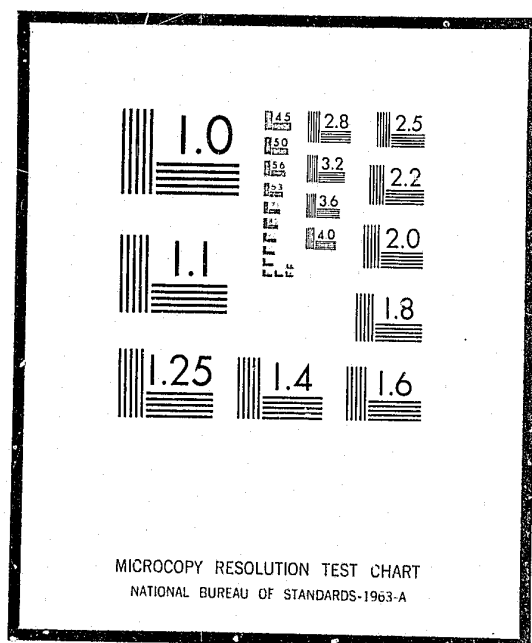


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STATE OF ISRAEL

MINISTRY OF SOCIAL WELFARE

Division for Child and Youth Services

PROGRAMME FOR THE REDUCTION OF DISTRESS AND THE PREVENTION OF DELINQUENCY IN ISRAEL

29035

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A. Nature and Extent of the Problem

Delinquency is activity which deviates from the social norm accepted by society and its institutions, which demand that the deviants be brought to justice.

In order to deal with methods of treatment for the prevention of delinquency we must also deal with deviation from the social norm which does not always exceed the limit set by the Law.

The Law lays down prohibitions and imposes punishments on those who violate them, whether as a deterrent or in order to protect society from the delinquent; whereas the prevention of delinquency is necessary for the establishment of a social system of supervision and correction which relates primarily to social norms.

There are, however, phenomena in society to which one can attach various possible interpretations, whether as legal prohibitions or as deviations from the social norm.

Recently, the rate of social change and the ever increasing phenomena of social revolt (New Left and Newer Left) dictate to the institutions slight variations in interpretation of behaviour, whether necessitating social intervention, demanding intervention on the part of the Establishment of taking into account the rights of the citizen to individual freedom.

These variations necessitate adjustment of sections of the Law and norms of behaviour accepted by society. Our guideline in this dilemma is as follows:-

Only after attaining an understanding in a contemporary light, as early as possible, of the nature of new phenomena, shall we learn to differentiate correctly which of them has a personal or socio-pathological origin and must therefore be uprooted as early as possible and which of them has its source in youth rebellion which requires a positive approach, taking into account that, in the past, revolutions have also speeded up progress. We shall be able to consolidate and find a guideline to extricate society, and above all its younger generation, from its present confusion. We must make an effort to differentiate between an ephemeral phenomenon which is in fashion only for a short while and those with permanent elements which will in future become accepted among social norms.

An approach based on a mistaken evaluation not only does not benefit society but may endanger it by concealing the development of a socio-pathological condition with the result that it is not treated in time.

This approach must depend on an understanding of this condition as retardation in the stages of achieving social maturity by the deviant who is consequently in need of a period under the supervision and guidance of people whose aim is to help him to understand, so that he may refrain from repeating this pathological behaviour and attain socialisation which will enhance his social maturation.

The Centre for the Prevention of Delinquency of the Ministry of Social Welfare acts as the executive branch of the "Public Council for the Prevention of Delinquency in Israel", in which are represented various Government ministries concerned with the subject, (Social Welfare, Education and Culture, Health, Justice, Police and Labour), the Committee of Public Services of the Knesset, representatives of Local Councils, institutions of higher learning and prominent personalities. This Council gives expression to the feelings of Israeli society on everything concerned with phenomena which must be evaluated in order to decide how to relate to them. The "Standing Committee" acts as an intermediary between the Council and the Centre for the Prevention of Delinquency. The Committee is a small-scale version of the Council and meets once a month for its discussions.

