



State Comptroller of Israel | Local Government
Audit Report | July 2025

Public Space

Local Authorities' Handling of Dangerous Buildings – Follow-up Audit



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Background

Untreated dangerous buildings may represent a significant risk to public safety, akin to a "ticking bomb", placing at risk those in their vicinity. The risk associated with aging or poorly maintained buildings is further underscored by Israel's location within a seismically active zone and its ongoing military conflicts. During the Swords of Iron War, missile and drone attacks were launched from the Gaza Strip, Lebanon, Yemen, Iran, Iraq, and Syria, affecting extensive regions in Israel. Property Tax data indicates that by the end of March 2025, 45,798 claims were submitted to the Property Tax for direct damages incurred during the Swords of Iron War. The Property Tax Compensation Fund management reports that approximately 95% of these claims, totaling approximately NIS 1.5 billion, were paid out. According to the Fund's records, by the end of March 2025, 1,342 buildings had sustained substantial damage.

In the lead-up to the publication of this follow-up audit report, Israel endured a long-range missile attack from Iran during Operation "Rising Lion". This event emphasizes the urgency of addressing the deficiencies raised in this report, at a time when numerous buildings, many constructed decades ago, have suffered damage and collapse, resulting in severe consequences for Israeli citizens, including loss of life, injuries, and extensive damage to public infrastructures.

Estimates¹ indicate that there are approximately 80,000 buildings in Israel with three or more floors, including around 810,000 apartments constructed prior to 1980 that do not meet a mandatory earthquake resistance standard. The increasing age of these buildings, the challenges associated with their maintenance under a "condominium" land arrangement, the absence of comprehensive regulations concerning building maintenance, the limited number of buildings included in urban renewal plans, and damage incurred due to conflict – have collectively created numerous potentially dangerous buildings in Israel. It is essential to address the treatment of these dangerous buildings to enhance their overall strength and

1 Source: Description and Analysis of NOP 38 and the Proposed Plan to Replace It, the Knesset Research and Information Center, January 30, 2022, as follows: "The estimate of buildings built before 1980 is based on the existing information on the year of construction of buildings, but information is missing regarding some of the buildings. In addition, the CBS data on construction times are segmented by decades... and therefore the estimate includes buildings built before 1985 and not 1980. The estimate of the number of apartments is based on the estimate of the number of buildings, under the assumption that each such building has about ten apartments". According to the document: "These estimates are based on partial and incomplete information and there is no systematic mapping of these buildings, but rather general estimates regarding the potential of buildings at risk only, based on the year the building was built and the number of floors in it, but these are the estimates currently available to government bodies".



specifically their earthquake resilience. Additionally, the implementation of optimal procedures for addressing dangerous buildings is crucial in the rehabilitation of buildings following wartime events.

In 2022, the Office of the State Comptroller published a report regarding the handling of dangerous buildings by local authorities² (the previous report or the previous audit). The previous audit found that the legislative framework governing local authorities' powers to handle dangerous buildings lacks specificity in terms of the manner in which the authority may exercise its powers. Furthermore, central government entities, primarily the Ministry of Interior in collaboration with the Ministry of Construction and Housing, have not taken any steps to facilitate local authorities' handling of dangerous buildings, nor have they addressed the associated economic and social implications.

Significant deficiencies were also found in the execution of local authorities' powers concerning the handling of dangerous buildings, which can undermine the effectiveness of efforts to mitigate the risks these buildings pose to the public. The previous report's summary emphasized that the persistent threat of earthquakes in Israel, alongside with the potential for catastrophic collapses of aging, poorly maintained buildings similar to incidents occurred in 2021³, and the significant potential damage posed by dangerous buildings, underscores the urgent need to regulate procedures for the handling of dangerous buildings and to bridge the disparities between the local authorities.

2 State Comptroller, Local Government **Audit Report – July 2022**, "Local Authorities' Handling of Dangerous Buildings" (Dangerous Buildings Report).

3 In September 2021, a building collapsed in Holon. The incident ended without any casualties after the building's residents were required to evacuate about 24 hours before it collapsed due to the danger to their lives. See the Dangerous Buildings Report.



Key Figures

About
810,000

apartments in Israel require reinforcement according to an estimate from 2022⁴ since they were not built according to Standard 413 pertaining to the resistance of buildings to earthquakes

1,342

buildings suffered significant damage during the Swords of Iron War according to Property Tax data, as of the end of March 2025

About
88%

(439 buildings) of the buildings declared dangerous in Bat Yam and approximately 80% (17 buildings) of the buildings declared dangerous in Be'er Sheva were built before 1992, when regulations requiring the construction of a protected space in all new construction were approved

About
10%

constituting 84,532 housing units out of approximately 810,000 apartments in Israel that require reinforcement, have been approved for urban renewal plans by the end of 2023, of which: 21,807 as part of evacuation and construction plans, 41,881 as part of NOP reinforcement and densification plans, and 20,844 as part of NOP demolition and construction plans

45 (17%)

local authorities have not enacted a by-law on the subject of dangerous buildings, as of March 2025. Only 4 local authorities enacted a by-law for the first time in the period between 2021 and March 2025. Only 13 local authorities updated their by-law concerning dangerous buildings during this period

Between
60% and 100%

of the buildings declared dangerous in **Be'er Sheva** from 2015 to 2024 were handled in the first two years following their declaration

Between
59% and 89%

of the buildings declared dangerous buildings in **Bat Yam** from 2015 to 2024 are still defined as dangerous buildings

53 (25%) buildings

of the 215 buildings that were declared as dangerous buildings on the **Bat Yam** Municipality website, should not have been classified as dangerous buildings, both according to the Municipality's procedure and according to the Municipality's actions in practice

4 Source: Description and analysis of NOP 38 and the proposed plan to replace it, Knesset Research and Information Center, January 30, 2022.



