

***Driv***ing Innovation in Crisis Management for ***E***uropean ***R***esilience

**ISRAEL**  
Policy, Legislation, Organisation, Procedures & Capabilities (PLOPC) in crisis management and disaster response

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Scope and limitations

This study serves as supporting information for further work within DRIVER.

Only limited time and budget has been available for this first general survey, which needs to be considered in terms of scope and completeness of the respective studies.

The author/s of this study is/are responsible for its content and quality.

This report was revised at the end of 2015, reviewed internally by CSDM and amended according to reviewer's comments and recommendations upon the decision of the author/s.

# Overview

The Israeli approach to emergency management is based primarily on the need to prepare for and respond to attacks against the nation. The strongest danger facing Israel is war related, and thus out of DRIVER’s scope, while the respective development of the emergency management system also strongly affects the management of other types of crisis (“single-hazard based approach” – counting on overlaps and spinoffs from preparation for one type of hazard that can also be applied to managing other types of hazards). The Israeli emergency management system has also been called a “military-centric” model (Rozdilsky 2009).

Among natural disasters, earthquakes are the major field of concern, and organisations put strong efforts in respective risk assessments, and approaches to prepare for and cope with consequences of earthquakes. In addition, also wildfires and storms have caused major disasters.

Main involved organisations in emergency management are the following: In the event of a non-war emergency, the *Israel Police* are the first responders and have operational responsibility over all the rescue services such as *Magen David Adom (MDA)* and the *Fire Service*. In these cases, the Police is in charge (incident commander), and the *National Emergency Authority (NEMA)*, established in 2007 as part of the *Ministry of Defense*, is taking care of the inter agency coordination.

The *Ministry of Public Security* is responsible for the operational preparation and the readiness for emergencies and crisis, of all the authorities subjected to it: the Israel Police, the Israel Prison Service and the Fire and Rescue services.

In case of a large scale event, the incident management can be handed over from the Police to the *Home Front Command (HFC)*, a section of the *Israel Defense Forces (IDF)*, by a governmental decree (which has never happened to date). In other events, HFC is involved with tasks such as Search & Rescue (Ministry of Public Security 2014; expert interview).

Regarding international assistance to Israel, main involved institutions are the *Ministry of Foreign Affairs*, the *Primary Office*, and NEMA. NEMA provides recommendations to the Primary Office, and the Ministry of Foreign Affairs sends out requests for international support.

Volunteers in emergency management are active at the Israel Police, the Fire and Rescue Services, and MDA.

# Table of Contents

[ISRAEL Policy, Legislation, Organisation, Procedures & Capabilities (PLOPC) in crisis management and disaster response 1702](#_Toc444260382)

[Overview 1703](#_Toc444260383)

[Table of Contents 1704](#_Toc444260384)

[List of Figures 1706](#_Toc444260385)

[List of Abbreviations 1706](#_Toc444260386)

[1 Policy 1707](#_Toc444260387)

[1.1 Risk Assessment 1708](#_Toc444260388)

[1.2 Policy and Governance 1708](#_Toc444260389)

[1.2.1 Strategy scope and focus 1708](#_Toc444260390)

[1.2.2 Monitoring and analytical support to policy making; R&D 1709](#_Toc444260391)

[1.2.3 Policy for Prevention 1709](#_Toc444260392)

[1.2.4 Policy for Preparedness 1709](#_Toc444260393)

[1.2.5 Policy for Response 1709](#_Toc444260394)

[1.2.6 Policy for Relief and Recovery 1710](#_Toc444260395)

[1.3 Financing 1710](#_Toc444260396)

[1.4 Policy review, Evaluation &Organisational Learning 1710](#_Toc444260397)

[1.4.1 Post-Disaster Assessment 1710](#_Toc444260398)

[1.4.2 Departmental Lessons Learned systems 1710](#_Toc444260399)

[1.4.3 Centralised (national) Lessons Learned system 1710](#_Toc444260400)

[1.4.4 International exchange for Lessons Learned 1710](#_Toc444260401)

[1.4.5 Regular policy reviews 1711](#_Toc444260402)

[1.5 Resilience 1711](#_Toc444260403)

[1.6 Information sharing and data protection 1711](#_Toc444260404)

[2 Legislation 1714](#_Toc444260405)

[2.1 Crisis (emergency, disaster) management concept 1714](#_Toc444260406)

[2.2 General crisis (emergency, disaster) management law 1714](#_Toc444260407)

[2.3 Emergency rule 1715](#_Toc444260408)

[3 Organisation 1718](#_Toc444260409)

[3.1 Organisational chart 1718](#_Toc444260410)

[3.2 Organisational cooperation 1725](#_Toc444260411)

[4 Procedures 1726](#_Toc444260412)

[4.1 Standing Operating Procedures (SOPs) and Guidelines 1726](#_Toc444260413)

[4.2 Operations planning 1726](#_Toc444260414)

[4.3 Logistics support in crises 1726](#_Toc444260415)

[4.4 Crisis communication to general public; Alert system; Public Information and Warnings 1726](#_Toc444260416)

[5 Capabilities 1728](#_Toc444260417)

[5.1 Human resources 1728](#_Toc444260418)

[5.2 Materiel (non-financial) resources 1729](#_Toc444260419)

[5.3 Training 1729](#_Toc444260420)

[5.4 Procurement 1730](#_Toc444260421)

[5.5 Niche capabilities 1731](#_Toc444260422)

[Resources 1732](#_Toc444260423)

[Legislative acts 1732](#_Toc444260424)

[Other normative acts 1732](#_Toc444260425)

[Official documents (white papers, strategies, etc.) 1732](#_Toc444260426)

[Online resources (e.g. websites of key CM organizations) 1732](#_Toc444260427)

[Publications 1733](#_Toc444260428)

[Expert interviews 1734](#_Toc444260429)

## List of Figures

[Figure 1: Districts of Israel (Source: Wikipedia 2014) 1707](#_Toc444098700)

## List of Abbreviations

|  |  |
| --- | --- |
| CBS | Central Bureau of Statistics |
| CTSC | Commanders’ Training Simulative Center |
| HFC | Home Front Command |
| IDF | Israel Defense Forces |
| MDA | Magen David Adom in Israel |
| NEMA | National Emergency Management Authority |
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# Policy

Israel operates under a parliamentary democracy.

The legislative branch is the Knesset, which is the parliament of the State of Israel. It has parliamentary sovereignty, and enacts legislation on every issue.

The executive branch includes the government and government ministries.

