



Israel
Ministry
of Public
Security

INNOVATION
EXCHANGE

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From the Minister

MK Yitzhak Aharonovitch,
Minister of Public Security, Israel

Dear friends,

The Ministry of Public Security's vision is to significantly improve the personal security, sense of security and communal security of the citizens and residents of Israel, and to create a law-abiding society that opposes crime and violence, in order improve the quality of life of the citizens and residents of Israel.

In order to realize this vision, in the past five years I have issued clear policies, of which the major goals have been:

- Significantly improving personal and communal security, and the sense of security
- Combatting organized crime and corruption
- Improving the operational capabilities and preparedness for emergencies and large-scale public disturbances
- Combatting traffic accidents
- Improving fire prevention and firefighting and search and rescue capabilities, for both routine and emergency situations

These policies have translated into action, and are apparent in the changes and reforms we have undertaken:

- **The development of the National Violence Index** – For the first time, a violence index has been established to be utilized as a research tool for gauging violence in Israel on a periodic basis. The goal is to use the index to aid in promoting evidence-based policies.
- **Improving and expanding violence and crime prevention programs** – A number of programs have been advanced and steps have been taken to reach this goal: The Israel Anti-Drug Authority was transferred to the Ministry of Public Security five years ago; the City Without Violence program expanded to many towns and cities across Israel; Metzila has grown in many towns, cities and dormitories; dozens of Parent Patrols have been established; legislation against drugs was passed and a national program to reduce alcohol consumption was created. All these steps are a reflection of the Ministry's strategy to collaborate with municipalities and other government ministries in order to reach common goals.
- **The continued development of the Municipal Policing program** – Municipal Policing is a program that aims to deal with quality-of-life offenses, especially violence, anti-social behavior and noise pollution, on the municipal level. The goal of the program is to significantly improve the security and sense of security among the residents and citizens of Israel.

- **Promoting a safe virtual environment** – Two main steps are being taken in this field: An increased focus on cybercrime, including the establishment of a special cybercrime unit in the Israel Police, and educational efforts to teach children and adults about responsible, safe internet use.
- **The establishment of the Israel Fire and Rescue Authority** – The fire reform radically changed the framework and structure of the fire and rescue services in Israel and how they respond to various threats and disasters. In the past year, the Fire and Rescue Authority has developed further, and is now a state-of-the-art emergency response agency, well equipped for most scenarios.
- **Expansion of the Israel Witness Protection Authority** – The Witness Protection Authority has moved from the planning and building stages to the operational stage, and is now an important element in the fight against organized crime in Israel. Moreover, the Authority is now one of the top witness protection authorities in the world.
- **Improving the Ministry's preparedness for emergency situations** – During operation Protective Edge this past summer, the state of Israel faced the terrorism of Hamas, which included infiltration attempts by sea, air and land, including underground tunnels. Additionally, Hamas fired thousands of rockets at Israel with the goal of causing as many civilian casualties as possible. The advanced technology of the Iron Dome missile defense system, the tireless work of our first responders – the Israel Police and the Israel Fire and Rescue Authority, together with Magen David Adom and the Home Front Command, protected our civilians while our soldiers fought on the front lines against terrorists. The Ministry has significantly improved its emergency preparedness over the past years and has established an Emergency Fusion and Information Center, a Continuous Functionality Team and a Crisis Communication Team, and has conducted various exercises and drills simulating emergency and crisis situations.

The public security challenges the world faces do not vary much from country to country, despite the many differences in culture, government and law enforcement methods. Through cooperation and collaboration with other governments and agencies, in the fields of information sharing, research, technology, law enforcement, crisis control and firefighting, we can improve the personal and public security of all our residents.

Sincerely yours,
MK Yitzhak Aharonovitch
Minister of Public Security

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From the Editor



Hiddai Wagschal

Dear readers,

The Ministry of Public Security held its first National Personal Security Conference this year. The conference focused on research-based policy, and for the first time the National Violence Index was presented, which you can read about inside.

This issue of Innovation Exchange focuses on policy, policy formulation, evidence-based research and challenges posed to the Ministry of Public Security.

Additionally, in this issue you can read about a study conducted by the US-based RAND Corporation on the effectiveness of the Israel Police in the 21st century.

Furthermore, there is an article about a model developed by City Without Violence to cool down hotspots of crime, as well as an article on a unique evaluation and monitoring system developed by the Ministry, which enables a scientific assessment of the effectiveness of the Ministry's crime prevention programs.

In this issue, there are articles about various programs operated by the Ministry that aim to prevent and combat violence in both the physical and digital world, including a program to reduce violence in hospitals and steps undertaken by the Ministry to reduce cyberbullying.

One of the dangers being dealt with by countries throughout the world, Israel included, is synthetic drugs. In this issue, you can read about the cooperative efforts being made by the Israel Police, the Ministry of Health and the Anti-Drug and Alcohol Authority, to combat this menace.

In a publication that focuses on what is new and innovative, this time we have featured an article about the past – how the Israel Police's History Department studies past events to improve its response to future challenges.

Also in this issue is a special interview with the New York City Police Commissioner, in which he discusses future trends in policing.

There is not enough space to discuss all of the Ministry's operations and organizations under its authority, but in this publication you can get a taste of the efforts being undertaken to increase personal and public security in Israel.

Enjoy!

Sincerely,

Hiddai H. Wagschal
Head of Information & Knowledge Services, Ministry of Public Security

(Portrait by Anna Khodorkovski)

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Effective Policing for 21st-Century Israel

By Steven W. Popper, RAND Corporation

Received for publication, February 2, 2014

Since the founding of the state of Israel, the Israel Police has been a national force, serving all communities. But how well does the public feel it is being served – is the public satisfied with its effectiveness? To answer this question, the Ministry of Public Security, the Ministry of Finance and the Israel Police asked the RAND Corporation to conduct a study that would help these organizations address several issues of mutual concern, such as public perceptions and public trust in the police, performance measurement, and crime prevention. This article discusses the resulting two-year study.

Israel Police – A Unique National Force

The Israel Police not only provides domestic policing and crime prevention, but also polices the borders; provides traffic, drug, alcohol, and firearms patrols; is the agency for criminal investigations; conducts anti-corruption investigations; operates the national emergency call center; is responsible for domestic counterterrorism operations and maintaining the national emergency crisis center; manages Civil Guard volunteers; and prosecutes more than 80 percent of all cases in the criminal courts system. Policy oversight of the police comes most directly from the Ministry of Public Security, which also oversees the fire and prison services, as well as several community-based programs.

The police currently have an authorized strength of 29,300, although the actual force size is smaller. Approximately one-quarter of the total number of police are short-term recruits performing national service, and of the total police force, one-quarter constitute the Border Police (Magav), as distinct from the blue-uniformed police. The police also augment their assets by using civilian volunteers who perform both routine and specialized functions under the direction of professional police. Approximately 36,000 volunteers are on the official rolls. The police have a system of command that corresponds to that of the Israel Defense Forces (IDF), with the commissioner of police enjoying a rank equivalent to that of the IDF Chief of Staff.

The Need for a Study

The police in the past several decades have come under the scrutiny of both the general public and government oversight bodies, particularly the Ministry of Public Security and the Ministry of Finance. As Israel has changed dramatically during this time, these parties are interested in the police providing a type and level of service that keeps pace with these changes. The general effectiveness of the police has been questioned, and the apparent high variability in service delivery is a cause for concern, especially in some population groups viewed as underserved by the police.

Despite relatively low crime rates, the Israeli public perceives an increasing threat to personal security. This is matched by concern within the government over the effective use of resources. Popular approval of the police is lower than that of the IDF and many other public institutions; and the media's readiness to expose police errors does little to enhance police stature. The European Social Survey of 2010 shows that Israelis have a low level of trust in the police and that Israelis are the least satisfied with their relationship with the police in comparison to 20 European countries.

The Study

The RAND Corporation, which was chosen to conduct the study, is a nonprofit institution established in 1948 that helps improve policy and decision-making through research and analysis. During the course of a two-year effort, the RAND team met many times with the police in various settings. It was important for us to understand Israel as the unique policing environment that it is and not apply solutions from elsewhere to a situation where they may not be warranted.

We received briefings on almost all aspects of policing, met with the staff of various specialized police units and senior members of the police, visited police stations and district headquarters, rode patrol in both urban and rural regions, and met with Ministry of Public Security and Ministry of Finance working groups for each of the main tasks of this project. We also discussed policing issues with third parties, analyzed the Hebrew, Arabic, and Russian-language media, and conducted focus groups throughout the country.

The decision was made to focus our efforts in four broad areas:

- To aid in benchmarking the Israel Police and its activities in several areas against other police forces
- To assist in the improvement of the tools used by the police to measure indicators of performance
- To assess public attitudes toward the police
- To help enhance police deterrence and efforts to boost crime prevention

Conceptual Model of Effective Policing

Addressing the overarching question – what must the police do to provide effective policing – first requires defining what constitutes effectiveness. It is dependent not solely on the activities of the police, but also on the connection between the police and the community it serves. Effective policing requires both good policing outcomes as well as public support.

Policing outcomes, as indicated by crime rates, crimes solved, and the level of public order in society, are influenced by many factors other than policing, such as socioeconomic status, individual characteristics, etc. First, the ability to achieve such outcomes will depend in part on how much support the public provides the police. Second, even if the police judges policing outcomes to be successful according to formal measures of policing, public acceptance and recognition of these outcomes are needed for the police to be deemed effective by the citizenry they serve. Thus, even if the crime rate is low overall, a lack of trust or cooperation on the part of the public can mean that the police are perceived as being ineffective.

As such, effective policing will require a congruence of views on precisely what the role of the police should be in contemporary Israel and how their response to the demands placed on them should be judged. Israel's society is among the most heterogeneous in the world. The police, as a national force, are often the most tangible representation of government that most people see on a daily basis. As the discussion of our findings will show below, perhaps neither party to this intersection has fully understood what the other expects.

Public Opinion

The results of the study show that the public does recognize many positive elements in police actions and behavior. Many sources noted that the Israel Police is effective at fighting many types of crime. At the same time, the public holds many negative views of the police. The perception persists that the police do not always behave in a professional way and do not adequately provide safety and security. Informants noted that the police typically do not have a “customer service” orientation when dealing with the public (e.g., they arrive late and do not write down information). There was also perceived bias in police behavior, and many focus groups described fear of the police.

Media Analysis: While positive stories about the police found their way into the media, a single negative incident could quickly overshadow all improvement efforts. With regard to non-Hebrew media, clearly the police can have only limited effect on underlying sectarian biases in Israel and therefore on how performance of some of its tasks will be reflected in the media that serve Israel's various communities. However, it is possible to stay aware of and be sensitive to these biases and try to address fairness in public reports about police performance, as well as identify stories to promote.

Focus Groups: To gain a deeper understanding of the sources of dissatisfaction, we turned to focus groups.

Overall, the focus groups emphasized that perceptions of the police differ by ethnicity. Some differences reflect different interaction patterns between police and demographic groups and some reflect differences in opinions of Israel and the Israeli government. But it is striking that there is a concern about respect and treatment across all groups, even those in the majority. Dissatisfaction stems from a dissonance between the roles people believe the police should play but do not or cannot.

Civilian-Police Interactions: Interactions between the police and public, especially negative ones, have been linked to attitudes about the police. As an experiment, the Israel Police agreed to equip six officers from each of the Petah Tikva and Ayalon stations with body cameras for a period of two weeks. As a condition for undertaking this pilot, the officers were allowed to turn the cameras off at their discretion, and so a complete record of interactions with citizens may not have been collected. The cameras provided anecdotal evidence to suggest that, even when police are respectful, interactions frequently become argumentative and disrespectful.

Additionally, although it has been widely demonstrated that explaining police procedure is a key factor affecting satisfactory outcomes, police failed to do so in about half of all interactions. Finally, citizens often leave interactions without believing that the officer tried to resolve the problem.

Improving Public Support

There is a mismatch today between what the Israel Police does and what the public expects of it. To the degree this stems from misunderstanding, improved public information about police success and examples of heroism and sacrifice might have an effect, as would better awareness of police policies and procedures. Moreover, such efforts are likely to increase the success of the police not just in terms of public satisfaction, but also in terms of the cooperation the police receive in pursuing investigations, the respect officers are accorded as they perform their duties, and the quality of officers recruited to the force.

While there are many potential paths to take, we group the actions we recommend into two broad areas:

- Embracing a procedural justice model for serving and interacting with the Israeli public while carrying out police activities
- Expanding the use of information to support more focused deterrence and police activity and less reliance on a posture of general deterrence

Procedural justice is a general term for policing practices that ensure that interactions with the police are perceived as fair and just. This means developing policing standards and a police culture that provides consistency in the treatment of all citizens, without regard to ethnicity, and no matter which officer responds. It means treating citizens with respect: listening and trying to understand citizens' perspectives,

Many sources noted that the Israel Police is effective at fighting crime, though at the same time, the public holds many negative views of the police. (Courtesy, Israel Police Spokesperson)



explaining procedures, and providing timely and accurate information. We find in this a significant contributing factor to many of the more specific complaints and frictions that arise between the police and the communities that they serve. Procedural justice also means the police needs to do a better job at helping people understand what they do and how they operate.

The Israel Police has already taken steps to make its procedures and decisions understandable to the public and to establish a system of accountability for the police. We believe that further improvements are possible and will be rewarded with improved public satisfaction and better policing outcomes.

Improving Policing Outcomes

Police forces have deployed many new tools in recent decades to improve policing outcomes and their relationship with citizens. These include community policing and partnerships with the community, volunteers, and problem-oriented policing – applying preventive approaches and systematic methods for focusing police resources on high-priority problems.

While none of these tools can be blindly accepted and implemented in Israel, they should be considered. However, our main recommendation to improve policing outcomes is to change the deterrence method from general deterrence, aimed at the population level, to focused deterrence, aimed at the segment of the population with a higher risk of criminal activity. When conducted properly, focused deterrent involves forming partnerships with community members and organizations and can necessitate structural realignments to be effective. In short, focused deterrence activities can be supportive of, and an important component of, community policing.

Additionally, we recommend that the Israel Police create a national deterrence program oversight team and deterrence research team to ensure that proposed interventions are responsive to public needs, are based on careful empirical analysis of the problem, receive tailored interventions and are subjected to careful evaluation and appropriate in-process adjustments.

From Words to Actions

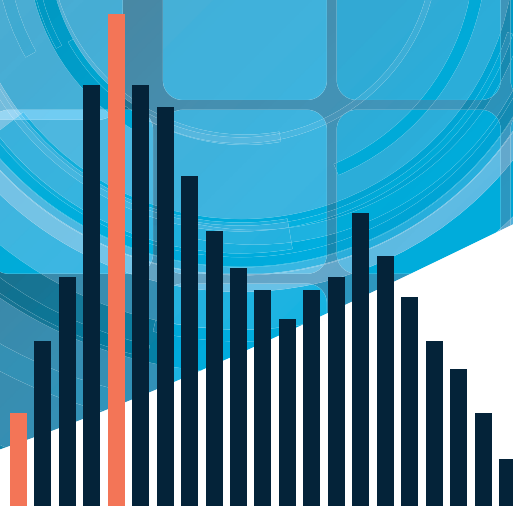
Effecting far-reaching changes to the culture and performance of any policing organization poses a major challenge and is unlikely to succeed without strong leadership support, objective performance standards and measures, hiring strategies and training standards that guarantee necessary levels of competence, and external accountability. The fact that the Israel Police and its partnering ministries initiated this study, were willing to engage in a detailed examination of so many aspects of policing, and have already shown an inclination toward transformation and change, suggests that the Israel Police is ready to meet these challenges.

The RAND team delivered a draft final report in December 2012, several months before the conclusion of the study in order to enable further engagement with the police on the meaning and implementation of the recommendations. Upon receiving the report, Police Commissioner Danino appointed two working groups within the police – one to address the issues of enhancing professionalism within the police, and the second to focus on issues of accountability. In doing so the Commissioner took on two of the most difficult issues facing the police. It is one thing to change procedures; it is another thing entirely to change internal culture. But no matter how long or difficult the road, the journey begins by taking the first steps.



The Israel Police has taken steps to make its procedures and decisions understandable to the public and to establish a system of accountability for the police.
(Courtesy, Israel Police Spokesperson)

The National Violence Index Towards Evidence- Based Policy



**By Police Commander Besora Regev, Ph.D.
and Shai Amram, the Ministry of Public Security's
Research Department**

Over the past few years the public has felt an increase in violence in Israel. The wide press coverage of violent crimes demonstrates both the centrality of the issue in Israel, and the sense that violence is a growing phenomenon. However, data from state institutions that deal with crime and violence show a more complex picture.

In light of the lack of a single, consistent evaluation technique, and in order to make the information more accessible to the public, the National Violence Index was developed. While the Israel Police, Ministry of Social Services, Ministry of Health and Ministry of Education all work to combat violence and collect data, until now this has not been done in a consistent method or as a collective effort to create a single, integrated database. Therefore, the Violence Index serves as a tool to generate periodic assessments of violence by uniformly amassing data on violence from these sources, and in turn provide a basis for effective anti-violence policy formulation. Furthermore, the accessibility of clear, reliable data will also lead to better-informed opinions and enable public discourse to be based on real, accurate data.

The Development of the National Violence Index

In June 2005, the Israeli government voted to establish a Ministerial Committee Against Violence, led by the Minister of Public Security, and to develop a national program to combat violence in Israeli society. In April 2011, the Ministry of Public Security announced the development of the National Violence Index, which would, for the first time, amass data on violent crimes from state institutions and analyze the figures according to type of violence, location and time period.

The Index serves to characterize, evaluate and analyze the scope and severity of violence in Israel on an annual basis and provide a multi-year comparison, as well as present the trend of violence on both a national and local scale. The National Violence Index is a joint project of the Ministry of Public Security and the Central Bureau of Statistics.

Data

The Violence Index is based on Israel Police data of reported crimes, data from the Ministry of Social Services, the Ministry of Health, the Ministry of Education, the Association of Rape Crisis Centers in Israel, and a Victims of Violence survey which provides information on unreported violence.

Main Findings

From 2003-2010 there was an annual average of 620,000 violent crimes. About 27% of the total number of victims of crimes were victims of violent crimes. About 34% of annual violent crimes (210,000) were reported to official institutions. The majority of reported crimes are reported to the Israel Police and the Ministry of Social Services (91%), most of which are crimes of mild violence (85%). Some 410,000 violent crimes (66%) are not reported to any official institution on an annual basis.

In 2012 there was a 14% rise in violent robberies compared to 2011. At the same time, there was a decline in incidents of sexual assault, severe violence and mild violence.

Reported Crimes

Since 2004 there has been a decline in the number of violent crimes reported to the Israel Police, at an average annual rate of 2.4%. There was also a consistent decline in unreported violent crimes, at an average annual rate of 1.6%. Concurrently, the rate of violent crimes reported to the other four institutions, and specifically to the Ministry of Social Services, rose at an average annual rate of 1%.

In about 35% of all violent crimes reported to the Israel Police, the identity of the perpetrator is unknown. In 2012 there was a 2.5% rise in reported crimes where the identity of the perpetrator was unknown.

Demographic Findings

In the majority of incidents of violent crimes both the attacker and the victim have the same religious affiliation. In most cases (85%), the victims of violent crimes are Jewish: 85% of sexual assaults, 80% of violent robberies, 55% of severe violence and 76% of mild violence.

On average, 55% of victims of sexual assault are under the age of 18. Perpetrators aged 18-44 commit 40% of all sexual assaults. In general, the data shows that perpetrators aged 18-44 commit the majority of violent crimes reported to the Israel Police.

Since 2003, there has been a rise in violent crimes against people aged 65 and older, reported to the Ministry of Social Services.

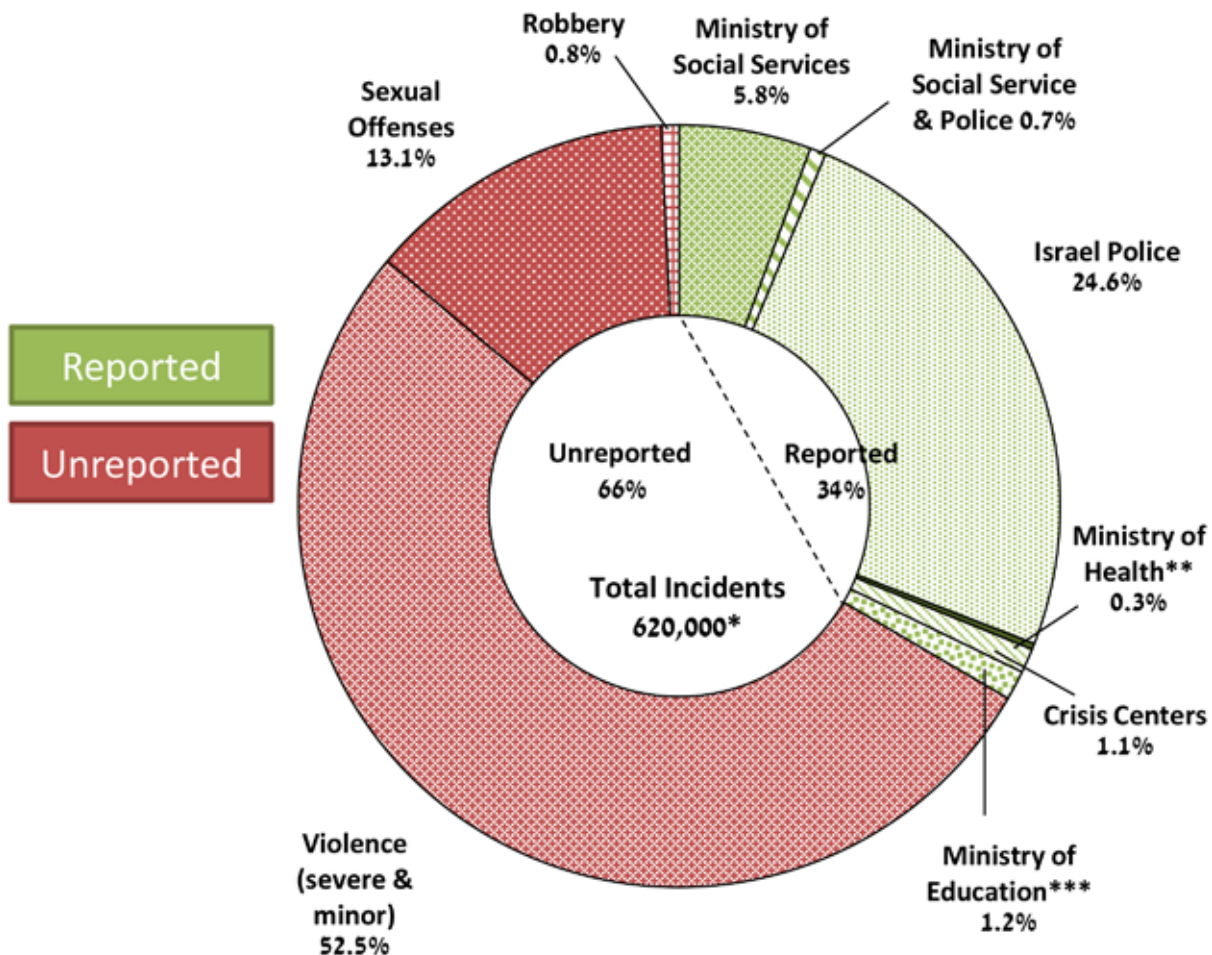
From 2003-2008, there was a steady rise (9%) in violent crimes reported to the Ministry of Social Services, in which the victims were children.

In most violent crimes the attacker is male.

Violence, according to type and responding body (Annual average from 2003-2010)

Incidents of severe and mild violence that go unreported to any official body or organization make up over half the violent crimes in Israel.

Only 34% of violent crimes are reported to an official agency, and 27% of all crime victims are victims of violent crime.



* The annual average was based on the victims of violence survey from 2001 and 2008-2009

** The Ministry of Health only collects data on domestic violence

*** The data is based on a survey of households and the victims of violence survey of 2008

Types of Offenses

Since 2005 there has been a rise in the number of incidents of domestic violence and sexual offenses registered in emergency rooms in Israel. About 40% of the incidents are sexual assaults, while the remainder are incidents of mild violence. Additionally, the majority of offenses registered by emergency rooms are further treated by the Ministry of Social Services.

The majority of violent crimes that take place in educational institutions are reported only to educational institutions. The majority of sexual assaults take place in high schools.

Since 2009 there has been a rise in the number of sexual assault-related calls made to support organizations.

