



State of Israel

Ministry of Justice

The Efforts of the State of Israel

To Battle Trafficking in Persons

2021

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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 2020 calendar year, unless specified otherwise;
- “**Previous Report**” means the trafficking report submitted in February 2020 by The State of Israel to the U.S. Department of State in respect of the 2019 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**: Between the years 2008 and 2013, 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 – those who were forced to provide sexual services to their captors and others, and those who were compelled to forced labor and were held in conditions amounting to slavery – were recognized as victims of trafficking or slavery. 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 and the Day Center).

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 auspices of the Ministry of Justice)

IPS - Israel Prisons Service

NII – National Insurance Institute

LAA - Legal Aid Administration

MOH- Ministry of Health

MOJ - Ministry of Justice

MFA - Ministry of Foreign Affairs

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

MOI - Ministry of Interior

MPS - Ministry of Public Security

NATU- the National Anti-Trafficking Unit

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

PTC – Police Trafficking Coordination Unit

MOAG – Ministry of Agriculture

MOE – Ministry of Economy

COGAT - Coordination of the Governments Activities in the Territories

MOCH - Ministry of Construction and Housing

MESILA – A Municipal Service of the Tel Aviv-Jaffa Social Services – Information and Assistance Center for the Foreign Community

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

KAV LAOVED – NGO – labor issues of migrant workers, 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

Other International Organizations

OSCE – Organization for Security and Co-operation in Europe

EXECUTIVE SUMMARY AND HIGHLIGHTS

The Government of Israel (GOI) is pleased to submit herein the 2021 Report regarding its efforts to combat trafficking in persons undertaken in the course of 2020.

The GOI continued to invest significant efforts and resources in the ongoing struggle to eliminate trafficking in persons, through determined and consistent action; and demonstrated new and important accomplishments this year, in all fields of combatting trafficking – Protection, Prevention and Prosecution, constantly striving and promoting new partnerships.

This year's report reflects the government's determination to continue, strengthen and adapt its efforts to combat trafficking also under the difficult circumstances of the Covid-19 pandemic, which had significant ramifications on all spheres and functions of government, including the combat of TIP, particularly affecting vulnerable populations.

The Covid-19 Pandemic crisis in 2020 was an additional challenge this year for the GOI, arriving after a prolonged unstable political situation of three rounds of general elections and intermediary Governments. Following the 3rd elections, the unity Government was formed in May 2020, and dispersed in December 2020, without passing a budget proposal. This led to a third Consecutive year in which, according to the *Economy of Israel – Constitutional Law*, the GOI is permitted to spend a budget of only 1/12 of the last approved yearly budget per month, and only for purposes that were approved and implemented in the last approved budget, which was in 2018.

Nevertheless, despite these obstacles and this significantly challenging reporting period, the GOI has taken important strides during 2020, in the joint efforts in combatting TIP, together with the NGO's and International bodies, in the various spheres. This report will expand on all these, and on the various impacts of the Covid-19 Pandemic, and other highlights of the year 2020 in as concise a way as possible.

During the reporting period, NATU shifted, adapted and escalated its coordination activities, both within the Government and between the GOI and all relevant stakeholders, including NGO's, Philanthropic Foundations and Municipal authorities and organizations and others.

NATU's goal was twofold – firstly to continue, preserve and enhance the GOI's efforts in combatting TIP in all fields of prosecution, prevention and protection, adapting to the restrictions and limitations caused by the Pandemic. **Secondly**, shifting to proactive joint collaborations and policymaking, focusing on the protection of vulnerable populations negatively impacted by the Pandemic and at high risk of exploitation. It must be mentioned, that during a large part of the reporting period, all Police units and significant percentages of other enforcement agencies such as PIBA's enforcement inspectors, and MLSS's labor inspectors, were diverted toward the enforcement of the public health regulations and sanctions related to the Covid-19 pandemic. This diversion of forces significantly hampered and effected the ability to enforce TIP concerns as well as other criminal activities and other violations during the reporting period. Furthermore, the lengthy lockdowns that included hermetic restrictions on the entry of tourists to Israel, effected the prevalence and scope of sex trafficking and the demand was drastically reduced, due to concerns of infection and spread of the pandemic. These effects are also visible in the victim recognition and investigations numbers.

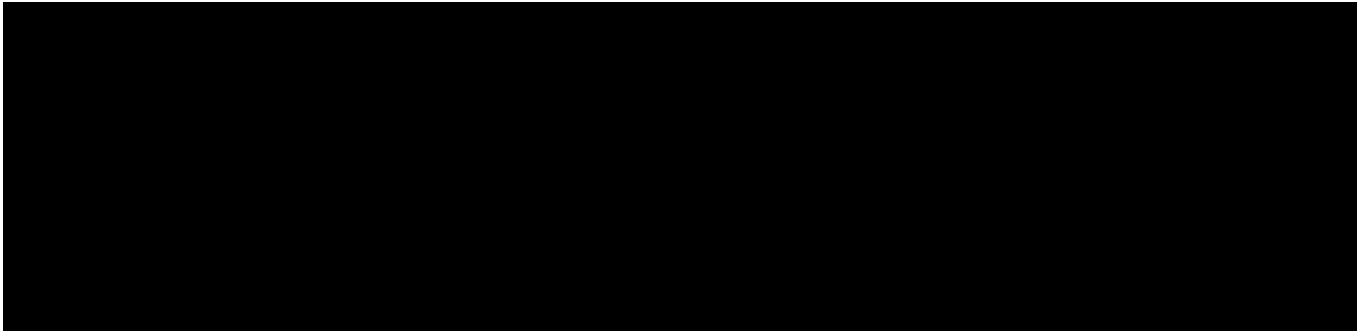
NATU continued to lead the relevant government authorities in working together with the active civil society in the field and the international agencies, to improve coordination and active screening for identification of victims; develop relevant responses and preventative measures to the Pandemic's influence on TIP patterns and on vulnerable populations; and to increase enforcement efforts despite the challenges outlined above.

In 2020, NATU participated in over 100 inter-ministerial meetings and over 25 meetings with NGO's and civil society, mostly in an online format.

NATU emphasized the importance of added vigilance in these times, and the increased vulnerability of specific groups such as women, minors, foreign workers, Palestinian workers entering Israel, asylum seekers from Eritrea and Sudan and irregular migrants. Indeed in response, during 2020 and continuing into 2021, all enforcement agencies such as PIBA, MLSS Labor inspectors and the Commissioner of Foreign Workers' Labor Rights; significantly stepped up their proactive enforcement efforts, focusing on the protection of those vulnerable populations, and promoted important preventative actions such as raising awareness, issuing public announcements and more. Some of these initiatives were joint efforts of several Ministries working together to tackle new challenges created by the Covid-19 Pandemic and prevent TIP. For example, many Palestinian workers in the fields of Construction, Agriculture and Industry, who had

previously entered Israel to work on a daily basis, returning to their homes at the end of the day, now had to remain in Israel for lengthy periods, due to concerns of public health. This raised the need to supervise their living conditions, assure access to medical care and prevent situations of exploitation. In this case, all relevant agencies- PIBA, MLSS, MOAG, MOCH, MOE and COGAT, together with MOJ, worked together on passing relevant Legislation setting out the detailed responsibilities of the employers, and the supervision mechanisms in place to enforce those duties and better protect the workers.

NATU was also involved in ensuring special humanitarian aid, access to health care and protection to vulnerable populations in crisis due to the Covid-19 pandemic. For example, the MOJ (the Administrator General) allocated substantial funds, based on NATU's recommendations, for various humanitarian purposes such as medical supplies, healthcare, food vouchers and other support, to state providers and NGO's including MESILA, PHRI Healthcare Clinic, Terem Clinic and MOH Lewinsky Clinic in Tel Aviv and Haifa.



At the same time, the GOI spent considerable efforts and resources on **long-term discussions and policymaking**, according to the 5-year **National plan**. Thus, for example – the teams working on the implementation plan for the National Plan **met over twenty (20) times in 2020**, hearing all relevant stakeholders, discussing a wide panorama of issues and forming recommendations for the implementation plan.

Following a precedential petition to the Supreme Court of Justice, the Attorney General's Office (Criminal Matters) also held a series of inter-ministerial discussions, with the participation of relevant NGO's and Academics, on the question of *prima facie* evidence in the context of recognizing TIP victims, **forming a new procedure enabling an internal appeal on the Police coordinator's decision** in this regard, to a more senior Police instance, and setting out the guidelines for this process. These discussions also included

in depth debate on possible future changes to the identification mechanism – an exertion that is continuing into 2021.

The CDG, headed by the acting DG of the MOJ, convened in November 2020 to discuss and form policy on crucial issues pertaining to the GOI's policy on combatting TIP, including presentations of all the directors of the teams working on the implementation plan, who presented the team's work thus far and the preliminary recommendations, receiving comments and guidance from the committee's members.

In 2020, **considerable focus and efforts were invested in improving enforcement actions** against traffickers and related offences, increasing Police capacity to effectively investigate TIP and TIP-related cases, and increasing identification of victims of TIP, on a structural and long-term level. Much consideration was given also to the previous 2020 TIP report's comments on this issue, which were also followed up by several (online format) meetings with the US State Department representatives, together with high-ranking officials from MOF, MOJ (including the State Attorney's Office, The Attorney General's Office, and NATU), MPS and Police.

The Police, together with NATU, the MPS, IPS and other relevant actors at the most senior levels, conducted many debates on these matters and prepared documents reviewing the different aspects of Police enforcement of all forms of TIP, and recommending infrastructural changes and action points. Following this, **the acting Police Commissioner authorized several significant structural and other important decisions.**

Thus, it was decided to divert additional resources to the Police Coordination TIP unit, adding two (2) officers to the currently sole head of unit and allocating a Police vehicle to the unit; issue an order that TIP, Slavery and Forced Labor investigations cases must be allocated to the district units and specialized central units; issue an order stating that TIP cases are a Police priority in proactive enforcement and each district must initiate enforcement and intelligence gathering on TIP, and report on cases under their responsibility to the Police Commissioner. Furthermore, the Police General Commissioner instructed the Police National

Academy to include a training on combatting TIP and modern Slavery in every training that takes place in the Academy.

.In addition, **a new roundtable dealing with integrated enforcement** was established by the MPS, with representatives of all enforcement agencies from PIBA, MLSS, Police, Prosecution, Tax and Anti-Money laundering authorities, as well as Cybercrime units from the Police and Prosecution. This table, which was founded as a direct recommendation of the national plan inter-ministerial team on enforcement, already commenced its activities in 2020, combining forces to jointly investigate suspicions of severe exploitation regarding foreign workers from Thailand in the Agriculture field, and suspicions of forced labor in the context of Bedouin minors employed in Factories.

In 2020, **sixty-nine (69) new victims were identified by the PTC**, out of which fifty three (53) women and sixteen (16) men. Thirty nine (39) Israeli women and girls were recognized as victims of Slavery in the context of a harmful cult like group and five (5) women were recognized as victims of slavery or trafficking in individual cases (most of them in a labor context). Fourteen (14) men were recognized as victims of Slavery in the Agriculture field, one (1) male victim of Forced Labor in the construction field, eight (8) female victims of sex trafficking or TIP for the purpose of committing a sexual offence, and one (1) Sinai Victim (male). In two (2) requests, decision is still pending.

In the field of sex trafficking, 92 new investigation cases regarding trafficking for the purpose of prostitution and related offenses were initiated in 2020 by the Police, as opposed to 107 in 2019. A total of 8 investigations were opened for slavery, forced labor and related offences - same as in 2019.

In 2020, **a new treatment and rehabilitation track** was developed by the MLSS, PIBA, The Prosecution and NATU, in which five (5) TIP victims for sexual exploitation who chose not to reside in the Shelters, were given the option to reside in the community and receive counselling, support and treatment by the National Center for TIP victims, receiving B1 work visas from PIBA while criminal proceedings were ongoing.

While the Covid-19 pandemic meant prolonged restrictions on the movement of everyone in the country, **adjustments were made in the shelters to support the well-being of the residents** – Clear explanations of the regulations were given, women who had partners in the community were allowed to stay with them during periods of lockdown and arrangements were made to allow quarantine in the shelters when needed.

When vaccine rollout began, the shelter residents and staff were among the first to receive it – ahead of the general population. The visas of residents whose rehabilitation process was impeded by job loss related to the pandemic received visa extensions to complete the process.

Another noteworthy development in the field of victim protection is a **new Chief Justice's Procedure to the Courts Administration Authority on treatment of victims of TIP and sex offences during the criminal proceedings**. The procedure, which was recently published and will come into effect in March 2021, aims to protect victims of sex offences – including TIP for sexual exploitation – from re-traumatization in the criminal process. For example, allowing them protection and a private waiting space before testifying, ensuring that their testimony will be heard in one session, instructing the formation of gender sensitive panel of judges in these cases and allowing them to watch the proceedings through a closed-circuit system rather than from the courtroom if they choose. An equivalent amendment is intended to take place shortly, also to the procedure dealing with minors, who are victims of TIP or sexual offences.

In the field of prevention, **the Commissioner of Foreign Workers' Labor Rights** (previously referred to as the Ombudswoman for Foreign Workers' Rights) **continued to expand the unit's activities** – staff was added and efforts were made to reach out for more groups and workers – **the unit treated 1,425 inquiries in 2020, compared to 644 in 2019**.

The PIBA Supervisor of Social Workers held two zoom-based trainings on TIP:

- A training on trafficking in persons to the social workers from the caregiving manpower agencies, emphasizing their role in victim identification – this session was held in collaboration with NATU and with speakers from NATU, the Police, MLSS, LAA and the director of the shelters.
- A training on Covid-19 and its impact on the reshaping of the role of social workers in the caregiving field

The 2020 Report highlights of all the above-mentioned actions and developments, which will be elaborated in further detail throughout this report, will be detailed presently, in essence:

Highlights in the field of Prevention

1. Extensive Work on The Implementation Plan for the National Plan to Combat TIP

As previously reported, the five-year National Plan was confirmed by the GOI in a Government Resolution on January 13th, 2019, to replace the previous plan from 2007 that had attained its goals. The national plan that presents an integrated, unified view on combating trafficking – dealing with all fields of exploitation, but with special emphasis on labor trafficking, slavery and forced labor - is under stages of implementation since 2019, and several of the goals have already been attained such as the new legislation criminalizing consumption of prostitution and reducing demand. The GOI resolution in 2019, also directed the CDG to formulate and submit to the GOI's authorization, an implementation plan addressing specific goals in the national plan, which require additional resources and budgets. As reported last year, **in 2019, NATU established the foundations of the implementation plan of the new national plan, by forming five (5) new inter-ministerial work teams**, each focusing on a key objective and core issues of the new national plan. All of the teams incorporated various relevant NGO representatives in their discussions and will produce recommendations, alongside budgetary and resource assessments, that will together form the implementation plan that will be submitted to the CDG and the GOI for approval, hopefully during 2021, and dependent on the establishment of a new government and the passing of a state budget. NATU has already set up a meeting with the MOF representatives for March 2021, in order to discuss the upcoming budgetary recommendations for the implementation plan, the prioritization and the various options for funding and planning that will be required.

The teams held over 20 discussions during the year, within which each team held meetings with representatives of various organizations and NGOs. The teams formulated recommendations that complement one another and that chart possible courses of action to streamline and improve anti-trafficking measures. The teams, made up of relevant competent officials from the Government Ministries, held numerous meetings with civil society organizations and academia that play an integral role in combating the phenomenon, and with whom cooperation is ongoing. The organizations informed the teams about the challenges on the ground and the types of cases that come to them, and provided recommendations for streamlining and improving enforcement, identification and protection of victims. The NGO

recommendations were taken into account and incorporated in the recommendations that the teams will present for Government approval.

- **The Enforcement and Identification team headed by the Deputy Director-General of the MPS:**

The team deals with enforcement and adapting of it to the common patterns of trafficking in Israel: minimizing gaps and barriers to enforcement; increasing the use of integrated enforcement tools, including administrative, fiscal and civil tools; improving tackling of the cyber arena and use of cyberspace as an investigative tool; developing technological tools to improve enforcement; focusing on enforcement against labor trafficking and forced labor trafficking, including in the form of unregulated work, such as volunteer and trainee programs; placing emphasis on proactive enforcement; improving identification and tracing procedures, including examining the evidentiary standard required to recognize a person as a victim of trafficking, examining the question of the commencement of the evidence required to recognize a person as a victim, and examining the question as to whether it is right that such recognition be undertaken by the Israel Police. All these, given the background and psychological state of the victims, which sometimes leads to victims not filing complaints of their own volition. **The team's recommendations, and the processes already begun in the wake of the recommendations, include reinforcement of the trafficking in persons unit in the Police, transfer of enforcement powers to the central units in the districts, and augmenting of roundtables with representatives from civil society.**

- **The research steering team headed by the Director of Research in the MOJ:**

This team's task is to deepen the knowledge of, and conducts research on, the scope and characteristics of trafficking in persons in Israel today in order to support research and data based decision-making, and is building a research program to support implementation of the National Plan. The program has several projects that will be submitted for approval and budgeting. **The main avenues of research are estimating the scope of trafficking in Israel, and mapping the victim identification process in Israel and comparing it to the rest of the world.** Additional areas of research include assessing child prostitution and child slavery.

○ **The team on Social Services and Protection of victims, headed by the Director of the Assistance Unit for victims of offences in the State Attorney's Office:**

The team looks at ways of developing appropriate solutions to better protect victims, including rehabilitation and treatment methods, and protection during criminal proceedings, while taking note of new patterns, characteristics of the populations vulnerable to trafficking, and focusing efforts on vulnerable populations, including persons with disabilities, women and minors. The team is charting an appropriate outline for protection and social services for victims, in a manner that is adapted to the trafficking patterns prevailing in Israel today. **The team has proposed a significant change to the victim protection format.** Shelters currently grant uniform service to all victims; and visas and services are, as a rule, only offered to those who stay in the shelters, even though some need a different custom-tailored solution. The team plans to create a more flexible model best suited to the changing needs of the victims and that will prevent repeat victimization.

○ **The Prevention team, headed by the Director of Human Rights and Relations with International Organizations in the Attorney General's Office (International Law):**

The team addresses ways of preventing modern-day slavery and trafficking in persons. The team is also examining bilateral agreements for foreign workers and regulatory arrangements for their terms of employment, with emphasis on vulnerable fields, such as caregiving and agriculture; student training programs and delivering training to the relevant bodies to identify victims, raising public awareness, reducing demand and implementing ways of receiving reports from the public; expanding the knowledge base about instances of trafficking in persons and advancing appropriate solutions.

○ **Child slavery team, headed by the National Anti-Trafficking Coordinator:**

- The team formulates the foundations for combating phenomena such as abusive employment in dangerous lines of work in which employment of minors is prohibited, exploitation of minors from vulnerable populations, as well as the growing phenomenon of child beggars situated at crossroads. The team discusses avenues for protecting minors and victims, preventing of the phenomenon by means of educational and social measures, as well as enforcement against perpetrators and those profiting from the exploitation of minors.

At the meeting of the CDG held on November 30, 2020, after a discussion it was agreed that another meeting of the CDG will be convened in June 2021, at which the final recommendations formulated by all

the Governmental teams will be brought for approval. The teams were asked to speed up their discussions and to complete formulation of their recommendations by the end of the first quarter of 2021.

2. Expansion of the reach and impact of the Commissioner for Foreign Workers' Labor Rights (formerly referred to in this Report as the Ombudswoman for Foreign Workers' Rights):

In 2020, the unit set out to increase the number of worker inquiries, and to promote information-spreading efforts on the subject of foreign workers' rights. The Commissioner can be contacted through various media – email, phone, mobile phone, whatsapp and text messaging. When the contact does not speak English, the unit contracts translation services – which is much simpler over a text-based medium like WhatsApp. **In 2020, the Commissioner received approximately one thousand and four hundred (1,400) applications**, a significant increase from six hundred and forty-three (643) applications in 2019, which included complaints and requests for information, as elaborated below. The Commissioner also started a [Facebook page](#), run by the unit. The page is updated twice weekly with posts on subjects related to workers' rights. The page has over 5,000 followers, and each post is shared hundreds of times and according to analytics, reaches tens of thousands of readers. Of course, the Commissioner may also be contacted through the Facebook page.

In 2020, the unit's staff expanded to include a student – so that **since the new Commissioner was appointed in 2018, the unit's staff quadrupled** and is now four (4) people.

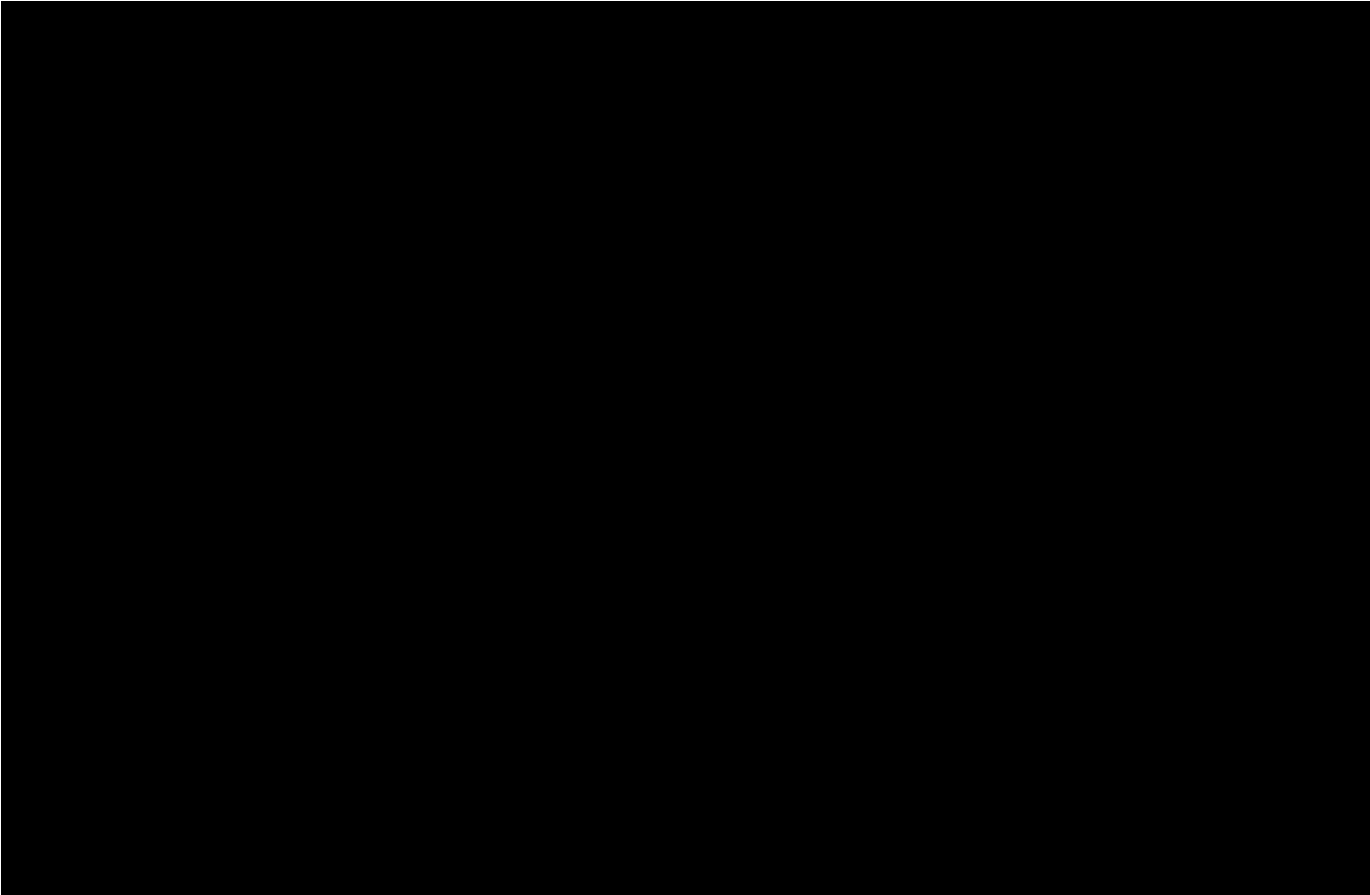
3. Reform in the Permit System for Palestinian Workers in the Construction Field

PIBA, the MOCH and the COGAT initiated a reform process in the work permit system for Palestinian workers. Before the reform, a Palestinian worker who wanted to work in Israel needed to find an employer with an available permit, a process in which mediators were often involved, charging recruitment fees. Under the new process, which came into force through the PIBA procedure from December 6th, 2020, titled [The Procedure for Employment of Palestinian Workers in Israel in the Construction Field](#) (Hebrew link).

According to the new model, the Israeli employer will receive a permit to employ Palestinian workers in a specific sector, without a numerical allocation or specific quota as before, and the Palestinian worker will receive a permit to work in a specific sector in Israel. Thus, employers under the new system will be able to recruit and employ an unlimited number of Palestinian workers, as long as the total number of employees

in the sector does not exceed the field quota. This will enable the employees to change employers more easily, and cause the Israeli employers to compete for Palestinian workers instead of workers competing for employers, which is expected to improve the working conditions offered by employers to such employees.

4. Activity in the Cybercrime Realm



5. Training – adapted formats:

GOI continued to conduct tailored training sessions, in adapted zoom format due to the limitations of the Pandemic, for different officials who might encounter victims, and encourage active screening for victims of TIP. In 2020, NATU and other relevant officials conducted training sessions, for a variety of government officials, including Labor prosecutors, social workers, PIBA inspectors and officials dealing with asylum requests, IPS officials, incoming staff at the shelters and many more professionals, keeping awareness levels high, and providing up-to-date information on patterns of trafficking and possible indicators.

A few examples include:

- On February 24, 2020 and on July 12, 2020, representatives from NATU, PIBA, Police, MLSS, the Director of the shelters and the LAA, delivered training to social workers of the manpower companies in the caregiving field, and on September 24, 2020, held a conference for social workers of those companies on identifying signs of persons being held under conditions of enslavement and signs of trafficking or exploitation in persons among caregivers in private homes, and acquainted them with the relevant referral mechanisms tasked with handling such cases.
- On May 17, 2020, NATU, PIBA, MLSS, and the Commissioner for foreign workers delivered training in identifying patterns of trafficking in persons, and enforcement of labor rights, to labor inspectors in the various ministries including MOAG, MOCH, COGAT and MOE, regarding Palestinian workers in agriculture, construction and industry, following the above-detailed amendments.
- On July 1, 2020, the National Coordinator delivered a lecture on trafficking in persons to the officials of the enforcement division of PIBA.
- On November 5, 2020, NATU delivered training to the RSD (refugee status determination) unit of PIBA.
- On October 26, 2020, the National Coordinator delivered a lecture to state and district attorneys from the civil and administrative departments, on TIP and combatting efforts, with emphasis on the identification of TIP suspicions and indicators in the context of surrogacy procedures abroad performed by Israeli agencies for Israelis.
- On November 4, 2020, NATU delivered a training on TIP to the legal staff of the HRM NGO.

6. Participation in the UN University Delta 8.7 Project

The National Coordinator and her deputy contributed to the UN University's Delta 8.7 Policy Guides initiative, which aims to help policymakers understand “effective measures” to end forced labor, modern slavery, human trafficking and child labor that Member States committed to take by 2030 as stated in SDG Target 8.7. The guides are built around three main policy domains – justice, markets and crisis, and seek to provide an evidence-based policy resource that is useful across contexts, and to policy actors around the world, including those thinking about multilateral policy frameworks.

NATU participated in the submission of evidence for the guides, submitting research on Israel's experience. The National Coordinator is a member of the Justice team and participated in the reviewing and rating of the evidence and in the drafting of the recommendations.

Further Collaboration with Academia included:

- The National Coordinator gave a lecture on combating trafficking in persons to PhD students in a Bar Ilan University program at the Israel Institute for Democracy.
- The National Coordinator gave a guest lecture on combatting TIP and the interface with migration and illegal migration, to the students of the master's program on Migration at the Ruppin Academic Center.

7. Collaboration with International Forums

In 2020, NATU continued its fruitful dialogue and cooperation with International forums and organizations, most of which took place in an online format Due to the Covid-19 pandemic. For example:

- In January 2020, the National Coordinator paid a work visit to San Francisco, California, on behalf of the Israeli Consulate and NCJW (the National Council of Jewish Women - California) as part of the awareness month about trafficking in persons and modern slavery in the USA. This visit was in continuation of the close working relationship between the two states and NGO's on this topic, including a delegation from SF that visited Israel in 2018, and a visit of the previous National coordinator to SF in 2016. The visit included a week of lectures about Israel's anti-trafficking activities, at the end of which the National Coordinator officiated as keynote speaker at the conference closing the awareness month. Similarly, the visit included meetings with various officials such as state senators and legislators in Sacramento capitol, the District Attorney of Sacramento and her team, the Director of the San Francisco Commission on the Status of Women, enforcement officials, including the Special Agent in Charge of Homeland Security Investigations. Meetings with anti-trafficking officials discussed the effective practices of each side, as well as ideas for future collaboration. As part of the visit, the National Coordinator also spoke with the M.E. Forum discussion group in the Commonwealth Club, and toured facilities for the protection of victims in Sacramento and SF.
- In February, NATU and representatives from the Police, Prosecution, MLSS, MOH and others participated in a seminar on European Council Conventions organized by the MFA and the Council of Europe.

- On June 25, 2020, the National Coordinator spoke on a webinar panel hosted by the Israeli Embassy in Washington DC and an NGO - JWI (Jewish Women International), on the Covid-19 pandemic and on trafficking in persons, highlighting the Israeli experience.
- In July 2020, the MOJ participated in a UN event marking 20 years of the anti-trafficking protocol. The event was part of the 10th Session of the Conference of the Parties to the United Nations Convention against Transnational Organized Crime. NATU also participated in a side event of the Conference dealing with collaborations between the private and public sectors in combating trafficking in persons.
- On February 16, 2021, the National Coordinator is slated to participate in an online panel of experts at an event being hosted by the MFA (MCTC, MASHAV) on global trends in trafficking in persons.

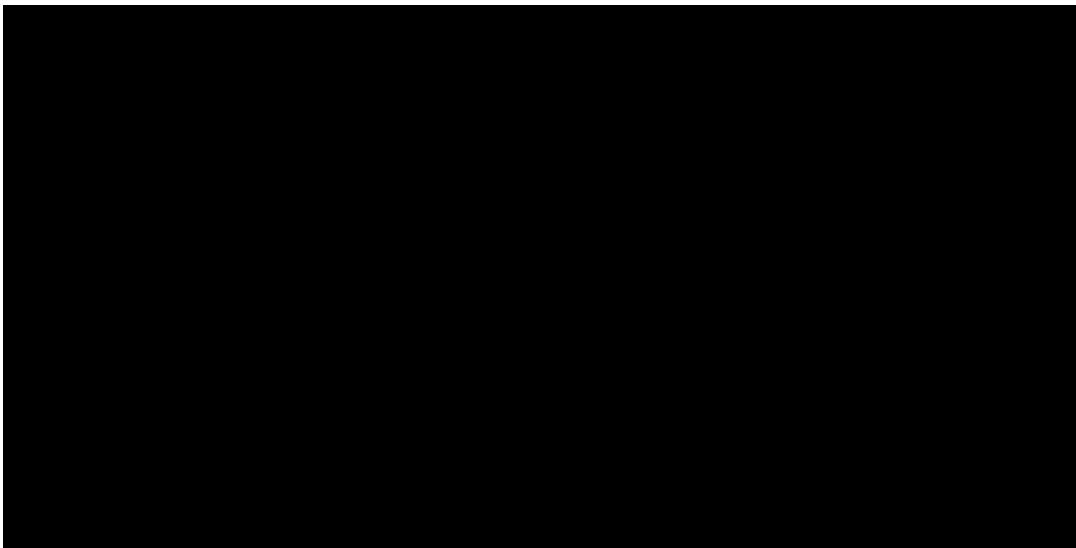
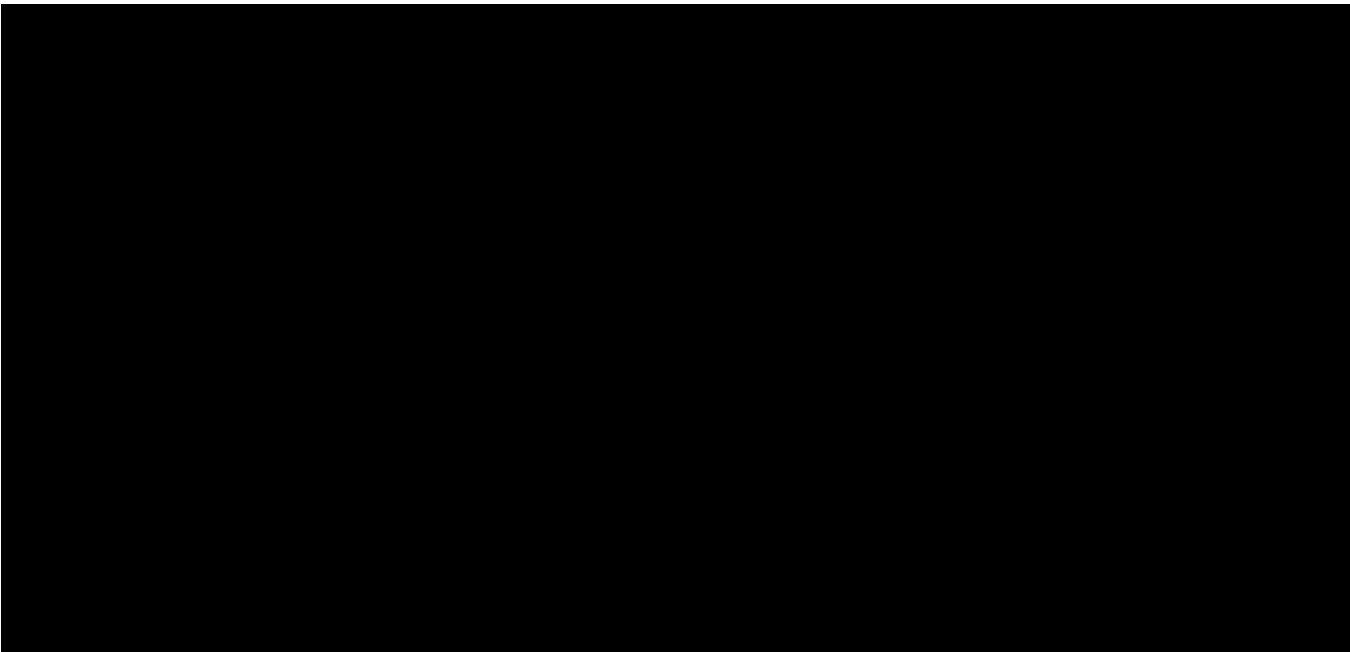
On a final note, several ministries noted that the move to digital format, necessitated by the Covid-19 pandemic, enabled wide and frequent participation in various international forums and trainings, allowing more government officials to share Israel's experience and learn from other countries' challenges and best practices. Examples include:

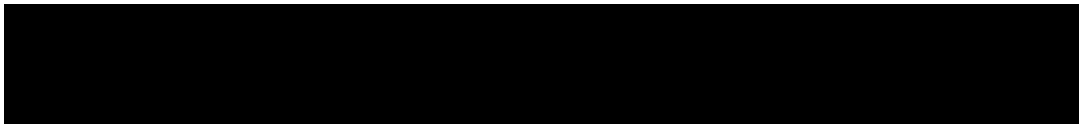
- In July 2020, the National Coordinator and a district prosecutor participated in and presented at an international meeting of experts on the subject of combating trafficking in persons to harvest organs hosted by the OSCE in collaboration with the World Health Organization on Israeli legislation in respect of organ transplants and the on the prohibition of organ trafficking.
- On October 14, 2020, NATU and representatives from the State Attorney's Office participated in a conference hosted by the Austrian Foreign Ministry on trafficking in persons in the era of the coronavirus. This is an annual conference, dedicated in 2020 to trends and challenges in combating this phenomenon in a coronavirus crisis environment in terms of enforcement, identification and patterns of trafficking in persons in times of lockdown. On October 19, 2020, NATU also participated in an event on gender equality hosted by ODHIR and the UN, which also touched on the handling of human trafficking phenomena that have emerged in the wake of the coronavirus crisis, especially with respect to trafficking in women.
- On October 29, 2020, the PTC participated in an event on confidence building measures and possible ways of improving the interface between the police and migrants, sponsored by the FLEX organization and LAWRS.
- On December 4, 2020, enforcement and field personnel, including the police, labor inspectors and prosecutors participated in a webinar on investigations into slavery and labor trafficking – the FLOW project. The project

focuses on training and discussing of investigations into slavery and trafficking in persons in a labor context, with representatives from several European countries. It examined challenges in enforcement and in investigating victims of trafficking for the purposes of slavery carried out mostly in a labor context, rather than the criminal context.

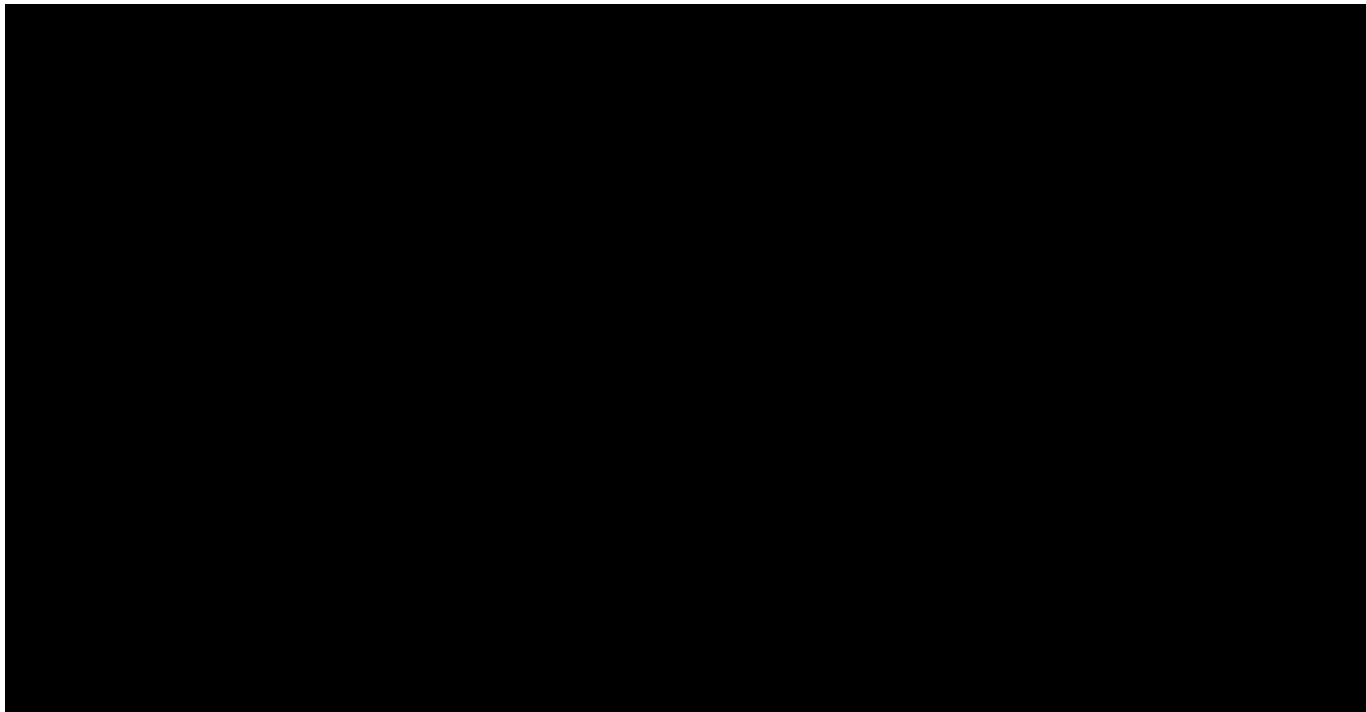
Highlights in the field of Prosecution

1. Groundbreaking Child Forced Labor Conviction and Sentence

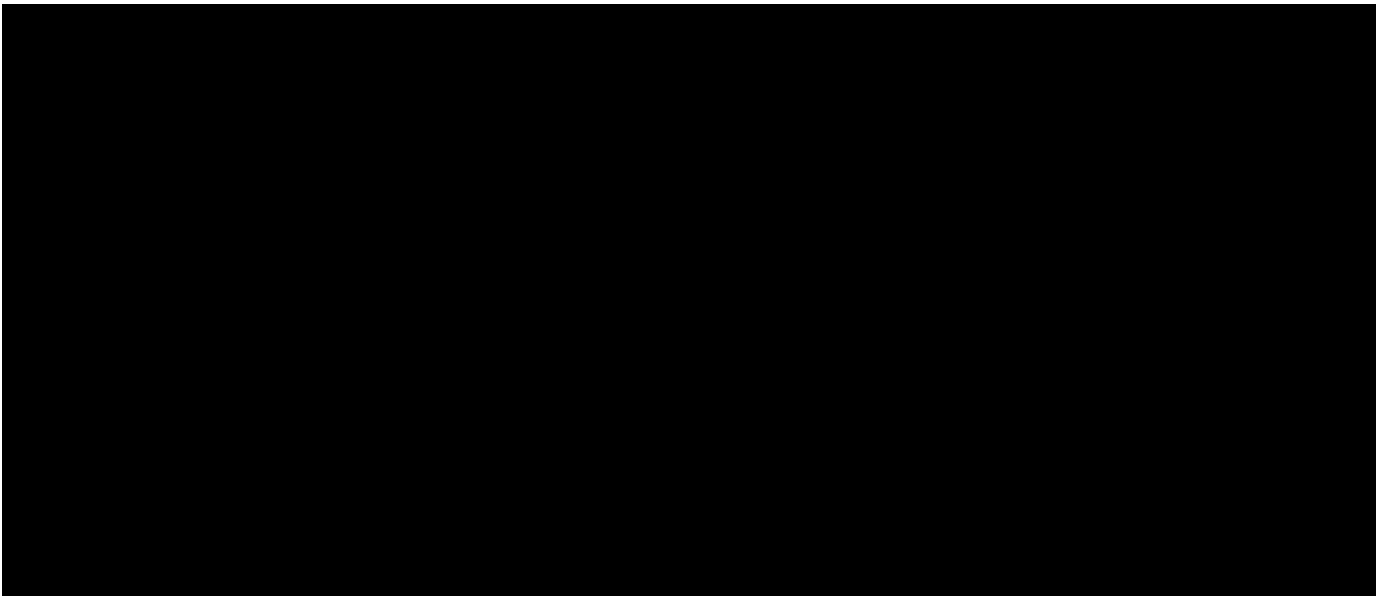


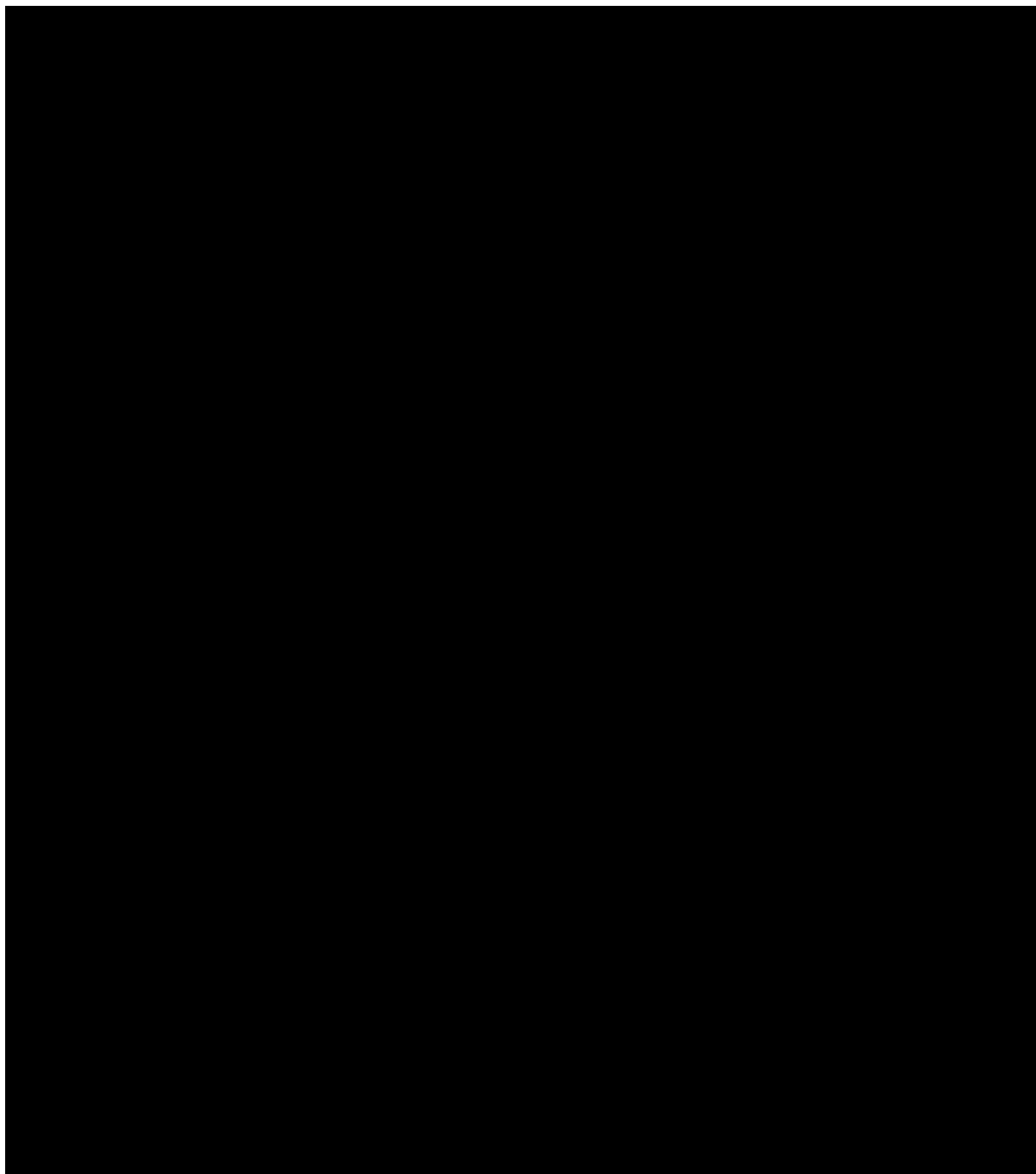


2. Groundbreaking Indictment for Holding Under Conditions of Slavery

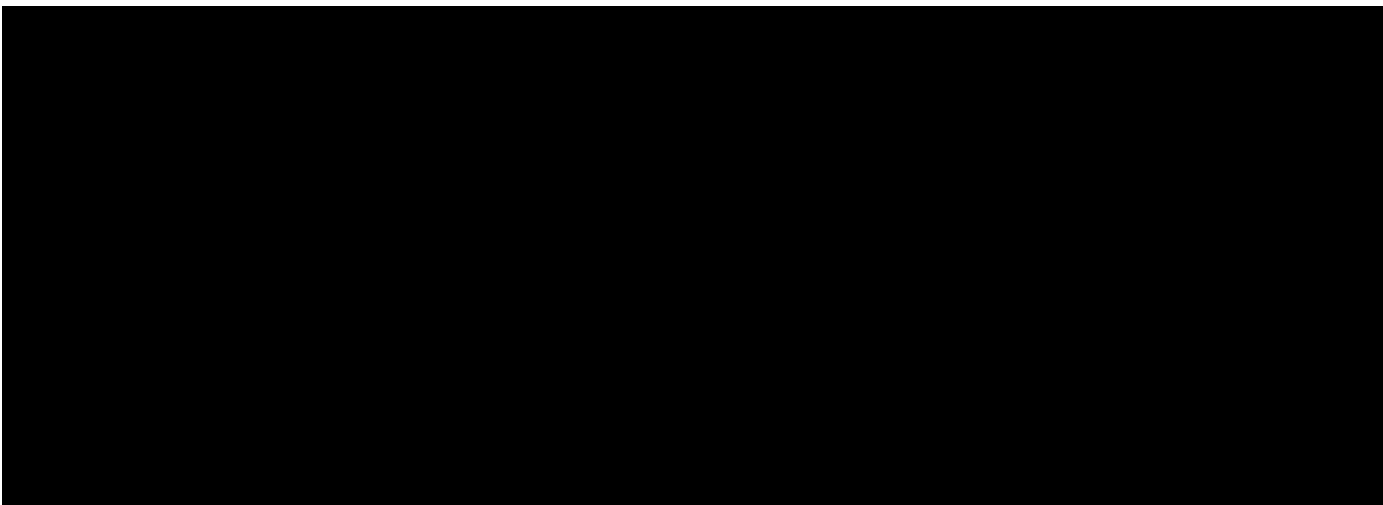


3. Conviction of TIP for prostitution in the frame work of organized crime





4. Indictment Against a PIBA official for abuse of his role



5. New Legislation aimed at reducing demand for prostitution came into force in 2020

On July 10, 2020 the Law Prohibiting the Consumption of Prostitution (Temporary Provision and Legislative Amendment) 5779-2019, that was published in the Official Gazette on January 10, 2019, **entered into force.**

The law prescribes a criminal prohibition on prostitution consumption and on being in a location that serves for acts of prostitution for the purpose of consuming prostitution. A rebuttable presumption was laid down with the offense, according to which whoever is in a location used primarily for acts of prostitution (such as a brothel) as a person who intends to consume an act of prostitution. The law states that an offense of the consumption of prostitution is an administrative offense for which the police is entitled to impose a fine in the amount of NIS 2,000, and in a recurring offense within a period of three years – double of the said amount of the fine. Nevertheless, the prosecution is entitled, in extraordinary circumstances, to file an indictment in an offense in the ordinary criminal proceeding, and then the maximum penalty will be a fine in the amount of NIS 75,300.

6. Directive 4.1115 of the Attorney General: "Enforcement policy on the Law Prohibiting the Consumption of Prostitution (Temporary Provision and Legislative Amendment) 5779-2019."

This directive was formulated in 2019-2020 and was published in July 2020 after the law entered into force.¹ The directive outlines the enforcement policy of the offence, while taking into consideration the fact that this is an administrative offense. The directive clarifies, *inter alia*, the principles underlying the law, the foundations of the offense and the manner of applying the presumption that was set out in the law.

In addition, the directive laid down guidelines regarding the performance of an investigation and circumstances in which an indictment will be served. **In this regard it was stated that an indictment could be filed, for example, in circumstances in which the consumption of prostitution is made in particularly aggravating circumstances such as the abuse of the person's situation as a victim of TIP offenses;** the abuse of serious conditions in which a person is in, such as deprivation of freedom or incarceration; abuse of a serious and noticeable disability of a person and more. It should be noted that in these cases the authorities will assign weight to the concrete circumstances and the ability of the consumer to understand their existence, for example whether these are conditions or a noticeable situation, whether the consumer was aware that the person was a victim of trafficking, and more. Other circumstances that were prescribed as circumstances justifying the filing of an indictment are circumstances of additional accompanying offenses that are related to the consumption of prostitution, recidivism – a person who is caught consuming prostitution for the third time in three years, or previous offenses in the three years that preceded the commission of the offense related to the prostitution industry or trafficking in persons and other offenses provided in the directive.

The directive further addresses the sensitivity that should be applied within the framework of the enforcement against the populations that are within the cycle of prostitution, asks to assure that the enforcement actions will not worsen their condition, and all while placing an emphasis on the need to protect their autonomy. The directive further clarifies that officers who enforce this offense will undergo a unique training that will include, *inter alia*, emphasis on the difficulties that accompany the populations that are in the cycle of prostitution, including the stigma that they often face.

¹ Note that although the law is in force since July 2020, the enforcement only commenced end of December 2021 due to the MPS Minister's concerns about non-sufficient support frameworks for those wishing to exit the cycle of prostitution

7. Regulations Prohibiting the Consumption of Prostitution (Alternative Measures to Impose a Fine) 5780-2020

Section 5 of the Law Prohibiting the Consumption of Prostitution authorizes the Minister of Justice to prescribe optional regulations. In July 2020 the Ministry of Justice decided to exercise his authority to prescribe the regulations, in coordination and with the approval of the Minister of Labor and Social Services and the Minister of Public Security and these were published in the Official Gazette on September 2, 2020.

The enactment of the regulations lays down a new and unique mechanism in administrative offenses (in which the default is the imposition of a fine, as opposed to the filing of an indictment). The mechanism created in the regulations enables the consumer of prostitution to select a program as an alternative to the fine, operated by the Probation Service for Adults in the MLSS. The regulations state that the program includes a psycho-educational workshop or a series of individual meetings (according to the decision of the probation officer) in a total scope of 6 to 10 hours. The purpose of the program is to provide information and to develop the understanding of the damage and the negative impact of the consumption of prostitution on all those involved in the cycle of prostitution.

The regulations detail the objects, conditions and boundaries of the program as alternative to a fine; the dates and the manners in which the fined person will be able to file an application to participate in such a program, and the manner that the application will be processed by the probation officer and the considerations that the probation officer will exercise for the purpose of deciding whether or not a person on whom a fine was imposed is eligible to participate in the program. The regulations entered into force on November 2, 2020

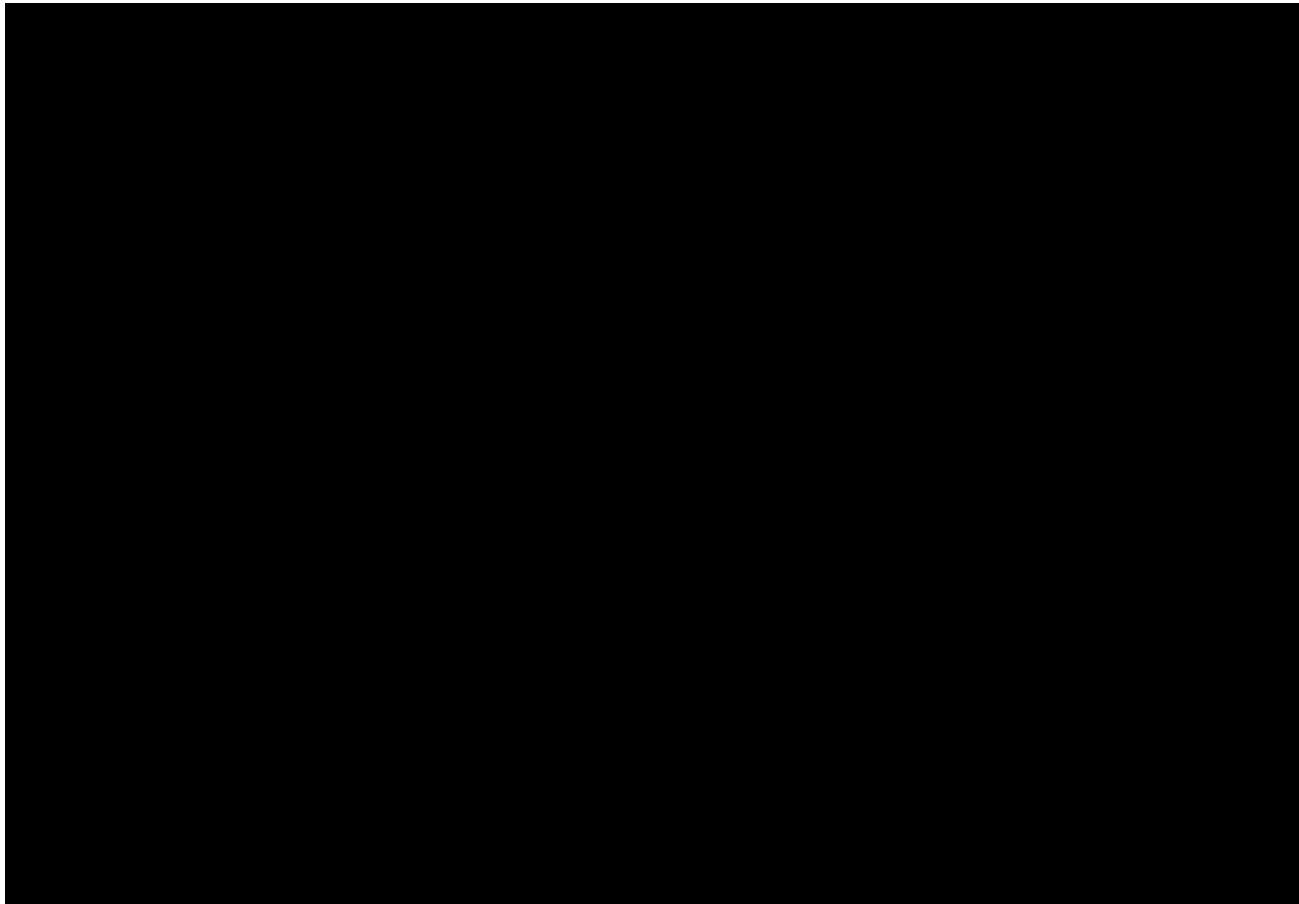
8. Expansion of roundtables pilot on commercial sexual exploitation of minors:

In 2018, as reported previously, the MPS and the MLSS finalized the inter-ministerial principles for roundtable forums on Prostitution of Minors, to be held at a municipal level with the support of NATU and the MPS, once a month. In 2019, the first pilot of the roundtable forums began in Tel-Aviv-Jaffa and **Petach-Tiqva**. The pilot included participants from the MLSS, the State Attorney's office, MPS, the Police, MOH, Ministry of Education, as well as members of the social services of the relevant municipal authorities. **In 2020, two (2) new roundtables commenced activities in [REDACTED] and in [REDACTED]**

roundtables convened several times during the reporting period, shifting to an online format due to the Covid-19 Pandemic. In early 2021, an additional round table in the northern district, [REDACTED] is commencing its activities. NATU participated in meetings of the tables that dealt with ways of reducing the sexual exploitation of minors in prostitution, and the need to consolidate effective and meaningful working relationships between the enforcement agencies, the social services and civilian parties active on the ground.

Cooperation between the various parties, and the pilot roundtables established for this purpose, are also vital because minors who are sexually exploited for prostitution tend not to approach the police, and the information on them is coordinated only to a limited extent by the various educational entities and the social services. On August 31, 2020, a meeting of the all the roundtables took place on the subject of the Maor Unit 105 – the Child Online Protection Bureau, on combating cyber abuse against minors.

