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**Holocaust Survivors in Israel: Population Estimates and Utilization of
Services for Nursing Care at Home**

Presented to The Foundation for the Benefit of Holocaust Victims in Israel

Draft

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1. Background

The Foundation for the Benefit of Holocaust Victims in Israel was established in 1991 by the Central Organization of Holocaust Survivors in Israel. The Foundation works to improve the quality of life of needy Holocaust survivors living in Israel.

The Foundation turned to the Myers- JDC-Brookdale Institute with a request to update the estimates of the need for home nursing care, in light of the changes which have come about in service utilization patterns by the survivors of the services of the Community Long-term Care Insurance Law overall, and the services which the Foundation provides in particular.

2. Study Method

Data presented in this report were collected from several sources, and include:

- 1.) Data on population and mortality rates from the Central Bureau of Statistics
- 2) Data received from the National Insurance Institute on the Community Long-term Care Insurance Law
- 3) A national census on institutional long-term care utilization of the elderly conducted by the Myers-JDC-Brookdale Institute in 2000
- 4) The 2003/2004 National Health Survey. This survey was conducted within the framework of the World Mental Health Survey Initiative of the World Health Organization, and commissioned by the Ministry of Health, and carried out by the Central Bureau of Statistics in the course of a year, beginning in May 2003. The survey included the population aged 21 and over and focused upon physical and mental health, the economic burden on the individual and his family, behavior patterns that impact health and the utilization of health services. The survey examined demographic, social and economic characteristics, childhood and personal background, social attachments and social status, self-perception of personal health, physical problems and long-term disabilities, functioning and symptoms in the thirty days preceding the interview, disabilities arising from morbidity, mental or emotional disorders and so forth.

The survey related to the population living in the community, in other words, no residents of any kind of institution were included. Also not included were new immigrants who had been in Israel for less than six months, or people not living in recognized localities (Bedouin tribes). The survey sampled close to 5,000 people who responded to the questionnaire, out of which around 1,000 people were aged 60 and over. Additional details on the population of the survey and the methods of sampling can be found on the website of the Ministry of Health and on the website of the Central Bureau for Statistics.

The survey included questions that allowed for the identification of Holocaust survivors (for the second time, following the survey of people aged 60 and over, which was carried out in 1997). The respondents were asked about country of birth, date of immigration to Israel, whether they had ever lived in a country that was under the Nazi regime or direct Nazi influence. They were also asked whether they had been in a ghetto, a hiding place, a work camp or a concentration camp during the time of the Holocaust.

3. Findings

3.1 Estimate of the Number of Holocaust Survivors Living in Israel, According to Age Groups, 2007—2025

Definition of the Population: The data in the report are based upon the definition of a Holocaust survivor as a person who had lived in a country that was under the Nazi occupation or direct Nazi influence, during any period between the years 1933-1945. Furthermore, the population of Holocaust survivors includes people who were forced to leave their place of residence because of the Nazi regime.

According to this definition, the number of Holocaust Survivors living in the community during the period of the National Health Survey (May 2003—April 2004) was estimated at 274,300 people, including those born in Europe and in North Africa. This estimate has provided a basis for us to forecast the estimated number of survivors up to 2025.

The estimate of the number of Holocaust Survivors were based on the National Health Survey of 2003-4 and up to the year 2025, using current mortality rates according to demographic profiles. Moreover, we included in the estimate an additional population group: immigrants from the FSU who had come to Israel in the years between 2003-2006, which is to say after the National Health Survey was carried out.

Since this report is concerned with assessing the need for nursing care at home of Holocaust Survivors living in the community, we estimated the number of survivors who live in institutions according to the rates of the institutional utilization which were found in the national census of people residing in long-term care institutions. These estimates were also calculated by demographic profiles.

Tables 1 and 2 and Figures 1 and 2 show the estimate of the number of Holocaust survivors and their age distribution for the years 2007-2025.

According to the estimates, at the end of 2007, 244,000 Survivors were living in Israel. The number of survivors is decreasing steadily: by 2015 it is estimated to drop to around 141,200, and in 2025, it is estimated to drop to 45,400.

Moreover, the population of survivors is aging – at the end of 2007, around 12% of the survivors were under the age of 70, and 41% were age 80 or over; in 2010, only 3% will be under the age of 70, and around half will be age 80 or over; and in 2015, two thirds of all Survivors will be age 80 or over.