International Comparison

It is difficult to compare rates of violence from Israel to other countries because of the various definitions of what constitutes violence and the variety of measuring methods. While an exhaustive comparison of rates of violence between Israel and other countries is not possible, the following is a basic comparison to other OECD member countries.

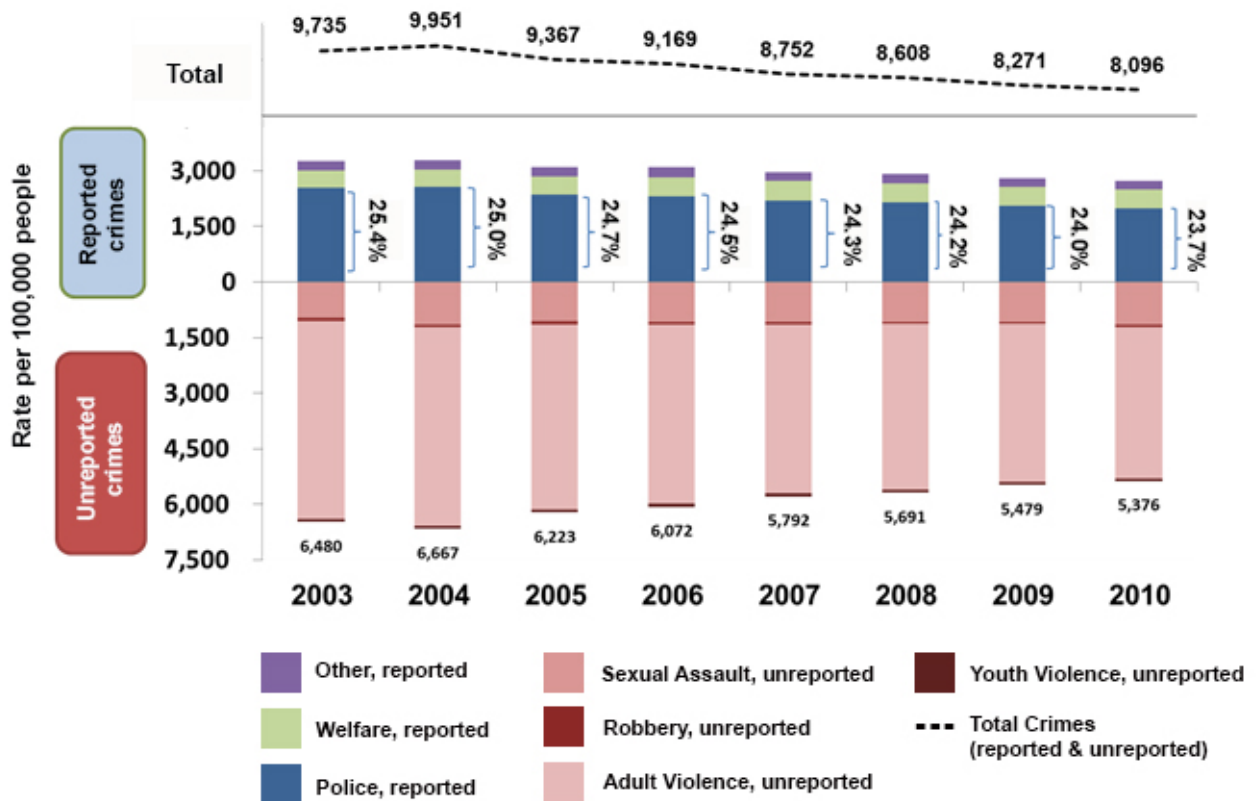
The rate of violent crimes in Israel is similar in most regards to the average rate of crime among OECD countries. The rate of murder in Israel is 2.4 murders per 100,000 people, similar to the OECD average. Additionally, the rate of violent robberies per 100,000 people in Israel is significantly lower than the OECD

average. The rate of violent assaults per 100,000 people is exceptionally high in Israel at about 700 incidents per 100,000 people, as opposed to the OECD average of 300 incidents per 100,000 people. The rate of sexual assault in Israel is higher than the OECD average by about 10%; the percentage of those incidents that are rapes was 2% less than the OECD average.

According to the Victims of Crime survey, in Israel the percentage of people who were victims of assault or violent robbery is less than 2%, while the OECD average is 3%. However, the sample size of those interviewed was relatively small. The Victims of Crime Index indicates the percentage of people over the age of 15 who stated that they were victims of an assault in the past year. The Index does not include property crimes.

Reported and unreported violence in Israel, according to type, severity and body to which it was reported, from 2003-2010

The **blue columns** represent violent crimes reported to the Israel Police and the Ministry of Social Services. The **red columns** represent unreported violent crimes according to the victims of violence survey. Since 2004 there has been a decline in reported violence (an annual average drop of 1.2%) as well as unreported violence (an annual average drop of 1.6%). Despite the decline in violence reported to the Israel Police since 2004 (an annual average drop of 2.4%), the rate of violence reported to other organizations is on the rise (an annual average rise of 1%).



Alarming Data

According to the data, from 2003-2010 there was a drop in the severity of violent crimes. However, since 2010 there has been a rise in the severity of violent crimes. This should raise concern, especially considering that since 2010 there has been a drop in the total number of violent crimes. While the number of incidents has decreased, the severity of the crimes has increased.

Additionally, a significant portion of violent crimes that are dealt with by the Ministry of Social Services are not reported to the Israel Police, and vice versa. According to the 2012 State Comptroller's report, there are more cases of severe violence treated by the Health Ministry and the Ministry of Social Services than reported by the Israel Police.

Another concerning finding is that educational institutions in Israel do not objectively record and keep data on violent incidents. The Ministry of Education's

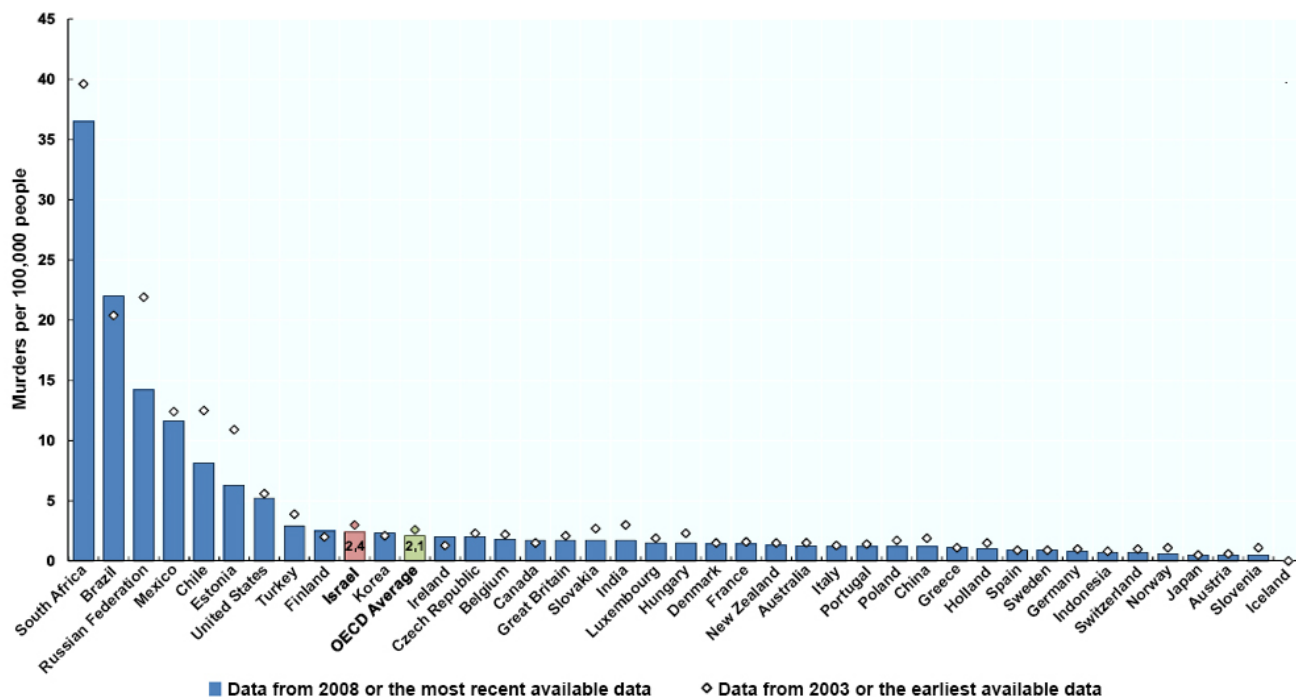
methods for monitoring and collecting information is based only on questionnaires administered to students and faculty. One recommendation by the State Comptroller is for the Ministry of Education, in collaboration with the Ministry of Public Security and the Ministry of Social Services, to establish a joint database of information about violent incidents that occur in educational institutions.

Moving Forward

The Minister of Public Security presented the National Violence Index before the Israeli Knesset in May 2014. Prime Minister Netanyahu directed the Ministry to continue developing and improving the Index, and instructed all relevant government ministries to work with the Ministry of Public Security in a joint effort to make the Violence Index an integral tool in policy formulation for reducing violence in Israel.

Murder Rates in OECD Countries

This diagram depicts the rate of reported murders per 100,000 people in OECD countries. According to the data, the rate of murders in Israel is 2.4 murders per 100,000 people (the red column). The blue columns represent the rate of murder in each country in 2008, and the dot represents the rate in 2003. The average rate of murder in OECD countries was 2.1 murders per 100,000 people in 2008 (the green column).



Source: Gallup World Poll - 2011

All data from 2010, except Iceland and Norway (2008); Israel, Estonia, Switzerland, Russian Federation and South Africa (2009)

The BAMA Evaluation and Monitoring System

An Evidence-Based Management Tool for the Public Sector

By **Besora Regev**, Ph.D., head of the Ministry of Public Security's Research Department,

Guy Nagar, the Ministry of Public Security's Research Department

The need to evaluate operations in the public and non-profit sector has grown in recent years, together with the need to develop new tools for this purpose. Measuring the effectiveness of an organization and the success of its policies is one of the many challenges faced by management, researchers and consultants. A number of government agencies already employ various tools to evaluate their operations, including the Israel Police and the Israel Prison Service. The wide variety of industries that are redefining their evaluation and management tools, and the many models, theories and systems that have been developed, all testify to the importance of effective, comprehensive evaluation.

The Research Department in the Ministry of Public Security recently developed an evaluation and monitoring system (BAMA) that focuses on combining

a variety of indices and analyzing the relationship between them. Utilizing the evaluation and monitoring system, organizations can develop better strategies to achieve their goals. Additionally, the definition of the indices and goals is done in full cooperation between the evaluator and the organization, generating commitment on the part of the organization to the indices and goals it set. This collaboration also prevents the misrepresentation of data and helps the organization locate and target problems that need attention.

The setting of indices and evaluating data are important for every organization, and ensure that the organization's operations are aimed correctly at its strategic goals.

In the case of the Ministry of Public Security, the application of an evaluation and monitoring system



has many advantages. First, it can provide guidelines for policy formulation and multi-year strategies for both the Ministry and the Minister. Second, it can help motivate employees and encourage goal-oriented practices. Third, it can evaluate operations for the purpose of improving them and adjusting them to better meet the organization's goals and interests, and identify flaws that require attention and improvement.

Setting indices enables decision makers to operate based on accurate, evidence-based data. Moreover, setting goals for each index creates a common language and accountability for the index's results. When a gap between the situation on the ground and the organization's goals is identified, the system allows for methodical decision making and efficient utilization of resources in order to bring the organization back on track.

Evaluation Method

The evaluation and monitoring system developed by the Ministry is based on the balanced score card method, developed by Professor Robert Kaplan and Dr. David Norton of Harvard University. The method's main advantage is its emphasis on index-based management rather than management based on intuitions and feelings. The balanced score card method meets the need of organizations to provide information in real time about critical operations, and also aids in implementing decisions on both the strategic and operational levels. The system further enables quality control of the organization's operations and provides decision making tools to the organization's management.

The application of the evaluation and monitoring system consists of three steps. First, the subject being evaluated must be defined as well as progress indicators for each index identified as critical for success. Second, the method of evaluation must be defined, including: how often the data is presented, to whom it is presented,

and by whom is it evaluated. Third, the evaluation system is implemented and regular adjustments are made according to the data.

There are four main types of indices: Input indices, output indices, outcome indices and service indices. These indices help the implementation of an overall management philosophy which operates under the assumption that there is a causal relationship between the input invested by an organization and the outcome achieved. An **input index** relates to management and human resources, such as employees' missed days or staff training. An **output index** relates to the number of activities, workshops or projects conducted. An **outcome index**, in the case of anti-violence programs for example, measures things like the rate of violence, crime and drug use. Lastly, a **service index** measures the quality of service and satisfaction of residents with regard to the operations and activities conducted by the organization.

Collecting Data

The key to the evaluation and monitoring system is the accumulation and consolidation of various data sources. For the Ministry of Public Security and its various programs that target crime and violence, the system presents data according to city, demography and input data, as culled from a variety of sources, including:

- Internal surveys and research carried out by the Ministry's various departments and programs
- Nationwide surveys, such as the victims of crime survey, public perception surveys, personal security surveys and more
- Online forms in which program managers from the field can add their input
- Data from the Central Bureau of Statistics, including demographic data, socioeconomic statistics and more
- Israel Police crime data
- Israel Fire and Rescue Authority
- The National Program for Children and Youth at Risk
- The Ministry of Social Services
- The Ministry of Absorption
- The Ministry of Education
- Data on the number and location of surveillance cameras
- Budget use

Applying the Evaluation and Monitoring System

Step one: Defining goals and parameters – The first step in applying the methodology of the system is to conduct strategic workshops with the organization’s management in order to establish goals and targets for the coming year and years to come, and to gain the support of upper management. Further work is conducted by operational forums of mid-level management, which define the factors critical for reaching the goals, and establish a conceptual model of indices for the organization. After the conceptual model is established, a detailed profiling of the indices is conducted and data collection feasibility is examined.

Step two: Collecting data and constructing a program for applying the system – The Ministry of Public Security conducts both external and internal surveys on an annual basis. External surveys are conducted by third party research institutes because of the large sample groups involved. Internal surveys are conducted by the research department of the Ministry, utilizing both online forms and questionnaires.

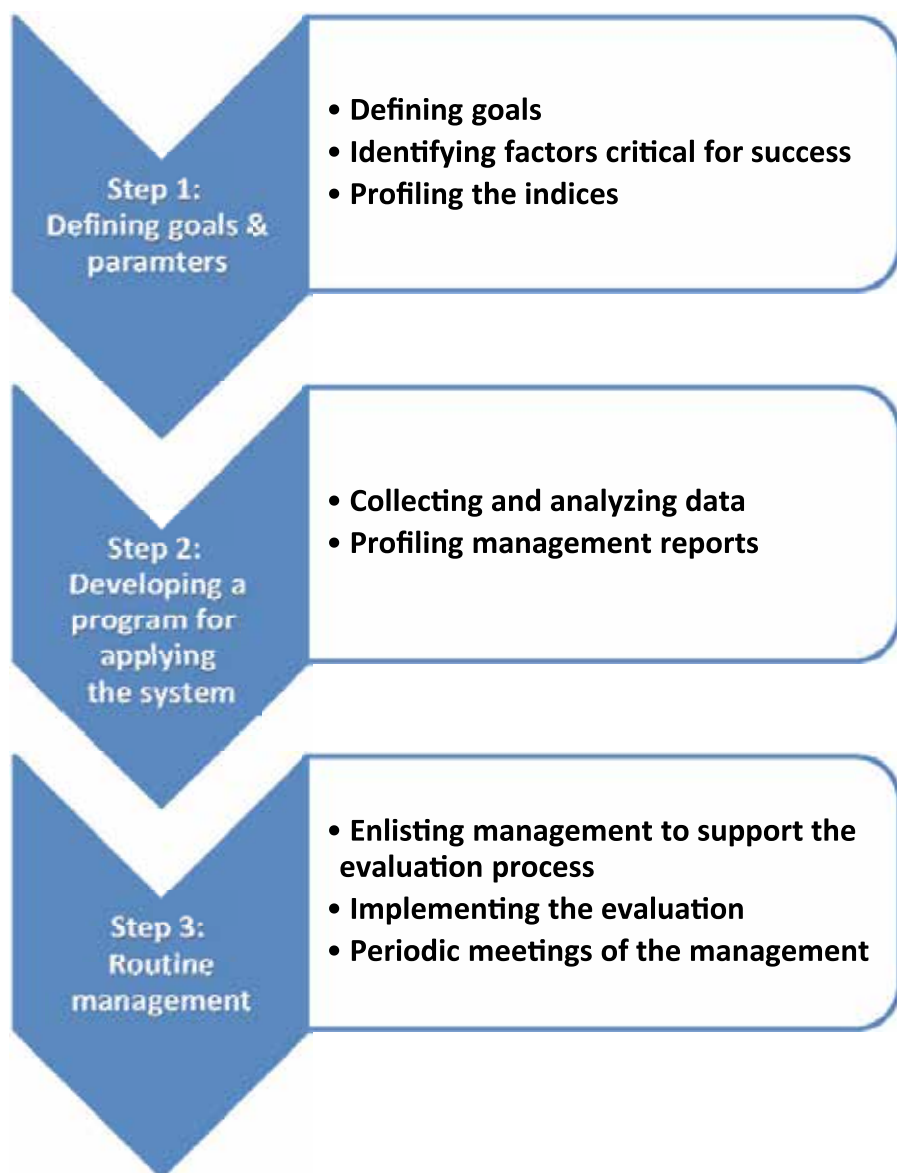
An example of an external survey is one that was conducted for the Municipal Policing program – a special police unit that incorporates municipal inspectors and aims to reduce quality of life offenses, currently operating in 16 cities across Israel. The goal of the survey was to measure the effectiveness of the program by comparing residents’ attitudes in cities with the program to those in cities without the program, and by comparing crime statistics between cities.

Step three: Routine management – The most important component to the evaluation and monitoring system’s success is the implementation of the system. The organization must fully understand the system and how it will help achieve its goals. All levels of management must discuss the evaluation’s findings at least once a month in order to ensure the effectiveness of the discussions and to

focus the meetings on providing solutions to problems in real time.

In conclusion, applying the evaluation and monitoring system in the public sector is a complex task. However, the benefit that can be gained, both for management as well as for the organization as a whole, is the preservation of the organization’s vision and strategic goals. The advantages inherent in making research-based decisions can be summed up by the phrase coined by Kaplan and Norton of Harvard University: “You can’t manage what you can’t measure; you can’t measure what you can’t describe.” So far, the evaluation and monitoring system has been implemented in the Community and Policing Department in the Ministry of Public Security and the Anti-Drug and Alcohol Authority.

Evaluation Steps



Example of a City Without Violence index flow chart:

The national City Without Violence program was chosen to serve as the Israeli government's flagship program to combat violence and crime. City Without Violence utilizes a broad, multi-discipline approach to reduce violence and crime in a given city. The program is led by the local mayor or municipality head, and is conducted in cooperation with all of the city's relevant agencies and organizations in the realms of law enforcement, welfare, education and more.

The charts presented below depict the four main areas dealt with by the City Without Violence program: Education, leisure, law enforcement and community. For each area there are a number of programs evaluated by the index.

For example, in the field of law enforcement, the Parent Patrol program is evaluated based on such aspects as the sense of security among residents, exposure to violence, motivation, professional response and the attainment of goals.

Each area is given a color according to the accomplishment of the goals set for it – Red: goals were not reached; Yellow: needs improvement; Green: goals were met. The accumulative score is based on the average of the four different areas. Additionally, there are graphs that display the percentage of the budget utilized according to the above mentioned fields. The upper graph displays local crime data according to month.



Cooling Down Hotspots with City Without Violence



By Yamit Alfasi, Ph.D.
Director of Doctrinal Development,
City Without Violence

Hotspots are small, geographical areas, such as buildings, corners or street segments, in which there are relatively high crime rates. Current technology enables law enforcement authorities to define and map these hot spots in urban spaces with the goal of “cooling them down.” To do so, the Israel Police has established a policy for dealing with these locations through certain crime prevention methods.

Hotspot Policy

In 2012 a new hot spot policy was established by the Operations Department. According to the new policy, hotspots are defined according to clusters of quality of life crimes. Additionally, the policy calls for police stations to be evaluated according to their success in reducing crime and in reducing calls made to the police regarding hotspots. The Israel Police named the strategy: “Cooling Down Hotspots.”

The model used for mapping quality of life crimes was developed by the Israel Police’s Research and Statistics Department, together with the Operations Department. For each police station, no more than 10 hotspots were

defined. The stations were instructed to analyze relevant data, identify problems, and develop and implement a response to hotspot activity. Each police station was evaluated according to its success in reducing calls regarding hotspots, while success of 30% or more in reducing calls scored 100.

The most prevalent strategy for hotspot crime reduction is augmentation of police presence and patrols in the target area. Additional strategies mentioned in the professional literature include setting road blocks and scanning license plates.

Recently, crime prevention approaches that emphasize police and community partnerships as a means to reduce crime and enhance safety have become popular among criminologists. Contemporary literature is filled with references to community policing as well as problem solving policing, the latter of which sees communal characteristics as factors that influence crime. However, the literature concerning the actual implementation of this approach is minimal: no guidelines for real communal partnership-based interventions are specified.

Cooling Down Hotspots with City Without Violence

The Ministry of Public Security operates the City Without Violence program in 140 cities across Israel. The program aims to reduce crime and violence and enhance personal security. The premise of the program is that in addition to law enforcement efforts, crime prevention efforts must also involve the fields of education, recreation, social services and the community. This interdisciplinary approach is designed to be led by the local government leadership in each city.

The cities that participate in the City Without Violence program receive government grants from the Ministry of Public Security for various projects and employ a local City Without Violence program manager to oversee activities and coordinate operations with the Israel Police.

The nationwide experience accumulated by the City Without Violence program in the last decade points to several projects partnering the community with the police that have been successful in reducing crime and violence. This accumulated knowledge has led to the development of various community tools that can be integrated into strategies and methods aimed at cooling down hotspots.

In developing these community tools, strategies were emphasized that can be easily implemented, that fall within the City Without Violence budget, and that do not rely on unique community characteristics or special circumstances.



Hotspots. The experience accumulated by the City Without Violence program has led to the development of various community tools that can cool down hotspots.

Categories of Community Tools

- **CPTED (Crime Prevention Through Environmental Design):** By instructing various municipal departments how to design and adjust public and residential spaces in hotspot areas, the opportunity to commit crimes can be reduced, thereby deterring criminals. This includes pruning bushes and trees, installing lighting, demarcating parking spaces, erecting fences, installing surveillance cameras and public address systems, and creating a welcoming environment for normative activities (e.g. exercise devices).
- **Changing the Social Atmosphere and Social Fabric at the Hotspot:** The initiation of new activities and the displacement of existing community activities, aimed at promoting the presence of normative populations and normative activities in the hotspot area, can greatly reduce crime. These activities can include parenting workshops, municipal committee meetings, business meetings and organized sporting events.
- **Community Support for Policing Activities:** It is important to raise awareness among mayors and local leaders about the existence of hotspots. Additionally, community campaigns that call for non-violent responses to crime and violence should be run, as should those that show support for policing activities and present them as a community demand.
- **Municipal Ordinances:** A number of cities have passed local ordinances that have been instrumental in reducing crime in and around hotspots. Among the ordinances that have been passed are laws forbidding noise in parks after 11 p.m. and laws that allow the closure of businesses that sell unspecified compounds and substances.
- **Collaboration of Law Enforcement, Crime Prevention and Treatment Agencies:** The City Without Violence program works with both crime prevention and treatment services, and aims to combine their efforts. This collaboration enables information to be shared and helps provide treatment to youths identified as problematic by law enforcement personnel. Additionally, the collaboration also aids in recruiting individuals who have the ability to prevent the escalation of events before law enforcement is needed, such as parent patrols and conflict-resolution centers.

- **Crime Prevention and Positive Alternatives:** Using police data about hotspots, City Without Violence program managers can prioritize various areas and decide where and when to operate recreational and educational activities. In some cases, cities can transport children by bus from distant neighborhoods to various recreational sites with adult supervision.
- **Community Involvement:** The City Without Violence program encourages the community to report crimes and support campaigns calling on the public to do so. The City Without Violence program also encourages community involvement in programs such as parent patrols, accompanying the elderly, bicycle patrols, neighborhood watch, businesses against violence and more.

Cooling Down Hotspots in the Southern District

In 2012, the Israel Police in the Southern District had only 2% less calls regarding activity at hotspots in comparison to the previous year (2,868 in 2012 versus 2,929 in 2011). This was the lowest percentage drop among the seven districts (the average national drop was 17.88%).

