FLORIDA STATE UNIVERSITY

A SURVEY OF JUVENILE DELINQUENCY
IN ISRAEL

By

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a rural social structure to an urban one may have contributed to an actual increase in juvenile delinquency.

CHAPTER I

INTRODUCTION

Statement of the Problem

The purpose of this study is to survey and evaluate the problem of juvenile delinquency and its treatment in Israel. Juvenile delinquency is defined as "... misbehavior by children and adolescents which leads to referral to the Juvenile court." ¹

In recent years, there has been a statistical rise in the extent of juvenile delinquency. ² This statistical rise may be due to factors other than a change in actual delinquencies committed. An awakening public interest, a better police force, and an increase in treatment facilities may be such factors. However, the statistics do indicate either a real problem or a shift in public opinion which has directed the attention to a phenomenon quite new in the state of Israel. ³ Mass immigration, social and moral deterioration, weakened family ties, and change from

³Ibid.
a rural social structure to an urban one may have contributed to an actual increase in juvenile delinquency.

A clash of conduct norms with a resultant increase in crime may result from the conflict of norms and values among individuals and groups, within a given community, who have different cultural traditions and background . . . .

The degree of culture conflict with the resultant crime and delinquency rates will be higher among the new groups than among members of the receiving community. 4

**Importance of the Problem**

Since in the United States of America there is a low rate of delinquency among Jewish juveniles in relation to their environment and in proportion to the general population, 5 the problem of juvenile delinquency among Jews has drawn the attention of criminologists.

This study serves as a source for comparing juvenile delinquency in Israel with juvenile delinquency in other countries and especially with juvenile delinquency among the Jews in these countries.

The state of Israel will in the near future become the laboratory for testing the importance of the specifically Jewish factors discussed above and the validity of some of our underlying assumptions, its police, court and prison records will show to what extent the attitudes and behavior of the Jews born and raised there are similar to those who live in other countries and to what

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extent the minority status of the latter really accounts for their greater law-abidingness.  

Different interpretations have been postulated to account for this low rate of juvenile delinquency among Jews in the United States. The most widely accepted explanation emphasizes Jewish culture and family structure.

The proverbial devotion of Jewish parents to their children is another possible explanation. Whatever the reasons, they pay more attention to the intellectual, social, and moral development of their children than other parents. They try to imbue them with lofty ideals and with socially-useful aims and goals in life... This accounts to some extent for the fact that there are fewer juvenile delinquents among the Jews than among other ethnic groups as well as for the greater law-abidingness of their adults.

As the state of Israel is a developing country, it will be of great interest to compare it with other developing countries on the one hand and with stable countries on the other.

Literature in the Field

Literature in America and abroad deals to a considerable extent with the problem of juvenile delinquency. This literature is based very often upon police records and various surveys.

Over the years certain beliefs concerning juvenile delinquency have developed. Among them was the belief that the crime rate of immigrants taken as a group will be

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6Ibid., p. 290.

7Ibid., p. 291.
lower than the crime rate of the native-born. However, it was later realized that foreign-born criminals exceeded the criminality of native-born whites in the United States by a ratio of ten to nine.\(^8\) Goldberg in his survey on criminality of Jews in Los Angeles noted that of those charged with having committed serious offences against person and property Jewish immigrants constituted a relatively larger number than American-born Jews.\(^9\) Moreover, in Italy, immigrants from the south have a higher rate of delinquency than the native born in the north.\(^10\)

Another belief among authorities in the field of correction in the United States is that the rate of Jews who commit crimes is lower than of non-Jews.\(^11\) The proportion of Jews arrested is rather small; it is less than their expected rate of arrest. Other things being equal, the percentage distribution according to ethnic origin, race, religion, educational level, occupation, socioeconomic status, nativity, age, and sex of those arrested in a given locality should be approximately the same as of

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\(^9\) Goldberg, p. 280.


the general local population. This is the expected or theoretical arrest rate of a group. Any deviation from the norm on the part of any group means that it has either a higher or lower arrest rate than the general population. The observed or actual arrest rate on a group is the one computed on the basis of its arrest records. A survey of delinquency among Jews in Los Angeles revealed that the percentage of Jews among white persons under arrest fluctuated between 1.2 and 2.7. For six out of the fourteen years of the survey Jewish juveniles accounted for 1.5 per cent of the delinquent population but between 5.6 and 8.2 per cent of the total population.¹² Williams, in his study, states that teenage delinquency in England and Wales has increased since the end of the war and the deterioration is still going on.¹³ In Latin America too, juvenile delinquency is progressively increasing, reaching its peak in the great cities and standing at its lowest in the rural areas.¹⁴

In Italy the period from 1954-1961 was a period of significant increase of juvenile delinquency. Since 1962

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juvenile delinquency in Italy is decreasing. Studies in Poland indicate that juvenile delinquency in the cities begins at a very early age and the rate of crime and delinquency is about three times larger than the country rate. Hypotheses

It is believed that in the United States Jews commit fewer crimes than non-Jews.

The Los Angeles Jews have a lower police arrest rate than the general population. This is presumably because the social behavior of a relatively larger number of them is in conformity to law or because a smaller proportion of them commit offences leading to arrest. Whatever the explanation, it is known that American and other Jews have a lower crime rate than others.

The first hypothesis is that Jews in Israel do commit crime and that the number of juvenile delinquents there is increasing rapidly. This is a hypothesis supported by reports published annually by the Israeli Department of Police.

The second hypothesis is that more offences committed by delinquents in Israel are committed by Jews born in Asian and African countries than by Jews born in Europe or in America.

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17 Goldberg, pp. 266-291.

18 Shoham, pp. 66-78.
The third hypothesis is that the highest proportion of offences committed by Israeli juvenile delinquents consists of offences against property and the lowest of offences against morality, of fraud, and of forgery.\textsuperscript{19} This is true in other countries too.\textsuperscript{20}

The fourth hypothesis is that the rate of juvenile delinquents among immigrants is higher than among the native-born.

The conduct norms of their parents diverge as a rule from the prevailing norms in the receiving country. . .

Many effects of the process of integration may weaken the cohesion of the family unit and thus hamper the family control over the young.\textsuperscript{21}

The fifth hypothesis is that, as is true over the world, there is an increase of juvenile delinquency in Israel.

The serious implication of the problem is further indicated in that the percentage of children appearing before juvenile courts has been increasing.\textsuperscript{22}

**Basic Assumptions**

The first assumption on which the validity of this thesis rests is that selected items of information can be systematically organized into stable categories and made the object of scientific research and analysis.

\textsuperscript{19} The Israeli Police Annual Report, Government Publisher, Jerusalem, 1965, pp. 97-103.


\textsuperscript{21} Shoham, p. 68.

\textsuperscript{22} Cavan, pp. 5-7.
This is a standard assumption made by investigators in the field of social research.\textsuperscript{23}

The second assumption is that the statistics on juvenile delinquency which are issued by governmental agencies from which information was obtained are sufficiently accurate to permit a valid study to be done.

