

פעילות גוינים ישראל בתקופת החירום  
2006-2000



JDC-ISRAEL Activities in Times of  
National Emergency 2000-2006



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2000 - 2006

Hava Ullman



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Executive Summary

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## Table of Contents

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Preface	5
Introduction	7
JDC-Israel's Preparation for the State of Emergency	8
The Emergency Fundraising Campaigns	9
JDC and Israel's Emergency Programs	11
JDC and Trauma Victims Treatment Programs	19



## Preface

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JDC-Israel, which has experience in providing humanitarian assistance to various populations on a regular basis as well as in times of crisis, operates during an emergency within the sectors and groups with whom and for whom it routinely works: children-at-risk, elderly, disabled and other special needs groups.

One of the main dilemmas, which arose when preparing for the emergency in September 2000, following a wave of terrorist attacks against Israeli citizens, was whether JDC should focus on existing initiatives by condensing and adjusting them as much as possible to the existing crisis, or should the organization operate differently according to the changing reality..

Among other things, there was some uncertainty between the desire to allocate resources for running and veteran programs of JDC-Israel, and the need to urgently budget one-time emergency programs. Allocations for emergency projects would aid the different populations but the feeling was that it would not be perceived as long-term investments from the point of view of the organization.

This uncertainty was actually resolved by the definition of the main objectives that JDC set for itself after the beginning of the Intifada in the year 2000:

- Aid during a crisis will be provided, first and foremost, to the weaker populations – the traditional target groups of JDC activities
- Children across the country and especially in hazardous areas are the target population with the highest priority

Within the framework of the systematic documentation program of JDC activities in its varied fields, I am pleased to present a document that monitors JDC's activities during a crisis. The book describes the decision-making process, JDC's organization during the crisis and the emergency

fundraising campaigns. A central part of the book details and describes the emergency programs, as well as the level of their influence and importance on the populations who benefit from them.

JDC's crisis activities between the years 2000 – 2006, and the documentation of these activities, serve as an authorized, reliable and essential source for drawing conclusions and formalizing processes forj other unique programs under conditions and circumstances that may arise in the future.

Arnon Mantver  
Director, JDC-Israel

# Executive Summary

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## Introduction

In the year 2000, the El Aksa Intifada broke out taking a heavy toll in human life. The continuous terrorist attacks and suicide bombings, as well as the deadly March 2002 Park Hotel bombing on Passover eve, led to the Chomat Magen (Defensive Shield) military operation against Palestinian terrorist infrastructures.

In 2002 alone, 453 Israelis were killed and 1033 wounded. During the entire period of the intifada, approximately 1,000 Israelis were killed and 6,000 wounded.

The wave of terrorist attacks, which mainly targeted civilian buses, caused a climate of fear and anxiety among Israeli citizens, thousands of whom were traumatized and subsequently suffered from post-traumatic symptoms.

At the beginning of 2003, a new threat – this time from Iraq using non-conventional weapons - led to the distribution of gas masks and the creation of protective sealed rooms in every home. In addition, Israel had to find a way to protect hospitals and educational institutions as well as special needs populations.

JDC-Israel responded to the emergency call for both their regular communities (elderly, children and youth at risk, immigrants and the disabled) as well as the general terror-stricken population.

## JDC-Israel's Preparation for the State of emergency Meetings and Dilemmas

In the autumn of the year 2000, the various JDC-Israel departments began to hold frequent meetings to discuss the main dilemmas arising from the existing emergency situation. These meetings provided an opportunity to define the main goals and provide plausible answers using available resources. They also planned the mobilization of special emergency fund-raising campaigns.

On March 20-21, the JDC-Israel senior executives met for an intense 2-day series of meetings (aptly named “Leil Shimurim”- “Vigil Night”) to discuss the impact of the current state of emergency on the various JDC populations, as well as its planned future steps. Less than a week following these discussions, the bombing of the Park Hotel took place on Passover eve (March 27). This marked the turning-point in the attitude of the North American Jewish communities regarding the situation in Israel. Opinions, however, were divided over whether to expand and adapt existing programs, or invest in one-time emergency projects.

