ANNUAL REPORT
(July 2015 - June 2016)
STATE OF THE ROYAL CIVIL SERVICE

Royal Civil Service Commission
ROYAL GOVERNMENT OF BHUTAN

Excellence in Service

Table of Contents

"As a country, we must continue to focus on the pursuit of higher standards. Whatever we do, we have to strive for excellence. As I always say, good is not good enough. It is a simple but effective rule."

"We will never go wrong if we invest in human resources and building intelligent institutions. We have to empower the people to achieve their full potential. What we lack in numbers, we must make up in talent."

His Majesty The King, RUB Convocation, 7 June 2016

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List of Abbreviations

AAS	Australian Award Scholarships
ACC	Anti-Corruption Commission
APA	Annual Performance Agreement
APIs	Application Programme Interface
AVID	Australian Volunteers for International Development
AWPs	Annual Work Plans
BAFRA	Bhutan Agriculture and Food Regulatory Authority
BCCA	Bhutan Civil Aviation Authority
BCF	Bhutan Canada Foundation
BCSE	Bhutan Civil Service Examination
BCSEA	Bhutan Council for School Examinations and Assessment
BCSR	Bhutan Civil Service Rules & Regulation
BCSS	Bhutan Civil Service System
BEST	Bhutan Executive Services Training
BHTF	Bhutan Health Trust Fund
BICMA	Bhutan InfoCom & Media Authority
BMHC	Bhutan Medical and Health Council
BNCA	Bhutan Narcotics Control Authority
BNLI	Bhutan National Legal Institute
BOC	Bhutan Olympic Committee
BQA	Bhutan Qualifications Authority
BSB	Bhutan Standards Bureau
B. Ed	Bachelor of Education
CBS & GNHR	Centre for Bhutan Studies & GNH Research
CDP	Competency Development Programmes
CE	Continuing Education
CoRRB	Council for Renewable Natural Resources Research of Bhutan
CoS	Committee of Secretary
CS	Cabinet Secretariat
CSAB	Civil Service Act of Bhutan
CSIS	Civil Servant Information System
CSOA	Civil Society Organisation Authority
CSSD	Civil Service Support Desk
CSW	Civil Service Well-being
CSWS	Civil Servants' Welfare Scheme
CVs	Curriculum Vitae
DAHE	Department of Adult and Higher Education
DAMC	Department of Agricultural Marketing Cooperatives
DCRD	Department of Curriculum Research & Development
DCSI	Department of Cottage and Small Industry
DFS	Duty Free Shop
DGM	Department of Geology and Mines
DITT	Department of Information and Technology

DMEA	Department of Macroeconomics Affairs
DNP	Department of National Properties
DOS	Department of Occupational Standards
DoA	Department of Agriculture
DoFPS	Department of Forest and Park Services
DoI	Department of Industry
DoL	Department of Livestock
DRA	Drug Regulatory Authority
ECB	Election Commission of Bhutan
EM	Exit Management
EOL	Extra Ordinary Leave
ESP	Elementary Service Personnel
ERS	Early Retirement Scheme
ExFo	Executive Forum
FFT	Friends from Thailand
G2C	Government-to-Citizen
GDP	Gross Domestic Product
GNH	Gross National Happiness
GoI	Government of India
GPMS	Government Performance Management System
GSP	General Service Personnel
HMS	His Majesty's Secretariat
HoCDs	Head of Clinical Department
HR	Human Resource
HRD	Human Resource Development
ICTM	Information and Communications Technology Management
IDEAS	Institute of Developing Economies Advanced School
ITEC	Indian Technical and Economic Cooperation
IWPs	Individual Work Plans
JDWNRH	Jigme Dorji Wangchuck National Referral Hospital
JICA	Japan International Cooperation Authority
KGUMSB	Khesar Gyalpo University of Medical Science of Bhutan
LCF	Leadership Capability Framework
LTT	Long-Term Training
MaX	Managing for Excellence
ME	Moderation Exercise
MoE	Ministry of Education
MoF	Ministry of Finance
MOG	Major Occupational Group
MoH	Ministry of Health
MoLHR	Ministry of Labour & Human Resources
MoU	Memorandum of Understanding
MoWHS	Ministry of Works & Human Settlement
NCWC	National Commission for Women & Children
NHMC	National HydroMet Center

NEC	National Environment Commission
NKRAs	National Key Result Areas
NLCS	National Land Commission Secretariat
NSB	National Statistical Bureau
OAG	Office of the Attorney General
ODE	Organisational Development Exercise
OSA	Officer on Special Assignment
PCS	Position Classification System
PE	Preliminary Examination
PER	Performance Evaluation Rating
PGDE	Postgraduate Diploma in Education
PGDFM	Postgraduate Diploma in Financial Management
PGDPA	Postgraduate Diploma in Public Administration
PGDNL	Postgraduate Diploma in National Law
PHED	Public Health Engineering Division
PHL	Public Health Laboratory
PMS	Performance Management System
QAAD	Quality Assurance and Accreditation Division
RAA	Royal Audit Authority
RCSC	Royal Civil Service Commission
REC	Royal Education Council
RGoB	Royal Government of Bhutan
RICBL	Royal Insurance Corporation of Bhutan Limited
RIGSS	Royal Institute of Governance & Strategic Studies
RoD	Record of Discussions
RPC	Royal Privy Council
RSTA	Road Safety and Transport Authority
SKRAS	Sectoral Key Result Areas
SOEs	State Owned Enterprises
SOP	Standard Operating Procedure
SPLD	Succession Planning & Leadership Development
STT	Short-Term Training
S&S	Supervisory and Support
TAT	Turnaround Time
TCB	Tourism Council of Bhutan
TICA	Thailand International Cooperation Scholarship
ToR	Terms of Reference
TPS	Trongsa Penlop Scholarship
TRCDAD	Treatment & Rehabilitation Centre for Drug & Alcohol Dependence
WC	Well-being Committee
YPLP	Young Professional Leadership Programme

INTRODUCTION

The Royal Civil Service Commission is honoured to submit its second Annual Report for the period July 2015 to June 2016, to the Druk Gyalpo and the Prime Minister.

As the Central Personnel Agency of the Royal Government of Bhutan, the Royal Civil Service Commission is entrusted with shaping and leading an apolitical, professional and meritocratic civil service. Civil Service is one of the key institutions of the State created to ensure continuity of governance and public services. As the neutral servants of the State, civil servants have been rendering their services to the *Tsa-Wa-Sum* with dedication, loyalty and fortitude. By doing so, we hope to continue to enjoy the trust and confidence of our King, Government and People.

The Royal Civil Service Commission is committed to promoting and ensuring an independent, apolitical and neutral civil service, characterized by responsiveness and excellence. The Civil Service while upholding its cherished values must remain open to the changing reality, be innovative, and work in an environment of diffused boundary to create synergy with all key stakeholders for Good Governance. It must continue to deliver public services by championing the role of a unified Civil Service, not swayed by vested interests, political and other influences but rather align its human resources and strategic vision towards the achievement of the national objectives of sovereignty, security and self-reliance.

In its quest for a civil service with higher levels of efficiency, transparency and effectiveness, to go from one that is good to one that is great, the Commission continues its efforts to implement the five areas of reform. This is expected to re-position the Civil Service towards achieving excellence in public service delivery and good governance for the 21st century.

While concerted efforts are being made to maintain 'a small, compact and efficient civil service', concerns remain on the existing ratio of 1:28 civil servants to citizens. The present Commission has been working to rationalise the growth of civil service using various instruments such as the organisational development exercise, agencification, enhancement of the performance management system and even assessment of productivity of civil servants through maintenance of the daily log of activities of each civil servant. It is mainly due to such concerted efforts that the growth rate of recruitment in June 2016 compared to the total recruitment in June 2014 has fallen by 34.85%. This is not easy given that on the other hand, the ratio of civil servants to population must also be seen from a broader perspective wherein most of the public services are to be delivered by the government. Further, due to geographical terrain of the country, RCSC recognizes the fact that deployment of staff cannot always be driven by operational efficiency and economy of scale; rather basic services necessarily have to be made available to all sections of the society if we are to achieve a just and harmonious society as envisioned by His Majesty The King.

The second Annual Report since the commencement of the second Commission presents comprehensive details on the implementation progress of the five strategic reforms, namely: (i) Organisational Development Exercise, (ii) Bhutan Civil Service System, (iii) Succession Planning and Leadership Development, (iv) Performance Management System, and (v) Civil Service Well-Being besides other initiatives.

The five reform areas, which seek to address key issues for civil servants and the system, were identified following a consultation process initiated by the present Commission soon after appointment. These reforms were even presented to the Members of the Parliament who expressed their support to the Commission for such initiatives and provided additional suggestions as well. Presently, the Commission is engaging itself in managing change across the Civil Service. While civil servants in general have understood the rationale for change and are embracing the reforms positively, few have been slightly affected in the transition away from the status quo. However, the negative impact, which is basically the cost of change, has been kept at a minimum. During this transition phase, priority is being accorded to the consultation and consensus building process with key stakeholders including management and employees of the organisations. The Commission also takes cognizance of the fact that capacity development both at the employees and organisational level is critical and therefore is committed to investing required resources towards materialising the desired outcomes of change and sustaining it.

The key findings and highlights from the overall reforms shows that: (i) efficient and effective public service has to be seen from an integrated and holistic approach based on the concept of whole-of-government; (ii) intra and inter agency coordination is necessary to create wider synergy and to ensure unity of direction especially in a political system which is based on the unitary approach to governance, (iii) creativity and innovation must be nurtured across the agencies to excel and to do more with less (iv) sustaining change requires ownership and institutional capacity development, and (v) organisational leadership is critical and therefore priority must be given to groom and inculcate leadership values at every level in the agencies.

The Commission would like to submit our deepest gratitude to His Majesty the King for the constant inspiration and encouragement provided to all civil servants, through Royal Addresses, from recognition and awards, to meeting civil servants across the country. For the Royal Civil Service and the Commission, servants of the state, there can be no higher, better or more precious moments than these and we remain deeply thankful.

In the work of the Commission, particularly the reforms, good progress has been made as detailed below. This is due to the support of all stakeholders and in particular, the full support of the present Government. We would like to place on record our appreciation for their support.

This Annual Report is prepared and submitted as per Article 26, Section 9 of the Constitution of the Kingdom of Bhutan and in compliance to Section 19 of the Civil Service Act of Bhutan 2010.

i. Scope of the Report

The Second Annual Report highlights progress on the strategic reforms, other initiatives and core activities that the Royal Civil Service Commission undertook from the period of July 2015 to June 2016.

The report is presented as follows:

Introduction
Part 1: Key Civil Service Statistics - Key Highlights
Part 2: Civil Service Reforms - Updates
Part 3: Human Resource Management and Development
Part 4: Administrative Actions
Part 5: Networking and Linkages
Part 6: Key Issues and Challenges

ii. Commission Meetings

A total of 68 Commission meetings have been held between 21st May 2014 and 30th June 2016. Commission meetings are held every Tuesday and on other days, if required.

While the Commissioners are collectively responsible to the decisions taken in the Commission meetings under the overall leadership of the Chairperson, each Commissioner has been allotted specific responsibilities mainly to: (i) represent the Commission in different Boards and Committees, (ii) facilitate implementation of key reforms, and (iii) serve as focal point for Agencies. Such arrangement helps each Commissioner to pay close attention to the issues of Agencies besides enabling the Chairperson to focus on strategic issues of the Civil Service based on the principle of, "Management by Exception". Overall, there is a clear division of responsibility between the Commission and the Secretariat on the functions of the Commission with all operational matters being the responsibility of the Secretariat. **Annexure 1** provides ToR of Commissioners.

iii. Representation of Commission in Boards/Committees and Lead Role in Reforms

Sl. No.	Commission Members	Boards/Committees/Key Reforms
1	Dasho Karma Tshiteem	Vice Chairperson, Royal Institute of Governance and Strategic Studies Member, Governing Board, The Royal Academy Member, Kidu Foundation Board Director, National Pension and Provident Fund *Lead role in Leadership and Executive Development Programmes and reforming Bhutan Civil Service Systems (two of the key reforms besides overseeing all other reforms)*
2	Lhendup Wangchu	Member, Dzongkha Development Commission Chairperson, Civil Service Wel-being Committee *Focal person for Civil Service Wel-being Scheme (one of the key reforms)*
3	Indraman Chhetri	Member, Tertiary Education Board Member, National HRD Committee Board Member, Royal Institute of Management *Focal person for Organisational Development Exercise - (one of the key reforms)*
4	Karma Hamu Dorjee	Chairperson, Nehru-Wangchuck Scholarship Award Committee Member, Governing Council, JSW School of Law Member, De-Suung Executive Council *Focal person for Performance Management System - (one of the key reforms)*
5	Kesang Deki	SAARC Nodal Officer Member, Royal Education Council and Bhutan Accreditation Council *Focal person for Organisational Development Exercise - (one of the key reforms)*

iv. Focal Commissioners for Agencies

In order to effectively respond to the human resource management and development issues of the Agencies and to implement the key reforms initiated by the Commission, every Commissioner serves as focal point for different Ministries, Autonomous Agencies and Dzongkhags. The focal Commissioners deal with all policies and planning aspects of human resource management and development including other strategic issues of the Agencies under the overall directive of the Chairperson and within the framework of the Civil Service Act 2010, BCSR and other guidelines

as approved by the Commission. The focal Commissioners are also responsible for implementing the five reforms in their assigned Agencies with support of the Secretariat staff. **Annexure 2** provides information on the Division of Responsibilities of the Commissioners.

v. Budget Report 2015-2016

A total budget of Nu. 360.680M was approved for the fiscal year 2015-2016. The details of the budget is shown in the following table:

Table 1: Budget Overview - 2015-2016

	Current	Capital	Total
Budget	87.792	272.888	360.680*
Expenditure	82.201	145.522	227.723**

Table 2: Major Current & Capital Activities (2015-2016)

Sl. No.	Activity	Budget	Expenditure
1	GoI PTA	192.000***	75.812****
2	Cost sharing HRD	14.944	14.941
3	OD Exercise & PCS Reform	1.904	1.903
4	Sustainable HRD	3.1	1.833
5	Nehru-Wangchuck Scholarships	22.12	19.891
6	Institutionalisation of PMS & Leadership Development Programme	10.307	8.934
7	Executive Forum	1.573	0.366
8	Bhutan Executive Services Training	13.224	10.832
9	Ex-Country Executive Training	9.06	6.552
7	Civil Service Award	2.9	2.714
8	HR Conference	1.174	1.158
9	Improvement of Web Services	4.738	3.969
10	5th SAARC Public/Civil Service Commission Meeting	2.47	2.466
11	Bhutan Civil Service Examination Services	11.339	11.334
12	HR Audit Services	0.288	0.019
13	International Volunteers/ MoUs	0.463	0.463
14	Bhutan Civil Service System	1.152	0.892
15	Civil Service Well-being	1.852	1.591
16	Administration and Management Services	65.372	61.716
17	RCSC Meeting	0.7	0.67
	Total	**360.68**	**227.723**

Nu. in million

Note:

* The approved budget for the GoI - PTA programme was Nu. 192.00M but the actual fund requested and received during the financial year was only Nu. 159.995M. Adjusted for this, the total budget available for fiscal year was Nu. 328.675M.

** The expenditure figures reported above are as per the records maintained in Public Expenditure Management system (PEMs) and does not include the advances released to the agencies as depository work since the expenditure reports have not yet been submitted.

*** On the approved budget of Nu. 192.00M, the actual fund received on GoI PTA should be Nu.159.995M.

**** The expenditures of Nu. 75.812M exclude the depository work of Nu. 47.981M. Therefore, the total expenditures should be Nu. 123.793M with 77.4% utilisation and 22.6% underutilisation of 22.6%.

The under-delivery in the capital budget was mainly on account of the inability to implement all the 27 long term training slots that were planned. Out of the 27 slots planned for the FY 2015-16, 18 applications were received to undergo long term training under GoI funding, from which only 10 slots could be implemented due to the following reasons:

- Of the 16 applicants from RUB, 3 candidates withdrew from the scholarships, and the HRDD took remedial decision to avoid such withdrawal in future from RUB. 2 PhD applicants could not secure their admission as they could not qualify for the course and 1 applicant, whose subject specialisation was in Dzongkha could not secure admission in India.
- Two candidates selected from the DRA to undergo Diploma in Pharmacy could not meet the requirement of Pharmacy Council of India since the admission to any Indian Institute requires an equivalency certification from Pharmacy Council of India and therefore the slots remained unimplemented.

The RCSC has also established a strict protocol to review and approve all short term training proposals under GoI Funding. Several proposed in institutes which the RCSC found unsuitable were rejected.

PART 1: CIVIL SERVICE STATISTICS - KEY HIGHLIGHTS

Tables 3 and 5 provide overall status of civil service cost and employment. This highlights developments at a national scale, which is important to monitor given the concerns of a rapidly growing civil service. Included are some comparators (2010) for reference. Notwithstanding differences in definition of civil service, and growth in our civil service over the years, the total cost of compensation compares quite favorably (Table 3) such as total civil service compensation as a percent of GDP. However, Civil service compensation accounts for around 25 percent of domestic revenues. The fact that the share of civil service compensation now accounts for a quarter of domestic revenues raises fiscal sustainability concerns and thus will be monitored closely to keep it from growing further. Table 4 shows that private sector employment has overtaken government employment, which is to be expected as the private sector has grown rapidly over the past 15 years. It also shows that in terms of the average civil service wage level relative to living standards (GDP per capita), it is above average.

Table 3: Compensation of Employee

Sl. No.	Compensation of Employees	2002-2003	2007-2008	2013-2014	2014-2015	IMF 2010*			
						Africa	Asia & Pacific	Low income	Middle income
1	Compensation of employees as share of total GDP	3.10%	5.10%	5.70%	5.33%	8.15%	5.85%	6.10%	8.00%
2	Compensation of employees as share of total spending	9.10%	14.25%	17.30%	17.00%	31.90%	26.85%	27.20%	29.70%
3	Compensation of employees as share of domestic revenue	19.00%	12.00%	25.77%	25.33%	30.10%	25.30%	27.35%	27.10%

*Source: Evaluating Govt. Employment and Compensation, IMF Sept. 2010, Table 1 (Employees include Central & General Employment)

Table 4: Employment and Wage Level

Sl. No.	Employment	2002-2003	2007-2008	2013-2014	2014-2015
1	Government employment as percentage of private sector employment	71.32%	NA	30.60%	31.51%
2	Government employment as percentage of total employment	6.78%	7.41%	7.45%	7.64%
3	Government employment as percentage of population	2.40%	2.25%	3.39%	3.53%

	Wage Level				
4	Average government wage as a share of competitor private sector wages	NA	NA	151.81%	149.33%
5	Average government wage as a share of GDP per capita	154.97%	173.42%	165.58%	151.87%
6	Ratio of the highest government wage to the lowest (compression ratio)	6.89	6.74	6.42	6.42

1.1   Civil Service Staffing Trend

The strength of the Civil Service as on June 30, 2016 was 26,928 comprising of 25,611 regular Civil servants and 1,317 on contract.

Chart 1: Civil Service Staffing Trend (2003-2006)
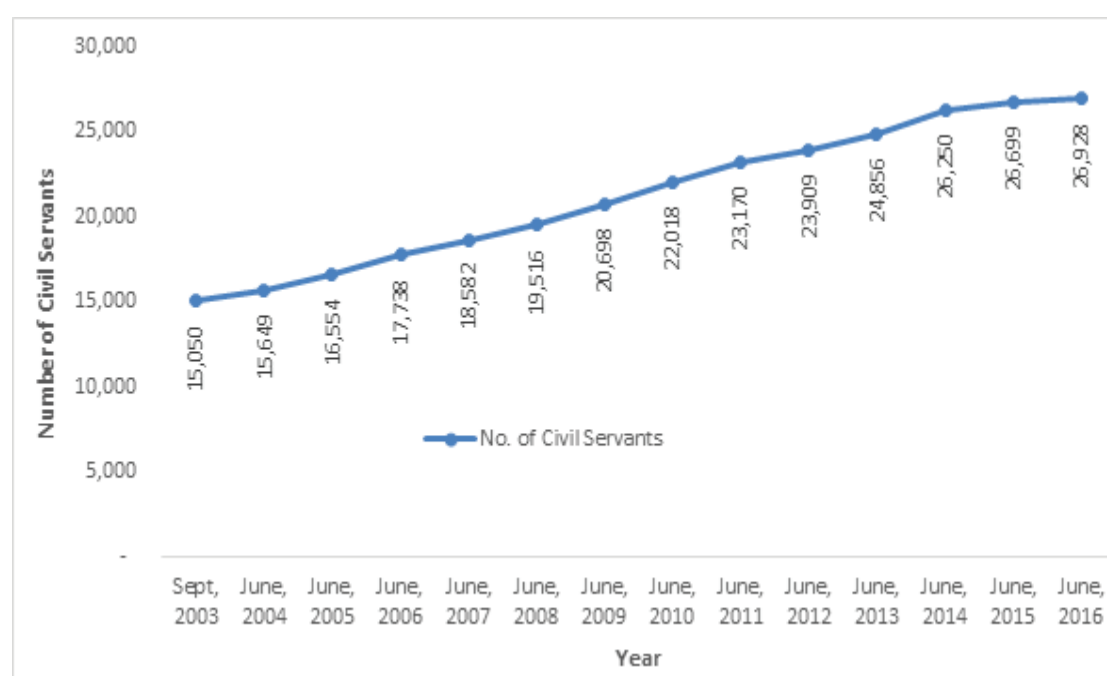
The cumulative growth in the Civil Service strength as on June 30, 2016 compared to the strength on 30th September, 2003 is 78.92%. The annual growth rate for the year 2016 is 0.85% as compared to 1.68% in 2015, 5.31% in 2014, 3.8% in 2013, 3.09% in 2012, 4.97% in 2011 and 5.99% in 2010. The decrease in the annual growth rate (2016) is attributed to freezing of recruitment for non-critical positions, rationalization of agencies including divisions and merger of positions to ensure optimum workload, and redeployment of staff from the existing stock of employees.

Table 5: Composition of Civil Servants by Position Categories

Sl. No	Position Category	2003		2008		2015		2016	
		Total	%	Total	%	Total	%	Total	%
1	Executive and Specialist*	106	0.7	242	1.24	259	0.97	253	0.94
2	Professional and Management	4,513	29.99	9,640	49.4	14,228	53.29	13,093	48.62
3	Support and Supervisory	6,850	45.51	7,661	39.25	10,085	37.77	11,574	42.98
4	Operational	3,581	23.79	1,973	10.11	2,127	7.97	2,008	7.46
	Total	15,050	100	19,516	100	26,699	100	26,928	100

Includes Constitutional Post Holders

As on 30th June, 2016, of the total 26,928 civil servants, Professional and Management category represents the largest group of around 49%, followed by Supervisory and Support category with 43% and Operational with 7% while Executives and the Specialists (who provide leadership in the bureaucracy) represent only 1% of the total civil servants.

1.2   Age Profile of Civil Service

The median age of civil servants is 34 years. 25% of the civil servants are younger than 29 years while another 25% of them are older than 40 years. The median age group for female in the Civil Service is 25 – 29 years and 30 – 34 years for males, which indicates that female civil servants are younger than male civil servants. Compared to the civil service in 2006, the civil service has aged by eight years.

Chart 2: Distribution of civil servants by Age Group
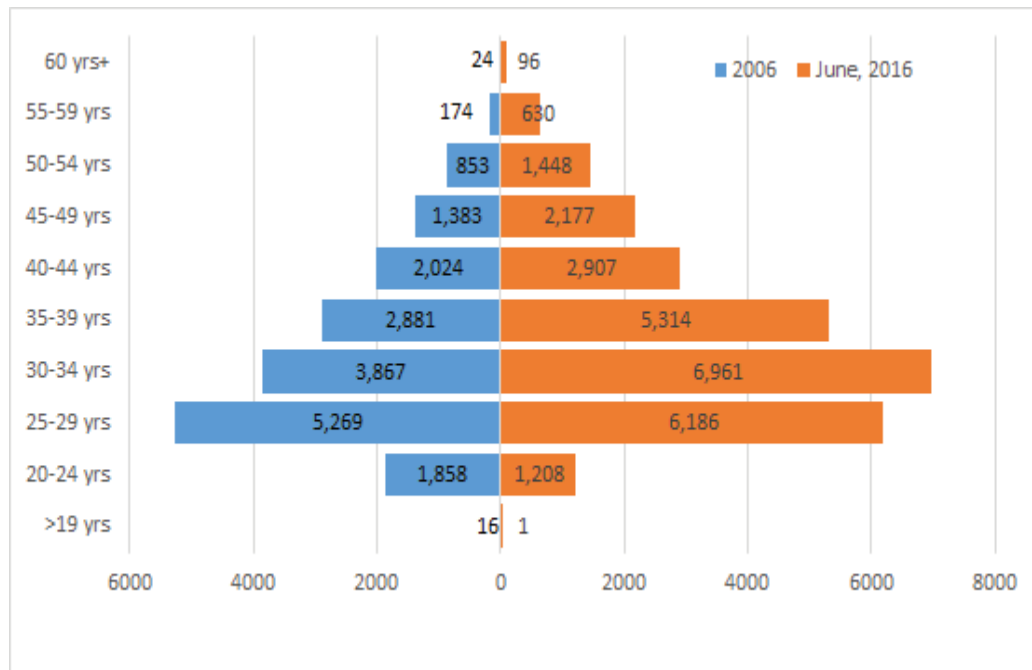
1.3   Gender Profile of Civil Service

There are a total of 17,417 (64.67%) male civil servants of whom 16,576 are regular civil servants and 841 are on contract. There are 9,511 (35.32%) female civil servants of whom 9,035 are regular civil servants and 476 are on contract as presented in Table 6. Overall, the gender gap is closing fast. Over the past twenty years, the number of females in the civil service has more than quadrupled from 2,180 to 9,511 or 16% to around 35% of the total civil servants today.

Chart 3: Civil Servants by Gender (1996 – 2016)
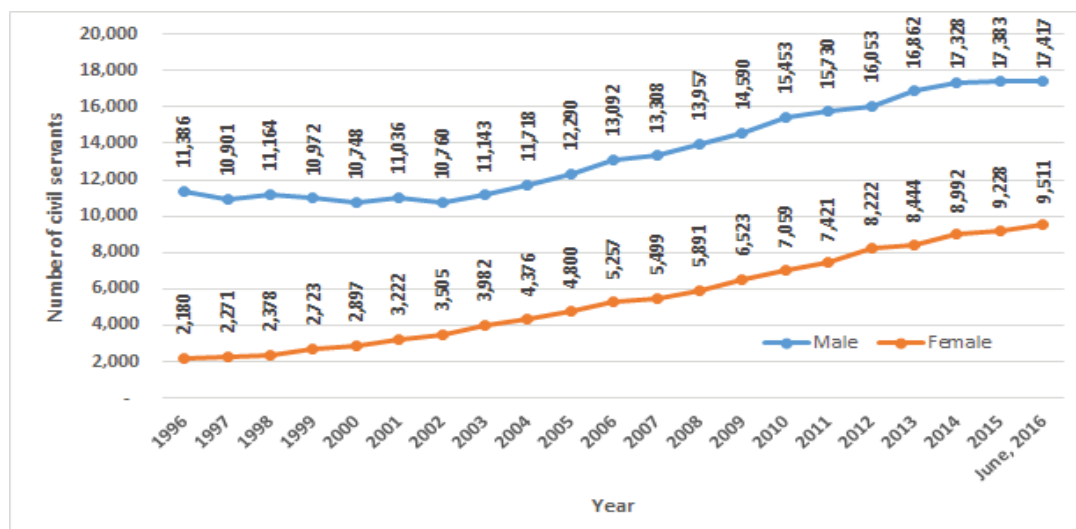
Table 6: Civil Servants by Gender and Age Groups

Age Group	2003	2008			30 June, 2015			30 June, 2016		
	Total	Female	Male	Total	Female	Male	Total	Female	Male	Total
19 yrs & Below	193	2	-	2	1	1	2	-	1	1
20 - 24 yrs	2,866	584	496	1,080	740	678	1,418	676	532	1,208
25 - 29 yrs	3,576	2,383	3,514	5,897	2,694	3,767	6,461	2,637	3,549	6,186
30 - 34 yrs	2,905	1,407	3,020	4,427	2,679	4,178	6,857	2,761	4,200	6,961
35 - 39 yrs	2,037	664	2,343	3,007	1,715	3,294	5,009	1,883	3,431	5,314
40 - 44 yrs	1,407	420	1,872	2,292	670	2,062	2,732	778	2,129	2,907
45 - 49 yrs	848	196	1,219	1,415	430	1,713	2,143	446	1,731	2,177
50 - 54 yrs	375	77	956	1,033	217	1,121	1,338	246	1,202	1,448
55 - 59 yrs	34	27	315	342	60	599	659	76	554	630
60+ yrs	7	3	18	21	4	76	80	8	88	96
Grand Total	14,248	5,763	13,753	19,516	9,210	17,489	26,699	9,511	17,417	26,928

1.4   Age and Gender Profile of Executives/Specialists

There are a total of 253 civil servants in the Executive and Specialist category as on 30th June, 2016. Of the total, 152 are Executives and 101 Specialists (Table 7). Executives/Specialists that provide leadership to the bureaucracy account for less than a percent of the total. The civil service is not top heavy. On average, in other bureaucracies, the executives and specialists account for around 3-5%.

