



ANNUAL REPORT
(July 2017- June 2018)
STATE OF THE ROYAL CIVIL SERVICE

Royal Civil Service Commission
ROYAL GOVERNMENT OF BHUTAN

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“We have done extremely well in such a short time. We have been able to build very strong foundations for our country. But with changing times, we are faced with new opportunities as well as new risks.

As we look to the future, I want to impress upon you three words that come to my mind- **Evolve, Adapt, and Upgrade.**

We are still left with tremendous work to do in various areas– finance and economy, private sector development, education, national human resource development, governance, etc. Other countries may be able to get by with average performances. But we are a small country, and for us, average spells disaster. Our future cannot be average; the capabilities of our youth cannot be average. We have to strive for strength and greatness, and the average trap will be our biggest obstacle. Every step of the way, each and every single year, we have to evolve, adapt, and upgrade.”

- **An excerpt from the Royal Address of His Majesty The King during the 2018 National Graduates’ Orientation Programme on 17th August**

List of Acronyms

AAS	Australians Award Scholarships
ACC	Anti-Corruption Commission
ACF	Agency Categorisation Framework
ADA	Austrian Development Assistance
AIIMS	All India Institute of Medical Science
APA	Annual Performance Agreement
APT	Annual Performance Target
BCF	Bhutan Canada Foundation
BCSE	Bhutan Civil Service Examination
BCSEA	Bhutan Council for School Examinations & Assessment
BCSR	Bhutan Civil Service Rules & Regulation
BCSS	Bhutan Civil Service System
BEST	Bhutan Executive Services Training
BFSP	Bhutan Foreign Service Programme
BHTF	Bhutan Health Trust Fund
BQA	Bhutan Qualifications Authority
B. Ed	Bachelor of Education
CE	Continuing Education
CS	Cabinet Secretariat
CSAB	Civil Service Act of Bhutan
CSED	Civil Service Exam Division
CSCF	Civil Service Competency Framework
CSIS	Civil Service Information System
CSSD	Civil Service Support Desk
CSW	Civil Service Well-being
CSWS	Civil Servants' Welfare Scheme
DAHE	Department of Adult and Higher Education
DAMC	Department of Agricultural Marketing Cooperatives
DT	Design Thinking
DTIO	<i>Dzongkhag</i> Trade and Industry Office
EM	Exit Management
EDO	Economic Development Officer
EOL	Extraordinary Leave
ESC	Executive and Specialist Category
ESMD	Executives and Specialists Management Division
ESP	Elementary Service Personnel
ERS	Early Retirement Scheme
ExFo	Executive Forum
FY	Fiscal Year
FFT	Friends from Thailand
FLMP	Future Leaders Mentoring Programme
FLP	Foundational Leadership Programme

G2C	Government-to-Citizen
GAO	Gewog Administrative Officer
GDP	Gross Domestic Product
GNHC	Gross National Happiness Commission
Gol	Government of India
GPMS	Government Performance Management System
GRM	Grievances Redress Mechanism
GSP	General Service Personnel
HPC	High Power Committee
HMS	His Majesty's Secretariat
HR	Human Resource
HRD	Human Resource Development
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
LFS	Leadership Feedback System
LG	Local Government
LGCF	Local Government Common Framework
LTT	Long-term Training
MaX	Managing for Excellence
ME	Main Examination
ModEx	Moderation Exercise
MoE	Ministry of Education
MoEM	Ministry of Energy and Minerals
MoF	Ministry of Finance
MOG	Major Occupational Group
MoH	Ministry of Health
MoLHR	Ministry of Labour & Human Resources
MP	Member of Parliament
MoTIE	Ministry of Trade, Industry and Employment
MoU	Memorandum of Understanding
MoWHS	Ministry of Works & Human Settlement
NCWC	National Commission for Women & Children
NGoP	National Graduate Orientation Programme
NSB	National Statistics Bureau
OC	Operational Category
OCP	Office of Consumer Protection
OD	Organisational Development
OSA	Officer on Special Assignment
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
PMC	Professional and Management Category
PMS	Performance Management System
QAAD	Quality Assurance and Accreditation Division
RAA	Royal Audit Authority
RBP	Royal Bhutan Police
RCSC	Royal Civil Service Commission
RGoB	Royal Government of Bhutan
RICBL	Royal Insurance Corporation of Bhutan Limited
RIGSS	Royal Institute of Governance & Strategic Studies
RIM	Royal Institute of Management
RIU	Revenue Intelligence Unit
RoD	Record of Discussions
RSTA	Road Safety and Transport Authority
RTIO	Regional Trade and Industry Office
SELP	Senior Executive Leadership Programme
SHRD	Sustainable Human Resource Development
SOP	Standard Operating Procedure
SP	Singapore Polytechnic
SPLD	Succession Planning & Leadership Development
SS	Senior Supervisor
SSC	Supervisory and Support Category
STT	Short-term Training
TAT	Turnaround Time
TCB	Tourism Council of Bhutan
TICA	Thailand International Cooperation Agency
ToR	Terms of Reference
TPS	Trongsa Penlop Scholarship
TRC	Teacher Resource Centre
TVET	Techinacal and Vocational Education and Training
UPSC	Union Public Service Commission
VUCA	Volatility, Uncertainty, Complexity and Ambiguity
YPLP	Young Professional Leadership Programme

INTRODUCTION

The Royal Civil Service Commission is honoured and privileged to submit its fourth Annual Report for the period July 2017 to June 2018 to His Majesty The Druk Gyalpo and the Prime Minister.

The Chairperson and Commission would like to submit our deepest gratitude to His Majesty The King for the blessings, guidance, trust and confidence bestowed on us and all civil servants. On behalf of all the civil servants, the Commission takes this opportunity to reiterate our pledge to serve the *Tsa-Wa-Sum* with the highest levels of loyalty, professionalism and dedication.

Ever since the establishment, the RCSC as the Central Personnel Agency of the Royal Government has been making concerted efforts to deliver its sacred constitutional mandates of shaping and leading an apolitical, professional and meritocratic Civil Service. As Bhutan prepares for the Third Parliamentary Election 2018, the role of the Civil Service becomes even more critical. The Commission strongly pledges to fulfill its constitutional mandate in keeping the Civil Service apolitical for all time to come while at the same time providing an effective governance for a smooth transition for the next Government.

The Commission, in its efforts to deliver its constitutional mandates, has held a total of 138 Commission meetings between 21st May 2014 and 30th June, 2018. During this reporting period, the Commission focused on institutionalisation of the five strategic reforms, namely: (i) Organisational Development (OD) Exercise to Right Size the Civil Service; (ii) Managing for Excellence (MaX) System to align performance of the Civil Service in line with the expectations of the State and Government and reinforce meritocracy in the system; (iii) Succession Planning and Leadership Development (SLPD) for Great Leadership; (iv) Bhutan Civil Service System (BCSS) reforms for institutional strengthening of the Civil Service; and (v) Civil Service Well-being (CSW) initiatives to promote sense of fraternity among the civil servants and motivate them. In order to institutionalise the five reforms and to further promote meritocracy, productivity and equity in the Civil Service, the Bhutan Civil Service Rules and Regulations (BCSR) 2012 was reviewed, updated and launched as the Bhutan Civil Service Rules and Regulations (BCSR), 2018 on 1st January 2018. The BCSR 2018 comprises of updated rules and regulations to make the Civil Service system more responsive based on the changing time. Additional new chapters on Executives & Specialists and Civil Service Welfare (CSW) have also been incorporated, besides emphasising apolitical values and behaviors under the Civil Service Values and Conduct. With many HR functions being decentralised to the Line Agencies, the Human Resource Committees (HRC) are critical in ensuring that HR matters in the Agency are decided transparently and apolitically based on the principles of meritocracy. Hence, a separate chapter on HR Committee has also been added in the updated BCSR.

During this reporting period, the Moderation Exercise (ModEx) was implemented across the Civil Service Agencies to uphold meritocracy by requiring Agencies to put their staff in one of the four performance categories for the first time. The numbers for

the four performance categories are dictated by their Annual Performance Agreement (APA) scores. In the process, the RCSC received few appeal cases against the decision of the ModeX. In all such cases, RCSC only studied whether due process was observed, and upheld the decision of the respective Moderation Committees of the Agencies as the appeals did not have reasonable grounds. The regular requests for reviews and problem solving for activities in the APA points to increased accountability in the various Agencies. This has resulted from the cascading of performance targets of the various Agencies to individuals because of the linking of Government Performance Management System (GPMS) to MaX. Further, increased productivity is expected through proper planning of individual work plans, effective utilisation of staff, monitoring and evaluation, synchronisation of efforts within the Agencies and overall alignment of the MaX within the Agencies to the GPMS. However, there are many areas in the system that need to be strengthened to make it more robust, relevant and responsive to Civil Service needs.

Given the pivotal role of leadership in an organisation, the Leadership Feedback System (LFS) was introduced as one way to gauge the performance of civil servants in leadership positions. However, the online LFS still hasn't translated into a culture of feedback by supervisors. Therefore, the RCSC is actively pursuing this by facilitating access to the online feedback on respective supervisees and mandating structured conversations through "coaching skills" to discuss their feedback.

In order to support the 12th Five Year Plan (FYP), the RCSC has begun preparation for developing Staffing Plans across the Ministries, Agencies, *Dzongkhags* and *Thromdes*. The implementation of the first two years of the 12th FYP will be supported based on the 11th FYP Staffing Plan which is projected till 2020. The approach to staffing will be based on the Staffing Framework to be developed and will also be guided by the service standards in respective Agencies. In the event, the 11th FYP Staffing Plan proves to be inadequate vis-a-vis the new FYP, the Commission will conduct a demand-based review of the required staffing and rationalise the staffing between the Central Agencies and the Local Agencies. The overlap in the five-year development plans and staffing plan for the Civil Service is intended to rationalise human resource needs besides supporting organisational needs through flexible workforce planning. The deployment of human resources will not be effective if development plans and staffing plans are not aligned well. RCSC continues to provide its services for resolving staffing issues of Agencies. During this FY 2017-18, staffing plans of more than 14 Agencies have been reviewed and revised. Further, in line with the objective to ensure "right person for the right job", 60 cases of redeployment and 11 remapping were carried out. During the 12th FYP, the RCSC will remain committed to resolve the deployment issues in the Civil Service and especially in Local Governments (LGs) as it is one of the key result areas identified in the plan for RCSC. Further, RCSC in its efforts to enhance the role of Parent Agency has initiated preparation of Transfer Guidelines, Competency Frameworks, Generic IWPs, Staffing Standards and SOPs. These frameworks and Standard Operating Procedures (SOPs) will enable Agencies and RCSC to fulfil the mandate of maintaining small, compact and efficient Civil Service.

The 12th FYP, Strategic Human Resource Development (SHRD) Plan for the Civil Service has been developed to build capabilities and capacities in areas of critical skills requirement. During the implementation of SHRD plan, the approach will be to ensure alignment of HR development needs based on Competency Frameworks for Occupational Groups and Sub Groups. This is expected to promote focused and rational investment in human resources towards enhancing professionalism and productivity in the Civil Service.

In order to build a robust Civil Service system, the Commission continues to strengthen the RCSC Secretariat to provide institutional memory and serve as a bridge between past, present and future Commissions. All routine functions and procedures of the Secretariat have been leaned for efficient service delivery and Standard Operating Protocols have been developed, thus ensuring systems are instituted. Further, a framework on delegated functions from the Commission to the HRC of the Secretariat and further down to the respective Divisions and Committees is being instituted to expedite service delivery. In the 12th FYP, the RCSC will continue to pursue its key mandates as reflected in its key result areas viz. 1) Civil Service Right-Sizing; 2) Enhancing efficiency & effectiveness of Civil Service; 3) Adequate deployment of civil servants in LGs; 4) Enhancing HR functions and services; 5) Enhancing public service delivery; 6) Strengthening meritocracy in the Civil Service; 7) Strengthening transparency, accountability & integrity culture; and 8) Enhancing and securing Civil Service information.

Within the RCSC Secretariat, the Commission is putting concerted efforts to build a Model Organisation i.e. growing, learning and caring. In building model organisation, the Commission firmly believes in competency development of the employees under Secretariat as they are critical behind the organisational success. Since feedback is important aspect of growth, the RCSC and its employees will remain committed to be open to constructive feedback.

The Commission will strive to create a strong, competent and responsive Civil Service that can be Bhutan's greatest source of competitiveness in a VUCA world. The Commission as an important public institution will continue to support enhancing public service delivery by championing the role of a unified Civil Service, not swayed by vested interests, and political influences but rather aligning its human resources and strategic vision towards the achievement of the national objectives of sovereignty, security and self-reliance. Further, the Commission remains committed to make the Civil Service and its institutions more transparent, accountable, meritocratic, and dynamic towards upholding the values and vision of the State for all time to come.

i. Representation of Commission in Boards/Committees and Lead Roles in Reforms

Commission Members	Boards/Committees/Key Reforms
Dasho Karma Tshiteem	Vice Chairperson, Royal Institute of Governance and Strategic Studies
	Member, Governing Board, The Royal Academy
	Member, Kidu Foundation
	Lead role in Leadership and Executive Development Programmes and reforming Bhutan Civil Service Systems (two of the key reforms besides overseeing all other reforms)
Lhendup Wangchu	Member, <i>Dzongkha</i> Development Commission
	Focal Commissioner for Civil Servants' Welfare Scheme (one of the key reforms)
Indraman Chhetri	Member, Tertiary Education Board
	Member, National HRD Committee
	Board Member, Royal Institute of Management
	Focal Commissioner for Organisational Development Exercise - (one of the key reforms)
Karma Hamu Dorjee	Chairperson, Nehru-Wangchuck Scholarship Award Committee
	Member, Governing Council, JSW School of Law
	Member, De-Suung Executive Council
	Focal Commissioner for Performance Management System - (one of the key reforms)
Kesang Deki	SAARC Nodal Officer
	Member, Bhutan Accreditation Council
	Member, Royal Education Council
	Member, Teacher Education Board
	Focal Commissioner for Organisational Development Exercise - (one of the key reforms)
	Board Member, NPPF
	Co-chair, Operating Committee on the Project for Human Resource Development Scholarship by Japanese Grant Aid

ii. Visits by the Commission

Name	Travel Date		Place/ Country	Purpose
	From	To		
Dasho Karma Tshiteem	19 June, 2018	25 June, 2018	Morocco	Attend the United Nations Public Service Forum and Award Ceremony
	07 May, 2018	10 May, 2018	Singapore	South Asia Championing and Visioning Process
	26 March, 2018	30 March, 2018	Canberra & Brisbane, Australia	Commission's Cordiality visit to Australia under Informal Learning Opportunity
	03 December, 2017	10 December, 2017	Korea	Symposium on "Building Effective, Accountable and Inclusive Institutions and Public Administration for Advancing the 2030 Agenda for Sustainable Development"
	11 September, 2017	17 September, 2017	Singapore	Attend Design Thinking Summit and Leaders Networking Forum for Public Service Sector in Asia
	29 August, 2017	7 September, 2017	Korea	Attend International Conference on Work and Happiness
Karma Hamu Dorjee	26 March, 2018	30 March, 2018	Canberra & Brisbane, Australia	Commission's Cordiality visit to Australia under Informal Learning Opportunity
	19 March, 2018	23 March, 2018	Thailand	Joint Review Meeting on Thailand-Bhutan Development Cooperation
Kesang Deki	19 March, 2018	23 March, 2018	Thailand	Joint Review Meeting on Thailand-Bhutan Development Cooperation
	4 December, 2017	15 December, 2017	Brisbane, Australia	Women in Leadership Development Programme

Name	Travel Date		Place/ Country	Purpose
	From	To		
Lhendup Wangchu	28 May, 2018	1 June, 2018	Singapore	Behavioural Insights and Public Policy at Lee Kuan Yew School of Public Policy
	26 March, 2018	30 March, 2018	Canberra & Brisbane, Australia	Commission's Cordiality visit to Australia under Informal Learning Opportunity
	19 March, 2018	23 March, 2018	Thailand	Joint Review Meeting on Thailand-Bhutan Development Corporation
Indraman Chhetri	7 June, 2018	9 June, 2018	Astana, Kazakhstan	Conference on Public Service Excellence in the Era of Sustainable Development Goals
	19 March, 2018	23 March, 2018	Singapore	Government in Business, Lee Kuan Yew School of Public Policy, Singapore
	23 October, 2017	1 Nov, 2017	Singapore	6 th Round Temasek Foundation International Government

iii. Meeting of the 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 hosted and organised the first meeting of the constitutional bodies upon appointment of the second Commission. It was held on 8 October, 2015 with the objective to strengthen areas of cooperation, resolve any issues internally, and find ways to support each other. Thereafter, the Constitutional Offices have been taking turn to host such meetings. During the reporting period, the fourth meeting was hosted by ACC on 22 September 2017 at the Conference hall of ACC. During the fourth meeting, His Majesty's concern on the need to ingrain sense of responsibility in every civil servant, issues related to civil servants involvement in major cases of fraud and misappropriations leaving for other countries and the need to restrain them, inconsistencies of administrative actions taken against officials in different Agencies, accountability of civil servants and integration of the anti-corruption agenda in the 12th FYP were discussed. The fifth Constitutional Offices meeting shall be hosted by the RCSC.

iv. Budget Summary for Fiscal Year 2017-18

The RCSC's total budget for the fiscal year (FY) 2017-18 was revised to Nu. 322.769 M from the approved budget of Nu. 260.939 M. The increase in the revised budget is attributed to additional and new supplementary budget incorporated during the year for activities such as Civil Service Reforms for Excellence in Public Service Delivery, Bhutan Civil Service Examination (BCSE), SHRD-II, Cost Sharing and other HRD Programmes. A major portion of the supplementary budget incorporated was under Government of India – Project Tied Assistance (Gol-PTA) Project for adjustment of prior-year advance.

RCSC continued implementing donor-funded projects during the year, namely the Gol-PTA towards professionalising Civil Service during for the 11th FYP and the Austrian Development Assistance (ADA) for reforms in Excellence in Public Service delivery. Of the total revised budget of Nu. 322.769 M, the Gol funded Nu. 159.817 M through Gol-PTA Project and Nehru-Wangchuck Scholarship Programme (NWSS), the Government of Austria funded Nu. 14.588 M through ADA Project, Nu.0.204 was spill over from SHRD-II funded by the Government of Netherlands and the SHRD-II accounts are finally closed. The Royal Government of Bhutan (RGoB) funding for the FY was Nu. 148.160 M.

As the Central Personnel Agency of the Royal Government, RCSC is mandated to look into the professional development and training needs of the entire Civil Service. During the year, a sum of Nu. 234.948 M was allocated entirely for this purpose while Nu. 10.059 M was allocated for the conduct of Bhutan Civil Service Examinations (BCSE). The operational budget for RCSC Secretariat was Nu. 77.762 M only.

The following tables provide the snapshot of the revised budget and expenditure for the FY 2017-18:

Table 1: Budget Summary [Nu. in Million (M)]

	Current	Capital	Total
Revised Budget	71.563	251.206	322.769*
Expenditure	58.984	227.149	286.134**

The budget utilisation status of current budget and capital budget was 82.422% and 90.423% respectively. The underutilisation was partially driven by delay in fund release for those projects funded by the Gol (Gol-PTA and NWSS Programme under HR Development), which constituted 49.514% of the total budget and partially from RGoB funded activities. However, the entire Gol-PTA fund committed for the 11th FYP has been fully released towards the end of May 2018 and these remaining funds and related activities will be implemented in the coming FY as spillover.

Table 2: Budget Summary by Activities (Nu. in M)

Activity code	Activity Name	Budget	Expenditure	% of Budget Utilised
1	Administration and Management Services	59.576	49.404	82.926
2	Human Resource Development Division	215.457	193.859	89.976
3	Policy & Planning Division	4.54	4.494	98.987
4	Bhutan Civil Service Examination Division	10.059	8.004	79.571
5	Management of Information Services Division	2.78	2.479	89.173
6	Human Resource Audit Division	0.711	0.711	100
7	Executive & Specialist Management Division	7.699	7.538	97.909
8	Legal Services	2.501	2.225	88.964
9	Civil Service Well-being Services	1.504	1.415	94.082
10	Human Resource Management Division	0.954	0.854	89.518
11	Management for Excellence (MaX)	2.4	2.4	100
12	Civil Service Reforms for Excellence in Public Service Delivery	14.588	12.751	87.407
	Total	322.769	286.134	88.65

Nu. 118.672 M was spent against the budget provision of Nu. 148.160 M under RGoB funding which works out to 80.097%.

Note:

* From the Revised Budget of Nu. 322.769 M, Nu. 23.885 M pertains to budget provided for adjustment of prior year advance for Gol-PTA Project and hence the total budget available for FY was Nu. 298.884 M only.

** The expenditure reported above are as per the records maintained in the Public Expenditure Management System (PEMS) and does not include the advances released to the Agencies as deposit works since the Agencies are yet to settle the advances. Transactions under Deposit Works will be reflected as expenditure in PEMS only when the Agencies submit the expenditure reports. Thus, the expenditure amount of Nu. 286.134 M reflected above does not include the outstanding Deposit Works advance of Nu. 0.444 M. Further, a sum of Nu. 0.508 M has been refunded as unutilised funds by the Agencies that settled their Deposit Works advances and are deposited into Government Non-Revenue Account.

During the year, the Royal Audit Authority (RAA) conducted audit of the LC account for FY 2015-16, GOI PTA and NWSS PLC Account till 30th June 2017 and ADA Project. The RAA cleared the books of accounts and no audit memo was issued for the period of audit. The Audit of LC account for the last two FYs is under consideration for Audit.

RCSC has two past unresolved audit memos, one pertaining to a MBBS graduate from AIIMS and the other on an inadmissible payment of tuition fees and stipend for a Royal University of Bhutan (RUB) lecturer, who discontinued the Masters course. These memos are reported in the Annual Report of RAA and RCSC has been directed to resolve it at the soonest. RCSC is pursuing the first audit memo vigorously with the candidate to return to the Country and serve as was the intention when the scholarship was awarded to him through Department of Adult and Higher Education (DAHE) and that refunding of the educational expenses is not purposeful in view of the critical shortages of Medical Doctors. The second memo is being followed-up by RUB to recover the inadmissible payments from the candidate and to refund the amount to RGoB.

v. Construction of new Offices to house RCSC Secretariat and other Offices

During the year, RCSC spearheaded the coordination and planning of the construction of offices outside *Tashichhodzong*, supported by Department of Engineering Services (DES), MoWHS for the project design works. The plan is to construct three rows of offices with a similar traditional look from the outside but with modern internal amenities, insulation and HVAC to ensure a conducive work space.

After several rounds of consultations with all stakeholders, including NLC, the project design & drawings are being finalised. The DES, MoWHS has prepared estimates and submitted the budget requirement for the *Tashichhodzong* Office construction to the GNHC for resource allocation in the 12th FYP. RCSC will continue to spearhead the coordination, while the DES, MoWHS will carry out the management and supervision of the construction.

vi. Implementation of Annual Performance Targets

In keeping with the GPMS, the RCSC like other Agencies has implemented the new framework of Annual Performance Target (APT). In support for GPMS system, the RCSC is the only Constitutional Office to be part of APT evaluation by the National Technical Committee (NTC), constituted by GNHC Secretariat. Further, the RCSC is represented by one of the Commissioners in High Power Committee (HPC), Director in APT Review Committee, and relevant officials in NTC, an important institutional arrangement to deliver the important mandate of GPMS.

During FY 2016-17, the RCSC scored 92.71% in its APT 2016-17 evaluation conducted by NTC. The RCSC also implemented GPMS linked MaX ModEx for FY 2016-17. In keeping with Agency Categorisation Framework, the Secretariat applied the ModEx and put its staff into the following performance categories; 2 (2 %) as outstanding, 11 (16%) as Very Good, followed by 49 (81%) and 1 (1%) as Good & Need Improvement respectively. The robust performance monitoring and evaluation system of the new system has enhanced the accountability of the core Divisions/Services to their annual performance targets. Further, the evaluation of Agency's performance by external institution has not only provided checks and balance but also improved performance and productivity to a large extent.

PART 1 - CIVIL SERVICE STATISTICS

1.1 Employee Compensation

Table 3 and Table 4 provide overall status of the Civil Service cost and employment. This highlights development at a national scale, which is important to monitor given the concerns of rapidly growing Civil Service. Included are some comparators (2010) for reference. Notwithstanding the differences in definition of the 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, Bhutan's compensation of employees as share of domestic revenue, at around 31%, is on the higher side. The fact that the share of Civil Service compensation now accounts for a little more than a third of domestic revenues raises fiscal sustainability concerns and thus will be monitored closely to keep it from growing further. Table 4 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 Employees*

Sl. No.	Compensation of Employees	2002-2003	2016-2017	2017-2018	IMF 2010*			
					Africa	Asia & Pacific	Low income	Middle income
1	Compensation of employees as share of total GDP	5.97%	7.55%	6.22%	8.15%	5.85%	6.10%	8.00%
2	Compensation of employees as share of total spending	17.63%	22.31%	18.50%	31.90%	26.85%	27.20%	29.70%
3	Compensation of employees as share of domestic revenue	36.64%	35.57%	31.11%	30.10%	25.30%	27.35%	27.10%

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

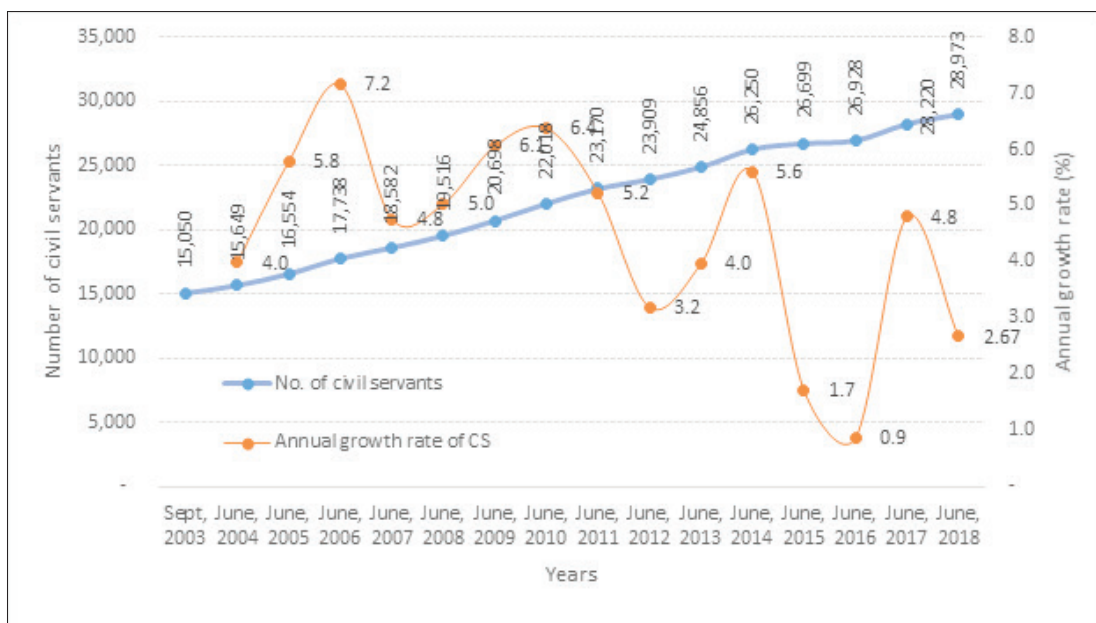
Table 4: *Employment and Wage Level*

Sl. No.	Employment	2002-2003	2016-2017	2017-2018
4	Government employment as percentage of private sector employment	71.32%	NA	35.16%
5	Government employment as percentage of total employment	6.78%	NA	8.35%
6	Government employment as percentage of population	2.40%	3.52%	3.94%
Wage Level				
7	Average Government wage as a share of competitor-private sector wages	NA	224.83%	165.57%
8	Average Government wage as a share of GDP per capita	154.97%	194.36%	164.94%
9	Ratio of the highest Government wage to the lowest (compression ratio)	6.89	6.42	6.42

1.2 Civil Service Staffing Trend

The strength of the Civil Service as on 30th June, 2018 was 28,973 comprising of 25,778 regular civil servants and 3,195 on contract.

Chart 1: *Civil Service staffing trend (2003-2018)*



The cumulative growth in the Civil Service strength as on 30th June, 2018 compared to the strength on 30th September, 2003 was 92.51%. The annual growth rate for the FY 2017-18 was 2.67% as compared to 4.80% in 2017, 0.86% in 2016, 1.71% in 2015, 5.61% in 2014, 3.96% in 2013, 3.19% in 2012 and 5.23% in 2011. The decrease in

the annual growth rate (2016) is attributed mainly due to freezing of recruitment for non-critical positions, rationalisation of Agencies including divisions and merger of positions to ensure optimum workload, and redeployment of staff from the existing stock of employees. The significant increase in June 2017 can be attributed to the inclusion of consolidated contract employees in the Civil Service and single window recruitment (to ensure strategic and systematic recruitment) which came effect from 1st of January 2017.

Table 5: *Composition of Civil Servants by Position Category*

Position Category	2003		June, 2017		June, 2018	
	Total	%	Total	%	Total	%
Executive and Specialist ¹	106	0.7	268	0.95	276	0.95
Professional and Management	4,513	29.99	13,693	48.52	13,889	47.94
Support and Supervisory	6,850	45.51	12,116	42.93	12,464	43.02
Operational	3,581	23.79	2,143	7.59	2,344	8.09
Total	15,050	100	28,220	100	28,973	100

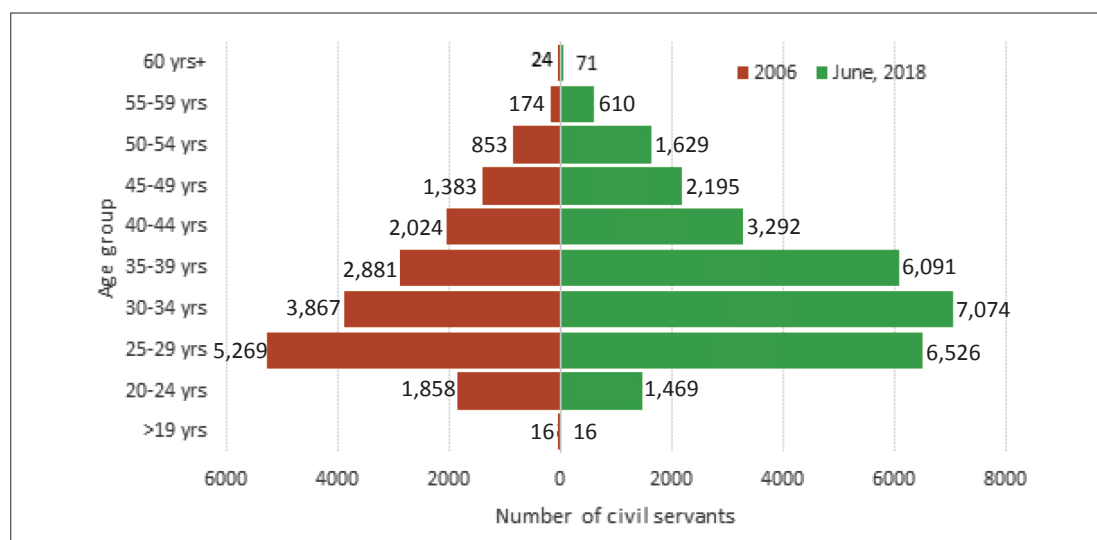
¹Includes Eminent Members of the National Council.

As on 30th June, 2018, of the total of 28,973 civil servants, PMC represents the largest group slightly less than 50% followed by SSC with 43% and OC with 8% while ESC represents only 1% of the total civil servants.

1.3 Age Profile of the Civil Service

The median age of civil servants is 34 as on 30th June 2018. Compared to 2006, the Civil Service has aged by eight years in 2018.

Chart 2: *Distribution of Civil Servants by Age Group*



1.4 Gender Profile of the Civil Service

The percentage of male civil servants is around 63.13% and that of female is 36.87%. Out of a total of 18,292 male civil servants, 243 are in ESC, 8,670 are in PMC, 7,444 are in SSC and 1,935 are in OC. From the total of 10,681 female civil servants, 33 are in ESC, 5,219 are in PMC, 5,020 are in SSC and 409 are in OC. Over the past years, the gender gap is closing fast. The number of females in the Civil Service in the past 20 years has almost quintupled from 2,180 to 10,681 or 16% to around 37% of the total civil servants today.

