

## 9. Rehabilitation of People with Disabilities and Widows

### A. General

People with disabilities who were injured at work, as a result of hostile actions or in other circumstances (*general disabled persons*) and widow/ers (other than IDF disabled persons and widows) are eligible for vocational rehabilitation – a therapeutic process designed to guide and prepare them to obtain employment suitable to their professional skills and functional abilities. Rehabilitation services include principally career examination and guidance, career advice and vocational training or studies. People with disabilities and widow/ers are also eligible for funding of basic expenses entailed in the rehabilitation process as well as funding of studies and the examination process. Some may be eligible for a rehabilitation allowance and accommodation, living and travel expenses associated with the studies.

Eligible for vocational rehabilitation:

**General disabled person** – a person with a physical, mental and/or emotional impairment, if he is a resident of Israel and meets the following conditions: he has been assigned a medical disability degree of at least 20% according to disability testing; he is incapable of engaging in his previous type of employment or other appropriate work; and according to the opinion of the rehabilitation worker, as a result of the impairment he requires vocational training and other rehabilitation services which will enable him to return to his previous or other appropriate work.

**Work injured** – a person injured at work if assigned at least 10% medical disability and, due to the injury, is incapable of engaging in his previous type of employment or other appropriate work, and needs and is suitable for vocational rehabilitation. Injury at work is a work accident that takes place during and due to work, including on the way to and from work, or due to an occupational disease based on the list of diseases defined in the work injury regulations.

**Hostile action casualty** – a person injured in a hostile action, if assigned at least 10% medical disability. A hostile action casualty is a person injured by military or paramilitary forces, a person injured by irregular forces of a country of organization hostile to Israel, a person injured in circumstances in which there were reasonable grounds to believe that a hostile action will be carried out, or a person injured in actions carried out in with a view to helping military forces or an organization or on their behalf.

**Widow/er** – since 1968, a widow/er receiving a pension, if one of the following conditions is met: they do not have a profession; they cannot support themselves; or they need vocational retraining due to their becoming a widow/er, and the rehabilitation worker believes that they are suitable for vocational training.

## B. Characteristics of applicants for rehabilitation

Diagram A indicates that the number of applicants for rehabilitation rose slightly in 2007 compared with 2006, and totaled close to 11,500 disabled persons and widows. It is also noticeable that the number of applicants for rehabilitation declined in 2003 compared with the previous two years, when there was a significant increase in the number of hostile action casualties. The ensuing burden imposed on the Rehabilitation Department reduced the extent of treatment of general disabled and work injured persons. The relatively large proportion of general disabled persons caused an overall decrease in the number of rehabilitation applicants. Table 1 indicates that most applicants to rehabilitation, in each of the years reviewed, are *general disabled* – in other words, disabled persons who, as mentioned, have suffered a physical, mental and/or emotional impairment as a result of a defect from birth or a childhood ailment or at a later stage. In 2007 there was an increase in the number of hostile action casualties compared with the previous two years, principally following injuries to civilians during the Second Lebanon War.

