



ATUDOT LE'ISRAEL

Report of a Professional and Inter-Ministerial Team
for Formulating a Strategic Talent Management
Program, Nurturing Change Agents, for the Public
Service Sector in Israel

“And Moses chose men of valor from among all the Israelites and he placed them over the people: Ministers of thousands, ministers of hundreds, ministers of fifties and ministers of tens” Exodus 18:25

Nisan 5776 – April 2016

Table of Contents

Part A | Summary of the report

Chapter 1: Background	8
Chapter 2: Key insights and the key recommendations	13
Chapter 3: Methodology	39

Part B | Snapshot of the existing situation

Chapter 4: Active management training programs – scale and present challenges	48
--	----

Part C | Management training programs: recommendations

Chapter 5: Analysis of the four main services systems for citizens (welfare, healthcare, education and local government)	58
Chapter 6: Management training programs in the welfare system	63
Chapter 7: Management training programs in the healthcare system	72
Chapter 8: Management training programs in the education system	86
Chapter 9: Management training programs in local government	96
Chapter 10: Cross-system management training programs, with emphasis on the key factors of production	110
Chapter 11: Proportional representation in management training programs	121
Chapter 12: Channels feeding excellence into the Public Service Sector	129
Chapter 13: The ethos of the public servant	137
Chapter 14: “ATUDOT LE’ISRAEL” coordination and development mechanism	141

Part D | Management training programs, accumulated experience

Chapter 15: Management training programs – characteristics required for success	164
Chapter 16: Setting up of a management training program	169
Chapter 17: Governance	172
Chapter 18: Models for the extent of Government involvement in management training programs	175
Chapter 19: Seeking out, recruiting and screening	179
Chapter 20: Training	181
Chapter 21: Placement, promotion and career paths	188

“In order to advance a system-wide and professional examination of the building of management training programs in the Israeli public service sector, in the broadest sense of the term, and in order to improve cooperation between the cadet programs and other programs, such as the preparatory programs for public service as well as training programs for mid-and senior-level management, a professional and inter-ministerial review team is hereby appointed, which shall submit to the Government, within 120 days, its recommendations on a strategy for building management training programs in the public service sector in Israel”

Government Decision number 2424, January 2015

A

Summary of the report



Chapter 1: Background

“ATUDOT LE’ISRAEL” is a strategic Talent Management Program, nurturing change agents, for the Public Service Sector in Israel, which exceeds one million employees (hereinafter “the Public Service Sector”). “ATUDOT LE’ISRAEL” presents the notion of a series of managerial and professional management training programs, extending from the ethos of the public servant, to channels for promoting excellence, cadet programs, programs for training incumbent mid-level management, and culminating in system-wide leadership programs for senior management in the Public Service Sector.

Imagine a managing director of a local authority hiring an education department head who is a graduate of a “management training program for mid-level management in the education system”. **Imagine** that the local authority’s engineer has hired a cadet who had dreamed of becoming a civil servant and received intensive training in a “cadets for strategy and urban planning” program. **Imagine** that joining the ranks of the workforce in the local authority are graduates of management training programs in the area of welfare and of formal and informal education. **Imagine** the chief of a local police station hiring a woman graduate of a “cadets for the police force” program. **Imagine** these graduates working in partnership with other graduates of cadet programs posted to pivotal positions of influence in Government ministries, and them working together to

advance the quality of life for the residents of that local authority.

Try and imagine the local authority a decade later, after a critical mass of such managers and cadets have joined it and have become part of the local fabric.

Try and imagine Government ministries, local government, budgeted entities and NGOs after they have been joined by alumni of these professional management training programs.

Imagine the State of Israel in several decades from now, when thousands of graduates of “ATUDOT LE’ISRAEL” programs are deployed the length and breadth of the country, representing all strata of Israeli society, throughout local and central government, in the Third Sector, in the National Institutions, who have been educated to collaborate, to think long-term, and to act in a professional manner for the benefit of all the country’s citizens.

The hope is that the alumni of these programs, both among incumbent servants and based on the streaming of a new excellence into the Public Service Sector, will serve as a catalyst for the revitalization of, and change in, the Public Service Sector, and that their specific contribution will exceed the sum of the parts of each independent management training program.

Senior managers in the Public Service Sector have been aware of the importance of management training for many years now, reflected primarily in training and development programs for incumbent managers. Alongside these

programs, local initiatives also began to flourish several decades ago focusing on management training programs in the Public Service Sector, some within the Civil Service (such as the cadet program at the Foreign Ministry and the cadet program for foreign trade at the Ministry of Economy), and others in the Third Sector (such as Wexner, ELKA/JDC and Mandel programs).

The past decade has witnessed a substantial increase in the rate at which management training programs have been set up in the Public Service Sector, ranging from preparatory programs for the Civil Service to cadet programs for central and local government, to programs identifying and training managerial talent for mid- and senior-level management. These programs, with emphasis on the cadet programs, created a new model for young people wishing to serve the public. This model generally includes intensive group training, subsidizing of an academic degree, a stipend, academic exposure to corresponding systems abroad and placement and advancement throughout the Public Service Sector.

Government Decision 1244 of January 17, 2010 proved to be a watershed in this evolutionary process, taking national responsibility for training managerial talent. This decision adopted the main recommendations of “the Cadets for Public Administration Steering Team” to institute a “cadets for the civil service” program¹. The aim of the program was defined as training and building a managerial talent to promote change in the Civil Service.

¹ <http://www.csc.gov.il/Units/Cadets/Documents/TzoarimVeaadatIgui.pdf>

Inspired by “cadets for the civil service” program, and in its previous incarnation, “Atidim – cadets for the public service”, entrepreneurs from within the Public Service Sector, and social entrepreneurs, in collaboration with civil society, have established additional cadets programs for the Public Service Sector in recent years. These include, among others: cadet programs for local government, cadets for strategy and urban planning, cadet program for transportation infrastructure, Teach First Israel (Hotam) program, and the cadet program for service in the police. In addition, entrepreneurs from within the civil service and social entrepreneurs, in collaboration with civil society, have established additional programs that deal with preparation for public service, as well as management training programs for mid- and senior-level management.

The appeal of these programs is evident from the growing number of applicants: in 2015, 5,000 young adults submitted their candidacy for the various programs described above, of whom 500 or so were accepted, who then started intensive group training tracks prior to entering the Public Service Sector.

However, although all these management training programs, at different levels of maturation, share a common overarching goal, their development is the result of local initiatives, and to date, no comprehensive governmental perspective has as yet been formulated for building Talent Management Program (managerial and professional) for the Public Service Sector.

In the light of this, the Government of Israel issued Government Decision number 2424 of January 25, 2015 (hereinafter “the Government Decision”) and certified a professional and inter-ministerial review team (hereinafter the “Team”) headed by the Director-General of the Prime Minister’s Office. The Team was asked to submit its recommendations to the Government on a strategy for building a Talent Management Program to promote constructive change, with a view to the entire Public Service Sector, including the Civil Service, local government, the security services, State-owned companies, statutory corporations and other budgeted entities.

Chapter 2: Key insights and the key recommendations

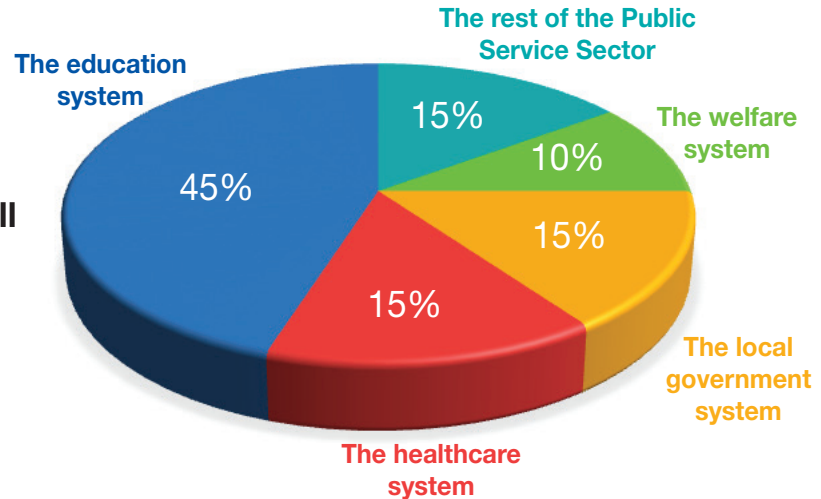
This report summarizes the work of the Team appointed by the Government in Decision number 2424 of January 25, 2015. The document presents a strategic perspective, insights, conclusions and recommendations, as well as practical tools for those engaging in management training programs in the Public Service Sector in Israel.

The basic assumption at the heart of this report is that in an era of rapid and accelerated change, a single leader, no matter how talented, cannot successfully cope over an extended period of time with the whole range of challenges and opportunities facing and that will face the State of Israel and its citizens in the future.

To address the present and future challenges, a network of civil servants working together and sharing a common ethos is needed in order to drive the organizations and significant processes in the Public Service Sector, in a professional, ethical manner, oriented towards the citizen and working for the long term greater good.

Decentralized sector

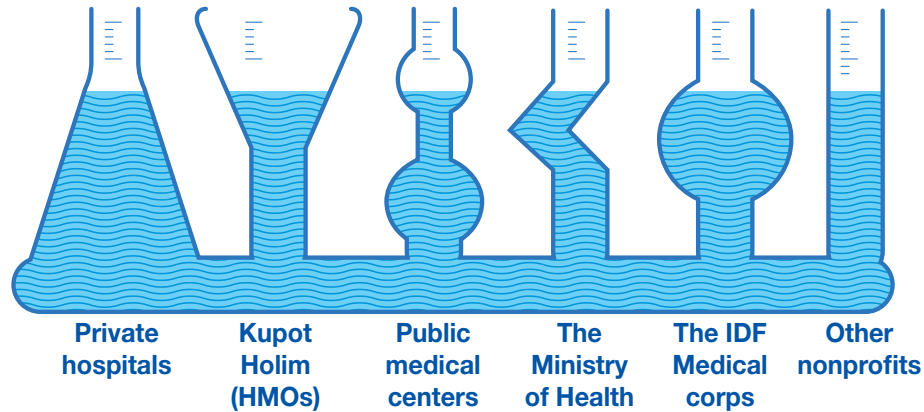
Today, the Public Service Sector in Israel, in its broadest sense, exceeds one million employees, constituting one third of all salaried employees in the economy. The education system constitutes 45% of the workforce in the Public Service Sector, the healthcare and local government systems 15% each, and the welfare system 10%.¹



¹ The breakdown was calculated without the IDF soldiers and without 100,000 long-term care workers employed by private companies

In view of the fact that the education, healthcare, welfare and local government systems constitute 85% of the workforce in the Public Service Sector, and given that these four systems are the main providers of services to citizens, the Team decided to focus on analyzing and formulating recommendations pertaining to the development of management training programs in these systems.

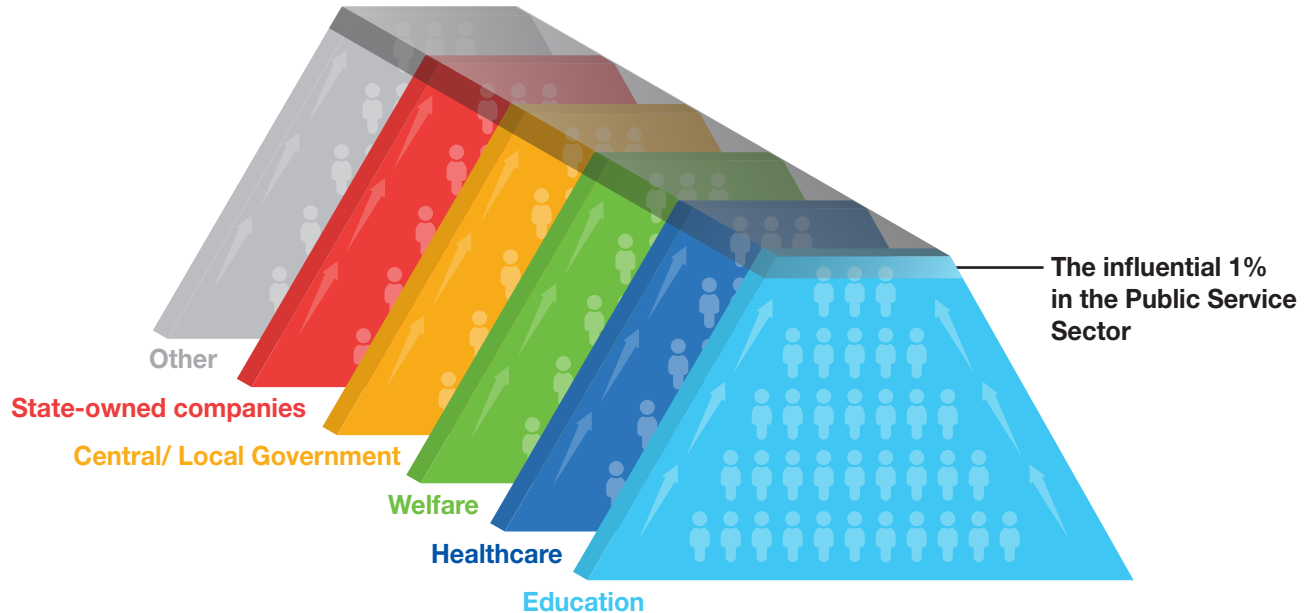
During its work, it became clear to the Team **that the Public Service Sector is characterized by extensive decentralization**, and it is composed of separate entities operating in central government, local government, state-owned companies, statutory corporations, budgeted public and national entities, civil society, etc. A key insight in the work of the Team and of the various players in the systems was that in the Public Service Sector **the systems operate as 'inextricably intertwined' systems**, and that any attempt to impact one part of the system, without addressing the other parts, would be tantamount to pouring water into a vessel punctured with holes. For example, the healthcare system in Israel includes the Ministry of Health, state-owned hospitals, public, municipal and private hospitals, the Kupot Holim (HMOs), the IDF Medical Corps, and other healthcare organizations. This, in addition to other entities that impact the performance of the healthcare system in Israel, including the Ministry of Finance, Ministry of Justice, the Civil Service Commission, the various workers' organizations, etc.



It also became crystal clear that, by law, the Civil Service Commission is “only” in charge of Civil Service employees (about 75,000 employees), and hence, in effect, there is no entity responsible for, or that coordinates the building of, Talent Management Program for the Public Service Sector as a whole, which, as aforesaid, exceeds one million employees.

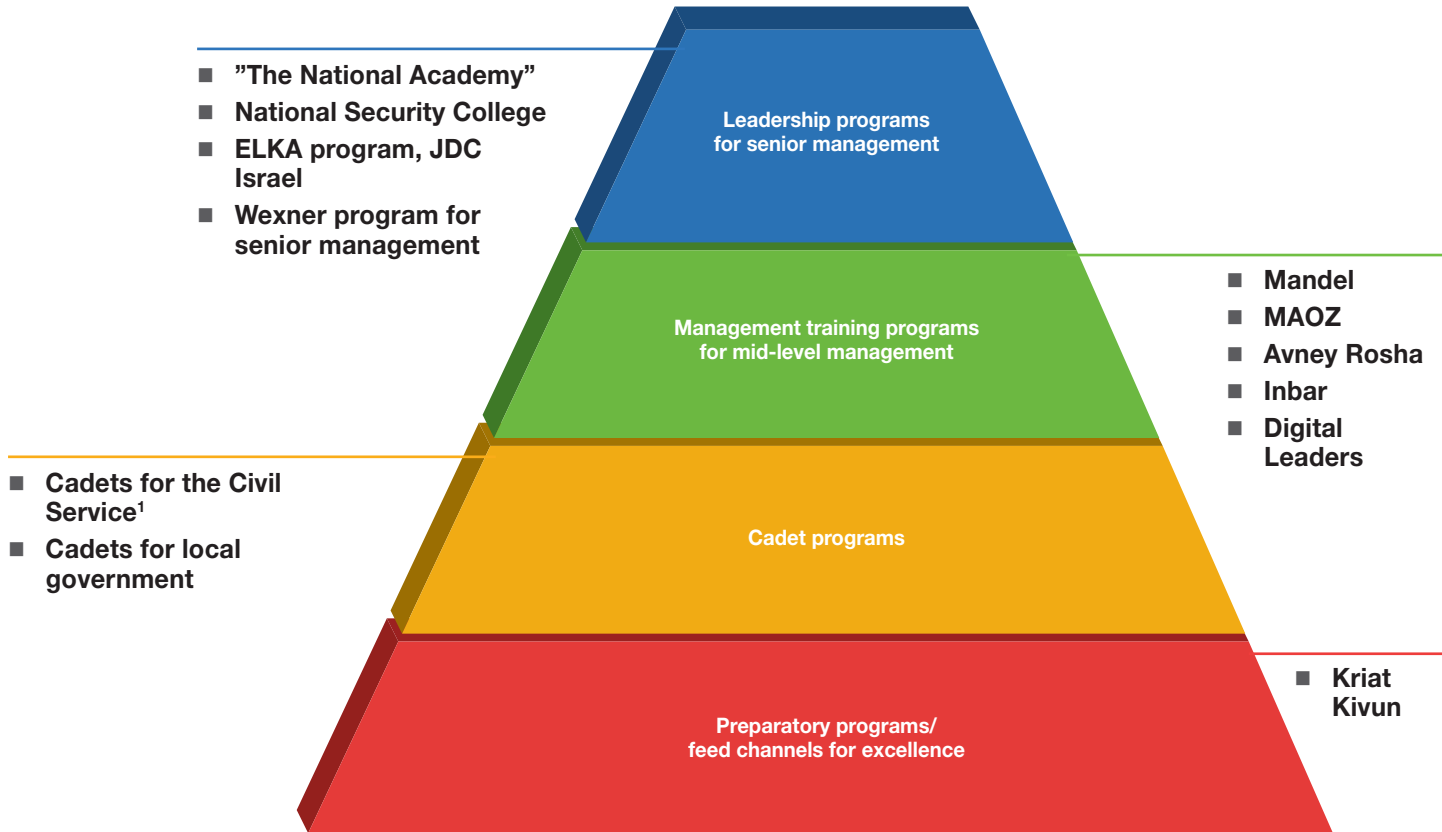
The “ATUDOT LE’ISRAEL” conceptual framework

In order to address the decentralized structure of the Public Service Sector, the Team came up with a conceptual framework that links the need **to staff the most important positions in the Public Service Sector, defined as the top one percent of positions in the Public Service Sector (10,000 men and women in all, hereinafter ‘the Targeted Positions’)**, with the series of management training programs that build an “inventory” of managers who will compete at a later stage to staff those positions.



This conceptual framework is called “ATUDOT LE’ISRAEL”, and it includes a series of managerial and professional management training programs in the Public Service Sector. The series of programs extends from the ethos of the civil servant, to channels feeding excellence, cadet programs, to management training programs that train incumbent mid-level staff, and culminates in system-wide leadership programs for senior staff in the Public Service Sector.

Examples



¹ Placement in the program is on a differential basis, and its graduates are assigned to various management levels

It is hereby clarified that the Team does not view the “ATUDOT LE’ISRAEL” programs as a prerequisite for staffing the Targeted Positions, but rather as another important tool for building an “inventory” of worthy contenders to fill those positions.

Given this data, the Team defined **the fundamental question** of its work as follows:

What will a sustainable and forward-looking Talent Management Program look like that identifies, recruits, trains, places and promotes a managerial talent in the Public Service Sector, extending from the ethos of the civil servant, to channels feeding excellence, cadet programs, management training programs that train incumbent mid-level management, and culminating in system-wide leadership programs for senior management (1% in most of the systems analyzed). How will the graduates of these programs be trained to lead change and innovation in organizations and in processes of major significance in the Public Service Sector in Israel (some one million men and women), in a professional, ethical manner for the long term benefit of the citizens and the greater good?

To answer the said fundamental question, the Team and the sub-teams in the various systems examined the topics that form **the logical basis** for the Team's work:

- 1. Desirable characteristics of an individual management training program.**
- 2. The series and types of management training programs required on a system-wide level** (in education, healthcare, welfare and local government).
- 3. The management training programs required on issues that extend across systems**, and taking into account the key factors of production.
- 4. A system-wide perspective of all the management training programs.**
- 5. Ancillary measures required.**

Summary of the Team's recommendations

In the light of the previously defined **fundamental question** and other issues examined, the following is a summary of the Team's recommendations, as presented in detail later in this report:

1. At the level of desirable characteristics for an individual management training program the Team drew up examples of indicators to measure the effectiveness of a management training program and of its Executive Committee. For example:

Examples of indicators for a management training program

Program stage

- Marketing**
 - Percentage of women contenders versus men contenders
 - Percentage of contenders from the different sectors in society
- Selective recruitment**
 - Percentage of the candidates admitted to the program
 - Percentage of admissions who start the program
- Unique training**
 - Acquaintance with the system “from Dan to Eilat”, including the needs of the different population groups
 - Development of management skills, and acquaintance with corresponding top systems abroad
 - Personal and group empowerment and building a vision of the future
- Assessment and feedback**
 - Percentage of 360 degree assessments
 - In-training screening
- Placement and advancement**
 - Percentage of the participants who start working in the Public Service Sector
 - Percentage of graduates working in the Public Service Sector after 5 years
 - Percentage of graduates advancing to positions of influence after 5 and 10 years
- Networking**
 - Number of graduates’ events per year, and the number of participants in each event
 - Graduates’ and employers’ feedback on the effectiveness of the graduate network
 - Percentage of graduates defining themselves as plugged into the graduate network
- Accompaniment in the position**
 - Percentage of graduates participating in a mentoring program
 - Feedback of participants on the quality of the mentoring
 - Feedback of the mentors

Examples of indicators for the Executive Committee

- 1 Number of Executive Committee meetings per year
- 2 Percentage of the Executive Committee members who attend the meetings
- 3 Approval of an annual work plan
- 4 Preparations for meetings
- 5 Meeting summaries and follow-up of implementation of decisions
- 6 Providing the manager with systematic feedback
- 7 Material issues are brought before the Executive Committee for discussion

The Team recommends that existing and future management training programs take steps in the light of the data to promote continuous improvement of their quality (see Chapter 15: Management training programs: Characteristics Required for Success).

2. Regarding the series and types of management training programs required on a system-wide level designated work teams examined the **education, healthcare, welfare and local government** systems, employing 85% of the workforce in the Public Service Sector and the main providers of services to citizens. The designated work teams analyzed the organizational structure of the specific system as one complete system, and not simply as a set of organizations dealing with similar issues (see Chapter 5: Analysis of the Four Key Service Systems for Citizens), and conducted **preliminary mapping of the Targeted Positions** in each system. The mapping revealed a number of positive activities conducted in these systems on the subject of management training programs, as well as significant gaps and barriers in the channels feeding excellence and in the career paths to optimized staffing of the Targeted Positions.

Based on these findings, the Team makes cross-system recommendations regarding the building of managerial talent in the education, healthcare, welfare and local government systems:

- A. To set up, in 2016, management training program for mid-level management for the education, healthcare, welfare and local government systems, with emphasis on proportional representation of the different population groups in Israel and with the participation of all the players in the system** (for example: not only doctors in the healthcare system, but also the long-term care professions, and the paramedic and administrative professions; not only social workers in welfare system, but also players from other disciplines dealing with vulnerable population groups, etc.).
- B. To set up a system-wide Executive Committee** for Talent Management Program in the education, healthcare, welfare and local government systems. The Executive Committee will be in charge of developing the management training programs in its domain, and optimizing the connection between the series of management training programs and the Targeted Positions in each system.
- C. To conduct periodic mapping of “Targeted Positions”** (top 1%) in each system.
- D. To conduct periodic mapping of gaps in the series of management training programs** and in career paths in each system.
- E. To set up a system for the accompaniment, development and networking of management training program’s graduates, as well as for the Executive Committee of each system.**

In addition, in two of the systems analyzed, specific needs were identified that the Team recommends be addressed:

In the realm of local government:

- F. To institute two “cadets for local government” programs and a “cadets for strategy and urban planning” program** – the Team recommends establishing the standing of the said three cadet programs by budgeting them in the base of the National Budget of the Ministries of Interior and Finance, respectively.
- G. To expand the cadets for local government program to another training center:** in view of the number of local authorities and their wide spread, with emphasis on local authorities in the peripheral areas, the Team recommends opening a third program of cadets for local government at an additional center in the North.
- H. Given the many challenges faced by Arab local government in Israel (85 municipalities), to have the four local government programs recruit 20% Arab Israelis on average;** in order to meet this objective, special steps are necessary, such as a special preparatory program for the Bedouin sector in the South and a recruiter to locate and recruit people among the relevant populations.

I. To upgrade the status of the Local Authorities Human Capital Management Department in the Ministry of Interior and to budget positions for overseeing the management training program: the Local Authorities Human Capital Management Department in the Local Government Administration is the Government regulator in respect of local government personnel. To meet the objectives for strengthening the human capital in the local authorities, while complying with the rules for good governance and staying within budget, the existing organizational structure in the Department must be examined and compared with the desired structure, with emphasis on positions required to oversee the management training programs, and the restructuring must be budgeted accordingly.

In the realm of education:

J. To advance a cadet program for the informal education, in order to strengthen the informal education system, with emphasis on local authorities with a poor socioeconomic ranking, and to strengthen shared interfaces between officeholders in the formal and informal education systems, under the vision of a single education system.

K. To advance a teachers-leaders program designed to identify and retain talented teachers as a bridge to the “Avney Rosha” program and to a “system-wide management training program in the education system”,

encompassing 100 prominent teachers (out of an annual number of 8,000 teachers), towards management positions in the school.

L. To expand and improve the existing 25 entry level specialized training programs for novice teachers, on the basis of the desired characteristics of the programs detailed in this report, including adaptation to the needs arising in the field, such as the establishment of a special program for the Bedouin population.

3. On the subject of the management training programs required on issues that extend across systems, and in relation to the key factors of production: besides the 85% of the personnel providing services in the systems described above, the Team also examined the needs of “ATUDOT LE’ISRAEL” from the angle of the key factors of production, as well as other cross-system needs. The key factors of production were defined as: the land and environmental capital resources, financial capital and physical capital resources, human capital resources, the knowledge and innovation capital resources, and the social capital resources.

Given the extensive distribution of these systems between a large number of entities, sometimes uncoordinated, the Team recommends examining the setting up of cross-system management training programs for mid-level management in the following areas: the housing system resources and environmental resources; financial system resources, the labor market system resources,

and the knowledge systems and innovation resources. In addition, the Team recommends examining the setting up of a management training program for mid-level staff for academic institutions in Israel, and the Team joins in with the recommendations of the Zemach Team Report (2012) calling for the setting up of a cadet program for engineering in the Civil Service. In this regard, the Team recommends appointing the Department of “Cadets for the Civil Service” in the Civil Service Commission to be responsible for implementation of this recommendation from the perspective of the Public Service Sector as a whole.

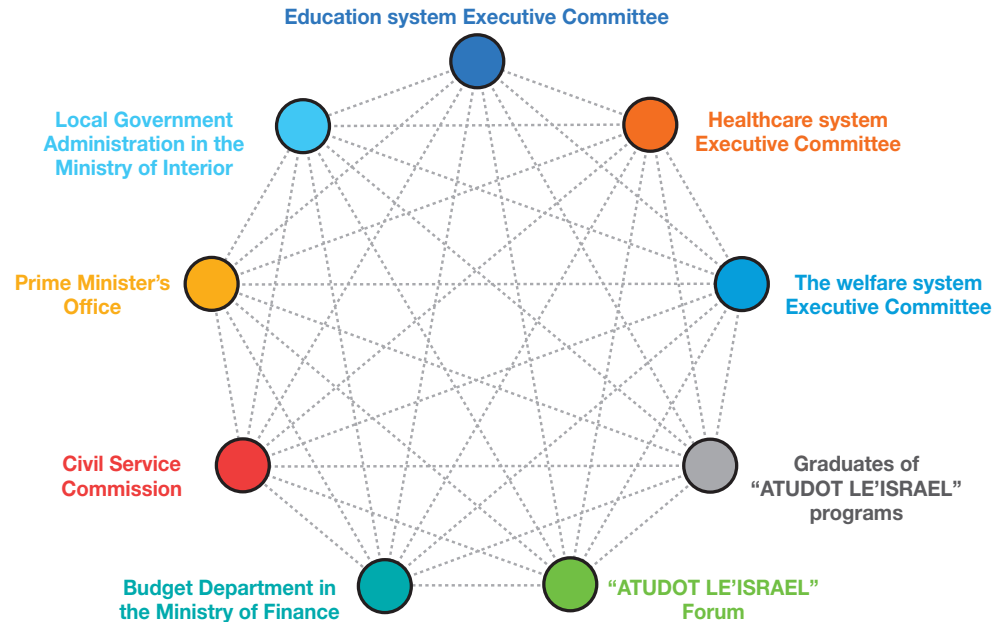
The Team recommends that the Senior Staff Administration in the Civil Service Commission or any other entity as shall be defined by the Civil Service Commissioner, utilizing the knowhow accumulated in the “Cadets for the Civil Service Department”, lead the activities on these issues. This, including regular mapping of the Targeted Positions at the centers of influence, including the key factors of production, drawing up career paths and cross-system mobility, and setting up of a management training programs, and all this in collaboration with the relevant entities (see Chapter 10: Cross-System Management training programs).

4. Regarding a system-wide structure: “ATUDOT LE’ISRAEL”, the Team examined three alternatives for organizing a coordination and development mechanism for the system of the nation-wide Talent Management Program as a whole²:

- Continuation of the existing situation, that is **“the market model”** of the various management training programs located in the same domain: independent, creative, but with little collaboration and coordination between them.
- The **“hierarchical model”** alternative calls for managing all the management training programs under a single roof.
- The **“network model”** alternative involves focal centers of activity coordinated with one another, with the aim of the whole being greater than the sum of its parts.

The Team recommends proceeding with the “network model”, containing at least nine focal centers that together create the “ATUDOT LE’ISRAEL” network mechanism:

² Bouckaert, Geert, Guy Peters and Koen Verhoest. 2010. *The Coordination of Public Sector Organizations*. London, UK: Palgrave Macmillan.



