



**ANNUAL REPORT
(July 2018- March 2019)
STATE OF THE ROYAL CIVIL SERVICE**

**Royal Civil Service Commission
ROYAL GOVERNMENT OF BHUTAN**

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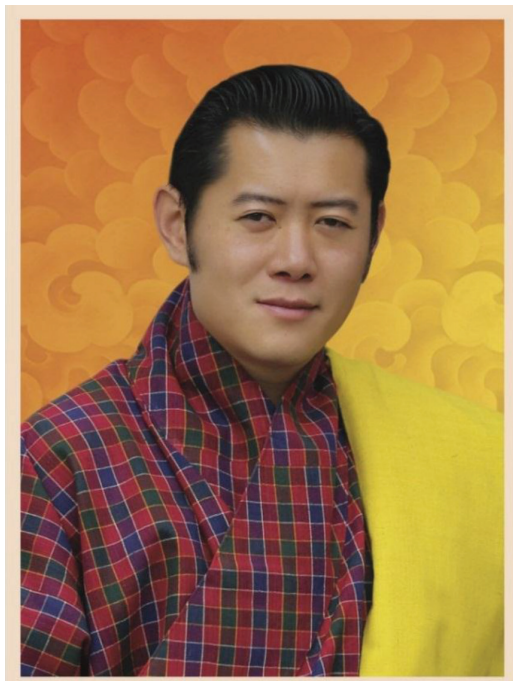
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“Our public servants will fail in their duty if they do not learn from their past mistakes and correct them, if they are unresponsive to feedback, if they lack accountability, if they are unresponsive to new ideas and solutions, if they have poor communication and coordination, or if organisations expand and multiply without direction or coherent vision.

In this case, even our best intentions will bear no results. Instead, all we will have are missed opportunities and a debilitating waste of time and resources.

If, in the next 10 to 15 years, we achieve all our national objectives, the credit will go to our public servants. However, if we fail, it will mean that public servants have failed.

We are a small country – a country like no other. Therefore, we are in a position to be more efficient and more effective than others. What others can do in a decade, we can and should accomplish in few years. What others manage in years, we can and should achieve in months.

It must always be our constant endeavor to perform better, carry out our tasks with greater efficiency, effectiveness and grace, and become exceptional in the world”.

- An excerpt from the English Translation of the 111th National Day Address of His Majesty The King, 17th December 2018.

List of Acronyms

AAS	Australia Awards Scholarship
ACC	Anti-Corruption Commission
ACF	Agency Categorisation Framework
ADA	Austrian Development Agency
ADR	Alternative Dispute Resolution
AITC	Annual International Training Courses
ALW	Action Learning Workshop
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 & Regulations
BCSS	Bhutan Civil Service System
BEST	Bhutan Executive Services Training
BHTF	Bhutan Health Trust Fund
BQA	Bhutan Qualifications Authority
B.Ed	Bachelor of Education
CE	Continuing Education
CFT	Critical Feedback Team
CS	Cabinet Secretariat
CSAB	Civil Service Act of Bhutan
CSED	Civil Service Exam Division
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
DITT	Department of Information Technology and Telecom
DT	Design Thinking
DTIO	<i>Dzongkhag</i> Trade and Industry Office
ECB	Election Commission of Bhutan
EDO	Economic Development Officer
EM	Exit Management
ESC	Executive and Specialist Category
ESMD	Executives and Specialists Management Division
ESP	Elementary Service Personnel
ERS	Early Retirement Scheme
ExFo	Executive Forum
FITI	Financial Institution Training Institute
FFT	Friends From Thailand

FLMP	Future Leadership Mentoring Programme
FLP	Foundational Leadership Programme
FRR	Financial Rules and Regulations
FY	Fiscal Year
FYP	Five Year Plan
GDC	Government Data Center
GDP	Gross Domestic Product
GNHC	Gross National Happiness Commission
GoI	Government of India
GPMS	Government Performance Management System
GSP	General Service Personnel
G2C	Government to Citizen
HIS	Health Information System
HPC	High Powered Committee
HR	Human Resource
HRD	Human Resource Development
ICT	Information and Communication Technology
IWP	Individual Work Plan
JDWNRH	Jigme Dorji Wangchuck National Referral Hospital
JICA	Japan International Cooperation Authority
KGUMSB	Khesar Gyalpo University of Medical Sciences of Bhutan
LC	Letter of Credit
LCF	Leadership Capability Framework
LFS	Leadership Feedback System
LG	Local Government
LGCF	Local Government Common Framework
LoA	Log of Activities
LPP	Leadership Programme for Parliamentarians
LTT	Long-term Training
MaX	Managing for Excellence
ME	Main Examination
ModEx	Moderation Exercise
MoE	Ministry of Education
MoF	Ministry of Finance
MOG	Major Occupational Group
MoH	Ministry of Health
MoLHR	Ministry of Labour & Human Resources
MP	Member of Parliament
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	Post Graduate Diploma in Education
PGDFM	Post Graduate Diploma in Financial Management
PGDPA	Post Graduate Diploma in Public Administration
PGDNL	Post Graduate Diploma in National Law
PMC	Professional and Management Category
PMS	Performance Management System
PSL	Priority Sector Lending
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
SAARC	The South Asian Association for Regional Cooperation
SELP	Senior Executive Leadership Programme
SHRD	Sustainable Human Resource Development
SOP	Standard Operating Procedure
SP	Singapore Polytechnic International
SPLD	Succession Planning & Leadership Development
SS	Senior Supervisor
SSC	Supervisory and Support Category
STT	Short-term Training
TAT	Turn Around Time
TCB	Tourism Council of Bhutan
TFI	Temasek Foundation International
TICA	Thailand International Cooperation Agency
ToR	Terms of Reference
TPS	Trongsa Penlop Scholarship
TRC	Teacher Resource Centre
TVET	Technical and Vocational Education and Training
UPSC	Union Public Service Commission
YPLP	Young Professionals Leadership Programme

INTRODUCTION

This Annual Report marks the culmination of a most fulfilling tenure for the second Commission. The five-year tenure has been successful given the fact that significant changes have been introduced in the Civil Service system which will have far reaching impact in terms of overhauling its institutional capacity and reshaping it into a more resilient, responsive and accountable institution of the State.

The Commission started on its mission of transforming the Civil Service from “Good” to “Great” upon receiving the Royal Audience and inspirational wisdom from His Majesty The *Druk Gyalpo*. The Civil Service fraternity, as proud servants of the State, draws the highest inspiration from His Majesty The King who works selflessly for the country, touches the hearts and souls of every citizen and is the embodiment of unity, peace, and harmony. We have been always showered by the divine blessings of our enlightened Monarchs as a result of which the Royal Civil Service is able to implement the development policies and programmes of the Royal Government effectively and ensure public service delivery to the people. Subsequent to the Royal Audience, the Commission began with a deep dive into the roles and responsibilities of the civil servants in keeping with the changing times and expectations of the society. The Commission members led by the Chairperson visited all the *Dzongkhags* in different groups to understand the ground realities. Upon further analysis and assessment of the needs as expressed by the civil servants and other relevant stakeholders, it was found that most of the issues could be addressed only through the introduction of major policy reforms. These reforms through which strategic interventions were initiated include: (i) the Organisational Development Exercise (ODE), (ii) Bhutan Civil Service System (BCSS), (iii) Succession Planning and Leadership Development, (SPLD), (iv) Performance Management (PM), and (v) Civil Service Well-Being (CSWS). While few of these changes associated with the reforms are incremental in nature, many of them were initiated right from scratch which required consultations, depth of analysis of data and changes in the behaviour of individuals and organisations.

The full implementation of all the five reforms could start only by the third year of the Commission’s tenure considering the time required for fact finding, consultations, awareness creation and new systems development although these reforms were initiated since 2014-15 Fiscal Year (FY). The Commission ensured that every change process was based on rationality and supported by evidence. Unlike in many cases where such magnitude of reforms were usually driven by outside experts, all the present systems associated with the reforms are home grown with the least dependence on the outside experts. A special attention was paid to the participation and consultation with the civil servants at every level to understand the issues and challenges, and mid-course corrections were made during the implementation processes. In the process, expertise of our civil servants to implement the systems and carry forward such reforms in the future could be developed across the whole Civil Service. Further, to enhance awareness and also seek a broader support for the reforms, presentations on the reforms were made to the Members of Parliament (MP) in the FY 2015-16 and 2018-19 and important feedback were incorporated into the reforms.

The Organisational Development Exercise (ODE) besides helping organisations to reflect on what they are doing and how their services are viewed by their clients and stakeholders, unearthed a number of internal and cross-sectoral organisational issues. Such an Exercise was also useful in rationalising the roles of Agencies, understanding products and services, and rightsizing the human resources needs based on the Standard Operating Procedures (SOPs), Turnaround Time (TATs) and review of Log of Activities (LoA). The other key outcomes of this Exercise was the Agencification Principles and Guidelines which will avoid unnecessary proliferation of Agencies in the future, if implemented well. The Local Government Common Framework (LGCF) will also streamline the organisational structure, reporting systems and accountability within the Local Government unlike the past where there was lack of clarity in terms of line and support functions and reporting relationships.

While the ODE has facilitated the rightsizing of human resources, maintaining a “small, compact and an efficient” Civil Service has become a daunting challenge for the Royal Civil Service Commission (RCSC) since the Civil Service is the single biggest employer of the workforce in the country. Today, the Civil Service size has reached 29,442 from 25,306 in December 2013. The civil servants to the population ratio of around 1:25 (population size of Bhutan for 2019 is 741,672 as per Population Projections Bhutan 2017-2047) appears large compared to other countries. On the other hand, as a result of the expanding Government mandates by successive Governments, where Civil Service is seen as a better option to deliver most of the public service, the challenge to maintain a small, compact and efficient Civil Service continues to grow. Health and education account for 80% of the total increase of 4,628 civil servants since 2013 which emanates mainly due to the need to maintain a minimum human resource standards (e.g., teacher requirement exercise tool and doctor patient ratio). A number of objective/criteria have been developed by the RCSC to determine the staffing needs. HR requirements for Ministries and Agencies are now based on the HR standards, SOPs, TAT and Daily Log of Activities. Teacher Recruitment Exercise (TRE) tool has been developed to determine the teachers requirement in each school as per subjects based on the criteria like the number of sections in each class, 18 hours contact teaching per week for each teacher and number of teaching hours required for each subject per week in line with the Royal Education Council (REC) standards. Similarly, HR standards for the Health Sector have now been finalised in close consultation with the Ministry of Health, Jigme Dorji Wangchuck National Referral Hospital (JDWNRH) and Health Centers based on identification of services provided in each health facility, time taken by doctor per patient, availability of equipment/technology used to deliver each service, and record of patient caseloads (past records and annual growth rate). Such standards will facilitate proper forecasting and recruitment of health personnel besides planning investment in the human resource development. HR costs vis-a-vis these standards for different health facilities are also worked out which will sensitise the decision-makers on human resource costs and its implication on the National exchequer.

The Bhutan Civil Service System (BCSS) has upheld the integrity of entry into the Civil Service through creation of the Superstructure which includes: (i) Executive

& Specialist Service; (ii) Administration Service; (iii) Finance Service; (iv) Education Service; and (v) Technical Service. Since the RGoB has invested significant resources in developing the expert pool of professionals, the Superstructure discourages civil servants to move from one Superstructure to another. This will avoid the wastage of one's knowledge and skills unlike in the past wherein civil servants could switch from one's main profession to another after completion of 10 years irrespective of one's expertise. The other positive outcomes of the BCSS are that it has benefitted significant number of support personnel to move up in their own career and thereby avoiding stagnation. In fact, at least 11,655 support personnel have benefitted from this reform. Similarly, this has also helped in the doctors' career path reform and effective deployment and utilisation of specialists especially in the Ministry of Agriculture and Forests.

Leadership in any Agency is recognized as the most important factor and powerful lever for change and results. To strengthen accountability in the Civil Service, it must begin with civil servants in the Executive positions. The reform on the Succession Planning and Leadership Development (SPLD) has helped to enhance the capacity of the Executives to perform leadership roles effectively in their respective Agencies through systematic in-country and ex-country leadership and executive development programmes in the Royal Institute for Governance Strategic and Studies (RIGSS) and other reputed universities/institutions outside the country. The institutionalisation of Executive Forums (ExFo) and Executive Roundtable has provided another platform for the Executives to interact with the RCSC and relevant sectors on the national and cross-sectoral issues besides helping them to build effective networks among themselves. Further, the institutionalisation of Leadership Feedback System (LFS) has brought in positive behavioural changes in terms of their day-to-day dealings besides creating conducive organisation culture. The LFS, which complements the performance assessment of the Executives along with chief of divisions will ensure that Civil Service institutions do not only deliver results but are able to do so by helping to strengthen esprit-de-corps and engagement of employees in the Agencies.

The new Performance Management System (PMS) Reform was undertaken with the objectives to: (i) ensure alignment of employees' performance to the Agencies' goals and objectives; (ii) promote meritocracy by differentiating performers from non-performers, and (iii) enhance accountability in terms of achieving organisational goals. While the Individual Work Plan (IWP) is fully institutionalised across the Agencies, the Moderation Exercise (ModEx) is gradually taking shape into the system given the magnitude of the change and seismic shift the new PMS has brought in the Civil Service. This will require further nurturing, tweaking of subsystems and reinforcements as we progress. One of the most effective sub-systems introduced by the RCSC recently is the Action Learning Workshop (ALW) on Coaching Skills for Managers under which executives and P1 level supervisors (over 1,500) are trained to guide and coach their respective employees in the Agencies on a continuous basis so that performance management becomes a collaborative, coordinated and dynamic process. This is in line with international best practice for performance management which is to continuously monitor and manage performance.

Given the existing evidence linking well-being of employees to key organisational outcomes such as performance and overall individual productivity, identifying ways to enhance wellbeing is undoubtedly an important function. Section 27 (f) and 89 of the Civil Service Act of Bhutan 2010 mandates that RCSC promotes Civil Service well-being. It is important that RCSC takes care of civil servants from entry to superannuation and beyond to create a sense of belongingness and fraternity. Towards this end, the Commission initiated the Civil Service Well-being under which the following services are provided: (i) Civil Service Support Desk (CSSD) to provide avenues for grievance redressal, counseling and mentoring services, and redressal for workplace discrimination, (ii) Civil Service Retirement Services - aimed at preparing civil servants, mentally and financially, for a better life after superannuation and engaging retired civil servants in different activities of the Civil/Public Service, and (iii) Civil Servants' Welfare Scheme (CSWS) which is a programme 'of, by and for' the civil servants whereby a corpus fund has been created through a monthly contribution from which an admissible *semso* grant is paid in the instance of death of a member and his/her dependents. A focal officer has been identified at the RCSC as the Go-To-Person to receive complaints from either gender, related to sexual harassment to ensure safe workplace always.

Another notable initiative of the Commission is the Mindfulness Retreat for the civil servants which will go a long way in creating a healthy mind and a healthy body in the Civil Service. The programme has been launched under the guidance and support of the Central Monastic Body. The purpose of the retreat is to enhance mindfulness, which is proven as an ability that enhances all other abilities. The benefits of this activity are manifold and will not only benefit civil servants themselves but also their work. The retreat will be offered to all civil servants, beginning with executives/specialists and those close to retirement. The first four-day Mindfulness Retreat for civil servants was held from January 21-25, 2019 in Manas. Subsequently, the second Mindfulness Retreat was conducted for the female civil servants from 4-8 March, 2019. The Mindfulness programme is a step in creating higher levels of self-awareness of one's actions and thoughts and their implications on the decision-making process and service delivery. Such a programme will continue with bigger momentum in the immediate future.

Among the many other initiatives to support and complement the Five Key Reforms, the Commission strengthened the role of the human resource officers by ensuring that they have minimum competencies at every level in their professional career; ensured Human Resource Committees (HRCs) in respective Agencies function professionally by clearly defining their roles and responsibilities and accountability, and further instituted the Human Resource Audit (HRA) especially to ensure that all HR matters are implemented as per Civil Service Act and BCSR. HR Audit also is an important part of the overall monitoring process as HR functions are increasingly decentralised to the Agencies. Further, RCSC has initiated and implemented the Design Thinking (DT) and Competency-based Framework. DT Project is aimed at promoting innovation and foster a citizen-centric mindset and attitude in the public service delivery. It emphasises on engaging citizens in the service delivery journey and aims to co-

create service experiences. A number of projects are being implemented under the DT. Similarly, Competency-Based Framework for Civil Service has been initiated to develop a minimum set of competencies in every position in terms of knowledge, skills and attitude (KSA) requirements. The biggest impact of the Competency-Based Framework in the Civil Service will be development of a systematic/ladderised short-term training for every position. In other words, training and other HRD interventions shall be aligned to the competency requirements through which questionable and ad-hoc in-country and ex-country training will be more the exception than the rule. The end result is expected to be greater professionalism across the Civil Service.

Developing a reliable Civil Service Information System (CSIS) was a priority activity of the Commission. The CSIS is being overhauled to provide an accurate and real time information on every civil servant and thereby facilitating an efficient and evidenced-based decision-making on all HR matters with many automated functions. Digitisation of Civil Service records will enable automation in accessing civil service records. It will increase the safety of the records and make the entire process more efficient. Once the new system is implemented, CSIS will serve as a model of creating an intelligent system. This will also be a model for linking and sharing of data and information with other Agencies (e.g., with RAA, Pension, Ministry of Finance, Ministry of Home and Cultural Affairs, etc) and will promote whole-of-government approach, thereby improving the delivery of services to the clients by many folds.

The Commission, on the invitation of the Fourth Pay Commission, submitted a compiled recommendations on the revision of Civil Service pay and emoluments based on the feedback and recommendations received from civil servants over a period of five years. The Commission also received the Hon'ble Prime Minister Dr. Lotay Tshering in the RCSC Office and presented the key reforms including the contract recruitment policy of the Commission and the way forward to the Hon'ble Prime Minister. Hon'ble Prime Minister took note of the good works of the Commission and expressed views on the core and non-career civil servants. His Excellency assured Government's support to the Commission. Further, the Commission also presented RCSC's HR policies and reforms to the elected Members of Parliament on the invitation of the Hon'ble Speaker and the Chairperson National Council.

While the present Commission followed on the footsteps of the first Commission in terms of continuity of the systems and procedures as per the Civil Service Act and BCSR, it took a different approach in terms of its governance, management and outlook. The division of roles and responsibilities among the Commissioners were more based on the thematic areas of key reforms and each Commissioner served as focal to Ministries, Agencies and *Dzongkhags* while the Chairperson provided the overall direction by overseeing some of the key reforms himself and also focused more on strategic issues facing the Civil Service. Each Commissioner led specific cross-cutting reforms besides managing assigned sectors from a holistic and integrated angle while the Secretariat provided the back-up support. Further, with the conviction that Secretariat staff should understand the rationale behind every decision of the Commission (since they have to convey and be able to provide the underlying

rationale to the Civil Service at large) as well as greater transparency, all heads of divisions of the RCSC attended the weekly meetings of the Commission as observers. Consequently, where relevant, the present Commission took inputs of all the Division Heads of the Secretariat while making decisions during the Commission Meetings. Therefore, the Secretariat should be able to provide seamless continuity and have the institutional memory to ensure a smooth transition to the next Commission. In addition to normal feedback channels in the Secretariat, the Commission introduced Critical Feedback Team (CFT) in the Secretariat which helped in many ways towards improving the system. Besides rationalising issues through facts and evidence, one other distinctive feature or the checklist used by the present Commission was looking at every system from end to end, closing the loops wherever there were loose end, if any, and instituting SOPs and documentation for every system and policy.

The Commission has been making its earnest effort to promote unity of direction among all Agencies towards which networking, coordination and synchronization of everyone's efforts is critical. It is only in the application of a whole-of-government approach towards the challenges before the government that the bigger goals of the nation can be addressed effectively. As one of the efforts towards this end besides the initiatives under the key reforms, the Commission has directed all the Ministries, *Dzongkhags* and other Agencies to maintain standard presentation of their respective organisations at all times. This is done mainly to ensure consistency on the presentation of Agencies and to ensure that everyone is guided towards agreed organisational vision, mission and goals.

Any change in the system will not be complete without its full institutionalisation. While the Commission took a considerable time to create awareness among the stakeholders on the importance of the reforms and implement them across the Agencies, it takes time to solidify such changes into the desired mould of creating a responsive and productive Civil Service that can serve the Royal Government efficiently. The task of institution building, which is what the work of RCSC is all about, requires the test of time for the full benefits to flow. This is especially critical given the magnitude of the reforms that has been introduced into the Civil Service. Given the paradigm shift in the Civil Service system brought on by the reforms, there is still some pushback and desire in some quarters, to move back to the good old days of the comfort zone of complacency and limited accountability. Therefore, there is a critical need to ensure that there is no loss of momentum in the implementation of the reforms and the many new protocols and systems that have been put in place.

His Majesty The King's 111th National Day Address was a stark reminder of the importance of the Civil Service to the country's future as well as its shortcomings. It formed the theme for this year's Executive Forum as well as the Executive Roundtable, during which RCSC meets with all Executives to discuss the main challenges before the Civil Service. The discussions focused on the need to enhance accountability in the Civil Service so that the public's expectations from the Government, whatever they may be, are met to a high degree of satisfaction. The ongoing reforms also try to address these issues as highlighted in this final report. It is our hope that once the

reforms have been institutionalised, the Civil Service will become a nimble institution that is constantly evolving, improving and is able to take Bhutan to greater heights by ensuring continuity, professionalism, and public service excellence in the service of *Tsa-Wa-Sum*. On its part, the future Commission must remain committed to making the Civil Service and its institutions more apolitical, transparent, accountable, meritocratic and professional towards upholding the values and vision of the State for all time to come. The present Commission completes its five year term on 31st March 2019. It has been an eventful tenure for the Commission but since leading and shaping an apolitical, impartial, professional and meritocratic Civil Service remains an ongoing endeavour, the Commission has highlighted areas for the next Commission to explore and build upon the reforms already implemented.

The Commission would like to take this opportunity to thank the Royal Government, development partners, networking institutions and individuals who contributed in various capacities towards materialising the reforms and other new systems in the Civil Service. While the Commission is indebted to many organisations and individuals for what it was able to do, the greatest blessing has been the constant guidance and support from the Golden Throne. The Commission remains deeply and eternally grateful.

i. Commission Meeting

The First Commission Meeting of the Second Commission was held on 21st May 2014, immediately after the Royal Audience with His Majesty the *Druk Gyalpo*. The Commission dedicated Tuesday's for normal Commission Meetings in order to discuss and provide decisions on all HR matters of the Civil Service. All Commission Meetings were held as per procedures laid down in the CSAB 2010 by ensuring the minimum prescribed quorum of the Commission. While the routine Commission Meetings were held on Tuesdays, the Commission met as and when required besides communicating actively through online g-suite facilities provided by the Government.

The Commission has held a total of 159 Commission Meetings over the period of five years excluding the other meetings and conferences. The 159th Commission Meeting held on 26th March marked the final Commission Meeting of the 2nd Commission.

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

The present Commission organised themselves differently unlike in the past. In addition to carrying out personnel policy roles as per the Civil Service Act 2010, each Commissioner was assigned specific responsibilities to lead at least one of the Five Key Reforms. Further, Commissioners served as Focal to different Ministries, *Dzongkhags* and other Agencies besides division of responsibilities in terms of managing different HRD programmes and projects while the Chairperson directed and oversaw the whole reforms and programmes. The table below provides the division of responsibilities in terms of leading the key reforms and representation in Boards and Committees.

Commission Members	Boards/Committees/Key Reforms
Dasho Karma Tshiteem	Chairperson, Royal Institute of Management
	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 Service Well-being Scheme (one of the key reforms)
Indraman Chhetri	Member, Tertiary Education Board
	Member, National HRD Committee
	Board Member, Royal Institute of Management (tenure completed in January 2019)
	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 person 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, Board of Directors, National Pension and Provident Fund
	Member, Fourth Pay Commission
	Member, Bar Examination Committee

iii. Visits by the Commission

The table below presents the visits undertaken by the Chairperson and Commissioners during the reporting period (July 2018 - February 2019).

Name	Travel Date		Country	Purpose
	From	To		
Dasho Karma Tshiteem	22 October, 2018	26 October, 2018	Republic of Korea	To attend the Regional Symposium on “Strengthening Capacities of Public Institution and Developing Effective Partnership to Realise the 2030 Agenda for Sustainable Development.”
	24 September, 2018	25 September, 2018	Mongolia	To attend National Consultative Meeting of Public Managers.
	14 August, 2018	19 August, 2018	Singapore	To attend Global Centre for Public Service Excellence Capstone Conference.
Karma Hamu Dorjee	14 September, 2018	14 September, 2018	Singapore	To attend Temasek Foundation International Asia Leaders Conference.
Kesang Deki	8 October, 2018	17 October, 2018	Singapore	To attend the 7 th Temasek Foundation International Governance & Public Administration Programme, Singapore.
Lhendup Wangchu	3 December, 2018	7 December, 2018	National University of Singapore	To attend Programme on Leading with Big Data Analytics & Machine Learning.
	26 November, 2018	2 December, 2018	OCSC, Thailand & Singapore	To discuss and explore strategies to promote health and wellbeing in civil servants.
	23 July, 2018	27 July, 2018	Tamil Nadu, India	To attend Programme on Successful Retirement Planning.

Name	Travel Date		Country	Purpose
	From	To		
Indraman Chhetri	19 November, 2018	23 November, 2018	SPI, Singapore	To attend training on Managing Performance in the Civil Service.
	25 June, 2018	7 July, 2018	India	To undertake institutional visit in India towards strengthening collaboration and networking.

iv. Meeting of the Constitutional Offices

In keeping with His Majesty's desire that Constitutional Bodies with important responsibilities work together towards a common purpose in the interest of the Nation, the RCSC hosted and organised the first meeting of the constitutional bodies upon appointment of the second Commission. The meeting was held on 8th of 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 turns to organise and host such meetings. Till date, five meetings of the Constitutional Bodies have been conducted.

The second meeting was hosted by the Election Commission of Bhutan (ECB) on 12th May, 2016 at the Democracy House. During this meeting, issues related to HR were discussed at length. Furthermore, during the meeting, it was agreed that a bilateral talk would be convened between the ECB and the RCSC to find ways in bridging the gap that exists following the delinking of the ECB employees from the Civil Service. The third meeting was hosted by the Royal Audit Authority (RAA) on 3rd March, 2017 at the Conference Hall of RAA. During the third meeting, issues related to Annual Performance target evaluation of the Constitutional Offices as well as inconsistencies in the entitlements/benefits among the Constitutional Positions Holders were discussed. The fourth meeting was hosted by the Anti-Corruption Commission (ACC) on 22nd September 2017 at the Conference Hall of the ACC. During this meeting, His Majesty's concern on the need to ingrain a sense of responsibility in every civil servant, issues related to civil servants involvement in major cases of fraud and misappropriations leaving for other countries, 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 into the 12th Five Year Plan (FYP) were discussed.

The RCSC hosted the Fifth Constitutional Meeting on 24th August 2018 at the RCSC Conference Hall which was attended by all the Constitutional Bodies. The Meeting discussed at length on the possible recommendations to be made by the Constitutional Bodies to the Fourth Pay Commission, including RCSC's recommendations for Civil Service Pay and Benefits and Executive Package. The ACC shared the findings of the third National Integrity Assessment (NIA) 2016 with the Members. The RCSC expressed

on the requirement of cooling period for civil servants to join politics after separation from Civil Service and highlighted the key changes of BCSR 2018.

v. Budget Summary of RCSC Secretariat for the Last Five Years

A total budget of Nu. 1,472.476 M was allocated to the RCSC for the last five years - FY 2014-15 to FY 2018-19 while an expenditures of Nu. 1,096.818 M was incurred indicating 74.49% budget utilisation on an average. As depicted in the table, the largest portion of the budget was allocated to the HRD Division, followed by Administration & Management Services and Civil Service Examination Division. These three divisions/ services have accounted for 86% of the total budget allocated over the last five years.

Over the last five years, a major HRD budgetary support to the RCSC was from the Government of India (GoI), and the Austrian Development Agency (ADA). Of the total revised budget of Nu. 1,472.476 M, GoI funded Nu. 693.841 M through the GoI-PTA Project to professionalise the Civil Service and implement the Nehru-Wangchuck Scholarship Programme. The Government of Austria funded Nu. 82.346 M through the ADA Project for the institutionalisation of new MaX, Succession and Leadership Development Programme, Civil Service Examination System and Civil Service Well-Being Programmes. Further, the Government of Netherlands also provided Nu. 23.565 M through the Sustainable Human Resource Development Project (SHRD-II) for capacity building of civil servants, and the remaining budget of Nu. 672.724 M was from Royal Government of Bhutan.

As the central personnel Agency, RCSC is mandated to develop the capabilities and professional development in the Civil Service. During the last five years, a sum of Nu. 1,044.818 M (approx.) was allocated entirely for this purpose while Nu. 60.607 M was allocated for the conduct of Bhutan Civil Service Examinations (BCSE). The operational budget for the RCSC Secretariat over the last five years was Nu. 367.051 M only.

The following tables provide a snapshot of the revised budget and the expenditures for the last five years.

Table 1: Budget Summary (Nu. in M)

Fiscal Year	Current Budget	Current Expdt.	Capital Budget	Capital Expdt.	Total Budget	Total Expdt.	% of Total Expdt., to Total Budget
2014-2015	57.292	57.283	161.944	118.526	219.236	175.809	80.19
2015-2016	87.792	82.201	272.888	145.522	360.68	227.723	63.14
2016-2017	68.377	67.767	305.366	252.399	373.743	320.166	85.66
2017-2018	71.563	58.984	251.206	227.149	322.769	286.133	88.65
2018-2019	68.32	35.029	127.728	51.959	196.048	86.988	44.37
Total	353.34	301.264	1,119.13	795.555	1,472.48	1,096.82	74.49

As depicted in the table above, the total expenditures incurred was Nu. 1,096.819 M against the total revised budget of Nu. 1,472.476 M indicating that 74.49% of the budget was utilised. Further, the budget utilisation status of the current budget and capital budget is 85.26% and 71.09% respectively. However, the budget utilisation will improve as we proceed and implement the activities for the remaining period of the current FY.

