

# From the Minister



MK Yitzhak Aharonovitch,  
Minister of Public Security, Israel

Dear readers,

Over the past three years, the Ministry of Public Security has been increasing its activities and expanding its areas of operation. During these years, a number of major activities have been carried out in order to strengthen the response capabilities of the Ministry against threats on the personal security of Israel's residents. These improvements are a result of the recognition of the influence and major role played by public security in every aspect of the country.

Currently, the Ministry of Public Security is in the midst of a complex and lengthy process of centralizing the field of public security in Israel, and placing the authority over it with the Ministry. As part of this process, in 2009 the National Anti-Drug and Alcohol Authority was moved to the Ministry and became a central component of the Ministry's civilian effort – activities carried out by the Ministry's agencies with the goal of preventing violence, crime, and anti-social behavior.

In March 2011, the Firearm Licensing Department was transferred from the Ministry of the Interior to the Ministry of Public Security. This step has already improved the coordination and supervision over firearm licensing with the Israel Police, in order to significantly reduce the number of unlicensed firearms in the possession of civilians, and will improve the monitoring of weapons in Israel as a whole.

Additionally, at the beginning of 2011, the authority over the Fire and Rescue Commission was moved to the Ministry of Public Security. In June 2012,

a law was passed implementing the fire service reform, transforming the fire service into a National Fire Authority under the jurisdiction of the Ministry of Public Security. This is a major step in the process of centralizing all rescue organizations and "first responders" under the Ministry in order to improve national response capabilities.

The Ministry of Public Security works to increase the level of personal security in Israel by expanding its crime prevention and anti-violence programs within its civilian department, with programs like "City Without Violence" and "Metzila," in collaboration with municipalities and through the use of advanced technologies. In addition, the Ministry is currently running a pilot program of Municipal Policing in 17 municipalities with the goal of creating a significant improvement in the quality of life of residents, with the full cooperation of the municipality heads and municipality inspectors.

In the area of combatting severe and organized crime, the Witness Protection Agency has expanded its operations and currently has a number of witnesses under its protection. I am working to lead the Witness Protection Agency to new achievements in this important yet difficult struggle against organized crime.

In the past year, a program was launched to improve the sense of security and the service provided to civilians within the non-Jewish sector, which in the first stage includes activities in the Arab cities of Nazareth, Tayibe and areas in the Negev. In the near future the program will be expanded to additional areas.

The Ministry has invested a great amount of effort in promoting foreign relations and international cooperation in order to improve the field of public security in the age of global crime, as well as develop mutual assistance in the region for natural disasters.

The Ministry of Public Security will continue to promote a wide range of issues with the purpose of increasing personal security in Israel by improving law enforcement, public order, and the democratic sovereignty of the State of Israel; as well as the quality of life of its residents.

Sincerely,

**Yitzhak Aharonovitch**

Minister of Public Security

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# From the Editor:



Hiddai Wagschal

Dear readers,

Over the past years the scope of the Ministry of Public Security's responsibility has evolved, and now covers many new fields that were previously not under the Ministry's authority. In the past year, the Ministry has taken responsibility over the Fire and Rescue Services in Israel, and is currently in the midst of a historic reform to establish a National Fire Authority in order to provide modern firefighting capabilities to the state of Israel.

In this volume you can read about the Air Force's new aerial firefighting unit, providing the Israel Fire Service with extra support to prevent the loss of life and property. In addition, the Ministry has also developed a fire prediction system, which you can read about here.

The Firearm Licensing Department was recently transferred to the authority of the Ministry, and included in this issue is an overview of firearm licensing and policy in Israel since its inception.

The Ministry has continued its traditional crime prevention efforts, alongside the collaborative efforts of the Israel Police and the Anti-Drug and

Alcohol Authority. You can read about the close cooperation between crime prevention agencies and municipalities, who work to provide a greater sense of personal security to residents.

The Ministry and its agencies and organizations continue to strive to use and develop cutting-edge technologies and methods to deter crime and prevent recidivism. You can read about some of the Israel Prison Service's innovations in the field of corrections in this issue.

Social media and the growing presence of the internet in our lives have changed the relationship between the government and citizens around the globe. The Israel Police, for example, has a New Media Unit which operates around the clock to provide information and service to citizens. You can read about the more than 100,000 people who are connected to the Israel Police through social media channels, giving new meaning to the bond between the police and the community.

There is much more to read about public security in Israel in this issue and on our website.

This volume would not have been possible without the assistance and creative work of my co-editor, Mark Rebacz, whom I thank.

Enjoy reading!

Yours,

**Hiddai H. Wagschal**

Head of Information & Knowledge Services,  
Ministry of Public Security

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# Working Globally to Provide Homeland Security

The Ministry of Public Security  
and International Cooperation



**By Eliezer Rosenbaum**

Deputy Director of the Ministry of Public  
Security

As part of the Ministry's goal to improve the level of public security in Israel, the Ministry works to create and strengthen relationships and cooperative efforts with other countries and parallel ministries. The main areas of collaboration between Israel's Ministry of Public Security and other countries in the field of homeland security are combatting organized crime and terrorism, developing new technologies, cyber security, emergency preparedness and firefighting. These efforts are cross-continental, with Israel working closely together with countries across the globe.

## The Goals of Collaboration

There are two main benefits of collaboration. First, when two countries work together the knowledge base is greater, and each country can contribute from its past experiences and local expertise. Second, a collaborative project is more cost effective, because both countries share the burden, and this way, more is accomplished.

With Israel having experienced hundreds of terror attacks over the past 30-plus years, it has learned many valuable lessons and techniques for dealing with terror and emergency situations. Whether it is preventing suicide bombers from infiltrating large population areas, protecting residents from missiles and mortars, or providing emergency care to victims of these atrocious acts, Israel's knowledge and expertise in the field of

public security is unprecedented. As a result, it is no surprise that international cooperation with Israel's Ministry of Public Security is greatly sought after. Israel, for its part, also greatly benefits from cooperation with other nations.

As a result of globalization and other factors, cross-border organized crime is expanding. As such, national law enforcement agencies in Israel find it difficult to combat this type of crime because of their limited national jurisdiction. Therefore, in the last few years, Israel and much of the Western world has been improving its organizational structure in an attempt to create cooperative efforts with other countries in a variety of law enforcement fields. The international focus on cross-border crime also creates the prospect of advancing law enforcement capabilities and promoting relevant legislation, especially in the areas of organized crime, economic offenses, cyber-crime, and government corruption.

## Improving Technology

The Ministry of Public Security's Science and Technology Department is in charge of coordinating research with other countries on behalf of the Israel Police, the Israel Fire Service and the Israel Prison Service. These efforts are intended to improve the technological capabilities of the Ministry in order to increase public security and fight crime. Israel has and continues to conduct joint research and



The Ministry works to strengthen relationships and cooperative efforts with other countries and parallel ministries. In this way, knowledge and tools are shared in many areas, and exercises, such as the one above, are carried out.



Minister Aharonovitch meets with Spain's Interior Minister, Jorge Fernandez Diaz.



The Minister meets with the US Secretary of Homeland Security, Janet Napolitano.

development in the field of homeland security technology with countries such as the United States, Canada and Germany, to name a few.

On one hand, the development of new technologies can potentially provide criminals and terrorists with new and innovative tools to achieve their goals – some of which are new for law enforcement agencies and are yet to be prohibited by law. On the other hand, the creation of technology also provides new opportunities to fight crime and deal with a variety of public security threats.

In the eyes of public security and law enforcement personnel, technology is a double-edged sword which offers great potential for both good and bad. In light of this, it is incumbent upon the Ministry to continue developing cutting edge technology both on its own and through collaborative efforts, in order to remain ahead.

## Sharing Knowledge

The Ministry strives to strengthen its cooperation with parallel Ministries throughout the world. This cooperation includes training exercises, collaborative research efforts and intelligence sharing. In addition, Israel, as a world leader in public security, is hosting an international homeland security conference this November in which it will showcase Israeli technological innovations in the

field of homeland security.

The International Relations Department in the Ministry of Public Security is in charge of coordinating cooperative activities between the Ministry's agencies and other homeland security organizations in Israel, and foreign homeland security agencies. In addition, the department also coordinates the operations of foreign liaisons from the Israel Police and other departments within the Ministry, as well as the foreign police attachés stationed in Israel to learn our methods of dealing with issues similar to those faced by other countries.

## Emergency Preparedness

In the past few years, the Ministry has expanded its field of international cooperation to emergency preparedness for wide-scale crisis events and natural disasters. The Ministry is currently working on establishing protocols for joint operations with countries in the region to provide mutual support in times of crisis.

The process of globalization in general, as well as the need for international cooperation in multilateral fields, in order to provide an effective response to a variety of events, create an opportunity to improve and increase international cooperation.

# The Fire Reform

# *Creating a National Fire Authority*



**By Yoram Levy**

**Fire and Rescue Commission Spokesperson**

On July, 25, 2012, the Knesset approved a law establishing a National Fire Authority. The new law entails dismantling the local fire authorities and establishing seven districts throughout the country, and transferring control over the force to the Fire Commission, under the Ministry of Public Security.

The law followed a government decision from January 2011, which, in light of the Mt. Carmel forest fire, called for the establishment of a National Fire Authority under the jurisdiction of the Ministry of Public Security.

## Main Points of the Law

The law changes the structure of the fire service from a municipality-based, divided force, into a single, unified, national force. The law also broadens the power of the Fire Commissioner, who will now command over the authority, determine the number and location of fire stations, and decide on the size of the force. As a result of the move to the Ministry of Public Security, all firefighters will now become government employees. In addition,



Fire and Rescue Services Commissioner, Shahar Ayalon



Firefighters in newly-issued fire suits which protect against higher temperatures.



the jurisdiction over hazardous materials will be transferred from the Environmental Protection Ministry to the Fire Commission. According to the government decision, the law must be implemented by February 1, 2013.

## Making Changes

In light of the new units being developed to meet the needs of the National Fire Authority, 300 new firefighters have been enlisted and an additional 30 positions in the fire commission were approved,



## Goals of the National Fire Authority

- To prevent and extinguish fires
- To save lives and prevent property damage
- To ensure the safe handling of hazardous materials
- To set fire safety guidelines
- To rescue victims from car accidents and terror attacks

## Fire and Rescue Services Events in 2011

Type of Event	Number of Events	Percentage	Details
Hazmat Events	4,288	5%	2,458 Gas Leaks
Rescues	11,854	15%	2,726 Automobile Accidents
Building Fires	13,127	17%	
Open Area Fires	31,389	40%	
Transportation Fires	3,312	4%	
Other	15,432	19%	Includes Exercises and False Alarms
<b>Total Events in 2011</b>	<b>79,402</b>	<b>100%</b>	

including a deputy commissioner, head of operations and head of investigations. In addition, 22 units for special rescue missions involving heights and water have been established. Finally, an aerial firefighting unit was established under the command of the Air Force, and consists of eight aircraft, each with a capacity of 3,000 liters of water or foam.

Aside for adding personnel, the Fire Service has also made significant advancements in the field of technology. First, a national, state-of-the-art control center was constructed at the fire commission headquarters. In addition, renovations were carried out on the fire and rescue academy dormitories, and new lecture halls, a workout room, and new training equipment were installed. Additionally, plans are in the works for designing a multi-purpose training facility which will include fire and smoke simulations. So far, eight new fire stations have been opened in locations across the country, and plans are in the way for an additional 14. Ninety new fire trucks have been supplied, and thousands of protective suits are being distributed to firefighters.



As part of the reform, 300 new firefighters have been enlisted.



The Ministry's Director-General, Rotem Peleg, called the establishment of a National Fire Authority 'the most significant step the Ministry has taken in the last few years.'

In addition, the "Shalhevet" command and control system, which manages the Fire and Rescue Service's operations, is being installed in all fire stations throughout the country, in the aerial firefighting unit and in the Israel Prison Service. The system will later be installed in the Home-Front Command, JNF forest services, and the Israel Nature and Parks Authority. Furthermore, a communications network is being planned that will connect the Fire Service headquarters to the local stations through computers. Lastly, the development of the "Matash" fire prediction system has been completed, and has been operational since January 2012 in cities with large forest areas.

In order to bring the firefighters up to speed and advance their capabilities, many training exercises have been conducted, including large-scale exercises with multiple fire stations and additional emergency agencies; exercises simulating forest fires and earthquakes in cooperation with Israel Police helicopters; and other joint training sessions with the Home Front Command, JNF, the Nature and Parks Authority, Magen David Adom, and the National Emergency Authority.



# Gun Control in Israel

## A Short History



Yakov Amit

**By Yakov Amit**

Head of the Firearm Licensing  
Department<sup>1</sup>



Public Security in Israel goes well beyond stopping terrorists and fighting crime. In a country where hundreds of thousands of people carry firearms, it is essential to manage the training, licensing, and authorization of those who wish to be armed. Because firearm licensing is a major factor in the country's security, on March 1, 2011, the Firearm Licensing Department was transferred from the Ministry of the Interior to the Ministry of Public Security.

### Background

Since the establishment of the state of Israel, the Firearm Licensing Department was under the authority of the Ministry of the Interior. The 1949 law on firearms was one of Israel's first laws, but until 1993, the supervision and issuing of firearms licenses was severely lacking.

In 1992, a watershed event occurred, which caused a drastic change in firearm licensing policy. On September 8th, a patient being treated at a psychiatric ward in Jerusalem, entered the facility's office, armed with a semi-automatic weapon. He shot and killed four social workers. Because the patient had been working as a security guard, he was entitled to carry a weapon.

It is important to note that in the late 80s, at the height of the first intifada, there was an enormous increase in firearm applications, and there were about 300,000 firearms in the possession of civilians. In September 1992, after that tragic event, the Minister of the Interior appointed an inter-office committee, known as the Cohen Committee, to reexamine the policy of issuing firearm licenses. The committee found that many areas were in need of improvement, among them,

<sup>1</sup> Yakov Amit is head of the Firearm Licensing Department. He left the IDF in 1996 after 25 years of service in various staff and command positions, and shortly after took over as head of the Firearm Licensing Department.

the relationship between the Firearm Licensing Division, the Ministry of Health, and the Israel Police. Another conclusion of the committee was that the organizational structure was inadequate and lacked proper supervision and management.

The committee's report included findings and recommendations on licensing policy, licensing criteria, management and supervision, organization, information and computerization. One of the committee's recommendations was to update and publicize the criteria for receiving a firearm license. Previously, there had only been general guidelines, which stated in broad terms, for example, that applicants should be checked for mental health problems and criminal history. In addition, the committee recommended issuing weapons only for one of the following reasons: profession, area of residence, security background, and special circumstances.

In 1993, following the endorsement of the Minister of the Interior, the recommendations of the Cohen committee were adopted, and the Ministry of the Interior began developing new criteria for firearm licensing. In 1995 the criteria were completed, reflecting a more restrictive policy. No longer would weapons be granted as they once were; instead, applicants and requests would be closely scrutinized by licensing agents in the Firearm Licensing Department to determine if they met the necessary requirements.

The new criteria would allow weapons to be issued to:

- People who reside or work in dangerous geographical locations
- People employed in lines of work requiring extra security
- Groups involved in the country's public security

In addition, it was decided that the criteria should be constantly reviewed and updated.

## Renewing Licenses

Prior to the Cohen committee and the establishment of the new criteria, firearm licenses needed to be renewed every five years. The Committee recommended shortening the time to every three years.

## Weapons Belonging to Organizations

Security organizations, shooting ranges, weapons manufacturers, private factories and government offices were each given their own requirements for renewing licenses. Government offices would have to renew their licenses every five years, and private organizations every three years. Prior to the Cohen committee the system of renewing licenses was not properly organized and there were no exact renewal dates for organizations.



The new licensing criteria allows weapons to be issued only to individuals who reside in dangerous areas or need a firearm for their line of work.

## Firearm Licensing Agents

Prior to 1996, agents were certified directly by the Minister of the Interior. Certain agents were authorized to issue licenses only to private citizens, while others could provide licenses to both citizens and organizations. In 1996, when I took over, I decided that all the licensing agents should be certified to issue any type of license. Furthermore, I wanted all the agents to learn the relevant firearm licensing laws, as well as the Minister's policy on issuing firearm licenses. The goal was to better qualify the agents and provide them with information, should they be asked questions by applicants.

## The 1999 Reform

In 1999, another reform was carried out; this time in the areas of licensing, supervision and training. Prior to 1999, the training that individuals were required to undergo before renewing a license – the main condition of the renewal – was not

supervised. In 1999, it was decided that only after an individual completed the requisite training would his license request be examined. In addition, all applicants would need to submit a health form. Once these reforms went into practice, the number of license holders dropped significantly, specifically among minority populations, as a result of the need to provide a health form.

## Training

Applicants were required to undergo training at a shooting range, which included:

1. Examination of the firearm
2. Examination of all the ammunition in the possession of the firearm owner
3. Examination of the owner's proficiency in using the firearm

Prior to that, the law stated only that a firearm owner should examine his weapon, but no system or details were provided, and no enforcement existed. The owner was required to pass a brief shooting range test and pay the renewal fee.

This process was found to be flawed: In 1999, it was discovered that 72,000 registered firearm



A firearms license. In 1999, 72,000 registered firearms owners lacked a valid license; but as of 2012, that number has dropped to just 9,000.

Type of License	Total *
Private firearm licenses	163,274
Organizational firearm licenses	132,934
Government firearm licenses	64
Institutional firearm licenses	299
Municipal firearm licenses	254
Security company firearm licenses	436
Shooting range firearm licenses	95
Firearm dealer licenses	75

\*data from March 2012

owners lacked a valid license. However, once the new criteria were implemented, the number of registered firearm owners without a valid license dropped to 33,000; and as of March 2012, less than 9,000 firearm owners have invalid licenses. Many of the people with invalid licenses are elderly individuals who are not aware of the new changes and requirements.