Chart 3: Civil Servants by Gender (1996 – 2018)

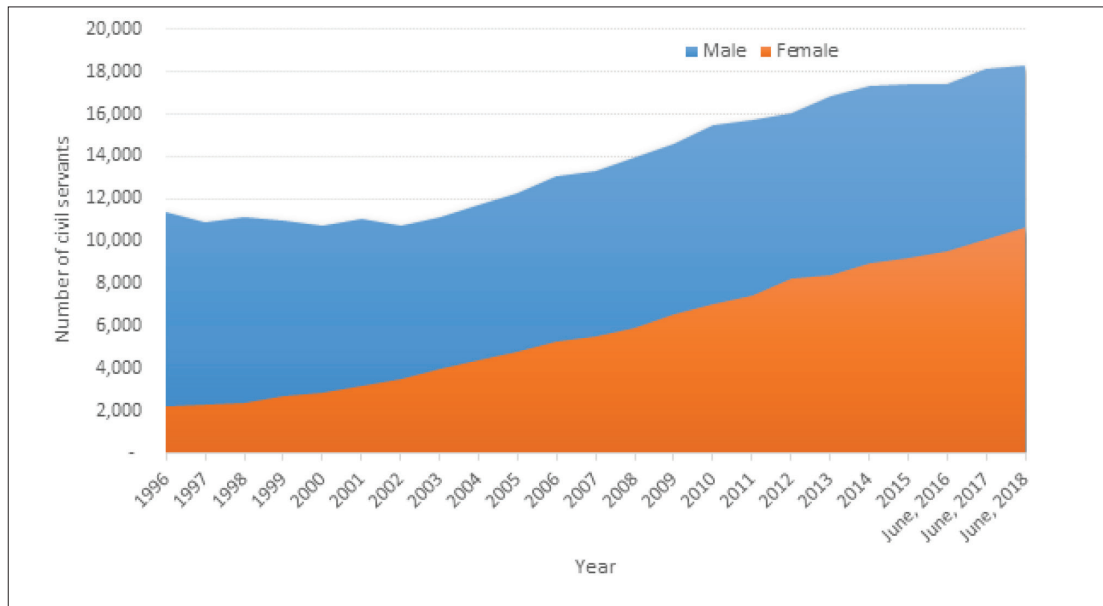


Table 6: Civil Servants by Gender and Age Groups

Age Group	2003	30 June, 2017		30 June, 2018			Total
	Total	Female	Male	Total	Female	Male	
19 yrs & Below	193	4	6	10	14	2	16
20 - 24 yrs	2,866	700	631	1,331	821	648	1,469
25 - 29 yrs	3,576	2,838	3,593	6,431	2,960	3,566	6,526
30 - 34 yrs	2,905	2,800	4,316	7,116	2,757	4,317	7,074
35 - 39 yrs	2,037	2,042	3,720	5,762	2,248	3,843	6,091
40 - 44 yrs	1,407	906	2,214	3,120	987	2,305	3,292
45 - 49 yrs	848	479	1,732	2,211	498	1,697	2,195
50 - 54 yrs	375	265	1,237	1,502	302	1,327	1,629
55 - 59 yrs	34	85	552	637	92	518	610
60+ yrs	7	7	93	100	2	69	71
Total	14,248	10,126	18,094	28,220	10,681	18,292	28,973

1.5 Age and Gender Profile of Executives/Specialists

There are a total of 276 civil servants in the ESC as on 30th June, 2018. Of the total, 152 are Executives (includes eminent members of the National Council) and 124 Specialists (Chart 4). ESC that provides leadership to the bureaucracy accounts for less than one percent of the total Civil Service strength. The Civil Service is not top heavy. On average, in other bureaucracies, the ESC accounts for around 3 – 5%.

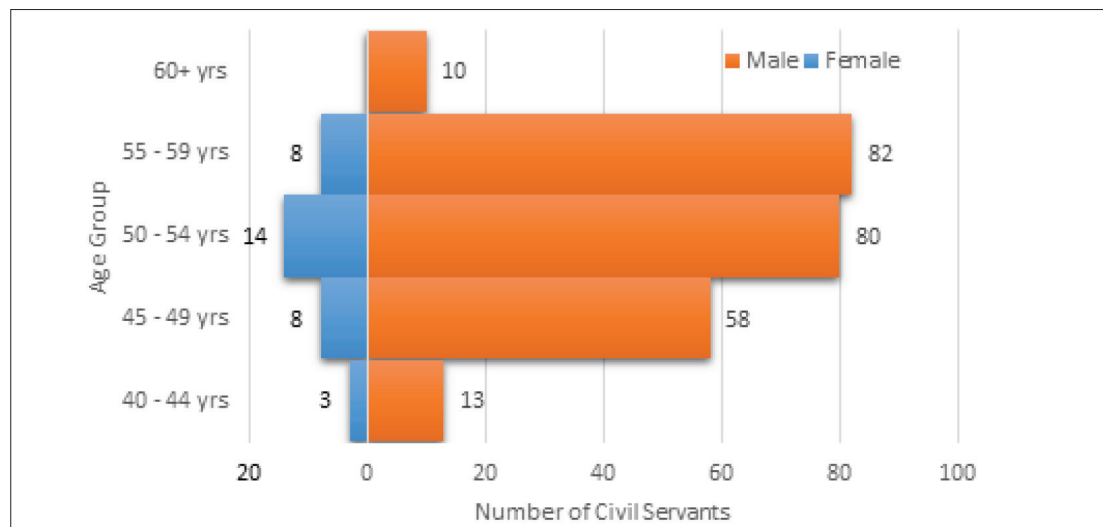
The average age of civil servants in ESC is 52 as on 30 June, 2018. The age ranged from 40 – 76 years. The majority of the Executives and Specialists are in the age group of 50- 54. There are 90 of them above the age of 55 which means that they would be superannuating in the next five years (Chart 5).

Chart 4: Gender profile for Executives/Specialists by Position Level



Note: No level: Eminent Members of the National Council

Chart 5: Age Group and Gender Profile for Executives/Specialists



There is a clear gender gap in the Executives/Specialists group. Female Executives/Specialists make up around 12% of the group. While the Commission recognises 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 level, which is the pool for the Executives/Specialists, is lower with females making up 29% within 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 37% in the Civil Service.

1.6 Length of Service

The present average length of years of service is 11 years. The average length of years of service by Position Category is as shown in the Table 7.

Table 7: *Length of Service*

Position Category	No. of civil servants	Average length of service (in years)
Executive and Specialist ¹	276	26
Professional and Management	13,889	10
Support and Supervisory	12,464	12
Operational	2,344	11
Total	28,973	

¹includes Eminent Members of the National Council

1.7 Civil Service by Location

With a total of 8,327 civil servants, Thimphu *Dzongkhag* has the highest number of civil servants followed by Chhukha with 2,116 and Sarpang with 1,875. Gasa *Dzongkhag* has the least number of 301 civil servants.

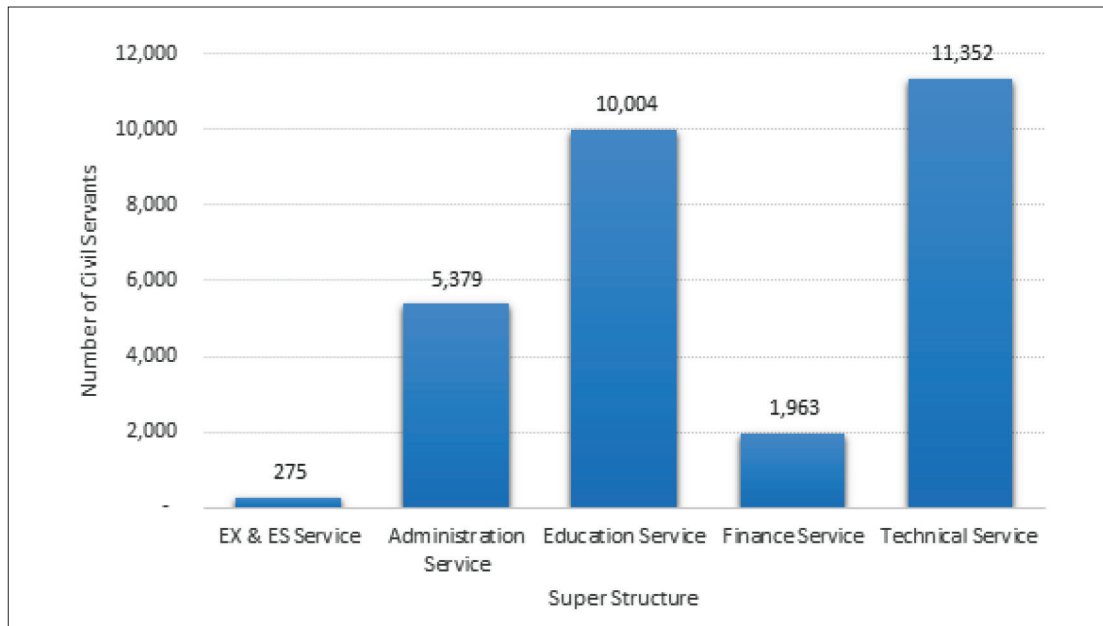
Table 10: Location spread of Civil Servants

Location	2017	2018				Grand Total
		Executives and Specialists ¹	Professional & Management	Supervisory & Support	Operational Staff	
Bumthang	929	4	390	488	96	978
Chhukha	2,055	5	1,030	920	161	2,116
Dagana	837	1	443	362	62	868
Gasa	286	1	106	175	19	301
Haa	439	2	237	205	35	479
Lhuntse	506	1	283	207	40	531
Monggar	1,426	4	708	751	118	1,581
Paro	1,415	10	734	771	113	1,628
Pemagatshel	750	1	418	328	52	799
Punakha	827	2	464	320	56	842
Samdrupjongkhar	1,262	2	584	632	97	1,315
Samtse	1,486	2	865	546	74	1,487
Sarpang	1,791	8	814	921	132	1,875
Thimphu	8,806	215	3,940	3,271	901	8,327
Trashigang	1,599	3	848	752	112	1,715
Trashiyantse	642	1	374	303	51	729
Trongsa	557		284	271	42	597
Tsirang	657	1	369	319	46	735
Wangdue Phodrang	1,089	3	564	520	53	1,140
Zhemgang	775	1	381	371	82	835
Outside Bhutan	86	9	53	31	2	95
Total	28,220	276	13,889	12,464	2,344	28,973

1.8 Civil Servants by Super Structure

Of the five Super Structures, the Technical Service has the highest number of civil servants with 11,352, followed by the Education Service with 10,004 and then the Administrative Service with 5,379. The Finance Service has 1,963 civil servants while the EX & ES Service has the least number with 275.

Chart 6: Civil Servants by Super Structure



Note: One Executive was in Stand Alone Position

1.9 Civil Servants by Major Occupational Group

Of the 19 Major Occupational Groups (MOG), the Education and Training Services Group has the largest number of civil servants with 9,343 while Arts, Culture & Literary has the lowest number with 78. As shown in Chart 8, Education & Training Services Group, Administration & Support Services Group and Medical Services Group together account for more than a half of total strength and has been primary driver of the Civil Service growth.

Chart 7: Annual Education & Training Services and Medical & Health Services Group as a Proportion of Total Annual Recruitment

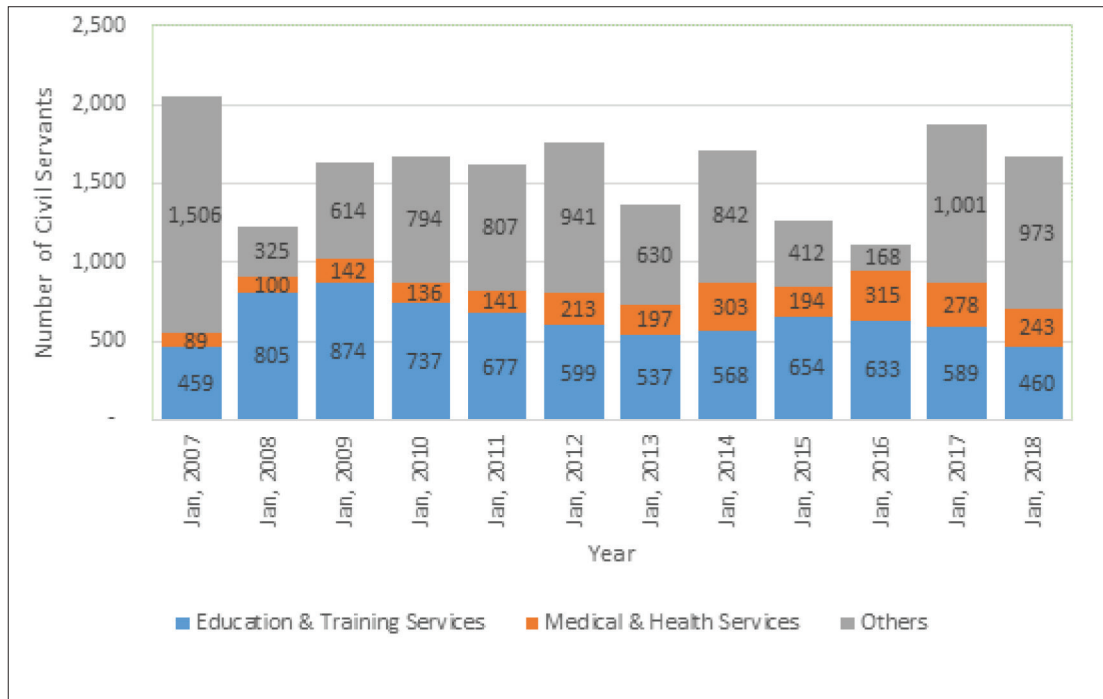
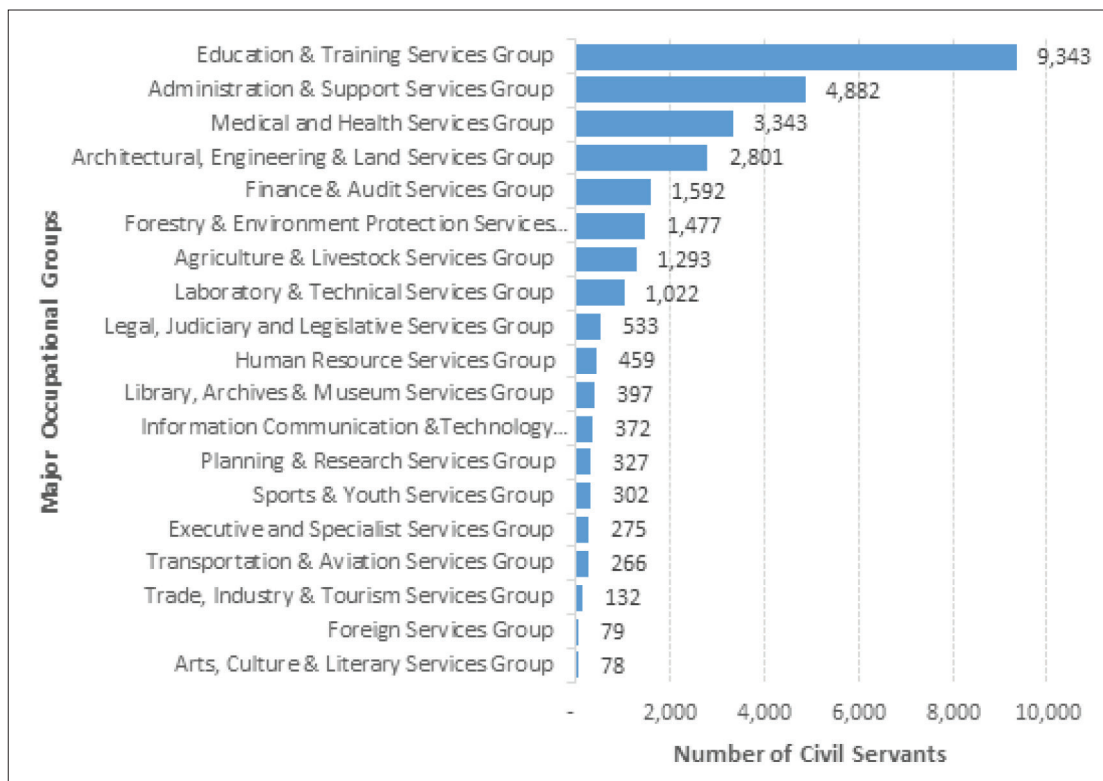


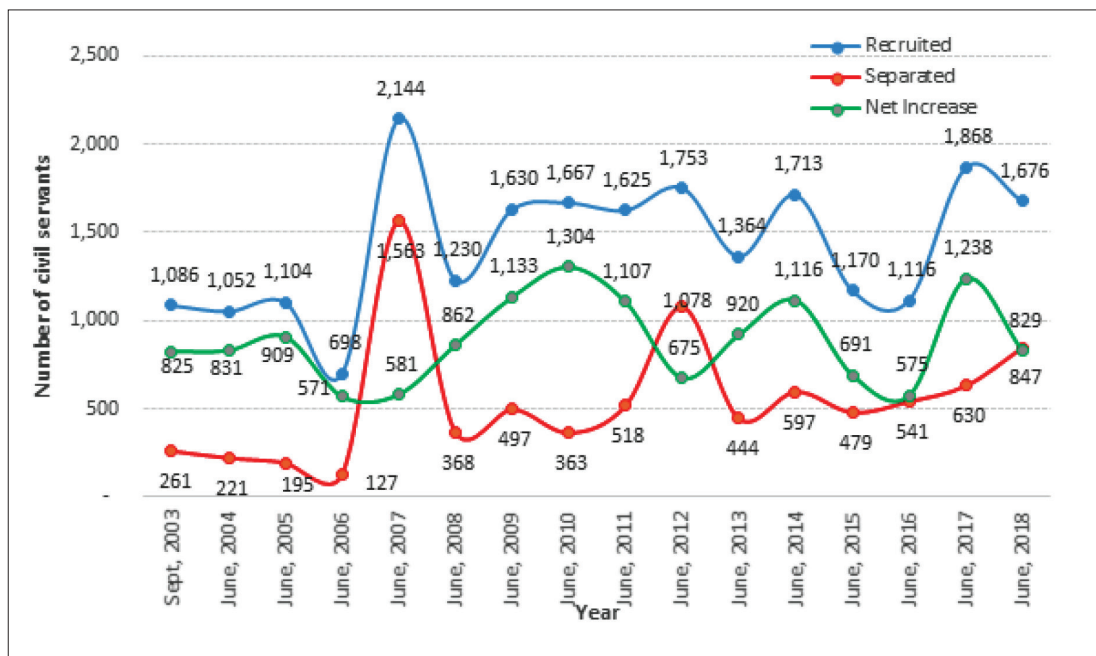
Chart 8: Civil Servants by MOG



1.10 Recruitment and Separation

During July 2017 to June 2018, a total of 1,676 civil servants were recruited while 847 were separated. There was a net increase of 830 civil servants.

Chart 9: Trends of Civil Servants Recruited, Separated and Net Increase



The annual growth rate of recruitment as on 30 June, 2018 is 10.28%. There was a decline in the growth rate of annual recruitment in June 2018 even with the constant demand of manpower from the Agencies. The reason can be attributed to the proper assessment of structure and staffing plan, and also no ad-hoc recruitment (bulk recruitment) like in 2017. As self-evident, there was a dramatic rise in growth rate of recruitment in June 2017. The reason for the increase in growth rate can be attributed to the inclusion of all consolidated contract employees and single window recruitment approach.

Table 11: Civil Servants Recruited and Separated by Gender

Position level	Recruitment			Separation		
	Female	Male	Total	Female	Male	Total
EX1					4	4
EX2		1	1		9	9
EX3					2	2
ES2		1	1		3	3
ES3					3	3
P1	1	5	6	7	66	73

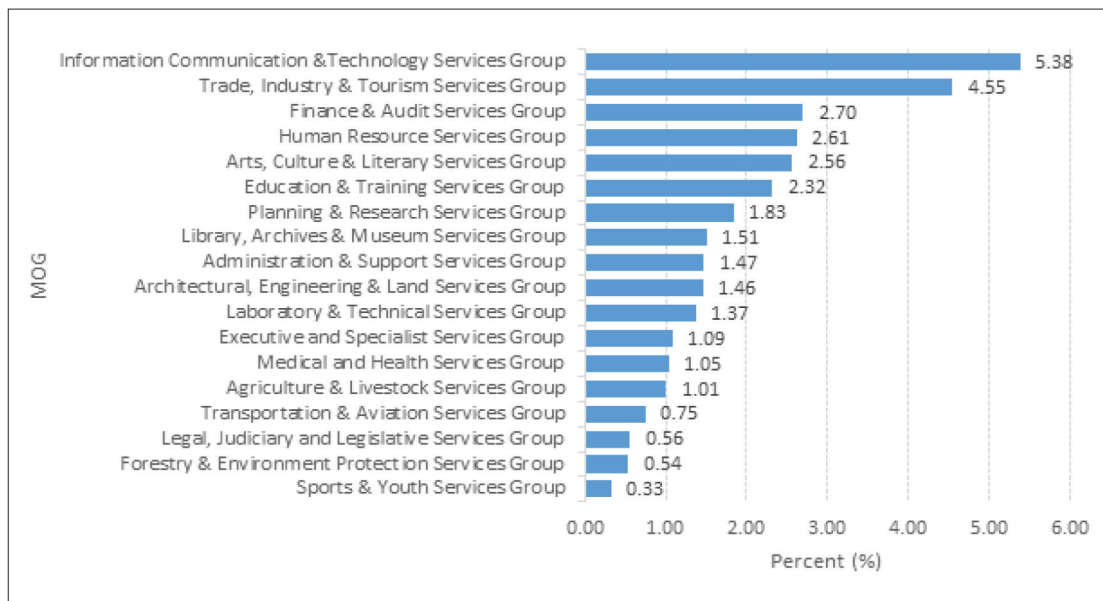
Position level	Recruitment			Separation		
	Female	Male	Total	Female	Male	Total
P2		1	1	16	50	66
P3		1	1	36	59	95
P4	96	140	236	44	40	84
P5	295	306	601	44	49	93
SS2				3	7	10
SS3				5	33	38
SS4				10	11	21
S1	41	55	96	20	40	60
S2	55	97	152	21	40	61
S3	12	21	33	9	16	25
S4				19	16	35
S5	172	174	346	24	42	66
O1		1	1	3	31	34
O2	25	13	38	4	11	15
O3	1		1	1	13	14
O4	22	140	162	2	34	36
Total	720	956	1,676	268	579	847

During the reporting period, females accounted for 42.95% of the total recruitment in the Civil Service. For every 10 females, 13 males were recruited. While the Commission recognises the gender gap issue, the recruitment in the Civil Service is completely based on meritocracy. On the other side, for every 10 female civil servants, 22 male civil servants were separated.

1.11 Extra-Ordinary Leave

A total of 504 civil servants availed Extra-Ordinary Leave (EOL) as on 30th June, 2018. Since this accounts for slightly less than two percent of the total, the popular perception that a large number of civil servants avail EOL appears to be unfounded. The RCSC accepts that civil servants will continue to avail EOL. Therefore, to address the disruption that accompanies it in a sector such as education, the RCSC has rationalised and made simpler the recruitment of substitute teachers. Although 217 civil servants under Education and Training Services group were on EOL, it constituted only 2.32% of the total civil servants of this MOG. On the other hand, 20 civil servants of the Information Communication & Technology Services Group availing EOL, constituted 5.38% of the total civil servants under this MOG. No civil servant had availed EOL under Foreign Services Group.

Chart 10: Percentage of Civil Servants on EOL by MOG



PART 2 - CIVIL SERVICE REFORMS - 'GOOD TO GREAT'

In consultation with the civil servants across the country, the Commission introduced reforms in five areas to take the Civil Service from one that is good, to one that is great. To ensure smooth implementation, the Commission made concerted efforts to manage the transition phase, which is critical to any reform process. The reforms have now been institutionalised and embedded into the system with the revised BCSR 2018 in force. However, it will take some time before positive impacts are visible while some changes have already led to positive outcomes. The following provide an update on the status of implementation of the five reforms.

2.1 Organisational Development Exercise-Right Sizing

2.1.1 Organisational Development Exercise Coverage

As of 30th June, 2018, the OD Exercise has been successfully completed in 48 Agencies: 10 Ministries; 14 Agencies; 20 *Dzongkhags*, and four *Thromdes*. Currently, the OD Exercise is ongoing in National Commission for Women and Children (NCWC) Secretariat. In consultation with the RCSC, the internal assessment and restructuring exercise (an abridged ODE) was conducted to rationalise human resource needs in the following autonomous Agencies:

1. Anti-Corruption Commission (ACC);
2. Office of the Attorney General (OAG);
3. Cabinet Secretariat (CS);
4. Dratshang Lhentshög (DL);
5. Bhutan Narcotic Control Agency (BNCA);
6. Royal Institute of Management (RIM); and
7. Bhutan InfoCom and Media Authority (BICMA).

Since ODE has been conducted in almost all bigger and complex Agencies, the Commission has no further plans to conduct the same in the remaining small Agencies unless necessary. Table 12 below shows the status of OD Exercise:

Table 12: Summary of OD Exercise Conducted

Sl. No	Agency	ODE is Completed	ODE is Undergoing	Total
1	Ministry	10	0	10
2	<i>Dzongkhag</i>	20	0	20
3	<i>Thromde</i>	4	0	4
4	Autonomous Agency	14	1	15*
	Total	48	1	49

* ACC, BAFRA, BICMA, BNCA, CS, DL, GNHC, JDWNRH, NEC, NLCS, NSB, OAG, RIM, TCB and NCWC

2.1.2 Status of Implementation of OD Recommendations (C1, C2 & C3)¹

The implementation of OD recommendations is progressing well in all OD completed Agencies including the recently completed OD Exercise in National Statistical Bureau. However, since the OD recommendations pertaining to structural changes including staffing proposal in Bhutan Agriculture and Food Regulatory Authority (BAFRA) required further validation, the implementation of the OD recommendations had been halted. The Commission asked BAFRA to maintain Daily Log of Activities (DLA) for a period of one year. Having completed one year, the Commission analysed the DLA and once again reviewed and rationalised the recommendations for implementation. As reported in the previous Annual Report, all OD recommendations related to structures (C3) as approved by the Cabinet have been implemented, except those which Government decided to be implemented only in the 12th FYP or after putting in place the appropriate legislations and amendments of relevant Acts. For effective implementation, the Commission is continuously monitoring the implementation of other non-structural OD recommendations (C1 & C2) which are within the purview of the RCSC/Agencies.

Table 13 provides a summary of the implementation of OD recommendations in 48 Agencies (10 Ministries, 14 Autonomous Agencies, 20 *Dzongkhags* and four *Thromdes*). Of the total of 48 OD completed Agencies, 737 (66%) were C1 recommendations while 346 (31%) and 40 (4%) were C2 and C3 recommendations respectively.

Table 13: Overall Summary of OD Recommendations

Number/Percentage	Category of recommendations (%)			Grand Total
	C1	C2	C3	
Number of recommendations	737	346	40	1,123
Percentage of recommendations	66%	31%	4%	100%

Of the total 1,123 OD recommendations, 67% of the recommendations have been already implemented while 23% of the recommendations are in progress (on track). From the figure, 10% of the recommendations covering mostly HR issues are implemented indirectly through strategic interventions such as Parent Agency Framework, Staffing Plan for 2020, HR Competency Framework, HR capacity development programmes, and BCSR 2018. Table 14 represents the summary of OD recommendations implemented.

¹C1 Recommendations relate to internal systems and processes of organisations that can be implemented by respective Agencies.

C2 Recommendations relate to procedures and systems that are cross-cutting in nature and therefore require bilateral and multilateral consultations among Agencies to resolve issues.

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

Table 14: Summary of OD Recommendations Implemented

Status of Implementation	Category of Recommendations						Grand Total	
	C1		C2		C3			
	No	%	No	%	No	%	No	%
Implemented	529	72%	186	54%	36	90%	751	67%
Uner Progress	141	19%	118	34%	0	0%	259	23%
Implemented Indirectly*	67	9%	42	12%	4	10%	113	10%
Grand Total	737	100%	346	100%	40	100%	1,123	100%

*Implemented through various HR interventions especially through BCSR 2018

As per the SOPs for implementation of OD recommendations, all C3 OD recommendations pertaining to creation, abolishment, up-gradation or alteration of organisational structures (departmental level and above) in Ministries and Autonomous Agencies as approved by the Cabinet have been implemented successfully. Detailed implementation status of the approved OD recommendations (C3) by Cabinet is presented in Annexure II.

During this reporting period, the focus was implementation of OD recommendations in LGs. In total, there were 297 OD recommendations from OD Exercise of 20 *Dzongkhags* and four *Thromdes* as presented in Annexure II. Of the total 297 recommendations, 249 were C1 recommendations while there were only 48 C2 recommendations. In LGs, 100% of the OD recommendations were implemented. The implementation of OD recommendations in LGs are also being monitored periodically.

An important outcome of the ODE is determination of need-based staffing. Since 11th FYP staffing is projected till 2020, the Commission is in the process of conducting staffing plan for 12th FYP including development of Staffing Framework and various HR standards. However, like in the 11th FYP staffing plan, a proper consultation will be done with all Agencies to determine and rationalise human resources need in the 12th FYP. The projected staffing till 2025 will be the main basis to arrive at 12th FYP Staffing. From the staffing projections till 2025, the Commission is more focused on maintaining ideal staffing size in PMC to ensure smooth career ladder and succession planning as PMC is critical pool for Executive Specialists and Executives. As reported in earlier Annual Report, the finalised staffing plan is made public and referred to determine pre-service HR Development, competency mapping and building other important recruitment tool.

2.1.3 OD Recommendations Dependent on Amendment/Enactment of Acts

The following three major OD recommendations were approved to be implemented only after revising the existing Acts or enactment of new ones:

1. Formation of Bhutan Qualifications Authority (BQA);
2. Renaming of Road Safety and Transport Authority (RSTA) - Ministry of

Information and Communications (MoIC) as Department of Surface Transport and placing it under Ministry of Works and Human Settlements (MoWHS); and

3. Delinking Mining Regulatory Function from the MoEA.

The RCSC continues to closely monitor the Agencies responsible for implementation of the above OD recommendations. From the implementation progress reports received, the DAHE, Ministry of Education (MoE) together with the Department of Occupational Standard (DoS), Ministry of Labour and Human Resources (MoLHR) are taking lead role in drafting the Bhutan Qualifications Authority Bill. Further, the RCSC will revisit the recommendation, pertaining to renaming of the RSTA and placing it under MoWHS, in light of discussions on Sustainable Transport Policy. The MoEA has also initiated the amendment of the Mines and Mineral Management Act 1995 for delinking the mining regulatory functions from MoEA.

2.1.4 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 synchronise diverse mandate of the MoEA leading to loss of focus on trade and industry sectors while on the other hand, such sectors forming part of the MoLHR, should lead to better alignment of the country's economic prospects and gainful employment.

2.1.5 OD Recommendations - Local Government Common Framework

The Human Settlement Sector, one of the two new sectors proposed under LGCF was approved by the Cabinet in its 149th *Lhengye Zhungsthog*, and was conveyed to RCSC via C-3/149/830 dated 12 January, 2018. The human settlement mandate has been segregated from the *Dzongkhag* Engineering Sector and a full-fledged Human Settlement Sector is established in all *Dzongkhags*.

The Ministry of Home and Cultural Affairs (MoHCA) has submitted the recommendation regarding the mandates of Local Government (LG) with respect to coordination issue between *Dzongkhag* Administration and Royal Bhutan Police and coordination between *Dzongkhags*, Central Agencies, Regional Offices, *Dzongkhag Tshogdue*, *Gewog Tshogde*, and *Thromde Tshogde* to the Cabinet, subsequent to the LGCF submitted by RCSC as part of the OD recommendation to the Cabinet. The Cabinet recently vide C-3/163/982 dated 12 July, 2018 approved the LGCF. The LGCF approved by the Cabinet is the LGCF recommended jointly by MoWHS and MoHCA.

The LGCF will bring about uniformity in the mandates, structures and reporting hierarchy of LGs.

2.1.6 Selected OD Recommendations Piloted

i. Dzongkhag Trade and Industry Offices (DTIOs)

In keeping with the objective of promoting decentralisation and taking public services closer to the people and creating greater synergy in the work of the *Dzongkhag* Administration, MoEA and RCSC piloted the setting up of *Dzongkhag* Trade and Industry Office in Trashiyangtse and Samtse *Dzongkhags* for a period of one year with effect from 1st March, 2017-28th February, 2018. Subsequently, a mid-year and a final review of the pilot experience was carried out. The review showed that the DTIOs had brought some services closer to the clients but on the other hand they were still required to visit other regional offices for other services. Further, the gap in providing lead on economic development in the *Dzongkhag* still remained unaddressed.

Based on the findings, MoEA submitted a proposal for post creation of an officer to spearhead the economic development in each *Dzongkhag*. The mandate of the Economic Development Officer (EDO) is to promote economic development by aligning and co-ordinating the *Dzongkhag's* development plans to promote business and employment. EDO will co-ordinate and facilitate the Priority Sector Lending programme and other business promotion schemes including tourism products and services. The first batch of 10 EDOs is being rolled out and their services can be availed shortly.

ii. ICT Cluster

One of the key findings of the OD report was the under utilisation of ICT personnel in *Dzongkhags*, *Thromdes* and Regional Offices. To address this, ICT clusters were piloted in Gelephu *Thromde* and Mongar *Dzongkhag* for a period of one year with effect from 1 October, 2016 to 1 November, 2017. During the review meeting on pilot ICT clusters with all the key stakeholders, the feedback from the ICT staff in the two clusters has been positive as they stated that they are engaged in their technical line of work and there is an increased learning and innovation in ICT. However, for Agencies receiving the ICT Cluster services, there were a few issues on timely service delivery. In order to address this, the DITT has developed a SOP detailing out the processes of: availing services of the cluster, timeline for service delivery, and protocol for communication. With this experience, it is agreed with all stakeholders that ICT cluster will be rolled out to all *Dzongkhags* and *Thromdes* in a phased manner beginning with Gelephu *Thromde* and Mongar *Dzongkhag*. The ICT Cluster will also provide ICT services to Agencies/institutions like schools, and standalone offices which previously did not have ICT personnel.

iii. Revenue Intelligence Unit (RIU) at Department of Revenue and Customs (DRC)

The Revenue Intelligence Unit was piloted in DRC, Ministry of Finance (MoF), with the objective to ensure minimal revenue leakage in terms of taxes and duties at all levels. It was piloted for a period of one year with effect from 27 December 2016 till December, 2017. The RCSC in consultation with DRC, MoF reviewed the piloted outcomes of RIU and upgraded it into a Division. The Commission is hopeful that RID can add value in finding ways to eradicate tax related issues as well as tax evasion.

