



Report of the State Comptroller of Israel | May

Prime Minister's Office – The Civil
Service Commission

The Training Array in the Civil Service – Follow-up Audit



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Background

The public service in Israel, at the center of which is the civil service, serves as the long arm of the executive authority in fulfilling its powers, policies, and goals. The training and learning of civil service employees plays an essential role in maximizing the professional capability of the human capital in the civil service, as well as in adapting the civil service's abilities to the changing needs of the public and the challenges of the future labor market.

The training array in the civil service includes units in every government body. At the head of the national training array is the Civil Service Commission – the strategic organization in charge of and authorized to carry out the planning and management of human capital and the organizational structure in the civil service – which includes a senior division for organizational learning and welfare in the civil service (the Training Division).



Key Figures

**about
84,000**

employed in the civil service in 2022 in 84 government bodies

**about NIS
1.2 billion**

the total expenditure on training in the civil service in 2017 (about NIS 87 million for the direct cost of the training activities; About NIS 860 million for the cost of days of absence for training activities; And about NIS 270 million – the annual cost of training benefits in salary¹)

**NIS
32 million**

the implementing cost of the Commission's outline for improving the training array in the civil service

**NIS
9.6 million**

the total budget allocated to the Commission's Training Division in 2020–2022

57%

the government bodies rate for which the Civil Service Commission had performance reports for 2021

**37.9 (out
of 100)**

the overall score given to the government bodies for measuring the effectiveness of the training in 2019

about 3%

the civil servants' rate who participated in training activities via remote learning


only 10%

the government bodies rate that implemented the learning management system (LMS)

¹ Based on the State Comptroller's Office calculation in the previous audit, in the absence of complete data on budgetary investment in training in the civil service each year





Audit Actions

 From February to July 2018, the State Comptroller's Office audited the civil service training array (the previous audit), and its findings were published in an audit report in May 2019 (the previous report)². From March to June 2022, the State Comptroller's Office examined whether and to what extent the Civil Service Commission rectified deficiencies noted in the previous report (the follow-up report). The audit was carried out at the Civil Service Commission, and completion examinations were carried out in the Budget Division of the Ministry of Finance.

Key Findings







 **Decision Regarding the Implementation of the Public Committee Report About the Civil Service Training Array (Simchon Committee) from 2015** – the previous audit noted that the Civil Service Commission's decisions to adopt the Simchon Committee's report and the preparation of an outline for its implementation over the years were not consistent; No overall decision regarding full or partial adoption of the recommendations was made, and no alternative was formulated, and the Civil Service Commission was left without a clear policy regarding the handling of some of the training issues. The follow-up audit raised that the deficiency was rectified to a small extent: The Commission did not decide whether to adopt the Simchon Committee's recommendations or reject them.


 **The Training Division's Budget** – according to the Civil Service Commission estimates the cost of implementing the team's recommendations for examining the training structure in the civil service is about NIS 32 million. The audit raised that in 2020 and 2022, about a third of the Commission's budget requirement for the Training Division was approved, and in 2021 – about a quarter; The scope of the budget allocated to all the Division's activities is about one-third of the estimated cost of implementing the outline; In 2020, the Civil Service Commission implemented the budget in total, and in 2021 – 78% of the budget allocated to it. It was also found that at the audit completion – July 2022, no agreement was reached between the Civil Service Commission and the Budget Division regarding implementing the team's recommendations, and no decision-making proposal was formulated for the government.

2 The State Comptroller, **Annual Report 69B** (2019), "The Training System in the Civil Service".



-  **Long-Term Training Planning** – the previous audit noted that the Training Division operated according to an annual plan and did not prepare a multi-year training plan as required by the provisions of the Civil Service Regulations (Takshir). The follow-up audit raised that the deficiency was rectified to a small extent: the Training Division did not formulate a multi-year training plan. In the absence of long-term planning, the civil service's ability to promote the human capital development processes of the service employees is impaired.
-  **Compiling Complete and Updated Data on the Budgetary Allocations for Training** – the previous audit noted that the State authorities have no complete and updated data on the total budgetary investment in the civil service training. The collation of the data received by the State Comptroller's Office from government agencies in the previous audit led to an estimate that the total expenditure on the civil service training was at least NIS 1.2 billion in 2017. The follow-up audit raised that the deficiency has not been rectified: The Civil Service Commission has no data on government expenditure in 2020 and 2021, except for the direct expenditure of the Commission itself. The lack of complete and updated data regarding the annual government expenditure on training, broken down by topic, impairs, as stated, the ability to analyze processes, plan activities, prioritize them, and even evaluate the effectiveness of the expenditure in terms of cost-benefit. It was also found that the Commission received detailed data from the ministries about the expenditure in 2019 but did not use it.
-  **The Civil Service Commission's Supervision and Control over the Governmental Bodies Training Planning** – the previous audit noted that the Civil Service Commission had no complete situation report of implementing the training operating concept by the governmental bodies and, therefore, its ability to supervise and control as required was impaired. Moreover, only some bodies submitted work plans and performance reports according to the Civil Service Commission's instructions. The follow-up audit raised that the deficiency was rectified to a small extent: about 30% of the bodies did not submit their work plans for 2020–2021 to the Civil Service Commission, as per its demand. Regarding 2020 – about 20% of the bodies did not submit reports on their training performance, and in 2021, almost half did not submit reports to the Commission.
-  **Evaluating the Training Effectiveness** – the previous audit noted that the Training Division instructed the government bodies to assess the effectiveness of their internal training activities. Still, most did not submit a report on the effectiveness of their training activities. As for the bodies that did submit a report – the Division did not process their reports or derive any systemic insights regarding the effectiveness of the training activities. It was also raised that the Civil Service Commission did not assess to what extent the training activities achieved their goal. The follow-up audit raised that the deficiency was partially rectified: The Civil Service Commission formulated an examination methodology of the training effectiveness and directed the government bodies to use this methodology. However, the Civil Service Commission did not complete, at least by November 2022, the

