



**#diversifying\_the\_civil\_service**

**Civil Service Commission**

**The Diversity and Representation Report**

**May 2020**



**Employment Diversity Division**  
قسم التنوع التشغيلي  
Strategic Planning and Policy Division



**Civil  
Service  
Commission**

## Foreword

The Diversity and Representation Report presents data from 2019 regarding employment of the populations eligible for proper representation in the civil service under the Civil Service Law (Appointments) – 1959.

The populations eligible for proper representation to be surveyed in this report are the Arab population, people of Ethiopian descent, the ultra-Orthodox sector, persons with disabilities and new immigrants<sup>1</sup>, and in this report will also be referred to as populations of diverse backgrounds.

This report has five main chapters:

Chapter 1 – Diversity in the Civil Service, which provides an overview of the representation of populations of diverse backgrounds in the civil service.

Chapter 2 – Diversity in the Civil Service during the Corona Crisis, which provides a review of select representation data and the work of the Employment Diversity Division throughout this period.

Chapter 3 – The Representation of Populations of Diverse Backgrounds, which reviews each of the individual populations of diverse backgrounds in depth.

Chapter 4 – Recruitment and Selection Data in the Civil Service, which details the work that has been done, and reviews the recruitment and selection trends with respect to the populations eligible for proper representation and the actions taken to promote cultural competence in these areas.

Chapter 5 – Leadership in the Civil Service will provide an up-to-date review of the representation of populations eligible for proper representation and the civil service's *Atuda* programs.

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<sup>1</sup> For definitions of the populations eligible for proper representation, please see Appendix B of this report.

## Government Targets

- The government has set targets for employing populations eligible for proper representation. Following are the main points of legislation and government resolutions regarding these targets:
- The Arab sector, including the Druze and Circassians—Government Resolutions No. 2579 from 2007 and No. 4436 from 2009 stipulate that 10% of civil service employees must be from the Arab sector.
- People of Ethiopian descent—Government Resolution No. 1065 from 2016 determines that the representation of people of Ethiopian descent in the civil service must be at least as high as their percentage in the general population, i.e. 1.7%.
- Persons with disabilities—The Equal Rights for Persons with Disabilities Law (Amendment No. 15) – 2016 stipulates that 5% of civil service employees must be persons with disabilities, as defined in the amendment.
- New immigrants—The Civil Service Law, which came into effect on January 1, 2017, stipulates that new immigrants are eligible for proper representation. However, a quantitative target for their representation has yet to be set.
- The ultra-Orthodox sector—Government Resolution No. 3268 stipulates that the percentage of ultra-Orthodox people among those entering the civil service must be no less than 7%.
- The targets for representation apply to all government ministries, their auxiliary units and government hospitals, at all of the civil service levels and in all types of employment, including student positions.

## Comments on Methodology

- The data covers all units under the auspices of the Civil Service Commission, except for units in the security system, and were collected on December 31, 2019, from a government-wide computer system (*Merkava*), which is used in all government ministries.
- The report analyzes data regarding active civil servants and does not take into account employees of the Israeli Public Broadcasting Corporation (Kan), external employees or employees who are not employed directly by the ministries.
- In the distribution of levels in the civil service, data regarding volunteers, Israeli overseas workers, apprentices and those with no rank (about 70 employees) were not taken into account.
- For reasons of privacy, each government ministry's meeting of the target for employing persons with disabilities was not reviewed.
- The attribution to a population eligible for proper representation is based on the civil servant's voluntary declaration.
- level, professional administrative level, mid-level and senior level. The civil service is divided into four seniority levels (from the junior to the senior): entry
- The data in the report refers to 2019 and was analyzed in the first quarter of 2020.
- The civil service has three organizational systems: government ministries and their auxiliary units, the health system and the security system. This report covers the government ministries and auxiliary units, and the health system.

## The Main Points of the Report and General Information

### The civil service employs 80,198 people in 96 units, of which:

- 9,763 Arabs are employed in the civil service, constituting 12.2% of all employees.
- 2,213 people of Ethiopian descent are employed in the civil service, constituting 2.8% of all employees<sup>2</sup>.
- 3,046 persons with disabilities are employed in the civil service, constituting 3.8% of all employees<sup>3</sup>.
- 927 ultra-Orthodox people are employed in the civil service, constituting 1.2% of all employees.
- 960 new immigrants are employed in the civil service, constituting 1.2% of all employees<sup>4</sup>.
- In general, the civil service meets the representation targets with regard to the Arab sector (10% representation) and to people of Ethiopian descent (1.7% representation).
- In general, the civil service does not meet the representation targets for persons with disabilities (5% representation) and for the ultra-Orthodox sector (7% of all new recruits).
- This is the first year that data has been provided regarding the representation of the ultra-Orthodox sector in the civil service<sup>5</sup>: 1.2% of all civil servants are ultra-Orthodox.
- The civil service meets the government's targets for entry level employees, which is the most junior level, with regard to Arabs, the ultra-Orthodox and people of Ethiopian descent. In the mid- and senior levels of the civil service, the government target is met only with regard to persons with disabilities.
- The civil service's meeting of the representation targets stems from the high percentage of representation in the health system, which compensates for the government ministry system not meeting the majority of the government representation targets.

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<sup>2</sup> 0.004% of civil servants are people of Ethiopian descent who also belong to the ultra-Orthodox sector.

<sup>3</sup> According to data from the National Insurance Institute for 2018, the representation of persons with disabilities in the civil service is moderate (3.5-5%). National Insurance Institute data for 2019 has not yet been published.

<sup>4</sup> About 0.25% of civil servants are people of Ethiopian descent and also new immigrants, 0.01% are Arab new immigrants and 0.02% are ultra-Orthodox new immigrants.

<sup>5</sup> The data was collected by the diversity supervisors in the civil service units and is based on voluntary declarations by the ultra-Orthodox employees.

- The government health system meets the government representation targets with respect to the Arab sector and persons with disabilities (their representation in the health system is 17.6% and 5.2% respectively).
- The government ministry system does not meet the government targets for any of the populations of diverse background.

## Central Trends

- Between 2015 and 2019, representation of Arabs increased by 2.9%, with a 0.5% increase in their representation in the civil service in 2019.
  - Their representation in the junior and senior levels decreased in 2019, similar to the trend observed in the general population. However, there is over-representation of Arabs at the entry level. Steps need to be taken to promote them within the system and increase their numbers in the more senior levels of civil service, especially in government ministries. In addition, the representation rate of Arab women in civil service is low, despite the high rate of Arab women with academic degrees. We need to gain an in-depth understanding of the barriers faced by Arab women and work to increase their representation in civil service.
- Between 2015 and 2019, representation of people of Ethiopian descent in the civil service increased by 1.22%, with a 0.1% increase in their representation 2019 compared to 2018.
  - People of Ethiopian descent are significantly over-represented at the entry level. Steps need to be taken to promote them within the system and increase their numbers in the more senior levels in civil service. High representation rates were observed for people of Ethiopian descent applying for positions and entering into civil service. High representation rates were observed for people of Ethiopian descent in student positions, especially in the health system, which is encouraging as student positions are often an effective gateway into academic positions.
- Between 2015 and 2019, representation of persons with disabilities decreased by 1.7%, with a 0.4% decrease in their representation in the civil service in 2019, which is a smaller decrease than the decrease observed in 2018 (0.8%).
  - Representation of persons with disabilities decreased for the third consecutive year. However, in light of actions taken in 2019, this trend has slowed down. We will continue to work to reverse this trend in order to meet, and even surpass, the government target. Interesting data was observed with regard to the increase in representation of persons with disabilities higher up in the organizational hierarchy.

- This is the first year in which data was presented regarding the representation of people from ultra-Orthodox communities in the civil service<sup>6</sup>. 1.2% of all civil servants are ultra-Orthodox, with ultra-Orthodox employees constituting 4.8% of all newly recruited civil servants.
  - The number of those employed through tenders who are ultra-Orthodox increased from the previous year. The application rate for positions is very high among the ultra-Orthodox, yet there is a significant gap between the rate of entry into the civil service compared to the rate of applications. We must gain an in-depth understanding of the root of this discrepancy and reduce it. Interesting data was observed with regard to the relatively high representation rates of ultra-Orthodox in the student and mid-level positions. The ultra-Orthodox are employed primarily in the government ministry system, as opposed to all other populations eligible for proper representation, who are mostly employed in the health system.
- Between 2016 and 2019, the representation rate of new immigrants increased by 0.15%. The rate of new immigrants did not change in 2019. When the new government is formed, we will set a target for this population.

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<sup>6</sup> The data was collected by the diversity supervisors in the civil service units and is based on voluntary declarations by the ultra-Orthodox employees.

## The Work of the Employment Diversity Division in the Civil Service Commission

The goal of the Employment Diversity Division, which operates under the auspices of the Strategic Planning and Policy Division, is to diversify the civil service administrative levels, with a focus on centers of decision making. A more diversified civil service means a more professional civil service. Decision-making centers that lack the voices of Israel's diverse populations could make decisions that are based on incomplete professional knowledge, and that very likely could be irrelevant to large parts of the Israeli public. In other words, relevant cultural knowledge, which is considered professional knowledge (cultural competence), must be an inherent part of the decision-making mechanism in a way that allows for providing professional solutions that are compatible with the unique characteristics of all the groups in Israel.

- The Diversity Division has four principle tasks. The following is a short list of its activities in 2019 in each of these tasks:

### **1. Implementing the government's policy and developing guiding policy instruments pertaining to administration and human capital (regulation)**

- Advancing updated representation targets and developing effective policy instruments relevant for each population.
- 2019 was the second year in which over 55 of 80 units presented a work plan for diversity and cultural competence in 2020.
- Developing a diversity index for the units in the civil service, together with the Control Department in the Civil Service Commission. The index will be published for the first time in next year's Diversity and Representation Report, and it will help in setting differential targets for each unit.

### **2. Training and providing assistance for diversification and cultural competence**

- Appointed and trained, in two sessions, over 40 occupational diversity supervisors, who joined the existing community of more than 70 diversity supervisors. In 2020, a fourth session will open to complete the appointments and training of diversity supervisors in all civil service units.
- Dozens of civil service units participated in seminars on the subject of diversity in the civil service, in cooperation with President Rivlin's flagship program, Israeli Hope.

- Dozens of civil service units marked the World Day for Cultural Diversity for Dialogue and Development, and presented a diversity and representation report to the civil service commissioner.
- Eight seminars were held for occupational diversity supervisors and deputy directors general for human capital in the civil service units. The seminars addressed the national mission of diversifying the labor market in Israel, and especially diversifying the civil service.
- More than 30 units participated in job fairs around the country, under the leadership of their diversity supervisors.
- The month of Ramadan was marked in dozens of civil service units. In addition, the Diversity Division led a visit of diversity supervisors and deputy directors general for human capital to the city of Tayibe.
- The Sigd holiday was marked by dozens of civil service units, which held seminars, workshops, Story of a Journey meetings, etc.
- Diversity supervisors, deputy directors general for human capital and the Civil Service Commission's management visited various cities and communities in order to gain a better understanding of the populations of diverse backgrounds. The visits included such places as East Jerusalem, Haifa and Tayibe.
- A guidebook of practical instruments for occupational diversification in the civil service has been written. The book is scheduled to be published in 2020.

### **3. Researching and developing instruments and practices for diversification and cultural competence**

- The division works to create broad partnerships with various bodies to provide the required expertise and promote employment of people from populations of diverse backgrounds. For example: career counseling centers, NGOs that promote diverse employment, research institutes, higher education institutions, comparable commissions in Israel and abroad, private sector organizations, etc.
- Widespread exposure of the diversification and representation activity in the civil service as part of the World Day for Cultural Diversity for Dialogue and Development in the civil service and in the Israeli media, with a focus on media channels in the Arab and ultra-Orthodox sectors.
- The Employment Diversity Division, together with the Israel Democracy Institute, conducted a study that examined the ability of the public service to provide relevant services to Israel's citizens, given the lack of diversity at the mid- and senior levels. The study is expected to be published in June 2020.

- A preparatory program for members of the Bedouin population entering public service, in association with the Atudot Le'Israel department in the Prime Minister's Office.
- Developing the *HaMakpetza* [Springboard] program—For the first time, we launched a leadership program for the mid-level of the civil service, in cooperation with the Training, Education and Welfare Division and the Strategic Planning and Policy Division.
- Creating a survey among the employees from diverse backgrounds in order to understand the factors that hold them back or advance them in the civil service, and to formulate a data-based policy to promote employees from diverse backgrounds.
- The leadership club—a small forum of outstanding diversity supervisors in civil service units—convened five times. The forum is a consulting body for developing successful models for diversifying the civil service and for frequently examining the needs on the ground.
- Participating in the Israeli Hope in Academia's Diversity and Representation Forum, which addresses increasing diversity and cultural competence in higher education institutions.

#### **4. Diversity Petitions Commission**

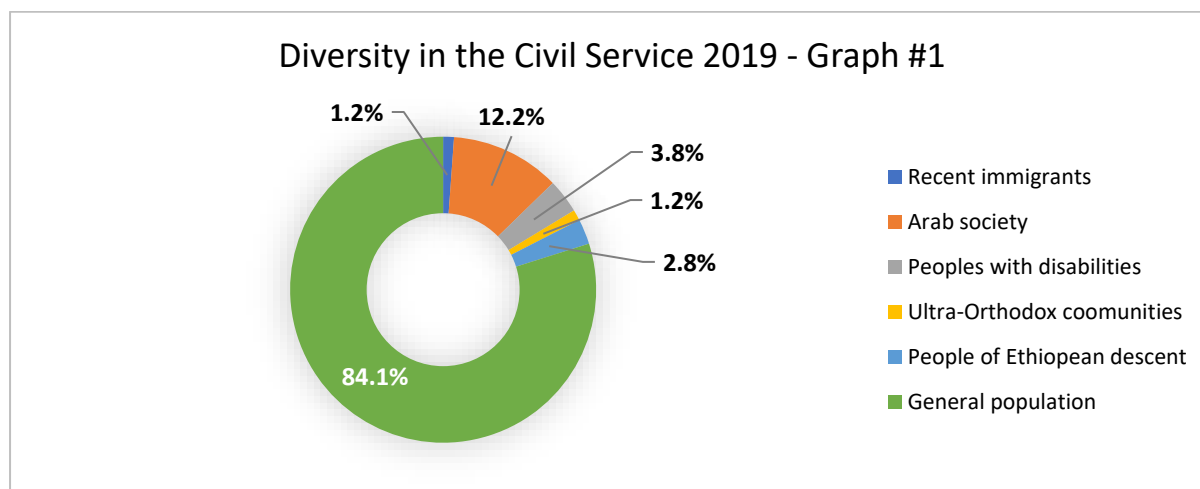
- The Division responds to petitions from bodies and individuals in the public, private and third sectors regarding methods for operating in the area of employment diversity and cultural competence, and is proud to pioneer activities in these areas.

## Chapter 1—Diversity in the Civil Service

### Situation Assessment: All Civil Servants

There are 80,198 employees in the civil service in 96 units, of which:

- 9,763 civil servants are from the Arab sector, constituting 12.2% of all civil servants. The percentage of Arabs of working age in Israel is 20.2%<sup>7</sup>.
- 2,213 civil servants are of Ethiopian descent, constituting 2.8% of all civil servants<sup>8</sup>. The percentage of people of Ethiopian descent of working age in Israel is 1.8%<sup>9</sup>.
- 927 civil servants are ultra-Orthodox, constituting 1.2% of all civil servants. The percentage of ultra-Orthodox people of working age in Israel is 8.6%<sup>10</sup>.
- 960 civil servants are new immigrants, constituting 1.2% of all civil servants<sup>11</sup>. The percentage of new immigrants of working age in Israel is 3.4%<sup>12</sup>.
- 3,046 civil servants are persons with disabilities, constituting 3.8% of all civil servants<sup>13</sup>. The percentage of persons with disabilities of working age in Israel is 3.4%<sup>14</sup>.



<sup>7</sup> Data from the Israel Central Bureau of Statistics (CBS) for 2018, ages 21-67.

<sup>8</sup> 0.004% of civil servants are of Ethiopian descent and also belong to the ultra-Orthodox sector.

<sup>9</sup> Data from the CBS for 2018, ages 21-67.

<sup>10</sup> Data from the CBS for 2018, ages 21-67.

<sup>11</sup> About 0.25% of civil servants are people of Ethiopian descent and also new immigrants, 0.01% are Arab new immigrants and 0.02% are ultra-Orthodox new immigrants.

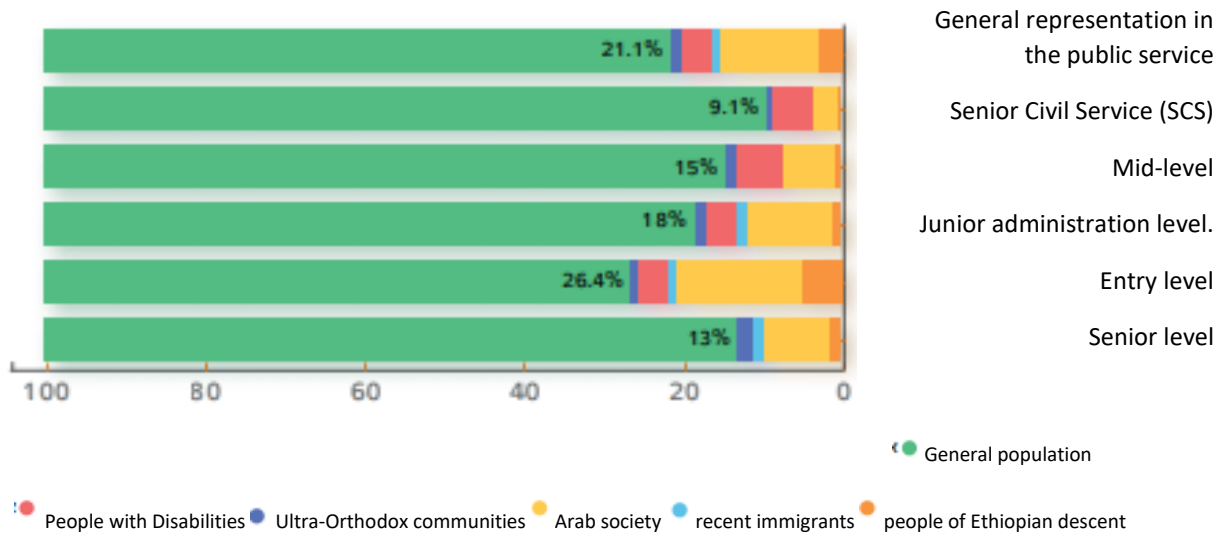
<sup>12</sup> Data from the CBS for 2018. People aged 21-67, who immigrated to Israel less than 12 years prior.

<sup>13</sup> According to data from the National Insurance Institute for 2018, representation of persons with disabilities in the civil service is moderate (3.5-5%). National Insurance Institute data for 2019 has not yet been published.

<sup>14</sup> Data for persons with disabilities is based on the results of the CBS's social survey for 2018.

The civil service generally meets the representation targets for the Arab population (10%) and for people of Ethiopian descent (1.7%), but for persons with disabilities, the representation rate is lower than the government target (5%). With regard to the ultra-Orthodox sector, the civil service does not meet the government target (7% of all new recruits, see expansion below: Representation of the Ultra-Orthodox Sector). The government has yet to set the target regarding new immigrants.

**Representation of Populations of Diverse Backgrounds throughout the Civil Service Ranks, 2019 - Graph #2**



The higher the civil service rank, the lower the representation rates of populations of diverse backgrounds are, excluding persons with disabilities, whose representation increases in the mid- and senior levels.

## Chapter 2—Diversity in the Civil Service during the Corona Crisis

### Foreword

Since the corona crisis began, the Employment Diversity Division has been working ceaselessly, together with the units' diversity supervisors and directly with the units, to ensure the civil service's capability to determine policy, provide services and convey messages to the Israeli public. The Employment Diversity Division is now, as always, the address for any queries or requests regarding diversity and representation.

In this chapter, we will try to survey some of the activities of the Division over the past few months and in the shadow of the coronavirus.

We take this opportunity to express our support for the civil servants who have been working day and night to address the coronavirus crisis.

We hope that as a result of the crisis there will be a deeper understanding of the principle whereby more diverse also means more professional, and that in times of crisis it can actually save lives.