The third assumption is that the conclusions drawn are based on precise information from adequate agencies which indicate a dependable degree of concensus and validity.

Finally it is assumed that this study may be compared with other similar studies in different countries.

**Sources of Data**

Most statistics covering crimes among adults and juveniles in Israel are published by the Israeli government. The sources of data for this study were obtained from the publications of several governmental agencies:

1. Demographic and Social Department Central Bureau of Statistics, Jerusalem;
2. Juvenile Court, Tel-Aviv;
4. Criminal Investigation Department, Police National Headquarters, Tel-Aviv.

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The statistics that were issued from these agencies included all juvenile criminal cases handled by them in Israel.

Some material was requested from individuals in Israel recognized as authorities in this field. These authorities are:

1. Professor S. Shoham, Head of the Department of Criminology, University Bar-Ilan, Ramat-Gan;

2. Dr. L. Jafee, School of Social Work, Hebrew University, Jerusalem;

3. Dr. Z. Hermon, Scientific Adviser, Director of Classification and Research, Prison Service, Tel-Aviv;

4. David Reifen, Juvenile Judge, Juvenile Court, Tel-Aviv.

Proposed Procedures

The current status of juvenile delinquency in Israel was surveyed. Governmental documents were reviewed, abstracted, and summarized.

The laws governing the disposition of juvenile cases and the existing measures for the prevention of juvenile delinquency were reviewed too with regard to their approaches and their effectiveness.

Letters were sent to individual authorities in Israel. The data requested in these letters consisted of their judgment on the following points:

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24Appendix A.
1. the increasing number of juvenile delinquents in the past years in Israel;

2. the statistics regarding the age of the delinquents;

3. the categories of crimes committed by the juveniles;

4. the national origin of the juvenile offenders;

5. the type of Israeli settlement the juveniles come from.

The information obtained from governmental and other authorities was tabulated according to type of settlement, urban or rural, and level of education of the juvenile delinquents. The socio-economic conditions of the families from which the juveniles come were also tabulated and examined. This data was interpreted as supporting the hypothesis if a significant difference was demonstrated; if there was no significant difference, the hypothesis was rejected.

A description and judgment of the above information was given. In addition, an interpretation was made by comparing the different points of view of the governmental and private authorities in the field in Israel. This data can be compared to that of other countries which also face the problem of juvenile delinquency.

From the above tabulation and interpretation conclusions were drawn leading to recommendations in regard to the education level of the juveniles and the laws concerning the problem of juvenile delinquency.
CHAPTER II

THE SETTING OF ISRAEL AND

THE SCOPE OF JUVENILE

DELINQUENCY IN ISRAEL

The Setting of Israel

Israel lies on the eastern seaboard of the Mediterranean, near the meeting-ground of Europe, Asia, and Africa, between latitudes 29°30' and 33°15' North and longitudes 34°17' and 35°41' East. Its area is 7,992 square miles, of which 171.3 square miles are water.

It is an irregular, narrow strip 265 miles long, stretching from the hills of Galilee in the north to the Red Sea port of Eilath in the south, bounded in the north by Lebanon and Syria, in the east by Syria, and Jordan, and in the southwest by Egypt and the Gaza Strip.

The State of Israel was established in 1948 and right after its establishment began a mass immigration. From 700,000 in 1948 Israel grew to a population of 2,430,000 at the beginning of 1964; 2,155,500 Jews and about 189,900 Moslems, 56,300 Christians, and 26,900 Druzes.¹ The Jewish population of Israel has more than tripled since the establishment of the state.

Special facilities are provided for educating the newcomers. The government, the local authorities, the Jewish Agency and various public bodies organized courses in Hebrew and other subjects, youth clubs, meetings, and entertainment.

The Scope of Juvenile Delinquency in Israel

Since the problem of juvenile delinquency in past years was as serious as in other places over the world, public attention was focused on it.

It is a difficult matter for countries which have become independent in recent years, and which have not yet worked out their own legal system. Many of them continue to administer laws, procedures, and treatment methods which had been introduced by the former governing bodies, although great changes may have taken place in the conditions obtaining in such countries since they became independent. The laws in Israel which have been in existence have been as heterogeneous and conglomerate as the population itself. During Turkish rule—until 1917—jurisdiction was according to laws pertaining to the Ottoman Empire; and during part of the British Mandate—until 1948—according to laws and procedure obtaining in Great Britain. Remnants of these legislations can still be found in Israel today.

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The matter of criminal responsibility of juvenile offenders was regulated when the criminal Code Ordinance of 1936 came into force to replace the Ottoman Penal Code. Article 9 of the Criminal Code Ordinance 1936 contains provisions regulating such responsibility. Accordingly, a person below the age of nine years is not criminally responsible for any act or commission. A person in the 9-12 year age group is not criminally responsible for any act or commission, unless it is proved that at the time of committing the particular act, he had the capacity to know that he ought not to commit the act. Those provisions are still in force today. The Criminal Code Ordinance 1936 contains no further provision with respect to juvenile offenders.

The first Young Offenders Law, 1922, which was issued by the British Mandatory Government, was abolished in 1937 and was replaced by the Juvenile Offenders Ordinance, 1937. This new Ordinance brought the treatment of juvenile offenders in line with developments in this field in England.

The Juvenile Offenders Ordinance, 1937, still provides the major basis for the treatment of juvenile offenders in Israel. In it one can find for the first time provisions for taking care of children who are in need of care and protection.

In this Ordinance provisions were made that any person under age of 18 years who is charged with a
criminal offence shall be released by the police on a bond of recognizance to appear in court with or without sureties unless the charge is a very grave one such as homicide, or if release would defeat the ends of justice.

Differentiations with regard to age were introduced as: "Child" meaning a person who is below the age of 14 years; "young person" meaning a person between 14 and 16 years; and "juvenile adult" referring to a person between 16 and 18 years. The last mentioned age group applies to females only.

These definitions involve practical implications which vary in each category. If the juvenile court orders that a fine, damages, or costs be awarded, and the offender is a "child," payment must be made by a parent or guardian of the child, whilst, if a "young person" is involved, the court may order that such payments be made by the parents unless the court is satisfied that they have not been conducive in the commission of the offence by neglecting to exercise due care of their child. Any sums imposed and ordered to be paid by a parent or guardian may be recovered from the same in like manner as if the order had been made on the conviction of the parent or guardian.

Furthermore, no "child" shall be sentenced to imprisonment if he can suitably be dealt with in any other way.
In addition to the treatment of juvenile offenders, the establishment of reformatories and remand homes has been provided for in this Ordinance, as well as the provision for a pre-sentence report by a probation officer. Broadly speaking the probation officers have two functions to fulfil: the preparation of a pre-sentence report and the supervision of those offenders who were put on probation by the court. A further development took place in this respect when the section which regulated matters of probation was abolished with the enforcement of the "Probation of Offenders Ordinance, 1944." With this a special Ordinance came into force dealing solely with matters of probation, applicable to juvenile and adult offenders alike.

