

7. Work Injury Insurance

A. Work Injury Branch Benefits

Work injury insurance is intended to compensate insureds¹ who have been injured at work, in an accident² or who have contracted an occupational disease³, in respect of loss of wages or income during the period following the injury, during which they became unfit for work, or in respect of physical or psychological damage from the injury. Work injury insurance also helps said injured persons to return to work with the assistance of vocational rehabilitation. The assistance to work injury victims is provided in several ways:

1. Injury allowance

Payment due to absence from work and at the most for 91 days (13 weeks⁴) from the first day following the injury, to whoever was injured at work or contracted an occupational disease and consequently is unable perform his job or other suitable work and did not actually work and he requires medical treatment. The rate of payment is 75% of the average wage of the injured person during the three months preceding the injury and up to the maximum injury allowance (in January 2012 – NIS 1,059.38 per day).

2. Work-related disability benefits

These are paid to work injury victims who have been left temporarily or permanently disabled as a result of the work-related injury.

- **Temporary disability pension** – paid to persons with a work-related disability who have a temporary degree of disability of at least 9%⁵.

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1 An insured under Work Injury Insurance is one of the following: a salaried employee (as of April 1954), a self-employed worker (as of July 1957), a person undergoing vocational rehabilitation, attending vocational training, being tested under the Apprenticeship Law or the Employment Service Law (during the testing time only), a working prisoner, a foreign resident employed by an Israeli employer (as of 1970), an Israeli resident abroad under certain conditions (as of 1970), a person whose wage is determined by law (for instance, a member of the Knesset), workers under the Emergency Services Work Law.

2 Work accident – an accident that occurs in the course and as a consequence of the work, including an accident on the way to and from work and an accident under the circumstances specified in the law.

3 Occupational disease – a disease contracted by the insured as a consequence of his work and appearing on the list of occupational diseases established in the law. The occupational diseases specified in the Second Addendum to the National Insurance Regulations (Insurance for Work-related Injuries), 5714- 1954.

4 Until 31.1.2002, persons injured at work were entitled to payment of an injury allowance for a maximum period of 181 days (26 weeks). For the two days following the day of injury, an injury allowance is only paid to persons who are unable to work for 12 or more days. Pursuant to the amendment to the law in 2005, the period of entitlement to an injury allowance at the expense of the employers was increased from 9 days to 12 days. Persons who have no employer, such as self-employed workers, are not entitled to payment for the first 12 days, apart from employers of domestic employees.

5 Until 2005, a work-related disability grant and temporary disability pension began to be paid from a 5% rated degree of disability.

- **Permanent disability pension** – paid to persons with a work-related disability who have a permanent degree of disability of at least 20% according to the degree of medical disability at a rate proportionate to the wage of the injured person during the three months prior to the injury (the maximum amount in January 2012 – NIS 31,781 to salaried employees and to self-employed workers).

The amount of the temporary or permanent disability pension is set as 75% of the income of the injured person during the three months preceding the injury multiplied by the degree of disability.

- **Work-related disability grant** – A lump sum at a rate of the monthly pension multiplied by 43 is paid to a person with a work-related disability who has a permanent degree of disability of 9% - 19%⁶.
- **Special pension** – paid in addition to the monthly pension to disabled persons who have a permanent degree of disability of at least 75% (and additional entitled persons under the law), who require assistance with daily activities (the maximum amount in January 2013 – NIS 8,057).
- **Special grant** – paid to disabled persons who have a degree of disability of at least 75% to fund non-recurring expenses due to the disability: housing adaptations, purchase of accessories and purchase of a vehicle to solve mobility problems (for persons with limited mobility only).

3. Dependents’ benefits for work-related injuries⁷

These are paid to the widow/er, orphans, parents (and in special circumstances also to other family members) – of a person who died in consequence of a work-related injury and who had been dependent on him for their livelihood. The benefits can be paid as a pension, grant, marriage grant, maintenance allowance for orphans, Bar Mitzvah grant or death grant.

Dependents’ pensions – a pension at a rate of 40% to 100% of the full pension which would have been due to the insured had he been disabled with a degree of disability of 100% and according to the number of children. A widow who has custody of children or who is over the age of 40 or who is unable to support herself is entitled to a dependents’ pension, as well as a widower who has custody of a child or who is over the age of 40 and is unable to support himself (and whose gross income in January 2012 was less than NIS 4,913 per month). The full pension amount is 7% of the wage of the deceased during the determining period. The partial pension amount is determined according to the degree of entitlement⁸.

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6 A person injured prior to 1.7.2003 received a grant in the amount of 70 pensions.
 7 Dependents’ benefits for work-related injuries include a dependents’ pension, dependents’ grant, marriage grant, vocational rehabilitation for a widow / er receiving a dependents’ pension, maintenance allowance for orphans, Bar Mitzvah grant and death grant.
 8 The rate of the dependents’ pension according to the number of dependents and their relationship is specified in Section 132 of the National Insurance Law.

4. Medical treatment expenses (including hospitalization and medical rehabilitation)

The National Insurance Institute, through the sick funds (which receive payment therefrom), provides full medical treatment to work injury victims, including, if necessary, medical rehabilitation, convalescence and nursing services, etc.

5. Vocational rehabilitation

Provided to a disabled person whose permanent degree of disability is at least 10% and who in consequence of his work-related injury is unable to return to his previous work or to any other work. Vocational rehabilitation is provided also to the widows of work injury victims.

B. Injury Allowance Recipients

1. General

Injury allowance is a short term benefit paid to persons injured at work for a period of 91 days at most. In 2013, the number of recipients reached 74,760 – an increase of 6.2% compared to 2012⁹, which continues the upward trend in recent years (Graph 1).

The number of incapacity days for work also rose and reached 2,734,723 days – an increase of 7.4% compared to 2012. The average number incapacity days for work per injured person increased and reached 36.6 days – an increase of 1.1% (Tables 1 and 2).

The number of injury allowance recipients increased along with the increase in the number of employed persons. In 2013, injury allowance recipients constituted approximately 2% of all employed persons (Table 2).