### Primary Goals

The primary goals decided upon included:

1. Aid for JDC's traditionally weaker populations, such as the elderly (approximately 10% of the population, including 100,000 elderly immigrants with little or no Hebrew language skills); immigrants (which included Ethiopians, Caucasians and Bukharin (75,000 each respectively) and children and youth at risk (numbering about 300,000 in the year 2002).
2. JDC gave top priority to the children in general, and to those children under the threat of terror attack, in particular. The “Keep the Children

Safe” Program was a defining factor in ascertaining the cooperation of the North American Jewish Federations.

3. Expanding and adapting existing programs by adding special elements and manpower to assist in program operation. This resulted in the successful implementation of the Supportive Community and Warm Home programs.

## The Emergency Fundraising Campaigns

**Stage 1:** The initial emergency fundraising campaign – called “Israel Now” – began in the winter of 2001. It was led by the JFNA (Jewish Federations of North America), which comprises 160 federations and 400 small communities in the United States and Canada. A total of \$2 million was collected to help fund such programs as the “Supportive Community –Emergency”.

### Stage 2 – The Israel Emergency Campaign (IEC)

The extensive IEC fundraising campaign, sparked by the deadly Park Hotel bombing, took on greater proportions as American Jewry suddenly became aware of Israel’s situation and became determined to raise large sums of money.

On April 8, 2002, the JFNA launched a campaign to provide an appropriate answer to Israel’s immediate emergency needs. On April 9-11, a solidarity visit by 20 world Jewish leaders took place under the slogan “We stand with Israel”. The heads of the fundraising campaign and the JDC agreed that Israeli children constituted the main target for immediate aid. “Keep the Children Safe” became the central slogan for the emergency fundraising campaign.

On May 2nd, a pivotal meeting was held in New York between the leaders of the JFNA, representatives of the Israeli Government, the JDC and the Jewish Agency. It was decided to allocate \$25 million to JDC-Israel for the implementation of the first children’s summer program.

Out of a total amount of \$178 million raised, JDC received \$50 million.  
In 2003, additional aid was sent to JDC through the IEC, bringing the final total of monies received to \$56.6 million.

## JDC & Israel's Emergency Programs

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### **From Supportive Community to “Supportive Community – Emergency”**

In September 2000, JDC-ESHEL adapted the existing Supportive Community program for the elderly to the developing state of emergency. The first area to benefit from this decision was the Supportive Community in the southern Jerusalem neighborhood of Gilo. Gilo was constantly and regularly targeted by gunfire from the neighboring Arab village of Beit Jalla. Additional professionals were added to the existing team and special equipment was provided including emergency lighting, heaters, electric fans, blankets, pillows, portable radios, TV sets and phone lines.

As the terrorist activities spread, JDC prepared to extend the existing program. To this end, they met with representatives from the Home Front Command, the Ministry of Welfare and the Organization of Local Councils in Israel in order to identify the endangered areas.

Five main areas were selected: the local authorities close to the Lebanese border; those close to Palestinian areas; those close to the Gaza border; Jerusalem and settlements in its vicinity.

Between the year 2000 and 2003, twenty new Supportive Communities were established and nine existing ones were upgraded. The JDC allocated \$100,000 for each new community, and \$59,000 for upgrading the 9 existing communities.

## **A Supportive Community for the Disabled during the Emergency Situation**

This program was fashioned after the existing Supportive Community for the elderly. It was developed in January 2002 with the help of the JDC-Eshel staff and operated initially by the non-profit organization, Ilan, with the help of the Central New Jersey Federation in the Jerusalem neighborhood of Gilo. Additional JDC partners in this endeavor were the National Insurance Institute, the Ministry of Labor and Welfare and local authorities. The program's official launching took place in Maon Gilo in March 2002.

