



ANNUAL REPORT

(April 2019 - June 2020)

STATE OF THE ROYAL CIVIL SERVICE

Royal Civil Service Commission
ROYAL GOVERNMENT OF BHUTAN



“We are yet to take full advantage of our small size, to better organise and manage ourselves. Larger countries are faced with challenges in communication and information sharing, and in building consensus and harmony. These lead to mismanagement, lack of responsibility and accountability, oversight, and failure to achieve results. As a small country, we should be more efficient and effective than others. We must be able to address challenges and seize opportunities promptly. It is time to acknowledge our shortcomings, and act swiftly to correct them. The Government, law makers, Civil Service, and institutions must undertake the responsibility of restructuring and improving our laws, policies and procedures.”

- *An excerpt from a Summary Translation in English of His Majesty's 112th National Day Address, 2019 at Changlimithang, Thimphu*

Excellence in Service

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List of Abbreviations

AAS	Australian Award Scholarship
ACC	Anti-Corruption Commission
ACF	Agency Categorisation Framework
ADA	Austrian Development Agency
ADR	Alternative Dispute Resolution
AKRA	Agency Key Result Area
ALW	Action Learning Workshop
AOS	Area of Specialization
APA	Annual Performance Agreement
APT	Annual Performance Target
ATR	Action Taken Report
BAFRA	Bhutan Agriculture and Food Regulatory Authority
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
B.Ed	Bachelor of Education
BHMC	Bhutan Health and Medical Council
BICMA	Bhutan Infocomm and Media Authority
BNBL	Bank National Bhutan Limited
BNCA	Bhutan Narcotics Control Authority
BNLI	Bhutan National Legal Institute
BoBL	Bank of Bhutan Limited
BSB	Bhutan Standard Bureau
CBF	Competency Based Framework
CDB	Construction Development Board
CFT	Critical Feedback Team
CSAB	Civil Service Act of Bhutan
CSI	Cottage and Small Industry
CSIS	Civil Service Information System
CSOA	Civil Service Organizations Authority
CSSD	Civil Service Support Desk
CSWF	Civil Servants' Welfare Fund
CSWS	Civil Servants' Welfare Scheme
DAHE	Department of Adult and Higher Education
DDC	Dzongkha Development Commission
DRA	Drug Regulatory Authority
DT	Design Thinking
ECB	Election Commission of Bhutan
ECCD	Early Childhood Care and Development
e-PEMS	electronic Public Expenditure Management System

EMF	Executive Management Framework
EOL	Extra Ordinary Leave
ESC	Executive and Specialist Category
ERS	Early Retirement Scheme
ExFo	Executive Forum
FIT	Foundational In-Service Training
FLMP	Future Leadership Mentoring Programme
FLP	Foundational Leadership Programme
FY	Fiscal Year
FYP	Five Year Plan
GDP	Gross Domestic Product
GNHC	Gross National Happiness Commission
GoI	Government of India
GPMD	Government Performance Management Division
GPMS	Government Performance Management System
GSP	General Service Personnel
GTF	Global Tiger Fund
HR	Human Resource
HRC	Human Resource Committee
ICT	Information and Communication Technology
ICS	Integrated Citizen Service
IMF	International Monetary Fund
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
LBSNAA	Lal Bahadur Shastri National Academy of Administration
LC	Letter of Credit
LCF	Leadership Capability Framework
LeADS	Leadership Assessment and Development System
LFS	Leadership Feedback System
LG	Local Government
LTT	Long-term Training
MaX	Managing for Excellence
ME	Main Examination
MoAF	Ministry of Agriculture and Forests
MoE	Ministry of Education
MoEA	Ministry of Economic Affairs
MoF	Ministry of Finance
MoFA	Ministry of Foreign Affairs
MOG	Major Occupational Group
MoH	Ministry of Health
MoHCA	Ministry of Home and Cultural Affairs
MoIC	Ministry of Information & Communication

MoLHR	Ministry of Labour & Human Resources
MoU	Memorandum of Understanding
MoWHS	Ministry of Works & Human Settlement
NCWC	National Commission for Women & Children
NEC	National Environment Commission Secretariat
NKRA	National Key Result Area
NLCS	National Land Commission Secretariat
NoU	Note of Understanding
NPPF	National Pension & Provident Fund
NTC	National Technical Committee
NUS	National University of Singapore
NWS	Nehru-Wangchuck Scholarship
OAG	Office of Attorney General
OC	Operational Category
OCSC	Office of the Civil Service Commission
OCS	Organizational Climate Survey
OD	Organisational Development
OSA	Officer on Special Assignment
PE	Preliminary Examination
PGDE	Post Graduate Diploma in Education
PGDFM	Post Graduate Diploma in Financial Management
PGDPA	Post Graduate Diploma in Public Administration
Ph D	Doctor of Philosophy
PMC	Professional and Management Category
PMU	Project management Unit
PSDD	Public Service Delivery Division
RAA	Royal Audit Authority
REC	Royal Education Council
RCDC	Royal Centre for Disease Control
RCSC	Royal Civil Service Commission
RENEW	Respect, Educate, Nurture and Empower Women
RGoB	Royal Government of Bhutan
RICBL	Royal Insurance Corporation of Bhutan Limited
RIGSS	Royal Institute of Governance & Strategic Studies
RIM	Royal Institute of Management
RoD	Record of Discussions
RPW	Retirement Planning Workshop
RUB	Royal University of Bhutan
SAARC	The South Asian Association for Regional Cooperation
SAT	Smart Assistant Training
SDS	Service Delivery Standard
SG	Sub Group
SIY	Search Inside Yourself
SIYLI	Search Inside Yourself Leadership Institute

SMDF	Specialist Management and Development Framework
SOP	Standard Operating Procedure
SP	Singapore Polytechnic
SSC	Supervisory and Support Category
SSM	Specialist Staffing Matrix
STEM	Science, Technology, Engineering and Mathematics
STT	Short-term Training
TAT	Turn Around Time
TCB	Tourism Council of Bhutan
TFI	Temasek Foundation International
TICA	Thailand International Cooperation Agency
TIPP	Thailand International Postgraduate Programme
ToT	Training of Trainers
TPS	Trongsa Penlop Scholarship
TTI	Technical Training Institute
TVET	Technical and Vocational Education and Training
WFH	Work From Home
YPLP	Young Professionals Leadership Programme
ZES _t	Zhiyog Electronic System

INTRODUCTION

The Commission on behalf of the Civil Service would like to express our deepest gratitude to His Majesty, The King for steering the nation with his selfless and peerless leadership in the time of the COVID-19 pandemic. Under His Majesty's guidance, we have not lost a single life to the pandemic and are fortunate to have been able to maintain normalcy despite this situation.

The Annual Report is prepared and submitted as per Article 26, Section 9 of The Constitution of the Kingdom of Bhutan and as specified under Section 19 of the CSAB 2010 which states that the Commission is required to submit an Annual Report on its policies and performance to His Majesty, The Druk Gyalpo and to the Prime Minister. The Commission is honoured to submit its Annual Report for the period April 2019 - June 2020 to the Druk Gyalpo and the Prime Minister.

The Royal Civil Service Commission has always played an important role as the Central Personnel Agency of the Government since its establishment in 1982. Further, having been accorded the status of a Constitutional Body under the Constitution of the Kingdom of Bhutan, it continues to discharge its Constitutional role as an independent and an apolitical institution.

With the completion of the tenure of the Second Commission on 29 March, 2019, His Majesty The Druk Gyalpo granted the Royal Kasho and conferred Tashi Khadhar at the Tashichhodzong to the Chairperson and the Members of Third Commission on 13th Day of the later 3rd Month of the Earth Female Pig Year conjunction to 17 April, 2019.

The Chairperson and the Members of the Commission feel most humbled and honoured by the trust and confidence His Majesty, The Druk Gyalpo has bestowed upon them, individually and collectively. The Commission takes this opportunity to reiterate their pledge to serve the *Tsa-Wa-Sum* with the highest level of loyalty, professionalism and dedication.

After receiving The Royal Audience and drawing inspirational wisdom from His Majesty, The Druk Gyalpo, the Commission began its first task by meeting with civil servants across the country. The meeting enabled the Commission to understand the ground realities through observations and listening to their concerns and suggestions. The Commission also assessed the reforms carried out by the first two Commissions and the current situation of the Civil Service. The biggest strength of the Civil Service lies in its apolitical values, professionalism, loyalty, and continuity. However, it also faces the challenge of guarding these fundamental values amidst the change in governance systems in addition to the need to be ever more efficient and effective in terms of service delivery.

Further, the Commission reflected on the Royal Address made during the 111th National Day celebrations in Samtse where, amongst others, His Majesty reminded that “in a democracy, elected Governments serve a fixed term and, irrespective of how well meaning the Government is and how well they perform, their fate rests in the hands of the electorate and we will inevitably see periodic changes in the Government. Therefore, our Public Servants have the responsibility to ensure continuity in the pursuit of our timeless national goals and objectives. Our public servants will fail in their duty if they do not 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 organizations expand and multiply without direction and coherent vision”.

The Commission also recalled His Majesty’s message that the Civil Service is the backbone of the country and that development outcomes for the country would be a mirror reflection of the performance of the Civil Service. The Third Commission will make concerted efforts and focus our time and resources on the five Thematic Areas to strengthen professionalism, accountability and efficiency in the Civil Service.

The Commission would like to take this opportunity to thank the Government for revising the salary and allowances of the civil servants and in particular for the teaching and health professionals which supports the RCSC’s endeavour to promote professionalism in the Civil Service. The salary indexation in particular would be helpful to the civil servants for adjustment of the annual cost of inflation.

As the works of the Commission have a direct bearing on the ability of the Government to deliver, and its primary objective is to improve the capabilities of the Civil Service so that the full potential of the civil servants can be unleashed, the Commission has been working closely with the Government, providing periodic updates and undertaking necessary consultations. The Commission remains grateful for the support that it continues to receive from the Government and is confident that by working together, we continue to pursue the timeless national objectives of sovereignty, security and self-reliance through successful the implementation of the 12th Five Year Plan. Moreover, the provision of citizen-centric high quality services must be pursued, now and into the future.

i. Appointment of Commission of the Royal Civil Service Commission

Article 26, Section 2 of The Constitution of the Kingdom of Bhutan states:

“The Commission shall consist of a Chairperson and four other members appointed by the Druk Gyalpo from amongst the eminent persons having such qualifications and experience as would enhance the performance of the Commission, from a list of names recommended jointly by the Prime Minister, the Chief Justice of Bhutan, the Speaker, the Chairperson of the National Council and the Leader of the Opposition Party.”

His Majesty, The Druk Gyalpo appointed the present Commission through a Royal Kasho issued on 17 April, 2019 at the Tashichhodzong. Following this, the Commission took up the new post after taking the Oath of Affirmation which is in accordance with the Third Schedule of The Constitution of the Kingdom of Bhutan in the presence of the Chief Justice at the Supreme Court of Bhutan.



The Commission consists of the following five members:

1. Karma Hamu Dorjee, Chairperson;
2. Lhendup Wangchu, Member of the Commission;
3. Danapati Mishra, Member of the Commission;
4. Dr Ugyen Tshewang, Member of the Commission;
5. Tshering Yangden, Member of the Commission.

The Chairperson and the Commission Members of the current Commission served in the following positions prior to their appointment to the RCSC:

1. Karma Hamu Dorjee, Member of the Commission, RCSC;
2. Lhendup Wangchu, Member of the Commission, RCSC;
3. Danapati Mishra, Associate Professor, RIM;
4. Dr Ugyen Tshewang, Chief HR Officer, MoLHR;
5. Tshering Yangden, Director, Jigme Dorji Wangchuck National Referral Hospital.

The Second Commission Members of the RCSC were relieved from office with effect from 29 March, 2019. The following were the members of the Commission:

1. Dasho Karma Tshiteem, Chairperson;
2. Karma Hamu Dorjee, Member of the Commission;
3. Lhendup Wangchu, Member of the Commission;
4. Kesang Deki, Member of the Commission;
5. Indraman Chettri, Member of the Commission.

ii. Commission Meetings

The first Commission meeting of the Third Commission was held on 23 April, 2019 after taking the Oath of Affirmation at the Supreme Court of Bhutan. The Commission meetings are held every Tuesday and also as and when required in extraordinary situations. A total of 50 Commission meetings were held as of 30 June, 2020.

iii. Representation of Commission in Boards/Committees

The Commission is represented as the member of the following Board, Councils and Committees.

Table 1: *Representation of the Commission in Boards/Councils/Committees*

SL. No	Commission Members	Board/Committee
1	Karma Hamu Dorjee	Vice Chairperson, RIGSS Chairperson, RIM Member, DeSuung Executive Council Member, Governing Council, JSW School of Law
2	Lhendup Wangchu	Member, Dzongkha Development Committee Chairperson, Nehru-Wangchuck Scholarship Award Committee
3	Danapati Mishra	Member, Tertiary Education Board
4	Dr Ugyen Tshewang	Member, NPPF Board Member, Bar Council of Bhutan
5	Tshering Yangden	Member, High Powered Committee, GPMD Co-Chair for Japanese Grant Aid Scholarship

iv. Visits abroad by the members of the Commission

The table below presents the visits undertaken by the Chairperson and the Commissioners during the reporting period (April 2019 - June 2020).

Table 2: *Visits abroad by the members of the Commission*

Name	Travel Date	Country	Purpose
Karma Hamu Dorjee, Chairperson	24-26 June, 2019	Republic of Azerbaijan	Head of Delegation to the United Nations Public Service Forum Award Ceremony
	1 July, 2019	Thailand	Signing of MoU with OCSC
	11 - 13 December, 2019	Singapore	Head of delegation to TF-SPI Immersion Program for Executives on Professional Certification and Accreditation.
Lhendup Wangchu, Commissioner	24-26 June, 2019	Republic of Azerbaijan	Delegation to the United Nations Public Service Forum Award Ceremony
	25-27 September, 2019	Estonia	Study Visit on Governance and Decentralization Study Visit
	11 November, 2019	India	Head of delegation for the celebration of Bhutan Day in LBSNAA, Mussoirie
Danapati Mishra, Commissioner	19-21 June 2019	Thailand	Tertiary Education Board Exposure Tour
	11 - 13 December, 2019	Singapore	TF-SPI Immersion Program for Executives on Professional Certification and Accreditation
Tshering Yangden, Commissioner	18 - 20 September, 2019	Singapore	Women's Forum Asia 2019, NUS
Dr Ugyen Tshewang, Commissioner	5 - 6 June, 2019	London, UK	World Business Forum

v. Assignment of Agencies

In order to effectively respond to the human resource management and development issues of the Agencies and to implement the key reforms initiated by the Commission, every Commissioner is assigned as the Focal Commissioner for some Ministries, Autonomous Agencies and *Dzongkhags* as detailed in Table 3. The Focal Commissioners deal with all policy and planning aspects of HR Management and Development including other strategic issues of the Agencies under the overall directive of the Chairperson and within the framework of the

Civil Service Act 2010, BCSR and other guidelines as approved by the Commission. The Focal Commissioners are also responsible for implementing the five Thematic Areas in their Agencies with support of the Secretariat staff.

Table 3: Assignment of Agencies

Commission Member	Ministry	Agencies	Dzongkhags/Thromde
Tshering Yangden	MoFA MoH MoIC	ACC BICMA BNCA DRA JDWNRH NCWC TCB CB & GNH Studies	Haa Paro Punakha Thimphu Thimphu Thromde Wangduephodrang
Dhanapati Mishra	MoE MoEA	BCSEA BNLI National Assembly REC RIM	Gasa Dagana Tsirang Chukha Samtse Phuentsholing Thromde
Dr Ugyen Tshewang	MoF MoLHR MoWHS	BSB Cabinet Secretariat CDB GNHC His Majesty's Secretariat Judiciary National Council NLCS OAG	Mongar Pemagatshel Samdrup Jongkhar SamdrupJongkhar Thromde Trashigang Trashigang
Lhendup Wangchu	MoAF MoHCA	CSOA DDC NEC NSB RAADratshang Lhentshog Royal Privy Council	Bumthang Lhuntse Sarpang Trongsa Zhemgang

vi. Meeting with the Constitutional Bodies

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 Constitutional Bodies meet from time to time and so far five meetings have been held since 2015. However, during this reporting period, no meetings could be convened due to the transition to the new Commission, on-going COVID-19 pandemic situation and the closing of the tenure of the Chairperson and the Commission members of ECB, ACC and Auditor General, RAA. However, in purview of the importance of coordination and to enhance the flow of information between Constitutional Bodies, efforts to conduct a meeting will be made as soon as the new appointments are completed.

vii. 12th FYP for RCSC

The Royal Civil Service Commission's vision is "Excellence in Service": A Professional, Responsive, Accountable, and Productive Civil Service delivering efficient and effective services underpinned by Technology, Innovation and Empathy. The RCSC continues to pursue the policy of a small, compact and efficient Civil Service. As of June 2018, the Civil Service strength was 28,973 and the ratio of civil servants to population was 1:25, which is considerably high when compared with other countries.

In the 12th FYP, the RCSC will be implementing two important programmes; the Enhancement of Human Resource Management and Development, and Strengthening of the Civil Service System with a capital outlay of Nu. 200 million, which will contribute in achieving the NKRA 9 and 13. NKRA 9 is Infrastructure, communication and public services which aims to improve the road network, better public transport, boost connectivity, and deliver effective and efficient public services. NKRA 13 is facilitating a vibrant democracy and decentralisation which aims to strengthen democratic governance through decentralisation of decision making, administration and financial authority with greater accountability.

Under these two programmes, there are 19 activities as indicated below:

AKRA 1: Enhance Human Resource Management and Development

- Conduct OD Exercise across the Civil Service Agencies
- Develop the 12FYP Staffing Plan across the Civil Service Agencies
- Develop Competency Framework of the agencies
- Conduct tracer study on utilization of knowledge
- Implement the Royal Civil Service Award
- Review Managing for Excellence System
- Implement volunteer programmes in the Civil Service
- Initiate and implement new reforms
- Establish functional crèches

AKRA 2: Strengthen Civil Service Systems

- Develop Service Delivery Standard and TAT for all offline service in the LGs
- Develop a Civil Service Data Hub
- Construction of the Civil Service Exam Centre at Chubachu
- Review Bhutan Civil Service Examination System
- Revise Bhutan Civil Service Rules and Regulations
- Develop SOPs and TATs for major HR functions
- Archive personal file of all civil servants
- Enhance the Civil Service System
- Create an Alternative Dispute Resolution System in the Civil Service
- Procure computer, equipment, furniture and other essential items

As the end of the tenure of the Second Commission coincided with the finalization of the 12th FYP, the Plan for RCSC was finalized during the tenure of the Second Commission. With the appointment of the Third Commission, numerous new initiatives were proposed. Hence, notwithstanding the two main programmes under the 12th FYP, RCSC will also implement other initiatives as detailed in Part 2 of the Report.

viii. Annual Performance Target (APT) of the RCSC

To promote accountability and performance in the Civil Service, the RCSC fully supports the Government Performance Management System (GPMS). The RCSC is the only Constitutional Office taking part in the GPMS evaluation system that is evaluated by the National Technical Committee (NTC), constituted at the GNHC Secretariat. In this Annual Report, we will report on the APT evaluation score for the FY 2018-19 as the evaluation took place in the reporting FY of 2019-2020.

During the FY 2018 - 2019, the evaluated score of the RCSC was 97.80% for 42 identified indicators as endorsed by the APT Review Committee. This APT score was used for performance evaluation/moderation exercise of the RCSC staff. Accordingly, as per the applicable Agency Categorisation Framework, two staff were identified in the “Outstanding” performance category, 11 staff in “Very Good” performance category and 51 (80%) in “Good” performance category. No staff was categorised under the “Need Improvement” performance category.

In the APT for the FY 2019-2020, the RCSC identified 22 Success Indicators “to be achieved”. From the 22 indicators, six were achieved as per the target set, whereas, targets of the remaining 17 indicators had to be revised due to the disruption of programs by COVID-19 Pandemic.

ix. Budget Summary for Fiscal Year (FY) 2019-2020

For this reporting FY, the total approved budget was Nu. 358.516 million which got revised to Nu. 283.732 million. The revised figures are attributed by surrendering of the budget during the mid year review (Nu. 16.385 million from GoI Project Tied Assistance and Nu. 35.5 million from Royal Kupar for civil servants) and disruption of activities, mainly professional development programs by the COVID-19 pandemic (Nu. 36.916 million). The additional and supplementary budget incorporated during the year for Pay and Allowances to meet the pay revision and retirement benefits also impacted the revised figures.

As the Central Personnel Agency of the Royal Government, the budget received was Nu.186.290 million against the 12th FYP outlay for HR Development in the Civil Service. The major HR Development budget is funded by the Government of India (GoI) and the Austrian Development Assistance (ADA). From the total revised budget of Nu. 283.732 million, Nu. 119.202 million was from the GoI-PTA project to professionalize the Civil Service and Nehru-Wangchuck Scholarship Programme (NWS), Nu. 12.000 million from ADA Project and remaining is from the RGoB.

The snapshots of revised budget and expenditure for the FY 2019-2020 is presented in the tables below:

Table 4: Budget Summary (Nu. in M)

Budget/Expenditure	Current	Capital	Total
Revised Budget	73.854	209.878	283.732
Expenditure	67.687	91.910	159.597*

As shown in the table above, the total expenditure incurred during the FY is Nu. 159.597 million against the total revised budget of Nu. 283.732 million, showing a total budget utilisation of 56.25%. In terms of current budget and capital budget, the budget utilization is 91.65% and 43.79% respectively. The underutilization is due to the deferment of various training programs as a measure to contain the COVID-19 pandemic. The programs were deferred and the Ministry of Finance was informed on the availability of the corresponding budget for the COVID-19 contingent plan.

Table 5: Budget summary by Activities (Nu. in M)

Activity code	Activity Name	Revised Budget	Expenditure	% of Budget Utilized
1	Administration and Management Services	61.400	56.349	91.774
2	Human Resource Development Division	163.099	67.146	41.169
3	Policy, Planning and Performance Division	8.012	4.884	60.959

4	Bhutan Civil Service Examination Division	11.077	11.024	99.522
5	Management of Information Services Division	4.784	4.347	90.865
6	Human Resource Audit Division	0.852	0.657	77.113
7	Executive Services & Management Division	8.591	5.056	58.852
8	Legal Division	1.142	0.544	47.636
9	Well-being Division	8.768	7.974	90.944
10	Human Resource Management Division	0.407	0.359	88.206
11	Management for Excellence (MAX)	3.600	1.257	34.917
12	Civil Service Reforms for Excellence in Public Service Delivery (ADA Funding)	12.000	0.000	0.000
Total		283.732	159.597	56.25

* The expenditure reported above are as per the records maintained in Public Expenditure Management system (PEMS) and does not include the outstanding advances.

x. Financial Audit by Royal Audit Authority

During the year, the Royal Audit Authority conducted Financial Audit of LC Accounts for three financial years (2016-2017, 2017-2018 and 2018-2019). The four minor audit observations were dropped after furnishing adequate justification and supporting documents. The other PLC Accounts like Gol Project Tied Assistance, NWS and ADA Project have been audited till June 2019.

Table 6: Status of Financial Audit

Sl. No	LC/PLC No.	Project/Account Name	FY	Memo
1	107.01/1001	RCSC Secretariat	2016-2017	Nil
			2017-2018	
			2018-2019	
2	107.01/2003	Gol PTA & NWSS	2018-2019	
3	107.01/2005	ADA	2018-2019	

The Commission is still pursuing settlement of an Audit Memo under the Nehru-Wangchuck Scholarship Program pertaining to “inadmissible payment of tuition fees paid to a Lecturer from Sherubtse College” with the RUB, from the past audit finding. On this the Thimphu Dzongkhag Court by its verdict dated 30 January, 2019 has directed the defendant to refund the scholarship amount to the RUB, which will be deposited into the Audit Recoveries Account. An update from RUB stated that the defendant has sought time extension to refund the amount.

xi. Annual Procurement

During the year, four Annual Tenders were floated to procure various goods and services in line with Procurement Rules and Regulations 2019. We have conducted five Tender Committee Meetings chaired by the Director to discuss and award the contract to implement the activities. The major procurement for goods were in the Civil Service medals & certificates and for services was IT consultant for development of ZEST.

xii. Draft Performance Audit report on Ex-country travel (Short Term Training)

The Commission received a draft copy of the performance report on Ex-country Travels on Short Term Training (STT) from the Royal Audit Authority. The audit was conducted with the objective to ascertain if STTs were enforced according to training needs, plans, cost-effectiveness, relevancy to the nominated civil servant and the impact of the training.

The audit was conducted in 10 Ministries, RCSC, GNHC, and NEC for the period of 2018 - 19, depending on the resource allocation and their role in HR Development. The draft report highlighted the institutionalisation of Human Resource Committee (HRC) for making decisions on all HR actions in the Agency, the coordination between the MoF, GNHC and RCSC on allocation of HR Development budget, and the use of Competency Based Frameworks, for training need analysis by RCSC. The report also recommends that the HRCs in the Agency should exercise prudence during nominations and in spending the HR Development budget, build Competency Based Framework for all occupational groups, strengthen budgetary controls by MoF and RCSC to strengthen HR Development information and documentation. RCSC would like to report that documentation and HR Development information will improve with the launch of ZEST.

xii. Notifications Issued

During the reporting period, the Commission issued 9 notifications amending the BCSR 2018 to address evolving issues and strengthen the Civil Service system. The details of the notifications are attached as *Annexure 1*.

PART 1 - CIVIL SERVICE STATISTICS

1.1. Employee Compensation

This highlights the overall status of the Civil Service cost and employment at a national scale, which is important to monitor the concerns of rapidly growing Civil Service. Some comparators (2010) are used for reference. Notwithstanding, the differences in composition of the Civil Service across countries, the total cost of compensation compares quite favorably (Table 7) as a percent of GDP, despite the higher ratio of civil servants to citizen in Bhutan’s case. However, Bhutan’s compensation of employees as a share of domestic revenue, at around 32%, is on the higher side. The fact that the share of Civil Service compensation now accounts for more than a third of domestic revenues raises fiscal sustainability concerns. This calls for close monitoring from the Commission to keep the Civil Service small, compact and efficient. Table 8, shows that in terms of the average Civil Service wage level relative to living standards (GDP per capita), it is above average.