The rate of injury allowance recipients among all employed persons decreased over the years but has remained stable in recent years, notwithstanding the increase in the

Table 1
Employed persons, Injury Allowance Recipients
and Incapacity days for Work, 2009-2013

Year	Employed persons (thousands)*	Injury allowance recipients	Incapacity days for work	
			Total	Average per injured person
2009	3,116.9	65,814	2,306,267	35.0
2010	3,214.0	68,011	2,478,106	36.4
2011	3,321.6	67,978	2,488,540	36.6
2012	3,426.8	70,395	2,546,960	36.2
2013	3,759.8	74,760	2,734,723	36.6

* According to the National Accounting Data, the Central Bureau of Statistics, 2013. The employed persons include Israeli workers, foreign workers (reported and unreported) and residents of Judea and Samaria.

9 The series of injury allowance recipients from 2010 to date has been updated.

Graph 1
Injury Allowance Recipients, 2009-2013

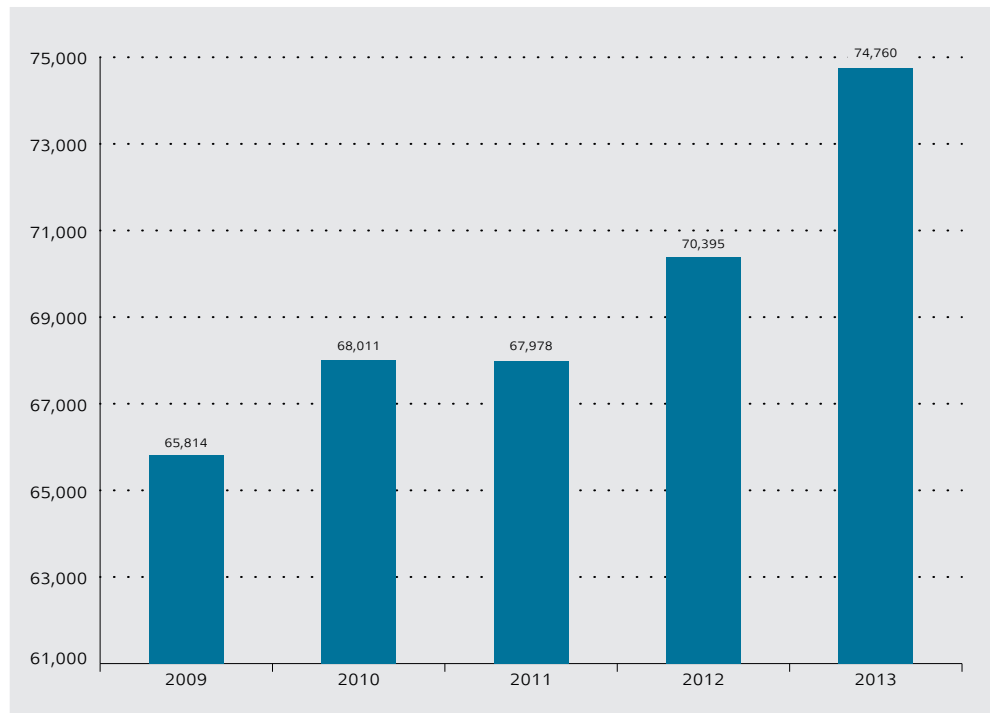


Table 2
The Rate of Change in Injury Allowance Recipients and Incapacity Days for Work (percentages), 2009-2013

Year	Injury allowance recipients as a percentage of all employed persons	Average rate of annual change		
		Employed persons	Injury allowance recipients	Average incapacity days
2009	2.0	2.2	-5.6	1.4
2010	2.0	3.0	3.3	4.0
2011	1.9	3.0	-0.1	0.5
2012	1.9	4.0	3.6	-1.1
2013	2.0	2.9	6.2	1.1

number of recipients and that of employed persons. This gradual decrease, which began in 1996 and continued up to 2012, occurred concurrently with changes in legislation – charging the employer with payment in respect of the first days and revocation of the entitlement to payment for persons who have no employer (in 1997 and 2005). In 2013 a slight increase in the level of injury allowance recipients out of all employed persons was observed: from 1.9% to of 2%.

The average number of incapacity days per injured person reached its peak in 2001 (40 days), and in 2002 there was a sharp decrease that stemmed, inter alia, from a change

Table 3
Injury Allowance Recipients, by Number of Incapacity days, 1996, 2000, 2006-2013

Year	Total employed persons*	Total incapacity days	Total injury allowance recipients	Number of incapacity days									
				0	1-14	15-30	31-45	46-60	61-75	76-90	91	92 or more	
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	
2006	3,003,700	2,170,751	64,296	37	23,432	15,469	7,245	4,547	3,218	5,182	5,101		65**
2007	3,132,310	2,291,149	67,657	42	24,582	16,298	7,695	4,673	3,432	5,424	5,476		35**
2008	3,241,790	2,408,514	69,734	35	24,831	16,606	7,981	4,931	3,569	5,837	5,933		11**
2009	3,312,340	2,306,267	65,814	40	23,159	15,447	7,456	4,786	3,499	5,947	5,468		12**
2010	3,411,530	2,478,106	68,011	35	23,388	15,493	7,490	4,840	3,478	6,826	6,433		28**
2011	3,515,040	2,488,540	67,978	25	23,351	15,283	7,502	4,829	3,636	6,730	6,605		17*
2012	3,655,270	2,546,960	70,395	11	24,361	16,039	7,923	5,096	3,659	6,566	6,625		115*
2013	3,759,810	2,734,723	74,760	9	25,556	17,150	8,284	5,502	3,907	7,275	6,830		247**
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	
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
2008			100.0	0.1	35.6	23.8	11.4	7.1	5.1	8.4	8.5		0.0
2009			100.0	0.1	35.2	23.5	11.3	7.3	5.3	9.0	8.3		0.0
2010			100.0	0.1	34.4	23.8	11.0	7.1	5.1	10.0	9.5		0.0
2011			100.0	0.0	34.4	23.5	11.0	7.1	5.3	9.9	9.7		0.0
2012			100.0	0.0	34.6	22.8	11.3	7.2	5.2	9.3	9.4		0.0
2013			100.0	0.0	34.2	22.9	11.1	7.4	5.2	9.7	9.1		0.3

* From the National Accounting, the Central Bureau of Statistics. The 2006-2013 series has been updated and the new series cannot be compared to the old series.

