



State Comptroller of Israel | Local Government  
Audit Report | July 2025

Social Audit

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# **Dealing with the Phenomenon of Spousal Violence – Follow-up Audit**





## Dealing with the Phenomenon of Spousal Violence – Follow-up Audit

### Background

Violence, in its broadest context, constitutes a violation of fundamental human rights, specifically the rights to life, bodily integrity, and dignity. When directed at women, including within the context of spousal relationships, it also constitutes a violation of a woman's rights regarding her body and her right to protection from violence. In addition to the personal harm sustained by victims in both the short and long term, violence within spousal relationships contains public dimensions that manifest as economic damage to society as a result of this crime and its repercussions, as well as its intergenerational implications. For over three decades, the State of Israel has undertaken proactive measures to address the issue of domestic violence, including violence in spousal relationships. Committees and professional teams dedicated to this issue have recognized that effectively addressing the phenomenon requires a multi-system, integrated, and coordinated approach that engages law enforcement agencies alongside professionals from the fields of education, health, treatment, and rehabilitation. Systemic coordination and collaboration on this matter should be spearheaded by a national framework for addressing domestic violence, overseen by a standing inter-ministerial committee headed by the Director General of the Ministry of Welfare (the Standing Inter-Ministerial Committee). The complexity inherent in the multi-systemic nature of addressing intimate partner violence and its extensive repercussions is compounded by additional distinctive characteristics that hinder effective treatment. These include the challenges associated with identifying instances of violence and accurately estimating the true magnitude of the phenomenon, partly attributable to the victims' trepidation regarding the potential repercussions associated with disclosing their experiences (the "bond of silence").

The Iron Swords War, which commenced in October 2023, has further compounded the challenges in dealing with spousal violence. Research indicates that national-level life-threatening events, such as natural disasters or armed conflicts, can exacerbate risk factors for violence and increase the prevalence of domestic violence, including within spousal relationships, potentially for several years following such events. Additionally, these occurrences may amplify the "bond of silence" inherent in domestic violence, resulting in a reduction in the reported incidence of the phenomenon. Consequently, during such times, it is imperative to re-evaluate the policies and strategies employed by all stakeholders in addressing this issue and to formulate the most effective responses.



The initial audit plan also encompassed the Lod Municipality; however, the audit there remained incomplete. During the preparation of the audit report, approximately one year subsequent to the commencement of the Iron Swords War, in October 2024, it was reported with profound regret that the director of the Unit for the Treatment and Prevention of Domestic Violence in the Municipality, Major (Res.) Yishai Greenbaum, of blessed memory, succumbed to his injuries after sustaining severe wounds during hostilities in southern Lebanon. Yishai served as a platoon sergeant in the Northern Nahal Brigade (Alon Brigade). Throughout the war, he chronicled his experiences on social media, articulating the additional and undefined responsibilities he assumed, particularly in his capacity as a social worker, amid the challenging and volatile circumstances engendered by the protracted conflict, a role that also entailed attending to the personal welfare of his soldiers. May his memory be blessed.

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Key Figures

32 women

Were murdered by their partners in the years 2022-2024 (about a third of the murders of women in these years - 92 murders), according to Israel Police data

64%

Proportion of investigation files concerning domestic violence offenses opened in 2023 out of all investigation files opened concerning offenses within the family unit (23,951 out of 37,232), according to Israel Police data

576,000

Women or men aged 18-65 experienced violence, physical or non-physical, from their partners in the 12 months prior to the 2024 updated national survey on the extent of violence between partners (1 in 10); a quarter of them (about 146,000 women and men) experienced severe physical violence, according to the updated national survey

Only about 17,000

Women and men aged 15 and over were registered themselves, or had family members registered, with social services departments in local authorities as needing treatment in the area of domestic violence. This is according to data from the Central Bureau of Statistics (CBS) for 2023 (equivalent to approximately 11.6% of approximately 146,000 women and men who experienced severe physical violence from their partners, according to the updated national survey)



## Only about 60%

Percentage of the designated annual budget made available to the Standing Inter-Ministerial Committee, which is anchored in the budget base, of the total annual budget recommended by the Directors General Committee<sup>1</sup> (NIS 155 million out of NIS 250 million per year)

## Only 3.6%

The rate of estimated government spending on activities in the field of primary prevention compared to estimated government spending on activities in the field of tertiary prevention in 2023 (NIS 8.5 million compared to NIS 233.5 million)<sup>2</sup>

## Only 23%

Percentage of male patients out of all adult patients (both women and men) in domestic violence treatment and prevention centers in 2023 (2,881 out of 12,271), according to self-reports submitted by the centers to the Ministry of Welfare


## Only 10%

Percentage of prisoners who served time for domestic violence offenses and were integrated into community rehabilitation programs after their release, supervised or unsupervised, according to data from the Prisoner Rehabilitation Authority

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- 1 The Directors General Committee was established by virtue of Government Resolution 1249, "Prevention and Treatment of Domestic Violence" (March 10, 2016).
  - 2 Primary prevention activities are activities intended to prevent the phenomenon before it begins, including public education activities to raise awareness of the phenomenon and its damage; secondary prevention activities are activities to identify and locate situations of violence in their early stages and treat them; tertiary prevention activities are activities taken in the later stages of the phenomenon, in circumstances where the victims of violence are at risk and immediate intervention is required to protect them.



## Audit Actions

 In 2021, the Office of the State Comptroller published a report documenting audit findings regarding "Dealing with the Phenomenon of Spousal Violence" (the previous audit)<sup>3</sup>. From August to December 2024, the Office of the State Comptroller evaluated the actions taken by governing authorities – central and local – to rectify the principal deficiencies identified in the previous audit (the follow-up audit). The follow-up audit was executed within the Social and Personal Services Administration at the Ministry of Welfare and Social Affairs (Ministry of Welfare) as well as within the Standing Inter-Ministerial Committee for Addressing the Phenomenon of Domestic Violence (the Standing Inter-Ministerial Committee). Additionally, the follow-up audit encompassed social services departments and centers for the treatment and prevention of domestic violence in the municipalities of **Bet Shemesh, Bnei Brak, Dimona, Hadera, Yavne, Sakhnin, Acre**, Kiryat **Mal'akhi, Rosh Ha'Ayin**, and **Rahat**, as well as the Kadima–Tsoran and Shibli – Umm al-Ghanam local councils, and the Drom HaSharon and Mateh Yehuda regional councils – local authorities that were also examined in the previous audit (the local authorities examined). Information was gathered during the follow-up audit in the authorities examined primarily through an online questionnaire disseminated to these local authorities. The audit findings also relied on an analysis of data from all local authorities received from the Ministry of Welfare and other audited bodies. The analysis incorporated an examination of the distribution of audit findings according to the various characteristics of local authorities based on Central Bureau of Statistics (CBS) data for the end of 2022, as well as according to the classification of local authorities as per Ministry of Interior data.

The follow-up audit also included assessments of the Ministry of National Security and the Israel National Authority for Community Safety within the Ministry of National Security (the Community Safety Authority), along with the Israel Police and the Prison Service, which fall under the Ministry of National Security; the Ministry of Construction and Housing; the Ministry of Health; the Courts Administration; the Ministry of Education; the Ministry of Justice; the Ministry of Aliyah and Integration (the Ministry of Aliyah); the Ministry of Interior; and the Prisoner Rehabilitation Authority and the Probation Service within the Ministry of Welfare. Furthermore, the follow-up audit encompassed the Authority for the Advancement of the Status of Women within the Ministry of Social Equality and the Advancement of the Status of Women, which was not included in the previous audit.

It should be noted that in certain areas addressed in the follow-up audit, the scope of examination was broadened beyond that of the previous audit, and several new topics not covered in the previous audit were also included. For the sake of clarity, the audit

<sup>3</sup> State Comptroller, **Reports on the Audit of Local Government** (2021), "Dealing with the Phenomenon of Spousal Violence", pp. 433–566.



conducted on topics that were not included in the previous audit, or which underwent an expanded examination compared to the previous audit, will henceforth be referred to as "the current audit".

