palestinian Authority. 1997 was a record year for car theft. During that year no less than 45,980 Israeli civilian vehicles were stolen and driven to 'chop shops' in Palestinian controlled territory. This was not only a national but also an international record, the highest proportion of a nation's vehicle fleet to have ever been stolen in one calendar year. The monetary damage to the Israeli economy was put at two billion dollars — as a proportion of its gross national product also a world record. And almost every car thief came from over the Israel-Palestinian border, with 90% of the stolen vehicles ending up there. The Israel Police, pursuing a hopeless campaign against the 'epidemic' were astounded to discover that the stolen vehicles were passing Israeli army border checkpoints with ease, for even when the soldiers knew a vehicle was stolen they followed their orders to let it through, since their commanders had decided they had enough to do maintaining security: 'mere' criminality was not their business.

More than one commentator protested at the time that this was a dangerously false



distinction. Dan Shifan in his 1999 book, *The Imperative of Separation*, insisted that Palestinian criminal activity was a threat to Israel's security and quoted in support an article by Ze'ev Schiff, military correspondent for the *Ha'Aretz* daily newspaper (21 August 1998): "The Palestinian car thieves are demonstrating that even the weaker side is capable of sending out scores of trained units in a single night and causing severe, sometimes irreversible, losses. Instead of vehicles these losses could easily be inflicted on other targets, including human ones. The car thieves would provide the best possible guides for other more lethal units". Three years later this prophecy came true to a significant extent.

Reality has given every Israeli the most convincing lesson in how artificial and self-deceiving it is to try and separate crime and terror, and how high has been the price of this systematic neglect of cross-border criminality. Came the day and it was from this criminal infrastructure that the Palestinian terrorist units sprang. Large amounts of weaponry had been stolen from the Israel Defense Forces (IDF) and private homes, and then cached in the PA controlled areas to await orders. Weapons for the Palestinian Authority and wanted terrorists both took the routes used to smuggle drugs and

women for the sex trade. Stolen cars were packed with explosives and sent back to Israel to kill or to transport terrorist units; others served the private uses of the terrorists' operators and other Palestinian security personnel. In a short time, cells of thieves became assassination cells, their experience in evading police observation serving them well in their new business. The outstanding illustration of this trend came in November 2001, when for two days the Israel Police hunted one ex-car thief through the roads and orchards of the Ramat Hasharon district. Mahmoud Abu-Jamussi had been one of the most skilled of car thieves and prison escapees, having several times escaped from Israeli jails and having 38 counts of property and car-theft, burglary, and illegal entry pending against him. Like many of his colleagues, he then changed career from car-thief to deadly terrorist. Amongst his operations was the attempt, with others, to kill a senior Israeli naval officer by planting a bomb in his house.

Abu-Jamussi was far from the only one to switch careers in order to join in the war by terrorism. Numerous thieves, robbers, and drug traffickers took advantage of the situation, put on the mantle of nationalism, and killed and bombed in order to clear their name and record – with the

Palestinian authorities, that is.

Colonel Yitzhak Gershon, commanding Israel's Judea and Samaria Division, has recently revealed that the army now treats terrorists and criminals alike, having become convinced that the two fields of activity are in fact one. This new policy of reining in Palestinian criminal elements has had the additional benefit of helping sustain Palestinian civil society's resilience and morale. "This is a dramatic change in the IDF's behavior as compared to before the terrorist war," says Gershon. "Then, there was no way to persuade the army to stop stolen vehicles passing their checkpoints".

The relationship of terror groups to the criminal world is not one of fundamental identity, but rather of need and expedience. The terrorists' logistic and combat requirements simply could not be met without the criminals' skills in document forging, break-ins, bomb-making, and so on.

The late General Rehavam Ze'evi claimed, and with a large measure of justice, that the relationship in Palestine-Israel was also the classic one, whereby terrorism uses crime to finance its operations. Surprisingly, the example he used was from the early history of the Jews' battle for independence in the days of the British Mandate over Palestine (1917-47): whereas the Palmach (a crack guerilla unit maintained by the Jews' unofficial military force, the Haganah) was never short of operational funds, having all the resources of the economically dominant Jewish Labor movement behind it, the Etzel (the counterpart group raised by the political, and relatively impoverished, right-wing) had to resort to robbing banks. Its poverty in fact drove



it to six bank robberies between 1937 and 1941. Then, when Avraham Stern split from Etzel, he proposed to his new group that they too finance themselves by the same method. Between December 1940 and January 1943 the Sternists carried out five successful and attempted bank robberies, the last one disastrously botched: two Jewish passers-by were killed by mistake and two Sternists caught by the British, who then stepped up their efforts against the group until they had dismantled it entirely. With the Stern group finished, Etzel then issued an announcement dissociating itself from all the Sternists' acts of robbery and murder. But several sources confirm that Etzel did indeed engage in 'confiscating' gold "that otherwise might have found its way into the hands of Arab gangs" or the hands of what Etzel termed "the rival Jewish establishment".

The criminologist, Prof. Menachem Amir, argues that this association with criminality can in fact do terrorists considerable harm, especially when the criminality comes to dominate operations and is perpetrated

against the terrorists' own public. The Palestinian terrorists are fortunate in that the bulk of their criminal activity is directed against Israelis and so enjoys the Palestinian population's approval, but most other terrorist groups plunder the very population they live among, and so undermine their very legitimacy. The Sternists' associations with criminality in the end lost them the trust and sympathy of the Jews of Palestine. In the week following the botched bank robbery the *Hamashkif* newspaper wrote that the group's activities were nothing but "despicable criminality, the like of which even in these terrible times, when human life is set at nought, arouses disgust in the heart of every Jew. It is simply criminality, its disregard for human life making it worse than all the crimes which the Jewish population has become inured to in recent years". The article continued: "public life requires a profound reassessment and the eradication of this evil by the root". On top of this, the Sternists' venture into criminality only served to arouse British military intelligence and to

persuade it that the new group had to be broken up and its leading lights put behind bars.

It can also happen that terror, rather than forging a partnership with crime, develops out of crime. A good example is the phenomenon of the fedayeen, the name given to the cross-border terrorist infiltrators after Israel's victory in the 1948 War of Independence. Palestinian Arab refugees from the war slipped back to their homes to recover abandoned property or to make money by stealing from Jewish settlements. The phenomenon expanded until the early 1950s, when it had become a regular means of terrorist warfare, doing such damage that to reduce or halt it was one of the reasons Israel went to full-scale war in 1956. A second example is the PACARD organization in South Africa. Founded as a vigilante crime-fighting network, in particular to fight drug pushers, it turned to taking a cut in drug deals and from there to fundamentalist Islamic terrorism financed by Osama Bin Laden. There are also instances of crime organizations taking the decision to fund

terrorist movements. The Turkish crime syndicate in The Netherlands funded violent right-wing groups protesting against the established government in Turkey; Jamaican crime syndicates in the United States repatriated some of their profits to fund political terrorism back home in Jamaica.

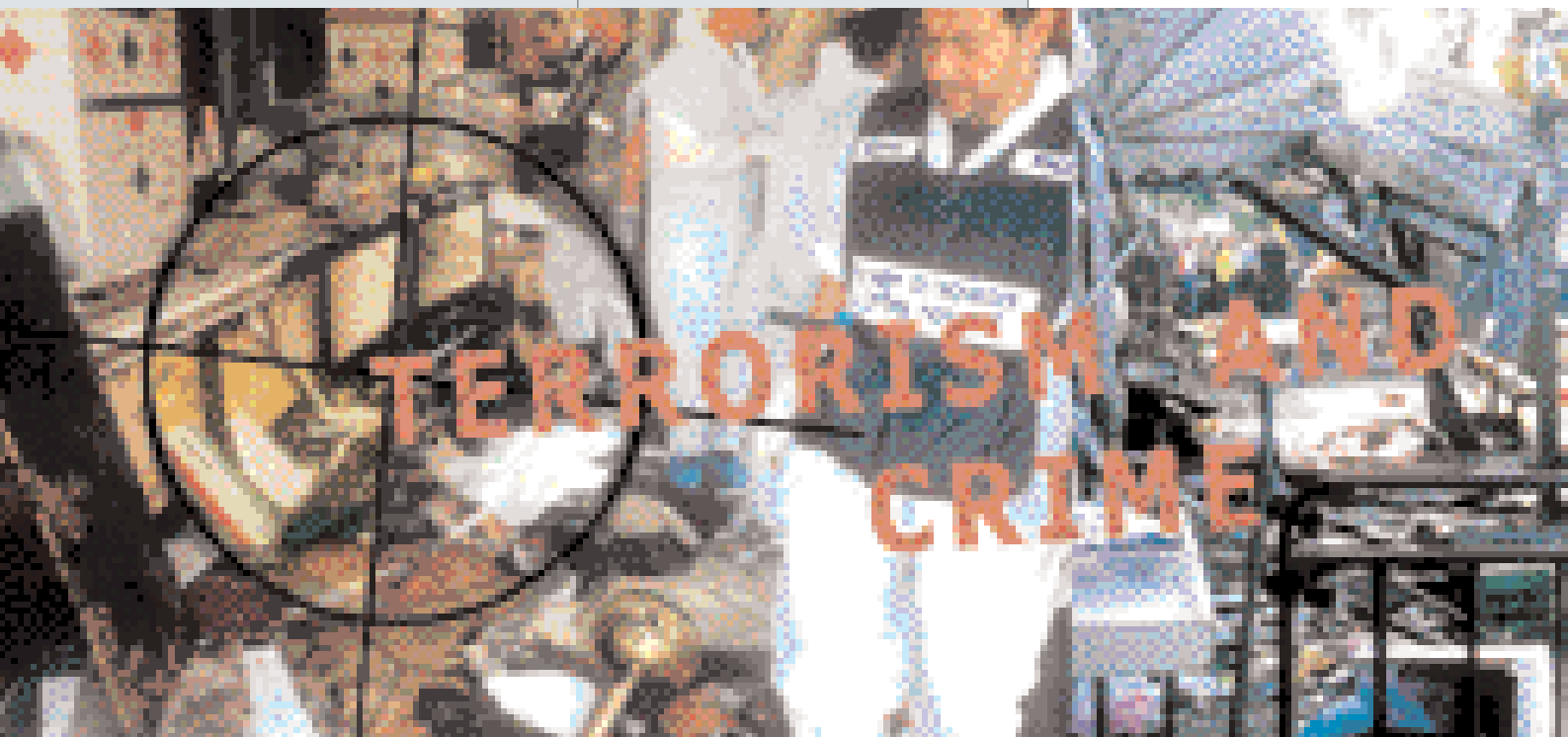
Given this close alliance between terrorism and crime, it follows as the night the day that crime fighting has to join forces with terrorism fighting. Former Mossad head, Shabtai Shavit, confirms that international intelligence agencies dealing with terrorism problems are turning more and more to the fields of international crime, such as drug trafficking and money laundering, to find the information they need. If in the United States, for example, crime fighting used to be the exclusive preserve of the FBI, now the CIA is also actively involved. This shift began in the late 20th century when many nation-states, abandoning their confrontational posturing against other states, found they no longer needed an international intelligence-gathering arm. The Netherlands again furnishes an example: it simply closed up its international

intelligence agency. In other states, intelligence agencies realized that the only way to survive was to change enemies and so switched focus to organized crime. The September 11 attacks on the United States in 2001 accelerated the trend but even after this shock the overlapping of global terror and global crime was not evident. The first American strategy formulated to take account of the September 11 attacks makes almost no mention of it. Instead budgets were simply switched from fighting organized crime to fighting organized terror. In the war on international drug trafficking, for instance, the Coast Guard's efforts to interdict drug shipments was severely curtailed. Today, the picture has changed again: the trend is now clear that the two battles are seen as one war. The order of the day is to balance, coordinate and unify the agencies fighting each target. In this comprehensiveness of vision, the Russians are well ahead. The First Deputy to the Russian Chief of Staff, Colonel-General Briansky, has recently openly stated that the major international threats to Russia are international terrorism and the cross-border trades in drugs and weaponry, and that in this

globalized era the three are so intertwined as to be inseparable.

In Israel, the responsibility in normal times for both crime fighting and public security rests with the Israel Police (IP) and in each of its areas of responsibility it has created a number of specialized units and forces. Against terrorism these are the Special Anti-Terror Unit (SATU), the Crisis Negotiation Unit, together with the much larger Civil Guard (a 50,000-strong local volunteer patrol force, professionally-officered, set up in 1974 in response to a wave of terrorist attacks on civilian targets). But the IP soon learnt that these units were most effectively deployed against a dual target – against criminal elements when the terrorism front was quiet, and returning to anti-terror duties when terror raised its head again.

Assuming this dual responsibility is of more benefit to the units than merely helping justify their existence. It brings an important advantage in training and professional experience. A former commander of the SATU has said that crime fighting provided his men amazing training opportunities that the army's counterpart unit, which never acted against criminals,



could never get. His men could test skills, methods and hardware in real-life situations and draw the necessary lessons. Even before the outbreak of the Palestinian Authority's terror campaign against Israel, said the commander, major criminals had moved to PA-controlled areas and operated from there against Israel. SATU's efforts to reach them in their new location proved excellent preparation for their work under Intifada conditions. Though going up against terrorists was the more dangerous, said the commander, dealing with criminals was by far the greater challenge because of the constraints imposed by law: "Infiltrating a tough crime-ridden neighborhood of Lod [a mixed Jewish-Arab town in Israel] was a thousand times more complicated than breaking into a weapons laboratory in Shekhem [a hostile town in the PA area]". It is also important that, during periods of quiet on the terrorism front, crime fighting enabled the SATU fighters to keep 'hands on' and maintain combat readiness.

It is very sad that while terrorists and criminals have 'gone global', police anti-terror units are still merely national, handicapped by all the

restrictions of the old, pre-globalization world – language differences, restrictions on movement, and lack of inter-agency cooperation, even to the point of concealing information. Dan Meridor argues that when the threat is international so must the response be. We need totally unrestricted data sharing and internationally coordinated intelligence work in order to analyze and maintain surveillance of groups suspected of terrorist activity; national police forces and security agencies need to collaborate on legislation and extradition (provided that all such forces and agencies are themselves corruption free); efforts must be targeted and concentrated against the leadership and membership of crime and terror organizations; a way must be found to overcome the refusal of certain states, such as Saudi Arabia, to allow investigators to enter their territory; the organizations need to be attacked at their Achilles' heel: funding. This last entails destroying drug production facilities; new legislation needs to be passed and deployed mercilessly against money-laundering networks; the organizations' funds and property must be pursued,

frozen and confiscated; and all states pressured into adopting, with the necessary adjustments, the necessary legislation. The overall aim is to curtail the organizations' liquidity to the point that they go bankrupt.