Additionally, organizations in possession of firearms were now required to appoint an individual responsible for all firearm issues, who would undergo specific training.

## Security Guard Training

In 2005, the Brinker Committee examined the field of security guard employers and made a number of recommendations. Until recently, the Ministry of Justice would issue licenses for security companies or guards, allowing them to serve as armed guards; while the Firearm Licensing Department would issue the license for the weapons themselves. One of the recommendations of the committee was to place all the licensing and training procedures under the jurisdiction of the Firearm Licensing Department. In addition, it was recommended that guards should first acquire a license from the Firearm Licensing Department on their own before applying to work as a security guard. Further, the committee called for stricter security guard training, as well as additional obligations on the part of the employers.

These changes benefited both the guards as well as the companies. Once the reform was implemented, the number of security guards dropped to almost half, and the companies were spared the effort of reexamining each guard numerous times. Today, security guards must undergo nine hours of extensive training.

## What Have we Accomplished?

- A sharp decline in the number of licenses. As a result of all the reforms and changes, the number of people carrying firearms has gone down significantly; and as of 2012, some 170,000 private citizens have firearm licenses.
- Advancement of capabilities. As a result of the more stringent training requirements, firearm owners are better trained and more capable.

- Paying over the internet. In an effort to facilitate the public, the Firearm Licensing Department now allows individuals to pay license fees and download forms for renewing licenses over the internet.

## Plans for the Future

The Firearm Licensing Department continues to strive for excellence and improve its services.

Among the planned projects:

- Transferring the jurisdiction of security companies to the Firearm Licensing Department, allowing the security companies to be better supervised. A bill facilitating this is expected to pass shortly.
- Clarifying what is and is not allowed. Currently, there are no clear guidelines for which companies can and cannot hire out armed security guards. We hope to change this, and are advancing a plan with the objective of overseeing companies who wish to train and hire out guards, ensuring that they are fit to do so.
- Appointment call center. Until recently, an individual wishing to receive service would need to go to one of the department's offices and wait in line. There are not many licensing agents, and they were under a great deal of pressure. In an effort to improve our service to license holders, the department has implemented an appointment call center. The department works with an outsourcing company which provides telephone and internet service for arranging appointments.
- There are many other plans in the works, and the goal is to continue to increase the department's areas of operation, such as providing information and additional services over the internet. One area we are focusing on improving is issuing smart cards for secure and expedited identification.

Our objective is to simplify and shorten the process people must go through when dealing with the department. We have extended our operational hours and made ourselves more available to the public. These are all steps we have taken to allow for better control and supervision of firearms.

# Ready for Anything

## Responding to Emergency and Crisis Situations



### **An interview with Police Brigadier General, Chaim Cohen**

Head of the Emergency and Land Protection Department in the Ministry of Public Security

**By the Information Services - Ministry of Public Security**

Over the past number of years, the strategic importance of the home front in Israel has grown as a result of the geopolitical changes in the region as well as the increased threats to the home front from rocket artillery and surface-to-surface missiles. Because the civilian population is under a greater threat than in the past, the responsibility of the Ministry of Public Security has grown, with the issue of emergency and crisis situations playing a larger role in the affairs of the Ministry.

"Today, the Ministry and its agencies are better prepared than ever for any scenario," said the Minister of Public Security, Yitzhak Aharonovitch, in a June 2012 interview. One of the main tasks of Police Brigadier General Chaim Cohen, head of the Emergency and Land Protection Department in the Ministry of Public Security, is to ensure that the Ministry and its agencies are indeed prepared for such situations.

## - *What is the role of the Ministry of Public Security?*

"The role of the Ministry is to provide the citizens and residents of Israel with the highest level of personal and public security. To this end, the Ministry acts to promote law enforcement and improve the quality of life of its residents. The Minister, as head of the Ministry, is responsible for setting policy and aiding the agencies under the Ministry's authority in solving problems they may have with other government bodies, such as the Prime Minister's Office and the Treasury."

## - *How does the Ministry's role change in an emergency situation?*

"One of the roles of the Ministry is to continually improve its operational readiness for times of emergency and crisis. When these events occur, the role of the Ministry becomes dynamic: besides handling the threat or situation at hand and saving lives – a central task during emergencies – the Ministry, together with the government and the National Emergency Authority, also work to ensure the continued functioning of society and the economy, as well as keep the Ministry and its agencies operational.

"The Ministry must provide the Minister with a clear picture of the situation in order to aid him in policy formation and decision making. As a member of the government's Security Cabinet, the Minister must be updated at all times regarding emergency events taking place. The more comprehensive and clearer the picture, the better the Minister can formulate policy and make decisions."

## - *What situations are most difficult?*

"There are a wide variety of circumstances that can be classified as emergency or crisis situations – each with its own challenges and difficulties. There are security threats such as terrorist attacks, rioting and war; natural disasters like earthquakes, hurricanes, fires and floods; and health crises, such as epidemics, and hazmat or radioactive events.

"In the event of an emergency situation, the Minister has ministerial responsibility for the functioning of the authorities subject to the Ministry (the Israel Police, the Israel Prison Service and the Fire and Rescue Force), and parliamentary responsibility towards the government.

"The Israel Police are the first responders in emergency situations and have operational responsibility over all the rescue services such as MADA (Magen David Adom) and the Fire Service. As a result, the government has been debating transferring the authority of MADA to the Ministry of Public Security in order to consolidate all of the first responders under one Ministry."

## The Role of the Ministry in Emergency Situations

- To provide assistance to the Minister in exercising his responsibility in the realm of public security during emergency situations
- To establish a clear picture of the situation and communicate it to the Minister, in order to aid in policy formation, decision making and providing guidelines in the areas under his authority
- To collect data from the organizations and agencies which operate in emergency situations
- To assist the Israel Police, the Israel Prison Service and the Fire & Rescue Services in performing their responsibilities during emergency situations
- To carry out the directives of the government and the security cabinet



Minister Aharonovitch in the Emergency Fusion Center.

- *What tools are at the Ministry's disposal?*

"In order to provide the Minister with the most accurate information and the best possible recommendations, the Ministry recently constructed a state-of-the-art Emergency Fusion Center that helps provide the Minister with an up-to-date picture of the status of all the agencies under the authority of the Ministry. This enables the Minister to assess risks and make decisions in the most accurate and relevant way."

- *How does the Emergency Fusion Center operate?*

"The Emergency Fusion Center is operated by the Minister's Security Secretariat and manned by representatives of the Israel Police, the Israel Prison Service, the Fire and Rescue Services, the National Emergency Authority, the Home Front Command and others. In addition, there are representatives who work in coordination with the Emergency Fusion Center from the Spokesperson's Unit, the Logistics Department, the Strategic Planning Unit,

and other government liaisons when necessary. The purpose of the Emergency Fusion Center is to provide an integrative picture of the situation and identify logistical gaps between the different agencies and the government.

"In addition, because of the large amount of resources needed in emergency situations, a special staff of 46 retired senior Israel Police and Israel Prison Service personnel was enlisted and trained by the Ministry to help reinforce the Emergency Fusion Center as well as act as the Ministry's liaisons with other agencies in times of emergency. The retired staff, because of their experience and intimate knowledge of the workings of the police and prison service, is a valuable asset to the Ministry."

- *What other emergency tools are utilized?*

"The Minister is equipped with a mobile control center which serves as an on-site fusion center with which he can travel to the scene of an incident while it is taking place, and assess the situation firsthand while receiving reports from other agencies. The Ministry also established a unique Crisis Situation Think Tank, whose purpose is to

assist the Minister in formulating policies by making independent, broad-minded recommendations which the Minister can weigh when discussing potential plans with other senior officials and emergency staff during status reports."

- *Who are the members of the think tank?*

"The think tank is made up of former senior level commanders from Israel's intelligence and law enforcement agencies, including retired Israel Police officers, Israel Prison Service officers, as well as senior Foreign Ministry staff. The think tank is operated by the Strategic Planning Department in the Ministry of Public Security and works independently of the Ministry's agencies to formulate innovative, outside-the-box ideas, which may serve as alternatives to agency-focused recommendations."

- *How is a situation recognized as an emergency?*

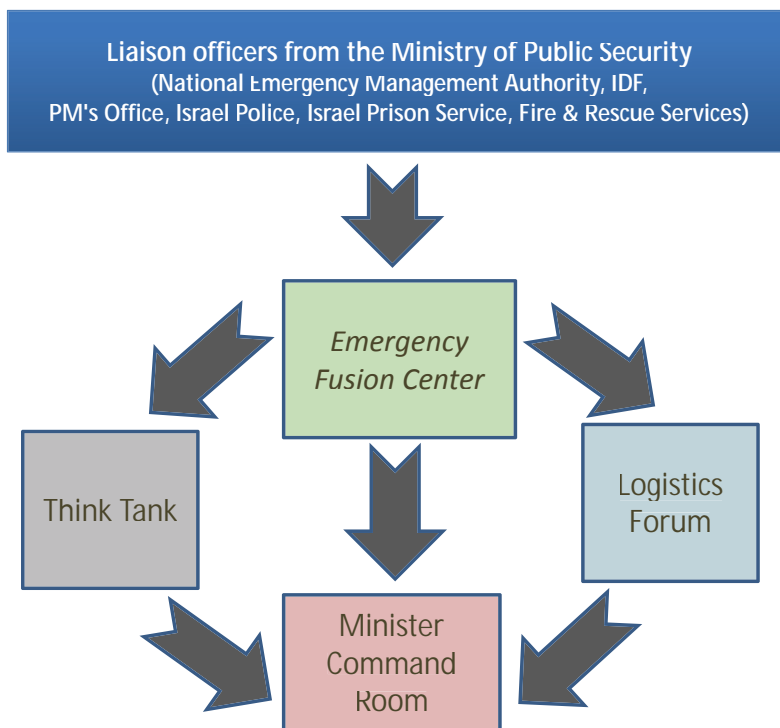
"The Minister of Public Security has the authority to

declare a crisis situation. In the event that one is declared, the emergency procedures are put into action: the Emergency Fusion Center is manned and the think tank assembles. An operational time line is established designating the times at which reports are presented to the Minister and the status of the situation is reassessed."

- *How do you see the Ministry's overall ability to handle crisis situations?*

"The Ministry of Public Security has advanced significantly over the past few years, and has greatly improved its response capabilities for emergency and crisis situations. It continues to develop new tools and technologies to maintain the safety and security of Israel's citizens, even in times of emergency. The Minister, Director General, Deputy Director General and Security Secretariat have made great efforts to improve the Ministry, formulate policy for the agencies under the Ministry's authority, and ensure that the agencies are prepared for emergency situations."

## The Ministry's Work in Emergency Situations



# Israeli Technology

## Defending the Home Front



*Israel Export Institute*

**By Moty Cohen**

Manager of the HLS field

The Israel Export & International  
Cooperation Institute

In response to the domestic, cross-border, and international terror threats that have emerged since September 11, 2001, the majority of the world's nations are now combating security risks by increasing their investment in homeland security. Israeli technology, developed to safeguard Israel's national security, is both sophisticated and innovative, and among the best in the world.

Aviation security, one of the most visible aspects of homeland security operations, is attracting significant investments in infrastructure, operations, and support. Such systems support the extensive efforts that are currently being invested in securing modern cities by integrating existing surveillance capabilities with highly sophisticated situational awareness, and the command and control centers that empower "safe city" and "smart city" initiatives. These systems also work in collaboration with law enforcement agencies, first responders, traffic management, and general security procedures in urban areas. In the realm of cyber security, Israeli technology providers offer telecommunication and network security, financial processing, data security, and cutting-edge biometric identification systems such as e-passports, which are currently being issued by several European and Asian countries.

### Spearheading Homeland Security Technologies and Solutions

At the forefront of today's homeland security technology, Israel has initiated and implemented state-of-the-art homeland security solutions based on experience and expertise acquired from decades of combating internal security and terror threats. As a small country, Israel's existence depends on its vigilance and its ability to provide an effective, measured response to evolving domestic and foreign threats. These requirements have challenged Israel's defense and security industries since their establishment in the late 1940s. Since then, innovative systems and solutions have been created in order to meet these goals. Today, these advanced, fully-developed and tested capabilities are also securing many of Israel's allies and partners throughout the world, employing unique operational concepts supported by effective training and support, and providing a high level of security while maintaining a high quality of life for citizens.

Israel's domestic security is largely self-reliant, depending mainly on home-grown defense and information technologies. Extending their leadership beyond Israel's borders, Israeli companies are among the world's most creative

innovators in almost every aspect of homeland security. Their fields of expertise include border protection and surveillance; virtual and physical perimeter protection systems for land-based and maritime sites; inspection systems for vehicle and cargo scanning at border crossings, airports, and seaports; countermeasures against potential terror attacks; IED/remote control bomb jammers; cyber security solutions; explosive ordnance disposal measures; ballistic armor protection; riot control solutions; non-lethal measures for law enforcement; and more.

## Aviation, Maritime and Land Transportation Security

By far the most dominant sector in terms of homeland security investments, safeguarding modern transportation has become a major issue worldwide. Israel's expertise in this field includes protection for aircraft, surveillance, access control, virtual fences for perimeter security, and the protection of facilities and assets on land (airports, seaports, and transportation hubs).

## Border Protection

Securing the homeland begins at the border. Israel's expertise in border security dates back to 1960, when its initial investments in border security, surveillance, route clearing, and patrols were made. Today, Israeli companies are at the forefront of border security, offering sophisticated electronic fencing and covert "virtual fences," backed by video motion detection capabilities, radar, and electro-optical-based surveillance sensors, and autonomous, unmanned aerial, ground and maritime patrol vehicles. Computerized information technology systems offer sophisticated tracking and screening of people, vehicles, and cargo, ensuring that open borders do not become a security risk.

Israeli Technology Creating "Safe Cities" and "Smart Cities"

Video cameras and other elements of communications infrastructure that are already widely available throughout the modern city are becoming crucial tools for a new generation of information systems that can empower law enforcement forces, first responders, and emergency services, as well as official municipal

authorities. Such systems, developed and deployed by several Israeli systems integrators, are deployed as part of "safe city" and "smart city" programs. These systems employ existing command, control and communications networks, utilizing unmanned platforms, digital maps and geographical information systems (GIS), to establish a clear picture of the situation and assist authorities in emergency response situations. Advanced image processing is used for vehicle detection, human face recognition, and video motion detection requirements, enhancing surveillance, and adding new dimensions to safeguarding modern urban life.

## Infrastructure Protection

Infrastructure protection encompasses the wide range of capabilities offered by Israel's leading security providers. These include perimeter protection by physical obstacles (fences) and/or virtual obstacles (electro-optical, radar, seismic or magnetic sensors), triggering alarms when an intrusion is detected. Aerostat-based sensors and unmanned patrol units employing autonomous, unmanned vehicles can also be integrated into the system. A video-motion detection technique is widely used to increase probability of detection while reducing false alarms. A wide range of access controls, tampering sensors, and sophisticated cyber guards are also employed to extend this protection to cyberspace.

## CBRN Protection

Facing the threat of chemical, biological and radiological (CBRN) attack from hostile nations as well as from terrorist organizations, Israel has invested in the development and deployment of CBRN monitoring, defense, and countermeasures. Israeli systems providing collective nuclear, biological and chemical filtration for individuals, vehicles, shelters, and medical and mobile facilities (including tents and shelters) are among the world's most sophisticated and widely used systems. Radiological monitoring and detection systems are used to scan containers, trucks, trains, and other vehicles, and detect illegal radioactive sources. Much smaller sensors are also employed on miniature unmanned aerial vehicles which are used to monitor cargo vessels at sea, while handheld sensors are used as portable monitoring devices, supporting emergency response. Israel

also maintains a Center for Counter Chemical, Biological and Radiological Terrorism, offering risk assessment, the development of guidelines, and training for emergency services and first responders.

## Counter-Terrorism

From elusive special operations to common security and law enforcement agencies, anti-terror operations comprise many fields of activity. Israeli products developed for these applications include compact weapons, special ammunition, breaching and assault measures, non-lethal weapons, specialized weapons integrating sights and sensors that facilitate rapid and effective target acquisition, discrimination of targets under difficult visibility (targets hiding around a corner, or behind obstacles or walls), and remotely controlled or autonomous sensors capable of sensing movement and transferring images or triggering alarms. Special gear is provided to protect operators and combat teams, including highly configurable combat webbing, helmets, bulletproof vests and inserts that offer a high level of protection, EOD suits, transportable shields, armored vehicles, and more.

## A Global Presence

Operating in today's global economy, facing diverse and widespread threats, a single entity can rarely provide an all-inclusive solution based on in-house designs. Professional expertise is the key to successful implementation of new technologies, training, and support. The prominent position gained by Israel's security industries is reflected in a growing number of security projects that have been awarded to Israeli contractors in recent years. Israeli companies are involved in border control projects worldwide, particularly in the USA, Asia, and Latin America. Israeli-made protective and surveillance equipment is supporting peacekeeping operations and the global war on terror, being put to use by coalition forces operating worldwide.

Israeli security systems are currently being implemented throughout the world, protecting key infrastructures including nuclear sites and power stations, airports, seaports, trains, federal sites, critical infrastructure facilities, correctional facilities, stadiums, amusement parks, private housing, private enterprises, and others.

## Aerospace, Defense & HLS Department – Your gateway to Israel's Security Industry

The Aerospace, Defense & HLS Department of Israel's Export & International Cooperation Institute represents over 350 exporting companies in the field of homeland security. By providing a wide range of export-oriented services to Israeli companies, and complementary services to the international business community, the institute helps build successful joint ventures, strategic alliances, and trade partnerships.

## The Israel Export and International Cooperation Institute

Founded in 1958 and supported by over 2,600 member firms, private sector bodies, and the Israeli government, the Israel Export and International Cooperation Institute promotes business relationships between Israeli exporters and overseas businesses and organizations.