## **The "Warm Home" Program for the Elderly**

"Bayit Cham" ("Warm Home") is a program developed by JDC-Eshel to provide a warm home for lonely elderly in their daily routine and on holidays. The program, begun in the Former Soviet Union (FSU) in 1995, was launched in Israel in 1998 among elderly immigrants from the FSU.

By 2006, there were 115 Warm Homes in 53 localities throughout Israel which served a total of 2,300 elderly immigrants from the FSU, Ethiopia, Bukhara, Argentina, the Caucasus and veteran Israelis.

## **JDC's Courses and Training Kits for Professionals during the State of Emergency**

- A. In January 2003, the JDC, in cooperation with the Ministry of Welfare and Labor, produced a first-of-its-kind instruction kit whose purpose was to provide fast training for the staff of the local authorities within a framework of ten 3-day courses.
- B. At the beginning of 2003, a multi-language brochure was produced which presented vital information for the disabled and their families regarding

how to cope in the emergency situation.

- C. JDC's collaboration with the Tel Aviv Municipality in the "Hossen" Program – a program which provided training for the care of people and communities in a state of emergency - resulted in a training program for units, teams and systems in traumatic and disaster situations.

### **"The Summer Experience" (Summer Emergency) 2002**

The funds raised by the JFNA under the slogan "Keep the Children Safe" were for children during the summer school vacation. Consultations were held between JDC-Israel and the Ministry of Education, and as a result, it was decided that the most practical way in the short time left would be to devote the sums received to the nationwide summer camps project run by the Ministry of Education.

The "Summer Emergency Program" of 2002, generally known as "The Summer Experience," was aimed at increasing the number of children participating in the summer camps by subsidizing them. In the summer of 2001, before receipt of the campaign funds, 230,000 children participated in the summer program, 130,000 in private summer camps, and 100,000 in the camps sponsored by the local authorities. Participation in all these camps was paid for by the parents.

In July 2002, the "Summer Experience" Program was implemented throughout Israel.

Over 6 million NIS were allocated for enrichment activities in the Summer Experience camps.

The Karev enrichment programs provided 281 hours of camp activities for approximately 150,000 children. The Orna Porat Children and Youth Theater put on 554 shows across Israel during the month of July. These performances were attended by over 110,800 children.

## Summer Camps for Children at Risk

These summer camps were geared to incorporate children residing in boarding schools and their parents, children participating in parent-child centers and children in child emergency centers. In these emergency centers for example, in August, summer camps were held for 130 children aged 4-14. There were also summer camps for the children of battered women, rehabilitated drug addicts and children of women prisoners. JDC also allocated \$1 million for a number of summer camps for youth at risk, which included: a camp for drug-addicted youth; a camp for school dropouts; camps for distressed girls; the Elem Organization's summer activity camps in July and August in 18 centers for youngsters aged 12-18. JDC allocated additional \$275,000 for summer camps for special needs children and youth. In some cases, the JDC covered the entire cost of programs which were operated by various other organizations. This was the case, for example, regarding the Etgarim Organization's camp during the month of August for 12 days with 700 children aged 4-21 participating.

The Shekel Organization (Community Services for the Disabled) ran summer camps in Jerusalem in 6 special needs schools and kindergartens with 200 participants aged 3-21. The JDC provided Shekel with \$60,000 for these activities.

Ezer Mitzion held summer camps for special needs children and children with cancer in 6 different frameworks including day camps. For this 2-week activity, involving 1,800 participants aged from 3-21, the JDC provided \$100,000.

The ORT network also held a summer camp for children with cancer in Carmiel. 110 children aged 7-15, their families and volunteer students, who taught them during the year, participated in the camp's activities. JDC covered approximately 40% of the overall cost.

## Summer Camps for Immigrant Children

The JDC allocated \$400,000 to subsidize summer camps for Ethiopian immigrant children. They operated programs such as “Kesharim” for junior high school students, and “Ofek LeBagrut” for high school students. These programs are geared to help the children integrate into Israeli society as well as the educational system. The “Ofek LeBagrut–Marathon” Study Program operated throughout July and August 2002 and had 120 participants.

