

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

## STATEMENT OF THE MINISTER

**Avi Dicter**

**Minister of Public Security**

The Israel Ministry of Public Security, with its two executive arms – the Israel Police and Israel Prison Service – carries the main burden of responsibility for the personal security of Israeli citizens, and for the public order and law enforcement.

The recent wave of violence and crime has caused a harsh blow to the sense of security of Israelis and has harmed the functioning of our society, economy and overall quality of life.

Violence and crime are a strategic threat for Israel, no less than the threat of terrorism. Therefore, the main focus of the Ministry of Public Security is and will remain generating a significant improvement regarding the sense of security of Israeli residents.

This policy focuses on the citizens' needs, and compels the Police and Prison Services to maintain maximum availability all year round and all hours of the day.

During 2007 the Israel Police force will also maintain its efforts fighting violent and organized crime, public corruption and in the war on road accidents, as well as continuing to play a vital role in the war on terror.

The Israel Prison Services (IPS), which is the professional imprisonment organization, will become in 2007 the only civilian prison authority in Israel. All Police prison and prisoner escorting services will be transferred to the IPS during the coming year.

Finally, during the recent war in Lebanon we were exposed to many defects and shortcomings which demand our urgent and swift handling in order to achieve operational readiness for any potential conflict which might arise.

I believe that our collective, strenuous and focused efforts will succeed in producing a substantial upgrade in the personal security and sense of security of all Israelis.



# FROM THE EDITOR

**Hiddai Wagschal**

**Head, Information Services Unit**

**Ministry of Public Security**



During both routine and emergency periods, the Ministry of Public Security works continuously towards providing personal security to the residents of the State of Israel, preventing crime and assisting in the rehabilitation of those who have descended to crime.

We live in an era when the authorities responsible for civilian security are challenged with the sensitive balance between the war against terror and the war against crime, as can be read in Minister Dicter's speech before thousands of senior law enforcement officials in the United States, and in our Director General's concept for

public security as our future unfolds. In addition, this year's edition of *Innovation Exchange* focuses on the research and development within the Ministry and its agencies.

It is essential to point out that all of the Ministry's activities are done for the community, as part of the community and in cooperation with the community, an aspect that has been emphasized in our journal. Thus, in the article about Metzila Dimona, the Ministry's Community and Crime Prevention Division's work comes to light as it operates in dozens of cities throughout the country in full cooperation

with the local municipalities, all in order to strengthen the community and prevent violence.

The Israel Prison Service opens its gates to the community and the reader showing a unique photography exhibition within prison walls and the exceptional program in which drama students and inmates take part. In another article one can read about the Israel Police's focus on the younger generation in cooperation with the Ministry of Education, working with grade school pupils in its "Elementary Security" program.

I would like to take this opportunity to thank the co-editor, Ms. Judy Rudman, for the long hours of cooperation prior to publishing each edition and for the many years she served in the Information Services Unit in the Ministry.

I hope you enjoy reading this *Innovation Exchange* as much as I enjoyed editing it.

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# MINISTRY



# MINISTER DICTER

## ADDRESSES

## THE IACP CONFERENCE



Minister of Public Security **Avi Dicter** was invited to address the International Association of Chiefs of Police Annual Conference 17 October 2006 in Boston

For over 30 years my career has focused on the war on terror. Recently, as the Minister of Public Security, I was handed the responsibility of enforcing the law in Israel against criminals.

Therefore, I want to take this opportunity to speak about the intimate connection between fighting crime and fighting terrorism, or if I may offer the term: 'Fighting Crimiterrorists'. During those years, I've learnt that crime and terror are two sides of the same coin!

When Hizbullah terrorists conducted an attack using

Israeli vehicles, they had recruited Israeli-Arab criminals to assist them by buying Israeli cell-phones, and paid them with narcotics.

Just a few months ago, 20 people crossed from Egypt into Israel through the desert: the group consisted of a mix of Palestinian terrorists on their way to attack Israeli civilians, illegal workers from Africa, women from the former Soviet Union, and all were lead by Bedouin drug smugglers who have been using that route for years. Thank God, they were caught by Israeli troops right after crossing the border.

Many suicide bombers who committed their terror against Israeli civilians – or were on their way to do so – were identified as well-known criminals who would steal cars in Israel and drive them to the West Bank. This was the main reason for their later recruitment by arch-terrorists to carry out suicide bombings or to place a car bomb deep inside Israel.

The two assassins of the Israeli Minister of Tourism – exactly 5 years ago today in Jerusalem – knew nothing about the P.F.L.P., the Palestinian terror organization that recruited them to carry out the murder. They were pure criminals.



I heard that the US is about to build a fence of 700 miles along its border with Mexico. All I can tell you is that in Israel it took us 3 years and 900 fatalities from terror attacks – almost all of them civilians – to understand that a fence is inevitable between Israel and the West Bank. Even though we've only completed 70 miles out of the necessary 200, we've seen a dramatic decline in our losses. As a by-product, we've seen a dramatic decrease in criminal events from the West Bank. I don't know if high walls create good neighbors but I can assure you that a high and long fence creates good security!

Money is known as the fuel for motivating terror. Over the past 6 years, millions of dollars were smuggled by terror organizations like Hamas and states of terror like Iran, into the Palestinian Autonomy territory. Professional and non-professional smugglers are in that business. They bring it in, **on** their bodies and sometimes **in** their bodies. To those who believe that money has no smell, allow me to update their information....

The line-up of ideologically motivated terrorists is a short one. When a series of attacks is launched by the terrorists, this line of available terrorists is

shortened even more, leaving the arch-terrorists only one available alternative: to dip into the pool of criminals in order to enlist new terrorists.

This is not to say that all criminals are terrorists, nor that all terrorists are criminals, but when the well of terrorists starts to dry up, the generators of terror must then begin to fish for criminals as their new terrorists. While doing this they decorate their shallow criminal values with those of nationalism, religion and pseudo-fanaticism.

To demonstrate fanaticism, there is a real story which

happened just a few years ago. A criminal teenager was recruited by the “Islamic Jihad” in Gaza and was brainwashed by a local Imam, that the only way to reach Heaven is by carrying a bomb and committing suicide, with it killing as many Israelis as possible. A few days later the ‘crinterrorist’ ran towards a group of Israelis near one of the crossings into Israel, yelled “Allahu Akhbar” and detonated the bomb. Fortunately, only the detonator went off while the bomb itself just broke into pieces. The only casualty was the suicide bomber himself. He lost consciousness and was brought to an Israeli hospital. I sent an interrogator to question the terrorist at the moment he opened his eyes. A few hours later, when he opened his eyes he saw the interrogator staring in his face. “Mahmoud, do you know where you are?” asked my man. “Yes, I am in Heaven,” he responded. “No, you are not in Heaven,” said the interrogator. “You are in hospital, Mahmoud. It, too, starts with an ‘H’, but it is definitely not Heaven!” After a series of debates about the accurate location, Heaven

or Hospital, the interrogator (a smart and well experienced person) tried another channel to communicate with the terrorist: “Mahmoud, who am I?” he asked. “You are an Israeli,” he replied. “Very well, are there any Israelis in Heaven, Mahmoud?” asked the interrogator. “You are right, I am in Hospital,” said the terrorist and started to talk about the attack and the arch-terrorists who launched him.

The Achilles’ heel of both criminal and terrorists was, is and will become even more so – the crossing points. At the crossing itself it is every man for himself. The terrorists or criminals might approach the crossing point as a gang, but then they are forced to split off individually and face the detector (man or machine) all alone.

Sharing information and data improves the capabilities at border crossings more than at any other station in the crimi-terrorist route. Biometric data improves the capabilities at the border crossings even

more. Only a network of law enforcement can beat a network of crimiterrorists!!

*Modus operandi* against terrorists serves the battle against criminals as well!

And on that note, I know that some of you might be asking yourselves how all this relates to the tragic 9/11 attacks. I’m sorry, it doesn’t. The terror attacks on 9/11 were of a different type, and demand a different style of fighting terror.

All kinds of detection devices are built to detect explosives and firearms. But no devices can detect bad intentions. On 9/11, 19 terrorists armed with nothing other than bad intentions were allowed to board 4 passenger aircraft.

The way, and probably the only way, to thwart those attacks after take-off, was by having air-marshals on board.

I started my career as an air-marshal 32 years ago. My trainer, an American, hung a sign above the entrance to our training center. It held a saying, by the legendary Samuel Colt:

***Fear no man no matter his size. Just call on me, I’ll equalize!***

We have much work ahead of us.

Good luck to all of you!  
Good luck to all of us!

God bless you all.





# ISRAEL'S CONCEPT FOR PUBLIC SECURITY: LOOKING TO THE FUTURE

**Rani Falk**

Director General, Ministry of Public Security

## **Introduction**

The concept of public security covers elements of the nation's security in times of both tranquility and emergency.

Public security is defined to include all aspects of public protection within the state's sovereign territory, defense of every individual, corporation and institution,

whoever and whatever they may be. In times of normalcy, public security means the duty to ensure the rule of law and to combat terrorism. In times of emergency, it means

handling all combat issues on the civilian Home Front and responding to disasters. This July, the scope of the state's responsibilities on the Home Front in time of emergency was put into sharper definition and the Ministry's operational procedures at HQ level were reviewed. In this paper I shall try to detail the directions now being taken to make Israel's public security still more effective.

## Strategic threats

A strategic threat is one that threatens the most important realms:

- The sovereignty of the state itself
- The state's ability to enforce the law and public order
- Serious damage to property
- Serious harm to life and limb
- Serious damage to the national economy.

## The elements of public security as a response to the above threats

Public security focuses on four main areas of responsibility:

- Law enforcement
- Anti-terrorism measures
- Managing the Home Front in time of war
- Responding to mass casualty disasters.

## Law enforcement

A core goal of any regime is to enforce its laws, to sustain itself by maintaining the

rule of law. The rule of law is vulnerable to four main strategic threats:

- Governmental corruption
- Organized crime
- Infringement of the state's sovereignty within its own territory
- Street crime

In strengthening law enforcement and the rule of law, the paramount strategic goal is to create an effective deterrent. This requires careful conceptualization, planning and choice of direction, as well as substantial resources. The stronger the deterrent, the stronger the rule of law. The stronger the deterrent and the more purposeful the measures taken to enforce the law, the greater will be the public's sense of security. The measures must be ongoing, precisely focused and coordinated, and backed up by adequate resources. The notion of a 'chain of enforcement' emphasizes the complexity of the subject and the need for a series of measures that are collaborative and system-wide in their orientation. Each link in the enforcement chain must be made as strong as possible by those who have responsibility over it. There must be a central authority with a comprehensive perspective in order to forge the strong links. The need to define such a central authority is vital; only thus can we fortify the task of law enforcement.

## Anti-terrorism measures

There is no need for much to be said here under this heading as over the last five years anti-terrorism measures have received the highest priority and all the resources necessary to make the state's anti-terrorism network as powerful as can be. The only requirement is that the effort and injection of resources be maintained over time and over the length and breadth of the system. Key to the recent improvements have been the upgrading of intelligence gathering and operational capacities and the improved collaboration between all the partners. This is the path to which we must keep.

## Managing the Home Front in time of war

The recent war in the north of the country served to emphasize the problems the civilian Home Front raises in time of war. Of all Israel's wars, it was the Gulf War in the early 1990s which first presented the Home Front as a problem: until then the capacity of the Home Front to absorb the direct shocks of warfare had not been tested and the organizational response was accordingly limited, small-scale and fragmented among several agencies. The need for one overarching agency to take overall control was not felt to be urgent. Research studies were carried out but practical change was put off due to more pressing demands.

It was only after the Gulf War that the Home Front Command was established within the Israel Defense Force. This was a significant step forward but it was not followed up with more measures. Exercises were conducted to improve cooperation and coordination but no more than that. In particular, the issue of system-wide management and control was not carried forward and the powers and duties of the Home Front Command were not rigorously defined. It is to the credit of General Yitzhak Gershon, the Home Front C.O., that he was alive to the risks. He instituted planning and discussion procedures designed to consolidate the fragmented forces and lead to their unification under the roof of a single authority.

Cooperation with the Israel Police (IP) was reinforced and joint staff work began to draft long-term procedures and guidelines. This process was at its height when the war in the North broke out this past summer. This is not the place to go into the question of the commissions of inquiry and such like. What is clear is that the need for improvements to the management of the Home Front is no longer in any

doubt and that the principle of the establishment of a single 'National Home Front Authority' has been accepted. What we now have to do is map the path forward and construct this comprehensive agency in actual fact.

It is only natural that the new agency will be part of the Ministry of Public Security. The Ministry's close collaboration with the IP in times of normalcy makes this obvious. The need is urgent, the direction is clear but the road ahead will be a long one.

The new security concept necessary will be put together during the coming months. I am sure that the inquiries into the conduct of the recent fighting will serve to jerk the recent staff work onto a faster track until the correct solution is arrived at. The main agencies involved – the Home Front Command, the IP, the Fire and Rescue Service, *Magen David Adom* (Emergency Medical

Service) and the Emergency Preparedness Agency – have to move into a single unified 'address'.

## Responding to mass casualty disasters

The response to mass casualty disasters derives very closely from Home Front management and so I shall not go into it here as a separate issue.

## Conclusion

The recent war has made it evident that Israel's homeland security thinking and practice has to be reviewed and updated. All the many strands of the staff work carried out over recent years lead in the same direction. And that direction is to devise a security concept based on the lessons learnt from the exercises conducted over recent years and from the actual conduct of the latest Lebanon war. I have every confidence that in a few years we can meet this target, construct a single umbrella agency and give the State of Israel a new improved trust in its public security.



# WITNESSES IN UNIFORM: IN THE FOOTSTEPS OF THE HOLOCAUST



Judy Rudman

Information Specialist

Information Services Unit, Ministry of Public Security

Participation in a mission *Edim b'Madim* (Witnesses in Uniform) to Poland in the footsteps of the Shoah (Holocaust) is an integral part of the training of commanding officers at the Command and General Staff course at the College for Senior Officers of the Israel Police (IP). The annual delegation of thirty-five police officers and two representatives of the Ministry of Public Security makes a journey into the recent past of the Jewish people, into the excruciating years 1934-1945 of Europe. Our mission in the snow of December 2005 gave us a mere hint of the bitter conditions the sparsely dressed victims endured.

The members of our delegation, lead by the Commander of the Jerusalem District and by the head of the College for Senior Officers, truly reflected the population of the State of Israel. Among us were the adult children and grandchildren of Holocaust survivors, and even the descendants of those murdered. Among us were young police officers whose families were native Israelis or who had immigrated to Israel from North Africa or Middle Eastern countries, and whose connections to the Shoah were less direct. Among us were a Christian Arab officer from Nazareth, a Moslem Arab and a Druse officer.

For each of us, this was an intensely emotional and educational encounter with the systematic murder of 6,000,000 men, women and children of our fellow Jewish people and with the near destruction of a rich religious and cultural heritage.



Being part of the special command course, the mission stressed the responsibility of the police officer and his or her relationship to this incomprehensible tragedy. Intensive study days preceded the journey: invited guest speakers who had been ghetto and death camp inmates as children and young teenagers and who are now senior citizens evoked the horror and the bravery; discussions stressed matters of moral dilemma and

many of them still suffer the scars to this day.

The preliminary study days and the mission itself were directed specifically towards the role of the police officers. Among the aims of the mission are:

- First and foremost, to serve as witnesses, to see and to be seen;
- Imparting the legacy of the Shoah and the heritage of the Jewish people among the officers and commanders of

respect for one's fellow man, human rights and tolerance;

- Displaying the presence of the State of Israel and the Israel Police at the sites of the murder of the Jewish people in the Nazi attempt to carry out the "Final Solution".