Researches in the various fields of social pathology among children and youth point again to the common type of deviant - the child of a large family originating from Asia or Africa living on a moderate or low income and whose other typical characteristics are: crisis of a sudden change from one culture to another; erosion of parental authority and family framework. All these are due to the parents' inability to impose discipline on their children, to give them guidance and to educate them; their having to make do with insufficient formal education given within the framework of the school system, due to feelings of humility and inferiority; and a lack of sufficient attention to the individual in distress who is thus forced onto the periphery of society.

In the Israeli population there are the following divisions:-

About 130,000 large families - 17.5% of total number of families in the State.

Of these about 94,500 are Jewish families - which comprise 14% of the total of Jewish families.

Of these about 75,500 families are of Asian-African origin and only about 19,000 families are Israeli born or of European/American origin.

Among families of Asian-African origin about 70,000 immigrated to Israel after 1948 (crisis of cultural transition).

The families which immigrated after 1948 from Asia-Africa and who have 4 children or more are about 9% of all families in Israel and total over half a million people, i.e. about 18% of the total population of Israel.

In order to prove that in this population is concentrated most of the delinquency, let us quote the following data:

- a) Out of 4,460 juvenile delinquents found guilty in 1968 (8.3 per 1,000 youths)
 - 1,133 were born in Asia-Africa (14.0 per 1,000)
 - 69 were born in Europe-America (2.5 per 1,000)
 - 2,452 were born in Israel (no information as to the origin of the parents) (70 per 1,000)
 - (another 8 whose origin is unknown)
- b) Out of 10,201 adult criminals found guilty in 1968 (8.5 per 1,000 of the population)
 - 6,087 were born in Asia-Africa (10 per 1,000)
 - 1,605 were born in Europe-America (2.4 per 1,000)
 - 2,486 were born in Israel (8.9 per 1,000)
 - (another 23 whose origin is unknown)

B. Network of Services at Present Active in the Reduction of Distress and the Prevention of Delinquency

1. Primary Prevention

The intention is to prevent the children described above, who are considered as the common type of deviant, from being forced onto the periphery of society. Where there is a population which lives in distress and whose children are unable to enjoy all the rights granted them by Law, Society is responsible for supplying its children with the encouragement they need in order to extricate themselves from the straitened circumstances in which they and their parents find themselves.

Theoretically it is agreed and accepted that this support must be given from the earliest stage of life of the young child within the child's restricted environment. This support must be given with due attention to a whole set of influences which act upon the child, so that no support should be given in one way which may be destructive in another. The network of services for early prevention includes nowadays the following (in the order of their appearance in the child's life):

- a) Adoption services As a substitute for the natural family by giving a child who has no family into the care of an adopting family which supplies him with most of his needs in a way closest to that received by every child from his natural stable family.

In 1969, 270 children were placed for adoption in this way out of a total of 350 babies whose parents applied for the help of this service (generally these were children who were born out of wedlock).

- b) Help to parents Is given as assistance to a family of which one parent has died or become sick, so that they may be able to continue to exist as a family in every respect, by the help of a person who comes to fulfill part of the tasks of the parents in return for payment. Experiments are also being made to strengthen the underprivileged family unit by giving guidance to the parents in the rearing and education of their children, with the help of a person who comes for a few hours daily and trains the whole family in their functions. These services are in their experimental stages and about 150 families enjoyed them in 1970

At a total cost of about IL. 100,000

- c) Day Centre for pre-school children For children of large families who live on a low income level, or when the family unit is not complete. The task of the Centre is to reinforce families whose children are likely to be deprived because of their situation, by giving a service which ensures the maximum development of the children physically, intellectually, emotionally and socially.

In 1970 about 6,400 children between the ages of one and a half and four years, received this service at a total cost of IL. 1,850,000 and it will be given in 1971/72 to 1,500 to 2,000 additional children.

- d) Support to children and youth Is given by social workers who are experts in the field of child and youth care by supporting the pupil in all the crises which face him within the educational framework in which he learns during the various stages of his education, and which without the help of a person trained for the purpose would drive him from one crisis to another and to an inability to continue with his studies which would end in absence from school, dropping out and deterioration, vagrancy, distress and delinquency.

