



State Comptroller | Annual Report 72A - Part One | 2021

National-Strategic Spheres of Activity

Inclusive Employment of a Variety of Populations in the Public Service



Inclusive Employment of a Variety of Populations in the Public Service

Background

Inclusive employment of employees from different populations strives to give each of the organization's employees the feeling that they are equal to all employees, while maintaining their uniqueness and without requiring to conceal their diversity as belonging to a particular population in society, such as religious, ethnic or cultural diversity, or due to disability or sexual preferences. An organization that employs a variety of populations benefits by enhancing its creativity and innovation, improving decision-making processes and ameliorating service to the public.



Key figures

79

Government bodies in the civil service (employing about 80,000 workers) (in 2019)

57%

Rate of job tenders for the Arab community in which no winner was selected (in 2019)

5.4%

Of the employees joining the civil service in 2019 were from the ultra-Orthodox community - lower than the government target (7%)

0

Number of government hospitals that met the representation target for people with disabilities (5%) (in 2019)

88%

civil servants from the Ethiopian community were in the junior ranks (in 2019)

75%

Of Arab and Ethiopian participants in the public participation process reported that they felt manifestations of racism by employees or managers


86%

of the major government bodies did not meet the target for adequate representation of people with disabilities (5%) (in 2019)

11

Number of government bodies without employment diversity officers (15%)

Audit actions

 From February to November 2020, the State Comptroller's Office conducted an audit on the issue of the inclusive employment of a variety of populations in the civil service. The audit was conducted at the Civil Service Commission, and supplemental examinations were conducted at the Prime Minister's Office and the Commission for Equal Rights for People with Disabilities at the Ministry of Justice. The audit dealt with the absorption, integration and promotion of workers from the following populations: members of the Arab community, including the Druze and Circassians (hereinafter - the Arab community); Ethiopians; the ultra-Orthodox community; and people with disabilities. The examination included two main components: (1) **analysis of databases on all civil servants** for the years 2015-2019 and **analysis of databases of tenders** in the civil service in the years 2017-2019; (2) A process of **public participation of civil servants** from the Arab community, from the Ethiopian community and from the ultra-Orthodox community.



Key findings

- ▮ **Representation of the Arab community-** For 13 years, the government has not updated the target set for adequate representation of the Arab community in the civil service (10%), and this target is low considering the proportion of the Arab community in the total population (21%) and even in the total labor force (18%).
 - 77% of government ministries and none of their support units, including units with thousands of employees, did not meet the target for adequate representation of the Arab community in the civil service.
 - 75% of the participants in the public participation process among the Arab community reported that they felt some degree of racism manifestations on the part of employees or managers.
 - The representation of Arab civil servants decreases when going up in seniority. For example, their representation at the junior level of government ministries was 15% and their representation at the senior level was 3%. A large majority (77%) of the respondents in the public participation process believed that an employee from the Arab community required more effort, compared to another employee, to advance to a more senior position.
- ▮ **Representation of the Ethiopian community -** 63% of government ministries and 79% of the support units did not meet the government target for adequate representation of the Ethiopian community.
 - 75% of participants in the public participation process among the Ethiopian community reported that Ethiopians encountered racist comments in their work.
 - Most of the respondents among civil servants from the Ethiopian community in the public participation process (57%) thought that their organization was not working to encourage the recruitment of Ethiopian candidates.
 - Civil servants from the Ethiopian community in all government organizations have junior over-representation (88% compared to 55% of all state employees) and under-representation at other levels (2.9% at middle management level - middle level - compared to 15% of all state employees). As a rule, representation decreases significantly when going up in seniority.
- ▮ **Representation of the ultra-Orthodox community -** In 2019, almost 1,000 ultra-Orthodox workers worked in the civil service, 64% of whom were women. The rate of ultra-Orthodox workers in the civil service in 2019 was about 1.2%, and is far from the rate of the ultra-Orthodox population of all residents of the country of working age, which stands at about 8%.



- 1% of all ultra-Orthodox employees in the civil service were at the senior level and 19% were at the intermediate level. In 2018, a reserve program for academics from the ultra-Orthodox population was launched for the first time - the "Influencers" program. Since the first running of the program for ultra-Orthodox women and men, the program has not been run a second time, as of the end of the audit.
- About 71% of the participants in the process of public participation among the ultra-Orthodox civil servants reported encountering abusive remarks.