Table 7: *Compensation of Employees*

Sl. No.	Compensation of Employees	2002-2003	2007-2008	2017-2018	2019-2020	IMF 2010*			
						Africa	Asia & Pacific	Low income	Middle income
1	Compensation of employees as share of total GDP	5.97%	6.26%	6.22%	6.71%	8.15%	5.85%	6.10%	8.00%
2	Compensation of employees as share of total spending	17.63%	17.21%	18.50%	25.50%	31.90%	26.85%	27.20%	29.70%
3	Compensation of employees as share of domestic revenue	36.64%	27.45%	31.11%	32.37%	30.10%	25.30%	27.35%	27.10%

* Source: *Evaluating Govt. Employment and Compensation, IMF Sept. 2010.*

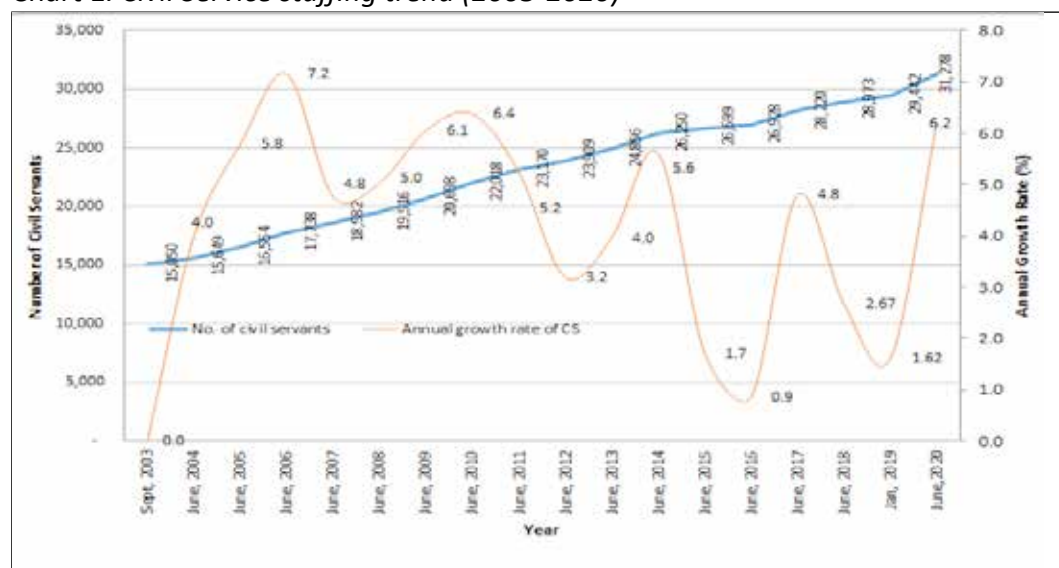
Table 8: Employment and Wage Level

Sl. No.	Employment	2002-2003	2007-2008	2017-2018	2019-2020
4	Government employment as percentage of private sector employment	71.32%	NA	35.16%	37.67%
5	Government employment as percentage of total employment	6.78%	7.41%	8.35%	10.41%
6	Government employment as percentage of population	2.40%	2.25%	3.94%	4.24%
Wage Level					
7	Average Government wage as a share of competitor private sector wages	NA	NA	165.57%	182.19%
8	Average Government wage as a share of GDP per capita	154.97%	173.42%	164.94%	157.63%
9	Ratio of the highest Government wage to the lowest (compression ratio)	6.89	6.74	6.42	5.90%

1.2. Civil Service Staffing Trends

The strength of the Civil Service as of June 2020 was 31,278, which comprises of 26,656 on regular and 4,622 on contract. The ratio of civil servants to population is 1:25, which is relatively higher when compared to other countries.

Chart 1: Civil Service staffing trend (2003-2020)



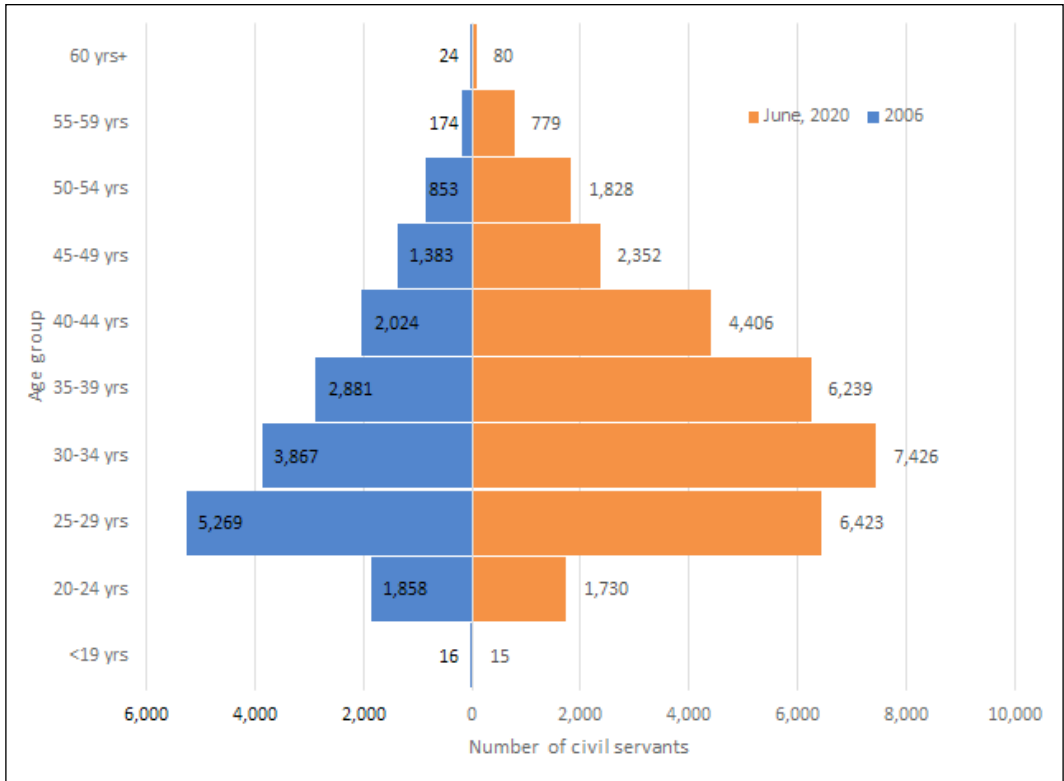
The cumulative growth is 107.83% as of 30 June, 2020 when compared to the strength on 30 September, 2003. The annual growth rate of Civil Service fluctuates every year due to the changes in government policies. However, the growth rate of

6.2% in the year 2020 was the highest in the last decade. The annual growth rate was 1.62% in 2019, 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 significant increase beyond replacement for 2% of attrition is driven by changes in government policy, mainly in the education sector. More details on the increase in the number of recruitment is reported in Part 4 of this report. The Commission makes efforts to contain the growth to natural attrition rate.

1.3. Age profile of the Civil Service

The median age of civil servants is 35 as on 30 June, 2020, which has aged by eight years compared to 2006.

Chart 2: *Distribution of civil servants by Age Group*



1.4. Gender Profile of Civil Service

The percentage of male civil servants is 61% and that of females is 39%. Out of a total of 19,103 male civil servants, 16,685 are on regular service and 2,418 are on contract. From the total of 12,175 female civil servants, 9,971 are on regular service and 2,204 are on contract service. Over the past years, the gender gap is closing fast. The number of females in the Civil Service in the past 20 years has almost quintupled from 2,180 to 12,175, which has increased from 16% to around 39% of the total civil servants today.

Chart 3: Civil Servants by Gender (1996 – 2020)

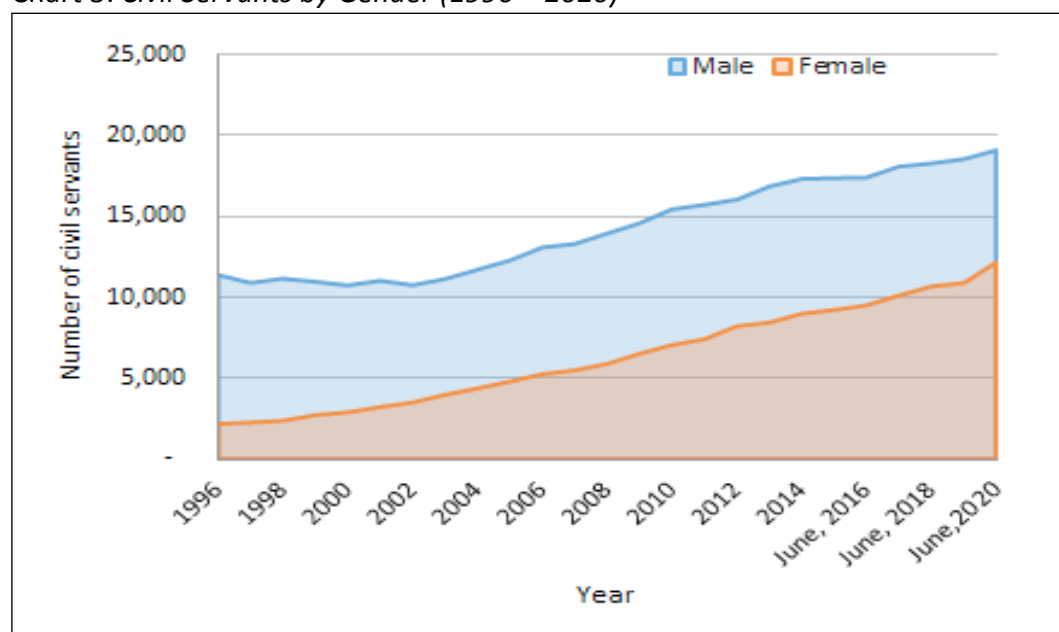


Table 9: Civil Servants by Gender and Age Groups

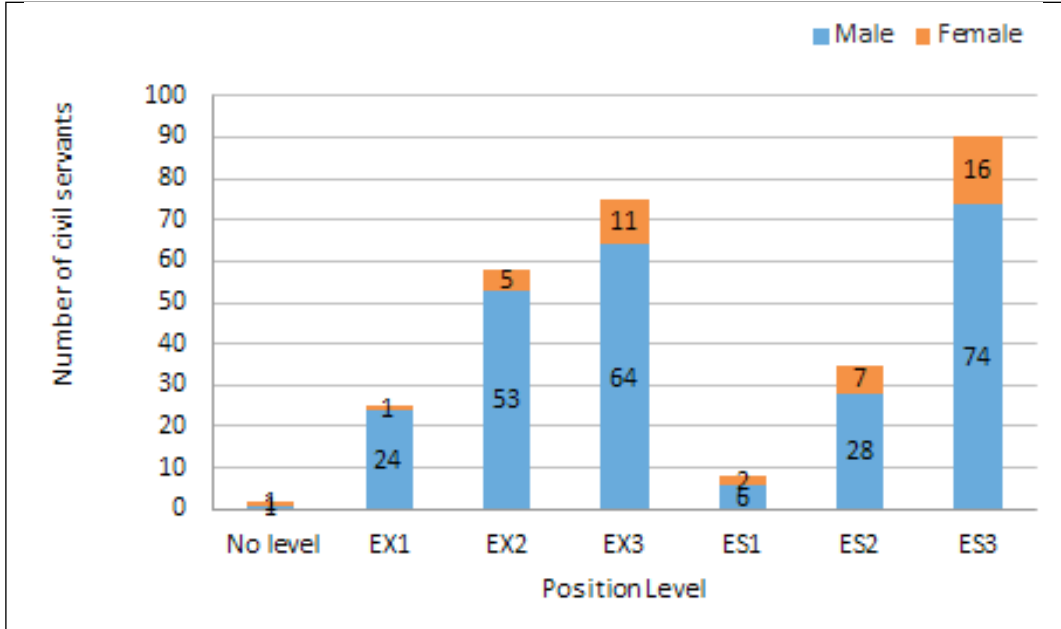
Age Group	2008			2018			2020		
	Female	Male	Total	Female	Male	Total	Female	Male	Total
19 yrs & Below	2	-	2	14	2	16	9	10	19
20 - 24 yrs	584	496	1,080	821	648	1,469	1,024	702	1,726
25 - 29 yrs	2,383	3,514	5,897	2,960	3,566	6,526	3,190	3,233	6,423
30 - 34 yrs	1,407	3,020	4,427	2,757	4,317	7,074	3,010	4,416	7,426
35 - 39 yrs	664	2,343	3,007	2,248	3,843	6,091	2,384	3,855	6,239
40 - 44 yrs	420	1,872	2,292	987	2,305	3,292	1,480	2,926	4,406
45 - 49 yrs	196	1,219	1,415	498	1,697	2,195	584	1,768	2,352
50 - 54 yrs	77	956	1,033	302	1,327	1,629	362	1,466	1,828
55 - 59 yrs	27	315	342	92	518	610	124	655	779
60+ yrs	3	18	21	2	69	71	8	72	80
Grand Total	5,763	13,753	19,516	10,681	18,292	28,973	12,175	19,103	31,278

1.5. Age and Gender profile of Executives and Specialist

There are a total of 293 civil servants in the ESC as on 30 June, 2020. Of the total, 160 are Executives (includes eminent members of the National Council) and 133 Specialists (chart 4). Executives account for less than one percent of the total Civil Service strength which indicates that the Civil Service is not top heavy. On average, in other bureaucracies, the Executives account for around 3 – 5%.

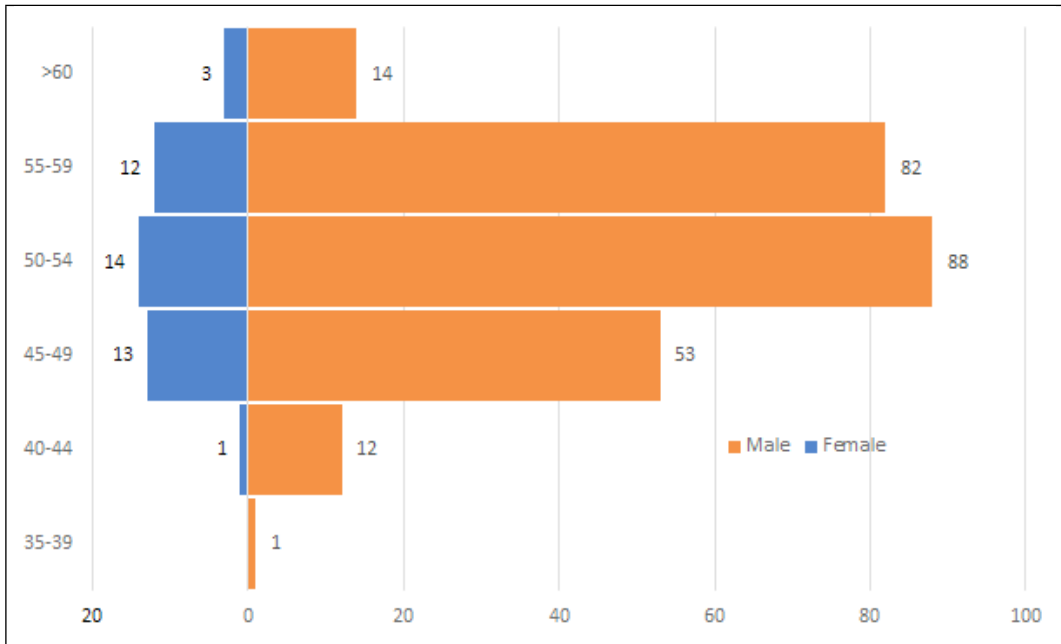
The average age of civil servants in ESC is 52 as on 30 June, 2020. The majority of the Executives and Specialists are in the age group of 49- 53.

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



Note: No level: Eminent Members of the National Council

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



There is a clear gender gap in the Executives/Specialists group with female Executives/Specialists constituting only around 15%. While the Commission

recognises the issue, finding solutions that will help address the gap while upholding meritocracy remains a challenge. One promising sign, however, is that the female composition in the P1 Position Level, which is the pool for the Executives/Specialists, is 32% of the total. Thus, the gender gap should narrow in the near future though it would still be a considerable distance away from the overall female participation level of around 37% in the Civil Service.

1.6. Length of Service by years

The average length of years of service by Position Category is as shown in Table 10.

Table 10: *Length of Service*

Position Category	No. of civil servants	Average length of service (in years)
Executive and Specialist ¹	293	26
Professional and Management	14,893	10
Support and Supervisory	13,570	12
Operational	2,522	10
Total	31,278	

¹ includes Eminent Members of the National Council

1.7. Civil servants by location

With a total of 8,828 civil servants, Thimphu *Dzongkhag* has the highest number of civil servants followed by Chukha with 2,252 and Sarpang with 2,153. Gasa *Dzongkhag* has the least number of 309 civil servants.

Table 11: *Location spread of civil servants*

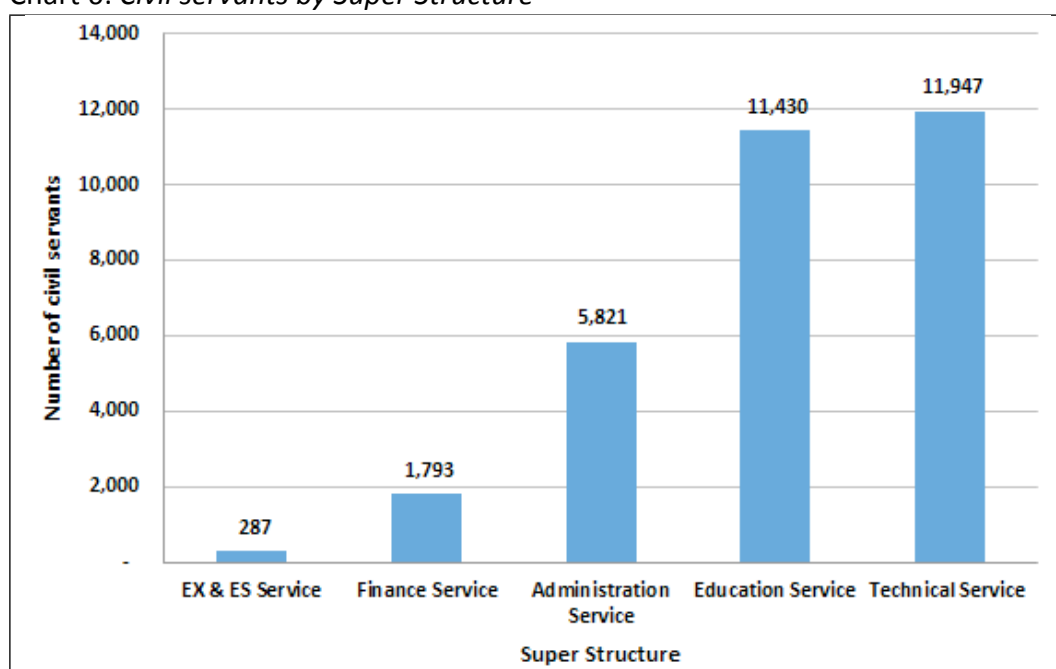
Location	ESC	PMC	SSC	OC	Total
Thimphu	219	4245	3457	907	8828
Chukha	6	1095	991	160	2252
Sarpang	9	921	1077	146	2153
Trashigang	3	874	820	128	1825
Paro	14	795	838	122	1769
Mongar	5	768	822	130	1725
Samtse	3	956	657	77	1693
Samdrup Jongkhar	2	648	689	112	1451
Wangdue Phodrang	4	627	548	62	1241
Bumthang	5	396	516	139	1056
Punakha	2	485	377	63	927
Dagana	1	459	389	62	911
Zhemgang	2	393	415	91	901
Pemagatshel	1	424	351	63	839

Tsirang	2	409	341	59	811
Trashiyangtse	1	386	329	48	764
Trongsa	1	300	299	50	650
Lhuentse	1	287	250	41	579
Haa	2	248	211	39	500
Gasa	1	121	166	21	309
Outside Bhutan	9	56	27	2	94
Grand Total	293	14,893	13,570	2,522	31,278

1.8. Civil Service by Super Structure

Of the five Super Structures, the Technical Service has the highest number of civil servants with 11,947, followed by the Education Service with 11,430 and then the Administrative Service with 5,821. The Finance Service has 1,793 civil servants while the EX & ES Service has the least number with 287.

Chart 6: Civil servants by Super Structure



1.9 Civil servants by Major Occupational Group

Of the 19 Major Occupational Groups (MOG), the Education and Training Services Group has the largest number of civil servants with 9,965, while Arts, Culture & Literary has the lowest number with 78. As shown in the Chart 8, Education & Training Services Group, Administration & Support Services Group and Medical Services Group together account for more than a half of total strength and have been the primary driver of the Civil Service growth.

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

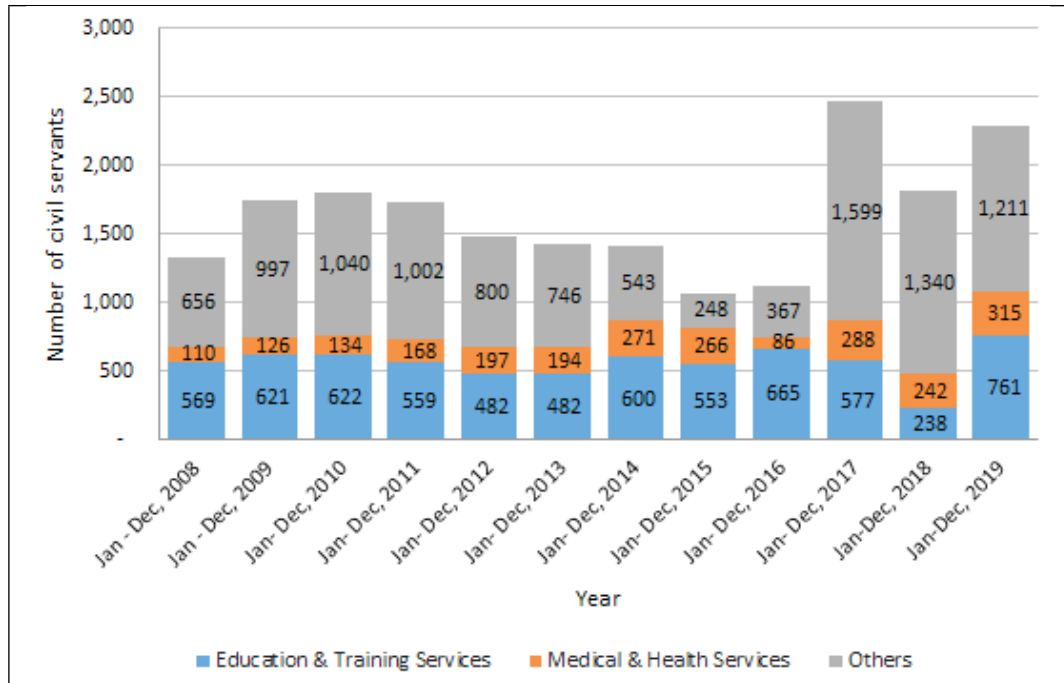
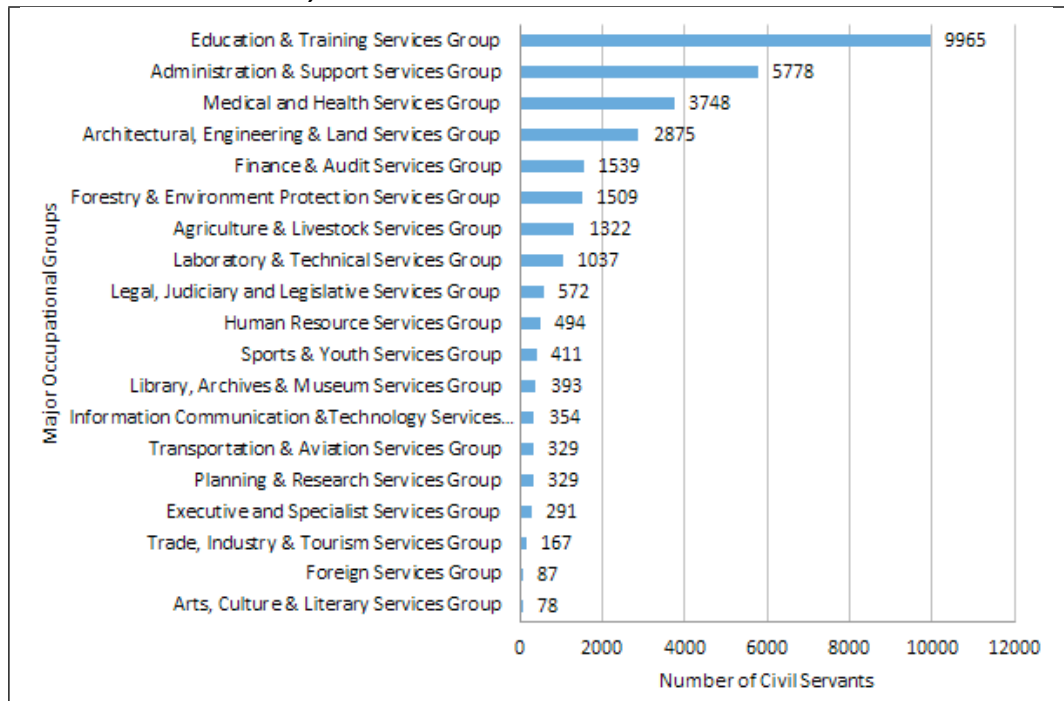


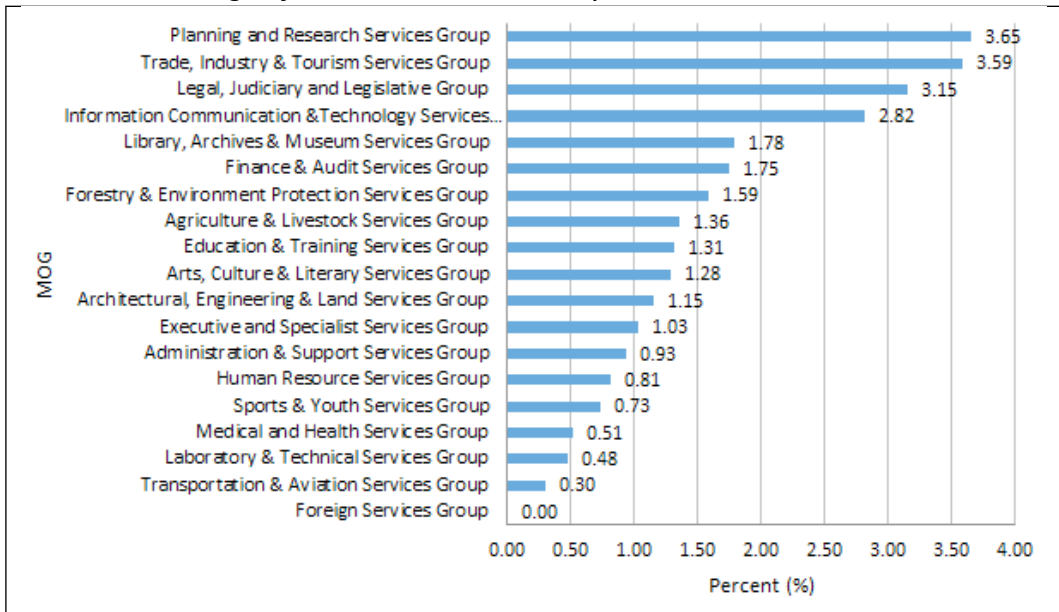
Chart 8: civil servants by MOG



1.10. Extra Ordinary leave

A total of 376 civil servants are on EOL as on 30 June, 2020. Since this accounts for slightly less than two percent of the total, the popular perception that a large number of civil servants avail EOL appears to be unfounded. As civil servants are expected to continue to avail EOL, to address the disruption it causes on service delivery, especially, on sectors such as education, the RCSC has rationalised and simplified the recruitment of substitute teachers.

