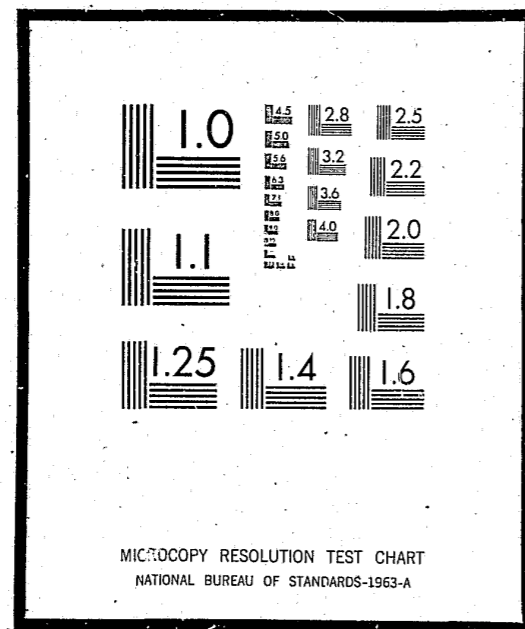


NCJRS

This microfiche was produced from documents received for inclusion in the NCJRS data base. Since NCJRS cannot exercise control over the physical condition of the documents submitted, the individual frame quality will vary. The resolution chart on this frame may be used to evaluate the document quality.



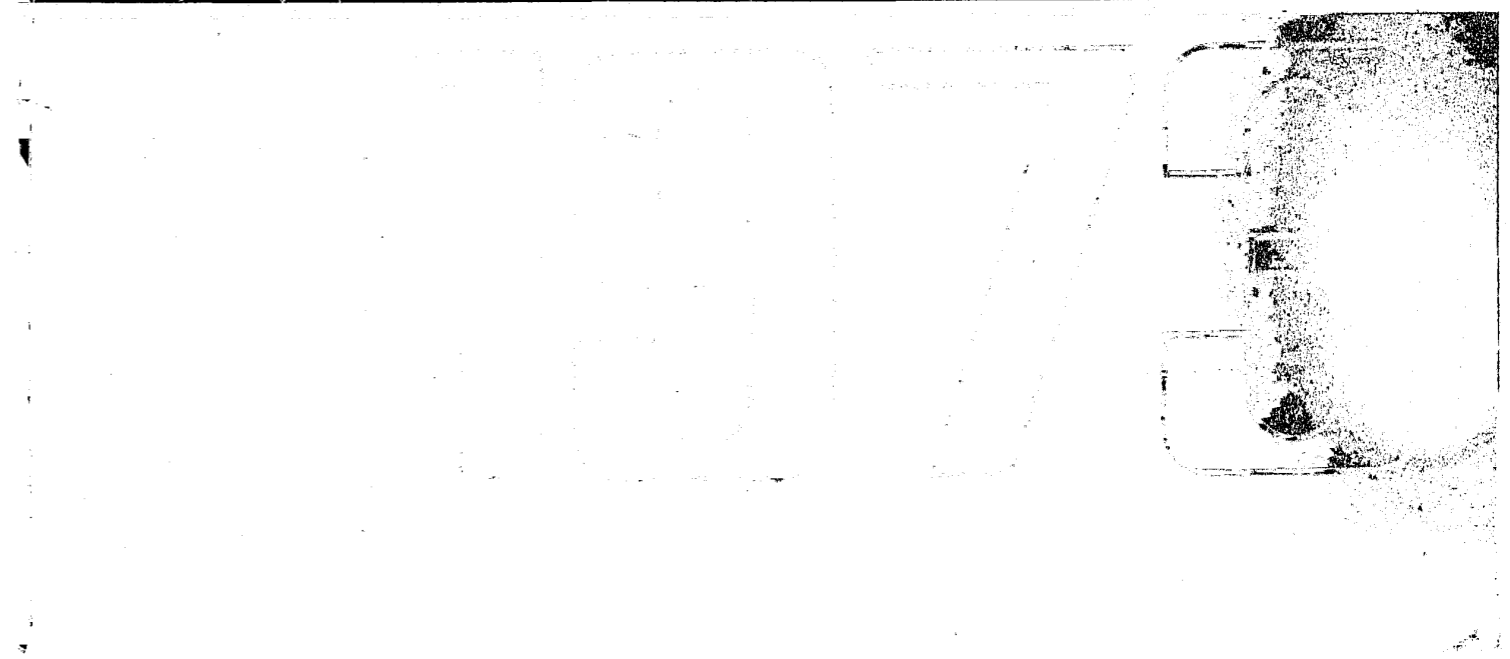
Microfilming procedures used to create this fiche comply with the standards set forth in 41CFR 101-11.504

Points of view or opinions stated in this document are those of the author(s) and do not represent the official position or policies of the U.S. Department of Justice.

U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
WASHINGTON, D.C. 20531

Date filmed

1/6/76

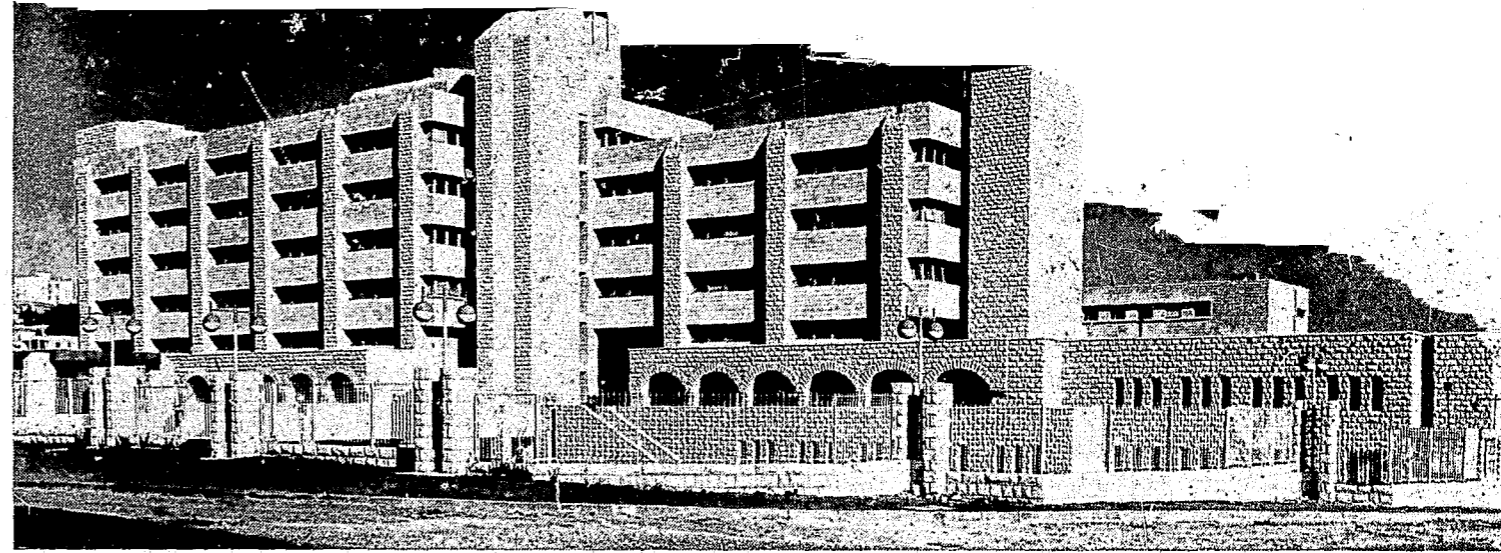




ISRAEL - POLICE — ANNUAL
REPORT
1973

- The Inspector General's Letter to the Minister of Police 3
- Organization, Planning, Research and Legislation 9
- Crime Prevention 13
- Criminal Offences and Investigations 19
- Juvenile Delinquency 36
- Traffic and Road Accidents 40
- Manpower 48
- Administration and Services 56
- Public Relations and International Ties 60
- The War and the Post-War Period 65

Issued by The Publications Section, Israel Police H.Q.
Jerusalem, June 1974



National Police Headquarters, Jerusalem, in the recently completed building

The Minister of Police

Jerusalem

Sir,

I have the honour to present to you the annual report of the Israel Police for the year 1973.

The Yom Kippur War split the year under review into two periods, quite different from one another, the one including the first nine months of the year, and the other including the three last months, i.e. the period of the war and its aftermath. During the war the police was burdened with extra duties, to an even greater extent than in preceding wars. The main concern of the police in wartime is to maintain order and security among the civilian population and to ensure that life continues as usual, with as few disturbances as possible. This is a very important task in

itself, and it also contributes greatly to the morale of the army to know that the civilian population is safe. This is true always, but it was especially true in the last war, which was relatively long and accompanied by many difficulties.

Statistical data on crime in the first nine months of the year show—for the first time in years—a significant drop in criminal activity. The causes of this drop are very different from those which caused the decrease in crime during the war and after. It can undoubtedly be ascribed to intensive police activity in two fields:

1) *Preventive activity*, including information campaigns intended to encourage installation of security measures against robbery, burglary and theft, initiation of legislation and research for the improvement of security devices and methods;

2) *Operational activity*, including intensification of patrol and policing, careful accumulation of intelligence and its use in field

work and the employment of new methods and technicolical devices in police work.

Shortage of manpower, and especially of patrolmen, resulting from difficulties in recruitment and a high rate of resignation was compensated, to a certain extent, by longer working hours than usual and by increasing the mobility of patrol units. In addition, the police increased the use of sophisticated equipment, to replace manpower wherever possible. The improvements introduced in methods of accumulation and processing of statistical data helped commanders to determine which operational needs were of higher priority than others.

The police employed the method of *massively attacking specific crimes*, such as banks and petrol station robberies, hooliganism, prostitution, theft of radios from parked cars, purse snatching etc. In each case, special units were formed, to fight specific types of crime. In Tel Aviv, a unit of the Frontier Guard participated successfully in such operations.

The police played a more active role than before in detecting and apprehending *ecology offenders*, thereby responding, as far as possible, to public demand for prevention of excessive noise, illegal construction, sea and air pollution, etc. During this year many public places were cleared of prostitutes, gambling clubs were closed down and legal measures were enforced against profiteers, hooligans and ruffians. The positive results of this activity soon made themselves felt and residents of our cities, and especially of Tel Aviv, felt that city centers and public places had become more secure and pleasant to walk in than before.

For the purpose of investigating serious crimes and crimes having great significance for the public, or involving investigations in more than one region, *special investigation teams* were set up and proved successful.

Indeed this is the first in many years, in

which there has been a *rise in the detection rate*.

Towards the end of the year the police apprehended *perpetrators of large-scale thefts* in Israeli ports. Stolen goods worth millions of Israeli pounds were discovered and suspects arrested. Forgers of driving licences, various gangs of thieves of cattle, leather, textile and diamonds were apprehended.

In cooperation with other security forces, *terrorist rings and espionage organizations* were uncovered and many of their members arrested.

In 1973 the police investigated 245,682 cases and another 29,346 cases in the administered areas, compared with 264,961 cases (plus 26,663 in the administered areas) in 1972. The number of cases investigated in Israel, not including the administered areas, dropped by 7.3%. Felonies and misdemeanors, that serve as an indicator for the seriousness of crime, dropped by 8.2%—from 221,013 cases in 1972 to 202,828 in 1973. It is noteworthy, that during the same period the population grew by 3.2%.

In the first nine months of the year 104,541 case files were opened, compared with 111,859 in the same period in 1972—a decrease of 6.5%. In the last three months of the year, 31,034 case files were recorded, compared with 34,439 case files in the same period last year—a decrease of 9.9%. However, at the end of the year there was a serious increase in crime, mostly due to a rise in outo thefts and burglaries.

Especially noteworthy is the decline in *criminal activity in the Tel Aviv District*, which harbours most of the country's criminals. Till September 1973 a drop of 21.8% in the number of case files was recorded in Tel Aviv; the average decrease for the whole year was 20.5%.

The was must be considered as having had some bearing on *road traffic*. Road accidents

in the first nine months of the year went up by 5.7%, reaching 11,904, compared with 11,264 in the first nine months of the previous year. The number of casualties rose at an even quicker pace—from 16,265 in 1972 to 17,559 in 1973—a rise of 7.9%. Fatal accidents rose by 12.3%. The number of people who were killed in accidents reached 535—an increase of 16.8% compared with 1973.

The last three months of the year were characterized by a considerable *decrease of the traffic volume*, as many drivers and motor vehicles were mobilized. The considerable drop in road accidents and casualties during the last three months of the year caused a decline in the average rates for the whole year. Otherwise, 1973 would have had a further rise in road accidents and in casualties.

During the whole year, 14,777 road accidents were caused with 21,911 casualties in Israel, compared with 15,333 road accidents and 22,086 casualties in 1972. 39,619 vehicles more than in 1972 travelled on our roads, bringing up the total of motor vehicles to 370,059. 50,000 people received driving licences during the year, bringing up the overall number of drivers to around 603,000.

Several *territorial and organizational changes*, based on research, were introduced during the year in the Israel Police. These changes improved regional deployment and the efficiency of the use of personnel and resources, and brought about a more rational division of the labour burden among the different units. Ultimately, these changes improved the service extended to the public.

Within the framework of the reorganization of police deployment, some basic organizational changes were made in the Northern District. The district headquarters was reduced in size and some of its functions were transferred to the headquarters of new sub-districts, which came into being through the merger of smaller subdistricts, which had existed in the past. Organizational changes will be introduced in the future in the Southern

District and in the Tel Aviv District as well. A new department—the Manpower Department—is being established at National Headquarters.

An important advance was made in the field of *research and of development of means*. The budget for research was increased from IL 180,000 in 1972 to IL 1,500,000 in 1973. In our work we have to rely more and more on sophisticated equipment and on scientific methods. Studies and a considerable amount of research were undertaken either by the police itself or by research institutions. Among the subjects were: police organization, safety measures for crime prevention, manpower, traffic, public relations, policemen's morale, etc. Also of great importance is the acquisition of new vehicles, of modern communication equipment, of electronic cameras, of an automatic teleprinter system and of a new computer with remote terminals, which are to connect the police subdistrict headquarters directly with the computer. The research made in fields like command and control, intelligence, job analysis etc. necessitated the acquisition of sophisticated and expensive equipment which is necessary for the advancement of the police in all operational fields. This equipment will in some cases be able to replace manpower.

Law enforcement produces points of *friction between the police and the public*. Sometimes people feel that they have suffered an injustice caused by police action, whether this is objectively true or not. In order to improve the handling of public complaints against the police, a *Public Complaints Bureau* was established at National Headquarters. This Bureau, which is headed by a high-ranking police officer, serves as a central address to which all complaints from the public may be directed. The bureau has improved the procedures of complaints investigation and it ensures that faults and misdeeds are rectified. By its establishment, the Israel Police hopes to give the public complaints appropriate consideration and treatment. In addition to the Central

Complaints Bureau at National Headquarters, officers with responsibilities for the handling of public complaints were appointed in all districts and subdistricts.

The police is subject to *public criticism* from other institutions as well: Parliament, the courts, the State Comptroller and the mass media. Also, the police is subject to criticism from within and heeds opinions expressed and suggestions made by policemen. Often such suggestions lead to improvements in police work.

Periodical public opinion surveys made in 1973 have shown an *improvement of the police image*. This is the beginning of a positive process which has to be continued, for the benefit of both the public and the police.

The police lent a *careful ear to the public's expectations and wishes*, and tended to comply, as far as possible, with requests from other ministries for assistance in enforcing the law. The police also fostered a good relationship with the mass media, which have a great influence on public opinion. However, the police is aware of the fact that only the efficient and constant development of the force will ultimately determine its public image and contribute to greater understanding and mutual help between the police and the public.

The police initiated *legislation and the introduction of amendments to existing laws* on subjects concerning police activity directly or indirectly. Information based on police experience was transmitted to legislative committees.

In the field of *manpower*, the *multi-strata recruitment* continued. Among the persons recruited to specific posts in the force were many university graduates—lawyers, sociologists, chemists and other specialists. Under the new policy, the period of absorption in specific fields—investigation, prosecution, criminal identification etc., will be shorter than in the past. New members are familiarized with their work by in-service training. A

greater tendency to use the services of specialists outside the police, when they cannot be employed as full-time policemen, can be regarded as another policy innovation.

The major problem in the field of manpower is the *recruitment of patrolmen*. In this respect we are completely dependent on the situation on the general labour market. A quick and easy solution to the problem can hardly be expected. It must be stressed, that during the year, 1,470 regular policemen were recruited, but on the other hand 1,080 policemen resigned, were pensioned or dismissed. The large-scale turnover of manpower continues to be one of the major difficulties of the force.

No doubt, extensive information campaigns could improve recruitment, but this is conditioned, of course, by the financial resources at our disposal.

In the year under review, a substantial raise in *policemen's wages* was attained, and thereby the gap between salaries of policemen and workers in other public services was eliminated. In addition, certain improvements in service conditions were achieved, which are equivalent to a rise in salary.

It seems that the aforementioned improvements in wages and service conditions lessened resignations, but, regrettably, did not increase recruitment. After all, no amount of sophisticated equipment and technological devices can replace the policeman, whose job it is to deal with people. Police work includes some uncomfortable aspects: personal and social limitations, the feeling of being "different" due to the uniform, unusual working hours, the personal peril involved and first and foremost—constant friction with the public, which is inherent in public work. Consequently, people who, in spite of all these disadvantages, decide to make the police service their career, deserve adequate compensation.

The creation of suitable conditions for the

absorption of manpower by the police is a task which should be taken seriously by all involved—the police, the government and the public. This is especially important now, after the war, when a serious upward trend in crime has already begun and is most likely to continue. There is no reason to believe that this post-war period will differ from similar periods in the past. It is most likely that crime, especially violent crime and the use of firearms, will become even more widespread. Also, social pressure and tensions on social and

economic issues, which were not solved before the war, will most probably rise to the surface even more vehemently.

Consequently, the police will have to face serious problems and difficult situations, especially on the operational level, but also in the fields of organization, manpower and morale. Therefore, for better law enforcement, it is vital that the force be assisted and encouraged, so that it should be able to cope effectively with its future tasks.

The Israel Police, as one family, bows its head in sorrow before those of our brethren who lost their dear ones in the Yom Kippur War. The bitter fate struck 27 of us, whose sons or husbands were taken away from them. The education which the sons of policemen received, prompted many of them to join combat units. The spirit of volunteering and devotion of the fathers was passed on to the sons.

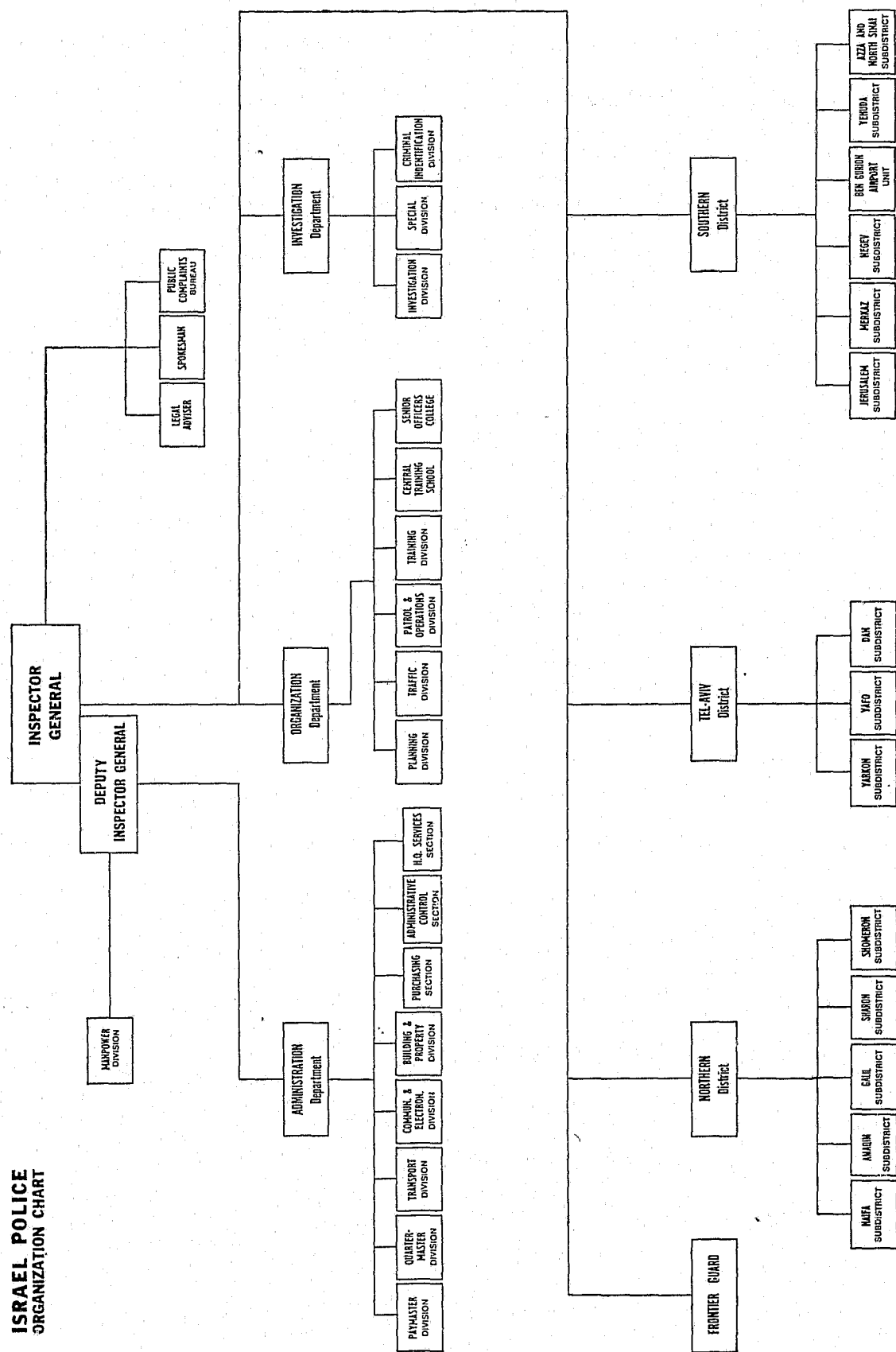
The pain of those who lost their dear ones is great, and cannot be healed by words; but may they all be assured of the sincere sympathy and compassion felt by all their colleagues in the Israel Police—their home.

Sincerely yours,

S. Rosolio, Commissioner

the Inspector General

ISRAEL POLICE ORGANIZATION CHART



CHAPTER I

**ORGANIZATION,
PLANNING, RESEARCH
AND LEGISLATION**

We are living in an age of technological development which finds expression, not only in the use of sophisticated equipment, electronics, computers and so on, but also in a technologically orientated way of thinking, based on system analysis, command and control on a scientific basis and in rational deployment and distribution of manpower and resources.

The Israel Police is aware of this development, and the force relies more and more on sophisticated means and scientific methods. Any police force, which in an era of dynamic evolution in all fields of human performance, including the modus operandi of criminals, does not update its means and methods, is bound to lose its efficiency and its ability to cope successfully with new problems and challenges.

In the year under review, the police improved its equipment and the methods used in all the fields of police activity—in operational work, administration and services, manpower and relations with the public and with government institutions.

An important step forward was made in the field of research and development of new sophisticated means. The budget dedicated to this pur-



pose soared from IL180,000 in 1972 to IL 1,500,000 in 1973; this increase opened many new possibilities and most of them were actually exploited. The enlarged budget also enabled the acquisition of more and better equipment—new vehicles, a greater number of wireless sets, electronic cameras for the detection of traffic contraventions, etc. Not all plans could be materialized, due to the war and price inflation.

Several territorial changes were made in the police districts, based on research made by the police and by civilian research institutions. The changes improved the regional deployment, the utilisation of manpower and the exploitation of equipment and thus enabled the improvement of services extended to the public. The ties between the regional units and the headquarters were tightened. Among other things, officers from National Headquarters and regional units held joint sessions in which theoretical and practical aspects of police work were discussed.

Organizational Changes

Among the organizational changes introduced this year were:

- Territorial reorganization of the Northern District:

- The district headquarters was reduced in size and some of its functions were transferred either to the subdistricts or to National Headquarters.
- The subdistricts Akko, Zefat/Kinneret, Yizre'el and Hadera were abolished and the subdistricts Galil, Amaqim and Sharon were established instead.
- The police stations Netanya and Kefar-Sava which belonged to the Southern District, were annexed to the Northern District.
- Three new police posts were established in the Haifa Subdistrict, two in the Amaqim Subdistrict and one in the Sharon Subdistrict. These changes brought about the following improvements in police work: they enhanced police control in the area, thanks to the greater number of police posts set up on the one hand, and the greater authority granted to them on the other; a more rational distribution of the working load among the different units; reinforcement of the operational units at the expense of the administrative units; better service to the public.



The Inspector General at the foundation ceremony for a new police post

- The border between the Tel Aviv District and the Southern District was slightly changed.

- A new training school for local policemen from the administered areas was opened in Ivtan.

- The Frontier Guard assumed responsibility for the security of the Lebanese border and the Beit-She'an area.

- A Special Operations Squad was established in the Frontier Guard.

- In all districts and subdistricts a new function was established—that of Public Complaints Officer.

- In the Haifa Subdistrict a special patrol unit was formed, consisting of university students.

Planning, Methods and Development of Means

This year a programme for the extension of the scope of *automatic data processing* was formulated. The programme includes the replacement of the present computer (I.B.M. 360/40) by a larger and more sophisticated one (I.B.M. 370/145). The new computer possesses a greater memory and a higher storage capability of input/output units. Among the preliminary steps which led to the resolution to replace the existing computer, was a study trip of two high-ranking police officers to police forces using computers (the F.B.I. and the Scotland Yard).

The Automatic Data Processing Unit has already started replanning the Criminal Records File for introduction into the new computer. The objective is to create a large information pool which will be at the disposal of patrolmen and investigators in police units, through a country-wide net of terminals. At the beginning, the computer terminals will be stationed in subdistrict headquarters and later on even in patrol cars.

During this year the following new systems were processed:

- Manpower registration;
- Registration of stolen motor-vehicles and bicycles;
- Salaries of compulsory-service border patrolmen.

Studies and a considerable amount of research were undertaken this year, some by the police itself and others by research institutions, outside the police. In addition, scientific institutions, in cooperation with the police, developed methods and designed sophisticated equipment to assist law enforcement personnel.

The following is a list of some of the researches and studies made and the instruments and apparatus developed:

- The Optimal Regional Deployment of the Israel Police
- The Administrative System of the Israel Police
- Command & Control in the Israel Police
- Causes of Resignations from the Force
- Job Analysis of Israel Police Personnel
- Morale in the Israel Police
- The Public's Attitude towards the Police
- Intelligence in the Israel Police
- A Computerized Simulation Model for Rational Deployment of Patrol Cars in the Tel Aviv District
- Animals as an Aid in Police Work
- Procedures and Current Practice Concerning Arrest, Imprisonment and Release on Bail
- Should all Police Prosecutors be Lawyers?
- Detection of Explosives by Dogs
- The Scanning Electron-Microscope as an Aid in Criminal Identification
- Mathematical Model for the Characterization of Identi-Kit Portraits by Computer
- Thermoluminescence as an Aid in Criminal Identification
- Methods of Detecting Explosives
- Uses of Mass-Spectrometer for Criminal Identification

- The Use of Neutron Activation for Criminal Identification
- Detection and Development of Latent Prints by Static Electricity
- Hashish, its Influence and Ways of Detecting its Users
- Distribution Map of Pollens, for Investigation Purposes
- Development of an Alarm Device against Intrusion
- Optical System for Automatic Examination of Bullets and Cartridges
- Development of a Noise Detector
- Breath Measuring by Micro-Waves
- An Apparatus for the Reading of Indented Writing
- An Electro-Optical Apparatus for Fingerprint Comparison

Legislation and Legal Advice

As in previous years, the police participated actively in the process of legislation, by initiating laws and by commenting on drafts of laws initiated by other authorities. Attention was also paid to the improvement of the police prosecution activities. However, due to the dissolution of the Knesset before the elections and the October war, legislative activity decreased during the last months of the year.

Among the laws passed in the Knesset this year, there were several having a substantial influence on police work and on service conditions of police personnel, e.g.:

Dismissal Compensation Law (Amendment 4) 1973, according to which, persons entering police service are entitled, under certain circumstances, to receive compensation from their previous place of employment, as though they were dismissed.

Planning and Construction Law (Amendment 4) 1973, according to which, police representatives

may participate in municipal committees of planning and construction in an advisory capacity. Thus the police will have prior knowledge of construction plans and will be able to raise objection to those which could cause a nuisance to the public or interfere with law enforcement.

Public Health Order Amendment Law (No. 5) 1973; hospital directors are obliged to notify the police about every wounded, unconscious or dead person brought to hospital, who may have been involved in a crime.

The Criminal Law Ordinance Amendment Law (No. 35) 1973; heavier penalties are to be imposed on criminals who carry weapons or commit crimes with the help of accomplices, or use threats, or interfere with legal procedures or with police investigations.

Criminal Procedure Law (Amendment 2) 1973, extends, among other things, the authority of the court to issue arrest warrants against a suspect who did not appear in court.

*

Among the Bills presented to the Knesset affecting the police were the following:

Criminal Procedure Bill (Amendment 4) 1973, according to which a pimp under arrest is not to be released on bail before complete testimony has been taken from the complainant, lest he exert pressure on her.

The Criminal Law Ordinance Amendment Bill (Amendment 37) 1973, according to which the presence of women will be forbidden in places where they are a disturbance to the neighbourhood residents or to road traffic. The penalty for transgressors is one year. This amendment gives the police a legal basis to arrest persons suspected of prostitution in public places.

Traffic Ordinance Amendment Bill (No. 12) 1973, according to which a court may disqualify

a person from holding a driving licence, if he has committed a dangerous drugs offence.

Government Companies Bill, 1973, according to which a minister responsible for a governmental company is obliged to notify the police concerning any suspicion of a criminal offence allegedly committed in the company.

* * *

22 petitions for *orders nisi* against the police were submitted to the High Court of Justice. Most of them dealt with release from custody, business licensing and expellings from the country. Two petitions were rejected *in limine*, nine were dismissed by the Court, three were retracted by the petitioners themselves and the rest are still under consideration. No definite order against the police was evoked. The small number of petitions submitted to the Court is most complimentary to the police and reflects strict adherence to the law and to civil rights by the police, in spite of the special character of police work and the many points of friction between the police and the public.

Police Participation in Public and Government Committees

Police representatives participated in sessions of some 45 committees, together with representatives of ministries, the judiciary authority, the I.D.F., municipalities and various institutions, companies and organizations.

The committees' work centered around the following subjects: Activities and distribution of functions during times of emergency, special occurrences (elections, ceremonies, independence day), security measures, authorization, criminal procedures, traffic, prevention of road accidents, legislation, juvenile delinquency, dangerous drugs, coordination on military matters, etc.