** Persons injured up to January 31, 2002 who received an injury allowance subsequent to this date.

in legislation (a shortening of the maximum period of injury allowance payment from 26 to 13 weeks, as of February 1, 2002). The decrease in the average incapacity days halted in 2003, and since then the rate has risen, reaching 36.6 in 2013 (Table 1).

There are two arrangements under the Work Injury Law (Regulation 22 and Section 343 of the Law), whereby the employer is the one who pays the injured person the injury allowance due to him in return for a discount or additional commission with which the NII credits him. Of the 68,616 salaried employees who received an injury allowance in 2013, 19,837 (29%) were employed by **authorized employers under Regulation 22**, whereby the NII does not reimburse the injury allowance to them for the first 12 days of entitlement. This is a payment that other employers are required to reimburse to the NII. In this case, the NII may permit an employer to pay the injury allowance on behalf of the NII and he must do so on the dates that he usually pays wages. The employer must

submit a claim to the NII in respect of the work accident of the employee and the NII reimburses the employer for the amounts paid thereby (for 13 or more days), together with a commission of 2.5% of the injury allowance. If the NII rejects the claim, the employer is not reimbursed for the monies that he paid to the employee.

Of all the salaried employees who received an injury allowance in 2013, - 602 (approximately 1%) worked for **employers who had enrolled under Section 343** of the Law. In 2011, 14 employers chose to enroll in this arrangement (these are large employers – of more than 500 employees) and they pay reduced insurance contributions to the Work Injury branch (85% of the regular rate). In return for the discounted insurance contributions, they absorb the payment of injury allowance to employees injured at work.

Over the years, there has been an increase in the number of severe injuries in respect of which claims were submitted to the NII (Table 3). In 1996, the last year before the legislative change whereby the first days are paid at the expense of the employer, the injured persons who had less than 14 incapacity days constituted about half of all injury allowance recipients and today their rate is under 35%. Concurrently, and with the shortening of the maximum period for receiving injury allowance, the rate of injury allowance recipients who had 61 or more incapacity days out of all recipients rose from 13% in 1996 to 24% in 2013. The percentage of injured persons who had 15-45 incapacity days has stabilized at a level of about 34% over the years.

2. Foreign workers, manpower company employees and contractor employees

It is difficult to obtain reliable data with regard to the injury rates of foreign workers, manpower company employees or contractor employees and the level of safety in the workplace.

The rate of injury allowance recipients among the foreign workers and residents of the territories has been lower than that of Israelis over the years. One may have expected that their rate would be at least the same as that of Israeli residents, due to the rather hazardous economic sectors (agriculture and construction) in which they work. The low rate probably reflects under-reporting of work-related injuries by this population, due to their fear of losing their jobs if they are absent due to an accident, their illegal status and concern as to their fate should it become known that they live in Israel without a permit –and perhaps also due to their lack of knowledge about their rights. In the case of serious work injuries these employees have no other option but to seek medical attention and to submit a claim for injury allowance or work disability. The NII pays directly the expenses of non-recurring treatment in the emergency room of foreign workers and as of April 2008, also of workers of the territories who were injured in work-related accidents and did not submit a claim for injury allowance.

A foreign worker is insured under Work Injury Insurance even if he lives in Israel unlawfully. Until February 28, 2003, foreign workers and residents of the territories

who were injured at work had been entitled to the full benefits granted to all work injury victims, whether or not they had a work permit. As of March 1, 2003, the benefit began to be denied to unreported foreign workers: on their departing Israel such workers are paid the benefit to which they are deemed to be entitled as of the date of their departure, and the payment does not include the period for which the benefit was denied. The gradual decrease in the number of foreign workers in 2002-2006 was expected due to the legislative amendments and the activities of the Immigration Police. An increase was again observed in 2007, and this increase continued until the end of 2009. In 2010,

Table 4
Employed Persons, Injury Allowance Recipients
and Incapacity days, by Residency, 2009-2013

	Total	Residents of Israel	Residents of territories	Foreign workers
2009				
Employed persons*	3,312,340	3,026,021	55,735	230,583
Injury allowance recipients	65,814	64,682	440	692
Rate of injury allowance recipients among employed persons	2.0	2.1	0.8	0.3
Average incapacity days	35.0	35.1	43.9	29.1
2010				
Employed persons*	3,411,530	3,120,687	60,621	230,225
Injury allowance recipients	68,011	66,656	490	865
Rate of injury allowance recipients among employed persons	2.0	2.1	0.8	0.4
Average incapacity days	36.4	36.5	45.8	29.9
2011				
Employed persons*	3,515,040	3,220,048	65,869	229,125
Injury allowance recipients	67,978	66,827	484	667
Rate of injury allowance recipients among employed persons	1.9	2.1	0.7	0.3
Average incapacity days	36.6	36.6	42.1	31.6
2012				
Employed persons*	3,655,270	3,358,974	65,550	230,741
Injury allowance recipients	70,395	68,987	604	804
Rate of injury allowance recipients among employed persons	1.9	2.1	0.9	0.3
Average incapacity days	36.2	36.1	46.5	35.7
2013				
Employed persons*	3,759,810	3,449,510	81,900	288,400
Injury allowance recipients	74,760	73,074	738	948
Rate of injury allowance recipients among employed persons	2.0	2.1	0.9	0.3
Average incapacity days	36.6	36.5	47.3	32.6

* Source: The National Accounting, Central Bureau of Statistics.

the Prime Minister announced a new immigration policy that toughens the conditions for employing foreign workers, and that was intended to reduce their numbers by approximately 30 – 50 thousand.