For more information visit [www.export.gov.il/eng](http://www.export.gov.il/eng)

## Israel HLS – The Biannual International Conference

The first HLS Conference took place in November 2010, and brought together government officials, homeland security experts and representatives of homeland security industries from around the world. The conference provided a unique platform that enabled government and industry representatives to exchange information on their requirements and operational issues, and to present programs and future plans.

Each conference features exhibitions of advanced Israeli technologies, panel discussions, lectures, and business meetings. The following conference will be held in November 2012, and will focus on Cyber Security, Securing the Smart City, Critical Infrastructure Protection, and Emergency Management.



As a small country, Israel's existence depends on its vigilance.

# The Sky is the Limit

## Unit 249

### Israel's New Aerial Firefighting Unit

By Mark Rebacz

Information Services – Ministry of Public Security



In December 2010, the Mt. Carmel forest fire raged for four days in Northern Israel. It was the most deadly fire the country had ever experienced, and left 44 people dead, including firefighters, police officers, and prison service cadets on their way to evacuate inmates near the fire. Some 100 homes were destroyed, and 25 square kilometers of forest land were scorched. Lacking adequate firefighting capabilities to combat the growing blaze, Israel contacted its neighbors and allies for assistance. Thirty firefighting airplanes and nine firefighting helicopters arrived from a total of 18 countries to help in the effort.

Over the past year, since the authority over the Fire and Rescue Services was transferred to the Ministry of Public Security, many changes and reforms have been made to better improve Israel's

firefighting capabilities, and to prevent a tragedy like that of the Mt. Carmel fire from reoccurring. These changes included the acquisition of dozens of new fire trucks, the enlistment of hundreds of new fire fighters, and the establishment of an aerial firefighting unit.

#### A Unified Force

Following the fire, the government transferred the authority of the Fire and Rescue Services from the Ministry of the Interior to the Ministry of Public Security, and also tasked the Air Force with strengthening the national firefighting capabilities by creating a new aerial firefighting unit. The goal of the new unit is to help the national Fire and



Rescue Services by providing aerial firefighting assistance, in order to quickly gain control over fires and prevent injuries as well as damage to property and nature.

As a temporary solution to meet deadlines, the Air Force began employing a civilian company to operate the unit; and in May 2011, just five months after the Mt. Carmel fire, the 249 Aerial Firefighting Unit was established. On May 19, 2011, just a week after its inauguration, Unit 249 was deployed to fight its first blaze, after ground firefighting forces were unable to enter a mine field where a fire had begun. The planes carried out eight sorties over the 99-acre field, and after three-and-a-half hours the fire was extinguished.

## Operational Capabilities

In the interim, while the final decisions and ultimate parameters of the unit are being determined, the Ministry of Defense has purchased eight 802F Air-Tractors, operated and maintained by the Israeli companies Elbit Systems Ltd. and Chem-Nir. The aircraft are single engine planes that can hold 3,000 liters of water, 20% of which can be replaced with fire retardant chemicals. The planes are capable of creating a 100-meter-long protective line against fires, and can land and be refilled within 10 minutes.

Prior to the establishment of Unit 249, all that existed in Israel in the realm of aerial firefighting was the Aerial Firefighting Fund, jointly managed by the government, the Jewish National Fund,

and the Israel Nature and Parks Authority, which had contracts with two companies that flew dual-purpose airplanes for both fertilizing and firefighting. The planes used by the Fund could each hold just 1,500 liters of water, and the companies operating them only guaranteed to have a plane in the air within 90 minutes. During the Mt. Carmel fire, 12 firefighting planes were used by the Fund in the firefighting efforts.



## A Personal Account

### Operational Method

When a fire occurs and the local fire service determines it will need aerial support, it contacts the national fire command center. The command center then notifies the Air Force command center, which deploys the aerial squadron. The planes can take off from one of two airfields – Megiddo in the North, and Kedma in the South. Once notified, the aircraft can be in the air within 15 minutes and reach the scene of the fire within 7 – 15 minutes, depending on the distance needed to travel.

The Fire Service's Aerial Operations Commander, together with representatives from the Nature and Parks Authority, the Jewish National Fund, the Israel Meteorological Service, the Israel Police, and the Israel Defense Force, determine the level of alertness for the coming days, making the unit more prepared and ready to act on a moment's notice. The decision is based on the climate and expected weather conditions, as well as the fire index.

So far, in just over a year of operation, the aircraft have participated in almost 200 fires and flown about 2,000 flights. The aircraft have been used for over 500 operational hours and more than 30 practice hours.

In July, just three months after the new unit became operational, a major fire started in the Jerusalem forest and put the Yad Vashem Holocaust museum in danger. Roads were ablaze, and fire trucks had difficulty reaching the flames. The aerial unit was dispatched, and an Israel Police helicopter hovered over the area, guiding the planes to the heart of the blaze. With the cooperative efforts of the Jerusalem Fire Department, Israel Police, and Air Force, the planes were able to subdue the fire.

Amir Levi, fire commander of the Western Galilee district and head of the command center during the Carmel fire in December 2010, was one of the individuals involved in establishing the aerial firefighting unit and developing its operational plan. Levi, as commander of the Western Galilee district, is responsible for over 900 square kilometers of land and a population of close to 600,000. He says that so far the relationship between all the parties involved – the Air Force, the Fire and Rescue Services, the Ministry of Public Security, the Jewish National Fund and the Israel Nature and Parks Authority – has been a good one. While the current situation is not the ultimate solution, Levi says there are both advantages and disadvantages to utilizing a civilian company. According to him, one of the key issues holding back the final decision is whether or not to operate firefighting helicopters as well.

Regarding the Mt. Carmel fire, Levi says sufficient aerial firefighting support was not the only thing lacking during the disaster. "Even if there had been more planes, they still would not have been able to put out the fire much quicker," explains Levi. "The real problem was that the fire and rescue services found out too late, after the fire had already grown. Even the Air Tractors would have had difficulty putting out the fire," he says.

That being the case, the government's response to the fire was not only to add planes, but also to set up fire lookout posts, expand the ranks of the fire and rescue services, and invest in special fire detection technologies in order to prevent or at least be made aware of fires at the earliest possible time.

Levi says the aerial unit conducts regular exercises and continues to work on improving the pilots' skills and firefighting capabilities.

# The Effects of Vehicle Impounding



## Researching Public Security Policy

By **Idit Hakimi, Ph.D.**

Senior Director, Social & Behavioral Sciences, Bureau of the Chief Scientist  
Ministry of Public Security

In May 2006, a new law went into effect in Israel allowing police officers to impound vehicles of drivers who commit certain offenses. As one of the tools at the disposal of the Israel Police to enforce traffic laws and fight the epidemic of road accidents, the effectiveness of the impounding law was examined by the Ministry of Public Security's Bureau of the Chief Scientist in a study carried out by Dr. Tova Rosenblum and Dr. Udi Eldror of the Institute for the Human Factor in Car Accidents at Bar Ilan University. The findings, summarized here, were released in July 2010.

### Research Method

The research examined the following aspects of the law:

1. The law's effectiveness at reducing traffic violations and accidents
2. The public's awareness of the new law
3. Public support for this type of punitive measure

The first parameter was measured by analyzing statistics from the Israel Police of drivers who had their cars impounded, compared to a control group of drivers who committed the same offenses prior to the impound law's implementation. The statistics included involvement in an accident, conviction of a traffic violation, and repeated, chronic offenses. The sample group analyzed was made up of a total of 2,903 drivers – 1,549 of which had had their vehicles impounded, and the remainder of which served as the control group.

The second and third parameters were measured by a telephone survey, in which 1,029 respondents were asked about their familiarity with the law, and were asked to rate how just they felt the law was, as well as whether they had had their vehicle impounded in the last year.

The research was based on the paradigm of David J. DeYoung, who examined the effects of impounding as a deterrent factor against specific traffic violations. Incidents of traffic violations and car accidents from the three years prior to the impounding law were compared with figures in the first year of the law being in effect.



Vehicle impounding is one of the tools at the disposal of the Israel Police to enforce traffic laws.

## Findings

Regarding the deterrent effect of impounding, the study found that drivers who had their cars impounded performed significantly less traffic violations in the following year, compared to drivers who received other, less stringent punishments. However, impounding was most effective on first-time offenders, and not as effective on chronic offenders. The more an individual repeated a traffic violation, the less likely impounding would prevent him from committing it again. According to the researchers, though, this may be because the original punishments received by repeat offenders were not strict enough, and had their vehicles been impounded at the first offense, it is possible they would not have repeated it.

It should be noted that no correlation was found between vehicle impounding and car accidents, though the researchers believe this may be related to the relatively small chance of being involved in a car accident, resulting in a lack of data when analyzing a sample group of this size. Traffic violations, however, are much more prevalent and are recorded by the police, making it an easier parameter to measure. However, the researchers note the possibility that over an extended period of time the effect of vehicle impounding on car accidents may become apparent.

Regarding public support for impounding, the study found that there is significant support for vehicle impounding as a punishment in general and even more so for the specific violations for which the police predominately impound vehicles. However, the public's exposure to and knowledge of impounding laws was found to be markedly low, suggesting the public is largely unaware of the use of impounding as a punishment, as well as what violations are punishable by impounding.

## Conclusions

The conclusions of the study suggest that vehicle impounding reduces traffic violations in the first years following the punishment, and acts as a significant deterring factor, primarily for those who have had their vehicles impounded for a first offense. It is also widely viewed as a fitting punishment in the eyes of the public. However, overall awareness of the types of violations subject to impounding is low; though due to the short period of time covered by the study these results should be viewed as initial at best.

## Vehicle Impounding Policy

According to the vehicle impounding law, a police officer can perform a hearing in the presence of the vehicle owner; after which he can impound the vehicle if the traffic violation is of a certain nature.

## Offenses Subject to Vehicle Impounding

1. Driving without the proper class of license
2. Driving without a valid license
3. Driving a vehicle which has been banned from use
4. Driving with a number of passengers that exceeds the legal limit
5. Transporting freight that exceeds the legal limit
6. Driving beyond the legally allowed number of hours (for professional drivers)
7. Driving under the influence of drugs or alcohol
8. A new driver in the escort period driving without an escort or with more than two passengers
9. Being involved in a hit-and-run accident

## Length of Impound

The maximum period for which a vehicle can be impounded for a first-time offense is 30 days, while a second offense within three years can lead to a 60-day impound. However, traffic courts can shorten the period of impounding following an appeal.

## Impound Regulations

The law requires impounded vehicles to be kept in authorized parking lots that meet the standards set by the Israel Police, which include features such as 24-hour security, a surrounding fence, access to public transportation, proper lighting, an alarm and a closed circuit camera system.

The law also requires the owner of the vehicle to deliver his car to the closest authorized parking lot within 24 hours of being notified of the impound; and he must personally cover the costs of transporting the vehicle to the lot and storing it.

# A Bracelet for

A Unique Technology  
for Preventing  
Inmate Suicide

Life

By the Israel Prison Service Spokesperson's Office



At seven in the morning, on August 20<sup>th</sup>, 2009, the prison guards at the Nitsan Prison entered the cell of inmate Dudu Topaz – an incarcerated Israeli celebrity – and spoke with him. Just 10 minutes after they left the cell, which held four other detainees and was under 24-hour surveillance, Topaz was found dead, hanging by the shower rod in his cell.

The media focused on the question of how the detainee managed to take his own life with just a cable and rod. It is only logical that a celebrity who commits suicide brings these questions into the spotlight, even though the public is usually uninterested in such topics – that same year, there were 898 inmate suicide attempts. Despite the fact that the suicide rate among inmates in Israel is relatively low (see table), the Israel Prison Service is in the midst of formulating new methods to prevent suicide attempts among inmates.

Deputy Warden,  
Ronny Borochoy



The "Bracelet for Life" alerts prison staff when an inmate is attempting to commit suicide.

### Inmate Suicide Rate vs. General Population Suicide Rate (2008-2011)

Country	Inmate Suicide Rate Per 100,000 Inmate (actual number of suicides)	Rate of Suicide in General Population Per 100,000 Men (almost all inmate suicides are male)	Ratio of Inmate Suicide to General Population Suicide
USA	15 (337)	19	0.8
Canada	27 (9)	17	1.6
<b>Israel</b>	<b>20 (4)</b>	<b>10</b>	<b>2.0</b>
Sweden	45 (3)	19	2.4
Australia	76 (22)	15	5.1
UK	68 (58)	11	6.2
France	192 (115)	26	7.4

## Predicting Suicides

In November 2009, then Prison Services Commissioner, Benny Kaniak, published a document entitled "Seven Steps – a Program for the Prevention of Suicide among Inmates." The program contains, among other things, diagnostic methods as well as supervision and monitoring techniques; but mainly, the decision to develop advanced technological means to protect the life of inmates. These steps, including a plan to construct 230 specially-designed cells for inmates who are suicide risks, are part of a multi-year plan, set to be completed by 2014.

However, preventing suicides is no simple matter; and even the definition of "suicidal tendencies" is not so clear. "The prediction of suicide is problematic," explains Lieutenant Colonel Roni Borochoy, head of the Israel Prison Service's Weapons Development Branch. "It's possible that an inmate who was diagnosed as being at risk for committing suicide, will not behave that way down the line; while another inmate, whose potential for suicidal tendencies wasn't discovered, will be the one to attempt it."

About 1,200 inmates are defined as "inmates under supervision," and 230 of them are diagnosed as being at high risk for committing suicide. As a result, it is necessary to come up with a technological solution for suicide – a smart device that can alert prison staff to a suicide attempt, within a reasonable time span that allows him to be saved.

## Developing the System

The staff at the Weapons Development Branch, which is responsible for the development of new technologies for the Israel Prison Service, addressed this need. In the first stage, according to Borochoy, work meetings were conducted with medical authorities, such as Professor Yehuda Hiss, head of Forensic Medicine at Israel's forensic institute at Abu Kabir; psychiatric doctors and other professionals; mainly to understand the physiological process that a person who is about to commit suicide undergoes. Data was collected throughout the meetings, which was later used as the basis for defining the demands of the device.

"Professor Hiss defined a number of physiological parameters that are affected by suicidal

tendencies, such as: the regularity of heart beats, the inmate's movements, and increases in pulse, blood pressure, blood oxygen, stress, excitement and more," says Borochoy. "Hiss claimed that in situations like asphyxiation, for example, there are 'six golden minutes' during which the inmate can still be rescued. In cases of wrist slashing, there is even a little more time. And with that, we set out."

The team published a request for information (RFI) from international firms dealing with technological development, in order to locate technologies that can identify crisis situations or various types of suicide attempts, and help prevent them. The demand was for a product that could automatically, accurately and immediately detect and recognize suicide attempts, with the appropriate response time for saving a life and minimizing injury.

Furthermore, the team also required the product to be resistant to tampering, so the inmate would not be able to neutralize or disrupt the system. The Israeli company SPO Medical was the one to meet the challenge. The company specializes in developing technology for devices that monitor vital signs in babies (Baby Sense) and for thermometers measuring blood oxygen levels. The system, which was developed as part of the collaborative efforts between the Israel Prison Service and SPO Medical, was named "Bracelet for Life," a name which expresses, more than anything, the Israel Prison Service's commitment to preserving inmates' lives and health, and to protect them – at times, even from themselves.

## Resistance to Every Condition

What is the "Bracelet for Life?" The system is comprised of a bracelet-shaped end receiver, which is worn on the inmate's ankle, and regularly monitors physiological shifts. It is connected by wireless communication to the division log and the prison control center, and automatically and immediately alerts prison staff to a suicide attempt.

"During a suicide attempt, the system will alert the control center and specify the location and the identity of the suicidal inmate, as well as other aspects. The unit is operated by batteries, and includes an alert for when the battery is running low," explains Borochoy.

According to Borochoy, "Bracelet for Life" is suitable for all types of inmates, resistant to all



Over the past few months, 15 inmates under supervision at the Nitsan prison have been wearing the "Bracelet for Life" on their ankle.

environmental conditions, and provides solutions to all types of suicide attempts (hanging, wrist slitting, poisoning, jumping from heights and more). It does not require inmate cooperation, and is tamper proof. Borochoy says there is no system like it in the world.

## Inmates with the Bracelet

Over the past few months, 15 inmates under supervision at the Nitsan prison have been wearing the "Bracelet for Life" on their ankle. At the moment, while the initiative is still in the trial run stage, only one tamper-proof bracelet is being used. "In order to put any concern to rest," says Borochoy, "even the prison guards volunteered to walk around with the bracelet for the first week. The 15 inmates who are wearing the bracelets are also doing it voluntarily, and each of them signed a consent form, agreeing to participate in the device's trial run."

It was not long before other inmates began asking for the bracelet, after one of the inmates suffered an epileptic seizure and was immediately treated due to the bracelet's alert. "We are at a point where the inmates are really anxious and

concerned about their bracelets. Whenever the battery needs to be recharged, once a week, they wait with unbelievable patience and watch carefully to make sure the bracelet is returned to them and isn't, God forbid, given to someone else; not even by mistake," he reports.

It must be stressed that the bracelet does not limit the inmate's movement. The dozens of detectors, scattered throughout the cells and public areas of the prison, constantly transmit to the division log and the prison control center. During the trial run stage, the system's abilities were greatly improved: regulations were formed and work rules were established to ensure continuous operation.

"We are about to launch the second stage of the system's implementation, which will include water and tamper-proof bracelets. Our future development is aimed at a device that will monitor movement, energy and calorie levels, convulsions, excitement and stress, blood-oxygen levels, blood-alcohol levels, and more," says Borochoy.

The staff of the Weapons Development Branch has already presented the system at two international conferences, and there are already those who are interested in purchasing it abroad.

# Under Pressure

## Post-Traumatic Stress Disorder and Israeli Firefighters



**By Mark Rebaz, Information Services – Ministry of Public Security**

Dr. Marc Lougassi, a safety engineer and fire fighter himself, recently conducted a study on Israeli firefighters and Post-Traumatic Stress Disorder (PTSD). This is the first study of PTSD to be conducted on Israeli firefighters, and its findings are quite remarkable. Contrary to what some might think, increased exposure to traumatic events does not accustom one to these experiences and make it easier, but it actually makes it worse.