A. The Prime Minister's Office: according to the network concept aimed at empowering the existing players throughout the Public Service Sector as a whole, the Team recommends the setting up in the Prime Minister's Office of a **Department for the Coordination and Development of "ATUDOT LE'ISRAEL"**. The department's personnel will monitor implementation of the recommendations in this report, accompany, as necessary, the setting up of management training programs, help develop the activity of the Executive Committees in the various systems, and gather best practices and make them

accessible, etc. The department will be set up and operate under the Director-General of the Prime Minister's Office or a function representing the Director-General, and it will have a multi-year budget at its disposal in the base of the National Budget that shall be determined by the Director-General of the Prime Minister's Office and by the Director of Budgets in the Ministry of Finance. It is recommended that an Executive Committee be set up headed by the Director-General of the Prime Minister's Office with the participation of the Civil Service Commissioner, the Director of Budgets in the Ministry of Finance, the Director of the Local Government Administration in the Ministry of Interior, and three representatives from the public with a background and experience in leadership, training and change management. Representatives from the Academia and from Third Sector organizations will be invited as observers to meetings of the Executive Committee, as necessary. It is recommended that the Executive Committee convene quarterly, and that it be responsible for approving annual work plans and budgets; it will also exercise control in respect of the director of the new department, including recommending termination of his/her service to the Director-General of the Prime Minister's Office. The department head will be selected by a Search Team (Vaadat Itur), as a position that is exempt from tender for temporary positions. It is proposed that the new department head be appointed the representative of the Prime Minister's Office on the Executive Committees of the various management training programs.

B. Civil Service Commission: the Team recommends expanding the responsibility of the “**Department of Cadets for Civil Service**”, which serves as a professional knowledge center that has accumulated relevant experience for management training program for the Civil Service. It is recommended that the department and the Executive Committee of the Cadets for Civil Service program be adapted to lead additional activities in the framework of “ATUDOT LE’ISRAEL”, with emphasis on knowledge retention, creation of channels feeding excellence for all the “ATUDOT LE’ISRAEL” programs, and that they be assigned responsibility for setting up cross-system programs in response to critical shortages of personnel such as engineers and the technological professions, an outstanding management training program for the ultra-Orthodox, etc. It is proposed that the director of the department of Cadets for Civil Service be appointed the representative of the Civil Service Commission on the Executive Committees of the various management training programs. The team also recommends engaging Civil Service Commission institutions in building “ATUDOT LE’ISRAEL”, and specifically: **the Senior Staff Administration**, which coordinates planning and development of the management training programs for staff leading the Civil Service, and as such, serves as a professional authority and knowledge center in the realm of management training programs and senior management; **the Department of Management Doctrine & Knowledge Management**, responsible for formulating the doctrine and the policy for human capital management in the

civil service, including all the professional aspects pertaining thereto, such as leadership, management, human capital, etc. **“the National Academy”**, in charge of training for senior management and management potential for senior management in the civil service, and which coordinates learning processes, training and collaborative knowledge and serves as a national knowledge center for the training of senior management; **the Strategic Planning and Policy Department**, which bears responsibility for long-range planning of the human capital in the Government system, with emphasis on professional shortages, planning channels for feeding excellence in the Civil Service, etc.

C. The Budget Department in the Ministry of Finance: the Team recommends that the **macro team** in the Budget Department of the Ministry of Finance, in collaboration with the relevant teams at the Budget Department, participate in the planning and execution of the work plans for “ATUDOT LE’ISRAEL”, and in particular, participate in the Executive Committees of the various programs. It is proposed that a representative of the relevant department be appointed the representative of the Budget Department on the Executive Committees of the various systems.

D. The Ministry of Social Affairs and Social Services: the Team recommends that the system-wide Executive Committee set up by the Ministry of Social Affairs and Social Services, in collaboration with the National Insurance Institute, lead “ATUDOT LE’ISRAEL” activities in the area of welfare

(see Chapter 6: A management training programs in the welfare system).

- E. Ministry of Health:** the Team recommends that the Executive Committee that was set up in the Ministry of Health to manage the "Inbar" program – a management training program for the healthcare system – be responsible for all the “ATUDOT LE’ISRAEL” programs in the area of healthcare, after the necessary adaptations (see Chapter 7: Management training programs in the healthcare system).
- F. Ministry of Education:** the Team recommends setting up a system-wide Executive Committee that will be responsible for all the “ATUDOT LE’ISRAEL” programs in the area of education (see below Chapter 8: Magement training programs in the education system).
- G. Local Government Administration in the Ministry of Interior:** the Team recommends that the **Local Authorities’ Human Capital Management Department in the Ministry of Interior**, which currently heads the cadet programs for local government, lead all the “ATUDOT LE’ISRAEL” activities on local government. The Team also recommends that the department be an active partner in leading programs that culminate in placement in local authorities, such as: “cadets for strategy and urban planning”, “cadets for informal education”, and any other program at the end of which cadets are hired by local authorities as employees (see Chapter 9: Management training programs in local government).

H. “ATUDOT LE’ISRAEL” forum: the Team recommends strengthening, by professional organizational oversight, the activity of the “ATUDOT LE’ISRAEL” Forum, an inter-sector forum that brings stakeholders together to build management training programs for the Public Service Sector in Israel, and that meets from time to time to discuss collaborations. The forum includes leaders of the management training programs; managers of training organizations; representatives of Government ministries including the Prime Minister’s Office and the Civil Service Commission; philanthropic organizations, etc. It is recommended that the activity of the forum be coordinated by the Department of Civil Service Cadets, the Coordination and Development Department in the Prime Minister’s Office and the Local Government Administration, in conjunction with graduates of ATUDOT LE’ISRAEL programs and with the management training programs themselves.

I. Graduates of “ATUDOT LE’ISRAEL”: the Team recommends strengthening, including by means of professional organizational oversight, collaborative work among all the graduates of “ATUDOT LE’ISRAEL” programs. This, in order to create continuity in the work that is done and to forge direct contact between graduates, so that graduates continue to maintain and promote the “ATUDOT LE’ISRAEL” network.

5. The following are several ancillary measures required, over and above the recommendations at the level of an individual management training program, an individual system, and at the level of the overall system-wide level:

- A.** The team recommends that a major objective of “ATUDOT LE’ISRAEL” be the aspiration to have all the population groups in Israel represented to the fullest extent possible in the various management training programs, on the road to their integration in all the senior management positions in the Public Service Sector (see Chapter 11: Proportional representation in management training programs);
- B.** The Team recommends advancing the setting up of an organized system of channels for entry of high-caliber human capital into the Public Service Sector via channels feeding excellence (see Chapter 12: Channels feeding excellence into the Public Service Sector).
- C.** The Team recommends assigning the Coordination and Development Department to be set up in the Prime Minister’s Office, in conjunction with the Ministry of Education and other relevant agencies, the task of promoting the ethos of the public servant in the public arena, with emphasis on participants in “ATUDOT LE’ISRAEL” programs (see Chapter 13: The ethos of the public servant).

- D.** The Team recommends continuing to support the promotion of programs, the setting up of which has already started, such as: a management training program for mid-level management at the Israel Tax Authority; a special management training program for outstanding candidates from the Ultra-Orthodox sector based on the unique model developed in the Ministry of Economy, in the “Department of Cadets of Civil Service” and in the Prime Minister’s Office, etc.
- E.** Finally, given the patience and the continuity required from an infrastructure project of this type, the Team recommends setting up a follow-up committee to examine the development and implementation of the “ATUDOT LE’ISRAEL” program, which will be launched in 2020.

Chapter 3: Methodology

The members of the **professional and Inter-ministerial Team** appointed by the Government consisted of: the Team chairman, Director-General of the Prime Minister's Office, on whose behalf the team was effectively managed by the Deputy Director-General of the Prime Minister's Office Yossi Katribas; a representative of the Accountant General in the Ministry of Finance Mordechai (Moti) Elisha; Director of Budgets in the Ministry of Finance Yonatan Bar Siman Tov; a representative of the Director of Wages in the Ministry of Finance Mohammad Rahman; a Ministry of Interior representative on local government Mordechai Cohen; Chief of Reform Implementation Staff in the Civil Service Commission Ron Zur; Head of the Department of Cadets for the Civil Service Omri Dagan; public's representatives: Dalit Stauber, Yaakov (Yankale) Berger and Isaac (Itzik) Devash; and the team coordinator Uri Herman from the Prime Minister's Office.

The Team received assistance from the “ATUDOT LE'ISRAEL FORUM”, an inter-sector forum that brings stakeholders together to build management training programs for the Public Service Sector in Israel, and that meets from time to time to discuss collaborations and to promote the issue. The forum includes the leaders of the management training programs, training organization managers, representatives of Government ministries including

the Prime Minister's Office and the Civil Service Commission, philanthropic organizations, etc. A team of three consultants from the strategy consulting company McKinsey³ accompanied the "ATUDOT LE'ISRAEL Forum" in a pro bono capacity. Important functions from the relevant Government ministries were co-opted to work with the Team, based on an awareness that it is difficult to promote restructuring without engaging the impacting and impacted parties.

Given the desire to improve the prospects of the Team's recommendations being implemented, several **sub-teams were set up to deal with the key issues under the Team's mandate:** information and data, mapping and segmentation of the public service, an up-to-date status report, training programs and resources, welfare, healthcare, education, local government, mechanisms for cultivating an ethos of public service, channels feeding excellence into the public service, mapping of the Targeted Positions that engage in the allocation of the key factors of production and other cross-system issues.

³ The detailed report drawn up by the "ATUDOT LE'ISRAEL Forum" with the aid of a team led by Ms. Adi Levitan from McKinsey, can be found at the following link: <http://www.csc.gov.il/Units/Reform/Documents/AtudotIsrael.pdf>. This report contains extensive information used by the Team, including a list of those interviewed who took part in the process.

The Team's work

The work plan defined for the sub-teams was based on a situational assessment that included gathering and processing of data on the workforce in the Public Service Sector in Israel (including the Civil Service, local government, State-owned companies, civil society organizations, etc.). In addition, dozens of interviews were conducted with stakeholders and with knowledge centers on the subject. A situational assessment was subsequently made of the existing and planned management training programs, and the various players in the realm were mapped, including characteristics, resources, structural barriers, and mechanisms for collaboration. At the same time, an international review was conducted of management training programs, and the public was called upon to submit position papers. This was followed by an in-depth study and mapping of the organizational structure of the stakeholders in the education, welfare, healthcare and local government systems. “Targeted Positions” were mapped (1% in most of the systems analyzed), and the main problems and challenges pertaining to the management training programs in each system assessed. The recommendations were subsequently specified at the level of the individual management training program, at the level of the series of programs required over the “lifecycle” of employees in the Public Service Sector, at the system-specific level, and at the level of the entire Public Service Sector, and ancillary steps of importance were formulated. Ways were also discussed of developing

mechanisms for cultivating an ethos of public service and developing management training programs to advance the key factors of production; position papers received from the public were reviewed, and a report was received that had been formulated by the “ATUDOT LE’ISRAEL Forum” with the aid of McKinsey consultants. The sub-teams employed a methodology according to which a snapshot of the current situation was taken, including mapping of the ecosystem; the Targeted Positions were mapped, barriers and successes in the development of management training programs identified; and a solution and preliminary steps for proceeding formulated.

The examination was based on several basic assumptions:

Not only addressing:

Central government,
75,000 employees

Incumbent senior public
servant management
(top down)

Entry-level cadet
programs

Training programs and
professional level



But also...

The Public Service Sector in its broadest sense,
including local government, state-owned companies,
nonprofits, etc. (one million people)

Setting up of a sustainable mechanism to create a
backbone of leadership in the Public Service Sector
(bottom-up) in the long term (planning tool)

Channels feeding excellence and management training
programs heralding change for mid-level management,
plus system-wide leadership programs for senior
management from within the workforce that already
exists in the Public Service Sector

Programs that build and network public servants'
agents of change and that accompany them over the
years of their careers

It should be noted that the Team was not given a mandate to address the areas presented below, but asserts that attention to these issues is important in order to maximize the potential of “ATUDOT LE’ISRAEL”. These issues are: continued implementation of the civil service reform and its replication in other sectors; the wage structure in the Public Service Sector; the structure of the Public Service Sector; academic programs in the area of public service; managerial flexibility in the Public Service Sector; and cross-system mobility in the Public Service Sector. It should also be noted that this report does not include aspects of governance and the system of government in Israel, which also have a decisive impact on how the Public Service Sector operates.

B

Snapshot of the existing situation



Chapter 4: Active management training programs – scale and present challenges

Management training programs in the Public Service Sector began to grow as local initiatives several decades ago, some within Government (such as the cadet program at the Foreign Ministry and the cadet program for foreign trade at the Ministry of Economy), and others in civil society, in collaboration with the Civil Service (such as Wexner, ELKA/JDC and Mandel programs).

In the past decade, there has been a substantial increase in the rate at which management training programs have been set up in the Public Service Sector, ranging from preparatory programs for the civil service, to cadet programs for central and local government, to management training programs for mid- and senior- level management.

The cadet programs created a new model for young people seeking to join the Public Service Sector and to participate in shaping the country's future. The programs created a path starting with an intensive training program, full subsidy for an academic degree, and subsequent placement throughout the Public Service Sector. Cadet training includes in-depth acquaintance with that part of public service relevant to their future placement, and includes several

pertinent areas of specialization, as well as acquaintance with Israeli society and the opportunities and challenges facing it. Cadet remuneration is generally composed of tuition fees, a stipend or salary, a high-caliber mentoring team, and broad-based enrichment programs, including travel for comparative studies with corresponding systems in other countries.

A watershed in this evolutionary process took place six years ago, with Government Decision 1244 of January 17, 2010. This decision adopted the main recommendations of “the Cadets for Public Administration Steering Team”⁴ to institute a “Cadets for the Civil Service”, in order to train and build a managerial reserve for promoting constructive change in the Civil Service.

It should be noted that the “Cadets for the Civil Service” program was preceded by the “Atidim – cadets for public administration” program. The program was set up in 2003, as a collaboration between the Civil Service and the Atidim nonprofit association, and had 6 classes (cycles), in which 148 cadets joined the Civil Service. At the time of the writing of this report, 78% of them are still working in the Public Service Sector, of whom 66% are in the Civil Service, the majority in key positions.

⁴ <http://www.csc.gov.il/Units/Cadets/Documents/TzoarimVeaadatIgui.pdf>

Inspired by “Cadets for the Civil Service” program, and in its previous incarnation, “Atidim – cadets for public administration”, and inspired by international models, several more cadet and management training programs for the Public Service Sector were established in recent years. These include: a cadet program for transportation infrastructure management, two cadet programs for local government (one in the North, the other in the South of the country), a cadet program for strategy and urban planning, a Teach First Israel (Hotam) program for training academics as teachers, and the cadet program for service in the police. Several programs were also established specializing in preparing participants for public service, and in managerial and professional empowerment of incumbent mid- and senior-level management.

The appeal of these management training program is reflected in the ever-growing number of applicants. In 2015, 5,000 young adults submitted their candidacy for the various management training program described above, of whom 500 were accepted, who then started intensive training tracks towards entering the Public Service Sector.

Active management training program

Below are the main management training programs active today:

The program's audience						
Training levels (ranks)	Central Government	Local Government	Education	Healthcare	Welfare	The Public Service Sector
Senior management	<ul style="list-style-type: none"> ■ "The National Academy" ■ National Security College ■ ELKA program for Director-Generals of Government ministries 	<ul style="list-style-type: none"> ■ ELKA program for senior management in local government 				<ul style="list-style-type: none"> ■ Wexner (one month)
Mid-level management	<ul style="list-style-type: none"> ■ Mimshak ■ ELKA: Program for Manager Development in the Budget Department ■ ELKA: "Sustainable Leadership" ■ ELKA: "Regional Directors" ■ Cadets for the civil service 	<ul style="list-style-type: none"> ■ Mandel, Leadership in the North ■ Mandel, Leadership in the Negev 	<ul style="list-style-type: none"> ■ Mandel Program for Educational Leadership ■ Mandel Program for Leadership in the Youth Movements and Youth Organizations ■ Avney Rosha 	<ul style="list-style-type: none"> ■ Inbar 	<ul style="list-style-type: none"> ■ ELKA programs for development of NII (National Insurance Institute) branch managers ■ Managerial reserve program in the NII 	<ul style="list-style-type: none"> ■ MAOZ Fellows ■ Wexner (Master's Degree) ■ Digital Leaders ■ ELKA "Merhav" ■ Mandel Programs for Leadership Development in the Ultra-Orthodox Community
Entry-level staff	<ul style="list-style-type: none"> ■ Cadets for the civil service ■ Ministry of Foreign Affairs cadets ■ Foreign trade cadets ■ Ministry of Tourism cadets ■ SHOHAM police cadets ■ Cadet program for transportation infrastructure management ■ Courses for inspectors and assessors in the Tax Authority 	<ul style="list-style-type: none"> ■ Cadets for local government - North - South ■ Cadets for strategy and urban planning 	<ul style="list-style-type: none"> ■ A variety of teacher training programs 			<ul style="list-style-type: none"> ■ Rothschild Ambassadors ■ Mandel Program for Social Leadership
Preparatory courses/ fellows programs	<ul style="list-style-type: none"> ■ Milken Fellows ■ Kriat Kivun ■ The Jewish Statesmanship Center ■ Begin Fellows 	<ul style="list-style-type: none"> ■ Ruach Hadasha (New Spirit) ■ Tel Aviv Municipality intern program 				

Efforts are currently underway to set up additional programs focusing on mid-level management in the Tax Authority, integration of the Ultra-Orthodox in the Civil Service, etc.

During the work by the Team, “ID Cards” were written for most of the management training programs operating in the public sphere in Israel, including the following details: the aims of the program, the number of participants, profile of the participants, program ownership, governance structure (Executive Committee and its composition), funding sources, training format, the searching and recruiting method, dropout rates, etc. This information is consolidated in a report published by the “ATUDOT LE’ISRAEL” Forum in July 2015.⁵

The Team found that the management training programs currently active in Israel have several challenges to contend with:

- Lack of stable sources of funding due to reliance on temporary State budgets and on short-term philanthropic funding.
- Absence of a placement mechanism and guaranteed jobs for some of the programs.
- Bureaucracy involved in the setting up and managing new programs.

⁵ <http://www.csc.gov.il/Units/Reform/Documents/AtudotIsrael.pdf>

- Underrepresentation of the various population groups in Israel.
- Challenges at the level of overall coordination, such as the absence of mechanisms for collaboration and mutual learning between the programs.
- Lack of continuity in the training.
- Quantitative discrepancy between the need for a managerial talent in the Public Service Sector and the number of cadets trained in the programs.

The Team also found that there are several Models for the extent of Government involvement in management training programs operating today – from wholly owned by the Government, to a joint venture with a third-party, to wholly owned by parties in the Third Sector (it should be noted that even in programs wholly funded by private entities, the Government participates in bankrolling the fellows' salaries and absences from work, substitute officers, etc.). The following are several examples of models for the extent of Government involvement:

Wholly owned by the Government

- Cadets for the Civil Service
- Ministry of Foreign Affairs cadets
- Foreign trade cadets
- Ministry of Tourism cadets
- Cadets for service in the police

Joint ventures

- Inbar
- Avney Rosh
- Digital Leaders
- Mimshak
- Cadets for local government
- Cadets for strategy and urban planning
- ELKA programs

Wholly owned by private entities

- Wexner
- Mandel
- MAOZ

The advantages of a model in which a Government entity owns the program are homogeneity between authority and responsibility, direct and readily available access to the decision-makers, budgetary stability and the fact that placement is conducted in an official manner, within the system, backed up by positions specially designated to that end. On the other hand, programs operating according to this model are subject to Government bureaucracy and have difficulty recruiting candidates from the Ultra-Orthodox and Arab sectors.

In a mirror image, the strengths of the model in which Third Sector entities own the program are reflected in their dynamism, willingness to make swift content adjustments, and not being dependent on the constraints of the Government bureaucracy (Mandatory Tenders Law, etc.). On the other hand, this model has

built-in weaknesses that are reflected in total reliance on philanthropic funding, which affects program stability: concerns about introducing sectoral content, and at times, an inability to place graduates in positions in the Public Service Sector.

Between these two models is a third one, based on “joint venture” principles. Under this model, a government organization engages with a Third Sector organization and both partners run and fund the program together, each side covering 50% of the costs, and aspiring to maximize the strengths of the two sides and to minimize their weaknesses. The disadvantage of this model is the challenge that it poses for mobilizing resources over time from civil society to fund the Public Service Sector.

The Team deems it fit to point out that given the need to encourage initiatives in the area of talent management, a model involving a 25% stake by an external entity and a 75% stake by the Government in “ATUDOT LE’ISRAEL” programs, as implemented in the Israel’s National Institutions (the World Zionist Organization, the Jewish Agency for Israel, Keren Kayemeth Lelsrael and Keren Hayesod), will enable more external training bodies to operate in this field. Under this model, the range of entities able to engage in this field will expand, and the volume of activity by “ATUDOT LE’ISRAEL” increased.

C

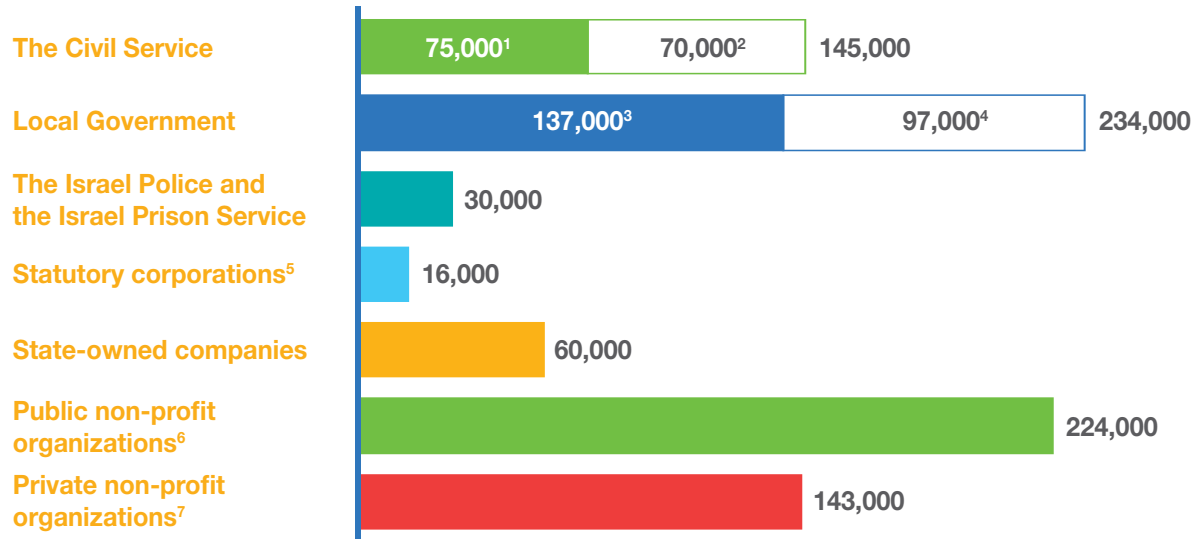
Management training programs: recommendations



Chapter 5: Analysis of the four main services systems for citizens (welfare, healthcare, education and local government)

At the core of the Public Service Sector in Israel are four key systems that serve a major portion of the citizen's basic needs: welfare system, healthcare system, education system, and local government. Under its broad definition, the Public Service Sector in Israel is more than one million strong who can be analyzed in several ways:

Organizational breakdown*



1 Government ministries, authorities, and State owned hospitals

2 Ministry of Education teaching staff

3 Including local authorities, municipal corporations, municipal associations, and religious councils

4 Teaching staff under the local authorities

5 Corporations such as: the Israel National Road Safety Authority, the Standards Institution of Israel, the Israel Antiquities Authority, the Israel Nature and Parks Authority, and the Israel Employment Service.

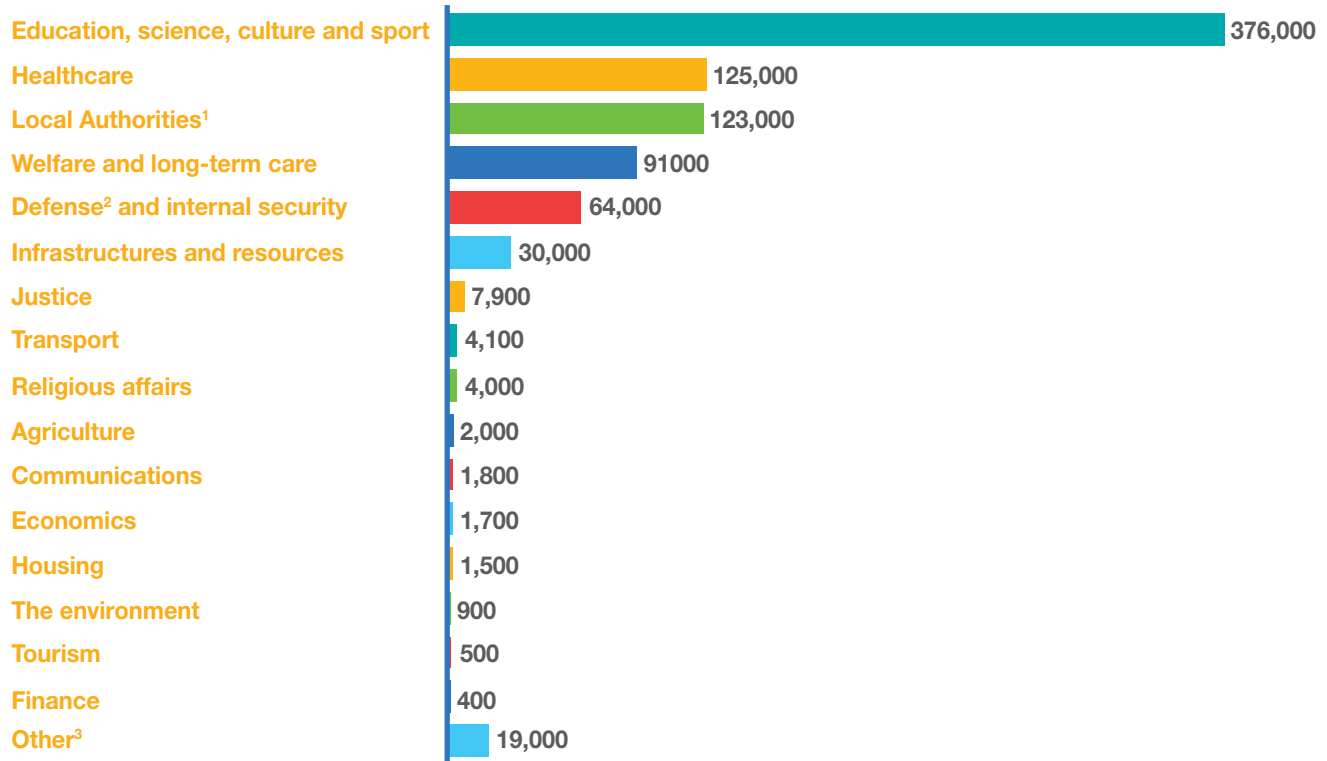
6 Public non-profit organizations in the area of education, healthcare, welfare and long-term care – institutions the majority of whose expenses ARE financed by the Government sector

7 Private non-profit organizations in the area of education, healthcare, welfare and long-term care – institutions the majority of whose expenses ARE NOT financed by the Government sector

*** The breakdown was calculated without IDF soldiers and without 100,000 long-term care workers employed by private companies**

Source: the CBS, first Quarter, 2015, Director of Wages reports, Civil Service Commission; the Registrar of Fellowship Societies, and the Ministry of Education

Breakdown according to branch (professional systems)*



1 All the employees in the various branches of the local authorities, apart from the teaching staff

2 Not including the IDF, the Mossad, and the GSS

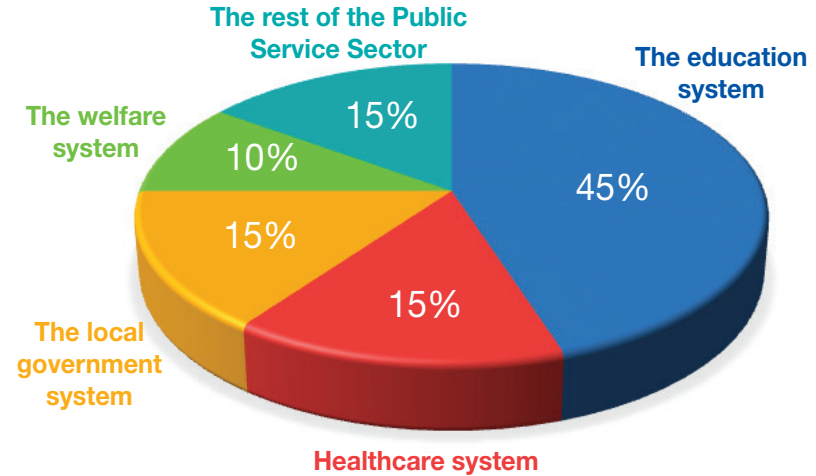
3 Others includes a large number of entities such as: the Tax Authority, The Population and Immigration Authority, the Ministry of Foreign Affairs, the Standards Institution of Israel, the Central Bureau of Statistics, the Prime Minister's Office, etc.

* **The breakdown was calculated without IDF soldiers and without 100,000 long-term care workers hired through private companies**

Source: the CBS, first quarter, 2015, Director of Wages reports; Civil Service Commission; the Ministry of Education

According to figures from the Central Bureau of Statistics⁶, in a breakdown according to specific systems, the education system constitutes 45% of the Public Service Sector, the healthcare and local government systems 15% each, and the welfare system 10%.

In the light of this, and in light of the importance of the issue, the following were recruited for the analysis work: the senior management of the Ministry of Social Affairs and Social Services, the senior management of the National Insurance Institute, the senior management of the Ministry of Health, the senior management of the Ministry of Education, and the senior management of the Local Government Administration in the Ministry of Interior.



