

State of Israel

Ministry of Justice

The Efforts of the State of Israel

To Battle Trafficking in Persons

TABLE OF CONTENTS

Ind	EX OF KEY TERMS AND CONCEPTS 7
Acr	ronyms 9
Exe	ecutive Summary 10
1.	OVERVIEW OF THE COUNTRY'S TIP SITUATION 16
2.	CONTEXT OF THE GOVERNMENT'S ANTI-TIP EFFORTS 18
	Presidential Anti-Trafficking Award 19
A	A. The National Anti-Trafficking Unit (NATU) 31
I	B. Lead Agencies in Anti-Trafficking Efforts 37
	The National Center for Survivors of Slavery and Human Trafficking (formerly: the Day Center) 42
Pro	secution 48
	Prohibition of Receiving Prostitution Law (Temporary Order), 5779 - 2018 48
	Government Resolution on Implementation of the recommendations of the inter-ministerial team for reducing
	prostitution consumption 49
	INVESTIGATIONS: 51
	Explanatory Note 52
(C. Law Enforcement Statistics -Trafficking for Slavery and Forced Labor 54
	iii. Prosecutions and Convictions 55
Ι	D. Law Enforcement Statistics- Trafficking for the Purpose of Prostitution 56
	The Courts Law (Amendment No. 94), 5778 – 2018 62
	Enforcement Statistics 63
I	E. Prostitution of Minors 65
	General 65
	The State Attorney's Office 67
I	F. Overview of Key Trafficking Cases in 2018 68
(G. Other Enforcement Operations 71
	Integrated Enforcement Efforts 71

Activity in the Cybercrime Realm 72					
H. Diplomats and Peace Keeping Operations 73					
Training Sessions 75					
The MLSS Labor Enforcement Division 76					
The Ministry of Education 76					
PIBA 76					
The Ministry of Foreign Affairs (MFA) 77					
The Ministry of Health (MOH) 77					
The Police 78					
The State Attorney's Office 78					
The LAA 79					
The Detention Review Tribunal and the Appeals Tribunal 79					
Judges and Court Personnel 80					
The Shelters' Staff 80					
INTERNATIONAL INVESTIGATIONS AND EXTRADITION: 82					
Extraditions 83					
rotection 84					
Fast track for Decisions of Recognition in Pending and Humanitarian Cases 86					
The Inter-Governmental Protocol for Identifying Victims of Trafficking 86					
The 2012 IPS Referral Procedure 87					
The Detention Review Tribunal and the Appeals Tribunal Referral Procedure 87					
A. Medical Care 89					
a. Rights of victims of TIP 89					
b. Medical Care for Children 89					
c. Mental Health 90					
d. Treatment for Infectious Diseases 90					
f. Facilities of treatment 93					

g. Further Services Available Outside the Shelters 93				
h. Medical Services Available to the Sinai Victims, who were not recognized as victims of trafficking 93				
2018 Statistics 94				
B. Legal Aid 94				
General 94				
a. Requests of Victims of Trafficking for the Purpose of Prostitution 96				
b. Legal aid to victims of the offense of holding a person under conditions of slavery for the purpose of				
work or services in Israel 99				
C. Shelters, Transitional Apartments and Day Center 107				
The Treatment Centers – Overview 108				
Medical Treatment - Changes and Innovations 113				
The National Center for Survivors of Slavery and Human Trafficking (Formerly: the Day Center) 123				
Foreign and Domestic victims 125				
Child Victims 125				
Leaving the Shelters Unchaperoned 126				
Services Accessible for Victims with Disabilities 126				
State Attorney Guidelines on Prosecution of Victims of the Offences of Trafficking in Persons, Slavery, and				
Forced Labor 131				
Enforcement Against Brothels Posing a Public Nuisance 132				
Law Enforcement 133				
The Shelters 134				
Legal Aid Administration (LAA) 135				
The State Attorney's Office 136				
Dedicated Forfeiture Fund 136				
The Ombudswoman for Foreign Workers' Rights 136				
Prevention 139				
New National plan for combatting Trafficking in Persons 139				

Research and Assessment 141

The Knesset Subcommittee on Combating Trafficking in Women and Prostitution 143

D. Anti-Trafficking Information and Campaigns 146

The Ministry of Education 146

The Second Authority for Television and Radio 148

NATU 148

Shelters' Staff 149

E. Foreign Worker Recruitment and Protection 150

General 150

Changing Employers 151

Enforcement of Labor Rights of Foreign Workers 151

Freedom of Association 154

The Police 156

Bilateral Agreements with Countries of Origin 156

Bilateral Agreements with Countries of Origin 156

Foreign Construction Companies 160

The Agriculture Student Exchange Program 161

Visa Exemption Agreements 161

F. Training and Assistance to Other Governments 162

NATU 162

EU Delegation Visit to the Shelters for Victims of Trafficking 163

MASHAV - Israel's Agency for International Development Cooperation in the MFA 163

UN Activity 164

Measures to Reduce Demand 165

Prohibition of Receiving Prostitution Law (Temporary Order), 5779 – 2018 and Government Resolution on Implementation of the recommendations of the inter-ministerial team for reducing prostitution consumption 165

The Penal Law (Amendment No. 132), 5778 – 2018 165

Blocking a Phone Number for Preventing the Commission of Offenses Law 5778 – 2018 166

Assistance Measures fo	r People in Prostitutio	n	166			
G. Child Sex Tourism	167					
Ministry of Tourism	168					
The PIBA Call Center	170					
The Child Protection Bureau Hotline (105) 17						
H. Other Measures 172						
nnex 1: Summary of Prosecutions 174						

Ar

- A. Completed Cases Involving Trafficking in Persons and Related Offenses 174
- B. Pending Cases Involving Trafficking in Persons and Related Offenses 180
- C. Cases Involving Offenses against Foreign Workers Completed and Pending Cases 191
- D. Offenses Against Minors Completed and Pending Cases 194
- E. Cases Relating to Sinai Camps 201

Annex 2: Civil Proceedings 202

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 2018 calendar year, unless specified otherwise;
- "Previous Report" means the trafficking report submitted in February 2018 by The State of Israel to the U.S. Department of State in respect of the 2017 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.