Another population group for which it is difficult to obtain data on workplace safety is that of salaried employees who receive wages from manpower companies or from manpower contractors. Manpower surveys of the Central Bureau of Statistics identify these salaried employees by the question “who pays the wage”. In the work injury scheme of the National Insurance Institute, manpower companies are not specified by a unique code (economic sector or legal status of the employer) and it is therefore impossible to ascertain whether these employees are exposed to hazards as are the employees who receive wages from the workplace and whether the fact that they are exceptions for the employer causes him to lessen his responsibility for their safety conditions.

The problem also exists with contractor companies that do not supply workers, but rather services and to which the obligations incumbent on manpower companies, particularly the licensing obligation, do not apply. The receipt and renewal of a license are contingent on observance of the labor and workplace safety laws.

The definition of “recipients of wages from a manpower company” does not include salaried employees working through a sub-contractor, who is responsible for their work performance as well as for their safety. These are salaried employees who are employed primarily in two economic sub-sectors: guarding, security and cleaning and home caregiver services.

In 2013 (as well as in previous years), the average incapacity days per injured person of foreign workers was lower than that of Israeli residents – 32.6 days compared to 36.6 days respectively – although it would have been expected to be higher, due to their occupational sectors. The average incapacity days of the workers who are residents of the territories (Judea and Samaria) remained fairly high (47.3 days on average per injured person), although their occupations are seemingly similar to that of the foreign workers. However, it is possible that many of the foreign workers are employed as nursing caregivers who are injured less than are those employed in hazardous sectors.

Since 1997, the number of self-employed persons receiving injury allowance decreased – from 9,483 to 6,144 in 2013 – and their proportion of total recipients fell from 11.3%

Table 5
Injury Allowance Recipients by Employment Status
and Incapacity days, 2013

Employment status	Injury allowance recipients		Average incapacity days
	Numbers	Percentages	
All recipients	74,760	100.0	36.6
Salaried employees	68,616	91.8	35.4
Self-employed persons	6,144	8.2	49.9

Table 6
Injury Allowance Recipients by Employment Status and Economic Sector, 2013

Economic sector	Recipients		Incapacity days		
	Numbers	Percentages	Numbers	Percentages	Average incapacity days per injured person
Total	74,760		2,734,723		36.6
Total salaried employees	68,616	100.0	2,428,177	100.0	35.4
Agriculture, forestry, fishery	1,682	2.5	57,099	2.4	33.9
Mining, excavation	132	0.2	4,641	0.2	35.2
Industry and production	11,070	16.1	349,351	14.5	31.6
Supply of electricity, gas, steam and air conditioning	430	0.6	13,088	0.5	30.4
Supply of water, sewerage services, garbage and waste treatment and purification services	322	0.5	11,194	0.5	34.8
Construction	7,339	10.7	333,416	13.9	45.4
Wholesale and retail trade, repair of motor vehicles and motorcycles	10,345	15.1	371,324	15.4	35.9
Transportation, storage, postal and courier services	5,674	8.3	245,211	10.2	43.2
Hospitality and catering services	4,292	6.3	133,223	5.5	31.0
Information and communications	1,379	2.0	41,147	1.7	29.8
Financial services and insurance services	1,408	2.1	43,768	1.8	31.1
Real estate activities	1,504	2.2	44,162	1.8	29.4
Professional, scientific and technical services	2,523	3.7	87,075	3.6	34.5
Management and support services	5,275	7.7	188,077	7.8	35.7
Local administration, public administration and security; mandatory NII services	5,789	8.4	178,569	7.4	30.8
Education	1,586	2.3	52,751	2.2	33.3
Health services and welfare and social services	4,659	6.8	154,900	6.4	33.2
Art, entertainment and leisure	1,040	1.5	41,585	1.7	40.0
Other services	1,504	2.2	54,108	2.3	36.4
Households as places of employment, households producing goods and services for personal use	26	0.1	802	0.0	30.8
International organizations and bodies	9	0.0	389	0.0	43.2
Unknown	628	0.9	21,644	0.9	34.5
Total self-employed persons	6,144		306,586		49.9

to 8.2% (Table 5). This decrease is apparently influenced both by the change in the law, whereby the initial incapacity days are funded by the self-employed person, and by the wave of small business closures during periods of economic recession. In 2013,

a slight decrease was recorded in the rate of self-employed persons who received an injury allowance (8.2%) compared to a slight increase in 2012 (from 8.5% to 8.7%). The average incapacity days for work among self-employed persons is about 41% higher than among salaried employees (49 days compared to 35.4, respectively), apparently since the self-employed persons are not inclined to submit claims to the NII in respect of brief absences (less than 12 days).

The distribution of salaried employees with work related injuries by economic sector changed slightly in 2012 in the wake of a transition to a new classification¹⁰ of sectors, but still in 2013 the trends remained similar to those of previous years: 16.1% of the employees were injured in industry and production, 15.1% in commerce and repair of motor vehicles and motorcycles and 10.7% in construction. In terms of the severity of injury (measured here by the number of incapacity days for work), the most severe injuries have for years been occurring in the construction sector (45.4 days) followed by the following sectors: extraterritorial organizations and bodies (43.2 days), art, entertainment and leisure (40.0 days), other services (36.4 days) and commerce and repair of motor vehicles and motorcycles (35.9).

3. Women and youth

With increasing industrialization and the growth in the rate of women's participation in the civilian workforce which have characterized the last two decades, the proportion of women among all injury allowance recipients has also grown. Their rate has risen gradually and consistently – from 19.8% in 1995 to 31.4% in 2012 – but this year it has fallen slightly to a level of 30.6% (Table 7). Their proportion of all recipients is low compared with their proportion of total salaried employees in the job market in light of the nature of their occupations.

Table 7
Injury Allowance Recipients by Gender, 2009–2013

	2009	2010	2011	2012	2013
Numbers					
Total	65,814	68,011	67,978	70,395	74,760
Men	45,906	47,354	46,668	48,449	51,906
Women	19,908	20,657	21,310	21,946	22,854
Percentages					
Total	100.0	100.0	100.0	100.0	100.0
Men	70.0	69.6	68.7	68.8	69.4
Women	30.0	30.4	31.3	31.2	30.6

10 The Standard Classification of Economic Sectors 2011 published by the CBS replaces the Standard Classification of Economic Sectors 1993 and it is based on the UN recommendations for the Standard Classification of Economic Sectors: ISIC 4 (International Standard Classification of All Economic Activities), Rev.

