

General Disability Insurance

Benefits in the General Disability Division

In the framework of the General Disability Division, the following benefits are paid by law:

- Disability pension – minimum subsistence income for the disabled whose ability to earn a living from work or their occupation is impaired (paid since 1974).
- Attendance allowance – paid to disabled people who depend on the help of others in carrying out daily activities or who need constant supervision, to finance assistance in supporting them with these activities (since 1979).
- Disabled child pension – paid to families caring for a disabled child at home (since 1981).

The Division also handles benefits that are not under the National Insurance Law:

- Mobility allowance – paid to people with reduced mobility (those who suffer from leg impairments as specified in the law), in order to participate in expenses related to their mobility outside the home (since 1975).
- Compensation for scalp ringworm victims – paid to individuals who were treated with radiation for this condition in the years 1946-1960 and consequently became ill (since 1995).
- Compensation for polio victims – paid to anyone who contracted polio in Israel or was treated in Israel and subsequently suffered a medical disability (since 2007).

Benefit Recipients

In 2018, about 251,000 insured people received a general disability pension – an increase of 3.6% in comparison with 2017 (Table 1), and more than 355 thousand received one or more benefits from the General Disability Division of the National Insurance Institute (NII) – an increase of 2.6% in comparison with 2017 (Table 2). Disabled people who do not receive a pension are those whose degree of disability has not passed the threshold criteria for the pension or they have not lost their earning capacity or failed to utilize their rights. Disability pensions are also paid by the Work Injury and Hostile Actions Casualties Divisions of the NII, as well as the Rehabilitation Division of the Ministry of Defense.

A 2012 research¹ found that 24.7% of the working-age population in Israel define themselves (subjective definition) as having some kind of disability that impairs their functioning. Therefore, only about a quarter of those who define themselves as disabled receive a disability pension from the NII.

¹ Naon and others (2012) **Working-Age Handicapped in Israel – Incidence in the Population, Characteristics, and Employment Status**. The National Insurance Institute and Myers-Joint – Brookdale Institute.

Recipients of a **general disability pension** constitute approximately 87% of all those entitled to benefits from the Division (Table 2). Their average number per month in 2018 reached 250,902, which is 4.8% of the population at the age of entitlement to a pension (from 18 to retirement age). After about a decade during which the retirement age changed and Amendment 109 to the Law was enacted (Laron Law), the annual growth rate in the number of pension recipients increased and stabilized at 3.6%, higher than the growth rate of the working-age population (1.7%).

Table 1: Recipients of Benefits in the Disability Division, by Type of Benefit (Monthly Average), 2014-2018

Year	Disability pension		Attendance allowance		Disable child		Mobility	
	Number of recipients	Change %	Number of recipients	Change %	Number of recipients	Change %	Number of recipients	Change %
2014	226,552	1.8	46,214	13.1	40,473	12.4	36,601	3.7
2015	229,745	1.4	50,823	9.8	44,624	10.3	37,910	3.6
2016	233,945	1.8	54,986	8.2	49,616	11.2	39,372	3.9
2017	242,100	3.5	58,537	6.5	54,929	10.7	40,920	3.9
2018	250,902	3.6	62,077	6.0	60,604	10.3	42,978	5.0

The growth rate in the number of **attendance allowance** recipients is still steadily rising, following a significant increase in previous years (as results of the addition of the IADL test to the eligibility test and the shortening of the waiting period for eligibility), but this increase moderates over the years. The number of children receiving a benefit (**disabled child benefit**) also increased, although the effect of expanding the grounds entitling to the benefit (**Or-Noy Regulations 2**) was expected to pass. The number of recipients of a **mobility allowance** increased by 5% compared to 2017.

Since November 1999, those who fulfill all the conditions and definitions in the laws and regulations may receive more than one benefit from the General Disability division for the same period. In December 2017, 59,256 adults and 4,577 minors simultaneously received two or more benefits (Tables 2 and 3). Two benefits stood out in particular, the attendance allowance where about 78% of recipients are also entitled to additional benefits (usually a disability pension), compensation to polio victims where about 73% of eligible people were also entitled to another benefit (usually mobility allowance).

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Table 2: Recipients of Disability Benefits, by Number of Benefits – Adults, 2017-2018 (December)

Number of benefits / benefit type	Number of recipients 2017	Change from 2016 (%)	Number of recipients 2018	Change from 2017 (%)
Total				
Disabled adults	283,191	4.9	292,521	3.3
General disability	246,259	4.6	253,567	3.0
Attendance	59,877	6.4	62,965	5.2
Mobility	37,528	5.6	39,106	4.2
Scalp ringworm	4,650	2.8	4,747	2.1
Polio	4,151	-1.0	4,103	-1.2
One benefit				
General disability only	195,052	4.4	200,498	2.8
Attendance only	12,629	8.3	13,627	7.9
Mobility only	13,247	6.0	13,743	4.2
Scalp ringworm only	4,134	4.2	4,747	2.1
Polio only	1,130	-0.4	4,103	-1.2
Two benefits				
General disability and attendance	32,080	5.9	33,323	3.9
General disability and mobility	7,473	6.7	7,730	3.4
General disability and scalp ringworm	154	-22.2	125	-18.8
General disability and polio	174	-6.5	142	-18.4
Attendance and mobility	3,402	11.1	3,723	9.4
Attendance and scalp ringworm	157	7.5	162	3.2
Attendance and polio	71	12.7	82	15.5
Mobility and scalp ringworm	73	-2.7	77	5.5
Mobility and polio	1,473	1.3	1,500	1.8
Scalp ringworm and polio	Less than 10	-	Less than 10	-
Three benefits				
General disability, attendance and mobility	10,511	4.6	11,035	5.0
General disability, attendance and scalp ringworm	41	-4.7	33	-19.5
General disability, attendance and polio	37	-19.6	32	-13.5
General disability, mobility and scalp ringworm	Less than 10	-	Less than 10	-
General disability, mobility and polio	395	-12.4	343	-13.2
Attendance, mobility and scalp ringworm	66	11.9	31	-7.6
Attendance, mobility and polio	542	13.6	583	7.6
Mobility, scalp ringworm and polio	Less than 10	-	Less than 10	-
Four benefits				
General disability, attendance, mobility and scalp ringworm	14	-6.7	13	-7.1
General disability, attendance, mobility and polio	325	-13.1	289	-11.1
Attendance, mobility, scalp ringworm and polio	Less than 10	-	Less than 10	-

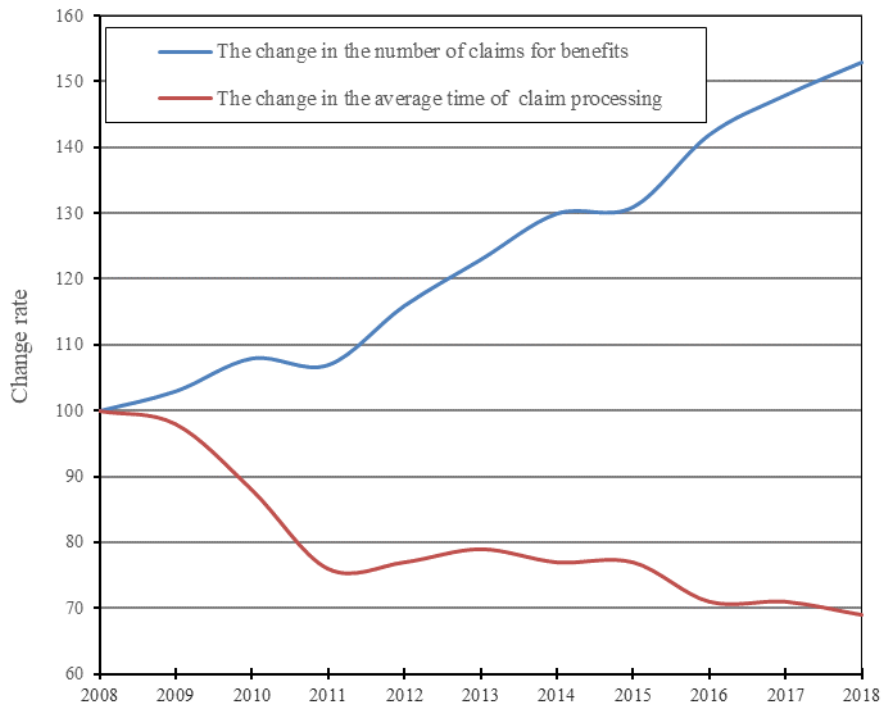
Table 3: Recipients of Disability Pensions, by Number of Benefits – Minors, 2017-2018 (December)

Benefit	Number of recipients 2017	Change from 2016 (%)	Number of recipients 2018	Change from 2017 (%)
Total	57,282	10.5	63,292	10.5
One benefit				
Disabled child	52,546	11.3	58,473	11.3
Mobility	240	9.6	242	0.8
Two benefits				
Disable child and mobility	4,496	2.0	4,577	1.8

Improvement of Service and Full Utilization of Rights

The NII is working to improve the service and to increase the level of utilization of insured rights. A prominent measure of the quality of service is the length of time from the filing of the claim until the decision is made, and with respect to utilization of rights – the number of claims submitted. Thus, despite the steady increase in the number of claims in the last four years, the average processing time for a disability pension claim has been steadily declining, and in 2018 it was 31% lower than in 2008 (49.7 days on average). This decrease was mostly achieved in the years 2008-2011 (Figure 1).