Section 16 of the Juvenile Offenders Ordinance, 1937, introduced for the first time procedures with regard to children who are in need of "Care and Protection." This provision emphasized the interest and responsibility which the society is taking towards minors who live under distress, and who for this reason may have to be taken care of by the community. At that time the upper age limit was fixed at 16 years.

Since the establishment of the State of Israel, several new enactments and amendments to existing legislations have come into being. These innovations, together with the procedures which have been elaborated above,
constitute the legal basis for the administration of the Juvenile Court in Israel at present.

Probation which was listed in the Criminal Code Ordinance, 1936, as one of the various kinds of punishment at the disposal of the court, was in 1953 deleted as such from the Code. Thus the law established in effect that a probation order could no longer be regarded as a means of punishment. A probation order can be made with or without conviction.

In 1955 rules were published according to which a Youth Authority was established within the Ministry of Social Welfare. The functions of this authority are to select and to direct the juvenile offenders for placement suitable according to special needs. The Juvenile Court fixed the period of detention, but placement is done by this authority which has power to establish new homes, to improve, supervise, and direct the educational establishments already existing, to look after the training of personnel and to ensure the rehabilitation of juvenile offenders. The Youth Authority also includes the classification center to which juvenile offenders may be directed for psychological and psychiatric examination. A permanent committee of experts and public figures helps the Youth Authority in fulfilling its functions.
Organization of the Juvenile Court in Israel

The Juvenile Court in Israel has been in existence in its present form since 1950 and there are now three Juvenile Court judges who hold sessions all over the country. Procedure in cases where juvenile offenders are involved is regulated for the main part by three Ordinances: the 1936 Criminal Code Ordinance, regulating the age of criminal responsibility; the 1939 Juvenile Offenders Ordinance, prescribing procedure and method of treatment in the Juvenile Court; and the 1944 Probation of Offenders Ordinance, providing for implementation of probation.\(^3\)

Approximately eighty per cent of all juvenile offenders appearing before the Juvenile Court admit to the charge brought against them. The procedure is that the judge asks the juvenile offender for the reason for his coming to court, and lets him tell his story. If his story accords with the facts as known to the police, the court is convinced that the particular offence has been committed by him.

The procedure in the Israeli Juvenile Court conforms with the theory that is accepted in many countries that hearings in a juvenile court should be private and

\(^3\)David Reifen, Observation on the Juvenile Court in Israel (Department of Justice, Juvenile Court, Tel-Aviv, 1964).
attendance permitted only to those who are immediately concerned with the case under consideration. 4

There is a provision in the Juvenile Offenders Ordinance which states that no advocate shall be allowed to stand in attendance in a Juvenile Court, except by leave of the Court in particular cases in which the court has to give its consent. The procedure is that a defending counsel wishing to represent a juvenile offender must lodge an application with the juvenile court asking for permission to appear on behalf of the juvenile offender. In practice such permission has never been refused.

Three major objectives are regarded as basic requirements in any criminal procedure, including that of a juvenile court. These are: a court has to ascertain the facts of each case; following this the law has to be applied in accordance with these facts; and the court has to determine the way of treatment in each instance. The third objective is the most difficult task in the work of the juvenile court, but this objective might be the reason for the fact that the juvenile court in Israel is regarded as being "offender minded" and not so "offence minded." 5


The Juvenile Court, where it seems necessary may, by its order, decree one of the following measures against offenders in cases of juvenile reformation.

1. Bond of Recognizance—For many juvenile offenders just this undertaking, signing a form with a stamp on it, may have a deterring effect.  

2. Fines—A system of proportional levies for minor offences, by and large, this method is appropriate in a small number of cases only. Often it is rather tempting to impose a fine, but the rehabilitative value of doing so with juvenile offenders has as yet not been established.

3. Probation—In relation to probation the juvenile court regards two fundamental aspects of paramount importance. First, there is the provision mentioned in the 1937 Juvenile Offenders Ordinance that the juvenile court should obtain information as to the general conduct, home surroundings, school record and medical history of the particular juvenile offender, so as to enable the court to deal with the case in the best interests of the offender. Secondly, the probation order is, for example, not less than one year and not more than three years. A probation order can be made without proceeding to a conviction. It is legally possible to attach certain conditions to a probation order: a probationer who fails to comply with a probation order can be brought back to court on breach of the probation order. Approximately eighteen per cent of juvenile offenders were put on probation.

4. Educational Institution—According to the Juvenile Offenders Ordinance, 1937, a juvenile can be sent to an Educational Institution for a period of not less than one year, provided that no offender shall remain there after he has attained the age of twenty years. The court fixes only the time limit as placement itself is done by the Youth Authority which is part of the Ministry of Social Welfare.

5. Youth Prison—The law restricts the imposition of a prison sentence. Under no circumstances can a person under fourteen years be sentenced to imprisonment. In fact, juveniles under sixteen years cannot

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6Rubin, p. 222.
be sentenced to imprisonment with the exception of those who cannot suitably be dealt with in any other way. If imprisonment is imposed, however, the juvenile offenders are kept in a special Youth Prison.

To sum up, it can be said that while dealing with the juvenile offender, the juvenile court has to take into account and examine his reaction to his family, to his school or work, to his friends and influences of the neighborhood as well as to other factors.

A study of juvenile delinquency in Israel made by S. Shoham\(^1\) shows that the number of immigrant delinquents per 100,000 new immigrants was 287 in 1957 and 311 in 1958, whereas the numbers for the total population were 166 and 189.

S. Hermon, Commissioner of Prisons in the State of Israel, in 1956 selected 100 young offenders and made a survey regarding the social, psychological, and psychiatric factors of juvenile delinquency in Israel.\(^2\) His findings were as follows:

1. Only 53 grew up with both their parents and only 13 out of these 53 families had warm, normal relations with parents. (In 30 families the relations were clearly bad and in 5 cases, one of the parents was mentally ill, so that there was no happy family atmosphere).

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\(^{1}\)Shoham, p. 70.

\(^{2}\)Svi Hermon, One Hundred Young Offenders (Israel Prison Service, Ministry of Justice, 1956).
CHAPTER III

ISRAELI LITERATURE IN THE FIELD

Only a few studies have been done by Israel's criminologists and psychologists on juvenile delinquency in Israel.

A study of juvenile delinquency in Israel made by S. Shoham shows that the number of immigrant delinquents per 100,000 new immigrants was 282 in 1957 and 311 in 1958, whereas the numbers for the total population were 166 and 188.

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1 Shoham, p. 70.

2 Zvi Hermon, One Hundred Young Offenders (Israel: Prison Service, Ministry of Police, 1956).

2. In 23 families out of the 100 there were other members known for their asocial behavior.

3. Fifty-nine of the young men expressed outright hatred towards one or both of their parents.

4. Thirty-three proved to be psychopaths with such twisted personalities that no hopeful treatment could be suggested.

Hermon's final conclusion is that most of these offenders will find themselves back in prison sooner or later. Hermon recommends sending the offenders to prison for larger terms so that it would be possible to make use of modern rehabilitative methods.

