



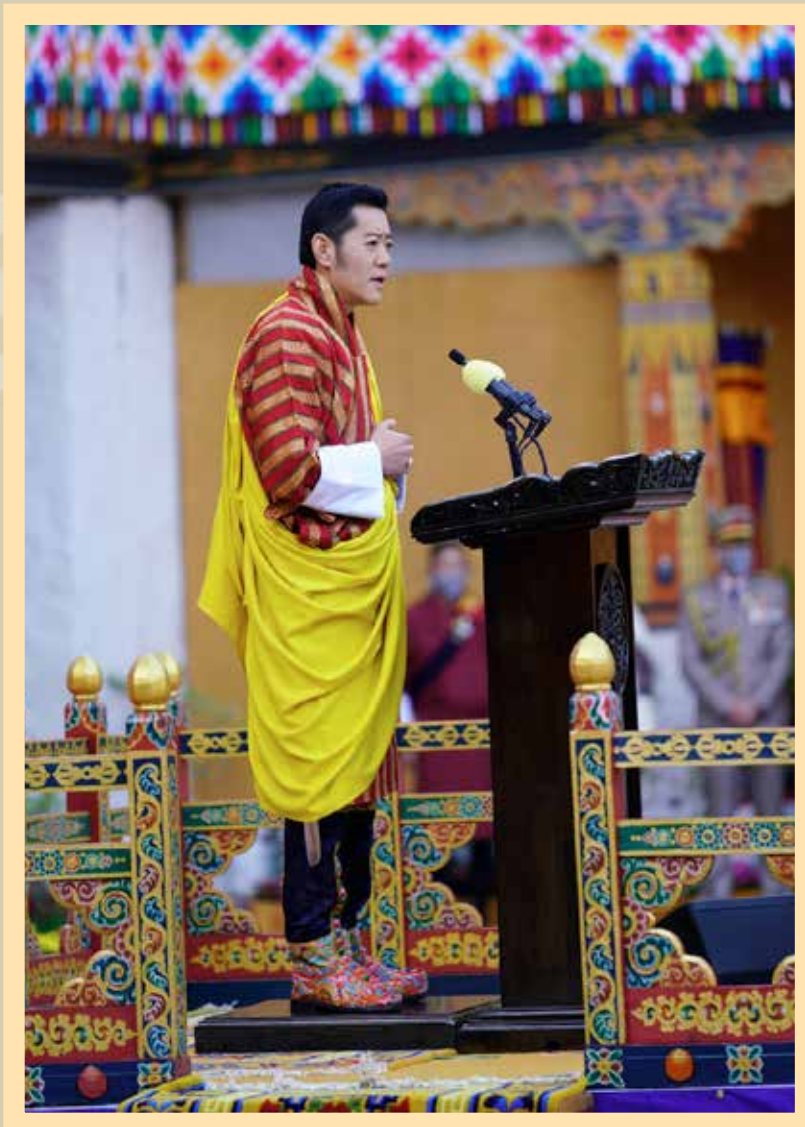
ANNUAL REPORT

(July 2020 - June 2021)

STATE OF THE ROYAL CIVIL SERVICE

Royal Civil Service Commission
ROYAL GOVERNMENT OF BHUTAN





“The civil service has to be grounded as a robust organisation that is apolitical, meritorious, innovative, resilient, and driven by a culture of research and state-of-the-art technology, enabling legislations and indeed the highest ethical standards of its leaders and personnel. Only then will we be able to unleash our full potential and serve our people even better. It is my strong belief that a compact, efficient, and strong civil service remains the key to our nation’s present and future wellbeing, security, and sovereignty. If we are able to do this, it will be one of our finest achievements and legacy.”

- *Royal Kasho on the Reform of the Civil Service, 17 December, 2020.*



This 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 Civil Service Act of Bhutan (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.

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TABLE OF CONTENTS

Introduction	1
i. Scope of the report.....	3
ii. Commission Meeting	3
iii. Assignment of Agencies and Lead Role of Commission	3
iv. Representation of Commission in Boards/Committees and Lead Role.....	4
v. Visits abroad by the Members of the Commission	4
vi. Meeting with the Constitutional Bodies	4
vii. Lesson Learnt and Staff Engagement during COVID-19 Pandemic.....	5
viii. 12th FYP of the RCSC	7
ix. Annual Performance Target (APT) of the RCSC	9
x. Budget summary report of 2020- 21	9
xi. Financial Audit by Royal Audit Authority	10
xii. Annual Procurement.....	11
xiii. Notifications Issued.....	11
Part 1 - The Five Thematic Areas.....	12
1.1 Right sizing the Civil Service.....	12
1.2 Enhancing Service Delivery	14
1.3 Strengthening the Bhutan Civil Service System	15
1.4 Leadership Development and Management.....	18
1.5 Civil Service Well-being.....	20
PART 2: KEY HIGHLIGHTS ON THE IMPLEMENTATION OF THE FIVE THEMATIC...21	
2.1 Right Sizing the Civil Service.....	21
2.2 Enhancing Public Service Delivery (PSD).....	24
2.3 Strengthening the Bhutan Civil Service System	26
2.4 Leadership Development and Management.....	32
2.5 Civil Service Well-Being.....	37
PART 3 - REGULAR HUMAN RESOURCE MANAGEMENT AND DEVELOPMENT ...39	
3.1 Human Resource Development (HRD).....	39
3.2 Human Resource Management	54
3.3 Human Resource Audit	64

3.4	Bhutan Civil Service Examination.....	69
3.5	Human Resource Coordination Services	72
3.6	RCSC’s involvement in response to COVID-19 - pandemic.....	76
3.7	Technology initiatives for the Year 2020-2021	77
3.8	Civil Service Well-being.....	79
3.9	Executive Development and Management.....	85
	Part 4 - Civil Service Statistics	98
4.1	Employee Compensation	98
4.2	Civil Service Staffing Trend.....	99
4.3	Age profile of the Civil Service	100
4.4	Gender Profile of Civil Service.....	100
4.5	Age and Gender profile of Executives and Specialist	102
4.6	Length of Service by years	103
4.7	Civil servants by location.....	104
4.8	Civil Service by Super Structure	104
4.9	Civil servants by Major Occupational Group.....	105
4.10	Extra Ordinary Leave.....	107
	PART 5 – ADMINISTRATIVE ACTION.....	108
5.1	Disciplinary action.....	108
	PART 6: NETWORKING AND LINKAGES.....	110
6.1	Existing Memorandum of Understanding with internal Agencies	110
6.2	New Networks and linkages with in-country institutions	110
6.3	Networks and Linkages with Ex-country Institutions	110
	PART 7- Key Issues and Challenges.....	113
7.1	Maintaining a “Small, Compact and Efficient Civil Service”	113
7.2	Apolitical Civil Service	114
7.3	The challenges of collaboration and coordination.....	114
7.4	Inadequate Public Service Delivery.....	115
7.5	Greater Decentralisation and its Impact on the Human Resources.....	116
7.6	Minimal accountability and complacency brought on by job security	117

List of Abbreviations

AAS:	Australian Award Scholarship
AGILE:	Adaptive, Genuine, and Innovative Leaders with high Emotional intelligence
APA:	Annual Performance Agreement
APT:	Annual Performance Target
BCSE:	Bhutan Civil Service Examination
BCSR:	Bhutan Civil Service Rules and Regulations
CaPE:	Career Progression and Exit
CBF:	Competency Based Framework
CSAB:	Civil Service Act of Bhutan
CSSD:	Civil Service Support Desk
CSWS:	Civil Service Welfare Scheme
DT:	Design Thinking
e-GP:	Electronic Government Procurement System
EOL:	Extra Ordinary Leave
e-PMS:	Electronic Public Expenditure Management System
FLP:	Foundational Leadership Program
FY:	Fiscal Year
FYP:	Five Year Plan
GNHC:	Gross National Happiness Commission
Gol:	Government of India
GPMS:	Government Performance and Management System
HR:	Human Resource
HRD:	Human Resource Development
HRM:	Human Resource Management
ICT:	Information Communication and Technology
JDWNRH:	Jigme Dorji Wangchuck National Referral Hospital
JICA:	Japan International Cooperation Agency
LeAD:	Leadership Assessment and Development
LFS:	Leadership Feedback System
LG:	Local Government

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LS:	Leadership Statement
LTT:	Long Term Training
MAF:	Monitoring and Assessment Framework
MaX:	Managing for Excellence
ME:	Main Examination
MMT:	Minimum Mandatory Training
MoG:	Major Occupational Group
MoU:	Memorandum of Understanding
NKRA:	National Key Result Area
ODE:	Organizational Development Exercise
PE:	Preliminary Examination
PMC:	Professional and Management Category
PSD:	Public Service Delivery
PSDD:	Public Service Delivery Division
PTA:	Project Tied Assistance
RAA:	Royal Audit Authority
RCSC:	Royal Civil Service Commission
RIGSS:	Royal Institute of Governance and Strategic studies
RUB:	Royal University of Bhutan
SCS:	Senior Civil Service
SCSDAF:	Senior Civil Service Development and Accountability Framework
SG:	Sub Group
SIY:	Search Inside Yourself
SOP:	Standard Operating Procedure
STT:	Short Term Training
SuFA:	Support Function Assessment
TAT:	Turn Around Time
TCB:	Tourism Council of Bhutan
TICA:	Thailand International Cooperation Scholarship
UNDP:	United National Development Program
YPLP:	Young Professional and Leadership Program
ZES:	Zhiwog Electronic System

Introduction

The Royal Civil Service Commission (RCSC) on behalf of the Civil Service would like to express our profound gratitude to His Majesty, The Druk Gyalpo for steering the nation with his continuous selfless and peerless leadership to prevent the COVID-19 pandemic and ensure every single Bhutanese remain unaffected in these challenging circumstances. As beneficiaries of the Druk Gyalpo's Kidu Relief Fund and other support interventions, civil servants were able to continue to contribute knowing fully that the well-being of their family, friends and communities were being taken care of. Under His Majesty's guidance and with an enduring effort from the Government supported by the public servants and people from all walks of life, the nation has been able to manage and mitigate the effects of the pandemic and maintain some normalcy despite the grave situation.

With over more than a year of experiences confronting the global pandemic, our country has been exposed with fundamental insights on its strengths and vulnerabilities as we plough ahead to embrace the challenges of the 21st century. During the 113th National Day Address at the Punakha *Dzong* on 17 December, 2020, His Majesty The King announced the aspiration to transform Bhutan into a self-reliant and developed country within our lifetime and to prioritise reforms in the Civil Service and Education sector. Subsequently, the Royal Kasho from the Golden Throne to bring about reforms in these two sectors was bestowed to the people and country on 2 February, 2021.

The Royal Kasho provides an extraordinary opportunity to reinforce the important institution of the State and urgently build a strong Civil Service. It also comes at a time when the core impediments to the development of a more professional and efficient bureaucracy remain entrenched within the system. Some of these impediments include: inability to leverage the large size; autonomy seeking and proliferation of agencies with silo approach; job security and complacency issues; minimal accountability; in-efficient service delivery and administrative burden; and lack of trained capacity. All these require a fresh look to build a strong Civil Service leadership and strategic direction, forge robust and agile Civil Service structures, operate with enabling governance systems and nurture highly capable and engaged civil servants to achieve the needs of the 21st century.

The RCSC, supported by over 31,000 civil servants with their repertoire of knowledge, skills, experience and our timeless Bhutanese values, commits with accountability and dedication to become a developed country, guided by our national vision of Gross National Happiness.

The second Annual Report of the Third Commission presents comprehensive details on the progress of implementation of all its programs, policies and services.

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Aligned to achieving the aspirations of the Royal Kasho, an extensive consultation process was initiated by the Commission to receive views and suggestions from all relevant stakeholders within and outside the Civil Service in the last few months. The Commission would like to express appreciation for the support of all stakeholders including the Government.

The wisdom received from the Royal Kasho, and a robust approach to systemic changes founded on strengthened leadership would firmly position the Civil Service to generate transformational changes in service to the *Tsawa-sum* and take Bhutan forward as a “developed country” as envisioned by His Majesty, The Druk Gyalpo.

The Annual report describes what we aim to achieve and the progress we have made over the past year.

i. Scope of the report

The Second Annual Report highlights progress on the strategic reforms, other initiatives and core activities that the RCSC undertook from the period of July 2020 to June 2021.

The report is presented as follows:

Introduction

Part 1: Five Thematic Areas: Road Map for the 12th Five Year Plan

Part 2: Key Highlights on the Implementation of the Five Thematic Areas

Part 3: Regular Human Resource Management and Development

Part 4: Civil Service Statistics

Part 5: Administrative Actions

Part 6: Network and Linkage

Part 7: Key issues and challenges

ii. Commission Meeting

A total of 48 (51st to 98th) Commission meetings have been held between 1 July, 2020 - 30 June, 2021. The Commission dedicated every Tuesday for Commission meetings to provide timely decisions and also meet on other days, if required.

iii. Assignment of Agencies and Lead Role of Commission

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 Member of Commission serves as a focal point for different Ministries, Autonomous Agencies, Dzongkhags and Thromdes. The focal Member of Commission deals with all policies and planning aspects of human resource management and development including other strategic issues of the Agencies under the overall directive of the Chairperson and within the framework of the CSAB 2010, BCSR and other guidelines as approved by the Commission. The focal Members of Commission are also responsible for implementing the reforms in their assigned Agencies with the support of the Secretariat.

While the Members of the Commission are collectively responsible for the decisions taken in the Commission meetings under the overall leadership of the Chairperson, each Member of Commission has been allotted specific responsibilities which includes (i) represent the Commission in different Boards

and Committees; (ii) facilitate implementation of key reforms; and (iii) serve as a focal point for Agencies. Such arrangement helps each Member of Commission to pay close attention to the issues of respective Agencies besides enabling the Chairperson to focus on strategic issues of the Civil Service based on the principle of, “Management by Exception”. Overall, there is a clear line of responsibilities between the Commission and the Secretariat over the functions of the Commission with all operational matters being the responsibilities of the Secretariat, which is headed by the Director General.

iv. Representation of Commission in Boards/Committees and Lead Role

The Commission is represented as the member of the following Boards, Councils and Committees;

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

Sl. no	Commission members	Board/Council/Committee
1	Karma Hamu Dorjee	Vice Chairperson, Royal Institute of Governance and Strategic Studies Chairperson, Royal Institute of Management Member, De-Suung 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, National Pension and Provident Fund Board Member, Bar Council of Bhutan
5	Tshering Yangden	Member, High Powered Committee, Government Performance Management Division\Co-Chair for Japanese Grant Aid Scholarship

v. Visits abroad by the Members of the Commission

During the period from 1 July, 2020 to 30 June, 2021, the Members of the Commission did not undertake any travel abroad.

vi. Meeting with the Constitutional Bodies

The meetings amongst the Constitutional Bodies are held periodically to collaborate and work together towards a common purpose for the Constitutional Bodies in the interest of the Nation. Five meetings have been held since 2015. No meetings were convened during the ongoing COVID-19 pandemic period. However, given 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 possible to revive collaboration.

vii. Lesson Learnt and Staff Engagement during COVID-19 Pandemic

While the nation underwent two national lockdowns due to the local outbreak of the COVID-19, the government made concerted efforts to ensure that the people all over the country were given access to essential supplies, services, and medical care.

In the continuous effort to assist the government in curbing the transmission of coronavirus, all relevant agencies responsible for delivering essential items and services immediately, responded to the nation's call. While many civil servants were engaged as frontline responders in essential item delivery and providing other services, others worked from home to ensure uninterrupted services to the citizens.

During the two lockdowns, the Commission continued to conduct its meetings supported by the Secretariat and the HRC, providing uninterrupted services to the Civil Service on matters that required immediate interventions from the Commission. During the lockdowns periods, agencies were encouraged to publicise their Standard Operating Procedures (SOPs) and guidelines with contact details of staff for the various services of their agencies on their website and other media platforms to ensure continued delivery of services.

Reports were collected from all agencies on the lessons learnt during the lockdown, along with the civil servants' engagement plans resulting from the lockdown. This was required to guide the Commission to realign its HR policies and ascertain the optimal utilization of the civil servants despite the disturbance caused by the pandemic. The following were the common lessons that agencies highlighted:

1. *Services delivered leveraging ICT:* Use of ICT technology was inevitable as it was the best alternative to continue to communicate, collaborate and provide services while adhering to health safety protocols. Various initiatives were undertaken to avoid the in-person mainstream services and replacing them with various IT enabled application systems and mobile apps like virtual meetings or usage of e-signature, emails, Google documents, Google sheets, Google slides, Telegram, WhatsApp, etc. Accordingly, many civil servants have also acquired new ICT skills and tools while working from home.
2. *Enhanced collaboration and coordination amongst Agencies:* The significance of interdependence amongst agencies and the need for proper coordination amongst different stakeholders in effective service delivery became more prominent than ever given the compelling nature and urgency of the situation.

The experience of such partnerships and engagements have revealed the positive prospects emanating from them and the need to continue and build such collaborative connections beyond the current pandemic context.

3. *Improvement of Service delivery processes:* The lockdowns caused by the pandemic prompted many agencies across the Civil Service to develop and institute a number of SOPs to provide comprehensive guidance in the management and delivery of uninterrupted services. As a result, SOPs gained much more prominence and were adopted widely. This led to an increased demand for as many services as possible to be made accessible via online platforms.
4. *Work From Home (WFH):* The pandemic revealed working from home can be as effective and productive as working in the office as long as the required resources, clear work processes, and frameworks are instituted. Virtual meetings and other ICT platforms have exhibited an enormous potential for effectively communicating and coordinating work. To complement such developments, building staff capacities to use various digital platforms such as Zoom, Google Drive, Google Docs, etc. became essential. The RCSC developed and shared a “*Guideline for remote-working and a Technical guide for remote-working*” to support CS agencies. This experience indicates the potential for new flexible ways of working without compromising efficiency and accountability.
5. *Improvement of office spaces and infrastructure:* The pandemic has created a heightened demand for the use of ICT platforms and access to internet connectivity thus, leading to investments in these infrastructures. Also the availability of wifi, possibilities of remote working and requirement of good air circulation in the workspace led to new configurations in the norms of work. This led to reimagining and revamping the office spaces particularly to that of more open office arrangements. These physical changes in offices allowed employees to collaborate more easily; optimally utilise the limited office space with better ventilation; and made services easily accessible to the clients. These changes have also contributed to improved awareness of health protocols and perhaps improved the health outcomes of staff as well.
6. *Redeployment of civil servants:* Subsequent to the reprioritization of the plans and programs by the agencies across the Civil Service to contain/mitigate the pandemic and its impacts, a quick redeployment of staff and other resources within and outside the Agency were also undertaken to ensure optimal engagement of civil servants in this situation and to supplement the pandemic management efforts.

A review of civil servants’ engagement was also conducted to ascertain and ensure

the optimum utilization of the Civil Service. Based on the reports received from agencies, it was noted that thousands of civil servants were engaged as frontline workers such as *De-suups*, COVID-19 Task force members and in manning the Druk Gyalpo's Relief Fund and Public Service Call Centres. Agencies such as the Department of Forest and Park Services, Department of Industries, Department of Revenue and Customs, Bhutan Agriculture and Food Regulatory Authority, National Land Commission etc., redeployed their staff to supplement and assist border security in the southern Dzongkhags. The Ministry of Health, Jigme Dorji Wangchuck National Referral Hospital, Department of Agricultural Marketing and Cooperatives, Department of Trade and Dzongkhag Administrations deployed their staff to deliver key health and other essential services across the country. Some civil servants were put to the task of conducting research and development and syndication of SOP/Guidelines/new policies/systems amongst the various agencies.

viii. 12th FYP of the RCSC

The RCSC'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". In the 12th FYP, the RCSC will be implementing two important programmes; i) the enhancement of Human Resource Management and Development, and ii) Strengthening the Civil Service System, which will contribute to achieving the NKRA 9 and 13.

During the 12th FYP mid-term review, 3 Key Performance Indicators out of 11 were achieved as follows:

1. 12th FYP Staffing Plan completed for all the agencies;
2. 12th FYP Staffing Plan for LGs supporting decentralization completed; and
3. The Civil Service data hub has been operational since August 2020.

Similarly, five indicators on track are:

1. Average executive performance rating of "very good and above";
2. Percentage of staff deployed as per approved 11th FYP Staffing Plan for LGs above 95%;
3. Two interventions to promote women in leadership positions in the Civil Service;
4. Compliance to HR audit recommendation is 100% and Strategic HR audit recommendations to be 50% resolved/implemented; and
5. Maintain Integrity score for HR services in Civil Service above 8.52.

However, during the 12th FYP mid-term review, the RCSC proposed to either drop or recommended to change the target setting of three indicators as follows:

- a) Maintain/improve the ratio of civil servants to the population by 1:25, while the RCSC continues to maintain a small, compact and efficient Civil Service, our recent staffing assessment exercises have shown that substantial increase in the Civil Service size is largely attributed to policy changes initiated by the ministries and the government. A case in point is the MoE's policy changes in the last few years and their implications on HR growth. With such an HR recruitment trend, maintaining a consistent ratio of 1: 25 is beyond the control of the Commission.
- b) Implement more than 95% of Strategic HRD for 12th FYP - The initial budget outlay for the Strategic HRDD for the Civil Service was Nu. 1.2 billion comprising of Nu. 800 million under GoI PTA and Nu. 400 million under RGoB. However, the COVID-19 pandemic has challenged the use of this fund and the Commission also agreed to GNHC's proposal to divert a portion of the fund to other priorities emerging from the pandemic. The GoI PTA for professionalizing the Civil Service has been revised to Nu. 600 million. Accordingly, the target as per the allocation of funds for professionalizing the Civil Service would require change.
- c) Three gender interventions KPI to promote gender equality in the Civil Service - This KPI duplicates an existing KPI "No. of interventions to promote women in leadership positions in the Civil Service". The overall gender composition in the Civil Service is not an issue as 42.10% of the civil servants are female, as per the Civil Service Statistics 2020. However, interventions to promote females in leadership positions are seen as critical as women consist of only 14% of the Executive and Specialist Category. Consequently, it is more objective to pursue the KPI "No. of interventions to promote women in leadership positions in the Civil Service" whilst proposing to drop the other KPI "Three gender interventions to promote gender equality in the Civil Service".