Table 8
Injury Allowance Recipients by Age and Gender (numbers), 2013

Age	Total	Men	Women
Total	74,760	51,906	22,854
Up to 17	160	136	24
18-24	7,758	6,034	1,724
25-34	16,989	12,523	4,466
35-44	16,518	11,951	4,567
45-54	15,501	9,995	5,506
55-64	13,887	8,385	5,502
65+	3,947	2,882	1,065

An examination of the distribution of injury allowance recipients by gender and age shows that in the younger ages (up to age 34) men constitute 75% and in the older ages (45-59) they constitute only 63% of all recipients in the same age bracket (Table 8). The average incapacity days of women are lower than those of men: 31.7 compared to 38.7 respectively. This difference apparently stems from the difference in the occupational risk level of the younger men (higher) compared to that of the older men (lower).

C. Work Accidents

In 2013, road accidents (during work or on the way to or from work) constituted 22.9% of all work accidents, which number has remained stable over the years. The number of road accidents to work increased during 2006-2013 from 14.4% of all work injuries to 16.2% (Table 9). By contrast, in 2013, the number of work-related road accidents constituted 6.7% of all work accidents. In the past, road accidents had caused more serious injury, which was reflected in the greater number of incapacity days than for other accidents. This gap has narrowed significantly in recent years and currently it is nearly non-existent, apparently due to the elimination of the short entitlement periods (up to 12 days), so that the number of applicants in mild cases has been greatly reduced, thereby raising the average number of incapacity days per injury.

The distribution of injury allowance recipients by cause of accident and nature of injury has been fairly stable over the years. The most common causes of work injury in 2012¹¹ were road accidents (26.1%), falls (from scaffolding, ladders or cranes; from a building or structure; slipping or tripping on stairs); slipping or tripping on level ground (25.9%) and injury from objects (falling, crushing, hitting – 16.2%) (Table 10). In terms of the severity of the injury (measured by the number of incapacity days), the serious injuries are primarily caused by falls (42.2 days). The falls primarily caused bruising and crushing as well as limb fractures, strains and sprains. Occupational diseases had the

11 The most current figures for cause of injury and nature of injury are for 2012.

Table 9
Injury Allowance Recipients by Location of Injury and Incapacity days, 2009-2013

Year	Total	Work accidents		Accidents on the way to work		Other
		Accidents in the course of work*	Road accidents	Road accidents	Non-vehicle accidents	
2009						
Numbers	65,814	45,412	4,747	10,594	4,191	870
Percentages	100.0	69.0	7.2	16.1	6.4	1.3
Average incapacity days	35.0	35.0	39.5	33.0	35.7	35.4
2010						
Numbers	68,011	47,520	4,721	10,683	4,094	993
Percentages	100.0	69.9	6.9	15.7	6.0	1.5
Average incapacity days	36.4	36.2	42.0	34.3	38.0	35.8
2011						
Numbers	67,978	47,174	4,540	10,976	4,287	1,001
Percentages	100.0	69.4	6.7	16.1	6.3	1.5
Average incapacity days	36.6	36.4	42.3	34.3	37.9	38.3
2012						
Numbers	70,395	48,589	4,908	11,229	4,647	1,022
Percentages	100.0	69.0	7.0	16.0	6.6	1.5
Average incapacity days	36.2	36.0	41.8	33.8	37.9	37.1
2013						
Numbers	74,760	51,239	5,005	12,148	5,138	1,230
Percentages	100.0	68.5	6.7	16.2	6.9	1.6
Average incapacity days	36.6	36.2	42.7	34.9	37.6	38.9

Table 10
Injury Allowance Recipients and Incapacity days by Cause of Injury, 2012

Cause of injury	Recipients		Incapacity days	
	Numbers	Percentages	Average incapacity days per injured person	Total days
Total	70,395	100.0	36.2	2,546,960
Falls	18,223	24.1	42.2	769,362
Road accident	18,354	25.9	37.2	682,792
Falling, hitting, crushing object	11,364	17.1	34.0	386,223
Machinery, tools	9,085	11.7	32.7	296,649
Over-exertion	5,745	9.0	38.0	218,505
Fire, scalding substance, steam, acid	1,083	1.5	22.2	24,046
Foreign object in eye	741	1.0	15.3	11,349
Altercations	677	1.1	33.3	22,533
Poisoning	500	0.7	21.7	10,834
Environmental factor	187	0.3	20.7	3,869
Occupational disease	118	0.2	58.1	6,860
Explosive material	116	0.2	34.6	4,008
Other and unknown	4,202	6.0	26.2	109,930

highest placing in the severity of the injury (58.1 days). Although the list of occupational diseases is closed, if the disease does not appear there and according to expert opinion there is a clear causal relation between it and the working conditions – the disease will be recognized as a work injury. Most of the claims for injury allowance in respect of occupational disease are submitted for the purpose of determining work-related disability.

An analysis of the distribution of injury allowance recipients by the **nature of the injury** shows that the most common causes are crushing (34.5%), skeletal muscle injury (14.5%), bruising (12.8%) and upper limb lacerations (9.2%). In terms of the **severity of the injury** (measured by the number of incapacity days), the serious injuries were lower limb fracture (66.2 days), damage to the vascular system (61.3 days), upper limb fracture (60.3 days), back or skull fracture or spinal cord injury (59.8 days) and dislocation without fracture (51.8 days).

The upper limbs are the most vulnerable organ in work accidents: fractures and lacerations (only) in the upper limbs caused approximately 15% of the injury allowance recipients to be absent from work (Table 11).