Shlomo Shoham, Director, Institute of Criminology, Bar Ilan University, Ramat-Gan, conducted a study of the middle and upper classes in Israel. The total number of delinquents aged 14-16 entered in the registry of the Juvenile Probation Service in the year 1960 was 1213 boys and 137 girls. Twenty-nine per cent of this population belonged to the middle and upper classes. They were defined according to their parent's occupation, income, and education. Shoham's findings were:

1. That there is no difference between the rates of working mothers between the lower class and the middle and upper classes, the percentage being almost the same (20%), Shoham's conclusion here is that the defective socialization process due to working mothers is, presumably, equally apparent with both rich and poor families.

2. Marital discord and maladjustment does have its effect on delinquent solutions. There are even those who point out that "families plagued by

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stress, discord, quarrels, and bitterness are a favorable breeding ground for social deviation and delinquency, considerably more so than a family which has been disintegrated by formal separation or divorce. 4

3. Most boys from the middle and upper classes are of European descent (66%) whereas the boys from the lower class are mostly oriental Jews (80%). 5

4. The families of the delinquent girls from the middle and upper classes are characterized by a significantly large rate of working mothers, 32 per cent, as compared to 8 per cent in the lower class.

M. Horvitz, Deputy Director, Probation Department, conducted research on the results of probation in his study on the rate of recidivism. This survey was carried out by the Institute of Criminology, Hebrew University, in Jerusalem. A follow-up extending over six years was done on offenders placed on probation in 1954. 6 Some of Horvitz' findings were as follows:

1. Fifty-six per cent of the probationers did not commit a further offence during the follow-up period of three years after expiration of the probation order.

2. Twenty-seven per cent of those referred for pre-sentence investigation—and not placed on probation—did not commit a further offence during a follow-up period of three years, following expiration of sentence.

4 W. Healy and C. Burt, New Light on Delinquency and Its Treatment (Conn, Yale University Press, 1936).

5 Jews who immigrated from the Arab countries and the areas that were formerly under Ottoman rule.

3. Forty-four per cent of those not referred for pre-sentence investigation and sentenced to imprisonment did not commit a further offence during the three years after expiration of sentence.

4. The success rate of probation rose with the age of the probationers.

5. The success rate of probation rose with the educational level of the probationer.

6. Offenders with fewer previous convictions were more successful on probation.

7. Probationers who had committed an offence against property did less well on probation than those who committed an offence against the person.

In a book, David Reifen, Juvenile Court Judge, gives an account of the practical applications of laws and procedures in the Juvenile Court and their meaning for those who are tried there. Prior to his 1950 appointment as the first Juvenile Court Judge in Israel, Judge Reifen had many years of experience as a child welfare worker. He has represented Israel at many international conventions dealing with matters of criminology and treatment of juvenile offenders. Reifen deals in his book with interviewing techniques in the juvenile court, motivations of behavior, and problems among children and youth.

Summary

Literature in the field of juvenile delinquency in Israel is limited to studies by four persons. Professor Shoham compared the rates of criminality between

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7Reifen, The Juvenile Court in Israel.
new immigrants and the native-born. He found that the rate of delinquency among immigrants exceeds that of the native-born by a ratio of ten to six. Hermon from the Prison Service found in his survey that more than 50 percent of the young offenders did not have a happy family atmosphere. Hermon's final conclusion is that as a result of lack of facilities in prison, lack of parole and after-care officers, most of the ex-convicts will be back in prison sooner or later. Horvitz, chief probation officer in the Department of Social Welfare, conducted his research on the rate of recidivism between the probationers and tried to predict which probationer has the most chances to succeed under supervision. He found that the success rate of probation rose with the age of the probationers; it rose, too, with the educational level of the probationers. Probationers who had committed an offence against property did less well on probation than those who had committed an offence against the person. Judge Reifen emphasizes that while dealing with the juvenile offender, one has to take into account and examine his reaction to his family, to his school and influences of his neighborhood as the juvenile is a part of them.
CHAPTER IV

MEASURES FOR PREVENTION AND CONTROL
OF JUVENILE DELINQUENCY

Government authorities in Israel concerned with
the prevention and control of juvenile delinquency are:

1. The Ministry of Social Welfare of Israel and
   its subordinate agencies for juvenile delinquency,
   e.g., the Probation Department and After-Care
   programs;

2. The Ministry of Justice with its Juvenile Court;

3. The Israeli Police Department with its Juvenile
   Delinquency Criminal Investigation Department.

The Juvenile Probation Department

The juvenile probation service is a separate
unit within the Ministry of Social Welfare. At present
sixty officers, most of whom are social workers,\(^1\) are em-
ployed in this unit. A close supervisory system guaran-
tees a very satisfactory functioning of the service along
the lines of modern case work.

In the initial investigation, all the relevant
data which social, psychological, medical, and psychiatric
examinations can provide are assembled as far as possible.

\(^1\)Ministry of Social Welfare, Juvenile Delinquency,
The probation officer, when summing up the personality and the problems of the offender, will submit a recommendation as to the suggested treatment of the delinquent.

Every probation officer has an average case load of twenty-five investigations. In addition he maintains contact with about five young offenders who were placed in institutions.

The probation officer makes use of the many community services such as schools, health services, the local general welfare, child welfare, and youth labor exchange bureaus, community centers, youth clubs, and youth movements, and, in particular, the Youth Trade Training Workshops specially set up in many places by the Ministry of Social Welfare for the benefit of underprivileged and delinquent youths.

**Correctional Institutions for Juveniles**

The institutions are run by a department within the Ministry of Social Welfare. The director of the department, the Youth Protection Authority, allocates the young offenders to those institutions which seem to be most suited to serve the best interests of the young charges. This authority refers not only to governmental correctional institutions, but also to homes maintained by public bodies, or even such in private ownership. Under the same law, the director of the department can also place juveniles in foster homes.
The Ministry of Social Welfare itself maintains eleven institutions, including two observation centers for boys, seven homes for boys, and two institutions for girls.

1. The Messila Observation Home in Jerusalem has a capacity of 60 boys aged 9-16. On the staff of 28 are two social workers and two part-time psychologists.

2. The Shaare-Nikanor Observation Home in Tel-Aviv is a closed place, surrounded by a high fence, with a capacity of 18. The institution receives boys who are particularly difficult and who tend to abscond continuously. The headmaster is a social worker. On the staff of nine are a part-time psychologist and a part-time social group worker.

3. The Mekora Home, near Haifa, receives a maximum of 70 boys, who are 9-11 years old at the time of their admission. The number of the staff is 30, including a full-time social worker and a part-time social group worker. Together with general elementary education, special attention is paid in the Home to laying foundations for a religious education. Useful work and leisure-time activities are made possible through livestock, gardening, various handicrafts, and hobbies. The average stay in the institution is three years.