2.1.7 Agencies Delinked

i. Delinking of Bhutan Health Trust Fund from the Civil Service

Bhutan Health Trust Fund (BHTF) was established under the Royal Charter 2000 towards promoting sustainability in the primary healthcare delivery. The BHTF attained the trigger target (USD24 M) for operationalisation of the fund in 2010 but began full operation in 2014 only. Since then, it has been playing a significant role in financing for essential drugs. In keeping with its Royal Charter, the BHTF was delinked from the Ministry of Health (MoH) vide the Cabinet Order No. C-3/92/169 dated 25 December, 2015.

Further, the RCSC received a proposal from BHTF to be delinked from the Civil Service in keeping with decision of BHTF Board which resolved to establish BHTF as a self-sustaining entity in keeping with the decision of a special meeting of the BHTF Management Board held on 19 July, 2017. Further, the RCSC also learnt that BHTF functioning as a self-sustaining entity delinked from the Civil Service is one of the conditions set by the Asian Development Bank for the release of a grant of USD 10 M. The Commission reviewed the proposal and in light of the Royal Charter supported the delinking. However, while deliberating on the delinking proposal of BHTF from the Civil Service, the Commission expressed concerns on the composition of the Board and proposed to include relevant professionals in the Board and the members should elect their chairperson as per the Royal Charter. These concerns and proposals were communicated to the the BHTF management. Further, the RCSC asked BHTF Secretariat to process for delinking of BHTF with the Cabinet.

2.2 Bhutan Civil Service System

2.2.1 Bhutan Civil Service Rules and Regulations

The BCSR 2018 was launched on 1st January 2018 and is effective from the launch date. The BCSR 2018 involved consultations with over 3,380 civil servants, not only civil servants serving in the Ministries and other central Agencies in Thimphu but also those in the 20 *Dzongkhags* and the four *Thromdes*. RCSC also received 680 online feedback from civil servants.

The five areas of reforms are captured in the BCSR 2018 in the form of regulations. In addition to the reforms, changes by way of improvements to existing rules and regulations have been made, where necessary. For instance, some of the key changes are:

1. BCSR 2018 has four new additional Chapters: Well-being Services, International Volunteer Programmes, Executive & Specialist and Human Resource Committee;
2. Civil servants shall sign the Civil Service Values and Conduct Form on appointment into the Civil Service;
3. Any communication relayed by a civil servant in support or opposition of a political party or a candidate shall be treated as political advertising and in direct violation of Civil Service Values and Conduct, if alleged and proven;
4. For any recruitment into Civil Service, a selected candidate shall submit drug test report prior to appointment;
5. Civil servants in sub-levels, including those on contract shall be entitled for allowance and benefits such as TA/DA, mileage, transportation charge of personal effects, house rent allowance and professional allowance pegged to the position;
6. Doing away with the rule limiting salary support to civil servants on long-term training (LTT) beyond 36 months but accompanied by a more stringent service obligation so that the RGoB also obtains a good return on its HR investment. There is no pro-rata basis for financial obligation;
7. A civil servant shall be eligible for leave (actual dates of travel and scheduled programme) to participate in open selection/interview, to appear BCSE, competition/LTT but shall not be entitled for TA/DA;
8. Medical leave is capped to maximum of 36 months for the entire service;
9. A civil servant shall not avail EOL for full-time employment and/or consultancy that conflicts with one's Civil Service roles and responsibilities or be employed by/for RGoB works and project;
10. All civil servants are required to submit the "Annual Performance Appraisal (IWP and Competency Behaviour)" through MaX online system;
11. The HRC of the Parent Agency are required to develop transfer guideline which is transparent, fair and aligned to the provision of the BCSR and shall be endorsed by RCSC;
12. Alternative Dispute Resolution (ADR) is introduced towards addressing employee misconduct/other related issues using method other than disciplinary inquiry. ADR in Civil Service can be in the form of Mediation, Counseling, Guidance, Training, and other related areas; and
13. A civil servant who has completed tenure as a Government Secretary prior to attaining superannuation age or when appointed as Member of Constitutional Office will be eligible for Early Retirement Scheme (ERS).

BCSR 2018 is expected to bring about greater transparency, professionalism and meritocracy in the Royal Civil Service and thereby, strengthening institutional capacity of RCSC and Agencies to address HR matters more effectively towards serving the *Tsa-Wa-Sum*.

The Commission faced challenges while implementing some of the revised provisions of BCSR like in the case of Section 16.6.3 (under note) of BCSR 2018 which states “for civil servants in sub-levels, allowance and benefits (such as TA/DA, mileage, transportation charge of personal effects, house rent allowance and professional allowance) shall be pegged to the position and not the salary”, wherein Ministry of Finance contested the provision and sought clarification from Office of the Attorney General. The Office of the Attorney General clarified that there is no inconsistency in the Pay Revision Notification 2014 and the BCSR 2018 on TA/DA. On House Rent Allowance (HRA), the OAG clarified that the Pay Revision Notification 2014 provides HRA at 20% of minimum salary, which is also based on “position” while the Section 16.6.3 of the BCSR 2018 provides for position based HRA. However, the OAG opines that position based is more consonance with policy for equal pay for work of equal value, therefore, requirement to pay 20% of the minimum of the revised pay scale fixed by the Parliament cannot be vitiated.

The RCSC and the ACC initiated to have an understanding that all cases pertaining to administrative in nature shall be forwarded to the RCSC.

Further, to support the Commission in the uniform interpretation of the BCSR 2018 and to provide timely clarification, the Commission formed “BCSR Committee” comprising members from RCSC (HRMD, HRAD and Legal Services), MoF and MoFA.

2.3 Succession Planning and Leadership Development

The sections relevant to the Executives and Specialists in the BCSR 2012 were spread across all Chapters and so was the HR Management and Development activities for this group. There was no focus on this critical group, until the establishment of Executive Management Division on September 14, 2014. Therefore, a separate dedicated Chapter (Chapter 26) on Executives and Specialists is included in the BCSR 2018, which covers Appointment, Promotion, Transfer and Separation for the Executives and Specialists. Further, the Division initially created to cater to Executives will also cater to the Specialists management and development, and accordingly the Division is renamed as the Executive and Specialist Management Division.

One of the critical findings for this reporting period was with regard to the Executives’ Leadership Feedback Score from the online system as it is the second year from its initial launch on 24 August, 2016. The Leadership Capability Framework (LCF) which describes what capabilities are required in a civil servant holding leadership position and the behavior that the leader must portray forms the basis for the online LFS. The comparative scores for 2015-16 and 2016-2017 are shown in Chart below.

Chart 11: Average Score by Position Level

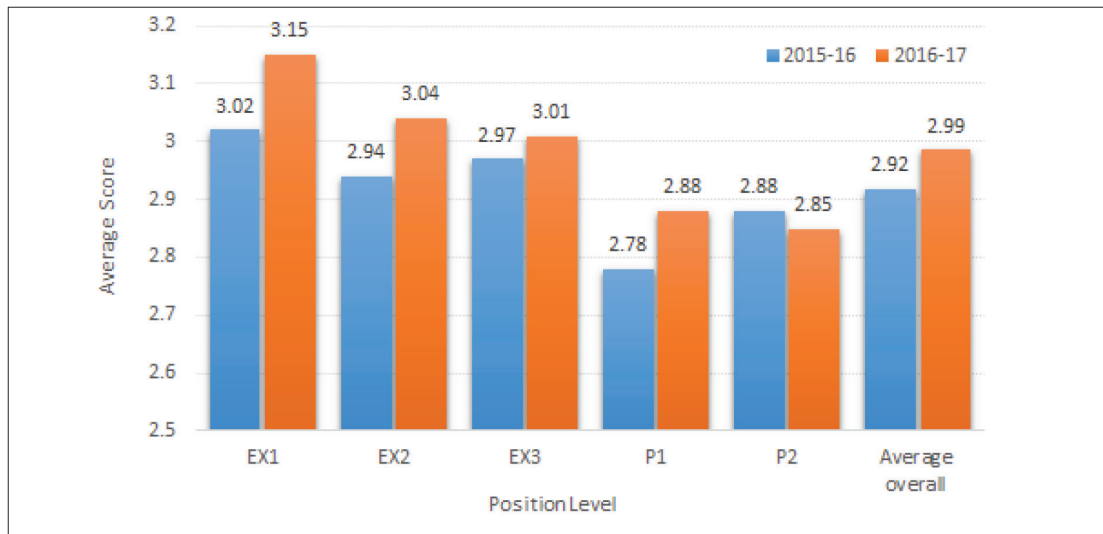
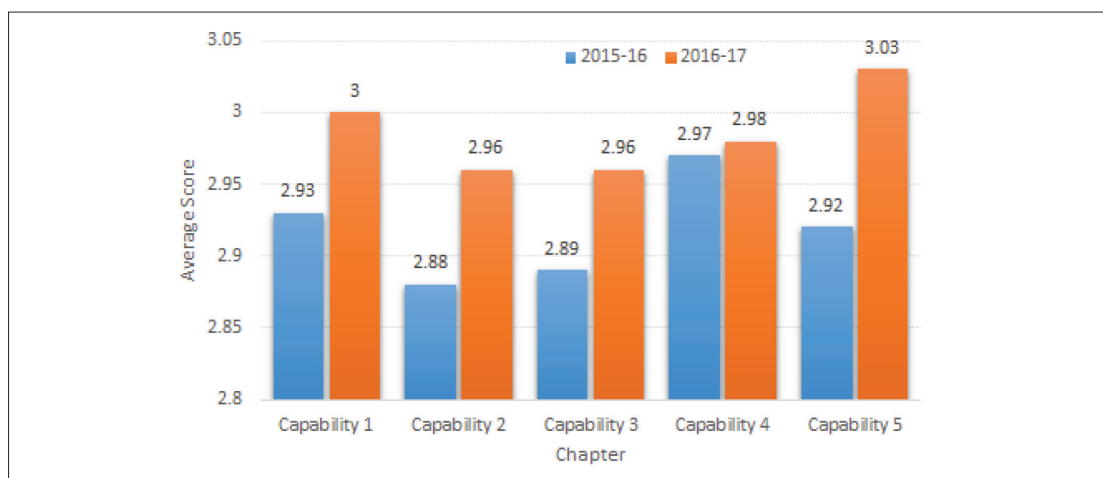


Chart 12: Average Score by Five Leadership Capabilities



[Capability 1, Ability to Shape Strategic View, Capability 2: Ability to Achieve Result, Capability 3, Ability to Cultivate Productive Working Relationship, Capability 4, Ability to Exemplify Personal Drive, and Capability 5: Ability to Communicate Effectively]

Out of 155 Executives in the Civil Service, 139 Executives received online feedback with the following distribution of scores.

Table 15: Distribution of Online Feedback Scores of Executives

Score scale	Number of Executives
3.00-4.00 [outstanding]	81
2.00-2.99 [Very good]	57
1.00-1.99 [Good]	1
<.99 [Needs improvement]	0

For the FY 2016-17, the Agency scores was used as the quantitative aspect of performance for P1 and above. A Chief of Division aspiring to sit for open competitive selection for the Executive position should score a minimum of “Very Good” to be eligible for shortlisting. Only one candidate was not shortlisted based on this criterion during the reporting period.

Structured conversation based on LFS Scores between Executives and Chiefs of Divisions is also introduced.

The LFS is based on the LCF which is made up of the five leadership capabilities and the 82 behavior indicators. One of the key objectives for introducing the LFS is to foster a culture of providing and receiving feedback through a formal channel, based on the wisdom that the only way to keep learning and growing is to be open and responsive to feedback. The LFS, which complements the qualitative assessment of the performance of Chief of Divisions and Executives through the MaX, will ensure that Civil Service institutions do not only deliver results but are able to sustain such performance into the future by helping to strengthen esprit-de-corp and engagement. The LFS was launched with effect from 24 August, 2016 and as of now, LFS scores of the past two FYs, 2015-16 and 2016-17, have been collected. While the response to the LFS in terms of compliance and providing it has been good, the real benefits of the system will accrue when it is used as an instrument of change for positive development of individuals through periodic discussions of the scores and identification of strengths and weaknesses. Therefore, in order to meet the true purpose of the LFS, which is to ensure that civil servants in positions of leadership receive feedback from their subordinates, peers and superiors and more importantly, hold discussions at least once a year around the LFS, the Commission during its 129th Commission Meeting held on 17 April, 2018 directed that Executives should schedule sessions on Leadership Feedback Scores as the reference for structured conversation between the Executives, and between the Executives and the Chief of Divisions. Towards this end, Executives will now be able to view their own LFS as well as the LFS of Executives/Division Chiefs reporting to them. The structured conversation based on the LFS score will be an annual event. Every year, after the deadline for providing feedback is closed, respective Agencies will have to schedule the discussion session for each Executive/Chief of Division individually.

All civil servants involved in this activity, whether as providers of feedback or discussants are to look upon feedback as a positive mechanism to improve the ability of civil servants in positions of leadership, and thereby meeting the aspirations of the King, Country and People. Feedback is critical to learning and growing for continuous improvement and the best antidote against complacency. Recommended guide for the structured conversation was also developed and shared.

In addition, the Commission deliberated on the issue of lack of clarity as well as adequacy of perks and entitlement of the Executives. This was discussed during the bilateral meeting with MoF held on April 11, 2018. The same was also raised repeatedly by the Executives and Specialists during forums such as the Executive

Forums and Executive Roundtable as well as informally. Since then, the Commission noted that, there is currently no clarity/uniformity on the perks and benefits, from pool vehicles to travel class, etc. Therefore, as an effort to put all these together and also to ensure that such perks and benefits are provided in a systematic manner, the Commission directed Executives and Specialists Management Division (ESMD) to write to the Ministry of Finance to share whatever it has in terms of perks & benefits for individuals or for Heads of Agencies, such as pool vehicles, along with the relevant rules, regulations or executive orders. The RCSC is currently liaising with the MoF and will work on developing a comprehensive proposal on Executive and Specialist entitlements and submit to competent authority for review and approval.

2.3.1 Executives and Specialists Management

As part of Executive HR Development initiatives, the initiatives are reported as ex-country and in-country leadership programmes.

2.3.1.1 Ex-country Leadership Development Programmes

A total of 36 executives were sent for ex-country training, which is 26.28% from the total executives eligible for training. The ex-country leadership programmes are implemented with the assistance from the Australia Awards, Austrian Development Cooperation and RGoB. The Executive & Specialist Management Division endeavours to find highly relevant and reputed courses that can benefit the RGoB.

During this reporting period, the following eight ex-country Leadership Development Programmes were implemented.

i. Strategic Leadership and Foresight, Civil Service College, Singapore, Singapore Cooperation Programme scheduled from 14-18 August, 2018

The course on Strategic Leadership and Foresight, Civil Service College was organised by the Singapore Cooperation Programme from August 14-18, 2018. Wangchuk Thaye, Executive Secretary, Phuentsholing Thromde attended the course. Other than airfare, all other costs were borne by the Singapore Government.

ii. High Impact leadership, IE Business School, Madrid, Spain scheduled 29 November - 1 December, 2017

As the Commission identifies only the top-notch institutions for ex-country Leadership Training, IE Business School, Madrid, Spain was identified and the following four Executives were sent to attend a course on High Impact Leadership Scheduled from November 29-December 1, 2017.

1. Jambay Wangchuk, *Dzongdag, Dzongkhag Administration, Lhuentse*
2. Tenzin Thinley, *Dzongdag, Dzongkhag Administration, Paro*
3. Thuji Tshering, *Dzongdag, Dzongkhag Administration, Trashiyangtse*
4. Harka Singh Tamang, *Dzongkhag Administration, Trashiyangtse*

The training expenses were covered under the Austrian Development Cooperation support.

iii. Women in Leadership Development Programme (WELDP) SCA AAS, 4-15 December, 2017

Considering the need to build capacity of the Leaders in the Civil Service and limited RGoB fund, the Commission explored probability of support for short-term course from the Australia Awards Scholarship. Accordingly, based on the concept paper submitted by ESMD, support for 16 Executives for Leadership Development Programme in Australia was approved by the Australian Government.

A team of nine Executives and seven Chiefs of Divisions led by the Commissioner Kesang Deki attended the course on Women in Leadership Development Programme (WELDP) SCA AAS scheduled from 4-15 December, 2017. The course required at least 80% to be female participants. As of now, there are only 13 females at the Executive positions and therefore, the Commission nominated seven females from the P1 pool to attend the course as an initiative to groom female managers for the Executive positions. List of Executives and Chiefs of Divisions who attended the course is attached as per Annexure III.

iv. Temasek Foundational International Health Care Executives, 15-19 January, 2018

Considering the criticality of improving health services, the RCSC has put in concerted efforts to groom specialists holding management positions to enhance service delivery in hospitals. Therefore, as an opportunity to enhance their leadership capabilities, the following health official attended the forum entitled “Temasek Foundation International Health Care Executives” from 15-19 January, 2018:

1. Dr. Ugen Dophu, Secretary, Ministry of Health
2. Dr. Gosar Pemba, Medical Superintendent, Jigme Dorji Wangchuck National Referral Hospital
3. Dr. Tapas Gurung, Medical Superintendent, Gelephu Central Regional Referral Hospital
4. Pelden Wangchuk, Medical Superintendent, Mongar Regional Referral Hospital

The training expenses were covered under the support of the Austrian Development Cooperation Project.

v. Government in Business, Lee Kuan Yew School of Public Policy, Singapore, 19-23 March, 2018

Government in Business is one of the new cutting edge courses for Executives holding leadership positions which aims at creating awareness on the changing roles of public sector and the need to come up with proactive public policies by Executives to manage the emerging public issues effectively. The course was organised by Lee Kuan Yew School of Public Policy, Singapore from 19 to 23 March, 2018 and was attended by the following Executives and led by Commissioner Indraman Chhetri, RCSC:

1. Lobzang Dorji, Director, Cabinet Secretariat
2. Karma Wangchuk, Director, Department of Air Transport, Ministry of Information and Communications
3. Dawala, Director General, Department of National Properties, Ministry of Finance

vi. Public Service: 2030 and Beyond, April 9-13, 2018

The Public Service: 2030 and Beyond was timely for RCSC in preparing its 12th FYP, given its relevance. Therefore, Tashi Pem, Director, RCSC attended the course on Public Service: 2030 and Beyond scheduled from 9-13 April, 2018 under the Singapore Cooperation Programme organised by the UNDP. The cost of of airfare was covered under the RGoB.

vii. Behavioral Insights and Public Policy at Lee Kuan Yew School of Public Policy from May 28 to June 1, 2018

The course on Behavioral Insights and Public Policy at Lee Kuan Yew School of Public Policy under the RGoB funding was attended by the following Executives led by Commissioner Lhendup Wangchuk from May 28 to June 1, 2018:

1. Chekey Gyeltshen, *Dzongdag, Dzongkhag* Administration, Trashigang
2. Phuntsho, *Dzongdag, Dzongkhag* Administration, Pemagatshel
3. Tharchin Lhendup, *Dzongdag, Dzongkhag* Administration, Samdrup Jongkhar

viii. Capacity Building for Local Activation through Gangwon Province's Saemaul Udong" organised by the Korean International Cooperation Agency (KOICA) from 21 June to 7 July, 2018

The newly appointed *Dzongdags*: Passang Dorji, *Dzongdag, Dzongkhag* Administration, Bumthang and Dorji Tshering, *Dzongdag, Dzongkhag* Administration, Thimphu attended the training on "Capacity Building for Local Activation through Gangwon Province's Saemaul Udong" organised by the Korean International Cooperation Agency (KOICA) from 21 June to 7 July, 2018. The additional costs were covered under the Austrian Development Cooperation support.

2.3.1.2 In-Country Leadership Development Programme

i. Bhutan Executive Services Training

Bhutan Executive Services Training (BEST-6) was scheduled from 5 February to 10 March, 2018. BEST-6 incorporated a new component this year on Search Inside Yourself – Mindfulness & Emotional Intelligence. The programme provided a broad understanding of the neuroscience supporting mindfulness and emotional intelligence and explored emotional intelligence capacities such as self-awareness, self-regulation, motivation, empathy and leadership, punctuated by several practical exercises. The two-day programme was originally developed at Google with the core objective of improving focus, empathy and resilience to harness a team's full potential. Feedback received from the participants were positive. The list of Executives and Specialists who attended BEST -6 is attached as Annexure IV.

ii. Executive Forum (ExFo)

The Executive Forum this year was scheduled from January 22-23 and 25-26, 2018. The theme adopted for this year Forum was "Civil Service Leadership" and was attended by 43 Executives, the largest participation to date, indicating Executives' realisation on the purpose of the Executive forum and the value it adds in networking and solving issues of common interest collaboratively.

The agenda discussed in the Forum were Apolitical Civil Service, Government Performance Management System, learning from the implementation of MaX framework and way forward, Leadership Feedback Score, eGov, and open feedback sessions. During the ExFo, it was noted that the challenges and apprehensions Executives had during the initial period were addressed and any additional concerns were sorted through the experience sharing amongst the Executives themselves. One of the key outputs of ExFo 2018 is that the Agencies led by the concerned Executives are required to prepare a standard presentation on their respective organisations.

iii. Executive Roundtable (ERT)

As the objective of the Executive Roundtable is to provide similar platform like the ExFo for the Executives who are second tier in their Agencies, agenda similar to ExFo was used for discussions. The Executive & Specialist Management Division, RCSC organised one-day Executive Roundtable 2018 at the Chuniding Resort, Serbithang. The Executive Roundtable was attended by 46 Executives. The areas discussed covered Leadership Feedback System score, Executive's role in APA/APT, learning from the first ModEx, Competency Framework, role of Executives in HRC and key changes in BCSR 2018.

2.3.1.3 Executives Promoted, Appointed and Separated

i. Executives Appointed

1. Chencho Norbu, Secretary for National Environment Commission is appointed as the Secretary for the Ministry of Works and Human Settlement with effect from 23 April, 2018
2. Dorji Tshering, Director for Department of Occupational Standards, Ministry of Labour and Human Resources is appointed as the *Dzongdag, Dzongkhag* Administration, Thimphu with effect from 23 April, 2018
3. Pasang Dorji, Executive Secretary for Thimphu *Thromde* is appointed as the *Dzongdag, Dzongkhag* Administration, Bumthang with effect from 23 April, 2018
4. Phub Tshering, *Dzongdag, Dzongkhag* Administration, Bumthang is appointed as the Consul General, Royal Bhutanese Embassy, Guwahati with effect from 15 February, 2018

ii. Executives Appointed through Open Competition

Table 16: *Appointment of Executives through Open Competition*

Sl. No	Name	Position Title	Position Level	Agency	Date of Appointment
1	Kinley Gyeltshen	Director	EX3 A	Office of the Director, Directorate Services, Ministry of Education	15-Sep-17
2	Karma Dupchuk	Director	EX3 A	Department of Engineering Services, Ministry of Works & Human Settlement	15-Sep-17
3	Norbu Wangchuk	Director	EX3 A	Department of Technical Education, Ministry of Labour & Human Resources	1-Dec-17
4	Tougay Choedup	Executive Secretary	EX3 A	Office of the Executive Secretary, Samdrupjongkhar <i>Thromde</i>	1-Dec-17
5	Tenzin Rondel Wangchuk	Director	EX3 A	Department of Multilateral Affairs, Ministry of Foreign Affairs	15-Jan-18
6	Karma Dupchu	Director	EX3 A	National Centre for Hydrology and Meteorology	15-Jan-18

iii. Executives Transferred with/without Promotion

Table 17: Transfer of Executives with/without Promotion

Sl. No	Name	Position Title	Position Level	Agency	Transfer Effective Date
1	Doma Tshering	Ambassador (III)	EX3 A	Ministry of Foreign Affairs, PMB, NY	1-Sep-17
2	Kinley Wangdi	Director	EX3 A	Directorate, Ministry of Foreign Affairs	1-Aug-17
3	Pema L. Dorji	Dy. Permanent Representative	EX3 A	Department of Immigration, Ministry of Home & Cultural Affairs	15-Jul-17
4	Tenzin	Director	EX3 A	Department of Roads, Ministry of Works & Human Settlement	1-Jul-17
5	Kunzang Choden Namgyel	Ambassador (II)	EX2 A	Department of Protocol, Ministry of Foreign Affairs	15-Aug-17
6	Sonam Dawa	Director General	EX2 A	Department of Medical and Health Infrastructure, Ministry of Health	1-Sept- 17; Transferred with promotion
7	Karma Tsering	Director General	EX2 A	Department of Disaster Management, Ministry of Home & Cultural Affairs	1-Sept- 17; Transferred with promotion

iv. Executives Separated

a. Superannuation

1. Chhador Wangdi, Director/EX3 A, Department of Disaster Management, Ministry of Home & Cultural Affairs superannuated with effect from 23 July, 2017
2. Yeshey Dorji, Former Secretary, MoFA/EX1 A, interim-transfer with RCSC superannuated with effect from 15 August, 2017

b. Voluntary Separation

1. Dr. Ugyen Tshewang, Director General, Office of the Consumer Protection, Ministry of Economic Affairs under the Early Retirement Scheme with effect from 1 November, 2017

2. Tshewang Rinzin, *Dzongdag, Dzongkhag* Administration under the Early Retirement Scheme with effect from 15 January, 2018
2. Dr. Phuntsho Namgyel, Director, Interim transfer with RCSC under the Early Retirement Scheme with effect from 1 April, 2018
4. Kinzang Wangdi, Cabinet Secretary, Cabinet Secretariat with effect from 28 April, 2018
5. Lungten Dorji, Director General, Department Local Governance, Ministry of Home & Cultural Affairs under Early Retirement Scheme with effect from 15 May, 2018
6. Harka Singh Tamang, *Dzongdag, Dzongkhag* Administration, Zhemgang under the Early Retirement Scheme with effect from 1 June, 2018
7. Sonam Rinchen Dzongdag, *Dzongkhag* Administration, Trongsa under Early Retirement Scheme with effect from 1 June, 2018
8. Dorji Norbu, Director General, National Library and Archives Division under the Early Retirement Scheme, Ministry of Home and Cultural Affairs with effect from 1 June, 2018

c. Other type of Separation

As per Section 20.3.2.1.(e) of Chapter 20 on Separation, BCSR 2018, Ngawang Pem, *Dzongdag, Dzongkhag* Administration, Tsirang, was separated under the Early Retirement Scheme upon appointment as the Commissioner for Anti-Corruption Commission with effect from 23 April, 2018.

2.3.1.4 Specialists

i. Specialists Promoted

Table 18: *Promotion of Specialists*

SL. No	Name/EID/PT/PL/Agency	Promoted to Position Title/Level
July 1, 2017 Promotion		
1	Jambay Gyeltshen (9801088), Programme Director (P1 A) NFFDP, Bumthang, DoL, MoAF	Specialist III/ES3A
2	Dr. Ratna Bdr Gurung (9603028), Principal Livestock Health Officer (P1 A) NCAH, Serbithang, DoL, MoAF	Specialist III/ES3 A
3	Lhap Dorji (9901076), Programme Director (P1 A), RDC Wengkhar, DoA, MoAF	Specialist III/ ES3 A
4	Kesang Tshomo (9604100), Principal Agriculture Officer (P1 A), National Organic Program, Semtokha, DoA, MoAF	Specialist III/ES3 A
5	Dr. Thinley (8408020), Specialist II (ES2 A), NPPC, Semtokha, DoA, MoAF	Specialist I/ ES1 A

SL. No	Name/EID/PT/PL/Agency	Promoted to Position Title/Level
6	Karma Nidup (9901024), Sr. Lecturer(P1 A) Dept. of Information and Communication Technology, RIM	Specialist III/ES3 A
7	Dr. Karma Tobgyel (9304063), Specialist III (ES3 A) Dental, Dept. of Clinical Services, JDWNRH	Specialist II/ES2 A
8	Jigme Yangtse (9006014), Principal I (P1 A), Jigme Sherubling Central School, Trashigang <i>Dzongkhag</i>	Principal/ES3 A
9	Sonam Chhogyel (9208106) Principal I (P1 A) Gongzim Ugyen Dorji Higher Secondary School, <i>Dzongkhag</i> Administration, Haa	Principal/ES3 A
January 1, 2018 Promotion		
1	Dr. Vijay Raika (9411039), Principal Livestock Health Officer (P1 A), NCAH Serbithang, Department of Livestock, Ministry of Agriculture & Forests	Specialist III/ES3 A
2	Dungtsho Ugyen Wangchuk (9901030), Drungtsho Tsho- zin, National Traditional Medicines Hospital, Department of Traditional Medicine Services, Ministry of Health	Specialist III/ES3 A
3	Palden Tshering (9011034), Head (P1 A), Jigme Wangchuck Power Training Institute, Dekiling, MoLHR	Specialist III/ES3 A
4	Ichharam Dulal (8404056), Specialist III (ES3 A), Dept. of Engineering Services, MoWHS	Specialist II/ES2 A
5	Dr. Tashi Dendup Wangdi (9801017), Specialist III(ES3 A), Surgery, Department of Clinical Services, Jigme Dorji Wangchuck National Referral Hospital	Specialist II/ES2 A
6	Dr. Tez Kumari Sharma(8810047), Specialist ES3 A (Dermatologist), Jigme Dorji Wangchuck National Referral Hospital	Specialist II/ES2 A
7	Pem Tshewang (8709054), Chief HR Officer (P1 A), Civil Service Examination Division, Royal Civil Service Commission	Specialist III/ES3 A

ii. Specialists Separated

a. Superannuation

1. Sangay Tenzin, Specialist III/ES3 A, Secondary School Examinations Division, Bhutan Council for School Examination and Assessment with effect from 4 March, 2018

b. Voluntary Resignation

1. Dr. Phurb Dorji, Specialist II/ES2 A (Gynecologist), Jigme Dorji Wangchuck National Referral Hospital with effect from 31 December, 2017
2. Bhim Raj, Specialist III/ES3 A, DAMC, Ministry of Agriculture & Forests with effect from 1 April, 2017

2.3.1.5 Chiefs of Divisions/P1A recruited through Open-Competition between July 2017-June 2018

During this period, 38 P1 (Chiefs) were recruited through Open Competition across the Civil Service. Comparing recruitment against all superstructure groups, Administration Service has the maximum Chiefs recruitment followed by Finance Service. Towards fairer, faster, better and cheaper service delivery, RCSC has initiated paperless endorsement of selection results. Instead of sending documents in hard copies, Agencies can email the copies of required documents for RCSC's endorsement, process in CSIS and get instant response from the RCSC.

Until recently, the ESMD guided the Agencies during recruitment and selection of Chiefs, however, most Agencies are now able to carry out the entire recruitment and selection processes on their own. For those Agencies where there is no HR Officer, the ESMD assists the Agencies to shortlist the candidates and conduct interview.

One of the key challenges while recruiting Chiefs is making positions in all Agencies equally attractive, so that the pool for Chiefs are equally competent. Some positions in Agencies do not get applicants, limiting the competent pool for such important recruitments, as the P1 are the pool for the Executive Positions. However, to ensure proper succession planning, positions at P2 is now being opened for open competition for positions where there are no applicants despite announcing it twice, so that there is a pipeline of people who can be groomed for P1.

i. P1 Broad Banded Promotion

Table 19: P1 Broad Banded Promotion

Sl. No	Name/EID/PT/PL/Agency	Promoted Position Title/Level
1	Karma Jurmi (9208031), <i>Drungpa</i> (P2 A), Dorokha <i>Dungkhag</i> , Samtse <i>Dzongkhag</i>	Sr. <i>Drungpa</i> (P1A)
2	Tashi Gyeltshen (9208036), <i>Drungpa</i> (P2 A), Lhamoy Zingkha <i>Dungkhag</i> , Dagana <i>Dzongkhag</i>	Sr. <i>Drungpa</i> (P1A)
3	Phurba Wangdi (9407148), <i>Dzongrab</i> (P2 A), Haa <i>Dzongkhag</i>	Sr. <i>Dzongrab</i> (P1A)

2.4 Managing for Excellence - Performance Management System

Over the past three years, RCSC has been implementing the new PMS activities in a phased manner to ensure smooth transition to the new system. The groundwork for MaX rollout such as piloting, upscaling to all Agencies, familiarising, and training civil servants on the system have been carried out. During this reporting period, the activities carried out under this reform are summarised as follows:

1. Operationalisation of MaX Online System;
2. Final mock ModEx in Schools;
3. ModEx rolled out; and
4. Roll out of MaX in the Civil Service.

2.4.1 Operationalisation of Managing for Excellence Online System

The MaX Online system was developed to facilitate monitoring of the Individual Work Plans (IWP), generate data for decision making and ensure discipline and adherence to timelines in planning, review and evaluation of performance. For the FY 2016-17, since the MaX Online system was introduced for the first time, the RCSC made it optional for civil servants to submit the IWP online or offline. However, starting from FY 2017-18, it was made mandatory for all civil servants to submit their performance appraisal through online. Accordingly, RCSC issued a notification on 31st July, 2017 informing the civil servants to submit the Performance Appraisal (IWP) in the MaX Online system failing which IWP online will be considered as inactive for that appraisal period. Submission of IWP online has initiated greater discipline in developing IWP in the beginning of the financial/academic year (as opposed to the earlier system where most of the civil servants submit their Performance Appraisal forms for the last three years together just before the due date for promotion). A total of 22,588 civil servants have submitted their Performance Appraisals through the MaX Online System.

The civil servants in Operational Category (OC) are not required to submit the Performance Appraisal Form in the MaX Online system. However, they have a separate Performance Appraisal Form which is submitted in hard copy.