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

Activity Name	2018-2019 *		
	Budget	Expenditure	% of Budget Utilised
Administration and Management Services	48.461	24.65	50.87
Human Resource Development Division	87.01	38.806	44.6
Policy & Planning Services	0.125	0.125	100
Civil Service Examination Division	14.53	8.713	59.97
Management of Information Services Division	9.346	0.717	7.67
Human Resource Audit Division	1.044	1.044	100
Executive and Specialist Management Division	6.039	0	0
Legal Services	3	0.276	9.2
Civil Service Well-being Services	5.795	0.004	0.07
Human Resource Management Division	0.475	0.13	27.37
Management for Excellence Unit	1.5	0.338	22.53
Civil Service Reforms for Excellence in Public Service Delivery	18.723	12.185	65.08
Total	196.048	86.988	44.37

*The expenditure reported above are as per the records maintained in Public Expenditure Management System (PEMS) for the FY 2018-19. The figures are as on February 2019 and it is subject to change as the FY is still ongoing.

vi. Royal Audit of RCSC

The LC Account of RCSC has been audited till FY 2015-16. The LC Account for FY 2016-2017, 2017-2018 and 2018-19 are due for Audit. The Audit of LC Account for the last three FYs is under consideration by the RAA. The other accounts like the GoI PTA and NWSS PLC Accounts have been audited till July 2017 while the ADA Project is audited until June 2018.

A single Audit Memo, pertaining to inadmissible payment of tuition fees and stipend to a Lecturer of RUB remain unresolved from GoI/NW scholarship Audit. The Royal University of Bhutan has filed a case against the Lecturer and is awaiting the Court's decision. The case will be pursued with the RUB and RAA and updated accordingly.

vii. RAA's Performance Report (February 2018) on In-country Travel

The RAA Performance Audit Report on review of in-country travels pointed out the differences between the FRR and the BCSR 2012 and provided recommendations to relook at few provisions under BCSR 2012.

One particular issue the Report pointed out was on the RCSC's Notification of doing away with "Vehicle Registration Document" to claim mileage in the BCSR 2012. The Report pointed out that Travel Allowance (mileage) is claimed as entitlement irrespective of whether a civil servant owns and uses a car during tour. Doing away with this requirement has led to inadequate control to claim mileage by many officials while travelling with head of Agencies or other officials with designated pool vehicle. The Notification (RCSC/LS-57/2016-17/1194 dated 29th September 2016) was issued in consultation with MoF. The rationale of doing away with the requirement of registration book to claim mileage was that it precluded other possibilities of using vehicles such as hiring and sharing of vehicles. The Travel Allowance is entitlement under Chapter 16, Section 16.6.6 of BCSR 2012. However, to address similar issues as pointed out by the RAA, the Section 16.6.6 has been amended in BCSR 2018 as, "A civil servant shall be eligible for mileage as per Position Level without having to produce vehicle registration documents. However, a civil servant shall not claim mileage as a matter of right. The Agency shall rationalise travel arrangements and encourage carpooling, wherever possible, for cost effectiveness". Unlike in the past, Agencies are now required to take accountability in making travel arrangements and rationalise travel expenditure before officials are sent out on tours. The RAA's concern is taken care with the new provision in the BCSR 2018.

RAA also recommended to relook at the requirement of more than 10 Kms travel from the duty station for claiming mileage and DA. It was concluded from the BCSR 2018 consultations that changing the mandatory distance beyond 10 Kms would not address the current practice.

BCSR 2018 also changed the provision on airport pick-up and drop. After January 2018, civil servants could claim mileage only for single to-and-fro journey to the airport and working station unlike in the past.

The Commission looked at these issues closely and amended the relevant provisions in the BCSR before the Audit Report was out.

viii. Annual Performance Targets of the RCSC Secretariat

To promote accountability and performance in the Civil Service, RCSC has been supporting the Government Performance Management System (GPMS). RCSC is the only Constitutional Office which is subject to the APT evaluation by the National Technical Committee (NTC), constituted by the GNHC Secretariat. Further, RCSC is represented in the GPMS's management at all levels. One of the Commissioners is a member of the High Powered Committee (HPC), the Director, RCSC is a member

of the APT Review Committee, and other relevant officials of the RCSC are in the National Technical Committee (NTC) which conducts the annual performance evaluation of all Agencies. The evaluated score of the RCSC's APT for year 2017-18 is 98.18% as endorsed by APT Review Committee. RCSC also implemented the GPMS linked MaX ModEx for the FY 2017-18. In keeping with the Agency Categorisation Framework, the Secretariat used the ModEx and categorised the staff as: 2 (3 %) in the "Outstanding", 11 (17%) in "Very Good", followed by 51 (80%) in "good" and 0 (0%) in "Need Improvement" categories. The robust performance monitoring and evaluation system has defined the sense of purpose and existence of the Divisions/ Services, enhanced responsibility to fulfill the targets and be accountable for their annual performance results. Further, the evaluation of the RCSC's APT by an external institution has ensured the necessary check and balance. Overall, the IWP linked to APT and APT linked to the five year plans provides coherence and objectivity within RCSC as intended by the MaX Reform. The RCSC Secretariat instituted the culture of continuous performance conversation by having a one-on-one coaching session between the Chairperson and Director, Director and the Division/Service Heads and Heads and down the line staff. This new open culture of feedback and coaching has made positive impact in RCSC through enhanced trust, communication, performance and accountability.

ix. RCSC Human Resource Committee Meetings

The RCSC Secretariat conducts regular Human Resource Committee (HRC) Meetings, chaired by the Director on every Thursday to provide professional and technical inputs to the Commission Meeting. The HRC also takes decision on some cases in accordance to the Delegation of Authority given by the Commission. The first HRC was conducted on 24th April 2014 and the final HRC during the tenure of the Second Commission was held on 21st March 2019. A total of 185 Human Resource Committee Meetings are held as of date.

x. OD Exercise of RCSC Secretariat

Inspired by the 111th National Day Royal Address of His Majesty The King, which states "It must always be our constant endeavor to perform better, carry out our tasks with greater efficiency, effectiveness and grace, and become exceptional in the world" and the Commission's effort and mission to make RCSC a "Role Model Agency", an ODE of the RCSC Secretariat was conducted from January 2019 till February 2019. The ODE was facilitated by a team consisting of members from RUB and Design Thinking Master Trainers from RIM and Thimphu Thromde.

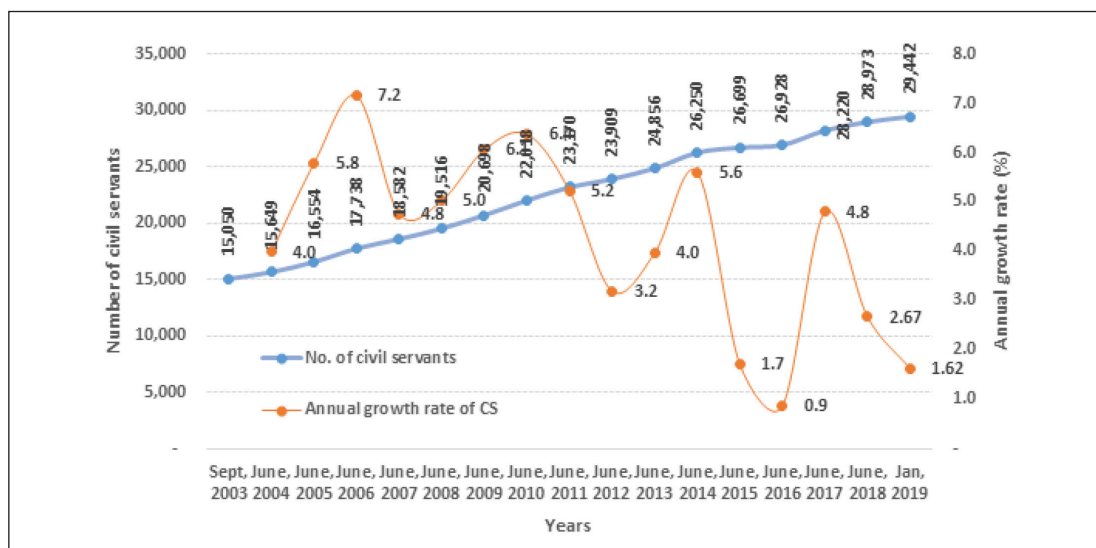
The Team presented their ODE findings and recommendations to the 157th Commission Meeting held on 12th March 2019 but the full rollout of the recommendations is not carried out.

PART 1: CIVIL SERVICE STATISTICS

1.1 Civil Service Staffing Trends

The strength of the Civil Service as on 31st January, 2019 was 29,442 comprising of 26,355 regular civil servants and 3,087 contract employees.

Chart 1: Civil Service staffing trend (2003-2019)



Over the past fifteen years since 2003, the Royal Civil Service has almost doubled in size. The annual growth rate for the year 2019 was 1.62% as compared to 2.67% in 2018, 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) was attributed mainly due to freezing of recruitment for non-critical positions, rationalisation of Agencies including divisions, merger of positions to ensure optimum workload, and redeployment of staff from the existing stock of surplus employees. The significant increase in June 2017 can be attributed to the inclusion of the consolidated contract employees in the Civil Service and the Single Window Recruitment (to ensure strategic and systematic recruitment) which came into effect from the 1st of January 2017.

Table 3: Composition of Civil Servants by Position Categories

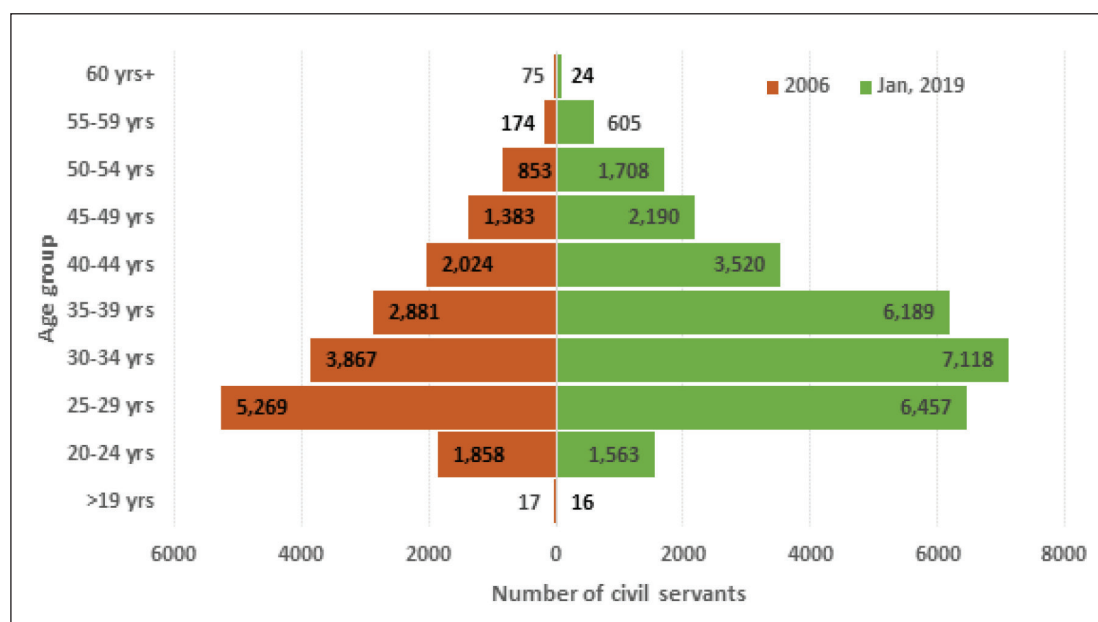
Position Category	2003		2008		2019	
	Total	%	Total	%	Total	%
Executive and Specialist ¹	106	0.7	242	1.24	272	0.94
Professional and Management	4,513	29.99	9,640	49.4	14,051	48.50
Support and Supervisory	6,850	45.51	7,661	39.25	12,729	43.93
Operational	3,581	23.79	1,973	10.11	2,390	8.25
Total	15,050	100	19,516	100	29,442	100

As on the 31st of January, 2019, of the total of 29,442 civil servants, employees in the Professional and Management Category (PMC) represent the largest group slightly less than 50% followed by Support and Supervisory Category (SSC) with 43% and the Operational Category (OC) with 8% while the Executive and Specialist Category (ESC) represents only 1% of the total civil servants.

1.2 Age Profile of the Civil Service

The median age of civil servants is 34 as on 31st January 2019. Further, it shows that 25% of the civil servants are younger than 29 years while another 25% of them are older than 40 years. Compared to 2006, the Civil Service has aged by eight years in 2019.

Chart 2: Distribution of Civil Servants by Age Group



1.3 Gender Profile of the Civil Service

The percentage of male civil servants is 63.01% and that of female, 36.99%. The disaggregation figures by Position Category is shown in the table below.

Table 4: Civil Servants by Position Category and Gender

Position Category	Male	Female	Grand Total
Executive and Specialist ¹	237	34	272
Professional & Management	8,760	5,291	14,051
Supervisory & Support	7,582	5,147	12,729
Operational Staff	1,972	418	2,390
Grand Total	18,552	10,890	29,442

¹includes Eminent Members of the National Council

During the last years, the overall gender gap is closing fast as shown in the table. The number of female civil servants has almost quintupled from 2,180 to 10,890 or 16% to around 37% of the total civil servants today.

Chart 3: Civil Servants by Gender (1996 – 2019)

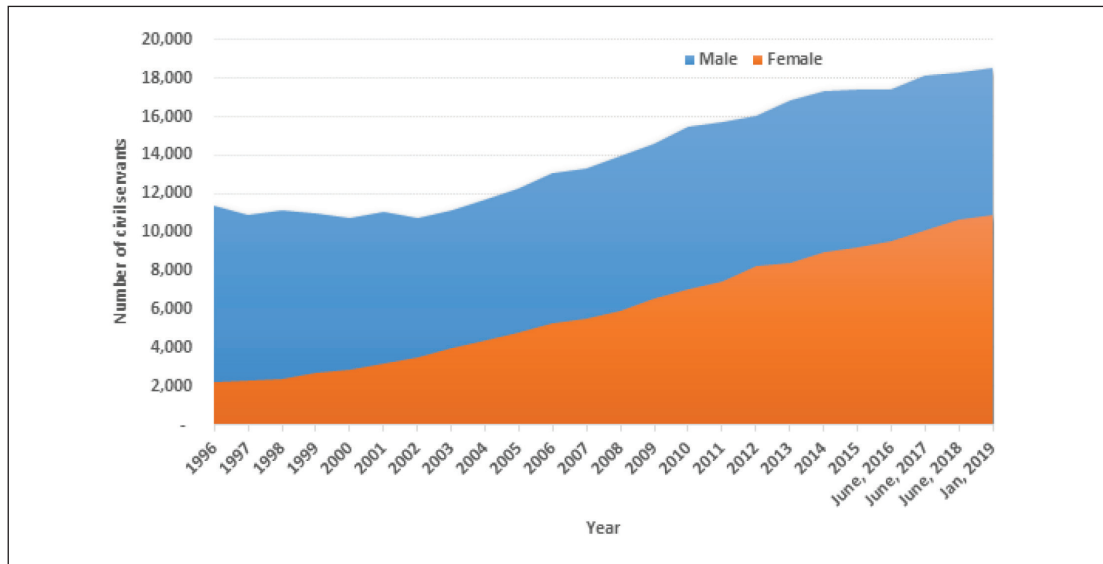


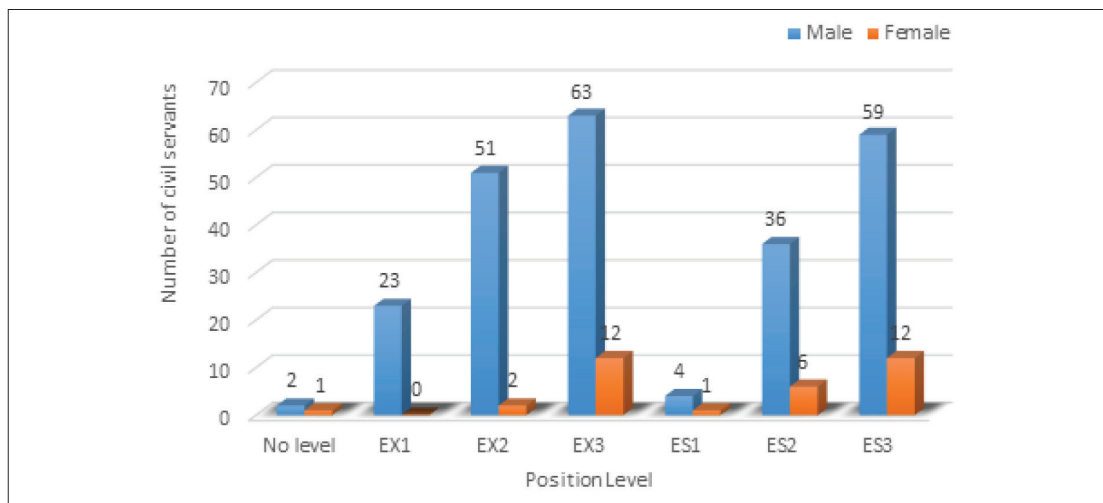
Table 5: Civil Servants by Gender and Age Groups

Age Group	2008			30 June, 2018			31 Jan, 2019		
	Female	Male	Total	Female	Male	Total	Female	Male	Total
19 yrs & Below	2	-	2	14	2	16	14	3	17
20 - 24 yrs	584	496	1,080	821	648	1,469	868	695	1,563
25 - 29 yrs	2,383	3,514	5,897	2,960	3,566	6,526	2,926	3,531	6,457
30 - 34 yrs	1,407	3,020	4,427	2,757	4,317	7,074	2,714	4,404	7,118
35 - 39 yrs	664	2,343	3,007	2,248	3,843	6,091	2,333	3,856	6,189
40 - 44 yrs	420	1,872	2,292	987	2,305	3,292	1,103	2,417	3,520
45 - 49 yrs	196	1,219	1,415	498	1,697	2,195	501	1,689	2,190
50 - 54 yrs	77	956	1,033	302	1,327	1,629	331	1,377	1,708
55 - 59 yrs	27	315	342	92	518	610	95	510	605
60+ yrs	3	18	21	2	69	71	5	70	75
Grand Total	5,763	13,753	19,516	10,681	18,292	28,973	10,890	18,552	29,442

1.4 Age and Gender Profile of Executives/Specialists

There were a total of 272 civil servants in the ESC as on 31st January, 2019. Of the total, 154 were Executives (includes eminent members of the National Council) and 118 Specialists (Chart 4). ESC that provide 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% of civil servants.

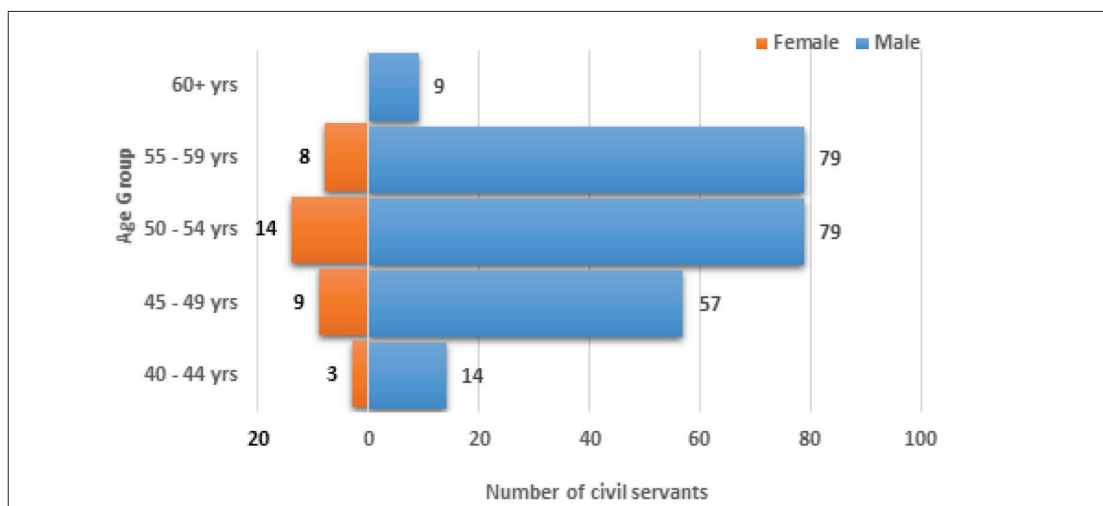
Chart 4: Gender profile for Executives/Specialists by Position Level



Note: No level: Eminent Members of the National Council

The average age of civil servants in ESC is 52 as on 30 June, 2018. Their age ranged from 40 – 77 years. The majority of the Executives and Specialists are in the age group of 50- 54. There are 87 of them above the age of 55 and above which means that they would be superannuating in the next five years (chart 5).

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



There is a clear gender gap in the Executives/Specialists group. Female Executives/Specialists account for about 12.5% of the group. While the Commission recognises this issue, finding solutions that will help address the gap while upholding the 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 30% of the total. Thus, the gender gap should narrow in the near future though, it would still take some time before the overall female participation level of around 37% can be achieved in the Civil Service.

1.5 Length of Service

The present average length of service is 11 years which is shown in the table below.

Table 6: *Length of Service*

Position Category	No. of Civil Servants	Average Length of Service (in years)
Executive and Specialist ¹	272	26
Professional and Management	14,051	11
Support and Supervisory	12,729	12
Operational	2,390	10
Total	29,442	

¹includes Eminent Members of the National Council

1.6 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 with 301 civil servants.

Table 7: *Location spread of Civil Servants*

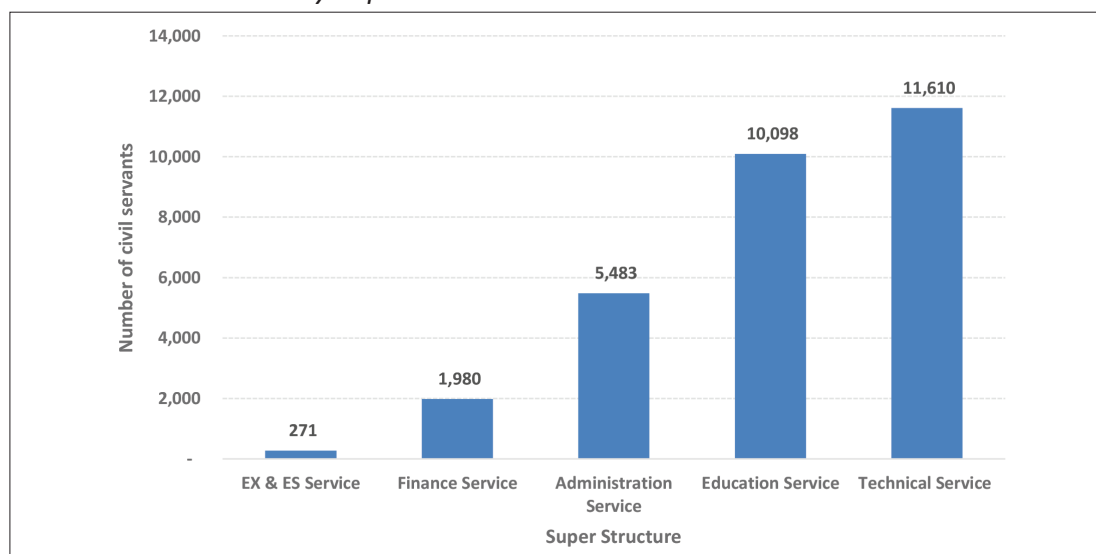
Location	ESC	OC	PMC	SSC	Total
Thimphu	207	925	3,976	3,355	8,463
Chhukha	5	164	1,016	953	2,138
Sarpang	8	134	797	954	1,893
Trashigang	3	117	852	758	1,730
Paro	11	115	727	792	1,645
Mongar	4	114	711	760	1,589
Samtse	2	76	903	600	1,581
Samdrup Jongkhar	2	100	623	652	1,377
Wangdue Phodrang	3	53	563	518	1,137
Bumthang	4	93	389	496	982

Location	ESC	OC	PMC	SSC	Total
Dagana	1	59	474	369	903
Zhemgang	2	80	406	369	857
Punakha	2	57	460	327	846
Pemagatshel	1	60	439	326	826
Tsirang	1	47	360	321	729
Trashiyangtse	1	52	380	294	727
Trongsa	1	40	289	257	587
Lhuentse	1	46	295	209	551
Haa	2	38	232	209	481
Gasa	1	20	110	180	311
Outside Bhutan	10		49	30	89
Total	272	2,390	14,051	12,729	29,442

1.7 Civil Servants by Superstructure

Of the five groups within the Superstructure, the Technical Service has the highest number of civil servants with 11,610, followed by the Education Service with 10,098 and then the Administrative Service with 5,483. The Finance Service has 1,980 while the EX & ES Service has the least number with 271.

Chart 6: Civil Servants by Superstructure

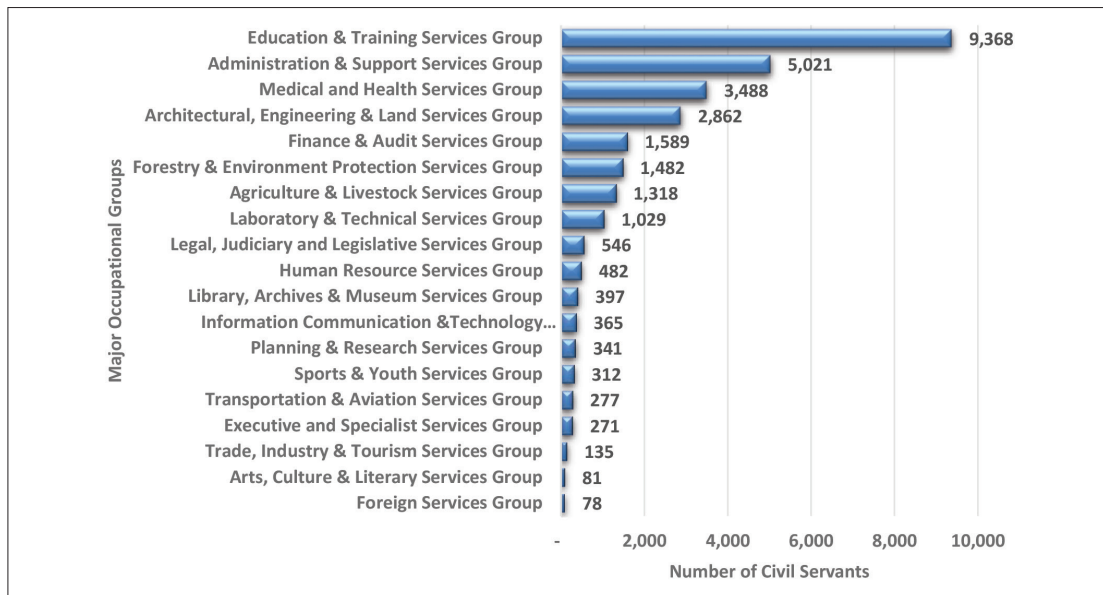


Note: One Executive was in Stand Alone Position

1.8 Civil Servants by Major Occupational Group

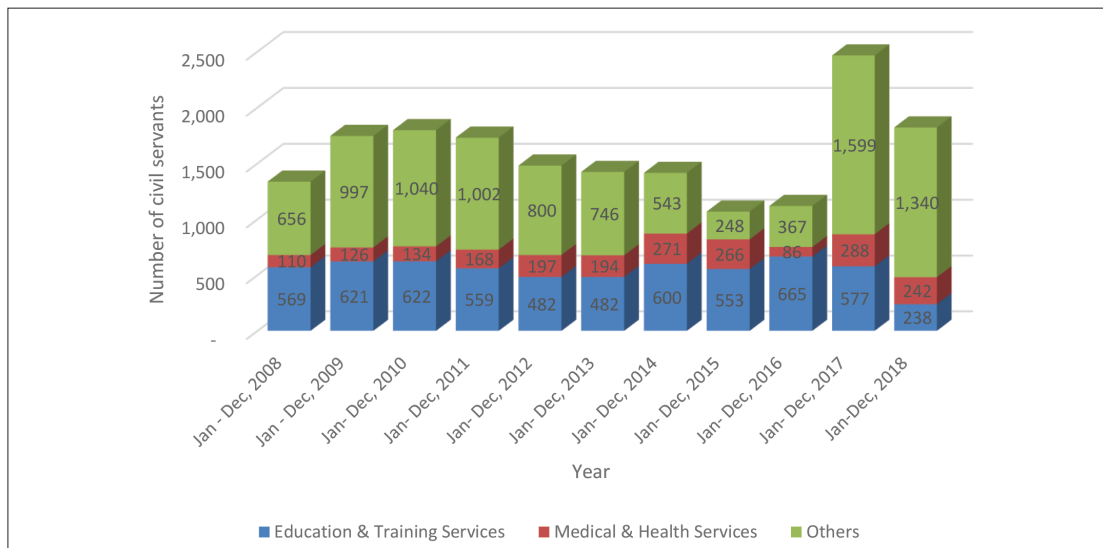
Of the 19 Major Occupational Groups (MOG), the Education and Training Services Group has the largest number of civil servants with 9,368 while Arts, Culture & Literary has the lowest number with 78.

Chart 7: Civil Servants by MOG



Over the years, the Education & Training Services and Medical & Health Services Groups are contributing significantly in the growth of the Civil Service. It is evident from the chart below that more than half of the total annual recruitment in the Civil Service accounted for these two groups.

Chart 8: Annual Education & Training Services and Medical & Health Services Group as a Proportion of Total Annual Recruitment



PART 2 - CIVIL SERVICE REFORMS

After receiving the Royal Audience and inspirational wisdom from His Majesty The *Druk Gyalpo*, the Commission began its maiden tasks of meeting civil servants across the country to assess their situation and listen to their suggestions and concerns. The Commission also assessed the overall environment of the Civil Service taking into account its strengths, weaknesses, challenges and opportunities. Following the review of the state of the Civil Service, the Commission identified five key areas that could help transform the Civil Service from “good to great”. The aim was to shape a Civil Service which would ensure, in perpetuity, a sovereign, secured and self-reliant Bhutan.

While the key reforms were initiated during the FY 2014-15, implementation of the reforms were completed asynchronously in the following years. Before rolling out the reforms, the Commission made familiarisation visits to all *Dzongkhags*, Ministries, Constitutional Offices, and Autonomous Agencies. The Commission ensured that every change process is based on principles and best practices tailored to our situation. In addition, special attention was paid to the participation and consultation of civil servants to better understand the issues and challenges, and make necessary mid-course corrections in the implementation processes. Further, to enhance awareness and also to seek a broader support for the reforms, the presentations were made to the Members of Parliament (MP) in the FY 2015-16 and 2018-19. Useful feedback were received in the sessions, which helped to revamp the reforms in various ways.

In order to ensure parity, consistency and uniformity of personnel actions throughout the Civil Service, the reforms have been institutionalised and embedded into the system with the updated BCSR 2018 in force. The five key reforms are discussed below with their implementation status as of date.