Chart 9: Percentage of Civil Servants on EOL by MOG



PART 2 - FIVE THEMATIC AREAS - Roadmap for the 12th Five Year Plan



In the 12th Five Year Plan, RCSC’s efforts will be to consolidate and firmly institutionalise the Civil Service systems that have been developed over many plan periods and in particular, the reforms introduced in the past. The systems that have

been set up over the many years such as the Position Classification System, BCSS, and the MaX need continued consolidation and refining to ensure their efficacy and effectiveness with the changing times.

To begin with, at the start of the Third Commission's tenure, it carried out extensive consultations with civil servants in the *Dzongkhags*, *Thromdes* and Central Government Agencies to get a deeper understanding of the current issues. Any changes in the Civil Service system affects people and therefore, must be dealt with carefully and with sensitivity. The timeline of the rollout of the various initiatives listed below will be weighed, prioritised and finally implemented at the right time. After hearing out the Agencies' concerns, the Commission deliberated intensively and distilled the areas of focus into the five Thematic Areas with the overall vision as detailed below:

Vision of RCSC: "Excellence in Service": A Professional, Accountable and Productive Civil Service delivering efficient and effective Services underpinned by Technology, Innovation and Empathy.

2.1. Right sizing the Civil Service

One of the core mandates of the Royal Civil Service Commission is to ensure a "Small, Compact and an Efficient" Civil Service. The size of the Civil Service has been a source of concern given the fiscal burden and other implications it has on the Government. As of June 2020, the size of the Civil Service was 31,278. Having the right size is also important to afford salaries that attract and retain the best and the brightest in the Civil Service. The following are the initiatives to right size the Civil Service.

2.1.1. Organisational Development (OD) Exercise

The objective of the Organisation Development Exercise and staffing exercise is to ensure right sizing of the Civil Service. OD Exercise uses McKinsey's 7S framework to assess an Agency vis-à-vis its structure, systems, skills, strategy, staffing, shared values and style and presents any issues against this framework. The issues and recommendations emerging from the OD Exercise will be presented in three categories; i) those related to changes in structure at the level of Department and above; ii) cross cutting issues which require bilateral and multilateral Agency consultations; and iii) internal systems and procedures that the Agency itself can implement. OD Exercise will only be conducted for agencies that require a comprehensive review due to changes in mandates arising from Acts or urgent requirements/priorities. After the conduct of the OD Exercise, a monitoring plan will be drawn up with agencies based on which the RCSC will follow up regularly to ensure effective implementation of the OD Exercise recommendations.

2.1.2. Staffing exercise

Staffing exercise follows the OD Exercise. However, in agencies where the OD Exercise is not required to be carried out, generally it is done based on the request made by the Agency or the needs assessed by the RCSC. Staffing exercises allow the RCSC to rationalise HR numbers against our SOPs for staffing. This ensures vetting of existing staff numbers and requests for additional staff will be subject to a rigorous process of review.

The OD and staffing exercise will provide the data that will facilitate projections of HR requirements in the years to come, which in turn is critical for our recruitment plans and preparations for succession planning. HR requirement projections are also important for pre-service training plans.

2.1.3. Reviewing certain positions in the Civil Service for greater efficacy and efficiency

Over the years, certain positions have become redundant or have a reduced workload due to changes in technology and the work processes. RCSC will review such positions in order to gradually phase them out if found redundant or look into ways to multitask them if services are underutilised. RCSC is also reviewing positions in the Supervisory and Support Category (SSC) that can take on greater responsibilities, thereby freeing-up the Professional and Management Category (PMC) to take on more strategic roles for greater utilisation of their analytical abilities. In this way, PMC numbers can also be reduced to some extent, as current workloads for routine matters are taken on by the SSC. To enable the SSC to take on greater responsibilities, the qualification requirements for entry of new recruits could be increased to either a diploma or certificate while existing SSCs can be trained to enhance their capabilities.

2.1.4. Leveraging new IT systems for efficiency gains

Many new “Whole of Government” IT systems have been developed or are in the process of being developed. Leveraging technology can bring us rich dividends in terms of rationalising HR numbers. The RCSC will work closely with agencies that have rolled out new IT systems to see the potential efficiency gains that it brings. Once the IT systems have stabilised, RCSC in collaboration with relevant agencies will review the staffing numbers vis-à-vis the new systems. In the pipeline for such an exercise are RCSC’s ZEST and MoF’s e-PEMS. However, this exercise will not be limited to these systems alone and the RCSC will consistently look out for new IT systems being instituted to bring in such changes.

2.2. Enhancing Service Delivery

Service Delivery is the *raison d'être* of the Royal Civil Service Commission. There has been a lot of effort invested in improving service delivery under the G2C project under the previous Government, where many online service delivery systems have been instituted. However, there is still a lot to be improved in the delivery of services in many agencies, especially, given the growing expectations by the public. The RCSC has instituted the Service Delivery Standards (SDS) during the last OD Exercise carried out by the Second Commission. The present Commission intends to strengthen these standards so as to bring service delivery to an acceptable standard both from the receiver as well as the provider's perspective.

The RCSC will work closely with the Public Service Delivery Division (PSDD) of the Cabinet Secretariat to enhance service delivery of Civil Service Agencies. One ongoing effort is to mobilise relevant staff from agencies on a short-term basis to supplement and strengthen the team under the PSDD. The initial task is to work closely with a few key services of selected Agencies to review and develop/refine Service Delivery Standards (SDS). These activities will be piloted for a year and then subject to an assessment, which would include customer satisfaction surveys, focus group discussions etc. The assessment findings will be incorporated into the Agency's targets in the APA/APT to ensure accountability. Following the piloting phase, the system will be refined further and subsequently handed over to the relevant Agency with clear mandates and performance targets to be reflected in their APAs/APTs. The experience from the pilot phase will be ploughed back into a government wide approach possibly using a Training of Trainers (ToT) approach and tied to targets set in the APAs to roll-out similar activities in all agencies. IT will be leveraged for efficient service delivery, as far as possible, but options for offline service delivery will also be provided given that not all citizens have access to computers and smartphones, nor can we assume that all are IT savvy.

2.3. Strengthening the Bhutan Civil Service System

The Civil Service is guided and regulated by many systems, sub-systems, frameworks and guidelines for the purpose of performance management, transfers, career progression, and human resource development & management. These systems/frameworks/guidelines are based on the principles of transparency, equity, efficiency, effectiveness, and predictability to promote good governance in the Civil Service. The RCSC continually strives to improve and enhance the efficiency of our systems to achieve our overall vision.

2.3.1. Career Progression System for Professional and Management Category

The Position Classification System on which the BCSS is based upon, if followed

in its classical form entails every position in the Civil Service to be mapped at an appropriate Position Level. Hence, any career progression can happen only if there is a vacancy at the higher Position Level, meaning that the individual has to have the requisite competencies and experience to take on additional responsibilities. However, under the BCSS, the broad-banding of Position Levels from the entry at P4 or P5 until P2 allows civil servants to progress in their careers relatively smoothly, with the criteria being the number of years served, performance rating of good and a clean track record.

Furthermore, the broad-banding approach supported by a relatively easy promotion criteria has allowed many civil servants in the PMC to continue to have the same job size even as they take on higher positions and draw higher salaries which has an added cost impact to the Government exchequer. This has also created high expectations amongst the Civil Service on a smooth career path although many of them may not see any significant growth in their competencies or responsibilities.

Rationalising the Career Progression System for the PMC is an effort to enhance the aspects of Professionalism and Productivity in the PMC. Growth in the Civil Service professionalism and productivity must go hand in hand with their career progression. As a civil servant progresses in their career, they must be given sufficient opportunities to develop his/her competencies. On the other hand, they must also demonstrate growth in their professionalism and productivity. Towards this end, while broad-banding will continue from P5/P4 to P2, additional criteria for promotions will be instituted, viz. assessments made against the competencies required for that Position Level that the civil servant is aspiring for. In the future, the career progression system must also cover the Supervisory and Support categories, where similar issue persist.

While many civil servants are expected to progress up to the P2 level, with limited P1 and Executive positions, the Commission expects some stagnation to set in after reaching the P2 position. Strategies to alleviate this stagnation must therefore, be explored and developed such as salary bands, special retirement schemes, lowering the entry position of technical graduates, etc. If such strategies are not planned and implemented soon, there is a very high risk of low motivation levels setting in as large numbers stagnate in the PMC which will impact service delivery and also bring in other negative impacts.

2.3.2. Competency Based Framework (CBF)

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 to HR development areas in every Five Year Plan periods.

However, it was found that the training needs were not adequately assessed and structured to the competency needs of the organisations in a particular period and therefore, the returns from investments in the HR Capacity development programs were not very efficient and cost effective in the past. The Competency Based Framework (CBF) for HR Development programme was launched in August 2018, recognising the need to have a structured and a strategic competency-based training needs assessment for all the positions in the Civil Service at any given point of time.

The development of the Competency Based Frameworks for all Major Occupational groups (MoG) and Sub-groups (SG) is an effort to ensure much sharper HR Development intervention. It will allow for a strategic and prioritised approach to development of capacities, especially, skills which currently are not available. The limited and scarce resources for HR Development can be then channelled to the development of the most required skill sets. This will also help to address, to an extent, the common grievance amongst civil servants on the lack of objectivity and transparency in awarding training opportunities.

The Competency Based Frameworks will also facilitate the assessment of job sizes which in turn should complement the performance assessment exercises as explained (section 2.3.1) for the Career Progression System and decisions related to succession planning. These Frameworks will contribute significantly to professionalising the MoG and SGs as any vertical movement in terms of career progression will depend on anyone having the necessary skills and knowledge vetted against the relevant CBF for the required Position Level.

2.3.3. Specialist Management and Development Framework, 2020

The lack of a clear framework for assessing the requirement of specialists often leads to contentions that specialist positions are being granted solely for the career progression of the individual. The Specialist Management Framework was developed in to address the issue of under-utilisation of Specialists. The Framework has addressed, to an extent, some of the issues of under-utilisation of specialists. It is now timely that this Framework be reviewed and revised with our experience gained over the last few years. The Specialist Management and Development Framework, 2020 will ensure that a civil servant moving into the Specialist track and category are vetted against a more rigorous criteria of the Specialist Staffing Matrix and assessment of the potential of the candidate to take on the specialist role. It also ensures that such movements are aligned to needs of the organisation and not used solely for career progression opportunities. Work will also be tied-up with the Competency Based Frameworks for those relevant MoGs and SGs to ensure that the Specialists have the required competencies to shoulder their

responsibilities. In order to ensure the optimal utilisation of the specialists' expertise, they shall be deployed as resource persons, members of technical committees and adjunct professors wherever possible and relevant.

2.3.4. Enhancing the Parenting system including Transfer Guidelines

Parent Agencies have been instituted in the Civil Service with the objectives to provide technical backstopping, ensure proper succession planning, professional development, and management of their staff in the respective Working Agencies. There are 13 Parent Agencies in the Civil Service today.

One of the often stated grievances by civil servants is related to the lack of transparency and fairness in the transfers of civil servants by their Parent Agencies. Transfers must be based on the principles of transparency, fairness and equity in facilitating the mobility amongst the civil servants, diversifying their experience and deterring the development of vested interest due to their prolonged stay in the same location. Towards addressing this matter, the RCSC will work with all agencies that have parenting functions to develop/strengthen and refine their transfer guidelines for all civil servants that they manage. Further, existing transfer guidelines must also be reviewed periodically to ensure relevance and its effectiveness.

In addition to their responsibility for transfers, the RCSC in collaboration with the Parent Agencies will develop proper succession plans and recruitment plans as well as capacity development programs aligned to the Competency Based Frameworks for parented MoGs and SGs. Further, aligned to the PMC Career Progression System, the RCSC will be working with all Parent Agencies on developing the assessment standards/criteria for their respective MoGs and SGs. In some cases, Parent Agencies have established or are pursuing to establish Professional Councils and standards like the Bar Council, Engineering Council and Bhutan Professional Standards for Teachers to validate the competencies of their professionals. The RCSC will work to collaborate with such Councils and develop standards for parented professions and dovetail our efforts, so that career progression aligns with their growth in professional competencies.

2.4. Leadership Development and Management

Leadership is a pivotal requisite for any organization to perform and deliver their objectives. In the Civil Service, leadership positions are defined as those heading any Divisions, Departments, Agencies and Ministries.

2.4.1. Leadership Assessment and Development System(LeADS)

Amongst many critical elements that must be instituted to ensure good leadership and management in the Civil Service is the career progression and assessment system for civil servants aspiring to leadership and management positions. The Leadership Assessment and Development System (LeADS) is an effort in this direction and is detailed below:

- A robust system to assess and validate the levels of capabilities/competencies in line with international standards and RCSC's Leadership Competency Framework must be operationalised. The system of assessment must establish an objective and a transparent way of validating their leadership capabilities and also be able to withstand any scrutiny, legal or otherwise in its credibility and validity.
- A very critical component of LeADS is the services of Assessment and Development Centers (ADCs) which RIGSS and RIM are well placed to take on. The Assessment and Development Centers should serve the purpose of providing the civil servants aspiring to leadership positions the necessary courses that help in assessing and developing their leadership competencies aligned to the Leadership Competency Framework of the RCSC.
- The conduct of interviews is the final step of the assessment and recruitment process. This procedure and framework needs to be enhanced so that it is better structured with a well-defined rubric to assess and select the right candidate.

2.4.2. Strengthening the soft skills for civil servants in Leadership and Management positions

Daniel Goleman, an authority and author on Emotional Intelligence in the Workplace notes that “No matter what leaders set out to do - whether it's creating a strategy or mobilizing teams to action - their success depends on how they do it. Even if they get everything else just right, if leaders fail in this primal task of driving emotions in the right direction, nothing they do will work as well as it could or should.”

These softer aspects of the McKinsey's 7S model Shared Values and Style, which underpins an Agency's culture are sometimes overlooked with emphasis being given more on the tangible aspects. Concerted efforts will be made to develop the soft skills of emotional intelligence through coaching and mentoring training for all Civil Servants holding supervisory positions. Many of the appeals that come to the RCSC as an appellate body, stems from the absence of or limited engagement/interaction of the team leader/supervisor with their staff. Soft skilling our supervisors will help them unleash

the potential in their staff leading to productive and committed teams who in turn will deliver exceptional services and hence, achieve their objectives.

Training can be done through the conventional classroom sessions as well as through virtual/online learning platforms. To ensure that good practices such as coaching and mentoring are well instituted, civil servants in leadership positions will be required to coach and mentor as part of their leadership role. This will be assessed through the annual Leadership Feedback System (LFS).

2.4.3. Executive Management Framework

To ensure that there is “the right person for the right job”, especially for those in executive positions, the existing Executive Management Framework (EMF) will be reviewed and strengthened. Movement of Executives will be made strategically based on their performance, experience, background and competencies.

Assessment of leadership abilities are currently made through their APA/APT scores and LFS scores. The Leadership Feedback System which was introduced in the FY 2016-17 needs to be further streamlined, especially, the scoring system so that the results are more statistically accurate. Once the LeADS is institutionalised, the Commission expects more detailed and objective assessments that would allow better management and succession planning for all those in the leadership positions.

2.5. Civil Service Wellbeing

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

RCSC is committed towards improving the Civil Service system so that the Government can deliver the aspirations of our King and the people more effectively and efficiently, now and into the future. It must provide for our civil servants to have a meaning and fulfilling career worth devoting a lifetime. In this respect, the RCSC continues to look after the welfare of the civil servants from entry to retirement and post retirement, wherever possible. Amongst the various interventions, the key ones are as follows.

2.5.1. Strengthening and expanding the corpus of the Civil Service Welfare Fund and increasing its menu of benefits

Today the Civil Service Welfare Fund (CSWF) corpus stands at Nu. 113.736 million safely locked away in a fixed deposit for a six year period starting from 1 January, 2020. It has a current deposit account with a monthly inflow of Nu. 3.83 million and average monthly outflow of Nu. 1.59 million. The RCSC is continuously exploring various avenues to introduce additional welfare benefits to the civil servants under the CSWF. Areas that could merit consideration for the benefit of its members include support to civil servants who have become chronically ill or disabled in the course of the discharge of their official duties.

2.5.2. Reward and Recognition

As a form of reward and recognition, the dedicated Civil Service awards was introduced in 2013. With the introduction of the Managing for Excellence (MaX) and the Leadership Feedback system (LFS), there is sufficient objective data obtained through the moderation exercise in assessing an individual's performance and competencies at the Executive, PMC and SSC levels. Introducing a framework for rewarding and recognising civil servants who have performed exceedingly well at each level will motivate performing civil servants, and also hopefully provide inspiration to other civil servants to perform better.

2.5.3. Housing

A key challenge that many civil servants face especially in the urban centres like Thimphu and Phuentsholing is the high cost of accommodation. The challenges continue and tend to become worse after their retirement, especially, if one has not planned well and does not have a roof over one's head. The RCSC is seriously concerned about this aspect and is exploring all available options to facilitate a system of home ownership for the civil servants.

2.5.4. Promoting healthy civil servants

As a country, Bhutan is facing the double burden of addressing the problem of communicable diseases while also seeing a sharp increase in the incidences of non-communicable diseases. The Civil Service being the largest employer in the country, would like to promote good health as an important element of a happy and productive workforce. It will continue its advocacy programmes for promoting a healthy lifestyle and a good work life balance. Through our Civil Service Support Desk, we will continue to support civil servants with issues pertaining to substance addiction, family, mental health, sexual harassment

in the work place, etc.

The RCSC will continue to leverage its neuroscience based mindfulness program, the Search Inside Yourself (SIY), to help individuals develop the practice of mindfulness to build emotional intelligence and improve focus towards becoming more resilient and compassionate human beings.

Other initiatives:

- In addition to the above, the RCSC as the Central Personnel Agency would like to promote “Best Practices” in the Civil Service. Towards this end, it will host Symposiums/Workshops and provide both physical and virtual platforms for showcasing and recognising innovation and creativity in the Civil Service.
- The RCSC will also continue to promote incorporating the Design Thinking approach in all our initiatives. For this, it will continue to extend training for Design Thinking across the Civil Service so that activities have blended this approach into their planning and design phase.
- To achieve our aspiration of being a model organisation, the RCSC will also continue to improve our internal decision making a processes through SOPs and leveraging information systems for real time data. We will work on capitalizing on our revamped CSIS to automate many of our work processes and also link our system with other IT systems like e-PEMS, which will ensure an enhanced validation of our data and compliance to the BCSR. Tying up with other IT systems for e.g. the passport services, will be pursued to validate and lean HR processes for improved service delivery.
- As a Parent Agency to all Human Resource Officers, HR/Admin Assistants and Personal Assistants, the RCSC will continue to build the “*esprit de corps*”, provide enhanced coordination and technical backstopping and work to professionalise these MoGs/SGs. Constant assessments will be made on their job descriptions and job size and the commensurate competencies that need to be built will be identified for further skills enhancement programs. Transfer guidelines will be drawn up to ensure a predictable, transparent and a fair process.

Implementation of the five Thematic Areas will be staggered and the timelines will be determined by the viability and practicality of implementation. However, the initiatives will be implemented wherever possible, earlier than later as the risk of leaving our efforts half implemented must be avoided.

PART 3: KEY HIGHLIGHTS ON THE IMPLEMENTATION OF THE FIVE THEMATIC AREAS

Subsequent to the adoption of the five Thematic Areas by the Commission during the 3rd Commission Meeting held on the 7 May, 2019, the RCSC began to actively pursue and implement it. This Part of the report is on the work-in-progress and updates under the five Thematic Areas as detailed below:

3.1. Right Sizing the Civil Service

3.1.1. Organization Development Exercise

As required under the CSAB 2010, the Organization Development (OD) Exercise is considered as an important activity to revisit and review the mandates of the agencies and assess its existence vis-a-vis current and future needs. The OD Exercise focused on fulfilling His Majesty’s vision “to make civil servants responsive to feedback, fix accountability, be creative in providing solutions, improve communication and coordination and reduce the expansion and multiplication of agencies without direction and coherent vision”. The recommendations covered realignment of mandate, structures, systems, and staffing till 2025. The current OD Exercise also took stock of the past OD Exercise recommendations, especially those with Government directives left to be implemented in the 12th FYP period.

The OD Exercise has been planned in three phases. During the first phase, the OD Exercise was conducted in the following agencies:

Table 12: *Summary of OD Exercise Conducted*

SL. No	Agencies	Phase	Status of OD Exercise	Implementation
1	MoAF, MoH, MoLHR, MoE, MoEA, MoIC, MoWHS, TCB, NEC, JDWNRH, Thimphu Thromde, Samtse, T/gang, Zhemgang and Gasa	Phase I	OD report endorsed and finalised by RCSC	Work in progress
2	MoF, National Land Commission Secretariat, Gelephu Thromde	Phase II	OD being conducted	
3	Demand based OD	Phase III		

The prioritization of the Agency for the OD Exercise was based on the following criteria:

- Agencies requiring realignment of structure and staffing with the 12th FYP Policy and Plans;
- Agencies with overlapping mandates and the size of their Human Resource;
- 11th Plan OD Exercise recommendations deferred for implementation in the 12th FYP.

The OD Exercise was conducted from October 2019 onwards for a period of six months by 30 selected civil servants, who underwent a 10 days of training prior to taking up their assignment at the Royal Institute of Management. The Exercise used a number of tested approaches and instruments such as McKinsey’s 7S Model, Design Thinking, 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 Teams also reviewed the APA/APT, IWP and the Log of Activities.

The OD Exercise recommendations are broadly classified into three categories:

Table 12: *Overall Summary of OD Recommendations*

C1: Recommendations related to internal systems and procedures that can be implemented by the respective agencies upon approval by the RCSC.
C2: Recommendations related to cross-cutting issues which require bilateral and multilateral consultations among concerned agencies.
C3: Recommendations related to changes in structure (eg. bifurcation, merger/ transfer of mandate) which require approval of the Government/higher authority before implementation.

Out of 15 agencies completed, nine agencies have started to implement the C1 and C2 OD Exercise recommendations. The Commission presented the C3 recommendations pertaining to MoAF to the Cabinet and are awaiting the Cabinet’s time to present the rest of the C3 recommendations from Phase I OD Exercise. The Commission is yet to receive Government directives on the MoAF C3 recommendations.

The number of OD recommendation segregated into three categories are as follows:

Table 13: *Categories of OD recommendations*

Sl. No	Name of Agency	C1	C2	C3
1	MoAF	63	43	4
2	MoE	20	1	2
3	MoEA	12	9	4
4	MoH	21	19	2
5	MoLHR	13	3	9
6	MoWHS	18	30	0
7	JDWNRH	11	7	1
8	TCB	15	10	1
9	MoIC	25	30	1

To complement our work on the OD Exercise, RCSC is currently revising the Agencification Framework that was approved in principle by the Government in 2015. The scope of the revised document will cover both the Agencification Framework as well as the Naming Conventions for Civil Service Agencies. The objective of this document is to ensure a consistent, coherent and standardised approach to creation/merger/dissolution and naming of Civil Service Agencies, thereby preventing unnecessary proliferation of Agencies, duplication of mandates and confusion over names.

3.1.2. Staffing of 12th FYP

RCSC has completed the 12th FYP staffing for two Ministries and six Agencies with projections of HR requirements made until the year 2025. The following are the Ministries/Agencies:

- a. Ministry of Information and Communication
- b. Ministry of Works & Human Settlement
- c. Cabinet Secretariat
- d. Bhutan Medical & Health Council
- e. Construction Development Board
- f. Dratshang Lhentshog
- g. Bhutan Standard Bureau
- h. National Statistics Bureau

The details of the staffing outcomes are reported under Part 4, Para 4.3.1.

3.1.3. Leveraging new IT systems for efficiency gains

Coinciding with the 40th Birth Anniversary of His Majesty, The Druk Gyalpo,

a new web-based online human resource management system for the civil service - the Zhiyog Electronic System (ZES) was launched. The ZES provides holistic information on human resources (HR) in an organization with features like the dashboard showing the real-time data on HR in various forms, which facilitate efficient and effective decision making. Further many lengthy HR processes which took as long as 20 minutes have been reduced by further automating the data fields, thus cutting down processing time and minimizing human errors. A Self-Service Portal has also been incorporated to decentralize their own HR actions to the individual civil servants improving transparency while reducing the administrative burden. With the introduction of the Document Management System along with the ZES a lot of HR processes are going almost paperless and also reducing the Turn-around Time (TAT) for service delivery. Rules in line with the BCSR have been automated into the system ensuring compliance and minimizing error. Once the ZES is stable, RCSC will begin reviewing staffing patterns for HR Officers and HR Assistants vis-a-vis the efficiency gains brought in through the IT system to assess where we can possibly reduce staffing numbers.

The RCSC is already in discussion with the Ministry of Finance to pilot a cluster approach of providing financial services for some Local Governments and Regional Offices. The e-PEMS has now made it viable to pursue such an initiative for service delivery. The experience of the pilot will be reviewed and lessons learnt will be ploughed back for an enhanced rollout. We expect this initiative to lead to a reduction in both numbers of finance personnel as well as issues pertaining to misuse of Government financial resources.

3.1.4. Reviewing certain positions in the Civil Service for greater efficacy and efficiency

Over the years, certain positions in the Civil Service have become redundant due to changes in technology which have prompted changes in the work process for instance draftsman, messengers. Having consulted and analysed the need for some of these positions, RCSC through its notification issued on 26 September, 2019 has removed the position of messengers and accordingly has instructed all Agencies on the phasing out of the post, as and when the existing post holders exit the Civil Service. Furthermore, in the past, Agencies would have a telephone operator and a dispatcher, today it has been merged into one post with the individual being multi-tasked.

The RCSC is also relooking at the qualification requirements of certain positions like Administrative and HR assistants. If the qualification requirements are enhanced, the job description and job size can be restructured and enhanced. This has the potential to bring about a commensurate reduction in the total numbers of HR Officers and HR Assistants in an Agency as HR Assistants with

enhanced qualification can take on more responsibilities, especially from the HR Officers.

3.2. Enhancing Service Delivery

Under this Thematic Area, the Commission is closely working with the Cabinet Secretariat. Currently, a Task Force composed of members from the DRA, MoHCA, MoLHR and RCSC are working on the Integrated Citizen Services (ICS) initiative under the Digital Drukylul Flagship Program. ICS initiative was undertaken from March 2020 with the objective to build an end-to-end integrated solution to digitise key public services for better, cheaper and faster public services.

Due to the COVID-19 pandemic, the ICS Task Force could not continue as planned as meetings with key stakeholders could not be conducted. Therefore, to engage the task force fruitfully during the pandemic, the RCSC in collaboration with the Cabinet Secretariat have assigned the team to review the existing online services provided by the Road Safety and Transport Authority, Thimphu and the Thimphu Thromde. The objective of the study was to assess the uptake of these online services by the general public and its efficiency. They were also tasked to study the benefits of these digital platforms and its impact on the human resource numbers, challenges in delivering online services and reviewing the efficacy of the complaint handling and grievance redressal mechanisms. The task force carried out the study from 15 May to 30 June, 2020 and has submitted a draft study report to the RCSC.