2.4.1.1 Moderation Exercise (ModEx)

A key feature of MaX is the ModEx “the ranking/rating of civil servants into different performer categories based on the Agency Categorisation Framework (ACF)”. It is conducted by a Moderation Committee formed in their respective Departments/Agencies/Dzongkhags/Thromdes and schools in line with the provision prescribed in the MaX Manual 2018.

2.4.2 Final Mock Moderation Exercise in Schools

A series of consultative meetings with the relevant stakeholders were held in the FY 2016-17 to finalise the ModEx for schools. In consultation with the Ministry of Education, the schools are clustered based on Teacher Resource Centres (TRCs).

In collaboration with the Education Monitoring Division, the Department of School and Education, MoE, the RCSC conducted the final mock ModEx in TRCs from August - November 2017 to familiarise all the civil servants and Moderation Committee members in schools on the mechanics of ModEx. The final mock ModEx was conducted in all 60 TRCs. A total of 1,037 civil servants comprising of Chief DEOs, DEOs, School Principals, and few teachers attended the final mock ModEx. The participants generally responded positively on the MaX system.

2.4.3 Moderation Exercise Rolled Out

While the last effort of the ModEx remained to be implemented during the FY 2017-18 to fully institutionalise the MaX reform in the Civil Service, the RCSC has taken a strong step ahead to implement the new system. The outcome and benefits of the Moderation is reported below.

2.4.3.1 First Moderation Exercise of Ministries/Dzongkhags/Thromdes and Autonomous Agencies

In order to implement the new element into the system, as reported in the Annual Report of 2016-17, the RCSC has conducted a round each of mock Moderation with the Moderation Committee members, sharing the concept, process, roles and criteria for the conduct of the real ModEx. With this wide coverage of the mock exercise, the first live ModEx for the 10 Ministries, 20 *Dzongkhags*, four *Thromdes* and 23 Autonomous Agencies (of the 36 Agencies, 13 are exempted from ModEx) was conducted successfully in the month of October 2017.

The ModEx conducted in October 2017 was for the performance rating of employees for the performance period of 2016-17. Therefore, the distribution of employees into different performer categories was based on the achievement of the Agency's Annual Performance/Targets of FY 2016-17.

A total of 12,483 civil servants were moderated (excluding employees of 13 Autonomous Agencies under Schedule A of Max Manual and all OC Level) by 105 Moderation Committees formed across the Agencies. The distribution of civil servants into a different performer categories is shown in the Chart 13.

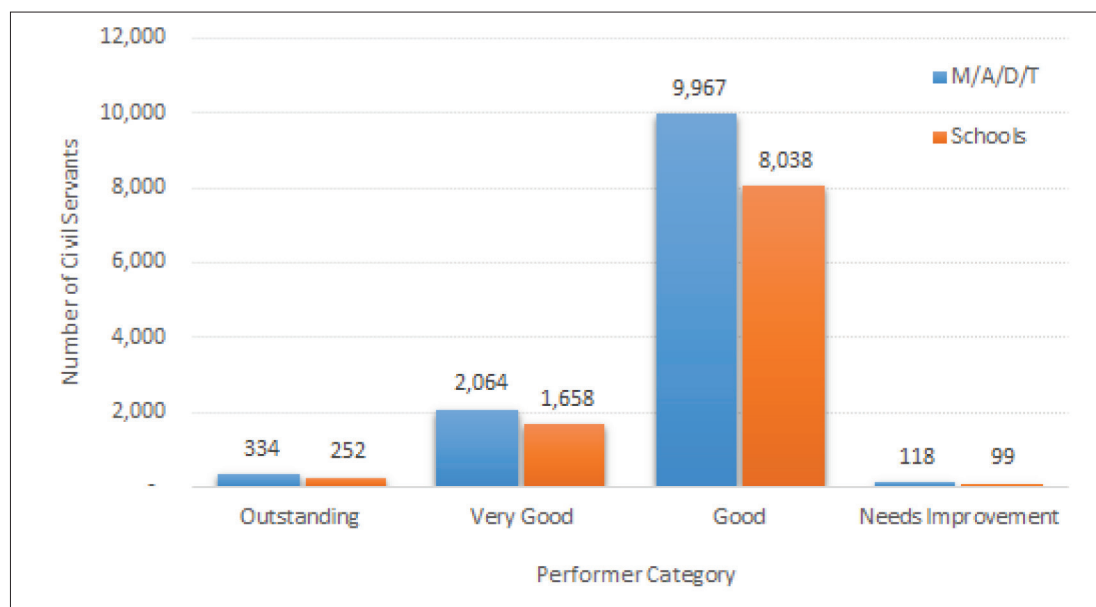
A total of 334 employees were identified in outstanding Category of which 221 were from PMC and 113 from SSC. Although, as per the framework, 338 employees should be identified in this category, some Agencies have stringently assessed their staff owing to which the numbers of outstanding employees are less. Such results seems to indicate that management of these Agencies are clear on their performance standards and do not rank their staff into outstanding category without a strong basis. A total of 118 employees were identified in Need Improvement (NI) Category of which 92 were from SSC and 26 from PMC, including an employee on contract. Although, as per the framework, 114 were required to be identified under NI, one employee each from DoAT, MoIC, MoE and two employees from Paro *Dzongkhag* Administration were

identified, beyond the requirement of the system. This indicates good management practices in such Agencies as they are able to take difficult decisions in the interest of the organisations.

2.4.3.2 First Moderation Exercise of Schools

From the total of 10,047 employees moderated by 60 Moderation Committees across the Schools based on the School Cluster of Teachers Resource Center policy, the employees, as per their Agency’s performance, were distributed as follows:

Chart 13: Distribution of Civil Servants into a Different Performer Categories



Note: M/A/D/T : Ministries/Agencies/Dzongkhags/Thromdes

A total of 252 employees were identified in Outstanding Category while a total of 99 employees in Need Improvement category.

2.4.4 Appeals on the Moderation Exercise Results

A total of seven appeals cases were received by the RCSC, against the decision of the Moderation Committee of the Agencies.

The RCSC reviewed the cases and accordingly upheld the decisions of the Moderation Committee and HR Committee of respective Agencies based on the following ground:

1. The distribution of employees under four performer categories has been done as per the ACF and TRC PMS score;
2. The Moderation Committee has developed a set of criteria for the ModEx and the assessment is done against each criterion based on individual performance; and

3. The RCSC reviewed the cases and found that all Agencies have followed the sets of principles and procedures as required by MaX Manual while conducting ModEx.

2.4.5 Performance Improvement Plan

In line with the performance scores of all the Government Agencies assessed by National Technical Committee, 217 civil servants were identified under the need improvement performance category by Agencies based on the outcome of the ModEx. The following are some of the most common reasons for identifying employees under need improvement category:

1. Disciplinary ground;
2. Irregular attendance;
3. Negligence of official duty;
4. Failure to perform basic job responsibilities;
5. Non-submission of the individual work plan;
6. Low score in core competency leading to poor performance; and
7. Mismatch of skills and job responsibilities leading to poor performance.

In order to help employees improve their performance, the respective Agencies have implemented the performance improvement plan like attaching them with performing civil servants in their Agencies as mentees while those with disciplinary grounds are sanctioned reprimand letters. Agencies have also provided basic skills development training for those NI category employees who lack knowledge and skills leading to poor performance. Those who are identified under NI because of mismatch of skills and job responsibilities are re-deployed in relevant organisations.

2.4.6 Challenges

As expected with introduction of a new system and more so with a change that directly makes every individual civil servant accountable, there was resistance to change. This was evident from the news coverage in both main media and social media. Some civil servants who are mostly from teaching sector have raised concerns on the new system. However, given the nature and extent of changes this system imposes on the Civil Service, the push back was far less than expected, in part due to numerous efforts made to communicate why these changes were necessary.

Instituting good performances management practices where hardly conversations on performances were held in the past and the performance management system was seen as perfunctory, is a big challenge. It requires concerted efforts and commitment of the executives supported by a series of skilling and capacity building interventions to bring about a performance culture necessary to uphold meritocracy.

On the operational front, poor network accessibility in the remote schools, has been a hindrance to access and use of the MaX Online system.

2.5 Civil Service Well-being

The present Commission established the Well-being Services to ensure that the civil servants of Bhutan are taken proper care so that civil servants become more engaged and motivated to serve and secure the country's future. The Well-being Services has initiated and institutionalised three broad interventions for civil servants' well-being. The three interventions are subsumed under: i) Civil Service Support Desk, ii) Civil Service Retirement Services, and iii) Civil Servant's Welfare Scheme.

2.5.1 Civil Service Support Desk

The Civil Service Support Desk (CSSD) is an avenue for the civil servants to raise the non-HR related issues and concerns in the workplace. It is also to facilitate counseling and mentoring services, redress all kinds of workplace discrimination, and promote health of the civil servants.

2.5.2.1 Counseling Services

Under the CSSD, the RCSC received issues concerning individual civil servants at the workplace. During this reporting period, there were five cases of chronic alcoholic abuse that underwent full detoxification course at JDWNRH. Of the five cases, one has voluntarily resigned after detoxification, three are at the rehabilitation centre and one has successfully completed the rehabilitation course and is now serving the Agency. There was also one drug case that was sent to detoxification followed by rehabilitation and reinstatement in the office.

CSSD has also facilitated two civil servants to get their transfer to Thimphu as they were diagnosed to be suffering from mental health issues with suicidal ideation. They are now placed in Thimphu and are under medication and observation.

2.5.1.2 Mentoring Services

Mentoring is a professional relationship in which a mentor assists mentee in developing specific skills and knowledge that will enhance the professional and personal growth. RCSC has initiated the Future Leaders Mentoring Programme (FLMP) to guide the development of young civil servants early in their career. The FLMP was launched in March 2017 with four mentors and 32 mentees. All four mentors are retired Government Secretaries and the mentees are the top ranking employees from the recruits of 2016 and 2017. The first FLMP began in March, 2017 and formally ended in February, 2018. The conduct of the first FLMP was evaluated and the feedback on the FLMP was very positive thus indicating that the programme has not only improved their performance at work but also helped them to grow professionally and personally.

The FLMP framework was also reviewed and based on the recommendations, the Commission decided to select the mentees from the young civil servants with 2-3 years of work experience with high "development readiness". The Commission also

agreed on assigning only 5 mentees to each mentor to make the mentoring more effective. The 2nd FLMP will begin from July, 2018.

Further, to ensure that the new employees do not experience any kind of anxiety on the first day of the job, the RCSC has also developed standard General Induction Programme for new recruits to be implemented in all the Agencies. The standard General Induction Programme was presented to all the HR Officers for strict compliance.

2.5.1.3 Workplace Discrimination Redressal

In this reporting period, CSSD did not receive a single case on workplace discrimination. However, as part of the NCWC requirement, all HR Officers have been sensitised on Sexual Harassment at workplace and now every Agency has an internal framework within the organisation to deal with all kind of gender issues at workplace. RCSC has also issued a notification on assigning legal officers in the *Dzongkhags* as gender focal.

2.5.2 Civil Service Retirement Services

It is important for the RCSC to take care of its civil servants right from entry to superannuation and beyond to attract the best & the brightest and motivate them to contribute fully to the *Tsa-Wa-Sum*.

2.5.2.1 Standard Operational Procedures for Exit Management

One of the components of this reform process is the creation of a proper Exit Management (EM). The EM needs to be streamlined in order to make the separation process a graceful and dignified event in the final stage of a civil servant's professional life. Therefore, RCSC has developed a SOP to guide the Human Resource Division and facilitate the superannuating civil servants to process the retirement benefits on time and gracefully retire from the service.

2.5.2.2 Retirement Planning

In this reporting period, the RCSC organised three rounds of Retirement Planning Workshops (RPW) for the civil servants who have 10 or less years to superannuate. The workshops were conducted in Thimphu, Gelephu, and Trashigang. The workshops were attended by a total of 177 civil servants from different position levels and covered the following topics:

1. Emotional and psychological impact of superannuation;
2. Common ailments during old age;
3. Experience sharing by retired civil servants;
4. Mindful thinking;
5. Calculation of pension and other retirement benefits;
6. Tax Policies;
7. Financial Planning; and

8. Volunteerism.

The workshops were well received by the participants and based on the feedback, the programme on financial planning and mindful thinking were rated as the two most resourceful and important topics. The outcome of the workshops is that more number of civil servants were seen visiting RICBL and NPPF enquiring about the various financial products.

2.5.2.3 Engagement of Retired Civil Servants

Given the superannuation age of 60 years and less, many retired civil servants still want to take active part in nation building. It is a valuable resource that needs to be tapped. Therefore, RCSC has used the services of the retired civil servants in the Retirement Planning Workshops, as mentors, as BCSE interview panelists, and also engaged them in calligraphy works to script the dedicated service awards. The RCSC will continue to find ways and means to tap this reservoir of resources.

2.5.3 Civil Servants’ Welfare Scheme

Civil Servants’ Welfare Scheme is a type of insurance scheme supported solely by the civil servants. Through the scheme, the RCSC has developed a sense of fraternity among the civil servants to help each other during the most critical time in life i.e., death.

Table 20: Details of Membership of Civil Servants Welfare Scheme

Sl. No.	Membership Type	Total
1	Active Members	22, 626
2	Free lifetime members	185
3	Opt out and Non-respondents	1242

Table 22: Details of Status of Claims as on 30 June, 2018

Sl. No.	Claimed for	No. of deaths
1	CSWS members	116
2	Free lifetime members	2
3	Dependents	1,058
	Total	1,176

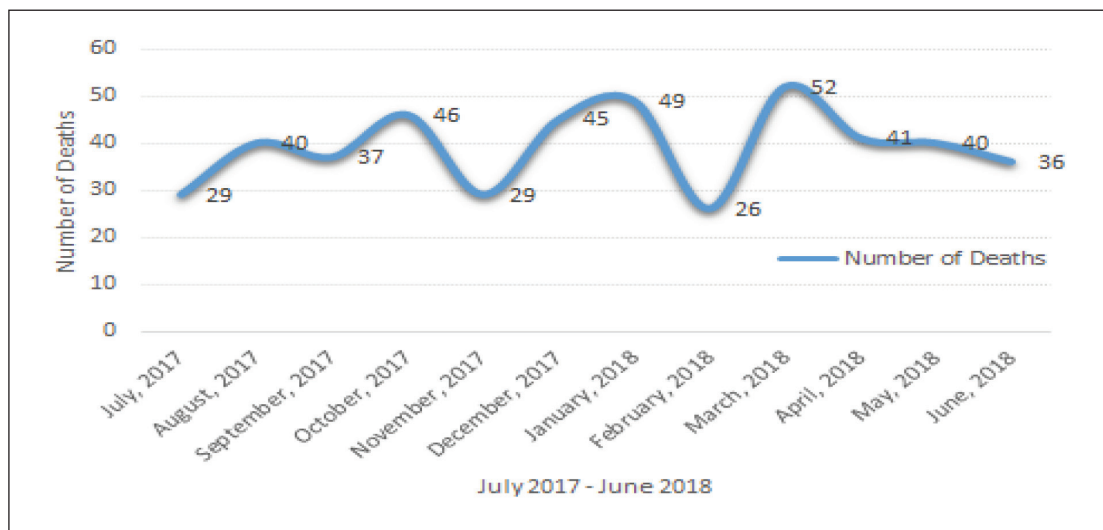
Table 21: Details of Civil Servants Welfare Scheme Fund Status as on 30 June, 2018

Sl. No.	Particulars	Amount (Nu)
1	Fund contribution	111,040,100.00
2	Interest Generated	5,309,581.03
3	Payout	45,830,000.00
4	Refund	510,969.10

Table 23: Number of Death of Dependents as on 30 June, 2018

Sl. No.	Relationship with Dependent	No. of deaths
1	Father	533
2	Mother	394
3	Child	82
4	Spouse	49
	Total	1,058

Chart 14: Number of Monthly Deaths in 2017-2018



In order to ensure greater transparency of the Scheme, the RAA has audited RICBL who is the financial partner of the RCSC in managing the fund of the CSWS in the month of June, 2018. The MoU with the RICBL is for three years and will expire on November 9, 2018.

2.5.3.1 CSWS Fund Management Committee (CSWS FMC)

CSWS is a self-help scheme ‘of, for and by’ the civil servants wherein the members remit a fixed monthly contribution as security coverage for his/her family members against death for a benefit, as defined in the Bye law. Since the membership is compulsory for all civil servants, the fund is expected to grow every year as fresh recruits join the Civil Service. But it is evident from the experience of the last two years of operation that the total payout attributed to 43% of the total collection which is significant portion of the annual corpus going as benefit for the families of the bereaved civil servants. While it is heartening to learn that the Scheme has benefitted the civil servants immensely, the WS must also think of ways and means to grow the Scheme so that it is sustainable and continuously benefits civil servants.

However, with the annual increase in the number retired civil servants, who are free members to the scheme, a drastic growth of fund corpus is not very likely unless measures like periodically increasing the monthly contribution vis-a-vis payout or decreasing the payout vis-a-vis monthly contribution to such a ratio to increasingly benefit the fund corpus are put in place. Another strategy would be to always find a financial partner which is willing to pay a relatively higher rate of interest than the prevailing market rates. But it is important to note here that the corpus, in the past two years of its operation, has shown an average annual increase of 14%, before adding 8% interest, which has a major impact on the total funds. The WS is only trying to see things from a cautionary perspective so that CSWS is able to increase its scope of intervention, as enshrined in the CSWS By-Law, at the soonest to benefit as many civil servants as possible.

Therefore, the RCSC has established the CSWS Fund Management Committee (CSWS-FMC) in line with CSWS By-Law (2015) to plan proper management of the Scheme Funds. The FMC comprises of the following members:

1. Lhendup Wangchu, Commissior, RCSC
2. Tashi Pem, Director, RCSC
3. Tshering Dorji, Director, Department of Public Accounts, MoF
4. Norbu Dendup, Chief Programme Officer, MoF
5. Tenzin Norbu, Retired civil servant
6. Lungten Zangmo, Chief Programme Officer, G2C
7. Tshering Pem, Accounts Asstt., MoHCA
8. Sherub Zangpo, Sr. HR Officer, RCSC

The Committee is mandated to carry out the following tasks:

1. To manage and review the fund status at regular intervals;
2. To review and recommend revision of contribution/payout from/to civil servants from time to time;
3. To continuously explore avenues for investment to multiply fund corpus and growth of the fund;
4. To explore efficient ways to continuously benefit the members through wellbeing intervention;
5. To carry out any other assignment within the scope of FMC as tasked by the Commission; and
6. To conduct periodic audits of the fund and submit to the Commission.

Accordingly, some of the provisions in the CSWS By-Law relating to the establishment of CSWS FMC were also amended. The term Board of Trustees (BoT) has been amended as CSWS FMC in the By-Law. The other provision amended in the By-Law is regarding coverage by the scheme upon superannuation. It is now amended to read as coverage only for the superannuated member.

PART 3 - HUMAN RESOURCE DEVELOPMENT AND MANAGEMENT

3.1 Human Resource Development

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 in specialising the civil servants through implementation of Long-term Training (LTT) and Short-term Training (STT).

3.1.1 Annual LTT Implementation Status

During this reporting period, the RCSC has processed 539 new LTT proposals as detailed in Table 24, 25 and 26.

Table 24: Long-term Training Implementation Status by Qualification and Mode of Study

Level/Mode	New LTT proposals processed during the last 12 months				
	Ex-country Full time	In-country Full time	In-country Mixed Mode	In-country Total	Total
Ph.D	9	0	0	0	9
Masters	168	110	71	181	349
P.G Diploma	0	0	26	26	26
Bachelors	3	10	79	89	92
Diploma	12	0	0	0	12
Certificate	9	30	0	30	39
Specialisation	12	0	0	0	12
Total	213	150	176	326	539

Table 25: Long-term Training Implementation Status by Country

Level/Country	New LTT proposals processed during the last 12 months							
	Bhutan	Thailand	India	Australia	Japan	Bangladesh	Other countries*	Total
Ph.D	0	0	0	7	1	0	1	9
Masters	181	59	32	45	4	4	24	349
P.G Diploma	26	0	0	0	0	0	0	26
Bachelors	89	0	3	0	0	0	0	92
Diploma	0	6	0	0	0	4	2	12
Certificate	30	5	0	0	4	0	0	39
Specialisation	0	0	12	0	0	0	0	12
Total	326	70	47	52	9	8	27	539

Other countries* Austria (3), China (2), France (2), Germany (2), Indonesia (1), Italy (1), Netherlands (2), New Zealand (1), Philippines (2), Singapore (1), South Korea (3), United Kingdom (2) and United States of America (5).

Table 26: Long-term Training Implementation Status by Funding

Level	New LTT proposals processed during the last 12 months			Total
	RGoB* Funding	Other Funding		
		Private Funding	Open** Scholarship	
Ph.D	2	0	7	9
Masters	277	21	51	349
P.G Diploma	26	0	0	26
Bachelors	79	12	1	92
Diploma	12	0	0	12
Certificate	39	0	0	39
Specialisation	12	0	0	12
Total	447	33	59	539

*RGoB: RCSC Administered Programmes and scholarships administered by Agencies

**Open Scholarship: Open international scholarships and university scholarships

In total, 539 LTT slots are being implemented in 19 different countries of which 326 LTT are in-country programmes and 213 are ex-country programmes spread in 18 countries. Out of 326 in-country LTT, 176 are mixed mode programmes for teacher qualification upgradation and 150 regular programmes. The 213 ex-country LTTs programmes are spread over in 19 different countries with most of the civil servants going to Thailand (70), followed by Australia (52), India (47), Japan (9), Bangladesh (8) and remaining 34 civil servants in 19 other countries.

RGoB is the main source of funding with 447 LTT out of 539 LTT being funded under various programmes administered by RCSC and respective Agencies (RGoB internal financing and donor projects).

3.1.2 Major HR Development Programmes/Scholarships Implementation Status

The RCSC administers a number of scholarships some of which are received as slots while others are received as grants. To implement these scholarships, the Commission identifies areas and relevant scholarships annually based on the criticality and priority needs submitted by Agencies. The priority areas announced under each scholarship vary depending on the emerging needs of the Agencies and availability of courses. However, focus on Education, Health and Vocational sectors have remained constant. Out of several scholarships for HR development administered by RCSC, the following six are the major programmes implemented annually based on various Memorandum of Understandings (MoU), Record of Discussions (RoD) and Agreements:

3.1.2.1 Government of India (GoI)

GoI is the largest donor with Nu. 600 M allocated for 11th FYP HRD under the GoI-PTA. Most of these resources are being used for implementation of STT to professionalise the Civil Service based on ODE findings and the critical need assessments of the Agencies. Focus areas for GoI-PTA implementation are training for:

1. Rolling out the SOPs and TATs;
2. Training aligned with the competency framework;
3. Training required due to the upgradation of the system;
4. Training which is critical and relevant to a position; and
5. Training for supporting the five reforms of the RCSC.

The progress report on the implementation of slots and fund utilisation on GoI-PTA is submitted every month to the GNHC.

During FY 2016-17 and 2017-18, out of Nu. 401.375 M approved, Nu. 166.656 M (41.5% of the approved fund) was allocated to the *Dzongkhags* to support the policy of decentralisation and ensure that the LGs drive the training needs. The *Dzongkhags* were able to utilise Nu. 163.307 M with the implementation of 6,642 STT slots (2,607 during 2016-17 and 4,035 during 2017-18). The LGs received 4 LTT slots and 5,375 STT slots from the fund allocated to Central Agencies which is in addition to the fund allocated to the LGs. In total, the LGs received 4 LTT slots and 12,017 STT slots in two FYs as indicated in Table 27.

Table 27: Details GoI PTA Fund Utilisation and Slots Implementation Status

Agency	Fund Received	Fund Utilised	Fund Balance	LTT Slots	STT Slots	Remarks
FY 2016-2017						
RCSC	168.446 (140.825+27.621)	123.662	44.784 (17.163+ 27.621)	4	4,015	4 LTT and 2,012 STT from the fund allocated for Central Agencies were implemented for LGs in addition to their own allocation. Therefore, 4,619 STT were implemented for <i>Dzongkhags</i> . Fund balance was utilised during FY 2017-18.
<i>Dzongkhags</i>	100	63.502	36.498	0	2,607	
Total	268.446 (240.825+27.621)	187.164	81.282	4	6,622	

Agency	Fund Received	Fund Utilised	Fund Balance	LTT Slots	STT Slots	Remarks
FY 2017-18						
RCSC	138.678 (93.894+44.784)	111.889	26.789*	0	5,454	3,363 STT from fund allocated for central were implemented for LGs in addition to their own allocation. Therefore, 7,398 STT were implemented for Dzongkhags. *Fund balance is for expenditure booked for STT planned/under implementation.
Dzongkhags	103.154 (66.656+36.498)	100.445	2.709*	0	4,035	
Total	241.832 (160.550+81.282)	212.334	29.498*	0	9,489	

During the 11th FYP, 152 LTT were implemented out of which 142 were for civil servants. Eight civil servants are currently pursuing Master of Arts in Mahayana Buddhist Studies in Acharya Nagarjuna University, India.

3.1.2.2 Nehru-Wangchuck Scholarship

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. The scholarship is open to all eligible Bhutanese nationals for undertaking various courses leading to graduate and postgraduate degrees/diplomas, with priorities accorded to postgraduate professional courses.

Until 2014-2015, the GoI allocated Nu. 10 M to implement this prestigious scholarship. 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 M to Nu. 20 M from the FY 2015-16 onwards. Accordingly, the scholarship has been made more attractive in order to attract the best and the brightest candidates for pursuing studies in areas where technical expertise is critical. The Award Committee (comprising of members from Indian Embassy, RCSC, MoLHR, MoE and MoFA) meets to finalise priority areas and give policy direction. Every year, eight candidates are awarded this scholarship in six strategic areas i.e. Leadership/Management & Business Management Courses, Medical Courses, Economics/Statistics, Engineering and IT Courses, Law, and Natural Sciences.

During the 11th FYP, 49 LTT were implemented out of which 29 were for civil servants. During FY 2017-18, eight candidates will be leaving to pursue Master Degrees as

follows while five civil servants are currently on scholarships in India pursuing Master Degrees in various institutions and five have reported to the RCSC upon completion of their courses.

Table 28: *Courses and Institutions for Nehru-Wangchuck Scholarship*

Courses	Institutions
Civil Service candidates (5 slots)	
Master in Planning (M. Plan)	Anna University, Chennai, India
MBA (HRM)	VIT University, Vellore, India
Master in Communications Engineering	VIT University
Master in Computer Applications	Swami Vivekanand Subharti University
Master in Mathematics	Swami Vivekanand Subharti University
Non Civil Service candidates (3 slots)	
MBA (HRM)	VIT University
Master in Computer Applications	Gujarat Forensic Science University
MBA (Hotel and Tourism Management)	Swami Vivekanand Subharti University

Till date, 82 (47 civil servants and 35 non-civil servants) availed the scholarships excluding the eight 2018-19 scholarship awardees.

3.1.2.3 Australia Awards Scholarships (AAS)

Bhutan has been receiving about 40-45 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 and Trade, Government of Australia. After the GoI, Australia provides the largest support for HR Development of the RGoB. However, the slots have been gradually decreasing. For instance, for 2017 intake, Bhutan received 33 LTT slots which decreased to 28 for 2018 intake. Out of 28 slots allotted to Bhutan for 2018 intake, 14 were for Civil Service while the other 14 were for employees outside Civil Service.

For the 2019 intake, the following LTT areas were announced under Australia Awards Scholarship in 2018 and selection process will be completed by the end of 2018.

Table 29: *Courses Announced under Australia Awards Scholarship*

Sl. No.	Name of the Course	Sl. No.	Name of the Course
1	Economics	6	LLM or Legal Studies
2	Professional Accounting	7	Engineering (Mechanical Engineering)
3	Statistics	8	Engineering (Electrical and Power Systems)
4	Human Resource Management	9	Special Education
5	Policing, Intelligence and Counter Terrorism		

Currently, there are 61 awardees in Australia undergoing various Master Degrees.

3.1.2.4 Thailand International Cooperation Agency (TICA)

The Government of Thailand started to provide HRD assistance in 1980s under the TICA Programme. The main areas of HRD cooperation included rural development, agricultural extension, health, education and private sector development.

Based on the RoD signed with TICA, HRD support/assistance is provided in terms of scholarship slots (about 285 slots in three years) for both long term and short term training programmes as follows:

1. Full support: 60 LTT (20 LTT slots each year)
2. Cost Sharing: 90 LTT (30 LTT slots each year)
3. Full support: 60 STT (20 STT slots each year)
4. Cost sharing: 75 STT (25 STT slots each year)

A joint review meeting is held every year alternatively in Thailand and Bhutan to review implementation status and explore new areas for collaboration.

- i. LTT under the 4th Technical Cooperation Programme (2017-2019), implementation year 2 (2018)

Under the 4th Technical Cooperation Programme (2017-2019), implementation year 2 (2018), RCSC has sent 37 applications for Master Degrees to TICA for admission as follows:

1. 20 applications under full support; and
2. 17 applications under cost sharing support.

To address critical shortage of HR in medical services and to ensure there is full team ready to deliver specific service, RCSC is exploring to send medical doctors, technicians and nurses in teams for training in specific medical service under TICA scholarship.

During the 11th FYP, 158 LTT were implemented out of which 141 were awarded to civil servants.

- ii. STT under the 4th Technical Cooperation Programme (2017-2019), implementation year 2 (2018)

For implementation of STT during 2017-18, Health sector was identified as priority sector and therefore 45 STT slots (20 full and 25 cost sharing) have been allotted for training on “Learn Best Health Practices on Universal Health Coverage/Primary Health Care” in Thailand for MoH & JDWNRH health workers. For 2016-17, Education sector was prioritised and 45 teachers were trained.

In addition to the LTT and STT scholarships under the RoD, TICA now provides additional STT offers under the Annual International Training Courses (AITC). Since 2017, AITC has been offering 33 courses which consisted of 66 slots (two slots each per course) annually.

3.1.2.5 Trongsa Penlop Scholarship

The Trongsa Penlop Scholarship started with the signing of MoU on 23rd August, 2007 for a tenure of 10 years. The MoU was signed between the RCSC, 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 Programme through the HM's Secretariat. The MoU has expired with the implementation of August 2017 intake (four teachers).

During the 11th FYP, 23 LTT were implemented, currently, there are four civil servants (last batch) who are undergoing Master of Education in Curriculum and Teaching at Rangsit University under the Trongsa Penlop Scholarship.

3.1.2.6 RGoB-RIM Scholarship

The RGoB-RIM Scholarship was started in 2012 with the funding support from the Government of Australia and RGoB. The course is conducted by the RIM in collaboration with University of Canberra. Under this scholarship, various LTT are implemented as follows:

1. 20 civil servants have completed Master in Public Administration;
2. 20 civil servants have completed Master in Management;
3. 20 have completed Master in Business Administration;
4. 10 have completed Master in Management (Executive Leadership); and
5. 15 civil servants are undergoing Master in Business Administration.

During the 11th FYP, 85 LTT were implemented out of which 15 civil servants are currently undergoing MBA course at RIM.

3.1.3 Other Human Resource Development Initiatives

3.1.3.1 Competency Framework

The CSAB 2010 mandates the RCSC to build and maintain capacity and competency in the Civil Service. However, currently, in terms of career progression, succession planning and competency development, there are no specific frameworks in place and hence, HR investments are generally made in a rather ad-hoc manner. While implementing the capacity development programme, especially for STT, there is limited clarity on the kind of specific knowledge and skills that is required for an individual staff or occupational group. Therefore, training proposals are usually approved based on the justifications submitted by an individual/Agency and at times, the training proposals are not directly aligned to the job descriptions of the employees and to the mandate of the Agency.

In view of the above shortcomings and recognising the need to develop Civil Service Competency Framework (CSCF), RCSC has started working on it in collaboration with Singapore Polytechnic and Temasek Foundation International. The objective of the Framework is to guide Agencies to identify the competency needs of the employees and meet organisational/national goals. This initiative will also help in continuous development and professionalisation of civil servants.

A team from Singapore Polytechnic conducted two days needs assessment workshop for Human Resource Officers and line Officers from Ministries. During the workshop, it surfaced that the Professional group, example the ICT group with a structured Competency Framework had clear career progression and competency matched training programmes. However, another professional group, for example Forestry Officers, in their current challenge mentioned that STT distribution and specialisation is not clear as one moves in his/her career. This group does not have structured Competency Framework. The workshop concluded with the participants recommending the need for a Competency Framework.

In the month of April, 2018, a team from Temasek Foundation International (TFI) and Singapore Polytechnic, Singapore visited MoLHR, MoF, MoCHA, MoWHS and MoAF to scope the Project for TFI support. TFI gave Singapore Polytechnic the approval to work on this proposal. The Commission will be working again with Singapore Polytechnic with support from TFI to build capabilities in the Civil Service and to design and develop Competency Framework from the month of August 2018 onwards. The Commission will have in place a Competency Framework for seven major occupational groups, namely: Engineering Services, Forestry Services, Immigration Services, Nursing Services, Teaching Services and Finance Services in the coming FY. Developing Competency Frameworks for other occupational groups will be done on a continuous basis.

The Competency Framework will enable competency based human resource management and development in the Civil Service.

3.1.3.2 Strategic HRD for 12th FYP

The RCSC submitted the HRD Plan for the 12th FYP to the GNHC. Unlike HRD Master Plan for 11th FYP, the Strategic HRD for 12th FYP is a broad thematic plan that will give strategic direction in building expertise in critical HRD areas through LTT and STT programmes. Therefore, the Strategic HRD for 12th FYP does not have specific slots/fund allocation for Agencies. Estimated budget for the Strategic HRD for 12th FYP is Nu. 3 billion.

