



State of Israel

Ministry of Justice

The Efforts of The State of Israel

To Battle Trafficking in Persons

2017

TABLE OF CONTENTS

Index of Key Terms and Concepts	5
Acronyms	7
Executive Summary	8
1. Overview of the country’s TIP situation	13
2. Context of the government’s anti-TIP efforts	14
Prosecution	37
Explanatory Note.....	41
A. Law Enforcement Statistics -Trafficking for Slavery and Forced Labor	44
i. General	44
iii. Prosecutions and Convictions	46
B. Law Enforcement Statistics- Trafficking for the Purpose of Prostitution	49
Enforcement Statistics.....	54
C. Prostitution of Minors	57
General	57
The State Attorney's Office	59
D. . Trafficking in Organs and/or Related Offenses	60
General	60
Enforcement Statistics 2016.....	62
E. Overview of Key Trafficking Cases in 2016	62
VI. Other Enforcement Operations – Closure of Brothels by Administrative or Judicial order	68
F. Diplomats and Peace Keeping Operations	69
Extraditions	80
Protection	82
A. Medical Care	82
2016 Statistics	85
B. Legal Aid	85
General	85

2016 Statistics	86
Requests of Victims of Trafficking for the Purpose of Prostitution	86
Legal aid to victims of the offense of holding a person under conditions of slavery for the purpose of work or services in Israel	90
Legal Aid provided for People who Entered Israel illegally Through the Egyptian Border and Fell Victims of Slavery Prior to their Entry into Israel	94
C. Shelters, Transitional Apartments and Day Center	98
Ma'agan - Shelter for Women	98
"Atlas" – Center for Men.....	108
Transitional Apartments for Women.....	114
Transitional Apartment for Men	116
The Day Center	117
Legal Aid Administration (LAA).....	132
Dedicated Forfeiture Fund	132
The Ombudswoman for Foreign Workers' Rights	135
Prevention	137
A. Research and Assessment	138
B. Anti-Trafficking Information and Campaigns	142
The Ministry of Education	142
The NATU.....	144
The Unit of Religious Conversions, Christian Communities and the Spousal Registrar	144
Shelters' Staff	145
C. Foreign Worker Recruitment and Protection	146
General	146
Changing Employers	147
Enforcement of Labor Rights of Foreign Workers	147
Bilateral Agreements with Countries of Origin	151
The PIBA Hotline.....	154
The PIBA Supervisor of Social Workers	155
D. Training and Assistance to Other Governments	158
E. Measures to Reduce Demand	162

An Inter-Ministerial Program for the Release of Women from the Cycle of Prostitution	162
Inter-ministerial Committee on Reducing Demand for Prostitution.....	163

F. Child Sex Tourism 165

G. Other Measures 166

Annex 1: Summary of Prosecutions 168

Part I- Completed Cases Involving Trafficking in Persons and Related Offenses
168

Part II - Pending Cases Involving Trafficking in Persons and Related Offenses 175

Part III - Cases Involving Trafficking in Organs - Completed and Pending Cases
195

Part V - Cases Involving Offenses against Foreign Workers - Completed and Pending
Cases 214

Annex 2; Civil Proceedings 220

Closure Orders for Establishments used for the Commission of Offenses 220

Annex 3: Victim Information for the Shelters and Transitional Apartments 224

PROFILE OF WOMEN AT THE "MA'AGAN" SHELTER 2016 224

PROFILE OF MEN AT THE "ATLAS" CENTER 2016 231

PROFILE OF WOMEN AT THE TRANSITIONAL APARTMENTS 2016 239

PROFILE OF MEN AT THE TRANSITIONAL APARTMENTS 2016 241

INDEX OF KEY TERMS AND CONCEPTS

Please note that this Report makes use of various terms, phrases, key concepts and references. For the reader's convenience, these are set forth in the Index of Key Terms and Concepts below and form an integral part of this Report.