The judiciary includes the system of courts: the Supreme Court, the District Court, Magistrates Court, Court for Local Affairs, Religious Court, Traffic Court, Labour Court, Juvenile Court, etc.

The President is elected by the Knesset every seven years, and his main duties are representational.

The incumbent President is Reuven Rivlin.

The incumbent Prime Minister is Binyamin Netanyahu.

Local authorities are the municipalities, local councils, and regional councils. These authorities have governmental and administrative powers in their areas of jurisdiction, and are responsible for provision of services to their constituencies .

There are six main administrative districts of [Israel](http://en.wikipedia.org/wiki/Israel) (see figure 1): Center, Haifa, Jerusalem, North, Southern, and Tel Aviv Districts. The Judea and Samaria Area, as well as parts of the Jerusalem and North districts are not recognized internationally as part of Israel (Wikipedia 2014).

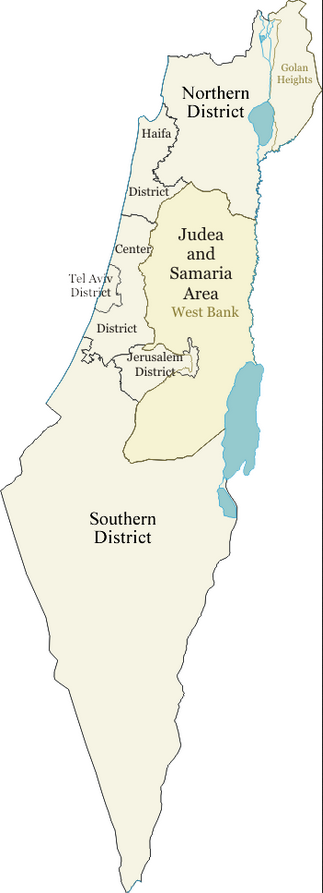


Figure 65: Districts of Israel (Source: Wikipedia 2014)

## Risk Assessment

The primary danger facing Israel is war related, and thus out of DRIVER’s scope – the danger from missile or rocket attack (HFC 2014b).

Following disaster statistics of EM-DAT, the following events belong to the most severe natural disasters in Israel: Storm in December 2013 (> 2 Mio. people affected), wildfire in December 2010 (> 20.000 people affected, assistance through EU Civil Protection Mechanism was provided), and flood in December 1998 (1.000 people affected) (EM-DAT 2014; EC 2013).

Even though earthquakes do not appear in these statistics, they are a major concern, they are the threat considered most likely among natural hazards.

The national assessment of risk is an ongoing process and conducted as follows:

The National Emergency Management Authority (NEMA, see chapter 3.1) is responsible for preparing a national risk profile of security issues that might occur during peace or war times – both conventional and CBRN events. The results of the risk assessment are distributed to all government ministries, which are then required to prepare a sectoral risk assessment report aligned with the overall national programme, covering areas that are under their responsibility. The preparation of the national risk profile is performed by system analysis professionals, based on protocols and procedures developed to ensure in-depth collection and management of relevant information from numerous sources. The profile is reviewed periodically and updated as needed, in accordance with changes in the region (WHO 2012).

The National Inter-Ministerial Committee for Earthquake Preparedness was given responsibility for preparing a national risk profile of natural disasters focusing on earthquakes, which are considered to be the most likely threat (among natural causes) to Israel. In order to do so, information from various sources was collected and analysed and the national risk defined, including references to forecasted casualties, damage to infrastructure, implications for the population, and so on. The risk assessment was formally adopted by the government and disseminated to all ministries to serve as the basis for developing a response. Discussions are currently taking place regarding the appropriateness of the risk profile: various experts have expressed their view that with the advancement of risk assessment methodologies, as well as lessons learned from earthquakes in different parts of the world and in the region, it may be that the present profile is too severe. As a result, the national risk profile for earthquakes is undergoing a process of re-evaluation (ibid).

Overall coordination of risk assessments, national risk profiles and emergency preparedness planning is conducted by NEMA, which also prepares annual reports on the activities implemented by all agencies as part of emergency management programmes (ibid.).

## Policy and Governance

### Strategy scope and focus

The strategic approach to crisis management seems to cover all necessary activities for prevention (incl. resilience actions), preparedness, response (incl. mitigation), and recovery. NEMA’s responsibilities, for example, “cover all components of emergency management, including disaster risk reduction, prevention, mitigation, response, reconstruction and rehabilitation activities” (see chapter 3.1). Further verification of the strategy scope and focus was not possible in the framework of this study.

### Monitoring and analytical support to policy making; R&D

A comprehensive overview was not possible in the framework of this study. Main research institutions with regard to the main hazard earthquakes are the Geological Institute of Israel, the Geophysical Institute of Israel, and the National Building Research Institute of the Technion (Laor 2005). Further, the Institute for National Security Studies can be named.

The Ministry of Public Security “conducts research in the field of public security through the Ministry's Bureau of the Chief Scientist and the newly established Research unit of Strategy and Policy Planning Department.

The Bureau of the Chief Scientist is a professional scientific agency within the Ministry of Public Security, whose principal responsibility is to develop, formulate and promulgate science-driven law enforcement policy as it relates to public security and combating crime in the State of Israel.

The Ministry works in conjunction with the research division in the Israel Police and the Israel Prison Service” (Ministry of Public Security 2014e).

R&D activities at the Home Front Command comprise a) crisis management, situation awareness and disaster resilience, b) critical infrastructure protection, and c) communication technologies and interoperability (HFC 2014d).

Also MDA is involved in respective research activities.

### Policy for Prevention

Aim of this and the following sub chapters was to describe lead responsibilities and further contributing organisations differenced by the different parts of the crisis management cycle. Anyways, specific policies in Israel distinguished by prevention, preparedness, response, relief and recovery have not been identified. However. the overall organisation, lead responsibilities etc. in emergency management in Israel is described in chapter 3.1 and 3.2.

### Policy for Preparedness

See chapter 1.2.3.

### Policy for Response

See chapter 1.2.3.

### Policy for Relief and Recovery

See chapter 1.2.3.

## Financing

Concrete figures can not be named, as too many issues and types of budgets from several organisations would need to be included (expert interview).

However, “emergency preparedness in Israel is a national priority: extensive efforts and resources are continuously invested to ensure readiness for all anticipated potential hazards” (WHO 2012).

MDA as an example spends max. 0.5 million € on training and preparedness (expert interview).

## Policy review, Evaluation &Organisational Learning

### Post-Disaster Assessment

See chapters 1.4.2 – 1.4.5.