The service is being given during the 1970/71 school year by 200 social workers to about 20,000 pupils who need it, out of a population of about 200,000 pupils. From this experience we learn that about 10% of the pupils are in need, to a greater or lesser extent of its continued help or of the advice of an expert adult.

The expenditure on this service amounts to IL. 1,460,000

- e) Help to needy children Is given in the form of a financial grant in order to enable needy pupils to persevere in their studies. The grant is given for the purchase of books, uniform, equipment and for travelling to school. Pupils in the 9th grade were given a fixed grant in 1970/71, and the pupils of other grades were given a grant compatible with individual needs and in accordance with possibilities. In 1970, 7,000 pupils of the 9th grades and about 3,600 pupils of all other grades enjoyed grants amounting to IL. 1,300,000.

(Of these, over one million pounds were allocated to the 9th grades and the remainder to pupils of the 10th grades and upwards.)

f) Removing of children from their homes

Homes (boarding) and foster families - the Home and the foster family are a temporary substitute for a natural family when it cannot fulfill its duty even with the help of the community services, or when it is possible to care for the child only within an educational-treatment framework outside his home. This service is not limited to a specific age and may be given to very young children. The service is generally given with the agreement of the parents, but if the parents or the child refuses the treatment which is found to be necessary for him, and the welfare of the child is in danger, then the service can be administered by a Court Order in accordance with the Youth Law (Care and Supervision) 1960. The Homes cover a wide range of trends, aims and types of children under care. The Homes number about 200, and the foster families about 1,000.

From a quantitative point of view they meet the main needs of the population and about 7,500 children and youths benefit from them at present, at a total cost of
..... about IL. 6,000,000

Secondary school studies in boarding schools - Conditions of distress at home prevent even talented students from answering the demands of secondary school studies, on account of over-crowded housing and lack of proper conditions for studying. In order to free these pupils from their distress, there exists a possibility of helping the child whose wish, and whose parents wish is for him to study in a boarding school suitable for his talents, by the Welfare Services ensuring his stay in a boarding school. The number of pupils who benefited from this service last year was about 3,000 at a total cost of IL. 2,500,000

The number of all beneficiaries of the primary prevention services reaches about 45,430 children at a total cost of about IL. 13,210,000

2. Secondary Prevention

The intention is to try and return children and youths who were expelled from the general school and labour frameworks to a corrective educational framework, with the aid of special services for socialisation.

Pupils who are expelled from educational frameworks roam about in towns, do not complete their studies in an educational framework and have not acquired the minimum knowledge necessary for leading a proper way of life. These children are in need of a rehabilitating framework which will be permissive in everything concerning demands in study-achievements and imparting a profession with emphasis on social adaptation and imparting values and habits for work and community life.

The services for secondary prevention are:

- a) Reception groups Which absorb children between 7 - 10 years of age who were expelled from educational frameworks and try with the help of educators, psychologists and social workers, through specially concentrated care in small groups, to re-adapt them to a study framework and prepare them from the aspect of standard of knowledge to be re-absorbed in the school. About 150 children benefited in 1970 within this framework, at a total expenditure of about IL. 50,000
- b) Workshops for Youth Rehabilitation (MIFTAN) Which absorb children aged 12 - 13 years who have not completed their studies, or who have completed without acquiring knowledge, and with the help of educators, professional instructors, and social workers, impart to them basic information, team spirit, social and work habits, and to prepare them for working life. About 2,000 children benefited in 1970 within this framework at a total expenditure of about IL. 2,000,000
- c) Street-corner gangs Aged 15 to 21, unemployed and without profession, who, mostly neither study nor work, are on the verge of delinquency and may even have actual delinquents among them. The group workers contact them and try to direct them to socially normal activities while helping the individual to adapt himself to work and a proper society.

About 1,000 youths have benefited in 1970 within this framework at a total cost of about IL. 100,000

The number of all beneficiaries from the secondary prevention services reached about 3,150 youths, at a total cost of about IL. 2,150,000

3. Tertiary Prevention

This refers to corrective services for juvenile offenders which try to turn the delinquent from his bad ways and prepare him for a proper life, with the help of workers trained for this purpose and in special cases, while cutting him off from society and taking him into a special educational framework.