Once in Poland – the site of the ghettos and death camps to which the Jewish citizens of Germany, Holland, France, etc. were deported and murdered together with the Jews of



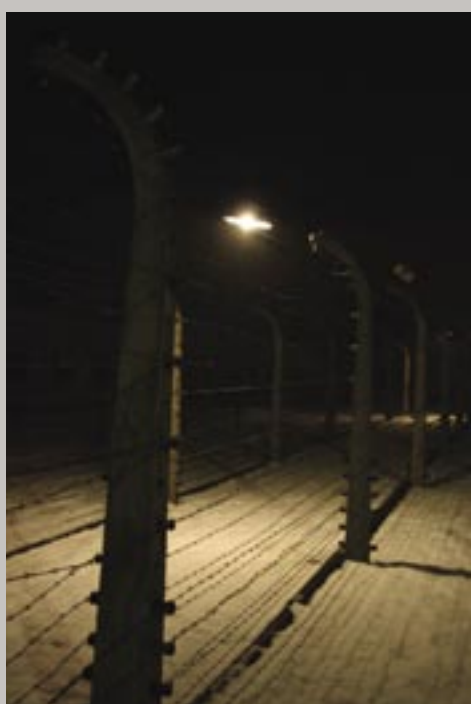
individual examples of unusual generosity and leadership; a day at Yad Vashem Remembrance Authority in Jerusalem emphasized the personal and communal losses. These presentations also offered an understanding of the trauma that many of our fellow Israeli citizens endured decades ago upon their arrival in Israel as survivors, and how

the Israel Police;

- Instilling the sense of belonging and the obligation for the continuation of the State of Israel, based on the cycle of our history, on the acts of resistance to the Holocaust, and on the revival of our nation;
- Understanding the connection between Jewish history, particularly the Shoah, and the imperative of maintaining the security of the State of Israel;
- Strengthening the self-identity and the personal and professional feeling of responsibility of the officers as it relates to their role in maintaining both a safe and a just society;
- Emphasizing the role of the commander as an educator, focusing on the values of

Poland – the journey was rigorous and heartbreaking. The sites where the mission served as witnesses included:

- the former ghetto in Warsaw with the Path of Heroism dedicated to the courage of leaders in the struggle for survival;
- the centuries old Jewish cemetery in Warsaw which testifies to the long-term and productive Jewish community that had made up one-third of the capital's pre-Holocaust population;
- the Umschlagplatz, the train depot from where the survivors of the ghetto were deported to the death camp of Treblinka;
- mass anonymous graves, in deep pits: in Warsaw, in the Lopokhova forest, in Kielce, in Kaluchin, and on the





*The delegation in the restored synagogue of Tikochin, built in 1642; the Jewish residents of Tikochin were massacred in 1941.*

Biblical passages, and readings prepared by the officers themselves, often referring to their own family connections to the Holocaust. Each service concluded with the chanting of the *El Maleh Rachamim* prayer, the recitation of the *Kaddish* memorial prayer and, what brought tears to our eyes, the singing of *Hatikva*, Israel's national anthem. For each of us, the scenes will remain etched in our memories and in our souls.



outskirts of Krakow; a mass grave with the names of 35 children inscribed on the tombstone in Kielce;



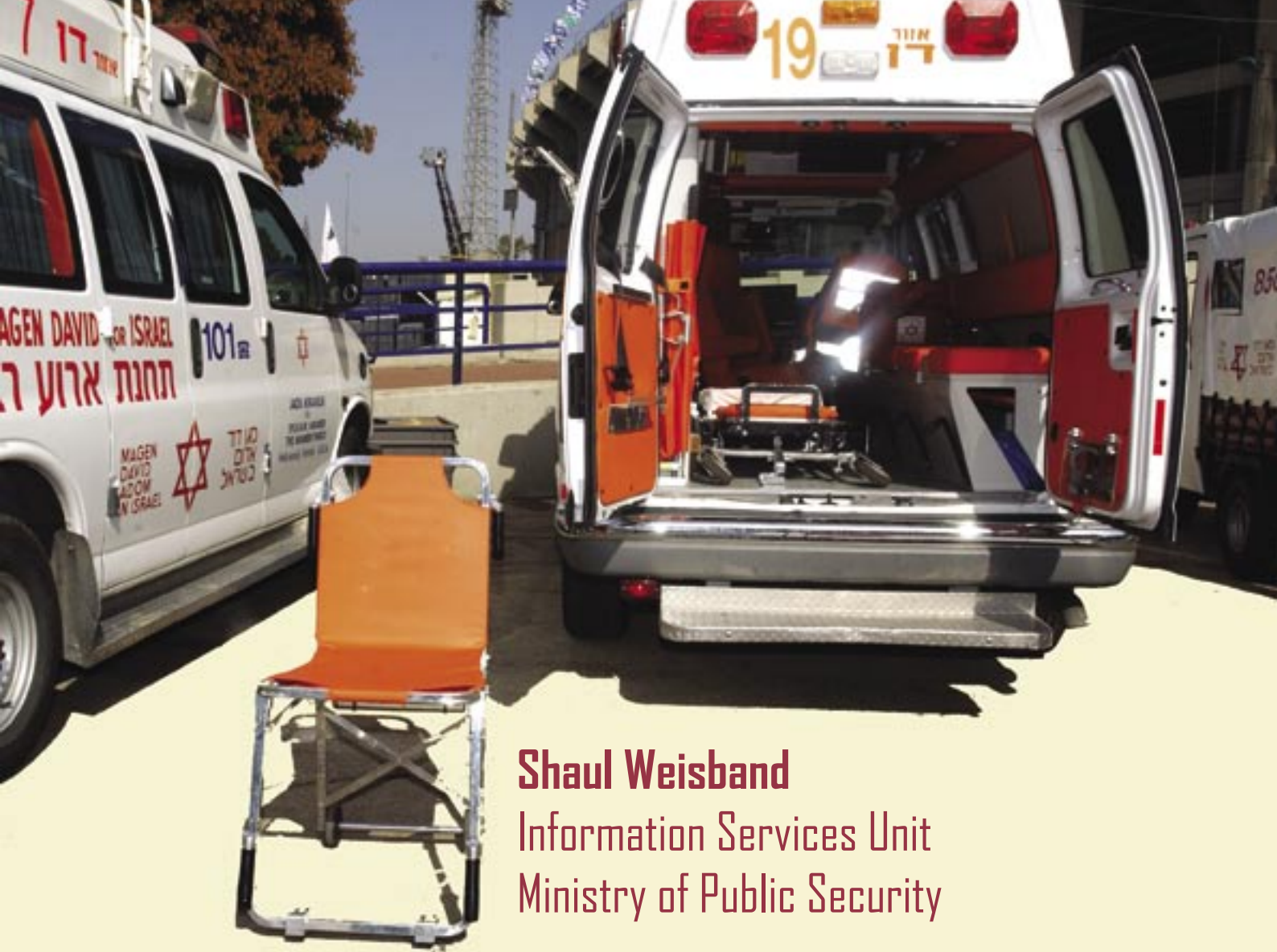
- the remains of destroyed synagogues and communities, at refurbished famous synagogues, and at those that now serve only as museums of what had been;
- and most painfully, the infamous death camps: Treblinka, Maydanek, and Auschwitz-Birkenau with their gas chambers, crematoria and mound of human ashes.

*On a very personal note, after this pilgrimage I now believe that if one has the opportunity to pay homage, by one's presence, to the innocent victims whose lives were so brutally snuffed out, one should do so.*



The Israel Police and representatives of the Ministry held ceremonies at memorial sites and at the death camps, with honor guards, presentation of the Israel and Israel Police flags, memorial prayers, the lighting of memorial candles. Each ceremony included special selections from our national repertoire of poetry and essays,





**Shaul Weisband**  
Information Services Unit  
Ministry of Public Security

# INTERNATIONAL HOMELAND SECURITY CONFERENCE 2006

The State of Israel takes pride in its knowledge and capabilities on the subject of homeland security. In order to make these abilities and experiences known to a wider audience, the Ministry of Public Security and the Ministry of Foreign Affairs hosted an international convention on the topic in Israel. The four-day conference

took place in March 2006, and was attended by 120 participants from the United States and Canada.

In addition to offering a presentation of Israel's expertise in homeland security, the conference was designed to further promote cooperation between Israel and North America in areas of common

interest to all three counties.

The conference was opened in Jerusalem where the participants met with the Minister of Foreign Affairs, Ms Tzipi Livni.

The first day focused on the homeland security forces in Israel, their organizational structures and activities.



The participants in the conference met with the Director General of the Ministry of Public Security, Rani Falk; Tel-Aviv District Commander, Major General David Tsur; and the Head of the Security Division in the Israel Police, Commander Ze'ev Veldinger.

Director Falk gave a presentation on the Ministry of Public Security, its goals and missions and its operational arms – the Israel Police (IP) and the Israel Prison Service (IPS). He spoke about the challenges faced daily by the Ministry, its innovative programs designed to respond to these challenges, and the unique dilemmas faced by the Ministry and the Israel Police due to the need to stretch their admittedly limited resources to provide security for the public against terrorism as well as fighting conventional crime. The presentation concluded with a briefing on the Ministry's professional cooperation with other agencies across the globe, including those in the United States and Canada.

The Commander of the Tel-Aviv District, Major General David Tsur, spoke about the



Israel Police, its organizational structure, personnel and goals. Commander Tsur described the characteristics of terrorism within Israel's borders and the IP's role in the overall counter-terrorism activities of the security forces.

The head of the Israel Police Security Division, Commander Ze'ev Veldinger, spoke about the procedures used to secure large scale events in light of experience gained from events such as the Maccabi Games and large scale demonstrations.

The guests visited *Mabat 2000*, the police's command and control center established to provide security in Jerusalem's Old City, and viewed the 280 modern surveillance cameras developed by Israel which are installed on the walls and throughout the alleyways of the area. The conference participants were briefed on the nature of the work in one of the most sensitive locations in the world.

The second day of the convention was dedicated

to the Israel Police Bomb Disposal Division, its role in homeland security, and to securing crowded public locations such as shopping malls and airports. Chief Superintendent Michael Cardach, Deputy Commander of the Police Bomb Disposal Division in the Operations Department of the IP, spoke about the division, its structure, missions and activities. Following the lecture, the guests were given the opportunity to take a close look at various demolition charges and other technology used by the Bomb Disposal Division.

The second half of the day was spent in Israel's Ben Gurion International Airport, the Arlozorov train station in Tel-Aviv and the Azrieli office towers and shopping mall where they viewed the sophisticated security layout in these public areas.

In the evening, then Minister of Public Security, Gideon Ezra, hosted a dinner for the participants in Jerusalem and

spoke about the Ministry's war against terrorism and crime.

The third day focused on the emergency agencies and services in Israel and their integral part in the homeland security layout in Israel. The representatives visited the *Asaf HaRofeh* Hospital and were briefed by Commander Yossi Wilner, Head of the Planning and Emergency Department in the IP, regarding the deployment of the Israel Police and the emergency services, the Israel Fire and Rescue Services and *Magen David Adom* (Emergency Medical Service), during a mass casualty disaster.

Following the briefing, the guests watched a large-scale exercise which simulated a mass casualty disaster. The simulation started in the city of

Nes Ziona and was concluded in the *Asaf HaRofeh* Hospital, demonstrating the process of receiving the injured from the incoming ambulances and their treatment in the emergency room. The simulation was a showcase of the experience and capabilities of the Israel Police, *Magen David Adom* and the Israel Fire and Rescue Services.

The final day was devoted to summaries and conclusions. In addition, the Commander of the Home Front Command in the Israel Defense Forces, Major General Yitzhak (Jerry) Gershon, completed the picture of homeland security in Israel by lecturing on the general perception of dealing with a state of emergency. Former Commander of Operations in the Israel Defense Force,



Major General Yisrael Ziv, also spoke.

The conference concluded with a panel discussion on homeland security.



# CROWD BEHAVIOR AND PUBLIC ORDER: A STUDY



Prof. Israel Barak-Glantz  
Chief Scientist and Director  
Idit Hakimi, Ph.D.

Head of Social and Behavioral Sciences Division  
Bureau of the Chief Scientist  
Ministry of Public Security

During the past several years, Israeli society has experienced numerous public order incidents with rather serious consequences. As part of its policy for coping with this reality, the Israel Police developed an operational doctrine entitled *Operational Guide: Riots within the Green Line Borders*. As a complementary step to that document and in order to provide an empirical basis to those guidelines, the study reported herewith was commissioned by the Chief Scientist of the Ministry of Public Security, and was conducted by Dr. Abraham Carmeli and Iris Ravid-Yamin of the Pilat Institute (Israel) Ltd.

The goal of the study *Crowd Behavior and Public Order* was to classify, characterize and analyze the various types of mass events in order to propose appropriate methods to cope with the differing kinds of situations. Mass incidents, events and demonstrations, in this context, are terms used interchangeably and include mass riots.

The theoretical component of the study included a review of the relevant literature. The empirical part was based primarily upon three sources of data: First, newspaper articles reviewing 102 such public order events. These incidents do not constitute a representative sample of all

events in Israel. Rather, they include the most salient riots which received vast media coverage during the years 2000-2003. Second, 23 police inquiries of public order incidents. Third, interviews with 87 line policemen and high-ranking police officers.

As an integral part of the study, a model aiming to describe and to characterize the phenomena of public order events was developed. It consisted of the major aspects found to be central to confrontations. These were divided into five clusters of variables as follows:

1. **Background variables** - including the time and physical characteristics of

the arena in which the event took place;

2. **Participant-related variables** - regarding the demographic, social and behavioral characteristics of the participants in the events;
3. **Police-related variables** - concerning the organizational and the behavioral characteristics of the police forces and their *a priori* preparation for the event;
4. **Procedural variables** - referring to the dynamic characteristics of the event;
5. **Outcome variables** - The model was so structured as to predict reciprocal influences between the participant variables and the police forces variables, and the impact of variables in all groups upon the **outcome variables**.

The research results yielded significant relationships between the different variables in the model, as described in depth in the report. Following is a brief summary of the main variables which were found to have an impact upon the outcome of the events.

Political and human rights demonstrations are usually characterized by few violent disturbances. On the other hand, gatherings with a nationalistic flavor, that are usually initiated in order to express rage and protest, typically included numerous violent outbursts.

Demonstrations whose goal was expression of identification with and support for a person or a cause, usually end up without major violent occurrences.

The aims of the demonstration were found to be related to the kind of acts of violence expressed. Protest demonstrations are usually characterized by 'light' and minor acts of violence, such as confrontation with the police forces and causing environmental damage. On the other hand, demonstrations intended to achieve tangible goals are usually characterized by a wider range of violent acts, including road blockades and burning of tires. Demonstrations intended for 'letting off steam' or expressing emotions are characterized by more frequent acts of violence.

The findings also indicate that violence is frequently generated at gatherings by a small nucleus of active demonstrators, sometimes outsiders to the major groups of demonstrators. Demonstrations organized by left wing political activists, by right wing political activists, or by labor unions are usually less violent. Demonstrations organized by Arabs were found to be more violent, and demonstrations of the religious Ultra-Orthodox Jews were of an intermediate level of violence. The more common acts of violence during

unauthorized demonstrations included: causing damage to private property, attacks on police vehicles, throwing stones at innocent bystanders and on policemen, attacking bystanders and confrontations with the police force.

The quantitative and the qualitative findings of the research were found to be related to several policy-relevant domains of crowd behavior and its management, as follows:

#### 1. **Policy formulation:**

Adequate management of crowd behavior during demonstrations and riots should be based upon a clear policy concerning the use of force. This policy can range on a continuum from the use of force as the sole means of crowd behavior management, all the way to a policy based upon sheer negotiations, self-restraint and total abstention from the use of force. Other important matters for consideration in formulating the policy include whether the use of force policy be situation-contingent or not. At which rank or at what command level should the decisions on the use of force be taken? What are the expected consequences of the exercise of different amounts of force?

