

INNOVATION

EXCHANGE

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



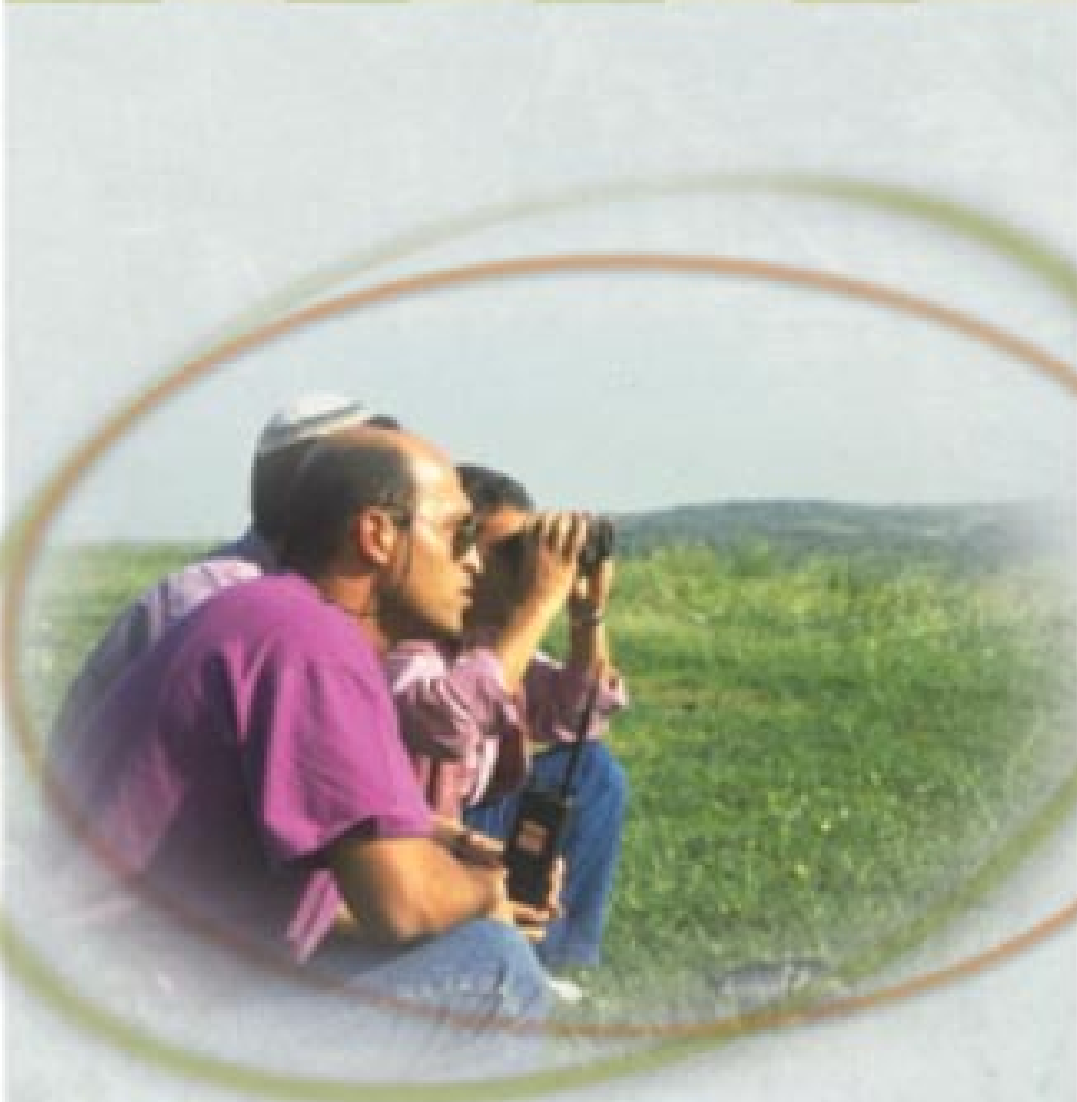
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Naomi Shapira — Managing Editor

Ruth Geva — Editor

Judith Rudman — Copy Editor

Nahum Steigman — Translation

Studio Mira Kedar — Graphics

Photography: Communications Division, Community and Civil Guard Dept.,
Israel Police;

Spokesman's Office, Israel Prison Service

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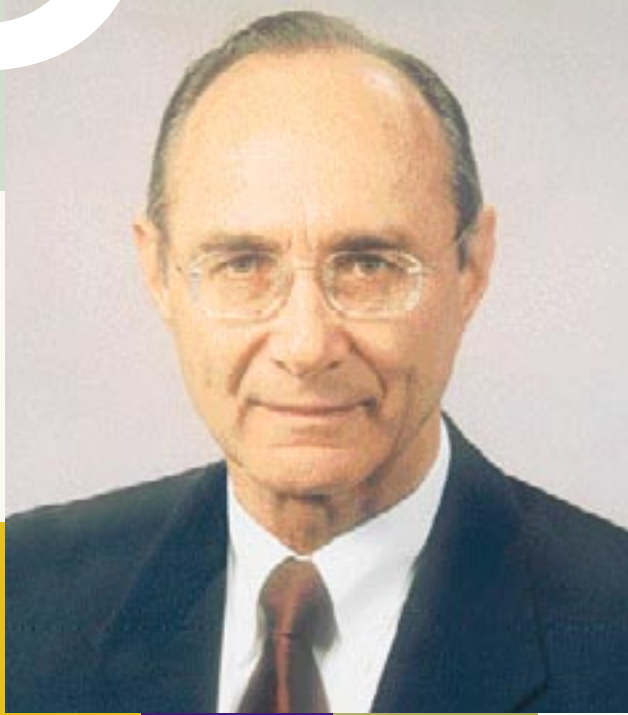
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UZI LANDAU

MINISTER OF PUBLIC SECURITY



Dr. Uzi Landau was appointed Cabinet Member and Minister of Public Security in 2001, after the last general election.

Minister Landau holds a Ph.D. degree from MIT in Transportation Systems Analysis, after having received his undergraduate and M.Sc. degrees in Systems Analysis from the Technion - Israel Institute of Technology in Haifa, where he also lectured.

Since 1984, he has been a Member of the last five Knessets (Parliaments) as a representative of the Likud Party, and since 1994, the Chairman of the Likud Policy Committee.

Dr. Landau has served in a variety of senior parliamentary positions: as Chairman of the Operations Committee and of the State Control Committee; Chairman of the Foreign Affairs

and Defense Committee, and of the Subcommittee for Soviet Jewry; member of the Economics Committee and of the Immigration Committee; Chairman of the Knesset delegation to the European Council, and as a member of the delegation to the Madrid Peace Conference.

Minister Landau has also served in various public offices - inter alia, as the Undersecretary of the Ministry of Transportation, as a member of the Board of Directors of El-Al Israel Airlines, of the Israel Port and Airport Authorities, as well as on the Board of Israel's Society for the Protection of Nature.

Dr. Landau was born in 1943, in Haifa. He lives in Ra'anana, is married and has three children.

SHLOMO AHARONISHKY

ISRAEL POLICE COMMISSIONER



Commissioner Aharonishky was born in Israel, in 1947, at a Northern Galilee kibbutz.

After serving with the Israel Defense Forces from 1966 to 1981, filling various operational positions in the Engineering Corps, he was recruited into the Israel Police as the Commander of the Bomb Disposal Division. During these years (1981-1989), he expanded the Bomb Disposal Division, founded its Training School, and initiated international cooperation between the Israel Police and other bomb units around the world.

After serving with the Bomb Disposal Division for seven years, he was appointed Commander of the Southern Negev Sub-District (1989-1993), the Commander of the Central District (1994-1997), and thereafter, of the densely populated Tel-Aviv District (1997-2001).

Minister's recommendation, he was appointed by the Knesset (Parliament) to be the Israel Police Commissioner, a promotion to the rank of Inspector General.

Commissioner Aharonishky holds a B.A. degree in Social Sciences and is married with two children.

"I intend to put an emphasis on the systematic response to violent behavior, which has become part of our culture.... Another area of emphasis will be on organized crime... to which we must re-orient and multiply our already successful efforts. A third important objective is to decrease youth offending, for we must take responsibility for the youth, who are the future of our society...."

(from an interview in Marot Hamishtara, the IP Journal, March-April, 2001)

In January 2001, upon the

ORIT ADATO

COMMISSIONER OF THE ISRAEL PRISON SERVICE



Commissioner Adato was appointed to her present post in 1999, by the Knesset (Parliament) upon the recommendation of the Minister of Public Security.

Ms. Adato came from the Israel Defense Forces (IDF) where her last post was Head of the Women's Corps, holding the rank of Brigadier General. Since 1988, she has held a variety of senior command posts, including Commander of the Basic Training Base and Commander of the National Training School for Women Soldiers. During her service, Commissioner Adato put great emphasis on the absorption of new immigrants into the army – especially those young women hailing from Ethiopia and the former U.S.S.R.

Commissioner Adato has also been active, voluntarily, in various organizations promoting the advancement of women in society, as well as advancing Israel-American relations. Since 1998, she has been a member of the Prime Minister's Committee for the Advancement of Women in Society and in 1999, took part in the Israeli delegation to the UN on the subject of women's rights.

Ms. Adato holds an M.A. degree in Political Sciences from the University of Haifa, after completing her undergraduate studies in Education Administration and Israel Studies. She is also a graduate of various IDF courses and of the National Security Staff College.

Commissioner Adato was born in 1955 in Israel, is married and has three children.

SIXTY-TWO GRADUATE FROM THE FIRST BASIC CRIME PREVENTION COURSE

RONEL HARMETZ - COMMUNITY AND CRIME PREVENTION DIVISION,
MINISTRY OF PUBLIC SECURITY



"Oz" the National Crime Prevention Council's mascot

At the conclusion of the course: Praise and encouragement

The Ministry of Public Security's National Crime Prevention Council completed, in June 2001, a two-week intensive training on crime prevention. The participants included headquarter staff members of the Ministry's Community and Crime Prevention Division, the coordinators of local Crime Prevention Councils from various municipalities, and representatives of the Community and Civil Guard Department of the Israel Police.

The course included such subjects as: theory and practical implementation principles of

crime prevention; surveying risks, crime auditing and crime mapping; crime prevention through environmental design; the use of technologies in crime prevention; multi-agency partnerships and mobilizing volunteers; planning, budgeting and evaluating crime prevention efforts.

Special invited guest lecturers from abroad shared their expertise. Mr. Daniel Gilmore, Director of the Virginia Criminal Justice Services, and Sgt. William Hartung from Howell Township Police in New Jersey, provided



their input on applying various crime prevention strategies and techniques, discussing the possible outcomes, and even the pitfalls, of which one must be aware.

Criminologist and senior practitioners alike provided the course with input on theoretical, research and implementation issues.

At the graduation ceremony,

Minister Uzi Landau, the senior staff of the Ministry, as well as the Police Commissioner, honored the graduates with their presence. The Community and Crime Prevention Division is planning to hold further training courses for its graduates – including advanced and refresher crime prevention courses on special subjects.

SEXUAL HARRASSMENT — A KEY ISSUE FOR THE COORDINATOR FOR THE STATUS OF WOMEN IN THE MINISTRY

NAOMI SHAPIRA, HEAD DIVISION OF INFORMATION SERVICES, MINISTRY OF PUBLIC SECURITY AND MINISTRY COORDINATOR FOR WOMEN'S STATUS ISSUES

In 1996, the Civil Service Commission established the Division for the Advancement of the Status of Women in the Civil Service, under the directorship of Attorney Rivka Shaked. From then on, the Division pursued various modes of activity to achieve its objectives, one of these being legislation. It secured, for example, an amendment to the Equal Rights for Women Act, which obligated Civil Service managers to ensure the appropriate representation of women at all levels of appointments, including management levels, as directors and members of all boards and councils, as well as in tender committees. Each government ministry and public body concerned with appointing personnel, is subject to this new legal requirement, and is responsible for its enforcement and for maintaining oversight in the way it is fulfilled.

The Division has appointed 80 Women's Status Coordinators, to represent its aims and interests in every ministry and subordinate agency. It is the task of the Division to direct and guide its coordinators' work and to provide them with training and instruction programs on all issues relating to women's status, equality of opportunity, and empowerment. Additional responsibilities of the coordinators are to see that the Sexual Harassment Act is properly implemented within their agency, and to take measures to deter domestic violence.

The coordinator organizes training and prevention workshops for all employees



in the Ministry, and especially, for women - training in empowerment skills, emphasizing the ability of a woman to assert herself and to say "No". Furthermore, the coordinator acts as a liaison between complainants and the Civil Service Unit which deals with the criminal, civil or disciplinary procedure regarding sexual harassment.

The Coordinator for Women's Status also participates in all meetings and training courses regarding domestic violence, and when necessary, assists in referring employees to the agencies dealing with the prevention of spouse abuse.

ISO 9002 RECEIVED BY THE BUREAU OF THE CHIEF SCIENTIST

The Bureau of the Chief Scientist at the Ministry of Public Security, has recently been certified with the Quality Management Standard ISO 9002.

The certification was granted in accordance with the Standards Institution of Israel procedure, and is subject to the continuous maintenance of the quality management system and the follow-up surveillance performed by the Standards Institution.



T

THE MINISTER OF PUBLIC SECURITY PRIZE FOR R&D GOES TO INVENTOR OF NEW MOVEMENT DETECTOR

NAOMI SHAPIRA, HEAD, DIVISION OF INFORMATION SERVICES,
MINISTRY OF PUBLIC SECURITY

The research that was awarded the Minister's Prize for R & D this year, offers an innovative solution to the problem of detecting motion within a video camera's field of vision, by means of a new configuration for real-time movement detection. This project was developed by Boris Lichterov, in the Department of Electrical and Computer Engineering, Ben-Gurion University of the Negev.

The solution has been achieved by redesigning digital hardware – specifically, the architecture of the individual chip. The new chip can also be integrated as a processing unit into the image detector itself. Using these 'smart' detectors, a camera was built that will constantly scan its field of vision and emit a warning signal, only when something moves within this field. These cameras will be much cheaper than existing instruments, so that more extensive camera networks can be installed, allowing for one that can be controlled by a single central computer or by an

individual observer. By emitting a signal to the observer, only when movement has been detected, a big reduction in the strain on the observer is achieved, and he/she will easily know exactly where the movement has been detected. In practical application, a large number of cameras can be linked up together, each one covering a different area, and the system can be set up to send its warning signal when only one camera detects movement, or when several cameras detect such a movement. Thus, few observers can cover extensive areas within a building or in open spaces, and do so, with maximum reliability. It takes movement in just a single pixel, to activate the warning signal.

Another major advantage of the new system is that it sends a picture, making it much easier to identify the moving object. For night work, the system works just as well with infra-red cameras.

Compared to a closed-circuit

television system, the new system saves money on the installation of cameras; it saves on observer and patrol manpower; and it solves the problem of surveillance in inaccessible places. Image-identification software (e.g., vehicle license plates) can be combined with the new system, to provide a complete solution to most surveillance problems.

P POLICING A MULTICULTURAL SOCIETY – A CONFERENCE IN JERUSALEM

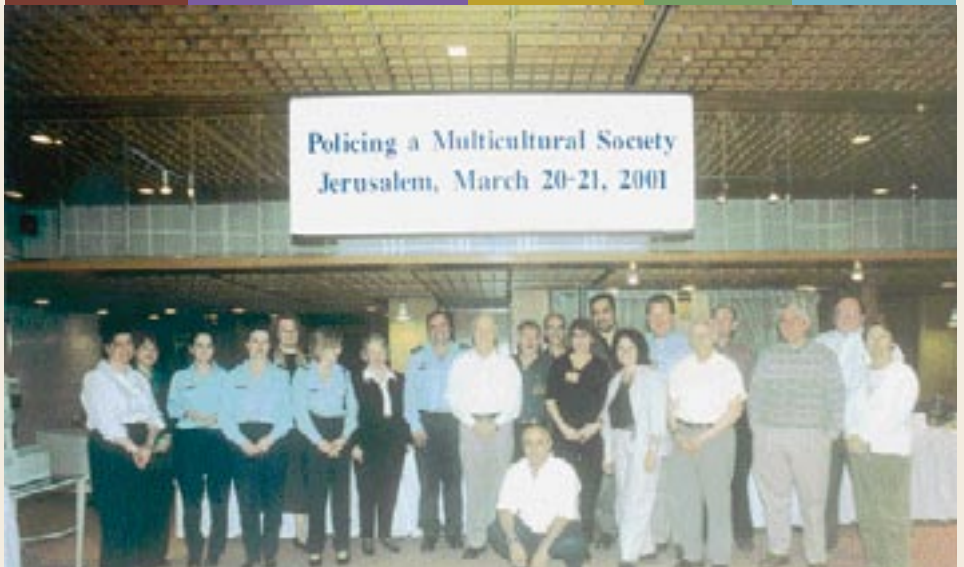
COMMANDER DR. PINHAS YEHEZKELI, INSTRUCTOR, NATIONAL SECURITY ACADEMY

In March 2001, a three-day conference was held in Jerusalem on “Policing a Multicultural Society”, co-sponsored by the Ministry of Public Security, the Israel Police, and the National Institute of Justice at the US Department of Justice.

In order to learn from countries that have experience with policing in a diverse society, the Israel Minister of Public Security, the Police Commissioner and the Chief Scientist of the Ministry, took up the challenge to host an international conference on the subject.