In the framework of his doctoral studies in Health Sciences, under the supervision of Professors Talma Kushnir and Zeev Kaplan, at Ben-Gurion University of the Negev, Dr. Lougassi completed his study in late 2011. Having served as a senior fire officer, Dr. Lougassi had become interested in examining the dangers of psychological trauma. "I

was aware that there was an aspect that wasn't being dealt with," says Lougassi, "and it was a very significant risk factor."

For three years he pored over studies and researched the topic, and discovered that while across the world untold numbers of studies of this kind have been carried out, in Israel, there had never been any. But should the findings in Israel be any different from those from the rest of the world? According to Dr. Lougassi – absolutely. "The population in Israel is unique because of the extra dimension of terror and war that firefighters are exposed to. Beyond responding to typical fires, buses are blown up, there's gun fire and missiles; and overall, there's more of a chance to be exposed to a traumatic event," he explains.



The work of Israeli firefighters is unique because of the extra dimension of terror and war to which firefighters are exposed on a frequent basis.

In addition to finding out the scope of firefighters suffering from PTSD, Dr. Lougassi says he also wanted to find possible solutions and make suggestions that could help the fire service prevent and deal with PTSD. "The findings of the study can help researchers and the Israeli Fire Service improve firefighters' abilities to cope with extended exposure to traumatizing events through professional intervention programs," says Lougassi.

## What is Trauma?

A traumatic event is one in which a person is exposed to a real and tangible threat to his or another person's life or physical integrity; and during which he feels fear or helplessness. "For it to be considered a traumatic event, he has to feel the fear and terror as well," stresses Lougassi.

If this occurs, a person may experience symptoms of PTSD which include:

- Re-experiencing the event over and over again by seeing images, having dreams, or acting as if the event is re-occurring

- Avoiding stimuli that can remind one of the trauma such as discussing the event, thinking about it, or coming into contact with places or people associated with the event
- Experiencing increased arousal, indicated by difficulty sleeping, irritable outbursts, difficulty concentrating or hyper-vigilance

If one suffers from these symptoms for more than a month, and it disrupts his daily life on a social, occupational or other functional level, he can be classified as suffering from PTSD. While often the symptoms appear immediately after the event occurs, in some cases it can take a few months before the symptoms present; but either way, they can last for years.

## Research Method

Dr. Lougassi examined 31 fire departments in Israel from 11 different jurisdictions. The departments were selected "according to large multi-year average (relative to firefighters who were not included in the study) of several traumatic events to which they were exposed through the last years (starting from 1997)", explains Lougassi. He then

took representative samples of firefighters from all different backgrounds from among the fire departments with the greatest amount of tragic events.

The total number of firefighters from these stations that were interviewed for the study was 300, about a quarter of the fire fighters serving in Israel at the time. "These stations had attended the most fires, so chances are each firefighter was at more than one fire. The question was, did he experience a traumatic event, and did he suffer from PTSD," explains Lougassi.

In addition, the study also examined secondary traumatization, which occurs when someone who was not at an actual traumatic event, but upon hearing about it firsthand, experiences trauma as well.

The research also utilized a test group of 42 aviation fire fighters who work at Ben Gurion airport. "We chose the aviation fire fighters as a control group because they have similar demographic features to the regular fire fighters but are exposed to much fewer events," says Lougassi.

## Findings

The results of the study were shocking: 24% of the firefighters interviewed suffered from full PTSD, while 67% suffered from partial PTSD, and just 9% showed no symptoms. Of those that had not attended actual fires, 62.5% suffered from secondary traumatization.

In the control group, only 5% were found to be suffering from full PTSD, and 45% experienced partial symptoms; with 50% not suffering from PTSD at all. Just 37.5% of the control group suffered from secondary traumatization.

According to Dr. Lougassi, in light of the comparatively low rate of PTSD among the control group, and the fact that the rate of PTSD among the general population in Israel is only about 9%, the findings are evidence that repeated exposure to traumatic events promotes the development of PTSD. It is also important to note that the rate of PTSD among firefighters throughout the world is between 17% and 37%.

## Recommendations

As a result of the findings, Dr. Lougassi met with the Fire and Rescue Services Commissioner,

Shahar Ayalon, and provided recommendations and suggestions on how to improve firefighters' capacity to deal with traumatic events and how to better develop the training and treatment provided by the Fire and Rescue Service.

**Screening:** One of the findings of the research was a correlation between the level of coping self-efficacy and PTSD symptoms. The lower the level of self-efficacy – or a person's perceived ability to cope with things – the greater the likelihood he will suffer from PTSD. In short, this can act as a test to examine someone's likelihood of experiencing PTSD. Therefore, Dr. Lougassi recommends adding this as a screening tool to identify candidates with a high susceptibility of PTSD.

**Training:** Dr. Lougassi also suggests updating the training program to include specialized preparation for dealing with stressful situations, such as controlled exposure to potentially traumatizing events.

**Treatment:** Dr. Lougassi recommends establishing special treatment units for firefighters who suffer from PTSD in order to alleviate symptoms of stress.

**Awareness:** Another step that should be taken, according to Dr. Lougassi, is to reinforce and expand social support networks for firefighters; as well as strengthening the relationship between firefighters and their families, and educating families about stress the firefighters face and how to help them deal with it. Additionally, firefighters and officers should be educated about traumatizing events and how to identify PTSD symptoms, in order to detect the issue at as early a stage as possible.

## Response

In light of the study, which Ayalon described as an important element in understanding the psychological needs of firefighters, the Fire and Rescue Commission has taken a number of steps:

- Psychologists have been incorporated in training sessions dealing with emotional fortitude
- After traumatic events, firefighters are debriefed and meet with psychologists
- In the future, once the National Firefighting Force is established within the Ministry of Public Security, a Chief Medical Officer will be appointed and will deal with these issues.



# *Six Hours Ahead*

## **Predicting Fires in Real Time**

**By Police Commander Besora Regev, Ph.D.,  
Shai Amram and Abigail Amit**

The Ministry of Public Security's Research Department

Forest fires are a common phenomenon in Israel, specifically during the summer months. One of the salient features of forest fires is their unpredictability. While there are many natural phenomena which cause fires throughout the

world, Israel experiences many fires caused by people – whether on purpose or inadvertently. Therefore, in an effort to keep fires in open areas under control, it is important to study, observe and control forest fires.

Each year, an average of 1,000 fires occur in JNF forests <sup>1</sup>, affecting 37,000 dunams (about 9,000 acres) of land. In Israel, there are 1,621,000 dunams (400,560 acres) of forest, making up just over 7% of Israel's total area. Of the forest fires experienced in Israel, 75% of them occur between May and September.

Until a few months ago, there was no way to predict a fire in real time: the direction in which it will travel, the lines of the fire and the intensity of the fire. Furthermore, there was no way to perform simulations in order to determine which areas are prone to fires based on scientific factors, such as precipitation, soil type, wind speed, wind direction, ground and vegetation humidity, flammable materials, topography and exposure to the sun.

The research department of the Ministry of Public Security, together with developers from the field of meteorology and forest fire behavior, developed an operational technology for predicting fires, called MATASH.

The MATASH system has two main components: The first is a data component which consists of collected meteorological data, such as temperature, relative humidity, precipitation, wind direction and wind speed. It also collects infrastructure data, such as topographical conditions, a map of flammable materials, and the moisture level of vegetation.

The second component of the system is a model of the fire's spreading. The MATASH model is a function of the combined data of flammable materials, topography, wind direction and wind speed.

These components were developed by the National Center for Atmospheric Research (NCAR) – an American research institution – together with additional government and research agencies in the US – including the US Air Force and Navy – in a model known as the Weather Research Forecast (WRF).

The two components complement one another, creating a single, complete picture. The atmospheric conditions have a large impact on the behavior of a fire, especially wind and moisture

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1 These are the only forests in Israel for which statistics are available.

levels of vegetation. However, in the case of The two components complement each other, creating a single, complete picture. The atmospheric conditions have a large impact on the behavior of a fire, especially wind and moisture levels of vegetation.

However, in the case of fire storms – especially large forest fires, such as the Carmel fire of December 2010 – the fire has an effect on its own micro climate and creates localized heat paths and hot spots. A fire can easily become very intense, reaching hotter than 10,000° Celsius, causing hot air to rise and creating substantial air movement which pushes the air away from the fire. In other words, fire storms inflame their own fires. In cases where the fire's temperature reaches beyond 10,000° Celsius, the fire forces have no way to extinguish it.

## About the MATASH System

The MATASH system is based on tools and models which combine all the essential variables. The system provides:

- A two-dimensional map
- A three-dimensional model
- Maps of potential fires and high-risk areas
- Weather forecasts for the next three days at a 1.3 km resolution
- Prediction of the fire's behavior for the next six hours, within 30 minutes
- Prediction of the fire's behavior for the next hour, within 10 minutes

The system uses the Internet Geographic Information System (GIS), and is based on Google Maps and Google Earth. It receives live feedback based on the area's conditions and the fire's intensity and location, at a resolution of 1.3 square Kilometers; and updates meteorological information four times a day.

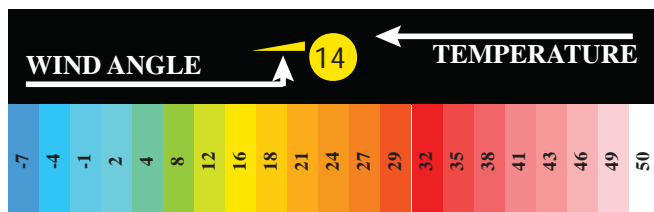
The MATASH system receives positional data from field reports, enters the information, and creates a prediction of the fire's development, based on the environment and atmosphere. The system has an accuracy level of within 50 meters.

The MATASH system aids in decision making,

by providing information to staff on two main parameters: the rate at which the fire is advancing (speed and direction) and the intensity of the fire at its front and sides. This information helps in making decisions such as whether or not to evacuate, how to attack the fire, and what resources should be sent to the different areas of the fire.

When there are no fires, the MATASH system can help simulate potential fires and allow residential areas to be better prepared by displaying fire-prone areas that should be protected and have fire defences installed. During a fire the system helps decide the best routes for evacuations and the best locations to deploy firefighting forces.

## A MAP OF TEMPERATURES AND



Latrun	30.4°C
Shoresh	26.8°C
Shaar-Hagay	30.6°C
Mevo-Horon	31.1°C
Bet-Meir	28.2°C
Ayalon-Park	30.5°C

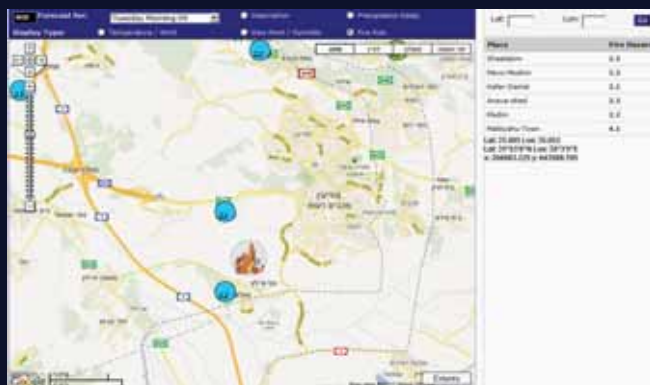
**Lon: 35.098 Lat: 31.806**

**Lon: 35°5'54"E Lat: 31°48'21"N**

**x: 209408.492 y: 634802.862**



**Ministry  
of Public Security**



- A scientific system for predicting the spread of fires based on data collected in the field which is then processed and within 30 minutes translated into a prediction of the fire's path
- An operational system with a high resolution of within 50 meters, providing updates every six hours
- A three-dimensional display of the fire's temperature, the direction of the line of the fire, and the height of the flames
- A joint tool utilized by all the emergency services – the Fire and Rescue Services, the Jewish National Fund, the Israel Nature and



# Strengthening Community Involvement



**Establishing the  
"Policing and  
Community"  
Department and  
Taking Crime  
Prevention to  
a New Level**

**By Police Brigadier General Shaiké Horowitz**  
Director of the Policing and Community Department

The Ministry of Public Security recently underwent a structural reform when the new Policing and Community Department was established within the Ministry. The decision was made with the hope of combining information, technological capabilities, resources and knowledge; and to stress the importance of a civilian arm of the Ministry that works to prevent crime and violence.

In July 2011, the Ministry formed the new department, combining two existing organizations and one new program, all

dealing with crime prevention and law enforcement, working together in close cooperation. The department is comprised of Metzila, "City Without Violence," and Municipal Policing. The department works to strengthen the level of personal and communal security by reducing crime, anti-social behavior, and violence; as well as creating an effective deterrence against offenders; all in close coordination with various law enforcement agencies.

To this end, the department's units run various

programs in an effort to prevent crime and violence, while promoting and developing programs and social efforts on a national scale in order to encourage a law abiding and less violent society which welcomes dialogue, mutual respect, and tolerance. The department, through its various units, initiates and runs wide-ranging programs among varied populations in different cities across the country.

Currently, crime prevention programs operated by the department are active in over 180 towns and cities across Israel:

- Metzila is active in 77 towns and 20 dormitories
- The "City Without Violence" program is active in 99 municipalities and is in the process of expanding to additional locations
- Municipal Policing is active in 17 cities



City without Violence  
[www.cwv.gov.il](http://www.cwv.gov.il)

Israel, including close to 40 Arab towns and a number of ultra-Orthodox cities.

The program consists of a work model with broad, novel approaches targeted at all areas of violence that occur in towns and cities. The purpose of the "City Without Violence" program is to reduce violence and crime, change the social atmosphere, increase personal security and improve

## City Without Violence

The "City Without Violence" program was established in 2004 after a wave of violence swept through Israeli society. The government has designated "City Without Violence" as the national governmental crime prevention program. It is currently operational in 98 municipalities across

## "City Without Violence": Areas of Activity



the quality of life of citizens. The program decides on methods and tools for making change, focused on the specific needs of the municipality; and establishes a municipal framework for dealing with violence by addressing law enforcement, education, welfare and recreational activities. The success of the program hinges on the participation of the municipality head and coordination between the municipality's resources.

## Metzila

The Metzila Community and Crime Prevention program has been under the authority of the Ministry of Public Security since 1999.



The Metzila program's vision is to create a communal environment which promotes values of mutual respect, tolerance, patience and dialogue, and which encourages a law abiding society which rejects violent behavior.

The programs operated by Metzila include volunteering and community involvement, crime prevention programs involving sports



A Metzila youth program in the city of Bnei Brak.

and challenging activities, and courses aimed at empowering parents and new immigrants so that they can be more involved in their children's lives and communities.

The Metzila program reserves a number of positions in the Ministry of Public Security for members of the Arab sector, ultra-Orthodox sector, and individuals fulfilling their national service duties. Metzila also runs a training course to help individuals from specific sectors pass the police entrance exams.

Metzila coordinates the "Parent Patrol" program in over 150 locations, in which parents patrol the streets at night during weekends and school holidays, and make sure their presence is felt at the youth "hang out" spots. The parents undergo training which enables them to learn how to better cope with the youth; as well as enhance their involvement in their children's lives, and increase the sense of community among the residents.

In addition, Metzila runs a police high school program in which students are exposed to hands on experiences and learn aspects of criminology and sociology. The goal of the program, beyond scholastic achievements, is to instill in the participants ethical values, with an emphasis on law and order in a democratic society, the importance of civic duty, and leadership.

המשרד לביטחון הפנים



מערך אכיפה עירוני

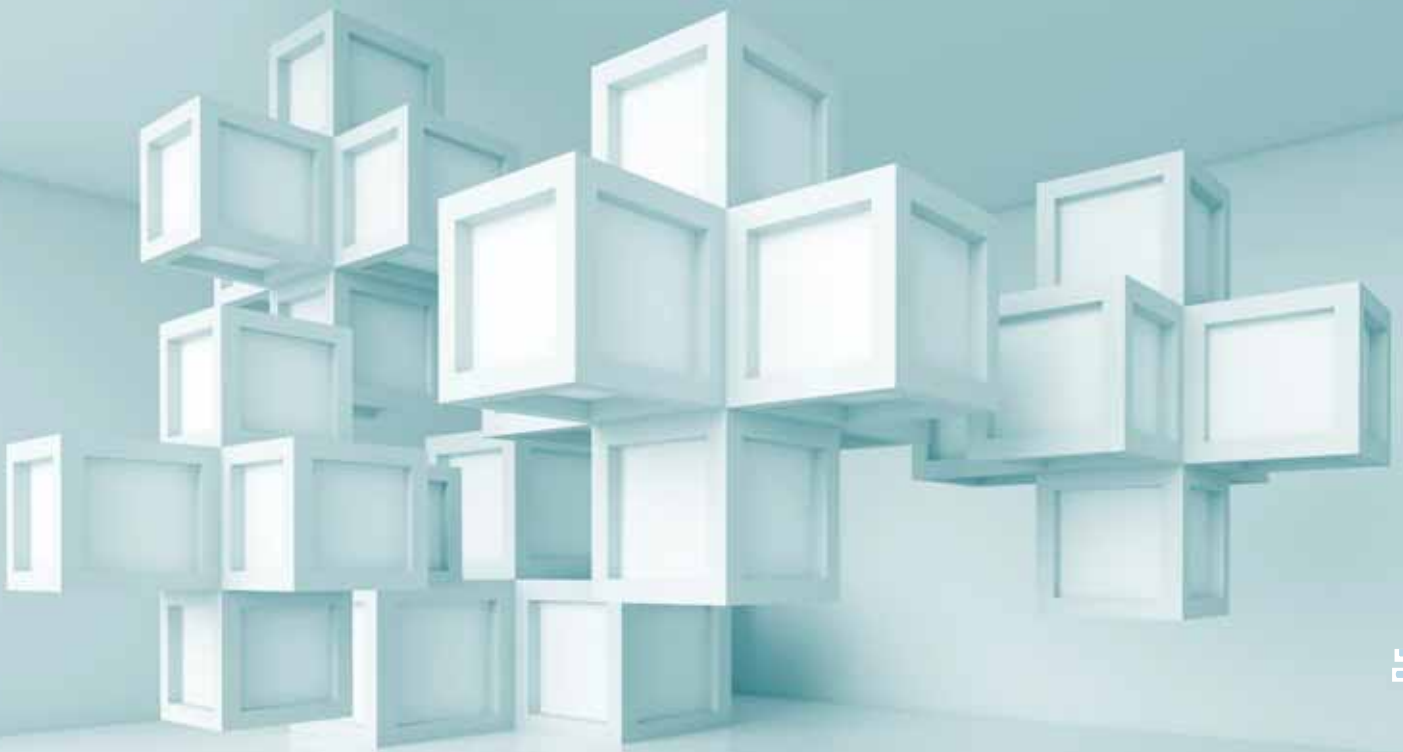
## Combined Municipal Policing – the Municipal Enforcement Unit

Following a government decision in 2010, it was decided to establish a municipal policing program in Israel, with the goal of creating a special police unit aimed at deterring crimes that take a toll on the quality of life, such as violence and anti-social behavior. Since July 2011, the program has been active in 13 municipalities across the country, with four more to be added shortly. This is a relatively young program, and it is unique because of the collaboration of police officers and municipality inspectors, as well as its specific targeting of quality-of-life crimes.