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## Key Findings



**Definition of the Phenomenon of Spousal Violence** – The previous audit indicated that the definition of domestic violence, including spousal violence, suggested by the Rosenbaum Committee<sup>4</sup> in 2016, had not been codified in legislation or other regulatory frameworks, nor had any alternative uniform definition been so codified. Additionally, it was established that Israel did not sign the Istanbul Convention and, consequently, did not ratify it. The follow-up audit found that this deficiency **had not been rectified**. As of the audit end date, in December 2024, over eight years after the Rosenbaum Committee recommended a comprehensive definition to serve as "a uniform government definition for the phenomenon of domestic violence in all its forms", neither this definition nor any agreed-upon alternative had been formally incorporated into the legal provisions that delineate the legal and professional framework for addressing the issue, or into other regulatory stipulations, including the Social Work Regulations (SWR provisions)<sup>5</sup>. Furthermore, legislative proposals aimed at including economic violence within the framework of laws designed to mitigate domestic violence had not been transformed into enforceable legislation. The absence of a uniform definition of domestic violence within legal or regulatory provisions impedes the capacity to monitor the phenomenon or evaluate its magnitude, and may result in inconsistencies in the execution of governmental policy, alongside discrepancies in the nature and extent of responses provided in relation to the various characteristics of the phenomenon.



**National System for Dealing with the Phenomenon of Domestic Violence** – The current audit revealed that as of the audit end date, in December 2024, approximately seven years subsequent to the adoption of the Directors General Committee's recommendations by governmental resolution, the full implementation of the recommendation for establishing a national system to address domestic violence had not been realized. The system, as outlined in the Directors General Committee's

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4 The Rosenbaum Committee was established in 2014, by decision of the then Minister of National Security and Minister of Welfare, with the aim of improving the "systemic treatment of dealing with the phenomenon of domestic violence". The Committee's recommendations were published in 2016.


5 The provisions of the Social Work Regulations were established in accordance with the Welfare Services Law, 1958 and its regulations, and were primarily intended to outline the professional infrastructure for the work of social services departments in local authorities.





recommendations, had yet to be instituted at district and local levels. Moreover, the operations of the Standing Inter-Ministerial Committee, led by the Ministry of Welfare, and which commenced activity before the Directors General Committee's recommendations, were not aligned with the hierarchical structure, areas of responsibility, and authority stipulated in those recommendations. The audit further found that the Standing Committee had not developed budget-oriented work plans for the years 2023 and 2024, resulting in a failure to deliberate on the execution of these plans. Additionally, systematic and regular data collection pertaining to the allocation and utilization of the designated budget was lacking. This inadequacy inhibits the Committee's ability to address potential barriers impacting the optimal usage of the budget.


 **Transfer of Data and Information on Victims of Spousal Violence and on Offenders** – The previous audit found that the recommendations of the inter-ministerial committees of 1998 (Ben-Shalom Committee) and 2016 (Rosenbaum Committee) with regard to the regulation of information transfer between treatment agencies and law enforcement entities had not been enacted, and necessary legislative modifications remained incomplete. The follow-up audit substantiated that this deficiency **had not been rectified**, noting the persistent legal barriers despite the broad consensus regarding the necessity for legal regulations governing information transfer between treatment centers and law enforcement agencies. Furthermore, the current audit highlighted a lack of consideration for the essential legal regulation of information transfer during crises and emergencies, a need that intensified during the Iron Swords War, as access to current information and data could become increasingly complex amidst significant workloads and potential disruptions in communication and computing infrastructures, alongside circumstances entailing extensive population evacuations.

 **Centralized Computerized Management of Data on the Phenomenon of Spousal Violence** – The previous audit revealed that, as of August 2020, no central computerized system existed for managing data concerning domestic violence and the population of service recipients. The follow-up audit indicated this deficiency has been **rectified to a small extent**. As of the audit end date in December 2024, the Standing Inter-Ministerial Committee, led by the Ministry of Welfare, had not finalized the establishment of a central computerized system as recommended by the Directors General Committee. In this context, crucial data necessary for developing a coordinated policy and assessing its efficacy over time may remain unavailable to decision-makers when required. This includes discrepancies between the estimated prevalence of severe physical violence in spousal relationships within the general population (approximately 146,000 individuals aged 18 to 65, according to the latest national survey) and the actual number of service recipients in this domain (approximately 17,000 individuals aged 15 and over who either personally or through family members had registered needs within social services departments, of which approximately 12,300 were treated in centers for domestic violence prevention). Furthermore, the reliability and timeliness of this data cannot be assured, particularly with respect to manually collected information.



## **Budgetary Aspects of Addressing the Phenomenon of Spousal Violence**

- **Budget Allocation and Utilization** – The previous audit indicated that from 2017 to 2020, only approximately NIS 128 million was allocated, cumulatively, for the implementation of the recommendations of the Directors General Committee, representing about 43% of the estimated costs for these recommendations during that period (about NIS 300 million). The follow-up audit revealed that this deficiency was **partially rectified**. As of the audit end date in December 2024, the total cumulative designated budget made available to the Standing Inter-Ministerial Committee since the time the recommendations were first made in 2017, amounted to approximately NIS 700 million, with approximately 75% of this amount transferred following the previous audit (approximately NIS 520 million out of NIS 700 million). However, the designated and permanent annual budget, anchored in the budget base, constituted approximately 60% of the annual budget recommended by the Directors General Committee (approximately NIS 155 million out of NIS 250 million). It is noteworthy that during the Iron Swords War, no additional designated budget was allocated to the Inter-Ministerial Committee for the purpose of adapting the responses concerning domestic violence to the effects of the war.
- **Management of the Budget** – The current audit also examined the management practices of the designated budget available to the Standing Inter-Ministerial Committee, an aspect not previously examined. It was noted that this designated budget is not managed within a separate ("ear-marked") budget regulation or designated fund center, nor is it associated with an "overarching mission". As a result, there exist significant challenges in conducting internal or external monitoring and control over the allocation of the budget to other governmental bodies, local authorities, or other entities, thereby complicating the systematic oversight of budget utilization by these organizations. Additionally, it was observed that budget management occurs simultaneously in both the Ministry of Welfare's computer systems and via Excel files.


 **Addressing Spousal Violence During Crises and Emergencies and During the Iron Swords War** – The current audit evaluated whether and how governmental policies and work plans related to addressing spousal violence were adapted in light of the circumstances following the outbreak of the Iron Swords War. As of the current audit end date in December 2024, it was found that, in the absence of adequate legal frameworks for information transfer between treatment and law enforcement agencies, as well as a central computerized data management system for domestic violence issues, the Ministry of Welfare lacked current and comprehensive data regarding the number of actual service recipients in this domain. Consequently, it was not feasible to accurately assess the direct and indirect repercussions of the war on the reported prevalence of domestic violence, both generally and within spousal relationships specifically. The Ministry of Welfare possessed partial data concerning the number of individuals who



approached a Commissioner for Risk Assessment, hampered by the absence of a dedicated computerized system for managing and processing referrals. Although the Ministry recognized significant underreporting among domestic violence victims and the tendency of many to refrain from seeking assistance, it had not undertaken a reevaluation of resource and budget allocation strategies to optimize their use. This is particularly pertinent in light of the partial occupancy of shelters and the associated funding mechanisms requiring ongoing financial support for these facilities under the prevailing circumstances. The Ministry of Welfare consequently failed to direct local authorities to engage in such reevaluation and to assess the adequacy of treatment and financial resource allocation in relation to fluctuations in both the prevalence and characteristics of reported incidents.

#### **Government Policy and the Extent of Government Spending in the Field of Primary Prevention**

– The previous audit indicated that the Ministry of Welfare, the Ministry of Education, and the Community Safety Authority do not function under a unified and coordinated policy in regard to primary prevention. The estimated government expenditure on activities within this domain was minimal, approximately 1.4%, amounting to approximately NIS 2.9 million, compared with approximately NIS 212.5 million allocated for tertiary prevention activities. The follow-up audit indicated that this deficiency was **rectified to a small extent**. Despite the expansion of existing programs since the previous audit, a comprehensive and coordinated policy in primary prevention has yet to be established by the Ministry of Welfare, the Ministry of Education, the Ministry of Health, the Ministry of National Security, and the Community Safety Authority. Furthermore, the rate of estimated government spending on primary prevention activities, in comparison to estimated government expenditure on tertiary prevention activities, remains minimal at 3.6%- approximately NIS 8.5 million - compared to approximately NIS 233.5 million.

 **Primary Prevention Activities in the Workplace** – The workplace, like the education system, has the potential to play a central role in raising awareness regarding the phenomenon of spousal violence and in assisting affected individuals. This includes mechanisms for reporting incidents of violence and encouraging employees exposed to domestic violence to seek support, thereby enhancing their sense of security and providing workplace support, including financial assistance. The current audit revealed that, as of its end date in December 2024, a proposal to amend legislation aimed at engaging certain employers in addressing domestic violence has not yet advanced to binding legislation. Additionally, the current audit found that no other actions were undertaken in this regard by the Standing Inter-Ministerial Committee, led by the Ministry of Welfare.