Audit Actions



From September 2024 to January 2025, the Office of the State Comptroller conducted an examination of the actions taken by local authorities and the Ministry of Interior to address the main deficiencies identified in the previous report (the follow-up audit). This follow-up audit was carried out at the Ministry of Interior and involved three municipalities: **Be'er Sheva**, **Bat Yam**, and **Kiryat Yam** (the local authorities examined). Additionally, completion audits were performed at the Prime Minister's Office, the Ministry of Construction and Housing (Ministry of Housing), the Ministry of Education, the Ministry of Welfare and Social Affairs (Ministry of Welfare), and at the Federation of Local Authorities.

Key Findings



Lack of Central Government Involvement in Promoting the Handling of Dangerous Buildings

–The previous audit indicated that the **Ministry of Interior** and the **Ministry of Housing** failed to take action in promoting the handling of dangerous buildings by local authorities and did not adequately address the associated economic and social impacts. Additionally, there were no established working interfaces between local authorities and government ministries or central government entities regarding the handling of dangerous buildings. The follow-up audit found that this deficiency **has not been rectified**: nearly three years following the previous report, during which time additional buildings sustained damage due to the Swords of Iron war, it is estimated that urban renewal plans were approved for only approximately 10% of the apartments requiring reinforcement in accordance with the binding earthquake resistance standard. The **Prime Minister's Office** has made minimal efforts to integrate the overall handling of this issue. Specifically, in January and February 2023, the Prime Minister's Office attempted to promote a decision-making proposal that would encompass the mapping of residential buildings and the establishment of a task force within the Urban Renewal Authority to reinforce buildings. In February 2023, the Chairman of the State Control Committee requested that the Prime Minister's Office take comprehensive measures regarding the issue. Subsequently, in September 2023, a government resolution was adopted directing the formulation of a decision-making proposal focusing solely on building reinforcement and urban renewal in ten local authorities considered at risk and in seismic hotspots, without addressing the necessary measures required to handling dangerous buildings in general or defining what constitutes a dangerous building in particular. This decision-making proposal, has yet to be formulated too. Furthermore,



the **Ministry of Interior** has not collaborated with the **Ministry of Housing** to develop a policy that regulates the actions of local authorities and building owners concerning the handling of dangerous buildings. The Ministry of Interior has abdicated its responsibility in this regard.



Recommended By-law for Local Authorities Concerning Dangerous Buildings

– The previous audit indicated that the sample by-law published by the Ministry of Interior over 50 years ago on the handling of dangerous buildings is lacking relevant details and substantive provisions concerning the definition of a dangerous building, conducting surveys, inspecting dangerous buildings, and disseminating related information. Furthermore, discrepancies exist between the sample by-law published by the Ministry of Interior for municipalities and for local councils. The follow-up audit found that, despite the critical need for authorities to exercise their authority in handling buildings that may pose a threat to the public, which is further exacerbated by the risks associated with dangerous buildings in Israel in general and the damage incurred as a result of the Swords of Iron War in particular, the deficiency **has not been rectified**. The **Ministry of Interior** has not advanced a recommended and current by-law, despite its declaration in 2016 to publish revised versions. Additionally, notwithstanding the indication made in the previous audit report that 49 out of 257 local authorities (approximately 19%) lack by-laws regarding dangerous buildings, while 108 out of 208 local authorities that do have by-laws enacted them prior to 1990, the Ministry of Interior has not taken steps to ensure that local authorities update their by-laws on dangerous buildings, nor has it worked to encourage those without by-laws to enact them. It has also not assessed, in light of the international review presented in the previous report, the possibility of institutionalizing additional provisions and mechanisms, that could assist the local authorities in effectively addressing this issue. The follow-up audit found that from 2021 to March 2025, only 17 local authorities enacted for the first time or updated a by-law on the subject of dangerous buildings.



The Enactment of By-laws for addressing Dangerous Buildings in the Examined Local Authorities

– The previous audit indicated that the municipalities of **Be'er Sheva**, **Bat Yam**, and **Kiryat Yam** adopted by-laws in 1982, 1984, and 1961, respectively, which contain various discrepancies in fundamental definitions both between their by-laws and also between said by-laws and the sample by-law, which indicate the differences between the local authorities in their approach to handling dangerous buildings. It was recommended that these local authorities evaluate the necessity of updating their by-laws. The follow-up audit found that the **Be'er Sheva Municipality** **has not rectified** this deficiency; it has failed to establish a new by-law regarding the handling of dangerous buildings and lacks documentation to suggest discussions regarding the need to revise the existing by-law.

