

7. Work Injury Insurance

A. General

Work injury insurance provides an insured person who is injured at work a right to receive a benefit or other defined assistance, in accordance with the nature of the injury. The benefits and assistance are:

- a. **Injury allowance** – paid to a salaried worker or self-employed worker who, as the result of a work accident, is unable to engage in his work or other suitable work. A worker – salaried or self-employed – is eligible for injury allowance for one injury for a period of no more than 91 days (13 weeks). Up to December 31, 2002, an injured person had been entitled to injury allowance for up to 26 weeks. It should be noted that when this maximum period was shortened, the clause under which the amount of payment was adjusted on the 91st day was repealed. The amount of the injury allowance is 75% of the injured person's income during the quarter-year prior to the injury.

In 2005 the initial period of entitlement to reimbursement of injury allowance from employers was increased from 9 days to 12 days. A person who does not have an employer, such as a self-employed worker, is not entitled to payment for the first 12 days.

In 2002 the rate of the injury allowance was reduced by 4%. This reduction was intended to have been maintained until the end of 2003. In May 2003, as part of the recovery plan, the period of reduction was extended until the end of 2006, when it was again extended until the end of 2007.

- b. **Work disability benefit** – paid to a work injured person who, following the injury, remained disabled for a limited period or permanently. The disability benefits are: a temporary disability pension, paid to work injured person for whom a temporary degree of disability of at least 9% is determined; a permanent disability pension, paid to work injured person for whom a permanent degree of disability of at least 20% is determined; a disability grant paid to a person for whom a permanent degree of disability of 9%-19% is determined; and a special pension and grant for one-time arrangements for work injured whose degree of disability is 75% or more. The amount of the temporary or permanent disability pension is set as a percentage of the injured person's income in the quarter-year prior to the injury; the amount of a full disability pension for an injured person with 100% degree of disability is 75% of his salary in the determining period, while the pension of an injured person with a degree of disability of under 100% is calculated in accordance with his degree of disability.

In 2003 regulations were set that revoked a disability pension following a work injury to migrant workers who do not have legal status in Israel. Under these regulations, such a worker, when he departs from Israel, will receive a payment for which he has been found to be eligible since the time of his departure. However the payment will not include the period for which the pension was revoked.

Also in 2003, rules were set with regard to payment of a benefit for the period prior to the submission of the claim. Following the amendment, a benefit may not be paid for a period of more than 12 months prior to the month in which the claim was submitted.

Payments of disability grants to work injured persons have undergone significant changes in recent years. Up to 2003, the rate of the grant was the equivalent of 70 pensions. Since July 1, 2003 a person who is injured receives a grant equivalent to 43 pensions (special rules of applicability regarding occupational diseases were determined). In 2005, the law was further amended and both a disability grant from work and a temporary disability pension began to be paid from a degree of disability of 9% – rather than 5% – for work injuries and occupational diseases. The Box in this chapter contains detailed figures on recipients of disability grants.

An additional amendment in 2005 laid down new rules for testing hearing impairments and tinnitus after exposure to noise in the workplace. It was determined that hearing impairments after exposure to noise are not to be viewed as work injuries unless certain conditions exist. In view of the fact that the law was amended in a shortened procedure, and in view of the NII's experience in its application, a proposal to amend the law, particularly by sharpening the definitions, is now being submitted.

On January 1 2006 regulations were laid down whereby is possible to deduct from persons disabled as a result of work injury – who are members of an organization of disabled persons – fees for mutual life insurance initiated and arranged by the organization.

- c. **Dependents' benefits** – paid to relatives of an insured person who was killed in a work accident or who died later as a direct result of the accident, if his family members were dependent on him for their living. The amount of the full dependents' pension is 75% of the salary of the deceased person in the determining period, while that of the partial dependents' pension is set according to the rate of eligibility, which, in turn, is set according to the number of dependents (for example, a widow without children is eligible for 60% of the full disability pension and a widow with three children, for the full pension).
- d. **Medical care costs (including hospitalization and medical rehabilitation)** – medical treatment is provided to the injured via the sick funds. The NII pays the sick funds for this care under an agreement with them. If necessary, the treatment also includes medical rehabilitation, recovery, nursing, etc.
- e. **Vocational rehabilitation** – given to disabled persons with permanent disability of 10% or more who are unable to return to their previous job or other job following a work injury.

Changes affecting work injury benefits in 2006

On January 1, 2006, the period of freezing benefits determined in the Economy Arrangements Law for 2002-2003 ended and work injury benefits began to be adjusted as follows:

- a. Work injury benefits are adjusted on January 1st of each year.