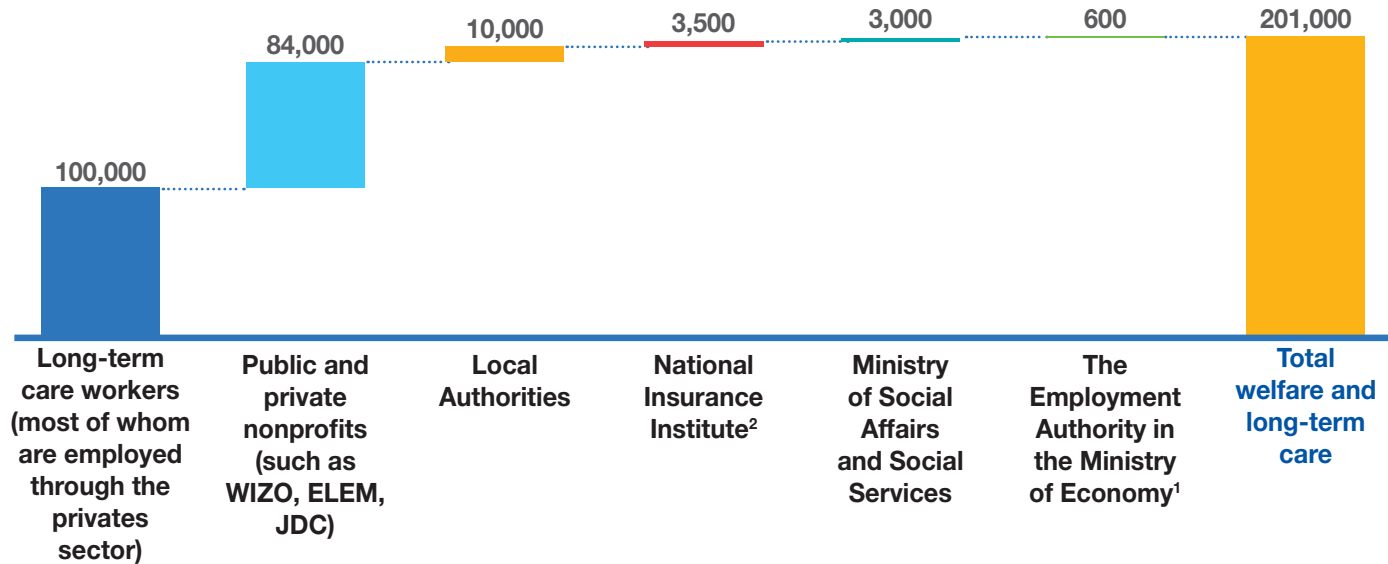
⁶ First quarter, 2015

In the aforesaid four systems, four teams were set up who worked according to the following methodology: in-depth learning and mapping of the organizational structure and the stakeholders in the system; mapping of “Targeted Positions”, on the assumption that as in the civil service, 1% of employees constitute the senior management echelon whose impact on the system is critical; assessment of the key problems and key challenges and gaps in the area of management training programs facing that system in the coming years; and characterization of a preliminary solution by means of management training programs and mechanisms for creating systemic accountability.

Chapter 6: Management training programs in the welfare system

The work of the sub-team on welfare included the participation of representatives from different sections of the welfare system: the Ministry of Social Affairs and Social Services, the National Insurance Institute, welfare staff from the Budget Department in the Ministry of Finance, the Central School for Training Social Workers, the Federation of Local Authorities, JDC Israel, etc.

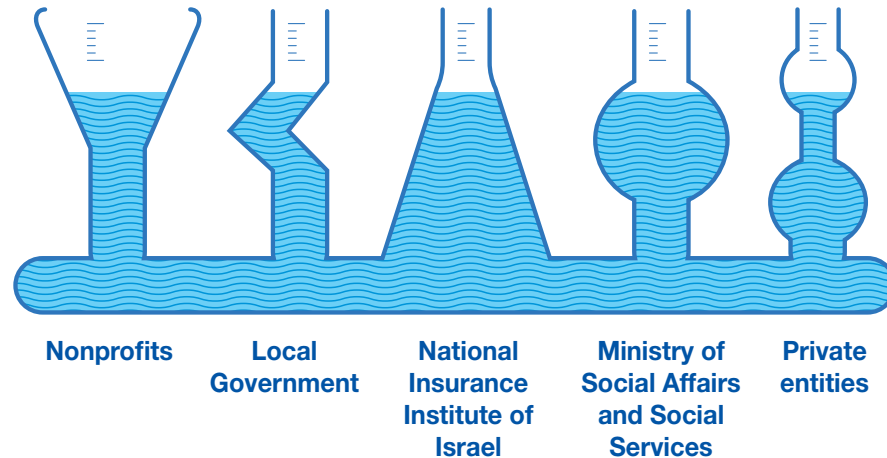
The sub-team formulated the distribution of employees in Welfare system in Israel as follows:



¹ From the Team's standpoint, the Employment Authority is included in the broad definition of welfare and long-term care

² The National Insurance Institute has another 3,000 volunteers

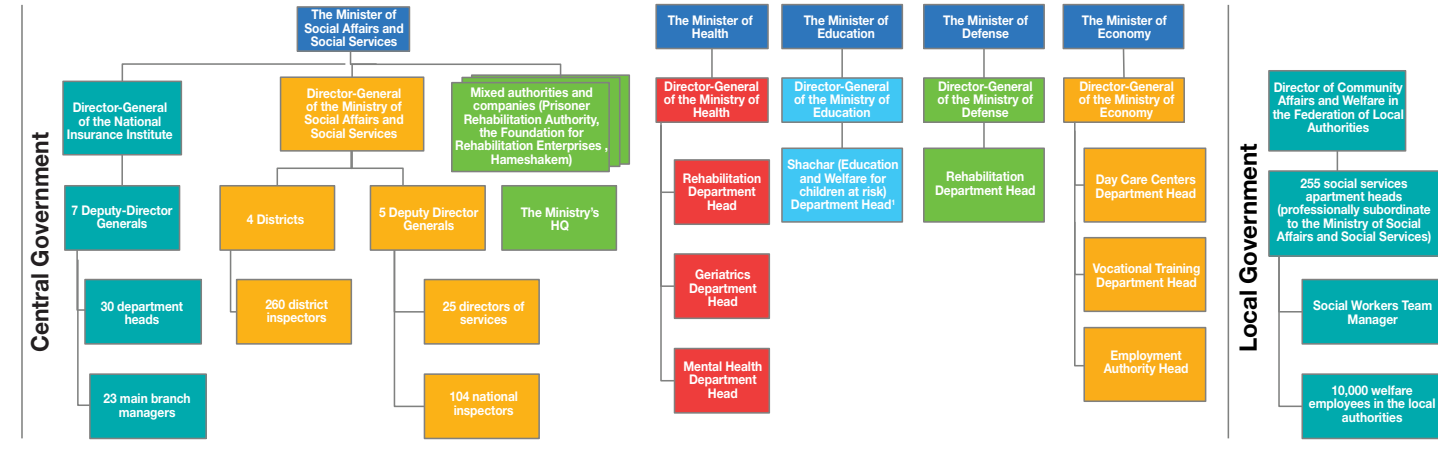
The welfare system operates as an 'inextricably intertwined' system, composed of a variety of entities and organizations impacted by one another, and hence the quality of the service provided to citizens, especially vulnerable groups, is dependent on the collaboration between them.



In addition, there are entities that influence the performance of the Ministry of Social Affairs and Social Services: the Ministry of Finance, the Ministry of Justice, and the workers' organizations

The sub-team built a preliminary organizational picture of the welfare system in Israel. This picture, while preliminary and not complete, creates a common language and allows work to start on building managerial talent from a system-wide perspective, rather than each organization focusing exclusively on its own managerial talent. As in the case of other systems, the welfare “ecosystem” includes players from the following three sectors:

The public sector



Civil society/ associations (Amutot)



Private suppliers



A total of 250 welfare associations (Amutot) with a turnover in excess of NIS 5 million each, and a total turnover of NIS 7.2 billion

The following are 1,200 Targeted Positions mapped in Welfare and social services system by the sub-team, jointly with the “ATUDOT LE’ISRAEL Forum”. The table is presented as a preliminary draft for the work that should be completed with a fine tooth comb regarding the welfare system.

Ministry of Social Affairs and Social Services 565		Ministry of Social Affairs and Social Services 565		The Ministry of Finance 4		Total	
Position	#	Position	#	Position	#		
Director-General	1	Director, Welfare Policy Planning	1	Accountant General, Ministry of Finance	1	Senior staff	26
Senior Advisor to the Minister	1	Director of Research	1	Deputy Accountant General, Ministry of Finance	1	Directors of Services	25
Senior Advisor to the Director-General	1	Principal of the Central School, Tel Aviv branch	1	Welfare Coordinator in the Budget Department	1	Directors of Subject Areas	11
Senior Deputy Director General, Division for Personal and Social Services	1	Executive Deputy Director General for Administration and Human Resources	1	Senior Office Coordinator in the Finance Department	1	Deputies	10
Deputy Director of the Division for Personal and Social Services	1	Director of Human Resources	1	The Ministry of Health 10		Senior coordinators	40
Director, Child and Youth Service	1	The Ministry's Accountant	1	Position	#	Directors of Departments	300
Director, the Service for Senior Citizens	1	The Ministry's Deputy Accountant	1	National Social Worker	1	CEOs of Associations/ NGOs (Amutot)	243
Director of the Service for Community Work, Neighborhood Renewal, and Immigrant Absorption	1	Director for Expenses and Payments	1	Head of Geriatrics Department	1	National Inspectors	111
Director, Service for Individual and Family Welfare	1	Director, Department for Budgeting and Economics	1	Director, National Unit Responsible for Geriatric Nursing	1	District Inspectors	260
Director, the Service for the Child (Adoption)	1	Director of Department (Chief Engineer)	1	Head, Rehabilitation Division	1		
Director, the Service for the Child (Adoption)	1	Director of Estates	1	Director, National Unit for Rehabilitation and Mobility Devices	1		
Director, Organization & Management in the Local Authorities	1	Legal Advisor	1	National Council for the Rehabilitation in the Community of Persons with Mental Disabilities.	1		
Senior Deputy Director General (Correctional Services and Alienated Youth)	1	Deputy Legal Adviser	2	Head of Mental Health Division	1		
Deputy Director, Division of Correctional Services and Alienated Youth	1	Director, Internal Audit Department	1	Director, the Department for Addictions Therapies	1		
Director, the Youth Rehabilitation Service	1	The Ministry spokesperson	1	Director, Rehabilitation Department, Mental Health Division	1		
Director, Service for Youth and Adolescents	1	Officer, Public Inquiries	1	Director, the Department for Treatment of People with Autism	1		
Director, the Service for Addictions Therapies	1	Director, Tel Aviv and the Central District	1	Union of Social Workers 1			
Director, the Juvenile Probation Service	1	Director, Haifa and the Northern District	1	Position	#		
Director, the Adult Probation Service	1	Director, Jerusalem District	1	Chair of the Union of Social Workers	1		
Director, Child Investigations and Special Investigations Service	1	Director, Southern District	1	Associations (Amutot) 243			
Supervisor of Hostels of the Youth Protection Authority	1	District Deputy Directors	5	Position	#		
Director, the Service for Treatment of People with Autism	1	National Inspectors (and their equivalents)	104	243 CEOs of Associations/ NGOs (Amutot) with a turnover exceeding NIS 5 million	243		
Deputy Director General, Welfare and Rehabilitation Services	1	Directors of Subject Areas	25	Academia			
Deputy Director of the Division for Rehabilitation Services	1	Services coordinators (and their equivalents)	60	Position	#		
Director, the Service for the Blind	1	District Inspectors (and their equivalents)	260	Heads of Schools for Social Work	5		
Director, Service for Rehabilitation in the Community	1	Senior Coordinators (similar to district inspector level for headquarters positions)	40	Private Hostels Committee 1			
Director, the Service for Occupational Rehabilitation	1	CEO, Hameshshem	1	Position	#		
Director, the Service for Out of Home Rehabilitation	1	CEO, Keren - Vocational Rehabilitation Centers	1	Head of Committee	1		
Senior Deputy Director General (Treatment Services for People with Intellectual Developmental Disabilities)	1	Prisoner Rehabilitation Authority 2		Public Hostels Committee			
Deputy Director of the Division for the Treatment Services for People with Intellectual Developmental Disabilities	1	Position	#	Position	#		
Director, Service in the Community	1	Chair of the Authority Council	1	Head of Committee	1		
Director, Service for Assisted Living	1	Director, Prisoner Rehabilitation Authority	1	Employment Service-Ministry of Economy 6			
Director for a subject area (Assessment, Advancement and Placement)	1	National Insurance Institute¹ 62		Position	#		
Head Doctor (Institutions)	1	Position	#	Chair, Employment Service Council	1		
Director, Division for Community Resources	1	Director-General	1	Director-General	1		
Director, Department of International Relations	1	Deputy Director-Generals	7	Deputy Director, Operations	1		
Director, Volunteering	1	Accountant	1	Deputy Director, Planning	1		
Director, Public Institutions	1	Main branch managers	23	Director, Employers	1		
Director, Department of Appellate Committees and Assistance to Individuals	1	Directors of Divisions	30	Deputy Director, Placement	1		
Director, National Program (for Children and Youth at Risk)	1	Local Government 303					
Deputy Director, National Program (for Children and Youth at Risk)	1	Position	#				
Director, Department of Information Systems	1	Directors of Social Affairs Departments in the local authorities	300				
Senior Director, Technologies and Development	1	Director of Community Affairs and Social Welfare in the Federation of Local Authorities	1				
Director, Special-Purpose Systems	1	Chair of the Forum of Directors of Social Affairs Departments in the Arab Local Authorities	1				
Director, Payments Systems	1	Chair of the Forum of Directors of Social Affairs in the Local Authorities	1				
Director, Information Security	1						
Director, Division of Headquarters and Ministry Site Applications	1						
Director of the Division for Research, Planning and Training	1						

The welfare system in Israel relies on the strengths that characterize most of the employees in it: high education levels, professionalism and considerable prudence, and a strong ethical and moral commitment.

However, the sub-team identified gaps in the social welfare system – lack of a system wide and cross-system view of the welfare field: absence of structured career and promotion path, resulting in relatively slow replacement and late entry into management positions; difficulty in the transitioning of employees between the Ministry of Social Affairs and Social Services HQ and work in the field; aspects lacking in the training and in the management and strategic tools that social workers possess as they advance to management levels; an inherent difficulty in defining results and measuring the achievements of the welfare services.

During the analysis, the sub-team came to several conclusions. The point of reference is the service given to citizens, and it requires a systemic, holistic approach and a principled commitment on the part of workers and managers alike. The welfare field is a single system that includes the Ministry of Social Affairs and Social Services, the National Insurance Institute, as well as the local authorities and many civil society organizations. Accordingly, training tracks must be characterized that include players from the entire field, and cross-system collaborations encouraged. Cross-system management training must be strengthened, as the present training in the Ministry of Social Affairs and Social Services and in the National Insurance Institute is viewed primarily through the professional prism.

Recommendations

In the light of this, the sub-team formulated four recommendations:

1. Consolidating the status of an Executive Committee headed by the Director-General of the Ministry of Social Affairs and Social Services and the Director-General of the National Insurance Institute, responsible for charting policy, and for initiating and auditing management training programs throughout the welfare system in Israel. The Executive Committee, established recently, is composed of representatives from across the welfare system including, department managers and district representatives in the Ministry of Social Affairs and Social Services, a representative of the Civil Service Commission, representatives of JDC Israel, the Council of Social Work, the Prime Minister's Office, the Budget Department in the Ministry of Finance, the Central School for the Training of Social Workers, the Local Government Administration in the Ministry of Interior, the Federation of Local Authorities, the National Insurance Institute, representatives of the public, and any other representative as the chairpersons deem fit. In order to enhance its work, it is proposed that in the coming years the Executive Committee be accompanied by a professional body to support the ongoing development of its capabilities.
2. Setting up of a management training program for mid-level management of all the entities in the welfare system. The Executive Committee will set up a management training program for mid-level management in the welfare

system. The rationale for setting up this program is based on the premise that mid-level managers have an impact on the system, and will, in all likelihood, become the leaders of the welfare system in the future. In addition, in contrast to senior level management, they have a greater number of requests for training and for professional and personal development.

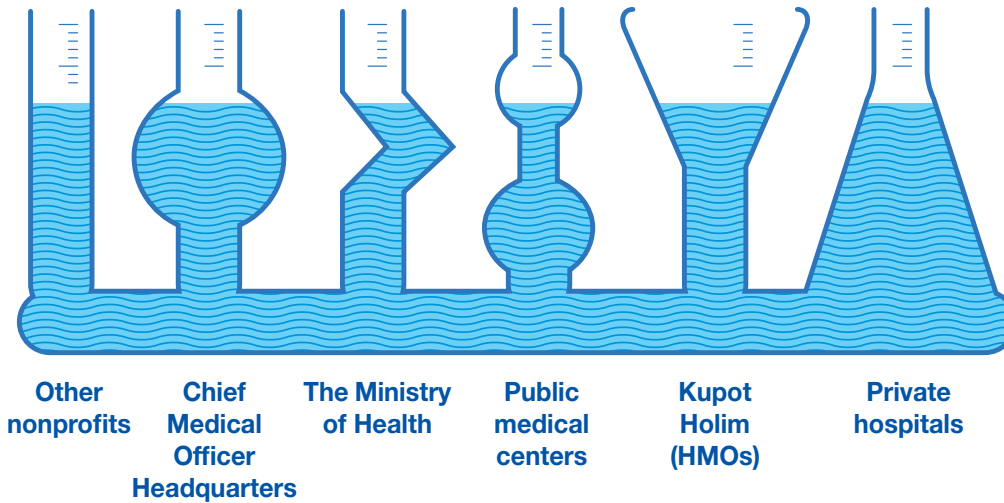
Including representatives from all the entities in the system will enable a broad dialogue and kicking off of additional cross-system programs and initiatives in the future. The shared core values that will be inculcated in the participants in the program will also indirectly impact other employees and managers in the organizations they come from.

3. Continued administrative work to promote managerial talent in the welfare system.
4. The challenges in analyzing and planning managerial talent in the welfare system demand additional in-depth work on a wide range of issues. It is proposed that the Executive Committee to be set up lead these activities, such as: setting up of additional specially designated management training program in the welfare system (cross-system programs for senior management, etc.); coordination of processes in the welfare system (such as a course for inspectors) within the management training program; tools and methods for increasing mobility within the welfare system (integrated tenders); and systematic integration of graduates of the various cadet programs in the welfare system, etc.

Chapter 7: Management training programs in the healthcare system

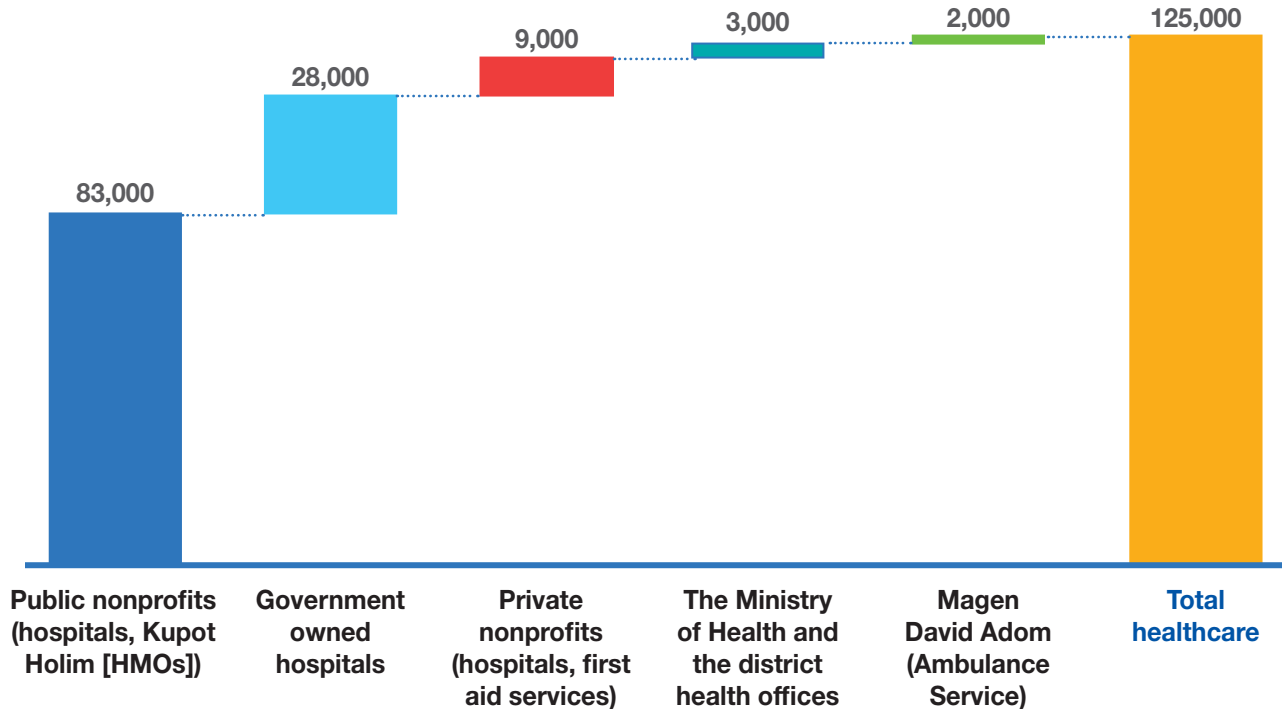
The healthcare system in Israel is impacted by several key entities operating in the Public Service Sector and in the private sector: the Ministry of Health, the public hospitals, Kupot Holim (HMOs), private hospitals, the IDF Medical Corps, and various associations (Amutot). The various entities have reciprocal relationships, so that the ability of each entity to act is influenced by the actions of the other entities. In addition, there are also other entities that impact the system's operation, including the Ministry of Finance, entities in local government, and workers organizations.

As in the case of other systems analyzed by the Team, the healthcare system also operates as an 'inextricably intertwined' system, composed of a variety of entities and organizations impacted by one another, so that the quality of the service offered to citizens is dependent on the collaboration between them.



In addition, there are factors that influence the implementation capability of the healthcare system: the Ministry of Finance, the Ministry of Justice, and the workers' organizations

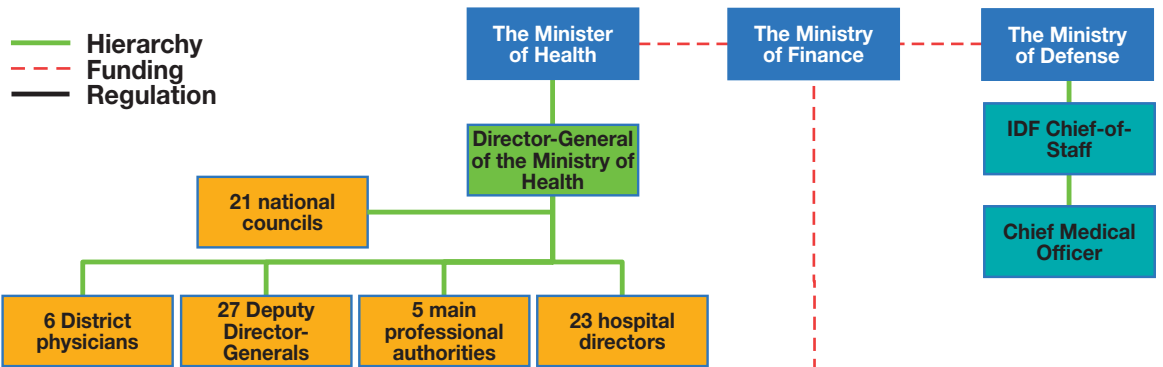
The sub-team examined the distribution of personnel in the healthcare system in Israel. The healthcare system in Israel employs 125,000 personnel, of whom over 95% are in hospitals and in the Kupot Holim (HMOs).



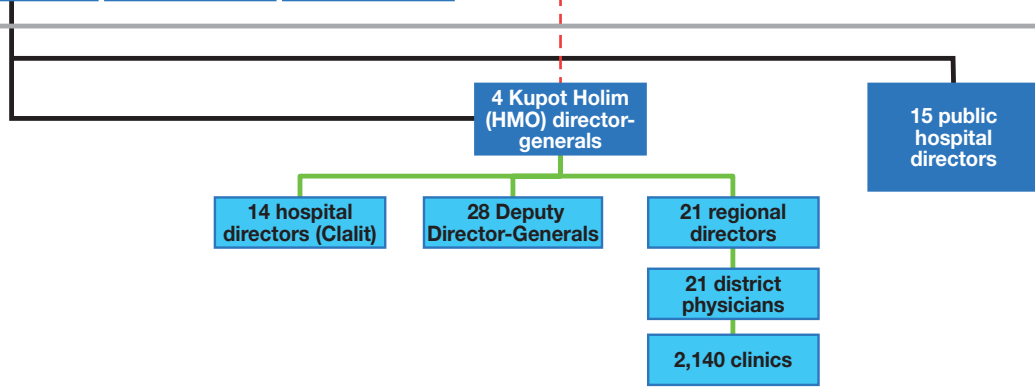
The vast majority of functionaries in the healthcare system belong to one of the following four occupational sectors: medicine, long-term care, paramedical, and administration.

The healthcare system, which functions as a complete 'ecosystem', includes players from the following three sectors:

The public sector – Ministry of Health



The public sector – Kupot Holim (HMOs), and public hospitals



Additional entities

The social sector Local Government Workers' organizations The private sector

The following are 520 Targeted Positions mapped in the healthcare system by the sub-team on healthcare, jointly with the “ATUDOT LE’ISRAEL Forum”. The table is presented as a preliminary draft for the work that should be completed with a fine tooth comb on the healthcare system. The vast majority of functionaries in the healthcare system belong to one of the following four occupational sectors: medicine, long-term care, paramedical, and administration.

Ministry of Health headquarters

54

Position	#
Director-General	1
Deputy-Director-General of the Ministry of Health	1
Director-General of the Government Medical Centers Authority	1
Senior Deputy Director of Medical Services	1
Director of the Medical Administration	1
Deputy Director of Medical Centers	1
Senior Deputy Director, Information and Computing	1
Senior Deputy Director for Economic Development	1
Deputy Director for Control of the Kapot Holim (HMOs) and Healthcare Services	1
Deputy Director-General for Information and International Relations	1
Senior Deputy-Director for Strategic and Economic Planning	1
Senior Deputy-Director of Planning, Development & Construction of Medical Facilities	1
Senior Deputy Director-General of Budgeting and Pricing, Director of Quality and Service Administration	1
Director of the Medical Technologies and Infrastructures Administration	1
Director of Public Health Services	1
Senior General Deputy Director-General of the Human Resources Administration	1
Head psychologist	1
National Head Nurse and Head of the Nursing Administration	1
National Physiotherapist	1
National Superintendent (Occupational Therapy)	1
National Speech Therapist	1
Public Complaints Commission for Healthcare Professions	1
Public Complaints Commission under the National Health Insurance Law	1
Chief Scientist	1
Legal Council	1
Head of the Pharmacy Department	1
Head of the Mental Health Department	1
Head of the Dental Health Department	1
Head of the National Food Service	1
Head of the Emergency Department	1
Head of Geriatrics Department	1
National Social Worker	1
Head Nurse for Public Health	1
District physicians	6
District Geriatric Specialists (including Ashkelon)	7
District Psychiatrists	6

Government owned hospitals

132

Position	#
Directors of Medical Centers (hospitals)	23
Deputy Directors of Medical Centers (hospitals)	35
Administrative Directors	26
Head Nurses	24
Chief Financial Officers	24

Kupot Holim (HMOs)

183

Position	#
Director-General	4
Deputy Director	28
District directors	21
District physicians	21
Head district nurse	14
Directors of Chair Medical Centers	23
Deputy Directors of Chair Medical Centers	14
Head Nurse of Chair Medical Centers	14
Administrative Directors of Chair Medical Centers	14
Chief Financial Officers of Chair Medical Centers	9

Medical Schools

5

Position	#
Head of the Hebrew University Hadassah Medical School	1
Head of the Sackler School of Medicine at Tel Aviv University	1
Head of the Faculty of Health Sciences at Ben-Gurion University of the Negev	1
Head of the Rappaport Faculty of Medicine at the Technion	1
Head of the Bar Ilan University Faculty of Medicine in the Galilee	1

Municipal-Government owned hospitals

17

Position	#
Bnei Zion	
Director of the Bnei Zion Medical Center	1
Deputy Directors of the Bnei Zion Medical Center	2
Administrative Director at Bnei Zion	1
Head Nurse at Bnei Zion	1
Ichilov	
Director of the Secorday Medical Center (Ichilov)	1
Director of the Ichilov General Hospital	1
Deputy Director for Physician Affairs at Ichilov	1
Deputy Director-General of the Ichilov Medical Center	1
Director of the Rehabilitation Hospital Deputy Director for Operations at Ichilov	1
Deputy Director-General for Human Resources at Ichilov	1
Deputy Director-General of Logistics and Infrastructures at Ichilov	1
Deputy Director for Quality Control and Risk Management and Deputy Chief Financial Officer at Ichilov	1
District Nursing Services (Head Nurse) at Ichilov	1
Director of Information Systems and Operation at Ichilov	1
Director of Research & Development at Ichilov	1

Local Government

4

Position	#
Director-General of the Tel Aviv Municipality	1
Deputy Director for Human Resources, Tel Aviv	1
Director-General of the Haifa Municipality	1
Deputy Director for Human Resources, Haifa	1

The Ministry of Finance

4

Position	#
Director of Wages and Wage Agreements in the Ministry of Finance	1
Deputy Director of Wages, responsible for the healthcare system	1
The Director of Budgets	1
The Deputy Director of Budgets for Social Welfare Issues	1

National Councils for Health

21

Position	#
Chair, National Councils	21

Public medical centers

73

Position	#
Hadassah	
Director of Hadassah	1
Deputy Director of Hadassah	1
Directors of Hadassah Medical Centers	2
Deputy Directors of Hadassah Medical Centers	5
Head Nurses of Hadassah Medical Centers	2
Administrative Directors of Hadassah Medical Centers	2
Chief Financial Officers of Hadassah Medical Centers	2

Position	#
Shaare Zedek	
Director of the Shaare Zedek Medical Center	1
Deputy Director-General for Administration and Director of Human Resources at Shaare Zedek	1
Deputy Director for Nursing at Shaare Zedek Deputy Director of Medicine at Shaare Zedek	1
Chief Financial Officer at Shaare Zedek	1
Deputy Director of Medicine at Shaare Zedek	1
Head of the Logistics and Engineering Department at Shaare Zedek	1
Director of the Patient Administration Services Department at Shaare Zedek	1
Director of the Information Systems Branch at Shaare Zedek	1

Position	#
Mayanei Hayeshua	
Director of Mayanei Hayeshua	1
Medical Director of Mayanei Hayeshua	1
Deputy Director of Mayanei Hayeshua	1
Administrative Director at Mayanei Hayeshua	1
Deputy Medical Director and Representative of the Rabbinic for Medical Ethics at Mayanei Hayeshua	1
Director of Nursing at Mayanei Hayeshua	1

Position	#
Laniado	
Director of Laniado	1
Head Doctor at Laniado	1
Deputy-Director of Laniado	1
Head Nurse at Laniado	1
Administrative Director at Laniado	1
Chief Financial Officer at Laniado	1
English Mission Hospital	
Directors of the English Mission Hospitals	3
Head Nurses of the English Mission Hospitals	3
Administrative Directors of the English Mission Hospitals	3
Chief Financial Officers of the English Mission Hospitals	3

Position	#
Al-Makassed	
Director of Al-Makassed Hospital	1
Administrative Director of Al-Makassed	1
Head Nurse at Al-Makassed	1
Chief Financial Officer of Al-Makassed	1

Position	#
St. Joseph's Hospital	
Director of St. Joseph's Hospital	1
Administrative Director of St. Joseph's Hospital	1
Head Nurse at St. Joseph's Hospital	1
Chief Financial Officer of St. Joseph's Hospital	1

Position	#
St. John's Hospital	
Director of St. John's Hospital	1
Administrative Director of St. John's Hospital	1
Head Nurse at St. John's Hospital	1
Chief Financial Officer of St. John's Hospital	1

Public medical centers

73

Position	#
Italian hospital in Haifa	
Director of the Italian hospital in Haifa	1
Administrative Director of the Italian hospital in Haifa	1
Head Nurse of the Italian hospital in Haifa	1
Chief Financial Officer of the Italian hospital in Haifa	1
Augusta Victoria Hospital	
Director of the Augusta Victoria Hospital	1
Administrative Director of the Augusta Victoria Hospital	1
Head Nurse of the Augusta Victoria Hospital	1
Chief Financial Officer of the Augusta Victoria Hospital	1
Bikar Cholim Hospital	
Director of the Bikar Cholim Hospital	1
Administrative Director of the Bikar Cholim Hospital	1
Head Nurse at Bikar Cholim Hospital	1
Chief Financial Officer at Bikar Cholim Hospital	1
Roif Crescent Hospital	
Director of the Roif Crescent Hospital	1

Magen David Adom (Ambulance Service) in Israel

8

Position	#
Director	1
Director of the Training and Information Department	1
Director of the Organization & Administrative Department	1
Director of the Department of Medicine	1
Director of the Operations Department	1
Director of the Finance Department	1
Director of the Blood Services Division	1
Manager of the Logistics Department	1

Amutot (Associations)

3

Position	#
Chair of the Emoth Association (Amuta) Executive Committee	1
Executive Director of the Emoth Association (Amuta)	1
Chair of the Association for Public Health Services	1

The IDF Medical Corps

8

Position	#
Chief Medical Officer	1
Deputy Chief Medical Officer	1
Commanders at the IDF Medical Regional Command	4
Officers at Soldiers Medical Regional Command	2

Histadrut (Labor Federation)

10

Position	#
Chair of the Israeli Medical Association	1
Chair of the Israeli Medical Association	1
Chair of the Association of Kupat Holim Physicians	1
Chair of the Scientific Council	1
Chair of the Histadrut (Labor Federation)	1
Chair of the National Association of Nurses	1
Chair of the State Employees Union	1
Chair of the Union of Social Workers	1
Chair of the Israeli Paramedic Organization	1
Chair of the Microbiologists	1

From an analysis of the mapping results, it transpires that the main positions in the system are:

- 1. The Ministry of Health:** senior managers and officeholders at the headquarters of the Ministry of Health and in the districts.
- 2. State owned and public hospitals, and the hospitals of the Clalit HMO:** the five leading officeholders in the state-owned hospitals consist of the director, deputy director, administrative manager, head nurse and financial officer. The basic breakdown into these five officeholders is also standard practice at the public hospitals and at the two state-owned – municipal hospitals (Ichilov in Tel Aviv and Bnei Zion in Haifa), though in the largest hospitals, the breakdown is slightly different, and includes several additional management positions. The hospitals of the Clalit HMO also have the five leading officeholders: director, deputy director, administrative manager, head nurse and financial officer, but in addition, a director of marketing and services as well.