Table 11
Injury Allowance Recipients and Incapacity days
by Nature of Injury, 2012

Nature of injury	Recipients		Incapacity days	
	Numbers	Percentages	Average days	Total
Total	70,395	100.0	36.2	2,546,960
Crushing	24,290	34.5	36.4	883,001
Skeletal and muscular	10,203	14.5	34.0	346,818
Bruising	9,008	12.8	32.4	291,478
Upper limb laceration	6,461	9.2	30.0	193,723
Upper limb fracture	4,041	5.8	60.3	243,625
Strain, sprain	3,212	4.6	33.7	108,178
Lower limb fracture	2,763	3.9	66.2	182,953
Burns	1,318	1.9	23.8	31,306
Skull, back, spinal fracture	893	1.3	59.8	53,393
Head, neck, back laceration	891	1.3	19.9	17,704
Lower limb laceration	885	1.3	28.6	25,322
Symptoms	757	1.4	29.8	22,523
Foreign object penetration	747	1.1	14.6	10,913
Poisoning	297	0.4	19.3	5,718
Dislocation without fracture	215	1.1	51.8	11,140
Vascular system	129	0.3	63.1	8,142
Abrasion	98	0.2	25.1	2,460
Other and unknown	4,187	6.0	25.9	108,563

* Work-related contusions and injuries other than road accidents.

D. Recipients of Work-related Disability Benefits

Disability benefits are paid to work injury victims who have been left with a disability following the injury. A permanent disability pension is paid to injured persons who have a permanent degree of disability of 20% or higher.

1. Permanent disability pension

The number of recipients of permanent disability pensions has been rising steadily at a rate of about 5% per annum and in 2013 it reached 38,264, compared to 35,539 in 2012 (Table 12). A majority of the pension recipients (62.3%) have low disability degrees (up to 39%). This group is even larger among women (65.3%): 63.4% of them have a degree of disability of 20% - 39%, compared to 57.7% of

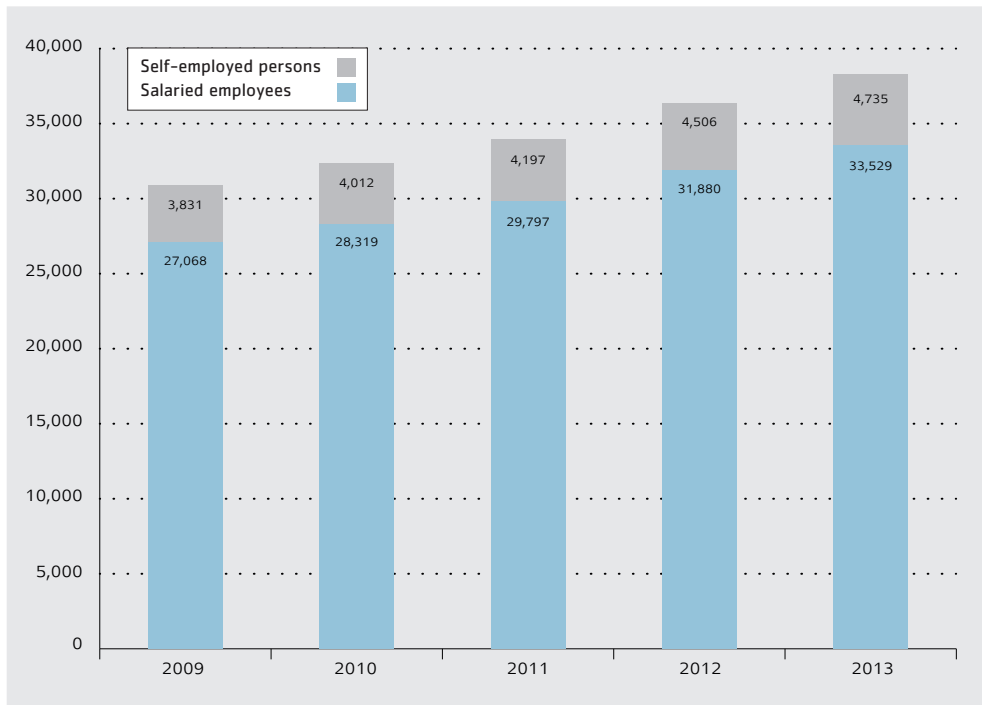
Table 12
Permanent Disability Pension Recipients
by Employment Status (December), 2009-2013

Year	Total		Salaried employees	Self-employed persons
	Numbers	Annual percentage of change		
2009	31,899	5.1	27,685	3,904
2010	33,079	4.7	28,994	4,085
2011	34,688	4.9	30,393	4,295
2012	36,390	4.9	31,883	4,507
2013	38,264	5.1	33,529	4,735

the men. 9.4% of the men and 7.3% of the women have a degree of disability higher than 80% (Table G/2 in the appendix of “Tables”). Recipients of work-related disability pensions can – when reaching the age entitling to an old-age pension – choose whether to continue receiving the work-related disability pension or to receive an old-age pension. Under the Law, if the old-age pension is higher than the work-related disability pension, it is possible to capitalize the disability pension and receive the current old-age pension, or to continue receiving the work-related disability pension at the level of the old-age pension. In practice, in 2013, 17 recipients of the disability pension who had reached said age chose to continue receiving the work-related disability pension also in old-age.

The situation is slightly different regarding the distribution of disability pension recipients than of injury allowance recipients (a distribution of recipients of permanent disability pensions by gender, age and percentage of disability is presented in Table G/2 in the appendix of “Insurance Branch Tables”). Most of these recipients are in the older group – aged 50 or older; for instance, men aged 50 – 59 constitute 26.3% of all men who are entitled to a pension, and this is also the case with women: those aged 50-59 constitute 32.6% of all women who receive a permanent disability pension.