Furthermore, the follow-up audit found that the by-laws of the **Be'er Sheva** and **Kiryat Yam** municipalities provide only general instructions, lacking detailing on the following issues: the existence of a requirement for proactive surveys to be conducted by a local



authority to identify dangerous buildings, and their frequency; criteria for determining the danger level of a building; timeframes for inspections following notifications of concern pertaining to a dangerous building; publication of information regarding the classification of a building as dangerous; timeframes for building owner to remediate the danger; precautionary measures to be taken by local authorities in cases of suspected dangerous buildings; evacuation protocols for tenants from a dangerous building. The previous audit recommended that the **Ministry of Interior** pursue uniformity in fundamental definitions and regulations for managing dangerous buildings, considering the varying characteristics of different local authorities. This approach aims to ensure the local authorities undertake all necessary measures for addressing dangerous buildings while safeguarding the rights and responsibilities of residents owning or holding such properties. The follow-up audit found that the Ministry of Interior did not act as required to standardize definitions for handling dangerous buildings.



Establishment of Procedures for the Handling of Dangerous Buildings in the Examined Local Authorities

– The previous audit found that the **Kiryat Yam** Municipality currently lacks a formal procedure for addressing dangerous buildings. The **Be'er Sheva** Municipality has a procedure from 2012, and the **Bat Yam** Municipality has a procedure from 2017. While the procedures of both the Be'er Sheva and Bat Yam municipalities provide instructions for addressing buildings based on their danger levels, they do not specify the maximum timeframes for inspecting buildings reported as potentially dangerous; they do not specify the maximum timeframes for conducting repeat or follow-up inspections after notifications are sent to building owners regarding necessary repairs; did not define the control and approval processes for work orders intended to eliminate dangers posed by dangerous buildings undertaken by entities on behalf of the municipality; did not set a comprehensive definition of "dangerous building" with accompanying criteria to differentiate various levels of danger; did not set an obligation to publish a list of dangerous buildings on the municipal website to ensure ongoing public access to this information; did not determine maximum timeframes for notifying building owners following inspections and for forwarding defect remediation demands to the legal department; did not define methods for documenting the actions taken to handle dangerous buildings within municipal computer systems; did not include guidelines obligating municipal supervisory and enforcement agencies to alert the Dangerous Buildings Unit of suspected dangerous building; did not formulate instructions for conducting periodic meetings and work sessions to facilitate ongoing information sharing and decision-making processes across all relevant municipal departments dealing with dangerous buildings. The follow-up audit found that the **Bat Yam** Municipality has **not rectified** the deficiency: The **Bat Yam** Municipality has yet to update its procedure. The **Kiryat Yam** Municipality has **rectified** the deficiency to a **small extent**; it has prepared a procedure, with the municipal engineer indicating that implementation commenced in 2022 at the earliest. However, the approval and start dates remain undocumented, and the procedures lack provisions to ensure the effective handling of dangerous buildings.



Training of Personnel Handling Dangerous Buildings

- The previous audit indicated that the **Ministry of Interior** failed to publish guidelines outlining the threshold conditions that personnel engaged in the handling of dangerous buildings must meet, including job requirements, necessary training, and guidelines for the number of employees local authorities must allocate to this task based on their size or other criteria to be established by the Ministry. Furthermore, the **Ministry of Interior**, in collaboration with the **Ministry of Housing**, did not arrange training and continuing education courses for local authority employees on the issue of dangerous buildings, apart from the "Classifying Buildings Following Emergency Situations" course, consisting of five sessions, which was already conducted by the Ministry of Housing prior to the previous audit. The follow-up audit found that these **deficiencies have not been rectified**.
- The previous audit found that personnel responsible for the management of dangerous buildings in the municipalities of **Be'er Sheva, Bat Yam, and Kiryat Yam** had not received training on this matter. The follow-up audit determined that the deficiency within the **Kiryat Yam** Municipality **has not been rectified**: the **Kiryat Yam** Municipality Engineer, the sole employee tasked with treating dangerous buildings in the municipality, did not participate in any training pertaining to the handling of dangerous buildings.

Initiated Periodic Inspections for Addressing Dangerous Buildings

- The previous audit indicated that, despite the fact that 16 years have passed since the publication of the Zeiler Committee⁵ Report's recommendations, the regulation mandating periodic inspections for evaluating buildings' stability and physical condition had not been established. The follow-up audit found that this deficiency **has not been rectified**: the necessity of promoting the regulation for periodic inspection obligations was not assessed.
- The previous audit found that the municipalities of **Be'er Sheva, Bat Yam, and Kiryat Yam** had not undertaken surveys of dangerous buildings nor developed action plans for identifying such buildings. Additionally, it was noted that the **Ministry of Interior**, in conjunction with the **Ministry of Housing**, did not instruct the local authorities to perform building surveys, including specifications regarding the survey methodology, frequency, and the designated inspecting entity. The follow-up audit found that these deficiencies **have not been rectified**.