Along similar lines, the Commission also supported the Centre for Bhutan and GNH Studies by fielding five officers from different agencies. They will be engaged to conduct studies in public systems and resources, legislations and processes. The Commission looks forward to a constructive report from the study.

3.3. Strengthening the Bhutan Civil Service System

3.3.1. Career Progression System for Professional and Management Category

The Career Progression System for the PMC is an effort to enhance Professionalism and Productivity in the PMC. Growth in professionalism and productivity must go hand in hand with career progression. As civil servants progress in their careers, they must be given sufficient opportunities to develop their competencies. On the other hand, they must also demonstrate the growth in their professionalism and productivity.

Civil servants in the PMC upon reaching P2 and P1, have to compete in an Open Competition against the limited approved P1 and EX posts respectively. With the increasing growth rate of the Civil Service, the number of civil servants

at the lower positions have commensurately increased, while the number of positions subject to Open Competition (P1 and EX) has not seen too many changes. With these trends, it is inevitable that many civil servants in the PMC will stagnate at these Position Levels in their career track. Stagnation for a long period in one position has implications on the level of motivation and performance of the civil servants.

Given that, this is likely to cause issues in the future, the RCSC has started reviewing the matter in great detail, explored many options and has finally come up with the following strategies:

- i. Reduction in the Position Level to P5 for all entry into the Civil Service except for doctors: Unlike in the past, where the demand for graduates far exceeded the supply, the scenario has completely changed. Today, for any vacancy in the PMC, there are a minimum of two applicants. Vacancies for doctor's positions are the only exception with demand far outstripping the supply. Given this scenario, entry for all graduates into the Civil Service will be at the P5 level starting from the 1st of January, 2024, with the exception of medical doctors. This will allow for an additional 5 years of service in the PMC. This notification which was targeted to be sent out in May, 2020 but got delayed as necessary consultations could not be conducted due to the pandemic. However, it will be sent out by August, 2020 giving the students in the pipeline a three years heads-up to choose relevant fields of studies to join the Civil Service.
- ii. Rationalizing the current rate of career progression: The current rate of career progression leads to an officer entering at P4 and P5 reaching the P2 level generally in a matter of 9 and 13 years respectively. Hence by reducing the entry Position Level to P5 will help to the extension of a level. This must be supplemented by other strategies as well. Towards this end, while broad-banding will continue from P5 to P2, additional criteria for promotions will be instituted namely assessments made against the competencies required for that Position Level that the person is aspiring to reach. RCSC will work on instituting such assessments for civil servants aspiring to move from P3 to P2, as a start. In due course of time, competency assessments will also be rolled out to the lower levels as well.
- iii. Providing attractive options of exit for certain categories of civil servants who wish to leave the service. As some level of stagnation is bound to occur, RCSC is working on an attractive exit option for certain categories of civil servants. This is to prevent bottlenecks in the system and to facilitate refreshing the pool of staff in key positions. This initiative, however, will have to be presented and subject to the approval of the next Pay Commission, as and when it is instituted.

Given the sensitivity of the proposals being made, the aforementioned strategies were deliberated in great detail within the Commission. It has been presented and consulted with a wide array of stakeholders within the Civil Service and across the public sector including Parliamentarians and academic institutions. This is being done to take on board their views and ensure their understanding of the rationale and purpose of our strategies. The rollout of the strategies will be implemented in the coming years as indicated above.

3.3.2. Competency Based Frameworks

The Commission embarked on the journey to develop the Competency Based Frameworks (CBF) from the year 2018 in collaboration with the Temasek Foundation and Singapore Polytechnic, Singapore. The collaboration supported building capabilities of civil servants, who would develop the CBFs, sustain the transfer of such knowledge further by a team of Master Trainers and publish a generic CBF guidebook. The CBFs are now used as a guiding document for training needs assessment and prioritisation, especially by the Parent Agencies to professionalise and carry out succession planning. The CBFs are used for allocation of the 12th FYP HR Development budget, especially the short term training. The Competency Based Frameworks will be revised and updated from time to time and made relevant to the present and future needs.

The CBFs are developed by training the relevant civil servants from respective Agencies by the Master Trainers trained from the Project supported by Temasek Foundation, Singapore. During the reporting period, a total of 120 civil servants were trained on the concept and process of developing CBF through four workshops. Simultaneously, 14 positions (viz: Employment Officer, Medical Doctor, Health Assistant, Customs Officer, Livestock Production Officer, Statistical Officer, Tax Officer, Legal Officer, Civil Registration and Census Officer, Mines Inspector, Education Officer, HR Officer, Economic Development Officer, Labour Officer) have been developed and ready for implementation from 2020-2021 FY. Furthermore, with the help of technical support from RCSC and master trainers, the Anti-Corruption Commission (ACC) of Bhutan has developed CBF for 23 Positions under the ACC. This process of including Agencies in the designing and iteration phases ensures ownership of the frameworks.

The Immigration Officers availed competency based training during the 2019-2020 financial year from the GoI PTA. The other CBF based training scheduled after February 2020 could not be conducted due to COVID-19 pandemic. The common competency required across all occupational groups as per the different CBFs have been clustered and distilled as Foundational In-service Training (FIT). The first FIT was conducted in January 2020 at RIM for the BCSE

selected technical graduates. More details on FIT are reported in Part 4, para 4.1.6 of this report.

RCSC will continue to develop the CBF for the remaining critical positions with preference to those occupational groups that require deep professional technical expertise and have high impact on the socio-economic development outcomes, through the funding support of ADA. From 2021 - 22 FY, the concerned Parent Agency/Agencies shall develop the CBF for the rest of the positions of their Agency leveraging on the expertise of master trainers and those civil servants who were already involved in developing the CBF. The RCSC shall draw up an appropriate timeline and schedule for all Agencies to complete developing the CBF for the rest of the selected positions.

Further, various training for positions with approved CBF will be implemented. For the positions which do not have CBF at the moment, agencies shall assess its own specific HR Development needs and develop Annual HR Development Plans aligned to the budget proposal which shall be presented to the HRC for approval and submitted to RCSC for resource allocation as required under *Section 9.2.4 of the BCSR 2018*.

3.3.3. Specialist Management and Development Framework, 2020

With a view to address the above concerns, the Specialist Management and Development Framework (SDMF) 2020 was conducted. The primary criteria that SDMF 2020 uses to assess specialist requirements is determined by the nature/type of Agency, based on which the relevant Specialist Staffing Matrix (SSM) is assigned. The agencies' key documents like its Five-Year Plan, Annual Performance Agreement/Target, legal frameworks, etc. are referred to identify the required Area of Specialization (AoS). The Agencies based on its assigned SSM and AoS have to develop their Specialist Promotion Plan, staggered over a period of five years. The plan should include a number of specialists along with AoS. Through this intervention, we would like to see the Agency's requirement drive the specialists' promotion and not the individuals' need, which was the case in the past.

3.3.4. Parenting including Transfer Guidelines

There are 13 Parent Agencies identified to take up the role of HR parenting under them. The parenting concept is an effort to decentralise HR management and empower the Agencies to manage their professionals efficiently. As a Parent Agency, they must build their professionals' knowledge and skills, set standards for professional competencies and service delivery, ensure proper succession planning and recruitment plans, develop clear career paths and set staffing standards. Some of the frequently discussed grievances of the

civil servants are related to professional development and transfer. In order to implement a fair and transparent transfer policy, the Parent Agency in consultation with the RCSC is expected to develop clear and appropriate transfer guidelines and also implement the policy effectively.

Under this initiative, the RCSC is working with the Ministry of Works and Human Settlement to pilot the parenting concept for MOG and SGs that they currently parent. The RCSC in collaboration with the MoWHS will be working on the implementation of transfer guidelines, succession planning and professional development based on the CBF.

One area where the Parent Agency can play a crucial role is in identifying mandatory activities and targets in the IWPs aligning them to the Parent Agency's objectives in consultation with the Working Agencies. This will help the Working Agencies in streamlining their Annual Performance targets towards compliance to national policies and regulations. The Parent Agencies can also contribute in submitting performance evaluation of mandatory activities and targets of their respective occupational groups to the Working Agency as inputs to their moderation exercise.

3.4. Leadership Development and Management

3.4.1. Leadership Assessment and Development System (LeADS)

The objective of Leadership Assessment and Development System (LeADS) is to strengthen leadership and management capabilities in the Civil Service, through a robust career progression system that assesses and validates the levels of capabilities/competencies in line with international standards and the RCSC's Leadership Competency Framework.

As an objective and transparent way of validating the leadership capabilities of the civil servants, the RCSC introduced the Leadership Potential and Psychometric Tests for those aspiring to compete for the executive positions. This includes tests of cognitive ability (Verbal, Numerical and Logical Reasoning, Data interpretation) and personality characteristics. This is used as the primary screening tool to shortlist applicants for the final selection interview of five candidates. The results will also be used as the reference to introduce appropriate courses in the future at the RIM/RIGSS. The RCSC is also working towards improving the current interview score sheets with clear rubrics to minimise subjectivity.

A very critical component of LeADS is the services of Assessment and Development Centers (ADCs). The Assessment and Development Centers should serve the purpose of providing civil servants aspiring to leadership

positions with the courses that will help them in assessing and developing their leadership competencies aligned to the Leadership Competency Framework of the RCSC. In collaboration with the RIGSS and the RIM, the Commission has also initiated the preparation of quality Leadership Assessment and Development Programmes for civil servants at Executive, P1 and P2 positions. Through the LeADS, we will expect more detailed and objective assessments which will allow for enhancing capacities and strengthen management and support succession planning for leadership positions.

3.4.2. Strengthening the soft skills for CS in Leadership and Management positions

RCSC considers developing soft skills for leaders as our key priority under the Leadership Development and Management thematic area. The importance of this initiative is highlighted in para 2.4.2 of this report. Towards this ongoing efforts, RCSC is currently exploring access to high quality electronic materials through a popular digital, on-demand career and management learning solutions like Mind Tools. This online leadership course (Mind Tool) will supplement and complement the conventional classroom training methodologies and was explored keeping in view the current global pandemic situation of COVID-19. The online platform (Mind Tool) has unlimited access to resources which consists of trending training materials/courses in different leadership development areas, has related webinar sessions, one to one coaching sessions with experts, expert reviews and audio clips, leadership book reviews, etc. The approach of an online course also helps rationalise other costs involved in conventional training programs such as travel and TA/DA. The Commission intends to roll out the online leadership course in the following year.

Based on the feedback received with the introduction of various activities under the Succession Planning and Leadership Reform during the tenure of the 2nd Commission, the importance of coaching skills for the Managers in the Civil Service was highlighted. Coaching as a critical skill for leaders in Bhutan was also one of the findings of the end-term evaluation report on the ADA project for the implementation of reforms. In view of these, Action Learning Workshop (ALW): Coaching Skills for Executives was prioritised. In this program, Executives and P1 level supervisors are trained to guide and coach employees on a continuous basis so that performance management becomes a collaborative and dynamic process. A total of 42 Executives have attended ALW workshop. This is also in line with the international best practice for performance management, which is to continuously monitor and manage performance. When the feedback for the sessions were collected, many quoted this as “one of the best initiatives RCSC has initiated so far.

3.4.3. Executive Management Framework

The EMF provides the framework for the RCSC in its management of Executives, especially the movement and placement of Executives. The EMF provides information on their performance, experience, background and competencies which facilitates strategic planning and placement of Executives.

Currently, assessment of leadership abilities are made based on their APA/APT and LFS scores. The Leadership Feedback System was introduced in the FY 2016-17 as a tool for those in leadership positions to receive feedback on their leadership capabilities. RCSC reviewed the LFS results for the last three fiscal years and noted that the scoring system requires revamping for greater statistical accuracy. In some cases, although the individual was getting a good score, the critical feedback being received was largely negative. This trend was consulted with HR experts and it was pointed out that our scale of scoring of 0-4 was too narrow and that we should adopt a more dispersed scale. The LFS for the fiscal year 2019-20 has been revised with a more dispersed scoring scale of 0-10. This revision is expected to make the LFS scores significantly more accurate. Through the LFS, RCSC will continue its effort to foster the culture of providing and receiving feedback as means of self-development and improvement rather than seeing it as a punitive measure.

3.5. Civil Service Well Being

The RCSC continues to build a robust Civil Service Well-being (CSW) system as part of the five Thematic Areas. Under this initiative the following new activities have been implemented during the reporting period.

3.5.1 Healthy civil servants for healthy Nation

As part of advocacy programmes for promoting healthy lifestyles and a good work life balance RCSC organized the first-ever Civil Service marathon on 10 August, 2019 with the theme “*Healthy Civil Service for Healthy Nation*”. Out of the total participants of 2025 runners, 837 were women. As the largest employer, RCSC would continue to promote physical health as an important element of a happy and productive workforce.

3.5.2 Mindfulness-based emotional intelligence

The RCSC continues its effort to enhance the mental hygiene of civil servants to harness wisdom and compassion, so that individuals can create a better world, starting with themselves. Under this, the Commission continues to work with the Institute of Science of Mind, *Zhung Dratshang* and SIYLI, USA. The details of the programs are reported under para 4.9.4 of this report.

3.5.3 Housing

The Commission had two rounds of meetings with NPPF on facilitating home ownership for civil servants, considering that finding an affordable comfortable home is a challenge for many retired civil servants. The discussions on home ownership discussions were also tabled before the Executives during the Executive Forum to generate possible ideas to conceptualise the proposal. The concept paper and draft proposal on home ownership will be developed and shared with the Executives during the next Executive Forum.

3.5.4 Strengthening and expanding the corpus of Welfare Fund and its schemes

The Commission continues its effort to expand the corpus of the Welfare fund. The details under this initiative is reported under para 4.9.7 of this report.

PART 4 - REGULAR HUMAN RESOURCE MANAGEMENT AND DEVELOPMENT

Part 4 covers routine HR Management and Development activities pertaining to implementing our systems, frameworks and processes that have already been instituted in line with the requirements arising from the Civil Service Act 2010, Bhutan Civil Service Rules and Regulations and past reforms.

4.1. Human Resource Development

For HR Development of the Civil Service, RCSC is mandated to develop Strategic HRD Plans and Policies, facilitate capacity development of civil servants through LTT & STT programs, regulate training as per BCSR, develop and maintain Institutional linkages, and manage fund allocated for HR Development of Civil Service (e.g. Gol PTA). Towards this end, RCSC reviews LTT proposals received from agencies for study leave approval, administers scholarships in collaboration with development partners, facilitates open scholarship opportunities and manages HR Development projects such as Gol PTA. Assessment of critical HR Development needs are guided by the 12th FYP, Strategic HR Development Plan, CBF and Annual Priority Area and the critical HR Development areas are finalized in close consultation with respective Agencies. During the FY 2018-19, RCSC also initiated close coordination with GNHC and MoF on HR Development proposals and developed a SoP for review of RGoB and donor funded HR Development proposals.

4.1.1. Annual Long Term Training Implementation status

During this reporting period, the RCSC has processed 414 new LTT proposals as detailed in Table 14.

Table 14: LTT Implementation Status by Qualification and Mode of Study

Level/Mode	New LTT proposals processed during the last 12 months				
	Ex-country Full time	In-country			Total
		Full time	Mixed Mode	Total	
Ph.D	6	0	0	0	6
Sub-Specialisation	4	0	0	0	4
Specialisation	2	0	0	0	2
Fellowship	4	0	0	0	4
Masters	148	62	44	106	254
P.G Diploma	0	0	0	0	0
Bachelors	11	22	64	86	97
Diploma	3	0	0	0	3
Certificate	14	30	0	30	44
Total	192	114	108	222	414

Table 15: LTT Implementation Status by Country

Level/ Country	New LTT proposals processed during the last 12 months						
	Bhutan	Thailand	India	Australia	Japan	Others*	Total
Ph.D	0	1	0	3	1	1	6
Sub-Specialisation	0	3	1	0	0	0	4
Specialisation	0	1	1	0	0	0	2
Fellowship	0	0	0	0	0	4	4
Masters	106	42	18	36	20	32	254
P.G Diploma	0	0	0	0	0	0	0
Bachelors	86	0	10	1	0	0	97
Diploma	1	0	2	0	0	0	3
Certificate	30	3	11	0	0	0	44
Total	223	50	43	40	21	37	414

Others* Austria, Bangladesh, Canada, France, Hungary, Germany, Indonesia, Italy, Malaysia, Mongolia, Netherlands, New Zealand, Philippines, Singapore, South Korea, Sweden, Switzerland, United Kingdom, and the United States of America.

Table 16: LTT Implementation Status by Funding

Level/ Funding	New LTT proposals processed during the last 12 months				
	RGoB* Funding	Other Funding			Total
		Private Funding	Open** Scholarship	Other Total	
Ph D	0	0	6	6	6
Sub-Specialisation	4	0	0	0	4
Specialisation	2	0	0	0	2
Fellowship	1	0	3	3	4
Masters	179	35	40	75	254
P.G Diploma	0	0	0	0	0
Bachelors	64	33	0	33	97
Diploma	0	1	2	3	3
Certificate	44	0	0	0	44
Total	294	69	51	120	414

*RGoB: RCSC administered programmes and scholarships administered by agencies

**Open Scholarship: Open international scholarships and university scholarships

In total, about 414 LTT slots are being implemented in 25 different countries out of which 222 LTTs are in-country programmes with 108 mixed mode programmes for teacher qualification upgradation and 115 regular programmes. From 192 ex-country LTTs regular programmes, it is spreaded in 24 different countries with most of the civil servants going to Thailand (50), followed by India (43), Australia (40), Japan (21), and remaining 37 in 19 other countries.

The RGoB is the main source of funding with 294 LTTs out of 414 LTTs being funded under various programmes administered by RCSC and respective agencies (RGoB financing and donor projects).

4.1.2. Major HR Development programmes implementation status

RCSC administers a number of scholarships, some of which are received as scholarships and some as grants. To implement these scholarships, annually, the Commission based on the criticality and priority needs submitted by Agencies identifies areas and maps these areas to relevant scholarships for implementation. The priority areas announced under each scholarship vary depending on the emerging critical needs of the Agencies and availability of courses. Every year, generally, the major focus has been on education, health, vocational sectors, engineering and technology.

Out of several scholarships for HR Development administered by RCSC, the following are the large programmes implemented annually based on various Memorandum of Understandings (MoU), Record of Discussions (RoD) and Agreements.

4.1.2.1. Government of India (GoI) supported HRD programmes

The Government of India is the largest donor with Nu. 700 million allocated for the 12th FYP HR Development under the GoI-PTA for LTT and STT to professionalise the Civil Service. For the FY 2018-19, the RCSC did not receive any funds. For the FY 2019-20, RCSC received Nu. 100 million from the Government of India for professionalising the Civil Service. The implementation of LTT and some STT are kept on halt until the COVID-19 situation normalises.

A large part of these resources are being allocated for implementation of STTs to professionalise the Civil Service based on the training needs identified through CBF, OD Exercise findings and the critical need assessments of the agencies. In addition to the training areas identified through CBF, priority areas for investment of GoI-PTA resources are as follows:

- Rolling out SOPs and TATs trainings for enhancement of service delivery;
- Trainings required due to the introduction or upgradation of systems;
- Emerging training which is critical and relevant; and
- Training aligned to the five Thematic Areas of the RCSC.

For the 2020 intake, the following 15 slots were announced under GoI Scholarship in India and 11 candidates were selected out of 13 applicants. University selection is guided by the Ministry of Human Resource Development and University Grant Commission of GoI ranking to ensure quality.

Table 17: LTT Implementation Plan and Status

Sl. No.	Name of the Course	Slots	Selected
1	Master in Physics	15	3
2	Master in Applied Mathematics		2
3	Master in Chemistry		0
4	Master in Economics		1
5	Masters in English		1
6	Masters in Mahayana Buddhist Studies		2
7	M Sc IT		2
Total			11

In the FY 2019-2020, Nu. 16.348 million has been utilized out of Nu. 100 million received from the Gol. STT received the highest allocation with 92% of the total fund, LTT with 6.86% and Project Administration with 1.14% of the fund. Refer Table 18 for Expenditure Statement for the FY 2019-2020.

Table 18: Expenditure statement for the FY 2019 - 20

#	Particulars	Fund Received	Fund Utilized	Fund Balance
I	Long Term Training (6.86% of Total Fund)	Nu.6.860	Nu.0.149	Nu.6.711
II	Project Cost (1.14% of Total Fund)	Nu.1.140	Nu.0.005	Nu.1.135
III	Short Term Training (92% of Total Fund)	Nu.92.000	Nu.16.194	Nu. 75.806
Total		Nu.100.000	Nu.16.348	Nu.83.652

The fund disbursement made to some agencies could not be utilized due to the COVID-19 situation and Nu. 14.346 million has been refunded out of Nu. 30.540 disbursed. Therefore, out of 1252 STT slots planned, 399 STT slots remained unimplemented as of 30 June, 2020. Refer Table 19 for Agency wise Fund Utilisation and Slot Implementation Status.

In addition, the fund release for some of the approved training amounting to Nu. 60 million were kept on halt for the same reason.

Table 19: Agency wise Fund Utilisation and Slot Implementation Status

Agency	Fund Disbursed	Slots Planned	Fund Utilized	Slots Implemented	Refunded
I	Emerging Critical Needs				
	RCSC	7.862	493	6.894	493
II	Central Agencies				
	Judiciary	7.008	265	0.000	0

MoHCA	4.764	225	1.093249	126	3.671
MoIC	4.256	143	3.105	133	1.151
RCSC	2.938	20	2.938	20	0.000
MoF	2.691	79	2.096270	69	0.595
BNCA	0.953	15	0.000	0	0.953
BSB	0.068	12	0.068	12	0.000
TOTAL	30.540	1252	16.194	853	14.346

4.1.2.2. Nehru-Wangchuck Scholarship

The Nehru-Wangchuck Scholarship was instituted with the signing of MoU on 19 June, 2009 for an initial duration of five years which was renewed in June 2014. The MoU was again renewed on 17 January, 2020 for another five years. The scholarship is open to all eligible Bhutanese nationals for undertaking various courses leading to graduate and postgraduate degrees/diplomas, with priorities accorded to postgraduate professional courses.

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

The Award Committee (*comprising members from Indian Embassy, RCSC, MoLHR, MoE and MoFA*) meets to finalise priority areas and give policy direction. Every year, eight candidates are awarded this scholarship in six strategic areas i.e. Leadership/Management & Business Management Courses; Medical Courses; Economics/Statistics; Engineering and IT Courses; Law; and Formal and Natural Sciences. In 2020, the Award Committee approved to increase the annual slots to 9 (increase by 1) i.e. an increase of five slots for the Third Phase of the scholarship (2020-2024) given the past experience of not being able to spend Nu. 20 million annual allocation. The additional five slots from the probable savings of Third Phase will be allotted, as follows, based on the actual fund balance assessed at the end of the first two years of implementation. Subsequent decision to increase or decrease annual slot allotment will be reviewed depending on the fund position:

- Three slots will be allotted for the Civil Service Sector; and
- 2 for the non-civil service sector based.

During FY 2020-2021, nine candidates will be leaving to pursue Masters Degree as follows while 16 civil servants are currently undergoing on scholarship in India pursuing Master's degree in various institutions.

Table 20: Detail of nine candidates selected for FY 2020-2021

Course	Institute
Civil Service candidates (5 slots)	
Sub-Specialization in Neonatology (1)	Under Process
Veterinary Science (Surgery) (2)	
MA Entrepreneurship (1)	
Masters in Hydrology/Water Management (1)	
Non Civil Service candidates (4 slots)	
Masters in Civil Engineering (3)	Under Process
Masters in Human Resource Management (1)	

Note: University selection is guided by the Ministry of Human Resource Development (MHRD) and University Grant Commission (UGC) ranking to ensure quality

Till date, 99 (58 civil servants and 41 non-civil servants) have availed the scholarship excluding the nine 2020-21 scholarship awardees.

4.1.2.3. Australia Awards Scholarships

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 the HR Division from the Department of Foreign 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 for 2018 intake. Out of 13 slots allotted to Bhutan for 2020 intake, six were for Civil Service and other seven were for employees outside Civil Service.

For the 2020 intake, the following LTT areas were announced under Australia Awards Scholarship on 31, January, 2019 and are undergoing studies:

Table 21. Civil servants selected

Sl. No.	Name of the Course	Candidates
1	Master of Renewable and Sustainable Energy	1
2	Master of Education	1
3	Master of Engineering Science	1
4	Master of Human Resource Management	1
5	Master of Education (Advanced)	1
6	Master of Statistics	1
Total		6

Table 22. *Non civil servants selected under MOLHR slots*

Sl. No.	Name of the Course	Candidates
1	Master of Construction Management	1
2	Master of Cyber Security	1
3	Master of Strategic Communication	1
4	Master of Construction Management (Professional)	1
5	Master of Networks and Security	1
6	Diploma of Travel and Tourism Management (2 Diploma slots for 1 Masters slot)	2
Total		7

Till date Bhutan has availed 246 scholarship slots under AAS Programme of which 25 civil servants are currently pursuing studies in various institutions.

4.1.2.4. Thailand International Cooperation Scholarship

The scholarships received under Thailand International Cooperation Scholarship (TICA) are implemented as per the RoD signed annually. These scholarships were awarded to both civil servants and non-civil servants (KGUMSB & RUB) to pursue Masters degree in various fields based on critical needs assessed in consultation with agencies.

For the Year 3 of the RoD, LTT was implemented in two years as follows:

- For the academic intake 2019, most of the cost sharing support (TICA and RGoB) are for medical doctors considering that there is a huge shortage of medical specialists in our country. To address the critical shortages of Human Resources in the medical services and also to ensure there is a full team ready to deliver specific service, RCSC is also exploring sending medical doctors, technicians and nurses in teams for training in specific medical fields.
- Since there were still 34 slots left (2 under full scholarship and 32 under cost sharing scholarship) due to limited application turnout for 2019 academic intake, TICA agreed to extend the RoD tenure by a year till academic intake 2020. RCSC announced the scholarship again in two batches and 34 candidates were selected.
- Further, with the urgent requirement for several staff to be trained under the Air Traffic Section, Department of Air Transport (DoAT), MoIC and to meet the International Civil Aviation Organization requirements, 6 staff (in two batches) were identified to undergo the Air Transport Controller training at Civil Aviation Training Centre, Thailand under cost sharing scholarship.

Table 23. *LTT slots Implemented*

Batch	Full Scholarship	Cost sharing Scholarship	Total
1st 2019 intake	11	11	22
2nd batch 2019 intake	5	12	17
3rd batch 2020 intake	0	24	24
4th batch 2020 intake	2	8	10
LTT for DoAT	0	6	6
3rd Year Total	18	55	79

From the first batch, one candidate has withdrawn under the cost sharing scholarship (TICA & RGoB). Therefore, the total of the first batch is 21 (all are undergoing the course).

From the first batch, four doctors have withdrawn the course since their admission was regretted by the University due to language proficiency. One doctor's admission is under process. Therefore, the total of the second batch is 13 (12 undergoing and 1 candidate admission under process).