The average age of civil servants in Executives and Specialist category is 53. The age ranges from 41 – 74 years. The majority of the Executives and Specialists fall in the age group of 50 - 54 (35.18%). However, there are 84 (33.20%) of them above the age of 55 which means that they would be superannuating in the next five years (Table 8).

Table 7: Gender Profile for Executives/Specialists by Position Level

Sl. No.	Position Level	Gender		Total
		Female	Male	
1	ES1	1	1	2
2	ES2	1	29	30
3	ES3	12	57	69
4	EX1	1	27	28
5	EX2	1	54	55
6	EX3	8	56	64
7	CO*	1	4	5
	Total	25	228	253

Constitutional Office

Table 8: Age Group and Gender Profile for Executive/Specialists

Sl. No.	Age Group	Gender		Total
		Female	Male	
1	40-44	4	6	10
2	45-49	6	52	58
3	50-54	9	80	89
4	55-59	6	78	84
5	>60		12	12
	Total	25	228	253

There is a clear gender gap in the Executives/Specialists group. Females Executives/Specialists make up around 10% of the group. While the Commission recognizes the issue, finding solutions that will help address the gap while upholding meritocracy remains a challenge. One promising sign, however, is that the gender gap in the P1 position category, which is the pool for Executives/Specialists, is lower with females making up 20% of the total. Thus, the gender gap should narrow in the near future though it would still be considerable distance away from the overall female participation level of around 35% in the civil service.

1.5 Length of Service

The average length of service is 11 years, reflecting a still relatively young civil service. The average length of service by position category is as shown in the Table 9.

Table 9: Length of Service

Sl. No.	Position Category	Average length of years in service
1	Executive and Specialist	27
2	Professional and Management	10
3	Supervisory and Support	12
4	Operational	11

1.6 Civil Service by Location

With a total of 8,701 civil servants, Thimphu Dzongkhag has the highest number of civil servants followed by Chhukha with 1,867 and Sarpang with 1,641. Gasa Dzongkhag has the least number of 246 civil servants only.

Table 10: Location Spread of Civil Servants

Location	2008	2015	2016				
			Executive and Specialists	Professional & Management	Supervisory & Support	Operational Staff	Total
Bumthang	627	911	2	374	443	78	897
Chhukha	1,508	1,869	5	930	792	140	1,867
Dagana	335	688	1	410	269	39	719
Gasa	138	245	1	87	147	11	246
Haa	283	406	1	240	164	22	427
Lhuentse	330	485	1	294	181	21	497
Monggar	995	1,312	3	606	664	79	1,352
Paro	1,182	1,566	8	655	606	91	1,360
Pema Gatshel	411	688	1	392	243	44	680
Punakha	526	776	3	444	283	38	768
Samdrup Jongkhar	824	1,097	2	522	527	81	1,132
Samtse	845	1,275	1	735	524	56	1,316
Sarpang	1,008	1,597	3	720	808	110	1,641
Thimphu	6,627	8,652	206	3,924	3,656	915	8,701
Trashi Yangtse	416	586	1	368	241	23	633
Trashigang	1,230	1,452	1	797	625	84	1,507
Trongsa	397	551	1	288	227	32	548
Tsirang	393	634	1	333	296	27	657
Wangdue Phodrang	844	1,044	2	536	497	66	1,101
Zhemgang	531	776	2	388	341	49	780
Outside Bhutan	66	89	7	50	40	2	99
Total	**19,516**	**26,699**	**253**	**13,093**	**11,574**	**2,008**	**26,928**

1.7   Civil Service by Major Occupational Group (MOG)

Of the 19 MOGs, the Education and Training Services Group has the largest number of civil servants with 9,022 (33.50%). It is followed by Administration and Support Services Group with 4,105 (15.24%) and then Medical and Health Services Group with 2,945 (10.94%). Foreign Services Group has the least number of civil servants. Compared to 2008, the largest increase has been in the Sports and Youth Services Group. At that time, the Sports and Youth Services Group made up 0.11% of the total civil servants while it stands at 0.52% as on June 30, 2016.

Chart 4: Civil Servants by MOG
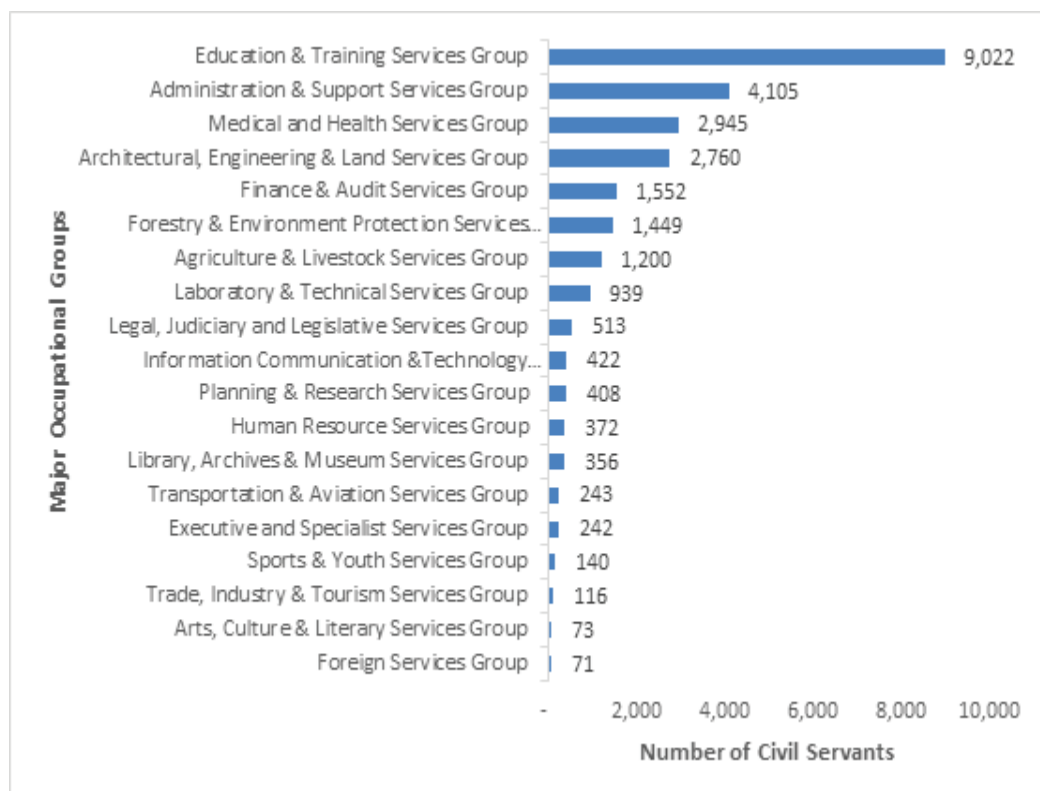
1.8   Civil Service by Educational Qualification

Of the total of 25,611 regular civil servants, 9,398 (36.70%) have qualification of Certificate, 7,085 (27.66%) have Bachelor's Degree and 3,964 (15.48%) have Diploma. As of 30th June, 2016, 89.90% of civil servants met the minimum qualification criteria.

Table 11: Civil Servants by Qualification

Sl. No.	Educational Qualification	Number	Percent
1	Ph. D	30	0.12
2	Masters	2,042	7.97
3	P.G Certificate/Diploma	2,029	7.92
4	Bachelors	7,085	27.66
5	Diploma	3,964	15.48
6	Certificate	9,398	36.70
7	Class XII	52	0.20
8	Basic Education Class X and Below	44	0.17
9	Functional Qualification	967	3.78
	Total	**25,611**	**100**

1.9　Recruitment and Separation

During June 2015 to June 2016, a total of 1,116 civil servants were recruited while 541 were separated. There was a net increase of 575 civil servants.

Chart 5: Trends of civil servants Recruited, Separated and Net increase
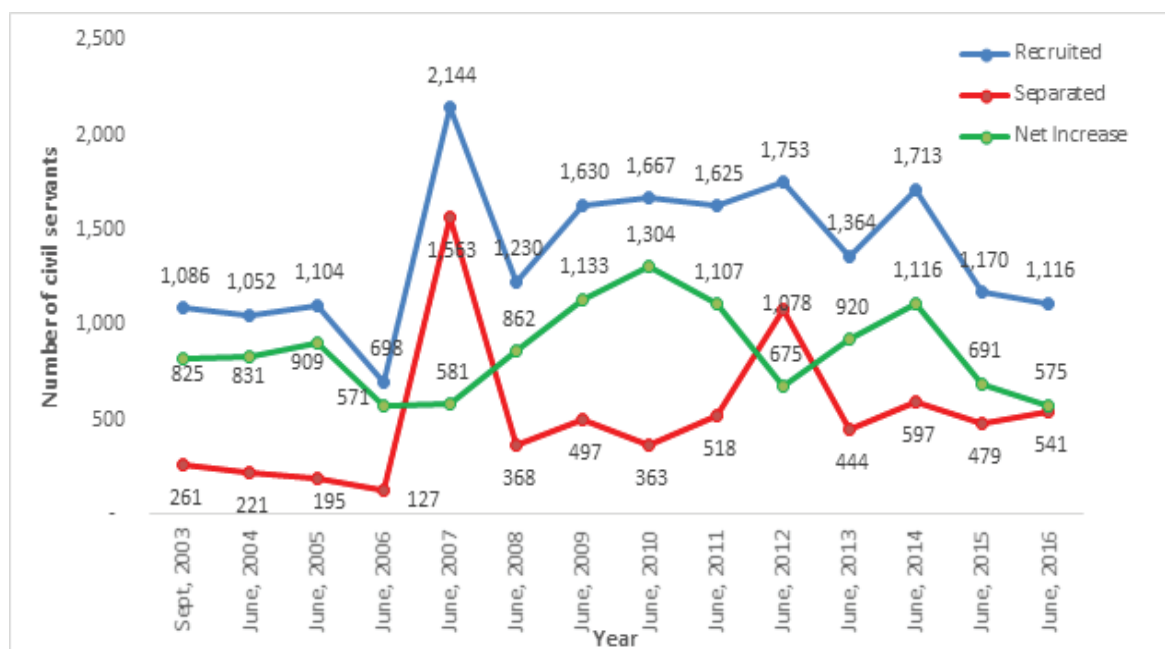
The growth rate in recruitment as on June 30, 2016 is -4.61% as compared to 30th June, 2015. The growth rate of recruitment decreased significantly in June, 2016 (-34.85%) as compared to June 2014. The reason for the drop can be attributed to the Commission's decision to rationalise HR requirement through OD Exercise preceded by freezing of all non-critical decentralised recruitments at entry level positions including GSP & ESP and freezing of non-critical in-service recruitment within broad-banded positions in keeping with the notification issued in June, 2014. Further, many positions were filled through the redeployment exercise.

A total of 663 (59.41%) civil servants were recruited at P5 Position Level, 150 (13.44%) at P4 and 127 (11.38%) at S1. A significant increase in recruitment of P5 position is mainly due to recruitment of 286 non-select B.Ed. graduates on contract. This is part of a deliberate strategy to create greater flexibility for human resource management in this large sector by targeting around 10% of the total required staff to be maintained on contract.

1.10 Extraordinary Leave

A total of 317 civil servants availed EOL as on 30th June, 2016. Since this accounts for around one percent of the total, the popular perception that many civil servants avail EOL is not supported. On the positive side, this means less disruption in the workplace. Although 98 civil servants under Education and Training Services group are on EOL, it constituted only 1.09% of the total civil servants of this MOG. On the other hand, two civil servants of the Arts, Culture and Literary Services group availing EOL, constituted 2.74% of the total civil servants under this MOG. No civil servant has availed EOL under Legal, Judiciary and Legislative Services group.

Chart 6: Percentage of civil servants on EOL by MOG
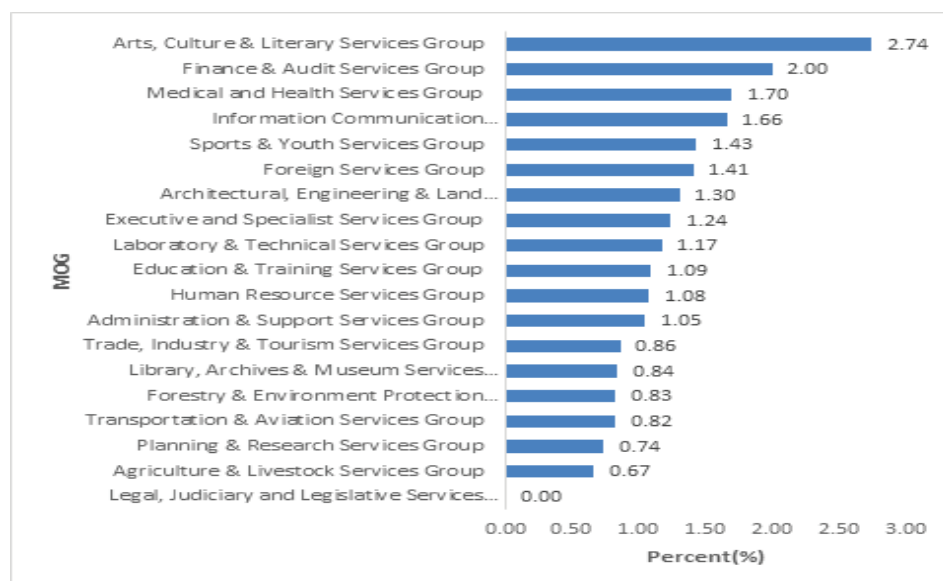
PART 2: CIVIL SERVICE REFORMS - 'GOOD TO GREAT'

The present Commission embarked on five key reforms to transform the Civil Service. The reforms aim to enhance clarity in the agencies roles and their contribution to the national goals, improve civil service systems to provide better careers, ensure the development and retention of talent through proper succession planning, enhance individual accountability, align individual work plans to the organisational goals, and promote esprit de corp and fraternity in the civil service. These reforms include: (i) Organisational Development Exercise - to enhance alignment and coordination; (ii) Bhutan Civil Service Systems - to enhance professionalism; (iii) Leadership Development and Succession Planning - to enhance leadership; (iv) Managing for Excellence - to enhance productivity, and (v) Civil Service Well-Being – to make civil service more meaningful for civil servants. One key outcome of the exercise will be the determination of the size of the civil service through the staffing exercise as well as requirement over the next five years.

While the launch of the five reforms commenced mainly from August 2014, implementation of the reforms are at different stages. The Commission has ensured that every change process is based on principles and best practices tailored to our situation. As the end purpose of the reforms is essentially to help unleash the full potential of the civil servants in service to the *Tsa Wa Sum,* special attention is being paid to the participation and consultation with civil servants during the reforms. Further, to enhance awareness and also seek broader support for the reforms, one of the notable activities during 2015-2016 was the presentation of reforms to the Members of Parliament (MP). Useful feedback was received in the session, which have also helped to shape the reforms in various ways. On the whole, the Hon'ble MPs expressed appreciation for the reforms.

The five key reforms are discussed below with their implementation status as of date.

2.1   Organisational Development and Agencification Exercises

2.1.1   Background

The Organisational Development Exercise (ODE) was initiated with the key objective to review the mandates of the agencies, ensure alignment of goals, improve public service delivery and rationalise human resources. The Exercise began in August 2014 and is now almost complete. It was undertaken in keeping with the requirements of the provision under the Civil Service Act of Bhutan, 2010 and also as per the directives of the Government conveyed vide letter No. C-3/11/216 dated December 27, 2013. Further, following the first round of the ODE, Agencification Principles and Framework were developed mainly to separate policy, regulations and implementation functions, address conflict of interest, minimize resource wastage on account of duplication, differentiate line and support functions in agencies, and adopt standard

nomenclatures for different categories of organisations and positions. The Agencification Exercise was carried out as directed by the Cabinet Secretariat vide letter No. C-3/73/769 dated May 14, 2015.

As of 30 June 2016, the OD Exercise has been successfully completed in 37 Agencies: 10 Ministries; six Agencies; three Thromdes; and 18 Dzongkhags. The OD Exercise in the remaining two Dzongkhags, one Thromde and one Agency is in the final stage of completion. In consultation with the RCSC, the internal assessment and restructuring exercise (an abridged ODE) is also being conducted for the following autonomous Agencies:

1.   Office of the Attorney General
2.   Cabinet Secretariat
3.   National Statistical Bureau
4.   Royal Institute of Management
5.   Bhutan InfoCom and Media Authority

The OD Exercise in the remaining Agencies will be conducted based on the need of organisations.

2.1.2   OD Recommendations, Presentation to the Cabinet and Directives of Government

The ODE took a comprehensive look at the organisations through the 7S lens i.e. structure, staffing, systems, strategy, style, and skills all tethered by a common core of shared values. The resulting recommendations are classified into the following three categories:

i.   **C1 Recommendations** relate to internal systems and processes of organisations that can be implemented by the respective Agencies based on the directives of the RCSC (eg. improving service standards/turnaround time, avoiding duplications of processes, establishment of SOPs and protocols, etc.). These were rolled out by the RCSC to the Agencies for implementation immediately upon completion of the ODE.

ii.   **C2 Recommendations** relate to procedures and systems that are cross cutting in nature and therefore require bilateral and multi-sector consultations to resolve issues. For example, the ODE of a majority of the Dzongkhags found, during the consultations, that there was significant overlap between the Dzongkhag Forestry Sector and the Territorial Divisions and Parks. At the same time, it was found that the works of the Dzongkhag Forestry Sector was light, leading to underutilisation of human resources while the Territorial Divisions and Parks are suffering from staff shortage. Further, by merging these two functions, it was felt that services could be enhanced as one layer of scrutiny and

approval would be reduced. Nevertheless, to ensure that the merger does not hamper services, the RCSC held consultations with Dzongdags and forestry officials and developed a new ToR that would address such concerns. The RCSC will be monitoring the new arrangement to ensure that it leads to better outcomes; and

iii. **C3 Recommendations** relate to changes in structure such as bifurcation or merger of departments and transfer of mandates, etc., which require extensive groundwork and the approval of the Government before they can be implemented.

Table 12: Summary of OD recommendations in implementing agencies

Number/Percentage	Category of Recommendations			Grand Total
	C1	C2	C3	
No. of Recommendations	515	275	36	**826**
% of Recommendations	62%	33%	5%	**100%**

The C3 OD Recommendations pertaining to creation, abolishment, up-gradation or alteration of organisational structures (departmental level and above) in Ministries and Autonomous Agencies along with rationales and implications were presented to the Cabinet on 17th, 21st and 28th July, 2015, and directives sought from the Government. Accordingly, RCSC received directives from Cabinet on the OD recommendations through three executive orders dated 25th December 2015, 18 February and 4 April 2016. While a total of 40* OD recommendations (refer **Annex 4** for details) were submitted to the Cabinet, the status of approval are broadly grouped into five categories as follows:

Table 13: Status of OD recommendations

Sl. No.	Category of Cabinet Directives	No. of directives
1	Approved for implementation	17
2	Not approved	9
3	Require further review	10
4	Approved when Act is revised (due to legal implications)	3
5	Approved for the implementation during 12th FYP	1
	Total	**40**

*similar OD recommendations are merged

2.1.3 Major OD Recommendations Approved

The major OD recommendations that have been approved for implementation are:

i.	Five common strategies for LG that include Common Framework for Dzongkhags and Thromdes respectively;
ii.	Establishment of National Hydromet Centre;
iii.	Creation of Department of Macro Economic Affairs, Ministry of Finance;
iv.	Dissolution of Council for Renewable Natural Resources Research of Bhutan (CoRRB), Ministry of Agriculture;
v.	Creation of Directorates in 10 Ministries;
vi.	Corporatization of Duty Free shop, and Menjong Sorig Pharmaceuticals;
vii.	Separation/Delinking of Bhutan Medical and Health Council, Bhutan Health Trust Fund and Construction Development Board.

2.1.4 OD Recommendations dependent on amendment/enactment of Act

Three major OD recommendations can be implemented only after revising the existing Acts or enactment of new ones. These include:

i.	Formation of Bhutan Qualifications Authority;
ii.	Renaming of RSTA - MoIC as Department of Surface Transport and placing it under MoWHS; and
iii.	Delinking Mining Regulatory Function from the MoEA.

These OD recommendations were proposed to minimize conflict of interest by segregating policy making and regulatory functions. An Agency with regulatory mandates, when housed within a Ministry that it has to regulate, leads to conflict of interest in regulating products and services (thus undermining regulatory functions) besides overburdening the agencies.

2.1.5 OD Recommendations approved for 12th FYP

The OD recommendations that were approved for implementation only during 12th FYP include restructuring of MoLHR and MoEA to form Ministry of Trade, Industry and Employment (MoTIE) & Ministry of Energy and Minerals (MoEM), which include transfer of offices (DoT, DoI, DCSI, IP and OCP) from MoEA to MoLHR. Accordingly, a number of issues in the existing MoEA could be addressed only in the 12th FYP. These recommendations were made mainly to bring focus and tap synergy eg. diverse mandate of the MoEA leading to loss of focus on trade and industry sectors while on the other hand, as part of the MoLHR, should lead to better alignment of the country's economic prospects and gainful employment.

2.1.6   Major OD Recommendations not approved

The major OD recommendations that were not approved by the Cabinet include those related to merger of policy functions of Department of Forestry and Park Services under National Environment Commission and establishment of a National Environment Authority. This recommendation was made in view of the importance of the environment to the country's sustainable development and in that respect, the importance of forests to all aspects of sustainable use and conservation of the environment. Among others, the recommended reorganisation would help NEC strengthen and consolidate natural resource and environmental management, ensure effective coordination of the sector and better implementation of its policies, plans and programmes.

2.1.7   Implementation Status of OD Recommendations (C1, C2 & C3)

The implementation of OD recommendations are underway in all OD completed agencies except in recently completed Dzongkhags. All changes related to OD recommendations as approved by the Cabinet are in the implementation phase except those which are directed to be implemented only in the 12th FYP or after putting in place the appropriate legislations and amendments of relevant Acts. The other non-structural OD recommendations (C1 & C2) such as to do with Systems, Strategy, Shared Values, Skills, and Style which are within the purview of the RCSC/Agencies are under implementation. Table 14 below provides a summary on the implementation of OD recommendations in 18 agencies (10 Ministries, four Autonomous Agencies, three Dzongkhags and one Thromde).

Of the total 826 OD recommendations, 55% of the recommendations have been already implemented, 33% of the recommendations are being implemented while 13% of the recommendations are pending. The pending recommendations include those that have to be articulated further before implementation. It also includes recommendations which require multi-sectoral consultation and approval of the Government before implementation.

Table 14: Summary of implementation status of OD recommendations

Implementation Status	Category of recommendations						Grand Total	
	C1		C2		C3			
	No.	%	No.	%	No.	%	No.	%
Implemented	307	60%	127	46%	18	50%	**452**	**55%**
On-going	141	27%	110	40%	18	50%	**269**	**33%**
Pending	67	13%	38	14%	0	0%	**105**	**13%**
Grand Total	**515**	**100%**	**275**	**1**	**36**	**100%**	**826**	**100%**

An important outcome of the ODE is determination of needs based staffing. As of 30th June, staffing exercise has been completed in 24 Agencies. Presently, the Commission is currently conducting staffing projections till 2020. Once finalized, this will be made public and also be used as a basis to determine pre-service HRD.

2.1.8   Main Benefits of OD and Agencification Exercises

The following are the main benefits that have accrued as a result of OD and Agencification Exercise:

i.   **Clarity of Mandates and Alignment of Goals in Agencies** - Agencies are much clearer in terms of their roles and mandates after the OD Exercise. Further, duplication of roles has been minimized greatly. Similarly, there is better alignment of goals in the Agencies leading to clearer communication of expected targets at the Ministries, departments, divisions and individual levels. Efforts have also been made to minimize the conflict of roles between Agencies on the policy, execution and regulatory functions and minimise conflict of interest.

ii.   **Organisational Structures Rationalised** – All Agencies where ODE has been completed now have their refined organisational structures with clarity of scalar chain and span of control. Further, protocols for creations of Agencies have been developed as a part of the Agencification Exercise, which in principle has been approved by the Government. This will facilitate a consistent approach during the creation of new Agencies, ensure minimum due diligence and avoid unnecessary proliferation of organisations in the future.

iii. **Local Government Framework Developed** - Following the ODE of Dzongkhags and Thromdes, the Local Government Framework (LGF) which include proposed organogram for the Dzongkhags and Thromdes along with reporting relationships at the Gewog level have been developed. This is expected to enhance clarity of roles in the Dzongkhags mainly through rationalization of sectors. Multii-tasking of certain positions have also been carried out which were reported to be underutilised during the ODE including the positions of DT Secretary and Gewog Accountant. The proposed LGF will also ensure unity of direction at the Gewog level through clearly articulated reporting relationship.

iv.   **Initiation of Turnaround Time (TAT) and Standard Operating Procedures (SOPs)** Following the ODE, efforts are being made across agencies to improve TAT and adopt SOPs with the objective to improve public service delivery. While TAT will spell out the minimum time required to provide a particular service to the clients, SOPs specify the minimum procedures necessary to deliver the services. The TAT and SOPs are being

implemented as part of the C1 recommendations which are already rolled out to the Agencies. Some of the TAT targets are also reflected in the recent APAs of Agencies. Both TAT and SOPs are also now used widely to rationalise the human resource requirements in the Agencies.

v.   **OD Capacity at the Agencies and National Level** – Unlike the OD Exercise of the past where external consultants were contracted to carry out such exercises in the Agencies, the present approach to ODE is based on capacity development among individuals and teams in the organisations. All ODEs in the Ministries and Agencies are led by their respective heads and managed by their Task Force while the OD team (comprising of OD trained members from Ministries, Agencies and Dzongkhags) provides technical expertise. All recommendations are vetted by the respective Agencies before submission to the RCSC or the Cabinet. One of the unique features of the present ODE is the wide capacity development of individuals across the Ministries, Autonomous Agencies and Dzongkhags to conduct OD Exercise, in addition to creating awareness on the importance of such an exercise. As a result of such capacity, many Agencies are carrying out their own OD Exercises. Further, the Exercise has created a pool of resident OD experts (a critical skill) that will continue to benefit the civil service.

vi.   **Rationalization of Staffing** - The OD Exercise, with its focus on providing clarity of mandate, alignment of goals within agencies, and provision of efficient and effective service delivery, is helping the Agencies and RCSC in carrying out the staffing exercise on a zero-based budgeting model rather than on the incremental approach wherein certain additional percentage of staffing would be approved without thorough scrutiny as in the past. Basically, the ODE has helped to scrutinize the HR needs by questioning the past assumptions of recruitment. The Daily Log of Activities (DLA) which was adopted with the inception of ODE helped immensely in analysing the workload of civil servants as well as to take appropriate actions in cases related to underutilisation of certain positions and persons.

2.2   Bhutan Civil Service System

2.2.1   Background

Bhutan Civil Service System (BCSS) reform was undertaken as one of the five areas of reform to "e*nhance professionalism*" in the Civil Service and to strengthen the current system. The BCSS reform aims to address the following *issues:*

i.   bring clarity into the system by segregating civil servants into the four Position Categories i.e. Executives/Specialists, Professional and Management, Supervisory and Support, and Operational. Among others, this will reduce the confusion created by the overlapping Professional and Management and Supervisory and Support Category which has impeded sound human resource management;

ii.   reduce and rationalise the entry points into the Civil Service and provide adequate career path for every position category to address stagnation. This will address stagnation issues faced by civil servants in the Supervisory and Support Category;

iii. ensure that HRD investments in civil servants are optimized and these investments allow civil servants to have meaningful careers in the areas for which they are recruited and trained;

iv.   professionalise Civil Service including the people recruited for administration and management through targeted training linked to their Terms of Reference towards building a cadre of people who can ensure that the country's goals and objectives are met;

v.   address the issues that currently puts important professions such as doctors in disadvantageous position, having to spend considerable time on specialisation necessary to deliver quality health services around the country; and

vi.   alleviate the issues related to sub-optimal use of specialists in certain sectors like the Ministry of Agriculture and Forests.