### Diversity in the Civil Service during the Corona Crisis<sup>15</sup>

Due to the need for social distancing that caused a significant reduction in employment, the government ministry system went from employing 43,873 workers to 18,534 employees during the coronavirus crisis. The reduction in the number of employees refers to the government ministry system only, as the health system continued to work even more vigorously in this period.

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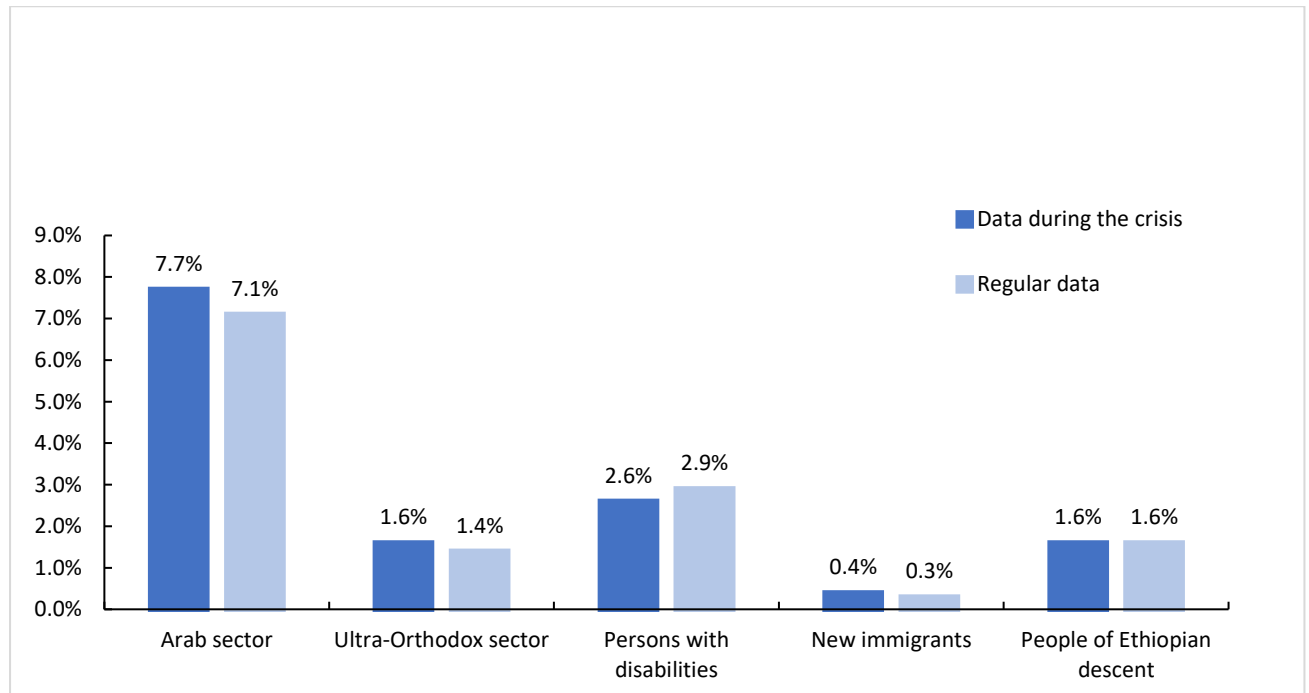
<sup>15</sup> On March 30, 2020, the first report on the government ministries' and auxiliary units' handling of the spread of the coronavirus was published: <https://www.gov.il/he/departments/publications/reports/coronavirus-government-offices-report> [in Hebrew]. The representation rates presented in that report are lower than those presented here, due to the fact that 10 government units regularly included in this report were not included in that one. These units include the Ministry of Foreign Affairs, the Ministry of Public Security, the Fire and Rescue Authority and others.

Representation of employees from diverse backgrounds in the government ministry system throughout the corona crisis is low and does not meet the government targets.

However, the representation rate of employees of diverse backgrounds is comparable to the regular representation rate.

Representation of Employees of Diverse Backgrounds during the Corona Crisis (January-March 2020)<sup>16</sup>

Graph 1-Representation of Employees of Diverse Backgrounds during the Corona Crisis (January-March 2020)



- Normally, the representation rate of the Arab sector in the government ministry system is 7.7%. During the crisis, its representation rate is 7.1%, constituting 1,316 employees.
- Normally, the representation rate of people of Ethiopian descent in the government ministry system is 1.6%. During the crisis, its representation rate is 1.6%, constituting 297 employees.
- Normally, the representation rate of the ultra-Orthodox sector in the government ministry system is 1.6%. During the crisis, its representation rate is 1.4%, constituting 260 employees.
- Normally, the representation rate of persons with disabilities in the government ministry system is 2.6%. During the crisis, its representation rate is 2.9%, constituting 537 employees.
- Normally, the representation rate of new immigrants in the government ministry system is 0.4%. During the crisis, its representation rate is 0.3%, constituting 54 employees.

<sup>16</sup> The total number of employees in the crisis period does not include 672 newly recruited employees who are not included in the government ministries report or the data base for 2019.

## The Employment Diversity Division's Activities for Dealing with the Corona Crisis

The following is an overview of the actions taken by the Employment Diversity Division throughout the crisis:

- **Activating the diversity supervisors during the corona crisis**—At the beginning of the crisis, the Diversity Division published a circular for the diversity supervisors informing them of their unique task for this difficult time. The circular emphasized several points, upon which the diversity supervisors are required to act<sup>17</sup>. An additional circular was published in collaboration with the Training, Education and Welfare Division, distributed to the diversity supervisors and welfare supervisors with recommendations to help maintain a link between the employees and the unit, and provide optimal responses to the various needs of the unit's employees throughout the crisis.
- **Initiating activity to reduce the blind spots in dealing with the corona crisis**—Providing ongoing recommendations to the civil service units based on the experience the Division has gained, with the goal of ensuring that the policies, guidelines and services are suitable to the unique needs of the diverse Israeli populations, and devising suitable solutions. The Division addressed various units and division and responded to various publications, and provided recommendations for required changes and adjustments.
- **The Civil Service Commissioner's Directive No. 03.23: Representing the Diverse Israeli Populations in Decision-Making Centers in Times of Crisis**<sup>18</sup>. At the beginning of the corona crisis, and with the goal of ensuring that the diverse Israeli populations are represented in the civil service in times of crisis, a directive was published on April 2, 2020, emphasizing to the management staffs of the civil service units that diverse viewpoints are not an indulgence. The directive tries to ensure that decisions provide professional solutions to the entire Israeli population from the outset and not ex post facto. This directive was translated into English, and we were asked to share the case for promoting diversity in Israel with other leading countries in the world. In addition, the commissioner's directive ensured the functional continuity of the diversity supervisor in each of the civil service units. A letter from the head of the Employment Diversity Division was attached to the Directive, which presented an overview of current cases in which suitable solutions were provided to populations of diverse backgrounds<sup>19</sup>.

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<sup>17</sup> See Appendix C: Head of the Employment Diversity Division's Circular of March 18, 2020—Coronavirus Crisis Framework.

<sup>18</sup> See Appendix D: The Civil Service Commissioner's Directive of April 2, 2020—Representing the Diverse Israeli Populations in Decision-Making Centers in Times of Crisis.

<sup>19</sup> See Appendix E: Letter Accompanying the Civil Service Commissioner's Directive No. 03.23, Head of the Employment Diversity Division.

- **Implementing Directive No. 03.23**—Senior officials in the civil service were approached to ensure the implementation of the civil service commissioner's directive regarding the representation of the diverse Israeli populations in decision-making centers in times of crisis. This, in turn, ensures that the teams appointed to formulate solutions for dealing with the corona crisis represent the entire Israeli population.
- **Establishing a pool of specialists from diverse backgrounds who are leaders in their fields**—A list of the specialists was given to the National Security Council and other bodies in the civil service.
- **Civil servants in times of emergency**—As part of the government resolution on the scope of civil service functions in a reduced framework for times of emergency, and as part of the publication of the guidelines regarding working in times of emergency, the civil service commissioner directed the civil service units to look into the representation of employees from diverse backgrounds among the those working during emergencies. If there is a discrepancy between the rate of representation of employees from diverse backgrounds in emergency and normal times, actions should be taken to add employees from diverse backgrounds. The same was done with regard to Government Resolution No. 5037, pertaining to a gradual return to routine<sup>20</sup>.
- **Recruiting medical staff from diverse backgrounds for the government health system**—Given the strain on the health system during the crisis, and seeing that government hospitals are in need of workers from all medical professions, the Employment Diversity Division publicly appealed to people from diverse backgrounds who have training in the required medical professions. The appeal was published in Hebrew and Arabic, with assistance from civil society organizations that are engaged in promoting the employment of populations from diverse backgrounds and through the medical professional unions. Dozens of candidates from diverse backgrounds sent applications, which were forwarded to the relevant hospitals according to their training.
- **Making all guidelines and publications accessible to populations of diverse backgrounds**—As well as distributing the guidelines for employees of diverse backgrounds through the diversity supervisors in the civil service units, the Division maintained its ongoing contact with many bodies that represent these populations in order to ensure that the various guidelines reach the entire Israeli population effectively. These include civil society organizations, community leaders, religious leaders, public opinion leaders, etc.
- **Additional activities**—The Division took part in creating a toolbox for maintaining team adhesion in normal times and in times of crisis. This was a joint project of the Civil Service Commission, Digital Israel, the Government ICT Authority and the JDC ELKA Institute.

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<sup>20</sup> See Appendix F: Civil Servants' Work in Emergency—Update from April 19, 2020. Also see guidelines for preparing lists of employees in the arrangement from May 3, 2020.

## Handling Public Inquiries and Other Requests Referred to the Employment Diversity Division

Over the past few months, the Employment Diversity Division has received many requests and questions from organizations and individuals in the public, private and third sectors. The queries were in regard to the Division's activities relating to diversity and competence in times of crisis, and in a broader sense touched on the matter of diversity and cultural competence. Many complaints were received about the civil service publications and guidelines. The following is a sampling of these complaints:

### **The Arab Sector:**

- A query on the subject of the representation of the Arab population in decision making processes relating to the corona crisis was submitted by the National Committee of Heads of Arab Local Authorities in Israel and Sikkuy, the Association for the Advancement of Civic Equality. The aim of their query was to demand that a mechanism for government units include and consult representative and professional bodies from the Arab society.
- Submissions by individuals from the Arab population regarding services in the fields of health, welfare, education and infrastructure, and how to contact relevant officials in the various civil service units.
- Many queries referred to the Ministry of Health guidelines, which were presented by figures who do not represent the Arab population in Israel.

### **Persons with Disabilities:**

- Queries on behalf of the Commission for Equal Rights of Persons with Disabilities regarding accessibility coordinators and equality supervisors in government ministries and on the subject of providing solutions in the framework of the collective agreement for employees who have disabled children.
- Queries about the mobility of employees with disabilities, given the drastically reduced public transportation system, and demanding solutions.

### **Ultra-Orthodox Sector:**

- At the beginning of the crisis, we received many queries regarding the way the guidelines were published for the ultra-Orthodox sector and the channels for distributing the messages.

- We received many queries regarding the decision made by the Ministry of Education to implement online learning, which left many Israeli children without the ability to learn during this period as they lack an internet connection or they do not have the required equipment (a computer for every child).
- Queries were received regarding the publication of guidelines by the Ministry of Health in which the illustrated figures included only ultra-Orthodox men with no women represented.

## Chapter 3—The Representation of Populations of Diverse Backgrounds in the Civil Service

### The Arab Sector, Including Druze and Circassia's

#### 1. General situation assessment

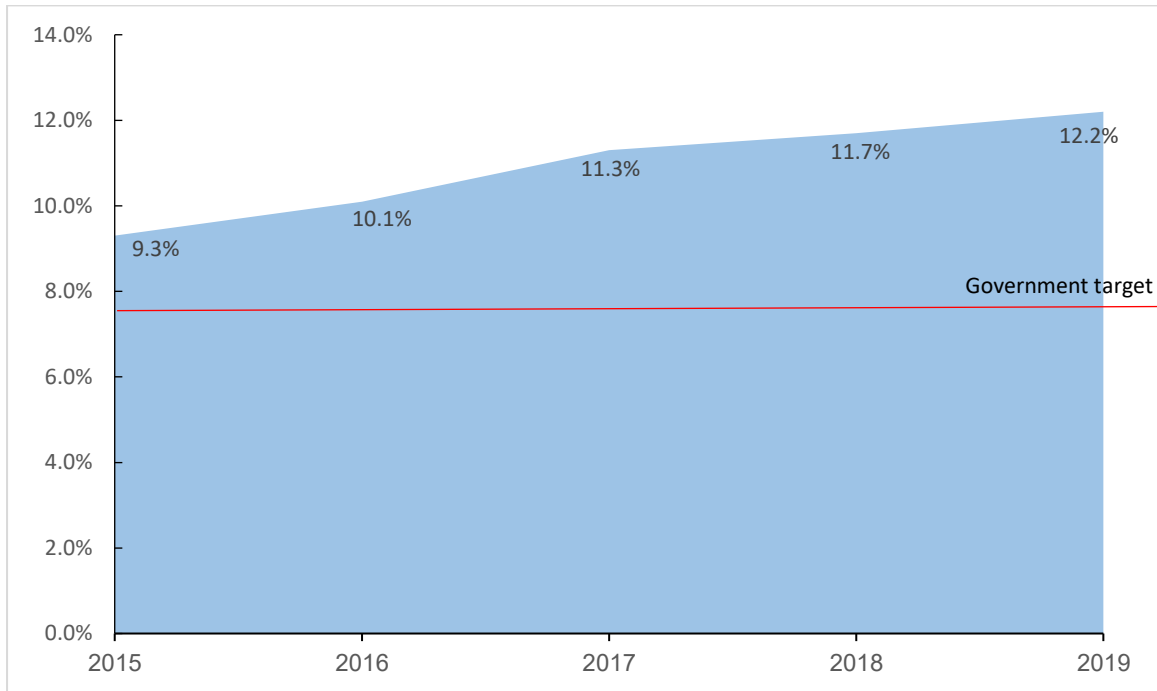
- 9,763 Arabs are employed in the civil service, constituting 12.2% of all civil servants. The percentage of Arabs of working age in Israel is 20.2%<sup>21</sup>.
- Among the civil servants from the Arab sector, 1,268 employees are Druze, constituting 1.6% of all civil servants, which corresponds with their rate in the general population.
- Between 2015 and 2019, the representation of Arabs in the civil service increased by 3%.
- 25% of civil service units (24 units) meet the government target for the representation of the Arab sector (at least 10%).
- In 29% of the units (28 units), the representation rate is between 5% and 10%.
- In 31% of the units (30 units), the representation rate is lower than 5%.
- In 15% of the units (14 units), there is no Arab representation at all.

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<sup>21</sup> See Footnote 7 above.

## 2. Trends in representation of the Arab sector

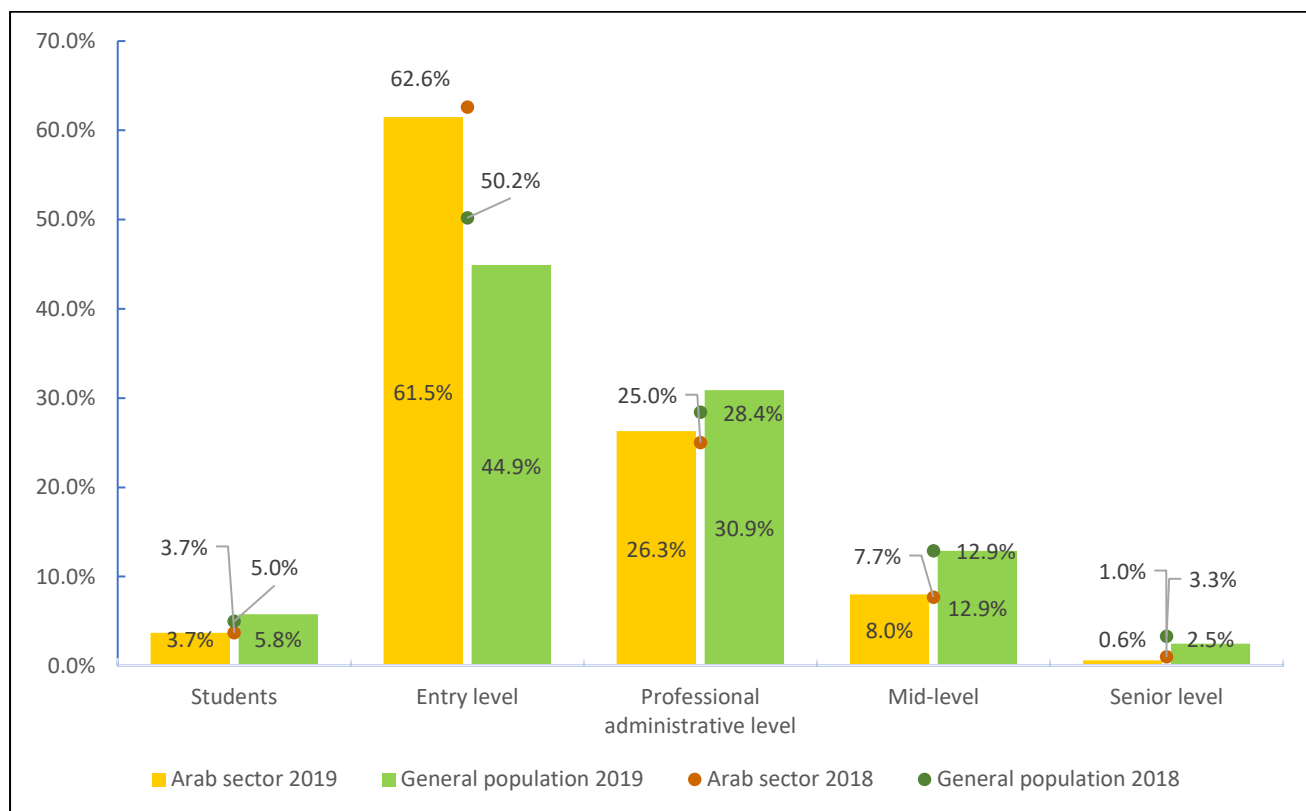
Graph 3 - Trends in Representation of the Arab Sector Over the Past 5 Years



- The representation of the Arab sector is consistently increasing.
- In 2019, the representation rate increased by 0.5%, constituting 553 employees.
- Between 2015 and 2019, the representation rate increased by 3%.

### 3. Distribution of the representation of employees from the Arab sector

Graph 4 - Distribution of the Representation of the Arab Sector in 2019 Compared to 2018

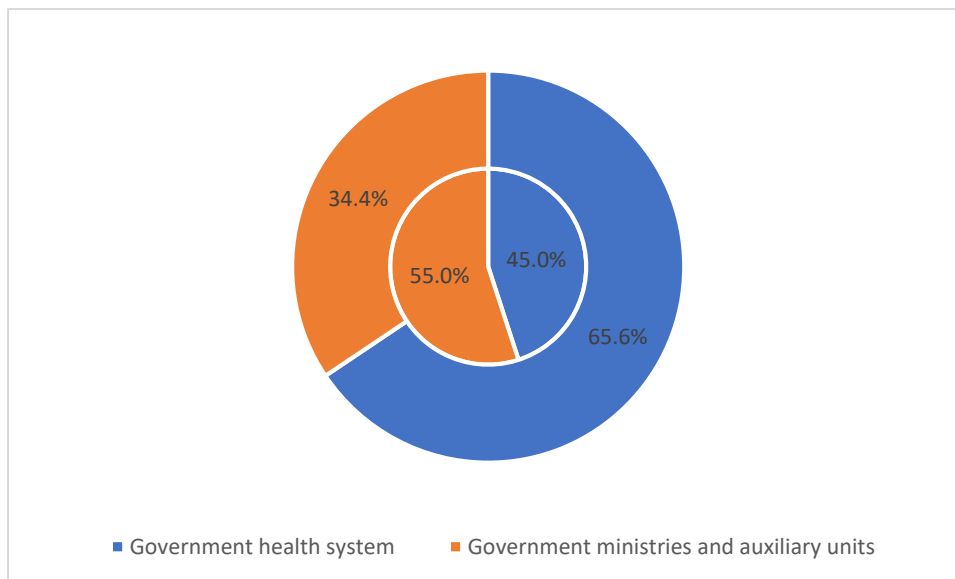


- The Arab sector is more highly represented than the general population at the entry level, relative to its representation in the civil service as a whole, whereas in the higher levels, they are under-represented. This trend increases with seniority.
- In an analysis of the distribution of the Arab sector in the various civil service seniority levels, compared to 2018, there is a decrease in the representation rate at the entry and senior levels in both the Arab sector and the general population. We see a reverse trend with regard to the professional administrative level and the mid-level, where there was a slight increase in the representation rate of the Arab sector, similar to the trend for the general population.
- These trends can be explained by the fact that 2019 was an election year, and in accordance with the attorney general’s directive No. 1.1502 and the announcement of the Civil Service Commission 79/6 from December 20, 2018, many of the seniors appointments were put on hold, except for senior officials who were appointed by tender or with the approval of the exceptions committee.