### Departmental Lessons Learned systems

While it could not be verified for each single organisation (see chapter 3.1), in general the involved organisations have their own internal lessons learned system (expert interview).

### Centralised (national) Lessons Learned system

For missions under Police control (no war-like or large scale events), the Police conducts an evaluation in the aftermath of the event. Results are shared with all organisations involved in the mission (expert interview).

For the overall picture, NEMA collects all available lessons learned reports, compiles and evaluates them (expert interview).

### International exchange for Lessons Learned

Israel participates in international trainings and exercises, while no specific information on international exchange for Lessons Learned could be obtained in the framework of this study.

### Regular policy reviews

The WHO report on “Assessment of health-system crisis preparedness – Israel” states in the context of health crisis preparedness that “National management policies are closely and frequently reviewed to ensure their appropriateness and their modification is disseminated to all concerned parties” (WHO 2012).

## Resilience

Israel implements the concept of resilience, there is an overall written strategy (only in Hebrew), which has influence on several sectors, including e.g. education. In further documents, needs or gaps with regard to resilience are mapped for different levels, and respective answers are mapped to these gaps. Specific guidelines for the public on how to behave in hazardous situations, are supposed to enhance public awareness and thus overall resilience (expert interview).

No specific standards being used could be identified, but there are efforts to standardize processes, and to implement international standards (ISO) (expert interview).

A method for assessing community resilience has been developed in Israel – a result of the accumulation of over 30 years’ experience of society’s exposure to emergencies and threat. This method, the Conjoint Community Resiliency Assessment Measure (see Leykin et al. 2013), is being adopted by various government ministries as well as the Home Front Command (HFC) in order to assess, monitor, and evaluate the resilience of the population and its systems for coping with disasters. It enables the identification of weak points – such as leadership, knowledge, social cohesion or security – in order to direct intervention to strengthening these areas (WHO 2012).

## Information sharing and data protection

Specific policies, measures or derogations from EU law with regard to data protection, adapted by Israel, could not be identified. The same accounts for overall registers/databases of volunteers.

Regarding social media, it can be stated that in general, the use of social media seems to play a minor role. It is mostly not actively used by emergency managers – but activities and published information or statements are monitored (expert interview).

Most emergency services instruct the public not to turn to social media to report emergencies or request assistance, but the emergency agencies are nevertheless asked to monitor all their digital platforms for signs of distress and respond when necessary, as well as update them with accurate information in a timely matter.

In terms of reaching the public using social media, it should be considered that part of the Israeli population does not speak Hebrew. Further, Israel has a large Jewish ultra-Orthodox community that does not have much exposure to new media (Ministry of Public Security 2014h).

However, the Israel Police runs a Facebook page, which has been proved useful also in crisis situations, as described on the website of the Ministry of Public Security:

Yamincha, who runs the internet and new media desk at the Israel Police with a staff of 15, manages the Israel Police Facebook page. With over 100,000 followers and climbing, an active Twitter account with over 1,500 followers, a YouTube account and a new and improved website, the Israel Police’s presence on the internet and social media sites is a powerful tool for fighting crime and serving the public. […]

Beyond fighting crime, the Facebook page is a valuable tool in reaching the public and providing it with up-to-date, sometimes vital information. In December 2010, Israel experienced one of its deadliest fires ever, when the Mt. Carmel forest fire tore through Northern Israel for four days. Forty-four people were killed, 25 square kilometers of forest land was burned, and 100 homes were destroyed. “First, people started posting pictures of smoke from outside their windows,” Yamincha says of the beginning of the fire. Once pictures were posted and the word got out, residents near the fire and concerned family members began inundating the emergency hotlines. Once the phones crashed, everyone turned to Facebook. “We realized it was going to be a long night,” says Yamincha.

For the next four days, the Facebook page fielded, on average, a question every two minutes. “We replaced the hospitals, the army and the home front command. People couldn’t get in touch with them so they contacted us; and we answered each of their questions. And if we didn’t know the answer, we had contacts who could find out for us,” says Yamincha.

Instead of having to disseminate information through typical media sources, the Israel Police had access to the public directly through their Facebook page, where they posted official guidelines and information. Additionally, as part of the spokesperson’s office, the staff running the Facebook page had information streaming in from all other spokespeople, and was the most up-to-date source. As Yamincha puts it, “The media would update themselves based on our posts and answers” (Ministry of Public Security 2014f).

Also during a heavy snow storm in 2013, in which many cities lost power and had inaccessible roads, many citizens and even municipal representatives used social media to report power outages and blocked roads to the relevant emergency authorities (Ministry of Public Security 2014h).

Besides these “success stories”, the Israel Police also states challenges of Facebook:

According to Yamincha, managing an official police Facebook page is a challenge, which requires constant attention. He says the most important thing is to have adequate staff. “You need people; and they have to be experts – experts at writing content, and experts at new media. You have to know how to write, what to write, when, and how often.”

Additionally, there is the challenge of allowing users freedom to post whatever they want. Yamincha says the police’s Facebook wall is open to the public and uncensored. However, it does uphold Facebook’s terms of use, which forbid hateful, pornographic, unlawful or discriminatory content; and Yamincha blocks users who leave posts that violate those terms. So far, Yamincha says he has only had to block 140 users.

Moreover, Yamincha says the constant presence of the police on the internet – working from 6 a.m. to 1 a.m. – creates a false sense that they can respond to anything. “I’m scared that we won’t be in time when something happens,” he says. “Almost everyday people tell us that they’ve seen another user post something about wanting to commit suicide, and we try to locate them. We deal a lot with that.”

What was once a platform for friends to post pictures and stay in touch is now an entire world, where users exchange information, and can affect real change in the world. The police prevent crimes, save lives, and catch criminals through Facebook, and citizens now have a new place to turn in times of emergency, or when they have a question. While there are risks and dangers to Facebook and other social media applications, the Israel Police has managed to harness the power of Facebook for the good of society, and is always improving (Ministry of Public Security 2014f).

For further information on crisis communication, including a planned development of an “Emergency App”, see chapter 4.4.

# Legislation

## Crisis (emergency, disaster) management concept

A dedicated crisis management concept, other than the structures and documents described in this report, has not been identified.