CHAPTER II

CRIME PREVENTION

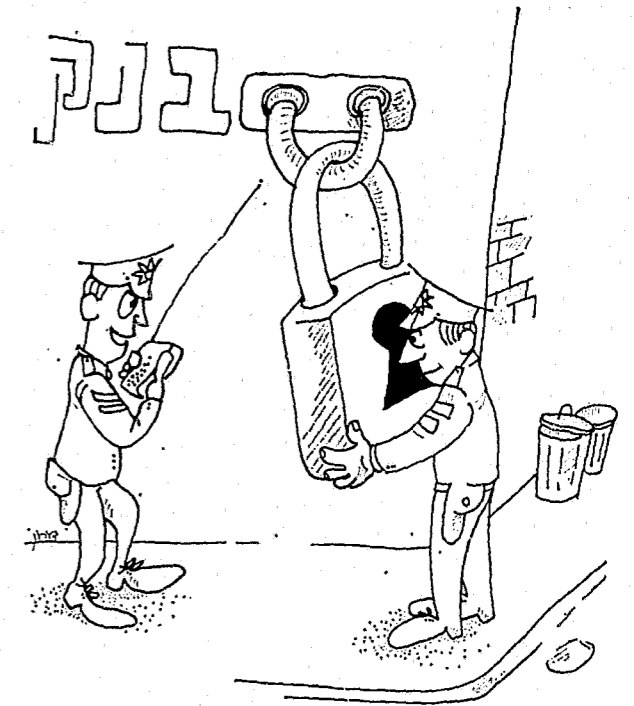
In 1973, for the first time in years, there was a decrease in the number of criminal investigation files recorded. Especially noteworthy was the decrease in robberies, burglaries and violent crimes in general, continuing the downward trend of 1972. The drop in crime occurred even before the October war, which was characterized by an almost complete standstill in criminal activity. The period of the war and its aftermath will be described in a separate section of this report.

The drop in crime is to be ascribed, among other things, to intensive police activity in two fields:

- *Operational activity*, i.e. patrol, policing and accumulation of intelligence on criminal activity.
- *Preventive activity*, i.e. information campaigns and cooperation with firms and institutions, research and legislation, intended to increase the use of safety devices by businesses holding cash and valuables and to improve the quality of the devices used.

Operational Activity

Patrols were carried out mainly in patrol cars and they were intensified in problematic spots and at special hours, when criminal activity was known to be at its peak. Patrolmen worked hard, for many



hours, night and day, during holidays as well as on weekdays.

Apart from selective patrols, the method of road-blocking was used as a means of crime prevention. Roadblocks, either stationary or mobile, were manned by policemen, members of the Civil Defence and *Hiba* girl soldiers. The road-blocks had a double aim—the prevention of terrorist acts and crime prevention.

Many events took place in 1973, necessitating large-scale police operations; some could be planned beforehand, while others came unexpectedly. The police operations were intended to secure public order, or to restore order when disturbances broke out. Hundreds or even thousands of policemen were taken off their regular duties for hours on end and sometimes even for days.

1973 was the 25th anniversary of Israel's declaration of Independence. To celebrate it, festivities, jubilees and various ceremonies were held. In addition, the police was preoccupied with the elections for the Knesset, municipalities, and the Histad-



Police escort

rut, the 9th Maccabiyah, Purim festivities, Three Days' March, fairs and exhibitions, visits of V.I.P.s, the funeral of David Ben-Gurion and many more occurrences, big and small.

The police faced further attempts to disturb public order during demonstrations on political, social and economic issues and sometimes, stemming from sheer hooliganism and vandalism. Thanks to great patience and restraint on the part of the police, and by maximal exploitation of verbal persuasion, physical confrontations with demonstrators were few and not serious.

Public order was secured, especially in places frequented by many people, such as ports and airports, exhibitions and fairs, places of entertainment, beaches and camp sites.

In the field of traffic-regulation enforcement,

both the quantity and the quality of electronic equipment were enhanced, aiding the police in detecting of offenders. These improvements and traffic problems in general will be discussed in detail in Chapter V of this report. At any rate, it is important to remember that traffic problems take up much of the patrolman's time and attention.

Terrorist activity until the October war was sparse compared to previous years. In prevention of terrorist activity the Frontier Guard played a major role, but the regular police had also greatly taken part in this activity. The police was assisted by the Civil Defence and *Hiba* girl soldiers. The police, in cooperation with other security forces, accumulated intelligence, combed border areas, placed roadblocks, secured important installations and patrolled in public places.

Crime Prevention in the Different Districts

The *Tel Aviv District*, which is the most densely populated of the three police districts, has always had the most serious crime problems. The situation worsened considerably after the Six Day War.

Towards the end of 1972, the police launched a wide-scale attack against crime in Tel Aviv, the favourable results of which started to make themselves felt even the same year; the number of robberies, burglaries and acts of vandalism dropped considerably and they continued to do so during 1973. Other achievements were ridding central public places in the city of prostitution, the closing down of 50 gambling clubs, reducing blackmarketing of football and show tickets, and so forth.

Among other steps taken to prevent crime, was the activation of a Frontier Guard unit in Tel Aviv. The unit safeguards banks, fights hooliganism and prostitution in public places and assists the regular police in preventing offences against property and in apprehending offenders.

Special assignment teams were set up, to fight specific crimes. Thus, for instance, a three months' operation was conducted at the beginning of 1973 by a special team, leading to the detection of 279 stolen car radios and the opening of 168 investigation files. Similarly, an operation against purse snatching was carried on and the number of offences of this kind dropped from 57 in February to an average of seven during the months August-November.

The *Southern District* was preoccupied by problems of a different nature. This is a district covering a very large territory and its settlements are located great distances from one another. Its territorial subdivisions—the Jerusalem, Negev, Merkaz and Yehuda subdistricts are quite different from one another, and must be considered separately. Especially noteworthy is the Jerusalem Subdistrict, whose major problems are to be ascribed to the uniqueness of Jerusalem as our capital and in addition, as an important religious, political and academic center. As such, Jerusalem is also a stage where contending views and attitudes are being expressed and find publicity. Many demonstrations

are being held here, sometimes leading to disturbances. Very often celebrations, ceremonies, meetings, conventions take place in Jerusalem and many V.I.P.s visit the city. All this activity poses difficult problems for the police, as every one of the above mentioned occurrences necessitates allocation of police manpower for securing order. Police personnel employed on the occasions must then interrupt the fulfilment of their regular duties.

In the *Northern District*, there are many rural settlements and the towns and cities are usually quiet. Serious social problems hardly exist. However, the many tourist sites, beaches, outing grounds etc. in this district encourage criminal activity, especially against property.

Although the majority of the Northern District's population consists of old-timers, there certainly are in this district settlements which need the assistance and care of government institutions, including the police. Our force devotes special care to newcomers' settlements. In some police stations and police posts, officers speaking the language of the newcomers are employed, to improve communication between the police and the local public.

In the *Administered Areas* local policemen and Israeli policemen serve in one and the same organizational framework. In addition, Frontier Guard units are stationed there, fulfilling mainly security duties.



Exchange of command at Yehuda Subdistrict

The *Ports* of Israel have their special characteristics, influencing the tasks of the police there. Problems typical of ports all over the world are also common to our ports, although to a lesser degree. There exist gambling clubs, prostitution, contraband and thefts. The police is aware of these transgressions against the law and fights them. Now and then, the ports are scenes of labour disputes and then the police must intervene and restore order.

The Ben-Gurion Airport at Lydda (Lod), our central gate to the world is also a place requiring special activity on the part of the police: prevention of thefts, security precautions and dealing with traffic problems.

Crime Prevention with the Aid of Technology and New Methods

In continuation of 1972, the police exerted its influence on businesses and institutions holding valuable goods and great amounts of cash, to introduce reliable safety devices, so as to make the perpetration of burglaries and robberies as difficult as possible. The design of these safety devices was made in cooperation with the institutions mentioned below:

Banks

Upon request by the Israel Police, an overall planning of bank security has been undertaken. In its framework, *delaying mechanisms* have been installed in safes of many banks. These mechanisms delay the opening of safes for a few minutes, and thus the chances for the police to arrive to the bank in time are enhanced.

Electronic Alarm Board

In the Tel Aviv District a new alarm board was installed, to which banks and diamond polishing plants will be connected.

Diamond Polishing Plants

This year the number of burglaries and robberies in diamond polishing plants was small, thanks to

security devices installed in the plants, upon police requirements.

Petrol Stations

To prevent burglaries in petrol stations, new specifications were drawn up concerning the desirable qualities of night safes. Petrol stations were obliged to install night safes adherent to these specifications.

Transportation of Cash

Examination of this subject in Israel and abroad and consultations with the concerned companies led to the establishment of new standards for securing cash-carrying vehicles and safety chambers.

Safety Measures in Newly Built Houses

Pre-planned safety measures introduced in constructions which are to be built in the future may prevent burglaries and thefts in these buildings. Therefore, the Ministry of Housing, the Ministry of the Interior and the police are planning in common safety standards to be applied to buildings which will be constructed in the future.

Storage of Medicines and Drugs

In talks held with different bodies, including the Ministry of Health, standards for drug-safes' construction and storing methods were determined.

* * *

The police is constantly up-dating its knowledge about new means and methods in the field of crime prevention. In the past this was done mainly by reading professional publications; this year, however, a high-ranking police officer went on a study trip to several countries to study the subject. The officer made suggestions on new methods and means to be introduced in Israel.

Whenever an act of robbery was committed or attempted, the police studied the case to find out whether the respective institution or business had adhered to the safety measures recommended for it. Whenever faults were found, the police advised how to mend them.

Talks between the Ministry of Education and Culture and the police led to the resolution that the police will assist schools in improving safety measures on their premises.

Sea and Air Patrol

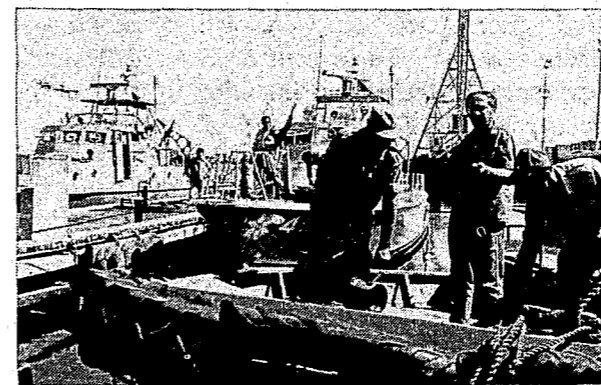
In the period under review, Coast Guard vessels and service boats patrolled our coastal waters in the Mediterranean and in the Gulf of Eilat. Patrols were also made in the Lake of Galilee.

As in previous years, police boats enforced the law aboard vessels, extended help to vessels in distress, saved lives and property, prevented contraband and infiltration and assisted the public during sporting events etc.

The Coast Guard vessels in the Mediterranean traversed 26,402 sea miles during 3,893 hours. Service boats traversed 25,253 sea miles during 3,267 hours. They transported personnel of the Border Control Unit, of patrol and investigation units and of the Coast Guard. In addition, these boats safeguarded vessels entering the ports and transported security personnel.

Police vessels in the Sea of Galilee traversed 9,860 sea miles during 498 hours. 501 vessels were examined, 63 persons arrested at sea and on shore and assistance was extended to 19 vessels with 58 people aboard. 28 people were saved from drowning.

Patrol in the Gulf of Eilat totalled 430 hours.



Patrol boats

Air patrols were extended this year, totalling 561 flying hours by plane (446 last year) and 816 flying hours by helicopter (340 last year). The aims of air patrol were: surveillance, traffic control, searches for missing persons, detection of offenders and terrorists.

The Frontier Guard

The Frontier Guard continued to fulfill security tasks in the areas in which it had acted in the past (Yehuda, Shomeron, Jerusalem, Tel Aviv, Ben-Gurion Airport, important installations all over the country, etc.). This year the Guard took over responsibility for the protection of areas which had not been previously under its protection and it was entrusted with new missions.

On the organizational-territorial plain, the Frontier Guard took on responsibility for securing the Israel-Lebanon border and the Beit-Shean border area.

Another new field of Frontier Guard participation was in the planning and in the execution of country-wide operations. There were three such operations this year: the ninth Maccabiya, which included games in various localities, the visit of the West German Chancellor Willi Brandt, which was a very complicated and extensive operation, and at the end of the year, the elections for the Knesset and the municipalities. In every one of these operations hundreds of men from the Frontier Guard were employed.

The Frontier Guard handled this year 127 occurrences of terrorist activity. The term *occurrence* for this purpose comprises shootings, minings, throwing handgrenades and arson bombs, assaults with cold steel weapons, placing of explosives, disruption of telephone and electricity wires and water pipes. Two men fell in the line of duty and 5 were injured.

The Frontier Guard unit operating against crime in the Tel Aviv District fulfilled its new job very well and there is universal agreement, both within



Frontier Guardsmen tracking criminals in Tel Aviv

the force and outside, that the employment of this unit in urban patrol and anti-crime activity has proved successful. The unit integrated very well in the district, although it retained its organizational subordination to the Frontier Guard.

Another very important task of the Frontier Guard is securing the international airport at Lydda.

According to an agreement with the I.D.F., a reinforcement of reservists was allocated to the Frontier Guard. On the Lebanese border organic reservist units of the I.D.F. operate under command

of the Frontier Guard and in Yehuda and Shomron, reservists reinforce Frontier Guard units.

Together with their colleagues from the regular police, Frontier Guard officers graduated from the Senior Officers' College. Special extension courses for Frontier Guard men were held at the Central Training School. These courses were given great importance, as there is an intention to prepare the Frontier Guard for fulfilment of regular police duties whenever necessary. These courses, which lasted one week, made Frontier Guard men better acquainted with the subjects preoccupying the regular police.

CHAPTER III

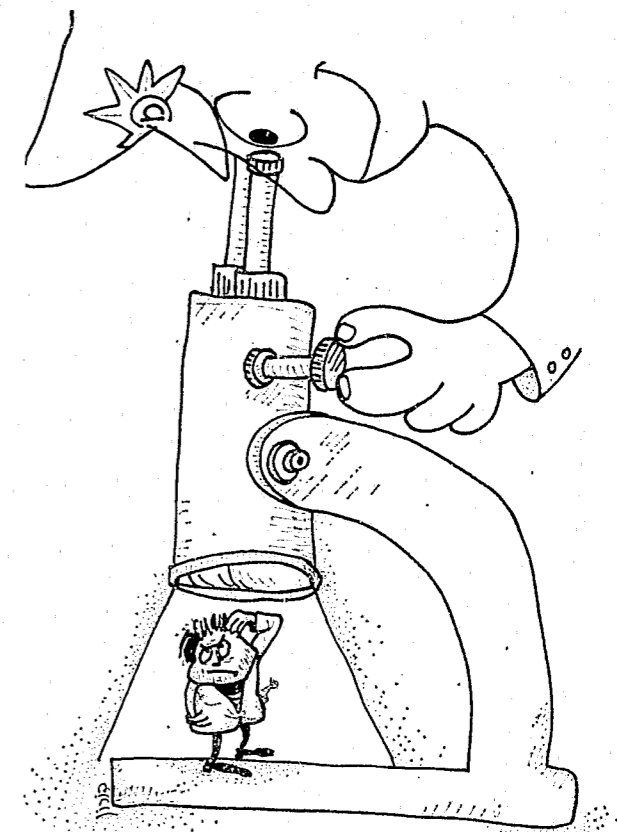
CRIMINAL OFFENCES AND INVESTIGATIONS

The objectives of investigation in the fields of organization, development of methods, intelligence and sophisticated equipment, operations and legislative assistance have not been fully achieved due to various circumstances and, first and foremost, due to the Yom Kippur War and its aftermath. It is nevertheless justified to conclude that the innovations in investigation methods, of which some are known to the public at large and others cannot be published for obvious reasons, have borne fruit during the year under review and contributed a great deal to the investigation of many difficult and

Table 1
CASES INVESTIGATED, BY TYPES
AND BY DISTRICTS, 1973

| | Total | Northern District | Tel Aviv District | Southern District |
|--------------------------|---------|-------------------|-------------------|-------------------|
| Total | 245,682 | 73,985 | 96,520 | 74,981 |
| Felonies & misdemeanours | | | | |
| Investigation files* | 135,678 | 39,877 | 48,583 | 47,022 |
| Not prosecuted | 67,150 | 28,310 | 14,918 | 23,922 |
| Unnatural deaths | 2,086 | 681 | 739 | 666 |
| Missing persons | 6,763 | 2,476 | 2,209 | 2,078 |
| Contraventions | 33,748 | 2,580 | 29,906 | 1,262 |
| Fires | 257 | 61 | 165 | 31 |

* Including 196 files handled by the Investigations Division.

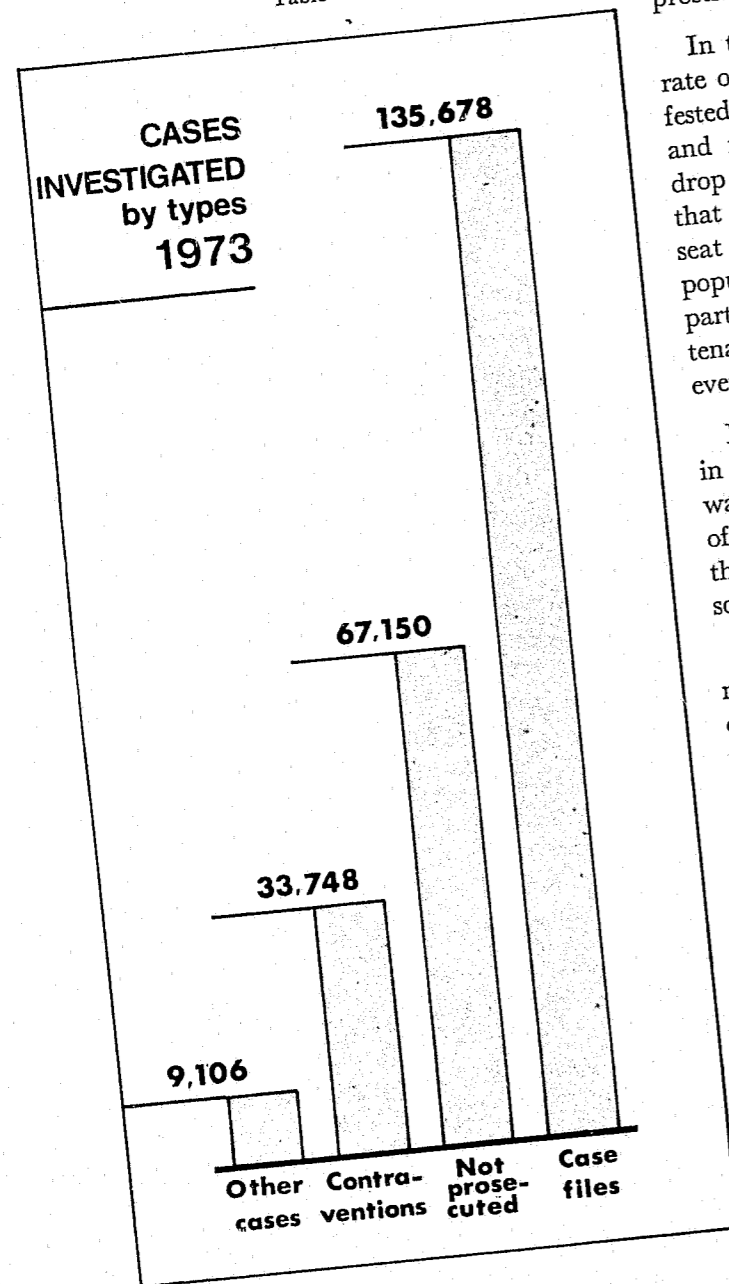


ramified cases and to the successful conclusion of most of them.

The crucial events of 1973, the war and its aftermath, should be kept in mind in the analysis of the data which are dealt with in this chapter. For, the nine months preceding these events show a picture of criminality which differs from that of the last three months of the year, and it would, therefore, be a mistake to compare the rate of criminality in the year 1973 on the whole with that of previous years.

During the first nine months of 1973 the police investigated 104,541 cases of felony and misdemeanor (the number of cases in the administered areas not included), as compared to 111,859 cases during the correspondent period of 1972. This is a decrease of 6.5% in the total number of criminal cases investigated. In the period from October to December the decrease was even greater, compared to the same period of the previous year.

Table 2



The average annual decline amounts to 7.3% compared to an increase of 3.9% in 1972. It should, however, be noted that by the end of 1973 the rate of criminality had assumed its previous dimensions, and had even increased.

A substantial decrease (of 20.5%) in crime was recorded in the *Tel Aviv District*. Special notice

should be taken of the decline in hooliganism and prostitution, particularly in public places.

In the *Southern District* a slight increase in the rate of criminality (1.4%) was recorded, as manifested in the rise in the number of cases of felony and misdemeanor (during and after the war—a drop of 10.9%). But it should be kept in mind that in Jerusalem, which is the capital, and the seat of the main national institutions, and whose population is very heterogeneous, a considerable part of police activity was directed to the maintenance of order and the safeguarding of public events and prominent persons.

In the *Northern District* an increase of 3.1% in investigated cases of felony and misdemeanor was registered. (During and after the war—a drop of 0.25%). This increase is chiefly accounted to the Akko Subdistrict, where offences against persons were numerous, especially in the Arab sector.

The year under review witnessed a number of novel criminal manifestations: the kidnapping of a child was used as a means of exerting pressure on parties involved in a previous crime. This was a new and dangerous criminal precedent for Israel and it had to be nipped in the bud. This highly complicated case was solved by the police in a relatively short time. Another criminal novelty was the counterfeiting of driving licences. In this case too, the police was successful in tracing and liquidating the gang of counterfeiters and distributors. By the end of the year, the police started an extensive campaign to solve the problem of thefts in Israeli ports. Some of the results of this complicated investigation are already known to the general public, since information regarding the discovery of goods worth millions of Israeli Pounds and the arrest of a number of people involved in the organization of these thefts has meanwhile been published.

The number of bank robberies dropped in 1973, especially during the first nine months. The effective measures taken by the police and the banks' cooperation put a stop to this dangerous plague. Thefts from cars show a similar picture: the drop in the rate of this kind of crime was considerable. Gangs of cattle thieves, of crooks who were engaged in stealing leather and producing shoes

marked "Made in Italy", of textile-thieves and carpet-thieves, who sold goods "exported" from Israel, were liquidated at the height of their activity.

Information concerning economic offences, some of which were committed in 1972, came to light and agitated the public interest at large.

Special investigation squads were formed and systematically incorporated into the structure of the national investigation network in all its levels, to investigate crimes and offences of high public interest. The achievements of these squads, which successfully solved difficult criminal cases, and exposed wide-spread offences of special importance to the general public, proved the efficiency of this system. The police also adopted forceful, concentrated and selective measures against a range of criminal manifestations—bank robberies, hooliganism, prostitution, theft of radios from cars and purse snatching.

Adaptability and flexibility were striking features of the investigation methods employed during this year (as, for instance, in the above mentioned case of the "Italian shoes", and in cases of stolen and smuggled goods). In certain cases the crime led to the criminal, in others the criminal led to the solution of the crime, and sometimes it was the discovery of stolen property that led to the solution of the crime and the arrest of the criminals.

Table 3

CASES INVESTIGATED, POPULATION & REGULAR POLICE STRENGTH, 1948-1973

| Year | Cases investigated | Regular Police Strength | Population |
|------|--------------------|-------------------------|------------|
| 1948 | 15,932 | 1,882 | 879,000 |
| 1949 | 33,375 | 3,034 | 1,174,000 |
| 1950 | 43,460 | 3,556 | 1,370,000 |
| 1951 | 59,210 | 4,791 | 1,577,000 |
| 1952 | 67,965 | 5,375 | 1,629,000 |
| 1953 | 72,465 | 5,967 | 1,670,000 |
| 1954 | 85,632 | 5,867 | 1,718,000 |
| 1955 | 76,453 | 5,991 | 1,789,000 |
| 1956 | 85,336 | 5,806 | 1,872,000 |
| 1957 | 88,740 | 5,700 | 1,976,000 |
| 1958 | 95,939 | 5,793 | 2,032,000 |
| 1959 | 96,926 | 5,816 | 2,089,000 |
| 1960 | 115,749 | 5,882 | 2,150,000 |
| 1961 | 116,192 | 5,780 | 2,232,000 |
| 1962 | 130,638 | 5,758 | 2,332,000 |
| 1963 | 141,408 | 5,856 | 2,429,000 |
| 1964 | 147,470 | 6,254 | 2,523,000 |
| 1965 | 160,385 | 6,726 | 2,599,000 |
| 1966 | 193,437 | 7,569 | 2,657,000 |
| 1967 | 209,891 | 8,756 | 2,775,000 |
| 1968 | 216,780 | 9,210 | 2,841,000 |
| 1969 | 219,766 | 9,408 | 2,919,000 |
| 1970 | 241,345 | 9,405 | 3,000,000 |
| 1971 | 250,415 | 9,397 | 3,090,000 |
| 1972 | 264,961 | 9,614 | 3,200,500 |
| 1973 | 245,682 | 10,005 | 3,304,442 |

Table 4

CRIME VS. POPULATION, 1964-1973

| Year | Population | Felonies & misdemeanours | % of change | | Number of offences per 10,000 inhabitants |
|------|------------|--------------------------|-------------|--------------------------|---|
| | | | Population | Felonies & misdemeanours | |
| 1964 | 2,523,000 | 133,519 | +3.9 | + 5.8 | 529.2 |
| 1965 | 2,599,000 | 145,608 | +3.0 | + 9.0 | 560.2 |
| 1966 | 2,657,000 | 166,565 | +2.2 | +14.4 | 626.9 |
| 1967 | 2,775,000 | 162,752 | +4.4 | - 2.3 | 586.5 |
| 1968 | 2,841,000 | 179,552 | +2.4 | +10.3 | 632.0 |
| 1969 | 2,919,000 | 182,538 | +2.7 | + 1.7 | 625.3 |
| 1970 | 3,000,000 | 199,905 | +2.8 | + 9.5 | 666.4 |
| 1971 | 3,090,000 | 211,861 | +3.0 | + 6.0 | 685.6 |
| 1972 | 3,200,500 | 221,013 | +3.6 | + 4.3 | 690.6 |
| 1973 | 3,304,442 | 202,828 | +3.2 | - 8.2 | 613.8 |

It may be concluded that 1973 showed a drop in the rate of offences against property, and a rise in the detection rate. It is a well-known fact that offences against property are a wide-spread affliction in Western society and affluent countries.

The rate of blackmail and extortion cases increased, and this may be explained by the consideration that these types of offence constitute a new refuge for criminals who were previously engaged in more dangerous crimes. Drug offences are on the decline.

As to economic-fiscal offences—large sums of dollars, Italian Lirettas, Japanese Yens, German Marks, Pounds Sterling, Belgian and French Francs, Iranian Reals, Swedish Kroner, Austrian and Kenya Schillings and a variety of gold coins, amounting to millions of Israeli Pounds, were seized.

25 files (compared to 18 in 1972) were opened this year on cases of mass-murder of Jews committed by Nazis during the Nazi rule in Europe.

774 applications for adjournment of legal proceedings were filed this year (740 in 1972), and



Checking laundry marks

there were 588 appeals against police decisions (603 in 1972). 421 appeals, out of 478 files transferred to the Prosecution, were dealt with.

808 petitions of mercy for abolition or diminution of punishment were submitted to the President (566 in 1972) and transferred to the police for its advice. 258 out of these petitions dealt with traffic offences (217 in 1972). The police advised on 821 petitions regarding the release of prisoners (779 in 1972). In 284 cases a release was favoured. Eight permits for free movement granted to prisoners were withdrawn because of violation of the conditions set (20 in 1972).

The Investigation division keeps a centralized and up-to-date list of all drug offenders in Israel, of Israelis who are connected with drug offences abroad, of drug traffic, of information on new drugs and methods of smuggling, concealment and marketing. All this information is placed at the disposal of the I.D.F., the Ministry of Health, the Tax Board, district pharmacies and the State Pharmacist. The activity intended to curb the use of drugs is on the verge of developing and expanding.

Subversive Activity and Infiltration

Until the Yom Kippur War subversive activity was on the decline, in spite of the terrorist organizations' repeated efforts to interfere with orderly life in Israel and the Administered Areas. These organizations beamed radio broadcasts to the local population in an attempt to incite them to terrorist activity. Until the Yom Kippur War, it may be said, such attempts failed.

During the war and immediately thereafter, the number of workers from the Administered Areas who came to work in Israel declined, due to incitement from Arab states, lack of transportation, fear of hostile attitudes in Israel and the closure of some of the enterprises that had employed them.

During the first nine months of the year (January 1—September 30, 1973) there were 33 overt cases of hostile action in Israel, 134 along the borders of the State of Israel and 195 in the Administered Areas.

A number of terrorist rings were uncovered in the course of the year, including one composed of Druze residents from the Golan Heights, who had operated in the service of the Syrian intelligence. Among its other activities, this group had engaged in the dispatch of boobytrapped letters to Israelis, as well as to leading personalities in the U.S. government.

In the course of the year 28 infiltrators from Arab countries were arrested in Israel (1972: 31). Three Lebanese boats were seized, with thirteen crew members. The crews of two boats were expelled back to Lebanon, while that of the third was placed on trial for infiltration and hashish smuggling.

Eight Arab residents of Israel crossed the border illegally into Arab states this year (1972: 45). Five attempted to cross the borders to Arab countries and ten conspired to do so. 79 foreigners were expelled from Israel; sixteen of them had been involved in offences against the Dangerous Drug Ordinance, and the others were expelled because of illegal residence, infiltration, espionage, burglaries, theft, forgery, fraud and mental disorder.

Frontier Crossings

1,907,303 persons crossed Israel's borders at crossing points in the course of 1973 (1972: 1,988,692). During the first nine months of 1973 the total was 1,644,787, compared with 1,571,086 during the same months a year earlier. Between October and December, on the other hand, this traffic decreased to 166,510, from 308,102 last year. Immigration increased during this period, from 13,932 to 14,433. Traffic across the Jordan bridges amounted to 633,194, compared with 629,461 in 1972.

Criminal Identification and Registration

The Criminal Identification Division, including its laboratories and other functions, moved to the National Staff Headquarters in Jerusalem during the year under review. Emphasis on different aspects of activity shifted due to changing conditions,

as well as changes in the law. Thus, for instance, during the latter half of the year the Division also dealt with "white drugs"; the Dangerous Drugs Ordinance had been amended to cover other chemical items in common use until then, such as barbiturates, amphetamines and so forth.

The development and application of new technologies is also motivated by the quantitative and qualitative rise in criminal activity. When new problems arise investigators search for their solution, while the availability of new techniques also encourages their application.

Connections established with scientists and technological experts in research institutes and in science-intensive enterprises, as well as research within the Israel Police, have led to considerable progress



Comparative examination of photographs

in the development of criminal identification techniques. Significant and interesting advances were made in several fields, in which work had begun in the previous year. (For details, see Chapter I).

Within the network of criminal identification units, a key role is played by the squads assigned to the sub-districts (in Tel Aviv, also at district headquarters); identification technicians also are assigned to individual stations. The job of these squads is to support investigators with professional know-how, special equipment and technical expertise.