The initiation of the Bhutan Civil Service System reform has resulted in the following changes:

2.2.2   Doctors' Career Path

As part of the reform, doctors' career path was reviewed to explore ways to make up for the seniority lost by doctors due to long duration of study (MBBS/BDS and Masters), to motivate the existing doctors to perform better and overall, to make the medical profession more attractive given that this will be a profession whose demand will grow with the ageing of the population. Depending on the seniority lost, the doctors' career path are fast tracked by: (i) meritorious promotion for senior doctors; (ii) entry level at P3 for doctors with Masters; (iii) consideration of more than two years of study as active service for promotion, and (iv) allowing first promotion of doctors after three years excluding probation.

As of 3rd May 2016, the reform has been further extended to include doctors pursuing specialisation at KGUMSB by considering the study duration as active service for the purpose of promotion. This encourages doctors to study in-country and has the double benefit of their continued practice that benefits the Bhutanese society at large while also upgrading their skills and qualifications. This reform was implemented as of 1st July 2015 and will benefit 210 doctors (P2 & below). A total of 18 doctors have been promoted till date.

2.2.3   Career Progression for Supervisory & Support (S&S) Category

Stagnation due to lack of career ladder was a major issue for civil servants, especially in the Supervisory & Support category which account to 11,655 civil servants and include a range of important groups such as nurses, technicians, assistant clinical officers, medical technicians, administrative assistants, personal assistants, etc. Unresolved, this will eventually make such occupations unattractive, which would be detrimental to the smooth delivery of related public services. Therefore, the Career Progression reform facilitates smooth career progression for S&S category and delineates a clear career path for all position categories which addresses the issue of stagnation through: (i) the new concept of Senior Supervisor (SS2 to SS4) and thereby replacing the overlapping Position Level of P3, P4 & P5; (ii) an additional career advancement up to SS1 equivalent to P2 is provided for every civil servant in S&S category; and (iii) smooth career movement up to SS1 irrespective of the entry and qualification but with increase in promotion duration to five years for promotion from S1 to SS4 and above. The remuneration and benefits of civil servant in the SS level, such as retirement age, pay and other allowances, is equivalent to the corresponding positions in the Professional & Management category. These changes benefit civil servants in this category both while inservice and in retirement. It also benefits the Government as the need for unnecessary upgradation of skills and qualification, which adds minimal value to the discharge of their functions, can now be avoided. It will also help to enhance HR management as there will now be clarity of roles and responsibilities that will ensure proper deployment and utilisation of human resources in the civil service as well streamline lines of reporting.

With the implementation of this reform w.e.f 1 March 2016, a total of 2,160 civil servants have been mapped into SS level (SS4-1,464; SS3-525; SS2-171) and the reform benefits 11,655 civil servants in the Supervisory and Support category. A first batch of 332 civil servants in S&S category have been promoted as of 1st July 2016 with the reform.

2.2.4   Super Structure

As part of the reform, the super structure was initiated with the objective to uphold the principle of placing the Right Person to the Right Job and to retain professionals by allowing movement of civil servants to the relevant MOG. Super Structure is made up of five overarching groups. The

five groups include: (i) Executive & Specialist Services; (ii) Administration Services; (iii) Finance Services; (iv) Education Services; and (v) Technical Services.

The main benefit of this change will be to uphold the integrity of the various entry systems into the five groups that make up the super structure. This will address a major weakness in the current approach that allows people to change MOG, irrespective of their original entry, after the completion of ten years of service. For instance, someone enters the civil service as teachers, work for ten years during which they may also be the recipient of Masters, etc. and can then move to other MOGs, mainly administrative (whose entry - PGDPA - is the most competitive). This leads to loss of professionalism on one hand and poor returns on HR investment on the other. If continued, enhancing professionalism will remain a constant challenge for the civil service. It also works against the PCS objective of right person for the right job. The super structure will address this.

The following are some of the key initiatives under this approach:

i.   Framework for Strategic Movement of Executives in the Civil Service

The Framework for Strategic Movement of Executives in Civil Service approved during the 60th Commission meeting held on May 3, 2016, was developed, to guide the movement of Executives within the civil service. It will be used as a reference by Executive Management Division to recommend appointments and transfer Executives.

The Framework outlines the entire Agency/Departments headed by Executives and categorized in accordance with the Super Structure grouping. Out of the 140 Executive   positions, 67 positions have been identified as technical Departments/Agencies.   This allows technical departments to be headed by civil servants with relevant technical background and accordingly lays down the succession planning for executives till superannuation. The Administration Services shall continue to be eligible for all executive positions.

ii.   Specialists Utilisation

There are total of 100 specialists (ES3-68; ES2-30 and ES1-2) in the civil service. The issue of sub-optimal use of specialists in certain sectors came about due to lack of clarity by their respective managements on their utilisation, absence of clear job description, mismatch in deployment i.e. majority of the specialists being placed at the Departments while demand for their expertise is in the field and lack of proper mechanism in place for promotion of specialists. Therefore, to address the above issues, the following measures are being put in place:

a) Management to take greater accountability for utilisation of specialists;

b) Criteria for promotion of specialists (ES3 & above) to be put in place in order to test their level of competency*;*

c) Encourage posting of specialists at regional level where implementation of plans actually take place;

d) Specialists to take on the additional role of advisors (but limited to one per Department in keeping with need) and where suitable, as heads of the Centers/Programmes/Projects in Agencies based on a transparent and term based selection system*;*

e) Specific job description to be drawn for individual specialists based on generic RCSC job description prior to appointment in order to ascertain the need and ensure proper utilisation*;*

f) Secondment of specialists to institutions within the country where their field of expertise can be shared; and

g) Specialists to be included as members of HRC and relevant panelist/ committees (GNH Committees, etc.) to draw upon their expertise.

 Note: Not applicable for specialists in teaching and medical profession.

The Commission met with both the specialists and management from various Agencies for implementation of the above measures. Accordingly, from July till December 2016, redeployment exercise for the specialists will be carried out to regional agencies in consultation with the Agencies.

iii.   Officer on Special Assignment (OSA)

A special feature of super structure is the position of Officer on Special Assignment (OSA). The OSA is a time bound assignment within the civil service and will allow individual civil servants to move within the Super Structure group while maintaining the original profession. This is the flexibility rendered for all civil servants to experience diversity in their long civil service career while remaining in their MOG Super Structure.

2.3   Succession Planning and Leadership Development

2.3.1   Background

Given that leadership in any organisation is the most important factor contributing to the organisation's high performance, Succession Planning and Leadership Development was chosen as an area of reform by the Commission. The general notion in the civil service prior to this reform was that there was complacency amongst executives once they enter a leadership position. In

addition, it was also perceived that there was a strong sense of entitlement amongst the executives to be promoted to the next higher level position once they completed certain number of years irrespective of their performance. At the same time, it was also noted that this area had not received adequate attention from the RCSC. Indeed, conversations on leadership in the civil service was rare. Also, there was no clear articulation of expectations from this group beyond their ToR. Not surprisingly, most executives saw themselves as Directors, Dzongdags, Secretaries and not as leaders. A further consideration for the need to pay special attention to this group was due to their important role in maintaining an apolitical civil service as they would be the group mainly involved in interaction with ministers. Therefore, given its criticality in terms of determining the performance of the organisation, succession planning, and leadership development was identified as a critical area of reform. Correspondingly, the following initiatives have been undertaken:

2.3.2   Change in the selection of Executives through open competition

In order to uphold meritocracy and ensure that potential civil servants with proven track record, high performance and those with a high level of integrity are selected into positions of leadership in the civil service, the selection of executives through Open Competition has been reviewed and revised. The revised selection process involves the following:

  i.   The selection process starts with the assessment of requirement of the position through analysing the mandate of department/agency following which an Experience Check List tool is derived, with details on the domain knowledge required of the position.

  ii.   Subsequently the shortlisting of individuals are done based on suitability to relevant sectors, with emphasis on relevant knowledge and experience in addition to 16 years in services, PE ratings of outstanding and above and positive integrity check.

  iii.   For selection of candidates, an interview score sheet is developed which comprises of domain knowledge (Experience Checklist Tool - 40%) and Leadership Capability (from Leadership Capability framework - 40%). In addition, pre-populated marks are given for seniority, rural posting and PE rating - a total of 20%.

  iv.   For the final selection, based on the scores given by the five panelists, the individuals are ranked. The candidate preferred by a majority of the panelists is selected.

In addition to this, professionalising of leadership positions by categorization of these positions in line with new Super Structure has also been recently developed as part of the reforms. This ensures that technical expertise remains with relevant ministries and agencies. For example, a

civil servant with a background in Agriculture will be eligible to apply for related positions such as in Ministry of Agriculture and Forests.

Since upholding meritocracy is of paramount importance and given that every effort must be made to ensure that truly deserving people are selected into the highest ranks of the bureaucracy, efforts are underway to improve the Open Competition system for executives further. One of the initiatives identified to enhance the current selection system is to make the selection system a Two-Stage selection process. The concerned Agency will carry out the first stage selection while the RCSC Commission will undertake the second stage selection. The final selection will be based on the results of the two stages. The benefits of such a framework to selecting the right executive is currently under review.

2.3.3 Strategic Movement of Executives

In order to maintain an apolitical civil service where civil servants are able to provide their honest professional and independent views to their political masters, experiences from around the world show that the best remedy is to maintain a meritocratic system free from political patronage. This is particularly important for the leadership positions in the bureaucracy. Towards this end, to uphold meritocracy in the appointments and transfer of executives in the civil service, the Commission makes every effort, based on internal frameworks, to appoint the right person to the right job in the national interest.

Except for 31 positions in the civil service, all other executives are appointed and transferred by the Royal Civil Service Commission. These 31 positions include Cabinet Secretary, Secretaries to the Government and Dzongdags. In these cases, based on a framework that assesses performance and potential, the RCSC submits three nominees against each vacancy. The remaining Executives are appointed/transferred based on decision taken solely by the Commission and the individuals and organisations such as ministries are informed only after the decision is taken. The framework used by the Commission in these cases considers performance and potential as the main basis for their movement every four years or as the case may be. In all these cases, after the decision on the transfer or appointment of executives is taken, the individual incumbents and their respective supervisors i.e. the Heads of Agencies are informed by the Focal Commissioners in RCSC. The Heads of Agencies, in turn, inform the relevant Ministers. This has been instituted as a system to uphold meritocracy and as importantly, to ensure that Civil service executives can discharge their important responsibilities without fear or favour. At every opportunity, the RCSC has been informing civil servants that their oath bound duty is to tell their political masters what they need to hear, even if it is not what they may like to hear. That once this is done, within rules and regulations, it is their duty to implement the decisions of their political masters. Civil servants in position of leadership are reminded that they

must be able to develop the skillful means to be both independent in their views and yet loyal servants.

A significant development in the top leadership positions in the bureaucracy during the period under review, was the retirement of seven Government Secretaries. Section 50 of the Civil Service Act of Bhutan 2010 states that "a government Secretary shall be the highest position in the civil service and may serve a maximum term of five years or until the superannuation age, whichever is earlier". In line with this section, two were separated on account of superannuation and five on completion of tenure.

However, with regard to the separation of Government Secretaries who have not attained superannuation age, to ensure their proper and dignified separation, and also to recognize their dedicated service to *Tsa-Wa-Sum*, the 49th Commission Meeting of the Royal Civil Service Commission held on December 29, 2015 approved the following:
1. Lifetime Service Award Medal - as done for EX 1 level officials who superannuate; and
2. Separation under the Early Retirement Scheme – which will allow them to receive benefits for their early separation from the civil service.

In keeping with the above, Daw Penjo former Ambassador to Geneva, Ministry of Foreign Affairs who was on interim transfer with RCSC was also separated on 30th June, 2016 similar to other five Secretaries as he also completed 5 years tenure after being appointed as Government Secretary.

2.3.4 Executives (EX Categories) Updates

i. Appointment of Executives by Royal Kasho

In line with the Constitution of the Kingdom of Bhutan, the following executives were appointed by the Druk Gyalpo:

Table 15: Appointment of Executives by Royal Kasho

Sl. No.	Name	Position Title	Position Level	Agency	Date of Appointment to current place of posting
1	Chencho Tshering	Secretary General	EX1 B	National Council Secretariat	10-Jun-16
2	Tenzin Thinley	Dzongdag I	EX2 A	Paro	31-May-16
3	Sonam Wangyel	Dzongdag II	EX3 A	Samtse	31-May-16
4	Phintsho Choeden	Dzongdag I	EX2 A	Dagana	20-Mar-16
5	Chekey Gyeltshen	Dzongdag I	EX2 A	Tashigang	20-Mar-16
6	Tharchin Lhendup	Dzongdag I	EX2 A	Samdrup Jongkhar	20-Mar-16
7	Jambay Wangchuk	Dzongdag I	EX2 A	Lhuentse	20-Mar-16
8	Sonam Tobden Rabgye	Ambassador (II)	EX2 A	Royal Bhutanese Embassy, Dhaka, Ministry of Foreign Affairs	20-Mar-16
9	Kinga Singye	Permanent Representative (II)	EX2 A	Permanent Mission of Bhutan, Geneva	22-Dec-15
10	Pema Choden	Ambassador (III)	EX3 A	Mission in Brussels, Ministry of Foreign Affairs	21-Dec-15
11	Phuntsho	Dzongdag I	EX2 A	Pemagatshel	16-Nov-15
12	Kinzang	Dzongdag I	EX2 A	Haa	16-Nov-15
13	Harka Singh Tamang	Dzongdag I	EX2 A	Zhemgang	9-Jun-15
14	Thuji Tshering	Dzongdag I	EX2 A	TashiYangtse	9-Jun-15

ii.   Appointment through Open Competition

The following civil servants were selected as Executives through Open Competitive selection system.

Table 16: Appointment through Open Competition

Sl. No.	Name	Position Title	Position Level	Agency	Date of Appointment to current place of posting
1	Phento Tshering	Director	EX3 A	Department of Forests and Park Services, Ministry of Agriculture and Forests	1-Jun-16
2	Lobzang Dorji	Director	EX3 A	Cabinet Secretariat	15-Mar-16
3	Mewang Gyelsthen	Director	EX3 A	Department of Renewable Energy, Ministry of Economic Affairs	15-Mar-16
4	Ugyen Dorji	Dy. Auditor General	EX3 A	Department of Follow Up,Regions and International Relations, Royal Audit Authority	15-Mar-16
5	Chimi Dorji	Dy. Auditor General	EX3 A	Department of Performance & Thematic Audit, Royal Audit Authority	15-Mar-16
6	Pema	Executive Secretary	EX3 A	Gelephu Thromde	15-Feb-16
7	Pasang Dorji	Executive Secretary	EX3 A	Thimphu Thromde	1-Dec-15
8	Kunzang Lhamu	Director	EX3 A	National Commission for Women and Children	15-Oct-15
9	Tashi Pem	Director	EX3 A	Royal Civil Service Commission	15-Jul-15
10	Karma Wangchuk	Director	EX3 A	Department of Air Transport, Ministry of Information and Communications	15-Jul-15

iii.   Transfer of Executives (Lateral)

Table 17: Transfer of Executives (Lateral)

Sl. No.	Name	Position Title	Position Level	Agency	Date of transfer to current place of posting
1	Gholing Tshering	Director General	EX2 A	Department of Youth and Sports, Ministry of Education	1-Jun-16
2	Lungten Dorji	Director General	EX2 A	Department of Local Governance, Ministry of Home and Cultural Affairs	1-Jun-16
3	Karma Weezir	Director General	EX2 A	Department of Culture, Ministry of Home and Cultural Affairs	1-Jun-16
4	Sonam Dorji	Director	EX3 A	Bhutan Medical Health Council	15-May-16
5	Sonam Dawa	Director	EX3 A	Directorate, Ministry of Home and Cultural Affairs	15-May-16
6	Dr. Ugyen Tshewang	Director General	EX2 A	Office of the Consumer Protection, Ministry of Economic Affairs	15-Apr-16
7	Singye Dorjee	Director General	EX2 A	Department of SAARC and Regional Organisation, Ministry of Foreign Affairs	1-Apr-16
8	Sonam Tshong	Chief of Protocol	EX2 A	Department of Protocol,Ministry of Foreign Affairs	1-Apr-16
9	Kesang Wangdi	Director	EX3 A	Department of Bilateral Affairs, Ministry of Foreign Affairs	1-Apr-16
10	Tshewang Norbu	Secretary	EX1 B	Dzongkha Development Commission	15-Jan-16
11	Sonam Phuntsho Wangdi	Director General	EX2 A	Department of Hydro Power and Power System, Ministry of Economic Affairs	15-Jan-16
12	Nima Wangdi	Director General	EX2 A	Department of National Properties, Ministry of Finance	15-Jan-16
13	Sonam Tenzin	Director	EX3 A	Department of Trade, Ministry of Economic Affairs	15-Jan-16

14	Sonam Wangdi	Director	EX3 A	Department of Labour, Ministry of Labour & Human Resources	15-Jan-16
15	Jigme Thinlye Namgyal	Director	EX3 A	Department of Information Technology and Telecom, Ministry of Information and Communications	15-Jan-16
16	Tenzing Dorji	Secretary of Examinations	EX3 A	Bhutan Council for School Examination and Assessment	15-Jan-16
17	Dr. Sonam Phuntsho	Director	EX3 A	Bhutan Health Trust Fund, Secretariat Services, Ministry of Health	1-Jan-16
18	Dorji Norbu	Director General	EX2 A	Department of National Library and Archives, Ministry of Home & Cultural Affairs	1-Dec-15
19	Sherub Tenzin	Director General	EX2 A	Department of Employment, Ministry of Labour and Human Resources	1-Sep-15
20	Minjur Dorji	Executive Secretary	EX3 A	Samdrup Jongkhar Thromde	1-Sep-15
21	Namgay Wangchuk	Director General	EX2 A	Bhutan Agriculture Food Regulatory Authority, Ministry of Agriculture and Forests	1-Aug-15
22	Chencho Dorji	Director General	EX2 A	Bhutan InfoCom and Media Authority	1-Aug-15
23	Nim Dorji	Director General	EX2 A	Department of Agriculture, Ministry of Agriculture & Forests	22-Jun-15

iv.   Promotion of Executives

Table 18: Promotion of Executives

Sl. No.	Name	Position Title	Position Level	Agency	Last date of promotion to current position level	Remark
1	Chencho Norbu	Secretary	EX1 A	National Environment Commission	1-Apr-16	With Transfer
2	Tenzin Thinley	Dzongdag I	EX2 A	Paro	1-Jan-16	Promotion
3	Karma Drukpa	Dzongdag I	EX2 A	Punakha Dzongkhag	1-Jan-16	Promotion
4	Letho Tobdhen Tangbi	Director General	EX2 A	His Majesty The 4th King Secretariat	1-Jan-16	Promotion
5	Sonam Phuntsho	Director General	EX2 A	Bhutan Standard Bureau	1-Aug-15	With Transfer
6	Phuntsho Tobgay	Director General	EX2 A	Department of Geology and Mines, Ministry of Economic Affairs	1-Jul-15	With Transfer
7	Dr. Tashi Samdup	Director General	EX2 A	Office of the Director General, Department of Livestock, Ministry of Agriculture and Forests	1-Jul-15	Promotion

v.   Separation of Executives

Table 19: Separation of Executives

Sl. No.	Name	Position Title	Agency	Separation Effective Date
a) Superannuation				
1	Dr. Dorji Wangchuk	Secretary	Ministry of Health	15-Jun-16
2	Lam Dorji	Secretary	Ministry of Finance	8-Jun-16
3	Nima Ome	Director General	Department of SAARC & Regional Organisations, Ministry of Foreign Affairs	26-Dec-15
4	Dasho Tashi Phuntsog	Ambassador (I)	Royal Bhutanese Embassy, Kuwait, Ministry of Foreign Affairs	23-Oct-15
5	Thinley Thogmaith	Drangpon	National Assembly	15-Aug-15
6	Dasho Bap Kesang	N/A	Interim-Transfer with Royal Civil Service Commission	21-Aug-15
7	Karma Dorji	Director General	Bhutan Agriculture & Food Regulatory Authority (BAFRA)	15-Jul-15
b) Voluntary Resignation				
1	Harka Bahadur Gurung	Director (National Library)	Department of National Library & Archives, Ministry of Home & Cultural Affairs	1-Nov-15
c) Separated on Appointment to Constitutional bodies				
1	Tshering Kezang	Dzongdag I	Pemagatsel Dzongkhag	31-Jul-15
2	Jamtsho	Joint Auditor General	Department of Follow Up,Regions and International Relations, Royal Audit Authority	31-Jul-15
d) Separated on Completion of Tenure				
1	Daw Penjo	Secretary	On interim Transfer with RCSC	30-Jun-16
2	Dasho Kinley Dorji	Secretary	Ministry of Information & Communications	30-Jun-16
3	Pema Wangda	Secretary	Ministry of Labour & Human Resources	30-Jun-16
4	Sangay Zam	Secretary	Ministry of Education	30-Jun-16
5	Dasho (Dr) Sonam Tenzin	Secretary	Ministry of Home and Cultural Affairs	30-Jun-16

6	Dasho Sonam Tshering	Secretary	On interim Transfer with RCSC	30-Jun-16
e)	**Separated due to Death**			
1	Jamyang Galey	Director	On interim Transfer with RCSC	22-Nov-15

2.3.5 Specialists (ES Categories) Updates

i.   Promotion

Table 20: Promotion of Specialists

| Sl. No. | Name | Current | | On promotion | | Agency |
		Position Title	Position Level/ sub-level	Position Title	Position Level/ sub-level	
a)	**Promoted with effect from January 1, 2016**					
1	Mahesh Ghimiray	Specialist III	ES3A	Specialist II	ES2 A (Rice)	RNRR &DC, Bajo, Department of Agriculture, Ministry of Agriculture & Forests
2	Drungtso Nidup	Drungtso Tsozin gom	P1A	Specialist III	ES3 A	Ministry of Health
3	Drungtso Ngawang Gyeltshen	Drungtso Tsozin gom	P1A	Specialist III	ES3 A	Ministry of Health
4	Drungtso Jamyang Dorji	Drungtso Tsozin gom	P1A	Specialist III	ES3 A	Ministry of Health
5	Dr. Yonten Dargye	Chief Research Officer	P1A	Specialist III	ES3 A	Research & Media Division, Department of Culture, Ministry of Home & Cultural Affairs

6	Dr. Damber K Nirola	Specialist III	ES3A	Specialist II	ES2 A	Jigme Dorji Wangchuck National Referral Hospital
7	Dr. Dechen P Nidup	Specialist III	ES3A	Specialist II	ES2 A	Jigme Dorji Wangchuck National Referral Hospital
8	Wangchuk Rapten	Specialist III	ES3A	Specialist II	ES2 A	Royal Education Council, Paro
9	Thinley Namgyel	Asst. Professor	ES3A	Professor	ES2 A	Royal Institute of Management
10	Dhanapati Mishra	Asst. Professor	ES3A	Professor	ES2 A	Royal Institute of Management
b)	**Promoted with effect from July 1, 2015**					
1	Dungtsho Ugyen Tenzin	Drungtsho Tso-Zin	P1A	Specialist III	ES3 A	Jigme Dorji Wangchuck National Referral Hospital
2	Kesang Deki Tshering	Subject Coordinator I	P1 A	Specialist III	ES3 A	Secondary School Examination Division, Bhutan Council for Secondary Examinations & Assessment
3	Dr. Ugyen Tshomo	Specialist II (Gynaecologist)	ES2A	Specialist I (Gynaecologist)	ES1 A	Jigme Dorji Wangchuck National Referral Hospital
4	Dr. Krishna Prasad Sharma	Specialist III (Pathologist)	ES3A	Specialist II (Pathologist)	ES2 A	Jigme Dorji Wangchuck National Referral Hospital

5	Dr.Pelgay Jamyang	Specialist III	ES3A	Specialist II	ES2 A	Jigme Dorji Wangchuck National Referral Hospital
6	Dr. Jampel Tshering	Specialist III	ES3A	Specialist II	ES2 A	Jigme Dorji Wangchuck National Referral Hospital
7	Dr. Pasang Tshering	Specialist III	ES3A	Specialist II	ES2 A	Department of Livestock, Ministry of Agriculture & Forests
8	Yanki Dem	Principal I	P1A	Specialist III	ES3 A	Phuntsholing Higher Secondary School, Phuntsholing Thromde
9	Gedun Pelzang	Sr. Lecturer	P1A	Associate Professor	ES3 A	Royal Institute of Management

ii.   Separation

Table 21: Separation of Specialists

a) Separated on reaching superannuation age			
1	Karna Bdr. Samal	Specialist III	Watershed Management Division, Department of Forests & Park Services, Ministry of Agriculture & Forests	1/03/16
2	Bhim Bahadur Chhetri	Specialist III	Social Forestry & Extension Division, Department of Forests & Park Services, Ministry of Agriculture & Forests	1/05/16
b) Voluntary Resignation			

1	Dr. Pasang Tshering	Specialist II	National Centre for Animal Health Serbithang, Department of Livestock, Ministry of Agriculture & Forests	1/12/15
2	Dhan Bahadur Dhital	Specialist II	Department of Forest & Park Services, Ministry of Agriculture & Forests	1/02/16
3	Karma Chophel	Specialist III	Mangdechu Hydroelectric Project Authority, Ministry of Economic Affairs	31/07/15
4	Dr. Pema Rinzin	Specialist III	Jigme Dorji Wangchuck National Referral Hospital	1/03/16

vi.   Secondment of Executives

Table 22: Secondment of Executives

Sl. No.	Name	Position Title	Position Level	Agency	Date of Secondment
1	Kunzang Namgyal Tshering	On Secondment III	EX3 A	Bay of Bengal Initiative for Multi-Sectoral Technical and Economic Cooperation(BIMSTEC)	1-Mar-16
2	Phub Dorji	On Secondment	EX3 A	Bhutan Development Bank Ltd	1-Apr-16

2.3.6 Leadership Development Programme

The Leadership Capabilities Framework (LCF) provides clarity on what is required of civil service executives. However, it has become as important to help executives develop these capabilities. Therefore, the Commission, with the funding support from Austrian Development Cooperation, introduced three major leadership development programmes in 2015. These are the Executive Forum (ExFo) and Bhutan Executive Services Training (BEST), both conducted in Bhutan and focused on leadership capabilities while domain related leadership development programmes are held in renowned institutes outside Bhutan. In this way, executives should receive both leadership capabilities development training as well as the necessary domain knowledge required to provide good leadership.

During the last year, a total of 112 executives were sent for leadership development programmes.

i.   In-Country Leadership Development Programme
a)   Bhutan Executive Services Training (BEST)

BEST is a 14-day programme held at the nation's premier leadership institute, the Royal Institute of Governance and Strategic Studies. This programme is to be attended by all civil servants who enter leadership position. In view of this, a specialists who head departments in Ministries also participate in such programme. Every executive will have to undergo this training once in 3-4 years.

BEST focuses on developing desired leadership trait, which is based on the Leadership Capability Framework (LCF). The LCF describes the area of capabilities required by a leader and the corresponding behaviour expected out of them. The five areas of capabilities identified in the LCF are the following:

    i.   Shape strategic view;
    ii. Achieve Results;
    iii. Cultivate productive working relationships;
    iv. Exemplify personal drive and integrity; and
    v.   Communicate effectively.

The Executive Management Division organised four batches of Bhutan Executive Services Training in the last one year at the Royal Institute of Governance and Strategic Studies. A total of 59 participants attended the programme. This included 28 EX3 and 19 EX2 Executives. The complete list of participants is provided in **Annexure 7**.

b)   Executive Forum

The ExFo, held annually, is a two-day programme organised specifically for the Heads of Ministries, Agencies, and Dzongkhags. This forum provides a platform for top leadership to meet & network on a regular basis and discuss important issues relating to civil service. RCSC sees networking as a key strategy to enhance coordination, create a whole-of-government mindset, resolve conflicts, negotiate effectively and manage change. A session is devoted to developing skills.

The primary objective of the forum is to foster unity of purpose. Issues of national importance such as the civil services reforms, the impact of social media on governance, coordination issues, thriving issues and challenges in good governance, and any other topics found relevant, can also

be discussed in the ExFo. The upcoming ExFo will discuss ways to keep the civil service apolitical as well as ensure clarity in inter-ministerial dealings.