- The decrease in the rate of representation at the entry level is due to the budgetary constraints as a result of the provisional government, which led to junior positions being put on hold as well.

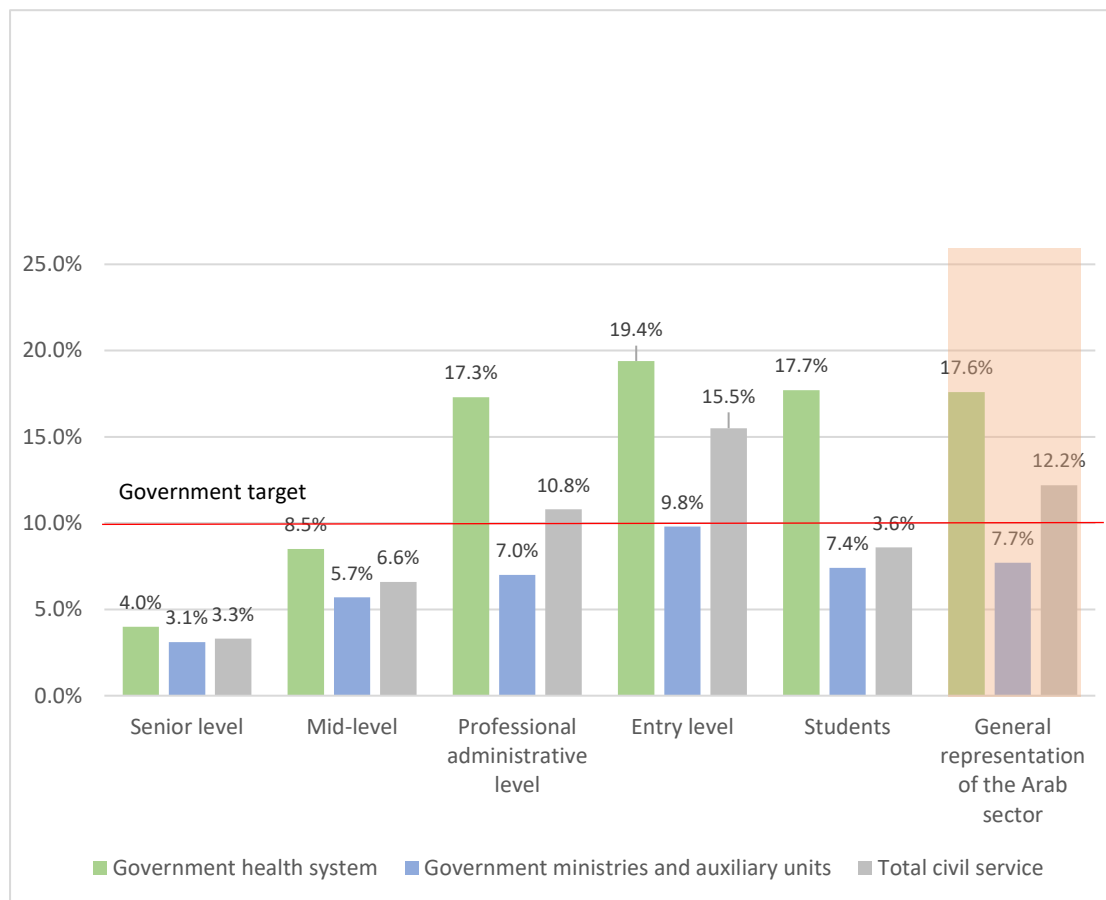
#### 4. The representation of the Arab sector in the various civil service systems

Graph 5 - Representation of the Arab sector Distributed by Civil Service System in 2019



- The civil service generally meets the government target for representation of the Arab sector (10%). Graph 5 presents the representation rates of Arab employees according to civil service ranks, distributed by the two of the systems that comprise the civil service: the government ministries (constituting 55% of the civil service) and the health system (45% of the civil service).
- 65.6% of Arab employees work in the government health system (in 2018 this number was 64.6%), compared to 34.4% of Arab employees in the government ministries (in 2018 this number was 35.4%).

Graph 6 - Meeting the Government Target for the Arab Sector Distributed by Rank and Civil Service System in 2019

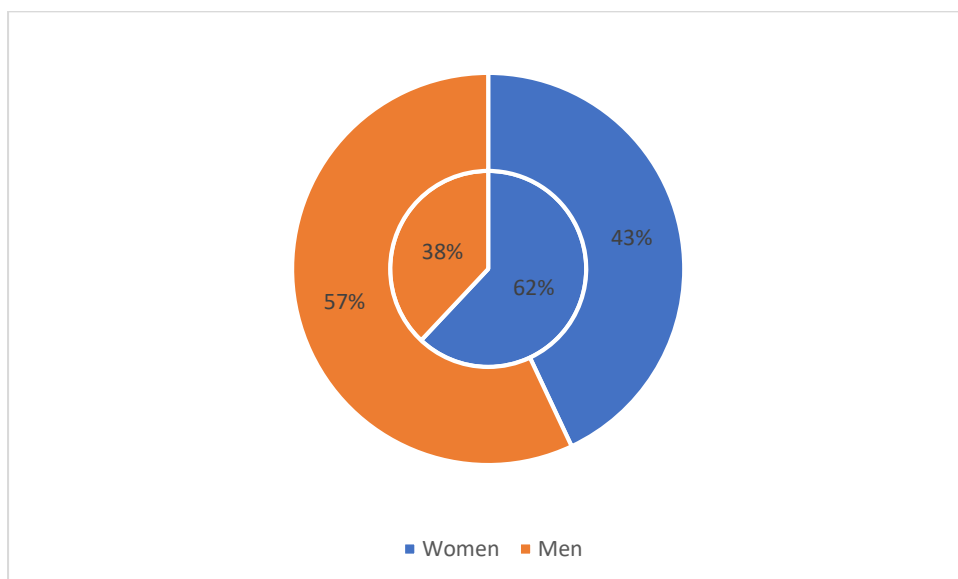


The civil service meets the general government target for representation of the Arab sector with 12.2%. This is mainly due to the fact that the Arab sector has a relatively high representation rate in the health system of 17.6%.

- The government ministry system does not meet the government target for any of the seniority levels.
- The representation rate of the Arab sector with seniority.
- There are 57 Arab employees at the senior level, comprising 3.2%. 47 of the employees work in government ministries and auxiliary units and 10 in the health system.

## 5. Gender distribution of the Arab civil servants

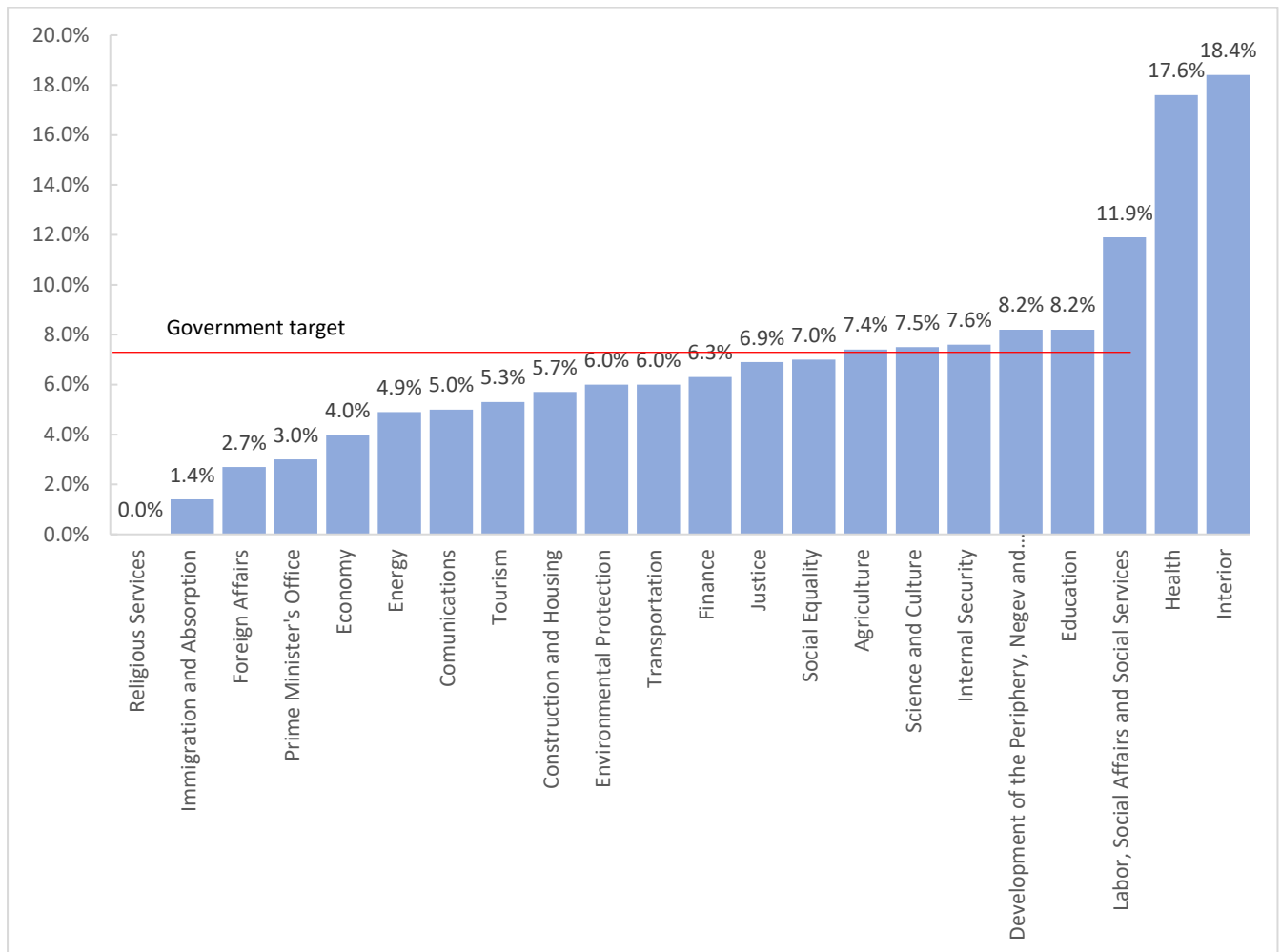
Graph 7 - Distribution of Arab Civil Servants by Gender in 2019



- Similar to 2018, an examination of the gender distribution of the Arab employees in the civil service reveals that 43% of Arab employees are women and 57% are men. This differs from the general trend in the civil service, in which there is a female majority of 62% to 38% men.

## 5. Representation of the Arab sector per ministry<sup>22</sup>

Graph 8 - Representation of the Arab Sector Distributed by Ministry in 2019



Only 14% of the ministries (3 ministries) meet the general representation target for the Arab population. The three ministries are the Ministry of Interior, Ministry of Health and Ministry of Labor, Social Affairs and Social Services.

<sup>22</sup> A ministry is a government office headed by a minister, and includes all the auxiliary units under its purview. For details regarding the affiliation of government offices by ministry, see Appendix A.

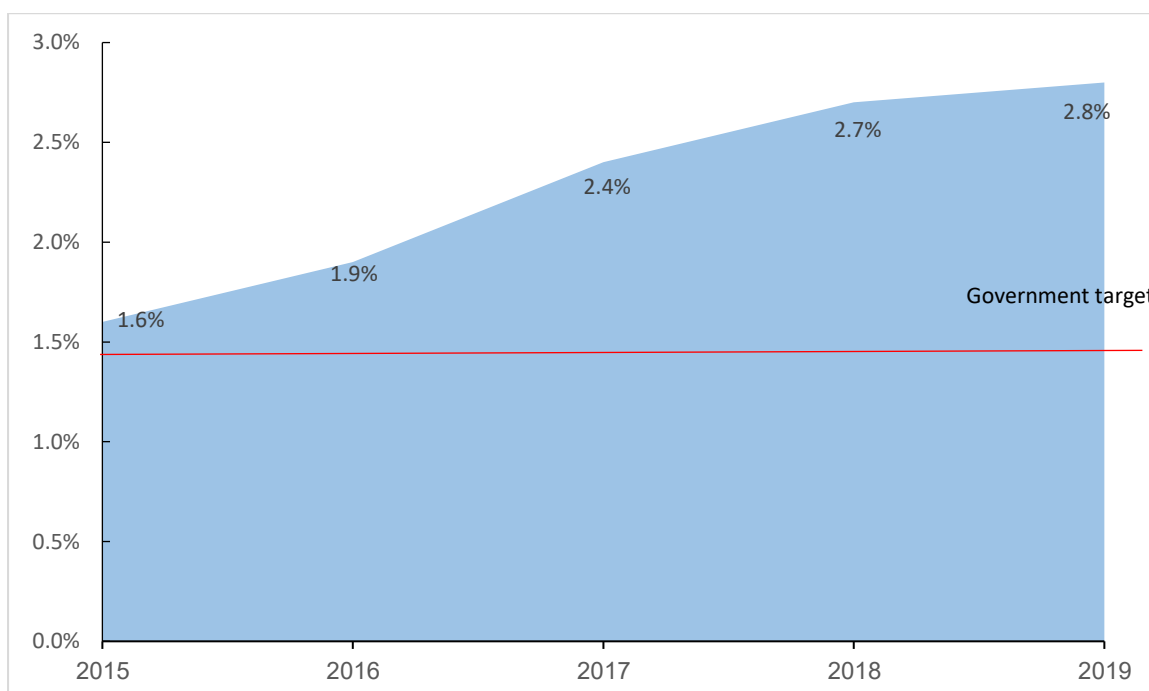
## People of Ethiopian Descent in the Civil Service

### 1. General situation assessment

- 2,213 people of Ethiopian descent are employed in the civil service, constituting 2.8% of all civil servants. The percentage of people of Ethiopian descent of working age in Israel is 1.8%<sup>23</sup>.
- Between 2015 and 2019, the representation rate of people of Ethiopian descent in the civil service increased by 1.2%.
- 41% of civil service units (39 units) meet the government target for representation for people of Ethiopian descent.
- 46% of civil service units (44 units) do not meet the government target.
- In 14% of the units (13 units), there is no representation of people of Ethiopian descent at all.

### 2. Trends in representation of people of Ethiopian descent

Graph 9 - Trends in Representation of People of Ethiopian Descent over the Past 5 Years

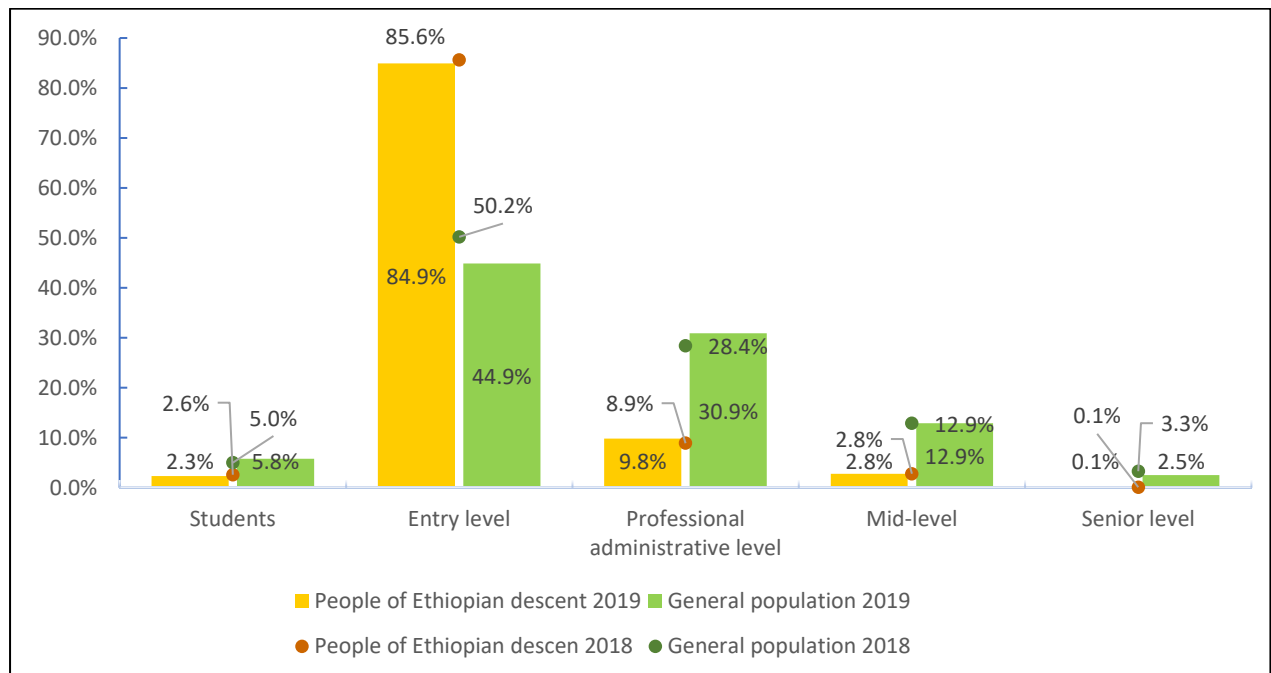


<sup>23</sup> See Footnote 9 above.

- The representation of people of Ethiopian descent is continuously increasing.
- In 2019, the representation rate increased by 0.1%, constituting 111 employees.
- Between 2015 and 2019, the representation rate increased by 1.2%.

### 3. Distribution of the representation of employees of Ethiopian descent<sup>24</sup>

Graph 10 - Distribution of the Representation of People of Ethiopian Descent in 2019 Compared to 2018



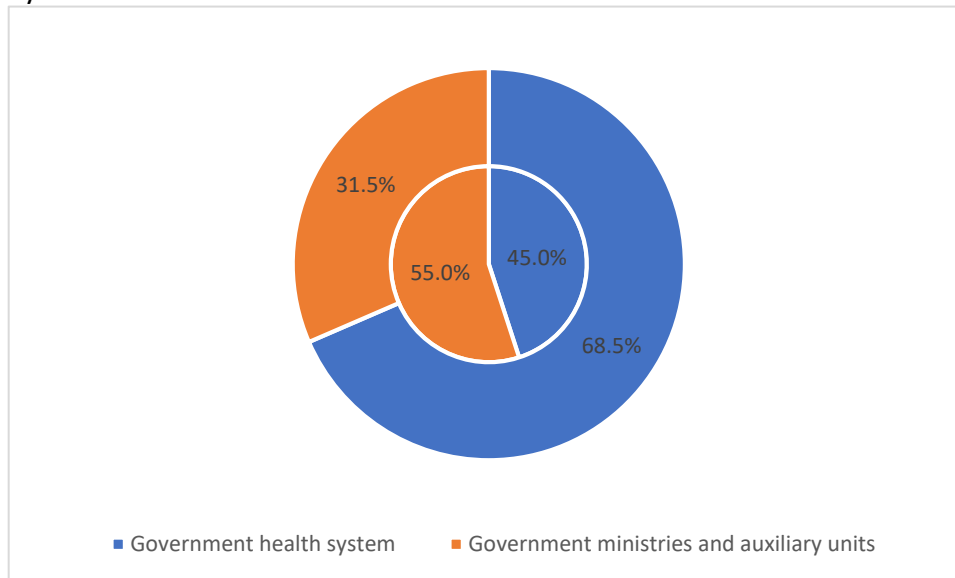
- An analysis of the distribution of people of Ethiopian descent in the various civil service ranks reveals that they are over-represented in the entry level compared to their distribution in civil service, while under-represented in the higher ranks. This trend worsens with seniority.
- In an analysis of the distribution in the various civil service seniority levels compared to 2018, there is an increase in the representation rate at the entry level, while for the general population, the relative representation at this level decreased. Among students and at the professional level, the representation rate decreased, similar to the rates

<sup>24</sup> The general population in this graph refers to civil servants who do not belong to populations of diverse backgrounds.

among the general population. At the mid-level and senior positions, no change was recorded, while the rate of representation of the general population decreased<sup>25</sup>.