Declaration of a Building as Dangerous and its Subsequent Handling – As of the end of 2024, the **Be'er Sheva** Municipality has declared 21 buildings as dangerous; the **Bat Yam** Municipality has declared 916 buildings as dangerous; while the **Kiryat Yam**

5 The State Commission of Inquiry into the Safety of Buildings and Places Used by the Public, established after the Versailles Disaster.



Municipality has not declared any buildings as dangerous within its jurisdiction.

- The previous audit indicated that the **Bat Yam** Municipality classified dangerous buildings based on four distinct levels, and handled them in a manner that deviated from the official procedure. The follow-up audit identified this deficiency was slightly **rectified extent**. Although the **Bat Yam** Municipality has classified all buildings for which a file was opened since the time of the previous report in accordance with its actual criteria, it has yet to formalize the classification methodology in writing. Moreover, of the 916 buildings declared dangerous, 53 were listed as dangerous on its website, despite not meeting the criteria set forth in the Municipality's procedure or its actual practices. Additionally, 109 buildings were listed as dangerous on its website, although they do not conform to the Municipality's actual practices.
- The previous audit found obscurity surrounding the classification of buildings as dangerous. The follow-up audit found that this deficiency **has not been rectified**. The **Ministry of Interior**, in conjunction with the **Ministry of Housing**, has not provided guidance to local authorities regarding the declaration of a building as dangerous, its treatment, or the withdrawal of such a declaration.



Repairing Defects by Local Authorities and Collection of Payment for Their Repair

– The previous audit indicated that the municipalities of **Be'er Sheva**, **Bat Yam**, and **Kiryat Yam** had not established criteria governing cases in which the municipality would undertake repairs of defects in dangerous buildings and subsequently impose costs on the property owners. Furthermore, it was noted that the municipalities of **Be'er Sheva** and **Bat Yam** did not establish criteria for granting exemptions from payment for repairs of defects in dangerous buildings performed by them. The follow-up audit found that the deficiencies **have not been rectified**. The municipalities of **Be'er Sheva** and **Bat Yam** failed to set criteria for such exemptions from payment for repairs in dangerous buildings performed by them. Additionally, the **Be'er Sheva** Municipality did not charge property owners for the handling of four private buildings carried out from 2021 to 2024, amounting to approximately NIS 46,550. The **Bat Yam** Municipality did not undertake repairs of defects in dangerous buildings. The **Kiryat Yam** Municipality charged property owners for handling two out of three private buildings it treated between 2021 and 2024, totaling approximately NIS 443,000, while not charging for the cost of reinforcing a third building (NIS 144,000) based on the declaration of the area as a renewal zone, with the requirement that the winning developer in the tenant tender would cover these costs.



Conduct of Local Authorities After Receiving Confirmation from Apartment Owners that Defects Have Been Repaired

– The previous audit identified inconsistencies among local authorities in their approaches to reviewing repairs of defects, highlighting a lack of established procedures for such reviews following declarations from apartment owners that the defects were repaired. The follow-up audit indicated that this deficiency **has not been rectified**. The municipalities of **Be'er**



Sheva, Bat Yam, and Kiryat Yam did not develop procedures to assess the repair of defects following owners' declarations, and the **Ministry of Interior** did not provide guidance to local authorities on this matter. The **Be'er Sheva** Municipality accepts a declaration from an engineer representing the owner that the repairs have been made, contingent upon verification that the engineer is qualified. The **Bat Yam** Municipality employs contracted engineers to inspect the buildings and confirm satisfactory repairs. Notably, the **Kiryat Yam** Municipality has independently repaired defects in a building it recognized as dangerous.

Local Authorities' Handling of Dangerous Public Buildings

- The previous audit indicated that the **Ministry of Education** did not establish an obligation for inspecting the stability of educational buildings. Additionally, the **Ministry of Interior** failed to collaborate with the **Ministry of Housing** to publish guidelines or procedures for conducting safety inspections of public buildings. The follow-up audit found that these deficiencies **have not been rectified**.
- The previous audit found that the municipalities of **Bat Yam** and **Kiryat Yam** did not set a procedure for addressing public buildings identified as potentially dangerous. The follow-up audit found that these deficiencies **have not been rectified**: The municipalities did not set a procedure as required. In practice, it was found that the **Bat Yam** Municipality maintains a general mapping of public buildings without specifying the year of construction. The Municipality conducts necessary danger mitigation through the Department for Dangerous Buildings; however, it does not carry out periodic construction inspections. The **Kiryat Yam** Municipality possesses a list of educational buildings but lacks a detailed record of their year of construction and is currently undertaking a survey of municipal assets to integrate data into the Municipality's geographic information system. Although the Municipality addresses stability issues pertaining to public buildings as they arise during annual safety inspections, it does not conduct routine construction inspections of public buildings within its jurisdiction.

Central Government Assistance in the Renovation of Dangerous Buildings –

The previous audit found that the **Ministry of Housing** failed to initiate a national mapping of buildings with safety dangers, including those declared as dangerous, and did not develop a plan for handling those buildings. In the follow-up audit, it was found that this deficiency **has not been rectified**: The **Ministry of Housing**, in collaboration with the **Ministry of Welfare** and the **Ministry of Interior**, has not established a dedicated assistance program for owners of hazardous buildings, nor has it published a relevant procedure for local authorities.

