



#diversifying_the_civil_service

Civil Service Commission

The Diversity and Representation Report
Abstract in English 2018



Employment Diversity Division
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**Civil
service
commission**

Introduction

The Diversity and Representation Report presents the employment situation of the populations that are eligible for Appropriate representation in the Civil Service by virtue of the Civil Service Law (Appointments) – 2018.

The populations eligible for Appropriate representation that are presented in this report are the Arab population, Israelis of Ethiopian descent, people with disabilities and new immigrants¹. Ultra-Orthodox Jews are also entitled to Appropriate representation. A process to improve the data regarding their employment in the Civil Service is currently underway and the next report will present an in-depth survey of their integration into the Civil Service².

The report has three main chapters: Chapter 1 – Diversity in the Civil Service, which presents an in-depth survey on the representation of each of the populations eligible for Appropriate representation; Chapter 2 – Recruitment and Screening in the Civil Service, which presents a survey of the work being done, as well as recruitment and screening trends for the populations eligible for Appropriate representation; and Chapter 3 – Leadership in the Civil Service, which surveys the level of diversity represented in the various Civil Service cadet programs.

This abstract will focus on the general data of chapter 1 of the report.

The government has set targets for the employment of the populations eligible for Appropriate representation. Following are the main legislation and government resolutions regarding those targets:

- ✓ Arab society, including the Druze and Circassians – Government Resolution Nos. 2579 from 2007 and 4436 from 2009 determined that 10% of Civil Service employees must be members of the Arab sector.
- ✓ Israelis of Ethiopian descent – Government Resolution No. 1065 from 2016 determined that their level of representation in the Civil Service must be at least as high as their percentage of the general population, i.e.1.7%.
- ✓ People with disabilities – the Equal Rights for People with Disability Law (Amendment No. 15), 2016, determined that 5% of employees of the Civil Service must be people with disabilities as defined in the Amendment.
- ✓ New immigrants – The Civil Service Law, which took force on January 1, 2017, determines that new immigrants are eligible for Appropriate representation, although a quantifiable target for their rate of representation has not yet been determined.
- ✓ Ultra-Orthodox – Government Resolution No. 3268 determines that the percentage of members of the ultra-Orthodox sector to be integrated into the Civil Service must be no less than 7%.

It should be emphasized that the representation targets apply to all government ministries, auxiliary units and hospitals, at each level and at all ranks of the Civil Service, and to all types of employment, including student positions.

1 For a definition of the populations eligible for Appropriate representation, see Addendum C to the report in Hebrew.

2 Data regarding ultra-Orthodox candidates in the recruitment and selection stages in the Civil Service is presented in Chapter 2 of the report in Hebrew.

Comments on Methodology

- The data includes all the units subordinate to the Civil Service Commission, excluding those in the security system, and was gathered in an in-depth manner through a government-wide computer system (Merkava).
- The report analyzes data on active public servants and disregards employees of corporations, external employees or employees who are not directly employed by the Civil Service.
- In the distribution of ranks in the Civil Service, employees at the rank of volunteers, local Israeli workers, apprentices and non-ranked employees were left out (approximately 350 employees).
- There is no overview of the distribution of employees with disabilities for reasons of privacy.
- The civil servants are attributed to the populations eligible for Appropriate representation in accordance with their voluntary declarations.
- The Civil Service is divided into four levels of seniority. In this report, we refer to these levels in the following manner (from least to most senior): entry level, junior administration level, mid-level, senior level.
- The data in this report is from 2018 and was analyzed in the first quarter of 2019.

Main Points in the Report and General Data

General Data

- ✓ There are 78,594 people employed by the Civil Service in 95 units, including:
 - 9,210 Arab employees, who constitute 11.7% of all employees.
 - 2,102 employees of Ethiopian descent, who constitute 2.7% of all employees.
 - 3,320 employees are people with disabilities, who constitute 4.2% of all employees³.
 - 951 employees are new immigrants, and they constitute 1.2% of all Civil Service employees⁴.
- ✓ More than 80% of employees from diversity backgrounds work in positions that are open to the entire public.
- ✓ The Civil Service has met its governmental representation targets with regard to the Arab and Ethiopian-immigrant populations.
- ✓ The Civil Service has not met its representation target with regard to people with disabilities.
- ✓ The governmental health system has a higher representation percentage of the Arab population, and it is quite close to its percentage in Israeli society (the rate in the health system is about 17%, while the percentage of Arabs in Israeli society is approximately 21%). Government offices, on the other hand, do not meet the governmental target for representation of the Arab population at any of the seniority levels.