Box 1: The Five Key Reforms

Five key Reforms



Right Size - OD Exercise



Great Leadership – SPLD



Better Delivery & higher Productivity **MaX**



Enhance Professionalism **BCSS**



Esprit- de-corps **CSW**

2.1 Organisational Development Exercise (ODE)

2.1.1 Background

The Organisational Development Exercise (ODE) is one of the major reform initiatives of the current Commission. It is the foundation of all key reforms. ODE was undertaken as per the requirement of CSAB 2010 and also in line with the Cabinet Order issued via letter No. C-3/11/216 dated 27th December, 2013. The key objective of the ODE was to right size the Civil Service. Thus, the ODE focused on assessing the effectiveness of the Agencies using a consultative process of reviewing mandate of each Agency, alignment of vision and mission to mandate, relevance of the products and services to the current reality, developing TATs for public service delivery, removing duplication, and rationalisation of human resources.

The ODE began in August 2014. The Exercise used a number of tested approaches and instruments such as McKinsey's 7S Model, Daily Log of Activities, Organisational Behaviour Survey and Focus Group Discussions, consultative meetings at various level from the envisioning stage to finalisation of the recommendations and endorsement of the report at the Agency level. The approved recommendations with a complete implementation plan was presented to the concerned Agencies. Further, the OD recommendations pertaining to creation, abolishment, upgradation or alteration of organisational structures (departmental level and above) in Ministries and autonomous Agencies, including nomenclatures were presented to the Cabinet, as per Section 29 of the CSAB 2010. Most of the ODE recommendations have been implemented except for those which the Government decided to implement in the 12th FYP or after putting in place the appropriate legislations and amendments of relevant Acts.

2.1.2 Organisational Development Exercise Coverage

The OD Exercise has been successfully completed in 49 Agencies. The summary of OD Exercise conducted is given in the table below.

Table 8: Summary of OD Exercise Conducted

Sl. No	Agency	No. of ODE Completed
1	Ministry	10
2	Dzongkhag	20
3	Thromde	4
4	Autonomous Agency	15*
	Total	49

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

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 Lhentshog (DL);
5. Bhutan Narcotic Control Agency (BNCA);
6. Royal Institute of Management (RIM); and
7. Bhutan InfoCom and Media Authority (BICMA).

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

The ODE recommendations are broadly classified into three categories: C1 recommendations; C2 recommendations; and C3 recommendations. There are a total of 1,123 ODE recommendations, of which 737 are C1, 346 are C2 and 40 C3 ODE recommendations from the 48 Agencies. Upon the endorsement of ODE recommendations by the Commission and approval by the Cabinet (for C3 recommendations), the RCSC directed the concerned Agencies to begin implementation.

Box 2: Categorisation of OD Recommendations

Definition of OD Recommendations

C1 recommendations relate to internal systems and processes of organisations that can be implemented by the 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.

Most of the ODE recommendations have been implemented by the respective Agencies, except those which the Government decided to implement in the 12th Five Year Plan (FYP) or after putting in place the appropriate legislations and amendments of relevant Acts. The status of ODE recommendations implementation are as follows:

Table 9: Summary of OD Recommendations Implemented

Status of Implementation	C1	C2	C3	Total
Implemented	670	304	36	1,010
Implemented indirectly ¹	67	42	4	113
Total	737	346	40	1,123

¹implemented through various HR interventions especially through BCSR 2018

2.1.4 OD Recommendations Dependent on Amendment/Enactment of Acts

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

1. Formation of the Bhutan Qualifications Authority (BQA);
2. Renaming of Road Safety and Transport Authority (RSTA) - Ministry of Information and Communication (MoIC) as the Department of Surface Transport; and placing it under Ministry of Works and Human Settlements (MoWHS); and
3. Delinking the Mining Regulatory Function from the MoEA.

2.1.5 OD Recommendations approved for 12th FYP

The OD recommendations that were approved for implementation only during the 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 the diverse mandates of the MoEA which are leading to a loss of focus on the trade and industry sectors while on the other hand such sectors being a part of the MoLHR, should lead to a better alignment of the country's economic prospects and gainful employment.

2.1.6 OD Recommendations not Approved

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

2.1.7 Selected OD Recommendations Piloted

i. *Dzongkhag* Trade and Industry Offices

In keeping with the objective of promoting decentralisation in an effort to bring public services closer to the people and creating a greater synergy in the work of the *Dzongkhag* Administration, MoEA and RCSC piloted the setting up of *Dzongkhag* Trade and Industry Office (DTIO) 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 were carried out. The reviews showed

that the DTIOs had brought some services closer to the clients but on the other hand, for some services they were still required to visit the regional offices. Further, the gap in providing lead on economic development in the *Dzongkhags* still continued.

Based on the findings, MoEA submitted a proposal for the post creation of an officer to spearhead the economic development in each *Dzongkhag*. The mandate of the Economic Development Officers (EDO) is to promote economic development by aligning and co-ordinating the *Dzongkhag's* development plans to promote business and employment. The EDO will coordinate and facilitate the Priority Sector Lending (PSL) programmes and other business promotion schemes including tourism products and services. The first batch of EDO has been recruited in Sarpang, Tsirang, Chhukha and Dagana *Dzongkhags* on regular employment while the recruitment of EDO in Mongar, Zhemgang, Lhuentse, Pemagatshel and Trashiyangtse *Dzongkhags* has been done on contract. The second batch of EDO will be recruited in Gasa, Haa, Samtse, Trashigang, Samdrupjongkhar, Trongsa, Bumthang, Paro, Punakha and Thimphu in the coming year.

ii. ICT Cluster

One of the key findings of the ODE report was the under utilisation of ICT personnel in the *Dzongkhags*, *Thromdes* and Regional Offices. To address this in collaboration with DITT, ICT clusters were piloted in Gelephu *Thromde* and Mongar *Dzongkhag* for a period of one year with effect from 1st October, 2016 to 1st November, 2017. During the review meeting on the pilot ICT clusters with all the key stakeholders, the feedback from the ICT staff in the two clusters were positive with the findings that they were engaged in their technical line of work and there was 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 was agreed with all stakeholders that ICT clusters will be rolled out to all *Dzongkhag* 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 or receive any ICT support.

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

The Revenue Intelligence Unit (RIU) was piloted in DRC, Ministry of Finance (MoF), with an 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 27th December 2016 till 26th December, 2017. The RCSC, in consultation with the DRC and MoF reviewed the piloted outcomes of the RIU and it was upgraded into a Division. The Commission is hopeful that RIU can add value in a number of ways to eradicate tax related issues as well as tax evasion.

2.1.9 Agencies Created/Delinked

One of the important outcomes of the OD Exercise was the rationalisation of the existence of Agencies. As a result, some Government Agencies have been delinked from their Parent Ministries while few others are completely delinked from the Civil Service. Further, the Agencification Framework has helped to clearly segregate the policy making, execution and regulatory functions of the Government by creation/delinking of the Agencies. The following Agencies were created/established/delinked:

1. Department of Macroeconomic Affairs (DMEA), Ministry of Finance (MoF) has been created with effect from 21st September, 2016;
2. Department of Technical Education (DTE), MoLHR has been established from 15th March, 2017;
3. Department of Hydromet has been delinked from the MoEA and created as the National Center of Hydrology and Meteorology (NCHM) with effect from 1st February, 2017;
4. Construction Development Board (CDB) has been delinked from the MoWHS as a separate regulatory Agency with effect from 30th May, 2016;
5. Bhutan Health Trust Fund (BHTF) has been delinked from the Civil Service in line with its Royal Charter in 2017;
6. Bhutan Medical Health Council (BMHC) has been delinked from the MoH as a separate Autonomous Agency;
7. Duty Free Shop (DFS) has been delinked from the MoF and created as a State Owned Enterprise (SOE) outside of the Civil Service with effect from 14th September, 2015; and
8. Menjong Sorig Pharmaceuticals (MSP) has been delinked from the MoH and created as a SOE outside of the Civil Service with effect from 5th January, 2017.

2.1.9 Directorate Services

As a result of the ODE, the Directorate of Services has been created in nine Ministries. The Directorate will support the line departments in terms of human resources management, procurement and finance, ICT services and general administrative support. The Directorate Services will free up the workload of the Government Secretaries and line Departments from day-to-day administrative responsibilities and enable them to focus on strategic and domain functions. Terms of Reference (ToR) of the Directorate of Services has been issued by the RCSC for the clarity of roles. The Directorate of Services have been implemented across all the Ministries except the Ministry of Information and Communications (MoIC) where requirement is not felt urgent due to the small size of its existing operations.

2.1.10 Local Government Common Framework

The ODE had recommended streamlining the LGCF due to lack of role clarity and reporting relationships among the sectors and services in the *Dzongkhags*. As a result of the ODE, all those functions which are contributing directly to the core mandate

of the *Dzongkhags* (i.e., line functions) are now termed as “Sector” and are put directly under the *Dzongdag* while those functions which are support in functions are termed as “services” and put directly under the *Dzongrab*. This has helped in the reporting relationship within the *Dzongkhags* and *Gewogs* besides facilitating a proper performance evaluation of the employees at the local level. Depending on the changing needs, the Human Settlement Sector; Economic Development Sector; and *Dzongkhag* Beautification Sector have been instituted. The proposed structure was submitted by the RCSC to the Cabinet vide letter No. RCSC/PPD-40/2018/MoHCA/1729 dated October 22, 2018. The final version was approved by the Government and communicated by the Cabinet vide letter No C-3/05/26 dated 13th December 2018. The approved LGCF is shared with all the *Dzongkhags* and *Thromes* for uniform implementation.

2.1.11 Other Key Benefits of ODE

Through the ODE, the missions/goals of many Agencies are streamlined, cross-cutting issues transcending the boundaries of Agencies are being addressed through collaborative and whole-of-government approach and the Agencification Principles and Framework have been endorsed by the Government which rationalises the creation of new Agencies, and separates the policy, implementation and regulatory functions. Similarly, Accreditation Framework and Guidelines has been developed based on which a new bill to establish the Bhutan Accreditation and Qualification Authority (BAQA) is being drafted jointly by the Ministry of Education and Ministry of Labour and Human Resources. Parenting Guideline for Agencies has been developed and implemented. The Parent Agencies are required to develop Transfer Guidelines which is fair, transparent and aligned to the provision of the BCSR 2018. This will enable the Human Resource Committees of the Parent Agencies to plan transfer in consultation with Working Agencies and execute transfers at regular intervals. The MoEA has also initiated the amendment of Mines and Mineral Management Act 1995 for delinking the mining regulatory functions from the MoEA.

Further, ODE has helped in the rationalisation of human resources based on the clarity of roles, removal of redundant positions, and with development of SOPs, TATs and Daily Log of Activities.

2.1.12 Way Forward on the Organisational Development Exercise

1. While many ODE recommendations have been implemented, some have to be implemented during the 12th FYP. RCSC should continue to closely monitor the Agencies responsible for the implementation of ODE recommendations. Also, an organisational culture should be instituted in all the Agencies whereby they initiate ODE, on their own, to review their roles and responsibilities on a periodic basis. Such an exercise will help them to take feedback, avoid complacency and make continuous improvements.
2. RCSC should work with the Government and respective Agencies on the creation/renaming/merger of Agencies during the 12th FYP as directed by the

- earlier Cabinet. This will require further consultation, a study of the implications of the changes and implementation, where agreed.
3. The Agencification Principles and Framework, approved by the Government, must be applied especially to separate policy, implementation and regulatory functions, rationalise creation of new Agencies, and avoid unnecessary proliferation of Agencies and duplication of mandates. There is a need to revise a number of existing Acts that conflict with the Agencification Framework e.g., regulatory bodies reporting to the very Ministry it has to regulate.
 4. Agencies should be encouraged to use the SOPs and TAT to rationalise human resource requirements, ensure service standards and improve public service delivery in all Ministries, *Dzongkhags* and the *Gewogs*.
 5. The roles of the regional offices must continue to be reviewed in line with the ongoing exercise especially in light of the greater decentralisation to the Local Governments.
 6. ODE should be carried out for other Agencies as well based on emerging need. Abridged ODE may have to be carried out especially at the *Gewog* level to rationalise the human resource requirements and to develop a practical staffing pattern in light of the greater decentralisation agenda of the Government. This may also help to rationalise the new staffing requirement of both the Central Agencies and the Local Agencies.
 7. The Cluster concept wherein Agencies avail services from a cluster as tested successfully in the case of ICT services at the *Dzongkhag* and *Thromde* level may be applied at *Gewog* level and to certain shared services as well, to ensure optimal use of human resources, increased specialisation and efficient services.
 8. Greater use of technology to enhance both the productivity of the civil servants as well as the delivery of services needs to be promoted. RCSC fully supports the e-Gov flagship programme of the 12th Plan and needs to take advantage of this programme to strengthen the functioning of the Civil Service, delivery of high quality services and overall, greater transparency, efficiency and productivity.

2.2 Bhutan Civil Service System

2.2.1 Background

Bhutan Civil Service System (BCSS) reform was undertaken as one of the five areas of reforms to “enhance professionalism” in the Civil Service and to strengthen the current system. The main objective of the Position Classification System (PCS) was to achieve the objective of “Right Person for the Right Job”, however, in the implementation of PCS, many inconsistencies emerged. In the PMC, the link between their entry into the Civil Service and the career path they had to follow was broken such that once inside the system, irrespective of the entry and domain expertise, LTT investments, civil servants could eventually move around. Moreover, HRD investments were not aligned to ensuring the build-up of the expertise and professionalism necessary to deliver the Government’s plans and programmes. Therefore, realising the importance of rebuilding the very foundation of the Civil Service system, a thorough review of the BCSS was initiated. The BCSS reform was undertaken as one of the five areas

of reforms to “enhance professionalism” in the Civil Service and to strengthen the current system. The main objective of the BCSS was to achieve the objective of, “**Right Person for the Right Job**”.

2.2.2 Outputs/Outcomes of the BCSS

The BCSS Reform has addressed the following:

1. Brought clarity into the system by segregating civil servants into the four Position Categories i.e., ESC, PMC, SSC, and OC;
2. Upheld the integrity of the entry into the Civil Service through creation of the Superstructure which include: (i) Executive & Specialist Service; (ii) Administration Service; (iii) Finance Service; (iv) Education Service; and (v) Technical Service;
3. Addressed a major weakness in the earlier system wherein it allowed people to change MOG, irrespective of their original entry, after the completion of ten years of service leading to a steady loss of experienced people in a particular Occupational Group;
4. Stagnation due to the lack of a career ladder was a major issue for civil servants, especially in the SSC like the nurses, technicians, assistant clinical officers, medical technicians, administrative assistants, personal assistants, etc. All of these staff can now be promoted equivalent to the level of P2 positions which was not possible for all the SSC staff earlier. With the implementation of this Reform w.e.f 1st March 2016, at least a total of 11,655 civil servants have already benefited in the SSC and more will benefit in the future;
5. To address the issues being faced by Doctors mainly on account of the long years of study duration, doctor’s career path reform was undertaken. Since the implementation of the reform from July 2015, 74 doctors have benefitted from the reform;
6. Alleviated the issues related to suboptimal use of specialists in certain sectors like the Ministry of Agriculture and Forests; and
7. To ensure that deep expertise is developed and not lost, all civil servants going for PhDs can only move in the specialist track.

2.2.3 Superstructure

As part of the reform, the Superstructure was initiated with the objective to uphold the principle of placing the “Right Person for the Right Job” and to retain professionalism by allowing movement of civil servants within their professional areas. Superstructure is made up of five overarching groups. The five groups include: (i) Executive & Specialist Service; (ii) Administration Service; (iii) Finance Service; (iv) Education Service; and (v) Technical Service. Through the reform in the Superstructure, the integrity of the various entry systems into the five groups that make up the Superstructure is upheld. This has addressed a major weakness of the past system which allowed people to change their MOG, irrespective of their original entry, after the completion of ten years of service. For instance, someone entered the Civil Service as teacher, worked for 10 years during which they were also the recipient of a Masters/specialised degree

and then they were allowed to move to other MOGs, mainly administrative (whose entry is the most competitive). This had led to a loss of professionalism on one hand and poor returns on HR investment on the other. If such a practice was allowed to be continued, enhancing professionalism would remain a constant challenge for the Civil Service.

Under the Superstructure reform, all civil servants are assigned to one of the five Superstructure groups. The Superstructure now serves as a guide for HR Officers while making decisions related to movement of civil servants within their professional areas besides ensuring specialisation in their professions. This Framework is also used during Open Competitions for the purpose of short listing and selection, change in Position Title and transfer of civil servants. A Superstructure Manual providing a step by step process has been developed to facilitate easy implementation.

2.2.4 Career Progression

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

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

As part of the reform, the Medical Doctors' career path was reviewed to explore ways to make up for the seniority lost due to their longer duration of study (MBBS/BDS and Masters/Specialisation), and to motivate the existing doctors to perform better and make the medical profession more attractive as this will be a profession where demand will grow with the ageing of the Bhutanese population.

2.2.5 Bhutan Civil Service Rules and Regulations 2018

In line with the Chapter 11, Section 87 of the CSAB 2010, the RCSC shall make rules and regulations, called the Bhutan Civil Service Rules and Regulations (BCSR), for effective administration of the Civil Service in consultation with Agencies. The RCSC reviewed the BCSR 2012 through various consultation processes to update it based on the principles of transparency, accountability, efficiency and effectiveness. Given the importance of the stakeholders' feedback, beginning from June 2015 until June 2017, the RCSC conducted a series of consultations observing all due process required in terms of its consultation obligations with civil servants in various Agencies at all levels and met with more than 3,380 civil servants. Further, suggestions were also received through the online feedback system made available especially for civil servants who were not able to attend the consultation meetings. The RCSC received around 680 online comments and suggestions from the civil servants. In Thimphu, despite the invitation sent to all Agencies, very few civil servants turned up for the consultation.

The Commission believes strongly that the Civil Service rules and regulations are basically the means to create a transparent and a meritocratic Civil Service that can attract, retain and motivate the civil servants to protect and promote the national interest. Therefore, it has to be rationalised and revised on a periodic basis to make them purposeful. In doing so, the Commission believes that the best way to achieve this is not by tightening the existing rules and regulations further but rather by expanding opportunities for civil servants to flourish in the service of the *Tsa-Wa-Sum*.

The BCSR 2018 has three additional Chapters: one for Executives & Specialists, one devoted to the Civil Servants Well-Being and another one for International Volunteers. Emphasis has also been laid on the apolitical values and behaviours under the Civil Service Code of Conduct and Ethics. The HR Committee has also been taken out as a separate Chapter to give emphasis and importance on such a Committee. A number of notifications that have already been issued by the Commission as part of the reforms have been incorporated.

The BCSR 2018 was launched on 1st January, 2018 and is effective from that launch date. To support the Commission in the uniform interpretation of the BCSR 2018 and to provide timely clarifications, the BCSR Committee comprising members from the RCSC and MoF was also formed.

The BCSR 2018 has included a clarification under Section 16.6.3 on allowances and benefits for Sub-leveled Positions. The Commission uses sub-level position to distinguish appointments for different purposes. The Sub-levels are linked to a main position level (for example, a regular teacher who is selected through the Civil Service Exams is appointed at P5 and a contract teacher is appointed at P5 but with Sublevel 'B', i.e., P5 (B)). The basic salary for the sub-level positions should be same as that of one position below the main position level (for the example provided, the basic pay for P5(B) shall be equal to S1 but as provisioned in BCSR 2018 other allowances and benefits are as pegged to the position (for the example used, at P5). The basic

pay for the sub-level is maintained lower to the main position to differentiate for the experience and to uphold the meritocracy principle of the Civil Service Examination. The allowances and benefits to be provided at par with the main position, as job responsibilities are the same for that position level. To support the recruitment and placement of various types of recruitment, the BCSR 2018 states that the 'allowance and benefits pegged to the position and not the salary such as TA/DA, mileage, transportation charge of personal effects, house rent allowance and professional allowance shall also be paid to contract employee recruited at sub-levels, as per the position'.

Ministry of Finance had legal reservation to implement the provisions of the BCSR 2018. Subsequently, the MoF contested the BCSR provision and sought interpretation from the Office of the Attorney General. The OAG in their letter to MoF stated that there is no inconsistent with Pay Revision Notification 2014 and the BCSR 2018 pertaining to Travel Allowance and Daily Allowance. However, the OAG stated that House Rent allowance is pegged with salary not with the position. Since the confusion was drawn with reference to the 2014 Pay Revision Notification, the Commission has requested the 4th Pay Commission to include allowances and benefits for sub-level position in the upcoming pay revision notification.

2.2.6 Way Forward on the Bhutan Civil Service System

1. The Commission should continuously support the grooming of the civil servants based on the five Superstructure groups which include: (i) Executive & Specialist Service; (ii) Administration Service; (iii) Finance Service; (iv) Education Service; and (v) Technical Service.
2. Professionalisation of civil servants based on the Superstructure should be further supported by the Competency Framework Exercise which is work-in-progress. Based on such exercises, the Position Directory of every position in Superstructure should be refined in terms of the minimum knowledge and skills requirements. Further, the specialisation requirements in some of the key groups should be reinforced by professional councils e.g., in the education, engineering, law, and health services.
3. As a priority, RCSC will be working on professionalisation of positions mainly in the Education and Health Sectors, in close consultation with the changing requirements of these Agencies.
4. Going forward, there will be an increasing trend of stagnation of civil servants at Position Levels P2 and P1 due to limited openings in the Executive positions. Given the importance of these roles, it is not desirable that the system allow this to happen. It is recommended that this be addressed through better succession planning, grooming and also the introduction of Special Retirement Schemes (SRS).
5. Continue to address the urgent staffing needs through contract appointments which allows for increased flexibility in recruitment, while still upholding meritocracy and keeping space for the best and brightest to enter the Civil Service.

2.3 Succession Planning and Leadership Development

2.3.1 Background

Leadership in any organisation is the most important factor that can shape the culture of an organisation and contribute to the organisation's high performance. Accordingly, it is recognised as a powerful lever for change and results. The general notion in the Civil Service was that there was a complacency amongst many Executives once they take up the leadership position. In addition to this, it was also perceived that there was a sense of entitlement amongst the Executives to be promoted to the next higher position level once they completed a certain number of years irrespective of their performance. It was also noted that this area had not received adequate attention from the RCSC. Indeed, conversations on leadership in the Civil Service was quite rare and muted. Also, there was no clear articulation of expectations from this group beyond their ToR. Not surprisingly, most Executives saw themselves as Directors, Dzongdags, Secretaries and not as leaders. A further consideration for the need to pay special attention to this group was felt due to their important role in maintaining an apolitical Civil Service as they are involved in interaction with ministers. Therefore, given its criticality in terms of determining the performance of the organisations, the Executive Management Division was established in September, 2014 and Succession Planning and Leadership Development (SPLD) was identified as an area of reform. In the following years, the Commission also catered to the Specialists management and development, and accordingly the division was renamed as the Executive and Specialist Management Division (EMSD).

Recognising the importance of P1 position civil servants as they are the pool from which new Executives will be selected, the Commission also enhanced selection processes for these positions as well as included them in the grooming process. The Commission has also rationalized opening of Executive positions belonging to different superstructure group based on the eligible pool. While opening Executive positions, a closer attention is given to positions that are identified for open competition to ensure there is a balance of positions opened for technical group vis-à-vis the administrative group. Currently, there are 143 Executive positions and 66 are technical Executive positions and 77 are for Administrative Group only. Out of 143 executives in these positions 75 belong to Administrative Group and the remaining 68 to Technical Group. Although, some of the higher Executive positions can be filled by all categories, this is expected to have a good balance with depth and breadth of knowledge.

Further, the roles of Specialists are redefined as the Specialists in the Agencies should serve as the resident domain experts and have institutional memory to ensure smooth continuity in the event of change in leadership in their Agencies.

Overall, the SPLD reform included initiatives in three areas:

1. Succession Planning;
2. Performance Management of Executives; and
3. Leadership Development.

2.3.2 Succession Planning

Systematic and effective selection and placement of civil servants into the leadership pool and grooming of successors to occupy the leadership position are critical to ensure quality and sustained leadership in the Civil Service. In order to uphold meritocracy and ensure that potential civil servants with proven track record, high performance and those with a high level of integrity are selected into positions of leadership in the Civil Service, the Open Competition system was reviewed and revised to make it more robust. The Commission also reviewed the two positions: *Dzongdags*; and Ambassadors, since it was found that people were allowed to move into ESC without going through the transparent, merit-based Open Competition system.

Further, since the entry to P1 level determines the pool for leadership positions in the Civil Service and thus a more careful selection to this pool will be critical, the selection framework for P1 pool was also aligned to the selection framework for the Executives.

Box 3: Revised Selection Process

1. The selection process starts with the assessment of requirement of the position through analyzing the mandate of Department/Agency following which an Experience Checklist tool (ECT) I is derived, with details on the domain knowledge required of the position.
2. Following the development of ECT, Person Position fit is done as the part of the shortlisting process. The shortlisting is done based on the relevant Superstructure Groups as per ECT, 16 years in services, minimum of “very good” and above in LFS and Performance Evaluation vetted against Department/Agency’s performance score, minimum of 16 years in services and two years in P1, does not possess PhD, and should have positive integrity and audit check.
3. For Selection of candidates, an interview score sheet is developed which comprise of domain knowledge (Experience Checklist Tool- 25%) and Leadership Capability (from Leadership Capability Framework- 75%) required.
4. For the final selection, based on the scores given by the five panelists, the candidates are ranked in the preference list of each panelist. The candidate preferred by a majority of the panelists is selected.

Since upholding meritocracy is of paramount importance and in order to maintain an apolitical Civil Service where civil servants are able to provide their honest professional and independent views to their political masters, the Commission makes every effort to ensure that truly deserving people are selected into the highest ranks and strives to improve the Open Competition system.

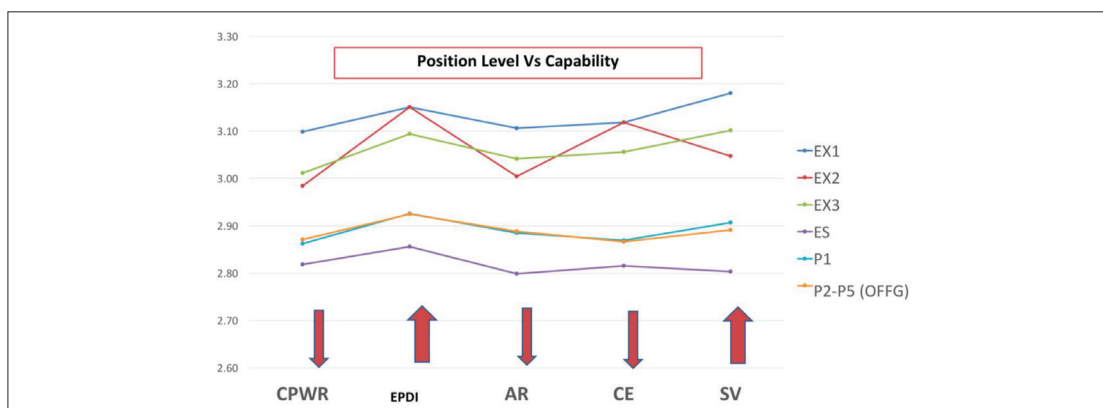
2.3.3 Performance Management of Executives

The performance of Executives is key to the achievement of organisational goals and objectives. Furthermore, the performance of the employees up to a large extent are influenced by the performance of their heads. Therefore, RCSC has been monitoring the performance of Executives which is assessed using the evaluation from the GPMS. Since organisational performance is closely linked to the performance of its leader, to make this linkage explicit and thus stronger, the achievement of organisational targets i.e., APA/APT are used as a proxy for the performance rating of the Executives since 2016.

In addition, a 270 degree online LFS was launched with effect from 24th August 2016. The Leadership Capability Framework (LCF) describes what capabilities are required in a civil servant holding a leadership position and the corresponding behavior that indicates that the leaders portray these capabilities. The LFS is an assessment tool based on the LCF. Therefore, when the LFS was initially introduced in 2016, it had five leadership capabilities: i. shape strategic view; ii. achieve results; iii. cultivate productive working relationship; iv. exemplify personal drive and integrity; and v. communicate effectively and the 82 corresponding behavior indicators (BI). After the first phase of the LFS enhancement was conducted and based on the feedback received, the number of BI was reduced from 82 to 50 for the Professional and Management Category and from 63 to 36 for the Supervisory and Support Category. One of the key objectives of introducing the LFS was 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 performance of the Executives will ensure that the Civil Service institutions do not only deliver results but are also able to do so into the future by helping to strengthen the esprit-de-corp and engagement as well as ensure that their actions are consistent with civil service values.

The LFS scores of the past three FYs, 2015-16, 2016-17 and 2017-2018 have been compiled. As shown in the chart below, the current feedback on the leadership is good.

Chart 9: LFS Scores of FY 2015-16 and 2016-17



[CPWR=Cultivate Productive Working Relationship, EPDI=Exemplify Personal Drive and Integrity, AR=Achieve Results, CE=Communicates Effectively, SV= Strategic View]

For the FY 2017-2018, the Executives in EX1 have scored highest among the feedback recipients with an average score of 3.13 (Outstanding) and the highest rated capability is Exemplify Personal Drive and Integrity with an average score of 2.94 (Very Good).

While response to the LFS in terms of compliance and providing feedback 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 individual 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 have scheduled sessions on Leadership Feedback Score as a 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 the feedback as a positive mechanism to improve the ability of civil servants in positions of leadership, and thereby meeting the aspirations of our beloved King, Country and the People. Feedback is critical to learning and growing for continuous improvement and the best antidote against complacency. Recommended guide for the structured conversation has also been developed and shared.

2.3.4 Leadership Development

RCSC recognises that Executives must be equipped with the right perspectives, knowledge and skills to achieve organisational goals and objectives. Under the leadership development component, systematic training will be provided to all Executives.

The Leadership Competency Framework (LCF) provides clarity on what is required of Civil Service Executives and to develop these capabilities, the Commission introduced the following three major leadership development programmes in 2015:

1. Executive Forum and Executive Round Table – for interaction between the Executives and also with the RCSC on issues pertinent to all;
2. Bhutan Executive Services Training (BEST) – for general leadership capabilities development; and
3. Ex-country Leadership Development Programmes – for domain expertise.

i. Executive Forum

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

The primary objective of the forum is to foster unity of purpose. Issues of national importance, Civil Service reforms, apolitical Civil Service, institutional strengthening measures, the impact of social media on governance, coordination issues, issues and challenges in good governance, and other relevant topics are generally discussed in the ExFo. Till date, a series of ExFos have been organised with a different theme in every batch. The theme of the last Exfo and ERT was “Leading the response to 111th National Day Address”.