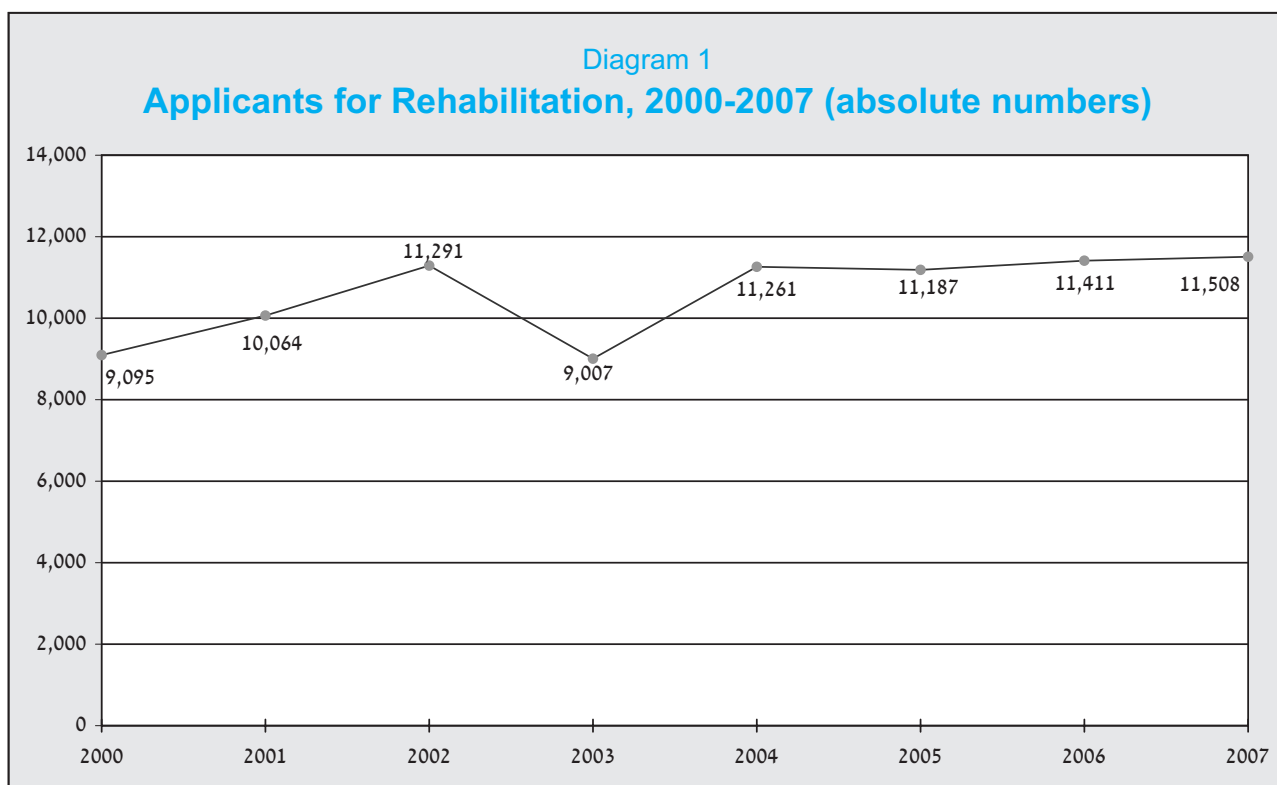


Table 1  
**Applicants for Rehabilitation, by Branch  
 (absolute numbers and percentages), 2000-2007**

Year	Total		Branch			
	Absolute numbers	Percentages	General disabled	Work injured	Hostile action casualties	Widows/widowers
2000	9,095	100.0	70.1	16.8	4.9	8.2
2001	10,064	100.0	61.7	14.6	16.1	7.7
2002	11,291	100.0	61.2	13.3	18.9	6.9
2003	9,007	100.0	68.0	13.3	12.3	6.4
2004	11,261	100.0	67.8	16.2	7.4	8.6
2005	11,187	100.0	70.6	14.5	6.0	9.3
2006	11,411	100.0	68.1	13.9	10.1	7.9
2007	11,508	100.0	69.4	17.2	5.0	8.4

57% of the applicants for rehabilitation in 2007 were men. Men comprised the majority (88%) of work injured persons (see Diagram B), since they both comprise a greater proportion of the workforce than women and are more exposed to work risks due to the nature of their work. It should also be noted that widowers only account for a small proportion of applicants (11%), as housewives do not make their partners eligible for a survivors' benefit and subsequent rehabilitation, as opposed to men, who even if they do not work, make their partners eligible for a benefit. In addition, a childless widower's eligibility for rehabilitation is contingent on an income test.