Based on the 2012 data, 59 locations were designated as hotspots for 2013. Each city in the Southern District designated 1-10 hotspots (not necessarily based on the size of the city). The programs submitted by the police stations to “cool down” the hotspots in 2013 consisted mostly of augmented patrols and police presence in and around the hotspots. Only three towns planned strategies that would involve the cooperation of the municipality.

In March 2013, the Southern District Police Commander and the director of the City Without Violence program decided to implement a joint model for cooling down hotspots in Southern District cities. The model, combining City Without Violence activities and community tools alongside traditional policing, was presented to Israel Police officials and City Without Violence staff in Southern District cities.

In April and May 2013, strategies for cooling down hotspots were developed for the Southern District cities utilizing the community tools. In most of the cities, patrols were conducted around the hotspots to gain insight before developing the strategies; and unlike in previous years, City Without Violence staff and municipality staff took part in the patrols.

Results

The most common community tools that were utilized in the community strategies were recruitment of communal leadership, environmental design, educational campaigns and increased coordination between law enforcement officials and youth department staff. Three cities utilized community involvement models such as parent patrols and student volunteers. In one city, local ordinances were passed and normative activities were conducted in a hotspot.

Noteworthy was the involvement of senior police commanders in the implementation of the models, which also led to better applications of standard policing practices.

At the end of 2013, the data showed that there were 53.6% fewer calls to police regarding hotspots in the Southern District than in the previous year (3,712 in 2012 versus 1,720 in 2013). This was the highest drop rate among the seven districts (with a national average drop of 36.3%)

Strategies utilizing the combination of community tools and law enforcement methods to cool down hotspots in the Southern District had impressive results in reducing calls made to the Israel Police. Not only did the number of calls in Southern District cities drop in comparison to previous years, but the amount of calls made during the same period was significantly less in comparison to other districts, which relied mainly on traditional policing strategies.

Conclusions

Though the idea of police and community partnerships as a means to reduce crime is well anchored in the community policing method and even mentioned in the literature as a means for cooling hotspots, the potential of community partnerships is not yet being realized and implemented.

City Without Violence and the community tools it offers can provide solutions to many of the difficulties that the police often encounter when trying to implement community partnership strategies.

Firstly, because 75% of the City Without Violence program budget is allocated to various municipality programs, the municipality feels a greater obligation to participate in crime prevention operations.

Secondly, the City Without Violence program and the community tools it offers are coordinated by the local City Without Violence program manager. Because the

program manager is also a municipality employee, it is easy for him to enlist and interact with the staff necessary for community partnerships. This in turn reduces the burden on local police stations, relieving them of the responsibility to foster partnerships while simultaneously carrying out their other duties.

From the experience of implementing the model, it became clear that despite the police's familiarity with the community tools, there was a need for an organizational push to expand the application and improve the effectiveness of the model. The advantage of the model lies not only in its ideas and tools but also in the conceptualization of the tools into clear categories which can be applied to other situations and locations. Additionally, the method also revealed the need to create a database of community tools, especially local ordinances. The ordinances can be applied anywhere, yet no government body is in charge of amassing a list of such ordinances or recommending their implementation in other cities.

Another lesson learned from the successful implementation of the model is the importance of support from high ranking officials from both the Israel Police and the municipality. When the police commander of the Southern District explicitly declared that the Israel Police is working together with the City Without Violence program to cool down hotspots, it made an impact and set the tone for the collaboration.

When the police commander of the Southern District declared that the police were working together with City Without Violence, it made an impact and set the tone for collaboration. (Illustrative photo)



The initiation of new activities aimed at promoting the presence of normative populations and activities can greatly reduce crime. (Illustrative photo)

In addition to improving the effectiveness of the police in combatting hotspot offenses, the model also revealed other potential benefits of partnering with the police. While the police are used to allocating resources based on the time and location of crimes, community professionals such as psychologists, social workers, teachers and coaches tend to operate during conventional working hours, and adapt their interventions according to the target population alone. The partnership with the Israel Police and coordination between authorities that possess data regarding hotspot activity can enable more effective and direct application of preventive and therapeutic solutions and improve the community effort to combat crime and the factors that affect it.

Moreover, community services can benefit from receiving statistical feedback on the effect of different intervention techniques, and adjusting the services accordingly. For example, the educational staff might assume that organizing late-night soccer games in public playgrounds prevent youth from becoming involved in dangerous and illegal behavior. By setting up the games according to police data, they can later find out the program's actual impact on violence, vandalism and calls to the police.

In summation, the community tools model, implemented by the City Without Violence program together with the Israel Police's Southern District, has the potential to improve the effectiveness of police activities in hotspots and improve the quality of life of residents. However, future research is still necessary to evaluate the effectiveness of the model in other districts.



Israel's Border Police

A Versatile Force Since 1948

By Tal Misgav, Ph.D., Border Police Historian

Photos courtesy of the Border Police History Department and the Israel Police Spokesperson's Department

The story of the Border Police begins in 1948, following the foundation of the state of Israel, when a Jewish Agency status committee was formed, headed by Golda Meir. The aim of the status committee was to establish the infrastructure necessary for the newly-founded state.

The committee was divided into several teams, each responsible for the establishment of a different government ministry. The head of the team tasked with establishing the police ministry was Yehezkel Sahar, who would go on to become the first commissioner of the Israel Police. He submitted a plan to the committee for the foundation of two organizations that would work side by side – a police force and a gendarmerie.

The Israel Police was established shortly after the foundation of the state, while the establishment of the gendarmerie was postponed until after the War of Independence.

In 1949, as the battles subsided, the need for a gendarmerie became more urgent, with the country plagued by infiltrators. Discussions between the Israel Defense Force (IDF) and the Israel Police led to the establishment of a military corps named “The Border Corps.” The Border Corps and its first commander, David Shaltiel, were granted 2,000 positions and a number of military vehicles. But the process of establishing the corps met with some difficulties, mainly in recruiting manpower, so the task was handed over to the police.



A Border Police patrol in the Gaza Strip, 1956



On the Lebanese border, 1953

In 1951, three border companies were established within the Israel Police. The companies began operating along the borders, and on April 26, 1953, Police Commissioner Yehezkel Sahar established a special police corps called “The Border Police,” with Pinhas Kopel appointed its first commander.

The Border Police received military training and were provided British weapons. The status of the personnel was equal to that of other police officers with regards to rights, duties and authority. However, contrary to other police officers who wore hats as part of their uniform, the Border Police wore green berets, symbolizing the “green line” (the Israeli border until 1967).

The first commander of the Border Police, Pinhas Kopel, captured the spirit of the times:

“We saw two main tasks before us: The first – to establish the units, train the men, and instill in them the importance of their role. The second – to provide the citizens, who had just arrived in the country, with a sense of security... Each night dozens of Border Police teams ventured out to the long and winding border... They are relatively unknown to the public; their path

is not laden with glory and their deeds are mentioned only in brief, obscure lines in the newspapers. The ones who know them best are the infiltrators themselves, who cross paths with them – the men of the Border Police with their green berets...”

The Foundation Years

In its early years, the main activity of the Border Police was fighting infiltrations. It was a complicated task as a result of the country’s long, winding borders, which had no fences. The Border Police set ambushes along the border, used scouts, conducted patrols and reconnaissance, and at times even dressed as Arabs to locate infiltrators and prevent them from crossing into Israel. In 1956, the rate of infiltrations increased, eventually leading to the Suez Crisis.

When the Border Police was established, it was decided that in times of emergency the corps would be subject to the command of the IDF. This first happened in 1956 in preparation for the Suez Crisis. During that war, Battalion 1 of the Border Police participated in battles in the Gaza Strip in addition to fulfilling

An ambush in the Jerusalem hills



policing tasks and dealing with the civilian population in the aftermath of battles. Within the regions under their protection, Battalions 2 and 3 were responsible for enforcing curfews in Arab villages. Under the command of Shmuel Melinky, Battalion 2 received an order to make the curfew in the villages earlier. When asked what should be done with those who return after curfew, he answered: “Allah arahmu” (“God have mercy,” in Arabic). Most of the officers in the battalion acted responsibly, but those in the Kfar Qasim area misinterpreted the order, killing 47 residents. As a result, 11 Border Police officers were convicted of murder and served lengthy prison sentences.

From 1953 to 1967, the Border Police operated around the “urban line” in Jerusalem, manning many posts. During these years, the Border Police conducted patrols, guarded the Mandelbaum Gate and set ambushes. The corps was successful in thwarting many terror attacks in the area. In 1963, it was decided that eligible army recruits could opt to serve in the Border Police, and in November of that year 50 recruits joined.



Guarding the walls of the Old City of Jerusalem with Chief Military Rabbi, Shlomo Goren, 1967

From Atop Mount Scopus to the Peak of Mount Hermon

Just prior to the outbreak of the Six Day War in 1967, the Border Police was once again placed under the command of the IDF. The Border Police was tasked with guarding some of the country’s most essential facilities in times of war, such as airports, reservoirs, and power stations, while also watching over the border with Jordan. During the Six Day War the Border Police participated in several battles, including a clean-up battle on Ammunition Hill following the main battle fought there by paratroopers. The clean-up lasted eight hours, during which the Border Police took 60 Jordanian soldiers captive. The Border Police also participated in a bitter battle against Egyptian Commandoes near

Latrun, and were victorious despite losing 54 men. The Border Police fighters received Distinguished Service medals for their actions. Following the battles, almost the entire Border Police entered the West Bank and East Jerusalem to impose order in these newly-conquered regions.

In the aftermath of the war, the Border Police were charged with many tasks. They were deployed across Jerusalem, Nablus, Jenin, Ramallah, Tul Karem and Hebron in order to impose order and eliminate signs of resistance, while still under the command of the IDF until September of 1967. Another battalion was formed specifically for operating in Judea and Samaria – Battalion 4 – with headquarters in Ramallah. In 1971, the Border Police also entered Gaza.

Fighters of the Valley and the War of Attrition

During the battles at the Suez Canal, there was also a war of attrition taking place on the Israel-Jordan border. The focal points of the war were at the Beit Shean valley and the Jordan valley. Bands of terrorists from Jordan, backed by the legion, infiltrated these areas and attacked Jewish settlements. In September of 1967, G Company of the Border Police began operating in the area, waging a relentless battle against the terrorists. The amount of shooting incidents with which the company had to cope reached an average of 700 a month.

The war took a heavy toll on the company as many lives were lost. It was during this war that Sergeant Yosef Vakil was awarded a Medal of Valor, the only one in Border Police history. The war ended with the cessation of the events known as “Black September,” in 1970, when terrorist organizations in Jordan were wiped out.

The YAMAM Counter-Terrorism Unit overtaking a hijacked bus, 1987





Left: A female Border Police officer; Right: The YAMAM Counter-Terrorism Unit in training, 1985

During the Yom Kippur War, the Border Police was once again subjected to the command of the IDF, and was entrusted with securing the northern border. The Border Police operated in Lebanon, setting ambushes deep behind enemy lines and wiping out bands of armed terrorists with the aid of night vision.

Public Security

Following the Yom Kippur war, in April 1974, responsibility for public security was transferred from the IDF to the Israel Police. This forced the police to prepare for threats they had never before faced.

In order to maintain public security, several of the Border Police companies were transferred from the Judea and Samaria region to within the green line to reinforce the police. The Border Police was charged with securing the ports and airports and preventing terrorism.

To cope with new security challenges, there was a need for a designated police unit that would specialize in takeovers and negotiations. In 1974, the YAMAM Counter-Terrorism Unit was established. Since its

inception, the unit has thwarted hundreds of terrorist attacks, captured many wanted terrorists and rescued hostages. Today, the YAMAM is considered one of the best counter-terrorism units in the world.

In the Land of the Cedars

Upon its establishment, the Border Police were given responsibility over Israel's northern border. However, shortly before the outbreak of the First Lebanon War in 1982, the IDF took charge of the northern border – which had become the most dangerous in Israel – and relieved the Border Police. The First Lebanon War broke out and the IDF entered Lebanon. On the second day of fighting, Border Police battalions entered Lebanon as well and cooperated with the IDF in fighting terrorist organizations by conducting arrests and imposing order. During that time, two catastrophes occurred in the Lebanese city of Tyre: The first occurred on November 4th, 1982, when a gas leak in the Israeli military government building caused an explosion, resulting in the deaths of 34 Border Police officers. A year later, on November 11th, 1983, a terrorist drove a truck full of explosives into the courtyard of the Israeli



Guarding the Old City of Jerusalem during the first Intifada

military government building in Tyre, taking the lives of 17 officers. Nonetheless, the Border Police continued its operations in the area until the IDF pulled out of Lebanon in 1985.

On the Front Lines – The First Intifada

The first Intifada broke out in 1987 and the Border Police played a central role in fighting it. Since it was civilians who were rioting and committing acts of violence, there was a need for a professional and operational police force to deal with this new challenge. As a result of the experience it had amassed during its activities in Judea, Samaria and Gaza, the Border Police was placed on the front lines facing terrorism, rock throwing and stabbings. Later, the Border Police also established an undercover counter-terror unit known as YAMAS. The first YAMAS unit was established in Gaza in 1989, a second in Judea and Samaria in 1991, and a third in Jerusalem in 1994.

The Country's Bulletproof Vest

In 1993, following a lengthy negotiation between Israel and the Palestinians, an agreement of understanding

was signed, known as the Oslo Accords. The state of Israel, the IDF and the Israel Police, all prepared for the new status and the new and complex challenges that the Oslo Accords would pose. As part of the agreement, Border Police officers were required to conduct joint patrols with Palestinian police officers. In preparation, significant changes were made within the Border Police: forces deployed in Gaza, the south, the center and in Judea and Samaria, were expanded and reorganized. In 1994, a new division headquarters was established within the Border Police, located at the Eyal military base. This opened the door for further change, and in 1995, for the first time in Border Police history, women were integrated into the force, making the Border Police the first force to integrate women into the ranks of combat fighters.

The joint patrols with the Palestinian police that began in 1993 faced its first significant challenge with the outbreak of riots in September 1996. The riots began shortly after the opening of the Hasmonean Aqueduct in the Old City of Jerusalem and soon spread across the country, reaching Judea, Samaria and Gaza. The Border Police actively fought to subdue the riots and protect the lives of civilians. However, there was a new element to the fighting: for the first time, Palestinian police were



During a training exercise

actively participating in the attacks against Israel's security forces. Dozens of Israeli soldiers and police officers were injured and 13 soldiers and two Border Police officers were killed. As the riots subsided, the joint patrols were renewed.

In the year 2000, the second intifada began. Rioting followed the breakdown of peace talks at Camp David between Israel and the Palestinians in July of that year. The reason given by the Palestinians for the outbreak of violence was the visit of Ariel Sharon – then opposition leader – to the Temple Mount in September of 2000. In the ensuing intifada, the Border Police was at the front lines facing suicide bombers, shootings and daily terrorist attacks against Israeli civilians.

A short time after the violence began, Police Commander Yossef Tabaja was murdered by a Palestinian police officer who was his patrol partner, leading to the dissolution of the joint patrols. During riots around Josef's Tomb in Nablus, several Border Police officers were trapped, and fought for their lives for six days. Border Police officer Madhat Yossef was killed in the fighting.

During this time, the Border Police faced severe rioting and public disturbances in Judea and Samaria, the Gaza

strip, and other areas of conflict across the country. The Border Police learned many lessons from these difficult situations and as a result, a national training center for dealing with public disturbances was established.

In 2002, the first Border Police reserve service began, with 12 companies enlisted to assist the Border Police and provide reinforcement in times of crisis. Today, the reserve force numbers 16 companies.

Peaceful Borders

In light of the complex and major terrorist attacks in the Gaza Strip and the continual need for military intervention, in 2003, the Border Police in Gaza was redeployed along the Israeli border with Egypt and became known as the Ramon Border Police. New headquarters were established and its main mission became preventing smuggling and infiltrations. In 2008, the Ramon Border Police was relocated to the Israel-Jordan border. At the same time, personal security Border Police units were formed to combat urban crime.

The beginning of the second decade of the 21st century saw the Border Police undergo a number of substantial organizational changes: In 2011, the Border Police



Since its inception, the Border Police has remained a versatile force, fighting crime, terrorism, and keeping order.

left the Jordanian border and new headquarters were established on the coastline. In 2012, the personal security units were disbanded and the number of companies was reduced. In their place came the Shahar 101 units, with the goal of fighting urban crime.

The Border Police Today

Since its establishment, the Border Police has maintained its original goal: to serve as a versatile police force that fights crime and terrorism, provides security and maintains order. The corps continues to serve as the operational agency of the Israel Police for fighting terrorism and maintaining public order, and continuously strives to provide quality police services to rural communities, with a particular focus on agricultural crime.

The Border Police is currently deployed across six districts: northern, coastal, central, Jerusalem, Judea and Samaria, and southern. There are 68 diverse units including operational battalions, units responsible for maintaining routine security, the YAMAM special counter-terrorism unit, the undercover YAMAS unit, units for the security of essential facilities, the 101 units, an anti-riot unit, a rural patrol unit, a k-9 unit and a scouts unit. Border Police forces currently constitute about 22% of the operational forces in the Israel Police, and are under the command of the Border Police headquarters. There are some 8,000 Border Police officers currently serving.

Last year staff work began in an attempt to formulate a framework for the Border Police's areas of responsibility and to define the corps' mission and a means of measuring its achievements. The process has revolutionized the way the Israel Police views the Border Police, and in the long run, these changes will enhance the professionalism of the Border Police officers and will help better incorporate them into traditional police work. Due to these changes, last year – and for the first time in Border Police history – a Border Police station was established, entirely under the command of the Border Police. By the end of 2014, additional sub stations will be established in Jerusalem. All the stations provide the same services that are offered to the public by regular police stations.

The Border Police is made up of 68 units and deployed across six districts.



Touching Souls



By Einya Ziv-Tal

The article originally appeared in Hebrew in the Israel Prison Service publication, "Roim Shabas"

Pictures courtesy of the Israel Prison Service

Each week, Colonel Rabbi Yekutiel Vizner arrives at the synagogue in the Ayalon prison to pray with the inmates. At that moment, when Vizner prays, he says he feels the full intensity of the efforts he and the rest of the prison service rabbis are making to enhance the desire for change among those behind bars.

The Israel Prison Service Rabbinate operates as part of the Prison Service's correctional division. Rabbi Vizner, Chief Rabbi of the Israel Prison Service, has held his position for six years. Having completed a respected military career during which he served as a Division Rabbi, Rabbi for the eastern sector of Lebanon, and Rabbi of the IDF's Central Command, Vizner says

despite the vast personal and touching experiences he has had, he only truly sheds tears in one place: the Neve Tirtza women's prison on Yom Kippur. "On the holy day of Yom Kippur, I walk among the prisoners in my prayer shawl and white garb, and bless each one of them that God should give them strength to change their ways. But when I arrive at Neve Tirtza and look at the babies of the incarcerated women, I just cry and wonder – God in heaven, though the mother has sinned, what has the infant done? And I ask myself what I can do to prevent such things from happening. Then I feel my calling heightened and my desire increased to do whatever possible to change the situation."

Units

Spotlight on Special



A religious class being taught at one of the prisons

Over 1,000 Religious Students

According to Rabbi Vizner, “to do whatever possible” is an indication of his broad world view and the efforts the Chief Rabbinate puts into the education and rehabilitation of prisoners. However, these efforts are but a fragment of the wide array of religious services provided by the Rabbinate to prisoners and guards of all religions.

“Religious correctional efforts constitute over 50% of the Chief Rabbinate’s activities, which are all conducted in cooperation with social workers and education and occupation officers. This collaboration has also produced therapeutic programs for religious prisoners on issues such as drug rehabilitation and domestic violence, and promoting positive thinking,” says Vizner.

The slogan that Rabbi Vizer has coined – The Prison Rabbinate: Working for you, with all our heart and soul – is more than just empty words. Behind the message lies an array of activities led by the Rabbinate’s 33 Rabbis, all for the purpose of rehabilitating prisoners. There are currently over 1,100 inmates who attend the religious seminaries in the prison facilities. The seminaries provide occupational solutions for the prisoners and help bring about substantial change in their rehabilitation process.

“We conduct an organized study system comprised of three semesters, each lasting four months,” says Vizner. “Our teachers are civilian rabbis who teach a variety of religious subjects. We also bring in heads of religious institutions and other well-known rabbis to give guest lectures and visit the inmates. The aim is to provide prisoners with the tools needed to adhere to the ways of the Torah and adopt proper virtues so they can become normative believing individuals. Those who persevere and truly mend their ways receive our recommendation to undergo an evaluation at the Prisoner Rehabilitation Authority’s religious division. Whoever is found suitable is referred for rehabilitation at the section for religious prisoners, where a religious lifestyle is observed.”

Chief Prison Rabbi Vizner, with a church representative

A Vast Alignment of Religious Services

In addition to its formal activities, the Chief Rabbinate also conducts activities of an informal nature, during which about 200 volunteers come to prisons in the afternoon hours to encourage the prisoners and teach them the laws of Judaism. “The prisoners greet the volunteers as if they were yearning for their arrival,” describes Vizner excitedly. “It’s because they inspire them and encourage hope.”

The Chief Rabbinate is in charge of all religious aspects of the prisons: maintaining synagogues, providing religious items and supplying religious text books. “We keep Kosher in accordance with the national standard. It is impeccably observed, and all the prison kitchens are monitored by cameras connected to the office of each unit’s Rabbi,” explains Vizner.

Each week, Rabbi Vizner sends the prison staff a pamphlet about the weekly Torah portion in which he discusses the relevance of the portion to the day’s current events. Last year, the Chief Rabbinate even conducted a prison-wide bible quiz for inmates.

Rabbi Vizner believes that every person can be reformed. “I don’t believe in taking vengeance – punishing the offender – because by the time the offender completes his punishment, he will have already become a certified criminal. I believe he has already received his punishment. And though we are compelled to remove him from society, we must still extract sweet lemonade from that lemon.”

One of the most unique challenges the chief Rabbi has taken upon himself is convincing prisoners who refuse to grant their wives a divorce, to change their ways and allow their wives to remarry and move on. “We have succeeded in freeing over 40 women whose husbands had refused them a religious divorce,” says Vizner.

Freedom of Religion

As part of the religious services the rabbinate provides for prisoners of all religions, the Chief Rabbinate maintains regular contact with the Muslim Sharia courts as well as with representatives of the church



to accommodate Muslim and Christian prisoners. The Chief Rabbinate must ensure a constant supply of religious texts and items for those prisoners, and make sure that both Muslim and Christian prayers and religious customs are respected.

There is no doubt that the Chief Rabbi brings with him a wind of change to the Israel Prison Service. Under his leadership is a group of young, educated, driven and very determined Rabbis. As he describes it, “Our Rabbis have served in combat units in the army, and their corrective-educational abilities are invaluable. This is actually the most meaningful development the Prison Service Chief Rabbinate has seen in the last few years.”

Bridging the Gaps

Rabbi Yona, one of the Prison Service rabbis, says that often he is pleasantly surprised by the prisoners’ behavior. “Prisoner R. was a drug addict who begged to be admitted into the religious ward. My philosophy is to give everyone a chance, but I also try to examine how honest and willing each prisoner is. That particular prisoner was both persistent and not very bright, so we were not sure how well he would manage in his studies. Nonetheless, we decided to admit him. Later, when we announced a writing competition on the theme of repentance, we were amazed to discover that R. wrote no less than 40 pages. He won first prize in the competition. With tears in his eyes, R. told us that this was the first prize he had ever won in his life. This event taught me to have faith in prisoners and to work with even those who at first sight seem problematic.”

Another prisoner Rabbi Yona remembers was named D. Yona met D. while working at Nafha Prison. D. was imprisoned for domestic violence and was placed in a closed section, with no occupation. “When I spoke with him, I recognized his potential for rehabilitation, and explained to him that he would need to work on himself. So D. began attending the religious seminary and later participated in workshops. ‘Until today, I felt I was messed up,’ he told me; ‘But today I feel like I can get help, and that I’m not the only one to blame for what happened to me – I have a choice.’ D. learned to take responsibility for his actions and enhance the positive parts of his personality. Eventually, he was released to religious rehabilitation, got married, and had two children. Today, he is employed and he is a completely new man. D.’s greatest achievement occurred when he was recently invited to speak at Nafha Prison in the religious ward – something most ex-prisoners would not normally agree to do. He spoke to the prisoners, told them his story, and did everything he could to empower and encourage them.”