Progress on some of these measures was markedly accelerated by the events of September 11 but on others policy-makers have barely begun to move. The Americans, for example, have still found no solution to the fragmentation of their information among more than forty security agencies, whose coordination leaves much to be desired and whose parochial interests hobble effective collaboration. Another example is the very slow and halting steps the European Union is taking to dismantle the numerous political and legislative obstacles to 'cross-border policing', of which an early stage must be to establish a pan-European prosecutor-general. Will the states of the West ever demonstrate the wisdom to arm themselves with the weapons they need to counter terrorism? It seems to me that that time is still very far off...



ESTABLISHING A COMMUNITY EMERGENCY CENTER: THE RAMOT MODEL IN JERUSALEM

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Background

In the past three years, terrorist activity throughout Israel has taken the lives of hundreds of civilians, with thousands injured in countless suicide bomb attacks in buses, restaurants, market-places and streets, and in shootings and ambushes. The residents of Jerusalem have been targeted in these attacks more than those of any other city. Some neighborhoods have been subjected to prolonged periods of gunfire from nearby Palestinian towns; the neighborhood of Gilo endured more than 100 days of shooting from Beit Jalla across the wadi.

During this period, the summer and fall months of 2002 were preludes to the second war between Iraq and the coalition forces (USA and UK). These months were accompanied by a great deal of tension, stress and fear of the unknown among the Israeli population – as it was not known what weapons were held in Iraq's arsenals and what repercussions the war would have on Israel's safety. It should be remembered that during the previous Gulf War in 1990, tens of scud-missiles were fired from

Iraq onto the urban centers of Israel causing injuries, panic and fear to civilians and damage to property.

The neighborhood of Ramot was founded in the northwestern part of Jerusalem in 1974 as part of the large residential expansion around the core of the city that took place in Jerusalem following the Six-Day War. Over a period of almost 30 years, the neighborhood has grown into a large urban community, with a pluralistic population of some 45,000. Many new immigrants, mainly from the former Soviet Union live in this neighborhood, as well as a mix of secular, orthodox and ultra-orthodox Jews.

Ramot is situated in a strategic position: close to the main Jerusalem-Tel Aviv highway leading to the central part of the country, as well as close to the road which leads to Jericho and the Dead Sea. Surrounding the hills of Ramot are several Arab villages – some of which are part of the autonomous Palestinian Authority (the so-called "A" and "B" areas) and the road to the Palestinian city

of Ramallah. All this makes Ramot an easy target for both terrorist and criminal activity of all types.

Although Ramot has been spared a direct terrorist attack until now, various other neighborhoods in Jerusalem have been the victim of mass terrorist incidents. When an emergency occurs, it is handled by the regular emergency forces and assistance services, with the addition of trained volunteers from the Police Civil Guard and Magen David Adom (emergency medical service, much like the 'Red Cross'). During these incidents, it was observed that volunteer members of the community are more than willing to be mobilized to assist emergency forces in times of need and rush to provide help. As this was done on an *ad hoc* basis, spontaneously, without much preparation or training, it often caused duplication of effort, some waste of needed resources and occasionally even hampered the efficient work of the emergency forces on hand.

The Community Council (CC) of Ramot is a pioneer organization,

which has developed over the years to meet the special needs of the local population. It was founded as a non-profit organization, in order to provide services that would improve the quality of life of local residents, while empowering, involving and integrating the residents as volunteers in community work. The Council is responsible for the smooth integration of neighborhood activity with the services provided by the Jerusalem Municipality, as well as by the various local and national agencies. Thus, it also serves as a community social center – providing extracurricular activities for its population (social, sport and educational activities for all ages), while at the same time, acting as a “mini-municipality” responsible for the planning and implementation of activity in all areas of life: educational needs, social services, security, health, immigrant absorption, town-planning, environmental conservation and more. For each such function, a committee is appointed, headed by a lay-leader and manned by volunteers from the community.

On this background of constant fear of being potential targets to terrorist activity plus the increasing tension due to the upcoming war in Iraq, the Security and Crime Prevention Committee of the Ramot Community Council identified the need to prepare community members for providing emergency services, should the necessity arise. It was clear that if an extended emergency situation would occur (e.g., more than one mass-terrorist attack occurring simultaneously in the city, a missile assault, earthquake, etc.), the professional services would not be able to attend to all the needs of the population, and the demand for trained volunteers would be even more imperative. Thus, it was decided that one of the major goals of the Committee would be the establishment of a Community Emergency Center (CEC). Such a neighborhood mobilization would promote the strengthening of community resilience, would lower stress and tensions running high at this time, and would allow the community to work effectively with the municipality,

police, Home Front Command, ambulance and fire services, and with all the welfare services that come into play in an emergency situation.

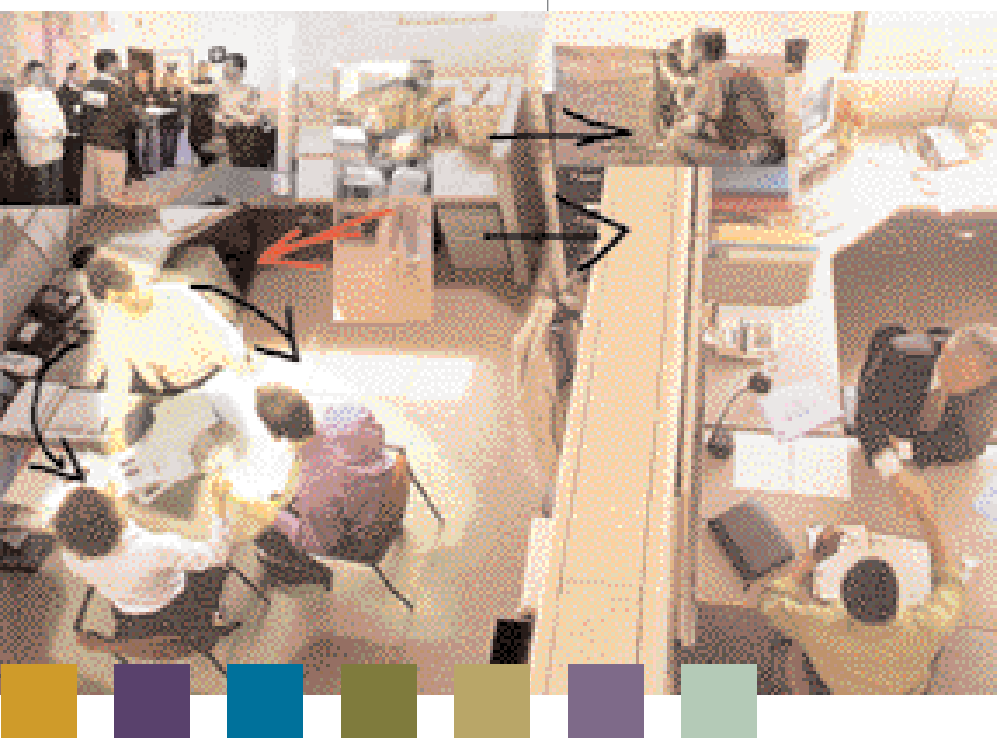
It was envisaged that we could formulate an organized and well-oiled mechanism that would delineate the various tasks of the volunteers.

The Steps to Implementation

The first step in the implementation process was to acquaint all the staff and the lay-leaders working within the CC, as well as the volunteer Security Committee members, with the functioning of the professional emergency services, in order to learn from them where their needs for assistance lay. A seminar was held, attended by some 50 community volunteers and CC staff members, in which each emergency service’s representative described its tasks in various emergency situations, and defined, based on their previous experiences, their needs for volunteer assistance.

Following this initial mutual acquaintance process and a review of the needs and suggestions of the various services, the Security Committee set-up various working groups to work within the CEC. It was decided to appoint five working groups, according to various areas of potential activity:

- The CEC “**management working group**”: would decide when the CEC would be implemented and for how long; would set priorities; would be responsible for budgeting, for monitoring the activities of the other working groups and for logistical support to the CEC.
- The “**assistance to emergency and security forces group**”:





would work with the emergency forces (police, fire, ambulance, army) and provide assistance in all logistical, security or medical fields as needed.

- The “**community support group**”: would provide psychological and social-welfare assistance to the residents - either through home-visitations, telephone assistance, or group counseling.

- The “**information and publicity group**”: would man the “hot-line” to be set-up to provide information to the community regarding the situation and would be responsible for dissemination of information through the local media and all other possible means.

- The “**activity and leisure time group**”: would provide assistance to occupy children, elderly and all civilians in times of war or if the regular frameworks would not be able to function (schools, clubs etc.); would assist citizens who would be evacuated from other areas, outside the neighborhood to special “evacuation centers” that would be set-up as temporary shelters in Ramot.

For each working group, a lay-chairperson was appointed, together with a staff member from the CC, who was to be the coordinator of the group.

After these initial steps, meetings were arranged between the newly appointed working group representatives of the CEC and the respective representatives of the emergency service or force. During these meetings, the various possible tasks of the CEC were targeted and prioritized, and initial procedures were established.

As the next step, the chairperson of each group was asked to choose several volunteers and representatives of the professional services, in order to define and formalize the procedures for his group. Forms were prepared for each working-group’s needs and use. These were sent for approval to the relevant emergency force or service.

The following stage was to recruit sufficient volunteers who would be on stand-by to work in each group. The general atmosphere of impending war and possible attacks on Israel, as

well as the constant terrorist attacks that continued on civilian targets, made this task relatively easy. While the Home Front Command advertised for all civilians to get their gas masks up-graded, their apartments readied for a possible gas or biological attack, we in Ramot began to recruit friends and neighbors. Advertisements and articles in the local neighborhood newspaper brought some new recruits. But most of the volunteers were recruited from the local sports club, where many men and women – some of them pensioners, with time on their hands – participate in gym and swim classes on a regular basis. The common feelings of tension and the friendships that were already in existence helped recruit close to 50 people for the CEC.

The leaders of CEC gathered written material that was available from the Home Front Command and from other emergency services, as well as all local information available (phone numbers, services, etc.).

A training course was formulated, together with the

Volunteer Unit of the Social Services Department of the Municipality. This course consisted of four 3-hour sessions, dealing mainly with topics such as: stress and coping mechanisms; how to man a hotline; dealing with special populations (e.g., the elderly) in emergency situations; learning about the various services available and how they function, and the like. Some of these sessions were tailor-made in order to assist in training a specific working group.

Each volunteer was given a folder containing all the relevant information necessary to enable him or her to function, when the need arises. Additional equipment of flashlights, identification vests, tags, etc. will be provided for the use of the volunteers.

Future Activity

After the end of the war in Iraq, the tension within the neighborhood has slightly abated. However, it was decided that training would continue on an on-going basis (once every 3 months), in order to refresh the group and to keep it as an integral entity. Equipment, large maps, forms and written material have been stored in the

Community Council, pending an emergency situation. Training exercises are planned on a regular basis, in order to better prepare for a real situation. A community survey has been circulated to each and every household, in which questions relating to the CEC have been incorporated: e.g., is there someone needing special care and assistance during an emergency situation and if so, details are requested; is there someone in your household who would be ready to assist in a time of emergency, and if so, in what aspects? All this information will be integrated into the CEC database which is now being computerized.

Conclusion

The CEC has found many supporters, and is sponsored by the United Jewish Federation - New York Emergency Fund and the Jerusalem Foundation, and coordinated by the Jerusalem Association for Community Councils and Centers. Partners to the project are the leading departments at the Jerusalem Municipality which deal with emergencies: Welfare, Community Development, Emergency and Security, and Education; the Ministry of Social Welfare, Department of Community Work; the Ministry of the Interior; and the umbrella organization in Jerusalem which deals with the treatment of trauma due to terrorist activity, The Israel Center for the Treatment of Psychotrauma.

It has been documented in the criminological literature that communities that are well-integrated – i.e., have close social ties and networks, community responsiveness and social support systems in place – are more likely to feel less fear of crime and insecurity than those having no such community support networks. We think that the setting-up of such a CEC in neighborhoods acts as a catalyst to increasing the feelings of social integration, and thus could decrease feelings of helplessness and fear in times of continuous danger and stress. This kind of mobilization will most likely decrease feelings of insecurity in times of actual emergency.

We hope we will not need to mobilize the CEC in Ramot or in other neighborhoods around the city. However, the volunteers and the citizens at large have, we feel, been strengthened by the very fact that they know that we have the ways and means to help ourselves in times of need.



FAMILY GROUP CONFERENCES IN YOUTH JUSTICE IN ISRAEL

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Background

Israel has been experimenting with Family Group Conferences (FGC) in Youth Justice for a number of years as an alternative for young offenders who have been blamed for breaking the criminal law. The initiators of the program in Israel are the Ministry of Public Security in cooperation with the Israel Police, the Ministry of Social Affairs, and the Joint-Ashalim organization. When project planning began in 1998-9, a key requirement was to adapt the idea from its implementation overseas (based on the New Zealand model) to Israeli conditions and needs – our particular population mix, the structure of our law enforcement system and our care and rehabilitation systems. This task was entrusted to a steering committee comprising representatives of the Ministry of Public Security, the Israel Police (IP), the Ministry of Justice, the Ministry of Social Affairs, Joint-Ashalim, and the Keshet Association. By late 2000 fieldwork began, at first in only a handful of police stations; by 2002 it had been expanded to the present number of twelve.

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Basic Elements of FGC in Youth Justice in Israel

The heart and soul of the FGC process is a meeting or conference attended by the young offender, together with members of his extended family and other support-figures; by the victim of the offense, together with members of his extended family and other support-figures; and by community leaders and professionals – among the latter, representatives of the Youth Section of the Israel Police and of the Youth Probation Service. Lastly, a trained 'Coordinator' prepares and conducts the meeting.

In general terms, the purpose of the meeting is:

- To discuss the offense committed, its repercussions and implications for all participants – that is, for society at large, for the offender, for the victim and for their families;
- To lead to the young offender's better understanding of his/her wrong-doing and to his acceptance of his responsibility for his actions;
- To enable the offender together with his/her family to draw up a plan of reparation and rehabilitation that is acceptable to all participants.

At What Stage in the Criminal Justice Proceedings is FGC Held?

According to the pilot program adapted in Israel, the first requirement is that a relevant Youth Section police officer and Youth Probation Service officer agree that a given case is suitable for FGC. This agreed, they take the case to a FGC coordinator who must then conduct a lengthy preparatory procedure, conferring with all likely participants to explain the process to them, help them find reinforcements to bolster their



family support network, and so on. If this stage succeeds, the meeting or conference will take place before the police file formal charges. If the participants at the meeting should succeed in agreeing upon a plan of action acceptable to all, and the young offender carries through the plan in full, then it is possible for a formal charge not to be filed.