More than ten researchers from the U.S.A., Australia, Canada, the UK, Germany, South Africa and Israel presented papers and participated in the exchanges.

During the meetings, various problems were presented, and discussions ensued - all emphasizing the special conditions presented to the police, when facing people from different religious, cultural and ethnic backgrounds. The program included site-visits that were organized by the Israel Police, in order to demonstrate the specific



models used to provide services within multicultural populations.

The group visited the Old City of Jerusalem - a conflict-area for people from all religions and cultures, which needs very special and delicate policing styles, in order not to exacerbate the already unstable situation. The participants also visited an ultra-orthodox Jewish neighborhood in Jerusalem, as well as the mixed Jewish-Arab city of Jaffa, and a neighborhood where foreign workers live and

congregate in Tel-Aviv.

One of the main points that was revealed in this gathering was the resemblance of law enforcement problems around the world. It was interesting to discover that police in western countries, even though their societies may seem quite different, face very comparable problems and try to work them out in a similar fashion. It is all the more important, therefore, to learn from one another.

THE BORDER GUARD: MODEL 2000

CHIEF INSPECTOR LIAT PERL, SPOKESWOMAN, BORDER GUARD COMMAND, ISRAEL POLICE

Historical Background

In 1951, a sharp increase in enemy infiltration from neighboring countries, into Israel, overwhelmed the resources of the Border Unit, then part of the Israel Defense Forces – IDF (the army). It was decided to transfer responsibility for guarding Israel's borders to the Israel Police (IP). In 1953, then Prime Minister David Ben-Gurion authorized the establishment of a separate Border Guard within the IP.

After the Six-Day War in 1967, and the capture of Judea, Samaria (West Bank) and Gaza areas (also known as the Administered Territories), Border Guard units were deployed in these areas. Along with other security units, it bears operational responsibility for security to this day, under overall IDF command. In 1974, following a series of terrorist attacks in Israel, the government decided to give the IP responsibility for Israel's "internal security" (i.e., anti-terrorist activity) in addition to its conventional policing duties. The Border Guard assumed operational charge of this new function.

With the outbreak of the "Intifada" (Arab uprising) in December 1987, the Guard had to cope with a succession of riots and public order disturbances.



New units were established for Judea, Samaria, Gaza and Jerusalem, and also a new undercover unit, designed to catch and thwart wanted terrorists, and to prevent terrorist attacks against Israelis.

With the beginning of the peace process and the IDF's redeployment outside the cities of the West Bank, the Border Guard was put in charge of the combined patrols conducted together with the Palestinian Police, and given operational charge of securing the new borders with the Palestinian Authority.

Border Guard Functions

The Guard, comprising one third of all IP manpower, is the IP's specialist operational arm for all aspects of internal security, including: combating terrorism, securing borders, maintaining civilian safety in the Administered Territories, conducting combined patrols with the Palestinian Police, handling public order disturbances, fighting agricultural sector crime, and guarding sensitive facilities and installations.

Border Guard troops are divided into 35 companies. The Border



diverse, recruiting 12% of its personnel from Israel's Druze, Bedouin, Christian, Circassian and Muslim communities.

Since the Border Guard Police is a venue for compulsory national service, many new immigrants are also part of the force. Some of the members have left their parents in far-away countries upon immigrating to Israel, and do not have families to look after them. Special integration programs are set up for these recruits in order to provide them with a feeling of home within the force.

Guard's area of operation comprises Jerusalem, all the State's borders (in particular, the border with the Palestinian Authority), and inside the Administered Territories. The companies' main methods of work - when not engaged in riot-control - are mobile and foot patrols, manning observation and check points, and the use of ambushes.

General Data

The Border Guard is directed by a National Command headed by the Border Guard Commander, who answers directly to the Commissioner of Police. Operational responsibility is in the hands of six area commands, divided geographically:

Jerusalem, Northern, Southern, and Central Districts, Judea & Samaria, and Gaza. Each command, contains specialist units, trained for the specific tasks the command has been given. There are also two specialist nationwide commands, a training base and The Special Weapons and Anti-Terrorism (SWAT) Unit.

Guard personnel are from varied backgrounds: it recruits both men and women, and its officers, NCO's and other ranks are both regulars and men and women on compulsory national service (for all youths 18 years of age, after completing high-school: for males - 3 years, and for females - 2 years). It is also ethnically

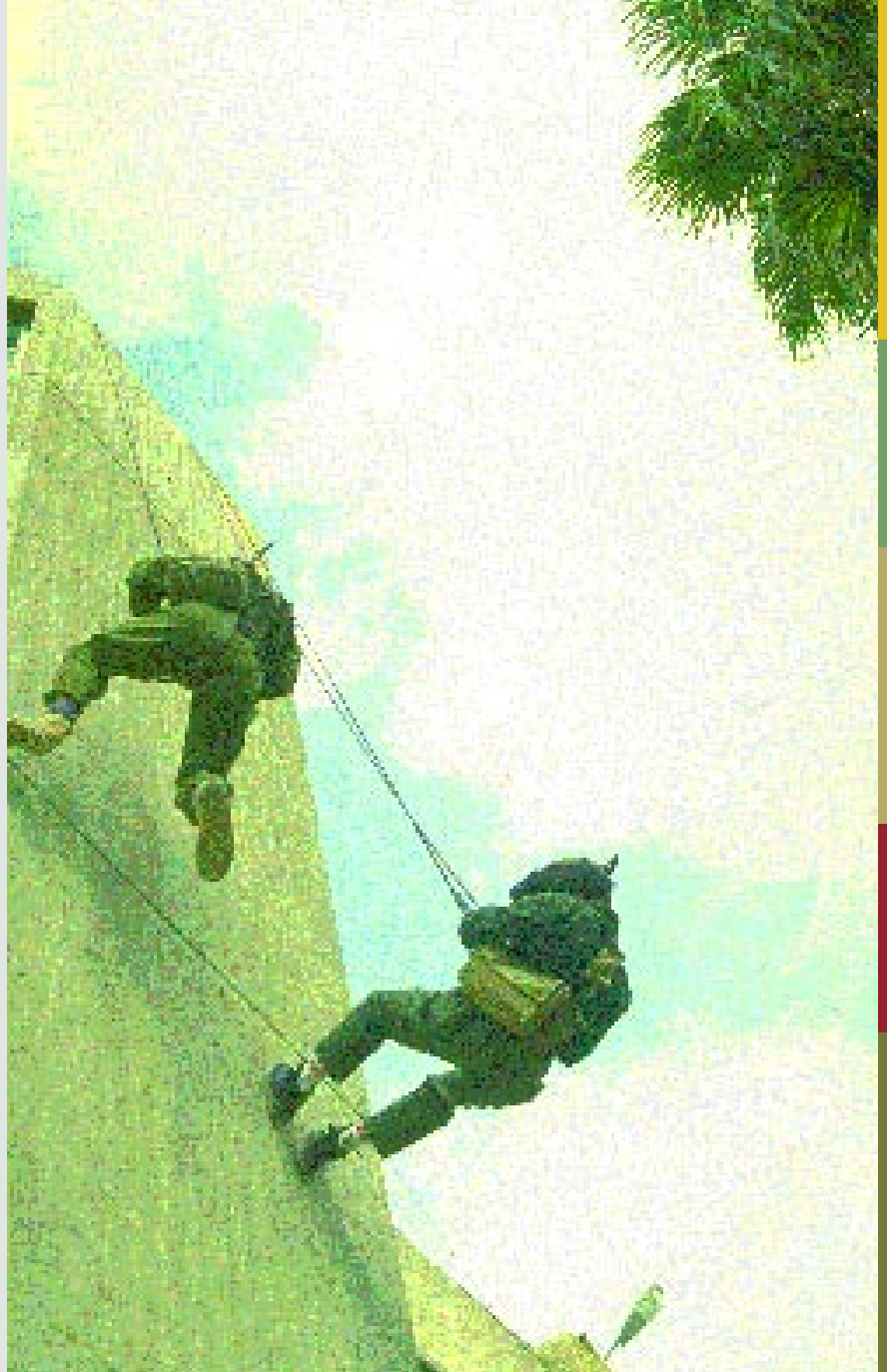
Training

Training, at the National Training Base, includes:

- basic training for new recruits;
- section commander and officer training, including in-service training and refresher courses;
- special training for combined Israel-Palestinian patrols;
- anti-terror training;
- training in the special skills the Guard requires, such as marksmanship, tracking, and conventional policing powers and duties.

Field training and exercises are conducted at the Rabin Training Camp in Mikhmash.

The Special Weapons and



Anti-Terrorism (SWAT) Unit

The IP's Special Weapons and Anti-Terrorism (SWAT) Unit is one of the leading units in its field in the world. It was founded in 1975, in order to provide an effective response to terrorist attacks, hostage-situations, and grave criminal incidents involving hostages. SWAT Unit members combine the use of special technologies and weapons with specialist combat techniques. They are hand-picked and undergo intensive and strenuous training, designed to achieve a high level of operational skill at both individual and group levels.

The Undercover Unit

The specialty of this unit is using disguise, language skills and other techniques to work undercover among non-Jewish population groups in the Administered Territories and in Jerusalem.

The Detective Unit

This is a special crime-fighting unit, run jointly by the Border Guard District Commands and the regular police. Its troops are trained to perform high-level detective and intelligence work in addition to their basic Border Guard skills.

Special Riot Control Units

Each District maintains one of these teams, trained to respond to the most serious and life-threatening security disturbances.

Observation, Intelligence, Combat, Interception and Mobility Patrols

These are special tactical border patrols, designed to gather information and intelligence using stakeouts, disguise, interception and specialized advanced technologies.

Bomb Disposal



Border Guard Bomb Disposal Units are stationed all over the Administered Territories: they locate and disarm bombs and other incendiary devices and carry out security checks of suspicious vehicles or other objects. Special 'backroom' teams work to develop and upgrade anti-terrorist equipment and techniques.

Dog Units

These units use specially trained dogs for two purposes: to detect explosives (mainly in Jerusalem) and for border surveillance and patrolling.

Rural Sector Units

Patrol units operate in rural areas on conventional policing duties – primarily to combat agricultural theft – in cooperation with local IP forces. These units are deployed across the entire country, their 'green' patrol

vehicles familiar to everyone.

Civilian Volunteers with the Border Guard

Civilian volunteers work with rural sector Border Guard units to secure rural settlements and their environs, and patrol in Border Guard jeeps. The volunteers are made members of the volunteer Civil Guard Unit of the police, which grants them certain police powers while on duty.

The Border Guard's Female Troops

Women recruits undergo exactly the same training as the men, from Basic Training through Officer Training. They take full part in all operational activities and units, including the Special Operations Units, with the only exception being that they do not operate in Judea, Samaria

or Gaza.

Border Guard Policewomen Patrols

The Guard uses its women recruits within the Israeli borders. Helping to induce a sense of security in public places, they inspect baggage and perform other regular security duties within the public transportation system, at tourist sights and in other crowded venues.

Border Control Inspectors

Another first-line role carried out by women recruits on compulsory national service, is manning border crossing points to prevent the infiltration of terrorists and enemy persons. They carefully examine passports and baggage before authorizing entry. The work requires two to three weeks of basic military training, training in police duties and a five-week inspectors' course at the Ben-Gurion International Airport. Course graduates receive a Ministry of the Interior certificate, qualifying them to continue working at this job after their release from their police service, if they so wish.

DROR — AN ELITE ANTI-DRUGS UNIT

SUPERINTENDENT HANNA NITZAN,
CHIEF PUBLICITY OFFICER, ISRAEL PRISONS SERVICE

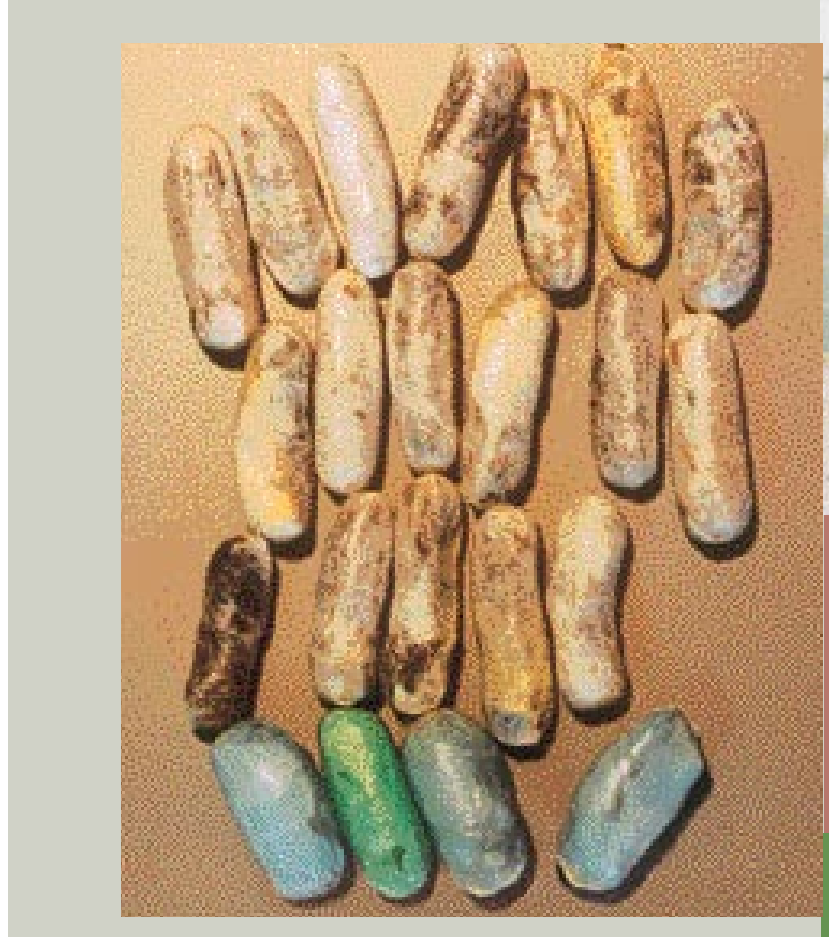
Introduction

Drug use is one of the most widespread scourges in Israeli society. Thirteen percent of all prisoners have been sentenced for drug violations and 29% more for drug-related property offenses. But drug abuse does not stop at the prison gates. In the year 2000 alone, 230 drug-related arrests of prisoners were made, all of which ended in opening a criminal file. A total of 12.5 kg of drugs were confiscated from prisoners that same year. In 1994, in order to tackle the problem, the Israel Prison Service (IPS) created the Dror Unit.

Training and Equipment

Dror is a small specialist force whose task is to stop drugs being smuggled into prisons and to detect any that do get through. The national Anti-Drug Authority funds, in part, its operations.

In addition to basic prison-officer training, Dror officers are intensively trained in search and surveillance tactics, in the gathering and analysis of intelligence, and in the nature of drug abuse and the recognition of signs of abuse. To this already intense training program, has recently been added advanced detective training, taught by the Israel Police senior detectives. Dror officers have full police powers to observe, detain and



search citizens on and around IPS premises. Its members are on permanent 24-hour stand-by and even assist in responding to and dealing with exceptional prison incidents. In 1999, they received the Commissioner's prize for their work.

Equipment and Techniques

The Unit's key resource is the information and intelligence passed on to it by IPS and Israel Police intelligence officers and collected in its own surveillance and intelligence-gathering operations. In addition, there is the intelligence received from inside and outside the

prison population. The Unit has its own intelligence analyst, who examines all incoming information, ranks its importance, and on that basis, recommends priorities for operational action. The Unit conducts numerous surprise searches and other operations, in addition to its routine work.

A second indispensable resource comes from the animal world — trained sniffer dogs. Several expert handlers belonging to the Unit operate and care for them.

In the sphere of material equipment, one of the latest acquisitions — one that points up the difficult and peculiar nature



of the Unit's work – is a special toilet for trapping drugs excreted by prisoners.

Any prisoner allowed outside the walls, on leave or for medical care or any other purpose, has very easy access to drugs. The inmates are experts in using sophisticated means, including the insides of their own bodies, to smuggle the drugs back into the prison, for use or for sale. Moreover, while Dror officers are watching them, the inmates are also learning the Dror techniques in order to stay one step ahead of the Unit.

The use of undercover observation and detective work is a grinding job, but it has proven to be effective: drug use and trafficking in the jails has lessened significantly in the last few years. In one case, Dror officers maintained their surveillance of a suspected prisoner, even outside the prison, in the hospital ward where he was being treated for epilepsy. He was discovered trying to hide the drugs he had acquired, while thinking he was unobserved. In another case, a female officer was sent in plain clothes – and eight months pregnant – to sit next to two prisoners in hospital and eavesdrop. Again, they were unsuspecting, and were caught trying to implement their plan to smuggle in drugs, on their return to prison.



The days following the Jewish and Muslim holidays, when numerous prisoners are returning from leave, are a particularly lucrative time for the Unit and during this period, it runs large-scale operations. After the last Jewish New Year, a record-breaking 313 grams of drugs were retrieved from one inmate. Altogether 1072 grams of drugs were confiscated in that operation.



Effectiveness of the Unit

The Unit finds much more than drugs in its searches and other operations. Legal and forged money, knives and other weapons, and even escape plans, have turned up in its haul. Certainly, the principal benefit of its work is in “drying up” the flow of drugs into IPS facilities. Given the very large proportion of the prisoner population who are active drug users, the Unit’s success has enormous significance for the prison system itself, but its main beneficiaries are the prisoners themselves: the less drugs are available ‘on the inside’ the more prisoners take the crucial step of opting for detoxification and drug abuse rehabilitation – available within the prison walls. Dror’s uncovering of weapons and escape plans has also prevented escapes and outbreaks of violence, and the death and injury to prisoners and prison officers that could have

come about. Dror detectives are considered experts in their field, and the prisoners have learnt to fear them.