The Criminal Identification Division was reorganized this year, in order to bring existing, as well as new field functions under a common roof. These functions, now attached to a separate unit, include guidance and supervision of the sub-district squads, a mobile unit that moves to the scene of the crime, an operational mobile criminal identification unit, technical tracking facilities and means of identification in connection with sabotage.

The mobile unit visited the scenes of 147 crimes during this year, in response to calls from the different units; in 60 instances maps of the scene were prepared. In 44 cases reenactments were filmed. In addition it performed 74 other activities, such as preliminary examinations, taking photographs and giving aid to investigators in uncovering, preserving and collecting tangible evidence.

The mobile criminal identification unit dealt with all those cases which required the utilization of sophisticated equipment and special tests—for instance, in cases where arson was suspected. The unit was called out to 27 fires where suspicion of arson existed. It also tested for traces of explosives and for boobytraps; it operated closed circuit television, aided in the investigation of fatal road accidents, and so forth.

Liaison between the different sub-districts was improved in connection with sabotage activity. In dozens of instances members of this division worked at the scene of the crime, supporting investigations for explosions and sabotage. The Criminal Identification Division received exhibits from 78 cases. In most instances the explosives used were iden-

tified, making it possible to tie-in individual cases with a series of occurrences.

After the cease-fire, came the largest wave of explosive envelopes to be received so far. These boobytrapped letters arrived from abroad by mail, and all were dismantled without causing damage. This activity is closely coordinated with the Israel Defence Forces.

Summary of Laboratory Activity

The Tracks and Clues Laboratory examined 311 exhibits that relate to 132 case files. *The Arms Identification Laboratory* examined 855 exhibits related to 427 files, and also received 1,078 projectiles and cartridge cases that pertain to 128 case files.

The Analytical Laboratory received and examined 1,637 exhibits in connection with 1,191 files.

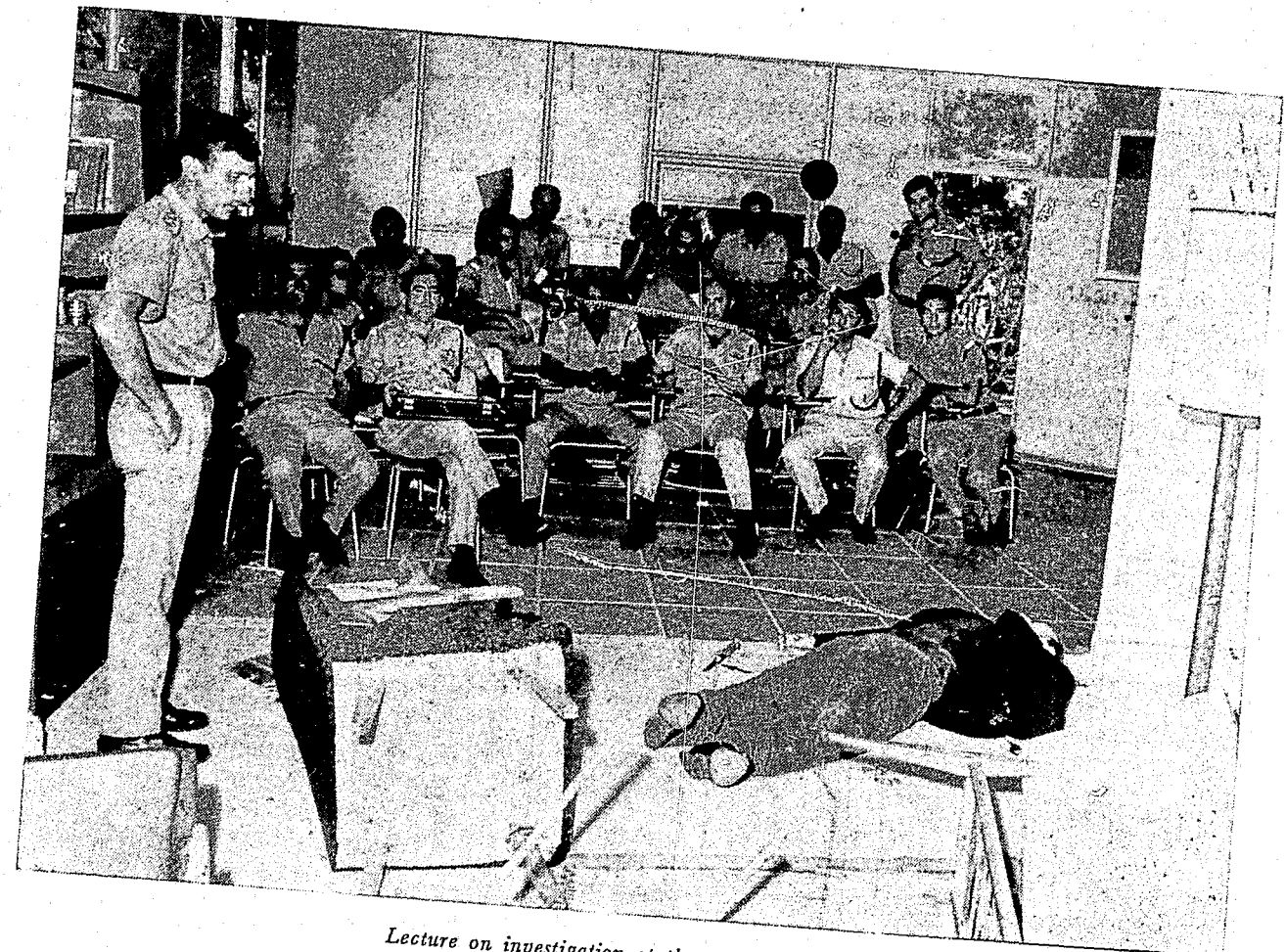
The Document Examination Laboratory received and studied 7,568 exhibits, related to 1,414 investigations. A total of 3,260 test files were opened in the *Exhibit Testing Laboratories*, relating to 11,004 separate exhibits.

Photographic Laboratory

The Criminal Identification Division's Photographic Laboratory, and the 30 sub-district laboratories, processed 156,091 photographs, including those taken by the automatic camera mounted on traffic lights. 107,009 enlargements were made, as well as 116,205 prints. The laboratory at National Headquarters prepared 1,260 color negatives—most of them of criminals accused of special offenses—and 2,111 colour enlargements.

Polygraph Laboratory

The polygraph helped in the solution of 88 cases, in which offenders were brought to admit the violations of which they had been accused. The equipment was also used in the examination of sixteen deaf-mutes; an expert on behalf of the Association of Deaf-Mutes in Israel assisted in these cases. In six instances hypnosis was used; this main-



Lecture on investigation at the scene of crime

ly was the case with witnesses whose memory had to be refreshed. Such examinations are carried out only when the person questioned agrees to partake in them.

The Polygraph Laboratory opened 719 test files this year. The unit's experts questioned 1,450 persons.

Fingerprint Identification Laboratory

Fingerprints are a most important method of identifying individuals. In the course of the year under review, 8,713 prints were received from 3,611 scenes of crime. 348 offenders were identified on the strength of fingerprints left at the crime participants in the same offence, as well as of other participants in the same offense, as well as of other offences committed by the same person.

A new instrument for the development of latent prints on large areas was tested in cooperation with the Analytical Laboratory.

Serological Laboratory

This unit was separated from a similar one at the Institute of Forensic Medicine, because of the transfer of all police laboratories to Jerusalem. The two laboratories now maintain professional cooperation. During and after the war this unit carried out tests designed to assist in the identification of fallen soldiers.

Foreign Relations

The Criminal Identification Division maintains extensive relations with institutions abroad, and

especially so on questions related to dangerous drugs, fingerprints, property identification, wanted and missing persons, and so forth.

The identikit unit publicized 66 reconstructions of the facial features of unknown suspects.

Album and Card File

At the end of the year under review, this album included 12,696 pictures of 12,383 known criminals. The card file of criminals marked by bodily deformities, appended to the album, included 3,591 cards. The file of nicknames, also appended, consisted of 849 cards.

The State of Crime

The estimation of the state of crime is based on all the cases that came to the attention of the police and required its intervention. It should be stressed that the appended tables and statistics refer only to those offences which became known to the police; they do not include cases of which the police was not informed (unreported crime). The sub-

Table 5

CASE FILES OPENED - 1973 by districts

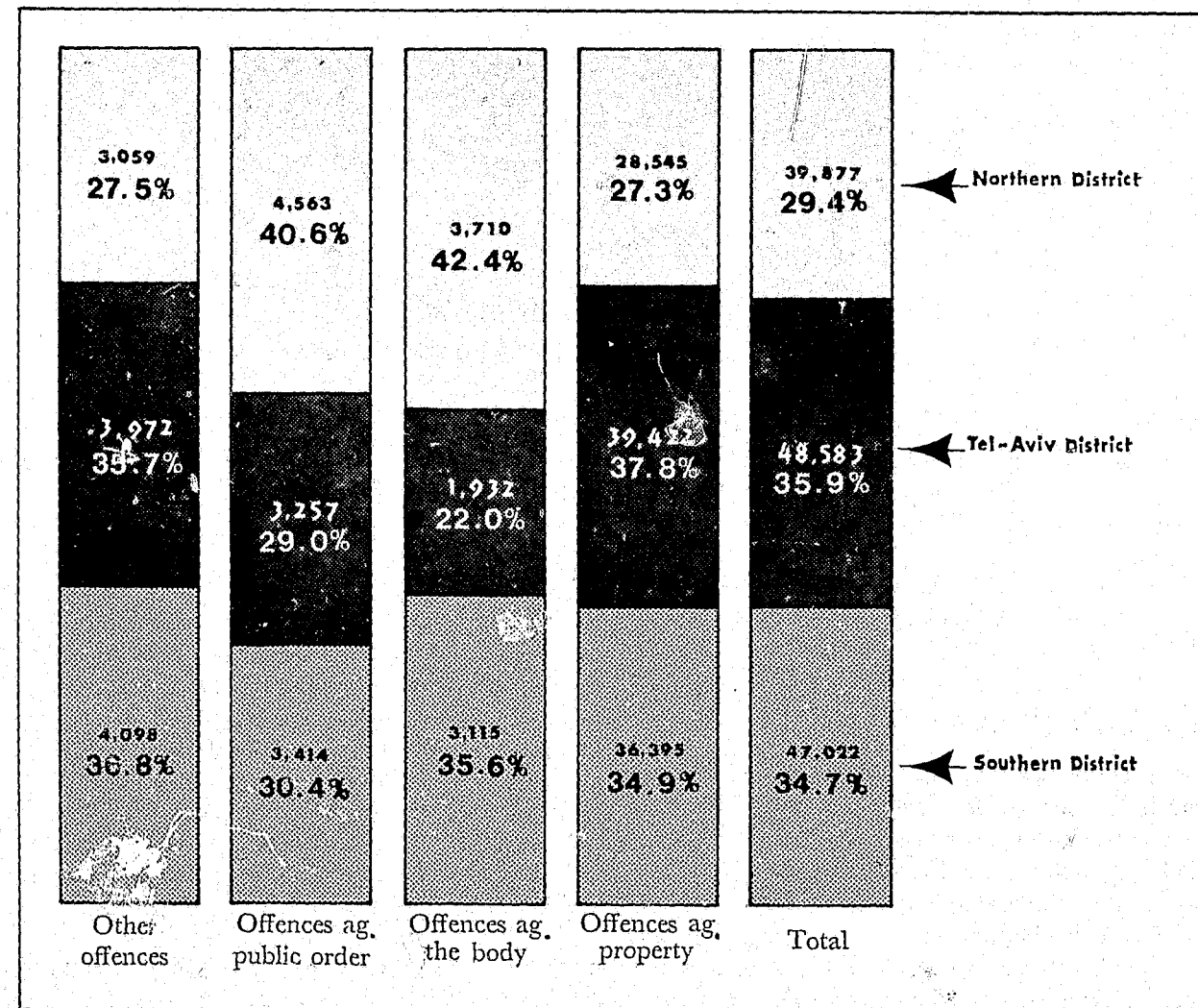


Table 6
CASE FILES OPENED
JAN.-SEPT. 1972—JAN.-SEPT. 1973

| Offence | 1972 | 1973 | % of change | No. of files per 100,000 inhabitants | |
|---|-------|-------|-------------|--------------------------------------|-------|
| | | | | 1972 | 1973 |
| Offences ag. state security | | | | | |
| Treason and espionage | 6 | 6 | — | 0.2 | 0.2 |
| Revolt & inciting to revolt | 1 | 3 | +200.0 | 0.1 | 0.1 |
| Emergency laws | 155 | 382 | +146.4 | 4.9 | 11.7 |
| Infiltration | 54 | 46 | -14.8 | 1.7 | 1.4 |
| State secrets | — | — | — | — | — |
| Other offences ag. state security | 40 | 96 | +140.0 | 1.3 | 2.9 |
| Offences ag. public order | | | | | |
| Assembling or association | 18 | 11 | -38.9 | 0.6 | 0.3 |
| Brawl and disturbance in public institution | 15 | 10 | -33.3 | 0.5 | 0.3 |
| Brawl and disturbance in the street | 1,875 | 1,873 | -0.1 | 59.1 | 57.2 |
| Trespass | 2,416 | 2,140 | -11.4 | 76.1 | 65.3 |
| Obstructing a public servant | 15 | 27 | +80.0 | 0.5 | 0.8 |
| Threats | 729 | 1,185 | +62.5 | 23.0 | 36.2 |
| Offences ag. the jurisdiction | 848 | 958 | +12.9 | 26.7 | 29.2 |
| Games & gambles | 221 | 132 | -40.3 | 7.0 | 4.0 |
| Offences ag. religion | 16 | 35 | +118.7 | 0.5 | 1.1 |
| Bribe | 63 | 67 | +6.3 | 2.0 | 2.0 |
| Offences ag. the family | 33 | 23 | -30.3 | 1.0 | 0.7 |
| Nuisance, noise, blockage of way | 862 | 876 | +1.6 | 27.2 | 26.7 |
| Offences ag. the security service | 44 | 78 | +77.3 | 1.4 | 2.4 |
| Offences ag. security (equipment) | 108 | 101 | -6.5 | 3.4 | 3.1 |
| Other offences ag. the public order | 685 | 800 | +16.8 | 21.6 | 24.4 |
| Assaulting & obstructing police personnel | 476 | 628 | +31.9 | 15.0 | 19.2 |
| Offences ag. human life | | | | | |
| Murder | 35 | 20 | -42.8 | 1.1 | 0.6 |
| Murder attempt | 31 | 58 | +87.1 | 1.0 | 1.8 |
| Manslaughter | 10 | 12 | +20.0 | 0.3 | 0.4 |
| Causing death by negligence | 61 | 29 | -52.4 | 1.9 | 0.9 |
| Threats to kill | 44 | 45 | +2.3 | 1.4 | 1.4 |
| Other offences ag. human life | 1 | — | -100.0 | 0.1 | — |
| Offences ag. the human body | | | | | |
| Causing grave bodily harm | 273 | 391 | +43.2 | 8.6 | 11.9 |
| Assaulting a public servant | 213 | 272 | +27.7 | 6.7 | 8.3 |
| Assault (excluding assault of public servant) | 4,856 | 6,063 | +24.9 | 153.1 | 185.1 |
| Criminal negligence & rash conduct | 454 | 449 | -1.1 | 14.3 | 13.7 |
| Kidnapping, compulsion & illegal detention | 41 | 50 | +21.9 | 1.3 | 1.5 |
| Other offences ag. the human body | 5 | 3 | -40.0 | 0.2 | 0.1 |
| Sex offences | | | | | |
| Rape by force or threats | 96 | 96 | — | 3.0 | 2.9 |
| Rape & illicit intercourse | 272 | 254 | -6.6 | 8.6 | 7.7 |
| Unnatural sexual conduct | 27 | 36 | +33.3 | 0.8 | 1.1 |
| Indecent act committed by force | 177 | 215 | +21.5 | 5.6 | 6.6 |
| Indecent act committed without force | 839 | 899 | +7.1 | 26.4 | 27.4 |
| Indecent act committed publicly | 259 | 293 | +13.1 | 8.2 | 8.9 |
| Transmitting venereal diseases | 4 | 3 | -25.0 | 0.1 | 0.1 |
| Other sex offences | — | — | — | — | — |

(continued from previous page)

| Offence | 1972 | 1973 | % of change | No. of files per 100,000 inhabitants | |
|---|---------|---------|-------------|--------------------------------------|---------|
| | | | | 1972 | 1973 |
| Offences ag. morals | 46 | 50 | + 8.7 | 1.4 | 1.5 |
| Pimping | 1 | 8 | +700.0 | 0.1 | 0.2 |
| Solicitation for practising prostitution | 82 | 98 | + 19.5 | 2.6 | 3.0 |
| Solicitation for an act of prostitution | 25 | 12 | - 52.0 | 0.8 | 0.4 |
| Running or maintaining a brothel | 107 | 125 | + 16.8 | 3.4 | 3.8 |
| Seduction & solicitation of minors | 158 | 15 | - 90.5 | 5.0 | 0.4 |
| Dissemination of indecent material | 462 | 22 | - 95.2 | 14.6 | 0.7 |
| Loitering for the purpose of prostitution | 654 | 651 | - 0.4 | 20.6 | 19.9 |
| Using dangerous drugs | 1 | — | -100.0 | 0.1 | — |
| Dealing with dangerous drugs | 10 | 3 | - 70.0 | 0.3 | 0.1 |
| Production & import of dangerous drugs | 2 | — | -100.0 | 0.1 | — |
| Other offences ag. morals | — | — | — | — | — |
| Offences ag. property | 52 | 42 | - 19.2 | 1.6 | 1.3 |
| Aggravated robbery | 70 | 69 | - 1.4 | 2.2 | 2.1 |
| Robbery (without the use of arms) | 2 | — | -100.0 | 0.1 | — |
| Carrying arms for the commission of an offence | 72 | 84 | + 16.7 | 2.3 | 2.6 |
| Assault for the purpose of stealing | 75 | 105 | + 40.0 | 2.4 | 3.2 |
| Blackmail | 13,936 | 11,698 | - 16.1 | 439.3 | 357.2 |
| Burglary in commercial premises or institutions | 13,191 | 11,246 | - 14.7 | 415.8 | 343.3 |
| Burglary in residential premises | 24 | 37 | + 54.2 | 0.7 | 1.1 |
| Holding burglary tools | 7 | 4 | - 42.9 | 0.2 | 0.1 |
| Theft committed by public servant | 187 | 217 | + 16.0 | 5.9 | 6.6 |
| Theft committed by employee or agent | 10,742 | 7,955 | - 25.9 | 338.6 | 242.9 |
| Using motor vehicle w/o permission | 10,858 | 8,945 | - 17.6 | 342.3 | 273.1 |
| Theft from m/v & theft of m/v accessories | 3,416 | 3,192 | - 6.5 | 107.7 | 97.4 |
| Theft of bicycle | 1,672 | 1,575 | - 5.8 | 52.7 | 48.1 |
| Pickpocketing | 26,845 | 26,039 | - 3.0 | 846.2 | 795.0 |
| Other thefts | 327 | 398 | + 21.7 | 10.3 | 12.1 |
| Receiving stolen property | 927 | 911 | - 1.7 | 29.2 | 27.8 |
| Holding stolen property | 180 | 168 | - 6.7 | 5.7 | 5.1 |
| Arson | 5,154 | 5,772 | + 12.0 | 162.5 | 176.2 |
| Wilfully damaging property | 439 | 430 | - 2.0 | 13.8 | 13.1 |
| Loitering for the purpose of committing theft or burglary | 22 | 34 | + 54.5 | 0.7 | 1.0 |
| Other offences ag. property | 110 | 190 | + 72.7 | 3.5 | 5.8 |
| Purse snatching | — | — | — | — | — |
| Fraud offences | 16 | 11 | - 31.2 | 0.5 | 0.3 |
| Forgery of money & stamps | 559 | 551 | - 1.4 | 17.6 | 16.8 |
| Forgery & distribution of forged documents | 1,442 | 1,545 | + 7.1 | 45.4 | 47.2 |
| Fraud & extortion | 2,213 | 2,542 | + 14.9 | 69.8 | 77.6 |
| Issuing a bad check | 159 | 108 | - 32.1 | 5.0 | 3.3 |
| Other offences of fraud | — | — | — | — | — |
| Economic offences | 236 | 264 | + 11.9 | 7.4 | 8.1 |
| Economic offences | 1 | 1 | — | 0.1 | 0.1 |
| Fiscal offences | 4 | — | -100.0 | 0.1 | — |
| Other offences | — | — | — | — | — |
| Administrative offences | 8 | 5 | - 37.5 | 0.2 | 0.1 |
| Ag. municipal by-laws | 211 | 277 | + 31.3 | 6.6 | 8.4 |
| Other administrative offences | — | — | — | — | — |
| Licensing offences | 190 | 119 | - 37.4 | 6.0 | 3.6 |
| Arms, ammunition & explosives | 3 | 7 | +133.3 | 0.1 | 0.2 |
| Radio & television | 9 | 10 | + 11.1 | 0.3 | 0.3 |
| Trades, industries & businesses | 88 | 70 | - 20.4 | 2.8 | 2.1 |
| Other licensing offences | 486 | 271 | - 44.2 | 15.3 | 8.3 |
| Other offences | — | — | — | — | — |
| Total | 111,859 | 104,541 | - 5.5 | 3,526.2 | 3,191.8 |

ject of unreported crime preoccupies progressive police forces everywhere, and the Israel Police intends to deal with it in the future. Most of the statistical tables are devoted to offences classified as felonies and misdemeanors, as recorded in the Charge Register.

Statistical summaries are being processed by the police computer, for two years now. When criminal statistics were computerized, certain changes were made in the manner of enumerating offenders. Now each offender appears only once in the statistical summary, that is, he is classified under the category of his most serious offence during the year. For instance, an offender accused of burglary, theft and assault, will be classified as burglar, while one accused of theft and assault will be classified as thief.

Felonies and Misdemeanors

For the first time in several years a significant decline in the number of felonies and misdemeanors occurred (down 8.2%), in contrast to a 3.2% increase in the population. In 1967, the year of

Table 8
MURDER & ATTEMPTED MURDER, BY MOTIVES, 1971-1973

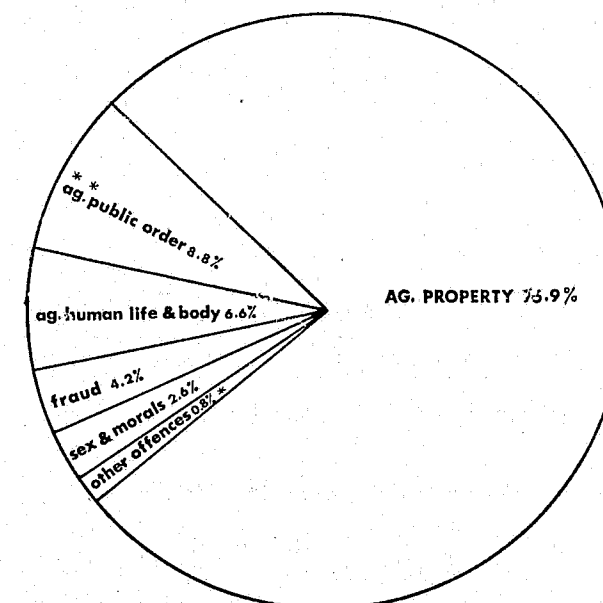
| Motive | Murders | | | Murder attempts | | |
|---------------------|---------|------|------|-----------------|------|------|
| | 1971 | 1972 | 1973 | 1971 | 1972 | 1973 |
| Total | 31 | 49 | 27 | 41 | 48 | 73 |
| Terrorist acts | 5 | 8 | — | 3 | 13 | 15 |
| Robbery | 5 | 6 | — | 1 | 3 | 1 |
| Vengeance of blood | — | 1 | 1 | — | 2 | — |
| Romantic background | 1 | 1 | 5 | 3 | 4 | 2 |
| Neighbours' strife | 1 | 2 | 2 | 3 | — | 4 |
| Family quarrels | 8 | 11 | 11 | 12 | 6 | 14 |
| Other quarrels | 5 | 5 | 4 | 7 | 6 | 16 |
| Mental illness | 2 | 2 | — | 2 | 2 | 4 |
| Other motive | 2 | 3 | 2 | 3 | 8 | 8 |
| Motive unknown | 2 | 10 | 2 | 7 | 4 | 9 |

Table 9
BURGLARIES—CASE FILES OPENED, BY DISTRICTS AND SUBDISTRICTS, 1973

| | Total | % | Residential premises | Commercial premises |
|------------------------|--------|-------|----------------------|---------------------|
| Total | 30,245 | 100.0 | 14,753 | 15,492 |
| Haifa Subdistrict | 3,742 | 12.4 | 1,736 | 2,006 |
| Galil Subdistrict | 1,329 | 4.4 | 491 | 838 |
| Amaqim Subdistrict | 1,097 | 3.6 | 348 | 749 |
| Sharon Subdistrict | 1,749 | 5.8 | 686 | 1,063 |
| Northern District | 7,917 | 26.2 | 3,261 | 4,656 |
| Yarkon Subdistrict | 3,239 | 10.7 | 1,967 | 1,272 |
| Yafo Subdistrict | 4,377 | 14.5 | 2,420 | 1,957 |
| Dan Subdistrict | 4,374 | 14.5 | 2,466 | 1,908 |
| Tel Aviv District | 11,990 | 39.6 | 6,853 | 5,137 |
| Jerusalem Subdistrict | 3,046 | 10.1 | 1,751 | 1,295 |
| Merkaz Subdistrict | 3,195 | 10.6 | 1,391 | 1,804 |
| Negev Subdistrict | 4,093 | 13.5 | 1,497 | 2,596 |
| B.G. Airport Unit | 4 | — | — | 4 |
| Southern District | 10,338 | 34.2 | 4,639 | 5,699 |
| Investigation Division | — | — | — | — |

Table 7

CASE FILES OPENED - 1973 by offence groups



* administrative, economic & licensing ** including state security

Table 10

THEFTS—CASE FILES OPENED, BY TYPES & BY DISTRICTS & SUBDISTRICTS, 1973

| | Total | % | Theft from persons | Theft or unlawful use of m/v | Theft from m/v & of m/v accessories | Theft of bicycles | Other thefts |
|------------------------|--------|-------|--------------------|------------------------------|-------------------------------------|-------------------|--------------|
| Total | 63,789 | 100.0 | 2,008 | 11,845 | 11,566 | 4,580 | 33,790 |
| Haifa Subdistrict | 7,190 | 11.3 | 9 | 957 | 1,135 | 1,127 | 3,962 |
| Galil Subdistrict | 2,615 | 4.1 | 2 | 340 | 395 | 310 | 1,568 |
| Amaqim Subdistrict | 2,246 | 3.5 | 2 | 330 | 204 | 99 | 1,611 |
| Sharon Subdistrict | 5,081 | 8.0 | 1 | 817 | 496 | 434 | 3,333 |
| Northern District | 17,132 | 26.8 | 14 | 2,444 | 2,230 | 1,970 | 10,474 |
| Yarkon Subdistrict | 7,762 | 12.2 | 499 | 1,420 | 1,754 | 438 | 3,651 |
| Yafo Subdistrict | 8,031 | 12.6 | 81 | 1,993 | 2,204 | 576 | 3,177 |
| Dan Subdistrict | 8,168 | 12.8 | 424 | 1,699 | 1,758 | 526 | 3,761 |
| Tel Aviv District | 23,961 | 37.6 | 1,004 | 5,112 | 5,716 | 1,540 | 10,589 |
| Jerusalem Subdistrict | 7,098 | 11.1 | 950 | 1,049 | 1,434 | 119 | 3,546 |
| Merkaz Subdistrict | 7,890 | 12.4 | 19 | 2,021 | 1,137 | 674 | 4,039 |
| Negev Subdistrict | 7,303 | 11.4 | 20 | 1,160 | 988 | 277 | 4,858 |
| B.G. Airport Unit | 394 | 0.6 | 1 | 59 | 61 | — | 273 |
| Southern District | 22,685 | 35.6 | 990 | 4,289 | 3,620 | 1,070 | 12,716 |
| Investigation Division | 11 | — | — | — | — | — | 11 |

Table 11

THEFT & UNLAWFUL USE OF M/V, BY DISTRICTS, 1973

| Type of motor vehicle | Total | | Northern District | | Tel Aviv District | | Southern District | |
|--------------------------------|--------|-----------|-------------------|-----------|-------------------|-----------|-------------------|-----------|
| | Stolen | Retrieved | Stolen | Retrieved | Stolen | Retrieved | Stolen | Retrieved |
| Total | 11,586 | 10,596 | 2,388 | 2,264 | 4,951 | 4,394 | 4,247 | 3,938 |
| Passenger cars | 7,008 | 6,503 | 1,309 | 1,249 | 3,023 | 2,748 | 2,676 | 2,506 |
| Cargo trucks | 2,190 | 2,046 | 538 | 518 | 850 | 779 | 802 | 749 |
| Motorcycles, scooters & mopeds | 2,178 | 1,847 | 435 | 395 | 1,069 | 858 | 674 | 594 |
| Other motor vehicles | 210 | 200 | 106 | 102 | 9 | 9 | 95 | 89 |

Table 12

DANGEROUS DRUGS SEIZED, INVESTIGATION FILES AND CHARGES, 1969-1973

| Year | Hashish seized (kgs.) | Opium seized (kgs.) | Prodormol (Tab.) | Toquilon (Tab.) | L.S.D. (doses) | Investigation files | Charges made | | | | |
|------|-----------------------|---------------------|------------------|-----------------|----------------|---------------------|--------------|--------------|----------------|--------------------|------------------|
| | | | | | | | Total | Against Jews | Against Moslem | Against Christians | Against tourists |
| 1969 | 3,179 | 813 | — | — | — | 1,045 | 1,535 | 925 | 227 | 38 | 345 |
| 1970 | 4,304 | 56 | — | — | — | 1,663 | 2,353 | 1,426 | 404 | 45 | 478 |
| 1971 | 614 | 176 | — | — | 120 | 1,187 | 1,869 | 1,114 | 338 | 45 | 372 |
| 1972 | 213 | 29 | 165 | 5,749 | 4,934 | 840 | 1,275 | 755 | 264 | 33 | 223 |
| 1973 | 96 | 45 | 3,166 | 6,375 | 64 | 920 | 1,385 | 921 | 311 | 27 | 126 |

the Six Day War, the number of such crimes also declined, but only by 2.3%.

