

Kav LaOved presents:

Occupational Safety - Annual Report

1/2/2023

Report highlights:

- **The number of workers moderately or severely injured in work accidents in 2022 was the highest in the last 4 years. The number of fatalities remains constant.**
- **72 workers lost their lives in work accidents in 2022, half (50%) of them worked in the construction sector.** The fatality rate in the agriculture sector is twice as high as it was in 2021 (**14 fatalities compared to 6**). **Eight agricultural workers** died after being hit by a vehicle or it overturning.
- In 2022, the accident rate across all labor market sectors was 14 accidents per 100,000 workers, and the fatality rate was 1.66 fatalities per 100,000 workers. In the construction sector, the accident rate was 112.66 accidents per 100,000 workers, and the fatality rate was **12.25 fatalities per 100,000 workers**—far above the European Union fatality rate of 5 deaths per 100,000 construction workers.
- In 2022, the main causes of fatal work accidents across all sectors were falling from height (**50%**) and heavy object falling (**17%**). Injuries by a work vehicle were also common in the construction sector (**19%**). Despite this, most of the safety orders issued this year were for **violations of the Electricity Law, use of a defective elevator**, or failure to conduct **reviews of boilers** by a qualified inspector.
- There was also a decrease in the number of safety orders issued by the Safety Administration (3,264 in 2022 compared to 4,824 in 2021) and a decrease of approximately 2 million NIS in the total financial sanctions imposed on employers (approximately NIS 9.8 million this year compared to approximately 11.8 million NIS in 2021). According to the State Comptroller's report as of May 2022, only 5% of sanctions are actually collected.
- The contractors with the highest number of safety orders are **DAVID COHEN MASHBAT LTD.** and **A.Kh. Khaled Construction Ltd.**, but despite the many alleged safety violations, their license was not revoked by the Registrar of Contractors.
- New pieces of legislation regarding scaffolding regulations and differential insurance through the National Insurance Institute that were supposed to reduce accidents, especially in the construction sector, **has not been implemented. Other legislation has not yet been enacted such as** regulations regarding criminal liability, safety net regulations, the establishment of a national authority for occupational health safety, and improvement of the working conditions for inspectors.
- **To date, the State does not take responsibility for worker safety and instead shifts responsibility to workers.**

This report is dedicated to those workers who lost their lives or were injured in work accidents this year and to their families.

A. Introduction

According to the State Comptroller's report, as of May 2022 the ratio of work injuries in the general population in Israel was 11 fatalities per 100,000 workers in the construction sector, a high figure compared to the European Union average of only 5 fatalities per 100,000.¹ The report indicates that the accident rate in Israel is **on the rise** in almost all sectors, but especially in construction. Many workers are still left to their fates—there is no real deterrence against safety violations, and sanctions are almost never imposed on safety violators. Regulations to protect workers and reduce their exposure to accidents or occupational diseases has been delayed for years by various government ministries.

Interviews we held with workers while writing this report revealed that there is no "climate of safety" in many workplaces, and workers do not feel protected at work. Therefore, it is Kav LaOved's position that the following steps must be taken in order to reduce the number of work accidents in Israel (see report for further discussion):

Hygiene and awareness

1. Take measures to create a climate of safety in workplaces, especially conducting training on safety risk factors and providing protective equipment.
2. Ensure the establishment of safety committees.

Regulations to prevent accidents

1. Improve working conditions of inspectors and expand the investigation unit.
2. Extend the temporary order on the appointment of safety assistants.
3. Implement and extend the temporary order on differential pricing in insurance.
4. Require installation of protective safety nets at work sites.
5. Improved automation and modernization.

Enforcement and deterrence

1. Disclosure of accident data by the Occupational Safety and Health Administration.
2. Formulation of procedures by the Registrar of Contractors for revoking licenses and increasing transparency.
3. Formulation of regulations on criminal liability for failing to protect worker safety.
4. Using existing sanction tools outlined under the regulations on scaffolding, protective equipment, and periodic inspections.
5. Including safety requirements in construction permits issued by local authorities.
6. Establishment of a national authority for occupational safety and health.

Data in this report was collected by Kav LaOved staff and volunteers from publications of official rescue organizations (MDA, United Hatzalah, fire fighters, etc.), and can be viewed regularly on our [website](#). This report summarizes data collected this year, and presents a statistical analysis of the situation on construction sites, agricultural farms, factories and various workplaces across Israel. The recommendations outlined in this report need to be adopted immediately in order to reduce the harm to workers in Israel and should be a top priority for all decision makers.

¹ The State Comptroller's Report made the comparison based on 2018 data.

B. Data on Work Accidents, Injuries and Fatalities

According to rescue organizations' reports there were 611 work accidents in 2022, resulting in 555 moderate or severe injuries and 72 deaths. This totals 14 accidents and 1.66 fatalities per 100,000 workers across all sectors.²

The following table provides the breakdown of work accidents by month:*

Month	# Accidents	# Fatalities	# Injuries (moderate and above)
January	38	8	30
February	43	5	39
March	47	7	42
April	31	6	25
May	40	6	36
June	57	4	53
July	50	4	46
August	61	10	55
September	65	8	58
October	58	4	54
November	64	6	60
December	57	4	57
Total	611	72	555

*Based on data collected by Kav LaOved from rescue organizations and the police in Israel and West Bank settlements as of 12/31/2022.

The construction sector - still the most dangerous. About 54% of the work accidents with moderate or severe consequences in 2022 occurred in the construction sector (331 out of 611) as well as 50% of the fatalities (36 out of 72). The accident rate in this sector in 2022 is 112.66 accidents per 100,000 workers and the fatality rate is **12.25 fatalities per 100,000 workers**,³ far above the average fatality rate in the European Union, which, as mentioned, is only 5 per 100,000.

Recommendation – Measures are needed to create a climate of safety in workplaces. Workers told us: "Workers are pressured to do the work quickly... there are few workers who take the risks lightly, but there are some who are inexperienced... instead of briefing them for 30 minutes, the contractors prefer that workers continue working during this time. Sometimes a short briefing prevents many injuries."