Preconditions for FGC

Naturally, the FGC process is not suitable for every young offender nor every offense. Therefore, the steering committee set preliminary conditions, such as that the youth make a full admission of his participation in crime, that he be between the ages 12 - 17.5, and that the victim consent to the FGC. As of now, not all crimes can be referred to FGC; homicide, illegal drugs, sex crimes and domestic violence are not applicable. The 'as of now' is to be emphasized, for the Israeli project is still at an experimental stage: fieldwork has modified it and further modifications are possible in the future.

The Conference Format and the Reparation/ Rehabilitation Plan

The conference is a one-off happening which proceeds through three stages:

Stage 1: Initially, the FGC rules are defined and a policy of confidentiality is established. All participants are given their turn to voice their opinion about the offense. The first speaker is the police representative, who explains to the young offender the precise content and gravity of his offense, specifying the article of the Penal Code violated and the penalty set by law. He then asks the youth if he admits to committing the offense. Only if the youth admits to committing the crime may the FGC continue.

The offender is now asked to describe the offense and its circumstances in detail. Then, it is the victim's turn to describe the events from his/her point of view, and to portray the injury caused him/her, emotionally, economically, etc. Now the support-figures brought to the conference both by the victim and by the offender have their

say. This first round of 'presentations' is then followed by a second in which all participants are asked to voice their opinion with respect to the offender's general manner of functioning. It is at this stage that the Youth Probation Officer (YPO) draws up his assessment and the youth's family members are asked to respond with theirs. All the comments are listed on a board, together with the victim's expectations of the reparation-rehabilitation plan.

Stage 2: All except the offender and his family leave the room. These now hold a family conference whose aim is to create a reparation-rehabilitation plan, which, in turn, has to respond to all the comments listed on the board, primarily the Youth Probation Officer's professional concerns for the offender's behavior and the victim's expectations of compensation for the injury done him/her. The plan must also be clearly detailed, include a timetable for its implementation, and state who will be responsible for supervising the progress,



implementing the plan, and for reporting its progress.

Stage 3: The full forum reconvenes. The young offender and his family present the plan they have devised to the other participants, requiring the approval of every one of them. The youth and his family may modify the plan in the light of participants' reactions.

Plan Implementation: The YPO receives reports on the plan implementation and forwards them to the police. As noted, if the plan is fully carried through, then the filing of formal charges and the commencement of legal proceedings can be prevented.

The Importance of FGC Strategy to the Ministry of Public Security and the Israel Police

Since the Ministry of Public Security bears parliamentary responsibility for the Israel Police and the Israel Prison Service, it is naturally always seeking ways of improving law enforcement and crime prevention, so as to provide Israeli society a greater sense of security. A particular worry is to see the curve of youth crime climbing year after year. To the

Ministry, FGC seems to be one of the better and more effective strategies for approaching young offenders. We perceive the following advantages:

(1) The FGC Process Maintains Several Important Principles of Criminal Law

A criminal offense must be perceived not merely as an offense against its victim but against society itself. The criminal law also lays great emphasis on enforcement, deterrence, supervision and other such factors. FGC reflects these principles by giving strong representation not only to the victim but involves the voice of the wider society in the process. At the same time, the participation of the police and the Youth Probation Service ensures that enforcement, deterrence and supervision are guaranteed.

(2) The FGC Process Possesses Many Advantages over Conventional Criminal Justice Proceedings

The victim and his family form a key part of the process:

- This involvement enables the victim to give expression to his/her feelings about the young offender and the injury done to

him/her, and to better come to terms with them. Practically, s/he holds the power of veto over the reparation-rehabilitation plan. The point is to give significant consideration to the victim's recovery.

- Placing the victim in direct view of the young offender enables the offender to better appreciate the full effect of his actions.

- The young offender is required to accept responsibility for his actions.

- Involving the offender's family and others close to him empowers the family by giving it the opportunity to both support and sustain the youth and bring him back to the straight and narrow. Responsibility and moral-educational authority are restored to the offender's family.

- The FGC process deals not only with a specific criminal offense committed but also with the offender's problematic functioning in wider contexts. The reparation-rehabilitation plan is accordingly a more comprehensive response than court proceedings usually can generate.

- Since the reparation-rehabilitation plan is drawn up by the young offender and his family, it should be better tailored to the youth's individual needs, making it more likely that he will see it through to the end.

- If he can complete the plan, formal charges may be avoided, thus freeing the offender from the blemish of a criminal record, which can sometimes work against the chances of rehabilitation.

The Ministry of Public Security believes that in those cases where the FGC process can be carried through to a successful end, rehabilitation stands a better chance and recidivism is much less likely.





(3) The Ministry and the IP Remain Vitally Involved

Assigning the Ministry of Public Security and the IP permanent seats on the steering committee, which plans and directs the project, helps create the interagency cooperation essential to the project's success. It is also crucial that the police, as the authority charged with law enforcement, retain the power to choose, together with the Probation Service, which cases will be referred to FGC. The active participation of a police officer in the conference itself is even more important - especially to the victim, to the offender, and to society.

The presence and active participation of the police officer:

- Reinforces the message that FGC strategy is designed not to give the offender an easier time than court proceedings would, but to conduct a serious and thorough process that the state authorities are party to and fully respect.
- Emphasizes the gravity of the offense from three points of view – of the individuals involved, of the law, and of the violation of public order.
- Gives the victim a sense of security and the knowledge that the authorities take a serious view of the injury done him.
- Ensures that the reparation-rehabilitation plan drawn up by the offender and his family suitably reflects the gravity of the offense committed, as well as the injury done to the victim and to the public order.

Finally, as already noted, once the YPO has reported successful completion of the reparation-rehabilitation plan, the police have to exercise their power of

A CASE IN POINT

One of the many interesting cases we have met is that of a fourteen-year-old boy who with some others crashed a private party and stole money. The boy was referred to FGC. As the FGC coordinator made the necessary preparations for the conference, the boy's story unfolded. He had immigrated to Israel with his mother some ten years earlier. One of the ways he had tried to integrate into Israeli society was through his outstanding talent for soccer. His mother was ill with a terminal illness and hardly able to function in the household. Regarding the victim's family, the coordinator found the victim to be a businessman by profession, who at first dismissed the idea of an FGC, claiming that he did not want to waste his valuable time on a boy "like that". Finally he consented to take part himself but would admit no other family members to the meetings. He stated his intention to demand that the offender make monetary compensation.

The prime pre-conference difficulty was in expanding the young offender's family support circle. This was a single-parent family and the boy himself vehemently refused to involve people from his school or his friends for fear that, if the story got out, he would be thrown off the soccer team. The mother agreed to a friend attending together with her, but refused all involvement by the local Social Services Bureau (despite her realizing that after her death her son would be left all alone). Only in yet another meeting with the coordinator did she reveal that she had a daughter, thirteen years older than her son, by another father. The young son was persuaded to let his half-sister form part of his FGC family group.

In the end, the participants in the FGC were the young offender, his mother and her friend, his half-sister with her husband, the victim, the police investigator, a YPO and the coordinator. The police officer opened the proceedings by presenting the details of the offense and the penalty laid down by law. She stressed that the young offender was being given a second chance and should not miss it. The youth admitted the alleged offense and described the incident in detail, saying that he had got caught up in a situation not of his making and had been afraid not to go along with his friends. What he had done had afterwards made him feel very bad.

The victim, for his part, said that the whole affair had upset his family very much; they had felt angry and resentful. He described his own fears and disappointment with the young offender, whom he knew as one of the best soccer players on the local team. The young offender apologized and accepted responsibility for what he had done, adding that he had been looking for an opportunity to apologize to the victim's family.

The offender's mother now spoke, saying that she had not even known that a criminal file had been opened against her son, and had thought that he was just a witness to the theft until the coordinator had called at their home. Then she had wanted to die. She burst into tears, could not continue and her friend took up her story. She described the mother's severe illness, the family's acclimation difficulties following their immigration, and the mother's fears for her young son's future given that her illness was terminal. The youth's half-sister also remonstrated with him, voicing concern that he seemed to have gotten into bad company. ➤

The victim then said that in light of what he had heard he did not demand monetary compensation but would like the young offender to meet further with his family to clarify all issues.

The YPO stated that she had been impressed by the young offender and how he was coping with his difficult family situation but was concerned that he had no adult authority figure to set him limits or provide him support, and that no professional person or agency had been chosen to furnish assistance and guidance.

The offender's family went into private session and came up with a reparation-rehabilitation plan, under which the youth undertook (among other commitments) to:

- Meet with the victim's family to clarify issues and apologize;
- Avoid all further criminal activity;
- Maintain daily contact with his half-sister and visit her once a week;
- Enter professional psychotherapy through his Health Management Organization for at least three months.

At the conclusion of the FGC, the victim said that the conference had given him a totally different understanding of the incident, and also of the young offender, his family and his family situation. He expressed his willingness to help the youth, saying that he was very willing to use his professional contacts with the sporting community to assist him in that direction.

The youth completed the reparation-rehabilitation plan in full and on schedule.

voluntary work in the community; the offender entering therapy; the offender's parents or family entering therapy; the offender meeting with a Youth Probation Officer.

In interviews with people who have taken part in an FGC process, each one has recommended participation to others in a similar situation. The benefits they have reported included: "It gives both sides the chance to speak out and unload all their painful feelings"; "Everyone understood from the way he talked that he was sincerely sorry"; "I knew that I had hurt him but [until the FGC] I hadn't realized how much."

Conclusions

The preliminary evaluation data are encouraging and, in general, satisfaction with the project is widespread and considerable. Israel's experience with the strategy is accumulating steadily and the outcomes of the cases referred to it and the satisfaction of those participating in it are moving in the right direction. The specific case described here emphasizes what the process can accomplish for all who take part and its potential for bringing about genuine change.

The Ministry sees many benefits in applying the strategy to young offenders and in extending it to other areas of police and Prison Service jurisdiction. We hope that the technique can be used to improve the way Israel deals with youth crime and other forms of criminality and that it will contribute to making our society more secure.



discretion regarding those cases under their jurisdiction, and decide whether to file charges or not. The successful completion of the rehabilitation plan will be a key factor in this decision. This could not have come about had the IP not recognized the important potential contribution made by the FGC strategy, had they not been party to designing the project, and had they not consented to employing the strategy in each particular case and to taking an active part in it.

Project Evaluation Data

Recently, the Brookdale Institute has begun an in-depth evaluative study of the project's ramifications. The interim data at hand are as follows:

By September 2003, of 160 young offenders who had been referred to the FGC process

- 75 have completed it successfully
- 15 are in the preparatory stages
- About 70 have failed to complete the course of action. Among the reasons for the process being halted are: the victim objected to the process; the young offender retracted his confession or would only make a partial confession; the offender committed a new offense; the professionals decided to terminate the program.

The reparation-rehabilitation plans drawn up by the offender and his family have included the following aspects (all plans comprise a number of components): monetary compensation to the victim; an apology to the victim (oral or written); compensation to the victim in the form of hours of voluntary work done for him;

policing





ISRAEL'S CRIMINAL DNA BANK COMES ONE STEP CLOSER

COMMANDER PINHAS BERGMAN -
DEPUTY DIRECTOR,
DIVISION OF IDENTIFICATION & FORENSIC
SCIENCE, ISRAEL POLICE HQ

June 15, 2003 was a landmark day on the long road to passing legislation that will enable the operation of a DNA Bank in Israel. On that day the Ministerial Committee on Legislation approved the government bill, which will now move to the floor of the Knesset (Parliament) for approval and for the completion of the legislative process. Similar laws have been in existence for some years in many countries, the pioneer being Britain which has been operating its DNA Bank since 1995.

Formally, the Israeli Bill is an amendment to the Criminal Procedure Act [Powers of Enforcement: Searches Conducted on a Suspect], 1996. The Amendment is designed, *inter alia*, to regulate the powers of the police to demand of a suspect that he provide samples for DNA analysis, in circumstances where that analysis is likely to aid an existing investigation. The Bill now expands police authority and enables it to compel a suspect to provide samples for DNA analysis ('profiling'), even when the sample is not required for the specific case in which the person is being questioned. The new bill allows the identifying data to be stored in the DNA bank and may be used by the police when DNA is found at a crime scene or on a suspect's or victim's body, in order to ascertain the person's involvement in any past or future offense.

Those states that have legally established DNA banks for criminal identification can be divided into two groups, according to their criteria for demanding DNA samples. Some countries demand DNA samples only from

persons convicted of serious crimes, and for specific offenses as defined by law. Most countries, however, demand DNA samples from suspects, before conviction, and in connection with a wider range of offenses, with this being the current trend.

The new Bill definitely puts Israel into the latter group, authorizing the police to demand DNA samples from persons who are suspected of one of a rather long list of serious offenses which could cause DNA traces to be left at the crime scene. The list includes crimes against persons, sex offenses, property and drugs offenses – the last being included as addicts frequently commit property crimes to finance their addiction. Giving the police the option of using DNA traces left at a crime scene to identify the perpetrator will undoubtedly be a considerable boost to the fight against crime, both crime against the person and against property.

Another clause of the Bill deserving attention is its proposal to set up an Expert Committee, independent of the police, that will have the authority to decide which sites on the human genome may be used to compose the genetic identity profile. This clause has been inserted to allay the fear that wider selections of DNA data than are needed to establish identity might be stored in the DNA bank.

The importance of the DNA bank to crime fighting is so widely recognized in Israel that the Ministry of Finance agreed two years ago to the required budget for the establishment and operation of the DNA laboratory. As a result, the groundwork for the laboratory is already well under way. We can only hope that the legislative process in the Knesset will be rapid and successful, so that the new facility can start its work as soon as possible.

"I HAVE SET WATCHMEN UPON THY WALLS, O JERUSALEM, ALL THE DAY AND ALL THE NIGHT"

(Isaiah 62:6)

NAOMI SHAPIRA – HEAD, INFORMATION SERVICES UNIT,
MINISTRY OF PUBLIC SECURITY

The Threat of Terrorism

Terrorist attacks on civilians or the threat of such acts have become, as we enter the twenty-first century, a real strategic problem which directly affects the safety and sense of security of the public. The effects of the war on terror and of organizing the defenses against it are directly affecting the deployment and priorities of the law-enforcement system and call for the adoption of new operational methods. Meanwhile, the state finds itself obliged to resort to measures that are altering the long-accepted balance between individual rights, security and public order.

The key feature of the new reality that the State of Israel and its citizens have been forced to live with, since September 2000, is the phenomenon of terrorist attacks carried out by Palestinian organizations, including explosive-loaded suicide bombers who blow themselves up in buses, restaurants or crowded streets – anywhere they can find large groups of people.