Last year’s Hanukah celebration at the Ella Prison was celebrated with the theme: “Imprisonment can be turned to freedom.” Many guest Rabbis were invited to talk to the prisoners about overcoming crises, and volunteer musicians came to bring joy to the prisoners. Rabbi Yona recalls that even the Muslim prisoners were treated with music by the popular Egyptian-Syrian musician Farid El-Atrash. “I am everyone’s Rabbi; I believe in bridging the gaps. You can achieve things through love, not segregation,” says Yona.

A Therapeutic Approach

The nature of Rabbi Yaniv Dar’s work is different than that of Rabbi Yona. Rabbi Dar is the Rabbi of the Carmel Prison, which does not have a religious ward. As he puts it, “you need to collect all the religious prisoners from all the various wards.” Instead of a religious ward, he has religious cells – a sort of compromise, which, according to Dar, works very well.

Rabbi Dar recounts an incident where an elderly prisoner was admitted to one of the religious cells and a lower bunk had to be cleared for him. “A fight broke out. What was it about? It turned out that the prisoners were actually fighting over who would get the privilege of giving up their bed for the elderly prisoner! I suddenly discovered such generosity in them. These are people who grew up in bad places, and yet each of them is a diamond in the rough. All they need is some warmth and love.”

As to how he sees his role, Rabbi Dar says, “What is the job of a prison Rabbi? Should he just provide religious services: make sure the food is kosher, organize prayers? That is the traditional Rabbinate, and today it’s only a small fraction of our work. What we do is much more. For example, a new prisoner recently arrived, and when I was interviewing him I asked how he felt about being in prison. It turned out that his father had passed away a short time earlier and that he was in the midst of his year of mourning. Additionally, the prisoner had expected to receive community service, not imprisonment. Here was a man who was simply broken and emotionally shattered. And that’s where the therapy began. We are definitely a Rabbinate that takes a therapeutic approach. Though I myself am not a therapist, the entire correctional staff works together, and the whole is definitely greater than the sum of its parts.”

As Dar summarizes, “We are a rabbinical service, which also treats people and touches souls. Our activity focuses on religious services, formal and informal education, and rehabilitation. At the end of the day though, what am I actually here for? Correction and repentance. I want to see a reformed individual that will light the way both for himself and for others.”

Researching the Past, Looking to the Future

The Israel Police History Department



By Police Commander Shlomi Shitrit,
Chief Historian of the Israel Police History Department

“A nation unfamiliar with its past will see a poor present and uncertain future.” This phrase, written by Yigal Alon in his book *Curtain of Sand*, is the guiding light of the Israel police in the field of history and heritage. In order to fulfill the obligation of being familiar with the past, the Israel Police operates a history department, under the authority of the Chief Education Officer in the Education Corps. The history department officers are responsible for three main fields: Documentation of the organization's activities, historic research and police heritage.

Documentation

Documentation is conducted in two main areas. The first is documentation of the organization's major activities for the purpose of preserving organizational memory and enabling future research. For example, the history officers observe large-scale national events, such as national elections or a visit from a world leader, and document any incident of an unusual nature or scope, such as escalations in security disturbances or other emergencies. The department accompanies the various managing teams and their operations, collecting the documents produced during the staff work carried out before and after each event, and interviewing all the

parties involved. The purpose of the documentation work is to enable preparation for future events of a similar nature based on conclusions drawn from documented past events.

The second area dealt with by the department is conducting and recording interviews with Israel Police veterans. The purpose of these interviews is to preserve the stories of police officers who have taken part in meaningful events in the organization's history. In recent years the interviews have focused on the “founding generation,” i.e. the people who served in the Israel Police during its first years of existence. A large part of the interviews is conducted by cadets in the officer training course with the aim of connecting the officers of the future to the organization's past. Needless to say, the information gathered in these interviews is priceless – it sheds light on the early years of the Israel Police and reveals elements in the history of the organization and the state that have hitherto been unknown.

All the information gathered from documentation efforts is stored in a computerized database, enabling easy access to every item. The database, which contains interviews, files, books, recordings, films and photos, is available across the police intranet.

Historic Research

The historic research conducted by the history department serves two main purposes: The first – to promote organizational study by focusing on operational issues and the way in which they were handled in the past. For example, on the night of the visit of U.S. President Obama to Israel in 2013, the department's officers conducted a comprehensive review of the main conclusions drawn by the police following previous visits of foreign leaders and important figures in Israel. The review contained everything from the 1977 visit of Egyptian president Anwar Sadat to the 2009 visit of the Pope.

Another example is a study that was published by the department, analyzing the methods with which police around the world deal with the aftermaths of earthquakes. This research was part of the Israel Police's preparation for a national home front drill concerning such a scenario.

An additional purpose of the historic research is to gain further knowledge on issues of policing and public security in Israel, and increase academic and public familiarity with the Israel Police's involvement in the state's history – a subject that is not well known enough. One example of such activity was the department's research on the Israel Police's investigation of former Kapos¹ in the early 1950s and Bureau 06 – the division for Nazi crime investigations. Additionally, the unit also aids academic researchers who wish to study police history, by directing them to appropriate resources.

Police Heritage

Israel Police heritage is the third field of activity dealt with by the history department. The goal is to enhance police officers' identification with the organization in which they serve, as well as their sense of pride, by focusing on the police's activities and contributions within the wider context of the history of the early settlements and the state of Israel.

The main project conducted by the history department in the field of heritage is a book it published entitled *And See What the Land is Like* (a quotation from the book of Numbers). The book, written over a period of a year, reviews the stories of 40 historic police buildings across Israel – from the facilities of the Ottoman regime's Gendarmerie and the Tegart forts, to the stations established by the Israel Police. The history of each structure is followed by a story about a historic event that took place in the area or a police unit that operated at the site. A recommendation for a hiking trail in the area is also mentioned. The book aims to increase

¹ Kapos: Jewish prisoners forced to oversee other Jews held in concentration camps during the holocaust.

familiarity with the history of policing and public security in Israel among police officers and the public by introducing them to lesser-known heritage sites.

Additional heritage projects include a set of posters that portray the history of policing in Israel, which were distributed to police stations across the country; helping plan the new police museum, currently under construction at the police training center near Beit Shemesh; writing the script for a film about the Israel Police, produced for the History Channel; conducting tours and lectures on the subject of the Israel Police and its history; and aiding police units in organizing heritage events. Additionally, the department is also responsible for information on the Israel Police's website about police history and heritage, and for managing the Facebook page of the Israel Police Historian, the goal of which is to provide information about police history to both police officers and the public.

The Israel Police is an integral part of Israeli society and has been since the inception of the state, often instrumental in major events and important affairs. The Israel Police sees the preservation of its rich history as very significant, both as a tool for education and professional improvement, as well as a means for instilling its heritage in those who serve in the Israel Police and in residents of the state of Israel.

The Israel Police heritage book, 'And See What the Land is Like'



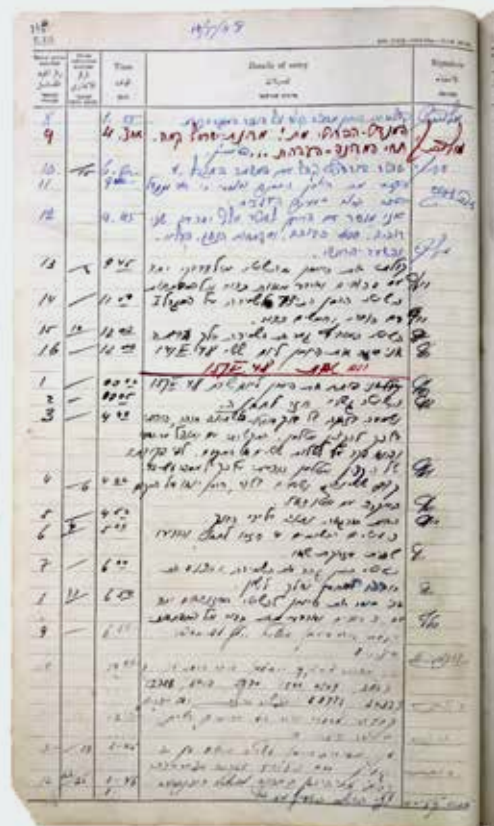
Timeline of the Israel Police



1920: Pre-state Israel during the British Mandate

The Palestine Police Force was the organization responsible for policing and public security in Israel during the British Mandate. The police force, established in 1920, revolved around a national headquarters which ruled over territorial districts and various divisions. The police force also contained the Criminal Investigations Department (CID) and various Gendarmerie units, and was comprised of two sections: a British section and a Palestinian one. The majority of the high ranking officers were British while most of the policemen were locals – Arabs and Jews.

The Palestine Police Force operated as a colonial police force, focusing more on maintaining order than fighting crime. Towards the final years of the British Mandate, the police was at the forefront of the fight against the foundation of a Jewish state in Israel, resulting in the police facilities and staff becoming major targets for the Jewish underground groups, particularly the Irgun (The National Military Organization in the Land of Israel) and the Lehi (Fighters for the Freedom of Israel).



Above: The cover of a Zichron Yaakov police log from April-July 1948. The log includes May 14, 1948, the day on which Israeli independence was declared. Right: The page of the log from May 14, 1948, which, among the routine entries, contains the following remarks on the second line, in red: 'The British Mandate is dead! The state of Israel is alive. Long live the Jewish state...'



Israel Police officers greet Moshe Sharet - then Foreign Minister and later Prime Minister - upon his return from the UN, where Israel was accepted as a member-nation, May 23, 1948. (National Photo Archive)

Despite this, the Palestine Police Force was the basis upon which the Israel Police was founded. The operating procedures and orders used by the Palestine Police Force, for the most part, remained intact when the state of Israel was founded; even the uniforms and rank names remained identical until 1958.

1951: Foundation of the Israel Border Police

The tension relating to the newly-established country's security, and the fact that hundreds of thousands of Arab refugees were living in camps around the country's borders, prompted widespread infiltration attempts into Israeli territories. The IDF's unsuccessful attempt to cope with the phenomenon – the establishment of a designated force, the Frontier Force – led to the foundation of three border police divisions in 1951 under the command of the Israel Police.



Border Police officers on the Syrian border, 1957 (National Photo Archive)

Following the border police divisions' success in thwarting infiltrations, the three divisions were finally united in 1953 by the Israel Police into one unified Border Police Force. The Border Police was then entrusted with the responsibility of guarding the borders alongside the IDF, and designated to operate in crisis situations under the command of the IDF.

1960: The Eichmann Trial

In May 1960, Adolf Eichman – a former SS officer responsible for the planning and execution of the “Final Solution” (i.e. the Nazi plan to annihilate the Jews during World War II) – was captured in



Adolf Eichmann, guarded by Israel Police officers during his trial in Israel (Israel Police History Department)



YAMAM Counter-Terrorism training, 1980s
(Israel Police History Department)

Argentina. Upon his arrival in Israel, the Israel Police was entrusted with the responsibility of keeping him safe in his incarceration, investigating the charges against him and preparing the case. Special units were established for the trial, including a unit to keep watch over him while incarcerated, guard him in the courthouse and conduct the investigation (Bureau 06).

1967: The War Against Palestinian Terrorism

Following the Six Day War in 1967, the Palestinian terrorist organizations launched a wave of assaults against both military and civilian targets in Judea, Samaria, and Gaza, as well as in Israeli cities. The Israel Police and the Border Police worked in cooperation with the IDF and the Israel Prison Service in order to prevent and thwart the actions

of the terrorists, while significantly contributing to the dismantling of the terrorist organizations in the Judea and Samaria region.

1974: Dual Purpose Police

Following the end of the Yom Kippur War, and around the time that the Palestinian terrorist organizations were becoming established in south Lebanon, a wave of terrorist attacks broke out against Israeli targets. Following several severe terrorist attacks in mid-1974 – the most infamous of which was the attack on the town of Ma'alot, (on May 14th, 1974), during which 22 children were murdered – the Israeli government decided to make the Israel Police responsible for the country's public security, thus making the Israel Police a "dual purpose police": a police force that deals with traditional policing roles as well as issues of national security within the state's borders.

As part of the police's preparation for its new duties, several organizational and structural changes took place, including:

- The establishment of the Operations Division
- The establishment of the Israel Civil Guard
- The establishment of the National Bomb Disposal Squad
- The establishment of the Special Central Police Unit (YAMAM) to combat terrorism

1977: Visit of President Sadat

In late 1977, the president of Egypt, Anwar Sadat, landed in Israel. Sadat was the first Arab leader to conduct an official visit to the state of Israel. The security of the Egyptian president's visit, code named "Gate 77," required the Israel Police to conduct special preparations within a very short time and deploy thousands of police officers.

1990: The Gulf War

On January 18th, 1990, a day after the coalition armies under the leadership of the United States launched an attack on Iraq, the first Scud missiles were fired from Iraq at Israeli cities. The missile fire, which lasted for 40 days, forced the police to operate under a state of emergency in order to send help to damaged areas and provide aid to the other emergency and security forces.



Egyptian President Anwar Sadat, visiting Israel in 1977



Traffic police, late 1980s (Israel Police History Department)



A police officer in the new uniform (Israel Police Spokesperson)

2001: The War against Suicide Bombers

Fighting and assaults by the Palestinians in the early 2000's quickly transformed into a full-fledged, lethal, terrorist onslaught – an Intifada – by Palestinian organizations. In the following years, hundreds of Israelis were murdered in dozens of deadly terrorist attacks all across the country, most of which were suicide bombings. For many months the police operated under a state of emergency, with police officers, Border Police officers and volunteers standing at the front lines facing suicide bombers.

The terror attacks reached their murderous peak in “Black March” of 2002, during which 105 civilians were murdered and 26 soldiers were injured in a string of attacks. On March 27th, 2002,

the first night of the Jewish Passover holiday, a suicide bomber exploded in the Park Hotel in Netanya, killing 30 Jewish civilians who were celebrating the holiday with their families. As a result, on March 29th, the IDF launched Operation Defensive Shield in order to destroy the terrorist infrastructure in the Judea and Samaria region and return security to the residents of Israel. The Israel Police played an active and significant role in these operations, maintaining close cooperation with other security forces. Due to these operations, the number of terrorist attacks by suicide bombers decreased substantially.



The Israel Police *Crisis Negotiation Unit*

It's midnight; Mira is just about to get into bed when the phone rings. When she answers, someone tells her a man has barricaded himself and his children in his apartment with a gas tank. Five minutes later Mira is in her car and on her way. • Friday night. Benny's beeper goes off during dinner. The message: a man caught stealing at work is threatening to kill himself with a pistol. Benny apologizes to his wife and children, and leaves his warm dinner for a cold sandwich, which he will eat in his car as he drives to the location of the unfolding incident. • David is vacationing in the north of Israel when he is informed that a young girl at a nearby town is threatening to commit suicide because of unrequited love. David switches from his bathing suit into work clothes and travels to the location of the incident.

Some 60 police officers, men and women, do this routine regularly. During holidays, nights, weekends and busy weekdays at the office, they rush to respond to people held up in their homes, making threats to murder or commit suicide. The officers leave everything and go wherever the beeper tells them – all on a voluntary basis. They are not looking for a fight and do not want to attack or make threats. Their goal: negotiate with the individual in question and bring the situation to a peaceful end.

Not Just Hostages

December 2013, the city of Ashkelon, 2:30 PM. A woman arrives at the local police station and says her brother-in-law has barricaded himself in her apartment, together with her four-year-old daughter. She says he will not let the daughter leave and she is afraid he will hurt her. Police officers arrive at the apartment and make contact with the suspect. When he refuses to open the door and the officers feel the girl's life is in danger, the negotiation unit is called to the scene.

Back in time, the year is 1974, the place, the northern Israeli town of Ma'alot. A terrorist cell is on a killing spree in and around the town. At night, they reach a high school in the nearby city of Safed. The terrorists had planned to set an ambush for the students in the morning, but they discover that there are already 102 students having a sleepover at the school. The students are taken hostage and the terrorists demand the release of 20 prisoners in exchange for the release of the students. Just a few hours later, the incident ends tragically with the deaths of 22 students and an IDF soldier, all killed during a rescue attempt. A commission is established to investigate the incident, and it recommends transferring the authority over public security to the Israel Police,



An Inside Look

By Roni Malul-Hecht

The article originally appeared in Hebrew on the Israel Police Website

Photo by Or Many

as well as the establishment of the YAMAM Counter-Terrorism Unit, a sapper unit and a crisis negotiation unit. Four years later the crisis negotiation unit is established. Its original purpose was to save hostages in terrorist situations, but, over the years, it became apparent that the unit was needed for other situations as well.

“While we prepare for the worst – terrorist hostage situations – because thankfully these are few and far between, we also deal with other situations,” says B., commander of the unit. “We deal with missing persons, people threatening to commit suicide, interrogations at crime scenes, criminal profiling, kidnappings and people showing signs of distress on social media. These are all extremely important and these scenarios keep us better prepared for hostage situations.”

Almost daily, the volunteer officers of the unit are called to speak to people holed up or threatening to kill themselves. “Our actions often prevent tragedies,” says B. “The volunteer officers in the unit know how to speak to these people, and how to reach out to them. We listen to the person, build up his self-confidence, and eventually help him get out of the situation he is in.”

The Key is Empathy

Back to Ashkelon. The negotiation team arrives and immediately begins collecting information on the suspect. The police officers speak with the young girl’s mother. The suspect is apparently mentally unstable. They learn about his personality and attempt to collect as much information about him and his relationship with his niece as possible. They construct a profile of the suspect – what is his motivation, what will get his attention and what they should avoid mentioning.

The negotiation unit responds to over 250 incidents annually. The incidents are varied and stem from many different circumstances – a bank robbery in Be’er Sheba, a shooting in Eilat, a knife fight between brothers, a couple whose home was slated for demolition, a teenager whose heart was broken and is threatening to commit suicide, an IDF wounded veteran with nothing left to his name. They can be holed up in a room with a gas tank, a gun or knife, be standing on a bridge or crane, and be alone or with other people they are holding hostage.

“The goal is, first of all, to listen to them, and give them the feeling that they are not alone, and that we are here listening,” says Liav, a training officer for the

Spotlight on Special Units

unit. “Eventually they hear what we are saying. We express empathy and demonstrate that we respect their feelings – which are genuinely difficult. We recognize the difficulty they are going through and respect their pain. We all go through tough times and we’ve all fallen apart at some point in our lives.”

Aside from these incidents, there are some 300 suicide threats identified over the internet each year. Individuals or NGOs report suicidal threats from the internet, and members of the unit race against the clock to locate the individual making the threats and speak to him and help him choose an alternative to suicide.

“On average, there is at least one incident a day in which the unit is called,” says Liav. “And there are days with many more incidents. Just last week we had four incidents in one night. You can’t push it off until the morning or put your phone on silent and go back to sleep. Every incident is real, and every situation is someone’s life, in danger.”

Around the Clock

Ashkelon; 4 PM. Members of the unit have gotten the suspect to talk. At first, like all of them, he did not want to cooperate. But slowly, little by little, a conversation has developed. At first he refused to verify the girl’s safety, but the members of the unit have convinced him to prove that she is okay. Based on the conversation with the suspect, the members of the unit are convinced the girl is not in serious danger at the moment.

The unit is made up of 10 full-time police officers, and each one, from the secretary to the commander, is trained in negotiating. “It doesn’t matter who answers the phone when a call comes in, he’ll know what to do,” explains Liav. So how do just 10 people deal

with hundreds of incidents? About 60 police officers and civilians volunteer their time and good will, and serve in the unit in addition to their day jobs. The volunteers come from all walks of life and professional backgrounds. The only things in common are their ability to speak, empathize and be sensitive.

“Our volunteers are located throughout the country,” says Liav. “At any given moment, anywhere in the country, we have someone available.” Despite the need for volunteers, getting accepted into the unit is no simple task. B., the commander of the unit, says they cannot compromise. “We don’t have a lot of people, but the ones we do accept are the best. We make no compromises and have no room for mistakes. It’s a very sensitive role, and we need the best people for the job.”

Not Something that can be Taught

One of the volunteers, 52-year-old Sergeant Major Betzalel Mizrahi, has been serving as a police officer for 26 years. He currently serves in Tel Aviv in an organized crime unit. “Three years ago I decided to become a volunteer in the crisis negotiation unit,” he relates. “I wanted to do more, to help.”

As a full-time police officer, how did you have time?

“There isn’t much, but for something as important as this, I find the time. I don’t go to every call, but I go to as many as I can. It’s really satisfying.”

But isn’t being a regular police officer enough? Don’t you see enough difficulties and tragedies?

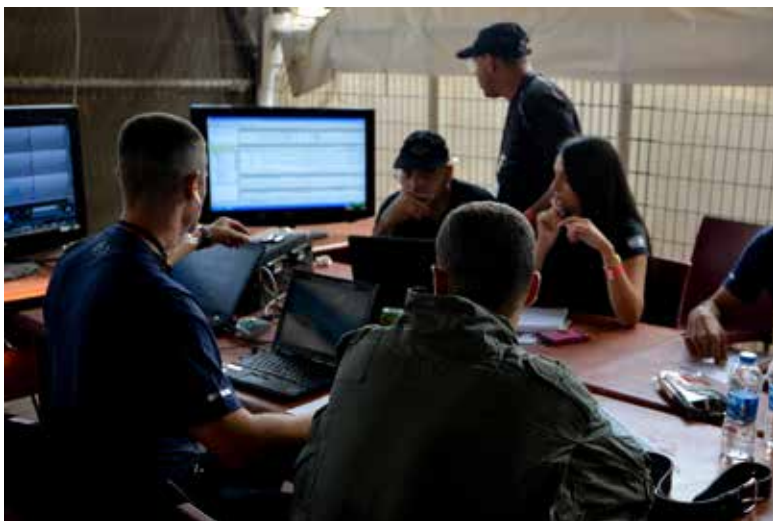
“I deal with a lot of bad things, but that’s exactly why I decided to help people who are truly in distress, who have lost all hope. They are usually not bad people.”

But often they threaten to hurt other people?

“You have a person who is in distress, who feels the whole world is closing in on him and he has no one to turn to. He feels stuck, and the only solution he can think of is suicide. He’s lost.”

It sounds like you are speaking about a specific person.

“Yes. We had an incident with an IDF wounded veteran that I can’t shake from my memory. As a result of an injury and trauma he experienced in the Lebanon War, a trustee was appointed to take care of his finances. The trustee exploited him until he was almost penniless. A person like that has no one to rely on. He barricaded himself in his home with his mother, and had a knife and pistol. He’s not a bad person; he wasn’t a criminal or murderer. He was just lost. His act was a call for help.”



'Every incident is real and every situation is someone's life, in danger.' (Photo: Or Many)

So what did you do?

“We spoke with him and we tried reaching out to him, to convince him that not everything was lost and that he still had a reason to live. He eventually changed his mind, and I even helped him get in touch with officials at the Ministry of Defense.”

How do you know the right thing to say?

“From years of experience. Not just as a negotiator but as a police officer. It’s not something you can be taught; I believe you either have it or you don’t. Like a salesman – you’ll have trouble trying to sell even the best product if you don’t know the right way to approach someone, to pique their interest or present it to them the right way.”

Is it difficult for you?

“To tell you the truth – yes. You keep this stuff with you when you go home. You are dealing with people in severe distress. I show up at rundown homes, everything is rotten and grimy, the things in the refrigerator are covered in mold. It’s upsetting.”

A Lesson for Life

Ashkelon; 5:30 PM. Three hours have passed and the negotiation team is worried they will not reach a solution. The suspect seems confused and does not appear to be thinking straight. The negotiation team is beginning to worry about the girl trapped in the house and they have lost sight of her. They inform the commander, who gives a sign to the YAMAM Counter-Terrorism forces positioned on the roof.

“A police officer who enters the negotiation unit and undergoes the training can negotiate with anyone,” says B. “I’ve learned new techniques for speaking with my teenage daughter. We have a relationship that wouldn’t exist had I not learned how to listen, how to ask a question in a way that won’t be perceived by her as an accusation. I’ll no longer ask her, ‘Why didn’t you do your homework;’ now I ask her ‘How much homework do you still have to do?’ And you wouldn’t believe the difference it makes. These may sound like simplistic techniques, but they can make a world of difference. And it doesn’t stop at home,” explains B. “It helps me when I’m looking to buy an apartment and when I’m at work. I and all the other members of the unit know how to communicate a message so that it will not only be received in the best possible way, but will also lead the listener to ask the questions we want him to ask.”