#### 4. Representation of people of Ethiopian descent in the various civil service systems

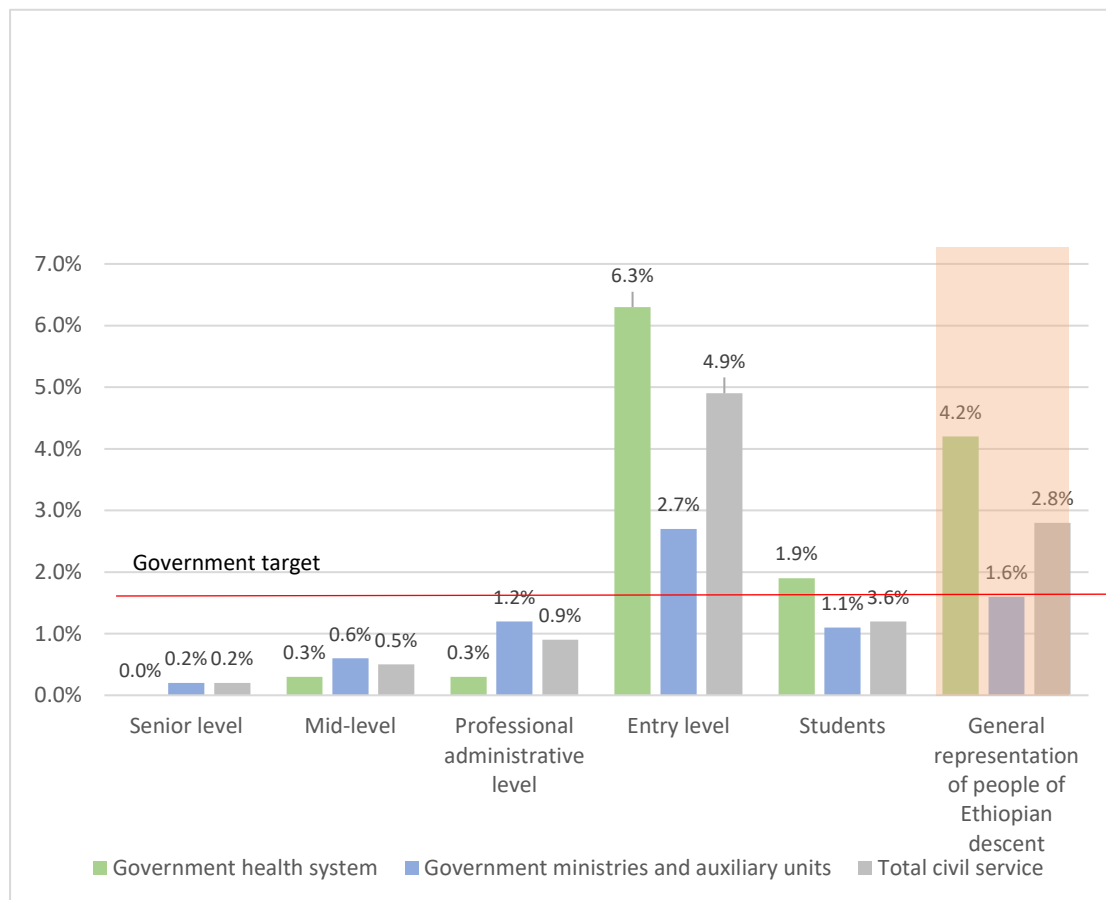
Graph 11 - Representation of People of Ethiopian Descent Distributed by Civil Service System in 2019



- The civil service meets the government representation target for people of Ethiopian descent (1.7%). The following are the rates of representation of people of Ethiopian descent across the various levels in the civil service distributed by two of the systems that comprise the civil service: the government ministries (constituting 55% of the civil service) and the health system (45% of the civil service).
- 68.5% of the employees of Ethiopian descent work in the government health system (in 2018 this number was 68%), compared to 31.5% of people of Ethiopian descent who work in the government ministries (in 2018 this number was 32%).

<sup>25</sup> For an explanation about the changes in the general population, please refer to paragraph 3 in the chapter reviewing the Arab sector.

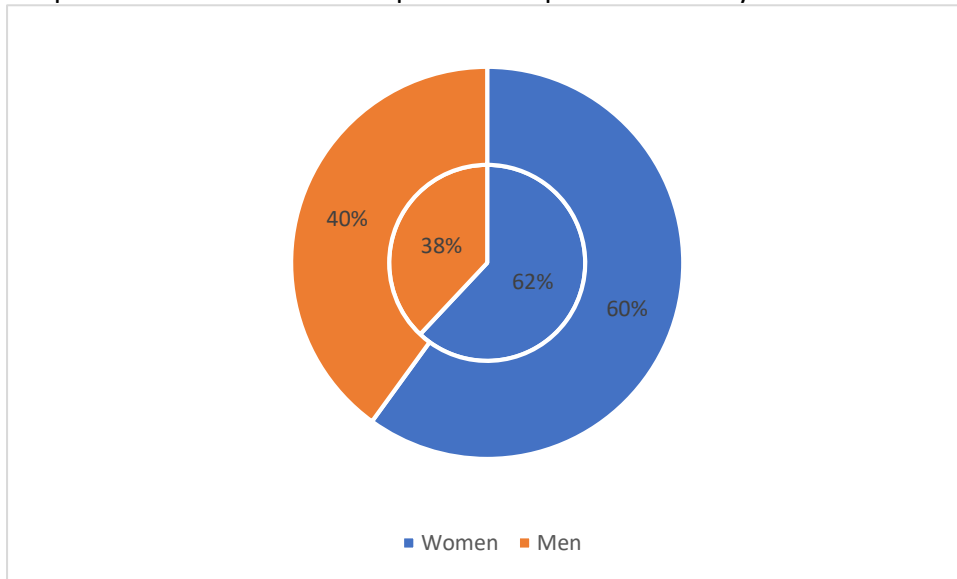
Graph 12 - Meeting the Government Target for People of Ethiopian Descent Distributed by Rank and Civil Service System in 2019



- The civil service meets the government target for representation of people of Ethiopian descent, and is 2.8%. This is the result of the relatively high representation rate in the health system, which is 4.2%, and an over-representation at the entry level in the health and government ministry systems.
- The government ministry system does not meet the government target for representation of people of Ethiopian descent in the various civil service ranks, except for the entry level.
- The health system does not meet the government representation target for people of Ethiopian descent, except for at the entry level and for students.
- There are 3 people of Ethiopian descent at the senior level, comprising 0.2%, and they are employed in the government ministry system and auxiliary units.

- **5. Gender distribution of civil servants of Ethiopian descent**

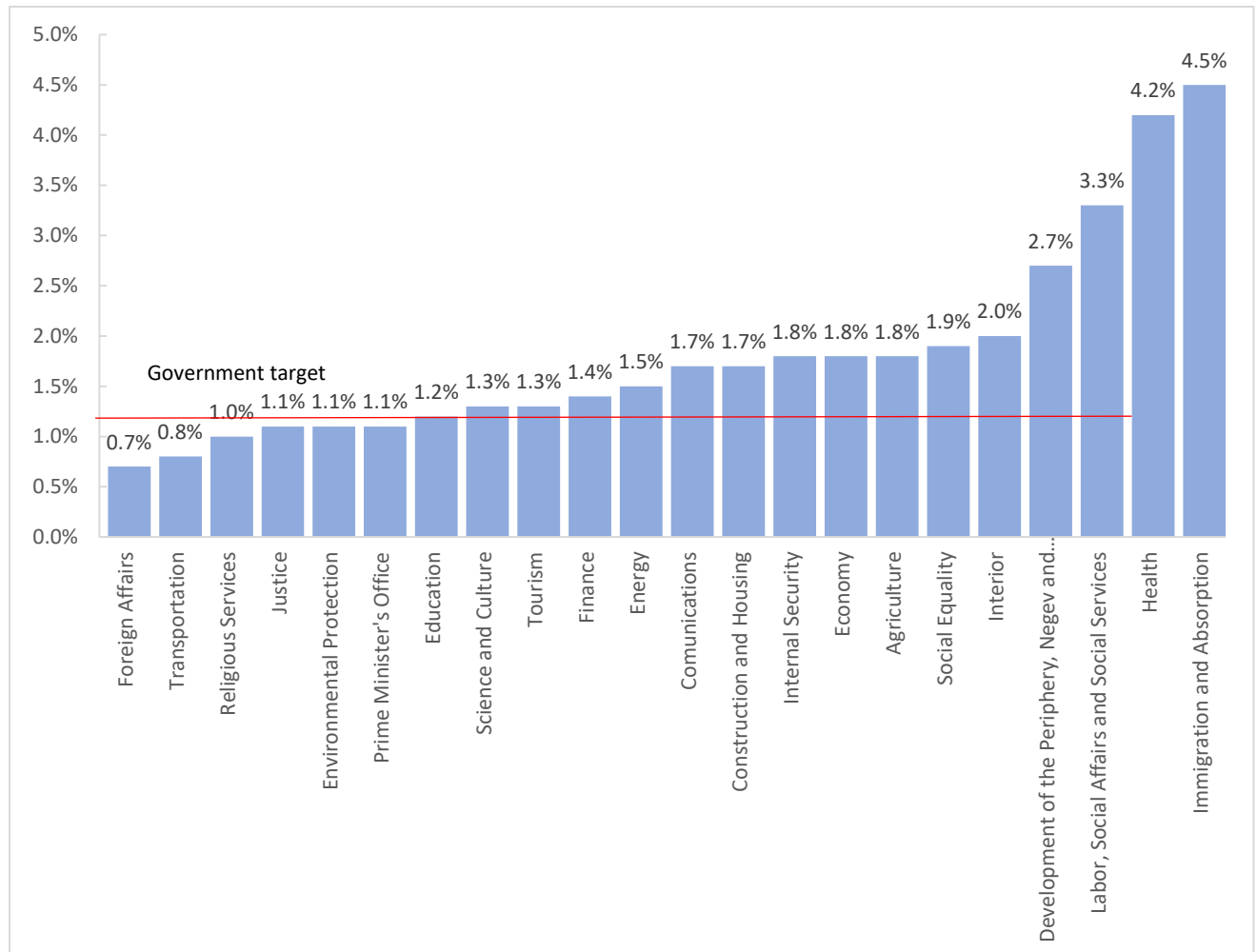
Graph 13 - Distribution of People of Ethiopian Descent by Gender in 2019



Similar to 2018, 60% of civil servants of Ethiopian descent are women and 40% are men. This corresponds to the trend among the general population, where there is a female majority of 62% to 38% men.

## 6. Representation of people of Ethiopian descent distributed by ministry<sup>26</sup>

Graph 14 - Representation of People of Ethiopian Descent Distributed by Ministry in 2019



Half of the ministries meet the government representation target for people of Ethiopian descent. However, as previously mentioned, the vast majority of these employees are at the entry level.

<sup>26</sup> A ministry is a government office headed by a minister and includes all the auxiliary units under its purview. For details regarding the affiliation of government offices by ministry, see Appendix A.

## Representation of Persons with Disabilities

### 1. General situation assessment

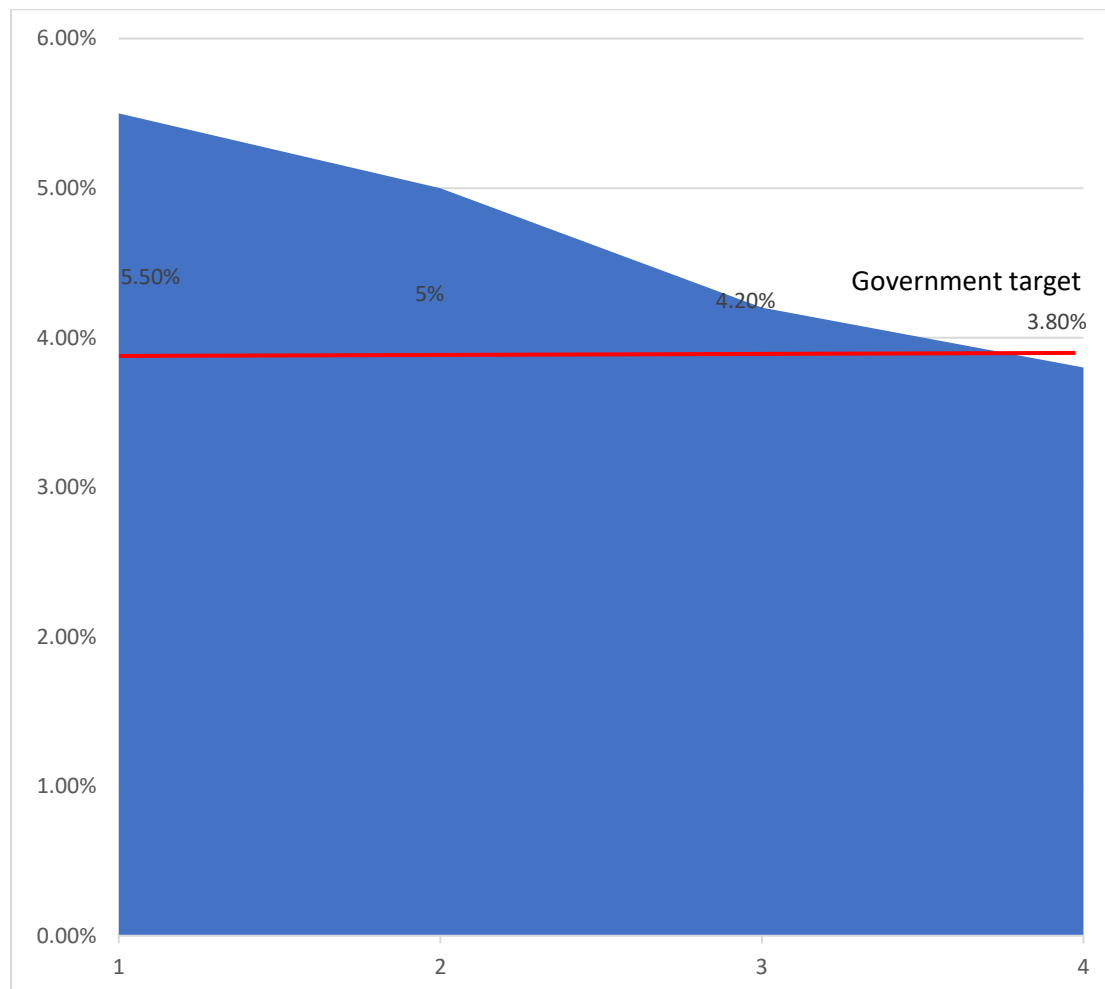
- 3,046 persons with disabilities are employed in the civil service, constituting 3.8% of all employees.
- The rate of representation of persons with disabilities is significant among the general population in Israel, around 8%<sup>27</sup>.
- The civil servants are attributed to the populations eligible for proper representation in accordance with their voluntary declarations. The data on employees with disabilities is lacking and based only on individuals who have declared themselves persons with disabilities.
- Following a consistent decrease in the representation of persons with disabilities in the civil service, the Employment Diversity Division defined this population as the target for strategic focus for 2020-2022, with the goal of reversing the trend and consistently increasing the representation rate for persons with disabilities in the civil service.

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<sup>27</sup> See Footnote 14.

## 2. Trends in representation for persons with disabilities

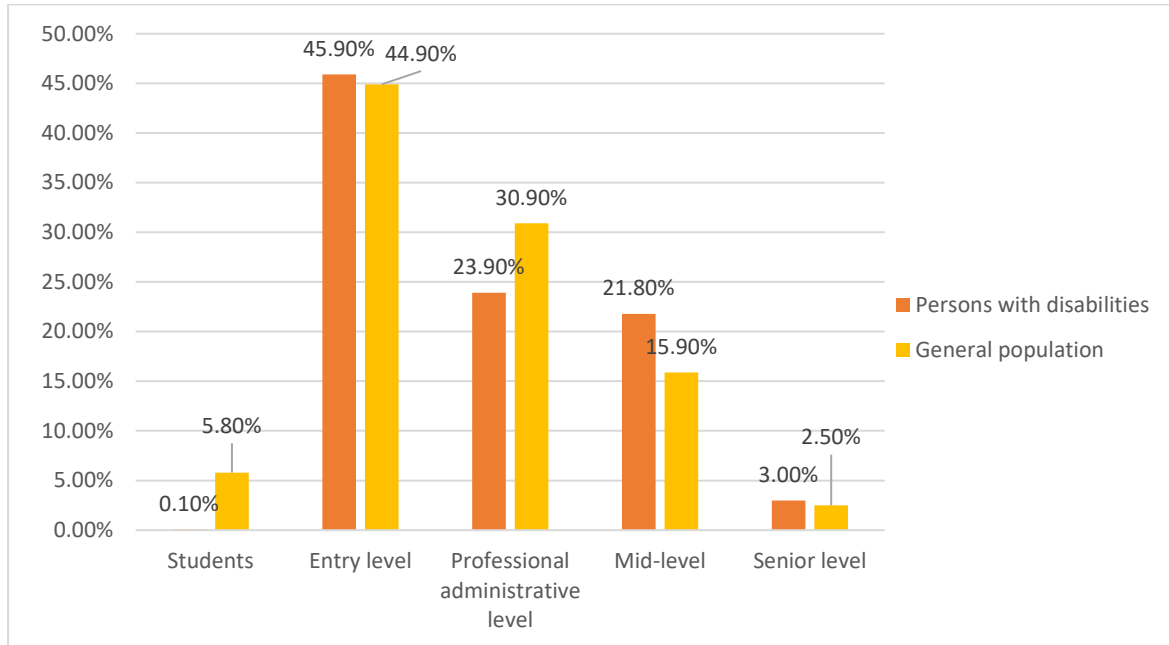
Graph 15 - Trends in Representation of Persons with Disabilities in the Civil Service Over the Past 5 Years



- The representation of persons with disabilities has consistently decreased, although the rate of decrease became more moderate in 2019 compared to 2018.
- In 2019, the representation rate of persons with disabilities decreased by 0.4%, which constitutes 274 employees.
- Between 2016 and 2019, the rate of representation for persons with disabilities decreased by 1.7%.

### 3. Distribution of representation of persons with disabilities<sup>28</sup>

Graph 16 - Distribution of the Representation of Persons with Disabilities According to Civil Service Rank for 2019



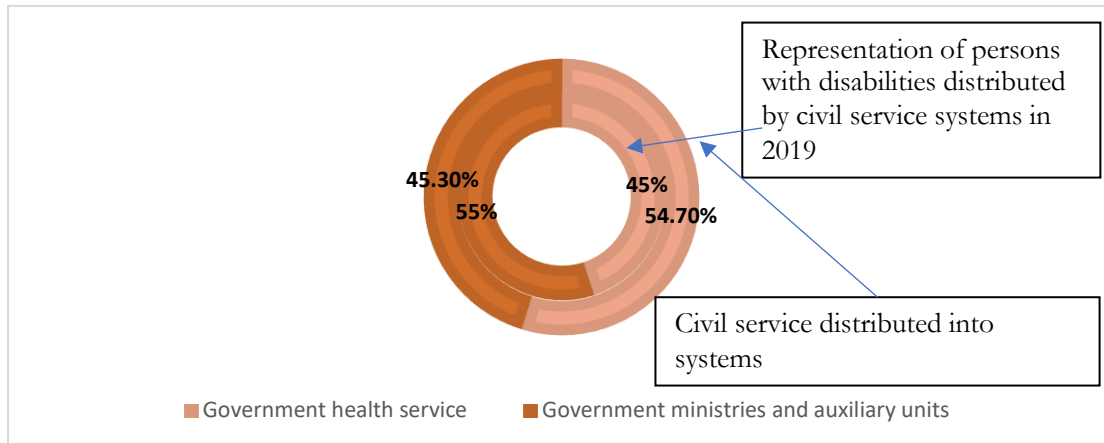
- The representation rate of persons with disabilities is close to their rate of representation in the total population, and at the senior levels, it is even higher than in the general population. At the same time, the rate of representation of students with disabilities is very low.
- Representation of persons with disabilities distributed by civil service system.

Presented below is the representation rate of employees with disabilities, distributed by civil service rank in two of the systems that comprise the civil service: government ministries (constituting 55% of the civil service) and the health system (constituting 45% of the civil service).

<sup>28</sup> This is the first year data is presented for persons with disabilities distributed by civil service rank. Therefore, there is no comparison to last year.