Out of the six candidates selected for the 9 months course on Air Transport Controller training at Civil Aviation Training Centre, Thailand, three have successfully completed and returned to Bhutan in April, 2020. The admission is under process with TICA for the remaining three candidates.

In addition to the LTT scholarships under the RoD, TICA also provides additional LTT offers annually under the Thailand International Postgraduate Programme (TIPP) to pursue various Master Courses under TICA & Thai Universities/ Academic Institutions.

For the implementation of STTs for the Year 3, Health and Education sectors were prioritized considering critical capacity development in these two sectors. 50 slots under cost sharing scholarship were awarded to the MoE for Teachers skill enhancement and 40 slots under full scholarship was awarded to the MoH for health staff skill enhancement:

Table 24. *STT slots Implemented*

Course & Agency	Full Scholarship	Cost sharing Scholarship
STT on Building awareness on modern pedagogy for MoE	0	50
STT on Nursing Management and Leadership for MoH & JDWNRH	20	0
STT on Nurses for pressure ulcer (bed sore) prevention and management for MoH & JDWNRH	20	0
3rd Year Total	40	50

Out of 50 slots under cost sharing scholarship for Teachers to undergo a course on Building awareness on modern pedagogy, 25 slots were successfully implemented and the remaining 25 slots are planned to be implemented in July, 2020.

The applications are under process with TICA for implementation courses on Nursing Management and Leadership and Nurses for pressure ulcer (bed sore) prevention and management under full scholarship

In addition to the STT scholarships under the RoD, TICA now provides additional STT offers under the Annual International Training Courses. Since 2017, it has been offering about 34 courses annually which consists of about 68 slots (two slots each per course).

4.1.2.5. Trongsa Penlop Scholarship

To commemorate the enthronement of His Majesty, The Druk Gyalpo, the President of Rangsit University, Dr. Arthit Ourairat, expressed his wishes to commit the resources of Rangsit University to the people of Bhutan, and to strengthen the relationship between the two Kingdoms and its people through the Trongsa Penlop Scholarships Program (TPS).

The Trongsa Penlop Scholarship was started with the signing of MoU on 23 August, 2007 for a tenure of 10 years. The MoU was signed between the Royal Civil Service Commission, Bhutan and the Rangsit University, Thailand to annually implement five slots to pursue Master of Education in Curriculum and Teaching. The first 10 years of MoU tenure was successfully implemented starting from academic intake 2008 to 2017. The MoU was further extended for another 10 years from 2019 to 2029.

The TPS is customized for the Teachers teaching primary classes (from PP to VI) and having B.Ed Primary qualification to undergo Master of Education in Curriculum and Teaching at the Rangsit University, Thailand. A total of 10 slots were implemented in 2019 and 2020 which are as follows:

- Academic year 2019: 5 Teachers are currently undergoing the course in Rangsit University, Thailand.
- Academic year 2020: 5 Teachers have been selected in May, 2020 and their admission at the Rangsit University is under process.

4.1.2.6. RGoB-RIM Scholarship

The RGoB-RIM Scholarship was 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 and 132 candidates have availed the scholarship till date. A total of 48 civil servants have completed Masters in Public Administration, 19 civil servants have completed Masters in Management, 32 have completed Masters in Business Administration, and 7 have completed Masters in Management (Executive Leadership). Currently, 25 candidates are undergoing the MBA course at RIM.

4.1.2.7. JDS Scholarship

Bhutan started receiving Japanese Grant Aid for Human Resource Development Scholarship (JDS) from 2019 under the Government of Japan funding. The Government of Japan offers nine Masters Degree slots in various fields and one slot for PhD in Economics for civil servants annually over the project period of 4 years from 2019 till 2022.

The first batch of nine Masters degree candidates and one PhD candidate are undergoing studies in Japan. The areas for the scholarship were finalized based on the priority areas identified by agencies which were gathered through a needs survey carried out by JICA. These priority areas may be altered by the Operating Committee of the scholarship depending on the changing needs of the Civil Service during the project period. The renewal of the project shall be done based on the progress of the scholarship and changing needs of the RGoB. The prioritized areas for the scholarship are as follows:

1. Enhancement of Policy making capacity for Industrial Development
 - 1.1 Agriculture and Rural Development
 - 1.2 Industrial Foundation Development
 - 1.2.1 Economic Policy
 - 1.2.2 Public Policy/Administration
 - 1.3 Infrastructure Development for Economic Growth
2. Reduction of Vulnerability
 - 2.1 Countermeasures for Climate Change and Disaster Risk Management

4.1.3. Other HRD programmes administered by RCSC

The RCSC received 28 other scholarship offers in addition to the regular scholarship programmes as listed in Table 25. These scholarship offers are open to civil servants and non-civil servants alike. In addition to the listed scholarship, the civil servants also receive other HR Division support which are implemented by Agency/Ministry level with financing by RGoB and

Development Partners. As these HR Development activities are administered independently by respective agencies and therefore are not reflected in Table 25.

Table 25: Details of Scholarships Programmes Administered by RCSC.

Sl. No.	Scholarship Programme	STT slots	LTT slots
Seven regular and major programmes (scholarship administered by RCSC)			
1	GoI PTA	853	15
2	Nehru-Wangchuck Scholarship (four slots for private and corporate employees)	-	9
3	AAS	10-20	28
4	TICA	45	50
5	RGoB-RIM Scholarship	-	15
6	Trongsa Penlop Scholarship	-	5
7	Project for Human Resource Development Scholarship (JDS) by Japanese Grant Aid		
	- Masters degree	-	9
	- PhD	-	1
Scholarship received and announced through RCSC			
8	Fulbright Scholarship (Masters)	-	1
9	Institute of Developing Economies Advanced School: IDEAS	1	-
10	International Visitors Leadership programme	5	-
11	Hubert H. Humphrey Scholarship	-	2
12	Monbukagakusho: MEXT (Masters & Undergraduate), Japan	-	6
13	Monbukagakusho: MEXT (Certificate level for teachers), Japan	-	3
14	Japan International Cooperation Agency: JICA (Group Region and Focused Training)	15	4
15	Malaysian Technical Cooperation Programme: MTCP	65	-
16	Singapore Technical Cooperation Programme: SCP/SCPTA	37	-
17	TCS-Colombo Plan:		
	i. Indian Forestry Service course	-	2
	ii. Indian Administrative Service course	-	2-3
	iii. Indian Accounts & Audit Service course	-	2
	iv. Indian Revenue Service course (Tax & Customs)	-	7
18	Korea International Cooperation Agency	20	-
19	Annual International Training Courses for 2017, TICA	34	-
20	Princess Maha Chakri Sirindhorn's Scholarship, Thailand	-	1
*Scholarships facilitated by RCSC			

21	Indian Technical and Economic Cooperation Programme: ITEC	Open	-
22	Masters/Post Graduation in the School of Ecology & Environmental Studies and School of Historical Studies at Nalanda University, Bihar, India: Gol	-	2
23	Chulabhorn Graduate Institute Post-graduate Scholarship: CGI, Thailand	-	Upto 5
24	Prince of Songkla University Scholarship, Thailand	-	Upto 7
25	Young Leaders' Programme 2016 for Master's Degree in Law (International Economic & Business Law), Japan	-	Open
26	Masters & PhD Programme at GRIPS, Japan	-	Open
27	Canadian Scholarship	-	Open
28	Netherlands Fellowship Programme	Open	Open
29	Thailand International Postgraduate Programme (TIPP)	-	Upto 5
30	Chow Tai Fook Charity Foundation Public Health Scholarship for Bhutanese, CCOUC, Hong Kong, China	-	Upto 2
31	Republic of Azerbaijan Scholarship	-	Upto 2
32	Austrian Development Cooperation Scholarship for Tourism and Hospitality Management	-	Upto 3
33	Masters of European and International Governance (MEIG) program Scholarship by University of Geneva	-	Open
34	Korea STT offer on Conservation Science	Open	-
35	Swedish International Development Cooperation Agency (SIDA) training programme on Intellectual Property	Open	-

*Scholarships facilitated by RCSC refers to scholarships offered by external agencies which RCSC only facilitates by announcing the availability of the scholarship.

4.1.4. Leadership Trainings for Professional & Management Category at RIGSS

Realizing that investments to build leadership capability must be done systematically at every level, RCSC in collaboration with RIGSS has invested in the Young Professionals Leadership Programme (YPLP) and Foundational Leadership Programme (FLP). Annually, two batches comprising 18 civil servants undergo YPLP from P3 and P2 level officers and another 20 for FLP from P5 and P4 level officers.

Table 26: Status of YPLP and FLP

Program/Year	YPLP	FLP
2019-20	0	0
2018-19	15	0
2017-18	31	0
2016-17	54	51
2015-16	18	0
2014-15	0	0

4.1.5. Design Thinking (DT) Project

Since the launch of Design Thinking Project in Bhutan on 20 July, 2016 through the Temasek Foundation-Singapore Polytechnic Collaboration, RCSC supported institutionalizing Design Thinking as a program component in RIGSS and RIM. The course is taught by Bhutanese Master Trainers trained through this collaboration.

In addition, RCSC implements annual DT workshops and mobilises DT practitioners to take up projects for improving public service delivery, when required by fielding in our Master Trainers. Design Thinking cascading workshops and DT projects are planned annually and included in the RCSC APT so as to train and equip civil servants with the Design Thinking abilities which can be used to foster innovation, be user centric and thereby improve service delivery. However, during the reporting year only one workshop could be conducted to co-create vision for Bhutan 2045 and the rest of the planned programs had to be stalled and the budget surrendered due to the COVID-19 pandemic situation. However, the Design Thinking Trainers were engaged in the OD Exercise and they used the tools for envisioning and needs assessment. Design Thinking was also used in development of the ZEST.

4.1.6. Foundational In-service Training (FIT)

The FIT program was designed after the Commission reviewed the CBF for common competency that are required for foundational level PMC civil servants. The common foundational competencies were clustered to come up with a foundational in-service course that can prepare the new recruits from the Technical Services to be job ready and at the same time invoke the spirit to shoulder the sacred responsibilities of the civil service.

The FIT program orients the new officers in general management and basic leadership skills to take on administrative and managerial roles and responsibilities besides developing values and to instill the importance of civil service code of conduct and values in discharging public duties. This program also seeks to foster esprit de corps and camaraderie among all entrants to the

Civil Service for enhanced coordination and collaboration among sectors.

The first FIT was attended by 189 graduates who were appointed under the Technical Service into the Civil Service with effect from 1 January, 2020 at RIM. The program consisted of seven professional management and skills development sessions, three personal development sessions and five speaker series as follows:

Professional Management and Skills Development units:

- Public Administration
- Human Resource Management
- Financial Management
- Procurement Management
- Design Thinking
- Communication skills
- Negotiation skills

Personal Development units:

- Leadership skills including Search Inside Yourself
- Driglam Namzha
- Etiquettes of Fine Dining

Speaker series:

- Social media policy
- Leadership of the self
- Ethics and Integrity
- Value of public money and accountability
- Bhutan's diplomatic policy

The Commission and RIM also invited eminent speakers in the country and from Singapore to make the program effective and impactful. The feedback shows that 99% of the participants rated that the topics covered during the FIT as very much relevant and that the month- long program would be useful and applicable in their workplace.

The FIT program will be a regular feature for the BCSE graduates appointed under the Technical Service henceforth.

4.1.7. Management of HRD programmes vis-a-vis COVID-19 situation

Due to COVID-19 situation, the following HR activities has been implemented as an interim measure to facilitate returnees and also ensuring the supply of our clients:

1. The Ministry of Health called back all the health professionals who were on studies to extend their professional expertise in treating and managing the COVID-19 situation in Bhutan. Given the fact that these health professionals are under various HR Development Programmes, HR Development Division had to resolve the issues after extensive consultation with the development partners, who have their own scholarship policy/condition to be fulfilled by the awardee, prior to returning back to the country without completing the course.
2. To maintain social distancing, the HR Development Division revised the “reporting mode” after completion of studies. Without having to report to RCSC in person, the HR Development Division facilitated the candidates’ reporting to the Division virtually. The Division also took note of excluding the quarantine period while computing the reporting date for all returnees from long-term training. As of June 2020, 49 civil servants reported to the HR Development Division virtually after completion of their studies.
3. The SoP was developed specifically for those candidates who are on study leave and had to defer their exam, semester, thesis defence. In total there were six deferral cases due to the situation.
4. For the new awardee(s) who are due to undergo studies in 2020 under various funding, their course commencement dates are deferred. Total of 39 candidates’ studies were deferred under the following scholarships:
 - a. Thailand International Cooperation Agency (TICA) - 34 candidates;
 - b. Chulabhorn Graduate Institute Post Graduate Scholarship - 2 candidates;
 - c. Princess Maha Chakri Sirindhorn Scholarship - 1 candidate; and
 - d. University/private funding - 2 candidates.
5. STT courses planned to be implemented under TICA scholarship and are on hold:
 - a. 25 STT slots to be implemented in July, 2020 for Teachers to undergo a course on Building awareness on modern pedagogy;
 - b. 20 slots for the course on Nursing Management and Leadership; and
 - c. 20 slots for the course on Nurses for pressure ulcer (bed sore) prevention and management.
6. For LTT proposals under private/self-funding and open scholarship, study leave have been reviewed and approved. However, their departure for

studies is dependent on the status of ex-country travel.

7. Implementation of 399 STT slots (funds disbursed to agencies) under Gol PTA have been halted due to COVID-19 situation (for detail refer Table 19). In addition, fund disbursement for new STT proposals amounting to about Nu. 60 million are also on hold even though these proposals were approved and ready for implementation. Under the approved training, following are some of the RCSC coordinated STT which are planned to be implemented batch wise:
 - a. Smart Assistant Training (SAT) for Administrative Assistants (other than HR Assistants) across the Civil Service;
 - b. Smart Assistant Training (SAT) for Administrative Assistants working as HR Assistants across the Civil Service; and
 - c. Competency based training on Accounts for Accounts Assistants across the Civil Service.

4.1.8. Undergraduate Scholarship administration

The RCSC on an annual basis, carries out a need assessment for all types of educational qualifications required in the Civil Service based on the staffing and new HR trends and developments, especially for those areas of studies that are not offered in Bhutan. The requirements are submitted to DAHE, who in turn look for reputed Universities and carry out the placement of students on merit basis. Upon completion of the course the students are obliged to sit for the BCSE and serve the Royal Government of Bhutan.

The table below provides information of undergraduate students by area of studies for the year 2020.

Table 27: *Details of undergraduate Scholarships by area of studies*

Agency	Area of studies	Number of students
MOAF	Horticulture/Agriculture Economics/Agriculture Engineering/Veterinary/Entomology/Chemistry	10
MOE	Teachers in STEM Subject and English	12
MOH	MBBS/Nursing/Biotechnology/Pharmacy/Medical Lab Technology/Food Science & Dietetics/Physiotherapy & Rehabilitation/ Radio Technology.	74
Dzongkhag	Landscape Architecture	2
NSB	Data Mining/Analyst/Statistics	3
NEC	Hydraulic Science/Hydrology	1
NCHM	Meteorology/Atmospheric Science	1
Total		103

4.2. Executive Development and Management

4.2.1. Leadership Development

Recognising that the Executives must be equipped with the right perspectives, knowledge and skills to achieve their organizational goals and objectives, under the leadership development component, systematic training and coordination opportunities will be provided to all Executives. Following three major leadership development and coordination programmes are undertaken:

1. Executive Forum and Executive Roundtable: 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.

In addition to this, the Civil Service is also one of the biggest recipients of the leadership development programs at RIGSS.

4.2.1.1. Executive Forum

The Executive Forum (ExFo), held annually, is a two-day programme organised specifically for the Heads of Ministries, Agencies, and Dzongkhags. 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 and other issues and challenges in good governance, and other relevant topics are generally discussed in the ExFo. This forum also provides a platform for the civil servants in top leadership positions to meet and network on a regular basis. 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. Till date, a series of ExFos have been organised with a different theme in every batch. The theme of the Exfo 2020 was “Public Service Effectiveness”.

Table 28: *Details of Executive Forum*

Year	Batch	Theme	No. of Participants	Month/Year
2020	ExFo 1	Public Service Effectiveness	21	3-4 February, 2020
	ExFo 2		22	6-7 February, 2020

4.2.1.2. Executive Roundtable Meeting

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 provide platforms similar to the executive forum for “second in command” in the agencies to discuss issues pertinent to them. The Executive Roundtable Meetings for 2020 was scheduled on 19 March, 2020. However, it was cancelled due to the outbreak of COVID-19.

4.2.2. Bhutan Executive Services Training (BEST)

Bhutan Executive Services Training (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. All Executives will have to undergo this training once in 3-4 years.

Table 29: *Details of BEST VIII Participants*

Batch	No. of Participants	Month/Year
BEST VIII	22	January 2020

4.2.3. Ex-country Leadership Development Programmes

The Executive Leadership Development Programme for identified areas are undertaken through the ex-country programmes to ensure that Civil Service leaders are exposed to the best knowhow and practices. In view of this, a total of 16 Executives attended following four leadership programs:

1. World Business Forum, ExCel, London

The World Business Forum which was held from 5-6 June, 2019 in ExCel, London was attended by 4 Executives led by Commissioner (Dr) Ugyen Tshewang. The Forum was programmed, in which some of the world’s best renowned leaders were the speakers for the two days forum. Expected outcome from the participants was to have them develop good networks with the speakers and other participants. The plan as of now is to have similar leadership forums organized and institutionalized here in Bhutan in collaboration with relevant Institutes in the near future. The participants reported good networking opportunities and a platform to interact with renowned thinkers and writers like Simon Sinek.

2. United Nations Public Service Forum 2019, Baku, Azerbaijan

United Nations Public Service Forum (UNPSF) 2019 was held from 24-26

June, 2019 at Baku, Azerbaijan under the theme 'Achieving the Sustainable Development Goals through Effective Delivery of Services, Innovative Transformation and Accountable Institutions'. The delegation from Bhutan was led by the Chairperson, RCSC, with Commissioner Lhendup Wangchuk and Director, Cabinet Secretariat as delegation members. RCSC received the invitation from UNPSF with a specific request to present the Bhutan Civil Service best practices and the performance management system, MaX.

3. Executive Leadership Course, Canberra, Australia

In collaboration with the Australia Awards, the Executive Leadership Course was implemented from 20 - 29 July, 2019 in Canberra, Australia. Three female and two male executives participated in the course. The nomination of participants consisted of technical and non-technical executives. The training was expected to complement technical competencies of technical executives and enhance leadership skills of other executives. The course covered areas on Adaptive Leadership & Psychological Flexibility, Prosocial, Fore sighting & Road mapping, etc.

4. Women's Forum Asia 2019, Singapore 2019

Women's Forum Asia 2019 held from 18-20 September, 2019 in Singapore was attended by two female Chiefs led by Commissioner Tshering Yangden. This forum was identified under the leadership Program, considering there is a major gap of women representation in the leadership positions and given the importance to have diverse viewpoints and experiences for creating inclusive communities.

4.2.4. Executive Management

As a part of RCSC's strategic management of executives, it regularly reviews existing vacancies and implements succession planning through strategic movement of executives based on their relevant experience, potential and duration served in current positions. It also reviews performance of executives and based on its assessment, promotes and/or transfers them. Further whenever a vacancy arises, it regularly conducts selection interviews for selection into executive positions.

The activities implemented under executive management are detailed in the tables below:

Table 30: Appointment of Executives

Sl. No	Name	Position Title	Position level	Agency	Date of Appointment
1	Kinga Singye	Secretary	EX1A	Ministry of Foreign Affairs	7-Aug-19
2	Rinzin Penjore	Dzongdag I	EX2A	Gasa Dzongkhag Administration	12-Sep-19
3	Phuntsho Tobgay	Secretary	EX1A	Ministry of Information and Communications	13-Sep-19
4	Karma Tshering	Secretary	EX1A	Ministry of Economic Affairs	11-Mar-20
5	Karma Weeizer	Secretary General	EX1B	National Assembly	6-May-20

Table 31. Promotion of Executive

Sl. No	Name	Position Title	Position Level	Agency	Date of Promotion
1	Tshewang Norbu	Secretary	EX1 A	Dzongkha Development Commission	1 January, 2020
2	Kinga Dakpa	Director General	EX2A	Royal Education Council	1 January, 2020
3	Rinchen Dorji	Director General	EX2A	Department of Medical Supplies & Health Infrastructure, Ministry of Health	1 January, 2020
4	Sonam Tenzin	Director General	EX2A	Department of Trade, Ministry of Economic Affairs	1 January, 2020

Table 32. Executives Transferred

Sl. No	Name	Position Title	Position Level	Agency	Date of Transfer
1	Sonam Tobgay	Director	EX3A	Department of Bilateral Affairs, Ministry of Foreign Affairs	15 March, 2019
2	Choiten Wangchuk	Director General	EX2A	Department of Geology & Mines, Ministry of Economic Affairs	1 November, 2019
3	Kunzang Namgyal Tshering	Director	EX3A	Department of Occupational Standards, Ministry of Labour and Human Resources	1 January, 2020
4	Dr. Tashi Samdup	Director General	EX2A	Bhutan Agriculture & Food Regulatory Authority, Ministry of Agriculture & Forests	1 Apr, 2020

Table 33: Executive selected through Open Competition

Sl. No	Name	Position Title	Position Level	Agency	Date of Appointment
1	Jigme Tenzing	Director	EX3A	Department of Information Technology & Telecom, Ministry of Information & Communications	15 March, 2019
2	Lobzang Dorji	Director	EX3A	Department of Forest & Park Services, Ministry of Agriculture & Forests	15 March, 2019
3	Dorji Dhap	Director	EX3A	Jigme Dorji Wangchuck National Referral Hospital	1 July, 2019
4	Jigme Wangdi	Director	EX3A	Bhutan Information Communications & Media Authority	1 August, 2019
5	Chewang Jurmi	Director	EX3A	Directorate, Ministry of Labour and Human Resources	1 August, 2019
6	Lungten Jamtsho	Executive Secretary	EX3A	Office of the Executive Secretary, Phuntsholing Thromde	15 August, 2019
7	Kado Zangpo	Director	EX3A	Department of Local Governance, Ministry of Home & Cultural Affairs	15 August, 2019
8	Tashi Tobgay	Dy. Auditor General	EX3A	Department of Sectoral Audit, Royal Audit Authority	1 September, 2019
9	Phuntsho Namgyal	Director	EX3A	Department of Renewable Energy, Ministry of Economic Affairs	15 March, 2020
10	Dorji Wangchuk	Dy. Auditor General	EX3A	Department of Performance & Compliance Audit, Royal Audit Authority	1 April, 2020

Table 34: Executives separated

Sl. No	Name	Position Title	Position Level	Agency	Date of Separation
1	Dawala	Director General	EX2	Department of National Properties, Ministry of Finance	24 March, 2019
2	Prem Mani Pradhan	Joint Auditor General	EX2	Department of Sectoral Audit, Royal Audit Authority	15 July, 2019

3	Dasho Karma Wangchuk Penjor	Secretary	EX1A	Ministry of Information & Communication	6 August, 2019
4	Kesang Wangdi	Cabinet Secretary	EX1	Cabinet Secretariat	30 August, 2019
5	Yeshe Wangdi	Secretary	EX1A	Ministry of Economic Affairs	3 October, 2019
6	Sonam Dawa	Director General	EX2A	Department of Medical Supplies & Health Infrastructure	15 December, 2019
7	Namgay Wangchuk	Director General	EX2A	Bhutan Agriculture and Food Regulation Authority	3 January, 2020
8	Karma Yeshey	Secretary	EX1A	Ministry of Education	2 March, 2020
9	Phuntsho	Dzongdag	EX2A	Pemagatshel Dzongkhag	2 March, 2020
10	Phuntsho Wangdi	Director General	EX2A	Bhutan Narcotic and Drug Control Authority	15 June, 2020

4.3. Human Resource Management

The HRM functions cover HR planning, staffing exercise, recruitment, appointment, transfer, promotion, secondment, redeployment, separation of civil servants, and other associated functions. The core function of RCSC is to provide required staffing to the Agencies as per the staffing and annual recruitment plans while striving to ensure small, compact and efficient Civil Service.

4.3.1. Staffing & Organisation Structure Review (12th FY Plan)

The staffing and structure review exercises are generally carried out every five years following the OD Exercise. The staffing exercise involves review and assessment of the key products and services of each division in an Agency based on the OD recommendations, vision, mission, mandate, 12th FYP programs and activities and APAs/APTs. The staffing numbers are fixed based on man hours required to deliver the assessed key products and services divided by the standard time of 1,603 hours per person per year.

The five-yearly based staffing is reviewed from time to time as the Commission receives continuous requests of additional manpower. The demand for human resources in the Civil Service is driven by changes in Government policies and upgradation of socio-economic structures as successive Governments make efforts to improve the quality and expand the reach of Government services.

Some notable Government Policy changes during the reporting period lead to substantial increase in demand for additional human resources. The Commission received a request for 435 additional teachers on and above the annual teacher requirement as a result of lowering the admission age to 5 years. An additional request of 1394 Teacher Assistants was made due to a change of Policy to move to formative assessment.

During the reporting period the staffing for the following Agencies have been carried out during the FY 2019 –2020.

Table 35: Staffing & Structure changes

Sl. No.	Agencies	Staffing numbers/Position level/structure approved
1	Ministry of Agriculture and Forests	The 10th Commission meeting held on 23 July, 2019 approved to lower the entry Position Level of Forester at S3A from S2 A with a commensurate change in qualification requirements.
		The 11th Commission meeting held on 30 July, 2019 approved the following post creations under National Animal Hospital, Motithang, Thimphu: <ol style="list-style-type: none"> 1. One Animal Health Supervisor 2. Two ESP as Cleaner and 3. Animal Attendant for Palace horses
		The 12th Commission meeting held on 6 August, 2019 approved the following: <ol style="list-style-type: none"> 1. Endorsed the name change of National Animal Hospital to National Veterinary Hospital; and 2. The recruitment of 50 Ex-Army on consolidated contract at S5C as Forester with the additional post creation of 9 for Royal Manas National Park and 30 for Phibso Wildlife Sanctuary as specified below: <ol style="list-style-type: none"> a. 10 each for Manas and Umling Range b. 15 each for Nichula and Phibso Range.
		The 15th Commission meeting held on 3 September, 2019 approved the 12FYP staffing of BAFRA.
2	Ministry of Education	The 14th Commission meeting held on 27 August, 2019 approved the following standard: <ol style="list-style-type: none"> a. 1 ECCD Facilitator for every 15 Children for Centers with more than 15 children; and b. 1 ECCD Facilitator for less than 15 but more than 8 Children A total of 163 new ECCD Centers has been approved with the post creation of 201 ECCD Facilitators.

