



State Comptroller and Ombudsman  
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Civil Service Commission

# **Spearheading Human Capital Management in the Civil Service**

Abstract



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## Abstract

### Background

The Civil Service Commission is the organization responsible for the planning and management of human capital and organizational system in the civil service. In its decision in June 2013, the government adopted the report of the Reform Commission to improve the human resource mechanisms in the civil service, whose main recommendations were to institutionalize human resources planning processes in government agencies; a shift from centralized management by the Civil Service Commission to decentralizing powers among governmental bodies and increasing their administrative flexibility and functional independence; and converting the Civil Service Commission to a body focused on outlining policy and control over government agencies.

### Key figures

# 83,000

Number of employees employed in the civil service, in 78 government agencies, in 2019

# 265

Number of employees in the Civil Service Commission in 2019

# NIS 138 million

Budget of Civil Service Commission in 2019

# 77%

Proportion of government agencies (including approximately 73% of civil service employees) which had not yet been assigned powers in the realm of workplace organization, as of July 2019


# 26%

Proportion of government agencies (including approximately 15% of civil service employees) which had not yet been assigned powers in the realm of individual personnel, as of July 2019

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## Audit Actions

 In February - July 2019, the State Comptroller's Office reviewed the actions of the Civil Service Commission to lead human capital management in the civil service. The review included several issues, including: delegating the Civil Service Commission's powers to government agencies and controlling their activities; establishing a long-term policy and planning; regulation of the human resource management system in the civil service. The audit was carried out in the Civil Service Commission, and supplementary reviews were carried out at the Ministry of Health and the Ministry of Finance - the Budget Division and the Department of the Accountant General.


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## The Situation Reflected in the Audit Findings

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-  The Civil Service Commission has so far implemented the reform only partially, without a systematized tracking of performance of the various tasks and without ensuring their completion in accordance with their implementation schedule.
-  In the realm of individual personnel, the Civil Service Commission has not yet delegated powers to 20 (approximately 26%) of the 78 governmental agencies, in regard to the hiring of employees and extension of their employment beyond the mandatory retirement age. For about half of the government bodies (not including the health system) to which the Civil Service Commission has granted hiring authority, the delegation is actually partially lacking in content.
-  In the realm of workplace organization, the Civil Service Commission has not yet delegated powers to 60 of the 78 government bodies (77%), and the delegation performed was of a relatively technical and limited manner, not applying to an area of central and substantive importance: approval of the threshold conditions for the staffing of senior civil service posts.
-  The Civil Service Commission has not yet completed the treatment of eight (29%) of the issues included in the "Tree of Knowledge" policy formulation project, including issues that are central to the policy: formulation of career paths; recruitment of personnel to the health care system and establishment of their status; and position of the civil service as a competitive employer.
-  The disputes between two regulators - the Ministry of Health and the Civil Service Commission - are at the root of the delay in implementing a central pillar of the human capital management reform in the government health system (the delegation of powers in the realm of workplace organization), which employs about 40% of all civil service employees. However, in January 2020, an agreement was reached between the Ministry of Health and the Civil Service Commission regarding one of the key components - the authority to fill the positions of department director and director of a large institute in the medical centers.
-  The Civil Service Commission has carried out preliminary actions for multi-year planning, but has not yet completed the establishment of a multi-year plan,

full standard theory or policy documents in the core areas of human capital management in the civil service, and has not yet standardized the powers and professional development qualifications for the human resources units in government bodies.

-  The Civil Service Commission core budget for 2015 - 2019 averaged NIS 81.5 million and did not reflect the resources necessary to complete the tasks in regard to the reform. During each year, the Planning Department approved an extra NIS 34 million on average for the Civil Service Commission, as well as considerable budgetary additions to finance specific employment positions. This manner of operation may impair the administrative capacity of the Civil Service Commission and its ability to lead the reform.





At the end of 2018 and early 2019, the Commissioner initiated the establishment of several work teams to promote key issues relating to human resource management in the civil service. In this regard, continuous, consistent and controlled action must be taken - all in order to ensure positive summation of the examination procedures, decision making and monitoring of their implementation.

The Civil Service Commission has started to use an advanced computerized system for managing inquiries of government bodies (CRM), which records the working interfaces between Civil Service Commission and government agencies. However, the Civil Service Commission has not yet completed any adjustments in the system that will enable it to monitor compliance within the time periods stipulated in the service commitment regarding response to requests from government agencies.

A review conducted by the State Comptroller's Office in November 2019 revealed that 83% of requests received by the Civil Service Commission from government agencies in June - September 2019 took an average of 10 days to respond. However, at the time of testing, 17% of applications submitted during the said months were still open, and the average processing time for open applications up to the time of testing was 53 days.

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## Main Audit Recommendations

-  The Civil Service Commission must follow the Government's 2013 decision to fully implement the reform report concerning delegation of powers to make changes to workplace organizational structure, and to set a timetable for all the tasks involved in implementing the reform.
-  The Budget Division must formulate the budget proposal for the Civil Service Commission in coordination with the Commissioner in a way that aligns with the activities of the Civil Service Commission and with the basic principles of the reform, subject to the government's priorities and budgetary resources allocated to the issue. The Budget Division must also present the budget proposal of the Civil Service Commission for government approval at the time of approval of the budget by all government bodies - and before the beginning of each working year.

- 💡 The Civil Service Commission must work to complete the normative infrastructure of human resource management in the civil service, inter alia, to formulate policy in the full range of management areas; to establish clear rules for the management of the workplace organization; to promote long term human resource planning; and to promote and complete the occupational analysis process of thousands of jobs.
- 💡 The Civil Service Commission must work to improve the operation of the referral system, to provide efficient and professional service to government agencies, and to ensure that decisions are made on the basis of a uniform policy that is anchored in a set of rules and guidelines and must work to complete the regulation of Human Resources units in government agencies.

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## Summary

The findings of this audit report indicate that the Civil Service Commission must deal with significant challenges that call for practical actions. The Civil Service Commission has not yet implemented key elements of the human capital management reform in the civil service. The Civil Service Commission, which is the professional body responsible for managing human resources in the civil service, must work to complete the implementation of the basic principles of the reform, which were approved by government decision, to set definite and binding deadlines and to follow them.

### The change required in the work of the Civil Service Commission in the field of delegation and control