Annual HRD plan will be developed by each Agency as an implementation plan derived from the Strategic HRD. The specific training needs in the Annual HRD plan will be based on the Competency Framework developed for each profession.

3.1.3.3 Leadership Training for Professional & Management Category at RIGSS

Realizing that investments to build leadership capability must be done systematically and at every level, RCSC in collaboration with RIGSS has invested in the Young Professionals Leadership Programme (YPLP) and Foundational Leadership Programme (FLP). Annually, two batches comprising of 18 civil servants each are trained on YPLP which is targeted towards P3 and P2 level officers. Similarly, 20 civil servants each are trained on FLP which is targeted towards entry-level professionals (P5 and P4 level officers). FLP is also an annual programme comprising of two batches.

3.1.3.4 Design Thinking Project

The RCSC in collaboration with Singapore Polytechnic (SP) and Temasek Foundation International (TFI), Singapore initiated and implemented capability development programme for Civil Service leaders and officers through DT Workshops on cost sharing basis. The objective of the programme is to inspire and promote innovation among the civil servants by fostering citizen-centric mindset and attitude. The Commission hopes that the DT competencies will enhance service delivery by engaging citizens in the service delivery journey and co-create service experiences - a new approach to deliver public services. It is based on the conviction that civil servants as service providers should find value in making a difference in the lives of service users. The key idea is also to realise that if things have to improve, a mindset of continuous improvement must be the default mode - especially with a view to make services better, faster, and cheaper.

The 23 PMC civil servants trained as Master Trainers conducted a series of cascading workshops (trained 114 participants), published a DT Guidebook for Bhutan and have now in collaboration with Government to Citizen (G2C) office and relevant Agencies worked on the following three projects to enhance the G2C service user experience which are at various implementation stages.

1. Design Thinking Project on “Rural Timber”: In order to make the rural timber services more user friendly and more efficient, a team of 6 officials from different Agencies were assigned. The team started working on the project starting mid of 2017 and completed this June. The project recommendations were presented to the relevant stakeholders such as Department of Forests and Parks service, MoAF, and Public Services & Grievances Redressal Division (old G2C) and RCSC. The DT team highlighted around 20 pain points in the users journey before the user uses the G2C system to avail the final service. The G2C team will engage DT to map the service journey from end-to-end before they list the service under G2C domain.
2. Design Thinking Project on “Patient waiting experience at JDWNRH”: Patient waiting time and experience at JDWNR Hospital is an area where people give constant feedback and complaints. Accordingly, JDWNRH, PSGRD and RCSC collaborated to work on solving the above mentioned problem. A

team of 8 Design Thinking Master trainers and focal officers from JDWNRH and PSGRD worked on the project for almost 4 months and presented the findings to the key stakeholders. Some of the recommendations are readily accepted and implemented such as Doctor Appointment system while other recommendations are still at discussion phase as it involves policy and monetary interventions.

3. Design Thinking Project on “Passport Services”. This project was later dropped as the improvement in the passport service was already enhanced with new features.

In addition to the above mentioned projects, the following two projects were also completed using the Design Thinking tools and methods:

1. Design Thinking Project “Kolkata patient referral system”: In order to uncover the needs and the story of our patients undergoing treatment in Kolkata, the RCSC initiated a Design Thinking study sometime in December 2017. A team of 4 members went to Kolkata to develop the user journey map and collect data to uncover the user needs. Upon completion of the project, the recommendation were presented to key stakeholders. Following the presentation of the Report to the RCSC, MoH and JDWNRH and no clear accountability on the referral system as highlighted in the report, it is agreed that JDWNRH will take over the responsibilities of referrals to Kolkata. In view of this, the Commission has directed JDWNRH to come up with an operational plan at the earliest.
2. Design Thinking Project on “electronic patient information system (ePIS)”: Upon the request of the Ministry of Health, a team of Design Thinking Master Trainers were deputed to train and work together with the nominated participants. As a part of the project, Phuentsholing, JDWNRH, Gelephu CRRH and Paro Hospital staff were interviewed and need finding process was carried out in detail. The team has completed the project and is waiting to present the recommendations to the relevant stakeholders.

Further, RCSC in collaboration with RIGSS and RIM has instituted DT as a programme in both the institutes. In addition, to institutionalise the DT in Bhutan, RCSC implements annual DT workshops and mobilises DT practitioners to take up projects for improving public service delivery, when required.

Way forward:

Design Thinking cascading workshops and DT projects are annually planned in the RCSC APT. During the first six months of the 2018-19, no activities can be carried out as no budget is allocated for this activity. The DT programme will be encouraged by the Commission so as to train and equip civil servants with the Design Thinking tools which can be used to improve the service delivery and foster innovation in our system.

The DT capabilities will enable service providers in the Civil Service to be user centric and accordingly help them to design services that would take into consideration the need and enhance the user experience. Going forward, RCSC will collaborate closely with G2C office to use DT in the process of adding new services and improve existing services.

The RCSC will also coordinate with the Design Thinking Master Trainers and facilitate their services for training and carrying out the projects.

3.1.3.5 Space Engineering Under RGoB Funding

In order to build technical expertise in the field of space and satellite technology, the Royal Government decided to participate in the “BIRDS-2 Project” which is a cross-border interdisciplinary satellite project for non-space faring countries. The project aims to provide engineers and university students with hands-on experience and education in satellite engineering and technology. As part of the project, the three civil servants are pursuing Master in Space Engineering at KYUTECH, Japan under RGoB funding and they will be completing their masters by 31 March, 2019.

3.1.3.6 New Scholarship by Japanese Grant Aid (JDS)

Bhutan will be receiving Japanese Grant Aid for Human Resource Development Scholarship (JDS) from 2019 under the Government of Japan funding. The Government of Japan will offer 40 postgraduate slots in various fields of which 36 will be Master Degrees and 4 slots for PhD in Economics over the project period of 4 years from 2019 till 2022. The candidates are expected to be enrolled in April, 2019.

Two rounds of meetings have been convened between the JICA Bhutan Office and RCSC from December 18-20, 2017 and February 1-2, 2018 respectively. Based on such meeting, the following were finalised as priority areas for the scholarships by Agencies which were gathered through needs survey carried out by JICA.

Table 30: *Prioritised Areas for Japan Government Scholarship*

JDS Priority Areas	JDS Development Issues Super Structure Group		Annual slots Parent Agency	Target Organisations	
				Super Structure Group	Parent Agency
Enhancement of Policymaking capacity for Industrial Development	1.1	Agriculture and Rural Development	2	1. Technical Service (Agriculture and Livestock Service Group, and Forestry and Environment Protection Services Group)	MoAF

JDS Priority Areas	JDS Development Issues Super Structure Group		Annual slots Parent Agency	Target Organisations	
				Super Structure Group	Parent Agency
Enhancement of Policymaking capacity for Industrial Development	1.2	Industrial Foundation Development Economic Policy Public Policy/ Administration	2	1. Administration Service, 2. Finance Service, and 3. Technical Service (Statistical Service Group)	Cross-sectoral
	1.3		2	1. Administration Service; and 2. Finance Service	
	1.4	Infrastructure Development for Sustainable Economic Growth	2	1. Technical Service [Architectural, Engineering and Land Services Group (i. Engineering Services, ii. Farm Mechanization Service, iii. Geology and Mines Services, iv. Heritage Sites and Conservation Services, v. Meteorology/hydrology Services, and vi. Urban Development Control Services)]	
Reduction of Vulnerability	2.1	Countermeasures for Climate Disaster Risk Management	1	1. Technical Service (Architectural, Engineering and Land Services)	

The priorities of the scholarship may be altered by the Operating Committee of the Scholarship depending on the changing needs of the Civil Service during the project period.

The renewal of the project shall be done based on the progress of the scholarship and changing needs of the RGoB. The scholarship targets civil servants only.

3.1.3.7 Continuing Education (CE) for a First Degree

Granting of study leave to pursue first degree (Bachelor) for civil servants was revised in September 2014 through a notification so that those wishing to upgrade and pursue a first degree will have to do so at their own costs, but with the benefit of their service being protected and without having to take EOL.

The Commission learnt that majority of the civil servants completing the degree were not able to make it through the BCSE which is a requirement as per the CSAB 2010 to enter into PMC. Therefore, this was a source of frustration for the candidates while creating a huge financial burden on the national exchequer. In addition, their extended absence from duty hampered the delivery of services and also put pressure for more recruitment.

Post notification (which is now incorporated in BCSR 2018), a total of 13 civil servants were approved study leave (full time) to pursue Bachelor courses during 2017-18 as compared to 27 civil servants in 2016-17 and 40 civil servants in 2015-16.

3.1.4 Status on Annual Scholarships Administered/Received by RCSC

The RCSC received more than 41 scholarship offers in addition to the six regular scholarship programmes as detailed in Table 31.

These scholarships are for both the civil servants and non-civil servants (if eligible as per donor's requirement). The civil servants also receive HRD support implemented at Agency/Ministry level under RGoB financing and donor projects in addition to the above scholarships.

Table 31: *Details for Scholarships Administered by RCSC and Scholarship Offers received during 2017-18*

Sl. No.	Scholarship	STT slots	LTT slots
Six regular and major programmes (scholarship administered by RCSC)			
1	GoI PTA		4
2	Nehru-Wangchuck Scholarship (three slots for private and corporate employees)	-	8
3	AAS		28
4	TICA	45	50
5	RGoB-RIM Scholarship	-	15
6	Trongsa Penlop Scholarship (TPS)	-	5
Other programmes (scholarship received by RCSC)			
7	Fulbright Scholarship (Master Degree)	-	1

Sl. No.	Scholarship	STT slots	LTT slots
8	Institute of Developing Economies Advanced School: IDEAS	1	-
9	International Visitors Leadership Programme	5	-
10	Hubert H. Humphrey Scholarship	-	2
11	Monbukagakusho: MEXT (Masters & Undergraduate), Japan	-	6
12	Monbukagakusho: MEXT (Certificate level for teachers), Japan	-	3
13	Japan International Cooperation Agency: JICA (Group Region and Focused Training)	33	2
14	Malaysian Technical Cooperation Programme: MTCP	1	-
15	Singapore Technical Cooperation Programme: SCP/SCPTA	13	-
16	The Neighbouring Countries Economic Development Cooperation Agency: NEDA	4	-
17	Annual International Training Courses for 2017, TICA	66	-
18	Korea International Cooperation Agency (KOICA)	36	-
19	Government of Italy Scholarship	-	1
20	CUHK CCOUC, Hong Kong -Chow Tai Fook Charity Foundation Public Health Scholarship for Master in Public Health	-	2
21	Princess Maha Chakri Sirindhorn's Scholarship, Thailand	-	1
22	Chulabhorn Graduate Institute Post-graduate Scholarship: CGI, Thailand	-	5
23	Prince of Songkla University Scholarship, Thailand	-	Upto 7
24	TCS-Colombo Plan:		
	i. Indian Forestry Service course	-	2
	ii. Indian Administrative Service course	-	2-3
	iii. Indian Accounts & Audit Service course	-	2
	iv. Indian Revenue Service course (Tax & Customs)	-	7
	v. Indian Foreign Service	-	2
25	Master/Post Graduation in the School of Ecology & Environmental Studies and School of Historical Studies at Nalanda University, Bihar, India: Gol (Ambassador's Scholarship)	-	2
26	Kerala Government/CDS Scholarship for MA (Applied Economics): Gol	-	5

Sl. No.	Scholarship	STT slots	LTT slots
27	North South University (NSU), Dhaka, Bangladesh Scholarship Master in Public Policy and Governance (MPPG)	-	1
28	Temasek Foundation International Governance and Public Administration (TFIGPA) programme	Upto 4	-
29	Colombo Plan and KDI Scholarship for Master degree, South Korea	-	Upto 2
30	SAARC FRI Scholarship	-	Upto 10
31	MSc Degree in Rehabilitation Science at Bangladesh Health Professions Institute, SAARC Development Fund	-	Upto 20
32	Young Leaders' Programme 2016 for Master Degree in Law (International Economic & Business Law), Japan	-	Open
33	Matsumae International Foundation Research Fellowship Programme	-	Open
34	Master & PhD Programme at GRIPS, Japan	-	Open
35	Master degree scholarship under the KDI School of Public Policy and Management: Korean Government Scholarship Programme (NIIED GKS-KGSP)	-	Open
36	Sirindhorn Technology Scholarships Fund for Graduate Degree Programme (Bachelor, Master or Doctoral Degree)	-	Open
37	Indian Technical and Economic Cooperation Programme: ITEC	Open	-
38	SAARC Agricultural PhD Scholarship	-	Open
39	Partial Scholarship from COMSATS Institute of Information Technology (CITT), Pakistan	-	Open
40	New Zealand Development Scholarship	-	Open
41	Government of Brunei Darussalam Scholarship	-	Open
42	Swiss Government Excellence Scholarship	-	Open
43	Swedish Institute Study Scholarships Programme (SISS) for Master Degree	-	Open
44	Canadian Scholarship	-	Open
45	Turkey Scholarships for Undergraduate and Postgraduate Programmes	-	Open
46	Faculty of Bioscience Engineering of Ghent University Scholarships for Master Degree	-	Open
47	Azerbaijan Scholarships for Undergraduate and Postgraduate Programmes	-	7
Total			

3.1.5 Undergraduate Scholarship Programmes

RCSC in collaboration with DAHE continues to work towards plugging gaps in RGoB's technical expertise through strategically aligning undergraduate scholarships to the critical needs of the Civil Service. A total of 32 undergraduate programmes are prioritised for 2018 intake with 92 slots. These are critical HR requirements which are not readily available in the market or which cannot be met through in-service HRD interventions.

Table 32: Undergraduate Scholarship Programmes

Sl.No.	Course	Slots
1	MBBS	
	i. Full Scholarship	15
	ii. Partial Funding (APEMS)	15
2	B. Physics	3
3	B. Mathematics	3
4	B.Sc Meteorology	1
5	B. Sc Geology	2
6	B. Tech Automobile Engineering	1
7	B. Tech Water Engineering	1
8	B. Geo Information System	2
9	B.E Big Data & Analytics	1
10	B. Statistics	7
11	B.Tech/B.E Civil Engineering	1
12	B.Tech/B.E Mechanical Engineering	6
13	B. Chemical Engineering	1
14	B. Tech Mining Engineering	2
15	BDS (B. Dental Surgery)	2
16	B. Pharmacy	3
17	B. Biomedical Engineering	2
18	B. Radio Imaging Technology	2
19	B. Orthotic & Prosthetic Technology	1
20	B. Physiotherapy	2
21	B. Medical Lab Technology	2
22	B. Clinical Psychology	1
23	B.Sc Veterinary Science	2
24	B.Sc Dairy Science	2
25	B.Sc Botany	1
26	B.Sc Biotechnology	1
27	B.Sc Microbiology	1

Sl.No.	Course	Slots
28	B.Sc Environmental Science	1
29	B.Sc Chemistry	2
30	B. A Archaeology	1
31	B. A Economics	3
32	B.A English	1
33	B.Com. Honours	1
Total		92

These undergraduates are earmarked for recruitment into the Civil Service for the year 2022 onwards depending on the course completion date and BCSE result. For professions which are critically required due to acute shortage of supply, candidates shall be recruited on contract if they fail to get selected through the BCSE. However, RCSC reserves the right to refusal of employing the undergraduate scholarship candidates in the Civil Service if there is no requirement.

3.1.6 Major HR Development Issues

3.1.6.1 Lack of Consolidated Information on HRD Investment

In the 11th FYP, a total outlay of Nu. 2.0 billion was allocated for implementing the Human Resource Development (HRD) Plans. However, the plan remained implemented partially as the amount allocated was not secured. On the other hand, during the entire plan period, the actual expenditure incurred on HRD across the Civil Service was Nu. 4513.477 M including approved budget of Nu. 977.55 M for the FY 2017-18. The detail expenditure on HR Development for 11th FYP is as detailed below:

Table 32: Overview of Human Resource Development Expenditure in 11th Five Year Plan

Financial Year	Total Expenditures	RGoB Funded		Others (Projects/ Donors)		Total Expenditures
	(in M)	Expenditures (in M)	% of total Expenditures	Expenditures (in M)	% of total Expenditures	
2013-2014	867.166	413.291	47.66%	453.875	52.34%	100%
2014-2015	888.952	376.949	42.40%	512.003	57.60%	100%
2015-2016	896.965	382.849	42.68%	514.116	57.32%	100%
2016-2017	882.844	367.447	41.62%	515.397	58.38%	100%
2017-2018*	971.155	324.355	33.40%	646.8	66.60%	100%
Total	4,507.082	1,864.891	41.38%	2,642.191	58.62%	100%

*Figures for FY 2017-18 is approved budget and not actual expenditures.

By the end of 11th FYP, RGoB funded not less than 41% of the HRD budget i.e. Nu. 1864.891 M annually on an average as expenditures during five years while the 11th FYP HRD Plan remained partially implemented.

The Commission is working towards consolidating the HRD budget information for the whole Civil Service during the 12th FYP through: (i) development of SOPs among MoF, GNHC and RCSC for reviewing HRD proposals, and (ii) development of Competency Framework. This will not only result in having consolidated HRD budget expenditure information for the whole Civil Service which will facilitate policy level analysis and decision making but also help address operational issues such as ad-hoc implementation of HRD programmes (during the months of May and June) which hampers service delivery especially at LG level. This initiative will lead to planned HRD interventions without compromising on the HRD implementation autonomy granted to Agencies.

3.1.6.2 LTT Focus on Specialisation as per Super Structure Framework vs Individual Aspiration

To make HR investments more purposeful, the Commission is increasingly aligning the LTT to specialisation requirement of Agencies even for the scholarships secured by individual civil servants. With the implementation of Super Structure Framework and inclusion of such alignment requirement in the BCSR 2018, the Commission expects greater alignment of LTT to specialisation requirement of the RGoB.

3.1.6.3 Fund Management after Decentralisation of Gol-PTA Fund to LGs

During FY 2016-17 and 2017-18, out of 401.375 M approved, Nu. 166.66 M (41.5% of the approved fund) was allocated to the *Dzongkhags* to support the policy of decentralisation and ensure that the LGs drive the training needs. However, RCSC continues to face constraints in monitoring and generating timely report on budget release, utilisation status and reasons.

Before decentralisation of Gol PTA fund to the LG, there was no issue in ascertaining the actual fund receipt, release and balance since there was only one FIC (FIC no.4029) for Gol PTA Fund and one LC account in name of RCSC. However, after decentralising fund to LGs, the MoF created 20 additional LC accounts for 20 *Dzongkhags* but under the same FIC. Therefore, it is challenging for the RCSC to monitor the actual fund release and utilisation and it has direct impact on the RCSC. For instance, when fund remains underutilised even a small amount for few Agencies when added comes to huge amount. Some of the issues that occurred over the last two financial years are as follows:

1. The RCSC took the initiative to seek pre-financing for 20 *Dzongkhags* and Central Agencies to cut down administrative burden on the *Dzongkhags*. However, questions of underutilisation of fund were raised as there was a large fund balance under the FIC 4029. The fund balance under the FIC

- 4029 appeared large as it was for 21 LCs (20 *Dzongkhags* and RCSC). At an individual Agency level, it was actually minimal;
2. Questions were also raised on the huge outstanding advances under the FIC 4029. Again, the large outstanding advances under FIC 4029 was made up of the outstanding advances for 21 LC accounts. Moreover, it was difficult for the RCSC to follow up with every *Dzongkhag* to settle their respective advances;
 3. The RCSC had committed to the *Dzongkhags* that the fund balance for the FY 2016-17 can be spilled over to the FY 2017-18. In this regard, the *Dzongkhags* were informed to incorporate the spillover fund but some of the *Dzongkhags* faced difficulty in incorporating the spilled over fund on time and this hindered the RCSC in compiling timely report; and
 4. All the cash receipt from GoI is under one LC account (RCSC's LC account) though the activities are budgeted under 21 LC accounts (20 *Dzongkhags* and RCSC). Thus, the MoF is not in a position to segregate the cash receipts under each Agency which results in over release of the fund to some *Dzongkhags*. The issue was resolved by MoF and RCSC immediately after detecting the differences.

Therefore, to address the above issues in the immediate future, the RCSC is planning to propose that funds be directly released to the *Dzongkhags* under their respective FIC, if possible, instead of maintaining one FIC for 21 different LC accounts.

3.2 Human Resource Management

The HRM functions cover staffing review and post creation; recruitment; appointment; transfer; promotion; secondment; separation of civil servants and other allied functions. A core function of the RCSC is to provide required staffing to the Agencies as per plan while maintaining a small, compact and efficient Civil Service.

3.2.1 Staffing & Structure Review

With the mandate of the Civil Service Agencies constantly expanding, there is constant demand for restructuring of organisations along with additional staff. RCSC is striving to assess the new staff requirements in keeping with SOPs and Turnaround Time (TAT) based on the following aspects:

1. Mandate of the Agency;
2. Key products, services and activities of the Agency;
3. SOP and TAT to deliver each product and service; and
4. Assessment of the total time required in delivering products and services against the standard 1,603 hours in a year and accordingly determine the manpower requirements.

Assessment of manpower requirement based on the above process is tedious but is one of the professional ways.

To align staff requirement with organisational mandates and increasing demand for efficient delivery of public service, structure and staffing review for the following few Agencies have been carried out during the FY 2017–18.

Table 33: *Structure Review*

Sl. No.	Ministries/ Agencies	Structure Changes	Remarks
1	Ministry of Home and Cultural Affairs	<p>Department of Immigration restructured from one Division and one Regional Office in Thimphu to three Divisions and one Services by the 118th Commission Meeting held on 28th November, 2017:</p> <ol style="list-style-type: none"> 1. Immigration Services Division 2. Visa Division 3. Inspection and Training Division 4. Naturalization and Resident Permit Services <p>Department of Local Government was restructured from two Divisions to three Divisions and one Unit during the same Commission Meeting:</p> <ol style="list-style-type: none"> 1. Local Governance Development Division 2. Coordination and Capacity Division 3. Knowledge Management Division 4. Legal and Compliance Unit under LGDD 	
2	Ministry of Agriculture and Forests	<p>RNR Statistical Division was established under the Directorate Services by the 103rd Commission Meeting held on 18th July, 2017 acknowledging the importance of RNR statistics in planning and achieving food self sufficiency.</p> <p>125th Commission Meeting held on 26th February, 2018 dissolved the Livestock Value Addition Center at Serbithang.</p> <p>Department of Agricultural Marketing and Cooperatives was approved to continue on regular basis by the 129th Commission Meeting held on 17th April, 2018 in view of the renewed mandate and RNR marketing policy in place</p>	
3	Ministry of Information and Communications	107 th Commission held on 22 nd August, 2017 renamed Telecom Division as Telecom and Space Division	

Sl. No.	Ministries/ Agencies	Structure Changes	Remarks
4	Ministry of Health	Menjong Sorig Pharmaceuticals was officially delinked from Civil Service with the separation of 54 civil servants w.e.f. 15 th April, 2018	
5	Ministry of Finance	The 124 th Commission Meeting held on 20 th February, 2018 upgraded the Revenue Intelligence Unit to Division level	
6	Ministry of Economic Affairs	115 th Commission Meeting held on 7 th November, 2017 approved the renaming of Project Coordination Division (PCD) to Industrial Planning and Coordination Division (IPCD)	
7	Ministry of Foreign Affairs	Royal Bhutan Consulate Office was established in Guwahati and was endorsed by the 107 th Commission Meeting held on 22 nd August 2017	
8	<i>Dzongkhags</i>	<i>Dzongkhag</i> Human Settlement Sector is now rolled out in every <i>Dzongkhag</i> by the 130 th Commission Meeting held on 24 th April 2018 acknowledging the need for proper planning and development of human settlements	
9	Phuentsholing <i>Thromde</i>	Land and Survey Services under Phuentsholing <i>Thromde</i> is reviewed whereby the GIS Section, Land Record Section and Survey Section is put under it	
10	ICT Cluster Services	In order to optimally use the ICT personnel, enhance learning, creativity and knowledge sharing and improve ICT services, the ICT Cluster Services was operationalised for Gelephu <i>Thromde</i> and Monggar <i>Dzongkhag</i> after the review of one year pilot phase	
11	Civil Service Society Organisations Authority	Structure of CSOA under MoHCA headed by Chief Programme Officer with creation of Secretarial Services, Registration and Coordination Unit and Compliance and Inquiry Unit	

Table 34: Staffing Review

Sl. No	Ministries/ Agencies	Staffing Changes	Remarks
1	Ministry of Agriculture and Forests	<p>One post each for Chief Statistical Officer and GIS Officer were created for RNR Statistical Division by the 103rd Commission Meeting held on 18th July, 2017</p> <p>One Admin. Asstt. post was created for PPD by the 105th Commission Meeting held on 8th August, 2017</p> <p>With the dissolution of the Livestock Value Addition Center by the 125th Commission Meeting held on 26th February, 2018, four posts of Livestock Production Officers and one Livestock Production Supervisor were also dissolved</p>	
2	Ministry of Foreign Affairs	<p>RBC Guwahati was established and following posts were created by the 107th Commission Meeting held on 22nd August 2017:</p> <p>Consular General – 1 Personal Assistant/ Admin Assistant – 1 Vice/Consul – 1 Administrative/Finance Officer – 1 Receptionist – 1 Messenger – 1 Sweeper – 1</p> <p>132nd Commission Meeting held on 8th May, 2018 dissolved the post of one Administrative Officer and redistributed the workload to other staff in AFD</p>	
3	Tashichhodzong Garden Project	<p>The 128th Commission Meeting held on 10th April, 2018 approved the additional post creation for Tashichhodzong Garden's Project as specified below:</p> <p>Accounts Asstt. – 1 Admin. Asstt. – 1 Technicians (Plumber) – 2 ESP – 26</p>	

Sl. No	Ministries/ Agencies	Staffing Changes	Remarks
4	Ministry of Education	<p>One post of Admin. Assistant was created in HRD, MoE as approved by 110th Commission Meeting held on September 12, 2017 (114th Commission held on 17th October 2017)</p> <p>132nd Commission Meeting held on 8th May, 2018 approved post creation of eight Technicians in the Chumey CS, Babesa MSS, Bayling CS, Rangjung CS, Khuruthang MSS, Gelephu HSS and Punakha CS with the retention of the incumbent officials in view of TVET programmes offered in these schools currently</p>	
5	Ministry of Home Cultural Affairs	<p>One post of curator is approved for Trongsa Museum by the 108th Commission Meeting held on 31st August, 2017</p> <p>5 additional posts for Museum Assistants were created for National Museum, Paro by 110th Commission Meeting held on 12th September 2017</p> <p>One post of Chief Immigration Officer is created for one new Immigration Division by the 118th Commission Meeting held on 28th November, 2017</p> <p>Of the 205 positions of GAOs, 30 are approved to be filled by PGDPA graduates in strategic and sensitive locations by the 118th Commission Meeting held on 28th November, 2017</p>	
6	Ministry of Information and Communications	<p>107th Commission Meeting held on 22nd August, 2017 reviewed the staffing of ICT Management Division, reduced one post of ICT Officer and from the four ICT Officers, two are converted to Programme Officers to be recruited on contract</p>	

Sl. No	Ministries/ Agencies	Staffing Changes	Remarks
7	Ministry of Health	<p>Eight posts for Menpas are created for the new In-patient Department, NTMH by the 109th Commission Meeting held on 5th September, 2017</p> <p>One post for Research officer (Botanist) for Department of Traditional Medicine Services was created by the 120th Commission Meeting held on December 25, 2017 to be recruited on contract</p>	
8	Ministry of Finance	<p>One Legal Officer post approved under GPPMD, DNP was taken to Legal Services, Directorate, MoF</p> <p>Following upgradation of the Revenue Intelligence Division, the 124th Commission Meeting held on 20th February, 2018 created six posts at PMC and one at SSC level</p>	
10	Bhutan Health and Medical Council	One ICT Technical Associate for BHMC was approved by the 16 th Commission Meeting held on Nov 14, 2017	
11	Anti-Corruption Commission	Three posts of Personal Asstt. for ACC was approved by Commission during its 127 th Meeting held on April 3, 2018 for the three Departments under ACC	
12	Centre for Bhutan Studies and GNH Research	One Technician each for CBS & GNHR was approved by the 127 th Meeting held on April 3, 2018	
13	Dratshang Lhentshog	Two English Teachers, one ICT Technical Associate, two Library Asstts., two Technicians and three Asstt. Instructors approved for the Thegchhog Namdrol Ugyen Chholing Monastery, Monggar by the 123 rd Commission Meeting held on Feb 13, 2018	
14	Civil Service Society Organisations Authority	One Legal Officer, and two Programme Officers approved by the Commission	

Sl. No	Ministries/ Agencies	Staffing Changes	Remarks
15	Thimphu <i>Thromde</i>	One Admin. Asstt. under the HR Services was approved by the Commission	

3.2.2 Decentralisation of HR functions

The 105th Commission held on 8th August, 2017 approved decentralisation of the recruitment of OC staff fully to the Agencies against the approved posits while RCSC will be intimated for Employee ID generation in the Civil Service Information System. Further, standards for ESP and GSP was developed for different services and recruitment of such staff has been fully decentralised to the Agencies against the approved posts by the 111th Commission held on 19th September, 2017.

3.2.3 Recruitment

In order to ensure proper succession planning in the Agencies and to replace the annual separations, RCSC recruited 721 regular civil servants and 955 contract employees during the past one year. Containing recruitment number continues to be a challenge with constant demand from Agencies. The summary of the recruitment by Position Category and Gender is shown in the Table below.

Table 35: *Recruitment by Position Category and Gender*

Position Category	Male	Female	Total
Executive and Specialists	2	0	2
Professional & Management	453	392	845
Supervisory & Support	347	280	627
Operational Staff	154	48	202
Total	956	720	1,676

3.2.3.1 Entry Rationalisation

In the attempt to further rationalise the entry Position Level for the PMC and to uphold the principle of equal pay for equal value of work, the entry Position Level for Dietician/Nutrition, Assistant *Dzongkha* Health Officer, Assistant Laboratory Officer, and Assistant Librarian were fixed at P5 level from P4 Level after vetting the workload of such positions.

3.2.3.2 Graduate Recruitment Prioritisation

In order to contain unprecedented growth of Civil Service in a year, RCSC reviews annual regular recruitment into the Civil Service in the month of June each year based on the following parameters:

1. Availability of the vacancies;
2. Annual recruitment plan of the Agencies;
3. Actual attrition in the last one year;
4. New recruits on contract in the last one year; and
5. New employees from other Agencies on lateral transfers in the last one year.

While the natural population growth is higher than 1.3%, the statistics shows that Civil Service grows at 2.67% rate annually including contracts. The Commission attempts to contain the growth at 2% annually.

3.2.3.3 PMC Recruitment Projection till 2030

Table 36: PMC Recruitment Projection till 2030

Sl. No	Super Structure	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030
1	Administration Service	40	40	40	40	40	40	40	40	40	40	40	40
2	Finance Service	30	30	37	37	37	37	37	37	37	37	37	37
3	Teaching Service	459	485	485	485	485	485	485	485	485	485	485	485
4	Technical Service (Law)	10	10	11	11	11	11	11	11	11	11	11	11
5	Technical Service	304	158	158	158	158	158	158	158	158	158	158	158
TOTAL		843	723	731	731	731	731	731	731	731	731	731	731

The above recruitment projection is based on the number of approved positions in the Civil Service with an attrition rate of 2.12% excluding superannuation. The number projected for the Administrative Service is slightly lower than the actual number determined due to the assumptions made that certain positions will be filled by contract staff. Further, the number projected for the Teaching Service is 10 percent less than the actual number determined, given the policy to recruit 10 percent on contract every year.

The projection as compared to what has been reflected in the last Annual Report is slightly changed for certain Super Structure groupings due to the following reasons:

1. Post creation and dissolution over a year for various Agencies;
2. Conversion of positions to multiple entry. Auditor positions filled by Finance Service initially is now filled with civil servants from across all Super Structure Grouping except Teaching Service; and
3. Categorisation of Cultural Officers and DT Secretary from Administration to Technical Service.

3.2.4 Professionalisation of TVET Sector

The Position Titles for Instructors are changed as specified below by the 109th Commission held on 5th September, 2017.

Table 37: Position Titles Remapped for TVET Sector

Support and Supervisory Category		Professional and Management Category	
Existing Position Title	Remapped Position Title	Existing Position Title	Remapped Position Title
Jr. Instructor	Master Instructor	Sr. Instructor I	Sr. Lecturer
Jr. Instructor I	Senior Instructor	Sr. Instructor II	Lecturer
Jr. Instructor II	Senior Instructor I	Sr. Instructor III	Associate Lecturer
Jr. Instructor III	Instructor	Instructor	Assistant Lecturer I
Jr. Instructor IV	Asst. Instructor I	Assistant Instructor	Assistant Lecturer II
Jr. Instructor V	Asst. Instructor II		

The 125th Commission held on 26th February, 2018 endorsed the two-year Certificate from National TTI/VTIs as equivalent to Class XII. However, the recognition is to be pegged only for Civil Service positions which are skills based i.e., positions of Jr. Engineer, Building Inspector, Asstt. Instructor II (Technical); Draftsperson, GIS Technician, Fire and Rescue Foreman.

3.2.5 Support to Local Government

Of the 205 GAO positions, 30 are approved to be filled by PGDPA graduates in strategic and sensitive locations in keeping with the decision of the 118th Commission held on 28th November, 2017.