**Table 1: Estimated Number of Holocaust Survivors Living in Israel, by Age Group
(in Thousands, End of Year)**

Year	Total	64-60	69-65	74-70	79-75	84-80	89-85	90+
2007	244.3	0.8	29.4	60.0	54.8	51.0	39.4	8.9
2008	231.3	0.0	17.3	59.7	49.8	55.2	39.7	9.6
2009	218.1	0.0	9.6	56.5	50.7	49.8	40.4	11.1
2010	204.5	0.0	5.5	50.2	48.2	49.8	35.3	15.4
2011	191.4	0.0	2.5	38.2	52.0	47.6	32.3	18.9
2012	179.3	0.0	0.7	27.1	52.5	44.0	35.3	19.6
2013	166.7	0.0	0.0	15.8	52.5	40.4	38.0	20.0
2014	153.3	0.0	0.0	8.8	49.6	40.8	33.2	21.0
2015	141.2	0.0	0.0	5.0	43.9	38.8	32.9	20.6
2016	129.5	0.0	0.0	2.3	33.4	42.2	30.9	20.8
2017	118.3	0.0	0.0	0.7	23.8	42.7	28.6	22.4
2018	107.7	0.0	0.0	0.0	13.8	43.1	27.1	23.7
2019	97.3	0.0	0.0	0.0	7.6	40.4	27.1	22.2
2020	87.2	0.0	0.0	0.0	4.3	35.5	25.6	21.9
2021	78.4	0.0	0.0	0.0	2.0	26.9	28.4	21.1
2022	69.3	0.0	0.0	0.0	0.6	19.2	28.7	20.8
2023	61.1	0.0	0.0	0.0	0.0	11.1	29.3	20.7
2024	52.9	0.0	0.0	0.0	0.0	6.1	26.7	20.1
2025	45.4	0.0	0.0	0.0	0.0	3.4	22.7	19.3

Table 2: Estimated Percent of Holocaust Survivors Living in Israel, by Age Group, 2007—2025 (Percentages, End of Year)

Year	Total	64-60	69-65	74-70	79-75	80+	84-80	89-85	90+
2007	100.0	0.3	12.0	24.5	22.5	40.6	20.9	16.1	3.7
2008	100.0	0.0	7.5	25.8	21.5	45.2	23.9	17.2	4.1
2009	100.0	0.0	4.4	25.9	23.3	46.4	22.8	18.5	5.1
2010	100.0	0.0	2.7	24.5	23.6	49.2	24.4	17.3	7.6
2011	100.0	0.0	1.3	20.0	27.2	51.6	24.8	16.9	9.8
2012	100.0	0.0	0.4	15.1	29.3	55.2	24.6	19.7	11.0
2013	100.0	0.0	0.0	9.5	31.5	59.0	24.2	22.8	12.0
2014	100.0	0.0	0.0	5.7	32.3	62.0	26.6	21.6	13.7
2015	100.0	0.0	0.0	3.5	31.1	65.4	27.5	23.3	14.6
2016	100.0	0.0	0.0	1.8	25.8	72.5	32.6	23.8	16.1
2017	100.0	0.0	0.0	0.6	20.1	79.3	36.1	24.2	19.0
2018	100.0	0.0	0.0	0.0	12.8	87.2	40.0	25.2	22.0
2019	100.0	0.0	0.0	0.0	7.9	92.1	41.5	27.8	22.8
2020	100.0	0.0	0.0	0.0	4.9	95.1	40.7	29.3	25.1
2021	100.0	0.0	0.0	0.0	2.5	97.5	34.4	36.2	26.9
2022	100.0	0.0	0.0	0.0	0.9	99.1	27.7	41.4	30.0
2023	100.0	0.0	0.0	0.0	0.0	100.0	18.2	47.9	33.9
2024	100.0	0.0	0.0	0.0	0.0	100.0	11.6	50.4	38.0
2025	100.0	0.0	0.0	0.0	0.0	100.0	7.5	50.0	42.6

3.2. Estimated Size of the Population of Holocaust Survivors Eligible for Services under the Community Long-term Care Insurance Law