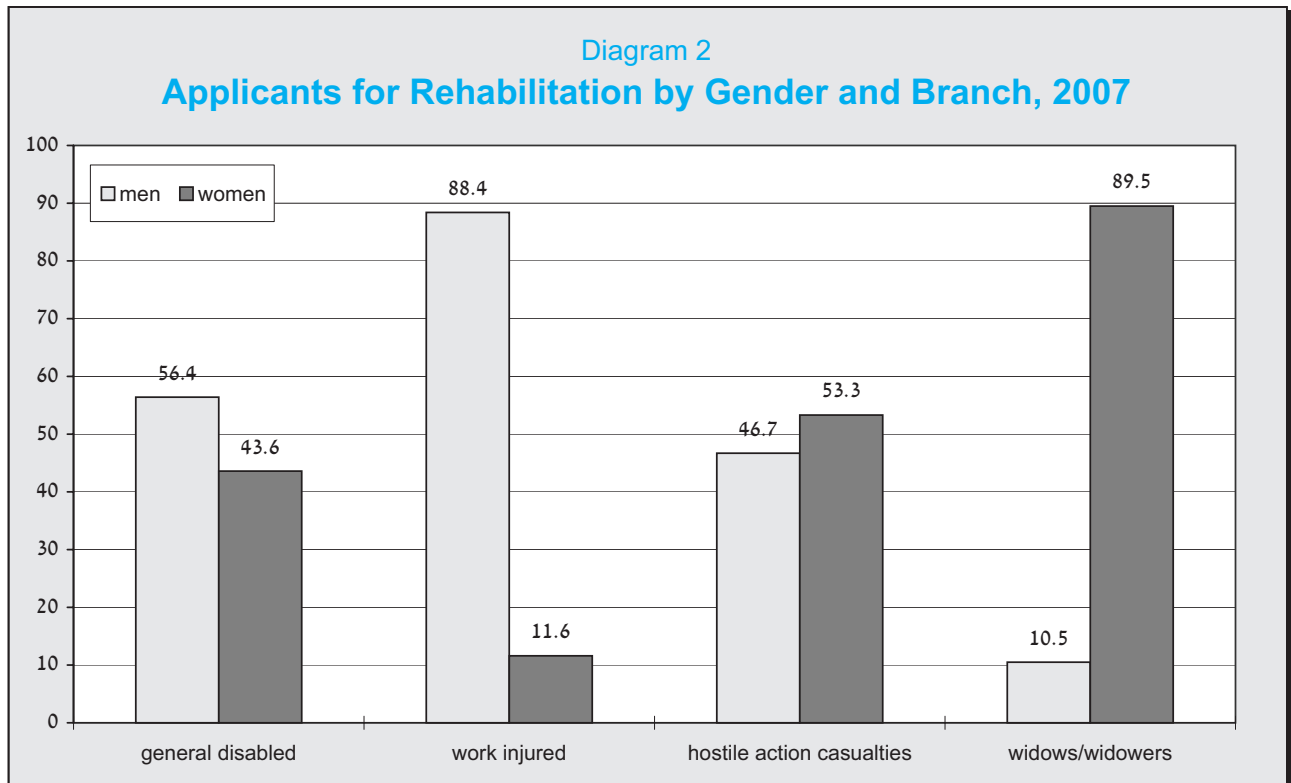


Table 2 indicates that most applicants for rehabilitation were of employment age. This is not surprising, given that application for rehabilitation is mainly designed to place applicants in employment. The *general disabled* were the youngest (average age of 36) as, as noted, they include people with defects from birth or from childhood and they apply for rehabilitation to exercise their rights when they attain the age of 18. The widow/ers, on the other hand, were the oldest as their eligibility is not contingent on age, and it includes eligibility for various services, in addition to vocational rehabilitation.

Table 2  
**Applicants for Rehabilitation, by Gender and Branch  
(absolute numbers and percentages), 2007**

Age	Total		Branch			
	Absolute numbers	Percentages	General disabled	Work injury	Hostile action casualties	Widows/widowers
<b>Total</b>	<b>11,182</b>	<b>100.0</b>	<b>7,721</b>	<b>1,498</b>	<b>1,083</b>	<b>869</b>
Up to 17	72	0.6	-	-	12.4	-
18-25	2,156	19.3	25.5	4.5	15.9	1.4
26-35	2,457	22.0	24.6	19.5	14.8	10.1
36-45	2,466	22.0	21.3	26.0	12.2	26.5
46-64	3,807	34.0	28.5	43.1	31.8	61.8
65+	224	2.0	0.2	6.8	13.0	0.2
Average age (years)	39		36	43	39	46

### C. Persons completing rehabilitation treatment

Table 3 indicates an increase of about 51% in the number of persons completing rehabilitation treatment between 2000 and 2007 (8,207 and 12,396, respectively). It should be noted that the composition of such persons according to type of disability (branch) remained mostly stable over the years, except for the changes on the number of hostile action casualties. In 2007 the number of hostile action casualties out of those completing treatment declined compared with 2006.