The ToR of the Planning Officer, DT Secretary, *Dzongkhag* ICT Officer, Cultural Officer, *Dzongkhag* Health Officer, *Dzongkhag* Legal Officer and *Dzongkhag* Engineers are being reviewed. Their additional responsibilities working as focal for different mandates of Central Agencies are being acknowledged and accordingly incorporated in their respective ToRs.

Recognising the need to preserve and promote our culture and traditional values, the 109th Commission held on 5th September, 2017 changed the Super Structure group of Cultural Officers from Administrative Service to *Dzongkha* Technical Service. This group has a proper grounding in the traditional culture and values in their undergraduate programmes unlike the Administrative Service group, which is composite of mostly general graduates.

3.2.6 Redeployment of Excess Civil Servants

The remaining 60 excess staff out of total 261 staff reported last year as a result of staffing and OD Exercise have been redeployed. However, during this reporting period, RCSC found out that there were 135 Technicians in schools without the approved posts in the 11th FYP. Out of 135 Technicians, 54 have been deployed in the Technician positions only. Currently, 40 Technicians have been retained against the positions of Administrative Assistants, Laboratory Assistants, Library Assistants, and Store Keepers in the schools. In the event, there arise a need for Technicians, the candidates will be accordingly redeployed in future. The remaining 41 staff are yet to be deployed. RCSC in consultation with MoLHR is exploring the reskilling strategy for the remaining Technicians so that they can be gainfully employed in the required positions.

3.2.7 Promotion

As an integral part of performance management, promotions are awarded to reward and motivate high performing civil servants. This process of review, discussion and final award is implemented two times in a year i.e., in the month of May and October. Normally, meritorious or out of turn promotion by one year or six months is granted to civil servants performing above and beyond the call of duty. A total of 53 civil servants received meritorious promotion.

During the reporting period, a total of 4,557 civil servants received various categories of promotions. Of the total civil servants promoted, 1,962 of the civil servants were under SSC, 2,315 under the PMC and 282 under OC.

Table 38: Promotion of Civil Servants by Position Category and Type

Sl. No	Position category	Promotion Type				
		Specialist (P1)	Meritorious	Broad Banded	Fast Track	Grand Total
1	Professional & Management	118	40	2,155	0	2,313
2	Supervisory & support	0	12	1,948	2	1,962
3	Operational	0	1	281	0	282
Grand Total		118	53	4,384	2	4,557

3.2.8 Transfer

The Commission as part of the reform on transfer has now reviewed the concept of vulnerable positions and made a general rule of having to serve a minimum of five years before any transfer. Further, fresh civil servants are now required to serve a minimum of three years in their initial appointment and place of posting. Parent Agencies are now required to develop fair and transparent transfer guidelines aligned to the

provisions of the BCSR, which shall be endorsed by RCSC. Parent Agencies are now required to plan their transfer at least six months in advance in consultation with the Working Agencies. The Commission has now decided to maintain an Interim Transfer List for those who are displaced on completion of term/assignments in Missions/ Embassies/Consulate Offices and secondment term on Government interest. In the earlier system, these categories of civil servants were listed under Waiting List. The following provides the details of 118 transfers implemented in the last one year:

Table 39: *Details of Transfers Implemented*

Transfer Type	Position Category	No. of Transfers Executed
Inter-Agency transfer without change in Position Title	PMC	7
	SSC	21
	OC	4
Inter/intra Agency transfer involving change in Position Title and MOG	PMC	37
	SSC	24
	OC	1
Inter/intra Agency transfer involving only change in Position Title and not MOG	PMC	14
	SSC	10
Total		118

3.2.9 Separation

A total of 847 civil servants (2.92% of total) were separated from the Civil Service under different categories of separation as shown in the Table below. The voluntary resignation accounted for 62.57.40% of all separation.

Table 40: *Separation of Civil Servants by Separation Type*

Separation Type	Male	Female	Total
Voluntary Resignation P1 & below	318	212	530
Superannuation P1 and Below	116	17	133
Death	42	5	47
Early Retirement Scheme	34	9	43
Contract Termination	26	14	40
De-link ¹	23	9	32
Compulsory Retirement	9	1	10
Termination	8		8
Cancel / Withdrawal of Appointment	3	1	4
Total	579	268	847

Note: ¹Menjong Sorig Pharmaceuticals under the Department of Traditional Medicine Services, Ministry of Health has been separated.

3.2.10 International Volunteers

Volunteers remain an extremely important resource and their services have augmented shortages of skills and experience in selective and highly technical and professional fields in the Civil Service. Volunteers also help to promote Bhutan's relations with its development partners. As of now, the RGoB receives international volunteers from four programmes stated in the Table 41 below. Currently, there are 96 international volunteers in Bhutan on time bound contract as detailed below under four International Volunteer Programmes.

Table 41: *Number of International Volunteers in Bhutan*

Sl. No.	Programme	Total
1	Japan International Cooperation Agency Volunteers(Senior and Junior Volunteers)	61
2	Australian Volunteers for International Development (AVID)	16
3	Bhutan Canada Foundation (BCF)	10
4	Friends From Thailand (FFT)	9
	Total	96

3.2.11 Secondment

The RCSC, in promoting the interest of the RGoB and fulfilling its obligations as a member of various international and regional bodies, deposes civil servants on secondment outside the Civil Service. Secondment also helps civil servants gain diverse knowledge and skills. During the reporting period, 15 civil servants are on secondment to the following Agencies.

Table 42: *Secondment to Different Agencies*

Sl. No.	Agency	Total
1	Royal University of Bhutan	1
2	RENEW	2
3	Border Patrol Forces Schools, North Thailand	3
4	World Health Organisation	2
5	Bhutan Olympic Committee	1
6	Ability Bhutan Society	1
7	Youth Development Fund	3
8	South Asian Regional Standards Organisation (SARSO)	1
9	Dungsam Cement Corporation Ltd.	1

3.2.12 Report on Drug Test

Drug test was conducted for the 323 selected candidates in the SSC as specified below on 21 - 23 November, 2017 at the basement of Department of Culture, Ministry of Home and Cultural Affairs:

Table 43: *Number of Selected Candidates by Agency*

Sl. No.	Agency	Total
1	Ministry of Agriculture and Forests	33
2	Ministry of Education	44
3	Ministry of Economic Affairs	6
4	Ministry of Finance	57
5	Ministry of Health	108
6	Ministry of Home and Cultural Affairs	13
7	Ministry of Information and Communications	11
8	Ministry of Labour and Human Resources	5
9	Ministry of Works and Human Settlement	10
10	Anti-Corruption Commission	2
11	Judiciary	12
12	Office of the Attorney General	4
13	National Centre for Hydrology and Meteorology	8
14	National Land Commission	9
15	National Statistical Bureau	1
Total		323

3.2.13 ESP and GSP Standards Established and Decentralised

Recruitment of ESP and GSP has always been decentralised to the Agencies based on numbers approved by RCSC in the absence of HR norms and standards. ESP and GSP are outside Civil Service but managed as per ESP and GSP Chapter in the BCSR. There were neither approved numbers nor standards to guide Agencies during the 10th FYP and early 11th FYP. Agencies recruited ESP and GSP on case by case basis approved by RCSC without a reliable service standards.

While Civil Service endeavors to outsource the ESP and GSP functions, sector wise standards have been developed and approved by the 11th Commission Meeting held on 19th September, 2017 for Agencies to recruit and manage ESP and GSP. With this, the Agencies can directly recruit the ESP and GSP based on standards approved by RCSC.

3.2.14 Officer on Special Assignment

With the launch of Super Structure reform, the Commission also initiated an Officer on Special Assignment (OSA) scheme which allows movement of civil servants from one Super Structure to another Super Structure group when there is requirement of their expertise for a fixed term of three years. Therefore, two such OSAs were implemented i.e. one from Finance Service to Environment Technical Service and another from Teaching Service to *Dzongkha* Technical Service.

3.2.15 Parent Agency Framework

Parenting of different occupational groups by certain key Agencies is further strengthened with the objectives to:

1. Enhance the Royal Government's decentralisation policy by empowering Working Agencies;
2. Professionalise the specific profession through proper planning, management and professional/capacity development; and
3. Enhance clarity and streamline specific HR roles to avoid duplications between Parent Agencies and Working Agencies.

HR functions such as recruitment, promotion and long term training, which initially were reviewed and routed via Parent Agencies, are now delegated fully to the Working Agencies. Under this initiative, *Dzongkhag* administration in particular has enhanced authority to undertake HR functions like any other Working Agencies which was missing in the earlier system. However, key strategic roles at the macro level is still retained with the Parent Agencies amongst which development of competency framework and transfer guidelines with the mandatory planning of six months ahead. These will help improve the productivity, performance and service delivery of the organisations.

3.2.16 Health HR Standards for Jigme Dorji Wangchuck National Referral Hospital

Jigme Dorji Wangchuck National Referral Hospital has been facing shortages and other challenges related to human resources and therefore, the Commission decided to establish and follow basic standard to determine the requirements towards achieving the following objectives:

1. Facilitate sound HR planning of required human resources for the Hospital;
2. Ensure proper recruitment based on the actual requirement of the Hospital and changing needs; and
3. Ensure proper planning of the HRD requirements.

While developing the HR standards, RCSC met with each clinical Department in order to understand the ground realities and finally the following approaches are considered to determine the standards:

1. Identification of the services provided by each Department in consultation with them (e.g. OPD, IPD (wards, ICUs), OT, etc.);
2. Number of OTs and workstations for those Departments whose HR requirement is workstation driven;
3. Review of the process for delivering each service;
4. Time taken to deliver each service;
5. Identification of the type of different HR requirements to deliver each service;
6. Equipment/machines used;
7. Time taken by a Doctor for each patient; and
8. Number of patients who have visited the Departments in the past years (caseload in previous years and the growth in number of cases annually).

Accordingly, the following general standard was deduced based on the time taken by a Doctor for each patient; the procedures involved; the number of days spent in OT and the hours taken for carrying out ward rounds:

1. General Specialists: 1 Specialist: 105 patients in a week; and
2. Sub-Specialists: 1 Sub-specialist: 60 patients in a week.

The details of the standards for each clinical Department are provided in Annexure V.

3.2.17 Para Regular Employees

Besides the regular civil servants, there are para regular employees to undertake special tasks who are neither accounted as regular nor as contract civil servants. 352 para regulars are with the Ministry of Finance and another one with the Ministry of Home and Cultural Affairs. With Commission's recent knowledge on the para regulars, their case is being taken up with the Ministry of Finance.

3.3 Human Resource Audit

The HR Audit was instituted in 2012 as per the CSAB 2010. The HR auditing ensures compliance and uniform application of the CSAB 2010 and BCSR towards improving HR standards and practices across all Civil Service Agencies. As per the work plan approved by the 119th Commission, HR auditing shall be carried out after a minimum of two years in the Ministries; three years in the *Dzongkhags*; and five years in Autonomous Agencies.

A total of 24 Agencies have been audited including Ministries, Agencies and *Dzongkhags* as follows as on June, 2018:

Table 44: Summary of Agencies Audited

Sl. No.	Agency	No. of Agencies Audited
1	Ministries	10
2	Dzongkhags	8
3	Autonomous Agencies	6
Total		24

An accelerated HR auditing exercise is being carried out across Civil Service in 46 Agencies which is to be completed by December 2018. This exercise will ensure a minimum of two years gap is maintained from the last auditing period. The area of HR Auditing is focused on promotion, recruitment, HRC and EOL.

3.3.1 Strategic Human Resource Audit

The strategic HR Audit was conducted from 2016 onwards and completed in 12 Agencies till date. The exercise assessed the strengths and weaknesses of the HR Division/Service and its functions vis-a-vis the needs of the staff. The Design Thinking methodology was applied to understand the user needs through surveys and interviews. Based on the user needs, recommendations were co-created with Agency's HR Officers and staff. Accordingly, the prototypes are designed.

3.3.1.1 Some of the cross cutting recommendations implemented in 12 Agencies are:

1. Developed HR internal process, outlining a step by step process for the entire HR actions starting from recruitment till separation. Such a system in place, ensures guidance for the new HR Officers to easily carry out the HR functions and bring continuity in the HR systems and processes. It includes the delegation of authority among HR Committee, HR Officers and Administrative Assistants allowing HR Officers to focus more on strategic work by delegating routine works to Administrative Assistants;
2. Developed HR external processes, outlining the role of HR Divisions/Services, individual civil servants, Departments/Sectors and specifying the documents required to avail HR services;
3. Set up HR Google Calendar to ease the daily work of HR Division. It provides pop up reminder to HR Officers from time to time;
4. Standardised the Letter of Awards (LoA). The LoA requires to share three things they have learnt from the training/meetings with their respective Divisions/Sectors and specifies documents to be submitted after the training;
5. To ensure graceful exit, civil servants due for superannuation are informed prior to six months. An exit interview is conducted by HR Officers to further improve the HR system in the organisation;
6. In order to make the superannuating civil servant feel valued, a portfolio of the civil servant is posted on the web with a note of appreciation for the long service rendered;

7. Restructured the promotion notification by attaching the list of civil servants due for promotion ensuring that civil servants do not lose out on their promotion;
8. The promotion list are posted on the web to recognise the promoted civil servants;
9. Open scholarship links are shared within the organisations to encourage the individuals take initiatives for their own professional development;
10. Developed HRC Agenda Template and instituted the usage of google doc for HRC Meeting;
11. Developed Handing-Taking-Over Form for transfer of work responsibilities and equipment so as to ensure continuity of work and individual accountability; and
12. E-documentation of all official correspondences and E-Personal Files for easy access and future reference.

In addition, as part of strategic audit, capacity building of HR Divisions/Services was carried out by involving the staff in the entire process of strategic auditing. They are equipped with basic skills to analyse data and generate reports using pivot table and conditional formatting.

3.3.2 Compliance Human Resource Audit

The compliance audit is conducted to identify gaps and limitations based on which appropriate interventions are recommended. HR audit not only identifies gap but also highlights positive observations and good practices, if any, in the audit report.

Table 45: The summary of the Agencies with HR actions audited for FY 2017-18 are as follows:

Sl. No.	Agency	HR Actions	Number of Cases reviewed	Major Observations
1	Ministry of Education	Promotion	654	9
		Training	1,817	22
		Recruitment	405	
		HRC Minutes	103	
		EOL	27	1
		Separation	13	
2	Ministry of Finance	Promotion	983	5
		Training	1,263	
		Recruitment	104	
		HRC Minutes	79	
		EOL	34	4
		Separation	176	3

Sl. No.	Agency	HR Actions	Number of Cases reviewed	Major Observations
3	Ministry of Health	Promotion	1,506	6
		Training	2,595	71
		Recruitment	1,264	
		HRC Minutes	159	
		EOL	122	
		Separation	42	
4	Ministry of Labour and Human Resources	Promotion	408	3
		Training	578	10
		Recruitment	70	
		HRC Minutes	147	
		EOL	23	
		Separation	80	
5	Ministry of Information and Communication	Promotion	499	8
		Training	1,479	66
		Recruitment	190	
		HRC Minutes	337	
		EOL	12	
		Separation	121	
6	Thimphu <i>Thromde</i>	Promotion	1,218	6
		Training	972	15
		Recruitment	72	
		HRC Minutes	63	
		EOL	205	3
		Separation	308	1
7	Thimphu <i>Dzongkhag</i>	Promotion	449	3
		Training	195	
		Recruitment	71	
		HRC Minutes	103	
		EOL	56	
		Separation	129	
8	Samtse <i>Dzongkhag</i>	Promotion	1,014	2
		Training	365	
		Recruitment	383	
		HRC Minutes	95	
		EOL	49	
		Separation	59	

Sl. No.	Agency	HR Actions	Number of Cases reviewed	Major Observations
9	Phuentsholing <i>Thromde</i>	Promotion	415	1
		Training	308	12
		Recruitment	25	
		HRC Minutes	41	
		EOL	31	
		Separation	47	
10	Haa	Promotion	409	2
		Training	109	3
		Recruitment	100	
		HRC Minutes	146	
		EOL	23	
		Separation	120	

Some of the positive observations and recommendation made are:

1. Upgradation of 24 GSP II to GSP I who spent more than 5 years;
2. Payment of annual increment (personal pay) to five basic operators who have reached the highest pay ceiling depending on their performance and subject to HRC approval; and
3. Ministry to refund the additional amount paid by the civil servants for training obligation not served.

Some of the good practices observed in the Agencies audited are as follows:

1. Weekly HRC Meetings are conducted;
2. HR Division/Section notifies the individual civil servants due for promotion;
3. HRS renders necessary support during the death/demise of relatives in the *Dzongkhags*;
4. Presentation to HRC on individual civil servants due for broad banded promotions with information such as adverse record, EOL and LTT;
5. Training nominations submitted with the training history of the nominated candidate;
6. Online grievance redressal instituted on *Dzongkhags'* websites;
7. Initiated internal timeline for meritorious promotion before RCSC's deadline;
8. Job description were attached with PE forms for promotion;
9. HRC minutes are compiled into booklet on annual basis for proper record keeping; and
10. Farewell dinner is coordinated for all superannuating civil servants irrespective of the position level and gifts of their choice are given with Nu. 5,000 as the capping.

Some of the major HR audit observations are:

1. Civil servants promoted without meeting performance and duration criteria;
2. Civil servants promoted while undergoing LTT;
3. Civil servants availed EOL without fulfilling study obligation;
4. Civil servants availed study leave without fulfilling EOL obligation;
5. Civil servants availed EOL without completing initial duration of five years; Accumulation of earned leave of 2.5 days per month for training period more than a month;
6. Poor documentation and records across Agencies; and
7. Civil servants are kept beyond their superannuation age.

3.3.3 Human Resource Audit Manual

The HR Audit Manual was launched along with BCSR 2018 as on 1st January, 2018. With the HR Audit Manual in place, a system is set up whereby the institutional memories are documented. The Manual outlines the step by step process along with designed templates to enable any new HR Officers in HRAD to carry out auditing in the Ministries/Agencies/Dzongkhags.

3.4 Bhutan Civil Service Examination

Civil Service recruitment examination for university graduates was introduced as far back as in 1983 with the objective of instituting a proper selection system based on meritocracy. 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.

In 2017, a total of 3,884 graduates initially registered online out of which 3,409 actually appeared the Preliminary Examination (PE) conducted in August 2017. While 1,025 graduates obtained 50% and qualified for the Main Examination (ME), only 957 graduates appeared the ME. Ultimately, 399 graduates were selected based on the requisition submitted by the Ministries and Agencies and in line with the approved staffing the breakdown of which is as follows:

3.4.1 Recruitment of Bhutan Civil Service Examination Selected Graduates

Table 46: Number of Graduates Selected by Category of BCSE

Sl. No.	Category of BCSE	No. of Graduates Selected
1	Administrative Service	40
2	Finance Service	30
3	Education Service	116
4	Technical Service including 10 PGDNL & five Dzongkha Graduates	204
	Total	399

While 194 graduates under the technical category were appointed with effect from 1st January, 2017, 196 graduates are currently undergoing one-year mandatory Postgraduate Diploma Programmes in Public Administration, Financial Management, National Law, and Education in RIM, Paro College of Education, and Samtse College of Education respectively.

The RCSC did not conduct examination for the B.Ed. graduates since there was no supply of graduates passing out in year 2017. The next cohort of B.Ed. graduates completes their course in June, 2018. Their examination will be conducted with other BCSE candidates simultaneously henceforth.

3.4.2 Exemption of Preliminary Examination for MBBS Graduates

In continuation to the exemption made for the MBBS graduates from appearing the PE since 2014, where the requirement of the MBBS graduates far exceeds the supply, the MBBS graduates were exempted to appear the PE. A total of 27 MBBS graduates appeared the ME and all of them obtained 50% in the final result which was set as the minimum threshold for recruitment into the Civil Service and for merit ranking based placement.

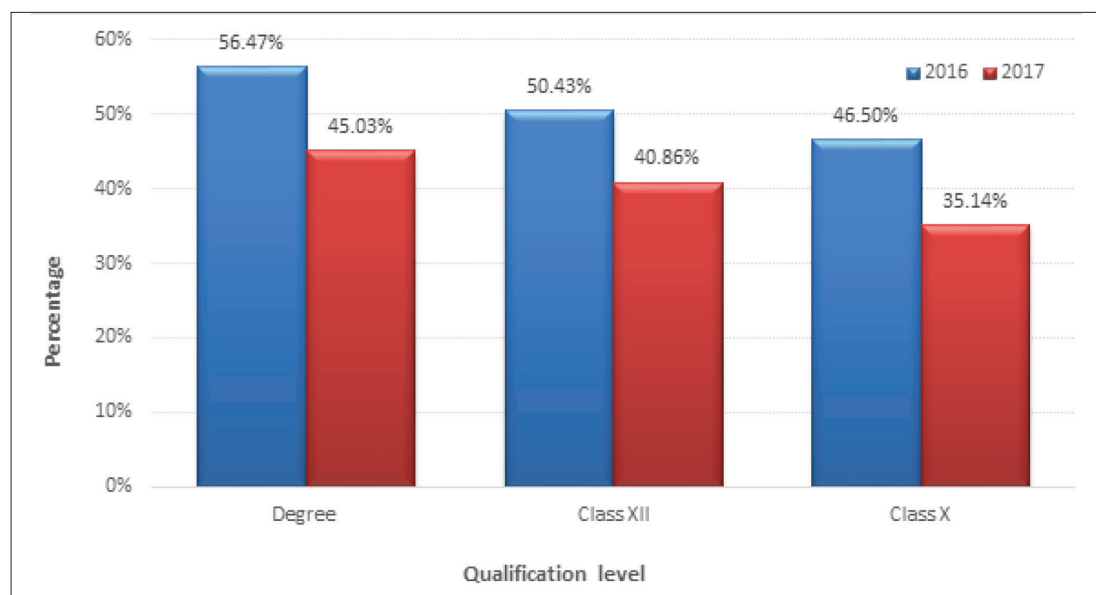
3.4.3 Conducting Preliminary Examination in Different Regions

Graduates register online for PE which is accessible from any part of the world. PE consists of one question paper of 2.5 hours duration. With the aim to reduce the burden on the candidates to travel to Thimphu just for the purpose of appearing the PE, the Commission offered Monggar and Gelephu as alternate venues for PE for the last three consecutive years. However, with less than 100 graduates opting to appear the PE in these venues, it was not cost effective for the Government and therefore the proposed plan for 2017 did not materialise too. Some of the reasons for the lack of demand in the regions were that many students prefer to stay in Thimphu after their graduation to attend the National Graduates Orientation Programme (NGoP) and in search of job opportunities.

3.4.4 Preliminary Examination Tested on Class X and XII Students

To assess the standard of the PE paper, the past PE papers (2016 and 2017) were tested on Class XII and X students of three higher secondary schools of Thimphu, namely: Yangchenphu HSS, Motithang HSS and Dechencholing HSS. A total of 108 class XII and 103 class X students, selected randomly, participated in the test.

Chart 15: Overall Performance by Qualification levels for PE 2016 and 2017



According to an official from the BCSEA the following inferences could be made with information provided by the Chart.

i. Item Difficulty

PE 2017 test instruments show higher difficulty level compared to PE 2016 test instruments. This is confirmed by the pattern of difference in the item difficulty observed across the three subject groups. Difference of about 10 percentage point between the 2017 and 2016 PE overall performance can be seen for the three subject groups, class X, class XII and Degree.

ii. Item Discrimination

Since learning is a cumulative process, a candidate with higher qualifications is expected to do better than the one with lower qualification levels. In this respect, both PE 2016 and 2017 test instruments show a positive discrimination and test instruments are able to distinguish between higher and lower qualification levels. There is a consistent discrimination of about 5% between the qualification levels.

Overall, test instruments were reliable as they show consistent difficulty levels and item discrimination across the three groups. The feedback from the students was very positive since most of them said that this would help them in preparation for the BCSE in the future. This mock test was conducted as a surprise test and hence the

participants did not get time to prepare for the test. Participants were told about test format just before the exam during a pre-test briefing at the test centres.

The CSED will conduct similar test in other schools in the future. The RCSC will also share the findings with RUB and MoE who will use it to assess and reflect on their learning outcomes standard.

3.4.5 Report on the Performance of Graduates from different Institutions in the BCSE

The RCSC published its first report on performance of graduates from different institutions in the BCSE from 2011 to 2015 in 2015, with subsequent edition in 2016 and 2017. The objective of the report is to provide a useful advisory for parents and prospective candidates in searching for good colleges. The report shows that the largest number of students selected in the BCSE are from institutions in the country.

3.4.6 Drug Test as part of Medical Fitness Certificate

The Commission introduced drug test as part of the medical fitness certificate from January 2018. The move to conduct the drug test is to support the national effort to prevent drug abuse in the country. This initiative also upholds the Civil Service Values and Conduct which explicitly prohibits indulgence in intoxicating substances in the Civil Service. The Commission is of the opinion that the cases of drug abuse would reduce when parents and youth themselves are now aware about the test.

The drug test is conducted only on candidates who are confirmed for placement in the Civil Service and it is carried out with guidance of the Bhutan Narcotic Control Agency. The administration of the drug test is guided by the 'SOP for Drug Test in the Civil Service'. Of the 399 PMC selected candidates for 2018, two candidates were tested positive based on the drug test. One was a case of prescribed medication which was reconsidered after confirmation from JDWNRH. The other candidate was not recruited but referred to BNCA for medical counselling and further treatment to help the candidate.

Similarly, all candidates recruited in SSC, OC, ESP, GSP by Agencies under decentralised recruitment also underwent drug test.

Furthermore, the requirement for Medical Certificate for those appearing for the BCSE was also changed. Earlier, all those appearing for the ME had to produce a Medical Certificate, leading to waste of time, money and resources for unsuccessful candidates. Now, only those who have been selected have to produce a Medical Certificate of fitness for employment.

3.4.7 Bhutan Civil Service Examination System Enhancement

Under the Austrian Development Agency funding, the RCSC has initiated enhancement of BCSE system, especially development of item banking which is a repository of test

items for the Examination. The RCSC envisages that having item banking in place will not only validate the test items but improve the mechanism for storage of test items, generate test items using the dynamics of selection process, and enhance analysis of the test items.

3.4.8 Cost of Bhutan Civil Service Examination

The cost incurred for conducting BCSE 2017 was Nu. 10.059 M. The cost is incurred mainly for paying honorarium for resource persons, other resources and logistic arrangement.

A total of 3,409 graduates appeared preliminary examination of the BCSE 2017. The examination was conducted in the examination centers spread over eight schools. It was administered by 410 invigilators, mainly teachers in respective schools who have expertise in the conduct of examinations, with support and central coordination from the RCSC. Every year, the PE is scheduled on Sunday, around first week of August, so that there is a minimal disturbances to the schools and their schedules.

957 graduates appeared the ME which consists of written examination and viva voce. A total of 113 teachers and officials have been involved as invigilators for written examinations and 78 officials participated as members of the interview panels for the BCSE 2017. In the viva voce panel, the RCSC mobilises pool of resource persons from other Agencies based on the relevancy and field of specialisation. The panel interviews are chaired by Commissioners, civil servants in EX/ES positions and superannuated civil servants who have held EX positions during their tenure.

For the preparation of resources for the examinations and evaluation of the papers, the RCSC has identified experts who have high degree of professionalism and integrity in addition to in-depth knowledge and specialisation in the subject assigned. 61 resource persons and evaluators participated in the BCSE 2017. Besides assessments, all examination papers are verified and re-verified by different dedicated teams from the RCSC to ensure rigor and error free examinations results. The examination materials are handled with the highest degree of professionalism, integrity and confidentiality.

Further, the RCSC facilitates to cater to candidates with special needs to appear in Braille every year. Three candidates appeared PE in 2017.

3.5 Human Resource Coordination Services

The RCSC is the Parent Agency for all the Human Resource Officers across the Civil Service Agencies. The HROs in both the Secretariat and in Agencies play a critical role to deliver the mandate of the Commission and meet the human resource needs of the Working Agencies by discharging the five roles. They are expected to discharge the role of strategic partner, employee champion, change agent, administrative expert and integrity advocate. With the clarity in roles supported by competency

based training, the Human Resource Officers are expected to transform the HR service delivery. The HRC in RCSC Secretariat functions as the HR hub and manages the capabilities development and coordination of common HR services through a common IWP based on the directive of the Commission.

3.5.1 Competency based Training for Human Resource Officers

The RCSC is building a highly motivated, dynamic and professional Civil Service guided by the highest standard of integrity to promote good governance in pursuit of Gross National Happiness. At the core of this mission, are the Human Resources Officers who are an integral part in creating a highly motivated and agile workforce besides ensuring meritocracy. Therefore, the RCSC as a Parent Agency for all HR Officers initiated 10 days learning and development workshop for 30 HR professionals, where both functional and behavioral skills were the focus of development.

The workshop which was conducted by Society for Human Resource Management (SHRM), India from 4th -15th June, 2018 was funded through GoI PTA fund allocated to the RCSC Secretariat. With this third batch of training, 81 HR Officers are trained on HR Competency Training Level- I.

The RCSC appointed 17 new HR Officers in January, 2018 from the PGDPA 2017. The new recruits were given hands-on Foundational Course on Human Resource Management at Royal Institute Management, Thimphu from January 1- January 19, 2018, by the Senior HR Officers. The programme started with opening remarks by the Chairperson, RCSC followed by session on Leadership of the self.

New Human Resource Officers were also briefed on the five reforms of RCSC under the guidance of current Commission besides acquainting them on the Constitution of the Kingdom of Bhutan, Civil Service Act of Bhutan, and Administrative Discipline. They were also trained on all aspects of Civil Service Rules and Regulations as per the BCSR 2018.

They were attached to the HRAD to give them the hands on training on HR management processes. The feedback from the new HR Officers show that both the HR foundational course and attachment with HRAD were critical in boosting their confidence and competence to shoulder the critical responsibilities of HR Officers independently in *Dzongkhags*.

3.5.2 Common Individual Work Plan for HR Officers

The RCSC as the Parent Agency for HR Officers has adopted 29 activities as generic IWP to ensure common minimum standard for service delivery across all Agencies/ Ministries. The generic standards was discussed with the respective HR Officers of all Agencies and finalised during the HR Workshop held from 12-14 April, 2017 at Gelephu. Aligned to this decision, Human Resource Sections of all Agencies have formally adopted the activities for 2017-18. The HR Officers or the Administrative Assistants in the HR Divisions are required to reflect the applicable activities in their

respective IWPs. Such activities in the IWPs shall be evaluated, compiled and shared by the RCSC.

This process of sharing common IWP between RCSC Secretariat and Agencies' HR Officers will improve the delivery of HR services and bring forth common understanding and standardised HR practices in the Civil Service.

3.5.3 PMS: Targets Setting and Evaluation Training, Singapore

With successful implementation of the Managing for Excellence (MaX) reform in the Civil Service, there is a need to build capabilities of the HR Officers as the change agent to manage MaX. The success of the implementation of the MaX reform to a great extent will depend on the capability of HR Divisions to manage MaX. To this effect, 43 HR Officers from Ministries, RCSC, other Agencies, *Dzongkhags* and *Thromdes* underwent training on "PMS-Target Setting and Evaluation" at Singapore Polytechnic from 14 - 19 May, 2018.

3.5.4 5th HR Conference

The 5th HR Officers' Conference was conducted at Sonamthang Central School, Panbang from 12-14 March, 2018 with the theme 'Better Civil Service for a Brighter Future'. The Conference was chaired by the Chairperson, RCSC and in attendance were Commissioners, Director, Specialist and 94 HR Officers/HR focals. The Conference focused on the following topics:

1. Sensitisation on BCSR 2018 and update on five reforms;
2. Sharing of 12th FYP guidelines and 16 NKRA's;
3. Ideation on RCSC as a role model organisation;
4. Follow-up on Gol-PTA;
5. Sharing on enhancement of the CSIS;
6. Staffing and HR forecasting;
7. Sharing of best HR practices; and
8. Resolving common HR related issues across the Civil Service.

The Conference also emphasised on networking and team building among HR fraternity and ended with a day of out-bounding activity.

3.5.5 Model Organisation

With all the major reforms being rolled out, the Commission is now focusing on transforming RCSC into a Model Organisation for the 21st century, particularly, emphasising on three aspects: Learning, Growing & Caring; Building Model Employees; and Instituting Feedback System. The Model Organisation move will begin with RCSC and will be used to encourage other Agencies to strive for the same.

The Model Organisation co-creation exercise at the RCSC Secretariat and at the HR Conference made the following recommendations for RCSC.