Beyond the planned targets and activities of the RCSC, new initiatives as per the *Royal Kasho* and the Five Thematic Areas as detailed under Part 1 and 2 of the report will continue to be implemented.

viii. Annual Performance Target (APT) of the RCSC

In its efforts 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 the National Technical Committee evaluates. In this Annual Report, we will report on the APT evaluation score of the RCSC for the FY 2019-20 as the

evaluation took place in the reporting FY of 2020-21.

The evaluated score of the RCSC for the FY 2019-2020 was 97.6%. Accordingly, two staff within the RCSC Secretariat were rated in the performance category of 'Outstanding', 11 staff in the 'Very Good' category and 50 staff in the 'Good' category. No staff is categorised under the 'Need Improvement' category.

In the APT for the FY 2020-2021, the RCSC and the APT Review Committee led by GNHC endorsed 11 Success Indicators.

ix. Budget summary report of 2020- 21

For this reporting FY, the total approved budget was Nu. 396.17million which was revised to Nu. 368.45 million. Around Nu.34.74 million in planned activities could not be implemented due to COVID-19 pandemic.

As the Central Personnel Agency, the RCSC received Nu.282.88 million was allocated against the 12th FYP budget outlay for HRD in the Civil Service. The major HRD budget is funded by the Government of India and the Austrian Development Assistance programme. From the total revised budget of Nu. 368.45 million, Nu. 238.30 million was from the GoI PTA project to professionalize the Civil Service and from the Nehru-Wangchuck Scholarship Programme, Nu. 4.97 million from GEF, Nu. 9.88 million from ADA Project and the balance amount from the RGoB.

Table 1: Budget Summary (Nu. in million) FY 2020-2021

	Current	Capital	Total
Revised Budget	53.82	314.63	368.45
Expenditure	49.17	145.92	195.08

As shown in the table above, the total expenditure incurred during the FY is Nu. 195.097 million against the total revised budget of Nu. 368.445 million, showing a total budget utilization of 52.95%. In terms of the current budget and capital budget, the budget utilization is 91.37% and 46.38% respectively. The underutilization is due to the deferment of various training programs as a measure to contain the COVID-19 pandemic following the government's announcements on the COVID-19 protocols. With the deferment of the programs, the Ministry of Finance was informed on the availability of the corresponding budget for the COVID-19 contingency plan.

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

Activity code	Activity Name	Revised Budget	Expenditure	% of Budget Utilized
1	Administration and Management Services	54.869	50.241	91.57

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2	Bhutan Civil Service Examination Division	15.770	15.644	99.20
3	Competency Based Human Resource Development Programme, Final Phase (ADA Funding)	9.877	9.877	100.00
4	Executive Services & Management Division	1.160	0.900	77.59
5	Human Resource Audit Division	0.250	0.126	50.40
6	Human Resource Development Division	272.596	107.520	39.44
7	Human Resource Management Division	0.100	0.059	59.00
8	Legal Division	0.100	0.099	99.00
9	Management of Information Services Division	3.172	2.419	76.26
10	Policy, Planning and Performance Division	2.751	1.126	40.93
11	Well-being Division	7.800	7.086	90.85
Total		368.445	195.097	52.95

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

x) Financial Audit by Royal Audit Authority

The audit of LC has been conducted till FY 2018-2019 and the remaining years of FY 2019-2020 & 2020-2021 are under consideration by the RAA. The other PLC Accounts like GoI PTA, NWS and ADA Project have been audited till June 2020 and June 2019 respectively.

Table 3: Audit status

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	GoI PTA & NWS	2019-2020	
3	107.01/2005	ADA	2018-2019	

During the FY 2019-2020, there were no transactions under the ADA PLC Account 107.01/2005. The RCSC is continuously pursuing settlement of a past Audit Memo under the Nehru-Wangchuck Scholarship Program pertaining to “inadmissible payment of tuition fees” paid to a Lecturer from Sherubtse College with RUB. Following the verdict from the Royal Thimphu Court, the defendant has refunded

Nu. 400,000/- into the Audit Recoveries Account vide receipt No. 03006 dated 07/04/2021 and is yet to refund the balance amount of Nu. 406,170.55. The RUB is still pursuing the recovery of the balance amount and will update the RAA and the RCSC. No other Audit memos are pending with RCSC.

xi) Annual Procurement

During the year, nine tenders were floated through the Electronic Government Procurement System (e-GP) to procure various goods and services in line with Procurement Rules and Regulations 2019. We have conducted eight Tender Committee Meetings Chaired by the Director General to discuss and award the contract to implement the activities. One of the major procurement is the Civil Service Medals and Certificates, consultancy services to develop Leadership Capability Framework, psychometric test for P1 selection, hiring of trainers and the vendor for ZEST enhancement.

xii) Notifications Issued

During the reporting period, the Commission issued nine notifications which were related to amending the BCSR 2018, strengthening Civil Service systems, reminders to comply with the BCSR, extension of deadlines to address extraordinary situations and adjustments to the disruptions from the pandemic. The details of the notifications are attached as *Annexure 1*.

PART 1 - THE FIVE THEMATIC AREAS

Guided by the eternal wisdom of successive visionary monarchs, the Civil Service has evolved itself as the backbone of the country. The development outcomes and the success of democracy is the mirror reflection of the performance of the civil servants. The recent experiences of confronting the global pandemic have exposed our country to fundamental insights on its strengths and vulnerabilities in embracing the challenges of the 21st century. We believe that it could be a turning point in our development journey if we build on these experiences.

In the 113th National Day Address, His Majesty, The King announced the Royal aspiration to transform Bhutan into a self-reliant and a fully ‘developed country’ within our lifetime and a critical need to reform the Civil Service and the education sector. Subsequently, the Royal Kasho on Civil Service Reform was accorded on 2 February, 2021.

This Royal Kasho provides an extraordinary window of opportunity to reinforce the vital institution to the state and urgently build a strong bureaucracy to reap the full benefits of democracy. We aim to re-examine our policies, programs and systems and make the necessary changes to live up to the words and spirit of the Royal Kasho. Mainly “to shoulder the responsibilities bestowed by the Constitution, live up to the trust and confidence reposed by the Throne, and meet the hopes and aspirations placed by our government and people.” Furthermore aligned to the Royal Kasho, the Commission will accelerate its effort towards making civil servants “professional by holding the highest standards of ethics and integrity, and exhibit qualities of adroitness and compassion” in line with the Royal Kasho.

Reflecting on the issues and challenges envisioned in the Royal Kasho, the RCSC sought ideas from HR and Public Administration experts across the world, civil servants who have left or retired from the service, Members of Parliament, Committee of Secretaries, business community, civil servants across Ministries, Agencies, and LG Agencies through in-person and virtual consultations, and also through administering a survey to the civil servants. Distilling the ideas from these engagements to support our efforts in strengthening the civil service, the RCSC would like to report on the Five Thematic Areas detailed as follows:

1.1 Right sizing the Civil Service

1.1.1 Organisational Development Exercise (ODE) and Staffing Exercises.

To ensure right sizing of the Civil Service and accurate alignment of mandates with structure, staff, skills, strategy and systems, the conduct of the ODE and staffing exercises are considered integral functions to be carried out periodically. Recommendations emerging from the OD Exercise are

categorized by implementation levels, C1 within the agency, C2 cross-cutting across agencies and C3 that requires approval of the *Lhengye Zhungtshog*. The ODE is usually prioritised in Agencies that require review due to changes in mandates arising from Acts or urgent change requirements/new priorities from the Government. During this reporting period, ODE was planned for the Ministry of Finance, Gelephu Thromde and National Land Commission Secretariat but were concluded only for the Ministry of Finance due to the travel restrictions to Southern Bhutan and other competing priorities.

1.1.2 Agencification Framework

In order to rationalize proliferation and ensure cohesion of all Civil Service Agencies, the RCSC is working on a policy framework on agencification to develop an overarching guideline which can provide clear rationale, funding/budgeting modality, other criteria such as to guide the processes for creation, modification and closure of Public Agencies both within and outside the Civil Service. This framework is intended to provide a consistent system of governance and accountability across the civil service agencies and the public sector.

Specifically, the framework will work to ensure government mandates, wherever possible, are arranged by policy, regulatory and operational functions; reduce duplications; institute systems to minimize conflict of interest and ensure the principle of arm's-length-basis; optimise the use of public resources (finance and HR) through rationalization of agencies and their functions; and develop a standard naming convention for the easy identification of Government Agencies by the Public.

1.1.3 Agency Quality Assessment Framework (AQAF)

To foster a culture of continuous learning, collaboration, innovation and improvement, the RCSC aims to institutionalise AQAF in all Civil Service Agencies to continuously link enablers with desired results based on evidence. The AQAF is a self-assessment tool to be used by the management and staff for organisational development and change for continuously improving the quality of public service and civil service. AQAF is adopted from a successful European model called Common Assessment Framework (CAF 2020). It will be first piloted in a selected Agency in the next FY. Based on the pilot trial, AQAF will be implemented in all Civil Service Agencies in a phased manner to promote continuous development and progress.

1.1.4 Leveraging ICT and ICT systems for efficiency gains and HR rationalisation

The application of ICT in service delivery must be pursued for greater levels of effectiveness and efficiency in governmental tasks, improvement and transparency of processes and procedures translating to better service delivery. It should also facilitate the collation of data for evidence-based decision-making and allow for better communication and collaboration among different governmental offices.

The RCSC's Zhiwog Electronic System (ZEST), which was launched in February 2020, has helped to streamline many HR processes including ensuring compliance to BCSR 2018 and transparency in HR actions. ZEST has improved the efficiency of HR service delivery and the accuracy of data to an extent. ZEST has also facilitated auto-retrieval of its data for many other systems which in turn ensures the credibility of data based on the principle of a single source of truth and reduces the need for additional HR in these agencies.

In collaboration with the Ministry of Finance, Cluster Finance Services have been initiated in three *Dzongkhags* and one Ministry. Such efforts will help to rationalise HR numbers, share knowledge, skills and resources, allow for improved service delivery and enable checks and balances in finance management. This has been facilitated by ICT systems such as e-PEMS, without which these initiatives would not be feasible. In the years to come, we expect sustainable gains in optimal utilization of HR through critical and central IT systems currently under development like the National Digital Identity project.

1.2 Enhancing Service Delivery

Service delivery is the *raison d'être* of the Civil Service. RCSC, as the central personnel agency, is responsible for ensuring that services of all kinds are delivered in the most efficient and effective manner.

In the past, the Public Service Delivery Division (PSDD) had worked to bring many government services online but there are still gaps as the citizens are not aware of the existence of standards and turnaround time (TAT) for service delivery. Towards enhancing the public service delivery initiative, a task force led by the RCSC was instituted with members from the PSDD under the Cabinet Secretariat, Gross National Happiness Commission, and UNDP Bhutan.

The Commission believes that it is crucial to involve the citizens in the service delivery initiative of the RCSC. Therefore, a citizen-centric Monitoring and Assessment Framework (MAF) is being developed following several intensive consultations with service providers, service users and the general public. Service providing agencies will be monitored and assessed annually or bi-annually through

citizen satisfaction surveys. The assessment scores will then be ploughed back and tied to targets set in the APA/ APT through GPMS.

1.3 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 the overall vision of “Excellence in Service”.

1.3.1 Career Progression and Exit Management (CaPE) System

Rationalising career progression in the Civil Service is critical to our efforts to promote professionalism and productivity while reducing complacency and addressing issues of stagnation. The existing career advancement system shows neither higher performance nor potential. Instead, a timely completion of the required number of years of service in the current position with minimum performance ratings determines the career advancement to a higher position level.

For a career progression system to function objectively, the progression in the Civil Service to a higher grade/level must be accompanied by higher productivity, increase in job size based on good performance and display of potential. As a civil servant progresses in his career, sufficient opportunities should be given to develop his competencies and be evaluated to progress to a higher career ladder. The system should ensure that a civil servant demonstrates professional growth and enhanced productivity. Further the career progression system must go hand in hand with exit management. Without a dynamic exit management, career progression cannot work as well as it should, as it will be impacted by challenges caused by stagnation.

The preliminary development of CaPE is underway and will require considerable modelling and simulation exercises with technical experts from the National Statistical Bureau and the Ministry of Finance to assess what models will work best for our civil service in terms of affordability and efficacy.

1.3.2 Strengthening and expanding the Performance Management System

Performance Management systems are essential in a Civil Service as they serve as i) an accountability tool, allowing citizens, government officials, and parliamentarians to gauge the performance of the civil service with clarity;

ii) a performance improvement tool enabling management to see how they perform in each area, and therefore learn and improve.

From the review of literature and surveys that assess public and civil service effectiveness, the current agency assessments do not evaluate the 'Mission support' functions and organisational culture contours which are key characteristics of high performing organisations and underpin the effectiveness of all agencies. To address this, the RCSC is proposing a Support Function Assessment (SuFA) that captures those missing aspects and consists of the following themes:

1. An engaged workforce;
2. IT leveraged for enhanced efficiency and effectiveness of service delivery;
3. Effective procurement and budget management
4. Integrity strengthened; and
5. Effective planning and program management.

SuFA will be implemented from the FY 2021-22.

1.3.3 Competency Based Framework (CBF)

Competency-based Framework for HR Development and Management is one of the key HRM components to strengthen the Bhutan Civil Service System. The framework will provide a basis for strategic HR capacity development, performance assessment, career progression, recruitment and selection into the Civil Service. The development of Competency-Based Framework is to ensure much sharper HR Development interventions through a strategic and prioritised approach to development of capacities, especially, skills that are currently not available. The limited and scarce resources for HR Development can be then channelled to the development of the most required skill sets.

These Frameworks are the basis for developing the Minimum Mandatory Training and to recognise and record continuous learning. CBF is expected to contribute significantly to professionalising the MoGs and SGs with any vertical movement in career progression depending on the individual having the necessary skills and knowledge vetted against the relevant CBF for the required Position Level.

1.3.4 Enhancing the Parenting system including Transfer Guidelines

The objective of the Parenting system is to facilitate systematic professional development, sound technical backstopping and manage succession planning

including transfers and promotions of professionals in the department or agencies and their staff in the respective working agencies. Such HR actions should be implemented based on the principles of transparency, fairness and equity in facilitating mobility amongst the civil servants to diversify their experience and deter the development of vested interests due to prolonged stay in the same location.

The parenting system, in particular the transfer guidelines, is expected to address the most common grievances raised by civil servants i.e. the lack of transparency and fairness in the transfers and training of civil servants by their Parent Agencies. The RCSC is working with 13 Agencies with parenting functions to develop/strengthen their transfer guidelines for their “parented” civil servants. In addition to the transfer guidelines, other efforts also include the development of proper succession, recruitment plans and capacity development programs aligned to the CBFs.

1.3.5 Capacity building and Skilling

The RCSC is mandated to develop capacity and maintain competency and professionalism in the Civil Service to provide a high standard of citizen-centric services consistent with the strategic objectives of respective agencies. In order to plan and strategically invest in the development of civil servants and ensure that their knowledge and skills remain relevant in this ever-changing world, a three-pronged approach consisting of: a) Strategic HRD Plan aligned to the economic developments policies and needs; b) Minimum Mandatory Training developed based on the relevant position Competency-Based Framework; and c) A Continuous Learning management Framework for recording, recognising and driving HRD investments has been developed. This framework will be tied up to CBF, CaPE, LeAD, talent management and reward and recognition systems to ensure augmenting and dovetailing of key HR policies and systems

1.3.6 Reward and Recognition System

Employee reward and recognition highly correlate to improving employee morale and engagement, improving job performance and capturing organisation’s value. One of the ways to motivate employees to perform better is to appreciate them for their contribution through a well-thought-out and effective Reward and Recognition program. A Civil Service wide Reward and Recognition system could assess aspects such as excellence in service, driving innovation and creativity, best team, etc.

With the introduction of the Managing for Excellence (MaX) system and the moderation exercise, we now have sufficient performance related data to

initiate a Reward and Recognition system. Beginning modest, we expect to scale up to more categories of reward and recognition in the coming years.

1.4 Leadership Development and Management

Senior civil servants who lead and implement government functions are at the heart of government effectiveness. Regardless of what shape the future of work takes in the Civil Service, it must be enabled by a foundation of strong leadership: clear values, mission and objectives that allow the worker to do his work independently without daily or in-person management. Below are the key interventions for leadership development and management.

1.4.1 Senior Civil Service Development and Accountability Framework (SCSDAF)

In order to strengthen the accountability of these critical position holders in an agency, evaluation specific to key Support functions Assessment and Individual performance assessment through the Leadership Statement will be introduced from the next FY so that every individual in the SCS will develop clear performance indicators.

With the introduction of the new components, SCS Development and Accountability Framework will now consist of i) APA/APT Score; ii) LFS score; III) Leadership Statement; iv) Support Functions Assessment; and iv) Leadership Assessment and Development (LeAD) program.

The SCS Development and Accountability Framework also include the enhancement of the Leadership Feedback System. In RCSC's efforts towards enhancing accountability in the Senior Civil Service (SCS), it will also study strategies for recruitment to SCS on a permanent vs tenured/term basis.

1.4.2 Enhancing Capacities on Leadership

The knowledge and skills of the civil servants contribute to the organisational growth, service delivery, and socio-economic development. To enhance leadership and management capacities in all key position categories and levels, the following were implemented:

i. Online learning resources

To continue to invest in learning and development despite the disruptions caused by the pandemic, the RCSC explored alternative learning resources in the form of subscription to Mindtools, an online learning platform. Access to Mindtools was provided to 1,000 civil servants consisting of

Dzongdags, position holders at EX3, P1 and P2, for a period of a year starting in October 2020.

ii. Senior Civil Servants (SCS) Mentoring Program

In the current system, there is no systematic process for SCS mentoring which is pivotal in enhancing organisational effectiveness and grooming leaders for all key positions in an organisation. The majority of the current pool of SCS in leadership positions have not received a targeted mentoring program but were inducted into SCS positions by way of business as usual. To ensure seamless continuity of leadership, the grooming of leaders through mentoring should start early on and must become a deeply embedded as a good practice in all agencies. Hence, the SCS Mentoring program will equip SCS with the necessary skills and knowledge, and in turn SCS are also expected to carry out mentoring programs as part of their leadership roles.

iii. Minimum Mandatory Trainings for strengthening leadership and Management capabilities

RCSC is currently developing its program of MMT, which takes a structured approach to training in the Professional and Management Category. Initially, MMT will be introduced for Leadership and Management competencies. Training for domain competencies based on the various positions' CBF will also be rolled out in due course of time. The training will be implemented for various position levels of PMC.

iv. Leadership Assessment and Development (LeAD) program

The LeAD program aims to institute a robust leadership development and assessment program in partnership with the RIGSS. While LeAD also constitutes a part of the SCS Development and Accountability Framework in terms of its assessments being incorporated into the individual's performance evaluation, it is primarily a development and capacity-building initiative for Executives and P1 position holders.

1.4.3 Talent Management (AGILE strategy)

Leadership is critical for an agencies' effectiveness, that investment in identifying and grooming leaders must be made earlier on in a potential leader's career. AGILE (Adaptive, Genuine, and Innovative Leaders with Emotional Intelligence) is a strategy aimed at leadership grooming and talent management to ensure seamless continuity of leadership across all professions. Identifying the potential pool from pre-service as scholars through the initial years of service

and managing and grooming them strategically for their future roles are some of the key interventions. While an initial concept paper has been developed, work on fleshing out “green harvesting recruitment” component under this strategy is nearing completion and is expected to begin implementation with the next intake of undergraduate scholars.

1.4.4 Strengthen the recruitment and selection process into P1 Management (pool for Executives) and Executive positions (EX 3)

It is of paramount importance to have objective quality control of the pool, so that the leaders with the right attitude and behaviour are inducted into the SCS positions, with a robust, objective and professional recruitment and selection process. New initiatives along this line are the Introduction of written assessment (cognitive abilities and personality characteristics) assessments for shortlisting (for P1 Management) and enhancing the viva voce assessment framework through the introduction of Competency based interview score sheets.

1.5 Civil Service Well-being

High morale of the civil servants is an essential prerequisite for health (physical and mental) and subsequent safety and welfare. Well-being initiatives to sustain high morale amongst civil servants are essential to garner optimum performance from civil servants. Therefore, it is critical to continuously strive for enhancing Civil Service well-being to help attract, retain and motivate civil servants to a high performing group.

Therefore, the RCSC has identified three areas for interventions, covering civil servants in two distinct phases of their life. The first phase is their active duty tenure (from entry till exit) and the other phase is after retirement (from superannuation till death). The three areas are:

- i) Civil Service Support Desk (CSSD),
- ii) Retirement Services, and
- iii) Civil Servants’ Welfare Scheme (CSWS).

CSW’s programs aims to attract the best and brightest as civil servants, retaining the present force as a highly motivated group and taking good care of the ones superannuating the system. It is expected to boost the efficiency and effectiveness of the civil servants to a better performing class with the RCSC ensuring that the primary concerns of a civil servant as an individual, a family person and as a human being living in a larger society, are being taken good care of.