Table 13

CASE FILES & DETECTIONS, 1949-1973

Detection and Investigation Activities

| Year | Case file | Detection rate |
|------|-----------|----------------|
| 1949 | 17,185 | 46.0 |
| 1950 | 22,062 | 49.2 |
| 1951 | 33,554 | 55.7 |
| 1952 | 37,934 | 49.3 |
| 1953 | 35,371 | 49.9 |
| 1954 | 36,940 | 50.5 |
| 1955 | 36,734 | 52.3 |
| 1956 | 43,718 | 54.3 |
| 1957 | 46,259 | 55.6 |
| 1958 | 48,320 | 56.4 |
| 1959 | 49,609 | 54.3 |
| 1960 | 56,146 | 56.0 |
| 1961 | 58,823 | 52.4 |
| 1962 | 64,482 | 53.0 |
| 1963 | 72,604 | 50.8 |
| 1964 | 79,629 | 48.6 |
| 1965 | 89,956 | 47.2 |
| 1966 | 97,004 | 44.0 |
| 1967 | 99,709 | 41.7 |
| 1968 | 101,283 | 42.7 |
| 1969 | 109,809 | 40.9 |
| 1970 | 134,545 | 35.5 |
| 1971 | 140,987 | 34.8 |
| 1972 | 146,752 | 34.5 |
| 1973 | 135,678 | 36.0 |

During 1973 the perpetrators of 48,826 offences (included in 135,678 case files) were detected, compared with 50,265 during the previous year. The detection rate of all felonies and misdemeanors reached 36.0%, compared with 34.5% in the previous year. The detection rate of crimes against human life reached 63.3% (1972: 64.2%). 85.6% of all crimes against the person were solved, while of the crimes against property 22.9% were solved. The detection rate concerning crimes against morals was 87.3% (1972: 90.7%), and regarding other types of offences—82.8%.

The general detection rate was 44.5% in the Northern District, 38.3% in the Southern District and 26.5% in the Tel-Aviv District.

Offenders related to 48,826 case files were detected. Only in 188 cases were offenders brought to court by the police found innocent (1972: 166). Unlawful use of motor vehicles declined by 29.1% during the first nine months of the year; after the war, instances of this offence increased by 54.0%. In spite of this, cases of unlawful use of motor vehicles were 13.3% fewer in 1973 than in the previous year. The proportion of stolen cars

Table 14

CASE FILES AND DETECTIONS, BY OFFENCE TYPES
JAN.-SEPT. 1972—JAN.-SEPT. 1973

| Offence | Case files | | Files with known offenders | | Detection rate | | % of change |
|---|------------|-------|----------------------------|-------|----------------|-------|-------------|
| | 1972 | 1973 | 1972 | 1973 | 1972 | 1973 | |
| Offences ag. state security | 6 | 6 | 6 | 6 | 100.0 | 100.0 | — |
| Treason and espionage | 1 | 3 | 1 | 3 | 100.0 | 100.0 | — |
| Revolt & inciting to revolt | 155 | 382 | 150 | 376 | 96.8 | 98.4 | + 1.6 |
| Emergency laws | 54 | 46 | 43 | 32 | 79.6 | 69.6 | -10.0 |
| Infiltration | — | — | — | — | — | — | — |
| State secrets | 40 | 96 | 36 | 83 | 90.0 | 86.5 | - 3.5 |
| Other offences ag. state security | — | — | — | — | — | — | — |
| Offences ag. public order | 18 | 11 | 17 | 11 | 94.4 | 100.0 | + 5.6 |
| Assembling or association | 15 | 10 | 11 | 5 | 73.3 | 50.0 | -23.3 |
| Brawl and disturbance in public institution | 1,875 | 1,873 | 1,826 | 1,809 | 97.4 | 96.6 | - 0.8 |
| Brawl and disturbance in the street | 2,416 | 2,140 | 1,565 | 1,369 | 64.8 | 64.0 | - 0.8 |
| Trespass | 15 | 27 | 15 | 24 | 100.0 | 88.9 | -11.1 |
| Obstructing a public servant | 729 | 1,185 | 501 | 901 | 68.7 | 76.0 | + 7.3 |
| Threats | 848 | 958 | 807 | 907 | 95.2 | 94.7 | - 0.5 |
| Offences ag. the jurisdiction | 221 | 132 | 217 | 128 | 98.2 | 97.0 | - 1.2 |
| Games & gambles | 16 | 35 | 11 | 29 | 68.8 | 82.9 | +14.1 |
| Offences ag. religion | 63 | 67 | 57 | 58 | 90.5 | 86.6 | - 3.9 |
| Bribe | 33 | 23 | 27 | 21 | 81.8 | 91.3 | - 9.5 |
| Offences ag. the family | 862 | 876 | 110 | 100 | 12.8 | 11.4 | - 1.4 |
| Nuisance, noise, blockage of way | 44 | 78 | 43 | 77 | 97.7 | 98.7 | + 1.0 |
| Offences ag. the security service | 108 | 101 | 108 | 94 | 100.0 | 93.1 | - 6.9 |
| Offences ag. security (equipment) | 685 | 800 | 618 | 677 | 90.2 | 84.6 | - 5.6 |
| Other offences ag. the public order | 476 | 628 | 470 | 607 | 98.7 | 96.7 | - 2.0 |
| Assaulting & obstructing police personnel | — | — | — | — | — | — | — |
| Offences ag. human life | 35 | 20 | 27 | 20 | 77.1 | 100.0 | +22.9 |
| Murder | 31 | 58 | 20 | 33 | 64.5 | 56.9 | - 7.6 |
| Murder attempt | 10 | 12 | 10 | 11 | 100.0 | 91.7 | - 8.3 |
| Manslaughter | 61 | 29 | 46 | 26 | 75.4 | 89.7 | +14.3 |
| Causing death by negligence | 44 | 45 | 17 | 9 | 38.6 | 20.0 | -18.6 |
| Threats to kill | 1 | — | — | — | — | — | — |
| Other offences ag. human life | — | — | — | — | — | — | — |
| Offences ag. the human body | 273 | 391 | 242 | 342 | 88.6 | 87.5 | - 1.1 |
| Causing grave bodily harm | 213 | 272 | 204 | 266 | 95.8 | 97.8 | + 2.0 |
| Assaulting a public servant | 4,856 | 6,063 | 4,258 | 5,242 | 87.7 | 86.5 | - 1.2 |
| Assault (excluding assault of public servant) | 454 | 449 | 329 | 319 | 72.5 | 71.0 | - 1.5 |
| Criminal negligence & rash conduct | 41 | 50 | 32 | 41 | 78.0 | 82.0 | + 4.0 |
| Kidnapping, compulsion & illegal detention | 5 | 3 | 4 | 1 | 80.0 | 33.3 | -46.7 |
| Other offences ag. the human body | — | — | — | — | — | — | — |
| Sex offences | 96 | 96 | 77 | 83 | 80.2 | 86.5 | + 6.3 |
| Rape by force or threats | 272 | 254 | 256 | 231 | 94.1 | 90.9 | - 3.2 |
| Rape & illicit intercourse | 27 | 36 | 23 | 33 | 85.2 | 91.7 | + 6.5 |
| Unnatural sexual conduct | 177 | 215 | 132 | 165 | 74.6 | 76.7 | + 2.1 |
| Indecent act committed by force | 839 | 899 | 587 | 604 | 70.0 | 67.2 | - 2.8 |
| Indecent act committed without force | 259 | 293 | 175 | 166 | 67.6 | 56.7 | -10.9 |
| Indecent act committed publicly | 4 | 3 | 1 | 2 | 25.0 | 66.7 | +41.7 |
| Transmitting venereal diseases | — | — | — | — | — | — | — |
| Other sex offences | — | — | — | — | — | — | — |

(continued from previous page)

| Offence | Case files | | Files with known offenders | | Detection rate | | % of change |
|---|------------|---------|----------------------------|--------|----------------|-------|-------------|
| | 1972 | 1973 | 1972 | 1973 | 1972 | 1973 | |
| Offences ag. morals | 46 | 50 | 44 | 46 | 95.7 | 92.0 | - 3.7 |
| Pimping | 1 | 8 | 1 | 7 | 100.0 | 87.5 | -12.5 |
| Solicitation for practising prostitution | 82 | 98 | 77 | 94 | 93.9 | 95.9 | + 2.0 |
| Solicitation for an act of prostitution | 25 | 12 | 23 | 11 | 92.0 | 91.7 | - 0.3 |
| Running or maintaining a brothel | 107 | 125 | 83 | 84 | 77.6 | 67.2 | -10.4 |
| Seduction & solicitation of minors | 158 | 15 | 158 | 13 | 100.0 | 86.7 | -13.3 |
| Dissemination of indecent material | 462 | 22 | 437 | 22 | 94.6 | 100.0 | + 5.4 |
| Loitering for the purpose of prostitution | 654 | 651 | 586 | 584 | 89.6 | 89.7 | + 0.1 |
| Using dangerous drugs | 1 | — | 1 | — | 100.0 | — | — |
| Dealing with dangerous drugs | 10 | 3 | 9 | 3 | 90.0 | 100.0 | +10.0 |
| Production & import of dangerous drugs | 2 | — | 2 | — | 100.0 | — | — |
| Other offences ag. morals | — | — | — | — | — | — | — |
| Offences ag. property | 52 | 42 | 23 | 18 | 44.2 | 42.9 | - 1.3 |
| Aggravated robbery | 70 | 69 | 35 | 39 | 50.0 | 56.5 | + 6.5 |
| Robbery (without the use of arms) | 2 | — | 2 | — | 100.0 | — | — |
| Carrying arms for the commission of an offence | 72 | 84 | 28 | 32 | 38.9 | 38.1 | - 0.8 |
| Assault for the purpose of stealing | 75 | 105 | 62 | 75 | 82.7 | 71.4 | -11.3 |
| Blackmail | 13,936 | 11,698 | 3,854 | 3,285 | 27.7 | 28.1 | + 0.4 |
| Burglary in commercial premises or institutions | 13,191 | 11,246 | 2,178 | 1,732 | 16.5 | 15.4 | - 1.1 |
| Burglary in residential premises | 24 | 37 | 23 | 35 | 95.8 | 94.6 | - 1.2 |
| Holding burglary tools | 7 | 4 | 6 | 4 | 85.7 | 100.0 | +14.3 |
| Theft committed by public servant | 187 | 217 | 166 | 194 | 88.8 | 89.4 | + 0.6 |
| Theft committed by employee or agent | 10,742 | 7,955 | 1,640 | 1,467 | 15.3 | 18.4 | + 3.1 |
| Using motor vehicle w/o permission | 10,858 | 8,945 | 263 | 219 | 2.4 | 2.4 | — |
| Theft from m/v & theft of m/v accessories | 3,416 | 3,192 | 102 | 109 | 3.0 | 3.4 | + 0.4 |
| Theft of bicycle | 1,672 | 1,575 | 97 | 82 | 5.8 | 5.2 | - 0.6 |
| Pickpocketing | 26,845 | 26,039 | 8,398 | 7,757 | 31.3 | 29.8 | - 1.5 |
| Other thefts | 327 | 398 | 320 | 388 | 97.9 | 97.5 | - 0.4 |
| Receiving stolen property | 927 | 911 | 847 | 823 | 91.4 | 90.3 | - 1.1 |
| Holding stolen property | 180 | 168 | 79 | 76 | 43.9 | 45.2 | + 1.3 |
| Arson | 5,154 | 5,772 | 1,678 | 2,096 | 32.6 | 36.3 | + 3.7 |
| Wilfully damaging property | 439 | 430 | 396 | 409 | 90.2 | 95.1 | + 4.9 |
| Loitering for the purpose of committing theft or burglary | 22 | 34 | 22 | 21 | 100.0 | 61.8 | -38.2 |
| Other offences ag. property | 110 | 190 | 12 | 17 | 10.9 | 8.9 | - 2.0 |
| Purse snatching | — | — | — | — | — | — | — |
| Fraud offences | 16 | 11 | 6 | 1 | 37.5 | 9.1 | -28.4 |
| Forgery of money & stamps | 559 | 551 | 362 | 333 | 64.8 | 60.4 | - 4.4 |
| Forgery & distribution of forged documents | 1,442 | 1,545 | 1,130 | 1,102 | 78.4 | 71.3 | - 7.1 |
| Fraud & extortion | 2,213 | 2,542 | 2,099 | 2,247 | 94.8 | 88.4 | - 6.4 |
| Issuing a bad check | 159 | 108 | 147 | 85 | 92.5 | 78.7 | -13.8 |
| Other offences of fraud | — | — | — | — | — | — | — |
| Economic offences | 236 | 264 | 230 | 261 | 97.5 | 98.9 | + 1.4 |
| Economic offences | 1 | 1 | 1 | 1 | 100.0 | 100.0 | — |
| Fiscal offences | 4 | — | 4 | — | 100.0 | — | — |
| Other offences | — | — | — | — | — | — | — |
| Administrative offences | 8 | 5 | 8 | 5 | 100.0 | 100.0 | — |
| Ag. municipal by-laws | 211 | 277 | 207 | 275 | 98.1 | 99.3 | + 1.2 |
| Other administrative offences | — | — | — | — | — | — | — |
| Licensing offences | 190 | 119 | 181 | 112 | 95.3 | 94.1 | - 1.2 |
| Arms, ammunition & explosives | 3 | 7 | 3 | 7 | 100.0 | 100.0 | — |
| Radio & television | 9 | 10 | 9 | 6 | 100.0 | 60.0 | -40.0 |
| Trades, industries & businesses | 88 | 70 | 81 | 63 | 92.0 | 90.0 | - 2.0 |
| Other licensing offences | 486 | 271 | 416 | 226 | 85.6 | 83.4 | - 2.2 |
| Other offences | — | — | — | — | — | — | — |
| Total | 111,859 | 104,541 | 39,615 | 39,377 | 35.4 | 37.7 | + 2.3 |

Table 15

INVESTIGATION FILES WITH KNOWN OFFENDERS, STAGES OF DISPOSAL, 1973

| Stage of disposal | Offence groups | | | | | | | | | | | | |
|---------------------------------|----------------|----------------|--------------|------------|------------|-------|--------|----------|-------|-------------------|----------------|-----------|----------------|
| | Total | State security | Public order | Human life | Human body | Sex | Morals | Property | Fraud | Economic & fiscal | Administrative | Licensing | Other offences |
| Total | 48,825 | 648 | 8,428 | 301 | 7,491 | 1,522 | 1,095 | 23,905 | 4,341 | 234 | 305 | 255 | 300 |
| Defendant prosecuted | | | | | | | | | | | | | |
| Found guilty | 9,163 | 80 | 1,574 | 13 | 1,127 | 212 | 182 | 4,939 | 652 | 73 | 209 | 47 | 55 |
| Found not guilty | 188 | 2 | 29 | 1 | 30 | 7 | 4 | 107 | 4 | 1 | — | — | 3 |
| File closed—causes | | | | | | | | | | | | | |
| No criminal guilt | 586 | 8 | 112 | 1 | 35 | 10 | 9 | 275 | 126 | — | 2 | 2 | 6 |
| No evidence | 3,441 | 10 | 585 | 7 | 438 | 343 | 174 | 1,528 | 312 | 16 | 3 | 8 | 17 |
| No supporting evidence | 17 | — | 2 | — | 3 | 7 | 2 | 3 | — | — | — | — | — |
| Defendant not punishable | 267 | 3 | 9 | — | 30 | 1 | — | 222 | 1 | — | 1 | — | — |
| Defendant deceased | 20 | 1 | 5 | — | 4 | 1 | — | 5 | 3 | — | — | 1 | — |
| No public interest | 3,088 | 33 | 761 | 2 | 894 | 66 | 8 | 975 | 301 | 4 | 11 | 20 | 13 |
| Other causes | 411 | 3 | 34 | 1 | 29 | 19 | 6 | 309 | 5 | 3 | — | — | 2 |
| Stay of procedure | 14 | — | 1 | — | 5 | — | — | 6 | 2 | — | — | — | — |
| File transferred to prosecution | 2,043 | 62 | 158 | 32 | 155 | 109 | 105 | 978 | 407 | 9 | 5 | 23 | — |
| File in police prosecution unit | 7,942 | 19 | 1,765 | 1 | 1,830 | 178 | 144 | 3,371 | 458 | 67 | 15 | 34 | 60 |
| File open* | 21,645 | 427 | 3,393 | 243 | 2,911 | 569 | 461 | 11,187 | 2,070 | 61 | 59 | 120 | 144 |

* According to the computer programme, a file remains open if not all defendants charged in it are brought into court.

returned to their owners was almost unchanged in the two years: 92% in 1972 and 91.5% in 1973.

Investigations in the Administered Areas

In the course of the year 29,346 cases were investigated, compared with 26,663 during the previous year — an increase of 10.1%. Felonies and misdemeanors carried out in the Administered Areas numbered 20,499 in 1973, 17.0% more than

in 1972. As in the previous year, offences against the human body were the largest single category: 26.7% of the total. Offences against public order came next, with 19.1%, license offenses — 18.7%, offences against property—16.2%, offences against state security—10.0%, and all others—3.7%.

Most of these cases were committed in the 'Azza and Northern Sinai Subdistrict (20,530), followed by Shomeron (4,905), Yehuda (3,662) and the Golan Heights (249 cases).

Table 16

CASES INVESTIGATED IN THE ADMINISTERED AREAS, BY TYPES & BY SUBDISTRICTS, 1973

| | Total | Shomeron Subdistrict | Yehuda Subdistrict | Azza/North Sinai Subdistrict | Golan Heights |
|-------------------------|--------|----------------------|--------------------|------------------------------|---------------|
| Total | 29,346 | 4,905 | 3,662 | 20,530 | 249 |
| Felonies & misdemeanors | | | | | |
| Cases registered | 17,457 | 4,611 | 3,148 | 9,454 | 244 |
| Not prosecuted | 3,042 | — | 190 | 2,850 | 2 |
| Unnatural deaths | 338 | 86 | 126 | 123 | 3 |
| Missing persons | 586 | 56 | 128 | 402 | — |
| Contraventions | 7,737 | 106 | 10 | 7,621 | — |
| Fires | 186 | 46 | 60 | 80 | — |

Table 17

CASE FILES OPENED IN THE ADMINISTERED AREAS BY OFFENCE GROUPS & BY SUBDISTRICTS, 1973

| Offence groups | Total | % | Shomeron Subdistrict | Yehuda Subdistrict | Azza/North Sinai Subdistrict | Golan Heights |
|-------------------|--------|-------|----------------------|--------------------|------------------------------|---------------|
| Total | 17,457 | 100.0 | 4,611 | 3,148 | 9,454 | 244 |
| State security | 1,758 | 10.1 | 233 | 282 | 1,174 | 69 |
| Public order | 3,335 | 19.1 | 1,117 | 763 | 1,448 | 7 |
| Human life | 214 | 1.2 | 51 | 37 | 123 | 3 |
| Human body | 4,656 | 26.7 | 1,940 | 845 | 1,851 | 20 |
| Sex | 171 | 1.0 | 88 | 39 | 44 | — |
| Morals | 83 | 0.5 | 23 | 21 | 39 | — |
| Property | 2,836 | 16.2 | 835 | 783 | 1,103 | 115 |
| Fraud | 263 | 1.5 | 60 | 76 | 121 | 6 |
| Economic & fiscal | 229 | 1.3 | 37 | 142 | 50 | — |
| Administrative | 7 | — | 2 | 1 | 4 | — |
| Licensing | 3,256 | 18.7 | 151 | 88 | 3,000 | 17 |
| Other offences | 649 | 3.7 | 74 | 71 | 497 | 7 |

Table 18

CASE FILES & DETECTIONS IN THE ADMINISTERED AREAS, 1973

| | Total | Shomeron Subdistrict | Yehuda Subdistrict | Azza/North Sinai Subdistrict | Golan Heights |
|---------------------------------|--------|----------------------|--------------------|------------------------------|---------------|
| Case files with known offenders | 17,457 | 4,611 | 3,148 | 9,454 | 244 |
| Cases files opened | 16,129 | 4,381 | 2,810 | 8,766 | 171 |
| Detection rate | 92.4 | 95.0 | 89.3 | 92.7 | 70.1 |



CHAPTER IV

JUVENILE DELINQUENCY

The social phenomenon of juvenile delinquency stems from the delinquents' personal background, from environmental causes and from factors that affect all of society. Causes connected with the personal background may be classified into biological and psychological ones. Environmental causes are connected with the young offender's family: homes wrecked due to the death of one of the parents, the parents' physical or mental illness, their divorce or the existence of criminal characters within the family. Environmental causes may also include friends, the neighborhood and places of employment. The factors that affect society as a whole include the conflicts that affect immigrants and their offspring because of the changed environment in which they now live, the break with former norms and customs, and also the failure to find one's place in the new society.

The police deals with delinquent minors primarily in two contexts: prevention and checking criminal development. In the first sphere the goal is to anticipate problems through the provision of solutions: youngsters on the fringes of crime are to be prevented from becoming criminals, and those already guilty of offences are to be returned to a law abiding existence. Here activity is based on the youngster's rehabilitation through the various community institutions, in the municipality and

in the neighborhood. These organisations attempt to occupy the youngster in various social activities in clubs, summer camps and activity groups. The purpose is to fill the youngsters' time constructively and to prevent them from wandering idly through the streets—often the first step towards criminal activity. In the second sphere the attempt is made to interrupt the youngster's criminal development before it has gone too far, reducing the criminal activity of juveniles. To this end, outright police techniques are utilized, such as supervision, arrests and investigations.

Table 19
JUVENILES REFERRED TO YOUTH PROBATION SERVICE,* 1964-1973

| Year | Juveniles referred to Youth Probation Service | | | Total number of references |
|------|---|-------|------------|----------------------------|
| | Total | Jews | Minorities | |
| 1964 | 9,859 | 8,558 | 1,301 | 17,910 |
| 1965 | 10,646 | 9,315 | 1,331 | 19,125 |
| 1966 | 11,140 | 9,583 | 1,557 | 18,906 |
| 1967 | 9,903 | 8,618 | 1,285 | 20,768 |
| 1968 | 10,995 | 9,662 | 1,333 | 21,268 |
| 1969 | 10,830 | 9,486 | 1,344 | 21,597 |
| 1970 | 10,100 | 8,810 | 1,290 | 22,222 |
| 1971 | 9,864 | 8,582 | 1,282 | 21,131 |
| 1972 | 9,233 | 7,852 | 1,381 | 20,531 |
| 1973 | 8,759 | 7,175 | 1,584 | 20,204 |

* According to registration of Ministry of Social Welfare.

The Extent of Juvenile Delinquency

In the period before the war (January-September 1973), 36,674 persons were accused of felonies and misdemeanors. 7,700 of these—some 21%—were minors. During the same period a year earlier, a total of 34,984 persons had been accused, 8,188 of them (23.1%) being minors. The proportion of minors accused of offences thus declined by 2.1% during this period.

The number of minors accused declined by 488 (5.9%). The drop was even greater in respect of offences against property and public order, while offences against the human body increased.

The classification of offences indicates that the major trends of change were identical among adult and minor offenders. In both groups offences against property declined, while those against the human body increased.

Recidivism

In the course of 1973, 8,759 minors were referred to truant officers, including 2,891 recidivists who already had been in the care of this service in previous years. Recidivism thus stands at 33.8%.

This proportion of recidivists perhaps constitutes the best reflection of the extent of juvenile delinquency. These are the most dangerous of the young offenders, and those who cause the greatest concern. These are habitual criminals who are not guilty of isolated acts, but have adopted criminal behavior as their personal norm. Their behavior shows increasing hardness, as demonstrated by the offences involving violence against the human body and against property, and also by their refusal to cooperate with their investigators. This hardness worsens, the more the offender comes in contact with the police and related services, on the one hand, and with adult criminals, on the other. However, it is important to note that the investigations do not reveal any expressions of malice towards the police, as an institution.

The protracted and slow treatment of juvenile delinquents is one of the major obstacles in dealing with recidivism. Between the opening of a case

file and the juvenile's appearance in court there ensues the process of referring the youngster to the truancy service, for the submission of the memorandum required by law. Israel legal policy calls for the shortest possible period of imprisonment for all offenders, and especially so for juvenile ones. However, the prolonged investigation and trial leave the accused free, and during this prolonged period he can maintain his contacts with his criminal environment; often he even finds this time suitable for the commission of additional offences, returning to the cycle of criminality.

Preventive Activities

Police Activities During Summer Vacations

The Youth Units of the Israel Police participate in the summer activities organized by the Ministry of Education and Culture and local authorities. Summer vacations pose threats to problem youngsters, granted long hours of idleness. Consequently, the police helps in the organization of summer activities and advises all the Agencies dealing with youngsters to place those with a criminal past, or criminal tendencies, in summer camps.

Last summer the police proposed the placement of 2,000 such problem children in summer camps, and 65% of these actually did participate in these activities, providing them with interesting and positive occupation during the summer. 35 members of the force were employed in referring children to summer camps, in following up on their adjustment there and in aid to local authorities in this context.

In cooperation with the Youth Departments of the local authorities the police initiated a second summer project, that of "property custodians". This involves students of grades 7 through 9, who guard schools and kindergartens during the summer vacation. Their activity prevented damage, such as broken windows and thefts, to these institutions and also prevented offences such as gambling, use of drugs, and so forth, being committed within the school premises. In return for their services, the police and local authorities organized excursions,



"Property Custodians" at Dimona

Information and Guidance

Officers from the Juvenile Delinquency Department and the youth units in the major cities last year delivered 120 talks before about 5,000 listeners, including teachers, social workers, street counsellors, soldiers, pupils and young people. Police investigators from the different youth units also participated in this effort and appeared at schools and youth clubs. On these occasions they explained the phenomena of delinquency, such as violence, drugs, etc. Explanations were given about youths in distress and about the ways and means likely to prevent or reduce delinquency. Youth unit officers participated in special programs broadcast by the Educational Television, the Israel Broadcasting Service and the Armed Forces Network. In addition, they participated in several public symposia on this subject.

parties and other activities for the youngsters involved.

In an effort to enhance its crime prevention activity, the police enlisted last year several social scientists, to act as youth officers and to provide auxiliary services in the sub-districts. These professionals are to formulate orderly work procedures, as well as provide instruction for the police officers engaged in juvenile delinquency prevention.

The juvenile delinquency unit at National Headquarters has begun to assemble data on the extent and depth of such offences, on the various services available to young people, and on ways to improve, speed up and otherwise streamline the different activities.

Adoption of Youth Clubs

Social activities in youth clubs constitutes another technique of keeping youngsters occupied during their free time, thus keeping them off the streets. In this field the police cooperates with the Youth Department of the Ministry of Education and Culture, as well as the Youth Department of the local authorities.

The police assigns some of its men to act as instructors in these clubs, and also supports current activities there in various ways.

Missing Persons

The disappearance of youngsters from their homes and schools is a primary symptom of their difficulties. Flight, as an attempt to solve these difficulties, indicates the lack of ability on their part to handle personal problems, to adjust to the environment and to master their studies. When they try to escape from these frameworks, youngsters become susceptible to the damaging influence of criminals with whom they come into proximity

Table 20

MISSING FEMALE MINORS AGED 15-17 AMONG ALL MISSING PERSONS, 1966-1973

| Year | Missing female minors aged 15-17 | Total no. of missing persons | % of female minors |
|------|----------------------------------|------------------------------|--------------------|
| 1966 | 302 | 2,418 | 12.4 |
| 1967 | 380 | 2,613 | 14.5 |
| 1968 | 450 | 2,949 | 15.2 |
| 1969 | 428 | 2,628 | 16.2 |
| 1970 | 533 | 3,011 | 17.7 |
| 1971 | 524 | 2,967 | 18.0 |
| 1972 | 796 | 3,195 | 24.9 |
| 1973 | 530 | 3,178 | 16.7 |

Table 21

MISSING MINORS, BY AGE AND SEX, 1969-1973

| Year | Under 10 | | 11-14 | | 15-17 | | Total | | G. Total |
|------|----------|--------|-------|--------|-------|--------|-------|--------|----------|
| | Male | Female | Male | Female | Male | Female | Male | Female | |
| 1969 | 67 | 25 | 249 | 123 | 303 | 428 | 619 | 576 | 1,195 |
| 1970 | 100 | 25 | 266 | 144 | 322 | 533 | 688 | 702 | 1,390 |
| 1971 | 52 | 14 | 301 | 125 | 333 | 524 | 686 | 663 | 1,349 |
| 1972 | 14 | 12 | 212 | 75 | 387 | 796 | 613 | 883 | 1,496 |
| 1973 | 55 | 17 | 201 | 146 | 260 | 530 | 516 | 693 | 1,209 |

and this often leads to their entry into the world of crime.

The police last year received 1,209 notifications of such disappearances, compared with 1,496 during the previous year. Here it must be stressed that notifications to the police are far fewer than actual disappearances; not in every case is the police approached. The Israel Police places great emphasis on the locating of such missing persons.

Escapees from Closed Institutions

The immediate locating of escapees from closed institutions is extremely important, since these are youngsters with a court record. As soon as they escape from the institutions, they often commit criminal offences and also drag others along with them.

Last year 1,405 escapes took place, compared with 1,450 a year earlier. This involved 752 individuals, compared with 716 in 1972. The number of escapes is much greater than that of individuals involved, since some minors escape more than once.

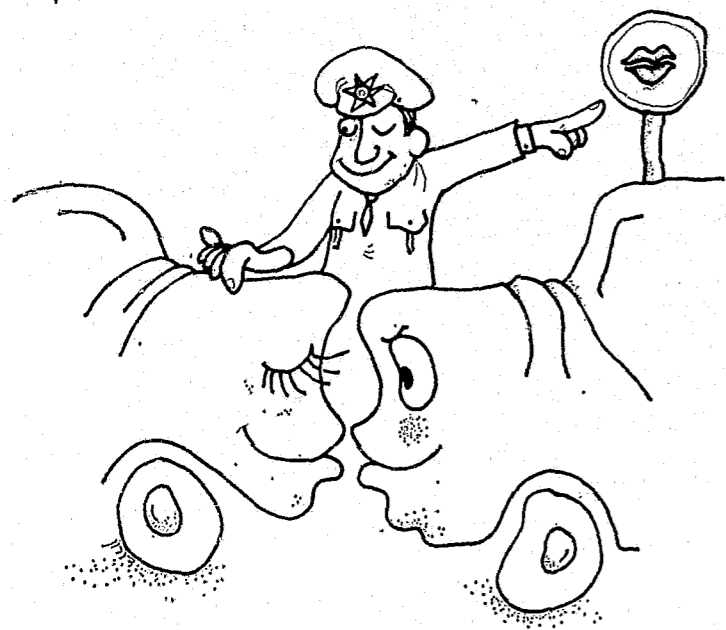
Legislation and Procedures

Last year beginnings were made towards the institutionalization of all the different activities conducted informally by the police youth units over the last few years. A number of draft standing orders were prepared, to introduce method into the

prevention of juvenile delinquency, as well as to broaden police activity beyond investigation, arrest and bringing offenders to trial, to include spheres of juvenile distress and the activation of appropriate authorities for its relief.

Last year the police participated in a unique experiment conducted in one of the towns in the North. In the course of this experiment, youngsters suspected of having committed an offence (not including serious offences and recidivism) were brought before a committee composed of representatives of all local services, including the police. This committee extended the youngster "credit" for a certain period of time. If, during this period, he did not engage in any illegal activity, his case was not brought to court and the continued to be treated by civilian agencies. Conclusions from this experiment will be applied elsewhere at a later stage.

The Juvenile Delinquency Division last year conducted a survey of juvenile prostitution. The population covered by this survey consisted of 700 prostitutes arrested since 1967 in the three large cities, as well as those dealt with by one of the youth units. Its purpose was to determine the proportion of minors among prostitutes, whether they carried out other criminal activity, and whether a causal relationship existed between their criminal activity and their moral deterioration.