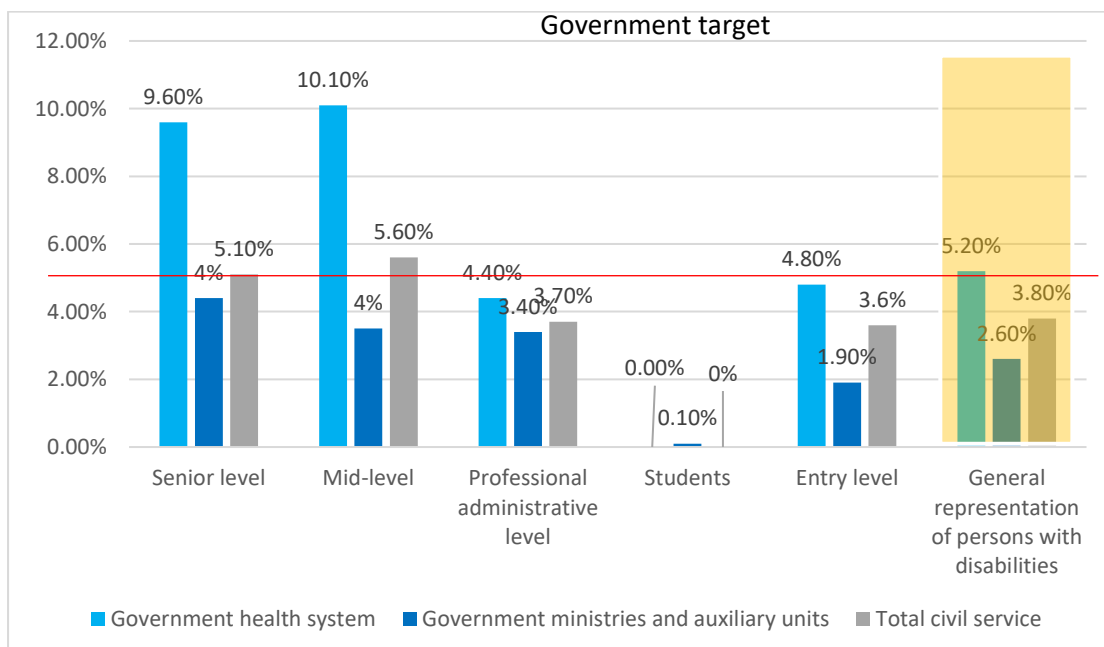
#### 4. Representation of employees with disabilities distributed by system

Graph 17: Representation of persons with disabilities distributed by civil service systems for 2019



- 54.7% of employees with disabilities work for the government health system, compared with 45.3% of employees with disabilities who work for the government ministry system.

Graph 18 – Meeting the Government Target for Persons with Disabilities Distributed by Rank and Civil Service System in 2019

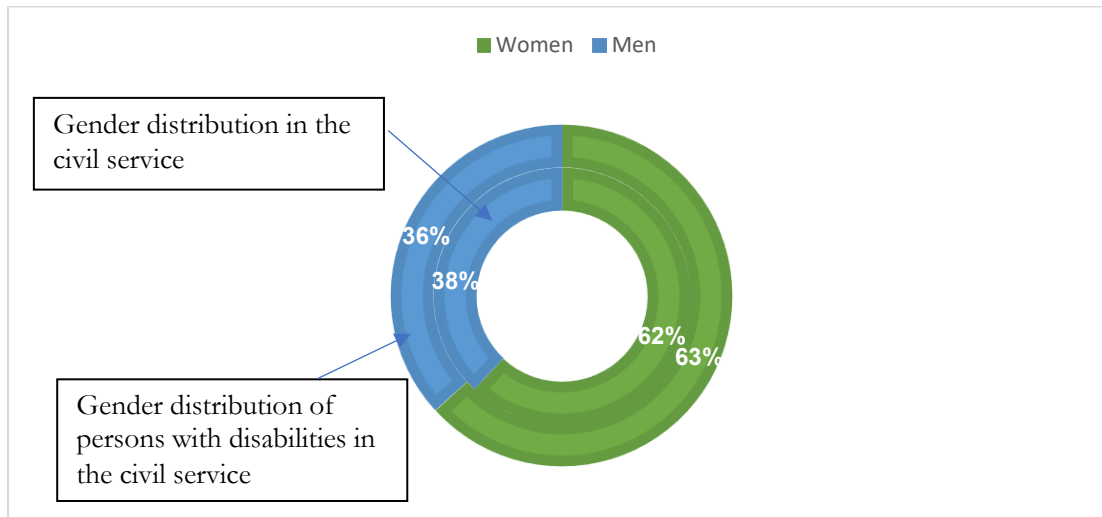


- The rate of representation for persons with disabilities is 3.8%. The civil service is not meeting the government target of 5%.

- The government ministry system does not meet the government target for the representation of persons with disabilities at any of the senior levels. The rate of representation for persons with disabilities is 2.6% in the government ministry system.
- The health system meets the government target for representation of persons with disabilities, with a rate of 5.2%, and has even higher levels at the entry and senior levels.
- The senior level includes 90 employees, constituting 5.1%. 66 of them are employed by the government ministry system and auxiliary units and 24 work for the health system.

## 5. Gender distribution of persons with disabilities

Graph 19: Distribution of Persons with Disabilities by Gender in 2019



An examination of the gender of employees with disabilities in the civil service shows that 64% of them are women and 36% are men. This is similar to the overall trend in the civil service, in which the female majority is 62% and 32% are men.

Clarification: The graph showing the representation of persons with disabilities distributed by ministries will not be published, as the Equal Rights for Persons with Disabilities Law (Amendment 15) determines that the National Insurance Institute will transfer a list of the rates of representation of persons with significant disabilities to the Civil Service Commission in the following manner:

Representation of at least 5% will be considered fully meeting the target;

Representation of between 3.5% and 5% will be considered a moderate level;

Representation of between 2% and 3.5% will be considered a low level;

Representation of lower than 2% will be considered non-compliance.

For the list of units and their level of compliance with the government target for representation of persons with disabilities, see Appendix A.

It should be noted that, in light of the corona crisis, the National Insurance Institute has not yet provided a list for 2019. Therefore, this report will refer to the last list published, which is the list from 2018.

## Representation of the Ultra-Orthodox Sector

### 1. General situation assessment

- In 2019, 200 ultra-Orthodox people began working in the civil service, constituting 4.8% of all new employees<sup>29</sup>.
- More ultra-Orthodox hires in 2019 were in the government ministry system (of all new employees, 6.2% are ultra-Orthodox) than the recruitment in the health system (of all new employees, 1.7% are ultra-Orthodox).
- The 927 ultra-Orthodox employed by the civil service constitute 1.2% of all employees. The rate of ultra-Orthodox employees of working age in Israel is 8.6%<sup>30</sup>.
- 19% of civil service units (18 units) met the government target for recruiting ultra-Orthodox employees in 2019 (7% of all new employees).
- In 28% of civil service units (27 units), recruitment of ultra-Orthodox employees was lower than the government target.
- In 47% of civil service units (45 units), no ultra-Orthodox employees were recruited in 2019. Six units did not hire any new employees.
- The civil servants are attributed to the populations eligible for proper representation in accordance with their voluntary declarations. The data on ultra-Orthodox employees is lacking and based only on individuals who have declared themselves ultra-Orthodox.
- Beginning in next year's report and subject to a government resolution on the matter, the data required will refer to the representation rate in the civil service as a whole and not the representation rate as a percentage of all new employees.

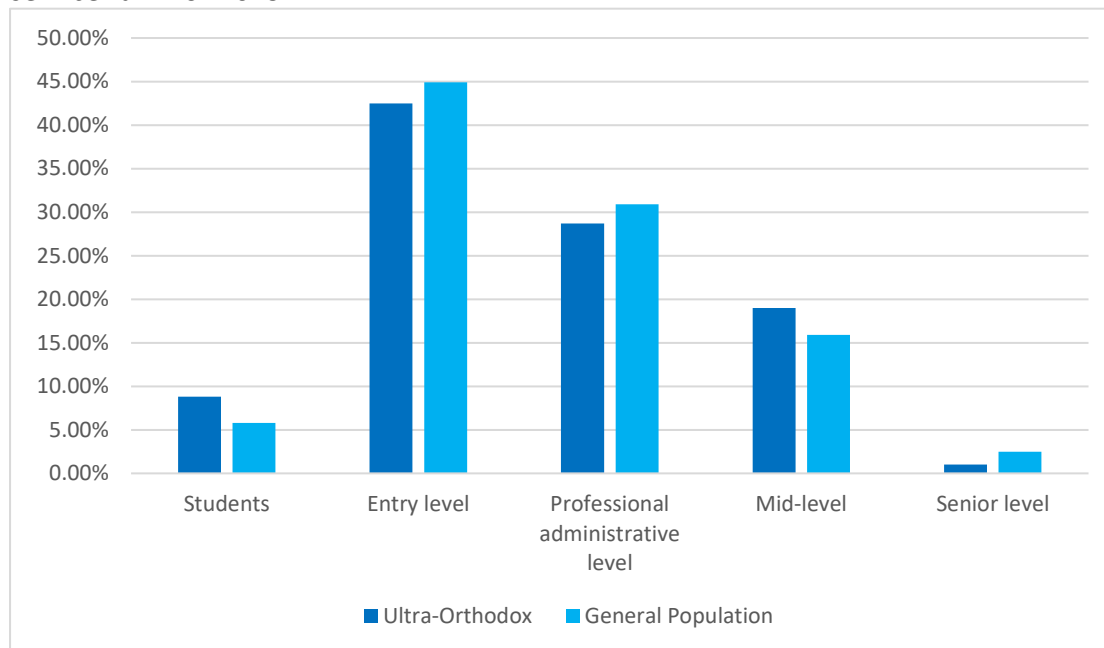
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<sup>29</sup> It should be noted that this estimate is probably too low, given that the Civil Service Commission does not have data regarding ultra-Orthodox students who were hired directly by the units, and therefore regarding their employment.

<sup>30</sup> See Footnote 10.

## 2. Distribution of representation of ultra-Orthodox in the civil service in 2019

Graph 20 – Distribution of the representation of ultra-Orthodox employees according to civil service rank for 2019

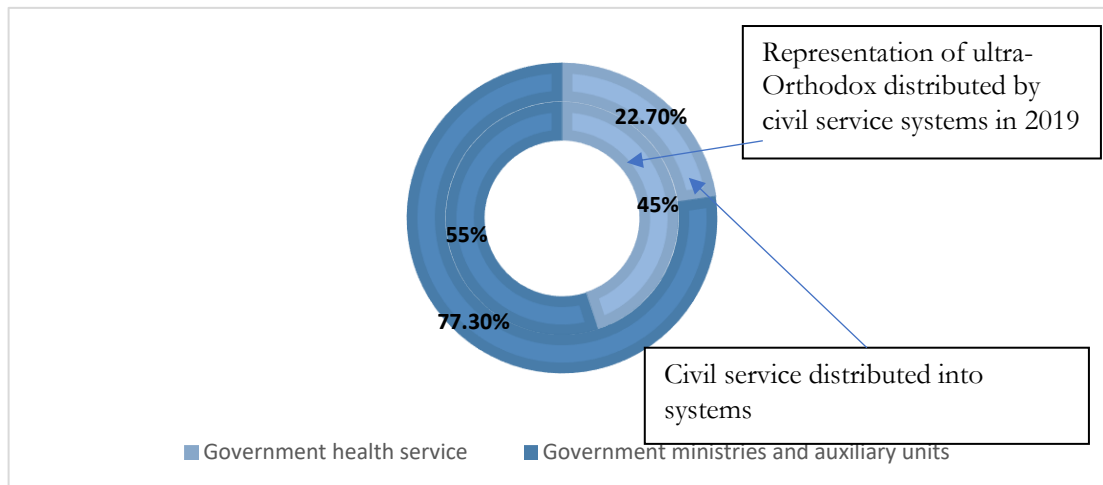


- The distribution of ultra-Orthodox employees by rank in civil service generally correlates to the distribution of the general population, except for a higher representation of ultra-Orthodox employees at the student and mid-levels and low representation at the senior level.
- Following is the rate of representation of ultra-Orthodox employees by rank in the civil service, divided into two of the systems that comprise the civil service: the government ministries (constituting 55% of the civil service) and the health system (45% of the civil service)<sup>31</sup>.

<sup>31</sup> This report does not include the civil service's security system.

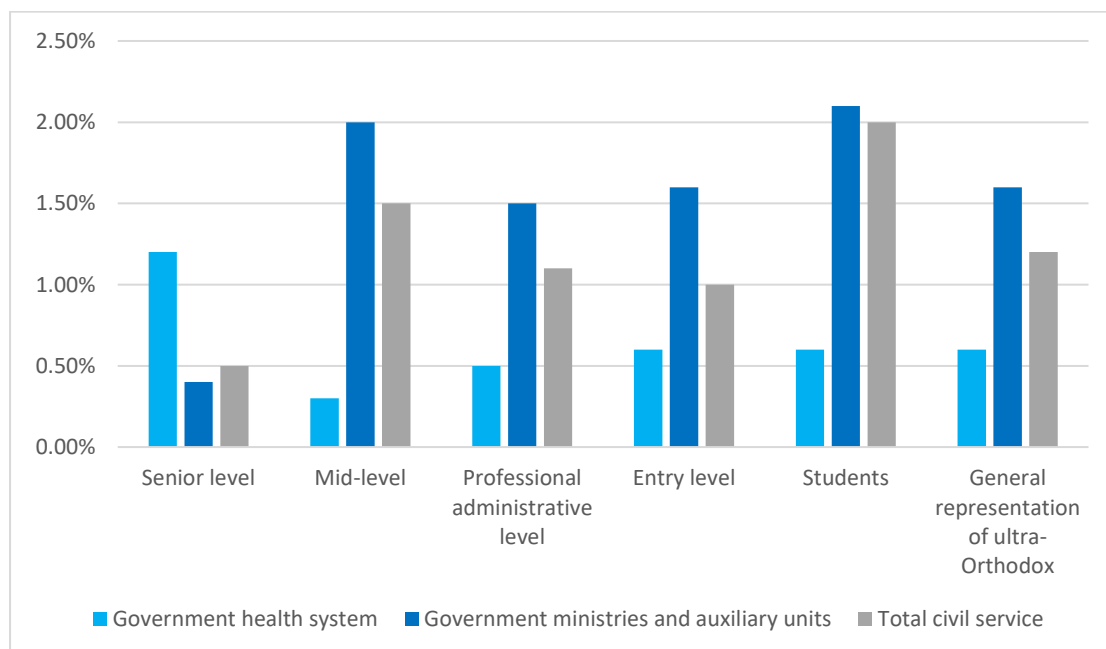
### 3. Representation of the Ultra-Orthodox Sector Distributed by Civil Service System in 2019

Graph 21 – Representation of the ultra-Orthodox sector distributed by civil service system for 2019



- 77.4% of ultra-Orthodox employees in the civil service work for the government ministry system, while 22.6% work for the health system. Ultra-Orthodox employees work primarily in government ministries and there is a significant discrepancy between their representation rate and their percentage of the general population. This statistic is unique to the ultra-Orthodox sector compared to other populations of diverse backgrounds.

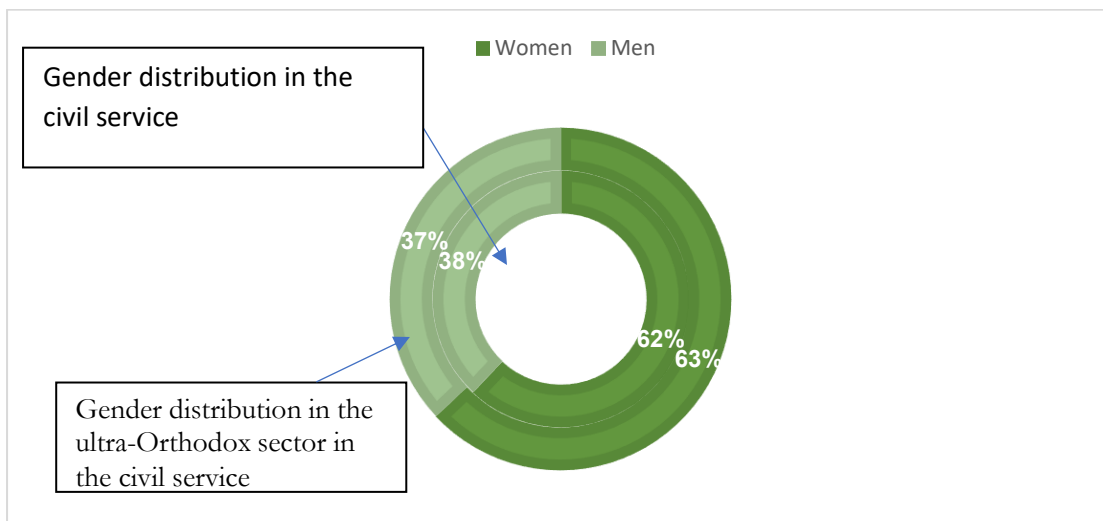
Graph 22 – Meeting the Government Target for the Ultra-Orthodox Sector Distributed by Rank and Civil Service System in 2019



- The general representation of the ultra-Orthodox sector is 1.2%, although it reached 1.6% in the government ministry system. It was only 0.6% in the health system.
- Ultra-Orthodox representation increased in most ranks: entry level, professional administrative level and mid-level. There was a decrease in the senior level. Among students employed in the civil service, 2.1% are ultra-Orthodox.
- There are 9 ultra-Orthodox employees at the senior level, comprising 0.6% of employees at that level. 3 work in the government ministry system and auxiliary units, while 6 are in the health system.
- In the health system, the rate of representation for ultra-Orthodox employees is 0.6%, while at the senior level, ultra-Orthodox representation is 1.2%. Here too we see a reverse trend with regard to the general population and additional diverse populations.

#### 4. Gender distribution of ultra-Orthodox employees for 2019

Graph 23 – Distribution of Ultra-Orthodox Employees by Gender for 2019



An examination of the gender of employees from the ultra-Orthodox sector in the civil service shows that 63% of them are women and 37% are men. This is similar to the general trend in the civil service, in which the female majority is 62% to 38% men.

## Recruitment Data for the Civil Service

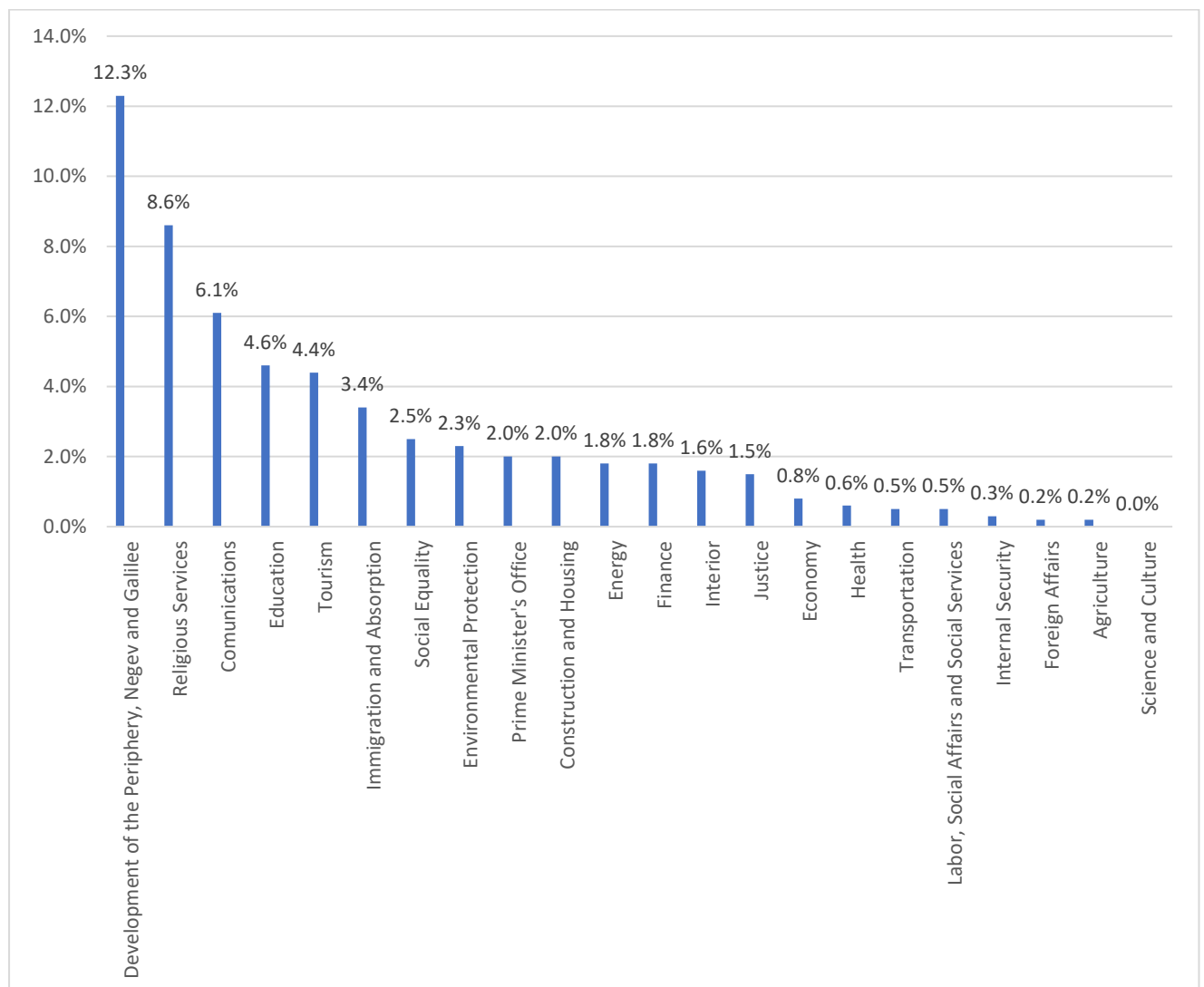
The data in this subsection was provided by the Department for Tenders and Exams, and does not include data regarding students<sup>32</sup>. Therefore, it refers to recruitment conducted through tenders that were concluded and filled in 2019.