Figure 1: Change in the Number of Disability Pension Claims and in the Average Claim Processing Time, 2008-2018



Legislative Changes in the Past Decade

Laron Law (2009): In August 2009, Amendment 109 to the National Insurance Law (Laron Law) came into force, which improved the conditions of entitlement to a disability pension for those going out to work. The main change following the amendment was the possibility to increase the income from work without denying the entitlement to the pension and the accompanying benefits, and to ensure that the total amount from the salary and the benefit will always be higher than the amount of the pension alone². Eligible people were divided into two groups according to their chances of integrating into work (see below Disabled earners), and different levels of wages were created to encourage even those with severe disabilities or long-term eligibility. A new benefit was paid – an encouragement benefit, instead of a disability pension, for those whose wages were higher than the

2 Until the amendment was applied, the benefit had been terminated in accordance with income (when the income from work was higher than 37.5 / 45 / 55% of the average wage). It is now offset as follows: for income of 29%-68% of the average wage – a 30% offset; For income of 68%-93% – offset of 40%; And for income over 93% – by 60%. Work income that does not exceed 29% of the average wage is not deducted.

amount stipulated by law (45%-60% depending on the group), if they were entitled to a disability pension for at least 12 months. Eligible groups were (a) severely disabled or long-term eligible, if their income from work did not exceed 60% of the average wage (severe disability: a person with a medical disability of at least 70%, or a mental retardation or mental disability of at least 40%. Long-term eligibility: a person entitled to a pension for at least 60 months in the 7 years preceding August 1st, 2009); (b) Those whose income from work does not exceed 45% of the average wage.

Repeal of the Laron Law (2017): The distinction between the two groups was abolished but the gradual deduction from the pension, due to income from work, was maintained. A uniform income threshold was set for entitlement to a pension – 60% of the average wage, so that those with higher income will continue to receive a disability pension and will even be able to increase their income without the need for 12 months of seniority. The encouragement benefit was canceled and all payments are made as part of the disability pension.

Pension also paid to sick pay beneficiaries (2017): The disability pension also started to be paid to beneficiaries of sick pay from their employer, so that severely disabled people could start receiving a pension from the 31st day entitling to a pension (instead of from the 91st day). Sick pay will only be deducted in order to check the determining date and will then be considered as income from work. All insured people who were denied payment of their pension in 2016 due to sick pay, received a letter regarding the renewal of eligibility examination process.

Cancellation of the obligation to be re-examined to determine eligibility for the degree of incapacity (2017): Those who have a valid degree of incapacity will continue to receive the pension without re-examination.

Increase in the disregard (2017): The disregard amount was raised from 21% to 29% of the average wage: one can earn up to 29% of the average wage without prejudice to the pension, so that the total amount of the pension and wage will be at least the minimum wage (see box).

Disability pension

Conditions of entitlement

A person who is a resident of Israel is entitled to a monthly pension, from the age of 18 until retirement age, if his ability to earn a work income is impaired due to his disability (income from a source other than work is not taken into account). The pension guarantees a minimum subsistence income according to the terms of the Law. There are two groups of entitled to a pension: disabled earners and housewives.

Box 1: Increase in Disability Pensions – Amendment 200 to the National Insurance Law

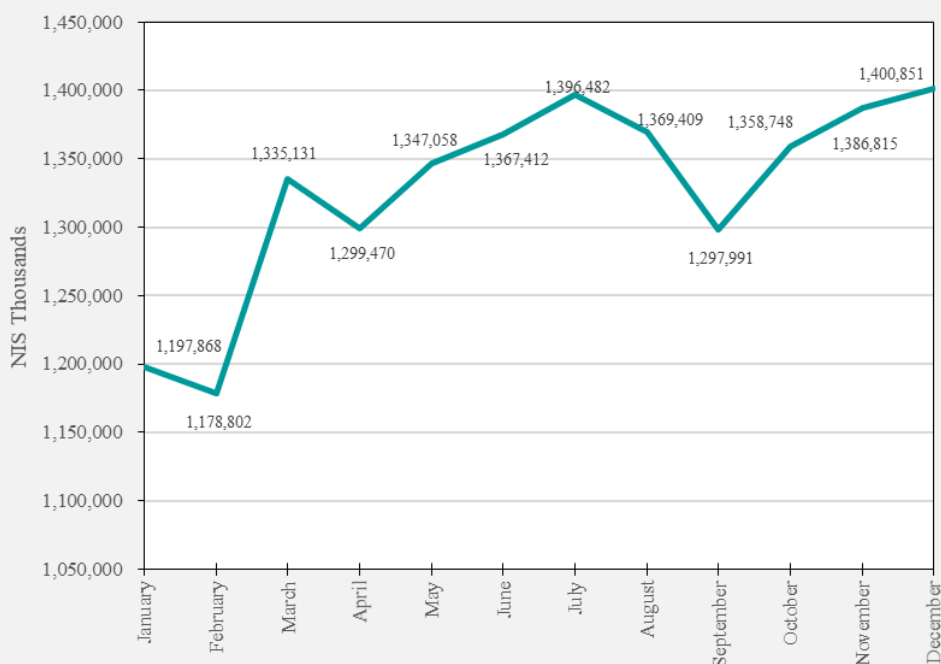
In the framework of the agreement signed between the Government of Israel and the organizations for the disabled, it was decided to amend legislation in favor of recipients of disability benefits from the NII (general disability, attendance, disabled child and old age with supplement for disability). The changes are intended to increase pensions for people with disabilities and encourage them to integrate into the labor market. A total budget of NIS 4,341 billion was designated for these changes.

Benefits will be increased in three stages: on March 1, 2018, in 2020 and in 2021. From 2022, the pensions will be linked to the average wage. By the end of 2019 the government is required to decide on how to raise the benefits in the next stages.

On March 1st, 2018, the first stage, benefits were increased as follows:

- All recipients of a disability pension, including those who reached retirement age on March 1, 2018, received an additional NIS 470. Those who were hospitalized received the amount directly, without sharing it with the hospitalizing body, and in addition to the 20% of the pension paid to them.
- Recipients of a disability pension who reached retirement age before March 1, 2018, received half of the supplement (NIS 235). Those who were entitled to income supplement in February 2018 but, due to the increase in disability pension, lost their eligibility and thereby all benefits related thereto – will continue to be entitled to benefits.

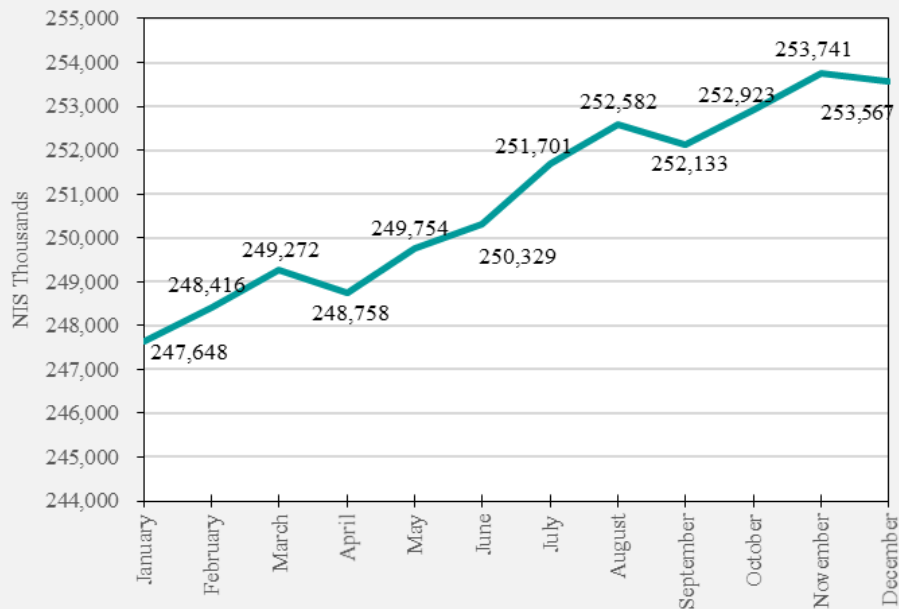
Figure 1: Payments for General Disability Pensions (Current Prices, Thousands of NIS), January to December 2018



- Recipients of the additional monthly allowance: All eligible persons at full levels received a supplement of NIS 452 (this amount is now considered an integral part of the pension).
- The disregard (the amount that is disregarded in order to offset the pension for those who have income from work) was increased from NIS 2,873 to NIS 3,700 (from 29% to 37.35% of the average wage), i.e. the decrease in the pension due to work income will start from NIS 3,700 per month. This change also raises the reset point – the level of the salary above which eligibility for the pension is canceled (NIS 11,652 for an individual and NIS 16,740 for those who have a spouse and two children).
- Recipients of an attendance allowance at the higher levels received an increment of NIS 200 (the new amount for a pension at the rate of 112% is NIS 3,286, and for a pension at a rate of 188% – NIS 5,261).

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Figure 2: General Disability Pension Recipients, January to December 2018



- Approximately NIS 50 million of the amount of indemnity transferred by the State Treasury to the NII have been allocated to disabled child allowance: for persons entitled to a pension at a 50% rate – NIS 150, and at 188% rate – NIS 200.

Due to these changes, the volume of payments increased in 2018 by 17%¹ (Figure 1). As expected, the sharp rise occurred in March – the month of first phase implementation. The number of recipients increased from March to December by about 3.5%² (Figure 2).

1 See table 8.1.1. in the Bulletin of Statistics of the NII.

2 Due to legislative changes in 2017, affecting the increase in the number of recipients, the comparison was made with the increase between March and November 2015-2016, when the increase was 1.8%.

- Disabled earners:** Men or women who, due to a physical, cognitive or mental impairment from illness, accident or birth defect, have lost their earning capacity entirely, or whose

earning capacity decreased by 50% or more, or whose monthly work income does not exceed the statutory threshold³ (60% of the average wage).