Traffic Accidents — A Summary

The effects of the Yom Kippur War and the period just after it must not be overlooked in any discussion of traffic accidents. Any comparison to the previous year must relate to the nine-month period January-September; the attempt to compare the entire year, without taking the effects of the war into consideration, may lead to mistaken conclusions.

The two parts of 1973—before and since the war—differ greatly in respect of traffic law enforcement. The war had its effect on the volume of road traffic, on police policy towards offenders, which greatly differed from that customary in normal times, and on the efforts made to prevent law violations on the roads.

In the course of 1973, 14,777 traffic accidents occurred, resulting in injuries,* compared with 15,333 in 1972. This constitutes a decline of 3.6%. However, the mechanical comparison of these two figures would be misleading. Conditions were vastly different from the outbreak of the war until the end of the year, with a sharp decline in the num-

* Data quoted in the chapter refer to the territory within the borders of the State of Israel, unless it is clearly stated that they include the Administered Areas.

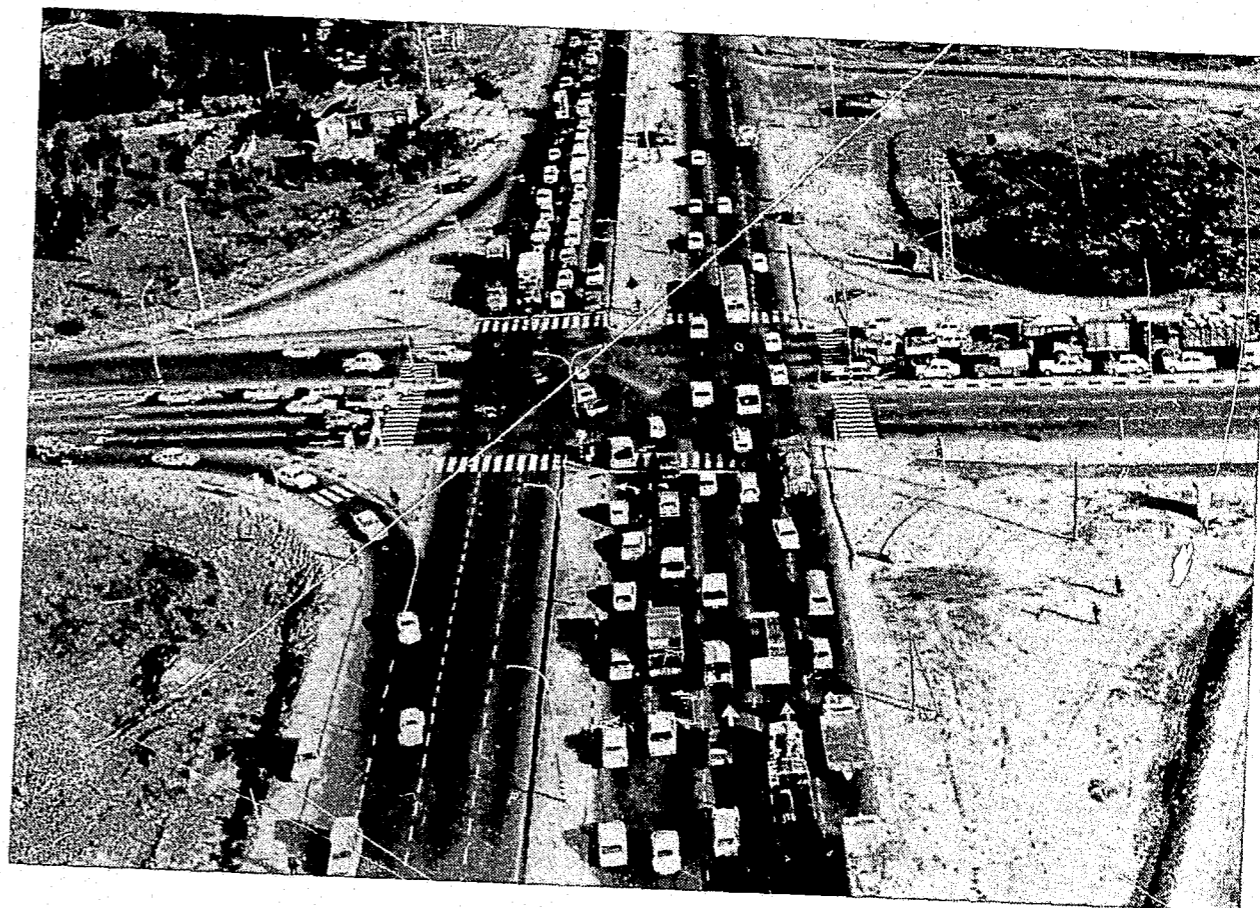
ber of accidents and persons injured. The first nine months of the year, however, constitute a record that should arouse concern.

During the first three quarters of the year, traffic accidents in which people sustained injuries were more numerous—11,904, or 5.7% more than the 11,264 reported for the same period of 1972. In the previous year the increase had been 3.7% over 1971. The number of persons injured also increased, to 17,559 (1972: 16,265), an advance of 7.9%. However, stress must be placed upon the sharp rise in the number of fatal accidents—12.3% more than in 1972—which is significant and cause for concern. (In 1972 fatal accidents had declined by 1.4% from the 1971 level.) In the first nine months of 1973, the number of persons killed in traffic accidents increased by 16.8%, from 458 during that period of 1972, to 535. The bloodbath on the roads continues.

During the last quarter of the year—the war and its aftermath—things changed significantly. The number of accidents with injuries declined 29.4%, from 4,070 to 2,873. Fatal accidents were fewer by 22.7%; serious accidents declined by 26.1% and light accidents by 30.5%. However, it should be noted that a certain number of accidents which involved military and mobilized civilian vehicles were investigated by military authorities and do not appear in the police statistics. Equally important is the fact that accidents during and after the war tended to be more severe: fatal accidents amounted to 4.6% of all reported cases, compared with 3.8% during the pre-war period.

CHAPTER V

TRAFFIC AND ROAD ACCIDENTS



Causes of Road Accidents

The rise in accidents during the first nine months of last year must be charged—albeit partly—to the greater number of vehicles on the roads and to the many new drivers. During that year, the number of automobiles increased by 39,619, to a total of 370,059; approximately 50,000 obtained drivers' licenses, for a total of 600,000 in the country. Time and again it was demonstrated that the human factor—the driver—played a decisive role, even though not an exclusive one, in traffic accidents. Nervous, aggressive and dangerous driving habits, as well as poor vehicle maintenance, contributed to many accidents and injuries.

On the other hand, the condition of the national road network must not be neglected. In spite of accelerated development in recent years, it has not been able to catch up with needs, lagging far be-

hind the increasing number of vehicles on the roads.

In the cities the problem of parking becomes increasingly severe. Some organized parking facilities have been provided, but not enough to ease matters to any major extent. The lack of parking space results in illegal parking near intersections and other sensitive points. This increases the danger of collisions and of injury to pedestrians.

The enforcement of parking regulations alone, no matter how effective, cannot solve the problem. Together with the provision of more parking facilities, enforcement does prevent problems to some extent, but cannot provide a fundamental solution. As long as general conditions in this sphere remain unchanged, the police will face increasing difficulties and also, of necessity, more and more friction with the driving public.

What are the major causes of traffic accidents? Are they different on interurban highways and in the major cities with large traffic arteries and inter-sections? The following causes may be considered the most important ones:

- Non-observance of traffic signs and lights
- Failure to allow pedestrians the right of way
- Excessive speed and failure to keep distance
- Behavior of pedestrians
- Passing, turns and pulling out of traffic lanes

Enforcement of Traffic Laws and Accident Prevention

Electronic Cameras

Traffic law enforcement policy puts the emphasis on serious offences, and especially those committed

while the vehicle is in motion. To this end, more and more sophisticated equipment is used. Thus, for instance, a new electronic speed measuring device, combined with an automatic camera has been tried, in addition to the thirteen electronic speed measuring devices already in use. The new piece of equipment can be activated by a single operator, and the photographs obtained from it can be submitted to the court as evidence.

In a further development an electronic speed measuring device with automatic camera will be installed in a special vehicle, to record the velocity of a followed vehicle.

In the course of 1973 automatic speed measuring devices resulted in 12,130 reports against traffic violators who exceeded permissible road speeds. The automatic cameras mounted in conjunction with traffic lights resulted in 3,522 complaints against violators.

Table 22
TRAFFIC OFFENCES, 1973

| Offence | Jan.-Sept 1973 | Oct.-Dec. 1973 | Jan.-Dec. 1973 |
|--|----------------|----------------|----------------|
| Total | 522,676 | 58,098 | 580,774 |
| Exceeding speed limits | 12,020 | 2,364 | 14,384 |
| Illegal overtaking | 1,903 | 245 | 2,148 |
| Failure to accord right of way | 1,624 | 124 | 1,748 |
| Signalling offences | 4,587 | 596 | 5,183 |
| Failure to keep to the right, or driving in wrong lane | 8,074 | 684 | 8,758 |
| Improper turning | 11,076 | 1,163 | 12,239 |
| Failure to conform to lights or road signs | 27,316 | 3,183 | 30,499 |
| Lighting offences | 4,863 | 461 | 5,324 |
| Obstructing or endangering traffic | 1,023 | 89 | 1,112 |
| Cargo offences | 6,014 | 585 | 6,599 |
| Drunkenness | 5 | 1 | 6 |
| Other dangerous driving | 391 | 18 | 409 |
| All moving offences | 78,896 | 9,513 | 88,409 |
| All cyclists' offences | 872 | 81 | 953 |
| All pedestrians' offences | 8,120 | 631 | 8,751 |
| Illegal carriage of passengers | 5,866 | 643 | 6,509 |
| Mechanical faults | 7,538 | 483 | 8,021 |
| License offences | 30,633 | 3,504 | 34,137 |
| Third party insurance offences | 4,152 | 660 | 4,812 |
| Excessive noise, use of horn & air pollution | 3,912 | 224 | 4,136 |
| Other offences | 29,628 | 3,158 | 32,786 |
| Parking offences | 353,059 | 39,201 | 392,260 |

Helicopter

The police helicopter was again used during the year under review to control highway traffic, and especially so the large traffic flow to the beaches on Saturdays. The helicopter is used also when special events result in unusually heavy traffic loads.

In cooperation and coordination with traffic police on the ground, the helicopter's activities resulted in 1,543 complaints against traffic offenders. The helicopter was used mainly in the Tel Aviv District, because of the exceptionally heavy traffic there.

Removal of Faulty Vehicles from the Road and Towing of Illegally Parked Vehicles

In the course of the year 983 vehicles were taken off the roads after they were found to have mechanical faults that posed dangers for their own passengers, as well as other road users. Owners of these vehicles were ordered to refrain from using them until such faults had been repaired, and the repairs had been examined by the Licensing Bureau.

In Tel Aviv, 15,060 vehicles parked in places

where parking is forbidden, constituting a serious obstruction, were towed away.

Traffic Surveillance and Control

The Mobile Traffic Units make every effort to allow orderly movement of voluminous traffic in the three major cities, especially in Tel Aviv. Many members of the force direct traffic in the busy downtown centers. Attention focuses on offenders who are liable to cause accidents, as well as on locations where frequent mishaps occur.

Reports from police patrols on the highways and in the cities, concerning engineering shortcomings and dangerous faults on the roads, are transferred to the Public Work Department or the competent local authority; until repairs are carried out, police attention is focused on the dangerous spots.

The Safety Patrol established in August 1971 by the Ministry of Transport is under the operational control of the police; so far it operates only in the Tel Aviv District.

In September of the year under review a Parking Patrol was organized by the Ministry of Transport. So far it is composed of 34 women operatives,



Photographs of vehicles exceeding the speed limit, taken by an electronic camera

who work under the control of the police. As its name indicates, this patrol enforces parking regulations and issues complaints against drivers whose vehicles are left in places where they interfere with orderly traffic.

Accidents

Data presented here refer only to accidents in which people suffered injuries.

Table 23

ROAD ACCIDENTS BY THEIR SERIOUSNESS-1973
by districts

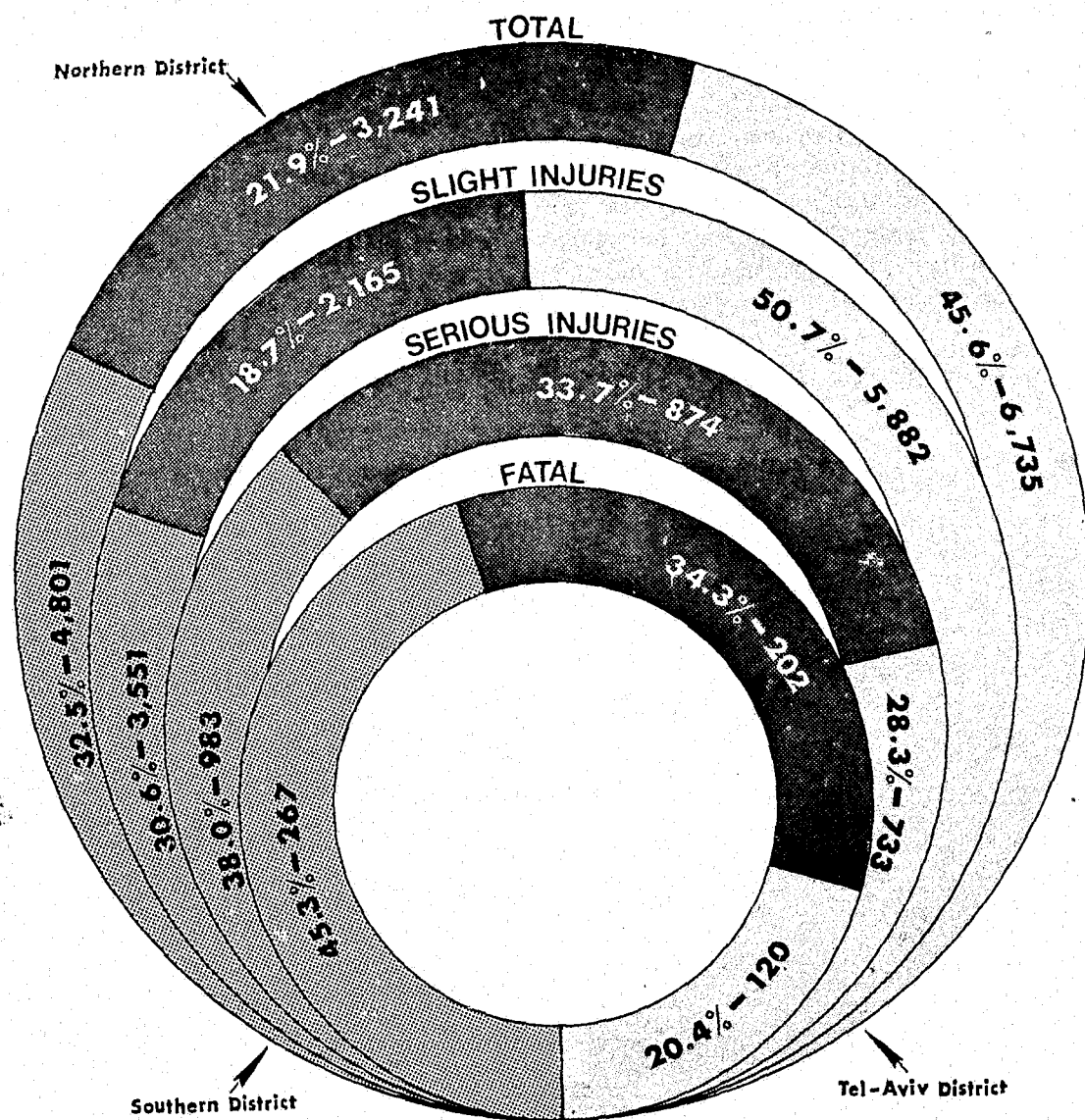


Table 24

ROAD ACCIDENTS, LICENSED MOTOR VEHICLES & POPULATION, 1972-1973

| | 1972 | 1973 | % of change |
|--|-----------|-----------|-------------|
| Road accidents | 15,333 | 14,777 | - 3.6 |
| Population | 3,200,500 | 3,304,422 | + 3.2 |
| Licensed motor vehicles | 330,440 | 370,059 | +12.0 |
| Number of r/a per 1,000 motor vehicles | 46 | 39 | -15.2 |

Table 25

ROAD ACCIDENTS, CASUALTIES VERSUS POPULATION, 1948-1973

| Year | Number of accidents | | | | Casualties | Population | Number of accidents per 100,000 inhabitants | Number of casualties per 100,000 inhabitants |
|------|---------------------|-------|-----------------------|----------------------|------------|------------|---|--|
| | Total | Fatal | With serious injuries | With slight injuries | | | | |
| 1948 | 942 | 93 | 259 | 590 | 851 | 879,000 | 107 | 97 |
| 1949 | 2,126 | 174 | 429 | 1,523 | 2,794 | 1,174,000 | 181 | 238 |
| 1950 | 3,132 | 217 | 818 | 2,097 | 3,875 | 1,370,000 | 229 | 283 |
| 1951 | 3,732 | 198 | 1,164 | 2,370 | 4,751 | 1,577,000 | 237 | 301 |
| 1952 | 3,892 | 210 | 1,093 | 2,589 | 5,032 | 1,629,000 | 239 | 309 |
| 1953 | 4,033 | 162 | 976 | 2,895 | 5,055 | 1,670,000 | 241 | 303 |
| 1954 | 4,693 | 156 | 1,063 | 3,474 | 5,916 | 1,718,000 | 273 | 344 |
| 1955 | 4,193 | 129 | 1,170 | 2,894 | 6,436 | 1,789,000 | 234 | 360 |
| 1956 | 6,249 | 149 | 1,412 | 4,688 | 7,843 | 1,872,000 | 334 | 419 |
| 1957 | 7,067 | 208 | 1,577 | 5,282 | 8,870 | 1,976,000 | 358 | 449 |
| 1958 | 8,097 | 178 | 1,692 | 6,227 | 10,269 | 2,032,000 | 398 | 505 |
| 1959 | 8,255 | 180 | 1,827 | 6,248 | 10,740 | 2,089,000 | 395 | 514 |
| 1960 | 8,405 | 168 | 1,661 | 6,576 | 10,585 | 2,150,000 | 391 | 492 |
| 1961 | 8,792 | 220 | 1,682 | 6,890 | 11,156 | 2,232,000 | 394 | 500 |
| 1962 | 9,240 | 225 | 1,699 | 7,316 | 12,127 | 2,332,000 | 396 | 520 |
| 1963 | 10,660 | 263 | 1,953 | 8,444 | 14,148 | 2,429,000 | 439 | 582 |
| 1964 | 11,862 | 295 | 2,228 | 9,339 | 15,989 | 2,523,000 | 470 | 634 |
| 1965 | 11,368 | 314 | 2,157 | 8,897 | 15,489 | 2,599,000 | 437 | 596 |
| 1966 | 11,205 | 265 | 2,107 | 8,833 | 15,476 | 2,657,000 | 422 | 582 |
| 1967 | 10,869 | 350 | 2,097 | 8,422 | 15,096 | 2,775,000 | 392 | 544 |
| 1968 | 11,239 | 355 | 2,121 | 8,763 | 15,818 | 2,841,000 | 396 | 557 |
| 1969 | 12,284 | 404 | 2,416 | 9,464 | 17,490 | 2,919,000 | 421 | 599 |
| 1970 | 13,442 | 482 | 2,437 | 10,523 | 19,592 | 3,000,000 | 448 | 653 |
| 1971 | 14,781 | 586 | 2,878 | 11,317 | 21,108 | 3,090,000 | 478 | 683 |
| 1972 | 15,333 | 578 | 2,866 | 11,889 | 22,086 | 3,200,500 | 479 | 690 |
| 1973 | 14,777 | 589 | 2,596 | 11,598 | 21,911 | 3,304,422 | 447 | 663 |

Table 26
LICENSED VEHICLES & VEHICLES INVOLVED IN ROAD ACCIDENTS, 1972-1973

| Type of vehicle | Licensed vehicles | | % of change | Vehicles involved in r/a | | % of change |
|--------------------------------|-------------------|---------|-------------|--------------------------|--------|-------------|
| | 1972 | 1973 | | 1972 | 1973 | |
| Total | 330,440 | 370,059 | +12.0 | 22,712 | 21,839 | - 3.8 |
| Private cars | 198,330 | 229,009 | +15.5 | 10,679 | 10,934 | + 2.4 |
| Cargo trucks | 79,430 | 88,567 | +11.5 | 6,117 | 6,024 | - 1.5 |
| Motorcycles, scooters & mopeds | 41,230 | 40,253 | - 2.4 | 2,478 | 1,935 | -21.9 |
| Buses | 4,900 | 5,210 | + 6.3 | 1,972 | 1,610 | -18.4 |
| Taxis | 3,600 | 3,899 | + 8.3 | 1,049 | 902 | -14.0 |
| Other motor vehicles | 2,950 | 3,121 | + 5.8 | 417 | 434 | + 4.1 |
| Bi- & tricycles | Figures unknown | | | 1,130 | 840 | -25.7 |
| Animal-drawn carts | | | | 135 | 118 | -12.6 |

Table 27
CASUALTIES—PEDESTRIANS AND PASSENGERS, 1971-1973

| Year | Total | Pedestrians & others | % of the total | Passengers & drivers | % of the total |
|------|--------|----------------------|----------------|----------------------|----------------|
| 1971 | 21,108 | 6,163 | 29.2 | 14,945 | 70.8 |
| 1972 | 22,086 | 6,003 | 27.2 | 16,083 | 72.8 |
| 1973 | 21,911 | 5,689 | 26.0 | 16,222 | 74.0 |

Table 28
DISPOSAL OF ROAD ACCIDENT CASE FILES, 1973

| Disposal | Case files | Accident registers— When only damage caused |
|---|------------|---|
| All cases registered in 1973 | 18,149 | 7,754 |
| Closed by the police in 1973 | 7,535 | 4,233 |
| Under investigation | 1,806 | 1,080 |
| Convictions | 3,474 | 842 |
| Acquittals | 86 | 20 |
| Pending | 5,248 | 1,579 |
| Penalty | | |
| Imprisonment | 47 | — |
| Conditional imprisonment | 94 | 4 |
| License suspension—total: | 449 | 16 |
| up to 3 months | 278 | 12 |
| 3 to 6 months | 59 | — |
| 6 to 12 months | 22 | 3 |
| over a year | 31 | 1 |
| Conditional license suspension | 1,401 | 148 |
| Disqualification from obtaining a license | 31 | 3 |
| Fine | 3,426 | 821 |

Cooperation With Other Institutions

Police units cooperate with a large number of different organizations and authorities on traffic problems. Of special importance is the cooperation with the Ministry of Transport, the Public Works Department and the different local authorities. The police advise local authorities on the location of traffic lights, pedestrian crossings, parking facilities and road improvements. A veteran police officer, an engineer by profession, does this work. The Public Works Department receives a daily report on all accidents which may reasonably be assumed to have been caused, at least in part, by faulty roads, traffic signs or road markings. The police also is represented on all levels—national, district and sub-district—in the discussions of governmental and municipal authorities on traffic and accident prevention. This includes the

- Public Inter-Departmental Staff for Accident Prevention
- National Council for Accident Prevention
- District Town Planning Commissions
- Coordinating Committee on Traffic and Legislation
- Traffic Committees in the different local authorities.

Instruction for Youngsters and Information Activities

In the course of last year, 69,016 pupils in 1,206 elementary schools were given lessons on road safety and the right way to ride bicycles. Some of them also received practical instruction in vehicle and bicycle operation on experimental training installations set up near police stations in Haifa, Akko, Hadera, Ramla, Herzliya and Tel Aviv. Another installation of this type is now being prepared in Tiberias. These installations include paved roads, sidewalks, filling stations, pedestrian and bicycle paths, pedestrian crossings and traffic lights.

Police officers participated in lectures and meetings organized by the National Council for Accident Prevention and by other public organizations.

Traffic and Accidents in the Administered Areas

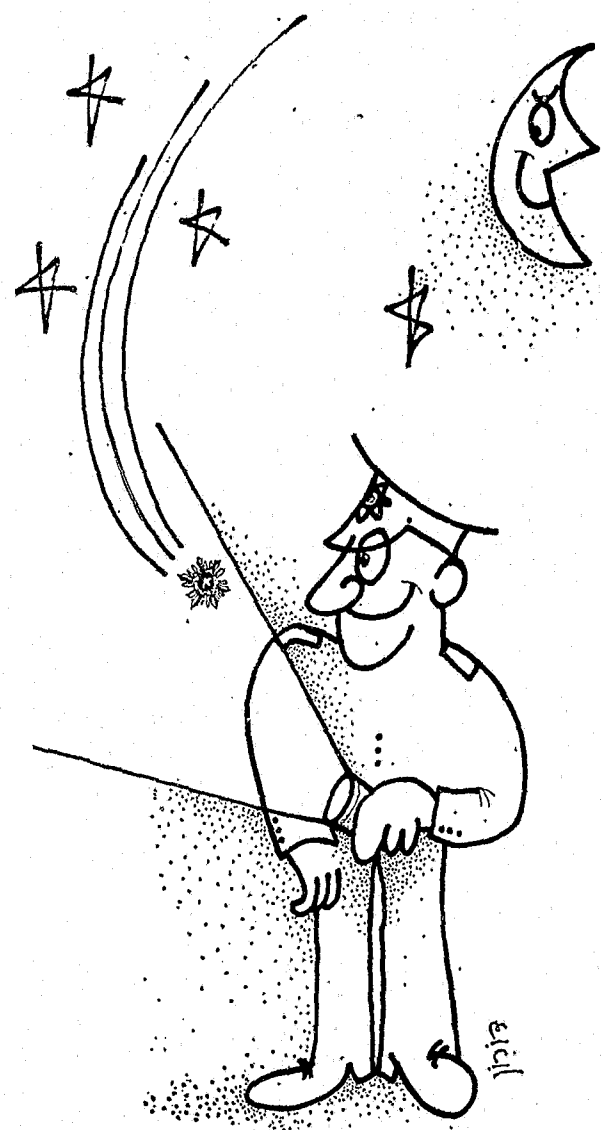
In the course of 1973 there were 1,323 accidents in which people sustained injuries in the Administered Areas (1972: 1,370). This marks a certain decline, concentrated in the 'Azza and Northern Sinai District (1972: 715, 1973: 616).

The number of persons injured remained almost unchanged, at 2,029 (1972: 2,046). Severity of injury also remained almost exactly at the previous year's level.

The introduction of speed measuring devices in 'Azza, greater patrol activity and information provided mainly to pupils and bus drivers, undoubtedly contributed to improved traffic safety consciousness in these areas.

Table 29
ROAD ACCIDENT CASUALTIES, BY SUBDISTRICTS, 1973

| Total | Shomeron Sub-district | Yehuda Sub-district | Azza/Northern Sinai Sub-district | Golan Heights | |
|-------------------|-----------------------|---------------------|----------------------------------|---------------|----|
| Total | 1,323 | 283 | 398 | 616 | 26 |
| Killed | 164 | 45 | 51 | 63 | 5 |
| Seriously injured | 501 | 116 | 86 | 289 | 10 |
| Slightly injured | 658 | 122 | 261 | 264 | 11 |



CHAPTER VI

MANPOWER

policemen, civilian employees, guards in settlements, and also Israelis serving in the Administered Areas.

The composition of the police (including the Frontier Guard) constituted three per thousand population—a ratio unchanged for the third year in a row.

In effect, the ratio is considerably lower; Frontier Guard forces are included as regular police, although their duties differ considerably from those usually provided by police in Israel. Attention should also be called to the 308 Israeli police officers assigned to the Administered Areas, and the many more engaged in providing logistic support to units in those territories.

The number of policemen from the minorities went up from 1,214 in 1972 to 1,287 in 1973.

The number of women in the force has been increasing steadily, from 969 in 1971, to 1,205 at the end of 1972 and 1,457 at the end of the year under review. This accelerated increase reflects their more extensive participation in operational activity. Although the possibilities of utilizing women in the force are more limited than those of men, their adjustment to police work must be considered a success.

Recruitment, Wastage and Changes

Available data indicate that a connection exists between economic conditions and interest in the police as a place of employment. In 1967, during

Establishment and Strength

Last year did not show any improvement in the problem of manpower shortage. Indeed, the situation even deteriorated. The gap between establishment and actual strength grew wider rather than narrower. The establishment was enlarged this year, to meet the responsibilities added to the tasks previously undertaken by the police.

In 1973, 12,882 persons were on the police rosters, compared with 12,543 in 1972. This number includes regular police, temporary supernumerary

the economic recession, applications for enlistment in the police reached a record of 10,938. On the other hand, prosperity with its abundant opportunities for more remunerative and less demanding employment resulted in a significant decline in the number of applicants. This process continued between 1968 and 1970, and the following years did not bring any significant improvement. The number of resignations dropped very slightly in 1971 and to a somewhat larger extent in 1972 (believed

Table 30
MANPOWER STRENGTH VERSUS POPULATION,* 1964-1973

| Year | Population | I.P. personnel | Regular police** | per 1,000 inhabitants | |
|------|------------|----------------|------------------|-----------------------|----------------|
| | | | | I.P. personnel | Regular police |
| 1964 | 2,523,000 | 7,445 | 6,254 | 2.9 | 2.5 |
| 1965 | 2,599,000 | 7,988 | 6,726 | 3.1 | 2.6 |
| 1966 | 2,657,000 | 8,871 | 7,569 | 3.3 | 2.8 |
| 1967 | 2,775,000 | 10,160 | 8,756 | 3.7 | 3.2 |
| 1968 | 2,841,000 | 10,819 | 9,210 | 3.8 | 3.2 |
| 1969 | 2,919,000 | 11,052 | 9,408 | 3.8 | 3.2 |
| 1970 | 3,000,000 | 11,165 | 9,405 | 3.7 | 3.1 |
| 1971 | 3,090,000 | 11,133 | 9,397 | 3.6 | 3.0 |
| 1972 | 3,200,500 | 11,358 | 9,614 | 3.6 | 3.0 |
| 1973 | 3,304,422 | 11,722 | 10,005 | 3.6 | 3.0 |

* According to preliminary figures of the Central Bureau of Statistics.