9. New policy document to the Prosecution on early testimony in TIP court cases



Highlights in the field of Protection

1. **Implementation of the GOI Resolution 4462 on rehabilitation, aid and protection for populations in prostitution, alongside the Prohibition of the Consumption of Prostitution Law –**

The National Anti-Trafficking Coordinator was appointed in 2020 to coordinate and lead the inter-Ministerial team in implementing the Governmental Resolution, under the leadership of the Acting Director-General of the MOJ. Members of the team include other officials from the MOJ including the Legal Counseling and Legislation Department, the State Attorney's Office, the Public Defense Office, as well as representatives from the MPS, the Police, the Ministry of Education, the MLSS and the MOF, the MOH, and the Ministry for Social Equality. **During the year, the team held meetings with a diverse range of pertinent NGO's and victims. Their comments and recommendations were incorporated and taken into account in all stages of the team's work.**

- During the reporting period, the inter-Ministerial team convened six (6) times and held many discussions on the implementation of the Governmental plan regarding the solutions and allocation of the extra budgeting and funding passed in the GOI Resolution provided to the various populations, such as minors and LGBTQ persons seeking to extricate themselves from the cycle of prostitution. The solutions discussed together with parties from civil society, persons in prostitution and those who have left the cycle, and academia addressed the issues of social services, healthcare, employment and social rehabilitation, and developed many innovative significant programs and actions. Examples include:
 - A **media campaign** funded by the MOJ to raise awareness about the new Legislation prohibiting consumption of prostitution, and the consequences of the phenomenon of prostitution.
 - **MLSS Support grants for populations in prostitution** – this is a modular and flexible program, operated by the municipal social services. The program provides funding for different responses, tailored to the needs of each participant, ranging from housing to medical expenses, public transport cards and basic furniture or appliances. Each participant may apply to receive a grant of up to 10,000 NIS (3,073 USD). Over one hundred and thirty (130) requests for grants were already approved in 2020.

- **Training programs** – the MLSS created a training for social workers in the relevant frameworks. Additional programs are meant to raise the awareness of professional teams and train them to early identification and treatment of vulnerable populations, in order to prevent their entrance into the cycle of prostitution, and will be operated by the MOH and by an NGO (the Toda'a Institute).
- Establishing three (3) **recovery apartments for single mothers with children** – the apartments are operated by NGOs and have begun to accept residents.
- **Emergency financial aid for people exploited in prostitution:** this is a joint project of the MLSS and "Lo Omdot Meneged" NGO, and supplements the previously mentioned support grants, which is operated by the municipal social services, serving as an alternative for those who wish to stay anonymous to the welfare authorities.
- A **holistic center for counselling**, aimed to assist people who are in the process of exiting the cycle of prostitution; joint project of MLSS with "Turning the Tables" NGO.
- A **social-therapeutic school**, which will incorporate persons in the cycle of prostitution and will assist them to develop educational and occupational skills; joint program of MLSS and "Hamichlala-the college" NGO.
- A program for **occupational training**, which will include workshops, job placements and support during the process of employment; run by Hope center (Kite pride) NGO, joint program with MLSS.
- A program for **transgender people in the cycle of prostitution** that will provide therapy and emergent support. As part of the program, a digital system is developed, in order to train professional teams to treat transgender people in the cycle of prostitution. Joint program of MLSS and NGO Ma'avarim (passageways).
- In addition, the MLSS hired **four (4) additional MLSS district supervisors and a national supervisor** in 2020, in order to improve the treatment of populations in the cycle of prostitution.
- **The labor division of the MLSS** – funded **vouchers** for educational studies and vocational trainings for people who wish to leave the cycle of prostitution.
- **The MOH** developed and promoted the following projects:

- Prevention programs for at-risk youth, aimed to prevent their entry to the cycle of prostitution;
 - Training for medical teams, regarding the proper manner of treatment of people in the cycle of prostitution;
 - The MOH hired the services of a specialist aimed at locating discreet arenas of prostitution;
 - New programs to assist people in the cycle of prostitution who are also suffering from **addiction and mental illness**;
 - Rehabilitation program for men who are addicted to consumption of prostitution;
 - Hiring eight (8) additional social workers for the mobile clinics;
 - **Dental treatments** for women who are in the cycle of prostitution.
- Two new programs were launched by the **MOJ**, focusing on removing the main obstacles that have proven as a deterrent for those in prostitution to leave the cycle – debts and criminal record. The first program is directed by the Administrator General and builds **a special track for persons in prostitution with debts** accompanied by a dedicated social worker and legal aid lawyer who specialize in the field.
 - The second program is a joint initiative of the President and the Pardons Department of the MOJ. A special call to the public was issued, calling on populations in prostitution to submit requests for **erasing criminal records associated with their lives in prostitution**.

2. Healthcare Responses to the Covid-19 Pandemic

As the Covid-19 broke out, the MOH took several steps to facilitate **the wide protection of everyone residing in Israel from the Covid-19 pandemic, and to ensure a wide and uniformly accessible response**. These include:

- The MOH initiated a forum that was aimed to deal with pandemic among people without a legal status in Israel. This forum initiated the translation of the new regulations and the instructions of the MOH regarding Covid-19 and the related restrictions to different languages (English, Arabic, Russian, French, Spanish, Romanian, Ukrainian, Chinese, Thai, Filipino, Hindi and Tigrinya) and were circulated to government bodies and NGOs.

- The MOH also provided translation of instructions regarding care of elderly people and people with disabilities, aimed for foreign workers in the caregiving field. The instructions are available at the MOH website: <https://govextra.gov.il/ministry-of-health/corona/corona-virus/communication-resources-corona/>
- The MOH instructed hospitals and providers of emergency medical care to provide all COVID-19 related responses to people without legal status in Israel. Special testing stations were set up in south Tel-Aviv-Jaffa to encourage the population to be tested.
- When required, the MOH provided **state-funded solutions for isolation** for people without legal status in Israel.
- The MOH also assisted the staff of the shelter for victims of TIP by ordering COVID-19 tests, and **arranging vaccines for the shelters' staff and residents who wished to receive a vaccine against Covid-19** – ahead of the availability of the vaccine for the general population.
- On 27 January 2021, the MOH announced that all persons without legal status in Israel will be entitled to vaccinations like citizens, according to the general priorities set by the MOH.

3. Activities related to the Dedicated Forfeiture Fund

In 2020, there were not sufficient monies in the forfeiture fund to allow the allocation of new grants for victims and organizations. Nevertheless, the Fund's committee led by NATU, remained significantly active this year, to adapt to the challenges caused by the Covid-19 pandemic. NATU's focus for 2020 was to ensure that the allocations that were approved in the previous reporting period will be realized in full, notwithstanding the pandemic, which presented significant challenges in this regard as the majority of businesses, were closed for the better part of the year. About 83% of the approved allocations, in total 419,512 NIS, were realized and transferred to the TIP victims and NGO's during 2020 and NATU has been assisting the applicants in the process of realizing the remaining funds.

The committee has also made special efforts to adjust to the circumstances of the pandemic, *inter alia*, by amending several decisions, in order to allow the use of the monies granted for other purposes that became irrelevant, for the fulfillment of basic needs, such as housing and food, when applicants suffered from financial distress due to the pandemic. The committee has determined that such amendments are in line with the objectives of the forfeiture fund, as the fulfillment of basic needs is essential within the process of rehabilitation.

Much time and efforts were also invested in the process of technological advancements and improvements to the application process to the fund, and the committees' function. NATU developed a new AEM online form, which is ready for use and expected to simplify and expedite the process of submitting an application to the forfeiture fund, and making the fund easier for victims to access. NATU is also in the process of developing a secure website, in which the applications and all the relevant materials will be accessible to the committee members for down loading, in a privacy-sensitive manner. The website would replace our previous method of using binders and hard copies distributed per member, which was very time (and paper) consuming and less efficient in terms of data security.

Significant efforts were also made to facilitate an allocation in 2021, and we anticipate issuing a call for new applications in the first half of 2021.

4. The Chief Justice Procedure for the Testimony of Victims of Sex and TIP Offences

As mentioned above, the procedure which was recently published and will come into effect in March 2021, aims to protect victims of sex offences – including TIP for sexual exploitation – from retraumatization in the criminal process. The procedure implements the recommendations of the Berliner Committee report, described in our reply to Question #4(U)I, to make the trial process less difficult for the victims of these offences – acknowledging the special difficulties criminal proceedings pose for those victims. It will come into effect March 1st, 2021, and the Courts Administration are working on an equivalent amendment to the procedure relating to minors who are victims of sexual and TIP offences. Among others, the procedure stipulates:

- Every Court will have a designated contact person for sex offences, and they will ensure the victim is accompanied by a Court security person from the moment they enter the Court until they leave. The victim will also receive a room to wait in until giving their testimony.
- To the extent possible, testimony of a sex offences victim will be scheduled to be first in the day, and when it is in line with the victim's best interest, the victim will give their testimony in one session.
- In a District Court criminal hearing on sex offences, the panel hearing the case will be of both genders.
- Every courtroom will have a functional and available videoconference system, and the victim may, upon request and to the extent possible, watch the courtroom proceedings from a separate room through a closed-circuit system.
- Efforts will be made to give the verdict as soon as possible after the end of the hearings – acknowledging the victim's anticipation of the results and the possible therapeutic benefits.

5. **The Child Online Protection Bureau (Previously known as the MAOR program)**

The Child Online Protection Bureau is a national program for the prevention of violence and crime against children and teenagers online. The program, includes not only representatives of the police and MPS, but also representatives from the Ministry of Education, MOJ, MLSS and MOH, started its operations in February 2018, was established as part of Government Resolution No. 1006, from January 17th, 2016 and Government Resolution No. 1972, from September 27th, 2016. The program was especially significant in 2020, when online time increased for many children, teens as schools closed for prolonged periods, and lockdowns meant more time spent at home. The program includes a hotline providing toll-free calls from all over the country and from any phone. The hotline deals with all offense and abuse behaviors against children committed in the online realm, including sexual abuse and prostitution. The calls are received by Police officers who received specific training, and is supported by an inter-ministerial desk with experts on online child abuse from the Ministry of Education, the MLSS, the MOH, the MPS and the MOJ, who are able to intervene and ensure that every call receives an appropriate and comprehensive response.

In total, over 10,000 events were treated by the Child Protection Bureau Hotline in the course of 2020 as opposed to 7,665 events in 2019.

Statistics for 2020:

- The hotline handled over 10,000 events - 8,000 of which were reported after the beginning of the Covid-19 pandemic (after March 15th).
- 36% of the events were sex-related – sexual abuse, solicitation and harassment, distributing photos and videos, threats and blackmail.
- The main platforms in which abuse was reported were Instagram and Whatsapp. There have been no significant changes in these patterns related to the Covid-19 pandemic.

Much consideration was given to the recommendations and action plan formulated by the U.S. Department of State following the 2020 Report, and, as we hope the present Report reflects, serious efforts have been made to address and implement these recommendations to the extent possible.

TRAFFICKING PROFILE

OVERALL TRENDS:

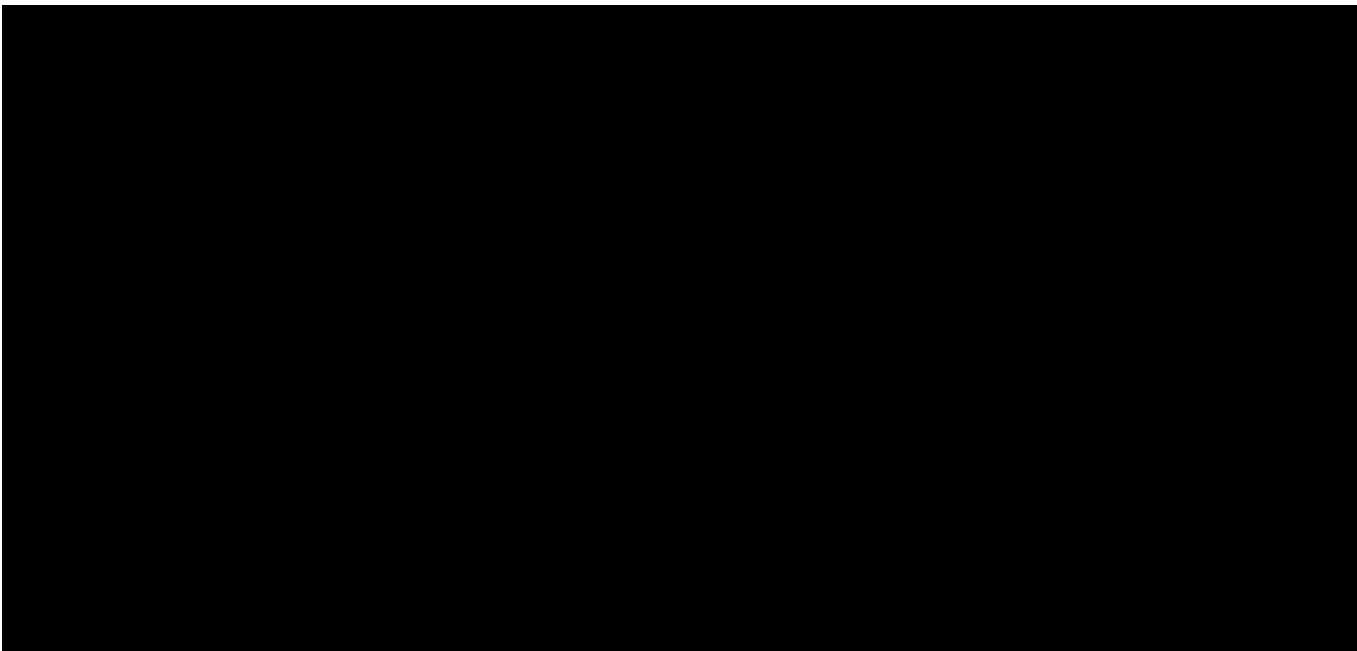
A. Describe the country's TIP situation. Report trafficking of local citizens and/or foreign nationals within the country, as well as trafficking of citizens exploited abroad.

Describe how, if at all, trafficking trends and trafficking risks changed as a result of the COVID-19 pandemic.

Describe forms of TIP that occur, industries and sectors in which traffickers exploit victims, countries/regions in which traffickers recruit TIP victims, locations and regions in which victims are exploited, recruitment methods, and any significant changes in trends since last year.

Indicate whether there is an identified problem of child sex tourists traveling to the country and note their countries of origin, or citizens of the country traveling abroad for the purpose of child sex tourism.

B. VULNERABILITY TO TRAFFICKING: Which identified groups are at particular risk of sex trafficking and forced labor (e.g., women and children, specific ethnic groups, refugees, internally displaced persons (IDPs), migrants, asylum seekers, persons with disabilities, stateless persons, lesbian, gay, bisexual, transgender, or intersex (LGBTI) individuals, other minority communities, or individuals or communities living in conflict, crisis, or post-disaster settings)? How has the COVID-19 pandemic increased vulnerabilities for those whom traffickers target?



[REDACTED]

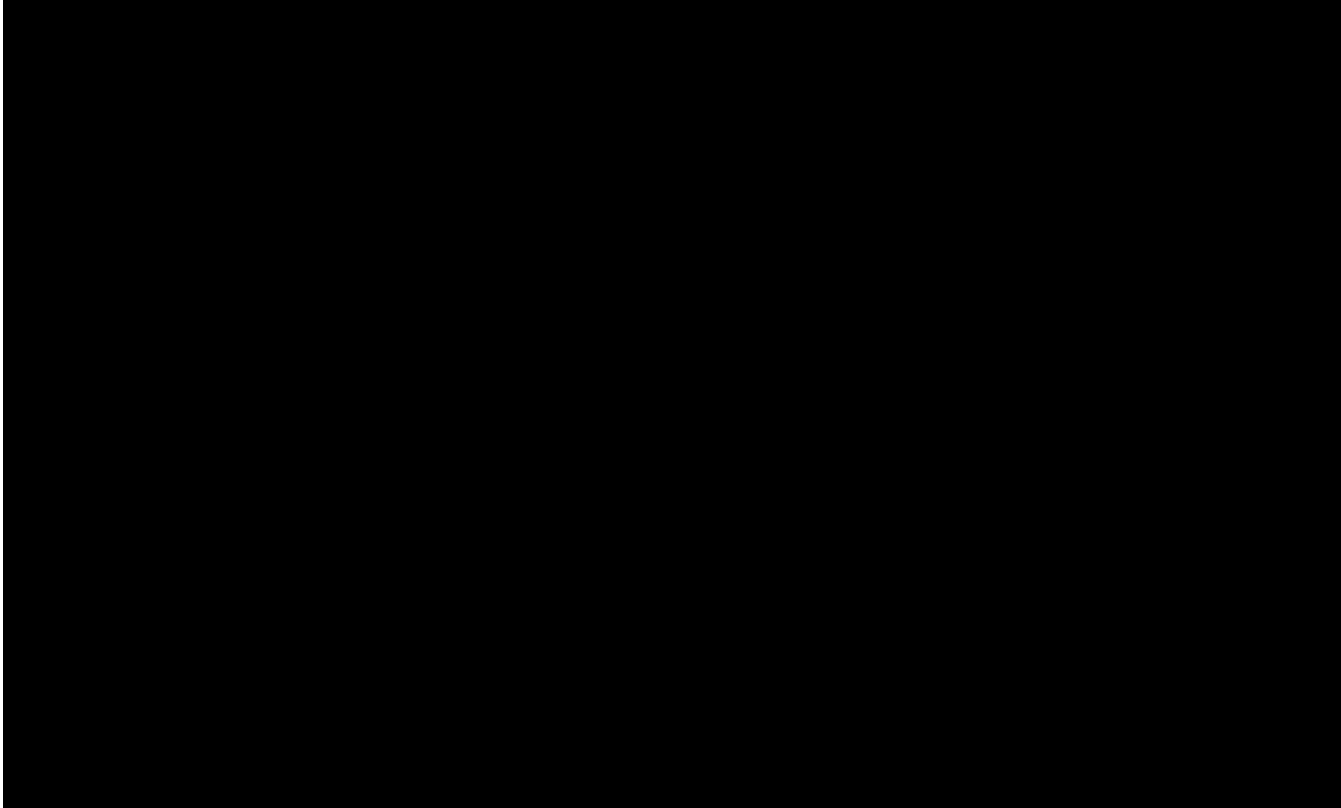
The phenomenon of minors in prostitution presents particular difficulties, since they often do not identify the circumstances as a commercial sexual exchange, and do not identify themselves as victims. [REDACTED]

[REDACTED]

Women in general were particularly adversely affected by the pandemic, and a substantial rise in domestic violence and abuse was noted in the general Israeli public and also among irregular migrants and asylum seekers. The MLSS and other partners such as the LAA and the PMO's Office dedicated many efforts to address this phenomena. As a result, for the first time, also non Israeli citizens were integrated into the protection day centers for victims of domestic violence in various municipalities and the MLSS reported 300 women (asylum seekers and irregular migrants) had been referred to these centers and also to special shelters for women suffering of violence (the latter's were already open to non-citizens prior to the pandemic), in the reporting period.

The Covid-19 pandemic also affected other vulnerable populations, increasing their inherent vulnerability, such as foreign workers in the fields of Agriculture and Construction, as lockdowns and the pandemic restrictions caused a shortage in workers, and reports suggested that the existing workers were made to work longer hours, without appropriate remuneration. In the domestic caregiving field, the Covid-19 restrictions had serious ramifications, and at times workers were not allowed to leave the domicile for fear of infection towards the elderly or disabled persons in their care. Thus the workers did not receive vacation or rest days and could not even go out to run errands or just to take a break. Recognizing this challenge, PIBA and the Labor branch of MLSS, including the Commissioner for Foreign Workers' Labor Rights, worked with the MOH to issue regulations and instruction to all employers, protecting the workers' rights to the extent possible, under the applicable health restrictions. In the Labor field, it was also harder, during the first half

of the pandemic in 2020, to maintain proactive supervision and to enforce the workers' rights, as many of the enforcement officers in PIBA, and labor inspectors in MLSS were diverted to assist and support the Police forces in enforcing the health regulations of the pandemic, or towards other pandemic-related tasks.

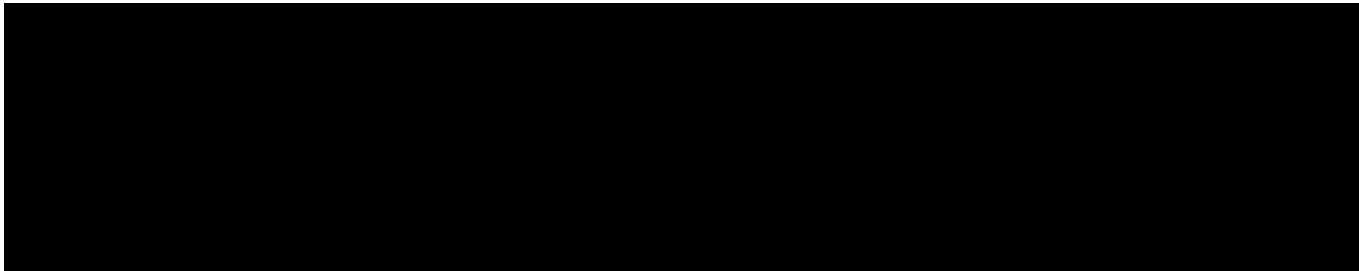


However, the discussions on the protection of Palestinian workers' rights were wider in scope than the pandemic - the Prevention team held a special meeting on the latter, together with NGO's and other relevant factors such as the main workers union organization "Histadrut", and the Bank of Israel's research department. Also, 2020 was the year in which the reform in the permit system of Palestinian workers in the construction field was enacted, allowing them greater freedom in moving between employers and reducing the likelihood of them paying recruitment fees – see in detail in our response to Question #5(U)D.

In regard to other vulnerable populations, such as minors, and particularly Bedouin minors vulnerable to forced labor and slavery, the closing down of schools for lengthy periods, created added difficulties in identification and enforcement of these situations. Minors were also increasingly vulnerable to labor exploitation due to the deterioration of the economic situation and increased poverty of the families. The

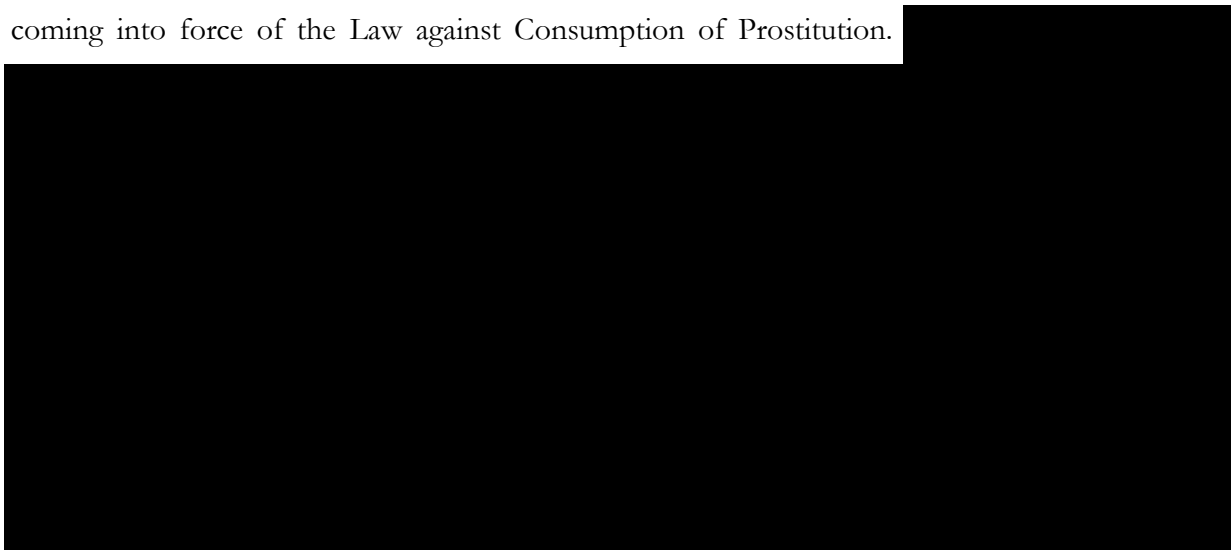
lack of suitable infrastructure and resources for the online teaching format that the state education system used, the gaps only grew due to the pandemic. A significant rise was noted in the numbers of Palestinian children exploited in begging on the streets, particularly in the northern district of Israel, and in Jerusalem, and presumed to be a consequence of increased poverty and socioeconomic difficulties in the West Bank.

Regarding other vulnerable populations, such as disabled persons (mainly deaf and mute) from foreign countries, brought into Israel for purpose of begging, on one hand the restrictions on entry of tourists caused a decline in new victims able to enter the country. On the other hand, the closing down of public shopping areas, malls, restaurants and cafes made it much harder to monitor this form of trafficking and we have not managed to determine their situation and the effects of the pandemic on this group.



-- C. TRAFFICKERS AND THEIR METHODS: What are the profiles and methods of traffickers? What new information is available on this topic? How have traffickers modified their methods as a result of COVID-19?

The Police reports that generally, offenders engaged in operating brothels and bringing women into Israel for prostitution are moving to more decentralized forms of operation – also related to the coming into force of the Law against Consumption of Prostitution.



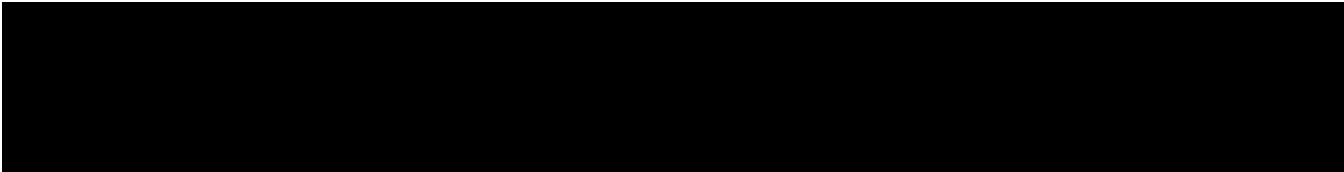


OFFICIAL COMPLICITY IN TRAFFICKING CRIMES:

- What was the extent of official complicity in TIP crimes?
 - Describe allegations (formal and anecdotal reports) of TIP involving complicit officials or government entities – including police, immigration officials, diplomats, peacekeepers, military personnel, and other government officials – and specify the sources of these allegations. Include allegations that officials condoned TIP, or took actions that directly or indirectly facilitated or enabled TIP (e.g., allowing an illegal brothel to operate, providing protection to brothels where sex trafficking occurs or may occur, accepting bribes to allow undocumented border crossings, suspending active investigations of suspected traffickers, or sharing law enforcement sensitive details with suspects).
 - Did diplomats exploit domestic workers overseas?
 - Was there a policy or pattern of trafficking in government-funded programs?
 - Were state institutions involved in TIP (e.g., prisons, orphanages or child foster homes, schools, institutions for people with mental or physical disabilities, camps, compounds, or outposts)?
 - Was official involvement in TIP crimes part of a national directive or policy?
 - Did government policies, regulations, or agreements relating to migration, labor, trade, and investment facilitate vulnerabilities to, or incidence of, forced labor or sex trafficking?
- The GOI has no data that indicates that diplomats exploit domestic workers overseas, nor is there any known pattern of TIP in government funded programs or state institutions.

The GOI invests many efforts to ensure that there are no regulations, government policies or agreement that facilitate vulnerabilities, as demonstrated throughout this report.

Note that in the few past years the GOI received some complaints from foreign students in the Agriculture Student Exchange Program, which resulted in the understanding that there is a need of a procedure that would eliminate the risk of exploitation of the vulnerability of the students in the program. As detailed in our response to Question #5(U)E, the GOI adopted a resolution to further regulate the framework and establish the "Directorate of the Agricultural Training Program" at the MFA (the "directorate"), which will handle the program in accordance with a procedure that is being formulated by an inter-agency team.

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- However, despite those cases, overall corruption is not a problem in this area, and while abuses of positions of authority are treated with the appropriate severity, they do not amount to trafficking crimes, and there have been no cases of official complicity in trafficking crimes in 2020. Furthermore, there are no examples of trafficking occurring in state institutions and trafficking crimes are in no way part of a national directive or policy.

E. CHINESE, CUBAN, AND NORTH KOREAN WORKERS: As the Department determined in the 2020 TIP Report, several governments including China, Cuba, and North Korea – through a policy or pattern – compel their citizens to work on government-affiliated projects or missions abroad. In a continuation from the 2020 TIP Report, the Department will include information in applicable TIP Report country narratives on the presence of such workers.

- Specifically, were there any Chinese, Cuban, North Korean, or other foreign workers on government-affiliated projects present in country, either host government or third country-funded, such as a donor-funded missions to another country? (For example, Norway's funding of Cuba's medical mission to Haiti.)
- Did the government of the country in which these workers were present condone, encourage, or agree to the presence of these workers? Did the government take steps to screen these individuals for trafficking

indicators or investigate for trafficking crimes? Did the government provide protection services for victims? Did the government take steps to prevent trafficking among these workers?

- In the case of Cuban workers, did the host government pay the professionals directly? Did the host government have any oversight of the contractual agreements between the workers and the Government of Cuba? Were the workers passports confiscated? Were there reports of harassment and restriction of movement?
- In the case of North Korean workers, has the government taken action to implement UNSCR 2375 and UNSCR 2397, which prohibit UN Member states from issuing new or renewed work authorizations to DPRK laborers?

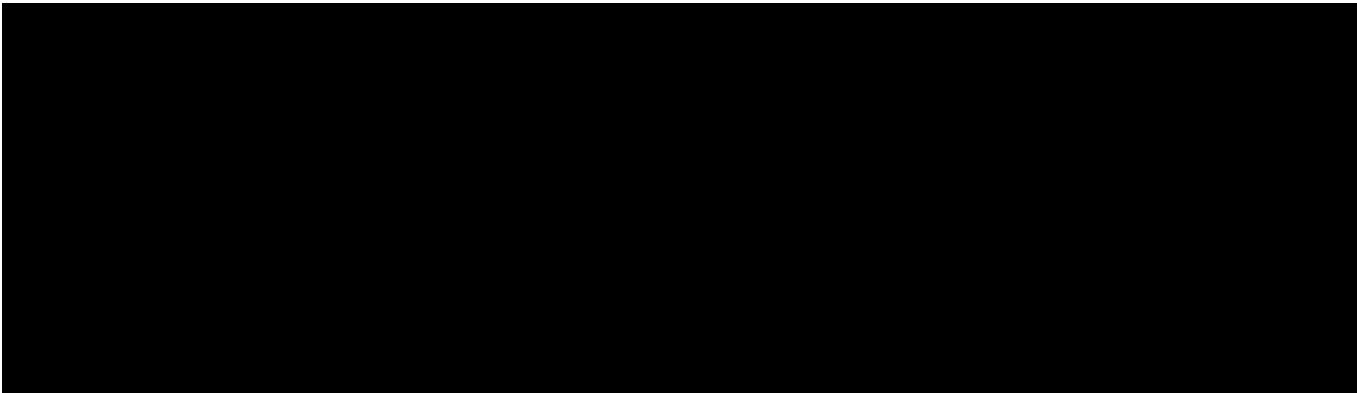
NORTH KOREAN WORKERS: According to the 2020 Human Rights Report this includes the following countries where North Korean workers were reportedly present during 2019: Angola, Cambodia, Equatorial Guinea, Guinea, Iran, Kenya, Mauritius, Mozambique, Niger, Oman, Qatar, Republic of the Congo, Senegal, South Sudan, and Vietnam.

CUBAN WORKERS: According to the Cuban Ministry of Foreign Affairs and other sources this includes the following countries that currently host Cuban Medical Missions or for which there is credible evidence that Cuban medical personnel have been present: Algeria, Angola, Antigua and Barbuda, Azerbaijan, Bahamas, Bahrain, Barbados, Belize, Bolivia, Botswana, Burkina Faso, Brazil, Cabo Verde, Chad, China, Congo (Democratic Republic of the), Curacao, Dominican Republic, Djibouti, Ecuador Equatorial Guinea, Eritrea, Eswatini, Ethiopia, Gabon, The Gambia, Ghana, Guatemala, Guinea, Guinea-Bissau, Guyana, Haiti, Honduras, Italy, Jamaica, Kenya, Kuwait, Lesotho, Liberia, Mexico, Mongolia, Mozambique, Namibia, Nicaragua, Niger, Palau, Peru, Portugal, Qatar, St. Lucia, St. Vincent and the Grenadines, Saudi Arabia, Seychelles, Sierra Leone, South Africa, Spain, Suriname, Tanzania, Timor-Leste, Togo, Trinidad and Tobago, Uganda, Uruguay, United Arab Emirates, Vanuatu, Vietnam, Venezuela, and Zimbabwe.

Overseas departments and territories, such as British Virgin Islands, French Guiana, Montserrat, Martinique, and Turks & Caicos, may have also had Cuban Medical Professionals.

Many of these missions claim to be altruistic efforts, but are in fact for-profit enterprises contracted through the Cuban government's Unidad Central de Cooperación Médica (Central Medical Cooperation Unit). Cuban state enterprises have also been linked to the international exploitation of the labor of Cuban engineers, teachers, seafarers, and other professionals.

To the GOI's knowledge, no such workers were present in Israel.



2. (U) CONTEXT OF THE GOVERNMENT'S ANTI-TIP EFFORTS:

A. Is there a designated lead anti-TIP official and/or a national coordinating body? If so, please describe. Which agency, if any, led government anti-TIP efforts? In what ways was this body effective or ineffective and what results did it produce?

- Which government agencies were involved in efforts to combat sex trafficking and forced labor? Did the government have unit(s) and/or courts specifically dedicated to investigating, prosecuting, and/or hearing TIP cases? Were these units and their staff exclusively dedicated to TIP, or was TIP included among other responsibilities/mandates? Did these units/courts have a dedicated budget and adequate resources? Did these units/courts effectively cover all jurisdictions, or were there geographical or legal areas that were not covered (either due to limits in laws, mandates, or capacity)?

- How has COVID-19 affected the government's efforts to coordinate, execute, and monitor its anti-trafficking response, if at all? Have anti-TIP officials, units, and coordinating bodies continued to operate during the COVID-19 pandemic? How have they adapted operations throughout the pandemic?
- Have investigative agencies and courts adapted to impacts from COVID-19? If so, how? Do police, prosecutors, and courts continue to process trafficking cases and/or has the volume of these cases changed? Do police, prosecutors, and courts continue to process non-trafficking cases and/or has the volume of these cases changed?
- Did the government seek the input of survivors in crafting its anti-TIP laws, regulations, policies, programs, or in their implementation?

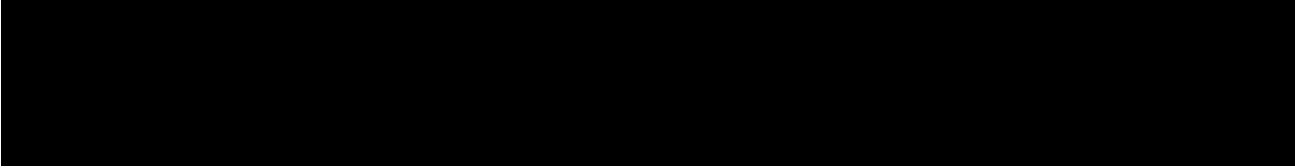
The National Anti-Trafficking Unit (NATU)

NATU, headed by the National Coordinator, is the primary government agency to coordinate anti-trafficking efforts on a national scale. NATU was established according to a 2006 Government Resolution and it operates independently, under the MOJ, and reports to the CDG. All government agencies take an active part in anti-trafficking efforts, and NATU is the leading government agency in the realms of prosecution, protection and prevention. NATU serves both as a coordinating function and as a leader in policy development. Its mission is to promote cooperation between all relevant government authorities and to serve as a bridge between government authorities and non-governmental organizations, as well as with relevant international bodies. In 2020, Adv. Dina Dominitz, who had been the acting coordinator since 2016, was officially appointed as National Coordinator and head of NATU.

In 2020, NATU has continued to coordinate and promote the battle against trafficking in persons in various arenas and activities as follows:

1. Meetings with government officials – NATU maintained constant contact, at times on a daily basis, with many government officials. In total, NATU conducted over one hundred (100) meetings with government officials in 2020, in addition to the training sessions it held with them, as will be detailed

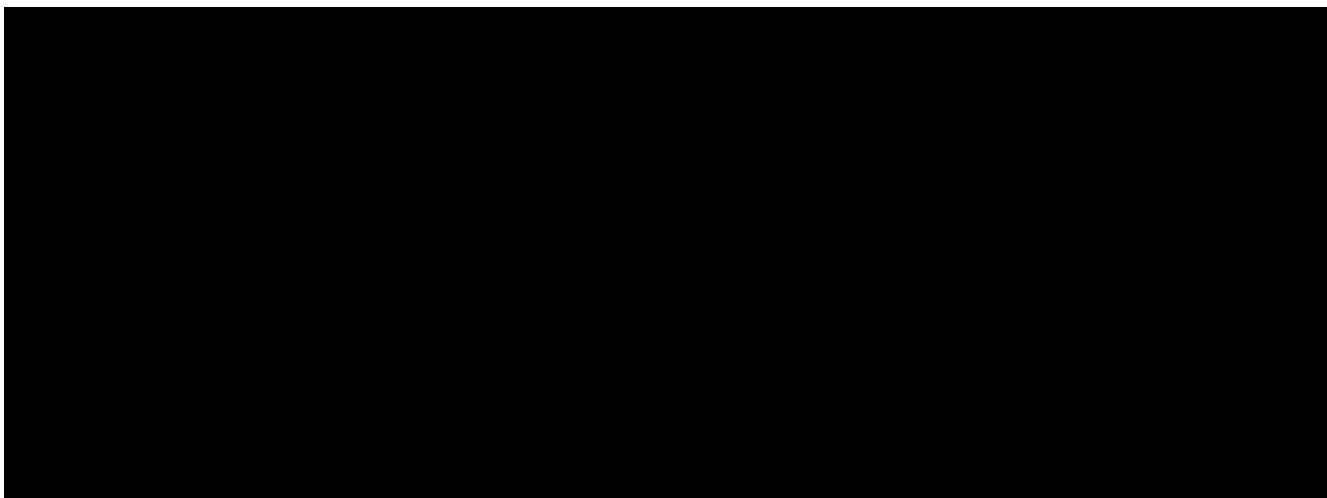
below. The meetings with the government officials addressed a range of issues and arenas regarding trafficking, for example:

- On January 21, 2020, NATU held a status and update meeting with the Director of Shelters.
- On January 22, 2020, NATU participated in a symposium hosted by the Ministry of Justice on the subject of victims of offenses. This annual conference, held in collaboration with civil society organizations, deals with the side of the victims of an offense in criminal proceedings, the needs of the victims, and their care.
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- NATU held a meeting with representatives of the Government and the Tel Aviv-Jaffa municipality on the population of foreign workers in South Tel Aviv-Jaffa and the impact of Covid-19 on their situation with respect to employment and livelihood, eligibility for assistance, and their ability to comply with the coronavirus guidelines (30.3.2020).
- NATU participated in a meeting hosted by the Commissioner of Foreign Workers' Labor Rights. The meeting dealt with identifying the needs of foreign workers in periods of emergency, and preparations for the future by public service agencies and providers of service to foreign workers (23.6.2020).
- NATU held a meeting on a procedure for coordination and increased cooperation between the LAA, PIBA, and the PTC (8.7.2020).
- NATU participated in a seminar organized by the Attorney General's Office (Public Law), on the transgender community – the event included community advocates and academics, and was devoted to introducing the MOJ to the special needs of the community, and the improvements needed in the Government services offered to the community and accessibility to them (23.8.2020)
- NATU participated in several sessions of a public-private roundtable brought forward by the Prime Minister's Office on children and youth at risk in the period of the Covid-19 crisis
- NATU participated in a meeting of the Protection of Privacy in the Public Sector Forum sponsored by the Privacy Protection Authority. The forum session dealt with the recommendation to appoint a privacy protection officer in the various organizations and units in order to provide the Office with the tools to

cope with the materials and extensive private and complex information they are exposed to in the regular course of their work (18.11.2020).

2. Building bridges and contact with NGOs - One of NATU's central functions is to build bridges between bodies, in order to promote the battle against trafficking and to strengthen the relations between government authorities and NGOs. Throughout 2020, NATU held over twenty-five (25) meetings with different organizations, and organized joint direct meetings between NGO's and GOI, for example:

- NATU held a meeting with CIMI on the subject of a new updated edition of the guide for identifying victims of trafficking (2.1.2020)



- NATU and the National Coordinator for Anti-Racism from the MOJ arranged and participated in a tour in Tel Aviv-Jaffa with civil society organizations, the Tel Aviv-Jaffa municipality representatives and the Tel Aviv-Jaffa Levinsky Clinic, on the situation of the foreign worker and asylum seekers population in the city in the wake of the Covid-19 crisis (27.4.2020)
- NATU held a meeting with NGOs to receive their feedback on the idea of publishing an annual report in Hebrew on NATU's activities and Israel's TIP efforts, and its desired contents, and to receive updates from the field on the impacts of Covid-19 (16.7.2020).
- NATU held a meeting with the Task Force on Trafficking in Women and the director of the shelters to discuss a format for the training of attorneys, judges and legal assistants on trafficking in persons (3.9.2020, 2.12.2020)

- NATU participated in a conference sponsored by the MOH and the JDC dealing with health, care, and bureaucratic challenges in normal times and during the period of the Covid-19 faced by asylum-seekers, foreign workers and stateless persons. Current challenges were raised and international models presented (21.12.2020).

3. Cooperation with academic institutions – on various issues related to trafficking in persons. Examples include:

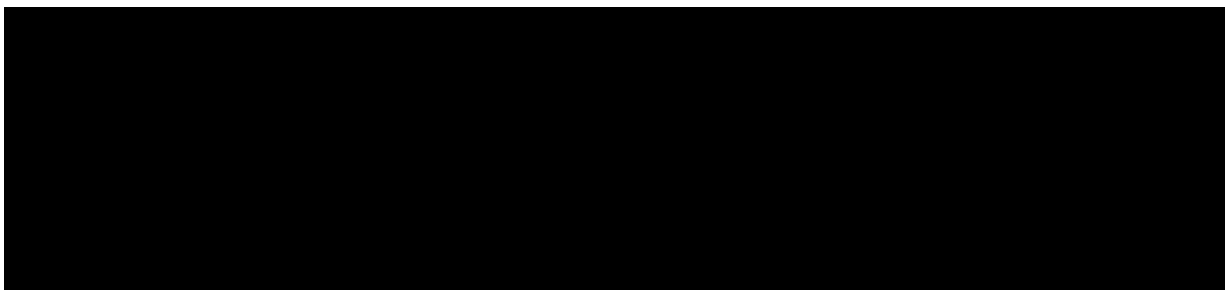
- On February 5, 2020 and on May 25, 2020, NATU participated in an academic conference sponsored by the MOJ, dealing with ethics in philanthropic and governmental practices, the impact of philanthropic activities on the manner in which government decisions are made, and on the priorities in decision making. The MOJ subsequently initiated an internal Government dialogue on practices in collaborations between philanthropy and government, intended to examine ways of putting together an effective mechanism for collaborations, as part of insights gained from inter-sectoral activities during the Covid-19 crisis. On April 19, 2020, NATU participated in a steering committee of a philanthropic and government project in the wake of the coronavirus pandemic.
- On February 23, 2020, NATU representatives participated in an event by Tel Aviv University's TRAFFLAB marking a decade since the Gluten ruling, which excluded female caregivers from the Hours of Work and Rest Law. The event examined patterns on the ground in the employment of women caregivers in private homes as well as the need and proposals for regulating the long hours called for in caregiving work in a manner that would optimize the protection afforded caregivers.
- On February 24, 2020, NATU and a representative of the Attorney General's Office held a meeting on child slavery in the Bedouin population with representatives of the School of Social Work at the Hebrew University of Jerusalem.
- In 2020 NATU participated in the Delta 8.7 project of the United Nations University. The project was established to acquaint policymakers with, and help them understand, effective measures for eradicating human slavery and trafficking in persons. The project deals with the development of three Policy Guides (Crisis, Markets, Justice) to achieve the SDG 8.7 targets.
- A NATU representative interviewed for a [BIICL \(The British Institute of International and Comparative Law\) project on Determinants of Anti-Trafficking Efforts](#), aimed at assessing which efforts

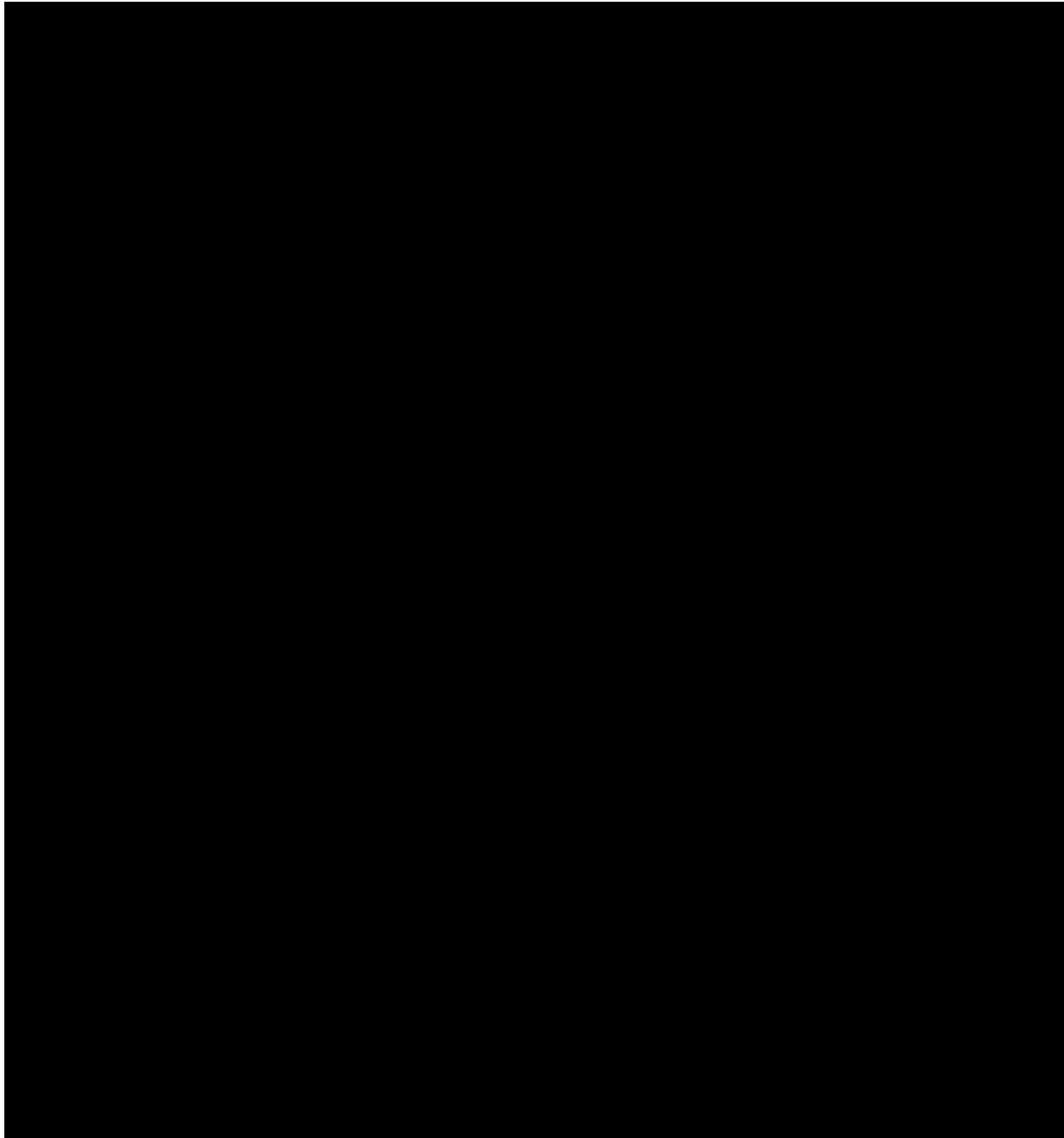
and measures have yielded improved political will and capacity in national governments to address trafficking in persons and which have led to sustained and comprehensive anti-trafficking efforts.

4. International contacts: see our response to Question #5(U)G.

5. Serving a consultative function and as a source of information – various authorities rely upon NATU as a source of knowledge and consultation. The following are a few examples of opinions and research papers prepared in this function:

- **Shelter models:** NATU conducted a comparative review of models of shelters and protection for victims in place in different countries. The review addressed the entities in charge of providing victims with care, eligibility of the victims for legal, medical and psychological assistance, the duration of the eligibility for accommodation in a shelter, and the characteristics of the shelters themselves.
- **Child slavery:** NATU prepared a review using UNODC's case law database of court rulings from different countries in cases dealing with child slavery, patterns of exploitation of minors for slavery and forced labor, and the punishment in respect of these offenses.
- **Latest patterns in prostitution:** the Office prepared a document reviewing the latest patterns in exploitation for prostitution that currently exist in Israel. The document compared patterns of exploitation for prostitution that existed for decades with patterns that developed in recent years, and that are characterized by the use of tourist visas, absence of physical confinement, and use of virtual means, etc.
- **Monitoring New Patterns – International Surrogacy:**





- Furthermore, NATU provides information on the subject of trafficking in persons through its **website**. The website presents clear information on trafficking in persons and Israel's efforts and systems for victim protection. The website is available in Hebrew and English:
 - https://www.gov.il/he/departments/office_of_the_anti_trafficking_coordinator (Hebrew version)
 - https://www.gov.il/en/departments/office_of_the_anti_trafficking_coordinator (English version)

- 6. Active involvement in particular cases of trafficking in persons** – NATU maintains constant contact with the Police and The State Attorney's Office, providing important contributions and advisory opinions, including updates on the latest developments in the field consequent to precedential or high profile cases as well as advising on sensitive and complex court cases. In 2020, it submitted several consultative opinions on specific cases, and was an integral part of the decision-making in relation to the identification process and to criminal investigations and indictments.

In 2020, NATU has also supported an emerging practice by the PTC – interviewing alleged victims of trafficking in the appropriate cases, to collect relevant information and to form a direct impression, unmitigated by the referring body (see further details in our response to Question #4). In these cases, a representative of NATU has been present – in person or remotely, as appropriate – and supported the interview process.

7. Participating in the legislative process and participating in the relevant Knesset Committees, including the Sub-Committee on Trafficking in Women and Prostitution.

- As detailed elsewhere in our report, for part of 2020 the work of the Knesset was disrupted due to the elections. NATU actively participated in discussions held by the sub-committee on Trafficking in Women and Prostitution, the Committee on the Rights of the Child, the Internal Affairs and Environment Committee, and the State Comptroller committee. It also participated in a legislative session in the Constitution, Law and Justice Committee on the Regulations regarding the alternative method of enforcement for the Prohibition of Consumption of Prostitution Law.

- 8. Raising social awareness - lectures on trafficking in persons to the public** - a key component of the work of NATU is its efforts in the field of public awareness, as will be further elaborated in our response to Question #5(U)C. NATU's representatives are routinely interviewed by the media, participate in conferences and give lectures in many forums that discuss efforts to combat TIP.

9. Participation in Inter-Ministerial teams – for example:

- During the year, NATU participated in three steering committees on shelters; members include representatives of the MLSS, the Director of Shelters and agencies that support

the victims, representatives of NGOs that work in a shelter, the head of the PTC and a representative from the Legal Aid Department. The steering committee reviewed the structure of the services provided to victims, the training needs of the team, the characteristics of the work with the Israel Police, the daily routine in a shelter, and the living conditions of the residents. On March 18, 2020, NATU participated in a cultural competence workshop in a shelter.

- During the year, NATU participated in four meetings of the inter-Ministerial team to examine the impact of polygamy on Palestinian society and on Palestinian women. The team was set up following a decision of the ministerial committee in the matter of contending with the phenomenon of polygamy.
- NATU is a permanent member of the Inter-Ministerial Committee for Bilateral Foreign Worker Recruitment Agreements, headed by the Director General of PIBA, and participated in several meetings throughout the reporting period. The committee's aim is to promote similar agreements for the prevention of exploitation, slavery and labor trafficking, discuss and solve different challenges or issues that arise in the existing agreements, improve the protection of the workers and the functioning of the call center, etc.
- NATU participated in over ten (10) inter-ministerial meetings dedicated to drafting and reviewing the new procedure that will guide the directorate for the **The Agriculture Student Exchange Program**.
- During the year, NATU participated in nine inter-Ministerial roundtable meetings on the needs of women during the period of Covid-19, headed by the Prime Minister's Office. The meetings dealt with the specific needs of women during the Covid-19 pandemic, in terms of livelihood and employment, contending with the lack of facilities for children, and contending with domestic violence.

10. Formulation and passage of new Governmental 5-year National Plan for combatting TIP in all its forms

NATU has led the process of the formulation of a new National Plan, which has been approved by the GOI in 2018 and is in the midst of preparation of the implementation plan. See further details in the executive summary and in our reply to Question #5(U)A.

Survivor Input

Dialogue with the transgender community and persons in the cycle of prostitution

In the process of legislation of the Law Prohibiting the Consumption of Prostitution, representatives of the transgender community and representatives of the persons in prostitution and other NGO's, asked to be heard by the GOI relevant officials, expressing their deep concerns about the effect of the legislation on these communities.

Therefore, in February 2020 the department of the Deputy Attorney General (Public Law) set up a meeting with the representatives of the relevant organizations and the transgender community, to allow them to present their case vis-à-vis the relevant government ministries and enforcement authorities. Different representatives from MOJ, including from the State Attorney and the Public Defense, from the MPS and Israel Police and from the MLSS participated in this meeting. This meeting brought the troubling aspects of those that are in the cycle of prostitution, to the attention of the relevant officials and enabled a direct and objective dialogue with them, in an attempt to mitigate, to the extent possible, the possible harm to these populations. This meeting also served as the basis and strengthened steps that were implemented later on, including the participation of the representatives in one of the meetings of the inter-ministerial team for the purpose of implementing the Government Resolution, adjusting and adapting the responses for the transgender community in its exit from the cycle of prostitution. For example, a special track was promoted that will remove criminal records obtained in relation to life in prostitution, by the President's Office and the Pardons Department in the MOJ -see in more detail in our reply to Question #4(U)G.

In addition to this meeting, a similar dialogue was also held within the framework of an inter-ministerial team that was formed by the MOJ and the MLSS to consider the meeting points between the transgender community and the government services in Israel and to offer holistic solutions for the unique challenges the members of the transgender community have to face. During the work of this team data was presented according to which a considerable percentage of the transgender community engaged in the past or still engaged in prostitution, *inter alia*, in light of the disadvantages and the challenges that the members of the

transgender community have to face. The inter-ministerial team also heard the concerns of the transgender community regarding the solutions offered to those in the cycle of prostitution, and these were communicated to the relevant officials in the government ministries, while emphasizing the unique needs of these populations.

In a different context, the LAA represents the victims and their voice in civil proceedings, and in criminal proceedings when they have also been the victims of sex offences. This allows the victim's voice to be better represented in the legal proceedings. Similarly, NATU maintains constant contact with the Shelter's staff and supervisors, who bring the victims voices and wishes when relevant, in a direct manner.

Lead Agencies in Anti-Trafficking Efforts

Please see our comprehensive response to Question #6 including Table 1 in the 2012 Report. The response below focuses only on central government agencies and major developments that occurred during 2020.

Committee of Directors General (CDG)

The CDG is a policy-making committee established by a Government Resolution. The Committee members include the Directors General or senior representatives of all the key Government Ministries that are involved in the anti-trafficking efforts, including the MOJ, MOI, the MPS, MOH, MOE, MFA, MLSS, the Ministry of Tourism, the Ministry of Finance and the Police. The Chairperson of the Committee is the Director General of the MOJ.

The Police

The Police are at the forefront of anti-trafficking investigation and victim protection efforts.

The Police Anti-Trafficking Coordinating Unit (hereinafter: the "PTC") is in charge of examining cases referred to it by different authorities (*inter alia*, by the Detention Review Tribunal and the LAA) and identifying victims of trafficking. In 2020, the unit comprised of only one officer – however, note that in 2020, the acting Police Commissioner decided to divert additional resources to the Police Coordination TIP unit, adding two (2) officers to the currently sole head of unit and

allocating a Police vehicle to the unit; issue an order that TIP, Slavery and Forced Labor investigations cases must be allocated to **the district units and specialized central units**; issue an order stating that TIP cases are a Police priority in proactive enforcement and each district must initiate enforcement and intelligence gathering on TIP, and report on cases under their responsibility to the Police Commissioner.

Two (2) central units within the Police take leading role in the battle against trafficking:

- The Police Prosecution Unit (Lahav)

The criminal prosecution unit within the Police is responsible for the prosecution of certain crimes against foreign workers such as restrictions on movement, false imprisonment, exploitation, fraud, withholding a passport, sexual harassment and other sexual offenses, violent offenses and forgery, which fall under Magistrate Court (the court of first instance for certain criminal offenses) jurisdiction.

- The Police Foreign Workers Investigation Department (Sa'ar)

This department is in charge of the investigation of trafficking in offenses of trafficking in persons, fraud and forgery, as well as inflated brokerage fees.

The State Attorney's Office

The State Attorney's Office is at the forefront of anti-trafficking prosecution and victim protection efforts, which are further described in the response to Question #3(U). The State Attorney's Office (within the MOJ) is The State of Israel's principal civil and criminal prosecuting authority. In the State Attorney's Office and the Districts' Attorneys' Offices there are key coordinators on a national and district level, from the various departments – criminal, civil, international - who specialize in the topic of TIP. These coordinators are active participants in various seminars, training sessions and international forums on the subject and they work closely with the State's Attorney's Office TIP Coordinators – two prosecutors from the office.

The Legal Aid Administration (LAA)

The Legal Aid Administration is a unit within the MOJ. It provides free legal aid to victims of trafficking in civil procedures and in certain administrative appeals. While it is part of the GOI, it enjoys independence and files suits or petitions against the GOI on behalf of the victims when necessary.

The Deputy Attorney General (International Law)

The Human Rights Division, operating under the Office of the Deputy Attorney General (International Law) in the MOJ, is, inter alia, responsible for providing government authorities with legal counsel on matters of international human rights law and certain aspects of international criminal law standards, including TIP. In this capacity, the division participates in decision-making governmental forums with regard to TIP and related issues. As noted in the report, the head of the Human Rights division heads the Prevention team under the National Plan.