Chief Inspector Moran Tadgi, aged 31, describes the same ability. She is an officer in the southern city of Dimona, and has been volunteering in the unit for two

years. “Why break in when they can just open the door for you?” she asks. “If there is a criminal situation or someone is acting wildly and poses a threat, of course we have the authority and the ability to use force. But before we do, we can try speaking to the individual and attempt to understand what the problem is. If you look the person in the eye and take an interest in him, it will calm him down. Isn’t that a better way? Why deploy a tactical unit when you can extract someone quietly? Negotiations can solve many difficult scenarios. Truthfully, in the past I might have been quick to break in and call for backup; but today, through speech and the tools I learned in the unit, I can often end situations peacefully.”

Does the work in the unit contribute to your personal life?

“Without a doubt.”

How so?

“It’s made me remove some of the walls I’ve built around myself all these years.”

What do you mean?

“When I am negotiating, I transform from an authoritative police officer, who knows the ins and outs of the law, into someone without a uniform and rank. I’ve also learned that life and death can be decided by the tongue. In every situation, whether at work or in life, the quickest way to solve a problem is through speech; through a conversation.”

A Matter of Experience

Ashkelon, 5:45 PM. The YAMAM team needs more time to get ready. The negotiation team must keep the suspect talking. If the conversation ends, they know he might hurt the girl or himself. “The art of negotiation is to keep talking to the suspect, even when he doesn’t want to,” says B. “Speaking to someone can be like sand slipping through your fingers. Our goal is to keep the conversation going; the moment he stops talking to us, he may return to his original plans.”

As a commander, have you been involved in negotiations yourself?

“Of course. A number of times I have spoken to suspects and opened up to them, told them about my problems, demonstrating that they aren’t alone. I’ve said many times that I am scared or that I’m having a difficult time. These aren’t things you would normally hear combat personnel say, but this is a job that requires a great amount of sensitivity, a love of mankind, and the ability not just to get the suspect to talk, but to tell him how you feel and what you’re going through yourself.”

That is why, according to B. and Liav, the unit seeks people who have gone through difficulties themselves, and have managed to overcome them; police officers who experienced tragedies and are not afraid to talk about it. “We encounter people at the brink, at their most difficult moment. So we need people in the unit who will truly understand them, who can bring their own pain to the scene,” says Liav.

“A man wants to commit suicide because his wife took the kids from him. In order to begin to understand what he is going through, you have to understand what something like that would do to you, to lose your child. If you don’t have children, how will you identify with him? You have to listen, to truly listen, with your ears and your heart. Our main tool is empathy – identifying with the person, understanding, and truthfulness. It takes life experience; it’s not something you can just be taught.”

So young people are not accepted into the unit?

“No. It’s probably one of the only places where age is a clear advantage.”

Because they haven’t suffered enough?

“Because they haven’t been through enough. Imagine if a young man has to speak to someone my age. With all due respect, what does he know about debt, mortgages, alimony? And what if he has to speak to someone even older than me? Or an Arab, where in his culture, respect and age are even more significant? You cannot negotiate with someone if you are 24 years old, it doesn’t work. If someone is telling you about the difficulty in caring for a baby, you have to be able to understand what they’re talking about. You need maturity and life experience.”

Making a Difference

Ashkelon, 6 PM. The YAMAM team is ready for action, but in order for their mission to be a success, the suspect needs to stand by the balcony and look away from the point of entry. The negotiation team knows that success is largely dependent on their ability to hold the suspect’s attention.

“Sometimes it’s difficult,” admits the unit’s commander. “You see people in difficult situations. You live in your own little bubble, with your wife and kids, you have a paycheck; then suddenly you meet people who are in a much worse place. It’s not easy, and it’s difficult to leave it behind when you’re done. However, the work we do in the unit provides you with tools for society, for your family, for everyday life; and you can really reach people. But most of all, the unit really gives you a sense of satisfaction. To get a 16 year old to take the



YAMAM Counter-Terrorism officers in a training exercise. (Courtesy, Israel Border Police)

noose off his neck and walk away is something you can’t describe. You go home and you know that you directly saved a life today.

What exactly are you looking for in a volunteer?

“Police officers who have served for at least five years in the Israel Police. We give preference to those from a field background, especially intelligence, investigations and officers who operate confidential informants. We also like people who have experience in takeover missions. But we have all types of officers in our unit: horsemen, patrol officers, K-9 police; whoever is best for the job. We won’t accept young officers and we always aim for diversity – married and single, secular and religious, different sexual preferences, Druze, Christians, Muslims – it’s a definite advantage. Someone in distress responds better to someone who looks and sounds like him, someone who can really understand him.”

According to Liav, no condition is absolute. “As long as the person can listen, show empathy and get you talking. What we are insistent about is that our people are not judgmental; that they are open to all types of lifestyles, no matter how different they may be from their own. And a big heart, that’s something we won’t compromise on.”

Back to Ashkelon. The sign is given, and while the negotiation team draws the suspect’s attention, five YAMAM officers repel down from the roof of the building. Two stop on top of the balcony, a third stops next to it. Before the suspect realizes what is happening, stun grenades are thrown in to the apartment. The suspect is surprised, and two officers easily overtake him. At the same time, two officers repel down the side of the building, break through the windows and reach the girl being held inside. The mission is a success.

Eli, deputy commander of the negotiation team at the scene, is satisfied, but not completely. “It’s always better to end a situation through dialogue rather than force, even if the mission is successful and there are no casualties.”



The Future is Now

The Israel Prison Service's "Electronic Nose"

By **Captain Avital Goldschmidt**,
Israel Prison Service Webmaster

Lieutenant Colonel Roni Borochoy,
Head of the Israel Prison Service's Weapon Development Branch

With just a short, simple sampling of one's breath, it may be possible to identify drugs and other contraband being smuggled into prison.

The technological developments in Israel and throughout the world are staggering. Science fiction films and books about machines and computers rebelling against their creators, such as *2001: A Space Odyssey*, were once deemed progressive and forward thinking. Today, however, films depicting relationships between humans and machines, and the use of state of the art contraptions and inventions in everyday life are

commonplace. Some of these works of fiction are quite true to reality, while others are still just imagination. So what does all this have to do with the Israel Prison Service?

The Israel Prison Service faces many complex dilemmas that stem from the organization's goal of holding prisoners in a secure environment while maintaining their dignity. In recent years, the understanding that technology is a strong and effective tool has presented new challenges to the Prison Service, which seeks to find ways to harness technology in order to provide solutions to complex dilemmas. Such dilemmas are widespread, and each day new and creative ideas are formed, that slowly become unique and valuable tools for the Prison Service.

One such dilemma led the Technological Development Department in the Israel Prison Service to attempt to develop a new tool – one that belongs in the science fiction genre – and is currently in its final stages of development.

The Background

One of the more difficult challenges the prison staff deal with on a daily basis is the smuggling of drugs and other contraband into prisons. Despite drug smuggling being a serious infraction and resulting in harsh punitive measures, drugs find their way into prisons in strange and creative ways.

The main source of smuggled-in drugs is prisoners returning from furlough. The prisoner can swallow a plastic-wrapped drug, insert drugs into a body cavity, or a number of other methods meant to get passed the electronic sensors and strip searches.

As part of the Prison Service's efforts to prevent the smuggling in of these items, a special unit was established with the expressed goal of locating contraband in the prisons – the Dror unit. The unit operates based on intelligence information about smugglers, conducts its own searches and inspects suspicious prisoners.

Various technologies, such as metal detectors and x-rays, are used to inspect prisoners, visitors and goods entering the prison walls. However, when there is a need for an internal bodily search, no technological device exists. Instead, routine procedures involving medical examination devices are employed, though they require the prisoner to be transferred to a hospital where the invasive procedure is conducted by a doctor.

In order to locate and develop technological devices to serve the needs of the Israel Prison Service, there is close cooperation between the research departments of the various security and law enforcement bodies: The Israel Prison Service, the Ministry of Public Security, the Israel Police and others.

The Revolutionary Idea

Three years ago, the Ministry of Public Security and the Israel Prison Service learned about an international study on cancer, which was being conducted by the Chemical Engineering Department in the Technion – the Israel Institute of Technology. The goal of the study was to develop a means (through nanotechnology) to discover cancer by analyzing odors emitted from the body when exhaling.

In the wake of that study, which was presented at a joint meeting with the Ministry of Public Security and the Israel Prison Service, the Technological Development Department in the Israel Prison Service came up with

an idea based on the cancer research. The Technological Development Department decided to conduct a study with the goal of confirming or refuting the hypothesis that a foreign body can be discovered inside a human body by analyzing one's breath. A device capable of such a task would require only that someone blow into it and provide a sample of his breath. The odor expressed would then be analyzed by the device, which would indicate if there was a foreign object present in the person's body.

The Electronic Nose

The motivation for developing such a device is to eliminate invasive examinations to which prisoners are currently subjected if they are suspected of smuggling contraband in their bodies into the prison. With just one breath, the Prison Service can check each and every prisoner and visitor for forbidden and dangerous foreign objects that may be smuggled within their body. The ease and brevity of the procedure will save time and manpower, and more importantly, it will make smuggling very difficult, if not impossible. Like in all Israel Prison Service operations, human dignity is a high priority, and the Electronic Nose will make invasive, unpleasant searches a thing of the past.

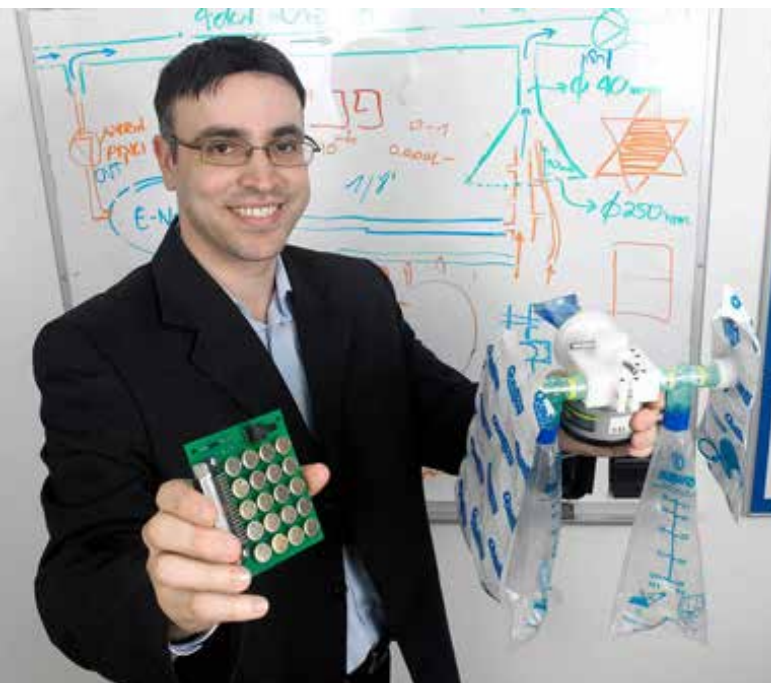
The Science

The idea behind analyzing people's breath is based on the fact that we emit certain odors when there is a volatile organic compound within us. When a person exhales, different odor patterns appear, depending on the body's physiological state. For example, a person with cancer will emit a different odor pattern than a person without cancer.

If a person swallows or inserts a foreign object into his

[Professor Hassam Haick of the Technion](#)





Professor Haick displays the nano samples

body, the object will probably cause some damage to the digestive system or create some sort of physiological pressure, thereby emitting a certain odor pattern. Identifying the odor pattern can confirm or negate the existence of a foreign object.

Professor Hossam Haick, a member of the Chemical Engineering faculty at the Technion, is the head of the research project. He is considered one of the top 35 scientists in the world, and has been awarded numerous prizes for his work. Professor Haick was the scientist who developed the technology for identifying the type of cancer present in a person's body by analyzing a breath sample.

The Study

The Israel Prison Service teamed up with Professor Haick's research team in order to examine whether the cancer research could be applicable to security needs. The Prison Service's Weapon Development Branch wrote a paper delineating the Prison Service's requirements and instructed the Technion team about the methods available for sampling prisoners, according to guidelines set by the Attorney General.

To test the device, breath samples were taken from 80 volunteer prisoners, who were asked not to eat, drink or smoke one hour prior to the sampling. The samples were taken over the course of 12 months from male prisoners returning from furlough, who were suspected of attempting to smuggle contraband into the prison.

Of the 80 prisoners sampled, 61 were used as training samples, with the results of their analysis known in advance. 19 were used as the experimental group, with their results unknown in advance.

The Results

The results of the samples, both in the training group as well as in the experimental group, had a 75% success rate in accurately identifying the existence of a foreign object. In the case of the other 25%, the Electronic Nose issued a false positive and inaccurately "found" the existence of a foreign object.

In no instances in which a foreign object was present did the device report that there was not, rendering the research error a positive one with promise for the future.

In order to refine the study and produce a more accurate device for the uses of the Israel Prison Service and other law enforcement agencies throughout the world, the Israel Ministry of Public Security has agreed to help fund the second stage of the research, which is set to begin in the coming months.

The Future

The human mind constantly attempts to find solutions to complex problems, whether it be the prisoner – attempting to find a creative way to smuggle in contraband without being detected, or the prison guard – trying to prevent him from succeeding.

As such, there is a real need to come up with alternative solutions in order to enforce the law while still maintaining human dignity and rights. The Israel Prison Service, an organization that emphasizes innovation and research, works to develop these kinds of solutions. According to Lieutenant Colonel Roni Borochoy, head of the Weapon Development Branch in the Israel Prison Service, the aim is to complete the project within the next two years, by which time he foresees all prisoners will breathe into a device upon returning from furlough.

Lieutenant Colonel Borochoy in the laboratory



The First National Personal



On May 13th, 2014, the Ministry of Public Security held its first National Personal Security Conference in Jerusalem. Over 1,000 people attended the conference, including police officials, prison officials, municipality heads, academics, members of Knesset and journalists. The goal of the conference was to raise awareness and generate discussion about violence and crime, and serve as a platform for exchanging knowledge between professionals in the field of public security and crime prevention.

In addition to the various speakers who addressed the conference, there was also a knowledge fair, exhibiting the efforts and programs of the Ministry and of partner ministries in the field of crime and violence prevention. Furthermore, there were a number of panel discussions with experts from the fields of law enforcement, criminology, corrections, urban planning and education, on the topics of prisoner rehabilitation, safe cities, violence and new media, and challenges in a multi-cultural society.

Additionally, the National Violence Index was unveiled at the conference, which aims to evaluate, characterize and analyze the scope and severity of violence in Israel on an annual basis. You can read more about the Violence Index in this publication on page 7.

21st Century Policing:



An Interview with America's Top Cop

New York City Police Commissioner, **William J. Bratton**, accompanied by the New York City Deputy Commissioner for Counter-Terrorism and Intelligence, **John Miller**

By the Information and Knowledge Services Unit, Ministry of Public Security

Security Conference



Among the speakers at the conference were the Minister of Public Security, the Minister of Justice, the Israel Police Commissioner and the Mayor of Jerusalem. NYPD Commissioner William J. Bratton and Deputy Commissioner John Miller were special guests of the Ministry of Public Security, and Commissioner Bratton gave a keynote address at the conference, detailing the evolutions of policing, the common challenges faced by Israel and the United States, and a number of other topics. A complete video of the speech can be found on the Ministry's website. During the conference, Commissioner Bratton also provided the interview published here. While in Israel, Commissioner Bratton met with the Minister of Public Security and the Israel Police Commissioner, visited several police installations and met with intelligence officials.



Commissioner Bratton and Deputy Commissioner Miller visited Israel in May 2014 as special guests of the Ministry of Public Security. Commissioner Bratton was the keynote speaker at the Ministry's First National Personal Security Conference.

Technology in the Service of Law Enforcement

The use of technology and surveillance equipment to prevent crime is a major issue today. Are our cities ready to be safe cities and make use of this technology?

As we move into the 21st century, probably the most profound influence on law enforcement, the criminal justice system and public safety is going to be the world of big data and technology. The capabilities of

the government and law enforcement have the potential to significantly expand in the fields of crime prevention and the detection and solving of crime. But whether it is terrorism and counterterrorism, or traditional crime and the prevention of it, prevention needs to be the focus, and certainly in New York City it is the focus that I and my colleagues are seeking to bring to the NYPD.

Is it possible to maintain a positive public perception of technology?

I think so, and I think it is essential that that in fact happen. In democratic societies there is always concern about the intrusion of government into the lives of the public, and technology and big data certainly have those capabilities in a more profound way than any time in history. In everything we do we are going to have to be, to the best of our ability, transparent and accountable. That means there will have to be checks and balances and oversight. For example, legislation was recently passed in New York to create the position of Inspector

General, a position of oversight and review of the police department. I use the expression – "Policing has to be Constitutional;" in Israel it would be, "You cannot break the law to enforce it." You need to enforce the law respectfully, and you need to enforce the law consistently: You can't police a rich neighborhood differently than a poor neighborhood or a majority neighborhood different than a minority neighborhood.



With the increasing use of smart phones, the internet and technology, do you see the threats of technology greater than its advantages?

Not of all. I think that probably the biggest challenge of technology and the availability of data is to control who gets data. As a manager, I am driven by the idea of inclusiveness, the idea that the more people who are involved sharing information, the better. But in policing, and certainly in the area of counter-terrorism and intelligence, there is still an idea of "need to know," that you want people to only have as much information as they need, but not to have access to information that is not essential or vital to their particular mission. There is always going to be the need to have compartmentalization of information.

In New York we are beginning to field-test tablet devices. These are ruggedized devices that the average police officer would be able to carry. And on that device, the information that the average field officer will have access to: criminal history, records, etc.; if he gets called to a certain address he will be able to enter that address into his device, and it will show him all the recent history of calls to that location. He will know if there are people who are wanted on warrants or if there are firearms registered to that location. So even as the officer is beginning to respond, he will have a pretty complete picture of what he is going into.

I came into policing in 1970 before we even had walkie-talkies, which every officer carries now. We will, in the next several years, be equipping all of our 5,000 vehicles with GPS location devices so we can know where they are at any given time. We also make use of technology such as license plate scanning devices, pinning devices and radiation/chemical detection devices. We spend hundreds of millions of dollars on those systems to help us detect and prevent.

I am a big admirer of Sr. Robert Peel, who I would argue is the creator of modern democratic policing philosophy. In his nine principles of policing, which

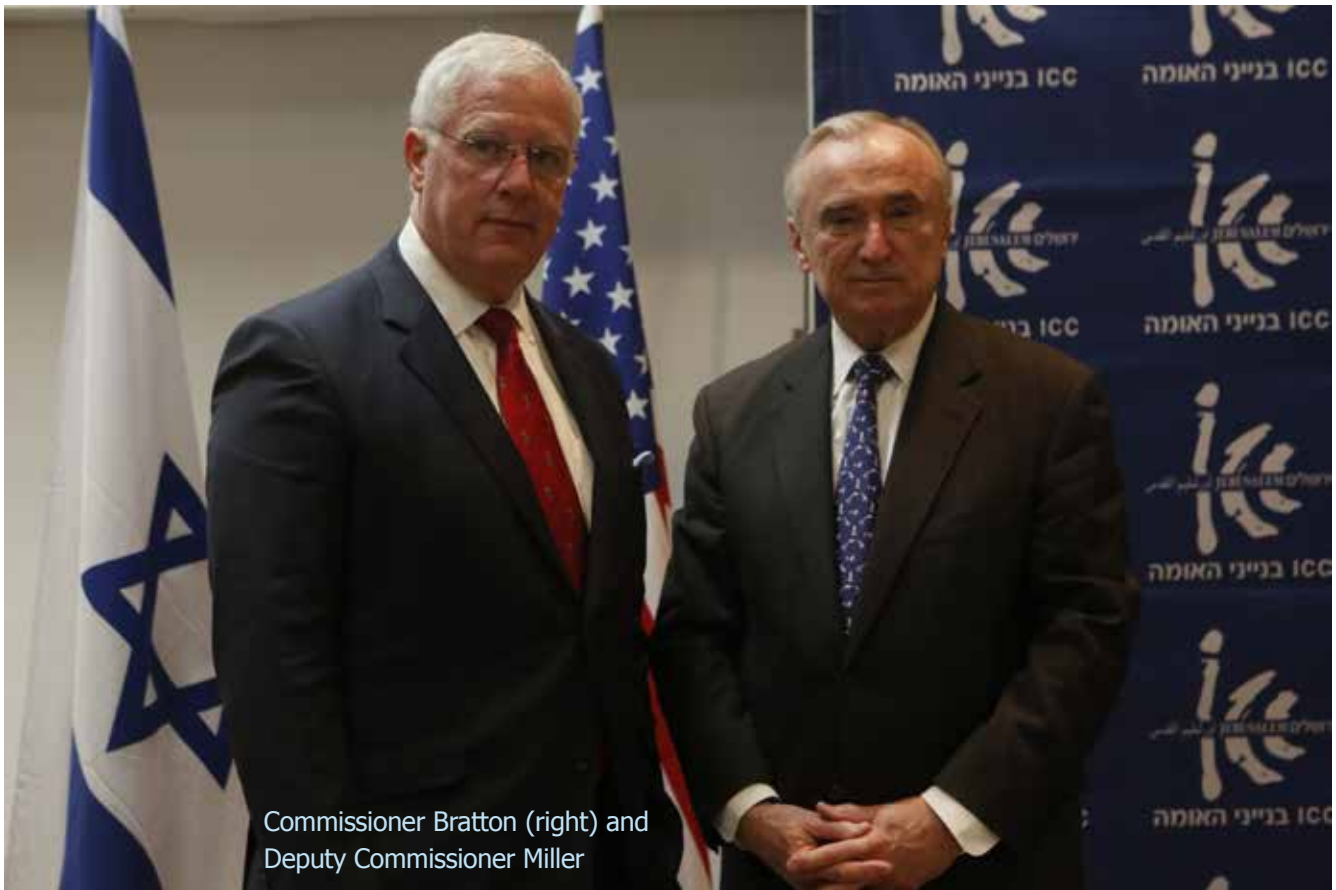


Commissioner Bratton speaks at the National Personal Security Conference in Jerusalem

may be even more applicable today than when he wrote them in the 1820s, the first one states that the primary mission of the police is to protect citizens against crime and disorder. The emphasis is on prevention. If you think of terrorism, isn't fighting terrorism all about having the capabilities to respond, if, God forbid, you have an incident? That is where the coordination of emergency services is essential, and nobody does that better than Israel. But the primary focus is to prevent the act in the first place rather than find satisfaction in finding the perpetrators after the fact. And that is where technology is going.

Deputy Commissioner John Miller:

We also have a large consortium of business and community activities and a number of initiatives that blend together through the use of technology. One is the Lower Manhattan Security Initiative, in which the entire financial community – Wall Street, the Stock Exchange, the Federal Reserve Bank – is linked together by taking all of their security cameras and networking them, and then bringing them together to a central place, where we have several thousand cameras from the business community that come into the police department. We are able to not only access the cameras, but also record the footage; and every business involved signs a memorandum of understanding. And then they all sit with us in that control center – so you have not just the police, but the various police agencies, the port police, the railroad and transit authorities from out of state, and also the banks and the financial community and the security directors from what is considered a high threat area.



Commissioner Bratton (right) and Deputy Commissioner Miller

The Evolution of Policing

How has the role of the police officer changed in the last two decades?

The position of the police officer and his responsibilities are much more complex in the 21st century than as recently as 20 years ago, or when I came into the business over 40 years ago. The position clearly requires a much better educated, more sophisticated individual, and one who increasingly is going to have to be technologically proficient. The good news is that our experience with recruiting police officers in the United States has been that many of the young people who are recruited, already have, because of the societies where they grow up, fairly well-refined technological skills. They are used to having access to a lot of data and information; they are used to technology such as smartphones and computers, and increasingly, policing is going to require those skills. In New York, for example, we require a minimum of two years of college education for our recruits, and to be promoted in the police department we strongly encourage them to acquire a college degree. I would argue that increasingly you will want people who have degrees, not so much in criminal justice, but in technology-related areas.

When I came into policing in the 1970s we were moving into what was called the "professional era" of policing.

There was an effort being made to professionalize policing, because we were not a profession in the standard sense of the term. In the 90s we moved into the "community policing" period, where we came to understand the importance of partnership, and we focused on problems with the goal of preventing those problems from occurring.

Then, after 9-11, we moved into what I would describe as the "information/intelligence era," where we recognized the importance of dealing with terrorism, much the same as in the 90s we recognized the importance of dealing with crime, and we understood that you need to gather up as much information as you can, quickly generate intelligence from it, and from intelligence you make informed decisions.