## Hopes for the Future

The Community and Policing department focuses on civilian crime prevention, and aims to improve its expertise and professional capabilities. The department strives to create change within society by improving the residents' quality of life and making Israeli society a more accepting, safe and non-violent place. This is achieved by adding additional projects and expanding the resources of the department.

# The Municipality:



## ▶ A Cornerstone in the Struggle against Crime and Violence

**By Ronel Harmatz**

Head of Community Crime Prevention & Knowledge  
Development at Metzila



Crime and violence have taken center stage in Israeli society, notably expressed by the development of an ever-expanding culture of violence that continues to spread into the daily lives of a number of sectors. The influence of crime and violence is apparent in a wide range of circles and in many areas of life. The scope of these phenomena is a result of the country's political, social, economic and security conditions. Crime and violence undoubtedly affect and are affected by issues related to democracy, extremism in society, inequality, deprivation, and the deterioration of moral values. Crime and violence can be viewed as the extreme results of a lack of tolerance, dialogue, or respect for others; and they are an expression of a society that does not respect its citizens.

Some countries, societies, and education systems – Israel included – operate a variety of programs, models, projects and initiatives – all aimed at creating an environment with an optimal level of personal and public security. The interventions are provided on three main levels:

The Micro-System Level – Intervention is aimed at a small unit (a single neighborhood or school for example).

The Mezzo-System Level – Intervention

is aimed at an organic subsystem (the education system, the police, the local government, a city or an entire community). The Macro-System Level – Intervention is on a national level. The macro-system level in Israel – the central government – has inherited a tool from the British Mandate for governing over municipalities, which is unprecedented in the Western world.

At the Macro level, the Ministry of Public Security operates a Community and Policing division, along with its subdivisions: The Metzila – Society and Crime Prevention division, the "City Without Violence" program, and the Municipal Policing division.

## ▶ Metzila

The goal of the Metzila division is to enhance the public's sense of personal security, with the help of the municipality, by creating a basis for cooperation and coordination between all relevant parties (including the general public), regarding the planning and implementation of anti-crime and violence activities. Over the years, community councils for crime prevention have been established in 76 municipalities. These councils, headed by the Municipality head, include relevant

local representatives from the police force, and cater to the specific needs and aims of each municipality. The budget of the Metzila operations is the joint responsibility of the Ministry of Public Security and the municipality in which it operates.

## ▷ City Without Violence

The "City Without Violence" program, operated by the Ministry of Public Security, focuses on dealing with a wide scope of anti-social behavior, as well as violence, delinquency and crime in local communities. The program combines five circles of activities: law enforcement, education, regulation of youth recreational time, the welfare of those affected by violence, and presenting the program to the general public.

## ▷ Municipal Police

The Municipal Policing Unit, which was recently established within the Ministry of Public Security, strives to create a safe, qualitative life style with a high level of personal and communal security within the municipality. The Municipal Policing pilot program, also known as the Combined Enforcement Unit, allows the municipality head, together with the police, to address violence, quality-of-life offenses and anti-social behavior. Municipal Policing allows the municipality's policies to be implemented and enforced, and enhances the residents' sense of personal security. This is achieved by substantially increasing the presence of the police and civilian agencies, and by conducting activities in the field of crime prevention, deterrence, and law enforcement. Municipal policing can improve the availability and the response of the law enforcement agencies, as well as provide efficient and progressive services to citizens in all matters relating to the municipality.

## ▷ The Evolution of the Municipality

The relationship between the central and municipal governments in Israel is focused on two main issues. The first is that the central government oversees the municipal governments, giving it a wide range of regulatory authority. The second is that the central government organizes all the activities of the municipal government and funds a percentage of its budget. The Minister of the Interior is in charge of the municipalities – he is authorized to criticize or authorize their activities, appoint an accountant for the municipality, enforce the obligations of the municipality, dissolve any council he believes is not fulfilling its duties, and appoint in its stead a temporary replacement committee.

The authority of the municipality has never been set to law in a way that allows the municipality complete freedom. There has never been a new municipality ordinance issued, and the municipalities have never been given authority based on formal laws. The municipality is subject to the authority of the Interior Ministry in charge of the municipality, or the Ministry of Finance, which provides funding to the municipality.

Since the 1960s and 70s, a process of decentralizing power from the central government back to the municipalities has been underway, creating more local, independent leadership. The main impact of this process has been the shift of focus that has now moved more towards local needs as opposed to political party needs, and has strengthened local organizations.

This decentralization of power is not only characteristic of Israel, but is taking place in many Western countries, as a result of a number of factors.

- Firstly, ideological beliefs – the development of the neoliberal approach to the role of the state and public administration

that opposes excessive involvement of the state in civil society.

- Additionally, past governmental failures, including the weakened authority of the state and a decrease in the public's trust in political leadership, as a result of the neoliberal approach and incidents such as the Yom-Kippur War (1973), as well as ever-increasing enterprising and initiative on the part of the local government.

These changes also led to the municipalities receiving additional privileges and authorizations, and to the formation of a national structure which allowed for broader participation of citizens and decentralized centers of influence; all of which ultimately led to the development of powerful urban centers, and to an increase of local autonomy. Thus, local governments began to accumulate power, transforming from

a passive agent to a strategic partner of the central government – a process that is ongoing. Along with the decentralization of the government came a similar shift within law enforcement: new police units have been formed, such as private policing, communal and volunteer policing, joint policing (a police officer and a municipal inspector), public policing not provided by the Israel Police (e.g. Ministry of Environmental forces and judicial forces), and municipal policing.

Many municipality heads have begun operating based on the understanding that achieving a higher quality of life in their community requires a systemic approach, working together with all the elements within their community. This has resulted in a closer relationship between the municipality and the police, Metzila, "City Without Violence" and the National Anti-Drug and Alcohol Authority, all of which are seen as essential tools for achieving improved conditions for residents.

Signing a municipal pact against violence.



## ▷ The Role of the Municipality Head

The more the municipality heads have become aware of the need to combat crime and violence, take responsibility and commit to taking a stand, the more their positions have been fortified. The direct election of municipal heads has also changed the nature of the position from public official to representative of the people, as is stated in clause 126 (a) of the Municipality Ordinance: "The municipal head is responsible for carrying out the tasks issued to the municipality." While the ability to directly elect a municipality head has provided him with greater autonomy in presiding over the affairs of the municipality, at the same time, it has transformed the connection between the municipality head and the residents into a relationship that relies on public support and is based on accountability.

The political historian, James MacGregor Burns, addressing the complexity of the position of municipality head, described the role as aiming to promote the municipality's socio-economic status, striving for maximum involvement of the residents, and aspiring to reach achievements that guarantee re-election. In order to establish an infrastructure for an effective government, leadership must be based on the principles of building a community, recognizing the contribution of other organizations and encouraging their activities, and utilizing the community's resources for the good of the region. In areas that lack a sense of personal security among the residents or areas with high crime rates, the issue of fighting crime became part of the candidates' election platforms, despite the fact that most of them lack the tools to actually do anything about the matter.

## ▷ Dealing with Crime on the Municipal Level

The most harmful crimes in the everyday lives of the residents take place on the local municipal level, and they are highly influenced by the social and environmental conditions of the community. While it is true that many major fields of crime such as financial crimes, human trafficking, drug trafficking, and organized crime all occur on the national and even international levels, street crime still remains one of the most harmful forms of crime to the residents' lifestyle.

The social schools of thought in the field of criminology are based on a preventive approach which holds that social factors have a significant impact on criminal behavior and on the development of crime. This approach mainly focuses on the community, assuming that communal and environmental circumstances influence the development of delinquent behavior and criminal phenomena in a specific location and setting. The sphere of the municipality is the geographical framework within which, systematic and integrative action should be taken in order to cope with crime and violence. Such a municipal effort should provide a response to the majority of crimes that cause direct harm to the quality of life of the residents.

The best way to combat violence and crime is on the municipal level, through a collaborative effort in which all official and unofficial agencies and organizations with the ability to influence human behavior, team up and work together. The law enforcement system in general, and the police in particular, play a dominant role in the municipality's efforts, and the municipal policing forces and community policing in

Israel are evidence to this. Nonetheless, the municipality's organizational efforts should incorporate all the relevant agencies.

The municipal effort to fight crime must be part of a wider support system, whose purpose is to guarantee the personal security of the residents by implementing programs developed by the Ministry of Education, the Ministry of Social Services, the Ministry of Justice, the Ministry of Immigration and Absorption, the Ministry for Senior Citizens, the Ministry of Public Security via the Israel Police; and such programs as "City Without Violence" and Metzila.

## ▷ The Central Government and the Municipality – Working Together

The central government and law enforcement agencies must continue bearing part of the responsibility, and continue to play a key role in crime prevention, particularly regarding severe crimes and organized crime on a national and international scale. The response to crime is in the hands of the state authorities, in the form of legislation and law enforcement. However, the responsibility for generating crime prevention activities and projects, based on social and communal initiatives, should lie with the residents and the municipalities.



The best way to combat violence and crime is on the municipal level, through a collaborative effort in which all agencies work together.

Though the response to crime is in the hands of the police, the responsibility for generating crime prevention activities and community initiatives should lie with the residents.



Tensions between the central government and the municipalities cannot be overlooked, since activities conducted within the jurisdiction of the municipality affect the larger region and at times even the general public. Take, for example, crimes against the environment – a situation in which an industrial factory located in the city's jurisdiction is polluting the water source used by all the residents of the area.

Nonetheless, the central government must cooperate with the municipality in order to develop a sense of personal responsibility among the residents, including the youth, and to encourage them to take responsibility for themselves and their future. In order to do that, the central government and the municipality must incorporate professionals from the relevant fields from both the private and public sectors, and various groups within the population that are active in the municipality, and grant them special authority that allows them to ensure public order in their place of residence.

As stated previously, the responsibility lies with the municipality and the informal organizations that operate within it. The elected officials must therefore provide a personal example, and be significantly involved in the daily activities. They must reinforce and encourage initiatives and collaborative efforts, and they must address each incident, whether minor or major,

with the same amount of seriousness, determination, and commitment.

The municipality head must motivate all the agencies, organizations and institutions within the community to cooperate effectively. The municipality heads must call upon all the relevant individuals in positions of authority, as well as members of the business and industrial community, the health and welfare services, members of the education system, the police, staff involved with Metzila and "City Without Violence," the Anti-Drug and Alcohol Authority, and civil rights organizations; to establish the infrastructure and mechanisms needed for cooperation between the different parties.

Furthermore, mechanisms of integration, coordination, and monitoring must also be developed. The municipality heads have a larger, more all-encompassing view of the agencies and organizations within their communities, and therefore have the ability to effectively delegate responsibilities between all the professionals involved. They must prevent duplications and wasting of resources, miscommunication and harmful competitiveness between the various parties involved. At the same time, they must also serve as the glue that holds the various institutions and their activities together, and maintain a system of coordination and monitoring that is based on transparency and information accessibility to the public and the parties involved.

# Social Media and an Interactive

*An interview with*



Over the past year, the Israel Police has managed to stop 30 suicide attempts. According to Chief Inspector Sharon Yamincha, a veteran Israel Police Spokesman of 16 years, there has not yet been an incident in which the police have received information about a suicide attempt and were not able to stop it. How has it achieved this astonishing feat? Facebook.

Yamincha, who runs the internet and new media desk at the Israel Police with a staff of 15, manages the Israel Police Facebook page. With 100,000 followers and climbing, an active Twitter account with almost 2,000 followers, a YouTube account and a new and improved website, the Israel Police's presence on the internet and social media sites is a powerful tool for fighting crime and serving the public. The Facebook page has enabled criminals to be caught, suicide attempts to be stopped, and missing persons to be found.

"I was working on the internet desk of the police spokesman's department, and one day I decided to open a Facebook account for the police," recalls Yamincha, who began operating the Facebook page in 2010. "At first, we basically put out news items. The police is the most media-covered organization in Israel, and now we were able to put out information on our own, without the media," he says.

Soon, however, the use of Facebook expanded. "We began making a connection with people on Facebook, and a dialogue formed. Now the page is more service oriented. If there is a problem, we respond immediately. If they can't find an answer by calling the hotline, they turn to us; or if they have a problem, we work closely with the complaints department and try and solve it," says Yamincha.



## Crisis Situations

Beyond fighting crime, the Facebook page is a valuable tool in reaching the public and providing it with up-to-date, sometimes vital information. In December 2010, Israel experienced one of its deadliest fires ever, when the Mount Carmel forest fire tore through Northern Israel for four days. Forty-four people were killed, 25 square kilometers of forest land was burned, and 100 homes were destroyed. "First, people started posting pictures of smoke from outside their windows," Yamincha says of the beginning of the fire. Once pictures were posted and the word got out, residents near the fire and concerned family members began inundating the emergency hotlines. Once the phones crashed, everyone turned to Facebook. "We realized it was going to be a long night," says Yamincha.

For the next four days, the Facebook page fielded, on average, a question every two minutes. "We replaced the hospitals, the army and the home front command. People couldn't get in touch with them so they contacted us; and we answered each of

# Police Force – Police 2.0

*the head of the Israel Police's New Media Unit*

their questions. And if we didn't know the answer, we had contacts who could find out for us," says Yamincha.

Instead of having to disseminate information through typical media sources, the Israel Police had access to the public directly through their Facebook page, where official guidelines and information was posted. Additionally, as part of the spokesperson's office, the staff running the Facebook page had information streaming in from all other spokespeople, and was the most up-to-date source. As Yamincha puts it, "The media would update themselves based on our posts and answers."



## Missing Persons

The popularity of the page is staggering; but the numbers do not just signify popularity – they are also an invaluable tool for law enforcement. "We have located so many missing persons that we have stopped counting, all through Facebook leads. Half of the time we succeed in finding them within 12 hours of posting the information; and our record so far is one hour and 40 minutes," says Yamincha of the shortest time it took the police to locate a missing person once information was posted on Facebook.

The process is simple: Yamincha receives the details about the missing person and posts it on the Facebook wall, with a picture, if possible. Immediately, 100,000 fans are exposed to it. If anyone "Likes" the post or leaves a comment, the information is then exposed to that user's friends. Within minutes, the message can potentially reach

hundreds of thousands of people across the country, increasing the chances of someone spotting the missing person or reporting information.



## Goals of the Facebook Page

According to Yamincha, the Israel Police has a number of goals they wish to achieve through their Facebook page:

1. Providing service: While the Facebook page does not replace the complaints department or the emergency hotline, for many people it is the easiest way to get in touch with someone and receive a response.
2. Locating missing persons: As illustrated above, Facebook is a powerful asset in spreading and collecting information, including pictures and details about lost people.
3. Locating wanted individuals: Aside for locating people who have mysteriously disappeared, Facebook also helps locate those who are trying to vanish because they are wanted for a crime. In a number of instances, once the suspects saw that their pictures were posted on Facebook, they immediately turned themselves in.
4. Providing information to the public.
5. Connecting with the public: Through Facebook, the way the public sees the police has changed, primarily because it is now an accessible and friendly agency.



## A Change in Police Procedure

Not only has the way the public responds to incidents changed as a result of the Israel Police Facebook page, but the way the police operates has also been altered. For one, the police spokesman's department has issued iPhones to each district spokesman, enabling him to photograph and report events to Facebook in real time. Additionally, the police find themselves responding more and more to Facebook messages, and less and less to calls placed to the emergency hotline. While Yamincha stresses that the Facebook page is not a replacement for the hotline, it has come in handy quite a bit. "An 11-year-old girl posted on Facebook that she has a violent father who hit her mother and told them that if they call the police he will kill them," says Yamincha. "We saw that message and passed it on; the location was acquired, and police arrived at the home. The father is now in prison."

Additionally, some police officers have changed the way they act as a result of Facebook. After a photograph was posted on the Facebook page, depicting a police car parked in a handicap parking space, people began flooding the page with additional photos of illegally parked police cars. The trend led to the close cooperation between the internet desk and the complaints department. Officers began receiving fines,



senior staff whose officers had been caught were punished, and police officers' licenses were suspended.

Another new aspect of the Israel Police in light of Facebook is their accessibility and willingness to engage with the public. Yamincha says the police have hosted a series of live question-and-answer forums, in which different police officials respond to queries posted on Facebook. The forums are very popular, and 200-300 questions are fielded during the two-hour session. Additionally, the police have begun streaming live feeds of events on Facebook. They have streamed police conferences and ceremonies, as well as a police trip to concentration camps in Poland.