- b. A new value – the *basic amount*¹ – was added to the definitions. This replaces the *average wage*² for the purpose of calculating most benefits.
- c. The ceiling for the daily injury allowance is 75% of the *basic amount* multiplied by 5 and divided by 30.
- d. The National Insurance Law was augmented by a clause under which migrant workers and residents of the territories who work for an Israeli employer in the region are covered by work injury insurance.

B. Injury allowance

Table 1 indicates that in 2007 the number of people who received an injury allowance increased to about 67,700 (a rise of 5.2% compared with 2006).

99.1% of recipients of injury allowances in 2007 were injured after April 1st, 2005. This means that there were 12 days of incapacity at the employer's (for salaried workers) expense, while the self-employed are not paid for the first 12 days of incapacity. The limit of incapacity days is 91.

It should be noted that, out of 61,661 salaried workers who received an injury allowance in 2007, about 18,394 were employed by "authorized employers" under regulation 22, in other words, the National Insurance Institute does not compensate employers for injury allowance they paid for the first 12 days of eligibility. Regulation 22 determines that the National Insurance Institute may allow an employer to pay an injury allowance on behalf of the NII, and he must pay them at the times at which he normally pays the salary. The employer should submit a claim for the work injury sustained by the injured employee to the NII, and the NII will reimburse the employer for the amounts he paid (for 13 days or more), plus a commission of 2.5% of the injury allowance. If the NII rejects the claim the employer will not be reimbursed for the monies he paid to the employee.

In 2000 recipients of injury allowances comprised around 3% of all employees, while in 2005-2007 they accounted for 2.3% of employees. The gradual decrease between 1996 and 2005 (Table 2) occurred at the same time that the law was changed: making the employer liable for payment of injury allowances for the first days, and rescinding the allowance for persons who do not have an employer (between 1997 and 2005). In other words, the number of employees receiving injury allowances from their employers dropped together with the decline in the number of injury allowance recipients and the increase in the number of employees. The number of days of

1 The amount on which basis most benefits are calculated since January 2006. This amount is updated on January 1st each year, at the rate of the Consumer Price Index increase in the preceding year. The *basic amount* has three different rates for the purpose of updating the various benefits. For most benefits, the *basic amount* in 2007 was NIS 7,240; for child allowances it was NIS 152, and for old-age and survivor's pensions it was NIS 7,352.

2 The term *average wage*, when used by itself, refers to the average wage according to the National Insurance Law. It is calculated according to a method determined in this law on January 1st of every year, and afterwards each time that a compensation is paid to employed workers for price rises.

incapacity peaked in 2001 (40 days). Since then there has been a sharp drop (Table 1), resulting from a change in legislation (shortening the maximum period of payment of injury allowances from 26 weeks to 13 weeks, as of February 1st, 2002). The drop in the average days of incapacity stopped in 2003, and since then and up to 2007 the average has been around 34 days.

Table 1
Employees, Injury Allowance Recipients and Work Incapacity Days, 2000-2007

Year	Employees	Injury allowance recipients**	Work incapacity days	Average incapacity days per injured person
2000	2,519,800	76,185	2,863,296	37.6
2001	2,559,000	69,087	2,765,654	40.0
2002	2,569,200	70,025	2,594,111	37.0
2003	2,589,600	61,539	2,084,364	33.9
2004	2,634,000	65,776	2,204,345	33.5
2005	2,722,600	63,856	2,109,993	33.0
2006	*2,801,000	64,296	2,170,751	33.8
2007	*2,925,100	67,657	2,291,149	33.9

* According to CBS data for 2007 – National Accounting, employees comprises Israeli workers, migrant workers (reported and unreported) and residents of Judea, Samaria and Gaza.

** As of 1997, includes injured persons who did not receive actual payment from the National Insurance Institute due to an amendment in the law in that year, but whose claims were approved and who would have been eligible for payment had it not been for this law (the number of recipients of actual payment from the NII in 2007 was 58,188).