4. The Atidoth Home, near Acre, has a capacity of 50 boys who are 11-14 years of age at the time of their admission, and who represent a more problematic and disturbed type. On the staff are 27 including a social worker. There is an elementary school within the Home, but as soon as possible the boys are sent to schools outside in the community. Here again, the education is permeated by a religious spirit. There are ample opportunities for work and training in trades and agriculture, such as carpentry, locksmithing, book-binding, livestock, and a vegetable garden.

5. The "Youth Village" of Tel Mond which was established in 1945 was the first institution established by the Jewish community in the country for the treatment of juvenile offenders. The capacity of the institution is 90 boys, aged 11-14 at the time of admission. The number of staff is 28, including a social worker. The institution has
its own elementary school and the boys can work too in the agriculture surroundings or in the various workshops.

6. The Juliana Village was established in 1962, with a capacity of 60 boys and a staff of 25. The plan is to create here a treatment center with psychological guidance by experts.

7. The Ogen Institution near Tel-Aviv has a capacity of 40 boys aged 14-16 with a staff of 18. The hard-core cases are sent here. The institution is divided into three departments: one locked, one semi-secure, and one open.

8. The Me Oni Institution in Jerusalem was founded in 1961. It is actually a hostel for 24 boys, with a staff of four. Here, boys can be sent to serve the last period of their term to which they were sentenced. The average stay in this institution is about one year. All the boys attend school, work outside, and take part in club activities of the surrounding community.

9. The Ahava Home near Acre receives a maximum of 60 boys in the 9-16 year age group, belonging to the minority groups. The main language in the institution is Arabic. The number of personnel is 20. As far as possible, the boys are sent to Arab elementary schools at Acre.

10. The Zofeeya Institution, south of Tel-Aviv, has a capacity of 60 girls aged 14-18. The staff of 20 includes a social worker. Here, stress is laid on training in housekeeping, cooking and dress-making.

11. The Henrietta Szold Home for girls was established originally for underprivileged girls, but not for court cases. At present, mostly young offenders of the 9-14 age group are sent here.

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**Release Procedure and After-Care for Juvenile Offenders**

The release committee dealing with juvenile offenders is headed by a Magistrate, the Juvenile Court Judge. This committee may recommend the release of any
inmate of the institutions to the Minister of Social Welfare, when he or she seems to be deserving of such consideration due to good behavior and when suitable supervision after release is guaranteed. The director in charge of the Youth Institution Department has a special after-care service under his authority which consists of an officer in charge and eight field workers, who contact the young offender three months before his release and prepare together with him and his family a plan for his future.

The Role of the Police: 
**Juvenile Bureaus**

The Israeli Police, like other police forces in the world, have formed special units to deal with juvenile transgressors of the law, at first in urban areas and later also in rural areas of Israel.

The reasons for the formation of these units are: the increase in the number of offences committed by juveniles, both in absolute number and in proportion to the age group and to the offences known to the police; the need for special training and specialization in order to attain success in working with youths; the development of state and community services to deal with youths in general and delinquent youths in particular; and the changes in the attitude

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of society to juvenile delinquency which sprang from the increase in delinquency.

In addition to existing cooperation with the welfare and education services in connection with juveniles who have already transgressed the law, the police maintain contacts in connection with activities for the prevention of delinquency.

These activities are on four levels: physical deterrence of the commission of offences, or curbing delinquency by the presence of a policeman in the trouble centers; referring to the relevant educational and welfare services juveniles who are found loitering to no good purpose, or who are absent from their homes and in respect to whose welfare there exists danger; participation in coordinated treatment of juvenile delinquents who have come to the notice of the police, or of juveniles who constitute a problem in the school or neighborhood they reside in; keeping juveniles occupied in recreational activities, in clubs and recreation centers during the long summer vacation.

In order to carry out the tasks assigned to the juvenile units in a suitable and desired manner, policemen with experience and seniority are picked to serve in these units. The members of the units receive in-service training and take special courses. Training is given in the following subjects: individual and social behavior (criminology, sociology, psychology, and group dynamics);
the services dealing with youth in general, and delinquent youth in particular; and the study of special methods of working with juveniles (interrogation, supervision, law).

DEMOGRAPHIC CHARACTERISTICS OF JUVENILE DELINQUENTS IN ISRAEL

The figures in this chapter are based on the charge register of the police, where the more serious offences are recorded. The figures are based, too, on criminal court cases, as reported by the courts. The Department of Social Welfare also releases statistics on offenders. These statistics are concerned with the demographic and social characteristics of offenders.

Demographic Characteristics of Juvenile Delinquents in Israel

According to statistics released by the Israeli Police Headquarters, Juvenile Courts, and the Prison System, the number of juvenile delinquents and violators of police regulations has, as is shown in Table 1, increased between 1949 and 1959.
TABLE I

RATES OF JUVENILE DELINQUENCY IN ISRAEL FOR THE YEARS 1949-1959

CHAPTER V

DEMOGRAPHIC CHARACTERISTICS OF JUVENILE DELINQUENTS IN ISRAEL

The figures in this chapter are based on the charge register of the police, where the more serious offences are recorded. The figures are based, too, on criminal court cases, as reported by the courts. The Department of Social Welfare also releases statistics on offenders. These statistics are concerned with the demographic and social characteristics of offenders.

As is shown in Table 1, there has been a general increase in juvenile delinquency in Israel between 1949 and 1959. The Table shows that the increase in juvenile delinquency has been more pronounced in the age group 17-19.

Demographic Characteristics of Juvenile Delinquents in Israel

According to statistics released by the Israeli Police Headquarters, Juvenile Courts, and the Prison System, the number of juvenile delinquents and violators of police regulations has, as is shown in Table 1, increased between 1949 and 1959.

1. the unfavorable background experiences of the Holocaust, people from under-developed countries in Asia and Africa;

2. the individual hardships experienced by some during their "absorption," especially under the condition of mass immigration.