3. Khupot Holim (HMOs): director, deputy director, district directors, district physicians, and district nurses.

Despite management of the healthcare system being complex and demanding, development of the managerial talent in the healthcare system is only partial, primarily mid-level management. The HMOs operate training and development programs for mid-level and senior management, but usually in the context of the HMO's local needs, or specific professional needs, and not always on a systematic basis. The ability of the HMOs to adopt such processes is influenced by their size and by budgetary constraints. The IDF's Medical Corps is the only entity that has managerial training in place at all management levels.

The following is a graphic illustration of the current training situation in the healthcare system:

	Private hospitals	Kupot Holim (HMOs)	Public medical centers	The Ministry of Health	The IDF Medical corps	Other nonprofits
Senior management	—	✓	✗	✗	✓	—
Mid-level management	—	✓✗	✓✗	✓✗	✓	—
Entry-level staff	—	✗	✗	✓✗	✓	—
Feed channels	—	✓✗	✓✗	✓✗	✓	—

From the work of the sub-team, it emerges that management in the healthcare system has certain prominent characteristics, including the operation of frameworks 24 hours a day, 7 days a week, operation of frameworks in emergencies, and utilization of personnel from different occupational sectors. These characteristics strengthen the special value inherent in the mobility of officeholders between organizations within the healthcare system.

The healthcare system in Israel has several strengths that can aid the continued development of high-caliber managerial talent. Firstly, the system is characterized by a common professional language used in defining management levels. Secondly, broad agreement exists between the organizations as to the system's main challenges, alongside a full willingness of all the players to cooperate, under the Ministry of Health's leadership. It should be noted that the IDF's Medical Corps plays an important role as a fountain spring of doctors with management competencies for mid- and senior-level management.

In addition, the healthcare system effectively constitutes a role model, having already launched a management training program for the healthcare system (Inbar) in the summer of 2015, and it is expected to train the future directors of the hospitals and healthcare organizations in Israel. The Inbar program, the first class of which was launched in October 2015, offers a special model, and hopefully a successful one, for training the managerial reserve in the healthcare system, in collaboration with all the entities in the system. It is a program aimed at developing managerial talent among doctors, and includes: an MBA including a study unit on medical administration, specialization in medical administration and leadership training, healthcare system challenges from an official, cross-sector perspective, as well as moral and ethical aspects. The program's Executive Committee comprises officeholders representing various entities in the healthcare system as well as representatives of the public.

However, the sub-team identified several barriers and challenges relating to the planning and development of the managerial talent in the healthcare system, such as: a shortage of resources, which affects medium and long-term planning; lack of prestige in becoming a manager in the eyes of the doctors suited to a management role, and the range of alternatives for professional advancement; being cut off from clinical practice, lower salary and diminished professional recognition deters a large proportion of the doctors from switching to a managerial career path; lack of mobility and little transfer between organizations, and between headquarters and work in the field; different employment format methods; different wage agreements between the different organizations, which creates gaps between organizations and poses difficulties for management flexibility; the fact that training and development programs for mid-and senior-level management were built with a view to local needs, etc.

Recommendations

Based on its systemic, multidisciplinary approach that values the development of managers who have a comprehensive vision of the system, the sub-team recommends the following steps:

1. Adapting the Executive Committee set up in the healthcare system for the Inbar program in order to enable it to lead and monitor other management training programs in the healthcare field

The Executive Committee will be responsible for charting policy, and for initiating and monitoring management training programs throughout the healthcare system in Israel. It is recommended that it also formulate recommendations for removing barriers that make it difficult for officeholders to move between organizations and to develop their careers.

The Executive Committee will continue to be headed by the Director-General of the Ministry of Health, and will be composed of representatives from the healthcare system as a whole: senior officeholders from the Ministry of Health management, representatives from the Civil Service Commission, representatives of the HMOs, representatives from the Prime Minister's Office, a representative from the Budget Department in the Ministry of Finance, a representative from local government, representatives of the public, and any

other representatives as the chair sees fit. In order to refine its work, it is proposed that in the coming years the Executive Committee be accompanied by a professional body to aid in the ongoing development of its capabilities.

2. Setting up a management training programs for mid-level management in the occupational sectors of long-term care, administration and paramedicine

The Executive Committee will open and institute training programs for managerial talent in the healthcare system on the basis of the Inbar model. These programs will be aimed at mid-level managers from all the organizations in the healthcare system, who constitute a managerial talent for the occupational sectors of long-term care, administration and paramedicine, and the programs will deal with content relevant to the future needs of the system from a comprehensive official perspective. The programs will provide participants with a system-wide understanding and some degree of knowledge about other professional areas that extend beyond their immediate field of specialization, on the assumption that management of the healthcare system demands that.

3. Continued administrative work to promote managerial talent in the healthcare system

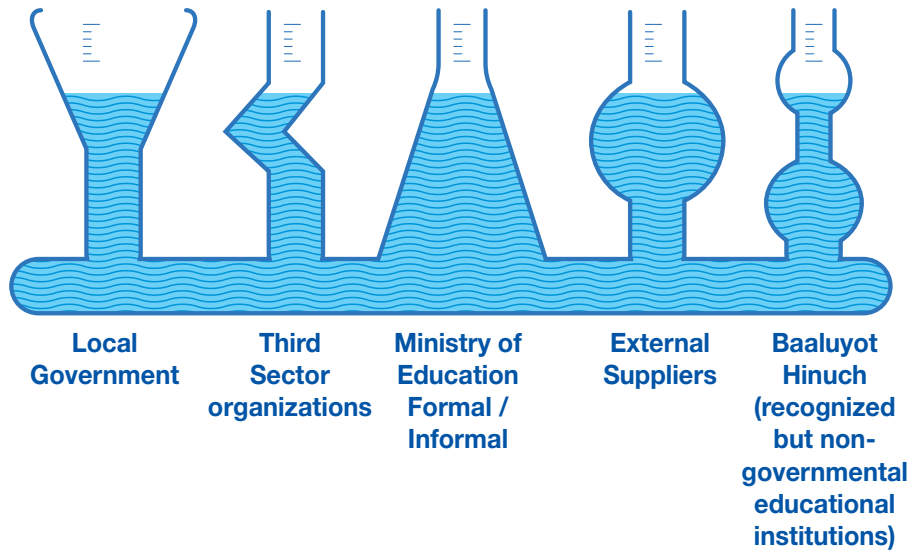
The challenge inherent in analyzing and planning managerial talent in the healthcare system requires additional in-depth work on many other issues,

such as: setting up of inter-organizational occupational forums to cultivate human capital equipped with a system-wide vision in the area of healthcare; examination of the opening up of screening and staffing processes for officeholders for Targeted Positions to a broader audience, on the basis of Search Teams (Vaadat Itur) or public tenders (today, the process is open only to doctors and not to the other professions in the healthcare system); examination of the rules for seeking out, screening and training candidates for senior management positions in the healthcare system, etc. It is proposed that the Executive Committee lead this work.

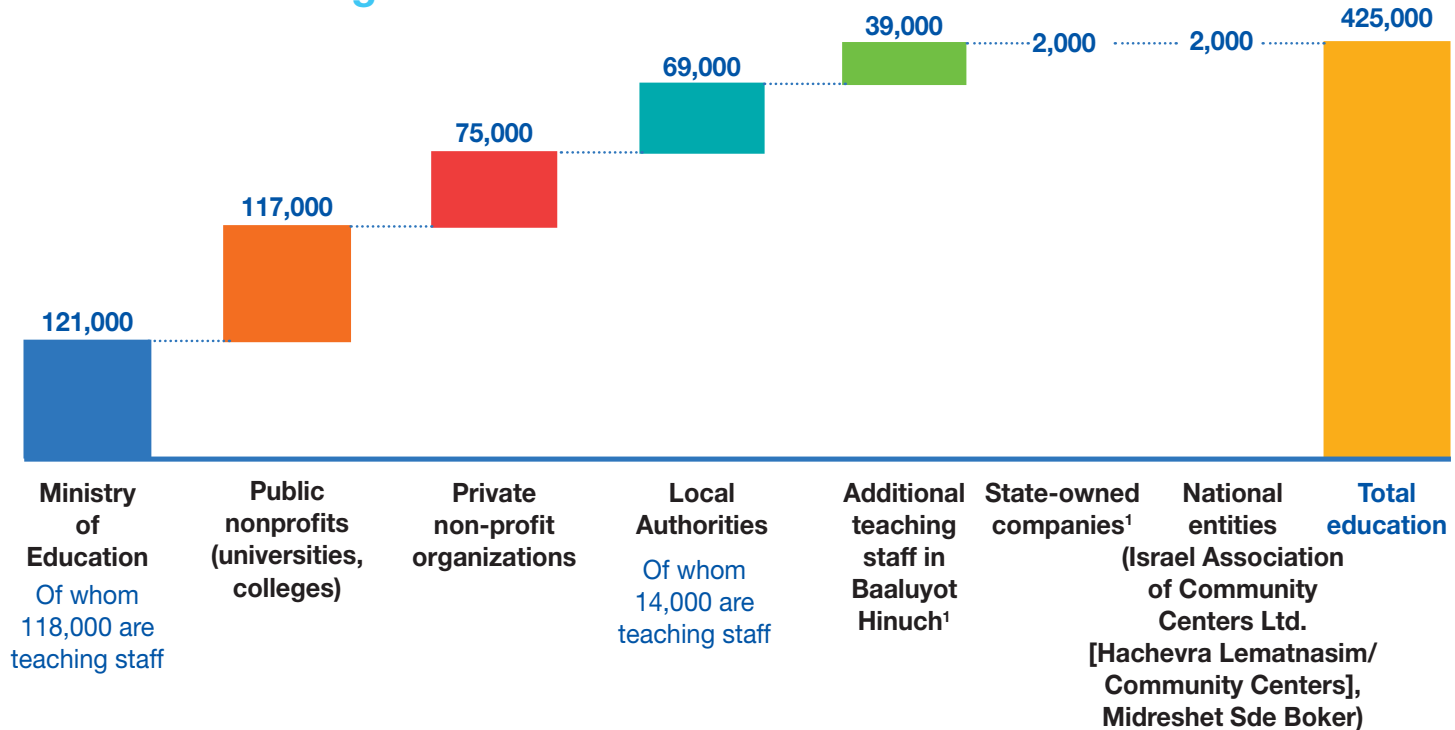
Chapter 8: Management training programs in the education system

The education system has many and varied challenges: promoting the skills of the 21st century, promoting equal opportunity, maintaining the continuity of education from early childhood to the end of high school, and adapting the education system to the digital age, etc. The challenges of the education system is influenced by all kinds of factors. As we see it, the various tiers of leadership in the education system play a central role and influence the way in which the challenges are dealt with. Therefore, at the heart of the theory of change in the talent management programs in education in education lies the assumption that leaders working to change realities can have a decisive influence on changing the reality (the system's challenges) in the present and in the future.

As in the case of other systems analyzed by the Team, the education system also operates as an 'inextricably intertwined' system, composed of a variety of entities and organizations impacted by one another. The quality of the service offered to citizens is dependent on the collaboration between them.

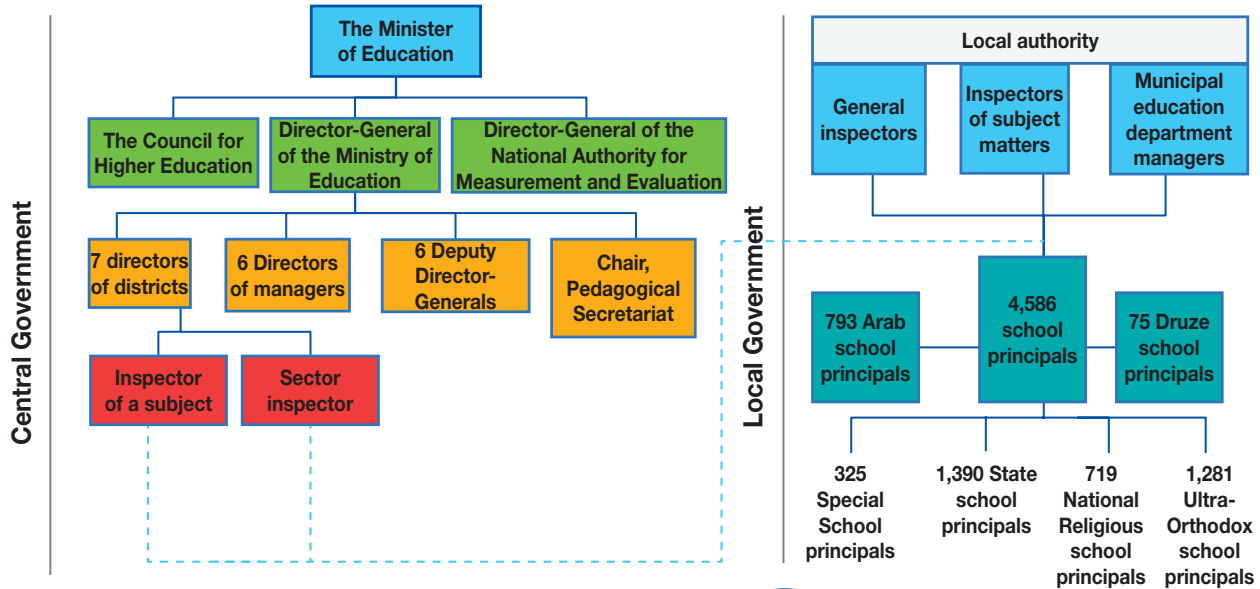


The sub-team formulated the distribution of the employees in the education system in Israel. The education system currently has a workforce of 425,000, of whom 40% are teaching staff.

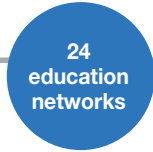


¹ Including education networks (ORT, AMAL), private schools, etc.

The education system, functioning as a complete 'ecosystem', includes players from the following three sectors:



Civil society/ associations (Amutot)



Additional

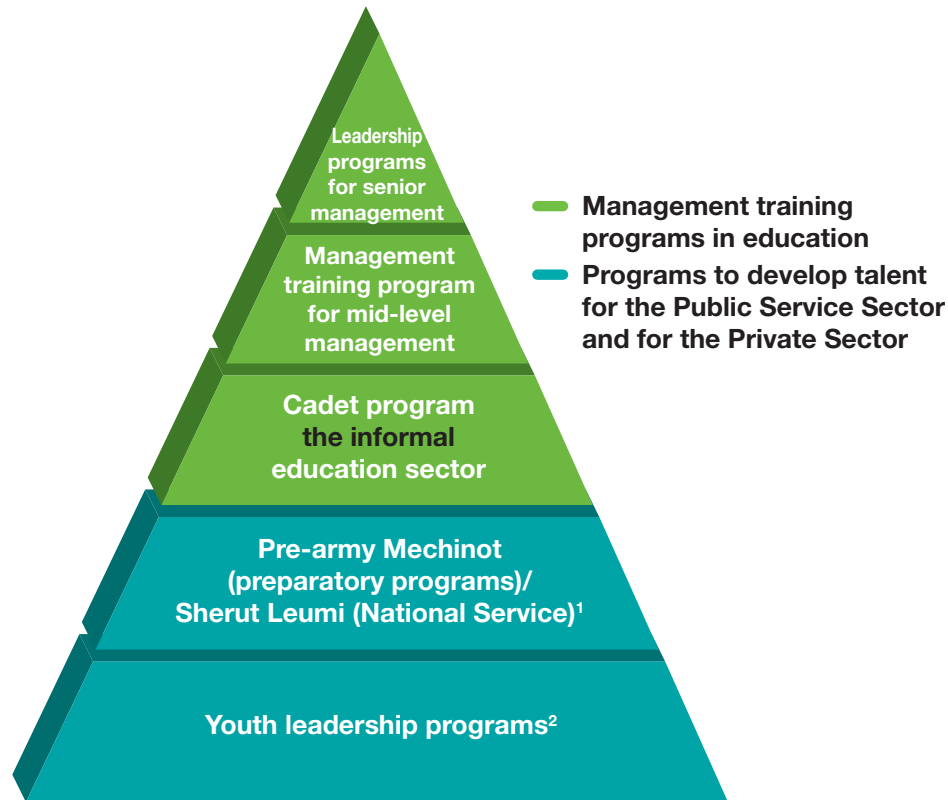
The following is an example of the mapping of 6,400 Targeted Positions as mapped in the education system by the sub-team on education, jointly with the “ATUDOT LE’ISRAEL Forum”. The table is presented as a preliminary draft for the work on the education system that should be completed with a fine tooth comb.

Ministry of Education headquarters 644		Schools 4586		Local Government 256		Informal education 808	
Position	#	Position	#	Position	#	Position	#
General Administration	1	Principal of another school	3	Director of Education and Social Affairs Services and Advancement of Youth	1	Director of the Society and Youth Administration	1
Deputy Director of General Administration	1	Druze school principal	75	Director of Education in the authority	255	Chair of Youth Movements' Secretary-Generals	1
Senior Deputy Director-General and Director, Pedagogic Administration	1	Special-Ed school principal	325	Universities and colleges 63		Director of the Council of Youth Organizations	1
Deputy Director General and Director of Administration for Teaching Personnel	1	National Religious School principal	719	Position	#	Chair of the Secretariat of the Association of Youth Unit Directors	1
Deputy Director General and Director of the Economic and Finance Administration	1	Arab school principal	793	Head of the Faculty of Education at Haifa University	1	Executive Director of the Israel Federation of Community Centers	1
Deputy Director General and Director of Emergencies, Security and Safety	1	Ultra-Orthodox school principal	1281	Head of the School of Education at Tel Aviv University	1	Director of the Education of Society in the Local Councils	1
Deputy Director General and Director of the Coordination and Control Administration	1	State school principal	1390	Head of the School of Education at Bar Ilan University	1	Magen (Teachers-soldiers, Gadna and Nahal) Division commander	1
Senior Deputy Director General, Administration and Human Resources	1	Education and Pedagogical Networks 24		Head of the School of Education at the Hebrew University	1	Head of the Education of Society Administration in the Federation of Local Authorities	1
Director of the Department of Textbooks	1	Position	#	Head of the School of Education at Ben-Gurion University	1	CEO of Israeli Public Forum for Youth Villages	1
Acting Chair of the Pedagogical Secretariat	1	CEO, ORT	1	Head of the Faculty of Education in Science and Technology at the Technion	1	Secretary-Generals of the Youth Movements	14
Director of the Department for the Training of Teaching Personnel	1	CEO, El HaMayyan	1	Head of the School of Education at the Open University	1	Principals of Pre-army Mechinot (academies)	52
Director, Department for Professional Development of Teaching Personnel	1	CEO, Emanah	1	Director of the Department of Education at Ben-Gurion University	1	Inspectors of the Society and Youth Administration	68
National Supervisor - Kindergartens	1	CEO, AMIT	1	Chair of the Planning and Budgeting Committee	1	Influential managers in the youth movements	70
National Inspector - Primary School Education	1	CEO, Aankri	1	Chair, Committee of University Heads	1	Principles of youth villages	80
National Inspector - Secondary School Education	1	CEO, Bais Yaakov	1	Chair of the Council for Higher Education	1	Directors of informal education associations (Amotot)	100
Education Supervisor in the Druze sector	1	CEO of Branco Weiss	1	College CEOs	21	Directors of large Community Centers	160
Education Supervisor in the Bedouin sector	1	CEO of Independent Schools	1	Principals of seminars	32	Director of the Youth Unit in the local authority	255
Director, Religious Education Administration	1	CEO of the College of Management Academic Studies	1	Measurement and Assessment 1		Parents 1	
Director, Jerusalem District	1	CEO, WIZO	1	Position	#	Position	#
Director, Southern District	1	CEO, Mishlav	1	Director-General of the National Authority for Measurement and Evaluation	1	Chair of the National Parents Organization	1
Director, Tel Aviv District	1	CEO, Shalhav Center	1	Teachers' organizations 2		Suppliers/ Consultants 5	
Director, Central District	1	CEO, Dror Educational Centers	1	Position	#	Position	#
Director, Haifa District	1	CEO, Noam	1	Chair of the Teachers' Organization	1	CEO, Tafnit Association (an arm of the Rashi Foundation)	1
Director of Ultra-Orthodox Education District, in the making	1	CEO, Na'amat	1	Secretary-General of the Teachers Union	1	CEO, Marmaret	1
Director, Northern District	1	CEO, Amal	1	Inspectors of content/ textbooks 1		CEO, Israel Association of Community Centers Ltd.	1
CEO, Israel Educational Television	1	CEO, Aiad	1	Position	#	CEO, Aiad	1
CEO, Administration for Rural Education and Youth Aliyah	1	CEO, Ron	1	CEO, Center for Educational Technology	1	CEO, Axioma	1
The Chief Scientist	1	CEO, Ohabei Yosef Yitzchak network	1				
CEO, Avney Rosha	1	CEO, Saknin Academic College	1				
Senior Director of the Department of Religious Institutions	1	CEO, Or Torah Stone network	1				
Senior Director of Department of Personnel in Teaching	1	CEO, Bnei Akiva Yeshivot and Ulpnot	1				
Inspectors' state-wide inspectors of studies (school subjects)	613	CEO, Noam Zvia	1				
		CEO, Darcia school network, Rashi Foundation	1				

The area of education has several strengths, and these will help continued development and improvement of the managerial talent; the high caliber of the human capital in the education system and the sense of mission that guides them; the existence of training programs that are models of inspiration: Mandel, Avney Rosha, Hotam, etc.; the instituting of the Roundtable in the Ministry of Education that puts the partnership between the sectors on a sound footing, etc.

However, several key barriers and challenges pertaining to the human capital in education were identified: work in closed subsystems, operating separately without any concept of networking; distrust and lack of a common language between the different players, overt and covert, in the education system; the absence of a concept of decentralization and autonomy, posing difficulties for growth and development; difficulty connecting the different tribes to a common core in a system undergoing major demographic changes; difficulty responding to the changing, dynamic and unpredictable realities in which our children are being molded; absence of traditions and practices for seeking out and training management training programs in the education system with a view to the future challenges; the need to adopt a culture of work processes and decision making that are data based, and the absence of long-range planning.

In addition, an important insight raised in the team is that the education system has a twofold role in the ATUDOT LE'ISRAEL program. The one role is building the management training programs of the education system itself, similar to the roles of the welfare, healthcare and local government systems. The other role of the education system is to build the feed channels of the whole array of talent management programs in the State of Israel, both for the Public Service Sector and for the private sector. In order to strengthen the second role mentioned above, it is proposed that mechanisms such as the following be cultivated: special programs for select groups from all the youth leadership nurturing programs; pre-army Mechinot (preparatory programs) that serve as a leadership reserve with emphasis on the Public Service Sector, and Shnat Sherut (pre-army year of service) programs with emphasis on the Public Service Sector (see Chapter 12: Channels feeding excellence into the Public Service Sector).



¹ Pre-army Mechina (preparatory programs) for public service, Shnat Sherut (pre-army year of service) with an ideological emphasis on public service, and development of management training program for the public services sector in the framework of the National Service (Sherut Leumi) for the Ultra-Orthodox and Arab sectors

² A leadership programs for the 16 to 18 year-old age group

Recommendations

In the light of this, the sub-team formulated several recommendations:

- 1. Setting up of an Executive Committee:** a systemic, inter-sector organization that charts the strategy for building the talent management programs and is responsible for implementing it in the education system. The Executive Committee will be headed by the Director-General of the Ministry of Education and its members shall include representatives of the Ministry, representatives of the local authorities, representatives of Ba'aluyot (recognized unofficial educational institutions), representatives of civil society, and other representatives as shall be subsequently decided. In order to refine its work, it is proposed that in the coming years the Executive Committee be accompanied by a professional body to aid in the ongoing development of its capabilities.
- 2. Setting up of a systemic management training program (training of mid-level management):** a program to advance mid-level management throughout the field of education, oriented to bring about change in the system. The program is aimed at developing leadership that works together in an official manner to contend with Israel's present and future educational challenges. It will work (1) to create a common core – a common understanding of the education system's challenges, forging of an educational and ethical common core, extending the impact also to other workers and

managers in the organizations they come from; (2) to develop networking between the parties in the ecosystem – incorporating the representatives of all the entities in the system will facilitate the initiation of joint action and bolster trust; and (3) to increase the capacity to respond to changing realities, including reliance on a long-range vision, and on analysis and decision-making processes that are data based, etc.

- 3. To advance a cadet program for the informal the informal education,** designed to strengthen the informal education system, with emphasis on local authorities ranked low socioeconomically, and to strengthen shared interfaces between officeholders in the formal and informal education systems, under a vision of a single system.
- 4. To advance a teachers-leaders program** designed to identify and retain talented teachers as a bridge to the “Avney Rosh” program and to a “system-wide management training program in the education system”. One hundred prominent teachers will participate in the program (out of an annual number of 8,000 teachers), to prepare them for management positions in the school.
- 5. To expand and improve the 25 management training programs offered to novice teachers** on the basis of the desired characteristics of the management training programs detailed in this report, including custom tailoring to the needs arising on the ground, such as the establishment of a special program for the Bedouin population.

Chapter 9: Management training programs in local government

The Local Authorities' Human Capital Management Department in the Local Government Administration in the Ministry of Interior headed the sub-team on Local Government and pressed ahead with a systemic and professional examination of the building of management training programs in local government in Israel.

The State of Israel, composed of a diverse mosaic of local authorities comprising municipalities, local councils and regional councils, faces many and varied challenges in the area of local government. The Ministry of Interior, which incorporates local government within it, is working to meet these challenges.

Israel has 257 local authorities, according to the following breakdown:

	Jewish Sector (including mixed towns)	Non-Jewish Sector	Total
Municipalities	64	11	75
Local councils	56	70	126
Regional councils	50	4	54
Industrial local councils	2		2
Total	172	85	257

Local government in Israel highly varied. Of the 257 local authorities: 200 authorities are budget dependent on the central government, reflected in their reliance on an annual “balancing grant”; 80 local authorities have been in the midst of recovery and efficiency measures for the past few years.