Despite this vital contribution, the feeling exists among some of the Dror personnel, that the Unit’s work is not appreciated enough. Part of the difficulty is that the greater part of its duties lies undercover and unseen by other prison staff. Only the routine chores are carried out in the open. Some Dror officers feel that the IPS ought to invest more in the Unit, in staffing and for advanced equipment. Others also lament the lack of advancement prospects. To move up the promotion ladder, Dror detectives have to leave the Unit and become regular prison officers, where all the special skills they have acquired will not be utilized.

Former Dror commander, Ch.Supt. Albert Abuhatzeira, therefore set out to improve the

Unit’s image and increase general awareness of the important work it performs. One way to further this goal are lectures to prison-warden students at the Nir Prison Academy and to police intelligence personnel.

Nonetheless, morale and motivation in Dror Unit, as a whole, are high. The intense training and challenging work have produced a very tightly-knit and mutually supportive Unit. The members know that many prison officers would like to join Dror, and that few pass the severe entry requirements.

ISRAEL PRISON INDUSTRIES EMPLOYMENT NETWORK

MOSHE SHUKRUN, MARKETING MANAGER, ISRAEL PRISON INDUSTRIES, ISRAEL PRISON SERVICE

Introduction

The IPS Employment Service is responsible, inter alia, for providing prisoners' gainful employment and vocational training and for administering the IPS industries. The Service's primary goal is to engage inmates in useful productive work, to train and get them accustomed to workplace discipline, teamwork and organizational cultures, while teaching them personal and vocational skills, that could assist them to succeed in post-release civilian life.

In recent years the Service has reorganized and expanded its operations to make its presence more strongly felt in the Israeli business world, bringing its marketing, manufacturing and operational systems into line with the latest private-sector standards. The changes include:

- F An operations analysis, which has generated new job definitions (e.g., a "Plant Instructor" has been re-designated as a Production Manager);
- F The Service's headquarters have been relocated from IPS National HQ to a civilian office block, with the offices designed as "open-space" favored by the latest hi-tech companies;
- F All individual plants are administered from the new headquarters, thus saving considerably on overhead;
- F Quantified targets are set for

- all plants, and plant output is regularly measured;
- F All production centers have been computerized, using the latest software for operations management, human resources management, designing (AUTOCAD), and inventory management. All production centers are linked by intra-net to HQ;
- F Some plants have had the intranet-linked ISO system installed (the remainder will follow later) to further improve management methods.

Employment Service Goals and Objectives

Goals and objectives can be divided into four main areas:

- (a) Security**
Providing prisoners regular useful employment makes an important contribution to the smooth running of IPS facilities: it helps the prisoners pass the time in a positive, productive manner; it reduces tensions and increases fulfillment of the inmates; and thus, reduces the number of violent and otherwise negative incidents.
- (b) Education and Rehabilitation**
Gainful productive employment enables prisoners to express talents and skills, improve their self-image and also their image in the eyes of those around them.

To this must be added the work discipline and vocational skills the prisoner will absorb, in accordance with his willingness and ability to learn, which will serve him well on his return to the demands of civilian life.

(c) Economics

Prisoner wages per month range between NIS 500 and 3,000, depending on the type of work, the level of skill and training required, and the number of hours employed. Average income is in the NIS 800-1,000 range (\$200-250). The prisoner can either use this money for his daily expenses (e.g., purchases in the canteen), send it to his family, or save for his release. Whatever use he makes of it, the income gives him some of the dignity and status of a working person.

(d) The Commercial Environment

The size and activities of the IPS employment network depends directly on the income it generates in a dynamic and competitive free market. It faces the constant dilemma of providing prisoners no employment at all, or employment based on not very attractive terms and conditions. Its prime objective is to provide the best conditions it can for the maximum number of prisoners; therefore, terms and conditions range from the very minimal to the more satisfactory.

Types of IPS Plants

A graduated employment track is available for every prisoner. It begins with maintenance work in IPS facilities (kitchen work, cleaning, gardening, construction work) and progresses, if the prisoner meets the necessary criteria, to productive employment in IPS workshops, up to the highest category of employment – work



at establishments outside of the Israel Prison Service.

Service and maintenance work in IPS facilities is paid according to a schedule drawn up by each facility, while manufacturing work is paid from product sales income.

Some 3,500 prisoners are engaged in one of these three categories of work on any one day, of whom 1,500 will be employed in the workshops, and about 1,800 in service and maintenance.

External Employers' Workshops

Under this arrangement, a civilian businessman rents workshop space in an IPS facility, puts in his own production manager, pays all utility bills, and pays his prisoner-employees by the hour. There are currently 15 such workshops operating, producing a range of goods: clothing for Airforce Industries, footwear for "Teva Naot", disposable cutlery for "Arcal", office furniture for "Atias", home furnishings for "Futon Ha'ir", etc. In line with modern hi-tech developments, the IPS is making intensive efforts to set up a computer software production plant.

The only employer allowed into IPS facilities is one who has demonstrated his ability to ensure stable long-term employment for prisoners and to run his workshop on private sector standards, so as to prepare prisoners for external civilian working conditions.

IPS Workshops

These workshops are run by IPS managers, who are responsible for all marketing, planning, procurement, manufacturing, sales, deliveries and product design. Prisoner-employees are paid by piece-work. There are 20

of these workshops, specializing in carpentry, metalwork, textiles and printing. Altogether, these IPS workshops cover 19,000 sq.m. of floor-space and employ hundreds of prisoners. All managers are professionals, including engineers and senior technicians, with long experience in their sphere of production. The latest top-quality machinery is installed to ensure efficient production and a quality of finish to compete with private-sector products. IPS products are sold to the Israel Defense Forces (I.D.F.), Israel Police, government ministries, as well as to private customers.

IPS as Sub-Contractor

The IPS manufactures several lines of products as sub-contractor for the I.D.F. (curtains, work-clothes, bags, vehicle covers, restoration of heavy textiles). Prisoner-employees in this work are paid by the piece.

Combining Employment and Vocational Training

The IPS Employment Service purposely provides prisoner-employees top-class training facilities and equipment to help them get ready for civilian life. It offers as wide a selection of skill-training as possible, basing its choice on analyses of the labor market by the Ministry of Labor and Social Affairs. These analyses determine, on the one hand, what skills are in demand and, on the other, what skills can be taught in IPS workshops, given the socio-educational composition of the trainee population. Examples of some of the training courses offered are construction welding, computer graphics, and the use of Microsoft Office software. During 2000, 540 prisoners were trained in 30 courses, spread

over 11,300 teaching hours, at a total cost of 1.7 million NIS to the Ministry of Labor and Social Affairs, with a 79% success rate (successful completion of the course), in 11 vocational skills (tile-laying, carpentry, hairdressing, vehicle body-work, cookery, construction work, electronics, religious scribe skills, and Kosher food supervision).

Pre-Release Group Rehabilitation

The second-last stage of a prisoner's pre-release employment rehabilitation, is to work outside the prison walls with a group of prisoners, at a similar stage of rehabilitation. The outside employer pays the prisoners' wages, according to a contract signed with the IPS Employment Service. Among the types of work in which such prisoners are employed are food processing, construction work, manufacturing, vehicle repair, baking, communications and electronics.

The very last stage of employment rehabilitation is 'individual rehabilitation', when the prisoner has to find his own employer and deal himself with all the problems of being an almost-ex-prisoner looking for work in the civilian labor market.

Over the years, and in response to developments in the Israeli economy, IPS Industries has expanded and restructured itself into a commercial business, deploying the latest management skills and methods to meet both its obligations to the community and to the rehabilitation of its prisoners, combining all this with necessary obedience to the laws and rules of the market.

DRAMA THERAPY IN HERMON PRISON

NOGA GOLDRING , DRAMA THERAPIST & LECTURER, DRAMA THERAPY INSTITUTE, TEL-HAI COLLEGE

Introduction

Of about 5,000 inmates incarcerated in the Israel Prison Service, approximately 30% have violent behavioural problems, and have shown violence toward a family member. The IPS considers one of its objectives to be the treatment of violent offenders with the aid of various therapies.

Hermon is a correctional institution, specializing in rehabilitation therapies, mainly for drug-abusers and has a large, drug-abuse treatment center. It was, therefore, decided that this institution would be a suitable one for the treatment of violent offenders as well. A special section for domestic violence offenders was set up, and in 1999, drama therapy was added to the repertoire of therapies that implemented at Hermon.

Hermon provides its therapies mainly in a group format, considering that the 'therapeutic community' approach has amply demonstrated its effectiveness, especially in the treatment of rehabilitating drug addicts. For each prisoner, a therapeutic program is designed according to needs and the stage of rehabilitation reached. However, within that program, attendance at each group therapy is compulsory. All groups work according to the same format: 12-14 prisoners meet for 15 one-and-a-half-hour sessions.

Drama Therapy Assisting Drug Addicts and Violent Offenders

The idea behind drama therapy, which combines psychotherapy with the therapeutic aspects of drama and theater, is to enable patients to cope better with their inner problems and with interpersonal relations, by understanding themselves better through the development of a more firmly based self-consciousness. It makes use of movement, voice, dramatic games, improvisation, work with text, puppets, picture-cards, and masks – any method that, in the context of the patient's needs, will stimulate verbal or non-verbal self-expression.

The therapeutic goal of drama therapy is to take individuals out of the 'here and now' and allow them to turn inward into their inner selves and back from the present, into their childhood. There, they 'revisit' and re-create the 'traumatic drama' of their childhood, so that it can be worked through and treated. Drama therapy methods are based on the notion that trauma is experienced by and can be accessed through all the senses, as well as through symbols and other non-verbal images. Drama therapy's unique quality is that it operates through all the senses, and especially the non-verbal ones, and through the use of metaphor and symbols. Another of its advantages, is that it has a way of bypassing, or neutralizing, the addict's most resistant defense mechanisms, by getting beyond the denial, the shame, guilt and sense of loss, and so, to the roots of the traumatic experience. Stimulating creativity, self-

expression, imagination and metaphor, involving group members in dance and drama, rhythm and movement, allows access to materials on the borderline of consciousness, even to subconscious materials, and through this, to the therapy and liberation of catharsis.

The drama therapist is witness to recreations of childhood so painful that no words on paper can reproduce them. It is difficult to convey the agony of what the therapist sees enacted on the stage before the audience of the therapeutic group. Time after time, the linkage between childhood trauma and the adult's use of drugs, used to dull the mental pain of the repressed memories, can be observed.

Drama therapy is also part of the therapeutic program for domestic violence prisoners. For these men, the program is much more structured and focussed. The issues to be discussed and examined in the group sessions are obvious. Here too, the use of verbal dramatics together with a variety of non-verbal forms of self-expression, enables patient and therapist access to different facets of the patient's personality and mind-set.

It is believed that drama-therapy enables people to talk and communicate and to identify the problems that caused them to react violently. Through this mode of therapy, the offenders can learn to react non-violently in various situations.

It is still too early to assess the long-range results of this type of therapy. However, the short term ones show decreased violence among the offenders undergoing this treatment.

AN EXPERIMENTAL PLAY PROJECT FOR PRISONERS' WIVES AND YOUNG CHILDREN

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Background

Seven hundred men are incarcerated in correctional institutions in Israel's Southern District. Forty-five percent are married and 90% of their families are living on State income-support payments. Two-thirds of the prisoners' wives are aged 20-40, many with young children, and the majority living in severe economic hardship. Twenty-five percent of the children show serious behavior problems.

When the head of the family commits a crime and is sent to prison, his wife and children are left to cope with a heavy load of problems. The mother now

also has to function as the father figure. She has to do everything to provide for herself and her children, as well as to keep up the day to day management of the home. Usually, not well educated and with small children on her hands, any employment she can find will be part-time and poorly paid. Even with State income-support benefits, this will usually be a household living barely above, or even below, defined poverty levels. This situation leaves her very little time and energy for her children, even for basic interaction and education, let alone for fun and games.



rehabilitation is incomplete without supporting and strengthening his home and family. It is also unique in that it focuses on very young children (aged 3 to 9). The basic idea is to cultivate each family's self-image, while teaching the mothers parenting skills specific to their hardships.

The core of the project design is to bring 14 'prisoner families' (mothers and young children) once a week to the Havaya Plus Parenting Center, located in a Kibbutz (an agricultural communal village). The Center, staffed by education and welfare professionals, all kibbutz members, was established in 1996 to provide a setting for parenting projects for families with special difficulties. On this first attempt to utilize it for prisoners' families, each session of the six-week project lasted ninety minutes. Four Center professionals worked with the families during mother and child play sessions.

The project has two main objectives – strengthening self-image and parenting skills – and two main 'therapeutic instruments' – the setting and the staff.

As a setting, Kibbutz Magen with its peaceful and pastoral environment (a kibbutz is laid out rather like a rural village), with its spacious lawns and petting zoo, is perfect. There, the children can play with the animals and on a range of play equipment, and experience a variety of creative activities most have never known before. But not only the physical setting must seem desirable to the prisoner families. Most kibbutz members come from a very different social group to their own: better educated, more 'cultured', often of a different background, and

Furthermore, the wives feel ashamed and stigmatized; the children feel shame and guilt. The wives' distrust of the authorities, and the bureaucracy involved, sometimes stops them from turning to agencies which could assist them in looking for a more profitable job, or from seeking aid through the community services.

Younger children experience serious emotional problems, rooted in constant anxiety and no sense of stability. Most develop feelings of guilt, which at times lead to fear of the community and its stigmatization and labelling tendencies. They distance themselves from

potential friends. Often, mothers lie to hide the fact that the father is in prison. It is not uncommon to hear children tell their peers "Daddy's in the army" or "Dad's living abroad". The children grow up in an atmosphere of lies, which leads to flawed development and extra problems when the harsh truth is inadvertently discovered.

The Havaya Plus (translation – "Experience- Plus") Project

The Havaya Plus Project for Prisoners' Families takes the approach that the prisoner's



having a higher socio-economic status, as well.

As for the project's parenting skills objective, the key instrument is the mothers' supportive relationship with the social workers. The project gives mothers a chance to take their children out of the house, and away from its problems and difficulties, to relax and interact with them away from the usual, stressful routine. What is not generally realized, is that the mothers themselves experience a need for some play time. Through play and assisted by professional guidance, they learn how to interact with their children, and they acquire skills which can later be used for communicating with them and in solving family conflicts. This use of small groups, meeting with approachable professionals in a play setting, provides a comfortable atmosphere for asking questions and accepting help. The mothers have asked for and received advice and instruction on issues, such as bed-wetting, anger-management, coping with quarrelsome children and dealing with the unique situation of a husband returning home from prison. A conscious

effort is made to strengthen the mother-child bond.

Many projects have shown that the therapeutic method of corrective parenting, via real-life experiences, proves helpful in solving many parents' dilemmas, whether they involve their children or not.

Project Outcomes

The reactions heard from participants in conversation, after the sessions, were very positive. Many women stated that these sessions were the only time when they were truly available, both physically and emotionally, to interact with their children. This fact has implications beyond sheer pleasure: being active and creative in a productive environment of such play sessions, provides optimal conditions for being exposed to, and absorbing, a range of behavioral patterns, in the course of mother and child's interaction with each other.

Like similar projects, this one was not embraced by the imprisoned husbands and fathers at first. It did not take them

long, however, to realize the advantage of having a more independent, relaxed and well-informed wife. The new situation had a positive impact on marital relationships and, for the most part, the men found, on their release, a more peaceful home.

The women, on the other hand, took to the project from the very beginning. They were glad to find that someone was thinking of them and making an effort to help them with their daily family problems, and moreover, in such a warm, comfortable atmosphere. Strengthened by their newly acquired knowledge and confidence, the women have become less submissive and more assertive and self-sufficient. Supported by their new skills, they have more confidence to tackle their old hardships.

One of the most important advantages of this project lay in simply bringing these families together. It has created a kind of support group, where the parents can share similar experiences and emotions, and learn and draw strength from others dealing with the same difficulties.

Naturally, the six weekly sessions of the Havaya Plus Project have not magically solved all problems. But together with the Prisoner Rehabilitation Authority's many other activities and projects, all making their own contributions to the rehabilitation of the prisoner and his family, it has certainly made a difference. It is considered an unqualified success and steps have already been taken to repeat and extend it.

HAVAYA ('EXPERIENCE') PROJECT FOR YOUNG OFFENDERS

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HANNA ROTEM, PROJECT COORDINATOR, YOUTH PROBATION SERVICE, MINISTRY OF LABOR AND SOCIAL WELFARE

Introduction

Youth crime is a growing and worrying problem everywhere. In Israel, most projects aimed at the problem have taken a comprehensive preventive approach, targeting a broad population of offenders and non-offenders alike. This, however, requires a correspondingly large budget, and as a result most projects never leave the planning stage. In Be'er Sheva, a narrower strategy was adopted, targeting young people at the outset of a career in crime, aiming to "nip the career in the bud", and turn a potentially negative role model into a positive one.

We also adopted two ideas that the Israel Police has been putting to successful practice in recent years, namely, (a) using the imminence of judicial process and sentencing to persuade an offender to enter a rehabilitation program and (b) combining the resources of the police with those of other public agencies concerned with the problem and able to contribute their expertise. In this case, our two primary partner agencies were Be'er Sheva Municipality's Education Department and the local Youth Probation Service (YPS).