#### 2. **Background information:**

Adequate preparation for such incidents should include in-depth study of

the characteristics of the expected participants in the event. A series of questions about the participants were formulated, including the following: What is the unifying identity of the participants? What are their characteristics? How homogeneous are they as a group? What are they trying to accomplish?

### 3. **Managing the event:**

A list of 'rules of thumb' concerning how to manage the event was developed and proposed in this study. Among others, these rules of thumb include: defining exactly what the police forces are trying to achieve, encouraging the demonstrators to get a formal permit for the event, opening communication channels with their leaders, focusing on prevention, etc.

### 4. **Methodological considerations:**

In addition, the research results suggest the need for further research concerning: enlarging the sample of the incidents beyond the present study, administrative steps to improve the memory and the lesson-learning processes within the organization, and the needed future research initiatives.

It is important to note that one product which the empirical results of this study yielded was a special Pre-Incident Diagnostic Form, proposed for use for the early analysis of the characteristics of an

anticipated incident/riot/event.

Based upon the above, five operational recommendations were set forth:

#### 1. **Formulation of a 'use of force' policy:**

It is recommended to appoint a committee to formulate a clear and comprehensive policy for the use of force in public order incidents. The results of the present research can serve as background information for the work of that professional committee.

#### 2. **Pre-incident preparation:**

It is recommended to formulate as mandatory procedure the preparation of the police before the incident, including the gathering of intelligence information using a prepared checklist. In addition, it is recommended to analyze the expected event using the diagnostic form developed in this study.

#### 3. **Event management:**

It is recommended to incorporate the 'rules of thumb' of event management in the training programs for police officers.

#### 4. **Organizational memory:**

Proper management of public order events should be based upon learning from previous experience. It is therefore recommended to create appropriate managerial tools and

organizational instruments necessary for producing and preserving reports on the outcomes of the inquiries into public order events.

#### 5. **Future research:** It is recommended to undertake two research programs to enrich the knowledge of the Israel Police on crowd behavior and public order:

- a. Continue the present research - Enlarge the sample of the analyzed events in the present research from 102 to 250. This may permit more rigorous statistical confirmation of the present findings.
- b. The diagnostic form - Hopefully, 6 to 12 months after the use of the diagnostic form, details on some 100-150 events will be available for statistical analysis. The analysis of these data will help create an in-depth understanding of the characteristics of events and perhaps even improve the prediction of future outcomes.





# OMBUDSMAN FOR POLICE AND PRISON SERVICE PERSONNEL: A REVIEW

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Ombudsman for Police and Prison Service Personnel  
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## Introduction

The Ministry of Public Security has a unit, headed by an Ombudsman, to deal with complaints submitted by Israel Police (IP) and Israel Prison Service (IPS) personnel. The Office of the Police and Prison Personnel Ombudsman (PPPO) is an autonomous, quasi-judicial statutory body. Its roles include representing the individual vis-à-vis the service, investigating the complaints of service personnel, presenting findings and reaching conclusions, and, in appropriate instances, indicating deficiencies and methods for rectifying them.

The complaints that the PPPO handles are numerous and diverse. Some of the complaints concern claims regarding wages and other rights, some of them pertain to claims of discrimination and biased decision-making in relation to promotion and staff appointments, while a significant portion relate to complaints about unfair treatment, harassment, or strained relations between a commander and his subordinates or amongst personnel of the same rank. There are complainants from all levels in the chain of command, although complaints from senior officers constitute a minor percentage of the total.

## The background to the establishment of the PPPO

The PPPO was established following attempts by a group of police officers to “unionize” the service. Three young officers at the beginning of their careers, with degrees in law, led the battle. *Inter alia*, the officers filed a petition to the Supreme Court to order the then Minister of Police (today Public Security) – who is in charge of the Israel Police – and the hierarchy of the Police to refrain from attempts aimed at restricting their activities to establish a union.

Until that time, police personnel had been deprived of the fundamental right to unionize, under an internal directive issued by the Israel Police Commissioner, both by virtue of the authority vested in him as the head of the organization and the officer responsible for its actions, and by virtue of the powers vested in him by law to run the organization. Failure to comply with any order in that directive constituted a disciplinary violation with a maximum punishment of two years incarceration.<sup>1</sup> The Israel Police's objection to unionization is rooted in the unique nature of this body as a semi-military, hierarchic body, and it is believed that it cannot both fulfill the missions imposed on it and give its personnel the right to strike. Although the possibility of adopting the arrangement in practice in England was also considered (where the police have a union, but are denied

permission to use the strike as a tool to achieve their demands), the Minister and the IP high command believed that this model was not appropriate for Israel, where the police has responsibility both for law enforcement and public security, especially for the continual fight against terror.

The Supreme Court came to the conclusion that the legal framework used by the Police Commissioner to impose a prohibition on unionization **was not** the appropriate framework. The Supreme Court ruled that the said permanent directive was invalid, and that it is not possible – except under legislation – to deprive police personnel of fundamental rights, such as the freedom to organize and the right to strike.

In light of this Supreme Court decision, and in order to prevent the establishment of a union, an amendment

to legislation was promoted that anchored the prohibition imposed on police to join a union or in taking part in any activity to establish, convene or manage such an organization.<sup>2</sup> Any violation of the prohibition was also ruled to be a disciplinary violation.<sup>3</sup>

## Establishment of the PPO

Alongside the legislation that forbade Police personnel to unionize, but in order to provide a mechanism which would balance the denial of this right and would also afford police personnel redress when they are in conflict with the organization (because of alleged financial or other infringement against their rights, or due to harassment or improper, discriminatory and unjust conduct), it was decided to establish an institution anchored in law – the Office of the Police and Prison

<sup>1</sup> According to the legal situation in practice at that time, the law empowered the police disciplinary court to impose a maximum punishment of two years incarceration. In addition, the law included a directive applying the general laws of evidence on the court. Both these led the Supreme Court to adopt the Weiss Miller ruling, which proscribed the existence of the plea of “double jeopardy”, which prevents prosecution of a person in respect of the same offense under criminal law when that same person is at risk of conviction by the disciplinary court. Upon amendment of the legislation, under Amendment No. 9 of the Police Ordinance (New Version), 5731 - 1971, when the court was denied jurisdiction to impose punishment of incarceration, and the obligation to act in conformity with the general laws of evidence was rescinded, the aforesaid Weiss Miller ruling was no longer warranted.

<sup>2</sup> It should be noted that the need for establishing the institution of an ombudsman in the Israel Police and in the Israel Prison Service had been indicated even prior to the said attempt to unionize, by the National Committee for the Investigation of Crime in Israel (the Shimron Committee), whose recommendations included the need for providing police officers with the possibility of addressing their complaints to an ombudsman directly, and not through the customary command channels. This need was recognized by the Committee also in relation to prison personnel, whose service and disciplinary procedures are similar to those in the Israel Police. This need was recognized by the Committee in light of the provisions of section 38(7) (f)(8) of the State Comptrollers Law (Consolidated Version), 5718 – 1958, which prevent prison personnel and police officers from addressing complaints to the Public Complaints Commissioner about any matter concerning their service, including any matter pertaining to discipline.

<sup>3</sup> Despite the fact that the Minister of the Interior had been in charge at that time both of the work of the Israel Police and the work of the Israel Prison Service, a parallel legislative amendment was not anchored in the Prison Ordinance (New Version), 5732 – 1971. Only recently was a legislative arrangement finalized in this regard.



Personnel Ombudsman, similar to the institution established by law to redress complaints from personnel in the Israel Defense Force.

## Salient points of the law

### A. Method of appointment, the autonomy of the Ombudsman and the powers pertaining to the office:

The law obligates the Minister of Public Security to appoint an Ombudsman for police officers and prison service personnel.

The appointment is made by the Minister of Public Security, in consultation with the Minister of Justice and with the approval of the Parliamentary Committee for Internal Affairs and the Environment of the *Knesset* (Parliament).

The Ombudsman's term of office is for five years, and the Minister of Public Security, in consultation with the Minister of Justice and with the approval of the *Knesset* Committee for Internal Affairs, has the authority to extend the term of office for a period not exceeding two years.

The law gives the Ombudsman total autonomy. The Ombudsman is not answerable to any authority in carrying out his duties, apart from the law. The provisions conferring investigative powers to the chairman of a commission of inquiry pursuant to the Commission of Inquiries Law apply, *mutatis mutandis*, to an investigation by the Ombudsman or by anyone he has so empowered. All Police and Prison Service personnel are obligated by law to assist the Ombudsman in the execution of his duties, and failure to provide the required assistance or to obstruct him constitutes a disciplinary violation.

### B. Qualifications for serving in the office of Ombudsman:

A person fulfilling all the following criteria is qualified to serve in the office:

- Answers the requirements to be appointed a district judge;
- Is not a serving police officer;
- Has professional knowledge, background or experience

in fields associated with the police;

- Has not been convicted of an offense whose nature, severity or circumstances make him unfit to serve as an ombudsman.

### C. Who is entitled to lodge a complaint and about what:

A complaint may be lodged by any police or prison officer, or by any party on their behalf, provided that that party is not another police or prison officer; or, if the complainant has since passed away – by a parent, spouse, son, daughter, brother or sister.

A complaint **may be lodged** by any person who, at the time the act was committed was a serving police or prison officer in respect of any act as follows:

- It **directly concerns the service** in the Israel Police or in the Israel Prison Service.
- It **adversely affects** the police officer or prison personnel, or directly deprived him of a benefit;
- It is committed **without legal authority** or **contravenes legislation, ordinances** or binding directives in the Israel Police or in the Israel Prison Service, or **contravenes proper administration**, or if it involves **arbitrariness, excessive intransigence or obvious injustice**.

**D. A complaint may not be lodged in relation to the following:**

- A complaint concerning any matter that is *sub judice* in a court, tribunal or before a sole judge, or when a judgment has been pronounced in respect thereof in a court or tribunal or in a judgment pronounced by a sole judge;
- A complaint concerning a judicial act of a disciplinary court in the Israel Police or in the Israel Prison Service;
- A complaint concerning an offense under investigation in accordance with the law.

**E. Complaints requiring special reasons for investigation:**

- A complaint concerning a matter for which a decision has been handed down, which may be objected to or appealed;
- A complaint that was lodged more than one year after the complainant became aware of the act that is the subject of his complaint;
- A complaint concerning an act, which, due to the nature thereof, warrants investigation by the involved police or prison officer's commander, or by another authority in the Israel Police or in the Israel Prison Service;
- A complaint concerning an act whose harm is negligible;
- A complaint concerning

a matter that had been investigated or is under investigation as a complaint by another duly authorized authority in the Israel Police or in the Israel Prison Service, including by an investigation officer or board of inquiry;

- A complaint against a person who ceased to be a police or prison officer prior to the investigation of the complaint, and the complaint refers to conduct that is of a personal nature.

**F. Functions of the Ombudsman:**

The Ombudsman is obligated to investigate the complaint, to reach a position in respect thereof, to give a detailed response in writing to both the complainant and to the one against whom the complaint was lodged, and to any other authority as the Ombudsman deems fit. If the Ombudsman decides not to investigate a complaint or to transfer it for investigation to another authority, he is required to give the reasons for his decision and to inform the one against whom the complaint was brought.

If the results of the investigation reveal a *prima facie* suspicion of the existence of a disciplinary or criminal offense, the Ombudsman discontinues his handling of the complaint and transfers the material to the investigative authority.

The Ombudsman's second statutory role relates to the obligation to submit a report at least once a year to the Minister of Public Security and to the Knesset Committee for Internal Affairs and the Environment. The law obligates this committee to examine the report submitted to it.

The Ombudsman convenes meetings periodically with senior staff officers and commanders in the field.

**G. The authority of the Ombudsman to make recommendations and the weight of his recommendations:**

In instances whereby the Ombudsman finds that a complaint is justified, in whole or in part, he has the power to notify any authority in the Israel Police or in the Israel Prison Service, as he sees fit, of the need to rectify the deficiency or the injustice that his investigation found, and may issue recommendations regarding the way to rectify it or prevent its recurrence.

In such instances, the units involved are obligated to notify the Ombudsman, no later than two months after receiving his recommendations, of the measures taken to implement them. If no measures have been implemented, reasons have to be given.

The Ombudsman's recommendations must be

implemented, unless the Police Commissioner or the Prison Commission demur and notify the Ombudsman of the reasons and receive the Ombudsman's response in this regard.

## The scope of PPPO

The PPPO handles approximately 600 complaint files annually, which are opened as investigation files. A rising trend in the number of complaints lodged has been discerned. Besides handling complaint cases, the PPPO offers a counseling service for complainants before they lodge a complaint. Often the investigation officer is the party who refers the complaint for handling by the appropriate authority, or serves as a mediator prior to a formal investigation of the complaint, in an attempt to bring the matter to resolution before a formal complaint file is opened. The counseling service is provided via telephone, and often, following the initial counseling by phone, meetings and preliminary consultations are held in the unit itself.

## Use of the mediation process to resolve conflicts

In relation to complaints involving disputes or incidents of harassment between a commander and a subordinate, or between two police officers or two prison personnel who

often must continue working together, the PPPO tries – with the consent of the parties – to solve the dispute by mediation. Up until now, mediation has been handled mainly through an external mediator. The intention is to try to implement this process through investigation officers trained in mediation. The objective is to attempt to resolve the dispute by the parties themselves in a process in which they jointly participate, thus enabling them to continue working side by side, or one under the command of the other, in an amicable atmosphere.

## The Ombudsman does not replace the commander

The Ombudsman does not see himself a substitute for commanders. Therefore, in those instances when a complaint has been lodged that the Ombudsman believes should be handled by the commander, as the officer bearing responsibility for what happens in his unit, due to the nature of the complaint or due to the fact that the Ombudsman believes it is a petty matter not justifying his involvement, the PPPO transfers the complaint to that commander for his handling.

## Summary

This document presented the background leading to the establishment of the PPPO as well as the powers

vested it by the legislature in order to enable it to fulfill its role autonomously and be accountable to no one other than the law of the land.

The success of the PPPO depends, first of all, upon the Police and Prison Service hierarchy recognizing the importance of this institution and its contribution to imparting a sense of well-being to their personnel. This is because the PPPO provides an "address" where police and prison personnel can raise issues that are bothering them. The PPPO's role is to recommend solutions, to root out instances of injustice and deficiencies that are discovered during its investigations, and to take action to prevent their recurrence. Furthermore, the expectation is that the hierarchy will honor the right of police officers and prison staff to lodge complaints, and will not view this as any form of defiance or undermining of the system.

Collaboration between the PPPO, the Israel Police and the Israel Prison Service hierarchy will contribute to the elimination of the sense of discrimination among serving personnel. It will impart a feeling that the system is attentive to the problems of those serving in its ranks and will create a positive atmosphere which will motivate them to perform their duties in the best manner possible.

# USING ENVIRONMENT AND EMPOWERMENT TO PREVENT CRIME: THE DIMONA METZILA PROJECT

**Yamit Alfassi**  
Metzila Coordinator, Dimona

Dimona is a town of about 40,000 people situated in Israel's sparsely populated southern desert region and the *Kovshei Eilat* neighborhood is one of the town's oldest – fourteen forty-year-old four storey apartment blocks that have not been renovated since they were first built. There are no tenants' committees in these blocks (as there are all over Israel) because the tenants cannot organize themselves sufficiently for the task, and there is no lighting in the stairwells because the tenants cannot/will not make sure that the electricity bill is paid regularly.