The services given within this framework are mainly given on the authority of Orders of a Court.

The later the stage of prevention, and the lower the youth has declined, the less will be the chances of his rehabilitation and the frustration of those who care for him will increase. The civilised world has not yet found the wonder remedy for this malignant sickness when it appears in all its force. The chances are greater when the youth comes for treatment in the early stages of his decline, when it is possible to halt this and return him to the road of disciplined society.

The corrective services are:

- a) The Probation Service Which operates in three stages:
 1. Recommendation (after enquiry) for bringing to justice or to close the file.
 2. Enquiry for the purpose of submitting a report to the Court, and a recommendation for the desired way of treatment for the correction of the youth.

3. Supervision over the youth by a probation officer during a period fixed by the judge (from half a year to three years) in order to help him to find his place in society.

The Service is given by approximately 150 probation officers, and in 1969, 10,830 youths and 2,813 adults were sent for interrogation. During that year 1,152 youths and 1,180 adults were put on probation, at a total expenditure of about ... IL. 1,800,000

- b) Youth Protection Is given to juvenile offenders, in accordance with the decision of the Juvenile Court. The fixing of the place for protection is made according to an educational-social-psychological diagnosis, whose aim is to fit the youth as much as possible to the framework which will mostly contribute to his rehabilitation. The service is given in a Home, including general studies, acquiring working habits, preparation for social adaptation and casework treatment by a social worker and psychologist. At the end of the protection period at the Home the youth is transferred to the follow-up service which helps him to adapt himself to community life.

The service is given in 12 Government Homes and in a number of Private Homes. Today this service is given to 1,200 youths (boys up to the age of 16, girls up to 18), at a total expenditure of about IL. 7,500,000.

The number of all beneficiaries of the tertiary prevention services reached 3,532 youths, at a total expenditure of about IL. 9,300,000.

CONCENTRATION OF PRESENT DAY BENEFICIARIES FROM THE SERVICES
AND THE COST OF THESE SERVICES

<u>Primary Prevention</u>	<u>Number of Beneficiaries</u>	<u>Expenditure in Thousand Pounds</u>
Adoption	280	-
Help to parents	250	100
Day Centres	6,400	1,850
Support to children and youth	20,000	1,460
Help to pupils	10,600	1,300
Homes (Boarding)	7,500	6,000
Secondary education in Boarding Schools	3,000	2,500
	<u>48,030</u>	<u>13,210</u>
Total	<u><u>48,030</u></u>	<u><u>13,210</u></u>
 <u>Secondary Prevention</u>		
Absorption Groups	150	50
MIEP'AN	1,500	2,000
Street-Corner Gangs	1,000	100
	<u>2,650</u>	<u>2,150</u>
Total	<u><u>2,650</u></u>	<u><u>2,150</u></u>
 <u>Tertiary Prevention</u>		
Probation	2,332	1,800
Youth Protection	1,200	7,500
	<u>3,532</u>	<u>9,300</u>
Total	<u><u>3,532</u></u>	<u><u>9,300</u></u>
GRAND TOTAL	<u><u>54,212</u></u>	<u><u>24,660</u></u>

This number of beneficiaries is from a total of 1,280,000 youths aged 0 - 19 years, while the number in need of treatment reaches, according to estimate about 120,000.

PROGRAMME FOR MEDIUM RANGE ACTION (PROGRAMME "FUTURE GENERATION")

The Age Group 0 - 19 in Israel comprises 43.8% of the total population (only Jews). This percentage has no equal in states in which life-expectancy is similar to that in Israel.

The following data compared in percentage of groups aged 0 - 19 in other countries

West Germany	27.8	!	Japan	36.7
Sweden	28.2	!	United States	38.5
England	31.5	!	Australia	38.1
Italy	31.7	!	Holland	39.1
France	32.3	!	Israel	43.8

In order to ensure the future of the nation and the country it is necessary to see the needs of the future generation as the focal point of activities of the existing institutions.