Table 47: Recommendations for RCSC as a Model Organisation

Sl. No	Suggestion	What can RCSC do?	Change	Status
1	Inculcate good feedback culture to help improve each other	Director to give feedback to all Division Heads. Division heads to have feedback sessions with their subordinates at least once a year	People	Implemented
2	Be proactive	Avoid being reactive, resolve issues and challenges proactively	People	Implemented
3	In country Emotional Intelligence Training for all – phased	Division heads to start with and then phased to all other interested people	People	To be implemented
4	Have experience sharing and learning platform	Include in IHM and make IHM more regular	People	Implemented
5	Wish colleagues on Birthday and make their day special	Automate in CSIS and make it a culture to remember colleagues on birthdays'	People	To be implemented as a part of CSIS enhancement
6	Promote happiness at workplace by doing work with the best of the intentions and not otherwise	Mindfulness Micro practice to be shared and implemented in RCSC	People	Implementation under process
7	Build Trust	Include all staff in preparing a trust building plan and commit to it	People	To be implemented
8	Build strong Team (Team Building) and make workplace fun	Retreat and recreational activities	People	Implemented
9	What it means to be a model employee - not only hardworking but also pleasant, be loyal to the absent, talk about ideas not people, etc.	Feedback and continuous coaching conversations	People	Started to practice

Sl. No	Suggestion	What can RCSC do?	Change	Status
10	Design “friendly” work space, cubicles in the new office that is being planned. Keep space for indoor games like TT, chess, yoga/meditation in addition to creche, canteens, etc.	New office construction plan to be shared with all staff	Structure	To be implemented in new office construction plan
11	Help civil servants find their ways in the RCSC	Established Civil Service Support Desk and triage system to improve RCSC services to civil servants	System	Implemented
12	Determine the internal indicator to ensure that workplace is conducive.	Feedback on internal system or survey	System	To be implemented
13	Online Dispatch System from GNHC/ NLC	Make dispatch system online	System	Implementation under process
14	True Conference Facility - face to face at a distance	Ensure all HROs have True Conference facilities especially outside Thimphu to start with. Use it to provide face-to-face support and regular communication.	System	Implemented and in use from time to time
15	Explore possibility of receiving incoming fixed line call on mobile phone	Provide the facility	System	Implementation under process
16	Provide office space and Laptop (preferably 13’ Mac) within a week of the joining. Cannot expect staff to work without providing proper equipment	AFS to come out with TAT for SOP that ensures automatic trigger of such processes. To procure quality products and hold suppliers accountable for poor supply and services	System	Implementation under process

Sl. No	Suggestion	What can RCSC do?	Change	Status
17	Approachable senior colleagues and clarity of work for new appointees. Issues of new appointees not being assigned any work	Division Heads to create SOPs for ensuring timely work assignment and monitoring/coaching. Assign mentor for one on one session	System	Implemented
18	Periodic surveys and feedback from HROs outside and staff within on what works, what doesn't	Conduct survey, evaluate and act	System	To be implemented
19	Ensure emails are being responded on time	Survey and feedback	System	To be implemented
20	Enhance onboarding - beyond orientation for new recruits	Foundational programme	System	Implemented
21	Dedicate Monday as a meeting free day where all the officials are available	No meetings	System	Implemented
22	Strengthen the office internally first. Set the tone of the organisation right and create a conducive working environment	Create a culture of one-on-one conversations. Build SOPs	System and people	To be implemented
23	Have monitoring system for the post reforms	APT and IWP	System and Structure	Implemented
24	Monitor public service delivery	TAT/SOP and IWP	System and Structure	Implemented

3.5.6 HRC/SHRC Meetings

The HR Committee meeting at RCSC Secretariat reviews HR issues received from Agencies and submits to the Commission. During the reporting period, a total of 43 meetings were held.

3.5.7 Attachment of new HR Officers with HR Audit Division

As part of capacity building of the new HR Officers, the RCSC has established an attachment programme. This initiative equips the new HR Officers with the basic HR functions and system in place by providing hands on training, so as to enable them carry out the HR functions effectively and efficiently. Therefore, eight new *Dzongkhag* HR Officers were kept on attachment in 2018 with HR Audit Division for six months before deployment to their respective *Dzongkhags*. The HRAD trained the new HR Officers for a period of three weeks using the HR Audit Manual. The areas covered are as follows:

1. MS Excel for Staff Assessment;
2. Regular, Contract & GSP/ESP Recruitment;
3. Promotion;
4. Training;
5. Extra Ordinary leave/Separation/Transfer;
6. Data Cleaning; and
7. Design Thinking Methodology.

With eight new HR officers, the Division audited a total of four *Dzongkhags* and one *Thromde*. Further, the Division as per the Commission's directive designed HR calculator for seven HR functions with the purpose to minimise errors and expedite service delivery in HR processes pertaining to promotion, training, EOL and superannuation and routine HR functions. The HR calculator was further tested by the new HR Officers and RCSC officials to validate its reliability and check if it is user friendly.

3.5.8 Moderation

In line with the Managing for Excellence Manual, the Moderation for the RCSC staff was conducted on 21st October, 2017. The annual APA/APT score of the Secretariat for the FY 2016-17 is 92.71 and was rated under "Very Good" category. Based on the APA/APT score and Agency Categorisation Framework, 64 eligible employees for moderation were distributed as detailed below:

Table 48: *Distribution of Staff into Performing Categories*

Performance Category	Outstanding	Very Good	Good	Need Improvement
% distribution as per ACF	2%	16%	81%	1%
	1.28	10.24		0.64
Actual employee distribution	2	11	50	1

3.6 Information Technology Updates

3.6.1 Information Accuracy in Civil System Information System

Information accuracy in CSIS as of 30th June 2018 continues to be maintained at 95.60%. Given that the system is dynamic, on account of recruitment, transfer, promotion and training, this is a high level of accuracy that RCSC will strive to maintain.

3.6.2 Digital Archiving

RCSC serves as the “institution of Civil Service Records”. It has been maintaining hard copies of the personal files of all the civil servants. With the growing volume of documents and related issue of storage, security and the risk of losing the files to natural calamities, digital archiving of personal files has become a necessity.

The first phase of digital archiving: Outsourcing and Development of a Document Management and Archival System for the personal files has been initiated. The system is currently undergoing development and an overall guideline on filing/e-filing and managing HR documents is also developed. The system aims to go live by January 2019, where the second phase will begin by scanning and uploading files for executives.

3.6.3 Civil Service Information System (CSIS)

The CSIS is a vital system which manages the data of all civil servants from recruitment to separation. The first version of the CSIS was developed in 2009. Since then, it has undergone three major enhancements to accommodate new requirements. Although, the CSIS has been fairly successful in its initial objective of automating various Civil Service processes and maintaining up to date civil servant data, it has been found wanting in the following three areas: Performance, Usability and Maintenance. The RCSC plans to do a major uplift to the system. The functionality of the new version of CSIS has been re-imagined from the ground up using the Design Thinking approach. The requirements are the result of a co-creation process involving actual CSIS users. Some of the new features proposed in the new system are:

1. Self Service: Enables individual civil servants to access their information & complete various processes online;
2. Dashboard: For Executives and HROs. These dashboards will provide quick access to frequently requested data;
3. HR Planning Data;
4. HR Audit Data;
5. Automation of Royal Civil Service Award (RCSA) process;
6. Automation of STTs requiring RCSC approval;
7. Automation of leave encashment process;
8. Provide calculators to reduce HRO workload, like: pay fixation calculator, retirement benefits calculator, obligation calculator, etc;

9. Simplified processes and clarity on processes;
10. Facility to generate office orders in bulk;
11. Facility to process HR actions in bulk; and
12. QR codes on documents printed from CSIS. This will enable automated processing of paper / electronic documents by RCSC's new data archiving system. It will also open interesting possibilities of integration with third parties, like for example, release of official passport by MoFA, etc.

The requirement development of the system has been completed and the system is currently being outsourced. The system aims to go live by July 2019.

3.6.4 Use of RCSC Website and Social Media

The website of RCSC is one of the most visited Government websites. The website is used to disseminate and share various Notifications & Announcements, Press-Release, link HR Information System, and repository of Publications. The RCSC also uses official Facebook (Fb) for various communications purpose. The Fb Messenger is used to clarify and respond to doubts especially for the BCSE candidates. The age group who visited Fb is between 18 - 34 years and the Fb page has around 19,555 followers.

3.7 Royal Civil Service Awards - 2017

On the 110th National Day, 2017, His Majesty The King conferred RCSA to a total of 2,891 civil and public servants for their dedicated and lifetime service to the *Tsa-Wa-Sum*. The following is the summary of RCSA- 2017:

Table 49: Summary of Royal Civil Service Awards – 2017

Category of Awards	Civil Service	Public Service	Total Recipients
Lifetime Services (Gold)	223	27	250
30 Years and above (Gold)	254	43	297
20 Years and above (Silver)	450	137	587
10 Years and above (Bronze)	1,433	324	1,757
Total	2,360	531	2,891

The Gold, Silver and Bronze Medals are awarded to civil servants who have rendered 30 years, 20 years and 10 years of active service respectively to the *Tsa-Wa-Sum* with dedication and loyalty while the Lifetime Service Awards are given to the superannuating civil servants who have served the *Tsa-Wa-Sum* till superannuation age.

His Majesty also conferred National Order of Merit, Gold, Silver and Bronze to 79 civil servants for their outstanding services to the *Tsa-Wa-Sum*. For civil servants, such awards are the highest and most treasured source of recognition, inspiration and motivation. The RCSC remains deeply grateful to His Majesty for the recognition of

the hard work of civil servants and rededicates itself to the *Tsa-Wa-Sum*. The RCSC expresses its appreciation to the recipients for their exemplary services and also congratulates those who serve as role models for all civil servants.

PART 4 - ADMINISTRATIVE ACTIONS

4.1 Alternative Dispute Resolution

To probe causes of misconduct together with the employee and to jointly identify means of correcting the unacceptable conduct using a method other than a disciplinary inquiry and to eliminate workplace disputes that might come from a circumstance where disciplinary action is not necessarily appropriate and effort is towards an amicable resolution, the Commission has introduced Alternative Dispute Resolution (ADR).

The ADR mechanism can take many forms such as mediation, counseling, guidance or training which shall normally be applied in cases of a less serious nature of misconduct where there is room for change and improvement and where a trend has developed (e.g. irregular attendance, habitual habits affecting office work and performance).

However, the Agencies shall refer cases pertaining to ESC/Head of Agency to RCSC for Alternative Dispute Resolution.

4.2 Disciplinary Actions

Empowered with the following provision of the CSAB 2010, the RCSC enforces administrative actions on erring civil servants:

Chapter 2, Section 27(n) - "The Royal Civil Service Commission as the Central Personnel Agency of the Government shall excises general disciplinary control over civil servants through the enforcement of the all rules, regulations and relevant laws"

Chapter 9, Section 79 –"Completion of a criminal trails or civil suit against a civil servant in a Court of Law shall not be preclude the disciplinary Committee for excising jurisdiction under this Act"

Chapter 10, Section 85- "A civil servants shall be terminated from service with post service benefits if he or she is convicted by the court of Law for criminal offence of misdemeanor and above for offence related to discharge of official function"

Chapter 10, Section 86- "A civil servants shall be compulsorily retired from service with post service benefits if he or she is convicted by the Court of Law for criminal offence of misdemeanor and above for offence not related to discharge of official function"

The following table provides the summary of administrative actions taken against civil servants during the reporting period.

Table 50: Summary of Administrative Actions taken against Civil Servants

Natures of Actions	No. of civil servants/cases	Actions Taken
Prosecuted before the Court of Law	3 civil servants	Administrative actions taken as per the Delegation of Authority against civil servants based on the Judgment of the Court.
Disciplinary cases against the civil servant	18 civil servants	Actions taken by the respective Agencies as per the delegation of authority - Penalty imposed ranges from reprimanded to termination
Appeal cases received by RCSC	23 appeal cases	Actions taken by the RCSC - In all cases, the Commission upheld the decision of the Agencies and earlier Commission's decision.
Compliant cases received from ACC	44 compliant cases	<p>As per the delegation of the authority, the cases are forwarded to respective Agencies who in turn are required to submit actions taken report (ATR) to the RCSC. The RCSC has received few ATR from the Agencies wherein, some Agencies have taken administration actions while other cases are dismissed for no legal basis after the investigation.</p> <p>However, for one case, RCSC forwarded back to ACC as it is beyond the purview of the RCSC.</p>

PART 5 - NETWORKING AND LINKAGES

Networking and linkages with other Agencies and institutions is important for the RCSC to draw on the support of others towards leveraging its capacity, understand problems from a holistic perspective and co-create effective mechanisms to address emerging issues and challenges. As the central personnel Agency of the RGoB, RCSC also works in close collaboration with some of the key HRD institutions of the country to ensure alignment of HR development to the needs of the Civil Service and the Nation.

5.1 Existing Networking and Linkages

5.1.1 In-country Institutions

The RCSC has maintained networking and linkages with the following in-country Agencies and institutions:

i. Constitutional Offices

The RCSC maintains a good working relationships with all the Constitutional Offices especially with the initiation of periodic meetings among the Holders and Members of Constitutional Offices. The Commission provides extra latitude on HR matters to the Constitutional Offices considering their special mandates. RCSC has also signed MoU with the Anti-Corruption Commission which allows flexibility in the human resource management and development areas besides developing an understanding on sharing/addressing administrative complaints pertaining civil servants.

ii. Royal Institute of Governance and Strategic Studies (RIGSS)

The RCSC collaborates with RIGSS on building capabilities of civil servants in leadership. The flagship programme organised jointly between RCSC and RIGSS is Bhutan Executives Services Training (BEST) for the civil servants in Executive and Specialist positions. The civil servants are major participants in SELP, FLP, YPLP and BFSP. The RCSC also supports RIGSS with DT master trainers to co-facilitate the DT programmes in YPLP.

The Commission supports RIGSS with extra latitude in terms of HR requirement for the Institute. Going forward, the Commission and RIGSS would be signing a MoU to cement the collaboration.

iii. Royal University of Bhutan (RUB)

The RCSC and RUB signed MoU on 18th November, 2015 wherein both parties have agreed on the following:

1. Provision for sharing of resources between RCSC and RUB;
2. Facilitate RUB to develop expertise in relevant academic fields;
3. Promote systematic planning and coordination to supply relevant graduates based on the changing needs of the Civil Service;
4. Align tertiary education programmes and services to the need of the Royal Government;
5. Ensuring value for money of the Government scholarships provided to the RUB colleges; and
6. Adhere to and follow relevant policies and regulations of the Royal Government.

Under this MoU, the RCSC provides HRD support to the RUB colleges besides supplementing the faculty requirements from the Civil Service on secondment and transfers with study obligations, if any. As the main employer of graduates from RUB colleges, RCSC also provides feedback on the relevance of courses for employment in the Civil Service. For example, during the reporting period, RCSC communicated to the RUB on the need to improve curriculum of Bachelor Degree in Himalayan Studies offered in CLCS, Trongsa in order to make the graduates eligible for PGDE course (History). Similarly, RUB was also informed on the need to plan recruitment of its faculty from the Education Sector without causing disturbance to the academic sessions of schools.

iv. Khesar Gyalpo University of Medical Sciences of Bhutan (KGUMSB)

The RCSC signed a MoU with the KGUMSB on 15th December, 2015 by agreeing on the following:

1. Provision for sharing resource persons between RCSC and KGUMSB;
2. Facilitate KGUMSB to develop expertise in relevant academic fields;
3. Promote systematic planning and coordination to supply relevant graduates based on the changing needs of the Civil Service;
4. Align tertiary education programmes and services to the need of the Royal Government; and
5. Adhere to and follow relevant policies and regulations of the Royal Government.

Under this MoU, RCSC has been providing HRD support to KGUMSB towards enhancing competencies of its faculty. Till date, the RCSC has been allowing deputation of medical specialists to the University as faculty on transfers even with study obligations based on the priority needs of the Health Sector. RCSC and KGUMSB also interact on a periodic basis on the requirements of training courses including the duration, entry grade of pass out graduates into the Civil Service and other related issues. The Commission has also informed the KGUMSB to start developing its own faculty without much relying on the medical professionals of MoH and JDWNRH.

v. Royal Institute of Management

The Royal Institute of Management (RIM) trains BCSE selected graduates who enter into the Administration Service, Finance Service and Technical Service (Law) by offering one year Post Graduate Diploma programmes in Public Administration, Finance and Law in the respective fields. Since these selected graduates are important group of future civil servants, RCSC and RIM interact on a periodic basis to ensure quality of courses especially for the PGDPA category which provides new recruits for various subgroups under the Administration Service. The Institute also provides Diploma programmes and other short-term courses to meet the needs of the Civil Service.

vi. MoU with Anti-Corruption Commission

The RCSC signed a MoU with the ACC on 5th August, 2016. The purpose of MoU is to provide a framework for cooperation and collaboration between the Parties to mutually resolve HR issues in the ACC, promote ethics & integrity, educate and prevent corruption in the Civil Service and provide access to/exchange information. Toward this end, RCSC has been providing greater latitude to ACC in HR matters.

The HR Officers in all Agencies take on the role of integrity advocate. As an integrity advocate, they liaise closely with ACC to enforce training on ethics and integrity, managing conflicts of interest, asset declaration, and gift registration in the Agencies.

5.1.2 Ex-country Institutions

RCSC maintains linkages with the following ex-country institutions mainly to draw on their rich experiences and share on the best practices.

i. Union Public Service Commission (UPSC)

The RCSC has renewed the MoU with the UPSC of India on 29th May, 2017. The areas of cooperation include:

1. Sharing of experiences and expertise in the Civil Service matters such as recruitment & selection, exchange of resource persons, and development of professional skills of officers and staff of both institutions through attachment and training programmes; and
2. Other areas of cooperation shall also explored in areas of mutual interests.

A delegation led by Commissioner Indraman Chhetri visited UPSC in June, 2018 to learn the best practices, mainly for the conduct of Civil Service examinations. The delegation expressed its appreciation to the UPSC for its support extended to the RCSC in the past. The UPSC has shown keen interest to help the RCSC towards further strengthening its institutional capacity.

ii. Member of SAARC Public/Civil Service Commission

The Royal Civil Service Commission is a member of the SAARC Public/Civil Service Commission. It hosted the 5th Conference of the Chiefs of Public/Civil Service Commission of SAARC Member States in March 2016 and provided an avenue to share the best practices among the member countries.

iii. RCSC as Participating Member of Regional Hub of Civil Service of Astana

The RCSC signed a letter of intent to join as a participating Member with the invitation of the Regional Hub of Civil Service of Astana on November 3, 2016. RCSC joined as a participating Member considering that both the organisations share a common effort in terms of Civil Service modernisation.

To provide an interactive knowledge sharing arena among a wide range of participants from the Astana Civil Service Hub (ACSH) participating countries and partners, multilateral organisations and diplomatic corps as well as ACSH expert network and members of the South-South Network for Public Service Innovation, one of the Commissioners and one official of RCSC attended ACSH Annual Conference “Public Service Excellence in the Era of Sustainable Development Goals” held on 7-9 June, 2018 in Astana, Kazakhstan. During the Conference, the Chairperson of ACSH expressed appreciation of the Civil Service Reforms in Bhutan and requested to share such reforms among other members as well.

5.2 New Initiatives

i. Joint Review on the Bhutan – Thailand Development Cooperation Programme

The Joint Review of the Bhutan – Thailand Development Cooperation Programme (2017-2019) was held on 21st March 2018 in Thailand. The Bhutanese delegation was led by Dasho Karma Tshiteem, Chairman of the RCSC whereas the Thai delegation was led by Mrs. Suphatra Srimaitreephitak, Director General of TICA, Ministry of Foreign Affairs.

The meeting discussed on the implementation status and way forward for the implementation of 50 LTT scholarships and 45 fellowships short-term training per year and the volunteer deployment under the Friends from Thailand Programme (FFT) under the Thailand-Bhutan Development Cooperation Programme (2017-2019). Most of the fellowships under the TICA programme is provided to the Health and Education Sectors since these are priority sectors of the Royal Government.

ii. Institutional Linkages Initiated with Australian Universities/Agencies

The Commission’s cordiality visit to Australia under Informal Learning Opportunity in March 2018 provided exposure to relevant information on Competency and Qualification Frameworks and best practices in developing and managing Civil Service. Besides, it also provided a good platform for building linkages with various

Government Agencies, universities and experts in Australia.

Some of the possible areas which RCSC could liaise are based on the outcomes of the visit:

1. Having Professor Robert Styles, Visiting Fellow, Crawford School of Public Policy, Australian National University as a resource person. The vast experience and knowledge of professor will be useful in strategic roadmapping, developing vision for Agency and framing relevant policies;
2. Australian Public Service Commission (APSC) agreeing to provide support in Attitude Survey to find out the motivation level of employees. Further, APSC also agreed to share its Affirmative Action Guidelines to deal with administrative discipline cases; and
3. Australian Capital Territory (ACT) extended its support to compile and share Capability Framework which the RCSC can refer for development of Competency Framework.

iii. Collaboration with Temasek Foundation International and Singapore Polytechnics

RCSC in collaboration with the Singapore Polytechnic (SP) and funding support from Temasek Foundation International (TFI), Singapore and the RGoB successfully implemented the “Design Thinking for Public Sector Innovation Programme” from June 2016 till June 2017. The Design Thinking training was introduced to foster citizen-centric mindset, generate innovative solutions, improve public service delivery and enhance the user experience of public services.

A total of approximately 230 public service officers and leaders underwent the Design Thinking training, out of which 50 participants were selected to undergo further intensive training who provided their expertise expertise for the following design thinking projects towards improving public service delivery in various Government Agencies.

1. Nurture and Lift by GNHC: to solve the HR issue of District Planning Officers under GNHC;
2. My Water by MoWHS & Thimphu Thromde: to solve the water problem within the Thimphu vicinity;
3. Hey! 2030 by MoLHR & MoEA: to solve the employability issue of the fresh graduates;
4. APEX-Connect 360 by RIM & RCSC: improve PGDPA (Post Graduate Diploma in Public Administration) course to better serve the Civil Service needs;
5. HoPE Scheme by TCB & RITH: to enhance professionalism in Hotel Sectors (3 star hotels within Thimphu);
6. Design Thinking project on Kolkata Referral of Patient;
7. Design Thinking project on Rural Timber;
8. Design Thinking project on patient waiting experience at JDWNRH; and
9. Design Thinking project on Electronic Patient Information System.

Of the 50 participants, 23 have been further trained as Master Trainers. The 23 Master Trainers conducted two cascading workshops for 100 participants so far and also developed a Public Sector Design Thinking Process Guidebook. The TFI-SP also conducted two workshops as a follow-up to the DT programme for the RIM faculty. The first workshop on Student Centred Education Active Learning and Curriculum Design was conducted from 9-13th October, 2017 and the second workshop on Assessment and Technology Enable Learning was conducted from 22-23rd January, 2018. The collaboration has successfully completed.

The second collaboration that RCSC is working with TFI-SP is Competency-Based Framework for Public Service Programme. The programme is aimed at building the competency of civil servants to enhance efficiency and effectiveness of the service delivery. SP conducted two workshops on Competency-based HR Management as part of needs finding for the new collaboration.

The proposal to build the capabilities of civil servants on Competency-Based Framework for Public Service in Bhutan is jointly submitted by RCSC and Singapore Polytechnic to TFI.

iv. Collaboration with Global Centre for Public Service Excellence, Singapore

The Global Centre for Public Service Excellence (GCPSE), Singapore in collaboration with the UNDP conducted Global Intrinsic Motivation Study in developing countries in 2018. Bhutan was selected as one of the pioneer countries to conduct the study. The study aimed to: (i) provide a comprehensive and empirical picture of the motivational profile of civil servants in Bhutan; (ii) examine the attitudes of civil servants towards their career, organisational culture and climate; (iii) Identify what civil servants see as the challenges and opportunities to enhance motivation and performance; and (iv) suggest ways of improving the performance system and creating a more modern, tailored, fair, and effective motivation system in Civil Service.

The study assess the following elements that are linked to intrinsic motivation:

1. Public Service Motivation - assesses the “predisposition to respond to motives grounded primarily or uniquely in public institutions and organisations” (Perry, 1990);
2. Self-determination - measures “what motivates a person at any given time” (Ryan and Deci 2000);
3. Work engagement - defined as “a positive, fulfilling work -related state of mind that is characterised by vigour, dedication, and absorption” (Schaufeli et al . 2002);
4. Empowerment defined as “the motivational concept of self-efficacy” (Conger and Kanungo 1998); and
5. Proactive Work Behaviours defined as those work behaviours that are intended to improve current work circumstances or create new opportunities within a work context.

The civil servants at P1, P2 & P3 Position Levels in the GNHC and MoF were surveyed online (using individual email ids) through a structured questionnaire for a month. The preliminary report shows that the results for these two Agencies were similar. Overall, intrinsic motivation within these two Agencies were quite high, especially in the areas of Public Service Motivation, self-determination and empowerment. However, it was below 50% of the scale in the areas of work engagement and proactive work behaviours, indicating significant room for improvement. The RCSC will continue to conduct such surveys periodically given the importance of intrinsic motivation for sustaining high levels of performance.

PART 6 - KEY ISSUES AND CHALLENGES

6.1 Apolitical Civil Service

The Article 26, Section 1 of the Constitution of the Kingdom of Bhutan mandates the Royal Civil Service Commission to promote and ensure an independent and a apolitical Civil Service in discharging its public duties in an efficient, transparent and accountable manner.

The Civil Service as an important apolitical institution is critical to ensure continuity to provide institutional memory, and professional advice that upholds the interest of the Nation. To further strengthen a permanent apolitical institution such as the Civil Service, civil servants have a very critical role to fulfill their duty to the *Tsa-Wa-Sum* without being swayed by political interests.

While many challenges and issues related to apolitical Civil Service are reported in the earlier Annual Reports of the RCSC, one of the common issues being widely talked about and reported by the media during this reporting is the concerns related to civil servants, mostly at the senior executive positions joining politics immediately upon their resignation. While there is a cooling off period prescribed for political candidates to join Civil Service, no cooling off period requirement exist for civil servants who want to resign and join politics immediately. This raises the possibility of abuse of office for political gains. In order to address this lacuna, appropriate laws, rules and regulations may have to be put in place by relevant authorities in the immediate future. On its part, the RCSC will continue to remind civil servants that their professional views and actions should not be discolored by their political inclination.

6.2 Perks and Privileges of Civil Servants

While the Royal Civil Service Commission has enhanced performance and accountability of civil servants through the MaX reform, this could not be complemented with appropriate incentives in the forms of perks and privileges. The Commission received feedback to this effect from the Executives/Specialists, Chiefs and other civil servants, mainly during the BCSR 2018 consultations and Executive Forum. The civil servants expressed that, as the neutral servants of the State, they do not expect elected Government to take care of their perks and privileges rather they expect the Commission to represent them in the Pay Commission. In view of the genuine justifications, the Commission is exploring ways and means to make a strong representation whenever the next Pay Commission is formed.

The following issues related to pay, perks and privileges are frequently raised by civil servants for consideration:

1. Currently, there is a ceiling on Gratuity of Nu. 1,500,000 which has the effect of penalising only senior civil servants who serve for a lifetime. Since gratuity is reward for longevity of service, there is no good rationale for a

ceiling and thus should be removed. Moreover, while calculating gratuity for civil servants, one month's pay is calculated for every year of service. On the other hand, one and half month's salary is calculated for every year served for the gratuity calculation of MPs. Civil servants justify that they should receive the same benefit;

2. The Nu. 800,000 Duty Free Vehicle quota should be enhanced to enable civil servants to buy better vehicles. A full Duty Free Vehicle Quota should also be given to all Executives and Specialists who serve a lifetime and superannuate. This will also help to retain high performing civil servants;
3. The existing pay system does not take into account the inflation which erodes the real value of money received by civil servants over time. Therefore, periodic adjustment of pay with inflation would help civil servants in coping up with the rising costs of living and lead a modest life without the distractions of financial worries;
4. While few perks and privileges of the civil servants are documented in the BCSR, others (e.g., designated vehicles, Government residency for designated positions, etc) are not. In the absence of such documentation, there is no uniformity and equity in terms of entitlements for civil servants across the board. For example, head of HRD/PPD in some Agencies are given preference in terms of allotment of duty vehicle over Director of Directorate Services. Such discrepancies arise due to lack of proper policies and enforcement of rules and regulations. These disparities are also reported between Ministries and Agencies;
5. Most of the support level personnel have raised concerns that the existing mileage claims at their level is not fair since it does not cover their incurred costs;
6. ESP/GSP personnel have expressed concerns that they are not considered for PF benefits that they are entitled to by law;
7. The stipend for BCSE selected graduates undergoing their one-year pre-service Post Graduate Diploma Courses is not sufficient even for modest food after deduction of house rent. Since they have been already selected for the Civil Service, they should receive stipend that is different from the stipend provided to college students. They highlighted that in the past, they were even given the pay based on Position Level; and
8. Given the disproportionate burden of high rents in urban areas, far beyond the house rent allowance provided, the need for housing for civil servants.

The Commission will make earnest efforts to represent the civil servants during the upcoming Pay Commission and shall submit the genuine concerns of the civil servants. Efforts are also being made to document the perks and privileges of the civil servants in close consultations with the Ministry of Finance as desired by the civil servants. Such documentation and transparency will ensure consistency in the administration of entitlements for the civil servants. Further, to uphold equity, the Commission has directed that allowances and benefits of civil servants shall be pegged to the position and not the salary. The Commission has also written to Ministry of Finance to have in place a standard protocol on allocation of vehicles to the Executive positions.

As mentioned earlier in the report, the Commission has conducted a study and found that intrinsic levels of motivation of our civil servants are quite high. Efforts are also underway to create workplace environment that fosters intrinsic motivation. However, beyond a point, these must necessarily be complemented by proper pay and benefits if the Civil Service is to attract, retain and motivate talent.

6.3 Maintaining “Small, Compact and Efficient” Civil Service

Maintaining a “small, compact and efficient” Civil Service has become a daunting challenge for the RCSC since the Civil Service is the single biggest employer of workforce in the country. The civil servants to population ratio of 1:25 (735,553) Population & Housing Census of Bhutan 2017) appears large when compared to such ratios of other countries. On the other hand, as a result of the increasing Government mandates, for example ECCD facilitators to provide early child care support at the ratio of 1 facilitator for 15 children in 273 centres to start with and operation of machinery operation services in *Dzongkhags*, optimising human resources will remain a constant challenge especially at a time when the Civil Service in general is seen as a better/best option to deliver most of the public services. For instance, the civil servant to population ratio for Gasa *Dzongkhag* is 1:14 which is high as compared to the national ratio. On the other hand, there is no way that this ratio can be improved as public service delivery must be provided equally irrespective of the size of the *Dzongkhag*. Further, the challenge to maintain a small, compact and efficient Civil Service also comes from the proliferation of mandatory positions from various Acts governing institutions, poor performance management, empire building attitude, compartmentalised mindset, non-realisation of financial implications and sentiments attached to redundant positions. Consequently, the growth of the Civil Service is already putting significant pressure on the Government exchequer, with 38.6% (Annual Financial Statement, 2016-17) of the recurrent budget currently being utilised to meet pay and allowances/personnel cost for maintaining the Civil Service.

However, the Commission makes concerted efforts to contain the growth of Civil Service through limiting structural expansion using Agencification Framework, LGCF, optimising HR through multitasking, re-skilling, performance and accountability enhancement programmes, streamlining processes and service standards, OD Exercise, building capabilities to address skills and mindset gaps and by adopting contract recruitment for time-bound projects and programmes which are generally short-term HR requirements. Additional request for staff are subject to great scrutiny and if numbers are large, the option of contract staff is given in order to assess workload and seasonality of the job before providing or approving more permanent positions. Further, the Commission, in general, commits to keeping 10% of the civil servants on contract for flexibility. However, going forward, with the increasing population, changing socio-economic and political environment, and emergence of new technologies, even these approaches may have to be reviewed periodically.

6.4 Public Service Delivery

The Civil Service plays a critical role in the delivery of public services. In fact, most of the public services are delivered through the Civil Service in Bhutan. Therefore, every effort must be made to improve the quality of services on a continuous basis to meet and even exceed expectations of the Government and the general public.

Public service delivery should evolve continuously to deliver faster, cheaper and better services. Embracing digital technology, Design Thinking for citizen-centric services, foresight systems thinking, managing Agency boundaries and silos and enhancing performance and accountability are ways to deliver efficient services. Greater efforts need to be made to tap and leverage the use of technology to modernise and expedite Government performance and increase transparency. While there is potential to leverage on digitalisation, the challenge would be to bring together Agencies to share a common platform. The Commission will work to address this through the 12th plan flagship programme on e-Gov.

It is desired that the Civil Service provide excellence in service but missing/not implementing the SOPs and TATs, unnecessary processes, unreliable internet services, and uninformed clients hinder proper service delivery. The need to develop SOPs and TATs and implementing it, was also reflected in the recommendations of the 'National Integrity Assessment 2016' conducted by the ACC. The perception of prevalence of corruption in public service delivery and negligence of duty by public officials still exists as per ACC's report. This perception however applies to whole of public Agencies and does not reflect specifically to Civil Service Agencies. The study recommended institutionalisation of the Grievance Redress Mechanism (GRM) related to service delivery in the Agencies.

In order to address such service delivery issues, a number of initiatives are being undertaken by the Commission as follows:

1. Almost all service delivery issues are captured in C1 recommendations and therefore RCSC has provided the support including creation of customer service desk in *Dzongkhags* and *Thromdes* and provision of required HRs. Further, Agencies are also advised to incorporate service delivery targets in their APTs;
2. A continuous effort is made to build capabilities through Design Thinking (DT) and encouragement of Agencies to use DT to re-engineer and improve services. The DT Master Trainers have worked with MoH, JDWNRH and Department of Forests and Park Services to re-design some of their critical services;
3. Staffing requirement of Agencies is vetted through SOPS and TAT which requires Agencies to come up with their SOP and TAT;
4. Training opportunities and re-skilling are provided to those who do not have required skills set; and

5. Executives and Chiefs are encouraged to have one-on-one performance conversations.

6.5 Qualification Accreditation

A number of issues related to accreditation of educational certificates, professional licences and quality assurance are reported in the country. This is mainly because of the proliferation of educational/training institutions within the country and diversification of educational institutions outside the country where Bhutanese students pursue their studies. A study was carried out by a Task Force constituted by the RCSC as part of the OD Exercise. The study highlighted the following issues:

1. No standard of qualification, certification and licensure established in majority of professions except in medical health, and the architects;
2. No professional bodies exist except for medical health and Jabmi (Legal) fields are backed by Legal Acts and therefore no statutory authority exists for accreditation and professional regulation for many other professions;
3. Conflict between regulation and service provision since some of the Agencies carry out both the functions, eg. QAAD under MoE; CDB under MoWHS and DOS under MoLHR;
4. Professional councils are often governed by non-professionals thus compromising the credibility of the professions and international standards;
5. No national framework on accreditation and reliable database system, and
6. Difficulty in inter-professional coordination within and outside the country related to accreditation of qualifications.