The police also goes out of its way to engage the public. On Independence Day last year the police hosted an event for families which included demonstrations, games, weapon exhibitions, and prizes. The event was photographed and posted on Facebook, where fans could tag themselves or "Like" the picture.



## Facebook Popularity

With over 100,000 followers, many individual posts attract high rates of attention. Each morning a "Good Morning" picture is posted on the page by the internet staff. This routinely draws hundreds of "Likes." Another item recently posted which garnered popularity was the story of a police officer who was called to a home where the gas company was shutting off the gas because the residents had not paid their bills. The police officer arrived, and spoke with the family. Seeing that the wife was blind and the couple had two young children, the police officer decided to pay the 500 NIS bill out of his own pocket. Shortly after the item was posted, 3,000 people "Liked" it. Later that day, a man who had seen the post volunteered to pay the family's gas bill for an entire year.



## Challenges of Facebook

According to Yamincha, managing an official police Facebook page is a challenge which requires constant attention. He says the most important thing is to have adequate staff. "You need people; and they have to be experts – experts at writing content, and experts at new media. You have to know how to write, what to write, when, and how often."

Additionally, there is the challenge of allowing users the freedom to post whatever they want. Yamincha says the police's Facebook wall is open to the public and uncensored. However, it does uphold Facebook's terms of use, which forbid hateful, pornographic, unlawful or discriminatory content; and Yamincha blocks users who leave posts that violate these terms. So far, Yamincha says he has only had to block about 150 users.

Moreover, Yamincha says the constant presence of the police on the internet – working from 6 a.m. to 1 a.m. – creates a false sense that they can respond to anything. "I'm scared that we won't be in time when something happens," he says. "Almost everyday people tell us that they've seen another user post something about wanting to commit suicide, and we try to locate them. We deal a lot with that."



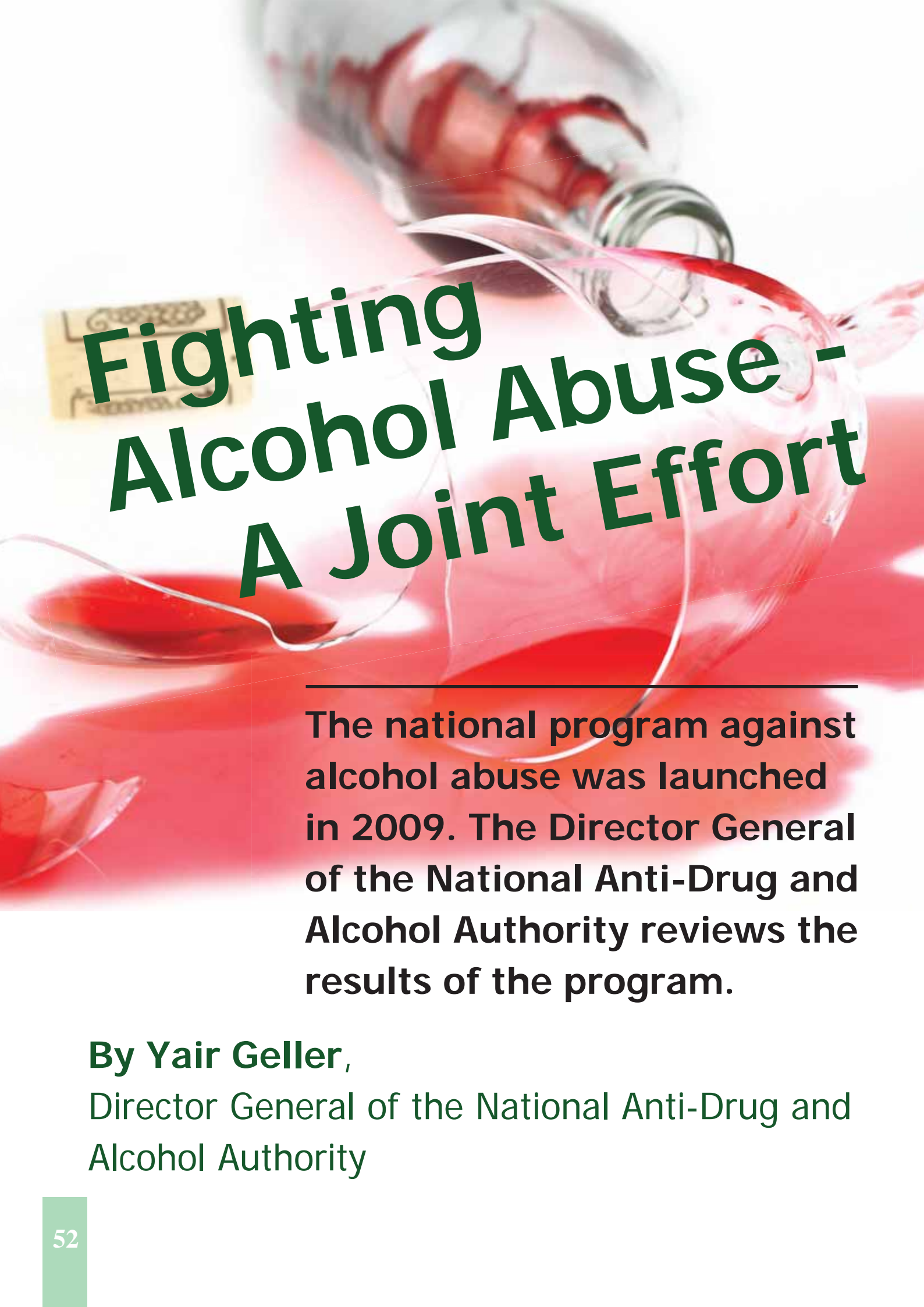
## What's Ahead – The Expanding Digital Presence of the Israel Police

With such vast popularity, it is no wonder Yamincha is widely sought after for consultations and speeches. But Yamincha says his work is not done. "We want to gain more fans, and we want to expand our audience. We want to have more of a presence on YouTube. We're also working on coordinating speed cameras into GPS programs so drivers can be told where the cameras are in real time. We're developing smart phone applications – one lets you scan a license plate and see if it's stolen, another tells you where the nearest police station is, and one lets you rate the service you received at a police station." Yamincha is also working on a new police Facebook page in Arabic, providing information and answers to Israel's Arab-speaking population.

What was once a platform for friends to post pictures and stay in touch is now an entire world, where users exchange information, and can affect real change. The police prevent crimes, save lives, and catch criminals through Facebook, and citizens now have a new place to turn in times of emergency, or when they have a question. While there are risks and dangers to Facebook and other social media applications, the Israel Police has managed to harness the power of Facebook for the good of society, and hopes to do more good with it in the future.

A photo posted of a police car parked in a space reserved for handicap drivers.





# **Fighting Alcohol Abuse - A Joint Effort**

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**The national program against alcohol abuse was launched in 2009. The Director General of the National Anti-Drug and Alcohol Authority reviews the results of the program.**

**By Yair Geller,**

**Director General of the National Anti-Drug and Alcohol Authority**

Alcohol consumption has become part of the culture for teens in Israel. Not only is alcohol a drug that can lead to addiction, but research indicates that a strong correlation exists between alcohol consumption among teens, and phenomena such as car accidents, suicide, violence and bullying. According to studies, 70% of all physical and verbal violence in the Western world originates from excessive alcohol consumption.

Until 2009, Israeli legislation regarding the sale and enforcement of alcohol-related laws was lacking. For one, alcohol consumption by minors was not, and is still not, considered a felony. The various clauses of the law only include a number of criminal offenses, such as soliciting a minor to drink alcohol, selling alcohol to a minor, and driving under the influence of alcohol.

## Alarming Data

This has led to a rather grim and painful reality. Data from a survey conducted in 2009 by the National Anti-Drug and Alcohol Authority indicates that 17% – 34% of teens consume excessive amounts of alcohol; "excessive" being defined as at least five alcoholic beverages within several hours, at least once a month. The results also show that 19% of boys and 8% of girls aged 11, drink alcoholic beverages at least once a week; making Israel the country with the second most severe alcohol consumption habits in Europe.



Pamphlets describing the dangers of drug and alcohol abuse.

## The National Program Against Alcohol Abuse

In light of the alarming data and the change in Israeli teens' recreational habits, we predict that within a few years Israel will receive the dubious honor of topping the list of alcohol consumption in European countries. As a result, the Ministry of Public Security has implemented a national program to fight against alcohol abuse. The goal of the program is to substantially minimize both the rate of alcohol consumption as well as the negative phenomena associated with it.

Unlike many other programs, which generally provide minor solutions to major problems, and which fail to garner the necessary resources to treat them, the Ministry of Public Security came to the realization that without a joint effort of all the parties involved it would not be possible to attain substantial results. Therefore, the program was constructed to include the Prime Minister's office, the Ministry of Education, the Ministry of Finance, the Ministry of Welfare and Social Services, local municipalities, the Israel Police, and of course – the National Anti-Drug and Alcohol Authority. With clear goals and the understanding that a joint effort is necessary, the program focuses on the various fields related to solving the problem, including legislation, education, prevention, law enforcement, treatment and rehabilitation.

## Legislation, Promotion and Enforcement

In regards to legislation, the main idea was to cut off the supply and demand of alcohol at the peak hours of consumption – on the way to a party or to meet friends and when coming back. Therefore, it became prohibited to sell alcohol after 11 p.m. In addition, the authority of the Israel Police was expanded, allowing them to pour out alcoholic beverages if found in public places.

Furthermore, regulations were enacted restricting the advertising of alcoholic beverages.

The goal of the promotional strategy was to educate the population about proper alcohol consumption. Activities were focused on two age groups, with each group receiving different and unique messages. Teens under 18 were informed about the dangers of alcohol consumption and given recommendations to avoid alcohol altogether. Young adults aged 18 and older were informed about responsibility, maturity, and making personal choices.

In the realm of law enforcement, an extensive program was constructed which included mapping out locations that sell alcohol and where teens hang out, increasing police activity during more dangerous hours, increasing penalties, and initiating raids on certain establishments. Additionally, as part of the effort to target teens and youth, parental and social service involvement was increased.

## The Program's Success

Over two years have passed since the initial implementation of the program, and the numbers show that a substantial improvement has occurred. A comparison between the results of a survey conducted by the National Anti-Drug and Alcohol Authority in 2009, just prior to the launch of the program, and the results of a survey conducted by the World Health Organization (WHO) in 2011, proves that there has indeed been a substantial decrease in dangerous alcohol consumption among teens in grades 8-11.

A comparative analysis of the findings, conducted by the Chief Scientist of the National Anti-Drug and Alcohol Authority, Dr. Yossi Harel-Fish, indicates that each of the age groups exhibited a positive change. While in 2009 about 17% of 8th graders reported that they drink alcohol excessively



A campaign against alcohol abuse which reads: "More alcohol, less you."

at least once a month, in 2011 that number decreased to 10%. Among 10th graders, the numbers decreased from 27% to 20%; and among 11th graders, the decrease was larger yet, with a reported 25% in 2011 compared to 34% two years earlier. Furthermore, all of the age groups have shown a substantial decrease in excessive drinking once a month: Among the 8th graders there was a decrease from 8% to 4%; among the 10th graders there was a decrease from 15% to 10%; and among 11th graders there was a decrease from 19% to 12%.

In addition to the decrease in alcohol consumption, another encouraging change occurred in regard to the attitudes of teens towards alcohol. It seems that the messages about the dangers of alcohol have been internalized by the teenage public. While in

2009, about 16% of 11th graders thought that drinking alcohol involved no risks, in 2011 only 8% still thought so. Among girls, the decrease was even more drastic, and dropped from 29% to 6%.

Additionally, the percentage of 11th graders who said in 2009 that they would agree to drink alcohol if offered, dropped from 25.5% to about 22% in 2011; and the 11th graders who said they would refuse to drink alcohol if offered, increased from 40% in 2009 to 44.5% in 2011.

These definitive findings indicate a change in teenagers' attitudes towards alcohol. For the first time in a long time, the scope of alcohol abuse among teens has not only ceased to worsen, but has actually begun to improve. We are now witnessing a substantial improvement in the very same age groups where the culture of social drinking first began to take root.

Nevertheless, despite the improvement, excessive drinking is still a severe problem. Prior to the implementation of the national program, Israel had already experienced 2,000 incidents of alcohol poisoning a year among teens and adolescents – a national epidemic! This frightening reality caused all the relevant parties to step up and take action. The Prime Minister, the Minister of Public Security, the various government ministries, the staff at the National Anti-Drug and Alcohol Authority, the Israel Police, parents, student councils, youth counselors, and national organizations and non-profit organizations all joined the effort and allocated funds (to purchase vehicles, among other things) and other resources. Today, we are witnessing the results of this joint effort, or at least the beginning of them.

## Future Predictions

To my delight, the Israeli government recognized the success and efficiency of the program, and allocated 40 Million NIS to fund its continued activity for 2012 and 2013. But

now the challenge is that much greater – it is not enough to minimize the phenomenon of alcohol abuse among teens; we must also offer an alternative recreational culture.

## The Role of Adults

Despite the many resources allocated and the collaboration of all the parties involved, the program cannot succeed unless the public is alert and acts responsibly. It is important to remember that even if all the national and municipal factors join together to end the phenomenon of alcohol abuse, the most influential factor for teens still remains their parents. In every study regarding dangerous behavior in relation to alcohol, the role of the adult always comes up as one of the most influential factors in a teenager's life.

First and foremost, this refers to the parents. However, one of the biggest problems of today's modern lifestyle is that parents are not always present in the children's day-to-day life. Being present does not necessarily mean being controlling or judging; rather, the presence needed is of a caring nature, being involved, taking an interest and discussing things with children. We as parents must have a dialogue with our children. We need to take interest in what is happening with them, guide them, and talk to them about important issues.

Parents have the power and ability to identify signs of alcohol abuse in their children: If a teen is constantly shut up in her room, experiences extreme difficulty getting up in the morning, acts secretive, has red eyes, detaches himself from his regular circle of friends or begins associating with different friends; these are signs that he or she is consuming alcohol, and in a serious way.

Everyone is a part of this national effort. The state of Israel realized this over two years ago and gathered together all the relevant agencies and departments with the goal of ending this phenomenon. The current direction is positive, but we are still far from the finish line, and many obstacles and

# Quality Of Life Policing The Israel Way



**By Mark Rebacz**

**Information Services – Ministry of Public Security**

The Israel Police is the country's national police force. Deployed across Israel, it is responsible for preventing crime, enforcing the rule of law, thwarting terrorist attacks and providing a sense of personal security and public safety. However, one of the main challenges of the Israel Police is combating relatively minor offenses that take a toll on the quality of life of Israel's citizens and residents. With major crimes like robberies, murder, rape and drug dealing occupying the majority of the police's time and resources, it is difficult to provide an adequate response to local issues such as loitering, bullying, illegal parking, illegal selling of alcohol and noise disturbances.

Additionally, each municipality has a mayor whose duty it is to ensure the highest quality of life possible to his constituents, and make his or her city or town attractive to current and potential residents. However, the mayor is limited in his authority and resources. He has no law enforcement agency at his disposal, and no way to provide the security services expected of him by the public. While the Israel Police strives to respond to every call, many incidents are not properly addressed as a result of a lack of manpower, as well as the nature of the police force which operates on a national scale, whereby large amounts of forces are deployed at major events, leaving other areas inadequately manned.



Municipal policing vehicles

## A New Pilot Program

To solve this problem the government decided to establish a two-year pilot program called "Combined Municipal Policing – The Municipal Enforcement Unit." The goal is to combine the Israel Police and the municipality into a joint force that both recognizes as well as addresses the main quality of life crimes occurring on the municipal level. The municipality has an advantage over the police in that it is more familiar with problematic and sensitive areas in the city, though its inspectors cannot make arrests or enforce the law. The police, for their part, have the authority to take action, such as question suspicious individuals or make arrests, though they are not familiar with the specific issues related to each municipality.

In order to establish the Municipal Enforcement Unit, specially-selected police officers were chosen to join forces with municipal inspectors in order to target quality of life-related crimes, such as parking violations and noise disturbances. In this way, they are not occupied with more serious crimes, and are free to address the often overlooked crimes that have become commonplace in many cities.

## Goals of the Program

The goal of the program is to strengthen law enforcement and deterrent capabilities on a municipal level, with the purpose of minimizing violence, crime, and anti-social and delinquent behavior. The duties of the unit include:

- Combatting violence, vandalism and bullying
- Providing a quick response to local issues
- Dealing with municipal licensing issues and carrying out court orders
- Dealing with alcohol and drug-related offences
- Combatting aggressive driving and other traffic-related offences

## The Program's Effectiveness

To illustrate the unique advantage of this specialized force, take, for example, an individual who illegally opens a stand to vend merchandise. While a police officer can ask the owner to identify himself and produce legal documents, if he finds the owner has illegally opened the stand, all the officer can

do is file a claim against him. However, until the claim is heard in court – which can be a drawn-out process because of the relatively minor nature of the crime – many months can pass, and the stand will still operate in the interim. If, however, an inspector from the municipality is present, he can either issue a fine to the owner of the stand, or have the stand seized. The police officer is present to ensure the inspector's duties are carried out and to arrest the owner should he resist or act violently.

An additional example is a business selling alcohol to a minor. While a police officer cannot issue a confiscation order to the business, a municipal inspector can. And once he does, if the order is not adhered to, a police officer can arrest the owner.

## Operational Structure

The pilot program is currently operational in 13 different municipalities that were chosen to represent various kinds of populations, levels of crime and different sized cities, in order to see in which conditions the program operates most effectively. For example, the program is operational in Nazareth – Israel's largest Arab city, B'nei Brak – a Jewish, ultra-Orthodox city, and Dimona – a relatively small city; each with its own type of population and needs.