Table 2
Injury Allowance Recipients and Days of Work Incapacity, 2000-2007

Year	Injury allowance recipients as percentages of employees	Annual averages		
		Employees	Injury allowance recipients	Average days of work incapacity
2000	3.0	2.1	3.39	0.80
2001	2.7	1.6	-9.32	6.38
2002	2.7	0.4	1.36	-7.50
2003	2.4	0.8	-12.12	-19.65
2004	2.5	1.7	6.90	-0.10
2005	2.3	3.4	-2.90	-1.40
2006	2.3	2.9	0.70	2.40
2007	2.3	4.4	5.20	0.30

Table 3
Recipients of Injury Allowance, by Duration of Incapacity, 1996, 2000-2007

Year	Employed under permit	Incapacity days	Injury allowance recipients	Number of incapacity days									
				0	1-14	15-30	31-45	46-60	61-75	70-90	91	92 and over	
Absolute numbers													
1996	2,133,800	2,990,363	92,274	72	45,401	21,862	8,228	4,643	2,941		1,889		7,528
2000	2,388,800	2,863,296	76,185	52	31,683	17,964	7,691	4,677	3,050		2,136		8,932
2001	2,398,000	2,765,654	69,087	50	26,546	16,371	7,677	4,518	3,005		2,013		8,907
2002	2,402,200	2,594,111	70,025	48	26,634	16,733	7,746	4,587	3,158	3,081		3,281	*4,757
2003	2,435,600	2,084,364	61,539	30	22,677	14,897	6,965	4,236	3,019	4,159		5,094	*462
2004	2,496,000	2,204,345	65,776	38	24,536	15,841	7,293	4,405	3,259	4,750		5,456	* 198
2005	2,600,600	2,109,993	63,856	36	23,892	15,480	7,210	4,366	3,069	4,919		4,768	*116
2006	2,685,000	2,170,751	64,296	37	23,432	15,469	7,245	4,547	3,218	5,182		5,101	*65
2007	2,807,100	2,291,149	67,657	42	24,582	16,298	7,695	4,673	3,432	5,424		5,476	*35
Percentages													
1996			100.0	0.1	49.0	23.6	8.9	5.0	3.2		2.0		8.1
2000			100.0	0.1	41.6	23.6	10.1	6.1	4.0		2.8		11.7
2001			100.0	0.1	38.4	23.7	11.1	6.5	4.3		2.9		12.9
2002			100.0	0.1	38.0	23.9	11.1	6.6	4.5	4.4		4.7	6.8
2003			100.0	0.0	36.8	24.2	11.3	6.9	4.9	6.8		8.3	0.8
2004			100.0	0.1	37.3	24.1	11.1	6.7	5.0	7.2		8.3	0.3
2005			100.0	0.1	37.4	24.2	11.3	6.8	4.8	7.7		7.5	0.2
2006			100.0	0.1	36.4	24.1	11.3	7.1	5.0	8.1		7.9	0.1
2007			100.0	0.1	36.3	24.1	11.3	6.9	5.1	8.0		8.1	0.1

* Persons injured before January 31, 2002 who received injury allowance after that date.

Over the years the number of severe injuries for which claims were submitted to the NII has grown (Table 3): in 1996, 13.4 of recipients had 61 days or more of incapacity, and between 2001 and 2007 this number increased to approximately 20%-21% of recipients.

Table 4 contains data on the employees (the data comes from National Accounting at the CBS) and injury allowance recipients of Israeli residents, residents of the territories and migrant workers between 2000 and 2007. The rate of employees who received injury allowances among migrant workers and among residents of the territories was low in all these years. One might have expected the rate of the injury allowance recipients in these groups to be at least at the level of Israeli residents, considering the high-risk sectors (agriculture and construction) in which they work. The actual low rate apparently reflects inadequate reporting on work injuries in this group, resulting from lack of knowledge of rights, concern over the possibility of losing their place of work if they miss work because of the accident and concern over their illegal status and over their fate if their illegal status in the country becomes known. If they sustain a severe work injury, however, they have no choice but to apply for medical care and to submit a claim for an injury allowance and a disability allowance. The NII pays the one-time treatment costs for migrant workers injured in a work accident who did not submit a claim for an injury allowance directly at the emergency room (ER). From this source alone it is known that in 2007 2,094 migrant workers were treated at hospital ERs, 3.9 times the number of migrant workers who received an injury allowance in 2007. It should be noted that among residents of Israel the ratio between persons applying for medical care without submitting a claim and those who submitted claims is about 1:2. Under the law, up to February 28th, 2003 migrant workers and residents of the territories hurt in a work accident were eligible for the full benefits provided to work injured, whether or not they had a work permit. As of March 1st, 2003 the benefits for migrant workers without legal status in Israel began to be revoked. When such workers leave Israel they receive the allowance to which they are eligible as of the time of their departure, and the payment does not include the period during which their allowance was revoked. The gradual decrease in the number of migrant workers up to 2006 was expected following the amendments to the legislation and the activities of the immigration police. In 2007 there was an increase in the number of reported and non-reported migrant workers.