Representation of people with disabilities - Since 2017, there has been a decrease every year in the representation of employees with disabilities in the civil service (representation of 5% in 2017 compared to representation of 3.8% in 2019). In 2019, 86% of the large government bodies in the civil service did not meet the target for adequate representation of people with disabilities (5%), including all government ministries with more than 1,000 employees - Ministry of Justice, Ministry of Labor, Welfare and Social Services, Ministry of Education, Ministry of Health, Ministry of Finance and Ministry of Foreign Affairs - and all government hospitals.

Representation of women - In 36 government ministries and support units, the proportion of women in management levels (mid and senior levels) was less than 50%.

- For five years there has been an increase in the proportion of women from the populations entitled to adequate representation in the civil service from all civil servants, but there remains an almost constant under-representation of Arab and Ethiopian women: the proportion of Arab women in the total number of civil servants in 2019 (8.6%) was lower than the proportion of all Arab workers in the total number of civil servants (12.4%), and among Ethiopians - 2.6% and 2.8%, respectively.
- In respect of female civil servants among the Arab community and the Ethiopian community, there is a double under-representation: due to both being a woman and being part of the under-represented population in the civil service, and especially in its senior ranks.

Enforcement of employment diversity objectives - the activity of the Civil Service Commission to enforce the duty of adequate representation of the populations entitled to it was lacking: the Civil Service Commission made little use of the enforcement measures available to it and in addition, did not implement the 2007 and 2009 government decisions regarding actions for ensuring appropriate representation of the Arab community in the civil service. This is despite the fact that government bodies, including large bodies that employed thousands of workers, did not meet the obligation to adequately represent population groups entitled to it.

Appointment of employment diversity officers - about 15% of government bodies, including large bodies with more than 1,000 employees - including the Ministry






of Justice, the Ministry of Finance, the Ministry of Labor, Welfare and Social Services and the National Fire and Rescue Authority - did not appoint an employment diversity officer during the audited period, as required by the Civil Service Law (Appointments), 1959 (hereinafter - the Appointments Law). Government bodies in which employment diversity officers have served are characterized, according to the audit findings, by the inclusive employment of a variety of populations compared to other bodies, in several aspects: the work atmosphere; encouraging the recruitment and promotion of workers from a variety of populations; encouraging personal and professional development of the employee and even preventing manifestations of racism.



In almost all government hospitals, the representation rate of civil servants from the Arab community in 2019 was higher than in 2018.

The number of ultra-Orthodox employees in the civil service is steadily increasing from 121 employees in 2015 to 980 employees in 2019, and in government ministries the increase is particularly noticeable (from 26 employees in 2015 to 446 in 2019), and they are also represented at the administrative levels.

Key recommendations

-  It is recommended that the Civil Service Commission take effective action to ensure that, as a rule, government bodies meet government targets for adequate representation of all eligible population groups, including at senior levels.
-  The director-generals of government ministries and the directors of government support units and government hospitals must work to make the organisation they manage meet the objectives of adequate representation of populations entitled to it, including at management levels. When Director-Generals believe that there are objective difficulties in locating candidates from the Arab community, such as candidates who meet certain professional requirements, it is advisable to enlist the help of the Civil Service Commission to examine appropriate solutions, striving to achieve the government goal of employing workers from the Arab community.
-  The managements of government ministries, support units and government hospitals - under the professional and managerial leadership of the Civil Service Commission - must take action to correct and improve the organizational climate in the civil service. Along with actions already taken by several government bodies, there is room for promoting actions in the field of information and in-depth acquaintance with the diversity of populations in Israeli society, in order to



improve the way employees behave with their colleagues from different communities in one way or another.



It is recommended that the Civil Service Commission work to set goals for the employment of civil servants among the Arab community, goals that will suit its representation in the state population, and work to achieve them in all government bodies and in particular in government ministries and their support units. It is also recommended that the Civil Service Commission work to improve the representation of Arab civil servants, especially at management levels. As a general rule, there is room to consider setting goals for adequate representation, especially at the upper level as well; to act, if possible, to appoint members of examining committees from among the Arab community in tenders in which there is an Arab candidate, and to monitor the results of the implementation of the change; to work for the integration of candidates and employees from the Arab community in reserve programs for managers in the civil service; to provide appropriate professional guidance to Arab workers in the middle levels, in order to prepare them to serve in senior positions.