In order to plan and manage the unit's activity in each municipality, a municipal council is established, led by the municipality head. Because each city has its own needs, based on its geographic structure and demographics, the council, together with the Israel Police, decides each month on which areas the unit should focus and prioritizes the problems that need to be addressed. Working under the council is a subcommittee which translates the decisions into action. A police representative and a municipal liaison are assigned to each unit, and the two meet on a weekly basis.

## Training

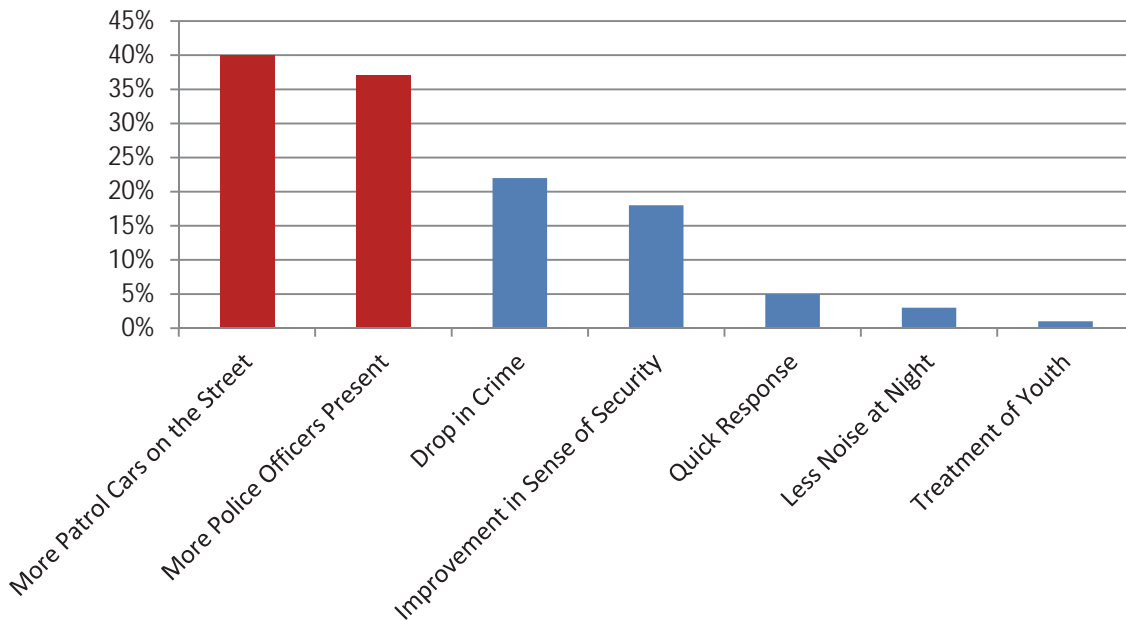
The police officers who join the unit first undergo a special two-week training session in which they learn about the structure of the municipality, the relevant laws for enforcing crime on a municipal level, and how to interact with their municipal counterparts. The municipal inspectors who take part in the unit undergo a special four-day training session, followed by a joint training session together with the police officers. In the joint session the participants learn about the municipality's needs, the nature of the population, and techniques for addressing different situations.

## Accompanying Research

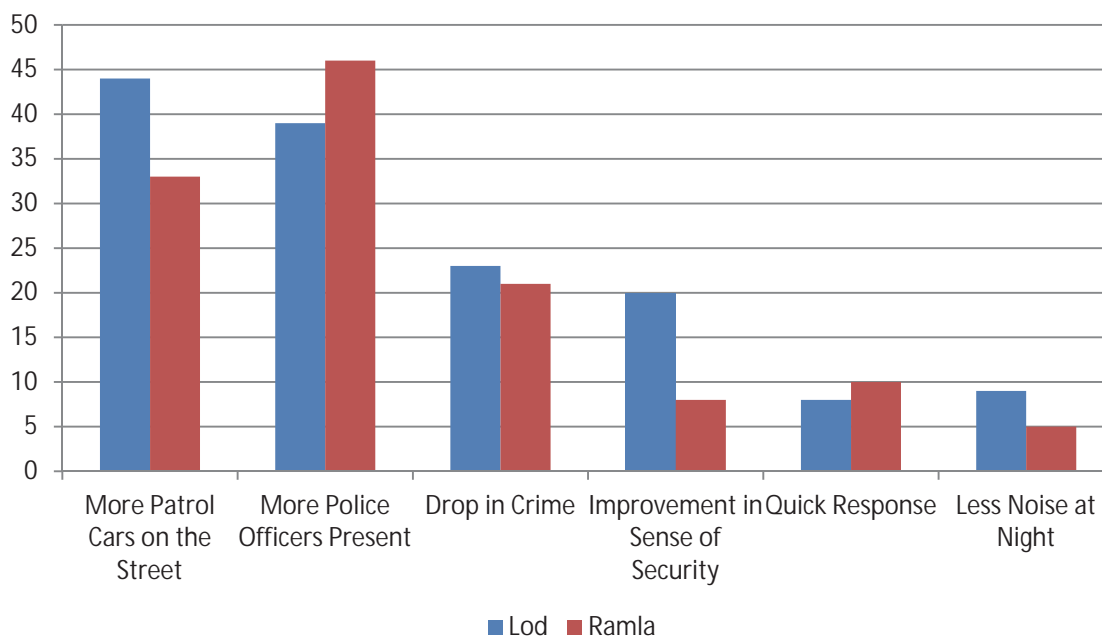
While the pilot program is operational, a study is being carried out by the Ministry of Public Security's research department to measure the program's success and effectiveness, and help make adjustments to the program in the future. The study measures the effectiveness of the program in the city it operates, in comparison to other demographically similar cities without the program, which serve as a control group. Among the parameters measured are the residents' satisfaction with law enforcement authorities, their sense of security, and the frequency with which they see police officers.



## In what way has the Police's activity improved? (Lod)



## In what way has the Police's activity improved? (Lod vs. Ramla)



## Results

The program began operating in the summer of 2011 in the city of Lod, and subsequently expanded into 12 additional municipalities. Interim findings from the first few months of operation indicate an improvement in many aspects of law enforcement and in the residents' sense of security in most cities. The mayors and municipality heads are enthusiastic and have responded with

positive reports. According to Avi Biran, the director of the program, the project seems to be a success so far, with more and more municipalities requesting the program; though it is too early to provide scientific results. He adds that the goal is to measure the effectiveness of the pilot program and to be able to determine what works and why, over an extended period of time.



# Soul Mates

A new project at the Ma'asiyahu prison where inmates with emotional and social disorders are treated with the help of dogs

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By the Israel Prison Service Spokesperson's Department<sup>1</sup>



<sup>1</sup> The article originally appeared in Hebrew in the Israel Prison Service publication, "Ro'im Shabas."

Once every two weeks, Salta, Shesek, Shula and Amos report for duty at the Ma'asiyahu prison, located near Ramleh, where they go to ward no.2 for prisoners under supervision. They roll around on the grass, jump on the prisoners, and lick them with much warmth and love. These four dogs belong to dog trainer Shuki Kadosh, who, for the past year, has been in charge of the "soul mates" project at the Ma'asiyahu prison, focusing on animal therapy for prisoners under supervision.

## The Project

As a result of an initiative by the head of the Ma'asiyahu Prison Education Division, Shirley Dahan-Rozin, and the ward no.2 Education Division Officer, Hadar Sella, the project was awarded "Best Regional Project" for 2010. "We wanted to treat prisoners with animals," explains Dahan-Rozin, "but without opening a petting zoo. We struggled to get the prisoners under supervision to become active. What hadn't we tried – we opened a music course and gave them musical instruments, and added 'bonuses' to anyone who joined; we gave out popsicles, candy and soaps; but nothing helped. The prisoners chose to stay in their beds and wouldn't get up. But from the moment the dogs arrived, the prisoners willingly began coming to all the activities without needing any motivation, and they wait for it all week."

According to Sella, for some prisoners, the dogs are like family. "Some prisoners here have nowhere to return to when they are released. They remain alone after long hospitalization periods in mental institutions. Many of them don't even have families. These prisoners form a close emotional bond with the dogs and it's amazing to see."

Amos, for instance, is a dog that has been through severe abuse. You can see it in his tangled hair and scrawny tail. He is very frightened, and therefore wears a special leash so that a prisoner who handles him

can quickly shut his mouth if he becomes nervous and tries to bite. However, when dog trainer Shuki told the prisoners about Amos' background, they immediately wanted to help Amos. "It was fascinating to see which one of them bonded with the dog. The prisoner who constantly takes care of him now, is a prisoner who himself has no family and is alone in the world. The prison is his only place of refuge. This prisoner kisses Amos over and over. 'Daddy's heart and soul,' he calls him," recounts Sella.

P., a prisoner taking part in the project, says, "I have a nervous disorder. If I don't receive treatment I become violent. People who hear that I'm under supervision immediately assume I'm retarded or insane. I am labeled, and it's a great shame. Animals don't label you – I give an animal food and it follows me. It gives me love and warmth and it won't betray me, I'm sure of it. The dog I'm petting doesn't see my mental disorder. He knows I love him, he sees that there is a human being standing in front of him," says P.

## Potential for Behavioral Change

The population of prisoners under supervision is a complex one. These are prisoners with a minimal level of functioning, who suffer from behavioral problems and have difficulty getting along with others. According to Dahan-Rozin, the prisoners have emotional, educational and cultural deprivations; and many of them lack the abilities and basic life skills required to deal with reality.

"The prisoners under supervision suffer from extreme mood swings," explains Dahan-Rozin. "Some of them are depressed and distant, and don't communicate with their surroundings. It takes something completely different to convince them to get out of bed. We wanted to work with them, to do something that would help them. We thought that a unique therapeutic program

that would include group meetings with a dog trainer could help."

The trainer, Dahan-Rozin, and Sella, set a long list of goals to serve as the basis for the project, including:

- mental empowerment and prevention of violence
- enhancing self-restraint among the prisoners
- practicing non-violent coping with stressful and frustrating situations
- providing a source of non-threatening and non-judgmental compassion
- encouraging a sense of responsibility in prisoners who care for the animal
- providing prisoners with a new subject for giving and receiving attention

To those ends, the prison enlisted the help of Shuki Kadosh from "Ilufim Behavioral Solutions – Therapy through Dogs Center," from Moshav Beit Uziel. The center deals with, among other things, dog training; treatment of special populations with the help of dogs; and high school classes on dog training. Shuki is a dog trainer and therapist, who has been working with special populations for many years. Among his patients are teens with criminal tendencies, and incarcerated prisoners. When Shuki was contacted by the Ma'asiyahu prison, he gladly agreed to help. He has been working with the prison for nearly a year, visiting once a week, though

today he only manages to come once every two weeks. When he arrives at the ward, the prisoners are already waiting for him.

The class takes place outside on the lawn, where prisoners walk the dogs, play with them, and train them to sit and roll. About 15 prisoners participate, but the number keeps changing as prisoners are released or added. Even the prisoners with severe mental conditions who lack the energy to participate are still able to sit outside on a bench and watch their friends. At times, the dogs even succeed in getting those prisoners up on their feet and motivating them to participate.

"The connection between dogs and people with criminal tendencies is not a new one," says Shuki. "In the case of the prisoners under supervision, we try to create a good experience for them – to give them a reason to get up in the morning and leave their rooms. The activities with the dogs are conducted according to therapeutic goals. However, with the prisoners under supervision, the goals are less focused

The intent was to use the relationship with the dogs for behavioral change in the prisoners and to allow them to develop skills that could empower them and reinforce normative behavior.

A dog doesn't ask you for a character reference.



because of the complexity of the population. "The prisoners learn to talk about themselves through whatever is happening with the dogs. They talk a lot about personal issues such as their homes and lives; and the dogs become a very efficient connection point between themselves, their life and their surroundings.

"It is interesting to see who gets along with whom," says Shuki. "A man who doesn't get along with anyone manages to get along with a troublesome dog, who also can't get along with other dogs. There are guys here who have never seen a dog, and they don't allow the dogs to approach them, but sit on the side and watch. Others, who were only ever exposed to dogs in dog fights, suddenly experience an unexpected softness inside them. A prisoner who looks like a giant refrigerator sits with a tiny, cute and gentle dog in his lap, jumping on him and licking him, while he softly pets her."

## Is there any violence towards the dogs?

"No! I can say that in the beginning, there were those who would unintentionally 'squeeze' the dogs. These were the same prisoners who could nearly break your hand when they shook it. Gradually, though, they understood that they must be gentle," says Shuki.

## A Real Change

N., one of the prisoners under supervision, will be released in a few months. For nearly 20 years he has been going in and out of psychiatric hospitals. When he arrived at the prison he was, in his own words, "living on pills and injections." Today, he only takes one pill a day and participates in Shuki's class. He describes it as a stress reliever. "Because dogs are such pure souls you can learn a lot about life from them. If you want a dog to follow you, you need to give it love, not violence."

Presently, following the success of the project, Shuki and the Ma'asiyahu prison educational staff are trying to promote a rehabilitation program based on the idea of teaching prisoners to become dog trainers, or acquire a profession related to the field. "The prisoners will have the opportunity to leave prison with a profession," explains Shuki. "Such a profession will give them a good chance of reintegrating into society. Remember that a dog, unlike many humans, doesn't judge. It doesn't ask you who you are, what you are, and whether or not you've been in prison. That is why the connection is much more immediate. A prisoner finds it much easier to work and connect with someone who doesn't judge or criticize him, but who gives him a real chance."

## Goals of the Program:

- Educating prisoners to contribute to the community, by training and rehabilitating problematic dogs that would have been put to sleep if they were not participating in the project
- Enhancing resilience and self-restraint
- Experiencing and learning to cope with situations of stress and frustration without resorting to violence
- Maintaining the balance between disciplining the dog and disciplining oneself
- Providing a source of non-threatening, non-judgmental affection
- Encouraging a sense of responsibility in prisoners caring for an animal
- Providing a new subject for giving and receiving attention
- Providing a distraction for the prison routine

# A Therapeutic

*The Hermon Prison is a unique rehabilitation center with diverse individual, familial and group therapy sessions.*

Anyone visiting the Hermon Prison, the country's largest rehabilitation center, can plainly see that the work done there is nothing short of heroic. All the staff members we met with spoke passionately about a common goal: to allow prisoners who have committed crimes, turn over a new leaf in their lives. Since the prisoners at the Hermon Prison are referred to as "tenants," we chose to refer to them in the same way in this article.

This unique prison is run more like a therapeutic community. It was opened in 1998, and at present, includes a multi-professional staff of 150 people, among them: narcotics specialists, clinical psychologists, clinical criminologists, social workers, education officers, and security guards. The focus at the Hermon Prison is on improving the conditions of incarceration and restoring the tenants' dignity and self-esteem by providing them with appropriate housing conditions and an aesthetic environment.

The prison is named after Dr. Zvi Hermon, of Blessed Memory (1912-1996), who was the Israel Prison Service Commissioner, and a social worker by profession. The prison was established to serve as the Israel Prison Service's state rehabilitation center; and over the years, new divisions have opened,

focusing on specific issues in addition to drug rehabilitation. These include domestic violence, street violence, alcoholism, sex offenses and more. The Hermon Prison aims to adapt itself to the evolving social needs of its tenants and to the ever-changing realities of life.

## Proven Treatment

The commander of the Hermon Prison, Colonel Michal Barak, has held her position for a year now. She is a social worker by profession, who, among other things, was a counselor at the IDF National Security College; was in charge of the service work at the Israel Prison Service; took part in the establishment of a Command division at the Israel Prison Service and served as its first commander; served as the head of the Education, Treatment and Rehabilitation division; and until recently, served as the deputy commander of the Ha'sharon Prison – the Israel Prison Service's first rehabilitation center.

"I very much wanted to come here," says Barak, "because I believe that this place has an added value. In addition to being a prison, Hermon also has a therapeutic purpose, which is achieved through various professional frameworks; allowing the

# Prison

By the Israel Prison Service  
Spokesperson's Department<sup>1</sup>



Colonel Michal Barak: 'I believe that this place has an added value. In addition to being a prison, Hermon also has a therapeutic purpose, which is achieved through various professional frameworks.'

tenants to break free from the vicious cycle of drugs, alcohol and violence, as well as from sex offenses. The treatment the tenants receive during their time in Hermon contributes greatly to their re-immersion into society after they are released, and helps prevent their return to prison." The statistics support Barak's claim: the rate of tenants who return to prison after having been in Hermon is indeed low – estimated at just 20%.

The 600 tenants at the Hermon prison are divided into two main groups: One is a therapeutic group while the other is a drug

rehabilitation group. There is no prison guard at the entrance to the tenants' quarters, as is the custom in other prisons. Instead, a team of prison guards is in charge of every four buildings. "We allow the tenants to manage themselves as much as possible," explains Barak. "Once a month we have a 'Family Day' led by the staff. It's a significant event in terms of therapy, especially in cases of domestic violence. Additionally, once a year, there is an alumni conference, in which prisoners who have completed their therapy and were released from prison meet up. The annual meeting provides the tenants who

<sup>1</sup> The article originally appeared in Hebrew in the Israel Prison Service publication, "Ro'im Shabas."



The Hermon Prison is unique in that it is run like a therapeutic center, with a focus on improving the conditions of incarceration and restoring the tenants' dignity and self-esteem by providing them with appropriate housing conditions and an aesthetic environment.

are still in prison with hope, and a sense that the therapy they are undergoing has positive results," explains Barak.

Each tenant at the prison is required to take part in an employment or education program, selected for the tenant with his background and preferences in mind. There are also branches of various factories that operate within the prison, such as Teva Naot – a shoe company, a paper-goods factory, and a car accessory factory.

"The tenants' work routine instills in them everyday habits and discipline, which will eventually allow them to be able to live a normative lifestyle once they are released," says Barak. "This is an important and crucial element of their rehabilitation."