The Havaya Project

The project's target population was offenders aged 14-18, who were first-time referrals



to the YPS. Other criteria were: that the offense was of low or moderate gravity; that the offender admitted responsibility for the offense; that the offender was a student in one of the city's schools; that he (all project participants so far have been male) showed motivation to enter the project and meet its demands; and that his parents gave their consent to his participation. The "carrot" held out to the teenager and his parents was that the satisfactory completion of the project would be taken into account by the judge when passing sentence on the offender, or could mean the police file would be closed altogether, sparing the young man the stigma of a criminal record. In return, the obligation of the offender would be to provide some compensation for his offense to society by doing a period of community service, and

to attend regular group therapy sessions.

'Havaya' in Hebrew means 'an exciting experience': the project provided the participants a range of social activities from which to choose. These included football, free use of computer or work-out rooms, painting and sculpture classes, photography workshops, watching video films, trips and outings, etc. The other three elements of the project, were the community services, the group therapy and intensive assistance with school problems. The group therapy (one hour a week) was designed to develop sensitivity and awareness and to teach better coping skills. To help with school difficulties, external professionals, specializing in the field, were brought in. The staff assessed each participant's needs and designed an appropriate educational program, given



individually or in small groups, which ranged from enrichment classes to help in passing the national matriculation exams.

Less obvious than the above elements of the program, if perhaps just as important, were the relationships which the project staff tried to build with the participants. The staff consisted of a psychologist who led the group therapy sessions, a project leader, a coordinator of community service, and four young instructors who played a key role -- for they were the ones in regular, day-to-day contact with the young offenders. The first group of instructors were national service soldiers, from a special unit with an ethos and function oriented to community service. The second project's instructors, were students from a local college of education. In other words, the instructors were only a little older than the young offenders and were all volunteers.

All the social and group activities took place at a large specially built Science Center, equipped to provide all necessary facilities, classrooms, laboratories, sports area, etc.

Looking at the input of the participating agencies who were partners in the project, the Israel Police Southern District Youth Department gave the initial sanction for the project, set up the project together with

the Education Department, and made the final recommendations to the courts with regard to the offender's punishment. The Education Department funded and coordinated most of the project resources, including its personnel and the education enrichment program. (The young instructors and the psychologist were all unpaid volunteers.) The YPS supplied the project its participants by reviewing all its recent first-time referrals and judging who best fit the eligibility criteria and were most likely to benefit from the project's design. It also monitored the functioning of the young men during the course of the project, and helped solve project design problems as they arose. Lesser but significant contributions were made by the Municipality's Youth Welfare Promotion Unit, Be'er Sheva University's Social Involvement Unit, and others.

Project Design

The project is designed on a small-group format. To date, one group has completed the project 'curriculum' (June-December, 2000) and a second is half-way through. Each group has only ten members. The offenders meet at the project center, three evenings a week for 3 hours, for a period of 3-4 months. Their community service work is done either as a group project during one of the school vacations (such as caring for a garden at a social service organization) or

on an individual basis over the course of the school year. School assistance is arranged according to individual needs.

Interim Results

Final evaluation of project effectiveness is as yet not complete. The interim results for the first group are, however, encouraging. Despite the fact that the members of this group were in effect 'guinea pigs' for an experiment, their general attendance record was almost perfect; they completed all four project components; their attitude was cooperative; positive relationships formed both among the group members themselves, and between offenders and the young instructors; and, overall, the participants' experience of the project was clearly a good one.

At the end of the project, all the service providing bodies involved, submitted individual assessments of the performance and contribution of each participant, to the Negev Police Youth Department. Taking into consideration these reports and the gravity of the offenses committed, the court mitigated the sentence of three of the ten offenders, and the police recommended closing the files of the other seven.

Meanwhile the project continues. It is the hope of all the agencies involved - the Police, the Be'er Sheva Education Department, the Youth Probation Service and others -- that this program can be sustained long enough to merit a full evaluation of its effectiveness, not only in turning young people away from a career in crime, but in persuading them that more positive activities and relationships are possible and available.

CAN THE RIGHT EDUCATION PREVENT VIOLENCE?

A LEARNING COMMUNITY IN RISHON LETZION

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Introduction — the School's Values

The Kiryat Ganim junior high school is a pioneering school in the field of violence prevention. We consider the school a “learning community”, which means that teachers, administrative personnel, the local Community Policing Officer, parents and students all work in partnership. These days, when terror and violence seem to be ever increasing at both the national and personal level, this school has accepted the challenge of creating an atmosphere of security and safety for all who attend. Its social and educational activities are designed to take Israel's Basic Law of Human Dignity and Freedom, as a guideline.

In this spirit, the core principles, underpinning the school's work are:

- F To stimulate multi-directional communication within the school;
- F To have staff demonstrate empathy with the students and accept each student's individuality, yet not without setting clear boundaries

- enforced not by degradation, but by patience, determination and perseverance;
- F To create a support system for clear behavioral norms and firm, consistent procedures, based on the belief that there is no such thing as a bad child, only a child that is feeling bad.
- F Another essential element of the “learning community” is to create an attractive and calming physical environment in classrooms, corridors and schoolyard. We believe that the school's appearance is a crucial factor in creating a violence-preventing environment.

In sum, the positive atmosphere in the school is achieved by encouraging open communication between staff, students and parents, bearing in mind, nonetheless, that the school is an institution based on authority, distinct rules and behavioral norms, which must be accepted by all.

Strategy and Methods

- To tackle the lack of safety and security so common in schools, Kiryat Ganim is employing both long- and short-term methods:
1. **Prevention** – focusing on long-term preventive educational programs;
 2. **Intervention** – focusing on short-term corrective educational intervention.
- For these tactics to work,

students, teachers, administration, parents and the Community Policing Officer (CPO), must all work together and speak the same language, based on the principles and aims stated above.

One of our first steps in implementing this program was to distribute throughout the school a Ministry of Education questionnaire designed to measure the extent of violence. The aims were :

- a. To identify different kinds of violence (verbal, physical, property-related, possession of weapons, sexual harassment or assault, violent behavior by teachers);
- b. To get a picture of the pattern of violence in terms of location, timing, offenders and victims, victims' responses;
- c. To analyze the school climate in terms of the frequency of anti-social behavior, the students' perception of teachers' responses, and the general sense of security. For that purpose, the school also maintains a daily log of the incidences of violence in the school. (This also helps estimate the relative success of the program described below.)

The results of the questionnaire provided the school with guidelines for the preventive tactics that would be implemented.



PREVENTION TACTICS

- F Counseling and discussion bodies (composed of teachers, students and parents) were set up to formulate a school code, draw up a program of cultural activities, plan hikes and trips, etc.
- F Leisure and recreational activities during recess were implemented: computer rooms for games and preparing papers, library time, a film-screening room, tournaments on the school sports courts and pitches (directed by sports staff), students' radio network;
- F Morning discussions are held in all classes on current topics, to develop a debating culture and open up issues of urgent interest;
- F A life-skills counseling program was set-up;
- F The subject of violence deterrence was tackled creatively, in discussion panels and special activity days. Panels have included police representatives, a youth offences investigator, a hospital physician, a psychologist, education experts, and others, each presenting his/her unique view on violence.
- F Tutors were assigned to students experiencing emotional, cognitive, or behavioral difficulties. The student chooses his/her own tutor from the teaching and administrative

staff, in order to begin the relationship on a strong footing;

- F The school's program of cultural activities is used to confront both students and parents with violence prevention issues – in the form of plays and seminars followed by interactive discussion;
- F The school also tries to satisfy the students' multi-sided intellectual and creative needs:
 - Art-classes – for drawing, painting and sculpting; the students also work on decorating the school, in this way taking a part in designing the place in which they spend so many of their waking hours.
 - The school club provides a place for athletics training, dance and singing sessions (after school hours).
 - Special-activity days provide an opportunity for the specially talented to show off their skills: a 'Beauty of the World' show, for example, presented by the dance class, a singing group and an exhibition of students' art works. A choir from the Bulgarian Old Age Home (adopted by the school) also participates. On Sports Day, the school's leading team and individual performers receive

public recognition.

- F Student support groups were formed to help students deal with stressful situations, such as 'exam anxiety', and to allow them to acquire conflict management skills. These also give students a chance to acquire and exercise social-emotional skills. The school also has the services of a psychodrama therapist.
- F A student mediation forum has been initiated, with the purpose of solving conflicts through dialogue and mutual understanding. The student-mediators are impartial, there to assist the opposing parties to reach an agreement by devising a solution profitable to both sides. The mediators are trained and guided by one of the teachers.
- F To cultivate young leadership, senior students (9th graders) are assigned as tutors to younger ones (7th and 8th graders); other students are given special responsibility for computers, for the library, for the school environment, etc.
- F To encourage parental involvement, the Student Council holds an annual ceremony at which the school principal presents awards to parents who voluntarily contribute to the local



community.

- F Leadership workshops for members of the Student Council, have been setup with the help of the local government's Youth Department.
- F A peer forum (of 9th graders) is used to formulate guidance programs for drugs, alcohol and smoking prevention. The idea is that by taking on the responsibility of role models for a physically and morally healthy life-style, these students can become active change-agents amongst their fellow students.
- F Guidance for parents, from staff of the Adler Institute's Parenting School, has been available.
- F Local government authority anti-drugs officers give lectures to parents.
- F The Community Policing Officer (CPO) has become part of the school's management team and a regular feature of the school scene. In his first meeting with the students, the officer introduced himself and his role in the school system as more than just a law enforcement agent. Under the title of "A Window to the Police", the officer is available to consult with students several hours a week, or can be contacted anonymously via a mail-box placed outside his room.

He lectures once a week, in uniform, to students and parents on topics selected by the school management (e.g., physical and verbal violence, alcohol and drug abuse, ways to avoid becoming the victim of a sexual offense).

The CPO is also involved in planning and carrying out extra-curricular activities, such as a football match between the school's 9th graders and the town's police force, and taking students to participate in the town's 'Talking Tolerance' Day.

ZERO TOLERANCE FOR INCIDENTS OF VIOLENCE

The school has committed itself to a policy of zero tolerance to violence. This means, responding immediately to any occurrence of violence inside or outside school walls. The intervention always relates to both victim and offender.

Intervention Stages

1. A narrative of the event is constructed (from both the offender's and the victim's point of view) which is then analyzed, mainly in order to think of alternatives to violence as a solution to conflict. At this stage, offender and victim sometimes

work together. The CPO's role is to help with legal and law enforcement issues.

2. The two participating students must then construct a representation of the event in the form of a lecture, display, cartoon-strip or any other form they choose, to be presented to the rest of the class.
3. A 'behavior remodeling' program is then put into action, with the support of the class tutor and specially trained teachers.
4. A conversation with the CPO about legal and law enforcement aspects of the incident takes place.

Conclusions

"The child is a complete human being from the moment of birth. Israel's children of today are her citizens of tomorrow and the future of the nation. Children are not property, nor a means to some end. They themselves are the end." (From Israel's Declaration of Children's Rights)

This quotation explains why this school never relaxes its efforts, long-term and short-term, to harness all possible resources in the community and in the school, to give its students a safe and supportive learning environment. We evaluate and monitor the program constantly.

Perseverance, determination and constructive work are all applied to making a reality of the value of human dignity and freedom, which is also the source of the school motto: "Honour others as you would want others to honour you".

THE "SAFE SCHOOL" PROGRAM

COMMANDER AVI BRUCHMAN, DIRECTOR, COMMUNITY POLICE DIVISION,
COMMUNITY & CIVIL GUARD DEPARTMENT, ISRAEL POLICE HQ
CHIEF INSPECTOR AVI SHOFAR, PREVENTION & CRIME VICTIMS OFFICER,
COMMUNITY & CIVIL GUARD DEPARTMENT, ISRAEL POLICE HQ



BACKGROUND

Researchers in crime prevention, in Israel and around the world, are in disagreement as to the size and scope of juvenile offending within the educational system. Some claim that it is rising and that this increase is a direct expression of the demographic, cultural and moral changes in western societies. Violence within the schools seems also to be increasing. A research study conducted in Israel (Benvenishty, Zei'ira & Astor, 2000) reports that approximately 58% of all Israeli school children and about a third of high school students had, at some point, been victims either of verbal or physical violence. Five percent of all high school students reported having been injured by a knife or other sharp object; 28.4% of junior high students and 21.4% of high school students, reported that they had either attacked someone or been attacked. Twelve to fifteen

percent of all students reported that they had been the victims of violence (mainly verbal) by school staff. Sexual harassment was also common amongst students.

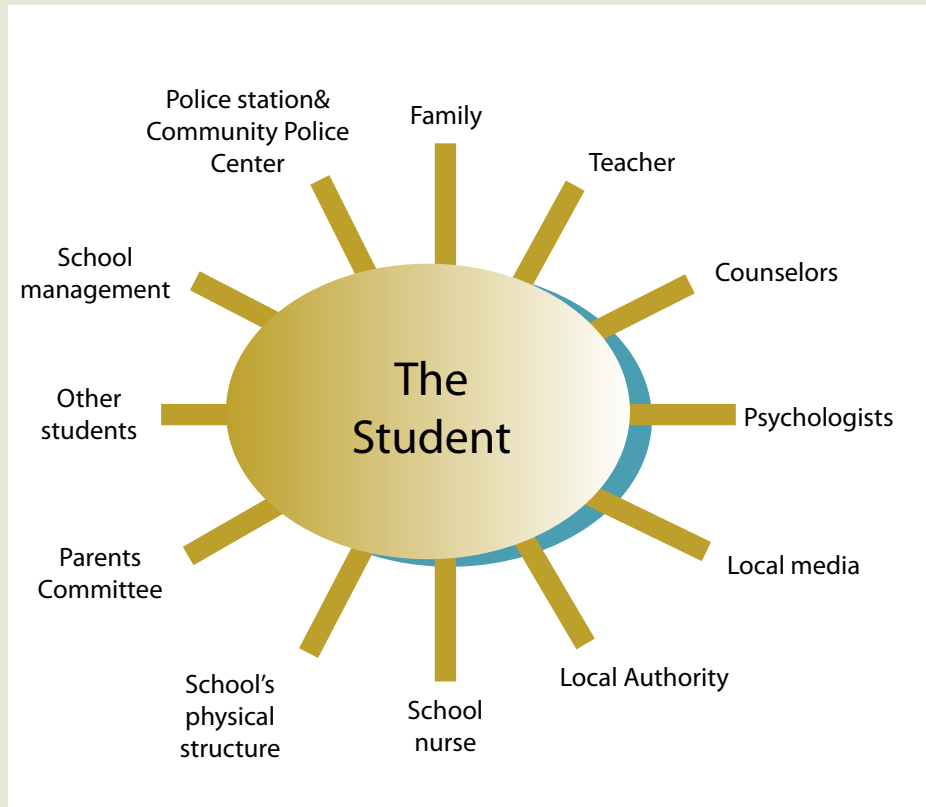
The "Safe School" program was first tested in 1997, as a pilot program in five schools and as one component of Israel's national Community Policing strategy. As the problem of violence in schools worsened, the Israel Police decided to implement the program in more schools. The Minister of Public Security, together with the Minister of Education and

Culture, took the strategic decision that the two systems they supervised would join forces to promote this project. In the 1999-2000 school year, 150 schools implemented the "Safe-School" project. In 2000-2001, 251 schools throughout the country were participating in the program, with the main focus on junior high schools.

THE PROGRAM'S BASIC PREMISES

Crime of various kinds does exist in educational institutions. It is most acute in junior high schools, but is also

Student Safety



found in both primary and high schools.

- F Juvenile offending goes far beyond school walls; this program, however, focuses exclusively on the educational system.
- F The struggle against offending can only be fought by an on-going program of expertly designed activities.
- F Dealing effectively with this problem requires the systematic collaboration of many agencies and groups (the school administration, Ministry of Education, local authorities, local media, parents, students and others within the community).
- F To implement an educational program designed to prevent, or at least reduce, criminality in schools, school managements must first acknowledge the existence of the problem and then take active responsibility for the prevention program.
- F Class tutors are the most influential agents for change with respect to students, so it is essential that they be at the center of this program.
- F A school's crime-prevention program must be based on two main lines of action: 1) giving students the relevant information, and 2) helping students develop the skills to enable them to deal with the criminal activity or violence, themselves.
- F Increasing the students' security and creating a more positive atmosphere in the school will help give them a better quality of life.

Factors Affecting

Program Goal

The goal of the collaborative program is to reduce and deter criminal activity and violence within the school walls, and to create a crime-deterrent school atmosphere, so as to increase students' personal security and safety.

Key Implementation Principles

The implementation principles derive from the program's basic premises set out above. It was decided that the program must be comprehensive and act simultaneously on four main areas of activity: drug and alcohol abuse; violence; traffic safety; and victimization (sexual, bullying etc.)

The program must be student-oriented. It uses class tutors and teachers as its main agents for

change, and combines the input of all groups and agencies related to student security. The local police station and/or Community Police Center take a central role in the program, which forms an integral component of the school curriculum.

IMPLEMENTING THE PROGRAM

Program implementation proceeds by stages:

1. A CPC officer presents the program to the school principal.
2. The program is presented to a broader forum, including parent representatives, students, the Local Authority and other bodies.
3. An action plan is drawn up.
4. The action plan is set in motion.
5. Surveys are conducted to evaluate program effectiveness.