Table 3  
**Persons Completing Rehabilitation Treatment, by Branch  
 (absolute numbers and percentages), 2007**

Year	Total			Branch			
	Absolute numbers	Percentages	Rate of increase	General disabled	Work injury	Hostile action casualties	Widows/widowers
2000	8,207	100.0	11.0	71.0	16.8	3.3	8.9
2001	8,135	100.0	-1.0	67.8	16.2	7.1	8.9
2002	9,462	100.0	16.3	68.1	14.9	9.4	7.6
2003	9,937	100.0	5.0	67.8	13.8	10.5	7.8
2004	9,857	100.0	-1.0	70.2	14.3	7.8	7.7
2005	10,525	100.0	6.8	69.2	14.5	7.9	8.4
2006	11,530	100.0	9.5	68.3	13.5	9.5	8.7
2007	12,396	100.0	7.5	69.5	15.5	6.9	8.1

According to the mandate granted to the NII Rehabilitation Department, the main rehabilitation program helps recipients of rehabilitation treatment attain employment on the free market. 72% of recipients of rehabilitation treatment underwent preparation to attain employment on the free market or within a sheltered framework by means of one or more of the following rehabilitation programs (see Table 4):

- **Pre-vocational training**, including completing education or acquiring work habits at rehabilitation centers prior to starting vocational training. Persons suitable for employment on the free market may participate in the program. In 2007 15% of rehabilitation treatment recipients took part in this program.
- **Vocational training**, including study courses, individual training or studies at institutions of higher education. This is provided to persons with disabilities who have work habits, motivation and the ability and willingness to study and to change. 23% of persons receiving rehabilitation treatment in 2007 participated in various types of vocational training. The professions that were studied were primarily in clerical work, computer programming and bookkeeping.
- **Placement assistance** designed to find employment by referring persons to the employment services or to special placement services, with support and monitoring. In 2007, around one fifth of persons receiving rehabilitation treatment were assisted by placement services – more general disabled than persons with work injuries (19% and 8%, respectively).
- **Monitoring and maintenance**, including activities designed to prevent dropout from work. In 2007, around one third of rehabilitation treatment recipients benefited from these services.
- **Welfare assistance** with a view to improving the quality of life and ability to function of persons receiving rehabilitation treatment. These include, for example, financial assistance for covering needs relating to disabilities, help with purchasing housing, a car and various accessories, all in accordance with the instructions and regulations. In 2007, 10% of rehabilitation treatment

recipients received welfare support, particularly hostile action casualties (50%) and persons with work injuries (26%).

- **Work at sheltered places**, designed for persons with disabilities who are not capable of working in competitive conditions on the free market; that is, persons with reduced work capabilities and low productivity. In 2007, 2% of rehabilitation treatment recipients were referred to sheltered employment and their absorption into this framework was monitored (for up to six months).
- **Individual psychological treatment** administered to around one third of hostile action casualties, in order to help them deal with trauma and bereavement.
- **Diagnosis** designed to tailor specific rehabilitation treatment to individual needs – in 2007 given to around two thirds of persons receiving rehabilitation treatment.