	Ministry of Education	<p>The 14th Commission meeting held on 27 August, 2019 approved the following:</p> <ul style="list-style-type: none"> a. Standard for Teachers to teach Special Educational Needs students in principle: Teachers required for specific Subject and Class =(6 hrs X No. of Sections)/18 hrs per teachers b. Post creation of 6 posts on contract as Asst. Instructor (Bhutanese Sign Language Instructor at S5A) under Wangsel Institute. <p>The 33rd Commission meeting held on 11 February, 2020 approved the recruitment of 400 teachers on and above the annual teacher requirement for lowering the admission age for class PP from 6 years to 5 years.</p> <p>The 34th Commission meeting on 27 February, 2020 approved the implementation of Bhutan Professional Standards of Teachers.</p>
3	Ministry of Finance	<p>The 31st Commission meeting held on 28 January, 2020 approved the recruitment of 20 Revenue/Tax/Custom Inspector with waiver on qualification for contract employees in SSC.</p>
4	Ministry Foreign Affairs	<p>The 7th Commission meeting held on 2 July, 2019 approved the opening of two Desk Officer's positions for lateral transfer under Public Diplomacy Division.</p> <p>The 14th Commission meeting held on 27 August, 2019 approved the post creation of Education Attache (Dzongkha) for PMB, New York and the ex-post-facto approval on the vacancy announced.</p> <p>The 28th Commission meeting held on 1 January, 2020 approved the post creation of one Finance Attaché in the SSC for Royal Bhutanese Embassy, New Delhi.</p> <p>The 33rd Commission meeting held on 11 February, 2020 approved the post creation of one Third Secretary, P5-P2 for Royal Bhutanese Embassy, Bangkok.</p> <p>The 46th Commission meeting held on May 26, 2020 endorsed the renaming of the Department of SAARC & Regional Organization to Department of Regional Cooperation.</p>
5	Ministry of Economic Affairs	<p>The 39th Commission meeting held on 7 April, 2020 approved the post conversion of two Basic Operators to Technician under TRMD, Department of Trade.</p> <p>The 42nd Commission meeting held on 28 April, 2020 approved the outsourcing of security personnel for Thinchupangkha Depot under the Ministry.</p>

6	Ministry of Information & Communication	The 12th Commission meeting held on 6 August, 2020 approved the establishment of the National Film Commission and Media Council.
		The 16th Commission meeting held on 10 September, 2019 approved the delinking of Bhutan Civil Aviation Authority from the Ministry of Information and Communications as an independent Regulatory Authority with functional autonomy.
		The 37th Commission meeting held on 18 March, 2020 approved the implementation of ICT Clusters for the remaining Dzongkhags and ICT HR standard for ICT Clusters.
		The 50th Commission meeting held on 23 June, 2020 approved the 12th FYP staffing of the Ministry.
7	Ministry of Works & Human Settlement	The 18th Commission meeting held on 15 October, 2019 approved the following: <ol style="list-style-type: none"> 1. The transfer guidelines of the Ministry. 2. The transfer of 43 Engineer posts from the Department of Roads to various Dzongkhag Engineering Sectors as a result of the transfer of GC road mandate to the Dzongkhags.
		The 50th Commission meeting held on 23 June, 2020 approved the 12th FYP staffing of the Ministry.
8	Ministry of Labour & Human Resources	The 7th Commission meeting held on 2 July, 2019 endorsed the appointment of 17 General Subject Teachers in the seven TTTs (IZC Thimphu and Trashigang Yangtse; TTI, Chumey, Khuruthang, Rangjung, Samthang and Thimphu) on regular appointment w.e.f. 1.1.2019. Further, the Commission approved the three general subject Teachers (Dzongkha, English and Maths) for JWPTI on regular service.
		The 8th Commission meeting held on 9 July, 2019 approved the post creation of one Asst. Instructor for TVET Pilot at Rangjung Central School, Trashigang.
9	Ministry of Health	The 3rd Commission meeting held on 7 May, 2019 approved the recruitment of 24 Specialists from Bangladesh on contract for two years under Special Pay Package.
		The 8th Commission meeting held on 9 July, 2019 approved the following: <ol style="list-style-type: none"> 1. Post creation of 29 Clinical Counselors under different hospitals. 2. Post creation of three Laboratory Officers for Royal Center for Disease Control.

		<p>The 19th Commission meeting held on 29 October, 2019 approved to consider the LTT duration at KGUMSB for Drungtsho as active service for promotion.</p> <p>The 35th Commission meeting held on 4 March, 2020 approved the regular recruitment of Ambulance Drivers.</p> <p>The 49th Commission meeting held on 16 June, 2020 approved the post creation of Thromde Health Officer for Thimphu and P/ling Thromde.</p>															
10	Royal Audit Authority	<p>The 22nd Commission meeting held on 20 November, 2019 approved the following change in organizational structure of Royal Audit Authority:</p> <ol style="list-style-type: none"> 1. Creation of Directorate of Services. 2. Following new names of the Departments and Division except for Regional Offices to remain status quo i.e. Office of the Assistant Auditor General: <table border="1" data-bbox="596 842 1174 1383"> <thead> <tr> <th>SN</th> <th>Existing</th> <th>Approved</th> </tr> </thead> <tbody> <tr> <td>1</td> <td>Department of Performance and Commercial Audit</td> <td>Department of Performance and Compliance Audit</td> </tr> <tr> <td>2</td> <td>Department of Follow-up, Regions and HR Management</td> <td>Department of Follow-up and Regions</td> </tr> <tr> <td>3</td> <td>Corporations and Financial Institutions Division (CFID)</td> <td>Compliance and Outsourced Audit Division</td> </tr> <tr> <td>4</td> <td>Policy, Planning and Annual Audit Report Division</td> <td>Policy and Planning Division</td> </tr> </tbody> </table>	SN	Existing	Approved	1	Department of Performance and Commercial Audit	Department of Performance and Compliance Audit	2	Department of Follow-up, Regions and HR Management	Department of Follow-up and Regions	3	Corporations and Financial Institutions Division (CFID)	Compliance and Outsourced Audit Division	4	Policy, Planning and Annual Audit Report Division	Policy and Planning Division
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3	Corporations and Financial Institutions Division (CFID)	Compliance and Outsourced Audit Division															
4	Policy, Planning and Annual Audit Report Division	Policy and Planning Division															
11	Cabinet Secretariat	<p>The 17th Commission meeting held on 25 September, 2019 approved the restructuring and 12th FYP staffing of the Agency.</p>															

12	Anti-corruption Commission	The 159 th Commission meeting held on 26 March, 2019 approved to upgrade the Asset Declaration Unit to Asset Declaration Management Division under Dept. of Prevention & Education as follows:																		
		<table border="1"> <thead> <tr> <th>Division</th> <th>Position Title</th> <th>Position Category</th> <th>Approved Strength</th> </tr> </thead> <tbody> <tr> <td rowspan="3">Asset Declaration Management Division</td> <td>Chief/Principal Research Officer/Chief IPO</td> <td>P1/P1(S)</td> <td>1</td> </tr> <tr> <td>Integrity Promotion Officer</td> <td>PMC</td> <td>3</td> </tr> <tr> <td>Integrity Promotion Asst.</td> <td>SSC</td> <td>1</td> </tr> <tr> <td colspan="2">Sub Total</td> <td></td> <td>5</td> </tr> </tbody> </table>	Division	Position Title	Position Category	Approved Strength	Asset Declaration Management Division	Chief/Principal Research Officer/Chief IPO	P1/P1(S)	1	Integrity Promotion Officer	PMC	3	Integrity Promotion Asst.	SSC	1	Sub Total			5
		Division	Position Title	Position Category	Approved Strength															
		Asset Declaration Management Division	Chief/Principal Research Officer/Chief IPO	P1/P1(S)	1															
			Integrity Promotion Officer	PMC	3															
Integrity Promotion Asst.	SSC		1																	
Sub Total			5																	
The 8th Commission meeting held on 9 July, 2019 approved the recruitment of one Forensic Graduate as Asst. Integrity Officer.																				
13	Office of the Attorney General	The 4th Commission meeting held on 14 May, 2019 approved the post conversion of Dzongkha Coordinator to store keeper under the Dzongkha Section, OAG																		
14	Jigme Dorji Wangchuck National Referral Hospital	The 5th Commission meeting held on 11 June, 2019 approved the post creation of Technician (Tailoring) at S3A.																		
		The 14th Commission meeting held on 20 August, 2019 approved the recruitment of Pathologist and Anesthesiologist on contract under Special Pay Package.																		
		The 16th Commission meeting held on 10 September, 2019 approved the recruitment of Gastroenterologist on contract under Special Pay Package.																		
15	National Environment Commission	The 14th Commission meeting held on 20 August, 2019 approved the post creation of two Laboratory Assistant to monitor the water resources in all river basins in the country.																		
		The 50th Commission meeting held on 23 June, 2020 approved the post creation of Adm. Asst. under the HR Section.																		
16	Bhutan Medical and Health Council	The 37th Commission meeting held on 17 March, 2020 approved the 12th FYP staffing of the Agency.																		
17	Construction Development Board	The 37th Commission meeting held on 17 March, 2020 approved the 12th FYP staffing of the Agency.																		
18	Dratshang Lhentshog	The 37th Commission meeting held on 17 March, 2020 approved the 12th FYP staffing of the Agency.																		

19	Bhutan Standard Bureau	The 37th Commission meeting held on 17 March, 2020 approved the 12th FYP staffing of the Agency.
20	Royal Civil Service Commission	The 49th Commission meeting held on 16 June, 2020 approved the transfer guideline of HR Officers.

4.3.2. Flagship Programme for 12th FYP

In order to address the national priority issues and accelerate the achievement of the National Key Result Areas (NKRA) of the 12th FYP, the Government has prioritized six Flagship Programmes. The Flagship Programs are those programs that have high socio-economic impact which require multi-sectoral collaboration and central coordination. To support the Government initiatives, the Commission approved additional time-bound positions in the Project Management Unit (PMU) on and above the approved staffing in their respective Agencies. As Flagship Programs are time bound, the Commission filled the positions with contract staff, so that the operational cost from human resources of these projects are work charged and time bound. The detailed number of approved positions under the six Flagship Programmes are reported in the table below:

Table 36: Number of Position approved for Flagship Programmes

SI No	Flagship Program	No. approved staff on Contract
1	Digital Drukylul	27
2	Water	6
3	Organic Bhutan	15
4	Startup and CSI Development	3
5	Sustainable Tourism Development	15
6	Waste Management & Dog Population Control	14
Total		80

4.3.3. Annual Recruitment

The Commission carries out an annual recruitment plan to fill up various vacancies, through the single window recruitment in January, for regular positions. Agencies submit the annual human resource needs to RCSC in the month of May within the approved staffing strength. RCSC reviews and finalises it by mid-year so that vacancy announcements for PMC and SSC can be made prior to the conduct of the main examinations of BCSE. The recruitment into the PMC is selected through the BCSE system and that of SSC and OC are selected at Agency level. The OC recruitment is decentralized to the Agency and no approval is required from RCSC as long as the recruitment

is on contract and within the approved staffing strength. Recruitment on contract to fill in the critical gaps are carried out at the Agency level as and when vacancies arise.

The two AKRA of the 12th FYP namely, right sizing of Civil Service and Civil Service adequately deployed in LGs are relevant to staffing and recruitment. During the reporting period, 1,265 regular civil servants and 1,012 contract civil servants were recruited. The summary of the recruitment by Position Category and Gender is as shown in the Table below:

Table 37: Recruitment by Position Category and Gender

Position Category	Employment status	Male	Female	Total
Executive and Specialists	Regular	0	0	0
	Contract	4	2	6
Professional & Management	Regular	408	419	827
	Contract	182	183	365
Supervisory & Support	Regular	250	185	435
	Contract	200	280	480
Operational staff	Regular	1	2	3
	Contract	124	37	161
Total		1169	1108	2277

4.3.4. Redeployment of excess civil servants

For the reporting year, 24 civil servants were identified from various Ministries and Agencies as excess staff and 16 of them have been redeployed so far. The remaining excess Ward Assistants under JDWNRH will be remapped and redeployed after the 12th FYP staffing of JDWNRH finalised. During the redeployment exercise, wherever possible, excess staff are redeployed within the same *Dzongkhag*/Agency.

4.3.5. Promotion for PMC, SSC and OC

As an integral part of performance management, promotions are awarded to reward and motivate performing civil servants. All broadbanded promotions including P1 Specialist are approved at the Agency level. The meritorious promotions are reviewed and approved by the Commission in January and in July of every year. Meritorious promotions are out of turn promotions by one year or six months, granted to those civil servants who achieved outstanding performance scores for three consecutive years through the moderation exercise for moderated Agencies, and with very strong recommendations for non-moderated agencies. In Agencies that do not conduct the moderation exercise, meritorious promotions are assessed by the Commission based on whether the person has served above and beyond the call of duty.

The table below provides information on the different promotions granted to civil servants on 1 July, 2019 and 1 January, 2020. During the reporting period, a total of 4,669 civil servants received various categories of promotions. Of the total civil servants promoted, 47.07% under the PMC, 49.75% under the SSC and 3.16% under the OC.

Table 38: *Promotion of civil Servants by Position Category and Type*

Sl. No	Position Category	Promotion Type				
		Specialist (P1)	Meritorious	Broad Banded	Fast Track	Grand Total
1	Professional & Management	13	39	2146	0	2198
2	Supervisory & support	0	9	2300	14	2323
3	Operational	0	0	148	0	148
Grand Total		13	48	4594	14	4669

4.3.6. Transfers

Transfers allow civil servants to progress in their career, find the right fit to optimise their skills, knowledge and abilities and diversify their experience. In order to uphold Civil Service values of transparency and meritocracy in transfers, except for the routine transfers by Parent Agencies, the RCSC has made it mandatory for Agencies to announce all vacancies on their websites for at least two weeks. Subsequently, the applicants have to compete for the position. Transfers carried out by Parent Agencies for routine transfers, marital/medical related request transfer and public interest transfers, have to be made in line with the transfer guidelines endorsed by the Commission.

Table 39: *Details of transfers implemented*

Transfer Type	Position Category	July 2019 to June 2020
Inter-Agency transfer without change in Position Title	PMC	2
	SSC	15
	OC	2
Inter/Intra Agency transfer involving change in Position Title & MOG	PMC	86
	SSC	8
	OC	0
Inter/Intra Agency transfer involving only change in Position Title	PMC	68
	SSC	3
	OC	0
Grand Total		184
PMC		156
SSC		26
OC		2

4.3.7. Separation from service

During the reporting period, a total of 895 civil servants (2.8%) were separated from the Civil Service under different categories of separation, as shown in the Table below. Voluntary resignation accounted for the majority of separation cases.

Table 40: Separation of Regular civil servants by Separation Type

Sl. No	Type	Count	Percent
1	Voluntary Resignation	629	70.0 %
2	Superannuation	147	16.4 %
3	Early Retirement Scheme	28	3.1 %
4	Death	53	5.9 %
5	Compulsory Retirement	18	2.0 %
6	Termination	14	1.5 %
7	Cancel/ Withdrawal of Appointment	6	0.6 %
Total		895	100%

During the reporting period, 190 contract civil servants left the contract service in different position categories. A total of 19 civil servants have opted to resign while they were on EoL.

4.3.8. International Volunteers

RCSC is the nodal Agency to coordinate the International Volunteers Program. Volunteers remain an extremely important resource and their services have augmented shortages of skills and knowledge and facilitated the transfer of knowledge/expertise in selective and highly technical and professional fields in the Civil Service. Volunteers also help to promote Bhutan’s relations with its development partners. As of now, the RGoB has 35 international volunteers working in Bhutan on a time-bound contract under the six International Volunteer Programmes as follows:

Table 41: Number of International Volunteers in Bhutan

Sl. No.	Programme	Total
1	Japan International Cooperation Agency, JICA, (Sr. Volunteers), Japan	5
	Japan Overseas Cooperation Volunteers (JOCVs), Japan	12
2	Australian Volunteers Program (AVP), Australia	5
3	Bhutan Canada Foundation (BCF), Canada	1
4	Friends From Thailand (FFT), TICA, Thailand	7
5	World Friends Korea (KOICA), South Korea	4
6	Fulbright Specialist Program, USA	1
Total		37

However, due to the increasing risk posed by COVID-19, all the Volunteers under Japan International Cooperation, Australian Volunteer Program, World Friends Korea, and Fulbright Specialist Program have returned to their respective countries. Consequently, JICA Bhutan Office has informed RCSC about change in their recruitment schedule, and AVP Bhutan Office upon consultation with RCSC is carrying out Remote Volunteering for two repatriated Volunteers under Entrepreneurship and Self-employment Division, MoLHR and Wangsel Institute, Paro. The FFT volunteers have stayed back and been working during the pandemic despite the risk. The Commission would like to mention the services of two FFT Volunteers Miss Nisanart Yeamkhong, Drug Analyst and Miss Mashchimaporn Songsang, Laboratory Technologist working at RCDC, for working selflessly in the frontline efforts to contain the COVID-19 pandemic.

4.3.9. Civil servants on Secondment

In order to promote Bhutan's presence and contribution to the international community as well as to fulfil the obligations of the Government as a member of various international and regional bodies, RCSC facilitates civil servants on secondment. The secondment also provides opportunities to civil servants to acquire diverse expertise and experiences that will be beneficial to the Civil Service upon their return. During the reporting period, 23 civil servants are on secondment to the following Agencies.

Table 42: *Secondment to Different Agencies*

Sl. No.	Agencies	Total
1	Punatsangchhu Hydropower Project Authority	6
2	Respect, Educate, Nurture and Empower Women, NGO	4
3	Youth Development Fund, NGO	2
4	Druk Holding and Investment Ltd. Corporation	2
5	Tarayana Foundation, NGO	1
6	Mangdechhu Hydroelectric Project Authority	1
7	RMA	1
8	Border Patrol Forces Schools in North Thailand, NGO	3
9	SAARC Agriculture Centre, Dakha	1
10	SAARC Culture Centre, Sri Lanka	1
11	Global Tiger Forum (GTF), Secretariat, New Delhi	1
Total		23

4.3.10. Officer on Special Assignment

With the introduction of Officer on Special Assignment (OSA), civil servants are allowed to move from one Superstructure to another for a fixed term of three years. There are also movements of Civil Service on OSA within the Superstructure. A total of five civil servants have been sent on OSA, after its introduction. One Customs Officer, Finance Service is sent to NEC, one Dzongkha Teacher, Education Service is sent to the Royal Privy Council as Dzongkha Technical Service, one Internal Auditor, Finance service to administration service as Personal Secretary under Cabinet Secretariat and two Medical Doctors from Hospitals sent to DoPH, MoH as Program Service.

4.3.11. Change in the annual intake of PGDPA for Administrative Service

Prior to 2014, recruitment on the basis of eligibility criteria (scored more than 50% in BCSE), was used as a window to fill-up vacancies arising during the year after the BCSE selected placements were completed. The graduates holding the eligibility certificate were placed one Position Level below the selected graduates. As a result, graduates who did not fulfill our quality requirements, were recruited and occupying regular positions, which otherwise in the long run, could have been filled with BCSE selected graduates. Hence, the Second Commission discontinued the recruitment through the eligibility certificate and instead instituted recruitments on a contract basis.

In 2019, RCSC once again conducted a detailed review of graduate requirements for PGDPA positions until 2020. The study showed that PGDPA numbers had to be increased as the intake of 40 was insufficient with supply lagging behind by two years. Hence, the 8th Commission meeting held on 9 July, 2019 approved the PGDPA intake from 40 to 45.

The 40th Commission meeting held on 14 April, 2020 increased the weightage of RIM Postgraduate courses from 25% to 50% to determine merit ranking for job placement of all PG Diploma graduates. This was approved as a nudge for the pre-service candidates undergoing the PG Diploma to optimise the benefits of their training and promote the culture of merit based performance at the onset of their career.

4.4. Human Resource Audit

4.4.1. Background

The HR Audit Service was instituted in 2012 in accordance with CSAB 2010. The HR audit ensures compliance and uniform application of the CSAB 2010 and BCSR towards improving the HR standards and practices across the

Civil Service. With increasing decentralization of HR functions, the HR Audit functions saw a commensurate increase in their responsibilities as HR Audits had to be conducted regularly to ensure compliance to the BCSR and uniform application of HR actions. The HR Audit goes beyond fault finding and makes affirmative observations to recognise the good practices.

Number of Agencies Audited

A total of 59 Agencies are identified to be audited once in every two years and this was possible with the conduct of abridged auditing in 2018. For 2019-2020, a total of 25 Agencies was audited in accordance with the annual performance target. In addition, on invitation by the Anti-Corruption Commission, HR auditing was carried out for a period of 4 years 6 months from August 2015 to January 2020.

Table 43: Summary of Agencies Audited

Agency	No. of Agencies	HR Actions Audited	Major observations
		Total HR Actions	
Ministries	5	15566	14
Dzongkhags/ Thromdes	9	14482	66
Constitutional Office	1	694	1
Autonomous Agencies	10	7877	305
Total	25	38619	386

4.4.2. Strategic Human Resource Audit

The strategic HR Audit was initially conducted from 2016 with the purpose to assess 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 findings, recommendations were co-created with Agency’s HR Officers and HR Division staff and the prototypes were designed and implemented accordingly.

4.4.2.1. New strategic Initiatives

The new additional strategic initiatives are:

- A BCSR 2018 session with the staff of HR Division/HR Service for the purpose of creating awareness and to ensure minimal observation in future. Every participant was made to prepare a powerpoint presentation on BCSR chapters and the presentation was followed by discussion and quiz. Further, a session on frequently asked questions was held to bring about more clarity on BCSR clauses.

- A pre and a post-test on the BCSR using google form was conducted to assess the level of understanding given the intervention (training) and the best three performers were awarded prizes.
- Use of technology at the workplace was encouraged through introduction of G-Suite and HR calculator.
- An online BCSR awareness assessment was conducted using google form consisting of 22 basic questions extracted from BCSR 2018 aimed towards generating awareness among all the staff of the Agency.

4.4.2.2. Cross Cutting Recommendations from Strategic HR Audit

The following are the cross-cutting recommendations and some of these recommendations are based on Agency's best HR practices which have been replicated across civil service:

1. A training history report is to be submitted along with the nominated civil servants to ensure transparency and equitable access to such opportunities.
2. As part of HR automation and to promote efficiency in the use of resources, the following initiatives were undertaken:
 - a. Devised two HR calculators for long term training refund and rural posting.
 - b. Use of Google form for online application for recruitment, Open Competition, leave and transfer.
3. In line with staff engagement, the following are undertaken:
 - a. A staff coordination meeting to be held every two months.
 - b. Conduct recreational activities such as retreat, picnic, hiking etc.
 - c. Institutionalize coaching framework.
 - d. E-greeting to be sent on a special occasion.
4. Portfolio of civil servants who recently retired to be posted on the web with a write-up on their contribution. Such an act, portrays appreciation for the long service rendered and provides a graceful exit.
5. Checklist for proper documentation for various HR actions was developed along with prototypes.

4.4.2.3. Implementation status of the past strategic recommendations

Of the total strategic recommendation, 22 of the Agencies had implemented

more than 50% of the recommendation except for one Agency.

4.4.3. Compliance to Human Resource Audit

The compliance HR audit identifies gaps, limitations and appropriate intervention if required are recommended. In line with compliance audit, positive observations and good HR practices are highlighted in the report and these good practices are replicated across the Civil Service.

With the Commission's directive to carry out auditing in Agencies once in every two years, HR auditing covering all areas of HR action was carried out in 11 Agencies. Comparatively, observations have declined in nine Agencies indicating greater compliance to BCSR. However, in two Agencies the major observation has increased.

Table 44: Status of Compliance of Human Resource Audit

Sl. No.	Agencies	Current Auditing			Past Auditing		
		HR Actions	Major Observation	%	HR Actions	Major Observation	%
1	MOAF	5327	4	0.08%	11514	18	0.16%
2	Punakha Dzo	1721	4	0.23%	1250	17	1.36%
3	MOH	4222	3	0.07%	5646	77	1.36%
4	MOF	2383	0	0.00%	2678	12	0.45%
5	MOE	2405	0	0.00%	3015	32	1.06%
6	MOLHR	1229	7	0.57%	1330	13	0.98%
7	Thimphu Thromde	2968	3	0.10%	2838	25	0.88%
8	P/Ling Thromde	526	2	0.38%	867	13	1.50%
9	Haa	709		0.00%	907	5	0.55%
10	Thimphu	1126	4	0.36%	959	2	0.21%
11	Chukha	1121	36	3.21%	2206	10	0.45%

4.4.3.1. Positive observations

The positive observation highlights the observations requiring additional HR actions which are in compliance with BCSR but due to oversight, has been left out by the Agency. Such observations bring about the positive intentions of the auditing exercise. There are total of 21 positive observations identified in six Agencies as follows:

1. Personal pay was not paid to 16 civil servants. However, based on the observation personal pay was granted to the civil servants by the Agencies.

2. Re-institute promotion revoked by the Agency where the Agency had revoked the promotion for not meeting the duration criteria. On further verification, it was confirmed that the duration criteria was met.
3. Gratuity was not paid for the completed year for four contract civil servant. Accordingly, the Agency was directed to pay the gratuity for the completed year.

4.4.3.2. Good HR Practices

The following are some of the good HR practices which have been observed across the Civil Service:

1. Coaching was implemented by the HR Division and feedback received during the session were further discussed with the staff;
2. For recruitment of contract Teachers, an additional level of screening is carried out to check the criminal records since the positions require dealing with children;
3. Google Docs are used for drafting office correspondences ensuring collaboration and efficiency in service delivery;
4. Khadar ceremony was conducted for those civil servants promoted; and.
5. In Phuentsholing Thromde, every Wednesday is reserved as No Public Day and all the internal meetings are held to ensure minimal disruption in the service delivery.

4.4.3.3. Major HR audit observations

There are total of 386 cases of major observations on promotion, training, recruitment, leave, HRC Minutes and Separation and the observations are as follows:

1. Promoted without meeting the duration and performance criteria;
2. Promoted while undergoing Long Term Training;
3. Ex-country training availed by contract civil servants and GSP;
4. Short term training availed without HRC approval and carry forward duration not maintained;
5. Driver recruited on contract with criminal record;
6. Marks allocated beyond maximum ceiling, wrong tabulation of consolidated result and error in the removal of extreme marks;
7. EOL availed without fulfilling the study obligation;

8. Medical leave of more than a month availed by civil servants on contract;
9. Six months of escort leave granted;
10. Continued service beyond their superannuation age;
11. Voluntary resignation converted to Early Retirement Scheme (ERS);
12. Gratuity sanctioned for years of active service less than 10 years; and
13. Documents missing.

4.5. BHUTAN CIVIL SERVICE EXAMINATION

4.5.1. Background

In accordance with Section 47 of the Civil Service Act of Bhutan 2010 which states that “the Commission shall recruit university graduates through competitive examinations conducted in accordance with the procedures laid down in the BCSR for initial appointments to Professional and Management positions in the Civil Service”, the Royal Civil Service Commission conducts the Bhutan Civil Service Examination (BCSE) on an annual basis to recruit the university graduates for all Agencies across the Civil Service.

The recruitment process is aligned with the appointment effective date in the Civil Service in line with Section 4.2.5 of the BCSR 2018 which states that, “regular appointments into the Civil Service for all position categories shall take place with effect from 1 January of each year under the Single Window Recruitment System to ensure strategic and systematic recruitment plan, greater transparency and predictability and alignment to promotion cycle”.