The target group for ExFo are the Heads of the Agencies only. As there are a total of 65 heads of Agencies, three to four ExFos will be held annually. The fourth batch of Executive Forum for the year 2015-16 was organised on December 23-24, 2015. Complete list of executives who participated in the programme is provided in **Annexure 8**.

ii.   Ex-country Executives Leadership Development Programme

Executives (around 10% of the total) are sent to targeted leadership development programmes in relevant domain areas in renowned institutes around the world such as Harvard, ANZSOG, AIMs, etc.

a) Leading Local Governance
A total of 16 Executives attended the training on "Leading Local Governance" held at the Asian Institute of Management in Philippines from July 20-30, 2015. **Annexure 5** provides the list of Executives who attended the training.

b) Leadership Programme on Women, Leadership and Impact in Asia
Kesang Choden Dorji, Director, Royal Education Council and Karma Lhazeen, Chief Programme Officer, Communicable Disease Division, Department of Public Health, Ministry of Health attended the programme on Women, Leadership and Impact in Asia held at the Lee Kuan Yew School of Public Policy in Singapore from December 5-6, 2015.

c) 3rd Temasek Foundation Leaders in Economic Development (TFLED) Programme
Following four Executives attended the 3rd Temasek Foundation Leaders in Economic Development (TFLED) Programme held at the Civil Service College in Singapore from March 14 - 22, 2016:

i.   Sonam P Wangdi, Director General, Department of Hydropower and Power System, Ministry of Economic Affairs;
ii. Sonam Tenzin, Director, Department of Trade, Ministry of Economic Affairs;
iii. Yonten Namgyel, Director, Department of Revenue and Customs, Ministry of Finance; and
iv. Thinlay Namgyel, Director, Gross National Happiness Commission.

d) Executive Leadership Development Programme, Australia

Twenty senior Executives from various Ministries, Agencies and Dzongkhags attended the "Executive Leadership Development Programme" held at the University of Queensland, Australia from May 9 – 20, 2016. The training was organised by the Royal Civil Service Commission under the Australian Awards, AusAID funding. **Annexure 6** provides the list of Executives who attended the programme.

2.3.7 Feedback System

A good feedback system is critical to building and maintaining a healthy organisation, especially for those in leadership positions. Towards this, an enhanced online feedback system is also being developed currently. The overall purpose of the feedback is to ensure that the management group (P1 to EX1) receive adequate feedback on their capability based on which they can try and improve their leadership capability areas as identified in the LCF.

The new feedback system will be based on behavioural indicators that show the existence of the LCF and will be used by civil servants to provide feedback on its management. Since the feedback is on specific observable behaviours, it will serve a useful purpose for identification of areas for improvement. This is lacking in the present feedback system which solicits general type of feedback that is broad and not linked to clearly defined leadership capabilities and thus can suffer from greater subjectivity. Furthermore, all civil servants will be required to provide feedback as opposed to the present system where three people are randomly selected to provide feedback, with the attendant risk of bias and adverse selection. As of now, the online feedback system has been piloted in two agencies -Ministry of Economic Affairs and Royal Civil Service Commission. Based on the feedback received from these agencies, the feedback system will be further improved and rolled out before December 2016.

2.4 Performance Management System (Managing For Excellence)

2.4.1   Background

Section 61 of the CSAB 2010 requires the RCSC to institute and oversee the implementation of a transparent, objective and fair evaluation system. Aligned to this, improving the Performance Management System (PMS) is one of the reforms the RCSC is currently undertaking to increase the efficiency and effectiveness of civil servants in public service delivery.

The specific objective of the new PMS system is three fold, namely to: (i) ensure alignment of staff with their agencies' goals and objectives; (ii) increase accountability in achieving their organisational objectives by cascading agency targets down from Agency to individuals; and (iii)

differentiate performers from non-performers through the mechanism of forced distribution during moderation exercise and link it to rewards. This had become critical as the current PMS does not meet any of these objectives, leading to indifference, de-motivation and poor performance management and accountability culture.

Introducing a new PMS in the Civil Service is not a simple or straight forward task. The Bhutanese Civil Service is large with over 26,000 people consisting of many agencies of differing sizes, varying mandates and different occupational groups. The other challenge is physically reaching out to civil servants across the country especially in remote locations. In order to successfully introduce the new PMS system, it entails having to reach out to each and every civil servant to make sure that they have understood the new performance evaluation forms and more importantly, the new concepts and system. However, the benefits from this exercise is expected to go far beyond the three objectives stated above. It should positively affect productivity and work against unnecessary bloating of the civil service. Therefore, challenges notwithstanding, it will be important for both the present Commission as well as its successor to persevere with this reform if the performance management system is to foster performance.

2.4.2   Implementation Strategy and Status

The strategy adopted for implementing PMS reform is "learning by doing" through piloting exercise. Although, the work on the new PMS started from January 2015 with the formation of PMS Taskforce comprising of representatives from key stakeholders and covering 35 APA agencies, the actual piloting exercise across all agencies started with effect from July 1, 2015 only.

Piloting the new framework of Performance Management System in the FY2015-2016 has helped RCSC to conduct a systematic review, discuss and capture key and specific issues of PMS in different agencies, review lessons of the past and to look into future interventions in the area of Performance Management System. The new Performance Management System for the Bhutanese Civil Service has also been renamed as "Managing for Excellence" (MaX).

As part of the piloting exercise across 65 agencies including both agencies with APA and non-APA agencies, the key activities carried out are:

i.   In June-July, 2015, based on the feedback received from the Dzongkhags, the PMS core taskforce visited 20 Dzongkhags helping Civil Servants develop Individual Workplan (IWPs). The IWP will be the basis of assessment of civil servants and also act as a tool to ensure alignment of the individual civil servant with their sections, divisions and agencies;

ii.   In July, 2015, PMS taskforce provided basic training on developing IWPs to all non-APA agencies;

iii. In October, 2015, IWP review team was formed to review IWPs collected from the 65 agencies and a checklist for reviewing IWPs was developed. This exercise in turn led to improvements in trainings on IWP;

iv.   In November 2015, Chief of Divisions and HROs from all the Ministries and five autonomous agencies were trained on Moderation Exercise (ME) - is the part of the exercise where management has to identify the performers and non-performers as per the required number, which in turn is based on APA) concepts and mock moderation were carried out with different departments in the Ministries;

v.   In December, 2015, institutional visits were made to Singapore and Malaysia to study best practices in the area of PMS. In January, 2016, trainers from Royal University of Bhutan were trained in IWP concepts based on the assessments made of IWPs submitted initially and these trainers in turn provided backstopping to all Ministries for developing and improving IWPs;

vi.   In February-March 2016, the Managing for Excellence framework for Education Sector was developed after consulting with the Management from the Ministry of Education, District Education Officers, and rolled out for piloting across all schools;

vii. In March 2016, MaX Unit was established within the Royal Civil Service Commission. The purpose of establishing the MaX Unit is to serve as the nerve centre for this reform by continuously reviewing, and providing backstopping to all civil servants in developing IWPs and facilitating agencies in conducting mock ME as well as to review and improve the draft MaX manual based on the mock ME conducted. Prior to this, all members working for MaX were multi-tasking with their other routine functions in the secretariat;

viii. In May, 2016, based on the feedback received, four agencies were identified and with an expert from Singapore, the mock ME was conducted in these identified agencies. The four agencies were Royal Civil Service Commission, Ministry of Foreign Affairs, Department of Roads, and Construction Development Board. The framework for Moderation Exercise was further revised based on these experiences and expert inputs;

ix.   Since June, 2016, the MaX unit has conducted ME Exercise with 25 non-APA agencies and also provided technical backstopping in improving IWPs across agencies based on demand; and

x.   In line with the plan to phase the rollout of the Max, the Commission in its 57th meeting approved the replacement of the current PER form of the BCSR 2012 with the new performance appraisal form, and evaluation of performance for July 2015-June 2016 to be done in the new appraisal form.

In autumn this year, after the evaluations of agencies have been carried out by the Government Performance Management Division under the Cabinet Secretariat, Mock Moderation Exercise will be carried out across all agencies of the RGoB. The rolling out of new MaX system will begin in the fiscal year of 2016-17.

Table 23: Summary of the activities carried out in the fiscal year 2015-2016

Sl. No.	Activities	No. of participants			Total	Remarks
		Ministries	Autonomous Agencies	Dzongkhags		
1	Familiarization training on IWP	1,752	883	3,959	6,594	Education sector staff of Dzongkhags and Thromdes are not included here. They were trained by their respective Dzongkhag Education Officers and Principals.
2	Mock Moderation Exercise	261	318	593	1,172	

2.5   Civil Service Well-Being

2.5.1   Background

As the parent agency of all civil servants, it is important for the RCSC to take better care of civil servants. The present Commission believes strongly that if this is done, civil servants in turn will be more engaged and motivated and thereby, secure the country's future. The establishment of

the Well-Being Services (WS) has managed to help civil servants through both tangible and intangible support. The first two Programmes, Civil Service Support Desk (CSSD) and Exit Management (EM) focused on the softer and intangible aspects of the support that do not come with any monetary benefit *per se* but are meaningful to the civil servants. However, with the third Programme, Civil Servants' Welfare Scheme (CSWS), the benefits were tangible through the payment of admissible *semso* grants during the time of death of the scheme members and their direct dependents.

2.5.2   Civil Service Support Desk (CSSD)

Under the CSSD, the RCSC received issues concerning individual civil servants. The cases were referred to relevant agencies for necessary redressal actions. In this reporting period, Well-being Services facilitated redressal actions for two civil servants who had become chronic alcoholics. The concerned individuals underwent full detoxification course at Jigme Dorji Wangchuck National Referral Hospital followed by a successful rehabilitation course at Treatment & Rehabilitation Centre for Drug & Alcohol Dependence (TRCDAD) at Serbithang and Samzang Retreat Centre for Alcohol & Drug Dependence in Paro.

As part of the well-being programme, the RCSC has been successful in requesting the Drukair Corporation Ltd. for the waiver of charges in flying the body of a deceased civil servant from Bangkok to Paro.

Going forward, the RCSC is exploring the possibility of introducing mandatory annual health checkups with the Ministry of Health.

2.5.3   Exit Management (EM)

As part of the effort to tap experience of retired civil servants and provide them an opportunity to continue to contribute to the country, the RCSC has begun obtaining services of superannuated civil servants. Services of two superannuated civil servants in executive category were availed as interview panelists in the Bhutan Civil Service Examination – 2015 viva-voce held from 19 October – 4 November, 2015.

To make separation for retiring civil servants, work is also underway to introduce Retirement Planning services to better prepare civil servants for retirement - financially, psychologically and socially. Further, in an effort to build the fraternity of the Civil Service, the agencies are required to invite superannuated civil servants in their area of jurisdiction to important National events to interact and replenish their bonds with the Civil Service.

2.5.4   Civil Servants' Welfare Scheme (CSWS)

Lastly, the third well-being programme, CSWS was initiated through series of consultations with the Civil Service agencies as reported in the first Annual Report. It was finalized and launched on 11th November, 2015 as part of the nationwide celebrations to commemorate the 60th Birth Anniversary of His Majesty the Fourth Druk Gyaplo.

The CSWS is a type of insurance scheme supported solely by the civil servants. Through the scheme, the RCSC aims to inculcate a sense of fraternity among the civil servants by creating this facility to help each other during the most critical time of death. It is literally a scheme 'of, by and for' the civil servants to cover the incidence of death of members and their direct dependents. An important feature of the scheme is that while benefits are the same for all civil servants, contribution differ depending on one's position level, thereby upholding the civil services values of responsibility by letting the scheme benefit most those who need it most.

Out of a total of 25,591 regular Bhutanese civil servants, 21,646 have been migrated into the system as confirmed CSWS members while 328 chose to opt-out from the scheme. Those civil servants appointed before 11th November, 2015 were given the one time option to join or opt-out of the scheme. The same option would be given to the remaining 3,595 civil servants who have not responded to the scheme. Most of them are currently on long-term studies, EOL, Secondment, etc. However, the membership is compulsory for the new recruits joining the Civil Service after the launch of the scheme.

An attractive feature of the scheme is the extended gratis membership upon superannuation as support to civil servants during the time when they need it most i.e. in retirement.

With regard to the management of the CSWS, a separate Savings Account is maintained with a partner financial institution for administration of the scheme.

To start with, the Commission approved the following figures for contribution and benefits. Going forward, to enhance ownership as well as address the sustainability of the CSWS, a **Board of Trustees** shall be instituted with a mandate to review the contribution vis-a-vis the payout amount of the scheme and also to explore investment avenues so as to ensure that CSWS is sustained over time and continues to remain an effective and relevant intervention for all times:

i.   Monthly Contribution

Table 24: Monthly contribution

Sl. No.	Position category	Contribution (Nu.)
1	Executive & Specialists	300
2	Professional & Management	200
3	Supervisory & Support	100
4	Operational	75

ii.   Admissible semso grant
a) Nu. 75,000/- in the event of death of a member;
b) Nu. 35,000/- in the event of death of a dependent; and
c) Nu. 50,000/- in event of a death of a superannuated member.

Based on the above figures, there is an inflow of approximately Nu. 3.7 million and outflow of Nu. 0.18 million every month. This necessitated a professional fund management consisting of competent human resource and reliable equipment and systems. Therefore, the Commission decided to partner with a financial institution that has the credibility, expertise and experience of managing similar schemes. RICBL with its years of experience in life insurance policy and other insurance products has been chosen as the partner institution for the scheme. Among others, the partnership with the RICBL is based on the following reasons:

i.   its offer of 8% interest on savings – which is the highest in the market;
ii.   its consent to render incidental services of scheme management (covered under Memorandum of Understanding) free of cost; and
iii. its wide reach across the length and breadth of the country through its various branch offices which would enable timely payment of admissible semso grants.

The MoU with the RICBL was signed on 9th November, 2015 for a period of three years with the possible extension or the termination of the contract as stated therein.

The RCSC, in close collaboration with the agencies, ensures the timely payment of correct admissible *semso* grant to prevent unnecessary delay during the time of need. The processing of claim was made online on 21st June, 2016, thereby further reducing the turn-around-time in making the payment. A user's manual on the CSWS online system for the HR Officers was also shared online.

The following are the details of the fund status and claims starting from 11th November, 2015 to 30th June, 2016:

iii.   Fund Status

Total contribution received at RICBL as on 30 June, 2016:   Nu. 26,862,365/-

Total payout made as on 30 June, 2016:   Nu. 10,200,000/-

Table 25: Status of claim as on 30 June, 2016

Sl. No.	Claimed for	No. of deaths
1	Members	31
2	Dependents	225
	Total	**256**

Table 26: Death of dependents as on 30 June, 2016

Sl. No.	Relationship with dependent	No. of death
1	Father	118
2	Mother	78
3	Child	17
4	Spouse	12
	Total	**225**

Table 27: No. of monthly deaths

Sl. No.	Month	No. of deaths
1	November, 2015	19
2	December, 2015	48
3	January, 2016	43
4	February, 2016	45
5	March, 2016	39
6	April, 2016	29
7	May, 2016	28
8	June, 2016	5
	Total	**256**

To ensure transparency and proper management of the fund, the CSWS updates information with regard to membership, fund status and claims on a daily basis on the RCSC website for the members to view. The scheme is also subject to audit and in this regard, the RCSC has requested the Royal Audit Authority to include the CSWS as a regular feature in its Annual Audit schedule.

The RCSC, in an effort to help the HR Officers in carrying out the CSWS tasks in an efficient and effective manner, shared a comprehensive By-Law on the scheme upon its launch. The By-Law, among others, also covers the process for 'closure of the scheme' should an unlikely event requiring the winding up of the scheme arises.

Similarly, a booklet on the CSW was shared with the Agencies to be used as a handbook while carrying out tasks pertaining to the CSW reform. This booklet presents the three Programme in detail along with the relevant annexure and forms. Furthermore, the booklet attempts to answer some of the pressing issues, mostly pertaining to the CSWS, in the FAQs section. The section is expected to clear most doubts about the scheme as it covers the entire consultation process along with all queries raised by the agencies.

iv. Launch of CSWS Module Online

As part of the effort to provide a faster and more efficient service, the CSWS online module was launched on 21 June, 2016. All Agencies are now required to process CSWS claims through the online system only. The CSWS members will also be able to make claims online through their individual CSIS login.

2.6 Other Initiatives

2.6.1 Parental Benefits in the Civil Service

As part of the reforms, the Royal RCSC reviewed the BCSR 2012, with a view to enhance workplace conditions, in particular, for working mothers and single parents. The RCSC reviewed in particular the clauses pertaining to maternity leave and paternity leave with the following four objectives to:

    i.   Enhance and sustain women's participation in the Civil Service;

    ii.   Promote health and well-being of mother and child resulting in healthier and productive citizens;

    iii.   Encourage and empower working parents to contribute substantially to socio-economic development; and

    iv.   Support family values.

In view of the above and with the support of the Government, the RCSC extended the maternity leave from three months to six months, increased the duration of baby feeding break from one to two years, and increased the paternity leave from five to ten working days w.e.f 1 March, 2016.

During the period of four months (March 1, 2016 till June 30, 2016), a total of 316 female civil servants have benefitted from the extended maternity leave of six months.

2.6.2   Results of GNH Index 2015 for Civil Servants

The CSW reforms were introduced to enhance civil servants motivation by making workplace conditions conducive to a fulfilling career. This supports the well-established fact that if the bureaucracy is to succeed in being a foundation for good governance in Bhutan, civil servants must be motivated to unleash their full potential. Thus the RCSC looked at the 2015 GNH Index survey results for civil servants both to ascertain the overall situation of civil servants based on that survey as well as to identify areas where the RCSC may have to intervene to enhance their well-being. As the survey was targeted at the entire population, these results for the civil servants in the survey, have to be interpreted cautiously.

Chart 7: GNH Index, by occupational group 2015
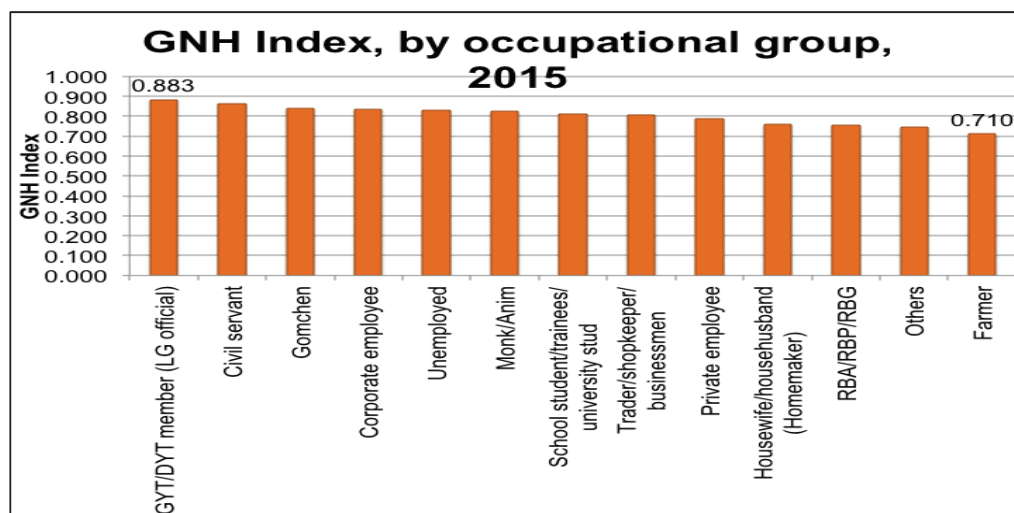
As per the GNH and other related literature, a satisfied and happy workforce is likely to be more motivated and productive. The GNH Index survey 2015 revealed that civil servants are among the happiest occupational group, next to LG officials who are at the top in terms of happiness – see above chart. Compared to the last survey in 2010, what is of some concern is that the GNH Index for civil servants has actually fallen during this period by 3.51%. The comparison shows that in the last five years, the proportion of happy civil servants declined 7.4 percentage points, from 73.2% in 2010 to 65.8% in 2015.

Chart 8: Result for GNH Index for civil servants by nine domains 2015
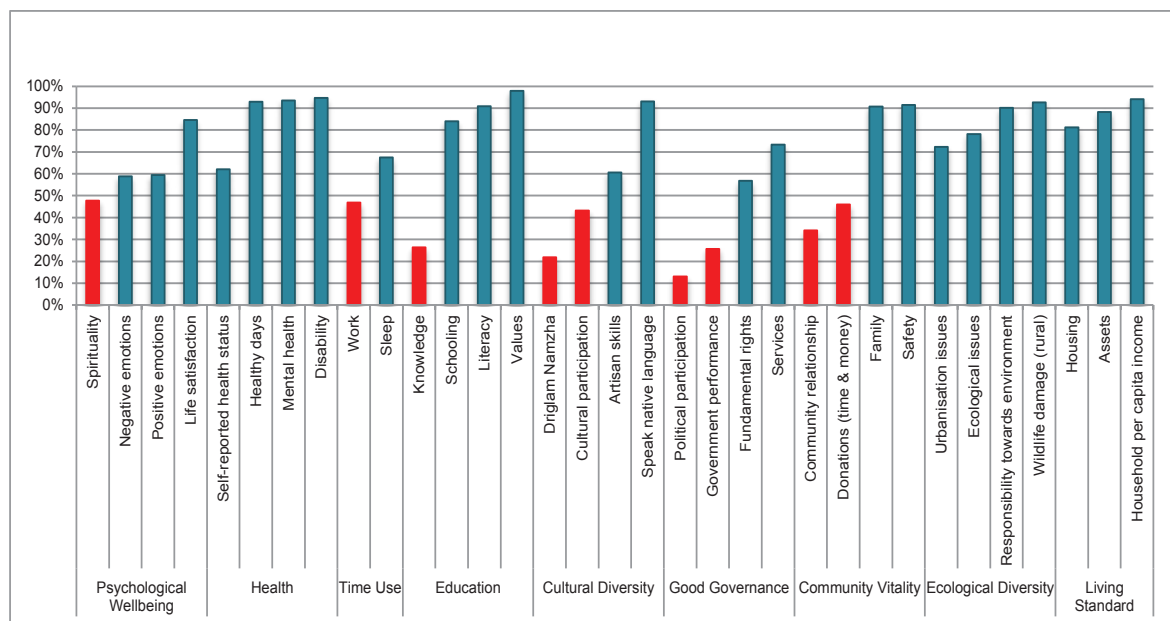
The results reveal that civil servants in Bhutan, across the 33 indicators of the nine domains, have nine areas in which less than 50% of civil servants attained sufficiency - see above chart where the nine areas are shaded. Political participation, at 13.11%, is where civil servants enjoy least sufficiency. This is likely on account of the underlying indicator being attendance at Zomdus, which would be difficult for most civil servants.

Civil servants enjoyed greatest sufficiency in the health domain. They also scored favourably in the domains of ecological diversity and living standards. In the time use domain, less than 50% of the civil servants attained sufficiency, as 53% worked more than the desired eight hours of work per day. However, almost 70% of civil servants attained sufficiency in sleep, suggesting sacrifice of leisure time. The RCSC will monitor these developments and continuously work to address them so that civil servants find public service life meaningful and remain highly engaged and motivated as a result.

PART 3: HUMAN RESOURCE MANAGEMENT AND DEVELOPMENT

3.1   Background

As the Central Personnel Agency of the Government, human resource management and development functions are critical for the Royal Civil Service Commission. The present Commission is making concerted efforts to integrate human resource management and development functions so that staffing and capacity development are orchestrated to ensure right person for the right job. Further, since the RCSC is the parent Agency for all HROs, their capacity development is also given due importance, to include, in addition to traditional personnel roles to that of strategic partner, change agent, employee champion and integrity advocate. The Commission discharges three broad functions under the human resource management and development, which include:

    i.   Development of Human Resource Officers;
    ii.   Human Resource Management Functions; and
    iii.   Human Resource Development Function.

3.2   Changing Role of Human Resource Officers

Human Resource Officers (HROs) play pivotal roles in the management and development of people in the organisations and in shaping the organisational culture. It has been commonly found that the existing HROs are limiting their functions to the day to day administrative personnel functions and therefore HR job is seen as a routine function. In view of such concerns, the present Commission developed a new ToR which encompasses wider functions. The primary objective of developing the new terms of reference (ToR) for HROs is to ensure that HROs are able to carry out the following strategic roles in an Agency towards achieving the organisation's objectives:

    i.   Align HR management to the overall plans and programme of the Agency;

    ii.   Ensure capitalization of change in Agency's plans and programmes through proper change management process;

    iii.   Improve HR processes to optimize operational efficiencies;

    iv.   Recognize employee's concerns and needs and provide opportunity to enhance employee morale and commitment towards better performance; and

v.   Strengthen organisational integrity through establishment of integrity infrastructure comprising education, prevention and compliance.

3.3   HRO's Competency Development Framework and Training

The HR Officers' Competency Development Framework is developed with the objective to identify knowledge, skills and abilities requirement at various career ladders of HROs. This will facilitate the RCSC to come up with systematic capacity development Programme to professionalise all HROs.

Details of Competency Development Framework and Training is provided under **Annexure 9.** Based on the framework, three levels of HRO's Competency Development Programme (CDP) will be designed and provided to all the HR Officers ranging from Assistant Human Resource Officer to Chief Human Resource Officers in a successive manner.

3.4   Standard Operating Procedures for HR Division Functions

Article 26 Section 6 of the Constitution of Kingdom of Bhutan states that, *"the Commission shall, in the interest of promoting merit, productivity and equity, ensure that uniform rules and regulations on recruitment, appointment, staffing, training, transfer and promotion prevail throughout the civil service."*

"Ensure that uniform rules and regulations on recruitment, appointment, staffing, training, transfers and promotion prevail throughout the civil service. Continue to maintain a small, compact and an efficient Civil Service that is merit based"- Vision and Mission of the Royal Civil Service Commission.

As per the requirement of the Constitution of Kingdom of Bhutan and the vision and mission of the Royal Civil Service Commission (RCSC), the RCSC Secretariat, as a parent Agency of all the civil service agencies has published the first edition of the standard operating procedure (SOP) for the HR Division of all the civil service agencies. The purpose of this SOP is to establish uniform procedures for recruitment, appointment, staffing, training, transfers, and other HR Services throughout the civil service. Another important purpose of this SOP is to reduce the turnaround time (TAT) of all HR actions.

3.5   HR Conference

The Royal Civil Service Commission conducted the 3rd HR Conference from 12-14 April, 2016 at Gasa on the theme '***HR as a Strategic Partner'***. The conference was attended by HR Officers from the Ministries, Agencies and Dzongkhags. The main objectives of the conference were to:

1. Bring all HROs on the same page as far as the reforms are concerned;
2. Introduce the new Terms of Reference (ToR) of HROs; and
3. Strengthen the HR fraternity and the HR profession.

The conference highlighted that with changing times, it had become crucial that the role of HROs should change accordingly. From just doing the normal routine works, HROs now need to focus on the five key roles (New ToR for HROs), in particular as a strategic partner which is in accordance with the theme of the conference - *'HR as the Strategic Partner'*. Further, it also highlighted that HROs play a critical role in an organisation as these five roles will help in contributing towards achieving the organisational targets and changing the mind-sets of the employees.

Furthermore, the conference reminded the participants on the importance of keeping in mind the nine core values reflected in the Civil Service Act of Bhutan and working accordingly. In line with this, the importance of civil servants remaining apolitical at all times was also highlighted. It was reflected that HROs can play a crucial role in informing and advising fellow civil servants on the importance of remaining apolitical and other related engagements in various forms of media. By doing this, the HROs can perform their role as an integrity advocate as provided by the Anti-Corruption Commission.

The conference significantly contributed in building team spirit amongst the HROs which reinforced the culture of sharing and helping each other.

3.6   Human Resource Management

3.6.1   Background

Human resource management functions in the RCSC covers services related to recruitment, appointment, staffing, training, transfers and promotion of civil servants and other allied functions. Such services are delivered through Human Resource Management Division.

3.6.2   Staffing

Along with the ODE, the RCSC also carried out the staffing requirement exercise for the whole Civil Service agencies. The staffing exercise is being carried out since August, 2015. The status of staffing exercise is given below:

Table 28: Ministries

Sl. No.	Name of the Ministries	11th Plan approved	10th Plan approved	Growth %
1	Ministry of Agriculture & Forest	3527(DAMC and BAFRA under review)	3,527	0%
2	Ministry of Education (HQ)	205	341	-39.9%
3	Ministry of Education (Teachers, +Principals+ DEOs+support staffs+ESP & GSP)	2109+494+64=2667(excluding support staffs & ESP/GSP)	8042	-66.7%
4	Ministry of Economic Affairs	324 (DGM and DHMS under review)	652	-50%
5	Ministry of Finance	under review (Tentatively 951 excluding staff for Dept. of Macro Economic Affairs)	873	8.9%
6	Ministry of Foreign Affairs (HQ). Missions and abroad under review	115	109	5.5%
7	Ministry of Health	6164	3530	83%
8	Ministry of Home & Cultural Affairs	542	493	9.9 %
9	Ministry of Labour & Human Resources	395	380	3.95%
10	Ministry Information & Communications	488	373	30.83%
11	Ministry of Works & Human Settlement	602	999	-39.74%

Table 29: Thromdes

Sl. No.	Name of the Thromdes	11th Plan approved	10th Plan approved	Growth %
1	Phuntsholing Thromde	64	85	-0.258
2	Samdrup Jongkhar Thromde	57	49	16.30%
3	Thimphu Thromde	152	193	-0.21

Table 30: Agencies

Sl. No	Name of the Agencies	11th Plan approved	10th Plan approved	Growth%
1	Anti-Corruption Commission	147	No approved Plan in 10th FYP	
2	Bhutan Standard Bureau	60	82	-26.80%
3	Bhutan Council for School Examination Assessment	36	33	9%
4	Centre for Bhutan Studies & GNH Research	36	32	12.50%
5	JDWNRH	1,171	233	402.57%
6	National Assembly Secretariat	84	50	68%
7	National Council Secretariat	63	23	173%
8	National Commission for Women & Children	23	21	9.50%
9	Royal Education Council	81	No approved Plan in 10th FYP	
10	Royal Institute of Management	76	75	1.66%
11	Tourism Council of Bhutan	64	37	72.98%

3.6.3   Recruitment

Although decentralised recruitment to regular positions was frozen by RCSC, the Commission has been allowing recruitment of critical staff. During the reporting period, a total of 806 civil servants were recruited in various categories of positions while a total of 315 were recruited on contract. Of the total civil servants recruited as regular employees, 64.64% were under Professional & Management category while Operational category comprised only 0.24% of the total civil servants recruited.