The entire work force in construction must be more competent and qualified. Therefore, **it is essential to provide 360-degree trainings, both by the Safety Administration, which provides mandatory trainings as the regulator, and by the Institute for Safety and Hygiene, which offers voluntary trainings.** In addition, the safety instructions must be required for **management as well as workers performing manual work.** The emergency numbers should be more accessible to ensure that workers can report on safety and health hazards, the training must be adapted to the various groups of workers in the various sectors, and to the unique employment structures of Palestinian and migrant workers, which affect the degree of risk to which they are exposed. Also, training must include topics such as occupational health issues, risk factors, as well as protective equipment and its maintenance.

² According to the number of employed in Israel as recorded by the [CBS](#) as of November 2022, and the Population and Immigration Authority's report '[Data on foreigners in Israel](#)', third quarter 2022.

³ According to the calculation of Kav LaOved that combines table 20.5 in the [CBS yearbook 73](#) for the year 2021 for the construction, housing and real estate industry, mapping the number of Israeli workers, and the number of "foreign workers" in the sector, and the [publication of the Safety Administration](#) from 24/2/2022 on the number of Palestinian workers in the construction sector.

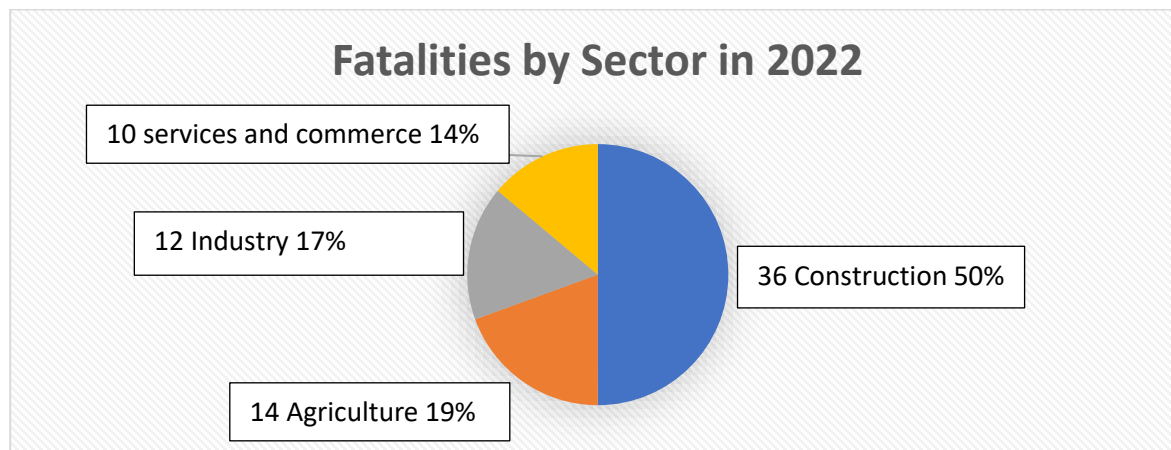
Recommendation - extending the temporary provision regarding safety assistants. Pursuant to section 25b of the Labor Inspection Organization Law, 1954, safety assistants are entrusted with verifying compliance with safety instructions, reporting any safety violations to the foreman and notifying workers of the safety violation. However, the work of safety assistants was regulated through amendment 11 to the law – a temporary provision, which is valid for only five years, until May 2024. In addition to the importance of extending the temporary provision, greater effort should be made to better define the responsibilities of safety assistants and provide them with periodic training. This will help ensure safety in construction sites and assist the foremen in carrying out their work.

Recommendation - implementing the provision on differential pricing in insurance of the National Insurance Law and extending it. Government Resolution 3382 of 1/11/2018 proposed a mechanism for differential pricing in insurance, which encourages employers to invest in occupational safety in exchange for differential premiums that consider the degree of risk in the workplace. As a result, section 149a of the National Insurance Law, 1995, was enacted, establishing the insurance mechanism, but its enforcement depended on regulations that at the time had not been established. Differential insurance is a mechanism recommended by many safety experts and internalizes the costs of work injuries by employers. However, since this is a temporary provision, section 149a will expire at the end of 2023. Therefore, it must be extended, and regulations for its enforcement should be formulated.

B.1. Fatal Work Accidents

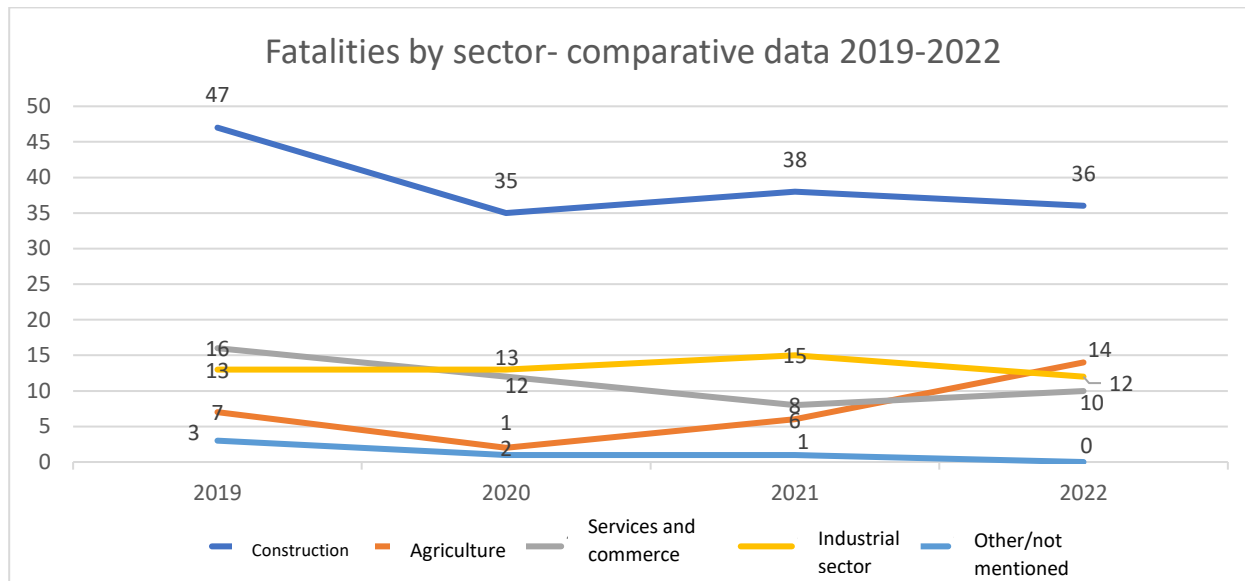
In 2022 there were 72 fatalities, including 36 construction workers.⁴ The number of fatalities in the agriculture sector was 2.3 times higher compared to the corresponding period last year and the year before that (14 compared to 6).