The objective of the BCSE is to attract and select the best and the brightest graduates through a healthy and fair competition for appointments into the Civil Service based on the principle of meritocracy.

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

Stage I: Preliminary Examination; and

Stage II: Main Examination.

4.5.2. 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. A total of 3,256 candidates who studied in 209 different institutes based in 12 different countries appeared for the BCSE in 2019. While there

were a few candidates who studied in institutes based in countries such as Australia, Bangladesh, China, Nepal, Philippines, Sri Lanka, England, Malaysia, Thailand and the USA, most candidates who studied outside Bhutan were from institutes based in India given its proximity and affordability. 2,442 candidates graduated from colleges in Bhutan, 777 from India and the rest from other countries.

The minimum cut off marks in PE approved by the Commission was 50%, which was maintained consistently for the last six consecutive years. A total of 1,259 graduates qualified from PE to appear for the ME, which was slightly lower than the previous year with 1,589 graduates who obtained 50% of the total 3,218 graduates.

4.5.3. 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 ME and obtain the minimum threshold of 50% in the Main Examination for appointment into the Civil Service and for merit-based placement. 15 MBBS graduates have appeared the main examination.

4.5.4. Main Examination

The objective of the ME is to test the candidates' core competencies and their subject knowledge for the final selection. All categories of graduates write three examination papers and appear viva voce in the ME. The graduates who obtain 50% and above are required to submit all required documents before appearing the ME.

In 2019, a total of 1,748 graduates appeared the ME, of which 841 were selected based on the requisition submitted by Agencies in line with the approved staffing as shown in the table below. In accordance with Section 7.12.1 of the BCSR 2018, "a candidate shall be required to obtain at least 50% average mark in the ME to be eligible for selection". Further, the placement is done on "merit ranking of the BCSE results for the respective examination category and availability of vacancy" as stated in Section 7.12.2 of the BCSR 2018.

Table 45: Number of graduates who appeared ME and selected into the Civil Service.

Sl. No.	Category	No. of graduates	
		Appeared	Selected
1	Post Graduate Diploma in Education (PGDE)	180	138
2	Post Graduate Diploma in Financial Management (PGDFM)	213	30
3	Post Graduate Diploma in Public Administration (PGDPA)	199	45
4	Dzongkha category (direct recruits & Dzongkha PGDE)	59	59
5	Technical category	514	185
6	B.Ed. Graduates	583	384
Total		1,748	841

4.5.5. Report on the Performance of Graduates from different Institutions in the BCSE

The RCSC published its annual report on the ‘performance of the graduates from different institutions in the BCSE 2019’.

The report highlights statistics on the number of candidates who have studied in various colleges based in different countries and their success rate in the BCSE. A comprehensive report is available at bcse.rcsc.gov.bt

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 a 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.

4.5.6. Drug Test as part of Medical Fitness Certificate

The move to conduct the drug test in support of the national effort to deter drug abuse, especially, among the youth and to uphold the Civil Service Code of Conduct which explicitly prohibits indulgence in intoxicating substances in the Civil Service has been received well and it is evident with all 841 selected candidates having cleared the test. The drug test is carried out in accordance with the ‘SOP for Drug Test in the Civil Service’ and under the guidance from the Bhutan Narcotic Control Agency.

4.5.7. Cost of Bhutan Civil Service Examination

The conduct of BCSE 2019 incurred Nu 11.024 M. The cost was incurred mainly for payment of honorarium for the examination resources and logistics arrangement. Both PE and ME were conducted in schools in Thimphu, PE in eight schools and ME in five schools designated as examination centres. The RCSC fielded 370 invigilators for the PE and 215 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. Given the diverse categories of graduates and the number of graduates appearing the examination in the respective categories of the BCSE, the viva voce was carried out by 24 interview panels comprising five panel members and an interview assistant each, some panels requiring as many as seven days to complete the interview.

There were 77 resource persons identified for the preparation of the resources for the examinations who have a high degree of professionalism and integrity in addition to in-depth knowledge and specialisation in their relevant subjects. Another 27 resource persons have participated in the evaluation of the written examination papers of the General, Dzongkha and B.Ed. graduates while the written examination papers of the Technical graduates were evaluated by the same resource persons who have prepared the questions.

Besides assessments, all examination papers are verified and re-verified by different dedicated teams from the RCSC to ensure error free examination results. The examination materials are handled with the highest degree of professionalism, integrity and confidentiality with access only by a few dedicated officials.

Further, RCSC has facilitated candidates with special needs to sit for the BCSE based on the need every year. Four differently-abled candidates appeared for the PE of the BCSE 2019 – two candidates who use braille, one candidate with low vision, and one dyslexic candidate. For candidates who use braille, the common 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 candidate's identity undisclosed. All the candidates with special needs were provided individual examination rooms and extra time to write the paper as per the standard of the Bhutan Council for School Examinations and Assessment's conduct of examinations.

4.5.8. Deferment of BCSE 2020 schedule

The entire BCSE selection process takes about six months starting with announcement for e-registration of the applicants to declaration of result, followed by appointment and placement of direct recruits into the Civil Service or being sent for pre-service Post Graduate Diploma courses to RIM and RUB.

Unlike in the past years, the schedule for the BCSE could not be announced in the month of June due to the global COVID-19 pandemic situation. The deferment is also due to the delay in the graduation of candidates from the various colleges. Considering that the fresh supply of graduates is very critical to take in the best and the brightest from every cohort into the Civil Service, the Commission decided to finalise the schedule of the BCSE 2020 after getting confirmation on the likelihood of graduation of students from colleges and also the situation of the pandemic to ensure safety of the candidates.

4.6. Human Resource Coordination Services

The Human Resource Coordination Services (HRCS) in RCSC is responsible for coordinating and parenting the Human Resource Officers and Assistants in the Civil Service. The HRCS is the secretariat to the Technical HR Committee and Secretariat HR Committee conducted every week.

4.6.1. Technical HR Committee (THRC) Meeting and Secretariat HRC

The THRC is responsible to review and provide technical support to the Commission and operate within the powers delegated by the Commission. The Committee chaired by the Director with members from Heads of Division and Services meets every Thursday. During the reporting period this Committee held a total of 62 meetings.

The same Committee members are also the members for Secretariat HRC. The Secretariat HRC is conducted for HR matters related to RCSC staff and other HR Officers/Assistants in the Working Agencies. During the reporting period 59 HRC meetings were conducted.

4.6.2. RCSC as a Model Organization

RCSC continues to aspire to be a model organization. In its efforts to achieve this objective, RCSC works continually to make RCSC a place where staff find their work meaningful and, thus, aspire to provide exemplary service. Currently, the following practices have been adopted in RCSC:

4.6.2.1. HR Foundational Course

As the Parent Agency, it is our responsibility to strengthen the HR services and build the competency of the HR professionals. The RCSC uses competency based training models to build the capabilities and abilities of the HR Officers and the first one being the HR Foundational Course. During the year, the HR foundational course was conducted for the 10 newly appointed HROs from 6-22 January, 2020 for a period of two weeks.

4.6.2.2. The HASH it Out Team

To enhance service delivery at RCSC, *the Hash it Out Team* was formed with task force members from each Division to resolve cross cutting issues through enhancing communications using Information Technology to ease and deliver services efficiently.

4.6.2.3. Monthly webinars with HR Officers

As a Parent Agency for HR Officers/Assistants, a system to touch-base with all the HROs in 67 Agencies was introduced using monthly online meetings. These webinars are cost-effective and provide an effective platform to resolve pending issues, uniform interpretation of BCSR and strengthen working relationships between RCSC, Central Agencies and Local Governments.

4.6.2.4. Centralized Mail Dispatch System

RCSC moved to a centralised mail dispatch system to make Work from Home (WFH) effective during the WFH period. The system of centralised mail dispatch system using G-suite features is continued even after resuming normal schedules. This experience from implementing WFH gave RCSC the opportunity to review our staffing standard of telephone operator and mail dispatcher and recommend one staff instead of two, thus reducing the cost of HR on RGoB and showcasing how use of technology can reduce HR requirements.

4.6.2.5. Optimization of G-Suit

By leveraging the use of G-Suit consisting of Google Sites, Google Doc, Google Sheet and Trello, much of internal workflow and tasks management have been automated. Many of the divisions use the above combination for delegation of work, collaboration and internal one stop access to information. Using these IT tools allowed for a rather seamless workflow during the WFH period.

4.6.2.6. Information sharing and outreach efforts of RCSC

As part of RCSC's effort to provide timely and accurate information on the Civil Service and RCSC's services to our civil servant clients and the public at large, it maintains updated information on RCSC's web page and official Facebook and Twitter page. Through these digital platforms, all the essential information and notifications are available to civil servants and other clients. RCSC web page provides instant links to important systems such as ZEST, LFS and MAX and other Government links.

4.6.2.7. Critical Feedback Team

The Critical Feedback Team (CFT) consists of volunteers whose job is to provide feedback directly to the Chairperson in their independent capacity, with the objective of ensuring a healthy work environment in the organization. Scientific and empirical studies show that a healthy workplace environment is critical to maintaining a positive outcome and great office culture. The team hears out the feedback from the colleagues mainly around four areas of workplace culture, physical environment, health and lifestyle practice and, supportive workplace environment and submits it to the Chairperson for necessary intervention.

The CFT also carries out team building exercises and organizes internal discussion forums such as In-house meetings to foster interactions amongst the employees. In addition, the Chairperson also assigns CFT to review certain issues in the Civil Services. For instance, the CFT was assigned to conduct the Employee Engagement study to assess the utilization of the new officers entering the service. The report which showed below average engagement of new officers, was presented to the head of agencies during Executive Forum 2020. The Forum recommended RCSC to find ways and means to address the matter and to conduct such studies regularly. Currently, CFT is assigned to study the roles of HR Personnel in all types of Agencies with the objective to assess their utilisation and engagement.

4.6.2.8. Organizational Climate Survey (OCS)

An OCS is a self-administered survey with an objective to help the management understand the connection between their actions and the climate they create for their employees. It is one of the activities the Chairperson, RCSC assigned to the CFT. The instruments in OCS were developed based on an established assessment instrument on organizational climate which include Organizational Design, Communication, Leadership, Teamwork, Decision-Making, Culture, Job Satisfaction, and Motivation. The report with the recommendations were presented to the Commission and Secretariat. The RCSC secretariat

has initiated various intervention programs to address the concerns of the employees featured from OCS.

4.6.2.9. Waste Management and observation of monthly Zero-waste hour

The RCSC as a responsive organisation, is concerned about the impact from climate change and understands that such complex problems require both individual and collective efforts. Towards this, RCSE doesn't use bottled water for all RCSC programs, segregates office waste, observes the monthly zero waste hour, conducts cleaning campaigns, discontinued printing for weekly commission meeting agenda, encourages e-copies of official correspondences and the 4 R (Recycle, Reuse, Reduce and Refuse) approach amongst its staff.

4.7 RCSC's involvement in response to COVID-19 - Pandemic

4.7.1 Continuing Service Delivery Plan and Work from Home

The Continuing Service Delivery Plan, a sub-component of our "Strategy To Respond to The Impact of COVID-19", was crafted with the following objectives:

1. To ensure critical/essential services are not interrupted in the event of any major and/or extended disruptions caused by COVID-19;
2. To ensure the safety of our civil servants; and
3. Facilitate civil servants to work from home wherever viable, to take care of their school going children.

In line with RCSC's Plan for Continuing Service Delivery to respond to the COVID-19 situation, all Ministries and Agencies across Civil Service were made to categorize the services and identify staff numbers as follows:

1. Critical services requiring physical presence in the duty station like water supply, health, security, communications etc;
2. Essential and Routine Services that can be delivered via working fully or partially from home and/or remote working; and
3. Services that can be deferred for the time being because i) they are not critical/feasible; or ii) do not have clients/demand; or iii) there aren't any resources to implement them and iv) cannot be done remotely.

Further with the directive of the Government vide their press release of 27 March, 2020 and the need to ensure the safety of our civil servants, the implementation of the plan pertaining to category (B) and category (C) began from 30 March, 2020 (Monday) till end of June 2020. Agencies were also provided with guidelines for remote working and protocol for those staying

at home.

A total of 6703 civil servants were reported to be availing the Work from home (WFH) option and implemented by all Agencies. Agencies like JDWNRH, MoH, Schools and BHUs were not covered under this scheme. However, following the directives of the Government, the WFH was discontinued from 22 June, 2020 onwards, with some exceptions to be considered for civil servants who have children below the age of 1 and to those with underlying health conditions. The WFH experience made it evident that technology is inevitably an integral part going forward and that we must build a workforce that is technology savvy in the Civil Service.

4.7.2 Civil Servants engaged in responding to COVID-19

The Commission in coordination with the MoH and KGUMSB mobilised volunteers from the civil servants to serve as a Frontline COVID-19 Responder. Around 229 civil servants were trained as Front-line COVID-19 responders. We also liaised with MoH and coordinated the voluntary drive for blood donation for which a total of 1,175 civil servants signed-up.

Around 2410 civil servants were deployed for COVID-19 related activities such as border patrolling, COVID-19 task force, De-suung duty, night surveillance, Druk Gyalpo's Relief Kidu etc. The response received from civil servants to the call of the nation was overwhelming and the RCSC would like to thank all the participants for their selfless efforts.

4.7.3 Extraordinary Medical Leave for COVID-19

The Commission to support civil servants affected by COVID-19 approved an extraordinary medical leave. The leave will not be counted as part of the 36-month medical leave.

4.8. Technology initiatives for the Year 2019-2020

4.8.1 Zhiyog Electronic System (ZEST)

Coinciding with the 40th Birth Anniversary of His Majesty, The Druk Gyalpo, a new web-based online human resource management system for the Civil Service - the Zhiyog Electronic System (ZEST) was launched.

The ZEST provides holistic information on human resources (HR) in an organization with features like the dashboard which shows real-time data on HR in various forms, which will facilitate efficient and effective decision

making. Further many lengthy HR processes, like the recruitment which took a minimum of 20 minutes to fill the information and data could be lost if the process was not completed in a sitting, can now be done in five minutes. Similarly, promotion processes that required filling up many data fields for each staff that was eligible for promotion is now fully automated i.e. all information is pre-populated based on an auto-generated list, thus cutting down processing time and minimizing human errors. Office orders for all HR actions are now auto-generated in both Dzongkha and English, thereby removing the requirement for drafting separate letters and standardising the letter contents.

There are many digital features that will ensure compliance to the Bhutan Civil Service Rules and Regulation 2018. For e.g. the system will not allow for HR actions like transfers, promotions, trainings to be processed for employees who are ineligible, the system will also provide auto notification/reminders to HR Officers/Assistants where actions are required like contract expiry, superannuation and completion of study period.

The System also has a Self Service portal that will provide many new digital services to the civil servants like:

- Viewing their personal and financial profile and updating/applying for updation;
- Applying for Leave like EOL and Medical;
- Downloading their individual office orders and CVs;
- Uploading their joining reports and semester reports for their Long Term Studies;
- Being informed on when promotions or other benefits are due;
- A calculator for HR Actions such as study obligation, due date for next promotion, etc

The Self Service Portal will have a two fold benefit as it will ensure accuracy of the information while reducing administrative burden for HR function through self-service.

The ZEST wherever possible is linked to other ICT systems that provide a single source of information such as the Census data for citizenship information. This would reduce duplication of efforts, documentation and ensure data integrity. Once the ZEST is stable, RCSC will begin reviewing staffing patterns for HROs and HRAs vis-a-vis the efficiency gains brought in through the IT system to assess where we can possibly reduce staffing numbers.

4.8.2 Digital Archiving System (Civil servant e-Record Management System)

A Digital Archiving System in support of the ZEST has also been introduced. The Digital Archiving system will help in management of e-Records related to all HR Actions on a civil servant. RCSC and HR of various organizations have been maintaining hard copies of the personal files of all the civil servants. With the growing volume of documents and related issues of storage, security and the risk of losing the file to natural calamities, digital archiving of personal files has become a necessity. All HR related documents uploaded in the ZEST or printed out of ZEST will be uploaded in the digital archiving system and will provide HR Officers and civil servants a structured method of managing documents. It will also provide easy access to the scanned copy of their documents without having to physically dig up old files.

In addition to the personal files of civil servants, the Commission minutes and HR Audit related documents will be maintained in this system, hence improving the security and access to the documents.

As a three year long project, in the first year, the application was developed and deployed. For the remaining two years, all the physical personnel files maintained at RCSC will be scanned and uploaded to the System. For the year 2019-2020 the system went through rigorous testing, development of clear guidelines on HR Record Management both physical and electronic has been completed. Currently sorting, scanning and indexing of personal files of Executives and Specialists group is completed. In the next financial year, we will focus on digitising the remaining civil servants' personal files.

4.8.3. Strengthening of the Managing for Excellence System (MaX)

The Managing for Excellence System was instituted in 2016 to replace the earlier performance management system in the Civil Service. As of June 2019, three cycles of performance management of civil servants are completed through the new system, MaX. The main objectives of the MaX are:

- i) to align individual performance targets with the organization's strategic vision/missions/objectives;
- ii) to ensure organizational effectiveness by cascading institutional accountabilities to the various levels of the organization's hierarchy; and
- iii) to enhance the Agency's overall performance by differentiating performers from non-performers.

With three years of implementation experience, feedback collected and adequate data generated, it was timely to review and strengthen the MaX system. The online MaX system was enhanced with new features to make it

more user friendly and the MaX Manual was revised for clarity and to provide an effective and up to date performance management system.

4.8.4. LFS enhancements

Leadership Feedback System (LFS) is a 270 degree Online Feedback System based on Leadership Capability (LCF) Framework. The feedback provided by different counterparts are aggregated in average and overall score is computed which is used to segregate the leaders into four categories of Outstanding, Very Good, Good and Need Improvement. As of 2020, three cycles of feedback are recorded (2016-2017, 2017-2018 & 2018-2019). Given the feedback received on the LFS, the following enhancement were made:

4.8.4.1 LFS Scoring Scale (from 4 likert scale to 10 likert scale)

Having analyzed the data collected through LFS using a trend analysis, it was found that the average overall score for all three fiscal years was 3, which is “Outstanding” in terms of score interpretation. However, on analysis of the overall score all together with the critical feedback, overall Score of 2.5 (i.e. read as Very Good) and below associated with higher number of negative feedback. Although LFS ratings categorize the leaders with the score of 2-2.9 in “Very Good”, it could be taken as the threshold for poor performance because of its association with more negative feedback. In view of this, the Commission explored the scoring system of a 10 point likert scale to have a wider dispersion of ratings thereby providing a platform for reasonable and tested interpretation of the score. Empirical studies recommend likert scale with 10 points over fewer points, owing to its high statistical significance and higher degree of variability in responses. With the introduction of 10 point likert scale, three levels of scoring system namely 8.1 to 10 (level 1), 6.1 to 8 (level 2) and 1-6 (level 3) were also included with 10 as the highest rated score and 1 as the lowest.

4.8.4.2 Report generation module at two levels

Currently, one of the challenges we have in LFS is not being able to view or generate the LFS report for decision making. The revised LFS will have a dashboard consisting of graphical representation of the feedback receiver’s year-on-year score trends by capabilities and overall score. The report generation module will have two modules:

- Executives at Agency level can view her/his own dashboard and the dashboard of his subordinates in his organization.
- The Administrative rights holders at RCSC including Commission members can have access to the LFS report of all feedback recipients in Civil Service.

To make the LFS more user friendly, the following enhancement have been made:

- LFS now will have one page for each Capability and its corresponding Behavior Indicator instead of having all the five capabilities and 50 Behaviour indicators in one page.
- The civil servant recruited on contract to be included as feedback providers.
- In cases of transfers, a civil servant will be reflected in the place where he/ she has served for more than 3 months during the financial cycle.
- Clarity in terms of Structural reporting pertaining to the ministries with the regional offices and centres were carried out to identify appropriate feedback recipient/provider.

4.9 Civil Service Well-being

During the year the following activities pertaining to enhancing the wellbeing of the civil servants were carried out:

4.9.1 Civil Service Support Desk

The Civil Service Support Desk (CSSD) in RCSC is a window where civil servants can raise their well-being issues and other concerns they face at the workplace. It gives a platform for troubled civil servants to seek professional help and provide hope and opportunities to improve one's life going forward. It generally deals with issues pertaining to substance addiction, family issues, mental health, sexual harassment, etc.

4.9.1.1 Counseling Services

In order to help our civil servants cope-up with the stress that they might experience due to pressure at home and work, the CSSD facilitates civil servants seeking professional counseling services. In this reporting period, CSSD referred 14 alcoholic cases to JDWNRH for detoxification. Out of the 14, eight have successfully completed the rehabilitation treatment and are serving in their Agency and six of them are still undergoing treatment at the Rehabilitation Center. There were three drug addiction cases sent for detoxification and medical treatment at the Rehabilitation Center. They are now reinstated in their respective offices. As per the reports received from their respective agencies, they have improved and are performing better.

CSSD has also facilitated interim transfer of two civil servants who had chronic health issues near the health facility and recommended extra ordinary leave

within the mandatory service period to support his/her family. The Commission noted growing mental health issues amongst the younger civil servants.

4.9.1.2 Mentoring Program

The Future Leadership Mentoring Programme (FLMP) was initiated to guide the development of young civil servants early in their career through assignment of mentors in their initial year of service. Such efforts will go a long way to support new entrants to navigate effectively their first year of service so that they go on to becoming productive and professional officers. RCSC has completed two batches of Mentoring programs. In the fiscal year 2019-2020, RCSC has appointed 12 mentors to mentor 40 mentees.

4.9.1.3 Prevention of Sexual Harassment at workplace

To respond and provide assistance to civil servants who face sexual harassment at work place at an early stage, the Royal Civil Service Commission during the 136th Commission meeting held on 12 June, 2018, established “**Go to Person**”. CSSD received one case which was reviewed by the investigating committee and forwarded to NCWC along with the report.

4.9.2 Healthy Civil Service - Annual Health Checkup

The RCSC and the Ministry of Health have been working together to conduct Annual Health Check-ups for all civil servants with the objective to improve the health of civil servants with focus on preventive health. An Annual Health Screening Manual was presented to the Second Commission based on the MoH operational plan. Considering the pressure on our health facilities, the Commission directed to prioritise such services for the Executives and Specialists considering that they are generally older and more susceptible to health issues. RCSC will pursue MoH to start the Annual Health Check-ups for Executives and Specialists once the pandemic is over.

4.9.3 Mindfulness Retreat

This program with the Institute of Science of Mind, Semtokha, Zhung Dratshang, is aimed to enhance the emotional intelligence, mental health and psychological wellbeing of civil servants. It is also intended to help individuals to develop the practice of mindfulness, improve focus and to become more resilient and compassionate.

Three mindfulness retreats have so far been conducted and a total of 48 civil servants in executive, specialist and managerial positions have participated since the launch of the program in January, 2019. Given its benefits and the valuable

feedback received from the participants, the Commission will provide opportunities for those interested civil servants to attend the retreat session. However, priority will be given to those in leadership positions and senior civil servants.

4.9.4. Search Inside Yourself (SIY) program

The Search Inside Yourself program offered in collaboration with SIY Leadership Institute (SIYLI), USA with the objective to provide civil servants with the tools of neuroscience-based mindfulness and emotional intelligence, so as to build a Civil Service that is empathic, responsive, agile and resilient.

A total of 104 participants largely from the Civil service, and a few from Royal University of Bhutan, KGUMBS, Public Sector, Private educational and training institutes underwent intensive courses for a period of six months. After the completion of the course, 55 out of 104 were certified as SIY Teachers in Bhutan. The RCSC will be further cascading the SIY program to the rest of the Civil Service from July 2020.

The first SIY cascading workshop was conducted for RAA on 5 March, 2020 but the second day was cancelled with the declaration of the first COVID-19 case. The training resumed in the month of June with 47 nurses of JDWNRH participating from 23rd to 24 June, 2020. As health workers continuously work in the forefront of the COVID-19 pandemic, the program was to help them build compassion and resilience as they deal with the pandemic situation day in and out.

4.9.5 Royal Civil Service Award (RCSA) - 2019

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*.

On the 112th National Day, 2019, His Majesty The King conferred RCSA to a total of 3680 civil and public servants for their dedicated and lifetime service to the *Tsa-Wa-Sum*. The following is the summary of RCSA-2019:

Table 46: Civil Service Awards

Sl. No	Category of Awards	Award Year 2019		Total Recipients
		Civil Servants	Public Servants	
1	Lifetime (Superannuation)	50	37	87
2	Gold (30+ Years)	308	165	473
3	Silver (20+ Years)	661	313	974
4	Bronze (10+ Years)	1486	660	2146
Total		2505	1175	3680

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 Lifetime Service Awards are given to the civil servants who have served the **Tsa-Wa-Sum** till their superannuation age.

4.9.6. Civil Service Retirement Services

Retirement Service initiative is a specific intervention program to ensure that civil servants, after a lifetime of service in the Civil Service, retire with some level of preparedness, dignity and grace.

4.9.6.1 Retirement Planning Workshop (RPW)

The Retirement Planning Workshop (RPW) intends to equip civil servants with basic essentials to face the eventuality of retirement. While it is not the panacea, it is expected to create the required awareness. Over time, as RCSC achieves significant coverage of this intervention program, the effect is expected to be rewarding.

A RPW was conducted for the civil servants in Eastern and Central-east dzongkhags who have 5 or less years to superannuate. The workshop was conducted in Mongar and attended by 67 civil servants from different Position Levels and covered the following topics:

- Emotional and psychological impact of superannuation;
- Common ailments during old age;
- Experience sharing by retired civil servants;
- Mindful thinking;
- Calculation of pension and other retirement benefits; and
- Financial planning.

4.9.6.2 Engaging Retired Civil servants

The RCSC continues to tap into the expertise of retired civil servants who are interested in participating. RCSC has been using their services in the Retirement Planning Workshop as resource speakers, as mentors in the FLMP, as panelists in BCSE selection interviews. They are also invited to participate in Search Inside Yourself Training of Trainers Programme and as guest participants during the Civil Service Marathon.

4.9.7 Civil servants' Welfare Scheme

The Civil servants' Welfare Scheme (CSWS) is a staff welfare scheme supported through individual monthly contributions 'by the civil servants for the civil

servants’ and managed by RCSC. Through the scheme, the civil servants fraternity is strengthened, as the scheme co-supports each other through the “semso” financial aid during difficult times.

4.9.7.1 Strengthening and expanding the corpus of CS Welfare Fund and its schemes

With the successful completion of the CSWS fund management contact with RICBL on 9 November, 2019, the RCSC moved the CSWF corpus from RICBL to BoBL and BNBL. The fund corpus of Nu. 113,736,745.81/- was handed over to RCSC by the RICBL along with the handing taking note.

The decision to change was recommended by the CSWS Fund Management Committee based on the higher rate of return offered by the two banks as compared to other financial institutions. To reap the best of returns, the funds are invested in two categories; namely the fixed deposit with BoBL; and the monthly deposit schemes with BNBL. This is adopted so as to maximise the rate of return on the funds and grow the size of the corpus. RCSC and BNBL signed a MoU on 28 November, 2019 for effective management of the monthly CSWS fund and the fixed deposit is maintained with BoBL. The MOU with BNBL sets forth the areas of cooperation, obligation of the parties, and other operational procedures to be followed by both the parties in mutually agreed areas.