## General crisis (emergency, disaster) management law

The WHO “Assessment of health-system crisis preparedness – Israel” compiled essential attributes on the legal framework for national multisectoral emergency management:

**Legal framework for multisectoral emergency management**

Israel has had to deal with emergency situations since the declaration of its independence in May 1948. As a result, the national laws, decrees, regulations and guidelines provide extensive authority to the different ministries, clearly delineating roles, responsibilities and managerial tools for emergency preparedness and response. Several laws and government policies, as well as binding guidelines and regulations designated to ensure provision of vital services during emergencies, have been legislated and enacted during the 64 years of the country’s existence.

**Emergency Regulations**

The Emergency Regulations were enacted by the Israeli Parliament in May 1948. The regulations authorize ministers to activate emergency measures that are required to ensure provision of vital services to the state’s population. The regulations are very powerful tools: upon their application they supersede most other laws. Because of their potential strength, since 2010 these regulations have been under review by all ministries, coordinated by the Ministries of Defense and Justice which are designated to maintain the necessary authority to direct emergency management procedures. Nevertheless, efforts are being made to limit the measures that will be integrated in the Emergency Regulations, to avoid as far as possible any violation of human rights.

**Civil Defense Law**

The Civil Defense Law of 1951 authorizes implementation of all actions pertaining to the well-being of Israel’s population during periods of emergency. The law establishes the civil defence service; mandates the construction and upkeep of shelters in all buildings, both residential and industrial; enables the state’s authority to make use during emergencies of infrastructure, resources or equipment, regardless of their ownership (whether private or public); and provides the Ministry of Defense with the authority and responsibility for directing the overall smooth operation of all vital services, in order to ensure their provision to the population. The law also defines a civil state of alert and lays down regulations regarding the use of toxic and hazardous materials. […]

The declaration of a state of emergency can be activated for the whole state or can cover a specific territory (referred to as “special situation of the home front”). The emergency that triggers this declaration can result from various types of threat, such as war or limited military confrontations, major terror attacks, epidemic outbreaks, natural disasters or operational incidents (with the potential of becoming mass disasters).

**Modification of the Police Ordinance**

The Police Ordinance was modified in 2005 in order to authorize the Minister of Internal Security to declare a state of “mass disaster” for a period of up to 48 hours. Upon its application, police officers are responsible for the control and command of all on-site operations during the event. Accordingly, the police are authorized to direct operations of all first responders, to confiscate any resource needed by rescue agencies (regardless of ownership) and to close areas or prohibit entrance or exit.

**Risk reduction – National Master Plan 38**

One of the threats faced by Israel is the potential occurrence of a severe earthquake. As part of the risk reduction programme, rigid building codes were implemented in 1975 as a modification of the Planning and Building Law enacted in 1965. Since many buildings were constructed before the modification of the law, National Master Plan 38 was legislated in 2005, encouraging property owners to implement measures designed to strengthen buildings constructed before 1980 and to enhance their survivability during an earthquake. As part of this programme, in order to provide motivation for its implementation, building owners are eligible for additional building rights if they execute the strict regulations. The Plan, which was initially valid for five years, was extended in 2009 for an additional period of five years to 18 May 2015.

See also chapter 2.3 for laws depending on the existence of a state of emergency.

## Emergency rule

Following article 38 of the Basic Law, the Government determines how an emergency is declared and who has the authority to do so. Article 39 deals with the setting up of emergency regulation (Cabili et al. 2014). The state of emergency has been declared shortly after the inception of the state in 1948, and has been renewed annually, thus Israel has lived in a permanent state of emergency until today. Thanks to the state of emergency, the Israeli legislature (the Knesset) could pass emergency legislation which could violate normal principles of civil liberty as the Knesset saw fit or needed. It has passed and renewed emergency legislation covering a wide range of areas of Israeli society and commerce (Kirshbaum 2007).

Cabili et al. (2014) compiled the following regarding the general state of emergency:

Who may declare the state of emergency and under what conditions?

According to Article 38(a) of the Basic Law: The Government: "Should the Knesset ascertain that the State is in a state of emergency, it may, of its own initiative or, pursuant to a Government proposal, declare that a state of emergency exists". However, the Government itself has the power to declare a state of emergency, meeting the conditions of Article 38(c) of the Basic Law: The Government: "Should the Government ascertain that a state of emergency exists in the State and that its urgency necessitates the declaration of a state of emergency, even before it becomes possible to convene the Knesset, it may declare a state of emergency…".

Moreover, the Knesset's rules of procedure […] set a number of conditions and procedures regarding the declaration (both by Government and the Knesset). For example, the Knesset's decision to declare a state of emergency will not be accepted without a recommendation from the joint committee, that includes the Knesset's Constitution, Law and Justice Committee and the Foreign Affairs and Defense Committee (hereinafter: the joint committee). The joint committee must submit her recommendation to the Knesset for approval. If the recommendation is regarding renual of a state of emergency, the recommendation must be submitted to the Knesset's approval no later than 14 days before the state of emergency comes to end.

If a state of emergency has been declared by the government, the government must immediately notify the Speaker of the Knesset and the chairman of the joint committee. The committee should discuss the declaration and submit the recommendation to the Knesset for approval "as soon as possible".

According to Article 38(d) to the Basic Law: The Government, the declarations should be published in the official Gazette (Reshumot) and "should publication in Reshumot not be possible, another appropriate manner will be adopted, provided that notification thereof be published in Reshumot at the earliest possible date".

Statutes that come into force during emergency

The Validity of many laws that were passed over the years depends on the existence of a declaration of a state of emergency. If this declaration will be terminated, these provisions/laws will be repealed along with termination of the state of emergency. Hence, a state of emergency in Israel is consistently extended.

Among the above mentioned laws one can find specific provision of the Tort Ordinance; the Emergency Land Requisition (Regulation) Law, 1949; provisions of the Legal and Administrative Matters (Regulation) Law [Consolidated Version], 1970; the Emergency Powers (Detention) Law, 1979, that provides the legal framework for administrative detentions (see below); the Law Governing the Control of Commodities and Services, 1957, which enables to impose regulation on the market. The law enables that by using orders that allow for general control over commodities and services, including price control, control over sales and purchases of goods and services that were declared as "subjects to control" and control over the actions and conduct of factories engages in "crucial activity", as it is defined by the law; Prevention of Terrorism Ordinance, 1948; and more.

How does a state of emergency end?

The duration of a declaration of a state of emergency by the Knesset will be in accordance with the period prescribed in the declaration, but may not exceed one year.

The Knesset may repeatedly declare a state of emergency (renew the declaration as stated); as mentioned, every year she does so. In fact, since the declaration of independence in 1948, Israel has been under the declaration of a state of emergency, which is yet to be revoked.