PART 2: KEY HIGHLIGHTS ON THE IMPLEMENTATION OF THE FIVE THEMATIC AREAS

This Part of the report details out the work progress and updates under the five Thematic Areas as detailed below:

2.1 Right Sizing the Civil Service

2.1.1. Organisation Development Exercise

The OD Exercise of the agencies for the First Phase was completed, and the implementations of the recommendations were categorised into three broad categories viz C1, C2 & C3 as presented in the tables below. In phase 2, ODE was conducted only in the Ministry of Finance from what was planned due to changing priorities for the Commission and engagement of the Executives in controlling COVID. The recommendations pertaining to LGs are kept in abeyance, to align with new interventions that may emerge from separate review of the LG being proposed under the Civil Service Reform.

Table 3: Category 1 (C1): Internal systems and processes that can be implemented within the authority of the Agency.

Sl. No	Name of Agency	No. of recommendation	No. of recommendation implemented	Percent (%)
1	MoAF	58	56	97%
2	MoE	19	19	100 %
3	MoEA	26	25	96 %
4	MoWHS	18	17	94 %
5	MoH	19	19	100 %
6	MoIC	24	23	96 %
7	MoLHR	13	13	100 %
8	NEC	12	12	100 %
9	TCB	15	15	100 %
10	JDWNRH	9	9	100 %
11	Thimphu Thromde	19	19	100 %

Table 4: Category 2 (C2): cross-cutting issues that require bilateral and multilateral Agency consultations

Sl. No	Name of Agency	No. of recommendation	No. of recommendation implemented	%
1	MoAF	43	38	88 %
2	MoE	1	1	100 %
3	MoEA	9	9	100 %
4	MoWHS	27	27	100 %

5	MoH	19	18	95 %
6	MoIC	30	29	97 %
7	MoLHR	3	3	100 %
8	NEC	8	7	100 %
9	TCB	7	7	100 %
10	JDWNRH	4	4	100 %
11	Thimphu Thromde	6	6	100 %

a) Category 3 (C3): Recommendations on structure at the level of Department and above requiring the Government Approval

ODE recommendations requiring the approval of the *Lhengye Zhungtshog* were presented to the *Lhengye Zhungtshog* in the months of April 2020 and November 2020. The presentations were delayed due to the engagement of the Cabinet in responding to the COVID-19 pandemic and the subsequent national lockdowns. The implementation status is as reported below:

Table 5: Implementation status of C3 recommendations

Sl. No	Name of Agency	Recommendation	Directives from Cabinet	Status
1	MoAF	Dissolution of Dept. of Agriculture Marketing and Cooperative	Not Approved	To retain as Status quo
		Dissolution of Regional Livestock Development Centre	Not Approved	Regional Livestock Development Centre as status quo
2	MoE	Merger of REC with MoE	Approved	REC and MoE in work in progress
		Creation of Bhutan Qualification Authority	Approved and detail its setup, mandate and function	MoLHR and MoE in work progress
3	MoEA	Delink Company Registry Division	In abeyance	In abeyance
		Delink DoIP	In abeyance	In abeyance
		Rename Office of Consumer Protection and eventual delink	In abeyance	In abeyance
4	MoH	Delink RCDC from MoH as an Autonomous Agency	To resubmit details on Financial requirement	Submitted to Cabinet
5	MoLHR	Create Department for National HR Development	Approved with the Need to further elucidate mandate and implementation modalities	Submitted to Cabinet

6	TCB	Delink Royal Institute of Tourism and Hospitality from TCB as autonomous Agency	TCB to explore delinking Royal Institute of Tourism and Hospitality from Civil Service	Government has Directed TCB to work for full delinking from Civil Service
10	JDWNRH	Restructure the Governance	Directed to resubmit	Submitted to Cabinet
11	Thimphu Thromde	Piloting of delinking civil servants	Pending	Pending

2.1.2 Leveraging IT systems for efficiency and HR rationalisation gains

RCSC would like to continue to promote the strategy of “Digital by Default”. As the Central Personnel Agency for the Civil Service, pursuing digitisation provides many benefits of efficiency, effectiveness, transparency and accountability. We also need to plan and be prepared for the disruptions that critical IT systems in the pipeline will make regarding HR resources demand and deployment, in the future. The following initiatives have been implemented in the reporting year:

- i. The Zhiyog Electronic System (ZES_t) launched in February 2020, is a new web-based online human resource management system for the civil service. It provides holistic information on human resources (HR) in an organization with features such as the dashboard showing the real-time data on HR in various forms, which facilitate efficient and effective decision making. A tangible development emanating from this system is the rationalisation of HR Officers and HR Assistant numbers.

RCSC has collaborated and integrated the ZES_t system with relevant systems of other organizations within and outside Civil Service. Currently, the Ministry of Education, Ministry of Health, Ministry of Finance, Ministry of Economic Affairs, Royal Audit Authority and Construction Development Board can auto-retrieve data from ZES_t to validate the data that they require on civil servants, which in turn ensures efficiency and credibility of data through “a single source of truth” principle and reduces the need for additional HR.

- ii. Clustering of Finance Personnel

Based on the approval of the Commission and in extensive consultation with all relevant stakeholders, the RCSC and Ministry of Finance have started to pilot clustering of finance personnel in three Dzongkhags and One Ministry (Paro, Bumthang, Trashy Yangtse and Ministry of Agriculture and Forest). Sub-optimal utilisation of finance personnel deployed in various Dzongkhags, Centre/Regional Offices, Gewogs, autonomous

agencies and Ministries is a challenge. For example, in one location at Bathpalathang in Bumthang, there are several small regional offices as indicated below:

Table 6: Regional Offices under Bathpalathang, Bumthang

Sl. No.	Regional Office/Centre	No of civil servants	No of Finance Personnel
1	National Research & Development Centre	25	1
2	Wangchuck Centenary National Park	43	1
3	Brown Swiss Cattle Breeding Farm	28	1
4	National Horse Breeding Farm	19	1
5	National Highland Research & Development Centre	49	1
6	Territorial Division Forest Office	69	1
7	Centre Machinery Unit	111	1

One finance personnel should be able to process 140 accounts transactions in a month besides engaging them in budgeting, multi-tasking and other related works assigned by their Supervisors. A review conducted by the Ministry of Finance has shown that there is an excess of 29% of the finance personnel leading to inefficiency and underutilization. Moreover, there are issues on the lack of adequate check and control system due to lone finance personnel in an agency.

The expected value addition of the clustering services are: enhanced and secure finance management, improved service delivery through instituting service delivery standards, sharing of knowledge and cost-effectiveness through optimal utilization and improved HR management of professionals by leveraging ICT and pooling them. After one year of piloting, the actual requirement of the staff will be assessed, and excess staff is projected who will be redeployed to other relevant agencies.

2.2 Enhancing Public Service Delivery (PSD)

There is poor monitoring of service-providing agencies due to lack of tools to measure the efficiency in service delivery in the current PSD landscape. Similarly, there is insufficient accountability due to the absence of clarity in the roles and responsibilities of the provider and receiver of public service. Despite the existence of service delivery standards for 118 key public services, there was inadequate awareness among citizens as evident from the pulse survey, field observations and other interactions.

i. Citizen-Centric Approach in Service Delivery

In an unconventional approach, the task force deep-dived into the challenges faced by users as well as the providers in the PSD landscapes. The PSD interventions were co-created thus placing the citizen core and front. Quantitative surveys, journey maps, collective intelligence workshops were carried out to map pain points. Similarly, deep-user interviews were conducted with the service users in Dagana, Paro and Tsirang Dzongkhag for citizens who have availed the three commonly availed services, viz. i) Issuance of new Citizenship Identity Card, ii) Inter-Dzongkhag census transfer, and iii) Land transaction services.

ii. Monitoring and Assessment Framework (MAF)

A citizen-centric Monitoring and Assessment Framework is one of the major PSD interventions. The MAF consists of five broad parameters segregated into three indicators each. The services will be assessed through survey questionnaires designed around the indicators. Before rolling-out the MAF, a series of pilots will be carried out to ascertain its efficacy and validity. Based on the survey results, the indicators assigned scores will be ploughed back and tied to targets set in the APA/ APT through GPMS.

A digital version of the MAF will be developed following the experiences gained from the experimental phase of offline surveys to enable data entry, its analysis, data visualization, report generation and feedback in a near real-time manner which RCSC will monitor.

iii. Empathy Training

During the consultations with citizens, empathy came about as a recurrent attribute that service receivers valued the most in service providers, empathy was identified as one of the 'low hanging fruits'. Towards this, a group of local trainers with varying expertise in the soft skills co-designed a training module which was successfully tested on Health Help Centre personnel of the Department of Medical Services, MoH. This training would be first imparted to the service providers of the Department of Civil Registration and Census, the Ministry of Home and Cultural Affairs, and the National Land Commission Secretariat and their respective sectors in the Dzongkhags and Thromdes. The theme of the proposed training intervention is *'Serving from the heart: Building an empathy based public service'*.

iv. Advocacy

There was an apparent lack of awareness in the general public on the standards

and other vital information concerning service delivery which was also reported in the ACC's National Integrity Assessment 2019. Various advocacy programmes are in the pipeline to detail out the General Service Delivery Guideline specifying the rights and responsibilities of both the service users and service providers.

2.3 Strengthening the Bhutan Civil Service System

2.3.1 Career Progression and Exit (CaPE) System

To place the highest value on accountability at an individual level, the Career Progression and Exit Management system is an effort to enhance the professionalism and productivity in the Civil Service. This initiative aims to rationalize the career progression for the PMC (to begin with) and to encourage good performance, address stagnation and ensure competencies relevant to their position level.

CaPE is proposed to provide both horizontal and vertical career movement and exit based on a fair, objective, and transparent system. As a civil servant progresses in his career, adequate opportunities will be given to developing their competencies and which shall then be evaluated to progress to a higher career ladder through promotion check dams. This system will give a clear line of sight for different categories of performers: while a stellar performer may be fast-tracked to advance into an executive career; average performers may have horizontal career movement with adequate salary banding.

This rigorous career progression system should ensure that career progression is based on merit, i.e. both performance and potential. Most civil servants should have long and steady careers through salary banding and exiting smoothly through superannuation. Under this system, those who cannot progress in their career due to performance and competency issues, may face prolonged stagnation. For such individuals, the system should be able to provide early retirement schemes. The system intends to directly respond to the issues of seniority overriding competency, complacency, and promotion being seen as a matter of right.

The preliminary development of CaPE is underway and needs substantive discussions and simulations initially with the Ministry of Finance and NSB, and once firmed up, it will be submitted to the Government.

2.3.2 Strengthening and enhancing the Performance Management System

The current agency assessments do not evaluate the support functions and organisational culture contours which are key characteristics of high performing

organisations and underpin the effectiveness of all agencies. To address this, RCSC is instituting a Support Function Assessment (SuFA), to capture those missing aspects. SuFA is developed based on the following principles:

- a) Outputs should be relevant and important as a driver of performance in all agencies and every agency irrespective of their size or mandate. The outputs and indicators should not include those currently assessed by the GPMS and LFS.
- b) Transparent – a clear methodology and assessment process to ensure credibility, robustness, and replicability
- c) Feasible – it is possible to collect data from agencies at reasonable cost

Based on the above principles, Outputs proposed in SuFA are:

1. An Engaged Workforce:

Employee engagement is empirically linked to better organisational outcomes, such as efficiency, productivity, public sector innovation, citizen trust in public sector institutions, and employee trust in organisational leadership. Given this evidence, managers and executives must pay much greater attention to career development, succession planning, coaching and mentoring and other basic human resource management practices to ensure the workforce is treated as a strategic and competitive resource.

2. IT leveraged for enhanced efficiency and effectiveness of service delivery:

While all civil servants will not need to be digital specialists, they will need to understand the potential (and associated risks) of new technological tools and develop skills complementary to these new tools for engaging with citizens, analysing policy problems and leveraging digital opportunities. At a minimum, they will need to adjust to an increasingly digital workplace and using digital tools.

3. Financial Management: This consists of two parts i.e. Procurement and Budgeting:

The World Bank (2016) states, “Public procurement is a key variable in determining development outcomes and, when carried out in an efficient and transparent manner, it can play a strategic role in delivering more effective public services. It can also act as a powerful tool for development with profoundly positive repercussions for both good governance and more rapid and inclusive growth”. The extent to which the management is engaged in the procurement process and ensures that it is efficient, competitive, fair, and pursues value for money will be assessed.

Similarly, a clear budgeting process provides definite objectives for evaluating performance at each level, creates an early warning system for potential problems, facilitates that coordination of activities by correlating the goals of each segment with overall agency objectives, results in greater management awareness of the entity's overall operations and contributes to positive behavior patterns throughout the organization by motivating personnel to meet planned objectives.

4. Integrity strengthened:

The term integrity used in the National Integrity Assessment report of ACC in Bhutan is adapted from ACRC (2015) which refers to a degree in which public officials of an institution discharge their public duties fairly and transparently as well as in compliance with the laws, rules, and regulations without engaging in misconduct and corruption. Given the importance of integrity and its implications for corruption free society, Ethical Leadership Assessment by ACC is included as a criterion.

5. Effective Planning and Program Management instituted:

High performing organisations anticipate and invest for the future. They must plan and execute with consistency and respond to changes with agility. This requires flexibility in their operations to manage change and balance short-term gains and long-term returns. Hence, the function of planning and program management is a key management tool and process and is the point from where action begins.

SuFA will be rolled out from the next FY i.e. 2021-22 for all agencies and will be implemented and assessed in collaboration with the Ministry of Finance, GNH Commission, Cabinet Secretariat, Royal Institute of Management and Anti-Corruption Commission.

2.3.3 Competency-Based Frameworks (CBF)

The CSAB 2010 mandates the RCSC to build and maintain the capacity and competency in the Civil Service. A significant amount of funds have been committed to HRD in every FYP to fulfill this mandate. However, it was found that the training needs were not objectively assessed and structured in line with the competency needs of the organisations and therefore, the returns from investments in the HR Capacity development programs were not very efficient and cost effective in the past. This is also one of the issues pointed out by the Performance Audit conducted by the RAA on the short term training implemented for the financial year 2018-2019.

The 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 in time. The limited and scarce resources for HR Development can be then channelled to developing the most required skill sets. The CBF is expected to contribute significantly to professionalising the MoGs and SGs by way of CBF based capacity building interventions and assessment of competencies. The rather ad hoc and incoherent approach to capacity building leading to recurring complaints by civil servants on the lack of objectivity and transparency in awarding training opportunities should be adequately addressed.

As of June 2021, the RCSC have completed developing the framework for 52 sub-groups/positions. There are 90 sub-groups/positions in total in the Civil Service for which CBF needs to be developed and RCSC aims to complete all of them by the 2024-25 Financial Year.

2.3.4 Parenting including Transfer Guidelines

The Parenting System is instituted with 13 Parent Agencies in the Civil Service. To strengthen the existing parenting functions of MoWHS, a Parenting Guideline has been developed by MoWHS and submitted to the Commission. The objectives of this Parenting Guidelines are to: i) Clarify the parenting role; ii) Enhance professionalism in the Engineering and Human Settlement Sector in all agencies by ensuring uniform professional standards and through specialization and professional growth of the Engineering professional; iii) Ensure efficient deployment of personnel; and iv) Strengthen coordination between the relevant agencies. With the initiation of the parenting guidelines, the Ministry's transfer guidelines have been strictly implemented and RCSC ensured that the Civil servants complied with the transfer order issued by the Ministry. As part of the Parenting Guideline, the Ministry was directed to develop mandatory APA targets and SOP/TAT for standardising services by Dzongkhags and Thromdes.

In the Ministry of Health, succession planning issues and the Ministry's requirement for human resource with clinical background in some Department have been raised. As a Parent Agency, the Ministry of Health, is currently studying the feasibility of: i) Clinical doctors' appointment to non-clinical positions and ii) requirement for the Dzongkhag Health Officers' position at the P1 level. The RCSC will be reviewing and working with MoH on these proposals. Furthermore, RCSC has endorsed the transfer guidelines of MoHCA and MoE. Based on the criticality of the positions and services, the RCSC will continue to prioritise and work with more agencies for strengthening the parenting functions

2.3.5 Capacity building in relevant Knowledge, Attitudes, Values and Skills.

An organisation that promotes a learning culture can bring about growth through greater innovation and employee motivation, professionalism through improved performance, and productivity. Civil servants must be provided with the necessary investments and opportunities to ensure that the knowledge and skills remain relevant in this challenging and ever-changing world. Further, civil servants should also be encouraged to take accountability and drive their learning and self-development agenda.

i. Minimum Mandatory Training (MMT)

A strategic and structured approach to training (mandatory, generally in-country and short term) based on the competencies required for the various positions, based on their respective CBFs and linked with career advancement, will be implemented. For more details on the MMTs, refer to Part 2.4.2 (iii).

ii. A Strategic Civil Service HRD Plan (generally ex-country and Long-term training) developed and aligned to Bhutan's Economic Development Plans and Policies.

The scarce resources of the RGoB needs to be planned and managed carefully for investing and building skills of the Civil servants for the 21st Century. The Strategic Civil Service HRD plan will identify the areas of requirement for developing skills and knowledge that align with the economic development plans and policies. The HRD plan will provide the reference point in terms of priorities for HRD investments and ensure alignment of all agencies in terms of implementing HRD activities.

iii. Continuous Learning Management Framework to promote, manage and recognize relevant individual driven learning and knowledge sharing relevant to their responsibilities developed.

Civil servants will be encouraged to take up learning and development as a lifelong pursuit by rewarding and recognising a learning culture and linking it up with career progression. Consequently, this will also reduce pressure on the Government to be the sole investor of development and learning. A learning culture will be enhanced through the following initiatives:

- Self-learning initiatives: Self learning can be both online and classroom learning depending on the content, need and the learning methodology. Some online learning platforms can be recommended by RCSC for self-learning.

- On the job training/attachment initiatives: This includes Coaching/Mentorship, internship, the buddysystem, job shadowing and job rotation/stretch assignments. OJTs have proven to be very effective in building the capacity of the civil servants. The internship and attachment practice is already in use with regard to a few professions but requires a proper framework for effective implementation and professional development. It can also be useful in other professions especially for assessments after the completion of the probation period of newly appointed civil servants. It can also be helpful for the senior civil servants to mentor and guide the younger ones and sharpen their own professional knowledge and skills and promote a culture of continuous learning and professional development.
- A Learning Management Portal (LMP) in the ZES that records all types of learning and development will be introduced. The LMP will be useful for the individual as well as agency level to document and review their learning plan. It will be tied to the reward and recognition system and CaPES to promote self-driven learning and development tied to career progression.

2.3.6 Reward and Recognition (R&R) System

Employee morale and motivation has a positive impact on employee performance and engagement, thereby improving quality of service and efficiency in the organization. While some agencies have their own forms of reward and recognition where they award Khadar, Certificates and gifts to employees, we do not have a Civil Service wide R&R system. A well thought out and effective R&R system in the Civil Service is clearly required. With many competency and assessment frameworks in the pipelines, the R&R system should have sufficient data and evidence to build an objective and transparent system.

Currently the RCSC is working on a R&R system that will assess various aspects such as outstanding performance, excellence in service, values and process, potential and talents, innovation and creativity, best team, etc. The approach is to start in a modest way and scale up with experience, and as substantial data on performance and HRM becomes available. To begin with, the Managing for Excellence (MaX) system provides sufficient objective, differentiated and transparent data on individual performance to initiate a simple R&R system. We expect to start this program from the next FY and build on this to expand to more sophisticated categories of reward and recognition in the years to come.

2.4 Leadership Development and Management

The following programs are initiated under the leadership Development and Management program.

2.4.1. SCS Development and Accountability Framework (SCSDAF)

The CSAB 2010 defines accountability as “a civil servant is responsible for his/her decision and actions and must be accountable to whatever scrutiny is appropriate to his/her office as prescribed by law and the BCSR”. An effective system requires that those responsible for policy-making, implementation and public expenditure are held accountable for their actions and performance. Therefore, in order to complement current systems, SCSDAF aims to establish clear expectations for sound management practices and performance, and at the same time provide avenues to continuously work towards self-development. The SCSDAF comprise of the following components:

i. **Agency Level Performance Target (APA/APT).**

Currently, there are issues of easily achievable targets identified at agency level, therefore inflated agency performance scores were seen in the last five years. As the Government Performance System is an important system for performance and accountability, it will continue as one of the areas of assessment for SCS.

ii. **Support Function Assessment (SuFA)**

Support Function Assessment will be introduced to vet targets achieved in HR Management, Finance Management, Leveraging of ICT and Assessment of Integrity. The SuFA will be a component in the holistic assessment of an effective and high performing senior civil service. Refer to section 2.3.2 for details.

iii. **Leadership Statement (LS)**

The Leadership Statement is defined as the “Strategic and Operation Plan” of an Executive including plans that are beyond the department/ Agency Performance Agreement (APA). In other words, the LS should not replicate what is in the APA and should instead have targets that the executives want to achieve in his agency in order to meet the APA targets.

Under this scheme all officers in SCS will be required to document how and what they will contribute to their organisations in consultation with their respective supervisors. Each of such performances will be assessed

by the respective supervisors at the end of the year.

