



**State of Israel**

**Ministry of Justice**

**The Efforts of the State of Israel  
To Battle Trafficking in Persons**

**2016**

**TABLE OF CONTENTS**

<b>Index of Key Terms and Concepts .....</b>	<b>4</b>
<b>Acronyms .....</b>	<b>6</b>
<b>Executive Summary .....</b>	<b>7</b>
<b>1. Overview of the country’s TIP situation.....</b>	<b>11</b>
A. Vulnerability to TIP	11
B. Traffickers and their methods	12
<b>2. Context of the Government’s anti-TIP efforts .....</b>	<b>12</b>
A. Political will and acknowledgement of the problem	12
B. Major Accomplishments	12
C. Key Deficiencies	20
D. Government anti-trafficking infrastructure	21
E. Obstacles and resource limitations	33
F. Official complicity in trafficking crimes	34
<b>3. Investigation, prosecution, and conviction of trafficking cases .....</b>	<b>35</b>
A. Existing laws against TIP	35
B. Penalties for sex trafficking offenses	36
C. Penalties for forced labor and related offenses	36
D. Comparison to penalties for other crimes	36
E. Law Enforcement Statistics	36
<i>Explanatory Note .....</i>	<i>38</i>
I. Law Enforcement Statistics -Trafficking for Slavery and Forced Labor .....	40
II. Law Enforcement Statistics- Trafficking for the Purpose of Prostitution .....	41
<i>Enforcement Statistics .....</i>	<i>45</i>
III. Prostitution of Minors.....	48
IV. Trafficking in Organs and/or Related Offenses .....	50
V. Overview of Key Trafficking Cases in 2015 .....	50
VI. Other Enforcement Operations – Closure of Brothels by Administrative or Judicial order .....	68
VII. Government Complicity .....	70
F. Training	71

G. Deficiencies in applying the law	81
H. International investigations and extradition	81
<b>4. Protection and assistance to victims .....</b>	<b>83</b>
A. Victim care services overview	83
I. Medical Care .....	83
II. Legal Aid .....	85
III. Shelters, Transitional Apartments and Day Center .....	100
B. Victim care quality	125
C. Victim identification and assistance statistics	127
D. Victim identification procedures	127
E. Victim referral procedures	130
F. Benefits for foreign victims	131
G. Funding	132
H. Punishment of TIP victims	133
I. Victim assistance in investigations and prosecutions	133
J. Restitution and civil suits	134
K. Repatriation assistance	136
<b>5. Prevention .....</b>	<b>136</b>
A. National action plan	136
B. Research and accountability	137
C. Awareness campaigns	139
D. Vulnerabilities in labor recruitment	143
I. The Division of Labor Standards Enforcement (MOE Enforcement Division)	145
II. The PIBA Enforcement Unit and Prosecution Unit.....	146
E. Migration and trade policies	149
F. Identification measures	153
G. Foreign assistance	154
H. Reducing demand for commercial sex or forced labor	156
I. Child sex tourism	157
J. Diplomat training	160
K. Peacekeeper training	160

L. Other measures	160
<b>Annex1 – Summary of Prosecutions .....</b>	<b>161</b>
<i>Part I- Completed Cases Involving Trafficking in Persons and Related Offenses</i>	161
<i>Part II - Pending Cases Involving Trafficking in Persons and Related Offenses</i>	173
<i>Part III - Cases Involving Offenses Against Minors - Completed and Pending Cases</i>	198
<b>Annex 2 - Civil proceedings.....</b>	<b>216</b>

## 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 2015 calendar year, unless specified otherwise;
- “**Previous Report**” means the trafficking report submitted in February 2015 by the State of Israel to the U.S. Department of State in respect of the 2014 reporting period.
- Amounts in **New Israeli Shekels (NIS)** are also indicated in United States Dollars. The amounts in United States Dollars are approximate, and have been rounded up or down as appropriate.
- **B1 visa**: a temporary work permit. It can be granted to a victim of trafficking for a one (1) year rehabilitation period and can be extended. A B1 visa can also be granted to enable a victim to remain in Israel in order to testify in proceedings against the traffickers. In such case, the visa would be extended until the end of court proceedings.
- **Sinai**: The Sinai desert, forming part of Egyptian territory, bordering Israel.
- **Sinai Camps and Sinai Victims**: In previous years, the GOI witnessed a phenomenon in which persons entered Israel illegally through the Egyptian border, crossed through the Sinai Peninsula, and in some cases, while in Egyptian territory, were held in camps (hereinafter: “*Sinai Camps*”) where they were subjected to heinous crimes and grave abuse at the hands of their captors, who sought to obtain ransom from family members in their countries of origin (hereinafter: “*Sinai Victims*”).

Some of those Sinai victims were forced to provide sexual services to their captors and others, who were compelled to forced labor and were held in conditions amounting to slavery, were recognized as victims of trafficking, despite the fact that the offenses against them were conducted outside of Israeli borders, by

foreign nationals. As such, they receive all the protections provided to trafficking victims in Israel (including free legal aid, special visa and rehabilitation in the shelters for victims of trafficking).

### Courts

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

## Acronyms

### Government Authorities

**GOI**- The Government of Israel

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

**CDG**- Committee of Directors General

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

**IPS**- Israel Prisons Service

**LAA**- Legal Aid Administration

**MOE**- Ministry of Economy

**MOH**- Ministry of Health

**MOJ**- Ministry of Justice

**MFA**- Ministry of Foreign Affairs

**MSS**- Ministry of 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 auspice of the Ministry of Interior)

### Israeli NGOs

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

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

**HRM**- NGO- the Hotline for Refugees and Migrants

**ELEM**- NGO- Youth in Distress in Israel

### 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