The Israeli-Palestinian dispute is both a religious-historical conflict and the struggle for control over territory co-inhabited by Palestinians and Israelis.

Policing a Democracy under the Threat of Terrorism

- In a sound democracy, public and individual security and public order are anchored in the principles of the rule of law and defence of the individual's basic freedoms.
- Public order must be maintained in accordance with the rule of law, which means that the police must accept legal restrictions on the range and type of measures they can use to maintain order.
- There exists a certain contradiction between the individual's legal rights and the rights of society.
- The need to preserve individual liberties and uphold the law leads to conflict, and the police has to preserve the proper balance between them. The law must be enforced without impairing individual freedoms.

The challenge facing the police when dealing with instances of mass disorder is to ensure the safety of the demonstrators and the attending officers while allowing the demonstrators' freedom of expression. Police officers need the skills, professionalism and knowledge to be able to function both effectively and correctly as they cope with the problem of maintaining this balance.

Jerusalem – a Holy City

It is difficult issues like these that constitute the operational context for the work of Commander Niso Shakhm, commanding officer of Jerusalem's David Police Sub-District. In this Sub-District, less than a square mile in area, are places holy to the three great religions: Judaism's Western Wall, two of Islam's holiest mosques on the Temple Mount, and Christianity's Church of the Holy Sepulcher. The 40,000 strong population of this most complex of residential areas is made up of 27,000 Moslems, 5000 Jews, 3000 Armenians and 5000 Christians. In addition, the Holy Places are sacred and of intense concern to billions of believers in every part of the world.

The David Sub-District is one of three police sub-districts in Israel Police's Jerusalem District, whose headquarters commands its field units directly, with no intervening administrative layer. The fact that Jerusalem is a spiritual and religious center to three world religions, in addition to being Israel's capital and containing almost all its most important governmental and state institutions, makes the city an extremely sensitive place and compels the police to be constantly ready for any eventuality. One of the IP's duties is to provide freedom of religion while maintaining public order and individual security.

The Temple Mount

The Mount is a small plateau a mere 36 acres in extent but its religious significance is enormous:

For Jews: it is their holiest religious site, the spot where God directed Abraham to sacrifice his son and the location of the First and Second Temples, of which all that remains above

ground is the Western Wall, Judaism's most important place of prayer.

For Moslems: the Mount with its two mosques is the third in importance of Islam's holy places, the spot where Mohammed began his journey to paradise.

For Christians: the Second Temple was a major site of Christ's ministry, while the Church of the Holy Sepulcher stands only a few hundred yards away.

Potential Flashpoints

In administering the Holy Places, the objective is to maintain the 'status quo', a stable relationship between the different religious communities. The David Sub-District's commanding officer must deal with the following issues:

Moslems and the Temple Mount: Freedom of religious practice versus the security of the general public must be weighed. Friday prayers during the fast month of Ramadan would in normal times attract peak attendances of 350,000 worshippers. Unfortunately, in the present troubled times, Friday prayers have been exploited by Moslem extremists to incite hatred against Israel and cause violent disorder. For this reason, Shakhm has been forced to limit both the number of worshippers and their age (over 35's only).

Jews and the Temple Mount: Again Cmdr. Shakhm must weigh freedom of religion against general security. In this case Jews are allowed onto the Temple Mount only with a police permit and escort.

Christians and the Church of the Holy Sepulcher: Here the flashpoints are caused by the sensitive relations between the different Christian sects and also by the Palestinian Authority's



attempts to turn the religious issue surrounding the rights of the Greek Orthodox Church into a political issue. Against this background, on Holy Fire Sunday – the first Sunday after Easter – the order of prayer between the sects is regulated by an IP-negotiated 'status quo' agreement and the number of worshippers is limited to 8,000.

Commander Shakhm has 160 Border police, 342 regular police and about 250 privately-hired security guards at his disposal for the tasks outlined above. In addition, 280 cameras monitor the Old City's lanes and alleyways, transmitting their pictures in real time to the IP's Command and Control Center known as MABAT 2000. The pictures are in color and some of the cameras are also fitted with sound recording. The cameras significantly increase the IP's supervision and control capability, whether incidents be nationalist or criminal. Officers in three observation positions man the center 24 hours a day, following the automatic transmissions or utilizing the manual remote control capacity of



some of the cameras. The control center can at any moment adjust the pace of the cameras' angle. The center is manned by officers from different units, each contributing his particular knowledge and skills to any decision taken. Within minutes forces can be despatched to the precise location of any incident. The great advantages of the camera network are that it saves manpower, allows for more efficient and effective work and cuts down incident response time.



In Conclusion

The David Sub-District can only be successfully policed if its commanding officer understands the multi-faceted religious and political fabric and interrelations of the area. Without this understanding, agreements cannot be reached nor mutually satisfactory arrangements worked out. The problems and challenges the Sub-District sets the police are both difficult and complex. Cmdr. Shakhm's approach to disorder, be it by Jews or Moslems, is one of zero-tolerance. Since the Temple Mount reopened to visitors, the police have arrested 20 Jews who have tried to hold prayers on the Mount (prohibited so as not to inflame sensibilities). Similarly, Moslem worshippers under 40 years of age have been prohibited from the Temple Mount when Intelligence has indicated the possibility of disorder. Shakhm says that although he cannot eliminate people's desire for violence he can minimize their opportunity to realise it and this he tries to achieve by kindness rather than force, by constant dialogue with the local Arabs, Christians and Jews, and by building up a good relationship between their leaders and the District's senior police officers.

RESTORATIVE JUSTICE FOR YOUNG OFFENDERS

CHIEF SUPT. SUZY BEN-BARUCH – HEAD, YOUTH SECTION,
INVESTIGATIONS DEPARTMENT, ISRAEL POLICE HQ

The Sources of Mediation in Criminal Cases

The sources of the use of mediation processes in criminal cases go back beyond early European law into Biblical law itself. Howard Zehr, one of the chief theorists of restorative justice, argues that the concept of peace constitutes a fundamental principle in Judaism, citing constant references to the virtue of establishing relations of peace, conciliation and brotherhood between God's human creatures. Biblical law, he asserts, is far more concerned

with compensating the victim than with punishment of the offender. Nor were the penalties for criminal acts laid down by the Torah (the Pentateuch) intended to use punishment to reduce crime but rather to provide education and guidance to humankind. Prof. Aaron Kirschenbaum, specialist in Hebrew law, agrees with Zehr in emphasizing the great weight Hebrew law places on the principle of rehabilitation, and on the educational value of dialogue and its effectiveness as a means of making peace.

The Movement Towards a More Central Role for Restorative Justice

Three trends, having come together over recent years, are now combining forces to create a momentum advancing the cause of restorative justice. The first is **Alternative Dispute Resolution (ADR)**, the increased tendency in numerous domains, judicial and non-judicial, to use mediation to resolve conflict. Mediation is held to allow individuals more say in the resolution of their own disputes and to markedly reduce the costs and delays of judicial and bureaucratic systems. The second trend is the emphasis on **victimology**, a school of thought arguing that conventional justice has failed to do justice to the victims of crime, ignoring their suffering and loss in favor of punishing the offender and removing from public life a violator of the public peace. In Israel these two trends led to a number of significant modifications to civil law. Mediation was written into legislation (Article 79 of the Courts Act and its associated regulations); they hastened the legislative process for the Victims' Rights Bill (2001) and for obtaining reports from the victims of crime.



The third trend is the movement towards giving **restorative justice** (the term coined in 1977) a central role within the judicial system. The proponents of this movement make use of many of the arguments put forward by supporters of the first two. Their thinking may be summarized as follows: whereas a criminal court trial emphasizes the violation of the public peace and aims to punish those guilty of it, restorative justice emphasizes reparation by the offender to his victim and combines this with pressure from social-familial institutions – and the legal system – to persuade the offender to rehabilitate himself. Whereas the court trial emphasizes guilt vs. innocence, conviction vs. acquittal, restorative justice emphasizes reparation and rehabilitation. Criminal acts, it is argued, are not only offenses against society but in many cases, an offense by one individual against another individual. The victim has the right to reparation and to a role in the fate of his attacker; the offender has the duty to make reparation to his victim (as well as to society), and society should exert its powers and institutions to make a reality of both right and duty. Furthermore, bringing victim, offender and social institutions together in a process of joint negotiation and resolution gives a better chance than conventional court proceedings that the offender will agree to abandon his criminal ways. In sum, the emphasis has shifted away from apportioning blame and dealing out punishment to deploying communal pressure, dialogue and mediation as means of repairing the injury done to the persons involved in an offense.

A Restorative Justice Mechanism for Young Offenders

Israel chose to first apply this new approach to the justice system for young first-time offenders. Offering these youngsters a way back to a non-criminal lifestyle without carrying the label and stigma of a criminal record is very much in line with current Israel Police policy. The authorities furthermore calculated that the new approach stood a good chance of reducing the worrying and growing number of young offenders.



The central institution of the new process is a Family Group Conference (FGC). The concept was first borrowed during the 1980s by New Zealand jurists, from that country's indigenous Maoris who have employed it for centuries. Various formats of FGC have been effectively employed in other countries: England, Sweden, Canada, USA, South Africa and Australia.

An FGC is a meeting attended principally by the family groups of both offender and victim. Also attending are other support-figures invited by the two families, and two professionals from the youth justice system, a representative of the Israel Police's Youth Section and of the

Youth Probation Service. The meeting is moderated by a trained Coordinator. The coordinator plays a key role: he or she will be skilled in working with families and in group leadership, will possess high-level interpersonal skills and sharp sensitivity to cultural differences, and be fully trained in mediation techniques.

The basic assumptions and principles of the FGC model are as follows:

- That both the young offender's developmental needs and the rights of the victim must be addressed, the core approach being that of restorative justice;
- That the family network is the most significant relational network for the youth's development and therefore should be supported in taking on a central role in the restorative justice process;
- That every participant is accorded dignity, whether s/he comes from the side of the offender or the victim, from the parental or the younger generation, and has a right to play a part in life-shaping decisions;
- That the opportunity given to the nuclear and extended families to decide the fate of one of their young generation restores power and educational responsibility to them;
- That the process must display sensitivity to the participants' different cultural backgrounds;
- That dialogue has a special importance – between adolescent and parents, between nuclear and extended family, between offender and victim;
- That officials and professionals must not take a patronizing attitude to the families, so as not to undermine their authority;

- That dialogue between the offender and his family and the victim “gives the victim back his voice”, lets him express his feelings of hurt and his expectations of reparation, and in so doing clears the road for restorative justice; the victim describes in detail the injury done him, he sets out what he expects to see in the reparation-rehabilitation plan;

- That hearing the victim speak directly to him and his family confronts the young offender with the pain and shame his acts have brought on himself, his family and friends, as well as on the victim, and so clears the road for his reform and rehabilitation.

The FGC strategy has three key objectives:

- To restore responsibility to the family, by making it responsible for drawing up and carrying out a plan of reparation to the victim and rehabilitation for the offender;
- To create a therapeutic/ rehabilitative alternative to labeling offenders as criminals;
- To both empower the victim and render him justice by giving him a central role in this reparation-rehabilitation process.

Project Design

A steering committee – comprising representatives of the Ministry of Public Security, the Ministry of Justice, Joint-Ashalim, the Youth Section of the Israel Police, and the Youth Probation Service (within the

Ministry of Social Affairs) – was convened to adapt the FGC idea and mechanism to Israeli conditions and law. The Committee laid down the following limitations: that the young offender make a full admission of his offense; that he be between ages 12 - 17.5; that his victim have the right of veto over the holding of an FGC; that in spite of the importance of the victim’s attendance at the FGC, it is not mandatory; and that certain offenses – homicide, illegal drug use, sex crimes and domestic violence – not be referred for FGC. The FGC was to be held before formal criminal charges were filed. Vital legal issues had also to be settled, for example, giving the offender immunity and preventing self-incrimination. The Attorney-General’s Office agreed to give the offender immunity with respect to the offense that was the trigger for the FGC but not for any other offenses by the same offender which might come to light. With the successful completion by the offender of all the conditions set by the FGC, his file will be closed. Should the young offender fail to fulfill the plan, the process of filing charges would be resumed.

Conclusion

The FGC offers an innovative solution to the injury suffered by the victim of a criminal offense (an injury to all of us) and to the desire to give the victim a role in the justice system.

The solution rests on the collaborative efforts of professionals and of the two nuclear families involved, in the process empowering the families and reinforcing them with support from both the professionals and members of the extended families. We, the professionals of law enforcement, education and rehabilitation, try to restore to the family what it has lost, in particular, responsibility for its individual members. This initiative is the IP’s first engagement with the ideas and approach of restorative justice. As such it is both an innovation and perhaps also a herald of things to come.

The Family Group Conference has come to constitute an established alternative in Youth Justice to the traditional court trial and sentencing. An independently conducted evaluation study confirms its practical effectiveness. We may conclude fittingly with the words of retired Justice Sarah Frisch: “ Were it accepted that the role of the courts and judicial judgement need to be modified in the direction of creating a relaxed and conciliatory atmosphere that embodies the values of communication, listening, openness and acceptance, this would beyond question help instill these values in all spheres of life, not to speak of helping to create a better and more tolerant society. ...The ball is therefore now in the judges’ court”.

corrections





PRISONER EMPLOYMENT IN THE ISRAEL PRISON SERVICE

SUPERINTENDENT ELI AVRAHAM - HEAD, FINANCE UNIT FOR PRISONER EMPLOYMENT, ISRAEL PRISON SERVICE

Introduction

No one disputes the fact that providing prisoners gainful employment contributes significantly both to their rehabilitation and to the security and calm of prison life. Prison life is inevitably subject to many tensions and employment provides a measure of constructive activity or, at the least, a way of mitigating the impulse to release the tension through violence. There is, moreover, an educational element in the broader sense of the word. Working helps prisoners express some of their creative talents and abilities and, just as important, for many inmates it is their first firsthand experience of the obligations and rewards of the labor market. If the prisoner can meanwhile learn work skills in demand outside the walls, this will not only improve his chances of 'going straight' on release but will also raise his self-esteem and the respect his family and others give him. Additionally, he will be earning wages, money that can go either directly to help support his family outside or be saved and/or used to buy small luxuries on sale in the prison canteen.

Under Israeli Penal Law, the Israel Prison Service (IPS) is obliged to provide paid employment to all prisoners satisfying basic physical, mental and security qualifications. Moreover, the type of work must as far as possible conform to the prisoner's skills and wishes. On the other hand, employed prisoners do not, in law, enjoy employer-employee relations vis-à-vis the IPS or the private employer and, after thorough inter-ministerial deliberation of the issue, it has been decided that national minimum wage legislation does not apply to them.