In order to address such emerging problems, it is recommended for the establishment of professional councils in all critical professions to safeguard the public interest. This could be done either through an Executive Order or by an Act of Parliament. Further, as recommended by the Task Force, RCSC has directed the MoLHR and MoE to draft a bill, in consultation with all relevant stakeholders, for the establishment of Bhutan Accreditation and Qualification Authority (BAQA) as a national nodal Agency for accreditation purposes. Such a body, when approved by Cabinet/Parliament is expected to address all cross-cutting issues related to accreditation in the future.

6.5 Greater Decentralisation during 12th FYP - its implication on the Civil Service

The 12th FYP objective of greater decentralisation to the LGs will have a significant impact on resource distribution in terms of both the HR and financial resources. In line with the Division of Responsibility Framework and fiscal decentralisation of 50% of the budget being allocated to the LGs, the LG will have to implement much of the works being executed by the Central Agencies in the 11th FYP. While the RCSC is in support of the decentralisation efforts, the added capacity needed by LGs to meet the demand of the increased volume of works remains a concern. Therefore, to ensure successful implementation of the 12th FYP, it is imperative that the allocation of HR will have to be

aligned with the plan and rationalised between central and LGs. Around 58.67% (CSS 2017) of the civil servants are serving in LGs and the proportion may further increase with the decentralisation of many of the central activities. Further, increased capacity development to enhance professionalism at the LG level will be necessary to fulfill the objectives of the 12th FYP and to improve service delivery significantly. Therefore, to ensure successful implementation of the 12th FYP, the RCSC will conduct a demand-based review of the staffing through joint consultation between the Parent Agency, LG and RCSC for the first two years of the plan period and continue to make efforts to streamline the HR processes to support delivery of the plans and programmes while ensuring optimisation of human resources.

6.7 Role of Human Resource Committees in Agencies

The Human Resource Committee is the highest decision making body for all HR functions in the Agencies. In keeping with Section 27.1.2 of the BCSR 2018, the HRC is expected to promote a broader participation and ensure a fair, equitable, transparent, apolitical and effective HR decisions based on merit. In discharging its role, the HRC is required to enforce provisions of the Constitution, CSAB 2010, BCSR 2018 and other notifications issued by the RCSC besides ensuring that HR plans and programmes are synchronised with organisational goals. HRCs in the Agencies play a critical role in ensuring meritocracy in every HR function besides complementing Agencies in the achievement of their goals through appropriate HR support. Further, HRCs have to shoulder higher responsibilities with the decentralisation of more HR functions to the Agencies.

It has however been reported that HRCs in some of the Ministries/Agencies are not discharging their roles effectively mainly due to the following factors:

1. Lack of clarity between the roles of political executives and the bureaucrats in terms of HR functions wherein the head of the bureaucracy is not able to shield HRC's role as an apolitical body in spite of repeated reminders by the RCSC;
2. Lack of quorum for a HRC meeting – Some members do not participate regularly and actively;
3. Lacks professionalism and analysis – Some of the HRCs are seen like paper pushing committees which send everything to the RCSC without proper study/analysis and professional recommendations.
4. Lack of proper documentation of HR actions and accountability. Agencies have the highest memos on the lack of documentation of HR functions which shows that records are not maintained well in most of the Agencies; and
5. Need to improve transparency in HR services as reported in NIA 2016, ACC.

In order to address the above issues and challenges, RCSC has reminded all the official executives including the heads of the bureaucracy to take up the HR functions based on the principle of meritocracy. The Commission has also reminded the political

executives, where required, to vet all HR matters through the HRCs of their respective Agencies to promote transparency, wider participation and above all to uphold the principle of meritocracy.

In order to ensure that Agencies carry out their HR functions professionally, RCSC will be carrying out the HR auditing on a regular basis wherein punitive actions are being taken on those, including the HRC members for negligence of their duties and non-compliance to law and prescribed rules and regulations. At the same time, HR audit is also helping Agencies to proactively address some of the problems they are facing e.g., ensuring proper documentation and improving internal management systems. Capacity development of HROs across the Agencies is being given top priority besides encouraging all members of Agencies to be familiar with the BCSR 2018. Development and enforcement of SOPs are equally emphasised across Agencies to promote transparency, consistency and impersonality in taking HR actions.

6.8 Professionalisation of Civil Service

The Super Structure which categorises the civil servants into five broad categories has now laid the foundation to professionalise civil servants. In the past, it was difficult to retain professionals in their line of professions as the rules allowed civil servants to change MOG after 10 years. This movement has been restricted with the introduction of Super Structure system but the training needs are still on ad hoc basis depending on the availability of funds. As a result, the returns from the training are not effectively contributing to greater specialisation or professionalisation. Also, the STT are used as incentives rather than addressing skills and knowledge gaps. The need to weave training with the skills required to perform one's responsibilities to fulfill the mandate of the organisation has become critical.

The Commission, therefore, is working on competency based HR management. Efforts are underway to foster greater partnership with institutions like RIGSS, RIM and others to provide systematic training linked to the competency requirements at various position levels. To ensure efficient and productive use of the HRD budget, RCSC, GNHC and MoF agreed to adopt a SOP for allocation of HRD budget. This will mark an important initiative towards ensuring minimum competencies in terms of knowledge, skills and abilities are developed in every civil servant.

6.9 Re-organisation of Regional Offices

Regional offices were created at a time when the line Ministries were actively involved in providing regulatory and service functions besides their policy roles. Now, with the Agencification Guideline in place, RCSC is making earnest efforts to separate policy, regulatory and service functions, where feasible to ensure rational division of responsibilities among Agencies. *Dzongkhags* are expected to implement the plans and programmes at the local level while many of the service functions are still controlled by regional offices, making it difficult for the local bodies to avail such services promptly. Therefore, *Dzongkhags* have been requesting for the service

functions to be kept under their control since they are directly accountable to the Government through their respective APA.

In the past, regional offices were justified based on geographical dispersion of *Dzongkhags* and therefore such offices were created as an extension of line Ministries to provide faster services through the regional outlets. However, with the advancement of communication technology, geographical barrier is no more a serious challenge. Today, many of the services can be availed by the local bodies from the Central Agencies within a short span of time, thereby making the existence of regional offices redundant in service delivery. With technology, there are also success stories of re-centralisation of some functions which were traditionally delegated or decentralised to the peripheries.

Further, it was reported during the ODE that regional offices lack proper accountability. Their performance are not closely supervised by the line Ministries nor are the local service recipients able to provide feedback on the quality of their services. Most of the *Dzongkhags* reported that the regional offices do not cooperate with the local bodies since they report directly to their line Ministries although their offices are located in the *Dzongkhags*. As a result, there are lapses in terms of alignment of goals between the regional offices and *Dzongkhags*, e.g., most sector heads of *Dzongkhags* and extension personnel (at *Gewog* level) are not aware of research programmes undertaken in Agriculture Research Centres (at the regional level) due to different reporting mechanisms, although the overall national objective is shared.

Therefore, RCSC is reviewing the roles of the regional offices to ensure their continued existence adds value and enhances public service delivery. The opportunities for multitasking will be explored in the regional offices with decentralisation of service functions to the local level. Such multitasking must also be seen from the perspectives of transcending the traditional compartmental roles of line Ministries.

Annexure

Annexure I: Civil Service Statistics

Compensation of Employees	2002-2003	2016-2017	2017-2018
Compensation of employees as share of total GDP	5.97%	7.55%	6.22%

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

Total annual salary is computed as follows:

Total annual salary paid to civil servants = Pay & allowance + other personnel emoluments + provident fund

Note: All non-civil service Agencies such RBP, National Council & National Assembly (Parliamentarians), Supreme Court and High Court (Drangpons) were removed from the computation of compensation of employees in the Civil Service.

Year 2002-2003

Total annual salary paid to civil servants = Nu. 1,753,531,000
 Current GDP 2003 (National Accounts Statistics 1990-2004) = Nu. 29,386,000,000

$$= \frac{1,753,531,000}{29,386,000,000} \times 100\%$$

=5.97%

Year 2016-2017

Total annual salary paid to civil servants -2016 = Nu. 9,971,529,000
 Current GDP (National Accounts Statistics 2016, NSB) = Nu. 132,021,300,000

$$= \frac{9,971,529,000}{132,021,300,000} \times 100\%$$

=7.55%

Year 2017-2018

Total annual salary paid to civil servants – June 2018 = Nu. 9,244,359,000
 Current GDP (National Accounts Statistics 2017, NSB) = Nu. 148,678,930,000

$$= \frac{9,244,359,000}{148,678,930,000} \times 100\%$$

=6.22%

Compensation of Employees	2002-2003	2016-2017	2017-2018
Compensation of employees as share of total spending	17.63%	22.31%	18.50%

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

Year 2002-2003

Total annual salary paid to civil servants = Nu. 1,753,531,000
 Total spending -both current and capital spending = Nu. 9,945,319,000
 (Annual Financial Statement 2002-03)

$$= \frac{1,753,531,000}{9,945,319,000} \times 100\%$$

 = 17.63%

Year 2016-2017

Tot. Annual salary paid to civil servants = Nu. 9,971,529,000
 Total spending -both current and capital spending = Nu. 44,688,477,000
 (Annual Financial Statement 30 June 2016)

$$= \frac{9,971,529,000}{44,688,477,000} \times 100\%$$

 = 22.31%

Year 2017-2018

Tot. Annual salary paid to civil servants = Nu. 9,244,359,000
 Total spending -both current and capital spending = Nu. 49,966,611,000
 (Annual Financial Statement 30 June 2017)

$$= \frac{9,244,359,000}{49,966,611,000} \times 100\%$$

 = 18.50%

Compensation of Employees	2002-2003	2016-2017	2017-2018
Compensation of employees as share of domestic revenue	36.64%	35.57%	31.11%

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

Year 2002-2003

Total annual salary paid to civil servants = Nu. 1,753,531,000
 Total domestic revenue = Nu. 4,785,260,000
 (Annual Financial Statement 2002-03)

$$= \frac{1,753,531,000}{4,785,260,000} \times 100\%$$

 = 36.64%

Year 2016-2017

Tot. Annual salary paid to civil servants	= Nu. 9,971,529,000
Total domestic revenue (Annual Financial Statement 30 June 2016)	= Nu. 28,033,812,000
	$= \frac{9,971,529,000}{28,033,812,000} \times 100\%$
	=35.57%

Year 2017-2018

Tot. Annual salary paid to civil servants	= Nu. 9,244,359,000
Total domestic revenue (Annual Financial Statement 30 June 2017)	= Nu. 29,713,600,000
	$= \frac{9,244,359,000}{29,713,600,000} \times 100\%$
	=31.11%

Employment	2002- 2003	2016- 2017	2017- 2018
Government employment as percentage of private sector employment	71.32%	NA	35.16%

$$\text{Govt. employment as percentage of Pvt. sector employment} = \frac{\text{tot. CS employment}}{\text{tot. pvt.sector employment}} \times 100\%$$

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
	$= \frac{15,129}{21,211} \times 100\%$
	= 71.32%

Year 2017-2018

Total Civil Service Employment (30 June 2018, RCSC)	= 28,973
Total private sector employment (Labour Force Survey, 2016, MoLHR)	= 82,407
	$= \frac{28,973}{82,407} \times 100\%$
	= 35.16%

Employment	2002-2003	2016-2017	2017-2018
Government employment as percentage of total employment	6.78%	NA	8.35%

Govt. employment as percentage of total employment = $\frac{\text{tot. CS employment}}{\text{tot. employment}} \times 100\%$

Year 2002-2003

Total Civil Service Employment-2003
(Civil Service Statistics 2003, RCSC) = 15,129

Total employment -2003
(Labor Force Survey Report 2003, MoLHR) = 223,200

$$= \frac{15,129}{223,200} \times 100\%$$

= 6.78%

Year 2017-2018

Total Civil Service Employment (30 June 2018, RCSC) = 28,973

Total employment
(Labor Force Survey Report, 2016, MoLHR) = 347,130

$$= \frac{28,973}{347,130} \times 100\%$$

= 8.35%

Employment	2002-2003	2016-2017	2017-2018
Government employment as percentage of population	2.40%	3.52%	3.94%

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

Year 2002-2003

Total Civil Service Employment-2003
(Civil Service Statistics 2003, RCSC) = 15,129

Tot. Population for 2003 is estimated* to: = 618,580

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

= 2.4%

***Estimation of popn for 2003**

Tot popn as of 2005 (Population and Housing Census of Bhutan 2005)	= 634,982
Growth rate of popn 2005	= 1.3 %
The estimated popn for 2004	= $(634,982 - \frac{1.3}{100} \times 634,982)$
The estimated popn for 2003	= $(626,727 - \frac{1.3}{100} \times 626,727)$
	= 618,580

Year 2016-2017

Total Civil Service Employment (Civil Service Statistics 2016, RCSC)	= 27,029
Total population – 2016 (Popn projection of Bhutan 2005-2030, 2007, NSB)	= 768,577
	= $\frac{27,029}{768,577} \times 100\%$
	= 3.52%

Year 2017-2018

Total Civil Service Employment (30 June 2018, RCSC)	= 28,973
Total population (Population & Housing Census of Bhutan 2017, NSB)	= 735,553
	= $\frac{28,973}{735,553} \times 100\%$
	= 3.94%

Wage Level	2016-2017	2017-2018
Average Government wage as a share of competitor private sector wages	224.83%	165.57%

Avg. Govt. wage as a share of competitor pvt.sector

Year 2016-2017

Average annual salary paid to one civil servants	= Nu. 338,960.6
Average annual salary paid to pvt. Sector employees (Annex I.a)	= Nu.164, 104.17
	= $\frac{338,960.6}{164,104.17} \times 100\%$
	= 224.83%

Year 2017-2018

Average annual salary paid to one civil servants	= Nu. 319,068.06
Average annual salary paid to pvt. Sector employees (Annex I.a)	= Nu. 192,704.91
	= $\frac{319,068.06}{192,704.91} \times 100\%$
	= 165.57%

Wage Level	2002- 2003	2016- 2017	2017- 2018
Average Government wage as a share per capita	298.20%	194.36%	164.94%

$$\text{Avg. Govt. wage as a share per capita} = \frac{\text{avg.annual salary paid to CS}}{\text{GDP per capita}} \times 100\%$$

Year 2002-2003

Average annual salary paid to one civil servants	= Nu. 115,905.28
GDP per capita (National Accounts Statistics 1990-2004)	= Nu. 38,868
	= $\frac{115,905.28}{38,868} \times 100\%$
	=298.20%

Year 2016-2017

Average annual salary paid to one civil servants	= Nu. 338,960.6
GDP per capita (National Accounts Statistics 2016, NSB)	= Nu. 174,400.66
	= $\frac{338,960.6}{174,400.66} \times 100\%$
	=194.36%

Year 2017-2018

Average annual salary paid to one civil servants	= Nu. 319,068.06
GDP per capita (National Accounts Statistics 2017, NSB)	= Nu.193,447.02
	= $\frac{319,068.06}{193,447.02} \times 100\%$
	=164.94%

Wage Level	2002- 2003	2016- 2017	2017- 2018
Ratio of the highest government wage to the lowest (compression ratio)	6.89	6.42	6.42

$$\text{Ratio of the highest govt. wage to the lowest} = \frac{\text{avg. annual salary paid to CS}}{\text{GDP per capita}} \times 100\%$$

Year 2002-2003

Highest Govt. wage (Min. EX1 salary)

= Nu. 15,500

Lowest Govt. wage (Min. O4 salary)

= Nu. 2,250

$$= \frac{115,905.28}{38,868} \times 100\%$$

= 6.89

Year 2016-2017

Highest Govt. wage (Min. EX1 salary (includes HRA))

= Nu. 65,490

Lowes Govt. wage (Avg. O4 salary)

= Nu. 10,205

$$= \frac{338,960.6}{174,400.66} \times 100\%$$

= 6.42

Year 2017-2018

Highest Govt. wage (Min. EX1 salary (includes HRA))

= Nu. 65,490

Lowes Govt. wage (Avg. O4 salary)

= Nu. 10,205

$$= \frac{319,068.06}{193,447.02} \times 100\%$$

= 6.42

Annexure I.a: Average annual salary paid to pvt. Sector employees

There are no information/reports on the private sector wages. Therefore, the private sector organisation that represents the entire private sector in our country was recommended as Tashi Commercial Corporation by BCCI. The average annual salary paid to private sector employees is estimated as follows:

Year 2016-2017

Total number of employees in Tashi Commercial Corporation	= 7201 (as on June, 2017)
Total monthly wage paid to employees	= 9,846,2502
Total annual wage paid to employees (Inclusive of all allowances)	= 9,846,250 x 12 = 118,155,000
Average annual salary for one pvt sector employee	= $\frac{118,155,250}{720}$ = Nu. 164,104.17

Year 2017-2018

Total number of employees in Tashi Commercial Corporation	= 7081 (as on June, 2018)
Total monthly wage paid to employees	= 11,369,589.632
Total annual wage paid to employees (Inclusive of all allowances)	= 136,435,075.56
Average annual salary for one pvt sector employee	= $\frac{136,435,075.56}{708}$ = Nu. 192,704.91

Source: 1 & 2 Karma Wangdi, Manager (Human Resources), Tashi Commercial Corporation, Head Office, P/ling via email on 3rd August, 2017 and 20th August 2018.

Annexure II: Implementation Status of ODE Recommendations of LGs

Sl. No.	Dzongkhag	Recommendation Category			Total
		C1	C2	C3	
1	Bumthang	9	9	0	18
2	Chhukha	8	4	0	12
3	Dagana	9	3	0	12
4	Gasa	8	0	0	8
5	Haa	15	1	0	16
6	Lhuentse	14	0	0	14
7	Monggar	5	0	0	5
8	Paro	8	0	0	8
9	Pemagatshel	5	0	0	5
10	Punakha	11	0	0	11
11	Samdrupjonkhar	10	0	0	10
12	Samtse	5	0	0	5
13	Sarpang	6	3	0	9
14	Thimphu	8	0	0	8
15	Trashigang	6	0	0	6
16	Trashiyantse	7	0	0	7
17	Trongsa	12	3	0	15
18	Tsirang	14	5	0	19
19	Wangduephodrang	15	5	0	20
20	Zhemgang	7	0	0	7
21	Gelephu <i>Thromde</i>	14	4	0	18
22	Thimphu <i>Thromde</i>	21	6	0	27
23	Phuentsholing <i>Thromde</i>	9	5	0	14
24	S/J <i>Thromde</i>	23	0	0	23
Total		249	48	0	297

Annexure III: List of Participants for Women Executive Leadership Training

Sl. No.	Name	Position Title	Gender	Position Level	Agency
1	Kesang Deki	Commissioner	F	N/A	RCSC
2	Karma Drukpa	<i>Dzongdag I</i>	M	EX2 A	Punakha <i>Dzongkhag</i>
3	Minjur Dorji	<i>Dzongdag I</i>	M	EX2 A	Chhukha <i>Dzongkhag</i>
4	Phintsho Choeden	<i>Dzongdag I</i>	F	EX2 A	Dagana <i>Dzongkhag</i>
5	Kesang Choden Dorji	Director	F	EX 3 A	Department of Adult and Higher Education, Ministry of Education
6	Kinlay Tshering	Director	F	EX3 A	Department of Agriculture, Ministry of Agriculture and Forests
7	Rabgye Tobden	Director	M	EX3 A	Directorate, Ministry of Agriculture & Forests
8	Chimi Dorji	Dy. Auditor General	M	EX3 A	Royal Audit Authority
9	Jigme Namgyel	Director	M	EX3 A	Directorate, Ministry of Finance
10	Phuntsho Lhamo	Chief Education Monitoring Officer	F	P1 A	Ministry of Education
11	Yangchen Chhoedon	Chief Programme Officer	F	P1 A	Ministry of Health
12	Dr. Tashi Yangzome Dorji	Programme Director	F	P1 A	Ministry of Agriculture and Forests
13	Dechen Pelden	Asstt. Auditor General	F	P1 A	Royal Audit Authority
14	Chane Zangmo	Chief Engineer	F	P1 A	Paro <i>Dzongkhag</i>
15	Yeshi Sydon	Principal I	F	P1 A	Trashiyangtse Lower Secondary School, Trashi Yangtse <i>Dzongkhag</i>
16	Tshering Lham Dorji	Chief Internal Auditor	F	P1 A	Internal Audit Unit, Ministry of Education

Annexure IV: List of Participants of Executives and Specialists for BEST -6

Sl. No.	Name	Position Title	Position Level/ Sub-Level	Agency
1	Chhime Tshering	Director	EX3/A	National Statistics Bureau
2	Dhak Tshering	Director	EX3/A	Directorate Services, Ministry of works & Human Settlement
3	Dr. Jampel Tshering	Specialist II	ES2/A	Jigme Dorji Wangchuck National Referral Hospital
4	Gyeltshen	Director	EX3/A	Department of Investigation, Anti-Corruption Commission
5	Karma Dupchuk	Director	EX3/A	Department of Engineering Services, Ministry of Works and Human Settlement
6	Kezang Tshering	Specialist III	ES3/A	Research & Development Center, Yusipang, Department of Agriculture, Ministry of Agriculture and Forests
7	Kinga Jamphel	Director	EX3/A	Drug Regulatory Authority
8	Loday Tsheten	Director	EX3/A	Department of National Budget, Ministry of Finance
9	Norbu Wangchuk	Director	EX3/A	Department of Technical Education, Ministry of Labour & Human Resources
10	Phub Rinzin	Director	EX3/A	Construction Development Board
11	Rinchen Wangdi	Director	EX3/A	Secretariat, Gross National Happiness Commission
12	Sonam Pelden Thaye	Director	EX3/A	Directorate Services, Ministry of Labour & Human Resources
13	Tashi Pem	Director	EX3/A	Royal Civil Service Commission
14	Tashi Penjore	Director	EX3/A	Department of Law and Order, Ministry of Home & Cultural Affairs
15	Tashi Tobgye	Director	EX3/A	Department of Civil Registration and Census, Ministry of Home and Cultural Affairs
16	Tenzin	Director	EX3/A	Department of Roads, Ministry of Works & Human Settlement
17	Tenzin Chophel	Director	EX3/A	Directorate Services, Ministry of Health

Sl. No.	Name	Position Title	Position Level/ Sub-Level	Agency
18	Tenzin Rondel Wangchuk	Director	EX3/A	Department Multilateral Affairs, Ministry of Foreign Affairs
19	Tougay Choedup	Executive Secretary	EX3/A	Samdrup Jongkhar <i>Thromde</i>
20	Tshering Dorji	Director	EX3/A	Department of Public Accounts, Ministry of Finance

Annexure V: Standards of Different Clinical Departments

Sl. No	HR Requirement	Standard
1	Anesthesiology and Intensive Care Services	
	Anesthesiologist	1 for every OT and 1 for recovery room
	Anesthesiologist Obstretic	1 each for 3 shifts for MCH
	Anesthesiologist (Labour Analgesia)	1 for all painless delivery
	Anesthesiologist (ICU)	1 for all ICUs
	Anesthesiologist	1 for MRI and CT
		1 for Pre Anesthesia Check up room and one for ward patient
	Anesthesiologist (Emergency)	1 for Emergency
	Anesthesiologist	Contingency 15%
	OT Technician	1 for Pre Op and 1 in OT
	OT Technician (for Emergency)	1 for three shifts
	OT Technician	For the management of Anesthesia drugs and equipment on regular basis
1 for MRI and CT		
ECT		
OT Technician (Contingency)	15%	
2	Radiology Service	
	Radiologist	1 Radiologist: 1 Workstation (only for MRI and CT scan)
	Radio Technologist	1 unit: 1 Radio Technologist
	X-Ray Technician	1 X-Ray Machine:1 Technician
	Ultrasound Technicians	1 Ultrasound Machine:1 Technician
	CT Technicians	3 Technicians:1 Machine
	MRI Technicians	3 Technicians:1 Machine
	Mamography Technician	2 Technicians:1 Machine
Technician (Contingency)	15%	
3	General OPD	
	GDMO	1 Patient:10 minutes Or 1 doctor : 36 patients Evening and Night Shift (2 per Shift)
4	Emergency	
	Emergency Physician	(1 for Resuscitation + 1 for Acute Medical Care + 1 Green cases and short stay) + 2 shifts and 1 shift 1 doctor}
	Toxicologist	
	Pediatric	
	Emergency Critical Care	
Emergency Aero-mdeical retrieval Specialist		

Sl. No	HR Requirement	Standard
4	General Duty Medical Officer	Resuscitation- 1 GDMO:2 beds (3 shifts)
		Accute Medical Care -1 GDMO: 4 beds (3 shifts)
		Short Stay -1 GDMO: 1 per shift
		Green Cases-1 GDMO: 1 per shift
		Emergency in the Wards :1 GDMO 3 shifts
		Aeromedical retrieval team-1 GDMO no shifts
5	Community Health	
	HoD Specialist (Community Medicine)	1 for 1603 working hours in a year
	Specialist (GP/Family Medicine)	
	GDMO	
	Programme Officer (Community Health)	
	Health Assistant (80%)	
	Counselors	
	Technician (USG)	
6	Dermatology	
	Dermatologist	1:165 patients per week (working out to be 32 patients per day)
	Dermatologist (Demato-surgery)	1:150 patients per week (working out to be 30 patients per day)
	Pediatric Dermatologist	1:150 patients per week (working out to be 30 patients per day)
7	Ortho	
	Orthopaedic Surgeon (General)	1:105 patients per week (working out to be 30 patients per day)
	Orthopaedic Surgeon (Spine)	1:60 pts/week
	Orthopaedic Surgeon (Sports Medicine)	1:60 pts/week
	Orthopaedic Surgeon (Arthroplasty)	1:60 pts/week
	Orthopaedic Surgeon (Trauma)	1:60 pts/week
	Orthopaedic Surgeon (Hand & Microsurgery)	1:60 pts/week
	Orthopaedic Surgeon (Paediatric)	1:60 pts/week
	Ortho Technicians	1 Technician: 1 OPD

Sl. No	HR Requirement	Standard
7		1 Technician: 1 Procedure Room
	Contingency	15%
8	Bio-Medical	
	Bio-Medical Engineer	1 for Inventory Management
		1 application Specialist for Life Saving Machine
		1 For repair and maintenance
	Technicians	2 for OT
		2 for ICU and Ward
		2 for OPD
		2 for General
Technician (Cold Chain)		
Medical gas	25 Cylinders per shift (3 shifts: each shifts 2 technicians, 1 Operator 3 shifts)	
Contingency	15%	
9	Physiotherapy	
	Physiotherapist	1: 5-6 patients in a day (31 patients in a week)
	Physiotherapist Technician	1 Physiotherapist: 2 Technicians (20:80)
	Physiotherapist Technician (Contingency)	15%
10	Psychiatry	
	General Psychiatrist	1: 75 Patients in a week
	ElectroencephaloGraphy Technician	1 machine :1 Technician
	Occupational Therapist	
	Counselor	
11	Pediatric	
	General Pediatricians	1:105 patients per week (working out to be 30 patients per day)
	Neonatologist	1:60 pts/week
	Pediatric Intensivist (MD)	1:60 pts/week
	Pediatric Cardiologist (MD)	1:60 pts/week
	Pediatric Nephrologist (MD)	1:60 pts/week
	Developmental Pediatrician (MD Pediatrics)	1:60 pts/week

Sl. No	HR Requirement	Standard
11	GDMO	1 doctor : 36 patients per day
	Pediatric physiotherapist (Masters)	OPD
	Pediatric physiotherapist General	OPD
	Technicians	OPD
12	Medical	
	Internal Medicine Spl	1:105 patients per week
	Gastroenterologist	1:60 pts/week
	Cardiologist	1:60 pts/week
	Nephrologist	1:60 pts/week
	Medical Oncologist	1:60 pts/week
	Neurologist	1:60 pts/week
	Rheumatologist	1:60 pts/week
	Intensivist	1:60 pts/week
	Endocrinologist (Diabetes)	1:60 pts/week
	Infectious Disease Specialist	1:60 pts/week
	Chest Physician	1:60 pts/week
	Geriatric Medicine	1:60 pts/week
	Hematologist	1:60 pts/week
	Technicians	
	Echo	1 Technician for 1 machine
	Endoscopy	3 Technician for 1 machine
GDMO for ICUs	1 each for each shift	
25 bedded Dialysis Hospital	3 GDMO	
13	Forensic	
	Forensic Specialist (Forensic Pathology & Clinical Forensic)	1 for 1603 hrs + 15% contingency + corresponding growth for 10% growth in caseload annually
	Lab Technologist	
	GDMO	
	Mortuary Technicians	
	Lab Technician	
Forensic Assistants (Forensic Pathology)		
14	Pharmacy	
	Pharmacist IPD	1: 25 beds
	Pharmacist OPD	1:72 patients
	Pharmacy Technician	1 Pharmacist: 10 Pharmacy technician

Sl. No	HR Requirement	Standard
15	Dental	
	Oral and Maxillofacial surgery	1:60 pts/week
	Oral Medicine	1:60 pts/week
	Prosthodontics	1:60 pts/week
	Pedodontics	1:60 pts/week
	Orthodontics	1:60 pts/week
	GDDS	1:105 patients per week
	Dental Hygienist	1 Specialist: 1 Hygienist
	Dental Technician	1 Specialist: 1 Technician
	Community Clinic	
	Contingency	15%
16	Radio Therapy	
	Radiation Oncologist	1 Machine: 1 Radiation Oncologist
	Medical Physicist	1 Radio Oncologist: 2 Medical Physicist
	Radiation Therapist	
	Dosimetrist	1 Dosimetrist:1 Machine
17	Ophthalmology	
	Ophthalmologist (General)	1:105 patients per week
	Ophthalmologist (Community)	1:60 pts/week
	Cornea & Anterior Segment Specialist (after MD)	1:60 pts/week
	Glaucoma Specialist	1:60 pts/week
	Pediatric Ophthalmologist	1:60 pts/week
	Oculoplasty and Orbit Specialist	1:60 pts/week
	Vitreo Retina Specialist	1:60 pts/week
	Neuro Ophthalmology Specialist	1:60 pts/week
	Uvea and Occular Immunology Specialist	1:60 pts/week
	Technologist	1:105 patients per week
Optometrist	1:105 patients per week	
18	Gynecology and Obstetrics Services	
	Gynae-obstetrician (General)	1 OPD: 1 Specialist+1 for oncall+1 for OT
	Gynaecologist (Onco)	1 OPD and 1 OT
	Gynaecologist (Maternal Fetal Medicine)	1 OPD and 1 for Ultrasound (level 3)

Sl. No	HR Requirement	Standard
18	Gynaecologist (Infertility and Reproductive Medicine)	1 for OPD and 1 for IUI/IVF
	Urogynecologist	1 for OPD and 1 for OT/Urodynamics Study
	GDMO	3 shifts+1 contingency
19	Clinical Laboratory	
	Pathologist (Onco, Hemato, Cyto, Dermato, Renal)	1 for 1603 hrs + 15% contingency + corresponding growth for 10% growth in caseload annually.
	Lab Technologist/Technician	1 for 1603 hrs + 15% contingency + corresponding growth for 10% growth in caseload annually.
	Phlebotomist	As per the number of workstation
20	ENT	
	ENT Specialist (General)	1:100 patients per week (working out to be 25 patients per day)
	ENT Specialist (Head and Neck Onco Surgeon)	1:60 patients per week
	ENT (Otologist)	1:60 patients per week
	ENT (Laryngologist)	1:60 patients per week
	ENT (Rhinologist)	1:60 patients per week
	Pediatric ENT	1:60 patients per week
	Audiologist (Degree)	1:48 patients per week
	Speech Therapist	1:34 patients per week
	Swallowing Pathology	1:22 patients per week
	ENT Ward Technician	5 ENT Chambers + OT (2 scrub + 1 circulation)
	Mobile ENT Health services	8 days in a year*8 staffs*9 hours
	15% ENT Technician backup for leaves	15% contingency
	21	Gynecology Obstetrics
Gynae-obstetrician (General)		1 OPD: 1 Specialist+1 for oncall+1 for OT
Gynecologist (Onco)		1 OPD and 1 OT
Gynecologist (Maternal Fetal Medicine)		1 OPD and 1 for Ultrasound (level 3)
Gynecologist (Infertility and Reproductive Medicine)		1 for OPD and 1 for IUI/IVF

Sl. No	HR Requirement	Standard
21	Uro-gynecologist	1 for OPD and 1 for OT/Uro-dynamics Study
	Menopause Specialist	Subject to start of OPD
	GDMO	3 shifts+1 contingency

The General Standard for Nurses has been worked out as 1 Nurse: 6 beds. However, for the following services, the ratio of Nurse to bed varies as follows:

Sl. No	Ward/ Unit	Ratio
1	Cabin	Requirement 1:4
2	Adult ICU	Requirement 1:1
3	PICU	Requirement 1:1
4	Oncology	Requirement 1:4
5	NICU	Requirement 1:1
6	NICU/HDU	Requirement 1:2
7	Birthing Center	Requirement 1:3
8	Hemo Dialysis	Requirement 1:2
9	Emergency (Red Zone)	Requirement 1:1
10	Emergency (Yellow Zone)	Requirement 1:2
11	Operation Theatre	Requirement 3:1
12	Pre Anesthetic Unit	Requirement 1:4
13	Post Anesthetic Unit	Requirement 1:1