The Population and Immigration Authority (PIBA)

The PIBA is a body operating within the MOI, with various functions related to the battle against TIP as follows: (1) the **Border Control Administration** is responsible for monitoring exits and entrances to Israel. (2) The **Foreign Worker Administration (hereinafter: the "Permits Unit")** is in charge of issuing permits for the employment and recruitment of foreign workers in all relevant fields, as well as issuance and renewal of work permits for foreign Caregivers and foreign Construction workers. The Permits Unit is also in charge of revoking or limiting such permits where there have been violations of labor regulations or other irregularities. (3) The **PIBA Enforcement Unit** is responsible for detaining illegal foreigners and conducting hearings consequent to which they are released or placed in a detention facility prior to removal from Israel. It is also in charge of supervising compliance with the legal requirements relating to the labor conditions of foreign workers investigating violations. The PIBA enforcement unit includes the **Refugee Status Determination Unit (RSD)**, which reviews applications for refugee status. (4) The **Prosecution Unit** is in charge of the prosecution of criminal offenses that involve labor violations and, in certain cases, the living conditions of foreign workers. (5) In addition, the **Inter-Ministerial Committee for Bilateral Foreign Worker Recruitment Agreements**, headed by the Director General of PIBA, leads the negotiation of such agreements, signed between Israel and the countries of origin of low-skilled foreign workers, with the intention of ensuring well-informed, supervised recruitment practices. Such agreements are a central and

effective tool for preventing TIP since they include many mechanisms intended to protect low-skilled foreign workers prior to and upon their arrival in Israel. (6) **The Bilateral Agreements Unit** - once such agreements are signed and ratified, this unit is responsible for implementing them *vis a vis* the relevant country of origin, to ensure a transparent and fair process of recruitment. Finally, PIBA has a designated Coordinator for TIP who is responsible for deciding upon the issuance of special visas for victims of TIP, as well as arranging and carrying out training for PIBA officials on identifying and addressing TIP. She is also a permanent participant in various committees – both inter-governmental and Knesset Committees – that address the fight against TIP.

The PIBA Call Center for Foreign Workers (formerly the PIBA Hotline)

As mentioned above, in recent years, the GOI has been promoting bilateral agreements with the countries of origin of foreign workers in the fields of agriculture and construction. Within the framework of the bilateral agreements that Israel has engaged in with sending countries, PIBA has contracted CIMI to administer a call center for the workers who arrive in Israel as part of these agreements, whose purpose is to reply and take care of their questions and complaints. Upon their arrival to Israel, every foreign worker receives a card which includes the contact details of the call center and the various officials that they may contact whenever necessary. The call center receives complaints, in various foreign languages spoken by the workers, 24 hours a day.

For further details, please see our response to Question #5(U)D.

The PIBA Supervisor of Social Workers

This PIBA official is in charge of supervising the social workers who are employed by the licensed manpower companies permitted to recruit foreign workers in the caregiving field. The Supervisor conducts periodic review visits to the homes of elderly and disabled persons who employ foreign caregivers or wish to employ such persons, in order to monitor employment conditions and match employers to foreign caregivers. In 2020, another position was added – a supervisor of manpower agencies and families – to support effective responses in this field.

***The Labor Standards Enforcement Division of the Ministry of Labor and Social Services
("MLSS Enforcement Division")***

The MLSS Enforcement Division is responsible for monitoring, investigating and prosecuting violations of the labor laws that apply to all workers in Israel, including foreign workers, such as: *Minimum Wage Law* 5747-1987, *Work and Rest Hours Law* 5711-1951, *Protection of Wages Law* 5718-1958, etc.

Furthermore, both the MLSS Enforcement Division and the PIBA Enforcement and Prosecution Units are responsible for the enforcement of the *Foreign Workers Law*, which includes provisions requiring that foreign workers be given proper labor and living conditions including, for example, health insurance.

The enforcement is conducted either by means of criminal indictments or by imposing administrative fines. The MLSS Enforcement Division conducts routine training sessions for labor inspectors and operates according to the guiding principles provided by NATU. It also collaborates with other enforcement authorities in investigations of trafficking in persons. For further details, please see our response to Question #5D.

The Commissioner of Foreign Workers' Labor Right (formerly referred to in the Report as the Ombudswoman for Foreign Workers Rights)

The Commissioner operates independently under the MLSS. The Commissioner is responsible for receiving complaints and inquiries from foreign workers regarding violations of labor laws, monitoring employment conditions, providing foreign workers with information and advice on the application of various laws, providing information regarding their status as indicated in the records of the MOI and providing general information on labor rights.

For further description of the Commissioner's activities in 2020, please see our response to Question #4J.

The Shelters for Victims of TIP – Atlas and Ma'agan

Government-funded shelters specially created to care for victims of trafficking (hereinafter referred to as "the shelters" or "the shelters for victims of trafficking"). While receiving their funding from the GOI and operating under the supervision of the MLSS, they are managed by an independent,

non-profit NGO (Keshet). The Ma'agan Shelter houses female victims of TIP (sometimes with their children) and the Atlas Center houses male victims. Family Apartments are also available to the victims of trafficking with children.

Please see further information in our response to Question #4(U)D.

The National Center for Survivors of Slavery and Human Trafficking (formerly: the Day Center)

The National Center for survivors of slavery and human trafficking was established in 2013 by the MLSS and it provides services for victims either while they are staying in the community – before entering the shelter, as an alternative to the shelter – or as a follow-up service after their time in the shelter has ended.

Please see further information in our response to Question #4(U)D.

B. OBSTACLES AND RESOURCE LIMITATIONS:

- Other than budgetary constraints or economic difficulties, what were the key limitations on the government's ability to address TIP problems in practice?
- Other than the COVID-19 pandemic, were there circumstances that hindered government efforts, such as a natural disaster or civil unrest?
- Were there other bureaucratic or systemic limitations, such as inadequate funding or training for police?
- Did the government lack, or fail to allocate, resources to aid victims?
- Did the government divert anti-trafficking resources (financial and personnel) as a direct result of its COVID-19 pandemic response and if so, how? If possible, please provide specific figures. Were resources for other issues similarly diverted?
- Has COVID-19 impacted the ability to collect law enforcement and victim identification data? If so, how?
- Has COVID-19 impacted official's ability to collect evidence, including victim testimony?

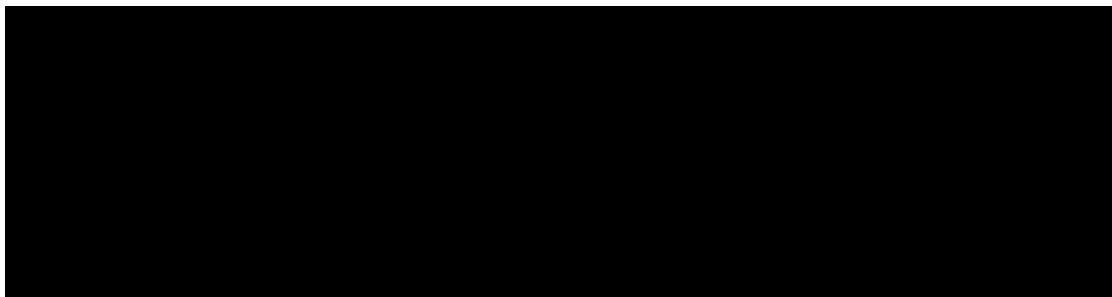
As was mentioned in the Executive Summary, the ongoing political circumstances in Israel were a substantial obstacle in 2020, in terms of Budgeting and Resources, as was the Covid-19 pandemic. For further details, please refer to the executive summary.

The Covid-19 pandemic has meant the diversion of enforcement resources from different agencies into the enforcement of compliance with MOH regulations and arrangements meant to halt the spread of the pandemic. Nevertheless, despite these difficulties, all GOI agencies managed to adapt their activities to the restrictions and limitations of the pandemic, and maintain the core mechanisms of combatting TIP, even accelerating certain functions, to increase prevention measures and protection of vulnerable populations. For further details, please refer to the executive summary and highlights.

All government bodies, as mentioned, have continued to operate effectively in 2020, within their existing budgets. In the protection field, the services for victims – including the Ma'agan and Atlas shelters, the LAA, medical and social services, and issuing of work visas by PIBA - have continued to function effectively, despite the abovementioned challenges.

However, the GOI faced some challenges, in part due to lack of sufficient resources, for example:

- Difficulties in persuading the victims to stay in Israel in order to give testimony in criminal proceedings, since there is no legal binding obligation for them to provide a witness statement to the Police or to assist in the investigation. The victims are free to either leave the country or to stay and receive the appropriate treatment and services. Early Testimony is a partial solution in these cases, since when victims return to their home country their return to their previous life means the connection with them is severed, and bringing them back to Israel to testify becomes difficult, and even more so during the pandemic.



- Due to the pandemic, the MOH-funded shelter physician and psychiatrist were no longer able to receive victims in person in the shelters, as they have done previously done previously – like many doctors in Israel who reduced or eliminated their in-person appointments. The medical checkups and treatment were offered in an online format, with the assistance of interpreters, but naturally the level and quality of the healthcare services to the victims in the shelters, was not optimal.
- Due to the pandemic, many TIP victims in the shelters and out lost their jobs in hotels, restaurants, cleaning agencies and shops that were closed down for lengthy periods in 2020. Even in essential fields that stayed open during lockdowns, there were cut downs or victims that could not continue working because they became ill with Covid-19, or needed lengthy isolation periods due to exposure to the virus. In the shelters, there were many difficulties in balancing the need to avoid exposure as much as possible, and the need of the victims to go out to public places, work, and maintain stability with their background of trauma. The shelter reported a rise in anxiety among the victims as well as different behavioral expressions of distress such as panic attacks, angry outbursts and drinking. Arranging isolation and quarantine for victims in the shelter also proved difficult, as many share a room with others and are in close proximity to others. The MLSS and shelters staff invested many efforts to support the victims through these challenges, including by trying to find other employment for those who lost their jobs, arranging quarantines out of the shelters when needed. The victims were taught different coping techniques, children received support with schooling and behavioral issues, and visas were extended as required to account for setbacks in the rehabilitative process.
- Trainings, lectures to the public and conferences were reduced due to the pandemics restrictions on gatherings, and those that were not cancelled took place in online format, and were shorter because of the limitations.

- 

- The Police developed a new system allowing the filing of a complaint online, without physically going to a Police station. This system, which was established due to the Covid-19 pandemic restrictions, will remain a permanent fixture and will ease the procedure for all victims of offences, but in particular, for those who fear the physical meeting with the police, such as TIP victims and illegal workers. This new system is expected to raise the scale of complaints.
- Besides the abovementioned difficulties in the diversion of enforcement agencies to the enforcement of the pandemic regulations during part of the reporting period, overall, the ability to collect evidence, including victim's testimony, was not hindered besides the added pandemic related challenges described. These activities continued, with the necessary adaptations, and as mentioned above, during 2020, the PTC even initiated several interviews of victims, face-to-face (or mask-to-mask), with the participation of NATU members, interpreters and victim support members of their choice.

PROSECUTION

3. (U) INVESTIGATION, PROSECUTION, CONVICTION, AND SENTENCING OF TRAFFICKING CASES

For questions 18A-D, highlight and attach all relevant TIP legislation, including new or amended laws.

-- A. EXISTING LAWS AGAINST TIP:

- Did the country have legislation specifically prohibiting sex trafficking and forced labor? Cite the name of the law(s) and date(s) of enactment, and provide copies of the law(s) and an English translation, if possible.
- Does the country's legislation require proof of force, fraud, or coercion (the "means") even in the case of sex trafficking for minors?
- If so, what are the penalties prescribed for these crimes? Does the law prescribe increased penalties for forced labor cases involving rape, kidnapping, or which resulted in death? Does the law prescribe specific penalties for child trafficking?
- If the country did not have a specific TIP law, under what other laws could traffickers be prosecuted? Include non-criminal statutes that provide penalties for TIP crimes (e.g., labor code violations).

- Please report on amendments to laws prohibiting trafficking crimes, including the penal code.

There have been no changes to the laws regarding trafficking crimes and their penalties.

For updates regarding the Consuming Prostitution Law (Temporary Order), 5779 – 2018, see our response to Question #4.

-- B. PENALTIES FOR RELATED OFFENSES:

- Were there laws prohibiting employers, recruiters, or labor agents from charging workers recruitment fees, confiscating workers' passports or travel documents, switching contracts without the workers' consent, or withholding wages as a means of keeping workers in a state of compelled service?
- Were domestic workers (both nationals of the country and foreign nationals) protected under existing labor laws? If so, please explain the key provisions.

There have been no changes related to these issues during the reporting period. See our reply to Question #5(U)D for reference to Palestinian workers – in the context of the Covid-19 pandemic and regarding the reform to their permit system.

Israel's labor laws apply equally to nationals and foreign workers, including benefits specific to a field or to organized labor. Where a workplace applies benefits, it must grant them equally to foreign and domestic nationals (for example, pension benefits). If a worker's rights have been violated, they are entitled to file suit in the labor courts, in the same way nationals are. It is also important to note that labor laws are cogent – workers cannot "agree" to relinquish their rights, even if they wish to (for example, minimum wage).

This applies to domestic workers, with one exception that has been addressed by Israel's High Court of Justice, the remuneration for overtime work.– In 2013, the Supreme Court decided in HCJ 10007/09 *Yulanda Gluten v The National Labour Court* that *the work and rest hours law* does not apply to domestic workers, citing the different nature of around-the-clock work and the need to protect the disabled and elderly patients of the caregivers. During 2020, Tel Aviv University's TRAFFLAB held

an event on a decade to the Gluten decision (referring to the original decision in the Labor Court), with the participation of the Commissioner of Foreign Workers' Labor Rights in the MLSS.

-- C. COMPARISON TO PENALTIES FOR OTHER CRIMES:

What are the penalties prescribed under law for rape and kidnapping?

There have been no changes or proposed changes related to this issue during the reporting period.

D. LAW ENFORCEMENT STATISTICS: Where possible, disaggregate numbers by type of TIP (forced labor vs. sex trafficking), industry or sector in which victims were exploited, whether the victims were children or adults, male or female, and whether the victims were nationals of the country or foreigners. Beyond quantitative details, descriptions of notable cases are extremely useful to improve Department understanding of TIP trends in country. In the absence of any data, per TVPA Minimum Standard 4(1), the Department will assume the number of law enforcement actives was zero and that government did not vigorously investigate, prosecute, convict, or sentence traffickers. *The Department does not include "TIP-related" law enforcement statistics (e.g., fraudulent adoption/baby-selling, child defilement/debauchery, distribution of child pornography, child labor that is not compelled, organ trafficking, and migrant smuggling) in the TIP Report.*

1) INVESTIGATIONS: Describe any notable investigations of suspected traffickers (including type of alleged trafficking, number of victims, nationality of the accused, etc.). Providing as much case details as possible, report the number of:

New sex trafficking investigations (number of cases)

New forced labor investigation (number of cases)

Number of sex trafficking and forced labor investigations initiated from hotline calls (if applicable)

Ongoing sex trafficking investigations initiated in previous reporting periods (number of cases)

Ongoing forced labor investigations initiated in previous reporting periods (number of cases)

Arrests for forced labor and sex trafficking made during the reporting period (in number of individuals arrested)

Newly or previously initiated investigations that were ultimately prosecuted as non-TIP crimes during the current reporting period (number of cases)

2) *PROSECUTIONS*: Indicate the specific law(s) (and sections, if applicable) under which suspected traffickers were prosecuted. Describe notable cases. Provide the number of:

- Individual defendants newly prosecuted for alleged forced labor crimes
- Individual defendants newly prosecuted for alleged sex trafficking crimes
- Individual defendants involved in ongoing prosecutions begun in previous reporting periods
- Individual defendants in detention vs. out on judicial supervision/ bail during proceedings

3) *CONVICTIONS AND SENTENCES*: Indicate the specific law(s) (and sections, if applicable) under which traffickers were convicted when possible. Describe notable cases. Provide the number of:

- Individuals convicted for forced labor crimes
- Individuals convicted for sex trafficking crimes

In addition, note:

The length of jail sentences imposed on each convicted trafficker (as well as fines and plea bargains, if applicable).

How many, if any, convicted traffickers received no jail time or fully or partially suspended sentences

Report appellate courts' affirmations or reversals of convictions by lower courts and provide details or share court documents explaining case dismissals and acquittals

Explanatory Note

- The *Anti-Trafficking Law (Legislation Amendments)* 5767-2006 was enacted in 2006, and *inter alia* amended the *Penal Law* by creating five core offenses, which together encompass the main aspects of the TIP phenomenon. The common denominator of the **five core offenses** is that they all criminalize conduct which objectifies a person and denies their basic human dignity and freedom. All five core offenses are punishable with severe prison terms (hereinafter: "Trafficking Offenses" or "Core Trafficking Offenses").
- In addition, there are various **related offenses**, which are not considered “trafficking” as defined above, yet are often (though not necessarily) related to TIP, such as pandering, managing a property for the purpose of engaging in prostitution, withholding a passport, charging excessive brokerage fees, etc. (hereinafter: "Related Offenses").
- According to the *Criminal Procedure Law* 5742-1982, certain TIP related offences are handled by the Police Prosecution Unit, while others (usually more serious offenses) are handled by the State Attorney's Office.
- In addition to the criminal prosecution system led by the State Attorney's Office and the Police, the PIBA Enforcement Unit and the PIBA Prosecution Unit manage an additional enforcement and prosecution system. These units investigate and prosecute offenses relating to illegal employment of foreign workers, non-provision of legal living conditions to foreign workers and non-provision of medical insurance to foreign workers. The Enforcement Unit also investigates administrative offenses relating to suspected violations of conditions of permits to employ or recruit foreign workers.

This enforcement system is elaborated in our response to Questions ##.

Table No. 1 – The Five Core Offenses in the *Penal Law*

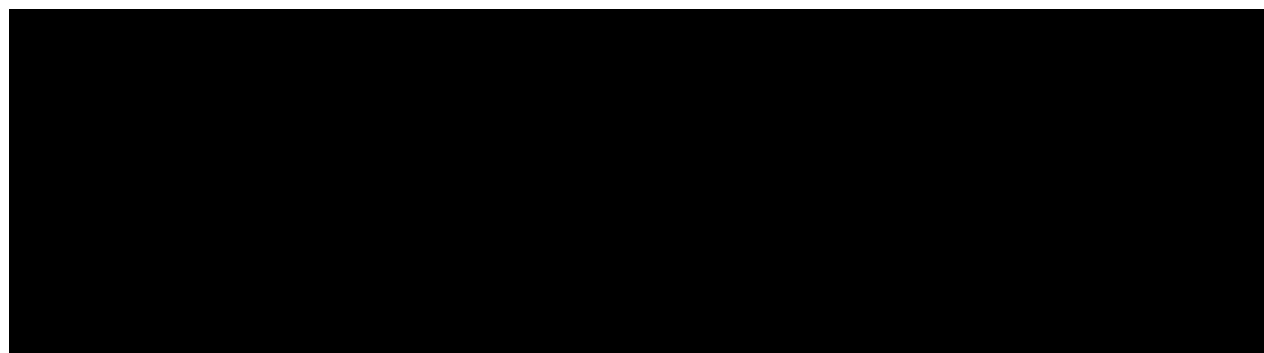
Name	Section of the Penal Law	Description of the Offense	Maximum Prison Term

Trafficking in persons	377A (a)	A transaction in a human being for purpose of (1) organ removal, (2) illicit surrogacy, (3) slavery, (4) forced labor, (5) prostitution, (6) participation in a pornographic publication or exhibition, or (7) committing a sexual offense against the victim.	16 years; 20 years if the victim is a minor
Abduction for the purpose of trafficking	374A	Inducing a person to move from one place to another, by means of threats or force or by fraudulently obtaining her/his consent, for any of the purposes of trafficking in persons as detailed in Section 377A (a).	20 years
Holding a person under conditions of slavery	375A	Holding a person under conditions of slavery for the purpose of work or services, including sexual services.	16 years; 20 years if the victim is a minor
Forced labor	376	Forcing a person to work, whether for remuneration or not by means of force, other means of pressure or threats of force or pressure, or by fraudulently obtaining her/his agreement.	7 years
Causing a person to leave her/his country for purposes of prostitution or slavery	376B	Causing a person to leave the country in which she/he resides in order to engage him/her in prostitution or to hold him/her under conditions of slavery.	10 years

A. Law Enforcement Statistics – TIP for Slavery and Forced Labor

As a result of joint efforts by The State Attorney's Office, the MLSS, the PIBA and the Police, and due to the growing number of bilateral agreements regarding foreign workers, the law enforcement statistics of 2020, as well as previous years' experience, seem to indicate that **the majority of offenses committed against foreign workers in Israel do not constitute trafficking offences, and usually establish fraud and exploitation offences.** Notwithstanding, the Police are making their utmost efforts in order to prevent and eradicate any form of trafficking in persons and related

offenses in Israel, with a special emphasis on foreign workers. Indeed a group of thirteen (13) labor trafficking victims from the agriculture field were identified in 2020 (albeit after a HCR petition filed by Kav Laoved, that was erased after the workers were recognized as TIP victims and referred to the Shelters), and investigations against numerous suspects were initiated which may result in indictments for slavery or forced labor, but they are still at their early stages.



ii. Investigations

Table No. 2: Investigations for Labor Trafficking, Slavery and Related Offences

Nature of Offense	Number of New Investigation Cases Initiated in 2020	Number of Suspects	Number of Arrests
Holding Under Conditions of Slavery	2	2	2
Forced Labor	3	5	2
Holding a passport / Exploitation of Vulnerable Persons	3	4	2

iii. The State Attorney's Office

The State Attorney's Office is involved in investigations where there is suspicion of holding a person under conditions of slavery or forced labor from the early stages, recognizing the importance of creating a clear and universal policy of enforcement. This includes defining the type of evidence to be gathered by the investigating unit, making a legal determination on the type of cases that warrant

indictment in each offence, and to bring appropriate cases before the Courts – to assist and lead an effective long-term process of prosecution and deterrence.

During 2020, the State and District Attorney's Offices have closely monitored every case in which there was suspicion of TIP related offences, being mindful to the possible effects of the pandemic in amplifying the vulnerability to TIP among already vulnerable groups. The manner in which restrictions of movement should be addressed was a prominent dilemma in 2020, as restrictions stemmed from pandemic related reasons and have affected the public.

Other cases where the victims of the offense are migrants

Offences committed against foreign workers in Israel are characterized by the exploitation of the economic plight of the foreign workers, which – in some fields – can be exacerbated by the exorbitant brokerage fees are required to pay (almost always in their countries of origin, outside of Israel). These debts make workers vulnerable to abuse and reluctant to report it, and willing to work for almost any pay and under any conditions, due to the economic hardship/low socio-economic background described.

In recent years, an examination of the investigation files opened by the Police and transferred to the prosecution reveals that except for a few cases, cited above, investigations that established suspicion of TIP for the purpose of slavery and forced labor, or holding under conditions of slavery, with regard to foreign workers, have not yet developed into TIP indictments. At times, the allegations establish offenses of extortion and/or withholding a passport; at times fraud is also carried out against foreign workers, on the part of individuals or manpower agencies, and appropriate indictments were submitted.

Over-charging of brokerage fees

Over-charging of brokerage fees by the private offices constitutes a criminal offense, the penalty for which has been aggravated, and constitutes a predicate offense for the purpose of the *Prohibition of Money Laundering Law*.

B. Prosecutions and Convictions

The State's Attorney's Office - see below on Table No. 4.

C. Law Enforcement Statistics

TIP for the Purpose of Prostitution

i. General

The battle against TIP is of paramount importance to the Police. The Police operate in accordance with State Attorney Guideline 2.2, which mandates that the Police investigate the possible existence of TIP for the purpose of prostitution, in operations that involve brothels. The frequent trainings given to police officers in recent years have enhanced their ability to identify external signs that a person is a victim of TIP. Every piece of information is carefully examined, and an initial evidence (*prima facie evidence*) is required in order to refer a victim of trafficking to a shelter.

Recent years have indicated that the majority of intelligence and cases that were handled by Police concerned such offenses as causing a person to leave a country for the purposes of prostitution, typically while exploiting the visa exemption of the relevant country. The offenders often use internet infrastructure to locate, recruit and organize the process of arriving in Israel to engage in prostitution, at times on platforms of legitimate websites. This, in most cases, with the apparent consent of the victims, while lacking the "traditional" character of the trafficking offenses as was the case in the past, for example violence, threats, coercion, rape and withholding a passport.

The Police continue to take steps to address the current challenges and improve the Police response, including the creation of a more personal work interface with the victims – investigators often come to meet the victims at the shelter, and maintain close contact with NGO's.

ii. Investigations

In 2020, the Police initiated new investigation cases as follows:

Table No. 3 – Investigations of Trafficking for the Purpose of Prostitution and Related Offenses

Nature of Offense	Number of New Investigation Cases Initiated in 2020	Number of Suspects	Number of Arrests
Pandering for the purpose of prostitution	7	8	3
TIP for the purpose of prostitution	1	0	0
Inducement to engage in prostitution	17	38	24
Managing or renting a property for the purpose of engaging in prostitution	50	93	11
Advertisement of prostitution	15	19	8
Causing a person to leave his/her country for purpose of prostitution	2	3	3

In total, the Police initiated 92 new investigation cases regarding TIP for the purpose of prostitution and related offenses in 2020

Notes and analysis

- There has been a slight decrease in the number of cases, which is partially explained by the fact that for most of 2020 foreign nationals could not enter Israel. The data shows that enforcement against exploitation in prostitution continued to be significant even under the pandemic limitations.
- With regards to Trafficking for Prostitution, it is important to note that even when TIP is suspected when the case is opened, the elements of TIP are difficult to prove and are often not established as the investigation progresses.
- Many actions were taken to address **advertisement of prostitution**, but the choice has been to concentrate on administrative rather than criminal procedures in this regard. However, criminal cases are opened in cases where the administrative website blocking process reveals the identity of the site

operator, or when the investigation finds links between the advertisement and the provision of sexual services, so pandering can be established.

Note that the low numbers in the number of cases of advertisement of prostitution are misleading, as the administrative proceedings are not recorded in the police systems and as such – are not properly represented in the data.

ii. Prosecutions and Convictions

The State Attorney's office filed substantive indictments this year, and continued ongoing cases, as described below, demonstrating the strong commitment and importance the AG's office relate to these cases, as a leading and active partner.

As is demonstrated in Annex 1, some cases continue to present substantive evidentiary difficulties, including those due to the victims' lack of cooperation, and desire to return immediately to their home countries. When those evidentiary difficulties lead to plea bargains, the State Attorney's Office maintains its insistence on harsh penalties, and makes the plea bargain conditional on the defendants' depositing the compensation sums in advance – in order to ensure victims receive the agreed upon compensation.

In addition to the above, the State Attorney's Office has recently been involved in several Police investigations of TIP for various purposes (not limited to prostitution). Those cases raise difficult legal questions, demonstrating the existence of varied and complex legal criminal activity that – while not widespread – requires the alertness and professionalism of the enforcement authorities.

Cases in related offenses to TIP for the purpose of prostitution

Despite the success in the fight against TIP for the purpose of prostitution, the Police and the State Attorney's Office continue their efforts in prevention and enforcement, by insisting on strict enforcement of the law in respect of related offenses as well, such as pandering, maintaining a place for prostitution, advertising prostitution etc. In addition to these being harmful offenses, the enforcement of offenses related to trafficking offenses creates a hostile climate for the development of the serious offenses of trafficking for the purpose of prostitution.

Also see **Integrated Enforcement Efforts** below.

Enforcement Statistics

TIP for the Purpose of Prostitution, TIP for the Purpose of Forced Labor, and Related Offenses (State Attorney's Office)

- The following data refers to the number of "cases", namely, criminal files handled by a court. A single "case" may involve more than one individual, indictment and/or conviction.
- The data below is divided based on the number of indictments and convictions under (1) charges **of both** TIP and related offenses, and (2) charges of related offenses **only**.
- The following data relates to the period between **January 1, 2020 and December 31, 2020**. However, some convictions relate to cases that were initiated prior to 2020, as indicated below.
- The data concerning convictions includes **twelve (12)** cases in which the conviction was decided during 2019 and the sentence was rendered during 2020.

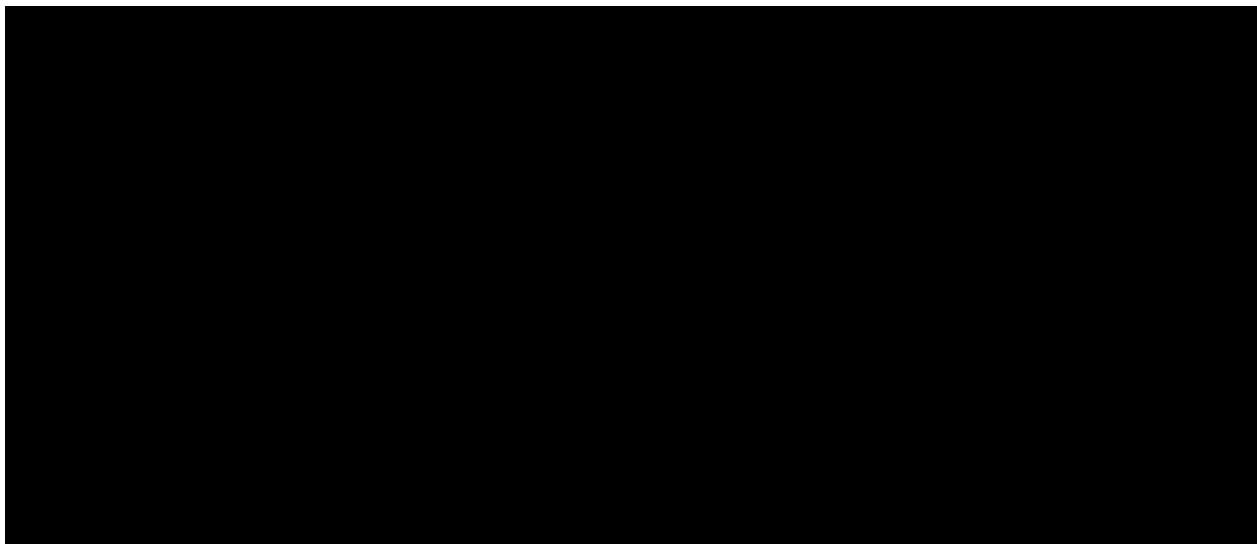


Table No. 4 - Prosecutions and Convictions²

	TIP for the Purpose of Prostitution and/or Related Offenses	TIP for the Purpose of Slavery and Forced Labor and/or Related Offenses
Indictments	17 cases (27 defendants): TIP <u>and</u> related offenses: 2 cases (3 defendants) Related offenses <u>only</u> : 15 cases (24 defendants)	2 case (2 defendants): TIP <u>and</u> related offenses: 1 case (1 defendant) Related offenses <u>only</u> : 1 case (1 defendant)³
Convictions (including cases from previous years)	16 cases (36 defendants): TIP <u>and</u> related offenses: 4 cases (9 defendants) Related offenses <u>only</u> : 12 cases (27 defendants)	4 cases (6 defendants): TIP <u>and</u> related offenses: 1 case (2 defendants) Related offenses <u>only</u> : 3 cases (4 defendants).

² Please note that there is an overlap regarding some of the cases as they were counted more than once:

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³ This case was submitted to us separately, in 2021, but all remaining data refers to the period between 01.01.19 and 31.12.20, as was previously mentioned.

Additional explanatory comments

TIP for the Purpose of Prostitution and Related Offenses

- Pending cases: as of December 31, 2020, there were **twenty-four (24)** pending cases (against **fifty-four (54)** defendants). The indictments in these cases were submitted in previous years: **one (1)** in 2017, **three (3)** in 2018, **five (5)** in 2019 and **fifteen (15)** in 2020.
- Appeals: **two (2)** appeals were decided by the District Courts, relating to convictions in offenses related to prostitution.⁴ The District Attorney's Office are in the process of preparing an appeal in one (1) additional case.
- Plea Bargains: in **nine (9)** of the aforementioned cases, against **eighteen (18)** defendants, a plea bargain was reached and approved by the Courts. Out of these, in **six (6)** cases, with **nine (9)** defendants,⁵ a plea bargain concerning only the conviction, but not the punishment, was approved by the Courts.

TIP for the purpose of slavery and forced labor

1. Pending cases: as of December 31, 2020, there were **six (6)** pending cases (against **nine (9)** defendants). The indictments in these cases were submitted in previous years: **one (1)** indictment was filed in 2015, **six (6)** were filed in 2018, **one (1)** was filed in 2019 and **one (1)** was filed in the beginning of 2021.
2. Appeals: three (3) appeals were submitted relating to TIP for slavery/forced labor and/or related offences. Two (2) appeals were submitted to the Supreme Court; one (1) of which was rejected and the other is still pending. One (1) appeal was submitted to the District Court and was rejected.

⁴ One (1) appeal, which was submitted by the defendant, was accepted by the Court, resulting in a reduction in the fine imposed – from 15,000 NIS to 8,000 NIS. The other appeal, which was submitted by the District Attorney's Office, regarding the leniency of the punishment, was rejected.

Prostitution of Minors

(i) General

There is an inherent difficulty in the enforcement of this phenomenon, due to the fact that, as a rule, neither one of the parties involved is willing to cooperate with the Police, and the minors sometimes do not see themselves as engaging in prostitution or being exploited.

As elaborated below, since 2017 the MPS and the Police took initiatives to improve the relevant mechanisms with the phenomenon of prostitution of minors. A main goal defined by the police for 2019-2020 was the implementation of treatment of minors who are exploited in prostitution and encouraging the opening of more investigations. Efforts have included:

1. In 2018, as reported previously, the MPS and the MLSS finalized the inter-ministerial principles for roundtable forums on Prostitution of Minors, to be held at a municipal level with the support of NATU and the MPS, once a month. **In 2019, the first pilot of the roundtable forums began** in Tel-Aviv-Jaffa and Petach-Tiqva. The pilot included participants from the MLSS, the State Attorney's office, MPS, the Police, MOH, Ministry of Education, as well as members of the social services of the relevant municipal authorities. In 2020, two (2) new roundtables were established, in [REDACTED] and [REDACTED]. [REDACTED] each of the roundtables held 3-4 meetings in 2020, except for the roundtable in [REDACTED] which held its first meeting in November of 2020 and second in December 2020, and a third meeting is planned for January 2021. The main objective of the roundtables for 2020 was to map the characteristics of the phenomena in their zone, and define their goals. The sessions were held in an online format due to the Covid-19 related challenges.
2. Trainings and lectures among youth investigators in different police districts. In this context, the initial training of a youth investigator includes a session on the topic of prostitution of minors and a training video on the subject.
3. **Explanatory and training materials:** an explanatory document on the offense of consumption of prostitution from a minor (Section 203C of the *Penal Law*) was distributed to district investigation and intelligence officers; every police station in the country received a DVD on the offence.

Development of the Child Online Protection Bureau (Previously known as the MAOR program) – a national program for the prevention of violence and crime against children and teenagers online. The program includes not only representatives of the police and MPS, but also representatives from the Ministry of Education, MOJ, MLSS and MOH, started its operations in February 2018, as part of Government Resolution No. 1006, from January 17th, 2016 and Government Resolution No. 1972, from September 27th, 2016. The program includes, among other things:

- The establishment of a dedicated police unit for crime against minors on the internet, including pedophilia and prostitution
- A national center for child protection, to receive and coordinate inquiries 24/7 on bullying and cyber-crimes
- A prevention and advocacy division, to promote and work to raise public awareness;
- An immediate hotline providing toll-free calls from all over the country and from any phone - the hotline, which can be reached by dialing 105, was launched in a limited capacity in February 2018, and was launched to the public and transferred to a full working format (24/7), in November 2018. For further data please refer to our Reply to Question #4(U)E.

(ii) The State Attorney's Office

The State Attorney's Office also gives special emphasis to those cases in which the victims are minors, due to their particular severity.

Steps taken in recent years include: A letter from The State Attorney to the Head of the Investigations and Intelligence Division, reiterating the need to enhance enforcement efforts and make them a priority; Meetings between the prosecution and the police representatives and NATU – in order to examine the existing difficulties and explore other possible courses of action; The State Attorney's office conducted an examination of investigation files where an indictment was not submitted for the purpose of drawing conclusions and a forward-looking examination. **In 2020, special emphasis was placed on coping with pandemic related challenges and the increase in the prevalence of online crimes against minors.**

We hope that these actions will lead to an increase in the cases forwarded for the prosecution's examination in these offenses and the submitting of indictments, while noting the importance of measures in other fields, such as welfare and education.

(iii) Enforcement Statistics 2020

- **Two (2)** investigation cases, against eleven (11) suspects were opened in offences related to prostitution of minors (pandering minors for prostitution, inducing a minor to engage in prostitution).
- **Five (5)** indictments were submitted in 2020 regarding offenses relating to prostitution of minors.
- **One (1)** conviction was made, and **three (3)** sentences were given in 2020 (in cases in which the indictments were submitted in previous years).

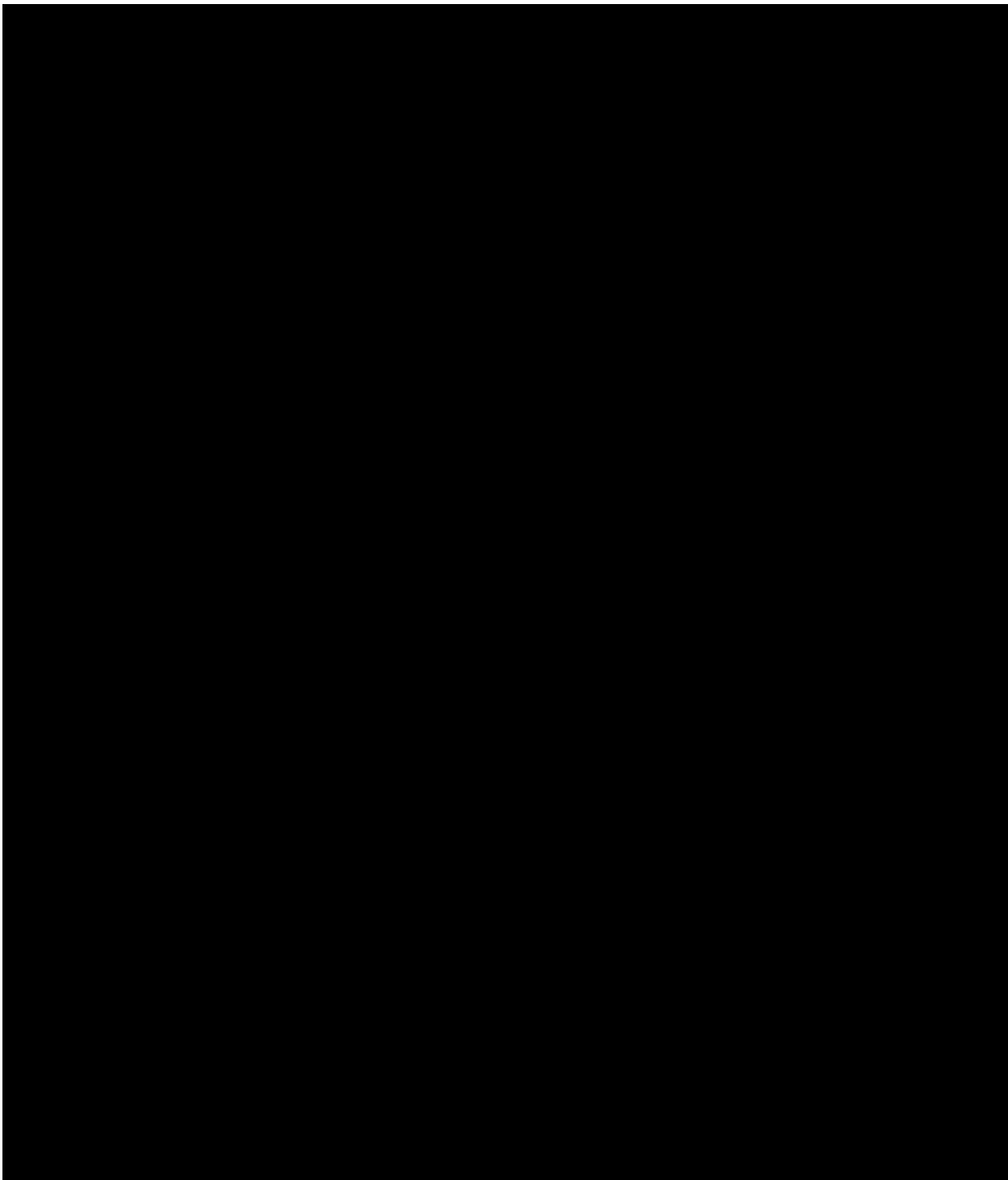
Other Enforcement Operations

(i) Integrated Enforcement Efforts

For the past four years, the Civil and Criminal divisions of the Tel Aviv District Attorney's office have been leading integrated enforcement efforts against the offences related to prostitution – such as pandering, keeping a place for the purpose of prostitution and advertisement of prostitution. Beyond the harm in these offences themselves, their effective enforcement also serves to create an "unwelcoming climate" for TIP.

Intensive efforts are also made in the implementation of the Restriction of the Use of a Place Used to Commit Offences Law 5765-2005, and in the issuing of closure orders against brothels, as detailed in שגיאה! מקור ההפניה לא נמצא. Note that in 2020, many brothels were closed because of Covid-19 restrictions and related enforcement, and not necessarily as a result of administrative orders.

(ii) Activity in the Cybercrime Realm



s 4) SOLICITATION OF SEX TRAFFICKING VICTIMS: In 2015, the U.S. Congress passed the Justice for Victims of Trafficking Act (JVTA), which amended the definition of sex trafficking to include cases in which persons knowingly solicit or patronize a sex trafficking victim – including a child – to perform a commercial sex act. Please note:

- Whether the country's TIP law prohibits this crime, and if so, please cite the name of the law and provide a copy and English translation and;
- The number of investigations, prosecutions, and convictions and sentences of such suspects as separate tallies from the law enforcement data requested above.

Law Prohibiting the Consumption of Prostitution (Temporary Provision and Legislative Amendment) 5779-2019

On July 10, 2020 the Law Prohibiting the Consumption of Prostitution (Temporary Provision and Legislative Amendment) 5779-2019, that was published in the Official Gazette on January 10, 2019, **entered into force.**

The law prescribes a criminal prohibition on prostitution consumption and on being in a location that serves for acts of prostitution for the purpose of consuming prostitution. A rebuttable presumption was laid down with the offense, according to which whoever is in a location used primarily for acts of prostitution (such as a brothel) as a person who intends to consume an act of prostitution. The law states that an offense of the consumption of prostitution is an administrative offense for which the police is entitled to impose a fine in the amount of 2,000 NIS (610 USD), and in a recurring offense within a period of three years – double of the said amount of the fine. Nevertheless, the prosecution is entitled, in extraordinary circumstances, to file an indictment in an offense in the ordinary criminal proceeding, and then the maximum penalty will be a fine in the amount of 75,300 NIS (22,890 USD). **Note that receiving an act of prostitution from a minor was criminalized prior to the enactment of the Prohibition on Consuming Prostitution Law (Temporary Order), 5779 – 2018, and carries a penalty of five (5) years' imprisonment.**

The law laid down as a temporary provision for a period of five years as of the date it entered into force, and in addition it prescribes that an accompanying research will be conducted, whose conclusions will be submitted to the Knesset no later than the expiration of the term of effect of the law.

In order to enforce the law, the Minister of Public Security was required to sign an order, to authorize the Police Commissioner to appoint officers who would impose the administrative fines, as required by the Law of Administrative Offences, 5746-1985. The Minister signed the order on 30.12.20 as agreed following the involvement of the Attorney General.

The Minister explained his initial reluctance to sign the warrant was due to his concern that the existing aid and rehabilitation frameworks for people in the cycle of prostitution, though those had already been enlarged and new responses available that were not full at the time, were not sufficient, or best prepared for the increase in the demand for services, as a result of the entry of the law into effect. This was partially due to the complications and difficulties caused by the lack of a state budget during this period. Indeed much progress was made in the second half of 2020, as existing frameworks were significantly expanded and development of new programs was accelerated, enabling new programs to open already in 2020 (as elaborated hereafter). A petition was submitted to the HCJ regarding this matter (H.C.J. 5908/20 *The Task Force on Human Trafficking and Prostitution v. The Minister of the MPS*), and was erased after the warrant was signed.

In 2020, several legal structures were advanced to promote the effective implementation of the law:

- (i) **Directive 4.1115 of the Attorney General: "Enforcement policy on the Law Prohibiting the Consumption of Prostitution (Temporary Provision and Legislative Amendment) 5779-2019."**

This directive was formulated in 2019-2020 and was published in July 2020 after the law entered into force. The directive is intended to outline the enforcement policy of the offense that was prescribed, while taking into consideration the fact that this is an administrative offense. The directive clarified, inter alia, the principles underlying the law, the foundations of the offense and the manner of applying the presumption that was set out in the law.

In addition, the directive laid down guidelines regarding the performance of an investigation and circumstances in which an indictment will be served. In this regard it was stated that an indictment could be filed, for example, in circumstances in which **the consumption of prostitution is made in particularly aggravating circumstances** such as the abuse of the status of a person as a victim of TIP offences; the abuse of serious conditions in which a person is in, such as deprivation of freedom or incarceration; abuse of a serious and noticeable disability of a person and more. It should be noted that in these cases the authorities will assign meaning to the concrete circumstances and the ability of the consumer to understand their existence, for example whether these are conditions or a noticeable situation, whether the consumer was aware that the person was a victim of trafficking, and more. Other circumstances that were prescribed as circumstances justifying the filing of an indictment are circumstances of additional accompanying offenses that are related to the consumption of prostitution, circumstances of recidivism – a person who is caught consuming prostitution for the third time in three years, or previous offenses in the three years that preceded the commission of the offense related to the prostitution industry or trafficking in persons (the list of offenses is provided in the directive).

The directive further addresses the sensitivity that should be applied within the framework of the enforcement against the populations that are within the cycle of prostitution, asks to assure that the enforcement actions will not worsen their condition, and all while placing an emphasis on the need to protect their autonomy. The directive further clarifies that officers who enforce this offense will undergo a unique training that will include, inter alia, emphasis on the difficulties that accompany the populations that are in the cycle of prostitution, including the stigma that they often face.

The Police has disseminated the training to officers in the field, as well as integrated it in the training to the enforcing officers, and the PTC is monitoring its implementation.

(ii) Regulations Prohibiting the Consumption of Prostitution (Alternative Measures to Impose a Fine) 5780-2020

Section 5 of the Law Prohibiting the Consumption of Prostitution authorizes the Minister of Justice to prescribe optional regulations:

(a) The Minister of Justice, with the consent of the Minister of Labor, Social Affairs and Social Services and approval of the Knesset Constitution, Law and Justice Committee may prescribe in regulations an alternative means for payment of the administrative fine, all or part thereof, imposed on a person committing an offense as per section 2; the purpose of the Alternative Means is, inter alia, to provide knowledge and raise awareness of the damages caused to the populations in prostitution, in order to prevent recurrence of the offense.

In July 2020 the Minister of Justice decided to exercise his authority to prescribe the regulations, in coordination and with the approval of the Minister of Welfare and the Minister of Public Security and these regulations were enacted a short time afterwards and were published in the Official Gazette on September 2, 2020.

The enactment of the regulations in fact lays down a new and unique mechanism in administrative offenses (in which the default is the imposition of a fine, as opposed to the filing of an indictment). The mechanism created in the regulations enables the consumer of prostitution to select a program as an alternative to the fine, operated by the Probation Service for Adults in the MLSS. The regulations state that the program includes a psycho-educational workshop or a series of individual meetings (according to the decision of the probation officer) in a total scope of 6 to 10 hours. The purpose of the program is to provide information and to develop the understanding of the damage and the negative impact of the consumption of prostitution on all those involved in the cycle of prostitution.

According to the regulations, full compliance with the program is an alternative to the payment of the fine in the following manner: in the event of a first offense, compliance with the program will replace the entire amount of the fine (NIS 2,000); in the event of a recurring offense, compliance with the alternative program will replace half of the amount of the fine (NIS 2,000 of NIS 4,000, i.e., the person obligated to pay the fine will be required to pay an additional amount of NIS 2,000).

The regulations lay down in detail the objects, conditions and boundaries of the program as alternative to a fine; the dates and the manners in which the fined person will be able to file an application to participate in such a program, and the manner that the application will be processed by the probation officer and the

considerations that the probation officer will exercise for the purpose of deciding whether or not a person on whom a fine was imposed is eligible to participate in the program.

It should be noted that given the unique nature of the mechanism and the involvement of a number of government entities in its implementation, an inter-ministerial interface including an internet website was prepared to allow the persons who received a fine to receive all relevant information and to select the options provided in that website, including the option to participate in an alternative program, in a simple and accessible manner.

The regulations entered into force on November 2, 2020.

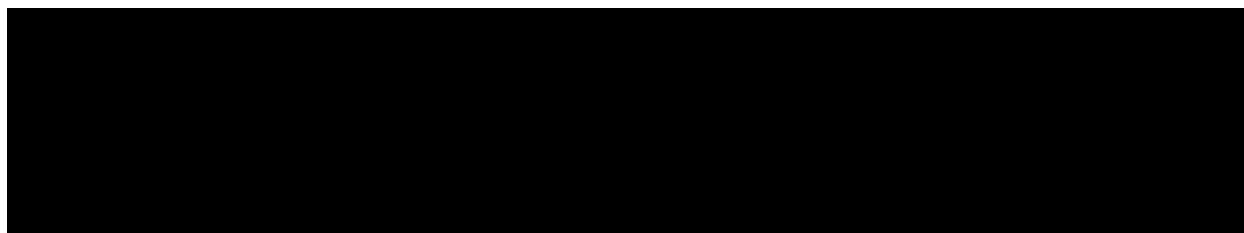
5) LAW ENFORCEMENT ACTION AGAINST GOVERNMENT COMPLICITY:

- What measures did the government take to prevent official complicity in TIP crimes? How did the government respond to reports of complicity?
- Has the government implemented a system for criminally prosecuting and penalizing complicit officials? Please indicate the number of officials (including local or national law enforcement, and diplomats or peacekeepers deployed abroad) investigated, prosecuted, convicted, sentenced, and/or incarcerated for involvement in TIP or criminal activities linked to TIP. What penalties were imposed?
- Were these efforts credible (i.e., not used spuriously to target peaceful dissidents or political opposition figures)?
- Report any allegations, investigations, or prosecutions of foreign diplomats posted in the country on charges of sex or labor trafficking (such as forced labor by household employees).
- What steps were made to reform, overturn, or address the effects of the national policy or directive involving TIP?

Diplomats

- The Police are not aware of any cases where a foreign diplomat was suspected of involvement in TIP in the reporting period.
- The MFA is not aware of any cases during 2020, whereby a foreign diplomat serving in Israel or an Israeli diplomat serving abroad was involved or charged in TIP or with related offenses.

The Police



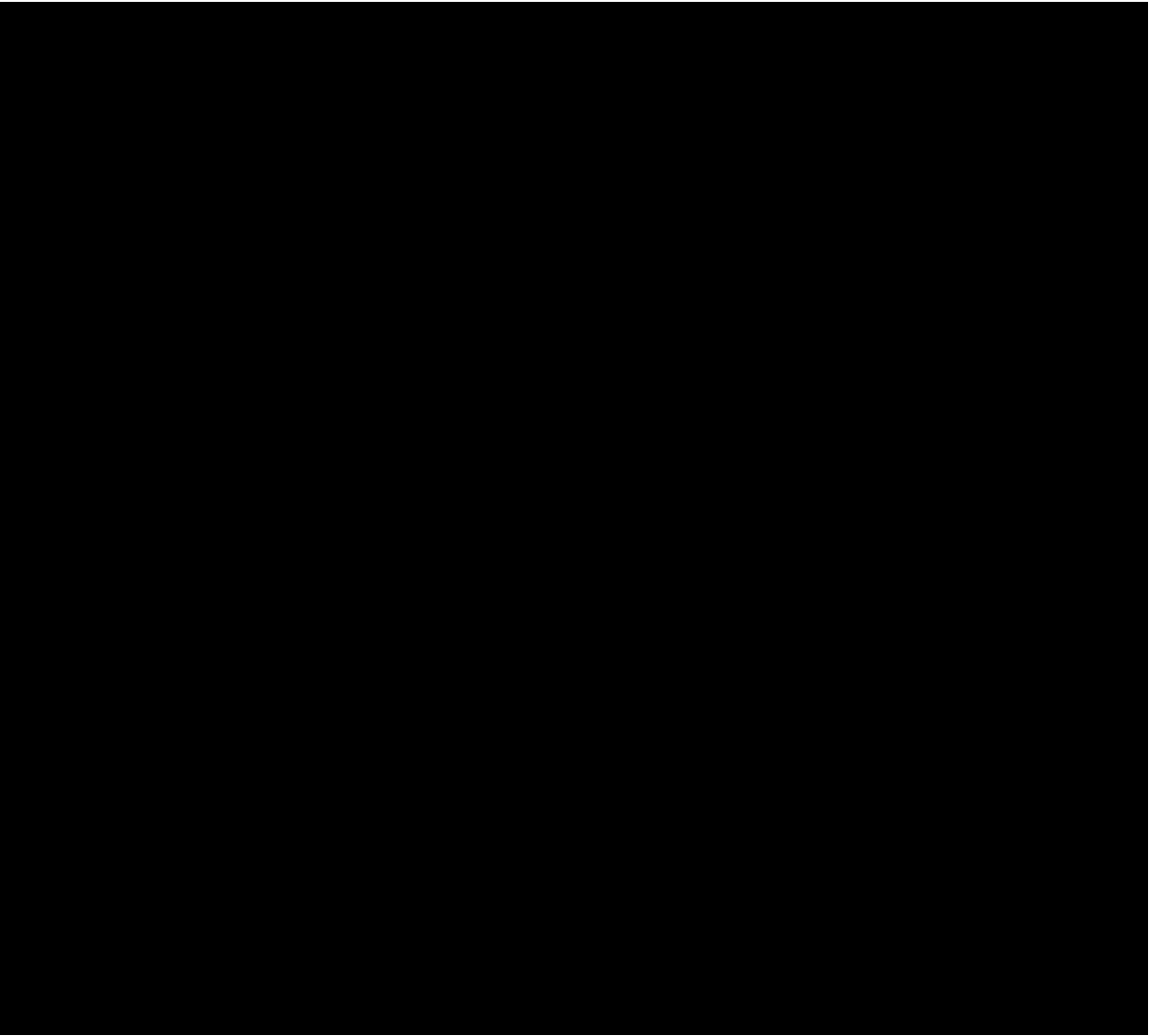
The Department for Investigation of Police Officers (DIPO)

Generally, any case including the involvement of police officers in offenses of TIP (directly or indirectly), accepting sexual and non-sexual bribes from the operators of brothels and prostitutes, or assisting felons in this matter (giving notice of police raids, etc.), as well as in TIP for labor offenses or related offenses, would be handled by the DIPO with the utmost seriousness.

The basic training given to DIPO staff emphasizes the sensitivity in which cases involving foreign residents need to be handled, due to the victims' vulnerability. The DIPO receive training from the centers for victims of sexual assault, emphasizing the unique attributes of victims of sex offences and the associated difficulties, especially with ones belonging to vulnerable groups (like migrants).

Relevant DIPO cases in 2020:

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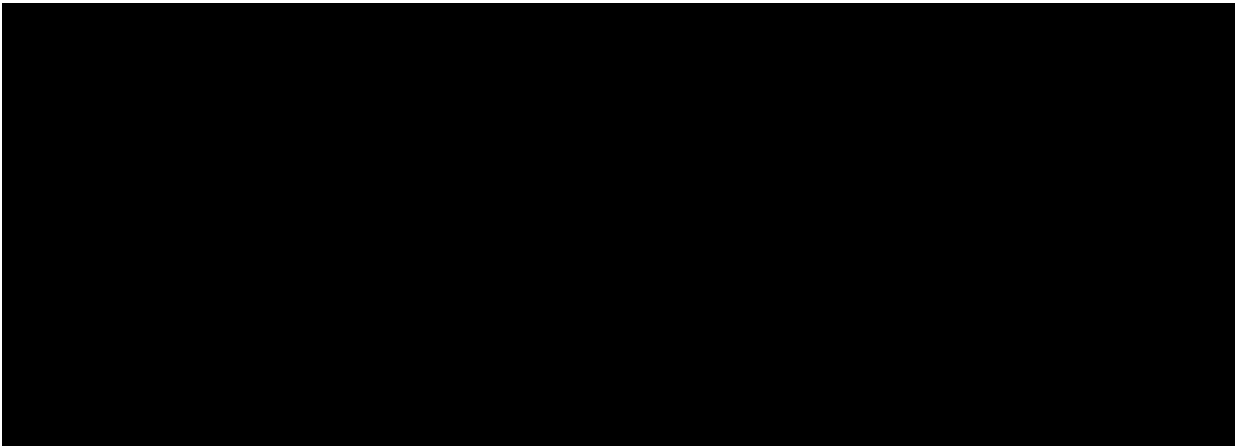


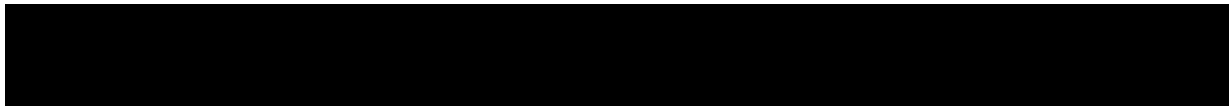
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Other Prosecutions

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-- E. TRAINING:

- Describe specialized anti-TIP training the government provided for police, investigators, prosecutors, judges, immigration, and/or other law enforcement officials on identifying and assisting TIP victims and/or investigating and prosecuting TIP cases.
- What was the government's role in the training (including financial or in-kind contributions), when the training(s) took place, the number of persons trained, and their affiliation (police, immigration, social welfare, etc.)? Describe any support provided by NGOs, IOs, and/or the USG (e.g., led training seminars, funded and organized trainings). Do not include training funded by IOs or NGOs for which the government did not provide financial or in-kind support. How has the COVID-19 pandemic affected the government's efforts to provide anti-trafficking trainings to officials?

Training Sessions

NATU

NATU takes a leading role in anti-TIP training for government officials and for NGOs. In many cases, the training is conducted in collaboration with NGOs. Each training session is tailored for its specific audience. The Government funds all the training sessions, unless otherwise specified.