One of the principle types of assistance currently provided by the Foundation is a supplement to the long-term care benefit provided by the National Insurance Institute under the Community Long-term Care Insurance Law. This law, which has been in effect since 1988, mandates home care services to elderly people who are disabled in activities of daily living (ADL). Those eligible under the law may select the service they want from a basket of services including: assistance by a home caregiver (providing help with bathing, dressing, eating, and basic homemaking activities, such as preparing meals), visits to a day center, provision of disposable diapers, an alarm system and laundry services. The law provides

home care services covering either 9.75, 16, or 18 weekly hours, depending on the client's level of disability: Thus, disabled elderly, who are partially dependent on other people for assistance, receive up to 9.75 hours of assistance per week, which is considered 91% of the benefit; elderly who are largely dependent on others for assistance for most of their daily activities and during most hours of the day are entitled to 16 hours of assistance per week (150% of the benefit); while the most severely disabled elderly, who are totally dependent on others for performing all basic activities of daily living, during all hours of the day, receive 18 hours of assistance per week, (168% of the benefit).

The Foundation for the Benefit of Holocaust Victims provides additional assistance to Holocaust survivors who are eligible for 150% and 168% of the full benefit, by providing them with up to nine additional hours of personal care services per week. Those eligible for assistance from the Foundation can thus receive up to 27 hours of personal care per week: 18 under the Community Long-term Care Insurance Law, and 9 from the Foundation.

The estimate of the number of survivors eligible for the nursing benefit was received by applying the rate of use of all the population eligible in Israel to the population of survivors who live in the community, according to age and gender. The specific rates for the end of 2006 apply to the entire period of the forecast (2007—2025).

It is important to note that the 1997 Survey of People Age 60 and Over did not find any differences in the use that Holocaust Survivors or those in the general elderly population made of services provided under the law. Given the lack of differences in use, we felt that the national data, which address the entire population of elderly, and are systematic, reliable, and up to date, were preferable.

Since the Nursing Law is concerned with people living in the community, it was important to calculate separate population estimates by the place of residence of the survivors. Table 3 presents the estimates of the Survivor population by place of residence: in the community or in long-term care institutions.

Table 3: An Estimate of the Population of Holocaust Survivors in the Community and in Institutions, 2007—2025 (in thousands, end of year)

	Total number of Survivors	Total number of Survivors in the community	Total number of Survivors in institutions	Percentage of Survivors in institutions
2007	244.3	228.4	15.9	7
2008	231.3	215.0	16.3	7
2009	218.1	201.7	16.4	8
2010	204.5	188.6	15.9	8
2011	191.4	175.7	15.7	8
2012	179.3	163.2	16.1	9
2013	166.7	150.7	16.0	10
2014	153.3	138.3	16.0	10
2015	141.2	126.5	14.7	10
2016	129.5	115.3	14.2	11
2017	118.3	104.6	13.7	12
2018	107.7	94.3	13.4	12
2019	97.3	84.5	12.8	13
2020	87.2	75.2	12.0	14
2021	78.4	66.6	11.7	15
2022	69.3	58.4	10.9	16
2023	61.1	50.6	10.5	17
2024	52.9	43.4	9.5	18
2025	45.4	36.8	8.6	19

We arrived at the estimated number of survivors living in institutions by using the institutionalization rates of people born in Europe or America, as found in the census of residents of institutions conducted by the JDC-Brookdale Institute in 1999-2000. We assumed that these specific rates (by age and gender) would not change during the projected period.

As can be seen in Table 3, the percentage of survivors expected to be in long-term care institutions rises with time, as a result of the aging of the population. In 2007, around 7% were in institutions, while by 2025 it is estimated that around 20% of survivors will be in institutions.

Since the Community Long-term Care Insurance Law is applicable only to those living in the community, henceforth this report will address only those Holocaust survivors who are living in the community. First we will present the number of Holocaust survivors who will be eligible for the long-term care benefits (Table 4), and then we will present the estimate of the number of survivors who will be eligible for 150%, and 168% of the benefit, (who are the target population for the Foundation for the Benefit of Holocaust Victims in Israel (Table 5).