Table 31: Recruitment of regular civil servants by Position Category

Sl. No.	Position Category	No.	Percentage
Professional & Management			
1	P5	376	71.35
2	P4	151	28.65
	Total	**527**	**100**
Supervisory and Support			
1	S1	126	44.52
2	S2	89	31.45
3	S3	67	23.67
4	S5	1	0.35
	Total	**283**	**100**
Operational			
1	O3	1	50
2	O4	1	50
	Total	**2**	**100**

Table 32: Recruitment of contract civil servants by Position Category

Sl. No.	Position Category	Total	Percentage
1	Professional & Management	290	92.06
2	Supervisory and Support	6	1.9
3	Operational	19	6.03
	Total	**315**	**100**

3.6.4   Teacher Recruitment

As the largest group in the Civil Service, recruitment trends in education sector have the biggest impact on Civil Service size. Therefore, a thorough teacher requirement analysis was done which showed that teacher requirement was getting close to the saturation, especially with efficiency in deployment. This raised the need for careful planning for further intake towards ensuring that there is required flexibility to respond to changes on the ground, i.e., balance between regular and contract recruitment, while ensuring that there is room for the best and the brightest to join this important occupational group every year. Consequently, in a marked deviation from the past years, only 103 regular PGDE teachers and 217 regular B.Ed teachers were recruited while a total of 286 out of 290 B.Ed graduates (20 replacement for 2015 contract appointment) were recruited on contract which is 10% of the total teacher requirement in view of school consolidation, reforms, initiatives, etc.

The projection formula for rationalization process applied for teacher needs assessment is as follows:

*Total sections in each grade **X** period allocation for each subject per week*
Total teaching periods per teacher in a week

3.6.5   Promotion

During the reporting period, a total of 7,084 civil servants received various categories of promotions. Out of the total civil servants promoted, 60.44% of the civil servants were under Supervisory & Support category while Operational represented only 0.30% of the total civil servants promoted.

Table 33: Promotion of civil servants by Position Category

Sl. No.	Position Category	Total	Percentage (%)
1	Professional & Management	2,587	37
2	Supervisory & Support	4,282	60
3	Operational	215	0
	Total	**7,084**	**97**

3.6.6   Separation

A total of 467 civil servants were separated from the Civil Service under different categories of separation as shown in Table 15 below. Voluntary resignation accounted for over 59.10% of all separation, mainly from the Professional & Management category which is a source of concern. Separation through the ERS, which is an avenue to allow low/non-performing people to leave, is still very low which indicates that the scheme is not serving its purpose.

Table 34: Separation of civil servants by Separation type

Sl. No.	Separation type	Total	Percentage (%)
1	Voluntary Resignation	276	59.1
2	Superannuation	81	17.34
3	Contract Termination	12	2.56
4	Early Retirement Scheme	16	3.42
5	Death	40	8.56
6	Compulsory Retirement	16	3.42
7	Termination	26	5.56
	Total	**467**	**99.96**

3.6.7   International Volunteers in Bhutan

The use of international volunteers has augmented shortages of skills and experience in certain highly technical and professional fields in the Civil Service. They remain an extremely important resource besides promoting Bhutan's relations with its development partners. Currently, there are 48 international volunteers in Bhutan on time bound contract as detailed below:

Table 35: No. of International Volunteers in Bhutan

Sl. No.	Programme	Total No.
1	Japan International Cooperation Agency (JICA)	16 (JOCVs)
		8 (Sr. Volunteers)
2	Australian Volunteers for International Development (AVID)	4
3	Bhutan Canada Foundation (BCF)	14
4	Friends from Thailand (FFT)	6
	Total	**48**

3.7   Human Resource Development

3.7.1   Background

The development of HR skills and competency is critical for the delivery of quality and professional services in order to achieve the organisational goals. Towards building HR capital in the Civil Service, the RCSC focuses on capacity development of the civil servants through long-term trainings (LTT) and short-term training (STT).

3.7.2   Five Major Programmes for HR Development

Of the several scholarships for HR Development that RCSC implements based on various Memorandum of Understandings (MoU), Record of Discussions (RoD) and Agreements, following are the five major programmes:

i.   Government of India (GoI PTA)

GoI is the largest donor with Nu. 600 million alone allocated for 11th FYP HRD under the GoI PTA. For the 1st year i.e. FY 2013-14, RCSC did not receive any fund. In the FY 2014-15, RCSC received Nu.38.63 million. The fund was fully utilised with the implementation of 135 slots for LTT and 116 slots for STT where, major focus was made for LTT. For the FY 2015-16, RCSC received Nu.159.995 million. The focus area for the 2015-16 budget was on STT to bring immediate impact in the workplace by providing critical need trainings. The trainings were linked to the findings of ODE and the critical need assessments of the Agency.   Accordingly, the RCSC was able to implement 1232 STT slots and 10 LTT slots and the total fund utilised for FY 2015-16 is Nu.123.793 million. For the FY 2016-2017, Nu. 240.825 million is proposed with the target to implement 4,000 slots

STT and 4 to 10 slots for LTT. To ensure that LGs drive the training needs and for greater ownership, the RCSC has allotted Nu. 100 million to the 20 Dzongkhags for the FY 2016-2017. The status report on the implementation and utilisation on GoI PTA is submitted every month and annually for overall utilisation report to the GNHC.

ii.   Nehru-Wangchuck Scholarship

The Nehru-Wangchuck Scholarship was instituted with the signing of MoU on 19 June 2009 for an initial duration of five years. The MoU was renewed for another five years in June 2014. Every year, the Government of India allocates Nu. 10 million to implement this prestigious scholarship. It is open to all eligible nationals of Bhutan for undertaking various courses leading to graduate and postgraduate degrees/diplomas, with priorities accorded to postgraduate professional courses.

With the visit of Indian Prime Minister, Shri Narendra Modi to Bhutan from 15-16 June 2014, the annual budget outlay was revised from Nu. 10 million to Nu. 20 million from the financial year 2015-16 onwards. Accordingly, it has also been made more strategic and attractive in order to attract best and the brightest candidates. Every year, eight candidates are awarded this scholarship in the following fields:

a) Leadership/Management & Business Management Courses;
b) Medical Courses;
c) Economics/Statistics;
d) Engineering and IT Courses;
e) Law; and
f) Formal and Natural Sciences.

For the 2016-2017 FY, eight candidates will be leaving shortly to pursue Master in areas such as Engineering, Economics, Human Resource Management, MBA, Supply Chain & Logistics, Tourism & Hospitality and Chemistry. The award committee *(comprising of members from Indian embassy, RCSC, MoLHR, MoE and MoFA)* meets as and when required to finalize priority areas and to give policy direction.

iii.   Australia Awards Scholarships (AAS)

Bhutan has been receiving about 40 to 45 scholarship slots for post graduate degrees since 2007 based on the critical needs identified by the RCSC, as support for HRD from the Department of Foreign Affairs and Trade, Government of Australia. After the Government of India, Australia provides the largest support towards HRD of the Royal Government of Bhutan. However, during 2015-2016 financial year, RCSC implemented only one Executive Leadership Development Programme for 20 executives instead of the Masters Programmes due to budget cut. Since 2007, 343 Bhutanese have been awarded long term Australia Awards Scholarships, including a record 52 awardees in 2015 which include civil servants and corporate and private candidates

nominated through MoLHR. 49 Bhutanese students are currently on scholarships in Australia under the Australia Awards Scholarships programme while 26 civil servants have returned this year after completing Masters in various areas as indicated below:

Table 36: Total Number of Civil Servants who completed Masters Degree in December 2015 to January 2016 under Australia Award

Sl. No.	Course Name (Master Degree)	Total No. of Candidates
1	Business Administration	2
2	Education	5
3	Engineering	6
4	Geology	2
5	Information Technology	7
6	Planning/Development Studies	3
7	Urban Planning/Design	1
	Total	**26**

iv.   Thailand International Cooperation Scholarship (TICA)

Based on the MoU signed with TICA, HRD support/assistance is provided in terms of scholarship slots (about 270 slots in three years) for both post graduate degree and short term training programme. A Joint Review Meeting is held every year alternately in Thailand and Bhutan to review implementation status and explore new areas for collaboration.

As per the 3rd RoD (2015 to 2016), implementation year 3 (2016 academic intake), 23 candidates have been selected to undergo long-term training under the following categories:
- 18 candidates under the TICA full scholarship
    - 16 candidates for Masters programme
    - 2 candidates for Aviation training

Two slots for Aviation Training (Pilot training) was approved during the Joint Review Meeting held in Thailand between RCSC and TICA on 25th September, 2015 and it was agreed that three long-term slot would be adjusted for one aviation training slot.
- Five candidates under the Cost sharing scholarship (TICA and RGoB)

As of 30th June, 2016, out of 23 candidates, TICA has secured the university admission for 21 candidates except for two candidates for Aviation Training.

v.   Trongsa Penlop Scholarship (TPS)

The Trongsa Penlop Scholarship began with the signing of Memorandum of Understanding (MoU) on 23rd August, 2007 for a term of 10 years. The MoU was signed between the Royal Civil Service Commission, Bhutan and the Rangsit University, Thailand to annually implement five slots to

pursue Master of Education in Curriculum and Teaching for teachers through RCSC and 10 Undergraduate/Post Graduate programmes through HM's Secretariat. The admission procedure for the 2016 intake targeted for five primary teachers is underway and the course will commence from August 2016.

3.7.3   New Programmes initiated

i.   Government of Italy Scholarship

The RCSC received a new scholarship from the Government of Italy for which Master in Procurement Management was prioritised considering that this area need specialisation to professionalise the procurement group and such courses are difficult to be availed in the region.

ii.   Design Thinking Workshop

The RCSC in collaboration with Singapore Polytechnic and Temasek Foundation, Singapore initiated capability development programme for civil service leaders and officers called Design Thinking Workshop on cost sharing basis. The programme is expected to instill and promote innovation and foster citizen-centric mind-set, attitude, and competencies in delivering the services. The programme will be launched on 20th July 2016, which will be followed by a series of workshops with following targets:

a)   120 civil servants trained on Design Thinking with at least two projects implemented

b)   20 Master trainers trained who will train at least 100 more civil servants

c)   To prepare and develop Public Sector Design Thinking Process Guidebook

iii.   Additional MEXT (Monbukagakusho) Scholarship for Teachers

RCSC has been able to launch a new scholarship area under the MEXT scholarship (2 slots) specifically targeted for teachers to enhance their professional development and exposure. It is a Certificate level course for teachers who do not have Master degree. Three teachers have been selected to undergo a one-year certificate course in Japan this year against the two slots secured.

iv.   Update on the Continuing Education for a First Degree

Granting of study leave to pursue first degree was revised in September 2014 through a Notification so that those wishing to upgrade and pursue a first university degree will have to do so at their own costs, but will have the benefit of getting option to pursue the course without having to resign and taking extra-ordinary leave. Such a decision was taken by the Commission since majority of the civil servants completing CE were not able to make it through the BCSE and was therefore a source of frustration besides the financial burden on the national exchequer. Further, CE deprived pre-service candidates to some extent in availing job opportunities besides hampering the delivery of services. Post notification, a total of 40 civil servants only have opted

to take study leave to pursue Bachelor course as per the notification which means that they will have to pursue the Bachelor course without pay and their agencies can seek for replacement during their absence.

3.7.4   HRD Implementation Status

The RCSC has implemented 426 LTT slots during the last 12 months (i.e. course commencement date from 1 July 2015 to 30 June 2016) as detailed in Table 37 below. 283 civil servants are pursuing LTTs in the country against 143 studying outside Bhutan. The majority of HRD investment is made for civil servants to undergo LTTs in Bhutan (283 civil servants), followed by Thailand (51 civil servants), India (36 civil servants), Australia (17 civil servants), The Netherlands (7 civil servants) and remaining 32 civil servants are spread out in 11 other countries, all of which totals to 426 civil servant undergoing LTTs as detailed in Table 38 below. The funding for these 426 LTT programmes were met from RGoB (RGoB internal financing and donor projects- 265 slots), private funding which is secured through civil servants' individual initiatives (self-funding, university scholarships and open scholarships- 110 slots) and RCSC administered Programmes (51 slots) such as GoI PTA, Nehru Wangchuck Scholarship, Thailand International Development Cooperation Scholarship, Australia Awards, and Trongsa Penlop Scholarship.

Table 37: Long-term training implementation status by qualification and mode of study

Sl. No.	Level/Mode	No. of civil servants undergoing courses				Total
		Ex-country (Full time)	In-country			
		Total	Total	Full time	Mixed Mode	
1	Ph.D	4	0	0	0	**4**
2	Masters	105	80	36	44	**185**
3	P.G Diploma	1	45	0	45	**46**
4	Bachelors	9	157	91	66	**166**
5	Diploma	6	1	1	0	**7**
5	Certificate	17	0	0	0	**17**
6	Specialisation	1	0	0	0	**1**
	Total	**143**	**283**	**128**	**155**	**426**

Table 38: Long-term training implementation status by country

Sl. No.	Level/Mode	No. of civil servants undergoing LTT courses						
		Bhutan	Thailand	India	Australia	Netherlands	Others*	Total
1	Ph.D	0		0	4		0	**4**
2	Masters	80	51	12	12	7	23	**185**
3	P.G Diploma	45		1			0	**46**
4	Bachelors	157		9			0	**166**
5	Diploma	1		3	1		2	**7**
5	Certificate	0		11			6	**17**
6	Specialisation	0		0	1		0	**1**
	Total	**283**	**51**	**36**	**18**	**7**	**31**	**426**

Others* Bangladesh, Denmark, Japan, New Zealand, Philippines, Singapore, Switzerland, United Kingdom, United States

Table 39: Long-term training implementation status by funding

Sl. No.	Level/Mode	No. of civil servants undergoing LTT courses in 16 countries						
			India		Thailand			
		RGoB	Nehru Wangchuck	Colombo Plan	TICA	TPS	Others*	Total
1	Ph.D	2			0		2	**4**
2	Masters	84	5		29	5	61	**185**
3	P.G Diploma	45		1			0	**46**
4	Bachelors	126					40	**166**
5	Diploma	4					3	**7**
5	Certificate	3		11			3	**17**
6	Specialisation	0					1	**1**
	Total	**264**	**5**	**12**	**29**	**5**	**110**	**426**

Others* Private funding, Open scholarship, University Scholarship

3.7.5 Issues and Challenges in Human Resource Development

i. Alignment of HRD Needs and Monitoring of Scholarships

Alignment and monitoring of scholarships are still an issue. In order to address such issue, RCSC has already initiated following measures:

a) Many of the training programmes are not well aligned to the need of Agencies and therefore fail to achieve the intended targets. This is now being addressed through alignment of core mandates of the Agencies with the competency requirement of the staff as recommended under the OD Exercise and rationalisation of capacity

development needs of employees, Individual Work Plan and human resource auditing. Priority is to ensure that HRD and training lead to further specialisation/professionalisation that is aligned to career progression framework.

b) RCSC officials made its first inspection visit to eight institutions in India. A key finding was the need to closely monitor institutions to ensure that we access quality institutes for higher studies. Towards this end, the Commission has come up with the list of top 50 universities/institutions based on RCSC and DAHE's physical verification, past experiences, MoUs and feedback from the students/candidates and the recent ranking announced by the Ministry of HRD, India and NAAC A+ accredited list shared by EdCIL. The Universities have been grouped into two: (i) Public/Central/State Universities, and (ii) Private Universities.

c) RCSC has started working towards instituting reintegration briefing during the reporting time of the students. The civil servants upon completion of their LTTs are required to report to the RCSC. However, RCSC has not been able to institute reintegration workshop to update the returnees on the policy/rule changes and facilitate smooth reintegration. The main constraint is the number of returnees from diverse countries with different course completion timing. Realising the need for such workshop, the RCSC is working on instituting debriefing session for all returnees.

d) The RCSC participates in the budget discussion meetings for all the agencies coordinated by the MoF & GNHC. This has led to healthy dialogue, exchange of information and improved co-ordination between agencies and RCSC on prioritization of HRD needs for greater alignment.

e) All courses below Bachelor are frozen until a competency framework is developed to determine the critical need of such courses to rationalise sending civil servants for studies and to align the need of the agencies with the programmes approved.

f) There is now better coordination of undergraduate scholarships between RCSC and Department of Adult and Higher Education, MoE wherein the proposed slots for the undergraduate course are properly vetted based on the long-term HRD needs of the country. Besides standard monitoring system are being put in place to ensure that graduates return and contribute in the areas that they are trained for.

ii. Lack of Adequate HRD Budget

RCSC receives about 1403 STT and 105 LTT scholarships annually through various programmes as detailed below for the capacity development of 25,611 civil servants (excluding 1,317 on contract):

Table 40: Scholarships implemented as on 30th May, 2016

Sl. No.	Scholarship	STT slots	LTT slots
a)	**Five Major Programmes**		
1	Government of India (GoI PTA)	1232	10
2	Nehru-Wangchuck Scholarship (3 slots for private and corporate employees)	NA	8
3	Australia Awards Scholarship (AAS)	20	0
4	Thailand International Cooperation Scholarship (TICA)	90	43
5	Trongsa Penlop Scholarship (TPS)	NA	5
b)	**Other Programmes**		
1	TCS-Colombo Plan:		
	i. Indian Forestry Service course	NA	2
	ii. Indian Administrative Service course	NA	3
	iii. Indian Revenue Service course (Tax & Customs)	NA	7
	iv. Indian Accounts & Audit Service course	NA	2
2	RGoB-RIM	NA	20
3	Fulbright Scholarship	NA	0
4	Institute of Developing Economies Advanced School (IDEAS)	1	NA
5	International Visitors Leadership Programme	1	NA
6	Hubert H. Humphrey Scholarship	NA	2
7	Monbukagakusho: MEXT (Masters, Undergraduate, Certificate level)	NA	1
8	Korea International Cooperation Agency	26	NA
9	Malaysian Technical Cooperation Programme	11	NA
10	Singapore Technical Cooperation Programme	6	NA
11	Indian Technical and Economic Cooperation (ITEC) Programme		2
12	JICA (Group Region and Focused Training)	16	NA

The above statistics show that there is a need to set aside more domestic resources to enable the agencies to meet their HRD needs. Further, most of the above scholarships/programmes are donor driven and therefore there is limited room for the RCSC or the Agency to drive the implementation of these scholarships/programmes as per the emerging needs of the agencies.

A start has been made with resources set aside to send two civil servants for PhD in Economics to reputed institutions in the current fiscal year so that we can build a team of competent

economists in the key economic agencies. The subject for their doctoral thesis will also be decided based on actual economic challenges in the country so that their study can be used as inputs in critical policy areas. Similarly, resources have been aside for the mandatory trainings that the RCSC is introducing to make sure civil servants in critical areas are provided the required competencies in a systematic manner, such as the Bhutan Executives Services Training at the RIGSS, Young Professional Leadership Programme (YPLP), leadership ex-country training and other mandatory trainings.

Further, there is an urgent need to develop systematic job-specific training across key positions of the Civil Service as it is found to be the most cost efficient way to enhance professionalism. In line with this thinking, Nu. 240.825million of the GoI support has been proposed for the agencies for such purposes in the coming year. The trainings will cover areas as diverse as trainings for HR Officers (competencies for the new ToR) to engineers, customer relations, telephone operators, administrative assistants, etc. so that minimum professional standards can be maintained throughout the Civil Service besides facilitating to roll out SoPs/TATs. These trainings will not only provide relevant skills but also prepare civil servants to be more citizen-centric, service oriented and courteous in their interaction with the public.

3.8   External Reports on Civil Service

3.8.1   Towards Enhanced Transparency and Accountability in Human Resource Management Processes in the Civil Service: A Matter of Favouritism March 2016 - commissioned by ACC

This was a report commissioned by the ACC and welcomed by the RCSC as it is desirable to receive objective external validation in important affairs such as the state of HRM in the government. The summary of the findings which covered the period from 2006 to March 2015 (9 years) given in Page 31 of the report reads as follows "To conclude, during the period from 2006 to March 2015, 46% (145) of HRM complaints are against the civil service out of 314 complaints. The remaining 54% concerns other agencies such as corporations, hydropower projects, NGOs and the private entities. Over a period of nine years (2006-March 2015), on an average ACC received 16 HRM complaints against the civil service as compared to around 18 HRM complaints against other agencies. Allegations of favouritism and abuse of authority are predominant against the civil service as well as other agencies. The highest number of complaints were against the head of agency/division both across sector as well as the civil service. In terms of HRM processes, recruitment, trainings and transfer received the highest complaints." The report confirmed the fact that HRM processes in the civil service are quite fair since an average of 16 complaints per year must be measured against HR processes that number thousands annually. Also, out of the total of 145 complaints in the nine years, complaints of favouritism is only 61. Out of this 20 are in the "other category" of HRM process. This means that reported cases of favouritism in important HRM process of recruitment, transfers, PMS, promotion and training is 41. Over nine

years, this averages less than 5 cases yet these HRM processes make up the bulk of the thousands of civil service HRM processes carried out every year. The report also makes a number of recommendations, most of which are already being addressed by the ongoing reforms, as also noted in the report.

3.8.2 Annual Report 2014-15 Internal Audit Service: Royal Government of Bhutan

The report touched upon financial management, operations & process management, personnel/human resource management, procurement management and property management. The overall findings pertaining to processes and protocols corroborate what was found during the OD exercise. Specific findings pertaining to human resource management will be considered by the HR Audit unit of the RCSC when it conducts HR audit of agencies in the coming year.

3.9   Bhutan Civil Service Examinations (BCSE)

The RCSC carries out the recruitment and selection of university graduates into the Civil Service annually through Bhutan BCSE in accordance with the provisions of the Constitution of the Kingdom, BCSA 2010 and the procedures laid down in the Bhutan Civil Service Rules and Regulations 2012. Civil Service recruitment examination for university graduates was introduced as far back as in 1983 with the objective of streamlining and instituting a proper selection system. Over the years, the recruitment and selection system has been strengthened to attract and select the best and the brightest graduates through healthy and fair competition for appointment in the Civil Service based on the principle of meritocracy.

3.9.1   BCSE 2015 Summary

A total of 3,609 graduates initially registered online for BCSE 2015 of which 3,322 actually appeared the Preliminary Examination conducted in August 2015. 1,631 graduates qualified for the Main Examination after the Commission decided 50% as the cut-off point. However, only 1,491 graduates appeared the Main Examination of which 338 graduates were selected as follows based on the requisition submitted by the Ministries and Agencies in line with approved staffing:

Table 41: Recruitment through BCSE

Sl. No.	Category	No. of graduates selected
1	PGDPA	36
2	PGDFM	30
3	PGDE	123
4	Technical including 10 PGDNL & 1 Dzongkha Graduate for Direct appointment	172
	Total	**361**

While 162 graduates under the technical category were appointed with effect from January 1, 2016, 199 graduates are currently undergoing one-year Postgraduate Diploma Programmes in Public Administration, Financial Management, National Law, and Education in the Royal Institute of Management and Paro and Samtse Colleges of Education respectively.

Similarly, BCSE for B.Ed graduates was conducted in January 2016. Of the total of 593 registered candidates, 217 were recruited as regular civil servants. The Commission did away with the past practice of 100% recruitment of the B.Ed graduates from 2015 in the process of rationalising recruitment of teachers and ensuring quality of future teachers through competitive examinations.

3.9.2   Exemption of Preliminary Examination for Medical and Dental Graduates

In view of the severe shortage of doctors now and in the next few years, the Commission exempted graduates with MBBS and Bachelors in Dental Surgery from appearing the Preliminary Examination in 2014. However, while this exemption was extended to MBBS graduates even in 2015, Bachelors in Dental Surgery graduates were required to appear the Preliminary Examination as there were requirement for only 7 graduates vis-a-vis the 21 graduates who had registered online. The MBBS graduates were required to appear only the Main Examination.

3.9.3   Conducting Preliminary Examination in Different Regions

Graduates register online for Preliminary Examination which is accessible from any part of the world. Preliminary Examinations consists of one question paper of 2.5 hours duration.

In 2015, Monggar was offered as an alternate venue for graduates to appear the Preliminary Examination with the objective to help graduates mainly from Eastern Bhutan choose an examination center convenient to them. This option was subject to a minimum threshold signing up. However, since there were less than 100 graduates who opted to appear Preliminary Examination in Monggar, the plan to conduct Preliminary Examination in additional center outside Thimphu did not materialise in 2015.

In 2016, in addition to Thimphu and Monggar, the Royal Civil Service Commission offered Gelephu as another option for graduates to select their preferred venue for the Preliminary Examination subject to the minimum threshold criteria.

3.9.4   Expected Changes in BCSE in Future

It was reported last year that the RCSC had engaged the Centre for Bhutan Studies and GNH Research to review the existing BCSE and recommend improvement, including the training course module for Postgraduate Diploma in Public Administration. However, due to other priorities, CBS

& GNHR could not undertake this study. Moreover, the current examination system has been observed to be sufficiently robust. As such, the Commission did not feel the need to reform the current examination system as of now. However, a task force has been formed with representatives from relevant sectors to undertake review of the BCSE-B.Ed Graduates Examination. The review is scheduled to be completed by August 2016.

3.9.5   Report on the Performance of Graduates from Different Institutions in BCSE 2011 – 2015

For the first time, the RCSC published a report on the performance of graduates from different institutes in BCSE 2011–2015. The report has been uploaded on the RCSC website for public access. The motivation behind the report is to provide feedback that can be useful to Bhutanese in selecting institutions while pursuing further studies, given that Bhutanese going outside and studying in low-quality institutions due to lack of information is a growing concern for the students, their parents and the RGoB. The RCSC shall publish such report annually.

The report shows that given the limited number of institutions for higher learning in the country, there are candidates from a number of institutions based in different countries appearing the BCSE. For example, there were 1,686 candidates from 183 different institutions based in 12 different countries who appeared BCSE in 2011. Similarly, there were 2397 candidates who studied in 229 different institutions based in 11 different countries in 2012. However, in 2013, there were 288 institutions where 3332 candidates graduated from, which was the maximum. In 2014 and 2015, there were 2892 and 3322 candidates from 241 and 260 different institutions appearing BCSE respectively.

While there are a few candidates who studied in institutions based in countries such as Australia, Austria, Bangladesh, China, Cuba, England, Germany, Malaysia, Nepal, Netherlands, Singapore, South Korea, Sri Lanka, Thailand and USA, most candidates who study outside Bhutan, do so in India.

It is evident from the report that candidates from some institutions have consistently performed well in BCSE over different years while candidates from some other institutions have consistently performed poorly. During the reporting period, Sherubtse College had consistently topped in terms of the number of graduates being selected in the BCSE general category followed by Gaeddu College of Business Studies, Royal Thimphu College and Institute of Language and Cultural Studies.

3.10 Civil Service Information System (CSIS)

3.10.1 Background

As the central personnel Agency of the Royal Government, the RCSC maintains records of all civil servants. Accurate, comprehensive and up-to-date information on civil servants are of paramount importance for all executive decisions on human resource issues. Therefore, the Royal Government in general and the RCSC in particular has always placed high priority on accuracy and comprehensiveness of Civil Service information. To this effect, the RCSC started nationwide information correction exercise in all civil service agencies in August 2014 to create a correct baseline data in the CSIS during which a total of 8,388 individual CVs were corrected. As of 30 June, 2015, 67.08% accuracy level of CSIS was achieved.

3.10.2 Civil Service information correction and enhancement

The second phase of information correction in all 10 Ministries, 20 Dzongkhags, 4 Thromdes and 30 Autonomous Agencies was conducted from March to April, 2016 with the objective of achieving 95% level information accuracy in CSIS. However, the information as on 30th June, 2016 is 92% accurate. All efforts are made to maintain at least 95% accuracy by the end of July 2016. A separate module for information correction has been developed in CSIS through which individuals can not only view their CVs online but also correct personal information through the online system.