Lectures and Trainings

In 2020, NATU delivered about twenty (20) lectures and trainings. Those include:

- On February 24, 2020 and on July 12, 2020 NATU delivered training to social workers of Manpower companies in the caregiving field, and on September 24, 2020, NATU held a conference for social workers on identifying signs of persons being held under conditions of enslavement and signs of trafficking in persons among caregivers in private homes, and acquainted them with the referral mechanisms tasked with handling such cases.

- On May 17, 2020, the Office delivered training in identifying patterns of trafficking in persons to inspectors of Palestinian workers in agriculture and industry.
- On July 1, 2020, NATU delivered a lecture on trafficking in persons to PIBA officials
- On September 13, 2020 and on November 5, 2020, NATU delivered training to the RSD unit in PIBA
- On October 26, 2020, NATU delivered a lecture to officials in the State Attorney's Office on surrogacy procedures abroad and on the personal standing of the parents and the children. The lecture dealt with laws that regulate surrogacy procedures in Israel compared to those implemented abroad, and reviewed the nature of the contracts and the missing legislation that enables exploitation of women surrogates abroad, this, in order to create an effective mechanism for preventing trafficking in this channel.

In addition, every government authority initiates independent training activities on TIP in order to increase the officials' awareness to the subject, with an emphasis on improving effective identification and treatment of trafficking victims.

Following is a summary of the 2020 training activities in the main government bodies:

The MLSS Labor Enforcement Division

- The MLSS Prosecution Unit, consisting of prosecutors and students, received a training on trafficking, slavery and victim identification.
- The annual training for labor inspectors of trafficking in persons was not held this year – since no new inspectors were added, and because all MLSS trainings were halted due to the pandemic.
- NATU provides guiding principles to identify victims of trafficking, and every labor inspector receives a pocket booklet, containing a list of criteria and procedures to identify TIP.

The Commissioner of Foreign Workers' Labor Rights (formerly referred to in this Report as the Ombudswoman for Foreign Workers' Rights)

- In 2020, prior to the Covid-19 outbreak, the Commissioner participated in conferences on the promotion of foreign workers' rights, including on the Gluten Supreme Court decision, and on collective bargaining agreements.

- The Commissioner held two seminars via the zoom platform – one for the workers, to review their labor rights, and the other for manpower agencies, to emphasize and clarify issues related to labor law.
- Training and awareness-raising endeavors specific to the Covid-19 pandemic:
 - The Commissioner created publications relevant to workers' rights during the pandemic, on issues such as rights during lockdown, quarantine, applications by workers who cannot return to Israel, and those who must quarantine after arriving in Israel.
 - The unit held a zoom conference for stakeholders on issues related to the pandemic
 - The unit produced a video in which foreign workers describe their experience of the Covid-19 lockdown

The Ministry of Education

- The Ministry of Education operates 30-hour seminars for teaching personnel on the subject of "Gender Equality and Human Dignity", which amongst other subjects also address issues of TIP, as well as gender-based and sexual violence towards women.

PIBA

- PIBA held trainings for officials in different departments and branches – for example, the RSD unit received training on TIP and victim recognition from NATU, the Population Administration – about seventy (70) officials received training from the head of the PTC.
- The PIBA Supervisor of Social Workers held two zoom-based trainings on TIP:
 - A training on trafficking in persons to the social workers from the caregiving manpower agencies, emphasizing their role in victim identification – this session was held in collaboration with NATU and with speakers from NATU, the Police, MLSS, LAA and the director of the shelters.

- A training on Covid-19 and its impact on the reshaping of the role of social workers in the caregiving field.

The Ministry of Foreign Affairs (MFA)

See our reply to Question #5(U)K regarding training for cadets and diplomats going abroad.

The Ministry of Health (MOH)

MOH officials initiated several training tracks in the course of 2020, including:

- In 2019, the MOH developed educational software, to be used online. The educational software is meant to train hospital staff to detect and identify victims of domestic abuse.
- In 2020, the MOH ran about twelve (12) training programs for professional staff, which are relevant regarding the treatment of victims of TIP.
- The Ministry ran a training on abortion care in an "open door" format with NGOs

The Police

- In 2020, TIP training in Police courses did not take place – due to the fact that only essential courses continued, under an emergency format. However, the acting Police Commissioner decided in 2020 that every Police training will include a lesson plan on trafficking in persons and offences related to prostitution – a decision that is expected to improve the familiarity and capacities of officers when coming across potential trafficking situations.
- A new training for police officers, concerning TIP, was formed in 2019 – the training format, which was executed once in 2019, is a full week's training at the National Academy for Police Officers, with lectures of representatives from the State Attorney's Office, NGO's, victims of TIP, the NATU coordinator and representatives of the different ministries. While two rounds of training were scheduled for 2020 – in May and in November – they were unfortunately cancelled due to the Covid-19 crisis, but a new round has already been scheduled for the end of February 2021.

- Training was provided to PIBA officials in three (3) sessions; many other sessions were scheduled but cancelled due to the Covid-19 crisis – for example, a training the was scheduled for border officials in Eilat, and a meeting with border and immigration officials in the new "Ramon" airport.

The IPS

- Throughout 2020, about (60) officials and IPS staff attended six (6) training sessions, especially those working in the detention center Giv'on, on TIP, victim identification and referral procedures. Written materials and instructions were also distributed to all relevant personnel.
- IPS social workers visited a shelter for victims of trafficking and met with the staff to learn about TIP

The State Attorney's Office

(i) Training, lectures and seminars

Throughout the year, several joint meetings were held with representatives of the State Attorney's Office and police representatives and with representatives of other Government Ministries and with NGOs, in order to strengthen the working relationship between all parties dealing with cases of TIP and slavery and to improve enforcement activities in these areas. Examples include:

- The coordinator in the Southern District holds a regular roundtable with the Police on trafficking in persons – to learn about the patterns in the field, detect patterns, and learn about the state of the enforcement of both labor and sex trafficking in the District.
- The coordinators in State Attorney's Office visit the different districts to discuss the challenges facing each district, review the trafficking cases and consult as necessary, and review the open investigation files. In 2020, they visited the Haifa District.
- Representatives from the State Attorney's Office participated in a roundtable discussion on children exploited in begging, held by the MOPS.

Furthermore, the State Attorney's Office representatives also took part in meetings with international

officials, and participated in several international conferences, both domestically and abroad. Here as in other contexts, the shift of many conferences to an online format allowed more representatives to participate, present and learn:

For example:

- Representatives of both the State Attorney's Office and the Jerusalem district participated in the OSCE 20th Alliance Meeting, titled "Ending Impunity: Delivering Justice through Prosecuting Trafficking in Human Beings"
- In May 2020, representatives of the State Attorney's Office and the Jerusalem District participated in a five-session conference on commercial sexual exploitation, held by the Israeli Center for the Research of Prostitution, Sex Work and Sex Trafficking.
- In May, a representative of the cybercrime department presented in an OSCE conference on challenges in combatting trafficking in persons online.

(ii) The Coordinators' Forum

The Coordinators' Forum is a forum of the TIP coordinators in the various districts, criminal as well as civil and international, headed by the coordinator in the State Attorney's Office. The forum meets regularly to exchange information, discuss overarching policy, and undergo training. Forum meetings continued in 2020 via the zoom platform, discussing the changes in patterns, updating on cases and on international conferences.

The LAA

The Coordinator for TIP in the LAA participated in a training for the social workers in the manpower agencies in the caregiving field, and presented the LAA's work in the field of combatting trafficking and several case studies

The Detention Review Tribunal and the Appeals Tribunal

- Incoming judges in the tribunal received specialized training with current and former judges in the tribunals, they met with the Giv'on Facility Commander, spoke with representatives of PIBA; and

visited relevant branches of PIBA, the Enforcement Administration and the facility for those whose entry has been refused, in the Ben Gurion Airport.

- On 27.10.2020 there was a training session with the UNHCR on their detention Guidelines.
- On 28.10.2020, a training session was held under the guidance of the National Coordinator which included a presentation by the Director of the HRM.
- On 10.1.2020, a training session was held on behalf of the UNHCR under the supervision of the Senior Research and Information Officer in the RSD Section - Division of International Protection of the UHCR
- Another UNHCR training was held the 9.12.2020 by Ms. Hilary Evans Cameron from the Faculty of Law in [Ryerson University](#) in Toronto Canada, the Author of the book "Refugee Law's Fact-Finding Crisis: Truth, Risk, and the Wrong Mistake". She spoke to the judges on the subject of assessing the reliability of asylum applications.

Judges and Court Personnel

Every year, a mandatory training course is held on the topic of sex offenses and TIP, with the participation of the Center for Judicial Training. The goal is to gradually have **every judge in the judicial system dealing in criminal matters undergo the training at least once.**

In 2020, due to the COVID-19 Pandemic, as well as several other factors, including budget and lack of new appointments, the training, which is held in-person, was cancelled, along with most trainings usually held for judges. The Center plans to resume the annual training in 2021, after adapting it to a zoom-based format, and noting the recommendations of the Committee headed by Judge Dvora Berliner, on the treatment of victims of sexual violence throughout the criminal process. Following the recommendations, the Center will also add a new in-depth training for criminal judges on sexual offences, and trainings on victims of sexual offences in the civil process, for judges dealing with civil or family cases.

In 2020, the Center for Judicial Training held several remote training sessions on relevant topics – for example, a four-session training on Gender and Law, touching on aspects related to the Covid-19 pandemic and violence against women; on the International Day for the Elimination of Violence against

Women, the judges received a lecture from Catharine MacKinnon on the #metoo movement and its consequences.

In addition, in December 2020 the Center held a zoom-based training on the *Prohibition on Consuming Prostitution Law*, including the goals of the legislation and its interpretation, and the shift from the contractual approach to prostitution to an approach that emphasizes the damage to those in prostitution.

The Shelters' Staff

- The Programs' staff participates in seminars and conferences to enrich their knowledge and skills in victim care, for example:
 - Incoming social workers at the shelters received seven (7) training sessions on all aspects of work in the shelter: the nature of TIP, working with complex post-trauma, the role of the shelter social workers, building a treatment plan, inter-cultural interactions and working with interpreters, working with witnesses through the criminal process, working with the LAA, with NGOs and with PIBA. The training also had guest speakers from the LAA and the MLSS.
 - The Programs' staff received first-aid training, thanks to the collaboration with the "Dina" nursing school (22.1.2020).
 - The staff of the "Ma'agan" shelter and the apartments received a two-session training on EMDR therapy with an expert therapist, following a psychotic and violent episode of a victim in the shelter (3.2.2020, 10.2.2020)
 - The director of the frameworks attended a six-session course on immigration and health in Israel by the Wolfson Medical Center, Ruppin College and the Social Clinic for Health and Immigration in Israel. The Course started with in-person sessions in 2019 and continued with online sessions in 2020.
 - The "Atlas" shelter staff participated in a training on food safety with an MLSS nutritional consultant (19.10.2020)

The National Center's Staff

- The Day Center's director and the social worker for the men receive outside individual supervision; the women's social worker, the community worker and cultural mediators receive individual guidance every two weeks from the Center's Director.
- The entire team received a zoom-based training with MESILA's staff.
- The team leader and the social workers received training with an expert on post-trauma
- Early in 2020, the cultural mediators participated in a training for MESILA's cultural mediators, but the program was halted due to the pandemic

12. INTERNATIONAL INVESTIGATIONS AND EXTRADITION:

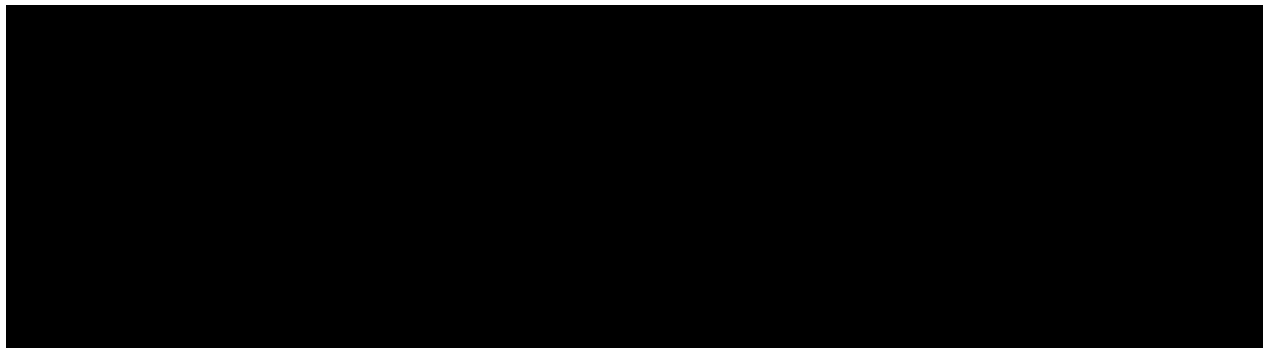
- Provide the number, if any, and current status of new and/or ongoing cases in which the government cooperated with other countries in international investigations and/or prosecutions, including extraditions.
- Did the government enter into any new bilateral, multilateral, or regional law enforcement cooperation/coordination arrangements with other countries, and did existing arrangements result in concrete and measurable outcomes?

International Investigations

The Police

- The Police are in close contact and cooperation with foreign police forces with regard to the issue of TIP, including with the INTERPOL. Cooperation may take place at any stage of the investigation, through different channels.

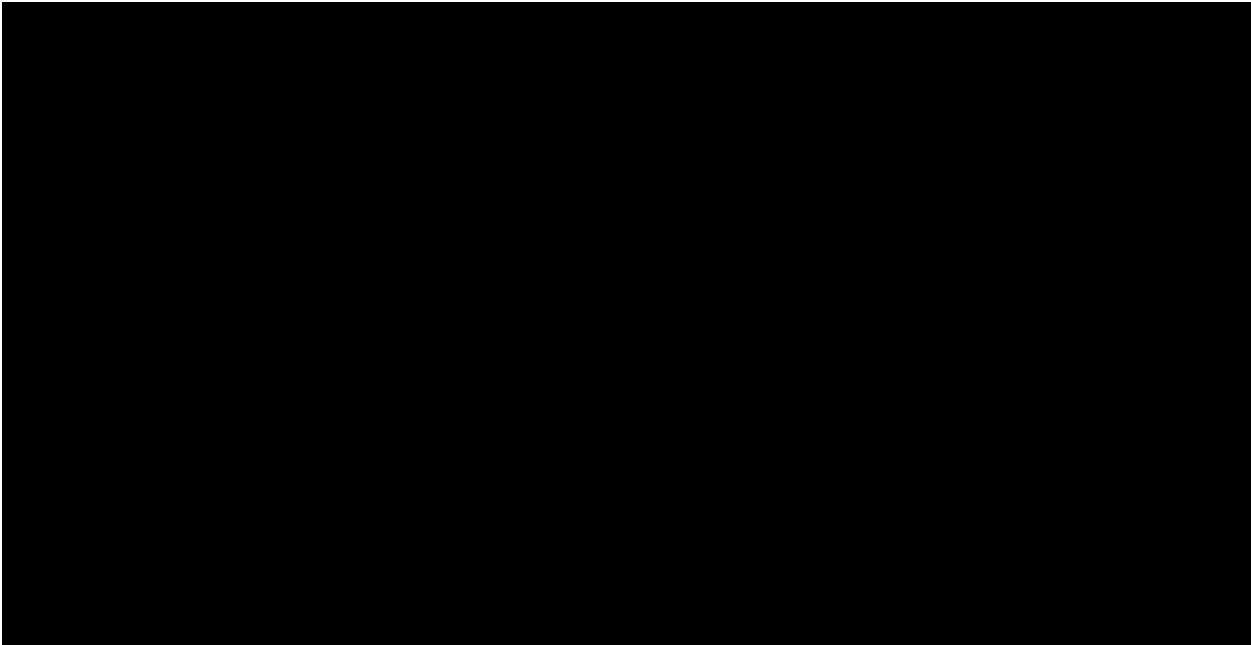
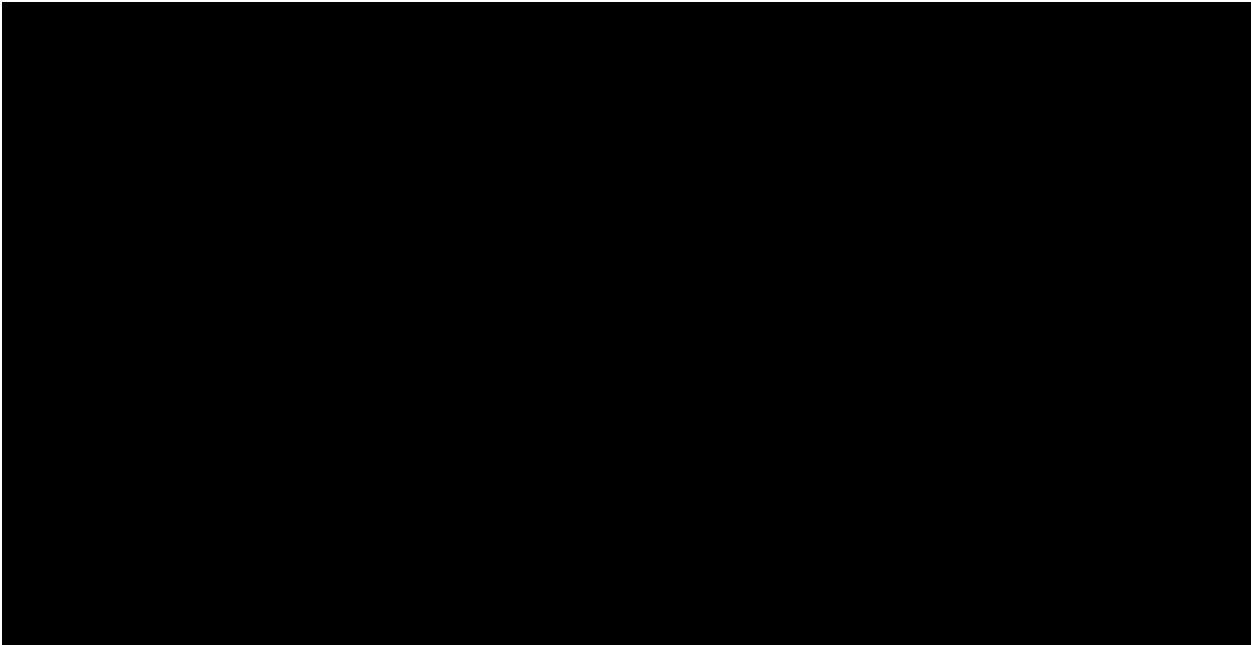
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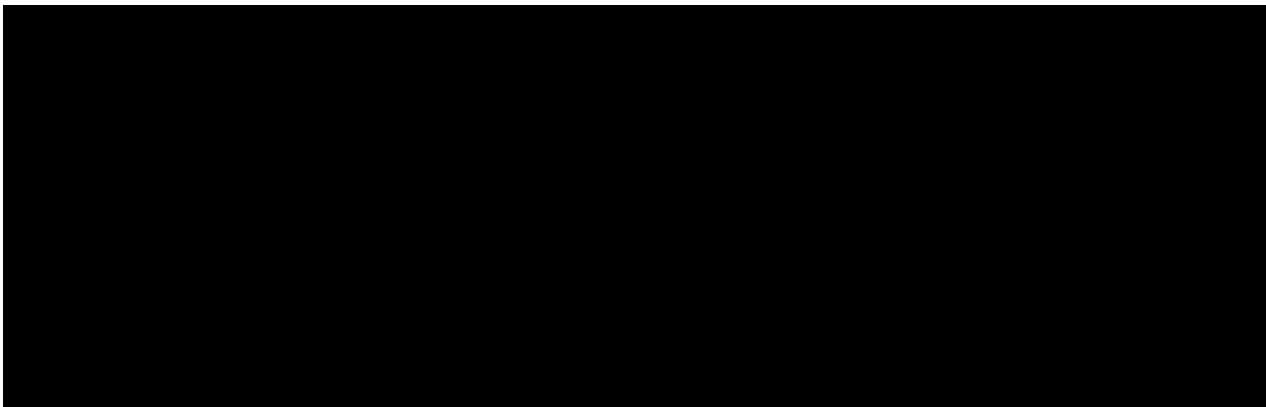
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Extraditions

(i) Incoming Extradition Requests

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(ii) Outgoing Extradition Requests

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PROTECTION

A. VICTIM IDENTIFICATION PROCEDURES:

- Did law enforcement, immigration, and social services personnel have formal written procedures to guide officials in proactive victim identification?
- Did such written procedures include screening of vulnerable groups (e.g., undocumented migrants, LGBTI persons, adults arrested for prostitution, and persons penalized or detained for immigration violations)? If so, please describe the system, note if it was newly established, and assess whether it was effectively disseminated and applied.
- If prostitution is legalized, how did health officials, labor inspectors, or police identify TIP victims among persons involved in the regulated commercial sex trade?
- If prostitution is illegal, did the government proactively identify TIP victims during raids or other encounters with commercial sex establishments?

The criteria and procedure for identifying victims are described in detail in the response to Question #35 of the 2011 Report and Question #73 of the 2010 Report. The following relates mainly to updates made to improve identification, and to application in practice:

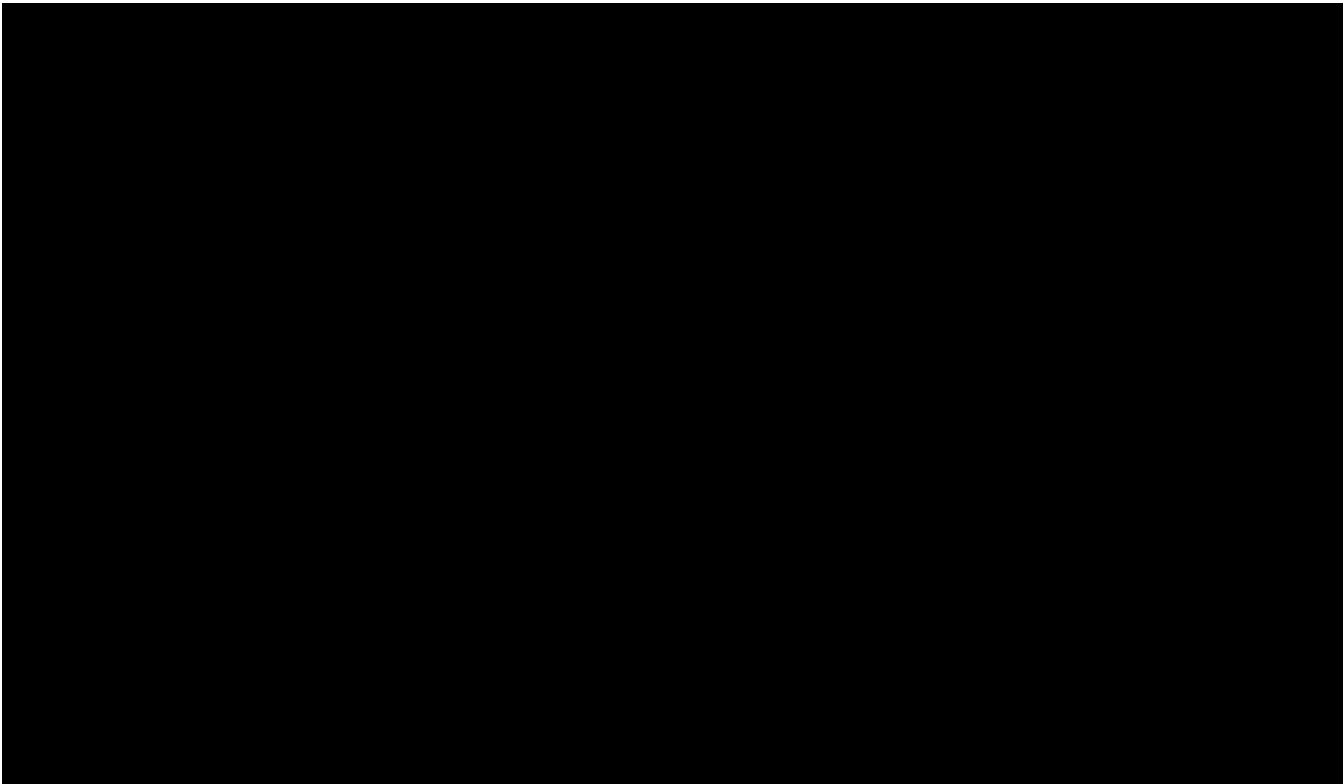
The Police

As reported previously, according to Government Resolution No. 2806 (1.12.02) and Government Resolution No. 2607 (2.12.07), **in any case** which raises the suspicion that a person is a victim of TIP or slavery, the matter is brought before the PTC. The PTC determines whether there is any *prima facie* evidence indicating that the person is in fact such a victim, and may consult with NATU if need arises. If the PTC determines that this threshold has been met, the victim is referred to a shelter (note, that whether the victim is a witness in a criminal investigation or not has no bearing on their referral to a shelter).

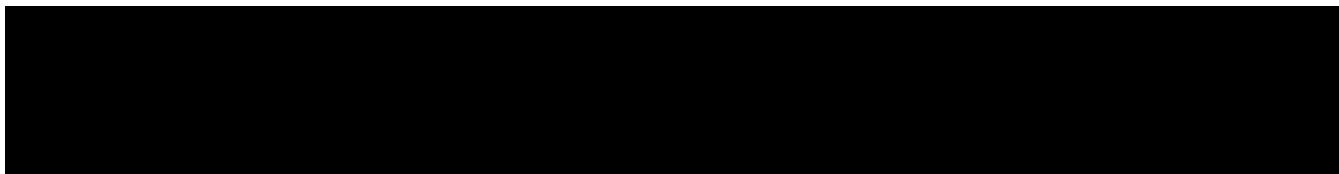
The decision to refer a person to a shelter is based on information concerning victims of TIP from several sources: the Detention Review Tribunal, NGO's, the UNHCR, the MOI, the LAA, Police intelligence, a complaint by the victim themselves or any other source. The unit also began interviewing victims in appropriate cases, to receive a firsthand impression and to ask pertinent questions before making a decision. The interviews were conducted in-person during the Covid-19 pandemic, under appropriate precautions.

In 2020, the PTC identified sixty-nine (69) men and women victims of TIP, and referred most of them to the shelters. See our response to Question #4(U)B below for further details.

Examination of the *prima facie* Evidence Test



Police Procedure for Referral to Support Organizations for Cases Involving Prostitution






The Inter-Governmental Protocol for Identifying Victims of TIP

This procedure includes a comprehensive list of indications for recognizing a victim of TIP. Once a victim is identified, every government official is obliged to inform the Police. An important aspect of this procedure has been the numerous trainings conducted to all relevant governmental staff and officials, as detailed in this report. **All relevant authorities are well aware of this procedure and familiar with the list of indications.**

The IPS Referral Procedure



The Welfare Coordination Unit – Cases from the Palestinian National Authority





The Detention Review Tribunal and the Appeals Tribunal Referral Procedure

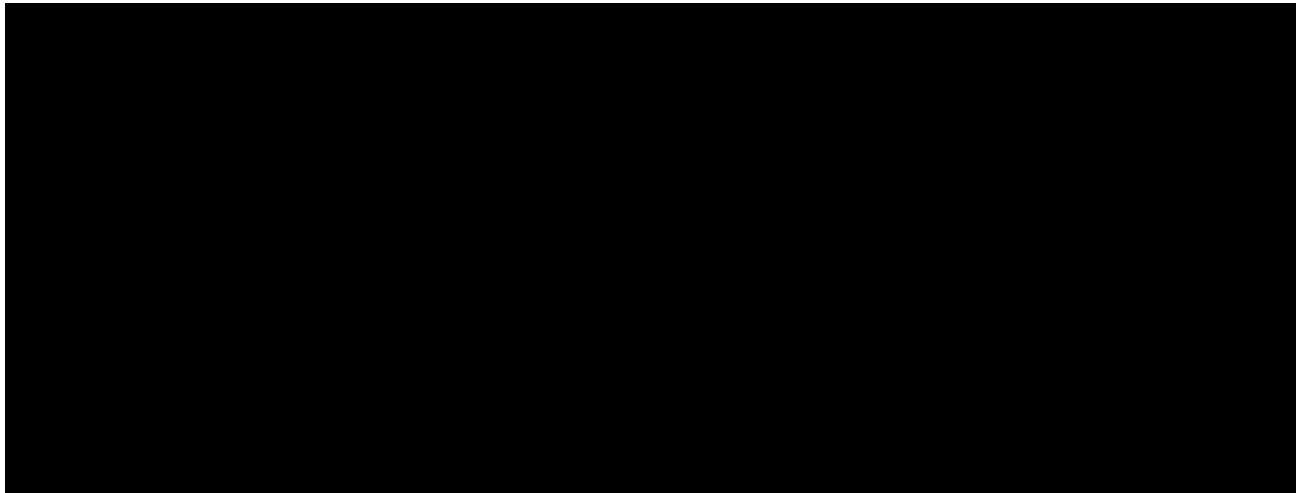
The Detention Review Tribunal and the Appeals Tribunal operate under the MOJ. The detention review tribunals are charged with exercising legal scrutiny of the detention orders that are issued by the Supervisor of the Border Control Administration. The tribunals are not authorized to review deportation orders. The Appeals Tribunal has authority over Appeals against PIBA decisions regarding foreign nationals

The *Entry to Israel Law* lists the causes for the release from custody of a detainee. In accordance with this law, every foreign resident in custody is brought before the Tribunal no more than **four (4) days** from the beginning of their detention. The Tribunal notifies the PTC and the LAA and NATU of cases they suspect are related to TIP. The LAA provides the alleged victim of TIP with a lawyer and the PTC examines the

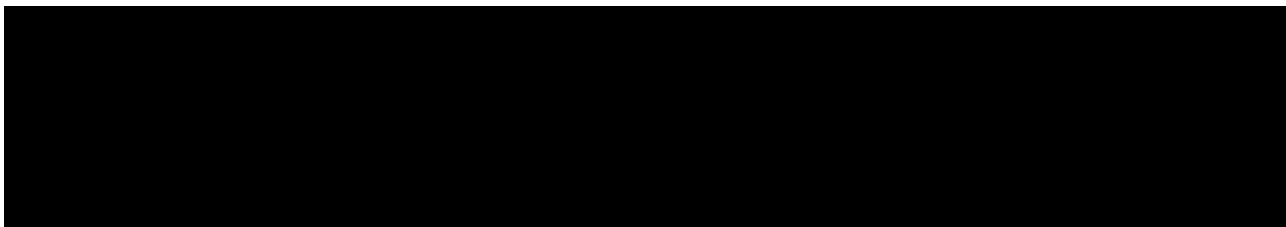
available evidence and decides whether to recognize the detainee as a victim of TIP (see under **The Police**, above. Once a detainee is identified as a victim of TIP, they are released from detention and offered to be transferred to the shelters for victims of TIP. Note that in **all** the court hearings in the Tribunal, a translator is present. If no translator is available, the court session is postponed unless the detainee understands the same language as the Judge (some of the judges speak Arabic as mother tongue), or English. The Detention Review Tribunal and its personnel consider the translator to be a fundamental component of the process, since it allows for a better, more effective identification of the victim of TIP.

Like all administrative acts in Israel, the Tribunal's decisions are subject to judicial review. An appeal regarding the Tribunals' decisions may be filed as an administrative appeal to the Administrative Courts.

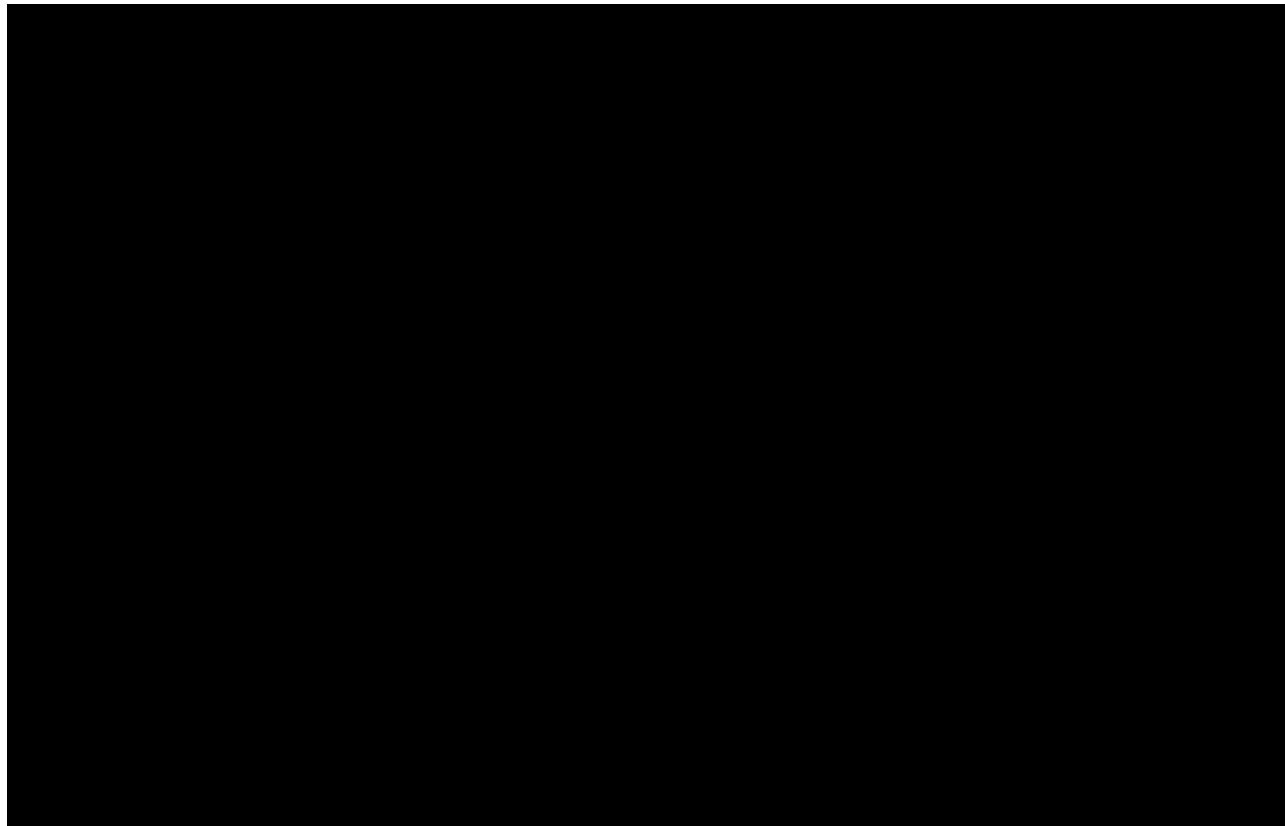
As mentioned below during the majority of the period of the pandemic, no enforcement was executed and as a result the number of detainees was reduced. During this period and according to data provided, it was found that a suspicion of TIP arose in only one (1) case, presented below:



Furthermore, in 2020 **the Appeals Tribunal** heard ten (10) cases in which matters relating to victims of trafficking, directly or indirectly. Hereby are detailed two of them:



⁶ The National Coordinator was later informed of the case



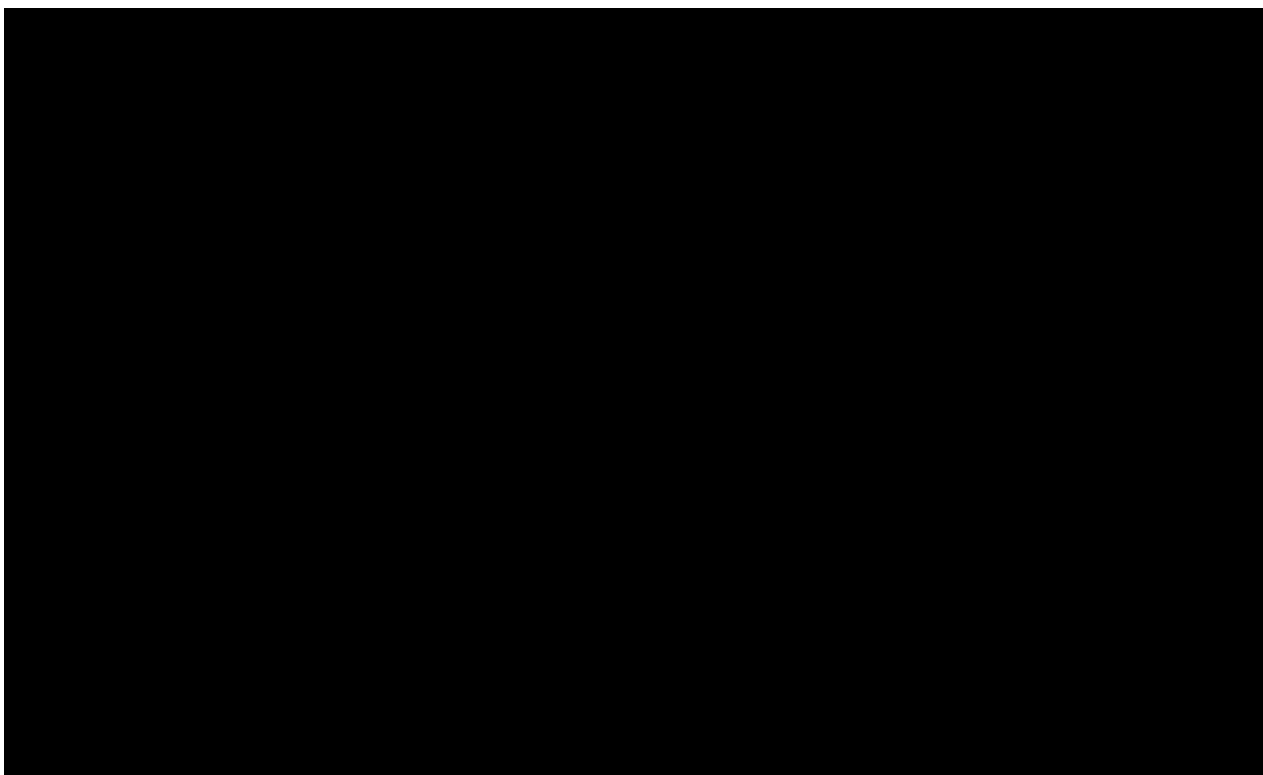
**The Influence of the Covid-19 Pandemic on the Activity of the Tribunals
Applying the Entry to Israel Law - Emergency Arrangements Taken**

- Since the validation of the emergency arrangements and restraints on the economy because of the spread of the Covid-19 pandemic, the Enforcement Administration unit of PIBA has been operating at a reduced format and is not carrying out proactive enforcement operations. Due to the above, the Tribunals have refrained from giving out interim injunctions for the prevention of enforcement

operations. Simultaneously, there was a significant decline in the number of entrances and exits to and from Israel.

As a result of the situation described above, no foreign nationals were transferred to the detention facilities except for detainees who were transferred to PIBA following their arrest by the Police – usually foreigners who allegedly committed a criminal offense and foreigners convicted of a criminal offence who completed their prison terms, and were then transferred to the detention facilities due to them consisting a danger to the public.

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Emergency Arrangements in the Tribunals

Due to the pandemic and the adaptation of the 'Tribunals' activity to the instructions of the MOH, two pieces of legislation were established, to enable the continuing function of the Administrative Tribunals, in adaption to the special emergency situation.

- a. [Regulations for the Entry to Israel \(Legal Procedures in Special Emergency Situation in the Appeal Courts\), 5780-2020](#). (Hereinafter: “**Regulations in Special Emergency situation**”)

This arrangement applies to the activity of the Appellate Tribunals and its application was subject to the announcement of the Minister of Justice of a Special Emergency Situation, which

was published in the Official Gazette on 19.03.20⁷. The Regulations stipulated that no hearings will be held during the period stated in the Minister's announcement except for urgent appeals and urgent requests for interim orders or provisional orders, the urgency of which will be determined by the head of the tribunals. Accordingly, all hearings within the period of the announcement were automatically cancelled. The Regulations also stipulate that a cancelled hearing shall be rescheduled after the end of the period stated in the announcement.

This arrangement did not infringe on the general authority of the Tribunal judges to issue decisions and pass judgements on appeals without conducting a hearing, according to the rest of the provisions of Regulations for the Entry to Israel (Legal Procedures in Special Emergency Situation in the Appeal Courts), 5780-2020. As the Regulations became valid, the periods for filing appeals were "frozen" in a similar manner to the annual recess periods. Finally, the Regulations stipulate that the payment of court ordered fees that cannot be paid through online means, will be postponed until the end of the period of the announcement unless the tribunal has decided otherwise.

While the Regulations were in effect, the Tribunals' Judges were instructed to inform the head of the tribunals on any appeal which they deem urgent in the sense that it justifies conducting a hearing. Meanwhile, the management of the tribunals conducted a daily review of all the appeals submitted, in order to see whether a specific appeal raised an urgent matter. This enabled a broad picture of the urgent cases which justify a hearing and of lateral problems or new trends. The difficulties arising from the cases (such as the closing of the RSD [Refugee Status Determination unit in PIBA]) were passed on to the relevant bodies in the ministry.

b. [Emergency Regulations \(Audiences in Courts Applying the Entrance to Israel Law due the propagation of the Coronavirus\) 5780-2020](#)

The object of the Regulations is to regulate the conduction of the audiences in the Detention review tribunals and in urgent proceedings in the Appeals tribunals. The provisions of the

⁷ The announcements by the Minister of Justice were updated from time to time, the Emergency Regulations were valid until 10.05.2020. Later on, the validity of the Regulations was prolonged till 17.05.2020 with regards only for the holding of audiences but not regarding prolongation of dates set by law or by courts' decisions.

Emergency Regulations enable the Detention review tribunal (when it is not possible to apply means for bringing the detainee before a judge) and the Appeals Tribunal (when intending to hold an urgent hearing as abovementioned) to hold a hearing by technological means which enable the transfer of audio and to the extent possible, also of video, in real time⁸. According to the Emergency Regulations the audience has to be carried out in a manner which will enable any person whose presence is required for the proceeding to hear one another. The refusal of a detainee or appellant to participate in a hearing carried out by technological means does not preclude the hearing and the tribunal is authorized to hold the hearing despite the refusal. In accordance to the provisions of the Emergency Regulations, on 24.03.20 the Head of the Tribunals published an announcement regarding the holding of audiences in the Administrative Courts through the programs ZOOM, TEAMS or a telephone call carried out with a smartphone.

The Emergency Regulations expired on 20.06.20 but the part dealing with the Courts of Appeals expired a month earlier, on 17.05.20, since the validity of the Regulations was subject to the Minister of Justice's announcement as to a Special Emergency Situation in the Courts.

It is noted that since the Regulations came into force, hearings in the Detention Review Tribunals were held continuously in the format of videoconference while in the Appeals Tribunal only one (1) hearing was conducted in such a manner.

The Ministry of Education

The Truancy Officers unit consists of 750 officers, which operate in 256 local authorities. The duties of the Truancy Officers, among others, are to control and ensure the participation of each child in a recognized educational institution, within the framework of the *Compulsory Education Law*. The Truancy Officers are trained to spot the reason pupils dropout or fail to show up to school, and contact the

⁸ It should be noted that the Regulations enable the detainee or the appellant, as the case may be, to hold a privileged conversation with his lawyer before and during the hearing.

relevant authorities and the pupils' families to identify children at risk and to find the most suitable assistance for the minors.

HCJ 1591/18 *Anonymous v. The Minister of Justice and the Police Commissioner* (17.9.2020) - A significant case related to the identification procedure

The Plaintiff, an Israeli Bedouin, appealed to the HCJ regarding the State's rejection of her application to be recognized as a victim of trafficking in persons. The plaintiff, then a minor aged sixteen (16), who was subjected to an arranged marriage to an older man by her parents, in exchange for a monetary dowry, endured emotional and physical abuse by both her husband and family, and her freedom was sometimes physically restricted. After two (2) suicide attempts, her father finally agreed to her divorce from her first husband, in return of half the dowry, and within a month of her release from hospital due to the second suicide attempt, at the age of seventeen (17), her parents arranged her marriage to another man, much older than her, who was already married to another woman, who abused her physically and sexually during their wedding night. The plaintiff, after pleading to her sister in law to be allowed to return to her parents' home, was refused and reminded that her father had already agreed to one (1) divorce and would not agree to another, stabbed her second husband to death on the day after her sexual assault. The Plaintiff was subsequently indicted and convicted of threatening her first husband and of intentionally murdering her second husband, and was sentenced to eleven (11) years of imprisonment (in 2018 the Plaintiff was granted pardon and her punishment was reduced to nine (9) years and one (1) month).

The issue brought before the HCJ was whether the State erred in its decision not to recognize the Plaintiff as a victim of TIP. Such a status is granted to victims of trafficking in persons proscribed in Section 377a of the *Penal Law*, who underwent acts (including, *inter alia*, organ trafficking, slavery, and involuntary prostitution) accompanied by the required *mens rea*. The Plaintiff's request further relied on Section 375a of the *Penal Law*, which stipulates a criminal prohibition on holding a person under conditions of slavery. TIP victims are accordingly eligible to rights in both criminal proceedings and in civil matters, including a policy of non-punishment for offences stemming from the human trafficking offences performed against them, the right to conduct their hearings behind closed doors, the right to free legal aid in civil proceedings related to those offences, the right to apply for funds for rehabilitation from a designated fund, and the right to receive medical and psychological care in shelters for victims of trafficking for a one (1)-year period. The

PTC, which has the authority to recognize TIP victims decided not to recognize the plaintiff as such; claiming that there was insufficient evidence to establish that the plaintiff's parents had foreseen the violations that would occur against her, and as such, that the *mens rea* element was not fulfilled. Note that the National Coordinator had advised the PTC before the decision, and her opinion was that although the evidence was not clear cut – as it had been collected from the murder case and not examined independently, sufficient evidence for *prima facie* level did exist, and that she should be recognized accordingly. The Prosecution and Police were of different opinion on this matter as mentioned, and decided to reject this opinion.

In its decision, the HCJ accepted the plaintiff's petition partially, holding that the relevant authorities must conduct an additional review of the plaintiff's status. While acknowledging that an arranged marriage does not constitute TIP *ipso facto*, the Court recognized that where an arranged marriage includes both elements of the TIP's offence; namely, the transactional action coupled with the intent or knowledge of the potential violations as legislated, then an arranged marriage may be considered as human trafficking *de jure*. Accordingly, the Court held that the PTC must review the Plaintiff's status in light of a determination regarding whether her parents could have foreseen the possibility that she would be subjected to sexual offences resulting from the arranged marriage. In this regard it should be mentioned that the evidence in the murder case indicated that it was known that her first husband had divorced a previous wife due to violence against her.

In making its decision, the HCJ stressed that the Police must apply the low administrative evidentiary threshold required for the purposes of such status determinations – *prima facie* evidence, a lower threshold than that required in criminal proceedings, as its main purpose is granting access to rehabilitation to victims), and must ensure that the assessment of the evidence in light of this threshold is conducted by an official with expertise in the field and relevant legal training. Moreover, the determination must be based on an interview with the plaintiff, who ought to be treated as a victim rather than as a perpetrator; the Court criticized the process that relied solely on evidence collected during the criminal proceedings against the Plaintiff. In arriving to this conclusion, the HCJ referred to Israel's obligations under international law, as stemming from the UN Protocol to Prevent, Suppress and Punish Trafficking in Persons Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime ("The Palermo Protocol"), the Slavery Convention of 1926 and the Optional Protocol to the Convention

on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography. The HCJ further noted both amendments to *Penal Law* and policy measures which have been adopted in order to protect victims of TIP in accordance with Israel's international obligations.

Following this precedential decision, the plaintiff was invited by the PTC to an interview that took place with the participation of her legal counsel, and the National Coordinator. The final decision on recognition is still pending.

B.. VICTIM REFERRAL PROCEDURES: Were there any changes to formal processes to guide officials in referring and transferring identified TIP victims to institutions that provide short- or long-term care (either government- or NGO-run)? If so, describe the process and whether was implemented in practice, including for victims initially detained, placed in protective custody, or arrested by law enforcement. If victims were referred to NGO facilities, please describe the NGOs' assessment of the government referral process.

Please see our response to Question #4(U)A above.

-- C. VICTIM IDENTIFICATION, REFERRAL, AND ASSISTANCE STATISTICS: Specifying victims' gender, major/minor status, type of TIP experienced, and national origin, please provide:

The total number of victims identified by the government

The total number of victims who received some form of government assistance (describe)

The total number of victims identified by NGOs (or self-identified)

The total number of victims referred to shelter services (in NGO or government shelters) by the government

The total number of victims identified and referred to services via hotline(s)

Victim Recognition Statistics

In 2020, the PTC had identified **sixty-nine (69)** men and women, victims in all forms of TIP, out of which fifty three (53) women and sixteen (16) men. Thirty-nine (39) Israeli women and girls were recognized as victims of Slavery in the context of a harmful cult like group and five (5) women were recognized as victims of slavery or trafficking in individual cases (most of them in a labor context). Fourteen (14) men were

recognized as victims of Slavery in the agriculture field, one (1) male victim of Forced Labor in the construction field, eight (8) female victims of sex trafficking or TIP for the purpose of committing a sexual offence, and two (1) Sinai Victim (male). In two (2) requests, decision is still pending.

The victims were referred to the shelters, with the exception of those cases in which residence in the shelter was not necessary or appropriate to the victim – such as the cult victims, who are Israeli citizens and not in need of protective housing. This is out of a total of seventy-four (74) referrals, from both NGOs and Government bodies.

Table No. 5: Identification by gender and type of offence

	Offences Committed in Israel	Offences Committed Outside of Israel	Total
Women	52	1	53
Men	15	1	16
Total	67	2	69

The "Atlas" shelter assisted thirty-two (32) men in the course of 2019; the "Ma'agan" shelter forty (40) women (with three children who came with them to the shelter); Nine (9) women (and twenty-one (21) children, accompanying their mothers) were treated at the transitional apartments; The Day Center treated two hundred and thirty-nine (239) male and female victims of trafficking, slavery and forced labor.⁹

Detailed statistics are provided in our reply to Question #4(U)D below.

D. VICTIM CARE:

⁹ Note that these numbers include some overlap, as victims move from the shelter to the transitional apartments as the rehabilitation process progresses; when they finish their year of rehabilitation, victims who stay in the community in Israel are often assisted by the Day Center.

- What types of care services were available to foreign and domestic TIP victims, and what was the overall quality of this care?
- Were these services provided by the government, NGOs, or jointly?
- Did the government provide specialized services available for both male and female victims?
- How has COVID-19 affected the government's and their partner's (including NGOs) efforts to provide shelter, medical, and psycho-social care to victims? If affected, how did the government adapt its efforts to provide these services?
- How has the pandemic affected resources and the funding of NGOs and other civil society organizations? Has the government taken steps to assist or provide additional resources to affected organizations?
- Were government services accessible for victims with disabilities (e.g., physical access for wheelchair users, sign language interpretation, etc.)?
- Were services dedicated to TIP victims or shared with victims of other crimes (e.g., domestic violence, sexual assault, refugees, etc.)?
- Were services time-limited or conditional upon victims' cooperation with law enforcement on prosecution, or on authorities deciding to proceed with prosecution of their alleged traffickers?
- Where were child victims placed (e.g., in shelters, foster care, or juvenile justice detention centers), and what kind of specialized care did they receive?
- Did victims have a choice between shelter options, including independent living situations for adults or foster families for children?
- Could TIP victims choose independently whether to enter a shelter, and could they leave at will if residing in a shelter? Could adult victims leave the premises unchaperoned? *[NOTE: Specify whether victims could end their residency voluntarily and whether they could leave and return on a regular basis, including to seek employment. END NOTE]*

- Which foreign embassies, if any, provided shelter or protective services to their nationals who were TIP victims? Did foreign victims have the same access to care as domestic victims?
- How much funding (in the local currency) did the government spend on TIP victim protection and assistance (e.g., funds for NGOs operating shelters and payments to victims)?
- Please specify if funding for assistance came from a federal budget or from regional or local governments. If assistance was in-kind, please describe. Please note whether any NGOs fund victim assistance.
- Did the government facilitate and/or fund the repatriation of its nationals exploited in trafficking abroad?
- Did the government provide assistance, such as medical services, shelter, counseling, reintegration support, or financial help, to its nationals identified as victims abroad?

As previously reported, the GOI provides three fundamental types of services to assist TIP victims: **medical care, legal aid and shelters**. None of the services are contingent upon cooperation with law enforcement. In addition, the Government provides TIP victims **special visas** allowing them to work if they meet certain criteria.

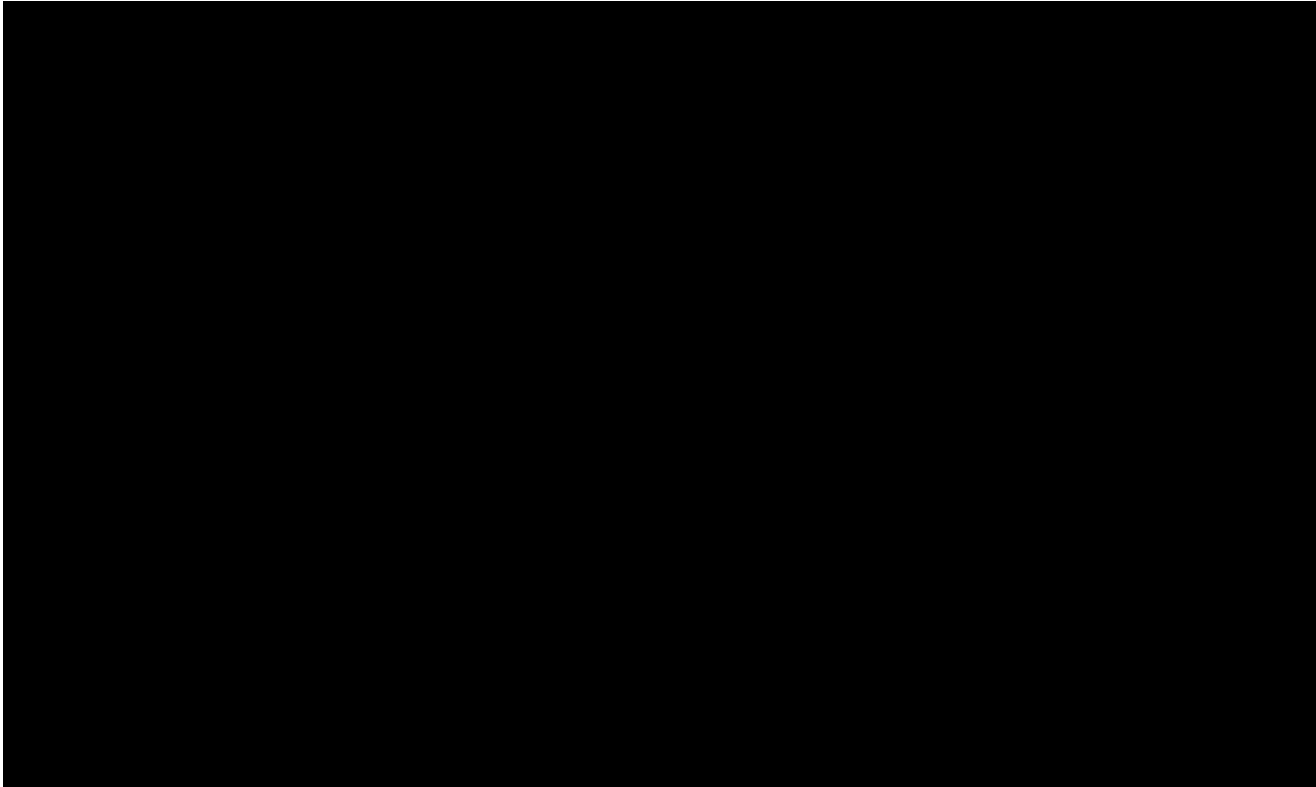
Following is a summary of the services provided. Victims who elect not to go to the shelters are eligible to receive support from the **National Center**, as outlined below, and **Apartments** are also available to support the rehabilitation process.

B. Medical Care

Rights of TIP victims

- TIP victims who reside in a shelter receive complete medical care free of charge, including, inter alia, hospitalization, medical enquiries, free medicines, and counseling. The shelter's assigned physician arrives twice a week at fixed times. In cases in which hospitalization is required, it is financed by the MOH, and the residents of the shelter are referred to receive the treatment at the [REDACTED] in 2020, [REDACTED] was dedicated to care for Covid-19 patients, so victims were not sent there. Furthermore, the shelters' doctor fell ill with Covid-19 and thus was unable to physically visit to the shelter for about six (6) weeks – but she maintained phone contact with the

shelter and processed prescriptions and referrals without delay. The shelter's psychiatrist is in a risk group due to her age and so was not able to see patients in-person at the shelter. The appointments were taken place in an online format, with interpretation services. Since 2018 the [REDACTED] provides gynecological follow-ups, including pregnancy follow-up, to the residents of the shelter and apartments.



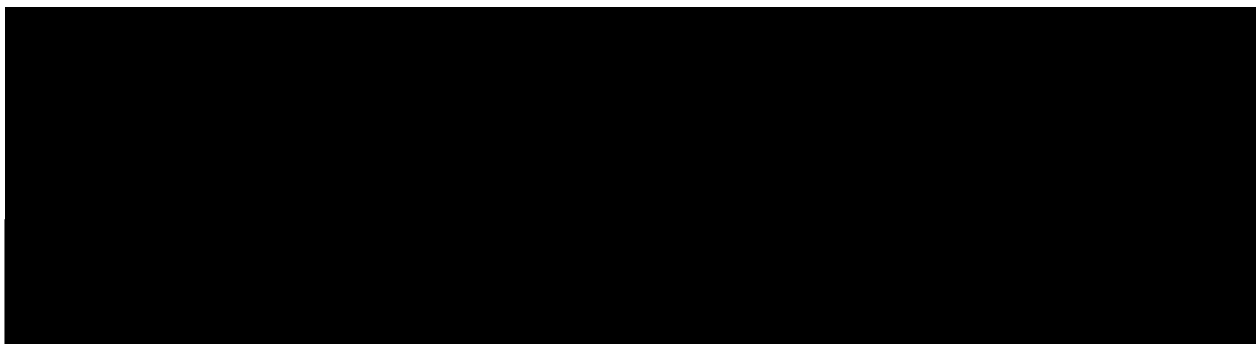
Medical Care for Children

- Children of TIP victims receive free and full medical care through the health insurance provided to them by the "Meuhedet" health fund. Furthermore, family health centers provide child development screening tests; follow-up examinations during pregnancy, and all the required vaccinations. In cases in which the medical insurance is not yet valid – when needed, the children are referred to receive treatment in the [REDACTED]
- Childbirth services are provided without a condition of prepayment in every hospital in Israel, including full treatment for babies and for preemies.