Program Components

The program comprises 3 main clusters of activities:



a. Education in Crime Prevention

- F Teachers are trained in crime prevention.
- F Class tutors receive explanations on police policy towards minors, and on the services provided by the local Community Police Centers and the Israel Police's Youth Division.
- F Police officers supplement the class-tutors' work in the program with lectures on crime prevention.
- F School management is advised on the laws relating to young offenders and victims, and on the ways the relevant laws are enforced.

b. Special Activities

The following are some of the special activities that are implemented throughout the school year, as part of the program. Some of these are one-time activities, and some are on-going.

- F Setting up a student group/club on policing.
- F Student committees, especially for Conflict Mediation by peers.

- F Activities to improve the school's physical surroundings.
- F A campaign to explain the program to the student body.
- F Student activities at the local Community Police Center.
- F A school for parents - to enhance their parenting skills.
- F A parent-student panel.
- F Local media involvement.
- F Staging a mock trial.
- F Students giving guidance to students.
- F A combined parent-student meeting with a reformed drug-addict and a criminologist.
- F Senior students coaching younger students.

c. Cultural and Social Events

- F A Community Day, with entertainment by the Israel Police orchestra and local musicians
- F Artistic events, e.g. staging a musical on the theme of crime prevention
- F Study trips to Israel Police facilities
- F Sports day – for students and policemen
- F Competitions – essay writing, song-writing, painting
- F A school play – followed by a discussion panel

The Community Police Center's (CPC) Involvement

The "Safe School" program is a national community policing initiative, implemented and directed in each school by an officer/s from the local Community Police Center, working with the school principal. The Community Police Center is a small unit designed to act as a link between the police force and the local community. Working with the local Civil Guard unit, it organizes neighborhood projects and activities to fight crime and increase security in the community. The cooperation and participation of local residents is an essential operational principle, at both the planning level (to adapt projects to local needs and conditions) and at implementation level. Today, there are about 300 Community Police Centers deployed across the country.

CPC Training Kit for the



Safe School Program

An important component of CPC training is a kit compiled by the Community & Civil Guard Dept., in cooperation with the Investigations Division's Juvenile Crime Unit. The kit consists of background material on juvenile offending, descriptions of the program's implementation stages and the methods used to test its effectiveness. Twelve lesson formats accompanied by slides concentrate on the four main issues of the program. The kit's content has been approved by the Ministry of Education & Culture.

Evaluating Program Effectiveness

An evaluation program is being set-up to measure the effectiveness of this program after the first year of implementation: the reduction of violence, alcohol and drug abuse; the involvement in traffic accidents; and the increase in reporting to the police or school authorities regarding incidents of victimization. Two hundred fifty questionnaires have been prepared and disseminated surveying two groups: the community policing officers who are involved in the program, and the staff of the schools participating in the program. These will be used in a pre- and post- experimental methodology at the beginning and end of the school year. In addition, "focus groups" consisting of teachers,

students and police officers are being interviewed.

Meanwhile, the following are interim results of questionnaires and interviews from schools that have already implemented the program.

- F Eighty percent of the students, parents and teachers were interested in continuing and expanding the program into the next school year;
- F The police officer is perceived as a positive supporting figure within the school;
- F The lectures given by practitioners contribute to the decrease in offending, as well as to the increased sense of security, within the school;
- F The model provides a mechanism through which the various parties can coordinate and cooperate, in order to provide a better atmosphere within the school;
- F The pupils say that the police officer provides them with a

feeling of safety; that they better understand the harm that drug-abuse can cause; and that the officer provides a deterrent to pupils who cause harm and offend within the school premises;

- F The pupils have increased their voluntary community activity - in order to prevent crime and traffic offences and to provide a sense of security to elderly citizens.

CONCLUSIONS

The two key innovations of the Safe School program are that it combines all the ingredients of crime prevention and crime fighting on school premises in one program; and that it gives a police officer equal responsibility with the school principal for program implementation, leading to the officer becoming a regular feature of the school scene.

AN OFFENDER-VICTIM MEDIATION PROJECT FOR YOUNG OFFENDERS

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MINISTRY OF LABOR AND SOCIAL AFFAIRS

Introduction

As probation officers, our duty is first and foremost, to seek the young offender's treatment and rehabilitation. For it is agreed that the offender's reintegration into a normative lifestyle is of utmost importance.

Some of the obstacles we encounter in reaching this objective are:

- F The offender's and his parents' inclination to minimize the extent of the offense and the injury to the victim;
- F Their passing off part of the blame for the offense onto the victim and/or society as a whole (e.g. "He [the victim] started it...."); Some young offenders leave the courtroom with the feeling of being hard done by. Rather than shoulder the responsibility for what they did, they see themselves as a victim as well.
- F The need – for the sake of rehabilitation – to give weight to the positive elements in the offender's character and behavior, and to his real need for education and protection, as against the gravity of the offense and the punishment deserved.

We looked for a rehabilitation strategy and technique that, while giving due weight to the perpetrator and his deed, would also avoid the sense of his feeling a victim and encourage him to shoulder responsibility for the harm he has done. In 1992, we decided to start a project whereby the offender is brought face to face with his victim, in order to make an attempt at a two-way mediation.

The Be'er Sheva Mediation Process

Phase 1: Preparing the Offender
Every young offender referred to the Be'er Sheva YPS (except sex and drug offenders), is asked if he is interested in taking part in a process of offender-victim mediation. A 'yes' answer moves the process forward to testing the young man's suitability and maturity. He is considered mature if he admits involvement in the offense, and takes at least some of the blame and responsibility for the act and its consequences.

Both adolescent and his parents have a legitimate and vital interest in persuading the

judicial system to clear the young man's name and close the criminal file against him, or at least to lighten his intended punishment. This is the point of leverage in the project, with which we urge the offender into voluntarily undertaking a process of offender-victim mediation.

Phase 2: Getting the Victim's Agreement

A very tactfully worded letter (with a pre-paid reply envelope enclosed) is sent to the victim, which, while respecting his freedom of choice and the injury suffered, invites him to a process of balanced, controlled dialogue, and, at least, to a no-strings-attached question and answer meeting with the mediator. Whether the written answer to this letter is positive or negative, the inclusion of a phone number in the answer is taken as a willingness to think about the process. In that case, the mediator phones the victim in an effort to encourage him to take part in the project. If the victim agrees to meet with the mediator, the agenda, in addition to the questions and answers, is to lay out the conflict from the victim's perspective, and to try to get his consent to a mediation meeting with the offender.

Phase 3: The Victim-Offender Mediation Session

This session is always held at a venue neutral to the two parties. All persons with key roles in the conflict and its resolution must be invited; and likewise, no one with a less than key role or who is likely to obstruct the process, should be invited.

The mediator makes the

opening statement (objectives, procedural rules, introductions of participants, etc.), and clarifies the central function and importance of the process. The victim is asked to make his statement – facts, results, his desires and needs, etc. – for the perpetrator to hear. When finished, the mediator summarizes what has been said, both to endorse its validity and to forestall any destructive outburst. The perpetrator then makes a statement – the facts as he sees them, results, desires, needs, etc. – for the victim to hear. Again, the mediator summarizes. All other parties are invited to ask clarifying questions and make statements.

The object of this phase, is for all to listen and hear, even without agreeing with what is said.

Phase 4: The Mediation Agreement

The parties are asked if they want to draw up an agreement together, to try to repair the damage done and the bad relations caused. If not, they are asked to clarify why not. If the answer is "yes", each is asked what he would like to get from and give to the other. The agreement is formulated in the parties' own words – to show how each perceives the damage done – and practical reparations are specified. The mediator writes up the agreement and reads it out. Each party is invited to sign it and is given a copy. The original goes to the judicial authorities, to be given legal and official sanction.

The transition that occurs from

round-table discussion and mediation process, to drawing up a practical agreement, obliges the parties to sharpen their thoughts and chose the words, which will commit them to the agreement.

Phase 5: Follow-up and Reporting to the Judicial Authorities

Whether the mediator has an agreement in hand or not, he must send a written report on progress achieved, to the authorities: either to the police, recommending or not that the file be closed, or, if the case has already reached the courts, to the court with a recommendation regarding the sentencing. The report must contain: (1) a description of the offense and the victim-perpetrator conflict, (2) a description of the damage done (an impact statement from both sides), as each side perceives it, (3) an account of the mediation process and its results. It may contain any other relevant document, e.g. record of reparations payments or activities, letter of apology, etc.

An Example of a Mediation Process

The following description, is of one of the hundred or so mediation processes, which the Be'er Sheva YPS has conducted, over the last seven to eight years.

(1) A Description of the Offense and the Victim-Perpetrator Conflict

Seven high school students spent the night before the school's end-of-year party, spray-painting

the school walls with the symbols and slogans of a satanic cult, including the name of the principal and a senior teacher paired with the word 'death'. They cut a main electricity cable and opened a window into the principal's room and left a dead cat on her chair. All this was discovered the next morning by staff and students, when they arrived for the celebrations. Until then, relations between the seven students and the principal and senior teacher had been unproblematic.

(2) A Description of the Damage Done As Each Side Perceived It

The principal felt herself disgraced in the eyes of staff, students and parents. The school's name was disgraced, and physical damage occurred. For the local Board of Education, the incident was "educational bankruptcy" and totally unacceptable. As for the seven students, a criminal police file was opened and their whole life turned upside down. Their families were in an uproar, all the offenders were expelled from school and had to find new schools which would accept them; they lost daily contact with their old friends; their involvement in criminal acts was entered on their school certificate.

(3) An Account of the Mediation

Process and Its Results

The participants in the mediation process were the 7 students and their mothers, the school principal and the Chairperson of the Board of Education. All consented to a mediation process with the aim of finding a way to talk directly, frankly, and with an open mind with the other party, and move on from the incident in a positive manner. The dialogue was painful and emotional. The students said that they wished they could erase that night from their lives. They accepted that they had chosen to do what they did.

The meeting set in motion a process of regret, and asking and receiving forgiveness, which is still going on and whose results cannot yet be evaluated. The YPS recommended to the police that the file be closed, to allow the continuation of the process to be handled by the educational system, the students and their parents, without the intervention of the law enforcement system.

Intentions for the Future

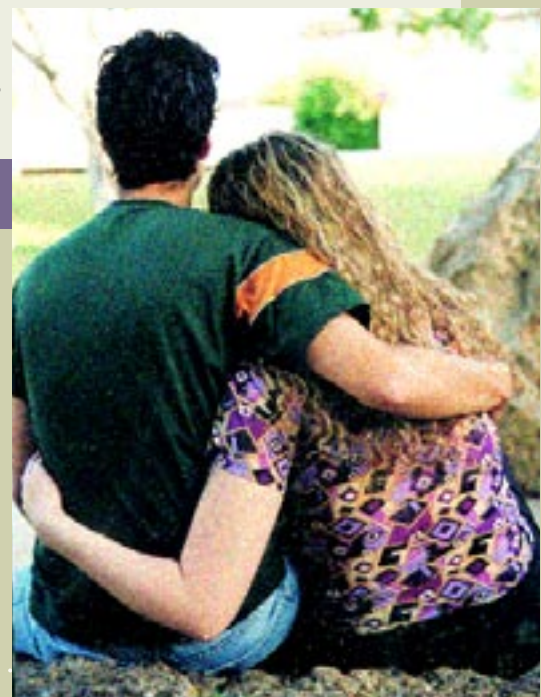
We feel that the use of a mediation process meets three of the public's specific expectations regarding offenders and their acts: that public security be improved, that young offenders should pay for their offense and that a method should be found

to reintegrate them into law-abiding society.

A victim-perpetrator mediation process accomplishes four things:

- F It settles conflicts by handing the 'ownership' of the offense and the responsibility for dealing with it, to the offender, to the victim, and to their communities.
- F The exercise of non-punitive restorative justice retains a place for the offender in the justice process and demands that he take responsibility for repairing the damage done, as far as possible. It also teaches him to show more concern for others.
- F This is a form of justice that invests its energy in building a future, not in serving the past.
- F The mediation concept adds a new instrument to the law enforcement system's repertoire and so, increases its flexibility of response.

The mediation concept is now being extended from Be'er Sheva to other parts of the Southern District and eventually it will, most likely, be instated nationwide.



WATCHING OVER ZION : THE CCTV PROJECT IN THE OLD CITY OF JERUSALEM

RUHAMA HAMMER, JOURNALIST, "MUGAN", TEL-AVIV



Introduction

The Old City of Jerusalem is a very old city indeed. From the medieval high stone walls that hem it in, you look down on a mazy warren of lanes, containing open markets and stalls, and steeply-stepped alleyways built for the time when men, women and children went everywhere on foot and carried their heavy goods on their own backs or on donkeys. No car can get in and no observation point has an effective field of vision for more than fifty meters in any direction. Its densely-packed two- and three-storey houses are home to a permanent population of 32,500 Moslems, Jews, and Christians. Tens of thousands more from all over the world visit the old city every week, to visit the three religions' holiest shrines. Stabbings, motivated by religious-political hatred, as well as thefts and pickpocketing in crowds, have made this area problematic to police.

Solution by Camera

In response to a spate of knife-murders and attacks, the Ministry of Public Security and the Israel Police decided, in 2000, how a network of surveillance cameras could assist in upgrading security. Two hundred eighty Baxall color cameras (reduced by budgetary constraints from the five hundred that would have been ideal), some also equipped for sound recording, were installed along the Old City's lanes and alleyways. Given the poor lighting of the Old City at night, the Ministry at first intended to use black-and-white film with high light-sensitivity. However, this would have deprived the police of identifying data, such as color of clothes and hair, and so color cameras were ordered, and the street lighting upgraded at the darkest and most crucial spots. The cameras' transmitting speed of 12.5 frames per second gives a clear, sharp image. Twelve of the cameras are also equipped

with remote-controlled zoom capacity.

The addition of digital sound-recording capacity (DVR-4200 from March Networks of Canada) was necessary to enable observers to tell if a man running and shouting is a jogger doing breathing exercises, or an assailant working himself up for attack by screaming religious slogans. Four cameras can be linked up to each recording point, and in emergencies the

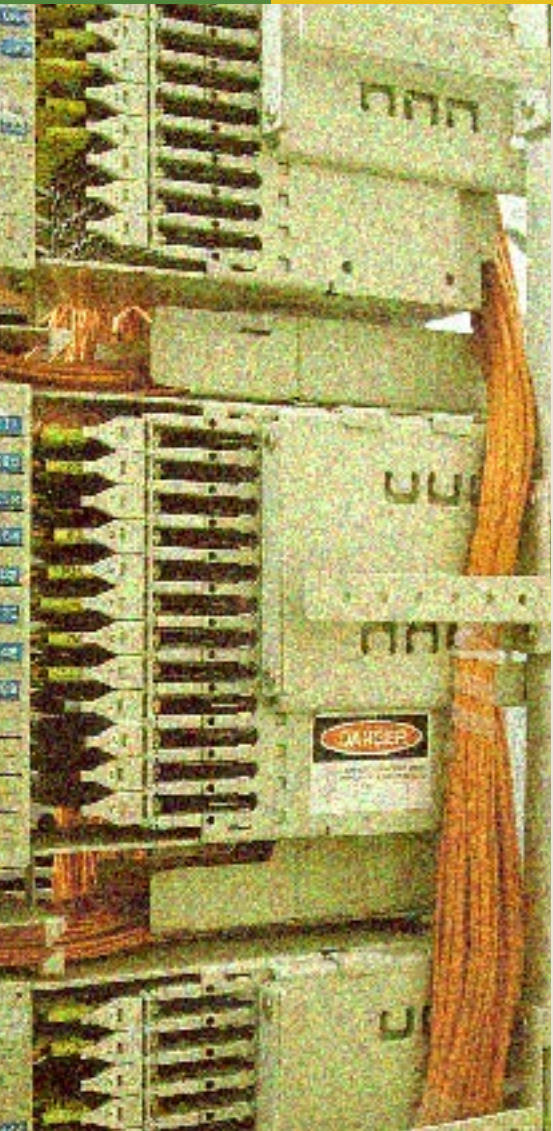
sound-recording capacity can be transferred to the cameras nearest the incident.

Cameras and recorders all feed their data into the Tactical Control Room, located in the Israel Police compound just inside the Old City's Jaffa Gate. Set up by the MER Group, this is the heart and brains of the system. It is manned around the clock by three police officers and a commanding officer, each at his/her own central viewing station.