Table 10: *Details of Executive Forum*

Batch	ExFo	Theme	Number of Participants	Month/Year
2015	ExFo 1	Collaborating to Lead	30	1-2 December, 2014
	ExFo 2		12	5-6 February, 2015
	ExFo 3		13	9-10 February, 2015
2016	ExFo 1	Service from the Heart	39	26-27 December, 2016
	ExFo 2			29-30 December, 2016
2018	ExFo 1	Civil Service Leadership	43	22-23 January, 2018
	ExFo 2			25-26 January, 2018
2019	ExFo 1	Leading the Response to 111 th National Day Address	19	28-29 January, 2019
	ExFo 2		22	31 Jan- 1 Feb, 2019

ii. Executive Roundtable Meeting

The Executive Roundtable Meeting was introduced based on the recommendation from the ExFo to conduct similar forums with relevant agenda for other Executives. The Executive Roundtable is a one-day workshop organised for the Directors/Director Generals of the Ministries. The purpose of the Executive Roundtable is to discuss issues pertaining to the Civil Service. It is conducted to serve as an avenue to address the vertical and horizontal fragmentation which leads to a lack of focus, duplication of resources and a ‘siloed organisational behaviour’.

A total of 55 Executives attended the first Executive Roundtable Meeting held on 15th

February 2017 while the Roundtable Meetings in 2018 and 2019 were attended by 46 and 29 Executives respectively.

iii. Bhutan Executive Services Training (BEST)

BEST is a 14-day programme held at the nation's premier leadership institute, the RIGSS. BEST focuses on developing the desired leadership traits, which is based on the LCF. This programme is attended by all civil servants who enter leadership positions including Specialists. Every Executive will have to undergo this training once in 3-4 years.

Table 11: *Details of BEST conducted*

Batch	No. of participants	Month/Year
BEST I	20	August, 2015
BEST II	20	October, 2015
BEST III	20	May, 2016
BEST IV	20	December, 2016
BEST V	19	January, 2017
BEST VI	20	March, 2018
BEST VII	20	January, 2019

iv. Ex-country Leadership Development Programmes

In view of the limited in-country capacity for developing the domain knowledge in diverse disciplines, the Executive Leadership Development Programme for identified domains/fields are undertaken through the ex-country programmes. Top institutions have been identified to ensure that Civil Service leaders are exposed to the best know-how and practices. Till date, a total of 91 Executives have been trained in various fields. Some of the leadership development training are 'A Cutting Edge in Development Thinking Programme' organised at Harvard, 'Leading Local Governance' held at the Asian Institute of Management in the Philippines, 'High Impact Leadership' held at the Columbia University and 'Strategic Leadership and Foresight' held at Civil Service College in Singapore amongst others.

2.3.5 Way Forward on Succession Planning and Leadership Development

1. Executives and other civil servants in the leadership positions must continue to be groomed systematically to provide professional advice to the Government besides carrying out the implementation of policies effectively, mainly through effective Leadership and Executive programmes. The Commission must be supported to conduct its Executive Management functions in line with the principles of meritocracy and professionalism.
2. There is a need to enhance accountability in the Civil Service. This must start at the very top and for the Civil Service, this must begin with the civil servants

in the Executive positions. The Commission needs to continue its activities to monitor and hold civil servants in leadership positions accountable.

3. Some of the above leadership programmes are in their early stage of development which have to be nurtured further to fully institutionalise them. The LFS is bringing about positive behavioural changes in the Executives. However, this has not yet fully taken root in the system because of the shift in the culture of getting feedback from the subordinates. Similarly, the coaching and mentoring programmes are in their early stage to build the capacity of the Executives to manage performance of the employees in a professional manner. Therefore, both of these initiatives will have to be continued and further strengthened in the coming years.
4. Succession planning and leadership development programme must continue for civil servants even before they reach the Executive level. Towards this end, RCSC should pursue the plans to provide residential diploma programmes targeted at civil servants in P2 and P1 positions so that they can provide the necessary leadership when they rise into the Executive positions. Conversations are already underway with RIGSS to start such programmes. Further, selecting the best and the brightest from the pool of class 12 students and sending them for higher studies in reputed universities of the world would be one of the recommended options for the next Commission to consider.
5. In order to ensure that positions, pay and benefits of the heads of Agencies are consistent with growing responsibilities, the Commission recommends elevating the position level of Dzongda and Secretaries of all Commissions as well as Heads of Autonomous Bodies to the EX1 position level in a phased manner.

2.4 Performance Management System - Managing for Excellence (MaX)

2.4.1 Background

In the earlier system, almost all civil servants were rated “Outstanding” (a rapid assessment across 10 Ministries revealed average PE rating of 3.83 i.e., “Outstanding”) and such ratings were not tied to the organisational performance because of a weak culture of individual work planning and thereby, had a weak accountability for performance. Section 61 of the CSAB 2010 requires the Commission to institute and oversee the implementation of a transparent, objective and fair evaluation system, among others, to reward and promote the deserving civil servants. Aligned to this, improving the Performance Management System (PMS) is one of the reforms the RCSC institutionalised to enhance the Civil Service performance by strengthening areas of performance planning, review and evaluation such that development goals and objectives are achieved to a high level of satisfaction.

The key objectives of the new PMS system is three fold, i.e (i) ensure alignment of employees performance to the Agencies’ goals and objectives; (ii) increase accountability in achieving the organisational objectives by cascading it down from the Agency to the individuals; and (iii) promote meritocracy by differentiating performers from non-performers. The development of the online IWP and the conduct of the

ModEx are some of the new features in the PMS. The new PMS for the Bhutanese Civil Service has been renamed as “Managing for Excellence”. To serve as the nerve centre for the PMS reform by continuously reviewing, and providing backstopping to all civil servants in developing IWPs and facilitating Agencies in conducting the ModEx and as well as to review and improve the MaX Manual, the MaX Unit was established within the RCSC in March 2016.

The implementation of the MaX has undergone a systematic flow to ensure that there will be a strong institution of the system, with less resistance from the civil servants owing to their lack of knowledge. A series of workshops covering the new elements of the system along with mock exercises were also provided to most of the civil servants and all the supervisory level managers.

The road map below shows the chronology of the major events conducted for the successful implementation of the MaX.

Box 4: Roadmap of the MaX



Roadmap MaX

2017
Oct

First live ModEx for 10 Ministries, 20 Dzongkhags, four Thromdes and 23 Agencies conducted

2018
April

First live ModEx for 60 TRCs (All Schools) under Ministry of Education

2018
July

ALW: Coaching Skills for Managers given to more than 1000 Supervisors and 47 Executives

2018
Oct

Second live ModEx for 10 Ministries, 20 Dzongkhags, four Thromdes and 23 Agencies conducted

2.4.2 Moderation Exercise

ModEx is “the ranking/rating of civil servants into different performance categories based on the Agency Categorisation Framework”. It is conducted by a Moderation Committee formed in the respective Departments/Agencies/Dzongkhags/Thromdes and schools in line with the provisions prescribed in the MaX Manual 2018.

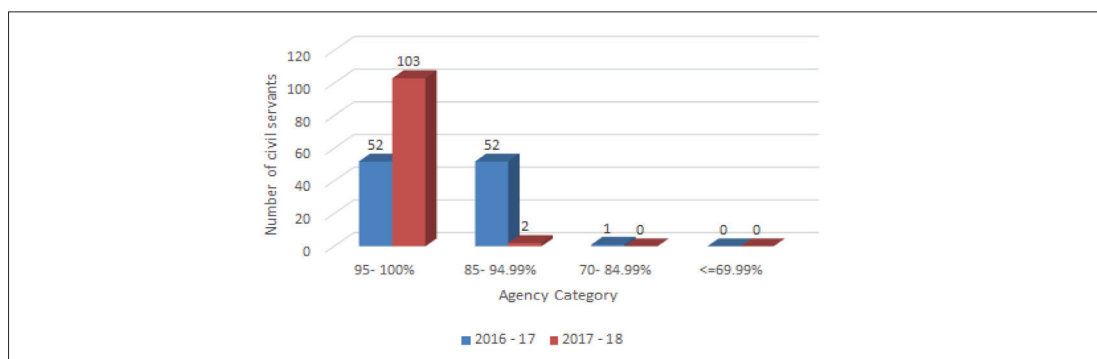
Box 5: Agency Categorisation Framework

Agency Category	Agency’s Score (GPMS score)	Outstanding (%)	Very Good (%)	Good (%)	Need Improvement (%)
Category 1	95.00-100	3	17	80	0
Category 2	85.00-94.99	2	16	81	1
Category 3	70.00-84.99	1	15	82	2
Category 4	<=69.99.	0	14	83	3

2.4.3 Agency Scoring on APA/APT

With strong accountability passed on to the employee by aligning the Individual Work Plan (IWP) to the objectives and output of the Agency’s APT and APA. Agencies are now more focused to perform on the agreed plans and programmes, which are directly cascaded down from the Five Year Plans. The diagram below shows the comparative comparison of the performance score of Agencies in their APA/APT.

Chart 10: Performance Scores of Agencies for the last two Fiscal Years



2.4.4 Moderation Results for FY 2017 – 18

The 2nd Moderation Exercises for the performance period of 2017-18 for the 10 Ministries, 20 *Dzongkhags*, four *Thromdes* and 23 autonomous Agencies was conducted in October 2018 based on the Agency Categorisation Framework (ACF) of the MaX Manual 2018. ModEx in the Ministries are conducted within a department, whereas in the *Dzongkhags*, *Thromdes* and autonomous Agencies, it is conducted as one Agency. Therefore, in 2017-18 performance period, there were a total of 105 Moderation Committees which moderated 12,683 employees from S5 - P1. Of the total moderated, as per the ACF based on the APT/APA Scores, a total of 429 civil servants were to be ranked in the “Outstanding category” and only three employees in the “Needs improvement” category. As per the ACF of the MaX Manual 2018, the actual number of employees to be rated in the OS category was 429. However, three Agencies, viz. MoAF (BAFRA) Dratshang Lhentshog and BNCA did not identify any employee in OS category, even though they were allowed to identify as per the ACF. Likewise, MoEA (Secretariat), MoAF (Secretariat, DoFPS and DoA), Trashigang, Bumthang, Chhukha, Trongsa, Samtse Dzongkhag and Phuentsholing *Thromde* identified more than one employee in the “Needs Improvement” category, even though the score according to the ACF did not require them to do so.

Table 12: Moderation Result for Fiscal Year 2017-18

ModEx for 2017 - 18 for Civil Servants (excluding Teachers)	Total Employees	OS	VG	G	NI
Actual distribution allocation as per the ACF and APA/APT Score	12,683	429	2,208	10,043	3
Final distribution by Agency	12,683	426	2,208	10,020	29

2.4.5 Benefits of Managing for Excellence Reform

With the implementation of the reform, a drastic shift in the performance evaluation system in the Civil Service has taken place. A strong alignment of an individual performance to the Agency’s performance is achieved with this system as the IWP has to be cascaded directly from the APA/APT. The shift towards increasing the accountability of the individual has enhanced a strong sense of responsibility to perform efficiently and effectively.

The following are the benefits from the MaX Reform:

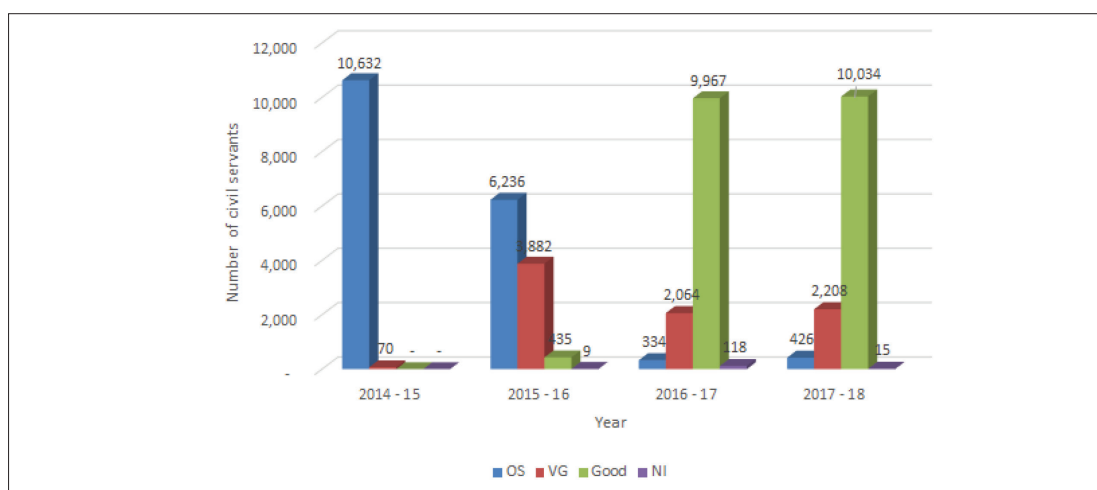
1. Greater transparency and accountability in the performance appraisal;
2. Greater accountability on the Agency’s performance;
3. Creates a forum for discussion on performance through coaching and feedback;
4. Addresses the inflated performance appraisal rating;
5. Allows senior managers to identify talent amongst those being moderated, and uphold meritocracy in the Civil Service;

6. Allows Agencies to recognize and reward performers as Meritorious Promotions are based on MaX results;
7. Links all HR actions with the performance of the employees; and
8. Adherence to Performance Management System timelines due to the MaX online system.

2.4.6 Comparative Study on the Performance Rating before and after MaX System

With the implementation of the MaX System from July 2016, the change in the rating system, which was more generous and bloated in the earlier system has been taken care of. With the clear definition of the performers given in the MaX System, the system has helped in reducing the practice of awarding higher ratings and also in aligning all the HR actions linked to the performance rating of the employees.

Chart 11: Comparative Ratings of Performance of Last Four Years



2.4.7 Challenges

Introducing the new PMS in the Civil Service is not a simple or straightforward task. The Bhutanese Civil Service has around 29,000 civil servants consisting of many Agencies of different sizes, varying mandates and different occupational groups.

As expected with the introduction of a new system and more so with a change that directly makes every individual civil servant accountable, there was some indication of resistance to change initially to the new system. Some civil servants who are mostly from the teaching sector had raised concerns on the new system. Their concerns were examined by the RCSC but were mostly related to internal management and structural issues of the MoE including a lack of clear assessment areas/criteria for teachers, issues related to clustering of all schools into Teacher Resource Centers (TRCs) and other minor issues which are now being resolved from the 2019 academic sessions of the schools. However, given the nature and extent of the changes MaX has brought about in the Agency in terms of accountability, the push back on this system could be considered minimal.

The system requires a concerted efforts and commitment of the Executives supported by a series of skilling and capacity building interventions as we transit to an output-based system where we differentiate the performers from the non-performers and uphold meritocracy. On the operational front, poor network accessibility in remote areas is hindering access to the MaX online system.

2.4.8 Way Forward on the Performance Management and MaX

i. Re-Aligning of the MaX System for Schools

Based on the submission of the Taskforce set up by the Ministry of Education to review the MaX for schools, the RCSC along with the Ministry has worked towards customizing the MaX System in the schools as per their submission but within the broad principles and framework of the System.

ii. Assessment, Review and Development of the Moderation Exercise Criteria based on two years' Experience

With the implementation of the MaX into the Civil Service system from July 2016 onwards, the requirement to assess its application has begun. Towards that end, relevant stakeholders have been engaged towards re-developing the moderation process and criteria based on the two years of experience. While there hasn't been too many appeals by individuals on the decisions of the respective Moderation Committees, this system impinges on each and every individual civil servant. Hence, there has to be continuous efforts to improve and institute a robust and fair process for the successful acceptance and institution of the MaX system.

iii. Coaching and Feedback System strengthened in the system with continuous ALW

One of the most important ingredients to the success of the performance management system is to have a continuous one-on-one engagement between the supervisors and their employees. This will basically bring about a new work culture and practice geared towards performance. Towards this end, the RCSC has created and initiated a nation-wide Action Learning Workshop (ALW) on the "Coaching Skills for Managers" starting from July 2018. More than 1,500 supervisors (Executives, P1 and those with supervisory responsibilities) across the country have attended these workshops, which were facilitated by resource persons, who were selected from amongst the civil servants and trained. The workshop was also extended to the level of Section/Unit in-charges of Hospitals, to promote effective communication and dialogue on managing performance even at the lower echelons of the Civil Service. This ALW for the supervisors should be continued in the future to ensure a minimum competency on managing, coaching and mentoring of the employees across the sectors.

2.5 Civil Service Well-being

2.5.1 Background

The RCSC as the central personnel Agency is mandated, among others, to maintain a safe and healthy working environment including the health, safety and welfare of the civil servants as prescribed in Sections 27(f) and 89 of the Civil Service Act of Bhutan 2010.

Considering that welfare is as equally important as health and safety of the civil servants, the RCSC has initiated the Civil Service Well-being (CSW) as one of the five work-streams to uplift and sustain the morale of the civil servants in the long run. High morale of the civil servants is an important prerequisite for their health (physical and mental) and subsequently safety and welfare. Such an initiative is essential to garner optimum performance from the civil servants. Enhancing Civil Service well-being will help attract, retain and motivate the civil servants. Therefore, the RCSC has identified three areas for interventions, covering civil servants in two distinct phases of their life. The first phase is their active duty tenure (from entry till exit) and the other phase is after their retirement (from superannuation till death). The three areas are: (i) Civil Service Support Desk (CSSD), (ii) Civil Service Retirement Services (CSRS), and (iii) Civil Servants' Welfare Scheme (CSWS).

2.5.2 Civil Service Support Desk

As the Parent Agency for all civil servants, it has become important for the RCSC to create avenues for grievance redressal so that civil servants can turn to the RCSC when necessary. There are a number of areas in the Civil Service, which affect the performance of the civil servants such as conflict, discrimination, and sexual harassment. Also, there are unmet needs for counselling related to career, alcohol and drug problems, family issues and domestic violence etc. which affect Civil Service performance. Therefore, the CSSD has been instituted as an avenue for the civil servants to address the non-HR actions related issues and concerns in the workplace. It also provides counseling and mentoring services, redressal of all kinds of workplace discrimination, and also strives to promote health of the civil servants.

i. Counselling Services

The CSSD has received alcohol and drugs, mental illness and depression cases varying in numbers every year. The cases were studied and referred to the concerned Agencies. Starting from 2015 till date, there were 19 chronic alcoholic abuse cases that were referred for detoxification at the JDWNRH and then for rehabilitation. 10 of the candidates associated with these problems were reinstated in their offices and are doing well. Six are undergoing treatment and three have resigned on a voluntary basis. There was also one drug case that was sent for detoxification followed by rehabilitation and reinstatement in his/her office. The CSSD also facilitated two civil servants to get their transfer to Thimphu as they were diagnosed to be suffering

from mental health issues. They have now been placed in Thimphu and are under medication and treatment.

ii. Mentoring Services

Mentoring is a professional relationship in which a mentor assists the mentee in developing specific skills and knowledge that will enhance their professional and personal growth. The RCSC has initiated the Future Leadership Mentoring Programme (FLMP) to guide the professional development of the young civil servants early in their career. The FLMP was launched in March 2017 with four mentors and 32 mentees. The mentors are retired Secretaries to the Government and mentees are employees who held top ranks in the BCSE, with those recruited in 2016-2017 forming the first batch. Following the review and recommendations on the FLMP Framework, the Commission decided to select the mentees from the young civil servants with 2-3 years of work experience with high a “development readiness”. The 2nd batch of the FLMP was launched in July, 2018 with 7 mentors and 28 mentees.

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

iii. Workplace Discrimination Redressal

The CSSD did not receive any case on workplace discrimination. However, as part of the NCWC requirement, all HR Officers were sensitised on sexual harassment at the workplace and now every Agency has an internal framework within the organisation to deal with all kind of gender issues at the workplace.

In order to respond and provide timely and effective assistance to civil servants who face sexual harassment at the workplace, the Royal Civil Service Commission has also established a “Go-to-Person” as a response and redressal mechanism. The SOP for the “Go-to-Person” has also been developed. The sensitisation on sexual harassment at the workplace is also provided to 650 new recruits during their orientation programme.

iv. Hoops for Health

The Well-being Services has also initiated the “Hoops for Health” Programme. The objective of this initiative is to promote networking and good health of the women civil servants. It also allows women civil servants to take a break from their household chores and activities. The women civil servants in Thimphu play basketball every Friday from 6pm to 7pm at the Chang Basketball Center and there are more than 20-25 women coming to play basketball every Friday and the initiative has been appreciated by the female civil servants.

v. Mindfulness Retreat

The Mindfulness Retreat Camp has been initiated by RCSC in collaboration with the Institute of Science of Mind, Semtokha. The programme is being initiated with the following objectives:

1. To enhance emotional intelligence among civil servants;
2. To enhance mental health and psychological wellbeing of the civil servants; and
3. To build the qualities of mindfulness in civil servants.

The programme has been conducted twice; the first retreat being organised at Royal Manas National Park, Pangbang and the second at Professional Development Center, Tsirang. The programme at Pangbang was organised for five days (January 21-25) with 8 participants from Executives and Specialists. The second programme was conducted at Tsirang for 13 female participants holding Executive, Specialist and managerial positions from March 4-8, 2019.

Given its benefits, the RCSC will strive to ensure that all interested civil servants will be able to attend the retreat at least once in their lifetime. The retreat will be organised in selected locations around the country. To start with, priority will be given to those in leadership positions and those civil servants about to retire from the Civil Service. The programme will be offered twice a year to a maximum of 60 participants in each programme.

vi. Search Inside Yourself Programme

The RCSC and the Search Inside Yourself Leadership Institute (SIYLI), has signed the “Memorandum of Agreement and Implementation Plan” on 13th March, 2019 to bring mindfulness-based emotional intelligence to the Bhutanese civil servants. The programmes teach practices and provide tools that support the flourishing of wisdom and compassion, so that individuals can create a better world, starting with themselves and from the inside out.

SIY helps individuals to develop the practice of mindfulness in order to build emotional intelligence skills, improve focus, and to become more resilient and compassionate.

The objective of this project is to provide all Bhutanese civil servants with the tools of neuroscience-based mindfulness and emotional intelligence, through their experience and training gained by attending an SIY programme.

The RCSC in collaboration with SIYLI has conducted a two-day SIY programme for 26 Executives from 11-12 March, 2019. The purpose of this programme was to advocate and introduce the SIY to the Executives in the Civil Service who in turn will recommend the potential candidates from their respective Agencies for the SIY Training of Teachers programme.

The Commission is hopeful that the efforts to shift behaviour and mind-set of the

civil servants through such programmes will bring out positive transformation in the work-place and eventually enhance the ability to deliver better, faster and reliable public services.

2.5.3 Civil Service Retirement Services

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

i. Retirement Planning Workshop

It has been observed that civil servants are often caught unaware and unprepared for a life after retirement. Many are ill prepared to deal with financial, psychological and emotional challenges that accompany separation from the Civil Service. Unfortunately, it is also too late for remedial actions especially in cases that involve financial challenges. Therefore, the retirement planning initiative is to help the civil servants plan ahead for a better future. It is aimed at preparing the civil servants both mentally and financially – for a better life after superannuation.

The target groups are civil servants who have 10 years and less to superannuate. Till date, the RCSC has conducted five rounds of Retirement Planning Workshops (RPW). The workshops were conducted in Thimphu, Gelephu, Trashigang, and Paro and attended by a total of 328 civil servants from different position levels. The following topics were covered in the workshops:

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 the outcome of the workshop was that more number of civil servants were seen visiting the RICBL and NPPF enquiring about various financial products and schemes offered by them.

ii. Standard Operating Procedures for Exit Management

The RCSC has also been working to streamline the separation process from the Civil Service so that the civil servants superannuate with dignity and respect in the final stage of their professional lives. Towards this end, a superannuation ceremony with the award of the “Lifetime Service Award” has been made mandatory. Furthermore, a one-month preparation time for any civil servant about to superannuate is also being

provided and an SOP has also been developed to guide the Human Resource Divisions and facilitate the superannuating civil servant to process their retirement benefits on time and ensure a graceful retirement from the Civil Service.

iii. Engagement of Retired Civil Servants

As part of the effort to tap the experience and knowledge of the retired civil servants and to provide them with an opportunity to contribute to the country even after retirement, the RCSC has begun obtaining services of the superannuated civil servants. The RCSC has used the services of the retired civil servants in the Retirement Planning Workshops, as mentors, interview panelists in the Bhutan Civil Service Examination (BCSE), member in the Civil Service Fund Management Committee and also in the calligraphy of the Lifetime and Dedicated Service Awards. The RCSC will continue to find ways and means to tap this reservoir of resources in the years to come.

2.5.4 Civil Servants' Welfare Scheme

CSWS was conceived with the noble objective of 'helping the civil servants help themselves'. It is, therefore, essentially a programme 'of, by and for' the civil servants whereby a corpus fund is created through a monthly contribution from which an admissible *semso* grant is paid in the instance of death of a member and his/her dependents. As a way to help civil servants in time of need as well as to recognize their lifelong dedicated services to the *Tsa-Wa-Sum*, the coverage under the scheme will continue till death through gratis membership to the superannuated members. The facility will, however, not cover civil servants who are separated from the Civil Service before reaching superannuation age. This programme was launched on 11th November, 2015 as part of the nationwide celebrations to commemorate the 60th Birth Anniversary of His Majesty the Fourth *Druk Gyalpo*.

2.5.4.1 Monthly Contribution

Table 13: *Monthly Contribution*

Sl. No	Position Category	Contribution (Nu)
1	Executive and Specialist	300
2	Professional and Management	200
3	Supervisory and Support	100
4	Operational	75

2.5.4.2 Admissible *Semso* Grant

- i. Nu. 75,000/- in the event of death of a member;
- ii. Nu. 50,000/- in the event of death of a superannuated member; and
- iii. Nu. 35,000/- in the event of death of a dependent.

In addition, as the scheme matures, it is expected to cover other exigencies as determined by the Fund Management Committee from time to time so that it can continuously cater to the emerging needs of the Civil Service. Also, at a later date, when sufficient funds are built up, the plan is to evolve the scheme into a Civil Service Credit Scheme that can provide additional benefits in the form of financial products and services.

2.5.4.3 Fund Status

Table 14: *Details of Membership of Civil Servants Welfare Scheme as on 28th February, 2019*

Sl. No	Membership Type	Total
1	Active Members	24,208
2	Free Lifetime Members	244
3	Opt out and Non-respondents	1,242

Table 15: *Status on the Claims as on 28th February, 2019*

Sl. No	Claimed for	No. of Deaths
1	CSWS Members	143
2	Free Lifetime Members	7
3	Dependents	1,353
	Total	1,503

Table 16: *Details of Civil Servants Welfare Scheme Fund Status as on 31st December, 2018*

Sl. No	Year	Fund Contribution (Nu.)	Interest Generated (Nu.)	Payout (Nu.)	Total balance
1	2015	4,874,750	23,459.21	495,000	4,403,209.21
2	2016	47,724,325	1,034,623.81	19,118,093.75	29,640,855.06
3	2017	90,530,925	4,006,487.86	37,352,931.30	57,184,481.56
4	2018	134,339,856	7,188,547.29	55,853,387.55	85,675,015.74

Table 17: *Number of Deaths of Dependents as on 28th February, 2019*

Sl. No	Relationship with Dependent	No. of Deaths
1	Father	650
2	Mother	538
3	Child	95
4	Spouse	70
	Total	1353

Table 18: Number of Monthly Deaths in 2016, 2017, 2018 and 2019

Month	2016	2017	2018	2019
January	22	25	49	53
February	38	27	26	48
March	57	46	52	
April	45	29	41	
May	49	37	40	
June	32	56	36	
July	46	29	33	
August	43	40	38	
September	31	37	45	
October	33	46	44	
November	40	29	39	
December	38	45	34	
Total	474	446	477	

2.5.4.4 CSWS Fund Audit

In order to ensure a greater transparency of the Scheme, the Royal Audit Authority has audited the RICBL and RCSC, entrusted to manage the CSW fund in the month of June, 2018. Some of the key findings of the Royal Audit Authority were:

1. Mismatch of CSWS members in RICBL system and RCSC system, and
2. Non-maintenance of Monthly deduction Schedules with the RCSC.

Both the observations were dropped as the mismatch of the CSWS members between two systems was due to oversight at the Agency level to cross check the membership name lists with the monthly salary sheet and making deductions from non-members. Refunds have been made to the non-members after a thorough reconciliation exercise following the Royal Audit Memo. With regard to the non-maintenance of record, the Welfare Services has started to work with DPA to input the data in the RCSC system from the source by the respective accounts personnel. The Commission would like to thank the RAA for conducting the Audit despite it not being in their scheduled list.

2.5.4.5 CSWS Fund Management Committee

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, 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 its operation that the total payout attributed to 45% of the total collection which is a significant portion of the annual corpus going out as benefits for the families of the bereaved civil servants.

Therefore, the RCSC has established the CSWS Fund Management Committee (CSWS FMC) in line with CSWS Bye-law (2015) to plan for the proper management of the Schemes Funds.

Till date, two rounds of CSWS FMC meetings were conducted. The FMC recommended developing Fund Investment Strategy Document and also proposed to do away with the reimbursement of contribution to the members upon separation from service other than superannuation, as it does not go well with the principle and purpose of the CSWS. Upon the recommendation of the FMC, the Commission during its 157th Commission meeting approved amendment of Section 12.7 of the CSWS Bye-law. This was notified vide RCSC/WS-12/2019/2713 dated 14th March 14, 2019.

2.5.4.6 Extension of MoU with RICBL

The Royal Civil Service Commission and Royal Insurance Corporation of Bhutan Limited had signed a Memorandum of Understanding (MoU) on 9th November 2015 with an understanding that RICBL would manage the funds and provide 8% p.a rate of return along with additional services to facilitate the payment of admissible grant amount and make necessary refund besides safe-keeping of the fund. The Commission endorsed the recommendation of the FMC to extend the MoU (expired on 9th November, 2018) till 9th November 2019 under the same terms and conditions. The MoU between RCSC and RICBL was extended till 9th November, 2019.

2.5.4.7 CSWS Online Module

As part of the efforts to provide faster and more efficient services, the CSWS Online Module was launched on 21 June, 2016. All Agencies are required to process CSWS claims through the Online System only. The CSWS members will also be able to make claims online through their individual CSIS login.

2.5.5 Royal Civil Service Awards

The 106th National Day was a landmark for the Civil Service as it was on this auspicious day that His Majesty The *Druk Gyalpo* granted, for the very first time, the Royal Civil Service Awards (RCSA) to over 13,810 civil and public servants.

The RCSC on His Majesty's command institutionalised the RCSA to recognise, reward and motivate the civil/public servants for their dedicated service to the *Tsa-Wa-Sum*.

The four categories of awards are:

- i. Lifetime Service Award;
- ii. Gold, 30 years and above;
- iii. Silver, 20 years and above; and
- iv. Bronze, 10 years and above.

The institutionalisation of the awards by His Majesty The *Druk Gyalpo* is deeply encouraging for all civil servants and is widely appreciated and deeply cherished. Since the institutionalisation of the RCSA on 17th December, 2013, it has been marked as the “Civil Service Day” to recognise and celebrate the Civil/Public Service and the contribution of civil servants to the country’s development.