Since 1959, the 17-19 year old age group has provided the highest rate of Jewish offenders in Israel. More than two per cent of the Jews in this group are
TABLE 1

RATES OF JUVENILE DELINQUENCY IN ISRAEL
FOR THE YEARS 1949-1959

<table>
<thead>
<tr>
<th>Year</th>
<th>Absolute Number</th>
<th>Rate per 100,000 of the population</th>
<th>Percentage in the age group</th>
</tr>
</thead>
<tbody>
<tr>
<td>1949</td>
<td>1.000</td>
<td>99</td>
<td>0.68</td>
</tr>
<tr>
<td>1950</td>
<td>1.447</td>
<td>95</td>
<td>0.67</td>
</tr>
<tr>
<td>1951</td>
<td>1.300</td>
<td>93</td>
<td>0.66</td>
</tr>
<tr>
<td>1952</td>
<td>1.500</td>
<td>103</td>
<td>0.74</td>
</tr>
<tr>
<td>1953</td>
<td>1.541</td>
<td>103</td>
<td>0.75</td>
</tr>
<tr>
<td>1954</td>
<td>2.072</td>
<td>136</td>
<td>0.96</td>
</tr>
<tr>
<td>1955</td>
<td>2.471</td>
<td>155</td>
<td>1.06</td>
</tr>
<tr>
<td>1956</td>
<td>2.623</td>
<td>157</td>
<td>1.06</td>
</tr>
<tr>
<td>1957</td>
<td>2.933</td>
<td>166</td>
<td>1.03</td>
</tr>
<tr>
<td>1958</td>
<td>3.407</td>
<td>188</td>
<td>1.08</td>
</tr>
<tr>
<td>1959</td>
<td>4.089</td>
<td>220</td>
<td>1.32</td>
</tr>
</tbody>
</table>


As is shown in Table 1, there has been a general increase in juvenile delinquency between 1949 and 1959.

The Table shows that the largest increase in juvenile delinquency was in the years 1952-1954. The reasons for this increase might be:

1. the sudden growth and changed composition of Israel's Jewish population;

2. the unfavorable background experiences of the immigrants (survivors from the Holocaust, people from under-developed countries in Asia and Africa);

3. the individual hardships experienced by some during their "absorption," especially under the condition of mass immigration.

Since 1959, the 17-19 year old age group has provided the highest rate of Jewish offenders in Israel.

More than two per cent of the Jews in this group are
convicted annually of offences recorded in the charge register.

<table>
<thead>
<tr>
<th>Age</th>
<th>Percentage 1960</th>
<th>Percentage 1961</th>
<th>Rates 1960</th>
<th>Rates 1961</th>
</tr>
</thead>
<tbody>
<tr>
<td>9-10</td>
<td>1.8</td>
<td>1.7</td>
<td>2.7</td>
<td>2.5</td>
</tr>
<tr>
<td>11-12</td>
<td>4.7</td>
<td>4.8</td>
<td>8.0</td>
<td>8.1</td>
</tr>
<tr>
<td>13-14</td>
<td>6.1</td>
<td>5.8</td>
<td>10.1</td>
<td>9.5</td>
</tr>
<tr>
<td>15-16</td>
<td>7.1</td>
<td>7.6</td>
<td>15.2</td>
<td>15.0</td>
</tr>
<tr>
<td>17-19</td>
<td>11.1</td>
<td>11.3</td>
<td>21.7</td>
<td>20.2</td>
</tr>
<tr>
<td>20-24</td>
<td>16.6</td>
<td>15.9</td>
<td>18.1</td>
<td>18.1</td>
</tr>
<tr>
<td>25-29</td>
<td>13.5</td>
<td>14.4</td>
<td>14.3</td>
<td>16.2</td>
</tr>
<tr>
<td>30-39</td>
<td>19.4</td>
<td>18.8</td>
<td>10.6</td>
<td>10.8</td>
</tr>
<tr>
<td>40-49</td>
<td>10.9</td>
<td>11.0</td>
<td>6.5</td>
<td>7.0</td>
</tr>
<tr>
<td>50-59</td>
<td>5.8</td>
<td>6.4</td>
<td>4.2</td>
<td>4.7</td>
</tr>
<tr>
<td>60 above</td>
<td>2.4</td>
<td>2.3</td>
<td>2.1</td>
<td>2.0</td>
</tr>
</tbody>
</table>


In recent years there has been an increase in delinquency of juveniles in the Jewish population. It should be pointed out that these juveniles are in need of intensive preventive treatment.

The highest rate of American delinquent juveniles is at thirteen years of age,\(^1\) while Japanese juvenile delinquents reach the peak at 16-17 years of age.\(^2\)

\(^1\)E. Glueck and S. Glueck, p. 293.

Sex

The ratio of delinquent girls clearly shows the relatively low rate of females as compared with males.

<table>
<thead>
<tr>
<th>Sex of Delinquents in Israel</th>
<th>(Percentage per 100,000 Juveniles)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1959</td>
</tr>
<tr>
<td>Total</td>
<td>7.1</td>
</tr>
<tr>
<td>Males</td>
<td>12.8</td>
</tr>
<tr>
<td>Females</td>
<td>2.0</td>
</tr>
</tbody>
</table>


Relatively few girls in Israel are brought to court for indictable offences. The reason for this low ratio might be due to the strict discipline the girls have in their homes.

Violations

More than 80 per cent of all convictions of Jewish youngsters in Israel are related to offences against property.

Table 4 indicates the frequency of major crimes by juvenile delinquents in 1961.
Although Jews in Los Angeles constitute 7 per cent of the total population, 22 per cent were charged with delinquency. In Table 4 the data are presented for the offences against the person and against public order. The data on other nondelinquent juvenile delinquents found in connection with the census on 75 per cent of the population. The following statistics were found.

<table>
<thead>
<tr>
<th>Type of Offence</th>
<th>Total</th>
<th>Up to age 16</th>
<th>17-24</th>
</tr>
</thead>
<tbody>
<tr>
<td>Against public order</td>
<td>25.1</td>
<td>4.5</td>
<td>29.2</td>
</tr>
<tr>
<td>Against person</td>
<td>24.4</td>
<td>6.3</td>
<td>21.0</td>
</tr>
<tr>
<td>Against morality</td>
<td>2.3</td>
<td>0.5</td>
<td>2.7</td>
</tr>
<tr>
<td>Against property</td>
<td>41.8</td>
<td>87.0</td>
<td>41.7</td>
</tr>
<tr>
<td>Fraud and forgery</td>
<td>2.1</td>
<td>0.4</td>
<td>1.6</td>
</tr>
<tr>
<td>Other offences</td>
<td>4.3</td>
<td>1.3</td>
<td>3.8</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>100.0</strong></td>
<td><strong>100.0</strong></td>
<td><strong>100.0</strong></td>
</tr>
</tbody>
</table>


Over 50 per cent of delinquent juveniles in Taiwan commit offences against property.3

In the statistics shown in Table 4 the most frequent type are the offences against property. This might be due to the fact that recidivism is particularly frequent in relation to this type of offence. However, each person appears in the statistics of offences only once in any year, even if he was convicted of several thefts during the year.

The major offences which American juveniles committed in the United States were breaking and entering and auto theft.4

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4E. Glueck and S. Glueck, p. 193.
Although Jews in Los Angeles constitute 7 per cent of the total population, only 3.22 per cent were charged with having committed offences against the person and against property. 5

**Economic Status**

In research conducted on one hundred young adult offenders, 6 it was found that 75 per cent of the young offenders come from families whose economic situation must be considered as adequate (see Table 5).