³ The data presented for 2018 is from the Merkava system. According to data from the National Insurance Institute (NII) for 2017, employees with disabilities in the Civil Service are moderately represented (3.5%-5%). The NII data for 2018 has not yet been published.

⁴ 0.3% of Civil Service employees belong to both the population of Israelis of Ethiopian descent and the population of new immigrants.

Main Trends

- ✓ Between 2014 and 2018, the rate of representation for the Arab population in the Civil Service grew 2.4%. In 2018, there was a 0.5% increase in the employment of Arabs in relation to the previous year. Their rate of representation throughout the organizational hierarchy reveals that most of the Arab employees are at the entry and junior administration levels. At these levels, the government's targets are met, although there is considerable over-representation in these levels in relation to the general population. In contrast, the targets are not met for the mid- and senior levels.
- ✓ Between 2014 and 2018, the rate of representation for Israelis of Ethiopian descent in the Civil Service grew 1.1%. In 2018, there was a 0.3% increase in the employment of Israelis of Ethiopian descent in relation to the previous year. Their rate of representation throughout the organizational hierarchy shows that the vast majority of Israeli-Ethiopian employees are at the entry level. At this level, the government's target is met, although there is considerable over-representation at this level in relation to the general population. In contrast, the targets are not met for the junior, mid- and senior levels.
- ✓ Between 2016 and 2018, the rate of representation for people with disabilities in the Civil Service decreased by 1%. In 2018, there was a 0.6% decrease in their rate of representation in the Civil Service.
- ✓ Between 2016 and 2018, the rate of representation for new immigrants in the Civil Service increased by 0.3%. In 2018, there was a 0.2% increase in their rate of representation in the Civil Service.
- ✓ For student positions and for the mid- and senior levels in the Civil Service, the governmental standard is not met in relation to any of the populations eligible for Appropriate representation.
- ✓ The meeting of governmental targets for Appropriate representation in the Civil Service is the result of high rates of representation in the health systems, which blurs the fact that government offices have not met most of the representation targets.
- ✓ The number of ultra-Orthodox candidates who submitted their candidacy in designated public tenders increased six-fold compared to 2017.
- ✓ The Civil Service cadet programs, which were measured for the first time in this report, do not meet any of the representation targets. The Civil Service Cadet Program presented high representation rates compared to the other programs.

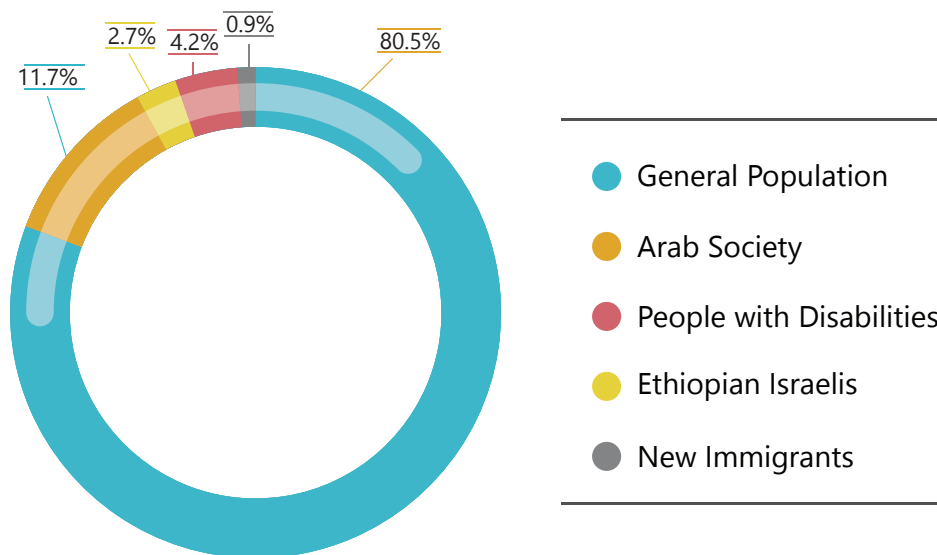
Chapter 1

Diversity in the Civil Service

Situation Report: All Civil Servants

- ✓ There are 78,594 people employed by the Civil Service in 95 units, including:
 - 9,210 Arab employees, who constitute 11.7% of all employees.
 - 2,102 employees of Ethiopian descent, who constitute 2.7% of all employees.
 - 3,320 employees are people with disabilities, who constitute 4.2% of all employees⁵.
 - 951 employees are new immigrants, and they constitute 1.2% of all Civil Service employees⁶.