- **Housewives:** Married women who did not work outside the household for periods defined by law before submitting a claim for the pension, and who due to physical, cognitive or mental impairment resulting from illness, accident or birth defect, lost at least 50% of their ability to function in the household.

Determining eligibility for pension

1. **Examination of income from work:** Examining the level of income from work that allows for the payment of a pension. The level of income is not fixed and varies depending on the medical condition and the group to which the insured belongs.
2. **Determination of the degree of medical disability:** A certified physician on behalf of the NII determines the percentage of medical disability (which expresses the severity of the medical condition) according to medical examinations and medical documents, and based on tests stipulated in the law. The physician and the claims officer then check whether the eligibility threshold criteria are met: for earners – a medical disability of at least 60%, or 40% when there is at least one disability of 25% or more; for housewives – a medical disability of at least 50%.
3. **Determination of the degree of earning incapacity:** The claims officer, after consulting with the physician and the rehabilitation officer, determines the degree of incapacity (degree of impairment of earning capacity). The degree of incapacity is determined by the ability to return to work in full or in part or the ability to integrate into another suitable work, subject to education, physical fitness and medical condition. Full / partial incapacity – refers to complete or partial loss of earning capacity; permanent / temporary incapacity – refers to the temporary or permanent loss of earning capacity. A loss of earning capacity below 50% does not qualify for a pension.

Level of pension and increments

- Those who were granted a full degree of incapacity (at least 75%) – an earner or a housewife – are entitled to a monthly pension amounting to NIS 3,272⁴.
 - A spouse (married or common-law couple) who is an Israeli resident, whose monthly income does not exceed 57% of the average wage is granted an additional 50% of the full single person's pension. A disabled housewife is not entitled to an increment for her spouse.
 - A parent is entitled, for each of his first two children to an increment of 40% of the disability pension for an individual ("child" as defined by the NII).

³ In the years 2009 – 2016, a distinction was made between two groups of entitled people regarding the income threshold for pension entitlement (see above Legislative Changes)

⁴ All the amounts in this chapter are as of 2018.

- Those who receive the pension are entitled to advantages from public bodies, such as payment exemption of national insurance contributions and income tax, as well as discounts on municipal taxes (Arnona).

For those who receive an increment for their dependents and have income not from work – the entire amount of the non-work income (only) is deducted from this increment.

Disability pension recipients

From the early 2000s, the growth rate of the number of recipients of disability pensions was more than twice the rate of the natural increase in the population. There are several reasons for this growth: (a) raising the retirement age for men and women; (b) increasing morbidity rates, resulting from an increase in disease reporting and falling mortality rates among patients; (c) lowering the minimum income that allows eligibility for a disability pension and the gradual offsetting of the disability pension in relation to income from work.

In 2018, the number of recipients increased by 3.6% on average, almost double the growth rate of the working-age population (1.7%). Between 2014 and 2016, the share of disability pension recipients in the working-age population stabilized at 4.7%, in 2017 it rose slightly to 4.8% and in 2018 it rose further, to 4.9% (Figure 2).

Figure 2: Change in the Number of Disability Pension Recipients and their Share of the Working-Age Population (Percentages), 2006-2018



The distribution of pension recipients in December 2018 by gender and degree of incapacity determined for them, indicates a significant gap between disabled earners and housewives. More than half of the housewives were in the lower degrees of incapacity (60% – 65%) compared to 17.1% of all women (Table 4). (The distribution according to the degree of incapacity and medical level of disability appears in the appendix Insurance Branches Tables).

Approximately 82% of the earners (men and women) were found to have a complete loss of their earning capacity and were entitled to a full pension, while only 38.6% of housewives were found to be completely incapacitated. These differences stem from the different eligibility tests between the two groups. More than a third of recipients suffer from a mental problem as main impairment⁵. The type of impairment varies according to the age group: at a young age, congenital impairments (such as retardation, deafness and mental impairment⁶) are prominent, whereas in adulthood the

⁵ This is the impairment with the highest medical weight among all impairments. At the NII, the degrees of medical disability are not determined by diseases, but by the organs and their functioning.

⁶ Retardation: including Down’s syndrome. Mental: including autism.

impairments develop with age (such as internal and urogenital⁷) (Table 5). In 2018 too, like 2017, the average age of disability pension recipients was 46.3.

Table 4: Disability Pension Recipients, by Degree of Incapacity and Gender (Absolute Numbers and Percentages), December 2018

Gender	Total		Degree of incapacity (percentages)			
	Absolute numbers	Percentage	60%	65%	74%	75% - 100%
Total, absolute numbers	253,567		23,049	22,682	6,050	201,786
Total, percentages		100.0	9.1	8.9	2.4	79.6
Men	147,105	100.0	7.9	7.3	1.8	83.0
Women						
Total	106,462	100.0	10.7	11.3	3.2	74.8
Earners	92,073	100.0	8.0	9.1	2.4	80.5
Housewives	14,389	100.0	27.9	25.0	8.5	38.6

Approximately 46% of disability pension recipients are married⁸ and may be entitled to an increment for a spouse, but only 34% of them receive it due to the high income of the spouse (whether or not from work) or of their own (not from work) (Table 6). The rate of married women earners is low because a married woman who did not work before submitting the claim for a period of time defined by law is considered a housewife. However, the percentage of women defined as housewives is decreasing while that of women defined as earners is increasing, considering the increase in the rate of employment in general and of women in particular.

⁷ Internal: including blood, heart, liver and lungs diseases, diabetes, asthma and most types of cancer. Urogenital: including kidneys, urinary tracts, fertility and bladder (common in prostate cancer).

⁸ Not including those with common-law spouse.

Table 5: Disability Pension Recipients, by Age, Average Age and Main Impairment (Absolute Numbers and Percentages), December 2018

Main impairment	Total		Age (percentages)					
	Absolute numbers	Percentages	18 - 24	25 - 34	35 - 44	45 - 54	55 to retirement	Average age
Total, absolute numbers	253,567		21,199	39,518	48,073	60,068	84,709	46.3
Total, percentages		100.0	100.0	100.0	100.0	100.0	100.0	
Mental								
Psychotic disorders	49,270	19.4	20.8	25.3	26.0	20.3	12.0	43.0
Psychoneurotic disorders	40,627	16.0	22.7	20.7	17.9	15.9	11.2	42.9
Mental retardation	23,545	9.3	16.5	15.9	12.5	7.8	3.7	39.1
Internal	56,488	22.3	9.2	10.0	13.7	22.4	36.1	52.7
Urogenital	8,085	3.2	1.1	1.6	2.5	3.8	4.4	51.3
Neurological	32,970	13.0	16.7	13.4	12.5	11.9	13.0	45.7
Locomotor	22,570	8.9	4.7	5.7	7.7	10.2	11.2	49.6
Sensory								
Vision	11,249	4.4	3.9	3.9	4.3	4.6	4.8	47.3
Deafness	6,429	2.5	3.9	3.0	2.4	2.2	2.3	44.2
Other	2,334	0.9	0.4	0.4	0.6	1.0	1.4	52.1

Table 6: Disability Pension Recipients, by Composition of Dependents and Marital Status (Absolute Numbers and Percentages), December 2018

Marital status	Total		Dependents composition					
	Absolute numbers	Percentages	With no dependents	One child	Two children	A spouse	Spouse + child	Spouse + 2 children
Total numbers	253,567		168,715	20,593	26,472	14,786	7,040	15,961
Total percentages		100.0	66.3	8.0	10.0	6.1	3.0	6.6
Married								
Total	114,958	46.0	45,692	12,281	19,840	14,572	7,040	15,690
Men	68,943	27.8	23,897	4,947	7,842	12,849	5,883	13,525
Women earners	31,626	12.3	13,716	5,039	7,983	1,723	1,000	2,165
Housewives	14,389	5.9	8,079	2,295	4,015	.	.	.
Not married								
Total	138,609	54.0	123,023	8,312	6,632	214	157	271
Men	78,162	30.4	71,810	3,146	2,650	185	136	235
Women earners	60,447	23.6	51,213	5,166	3,982	29	21	36

Attendance allowance

Eligibility conditions

The attendance allowance is paid to insured persons who need help with daily activities according to the ADL test (dressing, eating, bathing, body secretions and mobility within the home) and help with the household according to the IADL test⁹ (food preparation, housekeeping, medication, administrative and financial arrangements, out-of-home shopping, operating appliances), or who need constant supervision to prevent life danger for themselves or others¹⁰. Whoever is hospitalized in an institution where medical, nursing or rehabilitation services are provided is not entitled to the allowance.

Those who live in Israel and who did not reach retirement age before the claim was filed may be entitled to the allowance, if they meet one of the following conditions:

⁹ From June 2014

¹⁰ Like the conditions of eligibility under the Long-Term Care Insurance Law, Section 223 of the National Insurance Law (Consolidated Version), 5775-1995.

- They receive a disability pension and their degree of medical disability is 60% or more (for recognized types of impairments), and they do not receive a special allowance for work-related injuries or payment for personal care or help at home according to another law.
- They are actively treated for oncological diseases and depend on the help of others, or need dialysis at least twice a week, or have had an organ transplanted (kidney, heart, pancreas, lung, liver), or have undergone bone marrow transplantation, either by autograft or from a foreign donor.
- They have been determined to have a medical disability of at least 75% and their monthly income from work is not higher than 5 times the average wage (NIS 49,530 in 2018), and they do not receive a special allowance for work-related injuries or payment for personal care or help at home according to another law.
- They are new immigrants to Israel (who hold an immigrant certificate), who have not yet completed one year from the date of their immigration to Israel.
- They receive a mobility allowance provided that a medical board has determined that they are 100% limited in mobility, or that they are confined to a wheelchair or need and use a wheelchair.