In 2005, *Metzila* (the Ministry sponsored local Councils for the Prevention of Violence in Israel) decided to try and equip the *Kovshei Eilat* residents with the tools to combat the problems of drugs and violence their adolescents were up against. The *Metzila* coordinator got together a group of the residents and put to them the idea of a parents' workshop. The first reaction was totally negative. All they would talk about was their complete lack of faith in the local authorities and their complaints at the neighborhood's run-down physical state, its bad reputation and its infestation with crime and criminality.



# "METZILA"

Metzila is the Ministry of Public Security's framework of local Councils for the Prevention of Violence, whose job it is to devise and develop programs and projects to reduce the level of violent behavior among children, teenagers and adults. Sixty towns and districts up and down the country, from Kiryat Shemona in the north to Eilat in the south, in both Jewish and Arab communities, now have in place a Metzila coordinator who works with local governmental bodies to build, together with the residents, a collaborative community-wide anti-violence program. This is Metzila's core belief: that if everyone in a given locality – agencies and individuals – can work together actively, then this is the way to attack the causes of violence, and at the same time strengthen the community and bring personal security to its citizens.

As an agency, Metzila's status is advisory. It can only promote its innovative programs and projects through existing government and local organizations. In each location it will map the patterns and types of criminality and violence and offer its programs accordingly:

- For kindergartens and schools: a year-long program to prevent drop-out and violent behavior;
- For at-risk and disaffected adolescents: year-long projects offering specialist training, workshops, challenging sports and club activities;
- For non-problematic adolescents: workshops to train them in anti-violence leadership and get them involved in community activism;
- For parents and other adults: empowerment workshops; for weaker population groups, a parenting school; and neighborhood-watch schemes;
- For new immigrants (especially from Ethiopia and the former Soviet Union): empowerment projects offering personal support and training in useful skills;
- Projects to counter violence in sports.

The coordinator suggested the residents organize to promote their interests and improve the quality of life in the neighborhood but this idea, too, met only more lack of confidence, this time in the residents themselves, and the recounting of past attempts at change and appeals to the authorities which had all come to nothing. Somehow, however, 25 people were persuaded to go along with a new initiative and to agree to meet once a week to receive training in understanding their adversity and devising solutions.



The first meetings, led by a trained group leader, explained the theory of 'environmental prevention' and creating a 'defensible space', namely, making physical changes which reduce the opportunities for crime and increase the risks for the criminal. Residents also learned about the causes and breeding grounds of adolescent drug abuse and violence.

The *Metzila* coordinator led the next phase in which the residents were asked to draw up a map of the neighborhood's needs and the key problems, the location and condition of public buildings, the numbers of children and teenagers, and so on. At the same time, the residents met each week with the local professionals relevant to needs they had identified – the C.O. of the police station, the manager of the public housing authority, the director of the local unit of a national neighborhood revitalization scheme, the managers of the local community center, the Social Services Department, voluntary agencies, and so forth. The residents were told what services were available and, having voiced their complaints and demands, they heard what expectations the agencies had of them. For instance, having listened to a tirade deriding his men's feeble response to criminality in the neighborhood and in particular the activity of four regular drug dealers, the police C.O. retorted by pointing

out the residents' own role in the situation, how some of them would conceal and protect teenage offenders and their failure to report public nuisances and give the police useful information.

The outcome of this process was the compilation of a map of needs, solutions and requests for action by the pertinent agencies. An action program was drawn up to be presented to the City Council, including submissions by professionals from the neighborhood and from the outside. The program was holistic. It contained elements relating to physical improvements and eradicating crime but it also spoke of restoring the neighborhood's self-confidence and community spirit through the practical solutions it would provide for its younger generation. It featured pictures presented by the residents to illustrate the hazards of life in their locality.

The main requests put forward by the residents were:

- Physical renovation of apartment buildings
- Additional street lighting
- A youth club
- Assistance to elderly people living in run-down apartments
- Testing the local cellular telephone aerial for harmful radiation
- Play spaces for children
- Expelling the drug dealers
- Repairing physical nuisances.

A delegation of eight residents presented the program to the mayor and heads of the agencies involved, with other residents and their children sitting in the audience. The commitments they obtained totaled in all some 2 million NIS (New Israel Shekels, approx. \$450,000)! A neighborhood journalist was invited to attend and given the job of writing up the pledges, which were published in the local newspaper; in future articles she monitored the progress on their achievements.

Following are the promised solutions that had in fact been carried out by August 2006: Play areas had been painted; new gardens had been planted; all the drug dealing 'depots' had been closed down; a youth club was operating run by local police officer volunteers; half the apartment blocks had had their open entrance floors painted; the local cellular telephone aerial had been tested for harmful radiation; four new street lighting poles had been installed; physical nuisances had been repaired (broken sidewalks, gaps in railings, overgrown shrubbery); signs had been put up marking the neighborhood's limits.

Under the guidance of the *Metzila* coordinator, neighborhood residents took an active part not only in urging the authorities to carry



out these improvements but also in physically helping them do so – they painted and planted and volunteered in children’s playgroups and in measuring the radiation from the telephone aerial, etc. A series of further improvements are planned for the coming year’s work: a 1,500,000 NIS (\$330,000) facelift for one of the apartment blocks (had it not been for the activism of the *Kovshei Eilat* neighborhood

residents, this investment would have gone to a block in another part of town); three blocks to have their ground-floor entrances renovated and their hallways painted; a youth club to be set up funded by a major local industrial plant; a playground and games area adapted for both able and disabled children to be built, funded by local industry and the regional development council.

It remains only to record that the neighborhood residents and the local town council are equally pleased with the results of this initiative and that the reporting of the changes in the press – both of physical condition and morale – has considerably raised the reputation and public image of the *Kovshei Eilat* neighborhood.

# ELECTRONIC MONITORING: THE INITIAL STAGES OF THE PROGRAM

**Prof. Israel Barak-Glantz**

Chief Scientist and Director, Bureau of the Chief Scientist  
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## Introduction

The electronic monitoring (EM) program for detainees released on bail and for prisoners released on parole was launched in early May 2005.

The purpose of this paper is to report on the progress made during the first year of the program's implementation (May 2005 thru April 2006) and to provide an additional basis for drawing conclusions regarding the program's continuation. In its pilot run, the program was applied to detainees released on bail and, only as of mid-January 2006, it is also being applied to prisoners released on parole.

The EM program is based on an operational plan drawn up by the Ministry of Public Security in cooperation with the various agencies involved. The Bureau of the Chief Scientist in the Ministry of Public Security, which actually initiated the program, has overall responsibility for the program's management, while a small operational office implements it on a daily basis. Hashmira Security Technologies, Ltd. and its subsidiary, Moked 99, fit the detainees and parolees with wireless electronic foot bracelets, carry out the continual monitoring in the field, and remove the equipment at the end of the supervision period.

The program was introduced gradually – initially in the areas of jurisdiction of the Tel Aviv and Haifa Magistrate's Courts. In July 2005, the program was expanded to include the country's entire judicial system.

## Major statistics

1. From the initial implementation of the program until the end of April 2006, 176 individuals were referred to the EM program: 117 adults, including one woman, and 59 juveniles, including one female. All but three of the monitored individuals were detainees; only in January 2006 were three prisoners on parole added to the program.



2. During the above period, 13,280 monitoring days were recorded.
3. The breakdown by offense of the monitored population was as follows:
  - Violence – 63
  - Family violence – 11
  - Sex offenses – 13
  - Crimes against property – 40
  - Robbery – 18 (including one case of armed robbery)
  - Fraud – 5
  - Drugs – 7
  - Other offenses – 19
4. The monitoring was conducted throughout Israel, from Safed in the north to Eilat in the south. It can be seen that the number of monitored individuals was especially prominent in the north. In the other police stations there was a more or less identical distribution of monitored individuals.
5. The distribution of cases being assigned to EM varies by court jurisdiction and is more prominent in the lower level courts:
  - Magistrate courts (including juvenile courts) - 72
  - District courts - 50

The numbers of cases vary by geographical area:

  - Haifa - 48
  - Tel Aviv - 42
  - Jerusalem - 32
6. The program is being increasingly implemented in Israel's law enforcement system, although the

rate of increase is lower than initially anticipated. Nonetheless, the monthly increase in the number of monitored individuals is definitely encouraging.

7. The breakdown of referrals for EM by month was as follows:

#### 2005

- May – 1
- June – 4
- July – 3
- August – 5
- September – 8
- October – 4  
(apparently due to the Jewish holiday season)
- November – 11
- December – 22

#### 2006

- January – 16
- February – 23
- March – 37
- April – 42

## Statistics on the operation of the system

A number of important points emerge from the analysis of the statistics on the operation of the system. First, Moked 99's alert center received many alerts. From our standpoint, this is good news, because it proves that the system is very sensitive and that the technology's capacity for issuing alerts for any deviation from the planned routine for the monitored individual is considerable. Second, it is clear that, the greater the

number of persons monitored, the greater the number of alerts. Third, regarding the nature of the alerts, the following should be noted: If, for example, we analyze the month of December 2005, we will find, based on the figures of the security company, that 2,175 alerts were received by the company's alert center. These calls can be broken down as follows: 1,841 were the result of technical situations or events (such as the repositioning of the receiver, an electric power cut, and the disconnection of the body/belt sensor) and 334 were the result of exceptional situations, such as an unauthorized exit from the place being monitored and failure to return on time from a 'monitoring window.'

**It should be stressed that, as indicated by Table 1 on the following page, nearly all the violations were of a duration of no longer than one to eight minutes and thus do not constitute actual violations of the monitoring arrangement.**

## Violations

The following points should be noted with regard to violations of the monitoring arrangement:

- a) Nearly all the violations were of a duration of no longer than one to eight minutes and thus do not constitute actual violations of the monitoring arrangement.

- b) On January 1, 2006, changes were introduced in the definition of ‘violation’.
- c) Generally, there were no actual or significant violations of the monitoring regime.
- d) Many of the slight disciplinary violations due to absence were the result of leaving prematurely from the place being monitored or a failure to return on time (in both cases, the violation was of a duration of only a few minutes); or an ‘administrative’ violation, chiefly due to the monitored person’s leaving the place being monitored to be present in a courtroom session without having given advance notice

(and thus, without having arranged for the orderly opening of a ‘monitoring window’).

### Monitoring days

Since the initiation of the electronic monitoring program and up to the end of April 2006 there were 13,195 monitoring days for detainees released on bail and 85 days for three paroled prisoners, all under electronic surveillance. These days constituted a savings, in terms of cost, of 36 years of detention in a detention center. Furthermore, as indicated by Table 1 below, there has been a steady acceleration in referrals by the judicial system of detainees for EM.

For example, the number of persons referred for EM in December 2005 was double the number of persons referred for EM in November 2005.

### Completion of EM supervision

During the period in question, 43 persons completed their EM regime: 35 were sent to prison, correctional boarding schools or were again placed in detention, seven were sent to detention alternatives, and one person did not return from a monitoring window. These figures support the general feeling that the selection of candidates for EM was well thought out and appropriate and that the selection process

**Table 1: Alerts received by security company’s alert center, May 2005-April 2006**

Month	No. of persons referred for monitoring	Monitored persons removed from arrangement	Actual no. of monitored persons by end of month	Cumulative no. of monitored persons	Alerts received by alert center		
					Exit/Failure to return	Technical alerts	Total no.
<b>2005</b>							
May	1	-	1	1	-	-	-
June	4	-	5	5	-	-	-
July	3	1	7	8	166	289	455
Aug.	5	-	12	13	149	142	391
Sept.	8	1	19	21	215	643	849
Oct.	4	1	22	25	350	815	1165
Nov.	11	3	30	36	238	1349	1587
Dec.	22	6	46	58	334	1841	2175
<b>2006</b>							
Jan.	16	4	58	74	992	2328	3320
Feb.	23	7	74	97	1136	2213	3349
March	37	14	97	134	1567	2413	3980
April	42	7	132	176	2241	1569	3810

does not constitute a ‘widening of the net’ of social control.

During the period in question, the program’s directorate provided training sessions throughout Israel that included mixed forums of magistrates, juvenile magistrates, district judges from all of the country’s judicial districts, senior police officers from all of the country’s police districts, the criminal case officers in the country’s courts of law, juvenile and adult probation services, prosecutors and public defenders.

## Evaluation and recommendations

The period in question is too short, of course, for the released prisoners in the program. Nonetheless, it is

long enough to draw some interim conclusions. It should be pointed out that, at the time of this report’s compilation (the end of April 2006), the program is being operated for more than 132 monitored individuals simultaneously. There seems to be significant progress as far as recognition of the program is concerned, and the judicial system is making extensive use of EM. We believe that the program is operating effectively and successfully and that the present figures indicate the increasing reliance on EM in Israel.

Applying the conclusions that can be drawn even from this short report can help improve the system’s operations and its anticipated results:

- Generally, **the EM system**

**appears to be operating as planned and expected**, and the number of alerts is appropriate for the trial run. The program’s directorate deals with these alerts while continuing to operate the program, and carries out all necessary corrections in real time for all aspects of the program: operational issues, adjustment of the program’s operating protocol, the work of the program’s main offices, improvement of work procedures, etc.

- **Number of referrals** - One topic that must be addressed is the number of referrals for electronic monitoring. Apparently, in the program’s planning, we overestimated the number of detainees/inmates we expected would be referred by authorized agencies for

**Table 2: Number of monitoring days, May 2005-April 2006**

Month	No. of monitored persons added	Cumulative no. of monitored persons	Adults	Juveniles	Cumulative no. of monitoring days
<b>2005</b>					
May	1	1	1	-	1
June	4	5	3	2	98
July	3	8	6	2	293
Aug.	5	13	9	4	600
Sept.	8	21	15	6	1071
Oct.	4	25	18	7	1714
Nov.	11	36	23	13	2555
Dec.	22	58	38	20	3622
<b>2006</b>					
Jan.	16	74	48	26	5156
Feb.	23	97	60	37	7027
March	37	134	88	46	9714
April	42	176	117	59	13,280

EM. We are making efforts to encourage the use of EM by these agencies. It should be stressed as well that, as of mid-January 2006, the program has been expanded to include inmates released on parole. So far, parole boards have referred three inmates to EM.

- **Types of offenses** - Another issue is the type of offenses for which the judicial system refers people for EM. The range of offenses for which accused persons are referred to the program is extremely wide and includes even serious offenses, such as family violence, sex crimes (including rape), robbery (including armed robbery), and drug trafficking. It can be said here that the severity of some of the offenses for which persons are referred to EM is higher than what was anticipated in the planning stage of the program. Nevertheless, even those charged with severe offenses have complied with the program's conditions.
- **Selection of candidates**  
An additional statistic that should be noted from the results of our follow-up work is that the courts carefully select their candidates for EM. Although the persons referred to EM include those accused of violent crimes, they have accepted the discipline and regime of the 'curfew' imposed upon them by the

judicial system.

- **Juveniles** - Special attention should be directed toward the relatively high percentage of juveniles being monitored electronically. This appears to be a positive trend because research studies indicate that, if the requirements of the law and the circumstances of the offense permit, it is preferable, for the juvenile's future, to distance him or her from the law enforcement system. Should the trend of preferring EM for juveniles continue and even intensify, this development could have a significant impact on the program, especially on the social service support provided by the juvenile probation service.
- **Compliance** - The statistics show that, in most cases, the monitored individuals comply with the EM regime's requirements. The electronic alert system for the detection of violations has proven to be very sensitive and responds to every suspected violation. In most cases, it can be pointed out, the many alerts received for suspected violations are generally due, as noted above, to technical and administrative reasons. Furthermore, the definition of a 'gross violation' can be interpreted in various ways. Apparently, the law enforcement system – primarily, the police stations

and the courts of law – does not regard these violations as serious and is in no hurry to apply sanctions to monitored individuals who have committed violations detected by the alert center. At this stage at least, the decision to avoid harsh responses has proven to be correct, nor does this policy appear to have a negative effect on the monitored individuals. However, should this trend continue, there is the danger that the number of monitored individuals committing violations could increase and that the violations could become more severe in nature. We therefore recommend that the courts respond more resolutely to chronic violations and even instruct that persons who consistently fail to comply with the EM regime's requirements be placed in detention until the end of the legal proceedings in their case.