The aim of this programme is to meet the needs of children and youths, at as early a stage as possible, so that when the time arrives they will be useful citizens of their country and enjoying the maximum of comfort which may be achieved within the framework normally accepted by society, in accordance with their potential level.

The plan is therefore directed towards expansion and widening of the services for primary prevention and secondary prevention and to the strengthening of the services for the tertiary (corrective) prevention.

As already mentioned above, the primary prevention services are directed at the population which lives in distress, in order to ensure for it the supply of most of the needs of the children and youths and thus avoid their being in distress in the future.

This task should be adopted temporarily by all Government Ministries which are concerned in this subject, such as: Housing, Education, Health, Labour, National Insurance, by Local Authorities, by public organisations and various voluntary societies. It should be turned into a fashionable norm for the coming decade.

This programme is based on the expansion of the existing basic services, in order that they may supply the needs of the whole population in Israel. The programme includes the extension of existing services to be supplied to additional age groups of the population and the addition of new services which, until now, have not been recognised as general services but as local experimental services.

The programme will be extended as a first priority to depressed areas, and later to the remaining areas of the country.

The aim of the programme is to try and fight the distress of a locality with the intervention of various services which help and complement each other. By the creation of one front of continuous services which will answer all the problems from which the straitened circumstances arise, the prospects of removing the distress will be increased.

The necessary resources for the development of a substantial part of the programme for extending the services has already been promised for the coming period of three to five years. It is desirable that our Ministry place part of the programme as a high priority, but the rates of its expansion is conditional on the resources allocated for its implementation.

(1) Development of Social Services for the prevention of distress which is the source of delinquency

(a) Development of services to children at an early age

The State should ensure for every little tot, from the age of one and a half in a family with many children, the right to stay in a Day Centre free of charge. For the implementation of this right IL.30,000,000 have been allocated for a five-year programme for developing the network of homes in the whole country by the organisations which operate in the field and by local authorities.

This amount is 60% of the expenditure for the establishment of Homes, which total IL.50,000,000, if the balance can be raised by the organisation or local authorities from other sources.

Execution of this plan will grant the right to all the children whose families have a low income and are burdened with many children (upto an income of 200% above the rate of relief), and also for children who come from families of which only one parent or one of the parents is not working (due to sickness, etc.).

Implementation of the rights of children from large families will be in stages, in accordance with the possible places in Homes on the spot, where priority is given to those supported and who have a low per capita income.

This operation will be carried out in cooperation with the Ministry of Labour, whose aim it is to enable the mothers to go out to work, and with the cooperation of the Ministry of Education and Culture, which will see to the training of suitable manpower for taking care of the children.

In addition to the investment from the Development Budget, of the sum of IL.30,000,000, the annual expenditure will gradually grow annually.

from IL. 4,000,000 in 1971/72
to IL.10,000,000 in 1974/75

This growth is based on the increase in the number of children and also on the increase of the rate of participation of the Social Services in the operation up to about two thirds of the actual expenditure.

(2) Day Centres for pupils of 1st - 4th grades

It is planned to extend the service of the Homes to children, pupils of the low grades who come from large families, whose parents are unable to devote attention to their children, who roam about the streets, and to children who show signs of difficult behaviour, which emanates from circumstances at home, in order that they may stay there from the time between the end of their studies and the evening.

The children will have lunch within the framework of a Feeding Programme and will later be formed into social groups, for preparing their homework under supervision, to engage in hobbies and handwork, ball and social games, and going together to movies or theatre. Before going home the children will receive an additional meal.

It is desirable that these activities should take place in suitable clubs which are not part of the school, in order to prevent the children from feeling that the school framework is imposed as a continued and rigid framework. In places where more suitable places can not be found clubs will be established within the school walls.

It is planned to establish about one hundred such groups, each of which will look after fifteen children.

The expenditure for a year will amount to about IL.1 million.