As to a declaration made by the Government, according to Article 38(c) of the Basic Law: The Government, "the declaration's validity shall expire upon 7 days from its proclamation, if not previously approved or revoked by the Knesset, pursuant to a decision by a majority of its members; should the Knesset fail to convene, the Government may make a renewed declaration of a state of emergency as stated in this subsection".

As mentioned, the Knesset has the power to terminate a declaration of a state of emergency at any time, regardless the question what branch of the government declared it (such termination should be published in Reshumot)

Besides this, there is primary (Knesset) legislation that allows the declaration of specific states of emergencies, independently of the existence of a general state of emergency. For example, (see chapter 2.2,)

The Police Ordinance was modified in 2005 in order to authorize the Minister of Internal Security to declare a state of “mass disaster” for a period of up to 48 hours. Upon its application, police officers are responsible for the control and command of all on-site operations during the event. Accordingly, the police are authorized to direct operations of all first responders, to confiscate any resource needed by rescue agencies (regardless of ownership) and to close areas or prohibit entrance or exit (WHO 2012).

# Organisation

## Organisational chart

The following organisations have a crucial role in the Israeli crisis management (in terms of the DRIVER understanding of crisis):

* Government Ministries, especially
  + Prime Minister’s Office
  + Ministry of Public Security
  + Ministry of Foreign Affairs
  + Ministry of Defense
  + Ministry of Health
* Public security bodies
  + The Israel Police
  + (National) Fire and Rescue Authority
* Magen David Adom
* Israel Defense Forces, including the Home Front Command
* National Emergency Authority/ Reshut Heyrum Le‘umit

Further institutions not dedicated to crisis management services might be involved, e.g. Israel Airports Authority, Israel Ports Company.

In the event of a non-war emergency, the Israel Police are the first responders and have operational responsibility over all the rescue services such as Magen David Adom (MDA) and the Fire Service. In these cases, the Police is in charge (incident commander), and the National Emergency Authority (NEMA), established in 2007 as part of the Ministry of Defense, is taking care of the inter agency coordination.

The Ministry of Public Security is responsible for the operational preparation and the readiness for emergencies and crisis, of all the authorities subjected to it: the Israel Police, the Israel Prison Service and the Fire and Rescue services. In case of a large scale event, the incident management can be handed over from the Police to the Home Front Command (HFC), a section of the Israel Defense Forces (IDF), by a governmental decree (never happened so far). In other events, HFC is involved with tasks such as Search & Rescue (Ministry of Public Security 2014; expert interview).

In the following, tasks and responsibilities of the Ministry of Public Security, the Police, the Fire and Rescue Authority, MDA, HFC, and NEMA will be described in detail.

Ministry of Public Security

Following an overview document provided by the Ministry of Public Security (Ministry of Public Security 2014c), the Ministry

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

The Ministry’s vision is

to bring about a significant improvement to the personal security, sense of security and communal security of the citizens of Israel; and create a law-abiding society that rejects violence and crime, all in order to provide a higher quality of life for the citizens and residents of the state of Israel.

The Ministry’s mission is

to serve as the primary arm of the Israeli government responsible for law enforcement, crime prevention, safeguarding lives and property, maintaining public order, protecting the public from terror attacks, incarcerating and rehabilitating criminals, protecting witnesses, preventing violence in society, preventing drug and alcohol abuse, preventing and fighting fires and overseeing firearm licensing.

About the Ministry

The Ministry of Public Security carries out its public security operations and responsibilities through its operational bodies: The Israel Police, the Israel Prison Service, the Israel Fire and Rescue Authority, the Israel Anti-Drug and Alcohol Authority and the Witness Protection Authority.

The administration of the Ministry of Public Security is headed by a Director-General, under whom serve four Deputy Directors and other department heads. The main Deputy Director oversees various departments in the Ministry and takes over for the Director-General in his absence; while the other three Deputy Directors are responsible for operations, human resources, and the Planning, Budget and Monitoring Department.

The operational bodies of the Ministry coordinate their operations with the Minister through his Security Secretariat. The Security Secretariat also aids the Minister in formulating operational policy, monitoring the activities of the bodies and more. The Ministry collaborates with other organizations throughout the world to promote public security; and does so through its International Relations Department, which aims to promote cooperation and develop relations with parallel ministries, institutions and organizations abroad.

Policy targets of the Ministry

* Significantly improving the level of personal and communal security
* Fighting organized crime, severe crime & public corruption
* Improving operational readiness for emergencies
* Reducing road accidents
* Improving rescue and recovery capabilities
* Improving security measures, detention conditions & the rehabilitation of prisoners
* Increasing the efficiency of the Ministry
* Strengthening international cooperation

Emergency preparedness at the Ministry of Public Security

The Ministry of Public Security is responsible for the operational readiness of all the authorities subject to it in times of emergency and during crisis situations. The Ministry is responsible for Israel’s first responders – the Israel Police and the Israel Fire and Rescue Authority. During crisis situations the Ministry is in contact with the various agencies and organizations that aid in emergencies, and coordinates operations with the operational bodies under its authority.

In times of emergency, the Ministry works to:

* Establish a clear picture of the situation and aid the Minister in policy formation and decision making and to provide guidelines in the areas under his authority
* Carry out the instructions of the government and the military cabinet
* Preserve the normal fabric of life in Israel and keep essential institutions open

Emergency Fusion and Operations Center

In order to provide the Minister with up-to-date information and aid him in formulating policies and decision making in times of crisis, the Ministry operates an advanced Emergency Fusion and Operations Center, which provides a common operating picture of the emergency and rescue agencies. The Emergency Fusion and Operations Center aids in evaluating risks, providing situational assessments and making recommendations for the best and most relevant policy.

The Emergency Fusion and Operations Center is manned by representatives of the Israel Police, the Israel Prison Service, the Israel Fire and Rescue Authority, the National Emergency Authority, the Home Front Command and others. In addition, the Ministry is assisted by a group of volunteers – former senior officers – that aid the Ministry with their professional and operational experience in dealing with emergency situations, and act as the Ministry’s liaisons with other agencies in times of emergency.

Logistics and Continuous Functionality Forum

In addition to the fusion center, the Ministry also employs a forum which works to provide the Ministry with logistic solutions by overseeing the Ministry’s operational bodies and responding to any logistical needs, with the goal of keeping essential institutions running and functional.

Emergency & Crisis Situation Think Tank

The Ministry has a Crisis Situation Think Tank which assists the Minister in decision making, risk management, formulating alternative courses of action and aiding in public relations and media strategy.