Psychiatric Care

- Psychiatric care at the shelters is provided by a psychiatrist from the "Ruth" clinic, trained and experienced in both cultural sensitivity and treatment of trauma. As a rule, he psychiatrist visits the shelter every other week. Note that during 2020, the psychiatrist was unable to arrive to the shelters physically, as she belongs to a Covid-19 risk group. The intakes and follow-ups were therefore performed via ZOOM or WhatsApp video calls. This solution was not ideal, as it created an experience of alienation and in some case – resisting of treatment.

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- Due to the large number of attendees at the "Gesher" clinic, the MOH started a process of tender for the selection of a mental health service provider that will provide a wider capacity of service, accessible and quality treatment to population without residential status, countrywide and not just in the clinic in Jaffa. In 2019, the "Gesher" mental health clinic was closed and following a tender, the "Ruth" mental health clinic was chosen instead. The "Ruth" mental health clinic is operated by "AMCHA" NGO, which has abundant experience in treating persecuted and traumatized populations (such as holocaust survivors). Currently, as part of the change of clinics, an emphasis is placed by the MOH on ensuring quality and accessible treatment that is culturally adapted to the patients. The MOH is planning to provide nationwide distribution of treatment by the same NGO and this is part of the tender's conditions.

Treatment for Infectious Diseases

- As reported in previous years, the MOH Clinics for Sexually Transmitted Diseases and the MOH Clinic for Foreign Residents, provide free medical services, including gynecology services to all foreign populations in need, including TIP victims. The Clinics offer physicians

and nursing services, as well as a social worker and free medicines, in addition to X-ray and an Ultrasound machines. **As a result of an additional budget, which was transferred during 2020 to support the implementation of the *Prohibition on Consuming Prostitution Law (Temporary Order), 5779 – 2018*, the clinic in Haifa also provided dental care for patients without legal status in Israel.**

- At the STD Clinic, patients can receive treatment without providing identifying details. It also operates a mobile clinic that provides services to all in need, including TIP victims. Many of the patients treated by the mobile clinic later come to the STD clinic of their own initiative, without the mediation of the mobile clinic.

2020 Statistics:

During 2020, the [REDACTED] STD clinics treated seventy-seven (77) women, which they assessed may be victims of TIP.

Figure No. 1: Patients of the Levinsky STD Clinic that may be victims of TIP

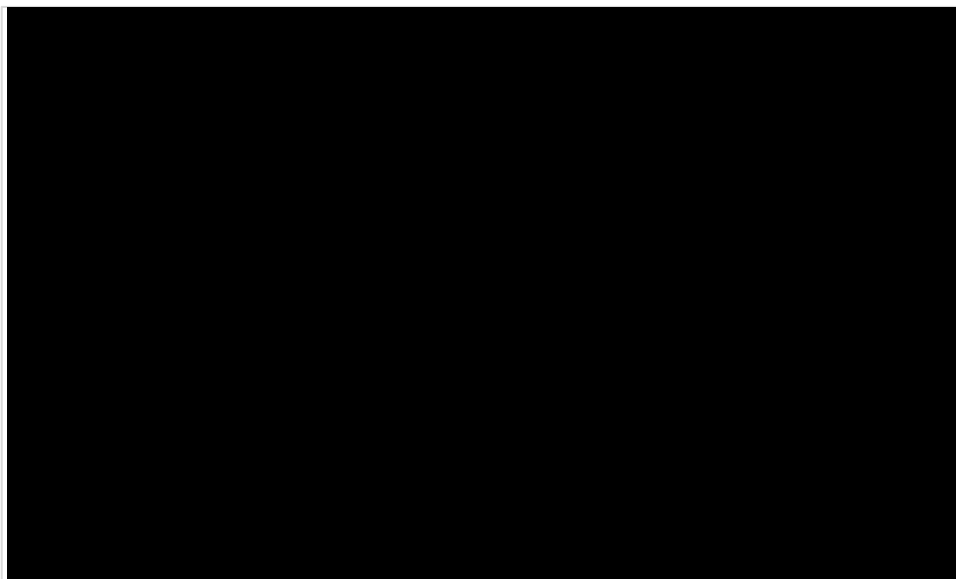
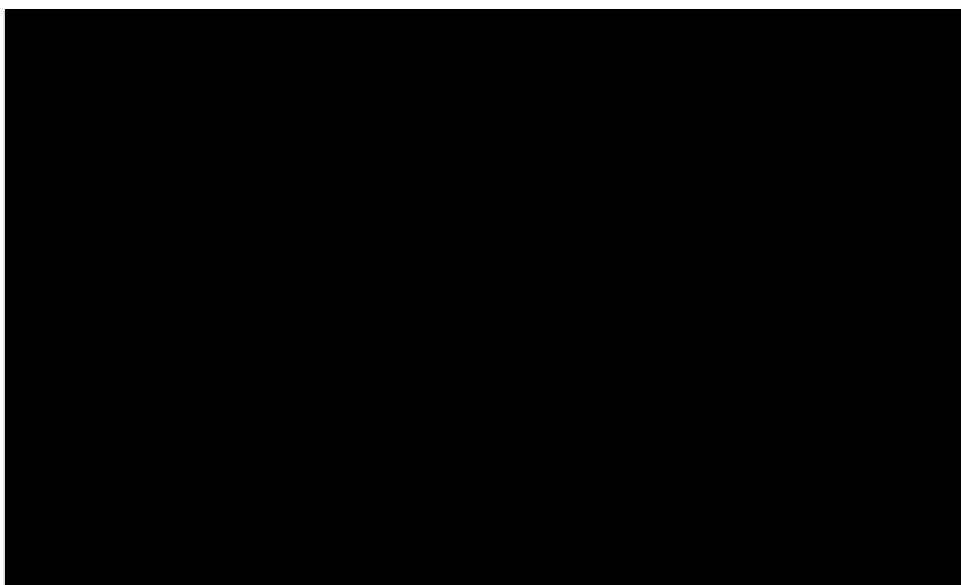
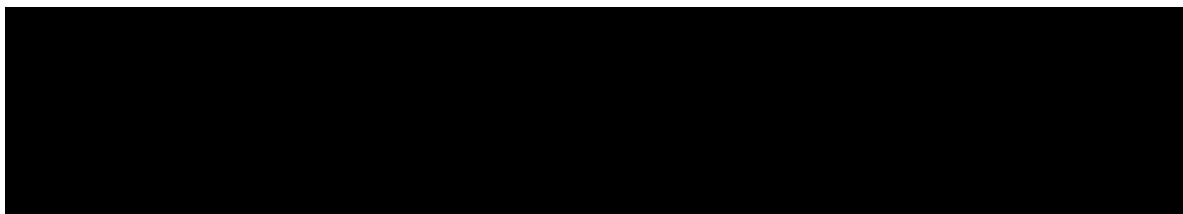


Figure No. 2: Patients of the Haifa STD Clinic that may be victims of TIP



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- Diagnosis and treatment of tuberculosis is funded by the MOH, which provides treatment for TB patients at Centers for the Diagnosis and Treatment of Tuberculosis throughout the country, and hospitalization of TB patients at the "Shmuel HaRofeh" hospital.
- The MOH operates a community program for HIV monitoring and antiretroviral (ART) treatment for HIV carrier foreign residents who lack medical insurance. This is a joint enterprise of government agencies, AIDS clinics, NGOs, pharmaceutical companies and other commercial companies, funded from government budgets as well as through contributions of ART drugs by pharmaceutical companies and the provision of voluntary pharmacist services. Treatment under this program is also provided to pregnant women without medical insurance, including monitoring during pregnancy and for six months after childbirth, according to the regular MOH track.

- Services under this program are provided by HIV clinics in several hospitals and health service providers, the TEREM clinic, in most TB clinics and at the MOH STD clinics (in Tel Aviv-Jaffa and Haifa).
- Tuberculosis (TB) patients are given full medical treatment including diagnosis, prophylaxis for six (6) months, and, if needed, hospitalization - all state-funded. The treatment is given in designated centers throughout the country, and they may be hospitalized if necessary.

Covid-19 Pandemic related responses

- Due to the pandemic and as means of reducing the number of COVID-19 patients, the MOH initiated a forum that was aimed to deal with pandemic among people without a legal status in Israel. This forum initiated the translation of the new regulations and the instructions of the MOH regarding Covid-19 and the related restrictions to different languages (English, Arabic, Russian, French, Spanish, Romanian, Ukrainian, Chinese, Thai, Filipino, Hindi and Tigrinya) and were circulated to government bodies and NGOs.
- The MOH also provided translation of instructions regarding care of elderly people and people with disabilities, aimed for foreign workers in the caregiving field. The instructions are available at the MOH website: <https://govextra.gov.il/ministry-of-health/corona/corona-virus/communication-resources-corona/>
- The MOH instructed hospitals and providers of emergency medical care to provide all COVID-19 related responses to people without legal status in Israel.
- When required, the MOH provided state-funded solutions for quarantine for people without legal status in Israel.
- The MOH also assisted the staff of the shelter for victims of TIP by ordering COVID-19 tests for them, delivering the results of the tests and when needed – allowing active patients to move to the hostels that operated as state-funded solutions for quarantine. As detailed below in our Report on the shelters, shelter residents and staff were also prioritized in the Covid-19 vaccine rollout process.

Further Services Available Outside the Shelters

- In accordance with the *Patients Rights' Law 5756-1996*, any person is entitled to urgent medical care and hospitalization. This right is not conditioned in pre-payment or requires that the patient be an Israeli citizen.
- The "**Terem**" clinic, located in Tel Aviv-Jaffa, is funded by the MOH and provides primary medical care, including a doctor's examination, laboratory services and imaging services (x-ray and ultrasound). The clinic provides 36,000 appointments each year, and 260 chronic patients receive full services (including treatment, follow-up, testing, diabetes and hypertension medication, home testing kits). Once a year, chronic patients undergo a fundoscopic exam, and blood testing twice a year.
- As of 2020, the MOH is in the midst of a process of tenders for the continuation of the provision of the said service for emergency medicine and the treatment of chronic diseases to population without residential status. The provider who receives the tender will provide the service nationwide.

Medical Services Available to the Sinai Victims, who were not recognized as TIP victims

Sinai victims are entitled to all services available to foreign nationals who cannot be returned to their home countries, as detailed above.

As previously reported, the MOH was a member of an inter-ministerial pilot project to identify humanitarian cases among the Sinai victims. Following the inter-ministerial pilot, the MOH submitted to the Director General of the MOJ the budget assessment required to provide an appropriate response in the field of mental health, in accordance with the government resolution, as it was found to be the main need of this population. The CDG convened in November 2020, and decide to promote a GOI resolution establishing the recommendations of the pilot project, subject to extra budgeting from the MOF. Discussions with the MOF, MOH, MLSS, and MOJ regarding the budget are currently ongoing.

D. Legal Aid

General

The LAA, operating under the auspices of the MOJ, **represents TIP victims (Section 377A of the *Penal Law*) and victims of slavery ("holding a person under conditions of slavery" offense, (according to Section 375A of the *Penal Law*), in civil procedures stemming from the offences, or in procedures according the *Entry Into Israel Law* since 2004. In addition, since 2017 the LAA has represented **victims of sex offences in criminal proceedings** – assisting them in realizing their rights in the criminal process, and in related administrative processes – in some cases, this has meant victims of TIP also received representation in the criminal process.**

Victims need not travel to the LAA Offices; in previous years, the LAA staff regularly visited the detention facilities and the shelters. **In 2020, due to the COVID-19 pandemic, LAA lawyers, translators and victims did not meet in person, but rather via ZOOM.** This does pose challenge to communication, because victims need to share their stories through the filter of technology (including screen freezing, connection problems etc). **It is important to note the LAA continued to function and provide support throughout 2020 and through the lockdowns.** It is also important to note that during 2020 **the LAA recruited three (3) additional external lawyers**, in order to represent victims of TIP on the behalf of the LAA, by a power of appointment. The lawyers were chosen due to their extensive knowledge of administrative law and TIP.

Legal aid is granted free of charge, and the victims are exempted from the economic eligibility test as set by the *Legal Aid Law 5732-1972*, usually required in order to prove one's entitlement for free legal aid services.

The LAA represented TIP victims in six (6) damages and monetary claims against the offenders and in fifteen (15) procedures in accordance with the *Entry into Israel Law 5712-1952* (hereinafter: *the "Entry into Israel Law"*) (which includes requests for a one (1) year staying permit for the purpose of rehabilitation, and requests for release from detention and for receiving a legal status in Israel).

In 2020, a sum of approximately 70,000 NIS (21,800 USD) was paid by the LAA to external lawyers who represented TIP victims on the behalf of the LAA, in legal proceedings according to law.

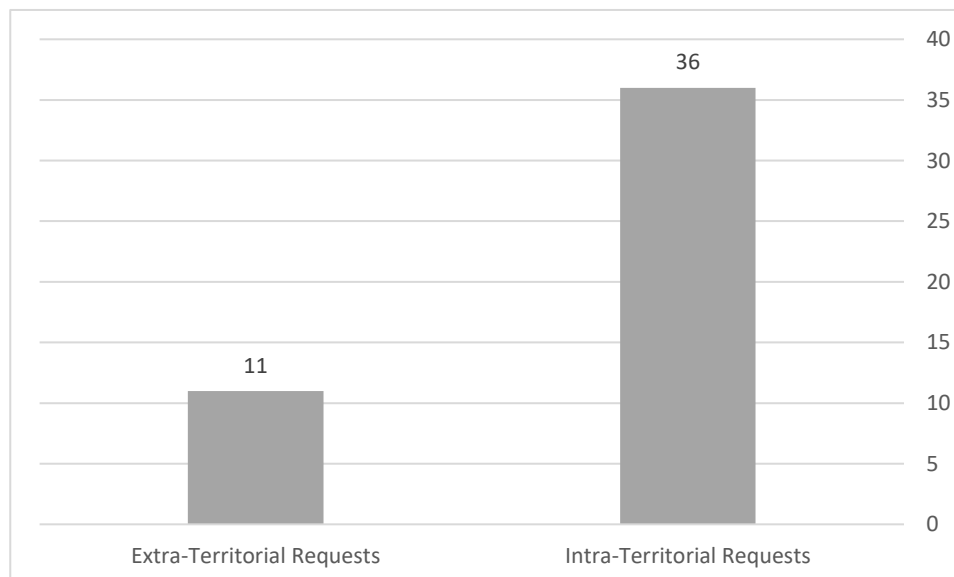
2020 Statistics

- During 2020, the LAA received a total of **seventy-six (76)** referrals based on offenses of TIP (according to Section 377A of the Penal Law) and slavery (according to Section 375A of the Penal Law). (hereinafter: the "Total Annual Requests"), as follows:

- **Figure No. 3: Total Annual Requests for Legal Aid, by type of offence**



- **Figure No. 4: Total Annual Requests from victims of slavery, by location of the offence**



- **Thirty-six (36)** of the Total Annual Requests were filed by victims of offenses that were committed in Israel (hereinafter: "Intra-Territorial Requests"). In addition, **eleven (11)** of the Total Annual Requests were filed by victims of offenses that were committed outside of Israel (hereinafter: "Extra-Territorial Requests").
- The Extra-Territorial Requests were filed by people who entered Israel illegally through the Egyptian border and were held in harsh conditions in the Sinai Peninsula, prior to their entry into Israel. Some of these were later recognized as conditions that constitute holding persons in conditions amounting to slavery (hereinafter: "*Sinai Requests*").
- Note that all thirty (30) Total Annual Requests filed by victims of TIP were Intra-Territorial Requests.

(iii) Requests of TIP Victims for the Purpose of Prostitution

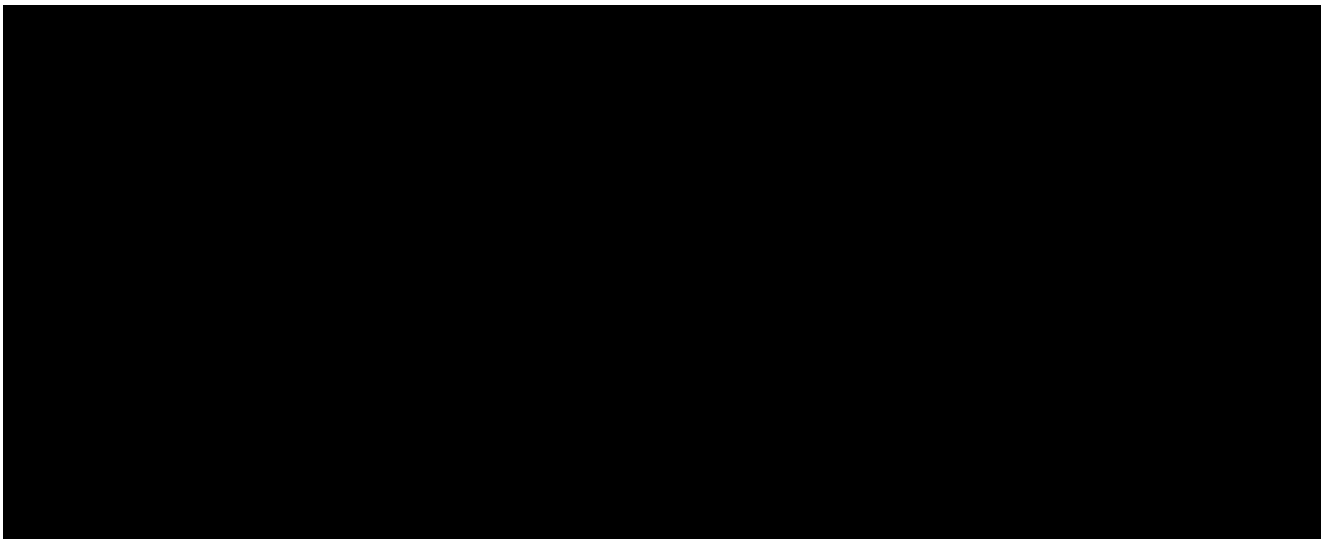
As mentioned above, **twenty-nine (29)** women, victims of trafficking for prostitution or related offenses, were referred to the LAA for legal aid. Of these:

i. Legal aid procedures in accordance with the Entry into Israel Law

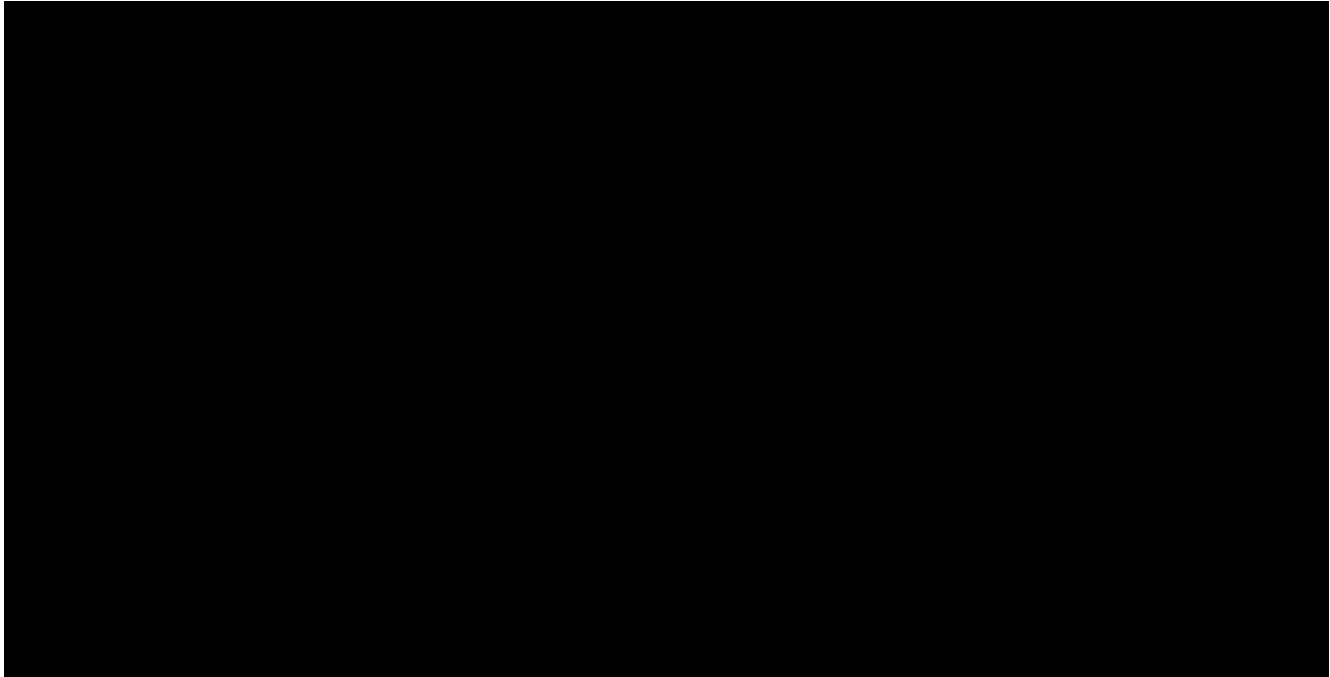
Fifteen (15) of the referrals of victims of trafficking for prostitution were requests for assistance in regularizing their legal status in Israel. Ten (10) of these requests were for assistance in applying for a year of rehabilitation, two (2) were for release from detention, and three (3) were for assistance in receiving status in Israel on humanitarian grounds.

Examples:

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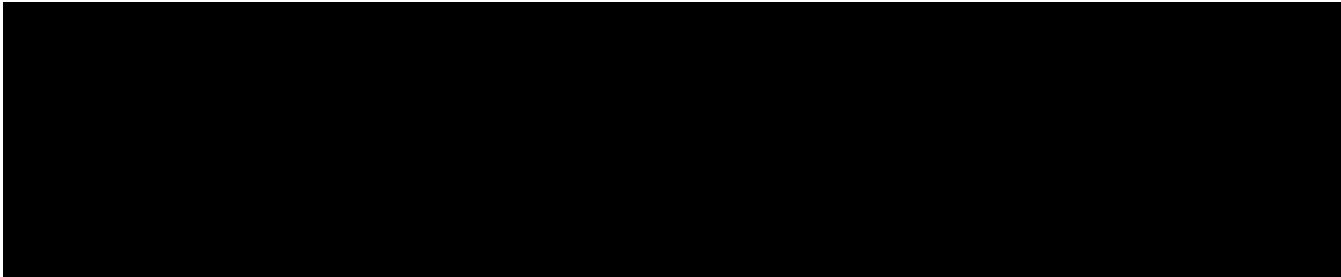
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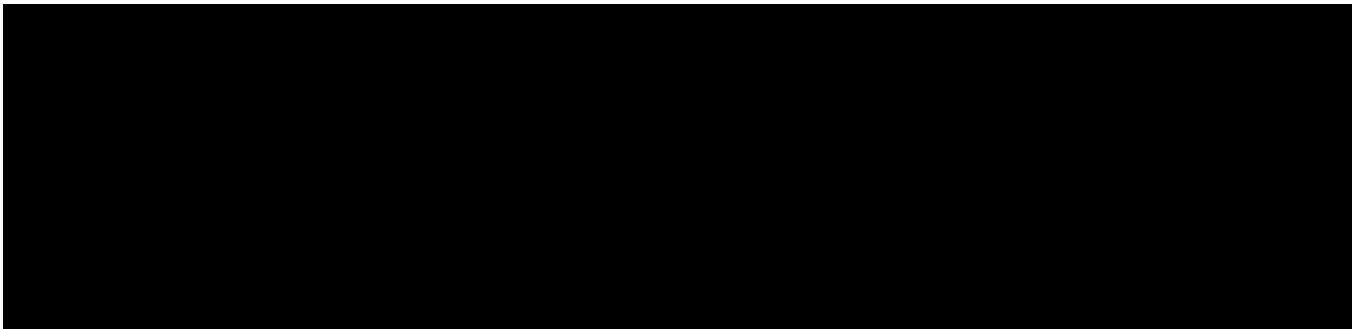
ii. Legal aid in submitting civil suits against traffickers

Six (6) women received legal aid in submitting civil suits to the courts.

Example:



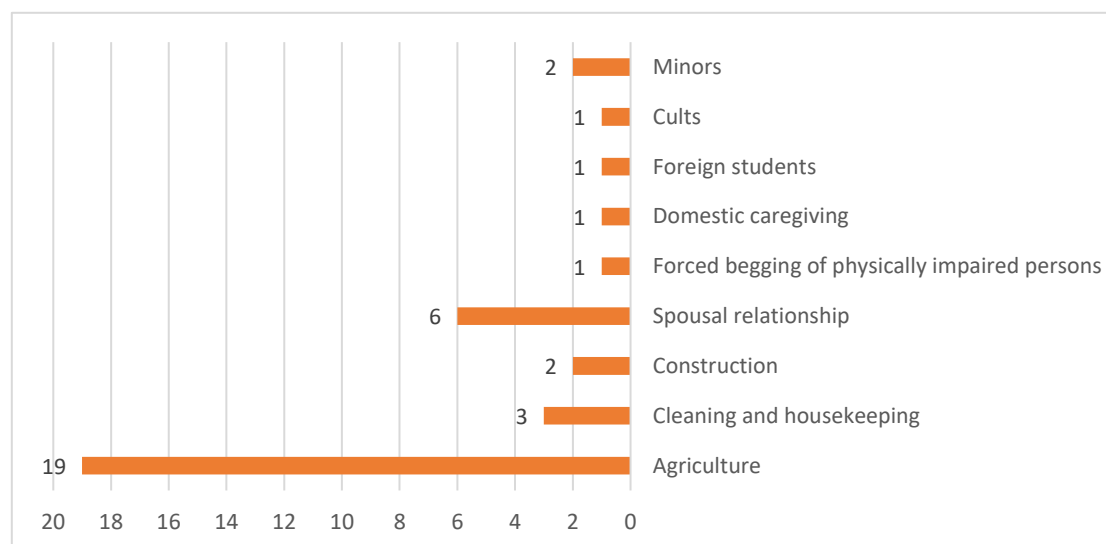
Judgments issued in 2020



(iv) **Legal aid to victims of the offense of holding a person under conditions of slavery for the purpose of work or services in Israel**

As mentioned above, in 2020, the LAA received **thirty-six (36)** intra-territorial requests regarding offenses of holding a person under conditions amounting to slavery, divided between fields and patterns of exploitation as follows:

Figure No. 5: Intra-Territorial Requests for Legal Aid from Victims of Slavery and forced labor, by Type of Exploitation



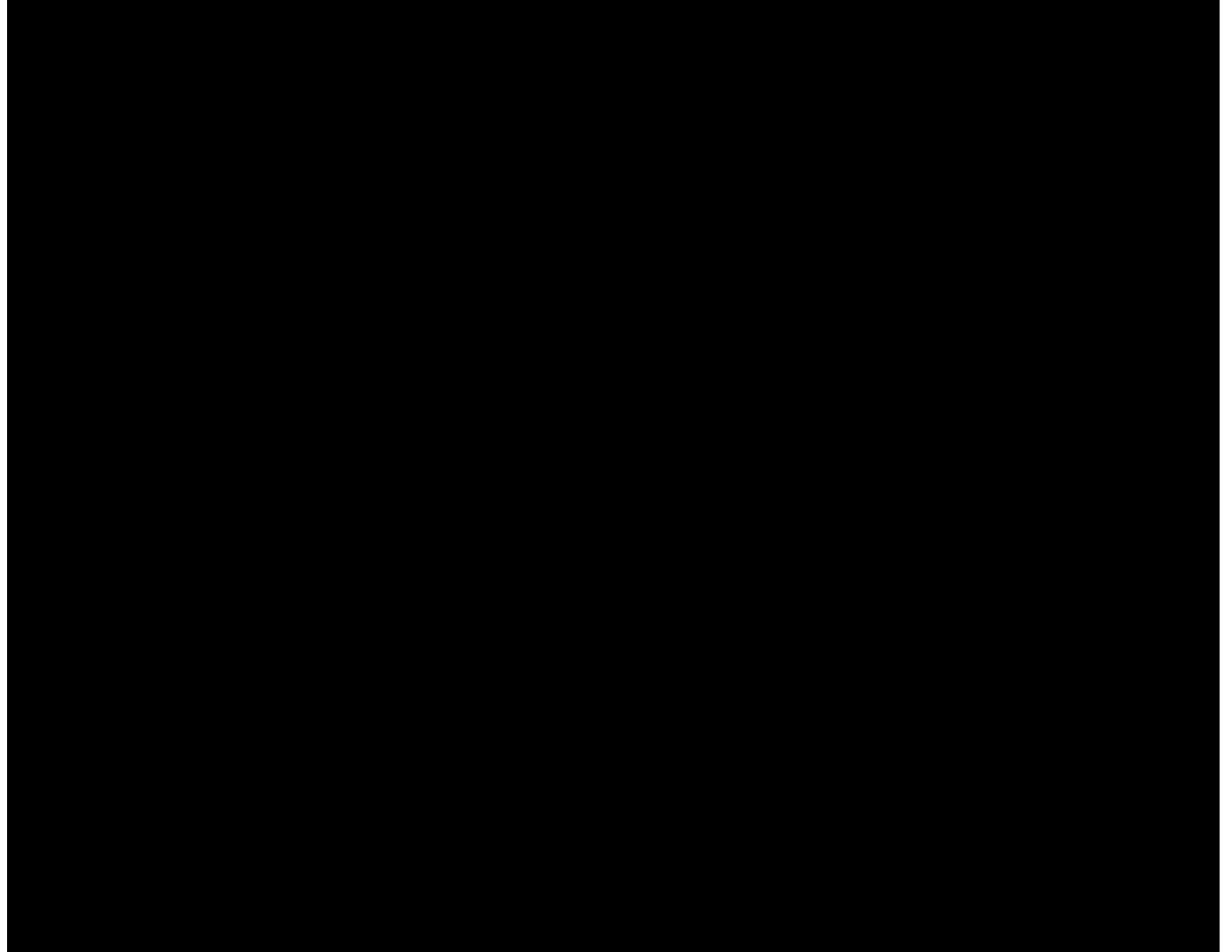
Case highlights concerning victims of slavery

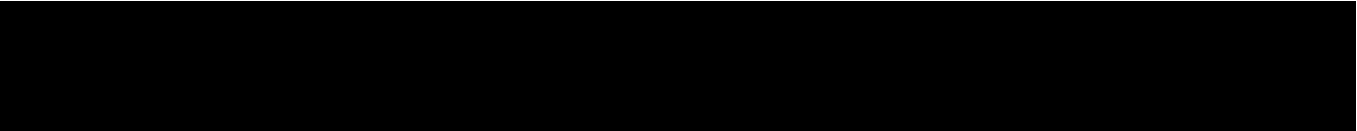
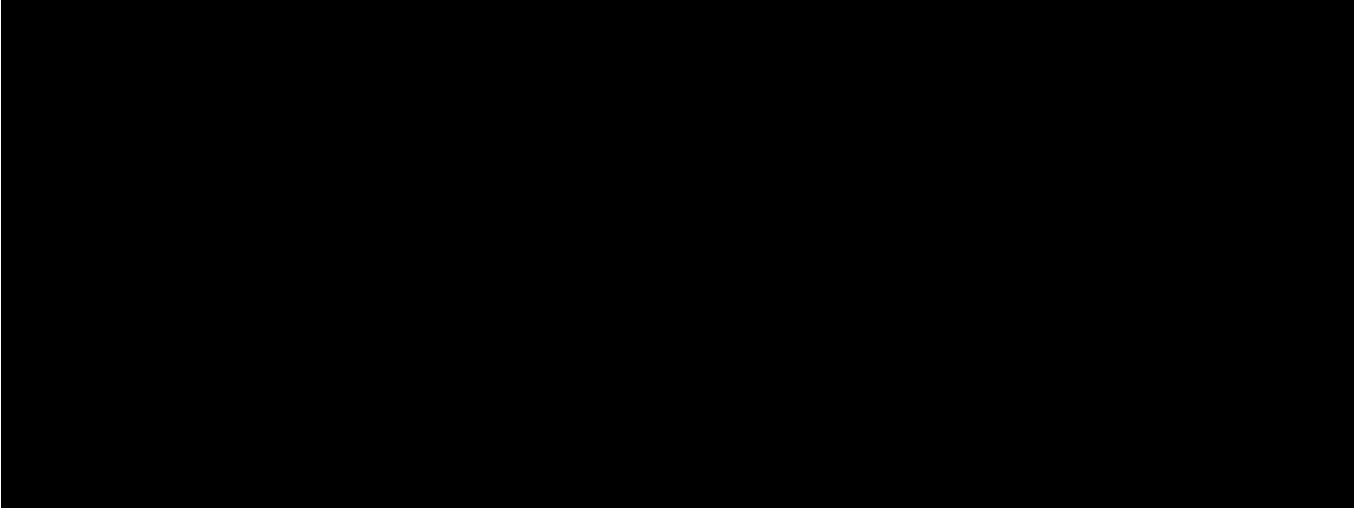
In 2020, the LAA treated **nineteen (19)** cases in which there was suspicion that workers in the agriculture field were held in conditions amounting to slavery.

Example:



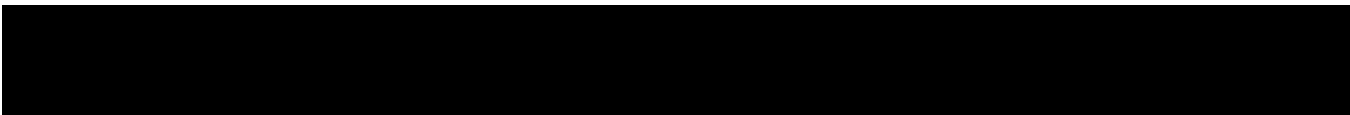
Foreign students from Mexico



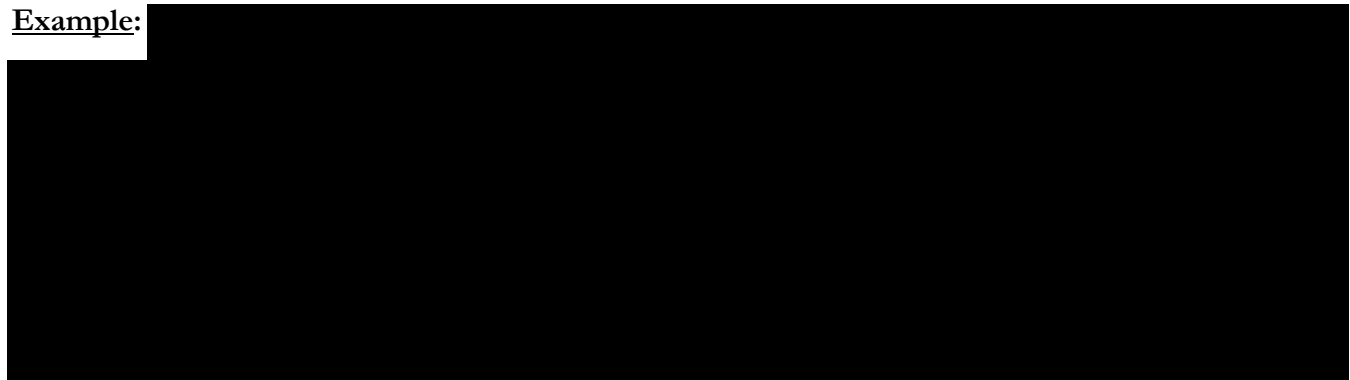

In the domestic caregiving field
Cleaning and housekeeping

In 2020, the LAA treated three (3) cases in which there was suspicion that people working illegally in cleaning and housekeeping were held in conditions amounting to slavery.

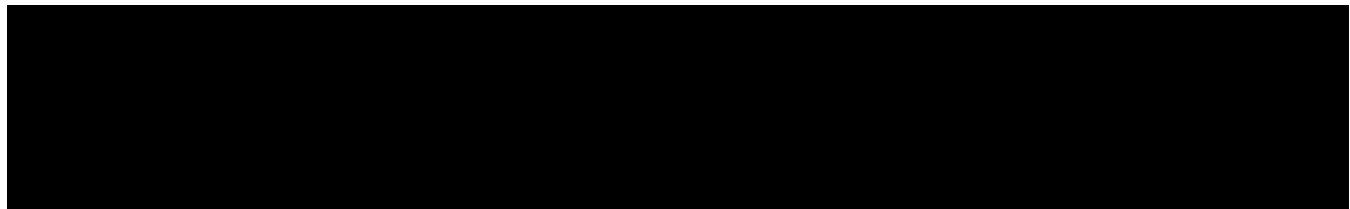
In the construction field
**Holding a person under conditions of slavery in the context of a spousal relationship**



Example:



Cases concerning persons with a physical disability (deafness and speech) who may have fallen victim to trafficking for the purpose of labor in forced begging



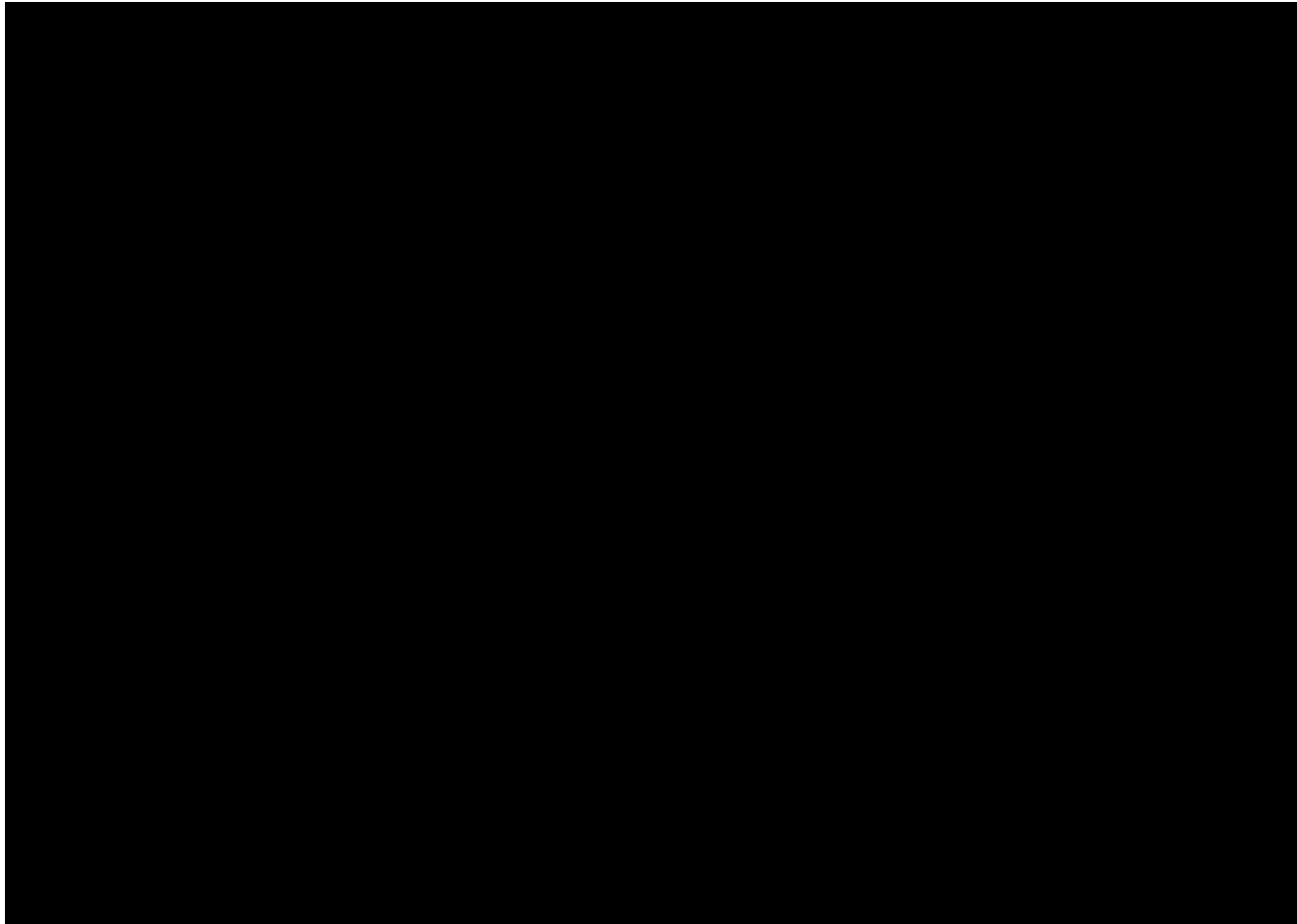
Abusive Cults



Minors who are victims of slavery

In 2020, the LAA treated two (2) cases in which there was suspicion that minors were held in conditions amounting to slavery:

- 



a. Legal aid provided to people who entered Israel illegally through the Egyptian border and fell victim to slavery in Sinai, prior to their entry into Israel

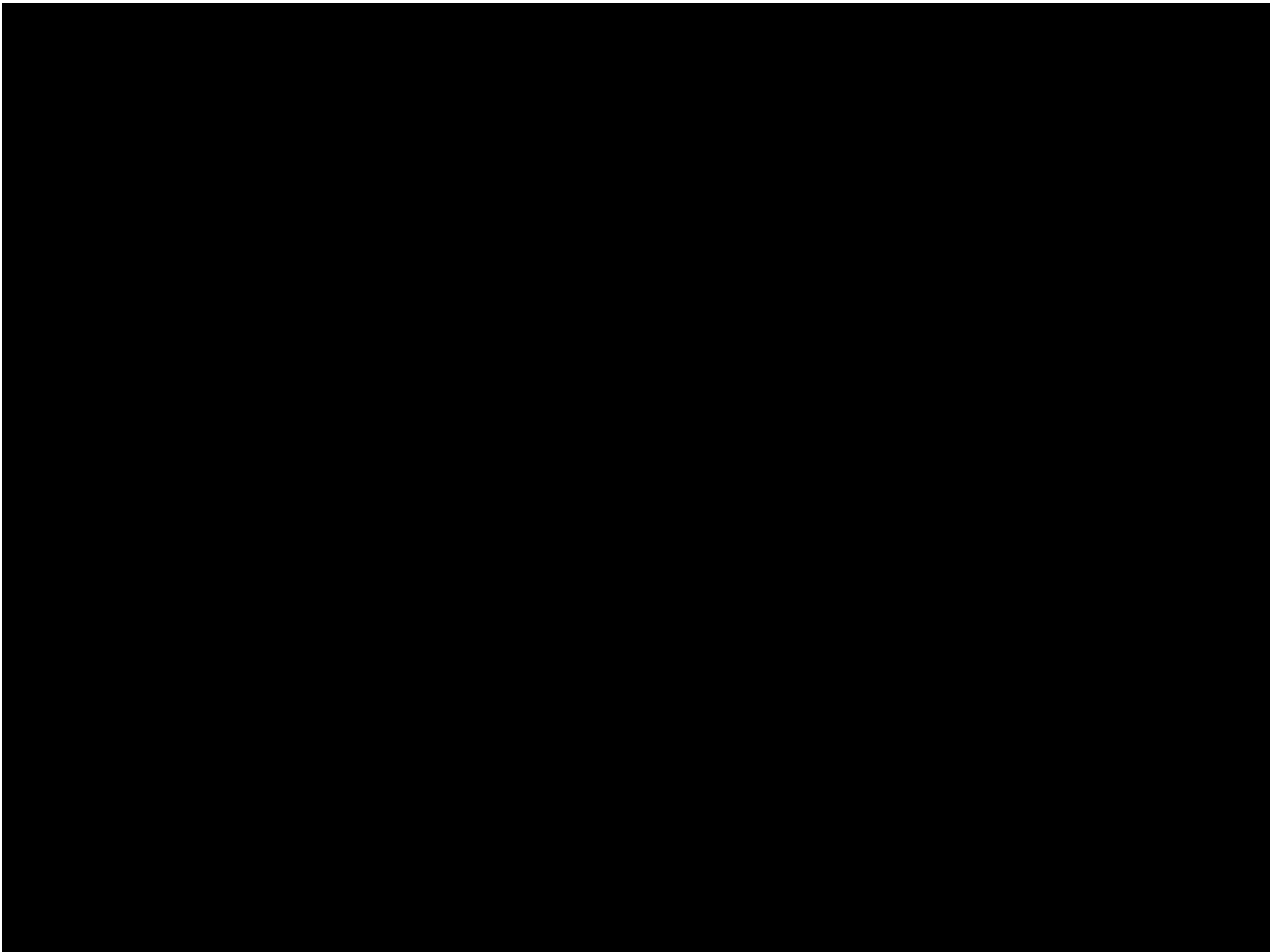
In 2020, the LAA provided legal aid for eleven (11) African nationals, who entered Israel illegally from the Sinai Peninsula, through the Egyptian border, and there was concern that they were held in Sinai under conditions of slavery for the purpose of providing services, including sexual services. Most victims entered Israel between 2010 and 2012.

i. Regularization of legal status in Israel

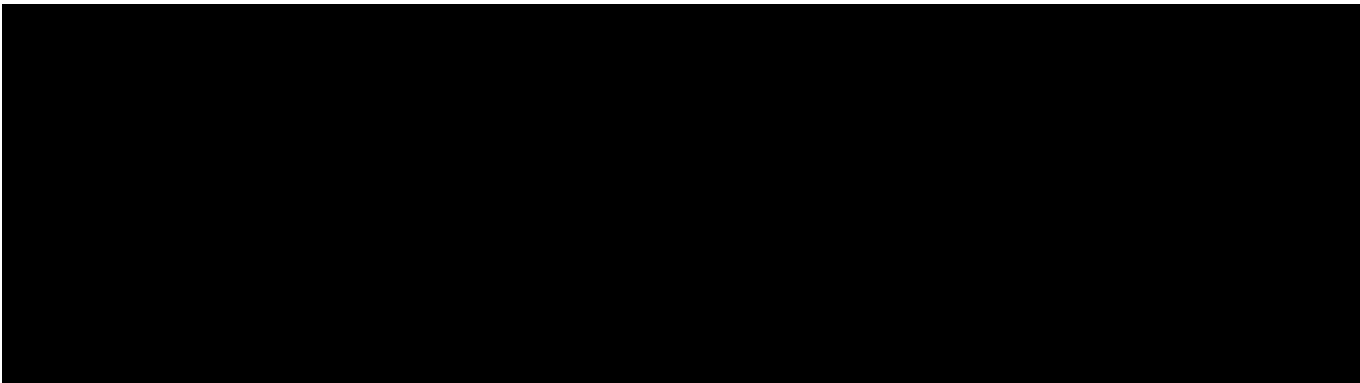
The LAA provided legal aid concerning regularization of legal status in Israel in six (6) cases.

Example:

-



ii. Legal action against the MOH



i. Legal aid regarding the process of recognition as victims of slavery

The LAA provided legal aid regarding the process of recognition as victims in three (3) cases. **Example:**

C. Shelters, Family Apartments and the National Center

General

The GOI treatment program for TIP victims includes varied frameworks, providing a diverse set of solutions, for victims of different needs and in different rehabilitative stages. It includes the following:

1. *Ma'agan* – a shelter for women victims (thirty-five (35) places)
2. *Atlas* – a center for men victims (thirty-five (35) places)
3. Family Apartments Complex (eighteen (18) places)
4. The National Center for Victims of Slavery and TIP (formerly titled the Day Center) (unlimited capacity)

In 2020, the men's transitional apartment which closed in 2019, to be converted to a transitional apartment for those who graduated from the Ma'agan shelter, was used for isolating those who were exposed to Covid-19 or Covid-19 patients.

The yearly operating budget of the shelters and family apartments is 7,780,776 NIS (2,444,532 USD). The budget for the National Center is 771,400 NIS (242,355 USD). All those frameworks are funded by the MLSS.

The Shelters Staff

The institutions staff includes twenty-seven (27) employees: a director in charge of the shelters and family apartments for treating TIP victims and in addition, every shelter has a shelter coordinator, two (2) social workers, four (4) or five (5) instructors, a caretaker, a secretary, a superintendent, a shelter's physician who comes to the shelter twice a week and a shelter psychiatrist, who comes to the shelter twice a month (as previously mentioned in part of 2020 the medical treatment was given in an online format due to the Covid-19 pandemic). In the "Ma'agan" shelter, the morning instructor speaks Russian and in the "Atlas" Center a Tigrinya interpreter is employed in the evenings.

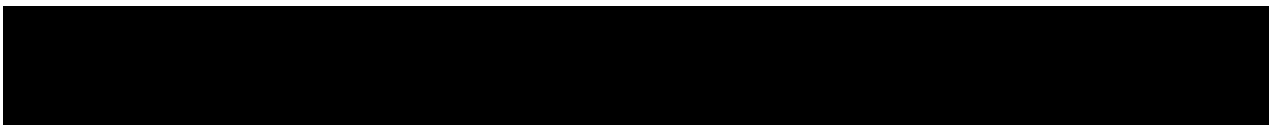
The staff of the family apartments for women includes: a social worker who is also the apartments' coordinator, an instructor, a secretary, an interpreter for Amharic and Tigrinya and a superintendent. In 2020, a Tigrinya interpreter was added to the morning hours at the Apartments. A children's social worker is also part of the staff of the family apartments. The children's social worker is in charge of providing dyadic treatment to the mothers and children, as well as parental training, medical supervision and contact with educational institutions.

The nature and services of each shelter were described in detail in our reply to Question #21 in our 2017 Report. The following relates to developments and services provided specifically in 2020.

The Treatment Centers – Overview

Main Developments and Innovations in the Frameworks for TIP Victims in 2020

1. Adaptation of the shelters' staff to the changing conditions



a.

b.

c.

2. Improvement of the nutrition in the shelters

3. Staff Training and Supervision

Medical Treatment - Changes and Innovations

In 2020, too, regular medical care was provided in the frameworks - a family physician twice a week in each of the shelters on regular days and times (see above on the doctor's availability during the Covid-19 pandemic). In 2020, a number of changes and innovations were introduced, as follows:

1.

2.

3.

4.

Psychiatric care

In 2019, regular psychiatric treatment continued to be provided on a regular basis, every two (2) weeks, by a psychiatrist employed by the MOH, see details under **שגיאה! מקור ההפניה לא נמצא.** However, the Covid-19 pandemic meant that the psychiatrist could not come in person to the shelter, intakes and follow-ups were done remotely. This form of communication, in addition to technical difficulties related to the need for interpretation services, made effective diagnosis and treatment difficult – in a time where the anxiety caused by the pandemic made it especially necessary.

Table No. 6: Victims who Received Psychiatric Treatment in 2020

	The "Ma'agan" shelter	The "Atlas" shelter	Family apartments	Total

No. of patients	13	7	4	24
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Covid-19 Impact on the Shelters

The Outbreak of the Covid-19 pandemic and the first lockdown in March 2020 were destabilizing events for the shelters, as they were everywhere. After the first period of instability, the shelter staff adapted to the challenges as follows:

- Revising the shelter procedures to adapt to Covid-19 restrictions – the new procedures required wearing masks in the shared spaces, the Ma'agan shelter residents were divided into "capsules" to limit possible transmission, residents are required to take their temperature twice daily and report the results to the staff, hand sanitizing is required when entering the shelters, and hygiene and sanitation are closely observed. Every shelter also designated an area for isolating a person exposed within the shelter , to avoid transmission to the other residents.
- The therapeutic procedures of the shelters adapted to the different limitations placed on contact in several ways – some sessions were held via zoom, and some were held in the open air – on the shelter grounds or nearby with masks and with phone interpretation.
- The shelters prepared with sufficient stocks of food, medicine, sanitation equipment and personal protection equipment (PPE) – before each lockdown, and as a matter of routine.
- Different activities were developed by all members of the staff to allow the residents to enjoy themselves and release the tensions – within the safety limitations. These included a sushi workshop, a gardening workshop, a baking workshop and an outdoor percussion session.
- Sports equipment was purchased at both shelters, to allow relief and release during the tense times when many activities were restricted.
- **Children staying at the family apartments:** specific efforts were made to provide the children with stability and continuity:

- The staff sought out donations of laptops for the three (3) children who were 10-11 years old (in addition to the desktop computer in each apartment), and those were very beneficial when remote learning began.
- For several months, the shelter also employed a student who visited the apartments twice monthly to assist the children with their learning materials.
- For the first graders, the shelter staff purchased study materials to help them catch up with the curriculum.
- Finally, during lockdown families received crafting kits every (3) three days.
- The Covid-19 pandemic also had consequences on **employment** – particularly for the women at the Ma'agan shelter, half of which lost their job in the first lockdown. Employment was not so severely affected in the "Atlas" shelter, although those who were not employed at the time found it more difficult to find employment after the pandemic started.
- **Freedom of Movement:** During the lockdowns, women who had partners outside the shelters were at first not allowed to see them, as per the lockdown regulations. Following requests from the women and upon consultation with the MLSS and the Police, the women were allowed to leave to stay with their partner, after giving the partner's details and address to the staff and would commit to observing health regulations while outside the shelter (during the first lockdown, women had to isolate themselves within the shelter for fourteen (14) days upon returning – but this limitation was later lifted). In practice, in each lockdown between six (6) and eight (8) women left the shelters in that manner, with shelter staff staying in contact with them while they were away. Several women chose to remain with their partner after lockdown ended (including one who found employment while she was away), and thus it was later decided that in the third lockdown in January 2021, women would only be able to leave the shelter for two weeks and then have to return, even if lockdown continued.
- **Healthcare Related Changes**, in the context of the pandemic:

Building a Collaboration with an MOH contact: since April 2020, when Covid-19 patients were first confirmed, the Shelters needed regular assistance and coordination with the MOH – contact was made with the department in the MOH responsible for populations without status in Israel, and they have assisted in addressing the shelters' needs as they come – for example. ordering tests, receiving results, and moving to an isolation hotel.

Publishing MOH guidelines in languages spoken by the shelter residents: updates and guidelines are regularly translated by the MOH, and distributed to shelter residents.

Testing for Shelter Residents – in September 2020, the MLSS facilitated the option of Covid-19 testing at the shelters – an option many of the residents took.

Prioritizing shelter residents for the Covid-19 vaccine – the MLSS has facilitated the vaccination of shelter residents and staff who wish to receive the vaccine – ahead of the eligibility in the general population – to decrease the chances of an outbreak at the shelters. The staff puts great efforts into encourage the residents to do so.

- **Visa Extensions:** while victims who wanted to leave the shelters and return to their home countries were generally able to do so, in several cases victims' rehabilitation visas were extended by several months to account for setbacks in their rehabilitation process – mostly due to loss of employment during lockdown – and to allow them to complete an effective rehabilitation process.

(v) **Ma'agan - Shelter for Women**

Ten (10) women were referred to "Ma'agan" Shelter during 2020. Additionally, the shelter continued to provide assistance to thirty (30) women who were referred to the shelter in previous years and continued to remain at the Shelter in 2020. In total, the shelter treated forty (40) women. It should be noted that as of 2020, women with children stay only at the family apartments and not at "Ma'agan".

Table No. 7: Referrals to the Ma'agan Shelter in 2020 by Country

Country of origin:	Russia	Ukraine	Nigeria	Moldova	Belarus
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Number of women:					
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Table No. 8: Referrals to the Ma'agan Shelter in 2013-2020 by form of Exploitation

Year	Israeli victims of TIP/slavery	Slavery for the purpose of providing sexual services (Sinai Victims)	Slavery among women in the context of labor	TIP for the purpose of sexual exploitation	Total number of new referrals	Other
2013		31	2	6	39	
2014		13	3	11	28	Israeli
2015		1110	1	13	24	
2016		4	3	13	25	5 Deaf-Mute Women
2017	1	7 (2 reintegration)	3	8 (1 reintegration)	+ 22 (3 reintegration)	3 Deaf-Mute Women
2018		2	2	27 (2 reintegration)	31 (2 reintegration)	
2019		0	2	24 (5 reintegration)	38 (5 reintegration)	12 victims of forced labor

2020			1	5 (1 reintegration)		4 victims of TIP for the commission of sex offences
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Notes:

2020 is characterized by a considerable decline in the number of **women** referred to the "Ma'agan" Shelter. The decline can be attributed to the limitations on entering Israel for most of 2020, which made it harder for traffickers to bring women into the country. As in 2019, there were women who were referred to the shelters but chose not to stay there, for personal reasons – for example women who had partners.

In 2020, **eighteen (18)** women left the shelter, for various reasons such as – personal choice, end of rehabilitation period, move to the family apartments and hospitalization in psychiatric institution.

Leaving the shelter and the “Voluntary Return” Project:

The “**Voluntary Return and Reintegration**” Project in the country of origin began in 2013 thanks to close cooperation with the CIMI non-profit organization (founded by Joint Israel), funded by the European Union and with the help of the IOM. The project resumed in January 2016, this time funded by the PIBA, and it offers a very broad aid package, including: travel arrangements and assistance at the airport in Israel and the country of origin, medical accompaniment, a cash grant of \$100 for preliminary costs, assisting in the long term in the country of origin for the purpose of finding accommodation, starting a business, vocational training or integration in the labor market (a grant of up to \$750), and all through the representatives of the IOM in the country of origin. **The project was halted in 2020 as a result of the Covid-19 crisis.**

The committee for irregular extensions of visa

The committee was formed following the decision of the steering committee of the frameworks in 2014, which included members from MLSS, MOH, the frameworks and PIBA.

The committee convened in March 2020, and since the outbreak of Covid-19, has held consultations by email correspondence. The Covid-19 crisis meant there was an increase in the number of visa extensions requested and granted this year – in accordance with OSCE recommendations, as received via NATU, which stress the importance of visa extensions for victim protection through the Covid-19 crisis. In total,

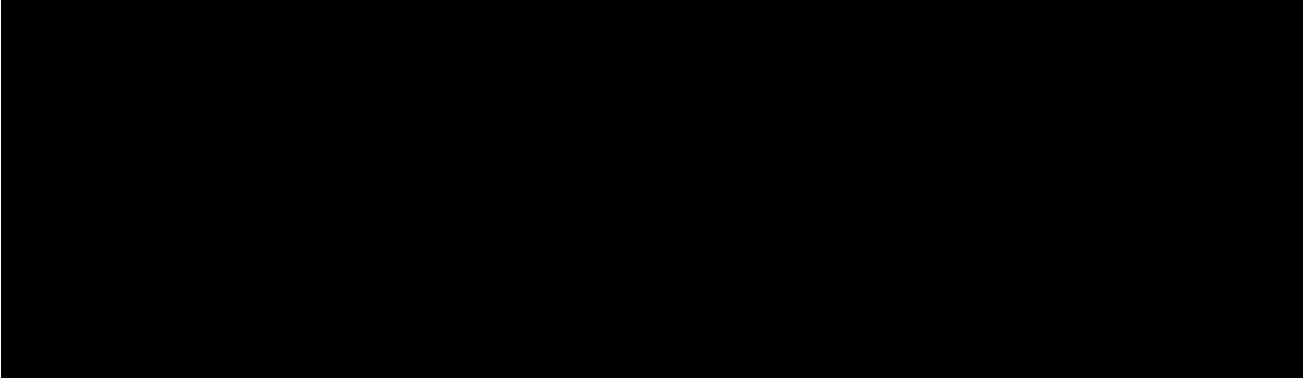
five (5) extensions were granted this year.