The LS includes 5 themes: i) Business delivery; ii) Finance/efficiency; iii) Leadership Capability (Civil Service Values and Engagement and Motivation of Staff); iv) Service delivery; and v) Collaboration and cooperation. LS was endorsed during the 81st Commission Meeting held on 16 February, 2021 for pilot testing and was piloted with 23 newly selected/transferred Executives and 19 P1 Management selected through open-competition effective from March 2021. The LS will be automated as part of the MaX online system and rolled out from the next fiscal year across all SCS.

iv. Leadership Feedback System

It has been five years since the Leadership Feedback System (LFS) was introduced in 2016. Although the general feedback on LFS is positive and civil servants agree it is an effective tool to assess leadership capability, the culture of receiving as well as professionally providing feedback still has a long way to go. Feedback should be seen as a nourishment for personal growth and development. It should be provided on performance and effectiveness and not on character. Therefore, in order to educate both feedback provider and receiver on the intent of providing and receiving feedback, an advocacy video is being developed and will be used for familiarizing civil servants.

To make purposeful use of the LFS score, for SCS who have scored level 3, their supervisors were asked to have structured conversation on their score and what actions were required to address the gap. This was the first time a systemic and formal conversation between the supervisor and the subordinate on performance feedback was introduced. There were a total of 32 SCS who have scored level 3 and below. Through the conversation (emails) exchanged, the participants received structured conversation as a positive intervention and noted that it was generally small issues that could be easily addressed that hampered their performance. Therefore, continuous efforts to monitor and address feedback from the LFS will be undertaken to reap the positive impact of LFS.

v. Leadership Assessment & Development (LeAD) Program

The LeAD aims to institute a robust system to develop, assess and validate the levels of capabilities/competencies in line with international standards and the Leadership Competency Framework. Using an objective and transparent way of validating their leadership capabilities that can withstand any scrutiny legal or otherwise in its credibility and validity, it is expected to include both cognitive as well as behavioral tests at different

levels. The RIGSS will develop a curriculum to facilitate development assessment as part of the course and the results of the assessment will be used by RCSC for management and development of executives.

As it is a new approach that includes both development and assessment elements, it requires deep expertise to develop extensive training materials that must lend themselves to assessments. While some groundwork on the overall approach and broad parameters for assessment have been completed, the deployment of experts in person was not possible due to the pandemic and hence LeAD has been kept on hold for the moment.

2.4.2 Enhancing Leadership Capacities

- i. **Online Learning Platform:** In cognizance of the importance of enhancing leadership as a continuous process irrespective of the pandemic situation, the RCSC launched access to an online learning and development platform called “Mind Tools” for a period of one year from October 2020 for 1,000 users. MindTools.com was identified and procured to serve the purpose of providing the civil servants in leadership positions or aspiring to move into leadership positions, with the necessary courses that will help in self assessments as well and develop their leadership competencies aligned to the LCF. The pool identified were P2, P1 management, Executives at EX3 and *Dzongdags*, and key staff at the RIM and RIGSS.

This interim measure aims to embed a culture of continuous learning, development and personal growth. As of June 2021, 990 users have signed up and accessed 45,421 resources consisting of articles, interviews, book reviews and others.

- ii. **Senior Civil Servants (SCS) Mentoring programs:** The “Senior Civil Service Mentoring Program” aims to increase SCS’s participation in developing and grooming Leaders by empowering potential leaders from early on from across the agencies to invent and propose new, innovative and concrete actions. The role of a mentor complements that of the line manager. The line manager addresses the day to day business needs and activities of the individual and development to fulfil a specific role and function. The mentor will predominantly support the longer-term goals and actions of their mentees. Mentors can offer objective but sympathetic guidance and a confidential, safe space to get things into perspective.

Therefore, development of the SCS Mentoring program is crucial in order to continuously develop SCS to enhance their performance.

iii. Minimum Mandatory Training (MMT)

With the many existing challenges and gaps in capacity development and skilling, a set of MMT shall be instituted for PMC and Executives. To start with, these trainings will be focused on minimum leadership and management competency required at each position level. There will be approximately four different levels of MMT training for PMC targeted to develop the five capabilities and 26 key competencies through a blend of 15 different programs. MMTs are expected to develop the required mindset and result in desired behavioural change. These behavioural changes will be incorporated into the assessment of the IWP as an additional section and the required developmental support drawn up in consultation with their supervisors.

Once CBF is developed for all key positions, domain training for different position levels shall be included in the minimum mandatory training program. Such training requirements will be syndicated with the relevant professional body such as Bar Councils, Engineering Council etc. To facilitate optimal management of learning interventions, a learning management portal shall be added in ZEST to enable every civil servant and their supervisors to manage their learning requirements.

The expected outcome of the MMTs is the assured growth of leadership, management and domain capacities, and training that is demand driven instead of being supply driven. These efforts are to encourage civil servants to take accountability for their professional and personal development. Another benefit of this initiative will be the identifying leadership talent at different position levels through assessments that accompany the training, which will be dovetailed into AGILE, the talent management strategy.

iv. LeAD program

While the LeAD program has been reflected under the SCSDAF (refer 2.4.1.v) , it is primarily a leadership development program with assessments included to enhance its efficacy and provide information for HR actions.

2.4.3. AGILE Strategy

AGILE is a leadership grooming and talent management strategy and stands for Adaptive, Genuine, and Innovative Leaders with high Emotional intelligence (AGILE). Leadership is critical for organizational effectiveness and having a high performing organization. To ensure good leadership in an organization,

identifying the leadership pool and grooming them for future leadership positions must be done strategically.

As corroborated by the literature reviews and best practices of the other countries, academic achievement is not the sole criteria for selection of scholars after completion of Higher Secondary Schools. As such, young candidates with well-rounded talents in addition to their academic achievements will be selected through a robust selection process under the “green harvesting” scheme. This scheme will be implemented through our pre-service undergraduate scholarship programs where individuals selected based on their merit and aptitudes will be sent on Government scholarships to various reputed colleges/universities. During their studies, they will be managed, coached and mentored on public service values until completion of their studies after which they will be inducted into the civil service. We expect to start this very soon with the next academic year.

During the early days of an individual’s career in the Civil Service, identification of talent will be done through ‘talent spotting’ and civil servants falling in the talent pool will be strategically managed. Pointed interventions such as capacity building, managing career progression and career experiences will be made to ensure the enhancement of experience in relevant agencies and competencies. Throughout their careers, the talent pool will be closely monitored, mentored and managed to ensure seamless continuity of leadership across all professions. AGILE strategy is expected to be finalised next year but key interventions will be rolled out simultaneously.

2.4.4. Enhancement of the selection tools for Senior Civil Servants

Leadership Potential Assessment and Situational Judgement Tests have been introduced from 1 May, 2021 as an assessment that is objective, consistent, valid, reliable and non-fakable assessment for shortlisting of eligible applicants for P1 posts. It is a psychometric test that assesses a candidate’s suitability to the role based on applicant’s cognitive abilities and personality characteristics. The test is a two part, three-dimensional instrument that assesses candidates’ cognitive ability, their ability to apply their aptitude to make correct decisions and their inherent personality and preferences that will come to the fore as they operate. These assessed dimensions are anchored in the Leadership Capability Framework under the themes of strategic orientation, result focus, productive work relationships, personal drive and integrity and effective communication. The individual will be required to meet the *minimum threshold of marks* to be able to sit for the final selection through viva voce.

Furthermore Competency based assessment interview score sheets have been developed based on the Leadership Capability Framework and Experience

checklist as per the Terms of Reference of the position. The interview assessment sheet will help Panellists to assess candidates on what capabilities they need to succeed on the job and their future potential as executives. It includes description of each competency with markers identified to reduce subjectivity and ensure uniformity amongst the panelists in the assessment. We also expect that candidates will be encouraged to invest in self learning and development through these changes.

On reviewing the data on P1 selections, it was noted that on an average, the ratio of applicants to the post is almost always 1:1 or 2:1, which indicates a very small pool of applicants. With frequent P1 selections occurring, there are challenges in getting panelists with relevant domain knowledge and position level which is critical to ensure integrity of the selection process. Further, for the recruitment and appointment of P1 to be made more predictable to enhance transparency, the recruitment schedules of P1 Management posts are open only two times in a year in the months preceding the appointment effective dates of 1 January or 1 July.

2.5 Civil Service Well-Being

The Civil Service Well-being is identified as one of the five thematic areas to ensure that the civil servants of Bhutan are well taken care of so that in turn civil servants will be more engaged and motivated and thereby, secure the country's future. The Well-being Division under the Royal Civil Service Commission is mandated with institutionalization of well-being initiatives:

- i. Civil Service Support Desk is a platform to register and hear out issues of civil servants' that are beyond the scope of their professional life but has the risks of affecting their performance and productivity. It is designed to preempt and redress personal issues and concerns of civil servants before they become a bigger problem to impede performance and productivity of the organisation. This platform is an avenue for civil servants to raise issues and concerns and for the Division to make serious attempts to resolve them through means such as counseling, one-to-one guidance and other appropriate interventions.
- ii. Retirement Services is a program focusing on preparedness for civil servants for eventual superannuation on attaining retirement age. It emphasises the importance of realising the fact that we will retire from civil service one day and that the preparation for the eventuality must begin earlier than later. Experiences shared by former civil servants have alerted us to the pitfalls and consequences of remaining unprepared. The program will prepare civil servants for retirement – mentally and financially – through structured Retirement Planning services. It has built in systems to ensure a graceful exit to the superannuating civil servant and also has activities that aim to sustain

the bonds of fraternity with the Civil Service even after superannuation till death. This is important considering the fact that the civil servant has given a lifetime of dedicated service.

- iii. The Civil Service Welfare Scheme has been conceived with the noble objective of 'helping the civil servants help themselves'. It is, therefore, essentially a program 'of, by and for' the civil servants whereby a corpus fund is created through a monthly contribution. From this, an admissible *semso* grant is paid in the instance of death of a member or his/her dependents. This scheme will be valid till death through gratis membership to the superannuated members, with conditions, as a recognition from the government for a life-long dedicated service to the *Tsawa-Sum*. Currently, *semso* payout is the only benefit made available through the scheme. However, new schemes are being explored and developed to be put up for consideration under the welfare scheme such as support for those civil servants being referred out of the country for medical treatment and assisting parents with young children.

In order to better understand the opinions from the civil servants on Home Ownership, an online survey questionnaire prepared by NPPF was emailed to all civil servants by RCSC in November, 2020. The response was subsequently analysed by NPPF and also shared with RCSC. Having reviewed the outcome of the survey, RCSC is working with the National Pension and Provident Fund on the possibility of some form of partnership/facilitation for Home Ownership schemes for Civil Service.

The Commission is committed to looking after the welfare of the civil servants from entry to retirement and post retirement, wherever possible, so that our civil servants have a meaningful and fulfilling career worth devoting a lifetime. Refer to Part 3, Section 3.8.1.8 of the report for detailed updates on the Well-being programs.

PART 3 - REGULAR HUMAN RESOURCE MANAGEMENT AND DEVELOPMENT

Part 3 covers the routine HR Management and Development activities pertaining to implementation of our systems, frameworks and processes that have already been instituted in line with the requirements arising from the CSAB 2010, BCSR and past reforms.

3.1 Human Resource Development (HRD)

The CSAB 2010 mandates the RCSC to develop Strategic HRD Plans and Policies, facilitate capacity development of civil servants through Long Term Trainings (LTT) and Short Term Training (STT) programs, regulate training as per BCSR, develop and maintain institutional linkages, and manage fund allocated for HR Development of Civil Service.

As mandated, the RCSC approves LTT study leave, collaborates with development partners on scholarships, facilitates open scholarship opportunities and manages HR development projects such as GoI PTA and RGoB cost-sharing. Assessment of critical HR development needs in the Civil Service are guided by the 12th FYP, Strategic HR Development Plan, CBF and Annual Priority Area. The critical HR Development areas are identified and finalized in close consultation with respective Agencies. During the FY 2018-19, the RCSC also initiated coordination with the GNHC and the MoF to strengthen the HR development funding protocols and channel resources to address real competency gaps. Towards this, a SoP to review the funding proposals and improve accountability and compliance from Agencies is under development.

3.1.1 Annual Long Term Training Implementation status

During the reporting period, the RCSC has processed 451 new LTT proposals as detailed in Table 7.

Table 7: 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	
Fellowship	2	0	0	0	2
Masters	109	188	50	238	347
Bachelors	4	60	24	84	88
Certificate	12	2	0	2	14
Total	127	250	74	324	451

Table 8: LTT Implementation Status by Country

Level/ Country	New LTT proposals processed during the last 12 months						
	Bhutan	Thailand	Australia	India	Japan	Others	Total
Fellowship	0	1	0	1	0	0	2
Masters	238	31	7	23	25	23	347
Bachelors	84	0	0	4	0	0	88
Certificate	2	0	0	9	1	2	14
Total	324	32	7	37	26	25	451

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 9: 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	Total	
Fellowship	2	0	0	0	2
Masters	319	3	25	28	347
Bachelors	24	64	0	64	88
Certificate	13	0	1	1	14
Total	358	67	26	93	451

* RGoB: RCSC administered programmes and scholarships administered by agencies

** Open Scholarship: Open international scholarships and university scholarships

In total, about 451 LTT slots are being implemented in 18 different countries out of which 324 LTTs are in-country programmes with 74 mixed mode programmes for teacher qualification upgradation and 250 regular programmes. From 127 ex-country LTTs regular programmes, it is spread out over 17 different countries with most of the civil servants going to India (37), followed by Thailand (32), Japan (26), Australia (7), and the remaining 25 in 13 other countries.

The RGoB is the main source of funding with 358 LTTs out of 451 LTTs being funded under various programmes administered by the RCSC and respective agencies (RGoB financing and donor projects).

3.1.2 Major HR Development programs implementation status

The RCSC administers a number of scholarships, some of which are received in kind as scholarships and some as financial resources earmarked for scholarship

programs. To implement these scholarships, annually, the Commission, based on agencies' criticality and priority needs, identifies areas and maps them 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, the major focus has been on education, health, vocational sectors, engineering and technology.

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

3.1.2.1 Government of India (GoI) supported HRD programmes

The Government of India is the largest donor with Nu. 800 million allocated for professionalizing the Civil Service in the 12th FYP. However, Nu. 200 million has been re-appropriated by the GNHC and therefore, the revised budget is Nu. 600 million.

For the FY 2019-20, the RCSC received Nu. 100 million from the Government of India. Since the utilization of funds in the FY 2019-20 were delayed given the national lockdown and disruptions caused by the COVID pandemic, the fund of Nu. 83.652 million has spilled over to FY 2020-21. For FY 2020-21, the RCSC did not receive funds from GoI but the programs were implemented from the spillover fund of Nu. 83.652 million and pre-finance of Nu. 15 million received from RGoB i.e. total fund for FY 2020-21 is Nu. 98.652 million.

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 2021 intake, the following 15 slots were announced under GoI Scholarship in India and 10 candidates were selected out of 19 applicants. University selection is guided by the Ministry of Human Resource Development and University Grant Commission of GoI ranking to ensure quality.

Table 10: LTT Implementation Plan and Status

Total slots announced = 15		
#	Name of the Course	Selected
1	Masters in Translation Studies/Interpretation Skills	1
2	MA in TESOL/ Primary teaching	1
3	Masters in Accountancy	1
4	Master of Chemistry/MSc. Chemistry	1
5	MA English	1
6	MSc. Mathematics	1
7	MSc. Physics	2
8	Masters in Geography	1
9	Masters in History	1
Total Slots implemented		10

From the total fund of Nu. 98.652 million (Nu. 83.652 million spilled over from FY 2019-20 received from Gol and Nu. 15 million of pre-finance received from RGoB), Nu. 98.479 million has been disbursed to the agencies for implementation of training.

STT received the highest allocation with 96.1% of the total fund, LTT with 3.1% and Project Administration with 0.8% of the fund. Refer Table 11 for Expenditure Statement for the FY 2020-2021.

Table 11: Fund Allocation/ Disbursement statement for the FY 2020- 21

#	Particulars	Fund allocated	Fund disbursed
I	Long Term Training (3.1% of Total Fund)	Nu. 3.063 m	Nu. 3.063 m
II	Project Cost (0.8% of Total Fund)	Nu. 0.792 m	Nu. 0.792 m
III	Short Term Training (96.1% of Total Fund)	Nu. 94.797 m	Nu. 94.624 m
Total		Nu. 98.652 m	Nu. 98.479 m

However, the fund disbursement made to some agencies for implementation of STT could not be utilized due to the COVID-19 situation and Nu. 25.992 million has been reverted to the RCSC as indicated in Table 12 below. Therefore, out of 9,369 STT slots planned, 665 STT slots remained unimplemented as of 30 June, 2021. Refer Table 12 for agency based fund utilisation and slot implementation status.

Table 12: Agency wise Fund Utilisation and Slot Implementation Status

#	Coordinating Agency	Fund Disbursed	Slots planned	Fund Utilized	Slots implemented	Refunded
I	RCSC Coordinated	46.489	7765	40.006	7465	6.483
II	MoHCA	2.013	76	1.734	76	0.279
III	MoF	17.290	694	12.229	654	5.061
IV	MoIC	1.282	50	1.282	50	0.000
V	MoWHS	7.610	168	0.000	0	7.610
VI	MoAF	5.802	137	1.677	62	4.125
VII	OAG	3.186	97	2.354	97	0.831
VIII	NLC	9.446	332	8.137	250	1.309
IX	NSB	1.506	50	1.212	50	0.294
Total		94.624	9369	68.631	8704	25.993

3.1.2.2 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 with an increase of annual outlay to Nu. 20 million. Accordingly, the scholarship was made more attractive to attract the best and the brightest candidates for pursuing studies in areas where technical expertise is critical. The MoU was again renewed on January 17, 2020 for another five years. The scholarship is open to all eligible Bhutanese nationals to study at graduate and postgraduate degrees/diplomas levels, with priority accorded to postgraduate professional courses.

The Award Committee (*comprising members from the 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 potential 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 decisions to increase or decrease annual slot allotment will be reviewed depending on the fund position. At present, six slots are for the Civil Service and three slots are for other public and private sectors.

Table 13: Detail of nine candidates selected for FY 2021-2022

Course	Institute
Civil Service candidates (6 slots)	
Masters in Human Resource Management	Under Process
MSc. Data Science/Data Analytics/Big Data	
Masters in Urban Transport Planning/Transport Planning	
Masters of Education in Primary Mathematics/Primary Science	
Masters in Structural Engineering	
Fellowship for Gynaecology (Maternal & Fetal Medicine, Laparoscopic Surgery)	
Non Civil Service candidates (3 slots)	
Masters in Construction Management	Under Process
Masters in Media and Communication	
Masters in Corporate Strategy	

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

Till date, 106 (62 civil servants and 44 non-civil servants) have availed the scholarship.

3.1.2.3 Australia Awards Scholarships

Bhutan has been receiving about 40-45 scholarship slots for post graduate degrees since 2007 based on the critical HR needs of Bhutan, as support from the Department of Foreign and Trade, Government of Australia. However, the slots have been gradually decreasing in recent years, could be due to a shift of support area from the donor country. For instance, the slots are reduced to 28 in 2018 from that of 33 in 2017 and to 11 in 2021. Out of 11 slots seven were for Civil Service and other four were for employees outside Civil Service.

For the 2021 intake, the following LTT areas were announced under Australia Awards Scholarship on January 27, 2020 and their course commencement dates are deferred due to COVID pandemic:

Table 14. Civil servants selected

#	Name of the Course	Candidates
1.	Master of Strategic Studies (Advanced)	1
2.	Master of Education Studies	1
3.	Master of Cyber Security	1
4.	Master of Education (Advanced)	1
5.	Master of Economics	1
6.	Master of Education (Advanced)	1

7.	Master of Human Resources and Employment Relations	1
Total		7

Table 15. *Non civil servants slots selected under MoLHR slots*

#	Name of the Course	Candidates
1.	Master of Accounting	1
2.	Master of Engineering (Electrical Engineering)	1
3.	Master of Cyber Security	1
4.	Diploma of Travel and Tourism Management	1
Total		4

Till date Bhutan has availed 253 scholarships under AAS Programme, including 8 civil servants who are undergoing studies currently in Australia.

3.1.2.4 Thailand International Cooperation Scholarship

The Thailand International Cooperation Scholarships (TICA) are implemented based on the annually signed RoD and within the period of the Technical Cooperation Programme between TICA-Bhutan (RCSC). The period of the Technical Cooperation Programme is for three years and it is renewed after the end of the period. The TICA scholarships are awarded to the civil servants as well as to the non-civil servants (KGUMSB and RUB) to pursue Masters degree in various fields identified based on the critical needs assessed in consultation with the agencies.

Currently, the Technical Cooperation Programme is at its 4th stage and the period is from 2017-2019. However, the period was extended till 2020 academic intake owing to the high number of unused slots (limited applicants). During the 2020, there were 34 slots (32 slots under cost sharing scholarship (TICA & RGoB) and 2 slots under TICA full scholarship). The status are as follows:

- In the year 2020, six candidates (cost sharing) were sent and another 10 Candidates were sent (cost sharing) in the beginning of 2021. One candidate from the 10 candidates (2021) withdrew from the studies; and
- Out of 34, admission for 18 candidates are under process

Further, the admission confirmation of the 2019 batch are still under process:

1. Master of Science in Dentistry (Prosthodontics) under the Cost sharing scholarship (TICA & RGoB) for 1 candidate;
2. Air Transport Controller training at the Civil Aviation Training Centre (CATC), Thailand under the cost sharing scholarship for 3 candidates. The course was initiated to meet the International Civil Aviation Organization

(ICAO) requirements; and

3. Master degree under full scholarship for 2 non-civil servants (Lecturers)

Table 16. LTT slots Implementation detail

Batch	Full Scholarship	Cost sharing Scholarship	Total	Remarks
2019	2	4	6	6: Admission under process
2020	2	32	34	<ul style="list-style-type: none"> • 18: Admission under process • 15: Undergoing • 1 withdrawn
Total	4	36	40	

In addition to the LTT scholarships under the Record of Discussion, 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 Ministry of Education for Teachers skill enhancement and 40 slots under full scholarship was awarded to the Ministry of Health for health staff skill enhancement:

Table 17. STT slots Implementation detail

Course & Agency	Full Scholarship	Cost sharing Scholarship
STT on Building awareness on modern pedagogy for MoE		50
STT on Nursing Management and Leadership for MoH & JDWNRH	20	
STT on Nurses for pressure ulcer (bed sore) prevention and management for MoH & JDWNRH	20	
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. However, it was deferred due to COVID-19 pandemic.