Israel Police

The Israel Police operates in compliance with the Police Act of 1971 and additional articles of legislation.

The Israel Police is under the Ministry of Public Security. It is a national level police force, comprised of some 30,000 sworn officers reinforced by 40,000 volunteers.

The Israel Police is the only police organization in Israel and therefore its work includes all aspects of conventional policing, from the local through the national levels. In addition, it has an important role in the fight against terrorism. Its work is guided by the values and principles of the democratic government of the state of Israel.

The task of the Israel Police is to maintain the quality of life, law enforcement and enforcement of traffic regulations, as well as providing guidance on preventive measures for the safety and protection of the population (information provided in context of expert interview, 2014).

Disaster management

Israel Police is the first responder to any emergency event and responsible for solving the immediate situation. In case of an on-going event the Israel Police is responsible for integration of all emergency forces & command & control of the event (ibid.).

Fire and Rescue authority

The Fire and Rescue services are in charge of preventing, extinguishing, and preventing the spread of fires; as well as rescuing people and salvaging property. The firefighters deal with fires in homes and open spaces; handle hazardous substances; rescue victims from road accidents; and any other life and property saving scenario.

The Fire and Rescue Commission operates under the authority of the Ministry of Public Security. The Minister of Public Security is the minister in charge of appointing the Fire and Rescue Commissioner. Currently, the commissioner is Shahar Ayalon. […]

Background

According to the Firefighting Services law of 1959, the Fire and Rescue services are in charge of putting out and preventing fire, as well as rescuing people and property. The fire and rescue services are municipal services, provided within the framework of municipal unions and municipal firefighting units, and they are in charge of incidents that occur within their jurisdiction.

The Structure of the Firefighting Alignment in Israel

The Fire and Rescue services in Israel are made up of 24 authorities, 20 of which are municipal unions for fire and rescue services, and four which are municipal divisions. The firefighting services are spread across 95 fire stations all over the country.

The service is headed by a commander, who is responsible for the daily operational implementation of the service, and who is subjected to the management of the firefighting authority.

As of 2011 there were a total of 1,900 firefighters, engineers and administrative workers in the fire and rescue services (Ministry of Public Security 2014c).

Magen David Adom

Magen David Adom (MDA) in Israel was established in 1930.

MDA is a national organization, and works in cooperation with other emergency and security authorities (Israeli Police, IDF, Fire fighters etc.)

MDA's objectives and its legal status are defined in section 3 of the Magen David Adom Law passed by the Knesset (Israel's Parliament) on July 12, 1950:

* to carry out the functions of a national society, to be an auxiliary service to the Israeli Defense Forces in time of war and to be prepared for this in times of peace;
* to provide pre hospital emergency medical services.
* to provide the national blood services incl. collecting, processing, distributing and storage services of blood, plasma and their by-products;
* to carry out any additional functions determined by the Society's By-Laws;

MDA stats of 2012:

* In 2012, MDA answered and treated 637,004 calls received from all over Israel.
* MDA Blood services collected 300,000 Blood Units from volunteering citizens.
* 70,000 people (workers, volunteers and citizens) received MDA training courses

Article 49 of MDA's By-Laws confers the following additional duties of the Society

* instruction of first aid and pre-hospital emergency medicine;
* maintaining a volunteers infrastructure and training them in first aid, basic and advanced life support including Mobile Intensive Care Units;
* transportation of patients, women in labor, and evacuation of those wounded and killed in road accidents;
* transportation of doctors, nurses and medical auxiliary forces;

MDA belongs to the International Red Cross and Red Crescent Movement and is Israeli Red Cross National Society.

In this capacity, MDA is providing training and humanitarian aid to countries in need, all over the world (MDA 2014).

Home Front Command

The Home Front Command (HFC) is a section of the Israel Defence Forces (IDF), created in 1992. Its objectives are

* To constitute the main professional authority for civilian protection in the following areas: Extrication, rescue, the chemical and biological threat on the home front and hazardous materials
* To constitute a civilian protection service
* To constitute chief operational headquarters for army units intended for the home front
* To constitute the staff for forming the forces/ units for the Home Front Command
* To make up the command force (HFC 2014).

The Home Front Command operates in various emergency situations, specializing in the field of civilian protection. In times of crisis or war, the Home Front Command operates to its fullest capabilities, using all its resources in order to instruct the civilian population on how to cope with the threats facing Israel. The purpose of the Home Front Command is to save lives. The Home Front Command operates search and rescue missions in Israel and around the world, aiding in rescue and recovery from incidents such as terror attacks, floods, conflagrations, etc.

Search and Rescue

The IDF National [Search and Rescue Unit](http://www.idfblog.com/2013/08/07/joining-forces-a-new-idf-search-and-rescue-brigade-is-born/), under the Home Front Command, is a highly skilled force trained to execute special search and rescue missions, both in Israel and abroad. The unit was founded in 1983, and its’ expertise is in rescuing people trapped under ruins.

The unit is comprised primarily of reservists who are always on call, with prepared kits to enable immediate departure, and a small core of soldiers in mandatory service. In addition to the rescue teams, the unit employs doctors, engineers, mechanical engineering equipment operators and rescue dog handlers.

In November 2003 the first Search and Rescue Company, the Shavit Company, was founded in response to the need for a large operational S&R force that would be available at all times. Subsequently, two additional companies, Hetz and Rotem, were established. The soldiers are all graduates of the Search and Rescue course, and are trained in first aid, Krav Maga, infantry, ABC (atomic, biological, chemical) warfare, and more.

The unit is on-call 24 hours a day and are deployed whenever there is a disaster – earthquakes, tsunamis, conventional or unconventional terrorist attacks. The S&R companies also assist IDF infantry forces during routine operations (IDF 2014).

National Emergency Management Authority (NEMA)

NEMA was established in 2007, as part of the Ministry of Defense, and is responsible for preparing Israel’s home front for any potential emergencies. This is accomplished by directing and coordinating among emergency organizations, government offices, local authorities, and other relevant institutions.

NEMA is responsible for creating sustainable plans to ensure preparedness of the home front for all types of emergency; ensuring appropriate critical resource reserves (such as fuel, food, water and so on); initiating research in the field of emergency preparedness; promoting activities designed to improve the population’s resilience to emergencies; centralizing information collection and distribution; and coordinating the activities of the various government ministries during emergencies. NEMA’s responsibilities cover all components of emergency management, including disaster risk reduction, prevention, mitigation, response, reconstruction and rehabilitation activities.