(vi) Family Apartments

Since 2018, the three (3) former transitional apartments to were converted to "shelter alternatives" – to allow mothers with more than one child and/or with older children to stay at the shelter, providing the support of the shelter with the privacy of the apartments. In 2020, two (2) women without children who had completed a long stay in the shelter also stayed in the apartments with the families.

In total, nine (9) women and twenty-one (21) children resided in the family apartments in the course of 2020.

Notes

- In 2020, five (5) women and eight (8) children were referred to the family apartments.
- While in previous years all the residents of the family apartments were victims of the Sinai Camps, from
- 
- The children at the apartments receive full schooling and daycare (which is funded by the shelters until they reach the age of three, when it is funded by the State), as well as various activities and excursions, some of which have been funded by the Forfeiture Fund – within the Covid-19 limitations.

Leaving the Apartments

During 2020, two (2) families left the family apartments, after completing their rehabilitation with extensions, and moved to apartments that they rented independently.

In addition, the staff of the family apartments is in contact with the UNHCR, in order to promote the process of resettlement of the families in the United States. The process was stalled due to the freezing of resettlement quotas as a result of the Covid-19 crisis, and will hopefully be renewed in 2021.

(vii) "Atlas" Shelter

In recent years there was a noticeable change in the profile of male TIP victims, as seen hereafter. When the Atlas shelter was first established most of the male victims of TIP and slavery who were recognized and received at the shelter, were victims of the Sinai Camps. In the past few years, there was a significant increase in the identified victims of slavery and TIP from various countries, resulting in a more heterogeneous population in the "Atlas" Shelter – concurrently with a significant decrease in the number of residents who are Sinai Victims, because in most of the relevant population had already been screened or already exited Israel.

Identification of Victims and Referrals in 2020

- **In total, thirty-two (32) victims were treated in the "Atlas" Center in 2020 – eighteen (18) of which were referred to the shelter in 2020**, and fourteen (14) in 2019, as follows:

Table No. 9 Referrals to the Atlas Shelter in 2020, by type of Exploitation and Country of Origin

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Leaving the Center

In 2020, **seventeen (17)** men left the "Atlas" Center, as follows:

Left the shelter after completing the rehabilitation period	
Left the shelter of their own decision	
Left the shelter because the shelter found them employment outside it ¹²	

The National Center for Survivors of Slavery and TIP (Formerly: the Day Center)

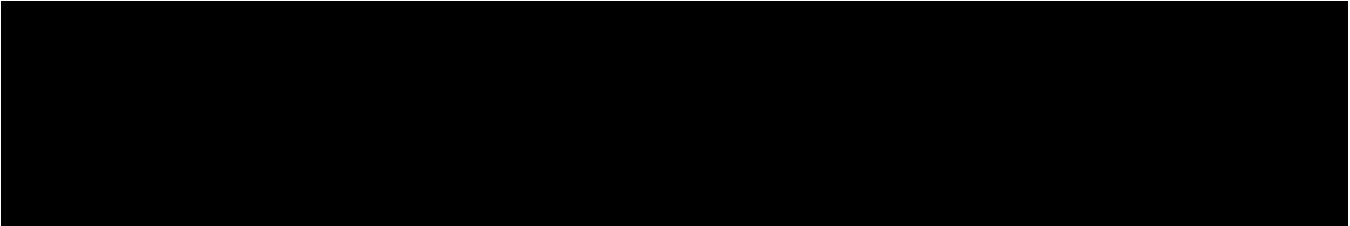
General

The National Center for Survivors of Slavery and TIP was established on August 25, 2013. The center provides services to victims of TIP and slavery, and in 2018, was awarded the President's award for its role in aiding victims of TIP (see our reply to Question #5C).

The National Center is an innovative and dynamic solution for the transition period – either between leaving the shelter and becoming a part of the community, while waiting to be placed in one of the shelters for victims, or for those victims who choose not to live in the shelters. The goals of the Center are: (a) to provide counseling services in the community to TIP victims; (b) to identify victims who are in situations of risk and danger and to refer them to the shelters in case of emergency; (c) to support and mediate additional services and provide material aid and concrete solutions as needed.

As a rule, historically, the women and men treated at the Center are of African origin (most are Nationals of Eritrea or Sudan who cannot be returned to their country of origin) and were recognized by the Police as victims of slavery for the purpose of forced labor or sex services whilst in Sinai. The offenses perpetrated against them were committed outside of Israel, in the Sinai. However, in late 2020 **the Center first began**

¹² The shelter provided these residents with a one month period to recover, then found them safe employment in Agriculture



The National Center is funded by the MLSS and is operated in cooperation with the Director of Social Services in the Tel Aviv-Jaffa Municipality ("Mesila"). Due to the increase of the number of victims who are treated by the National Center, the MLSS increased the yearly budget of the National Center by 33% in 2019. Accordingly, the current yearly budget transferred to the National Center by MLSS is 771,400 NIS (223, 291 USD).

The National Center's Staff

The staff is a total of six (6) people - the director, social workers for women and for men, a community counselor-coordinator and two (2) interpreters.

Cooperation between the National Center and the Shelters' Frameworks

In order to guarantee a continuity of treatment, there is a close cooperation between the staff of the shelters and the staff of the National Center.

- Transition from the National Center to the shelters – the social worker of the National Center submits a short psychosocial report and accompanies the TIP victim to the shelter on the day of the transition.
- Transition from the shelters to the National Center – a month before the end of term of rehabilitation the relevant social worker updates the National Center's social worker and sends a psychosocial report. When needed, the shelter's social worker arranges a meeting between the TIP victim and the National Center's social worker, in order to alleviate the anxiety regarding the departure from the shelter and establish future contact.

Victims' Profile

In the course of 2020, the National Center treated two hundred and thirty-nine (239) male and female victims of TIP, slavery and forced labor - one hundred and six (106) women, and one hundred and thirty-three (133) men.

In addition, the Center treated – directly or indirectly – about one hundred and sixty (160) children (children of victims, mainly of the female victims) between the ages of newborn to twelve (12) years. This treatment included case-management, concerning medical rights, registering for educational frameworks and parental trainings for parents.

Treatment and Activities Provided by the National Center

In early 2020, the Center operated two community projects - a volleyball group for men, and a project for financial and personal empowerment for women through flower arranging. A session was also held for the men which included a presentation on trainings and learning opportunities via Direction college, attended by fourteen (14) men.

The Center's activity was impacted by Covid-19 in several ways:

The population treated by the Center was heavily impacted by the pandemic – about 80% of them lost their jobs and incomes, and to our knowledge, ten (10) were infected with Covid-19. **Except for the first two months of lockdown in March-April 2020, the Center has remained open throughout 2020 for individual meetings.** Group activities and sessions were halted because the space available did not allow for their continuation in adherence with the guidelines.

Since the pandemic broke out, the Center emphasized food aid and financial support – almost all of those treated by the Center received gift cards, food aid, winter gear and more. The Center was also active in dissemination information about the MOH guidelines and Covid-19 testing to the community.

D. Foreign and Domestic victims

The care services and facilities are described above. The services are accessible to foreign and domestic victims equally, without discrimination. Given the profile of victims, the care services and facilities are, in fact, mostly geared towards foreign victims.

E. Child Victims

The Heart 24/7

The Heart 24/7 has been operating since 2014 and offers 24/7 support for minors in prostitution. The

program offers two (2) main treatment tracks: damage minimization, and treatment and rehabilitation.

- **Damage minimization:** 24/7 centers, in the Tel Aviv-Jaffa area, Haifa and Petach-Tiqva, operated by staff and volunteers. Services include meals, hygiene needs, showers, laundry, medical assistance, consultations, and a place to stay and rest. Besides this form of aid, the centers also offers numerous workshops.
- **National helpline:** the helpline operates on a 24/7 basis and assists youths and young adults along the prostitution spectrum in listening and crisis management; it also provides referrals to professionals when necessary.
- **Assistance with education and employment:** the program provides assistance and support with education and employment, to assist in building a future.
- **Personal support:** the youths and young adults are each assigned a mentor who accompanies them personally through the process, providing them with support and a safe person with whom to discuss safe sex, sexual identity, drug use, relationships, personal difficulties and more.

Note that until 2019, only one (1) center operated 24/7, in the Tel Aviv-Jaffa area. In 2020, two (2) centers, in Haifa and Petach-Tikva began to operate 24/7. This expansion was a result of an additional budget of 2,457,630 NIS (772,128 USD), which was provided by the MLSS, in accordance with Government Resolution No. 4462.

The Heart – Open Centers for Girls and Young Women in Commercial Sexual Exploitation in Municipalities

The open centers serve as a safe and protective alternative to the street or to an abusive home, and give basic aid in the form of meals, a place to shower, and preliminary support. The girls and young women also receive personal mentoring and mediation with services available in the community, allowing them access to other means of receiving support and aid. There are currently fifteen (15) centers, including a new center in the Arab populated city Um El Fahem, and the MLSS is in the process of establishing two (2) additional centers – in Ramat-Gan and Rishon LeZion.

F. Leaving the Shelters Unchaperoned

Victims may leave the shelters at will, unless law enforcement agencies estimate that they are at risk, in which case they are to remain in the shelter until it is assessed that they are no longer at risk (see further details in our response to Question #4I).

Victims are accompanied by a staff member to the Courts and The State Attorney's Offices, as well as to institutions giving medical care, if provided outside the shelters. This service is provided to support the victims emotionally and psychologically, as well as for their personal safety.

During the Covid-19 pandemic, limitations were placed on movement as part of an effort to reduce the risk of Covid-19 transmission. New victims coming into the shelter had to be quarantined in a dedicated space in the shelter, as were residents who were exposed to verified Covid-19 patients, or victims who displayed Covid-19 symptoms (as mentioned above, testing was available at the shelter). In periods of lockdown, further restrictions were placed – residents were prohibited from leaving the shelter at nights, and they were instructed to return to the shelters immediately after finishing work. As described above, an arrangement was found to protect the freedom and autonomy of women who had partners in the community – they were authorized to stay with them during periods of lockdown, and remained in contact with the shelter staff.

G. Employment while Receiving Assistance

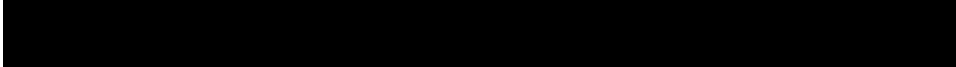

As detailed in above, victims are eligible for work visas during their stay in the shelter, and the shelter supports them in seeking employment. Work is seen as an important part of the rehabilitative process.

H. Services Accessible for Victims with Disabilities

Women with Physical Disabilities

Repairs were made to the **Ma'agan Shelter** in 2015 to make it accessible to a resident with physical disabilities, including installing support handles in the toilet and shower, and leveling of the shelter yard. In 2020, no victims with disabilities requiring accessibility of services were referred to the shelter.

o While none of **the National Center's** attendees suffer from physical disabilities requiring an adapted environment, the Center is located on the ground floor and is accessible for persons with mobility disabilities and mother with children who use baby carriages.



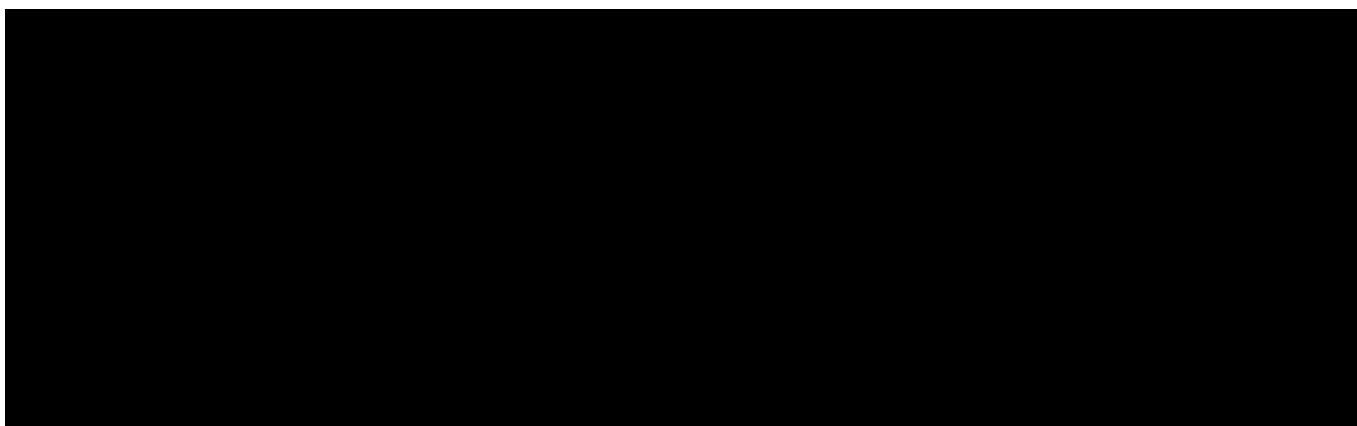
Women with Psychiatric Disorders

The shelters sometimes deal with victims with complex psychiatric disorders, and are sometimes required to handle behaviors such as suicidality, aggressive behavior toward the staff and other residents, instability, and dissociative behavior. As necessary, the staff distributes psychiatric medicine (as prescribed), preforms hourly checks on patients and mediates the behavior to staff and other residents. Specific cases include:

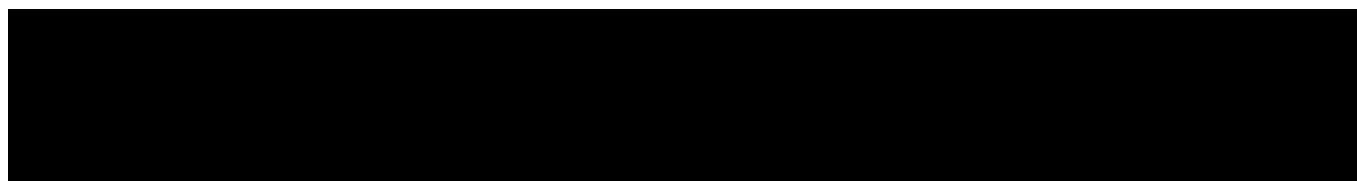
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In order to ensure the safety of the residents, in 2019 the shelter's staff purchased panic buttons for the staff and removed sharp objects from the communal spaces.

The group of deaf-mute women



Men with Physical disabilities



Men with Mental disabilities

The shelter treats victims who suffer from psychological difficulties as a result of the trauma they suffered. The shelter social workers, a psychiatrist and other professionals, as appropriate, treat them.

E. HOTLINES:

- Did the government operate a hotline for potential victims? If so, how many calls did the hotline receive? How many victims were identified and investigations of potential perpetrators were initiated as a result? What were the hours of operation? What languages could it accommodate? What did the government do to publicize the hotline?
- Did the hotline remain in operation during the pandemic?

Hotlines

A. The PIBA Call Center

Upon their arrival to Israel, every foreign worker receives a card with the details of the call center and the various officials they may contact whenever necessary. The call center receives complaints in foreign languages, and has an option to leave a recorded message 24 hours a day, registers the complaints and transfers them to the relevant bodies for further inquiry.

- The call center employs thirteen (13) translators in nine (9) languages, including Thai, Bulgarian, Nepalese, Sinhalese, Turkish, Romanian, Chinese, Russian and Ukrainian. Ukrainian and Turkish were added in 2018 – Turkish to add support for the Yilmazlar construction workers, and Ukrainian for workers from the Ukraine coming under the bilateral agreements.
- When calling the hotline, the caller chooses their language and is routed accordingly. The hotline used to be available Sunday to Tuesday – 9:00 AM to 4:00 PM – in 2020, the Call Center's availability has

been extended to the afternoon and evening, in order to fit with the workers schedule. In addition, the workers can contact the center via an **online form** in all official languages of countries with which Israel signed a bilateral agreement.

- The available hours are updated according to the number of requests in each language. For example, considering the increase in the number of inquiries from Chinese construction workers, the call center added available hours in Chinese. Furthermore, the call center made some surveys to reflect the efficiency of the mechanism
- The Call Center distributed newsletters to the workers with updated information on current issues
- All complaints are forwarded to the PIBA hotline coordinator, who either provides the employee with the information he/she requested, or refers the complaint to the relevant authorities:
 - MLSS Enforcement Division
 - Ombudswoman for Foreign Workers' Rights of the MLSS
 - PIBA's Enforcement Unit.
 - NIL.
- **The Call Center continued to operate through the Covid-19 pandemic.**
- Usually a reply would be provided within fourteen (14) days, unless administrative or criminal investigations are initiated, and become a lengthy process. The Hotline also addresses referrals from other sources.
- In 2020, the Call Center received a total sum of **2,874** calls, the majority of which came from construction workers (2,305 calls – 1,828 calls from Chinese workers, 214 calls from Moldavian workers, 224 calls from Ukrainian workers, and 39 calls from Turkish workers). The Call Center also received 536 calls from Agriculture workers (531 from Thai workers, 3 from Chinese workers and 2 from Ukrainian workers) and 30 calls from domestic caregivers (17 calls from Moldavian workers, 9 calls from Ukrainian workers, 3 from Sri-Lankan and 1 call from a Nepalese worker). The majority of

these calls were made for the purpose of information (2,038 calls), followed by complaints in relation to the actions of employers or manpower companies (476 calls), complaints in relation to salary (453 calls), complaint in relation to other issues (228 calls), calls in relation to safety and work related injuries (31 calls) and recruitment fees in cases of changing employers (2 calls). It should be noted that the number of complaints is influenced by the number of workers who arrive to Israel via bilateral agreements.

CIMI and PIBA publish a detailed annual report on the Call Center's activity.

B. The Child Protection Bureau Hotline (105)

As mentioned in our response to Question #3(U), the Child Protection Bureau operates a hotline providing toll-free calls from all over the country and from any phone - the hotline, which can be reached by dialing 105, was launched in a limited capacity in February 2018, and was launched to the public and transferred to a full working format (24/7), in November 2018. Since its launch, it has handled over 21,000 instances of online abuse of children

The hotline deals with all offense and abuse behaviors against children committed in the online realm, including sexual abuse and prostitution. The calls are received by Police officers who received specific training, and is supported by an inter-ministerial desk with experts on online child abuse from the Ministry of Education, the MLSS, the MOH, the MPS and the MOJ, who are able to intervene and ensure that every call receives an appropriate and comprehensive response.

Statistics for 2020:

- The hotline handled over 10,000 events - 8,000 of which were reported after the beginning of the Covid-19 pandemic (after March 15th).
- 36% of the events were sex-related – sexual abuse, solicitation and harassment, distributing photos and videos, threats and blackmail.
- The main platforms in which abuse was reported were Instagram and Whatsapp. There have been no significant changes in these patterns related to the Covid-19 pandemic.

F. BENEFITS FOR FOREIGN VICTIMS:

- Did the government provide, through a formal policy or otherwise, temporary or permanent residency status, or other relief from deportation, for foreign TIP victims who may face retribution or hardship in the countries to which they would be deported? Did the government extend additional immigration relief to victims who would otherwise be deported or repatriated to countries with a high risk COVID-19 infection or who could not return to their home countries due to travel restrictions?
- If so, how many foreign victims received deportation relief?
- Were such benefits linked to whether a foreign victim assisted law enforcement or participated in a trial, or whether the trafficker was convicted?
- Did the government provide, through a formal policy or otherwise, longer-term shelter or residency benefits to foreign victims? If so, were they given the opportunity to seek legal employment while in temporary or permanent residency status?

There were no changes or proposed changes in this arena during the reporting period. **Every TIP victim, who is identified as such, receives a B1 visa, (or the equivalent permit for Palestinian victims) which is a rehabilitation and work permit, valid for the year of rehabilitation in the shelters.** This visa can be extended upon PIBA's discretion.

A TIP victim who is taking part in judicial proceedings is entitled to a B1 visa until their conclusion, and then may request a further year for rehabilitation.

Benefits are not linked to the successful outcome of a trafficking prosecution. On the contrary, work visas for rehabilitation purposes are issued to victims regardless of whether the victim cooperated with an investigation or prosecution.

As reported in our reply to Question #4(U)D, more visa extensions were granted to victims staying at the shelter this year, in light of the special circumstances of the pandemic.

Table No. 10: Visas Granted to TIP Victims in 2020

Type of Visa	Victims of TIP for the Purpose of Prostitution	Victims of TIP for Slavery and Forced Labor	Sinai Victims
Total number of initial B1 visas granted to newly identified victims	6	23	-
Total number of extensions of B1 visas for witness	30	69	-
Total number of initial B2 visas granted to newly identified victims (a tourist visa, given in the time of the reflection period)	-	-	-
Total number of rehabilitation one year visas.	3	4	7
Total number of extensions of visa for one additional year of rehabilitation	-	3	-
The number of visas for victims who return for Israel after leaving the country	8	-	-

Deposit Law and Regulations

On May 1st, 2017, the Amendment to the Foreign Workers' Law came into effect, requiring an employer of a foreign worker every month to deposit a monetary deposit for each month in which the employee was employed. On July 19, 2018, the **Foreign Workers Regulations (types of cases and conditions under which a foreign worker, who is an infiltrator, is entitled to receive the deposit money prior to the date of leaving Israel for a temporary exit)** were published, after being approved by the Knesset Labor, Health and Welfare Committee. These regulations provide that one of the populations eligible for relief for such deduction of wages for the purpose of the deposit is a person who the Israeli Police has confirmed

that there is *prima facie* evidence that an offense of TIP or slavery has been committed against them (other populations eligible for the relief include minors, women, and single fathers of underage children). This means that for victims of TIP and slavery, only 6% (instead of 20% as determined by law) should be deducted from the wage for the purpose of the deposit.

On April 23rd 2020, HCJ decided in a petition against the deposit law (HCJ 2293/17 *Garsgabar and Others v. The Knesset et. al.*) – striking the deduction of 20% of the employee's wages. In the decision, the State was also ordered to return the sums deducted under this clause to the workers.

Following this ruling PIBA set up a simple and accessible website through which workers could provide their details and receive a return of the deducted sums – the form can be easily filled through a mobile device and does not require access to a computer. Efforts were made to reach as many of the relevant employees as possible: the website was advertised through PIBA's spokespersonship, and the notice was sent to NGOs in the field and to UNHCR and employer organizations; notices were put up in PIBA offices where the workers visit to renew their visas; and several meetings with UNHCR were dedicated to strategies for disseminating the information. Finally, the visa numbers of those who had not yet claimed their deposit were published on PIBA's website.

Those efforts proved effective, as the vast majority of workers already claimed and received the deposit – so far, a total of 210,541,054.97 NIS (approximately 67,569,572 USD) to 14,473 workers. 3,445 workers remain who have not yet received their deposit – of these, 203 filed a request but it was missing basic documentation – either their bank account details or a copy of their visa, as an identifying document, and 3,202 have not yet filed a request.

G. PENALIZATION OF VICTIMS:

- Were potential TIP victims – whether or not identified as such by authorities – detained, fined, or jailed for unlawful acts committed as a result of being trafficked (e.g., charged with immigration, or prostitution, drug-related, or other violations)?
- Were victims summarily deported without being screened for TIP?

- Did law enforcement screen for TIP victims when detaining or arresting individuals in prostitution, migrants, or other vulnerable groups? Or did the government partner with NGOs to do so? Describe.
- With regards to victim screening procedures, see above in our response to Questions #4A-B.

State Attorney Guidelines on Prosecution of Victims of the Offences of TIP, Slavery, and Forced Labor

As reported in our previous Reports, State Attorney Guideline 2.32 deals with TIP, Slavery, and Forced Labor.

The Guideline's purpose is to guide prosecution policy for offences against a victim of TIP or slavery committed in relation to their victimhood. This stems from the recognition that the person's status as a victim may directly and greatly impact their ability to refrain from the commission of these offences – more so in cases where the offence was committed at the orders of the traffickers or their representatives. As a rule, victims will not be punished or prosecuted for immigration or illegal residence offences.

As a rule, if the offence is found to be related, by its nature, to the suspect being a victim of the aforementioned offences, and the following conditions are met, that will be a consideration against indicting them for the offence:

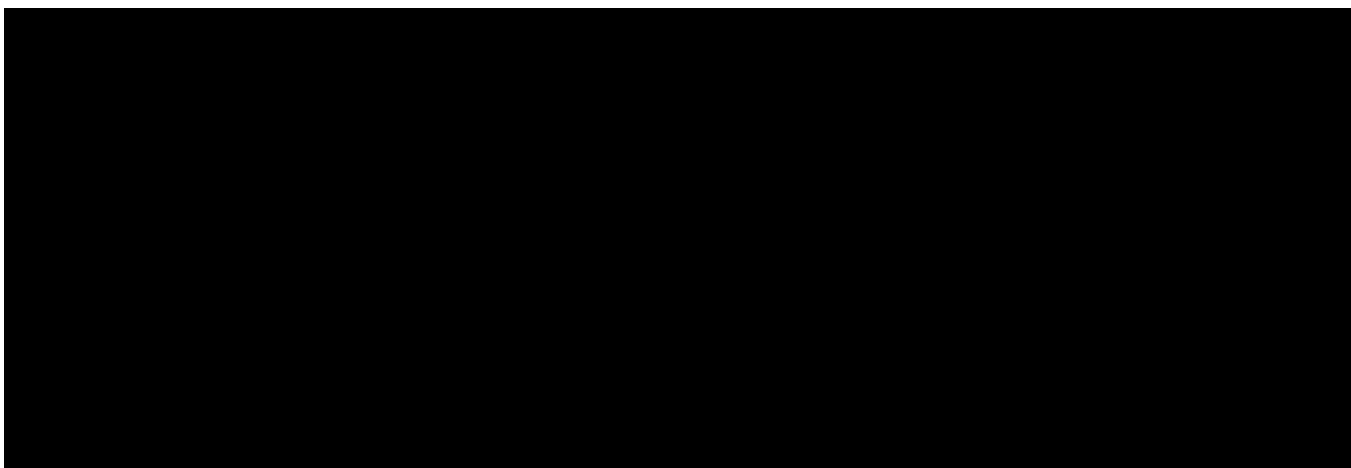
1. There is *prima facie* evidence that the person is a victim of said offences
2. The offence is inherently related to the person's status as a victim of the said offences
3. The totality of the circumstances does not indicate substantial public interest in indictment. Examples of such cases are offences of less acute severity, cases of a victim who is a minor, and more.

The Guideline joins State Attorney Guideline 2.2, which outlined similar policy for victims of TIP for the purpose of prostitution. Since its publication it was widely circulated among relevant enforcement bodies, including bodies who administer administrative sanctions like PIBA, and has been integrated into trainings.

New Initiative for Erasing Criminal Records Related to Prostitution

In 2020, a joint initiative was announced between the President and the Pardons Department of the MOJ: A special call to the public was issued, calling on populations in prostitution to submit requests for **erasing criminal records associated with their lives in prostitution.**

Enforcement Against Brothels Posing a Public Nuisance



H. DETENTION OF CHILDREN ALLEGEDLY ASSOCIATED WITH ARMED GROUPS AND/OR CHILD SOLDIERS:

- Does the government have any children held in military detention due to their suspected roles as child soldiers?
- Do international monitoring organizations (e.g., UN, ICRC, HRW) have unhindered access to interview these detained children and/or child soldiers and monitor the conditions of their detention?
- Does the government have any hand-over procedures to transfer these children to civilian authorities?
- Describe the conditions of military detention of child soldiers and/or children accused of association with armed groups, including:
- The typical length of time the children are held.

- Access to legal aid and rehabilitation services.
- The conditions of the detention facility including, food, sanitation, crowding, etc. and whether children segregated from adults and by gender?
- Allegations of suspected sexual exploitation while in detention, including of female child soldiers.
- Allegations children and/or child soldiers are used for labor, intelligence gathering, or to screen other detained persons

We were instructed by the State Department to disregard this Question.

I. VICTIM ASSISTANCE, WITNESS PROTECTION IN INVESTIGATIONS AND PROSECUTIONS:

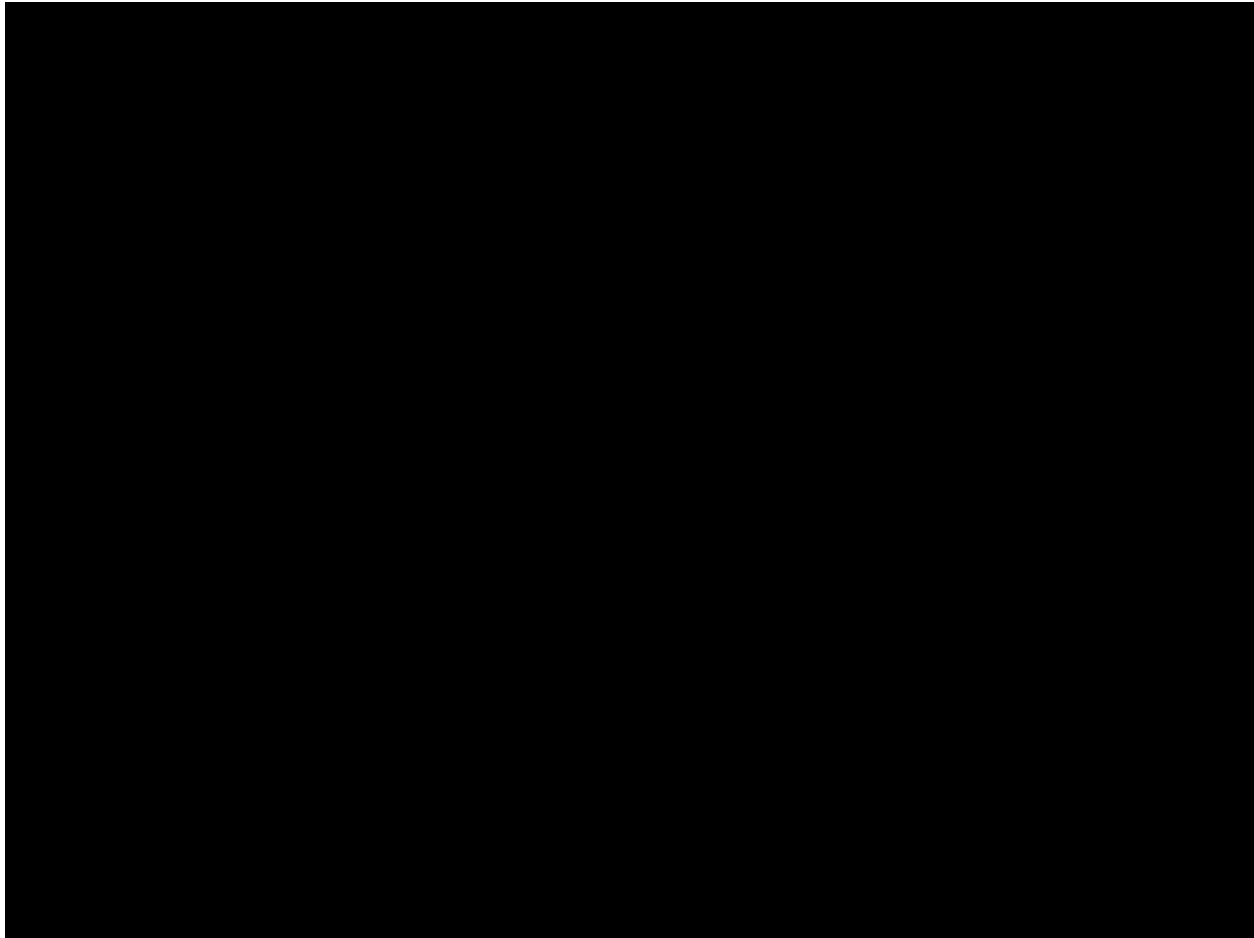
- Did the government provide support to victims once they agreed to assist in the investigation and prosecution of TIP cases?
- Was there a formal policy that encouraged victims' voluntary participation in investigations and prosecutions? If so, how many victims assisted an investigation or prosecution?
- Was there witness protection for TIP victims testifying against their traffickers? If so, how many received it? How did the government protect victims' physical security and privacy during trials? Were victims' identities kept confidential as part of such proceedings?
- How did the government work to ensure victims were not re-traumatized during participation in trial proceedings?
- Could victims provide testimony via video or written statements? If a victim was a witness in a court case against a former employer, could they obtain employment, move freely within the country, or leave the country pending trial proceedings?

In essence, a TIP victim is not compelled to cooperate with police investigations and their entry into a shelter with police approval is not contingent on their collaboration with any legal procedures or their

outcome. The *The Anti-Trafficking Law (Legislation Amendments) 5767-2006* also provides for the option to provide testimony without the presence of the accused for victims of TIP for prostitution or TIP for sexual offences.

Below are several recent mechanisms intended to make the process of testifying easier for victims:

New policy document to the Prosecution on early testimony in TIP court cases



Preliminary review of the expansion legal aid criminal proceedings to victims of human trafficking in Further and Related Offences

As stated above in detail, victims of human trafficking, victims of slavery and associated offenses are entitled to legal aid in civil proceedings stemming from the offense and in proceedings in accordance with the provisions set forth in the Entry to Israel Law, without applying the financial eligibility criterion. Victims of

sex offences – a category that sometimes includes victims of TIP – are entitled to LAA representation in the criminal proceedings and in related administrative proceedings.

The MOJ reviewed the possibility of a legislative amendment for the Legal Aid Law according to which the legal aid will be expanded for victims of offenses of TIP and offenses **related** to trafficking in persons, so that such victims will also be entitled to receive legal aid and counseling in the criminal proceedings, after the indictment was filed. This is in addition to the ordinary course of action of the Legal Aid to TIP victims that generally provides its services in civil proceedings, subject to criteria of financial eligibility and the legal prospects criterion. A draft proposed amendment was prepared by the MOJ, but could not be advanced due to the early dispersion of the Knesset, and the coming elections. The proposal is subject to budgetary approval and the decision of policymakers, and will be considered again after a new government is formed.

Publication of the report of the inter-ministerial committee for the examination of the treatment provided to victims of sex offenses in criminal proceedings (headed by Honorable President (ret.) Dvora Berliner)

In December 2019 the report of the committee above (the 'Berliner Committee') was submitted to the Minister of Justice, the President of the Supreme Court and the Minister of Public Security – the report can be viewed through [the following link \(Hebrew\)](#). The committee's report includes different recommendations for law enforcement regarding the manner of handling the victims of sex offenses, in light of the unique characteristics of these offenses, that make it difficult for their victims to cope with the adversarial criminal system. The committee considered mechanisms to prevent from the victims of these offenses the secondary trauma associated with the criminal proceeding, while maintaining the structure of the criminal proceeding and protecting principles of due process and the rights of the suspect and the defendant. While the committee focused on "classic" sex offenses, its recommendations also apply to trafficking in persons and certain offenses related to the prostitution industry, and therefore are also relevant to the victims of these offenses.

The committee recommended a series of actions, some systemic-structural, some apply to the different bodies and some include legislative amendments relating to the rights of the victims in the process. Thus, for example, the committee recommended on the establishment of a commission for victims of offenses and the appointment of designated supervisors in the enforcement authorities and in the courts; expansion

of the right to obtain information regarding different stages in the process; the assignment of a social worker for each victim of a sex offense as soon as the complaint is filed; expansion and deepening of the training provided to judges, investigators, attorneys, administrative personnel and translation of the unique nature of such offenses; encouraging complainants and victims of the offense to express themselves in their mother's tongue or in a language they are comfortable to express themselves and advancing and improving the translation services for the purpose of this matter; and more.

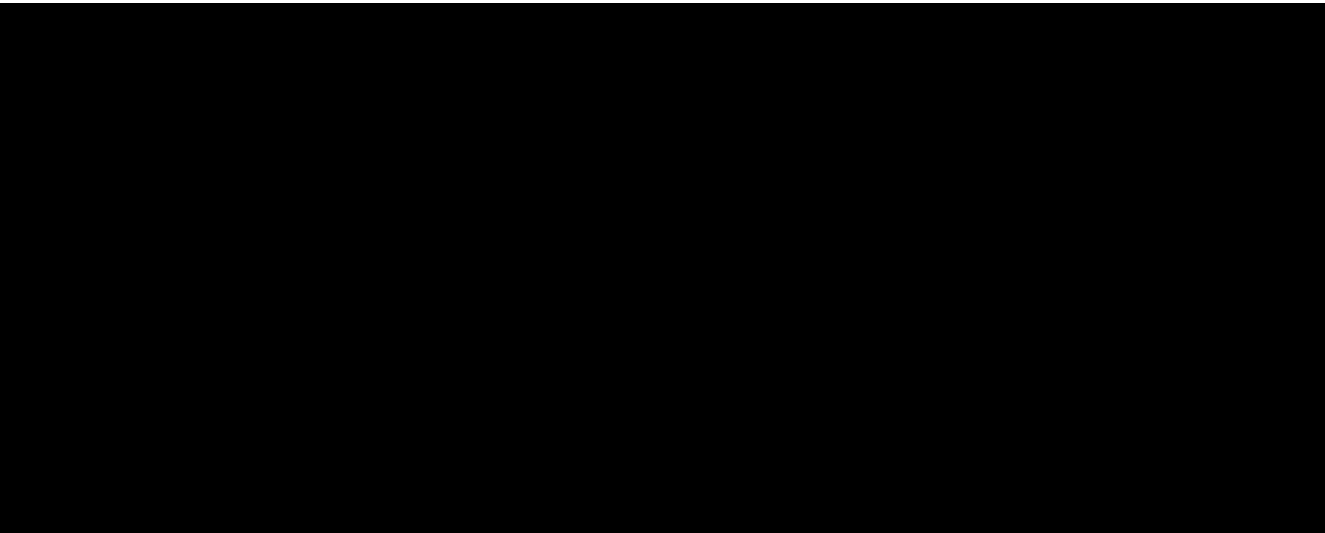
Work is performed at present for the purpose of advancing the recommendations provided in the report.

The Chief Justice Procedure for the Testimony of Victims of Sex Offences

The procedure implements the recommendations of the Berliner Committee report, described above, to make the trial process less difficult for the victims of these offences – acknowledging the special difficulties criminal proceedings pose for those victims. It will come into effect March 1st, 2021. Among others, the procedure stipulates:

1. Every Court will have a designated contact person for sex offences, and they will ensure the victim is accompanied by a Court security person from the moment they enter the Court until they leave. The victim will also receive a room to wait in until giving their testimony.
2. To the extent possible, a testimony of a sex offences victim will be scheduled to be first in the day; to the extent possible, and when it is in line with the victim's best interest, the victim will give their testimony in one session.
3. In a District Court criminal hearing on sex offences, the panel hearing the case will be of both genders.
4. Every courtroom will have a functional and available video-conference system, and the victim may, upon request and to the extent possible, watch the courtroom proceedings from a separate room through a closed-circuit system.
5. Efforts will be made to give the verdict as soon as possible after the end of the hearings – acknowledging the victim's anticipation of the results and the possible therapeutic benefits.

Law Enforcement



As to trial proceedings, the *Court Procedure Amendment Law (Witness Investigation)* 5718-1958 states that with regard to the offense of TIP, the Court may order that the victim testify not in the presence of the accused. In such cases, the victims may testify behind a screen or via video.

In addition, the well-being of the victim, which may be adversely affected by the need to testify, is a factor taken into account in the State Attorney's Office's decision to reach a plea bargain.

The Shelters

The Shelters dealt this year with several cases of victims whose safety was threatened, either in the context of cooperation with law enforcement in actions against their traffickers, or threats in the community in unrelated contexts, as follows:

1.



2.



3.



J. RESTITUTION AND CIVIL SUITS:

- Could victims obtain restitution from defendants in criminal cases or file civil suits against traffickers for damages, and did this happen in practice?

- If possible, did courts order restitution for victims? Please provide details of any such cases.

In general, in the Offences of TIP and Holding Under Conditions of Slavery, the law dictates that the Court must explain its decision to **abstain** from awarding compensation in the verdict – making compensation the default.

Legal Aid Administration (LAA)

Victims of TIP and slavery are entitled to free legal aid in civil suits related to their trafficking, and the LAA regularly files suit on victims' behalf. Please see our response to Question #4(U)D.

The State Attorney's Office

The State Attorney's Office recognizes the importance of compensation for the victims, and works to ensure it is paid in practice. To that end, when making a plea bargain in those cases, the prosecution requires that the funds for victim compensation be deposited ahead of time, and before the agreement is presented to the court. See **Annex 1: Summary of Prosecutions** for examples of that practice in 2020.

Dedicated Forfeiture Fund

The Anti-Trafficking Law (Legislation Amendments) 5767-2006 established a special Forfeiture Fund (hereafter: The forfeiture fund), where forfeited property and fines from TIP and slavery offenses are deposited and are dedicated to various causes in combating TIP – with a special emphasis on victim protection and compensation. Institutions, government bodies and NGOs may apply for funds, as well as – uniquely – victims of the offences, who may ask for funds for the purposes of rehabilitation, as well as to request court ordered compensation, which they have been unable to collect from the offenders. The law gives precedence to victim protection, ordering that at least half of the funds each year be allocated to that purpose (for further details on the Fund's operating mechanism, see our response to Question #30 in the 2017 report).

In 2020, there were insufficient monies in the forfeiture fund to allow the allocation of new grants for victims and organizations. Nevertheless, the Fund's committee led by NATU, remained significantly active this year, to adapt to the challenges caused by the Covid-19 pandemic. NATU's main focus for 2020 was

to ensure that the allocations that were approved in the previous reporting period will be realized in full, notwithstanding the pandemic, which presented significant challenges in this regard as the majority of businesses were closed for the better part of the year.

About 83% of the approved allocations, in total 419,512 NIS, were realized and transferred to the TIP victims and NGO's during 2020, and the Fund been assisting the applicants in the process of realizing the remaining funds. The committee has also made special efforts to adjust to the circumstances of the pandemic, *inter alia*, by amending several decisions in order to allow the use of the monies granted for other purposes that became irrelevant, for the fulfillment of basic needs, such as housing and food, when applicants suffered from financial distress due to the pandemic. For example, [REDACTED]

[REDACTED] and the committee authorized the request and allocated the monies anew to that purpose. The committee has determined that such amendments are in line with the objectives of the Forfeiture Fund, as the fulfillment of basic needs is essential for the process of rehabilitation.

Much time and efforts were also invested in technological advancements and improvements to the application process to the fund, and the committees' function. In 2020, following feedback from applicants and advocates about difficulties with using the Fund's online forms, NATU developed a new online form, which is ready for use and expected to simplify and expedite the process of submitting an application to the forfeiture fund, and make it more accessible to applicants.

NATU is also in the process of developing a secure website, in which the applications and all the relevant materials will be accessible to the committee members for down loading, in a privacy-sensitive manner. The website would replace our previous method of using binders and hard copies distributed per member, which was very time (and paper) consuming and less efficient in terms of data security.

Significant efforts were also made to facilitate an allocation in 2021, and we anticipate opening a call for new applications in the first half of 2021.

The Commissioner of Foreign Workers' Labor Rights (formerly referred to in our Reports as the Ombudswoman for Foreign Workers' Rights)

The Commissioner of Foreign Workers' Labor Rights is responsible for the protection of the labor rights of foreign workers employed in Israel – this is in contrast to the MLSS Enforcement Division, which is concerned with criminal enforcement of labor rights, and PIBA, whose responsibilities include the work and the stay visas of foreign workers. In 2020, the Commissioner unit continued to expand its foundations, as well as playing roles that were required as a result of the Covid-19 pandemic.

2020 Highlights:

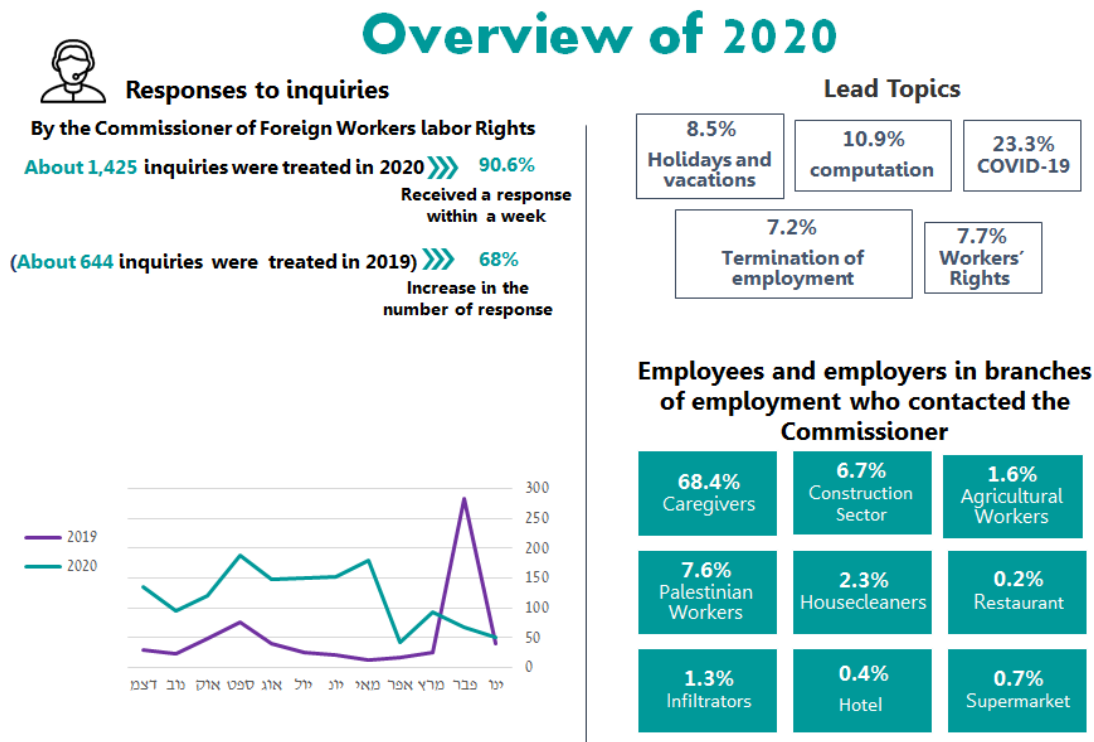
- In 2020, the unit set out to increase the number of worker inquiries, and to promote information spreading efforts on the subject of foreign workers' rights. The Commissioner can be contacted through various media – email, phone, mobile phone, WhatsApp and text messaging. When the contact does not speak English, the unit contracts translation services – which is much simpler over a text-based medium like WhatsApp.
- The Commissioner also started a [Facebook page](#), run by the unit. The page is updated twice weekly with posts on subjects related to workers' rights. The page has over 5,000 followers, and each post is shared hundreds of times and according to analytics, reaches tens of thousands of readers. Of course, the Commissioner may also be contacted through the Facebook page.
- In 2020, the unit's staff expanded to include a student – so that **since the new Commissioner was appointed in 2018, the unit's staff quadrupled** and is now four (4) people.

In 2020, the Ombudswoman received approximately **one thousand and four hundred (1,400) applications**, a significant increase from six hundred and forty-three (643) applications in 2019, which included complaints and requests for information, as elaborated below.

- The data shows **a dramatic rise of 700% in workers contacting the Commissioner** – the unit received 531 inquiries from workers in 2020, compared with 68 in 2019.

- 20% of inquiries were related to the Covid-19 pandemic – **65% of which were answered on the same day**, and 32% within a week.
- 65% of inquiries were from the caregiving field, 6% were from construction, and 2% each from cleaning, agriculture, experts and infiltrators. In this context, note that as a rule, workers under the Bilateral Agreements find an appropriate address in the PIBA Call Center (see below). Therefore the vast majority of complaints are in the field of domestic caregiving. It should be emphasized that in these matters, any person who is employed in Israel may contact the Ombudswoman, regardless of their civil status in Israel or their origin.

Figure No. 6: Overview of Inquiries to the Commissioner in 2020



PREVENTION

A. NATIONAL ACTION PLAN:

- Did the government have a national action plan to address 'TIP'? If so, please provide a copy in English if available.
- Did the plan address all forms of 'TIP and all potential victims, including sex trafficking, forced labor, foreign born and domestic victims, children and adults, etc.?
- How was it implemented in practice? Did the government allocate resources towards its implementation?
- If the plan was developed during the reporting period, which agencies were involved in developing it? Were NGOs consulted in the process?

New National plan for combatting TIP

Two National Action Plans were approved by the Government and have been in force since 2007. The changes in circumstances since, and the successful implementation of many of the measures set out in those action plans, led the NATU to initiate the creation of a new National Plan on Combatting TIP in all its forms and Slavery. The National Plan is attached to the report as Annex 3.

On January 13th, 2018, the new National Plan was approved by Israeli Government, and passed as a Government Resolution, which also directed the CDG to prepare an implementation plan with allocation of budget and resources for those goals and aims in the national plan that require extra budgetary allocation, which will then be submitted for GOI approval. In 2020 much work and resources were put toward the drafting of this plan, as detailed below, while work continued on implementing the goals and aims that do not require extra funds.

In 2019, NATU established the foundations of the implementation plan of the new National Plan, by forming five (5) new inter-ministerial work teams (and two (2) subcommittees), each focusing on a key objective and core issues of the new National Plan. The teams were tasked with producing recommendations, alongside budgetary and resource assessments, that will together form the implementation plan that will be submitted to the CDG and the GOI for approval, hopefully during 2021,

and dependent on the establishment of a new government. In 2020, the teams held detailed and comprehensive discussions, as detailed below:

As previously reported, the five-year National Plan was confirmed by the GOI in a Government Resolution on January 13th, 2019, to replace the previous plan from 2007 that had attained its goals. The national plan that presents an integrated, unified view on combating trafficking – dealing with all fields of exploitation, but with special emphasis on labor trafficking, slavery and forced labor - is under stages of implementation since 2019, and several of the goals have already been attained such as the new legislation criminalizing consumption of prostitution and reducing demand. The GOI resolution in 2019, also directed the CDG to formulate and submit to the GOI's authorization, an implementation plan addressing specific goals in the national plan, that require additional resources and budgets. As reported last year, **in 2019, NATU established the foundations of the implementation plan of the new national plan, by forming five (5) new inter-ministerial work teams**, each focusing on a key objective and core issues of the new national plan. All of the teams incorporated various relevant NGO representatives in their discussions and will produce recommendations, alongside budgetary and resource assessments, that will together form the implementation plan that will be submitted to the CDG and the GOI for approval, hopefully during 2021, and dependent on the establishment of a new government and the passing of a state budget. NATU has already set up a meeting with the MOF representatives for March 2021, in order to discuss the upcoming budgetary recommendations for the implementation plan, the prioritization and the various options for funding and planning that will be required.

The teams held over 20 discussions during the year, within which each team held meetings with representatives of various organizations and NGOs. The teams formulated recommendations that complement one another and that chart possible courses of action to streamline and improve anti-trafficking measures. The teams, made up of relevant competent officials from the Government Ministries, held numerous meetings with civil society organizations and academia that play an integral role in combating the phenomenon, and with whom cooperation is ongoing. The organizations informed the teams about the challenges on the ground and the types of cases that come to them, and provided recommendations for streamlining and improving enforcement, identification and protection of victims. The NGO recommendations were taken into account and incorporated in the recommendations that the teams will present for Government approval.

- **The Enforcement and Identification team headed by the Deputy Director-General of the MPS:**

The team deals with enforcement and adapting of it to the common patterns of trafficking in Israel: minimizing gaps and barriers to enforcement; increasing the use of integrated enforcement tools, including administrative, fiscal and civil tools; improving tackling of the cyber arena and use of cyberspace as an investigative tool; developing technological tools to improve enforcement; focusing on enforcement against labor trafficking and forced labor trafficking, including in the form of unregulated work, such as volunteer and trainee programs; placing emphasis on proactive enforcement; improving identification and tracing procedures, including examining the evidentiary standard required to recognize a person as a victim of trafficking, examining the question of the commencement of the evidence required to recognize a person as a victim, and examining the question as to whether it is right that such recognition be undertaken by the Israel Police. All these, given the background and psychological state of the victims, which sometimes leads to victims not filing complaints of their own volition. **The team's recommendations, and the processes already begun in the wake of the recommendations, include reinforcement of the trafficking in persons unit in the Police, transfer of enforcement powers to the central units in the districts, and augmenting of roundtables with representatives from civil society.**

- **The research steering team headed by the Director of Research in the MOJ:**

This team deepens the knowledge of, and conducts research on, the scope and characteristics of trafficking in persons in Israel today in order to support research and data based decision-making, and is building a research program to support implementation of the National Plan. The program has several projects that will be submitted for approval and budgeting. **The main avenues of research are estimating the scope of trafficking in Israel, and mapping the victim identification process in Israel and comparing it to the rest of the world.** Additional areas of research include assessing child prostitution and child slavery.

- **The team on Social Services and Protection of victims, headed by the Director of the Assistance Unit for victims of offences in the State Attorney's Office:**

The team looks at ways of developing appropriate solutions to better protect victims, including rehabilitation and treatment methods, and protection during criminal proceedings, while taking note of

new patterns, characteristics of the populations vulnerable to trafficking, and focusing efforts on vulnerable populations, including persons with disabilities, women and minors. The team is charting an appropriate outline for protection and social services for victims, in a manner that is adapted to the trafficking patterns prevailing in Israel today. **The team has proposed a significant change to the victim protection format.** Shelters currently grant uniform service to all victims; and visas and services are, as a rule, only offered to those who stay in the shelters, even though some need a different custom-tailored solution. The team plans to create a more flexible model suited to the changing needs of the victims and that will prevent repeat victimization.

○ **The Prevention team, headed by the Director of Human Rights and Relations with International Organizations in the Attorney General's Office (International Law):**

The team addresses ways of preventing modern-day slavery and trafficking in persons. The team is also examining bilateral agreements for foreign workers and regulatory arrangements for their terms of employment, with emphasis on vulnerable fields, such as caregiving and agriculture; student training programs and delivering training to the relevant bodies to identify victims, raising public awareness, reducing demand and implementing ways of receiving reports from the public; expanding the knowledge base about instances of trafficking in persons and advancing appropriate solutions.

The team will also consider the subjects of trainings, Palestinian workers and increasing awareness among the public to prevent human trafficking and preventing trafficking in supply chains. The team will form its recommendations in 2021.

○ **Child slavery team, headed by the National Anti-Trafficking Coordinator:**

The team formulates the foundations for combating phenomena such as abusive employment in dangerous lines of work in which employment of minors is prohibited, exploitation of minors from vulnerable populations, as well as the phenomenon of child beggars stationed at crossroads. The team discusses avenues for better protecting minors and victims, preventing of the phenomenon by means of educational and social measures, as well as enforcement against perpetrators and those profiting from the exploitation of minors.

At the meeting of the CDG held on November 30, 2020, after a discussion it was agreed that another meeting of the CDG will be convened in June 2021, at which the final recommendations formulated by all the Governmental teams will be brought for approval. The teams were asked to speed up their discussions and to complete formulation of their recommendations by the end of the first quarter of 2021.

B. RESEARCH AND ACCOUNTABILITY:

- What did the government do to credibly research and assess its TIP problem?
- To what extent did the government monitor its anti-TIP efforts and periodically make public its assessments of these efforts?

Research and Assessment

As indicated by this report, all government bodies are in effect involved in the battle against TIP and they monitor and assess their activities in an ongoing and systematic basis, under the lead of NATU. In addition, NATU conducts comparative and legal research aimed at improving the GOI's response to TIP, as described in detail above (see our response to Question #4). Note that the new National Plan includes specific directions regarding research, both substantive and effectivity measuring, and a specific work team was founded in 2019 to instruct and oversee all research activities. Note too, that the legislation on the prohibition of consuming prostitution, also dictates a 4-year detailed research that is to be submitted annually to the Knesset, for review. NATU is also in constant dialogue with all relevant sources in order to maintain an accurate assessment of the scope of the phenomenon and its patterns. Further information can be found at NATU's website: https://www.gov.il/en/departments/office_of_the_anti_trafficking_coordinator.

The Police

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PIBA

PIBA has a research and policy division, dedicated to evaluating PIBA's activity and providing it with information to better plan and shape policy. Publications in the reporting period include:

- A study of the reasons construction workers from Moldova choose to leave Israel early – PIBA noted a relatively high number of construction workers from Moldova leave Israel less than a year after arriving, and conducted a phone survey of Moldovan workers who returned from Israel in 2019 – conducted through the "La Strada" NGO in the workers' language. Most workers cited personal or family reasons. The full study is available [here](#) (Hebrew link).

The Detention Review Tribunals and the Appeals Tribunals

During the period announced in the *Emergency Regulations (Hearings in Tribunals Applying the Entrance to Israel Law due the propagation of the Coronavirus)* 5780-2020 (22.03.20 - 18.06.20, see our response to Question #4(U)A-B), a study was conducted, to examine the efficacy and quality of videoconference hearings and the degree with which they were adapted to routine days. The study examined about forty-six (46) hearings held regarding detainees (only six (6) of whom were represented by lawyers). In the framework of the research, the satisfaction of the tribunal judges, the detainees and attorneys was examined.

Most of the parties involved noted that due to the emergency state, the holding of the audiences in the format of videoconference was reasonable and adequate. Some of the attorneys thought that the procedure infringed on the rights of the detainees in the aspect of the possibility of conducting a discreet conversation with the detainee, but it should be emphasized that the research revealed that 91% of the detainees themselves were satisfied with the videoconference hearing.

The Knesset Subcommittee on Combating Trafficking in Women and Prostitution

Alongside the Government activities in the battle against TIP, the Knesset, the Israeli Parliament, is actively involved in this arena as well, as follows:

Following the swearing-in of the Knesset and the establishing of its committees, The Subcommittee on Combating Trafficking in Women and Prostitution was established again on August 17th, 2020, under the Knesset Committee for the Advancement of the Status of Women and Gender Equality. The subcommittee did not function prior to August 2020, due to the irregular political circumstances that were created following the dissolution of the 20th Knesset. The subcommittee, headed by MK Merav Michaeli, works in full cooperation with government and NGOs and promotes the addressing of key issues that come to the committee's attention.