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 (AITC). Since 2017, AITC has been offering about 34 courses annually which consists of about 68 slots (two slots per course).

3.1.2.5 Trongsa Penlop Scholarship

The Trongsa Penlop Scholarship was started with the signing of MoU on 23 August, 2007 for a duration of 10 years and was implemented 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:

1. Academic year 2019: 5 Teachers are currently undergoing the course in Rangsit University, Thailand;
2. Academic year 2020: 5 Teachers are currently undergoing the course in Rangsit University, Thailand; and
3. Academic year 2021: Admission under process with Rangsit University, Thailand

3.1.2.5 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, **15** candidates are undergoing the MBA course at RIM.

3.1.2.6 Japanese Grant Aid for Human Resource Development Scholarship

In addition to the existing Scholarships offered by the Ministry of Foreign Affairs, Japan, Bhutan started to receive Japanese Grant Aid for Human Resource Development Scholarship from 2019. Under this program Bhutan received 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, Bhutan Office. 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

3.1.2.7 Other HRD programmes administered by RCSC

The RCSC received 19 other scholarship offers in addition to the 20 regular scholarship programmes as listed in Table 25. Many of 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 18.

Table 18: *Details of Scholarships Programmes Administered by RCSC.*

Seven regular and major programmes (scholarship administered by RCSC)			
Sl. No.	Scholarship Programs	STT slots	LTT slots
1	Gol PTA	8704	15
2	Nehru-Wangchuck Scholarship (four slots for private and corporate employees)		9
3	AAS	10-20	11
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 - PhD		9 1
Scholarship received and announced by RCSC			
8	Fulbright Scholarship (Masters)		Upto 2
9	Institute of Developing Economies Advanced School, Japan	1	
10	International Visitors Leadership programme, USA	up to 5	
11	Hubert H. Humphrey Scholarship, USA		up to 2
12	Monbukagakusho: MEXT (Masters & Undergraduate), Japan		2
13	Monbukagakusho: MEXT (Certificate level for teachers), Japan		up to 3
14	Japan International Cooperation Agency: JICA (Group Region and Focused Training)	15	4
15	Malaysian Technical Cooperation Programme: MTCP	up to 65	
16	Singapore Technical Cooperation Programme: SCP/ SCPTA	up to 37	
17	TCS-Colombo Plan: i. Indian Forestry Service course ii. Indian Administrative Service course iii. Indian Accounts & Audit Service course iv. Indian Revenue Service course (Tax & Customs)		2 3 2 7
18	Korea International Cooperation Agency (KOICA)	up to 25	
19	Annual International Training Courses for 2017, Thailand	up to 34	
20	Princess Maha Chakri Sirindhorn's Scholarship, Thailand		1
Scholarships facilitated by RCSC (received from July 2020 to June 2021)			
21	Gol Scholarship at Delhi Technological University, India		Open
22	Tuition fee waiver scholarship at Universitas Semarang (UNS), Indonesia		Open
23	Global Ambassador Scholarship in Universitas Teknologi Sumbawa, Indonesia		Open
24	Universitas Muhammadiyah Yogyakarta (UMY) Scholarship Program		Open
25	One year Scholarship for an Anesthesiologist from Asia to study and train at the Bangkok-SPA Paediatric Anesthesia Training Center (B-SPA): Funded by World Federation Societies of Anesthesiologist (WFSA), Society of Paediatric Anaesthesia (SPA) and Bangkok Anesthesia Regional Training Centre (BARTC)		1
26	SDGs Global Leader under JICA KCCP funding		2

Excellence in Service

27	Core Human Resource Development for Road Asset Management under JICA KCCP funding		4
28	Human Resources Development for Electricity and Energy under JICA KCCP funding		1
29	Agriculture studies networks for food security (Agri-Net) under JICA KCCP funding		1
30	One year Master's Scholarship Program of KDI School of Public Policy and Management in the Republic of Korean under the Colombo Plan		Open
31	Scholarship offer (100% tuition waiver) for two Bhutanese students to pursue any masters level program by the Riga Technical University, Latvia		2
32	Community Engagement and Exchange program offer (STT) for young civil society and community leaders/activists by the US Department of State	Open	
33	New open scholarship offers from the Austrian government 1. <i>Franz Werfel Fellowship for young university teachers of German language and Austrian literature</i> 2. <i>Plaschka Fellowship for History and Archaeology</i> 3. <i>The Ernst Mach Grant</i>	Open	
34	Community Engagement Exchange (CEE) Global Leaders program	Open	
35	2021 Community Solutions Program (CSP)	Open	
36	Undergraduate and Postgraduate Programmes for 2021 under Turkey Scholarships		Open
37	Asia e University (AeU) Scholarships for Postgraduate courses under Asia e University and Asian Cooperation Dialogue (AeU-ACD) funding		1
38	Scholarship Offer to the 50th International Postgraduate Hydrology Course (2021-22) commencing from 20 July, 2021 at Indian Institute of Technology Roorkee, India		Open
39	BIMSTEC Scholarship on Agriculture (2021-2022) - Masters - PhD		6 6

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

3.1.3 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. During the reporting period no YPLP and FLP was conducted due to the pandemic.

3.1.4 Design Thinking (DT) Project

Since the launch of the 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. DT cascading workshops and DT projects are planned annually and included in the RCSC APT so as to train and equip civil servants with the DT capabilities 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 the 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 DT Trainers were engaged in the OD Exercise and they used the tools for envisioning and needs assessment. DT was also used in development of the ZEST.

3.1.5 Competency based Training Implementation

In what can be a paradigm shift towards professionalizing the civil service through proper rationalisation and judicious use of limited resources, the RCSC has embarked on implementing competency based training programs aimed towards enhancing knowledge, skills and abilities (KSA) of the civil servants to achieve superior performance in an organisation. The following are few of many competency based training programs that the RCSC has implemented:

3.1.5.1 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 instil 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. Among the many areas taught, critical ones are core civil service competency like public administration and result based management, communications and negotiations, *driglam namzha*, social media policy and civil service values.

The FIT program for the BCSE graduates appointed in 2021 could not be held on time i.e Jan 2021, due to the delay in the conduct of BSCE 2020.

3.1.5.2 Smart Assistants Training (SAT)

This training program was designed in collaboration with the RIM to make the operational level staff smarter by upskilling them in using higher work productivity tools like g-suite, excel, writing *dzongkha* Unicode, ZEST, client centric skills like communications and to keep them updated and abreast with changes in rules and procedures like BCSR. The modules were developed using the competency needs assessment based on the ToR and job roles.

This program is to be provided to all the administrative assistants across the civil service within 12thFYP. From the total of 1100 administrative assistants, 457 slots have been implemented in FY 2020-21 and remaining slots will be implemented within FY 2021-23 under the funding of Gol PTA.

3.1.5.3 Other Professional groups

The competency based training programs for the following positions were also supported under the Gol PTA during the FY 2020-21:

- Attorney/ Legal Officer

- Procurement Officer and Accounts Assistant
- Statistical Officer and Statistical Investigator
- Civil Registration and Census Officer
- Civil Registration and Census Assistant
- Livestock Production Officer
- ICT Officer and ICT Technical Associates
- HR Officer
- Land Register and Land Record Assistants
- Survey Engineer
- Forest Officer

3.1.6 Management of HRD programmes vis-a-vis COVID-19 situation

Due to COVID-19 situation, the following HR activities are either on hold or implemented as an interim measure:

1. Deferment of course commencement dates for new Awardees to pursue studies in 2019-2021. Total of 38 candidates' studies were deferred, namely:
 - a. Thailand International Cooperation Agency (TICA) - 18; and
 - b. NWS- 10 GoI-10
2. TICA STT on hold:
 - a. 25 slots deferred from 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 prevention and management'.
3. GOI PTA Implementation for 665 STT slots (funds disbursed to agencies) have been put on halt due to COVID-19 situation (for detail refer Table 19).
4. 94 LTT cases were reviewed and approved to study online out of which 70 candidates have resumed their courses on campus and remaining 23

are currently taking classes online and 1 completed. Their departure for study is dependent on pandemic situations and institutes' requirements.

5. Around 100 course extension cases were approved and another 21 course deferment cases were considered
6. Few critical STT were approved to be implemented virtually under the Gol PTA Project:
 - a. Enhanced e-GP system training to relevant official under Drungkhags
 - b. BlockChain training for ICT Technical Associate/ICT Officer provided by SimpliLearn Solutions Pvt. Ltd, India
 - c. Online platform business licenses purchased from Udemy, India with availability of over 4000 courses for ICT Personnels. The following training were implemented in this financial year
 - Master Microservices with Spring Boot and Spring Cloud to ICT personnels through online platform
 - SQL - MySQL for Data Analytics and Business Intelligence to ICT personnels through online platform
 - CCIE Routing & Switching v5- Layer 2 through online platform to ICT personnels
 - d. Virtual workshop on Professionalizing the Civil Service to focal officials from agencies
 - e. Foundational Orientation Program to new HROs 2021
7. To respond to the COVID situation, the HR Development Division revised the following;
 - a. The "reporting mode" after completion of studies was switched to virtual reporting instead of in person reporting to RCSC. As of June 2020, 49 civil servants reported virtually after completion of their studies.
 - b. Pre-departure briefing for LTT study leave cases are done virtually.
 - c. Scholarship selection interview are done virtually as well as in person

3.2 Human Resource Management

The HRM functions cover HR planning, recruitment, appointment, transfer, promotion, secondment, redeployment, separation of civil servants and other

associated HR functions. The core function of RCSC is to provide required staffing to the Agencies as per plan while ensuring a small, compact and efficient Civil Service.

3.2.1 Staffing and Organisation Structure Review (12th FY Plan)

The staffing exercises for the 12th FYP of the Civil Service Agencies are conducted to allow the RCSC to rationalise HR numbers against the SOPs and the Agencies mandates. It aims to vet existing staff numbers and the requests for additional staff based on the HR standards protocols.

The 12th FYP staffing provides the HR requirement and projection on the entire Civil Service which will facilitate the projections of HR requirements in the years to come, which in turn is critical for our recruitment plans and preparations for succession planning.

To align staff requirements with organisational mandates and increasing demand for efficient delivery of public service, staffing reviews for 8 ministries, 25 agencies, 20 Dzongkhags and 4 Thromdes were completed till 2025.

Upon completion of the 12th FYP staffing, the following trends were noted:

1. There is an overall net decrease of 106 positions in the 12th FYP staffing compared to the 11th FYP staffing. Thereby indicating that the requirement of civil servants has stabilized. However, this does not include the staffing trends for Teachers and Medical Professionals.
2. The requirements of Messengers (GSP) have become redundant and thus 228 positions have been removed from the 12th FYP staffing.
3. The position of Dispatcher, Telephone Operator and Receptionist have been merged as one position since the work of these three positions can be done by one employee with the utilization of ICT. This has reduced 260 such positions.
4. The positions of HR Officer, Planning Officer and Finance Officer under some of the Dzongkhags have been reduced from 2 each to one each as two employees under each position were found out not to be optimally utilized. In this category, 19 positions have been reduced.

While reviewing the staffing of the Agencies, there are few challenges faced by RCSC. We receive constant restructuring proposals with requirements of additional manpower. The other challenges are change in policies by the Agencies and the upgradation of socio-economic structures for the education and health sectors which are HR intensive.

Apart from the above staffing exercise, there were many ad-hoc requests for additional staffing emanating from changes in structure, policies, and due to the pandemic as reflected in the following table for the reporting period:

Table 19: Staffing & Structure changes

Sl. No	Name of Agency	Changes approved
1	Ministry of Education	The 94th Commission Meeting held on 1 June, 2021 approved the recruitment of substitute teachers on consolidated contract at P5B for contract teachers on 6 months maternity leave.
		The 92nd Commission Meeting held on 18 May, 2021 approved the fast-tracking of B.Ed regular appointment on 1 June, 2021 instead of 1 July, 2021.
		The 91st Commission Meeting held on 11 May, 2021 delegated the authority to do short-term recruitment of contract Teachers by Dzongkhags/Thromdes in place of attrition (Superannuation, Voluntary resignation, death, compulsory retirement, termination, contract termination) till the end of academic year (31 December).
		The 52nd Commission Meeting held on 7 July, 2020 approved the Transfer Guidelines of the Ministry of Education.
2	Ministry of Information and Communications	The 84th Commission Meeting held on 23 March, 2021 approved the post conversion of five ICT Officers to Engineers under Telecom and Space Division. The Chief position under Telecom and Space Division has been changed to multi-entry Chief Program Officer where both Engineering and ICT background can apply.
		The 53rd Commission Meeting held on 14 July, 2021 approved the contract recruitment of eight Office Assistants, O1A under RSTA as a temporary measure to replace those officials deployed for COVID-19 escort service in the southern borders.
		The 93rd Commission Meeting held on 25 May, 2021 approved the contract extension of two Motor Vehicle Inspector under RSTA, Thimphu Regional Office beyond the approved staffing to facilitate the increased service delivery in the southern borders due to the COVID-19 pandemic in our country.
3	Ministry of Home & Cultural Affairs	The 60th Commission Meeting held on 15 September, 2020 approved the transfer guidelines of the Ministry.

4	Ministry of Economic Affairs	The 87th Commission Meeting held on 13 April, 2021 approved the post creation of one additional Procurement Officer for the Ministry of Economic Affairs.
5	Ministry of Foreign Affairs	The 90th Commission Meeting held on 4 May, 2021 approved post creation in RBECanberra: Ambassador-1, Dy. Chief of Mission-1, Minister Counsellor/Counsellor (Foreign Service)-1, Third Secretary-1, Attache V (Finance)-1, Admin. Asst. III-1 and Chauffeur-1.
6	Ministry of Health	The 49th Commission Meeting held on 16 June, 2020 approved the post creation of two Thromde Health Officers for Thimphu and P/ling Thromdes at P5A- P2A.
		The 63rd Commission Meeting held on 13 October, 2020 approved the staffing of Dangdung BHU I under Trongsa Dzongkhag.
		The 67th Commission Meeting held on 3 November, 2020 approved the 3 years Diploma course in Medical Entomology & Parasitology at KGUMSB.
		The 72nd Commission Meeting held on 15 December, 2020 approved the upgradation of Buli BHU II and TsirangToe BHU II to BHU I.
		The 97th Commission Meeting held on 22 June, 2021 approved the recruitment of 39 different medical professionals on and above the 12th FYP staffing to facilitate the increased service delivery requirement due to COVID-19 pandemic.
7	Jigme Dorji Wangchuck National Hospital	The 91st Commission Meeting held on 6 May, 2021 approved the contract extension of a Laboratory Officer above the approved 12th FYP staffing under JDWNRH to facilitate the increased service delivery requirement due to COVID-19 pandemic.
		The 85th Commission Meeting held on 30 March, 2021 approved the contract extension of two Staff Nurses against the approved post of Clinical Nurse to facilitate the increased service delivery requirement due to COVID-19 pandemic.
		The 97th Commission Meeting held on 22 June, 2021 approved the recruitment of 42 different medical professionals over and above the 12th FYP staffing to facilitate the increased service delivery requirement to respond to COVID-19 pandemic.
8	Royal Institute of Management	The 51st Commission Meeting held on 30 June, 2021 approved the recruitment of Adjunct Professor for the Institute through the following modalities of OSA and resource persons if the experts are from the Civil Service and on regular contract from outside civil service.

3.2.2 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 requiring 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 are work charged and relieved on completion of the project. The detailed number of approved positions under the six Flagship Programmes are reported in the table below:

Table 20: Number of Position approved for Flagship Programmes

Sl. No.	Flagship program	Approved
1	Digital Drukyul	27
2	Water Flagship	7
3	Organic Bhutan	15
4	Startup and CSI Development	5
5	Sustainable Tourism Development	15
6	Waste Management & Dog Population Control	26
Total		95

3.2.3 Annual Recruitment

For proper succession planning and replacements of separated civil servants, the RCSC recruits civil servants annually via Single Window Recruitment as regular civil servants and on contract to fill in the critical gaps.

The recruitment is also to align with the two AKRA of the 12th FYP namely, right sizing civil service and civil service adequately deployed in LGs.

During the reporting period 658 regular civil servants and 209 contract civil servants were recruited. The recruitment of Technical Graduates, including PGDE and B.ed for January 2021 was delayed due to the rescheduling of BCSE in 2021 instead of 2020. Accordingly the January 2021 recruitment was conducted only in July 2021. The summary of the recruitment by position category and gender is as shown in the table below:

Table 21: Recruitment by Position Category and Gender (as of 29 April, 2021)

Position Category	Employment status	Male	Female	Total
Professional & Management	Regular	55	66	121
	Contract	40	40	80
Supervisory & Support	Regular	177	147	324
	Contract	36	36	72
Operational staff	Regular	4	0	4
	Contract	51	6	57
Total		363	295	658

3.2.4 Redeployment of excess civil servants

For the reporting year, 24 civil servants have been identified as excess staff. From the total identified, 7 civil servants (Ward Assistants) were identified from JDWNRH as excess staff and 5 of them have been redeployed so far. The remaining excess Ward Assistants under JDWNRH will be remapped and redeployed while implementing the 12th FYP staffing of JDWNRH. Three of them are Accounts Assistants working under different Agencies and they would be redeployed after the staffing assessment of Cluster Finance Services. Five ICT Associates working under different Agencies and nine Land Record Assistants working under the NLCS have been identified as excess and they would be redeployed while implementing the 12th FYP staffing. During the redeployment exercise, wherever possible, excess staff are redeployed within the same Dzongkhag/Agency.

3.2.5 Promotion for PMC, SSC and OC

As an integral part of performance management, promotions are awarded to reward and motivate performing civil servants. All broad banded 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, 2020 and 1 January, 2021. During the reporting period, a total of 3,856 civil servants received various categories of promotions.

Table 22: Promotion of civil Servants by Position Category and Type

Sl. No	Position Category	Promotion Type			
		Meritorious	Broad Banded	Fast Track	Grand Total
1	PMC	30	1,587	2	1,619
2	SSC	12	2,068	15	2,095
3	OC	0	142	0	142
	Grand Total	42	3,797	17	3,856

3.2.6 Transfers

Transfers are highly sought after by civil servants who wish to experience diversity or for those working in difficult and remote areas. In order to uphold Civil Service values of transparency and meritocracy in transfers, the RCSC has made it mandatory for Agencies to announce all vacancies on their websites for at least two weeks. This provides equal opportunity to all civil servants working in every corner of the country to access and tap such opportunities based on their merit. Further, Parent Agencies are required to develop fair and transparent transfer guidelines in line with the BCSR 2018, which is then endorsed by the Commission.

Moreover the Royal Civil Service being a unified Civil Service, serving both at central and local government levels, transfers will continue to be a regular feature to allow civil servants to move forward in their career and to find the right fit in their job. The following provides the details of 65 transfers implemented in the last one year:

Table 23: Details of transfers implemented

Transfer Type	Position Category	Year: July 2020 till June 2021
Inter-Agency transfer without change in position Title	PMC	12
	SSC	6
	OC	2
Inter/Intra Agency transfer involving change in position title & MOG	PMC	36
	SSC	2
	OC	0
Inter/Intra Agency transfer involving position title change and not MOG	PMC	3
	SSC	0
	OC	0
Grand Total		61
PMC	51	
SSC	8	
OC	2	

3.2.7 Separation from service

A total of 779 civil servants (2.9% of total) were separated from the Civil Service under different categories of separation as shown in the Table below. Voluntary resignation accounted for over 58.9% of all separation.

Table 24: Separation of Civil Servants by Separation Type (2020-2021)

Sl. No.	Type	Count	Percent
1	Voluntary Resignation	459	58.9
2	Superannuation	195	25.0
3	Early Retirement Scheme	1	0.1
4	Death	45	5.8
5	Compulsory Retirement	29	3.7
6	Termination	3	0.4
7	Cancel/Withdrawal of Appointment	17	2.2
8	Seperation By Order	10	1.3
9	Drangpon Appointment	20	2.6
Total		779	100

3.2.8 International Volunteers

Volunteers remain an extremely important resource and their services have plugged the shortages of skills and experience in selective and highly technical and professional fields in the Civil Service. Volunteers also help to promote Bhutan's relations with her development partners. As of now, the RGoB receives International Volunteers from six programmes as stated in the Table below:

Table 25: Internal Volunteers from six programmes

Sl. No.	Program Name		Country
1	JICA	Japan International Cooperation Agency	Japan
2	BCF	Bhutan Canada Foundation	Canada
3	AVP	Australian Volunteers Program	Australia
4	FFT	Friends From Thailand	Thailand
5	KOICA	Korea International Cooperation Agency	Korea
6	Fulbright	Fulbright Program	The USA

However, in 2020, the volunteers returned to their respective countries due to the COVID-19 risk. Currently, there is only one TICA Volunteer in the country working as Audio Visual Production Supervisor under the Ministry of Health. His contribution can be observed in the effective COVID information

communication by the Ministry. Nevertheless, some Volunteers continued to complete their assignments through remote volunteering. The AVP program came out with an option to provide remote volunteering and provided continued services to four agencies in the Financial Year 2020-2021 as stated below:

Table 27: Agencies in which remote volunteering was provided

Sl. No.	Agency	No. of Volunteers	Mode of Work
1	Ministry of Agriculture and Forests	1	Remote
2	Khesar Gyalpo University of Medical Sciences of Bhutan	1	Remote
3	Ministry of Labour and Human Resources	1	Remote
4	Drug Regulatory Authority	1	Remote
Total		4	

Moreover, JICA has already started to field volunteers in a phased manner with two volunteers to join in the following agencies in August 2021.