The Volunteer Center for Ethiopian Immigrants organized summer activities in English and music at the Amal Comprehensive School in Hadera. 24 children aged 13-18 participated during the months of July and August. JDC funded the entire cost of the program, which totaled \$14,000.

JDC provided \$400,000 of the JFNA Emergency Fund to subsidize camps for children, from the Caucasus and Bukhara which, on the most part, were run by the Association of Community Centers in towns with large concentrations of these populations.

The total amount of JDC support from the emergency fund for youth and other groups was \$1.2 million. These groups included: Bnei Akiva experience and study camps for 2,300 participants; Israel Scouts summer camps for 15,464 children from all over Israel, and a leadership course for 1,666 children and youth during July and August.

## Afternoon Programs (Winter Emergency 2002–2003)

The JFNA approved JDC’s request for \$16 million in order to operate 1,200 afternoon programs for 55,000 pupils all across Israel.

These “Winter Emergency” programs were planned for a ten-month period during the school year and targeted selected populations. The program’s

activities began after the Jewish New Year holiday, in October-November.

JDC established specific criteria for the programs which included giving priority to children in terror-stricken towns and cities and those from low-income families to use the emergency fund monies in order to increase afternoon activities for the largest number of children.

The afternoon programs for schoolchildren were spread out over 9 months of the school year in both formal and informal frameworks, and included students from elementary to high school. The main purpose of this program was to extend the school day nationwide, and this was done in cooperation with the Ministry of Education, JDC-Ashalim, local authorities, the Association of Community Centers and the Sacta-Rashi Foundation.

### **The Emergency Fundraising Campaign of 2003**

The year 2003 began under the threat of an Iraqi attack on Israel in addition to the already existing Palestinian terrorist state of emergency, which existed since the year 2000.

In 2003, a total of \$6.4 million was transferred to the JDC by the Emergency Fundraising Campaign. The funds were allocated to supply a number of services, which included:

- Lengthening the school day during the 2003-4 school year;
- \$800,000 for preparing sealed rooms for special populations during the Iraqi threat;
- \$350,000 for the preparation of institutions during the state of emergency, which included the preparation and reinforcement of senior citizen facilities as well as staff training, the preparation of children's institutions and boarding schools while training instructors to deal with general emergency situations.

- \$325,000 was earmarked for the immediate needs of the town of Sderot which was under constant Kassam rocket attack, and transferred later on during the 2004-5 school year.

## **Emergency Programs in the Wake of the Iraqi Threat**

The main question which arose was how to protect homes, school, boarding schools, senior citizen facilities etc. against non-conventional weapons. The JDC, based on its vast experience in this field, initiated programs to help the weaker populations.

JDC played a key role in assisting the local authorities to establish a volunteer force during the state of emergency. In addition, JDC supplied much needed assistance to special needs populations in the form of available vehicles for mobility, clothing, sleeping and heating equipment during the winter months, personal hygiene equipment etc. JDC established a task force to help with essential light repairs as well as the preparation of informative materials.

JDC's activities in conjunction with the Home Front Command included the publication of an instruction booklet, aptly named "How to Prepare for the State of Emergency – Information for People with Special Needs". JDC also instituted a 24-hour emergency hot line in various languages including Amharic.

Among the important emergency projects undertaken by the JDC on behalf of the special needs populations, was the creation of a sealed room and protected space in homes and institutions. The Ministry of Labor and Welfare asked for JDC's assistance in supplying air-filtration systems for sealed rooms in day care centers, while the Ministry of Education asked for assistance in supplying air-filtration systems for 170 special education schools in Israel.

Fortunately, these various emergency programs were not required and remained on the shelf for implementation at a future date.

### **The Summer Experience – 2003**

The Summer Experience camps operated 940 diverse camp sites during the summer of 2003 in 190 local authorities. In total, 157,000 pupils participated, of whom 104,000 received special aid from the project. The camps operated on an average of 18 days, 5-6 hours per day, and including transportation and a light meal. The program was enlarged to also include junior high school students.