#### **Employment of Domestic Violence Coordinators in the Mental Health System**

– The current audit disclosed that in 2021, nearly one-fifth (approximately 18%) of domestic violence cases identified within the health system were linked to declared referrals based on mental health symptoms, such as suicide attempts and addiction



(1,630 out of 8,814). Nevertheless, the Ministry of Health does not allocate a designated budget for the employment of domestic violence coordinators within psychiatric hospitals and within the community mental health system. As of the current audit end date in December 2024, such coordinators are employed in only two psychiatric hospitals.



**Treatment of Men in the Cycle of Violence at Centers<sup>6</sup>** – The previous audit revealed that among all adult patients (both male and female) in centers for the treatment and prevention of domestic violence, men constituted only approximately 27%, with lower rates observed among male patients in the non-Jewish population (approximately 19%). The follow-up audit confirmed that this deficiency had been **rectified to a small extent**. Although there was an increase in the absolute number of male patients from 2,458 in 2019 to 2,881 in 2023, this increase occurred at a rate lower than that of the absolute number of female patients. Consequently, the percentage of male patients diminished during these years, decreasing from 27% to 23%, while the percentage among male patients in the non-Jewish population remained unchanged at 19%.



**Treatment in Centers for the Treatment and Prevention of Domestic Violence for People of Soviet and Ethiopian Descent** – The previous audit indicated a lack of alignment between the scope of the designated positions allocated within the framework of the dedicated program for persons of Soviet and Ethiopian descent receiving treatment (the "Bridges" program) and the actual needs of local authorities. Notably, a significant majority of the local authorities involved in the program were classified as being in medium or high socio-economic index areas (25 out of 28 local authorities). The findings of the follow-up audit revealed the deficiency has been **rectified to a small extent**. It was observed that between 2022 and 2024, there was a shift in the composition of the local authorities participating in the program, while the budget allocated for the program remained unchanged during this period. Although local authorities did not fully capitalize on the available budget and despite the necessity of investigating the barriers to budget utilization, it was determined that neither the Ministry of Aliyah nor the Ministry of Welfare conducted regular joint discussions regarding the operational framework of the program nor assessed its suitability concerning the percentage of immigrants residing within their respective areas. Furthermore, the aforementioned ministries did not evaluate the utilization of the designated budget by local authorities within the program or the reallocation of the budget to other local authorities that were not included in the program and may not have met the criteria stipulated for the designated budget.

6 It should be noted that men who are in the cycle of violence may need treatment and rehabilitation as they may be either perpetrators or victims. However, data on the characteristics of the phenomenon, and for example data on the characteristics of complainants and suspects of violent crimes between spouses and the characteristics of those who testified that they were subjected to an incident of physical violence by their spouse or who testified that they feared for their safety or life, indicate that in these cases the phenomenon of intimate partner violence is often characterized by the man's violence towards the woman, and by the men being the perpetrators rather than the victims.



### **Physical Accessibility and the Treatment Environment in Social Services Departments and Centers for the Treatment and Prevention of Domestic Violence**

The previous audit revealed that the facilities of the Center for the Treatment and Prevention of Domestic Violence and the Department of Social Services in the **Bet Shemesh** Municipality, as well as the **Shibli – Umm al-Ghanam** Local Council, were not compliant with legal accessibility requirements for persons with disabilities. The follow-up audit indicated this deficiency has been **partially rectified**, though as of the audit end date in December 2024, the **Bet Shemesh** Municipality had not officially completed the necessary accessibility measures for its center's facilities. Furthermore, it was discovered that the Center for the Treatment and Prevention of Domestic Violence in the **Sakhnin** Municipality similarly lacked accessibility for persons with disabilities, and issues concerning patient and caregiver safety and their perceptions of personal security were evident at another center.

### **Referral of Abusers for Treatment as Part of the Hearing on a Motion for a Protection Order**

The previous audit revealed that, as at its end date, the Courts Administration lacked data pertaining to the number of protection orders that resulted in male defendants being referred for treatment. However, according to information from the Ministry of Welfare, courts referred only 89 individuals to treatment centers during the year in question. Additionally, data from the Courts Administration indicated that from 2015 to 2019, merely 14% of serving judges (99 out of 725) participated in seminars addressing domestic violence issues. The follow-up audit revealed this deficiency has been **rectified to a small extent**. Under Amendment 18 to the Prevention of Domestic Violence Law, courts were mandated to order assessments regarding the treatment suitability of individuals against whom protection orders were issued. Despite the Amendment being implemented in August 2022, as of December 2024, preparations by the Ministry of Welfare for putting this arrangement into practice remained incomplete, with only about 25% of the necessary personnel designated to support the implementation of the arrangement being staffed. Furthermore, between 2020 and 2024, only approximately 7% of the sitting judges participated in domestic violence seminars, and no targeted training for judges took place following the enactment of Amendment 18. Ultimately, as of the follow-up audit end date, the Courts Administration, responsible for the judiciary's administrative activities, did not possess the data necessary to assess the implementation of Amendment 18, which falls within its scope of responsibility. It is essential that this data be disseminated to the Ministry of Welfare and the Ministry of Justice, entrusted with the implementation of said law, to facilitate an evaluation of the future repercussions of the Amendment on the volume of individuals referred for treatment following spousal violence.

### **Protection and Rehabilitation in Shelters and Transitional Housing**

The previous audit underscored challenges in various aspects concerning the operational interfaces between treatment and prevention centers for domestic violence and social services departments and shelters. This included issues related to collaboration, the treatment services provided to women referred to shelters, and the shelter intake



process, which was characterized as being selective and burdensome, necessitating extensive documentation. The follow-up audit indicated that the deficiencies had been **rectified to a small extent**. Despite a measure of satisfaction reported by social services departments and domestic violence treatment centers regarding their collaboration with shelters, responses from local authorities to the questionnaires revealed ongoing ambiguities regarding a woman's eligibility for shelter placement. Discrepancies may arise, particularly in cases involving unique complexities or specific needs of women and their children (e.g., language barriers, mental health issues, or the abusive partner's criminal history). This situation may result in inconsistency in shelter practices for evaluating the appropriateness of women victims of violence and their children for treatment, potentially hindering immediate assistance for those facing imminent threats to their safety.



**Involvement in a Community-Based Treatment-Rehabilitation Process Following Release from Incarceration** – The previous audit indicated that a large majority of individuals incarcerated for domestic violence offenses are released administratively, without their cases being reviewed by the Parole Board, which possesses the authority to condition their release upon participation in a community rehabilitation program. This situation similarly applies to individuals who are not granted early release due to being deemed high-risk, thus serving their complete prison term prior to release. The follow-up audit demonstrated that this deficiency **has not been rectified**, with the rate of individuals who have served prison sentences for domestic violence offenses and who subsequently enter into community rehabilitation programs, whether supervised or unsupervised, continuing to be alarmingly low (less than 10% of the relevant prisoner population). Furthermore, it has been found that the absence of a dedicated budget results in the Prisoner Rehabilitation Authority lacking adequate resources, including substantial incentives, necessary to facilitate and promote the integration of both administrative releasees and those who have served their full sentences into community rehabilitation programs.



**Assessing the Danger to Victims of Spousal Violence** – The previous audit indicated that the Ministry of Welfare had yet to finalize the development and formulation of a standardized danger assessment tool, as per the recommendations of the Rosenbaum Committee. The follow-up audit suggested that this deficiency has been **rectified to a great extent**. As of December 2024, the implementation of the new risk assessment tool was actively underway. The inter-ministerial team tasked with risk assessment anticipated that the comprehensive implementation across all relevant entities would be completed within approximately two years, contingent upon the conclusion of its operational validation.



**Estimating the Scope of the Phenomenon of Spousal Violence** – The previous audit found that no exhaustive and contemporary survey had been conducted since the onset of the 21<sup>st</sup> century to investigate the dimensions and characteristics of violence against women in Israel, in alignment with the comprehensive definition advocated by the Rosenbaum Committee or any other uniform definition. The follow-up audit reported that this deficiency had been **rectified to a great extent**. In 2024, a national survey was conducted addressing the scope of violence within spousal relationships and its characteristics, referencing the 12 months prior to the survey. Nevertheless, it was noted that as of the follow-up audit end date in December 2024, the Standing Inter-Ministerial Committee had not yet convened to discuss the survey findings, nor had it evaluated the necessity for additional surveys regarding their focus or frequency beyond the recommendations of the 2016 Directors General Committee. Consequently, the need for adjustments to national policy and annual work plans in light of the survey findings has not been assessed.