Table 28: Field volunteers from JICA

Sl. No.	Agency	No. of Volunteers
1	Ministry of Health	1
2	Royal Civil Service Commission	1
Total		2

Further, the volunteer requisitions received in the earlier recruitment cycles have been carried over to the coming recruitment cycles, and RCSC is in constant touch with the program partners to resume the programs as soon as the pandemic situation normalizes.

3.2.9 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. Secondment is also facilitated in the public sector as well. Secondments provide 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, 38 civil servants are on secondment to the following Agencies.

Table 29: Civil Servants on Secondment

Sl. No.	Agency	Total
1	World Health Organization	2
2	National Credit Guarantee Scheme	4
3	National CSI Development Bank Limited	1
4	Punatsangchhu Hydroelectric Project Authority	8
5	Bhutan Development Bank	1
6	Border Patrol Forces Schools in North Thailand, NGO	3
7	Agro Processing Plant, BAIL, Lingmithang	1
8	Dungsam Cement Ltd	1
9	RENEW	2
10	Youth Development Fund	1
11	Gyal-sung Projects	14
	Total	38

3.2.10 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. This provides flexibility in HR management and tapping of expertise across sectors and agencies without undermining integrity of entry or loss of expertise. There are also movements of Civil Service on OSA within the Superstructure. A total of six civil servants have been sent on OSA, after its introduction. Currently, there are four civil servants as Officer on Special Assignment; One Internal Auditor, Finance service to administration service as Personal Secretary under Cabinet Secretariat and two Medical Doctors, Technical Service to Program Service as Program Officer under DoPH, MoH and one Finance Officer, Finance service to Technical Service as Committee Secretary under National Assembly Secretariat.

3.2.11 RGoB Scholarship Students(Undergraduate)

The Royal Civil Service Commission in collaboration with the Department of Adult & Higher Education, MoE continues to work towards plugging gaps in RGoB's technical expertise through strategically aligning undergraduate scholarships to the critical needs of the Civil Service. While working on the yearly intake of undergraduate scholarship students, the RCSC in close consultation with the government agencies receive the requisition based on the crucial requirements/recruitment/employment of HRs in their respective agencies in coming years. The RCSC further screens out/ prioritises from the list submitted by the agencies. During the reporting period, 104 scholarships were awarded by DAHE for RCSC, spanning over 23 undergraduate programmes. These are critical programs and studies which are not available in our own

universities or which cannot be built through in-service HRD interventions.

Table 30: Undergraduate Scholarship Programmes

Sl. No	Field of Study	No. of slots
1	B.Sc. Statistics	1
2	Bachelor in Surveying Engineering	3
3	Mining Engineering	2
4	B.Sc. Geology	1
5	Bachelor in GIS	1
6	MBBS	45
7	B.Sc. Nursing	25
8	Bachelor in cardiovascular perfusion technology	1
9	Bachelor of Pharmacy	2
10	B. Sc. Medical Lab Technology	3
11	B. Sc. Food Science and Dietetics	2
12	B. Sc. Physiotherapy and Rehabilitation	2
13	Mathematics	2
14	Physics	2
15	Chemistry	2
16	Biology	1
18	B.Sc. Horticulture	2
19	Bachelors in Mechanical & Space Systems Engineering/ Electrical and Space Systems Engineering	1
20	Bachelors in Aerospace Engineering	1
21	B.E Big Data Analytics	1
22	B.Sc. in Environmental Engineering	1
23	B.Sc. in Water and Environment Engineering/ B.Sc. in Hydrology	2
	Total	104

These are the undergraduates earmarked for recruitment into the Civil Service depending on the course completion date and BCSE result. For those professions which are critically required due to acute shortage of supply in the market, candidates shall be recruited on contract at one level lower than the BCSE selected Technical Graduate, in the event they don't get selected through the BCSE. However, RCSC reserves the right to reject employment of undergraduate scholarship candidates in the Civil Service if there is no requirement.

3.3 Human Resource Audit

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 good practice.

3.3.1 Number of Agencies Audited

A total of 62 Agencies are identified to be audited once in every two years and this was possible with the conduct of abridged auditing in 2018. For 2020-2021, a total of 20 Agencies was audited in accordance with the annual performance target.

Table 31: Summary of Agencies Audited

Agency	No. of Agencies	Total HR Actions Audited	Major observations
Ministries	5	18,842	400
Autonomous Agencies	15	8,926	135
Total	20	27,768	535

3.3.2 Strategic Human Resource Audit

The strategic HR Audit was initially conducted in 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 staff of the HR Division and the prototypes were designed and implemented accordingly.

3.3.2.1 Cross Cutting Recommendations from Strategic HR Audit

The following are some of the cross-cutting recommendations based on Agency's good HR practices which have been replicated across Civil Service:

1. Decentralization of HR actions on GSP/ESP and Operational Category from HR Committee to HR Divisions/Services and a quarterly report to be submitted to HRC to ensure accountability.
2. In-house institutional learning was established for continuous learning and professional development.
3. As part of staff engagement, Institutionalization of regular coaching, staff coordination meetings and recreational/team building activities such as

retreat, picnic, hiking etc. were recommended.

4. Portfolio of retired civil servants to be posted on the web with a write up on the contribution made. Such an act portrays appreciation for the long service rendered and provides a graceful exit.
5. As part of HR automation to promote efficiency and accuracy in the HR services, the following initiatives were undertaken:
 - a. Devised two IT based 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.
6. A generic “Term of Reference” was developed for GSP/ESP for better utilization.
7. A checklist was developed to ensure proper documentation for various HR actions along with prototypes.

3.3.2.2 Implementation status of the past strategic recommendations

Of the total strategic recommendation, 20 of the agencies had implemented more than 50% of the recommendations.

3.3.3 Compliance to Human Resource Audit

The compliance HR audit identifies gaps, limitations and appropriate intervention if required are recommended in accordance with BCSR. In line with compliance audit, good HR practices if any are highlighted in the report and these good practices are documented to encourage replication across the Civil Service.

With the Commission’s directive to carry out auditing in agencies once every two years, HR auditing covering 10 HR actions was carried out in 20 Agencies. Comparatively, observations have declined in 7 Agencies and with zero observations in 2 Agencies indicating greater compliance to BCSR. However, in 11 Agencies, the observations had increased as only abridged auditing was carried out in 2018 which was focused on few key HR actions.

Table 32: Status of Compliance of Human Resource Audit

Sl. No.	Agencies	Current Auditing			Past Auditing		
		HR Actions	Major Observation	%	HR Actions	Major Observation	%
1	MOEA	5,135	7	0.14	682	4	0.59
2	MOWHS	4,942	119	2.41	620	2	0.32
3	MOHCA	4,911	240	4.89	735	3	0.41
4	MOFA	1,298	26	2.00	181	0	0.00
5	MOIC	2,556	8	0.31	2,638	74	2.81
6	BNCA	357	0	0.00	35	1	2.86
7	CDB	271	0	0.00	9	0	0.00
8	RIM	663	13	1.96	84	0	0.00
9	DL	641	69	10.76	117	0	0.00
10	NSB	789	0	0.00	54	1	1.85
11	BICMA	348	12	3.45	39	0	0.00
12	BSB	626	26	4.15	61	1	1.64
13	DRA	481	0	0.00	35	2	5.71
14	NLCS	1,823	1	0.05	396	5	1.26
15	REC	495	3	0.61	21	0	0.00
16	CS	584	4	0.68	83	0	0.00
17	BNLI	193	3	1.55	45	0	0.00
18	BCSEA	330	0	0.00	36	0	0.00
19	CBS	349	3	0.86	26	1	3.85
20	GNHC	976	1	0.10	75	0	0.00

3.3.4 Good HR Practices

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

- A Friday forum is held with guest speakers invited from outside of NLC to lecture on the various topics.
- As a part of staff engagement, various initiatives were noted such as organising a potluck lunch once a month, pictures of civil service award recipients being uploaded on the agency's website and staff meetings being held quarterly.
- Training reports are presented to HRC along with the list of those who have not availed training.
- A mentor is assigned for new appointees during probation.
- Transfer eligibility criteria matrix maintained in google sheet automated with formulas to calculate the eligibility.

3.3.5 Major HR audit observations

There are total of 535 cases of major observations on promotion, training, recruitment, leave, HRC Minutes and separation and the observations are as follows:

1. Excess staff with no portfolio;
2. Recruitment process not followed by Dratshang Lhentshog and Centre for Bhutan Studies;
3. Promoted without meeting the duration criteria;
4. Short term training gap not maintained for the second time;
5. Superannuating staff and staff on contract availed ex-country training;
6. Salary paid during EOL;
7. EOL granted without fulfilling the LTT Obligation;
8. Civil servant had not joined the initial place of posting and civil servants transferred prior to completion of three years in initial place of posting;
9. LTT obligation not refunded upon separation;
10. Civil servants kept beyond superannuation and extended separation date;
11. Civil servant have not joined service after the completion of EOL period;
12. Head of the Agency did not chair the HRC meeting; and
13. Documents missing for many HR actions.

3.3.6 New initiatives

In line with the Commission's directive, the division is in the process of developing an enhanced version of Strategic HR Auditing that will lay down the foundation for the future ODE across the Civil Service. A guideline is underway combining Design Thinking methodology with McKinsey 7S framework and consists of checklists and area of clusters for each of 7S which provides a holistic approach towards ODE. For the compliance HR auditing, a risk based auditing approach is being designed consisting of a framework and assessment tool to rank the HR actions by risk level for each Agencies. This will help to rationalise HR auditing based on priority determined by risk and optimise auditing functions and resources to more strategic interventions. Further, the HR Audit Manual has been updated to a second version and includes toolkit, checklist and templates which are all available on the google drive for reference and ensure efficiency in the use of resources and time.

3.4 Bhutan Civil Service Examination

The RCSC could not conduct the Bhutan Civil Service Examination (BCSE) 2020 as per the normal schedule due to the COVID-19 pandemic situation, which subsequently delayed selection of BCSE candidates for PG courses offered in the RIM and in the two colleges of education under the RUB and the appointments of B.Ed. and technical graduates into the Civil Service.

The deferment in the conduct of the examination is mainly due to the delay in the graduation of the candidates from the colleges across the country and from other countries and the Covid-19 situation in the country.

With improvement in the situation, the RCSC could finally announce the BCSE 2020 timeline schedule in September 2020, which was usually conducted in the mid of June every year.

3.4.1 Preliminary Examination

The objective of the Preliminary Examination (PE) is to shortlist the candidates for the Main Examination and to ensure a minimum standard required of a candidate.

A total of 4,400 candidates which is the highest number of candidates till date had appeared for the PE of the BCSE 2020. The candidates had completed their studies from 225 different institutes based in 11 different countries. While there were a few candidates who studied in the institutes based in countries such as Australia, Bangladesh, China, Estonia, Malaysia, Philippines, Sri Lanka, Thailand and the USA, most candidates who studied outside Bhutan were from institutes based in India given its proximity and affordability. 3,447 candidates graduated from colleges in Bhutan, 859 from India and the rest from other countries.

The Commission maintained the minimum cut off marks in PE as 50%, consistently for the last six consecutive years. A total of 2,164 graduates qualified from PE to appear for the Main Examination, which was higher than the previous year of 1,259 graduates who had obtained 50% of the total 3,253 graduates for that year.

3.4.1.1 Preliminary Examination in Monggar

The Commission has been offering alternative PE venues in Monggar and Gelephu besides Thimphu since 2014 for the convenience of the candidates. However, the Commission could not facilitate conducting PE at the alternative venues in the past due to the limited number of candidates opting to appear

for the PE, away from Thimphu.

In BCSE 2020, the Commission has offered Monggar as an alternative venue for the PE besides Thimphu. Some 200 graduates have opted to appear for the PE in Monggar. The Commission has arranged and conducted PE at Monggar HSS given the COVID-19 situation and considering the health safety protocols and the convenience of the candidates.

3.4.1.2 Exemption of Preliminary Examination for the MBBS Graduates

The Commission exempted the MBBS graduates from appearing for 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 in the ME and obtain the minimum threshold of 50% in the Main Examination for appointment into the Civil Service and for merit-based placement. 11 MBBS graduates have appeared for the Main Examination of the BCSE 2020.

3.4.2 Main Examination

The objective of the Main Examination (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.

In BCSE 2020, a total of 2,400 graduates appeared for the ME, of which 815 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 33: 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)	422	148
2	Post Graduate Diploma in Financial Management (PGDFM)	325	31
3	Post Graduate Diploma in Public Administration (PGDPA)	419	45
4	Dzongkha category (direct recruits & Dzongkha PGDE)	218	104
5	Technical category	538	166
6	B.Ed. Graduates	478	321
Total		2,400	815

3.4.3 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. All selected candidates cleared the drug 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.

3.4.4 Cost of Bhutan Civil Service Examination

The conduct of BCSE 2020 incurred Nu 13.570 million. The cost was incurred mainly for payment of honorarium for the examination resources and logistics arrangement. Both PE and ME were conducted in schools, PE in eleven schools and ME in six schools designated as examination centres. The RCSC fielded 674 invigilators for the PE and 355 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 Members of Commission, 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 for the examination in the respective categories of the BCSE, the viva voce was carried out by 31 interview panels comprising five panel members and an interview assistant each, some panels requiring as many as seven days to complete the interview.

95 resource persons were involved in the preparation and evaluation of the examinations. The resource persons have been identified based on their high degree of professionalism and integrity in addition to in-depth knowledge and specialisation in their relevant subjects.

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 to dedicated officials only.

Further, RCSC facilitates candidates with special needs to sit for the BCSE every year. Three differently-abled candidates appeared for the BCSE 2020 – two candidates who use braille 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 to the ordinary script 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.

3.4.5 BCSE amid COVID-19 pandemic

The Commission has been mindful of the safety of the candidates during the conduct of the examinations and the convenience of the candidates, especially when it entailed travel of the candidates to ensure that the candidates did not miss the opportunity to appear for the examinations.

The RCSC has liaised with the schools where the examinations had been conducted and put in place a rigorous health safety protocol at the examination centres amid COVID-19 pandemic. The candidates have been well informed on the examination schedule and on the health safety protocols before the conduct of the examinations. Besides the changes in the examination schedule, the BCSE 2020 was successfully conducted during the pandemic. The Commission would like to thank the Schools, the Dessung and the RBP for their support to conduct the BCSE smoothly under extraordinary circumstances.

3.5 Human Resource Coordination Services

The Human Resource Officers Coordination Services (HRCS) in RCSC is responsible for managing 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.

3.5.1 Human Resource Committee (HRC) Meeting and Secretariat HRC (SHRC) Meeting.

The HRC 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 General with Head of Divisions and Services meets every Thursday. During the reporting period this Committee held a total of 51 meetings.

The same Committee members are also the members for Secretariat HRC. The Secretariat HRC is conducted for HR matters related to RCSC Secretariat and as the Parent Agency for all Human Resource Officers in Agencies. During the reporting period 51 SHRC meetings were conducted.

3.5.2 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:

3.5.2.1 Capacity building efforts for HROs and HRAs

As the Parent Agency, it is our responsibility to strengthen the HR services and build the competency of the HR professionals. RCSC continues to explore meaningful and cost effective strategies to build capacities of our HROs and HRAs. The first inservice training begins with the HR Foundational Course which is provided to new PGDPA recruits who opted to be Human Resource Officers. During the year, albeit second lock-down in January, the 14 days HR foundational course was conducted virtually for the 10 newly appointed HR Officers from 11-26 January, 2021. Another 34 HR Officers were trained for 10 days from 28 June - 9 July, 2021 on HR Analytics, HR metrics, addressing performance management challenges, managing competencies & behaviour indicators and other trending HR practices to keep our HROs abreast and enable them to be business strategists and game changers of their organisation.

All HR Officers are given opportunities to participate in many On-the-Job learning such as participating in conduct of HR audits, ODE, as trainers in SIY, DT and CBF, all of which are good platforms for continual learning.

The Administrative Assistants who carry out administrative aspects of the

Human Resources administration in the Agencies are provided with a 14 days Smart Assistants Training at RIM. The SAT program was designed to make the operational level staff smarter by upskilling them in the using higher work productivity tools like g-suite, excel, writing dzongkha unicode and also enable them to be client centric with front desk communication skills. Around 156 Admin. Assistants were trained in SAT program during the year.

3.5.2.2 The Hash it Out Team- for speed coordination

To enhance service delivery at the RCSC, the Hash it Out Team was formed with task force members from each Division to resolve cross cutting issues through enhancing communications and addressing the issues at source to provide faster and reliable HR services.

3.5.2.3 Monthly webinars with HR Officers

In response to the pandemic restriction and seizing the opportunities presented by technologies to work faster, better and cheaper, the RCSC as the Parent Agency for HR Officers/Assistants started the monthly touch-base virtual meeting with all the HROs in 67 Agencies from June 2020. The webinars have been helpful to resolve pending issues, bring uniformity in the interpretation of the BCSR and strengthen coordination mechanisms between the Dzongkhags/Thromdes, Central parent agencies and RCSC. This has been helpful particularly in Teacher and Health staff deployments. RCSC has conducted seven such meetings. However, there is still room to improve other coordination gaps like interpretation of the pay and benefits for civil servants with the Ministry of Finance and the role of the Sector Heads, namely Dzongkhag Health and Dzongkhag Education Officers in HR deployment. The Secretariat will explore and find ways to improve coordination with other stakeholders.

3.5.2.4 Centralized mail Dispatch System

The 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 has continued even after resuming normal work schedules. This experience from implementing WFH gave the 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 the RGoB and showcasing how the use of technology can optimise HR requirements.

3.5.2.5 Optimization of G-Suit

By leveraging the use of G-Suit consisting of Google Sites, Google Doc, Google Sheet and Trello, much of the internal workflow and task management has been automated. Many of the divisions use the above combination for delegation of work, collaboration and internal onestop access to information. Using these IT tools allowed for a rather seamless workflow during the two lock-downs.

3.5.2.6 Information sharing and outreach efforts of RCSC

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

3.5.2.7 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: workplace culture, physical environment, health and lifestyle practice and supportive workplace environment and submits them 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 Service. For instance, the CFT was assigned to develop a list of things new entrants need to know about the Civil Service System. The list is yet to be finalised and approved by the Commission. The group also has been assigned the task of a “Work Improvement Team” and they are currently working on improving procurement services within the Secretariat. Similarly, the team is working towards enhancing the working environment within the Secretariat.

3.5.2.8 Waste Management and observation of monthly Zero-waste hour

The RCSC continues to observe the monthly zero waste hour initiated by Her Majesty the Queen Jetsun Pema, on the 2nd day of every Month to act responsibly towards the management and clear segregation of our waste. In addition to the waste hour in the office, the office conducts community cleaning campaigns within the city as a part of community vitality service. We continue to refrain from using bottled water for all RCSC programs and promote segregating office waste. The RCSC is also the coordinator for Zero Waste Hour in the Tashichhodzong area.

3.5.3 Open office and going wireless in RCSC Secretariat

In its effort to be a model organisation, the RCSC adopted an open culture that promotes trust, collaboration and harmony. Notable hindrances to cultivating openness were physical barriers like cubicles with high frames. Also drawing inspiration from the Office of His Majesty's Secretariat, during the year, the RCSC made concerted efforts to create an improved workspace by remodeling the cubicles and going wireless as much as possible.

With the reshaping of the office space, the rooms which earlier accommodated three persons can now take in six persons, increasing the sitting capacity by more than 40%. The creation of these new spaces has also made it possible to house the Legal Division, which was earlier located separately with the RCSC Record room, in the two upper cottages. We have also managed to carve out a small room for the RCSC Library and provide common spaces with basic amenities to improve the general office ambience for the Staff and our clients.

The refurbishment was done using the same materials, wherever possible, to save cost and direct contracting for major renovations was undertaken with the guidance and support from DNP, MOF.

3.6 RCSC's involvement in response to COVID-19 - pandemic

With the first nationwide lockdown enforced from August to September, the Commission made it mandatory for civil servants to work from home so as to ensure continued functions and provide uninterrupted service to citizens wherever feasible. The Commission, prior to the first lock-down, had circulated the WFH guideline and that became handy in the two nation-wide lock lock-downs and other local lock-downs. With the easing of the second lockdown, the Commission lifted the work from home modality, but requested agencies to identify COVID-19 Focal Officers to enforce COVID-19 protocols in their respective offices.