The civil service does not meet the government target for representation of ultra-Orthodox recruits the civil service (7%).

- In 2019, 200 ultra-Orthodox employees were hired, constituting 4.8% of all new employees in the civil service.
- This data represents an increase in comparison to the parallel data for 2018, where the ultra-Orthodox represented 3.5% of all new employees.

## 5. Representation of ultra-Orthodox employees distributed by ministry for 2019

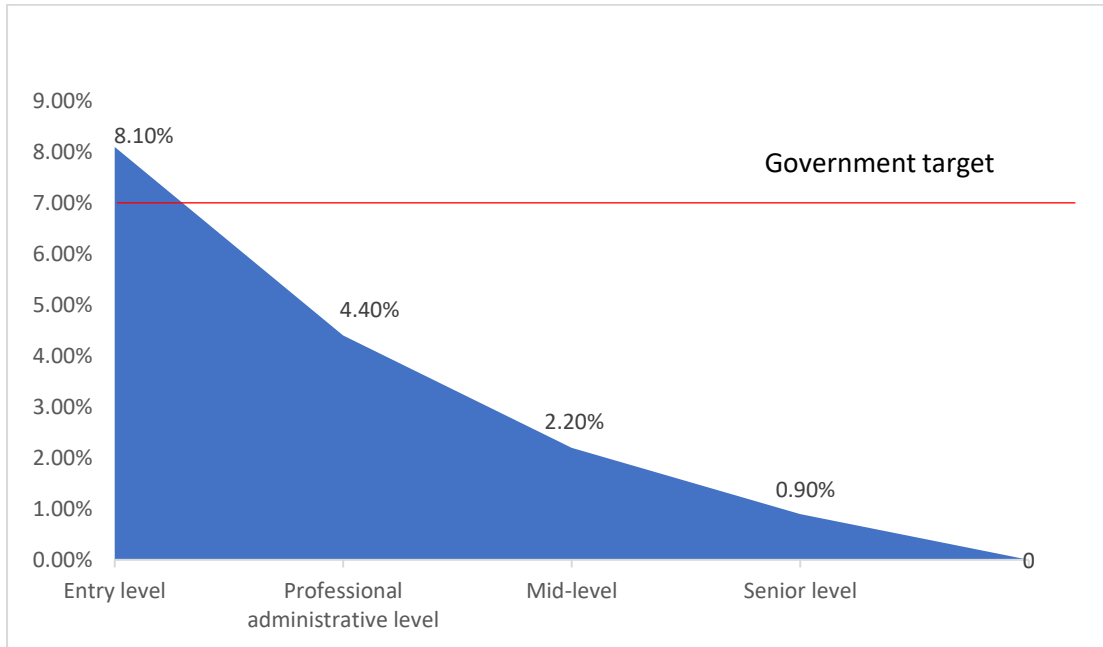
Graph 24 – Representation of Ultra-Orthodox Employees Distributed by Ministry for 2019



<sup>32</sup> See Footnote 25

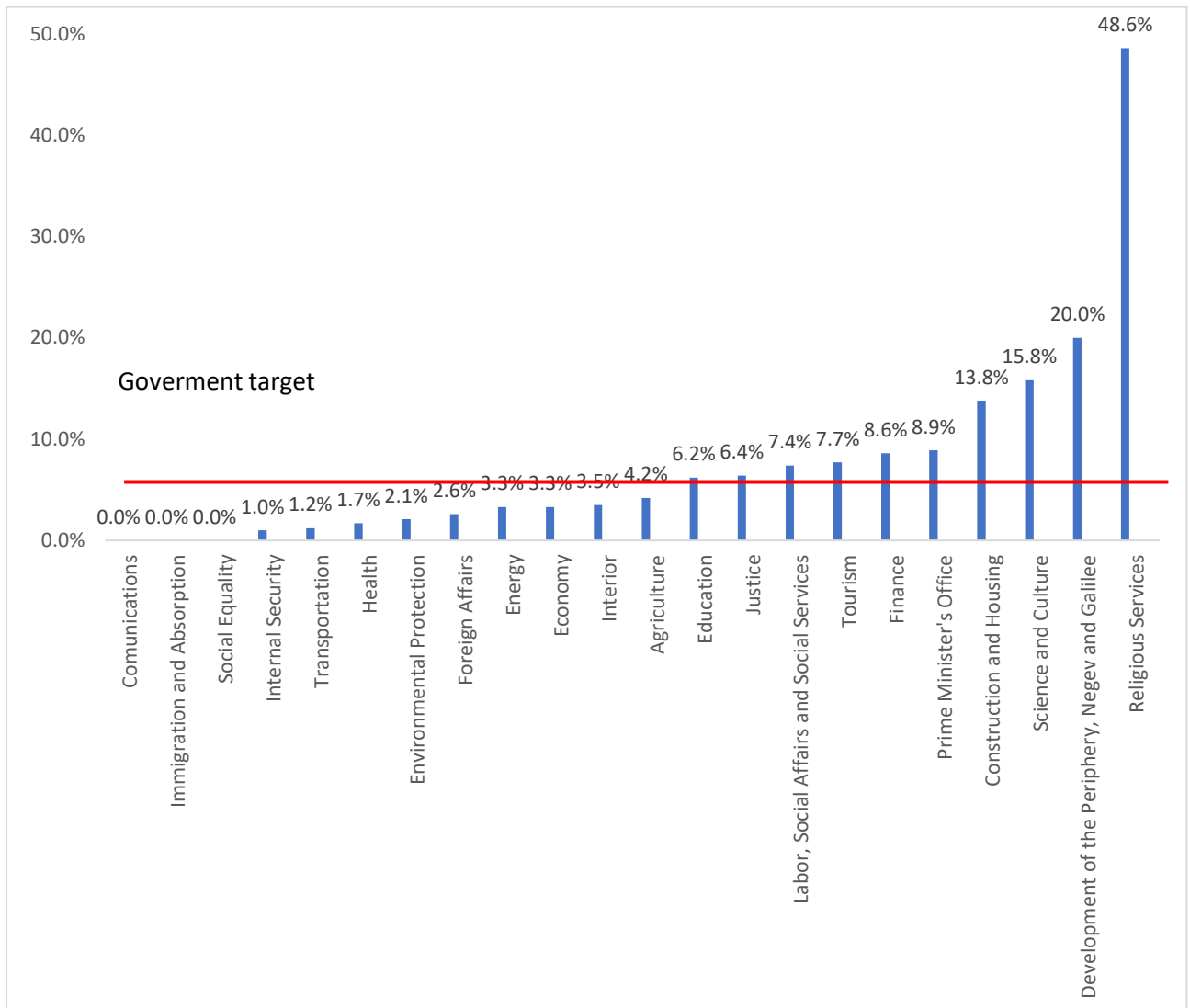
- The representation rate of the ultra-Orthodox sector is 5% or higher in 10 ministries.

Graph 25 – Recruitment Data for Employees from the Ultra-Orthodox Sector According to Civil Service Rank for 2019



- 8.1% of all new entry level employees were ultra-Orthodox, which meets the government target.
- With regard to the rest of the civil service ranks, the percentage of new ultra-Orthodox employees was lower than the government target, and decreased with seniority.

Graph 26 – Recruitment Data for Ultra-Orthodox Employees Distributed by Ministry for 2019



- The representation rate of the ultra-Orthodox sector is 5% or higher in 10 ministries.

## Representation of New Immigrants

### 1. General situation assessment

- A government target has yet to be determined for the representation of new immigrants in the civil service.
- 960 new immigrants are employed by the civil service, constituting 1.2% of all employees.
- The representation rate for new immigrants is approximately 3% of the total population in Israel<sup>33</sup>.
- Around 20% of all new immigrants are from Ethiopia.
- Between 2016 and 2019, there was a 0.3% increase in the representation rate of new immigrants in the civil service<sup>34</sup>.
- In 44.8% of civil service units (43 units), the representation of new immigrants was higher than 3%.
- In 36.4% of civil service units (35 units), the representation of new immigrants was between 0% and 3%.
- In 18.8% of civil service units (18 units), there was no representation of new immigrants at all.

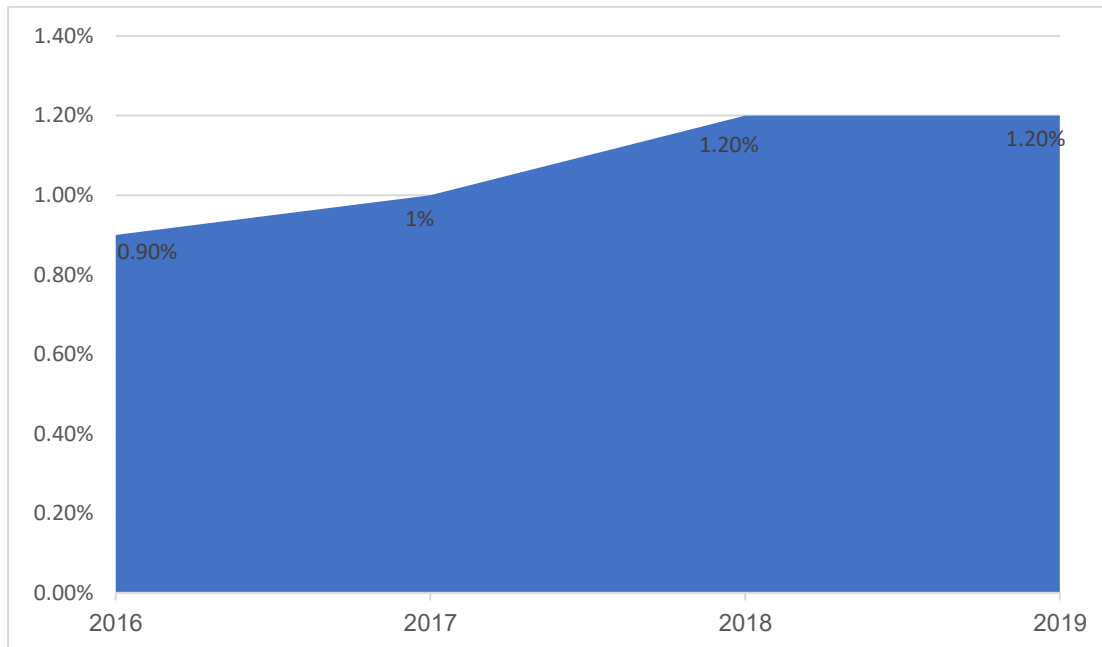
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<sup>33</sup> See Footnote 12

<sup>34</sup> The definition of a new immigrant refers to the number of years since they immigrated, therefore the representation of new immigrants in the population may significantly change for two reasons: A) A change in their ratio among Israeli citizens in years in which there were waves of immigration of different sizes; or B) Civil servants who are defined as new immigrants will no longer be defined as such as the years pass.

## 2. Trends in representation of new immigrants

Graph 27 – Trends in Representation of New Immigrants in the Civil Service Over the Past 5 Years<sup>35</sup>



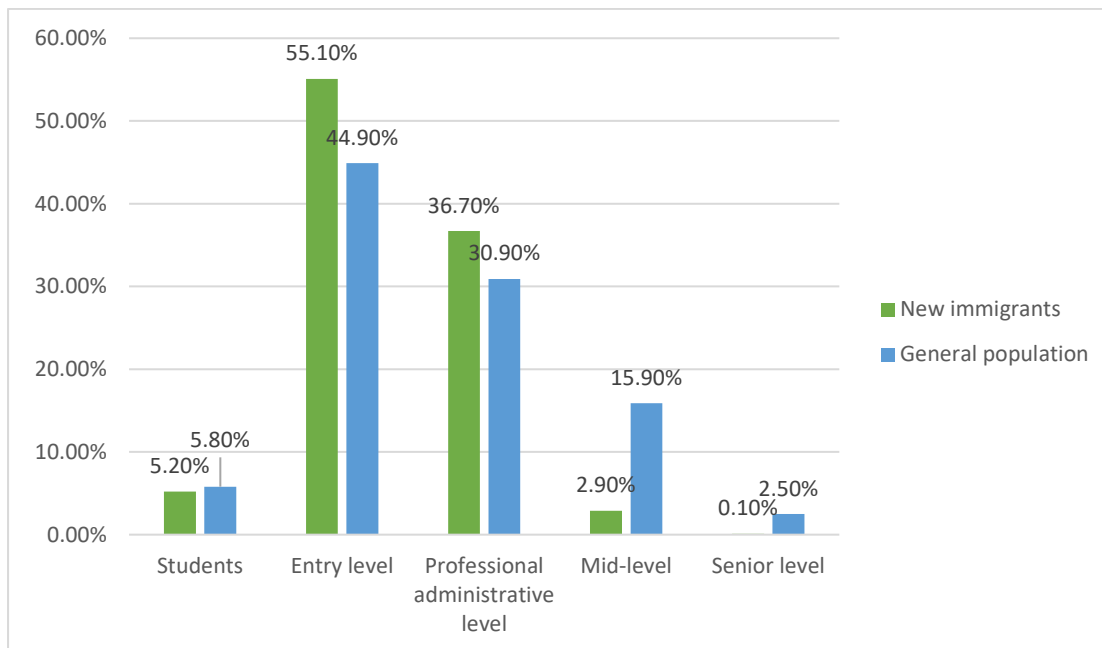
- Between 2016 and 2019, the representation rate of new immigrants increased by 0.15%.
- In 2019, there was no increase in the representation rate of new immigrants.
- The absolute number increased by nine employees.

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<sup>35</sup> As of 2016, new immigrants are eligible for proper representation by virtue of the Civil Service Law (Appointments) – 1959

### 3. Distribution of representation of new immigrants

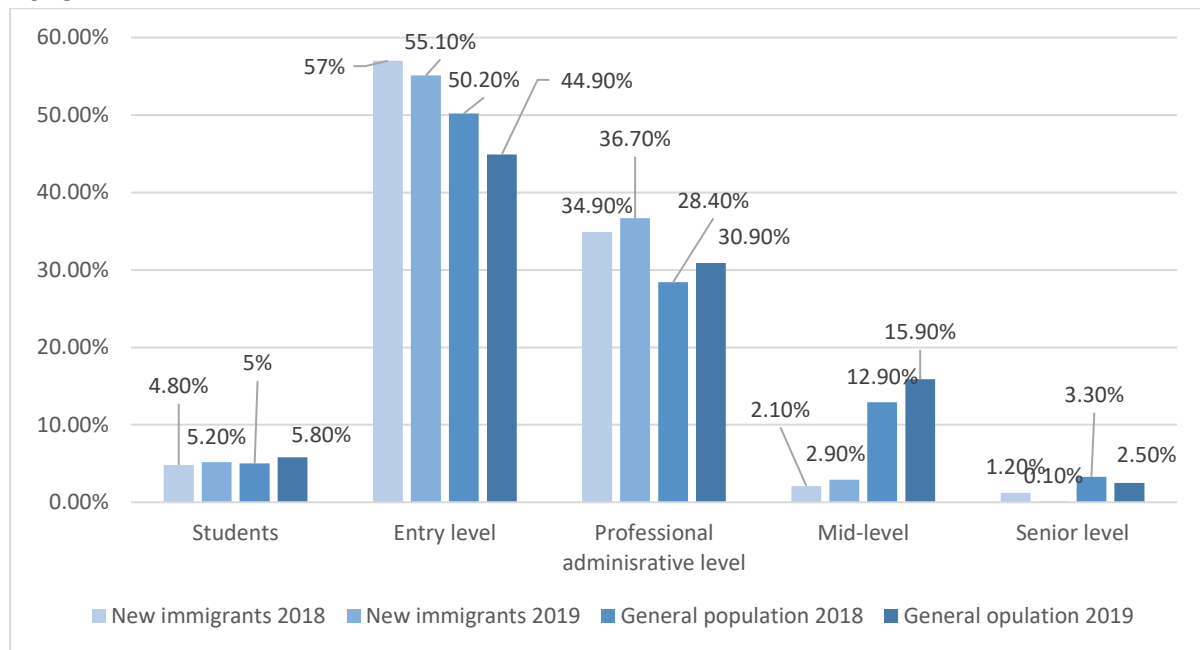
Graph 28 – Distribution of the Representation of New Immigrants According to Civil Service Rank in 2019<sup>36</sup>



- At the entry and professional administrative levels, new immigrants are over-represented with respect to their proportion in civil service and in comparison with the general population. At the mid- and senior levels, they are under-represented with regard to the general population.

<sup>36</sup> The general population in this graph refers to civil service employees who do not belong to diverse populations.

Graph 29 – Distribution of the Representation of New Immigrants in 2019 Compared to 2018<sup>37</sup>



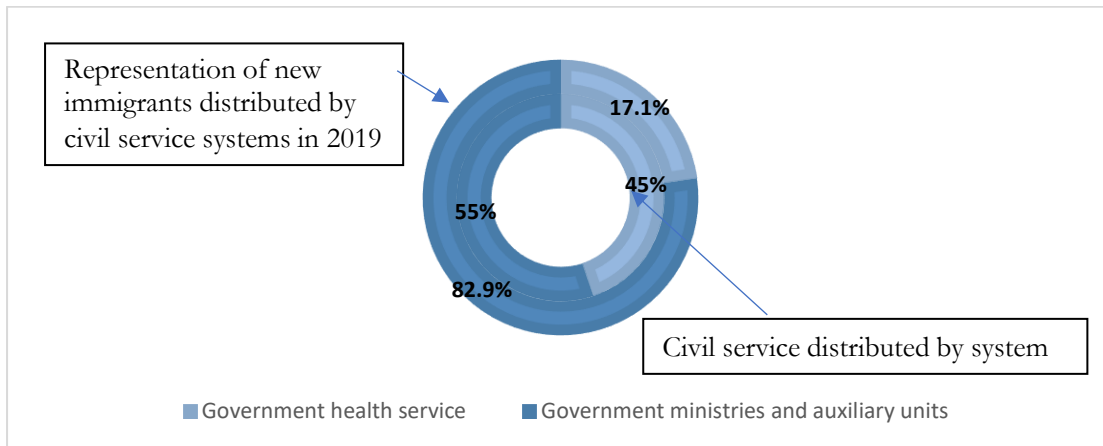
- An analysis of the distribution according to civil service rank in 2019 compared to 2018 shows a decrease in the representation rate at the entry and senior levels, much like in the general population. Among students and at the professional administrative and mid-levels, there was an increase, similar to the general population.
- The representation of new immigrants, distributed by state services systems
- Below is the representation rate of new immigrants according to civil service rank, distributed by two of the systems that comprise the civil service: the government ministries (constituting 55% of the civil service) and the health system (constituting 45% of the civil service)<sup>38</sup>.

<sup>37</sup> The general population in this graph refers to civil service employees who do not belong to diverse populations.