** Including Israeli policemen in the administered areas.

Table 31
MANPOWER STRENGTH, BY RANKS, 1964-1973

| Rank | Strength | | | | | | | | | |
|----------------------|----------|-------|-------|-------|-------|-------|-------|-------|-------|--------|
| | 1964 | 1965 | 1966 | 1967 | 1968 | 1969 | 1970 | 1971 | 1972 | 1973 |
| Commissioner | 1 | 1 | 1 | 1 | 1 | 1 | 1 | 1 | 1 | 1 |
| Commander | 8 | 8 | 8 | 7 | 7 | 8 | 8 | 8 | 6 | 8 |
| Deputy Commander | — | — | — | — | — | — | — | 8 | 11 | 10 |
| Assistant Commander | 20 | 22 | 25 | 24 | 24 | 26 | 36 | 30 | 28 | 30 |
| Chief Superintendent | 37 | 46 | 47 | 49 | 52 | 55 | 54 | 63 | 78 | 93 |
| Superintendent | 76 | 85 | 92 | 108 | 121 | 129 | 137 | 145 | 146 | 163 |
| Chief Inspector | 171 | 191 | 213 | 214 | 219 | 222 | 235 | 233 | 246 | 250 |
| Inspector | 203 | 208 | 226 | 224 | 226 | 237 | 230 | 269 | 303 | 374 |
| Sub-Inspector | 75 | 90 | 90 | 144 | 181 | 208 | 221 | 222 | 213 | 161 |
| Staff Sergeant-Major | — | — | — | — | — | — | — | 255 | 470 | 652 |
| Sergeant-Major | 537 | 616 | 676 | 717 | 774 | 840 | 938 | 807 | 818 | 939 |
| Sergeant | 718 | 800 | 874 | 967 | 1,034 | 1,075 | 1,122 | 1,197 | 1,309 | 1,390 |
| Corporal | 1,000 | 1,034 | 1,150 | 1,225 | 1,263 | 1,290 | 1,441 | 1,483 | 1,572 | 1,661 |
| Lance-Corporal | 1,457 | 1,416 | 1,340 | 1,387 | 1,539 | 1,684 | 1,651 | 1,689 | 1,478 | 2,003 |
| Constable | 1,951 | 2,209 | 2,827 | 3,689 | 3,769 | 3,633 | 3,331 | 2,987 | 2,935 | 2,270 |
| Total | 6,254 | 6,726 | 7,569 | 8,756 | 9,210 | 9,408 | 9,405 | 9,397 | 9,614 | 10,005 |
| % of change | +6.8 | +7.5 | +12.5 | +15.7 | +5.2 | +2.1 | — | -0.1 | +2.3 | +4.1 |

to be due to the expectation of pay raises), and the number of new enlistees was higher by 43 in 1972 than in 1971.

The improvements in pay scales apparently contributed to the decrease in the number of resignations. On the other hand, higher pay did not result in more enlistment in the police.

In spite of fewer applications (4,907 in 1973), enlistment standards were not reduced—neither in respect of education nor health. During this year,

Table 32
WASTAGE—CAUSES, 1973

| Cause | Total | Senior Officers | Inspectors | N.C.O.s Constables |
|----------------------------------|-------|-----------------|------------|--------------------|
| Total | 1,080 | 33 | 30 | 1,017 |
| Died | 14 | 4 | 1 | 9 |
| Killed | 2 | — | — | 2 |
| Fell on duty | 3 | 1 | — | 2 |
| Discharged (ill health) | 106 | 8 | 5 | 93 |
| Dismissed | 36 | — | 1 | 35 |
| Pensioned | 49 | 14 | 11 | 24 |
| Resigned | 522 | 6 | 11 | 505 |
| Other causes | 11 | — | — | 11 |
| Completion of compulsory service | 337 | — | 1 | 336 |

1,470 new members of the force were enrolled, including 369 conscripts for compulsory military service, who joined the Frontier Guard.

As the accompanying table indicates, the large majority of resignations from the force (96.0%) occurred in the lower ranks (from constables to sergeants), mostly during the first three years of service. That applies especially for constables, where 79.0% of those resigning had not yet completed three years service. Consequently efforts should concentrate on halting resignations in this group. Such departures from the force constitute a significant loss, in terms of efforts and means invested in recruitment and training.

The multi-strata recruitment policy last year led to the enrollment of qualified individuals for specific positions. Candidates selected were given special training to allow for their immediate assignment to their specialities. (See below, in "Training.")

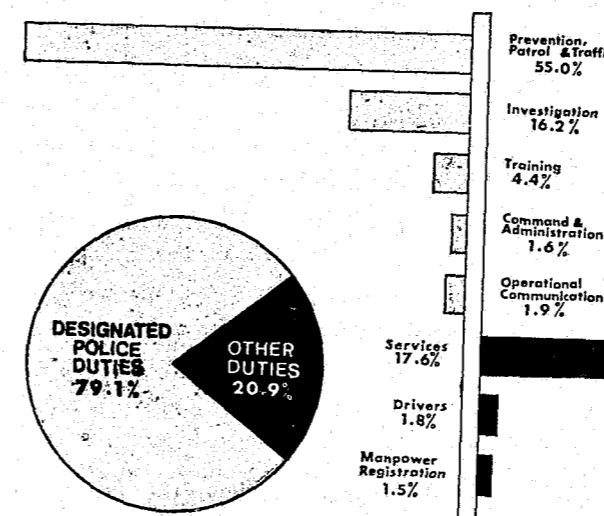
In the course of the year, 22 graduate professionals enrolled in the police (1972: 12). These professionals included lawyers, sociologists, chemists, social and physical scientists. Authority was also granted for the recruitment of "non-uniformed" personnel, for assignment to positions that do not necessitate the wearing of uniform.

Table 33
MANPOWER STRENGTH AT HEADQUARTERS & IN POLICE DISTRICTS, 1973

| Rank | Total | Headquarters, Frontier Guard, Training Bases | Northern District | Tel-Aviv District | Southern District |
|--------------------------------|--------|--|-------------------|-------------------|-------------------|
| Officers | 1,090 | 569 | 157 | 186 | 178 |
| N.C.O.s | 4,642 | 1,717 | 1,065 | 876 | 984 |
| Constables | 4,273 | 2,074 | 806 | 600 | 793 |
| Total—regular police | 10,005 | 4,360 | 2,028 | 1,662 | 1,955 |
| Temporary supernumerary police | 1,296 | 829 | 114 | 91 | 262 |
| Clerical staff | 11 | 6 | — | 2 | 3 |
| Settlement watchmen | 410 | 410 | — | — | — |
| Total—police personnel | 11,722 | 5,605 | 2,142 | 1,755 | 2,220 |
| Total—police personnel in 1971 | 11,358 | 5,527 | 1,864 | 1,642 | 2,325 |

Table 34

DIVISION of PERSONNEL by DUTIES - 1973



Medical Aspects

Constables and sergeants on the average lost 13.4 days a year due to illness; for officers the corresponding average was 7.6 days. "Illness" here includes injuries due to hostile action and other mishaps suffered by police officers in the line of duty.

Several thousand applicants for enrollment in the police were given medical examinations by the Police Medical Service; 202 men appeared before medical committees, which found 120 of them fit for duty and accepted the others with some restrictions.

Periodic inspections were conducted at police premises, to ascertain satisfactory sanitation standards. Preventive medical supervision was also conducted at the temporary kitchens of field units.

Service Conditions

Wage Raises

The desire to reduce resignations and to attract new personnel to the police necessitated detailed examination of pay scales for all ranks. The year under review may well be considered a turning point in this respect, with significant improvements

in the pay of all ranks. The new collective agreement, signed in August 1973, was based on three principles:

- elimination of the differential between police pay and earnings of other government employees;
- correction of distortions in existing pay scales;
- acceptance of a principle which, perhaps, was the most important element for members of the force: compensation for the special conditions under which police officers work, and the inclusion of this increment in the base for pension computation; all this was accomplished by enlarging the base pay component that constitutes compensation for the special service conditions of the policeman.

At the same time, the basic salaries of ranks from constable to Inspector were increased. Compensation for night shifts was also raised for these ranks. A special bonus was approved for members of the force with matriculation certificates. Those qualified will be paid according to the pay scales that apply to graduate professionals and technicians. A special bonus was approved for members of the force with matriculation certificates. Those qualified will be paid according to the pay scales that apply to graduate professionals and technicians. A special pay increment was approved for officers of the ranks Chief Inspector and up, who completed the Senior Officers' Course.

Fringe Benefits

Separation Benefit: In order to encourage members of the force to continue in their positions after reaching the age of 55 (their experience enables them to do good work) an agreement was reached with the Ministry of Finance, according to which members of the police who retire at the age of 60 shall be entitled to a special retirement grant.

Life Insurance: Benefits paid to survivors of a member of the police who participated in the Policemen's Funds have been raised to IL 30,000. A contributor whose spouse passes away, receives IL 10,000 in insurance benefits.

Severance Pay: Under the terms of the Sever-



Frontier Guardsmen praying at the Wailing Wall

ance Pay Law, the spouse of a member of the police who is forced to leave his/her job because of the transfer of the police employee to another town, is entitled to severance pay. Such pay is also granted to any employee who quits his job in order to enlist in the police.

Education: In addition to police participation in the cost of secondary education of policemen's children, members of the Policemen's Funds also receive either 50% or 100% participation in the cost of their children's higher education.

Welfare

Housing Loans: In the course of 1973, 1,745 loans from the Policemen's Funds were approved, in the total amount of IL 4,429,250. The limit of housing loans was increased this year to IL 10,000,

and similar increases came into effect in connection with loans for other purposes. In cooperation with other authorities, the police managed to arrange housing for 239 members of the force.

A joint loan fund was set up by the Policemen's Funds and *Mish'an*, to provide constructive loans of up to IL 2,000. There is also a new loan fund established by *Mish'an* and the Ministry of Housing, which provides up to IL 5,000 for home acquisitions.

Grants: In the course of 1973, grants were allocated to 71 needy members of the police force.

Promotions and Prizes

During the year under review, the minimum interval before promotion for officer course graduates of the rank of sub-inspector was shortened from eighteen to twelve months. New enlistees who graduate from their basic training course with a mark of C or higher are promoted to the rank of lance-corporal upon graduation. Those who complete the course for sergeants with grade C or higher are given that rank immediately upon graduation.

In the course of 1973, 3,850 members of the force were promoted, 91 of them to officer rank. In addition, 4,359 cash prizes were awarded. A special team was set up to examine the present system of cash prizes and to suggest proposals for its improvement.

Table 35

MANPOWER STRENGTH IN THE ADMINISTERED AREAS, BY RANKS & BY SUBDISTRICTS, 1973

| | Total | | Shomeron Subdistrict | | Yehuda Subdistrict | | Azza & North Sinai Subdistrict | |
|-------------------------|-------|----------|----------------------|----------|--------------------|----------|--------------------------------|----------|
| | Total | Israelis | Total | Israelis | Total | Israelis | Total | Israelis |
| Total | 1,160 | 308 | 267 | 107 | 276 | 81 | 617 | 120 |
| Officers | 51 | 43 | 12 | 11 | 15 | 14 | 24 | 18 |
| Acting officers | 1 | — | 1 | — | — | — | — | — |
| N.C.O.s | 347 | 171 | 91 | 62 | 91 | 47 | 165 | 62 |
| Constables | 733 | 66 | 156 | 27 | 166 | 16 | 411 | 23 |
| Supernumerary policemen | 28 | 28 | 7 | 7 | 4 | 4 | 17 | 17 |

Twenty-two outstanding policemen were awarded prizes by heads of municipal authorities; these awards were made at the Police Day ceremonies held in the different units.

Manpower in the Administered Areas

At the end of the year there were 852 policemen in the Administered Areas, compared to 857 in the previous year. Of local policemen, 44 were new recruits.

Continuing the previous years' efforts to raise the standards of the force in the Administered Areas, various courses were held, cultural activities were initiated and individuals were encouraged to study. A special training course for local policemen, with 64 participants, was held twice during the year. The first course for sergeants to be held in the Administered Areas was conducted during the year. It was held at the Central Training School and had 28 participants.

Training

New Trends

During the year under review, training and instruction proceeded at all levels, except during the war. At that time, all trainees were returned to their units and the instructors were attached to the Tel Aviv District.

All training courses, at all levels, are now based on the active participation of trainees, including discussions and the provision of opportunities for expression of personal opinions. This method has two points in its favor: (1) the trainee is encouraged to think for himself; (2) he is given the opportunity to learn from the experience of others. The training facilities had also to be reorganized during last year, in line with "multi-strata recruitment" which has been in effect since 1972. This applies to investigation technicians, and so forth, all of whom require considerable flexibility in respect of the training provided. In addition, members of the force also studied at outside institutions, such as the Technion. At the Technion Institute of

Higher Learning, training was received in technical specialities required by the police for its day-to-day operations, such as electronic data processing, communications and electronics.

The police have always considered outside critique to be of very great importance for the development of the force. In addition to this, considerable attention was devoted to requests from the public, even in instances that may not be linked directly to police responsibilities; i.e., citizens frequently turn to the police because no other public agency responded to them. It is stated policy to accede to the citizen's wishes to the greatest possible extent. This is explained in the course of every training program, as is the policy's objective: to do what the community expects, in order to create closer bonds between the police and the general public.

A follow-up program to check on the effectivity of training courses after they are given was agreed. In this context, feedback from the units and from courses graduates concerning the link between the teaching programs and practical work is considered extremely important.

Criteria have been set for participation in each course, in order to assure the right level of every training program. That was done in spite of difficulties in recruitment. Thus candidates for participation in a course for constables must have completed at least ten years of schooling, in addition to obtaining psychotechnic test results equal to those required of sergeants in the army. Candidates accepted directly for the investigators' course must have completed secondary school and obtained a matriculation certificate. Youth Supervisors must have twelve years of schooling, and so forth.

Negotiations with the Tel Aviv University, on academic recognition for the Senior Officers' College, resulted in the following agreement:

- the training course for senior officers will last eight months, instead of six, and will be equivalent to one scholastic year at the university; part of the studies will parallel those at the university;
- graduates of the Officers' Course will now be able to continue their university studies at the

Faculty of Law or the Faculty of Liberal Arts, even if they do not have matriculation certificates, on condition that their graduation mark is 8 or higher.

Training Institutions and Methods

The Central Training School

Following the reorganization of the Organization Department, the Central Training School now also serves as the national training center, which is in charge of all training activities throughout the Israel Police. This includes actual supervision of all such activities, as well as the provision of all teaching materials and training aids, except for the Senior Officers' Course. Activity concentrated on two main spheres: conduct of training courses and the operation of the training unit.

As always, training courses were conducted on three levels: basic training, command training and technical training. With fewer men joining the force, the proportion of women recruits increased this year.

The Officer Training Course had 49 participants this year—double the usual number—due to the increased demand for commanders. In the course of the year concise training programs were also conducted for sub-inspectors, a combined course for men in operational and administrative posts, and a course for special assignments.

In all training activities the educational scope was broadened; in each, considerable stress was placed on the quality of the environment and of life. Evaluation of the trainees was based on the open follow-up of their attitudes to the material studied and to principles of conduct.



The Commander of the Central Training School hands out lance-corporal grades to graduates of the Basic Training Course

Senior Officers' College

This year the eighteenth course was completed—the third in a row to study a program prepared in cooperation with Tel Aviv University. This refers primarily to the study of law, as well as of behavioral sciences.

The Police Administration School, which is part of the Senior Officers' College, continues to give one week refresher courses for higher ranking officers. This year the topics covered included: decision making, morale, recruitment and maintenance of manpower and the introduction of changes.

Frontier Guard Training Center

This center is where new recruits to the Frontier Guard first report and here they also receive their basic training. Driver training for the Frontier Guard is also conducted here, as are various other courses.

Training in the Sub-Districts

Last year's training program in the sub-districts was planned on the basis of a preliminary survey, and of interviews conducted in the districts and in National Headquarters departments.

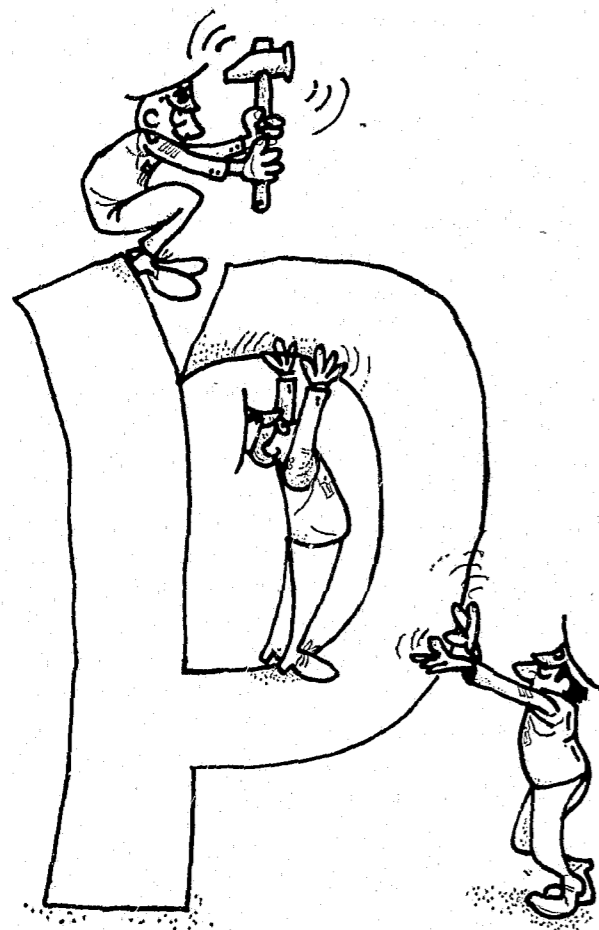
Mandatory subjects of study—about 25% of the hours of training in the sub-districts—were prepared by the Central Training School, in cooperation with districts and the professional units at National Headquarters. In addition, subjects of

specific local interest were covered in the various units.

General Educational and Cultural Activity

As explained above, graduates of the Senior Officers' College can now continue their studies at Tel Aviv University even if they do not hold matriculation certificates. However, this should not be construed to indicate any reduction of the previous emphasis on secondary education. Last year, as previously, the police prepared many of its members for the matriculation exams. Assistance was also provided for those wishing to attend institutions of higher learning, or to take correspondence courses, or learn English and Arabic. In the Administered Areas, study of Hebrew was encouraged. Costs of secondary study are covered by the police upon the successful completion of matriculation examinations. Police officers also participated successfully in training courses provided by the Israel Defense Forces, the Technion, the Israel Productivity Institute, and so forth.

The school for the intensive study of Hebrew also operated this year, in cooperation with the Jewish Agency and the Ministry of Education and Culture. Its purpose is to prepare new immigrants for service with the police. Training courses at the Central Training School and the different training centers devote considerable time and effort to the improvement of the participants' knowledge of Hebrew.



When the police budget for 1973/74 was approved, it appeared that the sums allocated would suffice both for immediate needs and those connected with long-range planning. That budget constituted a great step forward, in comparison with those of previous years; for the first time police requests were met to an extent that allowed the force to advance into a new age, in terms of the means at its disposal. Undoubtedly, this was also due to greater interest on the part of the general public, as well as of government institutions, in social problems in general, as well as in phenomena that affect the work of the police.

The new budget allocated larger sums than ever before for research, information and new equipment. Provision was made for the acquisition of more sophisticated gear; the computer was to be replaced by a larger one; additional vehicles were to be bought, as well as new equipment for use in

CHAPTER VII

ADMINISTRATION AND SERVICES

investigations; and the buildings that house the police were to be improved.

However, because of ensuing developments, some changes had to be made in the plans that were to have been carried out under the new budget. New requirements appeared, necessitating alterations in the scale of priorities. Thus, for instance the organizational changes in the Northern District called for extensive construction activity, to provide for new sub-district headquarters; the formation of a special operations squad in the Frontier Guard called for the allocation of funds; the assumption of operational responsibility for the Lebanon border on the part of the Frontier Guard, necessitated the construction of facilities there and logistic reorganization. All this, and other changes, resulted in the alteration of expenditure items originally intended for other purposes.

On top of all that came the economic developments that followed the approval of the 1973/74 budget; even before the October war, rising prices wiped out all the benefits of the larger budget allocation. The higher cost of many materials and products (fuel, electricity, water, paper, raw materials, food, as well as rising wages, reduced the new budget to an effective value no greater than that of the previous year. This was followed by the outbreak of hostilities, forcing the police to put aside many of its earlier plans; logistics had to be adapted to wartime and post-war conditions, with all possible emphasis on saving. Even equipment ordered before the war did not reach the police because of it, in spite of the fact that funds for such acquisitions were available.

Because of these developments, the police was

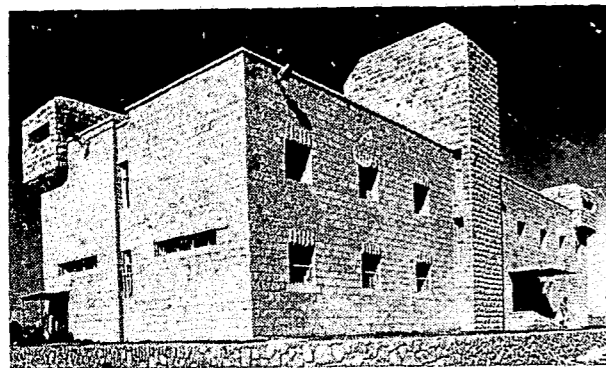
forced to put aside previously prepared plans. To a large extent, the police resorted to improvisation, in order to achieve whatever was necessary without dropping services to levels below those considered acceptable.

The objectives to be achieved by the police in the near future are partly those which had to be postponed because of the war, and partly new ones. They include:

- *Construction projects:* completion of the National Headquarters premises in Jerusalem, the Frontier Guard base at Kiri'at Arba and Frontier Guard installations near the Lebanese border; construction of a base for a Frontier Guard unit in Tel Aviv, of the Atarot project in Jerusalem (including the Jerusalem house of detention, kennels, vehicle repair facilities and a Frontier Guard base), and of new police stations in the three large cities.
- *Considerable increases of operational equipment:* the acquisition of portable communications gear and of communications networks for patrol cars; the continued replacement of manual switchboards with automatic ones; the acquisition of new vehicles, automatic cameras, electronic speed measuring devices, auxiliary equipment for investigation activities and other sophisticated items.
- *Replacement of the computer* with a larger one and the acquisitions of eight terminals to link the larger subdistricts in the country directly to it; conversion of the teleprinter network to automatic operation and acquisition of a computer for this system.
- *More extensive utilization of helicopters*, not only in connection with traffic control.
- *Improvement and modernization of the police-*



In a police vehicle workshop



A new building in a Frontier Guard base

man's individual equipment, including his uniform, for greater efficiency and better appearance.

- Acquisition of additional apartments for the use of new recruits in the Tel Aviv District, as well as veteran policemen willing to transfer to that district.
- Acquisition of new equipment and the general improvement of police installations, including improvement of their appearance.
- Improvement of facilities in houses of detention and in the detention cells in police stations.

The Police Budget

The ordinary budget of the police for 1972/73 was IL 195,238,000, of which IL 194,653,440 were actually expended.

In addition to this budget there was an allocation of IL 32,593,900, to cover expenditure of police units in the Administered Areas and costs of guarding defense installations, Military Government offices and public places. This allocation is balanced by funds collected from government departments, public institutions and private companies.

The development budget for 1972/73 was IL 10,398,000; it was utilized in full. IL 5,446,000 of this sum were earmarked for progressing construction work on the National Headquarters in Jerusalem; IL 4,250,000 went for the purchase of apartments for policemen serving in the Tel Aviv District.

The ordinary budget for 1973/74, including sums

dependent on their collection from other participating bodies, was at first set at IL 271,690,000, with a development budget of IL 16,200,000.

Quartermaster

This year considerable attention was devoted to the improvement of individual equipment, as well as of items used in the different units. After the new National Headquarters premises were completed, the offices and laboratories were furnished in a manner suitable to their purposes. Police stations, and especially waiting rooms for the general public, were equipped with new furniture. The same was done for policemen's hostels, where, for instance, new beds with foam-rubber mattresses were introduced. Allocations for personal equipment were increased and planning began on new uniforms for all ranks.

A total of 800,000 meals were supplied to members of the force, and 110,000 cooked meals to persons in detention. In addition, persons detained were given a total of 46,000 packaged meals. Animal feed supplied to dogs and horses in the police service added up to 99,000 day rations.

The prevailing security situation caused considerable attention to be devoted to problems of sabotage, and especially to explosive letters. To hold such shipments, the police workshops constructed 120 special cases, and these were distributed to all police units. In addition, orders were placed for twelve special containers in which explosives could be transported.

The Police Livestock Administration holds about 1,000 dogs of all types, many of them stationed at defense installations and in border settlements. In addition, there are 51 horses in the Tel Aviv and Southern Districts.

Transportation

The police vehicular fleet grew this year, with the addition of 224 new vehicles; 136 vehicles were taken out of service. At the end of the year under review, the police operated a total of 1,411 vehicles of all types.



New vehicles—refrigeration trucks and riot vans

Communications and Electronics

Means of communication at the service of the police also improved during the year under review. At present, these include stationary radio equipment, movable and portable sets, exchanges, automatic telephone switchboards and field switchboards.

Three police communications set-ups operate day and night. These are:

- a teleprinter network that links all staff headquarters, Ben Gurion Airport, Haifa Port, the Prisons Service and several police stations in different parts of the country;
- voice communication systems to link all police units throughout Israel;
- morse telegraph, connecting the National Headquarters with Interpol.

A total of 1,712,812 messages were moved in the course of the year. 1,906 telegrams were exchanged between National Headquarters and Interpol.

Construction and Real Estate

Construction of the National Headquarters in Jerusalem was completed this year, making it possible to transfer administrative and criminal iden-

tification units, including laboratories belonging to the latter, from their old quarters in Tel Aviv and Yaffo. Work was also completed on the Frontier Guard structure at Kiriath Arba; a number of buildings were adapted to the needs of the Northern Sub-district Headquarters of the Frontier Guard and of another Frontier Guard base. Warehouses were erected in Bet Dagan for equipment and arms; further Frontier Guard bases were expanded; new buildings were put up for police stations in Ramat Hasharon and Or Akiva and the police station in Yerouham was renovated.

The reorganization in the Northern District necessitated the immediate adaptation of buildings in Akko and Nazareth for new sub-district headquarters; this work had not been foreseen, since the relevant decisions were made only after the 1973/74 budget had been approved.

The Administrative Control Section

All administrative activities in the police are under the supervision of the Administrative Control Section. This unit carries out various control activities, including routine and surprise checks in all police units, in order to bring about the correction of faults disclosed and conclusions to be drawn.



SECTION VIII

PUBLIC RELATIONS AND INTERNATIONAL TIES

The creation of a favourable public image is certainly not an easy task, and cannot be accomplished artificially. Extensive police activity lies at the basis of the public-police relationship and causes, due to its very nature, tension and sometimes antagonism, between the public and the police. It goes unsaid that this antagonism is certainly contrary to the intention of the police.

The police are well aware of the important role played by the mass communication media, as a factor molding public opinion. Evidently, fostering a good relationship with the mass media and with the public, may contribute to the lowering of existing or future tensions.

The leading principle according to which the police fulfill their duties, is that of extending maximum assistance to the public and introducing constant improvements in the services given. The territorial changes introduced in the Northern District, for instance, were chiefly intended to make the contact between the public and the police more direct. The importance of good relations with the public for efficient fulfillment of police work are stressed again and again in all police courses.

For the improvement of public relations, it is also essential that communication within the ranks be improved. A better flow of communication within the force will increase the individual policemen's knowledge of subjects preoccupying the police and of current issues of public interest, and this will surely help him both in fulfilling his duty and in explaining the attitude of the Police Force to members of the public.

Greater importance has been assigned lately to the outer appearance of police stations and posts, in order to reduce as much as possible the public's natural reluctance to enter police premises. The police is intent on making it easier for members of the public to assist the force. For instance, in many cases policemen visit the homes of witnesses, instead of summoning them to police headquarters.

Activity Among the Public

During the period January through September 1973, there was a very broad coverage of police activity in all the mass communication media, and particularly in the press. This fact receives special weight upon comparing this period with the same period in the previous year. Information published on police activity was also characterized by greater objectivity than in the past.

The change in attitude towards the police on the part of the mass media was brought about by several causes: the public's attention was directed towards social subjects and, particularly, towards the problem of youth in distress, and therefore greater importance was assigned to police activity in this field; the services extended to the public were improved; the importance of good public relations and of supplying mass media personnel with as much information as possible has become clearer than in the past to many police officers of all ranks.

In *Tel Aviv*, the police paid special attention to the city's outskirts. In situations laden with social tension, the police very often became the mediator between the residents of certain quarters and the municipal authorities, the government, etc. This was done to prevent disorderly conduct and transgression of the law.

In *Jerusalem*, high-ranking police officers held talks with students on the Hebrew University campus in Hyde-Park style discussions. The police also found ways of discussing attitudes with religious radicals, to dissuade them from breaking the law.

In the *Northern District* the public's attitude towards the police is sympathetic and especially cooperative, and this finds expression also in the mass media coverage. The population of this district includes a large Arab minority, with which the police is in constant contact; meetings are held regularly with Arab heads of municipalities and other leaders.

Information directed outwards to the public, and that directed inwards, to police personnel, was assigned greater importance than in the past. The force is employing a special advisor on matters of information and public relations. Also more money and manpower were allocated for this purpose than in the past.

In the framework of information activity, hundreds of lectures on police subjects were delivered to various audiences in schools, Kibbutzim, immigrant absorption centers, youth clubs and other institutions. Among the subjects were: Juvenile delinquency, the police as an institution serving society, police duties, road accidents and their prevention, how to act upon discovery of suspicious objects, etc. Special emphasis was laid upon information to young people, in order to enhance their understanding of police activities.

Hundreds of visitors were shown around police units, installations and bases and received explanations concerning the place and police work in general.

The police band is tying "links of music" between the police and the public throughout the country. This year was the 50th anniversary of the Band's foundation. On this occasion the band was allocated a new hall for its rehearsals. In the course of this year the band gave 162 concerts to the public. Lately, it has been giving concerts in high schools, in which all pieces played were accompanied by an explanation on their style and historical background.

The humane activities undertaken by various police units or by single policemen, on their own initiative, usually off-duty, played an important role in improving the police-public relationship. Among these activities may be mentioned "adoption" of youth clubs, kindergartens and schools, the treatment of young problem cases and the extension of assistance to persons in distress. The voluntary activities of the Policewomen Unit in *Tel Aviv* serve as a good example. Since the Six Day War, policewomen have been assisting wounded soldiers in the city's hospitals by paying them visits, organizing parties for them, presenting them with gifts and so on. Also, parties were sometimes organized for wounded soldiers who had left the hospital. Two institutions for orphans and for children from ruined families have been adopted by the *Tel Aviv* policewomen. Children from these institutions frequently spend holidays and weekends in policewomen's homes. Lonely persons residing in aged homes were also visited by policewomen.

Indeed, policemen are constantly aiding the public by actions which are not included in their formal duties. In thousands of letters received by police units, members of the public express their gratitude for the help received and laud the devotion and aptitude of the policemen who assisted them. In these letters, the view is frequently expressed that the critical attitude held by some members of the general public towards the police is unbalanced and, very often, unjustified.



At an Independence Day Party organized by the police for recovering soldiers

The Handling of Public Complaints

The Israel Police is fully aware of the public's sensitivity regarding the rights of the individual. Therefore, the Public Complaints Bureau was established, to handle public complaints. This institution enables members of the public to defend themselves against the misuse of police authority and powers. The Public Complaints Bureau was established on 1.1.73. It is headed by a high ranking officer (a jurist), who is subordinate and responsible directly to the Inspector General. At the same time, officers responsible for the handling of public complaints were appointed at district and sub-district headquarters. Every complaint addressed to the Public Complaints Bureau is being carefully investigated and decisions concerning the application of the investigation's findings are reached independently of the local commanders, against whose units the complaints were made.