At retirement age, a recipient of attendance allowance is entitled to choose between the attendance allowance and a long-term care benefit.

Amount of the allowance

The basis for the attendance allowance is a full disability pension for an individual with the increment of an additional monthly pension, which is also based on a full disability pension for an individual. The pension has three levels, which are determined according to the degree of dependence on the help of others¹¹:

- Low dependence (needs a lot of help in most daily activities most of the day) – 50% of the full allowance for an individual and an additional monthly pension at a rate of 14% (NIS 1,098 and NIS 307, respectively, totaling NIS 1,405 per month).
- Moderate dependence (needs a lot of help in all activities most of the day) – 112% and an additional monthly pension at a rate of 37.61% (NIS 2,460 and NIS 826, respectively, totaling NIS 3,286 per month).
- Absolute dependence (completely dependent for all activities at all hours of the day) – 188% and 51.61% (NIS 4,128 and NIS 1,133, respectively, totaling NIS 5,261 per month).
- Those who need the ventilator machine continuously at all hours of the day and night, and are defined as completely dependent on the help of others, are entitled to a increment for **ventilated disabled**, which amounts to 83% of the full disability pension – 1,823 NIS per month (from April 2015).

¹¹ Until March 2015, when the rates were 50%, 105% and 175% of a full disability pension for an individual.

Recipients of the allowance

In December 2018, 62,965 people received an attendance allowance – an increase of about 5% compared to December 2017; 7,056 of them are in their first year. The continuous increase in the number of recipients (Figure 3) has several reasons: (a) the medical care for critically ill patients has improved and therefore their life expectancy has increased and so did the number of those defined as completely dependent. (b) The recommendation of the Ben Yehuda Committee to examine the eligibility tests for receiving attendance allowance (from 2015) was implemented, and the IADL test was added to the eligibility tests. This recommendation was mainly beneficial to blind people and those suffering from mental problems. (c) The commencement of the allowance payment was brought forward to the 91st day of the appearance of the impairment (provided that the claim is filed within 15 months at the latest).

An examination of the number of allowance recipients over time shows that after their average number increased in 2014 following the addition of the IADL test, in 2018 the increase moderated slightly – from 10% in 2015 to 5% in 2018 (Figure 3). At the same time, the rate of increase in allowance expenditure increased from 6% between 2016 and 2017 to 7% between 2017 and 2018.

Most of those entitled to an allowance receive at least one additional benefit: about 68% also received a disability pension (recipients of a regular attendance allowance) and an additional 25% were also entitled to an old-age pension (elderly attendance allowance recipients) (Tables 2 and 7). The high proportion of elderly people among attendance allowance recipients is a result of the continuing decline in mortality rates in Israel¹², of the differences in eligibility conditions between the attendance allowance and the long-term care benefit and of the preference of many of them to receive money benefit (attendance allowance) over the in-kind benefit (long-term care).

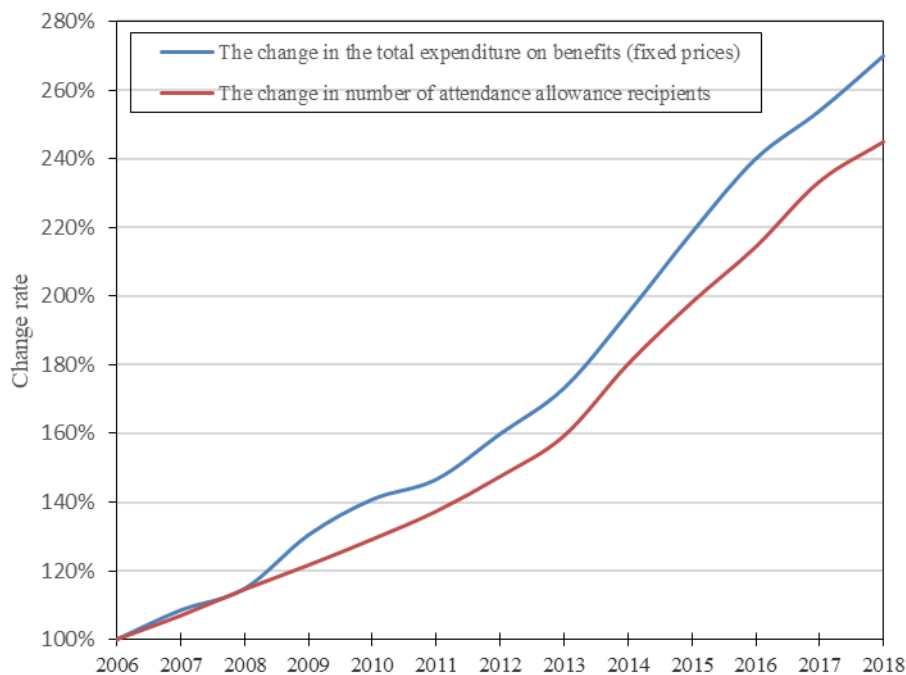
In terms of impairments, recipients of attendance allowance have far more neurological and internal problems and far fewer mental or retardation problems that characterize recipients of disability pensions (Tables 5 and 7), in part because tests for determining the degree of medical disability focus on physical difficulties in performing daily activities and the help required to function in the household. Among recipients of the special attendance allowance, about half of whom work, many can be identified with internal or urogenital problems compared to the other two groups (regular and elderly attendance allowance), and an even lower frequency of retardation or mental problems.

About 14% of the recipients of the attendance allowance are entitled to an allowance due to a special medical condition¹³ (8,840 out of 62,965) (Table 8). The number of allowance recipients increases with age and those aged 55-64 make up about a third of the recipients. Among those entirely dependent on others, a high percentage of the young people is noticeable – partly due to the high number of those who suffer neurological problems, and a lower number of people aged 65 and older, since the allowance is paid for a temporary period only for these grounds.

¹² See: Ministry of Health (2014). **Leading Causes of Deaths in Israel, 2000-2011**

¹³ Attendance allowance recipients who are entitled on one of the automatic grounds, but whose severe condition makes them eligible for a higher rate than stipulated in the regulations – are counted as dependent on others.

Figure 3: Accumulated Change in the Number of Attendance Allowance Recipients and in Total Expenditure on Allowance, 2006-2018



The medical condition of the recipients of the attendance allowance is more severe compared to all recipients of disability pension: About 60% of them have medical disability higher than 90%, compared to 17% among all recipients (Table 9). Despite this fact, only 8% of them employ a foreign caregiver and the rest seem to be cared for by a family member. As expected, among employers of foreign workers, the rate of people with a disability higher than 90% is even higher – about 69%. More than half of the recipients are married (Table 9).

Disabled Child Allowance

A disabled child allowance is intended to assist a family caring for a child with special needs with the expenses involved in the difficult personal and long-term care of the child or any other care designed to improve the child’s functioning, and to encourage them to care for the child at home and in the community.

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Table 7: Attendance Allowance, by Type of Allowance and Main Impairment (Absolute Numbers and Percentages), December 2018

Main impairment	Total		Type of allowance / attendance (percentages)		
	Absolute numbers	%	Regular	Special	Old-age
Total absolute numbers	62,965		44,725	2,542	15,698
Total, percentages		100.0	100.0	100.0	100.0
Mental	4,289	6.7	7.1	0.4	6.9
Mental retardation	5,075	8.1	10.9	0.1	1.4
Internal	15,464	24.6	22.1	50.3	27.3
Urogenital	4,296	6.8	6.6	12.0	6.7
Neurological	19,119	30.4	29.8	18.7	34.0
Locomotor	5,240	8.3	7.7	5.7	10.4
Sensory	9,322	14.8	15.6	11.6	13.0
Other	160	0.3	0.2	1.2	0.3

Table 8: Attendance Allowance Recipients, by Age and Grounds of Eligibility (Absolute Numbers and Percentages), December 2018

Cause of eligibility	Total		Age (percentages)					
	Absolute numbers	%	18 - 24	25 - 34	35 - 44	45 - 54	55 - 64	65 and above
Total, absolute numbers	62,965		4,536	6,348	7,021	9,886	17,734	17,440
Total, percentages		100.0	7.2	10.1	11.2	15.7	28.2	27.7
Undergoing active treatment	5,403	100.0	1.7	5.0	12.8	23.7	39.8	17.0
Need dialysis	3,348	100.0	1.3	5.3	11.0	21.7	33.6	27.1
Underwent organ transplant	98	100.0	6.1	10.2	15.3	26.5	27.6	14.3
Need help in most daily activities	28,201	100.0	5.8	9.3	11.5	16.3	30.3	26.8
Need help in all daily activities	11,925	100.0	4.6	9.1	10.3	14.1	26.5	35.4
Entirely dependent on others	13,990	100.0	15.8	15.6	10.6	11.2	19.5	27.3

Determining entitlement to the allowance

There are two stages in the process of checking eligibility for the allowance. In the first stage, the prerequisites for eligibility are examined: the child (as defined in the National Insurance Law,

including stepchildren and adopted children) is less than 18 years old; at least one of his parents is insured with the National Insurance Institute¹⁴ (or was insured and died while living in Israel); the child is not held in a foster family or in an institution (boarding school where medical, nursing or rehabilitation services are provided), except in special cases where the child is held in an institution but his parents bear all his maintenance expenses. A foster family is entitled to support from the Ministry of Welfare and Social Services.