Table 19: Summary of Royal Civil Service Award

Sl. No	Award Category	Award Year 2014		Award Year 2015		Award Year 2016		Award Year 2017		Award Year 2018	
		Civil Servant	Public Servant	Civil Servant	Public Servant	Civil Servant	Public Servant	Civil Servant	Public Servant	Civil Servant	Public Servant
1	Lifetime (Superannuation)	270	33	158	39	318	77	223	27	220	58
2	Gold (30+ Years)	285	46	251	37	269	69	254	43	443	76
3	Silver (20+ Years)	587	175	457	113	474	135	450	137	594	206
4	Bronze (10+ Years)	2421	416	1092	282	1422	306	1433	324	1495	483
Total		3536	670	1958	471	2483	587	2360	531	2752	823

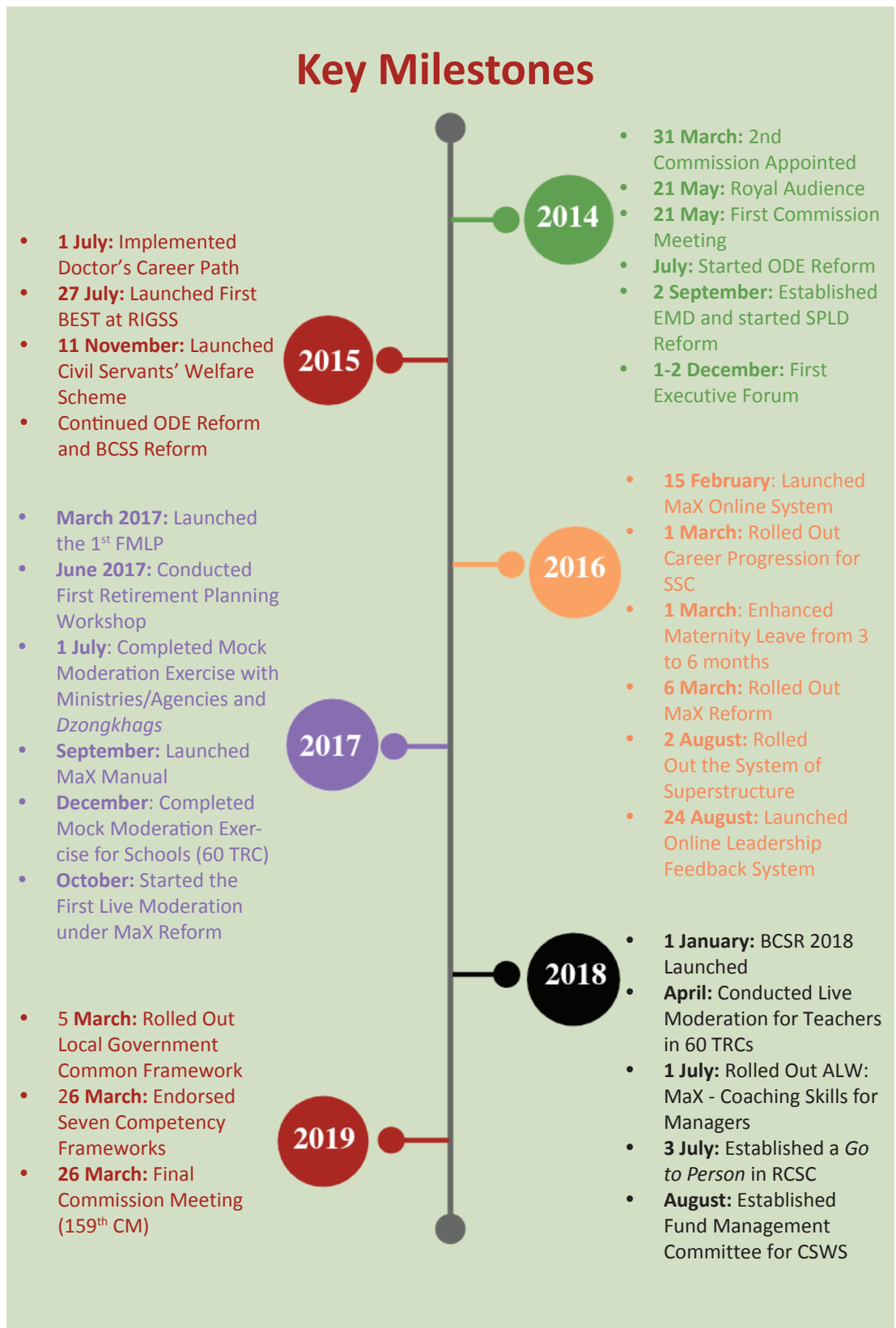
The Gold, Silver and Bronze Medals are awarded to civil servants who have rendered 30 years, 20 years and 10 years respectively to the *Tsa-Wa-Sum* with dedication and loyalty while the Lifetime Service Awards are given to the civil servants who have served the *Tsa-Wa-Sum* till their superannuation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

2.5.6 Way Forward on the Civil Service Well-Being

1. The RCSC and the Ministry of Health (MoH) are working together to conduct Annual Health check-ups for all civil servants. This should help to improve the health of the civil servants who can be alerted to possible health issues early for corrective actions. This initiative should also support the MoH’s effort to bolster the preventive side of the health services and thereby reduce the cost of their curative services. To start with, focus should be on the Executives and Specialists considering that they are generally older and more susceptible to health issues.
2. To remind civil servants of their important role in the country’s development as well as to give them pride in being a civil servant and thus the need to hold themselves to higher standards of behaviour in the discharge of their duties to the *Tsa-Wa-Sum*, the Commission is working on introducing the Royal Kubar Badge for all civil servants.
3. The Commission hopes that the CSWS can evolve into a Credit/Public Service Credit Scheme and therefore, the Commission must continue to pursue the

matter both with the National Pension and Provident Fund and also with the Royal Monetary Authority.

4. Housing remains a big issue for civil servants and therefore, the Commission should continue to explore sustainable affordable home ownership scheme for the civil servants. The Commission must strive to find sustainable schemes that will address this important concern for civil servants.
5. Promoting health and sports is another way of ensuring the well-being of the civil servants. The Commission in collaboration with the Bhutan Olympic Committee will work on various activities to promote sports so that the civil servants stay fit and healthy.
6. While it is heartening that the Scheme is benefitting the civil servants and has significant prospects for the future, the CSW Fund Management Committee must think of ways and means to grow the Scheme so that it is sustainable and will continue to benefit the civil servants in other emerging priority areas as well.
7. Going forward, the RCSC should also look into an inclusive policy by scanning those positions that could be best fit for people with disabilities, given that employment prospects for such individuals will be negligible outside the public sector.
8. The Well-being Service in the RCSC being the gender focal could look into the implementation of gender related AKRA (gender equality in the Civil Service promoted) cascaded in RCSC's 12th FYP Matrix.



PART 3 - HUMAN RESOURCE DEVELOPMENT AND MANAGEMENT

3.1 Human Resource Development

Human resource development is critical for the capacity development and professionalisation of the Civil Service. The RCSC focuses on building the required capacity through both the LTT and STT in addition to other interventions like attachment, mentoring, field trips, etc.

3.1.1 Overall Human Resource Development Programme implementation Status (2014 until February 2019)

The RCSC has implemented 2,548 LTT slots during the last five years from April 2014 to February 2019 as detailed in the table below. Of the total, 1,045 civil servants were approved to pursue ex-country LTT and 1,503 in-country LTT indicating that more HRD investments are made for civil servants to undergo LTT in Bhutan. Among the 2,548 slots implemented in the last 5 years, 162 slots were implemented under the TICA Scholarship in Thailand, 105 slots under the Australian Award Scholarship in Australia, 90 slots under the RGoB at the RIM in Bhutan, 18 slots under the Trongsa Penlop Fellowship Programme in Thailand and 32 slots under the Nehru Wangchuck Scholarship in India. The remaining slots were implemented under the RGoB (Agency proposed), university scholarships, self-funding and other open scholarships.

Table 20: LTT Implementation Status by Fiscal Year and Mode of Study

Period	New LTT proposals processed during the last Five Years				Total
	Ex-country Full time	In-country			
		Full time	Mixed Mode	Total	
April to June 2014	22	4	0	4	26
2014-2015	336	445	0	445	781
2015-2016	143	128	155	283	426
2016-2017	246	47	189	236	482
2017-2018	213	150	176	326	539
2018-2019 (till February)	85	74	135	209	294
Total	1,045	848	655	1,503	2,548

Table 21: LTT Implementation Status by level of LTT and Country

Level	New LTT proposals processed during the last Five Years		
	Ex-country	In- Country	Total
PhD	22	0	22
Masters	819	551	1,370
P.G Diploma	5	156	161
Bachelors	46	764	810
Diploma	41	2	43
Certificate	90	30	120
Specialisation	22	0	22
Total	1,045	1,503	2,548

Table 22: LTT Implementation Status by Funding

Level/ Funding	LTT proposals processed in 5 years				Grand Total
	RGoB* Funding	Other Funding		Total	
		Private Funding	Open** Scholarship		
PhD	0	0	22	22	22
Masters	890	229	251	480	1370
P.G Diploma	161	0	0	0	161
Bachelors	456	350	40	354	810
Diploma	39	0	4	4	43
Certificate	120	0	0	3	120
Specialisation	22	0	0	0	22
Total	1652	579	317	896	2,548

*RGoB: RCSC Administered Programmes and Scholarships administered by Agencies

**Open Scholarship: Open International Scholarships and University Scholarships

In total, 2,548 LTT slots are being implemented in 25 different countries of which 1,652 LTT are implemented under the RGoB funding which include those implemented under the RCSC administered scholarships and also those implemented by the Agencies indicating RGoB as a major funding source for LTT.

3.1.2 Major HR Development Programmes/Scholarships Implementation Status

The RCSC administers a number of scholarships some of which are received as slots from donors while others are received as grants. To implement these scholarships, the Commission approves them annually based on the criticality and priority needs submitted by Agencies, and identifies areas and relevant scholarships under which these are to be implemented. The priority areas announced under each scholarship vary depending on the emerging needs of Agencies and availability of courses. However, Education, Health and Vocational Sectors have always been given priority over the

years in view of their importance and criticality. Of the several scholarships for HR development administered by the RCSC, the following five are the major programmes implemented annually based on Memorandum of Understanding (MoU), Record of Discussions (RoD) and Agreements with development partners:

3.1.2.1 Government of India (Gol PTA)

Gol is the largest donor with Nu. 600 million allocated for the 11th FYP HRD under the Gol-PTA. For the last three FYs 2014-2017, the RCSC received Nu. 439.45 million from the Gol towards professionalising the Civil Service. The remaining Nu.160.55 has been received at the end of the FY 2017-18. However, the implementation of the training was done through the support of RGoB pre-financing mechanism. Most of these resources are being used for implementation of STT to develop the capacity of the Civil Service based on the ODE findings and the critical need assessments of the Agencies. Focus areas for the Gol-PTA implementation are training that are 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 are critical and relevant to the position; and
5. Training for supporting the five reforms of the RCSC.

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

Table 23: Gol PTA Fund Utilisation and Slot Implementation Status

Year	Amount Received (Nu. in M)	Fund Utilised (Nu. in M)	Slots Implemented	
			LTT	STT
2014-2016	198.625	171.004	144	1,333
2016-2017	240.825	187.164	8	6,622
2017-2018	160.55	241.832	0	9,489

Under the Gol-PTA funding, 152 civil servants have availed long term scholarships of which eight civil servants are currently pursuing Masters of Arts in Mahayana Buddhist Studies at the Acharya Nagarjuna University, India. 100% of the fund has been utilised with the implementation of 17,444 STT and 152 LTT.

3.1.2.2 Nehru-Wangchuck Scholarship

The Nehru-Wangchuck Scholarship was instituted with the signing of a 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 to undertake various courses leading to graduate and postgraduate degrees/diplomas, with priorities accorded to postgraduate professional courses. Until 2014-2015, Gol allocated Nu. 10 million to implement this prestigious scholarship. With the visit of

the Indian Prime Minister, Shri Narendra Modi to Bhutan from 15-16 June 2014, the annual budget outlay was revised from Nu. 10 million to Nu. 20 million from the FY 2015-16 onwards. Accordingly, the scope and terms of scholarship has been made more attractive especially for pursuing studies in areas where technical expertise is critical.

Every year, eight candidates are awarded this prestigious scholarship in six strategic areas i.e. Leadership/Management, Business Management Courses, Medical Courses, Economics/Statistics, Engineering and IT Courses, Law, and Formal and Natural Sciences. RCSC Secretariat implements the scholarship based on the policy direction received from the Awards Committee and the Commission. The Award Committee comprises of members from Indian Embassy, RCSC, MoLHR, MoE and MoFA. During the last five years, 32 candidates have received scholarships in India to pursue their Masters Degree in various institutions.

Till date, 91 (53 civil servants and 38 non-civil servants inclusive of two candidates who withdrew due to unavoidable circumstances) have availed the scholarships over the nine years during the first and second phases of the scholarship. The scholarship is currently in the final year of the second phase and there are eight slots to be implemented in the year 2019. An approximate amount of Nu. 9.823 M is expected to remain unutilised at the end of second phase (2015-2019) since eight slots per year is fixed and additional slots cannot be implemented even if we have adequate fund balance.

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 Affairs and Trade, Government of Australia. After the GoI, Australia provides the largest support towards 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 during 2018 intake. Of the 28 slots allotted to Bhutan for 2018 intake, 14 were for Civil Service while the other 14 were for employees outside the Civil Service.

Table 24: Number of Awards for Civil Service and Non-Civil Service

Intake Year	Civil Service	Non-Civil Service	Total
2014	31	18	49
2015	29	23	52
2016	0	0	0
2017	20	13	33
2018	14	14	28
2019	11	3	14
Total	105	71	176

Till date, Bhutan has availed 233 scholarship slots under AAS Programme of which 25 civil servants are currently pursuing Masters Degree in various institutions.

3.1.2.4 Thailand International Cooperation Scholarship (TICA)

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

Based on the Record of Discussions (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 assess implementation status and explore new areas for collaboration.

Table 25: TICA Scholarships received from 2014 till 2019 under Full Scholarship and Cost Sharing

Year	TICA Full Scholarship	TICA & RGOB Cost Sharing Scholarship	Total
2014	8	20	28
2015	18	2	20
2016	22	20	42
2017	20	15	35
2018	20	17	37
2019	Selection under process		
Total	88	74	162

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

Under the 4th Technical Cooperation Programme (2018-2019), implementation year 2 (2018), RCSC has announced scholarships for the following Masters Degrees:

Table 26: *Scholarships for the Masters Degree under the 4th Technical Cooperation Programme*

Sl. No	Field of Study
1	Masters in Communication/Media Regulations/Communication Arts
2	Masters in Cyber Security
3	Masters in Remote Sensing and GIS
4	Masters in Logistics and Supply Chain
5	Masters in Applied Mathematics
6	Masters in Physics
7	Masters in Biology
8	Masters in Chemistry
9	Masters in Economics
10	Masters in Accountancy
11	Masters of Education/Master of Education in Curriculum and Teaching
12	Master in Nursing

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

Education and Health sectors have been identified as the priority sectors and STT will be implemented for these sectors. Under STT Full scholarship (40 slots), Health sector will be given priority with focus on local health volunteer management while under STT Cost Sharing (50 slots), priority will be given for Education Sector with focus on 'Building Awareness on Modern Pedagogy' (which was also implemented in 2015) and will be implemented in two batches.

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 about 33 courses annually.

3.1.2.5 Trongsa Penlop Scholarship

The Trongsa Penlop Scholarship started with the signing Memorandum of Understanding (MoU) on 23rd August, 2007 for a period of 10 years. The MoU was signed between the RCSC, Bhutan and the Rangsit University, Thailand to annually implement five slots to pursue the Master of Education in Curriculum and Teaching for Teachers through RCSC and 10 Undergraduate/Post Graduate Programmes through the HM's Secretariat. For the last five years, 18 slots were implemented for the civil servants. The MoU expired in 2017.

3.1.2.6 RGoB-RIM Scholarship

The RGoB-RIM Scholarship started in 2012 with the funding support from the Australian Government and RGoB. The course is conducted by the RIM in collaboration with the University of Canberra. A total of 48 civil servants have completed their Masters in Public Administration (MPA), 19 civil servants have completed Masters in Management (MM), 17 have completed Masters in Business Administration (MBA) and seven have completed Masters in Management (Executive Leadership). Currently, 26 candidates are undergoing their MBA course at the RIM including 11 candidates who have been selected to avail the RGoB scholarship from February 2019 while 118 have availed the scholarship till date.

Table 27: Number of Scholarships implemented in the RGoB-RIM Scholarship

Year	Master in Business Administration	Masters in Management	Master in Public Administration	Master in Management (Executive Leadership)	Total
2012	0	6	5	0	11
2013	0	8	9	0	17
2014	1	5	13	0	19
2015	2	0	16	2	20
2016	5	0	5	5	15
2017	10	0	0	0	10
2018	15	0	0	0	15
2019	11	0	0	0	11
Total	43	19	48	7	118

3.1.3 Update on Human Resource Development initiatives

3.1.3.1 Strategic HRD for 12th FYP

The RCSC submitted the HRD Plan for the 12th FYP to the GNHC. Unlike the HRD Master Plan for the 11th FYP, the Strategic HRD for the 12th FYP is a broad thematic plan that will give a strategic direction in building expertise in the critical HRD areas through long-term training and short-term training. Therefore, the Strategic HRD for the 12th FYP does not have specific slots/fund allocation for the Agencies. Estimated budget for the Strategic HRD for 12th FYP is Nu. 3 billion. The annual HRD plans will be developed by each Agency as an implementation plan derived from the Strategic HRD. Specific training needs in the Annual HRD plan will be based on the Competency Framework developed for each profession.

3.1.3.2 Leadership Training for Professional & Management Category at RIGSS

Realising that investments to build leadership capability must be done systematically and at every level, the RCSC in collaboration with the 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 the YPLP which is targeted towards P3 and P2 level officers. Similarly, 20 civil servants each are trained through the FLP which is targeted towards entry-level professionals (P5 and P4 level officers). FLP is also an annual programme comprising of two batches. Till date, 118 civil servants are trained through the YPLP and 51 through the FLP as follows:

Table 28: Number of Civil Servants trained under YPLP and FLP

Programme/Year	YPLP	FLP
2014-15	0	0
2015-16	18	0
2016-17	54	51
2017-18	31	0
2018-19	15	0
Total	118	51

3.1.3.3 Space Engineering under RGoB Funding

In order to build the 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 a hands-on experience and education in satellite engineering and technology.

As part of the project, four civil servants are pursuing Masters in Space Engineering at Kyushu Institute of Technology (KYUTECH), Japan of which three are funded by the RGoB and one funded under the MEXT Scholarship. Three will be completing their Masters by March 31, 2019 while the other one will complete the course in September 30, 2019.

3.1.3.4 New Scholarship from the Japanese Government

i. Japanese Grant Aid for Human Resource Development Scholarship (JDS)

Bhutan started receiving the Japanese Grant Aid for Human Resource Development Scholarship (JDS) from 2019 under the Government of Japan funding. The Government of Japan has offered 40 postgraduate slots in various fields of which 36 will be Masters Degree and 4 slot for PhD. in Economics over the project period of 4 years from 2019 till 2022. Two rounds of meetings were convened between the JICA Bhutan Office and the RCSC in December 18-20, 2017 and February 1-2, 2018. The meetings finalised the following as the priority areas for the scholarships based on the priority areas identified by the Agencies which were gathered through a needs survey carried out by JICA:

Table 29: Prioritized Areas Japan Government Scholarship

JDS Priority Areas	JDS Development Issues		Annual slots	Target Organisations		Parent Agency
				Superstrural Group		
Enhancement of Policy making capacity for Industrial Development	1.1	Agriculture and Rural Development	2	1. Technical Service (A. Agriculture and Livestock Service Group, and B. Forestry and Environment Protection Services Group)	MoAF	
	1.2	Industrial Foundation Development	2	1. Administration Service, 2. Finance Service, and 3. Technical Service (A. Statistical Service Group)		
	1.3		2	1. Administration Service, and 2. Finance Service		
	1.4	Infrastructure Development for Sustainable Economic Growth	2	1. Technical Service [A. 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)]		Cross-sectoral
Reduction of Vulnerability	2.1	Countermeasures for climate disaster risk management	1	1. Technical Service (A. 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 scholarships and the changing needs of the RGoB. The scholarships target civil servants only.

In addition to the 10 LTT slots under JDS, the Govt. of Japan offered new scholarships in 2019 as follows through JICA Office:

1. SDG's Global Leadership Programme;
2. Core Human Resource Development for Road Asset Management;
3. Energy Policy;
4. Flood Disaster Risk Reduction; and
5. Seismology, Earthquake Engineering and Tsunami Disaster Mitigation.

3.1.3.5 Continuing Education (CE) for a First Degree

Granting of study leave to pursue their first degree (Bachelor) for a civil servant 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 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 the 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 the BCSR 2018), a total of 18 civil servants were approved study leave to pursue Bachelor courses as compared to 27 civil servants in 2016-17 and 40 civil servants in 2015-16.

3.1.3.6 Republic of Azerbaijan Scholarship

The RCSC received offers from the Republic of Azerbaijan for both post-graduate and undergraduate in 2018. However, this year the offer is solely prioritized for undergraduate programme and accordingly, the offer was forwarded to DAHE, MoE.

3.1.3.7 MEIG Programme 2019-2020

In 2019, RCSC received nine-month Masters of Applied Studies in European and International Governance offer at University of Geneva in Switzerland. The programme has been prioritized for Foreign Service Officers of MFA.

3.1.3.8 GEF-LDCF Scholarship

A total of USD 200,000 fund has been mobilised by GNHC under the Global Environment Fund-Enhancing Sustainability and Climate Resilience of Forest and Agriculture Landscape and Community Livelihoods in Bhutan (GEF-LDCF) funding for Human Resource Development. It was decided that two or more slots shall be implemented over the period of five years in the areas concerning adaptation of Climate Change. The following postgraduate courses are prioritized based on the critical needs in the Civil Service:

1. M Sc. in Hydro-informatics-Modelling and Information Systems for Water Management; and
2. Masters in Solar Energy Engineering.

Additional slot(s) shall be implementing after assessment of the adequacy of allocated fund upon implementation of the aforementioned courses.

3.1.4 Major HRD Issues

3.1.4.1 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 only partially implemented 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 million including the approved budget of Nu. 977.55 million for the Financial Year (FY) 2017-18. The detail expenditure on HR Development for 11th FYP is as detailed below:

Table 30: Overview of HRD Expenditures in 11th FYP

Financial Year	Total Expenditure (in M)	RGoB Funded		Others (Projects/ Donors)		(% Total Expenditure)
		Expenditure (in M)	% of total expenditure	Expenditure (in M)	% of total expenditure	
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%	646.800	66.60%	100%
TOTAL	4507.082	1864.891	41.38%	2642.191	58.62%	100%

By the end of 11th FYP, on average, every year, the RGoB had funded not less than 41% of the total HRD budget i.e. Nu. 1864.891 million as expenditure during the five years while the 11th FYP HRD Plan remained partially implemented. For the 12th FYP, the Commission is working towards consolidating the HRD budget information for the

whole Civil Service through: (i) development of SoP among MoF, GNHC and RCSC for reviewing HRD proposals, and (ii) development of Competency Framework. This will not only result in having a consolidated HRD budget expenditure information for the whole Civil Service but will also facilitate policy level analysis and decision making on prioritising HRD investments and thereby address any operational issues such as ad-hoc implementation of HRD programmes. This initiative will lead to a planned HRD interventions without compromising on the HRD implementation autonomy given to Agencies.

3.1.4.2 LTT Focus on Specialisation as per SuperStructure 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 the Superstructure Framework and inclusion of such alignment requirement in the BCSR 2018, the Commission expects a greater alignment of LTT to specialisation requirement of the RGoB as a whole.

3.1.4.3 HR Development Experience and the Way Forward

While the STT and LTT implemented are seen to translate into enhancing HR skills and competencies which are critical for the delivery of quality and professional services, the positive impacts of these HRD programme implemented have not been assessed systematically. Strong Training Needs Assessment (TNA) and Training Impact Assessment System (TIAS) are found extremely critical so as to institute a proper mechanism in the system to enhance a greater need-based capacity development programme implementation. Towards this end, the exercise to develop competency frameworks for all positions in the Civil Service will help to sharpen HRD support, especially STT. Further, a reward and recognition system is being developed for civil servants who have performed outstandingly well in their LTT like Masters and PhDs in reputed institutions. The objective is to incentivize civil servants to excel in their studies and choose reputed academic institutions. SoP for HRD Fund Review (for both donor and RGoB) are being developed by the RCSC, MoF and the GNHC to ensure coordination among these Agencies in judiciously allocating funds and for an effective management and reporting of the funds for the Civil Service HR development.

3.2 Human Resource Management

The HRM functions cover the organisational structure review and staffing which involve: post creation, deletion and adjustments besides managing the overall HR planning, recruitment; appointment; transfer; promotion; secondment; leave and separation of the civil servants. One of the biggest challenges faced in HR management is the constant restructuring proposals from the Agencies, coupled by proposals for additional staff.

3.2.1 Staffing & Structure Review

After the ODE, staffing for the following Agencies as provided under Table 31 have been reviewed:

Table 31: Reviewed Staffing of Agencies

Sl. No.	Name of the Agencies	Approved till 2020	Remarks
1	Royal Audit Authority	250	Reviewed for the first time after the 10FYP. Growth by 20.8%
2	Cabinet Secretariat	45	Reviewed for the first time after the 10FYP. Growth by 18.4%
3	Bhutan National Legal Institute	21	No Growth
4	Department of Forests and Park Services under Ministry of Agriculture and Forests	1677	Additional post creation of 68
5	Department of Technical Education under Ministry of Labour and Human Resources	25	Additional post creation of 6. It is a new Department with dissolution of the Department of Human Resource.
6	Ministry of Finance	1024	Growth by 17.29%
7	Bhutan InfoComm and Media Authority	31	Additional post creation of 3 and growth by 10.7 %
8	National Center for Hydrology and Meteorology	194	Additional post creation of 38 and growth by 24%
9	Bhutan Narcotic Control Agency	53	Additional post creation of 35 and growth by 194.4%
10	Dratshang Lhentshög	26	No growth
11	Royal Civil Service Commission	99	Additional post creation of 27 and growth by 37.5%
12	Judiciary	633	No growth
13	National Environment Commission	58	Additional post creation of 11 and growth by 23.4%
14	Office of the Attorney General	69	Additional post creation of 25 and growth by 56.8%
15	Drug Regulatory Authority	40	Additional post creation of 15 and growth by 60%
16	Gelephu Thromde	73	Growth by 8.9%
17	National Land Commission Secretariat	219	No growth

Sl. No.	Name of the Agencies	Approved till 2020	Remarks
18	Bhutan Medical and Health Council	7	Delinked as an autonomous Agency. Additional post creation of 8 and growth by 200%
19	20 Dzongkhags	3,506	Growth by 34.5%

As reported in the earlier reports, the Commission now approaches the staffing of the Agencies based on the following:

1. Mandate of the Agency;
2. Key products, services and activities of the Agency;
3. Listing of the 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 of 1,603 hours in a year per person and accordingly determine the manpower requirements.

Besides, there are also general HR requirement standards and norms developed for different services and facilities, wherever applicable. Multitasking of the staff is always encouraged in the Agencies and with the above approaches, one size fits all approach of allocating human resources is discontinued.