Table 4: Estimated Number of Holocaust Survivors Eligible for Services under the Community Long-term Care Insurance Law (in Thousands, end of year)*

Year	Total Living in the Community	Eligible for Services under the Law	Percentage Eligible for Services under the Law
2007	228.4	50.3	22
2008	215.0	50.6	24
2009	201.7	49.5	25
2010	188.6	48.1	26
2011	175.7	47.2	27
2012	163.2	46.6	29
2013	150.7	46.0	31
2014	138.3	43.5	31
2015	126.5	41.3	33
2016	115.3	39.5	34
2017	104.6	37.6	36
2018	94.3	35.8	38
2019	84.5	33.3	39
2020	75.2	30.6	41
2021	66.6	28.5	43
2022	58.4	26.1	45
2023	50.6	23.8	47
2024	43.4	21.0	48
2025	36.8	18.1	49

*Note that all estimates of eligibility for assistance under the Community Long-term care Insurance Law in this Table are contingent upon the definition of the target population and the National Insurance Institute's criteria. . If these changes, the data will, perforce, change.

At the end of 2007, it was estimated that about 50,300 Holocaust Survivors were eligible for services under the Community Long-term Care Insurance Law, and the number rises slightly up to 2008 – where the estimate stands at around 50,600. From 2009, this number is expected to decline. By 2010 it is expected to drop to 48,100 people, by 2015 - to 41,300, by 2020 - to 30,600, and by 2025 - to 18,100. Nevertheless, because of the aging of the population of Holocaust Survivors, those eligible for services under the law will represent an increasing percentage of all Holocaust Survivors living in the community.

These data represent the entire population of Survivors receiving services under the Community Long-term Care Insurance Law, and not only those assisted by the Foundation.

Table 5 presents the estimated number of Holocaust Survivors eligible for the maximum benefits (150% and 168%) under the Community Long-term Care Insurance Law. As noted, this law mandates services to the disabled elderly at three levels: a benefit for those who are *partially* dependent on assistance from others (91%); and a benefit for those who are *mostly* dependent on others (150%), and a benefit for those who are *completely* dependent on others (168%). The Foundation for the Benefit of Holocaust Victims in Israel gives a supplement of nursing care for the two last categories.

However, some of those whose level of disability entitles them to the enlarged benefit actually receive a reduced benefit from the National Insurance Institute, because their income is higher than the threshold of eligibility set for the benefit. The Foundation for the Benefit of Holocaust Victims in Israel does not help these survivors because of their relatively high income. These survivors have an income level of the average wage, or more. Note that Survivors whose level of income is more than 1.5 times greater than the average market wage are not eligible at all for services under the Community Long-term Care Insurance Law.

In Table 6, we present the estimate of survivors who are eligible for the full benefit from the National Insurance Institute, which is the same population that is today eligible for assistance from The Foundation for the Benefit of Holocaust Victims.

Table 5: Estimated Number of Holocaust Survivors Eligible for the Enlarged (150%--168%) Benefits under the Community Long-term Care Law* (in thousands, end of year)[†]

Year	Total Living in the Community	Eligible for 150% or 168% Benefit	Eligible for 150% Benefit	Eligible for 168% Benefit	Percentage Eligible for 150% or 168% Benefit
2007	228.4	21.5	13.5	8.0	9
2008	215.0	21.7	13.6	8.1	10
2009	201.7	21.5	13.5	8.0	11
2010	188.6	20.9	13.1	7.8	11
2011	175.7	20.7	13.0	7.7	12
2012	163.2	20.7	13.0	7.7	13
2013	150.7	20.7	13.0	7.7	14
2014	138.3	19.6	12.3	7.3	14
2015	126.5	18.8	11.8	7.0	15
2016	115.3	18.0	11.3	6.7	16
2017	104.6	17.3	11.0	6.4	17
2018	94.3	16.7	10.5	6.2	18
2019	84.5	15.7	9.9	5.8	19
2020	75.2	14.5	9.2	5.3	19
2021	66.6	13.9	8.8	5.1	21
2022	58.4	12.9	8.2	4.7	22
2023	50.6	12.1	7.7	4.4	24
2024	43.4	10.8	6.9	3.9	25
2025	36.8	9.4	6.1	3.3	26

* It is important to note that all estimates of eligibility for assistance under the Community Long-term Care Insurance Law in this Table are contingent upon the definition of the target population and the National Insurance Institute's criteria. If these change, the data will, perforce, change.