<sup>38</sup> This report does not examine the civil service's security system.

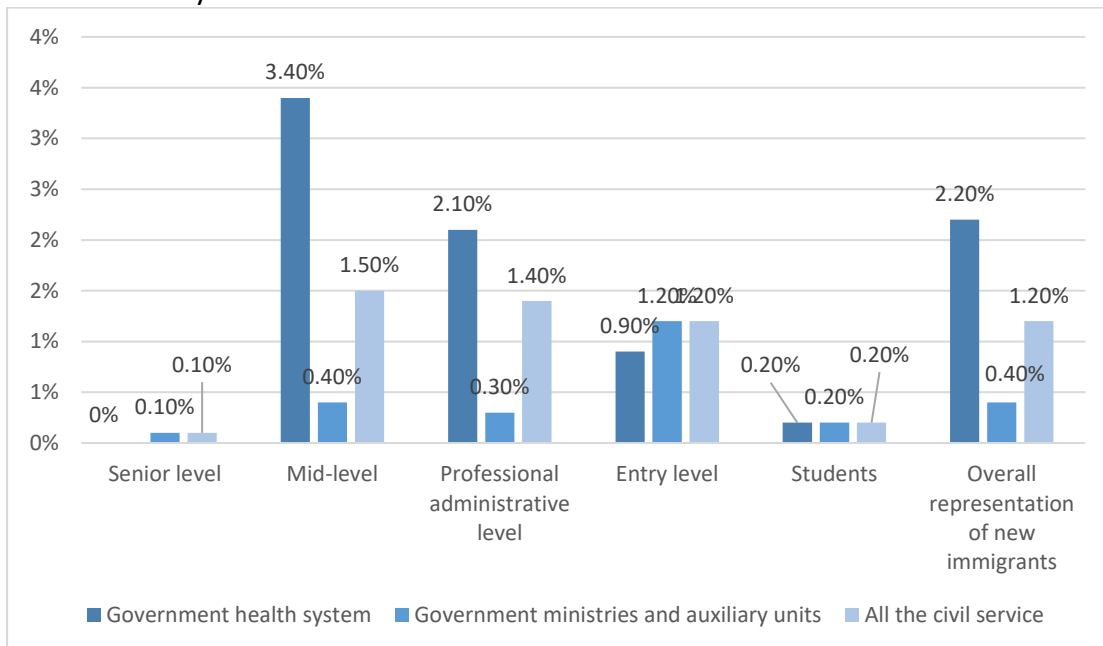
#### 4. Representation of New Immigrants by Civil Service Systems for 2019

Graph 30 – Representation of New Immigrants Distributed by Civil Service System in 2019



- 82.9% of new immigrant employees work in the government health system (in 2018, this number was 83.2%), compared to 17% of employees who are new immigrants and work in the government ministries and auxiliary units (in 2018, it was 16.8%). The representation of new immigrants is significantly higher in the health system.

Graph 31 – Representation of New Immigrants Distributed by Civil Service Rank and Government System for 2019

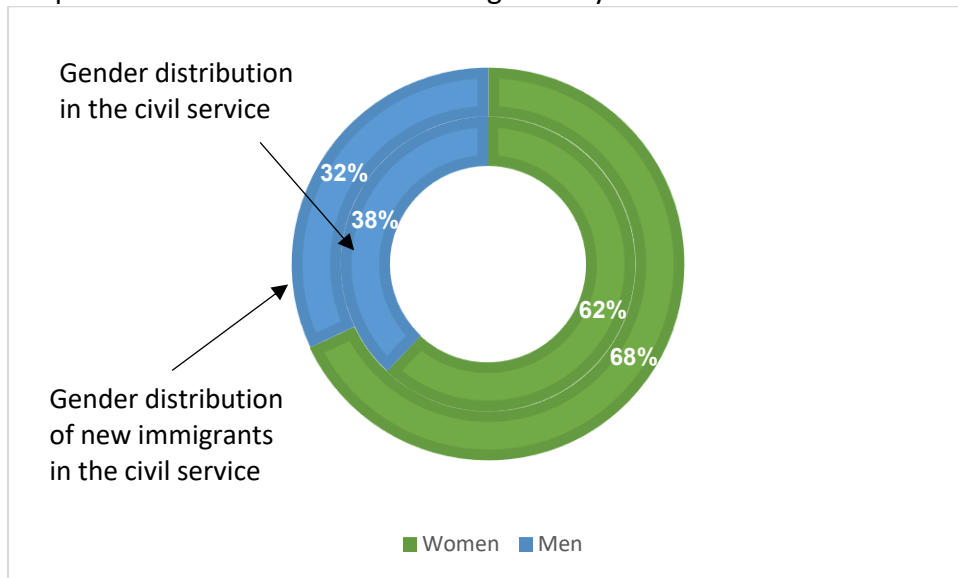


- The overall representation of new immigrants was 1.2%, with 2.2% representation in the health system and only 0.4% in the government ministry system.

- Representation of new immigrants increased with seniority, except for the senior level. Representation of new immigrants, which is generally low in the government ministry system, was primarily in the entry level.
- At the senior level in the government ministry system, there is only one employee who is a new immigrant. In the health system at the senior level, there are no new immigrants represented.

## 5. Gender distribution of new immigrants

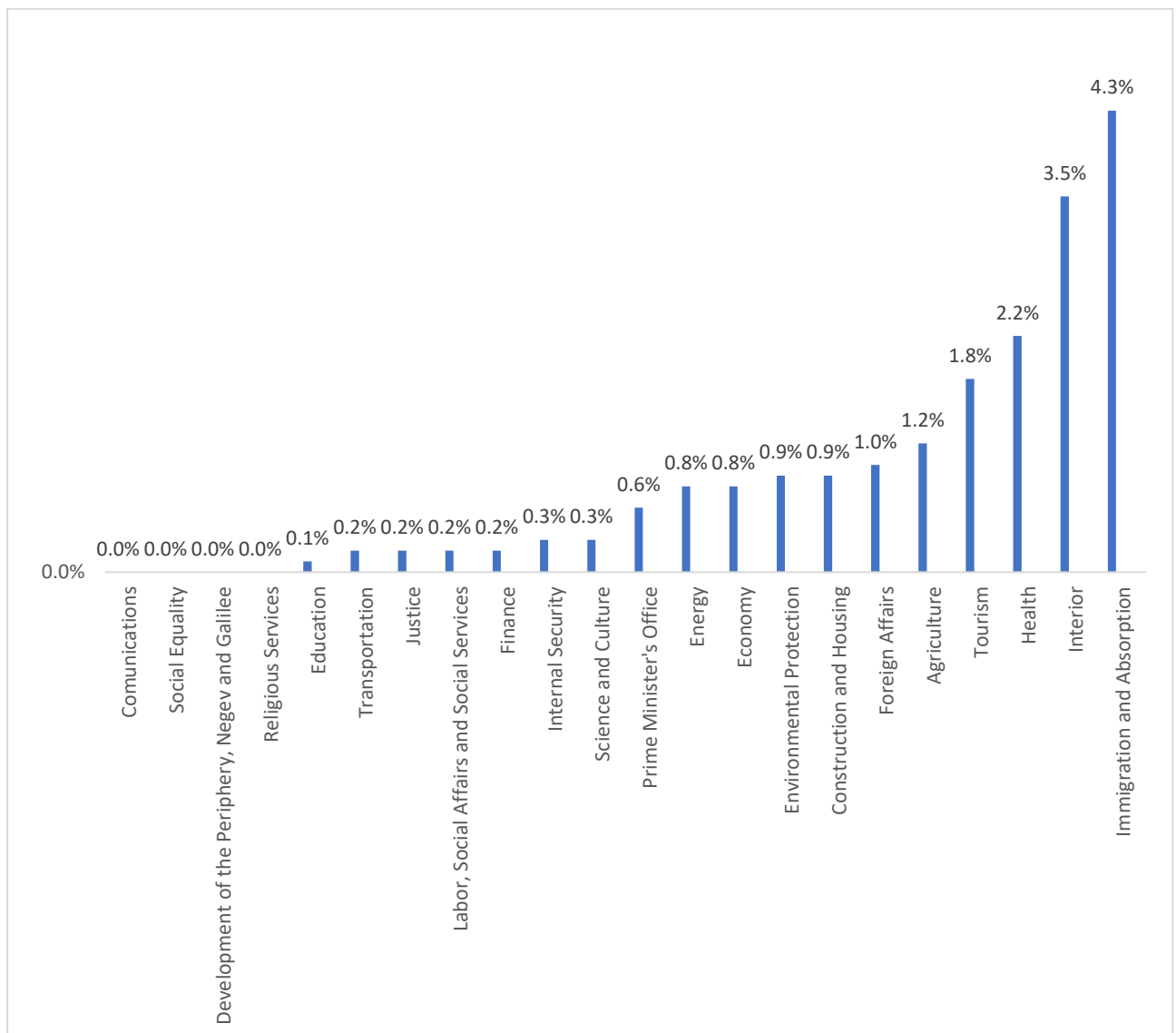
Graph 32 – Distribution of New Immigrants by Gender in 2019



- Similar to 2018, an examination of the gender of new immigrant employees in the civil service shows that 32% of them are men and 68% are women. This is similar to the general trend in the civil service, in which there is a majority of women, 62%, while 38% are men.

## 6. Representation of new immigrants per ministries

Graph 33 – Representation of New Immigrants Distributed by Ministry in 2019



The Ministry of Immigration and Absorption is the only ministry in which new immigrants have a representation rate higher than the 3% representation rate of new immigrants in the total population.

## **Chapter 5—Leadership in the Civil Service**

The Civil Service Commission's leadership and Atuda programs for cultivating managerial and professional human capital accelerate the advancement of outstanding public servants, and have a significant ability to influence those in decision-making centers. Therefore, representing the diversity of Israeli society in these programs is critically important, so that alongside the many activities routinely outlined, this section has become a fixture of the Diversity and Representation Report.

Below, we will present and review four different programs administered by the Civil Service Commission: the Springboard program, the Cadets for Civil Service program, the Senior Staff Atuda Program at the Civil Service's National Leadership, Governance and Administration Academy and the Senior Staff Fellowship also at the National Leadership, Governance and Administration Academy.

### **1. The Springboard Program**

The Springboard program is a new, unique banner program, under the auspices of the Employment Diversity Division and the Senior Department for Employee Training, Education and Welfare, for outstanding employees at the mid-level in civil service who can lead the civil service professionally through the challenges of the future.

The program's goal is to identify outstanding mid-level employees and train them to be excellent public servants with a deep knowledge of the civil service and the State of Israel's core issues and a profound familiarity with Israeli society as a whole.

The Civil Service Commission considers diversity a primary professional value, and will therefore continue to encourage employees from diverse backgrounds to submit their candidacy for the program.

The first class of the Springboard program was planned to begin in April 2020. Due to the corona crisis, a new date will be determined when the civil service returns to normal functioning.

### **2. Cadets for Civil Service**

The Cadets for Civil Service program was established as a continuation of an earlier program designed to train a new group of change-making administrative employees. The program was outlined in Government Resolution No. 1244 in January 2010. Through 2019, the program was a six-year program: two years of training that included studies at the Hebrew University in the public policy master's track and four more years of on-the-job training. Beginning in 2020, the program will be a five-and-a-half year program (one-and-a-half years of studies and four more for job training).

The cadets program is based on a broad infrastructure that helps create a deeper understanding of Israeli society. The cadets meet with various population groups, learn about

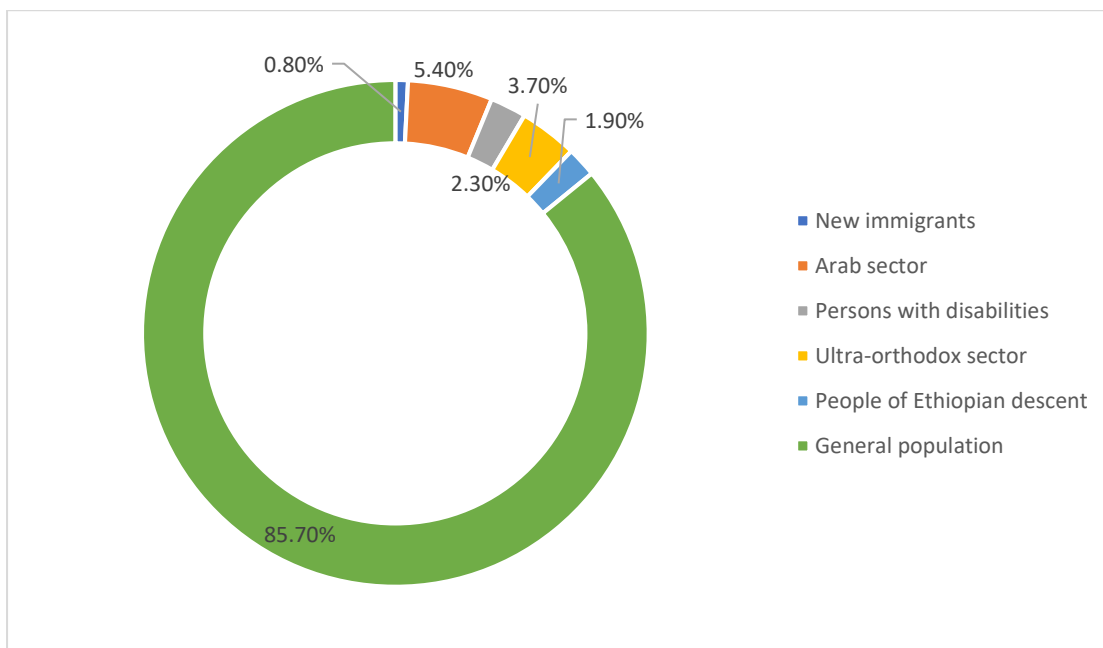
different identities and expand their knowledge about the main characteristics of the groups that comprise Israeli society.

To date, there have been seven classes. The seventh class has still not completed the program. 194 cadets have participated in the program thus far.

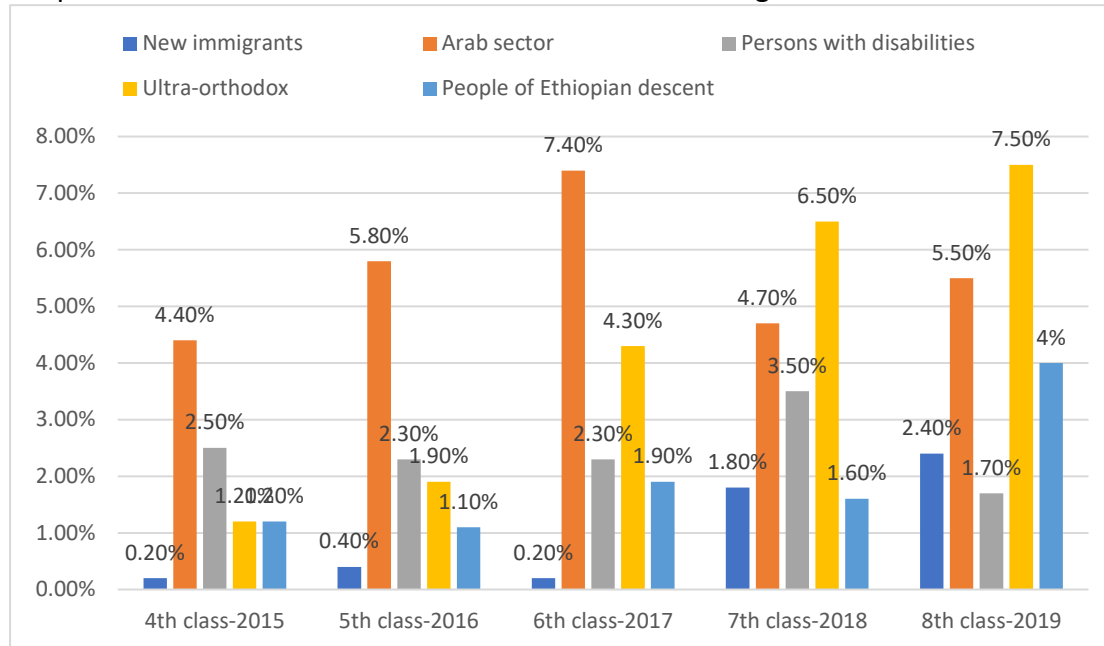
### A. Candidates for the Cadets for Civil Service program

The data presented below on candidates for the program refers to the fourth through the eighth classes (2015 to 2019).

Graph 37 – Candidates for Cadets for Civil Service in the 2015 to 2019 Classes



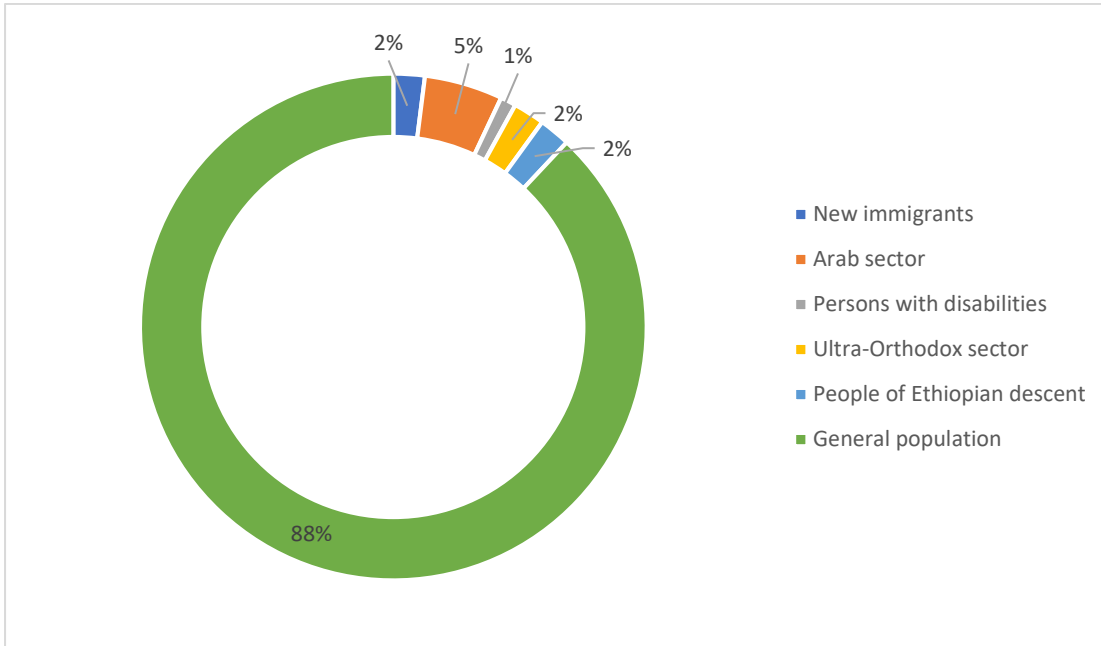
Graph 38 – Candidates for the Cadets for Civil Service Program Between 2015 and 2019



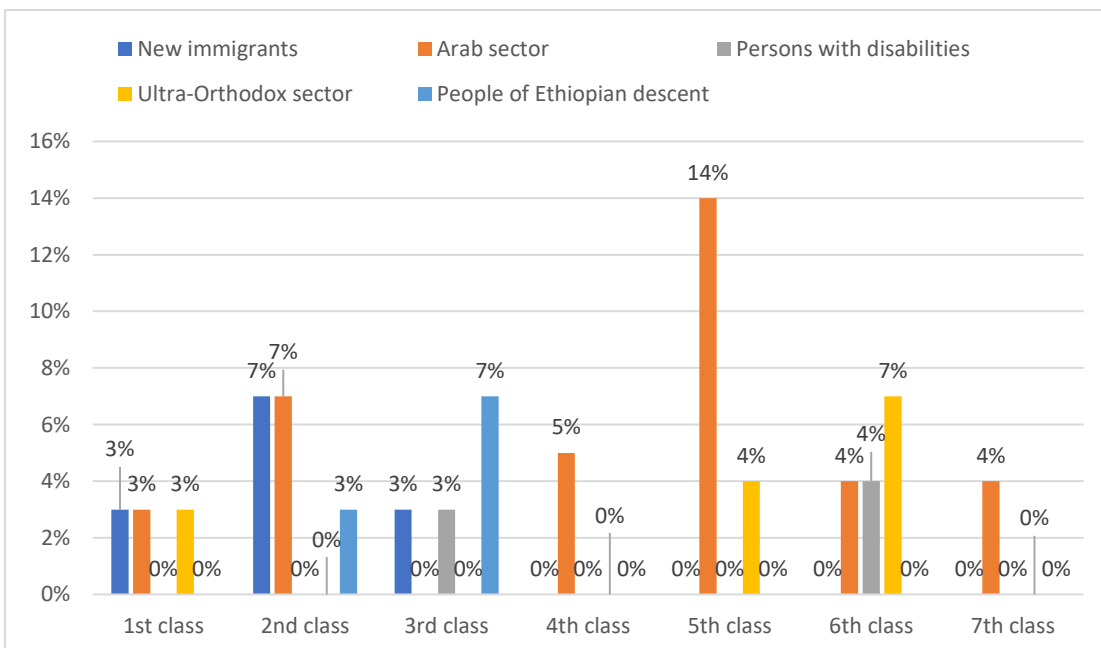
- The number of candidates for the Civil Service program from diverse backgrounds has steadily increased over the years. At the same time, the program still must work hard to increase the number of applicants and the number of candidates accepted by the program.
- The rate of ultra-Orthodox candidates who applied for the five cadet programs between 2015 and 2019 was 3.7%. In addition, the rate of ultra-Orthodox candidates for the Cadets for Civil Service program has increased consistently over those years.
- The rate of Arab candidates who applied for the program between 2015 and 2019 was 5.4%. This rate increased between 2015 and 2017, but decreased in 2018 and 2019.
- The rate of persons with disabilities who applied for the program between 2015 and 2019 was 2.3%. This rate was steady between 2015 and 2017, increased in 2018, but decreased in 2019.
- The rate of candidates of Ethiopian descent who applied for the program between 2015 and 2019 was 1.9%. This rate was 1.2% in 2015 and 2016, it increased to 1.9% in 2017 and decreased to 1.6% in 2018. In 2019, the rate of candidates of Ethiopian descent significantly increased to 4%.
- The rate of candidates who are new immigrants who applied for the program between 2015 and 2019 was 0.8%. This rate was low between 2015 and 2017, between 0.2% and 0.4%. In 2018, there was an increase to 1.8%, and in 2019, the rate increased again to 2.4%.