- The “**Reporting Period**” being addressed herein is the 2016 calendar year, unless specified otherwise;
- “**Previous Report**” means the trafficking report submitted in February 2016 by The State of Israel to the U.S. Department of State in respect of the 2015 reporting period.
- Amounts in **New Israeli Shekels (NIS)** are also indicated in United States Dollars. The amounts in United States Dollars are approximate, and have been rounded up or down as appropriate.
- **B1 visa**: a temporary work permit. It can be granted to a victim of trafficking for a one (1) year rehabilitation period and can be extended. A B1 visa can also be granted to enable a victim to remain in Israel in order to testify in proceedings against the traffickers. In such case, the visa would be extended until the end of court proceedings.
- **Sinai**: The Sinai desert, forming part of Egyptian territory, bordering Israel.
- **Sinai Camps and Sinai Victims**: In previous years, the GOI witnessed a phenomenon in which persons entered Israel illegally through the Egyptian border, crossed through the Sinai Peninsula, and in some cases, while in Egyptian territory, were held in camps (hereinafter: “*Sinai Camps*”) where they were subjected to heinous crimes and grave abuse at the hands of their captors, who sought to obtain ransom from family members in their countries of origin (hereinafter: “*Sinai Victims*”).

Some of those Sinai victims were forced to provide sexual services to their captors and others, who were compelled to forced labor and were held in conditions amounting to slavery, were recognized as victims of trafficking, despite the fact that the offenses against them were conducted outside of Israeli borders, by foreign nationals. As such, they receive all the protections provided to trafficking victims in

Israel (including free legal aid, special visa and rehabilitation in the shelters for victims of trafficking).

Courts

- **Supreme Court:** Israel's highest court. When sitting as the High Court of Justice, the Supreme Court also serves as a review court for decisions of Israeli Government agencies.
- **Detention Review Tribunal:** A tribunal responsible for reviewing the detention of foreign residents who entered Israel illegally and are held in the **Detention Facilities** (Saharonim and Giv'on).
- **Appeals Tribunal:** The Appeals Tribunal was established in 2014 and serves, *inter alia*, as a tribunal of second instance with regard to decisions of the Detention Review Tribunal.
- **Labor Courts:** A specialized court system (first instance and appeals) dealing with labor matters, including laws regarding foreign workers' rights.
- **Administrative Courts:** Administrative Courts operate by virtue of the Administrative Affairs Courts Law 5760-2000. The Law grants jurisdiction to District Courts, in their capacity as Administrative Courts, to adjudicate disputes between persons and administrative authorities, on condition that this dispute falls under one of the three annexes of the Law. All other administrative petitions must be brought before the High Court of Justice.

Acronyms

Government Authorities

GOI- The Government of Israel

AAW- the Authority for the Advancement of the Status of Women

CDG- Committee of Directors General

DIPO- Department for Investigation of Police Officers (under the auspice of the Ministry of Justice)

IPS- Israel Prisons Service

LAA- Legal Aid Administration

MOE- Ministry of Economy

MOH- Ministry of Health

MOJ- Ministry of Justice

MFA- Ministry of Foreign Affairs

MLSS- The Ministry of Labor, Social Affairs and Social Services¹

MOI- Ministry of Interior

MPS- Ministry of Public Security

NATU- the National Anti-Trafficking Unit

PIBA- the Population and Immigration Authority (under the auspice of the Ministry of Interior)

Israeli NGOs

ASSAF – NGO - Aid Organization for Refugees and Asylum Seekers in Israel

CIMI- NGO - the Center for International Migration and Integration, founded by the Joint Distribution Committee Israel (**JDC**)

HRM- NGO - the Hotline for Refugees and Migrants

ELEM- NGO - Youth in Distress in Israel

PHRI – NGO – Physicians for Human Rights, Israel

United Nations Agencies

IOM- the International Organization for Migration

UNHCR- the United Nations High Commissioner for Refugees

UNODC- United Nations Office on Drugs and Crime

¹ As a result of Government Resolution number 1754, dated 31/7/2016, the field of employment was transferred from the Ministry of Economy to the Ministry of Social Affairs and Services. As part of this decision, the Ministry been renamed the Ministry of Labor, Social Affairs and Services. Consequently, this report references the MLSS in both its capacities