- **Consistency** - Apparently, involvement in the EM program varies widely from one police station to the next. At this stage, the general impression is that the police stations, which are in charge of the EM program in the field, do not consider it a high priority item. Apparently, the police personnel in the field have not yet begun to fully appreciate the program's importance. The response



of the police to violations is sporadic and slow. The appointment of personnel in the various police stations specifically responsible for EM has increased awareness of the program in the field. However, this is apparently not enough. The police should itself make the commanders of police stations more aware of the program's importance. Responsibility for increasing awareness of EM should not be left solely in the hands of the program's directorate.

- **Awareness** - We have also detected a low level of awareness among the personnel of detention centers and police officers responsible for escorting

candidates for EM. Here as well, those persons responsible for EM in the Israel Police and the Israel Prison Service should step up their training efforts and must promote greater awareness of the program's importance.

- **Contractor** - The security company operating the EM program appears effective in its various areas of responsibility: installation, monitoring and removal. Whenever operational problems arise, they are solved through direct contact between the company and the operational wing of the program's directorate. Nonetheless, there are still several areas where

improvements are needed, such as computerization and periodic reporting.

- **Probation Service** - Regarding the Probation Service within the Ministry of Social Affairs – one of the partners in the program – the following should be noted:
  - a) Considering the relatively large number of juveniles referred to EM, special importance must be attached to the social service support offered by the Juvenile Probation Service, which has shown itself to be effective in the program's implementation.
  - b) The same cannot be said for the Adult Probation Service. For various reasons connected primarily with the tender's administrative arrangements and the operating budget and timetable, as of April 2006 the Ministry of Social Affairs had not yet begun the external activation of social service support. As of that date, monitored adults were not provided any social service support. This problem is being worked on at present. Immediate attention should be given so that the situation can be rectified without any further delay.
- **Directorate** - The program's directorate, headed by the Ministry of Public Security's Bureau of the

Chief Scientist, routinely deals with the overall implementation of the program, holds weekly discussions on the program and issues directives related to its operation. The unit in the directorate that operates the system has a very heavy workload and is responsible for many tasks, some of which are not in its area of jurisdiction. Furthermore, the unit lacks the tools and resources needed for dealing with the various tasks it has undertaken. Concerning this matter, the following points should be noted:

a) There is a need for reconsidering whether responsibility for the program's operation should not be placed in the hands of another unit in the Ministry of Public Security, which would be a new operational agency and would either be autonomous or would rely on support from *Metzila* (the Ministry's Division of Community and Crime Prevention). The Bureau of the Chief Scientist has spearheaded the program's initiation, planning, preparatory stages, and launching. Furthermore, since the program's launching, the Bureau has been responsible for the program's promotion, administration, implementation and ongoing operation, as well as for the evaluative research accompanying

the program's implementation. Nevertheless, the Bureau lacks even the minimal tools needed for long-term operational activities.

b) In any event, there is the long-term need for an examination of organization and methods regarding the missions and the organizational structure of the agency that will be assigned responsibility for the program's implementation. At this stage, it appears that the present operational agency, which is of limited scope and which lacks the necessary tools for carrying out its functions, has undertaken several secondary tasks in line with its perception that places – and to a great extent, this is justified – high priority on assistance in the program's operation and promotion. The operational agency's extensive involvement also stems from the fact that the other bodies which are partners in the

program's operation are not sufficiently involved in its implementation and have thus left a vacuum waiting to be filled.

## Summary

The initial trial operation of the EM program has been very successful. The agencies that are partners in the program's operation function satisfactorily, although there is the need for improvements in a number of areas, especially the program's promotion among the relevant partners. Problems are solved 'as the mechanism continues to move ahead' and the existing resources used for the problem solving are limited. It can be noted that, generally speaking, the selection of candidates for EM is correct, and so far the number of monitored individuals who have been found to be unsuitable for the program and who must be returned to a detention facility has been very low. The chief signs of the program's success will be an increase in the number of persons referred to EM and the maintenance of a tighter and more effective monitoring system.

In our opinion, it appears that each day is bringing further progress in this direction.

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For further information and statistical updates, see the Ministry website  
[www.mops.gov.il/bpeng](http://www.mops.gov.il/bpeng)





POLICING

# FORENSIC TECHNICIAN CREATES FACIAL COMPOSITE TO TRAP SERIAL RAPIST

Superintendent **Hanita Grant**

Division of Identification and Forensic Science, Israel Police HQ

A serial rapist was recently apprehended after his computerized facial portrait was created and subsequently identified by a police source. The facial composite compiled by Sergeant Major Ronen Levy, a Jerusalem forensic field technician, was, according to the witness, extremely similar to her attacker. During further interrogation of the suspect, similar attacks and numerous house break-ins around the capital were also uncovered.

The ability to produce an accurate facial composite is due in part to the descriptive capacity and memory of the eyewitness, as well as to the artistic and graphic skills of the forensic technician.

Superintendent Joseph A. Levi, Head of the Criminal Album and Facial Composite Unit, adds that in order to create a high quality computerized

portrait, “The expert must be a good listener, competent in the application of facial construction software, including Adobe Photoshop and perhaps most importantly, have an inherent sensitivity for faces and facial structure.

“There are two main areas of expertise in our unit,” explains Levi. “Firstly, we have fully trained field technicians who are stationed in 60 units throughout the country and for whom we provide guidance, supervision and expertise. They learn skills such as the photographing of suspects and storing digital images into our criminal album database and the application of cutting-edge recognition software to describe and define automated offender searches. In addition, each sub-district has a technician who receives several weeks of training and practice in computerized facial composite reconstructions.”

Recently, when an eyewitness came forward to identify a person who was suspected of using a stolen credit card, it was the Criminal Photo Album Database that provided the match. Gone are the days of manually searching through tin filing cabinets filled to the brim with offenders’ photographs. In today’s on-line digital era, the Criminal Album Database has amassed over 200,000 mug shots, each carefully categorized and numbered, to be instantaneously accessed at the touch of a keyboard.

In accordance with Israeli law, digital photographs of suspects may be obtained, together with fingerprints, from persons who have been arrested. Recently, questioned individuals have also been included in the list. The Criminal Album Database, as a result, is constantly being updated with approximately 25,000-30,000 new mug shots added each year.



Based at Police HQ, the Criminal Album and Facial Composite Unit is part of the Division of Identification and Forensic Science Photography Laboratory. It provides expert opinion in facial morphology comparisons in cases such as identity theft involving forged ID documents where two photographs may be analyzed and their morphological features compared. In addition, the unit is undertaking several research initiatives.

“We are investigating what makes a composite accurate,” explains Levi. “For example, we record the order that an eyewitness remembers each facial feature and are checking to see if there is any significance or correlation between the order with which a facial feature is recalled and the accuracy of that composite.”

Both witness and technician independently evaluate the resultant facial image and

if discrepancies exist then changes are made to correct the composite until it matches the witness’s memory.

Perhaps a somewhat peculiar case that the unit recently investigated is that of a house break-in, where a handbag belonging to the victim was found outdoors, in the vicinity of the property. A quick search inside the handbag revealed a photograph of an adult male, which was later matched to that of a suspect in the Criminal Album Database.

Superintendent Levi, who has a degree in Applied Science, collaborates with other law enforcement experts working in the field of computer-aided facial composites and can be contacted directly at Tel. +972-2-5429492 or by e-mail: [jalevi@police.gov.il](mailto:jalevi@police.gov.il)

Pictures	Photo Dates	Criminal Profile	External Appearance	Marks	Additions
<b>Age</b> 711 <input type="text"/> :10 <input type="text"/> :0		<b>Addit.</b> 1011 0110 <input type="text"/>		<b>Sex</b> 110 <input type="text"/>	
<b>Height</b> 0111 <input type="text"/> :10 <input type="text"/> :0		<b>Sect.</b> 010/01 <input type="text"/>		<b>Race</b> 011? <input type="text"/>	
<b>Weight</b> 7000 <input type="text"/> :10 <input type="text"/> :0					
<b>Hair Type</b> 0 0111 <input type="text"/>		<b>Skin Tone</b> 9 (111) <input type="text"/>		<b>Build</b> 111 0110 <input type="text"/>	
<b>Chin</b> 1010 <input type="text"/>		<b>Brows</b> 0111 <input type="text"/>		<b>Nose</b> 111 <input type="text"/>	
<b>Hair Color</b> 0 011 <input type="text"/>		<b>Eye Color</b> 0 011 <input type="text"/>		<b>Lips</b> 011 0100 <input type="text"/>	



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# CARING FOR THE VICTIMS OF CRIME



Chief Superintendent

Nurit Ziv, Adv.

Head, Victims of Crime Section  
Investigations and Intelligence Division  
Israel Police

One of the most prominent features of the second half of the 20th century is the massive advancement of civil and human rights. Around the world more and more rights have found their way onto the statute books, and more and more population groups with special needs or characteristics came to be afforded protection.

Within the context of criminal law, this trend at first favored the accused. His rights to due process, to protection from physical maltreatment, to privacy, to retain private property, in all of these the state's arm was pushed further and further back. But lately, as the tentacles of crime have intruded more and more, and their encroachment on

the peace of private life has become harder and harder to bear, so the pendulum has swung back in favor of the people whom the criminal law had till then neglected, and relegated to the one minor role of giving evidence in court – the victims of crimes.

The recognition now being given to these victims is not an obvious concept, as the delay of its arrival proves. The criminal law system in most countries is founded on a judicial perception which views violations of the criminal law as offenses against the state and the general public, so that the correct response is a public one and the purpose of punishment – is to deter. The individual

interest of the victim, it was accepted, was served by the civil law and not the criminal law.

The movement to counter this judicial worldview began in the 1990s and soon reached Israel. At first, attention to victims' interest came sporadically, in individual cases that made use of clauses scattered here and there in Israeli criminal law. Then in 2001, the Rights of Victims of Crime Law was passed (hereafter – the Law). It was a sort of crime victims' Magna Carta, even if a far from complete one. And though passed in 2001, it did not come into effect until April 2005. The clauses of the new Law now set out a long list of

rights within the context of the criminal procedure to which a victim who has been personally injured in the course of a criminal offense is entitled. In its spirit and approach, the Rights of Victims of Crime Law 2001 follows the path taken by western states that saw and acted on this need some time ago.

The Law opens by laying down definitions and general principles for meeting the just rights and needs of the victims of a crime, for example, protecting their privacy and making allowances for their difficulties and impairments (such as in speech and language or in their mental capacity). The second section sets out the victim's rights in relation to the criminal procedure. One of the crucial rights it gives victims is the right to receive information about the criminal process resulting from the offense: about investigations, arrests or detentions, court hearings. Another is the right to express their position with respect to any postponement of the process, plea bargaining, parole hearing, pardon, etc.

To implement the new legislation the Israel Police set up a computerized information system which provides victims with the information to which they are entitled under the Law, either written (via an Internet site) or by a recorded voice message. This

information system holds all the relevant data entered by the various branches of the legal system: the Israel Police, the Israel Prison Service, the Attorney General's Office, the State Prosecutor's Office, and other authorities. Victims can follow through in real time the stages of the criminal process in which they are involved, from the filing of the initial complaint, through the investigation, the arrest of suspects, their release on bail, the passing of the investigation dossier to the prosecution, the trial itself, right through to the trial verdict, the punishment handed down, any appeal, the course of the convict serving out his sentence, his furloughs, etc.

Crime victims can now find out at any time they wish what stage their complaint has reached. The information

to which they are entitled is available only to them individually. To get it, either by telephone or via the Internet, they must identify themselves by means of the code and password the police will have given them at the time they filed their complaint. In certain cases, in relation to particular offenses, and at the victim's request, the administrators of the information system will themselves take the initiative to contact the victim and inform them that information vital to them is waiting for them if they contact the system.

There is no doubt that setting up this victims' information bank is an important milestone in recognizing the rightful status of crime victims within the judicial process and a key stage in implementing their rights under the new legislation.





# ELEMENTARY SECURITY:



## LEARNING

## ABOUT CRIME PREVENTION

Superintendent **Shoshana Edelstein**

Prevention Officer

Community & Civil Guard Department, Israel Police



*Shoshana Edelstein*

### Introduction

“We’d be very happy if you could come to the school to talk to the kids about violence.” Community police officers up and down the country get this sort of request regularly from their local schools and this has presented us with the need to equip them with the content, materials and educational aids to enable them to get their message across to their young audiences.

The Israel Police’s Community & Civil Guard Department

have put their heads together with the Ministry of Education’s Education for Community Living Unit to come up with a preventive care program for elementary schools, which we have named *Elementary Security*. It was designed by both Zehava Shemesh, head of the unit at the Ministry of Education, working with me, a Prevention Officer at the Israel Police (IP). The curriculum is intended for all grade school pupils from the youngest to the oldest, being taught in each grade, 1 through 6, to ensure that its

effect reaches ‘critical mass’, that it enters the consciousness of all teachers and pupils. This was the first program for the particular age group to have been written in conjunction with the police, which is represented by the Community Police Officer (CPO) who is in any case thoroughly involved in the community. A guiding principle of the project is that it represents true teamwork between the IP and the Ministry of Education, and between the CPO and the classroom teacher.

That some sort of anti-violence initiative was needed was evident as offenders got younger and younger and as the calls for help from the teachers themselves multiplied. From the viewpoint of the law enforcement system, it is vital to invest in preventing the same youths from entering the cycle of crime and violence, either as perpetrators or as victims. Since similar programs were already in place for pre-schools and high schools, continuity clearly demanded similar attention for the grade school years.

Beginning as a pilot program in some twenty schools, the program has quickly expanded to now cover nearly one hundred schools in all parts of the country and to take its place alongside other joint IP and Ministry of Education initiatives, now curriculum fixtures in more than 500 kindergartens and 400 junior high schools.

## Key elements of the program

The focal point of the curriculum is to instill in the students a comprehension and appreciation for the law. Both Zehava and I believe in the importance of educating the young generation to understand the laws and to respect them, by internalizing them and not by blind obedience or fear. When the child understands that the law is intended to

protect and guard over him, it will be easier for him to follow the law.

Apart from the obvious objective of reducing violence, the program aims to impart the fundamental understanding that law-abiding behavior is essential to any democratic society, wherever it might be, that laws are present everywhere: at home, in school, in the community centers, on the road, in the street, in public parks, in the army.

The curriculum encourages safe behavior and preventing all forms of violence.

The program focuses on three aspects:

- **The role of police officers and the police force** – the different functions and duties of police officers.
- **Forms of violence** – verbal violence; violence towards people, animals, and property; the importance of reporting offenses and the difference between reporting and snitching; social ‘excommunication’; the age of criminal responsibility and what it means.
- **Safe behavior** – how to behave for greater safety; taking a safe route to school; suspicious objects; suspicious persons; hazardous toys; safe Internet surfing.

The series of lessons as a whole is structured on the basis



*Respecting Police Officers*



*Assuming Responsibility*



*Road Safety*



*Safe Internet Surfing*



*Love One Another*

that the Community Police Officer will talk to each class three times in the course of the year; and that before and after each session with the CPO, the home-room teacher will review with the class the content of the officer's talk, using the educational aids kit specially designed for the program. The CPO does not move on to a new topic until the home-room teacher has completed her work with the students on the previous topic and prepared them for the new one. As the students move up through the six grades, a new program element is added each year.