The following chart shows the distribution of fatalities in work accidents by sector:



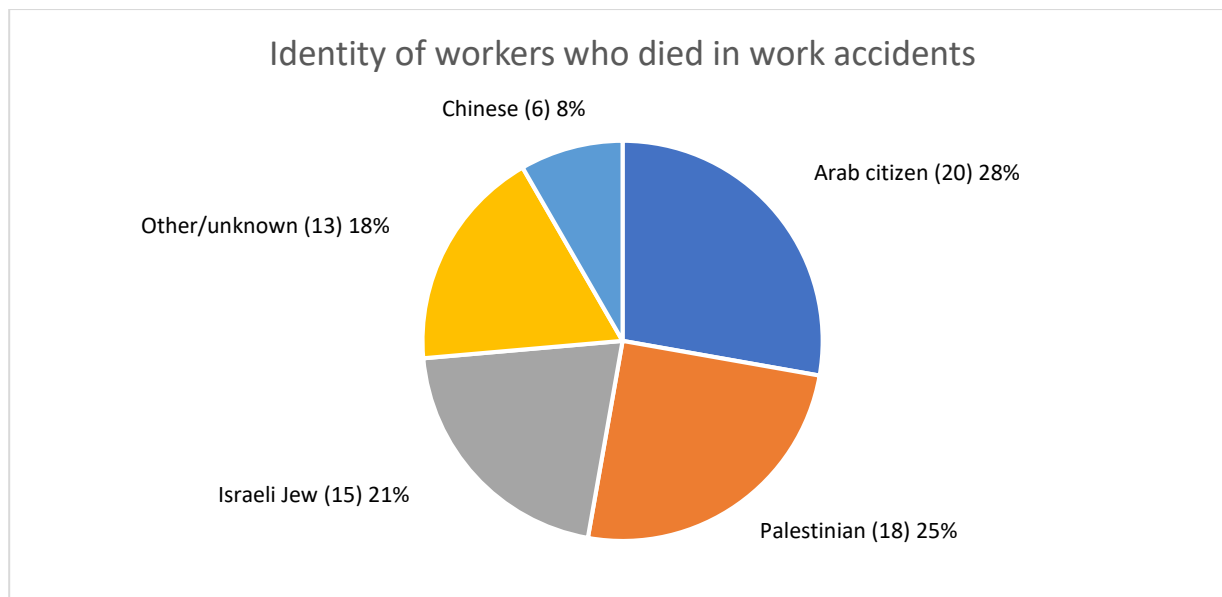
⁴ The figure does not include two Spanish migrant workers who were killed on 12/9/2022 during a night shift on Road no. 60 while they were waiting for transportation at the end of their work shift, under a project realized by the Moriah company. In light of the disagreement regarding the classification of the nature of the accident, in this report we have chosen not to include the accident, but it is important to mention the duty of the employer and the contractor to provide a safe waiting area for workers when they finish working.

The following chart shows the number of fatalities in all sectors for 2019-2022:



The construction sector - the leading industry in number of fatalities, despite a small decrease compared to last year. In 2022, there were **12.25 fatalities per 100,000 workers**, while the number of fatalities per 100,000 in 2021 was 13.5,⁵ and 12.8 fatalities in 2020.⁶

The following chart shows the identity of workers who died in work accidents in 2022:

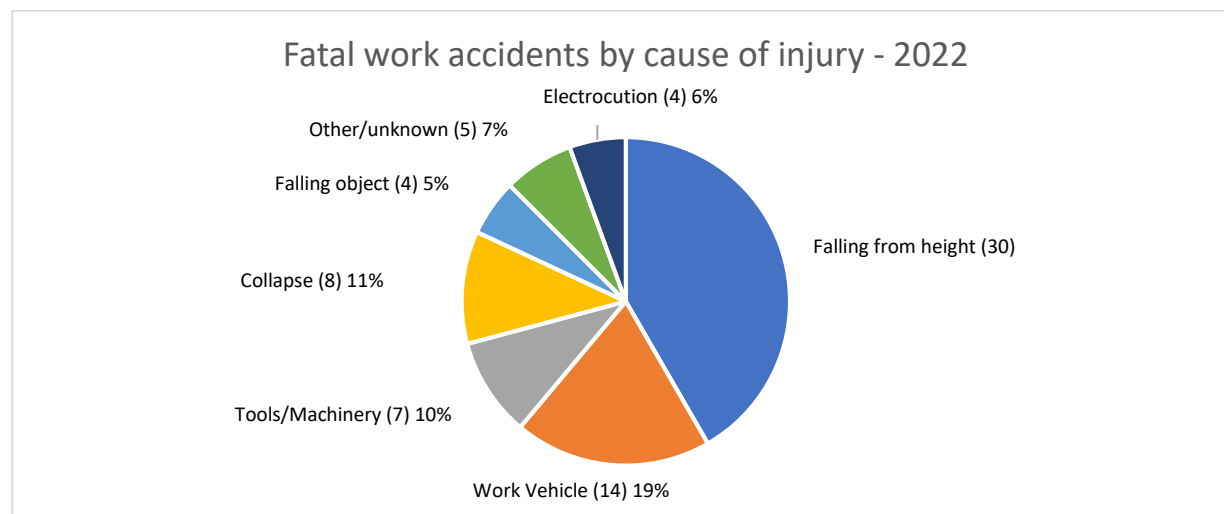


⁵ Kav LaOved data and Table 20.5 in the [CBS Yearbook no. 73](#), 2021 for the construction, housing and real estate industry, mapping the number of Israeli, Palestinian and migrant workers.