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**Self-reporting by the Supervised Entity (Self-regulation)** – The previous audit revealed that only 95 out of 110 local authority-operated centers for the treatment and prevention of domestic violence submitted reports to the Ministry of Welfare in 2019 (approximately 85% of all centers), with these reports being manually submitted. The follow-up audit indicated that this deficiency has been **rectified to a great extent**, as the Ministry of Welfare is leading the development of a computerized system intended to manage work processes within the centers. Once fully implemented across all centers, this system is expected to significantly enhance data management and accessibility for social services departments and the centers. However, the reporting method – which remains manual – and its frequency, combined with the lack of a standardized operational interface between the Ministry's headquarters and district offices, prevented the Ministry of Welfare from obtaining complete and reliable monthly data on service recipients in the centers, along with essential metrics regarding service quality, including treatment waiting times and dropout rates. Such data is critical for decision-makers to





assess trends, particularly during crises and emergencies, such as during the Iron Swords War.

**Dealing with the Phenomenon of Spousal Violence in Times of Crisis and Emergency and During the Iron Swords War** – The Office of the State Comptroller notes that the Ministry of Welfare initiated a rapid survey in January 2024 to assess the war's impact on domestic violence prevalence and its characteristics. However, since January 2024, the Ministry of Welfare has not conducted any additional surveys on the matter.

**Primary Prevention Activities in the Education System** – The previous audit disclosed that the Ministry of Education lacked comprehensive data regarding the extent of the "Friendship and Relationships" program, when under the integrated implementation model (executed via educational counselors in schools with involvement from the Center for the Treatment and Prevention of Domestic Violence), the program was offered in approximately 12% of high schools, with around 1.6% of students in grades 11 and 12 having been exposed to it. It was also found that the program's efficacy in meeting its objectives had not been evaluated. The follow-up audit indicated that this deficiency had been **rectified to a great extent**. At the time of its completion, the program was implemented in grade 11 in the vast majority of high schools in the regular official education system (approximately 79% of schools). However, it was noted that less than half (approximately 47%) of the boys and girls in the targeted age group were exposed to the program's content. Furthermore, at the follow-up audit end date, the program had only been implemented within the regular official education system, which includes state, state-religious, state Arab, and rural education, and was not extended to non-state educational institutions, particularly in the ultra-orthodox and Arab sectors. Regarding the assessment of the program's effectiveness in achieving its goals, it was stated that the Ministry of Education has initiated an accompanying study expected to conclude in September 2025.

**Accessibility of Methods of Contact and Assistance in the Field of Domestic Violence** – The Office of the State Comptroller acknowledges initiatives by the **Acre** Municipality and the **Mateh Yehuda** Regional Council aimed at facilitating contact with the Center for the Treatment and Prevention of Domestic Violence through additional communication channel, the WhatsApp business messaging platform.

**The Financing Model of Centers for the Treatment and Prevention of Domestic Violence** – The previous audit revealed that the existing financing model inadequately reflected the actual services provided at the centers, resulting in insufficient funding for their operations. The follow-up audit indicated that this deficiency has been **fully rectified**. The Ministry of Welfare has worked towards establishing a financing model that aligns with the scope of services rendered and the professional staff employed at the centers. Furthermore, efforts have been made to regulate reimbursement for centers





providing regional services to clients residing in local authorities that do not operate their own centers.

**Treatment of Men in the Cycle of Violence at Centers** – The Office of the State Comptroller commends the Ministry of Welfare for its dedicated campaign aimed at enhancing the treatment of men within the cycle of violence, which has evidently resulted in an increased number of men seeking treatment through the national helpline administered by the Ministry of Welfare.

**Enforcement of Protection Orders by Electronic Means** – As of the previous audit end date in November 2020, there were no available instruments to enable the effective real-time enforcement of protection orders. The follow-up audit indicated this deficiency has been **rectified to a great extent**. As of August 2024, Amendment 19 to the Prevention of Domestic Violence Law came into effect, permitting the supervision and enforcement of protection orders via technological means, accompanied by periodic reporting obligations and related research on the implementation of this arrangement. Nonetheless, the follow-up audit found that as of its end date in December 2024, the preparations for the execution of the new arrangement had not been finalized, including the establishment of the requisite normative infrastructure necessary for its comprehensive implementation.

**Dropout Rates from Treatment in the Probation Service** – The previous audit indicated that between 2015 and 2019, approximately one-third of those treated at Bet Noam in the center of Israel discontinued treatment, while approximately 83% of those treated at Bet Noam in the south of Israel exited treatment prematurely. Despite the challenges faced by violent men in maintaining their participation in treatment, which underscores the importance of monitoring dropout rates, it was noted that the Probation Service lacked data on dropout rates from treatment groups. The follow-up audit found that this deficiency had been **rectified to a great extent**, as the dropout rate from both Bet Noam establishments dropped to an average of 27% in the years 2022-2023. This decline was particularly evident at Bet Noam in the southern region, where the average dropout rate during these years was approximately 36%. Furthermore, the Probation Service had commenced the collection of data concerning dropout rates from treatment groups, although such efforts were not yet systematic or regular. This issue has been incorporated into the work plan for 2025 from both professional and technological perspectives. According to the data provided on dropout rates from treatment groups, this rate, at approximately 33%, exceeded the average dropout rate from Bet Noam, which stood at about 27%.




**Treatment and Rehabilitation Within Prison Walls** – The previous audit indicated that in 2019, around 62% of prisoners serving sentences for domestic violence offenses participated in treatment during incarceration (889 out of 1,438), while approximately 15% (219 out of 1,438) were incorporated in dedicated rehabilitation programs. The follow-up audit demonstrated that this deficiency has been **rectified to a great extent**, with the rate of prisoners serving sentences for domestic violence offenses who engaged







in rehabilitation programs during their imprisonment increasing to approximately 75% as of February 2025. The percentage of these prisoners participating in dedicated rehabilitation programs during incarceration also rose to approximately 40% by February 2025. It is noteworthy that during the years 2021-2023, the percentage of prisoners serving short sentences, whose willingness to engage in treatment during incarceration might be more limited, remained similar to that identified in the previous audit (approximately 64%, equating to 2,037 out of 3,172), whereas in 2024, this percentage decreased to about 49% (567 out of 1,147).

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## Key Recommendations

-  The Office of the State Comptroller reiterates its recommendation to the Ministry of Welfare, which leads the Standing Inter-Ministerial Committee, to collaborate with the Ministry of Justice in enshrining an updated legislative definition of "domestic violence", whether the one derived from the Rosenbaum Committee's findings or another standardized definition, so as to ensure a coherent approach to addressing the phenomenon of domestic violence across all responsible entities. It is essential, first and foremost, that the current definition be anchored in the provisions of the Social Work Regulations established by the Ministry of Welfare, which systematically regulate the methods for coping with domestic violence. Furthermore, this action would signify the State of Israel's commitment to the core principles of the Istanbul Convention, which provides a framework for addressing violence against women, particularly in the context of spousal relationships, in respect of which there is considerable consensus.
-  The Ministry of Welfare, heading the Standing Inter-Ministerial Committee, must act expeditiously to fully implement the recommendations from the Directors General Committee, particularly the establishment of a comprehensive national system for addressing domestic violence. This implementation should be contingent upon an evaluation of the need to adapt and update these recommendations, given the time elapsed since their initial adoption and any relevant changes in this domain. Additionally, the Ministry of Welfare must delineate and clarify – via a binding regulatory directive – the normative foundation governing the activities of the Standing Inter-Ministerial Committee and adjust the managerial oversight at its helm. Such measures will ensure the Committee's optimal functioning in coordinating systemic responses to the issue of domestic violence.
-  It is recommended that the Ministry of Welfare initiate additional surveys that are systematic, periodic, and capable of providing real-time monitoring of both the reported and actual scope of domestic violence, alongside observable changes in its characteristics. Such data may serve to evaluate policy and inform the strategic planning of the allocation of treatment resources and budgets and their optimal utilization.