## The yearly cycle

### o Police officers and the police force:

- Grade 1: the police officer, uniform and badges, the patrol car;
- Grade 2: the police officer's various duties;
- Grade 3: a CPO's duties;
- Grade 4: the law and its significance;
- Grade 5: the functions of a police force within any governed society and its place in relation to the legislative, judicial and executive arms of government;
- Grade 6: Article 3 of the Police Regulations: the role and responsibilities of the police.

### o Forms of violence:

- Grade 1: four types of violence – physical, verbal, against animals, against property; what is

common to them and what distinguishes between them;

- Grade 2: destroying property, graffiti, putting up posters, littering and the Anti-Littering Law;
- Grade 3: stealing;
- Grade 4: violence against animals;
- Grade 5: the difference between reporting and snitching; the social 'excommunication' of people who report offenses;
- Grade 6: the age of criminal responsibility; the significance of a criminal record and of having a certified clean record.

### o Safe behavior:

- Grade 1: A regular safe route to school, crossing the road, safe car and bus travel;
- Grade 2: safe cycling;
- Grade 3: suspicious objects;
- Grade 4: suspicious strangers;
- Grade 5: hazardous toys;
- Grade 6: safe Internet surfing.

## Prerequisites for a successful program

For the program to succeed, the school's principal and teachers need to be firmly on board and in leadership positions. The parents must be informed of the program beforehand and its content explained to them in each grade. A steering committee



*Respecting Other's Property*



*Maturity and Responsibility*



*Beware of Strangers*



*Police Protection*



*Abiding by the Law*



Attentive to Surroundings



Playing Safely



Police Work



Animal Protection



Calling the Police

of teachers must be set up to oversee program content and the program must be allocated a regular slot in the annual curriculum. Schools should set aside special activity days, planned around elements of the program's content. To evaluate success, students fill out feedback questionnaires at the beginning and end of grades 3 and 6.

Feedback received so far shows that the program has made a marked contribution to improving student safety and security, that students better understand the role of the police officer and behave in a more law-abiding manner. Praise from teachers, children and parents shows that the program has met its key targets.

- **Teachers:** "A well-structured and high-quality program, suitable for all ages." "The presence of the police officer makes it easier for students to absorb the program content." "Bravo!"
- **Students:** "Why are laws necessary? So that we can

have order and quality of life." "The most important rules in the classroom are: no hitting and respect for the teacher."

- **Parents:** "This is an important program and we are very pleased that the school has joined the pilot scheme." Parents contact the CPO's to congratulate them and take an active part in program sessions.
- **Police officers:** "The kids get excited and look forward to the next session." "The preparatory work done by the homeroom teacher is very useful and even necessary." "This is the most thorough, painstaking and well-structured program there has ever been."

The program requires 66 hours of work over the course of the year from each CPO involved, made up as follows: 20 hours of pre-program training, 36 hours in front of the students and 10 hours preparing for the sessions. It is clearly time well spent.

Magnet with Local Community Police Officer's Contact Info.



## השוטר הקהילתי שלך ובשבילך

פס: \_\_\_\_\_

טלפון: \_\_\_\_\_

"בטוחים אהיסוג"

תוכנית מניעה נבחרה - משרד החינוך ומשטרת ישראל



# MENACHEL:

## THE INFORMATION SYSTEM FOR IP MANAGEMENT

Chief Superintendent **Orli Gilboa**

Head, Strategic Research & Statistics Section, Israel Police HQ

### Introduction

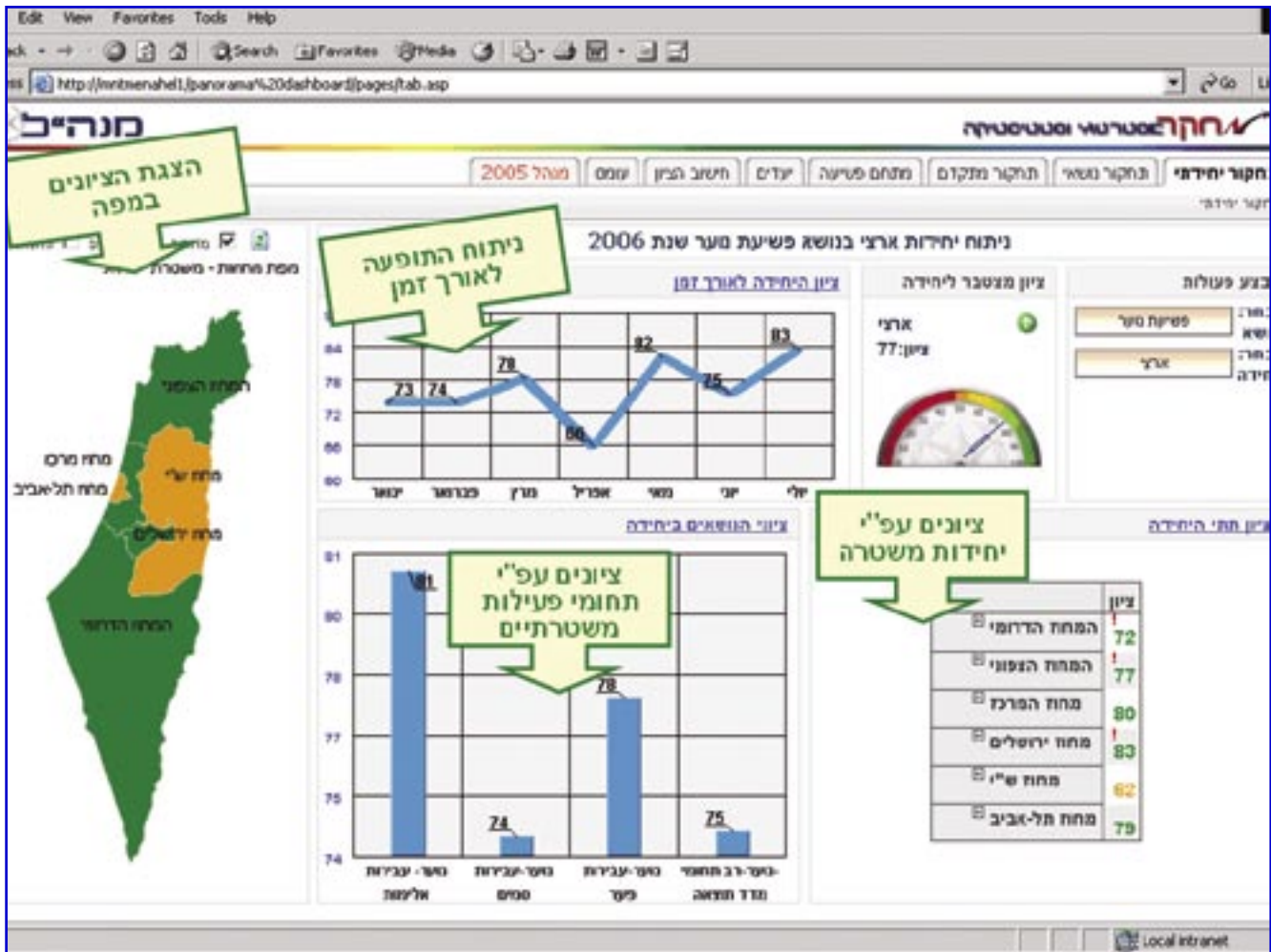
This last year the Israel Police (IP) has brought on stream one of the most advanced management information systems of any police force anywhere in the world. It is called *MENACHEL*, the Hebrew acronym for ‘measurement, management and evaluation for senior officers’ and it is essentially designed to measure the operational performance of police units.

A strategic planning team headed by the Deputy

Commissioner of Police studied the IP’s operational methods and ways of increasing efficiency, and the specifications for *MENACHEL* were those dictated by Police Commissioner Moshe Karadi himself, after studying the planning team’s report. The task of developing the new instrument was entrusted to the Planning Division’s Strategic Research & Statistics Section.

In response to senior command’s vision, at the heart of the new system is a revolutionary concept,

a breakthrough in IP management strategy. The critical conceptual shift is the shift from quantity to quality. The Research & Statistics Section was briefed to devise an instrument capable of measuring a unit’s performance directly against the missions and tasks set for it but to do so not on the traditional criterion of quantitative performance but qualitative. For example, in the field of intelligence gathering, *MENACHEL* does not measure the **quantity of intelligence accumulated** but whether the



information has led in practice to **charges being filed** against the perpetrators of the offenses under investigation.

Every commanding officer, from a local station C.O. to the Commissioner himself, can now appraise the quality of his staff's performance against the objectives that have been allocated to it. Every C.O. of every unit has *MENAHEL* sitting on his or her desk, showing the current status of every project or operation his or her unit is engaged in. Using the data and analyses it provides them, they can dissect the current situation, pinpoint problem areas and take decisions on whether to

continue an operation or divert resources elsewhere.

The control screen in front of each C.O. is divided into dials, tables and charts, which together display the performance of the unit or units under his command, area of operation by area of operation. And in each case the information displayed focuses on quality achieved in relation to the priorities handed down by IP senior command. For instance, if the performance reviewed is that of the National Youth Crime Unit, the display panel will show the Unit's cumulative overall score, the overall scores of its regional sub-units,

a graph of the volume of youth crime over time, a bar chart of police performance broken down by type of offense, a map of the country showing the geographical distribution of variables, etc. Data can be reviewed at any level of analysis from nationwide to the individual police station.

The point of the new system, it must be emphasized, is not to isolate and measure the achievement of this or that commanding officer but to allow commanders to take a range of perspectives on the areas of operation under their direction and to detect at an early stage trends or developments requiring their

intervention. *MENAHHEL* can shed light on the whole spectrum of police operations, from working methods through inter-unit collaboration within the force, and between the force and outside agencies, to working relationships between headquarters and field units, etc.

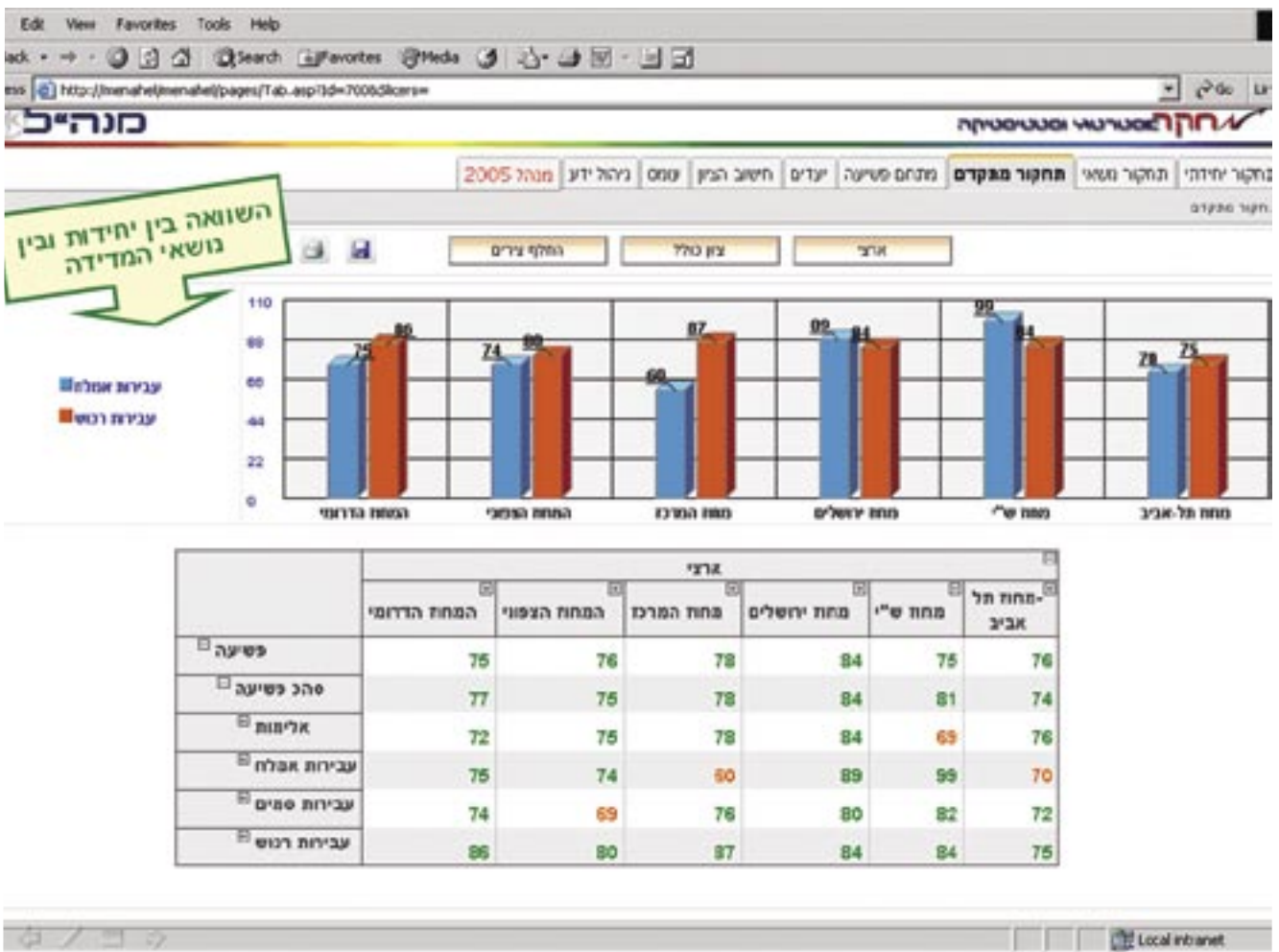
At the beginning of each year the IP's senior commanders conduct a general situation review, analyzing what the force has achieved over the previous year in relation to the goals they set for it a year before. In the light of their review they define new targets for the coming year, striving to

improve performance in every field of operation, new and old, and provide a dynamic response to the challenges facing the force. The new information system is designed to furnish precisely the data and indicators required by this interactive approach, an approach which aims to evaluate achievements directly against the objectives it was hoped to achieve.