## Joint Spaces

Many of the tenants at Hermon specifically asked to serve their sentence there. Some

of them believed that staying there would help them get a third of their sentence taken off for good behavior. In actuality, regardless of how well they behave, the only way to be released is for them to complete their therapy. "Only the suitable people arrive here," says Barak.

"Some arrive here following a sentence, while others arrive after having spent some time in other prisons and are deemed suitable. Serving a sentence in Hermon requires each tenant to accept the complete therapy program that the medical staff decides is suitable for him," explains Barak.

Five women are in charge of the various treatments at the Hermon Prison: The head of the therapeutic field, Major Yael Sadeh; head of the alcohol rehabilitation division, Major Orly Halfon; head of the division for the treatment of violent men, Major Orly Shafir; head of the "Mifne" division for the



The education and rehabilitation at the prison focuses on teaching the patients to realize their personal potential and manage their spare time appropriately.

treatment of sex offenders, Major Osnat Guy; and the head of the education division, Major Liat Galila. Each of them is required to invest a lot of effort and thought into fulfilling their duties.

"The therapy process can last anywhere from nine months to a year," says Halfon. "At the end of it, the patients are either referred to other frameworks or are released. A follow-up program is constructed for each patient, which leads them to a normative lifestyle once they are released."

In some cases the patient is transferred from one division to another; for example, a tenant serving a sentence for a felony, who is also an alcoholic. "The transfer from one division to another is called 'joint spaces,'" explains Sadeh. "The patient is transferred according to the felony he has committed and the treatment he must receive. When the staff determines that the patient has

completed a certain process, we transfer him."

## Separating the Professional from the Personal

The staff at Beit Hatikva, the division for the treatment of violent men, tries to be in contact with the tenants' families. The families are invited to visit the prison, receive individual and group therapy, and are even offered workshops for tenants and their spouses. "It's important to remember that at the end of the therapeutic process, during which the tenants learned to cope with their problems, these men are returning home to the place where they had been violent," explains Sadeh. "We bring their home to them, turning the treatment into a pleasant, non-threatening experience."

"We check to see how they lead their lives outside of the therapy groups," says Major

Osnat Guy. "We see the tenant as a complete person, wholly; his violent parts as well as his other parts – the positive ones. The tenant learns to change with our help."

At times, though, the treatment of criminals who have committed severe crimes, is quite complex. Halfon tells of a tenant who had raped a 16 year old girl. Halfon herself has a daughter the same age, and the rape occurred at an area not far from where she lives. "I couldn't look at him," she admits. At a group session, she told her colleagues what she was going through, and gradually, with the help of the support she received from them, she managed to make the separation between her personal life and her professional life, and get back on track.

Once in a while, the Hermon Prison conducts a "Victim's Day" where the patients get the chance to confront their victims. This provides another element to the patient's self-awareness. In addition, there are also special programs conducted within the community. According to the staff at the Hermon Prison, the education focuses on teaching the patients to realize their personal potential and manage their spare time appropriately. They define it as "the best service that can be given to the patients." Such statements often raise the question, though, "why are they entitled to this?" sometimes asked by the educators themselves. Nonetheless, in a conflict between personal thoughts and the professional outlook, the latter wins.

## The First and Final Arrest

It is not only the all-encompassing treatment, but the comfort of the accommodations that conveys a message. Each cell (referred to as a "room") is occupied by only one or two prisoners, in order to prevent unnecessary friction. Galila stresses that the aim of the comfortable physical conditions is to give the tenants a sense of space. With Galila's guidance, the tenants are encouraged to take part in volunteer work, both within the prison as well as in the community.

Two of the Hermon Prison tenants who were recently released, are Shimon Shvilli and Basam Abed El-Hadi. Shimon Shvilli, 36, was sent to prison due to drug related offenses. "I'm ashamed of what I used to be," he admits. Shvilli began using drugs when he was only eleven-and-a-half. According to him, he was exposed to drugs at his school and his environment in Jerusalem. When he matured and married, he moved to a Kibbutz with his wife, where he managed to stay clean. But when he returned to the Jerusalem neighborhood where he grew up, the drugs were once again accessible and he went back to using.

"It was my choice," he says. "I wanted to use." Back then he didn't think of the consequences, and found in drugs the refuge he sought from the financial and emotional burden he was under. As a result of his drug use, he says he was also forced to steal, lie and deal drugs. Following a fight with his wife, Shvilli came to the conclusion that he had to do whatever it would take to get off drugs. "This is my first and final arrest."

When he was arrested, he begged to be sent to the Hermon Prison. "I wanted to stop the vicious cycle I was trapped in," he recalls, "and not return to another imprisonment. I knew I had a problem. I didn't know how to lead my life correctly because I was a drug addict. I knew that if I didn't take responsibility I would be serving one sentence after another, like what is happening to my friends. I came here with the will to stop this lifestyle, because I had no idea how to do it on my own."

## On a New Path

Today Shimon Shvilli is clean. At the Hermon Prison he was taught how to cope with difficulties. He says he was very impressed with how caring the prison staff was. "I saw those who had been through the process, and I saw their success," he describes. "My future is drug free. I'm willing to work hard to rehabilitate myself, my marriage and

my family. I believe 100 percent that I will succeed. Three of my brothers, who were also addicts, have now been clean for many years, and they are the ones who provide inspiration for me to change my life."

40-year-old Basam Abed El-Hadi also admits that until going through the therapeutic process at Hermon, he didn't know how to manage his life. "I was running away from myself, my home, my family," he recalls. "I was running away from reality. I was a criminal. I became addicted to drugs and I dealt them." According to him, his entire life was based on a lie. For nearly 20 years he

was a drug dealer, detaching himself from his family and his family business. This is his third imprisonment, as he would return to his old ways after each release.

The Hermon Prison saved him, he declares. The staff allowed him to understand himself. "They believed in me and saw me as a person." Slowly, he managed to restore his ability to believe in himself, after many years of living with the sense that he was nothing but a failure. "I think a miracle happened to me," he says with a smile. "After serving a full sentence, without having a third of the time taken off, I am finally on a new path."



The focus at Hermon is on improving the conditions of imprisonment, and restoring the tenants' dignity and self-esteem by providing them with appropriate housing conditions, and creating an aesthetic environment for them.

According to Colonel Michal Barak (left), in addition to being a prison, "Hermon also has a therapeutic purpose, which is achieved through various professional frameworks; allowing the tenants to break free from the vicious cycle of drugs, alcohol and violence, as well as from sex offenses."



# Israel's Cost o

According to a report from the Planning, Budget and Monitoring Division in the Ministry of Public Security, each sexual offense costs the Israeli economy an average of 39,000 NIS; violent crimes cost an average of 27,500 NIS; and murders cost the economy 2.3 million NIS.

## Financial Cost of Crime per Person

According to the Ministry of Public Security's 2011 summary, crime has cost the state an astronomic sum of 14.4 Billion NIS. Compared to 2010, this is a decrease of 5.3%. However, the financial damage caused by crime is still estimated at 1.7% of the gross domestic product.

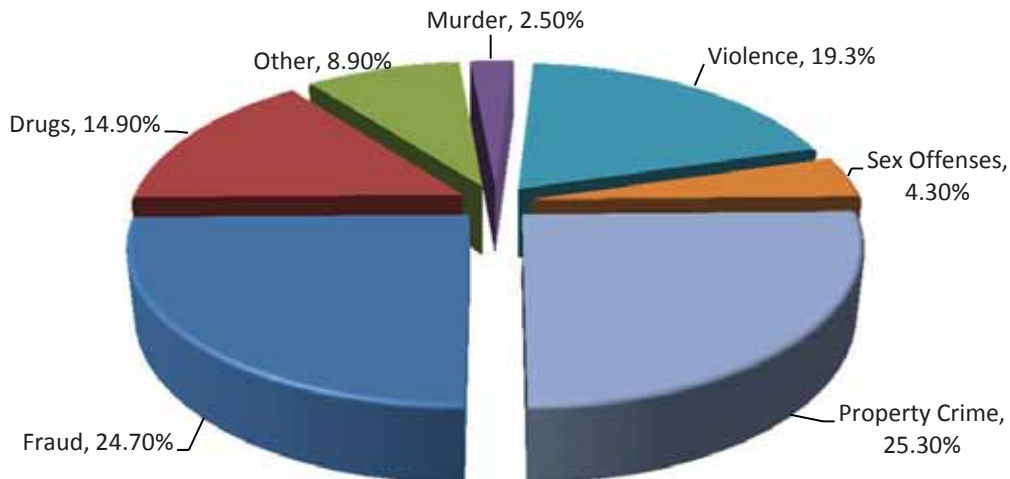
**"Crime Tax"** – This term is used to define the financial damage of crime, per person. It was estimated in 2011 at 1,842 NIS – the lowest level recorded since the Ministry began estimating the financial damage caused by crime.

**Fraud and property offenses** were the major causes for financial damage in 2011, with the two types of offenses constituting 50% of the overall financial damage caused by crime in 2011. The average financial damage of a property offense is estimated at 9,800 NIS, and the average financial damage of an incident of fraud is 6,700 NIS.

In addition to the 5.3% drop in the overall financial damage caused by crime in 2011, personal security offenses – crimes which affect the public's sense of personal security – showed a decrease of 4% compared to 2010.

One of the major factors in the decrease of the financial damage caused by crime is the significantly lower rate of violent crimes. The financial damage caused by violent crimes decreased in 2011 for the first time since 2008. It dropped 7.4% compared to 2010, when it was estimated at 2.8 Billion NIS. Despite this, the Ministry's report also indicates that as opposed to other types of crimes, the financial damage caused by violent crimes in 2011 exceeded the multi-year average from 2001-2010.

## Financial Damage according to Type of Crime



# f Crime

The accumulative financial damage caused by crime between 2001 and 2011, according to the estimate of the Ministry of Public Security, is around 177 Billion NIS. The Ministry of Public Security, like its parallel ministries around the world, considers the financial cost of crime a central factor in determining the allocation of Israel's limited public resources in an efficient way on both the national as well as ministerial levels.

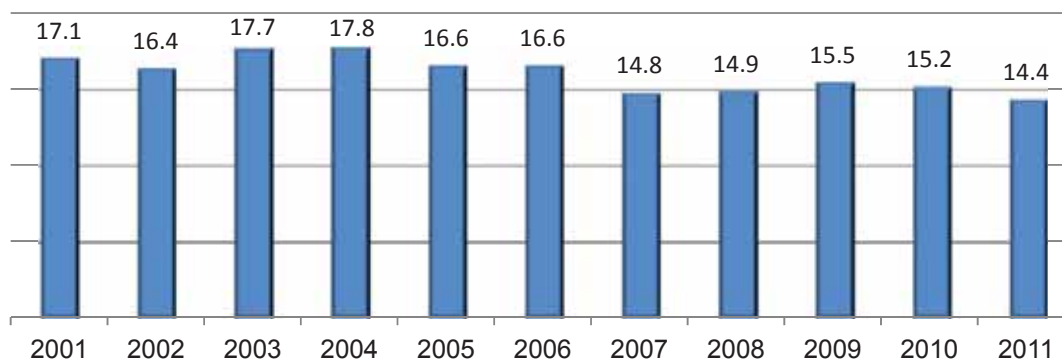
In addition, the financial cost of crime also has great socio-economic significance. Much like the "risk premium" for terror risks, the fight against crime and the reduction of the financial damage caused by it must also be assigned an economic value. By increasing

the fight against crime and consequentially diminishing the financial damage it causes, it is possible to improve other areas of the Israeli economy as well, and help create much needed infrastructure for the growth of the economy.

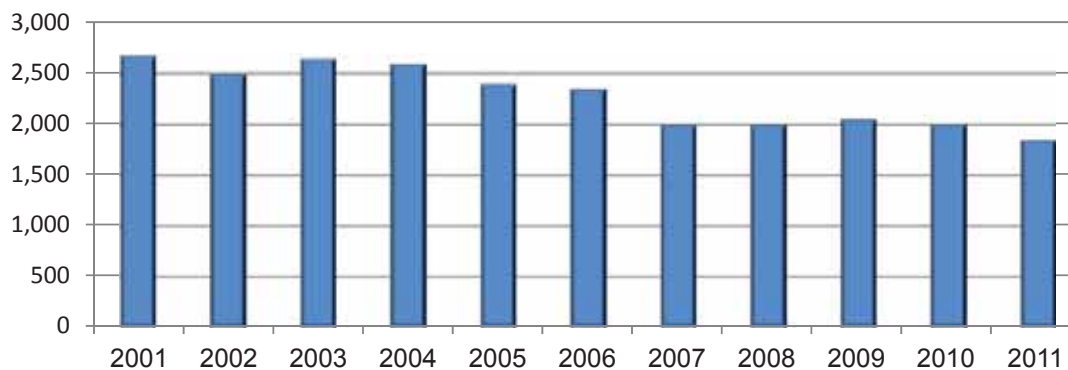
In light of these statistics, the national planning in general, and public security planning specifically, should be based on:

- National preference to the field of public security
- The continued enhancement of preventative and law enforcement activities in the traditional areas of crime, with particular emphasis on personal security offenses
- An analysis of the criminal phenomena and the types of offenses that cause significant financial damage, such as fraud; as well as a plan of action and a focused effort to end such phenomena

**Financial Damage caused by Crime (in billions of NIS)**



**Financial Damage of Crime per Person (in NIS)**

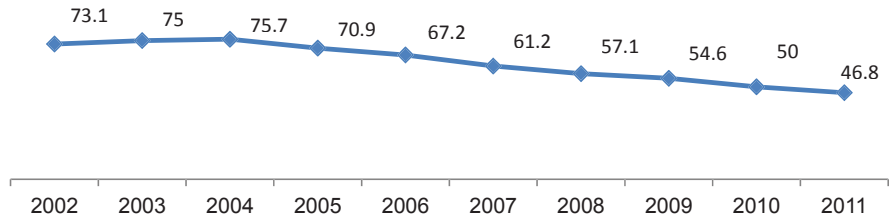




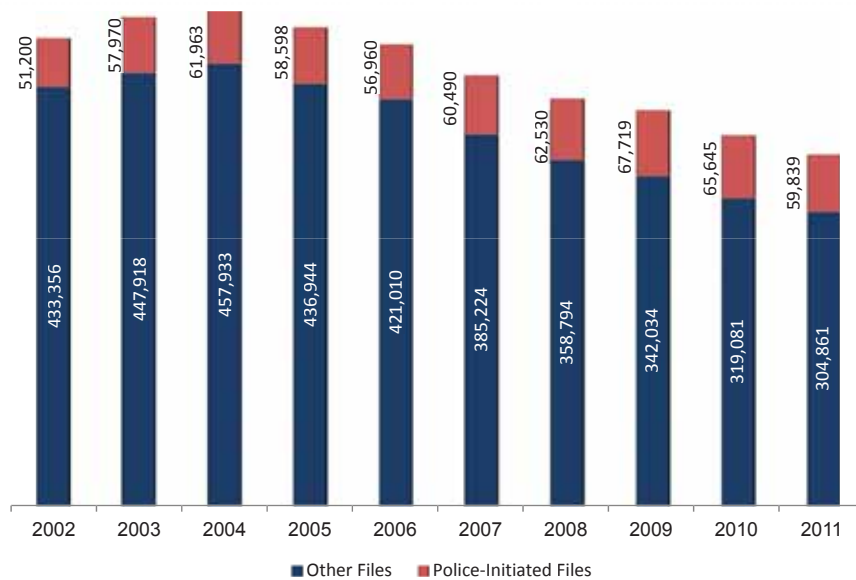
# Crime in Numbers

## Israel Police Figures from the Ministry's 2012 Annual Report

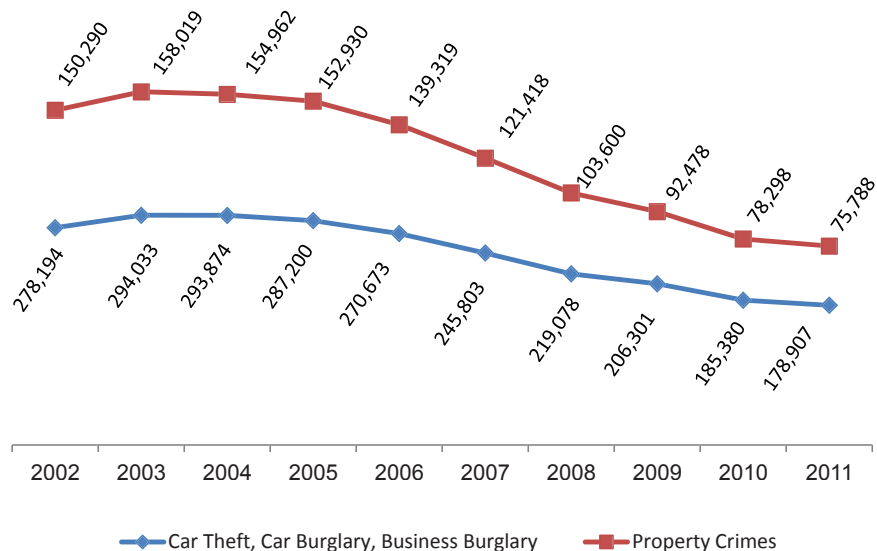
### The Rate of Crime per 1,000 People



### Reported Crimes



### Property Crimes



State of Israel



Ministry  
of Public Security

# The Ministry of Public Security

## Our Vision:

To bring about a significant improvement in the personal security, sense of security, and community security of the citizens and residents of Israel; to create a law abiding society and to reject violence and crime – all in order to provide a higher quality of life for the citizens and residents of the State of Israel.

## Our Mission:

To be the primary arm of the Israeli Government responsible for law enforcement; combatting crime; safeguarding lives and property; maintaining public order and protecting the public from terror attacks; incarcerating criminals and rehabilitating them; protecting witnesses (under the Witness Protection Authority); preventing violence and delinquency in society; prevention drug and alcohol abuse; preventing and extinguishing fires; and overseeing firearm licenses.

[MOPPS.gov.il](http://MOPPS.gov.il)