Table 9: Attendance Allowance Recipients, by Degree of Medical Disability, Marital Status and Employment of a Foreign Caregiver (Absolute Numbers and Percentages), December 2018

Marital status / Employment of a foreign caregiver	Total		Medical disability degree (percentages)			
	Absolute numbers	%	60% - 69%	70% - 79%	80% - 89%	90% - 100%
Total, absolute numbers	62,965		7,177	8,430	10,415	36,943
Total, percentages		100.0	11.4	13.4	16.5	58.7
Married						
Total	32,835	100.0	8.7	11.4	17.5	62.4
Employ a foreign caregiver	2,428	100.0	5.0	8.2	18.8	68.0
No foreign caregiver	30,407	100.0	9.0	11.7	17.4	61.9
Not married						
Total	30,130	100.0	14.3	15.5	15.6	54.6
Employ a foreign caregiver	2,892	100.0	5.8	9.3	15.4	69.5
No foreign caregiver	27,238	100.0	15.2	16.2	15.5	53.1

In the second stage, the child is examined by a pediatrician on behalf of the NII, and if one of the following conditions is met, he will be entitled to a benefit:

- **The child depends on the help of others:** a child who as a result of an illness, syndrome, accident or birth defect is dependent on the help of others in an unusual way among his peers in performing daily activities (dressing, eating, bathing, personal hygiene and mobility at home). Eligibility from the age of 3.
- **The child needs constant presence or permanent supervision:** a child who due to severe medical impairment, severe chronic illness, severe behavioral disorder or mental retardation cannot be left without permanent supervision or requires constant presence of others, to prevent life danger to himself or others. Eligibility from the age of 90 days.

¹⁴ Including stepchildren or adopted children who have not reached 18 yet.

- **The child suffers from a particular impairment specified in the regulations** – developmental delay, needs communication assistance, hearing loss, visual impairment, autism or psychosis, Down syndrome. Eligibility from the day of birth.
- **The child needs special medical care:** A child who because of a chronic illness needs special medical care (as specified in the law). In recent years, several amendments have been made to the law, which have led to an increase in the number of those entitled and an increase in their monthly allowance. The most prominent changes are: the expansion of the grounds of eligibility for the allowance (following the Or-Noy Committee); unification of the increment to living expenses and tuition assistance to 20% of the full allowance and payment to all recipients; and increasing the rate of allowance paid to children who are completely dependent on the help of others. Eligibility from the age of 90 days.

Amount of the allowance

In contrast to a disability pension, which is affected by percentages of medical disability and degree of incapacity, there is no difference between recipients of disabled child allowance on the same ground: the amount of benefit for all types of impairments is determined as a percentage of full disability pension for an individual, in three basic levels: 50%, 100%, 199%, with addition of “additional monthly pension”. A child who meets more than one eligibility condition will receive one benefit, the one with the highest value. The amount of 100% allowance was NIS 2,106 in 2018, and the additional monthly benefit 17% of a full pension for an individual – NIS 373. A **ventilated disabled** person receives an increment of 83% of the full disability pension – NIS 1,823 (from April 2015) (see above Attendance Allowance). The rates of the allowance appear in National Insurance regulations.

A family with two or more children receiving disabled child allowance or a family with two children with special needs, one of whom is not entitled to the benefit (because he is in an institution or is over 18) – is entitled to an additional 50% (of the allowance amount per child) for each of the children.

When children reaches the age of 18 and may be eligible for a disability pension or an attendance allowance – the NII initiates a claim for these benefits on their behalf. Payment of the disabled child allowance continues for three months after the age of 18, to maintain continuity of payments.

Allowance recipients

In December 2018, 63,050 children received disabled child allowances – an increase of 10.5% compared to 2017. Since 2010, the number of recipients has steadily increased at a higher rate than the number of children in Israel (Figure 4), for several reasons: (a) implementation of the Or-Noy Committee’s conclusions which increased the number of eligible people; (b) return of supervision as a ground for the allowance (80% increase in the number of children in need of supervision); (c) continuous increase in the number of children diagnosed on the autism spectrum.

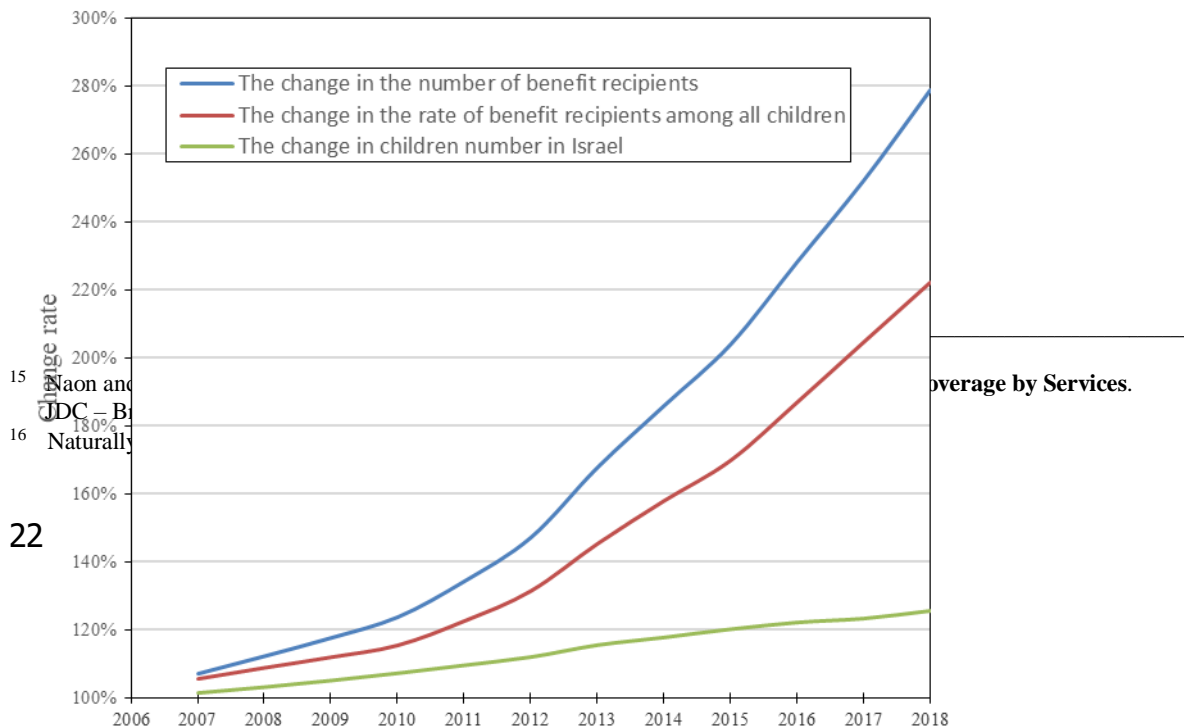
A national survey on children with disabilities, conducted between 1995 and 1997¹⁵, found that 7.7% of children in Israel suffer from chronic functioning problems or need regular medical treatment for a year or more. Assuming that this rate has not changed since then, in December 2018 there were approximately 202,000 children with special needs in Israel, so that only 31% of them receive a disabled child allowance.

Like the distribution of all children with special needs in Israel, about 2/3 of the allowance recipients are boys, mainly due to the high prevalence of autism in boys compared to girls (Table 10). The main eligibility age is between 6-13, due to the burden placed on the parents compared to what is acceptable for this age group, and which is also affected by the minimum age set by the regulations in some of the grounds¹⁶.

In 2018, 7,003 families received benefits for more than one child (a total of 12,799 children); 683 of them had at least three children with special needs. About 30% of the children had autism, about 7% with hearing problems, 1.5% with visual impairment, about 14% were dependent on the help of others and about 20% needed supervision or regular presence to prevent life danger to themselves or others.

At least 2% of the children were cared for by a foreign worker in their home, and 69% of them were completely dependent on others for all daily activities (they can be identified by the benefit rate – 188%) (Table 11). The number of children with a caregiver continued to increase in 2018, probably because increasing the benefit allowed more families to fund the employment of a caregiver. The proportion of children for whom an increased allowance is paid is almost the same among those who employ a foreign caregiver and those who don't (about 20%). There is no information regarding the employers of Israeli caregivers.

Figure 4: Change in the Number of Disabled Child Allowance Recipients, and Child Population as a Whole, 2006-2018



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Allowance for People with Reduced Mobility

Eligibility conditions

The mobility benefit provides payments and advantages to people with reduced mobility due to leg impairments¹⁷. Israeli residents aged 3-67, who were found by the Ministry of Health's medical committee as permanently limited in mobility by at least 40% (for holders of a valid driver's license) or by 60% and more (for those who don't hold a driver's license), are eligible for the benefit. The benefit is funded by the State Treasury according to an agreement signed between the Ministry of Finance and the NIL, and it continues to be paid even after the age of 67. Eligibility for advantages remains after the age of 67, unless participation in mobility expenses is paid according to other laws.

Table 10: Disabled Child Allowance Recipients, by Age, Gender and Eligibility Group (Absolute Numbers and Percentages), December 2018

Eligibility group	Total		Age (percentages)				
	Absolute numbers	%	Up to 3	3 - 5	6 - 9	10 - 13	14 - 17
Total, absolute numbers	63,050		4,966	11,839	16,284	15,040	14,921
Total, percentages		100.00	100.00	100.00	100.00	100.00	100.00
Boys							
Total	42,288	67.07	59.83	68.11	69.10	69.26	64.22
Dependent on help of others	5,116	8.11	2.86	5.56	8.98	9.46	9.58
Need permanent supervision / presence	12,239	19.41	24.37	15.98	21.04	21.79	16.31
Have a special impairment	20,697	32.83	23.38	42.15	34.00	31.04	29.09
Need special medical treatment	4,236	6.72	9.22	4.42	5.08	6.97	9.24
Girls							
Total	20,762	32.93	40.17	31.89	30.90	30.74	35.78
Dependent on help of others	3,371	5.35	2.42	3.99	5.37	5.69	7.03
Need permanent supervision / presence	6,620	10.50	17.10	10.26	10.32	8.78	10.43
Have a special impairment	7,126	11.30	13.01	14.20	10.74	9.87	10.49
Need special medical treatment	3,645	5.78	7.64	3.44	4.47	6.40	7.83

¹⁷ Subject to the list of impairments listed in Appendix A of the Mobility Agreement.