Improving the employment characteristics of civil servants from the Ethiopian community depends on the mobilization of the managements of government bodies to increase the pool of candidates in public tenders; in the allocation of tenders intended for suitable positions in terms of the requirements of education and experience in them and for higher ranks positions; in assimilating values and ways of working in the organization that will facilitate the absorption of workers from the Ethiopian community and their promotion according to their skills. The Civil Service Commission must take action to ensure that these managements act in this way. Among other things, it is recommended to set goals at the ranking level as well, in order to encourage the appointment of employees from the Ethiopian community to more senior positions as well.





It is recommended that the Civil Service Commission continue to act on the issue of employing ultra-Orthodox in the civil service, including proposing to set a government target for the adequate representation of ultra-Orthodox from all civil servants and to act accordingly. Actions are required for the inclusive employment of ultra-Orthodox civil servants while maintaining their uniqueness and taking into account their diversity as people who belongs to the ultra-Orthodox population.



It is recommended that the Civil Service Commission and the Government bodies work to increase the recruitment of people with disabilities to the civil service. The difficulties in locating employees raised by government bodies and government hospitals should be brought to the attention of the Civil Service Commission. It is recommended that the Commission lead joint work with those bodies to realize the possibilities of locating candidates with disabilities for government bodies, including increasing the number of job tenders intended for this population and



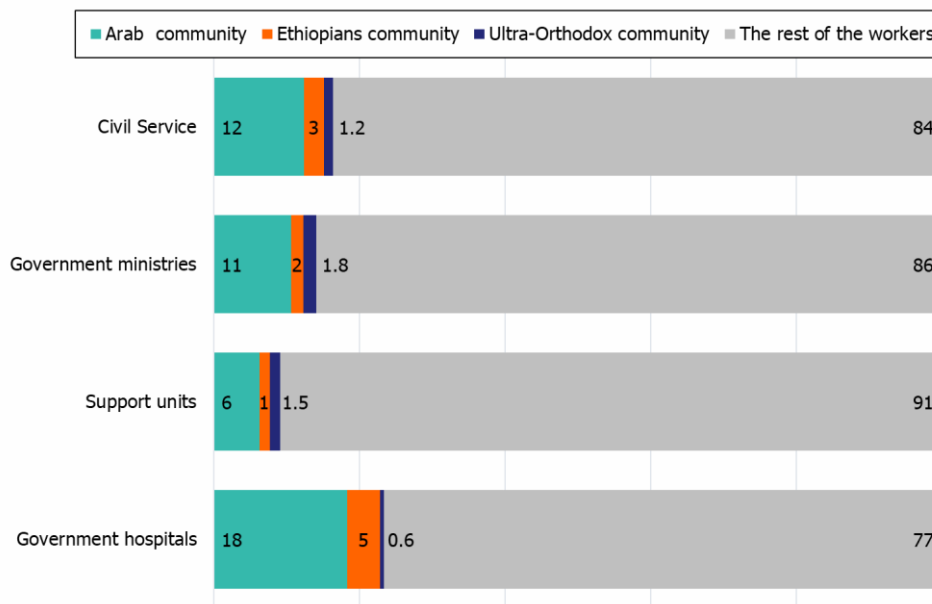
distributing them through organizations specializing in treating people with disabilities, such as the rehabilitation branch of the Ministry of Defense.

-  Comprehensive action in the civil service is required to increase the representation of women, especially among the populations entitled to adequate representation, in senior positions in the civil service. It is recommended that the Civil Service Commission formulate a comprehensive action plan, based on organization wide and specific data for government bodies, and work to implement it in all the branches of the government.
-  The managements of government bodies must appoint employment diversity officers and provide them with sufficient tools for the purpose of ensuring a suitable and inclusive work environment for the employment of workers from a variety of populations. The Civil Service Commission must act to implement the provisions of the Appointments Law regarding the obligation to appoint an employment diversity officer in all bodies of the civil service.



Percentage of workers from the populations entitled to adequate representation of all civil servants, in general and by type of government bodies, 2019

In 2019, about 80,000 employees were employed in the civil service: about 25,000 employees in government ministries; About 23,000 employees in support units; About 32,000 employees in government hospitals.



Summary

Improving the employment rate in the Arab community, the ultra-Orthodox community and among people with disabilities, and improving the quality of employment of members of the Ethiopian community, may benefit the public and the economy as a whole. The civil service should be the flagship regarding the integration of workers from these population groups, in all its branches and at all levels. This task is incumbent on all the managements of a civil service organization and the Civil Service Commission, in its role as responsible for the management of human capital in the civil service.