Since it was established in August 2020, the subcommittee held four (4) discussions:

- On 24.8.2020, the Committee held a discussion on the progress of the aid and protection programs according to the GOI resolution alongside the Prohibition of Consumption of Prostitution Law
- On 14.10.2020 the Committee held a discussion on The Status of Trafficking Victims, with an emphasis on the 27 Women who were Abducted from Ethiopia and were Recognized as Sex Trafficking Victims. The humanitarian request is still pending in PIBA.
- On 11.11.2020 the Committee held a discussion on the US State Department TIP Report for 2020, and the action plan for Israel
- On 19.11.2020, the Committee held an urgent discussion on the suspension of the Appeals Court Decision to grant Chila Ezra, a trafficking survivor, permanent residency status

Following the Committee's request, PIBA rescinded its appeal of the decision, and Chila Ezra was granted permanent residency in Israel

C. AWARENESS CAMPAIGNS:

Please describe any government-funded anti-TIP information or education campaigns or training, whether aimed at the public or at specific fields or stakeholders/actors, specifying when and where they took place, the number of persons targeted/reached, and the key topic of focus.

Did these campaigns target potential TIP victims, potential first responders or other trusted authorities, known trafficking fields or vulnerabilities, and/or the demand for TIP (e.g., buyers of commercial sex)? Specify whether NGOs, IOs, trade unions, and/or the USG were involved, and briefly describe the involvement and support they provided (e.g., led awareness campaigns, funded and organized the awareness event).

Did the government monitor the effectiveness or impact of awareness campaigns?

Anti-Trafficking Information and Campaigns

(i) Presidential Anti-Trafficking Award

Notable achievements in the battle against TIP continue to be recognized on a national scale through the granting of the President's National Anti-Trafficking Award. Following eight (8) consecutive years in which many of the outstanding organizations and persons involved in the fight against TIP have been given the award, it has been decided to change the GOI resolution, in the context of the new National Plan, and to convene the ceremony once every three (3) years, rather than annually, in order to stress the significance, importance and gravity of this unique ceremony. A ceremony was conducted in 2018, and thus the next award is slated for 2021.

(viii) Campaign Targeted at Clients of Prostitution

Starting December 2020, the MOJ ran an awareness campaign aimed at clients of prostitution – to raise awareness to the fact that receiving an act of prostitution is now illegal in Israel. The campaign includes messages in both Hebrew and Arabic, and runs on multiple platforms – including Google, Facebook and major websites – with an emphasis on websites with a majority audience of men, such as sports websites.

It includes brief YouTube videos (links to the Hebrew <https://www.youtube.com/watch?v=bNYSM2Ldqok>, and the Arabic: <https://www.youtube.com/watch?v=ZWwmt6QWTO4&feature=youtu.be>), banners and ads – leading to a campaign page with questions and answers about the legislation, and linking to support services for people in commercial sexual exploitation: <https://www.gov.il/he/Departments/General/prostitution-law-campaign>. The budget for the campaign is 500,000 ILS (155,000 USD)

(ix) The Ministry of Education

The educational programs run by the Ministry of Education aim to raise awareness of the phenomenon of TIP and of the severe harm caused by the buying of sexual services, both among pupils and among educators.

Educational Programs conducted during 2020

- During the **Covid-19** pandemic, considering the need to adapt to online teaching, school counselors and educational staff got instructions regarding the importance of locating and identifying minors in situations of risk and crisis. The Ministry of Education published guidelines and useful tools on the ministry's website.
- Programs run by the Gender Equality Unit – these programs are designed for pupils of all ages, from kindergarten to high school, on gender and gender equality, the social construction of gender and opposition to the gender-based and sexual exploitation of women. Over the past years, about 83,500 teachers and school counselors, and 186,000 pupils took part in the unit's programs and activities. The programs include:

Specialized programs for pupils on the issues of human dignity and equality, gender and gender equality, prevention of TIP and the prevention of sexual and gender-based violence, with an emphasis on women. More than four hundred and fifty (450) groups, each composed of twenty (20) pupils, participated in these programs in 2020;

Extra-curricular programs for schools in Arab localities on gender and human dignity, designed for pupils in elementary school and high school;

The Unit also wrote and disseminated a unique program on TIP and pornography for elementary, middle school and high school students.

Note that various NGO's, the MLSS and MOH service were actively involved in these activities, such as Toda'a Institute, Sal'it and the Levinsky Clinic.

- Written materials are published and sent to schools, in preparations for International Violence against Women's day.
- This year, the Ministry of Education developed materials for educational staff and students about raising awareness to the phenomenon of sexual assault and dealing with the issue of children and teens' solidarity and ability to stand aside with the victims.
- In addition, the Ministry of Education's Psychological Counseling Service ("SHEFI") operates a unit that focuses on sex education and the prevention of sexual assault. The Unit operated several programs during 2020 aimed, amongst other things, at the prevention of TIP and prostitution: "*Life Skills*", "*Friendship and Relationships without Violence*" and "*It's Not Sex, It's Sexual Assault*" (a program designated for reducing the purchase of prostitution, and is also aimed at the uninvolved pupils, urging their intervention); lesson plans appropriate for pupils in high schools, regarding dangerous sexual behavior and the involvement of in prostitution, either being exploited in prostitution or as a consumers of prostitution; and the development of guidelines for educators in order to aid them in the identification of pupils in distress, including those who engage in prostitution.
- The Ministry of Education is in the process of completing the development of three (3) lesson plans for all ages for locating and identifying children and teens at risk.

(x) The Second Authority for Television and Radio

Within the framework of commercial television broadcasts, the Second Authority for Television and Radio in Israel has instructed the licensees – **five (5) commercial national television channels** – to produce and broadcast television programs that handle with the social and geographical periphery of society, some of which deal with the matter of TIP.

The broadcasting of an investigative reports concerning these issues are instrumental in exposing the public to subjects such as prostitution and TIP, and in raising public awareness of these practices. In addition, the news broadcasts in Israel provided real-time reports on changes in policy, on exposure of new phenomena and patterns from around the world with respect to TIP for the purpose of sexual exploitation, smuggling of migrants, child prostitution, and so on.

During 2020, over fifty (50) items, reports, and investigative programs were broadcast pertaining to TIP on all five channels. Below are a few examples of reports and investigative reports that were broadcast this year:

1. Several Channel 13 news stories covered the phenomenon of child beggars, including coverage of Police enforcement efforts.
2. Channel 12 aired a story about a woman who left the ultra-Orthodox community as a minor, and was exploited in prostitution at the age of sixteen (16).

(xi) "Kan" – Israel Public Broadcasting

Israel Public Broadcasting ("Kan") is a statutory authority, established in 2015 as a replacement to the Israel Broadcasting Authority. It operates television channels, radio stations, podcasts and web series', which are distributed through social networks, such as "Facebook" and "YouTube". During 2020, "Kan" produced several productions relevant to raising awareness to different patterns of TIP, including a story on the Agricultural Student Exchange Program and a story about a group of twenty-seven (27) women who survived the Sinai camps.

(xii) NATU

A key component of the work of NATU's work is its efforts in the fields of public awareness. NATU representatives are routinely interviewed by the media, participate in conferences and give lectures in many forums that discuss efforts to fight TIP – all in an effort to develop public awareness of the phenomena.

The following are examples of NATU's activities in this field:

- On March 5, 2020 the National Coordinator gave a lecture on combating trafficking in persons to students in a Bar Ilan University program at the Israel Institute for Democracy

- On May 6, 2020, the National Coordinator gave a guest lecture at the Ruppin Academic Center.
- A NATU representative delivered a training on TIP to HRM's legal staff
- On 6.7.2020, the National Coordinator was interviewed on Reshet Bet Radio, on TIP and the new legislation prohibiting consumption of prostitution
- On 17.12.2020, the National Coordinator was interviewed live on Facebook of the MOJ by the spokesperson of the ministry, on the role of NATU and challenges of Covid-19 pandemic.

(xiii) The Shelters' Staff

- The Programs' staffs are specifically trained in activities and dynamics within a multicultural and residential framework and are also very active as trainers, giving lectures and sharing their experience in various forums. In 2020, most scheduled visits to the shelters were cancelled due to Covid-19 restrictions, but training continued via online platforms. Training initiatives and actions by the shelter staff included:
 - The director of the frameworks presented in a zoom-based training to the social workers for the manpower companies in the caregiving field
 - The Director of the frameworks delivered a training on TIP and the frameworks for victims to MLSS supervisors in the Tel Aviv District.

D. LABOR RECRUITMENT REGULATION AND OVERSIGHT:

- How did the government regulate, oversee, and screen for TIP indicators in the labor recruitment process, including for both licensed and unlicensed recruitment and placement agencies, individual recruiters, sub-brokerages, and microfinance lending operations? Did it maintain labor attachés abroad and were they trained on TIP indicators? How effective were these efforts in preventing abuse?
- What did the government do to regulate recruitment practices that are known to contribute to TIP? Specifically, did the government prohibit (in any context): charging workers recruitment fees? Also indicate if the government prohibited the recruitment of workers through knowingly fraudulent job offers (e.g. misrepresenting wages, working conditions, location, or nature of the job), contract switching, and

confiscating or otherwise denying workers access to their identity documents? If there are laws or regulations on recruitment, did the government effectively enforce them? How did the government raise awareness among migrant laborers on the risks of TIP, legal limits on recruitment fees, and their rights?

- Did the government coordinate with other governments (e.g. via bilateral agreements with migrant labor sending or receiving countries) on safe and responsible recruitment that included prevention measures to target known TIP vulnerabilities [or indicators]? To what extent were these implemented?
- How did the government's response to the COVID-19 pandemic affect the ability of migrant workers to continue earning an income, and to enter and exit the country, and maintain their immigration status? What steps did the government take to mitigate the risk of increased exploitation some migrant workers may have faced due to the pandemic (e.g. job creation or placement for out-of-work labor migrants, extension of immigration relief)?

Foreign Worker Recruitment and Protection

General

Please refer to our response to Question #46 in the GOI report submitted in March 2014 for the full details and inventory of legal provisions. Following are details relevant to the Government's activity in 2020.

The annual quotas for foreign workers are determined by the Government, after considering the rates of unemployment and the needs of the various economic fields. Government Resolutions concerning quotas are usually determined after informal negotiations between the relevant Government Ministries. Note that in the field of domestic caregiving there are no quotas.

The total number of foreign workers who arrived in Israel in 2020 was 10,662. This number is much lower than in previous years, largely due to the Covid-19 pandemic and the related restrictions on travel.

This includes **3,646 workers** who arrived within the framework of the bilateral agreements, as elaborated below:

- Construction: 1,504.
- Agriculture: 2,142.

The remaining workers were from the following fields:

Caregiving: 4,363

Experts: 1,746

Expert Chefs: 26¹³

Changing Employers

As described in previous Reports, low-skilled foreign workers in Israel are not "bound" to a particular employer after their arrival in Israel, and may freely change employers without the need for any special permission, as long as the general registration requirements are met. This freedom to change employers is widely used by foreign workers in Israel, as seen in the table below:

Table No. 11: Foreign Workers who Changed Employers¹⁴ in 2020

Chefs	Caregiving	Experts	Agriculture	Construction
83	12,436	367	12,499	5,147

Recruitment Fees

As of April 2018, private recruitment agencies may not charge recruitment fees from foreign workers in the domestic caregiving field, as the Knesset Committee of Labor, Welfare and Health did not extend the

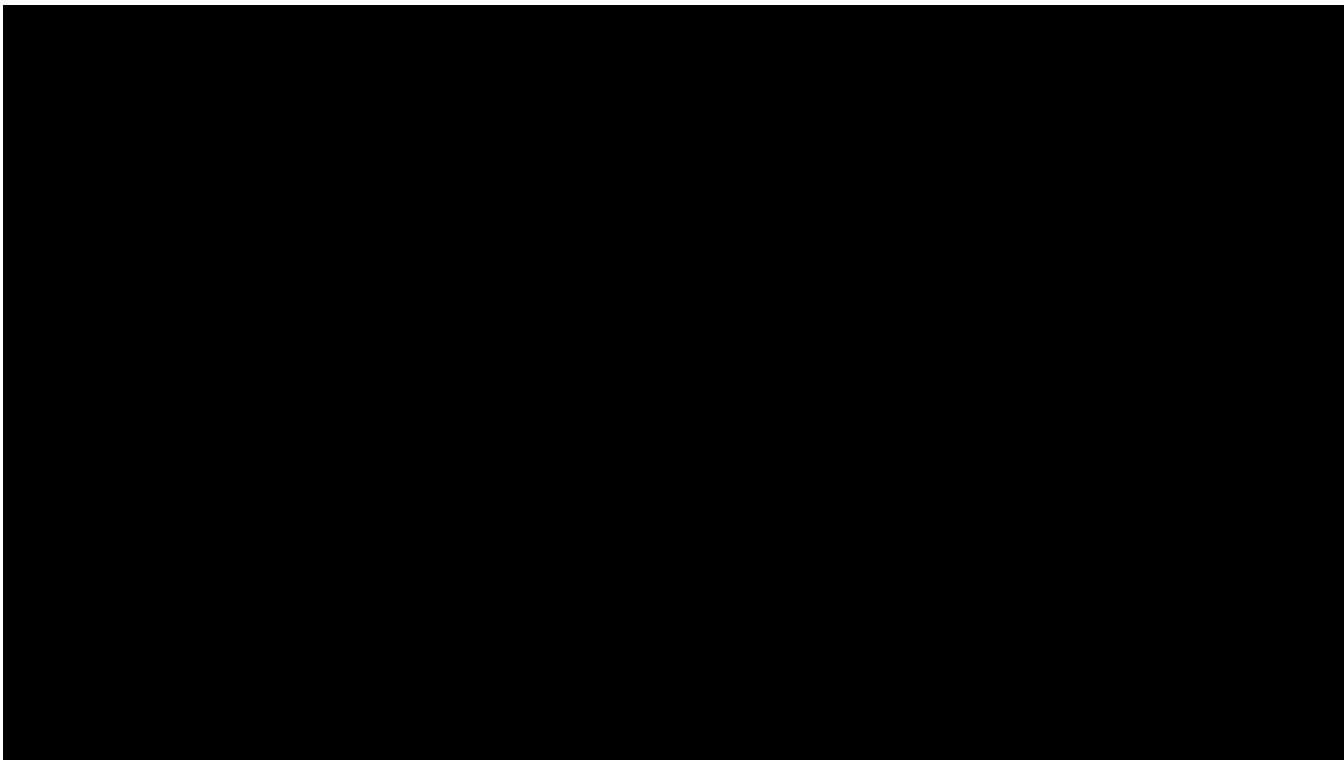
¹³ The numbers for experts and expert chefs are as of 30.11.2020

¹⁴ Includes deceased employers

temporary order that enabled the charges. However, in other fields private recruitment agencies may still charge recruitment fees, such as the field of agriculture, in which private agencies bureaus may charge a maximum sum of 2,765 NIS (799 USD) from foreign workers.

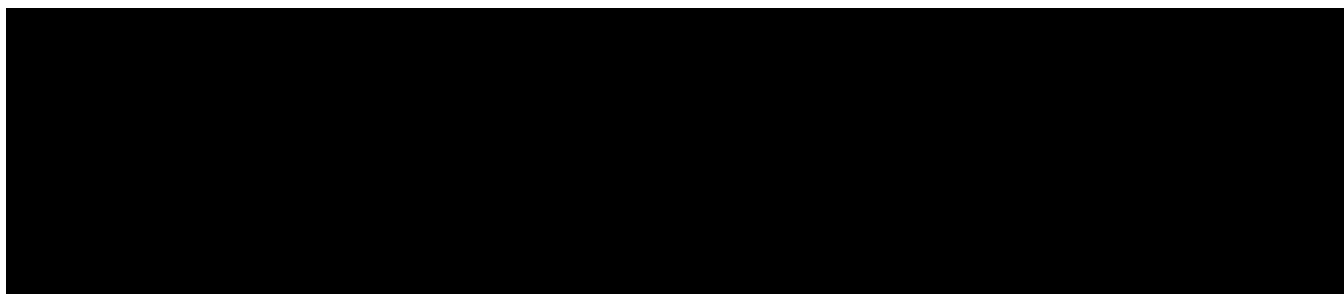
The relevant ministries are currently formulating regulations that would specify the maximum sum that the private recruitment bureaus may charge from foreign workers in the domestic caregiving field.

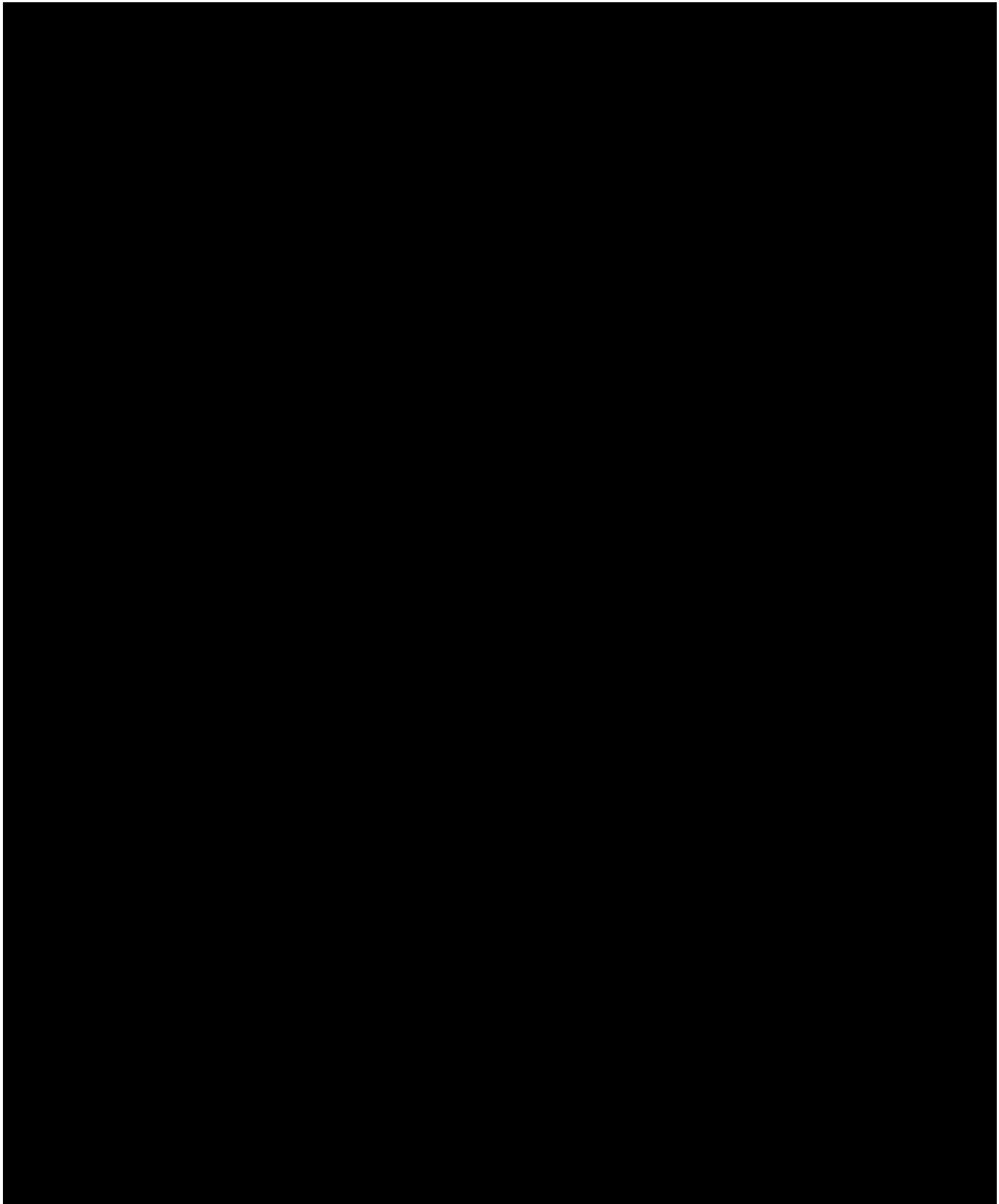
Palestinian Workers



Covid-19 Impact

1. Palestinian Workers and Freedom of Movement





Enforcement of Labor Rights of Foreign Workers

- (i) The MLSS Labor Standards Enforcement Division (MLSS Enforcement Division, formerly MOE Enforcement Division)**

The *Law for the Enhanced Enforcement of the Labor Laws* 5772 - 2011 includes several mechanisms designed to enhance the enforcement of labor law. It allows for effective enforcement and differential punishments

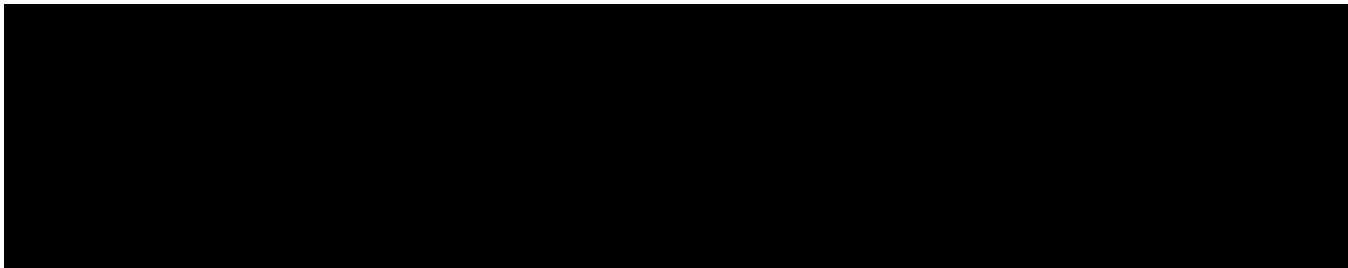
that corresponds with the severity of the offense and the employment history of the employer. The Law creates a very powerful deterrence and grants the employees with greater protection.¹⁵

The Law and its enforcement procedures include mechanisms for **incentivizing the employer to correct the violation**, for example, regulations which state that a condition to lowering the amount of the financial sanction for most violations is the correction of the violation.

The MLSS Enforcement Division, which is responsible for the investigation and prosecution of violations of labor laws, **employs two hundred and thirty-one (231) labor inspectors**. The inspectors conduct review visits on a daily basis, at different arenas where foreign workers are employed.

The Enforcement Division has contracted the services of a translation company, which provides it with services either in person or via telephone, to facilitate communication between foreign workers and inspectors, whenever necessary.

Covid-19 Impact - Enforcement



It is important to note that the Enforcement Division prioritized those who are socially vulnerable, including foreign workers.

Enforcement Statistics for 2020 (numbers relate to the period between January 2020 and December 20th 2020)

- One hundred and seventy seven (177) employers were inspected for labor violations against foreign workers, in administrative and criminal proceedings

¹⁵ For further details please see our comprehensive response to Question #44 of the 2013 report.

- Within the **administrative** sphere: **sixty-six (66) financial sanctions were imposed at a total amount of 9,963,258 NIS (3,103,636 USD)**. In addition, two hundred and seventeen (217) administrative warnings were issued.

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(ii) The PIBA Enforcement Unit and Prosecution Unit

The PIBA Enforcement Unit, which employs about two hundred and fourteen (214) work inspectors after the addition of fifty (50) new inspectors during 2019, is responsible for the investigation and enforcement of cases related to employment of foreign workers without a permit or contrary to the employers' obligations to provide foreign workers with adequate **accommodations** and **medical insurance**. The PIBA Enforcement Unit also investigates infringement of conditions set out in employment or recruitment permits for the purpose of administrative sanctions by the Permits Division. The Unit also investigates workers' complaints concerning the above, as received by the PIBA Call Center (anchored in the bilateral agreements), various NGOs, or directly from the workers themselves.

Full cooperation exists between the PIBA Enforcement Unit and the Police with regard to investigations and intelligence. Suspicions that concern the withholding of passports, violence, sexual harassment, false imprisonment etc., are referred to the Police.

Inspectors of the PIBA Enforcement Unit conduct reviews on a routine basis at different working sites where foreign workers are employed, working daily in every area of the country. Several languages are represented among the employees – English, Tigrinya, Amharic, Russian, French, Georgian, Arabic and Spanish, among others – allowing for direct communication. Translation services are also contracted from an outside provider, as necessary.

The PIBA Prosecution Unit employs prosecutors (via outsourcing, under close supervision of the Unit) who review investigative files against employers and file criminal charges against such employers. The Unit also has the authority to annul a criminal indictment and to replace it with an administrative fine, if the employer admits the charges and agrees to immediately pay the fine.

In addition, if a private employer or a recruitment agency for foreign workers is found to be in severe violation of the law or regulations regarding foreign worker employment or recruitment, **the licenses of such employers are reevaluated accordingly**. This process may be carried out in addition to the criminal procedure, by the Permit Unit.

The Permit Unit is responsible not only for the revocation of the permit, but also for the initial authorization of such a permit after carefully examining the criteria that a permit holder is required to meet in order to receive such a permit in each relevant category.

PIBA Supervisor of Social Workers

See our reply to Question #5(U)E.

(b) Freedom of Association

According to the General Federation of Laborers in Israel's (the "Histadrut", the largest Representative workers Union in Israel) constitution, any worker over the age of 18, who is a civilian or resident or foreign worker who is lawfully employed in Israel, and which undertakes to accept the Histadrut Constitution, its principles and the decisions of its institutions, may become a member of the Histadrut. So long as the Palestinian workers are working legally in Israel, there is nothing that prevents them from joining the Histadrut. The Histadrut's Tel Aviv-Jaffa District established a department for foreign workers that serve as a center for assistance and professional protection for this community.

Enforcement Statistics for 2020

Criminal Action

- In 2020, **145** investigations were initiated, and **94** criminal indictments were filed against employers of foreign workers who violated labor laws, to the Courts.

- 77 sentences were rendered by the Courts, with sanctions and compensation totaling approximately 3,704,600 NIS (1,145,427 USD).

Administrative Action – The Permits Unit

One of the most effective deterrents against labor trafficking, slavery and forced labor is the revocation of the licenses and permits of recruitment agencies and employers who have violated their obligations and did not provide adequate conditions to their foreign workers.

Permits to employ foreign workers are provided in accordance with the criteria established in each field of employment. A permit will not be provided to an employer who does not meet the required criteria, and employers who receive such permits are supervised and reviewed by the authorities.

The labor inspectors, authorized by the *Foreign Workers Law*, the *Employment of Workers by Manpower Contractors Law 5756-1996* and the *Employment Service Law 5719-1959*, may randomly visit an employer or recruitment agency, as well as carry out such a visit following a specific complaint. If the employer or recruitment agency is suspected of a severe violation of the conditions of the employment or recruitment permit, a written administrative hearing will be carried out, and subsequently the Permit Unit, with the approval of the Director General of the PIBA, may issue a decision to restrict or cancel the permit (the employer/agency can appeal the decision before the Administrative Court or the National Labor Court, respectively).

This is considered to be a relatively grave sanction because, in most cases, the revocation of a permit has a serious impact on the employers' business or source of income.

2020 Statistics

A total of one hundred and thirty-five (135) hearings for employers were held in 2020, (a significant rise from fifty-eight (58) hearings in 2019), and the permits of fifty (50) employers were restricted (up from thirty-five (35) in 2019). Three (3) of the restrictions were placed on recruitment agencies in the caregiving field and the rest were placed on private employers – see the table below. In addition, one hundred and thirty (130) hearings were held for of employers of Palestinian workers, and ninety-seven (97) of their permits were revoked or restricted.

Table No. 12: Hearings and restrictions for employers of foreign workers by field

	Caregiving	Construction	Agriculture	Experts
Hearings	75	34	9	17
Restrictions	45		4	1

Table No. 13: Number of approved permits for foreign workers by fields

	Caregiving	Agriculture	Experts	Total
Number of applications	35,138	25,455	12,139	72,732
Applications denied	313	30	113	456

Applications were denied because they did not meet the PIBA criteria for a permit, as laid out in PIBA procedures.

(c) The Police

The Police deals with all populations and employment fields, with special attention paid to areas and fields of employment in which foreign workers are employed, focusing on enforcement of the main criminal offenses, including: exploitation, fraud, withholding of passports, sexual abuse, abduction for purposes of trafficking and excessive and illegal recruitment fees. Please see further details on response to Question #D.

(d) Bilateral Agreements with Countries of Origin

Elaborated below in our response to Question #5(U)E.

(e) Covid-19 impact – Foreign Workers' Entry and Exits

Kav Laoved reported that domestic caregivers who had temporarily left Israel to visit their home countries before the Covid-19 crisis were unable to return to their employers due to the pandemic's restrictions. NATU, PIBA and other officials maintained direct dialogue with the NGO's on this issue and PIBA issued appropriate directives to the private manpower companies to address this matter.

Much inter-ministerial discourse and problem solving was also focused on the need for quarantine upon entry to Israel, and also during the course of work in private homes. PIBA issued instructions to all employers stating that it is the employer's obligation and responsibility to provide safe and adequate housing for the two-week quarantine period upon entry to Israel, and to supply food and necessities such as WIFI for the duration. The entry visa for a new worker or returning worker was not issued until the employer committed to fulfilling these obligations. The employer was not obligated to pay the worker's salary in this period. However, workers who were in need of quarantine due to exposure to the virus, during the period of work for the employer, were entitled to paid leave, and the state compensated the employers.

E. MIGRATION AND TRADE POLICIES: What did the government do to ensure that its policies, regulations, and agreements relating to migration, labor, trade, and investment did not facilitate TIP?

A. Bilateral Agreements with Countries of Origin

(i) General

The GOI has halted private recruitment of foreign workers in the construction and agriculture fields, and allows such recruitment only through **regulated bilateral agreements or arrangements with countries of origins**. These agreements serve as a safeguard against TIP, by regulating the procedure of recruiting foreign workers, in a transparent, formal and comprehensive way, reducing the possibility that potential traffickers will create or abuse vulnerability in the workers by charging exorbitant and illegal recruitment fees. Workers recruited under the bilateral framework arrive in Israel without the unreasonable debts incurred by workers who have paid illegal fees. They

are well informed of legal work conditions and of their ability to file complaints – reducing the likelihood of their suffering severe exploitation.

The bilateral agreements contain various mechanisms to provide for such recruitment, and to ensure workers are informed of their rights and obligations. A public announcement (whose wording is agreed upon between the two countries) is published in the country of origin, with the type and number of the available positions for work in Israel, the preconditions for them and the application process. The announcement also specifies the working conditions in Israel, including the minimum wage after permitted deductions, and the random selection process for choosing candidates among those qualified, the legal fees to be, and a number for lodging complaints.

After the applications are received, the eligible candidates are chosen and matched to eligible employers by way of a random process, devised to reduce the possibility of the illegal charging of fees. The chosen workers and their employers sign a standard employment contract in three languages (Hebrew, English and the language of the country of origin) which has been approved by both Governments, and the workers receive a labor rights booklet in their language.

Upon arriving in Israel, PIBA representatives ensure that the workers have their contracts and labor rights booklets, as well as a card setting out the phone number and hours of a call center (the "PIBA Call Center"- see below in our response to Question #4E) in their language for complaints and information. They also make sure that the workers are met at the airport by authorized employer representatives, who provide the workers with a medical insurance policy in their language.

These mechanisms ensure both direct communication and cooperation between the governments of the sending and receiving countries, and supervision by both countries of the recruitment process. The detailed information and the widespread publication process are aimed to reduce the possibility that illegal brokers will charge illegal fees from applicants, and ensures that the applicants are clearly informed of the work conditions in Israel and the fees they must pay for the costs of the recruitment process. The random selection of workers also ensures that brokers cannot promise jobs to applicants who pay illegal fees, and the standard contract, call center and supervised meeting of each worker with his/her employer upon arrival in Israel, ensures that there will be no

phenomenon of "flying visa" or related abuses (for additional information please see our response to Question #47 in the 2012 Report).

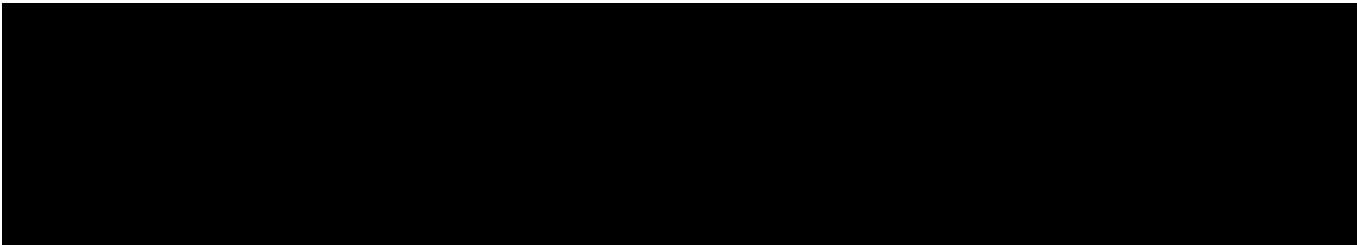
(ii) The Inter-Ministerial Committee for Bilateral Agreements

Israeli Governmental Resolutions have established an Inter-Ministerial Committee for Bilateral Agreements, headed by the Director General of the PIBA. This Committee, which deals with the promotion of bilateral agreements or arrangements for recruitment of foreign workers in low-skilled employment fields, and which includes representatives from PIBA, the MOJ, MFA, MOE, MOCH, MOF, MOAG and NATU, continued its meetings throughout 2020, via online platforms. The Inter-Ministerial Committee directs the different Ministries as to the implementation process of the existing bilateral agreements and promotes negotiation of additional bilateral agreements as necessary and in accordance with Government Resolutions.

Israel is currently engaged in the following bilateral agreements/arrangements

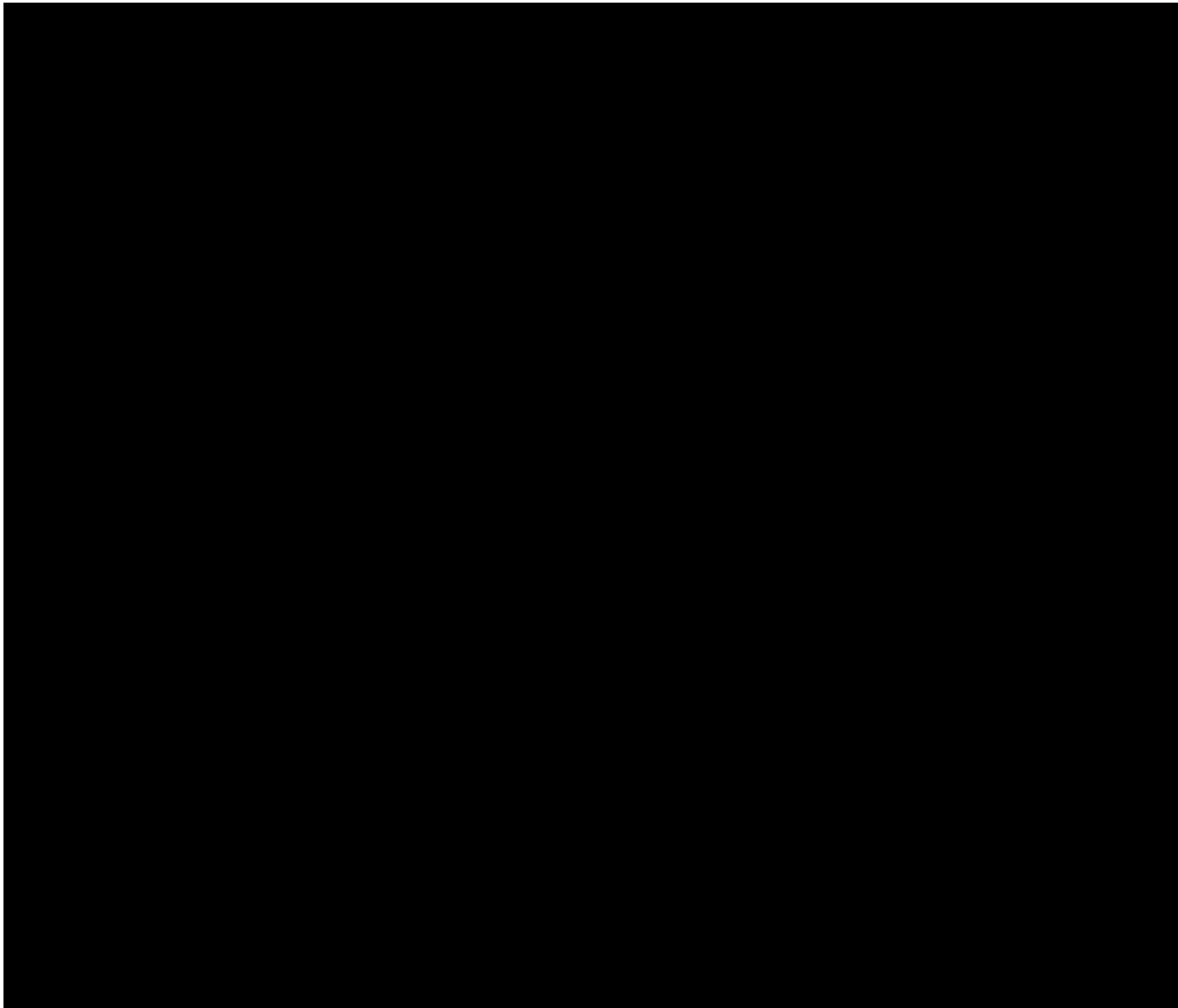
- Agriculture: Thailand (2010). A new agreement was signed, in connection to the procedure of recruitments and training of the workers, and came into force in 2020.
- Construction: Bulgaria (2011), Moldova (2012), Romania (2014), the Ukraine (2016), China (2017).
- Caregiving: The Philippines (signed 2018, ratified 2019, and is estimated to begin during mid 2020), Sri Lanka (2020).
- Tourism: The Philippines (signed 2018, ratified 2019 – implementation was halted due to the Covid-19's pandemic's impact on the tourist industry).
- Caregiving in Institutions: Georgia (2020), Nepal (signed 2020)

(iii) Labor Recruitment in the Domestic Caregiving field by Bilateral Agreements



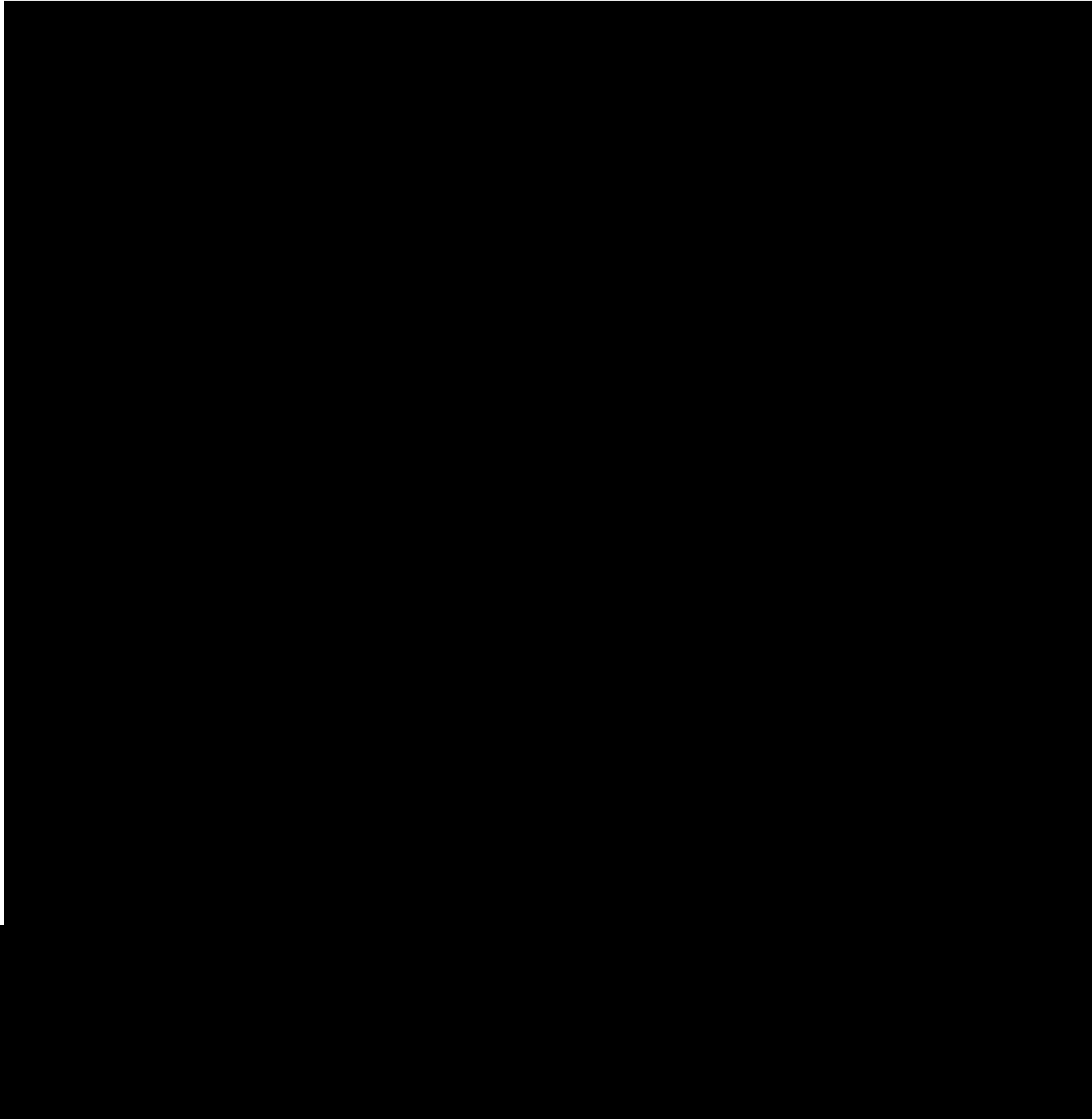


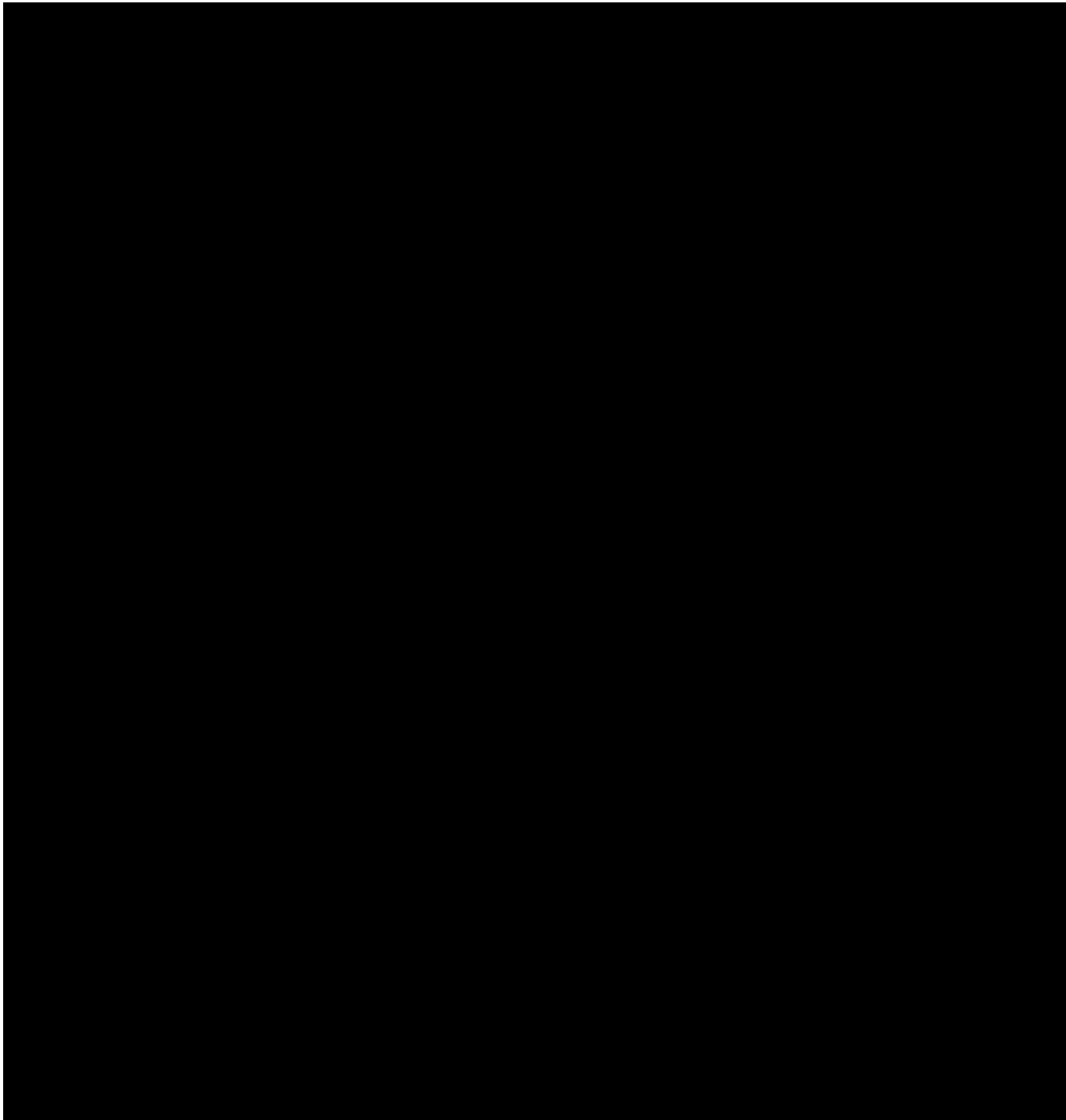
Steps towards implementation of bilateral agreements in the Domestic Care field





(f) Bilateral Agreements in the New Field of Caregiving in Institutions





(iv) **The PIBA Call Center (formerly the PIBA Hotline)**

See our response to Question #4(U)E.

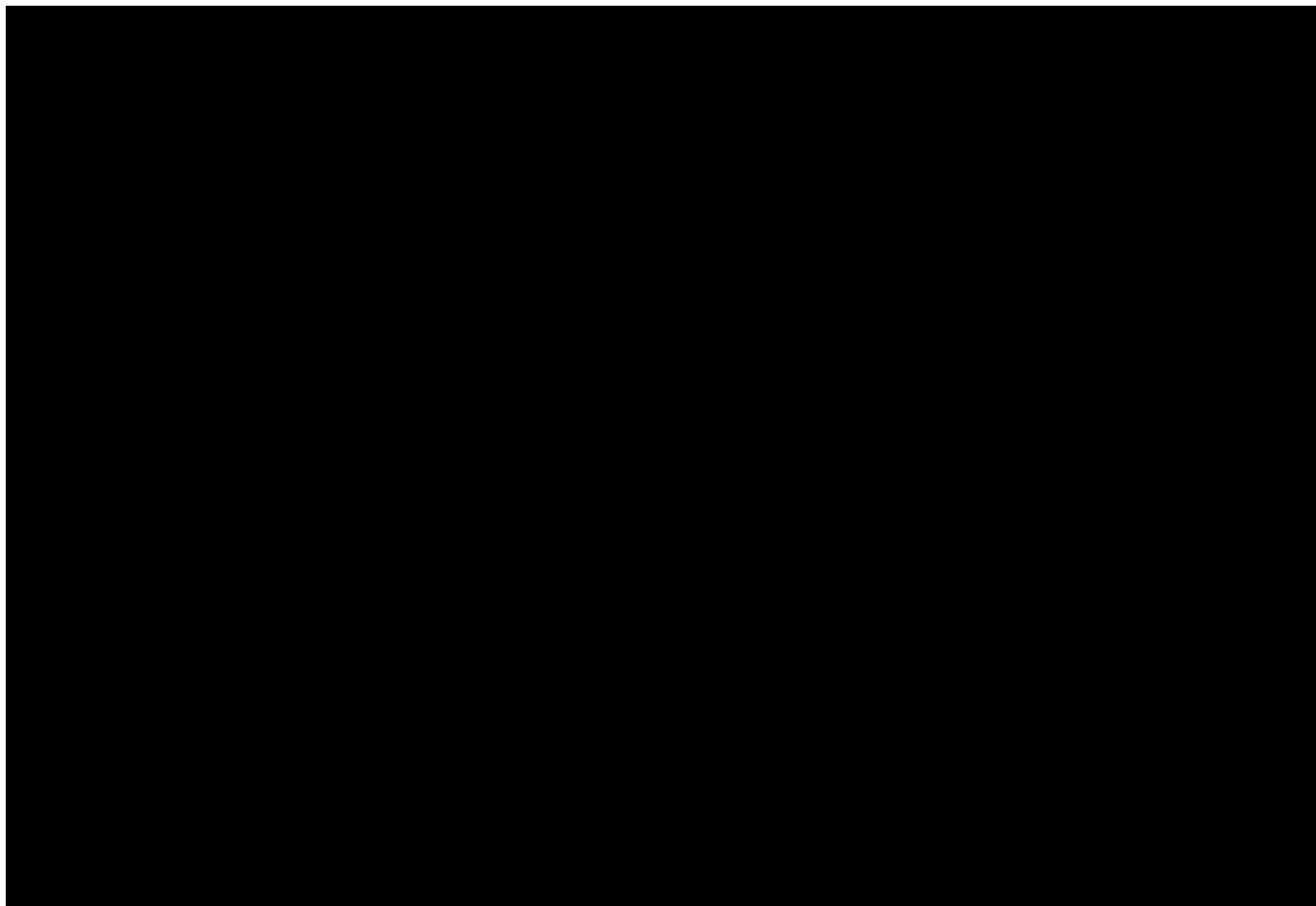
(v) The PIBA Supervisor of Social Workers

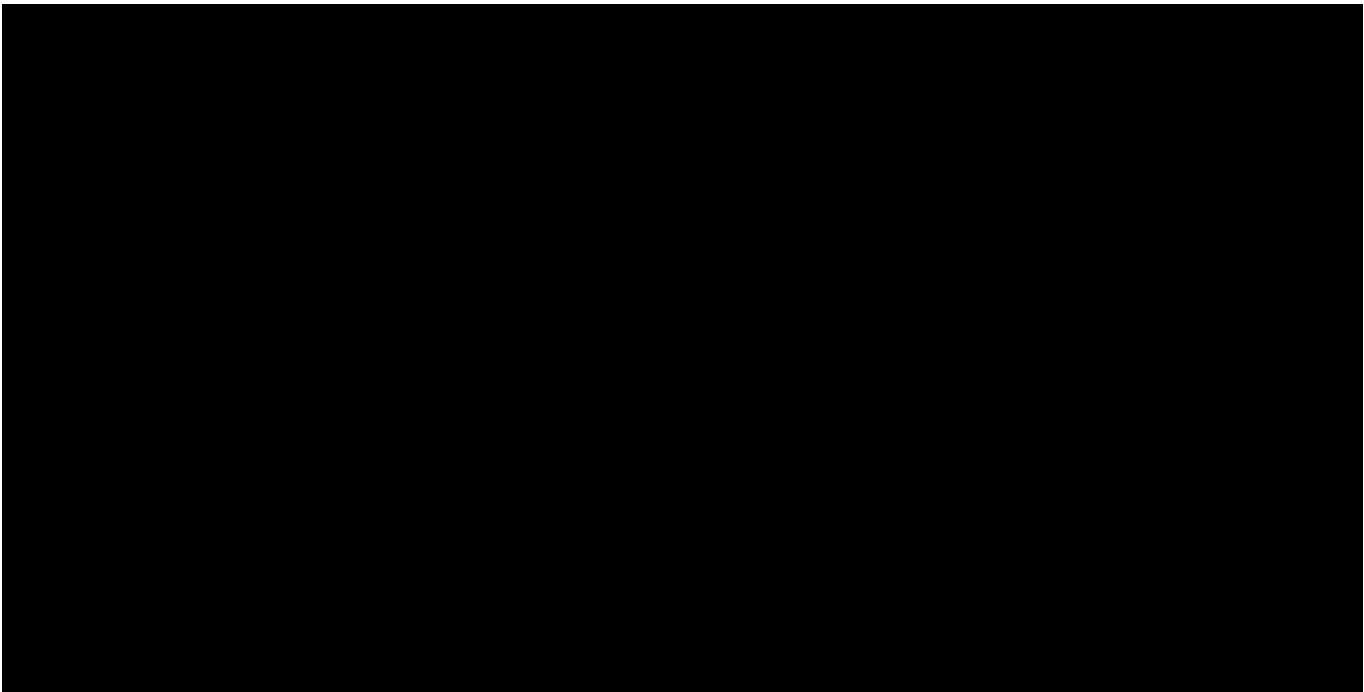
According to the PIBA procedure for recruitment agencies in the caregiving field, each agency has to employ a head licensed social worker with at least five (5) years' experience in the field, whose role is to supervise the welfare of the foreign caregivers and their employers. The Supervisor of the Social workers (hereinafter: "the Supervisor"), is a **PIBA official** who supervises the social workers that are employed by the licensed recruitment agencies for foreign caregivers. In 2020, another position was added – a supervisor of manpower agencies and families – to support effective responses in this field.

(vi) The MOE Ombudswoman for Foreign Workers' Rights

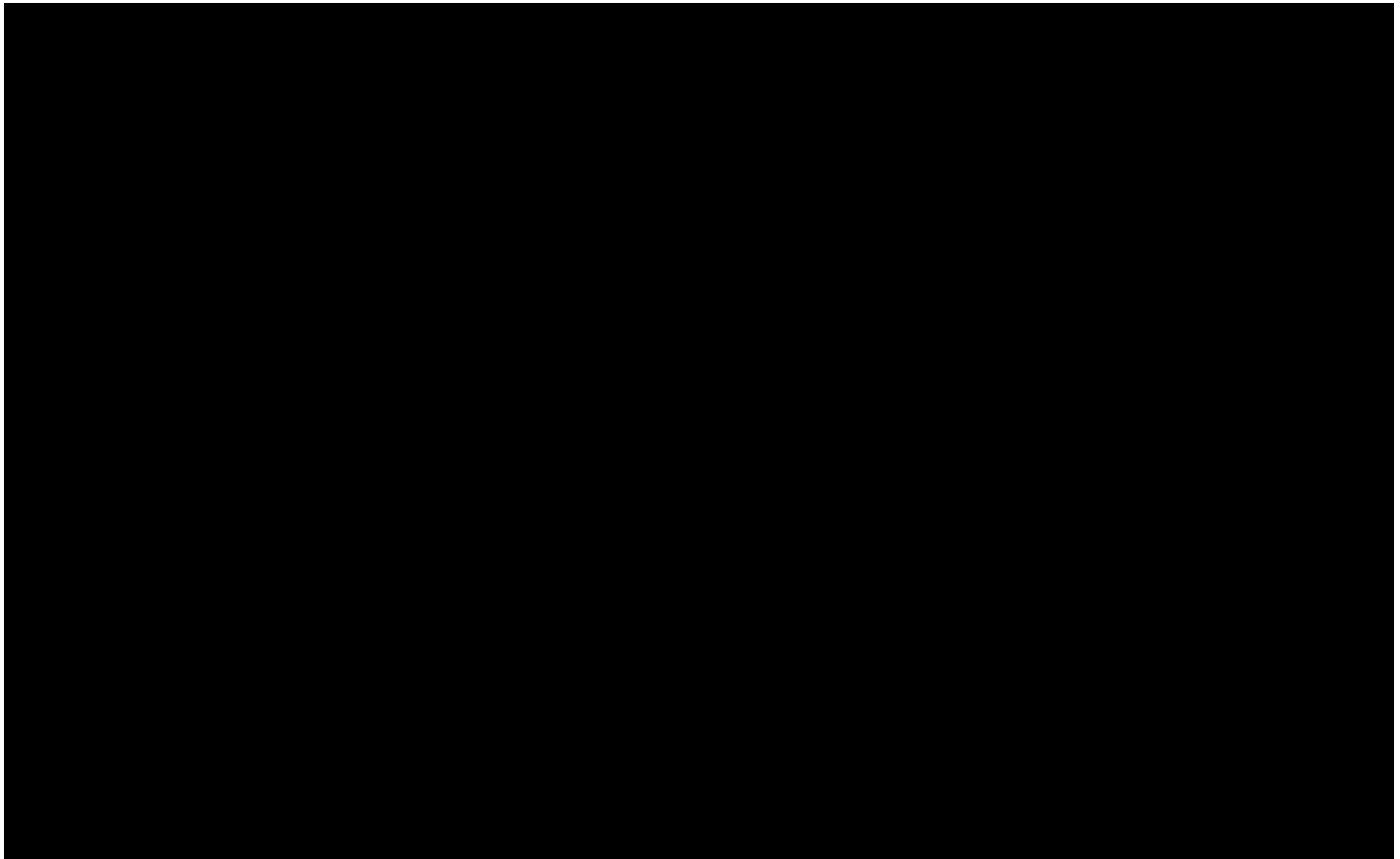
Please see our response to Question #4(U)J.