data analysis on the bodies' performance in 2020–2021 and their publication. According to the control report, the measurement rate of the training operations effectiveness in 2019 was low – 37.9 out of 100.

 **The Cross-Organization Professional Assistance Provided by the Training Division at the Civil Service Commission to the Government Bodies** – the previous audit noted that most of the administration deputy directors in the government bodies, who are responsible for training, did not consider the Training Division as helpful; And the Department did not sufficiently identify cross-organization training needs in the governmental bodies to develop cross-organization training plans responding to these needs. The follow-up audit raised that the deficiency was rectified to a small extent: in 2020–2022, the Training Division carried out 17 cross-organization training operations for employees in cross-organization positions in the government bodies, in which about 18% participated. However, the Training Division did not check, through its surveys, the total needs of the training units, and the response rates to those surveys in 2022 were low – 52% of the unit managers for organizational learning (training) and 3% of the state employees.



The Civil Service Commission Policy Regarding the Mix of Training Activities – the previous audit noted that in 2017, about 43% of the training budget in all government bodies was used for the employee's core occupation training. The Civil Service Commission did not carry out professional strategic work determining the quantitative target set in its guidelines regarding the desired core training rate, even though the relevant policy should be determined directly to the goals of the government training system³. The follow-up audit found that the deficiency was fully rectified and that the Civil Service Commission formulated a policy regarding the distribution of resources between core training and other purposes of the training and instructed the bodies that in 2021, 70% of the training and learning resources will be focused on the core activities of the government body and employee.

Non-Face-to-Face Training Methods – the previous audit noted that about a quarter of the government bodies did not use non-face-to-face training methods, and about 80% of the government bodies that used non-face-to-face training methods did so to a limited extent. The follow-up audit raised that the deficiency has been rectified to a large extent: The Training Division recommended increasing non-face-to-face learning methods among the government bodies and even started courses through remote learning. However, the Training Division did not check to what extent the bodies increased the use of non-face-to-face work methods and, in addition, did not derive any insights from the analysis of the bodies' work plans and performance reports. In 2021, the Division







3 In 2016, the Training Division was instructed to strive for no less than 50% of the total resources invested in the fields of training and learning to be invested in core training.





held 46 courses through remote learning, and about 2,720 employees participated in them (about 3.2% of the total of about 84,000 employees in the civil service).


A Computerized System to Manage Learning and Training – the previous audit noted that until the audit completion, July 2018, the Civil Service Commission did not formulate a characterization document as an infrastructure for the development of the overall system, and its development has not begun; The computerized tools used by the government bodies in managing the training were not uniform; The functioning of the training array was compromised due to the lack of an LMS system. The follow-up audit found that the deficiency has been rectified to a large extent and that the Civil Service Commission has finished developing the LMS system and begun implementing it in government bodies. However, by August 2022, the system was implemented only in 8 (10%) of 84 government bodies.

Key Recommendations

-  It is recommended that the Civil Service Commission determine the tasks required to improve the civil service training array. It should cooperate with the Budget Division of the Ministry of Finance to allocate an appropriate budget and, if necessary, complete the formulation of a proposal for a relevant government resolution. It is also recommended that the Commission document its decisions and establish timetables for their implementation.
-  It is recommended that the Civil Service Commission ensure that the governmental bodies implement its directive to invest 70% of the learning resources in 2022 in the core occupation of the bodies' employees and that it guides the bodies regarding the following years.
-  It is recommended that the Civil Service Commission prepare an approved and budgeted multi-year training plan to promote human capital development processes in the civil service.
-  It is recommended that the Civil Service Commission compile complete information on all the components of government spending on training to generate complete and updated data on the total budgetary investment in civil service training. This is through initiating the opening of fund centers or in any other way.
-  It is recommended that the Civil Service Commission regularly analyze the data that the bodies transfer to it about their performance and as close as possible to the end of the work year so lessons can be drawn therefrom to improve training operations. It is also recommended to publish the findings naming the government bodies to encourage them to improve their performance.
-  It is recommended that the Training Division identify the training operations needs of the bodies to improve the cross-organization response to the units in the government bodies.