As part of the coordination mechanism, NEMA operates a National Council for Emergency Management, headed by either the Deputy Minister of Defense or the Minister of Civil Protection (depending on the structure of the government at the time). Senior representatives from all government ministries serve as members on this Council. Its major role is to coordinate activities designed to prepare the nation for all hazards and to manage an emergency upon its occurrence. The policies mandated by the Council are implemented by NEMA, so regular evaluations of all government agencies are conducted by this body to assess the ongoing state of preparedness. The organization and structure established at the national level are mirrored at the regional district levels.

In order to ensure proper implementation of emergency preparedness and management, each government ministry has created and maintains a national authority that is responsible for directing operations of the agencies under its jurisdiction during emergencies. For example, the MoH [Ministry of Health] operates a Supreme Health Authority (SHA) that is responsible for coordinating the operations of all health agencies in preparation and management of emergency situations.

NEMA integrates the activities of all ministries, organizations and bodies relevant to effective emergency preparedness and management.

In routine times, NEMA coordinates on a national level several activities designed to ensure emergency preparedness. It prioritizes potential threats; conducts risk analysis; develops national emergency policies; presents to the government annual reports on home front preparedness levels; promotes and leads relevant legislation in the state cabinet and parliament; coordinates international cooperation including exercises and workshops as well as work information-sharing; and leads the building and enhancement of population resilience.

During periods of emergency, NEMA operates the National Emergency Management Center that serves as a supreme operations centre designated to monitor and report a real-time situation analysis to the government; supervises the fulfilment and implementation of directives/instructions disseminated by the Minister of Defense; coordinates with the National Information Directorate the general information dissemination activities; advises the Minister of Defense and the government regarding key decisions that need to be implemented in real time to ensure effective emergency management; and activates the national resilience system (WHO 2012).

Emergency Economy

The Emergency Economy is a body created in 1955 to ensure continued activity of vital enterprises during an emergency. An Emergency Economy order allows the recruitment of workers for essential private and public services, such as emergency services, medicine, local authorities, food and equipment supply, communications, and any other service deemed vital. Until 2010 the Emergency Economy was responsible for preparing the local municipalities for emergencies, including absorption of evacuees from disaster stricken areas.

A Supreme Emergency Economy Committee was created in 1986, headed by the Minister of Defense or a senior deputy. The directors-general of all government ministries, the head of the Jewish Agency and the chairpersons of the local municipalities, IDF and police are members of this committee, which is responsible for the ongoing effective operation of similar structures in regional districts and local municipalities. In 2010, a few years after the establishment of NEMA, the Emergency Economy was integrated into NEMA as an integral component of the multisectoral emergency management system (ibid.).

Despite defined roles and responsibilities in laws and regulations, it has also been stated that situations in reality can be different, and that points of views concerning specific responsibilities sometimes differ between organisations (expert interview).

## Organisational cooperation

As described in chapter 3.1, NEMA has strong responsibility on coordination among emergency organisations.

Regarding receiving international assistance to Israel, main involved institutions are the Ministry of Foreign Affairs, the Primary Office, and NEMA. NEMA provides recommendations to the Primary Office, and the Ministry of Foreign Affairs sends out requests for international support. Further involved institutions (e.g. Ministry of Health) depend on the type of crisis.

There are “National Guidelines for Receiving International aid in times of emergency” (see description of the national emergency exercise in chapter 5.3), while further information on these guidelines could not be obtained in the framework of this study.

The activations overview of the EU Civil Protection Mechanism 2007–2012 shows one request for assistance from Israel. Assistance was delivered for fighting severe forest fires in December 2010 (EC 2013).

Regarding giving assistance, the Search and Rescue unit of the HFC (see chapter 3.1), has been active all around the globe (expert interviews).

# Procedures

## Standing Operating Procedures (SOPs) and Guidelines

There are many written SOPs for specific occasions, but usually not available in English, and/or available in open sources. They are constantly activated and used in crisis situations. They are also tested in exercises (expert interview).

## Operations planning

The operation planning process is not standardised (expert interviews).

## Logistics support in crises

Private logistic providers are involved in all missions, they are needed for almost all services. Military logistics provide support in large crisis as well (expert interview).

## Crisis communication to general public; Alert system; Public Information and Warnings

Israel’s communication system in general is considered to be the most highly developed in the Middle East. Its domestic system comprises both coaxial cable and microwave radio relay; all systems are digital. Four privately owned mobile-cellular service providers offer countrywide coverage. International communications are supported by submarine cables to Europe, parts of the Middle East and satellite earth stations. There are nearly 10 million cellular/mobile lines and 3.3 million land lines. In 2009 there were 4.5 million internet users in Israel.

The state broadcasting network, operated by the Israel Broadcasting Authority, broadcasts on two television channels in Hebrew and Arabic. There are five commercial channels and cable TV provides access to foreign channels. The Israel Broadcasting Authority also broadcasts over eight radio stations and Israel Defense Forces (IDF) Radio broadcasts over two. In addition, there are approximately 15 privately owned radio stations (WHO 2012).

Regarding crisis communication to the public, the spokesperson at the Prime Minister’s Office (National Information Directorate) is responsible for crisis communication on the national level. He also coordinates to the different Ministries involved (expert interview).

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

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

To more effectively reach the public, the Ministry is currently in the process of developing a smartphone application that will provide information and instructions for emergency situations, such as natural disasters, severe weather, forest fires and more. General instructions about these scenarios will be available at all times, while targeted messages with specific instructions will be sent according to the user's location. This is yet another platform aimed at preparing and informing the public in order to save lives and strengthen the community’s resilience during a disaster (Ministry of Public Security 2014h).

By law, the HFC is responsible for instructing the public in specific cases, e.g. where to go, and where not to go. Constant assessments analyse using surveys, how the public perceives respective instructions, in order to adapt them in the best useful way (expert interview).

General instructions for the public on preparedness as well as on how to behave during different incidents (e.g. earthquake, fire, and flood events) is also provided on the HFC website (HFC 2014b).

To achieve situational awareness, a Command & Control system is in use, which is coordinated by NEMA and is being fed by all Ministries and all levels, from local to national (expert interview).

For information on the use of social media in emergency situations see chapter 1.6.3.