The main challenges facing local government:

- 1. Legislation:** Regulation of the reciprocal relationship between local government and central government by the creation of modern legislative foundations.
- 2. Enhancing of the human capital:** promoting the building up of talent management system in the local authorities.
- 3. Basket of services:** Defining of a normative basket and creating standardization in local government.
- 4. Economic development in the local authorities:** increasing the independence of the local authorities by continuously striving to increase their sources of income, combined with various models for increasing distributive justice and collaborations between local authorities.
- 5. Authorities in special sectors (Arab populations, including Druze and Circassians, and the Ultra-Orthodox):** narrowing gaps requires special attention to the main weaknesses, and strengthening of the local leadership, cultivating a managerial reserve, and developing physical infrastructures.
- 6. Implementing the planning and construction reforms in local government**

The local authorities employ a workforce of 130,000⁷, of whom 1,500 are functionaries and 8,600 are mid-level employees⁸.

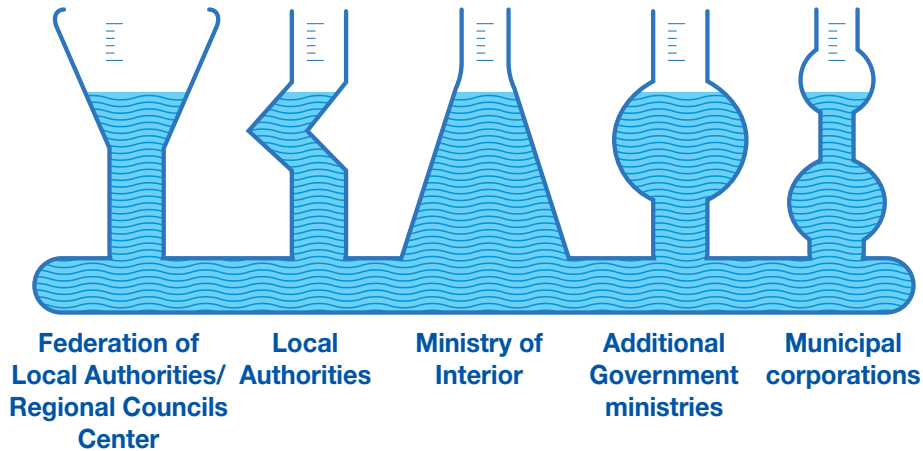
The cost of employing the workforce throughout all of local government stands at NIS 20 billion, constituting 37% of the total annual budget of all the local authorities combined⁹.

⁷ Including functionaries, without pensioners.

⁸ Director-General, engineer, treasurer, education unit manager, controller, public complaints officer, legal adviser, etc.

⁹ Audited Financial Figures Report, Local Authorities 2014, Ministry of Interior.

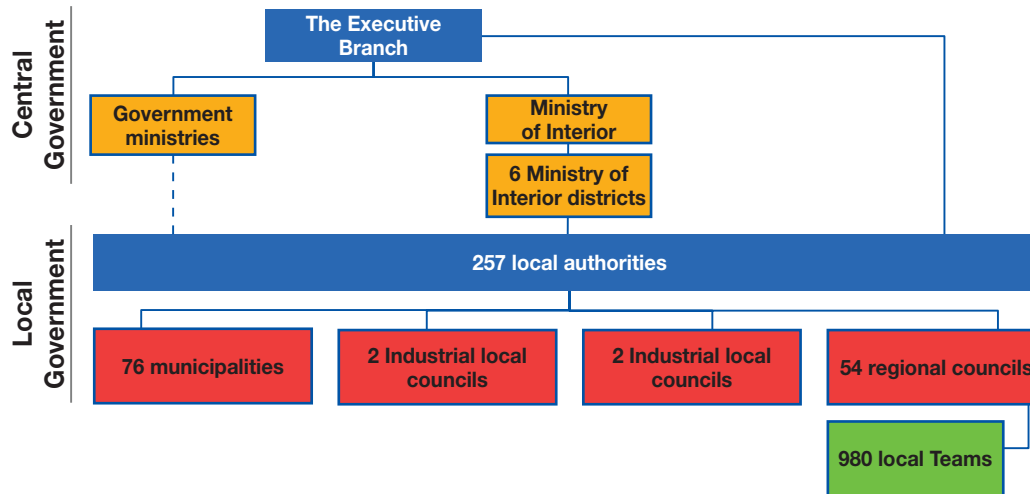
The local government system functions as an 'inextricably intertwined' system.



In addition, there are entities that influence the performance of local government: the Ministry of Finance, the Ministry of Justice, and the workers' organizations

The local government system, which functions as a complete 'ecosystem', includes players from all the sectors:

The public sector



Civil society/ associations (Amutot)

Federation of Local Authorities



Forums such as:
Arab local authority
heads and mayors

Municipal
corporations

Clusters of authorities,
such as: Western
Galilee, Eastern
Galilee, etc.



The following are 2,300 Targeted Positions mapped in the local government system by the sub-team on local government, jointly with the “ATUDOT LE’ISRAEL” Forum. The table is presented as a preliminary draft for the work that should be completed with a fine tooth comb on the Local Government Administration in the Ministry of Interior.

Local Government Administration	13	Federation of Local Authorities	6
Position	#	Position	#
Director, Local Government Administration	1	Director-General	1
Deputy Director, Local Government Administration	1	Heads of Administrations	8
Directors of Divisions	5	Center of Regional Councils	1
District directors	6	Position	#
Local Authorities	1969	Director-General	1
Position	#	Clusters of Local Authorities	5
Director of the local authority	257	Position	#
Treasurer of the local authority	257	Directors of Clusters of Local Authorities	5
Controller and Officer in charge of Public Inquiries	257	Municipal Corporations	
Director of the Education Unit in the local authority	257	Position	300
Director of Welfare Unit in the local authority	257	CEOs of municipal corporations	300
Local Authority's Legal Advisor	170	Atidim Association/NGO (Amuta)	1
The local authority's engineer	257	Position	#
Director of Human Resources	257	Director of the cadets for local government program in the Atidim Association (Amuta)	1

Local government faces numerous challenges. These include: strengthening of the human capital in local government; strengthening of local government with emphasis on minority groups; developing local government with long-range thinking and that is forward-looking; strengthening economic development capabilities, strengthening own revenues and independence; strengthening the trust between the citizen and the local authority and creating an optimal basket of services; strengthening the trust and cooperation between the authority, the business sector and the third sector; strengthening local democracy, the system of governing, and the local communities; absence of tracks for the seeking, identifying and developing existing human capital in the system in various positions; quality of human capital that does not match the challenges and the needs – a shortage of high-caliber personnel joining the system, etc.

It should be noted that a committee was recently set up to establish a college of local government with the aim of reforming the curriculum and the professional training in the municipal field.

The “Atidim Pais Cadets for Local Government” program was launched in 2012 as part of a double-major Bachelor’s Degree at Ben Gurion University. The track includes one disciplinary major, one elective study unit and one special academic and homogeneous study unit in governance and public policy. Given the desire to expand the program, to attempt to recruit adult and more experienced cadets, and to try to recruit minorities, an additional track for a

Masters Degree in Public Policy & Administration was opened at the University of Haifa in 2014 (including specialization in local government – MPA). In both these tracks, a new class of 25 cadets is opened every year. Today, 120 cadets are in the midst of their studies and 54 are in the placement phase following their studies.

At the same time, in 2015, a third track was opened, a Masters Degree track, led by the Planning Administration in the Ministry of Finance, dealing with strategy and urban planning, running at the Technion. In the programs today, in partnership with the Ministry of Interior and the Ministry of Finance, there are seven classes (three Bachelors Degree classes at Gen Gurion University, two Masters Degree classes at the University of Haifa, and two at the Technion). In addition, three classes have started the placement phase: two Bachelors Degree classes and one Masters Degree class in the “Atidim Pais Cadets for Local Government” program have already joined the local authorities in key positions (most report directly to the head of the authority or to the director-general).

The following is a graphic illustration of the current state of training in the local government system:

	Representative organizations	Local Authorities	Ministry of Interior	Additional Government ministries	Municipal corporations
Senior management	✗	✗	✗	✗	—
Mid-level management	✗	✗	✗	✓✗	—
Entry-level staff	✗	✓	✓	✓	—
Feed channels	✗	✗	✗	✗	—

One of the conclusions of the sub-team's work was the need for wide geographic deployment of the management training programs, with emphasis on the Haifa and Northern districts.

The following is a summary of the data for the two districts:

District	Northern	Haifa	Total	As a percentage of the country overall
Number of local authorities	93	30	123	48%
Number of local authorities ranked low socioeconomically (up to 4)	59	14	73	67%
Number of inhabitants (thousands)	1341.4	951.8	2293.2	28%
Number of inhabitants (thousands) in local authorities ranked low socioeconomically (up to 4)	798.2	249.5	1047.7	36%
Number of Arab local authorities (80% and more of the population)	57	11	68	80%
Number of inhabitants (thousands) in Arab local authorities (80% and more of the population)	660.2	204.1	864.3	75%

Recommendations

In the light of this, the sub-team formulated several recommendations:

- 1. To put the two existing programs on a sound footing: “Cadets for local government” and “Cadets for strategy and urban planning” program:** the Team recommends establishing the standing of the said three cadet programs by budgeting them in the base budget of the Ministries of Interior and Finance, respectively, and creating a stable legal model for entering into a contract with the operating entity. Thus, the Ministries of Interior and Finance, respectively, will bear the responsibility and have the authority for leading these programs. In addition, a platform must be created to facilitate formation of fellows network, and forging of a sense of pride and belonging.
- 2. To expand the cadet program to additional training centers:** in order to make the program accessible to additional spheres of influence, and given the number of the local authorities and their wide geographic spread, with emphasis on the authorities in the peripheral areas, the Team recommends opening a third program of cadets for local government at an additional center in the North. Such expansion will enable creation of a “critical mass” of local government employees affiliated with the local authorities in the northern periphery of the country. Another major benefit will be achieved by establishing connections with the Arab towns so that the percentage of the cadets and graduates from this sector increases significantly.

- 3. In view of the of the major challenges faced by Arab local government in Israel (85 towns), the aspiration should be for such programs to recruit on average 20% Israeli Arabs.**
- 4. Setting up of management training program for senior and mid-level management:** “the cadets for local government” program has created a high-caliber channel to feed local government. In order to continue upgrading the foundations of the management training programs in local government, programs must be set up and budgeted in the base of the Ministry of Interior's national budget that focus on mid-and senior-level management – both in a national model and in a regional model.
- 5. Adapting of the Executive Committee set up in the Ministry of Interior to the “cadets for local government” program so that it is able to lead and control additional programs,** for additional population groups; the Executive Committee will continue to be led by the head of the Local Government Administration in the Ministry of the Interior. The head of the Administration will be responsible for charting policy, initiating and auditing managerial reserve programs in local government, spearheading the process of setting up management training programs for mid-level and senior management, and serving as a forum for contemplating and acting on the following issues:
 - Examination of the need for a special professional talent training programs for specific subjects in the core subjects such as: law, economics, business

administration and accounting, computers, engineering and town planning. This, in order to solve the difficulty in placing employees in these positions. The Team will examine whether there are failings in the recruitment of high-caliber human capital, the scale of the failings, whether they are expressed differently in the different authorities, and whether a special-purpose cadet program would be able to reduce the phenomenon.

- The Team also recommends that the department mentioned hereafter be an active partner in leading programs that culminate in placement in local authorities, such as: “cadets for strategy and urban planning”, “cadets for informal education”, and any other program at the end of which cadets are hired as employees by the local authorities.
- Examination of ways to develop a fellows network to forge professional and fruitful ties across authorities among the fellows. This, from the viewpoint that a fellows network will significantly improve the professionalism of the employees by providing a platform for simple and rapid transfer of knowledge, strengthen social relationships among the fellows and help strengthen the commitment of the employees to the local authority.
- Comprehensive examination of additional barriers that could constitute a real obstacle to the recruitment and cultivation of the human capital in the local authorities: examination of structural barriers in the management, development, hiring and retention of personnel, and formulation of

proposals for a solution, with emphasis on options for developing and retaining graduates of the management training program.

- In order to enhance its work, it is proposed that in the coming years the Executive Committee be accompanied by a professional body to support the ongoing development of its capabilities.

6. Upgrading the status of Human Capital Management Department in the Local Authorities and budgeting positions for managing the talent training programs: the Local Authorities Human Capital Management Department in the Local Government Administration is the Government regulator in respect of local government personnel. To meet the objectives for strengthening the human capital in the local authorities, while complying with the rules for good governance and staying within budget, the existing organizational structure in the Department must be examined and compared with the desired structure, with emphasis on positions required to manage the talent training programs; and the restructuring must be budgeted accordingly.

Chapter 10: Cross-system management training programs, with emphasis on the key factors of production

As part of the Team's work, a decision was taken to set up a sub-team led by the reform implementation headquarters in the Civil Service Commission. The sub-team focused on management training program for the Targeted Positions that were not covered by the other sub-teams dealing with 85% of the workforce in the Public Service Sector (the healthcare, education, welfare and local government systems).

This sub-team examined the needs of "ATUDOT LE'ISRAEL" from the angle of the key factors of production, as well as "ATUDOT LE'ISRAEL" needs in respect of other cross-system issues.

The sub-team conducted preliminary consultations via surveys and interviews with incumbent and former senior management in the public service¹⁰ to find the Targeted Positions that deal with the management, development and allocation of the key factors of production. The consultations and surveys validated the basic assumption that the Targeted Positions must be expanded in the direction

¹⁰ The sub-team distributed a structured survey to 700 senior staff in the public service, mostly in the civil service, and currently serving. Three distribution rounds were held, and between each stage, the respondents' comments from the previous distribution round were embedded. By the end of the rounds, a total of 250 people had responded to the survey, most of them senior staff.

of the key factors of production. It should be noted that looking at the Targeted Positions from the key factors of production angle is new, and therefore the conclusions and observations presented below are preliminary, and constitute, for the main part, an invitation to expand the discourse on this issue.

The key factors of production

For the purposes of this work, the key factors of production were defined in a preliminary manner, as follows:

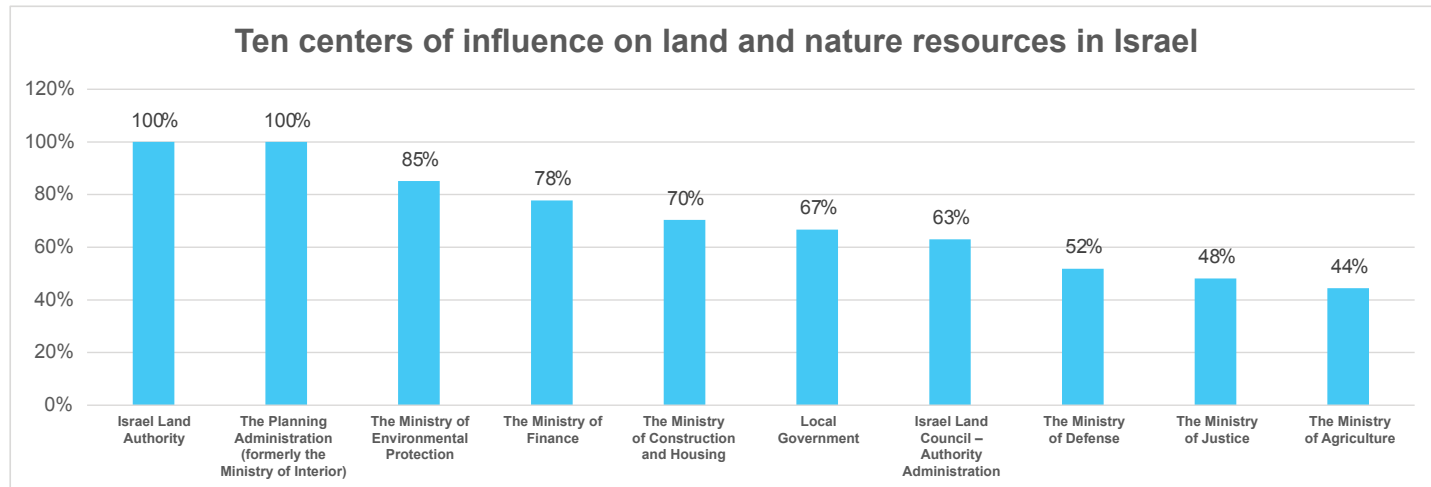
- The land and the environmental capital resources, which include about 22,000 sq km of land, Israel's economic and territorial waters, the life forms in these areas, underground resources (water, quarries, etc.) and above ground resources (air, frequencies, etc.) and so forth.
- The financial capital and physical capital resources, which include the public's financial assets (NIS 3.3 trillion at the end of 2015) plus the physical and infrastructure capital inventory held by the citizens and by the State.
- Human capital resources that include the 8.3 million citizens of the State of Israel and its inhabitants and all the means designed to support the utilization of the potential inherent in this critical human resource over its life cycle. This cycle includes: healthcare, welfare and early childhood education, primary school education, high school education including vocational education,

informal education systems, military and civic service, academic training, research institutes, professional training system, etc.

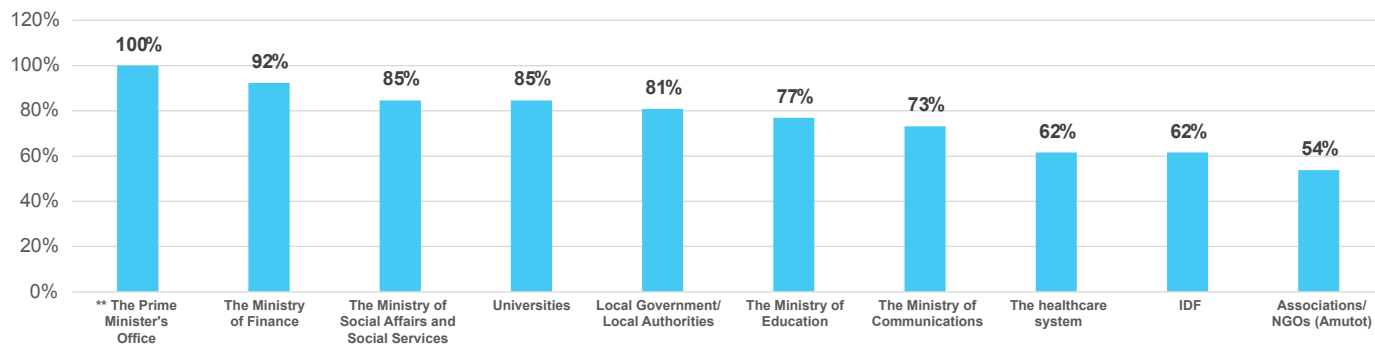
- Knowledge and innovation resources including a series of institutions responsible for generating knowledge and imparting it to the public (universities, research institutes, colleges, etc.), as well as an ecosystem of innovation that encourages new solutions to existing needs, or the creation of new solutions to new needs.
- Social capital resources, including intangible and tangible resources at the disposal of the country's inhabitants by virtue of trust, values, norms, cooperation, social networking and the channels of information between them. All these contribute to advancing their personal, family, community, regional and nationwide future.

The work of the sub-team

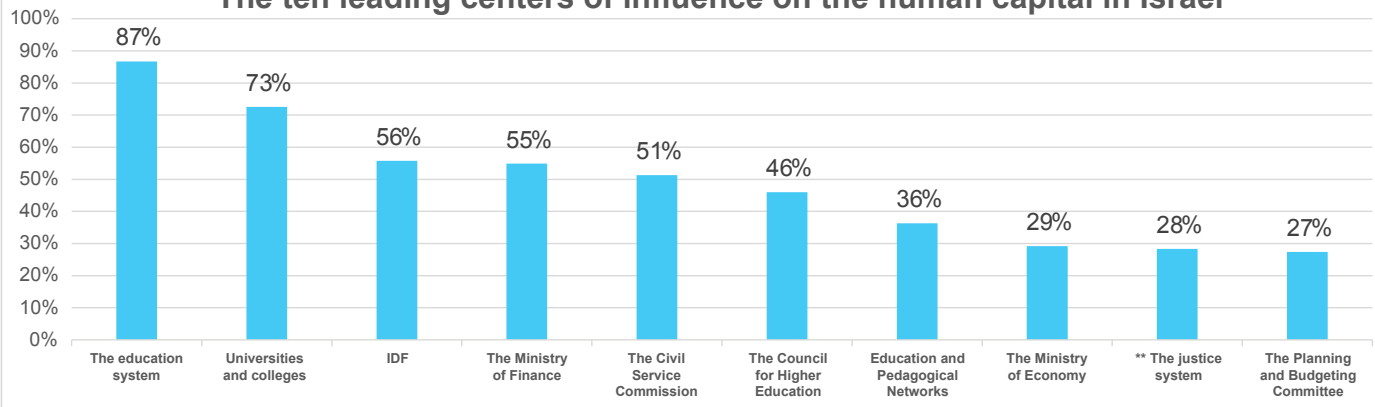
The employees in the Public Service Sector who responded to the surveys and the interviews mentioned above indicated the main centers of influence on the basic resources, as shown in the graphs below:



The ten leading centers of influence on the welfare capital in Israel



The ten leading centers of influence on the human capital in Israel



In addition, the workers in the Public Service Sector who responded to the surveys and interviews mentioned above also provisionally specified 1,140 positions as having the greatest impact on the key factors of production, as detailed here; 125 positions that have the greatest impact on the human capital resource, 529 positions that have the greatest impact on the social capital, 146 positions that have the greatest impact on the economic capital, and 340 positions that have the greatest impact on the land, nature and environmental resources.

Recommendations

In the light of the findings in the sub-team's work, and given the model of cross-system management training program "Digital Leaders" led by the Digital Israel headquarters, the Team recommends the following actions:

1. The Senior Staff Administration in the Civil Service Commission or any other entity as shall be appointed by the Civil Service Commissioner, using the knowhow accrued in the Department of "Cadets for the Civil Service", will lead the ongoing mapping of the Targeted Positions in the centers of influence on the key factors of production, and will map the needs of management training program required, and career paths, including cross-system transfers of personnel.

2. The Senior Staff Administration in the Civil Service Commission, or any other entity as shall be appointed by the Civil Service Commissioner, will examine the setting up of a management training program, in coordination and collaboration with the relevant entities, in the following areas:

- A management training program for mid-level management who constitute the reserve for the housing resources and the natural resources: it is recommended that the partners in this program primarily be entities raised in the survey and in the interviews mentioned above, including: State-owned companies (such as Amidar, Israel Natural Gas Lines Ltd., the Israel Electric Corporation, etc.), relevant officeholders in the Government Companies Authority, the Israel Land Authority, the Planning Administration, the Ministry of Housing, the Ministry of Agriculture, the Ministry of Justice, KKL-JNF, the Society for the Protection of Nature in Israel, the Ministry of Environmental Protection, the Ministry of Finance, Academia , the Ministry of Transport, etc. In view of the national priority assigned to housing at this time, it is recommended that the program be accompanied by an Executive Committee or a steering committee encompassing all the subject areas and that it be coordinated by the Ministry of Construction and Housing.

- A management training program for mid-level management who constitute the managerial reserve for the financial system: it is recommended that the partners in this program be the Bank of Israel, the Israel Securities Authority, the Capital Market, Insurance, and Savings Department in the Ministry of Finance, the Stock Exchange, the Israel Antitrust Authority, the Tax Authority, the Accountant General's Division in the Ministry of Finance, Academia, etc. It is recommended that the program be accompanied by an Executive Committee or a steering committee encompassing all the subject areas and that it be coordinated jointly by the Israel Securities Authority, the Bank of Israel and the Commissioner of Capital Markets and Insurance in the Ministry of Finance.
- It is recommended that a management training program be set up for the systems that impact the labor market, and that include primarily the entities that came up in the aforementioned survey and in the interviews. Including: the Ministry of Economy, Ministry of Education, the relevant State-owned companies, relevant officeholders in the Government Companies Authority, the labor courts, workers organizations, the Civil Service Commission, the IDF, National Civic Service, the Council for Higher Education, the Ministry of Finance, vocational education networks, employers organizations, universities and colleges, research institutes, etc. It is recommended that the program be accompanied by an Executive Committee or a steering committee encompassing all the subject areas and that it be coordinated

jointly by the Ministry of Economy and Industry through the Director of Employment Regulation or anyone on her behalf and the Ministry of Education, through the Director-General of the Ministry of Education or anyone on her behalf.

- A management training program for mid-level management who constitute a managerial reserve for the higher education system: since the higher education system is critical for development of the theoretical and applied knowledge resources, for the development of research resources, and for the development of human resources in the country, and since academic staff are not always given sufficient incentive to proceed along a management track in the higher education system, it is recommended that a special managerial reserve program be promoted for mid-level academic staff with managerial talent. The program will be open to participants from all the academic institutions in Israel (deans and heads of centers before entering the position or upon entering the position, etc.). It is recommended that the partners on the Executive Committee of a program like this be entities such as: the Team of University Heads, Council of Heads of Colleges, the Planning and Budgeting Team, the Council for Higher Education, etc. It is recommended that the program be accompanied by an Executive Committee or a steering committee encompassing all the subject areas and that it be coordinated by the Team of University Heads/ Council of Heads of Colleges.

- A management training program for mid-level management who constitute a managerial reserve for innovation: it is recommended that a management training program be set up for mid-level management for the systems that impact the innovation ecosystem in Israel. The program will include inter alia the following entities: the National Technology Innovation Authority, Digital Israel, the Manufacturers Association of Israel, the Federation of Israeli Chambers of Commerce, Lahav (the umbrella organization for independent businesspeople), the Israel Association of Electronics & Software Industries, Israel Advanced Technology Industries, etc. It is recommended that the program be accompanied by a Executive Committee or a multidisciplinary steering committee.
- A cadet program for technology and engineering subjects: the Public Service Sector has a systemic need for recruitment and retaining of engineers. The shortage is expected to be exacerbated in the coming years because most of the existing engineers came with the wave of immigration from the Commonwealth of Independent States (former Soviet Union). An inter-ministerial Team (Civil Service Commission and the Ministry of Energy and Water Resources) was consequently set up in July 2011 headed by Shaul Zemach (the Director-General of the Ministry of Energy and Water Resources at the time). The Team submitted its recommendations in August 2012, which included a recommendation to run engineering cadet and

technology cadet programs, with graduates being hired by the Civil Service. Therefore, and given the growing importance of technology in the Public Service Sector, the Team recommends that the Department of “Cadets for the Civil Service” in the Civil Service Commission press ahead with these recommendations from the perspective of the Public Service Sector as a whole.

- In addition to the above recommendations, the sub-team saw fit to mention another cross-system issue, which will require in-depth consideration in the future. Israel has an extensive network of ties with the Jewish Diaspora through a number of projects that have access to young managerial talent (emissaries (shlichim), summer camps, Masa Israel program, Taglit-Birthright program, etc.). Consequently, it is recommended that the Coordination and Development Department in the Prime Minister's Office mentioned in this report consider in the future mechanisms for linking this potential of young managerial talent with “ATUDOT LE'ISRAEL”.

Chapter 11: Proportional representation in management training programs

“The State of Israel will foster the development of the country for the benefit of all its inhabitants; it will be based on freedom, justice and peace as envisaged by the prophets of Israel; it will ensure complete equality of social and political rights to all its inhabitants irrespective of religion, race or sex”

From Israel’s Declaration of Independence

The Public Service Sector in Israel contends with the challenge of proportional representation of all parts of Israeli society. **The management training programs serve as an effective means for correcting distortions and affording equal opportunity based on personal ability that rests on excellence rather than on affirmative action.**

To boost the trust of the country's citizens in public systems, a key objective of “ATUDOT LE'ISRAEL” aspires to having all the population groups in Israel represented to the fullest extent possible in the various management training programs, en-route to their integration in all the senior management positions in the Public Service Sector. A measurable objective is to strive for rates of representation in management training programs that are similar to the rates of representation in Israel's general population.

The Team analyzed the current state of representation in most of the active management training programs. The following are the results of that analysis (the data are based on the average of several training classes):

	Israeli Arabs	Ultra-Orthodox	Ethiopian Israelis	Women	Men
Cadets for the Civil Service	4%	2%	3%	53%	47%
Cadets for transportation infrastructure management	11%	0%~	0%~	23%	77%
Mimshak	0%~	0%~	0%~	51%	49%
MAOZ Fellows program	3%	3%	2%	42%	58%
Kriat Kivun	1%	3%	0%~	52%	48%
Inbar	4%	0%~	0%~	58%	42%
Mandel	7%	11%	1%	50%	50%
ELKA program for senior management	2%	0%~	0%~	38%	62%
Atidim Pais cadets for local government	11%	1%	1%	55%	45%
Wexner Foundation	5%	0%~	0%~	32%	68%

Analysis and recommendations

From an analysis of these data and additional data collected by the Team it transpires that:

- 1. Gender representation:** the team found that in the entry level staff programs for the Public Service Sector, in the vast majority of cases, women are suitably represented according to their percentage of the population. However, as the programs move up the ranks, the representation of women declines relative to their proportion of the population. The Team therefore recommends maintaining and cultivating the policy of proportional representation in the entry-level programs, as they will have a major impact in the medium and long term on representation in the mid and high-level management programs as well. In addition, in order to ensure increased representation of women among senior management in the Civil Service, the Team recommends making a proactive effort to achieve parity in women's representation in training programs for mid-and senior-level management in the Public Service Sector.
- 2. Integrating residents from the periphery:** the Team found that integration of residents from the periphery (social and geographic) in management training programs as a means for encouraging integration in substantive management positions in public service, is primarily expressed in four cadet programs run by the Atidim NGO (Amuta). The Team recommends integrating people from

the periphery in all of the programs and career paths that will be instituted in the Public Service Sector.

3. Integration of members of the Arab population including Druze and

Circassians: the Team found that most of the existing management training programs fall far below proportional representation of Israeli Arabs, despite an effort by most of the programs to promote such representation. Of notable success is the cadet program for local government in Haifa, planned from the outset to recruit more Israeli Arabs to it. The Team found several barriers to Israeli Arabs joining the management training programs, as follows:

- Age difference: most Jews sign up to the management training programs after their military service, while in the Israeli Arab sector, the norm is to start studies at a younger age, when they are naturally younger and less experienced.
- Physical distance: a certain portion of the Israeli Arab population finds it difficult to relocate to where the management training programs are held. This problem is even more acute among Arab Israeli women.
- Trust: some portions of the Arab Israeli population don't trust the institutions of the State. This problem primarily affects joining the Civil Service, and is less so joining cadets for local government programs.