⁶ Kav LaOved data and Table 20.5 in the [CBS Yearbook no. 72](#), 2020 for the construction, housing and real estate industry, mapping the number of Israeli, Palestinian and migrant workers.

The identity of the victims is not always published, but based on the data that was published it appears that 28% of fatalities in work accidents in 2022 were Arab Israeli citizens (20), and a quarter were Palestinians from the West Bank or Gaza (18).

The following chart shows the main causes of fatal accidents in 2022:



Almost half the fatal accidents are caused by falling from height (42%), and about one fifth are caused by work vehicles (19%), such as in tractor overturning, being hit by a tractor or being run over by forklifts.

The following table lists the causes of fatal accidents by sector:

Cause of accident	Construction 32 accidents / 36 fatalities	Industrial sector 12 accidents / fatalities	Services and commerce 10 accidents / fatalities	Agriculture 14 accidents / fatalities	Total 68 accidents / 72 fatalities
Falling from height	21 accidents/ fatalities	5 accidents/ fatalities	2 accidents/ fatalities	2 accidents/ fatalities	30 accidents/ fatalities
Falling object	3 accidents/ fatalities		1 accidents/ fatalities		4 accidents/ fatalities
Collapse	5 Accidents/ 8 fatalities				5 Accidents/ 8 fatalities
Work vehicle	1 accident/ fatalities	2 accidents/ fatalities	4 accidents/ fatalities	8 accidents/ fatalities	15 Accidents/ fatalities
Machinery/trapped in a machine		4 accidents/ fatalities	1 accidents/ fatalities	1 accidents/ fatalities	6 accidents/ fatalities
Electrocution	1 accident/ 2 fatalities	1 accidents/ fatalities	1 accidents/ fatalities		3 accidents/ 4 fatalities
Drowning				1 accidents/ fatalities	1 accidents/ fatalities
Fire				1 accidents/ fatalities	1 accidents/ fatalities
Other	1 accidents/ fatalities		1 accidents/ fatalities	1 accidents/ fatalities	3 accidents/ fatalities

* In 4 of the accidents there was more than one fatality. The table shows the distribution by the number of accidents, and the number of fatalities in these accidents.

The agricultural sector - injury from work vehicles is the main cause of fatal accidents in this sector (8 out of 14 are fatal - 57%).

The construction sector - falling from height (21 out of 32 are fatal - 66%) and collapsing infrastructure or scaffolding (5 out of 32 are fatal - 16%) are the main causes of fatalities in the sector.

The industrial sector - falling from height is the main cause of death in a work accident (5 out of 12 - 42%), followed by injury from a work device/being trapped in a machine (4 out of 12 - 33.3%).

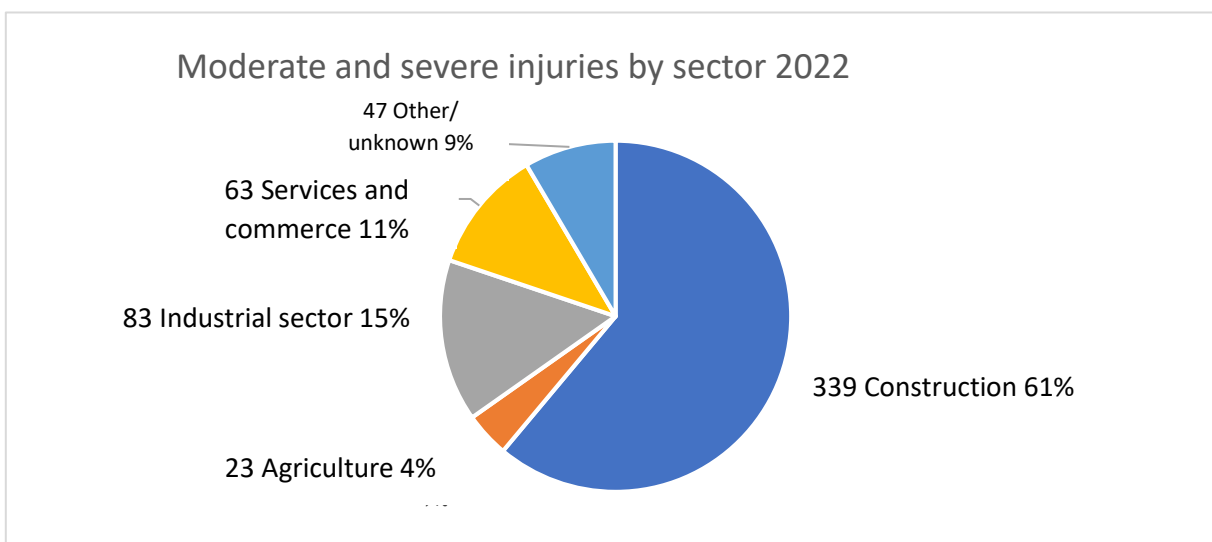
Recommendation - mandating the installation of protective nets. In 2018, the government formed an expert committee led by the Safety Administration, with the participation of the Ministry of Construction and Housing and the Histadrut. The committee was tasked with submitting recommendations to the Minister of Labor within three months regarding the installation of adapted protective nets on construction sites. However, the recommendations of the steering committee have not yet been published, allegedly on the grounds that they will be published after the scaffolding reform goes into effect. Now that the reform has gone into effect as of January 2022, immediate action must be taken to formulate recommendations and promote legislation to implement protective nets for working at height.