Situation Report: Diversity in the Civil Service - 2018



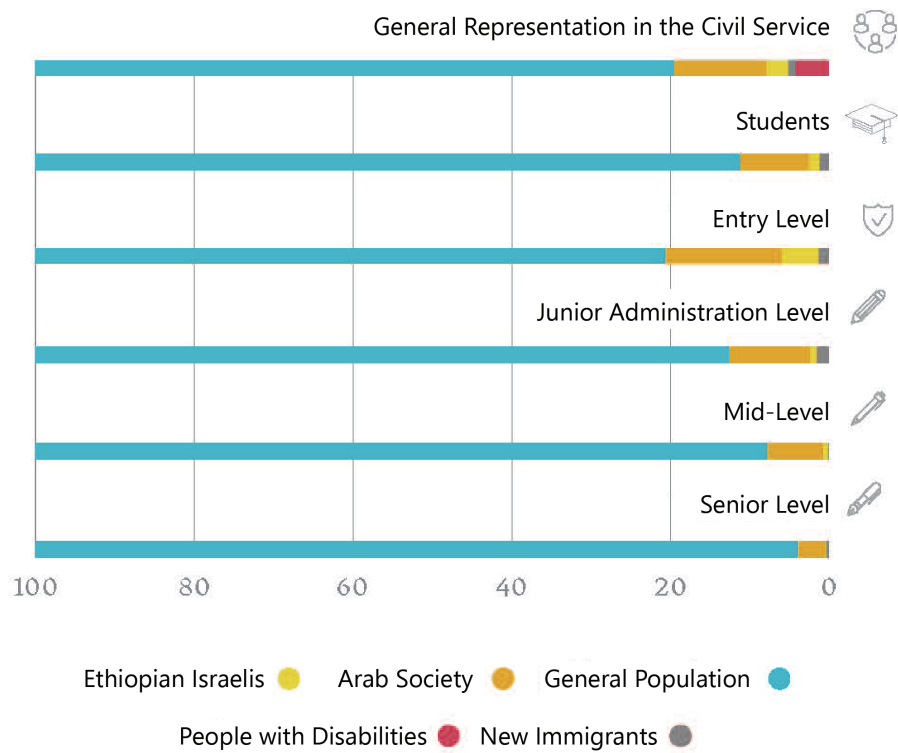
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- An overview shows that the Civil Service meets the governmental representation targets determined for the Arab sector (10%) and Ethiopian Israelis (1.7%), but does not meet the target for people with disabilities (5%).

5 The data presented for 2018 is from the Merkava system. According to data from the National Insurance Institute (NII) for 2017, employees with disabilities in the Civil Service are moderately represented (3.5%-5%). The NII data for 2018 has not yet been published.

6 0.3% of Civil Service employees belong to both the population of Israelis of Ethiopian descent and the population of new immigrants.

7 Only in this table, new immigrants of Ethiopian descent were not counted twice and appear as Israelis of Ethiopian descent (0.3%).



- The higher we go in the Civil Service hierarchy, the more the rates of representation of each of the populations decrease significantly. The lowest rate of representation in the population distributions at the senior level is that of Ethiopian Israelis.

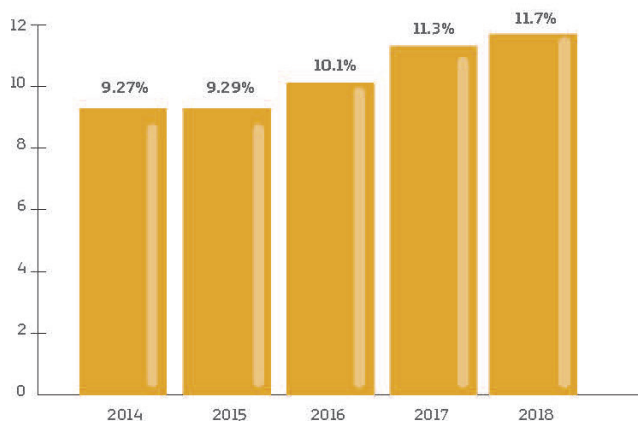
Representation of Arab Society, Including Druze and Circassians