**TABLE 5**

<table>
<thead>
<tr>
<th>ECONOMIC SITUATION</th>
</tr>
</thead>
<tbody>
<tr>
<td>Very Good</td>
</tr>
<tr>
<td>------------</td>
</tr>
<tr>
<td>17</td>
</tr>
</tbody>
</table>

Source: Hermon, *One Hundred Young Adult Offenders* (Prison System, Governmental Publication, Tel-Aviv: 1956).

"Very good" is the situation of people with considerable financial means, "good" is the situation of independent skilled artisans, shopkeepers or business agents, "average" is the situation of permanently employed labor officials.

Table 5 shows the distribution of the inmates according to their family background.

5 Goldberg, p. 281.

6 Hermon, *One Hundred Young Adult Offenders*, p. 11.
This data agrees with the Gluecks' classification in which they state that 66.4 per cent of American juvenile delinquents come from families where income is adequate. In Israel, according to this research, 58 per cent of juvenile delinquents come from families whose income is adequate.

**Education**

A very outstanding fact, astonishing especially for the Jewish people with its traditional positive attitude toward learning, is that, while Table 5 showed that 75 per cent of the young delinquents' parents were in an adequate economic situation, in 26 per cent of the cases the young offenders received no elementary education whatsoever, while a total of 72 per cent did not complete more than five grades of elementary school.

**Continent of Birth**

Between 1959 and 1961 the rate of Israeli-born offenders among juvenile offenders increased and that of the Asian- and African-born declined. The rate of Israeli-born is very close to that of European- and American-born juvenile offenders. The rate of Asian-born offenders is somewhat higher and that of those born in Africa is the highest of all.

---

7Glueck and Glueck, p. 84.

8Hermon, One Hundred Young Adult Offenders, p. 11.
TABLE 6

JUVENILE OFFENDERS, BY CONTINENT OF BIRTH
(PERCENTAGE AND RATES PER 100,000
OF THE POPULATION)

<table>
<thead>
<tr>
<th>Continent of Birth</th>
<th>Percentage</th>
<th></th>
<th></th>
<th>Rates</th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Israeli-born</td>
<td>32.1</td>
<td>33.0</td>
<td>39.2</td>
<td>4.7</td>
<td>4.7</td>
<td>5.7</td>
</tr>
<tr>
<td>Asian</td>
<td>24.7</td>
<td>23.7</td>
<td>21.3</td>
<td>9.3</td>
<td>11.9</td>
<td>11.1</td>
</tr>
<tr>
<td>African</td>
<td>31.6</td>
<td>32.0</td>
<td>27.9</td>
<td>13.8</td>
<td>17.7</td>
<td>15.5</td>
</tr>
<tr>
<td>European and American</td>
<td>11.6</td>
<td>11.3</td>
<td>11.6</td>
<td>4.2</td>
<td>5.2</td>
<td>5.4</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>100.0</strong></td>
<td><strong>100.0</strong></td>
<td><strong>100.0</strong></td>
<td><strong>7.1</strong></td>
<td><strong>8.1</strong></td>
<td><strong>8.3</strong></td>
</tr>
</tbody>
</table>


Table 7 shows us the juvenile recidivists by age, continent of birth, and number of offences resulting in conviction.

**Type of Settlement**

In the official statistics of Israel, use is made of a classification of all localities according to "type of settlement." The relevant data in Table 8 refers to location of residence of offenders, and not to where the offence was committed.

The rates of Jewish juvenile offenders are greater in urban settlements taken as a whole. The rates are
### TABLE 7

**AGE AND NUMBER OF OFFENCES OF JUVENILE RECIDIVISTS BORN IN FOREIGN LANDS**

<table>
<thead>
<tr>
<th>Age</th>
<th>Born in Asia and Africa 1960</th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
<td>6-7</td>
<td>8+</td>
<td></td>
</tr>
<tr>
<td>9-10</td>
<td>37</td>
<td>13</td>
<td>6</td>
<td>5</td>
<td>5</td>
<td>12</td>
<td>78</td>
</tr>
<tr>
<td>11-12</td>
<td>71</td>
<td>38</td>
<td>13</td>
<td>12</td>
<td>12</td>
<td>22</td>
<td>174</td>
</tr>
<tr>
<td>13-14</td>
<td>91</td>
<td>46</td>
<td>23</td>
<td>10</td>
<td>16</td>
<td>39</td>
<td>225</td>
</tr>
<tr>
<td>15</td>
<td>52</td>
<td>35</td>
<td>9</td>
<td>13</td>
<td>13</td>
<td>13</td>
<td>135</td>
</tr>
<tr>
<td>16</td>
<td>56</td>
<td>26</td>
<td>19</td>
<td>10</td>
<td>20</td>
<td>37</td>
<td>168</td>
</tr>
<tr>
<td>Total</td>
<td>313</td>
<td>158</td>
<td>70</td>
<td>50</td>
<td>66</td>
<td>123</td>
<td>780</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Age</th>
<th>Born in Europe and America 1960</th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
<td>6-7</td>
<td>8+</td>
<td></td>
</tr>
<tr>
<td>9-10</td>
<td>3</td>
<td>3</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>6</td>
</tr>
<tr>
<td>11-12</td>
<td>12</td>
<td>7</td>
<td>3</td>
<td>0</td>
<td>1</td>
<td>2</td>
<td>25</td>
</tr>
<tr>
<td>13-14</td>
<td>16</td>
<td>14</td>
<td>8</td>
<td>5</td>
<td>1</td>
<td>9</td>
<td>53</td>
</tr>
<tr>
<td>15</td>
<td>13</td>
<td>4</td>
<td>0</td>
<td>2</td>
<td>4</td>
<td>2</td>
<td>25</td>
</tr>
<tr>
<td>16</td>
<td>14</td>
<td>7</td>
<td>5</td>
<td>2</td>
<td>5</td>
<td>8</td>
<td>41</td>
</tr>
<tr>
<td>Total</td>
<td>58</td>
<td>35</td>
<td>16</td>
<td>9</td>
<td>11</td>
<td>21</td>
<td>150</td>
</tr>
</tbody>
</table>


### TABLE 8

**JUVENILE OFFENDERS BY TYPE OF SETTLEMENT (1960)**

<table>
<thead>
<tr>
<th>Types of Settlements</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>All types of settlements</td>
<td>1,868</td>
</tr>
<tr>
<td>Urban settlements--total</td>
<td>1,610</td>
</tr>
<tr>
<td>Jerusalem</td>
<td>139</td>
</tr>
<tr>
<td>Tel-Aviv</td>
<td>442</td>
</tr>
<tr>
<td>Haifa</td>
<td>165</td>
</tr>
<tr>
<td>Other--Veteran</td>
<td>365</td>
</tr>
<tr>
<td>New</td>
<td>499</td>
</tr>
<tr>
<td>Rural settlements--total</td>
<td></td>
</tr>
<tr>
<td>Veteran</td>
<td>258</td>
</tr>
<tr>
<td>New</td>
<td>103</td>
</tr>
<tr>
<td>New</td>
<td>155</td>
</tr>
</tbody>
</table>

particularly high in the "new urban" settlements and in the three main cities.