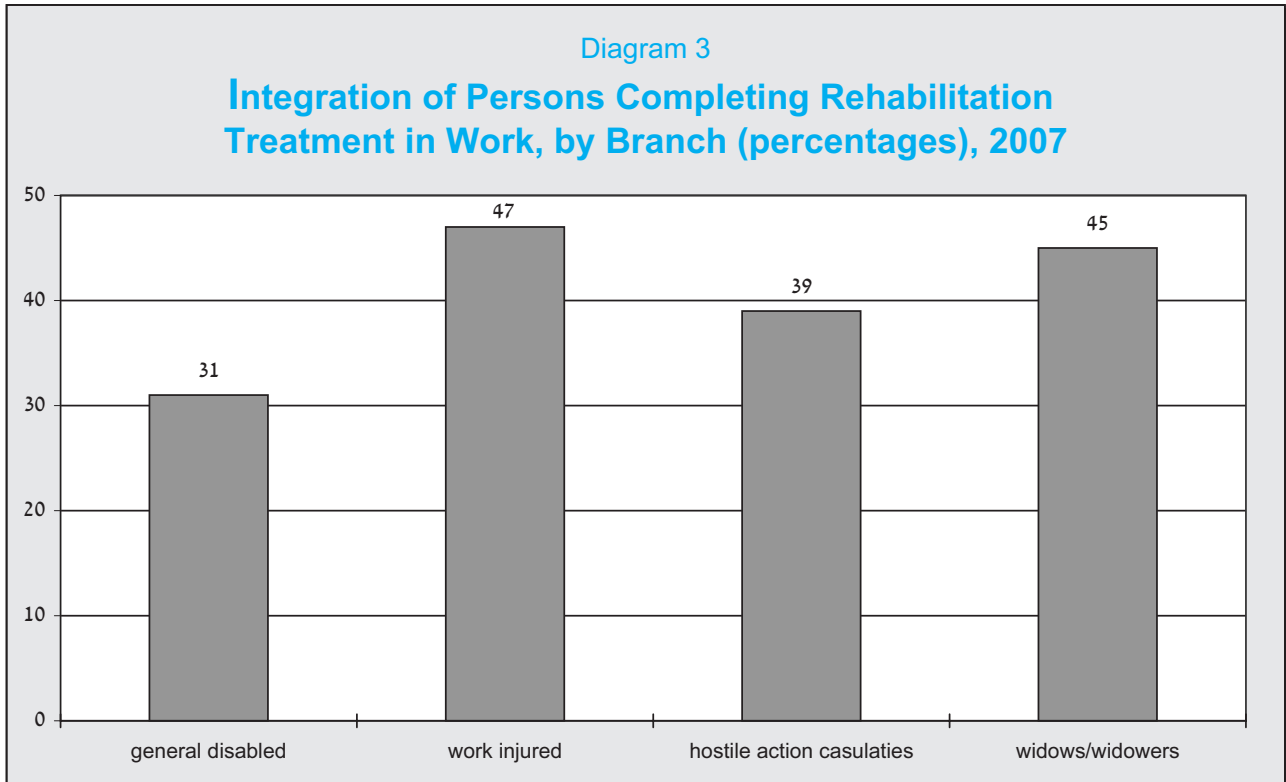
Table 4  
**Persons Completing Rehabilitation Treatment,  
by Treatment Program and Branch (absolute numbers and percentages\*), 2007**

Treatment program	Total**	Branch			
		General disabled	Work injury	Hostile action casualties	Widows/widowers
<b>Total</b>	<b>12,396</b>	<b>8,615</b>	<b>1,921</b>	<b>850</b>	<b>1,005</b>
<b>Percentages</b>					
Prior to training	15.4	16.9	9.3	5.9	11.1
Vocational training	23.0	25.1	18.6	10.4	27.8
Placement assistance	15.4	18.9	8.2	1.8	10.0
Referral to sheltered employment	2.0	2.7	0.5	-	-
Psychological treatment	2.2	-	-	31.8	-
Monitoring and maintenance	38.1	37.4	33.3	65.6	28.9
Financial assistance	10.1	3.3	25.6	50.5	5.4
Diagnosis	63.1	68.9	60.4	20.8	53.1
Short-term advice only	18.2	17.0	18.9	7.2	36.5

\* The complementary percentages refer to those who did not undergo the program.

\*\* As some of those who completed treatment participated in more than one treatment program, the percentages exceed 100.