The mutually agreed areas of co-operation include the following:

- Administration of the CSWS fund online/offline;
- Providing best investment options;
- Provide other value added products like introducing customized banking products for the civil servants;
- Providing assessment of present/future financial scenario; and
- Sharing of expertise where necessary.

As on 30 June, 2020 the Civil Service Welfare fund corpus stands at:

Bank	Account Type	Amount (mil)	Rate of interest (%)
BoBL	Fixed Account (for 6 years starting Jan, 1st 2020)	113.738	8.5%+5% on the interest accrued
BNB	Recurring Account (for 3 years)	14.000	8.5%
BNB	Current Account for monthly contribution	5.155	0
Total	As on 30 June, 2020	132.892	

Note: The above amounts do not include the interest earning.

RCSC is currently reviewing the viability of providing additional benefits to support member civil servants facing problems like debilitating illness. The

arrangement of CSWS fund management is as reported below.

4.9.7.2 Status of the Fund maintained by BNBL

RCSC has signed MoU with the BNBL on 28 November, 2019 for a period of three years to effectively manage the CSWS fund. The monthly remittances of the CSWS members were sent to BNBL with effect from November, 2019.

The details of membership, fund status and payouts as semso during this reporting period is elaborated in the following tables:

Table 47.a: *Membership of civil servants in CSWS*

Sl. No	Membership Type	Total
1	Active Members	25,326
2	Free lifetime members	398

Table 47.b: *CSWS Fund Status as on 30 June, 2020*

Sl. No	Particulars	Amount (Nu)
1	Fund corpus	137,748,215.74
2	Payout	83,675,000.00
3	Refund	916,807.80

Table 47.c: *No. of monthly deaths in 2019-2020*

Sl. No	Month	No. of deaths		
		Members	Dependents	Total
1	July, 2019	9	31	40
2	August, 2019	5	32	37
3	September, 2019	3	29	32
4	October, 2019	4	38	42
5	November, 2019	4	29	33
6	December, 2019	2	38	40
7	January, 2020	3	25	28
8	February, 2020	3	39	42
9	March, 2020	7	38	45
10	April, 2020	9	43	52
11	May, 2020	2	26	28
12	June, 2020	2	31	33
Total		53	399	452

PART 5 - ADMINISTRATIVE ACTIONS

5.1 Disciplinary action

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”.

The table below provide summary of administrative actions taken against civil servants during the reporting period;

Table 48. *Summary of administrative actions*

Natures of Actions	No. of civil servants/cases	Actions Taken
Prosecuted before the Court of Law	7 civil servants.	Administrative actions taken for 4 cases as per the Delegation of Authority. 2 cases pending. 1 civil servant under suspension awaiting court verdict.
Disciplinary cases against the civil servant	9 civil servants.	Actions taken by the respective Agencies as per the delegation of authority - Penalty imposed ranges from reprimands to termination.
Appeal cases received by RCSC	11 appeal cases.	In all cases, the Commission upheld the decision of the Agencies and earlier Commission’s decision. 4 appeal cases pending.
Complaint cases received from ACC	13 case	As per the delegation of the authority, the cases are forwarded to respective Agencies who in turn are required to submit actions taken report (ATR) to the RCSC. The RCSC has received 6 ATR from the Agencies wherein, some Agencies have taken administration actions while other cases are dismissed for no legal basis after the investigation.

PART 6: NETWORKING AND LINKAGES

As the Central Personnel Agency of the RGoB, it is important that RCSC works in close collaboration with key Agencies within the country to mutually draw support for better delivery of our mandates, learn and share emerging concerns and open avenues to co-create effective mechanisms to resolve complex problems. Likewise, RCSC also maintains networking and linkages with partner organisations outside the country to exchange effective global practices and enhance professional development, capabilities and abilities of civil servants.

6.1 Existing Memorandum of Understanding with internal Agencies

The MoU with RIGSS, RUB, KGUMBS, ACC and Zhung Dratshang's Institute of Science and Mind are still active. In line with the MoUs, RCSC has supported waiver of service obligations to civil servants who have been selected to serve in KGUMSB and RUB and invited participation from both the institutes to undergo SIY programs.

The RIGSS has continuously supported the Commission in building leadership capabilities of civil servants through the conduct of various Leadership Programs including BEST. The RCSC on its part facilitated by sending Design Thinking Master Trainers as co-teachers to teach design thinking in the YPLP program. With ACC, in line with the intent of the MoU, the HR requirements of ACC is given priority with extra latitude provided on its HRM.

Under the aegis of Zhung Dratshang's Institute of Science of Mind in March 2019 conducted a session of Meditation (Bhavana Karma) retreat at Tsirang for senior civil servants.

6.2 New Networks and linkages with in-country institutions

6.2.1 De-Suung Office (Guardians of Peace)

The overwhelming success of the De-Suung programme has resulted in exponential growth in its membership. With it, we have seen the positive trend of large numbers of civil servants signing up as De-Suups. In order to provide a clear framework on the deployment of De-Suup civil servants, discussions are in an advanced stage with the De-Suung Office on signing a Memorandum of Understanding.

6.2.2 MoU with Jigme Singye Wangchuck School of Law

The RCSC and JSWSL signed an MoU which provides greater latitude to Law School on HRD Programs, types of movement of civil servants to JSW school

and graduates. The RCSC also provides consideration in the movement of civil servants to the Law School with clearance from Parent Agencies.

6.3 Networks and Linkages with Ex-country Institutions

6.3.1. Collaboration with Temasek Foundation-Singapore Polytechnic International, Singapore

Design Thinking (DT) was introduced to the Civil Service in Bhutan in July 2016 in collaboration with Singapore Polytechnic (SP), and funding support from Temasek Foundation International (TFI) Singapore with the aim to enhance Public Sector Innovation. The second collaboration with SP and funding support from TFI on Competency-Based Framework for Civil Service was launched on 6 August, 2018 and has successfully completed.

The current program supported by TFI in collaboration with SP is “**Professionalization of Civil Service Program**”, which was launched on 4 November, 2019 with the signing of Note of Understanding (NoU) between SP and RCSC. The 36-month program aims to enable the RCSC to strengthen the capacity and capabilities agencies to develop and implement a systematic approach for professionalizing the public service with Professional Standards and Certification bodies. However, the program could not start in March 2020 as planned due to the COVID-19 pandemic situation. The RCSC and SP will resume the program as soon as the pandemic situation is cleared.

The current program will leverage on the earlier technical abilities of Design Thinking concepts and Competency-based Frameworks to support building capabilities of setting-up Engineering Council, TVET Teachers’ Standard and Proficiency Certification and Proficiency Certification of HR Officers. The program will lay the foundation to support professional certification and accreditation of critical occupational groups in the civil service.

6.3.2. Lal Bahadur Shastri National Academy of Administration, India

Indian Administrative Service (IAS) is a prestigious course offered by the Government of India since 1986 and every year, two to three civil servants avail this prestigious offer. IAS is conducted at Lal Bahadur Shastri National Academy of Administration (LBSNAA), Dehradun, Uttarakhand, India.

A delegation led by Dr. Chopra, Director, LBSNAA visited Bhutan from 13 - 16 May, 2019 which strengthened our goodwill further and opened avenues to collaborate between the RCSC and the Academy. Subsequent to the successful visit, the Director invited a delegation from the RCSC and RIM for discussion on the areas of further collaboration.

On 11 November, 2019, upon the invitation of Dr. Chopra, Director of the Academy, a delegation led by Commissioner Lhendup Wangchu with members from the Royal Civil Service Commission (RCSC), Royal Institute of Management (RIM), and Centre for Bhutan and GNH Studies (CBS & GNH) visited Lal Bahadur Shastri National Academy of Administration (LBSNAA), Uttarakhand, India.

The exchange of visits resulted, among others, in celebration of “Bhutan Day” at the Academy which is hoped to be continued as an annual event to be held on 11 November every year coinciding with the Birth Anniversary of His Majesty The Fourth King. During the celebration, the Bhutanese delegation presented the GNH concept, cultural dances and served Bhutanese cuisine in the Academy.

The two Institutions also discussed further collaboration in availing opportunities for Bhutanese civil servants to undergo the Phase III, IV, and V of the Indian Administrative Service program. Initial discussions were also held about an exchange program between the RIM and the LBSNAA faculty to share and exchange knowledge, especially on the concept of GNH.

6.3.3. Japanese Grant Aid, Japan

The Project for Human Resource Development Scholarship by Japanese Grant Aid (JDS) (former Japanese Grant Aid for Human Resource Development Scholarship) is to support human resource development of the Japanese grant aid recipient countries. The scholarship targets civil servants only. Bhutan started receiving Japanese Grant Aid for Human Resource Development Scholarship (JDS) from 2019 under the Government of Japan funding. As per the agreement, the Government of Japan will offer 40 postgraduate slots in various fields of which 36 will be Masters Degree and 4 slots for PhD in Economics over the project period of 4 years from 2019 to 2022. The first batch of nine Masters degree candidates and one Ph D candidate enrolled in April, 2019.

6.3.4 Thailand International Cooperation Agency (TICA), Thailand

The Government of Thailand started to provide HR Development assistance in the 1980s under the Thailand International Cooperation Agency (TICA) Programme. TICA and RCSC have executed numerous Record of Discussions (RoD) on the Technical Cooperation programme for HR Development. The tenure for Technical Cooperation programme is three years and the current programme is from 2017 to 2019. The Joint Review meeting is held every year alternatively in Thailand and Bhutan to review the implementation status and explore new areas for collaboration. The main areas of HR Development

cooperation included rural development, agricultural extension, health, education and private sector development. Based on the RoD executed between RCSC and TICA, HR Development support/assistance are provided in terms of scholarship slots (about 285 slots in three years) which includes both long term and short term training programs 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)

6.3.5. KOICA Volunteer Programme

The Korean Volunteers Program under the 'World Friends Korea' Program was launched on 13 December, 2019 with the opening of KOICA Bhutan World Friends Program Office in Thimphu. We received the first batch of Korean Volunteers on 9 December, 2019. However, due to the recent risk associated with COVID-19, all four volunteers have returned to Korea.

PART 7- KEY ISSUES AND CHALLENGES

RCSC as the Central Personnel Agency of Government is faced with the following issues and challenges as it endeavours to implement its mandates and responsibilities.

7.1 Apolitical Civil Service

Keeping the Civil Service apolitical is critical to providing good governance and a robust nation building process. RCSC as the central personnel Agency of the Royal Government is mandated by Article 26, Section 1 of the Constitution to maintain an apolitical Civil Service. An apolitical Civil Service provides the institutional memory, an independent and professional view in drawing up policies and programmes that upholds the larger and long term interest of the nation. Civil servants, especially in senior level positions, have to work closely with elected leaders. In the course of their work, they must be able to “speak truth to power” and ensure that decision making is well documented and supported by systems that ensure equity, impartiality, transparency, cost effectiveness and efficiency. However, apolitical Civil Service does not mean non-responsiveness. The Civil Service must work together with the Government of the day to achieve national goals.

Given that parliamentary democracy is relatively new in Bhutan, the division of responsibilities between politicians and bureaucrats are still evolving. Consequently, RCSC has been working to provide awareness to civil servants on their roles and responsibilities and advocating on the need to have clear protocols and systems in terms of their decision making and interaction with ministerial offices. Every year during the Executive Forum where heads of Agencies are represented and Executive Round Table Meeting with other Executives, RCSC discusses such issues with executives as they interact most with ministers and politicians. Furthermore, in all our interactions with civil servants at different Position Levels across Agencies, we have tried to educate and clarify what we mean by an apolitical Civil service as differing interpretations and understanding exists.

During the last Parliamentary elections of 2018, concerns were raised in the media related to civil servants at senior level who immediately joined politics after their resignation. While there is a cooling off period prescribed for members of political parties to join the Civil Service, it is not mandatory for civil servants who want to join politics. Such a practice could lead to misuse of authority by potential political candidates especially at senior level. However, to avoid such a situation, RCSC will flag the issue with the Election Commission of Bhutan during the Constitutional Bodies meeting.

7.2 Maintaining “Small, Compact and Efficient” Civil Service

In the 12th FYP the Royal Civil Service Commission has set the target of maintaining the ratio of civil servants to the population at 1:25 or lower. This is seen as the biggest challenge for the Commission. Although this ratio is far larger than other countries in the world, it is inevitable given the difficult topography, the dispersed population, the policy of free health care and education to the citizens etc., which leads to the injection of more civil servants to provide and sustain optimal service to the citizens.

Of the 31,278 CS, more than 40% are in the health and education category and such numbers are required from the Civil Service to provide the basic primary health and education services to its citizens. However, to streamline and optimally utilize the human resources within the Civil Service, periodic organizational development exercises along with the staffing review of the agency will be conducted. While conducting the staffing, the 1603 hour matrix (Annual Report 2017-2018) will be the basis to identify the need of any new Civil Service for the Agency.

Some of our recent engagement with Agencies for staffing assessment have shown that substantial increase in the Civil Service size can largely be attributed to policy changes initiated by the Government as well as Ministries. A case in point is the Ministry of Education’s policy changes in the last few years and its implications on HR growth as illustrated below:

Table 49: Growth of HR in MoE due to policy changes

Overview of the HR growth in Ministry of Education due to policy changes

FYP	Policy	HR growth	Annual Cost (Entry position) in Millions	Cost (in Mill) for whole career span
11th FYP (2013- 2018)	1. Reduction in Student Teacher contact hours from 22 to 18 hrs	516.00	153.00	5,355.00
	2. Dedicated Dzongkha Teacher for Class PP to Three	361.00	107.00	3,745.00
	3. Introduction of Central Schools with boarding facilities	824.00	177.00	6,195.00
	4. Introduction of ECCD Centres	559.00	82.5	2,887.50
	5. Special Needs Teacher	113.00		
Sub Total		2,667.00	519.50	18,182.50
	1. Admission to Class XI for all students	294.00	76.60	2,681.00

12th FYP*	2. Introduction of formative assessment for Primary Level (PP-III) (RCSC received new requirement of Teacher Assistants at S5A)	1,394.00	285.60	9,996.00
	3. Reducing the admission age from 6 to 5 years	435.00	113.30	3,965.50
	Sub Total	1,829.00	398.90	16,642.00
	Total	4,496.00	918.40	34,824.50
Overall growth	From 2014-2019, growth in CS contributed by MoE	2,667	72%	

**The 12th FYP staffing numbers are still under discussion.*

The process of policy making is well defined in the GNH Commission Secretariat and policies continue to be subjected to the Protocol. However, there are inconsistencies in application of the protocol with some policies completely bypassing the process. Further, the policy screening tool does not take into account the cost of implementing the policy from the HR perspective. RCSC has flagged this matter with GNHC and requested that HR implications be factored into the policy screening. The RCSC has also raised this matter with the Hon'ble Prime Minister during the regular meetings with Chairperson.

Similarly, policy decisions such as upgrading facilities of health and education which are HR intensive need to be consulted with relevant stakeholders. Such decisions to upgrade facilities must be subject to objective and realistic criteria and implications pertaining to recurrent costs must be factored to avoid being driven by populist agenda. On the other hand, due to public resistance, there is reluctance by Agencies to downgrade facilities, despite there being no strong rationale to continue with it. Without objective criteria vetted by cross-cutting Agencies such as GNHC and MoF, Agencies are not willing to rationalise some of these facilities despite under-utilisation.

As indicated in our earlier annual report (2018 - 19), another major concern for the RCSC is 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. Therefore, as a measure to minimize such inconsistency in the system, we have requested relevant agencies to involve the RCSC and consult us, whenever there is a new creation of agencies.

The RCSC will face constant pressure to employ more people, regardless of actual needs. To ensure that the employment of new Civil Service are rationalized, the Commission will be 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, 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 will also continue to work on the clustering concept that is feasible today given the introduction of IT systems to rationalise human resources.

7.3 The Whole-of-Government (WoG) Approach

The COVID-19 pandemic has demonstrated how volatile, uncertain, complex and ambiguous this world is. It has put a spotlight on and reiterated the need for a collaborative and coordinated approach to tackle the complex issues we face and the need to move away from the “siloes” approach of the past.

The introduction of the Government Performance Management System has encouraged a systemic approach to collaboration but only covers activities and targets in the APA/APT. Further the Leadership Feedback System assesses civil servants in leadership positions like EX and P1 on how well they collaborate and build cross-agency relationships and approaches to address issues. While these systems may have worked to nudge some managers to collaborate, our OD Exercises continue to highlight duplication of efforts and limited incidences of collaboration amongst agencies outside the APA/APT. As the GPMS and the LFS mature and with the implications the ratings of these systems have on a manager’s career progression, we expect to see increased collaboration and coordination in our efforts. With the Government adopting the flagship programme approach which brings on multiple relevant stakeholders together to achieve cross cutting objectives, we hope this will also help to dissolve boundary issues and enhance collaboration for greater effectiveness.

To continue to facilitate the WoG approach, we must continue to leverage the use and integration of IT systems across agencies as experience has shown that it allows for convergence, efficiency and effectiveness in our efforts. RCSC’s recently launched Zhiyog Electronic System (ZES) is already linked with the audit clearance system, the civil registration and census system, the Dramig system of ECB. Integration of key IT systems wherever feasible, should be prioritised for the great dividends they bring in terms of accuracy of data, efficiency and effectiveness of service delivery and collaboration amongst agencies.

7.4 Greater Decentralisation and its Impact on the Human Resources

With increasing emphasis on decentralization over the years, there has been a steady rise in the number of Civil Service positions alongside a commensurate growth of Civil Service strength in the Local Government (LGs). This gentle, but steady growth in the breadth and the depth of the Civil Service delivery system

in the LGs demonstrates the intent of the Government to continuous incremental decentralization and the RCSC's resolve to keep service delivery at the grassroots most efficient. From a comparative glance at recruitment figures for 2017-2018 with that of 2018-2019, it is evident that there is a steady growth of civil servants in the LGs.

The BCSR 2018, clearly articulates delegation of powers with regard to recruitment of staff at various levels. Recruitment to vacant positions in the LGs via open announcements for lateral transfers and fresh recruitment at appropriate Position Levels, already in practice, have simplified the HR processes significantly. Contract recruitment for time bound projects/programs at the LG levels are being considered on a case-by-case basis.

LGs are desirous of exercising more autonomy for this type of recruitment where they have the flexibility to execute planned activities and programs at their will. This recruitment modality looks appealing as it tends to give power of hire and fire to the management as well as the discretion to hire only when required. However, there are some challenges to this type of recruitment. Firstly, there may not be people willing to be recruited on short-term contracts. Secondly, it may not be practical or advisable to execute all LG activities through short-term contract recruitment. Programs and services, especially, under the Ministry of Agriculture and Forests (MoAF) may not be as efficiently delivered through such a mode. Third and the most important concern is the accountability aspect. Since recruits under this category will exit after completion of the task, it will be difficult to fix accountability in the event of a quality issue or any other problem that may arise post hand-over of the task. It is for this singular reason, that RCSC is hesitant in opening up indiscriminate contract recruitment across Civil Service Agencies.

The RCSC, however, is open to such an idea as it will help keep the Civil Service numbers down. It will also significantly reduce the Civil Service wage bill as the Project/Program will build in all costs including salary and perks of the contract recruits. What is critical though is the ability to put in place an accountability mechanism which is efficient, effective and not too cumbersome, so that recruitment at LGs can experience a new phase in the era of decentralization.

Efforts are underway to rationalize the number of Geogs in the country which is a positive initiative. It will go a long way in improving the service quality at the LG level, allow for optimal utilisation of HR and bring down recurrent costs substantially. In the current scenario, the large number of LG administrations has stretched the ability of the system to supply the adequate quantity and quality of manpower to them

Another initiative of the RCSC, in collaboration with relevant Agencies, is the implementation of cluster concept for delivery of services for Local Governments.

The clustering of ICT services were piloted for a period of one year and subsequently rolled out on 13 June, 2018. Finance service is another service that has been recently approved for piloting in a few Agencies for a period of one year. Such a system of providing services through cluster concept allows for rationalisation of HR numbers, optimal utilisation and enhancement of the technical skills and greater accountability through enhanced system of checks and balance.

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

The Bureaucracy is the permanent institution of the State and its permanency comes from the strong underlying systems and institutional memory in the organisation. An organisation is run on a whole set of systems, guidelines, frameworks, Standard Operating Processes (SOP) and norms. The strength of a Civil Service Agency depends on the quality of these systems and how well they are instituted. These systems, SOPs, guidelines, norms drive the Agency and should ensure due process and documentation which are critical to provide continuity of plans and programmes, consistency, equity and transparency of action and provide institutional memory.

The recent OD Exercise that was conducted in this fiscal year has once again highlighted gaps in policy and other decision making processes and systems. In the earlier part of this report, gaps have been reported on the policy making process of some sectors like education where due to limited diligence and consultations across relevant stakeholders lead to implications of huge capital investments and commensurate growth in Civil Service numbers.

Some of the systems for planning and decision making are not clear nor well documented with institutional memory dependent on a few individuals. Furthermore, the practice of keeping data and documents in silos exist and this impacts decision making as the data are inaccurate and inconsistent while also resulting in duplication of efforts. Hence, many of the recommendations arising from the ODE pertain to developing, streamlining and documenting decision making processes and protocols. This should be supported by relevant IT systems wherever viable, to make the system more transparent, accountable and efficient.

7.6 Potential stagnation of civil servants in the Professional and Management Category

As indicated earlier in the report under the Career Progression System for PMC, stagnation for the PMC is inevitable for many civil servants, given the way the structure is flawed. For entry at P5, within an average duration of 13 years most civil servants will reach P2 following which their career progression is questionable. Similarly, for entry at P4, in a matter of nine years he will reach P2. We already

see evidence of this with increasing numbers of P2 applying for P1 positions and similarly, large numbers of P1 officers applying for limited executive positions.

RCSC has reviewed the issues in detail exploring similar systems across countries and consulting a wide array of key national stakeholders within the Civil Service as well as in the public sector. We have distilled our proposal to three strategies to address these issues. Given the experience of the RCSC in implementing the Superstructure reforms in the past, we expect a lot of push back on this. Our past experience has shown that in the age of democracy and heightened expectations from citizens and civil servants alike, any proposal that leads to tightening of any sorts is met with resistance. While RCSC will ensure that we educate and advocate our proposals clearly, we also need support from all sections in the public sector. If we do not implement our career progression system for the PMC, there is a possibility of destabilization in the Civil Service putting service delivery and possibly even national interests at risk.

Annexure 1

In the reporting period, the Commission issued 17 notifications amending the BCSR 2018 to address evolving issues and strengthen the Civil Service system.

1. *Notification No. RCSC/LS-63/NOTIFICATION/2019/4861 dated 14 June, 2019 on Promotion through open-competition:*

The Commission during its 5th Commission Meeting held on 14 June, 2019 amended Section 13.7.9.1 (a) to include at least three members of HRC/HRC approved selection committee and two representatives for the RCSC in case of P1 selection, and (d) on promotion through open-competition of BCSR 2018.

2. *Notification No. RCSC/LS-63/2019/1002 dated 30 August, 2019 on transfer of Contract employee within a Dzongkhag:*

The Commission during its 14th Commission Meeting held on 27 August, 2019 decided to approve the proposal received from Dzongkhags to allow contract employees to be considered for transfer within the Dzongkhags to ease the administration burden and improve efficiency in deployment of staff within the Dzongkhag.

3. *Notification No. RCSC/LS-63/2019/100 dated 30th August 2019 on Extension for attaches:*

The Commission during its 14th Commission Meeting held on 27 August, 2019 decided that the Parent Agencies shall complete the selection of the new Attache as a replacement, at least six months in advance prior to the expiry of the term of the incumbent Attaches and such posting shall be treated as transfers for maximum of three years with the term being non-extendable.

4. *Notification No. RCSC/LS-62/NOTIFICATION/2019/2304 dated 25 December, 2019 on amendment for Section 26.4.3.2 of BCSR 2018:*

As per the decision of the 27th Commission Meeting of the Royal Civil Service Commission held on 24 December, 2019, the Commission amended section on Appointment of Executives through open competition in Chapter 26, BCSR 2018.

5. *Notification No. RCSC/LD-63/2020/3445 dated 18 March, 2020 on Lateral transfer:*

The Royal Civil Service Commission during its 37th Commission Meeting held on 17 March, 2020 noted that the agencies are facing disruption in its service due to relieving its employees on lateral transfer to vacant positions created by civil servants availing Extra Ordinary leave.

Therefore, in order to avoid disruption in the service delivery, the Commission decided that such vacancies created by civil servants availing Extra Ordinary leave shall not be filled up through the modality of recruitment through lateral transfers.

6. *Notification No. RCSC/LD-63/2020/3408 dated 19 March, 2020 on Extraordinary Medical Leave:*

Placing highest importance on the safety of the civil servants in light of the COVID-19 outbreak, the Commission in its 37th Commission Meeting held on 17 March, 2020 reviewed the BCSR 2018 vis-a-vis the efforts to contain the disease and decided to sanction “Extraordinary Medical Leave” to civil servants who are quarantined in designated quarantine facilities or advised for home quarantine as per the quarantine notice and criteria set by the Ministry of Health (MoH), in accordance with the duration as stipulated by MoH.

7. *Notification No. RCSC/LD-63/2020/3737 dated 29 April, 2020, on Suspension:*

During the period of suspension, as provisioned in the Section 19.10.9 of the BCSR 2018, “Subsistence allowance at 50% of the last basic pay shall be paid until the completion of Court/disciplinary proceedings”. Further, “he/she shall be entitled to receive the remaining 50% of his basic salary and other benefits as applicable for the entire period of suspension on finalization of the Court/disciplinary proceedings and if the civil servant is found innocent and acquitted of all charges and accordingly reinstated in service”.

The Commission during its 41st Commission Meeting held on 21 April, 2020 decided that on completion of the court/disciplinary proceedings, if the civil servant is proven to be guilty, the civil servant shall refund all the subsistence allowance at 50% of the last basic pay received during the entire suspension period. This refund will, if necessary, be realized from the incumbent’s post-retirement benefits or through any other process as appropriate.

8. *Notification No. RCSC/LS-63/2020/4099 dated 27 May, 2020 on Secondment:*

In order to provide equal opportunity to all civil servants in providing secondment opportunities, the Commission during its 46th Commission Meeting held on 26 May, 2020 issued notification stating that civil servants on secondment shall be posted for a maximum period of three years only and there shall be no extension thereafter.

9. *Notification No. RCSC/LD-63/NOTIFICATION/2020/ 3753 dated 1 May, 2020 on Amendment of section 26.11 and 26.12:*

The Commission during its 42nd Commission meeting held on 28 April, 2020

made amendments to Section 26.11 and 26.12 of Chapter 26 on Executive and Specialist of Bhutan Civil Service Rules & Regulation 2018 with regard to Specialist Promotion.