-  The Ministry of Justice, the Ministry of National Security, the Ministry of Health, and the Ministry of Education – under the auspices of the Standing Inter-Ministerial Committee chaired by the Ministry of Welfare, and in coordination with local authority social services departments – must address legislative and regulatory measures necessary to eliminate legal barriers regarding information transfer between various treatment agencies and law enforcement, both during routine and emergency situations, whilst balancing privacy rights with the provision of effective professional responses.
-  The Ministry of Welfare should finalize the implementation of a specialized computerized system designed to manage the operational processes of local authority centers for the treatment and prevention of domestic violence. Furthermore, the Office of the State Comptroller reiterates its recommendation for the Ministry of Welfare, heading the Standing Inter-Ministerial Committee – in collaboration with the Ministry of National Security, the Ministry of Education, the Ministry of Health, the Israel Police, and the Prison Service – to pursue the establishment of a central computerized data collection and management system pertaining to spousal violence and the population of service recipients in this domain. Data collection through this proposed system should be in accordance with a clear policy regarding the management and transfer of information between agencies, consistent with legal provisions, and align with the uniform definition of domestic violence as recommended by the Rosenbaum Committee. Due attention should be paid to the types of data collected – both administrative data and information specifically gathered to measure the extent of the phenomenon. Additionally, it is advisable that aggregate data amassed through the central computerized system be made publicly accessible online, like the gender-based violence indicators initiated by the Authority for the Advancement of the Status of Women in conjunction with the Central Bureau of Statistics.
-  It is advisable that the Ministry of Welfare, which heads the Standing Inter-Ministerial Committee, collaborate with the Ministry of Finance to assess the most appropriate and effective methods for managing the designated budget at its disposal, including by way of the establishment of a separate budget regulation, a designated center of funding, or an "overarching mission". Such measures should facilitate optimal monitoring and control, both internally and externally, of the allocation and utilization of the budget at the most detailed level feasible, while enhancing transparency in the proceedings of the Standing Committee and in the allocation and utilization of the designated budget, in accordance with the budget-linked work plans to be established for this purpose. To enable systematic and uniform management of data and ongoing monitoring of the allocation and utilization of the designated budget, which is currently performed in part manually, and to mitigate inaccuracies or data gaps, it is recommended that data management be conducted through a dedicated computerized system.
-  It is recommended that the Ministry of Education complete the accompanying study initiated in October 2024, aimed at assessing the effectiveness and efficacy of the "Friendship and Relationships" program in achieving its objectives. Additionally, it is recommended that, alongside or subsequent to the completion of the accompanying study (for instance, as part of the annual student survey of the National Authority for



Measurement and Evaluation in Education<sup>7</sup>), the Ministry of Education implement an annual survey to examine the prevalence of intimate partner violence or violent courtship among youth, even in demographic groups not targeted by the program, and to investigate their perspectives on the issue. The findings from this survey may be utilized to enhance understanding of the phenomenon of intimate partner violence among this age group and to inform further improvements to the program concerning its content and target audience. Furthermore, it is advisable that the Ministry of Education complete the pilot program within special education institutions and broaden the program's exposure, while also adapting its content to both formal and non-formal educational settings, including those within ultra-Orthodox and Arab communities. It is also recommended that the Ministries of Welfare and Education ensure coordination in the execution of the program with the departments of social services and centers for the treatment and prevention of domestic violence, thereby strengthening collaborative interfaces between these entities and the official education system to facilitate the sharing of information and expert knowledge concerning domestic violence.



The Office of the State Comptroller recommends that the Ministry of Welfare, the Ministry of Education, the Ministry of Health, the Ministry of National Security, and the Community Safety Authority, work in conjunction with the Authority for the Advancement of the Status of Women – responsible by law for formulating, promoting, and endorsing policies and initiatives to prevent violence against women, including intra-family violence – to develop a comprehensive, uniform, and coordinated policy in the realm of primary prevention, supported by evaluative research and results measurement. In this context, it is recommended that the Ministry of Welfare and the Community Safety Authority jointly regulate the roles of community social workers funded by the government in local authorities in a uniform and coordinated manner. Furthermore, it is recommended that the Ministry of Welfare and the Community Safety Authority cooperate to allocate staffing standards for community social workers to ensure optimal utilization of limited resources designated for primary prevention initiatives.



It is recommended that the Ministry of Welfare – in collaboration with the Ministry of Justice, the Ministry of Labor, the Civil Service Commission, and the Authority for the Advancement of the Status of Women – explore methods to engage employers in the workplace to address the issue of domestic violence, with a focus on raising awareness of the phenomenon and enhancing the sense of security among employees exposed to domestic violence. Additionally, it is advisable to encourage employers to support employees in seeking assistance and to provide the requisite support throughout this process.



In light of the incidence of domestic violence cases identified following referrals to the health system due to symptoms of mental health in 2021 (approximately 18% of all cases),

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7 The National Authority for Measurement and Evaluation in Education (NAME) is a government auxiliary unit operating under the Ministry of Education.



as well as the link between those suffering from emotional difficulties and the propensity for violence, it is advised that the Ministry of Health, in collaboration with the Standing Inter-Ministerial Committee, allocate a designated budget for the appointment of domestic violence coordinators within the mental health system.



It is advised that the Ministry of Welfare expedite the establishment of designated centers for the treatment of men, so as to enhance the availability of tailored services, particularly given their underrepresentation among adult patients in existing facilities. Concurrently, it is recommended to modify services in newly established centers and existing facilities to accommodate unique populations, including men from the religious, ultra-orthodox and Arab communities, as well as both new and veteran immigrants. Additionally, it is recommended that the Ministry of Welfare develop intervention strategies aimed at engaging men in treatment programs and addressing the issue of dropout from treatment.



It is recommended that the Ministry of Welfare and the Ministry of Aliyah conduct joint and periodic discussions to facilitate regular and systematic oversight of the "Bridges" program, encompassing an evaluation of budget utilization by both participating and non-participating local authorities. Furthermore, it is essential to monitor changes in the needs of local authorities, considering factors such as the immigrant demographic within their jurisdictions, the number of immigrants seeking treatment, and the actual volume of those receiving treatment in centers designated for inclusion in the program, particularly in localities classified as having a low socio-economic index. The refinement of criteria for selecting local authorities for program inclusion should also take into account veteran immigrants who may still require linguistic and cultural accessibility, irrespective of the duration of their residency in Israel.



The municipalities of **Bet Shemesh** and **Sakhnin** must promptly undertake requisite measures to modify the facilities of the centers for the treatment and prevention of domestic violence within their jurisdictions to ensure compliance with the Equal Rights Law and its accompanying regulations for persons with disabilities. It is advised that the municipality operating the additional center relocate its activities to an alternative venue to guarantee accessibility for all individuals in need of treatment, thereby emphasizing the importance of personal safety for those who utilize these services.



The Ministry of Justice, in partnership with the Ministry of National Security, must take steps to enact regulations pertaining to the database that the Technological Supervision Unit is mandated to establish and oversee. Additionally, the Ministry of National Security must work towards the enactment of regulations concerning protection orders under conditional technological supervision, aiming to circumvent potential obstacles and to optimally prepare for the continual implementation of amendments to the law.



It is recommended that the Ministry of Welfare strive to integrate and enhance the collaboration between centers for the treatment and prevention of domestic violence and shelters with the dispute resolution mechanism, particularly when there is disagreement regarding a woman's suitability for shelter services. It is crucial to alert these entities to the



potential involvement of the Ministry of Welfare in such cases and to stress the significance of this engagement, thereby ensuring that women facing genuine danger receive immediate assistance. At the same time, the Office of the State Comptroller advises the Ministry of Welfare to conduct a comprehensive assessment of the unique needs of women who are victims of violence and concurrently experience additional challenges, such as active addiction or complex mental health issues (dual morbidity) who were found to be unsuited to a shelter. This assessment aims to identify the specialized responses available to them within the domestic violence framework and to evaluate whether the Ministry of Welfare can provide adequate protection for these women under conditions in which they are in real danger and require urgent intervention.



It is recommended that the Ministry of Welfare undertake immediate action to finalize preparations for the implementation of Amendment 18 to the Prevention of Domestic Violence Law, in collaboration with the Courts Administration, to put the Amendment into practice. In this regard, it is suggested that the Courts Administration, as the body charged with oversight of the judicial authority's administrative activities, and the Ministry of Welfare, each within their respective domains, ensure the systematic collection, consolidation, and management of all pertinent data. This data shall be made accessible to both the Ministry of Welfare and the Ministry of Justice, who are tasked with the law's implementation, to facilitate the evaluation of the impact of Amendment 18 on the frequency of treatment referrals, identify emerging trends and patterns, and enhance the response offered to victims of domestic violence. This should include data pertaining to motions for protection orders, with background information as to the basis for issuing the order and any connection to the realm of domestic violence; the gender of the individual subject to the order; whether the order was granted or denied; the prohibitions outlined in the order; investigation files initiated by the Israel Police for breaches of the order; the number of prior orders issued against the same individual; and data regarding referrals for treatment of the individual against whom the order was sought, in accordance with the stipulations set forth in the law. It is advisable that this data, along with information on specialized training in domestic violence attended by incumbent judges, particularly those presiding over family courts, be compiled and managed within a dedicated computer system, with existing systems adapted as necessary to facilitate the collection and management of this critical data.