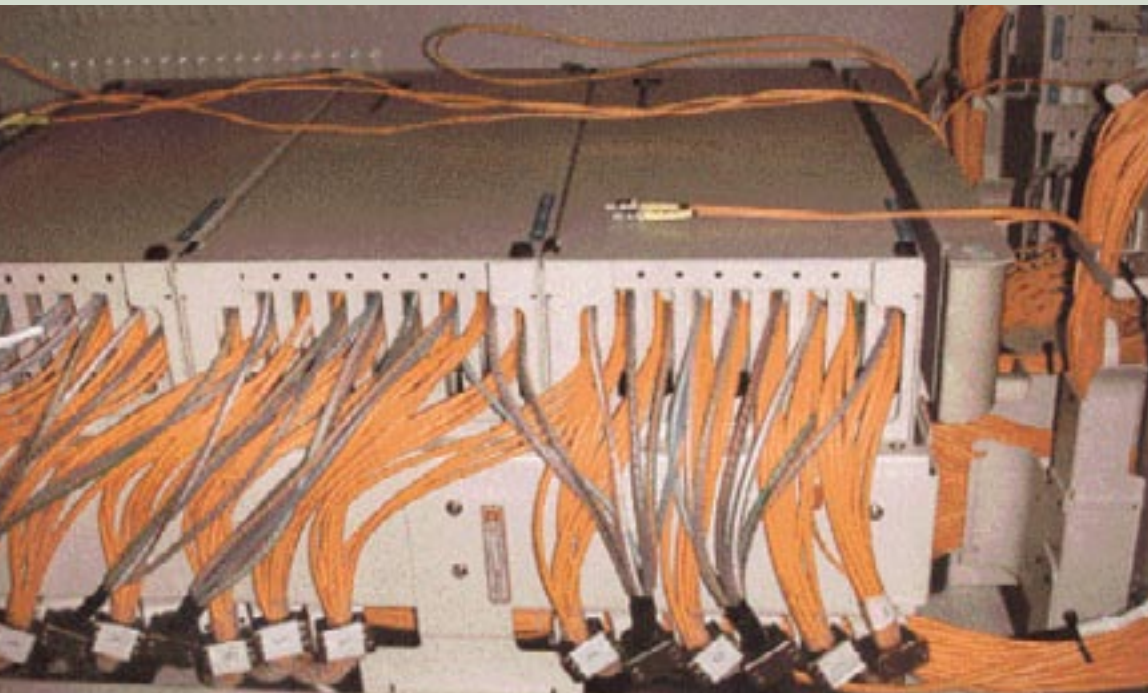
wall of video screens showing incoming pictures from the 280 cameras. The frequency of change of their filming angle can be adjusted from the room, and the twelve cameras with zoom capacity provide an important extra measure of flexibility.

During an incident, the control room acts as the eyes and ears of the forces on the ground, reporting continuously, in real time, as to how and where the





Technology and Equipment



One side of the room is a incident is developing, beyond the ground forces' own restricted fields of vision. Commanders also have several secondary camera control points available to them.

Technically, the camera network has been set up to monitor activity on the ground in three concentric circles. The twelve cameras closest to the incident on each side film and record the incident itself. The ring of cameras slightly further out, coordinate to report on activity in the areas close by, while the third ring reports on what is happening on the fringes of the incident's area. The whole system is coordinated to follow and track the incident as it unfolds and moves, to and from any part of the Old City.

Though the cameras are built to be vandal-resistant, about 100 of them have been damaged since installation. Part of the agreement with MER Group,

which installed the system, is that its technicians provide a continuous maintenance and repair service, so that the system is kept at peak functioning.

Results

Senior officers in the control room can decide exactly what category, size and distribution of forces are required for each incident and issue dispatch orders accordingly.

The most meaningful result of all is that over the first eighteen months since installation, the number of violent and criminal incidents in the area covered by the cameras has fallen dramatically. Two secondary benefits are that fewer officers need to be stationed in stationary 'watch and warn' positions, and that incident response time has not only been markedly reduced, but that the quality of response has also improved.

COMPUTERIZING THE PROSECUTION SYSTEM

SUPERINTENDENT JACQUELINE LEVY, COMPUTERIZATION PROJECT COORDINATOR, COMPUTER APPLICATIONS DEVELOPMENT DIVISION, TECHNOLOGY ADMINISTRATION, ISRAEL POLICE HEADQUARTERS

Introduction

The new exceptionally user-friendly computerized data system constitutes a technological breakthrough in the field of prosecutions. It makes the work of the District Attorney Bureaus (DAB's) significantly more efficient and gives the Israel Police (IP) a data system, which allows it to monitor all police files from the moment they arrive at a Bureau, to their passage through the courts, and all the way to their conclusion. The new system mechanizes the work of clerks, prosecutors and Bureau management; it will serve, all told, about five hundred users in thirty DAB's, as well as the heads of the Investigations and Traffic Departments in the Police.

All development work for the computerization of the District Attorney Bureaus was carried out for the Israel Police, by its own Computer Applications Development Division.

Prior to deployment, all future users received special training, from basic computer use, up to and including intensive familiarization with the new system.

System Capabilities

Computerized Production of All Bureau Documentation and Reports, and Data Input:

This system is used to receive and retrieve information from the IP's central computer; indictments can be drawn up and charges selected, using the legal information retrieval network; correspondence with civilians and outside agencies can be generated, as well as all postal vouchers and faxes; statistical analyses can be performed.

File Location: any file can now be located by a range of variables – IP file number, court file number, court hearing dates, or personal details of people involved in the case (ID no., passport no., name, etc.).

Communications with Court System Management: allows for the transmitting of indictments; registering all schedule changes; receiving hearing protocols and court sentences.

Connecting DAB's to Other Computer Systems and Data Banks: enables connections to the national Population Register, the Criminal Records System, Traffic Department (records and traffic citations), Court system computers and data banks in

local police stations.

Advantages

The following are the advantages of the system:

Improves services to the public: computerization permits swift and reliable retrieval of information regarding the status of any specific file, whether it is in the police or in the court system; interested parties can be informed of court schedule changes at short notice; the time taken to draw up indictments can be decreased; all correspondence and exchange of information is faster and more reliable.

Easily generates file information at any stage: e.g., current location, identity of prosecutor, types and timing of court hearings, past handling of the file, case record and related cases.

Provides more effective management tools for oversight and decision making: reports of total DAB activity by selected variables (e.g. file or offense category, file status); reports on prosecutor productivity (in Bureau or in court); analyses of court verdicts and sentences (by type of offence, court consents to arrest requests, etc.); analyses

of IP staff-level decisions on file handling; statistical reports.

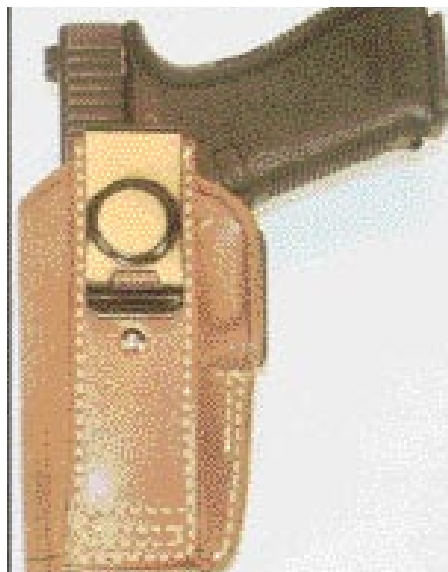
Status of Project

Project development was completed by the beginning of 2000. The project is now in the process of nationwide deployment: it is fully implemented in a number of Districts and Sub-Districts, and during 2001, will be extended substantially. In addition, the system will be installed at all levels of National Police Headquarters, to allow files and reports to be studied, and instructions and recommendations to be issued. The system will also be installed in all police stations, to allow for the monitoring of file status.

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IMPROVED METHODS FOR SHOOTING DISTANCE ESTIMATION

COMMANDER DR. ARIE ZEICHNER, DIVISION OF IDENTIFICATION AND FORENSIC SCIENCE (DIFS), INVESTIGATIONS DEPARTMENT, ISRAEL POLICE HEADQUARTERS



The range from which a weapon has been fired is an important component in the reconstruction of firearm-related offences (murder, suicide, accident). The firing distance estimation is based on the examination of the appearance of the bullet entrance hole and the examination of gunshot residue (GSR) patterns around the hole,

using various techniques. In most of the shooting cases in which there is a need for a firing distance estimation, generally the victim or the victim's clothing are the exhibits to be examined. In many cases, bullets hit surfaces of various parts of the human body directly, without passage through any intermediate medium. In some instances, other

exhibits which happened to be targets of the shooting have to be examined. Such exhibits may be cars, walls, doors, windows etc.

Recently, the DIFS was engaged in several studies to improve the existing methods for shooting-distance estimation, concerning all types of exhibits mentioned above. The findings of the studies were published in several issues of the "Journal of Forensic Sciences" and also presented at two conferences. In the following discussion the main results of the studies will be presented.

The first study dealt with improving the method of shooting-distance estimation on clothing. The novel part of the method includes transfer of gunpowder residues from clothing to an adhesive lifter. After the transfer, lead and copper deposits around the bullet entrance hole are visualized by rhodizonate and rubeanic acid respectively. The Modified Griess Test (MGT) is carried out after alkaline hydrolysis of the gunpowder residues, on an adhesive lifter.

During the hydrolysis and the use of MGT directly on clothing, some problems were encountered. The widely used MGT detects only free nitrite ions formed from the combustion of the smokeless powder. The unburned smokeless powder particles cannot be detected by this method.

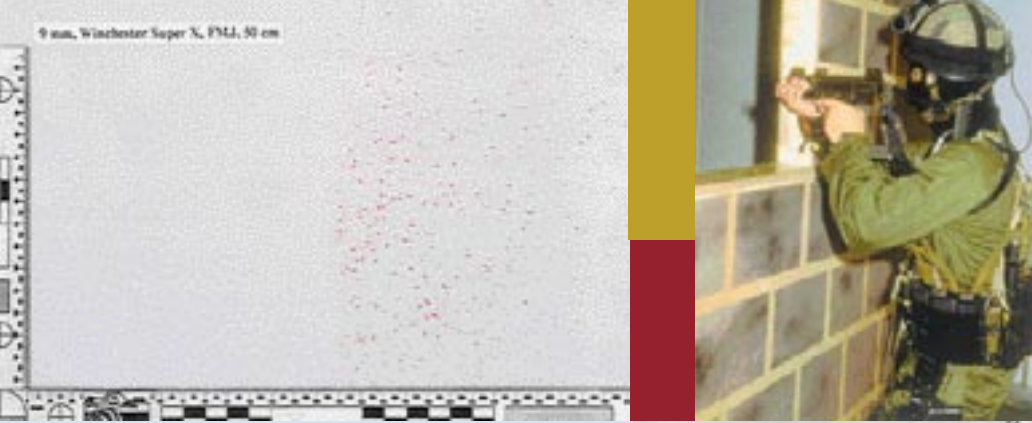


Fig. 1



Fig. 2

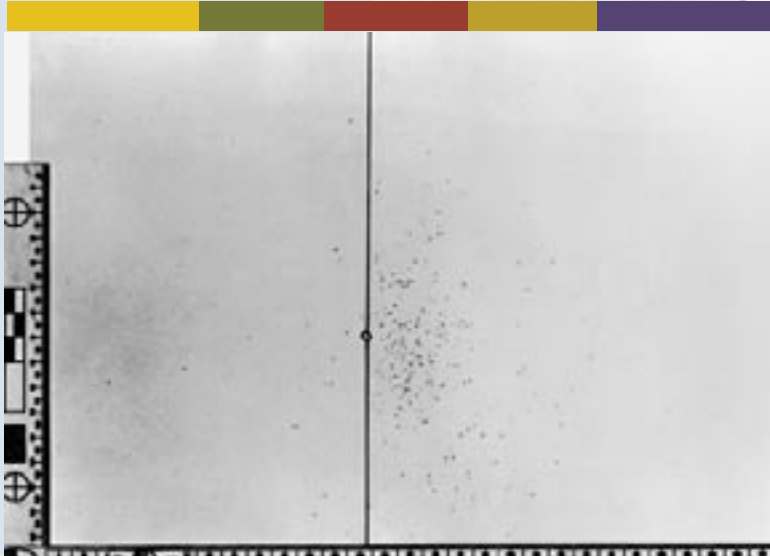


Fig. 3

examination of the wound and the discharge particle patterns around it.

The fourth study, dealt with assessing the influence of machine washing or brushing the clothing, on shooting distance estimation. The purpose of this work was to examine the influence on shooting distance estimation, of very vigorous treatments that clothing may undergo after shooting. Results show that these treatments decrease considerably the amount and density of GSR around the bullet entrance hole. However, for close firing ranges, not all of the GSR deposits are removed. Remaining patterns may be visualized by specific color reactions and can be used for shooting distance estimation. Fig. 3 demonstrates the effect of machine washing on gunpowder deposits around a bullet entrance hole on a white cotton target.

Legends to figures

Fig. 1: Chemically visualized pattern of the gunpowder residues of a test shot on a white cotton target. Shooting distance: 50 cm. with 9mm Winchester Super-X FMJ. Left half of the target – without hydrolysis prior to MGT; Right half of the target – with hydrolysis prior to MGT.

Fig. 2: Chemically visualized pattern of the gunpowder residues lifted by the adhesive lifter, from a glass pane. Shooting distance : 25 cm. with a 9 mm. parabellum Geco FMJ ammunition bullet.

Fig. 3: The effect of machine washing on the chemically visualized gunpowder residues pattern; Shooting distance: 10cm. with 9mm. parabellum GFL FMJ. Right half of the target – without washing.

Alkaline hydrolysis prior to the MGT, increases the sensitivity of the test. The advantage of this improved method is especially obvious with some kinds of ammunitions. The results after the use of the hydrolysis step may be quite dramatic, as is shown in Fig.1.

The second study, dealt with exhibits that often cannot be brought to the laboratory for examination, such as cars, walls, doors and windows. The novelty of the method is in the transfer of the gunpowder residues to an adhesive lifter and conducting the hydrolysis and MGT on it (as was described above regarding the tests with clothing). Prior to this study, we were not aware of any reported chemical

method for estimation of firing range on such exhibits, aside from the visual examination of the discharge residue pattern around the bullet entrance hole. Fig. 2 shows the chemical visualization of the gunpowder residues lifted from a glass target.

The third study dealt with improving the method of shooting distance estimation on human bodies. The same method, as described above, using the adhesive lifter to lift gunpowder residues, was applied on cadavers. Here again, prior to this study we were not aware of any chemical method that was used to estimate shooting range on human bodies, aside from the visual and microscopic

NON-LETHAL WEAPONS 2000 CONFERENCE

JUDITH RUDMAN, INFORMATION OFFICER, DIVISION OF INFORMATION SERVICES, MINISTRY OF PUBLIC SECURITY

The Israel Police, as other police forces and military establishments, chooses to use non-lethal weapons (NLW) whenever possible. To advance this goal, the Division of Information Services in the Ministry recently compiled a state-of-the-art survey of non-lethal weapons, in use or under development in the international scene, for law enforcement personnel. The survey was distributed to the relevant staff members within the Ministry, the Israel Police, and the Israel Prison Service.

As a result, three representatives – the head of the Technology Development Division, Israel Police; the head of the S&T Division, Ministry of Public Security, and I – attended a two-day conference sponsored by Jane's Information Group, during December 2000, in the beautiful city of Edinburgh, Scotland. The objective of this conference, the fourth of a now annual event, was to learn about new approaches, new products, medical and legal aspects, tactical strategies and procedures for the use of NLW.

Together with attendees from twenty countries, Israel's delegates heard lectures by high-level experts from academia, the military, law enforcement,

the international law arena, and representatives of international organizations. These experts discussed their experiences using NLW for peace-keeping operations, crowd control, arresting suspects, and disarming inebriated citizens. Research reports were presented, and later dispatched by email to interested participants. New products were displayed, and publications, just off the press, were available for purchase. Just as importantly, professional contacts were established for further consultations.

As military forces become more involved in peace-keeping missions, facing civilians rather than armed soldiers, and moving into urban terrain, and as law enforcement agencies continue their efforts in riot control, the responsibilities of the two services demand increasingly similar solutions.

Highlights of the Presentations

- F Proper training in the use of non-lethal weapons is essential. When not used properly, even some NLW may become lethal.
- F Important determinants in riot and crowd control are the advance planning, intelligence

gathering before and during the crisis, analyses of possible scenarios, training, judgement, and skills of the military or police forces. A high level of preparedness can save lives on both sides.

- F In the use of NLW, the police should preferably be prepared with a backup team, employing lethal weapons if needed. It is important for the opponent to know that lethal weapons will be used, if necessary.
- F Continuing research for development and testing is necessary, rather than relying on the data provided by the manufacturer of the non-lethal equipment. The results of their use are not always as specified in the sales brochure.
- F Debate continues on the use of one weapon that can fire both lethal and non-lethal charges, or separate weapons for each type of ammunition. The need to handle two different weapons, by the same officer at the same event, is extremely difficult. However, by contrast, using one weapon which can fire both types of charges, presents the possibility of a misunderstanding, on the part of the assailant/crowd, of the intent of the police/military force. This may, thus, unintentionally escalate the

confrontation. Additionally, the development of an appropriate dual-purpose launcher has proven to be a challenge.

- F In the war against terror, especially in cases where the terrorist places himself in a civilian surrounding, an important non-lethal weapon is information and intelligence.
- F Devices and methods ready or under development include lasers mounted on planes, helicopters or tanks; improved devices for delivering electric shock, which only temporarily disable the assailant; pepper spray or tear-gas dispersed from helicopters; robots that can be directed into a crowd to discharge NLW; tranquilizer guns; round bean bags with drag-stabilization tail; and for the military, NLW that can damage the communications, electric, or transportation infrastructure of the opponent.
- F A presentation by two members of the police force from The Netherlands, described the preparations and management for crowd control at the Euro 2000 soccer championship. Thorough and detailed planning, cooperative international efforts, and creation of a friendly but firm rapport with the public, were the hallmarks of their techniques. Four years of organization proved its effectiveness; what could have been a volatile experience passed with hardly a problem. Police forces were deployed in groups of various sizes, with

increasing means of protection and force, and stationed at a range of distances from the center of the action. The presentation was at once impressive and a relief from the seriousness of the general program.

Legal aspects

A dilemma exists between

- F the intention of international law and conventions to protect the population from the effects of chemical and biological weapons in military actions, and thus restrict the development and use of NLW, and
- F the humanitarian need for weapon technologies that do not cause unnecessary injury to human life or to the environment.