Table 11: Disabled Child Allowance (Including Increased), by Basic Allowance Rate and Employment of Foreign Worker (Absolute Numbers and Percentages), December 2018

Employment of a foreign worker	Total		Basic allowance rate (percentages)		
	Absolute numbers	%	50%	100%	188%
Total, absolute numbers	63,050		19,867	35,932	7,251
Total, percentages		100.0	31.5	57.0	11.5
Employ a foreign worker					
Total	712	100.0	2.5	28.5	69.0
Of whom: receive an increased allowance for families of disabled children	140	100.0	5.7	40.7	53.6
Do not employ a foreign caregiver					
Total	62,338	100.0	31.8	57.3	10.8
Of whom: receive an increased allowance for families of disabled children	12,659	100.0	31.0	60.2	8.9

A person who is one of the following is not entitled to benefits and must choose one benefit (attendance allowance or mobility, disabled child or mobility): (a) receives an attendance allowance at a lower rate than 100% and has not been defined as 100% mobility disabled or does not need or uses a wheelchair; (b) a child who receives a disabled child allowance and has not reached the age of 3, or who has reached the age of 3 and has not been defined as having reduced mobility with a mobility disability higher than 80%, or who does not need and use a wheelchair.

A family in which two or more children, each of whom has been determined to have at least 80% mobility disability or is determined to be unable to walk on their own, and live in the same apartment, may be entitled to both a disabled child allowance and advantages under the Mobility Agreement, even if the children are under 3 years old.

Payments and advantages

- **Monthly allowance:** paid to car owners to participate in expenses for the use of the vehicle (fuel, car insurance and accessories, repairs and services and protective devices) or, for those without a vehicle, for mobility expenses when the distance from home to work and back is above 40 km. Only those who are defined as earners (work and earn at least 25% of the average wage, or have 80% or more mobility restriction, or are entitled to a special equipment vehicle) are entitled to a full allowance with an increment. Those who don't earn are eligible for 50% of the full allowance. The allowance is updated according to the increase in car maintenance expenses.
- **Standing loan:** given to those who purchase a new vehicle, in order to fully or partially finance the taxes applicable to the vehicle. The amount of the loan will equal the taxes applicable to the determining vehicle (as defined by law) and according to the level of disability, and not more than the amount of taxes applicable to the purchased vehicle.

The loan is granted to those who hold a driver's license if 42 months have passed from the date of receipt of the previous loan; to those who do not have a driver's license – if 48 months have passed; and to the owner of a special equipment vehicle, if 60 months have passed. If the vehicle is stolen or completely damaged in an accident, or in case of deterioration of the medical condition and the Medical Institute for Road Safety has confirmed that the vehicle needs to be replaced, a new standing loan can be obtained.

A person with reduced mobility who does not have a driver's license will receive a standing loan at a rate of 75% of the loan granted to a driver. The loan is repaid to the NII subject to established rules.

- **Assistance in purchasing the first vehicle (loan fund):** given to those who, as determined by the medical committee, need and use a wheelchair and the Medical Institute for Road Safety has established that he needs a vehicle that can be entered with, or driven in a wheelchair (special equipment vehicle); or to a person with a mobility disability of at least 90%, with a driver's license, who is studying or working or is in rehabilitation. The aid is provided through a loan fund, at a rate of 80% of the value of the vehicle, without taxes, and becomes a grant at the end of five years.
- **Loan to purchase and install an equipment vehicle:** given to those who need and use a wheelchair, provided that the Medical Institute for Road Safety has determined that they need a special equipment vehicle. The amount of the loan is 95% of the equipment value and installation costs, including all taxes applicable, and for new equipment only. As regard to a vehicle with a lifting device, aid is also provided for the purchase of the device.
- **Reimbursement of expenses for the purchase and installation of equipment in a private vehicle:** given to a holder of a valid driver's license, if the Institute for Road Safety determined that he needs additional equipment for driving, travel safety and vehicle use, for the installed equipment.

Recipients of mobility benefit

In December 2018, 43,709 people received payments and advantages – an increase of 4.5% compared to December 2017; about 69% of them received an additional benefit from the Disability Division and 2,555 more were entitled to a disability pension from the Work Injury Division (Tables 2 and 3). It can be assumed that those who do not receive an additional benefit earn a high wage that deprives them of the benefit, or are forced to give up other benefits due to redundancy with mobility benefits. About 62% of mobility benefits recipients are men, but the proportion of women with the highest disability (90%-100%) is greater than the proportion of men – 36% compared to 31%, respectively.

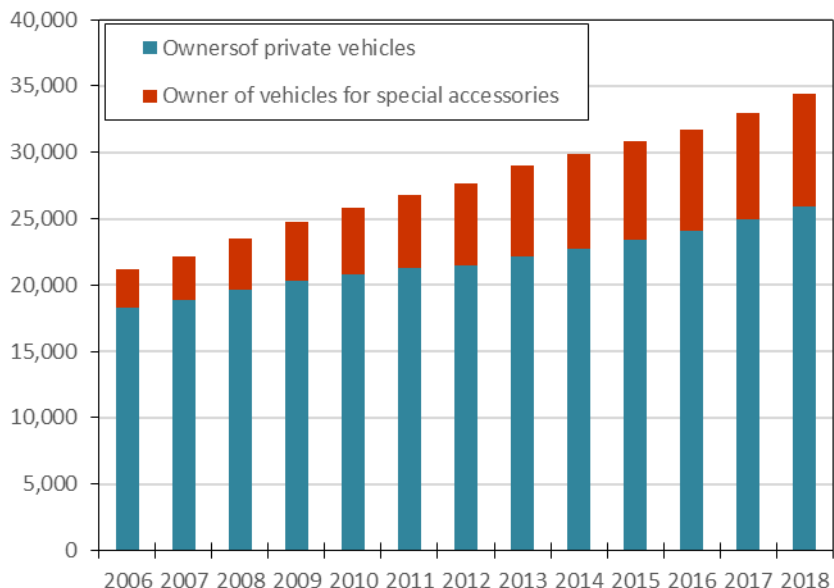
Table 12: Mobility Allowance Recipients, by Driving, Vehicle Ownership and Vehicle Size (Absolute Numbers and Percentages), December 2018

Vehicle ownership / engine capacity	Total		Driving (percentages)	
	Absolute numbers	%	Drive on their own	Do not drive
Total, absolute numbers	43,709		24,102	19,607
Total, percentages		100.0	55.1	44.9
Vehicle owners				
1,300 cc	12,914	100.0	78.4	21.6
1,800 cc	11,282	100.0	88.0	12.0
2,000 cc	1,440	100.0	83.5	16.5
2,500 cc	285	100.0	97.2	2.8
Van	8,449	100.0	30.3	69.7
Non-vehicle owners	9,339	100.0	.	100.0

The scope of payments and advantages depends on the ownership of the vehicle, the size of the vehicle (classified by engine capacity) and the degree of independence of the person (driving himself or not). About 79% are entitled to the allowance as car owners and about 38% of them have a small car (with an engine capacity of up to 1300 cc) (Table 12). About 70% of those who own a car drive themselves. Van owners are the exceptions, since most of them don't drive the car themselves, probably because of their severe medical condition and dependence on a wheelchair. The greater the dependence on a wheelchair, the higher the disability level and the bigger the vehicle (to allow the wheelchair into the vehicle). More than 91% of those confined to a wheelchair, and 44% of those who need and use a wheelchair, have a disability level higher than 90% (Table 13).

After years of decline in the percentage of eligible people owning a private vehicle, and rise in percentages of owners of special equipment vehicle, partly due to the scope of benefits for owners of such vehicles, there has been a steady trend, in the last 4 years, of stabilization in the proportion of special equipment vehicle owners (Figure 5). Today, 23% of car owners are special equipment vehicle owners, hence the increase in public spending on mobility insurance.

Figure 5: Special Equipment Vehicle Owners, 2006-2018



35% of allowance recipients are not of working age – approximately 11% are children and 24% are elderly people. Most recipients (68%) suffer from lower limb paralysis (Table 14). The younger the age, the higher the rate of paralyzed recipients and the lower the rate of those suffering from other impairments, because adults also suffer from disabilities that develop with age, while children usually suffer from congenital impairments.

Mobility allowance in Israel and in the world

Only in a few countries in the West is there a unique benefit for people with reduced mobility as there is in Israel, and the main reason is the lack of adequate accessibility in public transportation in Israel. In other countries there are many options for mobility: intercity and long-distance trains and buses, intercity long distance and dedicated shuttle services. Moreover, in many countries the remuneration for mobility is given as part of the payments to those who depend of others (equivalent to the attendance allowance in Israel). Compared to the countries in the West where a separate remuneration is paid, Israel is at the forefront when it comes to the variety and scope of benefits and a considerable gap from the rest - partly due to the costs of buying and maintaining a car in Israel and also due to public transportation accessibility problems in Israel.

