

State of Israel

Ministry of Justice

The Efforts of the State of Israel

To Battle Trafficking in Persons

TABLE OF CONTENTS

INDEX OF KEY TERMS AND CONCEPTS 7
Acronyms 9
Executive Summary 10
1. OVERVIEW OF THE COUNTRY'S TIP SITUATION 15
2. CONTEXT OF THE GOVERNMENT'S ANTI-TIP EFFORTS 16
The Day Center for Victims of Trafficking in Persons 37
The Authority for the Advancement of Women (AAW) 37
Prosecution 40
INVESTIGATIONS: 41
PROSECUTIONS: 42
CONVICTIONS AND SENTENCES: 42
Explanatory Note 42
A. Law Enforcement Statistics -Trafficking for Slavery and Forced Labor 45
i. General 45
iii. Prosecutions and Convictions 47
B. Law Enforcement Statistics- Trafficking for the Purpose of Prostitution
Enforcement Statistics 53
Emorcement Statistics 33
C. Prostitution of Minors 56
General 56
Enforcement Efforts 58
The State Attorney's Office 58
D. Overview of Key Trafficking Cases in 2017 59
E. Other Enforcement Operations 61
Integrated Enforcement Efforts 61
Action against Advertisement of Prostitution 62

F. Diplomats and Peace Keeping Operations 63
G. Training Sessions 64
The MLSS Labor Enforcement Division (formerly in the MOE) 65
The Ministry of Education 65
The PIBA 66
The Ministry of Foreign Affairs (MFA) 66
The Ministry of Health (MOH) 66
The Police 67
The State Attorney's Office 67
The LAA 69
The Detention Review Tribunal and the Appeals Tribunal 69
Judges and Court Personnel 70
IPS 70
The Shelters' Staff 71
INTERNATIONAL INVESTIGATIONS AND EXTRADITION: 72
Extraditions 73
Protection 73
Fast track for Decisions of Recognition in Pending and Humanitarian Cases 75
The Inter-Governmental Protocol for Identifying Victims of Trafficking 76
The 2012 IPS Referral Procedure 76
PIBA Procedure for Stay Order and Intake Interviews 77
The Detention Review Tribunal Referral Procedure 77
A. Medical Care 79
a. Rights of victims of TIP 79
b. Medical Care for Children 79
c. Mental health 79
d. Treatment for Infectious Diseases 80
e. Facilities of treatment 82

f. Further Services Available Outside the Shelters 82 2017 Statistics 83 B. Legal Aid 84 General 84 2017 Statistics 84 b. Requests of Victims of Trafficking for the Purpose of Prostitution 85 c. Legal aid to victims of the offense of holding a person under conditions of slavery for the purpose of work or services in Israel 88 Legal Aid provided for People Who Entered Israel illegally Through the Egyptian Border and Fell Victims of Slavery Prior to their Entry into Israel 92 C. Shelters, Transitional Apartments and Day Center 95 The Treatment Centers – Overview 97 The Day Center 110 Foreign and Domestic victims 114 Child Victims 115 Leaving the Shelters Unchaperoned 117 Services Accessible for Victims with Disabilities 117 State Attorney Guidelines on Prosecution of Victims of the Offences of Trafficking in Persons, Slavery, and Forced Labor 123 Law Enforcement 124 The Shelters 125 Legal Aid Administration (LAA) 126 The State Attorney's Office 126 Dedicated Forfeiture Fund 127 The Ombudswoman for Foreign Workers' Rights 128

A. Research and Assessment 131

New National plan for combatting Trafficking in Persons 130

Prevention 130

The Police 134 B. Anti-Trafficking Information and Campaigns 138 The Ministry of Education 139 The Second Authority for Television and Radio 141 **NATU** 141 The Unit of Religious Conversions, Christian Communities and the Spousal Registrar Shelters' Staff 142 C. Foreign Worker Recruitment and Protection 143 General 143 **Changing Employers** 143 Enforcement of Labor Rights of Foreign Workers 144 Amendment No. 20 to the Foreign Workers Law, 5751-1991 146 The Police 148 Bilateral Agreements with Countries of Origin 148 Bilateral Agreements with Countries of Origin 148 Foreign Construction Companies 154 The Agriculture Student Exchange Program 155 Visa Exemption Agreements 155 D. Training and Assistance to Other Governments 156 **NATU** 156 Study Visit from California 157 MASHAV - Israel's Agency for International Development Cooperation in the MFA 158 UN Activity 158 E. Measures to Reduce Demand 159 An Inter-Ministerial Program for the Release of Women from the Cycle of Prostitution 159 Exploratory Discussion of Measures to Prevent Trafficking in Supply Chains and Public Procurement 160

161

Powers to Prevent the Commission of Offenses Using a Website Law

Inter-ministerial Committee on Reducing Demand for Prostitution 161
F. Child Sex Tourism 163
G. Other Measures 166
Annex 1: Summary of Prosecutions 168
A. Completed Cases Involving Trafficking in Persons and Related Offenses 168
B. Pending Cases Involving Trafficking in Persons and Related Offenses 173
C. Cases Involving Offenses against Foreign Workers - Completed and Pending Cases 186
D. Offenses Against Minors - Completed and Pending Cases 191
E. Cases Relating to Sinai Camps 195
Annex 2: Civil Proceedings 196
Closure Orders for Establishments used for the Commission of Offenses 196
Annex 3: Victim Information for the Shelters and Transitional Apartments 199
PROFILE OF WOMEN AT THE "MA'AGAN" SHELTER 2016 199
PROFILE OF MEN AT THE "ATLAS" CENTER 2017 207
PROFILE OF WOMEN AT THE TRANSITIONAL APARTMENTS 2016 216
PROFILE OF MEN AT THE TRANSITIONAL APARTMENTS 2017 218

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 2017 calendar year, unless specified otherwise;
- "Previous Report" means the trafficking report submitted in February 2017 by The State of Israel to the U.S. Department of State in respect of the 2016 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 – 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, 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 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 auspice of the Ministry of Justice)

IPS- Israel Prisons Service

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 Services¹

MOI- Ministry of Interior

MPS- Ministry of Public Security

NATU- the National Anti-Trafficking Unit

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

Israeli NGOs

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

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

HRM - NGO - the Hotline for Refugees and Migrants

ELEM - NGO - Youth in Distress in Israel

PHRI - NGO - Physicians for Human Rights, Israel

United Nations Agencies

IOM- the International Organization for Migration

UNHCR - the United Nations High Commissioner for Refugees

UNODC- United Nations Office on Drugs and Crime

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