Employment Options Open to Prisoners

Prison employment has been arranged as a graduated scale of options from the most simple, requiring the simplest skills and paying the lowest wages to the complex requiring specific professional skills and paying correspondingly higher wages. Most of these skills are acquired through on-the-job training but for some formal training courses are available (for example, the courses in aircraft wiring and electronics at the Tzalmon facility). A prisoner's progress through the employment system is very much conditional on his behavior, his compliance with regulations and his willingness to display a new sense

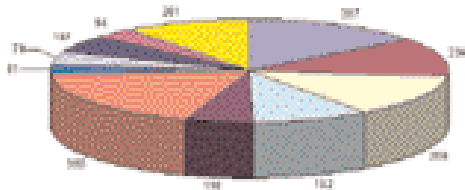
Distribution of vocational training 1997-2001

-  gardening
-  hairdressing
-  technical management
-  aluminum works
-  cooking
-  flooring & tiling
-  carpentry
-  auto body work
-  wiring
-  computerized graphics
-  other

of responsibility, compared to the behavior that brought him into prison. The IPS also views employment as only one of an integrated trio of rehabilitative channels, the other two being education and therapeutic treatment. All in all, this makes paid employment an effective management tool in the hands of IPS officers.

The Employment-Rehabilitation Ladder

When a prisoner enters prison he is first kept in his cell to give him pause to consider his ways, to reflect how he is going to behave in his new situation, and to decide how he will manage his relations with those sharing that situation, prisoners and staff. The first rung on the employment-rehabilitation ladder – if he proves himself suitable for that first step – will be his agreement to do routine prison maintenance chores (cleaning, kitchen duties, gardening, storekeeping, etc.). This will last a few months and will pay approximately from \$1 - \$3 a day (as of August 2002). At any one time, some 2,000



1000 Participants in 10 courses



prisoners are in this form of employment.

The second rung up the ladder will be to repair gaps – if any – in the prisoner's basic education. And the third will be an invitation to take his place in the range of skilled employment available. This stage comprises two main elements: vocational training and paid employment itself.

(a) Vocational Training: These training courses are run and financed by the Ministry of Labor and Social Affairs and graduates receive a recognized certificate. The areas of training offered (chosen by the Ministry in accordance with market demand) include computer skills, printing, electrical work, plumbing, scaffolding erection, tailoring, carpentry, tiling, car repair, landscape gardening, scribe (of religious documents), food preparation inspection (according to Jewish law). Pay during training is some \$1-\$2 a day, according to the type of training. In the period 1997-2001, the number of prisoners taking these courses ranged from 350 to 550 per year, of whom 75-

80% graduated successfully.

(b) Paid Employment: In the five year period from 1997-2001 the number of prisoners in skilled employment ranged from 800 - 1,500 a year and has been rising steadily since the reorganization of the IPS employment system in 1997 (see below). These figures should be compared to a potential maximum number of prisoners capable of skilled employment of 1,800-2,000 (out of a total prison population of about 10,000). That all employable prisoners did not find employment is due to the difficulties in opening up new places of employment in a declining national macro-economy, to the special needs of prison inmates and to the strict security conditions the IPS imposes.

Types of Prison Employment

There are four categories of prison employment:

- Plants set up by private entrepreneurs
- Industrial plants set up by the IPS itself

- Sub-contracted assembly work
- Group rehabilitation

Plants Set Up by Private Entrepreneurs

These industries are situated within prison walls and are managed and run by private entrepreneurs. In 2001 there were 16 such plants, engaged in aircraft wiring and electronics, shoe manufacturing, disposable cutlery, office furniture, home furnishings, etc.

To be accepted by the IPS, an entrepreneur has to convince the Service that he can guarantee stable steady employment for prisoners over the long term. In return the IPS offers a series of financial incentives all tending to reduce the employer's direct and indirect costs. Facility rentals are lower than outside. Prisoner wages are 26% below the national minimum wage and employed prisoners do not enjoy the formal employer-employee relations (and resultant benefits) that regular employees do. The purpose of these incentives is to compensate a private employer

for objective difficulties he must overcome in employing prisoners and meeting the security demands required by the IPS.

These privately run enterprises open up for prisoners areas of employment that the IPS on its own could not and, in addition, constitute a simulation in miniature of the conditions demanded of workers in the regular labor market. To be accepted and retained in these workplaces, prisoners have to fairly rapidly learn the required standards of behavior and levels of performance, far higher than the ones they are used to. Yet it is not the material rewards of the work, the wages and benefits, that the prisoners value but rather the psychological and social rewards: the professional skills learnt, the opportunity to display talents and knowledge, the working relationships with fellow prisoners and overseers.

Pay is about \$3 per hour, with the first two hours overtime paid at 125% and every further hour at 150%, with bonuses paid for exceptional productivity.

Industrial Plants Set Up by the IPS Itself

Israel Prison Industries (IPI) are state-owned plants managed and run by the IPS prisoner employment system. In 2001 there were about 20 of them, engaged in wood- and metal-working, textiles, printing, etc. The day-to-day running of each plant is in the hands of an experienced professional manager supported by a team of engineers and technicians. The plants provide employment for hundreds of prisoners. Wage levels are a function of two variables: individual output (i.e. piece-rate) and the size of the contract with the customer. These contracts are subject to the normal conditions of a dynamic and competitive market and so prisoner wage levels will vary by time, place and the financial success of each plant. All marketing, planning, procurement, sales, transportation and installation are handled by IPS Employment Service. Long-term continuity of employment is ensured by a strategy of signing long-term supply contracts with large public and institutional

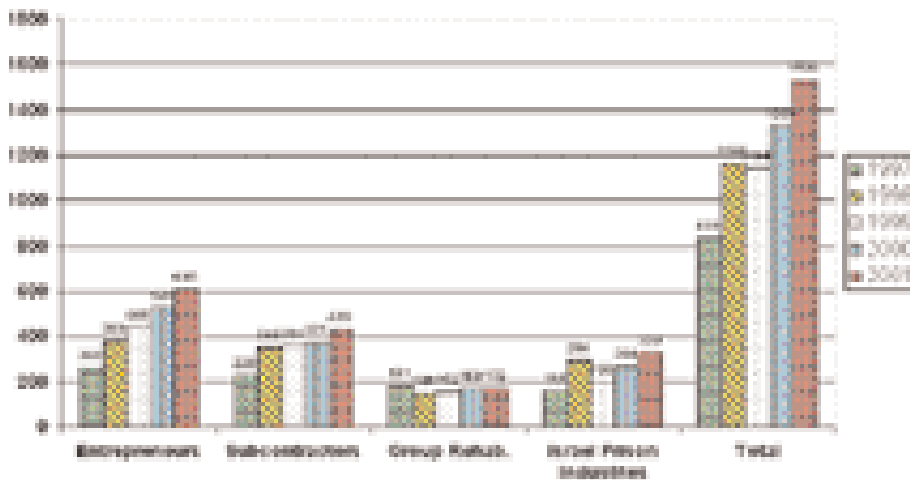
customers, such as the Israel Defense Forces (IDF), the Israel Police, government ministries, the IPS itself. This ensures economic stability on the basis of which good contracts can be sought with the private sector.

The need for IPI plants to compete in a competitive market has compelled the Prison Service to invest heavily in infrastructure (constructing new buildings and upgrading the old, purchasing modern machinery and equipment, personnel training, installing computerized quality control systems) so that output matches private sector standards. This effort received its rewards when the industrial plants at the Eshel and Shatta facilities and at IPS Headquarters were recognized as meeting the ISO 9001:2000 international standard. Other IPS industrial areas will be following them shortly.

That the IPS has at its disposal this large-scale manufacturing base spread over the country gives it a number of economic advantages. It can take on large-scale and long-term orders in its fields of specialization (wood furniture for office, home and garden; woodworking for construction sites; textile products for the home, industry and the IDF; metal products for office use; printing services; high-quality finished cardboard goods). Economies of scale help to reduce direct and indirect manufacturing costs and at times of heavy demand orders can be spread over a number of assembly lines.



Number of employed prisoners 1997-2001



Sub-Contracted Assembly Work

This work involves the assembly and packaging of goods (plumbing, plastics, electrical, wiring and electronics) for outside main contractors. The pay to prisoners will vary from product to product and contract to contract but, on average, is relatively low. The IPS here too enjoys the advantages of being able to take on orders that are at the same time labor-intensive and low skilled, and of being in a position to offer a very competitive price. The work is suitable for prisoners who are physically or mentally limited (those in the process of drug detoxification, for example), for the elderly and for those who cannot find their place in a more skilled or demanding work.

Group Rehabilitation

Under this heading comes work done mainly outside prison walls and mainly by prisoners close to their release date. Work of this sort is available in food manufacture and processing, construction, car repair, manufacturing, baking, communications and electronics. IPS HQ locates the employers and draws up the contracts with three or more prisoners usually

working together. The virtue of this work is that it enables the prisoners to make (almost) unmediated contact with the labor market outside the walls, but they still do not enjoy regular employee-employer relations.

Pay is the same as for work in privately-owned plants on IPS premises, namely about \$3 per hour, with the first two hours overtime paid at 125% and every further hour at 150%, with bonuses for exceptional productivity.

The next stage of pre-release rehabilitation is called 'individual rehabilitation', and in the third and last stage the prisoner will live in a hostel and be expected to find his own work and cope from his own resources with the demands of employers and the labor market.

The Reorganization of the IPS Prisoner Employment System

Until 1997 prisoner employment in the IPS was essentially viewed as a component of the rehabilitation system. The essence of the reorganization that began in that year was the re-conceptualization of the system as an up-to-date and professionally managed

manufacturing network, meeting market standards in all respects. The aim was to create new and more varied places of employment that met the demands of the modern labor market and so steadily to raise the percentage of potentially employable prisoners who were actually employed.

The funding for this reform, it was decided, would be shared between the profits of the system itself and the public purse, with the latter's share gradually being phased out until the system became self-supporting. The first five years of the new model have been relatively successful, with a reasonable balance maintained between the two goals – raising the percentage of potentially employable prisoners in employment and management by accepted economic and financial criteria. This does not mean that the two goals have never clashed: on several occasions decisions have been taken to maintain or increase the number of prisoners in employment knowing that financial efficiency would suffer.

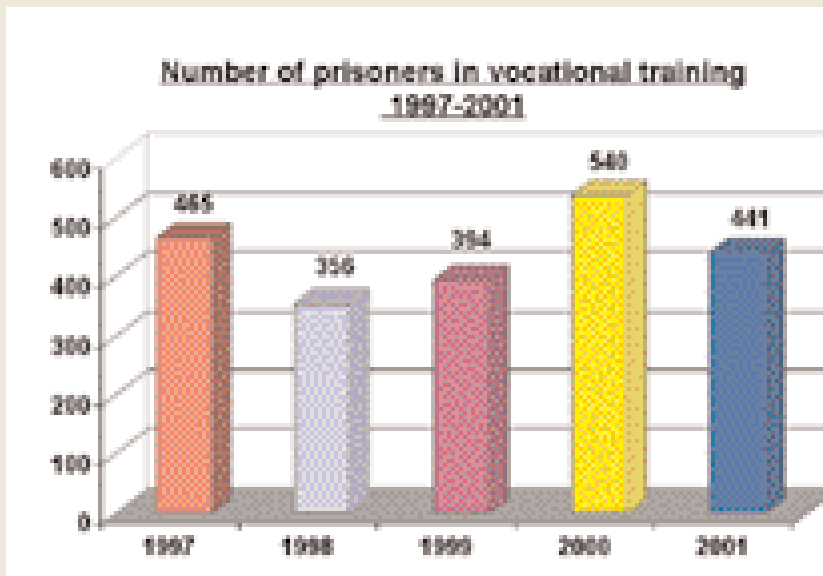
Whereas all other IPS activities are wholly state funded, its employment system is now 80% funded from the sale of its products and from the wages earned by prisoners in privately owned plants on and off IPS premises. But prisoners nearing release working outside the walls keep all of the wages for themselves, and prisoners employed by private employers on IPS premises keep most of their earnings (the remainder goes to pay for the rent of the premises from the IPS, for electricity, etc.) so that in practice it is the Israel Prison Industries plants that must fund the whole network. Large-scale infrastructure projects, such as enlarging the industrial area at

the Tzalmon facility or renovating and re-equipping the workshops at the Shatta facility, were made possible by grants from the Ministry of Public Security and subventions from the IPS's own budget.

The re-conceptualization is also reflected in a new organizational system, with the employment network now directly subordinated to the IPS Commissioner and its activities coordinated with the director of IPS Headquarters. The job of network chief was filled from outside IPS ranks, in order to refresh IPS thinking and open it to management approaches typical of other large public and financial enterprises. New

management and administrative posts were added: legal advisor, and a financial team modeled on the private sector (including a bookkeeping system for suppliers and customers, budgetary control, and cash flow management subordinated to and coordinated with the IPS comptroller).

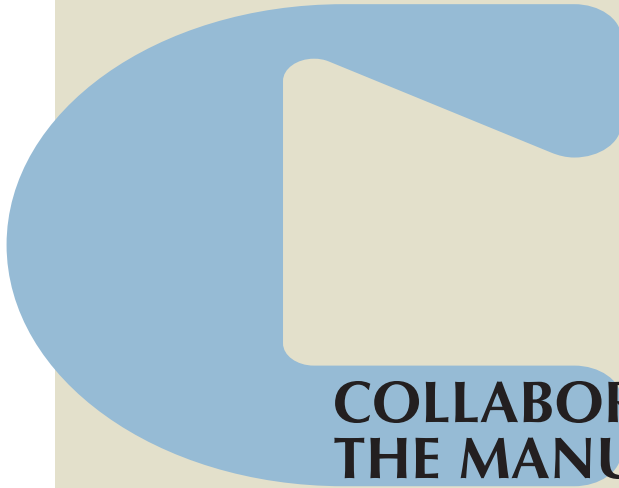
A new and comprehensive marketing strategy was drawn up which focuses on a number of key issues (private and public customers, analysis of market trends, creating competitive advantages, publicity, etc.). Personnel companies were asked to locate key professional staff members, who added a further dimension of flexibility and creativity. All over the network, workshops were converted into industrial plants, vocational instructors into plant managers, and employment officers into industrial area directors. A code of regulations and procedures was drawn up and circulated, and the networks operational strategy put in writing. The IPS Employment Sector offices were relocated from IPS HQ to outside offices in Ramle in a gesture calculated to give the offices a more business-like setting and to break the psychological barriers attached to communicating with outside agencies. Another aspect of this gesture was that personnel who had previously worn the IPS uniform now dressed in civilian clothes.