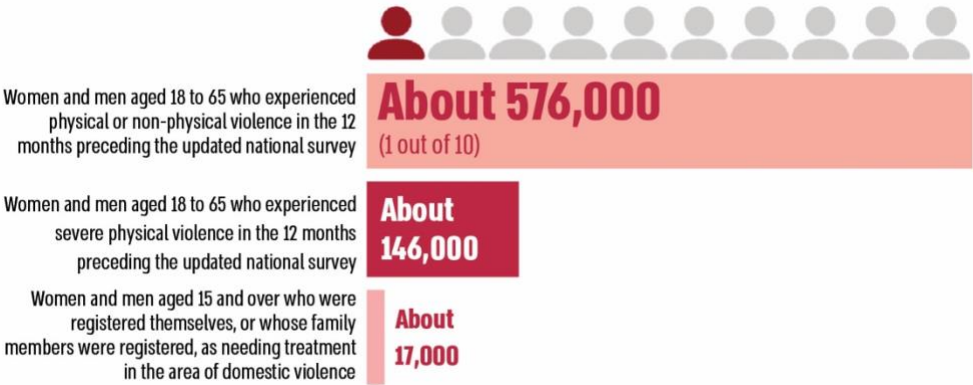


It is recommended that the Ministry of Welfare, which is in charge of the national framework for addressing domestic violence, in conjunction with the Ministry of National Security, the Prison Service, and the Prisoner Rehabilitation Authority, develop and implement expanded rehabilitation measures that correspond to the elevated risk associated with offenders serving prison sentences for domestic violence, who are released unconditionally or on administrative grounds – particularly those who, as of the follow-up audit end date, are allowed to return to the community without being enrolled in a community rehabilitation program. In the interim, it is advisable to review and adapt existing legal frameworks to enable the mobilization and promotion of the integration of



offenders who have served brief prison sentences for domestic violence into community rehabilitation programs, especially in cases not presented to the Parole Committee in accordance with established legal parameters. This may include conditioning the inclusion of the detention period until the conclusion of legal proceedings in the calculation of the overall incarceration duration.

**The Principal Data Regarding the Magnitude of the Phenomenon of Spousal Violence, Derived from the Findings of the Most Recent National Survey, Compared with the Number of Individuals Documented in Social Services Departments as Requiring Assistance in the Field of Domestic Violence, as Indicated by CBS Data For 2023**

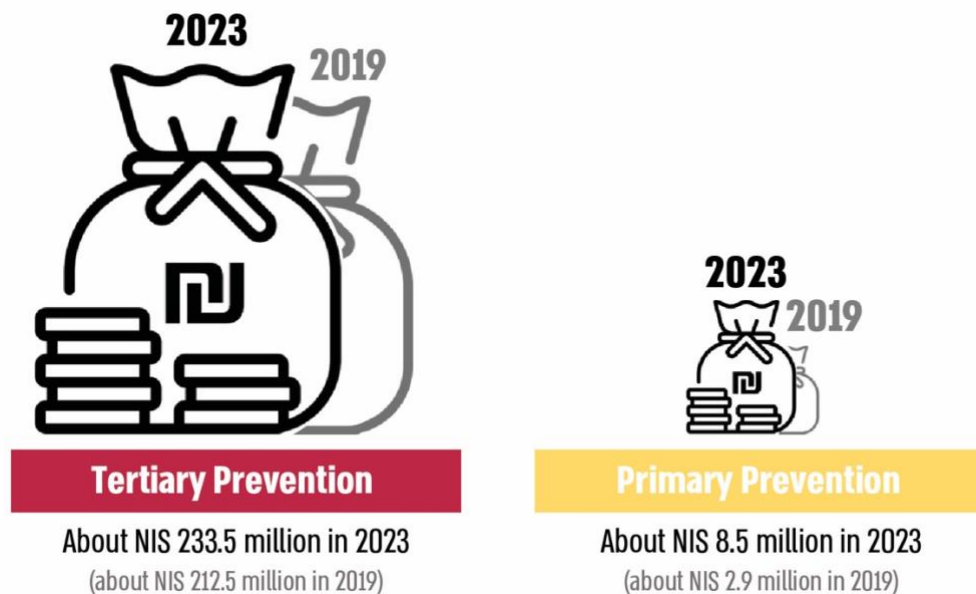


According to the findings of the latest national survey and CBS data on those registered as needy in the field of domestic violence in 2023, processed by the Office of the State Comptroller.





### The Ratio Between Estimated Government Spending on Primary Prevention Activities and Estimated Government Spending on Tertiary Prevention Activities, 2019 and 2023\*



According to data from the Ministry of Welfare, the Ministry of Education, the Community Safety Authority and the Prison Service for 2019 and 2023, and according to SIGMA (System for Integrated Government Management and Administration) data for 2023, as processed by the Office of the State Comptroller.

- \* The estimated primary prevention costs include the costs of operating the "Friendship and Benevolent Relationships" program and employing community social workers funded by the Community Safety Authority. In 2019, these costs also include the costs of operating the "Gatekeepers" program. Tertiary prevention costs include the costs of incarceration and immediate protection. The calculation of primary prevention costs did not include the costs of the health system, and the costs of material assistance to victims of violence and the costs of rehabilitation of perpetrators were not included in the tertiary prevention costs.





## Summary

For over three decades, the State of Israel has actively sought to address the issue of domestic violence, particularly within the context of spousal relationships. This initiative is predicated on an acknowledgment of its national responsibility and commitment to safeguarding victims of domestic violence, as well as providing treatment and rehabilitation for both victims and perpetrators. Officials from central government entities, in collaboration with their local government counterparts, engage in this endeavor with notable dedication, motivated by a sense of public and personal duty. The follow-up audit has indicated that while certain deficiencies identified in the previous audit have been rectified, additional gaps persist that require further action.

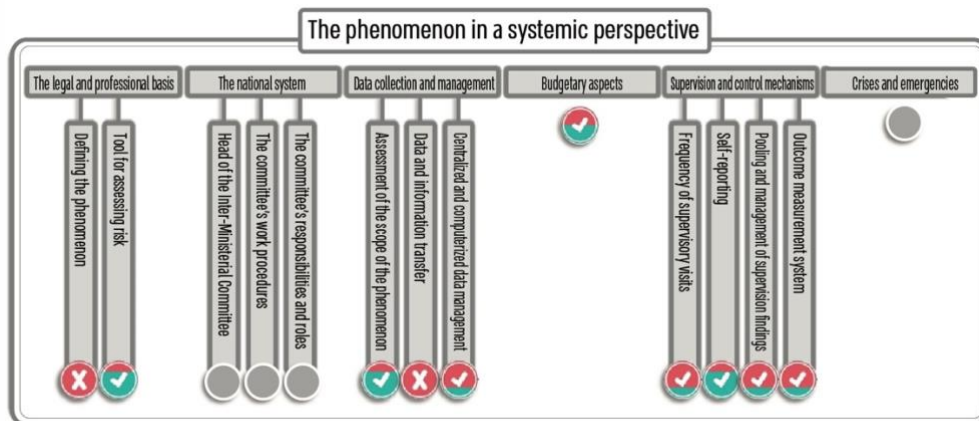
The follow-up audit revealed that significant systemic deficiencies related to spousal violence have been largely addressed since the previous audit. Furthermore, it was noted that over the intervening years, the Ministry of Welfare has advanced several wide-ranging measures anticipated to substantially improve the quality of domestic violence services delivered by local authorities. However, the audit indicated that recommended actions intended to enhance the national response mechanism for domestic violence and the Standing Inter-Ministerial Committee's mandate, have either not been undertaken or have been rectified only minimally. Additionally, the audit found a lack of formulated solutions for individuals released from incarceration who are either unsuitable for or unwilling to engage with rehabilitation programs in the community, post-release. These individuals, who potentially present the highest level of danger, are often not reviewed by the Parole Board, and their release is not contingent upon participation in a supervised rehabilitation program, leading to concerns regarding inadequate assessment of their risk and lack of input from treatment agencies and crime victims.