The establishment of the Public Complaints Bureau had several purposes: (1) to serve as a central address for all public complaints; (2) to improve investigation procedures of public complaints; (3) to rectify errors and misdeeds revealed by the investigation of complaints; (4) to locate points of friction between the police and the public; (5) to draw conclusions about possible improvements in working methods and procedures; (6) to give the public the feeling that everything is being done to investigate its complaints thoroughly and with due attention and care. Greater public awareness of the foregoing will improve public confidence in the force, and the public image of the police and its ability to serve the public will improve.

Besides the Public Complaints Bureau, there are other institutions controlling police activity. One of them is the State Comptroller, who checks on police units and, in his capacity of Public Complaints Commissioner, also receives complaints from the public on the conduct of the police as an institution and of individual policemen. The police also receives criticism from Parliament, the courts and the mass communication media. Critical comments included in courts' sentences are regarded as complaints, and the findings of their investigation are forwarded to the Head of the Public Complaints

Bureau for confirmation. Complaints against the police force or against individual policemen are also recorded during the interrogation of defendants and witnesses. If the person interrogated brings to the attention of the police information which can be regarded as a complaint, his testimony is being passed on to the proper authorities, for investigation and treatment. The control mechanism is very extensive and it is important for the police itself, as it helps the force to locate and rectify faults and misdeeds.

Examples are not wanting; for instance, the initiative of the Public Complaints Bureau led to the change of standing orders regarding the receipt of found property and the handling of stolen cars retrieved by the police; special arrangements were made to shorten the time required to reimburse a member of the public for a fine he had needlessly paid. The standing order regarding the removal of photographs of suspects from the offender's album was amended, a new standing order regarding the release of information to bodies outside the police was formulated. Also, training was given to police personnel, based on conclusions drawn from public complaints' investigations.

International Ties

Among the prominent guests of the Israel Police this year were a high ranking officer of the Mexican Police, the Head of Laboratories of the Ethiopian Police and other officers of that police force,



Visitors from England who had served with the Palestine Police at the Central Training School



Handshakes at I.P.A. convention in Israel

the Head of the Frontier Guard of the Ghana Police and his assistants, senior officers of the Brazilian Police and guests from a friendly country in Asia.

Officers of the Israel Police went abroad on study trips—two to England and the U.S.A., regarding the intended replacement of the existing computer, and another to Western Europe to examine anti-burglary devices and methods of securing property.

Cooperation on the operational criminal level between the Israel Police and other police forces is being conducted through Interpol—the International Criminal Police Organization. During this year, current cooperation was maintained with most countries in the world, and especially in Europe and North America. In 1973, 1,252 cables and 525 letters were received from the central bureau and from the national bureaus of Interpol. The Israeli bureau sent 199 applications to bureaus of Interpol abroad.

Cooperation found expression in exchanges of

know-how, collection of evidence, location of wanted and missing persons, location of stolen property, detection of drug smugglers and so forth. It should be noted that gradually patterns for mutual assistance in these matters have been established. The ties with Interpol are expanding, as tourism to and from Israel is growing. With the active assistance of Interpol, absconding Israeli offenders were arrested abroad.

Interpol held four international conventions this year: In March a convention was held in Paris, in which a suggestion to establish an international connection between police computers was discussed. The General convention of Interpol took place in Vienna in October. A convention of police training school commanders was held in St. Cloud, France in November. In June 1973 a convention of African members of Interpol took place at Liberville, Gabon.

The Israel Police participated only at the general convention in Vienna. Among the subjects discussed

were: world-wide coin forgeries, dangerous drugs, the trading of women, etc.

The International Police Association (I.P.A.)

In 1973 the Israeli Branch of I.P.A. celebrated its tenth anniversary. On this occasion an international meeting was held in Israel in which 500 representatives of 16 countries participated. During their stay in Israel the representatives visited Israel Police installations and received information on the operations of the Israeli Branch.

At the occasion of the anniversary, the Israeli Branch published a special issue of its periodical, in

four languages, including information on the State of Israel, its police force and the Israeli Branch of I.P.A. Another event organized in connection with the international meeting, was the opening of an exhibition of paintings, in which amateur painters serving in the police took part.

In 1973 the Israeli Branch of I.P.A. numbered 5,500 members, including many pensioners. More than 150 events were organized this year, including meetings, parties, excursions, meetings with members of government, etc. 24 members of the Israeli Branch went on a tour to Europe this year and 7 groups of I.P.A. members from various countries were guests of the Israeli Branch.

PART II

THE WAR AND THE POST-WAR PERIOD

The Yom Kippur War made a sharp break in the normal course of events; in many respects it constituted the end of one epoch and the beginning of another. Its effects, both short and long term, influence all aspects of life in Israel. It is only natural, that this should also hold true for the police.

As the police force is always in a state of preparedness, it managed to adjust quickly to changed circumstances; within a few hours it had shifted to a state of emergency.

This report—the description of police activity, development and policy during this period—cannot possibly combine the events of January-September with those of October-December. The comparison of statistical data, summaries of activity and descriptions of policy for the whole year with corresponding facts from previous years, cannot constitute an appropriate expression of the changes that occurred in 1973. Because of this, the report is made up of two parts; Part II deals with the period from the beginning of the war until December 31, 1973.

Organization

As soon as fighting broke out, the Inspector General mobilized all police forces and actuated all plans for the eventuality of war, in accordance with previously prepared emergency plans. Within a very few hours this was effected at all levels of the organization, including all the necessary operational

and logistic steps. As soon as the fighting had stopped, a team was appointed to study anew all aspects of the police' emergency set up, in the light of the experience gained.

One of the central principles underlying police emergency plans is the dispersal of police units to bases established in the midst of the population. Such dispersal has practical value—the police can extend aid quickly, should the need arise, as well as support public morale: seeing police in their midst, citizens gain a sense of security.

In this war too the police were spread all over Israel. However, because this war was longer than the previous two, this policy created more serious general logistic and housing problems.

On the cessation of hostilities, bases were closed and members of the force returned to sleep in their own homes. However, they continued to work twelve-hour shifts—a much longer workday than usual; at first, leave was granted for 24 hours every two weeks, and later once a week. Only after the Knesset elections, which were held on December 31, did policemen return to their normal number of work hours per day.

The extensive dispersal all over the country and life at temporary police bases necessitated immediate and far-reaching logistic activity. The divisions of the Organization Department and all field units quickly completed the shift from the normal to the

emergency set-up, in accordance with previously prepared plans.

Quartermaster bases immediately acted at a pace required by war time; equipment was issued according to priorities determined by the different demands. Firstly arms were issued, then blankets and rations for the first few meals, until the kitchens could commence operation.

Subsequently, all arrangements for the provisioning of the forces at the bases were completed. With regard to weapons, this included the distribution of ammunition, spare parts and so forth, as well as the repair of weapons in reserve stores, so as to increase usable stocks on hand. Regarding rations, additional supply lines were activated, new kitchens were opened and the capacity of existing ones increased, to supply three meals a day. In order to accomplish this, supply bases operated around the clock during the first few days of the war.

Changes in Operational Emphasis

Together with organizational and administrative changes came also changes in the volume of operational activity as well as its character. The emphases and priorities of different police activities changed, as dictated by the situation and in line with what the public expects of its police force.

During the war the police concentrated its operational activities in three major spheres:



The Inspector General and the Head of the Organization Department in Command Post

- a. assistance to security forces, as well as organizations active in times of emergency, such as the Emergency Economic Administration, Magen David Adom, and so forth;
- b. protection of public order and safety;
- c. provision of assistance to all citizens who applied for help, even where this request was outside the police' usual competence; everything was done to give the citizen the feeling that somebody was willing to listen and to help.

The shift to a twelve-hour day—where necessary, even longer—and the reenforcement of patrol units at the expense of other activities, increased operational forces far above what is customary in normal times. One of the major objectives was to be highly visible, and that was achieved. The presence of police everywhere was of great importance, for the accomplishment of their missions, and for public morale.

Patrol and Other Operational Activities

Assistance extended to the Israel Defence Forces and other organizations active in times of emergency included help in the mobilization of reserve personnel and vehicles, traffic direction and the clearing of vital transport arteries. Police representatives participated in all committees of the Emergency Economic Organization, at all levels, and the police had a hand in the execution of all decisions. This included the mobilization of trucks for the Organization's hauling activities.

The Frontier Guard, under Israel Defence Forces command, was given responsibility for the closure of the border with Lebanon and that near Bet She'an; this was done effectively and many infiltrating terrorists were stopped. (A more detailed discussion of the Frontier Guard's role in the war will be found below.) The Coast Guard operated as part of the I.D.F. set-up for the protection of the northern coast and the entrances to Israel ports, leaving I.D.F. ships free to engage in combat activity.

Units composed of former members of I.D.F. combat units and the Frontier Guard operated in

several sub-districts. These units were equipped with vehicles, arms and protective clothing, and they carried out activities designed to protect against terrorist attacks and to discover terrorists. In the Northern District the police assumed sole responsibility for security in minority villages and towns; this freed the Israel Defence Forces, who had held this responsibility in previous wars, from a considerable burden.

Defence installations and objectives of public importance were closely guarded. Greater stress was placed on accident prevention and traffic control; these tasks were made more difficult by the movement of army convoys and the blackout. Police patrolmen kept order in hospitals to which wounded were brought, as well as along the approach roads to them, in order to expedite the movement of ambulances and to allow medical staff to work uninterruptedly. In cooperation with the Ministry of Commerce and Industry, police helped to prevent hoarding and profiteering. When crowds rushed stores during the first days of the war, police kept order there. Together with the Civil Defence Organization the police enforced black-out regulations; it helped organize high school students who volunteered to paint vehicle headlights in line with blackout regulations. At Ben-Gurion Airport, in Lod, police guarded all approaches to the loading areas, where the airlift from the United States was handled.

Extensive dispersal throughout Israel, achieved through the establishment of police bases in all inhabited areas, enabled the police to provide extensive and diversified aid to the population. The presence of uniformed police itself helped instill a sense of security among the people. However, the police did not only demonstrate their presence: during this period, more than at any other time, they engaged in a variety of activities that are not usually part of the policeman's responsibilities and do not appear in any of the standing orders. Thus, for instance, they did the work of many other organizations that could not accomplish what they were supposed to, mostly because many of their men had been mobilized. The members of the police were prepared to do anything that could aid the civilian population and strengthen its spirit:

they checked shelters and helped prepare them for use; when the alarm was sounded, they helped women, children and old people find their places in shelters and cared for them as long as they had to remain there. In urgent cases, sick people and pregnant women about to give birth were transported to hospitals. In several of the settlements in the North, where enemy shells fell and residents had to stay in the shelters for prolonged periods, policemen collected toys for the children, repaired water pipes to the shelters and replaced broken window panes in residential quarters. Women members of the force replaced school and kindergarten teachers who were absent. While enforcing civil defence regulations, policemen helped to black out the homes of families whose husbands were away in the army. The police also organized the many who wanted to volunteer their services without knowing where and how, and sent them to wherever they were needed—for instance to replace teachers in public schools. Retired policemen and members of the Haganah Veterans Organization were employed on security patrols.

Needs changed and priorities shifted as soon as the cease-fire went into effect. No longer was it necessary to take care of people in shelters; there were far fewer military vehicle convoys and the black-out was cancelled. Slowly life returned to normal. At the same time, however, problems that had been put aside before became important again: criminal activity went up again, after having dropped to a low while fighting was in progress; traf-



Policemen maintained order near hospitals and lent a helping hand



At Qiryat Shemona policemen repaired broken windows in residents' homes

fic on the roads again increased, and the general tension that affected both drivers and pedestrians did not enhance highway safety; demonstrations and protest gatherings began to appear against the background of problems created by the war, such as that of the missing-in-action and prisoners; there also were demonstrations and strikes for economic reasons or in connection with the general elections held at the end of the year. There also were many other events, such as funerals and memorial gatherings, visits by the American Secretary of State and other personalities, the Knesset and municipal elections and Christmas festivities; all these required the assignment of police.

Once again the police adapted its methods to the new circumstances. Although the temporary bases had been cancelled members of the force continued to work 12 hours a day. The emphasis shifted more and more to routine matters, and gradually the work of investigation, charge and trial returned to

normal, after having been stopped almost completely during the war. The police continued to extend assistance to the Israel Defence Forces and other organizations, albeit to a different extent and in different spheres. Efforts to forestall sabotage activity did not slacken after the war; quite the opposite: the number of hostile acts carried out in Israel and the Administered Areas was larger than before October.

Even after the cease-fire had gone into effect, it was by no means clear whether fighting had come to a stop, or whether it would be resumed. Because of this, the police' state of preparedness remained in effect. Until the end of the year, work continued in two twelve-hour shifts a day, with only short weekly leaves; the reserves were kept at a high state of readiness.

The Frontier Guard

Because of the Frontier Guard's structure, organization, objectives and methods, the shift from normal to wartime conditions was easily and quickly accomplished. The Frontier Guard always lives in barracks and is always assigned military objectives. War led to an intensification of its activity, but did not change its character.

The most important task assigned the Frontier Guard was the maintenance of internal security in Yehuda and Shomeron, protection of the Lebanese border and that in the Bet She'an region, protection of vital installations, maintenance of security and order in Jerusalem, Tel Aviv and at Ben Gurion Airport. All these assignments were carried out successfully, supported by reservists. Yehuda and Shomeron were quiet throughout the war; along the border with Lebanon on the other hand, every night brought encounters with terrorists who had intensified their activity since the outbreak of hostilities.

Offences and Investigations

The number of case files opened during the nine months before the outbreak of the war in respect of misdemeanors and felonies was 6.5% smaller than during the same period in 1972. During the

Table 36

CASE FILES—BY DISTRICTS & SUBDISTRICTS, 1972-1973 (OCTOBER-DECEMBER)

| | Total | | % | | % of change |
|------------------------|--------|--------|-------|-------|-------------|
| | 1972 | 1973 | 1972 | 1973 | |
| Total | 34,439 | 31,034 | 100.0 | 100.0 | |
| Haifa Subdistrict | 3,859 | 3,949 | 11.3 | 12.7 | +1.4 |
| Galil Subdistrict | 1,529 | 1,665 | 4.4 | 5.4 | +1.0 |
| Amaqim Subdistrict | 1,414 | 1,290 | 4.1 | 4.2 | +0.1 |
| Sharon Subdistrict | 2,461 | 2,382 | 7.1 | 7.7 | +0.6 |
| Northern District | 9,263 | 9,286 | 26.9 | 30.0 | +3.1 |
| Yarkon Subdistrict | 3,980 | 3,671 | 11.5 | 11.8 | +0.3 |
| Yafo Subdistrict | 5,432 | 3,847 | 15.8 | 12.4 | -3.4 |
| Dan Subdistrict | 4,160 | 3,867 | 12.1 | 12.5 | +0.4 |
| Tel Aviv District | 13,572 | 11,385 | 39.4 | 36.7 | -2.7 |
| Jerusalem Subdistrict | 3,947 | 3,145 | 11.5 | 10.1 | -1.4 |
| Merkaz Subdistrict | 3,489 | 3,229 | 10.1 | 10.4 | +0.3 |
| Negev Subdistrict | 3,980 | 3,776 | 11.6 | 12.2 | +0.6 |
| B.G. Airport Unit | 143 | 150 | 0.4 | 0.5 | +0.1 |
| Southern District | 11,559 | 10,300 | 33.6 | 33.2 | -0.4 |
| Investigation Division | 45 | 63 | 0.1 | 0.2 | +0.1 |

Table 37

DETECTION RATES BY OFFENCE GROUPS, JAN.-SEPT., OCT.-DEC., JAN.-DEC. 1973

| Offence group | Jan.-Sept. | Oct.-Dec. | Jan.-Dec. |
|-------------------|------------|-----------|-----------|
| State security | 93.8 | 93.9 | 94.0 |
| Public order | 76.2 | 69.0 | 75.1 |
| Human life | 60.4 | 74.3 | 63.3 |
| Human body | 85.9 | 81.3 | 85.6 |
| Sex | 71.5 | 60.7 | 69.6 |
| Morals | 87.8 | 85.7 | 87.3 |
| Property | 23.9 | 18.3 | 22.9 |
| Fraud | 79.2 | 61.7 | 77.1 |
| Economic & fiscal | 98.9 | 98.2 | 98.8 |
| Administrative | 99.3 | 92.9 | 98.7 |
| Licensing | 91.3 | 97.9 | 93.0 |
| Other offences | 83.4 | 69.4 | 83.4 |
| Total | 37.7 | 28.4 | 36.0 |

Table 38

CASE FILES IN THE ADMINISTERED AREAS, BY OFFENCE GROUPS, OCT.-DEC. 1972—OCT.-DEC. 1973

| Offences group | Case files | | % of change |
|-------------------|------------|-------|-------------|
| | 1972 | 1973 | |
| Total | 4,169 | 4,913 | + 17.8 |
| State security | 829 | 664 | - 19.9 |
| Public order | 587 | 1,317 | +124.4 |
| Human life | 102 | 55 | - 46.1 |
| Human body | 835 | 1,086 | + 30.0 |
| Sex | 34 | 27 | - 20.6 |
| Morals | 23 | 16 | - 30.4 |
| Property | 590 | 762 | + 29.0 |
| Fraud | 32 | 88 | +175.0 |
| Economic & fiscal | 26 | 94 | +261.5 |
| Administrative | 2 | 2 | — |
| Licensing | 935 | 570 | - 39.0 |
| Other offences | 174 | 232 | + 33.3 |

war period this decline was even more significant, reaching 9.9% in comparison to the corresponding months of the previous year. The drop in criminal activity before the war must be credited to intensified police activity; a similar pattern emerging during and just after the war seems to have been one of the war's effects; possibly it also resulted from the spread of police forces all over the country.

However, this lull in criminal activity did not last. Beginning with the cessation of active hostilities, it tended to increase, and this trend continued until the end of 1973 and into 1974. In the course of November and December 1974, 2,146 more case files were opened in respect of offences

Table 39
THEFT & UNLEGAL USE OF MOTOR VEHICLES
Oct.-Dec. 1972—Oct.-Dec. 1973

| Type of vehicle | Vehicles taken | | The difference | |
|---|----------------|-------|----------------|-------|
| | 1972 | 1973 | in figures | in % |
| Total | 2,553 | 3,931 | +1,378 | +54.0 |
| Passenger cars (incl. public vehicles) | 1,547 | 2,543 | + 996 | +64.4 |
| Commercial cars | 441 | 675 | + 234 | +53.1 |
| Motorcycles, scooters & mopeds | 490 | 660 | + 170 | +34.7 |
| Other motor vehicles | 75 | 53 | - 22 | -29.3 |

Table 40

JUVENILES vs. ADULTS PROSECUTED - By Offence Groups

Jan. - Sept. & Oct. - Dec. 1973

| | Jan. - Sep. | Oct. - Dec. | |
|------------------|-------------|-------------|------|
| ADMINISTRATIVE | 235 | 16 | |
| AG. HUMAN LIFE | 376 | 18 | 5.6 |
| FRAUD | 2 081 | 233 | 9.4 |
| MORALS | 1,077 | 264 | 7.6 |
| LICENSING | 241 | 49 | |
| ECONOMIC | 195 | 19 | |
| STATE SECURITY | 801 | 125 | 4.8 |
| AG. PUBLIC ORDER | 8,233 | 1,422 | 12.0 |
| AG. HUMAN BODY | 7,115 | 1,064 | 11.0 |
| SEX | 1,230 | 154 | 18.2 |
| OTHER OFFENCES | 222 | 22 | 18.2 |
| AG. PROPERTY | 14,848 | 3,136 | 38.7 |
| ALL OFFENDERS | | | |

↑% of juv. among all offenders

against property, than had been the case in the same months of the previous year; this constitutes an increase of 13.3%.

Juvenile Delinquency

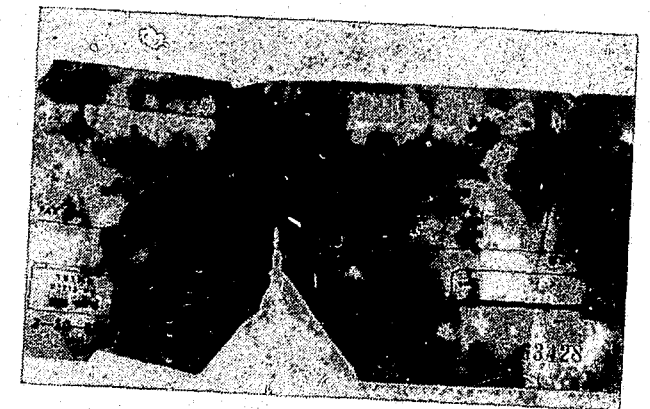
Juvenile delinquents accounted for 21.1% of all the persons accused of committing offences in October-December 1973; in the same period a year earlier their part had been 13.6% of the total. This constitutes a 7.5% increase in their share of criminal activity.

Classification of charges by type of offence indicates that the outstanding trends of change are identical among juvenile and adult offenders. In both groups, offences against property are on the increase, while offences against the human body and against public order are declining.

In October—the month the war began—the number of minors referred to the Youth Probation Service declined significantly. In October 1973 the number of such referrals was 347, compared with 815 a year earlier. That same month, minors carried out 821 offences, compared with 1,975 such cases in October 1972. Conditions returned to normal in November and December, and there even were slight increases in the number of offences carried out by minors and in that of cases referred to the Probation Service.

Criminal Identification Activities in Support of the Israel Defence Forces

One of the more difficult problems that resulted from the war was the identification of soldiers who had died in battle. In order to help solve this painful problem, the Criminal Identification Division placed its equipment and professional expertise at the disposal of the I.D.F. units charged with finding and identifying fallen soldiers. To this end a special unit, composed of work teams, was established in cooperation with the Institute of Forensic Medicine. Each team included a pathologist, a dentist, a finger print technician, a photographer and an expert on biological tests. These teams worked in the field, where they collected every last



By a special photography technique the identity of a fallen soldier was found out

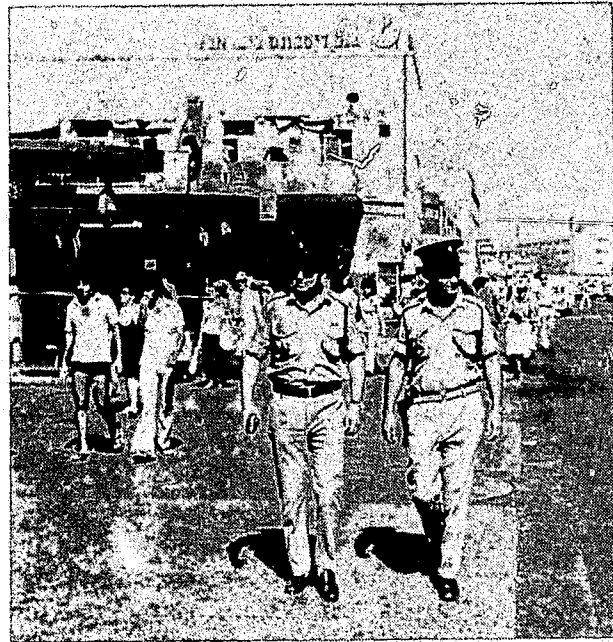
detail that could help in the identification of the dead. The work of these teams was largely successful; one of the conclusions drawn from this experience was the institution of a new fingerprint identification system in the I.D.F.

Policy in the Course of the War and Thereafter

Police policy towards offenders during and just after the war was based on a distinction between serious and light offences. Where the offence was a serious one (against the human body, property and morals) the police acted severely; the police held the opinion that anyone capable of exploiting the emergency situation for the execution of such crimes deserved to be punished with all the



Policemen from the Haifa subdistrict bringing oranges to residents of border settlements



Patrol activity was intensified during the war

Traffic and Traffic Accidents

During the war the police primary traffic responsibilities were the following:

- protection of traffic arteries and keeping them clear for military convoys;
- escorting military convoys with protruding loads, partly at night;
- additional motorized patrols along interurban roads;
- operation of electronic speed measuring devices, along interurban roads in particular, in cooperation with the Military Police;
- posting policemen at major intersections 24 hours a day.

In contrast to the increase of traffic accidents during the first nine months of the year, they declined sharply in October, and the same trend continued in the following months, until the end of the year. The number of accidents with injured declined by 29.4%, from 4,070 to 2,873. Fatal accidents declined by 22.7%, accidents with serious injuries dropped 26.1% and those with light injuries 30.5%. These figures do not include accidents that involved military vehicles and which were handled by the Military Police. It is important to note that the relative severity of accidents increased in October-December 1973: 4.6% of all accidents involved fatalities, compared with 3.8% in the pre-war period.

severity of the law. On the other hand, towards lighter offences (licencing violations, peddling, light traffic violations) the attitude taken was more liberal. The police also practiced restraint in cases of demonstrations and even where the public order was disturbed; every effort was made to prevent violent confrontations. The police constantly followed the development of public opinion on police activity and on the services the public expected to receive during this period. To the limits of its ability the police tried to satisfy such expectations. A searching look was also directed inwards, to learn more about the attitudes of members of the force towards their work and towards the general public.

However, as time goes on and the war period recedes into the past, life must return to normal. To the same extent, activity in the police and in the courts also returns to normal; it will be impossible to continue indefinitely to treat minor offences with the degree of tolerance that was practiced during the war. What is more, the next few months will probably bring with them increasing criminal activity—a development that accompanied every war.

Table 41
ROAD ACCIDENTS BY THEIR SERIOUSNESS,
JAN.-SEPT., OCT.-DEC. 1973

| | Total | | % | |
|------------------|------------|-----------|------------|-----------|
| | Jan.-Sept. | Oct.-Dec. | Jan.-Sept. | Oct.-Dec. |
| Fatal | 456 | 133 | 3.8 | 4.6 |
| Serious injuries | 2,061 | 529 | 17.3 | 18.4 |
| Slight injuries | 9,387 | 2,211 | 78.9 | 77.0 |
| Total | 11,904 | 2,873 | 100.0 | 100.0 |

Table 42

Road Accidents by their Seriousness Oct.-Dec. 1972 - Oct.-Dec. 1973

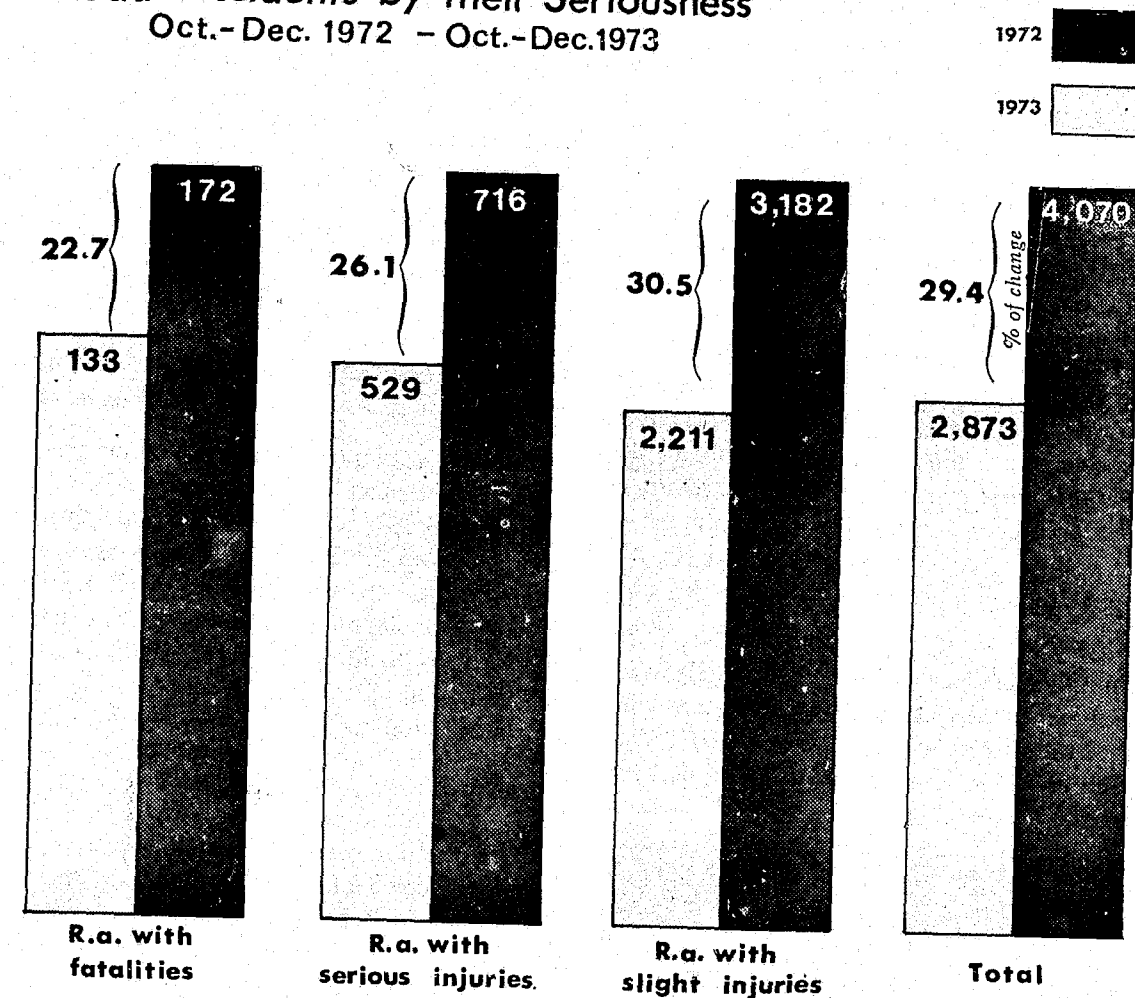


Table 43
ROAD ACCIDENT CASUALTIES—PEDESTRIANS & PASSENGERS,
JAN.-SEPT., OCT.-DEC., JAN.-DEC. 1973

| Period | Total | Pedestrians & others | Passengers & drivers | % of the total | |
|------------|--------|----------------------|----------------------|----------------------|----------------------|
| | | | | Pedestrians & others | Passengers & drivers |
| Jan.-Sept. | 17,559 | 4,622 | 12,937 | 26.3 | 73.7 |
| Oct.-Dec. | 4,352 | 1,067 | 3,285 | 24.5 | 75.5 |
| Jan.-Dec. | 21,911 | 5,689 | 16,222 | 26.0 | 74.0 |

Table 44

ROAD ACCIDENTS IN THE ADMINISTERED AREAS—
BY SERIOUSNESS, OCT.-DEC. 1972—OCT.-DEC. 1973

| Seriousness | Total | | % of change |
|------------------|-------|------|-------------|
| | 1972 | 1973 | |
| Fatal | 43 | 35 | -18.6 |
| Serious injuries | 130 | 114 | -12.3 |
| Slight injuries | 171 | 147 | -14.0 |
| Total | 344 | 296 | -14.0 |

The decline in the number of accidents during the last three months of the year resulted from lighter traffic loads on the highways: thousands of vehicles had been mobilized, others stood idle, either because their owners had been called up by the army, or they were used less for a number of reasons, such as reduced economic activity, the higher price of fuel and the institution of a carless day.