# Capabilities

## Human resources

Numbers of permanent emergency and disaster management personnel – staff and volunteers – are as follows:

Israel Police

* Staff: 30,000
* Volunteers: 40,000

Fire and Rescue Authority

* Staff: 1,800
* Volunteers: 1,000

Magen David Adom

* Staff: 1,600
* Volunteers: 10,000

HFC

* Classified

(expert interview; personal information 2014).

Some more information on volunteers at the Fire and Rescue Authority, MDA, and the Israel Police is provided at the respective websites:

Fire and Rescue Authority:

In the Israel Fire and Rescue Authority there are about 800 young volunteers (Fire Scouts) and some 1,000 adult volunteers. Fire Scouts are youth that volunteer in the Fire and Rescue Authority as part of their “personal commitment” hours in grades 10-12, and help out at fire stations and aid the firefighters (Ministry of Public Security 2014c).

Magen David Adom:

Volunteers have founded and been active in MDA since the organization got under way. Already at the first MDA convention, Dr. Yosef Koot, provisional chairman of the Executive Committee, spoke at length about the importance of volunteering in MDA - “MDA considers the volunteers a vital part of its’ activities. When new branches were opened, we didn’t see the importance in setting up ambulance positions alone. The main point was the volunteers: Our aim is to educate people to become volunteers who are ready and willing to devote their time, money and blood for the benefit of their fellow man.” Today over 13,000 highly trained volunteers are active throughout the country, of which half are youth volunteers serving as part of the crews on ambulances and Mobile Intensive Care Units and “MDA cadets”, who represent MDA’s humanitarian youth movement activities (MDA 2014).

Among the volunteers from the Israel Police, a specialist operational unit is the Israel’s Volunteer Search and Rescue Team (Ministry of Public Security 2014g).

The Social Survey, a current annual survey, which has been conducted by the Central Bureau of Statistics (CBS) since 2002, revealed that in 2013, 20 % of the population aged 20 and over in Israel engaged in volunteer activity (covering all sectors): 25 % not permanent or one-time, 38 % 10 hours and more, and 37 % up to 9 hours (CBS 2013).

## Materiel (non-financial) resources

Up to date information on material resources could not be obtained in the framework of this study.

According to a report from 2005, the government holds in storage a stock of blankets, mattresses and beds, to be used in emergencies. There is a yearly budget for renewing and buying of stocks such as: equipment, medicines, essential food items and fuel. There are many water containers for use in emergencies. The Electric Company and the Water Company have many power generators (Laor 2005).

## Training

There is no specific certification system – each organisation sets its own standards on training of its personnel (expert interview).

The Israel Fire & Rescue Authority has a Training Department: “The Israel Fire and Rescue Training School was established in 1979 in Rishon Letzion. The school provides training for all types of firefighting roles, as well as for additional bodies, including prison service personnel, electric company employees and staff from the Nuclear Research Center” (Ministry of Public Security 2014c).

The Home Front Command also has a training center, the “Commanders’ Training Simulative Center” (CTSC). “Operational since 2010, CTSC offers complete training, debriefing, documentation and learning environment in Civil Defense and Homeland Security scenarios” (HFC 2014c).

Annually, national exercises e.g. on earthquake or tsunami scenarios, are conducted including all main players in the civilian area. International exercises, which are conducted especially on earthquake scenarios, include e.g. UN, and Red Cross organisations (expert interviews).

For example, the Ministry of Public Security describes on its website the national emergency exercise “Ends of the Earth”, which was held in November 2013 and focused on receiving international aid and collaboration between staff and organisations (Ministry of Public Security 2014d):

The exercise will examine the ability of government ministries to coordinate their operations and receive international aid, as well as allocate the aid to forces in the field and relevant agencies. “Ends of the Earth” will include the simulation of various systems that deal with the receiving of international aid in times of emergency and during destructive earthquakes.

The exercise is being conducted according to the National Guidelines for Receiving International Aid and will examine the staff work in various ministries and agencies involved, as well as field operations for receiving materials and aid.

Additionally, the exercise will examine the implementation of the National Guidelines for Receiving International aid in times of emergency, taking into account lessons learned from the Mt. Carmel fire and previous national emergency exercises.

**Goal of the exercise**

The idea behind the exercise is collaboration – collaboration between the staff in the field and between various ministries and agencies in order to efficiently receive international aid.

**Participants in the exercise:**

* All government ministries, with an emphasis on the Prime Minister’s Office, the Ministry of Home Front Defense, the Ministry of Defense, the Ministry of Public Security and the Foreign Ministry
* All public security bodies: the Israel Police, Israel Prison Service, National Fire and Rescue Authority and MDA
* The IDF, including the Home Front Command
* The Israel Airports Authority
* The Israel Ports Company
* Municipalities
* International representatives from the OSOCC, NATO, the EU and the Red Cross

In light of recent regional changes and the constant threats facing Israeli, the Ministry of Public Security is responsible for preparing the home front and improving the Ministry’s operational bodies’ response capabilities for emergency situations and other threats. The Emergency Preparedness Department in the Ministry is headed by Police Brigadier General Chaim Cohen, who is leading the Ministry in improving its preparedness for emergency and crisis situations, and also is responsible for organizing the international aid operations within the Ministry and its operational bodies and for coordinating with other government ministries.

The “Ends of the Earth” exercise is the high point of intensive collaborative efforts of the Emergency Preparedness Department with aid agencies, the Ministry of Home Front Defense, the Home Front Command and other government ministries. “This exercise is an essential tool for us to examine the functioning of all systems so that we can be fully prepared and work at our best in a real life situation,” says Brigadier General Chaim Cohen, head of the Emergency Preparedness Department.

## Procurement

Only little information on procurement regulation and procedures in crisis management in Israel could be gained in the framework of this survey. There seem to be only few regulation (or not much implemented regulation), single crisis management organisations have their own rules, while general directives play a minor role (expert interviews).

In general, Israel publishes most public procurement information on its central procurement website: www.mr.gov.il. Furthermore, procurement laws and policies, specific guidance on application procedures such as templates and forms, procurement plans, and contract modifications are also published on the central procurement website. Meanwhile, information on contract awards (name and amount of selected contractor) is only published on the Regulations, Funds and Economy Ministry website (OECD 2011).

## Niche capabilities

MDA (Magen David Adom), belonging to the International Red Cross and Red Crescent Movement and being the Israeli Red Cross National Society, provides training and humanitarian aid to countries in need, all over the world (MDA 2014). Further specific information on niche capabilities, which would be of interest to the EU crisis management, could not be gained in the framework of this study.

# Resources

## Legislative acts

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## Official documents (white papers, strategies, etc.)

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