## B. Cadets for Civil Service alumni

Graph 39 – Cadets for Civil Service Alumni



Graph 40: Cadets for Civil Service Alumni Distributed by Class<sup>39</sup>



- Of all the cadets in the seven classes of the Cadets for Civil Service program, the representation rate of cadets from diverse backgrounds remains low.

<sup>39</sup> The composition of the 8<sup>th</sup> class has yet to be finalized and was not made public before this report was written.

- The representation rate in each of the classes of the Cadets for Civil Service program since its establishment:
  - The representation rate of alumni from the Arab sector is 5% and does not meet the government target. This rate has been low throughout the entire program, except for the fifth class in 2016, when 14% of all participants were Arab.
  - The representation rate of alumni of Ethiopian descent is 1% and does not meet the government target. Cadets of Ethiopian descent only participated in two of the seven classes: in the second class in 2013, when the representation rate was 3%; and in the third class in 2014, when the rate was 7%.
  - The representation rate of alumni from the ultra-Orthodox sector is 2%. Ultra-Orthodox cadets only participated in three of the seven classes: in the first class in 2012, when the representation rate was 3%; in the fifth class in 2016, when the rate was 4%; and in the sixth class, when the rate was 7%.
  - The representation rate of alumni who were new immigrants is 1%. New immigrants participated in three of the seven classes: in the first class in 2012, when the representation rate was 3%; in the second class in 2013, when the rate was 7%; and in the third class in 2014, when the rate was 3%.
  - The representation rate of alumni who are persons with disabilities is only 2% and does not meet the government target. By law and in order to protect people's privacy, we will not present detailed data.

The Senior Cadet Division takes various actions to increase the number of candidates from diverse backgrounds in the program, thereby increasing the representation rate of cadets from diverse backgrounds. The participation rate of people from diverse backgrounds in the program has increased accordingly. We recommend continuing to act to increase the rate of candidates from diverse backgrounds, alongside examining the cultural suitability of the selection process itself and adapting and updating it as needed.

## National Leadership, Governance and Administration Academy

The National Leadership, Governance and Administration Academy is the national body responsible for training current and future senior officials in the civil service. In order to develop the participants' capabilities for dealing with the challenges faced by senior management, the Academy dedicates many resources to deepening their knowledge of the range of populations in Israeli society, the fundamental issues of Israeli society, the tools needed to lead processes of change and the role of public servants in addressing the challenges society faces.

There are two programs in the Academy, which we will review in this chapter: the Senior Staff Atuda Program and the Senior Staff Fellowship.

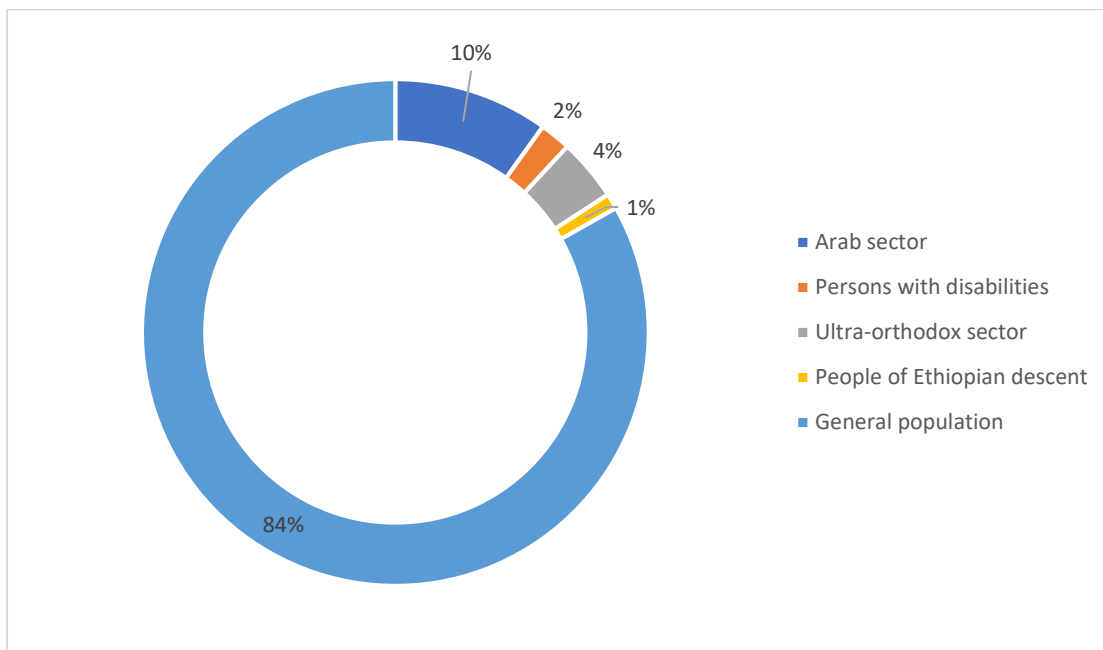
The Academy strives to increase the representation of diverse populations in their programs, while creating group spaces for sharing and discussing identities and society. It focuses on engaging lecturers from diverse backgrounds in various areas of specialization, analyses of fundamental issues through a multi-sectoral perspective and a deep understanding of the various groups in Israeli society.

### 3. The Senior Staff Atuda program

The National Academy's Senior Staff Atuda program is intended to develop the leadership and administrative capabilities of managers in civil service with regard to the challenges posed by the government system. The program trains mid-level managers who were identified as those who will later serve in senior positions. Each year, two classes of the Atuda program are opened, and they are meant for employees with the civil service rank of 41-43, or the equivalent.

To date, 279 managers have been accepted to the program: 159 alumni and 120 managers who have yet to complete it.

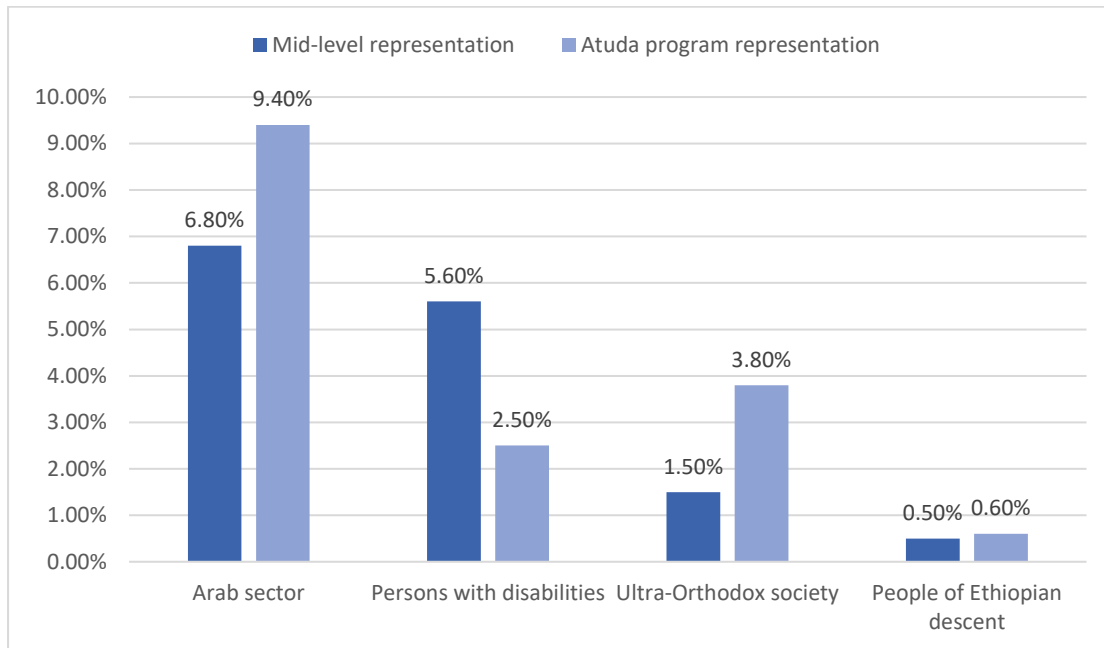
Graph 41 – Representation of Senior Staff Atuda Program Alumni



- The representation rate of alumni from the Arab sector is 9.4%, constituting 15 alumni.
- The representation rate of alumni who are of Ethiopian descent is 1.2%, constituting one alumnus.
- The representation rate of alumni from the ultra-Orthodox sector is 3.7%, constituting 6 alumni.

- The representation rate of alumni who are persons with disabilities is 2.5%, constituting 4 alumni.
- There are no alumni who are new immigrants.

Graph 42 – Comparison of the Representation Rates of Diverse Populations at the Mid-Level of Civil Service and Atuda Program Alumni from Diverse Backgrounds



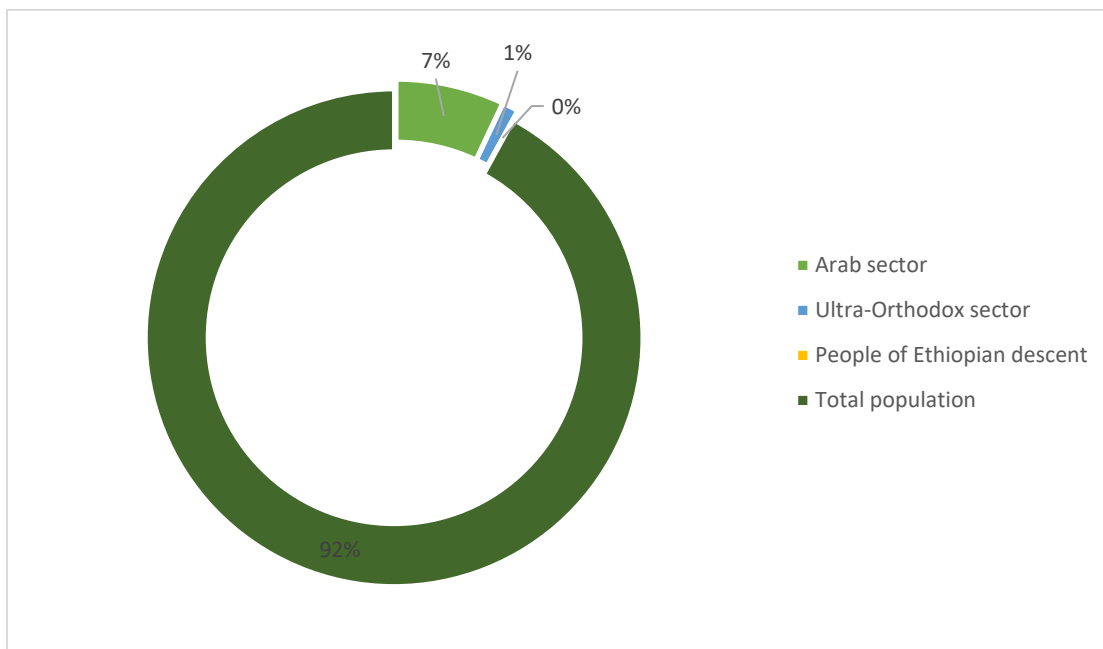
- The representation of the Arab sector is higher in the Atuda program than it is at the mid-level of the civil service and it is close to meeting the government target.
- The representation of the ultra-Orthodox sector is slightly higher in the Atuda program than it is at the mid-level of the civil service.
- The representation of people of Ethiopian descent is slightly higher in the Atuda program than it is at the mid-level of the civil service, but it is far from meeting the government target.
- The representation of persons with disabilities in the Atuda program is lower than it is at the mid-level of the civil service, and it does not meet the government target.
- There are no new immigrants in the Atuda program and their rate of representation at the mid-level is very low.

In 2019, the Senior Staff Division, with the assistance of the Employment Diversity Division, proactively acted to encourage Ethiopian-Israeli candidates who meet the criteria for the program to apply, thereby increasing the number of candidates. These actions were taken in parallel with studying the various obstacles in applying for the program and examining the data. Subsequently, the rate of candidates of Ethiopian descent who met the criteria and applied for the program increased significantly.

After examining these actions and how they positively affected the program, the Academy should act to increase the representation of persons with disabilities and new immigrants.

#### 4. Senior Staff Fellowship

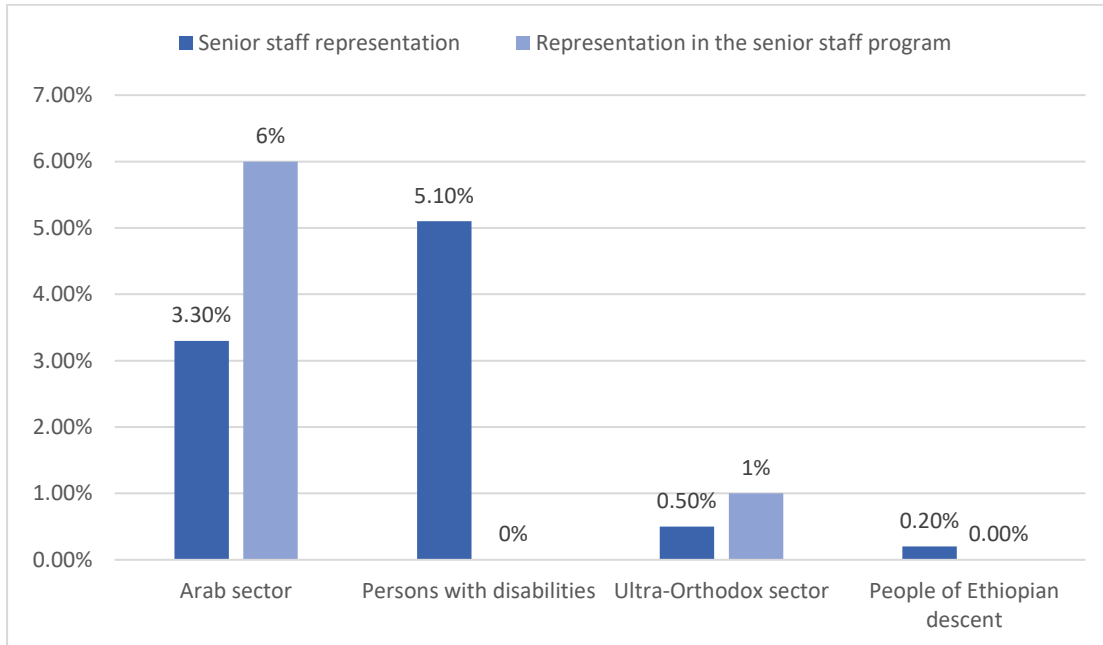
Graph 43 – Comparison of the Representation Rates of Diverse Populations at the Senior Level of Civil Service and of Participants and Alumni of the Fellowship Program from Diverse Backgrounds



- The representation rate of Arab fellows is 7%, constituting 12 fellows. The Arab sector was represented in each class of the program. The representation rate does not meet the government target.
- The representation rate of the ultra-Orthodox sector is 2% of all fellows, constituting 2 fellows.
- There were no fellows of Ethiopian descent in any year of the program.
- There were no fellows with disabilities in any year of the program.

- Over the past three years<sup>40</sup>, there were no new immigrant fellows.

Graph 44 – Representation Among the Participants and Alumni of the Senior Staff Fellowship Program



- Representation of the Arab and ultra-Orthodox sectors was higher in the fellowship program than their representation at the senior level in civil service.
- There was no representation of persons with disabilities despite their high representation rate at the senior level<sup>41</sup>.
- People of Ethiopian descent and new immigrants have very low representation rates at the senior level and are not represented in the fellowship program at all.

<sup>40</sup> In 2017, the Civil Service Law (Appointments) recognized new immigrants as a population eligible for proper representation. Before that date, the Senior Staff Division did not collect data about new immigrants.

<sup>41</sup> A declaration by the fellows as to them being a person with a disability is voluntary and there may be participants with disabilities who did not declare so.

## Conclusion

The 2019 Diversity and Representation Report continues to show positive trends with regard to most of the government targets set. The civil service is more diverse and inclusive than ever, and grows more professional from year to year. Of course, a more diverse civil service is a more professional civil service.

The representation of employees from Arab society, of Ethiopian descent or those who are new immigrants increased, as did the rate of new ultra-Orthodox employees in civil service. The decrease in the representation of persons with disabilities continued this year, but slower. Despite these positive trends, there are still significant deficit in the civil service with regard to the representation of employees from diverse backgrounds, primarily in the mid- and senior levels. The most significant gaps are in the government ministry system.

The representation among employees defined as essential during the coronavirus pandemic reflects the depth of the representation deficit in the government ministry system. This system was required to dramatically reduce the number of employees as the result of government guidelines.

The rate of representation of employees from diverse backgrounds during the crisis was low, but it was in line with the routinely low rate of employees from diverse backgrounds.

The civil service must act to increase representation at the mid-level as a step that will ensure an increase in the representation rate at the senior level, with an emphasis on the government ministry system. We must accelerate the diversity and representation processes, while at the same time ensuring that are diverse perspectives in decision-making centers now. The government target for the Arab sector must be raised, with a focus on Arab women, and a government target for relative representation should be set for the ultra-Orthodox sector and for new immigrants. Alongside updating the government targets, budgets should be clearly allocated to support the necessary actions for reaching these targets should be determined.

This year, the Employment Diversity Division also led the strategic process to build human capital that reflects the composition of the Israeli society it serves. This was done with the understanding that civil service must mirror the unique structure of Israeli society in order to provide the relevant services to all citizens equally and fairly. This is a complex and ongoing process that requires a consistent and uncompromising effort until all deficit are bridged.

Over the past year, we took additional actions to increase the rate of diverse candidates for civil service tenders, alongside locating and removing barriers facing those who seek to enter into and advance in civil service. We must continue to develop supervisory tools for these actions, with the goal of creating and initiating new, suitable solutions that will ensure equal opportunities for all civil servants.

Over the past year, the various Atuda programs have taken many actions to ensure the representation of participants from diverse backgrounds. At the same time, there is still much they can do so that the participants and alumni more accurately represent Israeli society.

We can safely say that the numerous efforts of the entire Civil Service Commission, led by the Employment Diversity Division, have yielded results. Despite the budgetary challenges posed by an election year, many actions were taken over the past year that increased the

representation of employees from diverse backgrounds. These actions strengthened and developed units' infrastructure to ensure cultural suitability and provide equal opportunities in hiring and advancing employees from diverse backgrounds in the civil service.

This report and the actions reviewed herein express the broad and profound commitment of the civil service to the diversity and representation process. This process is a marathon, but even in the period outlined in the report, we can say that we are running together towards diversity in the civil service and safeguarding equality and fairness for all of Israel's citizens.