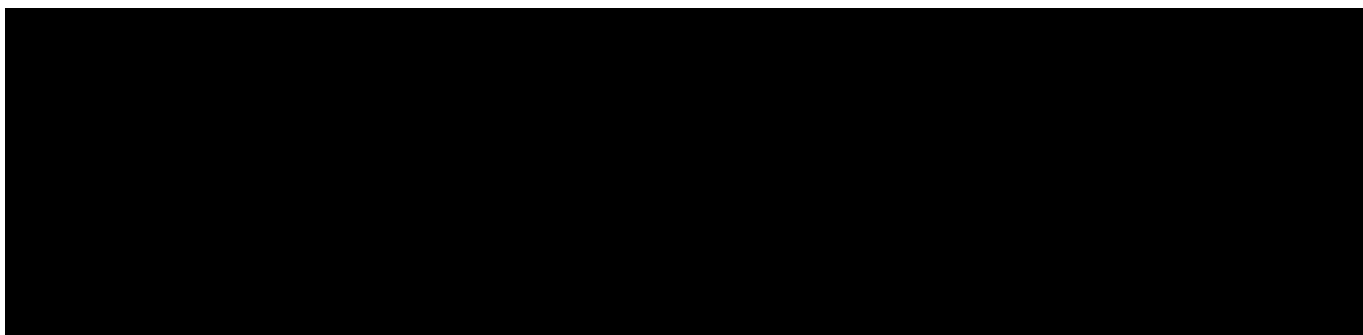
(vii) Foreign Construction Companies





B. The Agriculture Student Exchange Program



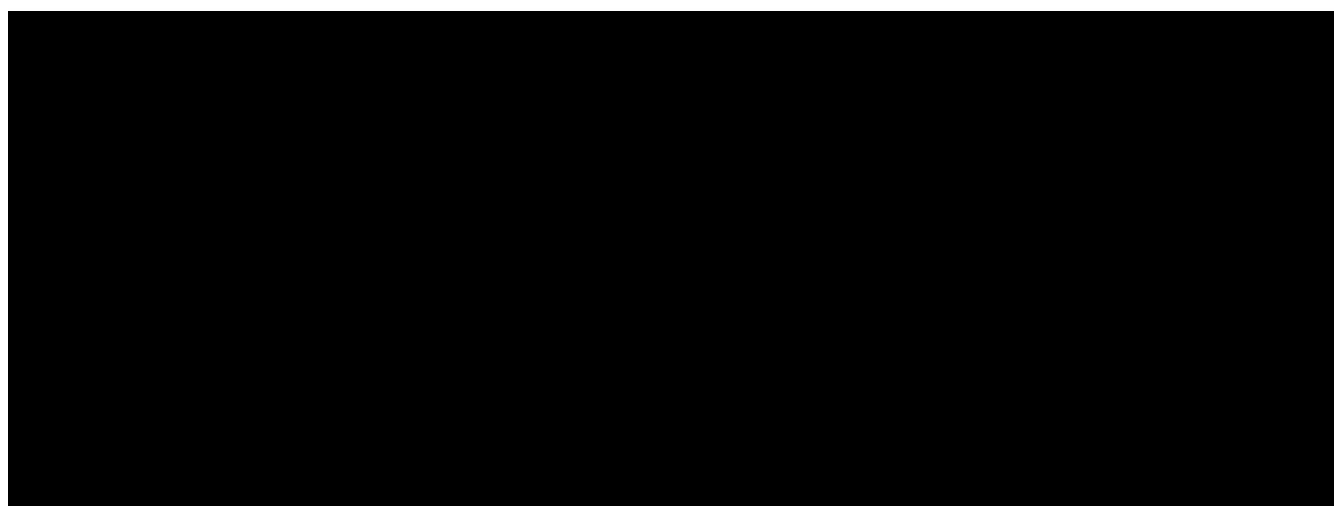


C. Visa Exemption Agreements

Israel has one hundred and one (101) visa exemption agreements with different countries around the world.

The process of signing a visa exemption agreement includes a consultation with the MFA, PIBA and the MOJ (including NATU and the Deputy Attorney General's Office (International Law)), wherein the question of whether such an agreement would create patterns of abuse and open up avenues for exploitation of migrants that may result in TIP is carefully considered.

The MFA and PIBA closely track the implementation of the agreements. Despite the agreements, PIBA retains the authority to refuse entry on several grounds, including a suspicion that the person would work in Israel illegally, or criminal matters.



D. Support for non-Deportable Foreign Nationals



F. DEMOGRAPHIC DOCUMENTATION MEASURES:

What new measures did the government take to establish (or restrict/deny) the identity of local populations, including birth registration and issuance of documentation, citizenship, and nationality? Were there any legislative changes related to any of these issues?

There have been no changes or proposed changes related to these issues in reporting period.

G. FOREIGN ASSISTANCE:

Did the government provide assistance to other governments in combating TIP through trainings or other assistance programs?

A. Training and Assistance to Other Governments

Currently, Israel is a member of several international conventions and protocols for the elimination of TIP, that stress the importance of international cooperation as a key factor in combatting TIP:

- The Convention for the Suppression of the Traffic in Persons and of the Exploitation of the Prostitution of Others (1950).
- The United Nations Convention against Transnational Organized Crime (2000).
- The Protocol to Prevent, Suppress and Punish Trafficking in Persons Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime (2000).
- The Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography (2008).
- The ILO Protocol to the Convention on Forced Labor from 2014, on forced labor (joined in 2018).

Israel is currently finalizing the internal process leading to joining the Council of Europe Convention on Action Against Trafficking in Human Beings. In July 2020, the Minister of MFA sent a formal request to the Council of Europe, requesting to be invited to accede the convention on combatting TIP. The Council received the request and is expected to discuss this in the general assembly of parties to the convention, in the first quarter of 2021, and if authorized, an official invitation will be issued to the GOI.

B. NATU

NATU maintains constant contact with international organizations and foreign entities. While the Covid-19 pandemic impeded international travel and in-person meetings, the move to online formats allowed for wide and frequent participation in international forums, more than ever before. NATU representatives were able to engage in discussions, present Israel's activity in the field, exchange ideas and insights with colleagues and strengthen international cooperation. In 2020, NATU participated in over twenty (20) international conferences and activities. Below are some examples of these meetings:

- In January 2020, the National Coordinator traveled to San Francisco on behalf of the Israeli Consulate and NCJW (the National Council of Jewish Women - California) as part of the US TIP and Modern Slavery awareness month. The visit included a week of lectures about Israel's anti-trafficking activities, at the end of which the National Coordinator was a keynote speaker at the conference closing the awareness month. Similarly, the visit included meetings with various officials such as senators, the Director of the San Francisco Commission on the Status of Women, the Israeli consul as well as enforcement officials, including

the Special Agent in Charge of Homeland Security Investigations. Meetings with anti-trafficking officials discussed the effective practices of each side, as well as ideas for future collaboration. As part of the visit, the National Coordinator also met with the M.E. Forum discussion group and the Commonwealth Club, and toured shelters for victims in Sacramento.

- On June 25, 2020 NATU participated in a webinar hosted by the Israeli Embassy in Washington DC as well as in a JWI talk on Covid-19 and on trafficking in persons.
- In July 2020, the National Coordinator participated in and lectured at an international meeting of experts on the subject of combating trafficking in persons for organs hosted by the OSCE in collaboration with the World Health Organization. The National Coordinator spoke on a panel about Israeli legislation concerning respect of organ transplants and the on the prohibition of organ trafficking.
- In July 2020, NATU representatives participated in an anti-trafficking conference hosted by the OSCE in Vienna, dedicated that year to combating trafficking and obtaining justice by prosecuting the traffickers. OSCE member states and other officials from the world of law, academia and society participated in the conference, where they discussed the latest patterns in trafficking, which sometimes make it hard to prosecute.
- In July 2020, NATU participated in a UN event marking 20 years of the anti-trafficking protocol. The event was part of the 10th Session of the Conference of the Parties to the United Nations Convention against Transnational Organized Crime. NATU also participated in a side event of the Conference dealing with collaborations between the private and public sectors in combating trafficking in persons.
- On October 13-14, 2020 NATU participated in a side event organized by UNODC that dealt with *Fostering Cooperation between the Public and Private Sector to Counter Trafficking in Persons, and with The Stakeholder Engagement for the United Nations Convention against Transnational Organized Crime*
- In October, 2020, the National Coordinator played an active role in formulating the draft version of effective implementation of the Protocol to Prevent, Suppress and Punish Trafficking in Persons, under the U.N anti-Trafficking Convention.
- On October 29, 2020, NATU participated in an event on confidence building measures and possible ways of improving the interface between the police and migrants, sponsored by the FLEX organization and LAWRS, which included official spokespersons and officials with expertise from various countries.

- On November 23, 2020, NATU participated in the annual event of the **Subcommittee on Justice and Security between Israel and the European Union**. This committee is tasked with promoting cooperation between Israel and the European Union on matters of justice. The subcommittee discussed and advanced many issues for legal cooperation between the parties, including anti-trafficking efforts and other issues.
- NATU representatives participated in the OSCE 20th Alliance Against Trafficking in Persons (20-22.7.20)

C. MASHAV

MASHAV, Israel's Agency for International Development Cooperation at the Ministry of Foreign Affairs, (MFA) is responsible for the design, coordination and implementation of the State of Israel's development cooperation programs. MASHAV focuses its efforts on capacity building, sharing expertise built during Israel's own development experience to empower governments, communities and individuals to improve their own lives. In its programs and philosophy, MASHAV adheres to the accepted international standards and principles and is in alignment with the UN Sustainable Goals 2030 Agenda.

MASHAV shares common objectives with the international community concerning combating crime by contributing to development, and collaborates to further these goals and objectives by consolidating effective development cooperation in the field of combating trafficking in human beings.

Important adaptations become necessary to ensure the continuation of the capacity-building program while adjusting to the new situation caused by COVID-19. This was done by moving to an online training framework adapting working methods, and adjusting the content of training programs to the relevant needs of the hour.

In 2020, MASHAV conducted a series of online activities where the issue of combatting human trafficking was discussed as either the main or a sub topic:

- A webinar on 'Combating Human Trafficking': conducted by Israeli expert Adv. Rahel Gershuni, with 114 participants from 42 countries. The represented countries: Vietnam, Uzbekistan, USA, Uruguay, Uganda, Turkey, Tanzania, Swaziland, South Africa, Slovakia, Singapore, Sierra Leone, Rwanda, Serbia, Philippines, Peru, Nigeria, Nepal, Myanmar, Morocco, Mexico, Malawi, Kenya, Japan, Italy, Israel, Indonesia, India,

Honduras, Haiti, Guatemala, Ghana, Ethiopia, Ecuador, Cyprus, Cote D'Ivoire, Costa Rica, Colombia, China, Burkina Faso, Botswana and Austria.

- An online course on 'Innovations in Women's Health': the issue of human trafficking was discussed at length in connection with the existing gap and inequality in access to health services, including outreach support programs and education.
- The Women Leaders Conference on 'The Social and Economic Impact of COVID-19 on Women and Girls.' International experts discussed the issue of trafficking in human beings in relation to the challenges brought by the pandemic. The conference was broadcast on Facebook Live with over 31,000 registered views.
- A conference on 'The Special Role of African Youth': organized in cooperation with Israel's Embassy in Rwanda, the conference addressed the issue of empowering women and girls as a tool for combating trafficking in human beings.
- On February 16, 2021, the National Coordinator is slated to participate in an online panel of experts at an event being hosted by MFA (MCTC, MASHAV) on global trends in trafficking in persons.

D. UN Activity

Israel's permanent mission to the UN in Geneva attaches great importance to raising the subject of human trafficking and throughout the year acts in order to promote and support this subject. In this framework, Israel co-sponsors the Human Rights Council's decision, led by Germany and the Philippines, each year in the June session of the HRC, and did so this year as well. Moreover, Israel participates in the negotiation on the text of the decision, bringing suggestions to strengthen the text.

- Israel participates in the interactive dialogue with the rapporteur for human trafficking during the Council sessions.

- When countries present their UPRs (Universal Periodic Reviews), the GOI addresses the subject of trafficking, reviews the human trafficking in the relevant country and submits its recommendations accordingly.
- Before all side events were cancelled for the June 2020 session of the HRC (due to Covid-19), the Permanent Mission had organized a side event on trafficking, together with Lithuania and Sweden. As mentioned, it was cancelled due to the Covid-19 restrictions.

In 2021 the mission is planning to continue to place this subject on the agenda as part of a series of activities to promote Israel's global agenda in the Geneva arena, and to hold a side event focused on trafficking.

UNTOC Committee of the Parties

In October 12-16 2020, the 10th Committee of the Parties to the United Nations Convention on Organized Crime (UNTOC) was held in a hybrid format, due to the Covid-19 pandemic. Israel had both in-person participants posted in Vienna, and subject matter experts from Israel participating online – from the Office of the Deputy Attorney General (International Law), and from NATU.

The CoP adopted L.6 – a US-sponsored Resolution on Effective implementation of the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime. Israel was a co-sponsor to the resolution and an active participant in the lengthy informal discussion process.

H. REDUCING DEMAND FOR COMMERCIAL SEX:

- What measures not mentioned elsewhere did the government take to reduce the demand for commercial sex acts?

In countries with forms of legalized or decriminalized prostitution, describe the laws related to commercial sex, and describe any efforts to discourage the purchase of commercial sex within legal or decriminalized prostitution activities. Did these protections apply to all individuals in the commercial sex industry, including foreign nationals?

Prohibition on Consuming Prostitution Law (Temporary Order), 5779 – 2018, and Government Resolution on Implementation of the recommendations of the inter-ministerial team for reducing prostitution consumption

See above in our response to Question #4.

For additional information regarding the initiatives that were taken by the GOI in 2018 – the *Penal Law (Amendment No. 132), 5778 – 2018* and *Blocking a Phone Number for Preventing the Commission of Offences Law 5778 – 2018* – please refer to Question #41 at our 2018 report.

Assistance Measures for People in Prostitution

Government Resolution No. 4462 Dated January 13, 2019

The Resolution adopts the main points of the program for implementation of the recommendations of the inter-ministerial team for reducing prostitution consumption below (the “Program”) with respect to aspects of rehabilitation, treatment, and education in the Program, outlined by the implementation team established under Government Resolution No. 4099 dated August 5, 2018 for the year 2019. This Resolution concerns aspects of rehabilitation, treatment, and public awareness alongside the enforcement. Enforcement will take place by priorities and capabilities as determined by the Israel Police within the existing resources.

The Resolution allocates thirty (30) million NIS (8,724,400 USD) annually for the Program for 2019-2021, in the MLSS budget. The resolution includes a detailed breakdown of the budget assigned, and an inter-ministerial implementation team headed by the DG of MOJ was established to ensure the effective implementation of the GOI plan set out in the resolution. In July 2020, the National Coordinator was appointed as the team's administrative head.

The resolution also orders the commission of a supporting study, under the responsibility of the MLSS and with support of the MPS. The study findings will be submitted to the Government no later than one year before the Law's expiration.

A constitutional petition was submitted in 2019 by the NGO Task Force on Human Trafficking and Prostitution, against the MLSS and MOF, regarding the utilization of the annual budget of the program for 2019 (H.C.J. 8129/19). The Court was also requested to issue an interlocutory order, which would preserve

the budget that was allocated for 2019 and not utilized. The GOI filed a response to the petition in December 2019, according to which the MLSS is in the process of expanding the existing frameworks for persons in prostitution, as well as establishing additional frameworks. It was clarified in the response that due to different constraints, the budget of 2019 is most likely to be only partially utilized; that the MLSS is limited in its ability to enter into new agreements, due to the current economic state and that it is yet to be determined if there would be a surplus of budget, which could be transferred to 2020. In December 2019, the Court denied the request for an interlocutory order.

Due to the significant progress made in the complete utilization of the 2019-2020 budget and the implementation of Government Resolution No. 4462, as elaborated hereafter, the petitioner agreed to retract its petition and it was erased by the HCJ accordingly, in December 2020.

Elaborated hereafter are the different programs that were established and expanded during 2020:

I.



Training programs – the MLSS created a training for social workers in the relevant frameworks. Additional programs are meant to raise the awareness of professional teams and train them to early identification and treatment of vulnerable populations, in order to prevent their entrance into the cycle of prostitution, and will be operated by the MOH and by an NGO (the Toda'a Institute).

I. PREVENTING FORCED LABOR IN PUBLIC AND PRIVATE SUPPLY CHAINS:

- What did the government do to prevent forced labor in global or domestic supply chains? Examples could include issuing and enforcing regulations to promote transparency and due diligence policies; prohibiting unscrupulous labor/recruitment practices known to facilitate human trafficking in the supply chains of private sector businesses and in government procurement; or educating the public and key stakeholders about such risks?
- NATU representatives met with members of the Israeli Fair Trade Coalition – an alliance of environmental, workers' rights, corporate responsibility and human rights NGOs, created to promote ethical consumption and regulations promoting fair trade. NATU and the coalition discussed possible avenues for collaboration, and NATU has since attended the Coalition's meetings throughout the reporting period.
- The subject of preventing trafficking and forced labor in supply chains subject is featured in the New National Plan for Combatting Trafficking in Persons, as seen in Annex 3. Note that this Subject will be discussed and promoted by the Prevention Team, which was established in 2019 (for further details regarding the team – please refer to our reply to Question #5(U)A).

J. CHILD SEX TOURISM:

What did the government do to reduce its nationals' participation in international and domestic child sex tourism?

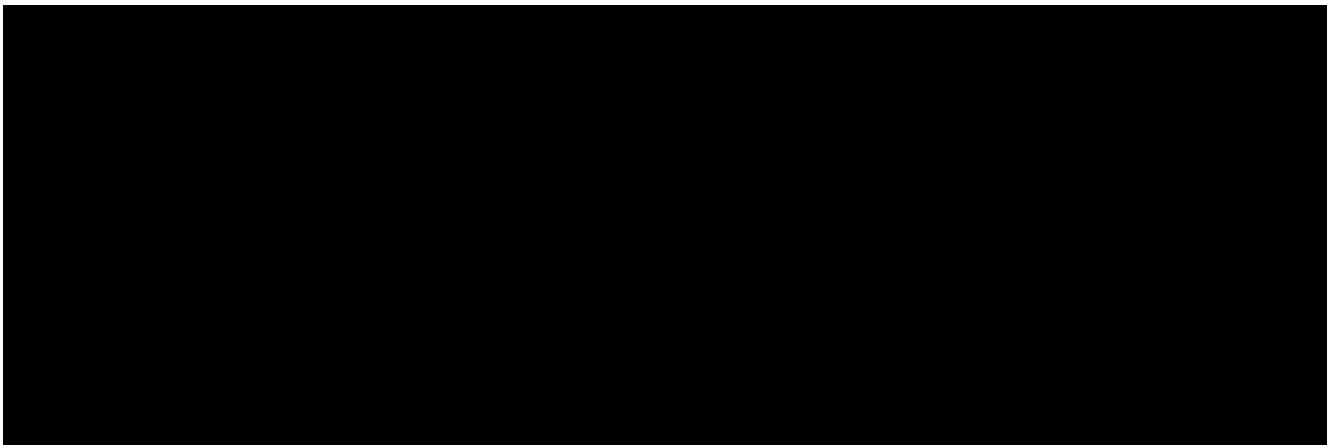
How many foreign child sex tourists did the government prosecute or deport/extradite to their country of origin?

Do the country's laws allow for the prosecution of suspected sex tourists for crimes committed abroad? If so, how many of the country's nationals were prosecuted and/or convicted for traveling to other countries to engage in child sex tourism?

A. The Police

According to the Police, there is no information indicating a problem of child sex tourism, both inside Israel or by Israeli tourists abroad. In addition, no Israeli nationals were prosecuted and/or convicted during the reporting period under the extra-territorial provisions for traveling to other countries to engage in child sex tourism.

B. The MFA



C. Ministry of Tourism

In general, The Ministry of Tourism has taken action to tackle the issue of sex tourism within Israel as well as raise awareness on the subject within the tourism industry.

- **Lobbying for Organizations to Join the Global Code for Ethics in Tourism:** As stated in our previous reports, the Ministry of Tourism encouraged several organizations in the tourism industry to join the Global Code for Ethics – and led to the signing of the Code by the Travel Agents' Association, among others.

The Ethics Code was adopted at the thirteenth session of the General Assembly of the World Tourism Organization. The Code states explicitly that the exploitation of human beings in any form, particularly

sexual exploitation and when applied to children, clashes with the fundamental aims of tourism. The Ethics Code further prohibits travel press from advertising or promoting sex tourism.

- In the international sphere, the Ministry of Tourism has also been an active participant in the formulation of an **international convention** based on the Global Code for Ethics. The convention is currently under review by the MFA, to examine the possibility of Israel joining.
- The Ministry of Tourism is not the primary point of contact for TIP victims, but it receives tourist complaints, and if related complaints arrive, the Ministry's representative is in contact with NATU and other government bodies and will ensure the proper cooperation.
- The Ministry of Tourism has been working on a program aimed at increasing personal safety and preventing sexual abuse in hotels. The process is to include a mapping of the field in order to build a training for contact persons in charge of sexual harassment in hotels and other tourism facilities, such as spas.
- A Representative from the Ministry of Tourism is also a member of the Legal Advisors' forum headed by NATU.

K. DIPLOMATS:

- Has the government adopted measures to ensure its diplomats do not engage in or facilitate TIP? Examples include training, guidance, awareness-raising, or implementing policies or regulations aimed at ensuring diplomats are not engaged in TIP, particularly domestic servitude.
- If there were allegations that a diplomat representing the government abroad engaged in TIP, what did the government do in response? Did these efforts include criminal investigation and prosecution? If the government convicted any such diplomats, what sentences did they receive? Did these efforts include payment of any civil fines, judgments, or settlements by either the diplomat or government? Note any other punishment for diplomats engaged in TIP.

With regard to domestic workers employed in Israeli missions and by Israeli diplomatic representatives abroad, the MFA's Internal Regulations include provisions related to fair and appropriate terms and conditions to be granted to these domestic workers.

Prevention of human trafficking is a subject covered in the consular training session for those individuals who are going on postings abroad. In addition, during training for diplomats who will be posted abroad, a day was dedicated to lectures on human rights, refugees, asylum seekers and infiltrators.

During the training for new cadets (March – August 2020), the cadets were briefed on how Israel handles the issue of human trafficking and the role of the MFA in our embassies abroad as part of their consular training (done in tandem for all those who are heading abroad). Another day was dedicated to human rights and asylum seekers.

In both cases, the lectures were provided by the legal department of the MFA.

In addition, the Consular Affairs Division consults and supports the consuls serving abroad, including on matters of suspected incidents of TIP. As mentioned above, there were no incidents of Israeli or foreign diplomats' involvement in TIP

ANNEX 1: SUMMARY OF PROSECUTIONS

Cr.C. - Criminal Case

S.Cr.C. - Serious Criminal Case

Cr.A. - Criminal Appeal

Cr. S. A. – Criminal Sentence Appeal

For the definition of core trafficking offenses and related offenses please see our response to Question #3(U).

A. Completed Cases Involving TIP and Related Offenses

Case no.	Nature of the Offense	Court Case	Indictments	Convictions	Plea bargain and the reasons for the plea bargain	Sentence	Comments
1.							

ANNEX 3: THE NATIONAL ANTI-TRAFFICKING PLAN

State of Israel
Ministry of Justice
National Anti-Trafficking Coordination Unit

Draft of National Anti-Trafficking Plan 2019 – 2024

Background

In 2007, the then National Anti-Trafficking Coordinator was appointed to lead two panels with the task of drafting a national plan to combat human trafficking for prostitution, slavery and forced labor. Following her appointment, the Coordinator convened both panels, which included representatives relevant to the various aspects of the anti-trafficking combat, in the domains of prosecution, prevention and protection of trafficking victims, and they formulated a national plan for combating trafficking for prostitution and a separate plan for combating trafficking for slavery or forced labor. The national plans were approved by the Standing Directors-General Committee on January 10, 2007 (trafficking for slavery or forced labor) and July 11, 2007 (trafficking for prostitution), and were approved in a government decision from December 2, 2007.

Since these plans were formulated and approved, nine years have passed. During this time a substantial part of the goals set out in these plans have been successfully implemented. At the same time, however, numerous changes have taken place in the structure of governmental components, in the challenges currently being faced, in the patterns of trafficking that are constantly changing, and in regulatory frameworks that impact the anti-trafficking combat.

Out of recognition of these processes, which are not unique to Israel, but characterize the phenomenon of human trafficking as a dynamic part of the serious criminal economic activity in many countries around the world, and based on international experience that teaches that national plans should be updated at least every five years, we present our proposal for updating the national plans and adapting them to the present times and to the foreseeable future.

It is suggested that unlike the situation in the past, **a single national plan that relates to all types of human trafficking** should be submitted, as it is generally accepted around the world. This course of action is also appropriate for the issue, which is comprised of a wide spectrum of phenomena: not only trafficking for prostitution, slavery and forced labor, which were dealt with in previous plans, but also trafficking in harvested human organs, trafficking for the purpose of giving birth to and taking a child, trafficking for forced criminality and more. By the nature of things, special steps may be taken that are appropriate for only certain types of trafficking and not for others; however, the general framework for combating trafficking, by way of enforcement, prevention, protection of victims, and collaboration, is common to all, as well as the protected value underlying the offense.

In a meeting held on December 15, 2014, the Standing Committee of -General-Directors for Combating Human Trafficking authorized the National Anti-Trafficking Coordination Unit to lead the panel set up to draft a national plan for combating human trafficking in all its forms, based on the assumption that crafting a national anti-trafficking plan is a necessary first step in developing a strategy to eradicate this grave phenomenon.

The decision by the Standing General-Directors Committee assumes that there is value in the national plan, that lies in the fact that it enables the state to craft a clear strategy; identifies disparities between actions and enforcement; bolsters

transparency; facilitates monitoring; and ensures a holistic response to the phenomenon. Apart from that, there is added value from having the national plan crafted by the array of entities involved in the actions and efforts carried out in such a manner that allows them to meet in a single forum and learn from one another. This facilitates building an informed plan by way of a process that allows each body access to the special knowledge and experience of other bodies. For this reason, as in the past, relevant governmental and non-governmental entities have been included in the discussions.

During the past year, the Office of the National Anti-Trafficking Coordinator ("the Coordination Unit") centralized inter-ministerial and non-governmental efforts to formulate the new outline for the national plan and the main goals to be included in it. To this matter, meetings were held with the professional echelon in the ministries, with the forum of legal advisers on human trafficking from the government ministries and public organizations associated with this matter, and with the non-governmental organizations dealing with the various domains. Likewise, as part of the evaluation process, the Coordination Unit reviewed various national anti- trafficking plans around the world, national plans in Israel in a range of fields, and also consulted with national anti-trafficking coordinators from around the world.

Following is a summary of the decisions taken and presented for perusal and approval by the Standing –General-Directors Committee, with these decisions divided into four categories – **prevention, enforcement, protection and collaboration**. It should be emphasized that this concerns a national plan that outlines general goals for the government in this field for the coming years.

The guiding principles that guided the Coordination Unit in crafting the national plan were as follows: the **need** for a holistic approach to address the phenomenon, which requires coordination among the various entities involved in the combat; **protection of the crime victims as a paramount value; collaboration as a key tool** – among all the entities involved or able to contribute to the combat, including: the government with all its departments and agencies, NGOs, public bodies, private sector, religious entities, media, academia, employers and employees organizations, general public, overseas bodies (governmental or international, also from other sectors, specializing in the field); **the need for prioritization**: given that the phenomenon is complex and impacts the activities of many bodies with differing priorities; and in light of the special difficulties in conducting investigations and trials and the resources required; and in view of the frequent need to seek the assistance of international bodies and sources, it is required that the government policy will prioritize goals. This prioritization is one of the things that helped to eradicate trafficking for prostitution in the severe form in which it prevailed in the past; **the need for manpower with knowledge and experience in this field; a time-limited plan**: the plan is limited to 5 years, based on past experience in Israel and worldwide. In addition, the plan includes **a recommendation to conduct a Accompanying research**, whose findings will serve to teach about the phenomenon and the constrains to dealing with it, as well as to evaluate the effectiveness of the plan itself.

The objective of the plan is to focus on the steps needed to eradicate human trafficking and related crimes; **it is not the plan's purpose to set out regulatory frameworks, or to take a stance regarding immigration and legal status policy in Israel or to craft a general plan for eradicating prostitution**. Still, since the combat against trafficking requires the interlocking tools of prevention, enforcement, protection of trafficking victims and collaboration, the plan will at times relate to regulatory areas or to prostitution in terms of the totality of necessary prevention measures. Thus:

1. **Regulatory areas**: As mentioned, the plan is not meant to set out regulatory frameworks such as the regulatory domains of foreign workers, trade in human body parts or surrogacy, something that is reserved for other bodies, but rather to draw up recommendations for combating some of the gravest phenomena in these domains, e.g., human trafficking for purposes of slavery, forced labor, organ removal, baby harvesting. Nevertheless, in appropriate cases, steps for the prevention of these grievous phenomena may require considering a change to

existing arrangements also in the regulatory domains, to the extent that they create a convenient climate for the development of such phenomena. This plan contains a separate chapter devoted to international legislation and treaties.

2. **Prostitution:** As already stated, the plan is not meant to establish a comprehensive strategy for combating prostitution in general. Nonetheless, as there is international understanding that a reduction in prostitution consumption is necessary in order to combat trafficking for prostitution, and that in certain aspects the combat against prostitution serves the combat against trafficking for prostitution purposes, the plan contains specific recommendations regarding prostitution in general and its victims in particular. The handling of this issue will be done in coordination and accordance to the Implementation plan of the Inter-Ministerial Committee's Report on the Reduction of Prostitution Consumption.
3. **Victims of the Sinai torture camps:** The phenomenon of kidnappings of mostly Eritrean and Sudanese nationals to Sinai torture camps, where they were held in captivity and severely tortured by Bedouin gangs in Sinai – for ransom purposes – reached public awareness in Israel with the arrival of the survivors from these camps to Israel, along with the large population of infiltrators, during the years 2009-2012. Of the total population of victims from the torture camps, a certain percentage (around 10%) were recognized as slavery victims, in cases where the Israel Police unit-in-charge found, in accordance with the Government Decision authorizing it to do so, that there was prima facie evidence that they were held in slavery conditions for providing labor services, including sex services. Thus, those who were forced to dig burial pits, or draw water from a well, or provide translation services for the kidnappers, and those who were raped more than once by several different people, were recognized as slavery victims and placed in a shelter. This population has distinctive characteristics and suffers from special hardships that stem, among other things, from the fact that at this stage they cannot be deported at the end of their rehabilitation period at the shelter. Likewise, owing to the long stay in Israel, many of them have families and cannot leave them to enter a shelter. Though the Ministry of Labor, Social Affairs and Social Services, in conjunction with Mesila(Aid and Information Center for Migrant Workers and Refugees) opened a day center for them, it provides a very minimal framework. In addition, those who were not recognized as slavery victims face difficult challenges, with some of them living in a grave humanitarian condition, and most of them constituting **a particularly vulnerable population to trafficking in Israel**. Thus, for example, a group of Eritrean women are apparently forced to engage in prostitution in Israel. For these reasons, **and in this context**, this group, too, will be referred to from time to time in the national plan, in various respects.

Note regarding terminology: Occasionally, the plan relates to **crimes related to human trafficking**, which denotes crimes that protect similar values or similar populations, such as: holding a person under conditions of slavery (Section 375A of the Penal Law, 5737-1977 (hereinafter – the Penal Law)); forced labor (Section 376 of the Penal Law); kidnapping for human trafficking (Section 374A of the Penal Law); causing a person to leave his/her country for prostitution or slavery (Section 376B of the Penal Law); withholding a passport (Section 376A of the Penal Law). **This term does not include the offense of extortion** (Section 431 of the Penal Law) even though it, too, deals with vulnerable populations, because the value it protects is different. However, we do not ignore it and where relevant, we will refer to it explicitly.

When the plan refers to "**foreigners**" – this denotes foreigners in Israel without permanent residency status, including legal and illegal foreign workers, people who have entered the country illegally (infiltrators), illegal aliens, asylum-seekers and refugees.

Where reference is made to the "**Prevention of Infiltration Law**" – this denotes the Law for the Prevention of Infiltration and Ensuring the Departure of Infiltrators from Israel (Amendments to the Law and Temporary Order), 5775-2014, which was published in Israel's Book of Laws [*Sefer HaChukim*, official gazette] on December 17, 2014.

Where reference is made to the "**Organ Transplant Law**" – this denotes the Organ Transplant Law, 5768-2008.

Where reference is made to the "**Victims of Crime Law**" – this denotes the Rights of Victims of Crime Law, 5761-2001.

The National Plan

I. Major Key Goals

It was determined that the following major key goals, taken from all the domains of action (prevention, enforcement, protection and collaboration), should be the first to focus on, notwithstanding the importance of all goals. At times, these major key goals bundle together several specific goals that appear later on in the document. There is no importance to the order of the goals in the list.

General: As regards the plan's details, we suggest that in all pertaining to prevention, enforcement, protection and collaboration, particular focus should be placed on the minors' population.

1. **Advancing the handling of cases involving slavery, forced labor and trafficking for these purposes:** It is recommended to take steps to advance the setting of goals for initiated investigations in the domain, establishing the basis for investigations and prosecutions on charges of holding a person in conditions of slavery, forced labor and trafficking for these purposes. Including by way of directives, collaborative work, reinforcing identification of crime victims, clarifying authorities, setting enforcement goals, advancing initiated enforcement, setting policy for investigations and prosecutions, and trainings covering the topics of the elements of crime and evidentiary difficulties. Likewise, action should be taken to reinforce the enforcement entities for this purpose, and to build expertise among the handling professionals.
2. **Improving identification mechanisms:** This calls for improving the mechanisms for identifying victims of human trafficking and related offenses, including through the formulation of a national referral system/mechanism, which should include indicators and a procedure for referring cases and reporting to the appropriate authorities.
3. **Identifying and addressing new patterns:** The **tourist visa exemption agreements** signed in recent years have led to an increase in the number of victims brought to Israel for various purposes, through the "front door," as tourists. This fact, among others, has given rise to the development of new patterns of trafficking hitherto unknown in Israel, which necessitates taking action to identify new patterns of human trafficking and working out an appropriate and suitable solution. Thus, for example, there is the phenomenon of the **deaf-mute** that have been brought here to engage in begging, or the frequent entries of women for fixed periods of time matching the stay period granted to them as tourists, for the purpose of prostitution – the new pattern of **trafficking for prostitution and related offenses**. In this domain, too, we recommend reinforcing the enforcement authorities to enable dealing with the growing problem, and also deliberating over the creation of suitable welfare solutions to address the growing number of victims identified. We further recommend considering grappling with **agreements that are abused, also at the geopolitical level**.
4. **In the domain of prevention and protection: Focusing efforts on particularly vulnerable fields of occupation:** There are occupations that are highly vulnerable, with workers engaged in them exposed to exploitation, which could develop into slavery/forced labor. Topping the list of such occupations is **long-term care nursing**, where mostly women are employed, and which is characterized by an isolated existence in the patient's home. In this area, we recommend applying part of the protection arrangements contained in the bilateral agreements also to workers already in Israel, which includes informing all workers of their duties and rights and of the availability of a hotline service, where they can talk in their mother tongue. In addition, we note a relatively new development in recent years, also under cover of the **visa exemption agreements with Ukraine and Georgia – the phenomenon of "sham refugees."** It is suspected that there is an organized and systematic phenomenon of

bringing over thousands of tourists a year from these countries, who are transported directly from Ben Gurion Airport to Population and Immigration Authority offices where they can apply for recognition as a refugee by filling out a Refugee Status Determination (RSD) form and receive a temporary permit pending a decision on the application. From there, the "refugees" are transported directly to predetermined contractors or to other employers, for example, in the field of long-term care nursing. Circumvention of the bilateral agreements and supervisory mechanisms creates a population highly vulnerable to exploitation, giving rise to the suspicion of a new pattern of trafficking. **This also applies to the field of agriculture**, which is also a vulnerable area even though those employed in it arrive mostly in the framework of the bilateral agreements. **With respect to this goal, there is a need to reinforce the enforcement authorities, and to consider expanding the health and welfare services for the vulnerable populations mentioned, as well as to budget the operating ministries for expansion of the hotline**, for the addition of languages and the addition of work slots to enable fielding complaints from the hotline and referring them to the appropriate authorities.

5. **Constructing an operating conception and procedure for dealing with the Internet and cyber arena**, at the level of initiating investigations and using the Internet as a **source of information and investigation**, both as an **enforcement** tool (e.g., staging of a minor offering himself for prostitution over the Internet), and also as an administrative tool – development and implementation of a relief consisting of the **removal of content, filtering of search results, and restriction of access to content** serving as a platform for criminal offenses, from the Internet. Also needed is **increased cooperation** between the cyber units at the State Attorney's Office and the Police, and the investigating units. To achieve this goal, action is needed to promote **technological solutions and developments** that could advance and streamline the combat against human trafficking and adapt it to the modern age.
6. **Exploring the option of other rehabilitation frameworks that are suitable for families or individuals that cannot, for various reasons, stay and live at the shelters.** This includes – considering the expansion of existing shelters to serve as daily frameworks without overnight sleeping arrangements; checking the possibility of setting up suitable frameworks for the accommodation of unaccompanied minors or minors with a family member but over five years of age; and weighing the expansion of health services (including mental health) for these frameworks.
7. **In the domain of prevention – expanding the knowledge base and continuing with the promotion of preventive legislation with regard to suspected trafficking in surrogate women, and trafficking for baby harvesting, mainly through surrogacy abroad.** In recent years, there has been a great deal of worrisome information concerning suspected exploitation and abuse of surrogacy procedures abroad, which could ultimately develop into trafficking in surrogate women, Trafficking for the purpose of giving birth to and taking a child, and baby trafficking. The recommendations by the Public Committee for Fertility and Childbirth, which submitted its conclusions on the subject in 2012 ("Mor-Yosef Committee"), call, among other things, for the State of Israel to regulate through legislation the recognition of surrogacy processes carried out by Israelis outside Israel; to regulate the activities of the Israeli brokers operating abroad; and to anchor in legislation the principle requiring a genetic or biological connection between the newborn and at least one of the intended parents. We would recommend to continue studying this area and its characteristics, in conjunction with all the relevant entities, and subsequently, to act to promote legislation as aforesaid.

8. **In the domain of prevention, enforcement and protection** – to continue exploring tools and ways to reduce prostitution, and first and foremost, to **reduce child prostitution**, in order to prevent the development of trafficking for prostitution and the degradation of minors.
9. **Continued promotion of collaboration alongside enforcement vis-à-vis the tourism business sector:** Recent years have seen an increase in the use of tourism facilities (primarily hotels) for prostitution activities, including child prostitution, this being particularly common in respect of foreign women brought to Israel to engage in prostitution (the new pattern of trafficking for prostitution purposes). It is recommended to continue promoting collaboration with the tourism associations and business sector, together with the Ministry of Tourism, in order to preempt this abuse all along the chain of workers involved in the phenomenon, including taxi drivers; and also to examine the use of other tools, including criminal enforcement, in the appropriate cases. In working to achieve this goal, there is also room for gathering information and expertise at the international level, and scrutinizing **outgoing sex tourism** from Israel, particularly that which focuses on minors at tourist sites abroad.
10. **Promoting collaboration between the government and NGOs:** Constructive collaboration should continue to be promoted between government ministries and between them and NGOs, including direct meetings, holding joint professional conferences, etc. .
11. **Evaluating the prima facie evidence mechanism in light of the trafficking patterns existing today.** This includes considering the reinforcement or splitting of the existing mechanism, as well as weighing the introduction of a mechanism for identifying needs and suiting the manner of assistance already at the stage of recognition. In the initial stage, there is an urgent need to add manpower to operate the mechanism for establishing prima facie evidence.

II. Domain of Prevention

A. **General – All forms of human trafficking**

1. **A knowledge base should continue to be set up on human trafficking and related offenses**, as well as on topics impacting the combat against them, including by cross-referencing information between government ministries; increasing the communication channels with NGOs, local governments and academia; promoting research studies on, among other topics, new trafficking patterns; and continued updating and enrichment of the website for the National Anti-Trafficking Coordination Unit, as a means for disseminating information.
2. Efforts should be made to maintain the activity of the **regular forum of representatives from all the government ministries** and the bodies engaged in the field – the legal advisers forum and coordinating officers forum, which convenes quarterly, in order to monitor the achievement of the National Plan goals, discuss the problems that arise and suggest solutions. From time to time, NGO representatives should participate in the forum as well. Likewise, the **role of every coordinating officer should continue to be bolstered** within the government ministry where he coordinates the issue.
3. A public information campaign should be carried out to **raise awareness among the Israeli public** about the phenomenon of human trafficking and related offenses, and ways of reporting to the authorities. In this context, action should be taken to promote the establishment of a **hotline specifically designated for the Israeli public**, for reporting suspected cases of human trafficking or holding a person in conditions of slavery.

4. Consideration should be given to the promotion of **information campaigns in the countries of origin** of the victims of human trafficking and related offenses, in order to alert to the dangers involved in the unregulated recruitment of people to Israel for work purposes, particularly in countries without bilateral agreements.
5. There should be continued promotion of **trainings for locating, identifying and referring victims, in any entity that is involved** or has the potential to be involved in the combat against human trafficking, including policemen and the entire array of professionals that have any connection to the issue, and continued promotion of training sessions for judges. This requires continuing with the existing trainings, promoting the creation of training kits, working out systems of lectures and tutorials tailored to the relevant entity and expanding them to include also entities that have yet to receive trainings, including public bodies such as certain local authority, hospitals, and relevant NGOs.
6. **Border monitoring and control should be maintained at Ben Gurion Airport, along the border with Egypt, and at other border crossings** through which victims of human trafficking and related offenses are likely to arrive.
7. Efforts should be made to ensure that the decision on the **signing of an agreement for revoking the tourist visa requirement** for foreign nationals, will be thoroughly examined to make sure it poses no danger of encouraging human trafficking and related offenses. As regards existing agreements, ways should be examined to prevent their abuse for bringing in trafficking victims and to forestall the development of new patterns under the cover of these agreements.
8. Action should be taken to promote the **dissemination of information among the foreign embassies and consulates in Israel** regarding the patterns and trends of human trafficking and related offenses.
9. Measures should be considered to prevent brides brought in from other countries from becoming victims of human trafficking and related offenses, and to deal with the phenomenon of "**catalog brides**" or "**mail-order brides**."
10. It is necessary to weigh steps **to reduce the demand for trafficking services and related offenses**, with respect to particularly vulnerable populations, e.g., people engaged in prostitution, minors in vulnerable situations such as unaccompanied minors, foreigners, and especially survivors of the Sinai Torture Camps.
11. Consideration should be given to expanding health and mental health services for particularly vulnerable populations as mentioned in the prioritize goals, with a view to preventing morbidity, emergency states and danger to the general public.

B. Human trafficking for slavery and forced labor and related offenses

1. The system of **bilateral agreements** between the State of Israel and the countries of origin for bringing in foreign workers, should be bolstered insofar as possible, which would contribute toward disincentivizing human trafficking and related offenses. To advance this objective, efforts must be made to expand the existing system of bilateral agreements and to continue applying monitoring system over the implementation of the existing agreements.
2. Action should be taken to promote agreements in the long-term care sector and to provide retroactive and prospective application of protection arrangements in the bilateral agreements for workers in the **long-term care sector**, in such a manner as to be specifically suited to the uniqueness of this sector, including informing them of a complaints hot-line, manned by representatives speaking the language of the long-term care workers.
3. Steps should be taken to continue **informing foreign workers** as well as foreigners arriving in Israel, including workers coming as **trainees, regarding their rights**, and particularly those who are not arriving under bilateral agreements.
4. The state should continue to maintain a policy that **does not allow bringing in foreign workers** from countries which do not have **an embassy or consulate in Israel**, because of their vulnerability to exploitation.
5. Coordination should be promoted between the various institutes which hold diverse powers in the domains of employment conditions for foreign workers, subsistence and housing conditions, and licenses and permits, and between the Israel Police, with the ultimate aim of creating an integrating entity that provides a horizontal approach to the issue.
6. Efforts should be made **to promote mobility of foreign workers** among employers, to the extent possible, in order to prevent the development of fertile ground for human trafficking and related offenses.
7. Action should be taken to put in place measures to prevent, inasmuch as possible, the defrauding and extortion of foreign workers, and to thoroughly investigate complaints regarding the **unlawful collection of brokerage fees**, within and outside Israel, as well as to rigorously probe information received regarding the sale of hard drugs to foreign workers, and other phenomena which serve to create a fertile ground for the development of human trafficking and related offenses.
8. Efforts should be made to **bolster the standing of the Supervisor of Foreign Workers' Rights** to enable her to fully carry out the tasks imposed on her by law.
9. Measures should be promoted to preempt cases of slavery in the foreign diplomatic community in Israel.
10. There should be **greater supervision of manpower companies and private employment agencies** which handle foreign workers, and continued promotion of deterrence against companies and agencies that violate the relevant laws or the Authority's procedures meant to protect the workers, including implementation of existing government decisions.
11. There should be **greater supervision of employers** of foreigners, to deter them from exploiting and abusing the workers.

C. Human trafficking for prostitution and commission of sex offenses

1. Information campaigns on the world of prostitution and the connection between it and human trafficking should be conducted among the general public and segments of the population that are likely to come in contact with people engaged in prostitution, including potential customers and young persons in various frameworks.
2. Dedicated trainings should be provided to officers and officials coming in contact with people engaged in prostitution.
3. Offenses associated with prostitution should continue to be enforced in order to deter the development of an environment conducive to human trafficking.
4. Enforcement and protection of minors engaged in prostitution and placed in situations particularly vulnerable to sexual exploitation should be prioritized, based on the assumption that serious exploitation of this population creates especially fertile ground for human trafficking and related offenses. Likewise, collaboration should be promoted at both the district and national levels, between the handling and educational entities and the enforcement authorities.

D. Human trafficking for the removal of human body parts

1. Enforcement of the "Organ Transplant Law" should be bolstered, to prevent trafficking for the removal and transplantation of human body parts.
2. As much information as possible should be gathered on trafficking for organ removal and trafficking for organ trade, at both the local and international levels, and disseminated.
3. Ways should be examined to develop mechanisms for transmitting information between medical system officers and enforcement officials, considering the issue of medical privilege.
4. Ways should be explored to step up the supervision and monitoring of Israeli organ brokers, which present themselves as acting to promote an altruistic donation, but in fact are suspected of brokering organ trafficking or related offenses.
5. Trainings should be promoted among professionals in the medical system for familiarization with the patterns of illegal organ transplantation abroad.

E. Trafficking for the purpose of giving birth to and taking a child

1. It is recommended to gather as much information as possible on surrogacy abroad, from the authorities' experience to date, both at the local and international levels, as well as to clarify the circumstances in which this constitutes a type of human trafficking and to prepare the relevant legal grounds. Also, an action plan should be defined vis-à-vis Israeli brokers operating abroad.
2. It is necessary to continue raising public awareness of this issue, in conjunction with the Ministry of Foreign Affairs, among others, about the matter of the legal status of surrogacy in countries where this practice is available, and the concerns, to the extent they exist, of exploitation and/or harm to third parties that could develop into human trafficking. Also, it is recommended to consider training and instruction for parents opting for surrogacy (commissioning parents).

F. Examination of legislative amendments and consideration of signing on to international conventions and treaties

General: Owing to the fact that this concerns international legislation and documents, all the recommendations are grouped under one section – the section of prevention, for the sake of convenience, even though some recommendations are more relevant to the domains of reinforcement and protection. This is not a closed list, but consists of the trends known to us at the time of writing this plan.

1. Consideration should be given to **ratifying the Council of Europe Convention on Action against Trafficking in Human Beings**, the **UN Protocol against the Smuggling of Migrants by Land, Sea and Air, supplementing the Convention against Transnational Organized Crime**, and also the **Council of Europe Convention on Action against Trafficking in Human Organs**. This should be accompanied by an assessment of the benefits in signing on versus the obligations, such as the reporting obligations and supervision that signing on will mandate.
2. This requires support for the implementation of the recommendations by the Inter-Ministerial Panel for the Reduction of Prostitution Consumption.
3. The possibility of promoting ethical codes in the private sector, together with marking products and services that conform to these codes, should be examined.
4. Based on the information to be gathered, it should be examined whether there is a need for amending the Organ Transplant Law, in relation to grievous phenomena, such as a network engaged in organ trafficking on a commercial scale.
5. Further to the work of the Mor-Yosef Committee and as recommended by it, there is a need to continue efforts to promote a bill regulating recognition of international surrogacy, while outlining the mechanisms for ensuring protection of the rights of third parties who are involved and vulnerable, first and foremost among them, the newborns and the women carrying the surrogate child abroad, subject to proof of a genetic connection to at least one of the intended parents.
6. There should be efforts to encourage and collaborate on the drafting of an international treaty concerning transnational surrogacy.
7. Consideration should be given to defining trafficking and slavery offenses, as well as the offense of brokering organ trafficking as predicate offenses under the Money Laundering Prohibition laws.
8. Consideration should be given to enabling the possibility of testifying outside the physical presence of the defendant, so that this should be possible also in cases of holding a person in conditions of slavery. Consideration should also be given to allowing a hearing before a single judge in cases of trafficking and prostitution offenses.
9. Consideration should be given to adding items to the purposes of trafficking set out in the Penal Law (for example, it should be examined whether there is a need to add an item to the closed list of purposes for the trafficking offense – trafficking for the purpose of forced criminality).
10. It is suggested to reconsider a legislative amendment that would expand the sources of income for the dedicated forfeiture fund for trafficking victims, to cover also other offenses in the chapter on trafficking and slavery, in order to allow the continued operation of the forfeiture fund and to adapt it to the more common offenses today.

11. Consideration should be given to expanding the legal aid responses for trafficking victims also in the process of recognition.
12. There should be promotion of the implementation of the Law on Authorities for the Prevention of Committing Crimes through Use of an Internet Site, 5777-2017, in all pertaining to the prevention of recruitment for prostitution and advertising of prostitution over the Internet.
13. Consideration should be given to anchoring in legislation the protections and sheltering frameworks provided to victims of trafficking and related offenses, in order to extend adequate protection to the victims of trafficking and related offenses. In addition, there is room to reconsider anchoring in legislation the role of the National Anti-Trafficking Coordinator, in order to set limits on the obligations imposed on him as well as limits on the powers he is authorized to exercise.
14. Consideration should be given to the possibility of enacting legislation mandating the business sector to report annually on their efforts in the prevention of trafficking in the supply and production chains in the business/production sector, as is done in Britain and California. Likewise, there is room to weigh introducing a requirement to eschew products manufactured in conditions of slavery in the framework of public procurement requirements.
15. It should be examined whether there are legal impediments to dealing with human trafficking, and to the extent there are, steps should be taken to remove them. To this end, a dedicated panel should be set up to map the organizational and legal impediments.

III. Domain of Prosecution

1. A clear policy should be established for investigating and prosecuting human trafficking offenses and related offenses, when this concerns the exploitation of vulnerable populations, while making a distinction between cases involving serious criminal offenses of human trafficking and related offenses and between those deemed to involve lesser criminal offenses or regulatory offenses. This policy should also include procedures regarding the appropriate length of time for investigating cases.
2. A clear division of labor should be established among the law enforcement authorities in connection with the investigation and prosecution of regulatory offenses versus clearly criminal offenses such as human trafficking and related offenses and the offense of extortion and fraud, when they are committed against populations vulnerable to human trafficking.
3. It is necessary to continue increasing the cooperation between the supervisors of The Administration of Border Crossings, Population and Immigration and the labor inspectors of the Ministry of Economy, and between them and the Israel Police and other enforcement entities, such as the Income Tax Authority and the Israel Money Laundering and Terror Financing Prohibition Authority.
4. There should be systematic promotion of initiated inspections and investigations by the enforcement entities, as distinct from the reliance on complaints to trigger enforcement action, including the setting of enforcement targets for the number of initiated investigations per year.

5. Reporting and filing of complaints on human trafficking and related offenses should be encouraged in all places that are likely to come in contact with victims, and also among the general public.
6. Efforts should be made to focus systematically on establishing cases of slavery, forced labor and trafficking for these purposes.
7. Consideration should be given to addressing the possible formation of new patterns of human trafficking and related offenses, such as women arriving in Israel with a tourist visa to engage in prostitution, deaf-mute foreigners brought to Israel to engage in begging, etc.
8. There should be continued efforts to promote the possibility of collecting early testimony from the victims and to make sure that they will not be deported from Israel without a reasonable opportunity given to collect the testimony of suspected trafficking victims. In addition, efforts should be made to find a way to obtain the testimony of victims of trafficking and related offenses that have already returned to their countries of origin, as soon as possible (e.g., through the development of an effective mechanism for testifying by video conference).
9. It is necessary to bolster the status of key officials/officers involved in the combat against human trafficking in governmental bodies, and particularly in the law enforcement agencies, namely: the Police, State Attorney's Office, The Administration of Border Crossings, Population and Immigration, and the Ministry of Economy, as an essential auxiliary tool for establishing cases of human trafficking and related offenses.
10. Consideration should be given to appointing an officer-in-charge in every Israel Police District Central Unit (YAMAR) to serve as coordinator in the field of human trafficking and related offenses, and who will review and follow up relevant investigation cases.
11. Consideration should be given to continue training officials and officers for dedicated handling of human trafficking and related offenses, in the Police; The Administration of Border Crossings, Population and Immigration; Ministry of Labor, Social Welfare and Social Services, and other relevant bodies, given that this concerns a complex issue, cases that require allocation of time and effort, and imposition of international supervision on Israel.
12. It is necessary to continue augmenting the enforcement carried out by the Ministry of Labor, Social Welfare and Social Services, which would help to reveal cases of human trafficking and related offenses.
13. There should be continued enforcement of the prohibition on collecting brokerage fees from foreign workers, particularly in connection with workers arriving from countries with which Israel has no bilateral agreements to regulate this issue.
14. Greater use should be made of economic tools in the combat against human trafficking and related offenses, in appropriate cases.
15. Greater use should be made of charges under the Combating Criminal Organizations Law alongside charges of human trafficking and related offenses, in appropriate cases, a move that would increase the maximal punishment and provide additional tools for dealing with human trafficking and related offenses, because of the organized crime connection.
16. Initiated enforcement actions should be prioritized when the victims of trafficking and related offenses are minors.
17. It is recommended to promote the development of tools for the removal of and restriction of access to prohibited content on the Internet, which serves as fertile ground for human trafficking, at the voluntary level vis-à-vis the online service providers, and also at the formal level, using appropriate judicial orders.

18. Action should be taken to promote use of the Internet as an intelligence and investigative source; to promote monitoring of certain websites serving to recruit people for illegal work or prostitution in Israel; and to promote criminal enforcement through the Internet, such as staging a minor's customer.
19. Collaborations should continue to be promoted and consideration should be given to formulating a procedure between on-the-ground entities and the Police, regarding on-the-ground information, which would help to open initiated investigations.
20. There should be promotion of the development and acquisition of technological and Internet-based solutions, in order to streamline enforcement and identification.
21. Suitable translators should continue to be provided for the various languages with reasonable availability, including the different dialects as well as sign language.

IV. Domain of Protection

1. The system for identifying victims of human trafficking and related offenses should be strengthened and improved, for the purpose of protecting and supporting the trafficking victims, for enforcing the offenses, and for creating a non-conducive environment for human trafficking and related offenses. Likewise, the identification system should be strengthened among the vulnerable populations.
2. The existing support frameworks and services parcel intended for the victims of human trafficking and holding in conditions of slavery, should continue to be maintained and strengthened, including shelters, halfway apartments, the day center, medical attention (including psychiatric), legal aid, broadening of vocational training and issuance of work visas.
3. Closer cooperation should be promoted, which includes considering the introduction of a work procedure that would verify that crime victims have been informed of the rights and concrete services available to them in this domain, as well as acting to provide dedicated training, through the support unit, for the district coordinators (and through them – for the handling lawyers), in all pertaining to this domain. This outlines the connection with the support unit for crime victims in the State Attorney's Office and the connection with the various representatives in the districts, for the purpose of making sure that the rights of the victims of trafficking and related offenses as crime victims, as this term is defined by law, will be preserved, and that they will be provided with the protection envelope required in the framework of and after the proceeding.
4. Expansion of the existing services and their adaptation to the new trafficking patterns and to the needs of the different populations should be explored. In addition, the possibility of using the shelter on a daily basis without staying and living arrangements or setting up another daily framework should be examined, as well as frameworks adapted for minors and frameworks for families with older minors.
5. The possibility of promoting the handling of the affairs of trafficking and slavery victims vis-à-vis the Population and Immigration Authority bureaus by dedicated representatives knowledgeable in the field, should be examined.
6. The government should strive for a policy of not holding trafficking and slavery victims in detention facilities as is generally accepted under the international doctrine.
7. Implementation of the State Attorney's Guideline 2.32, concerning the policy of prosecuting victims of trafficking, holding in conditions of slavery and forced labor, should continue to be ensured.

8. Steps should be taken to prevent the arrests of trafficking and slavery victims who are entitled to be in Israel.
9. The aim should be to protect the security of trafficking victims in general, and of trafficking and slavery victims who cooperate with the police in particular, including to ascertain their safe return to their countries of origin.
10. Special steps should be considered for improving the identification and handling of **minors** who are victims of trafficking and holding in conditions of slavery.
11. The awareness of lawyers, Police and courts should continue to be raised regarding the protections in law and the State Attorney's directives, as applicable.
12. It is recommended to promote a comprehensive plan **for the safe return** of victims of trafficking and holding in conditions of slavery who arrived from other countries, beyond what exists today, irrespective of whether they stayed in frameworks for trafficking victims, provided that the crime victims can be returned to their respective countries of origin.
13. The forfeiture fund should continue to be operated, and it should be ascertained that the Committee will convene twice a year to distribute the amount in the fund, for the purposes set out in law, to the extent possible, based on the amount in the fund, in an equal and transparent manner.
14. Foreign domestic workers in diplomats' homes should be protected to the extent possible.
15. It is suggested to change the government's decision regarding the frequency of holding the ceremony for conferring the President's citation awards for efforts in the struggle against human trafficking, from every year to once every three years.

V. Domain of Partnership

1. Collaboration should be promoted among bodies in Israel, including government ministries, Knesset committees, public bodies, the local government, NGOs, and bodies in the private business sector.
2. International collaboration should be promoted, including collaboration with governmental authorities and NGOs in other countries, collaboration with foreign governments for the purpose of advancing common general goals, promoting Israel's status in the world in general and in the combat against human trafficking in particular, and collaboration for learning purposes.
3. **There should be continued promotion of collaboration alongside enforcement vis-à-vis the tourism business sector.** It is suggested to promote collaboration with tourism associations and the business sector, together with the Ministry of Tourism, with the aim of preventing the practice of this abuse all along the chain of workers involved in the phenomenon, including taxi drivers. In addition, further regulatory requirements should be put in place where appropriate. In the framework of this goal, there is also room to gather information and expertise at the international level, consider an information campaign and raising awareness of incoming tourism into Israel, and also scrutinize Israel's **outbound sex tourism**, especially that focused on minors at tourist sites abroad.
4. Action should be taken to promote learning and collaboration at the international level and with the Israeli business sector, in the field of **human trafficking in supply chains and corporate responsibility** in the prevention of human trafficking in the business and production sectors. This includes examining the possibility of enacting legislation that requires companies to report annually on their efforts in this field, as is done in Britain and California.

VI. Accompanying Research

There is a need for including an accompanying research project in the plan's framework, consisting of two tiers:

- A. Evaluation of the scope of the phenomenon: such research is to be updated once a year, and will serve as an important indication for government entities, as well as facilitate reporting to the entities overseeing the state's work, among them, the Knesset.
- B. Assessment research that will measure the effectiveness of the work done in the field vis-à-vis the indexes to be established.