(c) Assistance to children and youths

In order to ensure this service which comes, as already mentioned, to serve as an aid to the pupil when going through a crisis in order to prevent his decline, it should be ensured that this service will embrace all pupils. It is almost impossible to accelerate the expansion of this service which is based on professional-academic manpower and it is being carried out gradually. The demand for this service by the Local Authorities exceeds the supply, both from the point of view of the means at our disposal, and especially because of the lack of manpower. Development of the service must be limited only on account of manpower, and its expansion must be ensured to the extent that manpower can be found. There is need of another 350 workers, who will be engaged within three to four years.

Of this number, about 120 workers will be employed in 1971/72, and will be sent to areas which were described as distress areas.

The annual expenditure for this operation will gradually increase

from IL.2,180,000 in 1971/72 to
about IL.5,000,000 in 1974/75.

(d) Tutors for large families

In order to help children of large families, whose parents are incapable of helping them and assisting them to orderly studies, and whose parents neglect their

children for lack of a proper approach since they do not have the ability to guide and train them due mainly to their straitened circumstances, an experimental project has been established of providing tutors for children of large families who guide the children in preparation of their lessons regularly, and train the parents in everything which concerns the supply of the children's needs, to make sure they take care to see their children go to school properly dressed and equipped with everything they need.

This operation is carried out by a tutor who visits the family five times a week during the afternoon hours, for about two hours, and he trains the whole family in all aspects of living which are connected with the development and studies of the children.

In view of the success of this operation, based on manpower which can be obtained in the towns more easily than professional workers, it has been decided to extend the operation and turn it into a regular service. The plan is to reach about 500 large families, who have at least four children between the ages of 5 - 15, where the annual expenditure for guiding a family comes to about IL.2000. The annual expenditure for this operation will increase gradually from IL.500,000 in 1971/72 to IL.1,000,000 in 1972/73.

(e) Help to needy children

The compulsory education, supplies only the education free of charge. The parents have to supply the services which accompany the education, by direct expenditure on educational equipment, clothing, travel to school, and the like, and partly by payment of a fee for services supplied by the local educational authorities.

Children of needy families are generally exempt from payment of the service fees, but they are unable to obtain the books and stationery and clothing they need and cannot, therefore, participate in the studies in a regular and stable way. They are also lacking in the social field when they cannot participate in hikes and other social activities, for lack of financial means. All these are an obstacle in the way of realisation of the compulsory education law and in extracting these children from the distress into which they were born.

The programme, therefore, obliges that all these services be given as a right to children from needy families, who live on subsistence grants or on an income which does not exceed the rate of subsistence, and also to children who are receiving grants from the social services.

Needy pupils who continue their secondary school studies, even if they are not within the framework of compulsory education are also eligible for assistance in all these services to get out of their distress to realise their prospects by acquiring secondary education which opens up a better future for them.

In addition to the grant which is intended to cover the fixed expenses, it is necessary to ensure money for special expenses, such as: a course for preparation

for high school, maintenance expenses for external pupils in boarding schools, travelling to secondary schools run by Regional Councils.

The extent of help must be calculated in accordance with the real expenses and in the end it will cover about 70,000 pupils.

The expenditure will gradually grow

from IL. 4,000,000 in 1971/72
to IL.24,000,000 in 1975/76.

(d) Secondary School Studies in Boarding Schools

The demand for studying in boarding school continues to increase from year to year and this should be met in full. The yearly increase is about 750 pupils, while the annual expenditure grows yearly by about 1 million pounds. IL.1,000,000.

About 160,000 children will benefit from the extension of services for the prevention of distress at a cost of about IL.49,000,000.

And with a single investment for development of about IL.30,000,000.

2. Development of social services for the prevention of delinquency - in accordance with the report of the Chairman of the pedagogic secretariat at the educational committee of the Knesset, about 4% of the pupils in the elementary schools find it difficult to adapt themselves to the class. This difficulty is the cause for their leaving and dropping out of school and to combat this it is necessary to develop the services, as detailed above.

(a) Absorption Groups - It is necessary to ensure the existence of an Absorption Group in every locality and in every quarter, in which the number of children who are not studying, although they are 7 to 11 years of age, has reached 10 .