During the first lock-down, the Director General was stationed in the MoH to

facilitate deployment and recruitment of health staff to control the transmission. The RCSC also facilitated DITT to mobilise the telephonic equipments in the Call Centre (1010) sourced from a few agencies and the Supreme Court. The RCSC also supported the Prime Minister's Office in drafting the Guideline for COVID-19 Lock-down, a document that would be used as guide by the COVID Taskforce to strike a balance between the objective of breaking the circuit of transmission and making restrictions bearable for the citizens. As part of the guideline, a Team led by the RCSC also documented and rationalised around 34 SOPs to be used during different stages of a Lock-down. The guidelines was submitted to the Prime Minister's Office. During the second lock-down, the same document was shared with the Hon'ble Minister of Health for the reference of the National COVID Taskforce, and further with the Zoning Team when lock-downs and heightened measures were introduced in Southern Bhutan. The RCSC deputed its Specialist to support the management of the Call-Centre and further mobilised 10 civil servants to the 1010 call centre.

During the second Lock-down, the RCSC supported the Central COVID Task force in the mobilisation of vehicles from Government Agencies for Thimphu-wide COVID screening purpose. The pool vehicle of RCSC was sent to the JDWNRH for essential medical duty. The RCSC also directed all agencies to liaise with the 1010 call centre to inform the public on their services. Further, in coordination with the Dessung Office, the RCSC facilitated the movement of civil servants for border patrolling after the surge of cases in Phuentsholing and Samtse.

3.7 Technology initiatives for the Year 2020-2021

3.7.1 Zhiyog Electronic System (ZEST)

The Zhiyog Electronic System (ZEST) , officially launched on His Majesty, The Druk Gyalpo's 40th Birth Anniversary, has been further enhanced after its first deployment, taking into account real time feedback from our users. All HROs and HR assistants are being trained and guided continuously in the use of the system. The Civil Service data in ZEST will be linked with systems in the pipelines like the EMIS, Health Information System as well as existing systems of Electronic Public Expenditure Management System and other IT systems of CBD, TCB and RAA to reduce duplication of efforts and improve efficiency.

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

Digital Archiving is a three year long project which aims to scan all personal files maintained with the RCSC and seamlessly integrate them with the ZEST system to automatically file digital copies of the HR action taking place in ZEST.

In the first year 2019-2020, the application for archiving was developed.

Followed by rigorous testing, development of clear guidelines, both physical and electronic, on HR Record Management, the application was finally deployed. The later two years of the Project are for physical scanning and indexing of personal files maintained at the RCSC level. The scanning started with the Executives and Specialists group, followed by the PMC personnel. As of June 2021, all P1 and 75 % of P2 files have been digitally archived.

3.7.3 Strengthening of the Managing for Excellence System (MaX)

The MaX System has been continuously updated since its launch in the FY 2016-17 to make it more user friendly and efficient, based on the continuous improvement feedback.

Some significant changes are the online rating of the Annual Work Plan by the Supervisor; integration of the Bhutan Teachers Professional Standard (BPST) features to have a common work plan for the Teachers and Principals in the School; and the flexibility of Parent Agencies to upload generic IWP that cuts across multiple agencies.

3.7.4 LFS enhancements:

Improving qualitative assessment of performance of SCS through the enhancement of online Leadership Feedback System to make it robust and relevant was important given that it is an important component of the SCS Development and Accountability Framework. In view of this, the following enhancements of the LFS was carried out:

1. Streamlining and providing clarity on who are eligible to provide and receive feedback:
 - a. Clarity of feedback receiver:
 - i. P2 Offtg., P1M, EX3/2/1 and ES3/2/1 only if he is Head of Institute/Center;
 - ii. To include Vice Principal (tied to position title) as they are critical pool for principal:and
 - iii. No feedback to be provided to Supervisory and Support Category even if he is officiating Head.
 - b. Clarity for feedback provider:
 - i. Mandatory: PMC
 - ii. Optional: SSC

c. Inter-agency Feedback:

A Two-way feedback system between agencies was developed. Example: Home Secretary and the Dzongdags, relevant agency-MoH, DRA, BHMC, DEO/principal/ Executive of DoSE, MoE etc can now provide feedback to one another in order to enhance accountability

2. To enhance advocacy and understanding of LFS, an advocacy video is being developed. It will be shared with agencies and uploaded on our website and YouTube in the next FY. This video should help both the feedback provider and recipient to provide and receive feedback professionally.
3. Based on our past experience, the need for an intervention to manage emotion/reaction of feedback recipients and the importance to package feedback aptly, surfaced. Therefore, from the following FY, an email that appropriately frames the feedback from the LFS will be sent to recipients. Furthermore, to allow individuals to see their LFS trends which will be useful for self improvement, a consolidated feedback for the past three years will be displayed on their dashboard.

3.7.5 Tech Tip Friday

Tech Tip Friday has been introduced by the ICT Division of the RCSC for the RCSC staff and will be extended to the HROs in all organisations. It is held once in two months with a 30-45 minute Tech Tips knowledge sharing session within the RCSC. The contents consist of simple tips on Google doc, Google sheet, Canva and Trello. Tech Tip Friday is to empower staff to learn from each other through self-driven learning and On-the-Job-trainings.

3.8 Civil Service Well-being

3.8.1. Civil Service Support Desk (CSSD)

The CSSD is an avenue for civil servants to raise non-HR action-related issues and concerns in the workplace. It is also to facilitate counseling and mentoring services to the civil servants.

3.8.1.1 Counseling Services

Under the CSSD, the RCSC received issues concerning individual civil servants. In this reporting period, there were 12 chronic alcoholic cases that underwent full detoxification treatment at JDWNRH. Out of them, 4 are continuing their treatment at Rehabilitation centres while 8 have successfully completed the

rehabilitation program and resumed service in their respective agencies. The Commission also received two cases of substance abuse who were sent for detoxification followed by medical treatment at the Rehabilitation Center. After successful recovery, they were reinstated in their office and were found to have improved and performed better in the office. The CSSD constantly monitors the individuals through their monthly reports. There were four cases who were provided with counselling services to support and help them cope with mental stress.

The CSSD has also facilitated interim transfers to two civil servants seeking help to look after their sick parents through extraordinary leave, admissible to civil servants.

3.8.1.2 Mentoring Services

With the initiation of the Future Leadership Mentoring Programme (FLMP) to guide the development of young civil servants early in their careers, RCSC has completed four rounds of Mentoring programs. In the fiscal year 2020-2021, RCSC has appointed 18 mentors including Division Chiefs from Various Ministries/Agencies for 36 mentees. Individuals who have attended this program were evaluated and it was found that the program has brought a positive impact in their professional as well as in their personal life. Thus RCSC intends to continue this program every year.

3.8.1.3 Go to Person Service

To respond and provide assistance to civil servants who face sexual harassment at the workplace, more so to help reduce aggravation of such issues, the *Go to Person*, was established since 2018. The telephone number of the Go to Person is available on the RCSC webpage. The Commission is hopeful that such a program will be helpful to provide psychological safety at the workplace. During the reporting period, no such cases were reported.

3.8.1.4 Mindfulness Retreat

The Royal Civil Service Commission in collaboration with the Institute of Science of Mind, *Simtokha* under *Zhung Dratshang* is conducting the mindfulness retreat program annually for civil servants. The main objective of this program is to build on its effort to enhance emotional intelligence, mental health and psychological wellbeing among civil servants. It is also intended to help individuals develop the practice of mindfulness, improve focus and become more resilient and compassionate.

The 4th mindfulness retreat program has been conducted at Bhutan Institute

of Wellbeing in *Chimithangkha* under Thimphu Dzongkhag. A total of 15 civil servants in specialist and managerial positions have participated in the program.

Given its benefits and the valuable feedback received from the participants, the Commission will strive to ensure that all interested civil servants get the opportunity to attend the retreat at least once in their lifetime. However, priority for the first few programs will be given to those in leadership positions and senior Civil Servants.

3.8.1.5 Search Inside Yourself (SIY) program

The RCSC has explored ways and means to bring mindfulness-based emotional intelligence to the civil servants of Bhutan. Mindfulness and emotional intelligence are important to flourish wisdom and compassion, so that individuals can create a better world, starting with themselves and from the inside out. In this reporting period, the RCSC has rolled out the SIY training to 4,699 including the PMC and SSC Civil servants residing in 15 Dzongkhags and at the JDWNRH.

The RCSC has also supported Thimphu Techpark Limited, Scancafe Private Limited and Bhutan Livestock Development Corporation Limited in providing resources to conduct the mindfulness and emotional intelligence program for their employees.

Table 34: Number of CS covered under mindfulness and emotional intelligence program

Sl. No	Dzongkhag	Number of CS covered
1	Paro	244
2	Chhukha	129
3	Trongsa	90
4	Wangdue Phodrang	267
5	Zhemgang	77
6	Trashigang	928
7	Tsirang	194
8	Gasa	158
9	Lhuentse	320
10	Bumthang	185
11	Pema Gatshel	35
12	Mongar	685
13	Punakha	285
14	Trashiyangtse	401
15	Dagana	324

16	JDWNRH	377
	Total	4,699

3.8.1.6 Hoops for Health

The Well-being Division continues to conduct the “Hoops for Health” Programme since its initiation on 16 November, 2018. The objective of this initiative is to promote networking and good health of the civil servants. The program was initiated for female civil servants, giving them the opportunity to play an hour-long basketball game every Friday from 6pm to 7 pm at the Chang Basketball Center. While the RCSC coordinates and manages this initiative, the program has largely sustained by the contributions of the participants, with the gaps in the resources mobilised by the RCSC through its networks.

The CSWD has also received funding support of Nu. 200,000/- from the Ministry of Health to promote and sustain the program. With this support, the CSWD has also initiated a similar program for male civil servants starting from 28 May, 2021, where male civil servants play basketball from 7pm to 8pm. The initiative has been appreciated by the civil servants as more of them can now participate in the program.

3.8.1.7 Annual Health Check-up

The RCSC and the MoH 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. The Annual Health Screening Manual has been developed by the Ministry of Health. However, considering the pressure on our health facilities, the RCSC has prioritized the services for the Executive and Specialists considering that they are generally older and more susceptible to health issues. The RCSC will pursue with the MoH to start the Annual Health Check-ups for Executives and Specialists once the pandemic is over.

3.8.1.8 Civil Service Home Ownership

A key challenge that many civil servants face especially in the urban centers 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 homeownership for the civil servants.

In order to better understand the opinions of the civil servants on owning a home, an online survey questionnaire prepared by the NPPF was emailed

to all civil servants by the RCSC. The NPPF has compiled the survey report and presented it to the Commission. As per the report, of the total of 6,084 respondents, 770 respondents were willing to buy a housing unit under the build and sell scheme developed on NPPF's land. However, only 101 of the 770 respondents said they could afford the scheme at the prevailing housing loan interest rate (9%) of NPPF. Therefore, the Commission decided to review this program and explore possibilities of partnership for facilitating affordable home ownership for civil servants.

3.8.2 Civil Service Retirement Services

The RCSC needs to take care of its civil servants and prepare them for their eventual separation from the Civil Service to convey the message that the Civil Service is a commitment and the RCSC, in its small ways, is doing its best to continuously honor and recognise civil servants' services to Tsa Wa Sum.

3.8.2.1 Retirement Planning

In this reporting period, the RCSC has conducted the 8th and the 9th Retirement Planning Workshop (RPW) for the civil servants in Schools of Thimphu, Haa, Paro, Gasa, Punakha, Trongsa, Tsirang and Wangdue Dzongkhags with 3 years or less to superannuate. The workshops were conducted in Thimphu and in Punakha Dzongkhags.

90 civil servants from different position levels attended the two day workshop. The topics covered were on the following:

- Emotional and psychological preparedness;
- Being prepared health wise;
- Mindful thinking;
- Pension and other retirement benefits;
- Financial Preparedness;
- Importance of being prepared socially; and
- Experience sharing by retired civil servants.

3.8.2.2 Standard Operating Procedure for Exit management

With the Standard Operational Procedure in place, the exit management is being streamlined. The Human Resource Divisions in the agencies are entrusted to make the separation process a graceful and dignified event. Preparatory leave, exit ceremony, award of recognition certificates for accomplishments,

etc. have been put in place to facilitate a dignified exit from the Civil Service. Efforts are underway to facilitate smooth processing of the retirement benefits during the preparatory leave so that there is no hassle of running from pillar to post for retirement benefits after separation.

3.8.2.3 Engaging Retired Civil servants

As a part of the effort to tap the experience and knowledge of the retired civil servants and to provide them with an opportunity to contribute to the country even after retirement, the RCSC engaged the services of superannuated civil servants since 2015. The RCSC has used and continues to use the services of the retired civil servants as resource persons in the Retirement Planning Workshops, as mentors in the Future Leaders’ Mentoring Program, as interview panelists in the Bhutan Civil Service Examination, and also as member (s) in the CSWS Fund Management Committee. The RCSC will continue to find ways and means to tap this reservoir of extensive knowledge, experience and ability in the years to come.

3.8.3 Civil Servants’ Welfare Scheme (CSWS)

The CSWS is a type of insurance scheme supported solely by the civil servants. Through the scheme, the RCSC has developed a sense of fraternity among the civil servants by creating this facility to help each other during the most difficult time of death.

The CSWS funds are invested in two categories; namely the fixed deposits with BoBL; and the monthly deposit schemes with BNBL. As of 30 June ,2021 the Civil Servants’ Welfare Fund corpus stands at:

Table 35: *Civil Servants’ Welfare Fund corpus status as of 30 June, 2021*

Bank	Account Type	Amount (Nu.)	Rate of Interest (%)
BoBL	Fixed Account (For 6 years starting Jan 1, 2020)	113,776,745.81	8.5% +5% On the interest accrued
BNB	Recurring Account (For 3 years)	40,000,000.00	8.5%
BNB	Current Account for monthly contribution	7,176,938.00	0
Total		160,953,683.81	

Table 36: Status on CSWS payout as of 30 June, 2021

Claims made	2018-2019		2019-2020		2020-2021	
	Total Nos.	Total Payouts (Nu)	Total Nos.	Total Payouts (Nu)	Total Nos.	Total Payouts (Nu)
Members	55	4,125,000	53	3,975,000	40	3,000,000
Superannuated Member	4	200,000	0.00	0.00	0.00	0.00
Dependents	446	15,610,000	399	13,965,000	322	11,270,000
TOTAL	505	19,935,000	452	17,940,000	362	14,270,000

3.8.4 Royal Civil Service Award (RCSA) 2020

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

On the 113th National Day, 2020, His Majesty The King conferred RCSA to a total of 4640 civil and public servants for their dedicated and lifetime service to the *Tsawa-Sum*. The following is the summary of the RCSA-2020:

Table 37: Royal Civil Service Award 2020

Sl. No.	Category of Awards	Award Year 2020		Total Recipients
		Civil Servants	Public Servants	
1	Lifetime (Superannuation)	257	157	414
2	Gold (30+ Years)	316	150	466
3	Silver (20+ Years)	776	940	1716
4	Bronze (10+ Years)	1840	804	2644
Total		3189	1451	4640

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

3.9 Executive Development and Management

3.9.1 Executive Forum/Executive Roundtable Meeting/Bhutan Executive Service Training (BEST)

As the country observes strict restrictions on mass gatherings and avoids public meetings, the RCSC, for the reporting year, has not conducted any of the scheduled meetings, to avoid exposure to the COVID-19 virus.

3.9.2 Ex/In-country Leadership Development Programmes

a) Leadership Development Training:

- i. Online Learning Platform Mindtools
In order to facilitate continuous learning even during the COVID restrictions, online learning platform mind tools were procured for 1000 Users and 992 users have registered and are using resources accessible till the end of September, 2021.
- ii. Temasek Foundation Programme
Four SCS were nominated for the Temasek Foundation Programme on the theme “Resilience in Crisis Governance” at Singapore Civil Service College, Singapore scheduled for 1 - 4 and 7 - 11 June, 2021 - Virtual Workshops , and 1 - 3 December, 2021 - Study Visit to Singapore (subject to travel restrictions).
- iii. Action Learning Workshop: 14-16 June for 14 newly appointed chiefs from July 2019 were carried out.

3.9.3 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 38: List of Executives Appointed

Sl. No	Name	Position Title	Position Level	Agency	Date of Appointment
1	Yeshey Rangrik Dorjee	<i>Dzongdag I</i>	EX2 A	PemaGatshel Dzongkhag Administration	20-Jul-2020
2	Karma Tshering	Secretary	EX1 A	Ministry of Education	20-Nov-2020
3	Sonam Wangyel	Secretary	EX1 A	Ministry of Home and Cultural Affairs	27-Nov-2020
4	Duba	<i>Dzongdag I</i>	EX2 A	Dagana Dzongkhag Administration	27-Nov-2020

5	Chimi Dorji	<i>Dzongdag I</i>	EX2 A	Zhemgang Dzongkhag Administration	27-Nov-2020
6	Pandup Tshering	Secretary	EX1 A	Ministry of Health	16-Mar-2021
7	Kesang Choden Dorji	<i>Dzongdag I</i>	EX2 A	Bumthang Dzongkhag Administration	16-Apr-2021
8	Rabgye Tobden	<i>Dzongdag I</i>	EX2 A	Haa Dzongkhag Administration	16-Apr-2021
9	Phub Rinzin	<i>Dzongdag II</i>	EX3 A	Trongsa Dzongkhag Administration	16-Apr-2021

Table 39: List of Executives Appointed through Open Competition

Sl. No	Name	Position Title	Position Level	Agency	Date of Appointment
1	Tashi Yangzome Dorji	Director	EX3 A	Department of Livestock, Ministry of Agriculture and Forests	1-Aug-2020
2	Kinley Tenzin	Director	EX3 A	Department of Legal Services, Office of the Attorney General	1-Aug-2020
3	Nagtsho Dorji	Director	EX3 A	Department of Culture, Ministry of Home and Cultural Affairs	1-Aug-2020
4	Chencho	Director	EX3 A	Office of the Prime Minister, Cabinet Secretariat	1-Nov-2020
5	Wangdi Gyeltshen	Director	EX3 A	Drug Regulatory Authority	1-Nov-2020
6	Tashi Dawa	Director	EX3 A	Road Safety and Transport Authority, Ministry of Information and Communications	1-Jan-2021
7	Wangay Dorji	Director	EX3 A	Department of Professional Services, Anti-Corruption Commission	1-Apr-2021
8	Minjur Dorji	Dy. Auditor General	EX3 A	Department of Follow-up and Regions, Royal Audit Authority	1-Apr-2021

9	Deki Wangmo	Director	EX3 A	Department of National Budget, Ministry of Finance	15-Apr-2021
10	Lham Dorji	Director	EX3 A	Department of Labour, Ministry of Labour and Human Resources	1-May-2021
11	Kinzang Tshering	Director	EX3 A	Office of the Director, National Assembly Secretariat	15-Jun-2021

Tabel 40: *List of Executives Transferred*

Sl. No	Name	Position Title	Position Level	Agency	Date of Transfer
1	Sonam Dorji	Director General	EX2 A	Bhutan Narcotic Control Authority	1-Jul-2020
2	Kinga Jampel	Director	EX3 A	Bhutan Medical and Health Council	1-Jul-2020
3	Karma Pemba	Director	EX3 A	National Council Secretariat	1-Jul-2020
4	Pemba Wangchuk	Director General	EX2 A	Department of Traditional Medicine, Ministry of Health	1-Aug-2020
5	Karma Galay	Director General	EX2 A	Department of School Education, Ministry of Education	15-Oct-2020
6	Kinley Gyeltshen	Director	EX3 A	Ministry of Economic Affairs, Directorate of Services	15-Oct-2020
7	Lobzang Dorji	Dzongdag I	EX2 A	Sarpang Dzongkhag Administration	23-Oct-2020
8	Kunzang Lhamu	Director General	EX2 A	Department of Employment and Human Resources, Ministry of Labour and Human Resources	15-Nov-2020
9	Sherab Tenzin	Director General	EX2 A	Bhutan Standards Bureau	15-Nov-2020
10	Tenzin Namgay	Director	EX3 A	Department of Survey and Mapping, National Land Commission	15-Nov-2020

11	Geley Norbu	Director	EX3 A	Department of Land Administration and Management, National Land Commission	15-Nov-2020
12	Passang Dorji	Dzongdag I	EX2 A	Samtse Dzongkhag Administration	27-Nov-2020
13	Pema Choden	Director	EX3 A	Department of Multilateral Affairs, Ministry of Foreign Affairs	1-Mar-2021
14	Karma Drukpa	Director General	EX2 A	National Commission for Women and Children	15-Mar-2021
15	Tenzin Thinley	Director General	EX2 A	Department of Youth and Sports, Ministry of Education	15-Mar-2021
16	Kinzang Dorji	Ambassador (II)	EX2 A	Royal Bhutanese Embassy, Bangkok, Ministry of Foreign Affairs	16-Mar-2021
17	Chitem Tenzin	Ambassador (III)	EX3 A	Royal Bhutanese Embassy, Kuwait, Ministry of Foreign Affairs	16-Mar-2021
18	Chencho Tshering	Consul General	EX2 A	Royal Bhutanese Consulate, Kolkata, Ministry of Foreign Affairs	18-Mar-2021
19	Tshering Gyaltsen Penjor	Ambassador (II)	EX2 A	Royal Bhutanese Embassy, Brussels, Ministry of Foreign Affairs	18-Mar-2021
20	Jigme Namgyel	Director	EX3 A	Jigme Dorji Wangchuck National Referral Hospital	15-Apr-2021
21	Tenzing Dorji	Director General	EX2 A	Directorate of Services, Ministry of Labour and Human Resources	1-May-2021
22	Karma Sonam	Director	EX3 A	Construction Development Board	1-May-2021