Currently the pace of NLW development is faster than the adaptation of international law.

What was the reaction of the attendees to the Israeli delegates who had left the current wave of violence back in Israel? At least some agreed, that the challenges presented by a few of the speakers were certainly different from the Israeli ones. And it was with more than a bit of pride that we heard, at the closing address by the Director of the Joint Non-Lethal Weapons Directorate, about the continuing cooperation of Britain and Israel with the U.S., in this development program of the US Marine Corps.

NEW TECHNOLOGIES FOR RIOT CONTROL AND ANTI-TERRORISM



Following the civil unrest and terrorist activity that is taking place in Israel, since last October, the Israel Police has augmented the specialized equipment used by the IP.

The Logistics Department – in cooperation with the Operations Department at Headquarters, and with the assistance of the Planning Department and the Ministry of Public Security’s Chief Scientist’s Bureau – have located tools and systems that will provide the operational forces with the equipment they need.

Among these are:

A **protective suit** for the police

officer, which can protect him against trauma from attacks and blows (but not from bullets or shrapnel).

A **surveillance balloon**, which can be flown at an altitude of 150-200 meters, and is equipped with a camera and a transmitting system that relays to a command center. The remotely controlled camera is capable of zooming-in from a distance of one kilometer, to provide a picture sharp enough for identifying a person’s features.

A remotely controlled **mini-tractor**, which can be used to spray tear-gas and other mob-dispersal compounds.

“GROMANS” — VANS FOR THE DETECTION AND IDENTIFICATION OF EXPLOSIVES

Recently, the Israel Police has been equipped with ten vans, outfitted with leading-edge technology, for the detection and identification of explosives and incendiary devices.

The vans have x-ray devices, similar to the ones placed at airports. These vans will provide the police with solutions for a wide range of situations, in which there is a need for such portable devices, for example, at road-blocks, large public events, etc.

This equipment was purchased as part of the technical assistance Israel has received from the USA, in its effort to assist in the fight against terrorism in the area.



A 'BLACK BOX' IN BOMB DISPOSAL VEHICLES

SUPERINTENDENT AVNER VELER, ELECTRONICS OFFICER,
RESEARCH & DEVELOPMENT UNIT, BOMB DISPOSAL DIVISION,
OPERATIONS DEPARTMENT, ISRAEL POLICE HEADQUARTER



Recently, all bomb disposal vehicles have been installed with video recording systems, which record the images sent from the camera attached to the bomb disposal robot. The video signal from these cameras is sent by video transmitter to the vehicle, for viewing on a monitor inside the vehicle.

Purpose

Video-recording of field incidents has three purposes:

1. Debriefing: At the conclusion of every bomb emergency call-out, the Division conducts a debriefing and evaluation regarding the course of the event and the actions taken by the team. The debriefing is usually based on the Bomb Disposal Officer's (BDO) subjective view and memory of the event. A debriefing based on an objective video recording will give a much more reliable and accurate report of the event.

2. Real-time updating of senior bomb disposal officer:

Occasionally, an officer – who was not present from the beginning of an event – arrives at the scene and is required to make command decisions, based solely on information from the team which has been on the spot. An update, including a timed video recording of the event and of the actions taken by the BDO's, would provide a much better basis for such decisions.

3. Developing a data-bank of recorded and documented alarm incidents:

This can provide the Division with excellent training and evaluation material for instruction and refresher courses.

Specification

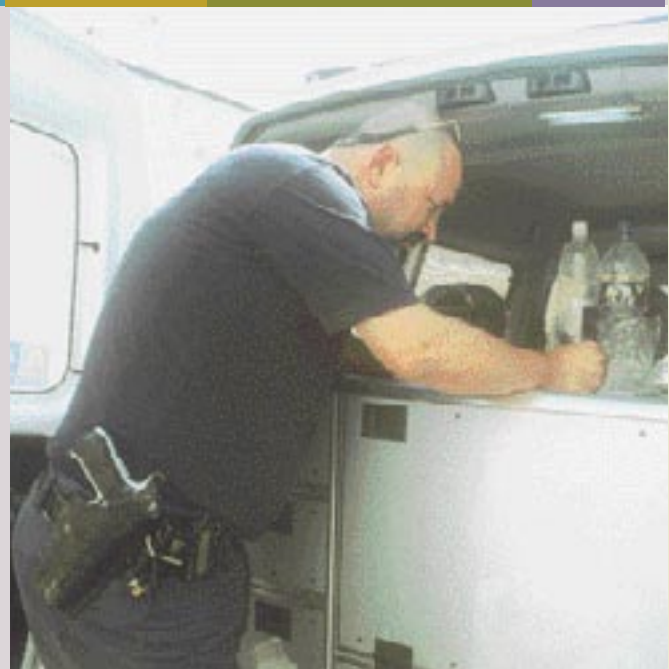
The criteria, on which the specific system was chosen and developed by the Bomb Disposal

Division, were its high-quality performance and easy handling. The object was to find a system that would not interfere with the BDO's actions at the site. The BDO's call the system their "black box" (on the model of the "black box" used to record flight data in aircraft) because it is situated in a spot which is difficult to access and records all events as they happen, from the moment the 'Alarm' button is pushed. Should the need arise in the course of an incident to review what has occurred up to that point, the 'Alarm' switch can be overridden and the system put on remote control, enabling officers to view everything on the tape recording up to that point.

In the future, the Bomb Disposal Division intends to use video cameras fixed to the BDO's helmets, which will also record and transmit pictures and other data to the vehicle at the scene, for immediate and future reference.

A NEW MOBILE CRIMINAL IDENTIFICATION VEHICLE

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INVESTIGATIONS DEPARTMENT, ISRAEL POLICE HQ



Introduction

The forensic work done at the scene of a crime will often provide the materials and evidence on which rests a whole investigative case. This is sufficient reason to send to the scene of the crime, police-officers (SOCO's) with the best equipment and techniques that can be obtained or devised.

The latest step taken in this

direction by the Identification & Forensic Science Division and its Field Support Unit, in collaboration with the Transport Division's Vehicles Section, is to redesign and re-equip its scene-of-crime criminal identification vehicles.

Designing the New Vehicle

The vehicle used by the Division of Identification & Forensic Science scene-of-crime units,

is the Citroen Berlingo. After a process of consultation with its SOCO's to clarify their requirements as precisely as possible, Field Support Unit experts set about the job of planning and remodeling this standard scene-of-crime vehicle. No detail of equipment or arrangement was omitted, down to the water tank and the internal lighting. Human engineering, the quality of the materials used, and even the aesthetic aspects of the vehicle's



interior layout, received full consideration, with Unit staff providing detailed input, offering suggestions and correcting mistakes, at every stage of the prototype's design process.

This new vehicle enables the crime scene technicians to arrive at the scene with all the equipment they need, in order to work efficiently

and to do all tests on the spot. For example, lighting accessories, water and a portable film laboratory are part of the standard equipment. The computerized equipment in the vehicle allows for sending fingerprints on-line to the central computer at Headquarters, for identification. The Division already has twelve of the new vehicles in

use, which are fully justifying the resources and efforts invested.

More of the vehicles are on order, and they will surely prove their excellence until the time comes for the next upgrading.

Technology and Equipment

T

THE BELL 206 HELICOPTER— A NEW ACQUISITION



The Airborne Unit of the Israel Police has recently acquired four new BELL 206 helicopters, manufactured in the USA and Canada.

This aircraft can fly at a maximum speed of 220 km.p.h. and for three hours without the need to re-fuel.

The helicopters have been equipped with thermal systems for night vision (FLIR), two multi-band communications systems, a GPS navigation system, and various specialized loud-speaker and lighting equipment.
The Bell 206 - A New Acquisition

COMMUNITY POLICING IN ISRAEL— A NATIONAL EVALUATION

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Introduction

The study, initiated in 1996, and funded by the Chief Scientist's Bureau of the Ministry of Public Security, sought to describe and evaluate the progress over a three-year period of Israeli models of implementing community policing.

Research Methods

The main focus of the study was on four specific police stations that began community policing initiatives in the Spring of 1996. The four stations were chosen to represent, in broad terms, the different geographic and social contexts in which the Israeli police work. Across these four stations, we tracked and analyzed changes in the attitudes of the police toward community policing, their involvement with the community, the methods they used to define and analyze problems, and the nature of the strategies that they employed to deal with those problems.

During the three years of our study, we conducted intensive field observations, interviewed street level and command officers, carried out three separate surveys of police officers, and a survey of community members who had sought service in the newly established Citizen Service Centers. We began by

placing more emphasis on the general activities of patrol and investigation in our study. But as the focus of the Israeli model of community policing shifted from police officers in the field, to the commanders and special projects, we also shifted the focus of our observations. Accordingly, we placed special emphasis on community policing “models”; we developed a separate evaluation of the Community Policing Centers program; and we conducted a national survey of police commanders. We also interviewed district and sub-district commanders, who supervised the main stations we studied, and conducted more intensive observations at one district station, which was the first to adopt the community policing approach.

Findings

Our principal findings can be divided into those that relate primarily to the role, activities and attitudes of the police; those that concern the attitudes and involvement of the community; and to specific community policing projects.

The main findings in each of these areas are summarized below.

The Role, Activities and Attitudes of the Police

Only in rare incidents did we find that street level police officers

sought to involve citizens in their work. Moreover, we seldom observed situations in which street level police officers sought to examine whether incidents to which they responded, could be analyzed as part of a more general problem – using the “problem-oriented approach”, which was emphasized as an important component of community policing in Israel. However, officers surveyed did claim to recognize that community policing demanded changes in the everyday work of police officers. Comparing street level police officers with police commanders, we found that police commanders had much more positive attitudes toward community policing and they were less likely than the police officers, to believe that community policing demands a major change in the everyday work of policing.

Police commanders and supervisors were much more likely than ordinary police officers, to be involved in community policing activities. Our survey results show that street level police officers do not believe that community policing has given them greater autonomy or authority in their work.

We also found that there was a statistically significant decline in involvement in community policing over the three-year

period of our study, both for commanders and for regular police officers.

In each of the three stages of our police officer survey, we found that police officers recognized the importance of core aspects of community policing, such as the involvement of the community and the redefinition of the goals of policing. Accordingly, they agreed that the police should consider the community's needs and perspectives when developing the goals and strategies of policing. Nonetheless, our surveys suggest that the professional model of policing, which emphasizes the centrality of the police rather than the community, continues to have wide support among Israeli police officers.

For many police officers, community policing referred primarily to the development of a more service-oriented style of policing. Moreover, Israeli police officers do not differentiate community policing from other aspects of good practice in policing.

The Attitudes and Involvement of the Community

Citizens who were interviewed, generally defined their contacts with the Centers and the services they received, positively. They also expressed strong support for programs that emphasized cooperation between the community and the police, saying that it is important that citizens become involved in crime prevention activities. Despite this, most citizens surveyed did not see the functions of the police as including activities beyond traditional police crime prevention roles. Most of the citizens we surveyed had not heard of the community policing program.

City officials who were interviewed generally supported the idea of

community policing, and saw it as a method of strengthening the role of the municipality in the activities of the police. However, city officials observed a decline in municipality/ police cooperation over time.

Specific Community Policing Projects

The Community Policing Center (CPC) was an important innovation of community policing in Israel. The concept was strongly supported by commanders in the stations, and there was a general feeling among commanders that the CPC was an effective tool in reducing crime and for strengthening contacts with the community. Police officers surveyed in the stations did not feel that the CPC was an effective crime prevention tool, though they did express the belief that it strengthened ties with the community.

Store owners and business owners, working in and around the Industrial Zone CPC, were not aware of the existence of the CPC in their area. However, those who had heard of the CPC, felt safer than those who had not heard of it.

The influence of the CPC on crime was only partial. Regarding burglaries of businesses, there was not a significant effect, as contrasted with more general changes in the city. But in the case of automobiles thefts, we did find a statistically significant decrease in the CPC study area, as contrasted with city-wide statistics.

Though we examined the development of a model for decreasing family violence, we were not able to come to strong conclusions regarding its effectiveness. This was in part due to the many changes that occurred in the program, during

the period of our study.

In the last year of our study, the Israel Police Commissioner decided to implement the use of COMPSTAT (a management tool used to computerize and analyze problems geographically, and make the local police commanders accountable for crime and problems in their area). The development of COMPSTAT in Israel, was seen by many of the police officers as a natural continuation of problem-oriented policing. We asked police officers in the stations about their attitudes toward command responsibility and accountability -- a major theme in COMPSTAT programs. We found that the concept was only partially accepted by the Israeli police officers in the field.

Discussion

When community policing was envisioned and planned more than six years ago, it was seen as part of a total reformation of the Israel Police in structure, philosophy and action. This broad idea of community policing has not been successfully implemented in Israel. Indeed, in this context, community policing lost ground, and it could be argued that it has been replaced by an emphasis on other programs.

Why did the community policing program fail to become implemented, as it was initially envisioned, by the Israel Police?

First, it was clear that the goals set at the outset of the program were so varied that success, under any circumstances, would be extremely difficult to achieve. The community policing program required a remaking of the Israeli police officer in terms of philosophy and behavior; a restructuring of police work; a restructuring of management within the police; a change in the



relationship between the police and local authorities; a change in the relationship between the police and the public; and a change in the priorities of police work. The program of community policing was thus nothing less than a complete metamorphosis of the Israel Police (IP).

It is of course nearly impossible to implement such massive changes in a short period of time. However, even in the early implementation of community policing, there were conflicting ideas within the mobilizing unit, regarding which of the proposed changes should be emphasized. Thus, the police in the stations were often confused as to what community policing really was. The realities of implementing change meant that it was difficult, if not impossible, to push each aspect of change simultaneously. Furthermore, the fact that the Unit believed that the success of the program required it to be implemented nationally, as long as it received the support of the Israel Police Commissioner, meant that rapid expansion had to be made. Thus, the Community Policing Unit was forced to change its emphasis and develop new ways of managing an ever-expanding program, even before the program was fully implemented and tested in the pilot stations.

Scarce resources for program implementation were spread too thinly. Whatever contradictions and problems existed in the initial stage of the program's development were exacerbated when it began to be expanded across the country.

An additional explanation was the overall resistance of the organizational culture of Israeli policing to structural changes suggested by community policing. The IP remains strongly committed to a military style of management, which emphasizes the importance of control and the role of commanders and supervisors in maintaining the standards of policing. However, community policing emphasizes the role of street level police officers and encourages their autonomy. We observed strong resistance to the granting of such autonomy and authority to lower ranking police officers.

Finally, we think it is important to emphasize the lack of wide organizational commitment to community policing. Though in its initial stages the program received the full support of the Israel Police Commissioner, it was initially implemented only in stations in which the station commander and the district and sub-district commanders voluntarily agreed to be part

of it. The fact that police commanders could opt not to take part, sent a message that this change was a voluntary process. The program was never to have the full weight of authority, with financial and personnel resources that were required, for a radical change in police organization, philosophy and operations.

While the program as a cohesive program was not implemented, some of its philosophy and approach were partially assimilated into the IP. In this sense, it has had specific and long lasting effects on the way the police understand their role in Israeli society, and the ways in which they structure and carry out their work.

Perhaps the most significant change is in the development of a service orientation in the Israeli police. Whether we look at the survey results in the pilot stations we studied, or among the national sample of police commanders, it is clear that Israeli police at all levels understand the importance of providing service to the community. Just a few years ago, the idea of "service" was seldom raised.

The development of new institutions within the IP that

continue to be reinforced, is a legacy of the program of community policing. The Citizen Service Centers have now been placed in all police stations in Israel. Our results suggest that this is an important innovation that does, in fact, change the way in which the public receives police service, and the ways in which the public perceives the police.

The Community Policing Centers also have become an important part of Israeli policing. Nearly all police stations in Israel now have such community mini-stations. Our study at one site suggests, that those who are aware of the CPC's feel safer, and that the police and the public view this as an important method of building ties between the community and the police, even though the effects of this program on crime are mixed.

Community policing has also served as a first step in providing local authorities with a say in what the police do in their communities. Local authorities have become receptive and supportive of community policing. The idea of including local authorities in decision-making has become an established part of the Israeli policing philosophy.

Finally, the emphasis on problem oriented policing within the community policing program, has had important effects on the more general operations of policing in Israel. The problem oriented policing models focusing on schools, domestic violence and other specific problem areas, continue to be implemented.

Recommendations

Community policing in Israel began with the goal of changing the behavior and work patterns of street level officers. This effort

was quickly abandoned in the implementation of community policing in Israel. We recommend that efforts to restructure street level policing be renewed since these officers are those having the most contact with the public, and are likely to remain the ones who determine the image of the Israeli police in Israeli society.

We believe it a mistake to compartmentalize community policing as specific initiatives, new institutions, models and programs. The community policing approach has implications for many aspects of Israeli police work. We think it is, nevertheless, important that specific programs be carefully evaluated before they are diffused widely.

The lack of formal recognition of the role of the local authorities in policing is likely to lead to much confusion in the future. The limits of community involvement and control must be clearly defined and given legal or administrative recognition.

We recommend that the Israel Police reconsider the implementation of community policing and the role it is to play in the improvement of policing services in the coming decades. In a society which turns to the police to resolve an ever broadening array of social problems, there is clearly need for development of a program which emphasizes the importance of communication between the police and the public at the everyday level of policing.