Financial Support from Local Authorities for Repairing Dangerous Buildings –

The previous audit indicated that the municipalities of **Be'er Sheva, Bat Yam, and Kiryat Yam** do not provide assistance to owners of dangerous buildings for repairs and have not set up a dedicated fund to finance renovation efforts. The follow-up audit found



that the municipalities of **Be'er Sheva** and **Bat Yam** have not examined the possibility of establishing such a dedicated fund.



Assistance for Evacuated Residents from Dangerous Buildings – Financial support for alternative housing for occupants of dangerous buildings may be provided by the Ministry of Welfare on a one-time basis via the "Emergency Assistance for Families" budget item, which can be accessed upon request during emergencies. This applies to residents whose homes have collapsed or who have been evacuated, contingent upon district approval. This provision has been to assist those evacuated after the collapse of a building in Holon. The item falls under the "Families in Distress in the Community" budget regulation, intended for local authorities to assist families according to set criteria. Assistance through the "Emergency Assistance for Families" budget item is reserved for exceptional, unforeseen situations, including those whose homes are destroyed and require basic necessities. Local authorities may utilize this budget after submitting a request to the Ministry of Welfare through the Social Affairs Department of the local authority for specific purposes. The previous audit found that the **Ministry of Welfare** lacks dedicated programs for residents unexpectedly forced to evacuate their homes, and the **Ministry of Interior** has not set d a procedure to facilitate and guide the local authorities to assist residents during emergencies, including grant provision. The follow-up audit found that this deficiency **has not been rectified**.



Enactment of a By-Law at the Examined Local Authorities – In 2022, the **Bat Yam** Municipality published a new by-law incorporating amendments to existing legal provisions. The **Kiryat Yam** Municipality has initiated the process of establishing a new by-law, submitting the updated version to the Ministry of Interior for approval in May 2025.

Establishment of Procedures for Handling of Dangerous Buildings in the Examined Local Authorities – In 2024, the **Be'er Sheva** Municipality developed a new procedure that classifies a "dangerous building" based on criteria differentiating various levels of danger, setting the maximum timeframe for conducting follow-up inspections after notifying building owners to repair defects, and outlining the methods for documenting the handling of dangerous buildings within municipal computer systems. Previous procedures did not address these issues. However, it was identified that the **Be'er Sheva** Municipality's new procedure lacked provisions regarding the following matters: the maximum timeframes for conducting an inspection of building suspected as potentially dangerous; the maximum timeframes for notifying building owners from the date of inspection and for transferring defect repairing demands to the legal department; the approval process for municipal work orders aimed at mitigating dangers posed by dangerous buildings; requirements for municipal supervisory and municipal enforcement unit to inform the Dangerous Buildings Unit about suspected buildings; and protocols for



regular meetings and work sessions to facilitate continuous information exchange and the formulation of decision-making mechanisms that integrate all relevant municipal departments in order to conduct a systematic monitoring of dangerous building interventions.

Training of Personnel Addressing Dangerous Buildings – The follow-up audit found that the municipalities of **Be'er Sheva** and **Bat Yam** have undertaken efforts to train personnel tasked with managing dangerous building issues, with staff participation in a training organized by the Ministry of Housing on classifying buildings following emergencies.

Declaration of a Building as Dangerous and its Subsequent Handling

- The previous audit indicated that the **Be'er Sheva** Municipality failed to declare buildings with identified engineering defects as dangerous buildings, while issuing these buildings demolition or closure orders without such declarations. The follow-up audit revealed the defect to have been **rectified**. The Municipality has established comprehensive guidelines defining the criteria for classifying buildings and handling them. From 2022 to 2024, the Municipality has refrained from classifying any buildings as level 2 or level 3 without formally declaring them as dangerous. Additionally, demolition or closure orders have not been issued for buildings without prior declaration as dangerous.
- The previous audit found that the **Kiryat Yam** Municipality failed to establish criteria for declaring a "dangerous building" within its jurisdiction, had no centralized records of warning letters issued regarding dangerous buildings, and conducted insufficient monitoring of the handling of these buildings. The follow-up audit indicated the deficiency **was significantly rectified**. The Municipality has developed a procedural document outlining criteria for differentiating between various levels of building danger and has centralized data on warning letters issued, including oversight of building handling. However, over a two-year period, the Municipality declared only one building as dangerous and issued warnings for six others. The procedural document specifies the Municipality's required actions for each criterion but lacks details on the responsible parties for execution, required timeframes, and the course of action in instances where deficiencies are not rectified.







Local Authorities' Handling of Dangerous Public Buildings – The **Be'er Sheva** Municipality has set a work procedure for addressing public buildings identified as dangerous. This procedure stipulates that construction inspections of public buildings will be conducted every five years, with necessary danger mitigation measures undertaken by the Safety Division and the Maintenance Department.

Financial Support from Local Authorities for Repairing Dangerous Buildings – The **Kiryat Yam** Municipality augmented the budget approved by the Ministry of Interior in 2021 by NIS 500,000, facilitated by the contribution of building owners towards repair



costs. By the end of 2024, this budget is projected to reach approximately NIS 930,000. The Municipality has allocated NIS 788,000 of said budget to building reinforcement, external consulting, correspondence, and reinforcement works of public buildings, with roughly NIS 406,000 dedicated to reinforcing private buildings.