Recommendation - automation and modernization. Workers we spoke with noted, "*there are more modern means of protection, but to date not all of them are implemented.*" The Safety Administration, the Standards Institution, and the Ministry of Transportation must advance the automation and modernization of the construction sector, including the use of protective equipment and heavy machinery. Many contractors in the industry still work with outdated, unsafe technologies that do not meet international standards and industry good practices. Accordingly, the Safety Administration and the Israel Institute for Occupational Safety and Hygiene (IIOSH) must provide training for managers and other workers of construction sites that use modern equipment, on how to use the new protective equipment, its limitations, and how the equipment should be maintained.

B.2. Moderately to Severely Injured Workers

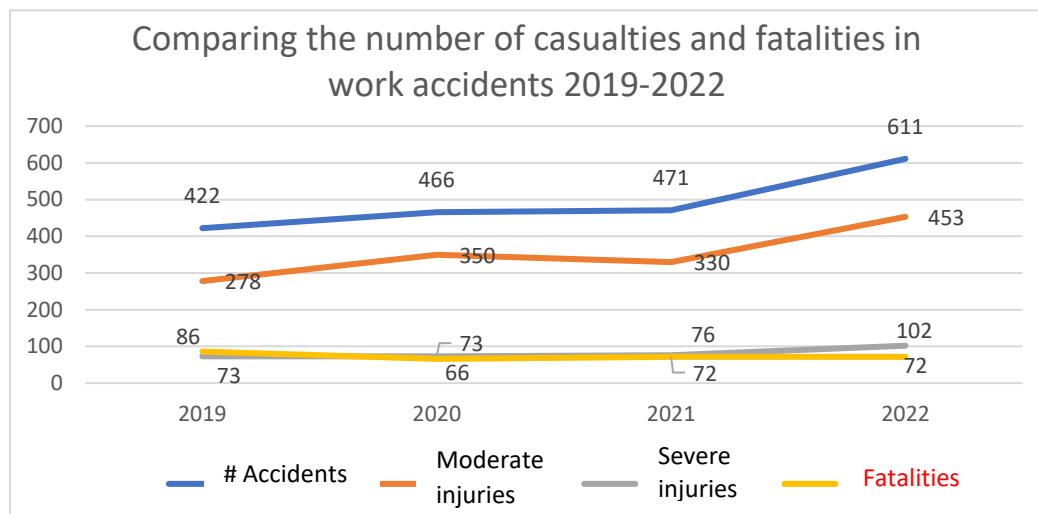
In 2022, out of 611 accidents, there were 453 moderate injuries, 102 serious injuries and 72 fatalities. The number of workers injured in the second half of the year was significantly higher than in the first half (355 versus 256), but the number of fatalities was the same (36 in each half). As previously mentioned, this is a rate of 14 accidents and 1.66 fatalities per 100,000 workers in all sectors for 2022.

The following chart shows the distribution of work injuries in 2022 by sector:



In 2022, the number of moderate injuries is the highest in the last four years. The construction sector was particularly deadly (61%). The industrial sector stood out in the number of moderate and severe injuries, accounting for 15% of all accidents with moderate and severe injuries.

The following chart shows a comparison of work accidents in all sectors by the severity of injury for 2019-2022:



The following table shows the main causes of accidents in which at least one worker was moderately injured or worse, by sector:

Cause of accident	Construction 331 accidents	Industrial sector 82 accidents	Commerce and services 62 accidents	Agriculture 23 accidents	Other/ unknown 47 accidents	Total 545 accidents
Falling from height	201 accidents	19 accidents	27 accidents	4 accidents	23 accidents	274 accidents
Falling object	59 accidents	22 accidents	6 accidents	1 accident	7 accidents	95 accidents
Collapse	8 accidents					8 accidents
Work vehicle	11 accidents	9 accidents	8 accidents	7 accidents	5 accidents	40 accidents
Tools/trapped in machine	21 accidents	12 accidents	8 accidents	3 accidents	3 accidents	47 accidents
Electrification	9 accidents		2 accidents		2 accidents	13 accidents
Other/unknown	22 accidents	20 accidents	11 accidents	8 accidents	7 accidents	68 accidents

The main causes of work accidents in Israel and in the settlements with moderate or severe injuries - falling from height is the number one cause of work accidents with moderate to severe injury in most sectors, and it accounts for about 50% of the accidents across all sectors. A falling object is also a significant factor, causing 17.5% of accidents last year. **While in the industrial sector the main cause of accidents with moderate or severe injuries is falling objects (27%), the main cause of accidents with a moderate or severe injury in the agricultural sector involves work vehicles (30%).**

Recommendation - Safety Committees. According to the Labor Inspection (Organization) Law 1954, a work place that employs at least 25 workers and has to comply with occupational safety laws and has to establish a safety committee consisting of employee representatives and employer representatives. The committee is responsible for investigating the circumstances of accidents and recommending improvements, with an emphasis on accident prevention. Routinely taking preventive measures will improve the "climate of safety" and help reduce accidents and casualties. However, in the construction sector there are almost no safety committees on construction sites, and workers report that they see foremen or safety assistants, but do not know what such a committee is. Safety committees are not established in the agriculture sector either, and it is not clear whether the migrant workers from Thailand who make up about half of the workers in the sector, are even aware of this obligation. Action must be taken to establish safety committees in the construction and agriculture sectors, and allow migrant and Palestinian workers to take part in them in order to raise the safety issues that arise from the field.

C. Data on Sanctions Imposed by the Occupational Safety and Health Administration

The Occupational Safety and Health Administration is the authorized body to impose sanctions on employers who violate safety and health provisions. The Administration's inspectors are responsible for imposing financial sanctions on those who do not comply with safety instructions and for issuing safety orders when there is a danger to a person's safety or health. The safety order specifies whether work must be stopped in a specific area of the construction site (i.e. a facility, a machine, across the entire construction site) until the safety deficiency is corrected, the cause of danger is removed, or a confirmation of the implementation of the order instructions is obtained by the safety administration.