Where policing is now going, and it's one of the reasons that I think both John Miller and I came back into policing from the private sector, was to be part of this new revolution on the issue of big data and technology, and the era that we are helping to lead in the United States is the "predictive era." Now, with the huge amounts of information that we can gather and analyze, both with human assets as well as algorithms and computer capabilities, we are fast approaching a time where many crimes can be detected before they occur. We will be able, with a certain degree of probability, to predict: In this geographic area and in this time frame, a crime will occur, unless you put a police source in there

to prevent it. It sounds kind of like science fiction but that is the reality of the world we are going into.

With regard to terrorism, the main focus is about trying to put all those dots together to predict where they are going to strike next. In many respects nobody does it better than the Israelis because of necessity, and in the United States, post 9-11, we are getting better at it.

Social Media as a Policing Tool

How can the police harness the potential of Social Media and use it to its advantage, while at the same time prevent it from being used for criminal purposes?

We do extensive monitoring of social media for a wide variety of purposes. One of the good things about social media for policing is the vast amount of information that is available to help us detect crimes, or when informed of a crime, even something like bullying, we have the ability to very quickly access information that helps to make the case.

John Miller has a group of officers called Field Interrogation Officers, who interrogate every prisoner that we arrest, and not necessarily about the crime they were arrested for, but to find out what else they might know about what is going on in their neighborhood. Social Media also gives us the ability to deal with our gang crime problem because many of our gang crime people are pretty proficient on Facebook and the internet. The gang members themselves basically provide the best evidence that we could possibly have because they are always bragging about their crimes.

Deputy Commissioner John Miller:

When you mix traditional crime fighting with technology – the old and the new – you get a very powerful mixture. We had a case where we had two gangs at war and they would shoot at each other between two different housing projects. There was a four year old boy who was caught in the cross fire and killed. This became a major concern for the community since children were being caught in the cross fire.

What our Field Interrogation Officers did, was take the debriefings from the people that they were arresting, which is as old as policing, and feed them into the intelligence stream. They then subpoenaed the social media accounts of members of both gangs. Now they were getting the Facebook pages, going back two and three years, between numerous individuals, which are hundreds of thousands of pages. They then did an overlay and used a sorting

tool to find key terms: "I capped this guy," "I shot this guy," "I did this," "I did that." Then they did another overlay, and they had the search tool find the same terms, but isolated to certain dates and certain Facebook pages. They then used the police's computer-assisted dispatch system, and ran it against the search results, and found a Facebook page from two and a half years ago, where one individual is talking to another individual, and he says, "I shot this guy." And they also have the 911 emergency call placed at the same time, and they pull down the 911 call and contact the person who called, and ask, "Do you remember calling 911? You said you saw a shooting?" "Yes, I saw a guy in a brown leather jacket fleeing south." Now they can start to meld this information together and present it to a grand jury and get indictments across two gangs.

Basically, they have done the investigation for you: They provided the evidence in their statements, and all we have to do is to be able to take that massive amount of information and get our systems to talk to each other and sort it out and make it make sense. We have the kind of cop on the streets that understands the gang culture, knows the streets and the alleyways, knows the players and the nicknames. We have the kind of detective that investigates the murders, questions the people and documents the evidence. And now we have the kind of cop that has the technological background to figure out how to sort through that data, and put it on a chart that can run 20 feet long, and it displays the timeline, the links, the communication, the calls and the events that match together. And you look at it and say how did you do this?! It is quite amazing, but it is not unusual.

Learning from One Another

After spending a number of days in Israel and having been given tours and briefings, what is your impression of the Israel Police, and what do you think our police forces can learn from one another?

The role here is to speak to the American experience and things that we are doing, and in this case the Israelis can take a look and see what things might be applicable to their situation. At the meetings I have had with the General Security Services and with the head of your police service, we find that there are many shared focuses. We have talked about the issue of recruitment, we talked a lot about the issues of technology and the challenges of technology, and we talked about the use

of COMPSTAT that was created in New York and now is emulated in a lot of different ways around the world. The idea is that there has truly been a globalization of policing, and we understand that no one country, no one police department, has all the answers. One of the reasons I took a trip like this is to see other things that are happening here that might be applicable to what we are doing, and certainly with regard to terrorism and counter-terrorism there is really a shared global area of concern.

Cultural-Sensitive Policing

How do you train your police officers to be sensitive to the needs of minority groups and develop trust among them?

I emphasize that the role of police is to control behavior, to change it. The challenge is that we have to do it lawfully, we have to do it respectfully, and we have to do it consistently. One of the great dilemmas in my country and in our society, which you have in similar respects here, is the issue of race, which is a constant factor in human relations in my country, and tensions between government and minorities, particularly African American and Latino minorities. In your country the issue exists as well, with your Arab populations and even within the Jewish religion – the tension between the Orthodox, the ultra-Orthodox, and the liberal – and police are often times called in to kind of mediate those tensions. One of the things of interest to me while I am here is dealing with diversity. Like the tensions you have between various population groups, we also have because we live in a city with much diversity and constant tensions.

If we are successful in alleviating tensions, then people are able to move on; if we are not successful, it flows into violence and unsatisfactory living conditions.

To develop trust among minority groups, you need to focus on three things:

The first is recruitment. The New York City police department, at our patrol officer level, is now a minority majority police force – the majority of our officers come from minority groups. The city itself is hugely a minority majority – the white population in New York City is about 33% right now. In the leadership of the department as well, we consciously attempt to have that reflect our population groups. There is not a minority majority leadership at this time, but over time there will be.

The second is our training. We spend extensive amounts of time addressing those issues. Language

capabilities are also huge. We have some 200 different spoken languages in New York City. We have systems that they can access – translators etc. We recently had several controversies around that, where officers did not take advantage of those translation services, and unfortunately it ended with tragic results. So we are constantly seeking to acquire better skill sets. This is where technology will be helpful also – there are capabilities being developed where you can speak into a device and it will translate for you. So an officer who encounters somebody who is speaking Uru, we can basically have him speak into the device and the device will translate. It is not so far-fetched – within a few years that capability will exist.

The third area you have to focus on is community outreach. For example, I have a number of forums – I have a Muslim forum and a Latino forum. We reach out to certain ethnic groups to effectively give them a voice. All of our precincts have community councils where the various groups that represent the communities come together to have their voices heard. This is something that you have to be proactive in doing, you cannot be reactive. You really have to have it known that you are willing to form these alliances.

Another example is the SHIELD group, where the NYPD went out to the business community, and the four or five thousand members of the security forces in the business community said we need to work with you, we need to be able to find you, we need to be able to communicate with you; in times of emergency we need to be able to give you information about terrorist threats, about storm threats. It is all about communication, about inclusiveness rather than exclusiveness, and as much transparency as you can bring to the issue. The idea is to try to have the lines of communication as open as possible. All of this is not easy, it is very tough at times, but it is absolutely essential.

Deputy Commissioner John Miller:

It is also all rooted in the commissioner's principle, whether it was New York the first time, or Los Angeles, or New York the second time, or Boston in between, which is: these relationships are best created under non-stress circumstances. If you wait until the crisis erupts to say we are going to reach out to this group and start a dialogue, it is too late. You need to have that relationship before things go sideways, so that when you are in a crisis you can reach out and you already know each other, you already have that dialogue and relationship. Whether it is the African-American community, the Jewish community, the Muslim community or the business community, you cannot start that conversation in the middle of an emergency.

The Cost of Crime

How does the financial impact of crime affect policing?

There was a piece in this morning's paper here talking about the economic cost of crime in Israel. It attracted my attention because I speak frequently in the United States about the idea of the economic impact of crime, and the police's responsibility relative to that. In my country, for many, many years, criminologists and academics would have you believe that the economy has a significant impact on crime: more jobless and poor people – crime goes up. From my earliest days of policing, I did not see that; I did not experience that. And in recent years I have been able to disprove that theory. In the case of Los Angeles, where I worked from 2002-2009, they had double-digit unemployment and growing unemployment during the great recession of 2007-2008. But every year crime went down in that city – not only violent crime but property crime – and property crime is seen as usually one of the forms of crime that is impacted by unemployment or the economy. There are certain crimes that you can classify as economic crimes: shoplifting, theft of copper piping from abandoned housing and stealing wires from street lights. It is thought that in tough economic times, people will resort to these types of minor crimes. We did not see that at all. It reinforces my point that the police can have a phenomenal impact on the economy, in that if we are successful at preventing crime, we effectively provide an economic stimulus.

There was one figure that the Israeli study showed: The financial toll of a murder on Israeli society was several million shekels. In Los Angeles the figure is 6 or 7 million dollars. If you look at the city of New York, which in 1990 had 2,242 murders, this year at the rate we are going we will have about 300. So that's 1,900 fewer murders – 1,900 multiplied by 6 million dollars – that is billions of dollars that could have a positive impact on the economy. So I argue that investing in police, in the criminal justice system, is just that, an investment. Look at the rate of return on what New York did in the 1990s. It invested in a lot more police officers – they hired 6,000 more police – and the return on investment was phenomenal: from 2,200 murders to about 300 this year.

We believed when we first went in to New York in 1994 that the role of police is to control behavior, to the extent that you change it. So all the negative behavior you saw in the late 80s and the early 90s that made New York not a welcoming place, a scary place, caused tourism to decline. In 1994 I think there were about 24 million tourists in New York City and the number was declining. This year, I think we had 56 million, and the number is increasing. On average, every one of those people spends about 1,000 dollars, so that's a 56 billion dollar shot in the arm to the economy.

I am very proud to be part of a profession that has the capability to have a profound effect on society. I would argue that we probably have more potential and capabilities than just about any other component of government.

At the Ministry's conference, from left, Director-General of the Ministry, Rotem Peleg; Mayor of Jerusalem, Nir Barkat; Minister of Public Security, Yitzhak Aharonovitch; Minister of Justice, Tzippy Livni; Israel Police Commissioner, Yohanan Danino; NYPD Commissioner, William Bratton



Technology and Information Systems as the Backbone of the Newly-Established Israel Fire and Rescue Authority

By Avner May
Chief Information Officer,
Ministry of Public Security

Guy Hason
Director of Information Technology,
Israel Fire and Rescue Authority

The firefighting services in Israel underwent an extensive reform in which the Israel Fire and Rescue Authority was established in the Ministry of Public Security. Prior to its establishment in early 2013, the fire services operated in a decentralized model, with 24 municipal fire authorities across Israel, operating independently of one another. With the reform, noted as one of the most significant reforms in Israel's recent history, a single, unified authority was established to fight fires and conduct rescue operations.

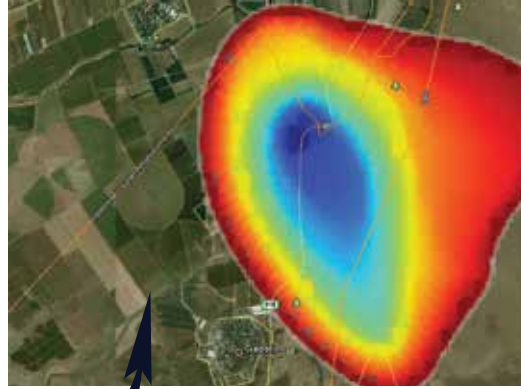
In implementing the reform, a new organizational structure was built, made up of districts and stations, and a commissioner and various department heads were appointed. The field of hazardous materials was transferred from the Ministry of Environmental Protection to the Fire Authority and special rescue units were established in the Authority. Additionally, new firefighters were recruited, the Fire Prevention

Department was expanded, advanced firefighting equipment was purchased along with new fire trucks, and an aerial firefighting unit was established.

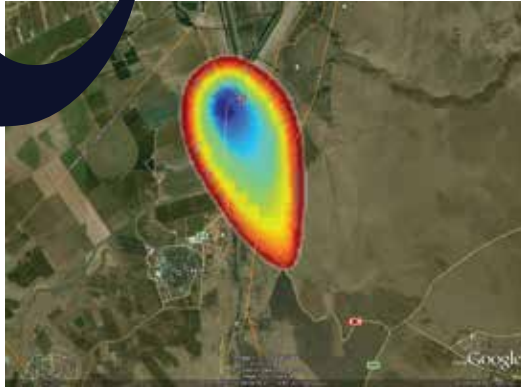
The Need for a Technological Infrastructure

In addition to the investment in manpower and equipment, the reform would not have been possible without the construction of an advanced information and technology infrastructure, serving as the foundation and backbone of the Israel Fire and Rescue Authority. Information and technology systems played a major role in making the Authority an effective, advanced organization. However, the development of these systems and their implementation was a complex task, the result of many components and processes, including:





A screen capture from the MATASH Fire Prediction System, developed by the Ministry's Research Department



- The creation of a single organization, with one headquarters and a district-based deployment
- The development of tools and systems to improve command and operational capabilities
- The formation of a technological framework to enable an effective operational response from one of the country's first responders

Creating a Single Organizational Framework

Prior to the establishment of the Israel Fire and Rescue Authority, the municipal fire authorities operated as 24 individual organizations, and lacked unified command capabilities. With the decision to establish a single national authority, the process of constructing a computerized technological infrastructure for the organization began. At the time, the majority of the municipal fire authorities lacked command and control systems, and for even simple tasks like email, free accounts from Google and Yahoo were used.

A multi-stage plan for the acquisition and installment of advanced servers was formulated, with the goal of establishing a nation-wide network for the Fire Authority. In the six months leading up to the establishment of the Authority, a central computerized foundation was established in the National Fire Commission, based on VMware, and a secure, cloud-based communication system was built as well as a backup cloud-based system. Added to this were various information and computer systems that, for the

first time, would enable a unified picture of the entire array of firefighting operations on one network, with information being exchanged between all the users.

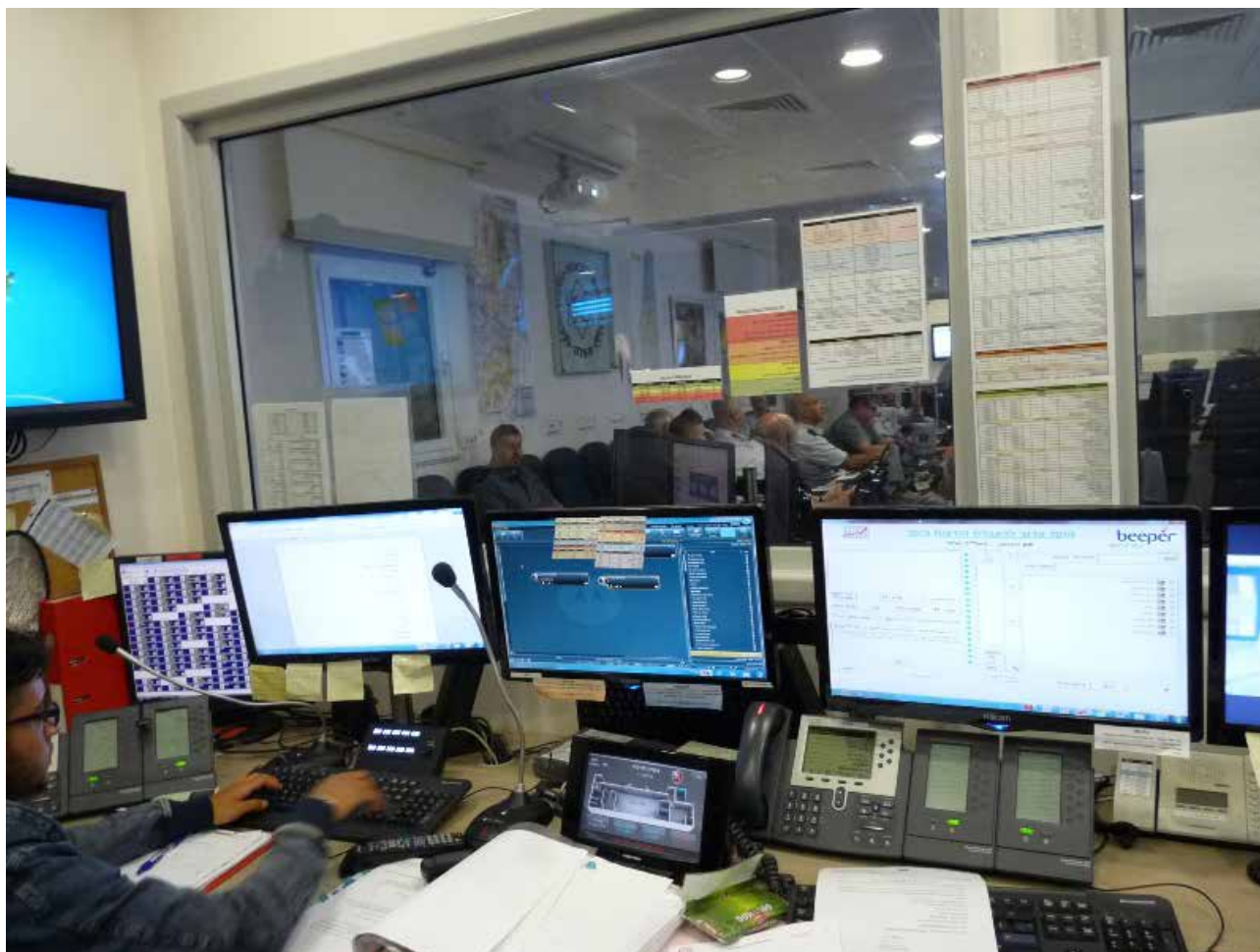
Among the shared computerized services that are now available:

- A nationwide computer network with unique email accounts for every firefighter
- Shared file storage
- Advanced command and control capabilities
- A new GIS system
- Data protection systems

Later, a computer network was set up, and the lengthy,

One of the recently-purchased, quick response firefighting motorcycles





The Fire Authority's Command and Control Center, located at the Fire Authority headquarters in Rishon Letzion

complex process of connecting it to each of the 110 fire stations and 2,200 users began. The connection to the government's SAP system served as a framework for managing the manpower, acquisitions, logistics, vehicles and budget of the Fire Authority. This SAP system, together with access to the Authority's website, enabled the firefighters to enter their personal information into the system and quickly and easily be admitted into the new Fire Authority as government employees.

The Fire and Rescue Authority established a new website in Hebrew and English, and next year it will be available in Arabic as well. The website offers information about the organization, news, fire-related publications, guidelines for emergency situations and fire prevention tips. In addition to the general information available on the website, there is also professional information regarding fire safety regulations for businesses and buildings, and an area for making payments.

Telephone System

Over the course of last year, the installation of an advanced call center was completed, which will serve in emergency situations and also function as an internal network. Aside from telephone calls, the call system is

also capable of operating the gates of the fire stations, operating the loud speaker system at stations and providing statistical data of incoming phone calls in order to make improvements.

It should be noted that the Information Systems Department in the Fire and Rescue Authority and the Ministry of Public Security were praised by the Israel Chamber of Information Analysts for their outstanding work in the establishment of the Fire and Rescue Authority's technological infrastructure.

Improving Command and Control Capabilities

In addition to the organizational needs that were met by the development of the technological infrastructure, the preparedness and professional response capabilities of the Fire and Rescue Authority also benefited greatly.

This past May, the GIS system used for the command and control systems of the Authority was updated, and is now based on the search engine of Google Earth. The system is comprised of a number of modules that are exhibited on a map, including the location of fires and the location of structures for fire inspections. Google Earth provides information quickly, can display areas



and structures in 3D, is easy to use and works well on a variety of devices.

The Fire Prevention Department, which inspects buildings and issues fire safety licenses, was also in need of an updated system. Until recently, the Fire Prevention Department managed its operations on a separate system from the rest of the Authority's operations. The two systems have now been combined and are soon to be operational. The new system is connected to a number of databases and makes extensive use of GIS for managing fire prevention data.

Improving Response Capabilities as a First Responder

The transfer of the fire and rescue services to the Ministry of Public Security improved collaboration with the Israel Police. The Fire Authority districts closely resemble those of the police and the interaction between the commanders and field operators of the two national organizations greatly improved.

The Israel Fire Authority's National Command Center was established in April 2012, following the Mt. Carmel Fire and the State Comptroller's report, which stressed the need to improve command and control capabilities. The center provides a real-time situational picture of what is happening in each district at all times. The development of the system, which cost some NIS 4 million, included connectivity to the police and Home Front Command and all other emergency communication networks, and can also connect to live aerial feeds from the field.

The Ministry's Research Department, together with meteorologists and experts on the spread of forest fires,

developed a Fire Prediction System. The system is based on observed meteorological data: temperature, humidity, precipitation, wind direction and speed, and infrastructure data: topographical conditions and locations of flammable materials. The system integrates all the data and produces a two-dimensional and three-dimensional map of potential fires. Additionally, for an existing fire, the system can provide a simulation of the fire's line, where it is likely to spread in the next 24 hours and where there are at-risk areas that should be evacuated.

Another technological leap was the connection of the Fire Authority to the national communication system of Israel's first responders – the Nitzan system. In September 2013 the Israel Fire and Rescue Authority signed an agreement with the Israel Police on the shared use of the Nitzan system, currently used by most of Israel's emergency agencies.

Looking to the Future

At present, the Ministry of Public Security, the Israel Police and the Israel Fire and Rescue Authority are in the process of improving their aerial support by acquiring new helicopters with both policing and firefighting capabilities. The collaboration of the Israel Police's aerial unit in firefighting efforts is a direct result of the Minister's policy, which calls for increased cooperation, synchronization and shared utilization of resources between the Ministry's various operational bodies.

Technology and innovation, together with dedication and broad inter-agency planning, has greatly improved the capabilities of the first responders, especially the Israel Fire and Rescue Authority.

The Israel Fire and Rescue Authority



Our Mission

The Authority is commanded by the Fire and Rescue Commission, headed by a Commissioner, which directs the Authority and coordinates its operations.

The Fire and Rescue Authority works to:

- Extinguish fires, prevent their spread, save lives and salvage property
- Prevent fires through safety precautions and regulations
- Rescue trapped victims
- Deal with hazardous materials events
- Save lives in non-fire situations

Fire Personnel

Total Fire Personnel	2,443
Firefighters	1,806
Fire Prevention & Investigations	208
HAZMAT Personnel	12
Female Personnel	271
Female Firefighters	18

Training

The Israel Fire and Rescue Training School was established in 1979 in Rishon Letzion. The school provides training for all types of firefighting roles, as well as for additional bodies, including prison service personnel, electric company employees and staff from the Nuclear Research Center.

Calls to the Fire Authority

	2012	%	2013	%
Fires	50,654	56%	52,024	55%
HAZMAT Events	5,301	6%	4,519	5%
Rescues	14,201	16%	14,484	15%
Other (exercises, false alarms)	19,429	22%	23,893	25%
Total	89,585		94,920	

Fire Prevention

Fire prevention is a main focus of the Israel Fire and Rescue Authority.

To this end, the Authority operates in two fields:

- Educating and informing the public about fire safety
- Regulating and overseeing building laws and setting safety codes

Hazardous Materials (HAZMAT)

Ten fire stations throughout the country operate advanced HAZMAT units which are equipped with specialized vehicles for dealing with HAZMAT events and non-conventional terror attacks. Other fire stations are equipped with basic kits for responding to minor HAZMAT situations or for providing an initial response.

Special Rescue Units

There are 24 special rescue units and a national rescue unit in the Fire and Rescue Authority with the ability to conduct rescue operations:

- From great heights
- In flowing water
- In collapsed structures
- In traffic accidents

Aerial Firefighting

The aerial firefighting unit is an operational unit of the Israeli Air Force that aids the Fire & Rescue Authority in quickly extinguishing fires and preventing casualties and damage. The unit was established in May 2011 in light of the Carmel fire, in which aerial support was lacking. The unit consists of eight Air Tractors, located at two air force bases.



Internet Bullying

The Ministry's Efforts to Promote Safe Internet Use

By **Hiddai Wagschal**, Head of the Information and Knowledge Services Unit in the Ministry's Policy and Strategic Planning Division

Nava Cohen-Avigdor, Ph.D., Spokesperson for Metzila – The Division of Society and Crime Prevention in the Ministry of Public Security

Cyberbullying is the use of the internet and related technologies to hurt an individual or group of individuals in a deliberate, repeated and hostile manner. This threat has worsened as internet-related technologies and high-tech devices have become omnipresent in society in general, and among children and youth in particular. In many cases cyberbullying has become an extension of school bullying, and can reach victims even within the safety of their own homes.



In many countries, Israel included, children and teens are often exposed to internet bullying, whether as victims, bystanders or supporters; such exposure can lead to distressing results. Victims of internet bullying can often become despondent, depressed, have nightmares, and in extreme cases, even commit suicide.

As a result of the widespread use of online technology and the phenomenon of cyberbullying and other harmful uses of the internet, in the last decade there has been an increased effort on the part of governments and NGOs around the world to educate and develop

The Safe Surfing Pact, developed by Metzila and the Ministry of Education

means to combat cyberbullying. Law enforcement organizations, parents and non-profit educational organizations have been working together to raise awareness about cyberbullying and provide assistance to victims.