To align the staff requirement with organisational mandates and increasing demand for efficient delivery of public services, structure and staffing review for the following Agencies have been carried out during the Commission's tenure after the general ODE and rightsizing:

Table 32: Review of Structure of Agencies

Sl. No.	Ministries/ Agencies	Structure Changes	Remarks
1	Ministry of Agriculture and Forests	<p>Bhutan Agriculture & Food Regulatory Authority (BAFRA) with two Divisions (Quality Control & Quarantine Division and Analytical & Certification Division); National Food Testing Laboratory and Administrative and Finance Section are restructured as follows:</p> <p>Plant and Animal Biosecurity Division</p> <p>Food Quality and Safety Division</p> <p>Certificate and Standard maintained at the Service level</p> <p>National Food Testing Laboratory to retain "National" in its name</p>	

Sl. No.	Ministries/ Agencies	Structure Changes	Remarks
1	Ministry of Agriculture and Forests	Global Tiger Center (GTC) at Gelephu at National Center level was created under the Department of Forests and Park Services	
		One excavator and one backhoe machines transferred to 20 <i>Dzongkhags</i> each under the <i>Dzongkhag</i> Agriculture Sector with two OC level operators each	
		RNR Statistical Division was established under the Directorate Services by the 103 rd Commission Meeting held on 18 th July, 2017 acknowledging the importance of RNR statistics in planning and achieving food self sufficiency	
		125 th Commission Meeting held on 26 th February, 2018 dissolved the Livestock Value Addition Center at Serbithang. Department of Agricultural Marketing and Cooperatives was approved to continue on regular basis by the 129 th Commission Meeting held on 17 th April, 2018 in view of the renewed mandate and RNR marketing policy in place	
2	Ministry of Economic Affairs; 20 <i>Dzongkhags</i> and 4 <i>Thromdes</i>	Established an Economic Development Sector in the 20 <i>Dzongkhags</i>	
		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)	
3	Ministry of Finance	Created Call Center under Public Information Service, Department of Revenue and Customs	
		The 124 th Commission Meeting held on 20 th February, 2018 upgraded the Revenue Intelligence Unit to Division level	
4	Ministry of Foreign Affairs	Created Public Diplomacy Division under Secretariat	
		Royal Bhutan Consulate Office was established in Guwahati and was endorsed by the 107 th Commission Meeting held on 22 nd August 2017	
5	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	

Sl. No.	Ministries/ Agencies	Structure Changes	Remarks
6	Ministry of Home and Cultural Affairs and 20 <i>Dzongkhags</i>	Upgradation of Chhodhey Lhentshog Services to Chhodhey Lhentshog Secretariat at a Division level reporting to the Director General of the Department of Culture	
		<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 	
7	Ministry of Information and Communication	Structure of CSOA under MoHCA headed by Chief Programme Officer with creation of Secretarial Services, Registration and Coordination Unit and Compliance and Inquiry Unit	
		Accident and Investigation (AIG) Unit under the Secretary	
		107 th Commission held on 22 nd August, 2017 renamed Telecom Division as Telecom and Space Division	
		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 Mongar <i>Dzongkhag</i> after the review of one year pilot phase	
8	Ministry of Labour and Human Resources and National Statistical Bureau	Transfer of Labour Force Survey mandate to Social Statistics Division, National Statistical Bureau and down-gradation of Labour Market Information and Research Division	

Sl. No.	Ministries/ Agencies	Structure Changes	Remarks
8	Ministry of Labour and Human Resources and National Statistical Bureau	Dissolving of Trashigang Regional Labor and Employment Office and creation of Thimphu Regional Office	
9	Ministry of Works and Human Settlement	Dzongkhag Human Settlement Sector is now rolled out in every Dzongkhag by the 130 th Commission Meeting held on 24 th April 2018 acknowledging the need for proper planning and development of human settlements	
10	Bhutan InfoComm and Media Authority	Three Divisions under BICMA are renamed as specified below: 1. Resource Management Division as Spectrum Management Division 2. Licensing and Compliance Division as Market & Competition Division 3. Content Management Division as Social Affairs Division	
11	Gross National Happiness Commission	Local Development Coordination Division is renamed to Local Development Division	
12	National Land Commission and four <i>Thromdes</i>	Land and Survey Services under four <i>Thromdes</i> are upgraded to Division level to be headed by Chief Survey Engineer	
13	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	
14	Royal Audit Authority	Professional Development Center is established with the following services: 1. Training Coordination and Facilitation Services 1. Training Research and Development Services 2. Secretariat Services	

Table 33: Review of Structure and Staffing during 2018 -2019

Sl. No.	Ministries/ Agencies	Structure Changes	Remarks
1	Ministry of Agriculture and Forests	Created following posts for Global Tiger Center (GTC) at Gelephu under Department of Forests and Park Services: 1. Head at P1/ES level 2. PMC level 4 3. SSC level - 2	
		Created one Store Assistant's post for the National Mushroom Center and one Lab. Assistant's post for the National Biodiversity Center	
		One excavator and one backhoe transferred to 20 <i>Dzongkhags</i> each under the <i>Dzongkhag</i> Agriculture Sector with two O level Operators each	
		One post each for Chief Statistical Officer and GIS Officer were created for RNR Statistical Division by the 103 rd Commission Meeting held on 18 th July, 2017	
		One Admin. Asstt. post was created for PPD by the 105 th Commission Meeting held on 8 th August, 2017	
		With the dissolution of the Livestock Value Addition Center by the 125 th Commission Meeting held on 26 th February, 2018, four posts of Livestock Production Officers and one Livestock Production Supervisor were also dissolved	
		The 128 th Commission Meeting held on 10 th April, 2018 approved the additional post creation for Tashichhodzong Garden's Project as specified below: Accounts Asstt. – 1 Admin. Asstt. – 1 Technicians (Plumber) – 2 ESP – 26	
2	Ministry of Education	Created 26 Jr. Instructors posts and 14 Technicians posts for 7 schools near TTIs (Chumey CS, Bayling CS, Rangjung CS, Punakha CS, Khuruthang MSS, Bajo HSS and Babesa MSS)	

Sl. No.	Ministries/ Agencies	Structure Changes	Remarks
2	Ministry of Education	Created 1 ECCD Facilitator for every 15 children of any approved ECCD Center. A total of 273 ECCD Centers has been approved and 212 ECCD facilitators are recruited till date	
		One post of Admin. Assistant was created in HRD, MoE as approved by 110 th Commission Meeting held on September 12, 2017 (114 th Commission held on 17th October 2017) 132 nd Commission Meeting held on 8 th 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	
3	Ministry of Economic Affairs; 20 Dzongkhags and 4 Thromdes	Created 24 Economic Development Officer's post for 20 Dzongkhags and four Thromdes.	
4	Ministry of Finance	Created 6 ICT Officers post for Call Center under Public Information Service	
		1 Legal Officer post approved under GPPMD, DNP is taken to Legal Services, Directorate, MoF	
		Created six posts at PMC and one at SSC level for the new Revenue Intelligence Division.	
5	Ministry of Foreign Affairs	Created the following posts for Public Diplomacy Division: 1. Chief of Division – 1 2. Desk Officer – 3 3. Admin. Asst. – 1	
		RBC Guwahati was established and following posts were created by the 107th Commission Meeting held on 22nd August 2017: Consular General – 1 Personal Assistant/ Admin. Assistant – 1 Vice/Consul – 1 Administrative/Finance Officer – 1 Receptionist – 1 Messenger – 1 Sweeper – 1	

Sl. No.	Ministries/ Agencies	Structure Changes	Remarks
5	Ministry of Foreign Affairs	Dissolved the post of one Administrative Officer and redistributed the workload to other staff in AFD	
6	Ministry of Home and Cultural Affairs and 20 Dzongkhags	Created following four posts for Department of Local Government: 1. One Legal Officer for the Legal & Compliance Unit 2. One Programme Officer for LGDD two 3. One Research Officer and One Programme Officer for Knowledge Management Division	
		The following posts were created and adjustments made for Chhodhey Lhentshog Secretariat, Department of Culture: 1. Created one Chief Programme Officer's post 2. Converted one Archivist post to Programme Officer 3. Converted Chief Research Officer's post to Chief Librarian 4. 20 Chadri Supervisors posts were created under 20 Dzongkhags	
		1 post of curator is approved for Royal Heritage Museum, Trongsa by the 108 th Commission Meeting held on 31 st August, 2017. Further additional post for a Curator and one Conservation Assistant was approved by 158 th Commission held on 19th March, 2019 5 additional posts for Museum Assistants were created for National Museum, Paro by 110 th Commission Meeting held on 12th September 2017 One post of Chief Immigration Officer is created for one new Immigration Division by the 118 th Commission Meeting held on 28 th November, 2017 Of the 205 positions of GAOs, 30 are approved to be filled by PGDPA graduates in strategic and sensitive locations by the 118 th Commission Meeting held on 28th November, 2017	
		1 Legal Officer, and 2 Programme Officers are approved by the Commission for Civil Service Society Organisations Authority	

Sl. No.	Ministries/ Agencies	Structure Changes	Remarks
7	Ministry of Health	Created 6 Technicians posts for Dewathang, Samtse and Damphu Hospital (1 Fire alarm; 2 Medical Gas and 3 HVAC)	
		8 posts for Menpas are created for the new In-patient Department, NTMH by the 109 th Commission Meeting held on 5th September, 2017.	
		One post for Research officer (Botanist) for Department of Traditional Medicine Services is created by the 120 th Commission Meeting held on December 25, 2017 to be recruited on contract.	
8	Ministry of Information and Communications	Creation of two Flight Safety Officers as Accident and Investigation Officer for AIG Unit under the Secretary	
		107 th Commission Meeting held on 22 nd August, 2017 reviewed the staffing of ICT Management Division, reduced one post of ICT Officer and from the four ICT Officers and two are converted to Programme Officers to be recruited on contract	
		Clustered ICT services in regional offices under Phuentsholing <i>Thromde</i> and Samdrup Jongkhar <i>Thromde</i> .	
9	Ministry of Labour and Human Resources and National Statistical Bureau	Created two Statistical Officer's posts at Social Statistics Division, NSB and reduced two from Labour Market Information and Research Division, MoLHR	
		Approved 9 posts for Thimphu Regional Office as specified below, which will be redeployed from Trashigang Regional Office and Labor protection Division: 1. Regional Director – 1 2. Employment Officer – 2 3. Labour Officer – 4 4. Admin. Asst. – 1 5. Legal Asst. – 1 Approved the reduction in the number of Labor officers from 11 to 4 for Labor Protection Division There is a net reduction of six posts	

Sl. No.	Ministries/ Agencies	Structure Changes	Remarks
10	Anti-Corruption Commission	Three posts of Personal Asstts. for ACC is approved by the Commission during its 127 th Meeting held on April 3, 2018 for the three Departments under ACC	
11	Dratshang Lhentshog	One Asstt. Language Development Officer's post is converted to Administrative Asstt.	
		2 English Teachers, 1 ICT Technical Associate, 2 Library Asstts., 2 Technicians and 3 Asstt. Instructors are approved for the Thegchhog Namdrol Ugyen Chholing Monastery, Mongar by the 123 rd Commission Meeting held on Feb 13, 2018.	
12	Bhutan Health and Medical Council	One ICT Technical Associate for BHMC is approved by the 16th CM held on Nov. 14, 2017	
13	Bhutan InfoComm and Media Authority	Converted one HRO's post to Admin. Asstt. and reduced following four positions: 1. Two Inspectors; 2. One Research Officer; 3. One IMO; and 4. One HRO to HRA	
14	Bhutan Standards Bureau	Converted one HRO's post to Admin. Asstt.	
15	Centre for Bhutan Studies and GNH Research	One Technician each for CBS & GNHR is approved by the 127th Meeting held on April 3, 2018	
16	Gross National Happiness Commission	Two Programme Officer's posts converted to Planning Officer and following 12 positions were dissolved: 1. 7 PMC positions (1 Admin. and 1 Programme under AFS; 1 Programme Director, 3 Planning and 1 Accounts Officers under SDS) 2. 5 SSC positions (1 Library Asstt.; 3 Admin. Asstt.; and 1 Accounts Asstt.)	
17	National Commission for Women and Children	Created three Programme Officer's posts to undertake the protection mandate	

Sl. No.	Ministries/ Agencies	Structure Changes	Remarks
18	Phuntsholing and Samdrup Jongkhar <i>Thromdes</i>	Created a Chief Survey Engineer's post each	
19	Royal Audit Authority	Created following posts for Professional Development Center: 1. Programme Director at P1 level - 1 2. PMC level – 3 3. SSC level – 4 4. OC level – 1	
20	Thimphu <i>Thromde</i>	1 Admin. Asstt. under the HR Services is approved by the Commission	

3.2.2 Decentralisation of HR Management Functions

The 105th Commission held on 8th August, 2017 approved the decentralised recruitment of Operational category staff to the Agencies subject to approved posts while the RCSC will be intimated for Employee ID generation in the Civil Service Information System. Further, standards for ESP and GSP have been developed for different services and recruitment of such staff is fully decentralised to the Agencies. The Commission also decentralised recruitment and management of staff for work charged project to the Agencies if the cost of payment is already built in the initial overall project cost. However, the Agencies should follow the BCSR for terms of engagement and ensure that all contract terms are initiated and terminated in keeping with the project terms and the contract agreement.

Further, recruitment on contract as replacement for civil servants on EOL coinciding with the duration of EOL is also decentralised to the Agencies.

3.2.3 ESP and GSP Standards Established and Decentralised

Recruitment of ESP and GSP has always been decentralised to the Agencies based on the numbers approved by the RCSC in the absence of HR norms and standards. ESP and GSP are not considered as civil servants but governed by the ESP and GSP chapter in the BCSR 2018. In the 10th Five Year Plan, the Ministries and Agencies were recommended to outsource ESP and GSP functions. However, outsourcing did not take off and Agencies resorted to recruiting ESP and GSP on a case by case basis approved by RCSC without a reliable service standards. Therefore, sector wise standards have been developed and approved for Agencies to recruit and manage ESP and GSP staff by the 111th Commission Meeting held on 19th September, 2017. There are a total of 2,055 ESP and 1,759 GSP personnel as of 31st December, 2018.

3.2.4 Recruitment

A single window recruitment system effective from the 1st January of every year was implemented from January 2017 in the Agencies with assessed vacancies as per annual recruitment plan. This is done in line with the decision of 43rd Commission Meeting held on 6th October, 2015 in order to ensure a strategic and systematic recruitment plan and for greater transparency and predictability in the recruitment. Furthermore, this aligns the recruitment window with the PMS and the promotion cycle, thus enhancing HRM and easing administrative burden.

Recruitment on contract has been actively pursued in the recent years for the following reasons:

1. It allows for a flexible HR management. It is also suitable for meeting immediate and urgent requirements. On the other hand, it helps to leave space for taking in a steady number of the best and brightest as regular recruits into the Civil Service;
2. For the new positions, hiring contract staff gives RCSC a leeway to assess the job size and ensure effective utilisation without getting permanently bound to such positions right away; and
3. For vacancies in existing positions which could be phased out/outsourced or are uncertain, contract staff help to bridge the interim requirements until there is a better understanding of the situation.

Contract recruitment is allowed to take place at any point in time depending on the need of the Agencies.

The Commission also approved recruitment of substitute teachers as replacement for those on maternity leave, necessitated by the extended maternity leave from three months to six months and the fact that, in workplaces like schools, the number of females working as teachers are high. The statistics shows that about 44 percent of the teachers are females and the age of around 60 percent of female teachers ranges from 21-35.

In order to ensure a proper succession planning in the Agencies and replace the annual attrition rate, the following recruitments were made in the Civil Service from 2015 till 2019:

Table 34: Recruitment by Position Category

Position Category	April 2014- June 2015	July 2015- June 2016	July 2016- June 2017	July 2017- June 2018	July 2018- Jan 2019
Executive and Specialists	2	-	1	2	
Professional & Management	578	817	973	845	77
Supervisory & Support	553	289	704	627	674
Operational Staff	41	21	190	202	432
Total	1,174	1,127	1,868	1,676	1,183

Controlling staffing size continues to be a challenge with the constant demand from the Agencies and therefore, it has become important to development HR standards for every organisation so that staffing is need based.

3.2.5 Health Standards and Teacher Requirement Exercise Tool

Shortage of specialists remains a major challenge in the health sector. This is compounded by specialists retention issues. Further, the need for a proper HR requirement standards for clinical staff was felt and the standards were developed aiming to provide adequate and equitable distribution of motivated and skilled health workers providing quality services. It is geared towards instituting a proper HR planning, recruitment and to address the changing health care needs.

As the largest group in the Civil Service, recruitment trends in the education sector have the biggest impact on the Civil Service size. Therefore, a thorough teacher requirement analysis was done resulting in standard approach known as Teacher Requirement Exercise (TRE) tool. The TRE guides the annual recruitment and transfer/ deployment of teachers. It is also observed that Teacher requirements are declining compared to past years except in specific critical subjects. This raised the need for careful planning for further intake towards ensuring that there is a required flexibility to respond to changes on the ground, i.e., balance between regular and contract recruitment, while ensuring that there is room for the best and the brightest to join this important occupational group every year.

The projection formula for rationalisation process applied for s TRE is as follows:

$$= \frac{\text{Total sections in each grade X period allocation for each subject per week}}{\text{Total teaching periods per teacher in a week}}$$

The protocol for creation and deletion of sections and schools is not clear at the moment. There is a requirements to get a coherence between the TRE tool and the protocol to create or delete sections or schools.

3.2.6 Entry Rationalisation

In line with the principle of equal pay for equal value of work, the entry position level for Environment, Dietician/Nutrition, Assistant Dzongkha Health Officer, Assistant Laboratory Officer, and Assistant Librarian and ICT Services at the PMC is fixed at P5 level. This was necessary since the current graduates with three years (entering at P5 level) and four years degree (entering at P4 level) carry out the same roles and responsibilities.

The Commission approved to enhance the entry position for all Technicians, Hygienists and Health Assistants under the Medical and Health Services group at S2 A level after Class XII and with a minimum of three years of Diploma Certificate from an Institute since there is an additional skills and competencies provided in the course as per the changing health service requirements and environment.

3.2.7 PMC Recruitment Projection till 2030

After the ODE, rationalisation of human resource needs exercise for Ministries and Agencies were carried out based on the HR standards, SOPs and TATs. Working hours of 1,603 in a year accounting for 7 hours per day and 229 days in a year were used as the baseline for assessing staff needs, wherever applicable.

The current staff projection is made till 2030 based on the current trend, though HR needs will have to be reassessed after the launch of the 12th FYP. The recruitment plan has also been worked out based on the assumption that annual staff growth should not exceed beyond the annual population growth rate, so that the ratio of civil servants to the population is maintained. There is an overall approved staff of 29,828 with the existing level being 29,442 and the annual growth rate is 1.62%.

Table 35: PMC Recruitment Projection till 2030

Super Structure	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030
Administration Service	40	40	40	40	40	40	40	40	40	40	40	40
Finance Service	30	30	37	37	37	37	37	37	37	37	37	37
Teaching Service	459	485	485	485	485	485	485	485	485	485	485	485
Technical Service (Law)	10	10	11	11	11	11	11	11	11	11	11	11
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 civil servants exiting on 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.

Recruitment of regular civil servants impose huge costs to the RGoB. Therefore, it is important to ensure optimal utilisation of the available HR by putting in place a well-planned staffing pattern, recruitment plan and efficient utilisation of staff. The following table shows the total costs incurred by the RGoB from recruitment to superannuation, excluding costs related to HRD. If we add the post retirement costs of pensions, and assume an average life expectancy after superannuation of 15 years, the life cycle costs of the civil servants will be even higher than what is shown below. A look at the table below shows clearly the costs to the RGoB if the human resource is not managed and utilised well.

Table 36: *Cost of Recruitment*

Entry Level	Age of Entry	Superannuation Age	Years of Service	Total Expenditures in millions
P4 A	24	60	36	27.0
P5A	24	60	36	24.2
S1A	24	58	34	16.8
S2A	23	58	35	15.8
S3A	24	58	34	14.1
S4A	24	58	34	12.8
S5A	23	58	35	12.1
O4A	25	56	31	7.1

3.2.8 Support to Local Government

The Local Government Common Framework (LGCF) which was approved by the Cabinet was rolled out to all *Dzongkhags* and *Thromdes*. It identifies the line and support functions and provides clarity in terms of reporting. The reporting line of civil servants in the *Gewogs* to the Sector Heads for performance management and to the GAOs in the *Gewog* administration as and when required on development aspects are made clear.

Based on the size of the *Dzongkhag* and considering the number of *Gewogs*; assessment of workload and *Dzongkhag's* focus areas, staff requirement for all Sectors have been provided. Depending on the changing needs, the Human Settlement Sector; Economic Development Sector; and *Dzongkhag* Beautification Sector have been instituted.

Of the 205 GAO positions, 30 are approved to be filled by the 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 have been reviewed. Their additional responsibilities working as focal persons for different mandates of Central Agencies are 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 Superstructure group of Cultural Officers from Administrative Service to Dzongkha Technical Service. This group has had a proper grounding in the traditional culture and values in their undergraduate programmes unlike the Administrative Service group, which is open to graduates from a variety of backgrounds.

3.2.9 Redeployment of Excess Civil Servants

Out of the remaining 41 excess Technicians in schools reported last year as a result of staffing and OD Exercise, four staff are yet to be deployed. The 40 Technicians who have been retained against the positions of Administrative Assistants, Laboratory Assistants, Library Assistants, and Store Keepers were successfully deployed as Technicians in this FY as per the requisition for Technicians from various agencies. However, during this reporting period, RCSC deployed 87 excess staff. For the past five years, RCSC has redeployed 402 excess staff arising from the OD Exercise.

3.2.10 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. The table below provides information on the different promotions granted to civil servants from July 2018 to February 2019:

Table 37: *Promotion of Civil Servants by Position Category and Type*

Promotion Type	PMC	SSC	OC	Total
Promotion - Specialist	126	-	-	126
Open Competition (P1 & Below)	45	2	-	47
Promotion- Broad Banded Position	2,281	2,410	222	4,913
Promotion - Fast-Track	1	1	-	2
Promotion - Meritorious	45	9	2	56
Total	2,498	2,422	224	5,144

3.2.11 Transfer

The Commission has now reviewed the concept of the 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 positions and place of posting. Some Parent Agencies have now developed fair and transparent transfer guidelines aligned to the provisions of the BCSR 2018 and the proposals have been endorsed by the RCSC. However, such Guidelines are required to be updated on a periodic basis. 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 their term/assignments in the Missions/Embassies/Consulate Offices and secondment terms in the Government interest. In the earlier system, these categories of civil servants were listed under the Waiting List. The table below provides the details of transfers implemented since 2014 till date:

Table 38: *Details of Transfers Implemented*

Transfer Type	Position Category]	No. of transfers Executed					
		Jan 2014 – June 2014	July 2014 – June 2015	July 2015 – June 2016	July 2016 – June 2017	July 2017 – June 2018	July 2018 – till date
Inter-Agency transfer without change in Position Title	PMC	4	4	3	2	7	11
	SSC	1	5	9	6	21	15
	OC	0	4	8	8	4	6
Inter/intra Agency transfer involving change in Position Title and MoG	PMC	19	9	58	31	37	18
	SSC	3	9	30	33	24	60
	OC	1	0	0	0	1	0
Inter/intra Agency transfer involving only change in Position Title and not MoG	PMC	6	1	6	6	14	8
	SSC	2	0	9	0	10	10
	OC	1	1	2	0	0	0
Total		37	33	125	86	118	128

3.2.12 Separation

A total of 929 civil servants were separated from the Civil Service under different categories of separation as shown in the table below over the past five years. The voluntary resignation accounted for 66% of all separation.

Table 39: Separation of Civil Servants by Separation Types

Separation Type	Male	Female	Total
Voluntary Resignation P1 & below	362	243	605
Superannuation P1 and Below	120	17	137
Contract Termination	25	15	40
Early Retirement Scheme	27	9	36
De-linked	23	9	32
Death	24	7	31
Superannuation - EX and ES	12	1	13
Compulsory Retirement	11	1	12
Cancel / Withdrawal of Appointment	10	1	11
Termination	7	1	8
Voluntary Resignation - EX & ES Level	4		4
Total	625	304	929

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

3.2.13 International Volunteers

Volunteers remain an important resource and their services have augmented the shortages of skills and experience in the 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 40 below. In the recent three years there were 97 Volunteers deployed as specified below:

Table 40: Number of International Volunteers in Bhutan

Volunteer Programme	2016	2017	2018 till date	Total
Australian Volunteers for International Development	9	6	3	18
Bhutan Canada Foundation	6	3	3	12
Friends From Thailand	6	6	3	15
JOCV (JICA)	9	21	10	40
Senior Volunteer (JICA)	2	5	5	12
Total	32	41	24	97

3.2.14 Secondment

The RCSC while 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. Such secondment also helps civil servants gain diverse knowledge and skills. During the reporting period, twenty one civil servants were on secondment to the following Agencies.

Table 41: *Secondment to Different Agencies*

Sl.No	Agency	Total
1	Royal University of Bhutan	1
2	RENEW	2
3	Border Patrol Forces Schools in North Thailand	3
4	Ability Bhutan Society	1
5	Youth Development Fund	3
6	Punatsangchhu Hydropower Project Authority	8
7	Mangdechu Hydroelectric Project Authority	2
8	Royal Monetary Authority	1
Total		21

3.2.15 Officer on Special Assignment (OSA)

With the launch of Super Structure reform, the Commission also initiated the Officer on Special Assignment (OSA) scheme which allows movement of civil servants from one Superstructure group to another Superstructure when there is a requirement of their expertise for a fixed term of three years. There are also civil servants' movement without change in Superstructure. Currently, there are five OSAs implemented with movement of civil servants from one Superstructure to another i.e., two civil servant from the Finance Services to Technical Service, one from the Education Service to the Dzongkha Technical Service and the other two from Technical (Health) Service to Programme Service.

3.2.16 Parent Agency Framework

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

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

HR functions such as recruitment, promotion and long term training, which initially were reviewed and routed via their Parent Agencies, are now delegated fully to the Working Agencies. Under this initiative, the Dzongkhag administration, in particular, has been given an 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 the development of Competency Framework and Transfer Guidelines with the mandatory planning of six months ahead still apply. These will help improve the productivity, performance and service delivery of the organisations.

3.2.17 RGoB Scholarship Students (Undergraduate)

RCSC in collaboration with DAHE, MoE continues to send high performers from class twelve to pursue Bachelors Degree in those various fields of studies that are not available in Bhutan and for better skills mix every year. RCSC also ensures that they serve the Royal Government upon completion of their course. The main objective of sending the students outside the country under the RGoB Scholarship are the following:

1. To fill up positions requiring technical qualification, skills which are not available in Bhutanese universities and colleges; and
2. For a better cross fertilization of knowledge and skills acquired from international universities.

The table below provides information on the undergraduate students sent on RGoB scholarships.

Table 42: *Number of students sent for Undergraduate Studies (2014-2018)*

Year	2014	2015	2016	2017	2018	Total
No. of students	41	61	71	67	76	316

PART 4: HUMAN RESOURCE AUDIT

4.1 Background

The HR Audit Service was instituted as per the CSAB 2010 in 2012. The HR audit ensures compliance and uniform application of the CSAB 2010 and BCSR 2018 towards improving the HR standards and practices across the Civil Service. With increasing decentralisation of HR functions, the HR Audit was upgraded to a Division to ensure that the HR Audit complements the functions of the other Divisions of the RCSC besides ensuring uniform application of HR actions.

4.2 Number of Agencies Audited

As of December 2018, HR Auditing has been completed across the Civil Service in all 59 Agencies. An abridged HR auditing was carried out from August till December 2018 in 46 Agencies of the 59 Agencies with focus being given on promotion, recruitment, HRC Minutes and EOL. The exercise was carried out by multiple Audit Teams and ensured that a minimum of two years gap is maintained between two audit periods. Till date, 12 Agencies have been audited twice since the establishment of the HR Audit Division.

Table 43: Summary of HR Actions Audited and Major Observations

Agency	No. of Agencies	HR Actions Audited					Major Observations
		Promotions	Recruitments	EOL	Others	Total HR Actions	
					(Trainings/ HRC Minutes/ Separation)		
Ministries	10	8,894	4,069	495	17,321	30,779	249
<i>Dzongkhags and Thromdes</i>	24	16,560	1,207	864	4,287	22,918	164
Autonomous Agencies	25	1,776	546	186	353	2,861	23
Total	59	27,230	5,822	1,545	21,961	56,558	436

Table 44: List of 59 Agencies Audited

Sl. No.	Agency	No. of Audit	Audit period		Sl. No.	Agency	No. of Audit	Audit period	
			From	To				From	To
1	MoAF	1	1-May-11	31-Dec-16	31	Thimphu Thromde	1	1-May-11	30-Sep-17
2	MoEA	2	1-May-11	1-Jul-18	32	Phuntsholing Thromde	1	1-May-11	31-Mar-18
3	MoHCA	2	1-May-11	1-Jul-18	33	Gelephu Thromde	1	1-May-11	1-Jul-18
4	MoWHS	2	1-May-11	1-Jul-18	34	S/J Thromde	1	1-May-11	1-Jul-18
5	MoFA	2	1-May-11	1-Jul-18	35	NLC	2	1-May-11	1-Jul-18
6	MoE	1	1-May-11	1-Jul-17	36	NEC	2	1-May-11	1-Jul-18
7	MoF	1	1-May-11	1-Jul-17	37	GNHC	2	1-May-11	1-Jul-18
8	MoH	1	1-May-11	1-Jul-17	38	NSB	2	1-May-11	1-Jul-18
9	MoLHR	1	1-May-11	30-Sep-17	39	RIM	1	1-May-11	1-Jul-18
10	MoIC	1	1-May-11	30-Sep-17	40	JDWNRH	1	1-Jul-15	1-Jul-18
11	Thimphu	1	1-May-11	31-Jan-18	41	TCB	1	1-May-11	1-Jul-18
12	Samtse	1	1-May-11	31-Mar-18	42	DDC	1	1-May-11	1-Jul-18
13	Haa	1	1-May-11	30-Jun-18	43	REC	1	1-May-11	1-Jul-18
14	Chhukha	1	1-May-11	31-Jul-18	44	NC	1	1-May-11	1-Jul-18
15	Punakha	1	1-May-11	31-Mar-17	45	NA	1	1-May-11	1-Jul-18
16	Paro	2	1-May-11	1-Jul-18	46	BNCA	1	1-May-11	1-Jul-18
17	Trongsa	2	1-May-11	1-Jul-18	47	NCWC	1	1-May-11	1-Jul-18
18	Wangduephodrang	1	1-May-11	1-Jul-18	48	BMHC	1	1-May-11	1-Jul-18
19	Gasa	1	1-May-11	1-Jul-18	49	CDB	1	1-Jan-17	1-Jul-18
20	Sarpang	1	1-May-11	1-Jul-18	50	NCHM	1	1-Jul-17	1-Jul-18
21	Pemagatsetel	2	1-May-11	1-Jul-18	51	Cabinet	1	1-May-11	1-Jul-18

Sl. No.	Agency	No. of Audit	Audit period		Sl. No.	Agency	No. of Audit	Audit period	
			From	To				From	To
22	SamdrupJongkhar	2	1-May-11	1-Jul-18	52	CBS	1	1-May-11	1-Jul-18
23	Lhuntse	1	1-May-11	1-Jul-18	53	BNLI	1	1-May-11	1-Jul-18
24	Mongar	1	1-May-11	1-Jul-18	54	DL	1	1-May-11	1-Jul-18
25	Trashi Yangtse	1	1-May-11	1-Jul-18	55	OAG	1	1-May-11	1-Jul-18
26	Trashigang	1	1-May-11	1-Jul-18	56	BCSEA	1	1-Jul-12	1-Jul-18
27	Bumthang	1	1-May-11	1-Jul-18	57	BICMA	1	1-May-11	1-Jul-18
28	Zhemgang	1	1-May-11	1-Jul-18	58	DRA	1	1-May-11	1-Jul-18
29	Dagana	1	1-May-11	1-Jul-18	59	BSB	1	1-May-11	1-Jul-18
30	Tsirang	1	1-May-11	1-Jul-18					

Table 45: Abridged Audit Conducted in 46 Agencies

Sl. No.	Agency	Audit period		Sl. No.	Agency	Audit period	
		From	To			From	To
1	MoEA	1-Jan-13	1-Jul-18	24	GNHC	1-May-11	1-Jul-18
2	MoHCA	1-Jul-13	1-Jul-18	25	NSB	1-May-11	1-Jul-18
3	MoWHS	1-Jan-14	1-Jul-18	26	RIM	1-May-11	1-Jul-18
4	MoFA	1-Aug-14	1-Jul-18	27	JDWNRH	1-Jul-15	1-Jul-18
5	Paro	1-Jan-13	1-Jul-18	28	TCB	1-May-11	1-Jul-18
6	Trongsa	1-Jul-13	1-Jul-18	29	DDC	1-May-11	1-Jul-18
7	Wangduephodrang	1-May-11	1-Jul-18	30	REC	1-May-11	1-Jul-18
8	Gasa	1-May-11	1-Jul-18	31	NC	1-May-11	1-Jul-18
9	Sarpang	1-May-11	1-Jul-18	32	NA	1-May-11	1-Jul-18
10	Pemagatsel	1-Jul-13	1-Jul-18	33	BNCA	1-May-11	1-Jul-18
11	SamdrupJongkhar	1-Jul-13	1-Jul-18	34	NCWC	1-May-11	1-Jul-18
12	Lhuntse	1-May-11	1-Jul-18	35	BMHC	1-May-11	1-Jul-18
13	Mongar	1-May-11	1-Jul-18	36	CDB	1-Jan-17	1-Jul-18
14	Trashigang	1-May-11	1-Jul-18	37	NCHM	1-Jul-17	1-Jul-18
15	Trashigang	1-May-11	1-Jul-18	38	Cabinet	1-May-11	1-Jul-18
16	Bumthang	1-May-11	1-Jul-18	39	CBS	1-May-11	1-Jul-18
17	Zhemgang	1-May-11	1-Jul-18	40	BNLI	1-May-11	1-Jul-18
18	Dagana	1-May-11	1-Jul-18	41	DL	1-May-11	1-Jul-18
19	Tsirang	1-May-11	1-Jul-18	42	OAG	1-May-11	1-Jul-18
20	Gelephu <i>Thromde</i>	1-May-11	1-Jul-18	43	BCSEA	1-Jul-12	1-Jul-18
21	<i>S/J Thromde</i>	1-May-11	1-Jul-18	44	BICMA	1-May-11	1-Jul-18
22	NLC	1-Jul-13	1-Jul-18	45	DRA	1-May-11	1-Jul-18
23	NEC	1-Jun-14	1-Jul-18	46	BSB	1-May-11	1-Jul-18

4.3 Strategic Human Resource Audit

The strategic HR Audit was conducted from 2016 onwards and completed in 59 Agencies across the Civil Service. This particular exercise assessed the strengths and weaknesses of the HR Divisions/Services and their 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 survey findings, recommendations were co-created with Agency's HR Officers and relevant staff. Accordingly, the prototypes have been designed and implemented.