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Table 13: Mobility Allowance Recipients, by Degree of Disability, Gender and Dependence on Wheelchair (Absolute Numbers and Percentages), December 2018

Dependence on wheelchair	Total		Degree of disability (percentages)					
	Absolute numbers	%	40% - 49%	50% - 59%	60% - 69%	70% - 79%	80% - 89%	90% - 100%
Total, absolute numbers	43,709		4,318	3,770	4,217	5,533	11,418	14,453
Total, percentages		100.0	9.88	8.63	9.65	12.66	26.12	33.06
Men								
Total	26,940	100.0	11.78	8.94	9.86	12.36	26.07	30.99
Confined to a wheelchair	4,784	100.0	0.15	0.06	0.15	0.20	8.51	90.93
Need and use a wheelchair	7,421	100.0	2.85	1.58	8.17	6.48	37.53	43.39
No wheelchair	14,735	100.0	20.05	15.53	13.86	19.27	26.01	5.28
Women								
Total	16,769	100.0	6.83	8.12	9.31	13.13	26.20	36.41
Confined to a wheelchair	3,508	100.0	0.09	0.13	0.26	0.20	7.73	91.59
Need and use a wheelchair	5,260	100.0	2.21	2.47	7.72	6.27	35.93	45.40
No wheelchair	8,001	100.0	12.81	15.33	14.34	23.31	27.91	6.30

Table 14: Mobility Allowance Recipients, by Age and Main Impairment (Absolute Numbers and Percentages), December 2018

Main impairment	Total		Age (percentages)						
	Absolute numbers	%	3 - 17	18 - 29	30 - 39	40 - 49	50 - 59	60 - 66	67 and above
Total, absolute numbers	43,709		4,844	3,930	3,811	4,834	6,923	8,803	10,564
Total, percentages		100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Paralysis in lower limbs	29,545	67.59	95.25	88.12	78.77	69.51	61.96	59.47	52.84
Restriction of joint movement	6,503	14.88	0.91	4.02	9.03	12.12	16.87	19.96	23.15
Arterial insufficiency	2,072	4.74	.	0.08	0.55	1.30	5.17	7.75	8.94
Amputations	1,827	4.18	0.86	2.26	3.31	5.65	5.79	4.98	4.34
Dislocations	1,360	3.11	0.99	1.40	3.20	4.87	4.39	2.82	3.29
False joints	845	1.93	0.47	0.46	1.17	2.15	2.22	2.01	3.07
Stiffness	947	2.19	0.45	0.76	1.63	2.42	2.53	1.91	3.53
Other	610	1.38	1.07	2.90	2.34	1.98	1.07	1.10	0.84

Compensation to Scalp Ringworm Victims

Scalp ringworm (Tinea Capitis) is a fungal skin disease that usually causes blemishes and skin irritations. Pills or ointments are now used to treat the disease, but until 1959 it had no effective cure and X-rays were used, with what turned out to be severe side effects.

According to the Scalp Ringworm Victims Compensation Law of 1994, those who were treated with radiation in the years 1946-1960 by the State, the Jewish Agency, the health maintenance organizations or the Hadassah Medical Association are entitled to compensation. The compensation is financed by the State Treasury and is paid by the National Insurance Institute.

An Israeli resident who suffered from scalp ringworm is entitled to a benefit provided that his degree of medical disability is 5% or more, and a committee of experts determined that following the radiation treatment he suffered from one of the following: any type of cancer in the head and neck area, leukemia, benign brain tumors, and hair loss in scar areas on the scalp skin. Eligibility for this compensation does not detract from the rights to other benefits from the NII and does not depend on the age of the beneficiary.

Amount of compensation

- **Monthly allowance:** paid to those found to have 40% or more medical disability. Its rate is 25% of the average wage multiplied by the percentage of medical disability, according to the National Insurance Law. In 2018, the amount at 100% disability was NIS 2,477.
- **One-time compensation:** paid to a patient with 75% medical disability and more – NIS 185,601, and to a patient with 40%-74% medical disability in half this amount – NIS 92,801.
- **Grant instead of allowance:** paid on a one-time basis to a patient with a 5%-39% medical disability. Calculated as a percentage of the full allowance amount (according to the degree of medical disability determined), multiplied by 70.
- **Survivors' grant:** paid to the spouse of a deceased patient who has a child with him/her – in the amount of 36 full monthly benefits – NIS 89,172. A spouse with no child or the child of a deceased patient – in the amount of 60% of the full survivors' grant – NIS 53,503.

Recipients of allowance

At the end of 2018, 4,747 people received a monthly allowance, 274 of whom received it for the first time (Table 15). The average age of those eligible (72) is quite high due to the eligibility period stipulated in the law. Unlike most benefits in the Disability Division, most recipients of this allowance (about 60%) are women, probably because of a greater self-awareness of the side effects and a higher survival rate from the disease.

Most recipients of the monthly allowance – about 60% – suffer from skin defects and have a low degree of disability, and about 12% have internal impairments and higher degree of disability (usually

these are severely ill cancer patients) (Table 16). Aside from the differences in disability percentages, there are probably differences between these patients in life expectancy as well.

Table 15: Scalp Ringworm Victims Receiving a Monthly Allowance, by Age and Gender (Absolute Numbers and Percentages), December 2018

	Age (percentages)				
	Total	50% - 59%	60% - 64%	65% - 69%	70% and more
Total, absolute numbers	4,747	14	379	1,370	2,984
Total, percentages	100.0	100.0	100.0	100.0	100.0
Men	40.0	35.7	42.2	35.0	42.0
Women	60.0	64.3	57.8	65.0	58.0

Table 16: Scalp Ringworm Victims Receiving a Monthly Allowance, by Degree of Medical Disability and Entitling Impairment* (Absolute Numbers and Percentages), December 2018

Entitling impairment	Total		Degree of medical disability (percentages)			
	Absolute numbers	%	40 - 49	50 - 59	60 - 79	80 - 100
Total, absolute numbers	4,747		1,930	982	1,126	709
Total, percentages		100.0	100.0	100.0	100.0	100.0
Skin damage						
Scars and skin damage	1,999	42.1	50.0	48.7	36.6	20.5
Hair loss	829	17.5	31.6	14.3	6.0	1.4
Internal						
Lymph glands	426	9.0	0.5	6.8	15.5	24.7
Other	132	7.4	6.8	7.7	7.0	9.3
Neurological	964	23.0	10.3	22.2	33.6	42.0
Other	16	1.0	0.8	0.3	1.3	2.1

* The entitling impairment is not necessarily the dominant impairment. For instance, approximately 30% of the allowance recipients have a dominant mental impairment, which is not at all shown in the table.

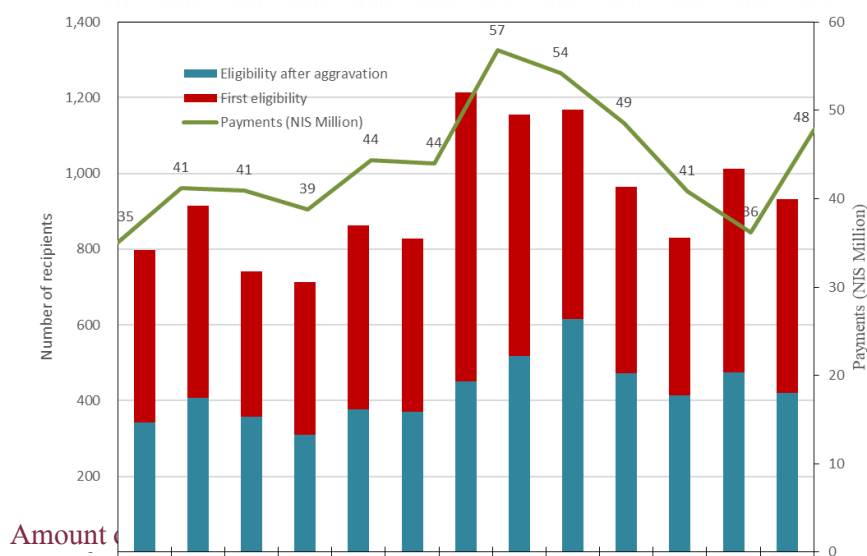
Figure 6 shows the distribution of payments to scalp ringworm victims who received grants and the number of recipients of compensation, according to the first entitlement to compensation and the increased entitlement after the deterioration of the condition. The payments on the chart are attributed

to the year in which they were paid, and those for whom a higher degree of medical disability was approved after a repeat claim are counted as receiving a compensation at the new date.

Compensation for Polio victims

Polio (Poliomyelitis) is a disease that affects the motor nerves in the spinal cord and as a result the nerve fibers and muscles are damaged. About half of the patients recover completely from the virus, while about half suffer from disabilities of varying degrees. According to the Polio Victims Compensation Law of 2007, a person who contracted the polio virus in an Israeli territory or who received medical treatment in its territory until the end of 1969¹⁸, and a physician on behalf of the NII established that he suffers from a medical disability or mobility disability that were caused by the disease or subsequent aggravation after years (post-polio syndrome¹⁹), is entitled to a compensation. The payments are funded by the State Treasury and paid by the NII.

Figure 6: Scalp Ringworm Victims Who Received Grants, 2006-2018



- **Monthly allowance** paid to anyone found to have 20% or more medical disability according to the degree of disability. Full allowance amounts is 50% of the average wage according to the National Insurance Law (NIS 4,953 in 2018).

¹⁸ Until February 2012, only those who became ill in the territory of the state of Israel were entitled to compensation.

¹⁹ Post-Polio Syndrome is caused by erosion of nerve cells and characterized by decrease of muscle activity accompanied by weakness and pain.

- **One-time compensation:** paid to anyone found to have a permanent medical disability: up to 74% – NIS 60,646, 75%-4% – NIS 121,296, over 95% – NIS 145,554.
- **Grant instead of allowance:** paid to anyone found to have less than 20% medical disability according to the degree of disability (out of the full monthly allowance) and multiplied by 70 (Figure 7).