A Joint Response

In Israel, multiple strategies are utilized by government agencies, the internet industry, NGOs and public organizations to raise awareness about internet safety and to prevent bullying. The Ministry of Education coordinates a National Safe Internet Day, in which the Israel Police and the Ministry of Public Security and its civilian crime prevention programs participate, including Metzila, City Without Violence and the Israel Anti-Drug Authority. These organizations take an active role in educating the public, students and the community about the dangers of the internet, proper and responsible use of social media, what behavior may be considered unlawful and what to do if you are a victim of violence or abuse on the internet.

Safe Surfing Pact

- I'll think twice before providing personal information about myself or my family; including names, addresses and telephone numbers. If I am uncertain, I'll ask a parent.
- I won't respond to any message that makes me feel uncomfortable, and I'll notify a parent or responsible adult immediately if I come across such a message.
- Every word I post on the internet can potentially become accessible to the public, so I'll think twice before I post anything.
- There are no freebies in life! I won't provide personal details if I am informed I have won a prize or contest.
- I will never meet with a stranger I met on the internet without my parents' permission. And even then, I will only meet in a public area and with an adult present.
- Extensive web browsing can lead me to content and sites that aren't appropriate, can lead me to provide personal information and can lead to addiction.
- I will only post respectable pictures of myself and my friends, and only with my friends' permission. I will not send a picture of myself to a stranger.

Child's Signature _____ Parent's Signature _____

Ministry of Public Security METZILA Society and Crime Prevention Division



The Minister of Public Security (above) and the Ministry's Director-General sign the 'Safe Surfing Pact.'

In addition to educational activities, the Israel Police works diligently to discover internet crimes and has recently established a cybercrime division to investigate online crime and acts of violence on the web. Furthermore, the police, both through its cybercrime division as well as through its new media department, has played a central role in saving the lives of many youths who have posted suicidal thoughts or threats on the internet, by locating the individuals and stopping them before they can harm themselves.

Community Crime Prevention

City Without Violence, one of the Ministry of Public Security's community crime prevention programs, provides safety counselors in schools, who attempt to identify and treat bullying, both in school and over the internet, and also serve as responsible adults to which the students can turn to in times of need. Students have reported many incidents to the counselors, including bullying on social media sites, the spreading of embarrassing or compromising pictures of teenagers, and fellow students posting suicidal thoughts. In addition to City Without Violence, the Ministry's Society and Crime Prevention Division – Metzila, also works to combat cyberbullying throughout the country by conducting programs aimed at educating parents and youth about the dangers of the internet and safe internet practices. Metzila developed a crime prevention model for combatting crime on the internet over 10 years ago, and continues to develop methods and practices to reduce crime and bullying and to educate about safe internet use.

The Ministry is also involved in roundtable discussions with the Ministry of Education and the Israel Internet Association, where representatives discuss ways to promote safe internet conduct that does not interfere with freedom of speech and free internet usage.

The Ministry of Public Security uses its digital platforms to raise public awareness regarding internet safety and has developed a safe internet guide and a variety of tips for parents and children. The Ministry's Information and Knowledge Unit, together with additional government agencies, developed a website dedicated to internet safety. Throughout the year, and in particular before school vacations, the Ministry and its crime prevention programs, together with the Israel Internet Association's Internet Safety Center and the Ministry of Education, send out information packets. These are also published on the Ministry's website and social media platforms in an effort to raise awareness and create healthy discussions between authority figures and children. Metzila and City Without Violence also have staff members who work in cities throughout the country and run educational programs on a regular basis.

Additional Platforms

The Ministry's Metzila division, together with the Ministry of Education, developed a "Safe Surfing Pact" in Hebrew and Arabic and called on children and parents to sign it and pledge to follow a number of safety guidelines. The pact reached thousands of parents, who discussed the guidelines with their children and signed the pact, and was featured in the news. Additionally, the

Minister of Public Security, Knesset Members, Mayors and additional Ministry officials signed the pact to show their support for the initiative and to raise awareness.

The Ministry of Public Security recently held its first National Personal Security Conference, attended by over a thousand people from the fields of public security, police, corrections, welfare and education. One of the central issues discussed was the prevention of violence among youth, with a special panel discussion held on the topic. The use of social media and internet bullying were a significant part of the discussion.

Metzila, which together with City Without Violence and

the Israel Anti-Drug Authority, operates Parent Patrols across the country, is currently working on a project to create online, virtual Parent Patrols in which an adult presence will be felt on children's websites and internet hang-out spots.

Internet violence and bullying are a widespread phenomenon, but they do not have to be. With persistent efforts in the fields of education, public awareness and legislation, we can create a safe and secure online environment for ourselves and our children. To that end, the Minister of Public Security has made safe internet use a priority and it is one of the main points of his 2014 policy. Together, we can make a difference.



Internet Safety

Six Points to Consider



- ✓ **Be Aware** – It is important for both parents and children to understand the dangers and proper use of the internet and social media, and how to respond to a variety of potentially dangerous situations.
- ✓ **Closing the Digital Gap** – In order for parents to better understand their children's world and what they can be exposed to, it is important for parents to be familiar with basic concepts related to the internet and social media, and to be aware of what their children are doing on the internet.
- ✓ **Parental Authority** – Computer use is not an activity that should be exempt from parental guidance. Parents should set rules for their children to ensure safe internet use.
- ✓ **Reporting** – The more internet users become accustomed to reporting acts of violence and offensive content, the more our quality of life will improve and we will increase our personal safety.
- ✓ **Professional Help** – There are many outlets that provide professional assistance to various audiences regarding internet use. It is important to be familiar with them and to turn to them for information or help.
- ✓ **The Positive Side** – In addition to learning about the kinds of sites children should avoid, it is also important to provide parents and children with positive alternatives and educational sites that they can visit and explore.

Poison in a Pretty Package



The Law
Against
Synthetic
Drugs

By **Advocate Eti Kahana**,
Head of the Law Enforcement and Legislation Division,
The Israel Anti-Drug Authority



ISRAEL ANTI-DRUG AUTHORITY

The Israel Anti-Drug Authority was established in 1988 and works to combat drugs and alcohol abuse and develop national policy in conjunction with various ministries. The Authority is responsible for mobilizing all government organizations and public authorities to collaborate in the battle against drugs and alcohol. The Authority's activities target all populations, with a particular focus on soldiers and young adults.

'Kiosk Drugs: More dangerous than you thought.' A flyer produced by the Israel Anti-Drug Authority

In recent years, the use of new psychoactive substances as drugs has become widespread in Israel as well as in many other countries. These substances are marketed as legal alternatives to drugs, and are known as "synthetic drugs" or "kiosk drugs," because of their pervasiveness at kiosks around the country.

Synthetic drugs quickly conquered the market because of their availability, inexpensiveness, attractive packaging and presentation as legal – in light of the fact that they are not included in the Dangerous Drug Ordinance (1973) – Israel's central law, which enumerates all illegal drugs. The popularity of these drugs raises many concerns, especially in light of the dangers they pose as well as their prevalence among teenagers and youth.

The dangers and side effects of these substances include increased blood pressure, heart rate fluctuations, vomiting, tremors and convulsions, and loss of consciousness. In addition, these substances can also cause addiction and mental disturbances such as paranoia, panic attacks and psychotic attacks.

These are a new generation of drugs, sold in colorful, attractive packages; they come in a variety of forms, including powder, pills, drops and leaves for tea infusions or incense. The substances first appeared in Europe in 2004 and quickly spread to other parts of the world. Israel, however, is one of the first countries to create legislation against these new psychoactive substances to match the ever-changing reality.



One of the most popular types of dangerous substances in recent years is synthetic cannabinoids, sold in Israel largely under the name, “Mr. Nice Guy,” or other oft-changing labels such as “Spice,” “Pinocchio,” “Spiderman,” and “Mabsuton.” The synthetic cannabinoids are sold in packages containing herbal compounds that are sprayed with dangerous chemicals and are developed in illegal “laboratories,” with no legal or medical oversight. To put it simply, these new drugs are poison.

Historically, Israel’s Dangerous Drug Ordinance has included specific substances listed by their chemical structures. This was not enough to effectively deal with new substances that were being produced by making slight alterations to the chemical structures of controlled drugs. Furthermore, even when new drugs were identified and added to the ordinance, newer substances replaced them in a heartbeat.

As a result, the Knesset, courts and other officials demanded that the Dangerous Drug Ordinance be adjusted to include not only specific drugs but families of drugs and their derivatives. In 2010, the first amendment to the ordinance was made, called “The Derivative Amendment.” The amendment included four families of substances: amphetamine, methamphetamine, cathinone and methcathinone. In 2011, the ordinance was expanded to include the 2-aminoindan family as well.

The novelty of the amendment is that substances can now be considered illegal, even if their specific chemical compound is not listed, but the substance is a derivative of a drug included in the ordinance. When the amendment first went into force, these four families of drugs made up about 80% of the synthetic drug market. However, this was still not an adequate solution, as new synthetic drugs were popping up almost instantly. At first, the new drugs were added to the ordinance on an individual basis as they were identified. Later, a second amendment was made, which included additional families of synthetic cannabinoids and their derivatives. However, these steps were also insufficient, and synthetic drugs, made of substances not covered by the ordinance, continued to surface.

In addition to intensive law enforcement operations targeting the use and distribution of these dangerous substances, a new law was passed last year: The Struggle to Combat the Use of Dangerous Substances Law (2013). The new law provides authorities with new and effective tools to combat the manufacture and distribution of these drugs. The basic idea of the law is to grant the police the ability to confiscate and destroy dangerous substances, subject to the right to a hearing. The premise of the law is that a substance sold



without its ingredients listed, or advertised as having an effect on the user similar to that of illegal drugs, is a dangerous substance.

Additionally, the law also provides a solution to the interim period prior to a new drug’s inclusion in the Dangerous Drug Ordinance: The Director-General of the Ministry of Health, together with representatives of the Israel Anti-Drug Authority and the Israel Police, can declare a certain substance “prohibited for distribution” if there is reason to believe the substance should be included in the Dangerous Drug Ordinance and poses an immediate danger to the public. If declared “prohibited for distribution” by the Director-General, it remains so for a year, during which time measures are taken to include the substance in the Dangerous Drug Ordinance. The law also imposes jail time for the manufacture, import, sale, distribution or possession for purposes of distribution, of a declared substance.

Since the law has gone into effect, five declarations have been made, each one including a list of substances, some of which have since been included in the Dangerous Drug Ordinance.

A Cure to Violence

The National Program to Reduce Violence in Hospitals

By Kinneret Menagen-Elmaliah, Senior Policy and Strategic Planning Coordinator

Mark Rebacz, Information and Knowledge Services Unit

What began as a typical night shift for an intern at Wolfson Hospital in Holon, quickly became a nightmare. The intern was called to assist a pregnant woman who had been brought to the hospital. When the intern arrived, the pregnant woman suddenly began cursing and screaming. Without warning, the woman snatched a syringe out of the intern's hand, and stabbed her in the arm. It was later discovered that the pregnant woman suffers from an infectious liver disease which can be contracted through blood transfusion and can be life threatening. The shaken intern was examined, and after a harrowing week of waiting for lab results, she finally received word that she was not infected with the disease. But it could have ended differently.

This serious incident is just one of many violent incidents that have occurred in hospitals across Israel in recent years, in which doctors, nurses, guards and other hospital staff have been assaulted.

A World-Wide Phenomenon

Violence against medical staff is not unique to Israel. A study conducted in Portugal in 2003 found that 60% of hospital medical staff was exposed to violence. The majority was exposed to psychological (54%) and verbal (51%) violence, though 7% reported being exposed to or witnessing physical violence. A 2008 study conducted at emergency clinics in Australia found that 75% of doctors were exposed to violence at work.



A broad 2003 survey in England, with responses from 3,000 doctors, reported that half of those interviewed said violence is a problem in their workplace. More than a third reported experiencing violence firsthand or witnessing it in the year leading up to the survey. Those that reported being attacked said the attackers were either patients or family members of patients. Of the responders who said they were attacked, almost all reported experiencing verbal violence, while a fifth experienced physical violence.

The Situation in Israel

According to a 2005 study conducted in Israel, 58% of doctors were exposed to verbal violence and 9.5% were exposed to physical violence in the year preceding the study. In 2013, some 700 physical assaults and 2,700 verbal assaults took place in Israeli hospitals. These assaults were carried out by hospital patients or their family members, and resulted in arrests and criminal proceedings.

According to the Ministry of Health, in recent years there has been an average of between three and four thousand violent incidents per year, most of them verbal assaults. Threats are usually made at nurses, secretaries, social workers and technicians, while physical violence is usually targeted at security guards and stretcher-bearers. Additionally, according to data from the Ministry of Health, most violence occurs in the morning or afternoon, and rarely at night.

Israel Police data also shows that from 2010-2013, hundreds of criminal files were opened for violence against hospital staff, about 20% of which ended in indictments.

The Root of Violence

Three main causes are given to explain the outbreak of violence in hospitals:

1. Personality or mental disorders: These include mentally and emotionally unstable individuals, alcoholics and drug addicts. People suffering from these disorders do not have full self-control and are not entirely responsible for their actions. According to the 2003 British survey, doctors estimated that 27% of violent acts were committed by individuals with personality disorders, and 15% by individuals under the influence of drugs and alcohol.
2. Stress and anxiety: People who come to medical institutions in order to receive treatment are usually suffering, either physically or emotionally. In such a state, the feeling of uncertainty or of not being taken seriously can cause extreme reactions and

even violence. The medical staff often encounters verbal threats or physical assaults as a result of patients being unsatisfied by the care they are receiving, including long waiting periods or the attitude of the staff treating them. This is especially true when the patient belongs to a minority group.

3. Achieving goals: Violence is used as a method of achieving results that are not achievable through other means, usually in circumstances where the patient wishes to receive treatment he is not entitled to according to the institution's policies. Violence is used to force the staff to give in to the demands of the patient. This may occur when the patient wishes to receive treatments or medication that he cannot afford or does not have the time, means or patience to attain through the regular bureaucratic channels.

A Government Response

In February 2009, the Ministerial Committee to Combat Violence decided to establish a national program to reduce violence in hospitals, to be jointly developed by the Ministry of Public Security, the Ministry of Health, the Israel Police and the State Attorney.

The goal of the program is to reduce violence against medical staff and improve the sense of security in hospitals, by instituting a zero-tolerance policy and creating effective deterrence. A pilot project is set to begin in the near future in seven hospitals across Israel, and later to expand to all of Israel's hospitals and health clinics.

Alleviating Pressure

One way the program aims to reduce the outbreak of violence is by creating a friendlier environment for patients and their families. To that end, waiting areas will be painted in pleasant, calming colors, and televisions will be installed in order to make the wait more tolerable. To reduce stress and uncertainty regarding the patient's condition, close circuit televisions will be installed, detailing the stages of treatment the patient is undergoing, and pamphlets will be distributed explaining the treatment and procedures. Additionally, in order to prevent violence, various technologies will be implemented, including surveillance cameras, emergency alarms and self-locking doors, and lighting will be increased in parking lots and stairwells. These will be implemented in facilities that undergo renovations and in facilities yet to be built. In addition, the medical staff will undergo training to learn to act in a manner that reduces stress.



Zero Tolerance

In order to significantly reduce violence targeted at medical staff, the potential offender must understand that if he commits a violent crime, he will be dealt with harshly and punished to the full extent of the law. To that end, hospitals will establish Community Police Centers where police officers will be stationed and will be able to respond immediately to violence and other criminal activities. The centers will be accessible to patients, family members and medical staff and will be placed in conspicuous locations. Moreover, security services will be enhanced and guards will be better trained to deal with violence. The guards will also be granted specific rights by law, and there will be an added security presence at hotspots where violence is prone to occur.

Prosecuting Criminals

In order to enable oversight and cross-organizational dialogue regarding the prosecution of violent offenders, a police officer from the Intelligence and Investigations Department as well as a representative from the State Attorney's office will be designated to coordinate with a security representative from the Ministry of Health in order to smoothly pass along information regarding acts of violence against medical staff.

A Broader Effort

Additional aspects of the program include raising public awareness about the damaging effects of violence against medical staff as well as educating the public against turning to violence, especially in medical settings.

Moreover, the program also calls for the establishment of various committees on both the local and national level, with the purpose of:

- Setting guidelines for collaboration between organizations
- Developing strategies to reduce violence
- Developing strategies to raise awareness about violence and deter violent behavior
- Defining areas of responsibility

The local committees will be headed by hospital directors and will be made up of various medical representatives, security staff, police representatives and social workers. The national committee will be headed by the Director-General of the Ministry of Health and will consist of representatives from relevant government ministries, the Israel Police, the State Attorney, hospital representatives and the Israel Medical Association.

Aside from preventive measures, the program also calls for the development of an evaluation system to measure the rate of violence occurring in hospitals and analyze its characteristics in order to profile violent acts and create targeted preventive measures.

Curing Violence

The program aims to provide a broad solution to violence in hospitals and assaults against medical staff by improving the level of service provided to patients and their families, deterring potential offenders, raising awareness about the issue and providing localized solutions to the various hospitals.

If successful, the program will empower doctors and nurses and reduce stress among patients and family members who turn to violence out of frustration. This in turn will improve the care offered to patients and create a safer, better functioning society.

Public Information in Emergency A Strategic and



By **Hiddai Wagschal**

Head of the Information and Knowledge Services Unit,
and Head of the Emergency Crisis Communication Team
in the Ministry of Public Security

On Friday morning, June 13th, 2014, Israeli social media networks were inundated with rumors about the kidnapping of three Israeli teenagers. By noon that day, a rumor that the Israel Police's counter-terrorism unit (YAMAM) had successfully located and rescued the three boys, was spreading across social media, mainly via WhatsApp:

A YAMAM team infiltrated a home in the Arab village of Avarta, where, according to intelligence information, the two youths were being held. The youths were successfully rescued and five terrorists were killed and two injured. The mission was a success, with no casualties on our side.

The report, while false and inaccurate, spread quickly and even managed to reach the families of the missing teenagers. No official statement was issued by the government or operational bodies until late afternoon that day when the IDF Spokesperson's Office finally released a statement saying the military was searching for three missing teenagers, and that a kidnapping was suspected. After three weeks of intensive military operations in search of the teens, their bodies were found and the Israeli government revealed that they had been abducted and murdered by Hamas operatives.

'Danger! Stay away from rocket debris. If you encounter an exploded shell or debris from a rocket, do not touch it or approach it. Call the Police and keep a safe distance.'

A post published on the Ministry's English Facebook page during operation Protective Edge.

Rumor Control

Shortly after the three bodies were found, and following the arrest of Hamas members thought to be involved in the abduction, Hamas began firing hundreds of rockets from the Gaza Strip at Israeli cities and towns. After repeated Israeli requests to stop firing the rockets went unheeded, the Israeli Air Force retaliated and began targeting Hamas sites in the Gaza Strip. This marked the beginning of the conflict that became known as operation Protective Edge.

At the beginning of the conflict, the Israeli public, thirsty for information, spread rumors on social media networks at lightning speed. This time, however, the Home Front Command and the Israel Police were quick to respond and provide rumor control. Statements were issued refuting certain rumors, and the public was called on to act responsibly and not believe or spread unofficial and unverified reports. The IDF also called on the public to refrain from spreading information about casualties through social media, in order to avoid mistakes and to enable the military to inform the families of fallen soldiers in an appropriate and respectful way.



Crisis Situations Operational Approach

The Operational Impact of Social Media

In many natural disasters and terrorism events in recent years, social media has played an important role and affected the traditional ways in which information flows, making a profound impact on the relationship between the public and emergency authorities. For example, during the Mt. Carmel fire in northern Israel in 2010, the Israel Police Facebook page was updated around the clock to inform the public of road closures and evacuations. During a 2013 snow storm in Israel, in which many cities lost power and had inaccessible roads, many citizens and even municipal representatives used social media to report power outages and blocked roads to the relevant emergency authorities.

In the United States, during Hurricane Sandy in October 2012, the New York City Fire Department used its Twitter account to inform the public about safety procedures and to respond to public concerns and inquiries. At the Boston Marathon bombing in April 2013, the public used social media to help law enforcement authorities identify the terrorists by providing them with pictures from the scene of the bombing.

For Israel, the early hours of the June 13th kidnapping marked a turning point in the way the public uses and shares information during periods of uncertainty and turmoil. The new role social media plays in crisis situations can have a major impact on the operational situation and on the public's resilience during emergency events.

Filling the Void

During a crisis, the public will search for any and all relevant information that may shed light on what is happening. When the situation is unclear or people may be in danger, an information void is formed, and the public feels the need to fill it with whatever information or misinformation is at its disposal. Therefore, it is the obligation of the government and emergency bodies to provide the public with clear, reliable and instructional information in real time. Otherwise, the public will rely on alternative, unofficial sources, and may be misled by false and potentially dangerous information.

The speed and accuracy with which the official bodies provide the public with information affects the public's behavior and its confidence in the bodies. Dissemination of accurate information in a timely fashion can save lives and can have local, national and even international consequences that can affect the outcome of an event.

Addressing and Educating the Public

Preparing the public for emergency situations is a lengthy process that has to begin long before an emergency occurs. The process includes educating the community on how to react in times of emergency and how to prepare emergency kits of food and supplies to have available at all times. Having the public prepared lowers uncertainty and prevents chaos during crisis situations.



* A post published on the Ministry's English Facebook page during operation Protective Edge.

When there is an alert that an emergency situation is about to develop, the public should be notified and given as much information as possible. This includes letting the public know what to expect from the authorities, how to contact the authorities, and what precautions should be taken by the public before and during the event.

Once the situation develops, there is a need to operate a Joint Information Center made up of all relevant agencies and bodies, including first responders, public service providers and all levels of government. The Joint Information Center should coordinate and formulate all messages so that they are uniform and clear.

During the Second Lebanon War in 2006, for example, Israeli public agencies and Ministries did not coordinate their messages, which led to confusion and a loss of confidence among the public. This in turn caused the public to feel that the government was not responding effectively to the situation. As a lesson learned from the war, the Prime Minister's Office established a National Information Directorate, in order to coordinate all national messages.

As part of the role of formulating messages and instructing the public, the Joint Information Center should also monitor the media, both traditional and new, in order to gain a better understanding of the public's awareness and concerns, and to ascertain if any misinformation is being spread. This will aid in formulating better and more targeted messages that will inform the public, alleviate their concerns and answer their questions. Emergency messages should be delivered through television, radio, newspapers, websites and social media. During operation Protective Edge, The IDF's Home Front Command sent representatives to the major television and radio stations to broadcast vital emergency messages and instructions to the public.

Social media can also serve as an important tool in engaging with the community, both in order to seek their advice and input, as well as to enlist volunteers. During operation Protective Edge, an IDF soldier who had immigrated to Israel on his own from the US, was killed in combat. The soldier, Max Steinberg, had no family in Israel, so friends began using social media to raise awareness about him and try and get people to come to his funeral to pay their last respects. As a result, just a few days after Max was killed, over 30,000 people attended the funeral, including the mayor of Jerusalem, the United States' Ambassador to Israel and Israeli government and military officials. The turnout was so great that the police had to be deployed to block traffic and provide security, and representatives of the Home Front Command were on hand to inform those attending the funeral how to act in the event of a rocket attack taking place during the funeral.

Digital Government and Emergency Response

Another aspect of emergency public information is the work of official websites and digital outlets of the government's emergency services. Although most emergency services instruct the public not to turn to social media to report emergencies or request assistance, the emergency agencies should still monitor all their digital platforms for signs of distress and respond when necessary, as well as update them with accurate information in a timely matter. For example, the public might turn to social media to ask where the nearest shelter is, what routes are open, which schools will be open, what to do if traveling in a car when an emergency siren goes off, where the safest place is during an earthquake, etc. Additionally, the use of social media can also free up congested emergency telephone lines.

During operation Protective Edge, the websites of the Home Front Command, the Israel police and the Ministry of Public Security had thousands of visitors, and their Facebook pages gained tens of thousands of new followers. As such, their messages reached far beyond the number of followers of each of their social media platforms, thereby aiding in disseminating their messages. The Ministry of Public Security also provided information in various languages and called on the public to share the information with new immigrants, tourists and other non-Hebrew-speaking populations.