- Academic gaps and language gaps: some of the Israeli Arab population have language gaps and training gaps in their studies at the point of entry to the Academia and in their ability to succeed in screening tests.

Concerning these barriers, the Team recommends:

- To strengthen the cadets for local government program in Haifa and to keep it in the Master's Degree format.
- To add a third cadets for local government program in the north of Israel.
- To aspire to representation of 20% in all the cadet programs, with emphasis on local government programs.
- To set up a preparatory course (Mechina) for the Bedouin sector in Beer Sheva.
- To integrates members of the Arab population, including the Druze and Circassians, in all programs for incumbent mid-level management (local government, healthcare, education and welfare).
- To make a special effort to integrate Israeli Arabs in the proposed cadet program for the informal education.

4. Integration of the Ultra-Orthodox: the Team found that most of the management training programs are not characterized by proportional representation of the Ultra-Orthodox population, despite efforts to promote

such representation. The main barrier is the very fact that studies are held in mixed classrooms, of both men and women. It should be noted that on December 20, 2015, the Government approved Government Decision No. 869 to set up management training program for outstanding candidates from the Ultra-orthodox sector and to integrate them in the Civil Service. The program will be led by the Civil Service Commission and the Ministry of Economy, with support from the Prime Minister's Office.

5. Integration of Ethiopian Israelis: the Team found that most of the management training programs are not characterized by proportional representation of Ethiopian Israelis, despite efforts to promote such representation. The Team recommends strengthening the means of marketing targeted at these populations, with a focus on removing the barriers and cultural biases towards Ethiopian Israelis in the various stages of the screening processes for the management training programs. The Team also recommends examining within two years the effectiveness of the steps proposed for integrating Ethiopian Israelis in the existing programs, and the degree of success of the special program model for the ultra-Orthodox, and examining on an ongoing basis steps to integrate this population group.

6. People with disabilities: the Team found that most of the management training programs do not have proportional representation of people with disabilities, despite efforts to promote such representation, and even though

there are hundreds of thousands of people in this population group. The barriers to this population group derives from a cultural bias in the various stages of the screening processes for the management training programs, and from physical barriers associated with conditions in the workplace. The Team recommends paying greater attention to this issue and adapting the screening processes in the different programs. The Team also recommends examining within two years the effectiveness of the steps proposed as well as the degree of success of the special program model for the ultra-Orthodox, and examining on an ongoing basis steps to integrate this population group.

From the team's standpoint, integration of the various population groups in the management training programs constitutes an essential component in the development of an official, professional, managerial reserve, representative of Israeli society. It is therefore recommended that emphasis be placed on this aspect in seeking out and screening candidates for management training programs **and that culturally-appropriate adjustments be made to screening tests**, in order to afford all population groups in Israeli society an equal opportunity. Alongside a clear need to develop heterogeneous groups (as distinct from setting up special-purpose programs for the different population groups), it appears that an additional component is required in the sequence of management training programs, and that is **the special-purpose preparatory courses (Mechinot)**. The Team recommends adapting special-purpose

preparatory courses (Mechinot), as necessary, to enable integration in the general programs, and that the programs join forces in marketing efforts and in seeking out suitable candidates.

Chapter 12: Channels feeding excellence into the Public Service Sector

“The public protest indicated a strong desire of many citizens to participate in and to take responsibility for what is done in the public sphere. Within the public sector, there are many devoted and highly skilled public servants who want to see the fruits of their labors and a scope for personal and professional development. Of the hundreds of thousands who went out onto the streets, there are a great many young people who want to join the public bodies, take on responsibilities, and have an impact on society in Israel. The Government must see this as an opportunity for change, treat them as an asset and as an essential human capital reserve for improving the public service, and pave the way for their entry into Government service.”

From the Trachtenberg Report, 2011

The report on the reforms to improve the mechanisms of human capital management in the Civil Service headed by the Civil Service Commissioner, the main points of which were adopted by the Government in Government Decision No. 481 of June 2013, emphasizes the need to pave the way for the entry of outstanding candidates striving to enter public service and to take responsibility and make their mark on Israeli society (appears in the chapter on “Utilizing the potential of the human capital”).

Israeli society has a young, high-caliber leadership; however, it has difficulty entering the Public Service Sector in a systematic manner. The concept of channels feeding excellence was created as one of the solutions to this problem. This concept strives to enable professional and conscientious women and men, committed to the public, to join the Public Service Sector.

These channels are chronologically divided into two:

- 1. Basic feed channels:** focused on young leadership, found in the formal and informal education systems up until entry to the higher education systems.
- 2. Advanced feed channels:** focused on high-caliber human capital from the stage of higher education studies and beyond.

Basic feed channels

The education system in Israel, through the Society and Youth Administration in the Ministry of Education, promotes a variety of programs for leadership development among youth. At the same time, there are a diverse range of youth leadership development frameworks run by the Ministry of Education and by civil society. Initial mapping determined that 50,000 youth of high school age are involved in programs that operate in a leadership development environment. The main programs are:

- Pupils councils.
- Young guides (Madatsim).
- Young SHELACH (environmental and outdoor education) guides.
- Youth movements.
- Organizations of outstanding youth.

Furthermore, there are additional frameworks in Israel aimed at 18 to 19 year olds (after they have completed high school) who have the potential to serve as basic feed channels.

- The pre-army Mechinot (preparatory programs) (5,000 participants a year).
- Shnot Sherut (pre-army year of service) (3,000 participants a year).

Advanced feed channels

Feed channels that begin, as aforesaid, at the age of 19 can generate potential for the Public Service Sector. They include, among others, the following programs:

- Outstanding National Civic Service individuals, from all sections of the population.
- Preparatory courses (Mechinot) prior to joining public service.

- Participants in IDF command courses.
- Associations (Amutot) of graduates of army units, with emphasis on elite units.
- Students employed in the Public Service Sector, especially the Civil Service.
- Fellow and intern programs operating adjacent to the Public Service Sector.
- Participants in overseas emissary (Shlichim) programs of the Jewish agency and similar organizations.
- Youth coordinators in various towns.

Recommendations

In order to realize the potential inherent in these frameworks and to draw the populations participating in them to the Public Service Sector, the Team compiled several recommendations:

The Society and Youth Administration in the Ministry of Education and the formal education system:

1. Will set up and operate the following activities for students in all streams of Israeli society:
 - For all primary school students up to ninth grade: programs pertaining to developing a common future for all of Israel's citizens.

- For tenth grade students: “Leaders of Leaders” program for the top 10% of the 50,000 youth participating in leadership development frameworks (as detailed above). These 5,000 youngsters will participate in a special training program that lasts two years, while continuing their activities in the existing frameworks.
2. For high school graduates, it will set up pre-army programs (over and above the pre-army Mechinot (academies)) in operation today):
- Pre-army Mechina (academy) “ATUDOT LE’ISRAEL”: 18 year olds and over, graduates of 12th grade, will receive training in special “ATUDOT LE’ISRAEL” preparatory programs, as a one-year pre-army program to **ATUDOT LE’ISRAEL** for the Public Service Sector.
 - Shnat Sherut (pre-army year of service) for “ATUDOT LE’ISRAEL”: 18 years old and over, graduates of 12th grade, will be accepted to “ **ATUDOT LE’ISRAEL** communes” (each commune consisting of eight young people). The emphasis in the attendant content will be on guiding participants towards the Public Service Sector.

Department of “Cadets for the Civil Service” in the Civil Service Commission:

1. Will work with the entities mentioned as basic and advanced feed channels and will share the knowledge and experience accrued in cultivating the ethos

of the public servant, in collaboration with the relevant entities (the IDF's Discharged Soldiers Department, the National Civic Service, and the Society and Youth Administration in the Ministry of Education, etc.).

2. Will focus marketing at the target audience of existing tenders for positions in the public service, as well as unveiling tenders and ways of joining the Public Service Sector.
3. Will publish public human capital pool tenders on the basis of disciplines, in order to seek out outstanding candidates according to defined criteria. For example: policy planning and regulation, budgeting, human capital, engineers, etc.
4. Will take steps to retain outstanding students and interns working in the Civil Service in temporary positions. In this context, human capital pool tenders for students will be maintained, in order to retain outstanding students and to create continuity of employment for them after completing their academic degrees.
5. Will work to retain candidates who reached advanced stages of screening for the cadet programs and to integrate them in the human capital pool or in the final screening for Civil Service tenders.
6. Will lead, in cooperation with the Prime Minister's Office, and the Ministry of Economy and Industry, the setting up of a talent management program

for outstanding individuals from the Ultra-Orthodox sector (see Chapter 11: Proportional representation in management training programs) in accordance with Government Decision No. 869 of December 20, 2015. Will lead the setting up of a cadet program for engineering and technology professions (see Chapter 10: Cross-System management training programs).

The “ATUDOT LE’ISRAEL” Department in the Prime Minister’s Office, in collaboration with the Department of Cadets for the Civil Service in the Civil Service Commission and with the Society and Youth Administration in the Ministry of Education:

1. Will formulate recommendations for “ATUDOT LE’ISRAEL” lesson plans for command and staff courses in the IDF and in the National Civic Service, and public service content will be incorporated in the curriculum.
2. Will formulate recommendations for integrating students employed in the Public Service Sector, and in the Civil Service in particular, in “ATUDOT LE’ISRAEL” programs.
3. Will formulate a concept for running the “Age of Choice” phase – extending from discharge from the army and from national civic service and culminating in making of personal decisions about choice of studies and line of work. It is proposed that at this stage outstanding young people be exposed to the challenges facing the State of Israel and Israeli society and to have them

identify with the ethos of public service, and to develop for them the tools and possibilities to enable them to make decisions based on a sense of awareness and commitment.

It should be noted that in parallel to promoting both feed channels, it is recommended that steps be taken to eliminate the structural barriers to young people wanting to enter the Public Service Sector¹².

In sum, for “ATUDOT LE’ISRAEL” to be sustainable, sound foundations for the basic and advanced feed channels must be pursued by a whole host of means, some of which are mentioned above.

¹² For more information, see, for example, the position paper of the Maas Group association (Amuta) on barriers to integration of young people: <http://maasgroup.org.il/upload/files/c4be10d2ada24afe2b6be6ee92eb461f.jpg>

Chapter 13: The ethos of the public servant

During the work of the Team, a sub-team examined ways of strengthening the motivation of high-caliber human capital to join the Public Service Sector. The issue of the ethos of the public servant in Israel was examined in the process.

In view of the defined mandate given the Team under Government Decision 2424 of January 25, 2015, the Team made a distinction between imparting an ethos of the public servant in Israel among all the country's citizens, with emphasis on the youth, and imparting the ethos in the framework of "ATUDOT LE'ISRAEL" programs, including channels feeding excellence into the Public Service Sector. The work did not deal with the substance of the ethos, but only with possible ways and mechanisms for imparting it in the future.

An ethos is a set of values, ideas, customs, and beliefs reflecting and guiding the conduct of society as a group, as well as the individuals comprising it. An ethos is a common denominator that we impart as we succeed our predecessors, based on a commitment to continue to operate according to it in the future. Ethos is also an important factor for creating social cohesion. The word ethics is derived from the word ethos, because the ethos constitutes the source of inspiration and guidance to ethical conduct. Without an ethos, there are no ethics. Ethos is the driving force behind the public servant.

The State of Israel is, for the most part, an immigrant society, whose members have differing ideas about the role of government and civil society. Moreover, in the 2,000 years that preceded the establishment of the State, the Jewish People did not need to develop a tradition of government, but rather a tradition of community management as a minority under a regime that was often hostile. The relative clarity in relation to the past from which most of Israel's population came and in relation to a picture of the future that the founding generation sought to create, that is, a Jewish and advanced democratic state, facilitated an appreciation and recognition of public servants. However, this ethos was gradually degraded, and competing ethos emerged offering competing answers to the question of "where are we going?".

In the light of the aforesaid, the standing of the public servant eroded, and the establishment focused instead on framework values, such as, transparency, public participation, efficiency, etc. As important as they may be, such values cannot answer the question of the meaning: "for what purpose?" And to guide decision-making and ethical conduct of the public emissary. Such framework values are able to define the manner of the implementation only. Phenomena such as advancing the interests of a particular sector at the expense of the interests at the state level, promoting short-term interests at the expense of future generations, an unwillingness to enlist in the Public Service Sector, lack of trust between Government ministries, lack of cooperation, etc., are sometimes

different symptoms of the absence of a common ethos of public servants in Israel¹³.

In the discussion of how to create and strengthen the ethos of the public servant, note that the reference is not to a code of ethics. What we are talking about is education, inspiration and instilling of a deep sense of the common good, on the basis of which cooperation is possible, and in absence of which the quality of service to the citizen, the standard of implementation, and synergies for cooperation are compromised.

Recommendations

In view of the aforesaid, the Team recommends several steps for instilling an ethos and sense of group pride in the Public Service Sector in the spirit of Israel's Declaration of Independence among participants in “ATUDOT LE'ISRAEL” programs:

The Department for the Coordination and Development of “ATUDOT LE'ISRAEL” in the Prime Minister’s Office will engage in:

- 1. Cultivating an ethos of the public servant in “ATUDOT LE'ISRAEL” programs.** The hope is that a common ethos shared by public servants, with emphasis on “ATUDOT LE'ISRAEL”, will strengthen the trust in the regulators,

¹³ Kabesa R. (2016). Does a common ethos affect governance: the test case of the public servants in Israel.

facilitate better work by the Government for the good of the public, and also facilitate the leading of major reforms and taking of major decisions. Too often major decisions are not made due to a lack of a sense of a common fate and common purpose.

2. Formulation of recommendations for a program that will include raising awareness about the core substance of the ethos; establishing national ceremonies and events, and improving the image of the public servant and of the achievements of the public service, etc.

The Ministry of Education will engage in the preparation and leading of a program to develop and impart an ethos of the public servant in the curricula of the Ministry of Education, in the formal and informal education system, and in the training of education system managers, educators and officeholders before they enter a position and in the course of their professional development.

Chapter 14: “ATUDOT LE’ISRAEL” coordination and development mechanism

The present ecosystem of “ATUDOT LE’ISRAEL” is composed of several key elements:

- The management training programs and their Executive Committees.
- ”The institutional parent” of each and every program, that is, the public organization providing the leadership.
- The training organizations and universities.
- Philanthropic organizations and the third sector.
- Incubators initiating management training programs.
- Entrepreneurs in the Public Service Sector or social entrepreneurs taking it upon themselves to set up such programs.
- The project managers actually setting up a management training program in practice, etc.

During its work, the Team addressed the question of the best way to consolidate and strengthen this ecosystem, while attempting to retain a decentralized, apolitical and sustainable structure.

The literature¹⁴ portrays three models of regulation and coordination between different parts of the ecosystem described below, that might be relevant:

- **The “market model”** (the present situation): various management training programs in the same domain, but with little collaboration and coordination between them.
- **The “hierarchy model”** (central control): according to which all the management training programs will be managed under a single roof.
- **The “network model”**: a network of several key centers that collaborate on management training programs and synergize, so that the whole is greater than the sum of its parts.

In the hierarchy model (central control), the management training programs are subordinate to a central body. The benefits of a central control model are easy management and supervision, and the potential for consistency and coordination between the programs. The weaknesses of the central control model are the absence of autonomy within the programs, holding up of grassroots initiatives and slowing of innovation, and the risk of inflexibility, as well as the danger of politicization of the system over time.

¹⁴ Bouckaert, Geert, Guy Peters and Koen Verhoest. 2010. *The Coordination of Public Sector Organizations*. London, UK: Palgrave Macmillan

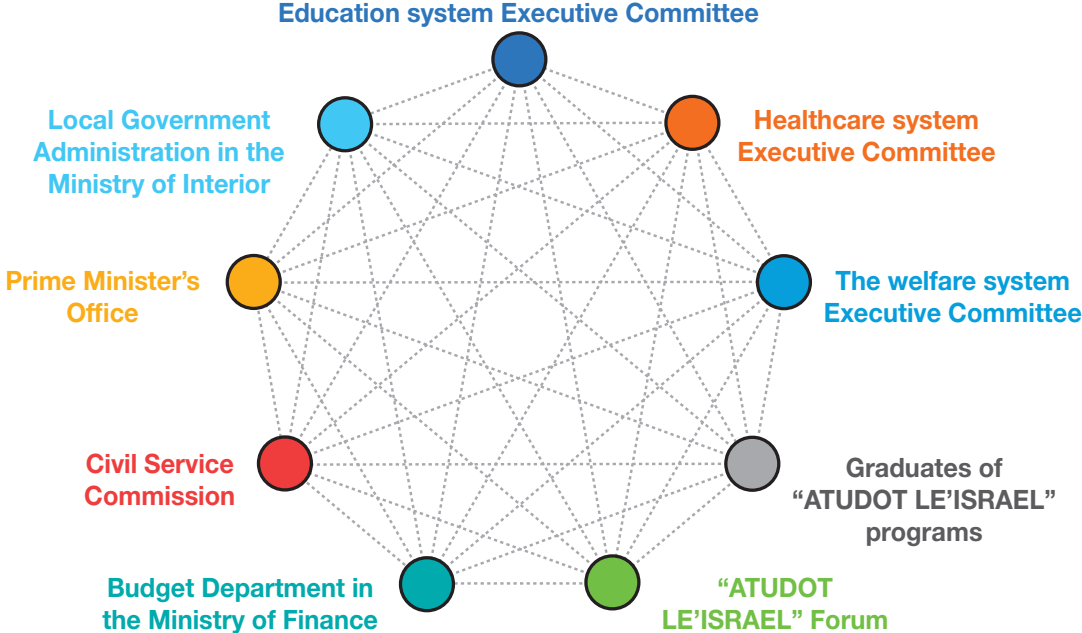
In the market model, according to which management training programs are managed today, in practice, each program chooses whom to work with and on what issues to collaborate. The main benefits of the market model are the total independence of the programs, and that it provides fertile ground for grassroots initiatives. The weaknesses are lack of coordination between programs, lack of collaboration and exchange of ideas, and effectively, inefficiency and non-utilization of the potential (“the whole is less than the sum of its parts”).

In the network model the players in the network aspire to synergies between several centers dispersed in the Public Service Sector, with one of the centers serving as a coordinating body that encourages development of the ecosystem and strengthening of collaborations. In this way, synergies are achieved between all parts of the system. The main benefits of this model are preserving what unifies and what distinguishes the different programs, creating room for collaboration and exchange of ideas, while retaining the independence of the programs, preserving the possibility of an initiative at the program level and the system level, and the ability to manage a comprehensive policy, and effectively, the potential for “the whole being greater than the sum of its parts”. The main weaknesses are difficulty supervising the network, loss of some degree of flexibility on the part of the existing players, danger of politicization or bureaucracy, and the absence of binding mechanisms for reaching decisions.

In addition to examining these three alternatives, the Team also examined international models described at the end of this chapter.

Recommendations

In the face of the alternatives presented above, and given the importance of building a decentralized, apolitical and sustainable system, **the network model was found to offer the optimal equilibrium for advancing “ATUDOT LE’ISRAEL”**. The Team recommends proceeding with a network that has at least **nine focal centers** that together create the “ATUDOT LE’ISRAEL” network mechanism:



1. The Prime Minister's Office: the Team recommends setting up a Department for Coordination and Development in the Prime Minister's Office that will engage in:

- Tracking implementation of the “ATUDOT LE'ISRAEL” report's recommendations.
- Translating the country's long-term objectives for human capital needs purposes, which can be met by management training programs.
- Mapping human capital data in the Public Service Sector that point to needs that can be met through management training programs.
- Oversight of continued mapping of “Targeted Positions” in the various systems (1% of each system) and gaps in management training programs and in career paths, and mapping of areas not covered by other teams.
- Improving methods for collecting data about the Public Service Sector in working with the Central Bureau of Statistics and the Registrar of Corporations.
- Gathering and making accessible information in areas such as initiation, setting up and operation of management training programs, including effective management of graduate networks.
- Periodic updates about innovations in the subject area, in Israel and worldwide (journals, conferences, etc.), and setting up of a website and knowledge portal for “ATUDOT LE'ISRAEL”.

- Generation of knowledge in generic subject areas: the ethos of the public servant, case studies and simulations, an international perspective – excursions and training abroad, etc.
- Promoting legislative amendments, regulations, etc., as necessary.
- Professional oversight of the setting up of new management training programs (needs analysis – oversight of the setup, oversight of a pilot, etc.).
- Examination of financing mechanisms and support for setting up of new management training programs (fund/ seed money/ other).
- Developing interfaces with the National Economic Council, with emphasis on the national strategic plan.
- Regular coordination with the leaders of the reform in the Civil Service Commission and with representatives of other public organizations that already have a deep-rooted culture of human capital development (the IDF, the Israel Police, the Clalit HMO, big public companies, private companies, etc.).
- Development of programs assessment and measurement tools in respect of issues such as: proportional representation, content, Executive Committees, etc. (“standard mark”).

- Publication of a periodic report as part of the cycle of Government planning, containing updates about what is being done in the subject areas described above and presenting the report at an annual conference headed by the Director-General of the Prime Minister's Office.
- Conducting debriefings and drawing lessons from the activities of management training programs already running, as part of a culture of a learning and forward-looking organization.
- Helping to develop the capabilities of the Executive Committees in the various systems, as well as of the "ATUDOT LE'ISRAEL" Forum and forums of graduates of "ATUDOT LE'ISRAEL" programs.
- Formulation of recommendations for courses about "ATUDOT LE'ISRAEL" for command and staff courses in the IDF and the National Civic Service, and integration of content on public service in their curriculum.
- Formulation of a concept for running the "Age of Choice" stage – extending from the discharge from the army and from National Civic Service and culminating in making of personal decisions about choice of studies and line of work. It is proposed that at this stage outstanding young people be exposed to the challenges facing the State of Israel and Israeli society and to have them exposed with the ethos of public service, and to develop for them the tools and possibilities to enable them to make decisions based on sense of awareness and commitment.

The Coordination and Development Department will operate under the Director-General of the Prime Minister's Office or a function representing the Director-General. It will have a multi-year budget at its disposal in the base of the National Budget that shall be concluded between the Director-General of the Prime Minister's Office and the Director of Budgets in the Ministry of Finance. It is recommended that an Executive Committee be set up for the Team headed by the Director-General of the Prime Minister's Office with the participation of the Civil Service Commissioner, the Director of Budgets in the Ministry of Finance, the Director of the Local Government Administration in the Ministry of Interior, and three representatives from the public with a background and experience in leadership, training and change management. Representatives from the Academia and from Third Sector organizations will be invited as observers to meetings of the Executive Committee, as necessary. It is recommended that the Executive Committee convene quarterly, and that it be responsible for approving annual work plans and budgets; it will also exercise control in respect of the director of the department, including recommending termination of service to the Director-General of the Prime Minister's Office. The department head will be selected by a Search Team (Vaadat Itur), as a position that is exempt from tender for temporary positions. It is proposed that the department head be appointed the representative of the Prime Minister's Office on the Executive Committees of the various management training programs.

2. Civil Service Commission: the Team recommends involving Civil Service Commission institutions in building “ATUDOT LE’ISRAEL”, and in particular:

- **The “Department of Cadets for Civil Service”**, which serves as a professional knowledge center that has accrued considerable experience in setting up and training managerial talent throughout the Civil Service. Is recommended that the “Department of Cadets for Civil Service” and the Executive Committee of the cadet programs be assigned to lead additional activities in the framework of “ATUDOT LE’ISRAEL”. This, with emphasis on knowledge retention, creation of channels feeding excellence for all the “ATUDOT LE’ISRAEL” programs, and taking of full responsibility for setting up cross-system programs to staff critical personnel shortages, such as engineers and technological professions, and an outstanding managerial talent for the ultra-Orthodox, etc. It is proposed that the director of the department be appointed the representative of the Civil Service Commission on the Executive Committees of the various management training programs.
- **Senior Staff Administration at the Civil Service Commission**, that coordinates the planning and development of a management training program for the leadership staff in the Civil Service, and by virtue thereof, serves as a professional authority and knowledge source in the area of management training programs and senior management.

- **Department of Management Doctrine & Knowledge Management**, responsible for creating the doctrine and policy on human capital management in the Civil Service, including the professional themes pertaining thereto, and specifically, leadership, management and human capital management, etc.
 - **“The National Academy”**: a body that trains senior staff and reserves of senior management in the Civil Service, and that coordinates learning, training and collaborative knowledge. Serves as a national knowledge center for the training of senior management.
 - **The Strategic Planning and Policy Department**, which bears responsibility for long-range planning of the human capital in the Government system, with emphasis on professional shortages, planning of channels for feeding excellence in the Civil Service, etc.
- 3. The Budget Department in the Ministry of Finance:** the Team recommends that a **macro** team in the Budget Department of the Ministry of Finance, in collaboration with the relevant teams at the Budget Department overseeing of every program, actively participate in the planning and execution of the work plans for the “ATUDOT LE’ISRAEL” network, and specifically, on the Executive Committees of the various programs. It is proposed that a representative of the department be appointed the representative of the

Budget Department on the Executive Committees of the various management training programs.

- 4. The Ministry of Social Affairs and Social Services:** the Team recommends that the system-wide Executive Committee set up by the Ministry of Social Affairs and Social Services, in collaboration with the National Insurance Institute, lead “ATUDOT LE’ISRAEL” activities in the area of social welfare (see Chapter 6: Management training programs in the welfare system).
- 5. Ministry of Health:** the Team recommends that the Executive Committee set up in the Ministry of Health to manage the “Inbar” program – a managerial reserve for the healthcare system – be responsible for all the “ATUDOT LE’ISRAEL” programs in the area of healthcare, after the necessary adjustments (see Chapter 7: Management training programs in the healthcare system).
- 6. Ministry of Education:** the Team recommends setting up a system-wide Executive Committee that will be responsible for all the “ATUDOT LE’ISRAEL” programs in the area of education (see below Chapter 8: Management training programs in the education system).
- 7. The Local Government Administration in the Ministry of Interior:** the Team recommends that the Local Authorities’ Human Capital Management Department in the Ministry of Interior, which currently leads the cadet programs for local government, lead all the “ATUDOT LE’ISRAEL” activities

in local government, and that the department be an active partner in heading programs that culminate in placement in local authorities, such as: “cadets for strategy and urban planning”, “cadets for informal education”, and any other program at the end of which cadets join the local authorities as employees (see Chapter 9: Management training programs in local government).

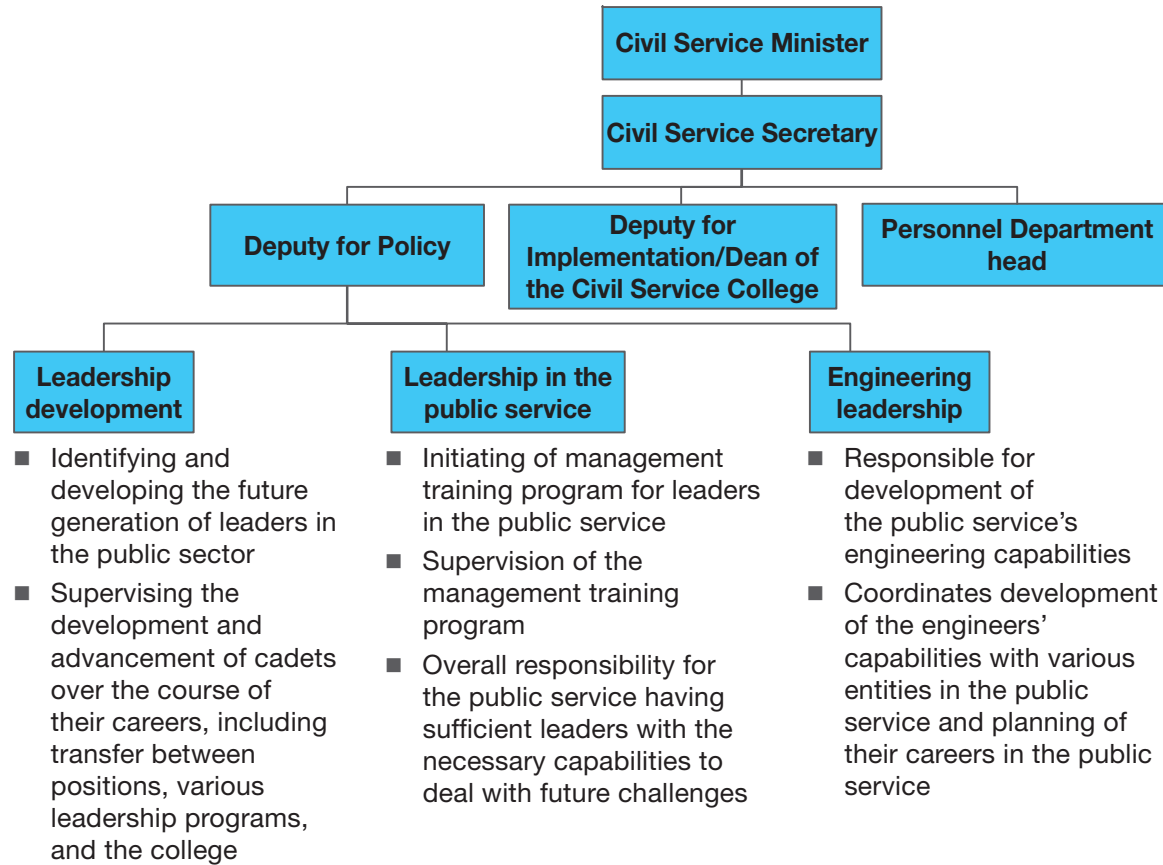
8. **“ATUDOT LE’ISRAEL Forum”**: the Team recommends supporting “ATUDOT LE’ISRAEL Forum” activities by means of professional organizational accompaniment, among others. This is an inter-sector forum that brings stakeholders together who are running management training programs for the Public Service Sector in Israel, and that meets from time to time to discuss collaborations and to promote the issue. The Forum’s members include the leaders of the existing management training programs, training organization managers, representatives of Government ministries including the Prime Minister’s Office and the Civil Service Commission, philanthropic organizations, etc.
9. **Graduates of the Atudot programs**: the Team recommends strengthening the collaborative work of all the graduates of “ATUDOT LE’ISRAEL” programs. This, in order to create continuity in the work that is done and to forge direct contact between graduates, so that graduates continue to maintain and develop the “ATUDOT LE’ISRAEL” network.