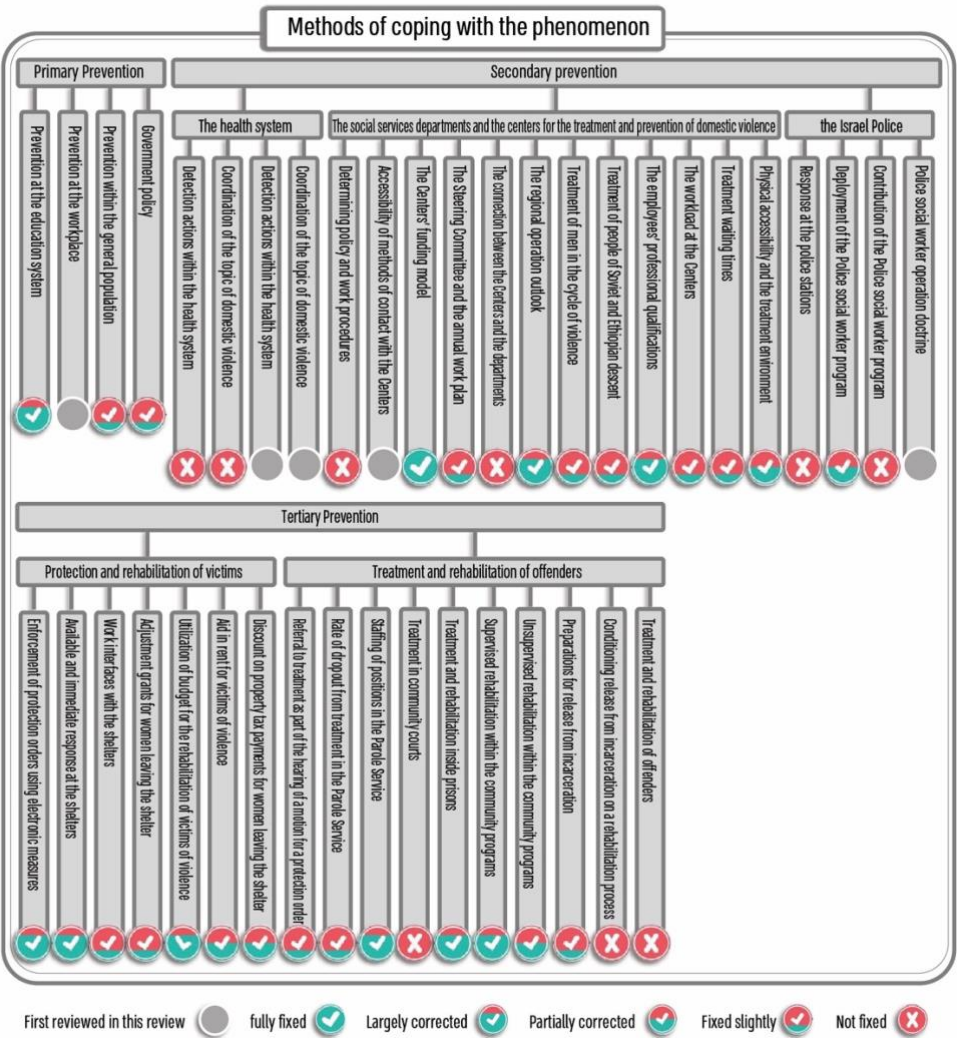
The Office of the State Comptroller recommends that the Ministry of Welfare, in collaboration with all relevant entities addressing the issue of domestic violence, finalize the establishment of a comprehensive national system to tackle this phenomenon and develop a systematic action plan to evaluate the outcomes of these efforts. This is essential to ensure that the established objectives are achieved, thereby providing professional and optimal services to those requiring assistance in the domain of domestic violence.

It is further recommended that the Ministry of Welfare, as the lead agency in addressing domestic violence, foster collaborative discussions with all pertinent treatment and law enforcement agencies, including the Ministry of National Security, the Prison Service, and the Prisoner Rehabilitation Authority, regarding effective strategies to manage the risks posed by inmates convicted of domestic violence offenses who are released following the end of their term of incarceration or through administrative release. As of the follow-up audit end date, there exists a lack of resources, including meaningful incentives, which could serve to encourage integration into rehabilitation programs upon their return to the community.



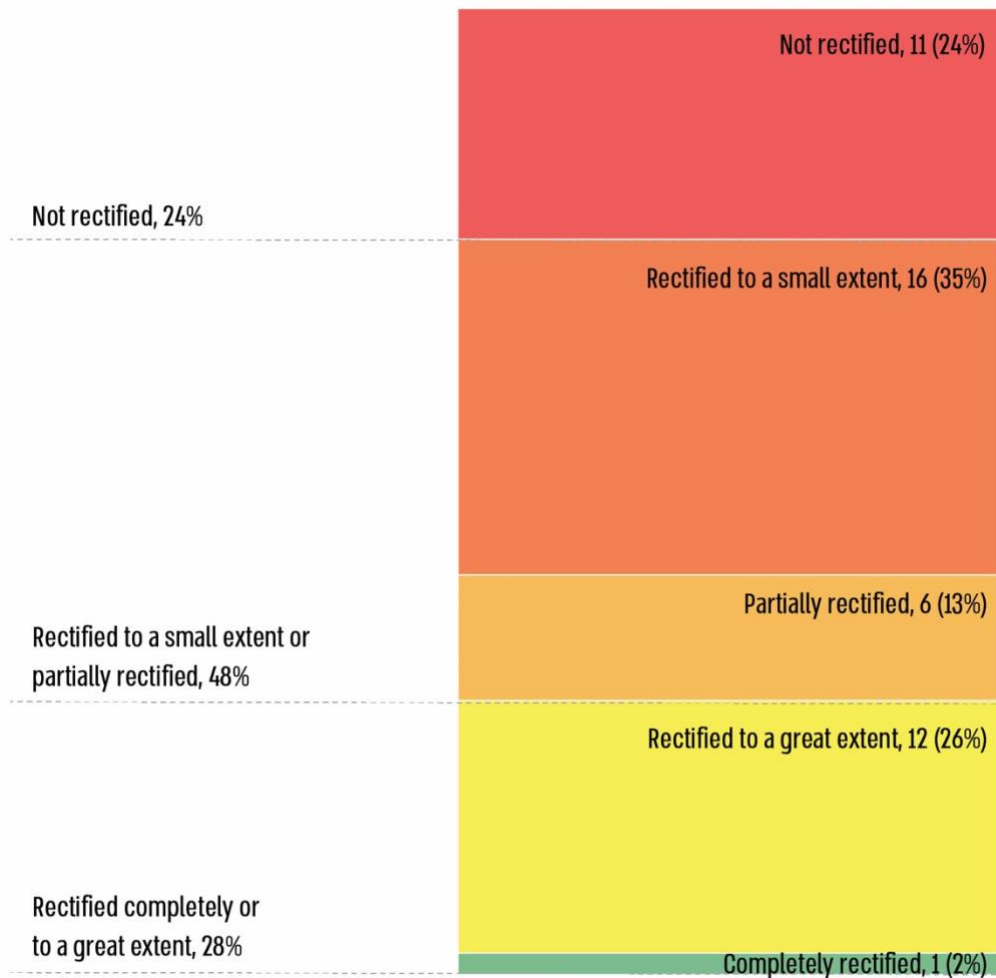
## The Degree of Rectification of the Deficiencies Revealed in the Previous Report, Thematic Breakdown






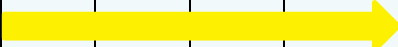


### The Degree of Rectification of the Deficiencies Revealed in the Previous Report, Quantitative Breakdown



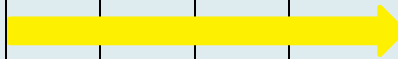


The Extent the Key Deficiencies Noted in the Previous Report were Rectified


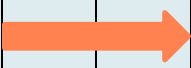
The Audit Chapter	The Deficiency in the Previous Audit Report	The Audited Body	The Extent of Deficiencies Rectification Noted in the Follow-up Audit				
			Not Rectified	Rectified to a Small Extent	Slightly Rectified	Significantly Rectified	Fully Rectified
Defining the phenomenon of spousal violence	The definition recommended by the Rosenbaum Committee for the phenomenon of domestic violence or another uniform definition was not anchored in legislation or other regulatory provisions, and it was also found that Israel did not sign the Istanbul Convention and therefore did not ratify it	The Ministry of Welfare and Ministry of Justice					
Assessing the risk posed to victims of domestic violence	The Ministry of Welfare has not yet completed the process of developing and formulating a unified tool for assessing risk, as recommended by the Rosenbaum Committee	The Ministry of Welfare					



The Audit Chapter	The Deficiency in the Previous Audit Report	The Audited Body	The Extent of Deficiencies Rectification Noted in the Follow-up Audit				
			Not Rectified	Rectified to a Small Extent	Slightly Rectified	Significantly Rectified	Fully Rectified
Estimating the extent of the phenomenon of spousal violence	Since the beginning of the 21st century, no comprehensive and up-to-date survey has been conducted to examine the dimensions of the phenomenon of violence against women in Israel and its characteristics based on the current and broad definition recommended by the Rosenbaum Committee or another uniform definition	The Ministry of Welfare					