In 2022, 3,264 safety orders were issued by the Administration's inspectors. According to reporting by the Safety Administration, there were 60 inspectors for the construction sector in 2022, and 10 inspectors for all other sectors.

Recommendation - improving the conditions of supervisors and reinforcing the investigation unit. Despite repeated promises to increase the number of inspectors in the Safety Administration, in 2022 the Safety Administration is still having difficulty manning the missing positions, as well as retaining quality inspectors. According to Safety Administration reports, despite the partial increase of approved positions, difficulty remains in filling the positions. Also, despite the recent re-establishment of the investigation unit in the Safety Administration, it still has almost no investigators. Therefore, it is necessary to fulfill the commitments made by the labor department and improve the terms of employment, and to allocate vehicles at the disposal of investigators for the purpose of conducting investigations. Such actions will advance and encourage the department to fill the missing positions and to retain quality workers in the Safety Administration.

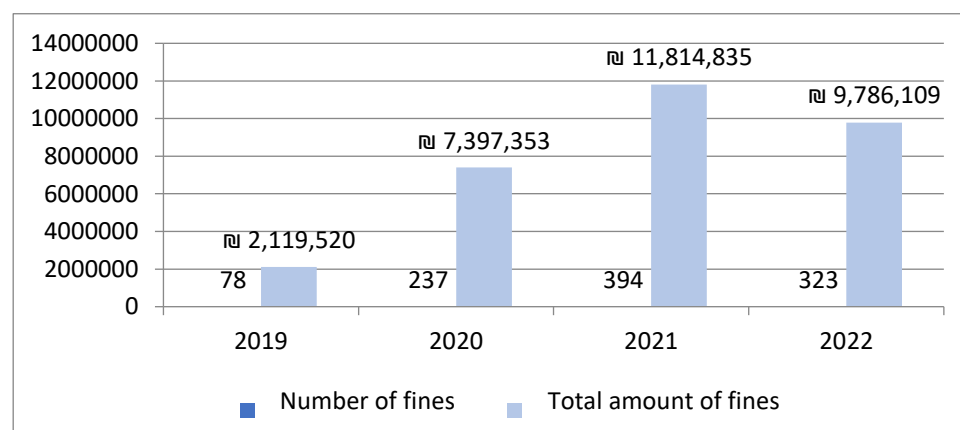
The following table shows the full breakdown of Safety Orders by sector and by month:

Sector	Construction	Agriculture	Industry	Total
January	255	5	78	338
February	253	3	55	311
March	257	2	90	349
April	161	1	39	201
May	213	0	75	288
June	223	3	58	284
July	194	8	90	292
August	274	6	76	356
September	185	1	55	241
October	153	1	34	188
November	200	1	54	255
December	125	2	34	161
Total	2,493	33	738	3,264

*The data is from the Occupational Safety and Health Administration's database as of 12/22/2022

As can be seen, most of the orders were given in the construction sector (2,493 out of 3,264, which make up 76.4% of the orders), and the months in which most of the orders were given are January (338), March (349) and August (356). For comparison, most of the work accidents took place, during the months of August (61), September (65) and November (64), which might indicate that there is no correlation between the orders issued and the number of accidents.

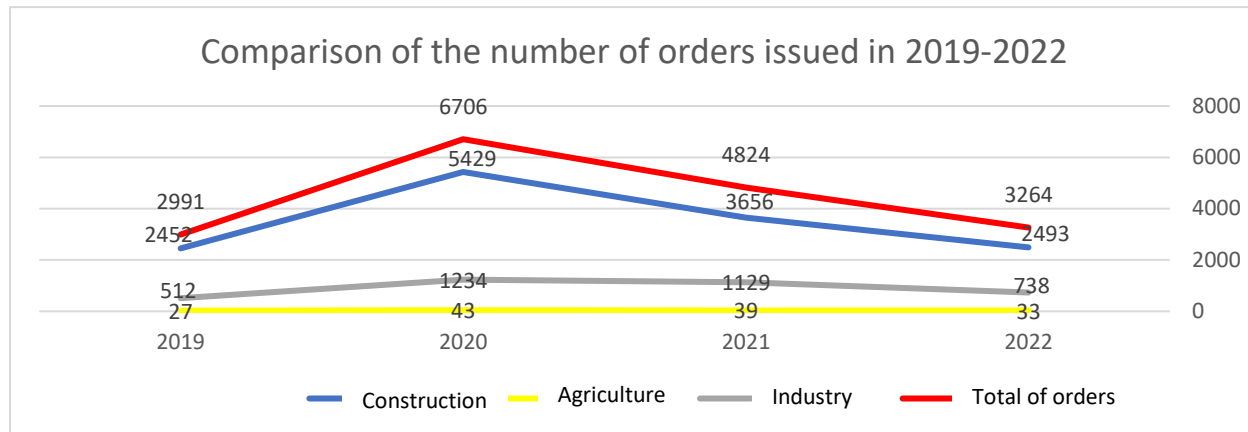
The following table shows the amount of all financial sanctions imposed in the years 2022-2019:



According to the latest State Comptroller's report, only 5% of the financial sanctions imposed by the Administration were collected.⁷ Since the Safety Administration does not disclose as much information about financial sanctions imposed on employers, it is impossible to analyze the data as we did with the safety orders. However, it is possible still to see a significant decrease in the amount of financial sanctions imposed in 2022 compared to last year (17.2% decrease).

⁷ State Comptroller's Report, May 2022, p. 1568.

Comparative analysis of the distribution of orders by sector in the years 2019-2022:



The comparison shows a significant, continued decrease in the number of safety orders given to employers. The number of orders issued in 2022 makes up only 67.7% of the orders issued in the previous year (3,264 compared to 4,824 in 2021) despite the significant increase in the number of work accidents with medium and severe injuries in 2022.