4.4 Cross Cutting Recommendations from the Strategic HR Audit Implemented across the Civil Service

1. Developed HR internal process, outlining a step by step process for the HR actions from recruitment till separation. Such a system in place, guides new HR Officers to carry out HR functions and bring continuity in the HR systems and processes. It includes the delegation of authority among HR Committees, HR Officers and Administrative Assistants allowing HR Officers to focus more on strategic work and delegating the 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 the HR services;
3. Set up HR Google Calendar to facilitate work planning for HR Divisions/Services. It provides pop up reminder to HR Officers from time to time;
4. Standardized 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 a graceful exit, civil servants due for superannuation are informed prior to six months. An exit interview is conducted by the HR Officers to further improve the HR systems 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 and thereby ensuring that civil servants are not left out and they do lose out their promotion;
8. The promotion list is posted on the web to recognise civil servants who've been promoted;
9. Open scholarship links are shared within the organisations to encourage the individuals take initiatives for their own professional development;
10. Developed the HRC Agenda Template for uniformity and instituted the usage of Google Doc for greater efficiency in finalising HRC Meetings minutes;
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, HR Audits were leveraged to provide On-the-Job training to all of our new HROs, who besides supporting the HRA teams also received extremely valuable experience. The HROs are now conversant with the Rules and Regulations, equipped with the basic skills to analyze HR data and generate reports using the pivot table and conditional formatting.

4.5 Compliance to Human Resource Audit

The compliance audit is conducted to identify gaps and limitations based on which appropriate interventions are recommended. In addition, some positive observations and good practices, if any are highlighted in the Audit Report. The summary of HR actions audited and major observations in Ministries are as follows:

Positive observations are:

1. Up-gradation of GSP II to GSP I (those who spent more than 5 years);
2. Payment of annual increments (personal pay) to Basic Operators who have reached the highest pay ceiling subject to HRC approval; and
3. Ministry to refund back the mistakenly calculated additional amount that the civil servants were made to pay 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 who are due for promotion;
3. Necessary support are rendered 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 on/before RCSC's deadline;
8. Job descriptions are attached with PE forms for promotion;
9. HRC minutes are compiled into booklets on an 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 ceiling.

Some of the major HR audit observations are:

1. Civil servants promoted without meeting performance requirements;
2. Promoted without meeting the duration criteria due to appointment date;
3. Promoted without deducting the study duration;
4. Promoted without deducting EOL;
5. First promotion given without fulfilling the duration of 4 years excluding probation;
6. Promoted while on EOL;
7. Civil servants promoted while undergoing LTT;
8. Civil servants availed EOL without fulfilling their study obligation;

9. Civil servants availed study leave without fulfilling EOL obligation;
10. Civil servants availed EOL without completing initial duration of five years;
11. Civil servants reporting late from EOL;
12. Civil servants reporting late from study;
13. Accumulation of earned leave of 2.5 days per month for training period more than a month; and
14. Civil servants are kept beyond their superannuation age.

4.6 Human Resource Audit Manual

The HR Audit Manual was launched along with BCSR 2018 on 1st January, 2018. With the HR Audit Manual in place, a system has been set up whereby all procedures are documented. It contains a step by step process of auditing for each HR function along with templates designed to enable any new HR Officers in HRAD to carry out auditing in the Ministries/Agencies/Dzongkhags.

4.7 Way Forward on the Human Resource Audit

The frequency of HR Auditing will be increased whereby every Ministry/Dzongkhag/Agency will be audited once every two years to ensure more compliance and the audit period will be shortened from seven years to two years. Auditing shall be carried out in the 59 Agencies as follows:

Table 46: HR Audit in coming Years

Type of Agencies	Total No. of Agencies	Year 1 (Agencies to be Audited)	Year 2 (Agencies to be Audited)
Ministry	10	5	5
Autonomous Agency	25	11	14
<i>Dzongkhag</i>	20	10	10
<i>Thromdes</i>	4	3	1
Grand Total	59	29	30

In addition, HRAD will continue to build the capacity of the HROs by involving them as part of the Audit Team to carry out auditing across the Civil Service and through regular sessions on the BCSR 2018 during the auditing of the Agencies.

PART 5: BHUTAN CIVIL SERVICE EXAMINATION

5.1 Background

The Civil Service recruitment examination for the 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 have been strengthened to attract and select the best and the brightest graduates through a healthy and fair competition for appointment in the Civil Service based on the principle of meritocracy.

The Bhutan Civil Service Examination consists of the following two stages of examinations:

1. Stage I: Preliminary Examination; and
2. Stage II: Main Examination.

5.2 Preliminary Examination

The objective of the Preliminary Examination (PE) is to shortlist the candidates for the Main Examination (ME) and to ensure a minimum standard required of a candidate. The minimum cut off marks approved by the Commission is currently 50%.

A total of 16,377 graduates appeared the PE over the period of five years from 2014-2018 as shown in the table below:

Table 47: Number of Graduates who appeared Preliminary Examination

Year	No. of Graduates	
	Appeared	Secured 50% and above
2014	2,892	1,245
2015	3,322	1,631
2016	3,536	2,659
2017	3,409	1,025
2018	3,218	1,589

5.3 Exemption of Preliminary Examination for the MBBS Graduates

The Commission exempted the MBBS graduates from appearing the PE since 2014 since the requirement of the MBBS graduates in the Civil Service far exceeded the supply. Further, MBBS doctors are required to register with Bhutan Medical and Health Council (BMHC) in order to practice their profession for which they have to meet the minimum prescribed standards of the Medical Council. In view of the above two factors, the MBBS graduates are required to appear only the Main Examination and obtain the minimum threshold of 50% in the Main Examination for appointment

into the Civil Service and for merit-based placement. Of the 167 MBBS graduates who have appeared the main examination in the last five years, only three candidates in 2011 and one candidate in 2016 could not obtain 50%.

5.4 Conducting the Preliminary Examination in Different Regions

With the aim to reduce the burden on the candidates to travel to Thimphu just for appearing the PE, the Commission offered Mongar in the East as an alternate venue for the graduates to appear the Preliminary Examination in 2015. Subsequent arrangements were made with the proposal of Gelephu as another alternate venue in the South-Central region for the PE in 2016 and for the following two years this arrangement was made available. However, the Commission's offer did not materialise as there were very less candidates opting for PE venues in these proposed regions. Some of the reasons for the candidates not opting to appear the PE in the proposed regional venues were that many students preferred to stay in Thimphu after their graduation to attend the National Graduate Orientation Programme (NGOP) and also because Thimphu offers far better job opportunities than the regions.

5.5 Main Examination

The objective of the ME is to test the candidates' core competencies and their subject knowledge for the final selection. The graduates who obtain 50% and above are required to submit all required documents before appearing the ME.

In the last five years, a total of 7,620 graduates appeared the ME, of which 2,112 were selected based on the requisition submitted by the Ministries and Agencies and in line with their approved staffing as shown in the table below:

Table 48: Number of Graduates who appeared ME and selected into the Civil Service

Sl. No.	Category of graduates	No. of Graduates	
		Appeared	Selected
1	Post Graduate Diploma in Education (PGDE)	718	472
2	Post Graduate Diploma in Financial Management (PGDFM)	1,532	162
3	Post Graduate Diploma in Public Administration (PGDPA)	2,031	189
4	Dzongkha category graduates	362	218
5	Technical category graduates including PGDNL	2,977	1,071
Total		7,620	2,112

Note: 204 PGDE-Dzongkha included in 218 selected Dzongkha category graduates and 31 PGDE-IT included in 1,071 selected Technical category graduates.

5.6 B.Ed. Graduates Recruitment into the Civil Service Streamlined

The Commission did away with the past practice of 100% recruitment of the B.Ed graduates from 2015 with the aim of rationalising recruitment of teachers and to ensure quality of future teachers through the competitive examinations.

A separate examination was conducted for the B.Ed. graduates till 2016, sometime in the month of January of the following year, after their graduation in December. Considering the time required to complete the examination process, the graduates were able to join their place of posting sometime in mid-March only.

The RCSC did not conduct the examination for the B.Ed. graduates in 2017 since there was no supply of graduates from the Samtse College of Education and the Paro College of Education, which are the main institutions offering such courses, in that particular year.

With the change in the academic calendar of the Samtse College of Education and the Paro College of Education, the graduates complete their studies in June of each year, and not in the month of December as in the past. Therefore, the RCSC conducted the examination for the B.Ed. graduates along with the examination for other categories of graduates of the Bhutan Civil Service Examination 2018 in the month of October 2018, aligning their recruitments under the Single Window System and their appointments into the Civil Service coming into effect from the 1st of January of each year as per the requirement of the BCSR 2018.

A total of 2,013 B.Ed. graduates appeared the BCSE, of which 931 were selected based on the requisition submitted by the Ministry of Education and Ministry of Labour and Human Resources in line with its approved staffing as shown in the table below:

Table 49: *Number of B.Ed. Graduates who appeared BCSE and selected into the Civil Service*

Year	No. of B.Ed. Graduates who appeared BCSE	Intake
2014	417	182
2015	575	217
2016	574	279
2017	No examination	
2018	447	253

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

The RCSC published its first report on the 'performance of the graduates from different institutions in the BCSE from 2011 to 2015' in 2015. A similar report was also published in 2016 and 2017.

While there are a few candidates who have studied in institutions based in countries such as Australia, Bangladesh, China, France, Malaysia, Nepal, Philippines, Sri Lanka, Thailand, UAE, UK and USA, most of them who study outside Bhutan are from institutions based in India given its proximity and affordability.

The performance of the candidates would, besides other factors, depend on the quality of the teaching and learning in the respective institutions, calibre of the individual candidates, and availability of approved vacancies in the Civil Service for particular year of the examination.

The objective of the report is to provide useful information to the parents and prospective candidates in identifying good colleges during admission besides serving as a feedback for the institutions.

5.8 Postal Ballot Facility for the BCSE Candidates

Since the poll day of the primary and general elections of the 3rd National Assembly took place around the same time as the BCSE 2018 schedule, the RCSC requested the Election Commission of Bhutan to facilitate the BCSE 2018 candidates to vote through the 'postal facilitation booth' from Thimphu as many candidates were required to stay in Thimphu for the BCSE activities. Such an arrangement not only helped the candidates to avoid travel time to their respective constituencies but also helped the candidates to prepare for their examination besides exercising their franchise in the 3rd National Assembly elections.

5.9 Selection of Cadet Officers in the Royal Bhutan Police (RBP) from the pool of BCSE graduates

Starting from 2016, the Royal Bhutan Police (RBP) has been recruiting cadet officers from the pool of graduates who have cleared the BCSE threshold on the understanding established with the Commission to share the result of the BCSE with the RBP after every BCSE, based on which the recruitment of Cadet Officers in the RBP is carried out.

5.10 Drug Test as part of Medical Fitness Certificate

The Commission introduced the drug test as part of the medical fitness certificate for the appointment of the successful candidates into the Civil Service effective from January 2018. The move to conduct the drug test is to support the national effort to deter drug use, especially among the youth and to uphold the Civil Service Code of Conduct which explicitly prohibits indulgence in intoxicating substances while in the Civil Service.

The drug test is carried out in accordance with the 'SOP for Drug Test in the Civil Service' and with the guidance from the Bhutan Narcotic Control Agency (BNCA). Only selected candidates confirmed for placement in the Civil Service undergo the drug

test. Out of 399 BCSE 2017 selected candidates, two candidates tested positive during the drug test. On appeal, the RCSC reconsidered one of the cases after confirmation from the JDWNRH that the candidate was on prescribed medication during the time of the test and the other candidate was referred to BNCA for medical counselling and further treatment to help the candidate. Similarly, 737 BCSE 2018 selected candidates were screened through the 'drug test' and all candidates cleared the test.

Furthermore, the requirement for the Medical Fitness Certificate for those appearing for the BCSE was also changed starting from 2017. Earlier, all those appearing for the ME had to produce a Medical Certificate, leading to a waste of time, money and resources for the unsuccessful candidates. Now, only those who have been selected have to produce a Medical Fitness Certificate for employment.

5.11 Bhutan Civil Service Examination System Enhancement

Under the Austrian Development Agency funding, the RCSC has initiated the enhancement of the BCSE system, especially the development of the item banking which is a repository of test items to be used for the examinations. It is envisaged that with the item banking in place, it will not only validate the test items but also improve the mechanism for storage of test items, generate test items using the dynamics of a sound proven selection process, and enhance the analysis of the test items.

The RCSC has also upgraded the earlier BCSE system with new updated features synchronised to the latest technology in the market. The current system has additional features such as archival storage, automation system, SMS notification, etc. to further enhance a smooth examination processes and store examination data accurately and with a high degree of data safety.

5.12 Cost of Bhutan Civil Service Examination

The cost incurred for conducting BCSE was Nu. 10.451 M a year on an average. The cost is incurred mainly for paying honorarium for various resource persons, other resources and logistics arrangement. The examinations are conducted in the examination centers spread over schools in Thimphu.

In 2018 alone, RCSC engaged 364 invigilators for the PE and 227 invigilators for the ME to administer the examinations, mainly teachers in their respective schools who have expertise in the conduct of examinations, with support and central coordination from the RCSC.

In the viva voce panel, RCSC mobilises a pool of resource persons from other Agencies based on the relevancy and their fields of specialisation. The panel interviews are chaired by the Commissioners, civil servants in EX/ES positions and some superannuated civil servants who have held EX positions during their tenure. 144 officials participated as members of the various interview panels in the BCSE 2018 alone. The RCSC engages superannuated civil servants in evaluation of the written

examinations and as panelists for the viva voce every year keeping in line with the aims and objectives of keeping the ex-civil servants engaged.

For the preparation of the resources for the examinations and evaluation of the papers, RCSC identifies experts who have a very high degree of professionalism and integrity in addition to in-depth knowledge and specialisation in their relevant subjects. A total of 83 resource persons were mobilized for the preparation of the examination resources and 72 resource persons for evaluation of the written examination papers during the BCSE 2018. Besides assessments, all examination papers are verified and re-verified by different dedicated teams from the RCSC to ensure timely and an error-free examinations results. The examination materials are handled with the highest degree of professionalism, integrity and confidentiality.

Further, RCSC has facilitated candidates to sit for the BCSE with special needs based on the need every year. The ordinary examination resources are transcribed in braille prior to the examination. The candidates write their examinations in braille, which is reproduced with the help of resource persons, for evaluation with the papers of other candidates, keeping the candidates identity undisclosed.

5.13 Induction Programme for the New Recruits

In the past, only the Technical Category graduates were given an induction programme which was organised in collaboration with the Royal Institute of Management. Given its importance to provide proper induction to the new recruits in the PMC before joining their places of posting, RCSC started conducting the two-day Induction Programme for all the BCSE selected candidates who are appointed into the Civil Service on the 1st January, 2019. A total of 652 graduates attended the Induction Programme. The objective of the Induction Programme is to familiarize the new recruits on the Government Plans and Programmes, Bhutan Civil Service Rules and Regulations, Civil Service Code of Conduct, and other related areas. Besides providing induction on the relevant rules and regulations of the Civil Service, RCSC also invites other Agencies like the Anti-Corruption Commission, Royal Audit Authority, Ministry of Finance, Gross National Happiness Commission, National Pension and Provident Fund and the Royal Insurance Corporation of Bhutan where the candidates are briefed on the mandates of the Agencies and also sensitised on the roles and responsibilities of each individual civil servant.

PART 6: HUMAN RESOURCE COORDINATION SERVICES AND OTHER REFORM INITIATIVES

The Human Resource coordination services are a cross-cutting initiatives of the Commission in addition to other major reforms. These are aimed at building sub-systems to support the overall human resource management.

6.1 Strengthening the Roles and Competency of Human Resource Officers (HROs)

Unlike in the past where HROs were confined to carrying out more of an administrative/ clerical works, today's HROs are being groomed systematically to discharge the roles of the strategic partner, change agent, administrative expert, employee champion and integrity advocate. This has become important given that the key resource of any agency is its human resource.

RCSC as the Parent Agency of the HROs have been initiating a number of capacity development programmes for them. The Commission approved three levels of HRO competency training:

1. HR Foundation Course for New HROs
2. Competency Development I for HROs in P5 and P4;
3. Competency Development II for P3 and P2; and
4. Competency Development III for P1.

As of now 81, HR Officers have been trained on the Competency Development - I in 3 batches.

Besides the three levels of competency training, all new HR Officers have also been provided two weeks of HR Foundation course. This training is mainly for new HR officers who first join the service as HR Officers after completing their PGDPA. The HR Foundation Course for the year 2019 was conducted at the Financial Institutions Training Institute (FITI), Thimphu from January 7- January 23 and was attended by 12 new HR Officers.

The RCSC as the Parent Agency for all HR Officers has developed a Generic IWP for the HR Officers to ensure a common minimum standard for HR Service delivery across all Agencies. The Generic IWP for HROs was developed by the RCSC Secretariat as the minimum number of activities that all HR Section should carry out and all Agencies have been asked to adopt these activities as applicable to all relevant HR Officers. The RCSC also sets targets for the activities as 'Good' as a minimum standard. Supervisors have been directed to evaluate the achievements of their HR Officers based on the standard targets set. Evidence for the evaluation of targets which are system based are generated through the CSIS by the RCSC and shared with the respective Agencies at the end of the fiscal year as inputs to the individuals' performance assessment.

6.1.1 Way Forward on Strengthening the Roles and Competencies of the HROs

Professional development of HROs will continue to be the priority programme of the RCSC. Every HRO will be equipped with the minimum prescribed competencies. Further, RCSC is actively working towards developing institutional ties with recognised regional/international body for the professional accreditation/branding of HROs which will professionalise HR functions and promote recognition of HROs.

6.2 Human Resource Committees (HRCs)

The HRCs have been strengthened across the Agencies by the present Commission with the issuance of clear guidelines, amongst other, on its roles and responsibilities, composition of its members, proceedings, delegation of authority and accountability. Strengthening the HRCs in the Agencies will facilitate the Commission to delegate more authority in the future on HR matters and also ensure that all Civil Service matters are decided by the civil servants themselves.

6.3 Human Resource (HR) Conference

HR Conferences are held regularly to enhance efficiency and effectiveness of HROs and services delivery of HR Division through improved coordination and communication. The Conference serves as a platform to share the best HR practices besides promoting networks among the HR professionals. This also provides opportunities for the HR Officers to raise common and important concerns with the RCSC officials directly and ensures accountability to HR fraternity by RCSC of their decisions.

The Conference is attended by more than 100 HR professionals annually from the Ministries, *Dzongkhags* and other Agencies. It is facilitated by Commissioners, Director and Division Heads, and chaired by the Chairperson of the RCSC. During the present Commission's tenure, a total of four rounds of Conferences were held in different venues. The detailed information of HR Conference held during the present Commission's tenure is shown in the table below.

Table 50: Information on HR Conference

HR Conference	Theme	Objective	Venue	Date
1	HR as a Strategic Partner	1. To bring all HROs on the same page on the reforms 2. To introduce the new Terms of Reference (ToR) of HROs 3. To strengthen HR fraternity and HR profession	Gasa	12-14 April, 2016

HR Conference	Theme	Objective	Venue	Date
2	Enhancing HR Services	1. To update on the Five Key Reforms	Gelephu, Sarpang	10-12 April, 2017
		2. To ensure uniform understanding of BCSR 2012		
		3. Consultation on amendment of BCSR 2012		
		4. To enhance the esprit de corps within the HR fraternity		
3	Better Civil Service for a Brighter Future	1. To sensitise on BCSR 2018	Pabang, Zhemgang	12-14 March, 2018
		2. To share best HR practices		
		3. To share idea on RCSC as a role model organisation		
		4. To resolve common HR related issues across the Civil Service		
4	Rethink HR 2019	1. Thought Model to improve EQ	Tsirang	25-27 February, 2019
		2. Sensitisation on Generic IWP for HR Officers		
		3. Common understanding on ModEx Processes		
		4-G-Suite for HR Officers		

6.4 Design Thinking (DT)

The RCSC, in collaboration with the Singapore Polytechnic (SP) and the Temasek Foundation (TF), Singapore initiated and implemented the capability development programme for the Civil Service leaders and officers through the DT Workshop on a cost sharing basis. The objective of the programme was to inspire and promote innovation among the civil servants by fostering a 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 government services. It is based on the conviction that civil servants as the service providers should find value in making a difference in the lives of the service users. The key idea is 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.

A total of 23 PMC civil servants were initially trained as Master Trainers who further conducted a series of cascading workshops and 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 stages of implementation:

1. Kolkata Referral System (Health Services);
2. Patient Waiting Experience at Out Patient Department (OPD), JDWNRH; and
3. Rural Timber Project.

Furthermore, the Design Thinking concept was also used for the following projects/ programmes:

1. Identification of issues and solution for Managing for Excellence (MaX) system for the RCSC;
2. Electronic Patient Information System (ePIS) for Ministry of Health; and
3. Master Plan for Clock Tower Square Revitalization by Thimphu *Thromde*.

In order to institutionalise the DT in Bhutan, RCSC implements Annual DT Workshops and mobilizes DT practitioners to take up projects with an aim to improving public service delivery. Further, RCSC in collaboration with RIM and RIGSS have instituted DT as a programme in both the institutes.

6.5 Framework for Competency -Based HR Development for Civil Servants

The Royal Civil Service Commission in collaboration with Singapore Polytechnic International, and with funding support from the Temasek Foundation International (TFI), Singapore launched the programme on “Competency-Based Framework for Civil Service” on 6th August 2018 at Royal Institute for Tourism and Hospitality. The programme is aimed at building the capabilities of the civil servants to enhance professionalism, growth and development in the Civil Service to ultimately enhance efficiency and effectiveness of service delivery. The outcome of the programme will increase the capability of the participants in developing and designing Competency-Based Frameworks and bring out systemic change by putting in place a Guide Book on the Competency-Based Framework for the Civil Service and the implementation of the Framework in making many HR related decisions.

The Civil Service Act of Bhutan 2010 mandates that the Royal Civil Service Commission builds and maintains the capacity and competency in the Civil Service. To fulfill this mandate, a significant amount of funds have been committed in HR development areas in every Five Year Plan. In the past, the training needs were not necessarily assessed and structured on the competency needs of the organisations. The competency based programme is initiated recognising the need to develop a Competency-Based Framework for all the positions in the Civil Service. Such a Framework will guide all Government Agencies, especially the Parent Agencies, to identify the skills need of the employees towards achieving the organisational goals. This initiative will also help in the continuous development and professionalisation of the civil servants to deliver their responsibilities effectively and thus enhance productivity.

The Competency Framework will guide the utilisation of the 12th FYP HRD budget, especially the short term training, pre-service training, carry out succession planning and talent management, reduce skills mismatch and have a structured competency-based management practice in the Civil Service organisations. During the period from August - December 2018, a set of competency framework for seven positions (viz: Principals, Finance Officers, Civil Engineers, Nursing, TVET, Immigration, and Forestry Officials) have been developed by the civil servants themselves through a series of validation and consultation with the relevant stakeholders across the country.

The training need assessment carried out based on the Competency Framework for the seven Frameworks revealed that there is a need to relook at the Pre-service Trainings at RIM to match the training outcome with the Behavioural Indicators, introduce onboarding programmes for the new recruits in Technical Services, implement targeted “On The Job” Professional Development Programmes and provide mentoring at workplace.

6.5.1 Way Forward for the Competency-Based Framework

50 participants have attended a total of 25 days of the Workshop and developed a framework each for the seven positions. The 50 participants will now be the pool of experts in the Civil Service that can be tapped to build Competency Framework. 25 participants of the 50 have developed a comprehensive Guidebook that will be used as the step by step reference document to develop the competency framework and building the capabilities of other civil servants on how to develop/apply the competency framework. As part of the ongoing collaboration, the 50 trained by SPI would build capabilities of another 100 civil servants in developing Competency Framework. Experts from SPI would provide hand holding during the project duration.

Going forward, the RCSC should continue the development of Competency Frameworks for all the major occupational and sub groups. During the FY 2019-2020, competency framework for another 16 MOG/SG will be developed.

The Competency Frameworks can be used for many HR related programmes. For the immediate need, it will be used as the basis to conduct the training needs assessment against each Behavioural Indicators and design training curriculum to get Behavioural Indicator required. The STT programmes/calendar should be drawn as per the training matrix approved by the Commission, so that limited resources are used optimally.

The Competency Frameworks should be validated from time to time and made relevant to the present and future needs.

6.6 Action Learning Workshop (ALW) - Coaching Skills for Managers and Supervisors across the Civil Service

A series of workshops to train all the Executives/Chief/Heads/Supervisors of the Department/Divisions/Sectors/Sections on the coaching skills was initiated in July

2018 to ensure timely and continuous coaching between the supervisors and the employees. The ALW encourages the supervisors to continuously engage and involve their employees for efficient and effective service delivery. Having identified in-house facilitators from within the Civil Service, they were given training by the Chairman and Commissioners of the RCSC. The ALW was then conducted in various *Dzongkhags* simultaneously by 10 teams training more than 1,500 supervisors across the Civil Service.

With the positive feedback from the participants, the civil servants in the Executive group were also similarly trained on the coaching skills in the “Coaching the Coach” series. The AWL will be organised for all the relevant civil servants towards improving the performance of the employees in the future.

PART 7: CIVIL SERVICE INFORMATION SYSTEM AND INFORMATION SYSTEM UPDATES

7.1 CSIS Accuracy

As the central personnel Agency of the Royal Government, the RCSC maintains records of all civil servants. Accurate, comprehensive and up-to-date information on civil servants is of paramount importance for all executive decisions on human resource issues. Therefore, the Royal Government in general and the RCSC in particular has always placed a very high priority on accuracy and comprehensiveness of the Civil Service information System (CSIS). To this effect, the RCSC started a nationwide information correction exercise across all Civil Service Agencies starting in August 2014 to create a reliable baseline data for the CSIS. As of 30th June, 2015, only 67.08% accuracy level of CSIS was achieved. The second phase was conducted in March 2016 with the objective to achieve at least 95% level information accuracy in the CSIS. Given the various challenges system associated with technology, new system development and the dynamic nature of recruitment, transfer, promotion and training of civil servants, this is a high level of accuracy. As of December 2018, 95.19% of civil servants confirmed the accuracy of their CVs. To ensure that information accuracy is always maintained, the following are some of the strategies and control mechanisms that have been put in place.

7.1.1 System Control

A control mechanism in the CSIS is being developed where a civil servant will not be able to proceed with any HR action if the civil servant has not verified his/her CV.

7.1.2 Single Source of Truth

Information on civil servants from CSIS is enforced as the single source of truth for all information related to the civil servants. All external systems where civil servants information is being used will be linked to the CSIS through the Data Hub implemented by the Department of Information Technology and Telecom (DITT).

7.1.3 Common IWP for all HR Divisions

Besides technological updates to ensure the accuracy of information, RCSC has cascaded its APT into IWPs for the HR Divisions of the line Agencies. For HR Divisions in line Agencies, maintaining an up to date Civil Service information is one of the mandatory targets.

7.2 Technology Initiatives in the Last Five Years

Given the great efficiency gains that can be achieved through adoption of IT and multi-media, the following technology initiatives were carried out in the last five years:

Table 51: *Technology Initiatives carried out in the Last Five Years*

Technology Initiatives	Summary of the Project	Year of implementation and Status
SMS Gateway	For effective and efficient service delivery to the civil servants, SMS features have been introduced. The following features are provided: <ol style="list-style-type: none"> 1. Alerts on HR actions; 2. For checking BCSE Results; 3. For sending mass notifications to all civil servants and Exam candidates. 	2016 - Implemented
LAN Re-Vamp	Whole of RCSC Local Area Network has been upgraded to provide more stable and faster internet access. 10 mbps internet access has been upgraded to 16 mbps; and Hardware and internal wiring has been upgraded.	2017 - Implemented
Website Revamp	RCSC website www.rcsc.gov.bt which receives huge number of daily visitors has been re-designed for better usability. Dzongkha version of the website has been launched.	2015 - Implemented
LFS	A new system Leadership Feedback System (LFS) has been developed and deployed.	2016 - Implemented
MaX Online	A new system to manage the Managing for Excellence (MaX) has been developed and deployed.	2017 - Implemented
Item Banking	Item banking is a repository of test items for the Bhutan Civil Service 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.	2019 - Development to be completed by Feb 2019
Move to GDC	For better security and reliability, core RCSC systems: namely, CSIS, MaX Online and LFS have been successfully moved to the Government Data Center (GDC).	2016
Data Hub Initiative	To establish the single source of truth, civil servants' data have been made available on the Data Hub maintained by DITT for consumption and data sharing with other Agencies.	2018

Technology Initiatives	Summary of the Project	Year of implementation and Status
BCSE Online System Upgrade	<p>BCSE Online System is core to the conduct of the Bhutan Civil Service Examination (BCSE), it enables the candidate to register online, manages candidate's scores, attendance and generates various other management reports. It has made the overall 'exam management' much more accurate and manageable for all concerned. With the changes in the policy, the increment change in the system is also constant. For further enhancement of the system, initiatives are underway to upgrade the present system to the latest technology and also introduce few new features, like the ability to merge the B.Ed and BCSE Exam, linkages to census API from data hub, provision for candidates to view their own results from the registration page, auto assignment of registration number for each year of the Exam, SMS notification, and system generated attendance system.</p>	2019 - Implemented
CSIS	<p>The CSIS is a vital Govt. 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 3 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 processes involving actual CSIS users. The updated CSIS is envisioned to be an intelligent system with many user friendly and automated functions.</p>	2019 - Development to be completed by June 2019
Digital Archiving	<p>RCSC serves as the "Institution of Civil Service Records". It has been maintaining hard copy of the personal files of all the civil servants. With the growing volume of documents and related issue of storage, security and the risks of losing the file to natural calamities, digital archiving of personal files has become a necessity.</p>	2019 - Development to be completed by March 2019

7.3 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. Till date, the MaX menu has a total of 151,232 views, which is significantly more than other menu. 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.