Conclusions

The right to engage in productive work is surely a fundamental right, rooted deep in the human psyche, and not to be denied to anyone, particularly not to people whose freedom and power of choice has, by law, been reduced to a minimum. It follows from this – apart from any considerations regarding the expediency of keeping prisoners usefully occupied – that the IPS employment network is not to be judged only by the concerns of the moment and the funds the state thinks it can spare for the purpose. In the final analysis, the benefit of a rehabilitated prisoner to himself, his family, and the public at large is so important as to constitute a key societal priority. Even if our success is only partial we are not free to abandon the effort.





COLLABORATION BETWEEN THE MANUFACTURERS ASSOCIATION OF ISRAEL AND THE ISRAEL PRISON SERVICE

MS. MIRA SCHWARTZ - CHAIRPERSON, MANUFACTURERS ASSOCIATION OF ISRAEL - ISRAEL PRISON SERVICE LIAISON COMMITTEE



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That Israeli prisoners are now being trained and employed on and off Israel Prison Service premises in a range of industrial skills and sectors is the beneficial outcome of long-term collaboration between the Manufacturers Association of Israel (MAI) and the Israel Prison Service (IPS).

The first stage in this collaboration began when we at the MAI encouraged factory owners to transfer certain of their production lines to prison plants, to allow prisoners as part of their rehabilitative process to acquire employment skills and experience before being released. In the long run, this amounts to a highly valuable asset for a prisoner – to be released having proven to himself and those around him that he is capable of earning a respectable living. It is already a very good starting point for his

post-prison rehabilitation and readmission to society.

At first the project was confined to a small number of wood, metal and textile production lines but when the employed prisoners demonstrated high motivation, seriousness and responsibility, the number of plants quickly rose to close to 50, employing over 1,500 prisoners. It did not take long for the successful results of this enterprise to show, and as it evidently benefited both the prisoner and his family, we saw fit to expand the project still further. We chose to allow certain prisoners to work in factories outside prison walls – prisoners nearing release or who met carefully chosen criteria and were deemed suitable by prison wardens and IPS employment instructors. Thus today roughly 200 prisoners in rehabilitation





are employed in an additional 35 factories outside the prisons in the sectors of food processing, canned goods, packaging, pipe manufacturing and more.

The Covenant Between the Manufacturers Association and the Israel Prison Service

To formalize the idea behind this joint project, a covenant was signed between the Association and the IPS, committing us to act together to provide prisoners vocational training and teach them employment behavior patterns, and thus better prepare them for re-entry into society. Both sides are committed to develop initiatives and technologies designed to advance prisoner employment and personal rehabilitation, and to monetarily reward them for their work in accordance with IPS pay scales.

A Mediation Course for Conflict Management

Several problems arose during the prisoners' work in outside employment, primarily disciplinary conflicts. As at industrialist experienced in mediation, We looked for solutions, which would give both the employers and the prisoners the tools to work together productively, and arrived at a creative answer: a conflict-management course based on the principles of mediation.

The first experimental course was held at the Hermon Prison, with prisoners taking part in a tailor-made course (designed in cooperation with Israel Mediation North and administered by myself) to teach



them how to solve various types of conflict with the methods and techniques of mediation. The program focused on the specific issues faced by a prisoner working outside prison walls.

In light of the course's success, I sincerely hope that we shall be able to hold more workshops of this kind, both for the different sectors of the prison population and for non-custodial residents of rehabilitation facilities, for it is my belief that in aiding prisoners' personal, social and financial rehabilitation we are doing our share towards reducing violence in society to a minimum.

ISO

SHATTA PRISON IS AWARDED ISO 9001 STATUS

For many years now, as part of its overall rehabilitation strategy, the Israel Prison Service (IPS) has been making great efforts to create a wide variety of paying jobs for Israeli prisoners, both inside and outside the prison walls. All told, the IPS employment system now boasts 42 enterprises, which employ some 1,700 inmates and produce an extensive range of goods for sale. The main production sectors are wood- and metal-working, textiles and printing. Such is the standard and consistency of the work produced, that IPS industries are competing successfully in Israel's dynamic free market, finding a multitude of new customers for their goods and attracting new industrialists to set up production lines. The customers for IPS products number among them the Israel Police, the Israel Defense Forces, the Ministry of Defense and other government ministries and agencies, as well as a long list of private businesses. All these clients demand work carried out to international standards.

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Perhaps the flagship of the employment system is Shatta Prison's industrial park, where a significant sum was invested to set up and provide a variety of jobs for 120 men. Existing buildings and access roads were renovated and improved, and large sums were invested in bringing the work environment up to 21st century expectations – with such success that the International Organization for Standardization has now awarded the park ISO 9001 status for Quality Management Systems. The park at present comprises two textile industries, a woodworking shop and several other smaller facilities, with plans in hand to double the number of prisoners employed.

To this end, the IPS is vigorously marketing its product lines, emphasizing that buying IPS-made goods both supports the prisoner rehabilitation network and enables prisoners to contribute to society while still serving their sentences. Accepting this argument, industrialists have signed a formal declaration of joint commitment with the IPS, a declaration that lays equal stress on the industrialists' economic interests and on the social benefits of prisoner rehabilitation.





FIVE STARS FOR BEAUTY TO IPS MANUFACTURING CENTERS

SUPT. HAGAI DAHAN - HEAD, MARKETING TEAM, PRISONER EMPLOYMENT SERVICES, ISRAEL PRISON SERVICE

In 2003 the Israel Prison Service's employment network became a proud member of the Beautiful Israel family by winning the five-star award for the design of two of its manufacturing facilities (at the Hermon and Tzalmon prisons) in an industrial 'good looks' competition run by the Council for a Beautiful Israel.

The competition, whose aim is to increase awareness of how an attractive working environment improves workers' quality of life, has traditional status in Israel, being now in its twenty-third year, with major industries greatly prizing its prizes. Each year hundreds of worksites all over the country vie for the awards.

The IPS employment network now employs some 1,600 prisoners in 26 manufacturing centers, all run on a sound commercial basis, and attaching key importance to the working conditions and quality of life its industries offer, perceiving them as making an essential contribution to the prisoner-employees' training and rehabilitation. The IPS is very pleased that in the first year it has entered its enterprises in the Council's competition, two of the sixteen sites entered won the coveted award.

The Tzalmon and Hermon Manufacturing Centers each cover some 1,600-1,700 sq.m. and comprise four light manufacturing plants in the areas of textiles, packaging, shoe production and aircraft wiring. Their products are produced both for the local market and for export. The Tzalmon Center employs about 220 prisoners.

The competition judges also specifically praised the efforts the prisoner-employees were making to maintain a clean and high-quality environment. IPS Prisoner Employment Services regards this award as merely one more step along its road to building a high-quality employment network that will help inmates rehabilitate themselves for a successful return to the wider society.





TRANSFERRING PRISONERS FROM OVERSEAS TO ISRAEL - CLOSE ESCORT

CHIEF SUPERINTENDENT IAN H. DOMINITZ,
ADVOCATE - HEAD, INTERNATIONAL RELATIONS
BRANCH, ISRAEL PRISON SERVICE

Introduction

Just two days before the attack on the Twin Towers, a team of four male and two female Israeli prison officers had arrived in New York to escort back to Israel a number of Israelis being held in a prison a mere 500 meters from the World Trade Center. When the first of the two planes hit, one of the officers was in the prison finalizing the arrangements for the transfer to Kennedy airport. The huge explosion threw everyone into shock and the officer rushed back to the hotel where he and his colleagues were staying. It was obvious to the team that the disaster would seriously delay their return to Israel but, with all telephone switchboards crashing under the flood of calls, it was not until the early hours of the morning that they could make contact with Israel. Only after a two-day postponement were the six officers able to board the first El Al flight to leave New York after the attack and return home.

The Transfer Procedure

Since 1999 some 70 Israeli prisoners, some from Europe but the majority from the US, have been transferred under IPS officer escort to Israel from overseas jails. In the opposite direction too, when a foreigner jailed in Israel has to be escorted to Ben Gurion airport for his flight out, it is officers of the IPS's special Nakhshon unit that are given the task.

Prisoners are transferred from one country to another only if they request it and can pay for it. The prisoner submits the request to the facility holding him, the request is passed to the local Ministry of Justice and from there to the International Relations Department of the Ministry of Justice in Jerusalem. It is only once agreement in principle between all the parties involved is achieved and all have given the transfer their formal approval that IPS officers enter the picture to carry out the actual transfer operation.

ICPA AWARDS INTERNATIONAL PRIZE TO ISRAEL PRISON SERVICE FOR THE BET HATIKVA PROJECT

The Israel Prison Service was a recent recipient of the International Corrections and Prisons Association's Offender Management and Reintegration Award for its *Bet Hatikva* project at the Hermon facility, which treats prisoners sentenced for domestic violence. The ICPA board, incorporating representatives from countries around the globe, awards this prize annually in recognition of outstanding programs that contribute to the safe reintegration of offenders into the community and reflect the respect for the dignity of all individuals.

The *Bet Hatikva* project, housed in Hermon's rehabilitation section, takes a cognitive-behavioral approach to preventing prisoners' resorting to violence again after their release by enabling participants to alter their patterns of thinking and behavior. The program members work in a group with other domestic violence offenders to create interpersonal relations based on non-violence and conflict-coping mechanisms, with each inmate required to sign a treatment contract. Living arrangements are organized as "family units".

The project staff consists of the section commander, two social workers, an education officer, a guard sergeant and several group leaders, all of whom took special training for their work in the project.





At the time of writing about 300 Israelis are held in prisons and jails around the world but only 3% of them are the subject of current negotiations for transfer, with the Israeli Ministry of Justice receiving dozens of such requests. The negotiating process is always protracted: more than a year can pass from the submission of the request till the time the prisoner sets foot on Israeli soil.

The legal authority for prisoner transfers is Article 6a of Israel's Serving Prison Sentences in the Country of Citizenship Act, 1996, which ratified the international convention on the subject. The Convention and the Act state that for a prisoner to be transferred to his home country to serve out his sentence there has to be the tripartite agreement of the prisoner, the country holding him and the country receiving him, and the two countries must have signed a formal Bilateral Prisoner Transfer Agreement and the relevant international convention.

Once the IPS enters the picture, its acts on two fronts: (a) planning the actual transfer operation and putting together the team of officers who will execute it, and (b) maintaining

contact with all the parties involved, in Israel and overseas. The number of such contacts is not small: the Foreign Ministry and Prisons Service of the holding country and its embassy in Israel; the two Ministries of Justice; the Israel Police's Deportation Unit; and the El Al airline's offices in Israel and the holding country. To that list must be added the task of keeping the prisoner's family informed – they are paying for the whole operation.

The nucleus of every IPS team leaving Israel to repatriate prisoners is provided by the Nakhshon unit, to which are added senior and junior officers from the overall IPS ranks. Before their departure the whole team is briefed by the head of the Security Division and by the head of the International Relations Branch. From the holding facility to the local airport, an escort of local prison and police officers accompanies the Israeli team.

The Flight

For the duration of the flight itself the prisoner sits among the regular passengers, looking just like one of them, apart from the fact that he is surrounded by his escorts. The escort team is in constant contact with the

plane's flight crew. Says an experienced escort team leader: "The complexity of the operation lies in the fact that you're dealing with someone you don't know; you don't know what he's capable of, nor how he might try to do it". As soon as the plane lands in Israel the prisoner is taken to the Nitzan Detention Center, where he is held until moved to one of Israel's prison facilities.

Legally speaking, in the absence of an Israeli court verdict requiring a prison sentence, the prisoner is imprisoned under an order issued by Israel's Minister of Justice. This order is submitted to a District Court, which converts it into the required court verdict that then becomes the official authority for the imprisonment.

Israeli prisoners prefer to serve their sentences in Israel for two reasons: for the visits they can receive from family and friends, and for the provision in Israeli law allowing a prison sentence to be cut by a third for good behavior. It has happened more than once that a prisoner has arrived in Israel and been released within a few months because of the length of time he has already served in a foreign prison.



SUPT. SIMA BLECHER -
DIRECTOR OF SOCIAL SERVICES,
HERMON PRISON

SUPT. DANA BEN-YEHUDA -
DEPUTY DIRECTOR OF SOCIAL
SERVICES, HERMON PRISON

SUPT. ORLY SAFIR - DIRECTOR,
BET HATIKVA, HERMON PRISON

BET HATIKVA (HOUSE OF HOPE)

THE ISRAEL PRISON SERVICE'S NATIONAL DOMESTIC VIOLENCE TREATMENT UNIT

In 2002 *Bet Hatikva's* outstanding work was recognized by an International Corrections and Prisons Association (ICPA) Award

"Right now I feel like a child taking his first steps, very fearful and hesitant. But at last I have the most important thing – the confidence that I can make it, and that confidence I got here, in *Bet Hatikva*." (Prisoner after treatment)

"Today I proved to myself that I can control my fear and do the right thing, without losing my temper and then collapsing; but I would be lying if I didn't say that the cost has been very high, only the benefit has been higher still." (Prisoner in treatment)

Introduction

Israeli society has seen reported domestic violence climb remorselessly over recent years, to the point when in 2001 and 2002 more than 20,000 police files per year were opened for the use of violence between partners. Central to this phenomenon is the battering husband or boyfriend, with many of these men ending up in the hands of the Israel Prison Service (IPS). Every year there are more domestic violence prisoners and detainees (midway in 2002, over 1,400 new inmates) because Israeli society and its communications media are refusing to let the phenomenon rest unreported, and the judicial and law enforcement systems are now taking a much firmer line with offenders.

But the IPS has decided to do more than incarcerate these men for the period of their sentence. Though the phenomenon raises complex difficulties reaching deep into a man's personal life, and though its treatment requires substantial investment and adaptation to the special needs of the prisoners, the Service has decided to take on the challenge. Every IPS facility houses some of these prisoners and every facility has an active group therapy program. Some also operate special therapeutic projects and the most important of these, in the Hermon facility, is the IPS's national Domestic Violence Treatment Unit, *Bet Hatikva* – the House of Hope.



Research Background

The phenomenon of the male batterer has been researched for many years and many lines of approach to its treatment have been tried. An important avenue of approach has been to compile a batterer 'profile' from prominent personality traits and commonly found socialization patterns. The profile input data are analyzed on three levels: the personal, the interpersonal and the societal.

(a) The Personal Level

Many batterers have low self-esteem and weak egos. But it does not simply follow that either the resort to violence is the result of low self-esteem or the opposite – that the low self-esteem is the consequence of rigid expectations that have proved unattainable, or of depression and isolation resulting from violence.