Table 4
**Employees, Recipients of Work Allowances and Days of Incapacity,
 by Type of Residency, 2000-2007**

	Total	Israeli residents	Residents of territories	Migrant workers
2000				
Employees	2,519,800	2,217,900	95,900	206,000
Injury allowance recipients	76,185	73,680	1,552	953
Rate of injury allowance recipients out of employees	3.0	3.3	1.6	0.5
Average days of incapacity	37.6	37.4	46.5	33.7
2001				
Employees	2,559,000	2,264,900	47,800	246,300
Injury allowance recipients	69,087	67,847	290	950
Rate of injury allowance recipients out of employees	2.7	3.0	0.6	0.4
Average days of incapacity	40.0	40.0	56.1	37.3
2002				
Employees	2,570,200	2,284,400	30,300	255,500
Injury allowance recipients	70,025	68,900	146	979
Rate of injury allowance recipients out of employees	2.7	3.0	0.5	0.4
Average days of incapacity	37.0	37.0	63.4	36.8
2004				
Employees	2,634,000	2,400,800	37,400	195,800
Injury allowance recipients	65,776	65,142	262	372
Rate of injury allowance recipients out of employees	2.5	2.7	0.7	0.2
Average days of incapacity	33.5	33.4	53.1	34.5
2005				
Employees	2,722,600	2,493,600	46,300	182,700
Injury allowance recipients	63,856	63,267	178	411
Rate of injury allowance recipients out of employees	2.3	2.5	0.4	0.2
Average days of incapacity	33.0	33.0	52.1	33.3
2006				
Employees	2,801,000	2,573,600	47,100	180,300
Injury allowance recipients	64,296	63,522	175	599
Rate of injury allowance recipients out of employees	2.3	2.5	0.4	0.3
Average days of incapacity	33.8	33.8	44.8	28.4
2007				
Employees	2,925,100	2,691,000	48,700	185,400
Injury allowance recipients	67,657	66,868	246	543
Rate of injury allowance recipients out of employees	2.3	2.5	0.5	0.3
Average days of incapacity	33.9	33.9	42.5	27.8

* Source: National Accounting – CBS.

In 2007 the average number of days of incapacity of migrant workers was lower than that of residents of Israel, although it was expected to be higher, due to the economic sectors in which

they work. While the average number of days of incapacity of workers in Judea and Samaria was lower than in 2006, it is still high, even though their type of employment is similar to those of migrant workers.

Another area from which it is difficult to gather data on work safety is manpower companies and contractors. These do not have a special code of an economic sector, trade or employer's legal status.

According to the data of the Central Bureau of Statistics, the number of persons employed by manpower companies rose by about 21% between 2004 and 2007. These are employees who were placed in jobs by manpower companies or contractors, from which they receive their wages, while their workplace is responsible for the implementation of their work as well as for their work safety. This group does not include persons employed by means of sub-contractors, generally in the fields of security, cleaning or care-giving.

A similar problem exists with contracting companies that supply services, not manpower, and regarding which the obligations applying to manpower companies – particularly the obligation of licensing – do not apply. The condition for receiving and renewing a license is meeting the requirements of labor laws and work safety.

Due to the difficulties in identifying these groups, it is not possible to examine whether these employees are exposed to risks, and whether the fact of their being “different” in their workplaces reduces their employers' responsibility towards them.

Table 5 differentiates between employees and self-employed. The number of self-employed persons who received injury allowances declined from 9,483 in 1997 to 5,996 in 2007 (from 11.3% to 8.9%), both following the change in the law regarding the first 9 days and the first 12 days, and also due to the wave of closures of small businesses during the recession. The average number of days of incapacity among self-employed is around 45% higher than of salaried employees (47 days compared with 33 days respectively).

Table 5
Injury Allowance Recipients, by Work Status and Days of Incapacity, 2007

Type of insured person	Injury allowance recipients		Average days of incapacity
	Absolute numbers	Percentages	
All recipients	67,657	100.0	33.9
Employees	61,661	91.1	32.6
Self-employed	5,996	8.9	47.3

There were no significant changes in the breakdown of employee work injuries in accordance with work sector between 1997 and 2007. Around 23% worked in industry, 14% in trade and workshops, 12% in business services (including worker recruitment and provision of manpower services and guard, security and cleaning activities) and 10% in construction. In terms of the severity of injury (assessed here according to the number of days of work incapacity), the construction sector is in first place (43 days), followed by transport and storage (about 36 days), trade and workshops (34 days), business services and agriculture (32 days each) and industry (around 30 days).