Adapting the Message

While getting the message out is important, it is also essential to reach the public in a targeted fashion and in its preferred language and platform. Israel is a heterogeneous society with a majority of Hebrew speaking citizens and large minorities of Arabic-speaking and Russian-speaking populations. In addition, Israel has a large Jewish ultra-Orthodox community that does not have much exposure to new media, and various smaller minority groups such as French-speaking, English-speaking, Spanish-speaking and Amharic-speaking immigrants, as well as small communities of foreign workers and illegal immigrants. As such, emergency bodies need to provide information in a variety of languages and through various platforms in order to reach as many people as possible. The IDF's Home Front Command operates an information hotline 24 hours a day, seven days a week, with both routine and emergency information provided by representatives in all the major languages spoken in Israel.

Operation Protective Edge

On July 8th, 2014, the IDF initiated operation Protective Edge, in response to increased rocket fire from the Gaza Strip, aimed at Israeli cities. The operation began with airstrikes against Hamas targets, but following Hamas's escalation of the situation, the IDF expanded its operation to include a ground offensive, during which the IDF also targeted dozens of Gazan tunnels. The tunnels were built to penetrate into Israel, smuggle arms and store caches of ammunition and weapons.

During the operation, Hamas, Islamic Jihad and other terrorist groups fired over 4,000 rockets and mortars from Gaza into Israel, and 66 Israeli soldiers, 5 Israeli civilians and one Thai civilian were killed. An additional 469 IDF soldiers and 261 Israeli civilians were injured. Among those killed were three family members of Ministry staff, including Adar Bresno, Lieutenant Natan Cohen, and Staff Sergeant Evyatar Turgeman.

The operation ended on August 26th with the announcement of an open-ended ceasefire.

During the operation, aside from the battles taking place in Gaza and the rockets targeting Israeli cities, there were also a number of infiltration attempts made by Hamas and other terrorist groups from Gaza, two terrorist attacks in Jerusalem, and a number of Arab riots and violent protests. Israel Police forces were deployed in record numbers, and every effort was made to maintain public security on the home front and prevent disturbances.

Thousands of residents from areas near the Gaza Strip left their homes for safer, quieter cities, while many remained. The entire country was within range of the rockets, with some areas given only a 15 second warning before the rockets fell.

During the operation, the Ministry of Public Security operated its Emergency Fusion and Operations Center around the clock, manned by representatives from the Israel Police, the IDF's Home Front Command, the Israel Prison Service, the Israel Fire and Rescue Authority, and other government agencies.

The Ministry oversaw the operations of the Israel Police to maintain order and security, and the efforts of the Israel Prison Service to keep the calm in prisons and evacuate prisoners to bomb shelters when necessary. The Fire and Rescue Authority responded to emergency calls as usual, as well as a number of fires and expulsions that resulted from missile fire.

The Ministry's Crisis Communication Team

As part of the Ministry of Public Security's emergency preparedness efforts, a Crisis Communication Team was recently established. The team constructs a situational picture of all the emergency agencies, monitors traditional and new media – both in Israel and abroad – and formulates messages and instructions to the public. The messages are formulated together with the Ministry's operational bodies as well as the National Information Directorate in the Prime Minister's Office.

The Crisis Communication Team is a new component of the Ministry's Emergency Department, which works alongside the Ministry's Emergency Fusion and Operations Center, Strategic Think Tank and a Continuous Functionality Forum.

The Crisis Communication Team is staffed by Ministry employees from the Ministry's Information and Knowledge Unit – responsible for the Ministry's digital presence – and members of the Ministry's Spokesperson's Unit. The team utilizes additional Ministry staff members who speak foreign languages, as well as retired police officers with professional experience in public information and community relations, who volunteer their time in emergency situations.



The Ministry's Emergency Fusion and Operations Center in action during operation Protective Edge

Emergency App

To more effectively reach the public, the Ministry is currently in the process of developing a smartphone application that will provide information and instructions for emergency situations, such as natural disasters, severe weather, forest fires and more. General instructions about these scenarios will be available at all times, while targeted messages with specific instructions will be sent according to the user's location. This is yet another platform aimed at preparing and informing the public in order to save lives and strengthen the community's resilience during a disaster.



Israel's Volunteer Search and Rescue Team



By Brett Duke

Government Fellow – Ministry of Public Security

As winter storm “Alexa” swept through the Middle East in December 2013, Jerusalem experienced its biggest snow storm in 20 years. Up to 60 centimeters of snow fell within the city and its surroundings, while heavy rains deluged the rest of the country. With snow blanketing the Old City of Jerusalem, around 7,000 calls for assistance were received by the national emergency hotline. A decision was made to close roads 1 and 443, two major arteries leading to Jerusalem, leaving thousands of motorists stranded and freezing in their vehicles.

Enter Israel’s Volunteer Search and Rescue Team. Along with the Israel Defense Force and Fire and Rescue Authority, the Volunteer Search and Rescue Team was called into action. Out of those 7,000 calls for assistance, the Volunteer Search and Rescue Team responded to and assisted with around 4,000, their aid proving invaluable as Israel’s emergency services and first responders were stretched to their limits.

It is events like these that highlight the commitment and dedication of Israel’s Volunteer Search and Rescue Team. Just two years ago the Volunteer Search and Rescue Team was transferred from the Israel Civil Guard, becoming a specialist operational unit within the Israel Police. Ofer Shahar, a police Superintendent and commander of the Team, says the merger has led to improvements in budgeting and structure, and that today, “we are a special operations unit capable of dealing with all aspects of search and rescue.”

Areas of Operation

It was not until the late 1970s that a group of 15 Kibbutz members in Ein Gedi established a basic search and rescue service, as more and more Israelis began travelling around Israel in search of adventure. Extending from the Golan Heights in the north to the Negev in the south, today, Israel’s Volunteer Search and Rescue Team’s 650 volunteers are on call 24 hours a day, 365 days a year. Unique to this team are the operational parameters upon which they were established. The volunteers are divided into 12 units, that, unlike Israel’s state emergency services, are all located on the periphery of major urban areas. With storms like “Alexa” being the exception, the Volunteer Rescue Teams specialize in assembling a large number of trained volunteers in a very short period of time, and conducting search and rescue operations outside of major cities.

Rain, Hail or Shine

Conducting over 500 search and rescue operations and rescuing over 2,000 people annually, Israel’s Volunteer Search and Rescue Team members come from a diverse range of backgrounds, united in their desire to help others. Ranging in age from 18-60, the volunteers undergo 55 days of training per year, essential for conducting successful search and rescue missions.

Considering the many challenges that search and rescue operations pose, the volunteers possess an impressive array of skills and are trained to perform mountain rescues, ground search and rescue and flood rescue. The volunteers also undergo extensive training courses in rappelling and navigation. Two out of the 12 units are specialist scuba diving units trained to perform search, rescue and recovery operations in rivers, the ocean, dams and storm drains. Furthermore, each unit has trained trauma medics capable of providing medical treatment at the scene of an emergency.

Shahar emphasizes the word “volunteer” in these men and women’s title, as they all have careers and come from an impressive array of backgrounds but are willing to place their personal lives on hold in order to respond to emergency calls at any time of day or night.

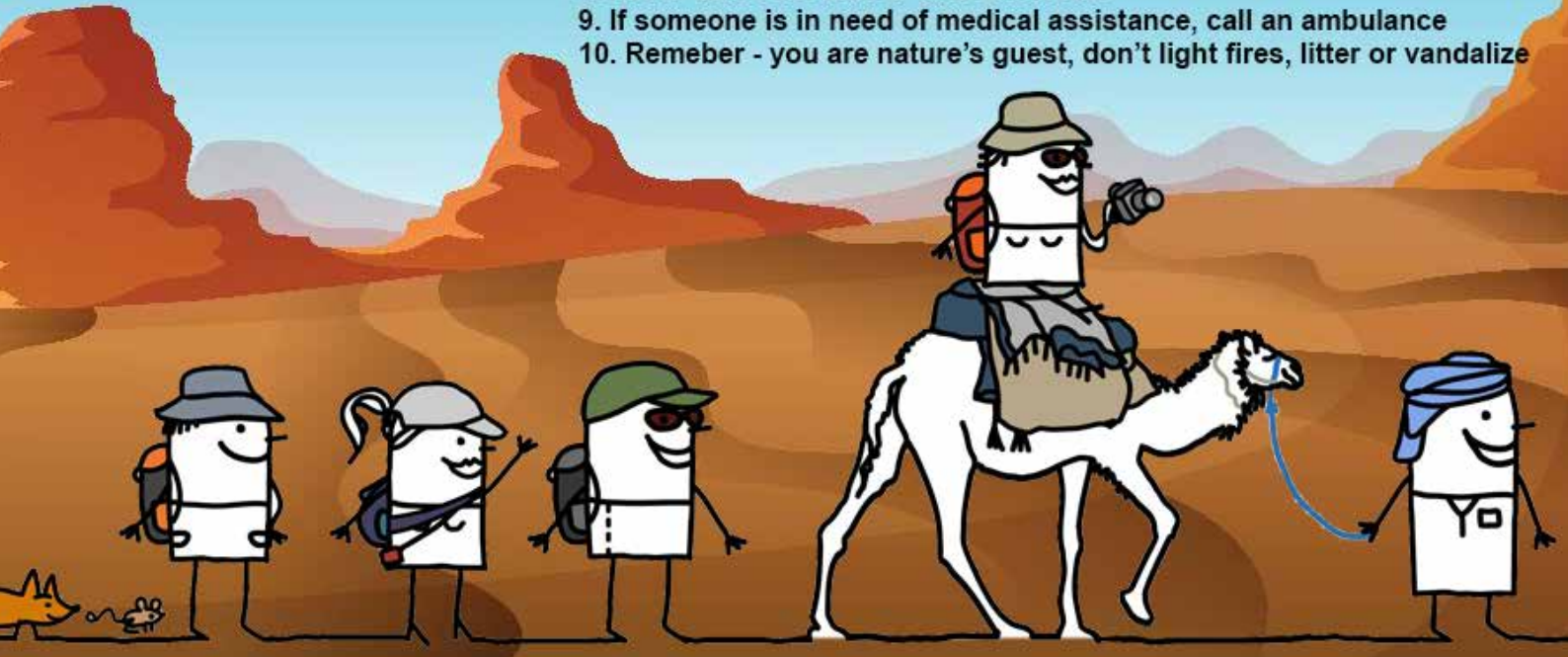
The Risks are Real

For many Israelis, school holidays and festivals mean the chance to escape the routine of everyday life and explore the roughly 6,000 miles of beautiful hikes and trails that Israel has to offer. Among the many thousands of people who enjoy the diverse landscape are school groups and tourists. What many fail to recognize, however, are the numerous perils and potential dangers that these hikes can present. Reiterating this point, Shahar says many Israelis embark on hikes unprepared and unaware of the hidden dangers they can face.

This is something Shahar and his search and rescue teams are unfortunately all too familiar with, as was experienced a year ago when Nikolai Rustberov, a 27-year-old member of Israel’s Volunteer Search and Rescue Team was repelling down a cliff during a routine training exercise. Within seconds, training turned into reality as a 30 kilogram rock fell from above, landing on Nikolai’s helmet. Rustberov became paralyzed from the neck down.

10 Tips for safe hiking

1. Plan your route ahead of time
2. Make sure a family member or friend knows you are hiking
3. Bring a cellular phone
4. Bring one liter of water per person for every hour of the hike
5. Wear proper shoes and clothing
6. Only camp out in authorized locations
7. If you come across a wild animal, don't try to scare it off
8. Never leave the trail or take shortcuts
9. If someone is in need of medical assistance, call an ambulance
10. Remember - you are nature's guest, don't light fires, litter or vandalize



Hiking safety tips provided by the Israel Police, published on the Ministry's website and social media platforms

Bridging the Divide

In addition to the dynamic rescue capabilities of the teams, Shahar is also proud of the varied backgrounds of the volunteers, as they represent numerous aspects of Israeli society; whether they are Orthodox or secular, Jew or Arab, they all display the same dedication and selflessness.

Such dedication is often put to the test, as was the case in 2009 when Shahar's team received a call for help regarding an 8-year-old boy who had fallen into a lake and had not been found. As his team analyzed the information they received, it became evident that the call came from a Palestinian town in the West Bank. Following standard operating procedures, the commander of the Arad Volunteer Search and Rescue Team assembled a group, and under an Israel Defense Force escort, they entered the Palestinian Authority with the hope of finding and rescuing the missing boy. Initiating a search and rescue response with the local emergency services within the village, the Arad Rescue Unit was able to recover the child's body. Despite the extremely sad outcome, Shahar stresses the fact that the operation defied all physical

and cultural boundaries, with the value of a human life coming before all else.

Aside from their primary role of conducting search and rescue operations, the Volunteer Search and Rescue Team also developed a program to assist at-risk youth that have been in trouble with the law, by giving them a chance to clear their record. Under the supervision of a commander of one of the 12 units, the youth spend two years volunteering with a search and rescue team. "We maintain a zero tolerance policy on alcohol, drug abuse and criminal behavior," explains Shahar. If these conditions are met, the commander of the unit under which the youth served, can write a letter of recommendation to the army as well as a request to the police that the youth's record be cleared.

Unique to the Volunteer Search and Rescue Team is its ability to assemble a large number of volunteers in a short period of time. This, coupled with the ability to respond quickly to emergencies outside of major Israeli cities, has made the team an invaluable asset to Israel's emergency management and first responders.



Fire Scouts

By Mark Rebacz,
Information & Knowledge Services Unit,
Ministry of Public Security

An alarm goes off at the main fire station in Jerusalem's Givat Mordehai neighborhood, and 17-year-old Amir Bitu pulls on his fire suit and helmet. Bitu runs toward one of the station's fire trucks, on the heels of the team commander. A brush fire has started in the Jerusalem neighborhood of Ramot, and Bitu, as all firefighters are trained, is wearing his gear and on the truck in just 60 seconds. But 17-year-old Bitu is not a typical firefighter – he's a 12th grader who volunteers as a Fire Scout after school and during his free time.

The Fire Scouts program (Tzofei Esh, in Hebrew), was established in 1959. Fire Scouts are boys and girls, aged 15 and older, who volunteer in the Israel Fire and Rescue Authority after undergoing a 40-hour basic training course. Upon completing the course, the boys and girls are deployed at any of the country's 109 fire stations to provide support to the firefighters by operating machinery and equipment, helping deploy hoses and breaking down doors. Today there are over 700 fire scouts throughout the country – mainly high

school students fulfilling their 60 hours of "personal commitment" required by most schools in 10th grade.

According to Fire Superintendent Tomer Pinkas, head of volunteers in the Israel Fire and Rescue Authority, the training the Fire Scouts undergo, familiarizes them with the Fire and Rescue Authority and its roles, teaches them basic firefighting skills and first aid, and transforms them into more aware and educated citizens who know how to act during a fire, and who can easily spot fire hazards.

Fire Scout Training

While regular firefighters in Israel undergo a grueling 6-month training course, much like military basic training, the fire scouts have it relatively easy. Because the scouts are not meant to put themselves in danger, they undergo an abridged course where they learn both practical and theoretical aspects of firefighting. They learn how fires start and spread, which firefighting



Fire Scouts, undergoing training

chemicals and hoses to use in which situations, basic knowledge of rescue equipment and procedures, and firefighting history.

At the end of the course, the volunteers undergo an exam, both theoretical and practical, and if they pass, they are assigned to shifts and respond to calls. When responding to fires, the scouts keep a distance and perform important tasks such as laying down and attaching hoses, operating pumps, refilling water supply, and operating machinery on the fire trucks.

Fire Scout Amir Bitu, who lives in Jerusalem, says he volunteers so that he can contribute to his country. “There’s a lot we can do as fire scouts, and as we get more experienced, the team commander gives us more responsibilities and lets us do more,” he says.

Bitu explains: “If there’s a fire in a house, we usually won’t go in until after the first wave of firefighters is finished. But we’ll help spread out the hoses and attach the right nozzle, break open doors, and anything else the team commander thinks we’re ready for, as long as it isn’t a life and death situation. We’re an extra pair of hands, and we can take some of the strain off the firefighters.”

Equal but Different

When asked how the scouts are treated by the firefighters, Bitu is happy to say that they feel like equals. “They treat us well and they show us respect. Even though we are not full-fledged firefighters, they still rely on us and know we are valuable.”

Overall, Bitu says he has had a great experience being a fire scout. “It’s fun to help, to respond to calls, and to get a pat on the back and be told we did a good job. And if we mess up, they explain what we did wrong and teach us how to improve.”

The Fire Scouts are required to be on call at the stations for at least four hours every two weeks, but many come much more. “I try to come in 3-4 times a week, especially when my school work load is less or we’re on vacation. I’ve been volunteering for about six months, and I’ve probably responded to over a hundred calls. I’ve had my taste of almost everything,” Bitu says.

Fire Superintendent Pinkas says the main goal of the program is to provide the firefighters with extra support in responding to calls. Despite the one shift per two week minimum, Pinkas stresses that the most important

thing is still the scouts' studies, and that the volunteering is not allowed to interfere with schoolwork.

"We are in close contact with parents of the Fire Scouts and keep them up to date. If a parent tells us a child is performing poorly in school, we take them off the shifts until their grades improve," explains Pinkas. "But they do have a lot of free time hanging around the station in between calls to study, and they can often opt out of minor calls if they need to catch up on homework."

More Than Firefighting

Pinkas also notes that aside from the aid the firefighters receive, the scouts benefit as well. "When these teens volunteer, especially the weaker ones, we give them responsibilities, they develop skills and they become more empowered. Some of these kids," says Pinkas, "If they weren't volunteering with us, they would be in much worse places; instead of walking the streets they're spending time with us and learning leadership skills and being given responsibility."

To turn them into leaders, Pinkas says the fire scouts become the instructors for subsequent courses of Fire Scouts, working alongside a professional firefighter. "As they train their peers, they learn to speak in front of an audience and they explain what it means to be a fire scout and how important it is," he explains.

Fire Scout Amir Bitu, far right, responding to a call in Jerusalem

From Scout to Pro

But what happens after the Fire Scouts finish their required duty? While many dream of becoming firefighters themselves, it is not a straight path. First, the scouts have to enlist in the army. Though there are army firefighting units, not all of them get in or want to serve there. Only upon completing their three-year compulsory military service can they apply to become firefighters, though the Fire and Rescue Authority only recruits as needed, and there are not regular recruitment dates. But Pinkas is optimistic: "I was once a fire scout, and much of the upper echelon of the Fire Authority was once fire scouts, including two district commanders and many station commanders."

So how does being a scout help your chances of becoming a professional firefighter? "In theory, we are more than happy to enlist former fire scouts," explains Pinkas, "but we can't guarantee them anything. For every 400 positions, there are thousands of applicants. However, when we conduct our tryouts, former fire scouts have a minor advantage in the point value we assign them as they perform different tasks."

Fire Scout Amir Bitu says he will enlist in the IDF this coming year, and hopes to go to a combat unit or firefighting unit. Afterwards, he wants a career as a fire officer.





Parent Patrols

Protecting Our Children, Improving Our Community

**By the National Parent Patrol Directorate,
Ministry of Public Security**

They were established to reduce dangerous behavior among teens and increase the sense of security among residents. The volunteer parents patrol hang-out spots, report dangerous or suspicious behavior, and attend to teens and youth in emergency situations.

It is 3 AM. In a park in northern Tel Aviv, a 16-year-old girl lies on the ground, barely conscious. The strong smell of alcohol on her makes it clear how she got there. She is alone and helpless, after having wandered out of a party with her classmates. Luckily, the girl is found and sent to a hospital, and everything turns out alright. The people who found her were local parents, patrolling the neighborhood; not a neighborhood watch against crime or members of the Israel Police's Civil Guard, but volunteer citizens of the Parent Patrol.

The story of this girl is just one of many routine episodes in which Parent Patrols are involved. The first patrols began 12 years ago in Eilat, and currently there are over 200 throughout Israel, with some 5,000 volunteers.

They patrol the streets and focus mainly on reducing criminal and dangerous activity among the youth, preventing them from using drugs and alcohol, and confiscating alcoholic drinks when necessary. If needed, they call the police, and sometimes, when they encounter an emergency situation, like the case of the girl above, they call treatment centers or an ambulance.

The Parent Patrol project was established by the Ministry of Public Security and is led by Metzila – The Society and Crime Prevention Department, in partnership with all the Ministry's crime prevention organizations: The Israel Anti-Drug Authority, City Without Violence and Municipal Policing. The patrols are overseen by the Ministry, each one led by a local director and provided a budget for training the volunteers and purchasing equipment.

“Parents taking responsibility in the community – it's an important message which guides the Parent Patrol,” says Yakov Goez, head of the Metzila Department. “The presence of parents on the streets demonstrates parental authority as well as parental care and support.



90% of the parents who volunteer say they are proud to take part in the patrols

It allows dialogue between the parents and the youth, and helps parents become aware of issues that require professional attention. If proper attention is given it can prevent crime and violence. The youth support the patrols, as does the entire community, which experiences a greater level of security as a result.”

The volunteer parents, who patrol mainly on weekends and holidays, are attentive to the youth and keep an eye out for trouble. They listen instead of admonishing, and they aim to serve as role models and parent figures, even if just for a few brief moments. When the volunteers return home, they are more attentive to their own children.

Making a Difference

According to a study carried out by the Ministry of Public Security in 2013, about 94% of the parents who volunteer in Parent Patrols would recommend joining a Parent Patrol to their friends. The study found that 82% of the parents feel the patrols are successful in providing an adult presence at hang-out spots, and 73% feel the sense of security among residents in general, and among teens in particular, is increased as a result of the patrols. A full 90% say they are proud to take part in the patrols and identify with its goals, and 87% say they feel satisfied with the patrols’ activity.

On the other hand, only 53% of the parents feel the patrols are successful at locating at-risk youth and referring them to professional help, and 52% feel they help reduce the use of drugs and alcohol among the youth.

Until the establishment of a national Parent Patrol directorate in the Ministry of Public Security in 2009, made up of representatives from municipalities, Metzila, City Without Violence and the Israel Anti-Drug Authority, there were just 40 Parent Patrols, each with its own characteristics and aims. With the establishment of the directorate, it was decided that the patrols should focus mainly on educational and value-oriented activities, and less on law enforcement.

Calming Extremists

The effectiveness of the project can be illustrated by many incidents and the countless number of teens who have been helped. Last summer, a Parent Patrol arrived at a park where a fight was about to break out between two groups of teens. Both sides wielded knives and threatened to attack each other. One of the parents quickly called the police and then broke up the fight himself. While awaiting the arrival of the police, the parents spoke with the teens and managed to calm them down. “Our presence prevented more violence,” says Yotam, director of the Parent Patrol in the city where the incident took place. “The teens understood that it would be better for them to listen to one another instead of letting things escalate while waiting for the police.”

During vacation and holidays, the patrols are reinforced. They know about all the events and parties taking place, and they send volunteers to patrol nearby. Last summer a large party was held for teens at the Tel Aviv port. A group of parents situated themselves outside the party and stayed there all night. One of the partygoers,



a 15 year old from Netanya, began vomiting outside after having had too much to drink. “Will you help me?” he said pleadingly to one of the volunteers. “You won’t leave me, right?” The volunteers asked the boy for permission to call his mother, and then stayed with him until she arrived and took him home. “I wanted to thank you for watching over my son,” the mother told the volunteer the next morning. “This is the first time something like this has happened to him, and I’m pretty overwhelmed. I don’t want to even imagine what could have happened if you hadn’t been there.” The boy also thanked the volunteers for taking care of him.

Patrolling a New Age

In the Metzila Department, Parent Patrols are not the only solution. “The new arena is the virtual one,” says Yakov Goetz. “And there are many dangers there. As the youth spend more and more of their time on the internet and social media, the Parent Patrols need to be there as well.” As such, Metzila hopes to establish a virtual Parent Patrol program, to offer a responsible, adult presence on the internet.





Israel Ministry of Public Security



About Us

The Ministry of Public Security was founded in 1948 as the Ministry of Police. Its Minister has three areas of responsibility – public security, law enforcement and corrections – and oversees a number of operational bodies: The Israel Police, Israel Prison Service, Israel Fire and Rescue Authority, Anti-Drug and Alcohol Authority and the Witness Protection Authority.



Our Vision

To bring about a significant improvement in the personal security and community security of the citizens and residents of Israel; to create a law abiding society and combat violence and crime – all in order to improve the quality of life of the citizens and residents of the state of Israel.



Our Mission

To be the primary arm of the Israeli government responsible for law enforcement, combatting crime, safeguarding lives and property, maintaining public order, protecting the public from terror attacks, incarcerating and rehabilitating criminals, protecting witnesses, preventing drug and alcohol abuse, fighting and preventing fires and overseeing firearm licensing.



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