Graph 2
Permanent Disability Pension Recipients by Employment Status, 2009–2013



2. Disability grant

A disability grant is paid to persons with a work-related disability who have a stable degree of disability, which is higher than 9%, but less than 20%. The amounts of the grants and the conditions of entitlement thereto have undergone major changes in recent years. Until the enactment of the Economic Recovery Plan Law in June of 2003, the grant was at a level of 70 monthly pensions. It was then determined that whoever was injured as of 1.7.2003 onward would receive a grant equal to 43 pensions. Pursuant to the legislative change, there was a steep decrease in the amount of the average disability grants. In 2013, 11,090 grants were paid in respect of the various injuries (compared to

Table 13
Disability Grant Recipients by Employment Status, 2009–2013

Year	Total		Salaried employees	Self-employed persons
	Numbers	Annual percentage of change		
2009	8,706	2.2	7,648	1,058
2010	8,821	1.3	7,697	1,124
2011	8,927	1.2	7,897	1,030
2012	9,729	9.0	8,544	1,185
2013	11,090	14.0	9,700	1,390

9,729 in 2012) – 9,700 to salaried employees and 1,390 to self-employed persons. In 2013, the average grant payment for salaried employees was approximately NIS 37.6 thousand, compared to NIS 36.6 thousand in 2012 and for self-employed persons – NIS 34.5 thousand, compared to NIS 35.6 thousand, respectively.

3. Special disability pension and special grants

Persons with a work-related disability whose degree of disability is 75% or higher and disabled persons with walking difficulties whose degree of disability is 65% - 74% are entitled, in addition to any other benefit, to financial aid for personal assistance, for travel and to a grant for non-recurring expenses – for purchasing a vehicle, for solving housing problems and for purchasing special accessories ensuing from the disability.

In December 2013, 3,413 disabled persons received a special pension through the Rehabilitation branch in an average amount of NIS 3,651, compared to 3,286 in December 2012 – an average amount of NIS 3,588 and 3,141 in December 2011 – an average amount of NIS 3,542.

In 2013, 169 rehabilitation grants were paid in an average amount of NIS 32,479, compared to 168 grants in an average amount of NIS 30,452 in 2012. These grants were paid as housing assistance (72 grants totaling NIS 3,236 thousand), assistance with purchasing a vehicle (25 grants totaling NIS 1,240 thousand) and other assistance (72 grants totaling NIS 1,013 thousand).

4. Dependents' benefits

The number of recipients of dependents' pensions has risen gradually over the years and in 2013 it reached 4,695, compared to 4,638 in 2012. The rate of change ranges between 0.2% and 1.2% (Table 14).

Table 14
Dependents' Pension Recipients by Employment Status, 2009-2013

Year	Total		Salaried employees	Self-employed persons
	Numbers	Annual percentage of change		
2009	4,573	1.2	3,954	619
2010	4,565	-0.2	3,941	624
2011	4,603	0.8	3,981	622
2012	4,638	0.8	4,013	625
2013	4,695	1.2	4,063	632

The Processing of Work Injury Victims

The processing of work injury victims begins with an injury allowance claim, which also constitutes notice of a work-related injury. At the claim processing stage, the

circumstances of the injury itself are ascertained: whether it indeed occurred in the course of the work and as a consequence of the work. The number of injury allowance claims submitted each year has increased by (an average of) 3.3% per year in the last five years. The increase in the claims corresponds on average to the increase in the number of employed persons in the economy – the more people who participate in the work force, the more persons injured during and as a consequence of work. Approximately 78% of all the average annual injury allowance claims submitted are approved (Table 1).

Table 1
Injury Allowance Claims that were Received and Approved, 2009-2013

Year	Number of claims		Percentage of approvals out of total claims	Percentage of change compared to previous year	
	Received	Approved		Received	Approved
2009	89,821	72,542	81%	-3.1%	-6.0%
2010	94,601	74,635	79%	5.3%	2.9%
2011	98,594	76,742	78%	4.2%	2.8%
2012	106,279	79,496	75%	7.8%	3.6%
2013	108,532	84,029	77%	2.1%	5.7%

Of all the injury allowance claims that were approved, about 91% were submitted by salaried employees and the rest by self-employed persons (Table 2).

If an injured person has been left with a disability after having exhausted his entitlement to the 91 days of injury allowance, he may submit a work-related disability claim. In 2013, 26,933 claims were submitted for work-related disability benefits. The number of disability claims has increased in the last five years at an average rate of 4% a year (Table 3).

Table 2
Injury Allowance Claims that were Approved, by Employment Status, 2009-2013

Year	Total claims approved			Percentage of total claims approved	
	Total	Salaried employees	Self-employed persons	Salaried employees	Self-employed persons
2009	72,542	66,192	6,129	91.2%	8.4%
2010	74,635	68,161	6,229	91.3%	8.3%
2011	76,742	70,260	6,267	91.6%	8.2%
2012	79,496	72,272	7,017	90.9%	8.8%
2013	84,029	76,455	7,315	91.0%	8.7%

Table 3
Work-related Disability Benefit Claims, 2009-2013

Year	Number of claims		Percentage of approvals out of total claims	Percentage of change compared to previous year	
	Received	Approved		Received	Approved
2009	21,922	21,512	98.1%	0.2%	6.0%
2010	22,696	21,377	94.2%	3.5%	-0.6%
2011	23,401	20,874	89.2%	3.1%	-2.4%
2012	25,485	22,985	90.2%	8.9%	10.1%
2013	26,933	24,893	92.4%	5.7%	8.3%

After approval of the disability claim, the claimant must appear before a medical committee where the percentages of medical disability are determined, according to which the pension or the grant will be calculated. In 2013, 37,750 medical committee hearings were held, 25,760 of which were at the first level (initial claim of the injured person) and the rest were appeal committee or other hearings. The medical committees that consider work injuries also consider cases of hostile action victims and the Prisoners of Zion and conduct examinations for the purpose of determining income tax exemptions. On average, 3.2 insured files are considered in one hearing at the first level and at the second level 2.5 files. 1.44 hearings are held on average until the initial decision is made on the claim.

The average number of hearings until a decision is made on a claim is 1 – 2.9, depending on the application category: the shortest process – for Prisoners of Zion disability pension claims and the longest – for income tax, probably since income tax hearings require more experts (Table 4).

Dependents' pensions are paid to the family members of the work injury victim who are economically dependent thereon in the event of a fatal accident. There is fluctuation in the rate of approved claims (Table 5). In 2013, for instance, 314 dependents' claims were received and 57.3% of them were approved.