Key Recommendations

-  The **Prime Minister's Office** must ensure that as part of the discussions of the inter-ministerial team established to regulate the handling of dangerous buildings, it will be determined which measures should be taken by each central government entity in its sector, including the **Ministries of Interior** and **Housing**, for the purpose of regulating various aspects of the handling of dangerous buildings that may pose a risk to people, including prioritizing the prompt approval of a decision-making proposal addressing the handling of dangerous buildings, which has been pending since February 2023.
-  The **Ministry of Interior** must initiate actions to update the by-laws governing the handling of dangerous buildings by local authorities, whether through the publication of an updated recommended by-law or through encouraging local authorities to adopt contemporary by-laws for the handling of dangerous buildings.
-  It is recommended that the **Be'er Sheva** Municipality revise its outdated by-law to encompass critical areas in the treatment of dangerous buildings, taking into consideration directives established by other local authorities in their by-laws. Additionally, it is recommended that the **Ministry of Interior** take steps to standardize the fundamental definitions and regulations for addressing dangerous buildings outlined in the by-laws of the different local authorities.
-  It is recommended that the **Bat Yam** Municipality update its operational procedures concerning dangerous buildings, and that the **Be'er Sheva** Municipality integrate additional provisions into its existing procedures. The **Kiryat Yam** Municipality must work to formally approve its procedural document and ensure the approval process is documented. Concurrently, it is recommended that additional provisions be incorporated into this procedure.
-  Given the aging buildings in Israel and the damage caused during Iron Swords War, the **Ministry of Interior**, in collaboration with the **Ministry of Housing**, should assess the necessity for periodic inspections of buildings and mandate such inspections in accordance with the recommendations of the Zeiler Committee report.
-  It is recommended that the municipalities of **Be'er Sheva**, **Bat Yam**, and **Kiryat Yam** develop a regular work plan for inspecting buildings within their jurisdictions and proceed with its implementation. This plan should reflect the resources of the local authorities



and can be spread out over several years. The **Ministry of Interior** and **Ministry of Housing** should create guidelines for local authorities conducting proactive surveys to identify dangerous buildings and instruct them to devise multi-year plans for identifying and addressing these buildings, including criteria for conducting such surveys and overseeing their implementation.

-  The **Bat Yam** Municipality must formalize a written procedure for classifying buildings, detailing the handling processes, and the publication of dangerous buildings, ensuring clarity regarding the implications of such publications, while adhering to the established procedure.
-  The **Kiryat Yam** Municipality must ensure that its municipal procedure specifies the required activities regarding each defined criterion, including the responsible entity and the timeframe for execution.
-  The **Ministry of Interior** and **Ministry of Housing** must establish criteria for local authorities to declare and manage dangerous buildings. The Office of the State Comptroller emphasizes that this is a crucial action to facilitate the handling of dangerous buildings and ensure consistency among local authorities in this matter.
-  The municipalities of **Be'er Sheva**, **Bat Yam**, and **Kiryat Yam** must establish clear criteria for situations where the local authority itself is required to repair deficiencies and act in accordance with these criteria. Furthermore, these municipalities should create guidelines to exempt building owners from costs associated with repairs to defects in dangerous buildings, taking into account the financial implications and ensuring public dissemination of these criteria.
-  It is recommended that the municipalities of **Be'er Sheva**, **Bat Yam**, and **Kiryat Yam** develop procedures for assessing defect repairs, which should determine who conducts the evaluations, the maximum timeframe for on-site inspections following homeowner notifications, the appeal process in respect of municipal engineer decisions, payment of fees for said inspections, instructions in the event that only some of the defects have been repaired and a determination of whether the remaining defects alone does not change the declaration of a building as dangerous. Additionally, the **Ministry of Interior** should advise local authorities on their conduct vis-à-vis owners of dangerous buildings undertaking repairs.
-  It is recommended that the **Ministry of Interior**, in coordination with the **Ministry of Housing**, formulate directives regarding the periodic inspection of public building stability and their subsequent handling, incorporating control measures for compliance. The **Ministry of Education** should also establish guidelines regarding the stability inspection of educational buildings. The municipalities of **Bat Yam** and **Kiryat Yam** should create a procedure governing the handling of public buildings deemed potentially dangerous, ensuring compliance with these procedures.



- 💡 It is recommended that the **Ministry of Housing** develop a designated assistance program for the repair of buildings with safety dangers through a comprehensive multi-year national initiative. Additionally, the **Ministry of Interior, Ministry of Housing, and Ministry of Welfare** should collaborate on creating a dedicated assistance program for owners of dangerous buildings and publish guidance on this subject for local authorities.
- 💡 It is recommended that the municipalities of **Be'er Sheva** and **Bat Yam** allocate a dedicated budget and establish designated funds to assist the owners of dangerous buildings to repair defects, including loan options, all subject to defined criteria.
- 💡 It is recommended that the **Ministry of Welfare** develop specialized assistance programs for residents of dangerous buildings who must evacuate their homes due to structural dangers. Furthermore, the **Ministry of Interior** should guide local authorities on emergency assistance protocols for individuals evacuated from their homes due to such dangers.