Table 6
**Injury Allowance Recipients, by Work Status and Economic Sector,
 December 2007 and December 2006**

Economic sector	December 2007			December 2006		
	Recipients	Percentages	Incapacity days	Recipients	Percentages	Incapacity days
Total	67,657		2,291,149	64,296		2,170,751
Total employees	61,661	100.0%	2,007,784	58,352	100.0%	1,889,356
Agriculture	2,025	3.3	65,631	1,940	3.3	62,594
Industry	13,948	22.6	412,168	12,887	22.1	375,997
Electricity and water	631	1.0	18,865	654	1.1	17,849
Construction	6,286	10.2	269,732	6,076	10.4	256,551
Trade, auto repair	8,303	13.5	282,935	7,739	13.3	264,868
Hospitality and food	3,533	5.7	103,830	3,338	5.7	92,907
Transport, storage	4,453	7.2	158,947	4,422	7.6	160,644
Banking, insurance	901	1.5	26,626	809	1.4	22,412
Real estate, business services	7,444	12.1	241,229	6,806	11.7	220,969
Public service	5,580	9.0	154,665	5,446	9.3	151,104
Education	2,317	3.7	68,600	2,407	4.1	72,505
Community service	1,666	2.7	63,383	1,521	2.6	57,692
Health, welfare	4,049	6.6	120,019	3,626	6.2	107,127
Other and unknown	525	0.9	20,954	681	1.2	26,137
Self-employed	5,996		283,365	5,944		281,395

C. Another view of work injury allowance recipients

With the increase in the number of women in the workforce in the last two decades, the percentage of female recipients of injury allowances has also risen. The figures for the second half of the 1990's and beginning of the 21st century indicate that the percentage of female recipients rose from 19.8% in 1995 to 29.2% in 2007 (Table G/2 in the Appendix of Tables). The median age of women who receive injury allowances is 44 while the age median for men is 39. Examination of the breakdown of men and women based on age groups indicates that in the younger groups (up to 34) men comprise 77%, and in the older groups (45-59) they comprise only about 63%. The average number of days of incapacity for women is lower than that for men: 29.6 compared with 35.6 (Table 7).

Table 7
Recipients of Injury Allowance and Employed Persons, by Age and Gender, 2007

Age	Injury allowance recipients – numbers			Israeli employed persons* – numbers			Injury allowance recipients as percentage of employed persons		
	Total	Men	Women	Total	Men	Women	Total	Men	Women
Total	67,657	47,928	19,729	2,682,000	1,441,900	1,240,100	2.5	3.3	1.6
Up to 17	273	237	36	46,626	26,581	20,019	0.6	0.9	0.2
18-24	7,375	5,743	1,632	343,906	163,721	180,527	2.1	3.5	0.9
25-34	16,970	12,889	4,081	779,643	422,682	356,904	2.2	3.0	1.1
35-44	15,407	11,239	4,168	628,301	337,033	291,280	2.5	3.3	1.4
45-54	15,234	9,771	5,463	569,925	300,937	269,078	2.7	3.2	2.0
55-59	6,874	4,131	2,743	181,447	102,385	78,984	3.8	4.0	3.5
60-64	3,713	2,520	1,193	73,372	48,454	24,771	5.1	5.2	4.8
65+	1,811	1,398	413	58,781	40,107	18,536	3.1	3.5	2.2

* Source: the website of the Central Bureau of Statistics, Human Resources surveys, Table 2.2: employed persons by gender.

The number of traffic accidents on the way to work between 1996 and 2007 rose from about 9% of all work injuries to about 14% (Table 8). On the other hand, the number of **traffic accidents in the course of professional duties** remained stable (about 6%). Traffic accidents in general cause a longer period of incapacity than do other accidents. Moreover, the number of days of incapacity caused by traffic accidents **at work** is significantly greater than for other traffic accidents (39 days compared to 33 days for accidents on the way to work). It is possible that this discrepancy is result of differences in the severity of the traffic accidents on intercity highways as compared with urban roads.

The breakdown of injury benefit recipients, according to **the cause of the accident and the results of the injury** (nature) varies only slightly among the years. The principal cause of injury at work is **falling**: in 2006 there were 17,600 incidents, with about 27% of injury allowance recipients injured as the result of a fall (average of 39.5 days of incapacity per casualty). A differentiation should be made between falling off a ladder, scaffolding or crane (2,086 cases with an average of 49 days of incapacity per casualty), falling from a building or structure (1,748 cases with an average of 47 days of incapacity per casualty), and falling after slipping or stumbling on stairs (2,782 cases with an average of 37 days of incapacity per casualty). 10,668 falls occurred on a level surface due to slipping, stumbling or being pushed. About 41% of falls caused dry blows, and about 31% caused crushing. The remainder caused pulls and sprains (7%), fractures (13%) and injury to bones and muscles.