During this same summer, the “Safe Summer” camps subsidized by JDC, operated on a smaller scale as a result of the reduced funding from the emergency campaign. The allocated sum for JDC’s special summer camps was only \$500,000.

The \$500,000 funding which was allocated to JDC’s special populations was divided in two: \$340,000 was earmarked for JDC-Ashalim and ELKA for various related activities, while approximately \$200,000 was allocated for populations under the auspices of various non-profit organizations.

Of the \$340,000 allocated, JDC-Ashalim received the largest share comprising \$70,000 for special needs children and \$51,800 for preschoolers.

### **“A Computer for Every Child”**

In the summer of 2003, the “Computer for Every Child” Project organized a number of summer camps under the initiation of the JDC initiated and sponsorship of the Prime Minister’s Office. A total of 375 pupils from 3rd to 5th grades and their parents participated.

## The Summer and Winter Emergency Programs - 2004-2005

In March 2004, JDC presented a detailed document to the JFNA outlining its requirements for the 2004 summer emergency programs and the afternoon school programs for the 2004-2005 school year. JDC also stressed the importance of providing hot meals for the children participating in these programs. It was felt that these programs were essential due to the continuing terror attacks and resulting fear, tension and security problems. As a result of the ongoing economic crisis, needy parents were unable to pay the fees and needed subsidy support.

The winter afternoon programs for 2004-2005 with JDC participation were operated by 27 different non-profit organizations and encompassed 14,655 elementary and junior high school pupils.

## JDC and Trauma Victims Treatment Programs

During the Intifada period, JDC became increasingly aware of the “invisible victims” - women, children and the elderly. For these individuals, the tension and anxiety following their own exposure, or that of a family member, to a terror attack, caused varying degrees of mental and emotional trauma.

A JDC position paper published in mid-2002, pointed out that children were emotionally the most vulnerable. A research study on the impact of terror attacks on the behavior of children in Jerusalem following two years of continuous conflict was conducted by Dr. Brom of the Tel Aviv University Department of Psychology. The results of this study showed that post-trauma symptoms appeared in 60 percent of the children.

In mid-2002, the JFNA appealed to JDC-Israel to develop a comprehensive

program for aiding trauma victims and the issues which confronted them. In response, JDC submitted a detailed proposal listing a variety of programs in the field of trauma. JDC received a considerable part of the fundraising campaign funds in order to implement these programs as well as train a new generation of professionals to help schools in the community identify pupils in need of help and mental support.

JDC's main partner in the field of trauma was the Israel Trauma Coalition (ITC). This organization was established in 2002 at the initiative of the New York Federation. Its aim was to help coordinate cooperative efforts between all non-government organizations offering trauma services. By 2006, 40 organizations were members of the Coalition. JDC's representative on the Coalition was able to get an overview of all the bodies giving trauma services in all areas, and thereby assist in developing programs for them.

The sources of funding, in addition to the JFNA, were the Federations of New York, Palm Beach, Washington, Tidewater, Greenwich and the Schusterman and Abramson Foundations.

The sum total of the emergency fundraising campaign transferred via JDC-Israel for the trauma programs in 2002-2006 was \$6,258,000. This funding was transferred in three stages:

Between the years 2002-2006, JDC provided direct assistance to 110,000 pupils and parents within the context of their various programs, as well as training for 14,000 professionals and volunteers. In total, it is estimated that 525,000 people benefited directly or indirectly from JDC programs.

## SUMMATION

JDC was able to implement their emergency programs thanks to the support of the North American Jewish communities and in particular the vast fundraising by the Israel Emergency Campaign (IEC) in April 2002 which opened a new era for JDC-Israel.

JDC's uniqueness lay in its ability to provide rapid professional solutions for emergency situations (i.e. the Summer Experience camp program) as well as direct and indirect assistance to the needy populations during the state of emergency.

The emergency programs provided an additional advantage in their connection to American Jewry by imparting the JDC's message of involvement, caring and concern. The Israel Emergency Campaign was a turning point which showed JDC's partners their enormous potential over and above their normal activities during the year.