The Civil Service information in the Commission is managed through a web-based online information system. The 3rd phase of CSIS enhancement work has been completed and the following intelligent features are added to the system towards enhancing the efficiency and effectiveness of HR processes:

    i.   Inbox notification for all pending HR actions
   ii.   Pop up messages as reminders for HR processes
  iii.   Generation of standard HR orders/letters
   iv.   Verification and validation of administrative actions
   v.   Training obligation validations
   vi.   Promotion validation
  vii.   Strengthened role based accessibility

A data level validation for all HRM and HRD processes have been built to facilitate effective HR actions besides incorporating additional reminder features in the form of pop-up mail box and notification panel. Further, the new version of CSIS has the provision to generate standard letters for appointment, training, transfer, promotion and separation which will ensure uniform

execution of all HR actions through CSIS besides ascertaining complete information in the web-based system.

The CSIS has been integrated with G2C system (Census Information System). This facilitates online recruitment into the civil service through which the personal bio-data of decentralised recruits and BCSE candidates are auto-fetched into the system. The CSIS also serves as the *single source of truth* in terms of sharing civil servants' personal information to stakeholders such as NPPF, Department of Civil Registration and Census, CDB and others. It is also efficiently linked online with the Audit Clearance System ensuring compliance and uniform application of rules and regulations.

3.11   Royal Civil Service Award - 2015 (RCSA-2015)

On the 108th National Day, 2015, a total of 2,518 civil and public servants were conferred the RCSA for their dedicated and lifetime service to the *Tsa-Wa-Sum*. His Majesty the Druk Gyalpo granted Royal Audience to 42 lifetime awardees during the National Day celebration at Ugyen Pelri Palace, Paro. The following is the summary of RCSA-2015:

Table 42: Summary of RCSA-2015

Sl. No.	Category of Awards	Civil servants	Public servants	Total recipients
1	Lifetime Service Award	158	39	**197**
2	Lifetime Service Award (Past 25 yrs category)	83	6	**89**
3	Gold (≥ 30 yrs of Service)	251	37	**288**
4	Silver (≥ 20 yrs of Service)	457	113	**570**
5	Bronze (≥ 10 yrs of Service)	1092	282	**1374**
	Total recipients	**2,041**	**477**	**2,518**

3.11.1 National Order of Merit

During the 108th National Day, on December 17, 2015, His Majesty the King awarded National Order of Merit: Gold, Silver, and Bronze, to 50 civil servants (Educators) and six non-civil servants, in recognition of their hard work, commitment, and dedication to the country.

Six educators were awarded National Order of Merit, Gold; 22 teachers National Order of Merit, Silver; and 22 teachers National Order of Merit, Bronze. His Majesty said that, civil servants have a great role to play in the society and the award is granted to motivate them in the future.

Such awards from His Majesty is treasured by all civil servants and the Commission remains deeply grateful to His Majesty the King for this constant encouragement to civil servants as it also serves as the highest indicator of trust in the civil service.

PART 4 - ADMINISTRATIVE ACTIONS

The Royal Civil Service Commission enforces administrative actions as per the CSAB 2010 which has the following provisions:

Section 27 (n) – *"The Royal Civil Service Commission as the central personnel Agency of the Government shall exercise general disciplinary control over civil servants through the enforcement of all rules, regulations and relevant laws"*;

Section 79 – *"Completion of a criminal trial or civil suit against a civil servant in a court of law shall not preclude the Disciplinary Committee from exercising jurisdiction under this Act."*

Section 85 – *"A civil servant shall be terminated from service if he or she is convicted by the court of law for a criminal offence of misdemeanor and above for offences related to discharge of official functions."*

The following tables provide summary of administrative actions taken against civil servants during the reporting period (July 2015-June 2016).

Table 43: Administrative actions taken by respective agencies based on the judgment of the court

Prosecuted before the Court of Law	Administrative actions taken by respective agencies based on the judgment of the court
32 civil servants	27 are terminated and 5 compulsorily retired

Based on the delegation of authority as per Section 19.2.6 and 19.2.7 of the BCSR 2012 and as per RCSC's record, respective agencies through HRC have taken the following administrative actions:

Table 44: Action taken by the HRC of respective agencies

Disciplinary cases	Action taken by the HRC of respective agencies
13 disciplinary cases	Ranges from reprimand to compulsory retirement.

The RCSC, as an appellate authority received a number of appeals against administrative actions taken by respective Agencies and the nature of most of these disciplinary cases were for repeated unauthorised absenteeism which led to non/poor performance of the civil servants affecting the service delivery of the civil service.

Table 45: Appeal cases received by RCSC from various agencies:

Appeal cases received	Action taken by RCSC
7 disciplinary cases	In all cases the Commission upheld the decision of the agencies except for one case, where the decision of the Agency was revoked based on the facts of the case.

PART 5 - NETWORKING AND LINKAGES

Istitutional linkages and networking provide opportunities for the Civil Service to learn and share the best practices besides enhancing one's capacity in providing efficient and effective public service delivery. This section under Networking and Linkages is discussed under 3 sub-sections as follows:

  i.   Existing Linkages
  ii.   New Linkages
  iii. Institutional Visits by Commissioners

5.1   Existing Linkages

5.1.1   Fifth Meeting of the Chiefs of Public/Civil Service Commission of SAARC Member States

The Royal Civil Service Commission hosted the Fifth Meeting of the Chiefs of Public/Civil Service Commission of SAARC Member States which was held in Thimphu from 28-30 March, 2016 in the *"Managing Performance for Public Sector Excellence".* It was attended by the Chiefs and delegates from Public/Civil Service Commission of SAARC Member States. The forum provided a platform for all Member States to share experiences and the best practices besides strengthening regional cooperation in the mutually agreed areas. The Meeting emphasized the need to develop sustainable networks that would promote bilateral and regional cooperation for the mutual benefit of the Member States. Unlike thematic meetings which focus on the same topic, it was decided that the Member States would present their success stories in future meetings. The Sixth Meeting of the Chiefs of Public/Civil Service Commission of SAARC Member States is scheduled to be held in Maldives.

5.1.2   Institutionalisation of the Meeting between Constitutional Offices

In keeping with His Majesty's desire that constitutional bodies with important responsibilities work together towards the common purposes of the nation's interest, the RCSC held the first meeting of the constitutional bodies after appointment of the second Commission. It was held on 8th October, 2015, hosted by RCSC, with the objective to strengthen areas of cooperation, resolve any issues internally, and find ways to support each other. The meeting was attended by all the Commission members of the Constitutional Bodies. The key issues and challenges discussed were as follows:

i.   Keeping the Civil Service Apolitical;
ii. Maintaining "Small, Compact and Efficient Civil Service";
iii. Corruption in the Civil Service;
iv. Independence Issue of the Constitutional Bodies; and
v.   Civil Service Pay Structure.

Amongst other issues, the independence of Constitutional Bodies was discussed in length where it was expressed that the independence of Constitutional Offices should be seen more from the point of non-interference from the political parties in the discharge of professional duties and keeping in view the overall interest of the State. All members agreed to develop amicable solutions on any issues including any concerns emanating from the interpretation of the Constitution and respective Acts of the Constitutional Bodies.

The Second meeting was hosted by ECB on 12th May, 2016 at the Democracy House. During the second meeting, issues related to HR were discussed at length. Furthermore, during the meeting, it was agreed that a bilateral talk would be convened between ECB and RCSC to find ways to bridge the gap that exists following the delinking of the ECB employees from the civil service.

5.1.3   Collaboration with Royal Institute of Governance and Strategic Studies

The RCSC has established a strong collaboration with the RIGSS. Bhutan Executive Services Training (BEST) was developed by RIGSS to develop the leadership capability traits desired by the RCSC. The two institutions have also introduced the Young Professional Leadership Programme (YPLP) to nurture and groom mid-career civil servants in order to develop their leadership capacity and allow them the opportunity to share ideas and build professional networks. For the first YPLP, RCSC selected 30 civil servants at P3 level who attended the four-week long Programme from April 10 to May 6, 2016. Discussions are also underway to introduce a programme for civil servants at the P5 level so that grooming and nurturing for leadership can begin at entry into the civil service.

5.1.4   Association with the Royal Institute of Management (RIM)

The Royal Institute of Management has been working together with the RCSC since its establishment in producing trained personnel in the field of accounts, finance & audit services, information technology, law and management. The Institute has been actively involved in training RCSC selected graduates in PGDPA, PGDFM, and PGDNL besides providing Masters courses in the field of Public Administration and Business Administration. RIM has also been building the capacity of procurement officers in the recent years. RIM was also actively roped into support the development of MaX system and building capacities for roll out of MaX.

5.1.5   Linkage with Thailand International Cooperation Scholarship (TICA)

Thailand International Cooperation Scholarships were first initiated in 2005 with the signing of MoU on 18th May, 2015. Based on the MoU signed with TICA, HRD support/assistance is provided in terms of scholarship slots (about 270 slots in three years) for both post graduate degree and STT programmes.

5.1.6   Cooperation between RCSC and Rangsit University

The Trongsa Penlop Scholarship started with the signing of MoU on 23rd August, 2007 for a term of 10 years. The MoU was signed between the RCSC, Bhutan and the Rangsit University which is expected to be renewed further in the future.

5.1.7   MoU between UPSC and RCSC

The RCSC is in the process of renewing MoU with the Union Public Service Commission of India. The areas of cooperation would include sharing of experiences and expertise in civil service matters such as recruitment & selection, exchange of resource persons, and development of professional skills of officers and staff of both the institutions through attachment and training programmes. Other areas of cooperation shall also be explored in areas of mutual interests.

5.1.8   MoU on Nehru-Wangchuck Scholarship with GoI

The Nehru-Wangchuck Scholarship was instituted with the signing of MoU on 19th June 2009 for an initial duration of five years. The MoU was renewed for another five years in June 2014.

5.2   New Linkages

5.2.1   MoU between RCSC and RICBL

RCSC and RICBL signed a MoU on 9th November, 2015 for a period of three years to provide services related to Civil Servants' Welfare Scheme.

5.2.2   MoU between RCSC and RUB

RCSC and RUB signed a MoU on 18th November, 2015. The parties agree to fulfill the common goals:
  i.   Provision for sharing of resources between RCSC and RUB;
  ii.   Facilitate RUB to develop expertise in relevant academic fields;
  iii. Promote systematic planning and coordination to supply relevant graduates based on the changing needs of the Civil Service;
  iv.   Align tertiary education programmes and services to the need of the government;
  v.   Ensuring value for money of the government scholarships provided to the RUB colleges; and

vi.   Adhere to and follow relevant policies and regulations of the government.

Further, participation of RUB and its institutions have been actively sought for services pertaining to RCSC's training and surveys.

5.2.3   Member of Effective Institutions Platform

The Effective Institution Platform (EIP) was established in 2012 with a broad purpose to support country needs and expectations in strengthening their public sector institutions. The EIP brings together over 60 countries and organisations including development agencies, think tanks and civil society stakeholders. The EIP provides a useful but quite rare platform for discussing best practices in public sector effectiveness. In recognition of our interest and efforts to strengthen the effectiveness of the public sector institutions for better public service delivery, RCSC has been welcomed as a formal member of EIP on 19th October, 2015. As member of the EIP, RCSC can mutually benefit and contribute substantially to broader goals of the platform and promote the sharing of good practices amongst the EIP members. The RCSC attended the Annual Meeting of the EIP from 17-18 November, 2015.

5.2.4   Institutional Visits by Commission Members

During the reporting period, the Commissioners attended the following institutional visits, meetings and conferences in order to strengthen existing linkages and forge new collaborations with outside institutions:

Table 46: Institutional Visits by Commissioners

Sl. No.	Name	Travel Date		Place/Country	Purpose
		From	**To**		
1	Dasho Karma Tshiteem	23-Sep-15	27-Sep-15	Thailand	Annual consultation with TICA
		16-Nov-15	20-Nov-15	Singapore	Global Center for Public Sector Excellence, UNDP
		29-Nov-15	8-Dec-15	Malaysia and Singapore	PMS/MaX Study Tour
		24-Apr-16	2-May-16	Austria	Institutional Visit
		18-Jun-16	23-Jun-16	Singapore	Global Center for Public Sector Excellence, HDR Meeting, UNDP
2	Commissioner Indraman Chhetri	19-Jul-15	2-Aug-15	Philippines	Training on Local Governance
		23-Sep-15	27-Sep-15	Thailand	Annual Consultation with TICA
		9-May-16	20-May-16	Australia	Executive Leadership Development Programme
3	Commissioner Lhendup Wangchu	19-Jul-15	2-Aug-15	Philippines	Training on Local Governance
		23-Sep-15	27-Sep-15	Thailand	Annual Consultation with TICA
4	Commissioner Karma Hamu Dorjee	23-Sep-15	27-Sep-15	Thailand	Annual Consultation with TICA
		29-Nov-15	8-Dec-15	Malaysia and Singapore	PMS/MaX, Study Tour
		24-Apr-16	2-May-16	Austria	Institutional Visit
5	Commissioner Kesang Deki	23-Sep-15	27-Sep-15	Thailand	Annual Consultation with TICA
		29-Nov-15	8-Dec-15	Malaysia and Singapore	PMS/MaX, Study Tour
		16-Feb-16	22-Feb-16	India	Leadership Conference

PART 6 - KEY ISSUES AND CHALLENGES

6.1   Keeping the Civil Service Apolitical

Apoliticalness of Civil Service is one of the key state values as enshrined in the Constitution. An apolitical civil service is critical to ensure continuity in policies and programmes by providing institutional memory & professional and independent advice that upholds the interest of the nation. Therefore, the importance of maintaining an apolitical civil service cannot be overemphasized. At the same time, the Government and the Civil Service must work together to achieve the national goals through their respective sphere of jurisdiction wherein the Government provides strategic direction through policies and civil servants implement them.

As parliamentary democracy is new in Bhutan, the division of responsibilities between politicians and bureaucrats is still evolving. For example, there have been instances in the past where Ministers have sought direct intervention in HR matters of the Agencies. However, RCSC has made clear that all HR matters must be conducted in line with the CSAB 2010 and BCSR 2012. In general, the division of responsibilities between ministers and bureaucrats are self-evident i.e. they should devote their efforts to strategic/policy issues of the Ministries while bureaucrats provide professional services, implement the policies and generally take care of all operational matters. Towards this end, RCSC is creating wider awareness among the bureaucrats on the need to work together with the Government of the day without compromising Civil Service values. The Commission will be focusing on this issue in the upcoming annual Executive Forums of Government Secretaries, Commission Secretaries, Director Generals, Dzongdags and Directors.

6.2   Institutional Strengthening & Documentation

Standard Operating Procedures and protocols that ensure due process and proper documentation are critical to building strong institutions. As soft aspects of institution building, these do not get the necessary attention. Yet, they are critical to provide continuity of policies and progammes, ensure consistency in actions and maintain institutional memory. In their absence, the strength of institutions will rely upon individuals but this will not lead to strong institutions. Bureaucracy is a permanent institution of the State. However, its permanency is not with regard to the persons holding offices but due to strong underlying systems and institutional memory. Formal documentation protocols ensure standard procedures and promote transparency and accountability in actions irrespective of the changes in people. They also enhance accountability of civil servants for the professional inputs they provide, which should foster their independence. The functioning of all offices must be spelt out formally so that it becomes an important source of reference for the future and facilitates consistency in actions.

During the ODE, one of the observations made in most agencies was the lack of standard protocols for decision making (such as proper white papers) and documentation process in the offices. Infact, some of the major issues being discussed in the media, parliament and public

today show the lack of SOPs and protocols that would have necessitated proper discussions and debate with relevant stakeholders prior to a decision. Bureaucrats are responsible for establishing and following such protocols to ensure political leaders are better informed and advised. Further, with technology, an added concern is the gradual disappearance of hardcopies and emphasis on soft copies, which are highly vulnerable to threats. It is imperative that reliable e-solutions also be developed as soon as possible so that technology does not exacerbate an already weak SOP and documentation culture.

As part of the OD recommendations, under C1 recommendations, emphasis has been given to establishing SOPs and protocols in all important areas from important public services to agencies that deal with sensitive matters where due process in decision making is critical. The Commission is closely monitoring the implementation. These improvements will be critical to institutional strengthening of the government.

6.3   Maintaining "Small, Compact and Efficient" Civil Service

Maintaining a "small, compact and efficient" Civil Service has been a daunting challenge for the RCSC since the Civil Service is the single biggest employer of workforce in the country. The Civil Service to population ratio of 1:28 appears large when compared to other countries. On the other hand, as a result of increasing government mandates, optimising human resources remain a constant challenge especially at a time when the Civil Service in general is the preferred option to deliver most of the public services. A major concern for the RCSC has been that most of the Acts governing various institutions prescribe specific positions as mandatory, which at times are not fully utilised, leading to unnecessary growth of civil servants. In fact, the sharp increase in the Civil Service size since 2008 is attributed mainly due to the proliferation of such positions emanating from new Acts. This shows that maintaining a small compact and efficient Civil Service will remain a constant challenge as the responsibility rests with the RCSC but decisions leading to Civil Service growth are not with the RCSC alone.

This challenge is also evident from the OD recommendations, many of which depend on amendment of related laws and acts. This shows that laws should not have prescribed the institutional arrangements to implement the laws in the first place, since that should be the prerogative of the government of the day. Consequently, optimising structures and systems, which would actually lead to better implementation of the laws, are now not possible until the laws are amended. The RCSC will strive to address this through closer collaboration with the bodies involved in formulating new laws. At the same time, the RCSC has created a protocol under the Agencification Framework to rationalise the creation of new Agencies and positions, which in principle, has been adopted by the Government. Such a protocol would help in the rationalization of the civil service size. Further, the periodic OD and staffing exercise is another

measure to maintain a small, compact and efficient civil Service. The staffing requirements will now be determined based on the mandates and Standard Operating Procedures (SOPs) & Turnaround Time (TATs) in the organisations. This will guide recruitment and provide the baseline on which the RCSC can target an overall growth of the Civil Service that is equal to or less than the natural growth of population and separation of civil servants. This will then ensure that the overall ratio of civil servants to the population at large is maintained within acceptable level. Such periodic reviews will be critical.

6.4   Emerging Municipal Bodies - The Thromdes

There are presently 4 Thromdes in the country. However, with the approval of establishment of new Thromdes in all the remaining 16 Dzongkhags, RCSC has already been asked to appoint Executive Secretaries for these new thromdes. The RCSC is concerned with the likely exponential growth of the civil servants if all positions have to be filled-up in the Thromdes. This is certain to lead to increase in number of civil servants while adding little value on the ground. The Commission strongly feels that even if the Thromdes are established immediately, the appointment of civil servants to the new thromdes would have to be undertaken in a phase-wise manner. Another issue of concern has been that there already exists issues of duplication of responsibilities between the Thromdes and Dungkhags in some Dzongkhags. There are also coordination issues at the local level between the Thromde and Dzongkhag, one cause being that Thromdes and Dzongkhags report to different Ministries. Such matters need to be addressed as soon as possible so that the establishment of new Thromdes does not lead to more problems for the civil servants as well as the public.

6.5   Retention of Medical Specialists and Utilisation of Other Specialists

There is a critical shortage of medical specialists in the country. In order to attract and retain them, the Commission approved entry of specialised medical specialists at P3 directly compared to P4 earlier. The Commission also considered the study period of doctors as active period for promotion. In spite of these measures, which mainly address some of their problems, retention of medical specialists remains a challenge. It is noted that at least 9 medical specialists have left their professions over a period of 5 years while others are submitting their resignations. A few of them are also on extra-ordinary leave. One of the biggest sense of inequity expressed by doctors is the significant differences in pay between national and expatriate doctors which may have to be addressed soon. On the other hand, it is becoming difficult to attract good expatriate specialised doctors since they consider the existing pay package, USD 1500 too low.

In view of all these concerns, the Commission has directed a Task Force comprising of specialists and management team to prepare a proposal that upon finalization by the Commission will be submitted to the Government for support. At the same time, the Commission has already

introduced earmarking of specialist slots in critical areas and sending MBBS doctors for the specialisation courses as soon as they are inducted into the Civil Service so that specialists can be churned out faster. Further, medical specialists can also enter directly at P3 Civil Service salary level if private candidates with specialised master degree are willing to join Civil Service in the required areas.

6.6   Need for a Holistic and Integrated 'Whole-of-Government' Approach -

Based on the assessment made during the Oganizational Development Exercise (ODE), it has been found that most of the Agencies suffer from vertical and horizontal fragmentation leading to lack of focus, duplication of resources and 'siloed organisations'. There are cases related to lack of integrated approach within some Ministries wherein certain departments are found to pursue their own goals without properly linking their efforts to the overall goal of the Ministry or the national goal. This indicates lack of unity of efforts and unity of direction which may be emanating mainly because of poor organisational leadership.

Further, taking some cases of local governments, the findings indicated that many of the Gewogs and Thromdes do not seem to be functioning on a unitary approach to governance. There are cases where many of the regional offices do not cooperate fully with the Dzongkhags since they are controlled by the central agencies although they may be located in Dzongkhags. All these findings indicate that the need to function on a holistic and integrated fashion based on the principle of 'whole-of-government' by promoting intra and interagency coordination.

A positive development in this regard, is the APA that is now taking root. It should be used to set shared targets that help to dissolve boundaries between agencies and instead synergise them. The whole-of-government approach will also require sound e-governance approach to link agencies through compatible communication technology. A Local Governance Framework (LGF) has also been proposed to the Government to ensure proper structure and reporting relationships at the local level. Similarly, the need for regional offices are also being rationalised to check whether such offices are adding value in the service delivery or where necessary, to ensure that regional offices cooperate fully with Dzongkhags. The Commission is also advocating compatibility of technology in the sharing of information related to public services. For example, the CSIS is now linked with the Audit Clearance System and Census and Registration System and efforts are underway to link it with other Ministries. Similarly, RCSC has asked the Ministry of Health to expedite the implementation of Health Information System (HIS) and Inventory Management System, which can integrate patient information system and benefit health supplies management across the country, reduce waiting time in health facilities, enhance accountability of health services etc.

ANNEXURES

Annexure I - Terms of Reference of the Commissioners

1.   Context

Terms of Reference of the Commissioners of the RCSC are guided by the Constitution of the Kingdom of Bhutan and Civil Service Act of Bhutan 2010 which outline the constitutional responsibilities and specific roles of the RCSC respectively. Article 26(i) of the Constitution of the Kingdom of Bhutan states that the Royal Civil Service Commission shall promote and ensure an independent and apolitical civil service that will discharge its **public duties** in an efficient, transparent and accountable manner.

In keeping with the Constitution and Civil Service Act, it is clear that the **key line functions of the Royal Civil Service Commission shall be to provide leadership to the civil service in the following areas:**

(i)   **Discharging public duties and providing professional service** - carrying out public duties and providing professional service in support of good governance;

(ii)   **Guarding key public values** - serving as the custodian of the public values eg. sovereignty, security, meritocracy, transparency, productivity, equity, ethics, accountability, etc; and

(iii)   **Serving as the central personnel agency of the RGoB** - ensuring proper planning, management and utilisation of human resources of the country as the main personnel agency.

While the Commission works based on the principle of collective responsibility in keeping with the decisions taken in the Commission meeting, Commissioners are also assigned individual responsibilities on certain thematic and technical areas besides overseeing the functioning of certain number of agencies. The thematic and technical areas include broad reforms and project-based assignments which when fully developed and tested will be taken over by the respective focal Commissioners. In the absence of expertise and required experience in the existing division heads, commissioners are also providing broad guidance to the divisions which however will be an interim arrangement till the divisions are equipped with qualified heads.

Today, Commissioners are focusing their efforts more on the line functions unlike in the past where the focus was on staff function. Therefore, the present structure in Royal Civil Service Commission is operating on a matrix form wherein relevant division staff in the secretariat
 report to the Commissioners on matters related to human resource management, human resource development, policy and planning, management information system of the agencies for which responsibilities are divided among the Commissioners whereas the Chairperson provides overall leadership and direction of the Commission.

The above context emanating from the Constitution and Civil Service Act 2010, philosophy of organisation and division of responsibilities among the Commissioners and the planned reforms have major implication on the ToR of the Commissioners.

2. Terms of Reference for the Commissioners

2.1   Purpose

While the broad responsibilities of the Commission is laid down in the Constitution and roles of the Commission provided in the Civil Service Act, specific term of reference for commissioners are not laid down in any documents. Therefore, this ToR is drawn in order to:

- enable Chairperson to manage the affairs of the Commission based on the principle of **"Management by Exception"** by reducing the direct span of control over all civil service agencies through delegating certain responsibilities to commissioners;

- develop a shared understanding of the roles and responsibilities of the commissioners, ensure equity in the distribution of work load and avoid unnecessary duplication of efforts;

- synchronise the efforts and expertise of commissioners to achieve the intended goals of the Commission;

- promote transparency and accountability within the Commission; and

- promote esprit de corps among the commissioners and Chairperson in effectively carrying out the overall responsibilities of the Commission.

2.2   Duties and Responsibilities

Duties and responsibilities of the Commissioners can be divided into the following areas:

2.2.1 Policy-Making and Strategic Functions

Most of these functions shall be the collective responsibility of the Commissioners under the leadership of the Chairperson and shall include:

(i)   promulgating policies, standards and guidelines for the civil service;

(ii)   contribution and active participation in the Commission meetings;

(iii)   shaping strategic direction of the Civil service in support of Good Governance through periodic review and assessment;

(iv)   review of rules, regulations, practices and standards and amend where necessary with the changing context;

(v)   providing general framework and best practices applicable across the Civil Service; and

(vi)   participate in relevant meetings including Board meetings, conferences, workshops and seminars and represent the views of the Commission as and when required.

2.2.2   Executive Functions

The Executive Functions shall be generally relevant during the exercise of one's responsibilities in the assigned agencies and shall include:

(i)   provide direction and liaise with the agencies which are under one's responsibility;

(ii)   communicate decisions of the Commission as and when required;

(iii)   provide approval within the broad framework of the Civil Service Act, BCSR, or other guidelines and precedents;

(iv)   ensure HR actions as per the Civil Service guidelines, rules and regulations, and framework;

(v)   facilitate/monitor implementation of reforms in the assigned organisations;

(v)   administer and enforce all statutory provisions of the Civil Service Act;

(vii)   ensure application of generally agreed guidelines & framework as endorsed by the Commission;

(viii)   analyze and submit pertinent issues to the Commission as and when required for collective decision;

(ix)   hold periodic consultations with the concerned agencies and liaise with other commissioners where required to address cross-sectoral issues;

(x)   participate/chair relevant meetings/committee related to one's sector; and

(xi)   provide guidance and supervision to the staff who are associated with provision of services to the concerned agencies;

2.2.3   Advisory Functions

This function shall include:

(i)   providing one's expertise and experience in certain thematic reform (eg. OD, PMS, etc) areas;

(ii)   guiding divisions/services/units of the Commission's Secretariat in functional areas;

(iii)   rendering policy options on relevant policy matters; and

(iii)   preparation and presentation of papers on thematic areas.

2.2.4   Any other Responsibilities

A Commissioner may be assigned additional responsibilities including management of projects or other related assignments through mutual consensus.

Areas of responsibilities allocated to the respective Commissioners is given in **Annexure 2.**

2.3   Decision-Making

All important and major decisions will have to be endorsed in the Commission Meeting and therefore commissioners along with the Chairperson take collective responsibility for such decisions. Commission Meetings are held every Tuesday or as and when agreed by the Commission Members.

The day-to-day decisions by the respective commissioners in their areas of responsibilities are based on the overall directives of the Commission besides basing on Civil Service Act, BCSR and other guidelines, standards, norms, rules and procedures as approved by the RCSC/other competent authorities.

2.4   Representation

Commissioners shall represent the interest of the Commission all the time. Chairperson/commissioners shall be nominated to Boards/Committees wherever it requires strategic intervention of the RCSC through such bodies.

Membership to Boards/Committees shall be decided by consensus among the commissioners based one's area of expertise, experience and assigned portfolio of responsibilities. Such membership must be endorsed by the Chairperson upon recommendation of the commissioners.

Since the commissioners are required to represent RCSC's stand in the outside Boards/Committees, a focal commissioner will be required to nominate another relevant commissioner if he/she is not able to attend the Board/committee's meeting. This is to ensure continuity of the Commission's presence in the outside Boards/Committees and ensure effective decision-making process in the Board/Committee.

2.5   Communication Protocol

The following protocol shall be followed for effective communication:

(i)   The Chairperson of the Commission will be the official person to communicate with the media unless someone has been authorised by the Chairperson to do so. In the absence of the Chairperson, Acting Chairperson will carry out such a role;

(ii)   Commissioners shall communicate both within and outside the Commission in one's areas of assigned responsibilities in the process of conveying the decisions of the Commission, initiating reform (s) in areas as approved by the Commission, seeking views/explanations from others, or in implementing policies, guidelines, rules and standards. However, any communication must be within the parameters of prevailing Civil Services Act, BCSR or in line with the agreed framework, guidelines, rules & regulations as approved by the RCSC/competent authorities;

(iii)   All communication relating to sectors/thematic areas/projects/other specific responsibilities shall be marked to the relevant Commissioners who will direct concerned official (s) to take necessary actions. Any outgoing mails on such matters must be consulted by the concerned dealing officer with the focal commissioner; and

(iv)   Any communication via the RCSC google email will be considered as official mail to enhance faster and easier decision-making process and information sharing.