Table 8
**Injury Allowance Recipients by Place of Injury and Days of Incapacity,
 1996, 2002-2007**

Year	Accidents at work			Accidents on the way to work		
	Total	During work*	Traffic accidents	Traffic accidents	On the way, without a car	Other
1996						
Numbers	92,274	75,341	5,361	8,310	2,880	382
Percentages	100.0	81.7	5.8	9.0	3.1	0.4
2002						
Numbers	70,025	50,529	4,327	10,645	3,671	853
Percentages	100.0	72.2	6.2	15.2	5.2	1.2
Average days of incapacity	37.0	35.9	47.1	38.5	36.0	39.3
2004						
Numbers	65,776	46,888	4,638	9,655	3,455	1,140
Percentages	100.0	71.3	7.0	14.7	5.3	1.7
Average days of incapacity	33.5	32.8	40.6	33.3	33.9	36.7
2005						
Numbers	63,856	45,096	3,907	9,570	3,612	1,671
Percentages	100.0	70.6	6.1	15.0	5.7	2.6
Average days of incapacity	33.0	32.6	38.5	32.5	33.0	35.9
2006						
Numbers	64,296	45,374	3,833	9,339	3,575	2,175
Percentages	100.0	70.6	6.0	14.4	5.6	3.4
Average days of incapacity	33.8	33.4	39.1	32.3	33.9	37.5
2007						
Numbers	67,657	47,757	4,092	9,571	3,991	2,246
Percentages	100.0	70.6	6.0	14.2	5.9	3.3
Average days of incapacity	33.9	33.4	38.9	32.9	35.4	37.0

* Bruising and injuries at work that are not traffic accidents.

The second most common cause of work injuries is **traffic accidents**: in 2006, about 24% of injury allowance recipients were involved in traffic accidents, with an average of 35.4 days of incapacity per casualty. The third cause is machines, tools and appliances (29 days of incapacity on average) – about 13% of injury allowance recipients were injured in such incidents in 2006. The fourth cause is **a blow to the body** (13% of those injured, 30 days of incapacity on average). The fifth cause is **over-exertion** (10% of those injured, 36 days of incapacity on average). The highest average of days of incapacity relates to **occupational diseases** – 50 days. Although the list of occupational diseases is a closed one, in cases in which the ailment does not appear in the list and – according to an expert – there is a clear causal connection between it and the working conditions, the ailment will be recognized as a work injury. Most of the claims for injury allowance for an occupational disease are submitted for the purpose of determining disability from work.

The most frequent injury, although not the most severe, is **dry blows** – about 23% of injury allowance recipients in 2006 suffered this type of injury, and the average days of incapacity for it is 34. In addition, 23% of injury allowance recipients were injured by crushing, with an average of 34 days of incapacity. Another frequent injury (about 20% of cases) with an average of 32 days of incapacity, and which is generally connected to ergonomic circumstances, is **sprains/strains**, whereby the ligaments that hold the joint in place are pulled while the bone stays in its place. **Cuts** are suffered by about 11% of injury allowance recipients, particularly in the upper body. The severity of the injury is not too great and the average number of days of incapacity is about 27. **Fractured limbs** were suffered by 77% of injury allowance recipients, with the longest absence from work affecting those injured in the lower limbs: an average of 63 days of incapacity compared with 56 days for those suffering fractures in the upper part of the body. **Dislocation** without a fracture causes a relative long absence from work – 55 days (details in Table G/3 in the Appendix).

The upper limbs are the most vulnerable in work accidents: fractures and cuts in the upper limbs led to absences from work of about 14% of injury allowance recipients. Long absences from work were caused by injury to internal systems, such as the blood system (64 days).

The average number of days of incapacity is steady – about 33 since 2003, after dropping from 40 in 2001 (following a change in the law in February 2002 which determined the maximum period for payment of injury allowances as 13 weeks).

The difference in the average injury allowance per day between self-employed persons and employees remained unchanged between 2005 and 2007, while in 2007 it rose in real terms and as a percentage of the average wage.