Periodically, the officers of each unit evaluated by *MENAHHEL* meet to review the unit's progress. The Commissioner attends all these meetings to analyze the situation and exchange

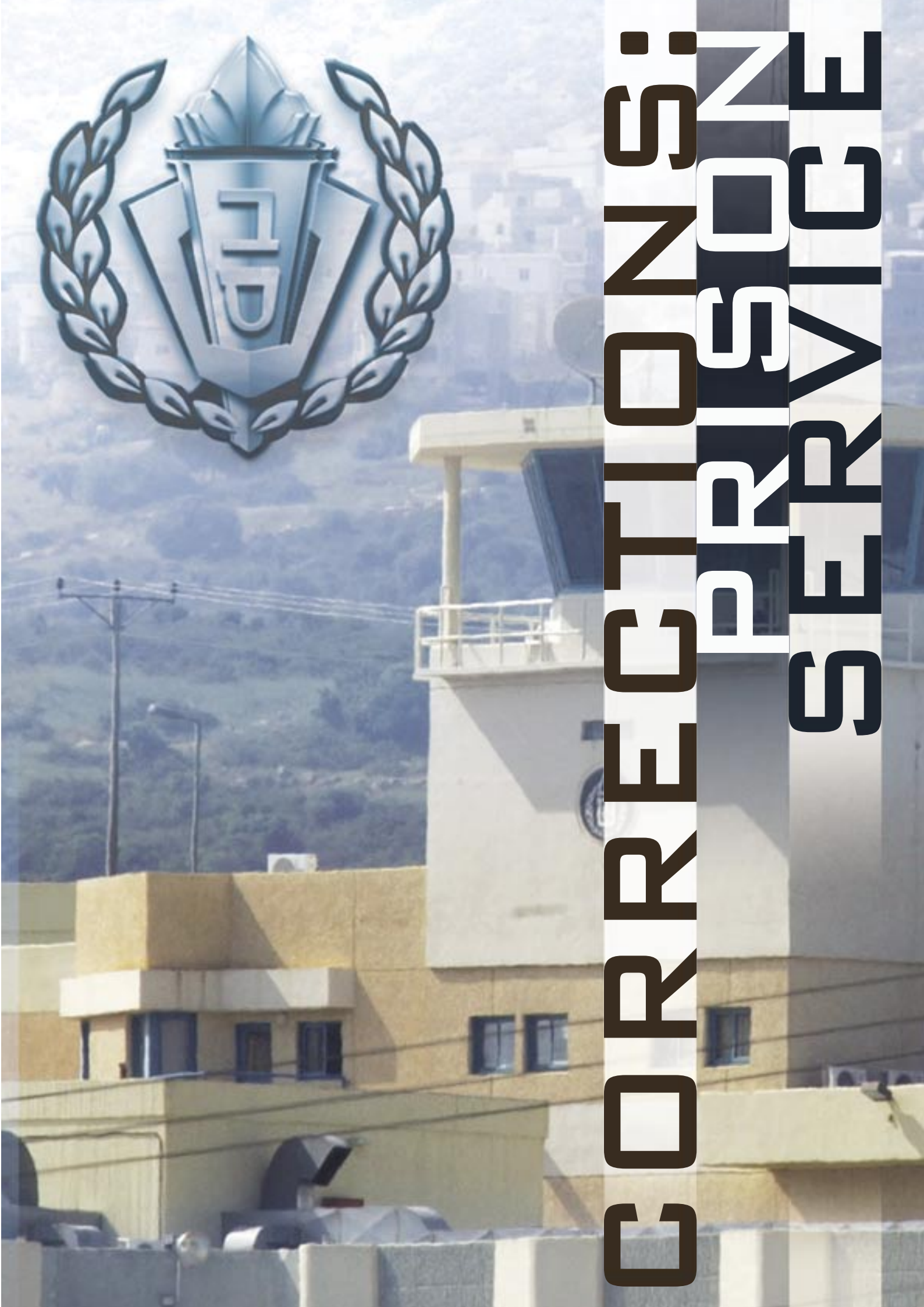
viewpoints face to face with his commanders. Problems are identified, ways of attacking them devised and consideration is given as to what support and assistance from headquarters might be available. *MENAHHEL* screens are designed precisely to furnish the informational back-up for such planning meetings.

As noted at the start of this paper, *MENAHHEL* has been in regular system-wide use now for a year, with approximately a thousand registered users logging on to it every month, bringing a total of over 2,800 monthly 'hits'.





# CORRECTIVONS: POLICE SERVICE



# THE MEGIDDO JESUS: ANCIENT CHURCHES AND PRISONER ARCHAEOLOGISTS



**Ofer Lefler, Former Spokesperson, Israel Prison Service**

An archaeological dig, made necessary by plans to extend construction within the perimeter of the Megiddo Prison, has unearthed finds that are shaking the Christian world and causing the pillars of belief of hundreds of archaeologists to tremble no less, in Israel and around the world.

At a depth of one meter there has come to light a mosaic floor from the second half of the third century CE. And on this 50-sq.m. floor are three inscriptions dedicating this place of prayer to four women, but above all to the divine Jesus. Will history win the day and force the Megiddo Prison to be evacuated? On this issue and more read on.

Anyone making his way in the direction of Afula for a trip to the north can spot the Megiddo Prison on its hilltop. Just before the road comes down into the Jezreel Valley, to the Megiddo junction and

the ‘ruler-straight’ road to Afula, there to the southeast is the now famous prison. Some ten months ago, we in the Israel Prison Service (IPS) were delighted to inherit the facility from the army. Perched proudly on the very peak of the ridge, it began as a tented camp surrounding a British Mandate-period ‘Taggart fort’, from 1942. Steadily expanded over the years, it came to be in the end one of the Israel Defense Force’s three main prison facilities. As soon as it came into IPS hands we began an urgent program of planning and development to bring it up to our maximum security standards; but, like any building program in this country where almost every patch of ground is riddled with history, an archaeological survey and rescue dig had to be carried out first to see what remains from the past we might be disturbing.

Faithful to our national duty, we put a team of eighty criminal prisoners from the Tzalmon and Hermon facilities at the archaeologists’ disposal. Early every morning they joined the professionals to dig at the site and, more important than digging, to screen the dug up soil for any finds it might contain. For the most part the archaeologists found what they expected to find – pots, coins, even a complete figure of a pagan goddess. But then came the discovery that left even the experts standing open-mouthed – a magnificent mosaic floor.

## **Megiddo down the centuries**

The richly watered environs of Megiddo have formed one of the key crossroads between the Mediterranean and trans-Jordan since the dawn of history. Ancient routes from all four points of the compass met and passed through this spot.



From the top of Tel Megiddo (*tel* – a hillock formed by accumulated ruins of settlement) or from the prison sitting on its hilltop, the panorama is stunning. To the east – the hills of Gilboa and the Bet She'an valley; north – the Hamoreh heights, the Jezreel Valley and Mount Tabor; a step westward – the Nazareth hills, whence came the Annunciation of Christianity; further west – the Mount Carmel range and beyond that, of course, the Mediterranean itself.

The prison sits on the remains of an early settlement dated to the biblical period, that is, to over 3,000 years before our time. Well into Roman times this was still an area of Jewish habitation, the inhabitants maintaining a Jewish way of life and ritual for some 150 years after the crushing of the Bar Kokhba revolt by the Romans (132-135 CE). The last wholly Jewish village on the site was Kfar Othna'i.

The area had been garrisoned by the Roman 6th Legion, bringing economic good times to all the settlements around. On the ruins of Kfar Othna'i alongside the Megiddo crossroads, the new settlement of Maximianopolis arose, which made a good living from supplying the needs of the Roman troops, then encamped just west of the crossroads. When we come to the Byzantine period, the population of the area was a third Jews, a third Samaritans, and a third Christians.

Throughout the Byzantine period a Christian bishop maintained his seat here, which shows how important the area had become.

### **The cradle of Christianity**

Christianity, born in Nazareth, took root in the Holy Land and spread from there across the Jordan River and to all parts of the Middle East. Archaeological sites across the region tell the story of the new religion's expansion before it crossed to Europe and Rome.

Until 313 CE the open practice of the Christian faith was prohibited throughout the Roman Empire. Christians prayed in hiding, in catacombs and secret rooms. Then in 324 CE Constantine fought his way to the imperial throne and proclaimed Christianity the new imperial religion. In 325 CE a great Christian Council was held at Nicaea which saw the essentials of the faith established (the Nicene Creed)

and the key features of church design and ritual set down. Shortly after, the first openly Christian churches began to arise. The oldest of them known to date from the Holy Land are the Church of the Holy Sepulcher in Jerusalem, the Church of the Nativity in Bethlehem and the Alonei Mamre church near Hebron, but of all three only fragments of the original structures survive. From this period only the Dura Europos church in Syria and others in Rome and eastern Jordan can match what has now been found at Megiddo.

According to Christian tradition and theology, the Armageddon will take place in the region of Mount Megiddo – *Har Megiddo* in Hebrew and hence 'Armageddon'. According to the Revelation of John in the New Testament, the war of Gog and Magog will be fought here and its outcome will be the final redemption of the world in the spirit of Christianity.

### **A new wind is sweeping over Megiddo**

The rescue dig now underway, directed by the Israel Antiquities Authority, is restoring to light what the British first uncovered and then destroyed at Megiddo in the 1940's. The first finds made by the British builders were a Jewish *mikve* (ritual bath) and remains from the Roman period. The dig director is Yotam Tepper, who began

tramping the highways and byways of the Holy Land at the age of eight with his archaeologist father. Within a short period of time he had also fallen in love with the land's hidden history.

After years of excavating patches of open ground in the area, Tepper was thrilled to be given the opportunity to dig inside the prison perimeter. He saw it in fact as a huge privilege, not least the privilege of working with criminal prisoners representative of the whole of Israeli society, Jewish, Christian and Moslem. After eight months of digging, Tepper was pleased and surprised to find the prisoner-diggers showing a genuine interest and identification with their unusual work. Little by little they began to show their pleasure at the finds made and to feel the excitement of the dig's own revelations.

## **The earliest church in the world?**

The incredible find first emerged into the light on a Sunday morning in the shape of a small fragment of a mosaic floor. The prisoner who brought it over to the archaeologist for his opinion was shaking with agitation, having realized that he had something special in his hands. Carefully and with the advice and assistance of experts who had uncovered the Bet She'an mosaics, the rest of the floor was uncovered. The first

inscription to be found was the northern one. In ancient Greek lettering it praised the name of the officer who had donated the structure: 'Gaianus, also known as Porpholius, an officer and our brother who dedicated his wealth to make this mosaic', and in smaller characters, the name of the artist whose work it was: 'Bracius, who carried out the work'. The bare earth had in fact been floored with three mosaic 'carpets', two bearing inscriptions and the third ornamented with a medallion showing two deep-sea fish, a tuna and a bass. At the time the floor was laid, a pair of fish was the symbol of Christianity; only later were they replaced by the cross.

At the center of the mosaic stand two dressed blocks of stone that served as a table or ritual site. In the mosaic's southwestern section is another inscription, this one dedicated to the memory of four women – seemingly notables of the community: 'Primilia, Kiraka, Dorothea and Crista'. But after the list of names comes the most astonishing find of all, in the shape of the following words: 'Akaptus, lover of God, who donated the altar to the divine Jesus Christ – in his memory'. The building that had stood over the mosaic floor measured 6 x 9 meters. The mosaic was made using four colors – red, black, blue and white.

Reaction from the Christian world was not slow in coming.

The ambassador of the Vatican to the Holy Land, Monsignor Pietro Sambì, announced: "This is without doubt a most important discovery. All Christians were already convinced of the reality of Christ but it is good to have an archaeological find in the form of this church to prove it."

To conclude, by the time you will be reading these words, the mosaic will have been transferred to the laboratories of the Israel Antiquities Authority for full restoration and protective treatment. Over the years to come there is little doubt that the archaeologists and religious authorities will be fighting it out amongst themselves just what the significance of this find might be. Knowledgeable sources claim that the mosaic is going to be shipped to the Vatican in Rome to be displayed there for a short time before returning to the environs of Tel Megiddo, which has now been officially declared a World Heritage Site. Time will tell what time will bring.

**In light of the great importance of the Megiddo finds, the Israel Philatelic Service issued a celebratory stamp on 8 May 2006, displaying the mosaic at Megiddo Prison. The Israel Prison Service is extremely proud of its role in bringing this major discovery to light and of its contribution to a historical project of national and worldwide significance.**



# A DIFFERENT KIND OF THEATRE:

## INMATES AND STUDENTS BEHIND THE PRISON WALLS

**Supt. Iris Tessler** – Head, Education Section  
Neveh Tirzah Prison, Israel Prison Service

**Peter Harris** – Head, Community & Educational  
Theatre Studies, Tel Aviv University

**Chen Alon** – Doctoral Student, Teacher & Facilitator, Theatre Arts Dept, TAU

For the past six years, the Community Theatre Program in the Theatre Arts Department of Tel Aviv University has been operating a unique project within the Israel Prison Service. Over the years, the projects have taken place at several different prisons, with inmates, who are at various stages in their respective sentences, joining forces with TAU students who are working toward a career as community theatre directors to stage original dramatic presentations.

Harris and Alon have been working – both jointly and individually – for many years on this special program: community theatre in a prison setting, and during that period,

a theatrical model has been crystallized. The model centers around regular meetings between students and inmates, in which the theatre serves as an arena that enables both the student and the inmate participants to test themselves as individuals and to test their group as representing ‘the other’.

Considerable thought was given to the kind of academic training that should be given to prospective community theatre directors. The perception gradually evolved that these students should be made aware of – and sensitized toward – ‘the other’, that their prejudices and stereotypes be shattered, and in its place they were directed to develop

an approach based on an authentic, living encounter with the community. It was decided that the best way to achieve these goals would be to encourage the students to see life outside the academic world. The personal, long-term encounter – by means of theatrical tools – with a group of individuals with different norms and behavior patterns enables the students to learn and experience the community theatre process in all its multiple dimensions.

The project’s goals regarding the participating inmates are many:

- The meetings with the students allow the inmates to experiment with, construct and reinforce relationships with



own self-expectations take on a broader dimension. The project provides the inmates with an opportunity to discover their own creative powers and to engage in normative activity. They learn a new language and, in the wake of both their successful achievements and reinforcements from their immediate environment, their self-expectations expand considerably.

‘normative’ partners who are not members of the criminal world. The student group represents the social circles with which the inmates come in contact during their furloughs, in the context of their work while still in prison, and with which they will come in contact when they fully return to society following their release from prison.

- The encounter with the students enables the inmates to study society’s attitude toward their respective offense. Through interaction in a theatrical context, they can re-examine their offense and their own feelings about it.
- In the project’s framework, the inmates acquire important tools through their having to deal with the assignments and demands of the project, whose essence is creative work in a group context. The

culmination of this creative work is the presentation of a theatre production before an audience. The project thus forces the inmates to contend with several operational objectives: meeting deadlines, displaying diligence in long-range terms, exercising mutual responsibility, exposing themselves to others, expressing their emotions, performing before an audience, working in a team context, preparing personal assignments, etc. After practicing their skills in attaining these objectives in the context of the project, the inmates will also utilize them in the future in the course of their prison sentence and within various spheres of normative life outside the theatre setting after they are released.

- As a process of self-empowerment, the inmates’

The choice of the Israel Prison Service to be a partner in this project was no coincidence. There are a number of advantages in this partnership between the university and the IPS, a partnership that creates ideal ‘laboratory conditions’ for both the group and theatre processes. First, as an organization with years of experience in work with the theatre, the IPS can provide each individual theatre project with a suitable support network in the prison where the project is being implemented. In addition to assigning educational officers and social workers to the project, the IPS knew that there would be a need for the allocation of appropriate budgets and human resources, for the creation of an overall community awareness among all staff members of each prison involved in the project, and for the involvement of all the various levels of command in the IPS. The work process is approximately of nine months’

duration and it consists of a weekly theatre workshop. Each workshop session begins with vocal, physical and emotional warm-ups, which are immediately followed by theatre exercises based generally on various improvisational techniques. The session ends with a sharing circle. In the course of the procedure, different dramatic situations emerge. The conflicts of the project's 'dual-community' (inmates and students) take shape, are written down and then presented on stage in the culminating theatre production, which enables both the group and the audience to deal with the fundamental questions involved in the process. The basic principle that underlies our work is that, in this profound, complex process, the theatre serves as both a catalyst and a mirror for group processes.

The theatre production presented at the end of the year's activities is an integral part of the unique investment made by IPS educational officers in collaboration with artists and performers willing to contribute their services on a volunteer basis to the inmate population. For the inmates, the project is an opportunity for removing masks and for creating a place where they can freely discuss their problems.

Here are the comments of two participants recorded in the course of the program:

**Y. (a female student):**

"I became quite confused in the group. It throws you into all sorts of places.... morality, justice, relationships.... But where am I in this picture? And that is also my chief obstacle. My limits are being tested all the time. I am crossing too many boundaries. People might not notice this, but that is what is going on inside me. Developing relationships here is a real problem. I genuinely want to develop them but I must restrain myself. I talked about this with my mother and she told me, 'Never forget that, with all your desire to get closer to them, these people are dishonest and immoral – that is why you are here – and that in most cases they will never change.' Yet, I fantasize that they are all honest.... I am naïve and I am being torn from the inside."

**A. (a male inmate):**

"The group gives me both self-confidence and a lack of self-confidence. My self-confidence increases because we are doing great work with the students. There is a lot of cohesiveness in the group.... because we all want to put on good theatre. However, I also feel a lack of self-confidence because some of the students have the same attitude as Y's mother. Essentially, what they are saying is 'I think that you are a zero and that you will always be a zero'.... The looks and smiles are so phony, but for me this is great because I know that I will have to deal with this problem. If, in the rehabilitation stage, I can handle the various colors and the various masks.... that really strengthens me."