2.6   Availability of Written Guidelines

The available written guidelines are: The Constitution of the Kingdom of Bhutan, Civil Service Act, BCSR, Minutes of the Commission, OD framework, PMS framework, CSR Guidelines, EMD Guidelines, and HRM and HRD (new plans being developed as a part of OD).

Commissioners can take decisions with regard to HR matters and other thematic reform areas of the concerned agencies as long as such decisions are within the parameters of the above guidelines. In the event, the decision does not fit within the parameters of the guidelines, proposal has to be submitted to the Commission for collective wisdom.

2.7   Reporting

Commissioners shall report to the Chairperson of the Commission. The members of the Commission shall be accountable to the Chairperson of the Commission in line with Section 20 of the CSA 2010.

2.8   Supervision over others

A Commissioner shall exercise direct supervision over the staff who are working directly under him/her on certain thematic areas, divisions, or projects. Performance evaluation of these staff shall be done directly by the concerned Commissioner. However, with regard to staff including divisional heads who have to report to more than one Commissioner, evaluation will be done jointly. Similarly, Director of the Secretariat who play critical role during the implementation will be also evaluated by the commissioners along with Chairperson of the Commission.

2.9   Performance Evaluation

Performance of Commissioners may be assessed in terms of:

(i)   contribution to the Commission meetings and relevant policy areas;

(ii)   overall direction provided to the concerned agencies towards improvement in human resources and service delivery;

(iii)   implementation of reforms in the concerned agencies;

(iv)   contribution to the principle of "small, compact, and efficient civil service;

(v)   innovative approaches to managing people and resources; and

(vi)   additional responsibilities.

2.10   **Code of Conduct and Ethics**

Commissions shall uphold civil service code of conduct and ethics besides subscribing to and ensuring stewardship of bigger public service values as enshrined in the Constitution.

Annexure II - Division of Responsibilities of the Commissioners

Incharge	Autonomous Agencies	Dzongkhag & Thromde	Executive	Legislative/ Constitutional	Rep. in boards and Committee	Bilateral Offers (all scholarships emanating from respective countries)	Regional/ Multilateral/ Other Scholarships
Karma Tshiteem					NPPF - Board Member		
	CSOA	Mongar	MoAF	National Assembly	Award Implementation Committee - Chairman	Denmark (H),, (H)	TCS-CP (L) (Regional)
Lhendup Wangchu	Dratshang Lhentshog	Pema Gatshel		ECB	DDC - Member	Netherlands (H)	WIPI (L) (Multi)
	DDC	Samdrup Jongkhar	MoHCA			Germany (H)	Trongsa Penlop Scholarship (H) (other)
	NEC	Trashi Yangtse				Switzerland (M)	TOEFL/SAT/GRE (M)
	RPC	Trashigang				Cuba (L)	
		Lhuentse					
		S/jonkhar Thromde					
	BNLI	Dagana	MoLHR	RAA	RIM - Board Member	Australia (H)	KOICA (H) (Reg.)
	CBS	Gasa	MoH	National Council	Tertiary Education Board - Member	USA (H/L), AIMS (Philippines)- (M)	UN (L) (Multi)
Indraman Chhetri	DRA	Sarpang			National HRD Committee - Member		CGI (Thailand) - (M) (Other)
	JDWNRH	Tsirang					Management Development courses (RIM) - (H)
	RIM	Zhemgang					
	NLC	Gelephu Thromde					
	BICMA	Haa	MoEA	ACC			SAARC (H) (Reg.)
	BSB	Paro	MoIC				WTO (L) (Multi)

Name	CS	Punakha	MoWHS	Nehru Wangchuk Scholarship Selection Committee - Chairman	GOI (H) - covering all PTA project significant works	Nehru Wangchuk (H) (Other)
Karam Hamu Dorjee	GNHC	Thimphu				
	NSB	Wangdue Phodrang		Labour Ministry for HRD Road Map - Member		
	RIL	Thimphu Thromde		Chiphen Rigphel - Member		
			Judiciary	RIL - Member		
	BCSEA	Bumthang	MoE	SAARC Nodal Officer	Thailand covering TICA - LT & ST (H)	ITEC (M) (Reg.)
	REC-DCRD	Chhukha	MoF	Bhutan Accreditation Council - Member		ADB (M) (Multi)
	BNCA	Samtse	MFA		Japan covering Monbusho, IDEAS	TCS - Colombo Plan (M)
	BOC	Trongsa				(Others)- IAS, IFS, IRS, IA & AS
Kesang Deki	NCWC	P/ling Thromde			GRIPS	Royal Audience (H)
	OAG				Young Leader's Programme	
	TCB				Brunei (M)	
					Canada (L)	

Annexure III - Civil Service Statistics

Sl. No.	Compensation of Employees	2002-2003	2007-2008	2013-2014	2014-2015
1	Compensation of employees as share of total GDP	3.10%	5.10%	5.70%	5.33%

Compensation of employees as share of total GDP= $\frac{tot.annual\ salary\ paid\ to\ civil\ servants}{current\ GDP} x\ 100\%$

Year 2002-2003

Total annual salary paid to civil servants -July 2003 (Annex 3.a)   = Nu. 911,274,300
Current GDP 2003 (National Accounts Statistics 1990-2004)   = Nu. 29,386,000,000

$$= \frac{911,274,300}{29,386,000,000} x\ 100\%$$
$$=\underline{\textbf{3.1\%}}$$

Year 2007-2008

Total annual salary paid to civil servants -July 2008 (Annex 3.b)   = Nu. 2,806,703,880
Current GDP 2008 (National Accounts Statistics 2012, NSB)   = Nu. 54,150,000,000

$$= \frac{2,806,703,880}{54,150,000,000} x\ 100\%$$
$$=\underline{\textbf{5.1\%}}$$

Year 2013-2014

Total annual salary paid to civil servants -2013(Annex 3.c)   = Nu. 5,990,204,256
Current GDP 2013 (National Accounts Statistics 2014, NSB)   = Nu. 104,378,000,000

$$= \frac{5,990,204,256}{104,378,000,000} x\ 100\%$$
$$=\underline{\textbf{5.7\%}}$$

Year 2014-2015

Total annual salary paid to civil servants – 2014 (Annex 3.d)   = Nu. 6,369,041,472
Current GDP 2014 (National Accounts Statistics 2015, NSB)   = Nu. 119,545,800,000

$$= \frac{6,369,041,472}{119,545,800,000} x\ 100\%$$
$$=\underline{\textbf{5.3\%}}$$

Sl. No.	Compensation of Employees	2002-2003	2007-2008	2013-2014	2014-2015
2	Compensation of employees as share of total spending	9.10%	14.25%	17.30%	

Compensation of employees as share of total spending = $\frac{tot. annual\ salary\ paid\ to\ CS}{total\ spendings} x 100\%$

Year 2002-2003
Total annual salary paid to civil servants -July 2003 (Annex 3.a)   = Nu. 911,274,300
Total spending -both current and capital spending (Annual Financial Statement 2002-03)
                                 = Nu. 9,945,319,000

$$= \frac{911,274,300}{9,945,319,000} x\ 100\%$$
$$= \underline{\textbf{9.1\%}}$$

Year 2007-2008
Total annual salary paid to civil servants -July 2008(Annex 3.b)   = 2,806,703,880
Total spending -both current and capital spending (Annual Financial Statement 2007-08)
                                   = Nu. 19,693,029,000

$$= \frac{2,806,703,880}{19,693,029,000} x\ 100\%$$
$$= \underline{\textbf{14.25\%}}$$

Year 2013-2014
Tot. Annual salary paid to civil servants -2013(Annex 3.c)   = Nu. 5,990,204,256
Total spending -both current and capital spending (Annual Financial Statement 2013-14)
                                   = Nu. 34,609,903,000
$$= \frac{5,990,204,256}{34,609,903,000} x\ 100\%$$
$$= \underline{\textbf{17.30\%}}$$

Year 2014-2015
Tot. Annual salary paid to civil servants -July 2014 (Annex 3.d)   = Nu. 6,369,041,472
Total spending -both current and capital spending (Annual Financial Statement 2013-14)
                                   = 36,475,848,000
$$= \frac{6,369,041,472}{36,475,848,000} x\ 100\%$$
$$= \underline{\textbf{17.46\%}}$$

Sl. No.	Compensation of Employees	2002-2003	2007-2008	2013-2014	2014-2015
3	Compensation of employees as share of domestic revenue	19.00%	12.00%	25.77%	25.33%

Compensation of employees as share of domestic revenue=$\frac{tot.\ annual\ salary\ paid\ to\ CS}{total\ domestic\ revenue} x 100\%$

Year 2002-2003
Total annual salary paid to civil servants -July 2003 (Annex 3.a)   = Nu. 911,274,300
Total domestic revenue (Annual Financial Statement 2002-03)   = Nu. 4,785,260,000

$$=\frac{911,274,300}{4,785,260,000} x\ 100\%$$
= 19.00 %

Year 2007-2008
Total annual salary paid to civil servants -July 2008(Annex 3.b)   = Nu. 2,806,703,880
Total domestic revenue (Annual Financial Statement 2007-08)   = Nu. 12,345,984,000

$$=\frac{2,806,703,880}{23,244,610,000} x\ 100\%$$
=12.00 %

Year 2013-2014
Total annual salary paid to civil servants- 2013 (Annex 3.c)   = Nu. 5,990,204,256
Total domestic revenue (Annual Financial Statement 2013-14)   = Nu. 23,244,610,000

$$=\frac{5,990,204,256}{23,244,610,000} x\ 100\%$$
=25.77%

Year 2014-2015
Tot. Annual salary paid to civil servants - 2014 (Annex 3.d)   = Nu. 6,369,041,472
Total domestic revenue (Annual Financial Statement 30 June 2015)   = 25,141,030,000
$$=\frac{6,369,041,472}{25,141,030,000} x\ 100\%$$
= 25.33%

Sl. No.	Employment	2002-2003	2007-2008	2013-2014	2014-2015
4	**Government employment as percentage of private sector employment**	**71.32%**	**NA**	**30.60%**	**31.51%**

Govt. employment as percentage of Pvt. sector employment $= \dfrac{tot.\ CS\ employment}{tot.\ pvt.sector\ employment} x100\%$

Year 2002-2003
Total Civil Service Employment-2003 (Civil Service Statistics 2003, RCSC)   = 15,129
Total private sector employment -2003 (Labour Force Survey 2003, MoLHR)   = 21,211

$$= \frac{15129}{21211} x\ 100\%$$
$$= \underline{\textbf{71.32\%}}$$

Year 2007-2008
Total Civil Service Employment-2008 (Civil Service Statistics 2008, RCSC)   = 19,848
Total private sector employment -2008Labour force survey not conducted because of elections.

Year 2013-14
Total Civil Service Employment-2013 (Civil Service Statistics 2014, RCSC)   = 25,301
Total private sector employment -2013 (Labour Force Survey, 2014, MoLHR)   = 82,671
$$= \frac{25,301}{82,671} x\ 100\%$$
$$= \underline{\textbf{30.60\%}}$$

Year 2014-2015
Total Civil Service Employment-2014 (Civil Service Statistics 2015, RCSC)   = 26,310
Total private sector employment -2014 (Labour Force Survey 2015 Report, MoLHR)   = 83,497
$$= \frac{26,310}{83,497} x\ 100\%$$
$$= \underline{\textbf{31.51\%}}$$

Sl. No.	Employment	2002-2003	2007-2008	2013-2014	2014-2015
5	**Government employment as percentage of total employment**	**6.78%**	**7.41%**	**7.45%**	**7.64%**

Govt. employment as percentage of total employment $= \dfrac{tot.\ CS\ employment}{tot.\ employment} x100\%$

Year 2002-2003
Total Civil Service Employment-2003 (Civil Service Statistics 2003, RCSC) = 15,129
Total employment -2003 (Labor Force Survey Report 2003, MoLHR)   =223200
$$= \frac{15,129}{223200} x\ 100\%$$
$$= \underline{\textbf{6.78\%}}$$

Year 2007-2008
Total Civil Service Employment-2008 (Civil Service Statistics 2008, RCSC)   = 19,848
Total employment -2008 (Labour force survey not conducted because of elections.
Total employment for 2008 is estimated* to: = 267,250

$$= \frac{19,848}{26,7850} \, x \, 100\%$$

$$= \textbf{7.41\%}$$

*Estimation of Total employment for 2008
Total employment for 2007 (Labor Force Survey, 2007) = 222900
Total employment for 2009 (Labor Force Survey, 2009) =312800

Total employment for 2008 $= \frac{Tot.Emp\ 2007 + Tot.Emp\ 2009}{2}$

$$= \frac{222900 + 312800}{2}$$
$$= 267,850$$

Year 2013-14
Total Civil Service Employment-2013 (Civil Service Statistics 2014, RCSC) = 25,301
Total employment -2013 (Labor Force Survey, 2014, MoLHR)   = 339,569

$$= \frac{25,301}{339,569} \, x \, 100\%$$

$$= \textbf{7.45\%}$$

Year 2014-2015
Total Civil Service Employment-2014 (Civil Service Statistics 2014, RCSC) = 26,310
Total employment -2014 (Labor Force Survey Report, 2015, MoLHR)   = 344,293

$$= \frac{26,310}{344,293} \, x \, 100\%$$

$$= \textbf{7.64\%}$$

Sl. No.	Employment	2002-2003	2007-2008	2013-2014	2014-2015
6	**Government employment as percentage of population**	2.40%	2.25%	3.45%	3.53%

Govt. employment as percentage of total population $= \frac{tot.\ CS\ employment}{tot.population} \, x 100\%$

Year 2002-2003
Total Civil Service Employment-2003 (Civil Service Statistics 2003, RCSC) = 15,129
Tot. Population for 2003 is estimated* to: = 618,580

$$= \frac{15,129}{618,580} \, x \, 100$$

$$= \textbf{2.4\%}$$

*Estimation of pop^n for 2003
Tot pop^n as of 2005 (Population and Housing Census of Bhutan 2005)   = 634,982
Growth rate of pop^n 2005   =1.3 %
The estimated pop^n for 2004 $= (634,982 - \frac{1.3}{100} \, x \, 634,982)$
The estimated pop^n for 2003 $= (626,727 - \frac{1.3}{100} \, x \, 626,727)$

$$= 618,580$$

Year 2007-2008

Total Civil Service Employment-2008 (Civil Service Statistics 2008, RCSC)   = 19,848

Total population -2008 (Pop^n Projection of Bhutan 2005-2030, 2007, NSB)   = 671,083

$=\dfrac{19,848}{671,083} \, x \, 100\%$

=<u>2.25%</u>

Year 2013-2014

Total Civil Service Employment-2013 (Civil Service Statistics 2014, RCSC)   = 25,301

Total population -2013 (Pop^n projection of Bhutan 2005-2030, 2007-NSB)   =733,004

$=\dfrac{25,301}{733,000} \, x \, 100\%$

=<u>3.45%</u>

Year 2014-2014

Total Civil Service Employment-2014 (Civil Service Statistics 2014, RCSC)   = 26,310

Total population -2014 (Pop^n projection of Bhutan 2005-2030, 2007, NSB)   = 745,153

$=\dfrac{26,310}{745,153} \, x \, 100\%$

=<u>3.53%</u>

Sl. No.	Wage Level	2002-2003	2007-2008	2013-2014	2014-2015
7	**Average government wage as a share of competitor private sector wages**	**NA**	**NA**	**151.81%**	**149.33%**

Avg. govt. wage as a share of competitor pvt. sector**=** $\dfrac{avg\ annual\ salary\ paid\ to\ CS}{avg.\ annual\ salary\ paid\ to\ pvt\ sector} \, x100\%$

Year 2013-2015

Average annual salary paid to civil servants- 2014 (Annex 3.c)   = Nu. 236,757

Average annual salary paid to pvt. Sector employees (Annex 3.e)=Nu.155,956

$=\dfrac{236,757}{155,956} \, x \, 100\%$

=<u>151.81%</u>

Year 2014-2015

Average annual salary paid to civil servants- 2015 (Annex 3.d)   = Nu. 242,076.83

Average annual salary paid to pvt. Sector employees (Annex 3.e.)   =Nu. 162,103.54

$=\dfrac{242,076.83}{162,103.54} \, x \, 100\%$

=<u>149.33%</u>

Sl. No.	Wage Level	2002-2003	2007-2008	2013-2014	2014-2015
8	Average government wage as a share per capita	154.97%	173.42%	164.01%	151.87%

Avg. govt. wage as a share per capita = $\frac{avg.\,annual\,salary\,paid\,to\,cs}{GDP\,per\,capita} x100\%$

Year 2002-2003

Average annual salary paid to civil servants-July 2003 (Annex I.a) = Nu. 60,234
GDP per capita   = Nu. 38,868

$$=\frac{60,234}{38,868} x\,100\%$$
$$=\underline{\textbf{154.97\%}}$$

Year 2007-2008

Average annual salary paid to civil servants- 2008 (Annex I.b)   = Nu. 141,410
GDP per capita (National Accounts Statistics 2014, NSB)   = Nu. 81,539.49
$$=\frac{1,41,410}{81,539.49} x\,100\%$$
$$=\underline{\textbf{173.42\%}}$$

Year 2013-2014

Average annual salary paid to civil servants (Annex I.c)   = Nu. 236,757
GDP per capita (National Accounts Statistics 2014, NSB)   = Nu. 144,353.90
$$=\frac{236,757}{144,353.90} x\,100\%$$
$$=\underline{\textbf{164.01\%}}$$

Year 2014-2015

Average annual salary paid to civil servants (Annex I.d)   = Nu. 242,076.83
GDP per capita (National Accounts Statistics 2015, NSB)   = Nu. 159,394.33
$$=\frac{242,076.83}{159,394.33} x\,100\%$$
$$=\underline{\textbf{151.87\%}}$$

Sl. No.	Wage Level	2002-2003	2007-2008	2013-2014	2014-2015
9	Ratio of the highest government wage to the lowest (compression ratio)	6.89	6.74	6.42	6.42

Ratio of the highest govt. wage to the lowest $=\frac{highest\,govt.wage}{lowest\,govt.wage}$

Year 2002-2003

Highest govt. wage (Min. EX1 salary)   = Nu. 15,500
Lowest govt. wage (Min. O4 salary)   = Nu. 2,250

$$=\frac{15,500}{2,250}=\textbf{6.89}$$

Year 2007-2008

Highest govt. wage (Min. EX1 salary)	= Nu. 33,970
Lowest govt. wage (Min. O4 salary)	= Nu. 5,040

$$=\frac{33,970}{5,040}=\textbf{6.74}$$

Year 2013-2014

Highest govt. wage (Min. EX1 salary (includes HRA))	= Nu. 65,490
Lowest govt. wage (Avg. O4 salary)	= Nu. 10,205

$$=\frac{65,490}{10,205}=\textbf{6.42}$$

Year 2014-2015

Same as year 2013-2014

Annexure III A

Grade	No. of Civil Servants[1]	Salary[2]		Average	Total Monthly Salary
		Min.	Max.		
1	12	15,500	20,375	17,938	215,250
2	28	13,000	17,350	15,175	424,900
3	66	10,975	14,875	12,925	853,050
4	189	8,575	11,950	10,263	1,939,613
5	359	7,575	10,575	9,075	3,257,925
6	514	6,650	9,275	7,963	4,092,725
7	1,314	5,900	8,150	7,025	9,230,850
8	2,129	4,825	6,700	5,763	12,268,363
9	1,650	4,400	6,600	5,500	9,075,000
10	2,353	4,000	5,900	4,950	11,647,350
11	831	3,650	5,350	4,500	3,739,500
12	884	3,250	4,850	4,050	3,580,200
13	1,170	3,000	4,400	3,700	4,329,000
14	1,226	2,825	4,125	3,475	4,260,350
15	897	2,650	3,750	3,200	2,870,400
16	646	2,400	3,400	2,900	1,873,400
17	861	2,250	3,050	2,650	2,281,650
	15,129				**75,939,525**

Total annual salary	= 12 x 75,939,525
	=Nu. 911,274,300

Average annual salary of civil servants $=\dfrac{total\ annual\ salary}{total\ no.\ of\ civil\ servants}$

$$=\frac{911,274,300}{15,129}=\textbf{Nu. 60,233}$$

Source: [1] Civil Service Statistics, December 2003, RCSC

[2] Annex 18 Civil Service Pay Scale Trend, Pay Commission Report 2014, RGoB.

ANNEXURE III B:

Position Level	No. of Civil Servants[1]	Salary[2]		Average	Total Monthly Salary
		Min.	Max.		
ES1/EX1	24	33,970	44,170	39,070	937,680
ES2/EX2	30	28,500	37,050	32,775	983,250
ES3/EX3	189	24,090	31,290	27,690	5,233,410
P1	404	18,970	24,670	21,820	8,815,280
P2	428	16,755	21,780	19,268	8,246,490
P3	1,656	14,690	19,115	16,903	27,990,540
P4	1,972	13,080	16,980	15,030	29,639,160
P5	5,132	10,710	13,935	12,323	63,239,070
S1	1,374	9,855	12,855	11,355	15,601,770
S2	2,089	8,930	11,630	10,280	21,474,920
S3	1,653	8,160	10,635	9,398	15,534,068
S4	1,085	7,240	9,415	8,328	9,035,338
S5	1,814	6,700	8,725	7,713	13,990,475
O1	574	6,355	8,305	7,330	4,207,420
O2	475	5,970	7,770	6,870	3,263,250
O3	446	5,425	7,075	6,250	2,787,500
O4	503	5,040	6,540	5,790	2,912,370
	19,848				**233,891,990**

Total annual salary   **= 12 x 233,891,990**
                                     =Nu. 2,806,703,880

Average annual salary of civil servants $=\dfrac{total\ annual\ salary}{total\ no.\ of\ civil\ servants}$

$$=\dfrac{2,806,703,880}{19,848}$$

=Nu. 141,410

Source: *[1] Civil Service Statistics, December 2008, RCSC*
[2] Annex 18 Civil Service Pay Scale Trend, Pay Commission Report 2014, RGoB

ANNEXURE III C:

Position Level	No. of Civil Servants[1]	Pay Scale-2014[2]			Total monthly salary
		Min.	Max.	Average	
ES1	3	54,575	70,925	62,750	188,250
ES2	12	45,785	59,510	52,648	631,770
ES3	74	38,700	50,325	44,513	3,293,925
CS (EX1)	1	75,160	82,685	78,923	78,923
GS (EX1)	10	65,930	72,530	69,230	692,300
EX1	16	54,575	70,925	62,750	1,004,000
EX2	38	45,785	59,510	52,648	2,000,605
EX3	82	38,700	50,325	44,513	3,650,025
P1	420	30,990	40,290	35,640	14,968,800
P2	988	27,370	35,545	31,458	31,080,010
P3	1,894	23,995	31,195	27,595	52,264,930
P4	3,646	21,370	27,745	24,558	89,536,645
P5	5,771	17,485	22,745	20,115	116,083,665
S1	2,154	16,365	21,240	18,803	40,500,585
S2	2,383	14,830	19,255	17,043	40,612,278
S3	1,659	13,550	17,600	15,575	25,838,925
S4	1,798	12,025	15,625	13,825	24,857,350
S5	2,099	11,125	14,500	12,813	26,893,438
O1	725	10,725	13,950	12,338	8,944,688
O2	475	10,075	13,075	11,575	5,498,125
O3	349	9,155	11,930	10,543	3,679,333
O4	704	8,505	11,055	9,780	6,885,120
	25,301				**499,183,688**

Total annual salary   **= 12 x 499,183,688**
                                                   =Nu. 5,990,204,256

Average annual salary for civil servants $= \dfrac{total\ annual\ salary}{total\ no.\ of\ civil\ servants}$

$= \dfrac{5,990,204,256}{25,301}$

=Nu. 236,757

Source: [1] Civil Service Statistics, December 2014, RCSC
[2] Civil Service Pay Scale-2014 via letter vide MoF.DNB/Rules-2/2014-15/021 dated July 16, 2014.

ANNEXURE III D:

Position Level	No. of Civil Servants[1]	Pay Scale – 2014[2]			Total monthly salary
		Min.	Max.	Average	
ES1	1	54,575	70,925	62,750	62,750
ES2	23	45,785	59,510	52,648	1,210,904
ES3	72	38,700	50,325	44,513	3,204,936
CS (EX1)	1	75,160	82,685	78,923	78,923
GS (EX1)	10	65,930	72,530	69,230	692,300
EX1	16	54,575	70,925	62,750	1,004,000
EX2	46	45,785	59,510	52,648	2,421,808
EX3	75	38,700	50,325	44,513	3,338,475
P1	540	30,990	40,290	35,640	19,245,600
P2	1,215	27,370	35,545	31,458	38,221,470
P3	2,088	23,995	31,195	27,595	57,618,360
P4	4,539	21,370	27,745	24,558	111,468,762
P5	5,275	17,485	22,745	20,115	106,106,625
S1	2,301	16,365	21,240	18,803	43,265,703
S2	2,412	14,830	19,255	17,043	41,107,716
S3	1,691	13,550	17,600	15,575	26,337,325
S4	2,057	12,025	15,625	13,825	28,438,025
S5	1,757	11,125	14,500	12,813	22,512,441
O1	727	10,725	13,950	12,338	8,969,726
O2	464	10,075	13,075	11,575	5,370,800
O3	389	9,155	11,930	10,543	4,101,227
O4	611	8,505	11,055	9,780	5,975,580
	26,310			**-**	**530,753,456**

Total annual salary   =   530,753,456 x 12
  = Nu. 6,369,041,472

Average annual salary for civil servants $= \dfrac{total\ annual\ salary}{total\ no.\ of\ civil\ servants}$

$$= \dfrac{6,369,041,472}{26,310}$$
= **Nu. 242,076.83**

Source: [1] *Civil Service Statistics, December 2015, RCSC*
[2] *Civil Service Pay Scale-2014 via letter vide MoF.DNB/Rules-2/2014-15/021 dated July 16, 2014*

ANNEXURE III E:
Average annual salary paid to pvt. Sector employees
There are no information/reports on the private sector wages. Therefore, the average annual salary paid to private sector employees is estimated as follows:

Year 2013-2014

The private sector organisation that represents (sample) the entire private sector in our country was recommended as Tashi Commercial Corporation by BCCI.

No of employees in Tashi Commercial Corporation   = 717 employees[1]
Tot. monthly wage paid to employees of TCC   = Nu. 9,318,380[1]

Average annual salary for one pvt sector employee $=\frac{total\ annual\ wage\ of\ TCC}{total\ no\ of\ employees\ in\ TCC}$

$=\frac{9,318,380}{717} x12$ **=Nu. 155,956**

*Source***:** [1] PassangDorji, Dy. Managing Director, Tashi Commercial Cooperation, P/ling. via telephone as on 3 Aug 2015

Year 2014-2015

Total number of employees in Tashi Commercial Corporation   = 740[2]
Total monthly wage paid to employees   = 9,996,385[2]
Total annual wage paid to employees   = 9,996,385 x 12 = Nu. 119,956,620
(Inclusive of all allowances)

Average annual salary for one pvt sector employee $=\frac{119,956,620}{740}$ **= Nu. 162,103.54**

Source: [2] Sweta Subba, Manager (Human Resources), Personal and Administration Department, TCC Head office, P/ling via e-mail as on 14 July, 2016.