Table 9
Average Injury Allowance per Day, by Work Status, 2000-2007

Year	Employees			Self-employed		
	Current prices (NIS)	2007 prices (NIS)	Percentages of average wage	Current prices (NIS)	2007 prices (NIS)	Percentages of average wage
2000	147.4	164.4	65.5	161.6	180.2	71.8
2001	155.8	171.7	68.4	165.0	181.9	72.5
2002	157.7	164.6	65.5	170.5	177.8	70.8
2003	153.0	158.5	63.1	167.6	173.6	69.1
2004	151.6	157.6	62.8	174.2	181.2	72.2
2005	152.6	156.6	62.4	159.7	164.0	65.3
2006	153.5	154.3	61.5	161.5	162.4	64.7
2007	159.9	159.9	62.9	167.9	167.9	66.1

D. Work disability benefits

The number of recipients of permanent disability pensions has risen steadily each year by over 1,000 disabled persons, reaching 27,799 in 2007. Most work disability pension recipients have low

degrees of disability, and this is particularly noticeable among women: 65% have a disability degree of 20%-39% compared with 58% of men, and only 9% of men and 7% of women have a degree of disability in excess of 80%. Around 20% of male work disability pension recipients are aged over 65, whereas 25% of the women are over 60 (Table G/4 in the Appendix of Tables). Work disability pension recipients may, when they reach pension age, choose between continuing to receive a work disability pension or receiving an old-age pension.

Table 10
Permanent Disability Pension Recipients, by Work Status, 2000-2007

Year	Total		Employees	Self-employed
	Numbers	Percentages annual change		
2000	19,813	6.5	17,445	2,371
2001	20,810	5.0	18,309	2,501
2002	21,772	4.6	19,140	2,633
2003	22,960	5.5	20,176	2,784
2004	24,003	4.5	21,083	2,920
2005	25,179	4.9	22,120	3,059
2006	26,442	5.0	23,216	3,227
2007	27,799	5.1	24,406	3,393

The average permanent disability pension in 2007 was NIS 2,817 for employees and NIS 3,144 for self-employed persons. The value of the pension both in real terms and as a percentage of the average wage dropped slightly for self-employed and rose slightly for employees. As in previous years, in 2006 too pensions for self-employed were higher than employees' pensions.

Table 11
Permanent Disability Pension Value by Work Status (monthly average), 2000-2007

Year	Employees			Self-employed persons		
	Current prices (NIS)	2007 prices (NIS)	Percentage of average wage	Current prices (NIS)	2007 prices (NIS)	Percentage of average wage
2000	2,416.7	2,693.6	35.8	2,715.1	3,026.1	40.2
2001	2,667.1	2,940.1	39.0	3,019.3	3,328.4	44.2
2002	2,686.5	2,801.8	37.2	3,028.6	3,158.7	41.9
2003	2,743.0	2,840.9	37.7	3,074.7	3,184.4	42.3
2004	2,752.3	2,862.1	38.0	3,086.0	3,209.0	42.6
2005	2,740.6	2,813.3	37.4	3,086.4	3,168.2	42.1
2006	2,817.4	2,832.6	37.6	3,144.4	3,161.4	42.0
2007	2,823.0	2,823.0	37.0	3,131.1	3,131.1	41.1

E. Disability grants

A disability grant is paid to a work disabled person whose degree of disability is steady and less than 20%, but not less than 9%. The amounts of the grants for work injured persons, as well as conditions of entitlement for them, have undergone significant changes in recent years. Up to the introduction of the Economy Recovery Plan Law in June 2003, the amount of the grant was the equivalent of 70 monthly pension payments. This law determined that a person injured on July 1st 2003 or thereafter will receive a grant equal to 43 pensions. Following this change in the law there was a sharp decline in the average disability grant: in 2003 the average grant (in 2005 prices) was about NIS 46,000 for an employee and about NIS 41,170 for a self-employed person, while in 2007 the average grant was about NIS 26,700 for an employee and about NIS 24,975 for a self-employed person.

Under the 2005 Economy Arrangements Law, work disability grants are paid from a disability degree of 9% onwards, instead of 5%. This led to a reduction in the number of grants: in 2007 9,966 grants were paid, compared with 11,807 in 2006, 87.5% of which were paid to employees. The number of grants is expected to continue to decrease until the law fully matures.

Table 12
Average Disability Grants, by Work Status (NIS), 1996-2007

Year	Employees		Self-employed persons	
	Current prices (NIS)	2007 prices (NIS)	Current prices (NIS)	2007 prices (NIS)
1996	26,444	36,027	29,865	40,688
1997	31,256	39,067	29,356	36,692
1998	33,561	39,786	33,850	40,129
1999	38,192	43,039	38,813	43,740
2000	43,582	48,568	43,630	48,621
2001	46,209	50,928	45,992	50,688
2002	49,458	51,574	44,040	45,925
2003	46,010	47,660	41,171	42,647
2004	40,656	42,288	36,742	38,217
2005	32,713	33,580	29,218	29,993
2006	29,124	29,281	25,931	26,071
2007	26,688	26,688	24,975	24,975

F. Dependents' benefits

The number of dependents' pension recipients steadily increased from 3,286 in 1985 to 4,482 in 2007. The rate of increase is about 0.8%-1.5% a year (Table 13).