The number of persons injured declined during the last three months of 1973 by 25.2%, in comparison to the corresponding months of 1972. The proportion of pedestrians among those injured also



A police entertainment troupe appearing in an original programme

declined to 24.5%, from 26.3% of all injured in the first three quarters of the year. There were 52 fatal accidents—6.5% more than the 48 reported a year earlier.

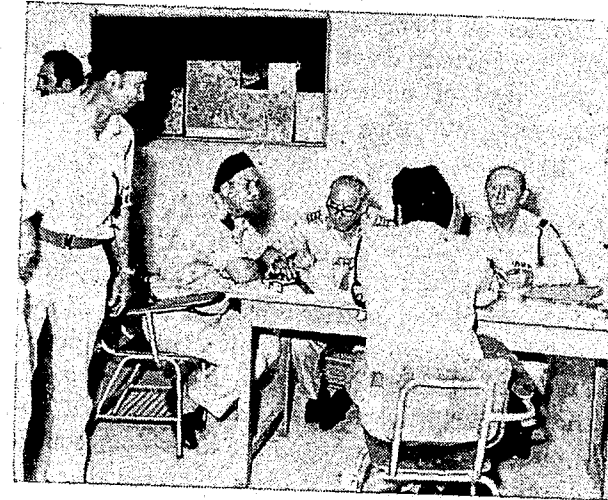
Only very few reports were issued for traffic offences during the month of war. In line with the policy established on this point for that period, policemen maintained their liberal attitude towards offenders, usually limiting themselves to warnings and explanations. Of course, this did not apply to serious offences, such as endangered the violators themselves and others. The police also decided to cancel all parking tickets issued until November 1, 1973; on these all further action was suspended, even where summons to court had been issued.

The policy adopted by the police for this period should not be taken to constitute a precedent for the future. As happened after every war, this period also is one of greater transgressions against social norms; on the highways this takes the form of wild driving and violations of traffic laws. The police will have to do its work of controlling road traffic and enforcing all traffic laws well, in order to make its contribution to greater safety on the highways.

Manpower

As explained above, policemen at their bases had to live in barracks and all leaves were cancelled. Life in barracks caused, in the course of time, phenomena that had not been known before, most of which are detailed under the heading of "morale" and the men's subjective attitude to their condition. Following this experience, a group of psychologists prepared a study of policemen's attitudes towards their work, responsibilities and status, and also towards the public's attitude towards them.

After the first stage of organization for war was completed, with all the hard work which that involved, in both the organizational and the administrative spheres, policemen at their bases found themselves in a strange situation: on the one hand, they worked longer hours than usual and had to stay at their posts without any chance of getting leaves, while, on the other, crime reached a low, the volume of traffic declined and—fortunately—



Retired policemen and "Hagana" veterans volunteered to serve with the police

enemy action caused only little damage to the rear areas and did not necessitate the work police would have had to carry out had this not been the case. A certain gap developed between the objective understanding that the obvious presence of police everywhere, their vigilance, the aid they extended to citizens, and their preparedness per se were very important, and the subjective feeling of the policemen themselves that they could be doing more. Even if such feelings were not justified, they did exist; attention was paid to them at the time and they will be the subject of considerable thought in planning for the future. However, this attitude also had positive results, in that it made policemen willing, even eager to do everything that would contribute to the common effort. This readiness found its expression in all those small matters mentioned above, and also in many things not mentioned here and not included in the obligations normally accepted by police.

While fighting was still in progress, policemen started to collect money within the ranks of the force, in order to buy presents for wounded soldiers; within a short period of time sums in the thousands had been collected. This money was used for the purchase of electric razors, transistor radios and other items delivered to wounded soldiers by policewomen.

One of the many positive phenomena revealed

during the war was the large number of retired policemen who volunteered to serve for the duration of the emergency. Two hundred such pensioners reported to police units, were again sworn in and issued appointments; most of them were returned to the units where they had previously served. This included several top ranking officers, who were employed as liaison officers between the police and governmental and municipal institutions.

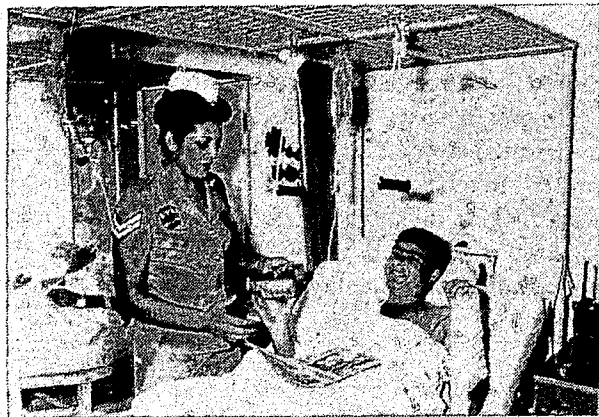
Public Relations

Chapter VIII of this report examines at some length the problems of relations between the public and the police—most of them due to the nature of police activity itself. During the war, many difficulties in this sphere faded away and an atmosphere of mutual understanding prevailed. There were two reasons for this. The first was the emergency: in such times, people judge current problems by new standards. Questions considered important before the war lost their significance, and attention concentrated only on the nation's and the country's security. The fact was that all domestic issues—strikes, demonstrations, old quarrels—were put aside while fighting was in progress. The policeman, usually identified as symbolizing authority and imposition of restrictions, was transformed into a source of advice and assistance.

The second reason for improved public relations is to be found in the policy of the police. During



Policemen and volunteers entertain children in new Jerusalem quarter



A policewoman presenting recovering soldier with a gift

the war every effort was made to avoid friction; as explained above, the police did act decisively against serious offences, but was conciliatory in cases of lesser severity. This was based on the assumption that the offender might have been injured in the war—either himself or his family; and since there was no way of checking, a more liberal attitude was taken towards everybody.

Another reason for this more liberal attitude was that people returning from the front, see things differently from how they saw them when they left. This must also be taken into consideration, until they are able to adjust once again to civilian life.

Within the framework of this policy the police established another rule for itself: nobody was approached—not even in order to request testimony—before ensuring that in the family concerned nobody had been hurt. Many case files were put aside, and some were even closed. Whenever the police came face to face with public gatherings—demonstrations, mass meetings and so forth—every effort was made to convince the public to maintain order.

Only when all attempts of persuasion failed, active steps were taken to enforce the law. The police had a great deal of understanding for the way the citizen feels, and this understanding guided it in its activity.

As explained above in some detail, during the war the police went far beyond its ordinary range of activity and did a great deal of work that normally is not part of its responsibilities. Much of this consisted of work nobody else was free to do at the moment. This willingness to do whatever could be done to help people stemmed from official policy, but primarily arose from the individual policeman's own motivation and his recognition that the public needed him at that time more than ever. The response of public opinion was immediate: the police's status within the community was enhanced and the public's positive attitude to it and its personnel was manifested everywhere.

Policemen—and especially policewomen—did everything they could for the wounded in the hospitals: they visited them, organized their entertainment and participated in activities with them. Police entertainment troupes appeared before army units and in hospitals before the wounded. The police Band participated in a brigade sports event at Fa'id, and also in other places.

Many volunteers came to the police, including members of the Haganah Veterans Organization, recent immigrants from the Soviet Union, Arab citizens and also Bedouins.

After the fighting was over, the police did not abandon its policy of receptiveness to the public's requests. This policy is also made clear to all those who participate in police refresher courses; all policemen are required to conform with it in their contacts with the public.

TABLES

| Subject | Table No. | Page |
|--------------------------------------|---|------|
| | ORGANIZATIONAL CHART | 9 |
| Criminal Offences and Investigations | 1. CASES INVESTIGATED, BY TYPES & DISTRICTS, 1973 | 19 |
| | 2. CASES INVESTIGATED, BY TYPES, 1973 (Diagram) | 20 |
| | 3. CASES INVESTIGATED, POPULATION & REGULAR POLICE STRENGTH 1948-1973 | 21 |
| | 4. CRIME VS. POPULATION, 1964-1973 | 21 |
| | 5. CASE FILES OPENED, BY DISTRICTS 1973 (Diagram) | 26 |
| | 6. CASE FILES OPENED, JAN.-SEPT. 1972 — JAN.-SEPT. 1973 | 27 |
| | 7. CASE FILES OPENED, BY OFFENCE GROUPS, 1973 (Diagram) | 29 |
| | 8. MURDER & ATTEMPTED MURDER, BY MOTIVES, 1971-1973 | 29 |
| | 9. BURGLARIES — CASE FILES OPENED, BY DISTRICTS & SUBDISTRICTS, 1973 | 29 |
| | 10. THEFTS — CASE FILES OPENED, BY TYPES & BY DISTRICTS & SUBDISTRICTS, 1973 | 30 |
| | 11. THEFT & UNLAWFUL USE OF M/V, BY DISTRICTS, 1973 | 30 |
| | 12. DANGEROUS DRUGS SEIZED, INVESTIGATION FILES & CHARGES, 1969-1973 | 31 |
| | 13. CASE FILES & DETECTIONS, 1949-1973 | 31 |
| | 14. CASE FILES & DETECTIONS, BY OFFENCE TYPES, JAN.-SEPT. 1972 — JAN.-SEPT. 1973 | 32 |
| | 15. INVESTIGATION FILES WITH KNOWN OFFENDERS, STAGES OF DISPOSAL, 1973 | 34 |
| | 16. CASES INVESTIGATED IN THE ADMINISTERED AREAS, BY TYPES & BY SUBDISTRICTS, 1973 | 34 |
| | 17. CASE FILES OPENED IN THE ADMINISTERED AREAS BY OFFENCE GROUPS & BY SUBDISTRICTS, 1973 | 35 |
| | 18. CASE FILES & DETECTIONS IN THE ADMINISTERED AREAS 1973 | 35 |
| Juvenile Delinquency | 19. JUVENILES REFERRED TO YOUTH PROBATION SERVICE, 1964-1973 | 36 |
| | 20. MISSING FEMALE MINORS AGED 15-17 AMONG ALL MISSING PERSONS, 1966-1973 | 38 |
| | 21. MISSING MINORS, by AGE & SEX, 1969-1973 | 39 |
| Traffic and Road Accidents | 22. TRAFFIC OFFENCES, 1973 | 42 |
| | 23. ROAD ACCIDENTS BY THEIR SERIOUSNESS — 1973 (Diagram) | 44 |
| | 24. ROAD ACCIDENTS, LICENSED M/V & POPULATION, 1972-1973 | 45 |
| | 25. ROAD ACCIDENTS, CASUALTIES VS. POPULATION, 1948-1973 | 45 |
| | 26. LICENSED VEHICLES & VEHICLES INVOLVED IN ROAD ACCIDENTS, 1972-1973 | 46 |
| | 27. CASUALTIES—PEDESTRIANS & PASSENGERS, 1971-1973 | 46 |
| | 28. DISPOSAL OF ROAD ACCIDENT CASE FILES, 1973 | 46 |
| | 29. ROAD ACCIDENT CASUALTIES, BY SUBDISTRICTS, 1973 | 47 |
| Manpower | 30. MANPOWER STRENGTH VS. POPULATION, 1964-1973 | 49 |
| | 31. MANPOWER STRENGTH, BY RANKS, 1964-1973 | 49 |

The War and
The Post-War
Period

| | |
|--|----|
| 32. WASTAGE—CAUSES, 1973 | 50 |
| 33. MANPOWER STRENGTH AT H.Q. & IN POLICE DISTRICTS, 1973 | 50 |
| 34. DIVISION OF PERSONNEL BY DUTIES—1973 (Diagram) | 51 |
| 35. MANPOWER STRENGTH IN THE ADMINISTERED AREAS, BY RANKS & BY SUBDISTRICTS, 1973 | 52 |
| 36. CASE FILES, BY DISTRICTS & SUBDISTRICTS, 1972—1973 (OCT.—DEC.) | 69 |
| 37. DETECTION RATES BY OFFENCE GROUPS; JAN.—SEPT., OCT.—DEC., JAN.—DEC. 1973 | 69 |
| 39. THEFT & UNLEGAL USE OF M/V, OCT.—DEC. 1972—OCT.—DEC. 1973 | 70 |
| 40. JUVENILES VS. ADULTS PROSECUTED—BY OFFENCE GROUPS, JAN.— SEPT. & OCT.—DEC. 1973 (Diagram) | 70 |
| 41. ROAD ACCIDENTS BY THEIR SERIOUSNESS, JAN.—SEPT., OCT.—DEC. 1973 | 72 |
| 42. ROAD ACCIDENTS BY THEIR SERIOUSNESS, OCT.—DEC. 1972, OCT.—DEC. 1973 (Diagram) | 73 |
| 43. ROAD ACCIDENT CASUALTIES—PEDESTRIANS & PASSENGERS, JAN.— SEPT., OCT.—DEC., JAN.—DEC. 1973 | 73 |
| 44. ROAD ACCIDENTS IN THE ADMINISTERED AREAS—BY SERIOUSNESS, OCT.—DEC. 1972—OCT.—DEC. 1973 | 74 |

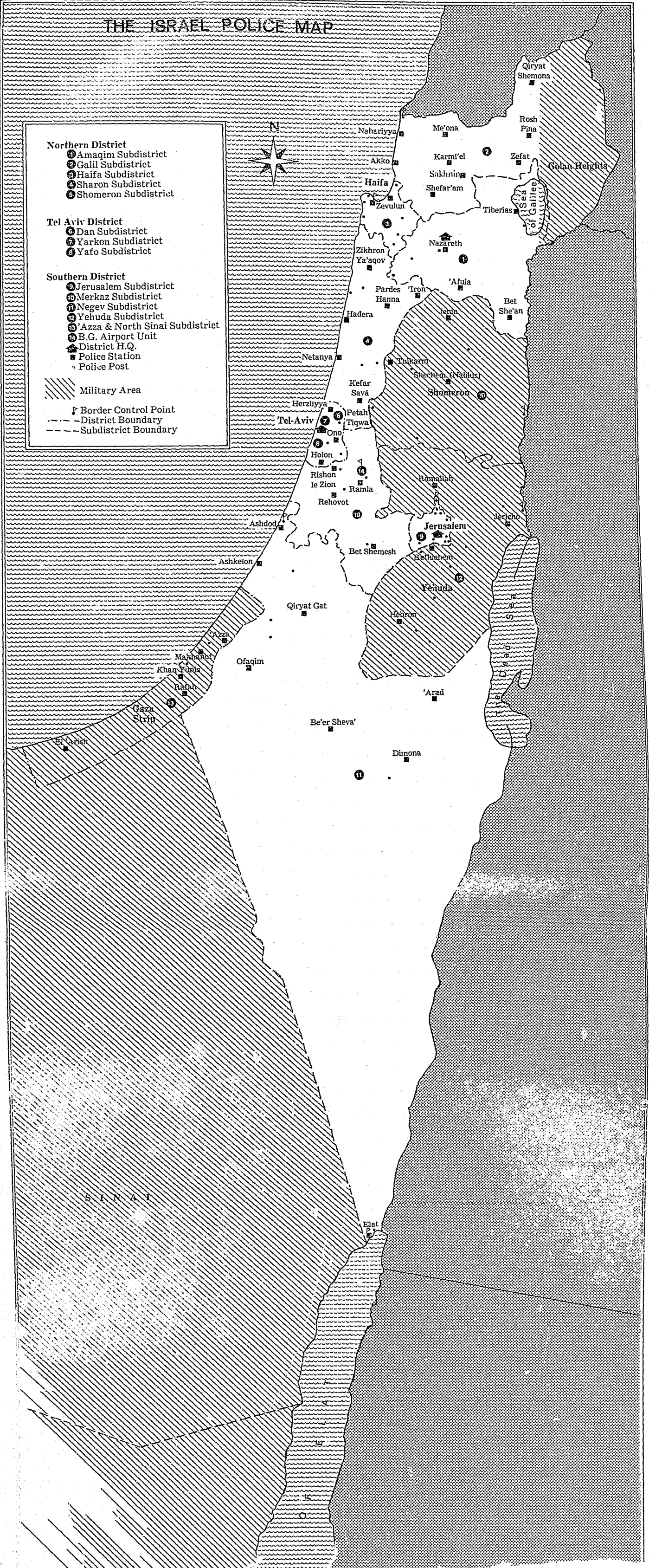
THE ISRAEL POLICE MAP

- Northern District**
- ① Amaqim Subdistrict
 - ② Galil Subdistrict
 - ③ Haifa Subdistrict
 - ④ Sharon Subdistrict
 - ⑤ Shomeron Subdistrict

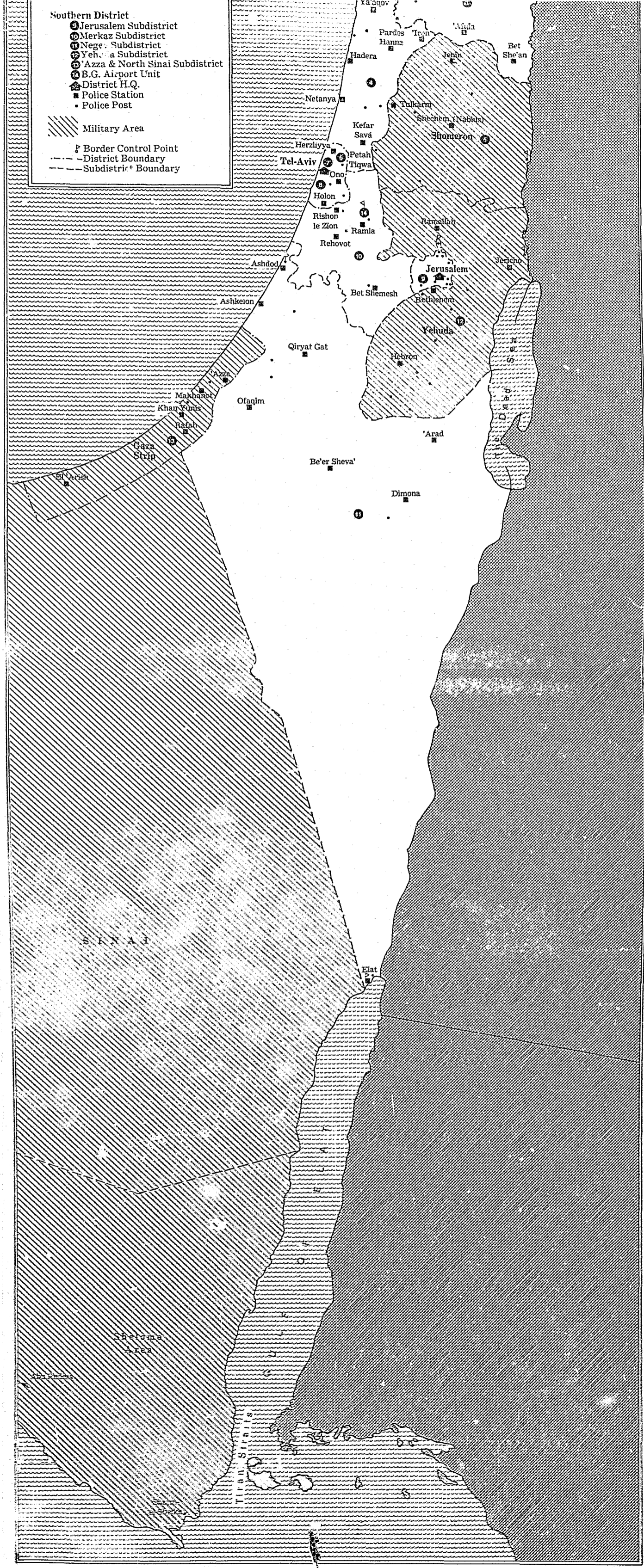
- Tel Aviv District**
- ⑥ Dan Subdistrict
 - ⑦ Yarkon Subdistrict
 - ⑧ Yafo Subdistrict

- Southern District**
- ⑨ Jerusalem Subdistrict
 - ⑩ Merkaz Subdistrict
 - ⑪ Negev Subdistrict
 - ⑫ Yehuda Subdistrict
 - ⑬ 'Azza & North Sinai Subdistrict
 - ⑭ B.G. Airport Unit
 - ⑮ District H.Q.
 - Police Station
 - Police Post

- ▨ Military Area
- ⚡ Border Control Point
- - - District Boundary
- - - Subdistrict Boundary



50
50
51
52
69
69
70
70
72
73
73
74



SUMMARY OF CRIMINAL ACTIVITY, 1973
CASE FILES AND OFFENDERS*

| | Case Files | | | Offenders | | | | Total |
|---|----------------|--------------------------|----------------|--------------|--------------|---------------|--------------|---------------|
| | Files opened | Files w. known offenders | Detection rate | Juveniles** | | Adults | | |
| | | | | Male | Female | Male | Female | |
| Offences ag. state security | | | | | | | | |
| Treason and espionage | 10 | 10 | 100.0 | — | — | 13 | 2 | 15 |
| Revolt & inciting to revolt | 4 | 4 | 100.0 | — | — | 3 | — | 3 |
| Emergency laws | 451 | 441 | 97.8 | 44 | 23 | 582 | 28 | 677 |
| Infiltration | 70 | 53 | 75.7 | 7 | 1 | 68 | — | 76 |
| State secrets | — | — | — | — | — | — | — | — |
| Other offences ag. state security | 161 | 146 | 90.7 | 7 | 1 | 137 | 2 | 147 |
| Offences ag. public order | | | | | | | | |
| Assembling or association | 17 | 17 | 100.0 | 3 | 1 | 64 | 14 | 82 |
| Brawl and disturbance in public institution | 18 | 10 | 55.6 | — | — | 4 | — | 4 |
| Brawl and disturbance in the street | 2,213 | 2,132 | 96.3 | 215 | 69 | 2,419 | 522 | 3,225 |
| Trespass | 2,730 | 1,651 | 60.5 | 260 | 29 | 1,191 | 233 | 1,713 |
| Obstructing a public servant | 34 | 30 | 88.2 | 4 | 1 | 16 | 5 | 26 |
| Threats | 1,534 | 1,191 | 77.6 | 32 | 13 | 838 | 97 | 980 |
| Offences ag. the jurisdiction | 1,260 | 1,177 | 93.4 | 53 | 61 | 683 | 102 | 905 |
| Games & gambles | 161 | 156 | 96.9 | 34 | — | 435 | 8 | 477 |
| Offences ag. religion | 37 | 30 | 81.1 | 8 | — | 20 | 1 | 29 |
| Bribe | 77 | 66 | 85.7 | — | — | 60 | 2 | 62 |
| Offences ag. the family | 23 | 23 | 100.0 | — | — | 22 | 4 | 26 |
| Nuisance, noise, blockage of way | 1,081 | 116 | 10.7 | 6 | 7 | 59 | 13 | 85 |
| Offences ag. the security service | 150 | 145 | 96.7 | 1 | 1 | 82 | 15 | 99 |
| Offences ag. security (equipment) | 163 | 151 | 91.5 | — | — | 103 | — | 103 |
| Other offences ag. the public order | 995 | 825 | 82.9 | 42 | 7 | 558 | 120 | 727 |
| Assaulting & obstructing police personnel | 759 | 731 | 96.3 | 40 | 19 | 609 | 117 | 785 |
| Offences ag. human life | | | | | | | | |
| Murder | 27 | 27 | 100.0 | — | — | 35 | — | 35 |
| Murder attempt | 73 | 44 | 60.3 | 1 | — | 53 | 1 | 55 |
| Manslaughter | 13 | 11 | 84.6 | 1 | 1 | 13 | 3 | 18 |
| Causing death by negligence | 38 | 33 | 87.1 | — | — | 43 | 3 | 46 |
| Threats to kill | 48 | 9 | 18.8 | — | 2 | 6 | 1 | 9 |
| Other offences ag. human life | — | — | — | — | — | — | — | — |
| Offences ag. the human body | | | | | | | | |
| Causing grave bodily harm | 483 | 427 | 88.4 | 62 | 8 | 407 | 44 | 521 |
| Assaulting a public servant | 317 | 309 | 97.5 | 7 | 4 | 234 | 59 | 304 |
| Assault (excluding assault of public servant) | 7,320 | 6,309 | 86.2 | 591 | 139 | 5,278 | 808 | 6,816 |
| Criminal negligence & rash conduct | 569 | 393 | 69.1 | 75 | 4 | 323 | 11 | 413 |
| Kidnapping, compulsion & illegal detention | 65 | 55 | 84.6 | 4 | — | 52 | 6 | 62 |
| Other offences ag. the human body | 3 | 1 | 33.3 | — | — | — | — | — |
| Sex offences | | | | | | | | |
| Rape by force or threats | 121 | 101 | 83.5 | 4 | 1 | 121 | 1 | 123 |
| Rape & illicit intercourse | 289 | 151 | 52.2 | 1 | — | 121 | — | 122 |
| Unlawful sexual conduct | 34 | 4 | 11.8 | — | — | — | — | — |
| Indecent act committed by a man | 181 | 163 | 90.1 | 1 | — | 131 | — | 132 |
| Indecent act committed w/ female | 1,083 | 113 | 10.4 | 121 | — | 313 | — | 334 |
| Indecent act committed publicly | 358 | 104 | 29.1 | 3 | — | 121 | — | 124 |
| Transmitting venereal diseases | 7 | 3 | 42.9 | — | — | 1 | 3 | 4 |
| Other sex offences | — | — | — | — | — | — | — | — |
| Offences ag. morals | | | | | | | | |
| Pimping | 37 | 32 | 86.5 | — | 1 | 40 | 8 | 49 |
| Solicitation for practising prostitution | 11 | 9 | 81.8 | 2 | — | 7 | — | 9 |
| Solicitation for an act of prostitution | 119 | 113 | 95.0 | — | 5 | 21 | 34 | 60 |
| Running or maintaining a brothel | 14 | 13 | 92.9 | — | 1 | 16 | 11 | 28 |
| Seduction & solicitation of minors | 147 | 101 | 68.7 | 4 | — | 77 | — | 81 |
| Dissemination of indecent material | 16 | 14 | 87.5 | — | — | 8 | — | 8 |
| Loitering for the purpose of prostitution | 26 | 26 | 100.0 | — | 3 | 1 | 8 | 12 |
| Using dangerous drugs | 863 | 765 | 88.6 | 26 | 21 | 905 | 84 | 1,036 |
| Dealing with dangerous drugs | — | — | — | — | — | — | — | — |
| Production & import of dangerous drugs | 5 | 5 | 100.0 | — | — | 11 | — | 11 |
| Other offences ag. morals | — | — | — | — | — | — | — | — |
| Offences ag. property | | | | | | | | |
| Aggravated robbery | 53 | 24 | 45.3 | 14 | 1 | 39 | 1 | 55 |
| Robbery (without the use of arms) | 87 | 43 | 49.4 | 26 | 1 | 72 | 5 | 104 |
| Carrying arms for the commission of an offence | — | — | — | — | — | — | — | — |
| Assault for the purpose of stealing | 99 | 38 | 38.4 | 18 | — | 27 | 2 | 47 |
| Blackmail | 132 | 93 | 70.5 | 1 | 1 | 72 | 4 | 78 |
| Burglary in commercial premises or institutions | 15,492 | 4,059 | 26.2 | 1,514 | 22 | 1,012 | 11 | 2,559 |
| Burglary in residential premises | 14,753 | 2,286 | 15.5 | 440 | 52 | 554 | 40 | 1,086 |
| Holding burglary tools | 46 | 43 | 93.5 | 7 | — | 26 | — | 33 |
| Theft committed by public servant | 7 | 7 | 100.0 | — | — | 10 | — | 10 |
| Theft committed by employee or agent | 264 | 235 | 89.0 | 1 | 5 | 154 | 7 | 167 |
| Using motor vehicle w/o permission | 11,846 | 2,004 | 16.9 | 371 | 21 | 1,131 | 12 | 1,535 |
| Theft from m.v. & theft of m.v. accessories | 11,566 | 293 | 2.5 | 45 | — | 85 | 3 | 134 |
| Theft of bicycle | 4,580 | 178 | 3.9 | 42 | 1 | 14 | — | 57 |
| Pickpocketing | 2,008 | 98 | 4.9 | 22 | — | 40 | 1 | 63 |
| Other thefts | 33,519 | 9,718 | 29.0 | 2,337 | 392 | 3,816 | 502 | 7,047 |
| Receiving stolen property | 533 | 521 | 97.4 | 38 | 4 | 383 | 17 | 447 |
| Holding stolen property | 1,216 | 1,089 | 89.6 | 75 | 5 | 661 | 34 | 775 |
| Arson | 215 | 90 | 41.7 | 25 | 1 | 76 | 8 | 111 |
| Willfully damaging property | 7,087 | 2,521 | 35.6 | 893 | 65 | 1,443 | 143 | 2,549 |
| Loitering for the purpose of committing theft or burglary | 589 | 540 | 91.7 | 24 | 5 | 315 | 10 | 355 |
| Other offences ag. property | 47 | 26 | 61.9 | — | — | 29 | — | 29 |
| Purse snatching | 233 | 20 | 8.5 | 11 | — | 6 | — | 17 |
| Fraud offences | | | | | | | | |
| Forgery of money & stamps | 1 | — | — | — | — | — | — | — |
| Forgery & alteration of legal documents | 37 | 4 | 10.8 | — | 4 | 131 | 29 | 206 |
| Forgery of cheques | 133 | 1,333 | 93.1 | 14 | 14 | 322 | 64 | 614 |
| Forgery of other cheques | 1,903 | 1,319 | 69.3 | 1 | 4 | 1,225 | 163 | 1,399 |
| Other offences of fraud | 130 | 131 | 100.8 | 6 | — | 30 | 7 | 93 |
| Economic offences | | | | | | | | |
| Economic offences | 320 | 313 | 97.8 | 10 | — | 190 | 7 | 207 |
| Fiscal offences | 2 | 2 | 100.0 | — | — | 3 | — | 3 |
| Other offences | — | — | — | — | — | — | — | — |
| Administrative offences | | | | | | | | |
| Ag. municipal by-laws | 7 | 7 | 100.0 | — | 1 | 1 | 3 | 5 |
| Other administrative offences | 307 | 308 | 98.7 | 1 | — | 220 | 13 | 231 |
| Licensing offences | | | | | | | | |
| Arms, ammunition & explosives | 143 | 139 | 96.5 | 7 | — | 123 | 5 | 135 |
| Radio & television | 7 | 7 | 100.0 | — | — | 6 | — | 6 |
| Trades, industries & businesses | 12 | 8 | 66.7 | — | — | 17 | — | 17 |
| Other licensing offences | 93 | 85 | 91.4 | 1 | — | 92 | 4 | 97 |
| Other offences | 338 | 282 | 83.4 | 19 | 23 | 132 | 13 | 237 |
| Unknown | 17 | 12 | 70.6 | 3 | — | 30 | 2 | 37 |
| Total | 135,679 | 43,326 | 36.3 | 7,720 | 1,051 | 29,457 | 3,494 | 41,732 |

* In this table every offender is counted once during the year by the most serious offence he committed.
** Juveniles, according to the legal definition, are males under 18 & females under 14.

END