Table 6 presents an estimate of the number of survivors eligible to receive assistance from the Foundation, which is to say those eligible for the enlarged (150% and 168%) benefit under the Community Long-term Care Law, and not including the survivors who receive a reduced benefit on account of their relatively higher incomes. The estimate of the survivors who were eligible for full benefits of 150% and 168% stood at 20.2 thousand survivors in 2007 (9% of the survivors), and the number will rise slightly up to 2008 – when it is estimated to stand at around 20.4 thousand survivors. From 2009 onwards, it is expected to drop - to 19.6 thousand in 2010, and in 2015, to 17,600; and to 13,600 by 2020, and to 8,900 by 2025 (24% of the survivors).

Table 6: Estimate of the Number of Holocaust Survivors Eligible for the Full Benefit of 150% and 168% under the Community Long-term Care Law* (in Thousands, Year End)*

Year	Total Living in the Community	Eligible for 150% and 168% Full Benefit	Eligible for 150% benefit	Eligible for 168% benefit	Percentage Eligible for 150% or 168% Benefit
2007	228.4	20.2	12.7	7.5	9
2008	215.0	20.4	12.8	7.6	9
2009	201.7	20.2	12.7	7.5	10
2010	188.6	19.6	12.3	7.3	10
2011	175.7	19.4	12.2	7.2	11
2012	163.2	19.4	12.2	7.2	12
2013	150.7	19.5	12.3	7.2	13
2014	138.3	18.4	11.6	6.8	13
2015	126.5	17.6	11.1	6.5	14
2016	115.3	16.9	10.7	6.2	15
2017	104.6	16.2	10.2	6.0	15
2018	94.3	15.7	9.9	5.8	17
2019	84.5	14.7	9.3	5.4	17
2020	75.2	13.6	8.6	5.0	18
2021	66.6	13.0	8.3	4.7	20
2022	58.4	12.1	7.7	4.4	21
2023	50.6	11.4	7.3	4.1	23
2024	43.4	10.2	6.5	3.6	24
2025	36.8	8.9	5.7	3.2	24

* Exclusive of those survivors who receive the reduced benefit because of their relatively high income.

** Note that all estimates of eligibility for assistance under the Community Long-term Care Insurance Law in this Table are contingent upon the definition of the target population and the National Insurance Institute's criteria. If these changes, the data will, perforce, change.

Another way to project how many Holocaust survivors will be eligible for assistance from the Foundation is to use the current utilization patterns by Holocaust survivors of Foundation assistance as a base – that is, to calculate the actual number of all survivors living in the community people who currently use the Foundation’s services. Table 7 presents such a projection. According to Foundation data, 14,300 Holocaust survivors received assistance at the end of 2007.

The projection for the future is based on the assumption that the current pattern of use of assistance from the Foundation will continue in the future, according to age and gender.

Table 7: Estimated Holocaust Survivors Eligible for Foundation Assistance, based on Use of Foundation Assistance in November 2007 (in Thousands, Year End)*

Year	Total number of survivors in the community	Eligible according to the situation in November 2007	Percentage out of all survivors in the community
2007	228.4	14.3	6
2008	215.0	14.6	7
2009	201.7	14.6	7
2010	188.6	15.0	8
2011	175.7	15.4	9
2012	163.2	15.5	6
2013	150.7	15.6	10
2014	138.3	15.2	11
2015	126.5	14.6	12
2016	115.3	14.4	13
2017	104.6	14.3	14
2018	94.3	14.3	15
2019	84.5	13.4	16
2020	75.2	12.6	17
2021	66.6	11.9	18
2022	58.4	11.1	19
2023	50.6	10.4	21
2024	43.4	9.5	22
2025	36.8	8.5	23

*** Note that the estimates in table 7 are based on the utilization rates that we received from the Foundation and were accurate in November 2007. The number of Survivors receiving assistance from the Foundation increased since then, and stands at about 15,600. In the near future, Brookdale will receive the updated data from the Foundation and accordingly will update the projections based on the new data.**

According to patterns of use of the Foundation services in November 2007, the estimate of Holocaust survivors who will be eligible will reach a peak of 15,600 in 2013. Around 12,600 people will use the services of the Foundation by the end of 2020, and around 8,500 in 2025.