Examples of Dangerous Buildings in the Examined Local Authorities



Image 1: A dangerous building in **Be'er Sheva**. Photographed in December 2024



Image 2: A dangerous building in **Bat Yam**. Photographed in April 2022

Source: The **Be'er Sheva** and **Bat Yam** municipalities.

Examples of Buildings Damaged by Rocket Fire in the Swords of Iron War



Image 3: A building in **Be'er Sheva**



Image 4: A building in **Be'er Sheva**



Image 5: A building in **Bat Yam**



Image 6: A building in **Kiryat Yam**

Source: The Be'er Sheva, Bat Yam and Kiryat Yam municipalities. These buildings were not declared as dangerous before being damaged.



Summary

In the previous report, the State Comptroller warned that the combination of factors—numerous buildings in Israel—approximately 810,000 apartments primarily constructed in the 1950s and 1960s that were built without mandatory standards for earthquake resistance, the advancing age of buildings, coupled with challenges related to their maintenance due to ownership characteristics and insufficient regulatory measures for maintenance—creates potential for many dangerous buildings in Israel. The previous report's findings indicated that the local authority's power to handle dangerous buildings, as stipulated in legislation, does not specify the manner in which it must exercise its said power. Despite the complexity of this issue, that demands the involvement of qualified, experienced professionals, each local authority is left to manage it independently, at its discretion, often without clear definitions of what constitutes a dangerous building, without specifying the nature and frequency of the ongoing inspections mandated for local authorities, without clarifying the procedures for addressing a dangerous structure and its management, and neglects to stipulate the requisite level of training necessary for handling such buildings, all in the absence of continuous training and the promotion of a high standard of knowledge among practitioners in the field.

The follow-up report presents a concerning the current status, indicating that, despite the severity of the deficiencies highlighted in the previous report, and despite the Prime Minister's Office having identified the existing vacuum in addressing the issue as early as 2021, as well as the discussions held within the Knesset's State Control Committee, and in the context of the recent Swords of Iron war that has resulted in substantial structural damage, with some buildings requiring demolition, there has been no advancement in addressing the issue. Since the previous report, neither the Prime Minister's Office nor the Ministry of Interior, in coordination with the Ministry of Housing, have completed the essential task of defining what constitutes a dangerous building, nor have they convened discussions with professional bodies or allocated budgets for this pressing matter. Additionally, the Ministry of Interior has failed to assume its regulatory responsibilities within local government, disregarding the State Comptroller's remarks and recommendations.

Some deficiencies have been rectified, including: participation in relevant training by all employees of the municipalities of Be'er Sheva and Bat Yam engaged in the handling of dangerous buildings; the enactment by the Bat Yam Municipality of a new by-law for handling dangerous buildings; the development by the Be'er Sheva Municipality of a new work procedure; and preparation by the Kiryat Yam Municipality of a procedure document with an unclear effective and approval date and allocation of a budget for reinforcing potentially dangerous buildings. However, numerous deficiencies still persist, including: from 2021 to 2024, the municipalities of Be'er Sheva, Bat Yam, and Kiryat Yam failed to conduct surveys of dangerous buildings or to create work plans for inspecting these buildings based on established criteria; the municipalities have not defined criteria for instances in which they would undertake repairs on dangerous buildings and relieve property owners of financial




responsibility; the municipalities of Bat Yam and Kiryat Yam have yet to establish a procedure for addressing suspected dangerous public buildings. The Ministry of Education has also not issued guidelines for conducting periodic stability inspections of educational institutions that accommodate hundreds of students daily.






The Prime Minister's Office and the Ministry of Interior, in collaboration with the Ministry of Housing and the Ministry of Education, must take prompt action to regulate the management of dangerous buildings to safeguard human lives. Effective treatment of such buildings is critical for preserving lives and averting disasters. The local authorities examined – the municipalities of Be'er Sheva, Bat Yam, and Kiryat Yam – along with all municipalities across Israel, must initiate immediate measures to ensure that the handling of dangerous buildings is managed effectively and that the local authorities utilize their powers judiciously to protect the lives of their residents.



The Extent the Key Deficiencies Noted in the Previous Report were Rectified

The Audit Chapter	The Audited Body	The Deficiency Noted in the Previous Audit	The Extent of Deficiencies Rectification Noted in the Follow-up Audit			
			Not Rectified	Slightly Rectified	Significantly Rectified	Fully Rectified
Central government involvement in promoting the handling of dangerous buildings	The Prime Minister's Office	The Ministry of Interior and the Ministry of Housing have not taken any action to promote the handling of dangerous buildings by local authorities, nor have they addressed the economic and social impacts that need to be addressed. Furthermore, there were no ongoing working interfaces between local authorities and government ministries or central government entities regarding the handling of dangerous buildings				
	Ministry of Interior					
	Ministry of Housing					