It can be clearly seen that there are sectors where safety orders are almost never issued, despite repeated warnings by civil society organizations about systemic problems and systematic violations of safety rules in those sectors, such as agriculture.⁸ Although 14 workers died in 2022, almost no deterrent and preventive measures were taken, and in 2022 **only 33** safety orders were issued to employers in this sector.

Recommendation - Disclosure of accident data by the Occupational Safety and Health Administration. Although the safety orders issued by the supervisors can be found in a database that is updated regularly by the Safety Administration, it does not publish data regarding the number of work accidents in the country. If accidents, including the names of employers, are not reported in real time, then life-threatening situations that the safety administration is aware of, are kept away from the workers - those potential victims whose lives and bodies are at stake. Not reporting accidents in real time also puts residents and passers-by at risk, especially in the case of accidents at construction sites located in the heart of an urban complexes or in residential buildings, as in TAMA 38 projects.

C.1. Data on Construction Companies and Safety Orders

The record holders of the safety orders for 2022 are David Cohen Mashbat Ltd. (11 safety orders) and A.Kh. Khaled Construction Ltd. (10 safety orders), both of which continue to operate, and whose licenses have not been revoked by the Registrar of Contractors as of the date of this publication.

⁸ [Kav LaOved report](#): mid-year summary 2022, p. 8.

The following table shows the companies that received more than 7 safety orders in 2022 and are still registered with the **Registrar of Contractors**:

Company	Number of orders	Recognized contractor	Sanction imposed
DAVID COHEN MASHBAT LTD	11	no	There is no information in the Registrar of Contractors' website, therefore it is unclear whether a hearing was conducted (or is being considered).
A.Kh. Khaled Construction Ltd	10	yes	On 1/4/2022 the Registrar of Contractors used its authority and ordered a conditional one-year suspension of a license over a period of three years. However, after the conditional suspension, in 2022, 10 safety orders were issued to the company so far, and it is not clear whether the condition for license suspension was met.
WLEED GRIEB LTD	9	yes	A hearing was held by the Registrar of Contractors and the company's license was suspended on 2/23/2022 for 3 years, excluding 19 projects. However, on 8/16/2022 the Registrar of Contractors converted the actual suspension into a three-year conditional license suspension for three years, and as of 9/11/2022 the contractor was added to the database of recognized contractors for government works. Even after easing the sanction, and after being added to the database of recognized contractors, a safety order was issued in one of the contractor's projects, but it is not clear whether the condition for license suspension was met.
Rimon Badan Ltd.	9	no	On 1/18/2022, the Registrar of Contractors exercised its authority and ordered the conditional suspension of license for three years and a fine. However, after the conditional suspension, 9 safety orders have been issued in 2022 to the company so far, but it is not clear whether the condition for license suspension was met.
Ben Shitrit Eli Ltd.	9	no	There is no information in the Registrar of Contractors' website, therefore it is unclear whether a hearing was conducted (or is being considered).
Ranloran Construction and development Ltd.	9	no	There is no information in the Registrar of Contractors' website, therefore it is unclear whether a hearing was conducted (or is being considered).
Astra Group Construction Ltd.	9	no	There is no information in the Registrar of Contractors' website, therefore it is unclear whether a hearing was conducted (or is being considered).
EPTRON INITIATIVES LTD	8	no	There is no information in the Registrar of Contractors' website, therefore it is unclear whether a hearing was conducted (or is being considered).
Tashtit Ltd.	7	yes	On 4/27/2022, the Registrar of Contractors exercised its authority and ordered a conditional license suspension for one year and the imposition of a fine. However, after the conditional suspension, 3 more safety orders were issued to the company in June 2022, and it is not clear whether the condition for license suspension was met.
Tawfiq Zidan Ltd.	7	yes	There is no information in the Registrar of Contractors' website, therefore it is unclear whether a hearing was conducted (or is being considered).

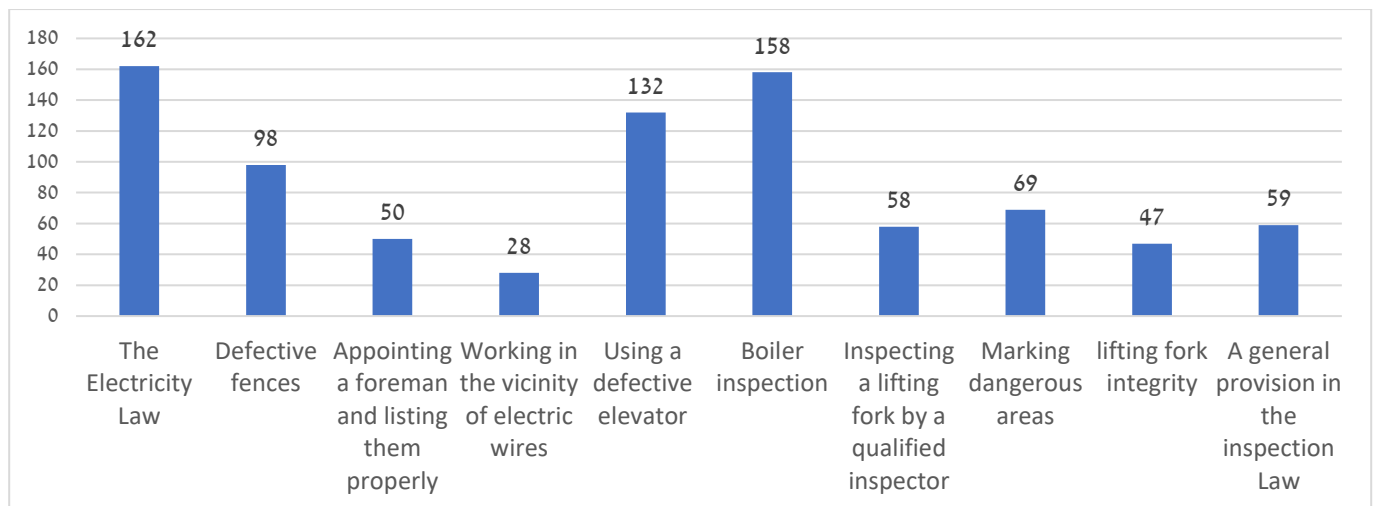
Recommendation – the Registrar of Contractors should formulate procedures for revoking licenses and increasing transparency. Failure to publish the recommendations of the Safety Administration to impose sanctions, and failure to publish decisions of the Registrar of Contractors as well as the underlying considerations, compromises administrative transparency and the public's ability to monitor and control the work of government agencies. Since the list of contractors that the Safety Administration forwards to the Registrar of Contractors is not published, it is unknown whether sanctions are currently being considered against the contractors in the above list.