The Audit Chapter	The Deficiency in the Previous Audit Report	The Audited Body	The Extent of Deficiencies Rectification Noted in the Follow-up Audit				
			Not Rectified	Rectified to a Small Extent	Slightly Rectified	Significantly Rectified	Fully Rectified
Transferring data and information about victims of domestic violence and the perpetrators	The recommendations of the inter-ministerial committees of 1998 (Ben-Shalom Committee) and 2016 (Rosenbaum Committee) regarding the regulation of the transfer of information between the treatment agencies and law enforcement agencies were not implemented, nor were the legislative amendments required to regulate the transfer of information between these agencies completed	The Ministry of Welfare, Ministry of Justice, Ministry of National Security, Ministry of Health and Ministry of Education					
Computerized and centralized management of data on the phenomenon of spousal violence	As of August 2020, there was no central computerized system in place to manage data on the phenomenon of domestic violence and the population of service recipients in this field	The Ministry of Welfare, Ministry of National Security, Ministry of Education, Ministry of Health, Israel Police and Prison Service					

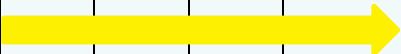


The Audit Chapter	The Deficiency in the Previous Audit Report	The Audited Body	The Extent of Deficiencies Rectification Noted in the Follow-up Audit				
			Not Rectified	Rectified to a Small Extent	Slightly Rectified	Significantly Rectified	Fully Rectified
Budgetary aspects of dealing with the phenomenon of domestic violence	In the years 2017-2020, a total of only approximately NIS 128 million was allocated for the implementation of the recommendations of the Directors General Committee (approximately 43% of the estimated cost of implementing the recommendations during the aforementioned years – approximately NIS 300 million)	The Ministry of Finance and Ministry of Welfare					
Self-reporting by the supervised entity (self-regulation)	Only 95 out of 110 centers for the treatment and prevention of domestic violence operated by local authorities submitted reports to the Ministry of Welfare in 2019 (approximately 85% of all centers), and they were submitted to the Ministry of Welfare manually	The Ministry of Welfare and Centers for the Treatment and Prevention of Domestic Violence					





The Audit Chapter	The Deficiency in the Previous Audit Report	The Audited Body	The Extent of Deficiencies Rectification Noted in the Follow-up Audit				
			Not Rectified	Rectified to a Small Extent	Slightly Rectified	Significantly Rectified	Fully Rectified
Primary prevention activities in the education system	The Ministry of Education did not have complete data on the scope of the deployment of the "Friendship and Relationships" program, and in the combined operation model (the model that was operated through educational counselors in schools and with the involvement of the Center for the Treatment and Prevention of Domestic Violence), the program was operated in approximately 12% of all high schools and approximately 1.6% of students in grades 11 and 12 were exposed to it. It was also found that the program's effectiveness in achieving its goals was not examined	The Ministry of Education					





The Audit Chapter	The Deficiency in the Previous Audit Report	The Audited Body	The Extent of Deficiencies Rectification Noted in the Follow-up Audit				
			Not Rectified	Rectified to a Small Extent	Slightly Rectified	Significantly Rectified	Fully Rectified
Government policy and the extent of government spending in the field of primary prevention	The Ministry of Welfare, the Ministry of Education, and the Community Safety Authority do not operate according to a unified and coordinated policy in the field of primary prevention, and the estimated government spending on activities in the field of primary prevention was minimal (approximately 1.4%) compared to the estimated government spending on activities in the field of tertiary prevention	The Ministry of Welfare, Ministry of Education, Ministry of National Security and Community Safety Authority					
The centers' funding model	The previous funding model – which did not reflect the scope of services actually provided at the centers – resulted in under-budgeting of the centers' activities.	The Ministry of Welfare					



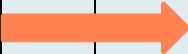
The Audit Chapter	The Deficiency in the Previous Audit Report	The Audited Body	The Extent of Deficiencies Rectification Noted in the Follow-up Audit				
			Not Rectified	Rectified to a Small Extent	Slightly Rectified	Significantly Rectified	Fully Rectified
Treatment at centers for the treatment and prevention of domestic violence for men who are in the cycle of violence	Of all adult patients (both men and women) in centers for the treatment and prevention of domestic violence, only 27% were men. This rate was lower among male patients in non-Jewish society (about 19%)	The Ministry of Welfare					
Treatment in centers for the treatment and prevention of domestic violence for people of Soviet and Ethiopian descent	There was not necessarily a match between the scope of the designated facilities allocated under the "Bridges" program and the actual needs of the local authorities, and the vast majority of the local authorities in which the program was implemented belonged to a medium or high socioeconomic index (25 out of 28 local authorities)	The Ministry of Welfare and Ministry of Aliyah and Integration					



The Audit Chapter	The Deficiency in the Previous Audit Report	The Audited Body	The Extent of Deficiencies Rectification Noted in the Follow-up Audit				
			Not Rectified	Rectified to a Small Extent	Slightly Rectified	Significantly Rectified	Fully Rectified
Physical accessibility and the treatment environment in social services departments and centers for the treatment and prevention of domestic violence	The buildings of the Center for the Treatment and Prevention of Domestic Violence and the Department of Social Services in the Bet Shemesh Municipality and the Shibli – Umm al-Ghanam Local Council were not accessible to persons with disabilities, as required by law and regulations	The Bet Shemesh Municipality					
		The Shibli – Umm al-Ghanam Local Council					
Enforcement of protection orders using electronic means	As of the previous audit end date, in November 2020, there were no tools in place to enable effective enforcement of protection orders in real time	The Israel Police					



The Audit Chapter	The Deficiency in the Previous Audit Report	The Audited Body	The Extent of Deficiencies Rectification Noted in the Follow-up Audit				
			Not Rectified	Rectified to a Small Extent	Slightly Rectified	Significantly Rectified	Fully Rectified
The working interface between social services departments and centers for the treatment and prevention of domestic violence, and between shelters	The previous audit raised difficulties in various aspects related to the working interfaces between the centers for the treatment and prevention of domestic violence and the social services departments and the shelters, including regarding cooperation with them; the treatment response provided to women referred to the shelters; and the shelter admission process, which was claimed to be selective and cumbersome and involved the filling out of numerous forms	The Ministry of Welfare					



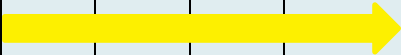


The Audit Chapter	The Deficiency in the Previous Audit Report	The Audited Body	The Extent of Deficiencies Rectification Noted in the Follow-up Audit				
			Not Rectified	Rectified to a Small Extent	Slightly Rectified	Significantly Rectified	Fully Rectified
Referring offenders to treatment as part of the hearing on a motion for a protection order	As of the previous audit end date, the Courts Administration did not have data on the number of protection orders in which men were referred for treatment, but according to data from the Ministry of Welfare, this year the courts referred only 89 people to domestic violence treatment and prevention centers. In addition, according to data from the Courts Administration, between 2015 and 2019, only about 14% of sitting judges (99 out of 725) participated in seminars on domestic violence	The Ministry of Welfare and the Courts Administration					



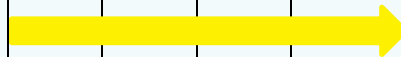


The Audit Chapter	The Deficiency in the Previous Audit Report	The Audited Body	The Extent of Deficiencies Rectification Noted in the Follow-up Audit				
			Not Rectified	Rectified to a Small Extent	Slightly Rectified	Significantly Rectified	Fully Rectified
Dropout rates from Probation Service treatment	Between 2015 and 2019, about a third of patients at Bet Noam in the center of Israel dropped out of treatment, and about 83% of patients at Bet Noam in southern Israel dropped out. Despite the difficulty violent men have in staying in treatment and the importance of staying in treatment in all aspects of monitoring treatment dropout rates, the Probation Service does not have data on dropout rates in the treatment groups	The Probation Service					





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			Not Rectified	Rectified to a Small Extent	Slightly Rectified	Significantly Rectified	Fully Rectified
Treatment and rehabilitation within prison walls	In 2019, approximately 62% of prisoners serving sentences for domestic violence offenses were integrated into treatment during their imprisonment (889 out of 1,438), and approximately 15% of prisoners serving sentences for domestic violence offenses (219 out of 1,438) were enrolled in dedicated rehabilitation programs	The Prison Service					







The Audit Chapter	The Deficiency in the Previous Audit Report	The Audited Body	The Extent of Deficiencies Rectification Noted in the Follow-up Audit				
			Not Rectified	Rectified to a Small Extent	Slightly Rectified	Significantly Rectified	Fully Rectified
Enrollment in a treatment-rehabilitative process in the community after release from prison	The vast majority of prisoners who have served prison sentences for domestic violence offenses are released on administrative release without their case being brought before the Parole Board, which has the authority to condition their release on integration into a community rehabilitation program. The same applies to prisoners who are not released on early release, if they are not found suitable for this due to their high level of dangerousness, and are therefore released only after serving their full term of imprisonment	The Ministry of Welfare, Ministry of National Security, Prison Service and Prisoner Rehabilitation Authority	