The success of rehabilitation treatment is mainly judged by the extent of integration of the recipients of such treatment in work. Diagram C indicates that a higher number of work injured persons than general disabled (47% compared with 31%, respectively) integrated on the free employment market in 2007. This is to be expected, since the former come from the employment cycle.



#### D. Payments associated with rehabilitation treatment

Rehabilitation treatment, as mentioned above, frequently involves funding payments associated with the rehabilitation process: studies and vocational training; expenses relating to diagnosis; rehabilitation fees – living costs for persons studying on full programs; and housing costs, living expenses and travel relating to studies. Tables 5 and 6 indicate the scope of payments according to branch and type of payment associated with rehabilitation. Total payments associated with rehabilitation decreased in 2007 in real terms, as compared with 2006.

Payments for tuition fees and rehabilitation fees were the highest. Tuition fees include the various types of vocational training. Rehabilitation fees were designed to cover living costs during studies or while the patient is undergoing diagnosis. Tuition fees contributed the most to the total increase.

Table 5  
**Payments Associated with Rehabilitation, by Branch  
 (2007 prices, NIS thousand), 2001-2007**

Year	Total	Real change – total	General disabled	Work injury	Hostile action casualties	Widows/ widowers
2001	140,548	5.2	87,825	28,606	12,982	10,134
2002	167,979	19.5	101,981	30,601	24,387	10,938
2003	158,567	-5.7	98,277	27,039	23,276	9,871
2004	190,929	20.0	113,635	24,610	44,089	8,561
2005	207,972	8.9	122,221	27,196	47,573	10,880
2006	189,679	9.1	121,195	24,460	32,080	11,587
2007	188,660	-1.0	120,544	24,329	31,908	11,525

All told, the average cost of rehabilitation expenditure for work injured persons in 2007 was greater than the cost for general disabled, as indicated by Table 7 (NIS 17,000 and NIS 12,000, respectively). The costs vary due to the decisive contribution of rehabilitation fees to the payments made to work injured persons (NIS 20,000 on average). These are higher than for a general disabled person, as the allowance on which work injured rehabilitation fees are based is higher than for the general disabled. The table also indicates that the payments for rental fees and for other costs paid to hostile action casualties were, on average, greater than for the others.

Table 6  
**Total Payments Associated with Rehabilitation,  
 by Main Type of Payment (percentages), 2001-2007**

Year	Total (NIS)	Main type of payment*					
		Tuition fees	Rehabilitation fees	Travel	Apparatus	Rent	Other costs
2001	140,548	85,280	35,680	12,000	6,912	2,669	9,140
2002	167,979	93,921	39,871	11,830	6,535	3,322	16,293
2003	158,567	96,429	41,361	11,670	6,516	2,922	16,217
2004	190,929	89,816	37,750	10,920	5,629	2,966	15,364
2005	207,972	99,256	43,153	10,940	5,613	2,994	14,915
2006	189,689	103,167	45,590	11,230	6,752	3,737	17,709
2007	188,660	96,791	41,100	10,920	6,621	4,072	20,547

\* Referring to main payments; thus the total is greater than the sum of the payments.



Table 7  
**Average Payments\* per Rehabilitation Treatment Recipient in 2007,  
 by Branch and Main Type of Payment (NIS)**

Main type of payment	Total average payment (NIS)	Branch			
		General disabled	Work injury	Hostile action casualties	Widows/widowers
<b>Total</b>	<b>13,119</b>	<b>11,975</b>	<b>16,714</b>	<b>15,831</b>	<b>13,500</b>
Tuition fees	7,750	7,778	7,716	8,209	6,406
Rehabilitation fees/living costs	12,544	10,795	19,619	17,960	9,635
Travel	1,280	1,269	1,451	1,412	991
Apparatus	2,445	2,846	893	633	1,052
Rent	6,741	6,632	7,039	10,081	8,974
Other costs**	14,782	567	416	16,439	21,360

\* Averages based on payments made to rehabilitation treatment recipients in 2007.

\*\* Such as costs on a housekeeper, medicinal drugs, etc.