International perspective

The following are several international models for talent management programs, which offered another perspective to the team's work.

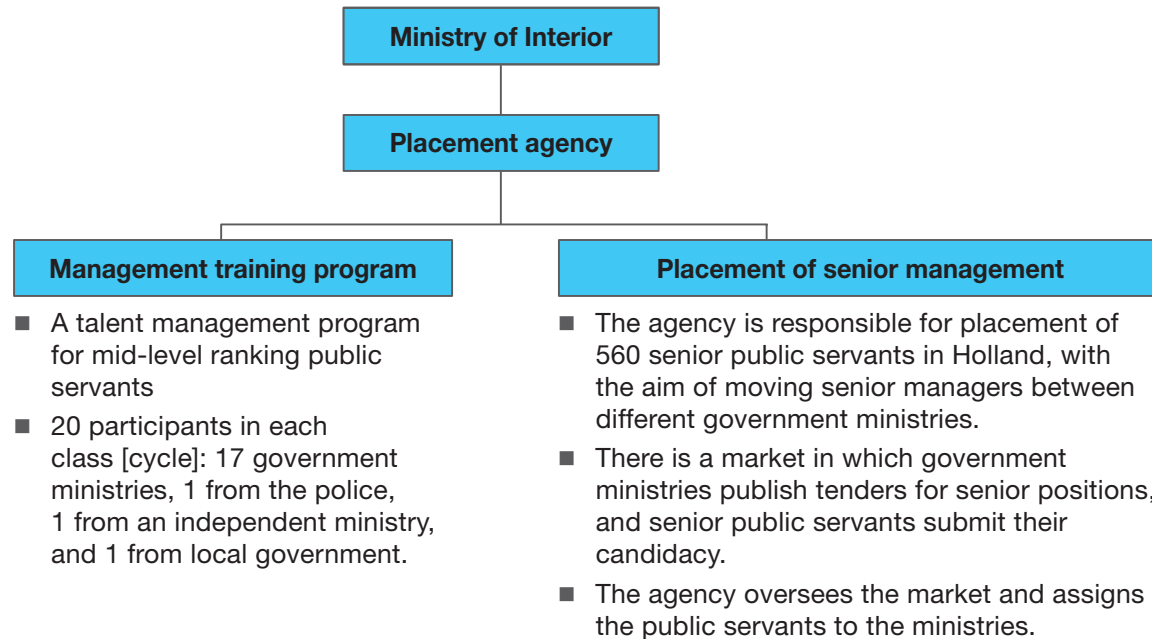
Singapore's public sector has two main leadership training programs, designed to identify and develop the future generation of leaders in the public sector: general leadership and engineering leadership. The programs come under the Office of the Civil Service. The government maps needs and plans the workforce 15-20 years ahead. There are over 500 grants for Civil Service cadets.

The mechanism for leadership training programs in Singapore comes under the Office of the Civil Service, and is structured as follows:

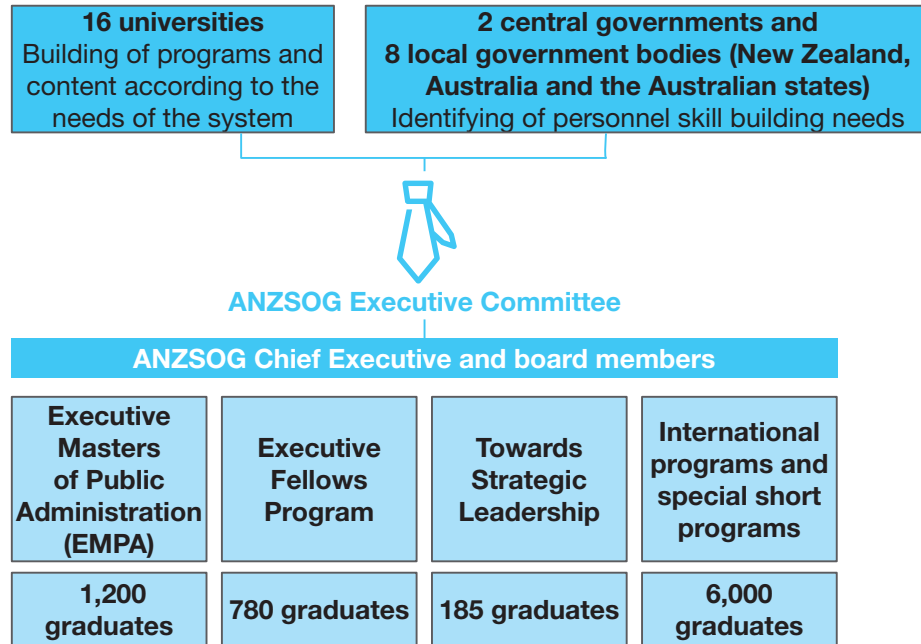


In the Dutch public sector, the leadership training programs for the public sector comes under the placement agency, which is subordinate to the Ministry of Interior, though discussions are underway to transfer the agency to the Prime Minister's Office. The program is a talent management program for mid-level ranking public servants, but it is not a prerequisite to become a senior public servant. The program has 20 fellows a year, and lasts two years.

The organizational structure is as follows:



The ANZSOG Australia and New Zealand School of Government was established in 2002 in response to the need for a higher standard of management and leadership skills among civil servants. The school's Executive Committee is composed of representatives of the partner governments and of leading universities, and together they build programs based on the government's needs. The school's target audience is the public sector's leadership reserve. The aim of the school is to train leadership that drives change and is committed to the public sector and networking of graduates from all segments of the public sector. The leadership training programs apparatus includes representatives of central government, local government and universities, and is structured as follows:



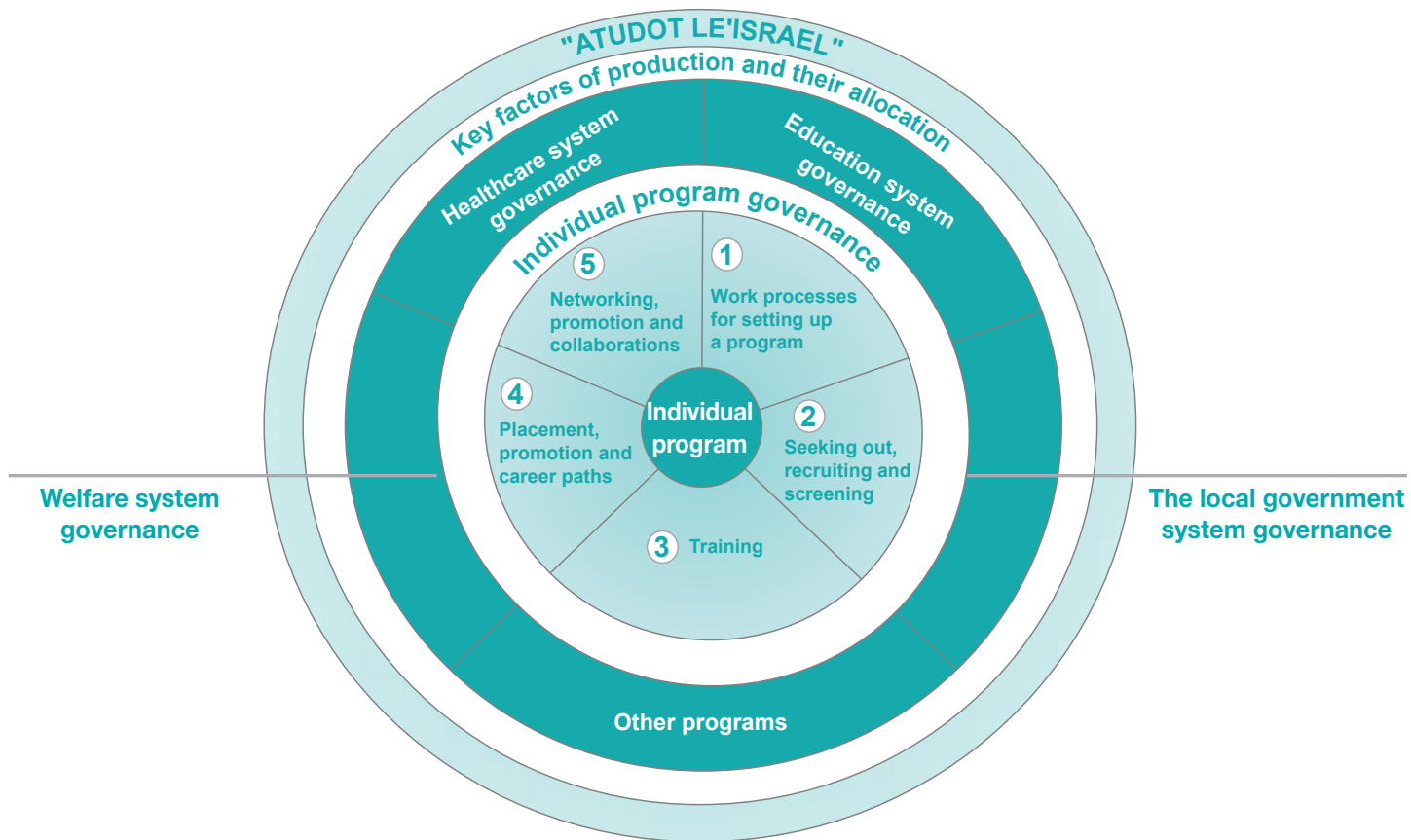
D

Management training programs,
accumulated experience



Setting up and running of management training program of a high standard requires perseverance and a willingness to lead change in a complex reality, with quite a substantial number of stakeholders, whose goals are not always coordinated. During its work, the Team accumulated extensive knowledge in the setting up and operation of management training programs, and therefore elected to put it in writing as a basic operation doctrine (best practice) for management training programs. It should be noted that the operation doctrine described below is basic, and that each program should select the conditions that suit it, from which a custom tailored program can be developed and created for the system and the subject in question.

In order to simplify the reader's orientation in the following chapters, below is a graphic description of certain components of "ATUDOT LE'ISRAEL" presented later on:



Chapter 15: Management training programs – characteristics required for success

In terms of the desirable characteristics for a management training programs, some of the activities vital for the success of such a program were mapped:

- **Branding and marketing:** high-quality marketing in a diverse range of channels, with emphasis on proactive seeking out of high-caliber target population groups, and focused effort on reaching all sections of the public in Israel.
- **Selective recruitment:** rigorous screening of candidates on the basis of the criteria of excellence and leadership potential, and selection of a limited, high-caliber group of fellows.
- **Proportional representation of all population groups in Israeli society:** integration of the various population groups in the management training programs is an essential component in the development of a Leadership Management Program, representative of Israeli society. It is therefore recommended that emphasis be placed on this aspect in seeking out and screening candidates for management training programs, and that culturally-

appropriate adjustments be made to screening tests in order to afford all population groups in Israeli society an equal opportunity.

- **Development of partnerships within the relevant public system:** participation of fellows from several entities and sectors, in order to strengthen the holistic understanding of the relevant public system, and to facilitate networking among the various entities.
- **Unique and comprehensive training:** a group training track that includes a professional tier, a personal and group development tier, and a moral-leadership tier (the image of the public servant), and acquaintance with the system from “Dan to Eilat”. In many cases, the training also includes an academic component and exposure to corresponding systems abroad.
- **Assessment and feedback:** an orderly and periodic system for assessing the performance of fellows participating in the program, and aspiring to base it on the 360 degrees evaluation model.
- **Screening during the programs:** since, by definition, no screening process for program admissions is perfect, the top programs are ones that also conduct in-training screening, and therefore also have an orderly and transparent mechanism for dismissal of fellows.
- **Placement and promotion:** job placement and a career path are contingent on graduate performance in the programs in which placement is required (cadet programs).

- **Networking:** developing an active graduate network contributing to the activities of the graduates and to the Public Service Sector.
 - **Accompaniment in the position:** professional mentoring in the position, regular training in the initial years and support in handling professional challenges, as well as accompaniment in the handling of administrative aspects.
 - **Group pride:** cultivating a sense of belonging and pride in being associated with the program, with a specific class, and with “ATUDOT LE’ISRAEL” as a whole.
 - **Leading change:** the program encourages and trains fellows to serve as drivers of constructive change in their fields, and not necessarily as preservers of the status quo.
 - **Training team:** recruitment, training, placement and networking team that supports all aspects of the program.
 - **Governance:** appointment of an Executive Committee/steering committee to chart the program’s policy and to exercise controls in respect of it.
- It should be noted that the above criteria are not sufficiently developed in all the existing programs, and are even absent in some of them. However, the Team views this list as a professional compass for existing programs and for programs that will be put together in the future.

Effectiveness of management training programs

Below is an example of indicators for measuring the effectiveness of management training programs:

Examples of KPI's for a program

Program stage

Marketing

- Percentage of women contenders versus men contenders
- Percentage of contenders from the different sectors

Selective recruitment

- Percentage of the candidates admitted to the program
- Percentage of admissions who start the program

Unique training

- Acquaintance with the system “from Dan to Eilat”, including the needs of the different population groups
- Development of management skills, and acquaintance with corresponding top systems abroad
- Personal and group empowerment and building a vision of the future

Assessment and feedback

- Percentage of 360 degree assessments
- In-training screening

Placement and advancement

- Percentage of the participants who start working in the Public Service Sector
- Percentage of graduates working in the Public Service Sector after 5 years.
- Percentage of graduates advancing to positions of influence after 5 and 10 years
- Number of graduates' events per year, and the number of participants in each event

Networking

- Graduates' and employers' feedback on the effectiveness of the graduate network
- Percentage of graduates defining themselves as plugged into the graduate network

Accompaniment in the position

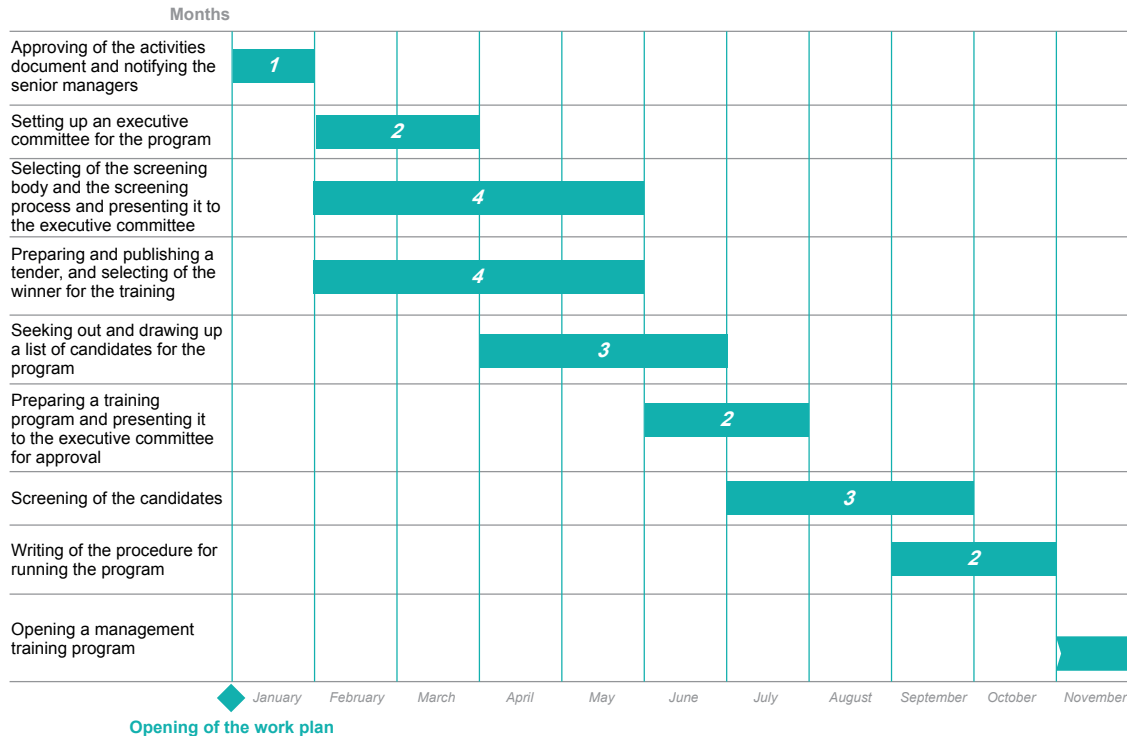
- Percentage of graduates participating in a mentoring program
- Feedback of participants on the quality of the mentoring
- Feedback of the mentors

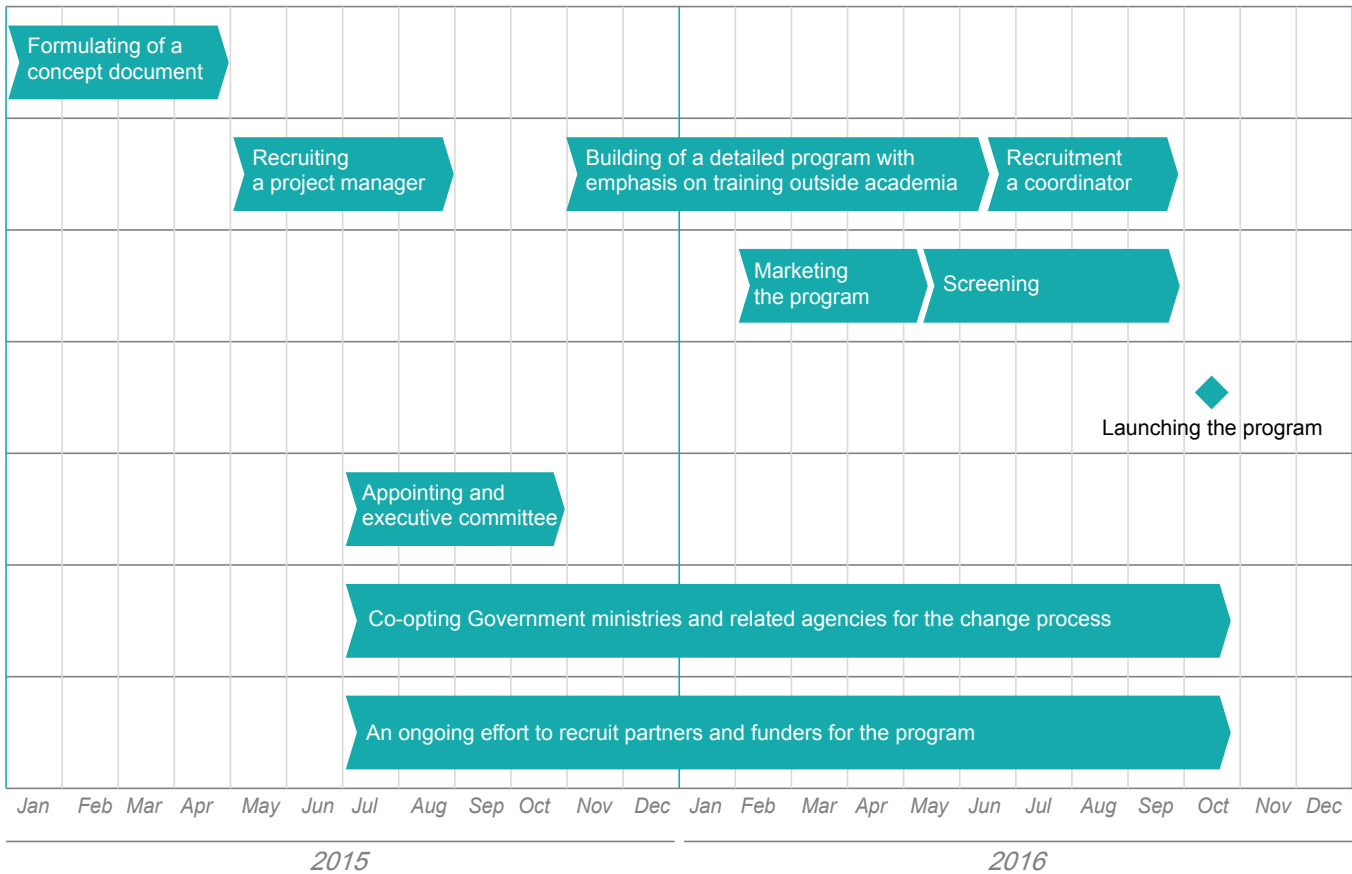
Examples of KPI's for an Executive Committee

- 1 Number of Executive Committee meetings per year
- 2 Percentage of the Executive Committee members who attend the meetings
- 3 Approval of an annual work plan
- 4 Preparations for meetings
- 5 Meeting summaries and follow-up of implementation of decisions
- 6 Providing the manager with systematic feedback
- 7 Material issues are brought before the Executive Committee for discussion

Chapter 16: Setting up of a management training program

Setting up a high quality management training program can take from six months to several years. The following are two examples of set up processes that start after the decision is made to set up the program:

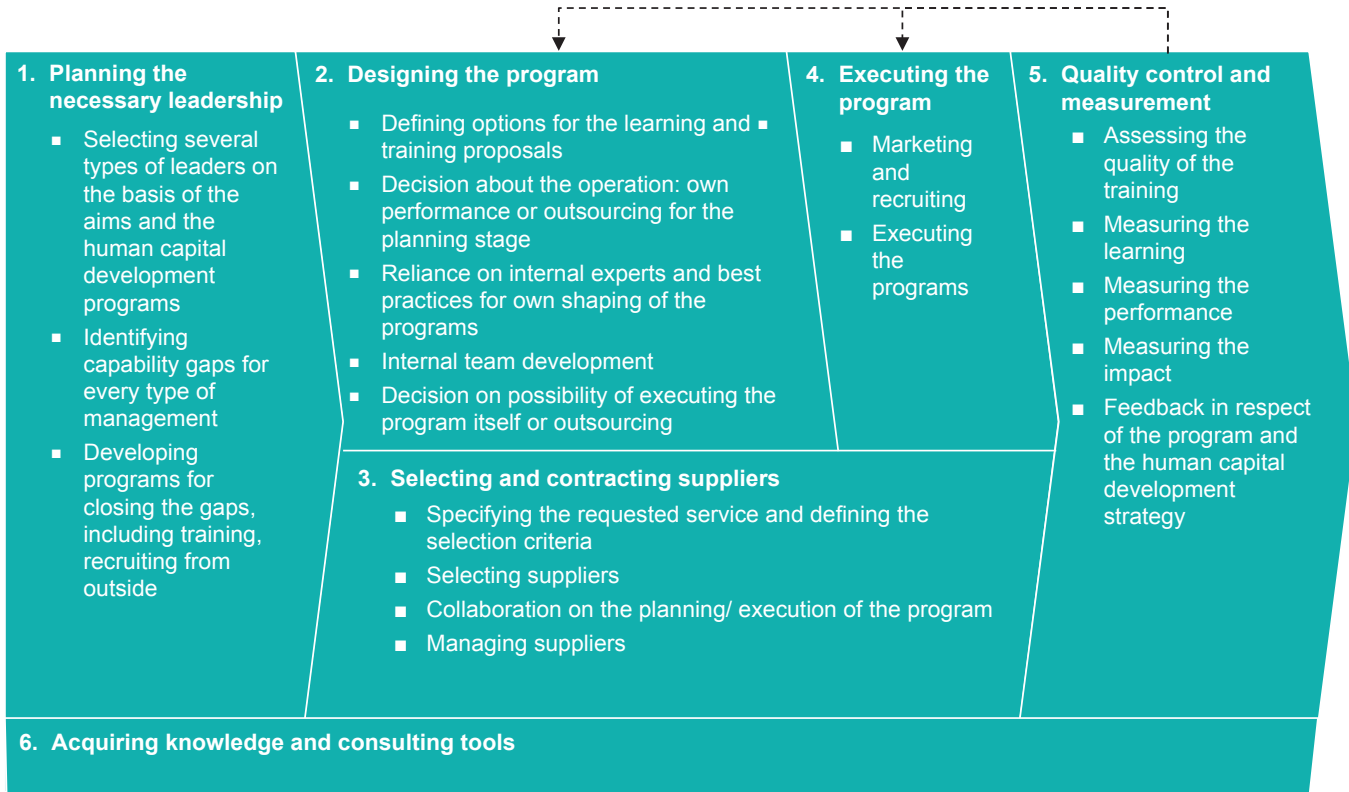




By comparison, the following is an example of the work process for setting up a management training program in the British public sector:

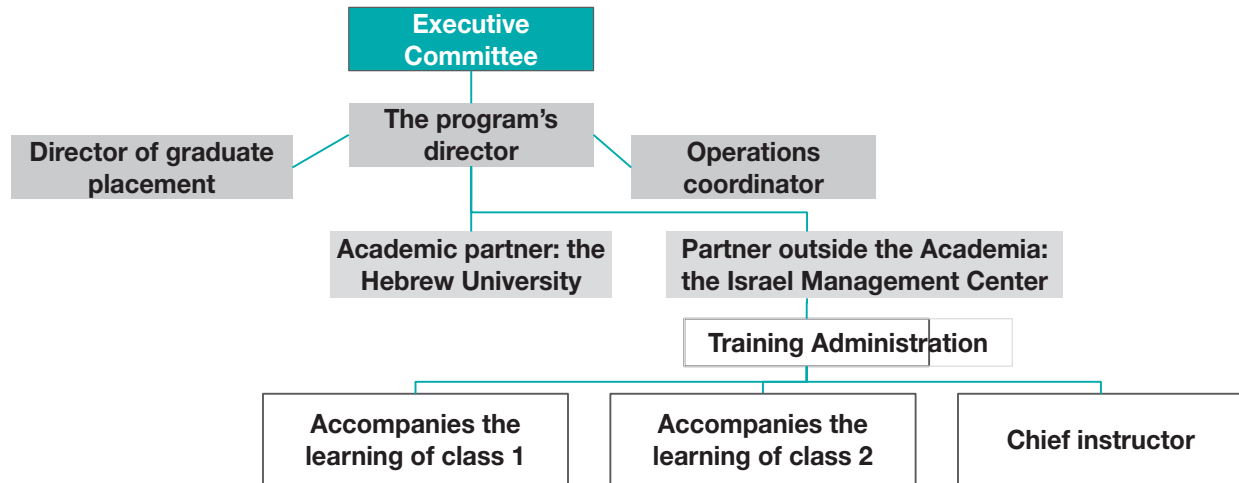
0. Basic

- Defining the program's goals (which needs is it designed to meet)



Chapter 17: Governance

At the level of the individual management training program, a comprehensive organizational structure is required to enable in-depth handling of all aspects of it. The governance structure of the “Cadets for the Civil Service” program is a possible model for management of a cadet program. The rationale for the organizational structure is drawn partially from the method of governance of the “Talpiot” program in the IDF combined with the board (Executive Committee) model borrowed from the business world, with several adaptations.



The Executive Committee has several main functions, including establishing the programs' policy and goals:

- Selecting the program's director.
- Support for and assessment of the director's performance.
- Verifying efficient planning and management of the program.
- Verifying the resources required and management of them.
- Positioning the program as one of systemic agents of change.
- Supervision and improvement of the program.
- Recruiting members of a new Executive Committee and assessing the Team's performance, etc.

In order to measure the effectiveness of the Executive Committee and of the program itself, a set of key performance indicators is required. For example:

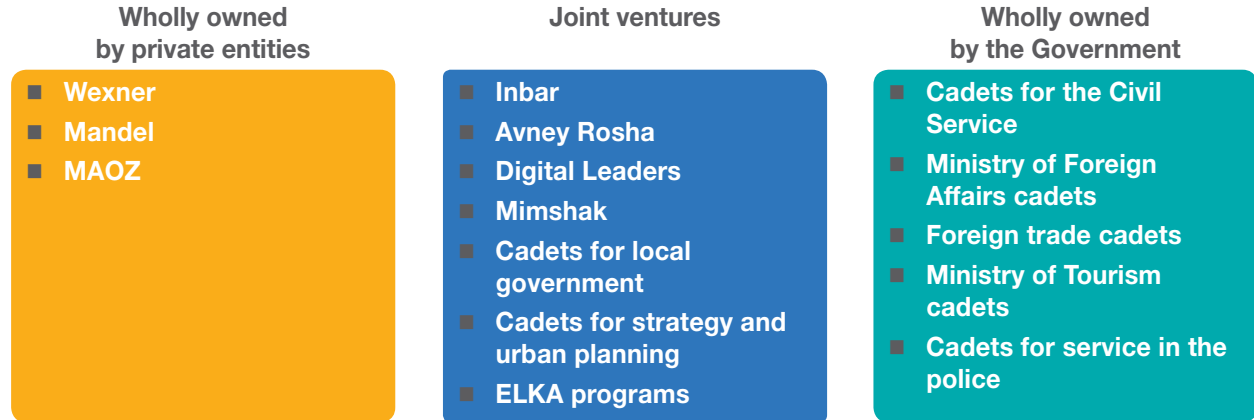
- Frequency of Executive Committee meetings during the year.
- The extent of the presence of members at Executive Committee meetings.
- Preparation of an annual work plan.
- Quality of the handling of the meetings (preparation, summary, follow-up of implementation of decisions).

- Are substantive issues brought up for discussion at the Executive Committee, etc.

In order to improve its work, it is proposed that the Executive Committee participate in professional 'continuing education', similar to the training received by boards of State-owned companies, and it is advised that the Executive Committee accept professional/organizational oversight of its activities.

Chapter 18: Models for the extent of Government involvement in management training programs

In the operation of a management training program, use is made of several models for the degree of government involvement – from the program being wholly owned by the Government, to a joint venture with a third-party, to being wholly owned by entities in the third sector. The following are some examples:



It should be noted that even in programs wholly funded by private entities, the Government participates in the funding of the fellows' salaries and their absence from work, funding of substitute personnel, etc.

The advantages of a model according to which a Government body owns the program are consistency between authority and responsibility, direct and readily available access to the decision-makers and nodes of influence in the system, budgetary stability, and the fact that placement is done in an official manner, within the system, backed up by specifically budgeted positions for that purpose. On the other hand, programs operating according to this model are vulnerable to the bureaucracy of the system and have difficulty recruiting candidates from the Ultra-Orthodox and Arab sectors due to rigid screening criteria.