Table 13
Dependents' Benefits Recipients, by Work Status, 1996-2007

Year	Total		Employees	Self-employed persons
	Numbers	Percentages annual change		
2000	4,158	1.4	3,564	594
2001	4,199	1.0	3,601	598
2002	4,253	1.3	3,647	606
2003	4,306	1.2	3,698	608
2004	4,349	1.0	3,740	609
2005	4,399	1.1	3,792	607
2006	4,446	1.1	3,834	613
2007	4,482	0.8	3,868	614

The average monthly amount of dependants' pensions paid in 2007 was about NIS 5,185 for employees and about NIS 5,451 for the self-employed. The value of the dependants' pensions has dropped both in real terms and as a percentage of the average wage for the self-employed, and has risen slightly in real terms for employees.

Table 14
Average Monthly Dependants' Pension, by Work Status, 2000-2007

Year	Employees			Self-employed persons		
	Current prices (NIS)	2007 prices (NIS)	Percentages of average wage	Current prices (NIS)	2007 prices (NIS)	Percentages of average wage
2000	4,446.6	4,955.9	65.8	4,826.6	5,379.3	71.4
2001	4,889.8	5,401.5	71.7	5,269.3	5,808.9	77.1
2002	4,976.5	5,190.1	68.9	5,359.0	5,589.1	74.2
2003	4,964.4	5,141.6	68.3	5,362.4	5,553.8	73.7
2004	4,955.7	5,153.2	68.4	5,353.1	5,564.4	73.9
2005	5,007.5	5,140.3	68.3	5,395.5	5,538.5	73.5
2006	5,126.7	5,154.4	68.4	5,449.8	5,479.2	72.8
2007	5,185.3	5,185.3	68.0	5,451.1	5,451.1	71.5

G. Scope of payments

Payments made in the Work Injury branch in 2007 totaled NIS 2.8 billion. Table 15 indicates that this sum comprises a drop of 0.15% in real terms as compared with 2006.

Table 15
Total Payments* in Work Injury Branch (NIS thousand), 2000-2007

Year	Current prices (NIS)	2007 prices (NIS)	Real change (Percentages)
2000	2,212,449	2,465,989	17.60
2001	2,457,869	2,709,185	9.90
2002	2,572,500	2,682,985	-1.00
2003	2,590,000	2,682,459	-0.02
2004	2,639,114	2,744,304	2.30
2005	2,649,630	2,719,880	-0.90
2006	2,742,931	2,757,743	1.40
2007	2,753,714	2,753,714	-0.15

* Including payments for injury allowances, disability benefits, dependants' benefits, treatment costs and rehabilitation costs.

Table 16 shows a breakdown of all payments in the Work Injury branch according to the main components: injury allowance, disability benefit, dependants' benefit, medical care costs and rehabilitation costs. Disability benefits account for the majority of payments in the branch: 62.4% in 2007. There was no change in dependents' benefit payments between 2007 and 2006. However, the number of disability grants and payments for them decreased, as explained in clause D above. The disability and dependents' pensions are the component paid over time (up to pension age, and sometimes thereafter). The percentage of injury allowance payments dropped steadily from 1996 (21.9%) to 2006 (9.1%), apparently due to the aforementioned changes in the law, and in 2007 the percentage of injury allowance payments rose by half a percent. Expenditure on medical care rose gradually from 2001 to 2005, and dropped between 2006 and 2007. Rehabilitation costs in 2007 totaled about 5.2% of all sector costs, compared with less than 1% in 1985.

Table 16
Total Payments* in Work Injury Branch, by Benefit Type (percentages), 2000-2007

Year	Total	Injury allowance	Disability benefit	Dependant's benefit	Treatment costs	Rehabilitation costs
2000	100.0	17.7	53.9	11.2	13.1	4.1
2001	100.0	15.6	57.0	11.0	11.9	4.5
2002	100.0	14.4	57.5	10.9	12.4	4.8
2003	100.0	10.8	61.0	11.1	12.4	4.7
2004	100.0	10.2	62.0	10.9	12.6	4.2
2005	100.0	9.5	60.3	11.6	14.2	4.4
2006	100.0	9.1	61.6	11.2	13.4	4.7
2007	100.0	9.6	62.4	11.2	11.6	5.2

* Not including accident prevention activities, work safety activities, research, special projects, legal aid, medical committees and professional opinions.