- **The Need to Control:** Male batterers are portrayed as having a strong urge to control, both themselves and others, and are convinced that, as men, they are so privileged. When this need for control is frustrated, the result is a sense of failure mixed with despair and a further blow to their self-esteem. The response is violence against 'someone close'. In a marriage, the sense of frustration becomes chronic and the wife is the most

likely object of this violence.

- **Defense Mechanisms:** Male batterers deploy three main defense mechanisms to conceal a negative and painful reality from themselves and others: minimizing, denial and projection. **Minimizing** – the tendency to minimize the frequency and severity of the violence admitted to, and the gravity of its results; **denial** – denying the violence itself, the batterer's intentions and his responsibility; **projection** – throwing the blame onto the wife or circumstances. Most batterers claim that their wives turned them into batterers and/or that they are the victims of economic difficulties or pressure at work, or other circumstances.

- **Affective Factors:** The predominant emotions are anger, jealousy, abandonment anxiety, dependence and depression.

- **Cognitive Factors:** Batterers tend to interpret interpersonal situations in a distorted fashion. More than non-batterers, they report being afraid, having mental pain and a fear of being

attacked, and they connect these emotions to their easily stimulated anger and the openly hostile behavior that results. Another problem is what is known as the 'emotional funnel': they have difficulty distinguishing one emotion from another and tend to translate most of them, especially feeling hurt, sadness, loss and fear – into anger. Since they are undefined, the true emotions cannot be worked through and so gather strength, sometimes turning into uncontrollable fury which leads to an outburst of violence.

(b) The Interpersonal Level

- **Communications Skills:** Male batterers have difficulty conducting direct communication and putting their thoughts, feelings and wishes into words. In contrast to non-batterers, they have a marked lack of self-assertiveness and, moreover, find it hard to discern self-assertiveness from aggression. Research relates this lack of assertiveness to a fear of abandonment, that their own anger will arouse their partner's anger and consequent rejection.



- **Interpersonal Relations:** Because of their difficulty in trusting others and their unease in company, batterers are lonely people. They tend to avoid society, hesitate to open or develop close ties and are careful not to choose partners who want close relations. Researchers have found that for lack of a support network, intimacy and the ability to express their feelings openly, and because of their emotional isolation and alienation from interpersonal ties outside the pair bond, many batterer-battered couples live as isolated units. This is a predicament that induces pressure: isolation increases the mutual dependency and mutual dependency increases the isolation. One effect of this closed system is jealousy: all outsiders are perceived as invasive or threatening. This in turn augments the batterer's withdrawal and his shying away from building sources of support outside the couple; and when he feels that his dependency on his partner is not as total as hers on him he tries to consolidate her isolation. Should this attempt fail he responds with anger, which increases the likelihood of violence.

- **Family History:** Many batterers have themselves suffered from violence in their childhood or were witnesses to violence between their parents. Against this, however, we must set the fact that more than half of all male batterers have had a violence-free childhood.

(c) The Societal Level

Throughout history women have been battered. The majority of societal institutions, rooted in patriarchal values, ideologies and behavior patterns, have been very understanding of verbal violence as a way for men to vent their anger and display





their power. Men learn in what places, situations and contexts violence is thought a legitimate and fair way of demonstrating their dominance. When the sources of social authority fail to enforce a counter-view they are, by implication, giving men society's sanction to treat their women violently.

For the most part, battering men hold rigid attitudes on all aspects of marriage, sexual roles and correct behavior for men and women. They believe that men should be strong and dominant and that any expression of feeling is a sign of weakness and a 'female' response. Many are convinced that woman, as the inferior, should content herself with serving her man and that the use of force is a proper way to educate her and set out her limitations.

Bet Hatikva's Therapeutic Strategy and Programs

Within the Israeli prison system the *Bet Hatikva* unit is unique. It was established in August 2000, to exploit the period of

detention to treat family violence, using an authoritative form of therapy found effective with this group of men. The model deployed is a cognitive-behavioral one, whose first aim is to root out the use of physical violence by bringing about a comprehensive change in patterns of thinking, feeling and behavior.

The core of the program is daily life in the Unit and the ongoing interaction between residents. The Unit houses forty residents at a time, all of whom have been sentenced for domestic violence and are drug-free. They live two to a room, so that life in the Unit replicates the model of a couple living in a large family (the Unit is divided into four corridors with ten residents to each corridor) under a single roof. In addition to his therapy program, each prisoner-resident also participates in an education or employment program within the prison, so that he has two parallel commitments, to the prison and its rules and to the Unit. Therapy is based on group sessions supplemented by individual casework.

The cognitive-behavioral model adopted by the Unit comprises the following elements:

- Identifying the cycle of violence each resident is subject to, including its physical signs;
- Identifying cognitive and affective distortions;
- Building self-control skills, part of which is to understand how the cycle of violence works and to take responsibility for one's violent behavior.

The Unit's staff is made up of therapists and regular prison staff. The therapeutic nucleus of the team comprises the Unit director, two social workers, an education officer and a discipline-sergeant and meets for a staff meeting every week. The education officer is responsible for program content at the group and community level, as well as coordinating the work of the cultural activities committee. The Unit's regular prison staff form an integral part of its team, take part in all staff and briefing meetings, conduct some of the Unit's activities and are responsible for seeing that the program is carried out as

planned. The weekly meetings of the extended staff discuss the therapeutic content of the various groups and arrive at joint decisions as to how they will continue. A weekly issue of concern may also be debated. The meetings are useful for ensuring that all staffers speak a common language.

All staff members receive guidance/supervision in both group and individual formats. The therapists meet with the Unit director, while the director herself meets with the IPS's Deputy Director of Social Services, who in turn meets with the Director of Social Services. Once a fortnight there is a collegial supervision session for discussing program content problems and working through the emotions, thoughts and difficulties arising from working with violent men. The Unit director combines her management role with the roles of Prison Wing Director and Therapeutic Services Manager. The two social workers, in addition to their group leadership and casework roles, sit on domestic violence committees and deal with the Unit's relations with therapeutic agencies in the outside community.

Given that violent families operate according to a hierarchy of force rooted in mistrust, the strategy of the Unit is to confront residents with the alternative hierarchy embodied in the Unit's staff, one which demonstrates relations of trust and empathy, between the staffers themselves and between staffers and residents. Each resident is also shown the ways in which force can be used through the way staff treat him, through the way he treats his family (interrogations, threats), and the manner in which he behaves towards his co-

residents, on his path to learning to be a normally assertive person who can conduct successful dialogue and other forms of communication. One of the staff's tactics to this end is to have residents sit in on staff discussions and sessions of the Special Review Committee, for them to experience how negotiations can be conducted and decisions taken without recourse to threats and violence.

(a) Issues and Materials Covered in the Program

The various issues and subjects are covered in series of meetings conducted at different levels. The transition from issue to issue is decided in meetings of the extended staff on the basis of their assessment of the progress residents have made. Residents attend three types of groups: the self-control group focuses on the issue of the week and follows a cognitive model; the skills group practices different social skills, following a behavioral model; the awareness group follows a dynamic-affective approach and is designed to enable participants to assimilate a subject by introspection and self-awareness.

Staff have to find answers to a number of professional dilemmas when they debate the practical needs of the program as against an ideal therapeutic regime. Among these dilemmas are whether drug addicts with violence problems should be allowed to join the drug-free residents of the Unit; whether persons using different types of violence should be kept separate, for example, from those who have used sexual violence against their partner or used violence against other family members; and the place of individual casework in a group and community therapy program.

(b) Other Therapeutic Groups

- Residents' Meetings: Each week on the Unit begins with a meeting of all residents. These can deal with a wide variety of issues and topics, from incidents that occurred in the Unit to the work of the different committees and programs.

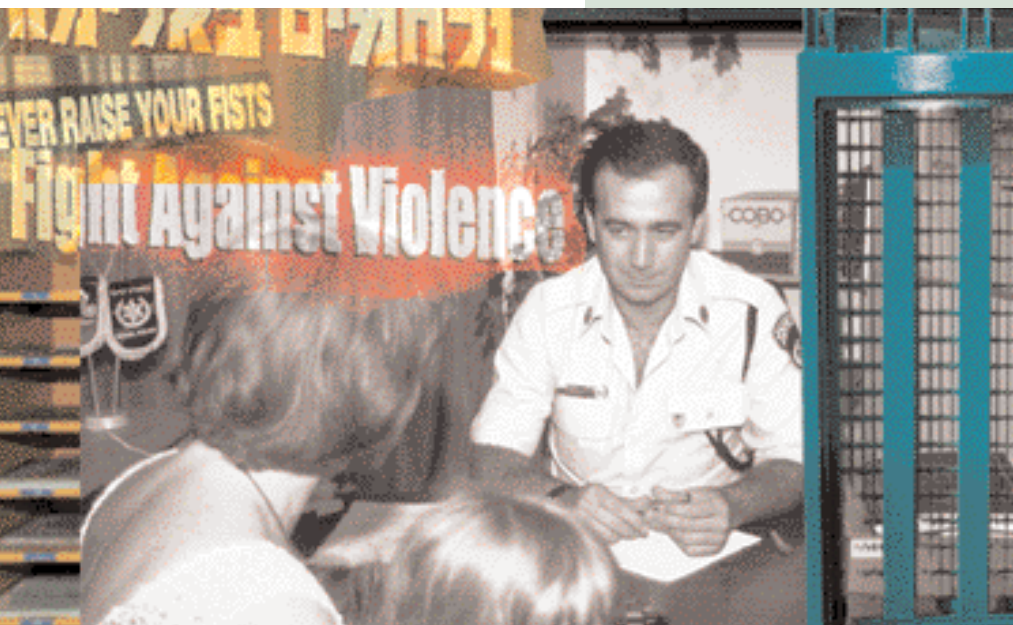
- Special Staff-Led Reference Groups: These are called when an exceptionally significant, usually violent, event occurs in the Unit which requires the input and response of all residents and staff. The objective is then to analyze the occurrence and make use of it, make it part of the program and of the issue of the week, and discuss alternative behaviors.

- Corridor Meetings (group dynamics): As noted above, the Unit comprises four corridors with five double rooms on each corridor plus shared toilet and shower facilities. These meetings deal with issues and material thrown up by the dynamics of living together: in other words they simulate family dynamics.

- Sexuality and Couplehood: The idea behind these groups is to offer answers to the difficulties a violent man faces in creating intimacy with his partner. The sessions also look into the effect of his behavior patterns on his sexuality and on actual sex-life with his partner. The group tries to help participants assimilate the fact that their partners rejected them because of their violence and not because of their sexual performance.

Here is an example of a participant's input into one of these sessions: "I was thinking today why I treated my wife the way I did and the answer I came to was that I wanted to feel I was worth something and the easiest way to feel that is to humiliate someone else. Now I





have to answer another question: Do I tell my wife that or not? She's suffered enough from me and mightn't that only hurt her more?"

• **One Day at a Time Therapeutic Groups:** The work of these groups is derived from the 12 Steps programs, well-known from the sphere of drug addiction treatment, here adapted to the issue of domestic violence. The program operates by getting individual participants to accumulate short-term successes which build into major progress. The twelve practical stages (steps) are backed by a spiritual conception which includes belief in a supreme power, a core of tranquility running throughout the course of our life, giving to others in order to strengthen ourselves, assimilating moral values, and peace of mind.

• **Child Witnesses to Violence Groups:** The purpose of these groups is to help participants appreciate the mental and affective effects of, as a child, witnessing violence in the family. The group helps its members find a way to absorb the knowledge that this experience made them another victim of that violence, and through that transforming

knowledge review their understanding of their childhood.

• **Movement Therapy:** In this form of therapy participants connect to the violence inside them and give it outward expression in a creative non-verbal manner.

• **Resident-Led Self-Help Groups:** Unit- or corridor-level reference groups convened at the initiative of the residents themselves and led by the head Unit or Corridor resident at the time. Meetings are called to deal with a particular incident or incidents and are designed to help men with violent behavior patterns work through dialogue instead.

An example of a resident's comment on one of these sessions: "This evening, at the group meeting which met to go over the quarrel between the two residents, I decided not to join in the discussion because I was feeling angry. The way that resident behaved reminded me of my own behavior to my wife and kids. I was so angry at him that I couldn't calm myself down, so I decided not to say anything rather than say the things I felt like saying, because what I wanted to say felt to me too much like a settling of accounts."

(c) Community Life

All residents are involved in the

life of the Unit and taking responsibility is the essence of the change process every resident experiences every moment of his stay in *Bet Hatikva*. This taking responsibility for life in the Unit parallels the resident's taking responsibility for his own acts and his giving up on trying to control others. The roles residents have to fill (head Unit resident, head corridor resident, cultural activities committee member) have varied content and are designed to give them experience of the similar day-to-day roles they might fill in their own families.

In a violence-based relational system, relations are based on a status which lacks all functional meaning but is merely the privilege of greater strength. There are no functions or roles, only force. The relational structure designed for the Unit embodies a hierarchy based on roles and duties, not on privilege. In each role residents take on, they have freedom of action but no privileged rights. If they see these duties as according them privileged status they will exploit their 'power' to exercise control over other residents. The point is for residents to come to realize the hierarchy of force they have set up in their families and accept an alternative structure – based on roles – through which they can learn that they are able to function without relying on force.

(d) The Therapeutic Contract

Every resident joining the Unit signs the therapeutic contract. The rationale for this derives from the fundamental perception which guides the Unit's work: that the tendency to violence – unlike drug addiction – is not an addiction but a loss of self-control. The



message the signing of the contract conveys to the signatory is that from the moment he joins the Unit his task is to regain that self-control and that he has the capacity to do so.

The use of verbal or physical violence in the Unit carries with it instant expulsion: if it did not, the negative message would be conveyed that violence is accorded therapeutic and moral legitimacy. It is a fundamental premise that if this frontier not be kept sharp and clear and the Unit's other frontiers not maintained, then residents will not feel secure enough to enter into the therapeutic process. Only in the knowledge that this frontier is firm and unquestionable will they feel sufficiently secure to open themselves to treatment and so enjoy the further reinforcement of demonstrating to themselves that they can indeed regain control of their lives.

The contract defines:

- **'Red Lines'**: A resident who crosses one of the Unit's 'red lines' (behavioral frontiers) is immediately expelled by decision of the Special Review Committee, chaired by the Hermon facility's Director of Social Services. The four red lines are: making threats, using physical violence, theft, and taking drugs or alcohol. Lesser offenses are dealt with by the application of sanctions or by issuing discredit 'stars'.

- **(Dis)credit Stars**: These are issued by staffers to make clear their opinion of negative aspects of a resident's behavior. The essential aim is to counter any tendency by one or more residents to start exercising sway over the behavior of others.