1. General Situation Report

- ✓ 9,210 Arabs are employed by the Civil Service, and they constitute 11.7% of all employees⁸. The rate of representation of Arab society in the general population in Israel is 21%.
- ✓ Of this group, 1,232 are members of the Druze community, comprising 1.6% of all employees. The representation of the Druze community correlates with their rate of representation in the total population.
- ✓ Between 2014 and 2018, there was a 2.4% increase in the representation rate of Arab employees in the Civil Service.
- ✓ The governmental target for Appropriate representation of the Arab population (at least 10%) has been met in 23.2% of the Civil Service units (22 units), while in 13.7% of the units (13 units), there is no representation of Arab employees at all.
- ✓ The representation rate is between 5% and 10% in 32.6% of Civil Service units (31 units).
- ✓ The representation rate is lower than 5% in 30.5% of the units (29 total).

2. Representation Trends in the Civil Service for Arab Society

Representation Trends for Arab Society Throughout the Years



- The representation rate of the Arab population in the Civil Service consistently increased, and has grown 2.4% since 2014.

8 During the writing of this report, a process was initiated to improve the data related to religious affiliation of civil servants (employees who appear as “Other” in the system). The results are likely to change for 500-1,000 employees.

3. Unique Rights for Arab Employees of the Civil Service

In order to improve the representation rate of Arab employees in the Civil Service, and because so many members of Arab society live far from main governmental headquarters, which are mostly located in Jerusalem, Israel currently offers two alternative housing solutions: rent subsidies and reimbursing the costs for overnight stays in the main office areas.

Rent subsidies – The Civil Service regulations regarding the delegation of authorities to government offices regarding rent subsidies (22.11.2017)⁹ determines that as long as the distance between the employee's permanent place of residence and their place of work is more than 70 kilometers, the employee will be eligible for rent subsidies in the amount of NIS 2,000 per month. In addition, once a week, the employee is eligible for reimbursement of travel expenses incurred from travelling from their place of residence to their place of work and back.

Data regarding the exercise this right shows that 5.8% of Arab employees (539 total) exercised their right to receive rent subsidies at least once in 2018.

Reimbursement of Expenses Resulting from Random Overnight Stays – In accordance with Clause 221.26 of the Civil Service Regulations, an employee who, while on the job, is away from their place of employment for at least 24 consecutive hours is eligible for an overnight stipend if they spend money on an overnight stay. During 2018, only 1% of Arab employees (86 individuals) exercised this right at least once.

The low rate of exercising rights for housing alternatives requires two types of action. First, to increase awareness regarding the housing alternative benefits offered to eligible Arab employees. Second, given the knowledge we have gained, to examine advanced and effective incentive models that appeal to the general population, but which, because of their particulars greatly encourage the Arab population to enter and advance in the Civil Service. In this context, we can point to the flexible employment model, which offers employees the option of working from a distance in those positions which allow for it. A steering committee headed by the Civil Service Commissioner has begun to study this model.

9 Regulation regarding the delegation of authorities to government offices regarding rent subsidies (22.11.2017): https://www.gov.il/BlobFolder/policy/hozr_24-2017/he/24-2017.pdf (in Hebrew).

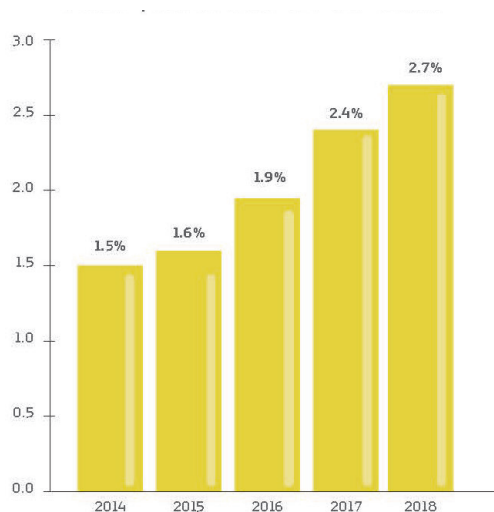
Representation of Israelis of Ethiopian Descent

1. General Situation Report

- ✓ 2,102 Israelis of Ethiopian descent are employed by the Civil Service, and they constitute 2.7% of all employees. The rate of representation of Ethiopian Israelis in the general population in Israel is around 1.7%.
- ✓ In 2018, there was an increase of 321 employees of Ethiopian descent, an increase of 0.3% over the previous year.
- ✓ Between 2014 and 2018, there was a 1.1% increase in the representation rate of Ethiopian Israeli employees in the Civil Service.
- ✓ None of the Civil Service levels have met the governmental target, except for the lowest level, the entry level.
- ✓ 41% of Civil Service units (39 units) meet the government target for Appropriate representation of Israelis of Ethiopian descent (at least 1.7%).
- ✓ In 43% of Civil Service units (41 units), the representation of Ethiopian Israelis does not meet the governmental target.
- ✓ In 16% of Civil Service units (15 units), there is no representation of Ethiopian Israelis.