Table 4
Number of Committees, Insureds, Hearings until an Initial Decision is Made, Initial Decisions and Average Hearings until a Decision is Made, 2013

Application category	Total number of committees	Number of insureds	Number of hearings until the decision is made	Number of initial decisions	Average hearings until the decision
Total	35,348	29,682	38,301	25,083	
Income tax	8,855	5,228	8,016	2,772	2.9
Hostile action victim	681	314	473	288	1.6
Work injury	25,806	24,136	29,810	22,021	1.4
Prisoner of Zion	6	4	2	2	1

Table 5
Dependents' Benefit Claims, 2009–2013

Year	Number of claims		Percentage of approvals out of total claims	Percentage of change compared to previous year	
	Received	Approved		Received	Approved
2009	294	157	53.4	0.4	-10.3
2010	269	141	52.4	0.3	-10.2
2011	294	202	68.7	0.4	43.3
2012	285	155	54.4	0.3	-23.3
2013	314	180	57.3	0.4	16.1

E. Payments

The average daily **injury allowance** for salaried employees and for self-employed persons rose in 2013 in nominal terms, in real terms and as a percentage of the average wage (Table 15).

In 2013, the average **permanent disability pension** for salaried employees was NIS 3,394.1 (compared to NIS 3,329.8 in 2012) and NIS 3,574.4 for self-employed persons (compared to NIS 3,574.4 in 2012). The pension level for salaried employees and self-employed persons rose in real terms, but fell as a percentage of the average wage (Table 16).

Table 15
Average Daily Injury Allowance by Employment Status, 2009–2013

Year	Salaried employees			Self-employed persons		
	Current prices (NIS)	2013 prices (NIS)	Percentage of average wage	Current prices (NIS)	2013 prices (NIS)	Percentage of average wage
2009	179.2	196.6	67.4	240.6	263.9	90.5
2010	175.8	187.8	63.9	205.2	219.2	74.6
2011	178.5	184.3	62.5	195.1	201.5	68.4
2012	186.5	189.3	63.7	203.1	206.2	69.4
2013	190.0	190.0	63.4	212.6	212.6	71.0

Table 16
Amount of Permanent Disability Pension by Employment Status (monthly average), 2009–2013

Year	Salaried employees			Self-employed persons		
	Current prices (NIS)	2013 prices (NIS)	Percentage of average wage	Current prices (NIS)	2013 prices (NIS)	Percentage of average wage
2009	3,156.2	3,462.3	39.6	3,287.7	3,606.6	41.2
2010	3,419.1	3,652.4	41.5	3,403.2	3,635.4	41.3
2011	3,240.0	3,345.6	37.8	3,489.8	3,603.6	40.8
2012	3,329.8	3,380.6	37.9	3,574.4	3,628.9	40.7
2013	3,394.1	3,394.1	37.8	3,649.4	3,649.4	40.6

The amount of the average monthly **dependents' pension** for salaried employees was NIS 6,239.4 in 2013 (compared to NIS 6,128 in 2012) and for self-employed persons NIS 6,576.4 (compared to NIS 6,480 in 2012). The pension rose in real terms for salaried employees and fell slightly for self-employed persons, whereas it fell as a percentage of the average wage in both groups (Table 17).

Table 17
Average Monthly Dependents' Pension
by Employment Status, 2009-2013

Year	Salaried employees			Self-employed persons		
	Current prices (NIS)	2013 prices (NIS)	Percentage of average wage	Current prices (NIS)	2013 prices (NIS)	Percentage of average wage
2009	5,992.2	6,573.4	75.1	5,812.3	6,376.1	72.9
2010	6,711.8	7,169.7	81.4	6,054.5	6,467.6	73.4
2011	6,010.3	6,206.2	70.2	6,296.1	6,501.3	73.5
2012	6,128.2	6,221.7	69.8	6,479.7	6,578.6	73.8
2013	6,239.4	6,239.4	69.4	6,576.4	6,576.4	73.2

Table 18
Payments* by the Work Injury Branch (NIS thousand), 2009-2013

Year	Current prices	2013 prices	Real rate of change (percentages)
2009	3,087,170	3,386,618	6.40
2010	3,279,105	3,502,812	3.43
2011	3,450,150	3,562,609	1.71
2012	3,767,946	3,825,440	7.38
2013	4,082,600	4,082,600	6.72

* Including payments for injury allowance, disability benefits, dependents' benefits, medical treatment expenses and rehabilitation expenses.

The total payments by the Work Injury branch amounted to about NIS 4.08 billion in 2013 (compared to NIS 3.77 billion in 2012) - a real increase of 6.7% (Table 18). The increase stems from the increase in payments of disability benefits dependents' benefits, medical treatment expenses and rehabilitation expenses.

and medical treatment expenses out of the total payments by the branch. The payments of the other benefits out of the total payments by the branch decreased in 2013 (Table 19).

Since Work Injury Insurance has come into effect, significant changes have occurred in the composition of payments by the branch (Table 19). When the Law was first introduced, most of the payments (54%) were for injury allowance and fewer for disability pension payments (approximately 40%). The injury allowance payments are short term and their recipients change in the course of the year, whereas the disability pension payments are paid over time (up to old-age and sometimes even after). The proportion of disability pension payments increases over the years (relatively), while the

Table 19
Payments* by the Work Injury Branch
by Category of Benefit (percentages), 2009–2013

Year	Total	Injury allowance	Disability benefits	Dependents' benefits	Medical treatment expenses	Rehabilitation expenses
2009	100.0	9.7	66.0	10.6	12.8	1.0
2010	100.0	9.8	66.9	10.3	12.1	0.9
2011	100.0	9.7	67.6	10.4	11.5	0.8
2012	100.0	9.8	68.2	9.7	11.6	0.8
2013	100.0	9.8	68.4	9.1	12.0	0.7

* Excluding payments for accident prevention activities, or for the sake of workplace safety, research, special projects, legal assistance, medical committees and opinions.

proportion of injury allowance payments diminishes. Currently, the disability pensions constitute the lion's share of the branch payments – approximately 68% – and the injury allowance payments only about 9% of all branch payments.

Graph 3
Payments* by the Work Injury Branch by Category of Benefit (NIS million), 2009–2013