PART 8 - ADMINISTRATIVE ACTIONS

8.1 Disciplinary Actions

The Civil Service Act of Bhutan (CSAB) 2010 has the following provisions on the Administrative Disciplinary matters:

Section 27 (n) states that “The Royal Civil Service Commission as the central personnel agency of the Royal Government shall exercise general disciplinary control over civil servants through the enforcement of all rules, regulations and relevant laws”

Section 79 states that “completion of a criminal trial or civil suit against a civil servant in a court of law shall not preclude the Disciplinary Committee from exercising jurisdiction under this Act”

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

Therefore, as per RCSC’s record, of the 38 civil servants prosecuted before the Court of Law during the period from April 2014 till December 2018, the respective Agencies had taken administrative actions ranging from demotion to termination against all 38 civil servants.

8.1.1 Administrative Actions taken by the Agencies

Further, based on the delegation of authority, and as per the RCSC’s records, the Agencies through their respective Human Resource Committees (HRC) have taken administrative actions against civil servants. Since April 2014 till December 2018, a total 64 civil servants have been issued with administrative actions by the Agencies.

8.1.2 Complaints Sharing from the ACC

In 2017, the ACC and RCSC established an understanding that the cases forwarded by ACC to RCSC will pertain to administrative matters of the civil servants only. Since the RCSC is the final authority for administrative matters vis-a-vis civil servants, such matters will end with whatever actions the RCSC deems fit in line with CSAB 2010 and BCSR 2018. However, other cases related to corruption, will be dealt by the ACC in line with its mandate. Therefore, during the last two years, the RCSC received 89 administrative cases from the ACC. The RCSC, as per the delegation of authority to impose administrative penalty as provisioned under the Section 19.3.6 of the BCSR 2018, forwards the cases to their respective Agencies to complete appropriate administrative disciplinary process and to submit actions taken report to the RCSC.

8.1.3 Appeal of Administrative Disciplinary Actions

As provisioned in Section 77 of the Civil Service Act of Bhutan 2010, a civil servant aggrieved by a decision of the Disciplinary Committee of the Agency has the right to appeal to the Appellate Authority.

Section 78 of the CSAB 2010 also states that the appellate authority shall be vested in the Ministries, Royal Civil Service Commission and the Administrative Tribunal. Constitution of the appellate authorities and process for appeal shall be as prescribed in the BCSR. Presently, in the absence of an Administrative Tribunal, the RCSC serves as the highest Appellate Authority for any administrative cases pertaining to civil servants.

8.2 Alternative Dispute Resolution (ADR)

ADR mechanism in the Civil Service was introduced with the revised Bhutan Civil Service Rules & Regulations 2018 (BCSR 2018). As provisioned in the BCSR 2018, the disciplinary procedure in the Civil Service shall be governed by the following guiding principles:

1. Alternative Dispute Resolution (ADR) Mechanism;
2. The Rules of Natural Justice; and
3. Upholding the Rule of Law.

The purpose of ADR mechanism is to probe causes of misconduct together with the employee and to jointly identify means of correcting the unacceptable conduct. ADR 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).

ADR is an effort to address employee misconduct using a method other than a disciplinary inquiry to resolve, reduce, or even eliminate workplace disputes that might emerge from a circumstance where disciplinary action is not necessarily appropriate and effort is given towards an amicable resolution. However, If during ADR, it transpires that the alleged misconduct is of a more serious nature than initially thought, the Agency shall terminate the ADR and forward the case to Disciplinary Committee of the Agency or if the civil servant is not satisfied with the ADR, the Agency may terminate the ADR and forward the case to Disciplinary Committee.

ADR in the Civil Service can take many forms such as mediation, counseling, guidance or training for less serious offenses with civil servants whose conduct needs correction.

8.3 Appeal to the Court of Law on HR Audit Finding Decision

There are one or two cases where the civil servants have appealed before the Court of Law against the decision rendered by the Commission. For instance, while conducting

HR Audit in Agencies, it was observed that there were several in-eligible promotions granted by the Agencies without fulfilling the minimum promotion criteria. The Commission, based on the HR Audit Report findings, revoked such promotions. Subsequently, two civil servants appealed before the Court of Law against the decision to revoke their promotion by the Commission. The Royal Court of Justice is yet to render its judgment on the case.

8.4 Refund of Study Obligation: Non-Adherence to Letter of Undertakings

There were cases where the recipients of the RCSC identified DAHE scholarship failed to return and work for the country as intended and required by the Scholarship terms and conditions. In particular, the Royal Audit Authority had issued Audit memo to the RCSC regarding the MBBS Doctors who did not return upon completion of their studies from AIIMS before 2016. This happened mainly in the past due to lack of proper monitoring of long-term studies and lack of proper protocol in handing-taking-over of undergraduate students between the RCSC and DAHE wherein DAHE administers the undergraduate scholarships and is expected to handover the students to the RCSC upon completion of their studies. Such lapses have been addressed now through establishment of tight protocol on the handing-taking-over of undergraduate students and by updating the undertakings to be signed by the students and guarantors.

The Commission made concerted efforts to track all such past cases and managed to appoint most of them in the Civil Service after making them compulsorily sit for BCSE, signed additional bonds with few who are pursuing higher degrees except two Doctors who preferred to refund their study obligation. The Commission accepted the study refund as per the rules and regulations in force.

PART 9 - NETWORKING AND LINKAGES

Networking and linkages with other Agencies and institutions is important for the RCSC to draw on their support in order to leverage its own capacity, understand problems from a holistic perspective and co-create effective mechanisms towards addressing 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.

9.1 Networking and Linkages with In-country Institutions

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

9.1.1 Constitutional Offices

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

9.1.2 Royal Institute of Governance and Strategic Studies (RIGSS)

The RCSC collaborates with RIGSS on building the capabilities of the civil servants in the leadership capabilities. The flagship programmes organised jointly between RCSC and RIGSS is the Bhutan Executives Services Training (BEST) for the civil servants in Executives and Specialists positions. The civil servants are the major participants in SELP, FLP, YPLP, BFSP. The RCSC also supports RIGSS with DT master trainers to co-facilitate the DT programmes in the YPLP. The Commission supports RIGSS with extra considerations in terms of HR requirements for the Institute. The Commission and RIGSS have also signed a MoU to cement their future collaboration.

9.1.3 Royal University of Bhutan (RUB)

The RCSC and RUB signed a MoU on the 18th of 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 needs 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 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 the RUB colleges, RCSC also provides feedback on the relevance of courses for employment in the Civil Service. For example, RCSC communicated to the RUB on the need to improve the curriculum of the Bachelor Degree in Himalayan Studies offered in the CLCS, Trongsa in order to make the graduates eligible for PGDE course (history). Similarly, RCSC also informed RUB on the need to plan the recruitment of its faculty from the Education Sector without causing disturbance to the academic sessions of schools.

9.1.4 Khesar Gyalpo University of Medical Sciences of Bhutan (KGUMSB)

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 enhance the 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 their graduates into the Civil Service and other related issues. The Commission has also informed the KGUMSB to start developing its own faculty without relying too much on the medical professionals of MoH and JDWNRH.

9.1.5 Royal Institute of Management (RIM)

The Royal Institute of Management trains BCSE selected graduates who enter into the Administration Service, Finance Service and Technical Service (Law) by offering a one year Post Graduate Diploma programmes in Public Administration, Finance and Law. Since these selected graduates are an important group of the future civil servants, RCSC and RIM interact on a periodic basis to ensure quality of these courses especially for the PGD categories which provide new recruits for various Superstructure groups.

The Institute also provides Diploma programmes and other short-term courses to meet the needs of the Civil Service. Efforts are underway to align the RIM training courses with the overall HRD requirements for the Civil Service.

9.1.6 MoU with Anti-Corruption Commission (ACC)

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 two parties to mutually resolve HR issues in the ACC, promote ethics and integrity, educate and prevent corruption in the Civil Service and provide access to/exchange information. Toward this end, the RCSC has been providing a 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 the ACC to enforce training on ethics and integrity, managing conflicts of interest, asset declaration, and gift registration in all the government Agencies.

9.1.7 MoU with *Zhung Dratsang's* Institute of Science of Mind, Simtokha

The RCSC signed a MoU with the Institute of Science of Mind (ISM) on 19th March, 2019. The purpose of the MoU is to collaborate on the training stages of Meditation (Bhavana Karma), promote and cultivate mindfulness, and enhance Emotional Intelligence among civil servants. To accomplish this, ISM in partnership with RCSC, will provide the training to all civil servants starting with those holding leadership positions such as Executives, Specialists and P1 positions. The programme shall be conducted twice a year with 60 participants in each session.

9.2 Networking and Linkages with 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.

9.2.1 Union Public Service Commission (UPSC)

The RCSC 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 and 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 a Commissioner visited UPSC in 2018 to learn the best practices, mainly for the conduct of Civil Service Examinations. Further, the UPSC has shown a keen interest to help RCSC towards further strengthening its institutional capacity.

9.2.2 Member of SAARC Public/Civil Service Commission

The RCSC 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.

9.2.3 RCSC as Participating Member of Regional Hub of Civil Service of Astana

RCSC signed a letter of intent to join as a participating Member with the invitation of the Regional Hub of Civil Service of Astana, Kazakhstan on November 3, 2016. The 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, one of the Commissioners and an official of the RCSC attended the ACSH Annual Conference “Public Service Excellence in the Era of Sustainable Development Goals” held from 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.

Bhutan also participated in the global study on motivation of public servants conducted in developing countries. 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 the Civil Service.

The study assessed that the following elements 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” (Schaufeliet 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 their 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 that there is 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.

9.2.4 Collaboration with Temasek Foundation International (TFI) and Singapore Polytechnics (SP)

The 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 a citizen-centric mindset, generate innovative solutions, improve public service delivery and enhance the users’ 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 identified the following five design thinking projects to improve the public service delivery in the Government Agencies.

1. Nurture and Lift by GNHC: to solve the HR issue of District Planning Officers under GNHC.
2. My Water by MoWHS and the Thimphu *Thromde*: to solve the water problem within the Thimphu vicinity.
3. MoLHR and MoEA: to solve the employability issue of the fresh graduates.
4. APEX-Connect 360 by the RIM and the RCSC: improve PGDPA (Post Graduate Diploma in Public Administration) course to better serve the Civil Service needs.
5. HoPE Scheme by TCB and RITH: to enhance professionalism in the 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.
9. Design Thinking Project on Electronic Patient Information System.
10. Master Plan for Clock Tower Square Revitalization by Thimphu *Thromde*.

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 been successfully completed.

The second collaboration with the TFI-SP is on “Competency-Based Framework for Public Service Programme.” The programme was launched on 6th August, 2018. During the launch of the Programme, Ms. Lim Soo Hoon, the Former Permanent Secretary of Public Service Division of Singapore gave a talk on the “Public Service Transformation: The Singapore Experience“. This on-going collaboration has trained 50 Officers in developing Competency Framework, developed seven Competency Frameworks, developed a guidebook and will conduct cascading trainings to another 100 officers and continue developing competency frameworks for other professional groups. Under the ongoing collaboration, SPI also conducted a mind-set transformation: Manage Change and Embrace innovation to help officials implement change.

The collaboration with TFI-SP would transform professionalisation of the Civil Service. Capacity building activities will be focused towards the behavioural indicators required in the performance of the job.

9.2.5 Collaboration with “Search Inside Yourself” Leadership Institute

The Search Inside Yourself (SIY) programme began at the Google company over 10 years ago and has spread to more than 100 cities, providing skills training to individuals, organisations, and Government Agencies. SIY helps individuals to develop the practice of mindfulness in order to build emotional intelligence skills, improve focus, and to become more resilient and compassionate.

The RCSC and the Search Inside Yourself Leadership Institute (SIYLI), are collaborating on a project to bring mindfulness-based emotional intelligence to the Bhutanese civil servants. The programme teaches practices and provide tools that supports the flourishing of wisdom and compassion, so that individuals can create a better world, starting with themselves and from the inside out. An understanding note was signed between the RCSC and the SIYLI in March 2019.

The main objective of this project is to provide all Bhutanese civil servants with the tools of neuroscience-based mindfulness and emotional intelligence, through their experience and training gained by attending an SIY programme.

The RCSC conducted a two days SIY programme for the Executives from 11-12 March, 2019 to advocate and introduce the SIY to the Executives in the Civil Service who in turn will recommend the potential candidates from their respective Agencies for the SIYs Training of Teachers programme. Further, SIYLI has been conducting Training of Teachers (TOT) since August, 2019 which will culminate into certification of teachers and thereby promote multiplier effects of the mindfulness-based emotional intelligence in the wider community.

PART 10 - KEY ISSUES AND CHALLENGES

10.1 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 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 towards providing 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.

As parliamentary democracy is new in Bhutan, the division of responsibilities between politicians and bureaucrats is still evolving. For example, there have been instances in the past where Ministers have sought direct intervention in HR matters of the Agencies. However, RCSC has made it clear that all HR matters must be conducted in line with the CSAB 2010 and BCSR. In general, the division of responsibilities between the Ministers and the bureaucrats are self-evident i.e. they should devote their efforts to strategic/policy issues of the Ministries while bureaucrats provide professional services, implement the policies and generally take care of all operational matters. Going forward, it will be important to have a legal basis articulating this division of responsibilities, which could be considered when legal provisions are being enacted for the GNH Commission or the Committee of Secretaries.

The concerns related to civil servants, mostly at the time when seniors in executive positions join politics immediately upon their resignation was also reported in the media. While there is a cooling off period prescribed for political candidates to join Civil Service, it is not mandatory for civil servants who like to resign and join politics. Such a practice could lead to misuse of power by the civil servants by supporting a political party they intend to join. In order to address such a situation, appropriate laws, rules and regulations may have to be put in place by relevant authorities in the immediate future.

It has become important to create this awareness so that the institution of the Civil Service remains strong even as civil servants work closely with successive elected Governments. The Commission stresses on this issue in the Annual Executive Forums and Roundtable Meetings.

10.2 Maintaining “Small, Compact and Efficient” Civil Service

Maintaining a “small, compact and efficient” Civil Service has been a daunting challenge for the RCSC since the Civil Service is the single biggest employer of the 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 constitutional obligations placed on the

Government, such as free education and primary health care services as well as basic infrastructure in a rugged mountainous terrain with scattered settlements, optimising human resources will remain a constant challenge. Health and education account for 80% of the total increase of 4,628 civil servants since 2013 which is attributed mainly to meet the minimum human resource standards in education and health sectors.

A major concern for the RCSC has been that most of the Acts governing various institutions prescribe specific positions as mandatory which, at times are not utilised fully but contributes to the unnecessary growth of civil servants. In fact, the sharp increase in the Civil Service size since 2008 is attributed mainly due to the proliferation of such positions emanating from new Acts, policies, expansion of infrastructure and executive decisions. In the past, RCSC was generally not consulted during the creation of new Agencies even if it had manpower implications. This problem is now expected to be alleviated if the protocol for Agency creation is strictly followed as provided under the Agencification Framework which, in principle has been approved by the Government.

Another source of concern is politics. For instance, while technically RCSC has assessed that there is no need of certain posts such as *Gedrungs*. However, the RCSC has not been successful in getting the government to support it. On the other hand, the RCSC faces constant pressure to employ more people, regardless of actual needs. In addition, the challenge to maintain a small, compact and efficient Civil Service also comes from suboptimal staff utilisation, an 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 41.3% of the total current budget currently being utilised to meet pay & allowances and contribute towards the provident fund.

However, the Commission has been putting in concerted efforts to contain the growth of the Civil Service through rationalising structural expansion by using the Agencification Framework, LGCF, optimising HR through multitasking, re-skilling, performance and accountability enhancement programmes, streamlining processes and service standards, periodic OD Exercise and HR audit, 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. The Commission also encourages the clustering concept to rationalise the human resource, with the mandate to service all the Government Agencies. The use of technology to enhance productivity and Design Thinking capabilities are also ways to do more with less. 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 the workload and seasonality of the job before providing or approving more permanent positions. Further, the Commission commits to keep 10% of the teachers on contract. However, in the future, with the changing socio-economic and political environment, these strategies may have to be revisited from time to time.

10.3 The Whole-of-Government Approach

The problems we face today, be it at the societal, organisational, national whole or international are complex characterized by issues which are multidimensional, multicausal and non-linear. Such problems which are wicked in nature cannot be addressed effectively through micro management or unilaterally; rather in-depth analysis of such problems from a system perspective becomes critical which requires consultation and coordination amongst wider stakeholders so that solutions do not lead to unforeseen consequences. Above all, the traditional watertight compartments between organisations have to be diffused to address many pressing and complex issues we face today.

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

Further, taking some cases of the Local Government, the findings indicated that many of the *Gewogs* and *Thromdes* do not seem to be functioning on a unitary approach to the governance. There are cases where many of the regional offices do not cooperate fully with the *Dzongkhags* since their line of accountability are to central Agencies although they may be located in the *Dzongkhags*. All these findings indicate that the need to function on a holistic and integrated fashion based on the principle of 'whole-of-government' by promoting intra and inter-agency coordination. It is important that every aspect of organisations have to be seen and analyzed from a system perspective. Making myopic decisions or policies will lead to serious unforeseen consequences or wastage of national resources.

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

10.4 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 the 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 the Government performance and to 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 these issues through the 12FYP flagship programme on e-Government.

It is desired that the Civil Service provides 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 them, was also reflected in the recommendations of the 'National Integrity Assessment 2016' conducted by the ACC. The perception on the 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 the whole of public Agencies and does not reflect specifically to the 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 outlined below:

1. Almost all service delivery issues are captured in C1 recommendations of the OD Exercise and therefore RCSC has provided the support including the creation of a Customer Service Desk in every *Dzongkhag* and *Thromde* and provision of required HRs across all Agencies based on standards. Further, Agencies are also advised to incorporate service delivery targets in their APTs;
2. A continuous effort is being made to build capabilities through the Design Thinking (DT) exercise and encouragement of Agencies to use DT to re-engineer and improve their services. The DT Master Trainers have worked with the MoH, JDWNRH and other Agencies to re-design some of their critical services which will further continue in the future;
3. Staffing requirement of Agencies is vetted through SOPS and TAT which require Agencies to come up with their SOP and TAT for the activities/services;
4. Training opportunities and re-skilling are provided to those who do not have the required skills set;
5. Executives and Chiefs of Divisions are encouraged to have one-on-one

- performance conversations among themselves and with other subordinates on a periodic basis; and
6. While service delivery targets are incorporated in the APA/APT of the Agencies and even in the IWP of the civil servants, these have to be evaluated professionally and objectively to avoid gaming by the Agencies as well as by the individuals. As PMS progresses, clients feedback (including the feedback of both the internal and external clients) must be incorporated so that APA/APT and IWP scores becomes more valid in the eyes of the public.

10.5 Greater Decentralisation and its Impact on the Human Resources

The 12th FYP objective of a just, harmonious and sustainable development through enhanced decentralisation to the LGs will have a significant impact on the resource distribution in terms of both the HR and financial resources. In line with the Division of Responsibility Framework and enhanced fiscal decentralisation of 50% of the budget being allocated to the LGs, the LG will have to implement much of the works executed by the Central Agencies in the 11th FYP. While the RCSC continues to support of the decentralisation efforts, the added capacity needed by the LGs to meet the demands of the increased volume of work remains a concern. Therefore, to ensure a 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 the LGs. Around 58.50% (as on January, 2019) of the civil servants are serving in the 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 the service delivery significantly. Therefore, to ensure a successful implementation of the 12th FYP, the RCSC will conduct a demand based review of the staffing through joint consultations between the Parent Agency, LGs and the 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.

While it may be difficult to provide 100% required human resources across all the *Gewogs* immediately due to lack of required expertise, the cluster concept as tested in the case of ICT might come handy wherein resources could be pooled together in appropriate and convenient centers to respond to the demand of the clients. At the same time, the RCSC must pursue the rationalization of *Gewogs* so that human resource use is optimized without compromise of service delivery.

10.6 Civil Servants' Pay and Incentives

The Commission received a number of feedback from the Executives/Specialists, Chiefs and other civil servants during the BCSR 2018 consultations, Executive Forums and Executive Roundtable Meetings. The civil servants expressed that the Commission should make representation to the Pay Commission when it is established. The most common issues raised by civil servants for consideration are the following:

1. 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 the civil servants in coping up with the rising costs of living and lead a modest life without the stress and distractions of financial worries;
2. While some 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, heads of PPD in some Agencies are given preference in terms of allotment of duty vehicles over Directors of the Directorate Services. Such discrepancy arises due to a lack of proper policies and enforcement of rules and regulations. Such inequities are also reported in terms of some Agencies/individuals enjoying more facilities than others;
4. 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;
5. The stipend for BCSE selected graduates undergoing their one-year pre-service Post Graduate Diploma Course at RIM/RUB is just Nu. 1,500 per month, which is not sufficient even for modest food after calculating the other deductions like the hostel fees;
6. The pension amount that retired civil servants receive now is not adjusted during pay raise making it difficult for a decent living after retirement, and thereby defeating the basic purpose of pension scheme. Retirees have been urging that the pension must be adjusted to both the inflationary costs and structural changes in the pay to afford a modest lifestyle after retirement. Moreover, providing portions of pay as housing allowance has had the effect of further reducing the defined pension benefits, especially for the lower income pensioners.

The present Commission has made its earnest efforts to represent the civil servants in the Pay Commission by raising the key concerns of the civil servants. At the same time, a proposal on pay and perks of civil servants has also been submitted to the Pay Commission for consideration. Perks and privileges of civil servants shall also be documented in close consultation with the Pay Commission and Ministry of Finance. Such documentation will ensure consistency in the administration of entitlements for the civil servants.

10.7 Documentation and Standard Procedures for Continuity, Consistency and Institutional Memory

Standard Operating Procedures and protocols that ensure due process and proper documentation are critical to building strong institutions. As the softer aspects of institution building, these do not get the required attention. Yet, they are critical to provide continuity of policies and programmes, ensure consistency in actions and maintain the institutional memory. In their absence, the strength of institutions will

depend upon individuals but this will not lead to strong institutions. Bureaucracy is a permanent institution of the State. However, its permanency is not with regard to the persons holding offices but due to strong underlying systems and institutional memory. Formal documentation protocols ensure standard procedures and promote transparency and accountability in actions irrespective of the changes in people. They also enhance accountability of civil servants for the professional inputs they provide, which should foster their independence. The functioning of all offices must be spelt out formally so that it becomes an important source of reference for the future and facilitates consistency in all actions.

During the ODE, one of the observations made in most Agencies was the lack of standard protocols for decision making (such as proper white papers) and documentation process in the offices. In fact, some of the major issues being discussed in the media, Parliament and public show the lack of SOPs and protocols that would have necessitated proper discussions and debate with relevant stakeholders prior to a decision. Bureaucrats are responsible for establishing and following such protocols to ensure that political leaders are better informed and advised. Further, with technology, an added concern is the gradual disappearance of hard copies and emphasis on soft copies, which are vulnerable to threats. It is imperative that reliable e-solutions also be developed as soon as possible so that technology does not exacerbate an already weak SOP and documentation culture.

As part of the OD recommendations, under C1 recommendations, emphasis has been given to establishing SOPs and protocols in all Agencies especially in critical areas, to start with, where due process in decision making is critical. The Commission is closely monitoring their implementation. These will go a long way towards institutional strengthening of the Royal Government.

Further, HR Audit of the RCSC, having observed lack of proper documentation across the Agencies, has issued guidelines on the need to maintain a minimum set of documents including the need to maintain files and other documents for a minimum number of years, ensure proper handing-taking-over protocols and safe custody of documents.

PART 11: WAY FORWARD

While this Annual Report has incorporated a section on the “Way Forward”, under Key Reforms and other relevant sections, the following additional points are proposed for the consideration of the next Commission. In addition to the initiatives undertaken by the Commission through the Key Reforms and steps initiated to minimize the challenges and issues as highlighted in the foregoing part of this Report, these additional points could further complement the capacity building of the Civil Service in response to the 111th National Day Address by His Majesty The King.

11.1 Provision of Professional Service by Bureaucrats

Civil servants, as the servants of the State, must uphold its timeless values and goals. As a fraternity of the Royal Civil Service, it is a great honour for every civil servant to serve the *Tsa-Wa-Sum*. Civil servants are the link between the past, present and the successive elected governments. They enjoy the trust of the people and are looked upon for their support as they are the meritocratic elite and neutral servants of the State. Therefore, they must discharge their roles in the most professional way i.e impersonally without any emotional attachment (i.e without hatred or emotion in any official dealing) based on a set of transparent rules, regulations and procedures. When required, they should also be able to provide professional advice even to the political masters. Bureaucrats will be failing in their duty if they do not act professionally. Equally so, politicians must be accountable if they act in contravention to the professional advice of the bureaucrats, especially if their actions led to unpleasant consequences.

There are misconception today in the democratic setting that the role of bureaucrats is relegated only to the implementation of policies and programmes of the Government. Bureaucrats’ participation in the policy making process can have significant impact on the quality of policies. As professionals and having required experience and expertise in one’s field of work, an elected Government has to rely on the bureaucrats to provide expertise and information in order to make rational or evidence-based decisions and policies. Rationality in any decision-making or policy-making process can be ensured only through an in-depth analysis of issues being faced in the organisations, agency or the nation. Hence, collection of required facts surrounding those important issues, proper analysis and presentation of professional recommendations to the Government with options and policy implications of such options is critical.

While ultimately policies are made by the Royal Government, it is important that bureaucrats do their share of work and take greater responsibilities in the overall policy cycle process so that the guiding values, sustainability and the long-term stability of the State are guarded against muddling through approach in policy making process. This helps in crafting national policies in a professional manner and guards against the uncertainties of amateur politics sometimes. Complying with the national policy protocols, professional inputs by the bureaucrats, ensuring proper coordination of policy processes and involvement of key stakeholders will not only ensure quality in policies and provide legitimacy but also guard against policy corruption.

11.2 Standard Presentation of Agencies

The Royal Civil Service Commission has directed all the Ministries, *Dzongkhags* and other Agencies to maintain standard presentation of their respective organisations at all times. This is done mainly to ensure consistency on the presentation of Agency to others, and to promote unity of direction within the Agencies so that everyone is guided towards agreed vision, mission and goals of the Agency. Further, such presentation, if orchestrated well, across the Agencies will align them to the national vision and aspirations. The presentation must touch all key aspects of organisations including the Five Years Plans, Annual Plans, Key Result Areas, Financial Budget and issues and challenges. Above all, these presentations must be linked to the bigger national goals of the State so that individual employees and Agencies identify themselves with the bigger picture of the nation and take pride in achieving them.

All Agencies are required to update their presentations annually and a copy must be sent to the RCSC (ESMD). If required, RCSC will submit such presentations to relevant authorities for better synchronization and directives. Such a practice must be continued in the future.

11.3 Awareness Creation on the HR Costs and its Implication on the National Exchequer

Many Agencies assume, either consciously or unconsciously, that human resources does not entail any costs and therefore do not make minimal efforts or take initiatives to make optimum use of such a resource. Present experiences shows that rationalising human resource by taking into account the costs of such a resource to the National Exchequer is a low priority. In fact, most Agencies take things for granted that human resources will have to be supplied by the RCSC based on traditional rule of thumb without linking it to productivity or services. Similar views are also shared by some public who think that RCSC should not restrict the intake of graduates into the Civil Service. At the same time, there are pressure from some politicians who insist that contract employees should be regularised or all graduates have to be absorbed into the Civil Service jobs without rationalising the vacancy requirements. There are also other views that Civil Service should manage only regular jobs while contract employment should be dealt by the Agencies themselves. However, all these have cost implications. Whether managed within the Civil Service or outside, these have implications on the same National Exchequer. This types of issues have to be considered from the whole-of-government approach.

It is important that every citizen and policy maker properly understands the implication of the human resource costs to the National exchequer. We are confronted with problems from both the ends. One the one hand, there is public and political pressure to recruit more human resources. On the other hand, there is a general resistance among the civil servants to enhance productivity through better performance management and instead resorting to asking for additional staff. Such an attitude from both sides could lead to serious consequences. In fact, more than 40% of the

annual current budget is already spent on the personnel costs. Further, increase in the human resource could affect the availability of fund for other developmental purposes. The present Commission has, in fact, worked out the HR costs for most of the generic positions which must be carried forward by the next Commission. This will facilitate decision making in terms of HR planning and costs. More awareness must also be carried out on the HR costs to the National exchequer. Such awareness is important for the policy makers, heads of Agencies and even for the general public.

11.4 Continuation of Standard Operating Procedures (SOPs) and Turn Around Time (TAT), Daily Log of Activities (LoA) and other tested HR Standards to rationalise Human Resource use in the Agencies

The present Commission introduced the SOPs, TATs and Daily Log of Activities to rationalise human resource requirements across the Agencies in addition to applying sector specific standards e.g., in the Health and Education Sectors. Such standards must evolve and continue to be used in the future as an objective method for determining staff requirements. While Health and Education Sectors have already developed their HR standards, the other sectors must work on such standards in the immediate future so that staff deployment is as per the rational standards rather than rule of thumb as in the past.

The cluster concept of pooling the expertise together and providing services from a center must be applied, where applicable based on the experience that RCSC has gained from the ICT cluster concept. This will be particularly important as we take services to the community levels where impact can be far reaching though pooling of the human resources together. Further, Agencies must also be encouraged or incentivised to adopt technology especially in repetitive work processes or where public service delivery could be expedited with such use.

11.5 Institutionalising Key Changes of the Five Reforms

Any change in the processes implemented will not be complete without fully institutionalising them. While the present Commission took a considerable time to create awareness among the stakeholders on the importance of the reforms and implemented them across the Agencies, it takes time to solidify such changes into a desired mould of creating a responsive and productive Civil Service that can serve the Royal Government in perpetuity. The task of institution building, which is what the work of RCSC is all about, requires the test of time for the full benefits to flow. This is especially critical given the magnitude of the reforms that has been introduced into the Civil Service. Given the paradigm shift in the Civil Service system brought on by the reforms, there is still some pushback and desire in some quarters, to revert to the days of complacency and low accountability. Therefore, there is a critical need to ensure that there is no loss of momentum in the implementation of the reforms and the many new protocols and systems that have been put in place.

We remain most optimistic that the RCSC would move on and grow from strength to strength in the years to come thus helping in building a strong and peaceful nation as envisaged by our Great Monarchs.