They will be developed gradually within five years, and in 1971/72 there will be about 30 groups.

The annual expenditure for this activity will gradually increase

from IL. 500,000 in 1971/72
to IL.2,500,00 in 1974/75.

The Ministry of Education will increase the number of teachers allotted to these classes.

(b) MIPTANIM - The absorption groups meet the demands of the groups aged 7 - 11 and at times less than that. The existing Miftan meets the demands of the groups aged 12 to 15. In order to ensure service to everyone in need of it, the Miftan has to add a pre-Miftan class for the groups aged 10 - 12 who are not capable of returning to a regular educational framework. and a class for the rehabilitation of older youths in the groups aged 15 to 18 who could not adapt themselves to any work for lack of proper working habits.

There is still need to add Miftanim in places where this service does not exist at all.

The intake power of the Miftanim must, however, be doubled and even more than that, there is need for an additional 2500 places.

The budget needed for expansion - in DEVELOPMENT is about IL.4,000,000

75% of this by loans from Mifal Hapayis.

The annual expenditure for the activity will increase gradually

from IL.2,700,000 in 1971/72
to IL.4,200,00 in 1974/75.

(c) Street-gangs - The number of youths who are fully or partially idle and who roam about in groups without an orderly social framework, is estimated to be about 5000 in the whole country. The youths in question being from 14 - 21 years of age, are not studying, do not work at a regular job and are not serving in the army. About 1000 of them are under the care of street-gang workers who are trying to rehabilitate them and to disband the group membership when without a positive basis and is mainly negative.

The activity will be expanded as quickly as possible in order to encompass all the youths within two to three years.

Accordingly the expenditure will increase

from IL. 700,000 in 1971/72
to IL.2,000,000 in 1973/74.

(d) Homes for Girls - This service is vital for the prevention of the distress of girls who, as a result of incorrect education, accompanied by a crisis at home, the cause of which is housing difficulties, have come to escape, and this leads them to the "protective" hands of procureurs. Another group of girls who escape from comfortable homes and from secondary-school studies, because of lack of understanding on the part of their parents, are also in need of authoritative treatment, which will also help to change the attitude of the parents. In order to prevent the distress of these girls there is a need to establish a number of small family-homes through the country, which will serve as a shelter for homeless girls - and a hostel for girls who are in stages of rehabilitation, where they can take part in productive work.

The need is for about 200 places in five centres in Israel, for which purpose an investment of about IL.5,000,000 is needed. This project will be achieved gradually, according to the possibility of finding suitable places.

Development of the services for the prevention of delinquency will ensure services to about 4,200 additional youths, at an annual expenditure of about IL.3,200,000

and a single investment for development amounting to IL.3,000,000
through Mifal Hapayis and from the Development budget IL.6,000,000.

3. Development of Social Services for the correction of delinquents

(a) Probation Service - The law which obliges the submission of a report on a youth who committed a crime, before his trial, has so far been carried out in cases of juvenile delinquents and on adult offenders up to the age of 21. In Order to make it possible for delinquents to be taken out of the circle into which they entered, it is recommended now to operate the mentioned obligation on adult offenders upto the age of 25, and thus give an additional population a prospect of enjoying the privilege of correction and not imprisonment which carries the offender a great distance away from the prospects of rehabilitation. The expansion of the need to submit reports on adults, demands the employment of 20 additional probation officers.

(b) In order to increase the rate of success in rehabilitating juvenile delinquents there is also need for increasing the treatment of youths especially in areas which are focal points for delinquency. Increasing the treatment will mean more intensive contact in the execution of the supervision as well as in the recommendation of a policy for supervision and methods of treatment. Expansion of the operation will be carried out by twenty additional probation officers.

The annual expenditure should, therefore, grow to a total of about IL.400,000.

(c) Protection is given in separate homes to youths up to the age of 16 and to girls up to the age of 18. According to a proposed Youth Law (Punishment, trial, and ways of treatment, which is before the Knesset) it is proposed to raise the age of youths who will be subject to this law, to the age of 18, and thus to prevent imprisonment of youths below this age.

This will necessitate the opening of additional homes for age groups 16 - 18.