In response to the petition filed by Kav LaOved to the Supreme Court in September 2022, the Safety Administration and the Registrar of Contractors undertook formulating procedures that would draw a timeline for conducting hearings for contractors, including the documents required for hearings. They will also make a schedule for handling a repeated violation by a contractor whose license has already been suspended. The procedures that the Safety Administration and the Registrar of Contractors undertook to formulate must be completed as soon as possible, and the recommendations of the Safety Administration as well as the decisions of the Registrar of Contractors including their underlying considerations must be published.

C.2. Causes for the Safety Orders

The most common causes for issuing a safety order are: non-compliance with the requirements of the Electricity Law, 1954 and the regulations established by its virtue (162 orders in the first months of 2022); failure to submit a report by a qualified inspector or a qualified boiler inspector according to the Work Safety Ordinance (new version), 1970 (158 orders); and a defective elevator that was inspected according to the Occupational Safety Ordinance (132 warrants).

The following chart lists the ten most common reasons for issuing safety orders in 2022:



In 2022 861 safety orders were issued for these ten provisions. 911 safety orders were issued for other legal provisions, and for 1,492 safety orders, the Safety Administration did not indicate which provision was not fulfilled by the contractor (in many cases the record indicated "many safety defects" without further details).

Recommendation – apply existing sanction tools outlined under regulations on scaffolding, protective equipment, and periodic inspections. According to worker reports, contractors do not comply with existing safety regulations, and the sanctions provided for by law are not enforced. For example, a worker noted: *"Today there is an option for aluminum scaffolding, but contractors who have 4,000 or 5,000 poles are not required to replace their scaffolding all at once. So, they are told to replace a little at a time."*

The Work Safety Regulations (Personal Protective Equipment), 1997, and the Work at Height Regulations, 2007, regulate the supply and use of protective equipment, but as workers testify, *"If there is no protective equipment, we don't know who to request that from"*, and the situation with small contractors is much worse. Therefore, the cause for most of the safety orders should be consistent with the main causes of work accidents, i.e., falling from height, collapse and injury by work vehicles, with an emphasis on small contractors.

Recommendation - formulate regulations on criminal responsibility to promote deterrence. In 2018, the Minister of Labor promised the Histadrut that it would promote a legislative amendment to expand the scope of responsibility on construction sites to include the entrepreneur, and not just the foreman. A draft was published in July 2020 for public comment. Proposals were submitted, but, as of today, the draft is still under discussion at the Ministry of Justice and the Safety Administration, without any prospect of finalizing it.

C.3. Municipalities with the highest number of work accidents and safety orders

The following is a list of municipalities with more than five accidents in 2022 and the number of safety orders issued in that period:

Local authority	Number of accidents in 2022	Number of safety orders issued
Tel Aviv	36	157
Jerusalem	35	248
Haifa	29	107
Petah Tikvah	26	150
Rishon LeZion	24	110
Ashkelon	20	42
Kiryat Gat	14	42
Beit Shemesh	14	24
Ramla	13	33
Holon	12	118
Bnei Brak	12	97
Ashdod	12	129

Although Tel Aviv had the highest number of work accidents in 2022 (36 accidents), the level of inspection and enforcement remain low compared to Jerusalem, which ranks second with 35 serious accidents. Thus, 157 orders were issued in 2022 in Tel Aviv compared with 248 safety orders in Jerusalem.⁹

⁹ The safety order data as of 12/22/2022.

Recommendation – including safety requirements in the construction permits issued by local authorities. In accordance with section 236 (a) of the Municipal Ordinance (new version), a municipality has the responsibility and obligation to enforce safety conditions in construction activities carried out in its territory. Notwithstanding, as the Safety Administration previously warned in a letter dated 3/28/2017, the local authorities do not include safety requirements in construction permits, let alone enforce them. The Federation of Local Authorities in Israel must instruct municipalities to require basic safety conditions when issuing construction permits, such as placing a sign with the details of the contractor and the foreman, and notifying the regional work inspector when the construction work starts. A functioning interface between the local authority and the relevant district of the Safety Administration can direct the Safety Administration regarding the required enforcement actions.

D. Conclusion

The connection between working conditions and the safety and health of the workers is clear. It is not surprising that the majority of work accidents are in sectors that are saturated with intensive manual work and migrant workers. The construction sector is still the main source of most work accidents in Israel, and the agriculture sector is seeing a significant increase in the number of work injuries, mostly due to work vehicles.

Workers report that enforcement indeed deters contractors, who become stricter about safety in the presence of inspectors. However, most of the existing market incentives in the agriculture and construction sectors induce employers to ignore the safety and health instructions to save money and manpower.

The fundamental recommendation of this report is also **the most important** one and was raised over 15 years ago, but has not yet been adopted. **The National Authority for Occupational Safety and Health** must be established immediately, and a national plan should be formulated to deal with the health emergency we are facing. The "safety climate" is only one part of the phenomenon, and the [occupational health crisis](#), and the decrease in protection of [workers' protective rights](#), are also part of the "**climate of neglect**" of the labor market in Israel. As one of the workers we recently interviewed pointed out: "*An employer who violates labor rights will also violate safety. Whoever does not provide all the required equipment... will also violate wages law.*"

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