The Cadets for the Civil Service program constitutes a prominent landmark and compass for other programs, because, for the first time, the Government of Israel took upon itself exclusive, full and direct responsibility for building and training the managerial reserve in several respects:

- Those admitted to the program become civil servants from day one. Therefore, they are paid a salary with all the attendant social benefits as opposed to a stipend.
- A model has been instituted for network placement of the program's graduates at systemic nodes of influence in the civil service, and accordingly, additional positions have been added to the work strength to support this policy.

- Differential placement of graduates has been instituted based on professional and personal background and experience, with a relatively rapid advancement track, that is built for each graduate individually.
- A typical week includes academic studies as well as practical, intensive training with a special, high-caliber team of mentors as well as hands-on experiences in the field, which make up more than a full-time job.
- A network of fellows that maintains contacts between classes of the program, with graduates of other management training programs, and that collaborates with professional parties within the system to advance Government policy.
- Budgeting for the program is contained in the base of the budget.
- An active Executive Committee that convenes at least once every quarter, and is responsible for approving annual work plans and budgets, controlling the director of the program, charting the program's strategy and monitoring recruitment, training and placement of the cadets in the Civil Service.

As a mirror image, the advantages of the model in which Third Sector entities have ownership of the program are reflected in their dynamism, willingness to make swift adjustments to the content, and not being dependent on bureaucratic Government constraints (Mandatory Tenders Law, etc.). On the other hand, this model has built-in weaknesses that are reflected in a total reliance on philanthropic funding. This reliance affects the program's stability,

and may cause fears about introducing unofficial and unsupervised content, and an inability to place graduates in positions in the Public Service Sector.

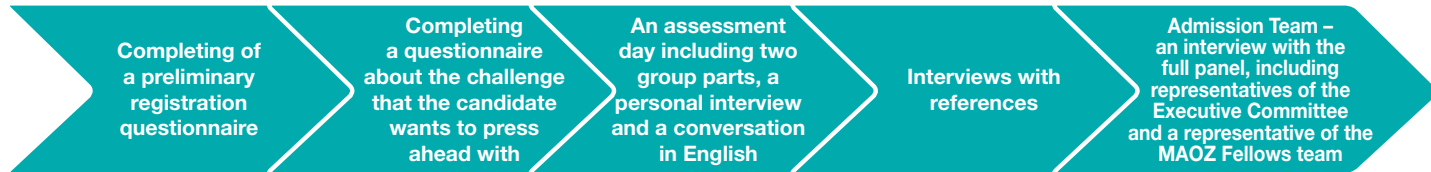
In-between these two models is a third one, based on “joint venture” principles. Under this model, a government organization engages with a nonprofit organization and both partners run and fund the program together, and aspire to maximize the strengths of both sides and to minimize their weaknesses. It should be emphasized that the major risk represented by this model is the financial strength of the third sector partner. It is therefore recommended that several philanthropic partners be grouped together in order to ensure the joint venture’s stability over the years. The Team deems it fit to point out that given the need to encourage initiatives in this area, a model involving a 25% stake by an external entity and a 75% stake by the Government in “ATUDOT LE’ISRAEL” programs, as implemented in the National Institutions, will enable more external training bodies to operate in this field. Under this model, the range of entities able to engage in this field will expand, and the volume of activity by “ATUDOT LE’ISRAEL” increased.

Chapter 19: Seeking out, recruiting and screening

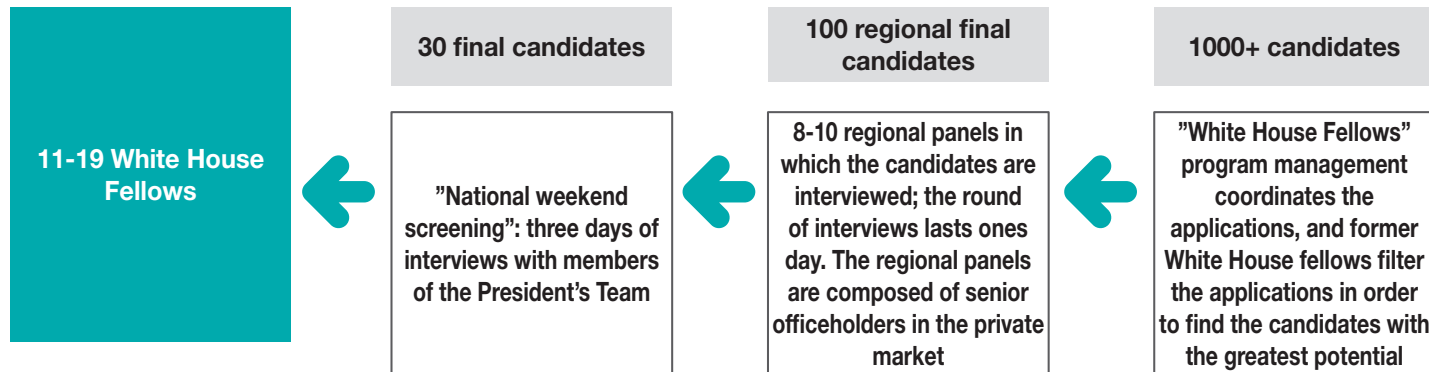
An important component of management training program, and possibly the most important of all, is the seeking out, recruiting and screening of the most suitable participants. An efficient screening processes is required for successful recruiting of the most worthy candidates among the numerous candidates. An efficient screening process has several key characteristics: personal and group elements – during the screening, it is important to determine the candidate's personal skills and the candidate's ability to serve as a contributing team member as part of a group; an efficient and quick process; a multistage process – a process composed of several assessment stages facilitates a more comprehensive and more in-depth acquaintance with the candidate and his/her skills.

Alongside rigorous focus on the quality component, attention must also be given to the varied mix of fellows in each program, a mix that faithfully represents the different sections of Israeli society (see more on the subject in the chapter on proportional representation).

The following is an example of the screening stages in the MAOZ Fellows program:



The Team wishes to point out that the participation of the program’s graduates in the screening stage is important. The Team found that this is the case in several management training programs in Israel as well as in key management training programs in the United States, where for example, the screening for the “White House Fellows” is based, among others, on former fellows. **Below is a general description of the screening process for this program:**



Chapter 20: Training

After having studied the training structure in a variety of the management training programs active today, it is recommended that several components be incorporated in the contents of the programs:

Comprehensive acquaintance with the relevant systems: the program's fellows should be introduced to the range of subject areas and places relevant to their future occupation, including excursions and visits to all parts of the system, lectures by professional personnel, etc. (acquaintance with the system by visiting it “From Dan to Eilat/Across the country”).

Individual and group empowerment: it is important that the program's fellows undergo a diverse range of experiences to enable them to become a close-knit network. Such a network can subsequently act to have a broad system-wide impact as fellows develop their competencies, and proceed with self-learning and individual work.

Leadership content: excellent implementation skills, including delving into detail, with or without guidance from above. Ability to lead people and processes in situations of uncertainty and with limited resources, having a personal and group commitment, and encouraging personal initiative and leading change.

Acquaintance with corresponding systems abroad: acquaintance with corresponding training systems abroad and acquaintance with other management training programs.

The intensity of the training varies from program to program: One can view it as a continuum, at the one end of which are long programs incorporating an academic degree, and at the other end of which are programs of 300 hours, operating concurrently with the work. The management training programs reviewed in this report operate according to a variety of models: a good way to analyze whether the contents of the programs are suited to the needs is to characterize the image of a graduate. The following is an example of the image of a graduate, as characterized in the “Cadets for the Civil Service” program: a commitment to a path of contribution, tying one's own professional future to that of the country; ability to lead change; leading development and progress on a personal, group and public level; leadership and leading: ability to lead people and processes in situations of uncertainty and with limited resources, including a personal and group commitment and teamwork skills; a sense of professional belonging: a civil servant and a desire to be a “public emissary” committed to all of society; long-range vision and thinking; constructive thinking; reading the realities of the situation and proceeding accordingly; the ability to analyze the significance of things by moving constantly between disciplines; perceiving changing realities: containment of ongoing situations of uncertainty; agile

thinking and speedy action, creativity, being methodical and focused; constantly learning, improving and building up a toolbox; motivation and ambition to expand one's knowledge and insights, and identifying knowledge that is relevant for application in different frameworks; getting things done/ activist; excellent implementation skills, including delving into detail, with or without guidance from above; system-wide vision; acquainted with the structure of the Public Service Sector and its complexity, and takes the initiative and sets a personal example.

The following are a variety of examples of the training structure in various management training programs:

Programs including an academic degree requiring a full-time position

- Bachelor's Degree
 - Hotam (including teaching certificate)
 - Cadets for local government
 - SHOHAM police cadets
 - Cadet program for transportation infrastructure management

- Master's Degree
 - Cadets for the civil service
 - Cadets for strategy and urban planning
 - Wexner

An intensive training program

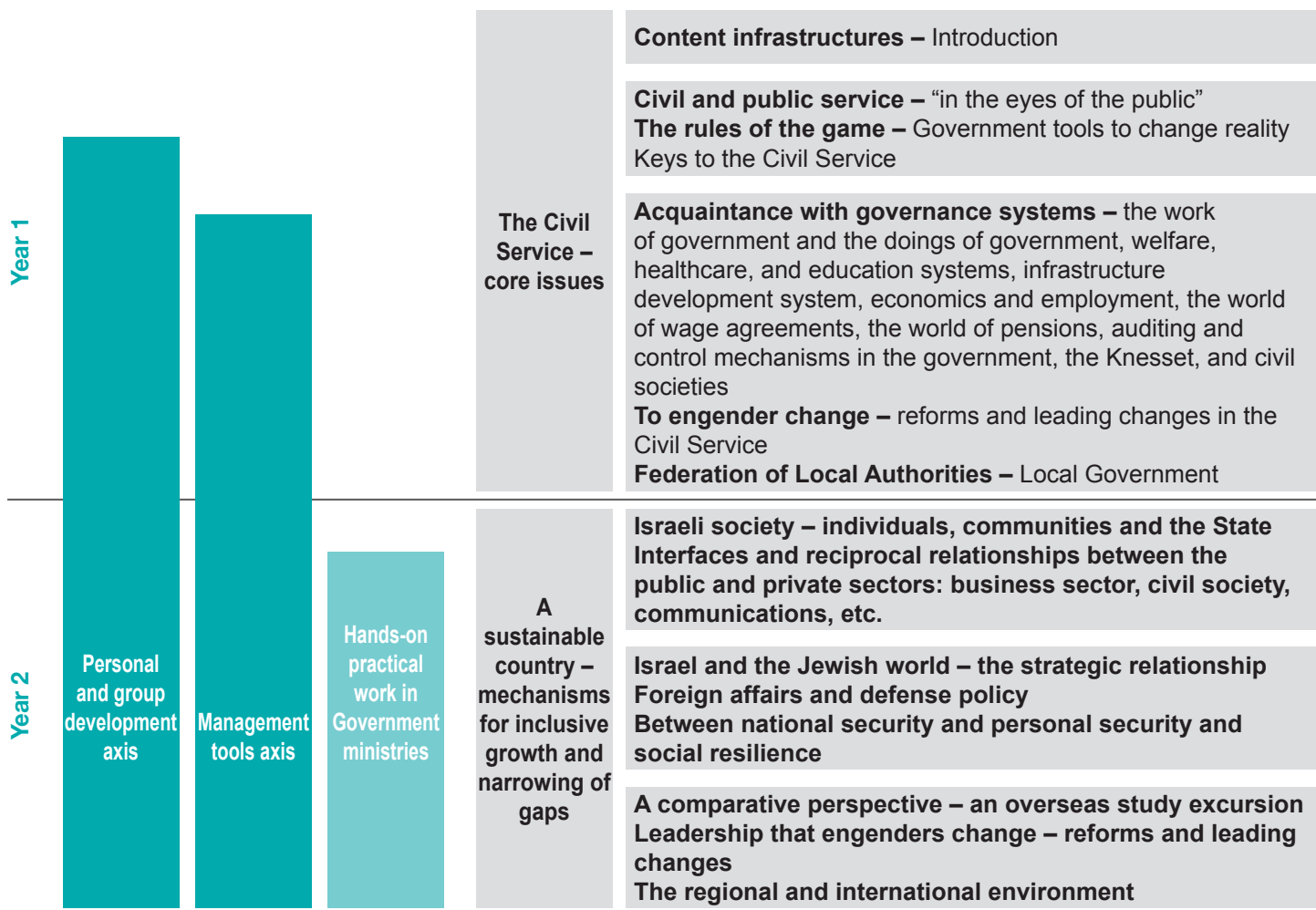
- Mandel (two years)
- Ministry of Foreign Affairs cadets (six months)
- Foreign trade cadets (three months)
- Wexner (one month)

On-the-job training program

- Avney Rosha
- Digital Leaders
- MAOZ Fellows
- ELKA program for senior staff
- Kriat Kivun
- The Jewish Statesmanship Center

- Postdoc
 - Mimshak

Hands-on practice forms a significant part of cadet training in management training programs, and consideration must be given to incorporating hands-on practical experience when building a management training program. For example: in the “Cadets for the Civil Service” program, an element of hands-on practical experience is incorporated in the second year of training, and more extensively in the last six months, in the form of a half-time position under training conditions:

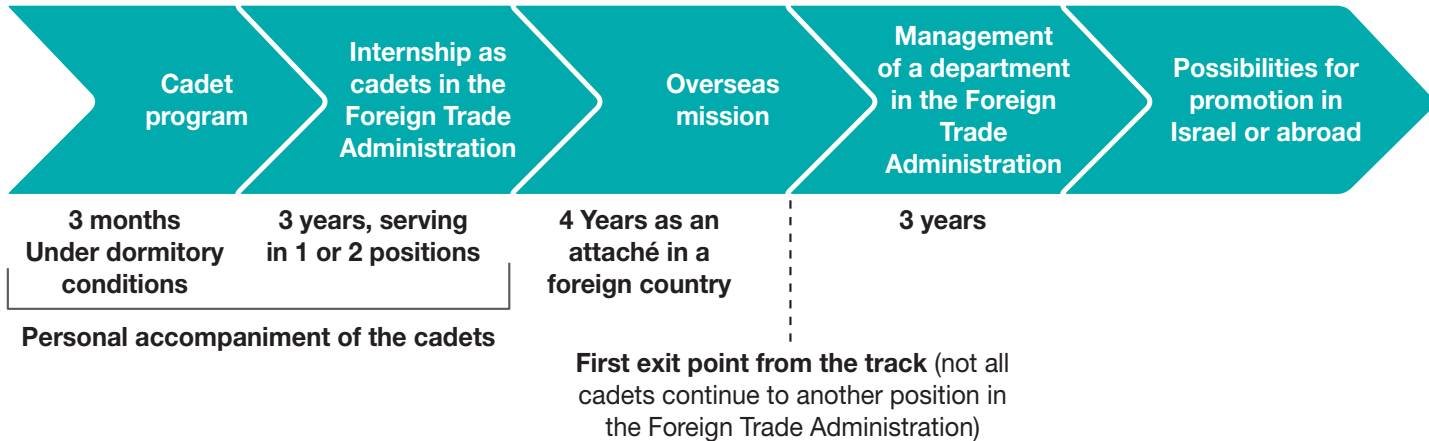


Leadership content is an important component of any management training program. For example: according to the leadership model of the Queensland State government in Australia, a leader in the public service must have five capabilities:



Chapter 21: Placement, promotion and career paths

Some of the management training programs have a placement component. This component applies primarily to cadet programs and is not applicable to programs that train management levels serving in office at the time of their training. The veteran management training programs learnt that in order to retain cadets in the system, a long-range development track must be created for them. The following is an example of a development track in use in the Ministry of Economy's Foreign Trade Administration, which trains cadets for ambassador and economic attaché positions.

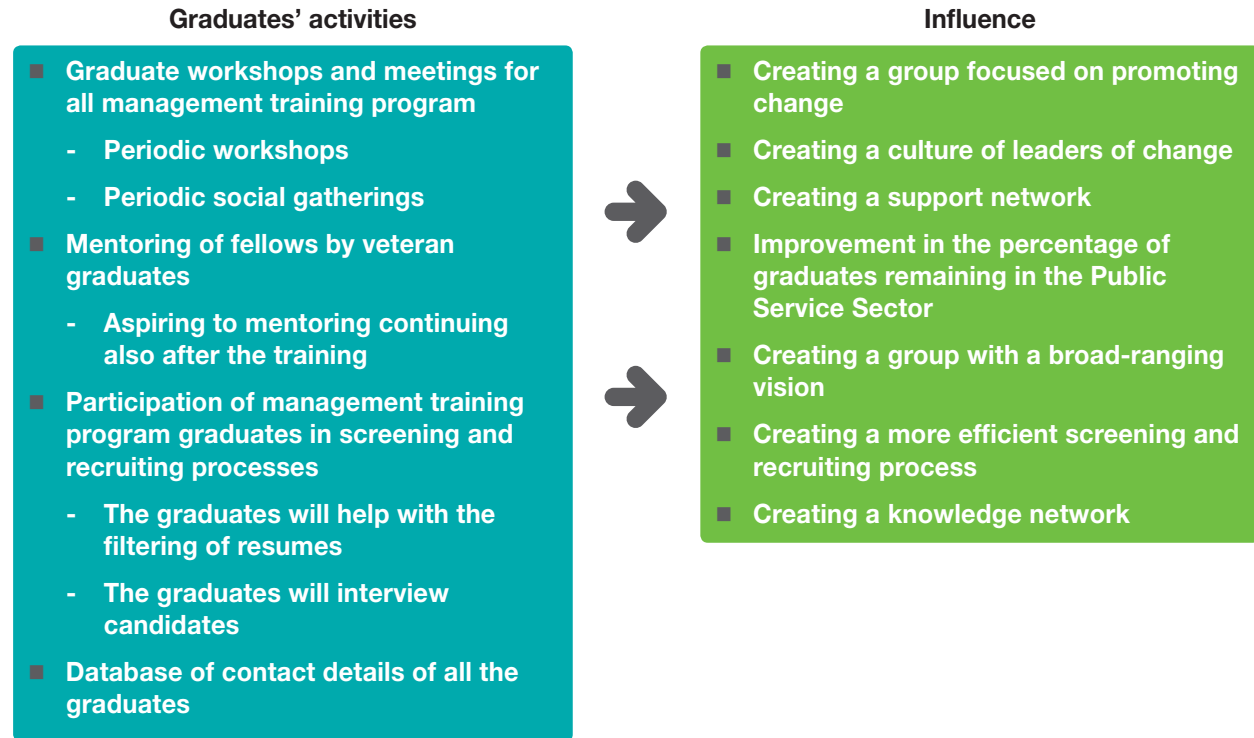


Another example centers around the unique placement model developed in the framework of the Cadets in the Civil Service program – a position is found for the individual in the broad network, trying to take into consideration of the strength and passion of the cadet. The program's placement objectives are determined on the basis of an organizing model, based, on the one hand, on a systemic analysis of the challenges facing the government, the main tasks on the table, and the existing or potential interfaces between the Government units dealing with each of the tasks identified. And, on the other hand, the model is also based on the strengths, the enthusiasm, the talents and the natural tendency of the cadets to excel in certain areas. This, in order to maximize the ability of the program and every one of its participants to have an impact, while focusing on their contribution to the key issues on the agenda.

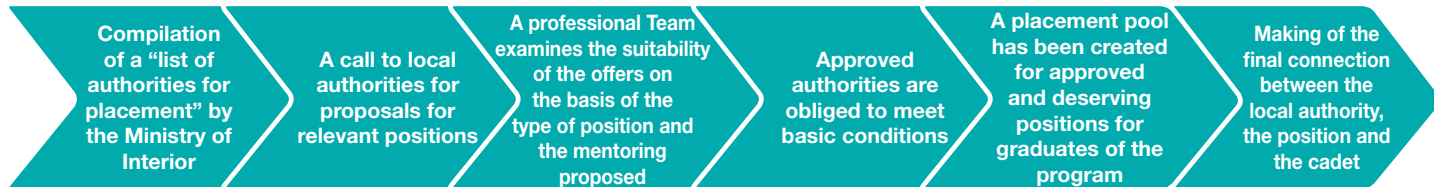
The networking view of placement objectives is based on the recognition that managing and heading change processes in the Civil Service today almost never fall under the responsibility and authority of a single Government unit, and one of the main challenges in the work of Government today is coordinated action of units that are very different from each other. Thus, cadets in the practical work stage and graduates placed in collaborative units improve inter-ministerial coordination for the benefit of a common goal. The placement stage is defined as the “springboard” stage to the path the graduates are expected to take in the

Civil Service, a path they will advance along on the basis of their competencies and their excellence in hands-on work.

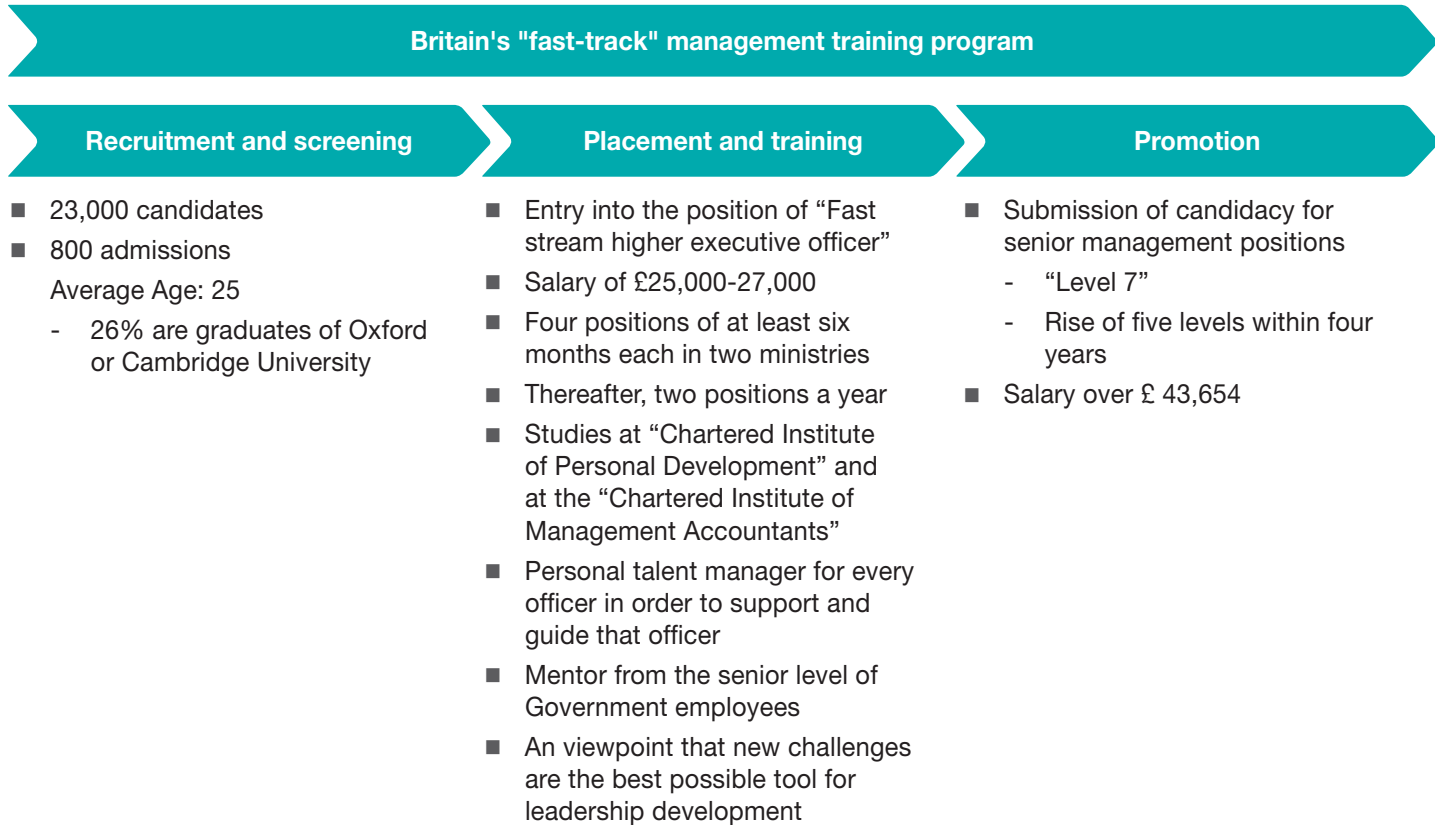
Over and above placement, to help graduates of the management training programs bring about change, graduate networks are required.



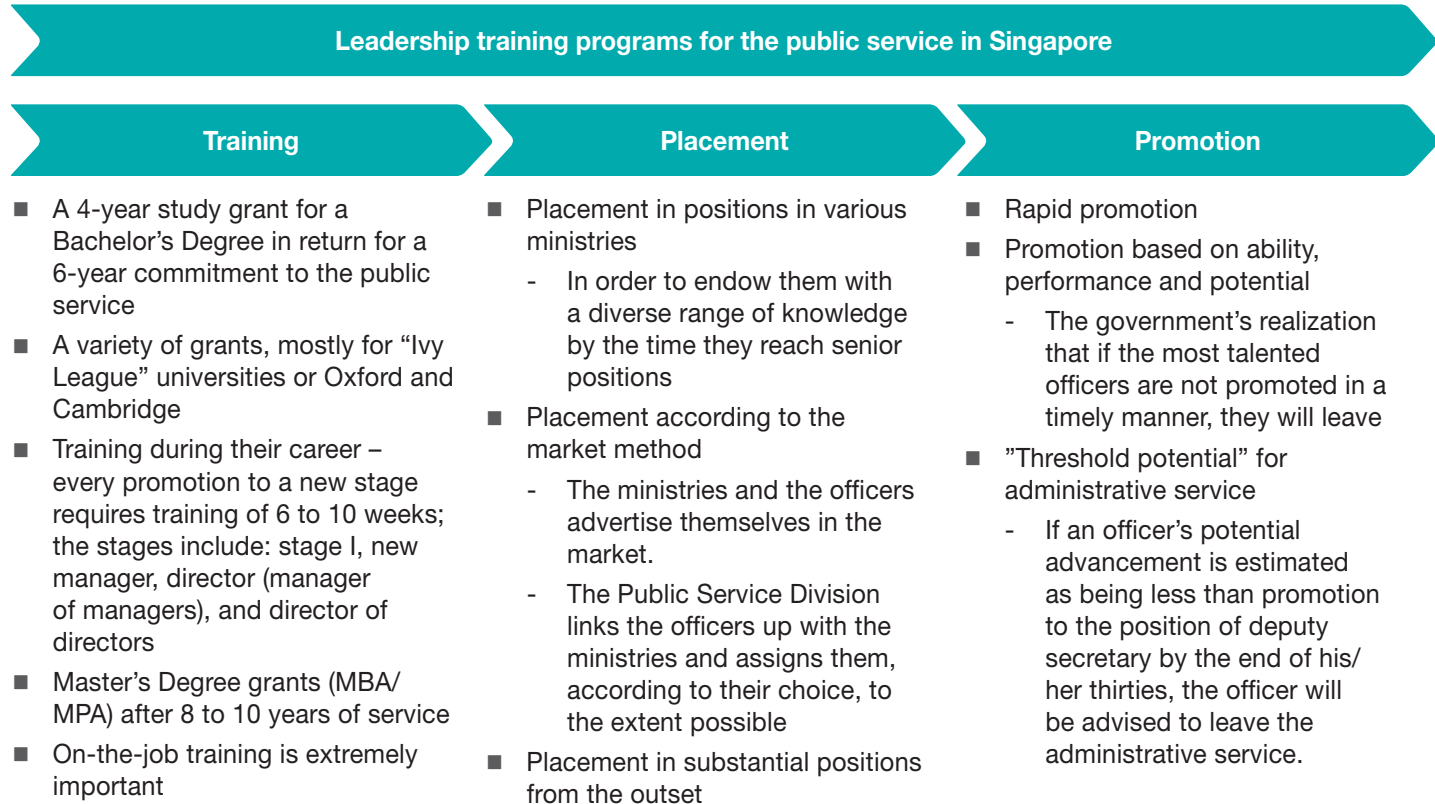
The “Cadets for local government” program led by the Ministry of Interior succeeds in creating strong demand for its graduates thanks to a competitive placement mechanism, driving competition for graduates among the local authorities, obliging the local authorities to offer attractive positions and top quality mentoring. The numerous inquiries facilitate the creation of a bigger pool of placement options, and subsequently better matched placement of cadets. Another significant outcome of this is a heightened awareness about the cadet program and the caliber of its graduates.



As a source of comparison, “the fast-track” in the British public service features placement for short periods in challenging positions, in order to enable rapid advancement to senior management positions:



In Singapore too, the placement and promotion processes form an integral part of every leadership training programs in the public service:



In the Dutch public service, there is a placement agency that is responsible for placing the 560 most senior public servants. The aim is to move senior managers between government ministries. Placement is implemented via a “market” in which government ministries publish tenders for senior positions, and senior public servants submit their candidacy. The agency oversees the market and assigns the public servants to the ministries.

In the American Administration, the possibility was examined of permitting mobility of employees between departments. On the one hand, the advantages are obvious: mobility improves the performance of an individual organization and of the public sector overall, and injects new ideas and perspectives into the organization. On the other hand, as in Israel, complex barriers exist in United States to the implementation of the concept of mobility: there is no centralized and structured management of human capital, and senior management view mobility missions as punishment and not as a promotion, and fear being marginalized. In order to resolve this problem and to encourage mobility, several ideas were proposed: the introduction of job mobility as a criterion in public service organizations, creation of incentives for the mobility of senior management, coordinated management of senior management mobility, investment in special programs for the mobility of mid-level management, etc.

The quality of the placement guarantees the retention of the graduates, and improves government services and compliance with the program's long-range objectives. A good example can be observed in the "Atidim – cadets for public administration" program, which ran from 2003 to 2010, and which subsequently morphed into the "Cadets for the Civil Service" program. As of December 2015, most of the program's graduates are still working in the Public Service Sector, and in the Civil Service specifically:





”One day Honi, the righteous man, was walking along the road.

He saw a man planting a carob tree.

He asked: How long does it take to bear fruit?

The man replied: Seventy years.

He asked: Are you sure that you will live another seventy years and eat from it?

The man replied: I found carob trees in the world; as my forefathers planted these for me so I too plant these for my children”.

(Babylonian Talmud, Tractate Taanit)