The need for separation between juvenile and adult offenders already arises at the time of arrest. It is necessary to differentiate between the arrest of minors and adults, as has been decided between our Ministry and the Ministry of Police, and we are planning the establishment of four detention homes for minors, the cost of which will amount to about IL.5,000,000

and the annual addition which will be needed for their maintenance will reach about IL.2,000,000.

Expansion of the correction services will ensure a better service for about 12000 youths, at an annual expenditure of about IL.3,700,000

and a single investment from the Development Budget amounting to IL.5,000,000

Those who may benefit from the development of the services, and the expenses for the development and service rendered to them

	Summary of beneficiaries	Expenditure in Thousand IL.		
		For development	For rendering service	
a. Prevention of distress				
(1) Day Homes	12,000	30,000	10,000	
(2) Day Homes for pupils of grades 1-4	1,500		1,000	
(3) Grants to children and youths	55,000		5,000	
(4) Tutors for large families	1,500		1,000	
(5) Assistance to pupils	70,000		24,000	
(6) Secondary school in boarding schools	3,500		5,000	
			3,500	
Total	49,000	30,000	159,000	
b. Prevention of delinquency				
(1) Absorption groups	4,000		2,500	
(2) Miftan	5,500	1,000	4,200	3,000 Payis
(3) Street-gangs	5,000		2,000	
(4) Girls in distress	200	5,000	500	
Total	14,200	6,000	9,200	
c. Correction of delinquents				
(1) Probation	6,000		1,900	
(2) Detention	6,000	5,000	2,000	
Total	12,000	5,000	3,900	
Grand Total	185,000	35,000	62,100	3,000 Payis

E. Order of Priority for Development Services

The order of development of the services in the various localities and in the various quarters will be dictated according to the severity of the condition of the youths on the spot. This order of preference will take place in every case, whether the means are limited or not and the services will be developed only in areas which are defined as "distress areas", for then this development of the services in these localities will be advanced.

Fixing of the distress areas will be according to a number of indicators which were developed by us, as follows:

That if the percentage of the children aged 0 - 19 is over 45% of the total population of the area, then two additional conditions out of the following must be fulfilled or if they comprise more than 50% of the population then one extra condition must be fulfilled. The conditions being:

- (1) the rate of juvenile offenders is over 25 per 1,000 aged 9 - 16.
- (2) the infant mortality rate is over 22.5 per thousand babies.
- (3) the rate of children settled by the Child and Youth Welfare Service outside their home is over 7.5 per thousand, aged 0 - 19.
- (4) congested housing approximately in the area is over 2.0 persons per room.

The order of priorities in the allocation of resources to the distress areas will be according to the number of variables from which the area is judged to be a distress area, and according to the degree of severity of the variable.

Below is the first list of localities with a population of 10,000 persons and over, which answer these requirements.

To this list should be added localities whose population is less than 10,000 persons and also quarters and suburbs in the large cities.

DISTRESS AREAS

List No. 1

The Authority	Percentage of those aged 0-19			Rate of minor delinquents to 1000 aged 9-16	Rate of those arranged outside their home to 1000 0-19	Death rate amongst babies to 1000	Congested housing persons per room
	45-60	55-50	55				
1. Beit She'an	57.5			43.2	9.7	28.7	
2. Kiryat Shmona	54.2			38.3	8.7	32.2	
3. Or-Yehuda	50.7		29.0		13.2	29.6	
4. Safad	46.8			59.0		29.4	
5. Ramleh	48.1		26.6		10.6		2.1
6. Dimona	52.3			47.0		24.9	
7. Kiryat Gat	52.0			47.0	7.7		
8. Affula	47.6		39.0		7.9		
9. Tiberias	51.5				11.3	23.8	2.0
10. Ashkelon	50.4		30.7				2.0
11. Rosh Ha'ayin	57.2					31.8	
12. Hod Hasharon	52.8					29.5	

We have proposed that the Government adopt the policy of declaring whole localities and quarters in towns as "distress areas" and to oblige all the Ministries to develop services in accordance with this order of priorities.

END