2. Representation Trends in the Civil Service for Israelis of Ethiopian Descent

Representation Trends for Ethiopian Israelis Throughout the Years



- The representation rate of Ethiopian Israelis in the Civil Service has consistently increased, and has grown 1.1% since 2014.

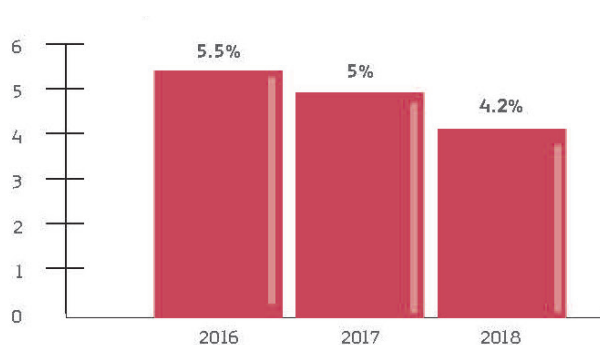
Representation of People with Disabilities¹⁰

1. General Situation Report

- ✓ 3,320 people with disabilities are employed by the Civil Service, and they constitute 4.2% of all employees. According to various sources and definitions, the rate of representation of people with disabilities in the general population in Israel is between 15% and 18%.
- ✓ 31.6% of Civil Service units (30 units) meet the governmental target of Appropriate representation for employees with disabilities (at least 5%).
- ✓ In 13.7% of Civil Service units (13 units), people with disabilities are moderately represented (between 3.5% and 5%).
- ✓ 22.1% of Civil Service units (21 units) have a low level of representation (between 2% and 3.5%).
- ✓ 32.6% of units in the Civil Service (31 units) do not meet the governmental target for people with disabilities (under 2%).
- ✓ In 16 Civil Service units, which constitute 16.8% of all units, there is no representation of people with disabilities at all.
- ✓ No student positions are filled by employees with disabilities.
- ✓ The civil servants are attributed to the populations eligible for Appropriate representation in accordance with their voluntary declarations. The data on employees with disabilities is lacking and based only on individuals who have declared themselves employees with disabilities.

2. Representation Trends in the Civil Service for Employees with Disabilities

Representation Trends for Employees with Disabilities Throughout the Years



- Between 2016 and 2018, the representation rate of employees with disabilities in the Civil Service decreased by approximately 1%.

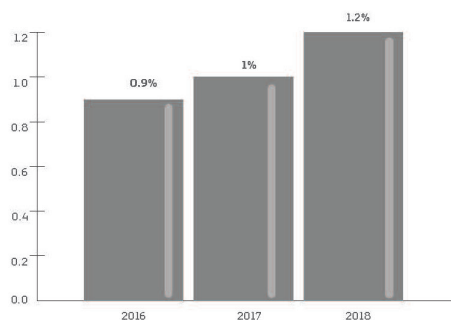
Representation of New Immigrants

1. General Situation Report

- ✓ As of 2016, new immigrants are eligible for Appropriate representation by virtue of the Civil Service Law (Appointments) – 2018.
- ✓ A governmental target for Appropriate representation of new immigrants in the Civil Service has not yet been determined.
- ✓ 951 new immigrants are employed by the Civil Service, and they comprise 1.2% of all employees.
- ✓ 0.3% of the new immigrants are from Ethiopia.
- ✓ Between 2016 and 2018, there was a 0.3% increase in the representation rate of new immigrants in the Civil Service¹¹.
- ✓ In 32.6% of Civil Service units (31 units), the representation of new immigrants was higher than 1%.
- ✓ In 34.7% of Civil Service units (33 units), the representation of new immigrants was between 0% and 1%.
- ✓ In 32.6% of Civil Service units (31 units), there was no representation of new immigrants at all.

2. Representation Trends in the Civil Service for New Immigrants¹²

Representation Trends for New Immigrants
Throughout the Years



- Between 2016 and 2018, the representation rate of new immigrants in the Civil Service increased by 0.3%.

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

12 This graph shows the years for which new immigrants were eligible for Appropriate representation.