The Audit Chapter	The Audited Body	The Deficiency Noted in the Previous Audit	The Extent of Deficiencies Rectification Noted in the Follow-up Audit			
			Not Rectified	Slightly Rectified	Significantly Rectified	Fully Rectified
Sample by-law enactment	Ministry of Interior	The sample by-laws published by the Ministry of Interior more than 50 years ago on the subject of handling dangerous buildings are not detailed and do not include substantive provisions regarding, among other things, the definition of a dangerous building, conducting a survey, inspecting a dangerous building, and publishing information about it. Furthermore, there are differences between the sample by-laws published by the Ministry of Interior for municipalities and local councils				
Enactment of a by-law in the examined local authorities	The Be'er Sheva Municipality	The by-laws of the municipalities of Bat Yam , Be'er Sheva , and Kiryat Yam do not regulate essential areas in the handling of dangerous buildings. There are disparities in the basic definitions between the by-laws of the examined local authorities, as well as between them and the sample by-law				
	The Bat Yam Municipality					
	The Kiryat Yam Municipality					
	Ministry of Interior					



The Audit Chapter	The Audited Body	The Deficiency Noted in the Previous Audit	The Extent of Deficiencies Rectification Noted in the Follow-up Audit			
			Not Rectified	Slightly Rectified	Significantly Rectified	Fully Rectified
Establishing procedures for the handling of dangerous buildings in the examined local authorities	The Be'er Sheva Municipality	The Be'er Sheva Municipality has a procedure from 2012, which does not have criteria for defining a "dangerous building" and there are no timeframes for the handling of dangerous buildings				
	The Bat Yam Municipality	The Bat Yam Municipality has a procedure from 2017, and this procedure does not set out instructions for regulating various issues				
	The Kiryat Yam Municipality	The Kiryat Yam Municipality does not have a procedure for handling dangerous buildings				



The Audit Chapter	The Audited Body	The Deficiency Noted in the Previous Audit	The Extent of Deficiencies Rectification Noted in the Follow-up Audit			
			Not Rectified	Slightly Rectified	Significantly Rectified	Fully Rectified
Training of personnel dealing with hazardous structures	Ministry of Interior	The Ministry of Interior has not published guidelines regarding the threshold conditions that those involved in the handling of dangerous buildings must meet, the job requirements and the required training, as well as guidelines regarding the number of employees that the local authority is required to designate for the handling of dangerous buildings				
	Ministry of Interior and Ministry of Housing	The Ministry of Interior and the Ministry of Housing did not take steps to provide training and continuing education for local authority employees in the field of dangerous buildings, with the exception of the Ministry of Housing's "Classifying Buildings Following Emergency Situations" course, which includes five sessions, which the Ministry had been providing even before the previous audit				




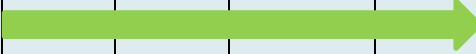



The Audit Chapter	The Audited Body	The Deficiency Noted in the Previous Audit	The Extent of Deficiencies Rectification Noted in the Follow-up Audit			
			Not Rectified	Slightly Rectified	Significantly Rectified	Fully Rectified
Declaring a building as dangerous and handling thereof	The Be'er Sheva Municipality	Employees involved in the handling of dangerous buildings in the municipalities of Be'er Sheva, Bat Yam and Kiryat Yam have not undergone training on the subject of dangerous buildings				
	The Bat Yam Municipality					
	The Kiryat Yam Municipality					
	Ministry of Interior and Ministry of Housing	The Ministry of Interior, in cooperation with the Ministry of Housing, did not instruct local authorities on the declaration of a building as dangerous, its handling, and withdrawal of the declaration				
	The Be'er Sheva Municipality	The Be'er Sheva Municipality did not declare as dangerous buildings containing engineering defects and that could have been declared dangerous, and issued demolition orders or closure orders for buildings without them being declared dangerous				



The Audit Chapter	The Audited Body	The Deficiency Noted in the Previous Audit	The Extent of Deficiencies Rectification Noted in the Follow-up Audit			
			Not Rectified	Slightly Rectified	Significantly Rectified	Fully Rectified
	The Bat Yam Municipality	The Bat Yam Municipality classified dangerous buildings into four levels and handled them differently than stated in its procedures				
	The Kiryat Yam Municipality	The Kiryat Yam Municipality did not establish criteria for declaring a "dangerous building" within its jurisdiction, did not have centralized data regarding the warning letters it sent about dangerous buildings, and did not monitor the handling of these buildings				



The Audit Chapter	The Audited Body	The Deficiency Noted in the Previous Audit	The Extent of Deficiencies Rectification Noted in the Follow-up Audit			
			Not Rectified	Slightly Rectified	Significantly Rectified	Fully Rectified
Local authorities' handling of dangerous public buildings	Ministry of Education	The Ministry of Education has not established a requirement to inspect the stability of educational buildings				
	Ministry of Interior	The Ministry of Interior, in collaboration with the Ministry of Housing, has not published guidelines or procedures for conducting safety inspections in public buildings				
	Ministry of Housing					
	The Be'er Sheva Municipality	The Be'er Sheva Municipality has established a work procedure that regulates the handling of public buildings suspected of being dangerous				
	The Bat Yam Municipality	The municipalities of Bat Yam and Kiryat Yam have not established a work procedure that regulates the handling of public buildings suspected of being dangerous				
	The Kiryat Yam Municipality		