In addition to these payments, the State participates in the funding of medical treatments, medical equipment and devices required for polio victims to maintain a normal life routine and which are not included in the health basket. It is important to note that entitlement to compensation does not detract from the rights to other benefits in the NII and does not depend on the age of the beneficiary.

Recipients of polio victims' allowance

In December 2018, the number of allowance recipients reached 4,103 – a slight decrease compared to 2017; 21 of whom received the allowance for the first time this year. Due to the nature of the allowance, the number of new recipients and entrants decreases slightly each year. 70% of those eligible receive at least one additional benefit from the Disability Division (Table 3).

Most polio victims contracted the disease in the early days of the State, before the use of the polio vaccine was introduced in 1961, but a few cases are also known later, probably in children or adults who were not vaccinated (Table 17). This finding may explain the relatively older average age of allowance recipients – 66. The rest are mainly people who contracted the disease outside the country and were treated in Israel, or those who suffer from a late onset of the disease, including those who have not been vaccinated.

About half of the recipients of the monthly allowance suffer from post-polio syndrome – a syndrome that can break out up to 45 years after being infected with the virus. Among those suffering from cranial nerve disorders (skull nerves) and post-polio syndrome, the proportion of people with a high degree of disability is higher than among those suffering from limb paralysis and bone defects (Table 18). Since the law was enacted, grant payments to victims have decreased every year (Figure 7).

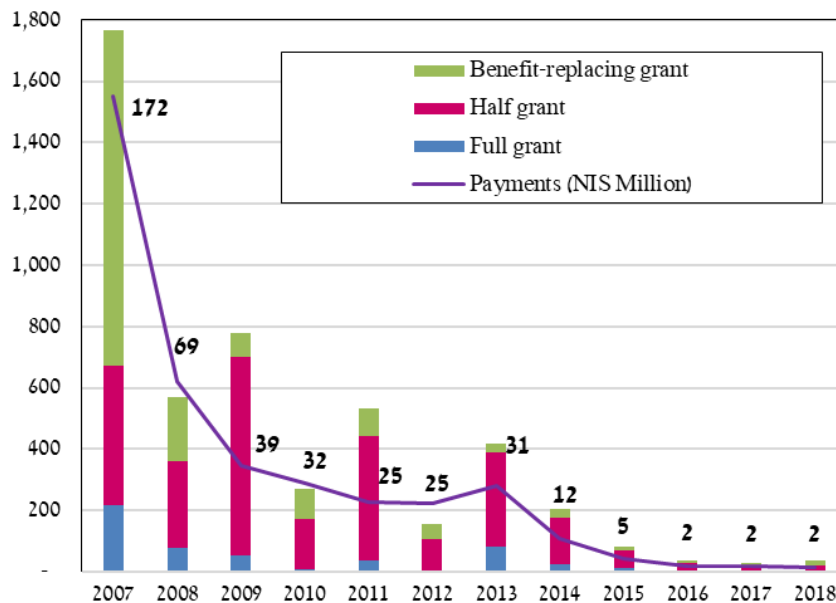
Table 17: Polio Victims Receiving Monthly Allowance, by Gender and Date of Disease Onset (Absolute Numbers and Percentages), December 2018

Date of disease onset	Total		Gender (percentages)	
	Absolute numbers	%	Men	Women
Total, absolute numbers	4,103		2,273	1,830
Total, percentages		100.0	100.0	100.0
Before 1948	382	9.3	8.4	10.4
1948-1959	3,024	73.7	72.0	75.8
1960-1969	403	9.8	11.4	7.9
1970-1979	172	4.2	5.0	3.2
1980 to date	122	3.0	3.2	2.7

Table 18: Polio Victims Receiving Monthly Allowance, by Degree of Medical Disability and Entitling Impairment (Absolute Numbers and Percentages), December 2018

Entitling impairment	Total		Medical disability (percentages)					
	Absolute numbers	%	20 - 49	50 - 59	60 - 69	70 - 79	80 - 89	90 - 100
Total, absolute numbers	4,103		955	469	274	165	1,292	948
Total, percentages		100.0	100.0	100.0	100.0	100.0	100.0	100.0
Cranial nerves disorders	700	17.1	11.3	12.2	16.0	15.7	12.5	32.1
Paralysis in limbs nerves	1,010	24.6	64.6	26.2	46.4	36.4	5.1	1.8
Bone disease and damage	361	8.8	15.9	9.0	11.7	7.3	5.2	5.9
Post-polio	2,032	49.5	8.2	52.7	25.9	40.6	77.2	60.2

Figure 7: Polio Victims Who Received Grants, 2007 – 2018



*Those found to have a higher percentage of medical disability after submitting a repeat claim were counted as eligible for compensation at the time of renewed entitlement.

Scope of payments

In 2018, a total of NIS 17.4 billion was paid in the Disability Division – a real increase of 12.7% in comparison with 2017. Most of the increase is due to the expansion of entitlement to a general disability pension and the additions to the attendance allowance. The share of payments for disability pensions and rehabilitation in all Division's benefits increased and reached about 63.5% in 2018 (Table 19). NIS 154,980,000 was paid to scalp ringworm victims and NIS 172,666,000 to polio victims. In the years 2013-2017, the share of disability pension payments in all NII's benefits was stable, and increased to 20% of the payments in 2018 (Table 20).

The amount of the average disability pension is affected by the shares of those entitled to a full pension, of those entitled to an increment for their dependents, and of eligible people with income from work or from sources other than work. In 2018, the average pension was NIS 3,356 per month, which is approximately 33% of the average wage, compared with 29.6% of the average wage in 2017 (Table 21).

Table 19: General Disability Division Payments, by Type of Benefit (Percentages), 2014-2018

Year	Total	Disability and rehabilitation	Attendance	Disabled child	Mobility	Other*
2014	100.0	65.2	11.3	10.2	9.1	4.2
2015	100.0	63.3	12.1	11.8	9.0	3.8
2016	100.0	62.2	12.7	12.2	9.2	3.7
2017	100.0	62.6	12.6	12.9	9.1	2.8
2018	100.0	63.5	11.9	12.8	8.3	3.5

* Other payments include payments to scalp ringworm and polio victims, increments for the disabled who need a ventilator, administrative payments to third parties (including administrative payments to funds, legal aid, medical boards and research) and disability pensions funded by the State Treasury.

Table 20: General Disability Division Payments as a Percentage of All National Insurance Benefits, 2014-2018

Year	General Disability Division payments		Division benefit payments as a percentage of all benefit payments
	NIS Million (2018 prices)	Rate of real annual growth (percentages)	
2014	12,497,519	6.0	18.6
2015	13,836,817	4.4	18.7
2016	14,451,605	4.4	18.8
2017	15,415,936	6.7	18.5
2018	17,385,013	12.8	20.0

The average attendance allowance (including the additional monthly allowance) was NIS 2,620 in 2018 – a real increase of 2.3% in comparison with 2017 (Table 22), which is mainly due to the increase granted to those entitled to the two higher levels. The average allowance as a percentage of the average wage has hardly changed between the two years.

Table 21: Average Monthly Disability Pension (Current Prices, Fixed Prices and as a Percentage of the Average Wage), 2014-2018

Year	Current prices (NIS)	2018 prices (NIS)	As percentage of the average wage
2014	2,867	2,863	31.3
2015	2,862	2,876	30.6
2016	2,859	2,889	29.9
2017	2,916	2,940	29.6
2018	3,356	3,356	32.9

Table 22: Average Monthly Attendance Allowance (Current Prices, Fixed Prices and as a Percentage of the Average Wage), 2014-2018

Year	Current prices (NIS)	2018 prices (NIS)	As percentage of the average wage
2014	2,464	2,461	26.9
2015	2,509	2,522	26.8
2016	2,541	2,568	26.6
2017	2,540	2,560	25.8
2018	2,620	2,620	25.7

Table 23: Average Monthly Disabled Child Allowance (Current Prices, Fixed Prices and as a Percentage of the Average Wage), 2014-2018

Year	Current prices (NIS)	2018 prices (NIS)	As percentage of the average wage
2014	2,414	2,411	26.4
2015	2,549	2,561	27.3
2016	2,542	2,568	26.6
2017	2,547	2,568	25.9
2018	2,605	2,605	25.6

Table 24: Average Monthly Mobility Allowance (Current Prices, Fixed Prices and as a Percentage of the Average Wage), 2014-2018

Year	Current prices (NIS)	2018 prices (NIS)	As percentage of the average wage
2014	2,143	2,140	23.4
2015	2,139	2,149	22.8
2016	2,136	2,159	22.3
2017	2,135	2,153	21.7
2018	2,132	2,132	20.9

The average amount of disabled child allowance (including the additional monthly allowance) is affected by three changes that have occurred in recent years: (a) the unification of the increment for studies and living expenses (following the recommendations of the Or-Noy Committee), and payment of studies increment to all recipients of the allowance²⁰; (b) the increase in benefit recipients who are completely dependent on others; (c) the sharp increase in recipients in need of supervision. In 2018, the average benefit increased in real terms by 1.4% compared to 2017 (NIS 2,605), while decreasing as a percentage of the average wage by 0.3% (Table 23). The average mobility allowance decreased between 2017 and 2018 as a percentage of the average wage – from 21.7% to 20.9%, respectively, and reached NIS 2,132 per month (Table 24). In 2018, the average benefit for scalp ringworm victims was NIS 1,457 per month, and for polio victims – NIS 3,422 compared to NIS 1,416 and NIS 3,341, respectively, in 2017.

²⁰ Children who turned 14 before implementation of the new regulations are still entitled to the separate increment for studies and living expenses which was paid until then.