These high rates might be due to the greater percentage of persons born in Asia and Africa, who have comparatively high criminality rates in the total population of rural settlements.

Asian and African Jews were put together in one table due to their similar cultural background, as is true of the European and American Jews.

**Summary**

In summary, juvenile delinquency in Israel can be abstracted as follows:

1. The age of delinquent youngsters reaches its peak at the age of 17-19.
2. The ratio of delinquent boys to delinquent girls is ten to one.
3. The majority of crimes committed by the juveniles are "against property."
4. Most juvenile delinquents have a very low level of education.
5. Seventy-five per cent of the juvenile delinquents come from families whose economic situation can be considered adequate.
6. The highest rate of delinquency is found between the Asian and African origin.
7. The rates of delinquency are particularly high in the "new urban" settlements and in the three main cities.
CHAPTER VI

CONCLUSIONS AND RECOMMENDATIONS

The problem of juvenile delinquency in Israel has been outlined in the previous chapters.

In the last decade Israel absorbed over a million Jews who came from over forty different cultural areas.

In the relatively "stable" communities the clashes among norms, values, and mores and their relation to crime causation may not be so obvious.

The significant findings in this study about the nature of juvenile delinquency in Israel and the increase of the problem show the following significant findings.

(1) The main problem concerning culture conflict and crime in relation to immigrants is formed in the second generation (especially between children born to parents of African and Asian origin). The native-born of immigrant parentage or those who immigrated at an early age are the most prone to suffer from the effects of their parent's immigration. The conduct norms of their parents diverge as a rule from the prevailing norms in the receiving country. (2) The process of integration may also injure and sometimes shatter the social and economic status of the
family. (3) Economic status may affect the process of integration and may weaken the cohesion of the family unit and thus hamper the family control over the young. (4) More than two per cent of the Jews in the age group 17-19 are convicted annually of offences recorded in the charge register. (5) More than eighty per cent of all convictions of Jewish youngsters in Israel are related to offences against property. (6) Seventy-five per cent of the young offenders come from families whose economic situation is considered as adequate. (7) Seventy-two per cent of the young offenders did not complete more than five grades of elementary school. (8) The rate of delinquents born in Asia and Africa is higher than that of the native-born and of those born in Europe and America.

In Israel eleven correctional institutions for juveniles are administered by a department within the Ministry of Social Welfare. These institutions are under the supervision of psychologists, psychiatrists, social workers, and physicians. They carry out diagnostic, therapeutic, and mental health education functions. The Ogen Institution, which is one of the eleven, takes care of the hardcore cases. Law enforcement officers play an important role in the prevention of juvenile delinquency. They not only investigate cases of juvenile delinquents but also assist parents, guardians, and teachers who turn to them for advice and help in dealing with difficult and wayward
children.

No case of a youngster can be brought before a court without first being referred to the Probation Service for investigation. In many cases the police, after consulting the probation officer, will drop the case.

Based on the data collected, the prediction of the future of juvenile delinquency is that the rate of juvenile delinquency will increase with the whole population. The reasons for this increase are several. First of all there is mass immigration which leads to culture-conflict and delinquency.\(^1\) Moreover, the measures for prevention and control of juvenile delinquency are not functioning as they should. In addition, the case-load of a probation officer is twice as high as it should be according to regulations; this case load does not permit the probation officer to provide the delinquent with different and more intensive treatment. Finally, there is a lack of institutions for juveniles too, and often it happens that a juvenile who was sentenced to an institution finds himself back on the street because there was no place for him in any of the existing institutions.

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Recommendations

The following specific recommendations for the prevention and control of juvenile delinquency in Israel should be implemented without delay.

(1) Special attention by the treatment people should be given to the age group 16-19, as this is the age group in which delinquency is increasing rapidly.

(2) Facilities for this age group should be developed with emphasis on the boys' needs since they commit more crimes than girls.

(3) Earlier diagnosis or identification of delinquents should be done by professional staff attached to schools.

(4) Research must be conducted in order to find the reasons for delinquency among middle- and upper-class juveniles, since findings show that 75 per cent of the young offenders came from families whose economic situation is considered as adequate (see Table 5).

(5) In schools, emphasis must be put upon educating oriental Jews (born in Asia and Africa) as their rate in delinquency is higher than that of the native-born and the Europe and American origin. The data show too, that 72 per cent of the juvenile delinquents did not complete more than five grades of elementary school. Due to this finding more attention should be
given in schools to any sign of asocial behavior.

(6) Recreation centers should be developed, so that the youngsters will have a place to spend their free time.

The writer believes that it will be possible to pick out the youngsters with difficult personal and family problems by the above recommendations. These youngsters can be the object of specific services, such as the Juvenile Probation Service. The preventive programs are tentative and open to modification in accordance with changing conditions and in accordance with the results obtained.


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Dear Sir:

I am an undergraduate at Hebrew University, a graduate student enrolled in the Graduate School, and am majoring in Community and Corrections. For my Master's Degree Thesis I have chosen to research the topic "The Problem of Juvenile Delinquency in Israel."

I would greatly appreciate your sending me any information you can on the number of juvenile delinquents from 1955-65, statistics regarding age of offenders, categories of crimes committed by juveniles, origin of juvenile offenders, and type of settlement from which the juvenile offenders come. Any other information including your opinions and judgment which you feel pertinent and useful would also be of help to me.

Thanking you for your kind consideration and cooperation.

Sincerely,

Uri Boehm
APPENDIX

Uri Boehm
Department of Social Welfare
Florida State University
Tallahassee, Florida

Dear Sir:

I am an Israeli student at Florida State University, Graduate School, and am majoring in Criminology and Corrections. For my Master's Degree Thesis I have chosen to research the topic "The Problem of Juvenile Delinquency in Israel."

I would greatly appreciate your sending me any information you can on the number of juvenile delinquents from 1955-65, statistics regarding age of offenders, categories of crimes committed by juveniles, origin of juvenile offenders, and type of settlement from which the juvenile offenders come. Any other information including your opinion and judgment which you feel pertinent and useful would also be of help to me.

Thanking you for your kind consideration and cooperation.

Sincerely,

Uri Boehm
Mr. Uri Boehm,
Florida State University,
Tallahassee, Florida.

Dear Uri,

I am very happy to learn that you are engaged in a study on juvenile delinquency in Israel and that you are working on a survey in order to give a picture of the scope and character of the criminal deviancies among the juvenile population of our country. I consider this at the present time to be an important undertaking as the public and also the authorities are getting more interested in the problem and its seriousness and may be inclined to do more for prevention and treatment when we will be able to describe the phenomenon clearly and convincingly. I wish you luck and success in your work. I shall be pleased to send you any material which may serve your purpose. Under separate cover you will already receive several publications which will be useful. Do not hesitate to turn to me whenever you may need help which I may be able to extend to you.

With most cordial personal regards,

I am yours,

Dr. Zvi Hermann