We think that community policing might have had greater success in Israel, if at the outset, a more limited set of initiatives and goals had been defined; the full implications of this change within the organization identified; and if elements of the program had been clearly prioritized. This type of realistic appraisal is essential in the development of any new program. Moreover, the

Israel Police must resist pressures to expand too quickly. While it is a reality of organizational life in many police departments that new programs become institutionalized before they are fully developed and proven effective, it is clear that the pressures for expansion of the community policing program were an important part of the decline of community policing in Israel. Making such a mistake can be easily avoided if it is recognized, at the outset, that programs must not be fully implemented before they are evaluated in depth.

Any change, which seeks to grant greater autonomy and authority lower down the organizational hierarchy, is likely to face strong resistance within the Israel Police. In programs that seek to change organizational structure and police behavior, the police must define new mechanisms of supervision and control that reinforce such changes. In the development of community policing in Israel, such mechanisms were never developed, and thus the program was at odds with the organizational structure and culture.

Finally, to implement organizational innovation, there must be an unambiguous commitment to that goal. Accordingly, the change must be supported both by the senior command and by the provision of sufficient resources to carry out the proposed transformation. A fundamental and far-ranging change, such as that demanded by community policing, requires a full measure of support from the police as an organization.

CHANGES IN ISRAELI METHODS OF POLICING DOMESTIC VIOLENCE

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Introduction

Towards the end of the 1990s, public awareness regarding the seriousness of domestic violence increased, and thus the number of reported cases rose considerably. It became clear, both within the police organization and by external agencies, that the police needed to re-evaluate their tactics, their training, and their professionalism. To rectify this, a special unit was created, in 1999, consisting of 170 special police investigators (at least two in each police station), trained specifically to deal with this offense.

This study examines the attitudes and behavior of the investigators of the new Domestic Violence Unit, comparing them to other investigators who had also dealt with domestic violence cases in the course of their duties.

The New Unit

The objectives in establishing this team of specialist Domestic Violence Investigators were:

- to concentrate the police responsibility for these cases in a specialist unit;
- to improve the services given to battered women;
- to upgrade investigators' professionalism;
- to establish formal working relations with relevant social service agencies in the community.

After careful selection and intensive training, the specialist investigators began their new duties in the beginning of 1999. One of the tools supplied them was a Risk Assessment Form, formulated by the Israel Police, based on the social, behavioral and personal characteristics of offender and victim, and the character of their relationship. These characteristics included the gravity and frequency of the use of violence, the victim's reaction, the availability of firearms to the batterer, the use of alcohol and/or drugs, the offender's criminal record and admission to using violence, the nature of the couple's relationship, and the resources available to the victim. Based on the completed form and the other contents of the police dossier, the investigator was expected to assess the degree of risk to the victim, and choose the optimal course of action.

Research Methodology

The study took its data from two sources: interviews with the investigators themselves and an inspection of the files compiled by them.

Questionnaires were distributed to investigators (specialist domestic violence investigators

and others) in ten police stations in the Central and Southern Police Districts. These districts were chosen for their social diversity: they contain both urban and rural populations, recent immigrants and native-born, Jews and Arabs.

A total of 220 randomly selected files were analysed, constituting 25% of all domestic violence files opened and closed during 1999, the first year of the special unit's work. From the files the researchers extracted the course of action taken in each case.

Findings from Questionnaire

The specialist investigators' training was intended, among other things, to change their perceptions regarding domestic violence, its origin, and the methods of dealing with it. The following table summarizes the results of the questionnaires, which asked investigators to agree or disagree with a number of statements. The findings show that the specialists were indeed, generally speaking, more sympathetic to domestic violence

victims and more accepting of the seriousness of the offense than other investigators (perhaps being evidence of the success of training or of selection). But it also reveals that some surprisingly unfavorable attitudes remained unchanged (see statements 1 and 7). The difference in attitudes between the two groups of investigators is nonetheless very marked.

*Some of these opinions or preconceptions were naturally intercorrelated: Many of the

Statement	Agree with statement		Statistical significance
	Specialist investigators	Other investigators	
1. The special unit was created to improve the Police's public image	45%	70%	¹ T=2.15, P< 0.05
2. Many women lodge complaints of violence against their husband /partners to exploit the threat of the police against him.**	20%	50%	T=3.61, P< 0.01
3. Women who really wish to solve their marital problems can do so without police intervention.	7%	27%	T=2.07, P< 0.05
4. Men's violence is provoked by their wives/girlfriends.	0%	25%	$\chi^2 =9.2$, FD=4, P< 0.05
5. It is not the investigator's job to emotionally support a battered woman.	25%	43%	
6. It is unnecessary to keep the victim informed of her attacker's arrest and/or release.*	20%	30%	
7. Public pressure leads to men accused of domestic violence being treated unjustly by the police.	50%	64%	

investigators who maintained that it is unnecessary to keep the victim informed of the steps taken in her/his case, also believed that many women file violence charges only to exploit the police for their own interests (Degree of correlation: $R=0.60$, $P<0.01$) and that many of the complaints are, in fact, false ($R=0.34$, $P<0.01$). The degree of correlation between the latter two opinions is also high: $R=0.60$, $P<0.01$.

****Again, most of the investigators who believed that many complaints are false, also saw the police's treatment of the offenders as unjust ($R=0.42$, $P<0.01$) and maintained that these cases should be handled by the social services instead ($R=0.35$, $P<0.01$).**

Most attitudes seemed to be unconnected to gender; that is, they were not necessarily held only by male investigators. For instance, the view that domestic violence offenders are unjustly treated by the police was held by 63% of the male investigators, and no less than 53% of the female investigators.

Findings from Inspection of Police Files

Eighty percent of files were opened after a charge of assault or severe assault. Forty percent of them contained additional

charges of threats and/or damage to property. Eighty-one percent of the people who lodged the complaints were women. In 92% of cases, the suspect was not arrested. In 35% of cases, the injuries that were caused to the victim were described as "mild". In the remaining 65% of files, no details of the extent of injuries caused were recorded at all. In 70% of the files, the attacker was the husband; in 15%, the boyfriend or ex-husband; and in 14%, the wife. In 15% of cases, the couple was in the process of divorce.

The Time Between Opening and Closing a Case: The time it took to bring files to closure varied: 60% of the files were closed within one to four months, 20% within five to seven months. We found that this variation depended largely on the police station rather than on the type of file ($PHI=79$, $P<0.01$). There were police stations in which 90% of the files were closed within two months on average, while in other stations it took an average of six to seven months.

We also looked to see if all the forms and records, that should have been in the file, were actually there. The findings were not good: In this aspect too, there was marked variation between stations, especially in the significance they attached to the

Risk Assessment Form. In some stations this form was found in an average of 88% of files, while in others, in only 4% ($F(150/50)=10.26$, $P<0.01$).

Police Response to Domestic Violence Complaints

The main difference between stations was found in the detention of the suspect. The highest detention rate was 72%, and the lowest – only 8%. A considerable difference was also found in the number of suspects who were recalled for further questioning: it varied from 68% to 8%. In no case was an attempt made by the responding officers to mediate between the couple or attempt to reconcile them – both responses having been prohibited by formal police procedures.

Another noticeable difference between stations is the reason they state for closing a file ($F(5/50)=9.6$, $p<0.01$). Some stations cite 'lack of public interest' in 73% of files; in other stations, this is the reason given in only 14% of files. There was no difference between stations on this variable between suspects with a criminal record and suspects without one. But more files were closed for 'lack of evidence' when the suspect had a criminal record (30%) than when he did not (14%). No correlation was found between the type of offense the suspect was accused of, and the reason for closing the file.

Discussion

The study shows that many of the investigators saw the

Form/ Record	% of Files containing the Form/Record
Victim's testimony	90%
Victim's medical certificate	4%
Record of drug / alcohol use	63%
Offender's detailed criminal record	66%
Risk Assessment Form	60%
Assessment of risk	0%

establishment of the special unit, at least in its early stages, mainly as a means of appeasing public criticism, rather than as a genuine attempt to answer real needs and to provide enforcement and preventive services. They maintained that the tools already at their disposal were sufficient and that there was no need to train a special unit. Even now, a number of both specialist and general investigators still perceive incidents of domestic violence as offenses to be handled by the social services, not by the enforcement agencies.

Moreover, in spite of clear instructions, some files contain no reference to data as vital as medical treatment given to the

victim, what degree of risk the suspect poses, the availability of firearms, use of drugs and/or alcohol, etc.

The study also shows a blatant lack of uniformity in station policy on domestic violence. The role of the victim in the whole process was still unclear. Some stations – and not necessarily the small ones – bring cases to closure in only a month or two; in others, cases take as much as a year to be resolved.

The establishment of the special unit did change some prejudices and preconceptions regarding women who file domestic violence charges. We noted an increase in the investigators'

personal commitment to deal with such cases and a greater tendency to keep the victim informed, and take her/his best interest into consideration when reaching crucial decisions.

Recommendations

Unlike other offenses, in cases of domestic violence the victim and the offender often live and remain living under the same roof, which makes it crucial to process the case in the shortest time possible. For this reason, the special investigation unit's efficient operation depends on permanently attaching a number of specialist investigators to each station and making sure their time and attention are not diverted to other police business.

There is a need for constant training and study to improve the methods and instruments applied to domestic violence cases, to ensure uniformity of approach and practice among the stations, to improve the protection offered battered women and to improve the police's ability to assess the risk posed by the offender.

Conclusion

The new unit is very young and is still engaged in a process of learning and relearning. The findings of this study cannot yet give a full and true picture of the changes made in the Israel Police's conduct in the battle against domestic violence. However, the establishment of the Domestic Violence Unit is undoubtedly a step in the right direction and is bound to further improve police involvement in and commitment to fighting this serious offense.




POLICE ABUSE OF POWER — A MANAGEMENT PROBLEM

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Recent years have seen a marked increase in coverage by the media and by human rights organizations of alleged brutality perpetrated by police officers in Israel. In the context of these reports, victims of police violence have provided dramatic testimony of beatings, unreasonable force, degradation, and even torture, occurring usually during arrest, demonstration dispersal, criminal investigations, and even traffic control situations. Moreover, some of the allegations bear no relation to what might be deemed necessary or justified police action in that they relate to arbitrary acts, usually towards minorities or groups identified as “typical criminal offenders”.

These reports of police violence peaked in 1995-6 following the television screening of two incidents documented by two amateur cameramen (as in the Rodney King case in Los Angeles in 1990). In them, members of the Border Police were shown beating, maltreating, and humiliating Palestinian workers caught inside Israel without work permits. The conduct of the border policemen was seriously condemned by the Israel Police (IP) high command as well as by civilian authorities. Nevertheless, the typical reaction of the IP



to claims of violence is that the police officers acted in a restrained manner and according to police regulations, and that the suspicions against them would be investigated. However, if by the conclusion of the investigations the perpetration of these deeds is proven, they are commonly defined by the IP as isolated incidents, expressing only the violent predisposition of the small proportion of individual police officers involved in them.

Generally, this traditional perspective of the police to explain deviant acts, such as violence, committed by police officers may be characterized as personal, emphasizing the individual personalities of the police officers, involved. This means that if police officers commit violent offenses, they seem unrelated to the fact that they are policemen: these violent persons would have committed violent acts anyway, when working in other occupations. According to this perspective, the police force, as an organizational framework for police officers, is exempt from any responsibility for its members' offenses. At most, its responsibility can be expressed solely in the areas of both individual prevention and treatment, by means of investment of efforts in the early detection and identification of police officers with a violent predisposition, and their further investigation, judgment, and punishment. But these efforts rarely are perfect; in every occupational framework there will always be deviant persons, who had not been detected in time by the formal systems,

hence not investigated and punished. This personal explanation for police offenses is defined in the literature as the "rotten apple" theory: for the police command, if those few "rotten apples", responsible for the great proportion of deviant acts in the organization, were removed, the "barrel" would remain unblemished.

Nevertheless, this personal perspective of police offenses has been shown to be inappropriate for the explanation of police violence in general, and in Israel, in particular. On the general level, researchers agree that the violent police officer's personality makeup includes a personal predisposition to aggressiveness. However, for this potential to become manifest, interaction with external factors has to take place. The literature suggests that the main external factor influencing police violence is precisely organizational. According to this approach, police officers normally do not become violent all at once; police violence is best understood as a group behavior, and as a developmental process. This is directed by a variety of formal and informal occupational norms, both of the police force in general and of the individual police officer's work group. Many studies suggest that the majority of violent police officers are quite ordinary people working under stressful occupational conditions conducive to manifestations of violence. Notable among these conditions are the organizational socialization of police officers, and particularly

the organizational subculture arising from informal on-the-job socialization. This sometimes encourages deviant organizational behavior, and consequently becomes a deviant organizational subculture. Hence, the deviant behaviors of police officers are not merely a consequence of personality; on the contrary, many of them are likely to be based on wide organizational subcultural perceptions that significantly contradict the formal messages proclaimed by the organization.

This organizationally abnormal situation was found by non-police bodies as appropriate for the explanation of the phenomenon of police violence in Israel, as well. First, like the Christopher Commission in the US (1991), inquiries by State commissions (such as the Kremnitzer Commission, 1994) and institutional comptrollers (such as the State Comptroller and the Ministry of Public Security Comptroller) have attributed the police violence phenomenon to the double-edged organizational message conveyed by the police department to low-ranking police officers regarding the use of physical force in certain situations, or against specific population groups. Basically, these messages yield opposing solutions to the legality versus effectiveness dilemma that surrounds the police use of physical force against citizens. On the one hand, a formal and distinct declarative message against any use of violence is usually conveyed by high-ranking commanders, emphasizing adherence to the rule of law,

impeccable conduct, and condemnation of violence. On the other hand, informal messages are conveyed, especially by experienced and veteran police officers (particularly in the middle ranks), which are not always in accordance with declared policy and prohibition of violence. In these messages, empathy and forgiveness are evident, especially for policemen who use illegal means, in certain circumstances and against certain groups, for the “efficient” execution of police work. According to these civilian officials, protection of such police officials was usually achieved by the development of a behavioral pattern of conscious avoidance of, or non-interest in, violent incidents. This form of dissociation was reinforced by the omission of reference to the use of physical force in written reports by police officers. When cases of violence did come to light, internal police treatment (both on the investigative and the judicial level) tended to be non-professional, partial, and forgiving. The procedure tended to be prolonged, complaints were refuted, investigations were defective, and police investigators covered up for and protected investigated police officers. Judicial verdicts were lenient, and punitive measures



were ridiculously light considering the gravity of the charges.(1)

Secondly, recent empirical findings confirm the existence of these double-edged messages, and accordingly the existence of a deviant organizational subculture in the IP. In a recent study (2), personal questionnaires were administered to a sample of Israeli police officers who had been investigated for using illegal force against citizens between 1989 and 1997. Many of the views evinced in these questionnaires were clearly not compatible with explicit formal police regulations. The sampled police officers expressed permissive attitudes to the use of illegal force in certain situations; they were able to identify events in which illegal force was used; they acknowledged and even supported a code of silence to protect violent police offenders and to cover up their offenses;

they expressed pessimism regarding the possibility of avoiding complaints; and they characterized the complainants in negative terms. Additional findings emphasized the importance of organizational variables in these attitudes, especially police rank. Although some of these perceptions were expressed by relatively new officers, and a few of them even by higher-ranking officers serving as supervisors and commanders, they were significantly more prevalent among middle-rank police officers. Moreover, another recent study (3), which analyzed a random sample of 612 official illegal-use-of-force files investigated against police officers in recent years in Israel, showed that complaints tended to be submitted against police officers of low to middle rank. However, the proportion of these ranks in the sample was found significantly higher than in the

total police population; that is, their salient appearance in the sample seems not to be a function of their weight in the police population. These two research studies support the argument of the aforementioned non-police bodies: that the problem of police violence in Israel seems to be strongly rooted in organizational factors, mainly the existence of a deviant organizational subculture, developed in a different manner in different ranking groups.

Finally, to make changes in a police subculture that permits and even encourages a resort to violence and other illegitimate means in its routine work, and thus to reduce the dimensions of police violence, it is recommended that both the IP and the civilian bodies controlling it, must check not just the “rotten apples in the barrel” but more specifically, the “barrel” itself. Their purpose should be directed at the common development of wide organizational preventive programs, which might, directly or indirectly, influence the informal organizational subculture. This means the establishment of broad civilian-police cooperation, which is likely to act on all levels of police activity, namely the individual and the organizational. Among the suggestions contained in the literature are the following: gradual change towards community models of policing; improvement of police

recruitment criteria; reinforcement of internal mechanisms for identifying potentially violent police officers; changes in police training programs to incorporate the study of situations likely to provoke police violence, and avoidance of the use of illegal force; changes in organizational evaluation criteria by emphasizing and rewarding appropriate actions rather than goal attainment per se; prevention or avoidance of situations known to induce police violence; and application of data from the complaints systems to identify “problematic” situations, functions, and units.

Notes:

1. For a review see Herzog, S. (1999), “The Treatment of Illegal-Use-of-Force Complaints against Police Officers in Israel: The Beleaguered Path to Civilian Involvement”, *Police Quarterly*, 2 (4), 477-501.
2. Herzog, S. (2000), “Deviant Organizational Messages among Suspect Police Officers in Israel”, *Policing: An International Journal of Police Strategies and Management*, 23 (4): 416-438.
3. Herzog, S. (2000), “Is There a Distinct Profile of Police Officers Accused of Violence? The Israeli Case”, *Journal of Criminal Justice*, 28 (6): 457-471.