-  It is recommended that the Training Division analyze the work plans and the performance reports that the governmental bodies forward to it to examine the degree of implementation of its guidelines and the use that the bodies make of training operations through remote learning. It is also recommended that the Training Division continue to develop non-face-to-face learning courses, encourage employees to participate in them, and monitor the scope of participation and the degree of satisfaction of the participants.
-  It is recommended that the Civil Service Commission implement the LMS system in all government bodies. Suppose any of the bodies encounter a difficulty in implementing the system. In that case, it must be dealt with while examining the source of the problem and ensuring that the system also meets the needs of the bodies.

The Rectification Extent of the Key Deficiencies Noted in the Previous Report



The Audit Chapter	The Audited Body	The Deficiency/ Recommendation in the Previous Audit Report	The Rectification Extent of the Deficiency Noted in the Follow-up Audit			
			Not Rectified	Slightly Rectified	Considerably Rectified	Fully Rectified
Decision regarding the implementation of the Simchon report	The Civil Service Commission	The decisions of the Civil Service Commission to adopt the Simchon Committee's report and the preparation of an outline for its implementation over the years are inconsistent. Since no overall decision was made regarding adopting the recommendations and no alternative was formulated, the Civil Service Commission was left without a clear policy regarding handling some of the training issues.				



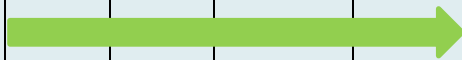
The Audit Chapter	The Audited Body	The Deficiency/ Recommendation in the Previous Audit Report	The Rectification Extent of the Deficiency Noted in the Follow-up Audit			
			Not Rectified	Slightly Rectified	Considerably Rectified	Fully Rectified
The Civil Service Commission policy regarding the mix of training activities	The Civil Service Commission	The Civil Service Commission did not perform professional strategic work setting the quantitative target in its guidelines regarding the desired core training rate.				
Long-term training planning	The Civil Service Commission	The Training Division did not prepare a multi-year training plan, as required by the provisions of the Civil Service Regulations (Takshir).				
Compiling complete information on the extensive budgetary allocations for training	The Civil Service Commission	The State authorities do not have complete, updated data on the total budget investment in civil service training. As a result, the ability to analyze processes, plan and prioritize activities, make decisions on the subject, and evaluate the effectiveness of the expenditure in terms of cost-benefit was impaired.				

The Audit Chapter	The Audited Body	The Deficiency/ Recommendation in the Previous Audit Report	The Rectification Extent of the Deficiency Noted in the Follow-up Audit			
			Not Rectified	Slightly Rectified	Considerably Rectified	Fully Rectified
The supervision and control of the Civil Service Commission on the training planning in the government bodies	The Civil Service Commission	The Training Division's failure to ensure compliance with its instructions to the government bodies, according to which the execution of the annual training program is conditional upon its submission to the Division and its approval in advance, could be interpreted as a signal that there is no obligation to comply with the Division's instructions, thus weakening the Division's position as the regulator that supervises them.				
Evaluating the effectiveness of training activities	The Civil Service Commission	Most government bodies did not fully implement the Training Division's instruction to evaluate the effectiveness of their internal training activities. The Division did not process the bodies' reports or derive systemic insights regarding the training effectiveness.				



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			Not Rectified	Slightly Rectified	Considerably Rectified	Fully Rectified
Evaluating the effectiveness of training activities	The Civil Service Commission	Although the social bonding activities are allocated a considerable share of the training budget in the governmental bodies, the Civil Service Commission did not assess to what extent these activities in their existing format achieved their goal.				
The cross-organization professional response provided by the Training Division of the Civil Service Commission to the government bodies	The Civil Service Commission	Cross-organization courses for professional training of employees were not opened. The Training Division did not sufficiently identify cross-organization training needs in the government bodies nor develop cross-organization training programs responding to these needs.				

The Audit Chapter	The Audited Body	The Deficiency/ Recommendation in the Previous Audit Report	The Rectification Extent of the Deficiency Noted in the Follow-up Audit			
			Not Rectified	Slightly Rectified	Considerably Rectified	Fully Rectified
Non-face-to-face training methods	The Civil Service Commission	About a quarter of the government bodies did not implement non-face-to-face training methods, and about 80% of the bodies that implemented non-face-to-face training methods did so to a limited extent.				
A computerized system for managing learning and training	The Civil Service Commission	The government bodies computerized tools to manage the training were not uniform. The nature of the use of the computer tool and its scope varied from one government body to another. The functioning of the training array was compromised due to the lack of a computerized system for managing the learning needs (LMS).				





Summary

The training of civil servants and their learning play an essential role in maximizing the professional capabilities of the human capital in the civil service, as well as in adapting the capabilities of the civil service to the changing needs of the public and the challenges of the future labor market.

The findings of the follow-up audit show that three years after the previous report was published, the Commission rectified fully or to a large extent only some of the deficiencies raised in it; That it partially rectified one deficiency, and that it rectified to a small extent or did not rectify at all a significant part of the deficiencies raised in the previous report. It is recommended that the Civil Service Commission rectify all deficiencies and that the Civil Service Commissioner follow up on the necessary corrective actions to ensure optimal fulfillment of the Civil Service Commission's duties in training and learning in the civil service.