# ART BETWEEN THE WALLS: PHOTOGRAPHIC EXHIBITIONS FROM THE INSIDE AND THE OUTSIDE

Chief  
Superintendent  
**Orit Stelser**  
Spokesperson  
Israel Prison  
Service

*Three unique exhibitions  
expose visitors to life in the facilities  
of the Israel Prison Service*

The Israel Prison Service (IPS) is not only a national incarceration agency whose role is to protect both its inmates and society. It also has an educational function: To provide the general public with a glimpse of what goes

on between the walls of Israel's prisons and to enable an authentic meeting between inmates and the members of the general public.

How can this dream be realized? Three unique

photographic exhibitions were recently opened in the Rimonim Prison in the Sharon area. They provide the general public with a glimpse inside the prison and provide its inmates with the opportunity to express themselves to the

outside world. The exhibitions focus on a variety of topics – from human rights in the universal sense to the small moments, hidden from most eyes, of life in the world of the IPS.

The exhibitions were opened with a festive ceremony that included a panel discussion on the subject “Does the rehabilitation process increase the security of the general public?” The panelists were leading professionals in the field of inmate rehabilitation: Prof. Menachem Amir, Prof. Shlomo Giora Shoham, Prof. Kenneth Mann, Orit Adatto (former Commissioner of the IPS), Avigdor Feldman, Yosi Beck, Tami Harel, and Guy Avri. The discussion was moderated by Anat Sargutti. Members of the diplomatic and academic communities were invited to the event.

## To Be: The Face of Human Rights

For the first time in Israel and the world at large, the Swiss



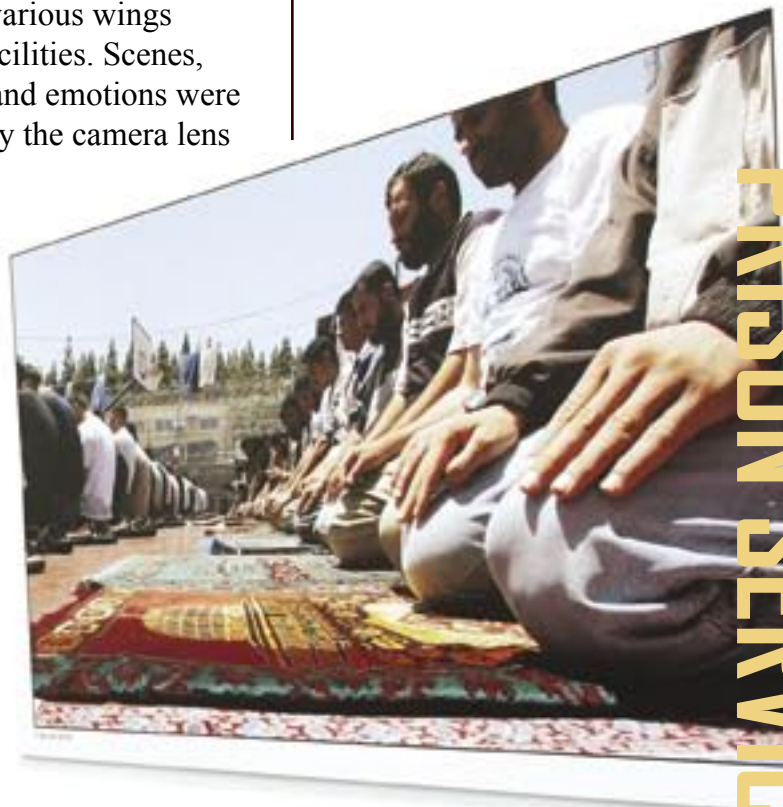
Embassy in Israel and the IPS presented the photographic exhibition *To Be: The Face of Human Rights* within prison facilities. The renowned exhibition, curated by Lars Mueller, consists of 40 pictures from around the world that reflect various aspects of the subject of human rights. The traveling exhibition has been presented in different countries around the world and recently reached Israel as well.

## A Day in the Life of the IPS

The IPS took an extraordinary step last year: it allowed 25 photographers to spend 24 hours in all 30 of the prisons and special units operated by the IPS – and in the company of the inmates. The photographers were given access to various wings of these facilities. Scenes, moments and emotions were captured by the camera lens

from unusual, authentic angles. Of the tens of thousands of photos, photographer and curator Moshe Shay chose some 200, which together present a fascinating human mosaic. The pictures have been gathered in a unique album, *One Day in the Life of the IPS: A Glimpse over the Walls*, which was published in the fall of 2005 on the eve of *Rosh Hashanah*, the Jewish New Year.

The unique way of life behind prison walls is hidden from the eyes of the general public and might be perceived by many as inhumane; however, this is not the case. When the doors and walls are opened, we encounter a world that is full of meaning and compassion. It is a world with its own rhythm. It is a theater of reality that is full of human tragedies.



The IPS' chief principle is to respect the dignity of each individual, especially those who live between prison walls. The dedication and devoted care of our staff represent the last bridge and the last lifeline for those who have been distanced from society and who have been sent to serve many years behind bars.

## Inner Space: The Inmate as Photographer

Over the past several years, the IPS has begun offering its inmates dozens of rehabilitation activities within the various prison facilities. These activities, some of which have even won international awards, are just some of the tools we provide our inmates to facilitate their reentry into society. Through such programs, our inmates learn to effectively deal with pressure and to develop a positive self-image. Creative workshops in theater, painting, photography and cinema offer the general public a rare insight into the world of our prisoners and remove the emotional barrier that has been built up partly because of the tough character of those who live behind bars.

An outstanding photography course for the inmates of Hadarim Prison was recently given by Yoram Vidal of the Artspace Gallery in Tel Aviv. The initiative was born out of the recognition of the importance of examining the variegated nature of Israeli society, especially those who have been excluded from it. The course took place over a period of three months and the participants acquired basic photographic skills that enabled them to express in graphic terms the routine of their life in prison.

Throughout all stages of the course, the inmates were given the creative freedom to photograph with as few limitations as possible and the result was photographs that present a worthy, reliable picture of their lives. Emphasis was placed on the importance of the camera as an instrument of introspection that could enable the inmates to study their life in prison from both the personal and the critical viewpoints.

Immense importance was attached to the idea of giving the inmates the opportunity to photograph themselves and the routine of their lives and

avoiding their transformation into objects viewed by a photographer who is an outsider and who has been given an agenda to complete. The pictures in the exhibition create an authentic 'document' on life between prison walls, in the eyes of the inmates themselves. The exhibit was deemed worthy of presentation not only within the Rimonim Prison but also in the Artspace Gallery itself in Tel Aviv.

The presentation to the general public of an exhibition whose principle subject is human rights is the creative expression of free human beings and it is thus the realization of values that are shared by communities and societies around the world. The opening of prison doors to allow the free creativity of dozens of photographers is essentially the statement of a strong organization that believes in its professional mission and capabilities and in the transparency of its operations. Creative activity in a rehabilitation program for inmates is an expression of multiculturalism and peels off the wrapper of toughness characteristic of a criminal society. The power offered by such an activity can be felt in the work of these artist-inmates.





# PRISON ON WHEELS

Superintendent **Nicole Englander-Elmaleh**  
National Public Relations Officer, Israel Prison Service

Nahshon, a special unit of the Israel Prison Service (IPS), escorts and transfers 150,000 prisoners annually.

The Nahshon Unit, created 33 years ago in February 1973, was at the time called ABM (acronym for Security and Operations). In 1993 ABM was renamed in honor of the Biblical Nahshon ben Aminadav, the first to plunge forward into the Red Sea, leading the people of Israel after him to safety. The security prisoner escort unit – which escorts hundreds of terrorists daily to courtrooms, hospitals and interrogations – was created in July 2003

In addition to being the central IPS unit responsible for prisoner escort, Nahshon

maintains security and constitutes the prime IPS intervention force in the event of prison disturbances or riots. The unit is subordinate to the operational and direct command of the IPS Head of Security and operates its escorting missions according to his decisions, via commands from the IPS, the IDF (Israel Defense Force), the Shin Bet (General Security Service) and the IP (Israel Police).

The Nahshon Unit daily escorts hundreds of the 18,500 inmates incarcerated in the 27 facilities operated by the IPS. These inmates include terrorists ‘with blood on their hands’, the heads of families specializing in crime, and other prisoners.

The unit’s escort vehicles are mobile prisons – prisons on wheels – without walls or fences. Nahshon has dozens of operational vehicles: buses, trucks, vans and motorcycles. All of these vehicles have been especially adapted to meet the unit’s needs in the fulfillment of its various prison escort missions.

The number of prisoners escorted annually by Nahshon is unprecedented in scope of persons in transit – in Israeli and world terms. In essence, an entire prison is transported daily on Israel’s roads. The escort missions are an Achilles’ heel because, during the operation, dangerous prisoners are outside secured prison facilities for several hours, far from locks and bars.

PRISON SERVICE



- Sending detainees and inmates for investigations and intelligence gathering by the Israel Police or the security services;
- Receiving inmates and detainees from the police detention centers and transferring them to IPS prisons;
- Providing special escort of dangerous inmates or detainees to civil or military courts (including the Supreme Court), home visits, hospitals and rehabilitation units;
- Providing protection within the courtrooms, for the court personnel and for the prisoners;
- Transferring inmates between prisons or for isolation from other prisoners;
- Receiving inmates from abroad according to extradition agreements.

In the personal searches they conduct on prisoners, Nahshon staff daily find dozens of articles that inmates are prohibited from possessing, including spikes, *ashgarim* (missives for the planning of terrorist attacks), mobile phones, even once a large amount of a dangerous substance found inside the Koran of a security prisoner on his way to trial.

In August 2005, the Nahshon Unit was issued motorcycles, which are ridden by six crew members who have completed an operational driving course.

The entire process of the combatants' mission is complex and difficult, requiring alertness and attention to even the smallest details before, during and after each prisoner escort operation, and functioning any hour of the day according to command. Each mission includes a meticulous search of all prisoners and their belongings before they board the escort vehicle, and the securing of the prisoners to prevent their escape, to prevent them from being attacked by

another prisoner in the course of a dispute, or from being in contact with each other in order to coordinate an attack on Nahshon team members. Some of the unit's activities are classified and focus on the thwarting of terrorist attacks.

The Nahshon Escort Unit includes two branches, one for criminal inmates and detainees and one branch for security (i.e., terrorist) prisoners. The responsibilities of the escort missions include:



female detainees and prisoners who are guilty of offenses against Israeli national security, as well as male and female terrorists. Today, the unit has one female squad leader and four female field agents. Special teams escort inmates with disabilities and minors, who require complete segregation on their way to military courts.

Until 2005 Nahshon was a centralized unit. In the context of cost-efficiency measures, a process of reorganization was instituted and three regional detachments were created. Northern Detachment, based near Megiddo Prison, was established in early 2005, while Southern Detachment, based near Eshel Prison, has only recently been set up.

In May 2005, four reconnaissance dogs were added to the unit to be used for special tasks, constituting an operational breakthrough. Three handlers, members of the Nahshon Unit who were trained in a special Israel Police course, are responsible

for the dogs. The handlers will soon be traveling to Poland to attend an advanced course.

In August 2003, three female members joined the security force, thus including women for the first time. The unit's female combatants accompany





# NAHSHON

## IN NUMBERS

Nahshon deals with one of the most 'attractive' elements in the prison system for any prisoner who wants to make his escape from prison: emergence from the prison facility. During its 33 years of existence, the unit has transferred hundreds of thousands of dangerous prisoners, and only one of them succeeded in escaping from an escort vehicle. That incident occurred in May 2002 and the prisoner was apprehended after three days and returned to prison.

“Our mission is to deter prisoners,” says one of the unit’s commanders. “I can already see that all prisoners are familiar with our green uniforms. Our mission for the future is to continue developing the unit’s capabilities in order to carry out the important tasks that are assigned to us. In this way, we protect our family as well as all other Israeli families.”

The Nahshon Unit was created **33** years ago, in February 1973 and consisted of **24** members; today it numbers **289** combatants. The Nahshon Unit escorts daily approximately **800** of the **18,500** inmates incarcerated in the **27** facilities operated by the Israel Prison Service (IPS). In 2005, Nahshon’s field agents escorted and transferred **150,000** prisoners in the context of **5,691** prisoner escort sorties. Each prisoner escort requires the presence of **4** to **11** team members, the number depending on the classification level of the escort and the degree of danger that the prisoners pose.

The Nahshon Unit has so far had **16** commanders.

The unit has **54** operational vehicles. In August 2005, the Nahshon unit was issued motorcycles, which are ridden by **6** combatants who have completed an operational driving course. In May 2005, **4** reconnaissance dogs were added to the unit, led by **3** handlers.

In August 2003, for the first time in the unit’s history,

**3** female combatants were recruited to the escort unit. Today, the unit has **1** female squad leader and **4** female field agents. In May 2005, a female officer was appointed for the first time to serve as the commander of a Nahshon escort team. The team she commands consists of **15** combatants.

The average age of Nahshon’s staff and commanding officers is **27**. Nahshon team members each have experience in combat and elite units in the Israel Defense Force (IDF). All the field agents were **Level 05** Riflemen/Riflewomen or higher in the IDF. Of all Nahshon personnel, **25%** are college graduates.

In the course of 2005, **23** security staff were recruited and **17** prison guards were transferred from field units to Nahshon. Today, **100** individuals are on the waiting list for recruitment to Nahshon.

Nahshon security members work a net average of **12** hours a day, not including travel time, operational stand-by and deployment in emergency situations.



In the past year, in the course of their escort work and their personal searches of prisoners, Nahshon personnel have discovered over **300** articles whose possession is deemed illegal, including **47** spikes, **125** smart cards for use with cellular phones, and **69** messages containing intelligence data of high operational importance.

In the course of Nahshon's prisoner escort work during 2005, there were **18** incidents in which inmates tried to physically attack field agents. In each of these incidents, the field agents reestablished control and cooled down the situation. Since its founding, Nahshon has dealt with **dozens**

of riots in IPS and IDF prisons. Each day the unit receives **tens** of intelligence data calls and alerts on disputes between inmates who must be separated in the course of prisoner escort missions or regarding inmates who constitute a danger to the public or whose lives might be endangered by fellow inmates. **Many** hours are spent daily on the planning of sophisticated prisoner escort schedules.

A total of **116** crew members and commanding officers have received professional training provided by the IPS Nir Academy and the Nahshon Unit.

In 2005, **691** operational exercises were carried out. The

scenarios dealt with in these exercises included shooting incidents, the outbreak of fire in escort vehicles, prison riots and escape attempts. The unit also conducted **97** one-day training sessions on subjects such as Krav Maga (hand-to-hand combat), firearms training, physical fitness and regaining control of prison wings.

With the conversion of the IPS into Israel's central incarceration network and with plans for transferring **3** additional prison facilities from the IDF to the IPS' jurisdiction by the end of 2006, Nahshon tactical teams will escort some **222,000** prisoners and detainees.

# SUMMER 2006 WAR IN THE NORTH

The recent summer with the war in Lebanon and on Israel's northern cities was an extremely difficult period for Israel's citizens in general, and for the Israel Police (IP) in particular. The IP was at the forefront to maintain security and order, to be at the scenes giving assistance where citizens had been killed or injured, to be at the sites of explosions and damage. Ministry personnel volunteered to deliver hot meals to the housebound, mainly the elderly, dodging rockets at the same time. The staff of the Israel Prison Service together with a select group of inmates served the northern area public by painting and repairing bomb shelters where the residents were holed-up and by providing a bit of diversion and encouragement. These inmates volunteered for the project, giving them the satisfaction of now being able to contribute their part to the community.