Red Stars are issued for any instance of loss of self-control, every disciplinary infraction (unpunctuality to meetings, falling asleep in meetings, not tidying one's room) being considered a loss of self-control. Receiving a red star means that the staff think you have started on a path capable of ending in serious violence. If no further star is issued by the end of the week, the single star is deleted.

- 3 red stars - the resident is summoned to a meeting with the discipline-sergeant;
- 4 red stars - the resident is summoned to a meeting with his social worker;
- 5 red stars - the resident is summoned to a meeting with the Unit director;
- 6 red stars - a Special Review Committee is convened to consider the resident's future in the Unit.

Orange Stars are issued for verbal abuse, considered a very grave offense, and mean that the resident is on probation. An orange star remains in effect for a month and receiving any further star brings expulsion.

With his red or orange star a resident is also issued a written behavior task or objective, connected to his loss of self-control.

Blue Stars are issued for examples of positive behavior.

Tzalmon Prison: Preparing Candidates for *Bet Hatikva*

The Tzalmon facility identifies among its prisoners possible candidates for a future placement in *Bet Hatikva* and prepares the ground for that placement by enrolling them in four parallel groups, whose overall task is to teach the prisoners the meaning of treatment. Each group deals with a different aspect of violence.

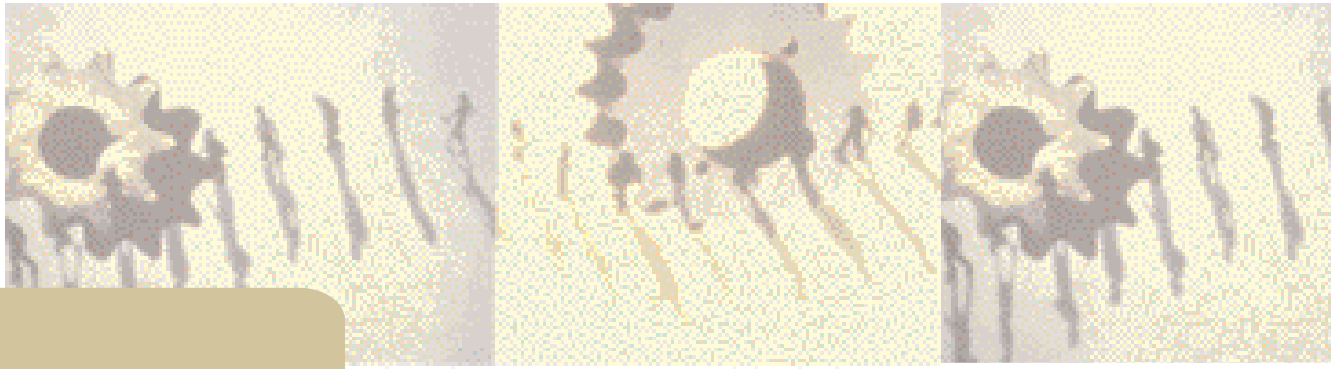
Conclusion

The two successful years that *Bet Hatikva* has been operational and the steadily rising numbers of prisoners sentenced for domestic violence crimes during this period have proved the need for a Unit of this kind and further success is to be expected from its continuation and expansion. This success is due to the rich theoretical and practical research experience on which its work is founded, to the expertise of its therapists and other staff, and to the material resources and administrative backing with which the IPS has supported it.

Prisoners who complete the *Bet Hatikva* course successfully and are released are referred to domestic violence units in the community for follow-up care and monitoring, in order to sustain continuity of care. This post-release stage in their care still needs further reinforcement. Another practical lesson from our work is the necessity of integrating the men's wives into the program, and the "Together" project has been devised to this end.

The work is hard and the subjects, battering men, are very hard and often unpleasant to work with. It is their suffering wives and children who give us the strength to face the challenge. The window of opportunity that *Bet Hatikva* opens for these battering men is the opportunity also for their wives and children to at last live a normal and peaceful life.





THERE IS ANOTHER WAY: MEDIATION BEHIND BARS

BOAZ BEN-YEHUDA - DIRECTOR OF EDUCATION & FAMILY SERVICES,
ISRAEL MEDIATION NORTH

Introduction

The idea of introducing mediation into Israeli prisons originated with Mrs. Mira Schwartz, chairwoman of the Manufacturers Association of Israel (MAI) – Israel Prisons Service Liaison Committee. Mrs. Schwartz approached the Israel Prisons Service (IPS) Prisoner Employment Department, headed by Nissim Kashi, recommending Hermon Prison as the most suitable establishment for a pilot project. Hermon is a rehabilitation facility, where one element of the prisoners' rehabilitation is employment on production lines belonging to MAI members. In the first stage, inmates are employed in plants set up within IPS facilities, but at a later stage go to civilian industries outside the walls. Wanting a more active role in offender rehabilitation and having come to realize that conflicts are an inevitable ingredient of any working environment, the Manufacturers Association proposed conducting a mediation workshop to provide prisoners with the tools that would enable them to settle conflicts without resort to violence.

Course Design and Implementation

The following step introduced Israel Mediation North, a professional organization specializing in mediation. In a series of discussions held with the director of the Hermon Prison and the IPS Prisoner Employment Department, objectives and expectations were clarified. A team from Israel Mediation North visited the prison to witness the dynamics of daily prison life at first hand and to meet with all staffers likely to be involved in the project (prison officers, instructors, social workers, education department staff). Decisions had to be made: at which point in the rehabilitation process to intervene, and how to ensure that the facility could provide the participants enough support to give the initiative a reasonable chance of success. The mediation team's professional conviction was that the course would produce no long-term effect unless every staff member who would be in contact with the participating prisoners knew how to support them in their difficult attempt at 'a change of mind' and how to encourage the trainees to apply in their daily lives the methodology they would be

learning. Israel Mediation North therefore gathered all Hermon's senior officers for a brief workshop, for them to experience directly the advantages of the conciliatory approach. Only upon the successful completion of this first workshop and with the officers' blessings on our enterprise, did the mediation instructors start actual work with the offenders.

The program for the prisoners was entitled "Managing Conflict Using the Concept of Mediation". The method employed presented the participants with the objective of mastering the relevant language and tools well enough to be able to put them into practice themselves. Mediation is an alternative method of solving disputes by way of negotiation, the key principle being that the opposing sides talk to each other guided by a third party, a qualified mediator, rather than settle the matter amongst themselves, as is the custom in prison communities (where invariably the strongest inmate, dispensing with any process of negotiation,



merely imposes his will). The Hermon model was designed not to teach the inmates how to use a third-party mediator but to learn, themselves, to take on the mediator role, using the same techniques a professional mediator uses.

The terminology and basic values of both training methods are the same: in a conflict situation, instead of at once proceeding with the dispute based on hard-line opening positions, the concept of mediation teaches the alternative path of all parties recognizing the needs of all the other parties and allowing expression to each individual's needs and interests. A dialogue is initiated, in which the disputants will choose together a way to achieve maximum satisfaction of each party's needs with a minimum of harm to the other. Solutions of this type are termed in mediation vocabulary as 'win-win' solutions, in that all sides end up with more than could have been achieved by way of argument.

Only offenders currently employed were selected for the training, to enable them to present their own personal experiences of workplace conflict and to later be able to apply the techniques learnt to their daily situation. Before the classes began, each selected prisoner was interviewed individually to introduce him to the course content and to give him the opportunity to decide for himself whether he really wanted to take on the commitment.



Then the real efforts with the prisoners began. The first topic taken up was negotiating style. We tried to explain and inculcate the distinction between competitive negotiation and cooperative negotiation. In the first, each participant tries to gain the maximum for himself, on the assumption that his role is to beat the other down and leave him with the minimum possible. In the second approach, both sides make a genuine effort to jointly find a solution that will maximally meet both sides' needs. The instructors tried to demonstrate that the second style could result in both sides ending up with more than either could have achieved with the first style.

The prisoners' point of departure, and in this they were no different from other trainee negotiators, was the point of competitive negotiation, that is, the assumption that 'for me to get more the other party has to get less'. For the whole duration of the program this remained the core issue and one returned to again and again – the willingness to make room in one's thinking for the basic assumptions of cooperative negotiation and to apply the techniques that make it a reality. To move from the dichotomous perspective of winner / loser, right / wrong, to the cooperative outlook was a transition that demanded nothing less than a fundamental change of attitude, something far from simple and not to be achieved quickly. But as the training progressed, the signs of change began to show. Each session began with the prisoners tending to backslide to the old familiar ways but gradually, as the new concepts were absorbed, the instructors could see the 'penny beginning to drop' and the new conception taking root. It should be stressed that, for this particular population, to put enough trust in someone, enough to make cooperative negotiation possible, took a very great deal of persuasion and belief. This was made doubly clear in the feedback the participants gave at the end of the course. They feared very strongly that if 'real life' did not present them situations in which they could apply a cooperative negotiating style and if they found no way to continue practicing the techniques they had learnt, then they would very probably regress to their old ways of settling differences.

TECHNOLOGY

NEW DEVELOPMENTS FROM THE TECHNOLOGY ADMINISTRATION, ISRAEL POLICE HQ

THE POLICE ENCYCLOPEDIA

Information Management in Training (IMIT) is a computerized service infrastructure designed to maintain and upgrade the professional competence and skills of serving police officers on an ongoing basis, by allowing any officer whose computer station is connected to the TALI (IP's Intranet system) network to study or update his knowledge in any of the fields relevant to his job and rank. IMIT was built and installed, and is now jointly operated, by the Computer Applications Department and the IP's Human Resources Planning Department. The In-Service Training Division is responsible for the content and for adapting it to the IP's divisional structure.

IMIT is arranged in four main units and the material in each unit has been arranged by 'police-work settings', each with content appropriate to the particular work and nature of the IP's main branches.

Unit 1. Testing Your Knowledge:

The unit contains about 80 'police work settings', which reflect the range and variety of tests used by the different branches: Investigations, Intelligence, Border Guard, Community Policing, Logistics, etc. In February this year, for example, some 10,000 officers were brought to computer classrooms around the country and IMIT was deployed to test the state of the knowledge they needed for their particular facet of police work.

Unit 2. Knowledge Bank:

This section is displayed in a tree format, divided into three sections:

- Subject areas of general relevance to all policemen and women
- Instructional matter particular to each branch of the service and arranged by settings according to the specific field of the officer's work
- Other content relating to the user's organizational affiliation

The Unit is currently under construction by the Police Studies Center.

Unit 3. Investigations Bank:

This Unit, also displayed in tree format, will eventually comprise 18 general subject areas (traffic incidents, complex operations, terrorist attacks, public order, etc.) divided into sub-sections. The bank (now under construction by the Training Division and the Investigations Branch) will be open to all IP officers.

Unit 4. General Police Forums:

The Training Division and the Public Relations Department have set up two sites for enquiries, one on the subject of the 'domino effect' and the other on the effect of the economic cutbacks on the IP. Officers of all ranks, interested in the questions presented and the expert answers given, have access to both sites. They can also submit questions of their own.





POLICE MOBILE PHONES IDENTIFY STOLEN VEHICLES

A special development by the IP's Computer Applications Department enables any policeman with a standard IP-issue mobile phone with Internet connection, to click onto a special site, punch in the number of a suspect vehicle, and in seconds know if it is stolen – a facility also very useful in locating vehicles suspected of involvement in terrorist activity.

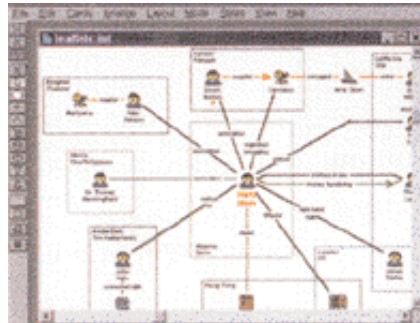
DOMESTIC VIOLENCE

In the framework of the IP's intensified efforts over recent years to develop its expertise in the treatment of domestic violence, a joint team from the Investigations Division and the Behavioral Science Unit has developed a model for evaluating dangerousness. To integrate the model into more regular field use a team in the Computer Applications Department has designed software that enables an investigator, after entering a suspect's data into a computerized questionnaire, to receive an assessment of the suspect's level of dangerousness – a crucial item of information in the investigator's decision as to how to proceed with the case. The software takes the data (which can be fed in from a number of sources) and converts it, by methods derived from the developed model, into a numerical assessment.

At present the new tool is being field-tested in two large police stations and, once this stage has been concluded and evaluated, will be put into general use.

NETWORKS NETTED

Processing, evaluation and investigations all frequently require the analysis of a network – of thousands of phone calls, of business transactions, of kinship relations, or of vehicles and their owners – and without the appropriate tools this can take a great amount of time and sometimes not get done at all. Now the IP has acquired for its Intelligence Units the 12 Company's *Analysts Notebook*, one of the leading network analysis software packages in the

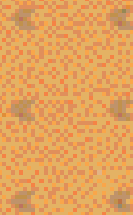


world. With it one can construct network maps and display them graphically; locate direct and indirect relations between items (to the second degree and higher); exploit the package's sophisticated abilities to screen and analyze linkages between groups of items; graphically display connection-paths; put items into different formats by redefining their parameters; analyze connections and incidents along the time axis; and print all this out using the package's advanced printing capability.

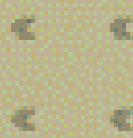
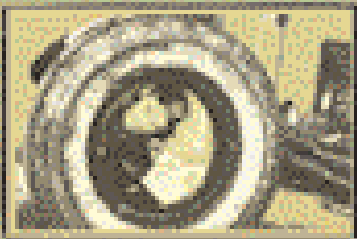
The new software has so far been installed in 12 district and national units; with the assistance of the Intelligence Division's Computer Unit, officers are learning and using their new skills and capabilities. One of the most important uses for the new software will be in analyzing suspects' communications networks. The detailed logs of telephone calls provided by the communications companies, once they have been manipulated by intermediary software, can be fed into the *Analysts Notebook* for analysis.

In a recent instance of success, the *Notebook* served to unravel a murder case. By displaying the interconnections between the murdered man and the suspects, together with the network of internal connections within the gang the suspects belonged to, the software proved extremely useful in understanding the murder incident. Very shortly, the 12 Units will be receiving an even more advanced version of the *Notebook*, which will enable them to diagram relational networks and to display a number of cases simultaneously along a single time axis. The *Analyst's Notebook* will also be distributed to additional units of the IP.

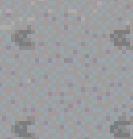
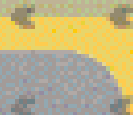
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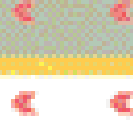
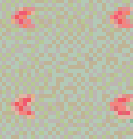
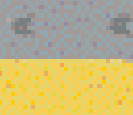
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INNOVATION
Exchange