Annexure IV - Details of OD recommendations

Sl. No.	OD Recommendations submitted to Cabinet	Cabinet Directives	Category
1	Establish National HydroMet Center (alongside snow & glacier division assuming the mandate of the Glaciology Division, DGM)- MoEA	Approved	Approved for implementation
2	Creation of Department of Technical Education- MoLHR	Approved	Approved for implementation
3	ICTM & Telecom Division to be established under DITT- MoIC	Reaffirmed	Approved for implementation
4	MoIC as the Agency responsible for development of postal in the country and to place this mandate with DoIM- MoIC	Approved	Approved for implementation
5	Department of Land Administration and Management- NLCS	Approved	Approved for implementation
6	Department of Survey and Mapping- NLCS	Approved	Approved for implementation
7	Approval to delink the BHTF- MoH	Approved	Approved for implementation
8	Approval to separate the BMHC- MoH	Approved	Approved for implementation
9	Formal approval of the Organisation Structure to work on staffing- JDWNRH	Approved	Approved for implementation
10	Approval on the Autonomous Model for Service Delivery Agencies- JDWNRH	Approved	Approved for implementation
11	Creation of Department of Macroeconomic Affairs (DMEA)- MoF	Approved	Approved for implementation
12	Delinking of Duty Free Shop (DFS) from DRC- MoF	Approved	Approved for implementation
13	CDB to be delinked from MoWHS as autonomous regulatory body- MoWHS	Approved (study the need for a law)	Approved for implementation
14	Creation of Directorate of Services in Ministries	Approved across all Ministries	Approved for implementation
15	Dissolution of CoRRB and establishment of Research and Extension Divisions under DoA and DoL	Approved	Approved for implementation

16	Renaming Bureau of Law and Order to Department of Law and Order- MoHCA	Approved	Approved for implementation
17	Directives on the two issues on mandates- LG	Under discussion with MoHCA/Cabinet	Further review
	i. Coordination issue between Dzongkhag Administration and Royal Bhutan Police		
	ii. Coordination between Dzongkhags, Central Agencies, Regional Offices, Dzongkhag Tshogdue, Gewog Tshogde, and Thromde Tshogde		
18	Endorsement of Common Framework LG	Endorsed	Approved for implementation
19	Merge DoI & DCSI- MoEA	Not approved	Not Approved
20	Creation of National HRD Council- MoLHR	Not Approved (Existing DHR to undertake the roles proposed for National HRD Council)	Not Approved
21	Creation of Department of Employment and Human Resources- MoLHR	Not Approved	Not Approved
22	Name Change for Department of National Properties (DNP)- MoF	Not Approved	Not Approved
23	Merger of Regulatory Functions of NEC and DoFPS and establishing National Environment Authority- NEC & MoAF	Not approved	Not Approved
24	Dissolution of DAMC and Creation of Marketing Divisions under DoA and DOL- MoAF	Not approved	Not Approved
25	Delinking of BAFRA from MoAF	Not approved	Not Approved
26	Creation of National Biodiversity Center as a National Center- MoAF	Not approved	Not Approved
27	Separate Department of Culture as National Commission for Cultural Affairs- MoHCA	Not approved	Not Approved
28	Approval for Placement of Creative Arts Mandate under Public Communication Division- MoIC	RCSC to submit this recommendation to the Cabinet. It has not been submitted earlier	Further Review
29	Directives on the PHED- MoH	MoH to write separately to the RCSC	Further Review
30	Approval to Separate the PHL- MoH	MoH to write separately to the RCSC	Further Review

31	Approval to Corporatize the MSP- MoH	Approved (subject to admissibility under existing laws)	Further Review
32	Approval of Incentive for HoCDs- JDWNRH	Revisit with MoF and review financial implications	Further Review
33	Compensation for Nurse Off-Days- JDWNRH	Revisit with MoF and review financial implications	Further Review
34	Transfer of Rural Water Supply and Sanitation Mandate from MoH to MoWHS	MoWHS to submit a separate proposal for establishing a department	Further Review
35	Change the Composition of the Council Members-TCB	TCB to review and resubmit	Further Review
36	Approval of SOP for Agencification Framework- (General)	Cabinet Secretariat to form a Task Force and submit the legal implications	Further Review
37	Formation of Bhutan Qualifications Authority (BQA) by delinking DOS-MoLHR and QAAD-MoE	Approved in principle	Approved with Act in place
38	Renaming RSTA- MoIC as Department of Surface Transport and placing it under MoWHS- MoIC	Renaming approved. Placement of RSTA under MoWHS approved after amending RSTA Act	Approved when Act is revised
39	Move the Mining Regulatory Function out of the Ministry- MoEA	Approved	Approved when MMMA 1995 is revised
40	Restructure the Ministry (MoTIE & MoEM) and Transfer of DoT, IPD, DoI, DCSI and OCP from MoEA to MoLHR- MoEA	Approved for implementation in 12th FYP (no directives on renaming)	Approved for 12th FYP

Annexure V - List of Executives who attended the training on "Leading Local Governance" at Asian Institute of Management, Philippines

Sl. No.	Name	Position Title	Position Level	Agency
1	Indraman Chhetri	Commissioner		RCSC
2	Lhendup Wangchu	Commissioner		RCSC
3	Pemba Wangchuk	Dzongdag	EX 2A	Chukha
4	Sonam Jigme	Dzongdag	EX 2A	Wangdue Phodrang
5	Dorji Dhradhul	Dzongdag	EX 2A	Gasa
6	Sonam Wangyel	Dzongdag	EX 3A	Lhuentse
7	Jigme Thinlye Namgyal	Director	EX 3A	Department of Information Technology and Telecom, Ministry of Information and Communication
8	Lekzang Dorji	Director	EX 3A	Department of National Budget,Ministry of Finance
9	Sangay Dorjee	Director	EX 3A	Jigme Singye Wangchuck School of Law
10	Latha Chetri	Chief Urban Planner	P1 A	Urban Planning and Development Division, Department of Human Settlement, Ministry of Works and Human Settlement
11	Kunzang Lhamu	Chief Research Officer	P1 A	Research and Evaluation Division, GNHC
12	Tenzin Wangmo	Chief Environment Officer	P1 A	Water Resources Coordination Division, National Environment Commission
13	Nagtsho Dorji	Chief Achitect	P1 A	Division of Conservation and Architectural Heritage, Department of Culture, MoHCA
14	Tshering Nidup	HMS	P1 A	HMS
15	Pema Tshewang	Chief HR Officer	P1A	Human Resource Division, MoWHS
16	Yonten Phuntsho	HMS	P2 A	HMS

Annexure VI - Executives from various Ministries, Agencies and Dzongkhags who attended "Executive Leadership Development Programme" held at the University of Queensland, Australia

Sl. No	Name	Position Title	Position Level	Agency
1	Indramn Chhetri	Commissioner		Royal Civil Service Commission
2	Phub Tshering	Dzongdag	EX 2A	Bumthang
3	Lungten Dorji	Dzongdag	EX 2A	Trashigang
4	Ugyen Sonam	Dzongdag	EX 2A	Mongar
5	Karma Weezir	Dzongdag	EX 2A	Samtse
6	Sonam Rinchen	Dzongdag	EX 2A	Trongsa
7	Kinley Tenzin Wangchuk	Director General	EX 2A	Department of Information and Media, Ministry of Information and Communication
8	Karma Yeshey	Director General	EX 2A	Department of School Education, Ministry of Education
9	Letho Tangbi	Director General	EX 2A	Secretariat of His Majesty The Fourth Druk Gyalpo
10	Dorji Thinley	Director	EX 3A	Anti-Corruption Commission
11	Tashi Pem	Director	EX 3A	Royal Civil Service Commission
12	Tenzin	Director	EX 3A	Department of Engineering Services, Ministry of Works and Human Settlement
13	Rinchen Dorji	Director	EX 3A	Intellectual Property Division, Secretariat, Ministry of Economic Affairs
14	Tashi Tobgye	Director	EX 3A	Department of Census and Civil Registration, Ministry of Home and Culture Affairs
15	Sonam Jamtsho	Director	EX 3A	Department of Medical Supplies and Health Infrastructure, Ministry of Health
16	Ugen Chozom	Dy. Chief Protocol officer	P1 A	Programmeme and Hospitality Division, Department of Protocol, Ministry of Foreign Affairs
17	Rinzin Lhamo	Asst. Auditor General	P1 A	Office of the Assistant Auditor General, Phuntsholing, Regional Office, Royal Audit Authority
18	Sonam Pelden Thaye	Chief Programme Officer	P1 A	Good Governance Division, Cabinet Secretariat
19	Pem Bidha	Regional Director	P1 A	Regional Trade and Industry office, Phuntsholing, Ministry of Economic Affairs

| 20 | Karma Tshomo | Principal | P1 A | Lhuentse Primary School,Lhuentse Dzongkhag |

Annexure VII - List of participants of BEST

SL. No	Name/Position Title/Position Level	Position Title	Position Level	Division/Department/Agency
BEST 1 (July 27 to August 8, 2015)				
1	Phuntsho Tobgay	Director General	EX2A	Department of Geology & Mines, Ministry of Economic Affairs
2	Thinlay Wangchuk	Director General	EX2A	Department of Immigration, Ministry of Home & Cultural Affairs
3	Chencho Norbu	Director General	EX2A	Department of Forests & Park Services, Ministry of Agriculture & Forests
4	Rinzin Dorji	Director General	EX2A	Construction Development Board, Regulatory Authorities, Ministry of Works & Human Settlements
5	Chencho Dorji	Director General	EX2A	Department of Youth & Sports, Ministry of Education
6	Namgay Wangchuk	Director General	EX2	Bhutan Agriculture and Food Regulatory Authority, Ministry of Agriculture and Forests
7	Sonam P. Wangdi	Joint Secretary	EX2A	Ministry of Economic Affairs
8	Dorji Tshering	Director	EX3A	Department of Occupational Standards, Ministry of Labor & Human Resources,
9	Sonam Phuntsho	Director	EX3A	Jigme Dorji Wangchuck National Referral Hospital
10	Thinley Namgyel	Director	EX3A	Gross National Happiness Commission
11	Phuntsho Namgay	Director	EX3A	Cabinet Secretariat
12	Wangchuk Thayey	Director	EX3A	Department of Human Settlement, Ministry of Works & Human Settlement
13	Tshering Lhaden	Chief of Division	P1 A	International Treaties & Conventions Division, Department Multilateral Affairs, Ministry of Foreign Affair
14	Jamyang Choeden	Chief Programme Officer	P1 A	School Feeding, Agriculture & Environment Division, Department of School Education, Ministry of Education
15	Yeshey Rangrik Dorji	Dungpa	P1A	Wamrong Dungkhag, Ministry of Home & Cultural Affairs
16	Lobzang Dorji	Chief Admin. Officer	P1 A	Ministry of Health
17	Karma Pemba	Chief Transport Officer	P1 A	Road Safety and Transport Authority, Ministry of Information & Communications

18	Kinlay Tshering	Chief Horticulture Officer	P1 A	Horticulture Division, Department of Agriculture, Ministry of Agriculture and Forests
19	Yangchen Choden	Chief HR Officer	P1	HRD Division, Ministry of Health
20	Namgay Wangchuk	Dy. Chief HR Officer	P2	Royal Civil Service Commission

BEST 2 (October 11 to 24, 2015)				
Sl. No.	Name	Position Title	Position Level	Agency
1	Sherub Tenzin	Director	EX3 A	Department of Employment, Ministry of Labour and Human Resources
2	Chekey Gyeltshen	Director	EX 3A	National Assembly Secretariat
3	Sonam Dawa	Director	EX3 A	On interim transfer with RCSC
4	Ugyen Tshewang	Secretary	EX1 B	On interim transfer with RCSC
5	Jamyang Galey	Director	EX3 A	On interim transfer with RCSC
6	Kinga Singye	Director General	EX2 A	Department of Bilateral Affairs, Ministry of Foreign Affairs
7	Doma Tshering	Director	EX 3 A	Department of Multilateral Affairs, Ministry of Foreign Affairs
8	Sonam Phuntsho	Director General	EX2A	Bhutan Standards Bureau
9	Karma Tsering	Director	EX 3 A	Department of Hydro-Power and Power system, Ministry of Economic Affairs
10	Yonten Namgyel	Director	EX 3 A	Department of Revenue Customs, Ministry of Finance
11	Minjur Dorji	Executive Secretary	EX 3 A	Thimphu Thromde
12	Nim Dorji	Director General	EX2 A	Department of Agriculture, Ministry of Agriculture and Forests
13	Kinley Wangdi	Director	EX3 A	Department of Human Resources, Ministry of Labour and Human Resources

14	Chador Wangdi	Director	EX3 A	Department of Disaster Management, Ministry of Home and Cultural Affairs
15	Sonam Topgay	Director General	EX 2A	Department of Law and Order, Ministry of Home and Cultural Affairs
16	PM Pradhan	Dy. Auditor General	EX 3A	Department of Sectoral Audit, Royal Audit Authority
17	Dr. Tashi Samdup	Director General	EX2 A	Department of Livestock, Ministry of Agriculture and Forests
18	Tenzin Thinley	Dzongdag	EX 2A	Dagana
19	Tenzin Dorji	Director	EX3 A	On interim transfer with RCSC

BEST 3 May 15 to 28, 2016				
Sl. No.	Name	Position Title	Position level	Agency
1	Choiten Wangchuk	Director General	EX2 A	Department of Public Accounts, Ministry of Finance
2	Dawala	Dzongdag	EX2 A	Sarpang
3	Dr. Chencho Dorji	Specialist II	ES2A	Jigme Dorji Wangchuck National Referral Hospital
4	Dr. Gosar Pemba	Specialist III	ES3A	Jigme Dorji Wangchuck National Referral Hospital
5	Dr. Pandup Tshering	Director	EX3A	Department of Public Health, Ministry of Health
6	JigmeThinlye Namgyel	Director	EX3A	Department of Information Technology and Telecom, Ministry of Information and Communication
7	Karma Drukpa	Dzongdag	EX2 A	Punakha
8	Karma Galay	Director	EX3A	Department of Roads, Ministry of Works and Human Settlement
9	Karma Tshering	Director General	EX2 A	Royal Institute of Management
10	Kesang Choden Dorji	Director	EX3A	Royal Education Council
11	Kinga Dakpa	Secretary of Examinations	EX3A	On interim transfer with RCSC
12	Kunzang Lhamu	Director	EX3A	National Commission for Women and Children

13	Mewang Gyeltshen	Director	EX3A	Department of Renewable Energy, Ministry of Economic Affairs
14	Pasang Dorji	Executive Secretary	EX3A	Thimphu Thromde
15	Sonam Dorji	Registrar	EX3A	Bhutan Medical Health Council
16	Sonam Wangyel	Dzongdag	EX2 A	Lhuentse
17	Tshewang Norbu	Secretary	EX1B	Dzongkha Development Commission
18	Tshewang Rinzin	Dzongdag	EX2 A	Thimphu
19	Ugyen Dorji	Dy. Auditor General	EX3A	Royal Audit Authority
20	Ugyen Penjore	Director	EX3A	Department of Cottage and Small Industries, Ministry of Economic Affairs

Annexure VIII - List of participants of ExFo IV

SlNo	Name & Address	Position Title	Position Level	Agency
ExFo IV December 24-25, 2015			
1	Dorji Dhradhul	Dzongdag	EX 2A	Gasa
2	Karma Weezir	Dzongdag	EX 2A	Samtse
3	Kesang Choden Dorji	Director	EX 3A	REC
4	Kunzang Lhamu	Director	EX 3A	NCWC
5	Pasang Dorji	Executive Secretary	EX 3A	Thimphu Thromde
6	Phub Tshering	Dzongdag	EX 2A	Bumthang
7	Phuntsho	Dzongdag	EX 2A	Pema Gatshel
8	Sangay Duba	Secretary General	EX 1B	National Assembly
9	Sonam Rinchen	Dzongdag	EX 2A	Trongsa
10	Ugyen Sonam	Dzongdag	EX 2A	Mongar
11	Yeshey Wangdi	Secretary	EX 1A	MoEA

Annexure IX - HRO's Competency Development Framework and Training

The HR Officers' Competency Development Framework is a document which specifies the knowledge and skills required by the Human Resource Officer as per their terms of reference to perform their roles and responsibilities ranging from normal day to day functions to strategic roles. Based on the framework, three levels HRO's Competency Development Programme (CDP) will be designed and provided to all the HR Officers ranging from Assistant Human Resource Officer to Chief Human Resource Officers in a successive manner.

Objective:

To fulfill our mission and vision of building a highly motivated, dynamic and professional civil service guided by highest standard of integrity to promoting good governance in pursuit of Gross National Happiness, the Human Resource Division in any organisation is considered to be the backbone of the organisation as the success of the organisation depends on how well the employees of the organisation is managed, developed, professionalised and motivated. Hence, our focus is to address the tactical requirement of the HR Officers, empowering them with knowledge and tools to advance their understanding of the employee management and development. Accordingly, the terms of reference (TOR) of the HR Officers have been developed with following five roles:

1. Strategic Partner
2. Change Agent
3. Administrative Expert
4. Employee Champion
5. Integrity Advocate

To successfully carry out their roles and responsibilities effectively and in an efficient manner as per the TOR, the solutions are in the form of following three levels of Competency Development Programmes (CDP):

1. CDP Level- I
2. CDP Level- II
3. CDP Level- III

A. HRO's COMPETENCY DEVELOPMENT PROGRAMME I (CDP I)

The HR Management level I programmes aim at building a stronger understanding of HR practices through the application and creating stronger alignments between the organisation and HR goals. The programme equips generalist and early HR practitioners with knowledge and skills required

to execute the normal day to day HR practices at their workplace. The programme will equip the HR Officers with the knowledge and skills to carry out more of the operational roles.

Target Group:
1. Asst. HR Officers

2. HR Officers

B. HRO's COMPETENCY DEVELOPMENT PROGRAMME II (CDP II)

This programme is aimed at supporting the employee in enhancing their knowledge, skills, efficiency and performance. The programme has been designed to equip HR Officers with the necessary knowledge, tools and resources needed to develop, implement and evaluate the effectives of the employee in an organisation. The programme will equip the HR Officers with the knowledge and skills to carry out more of the tactical roles.

Target Group:

1. Sr. Human Resource Officers

2. Dy. Chief Human Resource Officers

C. HRO's COMPETENCY DEVELOPMENT PROGRAMME III (CDP III)

The programme is aimed at driving the HR Strategy within organisations in a way that contributes to the success and improvement of the service delivery and the achievement of organisational goals. The programme has been design to enable HR Offices to align human capital analytics with organisational goals and HR strategy by leveraging data and metrics to make the HR functions a more effective and efficient one. This programme will also help HR Officers build effective people management skills that drive efficiency for the organisational performance. After the successful completion of the programme, the HR Officers will be able to play more of leadership roles in an organisation. The programme will equip the HR Officers with the knowledge and skills to carry out more of the strategic roles.

Target Group:

1. Chief Human Resource Officer.

Programme Level	HRMP I	HRMP II	HRMP III
Level of Scope	Operational Role	Tactical Role	Strategic Role
Workforce Planning (Recruitment, Selection and Appointment)			
Roles and Responsibilities as per terms of reference and behavioural indicators	Workforce determination carried out as per the goals and objectives of the organisation and individual work Plan: ○ Able to identify organisational goals and objective ○ Able to identify critical capability requirement of the employee to carry out their roles ○ Able to conduct job analysis Conduct the Recruitment and selection procedures as per the guiding rules and regulations ○ Able to carry out recruitment procedure without any lapses and discrepancies ○ Should know each and every rules and regulations related to recruitment and selection. Ensure all the recruitment process in updated in the civil service information system (CSIS) ○ Should have good knowledge on the CSIS protocols Forecast the HR requirement based on the expected changing priority of the organisation in future. ○ Should be able to forecast the HR requirement and accordingly carry out the workforce planning Facilitate the conduct of free and fair recruitment and selection ○ Ensure effective management of conflict of interest while conducting recruitment process	Integrating human resource management strategies and systems to achieve the overall mission, strategies, and success of the organisation: ○ Ensure adequate human resources to meet he strategic goals and operational plans of your organisation Conduct the Recruitment and selection procedures as per the guiding rules and regulations ○ Able to carry out recruitment procedure without any lapses and discrepancies in application of rules Facilitate the conduct of free and fair recruitment and selection ○ Should be able to maintain the confidentiality of the sensitive information on recruitment procedures ○ Ensure effective management of conflict of interest while conducting recruitment process (both in planning and selection stages)	Set vision for how the organisation's performance can be improved and plays an active part in the establishment of the overall strategy on workforce planning to deliver on this vision: ○ Should be able to institutionalise the recruitment and selection policy of the organisation ○ Should be able incorporate the best recruitment practices in an organisation. ○ Must ensure right people with right knowledge should be placed. ○ Should be able to propose changes to the top management based on the changing government policy and new demand for the services. Conduct the Recruitment and selection procedures as per the guiding rules and regulations ○ Should be able to carry out recruitment procedure without any lapses and discrepancies in application of rules and procedures. Asses the socio-economic situation of the nation and carry out the HR projections of the changing the services The HR Department should carry out the workforce planning that should align different activities and imagine their impact on the people. ○ Should be able to align all the activities together and identify their possible impact on the employee.

	HRMP I	HRMP II	HRMP III
			Facilitate the conduct of free and fair recruitment and selection ○ Should be able to design a mechanism to prevent corruption during recruitment process. ○ Should be able to identify the corruption risk area in the recruitment process. ● Strategic HR Planning and Workforce Planning within and across agencies ● Setting HR policy and direction ● Overview of best practice recruitment and selection ● Setting policy and procedures for fair, equitable and transparent HR policies

Training Requirements	● Overview of best practice recruitment and selection
	● Job analysis and writing position descriptions
	● Knowledge Civil Service Act, and Regulations
	● Knowledge on CSIS protocols
	● Skills in conducting fair, equitable and transparent competency based recruitment and selection processes.
	  ○ Planning the process
	  ○ Selecting tools and techniques
	  ○ Competency frameworks and assessing competency
	● Workforce planning – the basics
		● Overview of best practice recruitment and selection
		● Strategic HR planning and workforce requirements
		● Developing tactical plans for HR teams
		● Skills in conducting fair, equitable and transparent competency based recruitment and selection processes.
		  ○ Planning the process
		  ○ Selecting tools and techniques
		  ○ Competency frameworks and assessing competency
		  ○ ICT Knowledge relevant in recruitment and selection	

Programme Level	HRMP I	HRMP II	HRMP III
Level of Scope	Operational Role	Tactical Role	Strategic Role
Talent, Development and Retention (Training, transfer, deputation and promotion)			

	Strategically developed HRD plans as per the organisational goals and objectives:
	● Able to identify knowledge and skill gaps
	● Able to assess the training based on prioritised programmes/projects.
	HR Development programmes implemented as per the rules and regulations of the civil service
	  ● Ensure compliance with the relevant rule and regulation governing training and development.
	  ● Ensure compliance to rules and regulations governing transfer, promotion, deputation
	Enhance the performance through skill development of employee as per the changing job priority
		Keep up with social, economic, legislative and technological trends that impact on human resources in the organisation
		● Should be able to identify the training needs that will enable to employees to perform in the new working environment (Ex. Technology)
		● Should be able to carry out impact assessment of the training for employees
		● Should be able to carry out budgeting process in the HR Development plan.
		● Should have knowledge on international best practices regarding employee performance and HRD aspects
			Establish and implement HR Development and Management Policies.
			● Must ensure a flow of future talent in an organisation.
			● Should be able to asses and analysis the poor performance of the organisation
			● Should be able to asses and analyze the process of the organisation
			HRD programmes implemented as per the rules and regulations of the civil service

Programme Level	HRMP I	HRMP II	HRMP III
Roles and Responsibilities as per terms of reference and behavioural indicators	• Should be able to identify the critical skills of the HR required for the new job due to changing priority • Must ensure that training is implemented based on need. Ensure all training process updated in CSIS and maintain up to date information of the employee: • Should be thorough with CSIS protocols and training process Ensure there are no single ethical issues in the implementation of the training programmes. • Must be thorough with the civil service code of conduct. • Should have knowledge on conflict management	HR Development programmes implemented as per the rules and regulations of the civil service • Ensure compliance with the relevant rule and regulation governing training and development The HR Department should be working towards enhancing Organisation Integrity and prevent corruption. • Must ensure compliance to civil service code of conduct and ethics of employee • Must ensure that promotions granted without bias or prejudice • Should ensure that training and studies should be given based on the need not based on the post and authority. Must ensure that transfer and re-deployment should be done in such a way that there is no brain drain. • Knowledge and skills should be uniformly spread across the civil service agencies	• Should be able to draft and institutionalise HR management and development policy and rules. • Ensure compliance with the relevant rule and regulation governing training and development of the civil servants. Carry out an organisation audit that focuses on assessing key capabilities the organisations requires for success and their implications for staffing, training, compensation, communication and other HR practices • Should be able to identify ways that can positively lead and motivate people through cultural or organisational change

Training Requirements	• Best practice in training and development
	  o Links to HR processes
	  o Competency Assessments
	• Overview of the Training Cycle – best practice design and delivery
	• Overview of conducting a training needs analysis – individual level
	• Organisational Change – communication skills and stakeholder engagement
		• Best practice in training and development
		  o Links to HR processes
		  o Competency Assessments
		• Overview of the Training Cycle – best practice design and delivery
		• Overview of conducting a training needs analysis – individual level
		• Organisational Change – communication skills and stakeholder engagement
		• Overview- best practices of re-deployment and transfer strategies.
		• Data analysis- HRD aspects
		• Research and analytical skills
			Best practice in training and development:
			  o Links to HR processes
			  o Competency Assessments
			
			Developing HR Development and Management policies:
			  o Using HR metrics and data
			  o Conducting organisational reviews and audits
			  o Implementing policy and change
			
			Organisational Change – communication, stakeholder engagement, the change cycle and emotional responses to change, monitoring change and conducting evaluations

Programme Level	HRMP I	HRMP II	HRMP III
Level of Scope	**Operational Role**	**Tactical Role**	**Strategic Role**
Performance Management (Annual Performance Appraisal and Separation)			

Roles and Responsibilities as per terms of reference and behavioural indicators	The individual performance of the employee should be aligned with the organisational goals • Able to carry out OD Exercise (redeployment and right sizing) and monitor the performance of the individual and organisation. Implement performance management system as per the CSA and BCSR 1. • Should have good knowledge on performance appraisal and force ranking concept. Provide necessary HR Interventions to performers and non-performers as the requirement of BCSR and CSA. Providing opportunity to enhance the morale and commitment of employee for better performance • Should be able to institute feedback system to understand the needs and concerns of the employee. • Should be able to communicate the issues and concerns of the employee to Management. • Should be able to administer the exit management process of the superannuating civil servant The HR division should ensure that Performance Management System is implemented as per the guiding rules and performance of the employee should be monitored • Should be able to develop SOP for all the Department/Division functions to reduce TAT • Should be able to monitor the SOP and TAT should be able to implement the civil service welfare scheme as per the framework developed by RCSC	Linking tools, systems, people and process together to motivate employees to work at their peak • Should be able to define performance outcomes • Should be able to provide necessary HR Interventions to performers and non-performers as the requirement of BCSR and CSA. • Should be able to identify the cause (apart from competency gap) of poor performance of the employee and advice the management for necessary actions. Building momentum and managing resistance to Change • Should be able to recognize the reasons for resistance • Should be able to deal with resistance with right change management strategy. • Should be able to communicate the change process and clear the misconception among the staff Represent Management with employees as change is initiated and implemented: • Should be able to communicate the changing priority and process of the organisation to the employee. • Should be able to convey the compelling reasons for change	Leading and managing • Should be able to understanding both the business drivers and the organisation well enough to identify performance issues and analyze their impact on short and long term organisational goal. • Should be able to assist managers in achieving effective and productive work environment through the provision of appropriate and timely advice/assistance Should be credible to line managers for them to take in consideration of your advice: • Should be able to provide necessary HR Interventions to performers and non-performers as the requirement of BCSR and CSA. • Should be able to forecast potential obstacles to success of organisation and establish mechanism to overcome the obstacle for better performance of the employee Creating a conducive working environment for the employee to perform at their peak • Should be able to carry out performance review and performance coaching • Should have personal credibility to be highly regarded by the employee • Should be able to design and recommend a OHS to management Creating a corruption free working environment in the organisation for better performance of the people Interests of the employees should be recognize so that the change initiatives can be adjusted to make the employees feel more comfortable with the changes that occur: ○ Should be able to recognize the psychological behaviour of the employees

	• Overview of best practice performance management
	 • Conducting effective performance review discussion
	 • Providing advice to managers regarding good performers and motivating them, and sub-standard performers
	 • Managing sub-standard performance
	 • Managing the exit process, collating exit interview information
	 • Should have effective communication skills
	 • Knowledge and skills on corruption risk management
	 • Knowledge and skills on various integrity management tools
		• Overview of best practice performance management:
		  ○ Performance targets, measurement and monitoring across teams and the organisation
		  ○ Performance coaching staff and managers
		 • Conducting effective performance review discussions
		 • Providing advice to managers regarding good performers and motivating them, and sub-standard performers
		 • Should be able to identify performance issues and analyze its impact on Short Term & Long Term organanization goal.
		 • Should have effective communication skills
		 • Knowledge and skills on corruption risk management
		 • Knowledge and skills on various integrity management tools
			○ should be able to draft and institutionalise reward and benefit policy
			 Overview of best practice performance management
			  ○ Performance targets, measurement and monitoring across the organisation
			  ○ Reviewing performance against organisational targets and strategies
			  ○ Providing appropriate and timely advice to managers about motivating and managing staff
			 Providing advice to managers regarding good performers and motivating them, and sub-standard performers
			  ○ Managing sub-standard performance
			  ○ Performance coaching
			  ○ Knowledge and skills on corruption risk management
			  ○ Knowledge and skills on various integrity management tools

Training Requirements		