23	Chewang Jurmi	Director	EX3 A	Directorate of Services, Ministry of Agriculture and Forests	1-May-2021
24	Tshewang Chopel Dorji	Director	EX3 A	Department of Regional Cooperation, Ministry of Foreign Affairs	1-May-2021
25	Dr. Karma Lhazeen	Director	EX3 A	Department of Medical Services, Ministry of Health	15-May-2021
26	Tshering Nidup	Director	EX3 A	Directorate of Services, Ministry of Education	15-May-2021

Table 41: List of Executives Promoted

Sl. No	Name	Position Title	Position Level	Agency	Date of Promotion
1	Tashi Pem	Director General	EX2 A	Royal Civil Service Commission	1-Jul-2020
2	Karma Wangchuk	Director General	EX2 A	Department of Air Transport, Ministry of Information and Communication	1-Jul-2020
3	Kunzang Lhamu	Director General	EX2 A	Department of Employment and Human Resources, Ministry of Labour and Human Resources	15-Nov-2020
4	Pema L. Dorji	Director General	EX2 A	Department of Immigration, Ministry of Home and Cultural Affairs	1-Jan-2021

Table 42: List of Specialist Promoted

Sl. No	Name	Position Title	Position Level	Agency	Date of Promotion
1	Yesh Bahadur Ghaley	Specialist III	ES3 A	Yangchenphug Higher Secondary School, Thimphu Thromde	1-Jul-2020
2	Babu Ram Sherpa	Specialist III	ES3 A	Department of Adult and Higher Education, Ministry of Education	1-Jul-2020

3	Yadunath Bajgai	Specialist III	ES3 A	Research Development Centre- Yusipang, Department of Agriculture, Ministry of Agriculture and Forests	1-Jul-2020
4	Wangpo Tenzin	Specialist II	ES2 A	Curriculum Development Centre, Royal Education Council	1-Jul-2020
5	Ugyen Thinley	Specialist III	ES3 A	Jigme Dorji Wangchuck National Referral Hospital (JDWNRH), Department of Clinical Services, Department of Orthopaedics	1-Jul-2020
6	Surya Bahadur Chamling Rai	Specialist I	ES1 A	National Poultry Research and Development Centre, Department of Livestock, Ministry of Agriculture and Forests	1-Jul-2020
7	Sonam Zangmo	Specialist III	ES3 A	Samtse Higher Secondary School, Samtse Dzongkhag	1-Jul-2020
8	Chakrapani Khanal	Specialist III	ES3 A	Gelephu Higher Secondary School, Gelephu Thromde	1-Jul-2020
9	Sherub	Specialist III	ES3 A	Ugyen Wangchuck Institute for Conservation and Environment Research, Department of Forest & Park Services Ministry of Agriculture and Forests	1-Jul-2020
10	Sangay Dorji	Specialist III	ES3 A	Ministry of Labour & Human Resources, Department of Technical Education, TVET Professional Services Division (TPSD)	1-Jul-2020
11	Rinchen Wangdi	Specialist III	ES3 A	Ministry of Health, Department of Public Health, Public Health Engineering Division	1-Jul-2020

Excellence in Service

12	Purushotam Bhandari	Specialist III	ES3 A	Ministry of Health, Department of Medical Services, Gelephu Central Regional Referral Hospital	1-Jul-2020
13	Pema Choden Bhutia	Specialist III	ES3 A	Jigme Dorji Wangchuck National Referral Hospital (JDWNRH), Department of Clinical Services, Department of Obstetrics and Gynaecology	1-Jul-2020
14	Nyendo	Specialist III	ES3 A	Thimphu Thromde, Schools, Changangkha Middle Secondary School	1-Jul-2020
15	Nirmal Kumar Thapa	Specialist II	ES2 A	Ministry of Agriculture and Forests, Department of Livestock, Animal Health Division, National Centre for Animal Health, Serbithang	1-Jul-2020
16	Narapati Dahal	Specialist III	ES3 A	Ministry of Agriculture and Forests, Department of Livestock, Animal Health Division	1-Jul-2020
17	Krishna Prasad Sharma	Specialist I	ES1 A	Jigme Dorji Wangchuck National Referral Hospital (JDWNRH), Department of Clinical Services, Department of Pathology & Laboratory Services	1-Jul-2020
18	Kinley Namgyal	Specialist III	ES3 A	Royal Education Council, Curriculum Development Centre, Commercial and Vocational Studies Unit	1-Jul-2020
19	Kinga Rinchen	Specialist III	ES3 A	Mongar Dzongkhag, Schools, Mongar Higher Secondary School	1-Jul-2020
20	Karma Loday	Specialist III	ES3 A	Ministry of Labour & Human Resources, Department of Occupational Standards, Standards & Qualification Division	1-Jul-2020

21	Karma Dema Dorji	Specialist II	ES2 A	Ministry of Agriculture and Forests, National Biodiversity Center, Serbithang	1-Jul-2020
22	Karma Sherub	Specialist III	ES3 A	Jigme Dorji Wangchuck National Referral Hospital (JDWNRH), Department of Clinical Services, Department of Surgery	1-Jul-2020
23	Kado Tshering	Specialist III	ES3 A	Ministry of Agriculture and Forests, Department of Forest & Park Services, Ugyen Wangchuck Institute for Conservation and Environment Research, Centre for Water, Climate and Environmental Policy	1-Jul-2020
24	Jampel Tshering	Specialist I	ES1 A	Jigme Dorji Wangchuck National Referral Hospital (JDWNRH), Department of Clinical Services, Department of Anesthesiology	1-Jul-2020
25	Deepak Rai	Specialist III	ES3 A	Ministry of Agriculture and Forests, Department of Agriculture, National Seed Centre (NSC), Paro	1-Jul-2020
26	Yeshey Dema	Specialist III	ES3 A	Ministry of Agriculture and Forests, Department of Agriculture, National Plant Protection Centre Simtokha	1-Jan-2021
27	Tshering Womling	Specialist III	ES3 A	Thimphu Dzongkhag, Schools, Yangchen Gatshel Middle Secondary School	1-Jan-2021
28	Tshering Namgay	Specialist III.	ES3 A	Ministry of Home & Cultural Affairs, Department of Culture, Division for Conservation of Architectural Heritage	1-Jan-2021

Excellence in Service

29	Tshering Wangden	Specialist III	ES3 A	Jigme Dorji Wangchuck National Referral Hospital (JDWNRH), Department of Clinical Services, Department of Obstetrics and Gynaecology	1-Jan-2021
30	Tej Nath Nepal	Specialist III	ES3 A	Chukha Dzongkhag, Hospitals, BHU, Gedu Hospital	1-Jan-2021
31	Bhim Nath Subady	Specialist III	ES3 A	Pemagatshel Dzongkhag, Hospitals, BHU I, Pemagatshel Hospital	1-Jan-2021
32	Tandin Pemo	Specialist II	ES2 A	Jigme Dorji Wangchuck National Referral Hospital (JDWNRH), Nursing Administration and Management	1-Jan-2021
33	Sonam Gyeltshen	Specialist III	ES3 A	Bumthang Dzongkhag, Schools, Chumey Middle Secondary School	1-Jan-2021
34	Singay Dorji	Specialist III.	ES3 A	National Center for Hydrology and Meteorology (NCHM), Weather and Climate Services Division	1-Jan-2021
35	Phub Dem	Specialist III	ES3 A	Ministry of Agriculture and Forests, Bhutan Agriculture & Food Regulatory Authority (BAFRA), Office of the Director	1-Jan-2021
36	Pema Chofil	Specialist III	ES3 A	Ministry of Agriculture and Forests, Department of Agriculture, RNR R & DC - Bajo	1-Jan-2021
37	Kuenga Namgay	Specialist III	ES3 A	Ministry of Agriculture and Forests, Department of Livestock, Livestock Production Division	1-Jan-2021
38	Kinzang Thinley	Specialist II	ES2 A	National Land Commission, Department of Survey and Mapping, Topographical Survey Division	1-Jan-2021

39	Kinley Penjor	Specialist III	ES3 A	Ministry of Labour & Human Resources, Department of Technical Education, Trashiyangtse IZC	1-Jan-2021
40	Kailash Pradhan	Specialist II	ES2 A	Ministry of Agriculture and Forests, Department of Agriculture, Research & Development Center, Yusipang	1-Jan-2021
41	Jit Tshering	Professor	ES1 A	Royal Institute of Management, Department of Research & Consultancy	1-Jan-2021
42	Jigme Choden	Specialist III	ES3 A	Thimphu Thromde, Schools, Motithang Higher Secondary School	1-Jan-2021
43	Dorjee	Specialist III	ES3 A	Ministry of Agriculture and Forests, Department of Agriculture, National Plant Protection Centre Simtokha	1-Jan-2021
44	Dechen P. Nidup	Specialist I	ES1 A	Jigme Dorji Wangchuck National Referral Hospital (JDWNRH), Department of Clinical Services, Department of Radiodiagnosis & Imaging	1-Jan-2021
45	Dechen Choden	Specialist III	ES3 A	Trashiyangtse Dzongkhag, Schools, Trashiyangtse Lower Secondary School	1-Jan-2021

In the reporting period, there are a total of 66 P1 Management appointed through open Competition and 179 P1 specialists promoted. The details of the P1 Management appointment and P1 specialists' promotion is uploaded the RCSC website.

1. List of Executives separated

Table 43: *List of executives separated*

Sl. No	Name	Position Title	Position Level	Agency	Date of Separation
1	Kuenga Tshering	Director General	EX2	Ministry of Health, Department of Traditional Medicine Services (DTMS), Office of the Director	12-Jul-2020
2	Sonam Phuntsho	Director General	EX2	Bhutan Standards Bureau, Office of the Director	15-Aug-2020
3	A. Karma Rinzin	Director	EX3	Anti-Corruption Commission, Department of Professional Support, Office of the Director	14-Oct-2020
4	Sonam Topgay	Secretary	EX1	Ministry of Home & Cultural Affairs, Office of the Secretary	14-Oct-2020
5	Tashi	On Secondment (II)	EX2	His Majesty's Secretariat, Office of the Gyalpoi Zimpon	14-Oct-2020
6	Phintsho Choeden	Dzongdag I	EX2	Dagana Dzongkhag, Dzongdag Office	15-Oct-2020
7	Sonam Wangdi	Director	EX3	Ministry of Labour & Human Resources, Department of Labour, Office of the Director	15-Oct-2020
8	Choyzang Tashi	Director	EX3	Royal Civil Service Commission, RCSC Waiting List	25-Nov-2020
9	Kinley Tenzin	Director	EX3	Office of the Attorney General, Department of Legal Services	26-Nov-2020

10	Dorji Dhap	Director	EX3	Jigme Dorji Wangchuck National Referral Hospital (JDWNRH), Directorate, Office of the Director	01-Dec-2020
11	Gholing Tshering	Director General	EX2	Ministry of Education, Department of Youth & Sports, Office of the Director	02-Mar-2021
12	Karma Ngawang Ura	President	EX1	Centre for Bhutan Studies and GNH Research, Office of the President	07-Apr-2021

Part 4 - Civil Service Statistics

4.1 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 a 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 44) as a percent of GDP, despite the higher ratio of civil servants to citizens in Bhutan's case. However, Bhutan's compensation of employees as a share of domestic revenue, at around 48%, is on the higher side. The fact that the share of Civil Service compensation now accounts for almost half of the domestic revenues raises fiscal sustainability concerns. This calls for close monitoring from the Commission to keep the Civil Service small, compact and efficient. Table 45 shows that in terms of the average Civil Service wage level relative to living standards (GDP per capita), it is above average.

Table 44: Compensation of Employees

Sl. No.	Compensation of Employees	2002-2003	2007-2008	2017-2018	2020-2021	IMF 2010*			
						Africa	Asia & Pacific	Low income	Middle income
1.	Compensation of employees as share of total GDP	5.97%	6.26%	6.22%	9.90%	8.15%	5.85%	6.10%	8.00%
2.	Compensation of employees as share of total spending	17.63%	17.21%	18.50%	30.64%	31.90%	26.85%	27.20%	29.70%
3.	Compensation of employees as share of domestic revenue	36.64%	27.45%	31.11%	48.71%	30.10%	25.30%	27.35%	27.10%

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

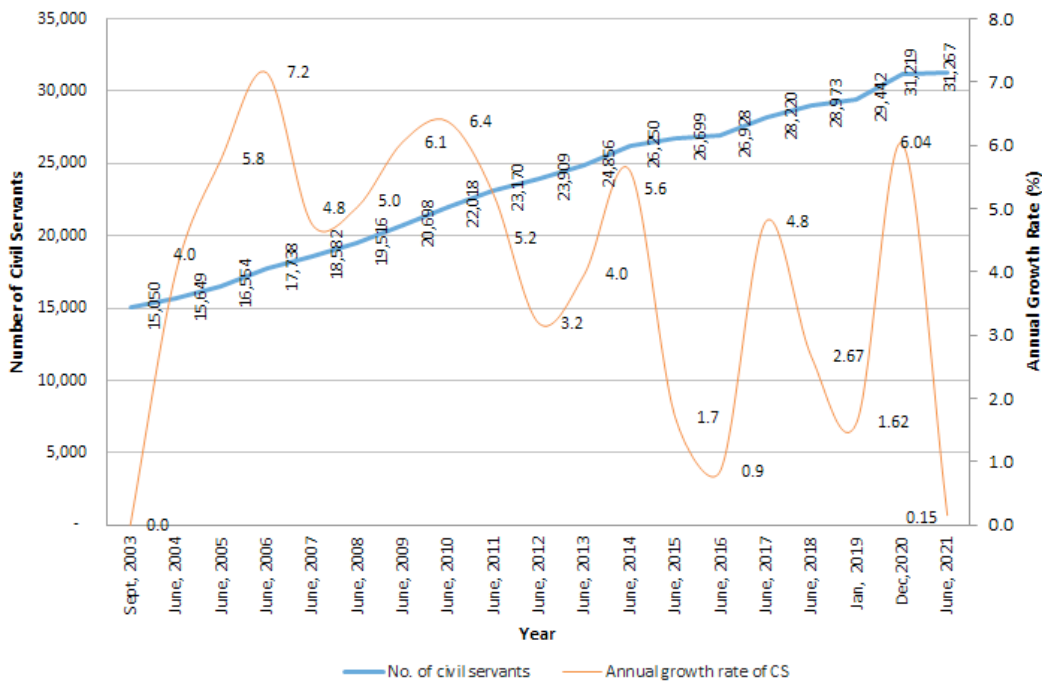
Table 45: Employment and Wage Level

Sl. No.	Employment	2002-2003	2007-2008	2013-2014	2014-2015	2019-2020	2020-2021
4.	Government employment as percentage of private sector employment	71.32%	NA	30.6%	31.51%	37.67%	38.23%
5.	Government employment as percentage of total employment	6.78%	7.41%	7.45%	7.64%	10.41%	9.94%
6.	Government employment as percentage of population	2.4%	2.25%	3.39%	3.53%	4.21%	4.14%

4.2 Civil Service Staffing Trend

The strength of the Civil Service as of June 2021 was 31,267, which comprises 26,798 on regular and 4,469 on contract. The ratio of civil servants to population is 1:24, which is relatively higher when compared to other countries. While there is no standard formula to determine the right ratio of civil servants to population, the trends in some successful countries indicate that as the nation progresses, the number of civil servants gets smaller in terms of its ratio to the population. For instance, in Singapore, the ratio of civil servants to its population was 1: 54 in 2013. By 2017, Singapore’s ratio of civil servant to population in 2015 was 1: 67. With a total population of 5.7 million in 2017, Singapore had just 85,000 civil servants, meaning for one civil servant there were 67 Singaporeans, however, going by the trend of Singapore, our size of civil servants is much bigger which is not desirable in terms of efficiency and effectiveness. Even as they combine civil servants (85,000) and non-civil servants (58,000) they have a total of 143,000 public servants and in terms of its ratio to the population, it comes to 1:38.

Chart 1: Civil Service staffing trend (2003 - 2021)



The cumulative growth is 107.75% as of 30 June, 2021 when compared to the strength on 30 September, 2003. The annual growth rate of the Civil Service fluctuates every year due to the changes in government policies. The annual growth rate was 0.15% in 2020, 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 4% 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 3 of this report. The Commission makes efforts to contain the growth to natural attrition rate.

4.3 Age profile of the Civil Service

The median age of civil servants is 36 as on 30 June, 2021, which has aged by nine years compared to 2006.

Table 46: *Distribution of civil servants by Age Group*

Age group	June, 2006	June, 2021
>60	24	68
55-59	174	800
50-54	853	1869
45-49	1383	2537
40-44	2024	4731
35-39	2881	6322
30-34	3867	7201
25-29	5269	6261
20-24	1858	1475
<19	16	3

4.4 Gender Profile of Civil Service

The percentage of male civil servants is 61% and that of females is 39 %. Out of a total of 18,935 male civil servants, 16,580 are regular service and 2,355 are on contract. From the total of 12,332 female civil servants, 10,218 are regular service and 2,114 are on contract service. Over the past years, the gender gap has been closing fast. The number of females in the Civil Service in the past 20 years has almost quintupled from 3,222 to 12,332 which has increased from 23 % to around 39 % of the total civil servants today.

Chart 3: Civil Servants by Gender (1996-2021)

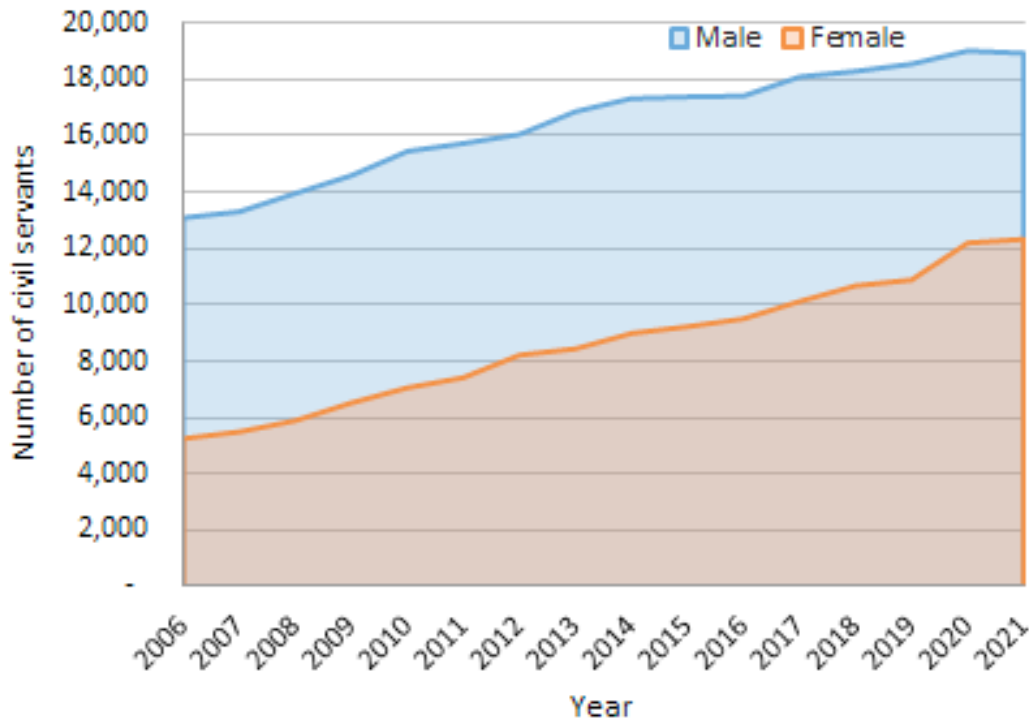


Table 47: Civil Servants by Gender and Age Groups

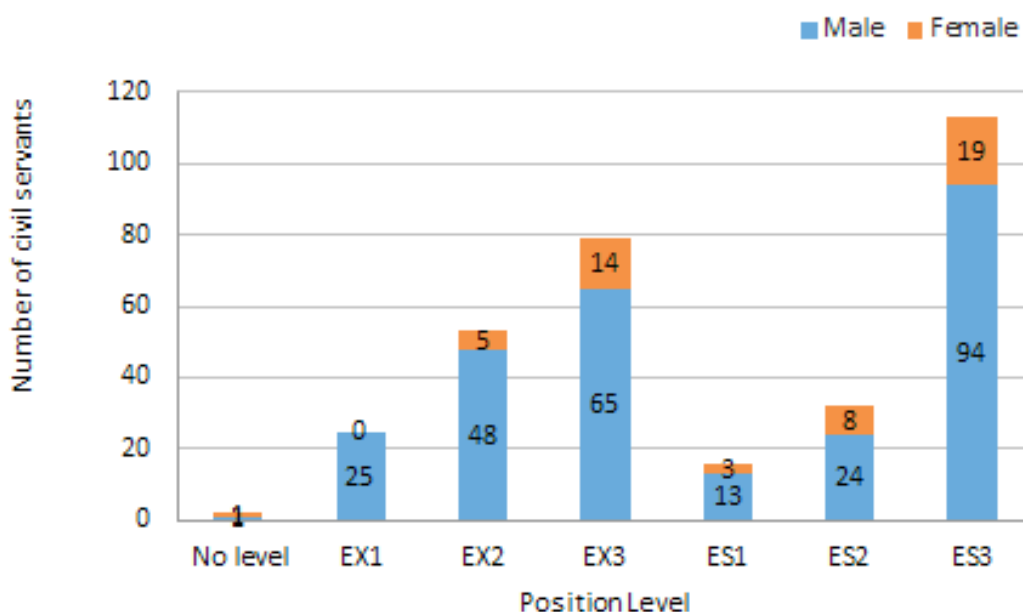
Age Group	2008			2020			2021		
	Female	Male	Total	Female	Male	Total	Female	Male	Total
19 years & Below	2		2	3	2	5	3		3
20-24 years	584	496	1,080	923	633	1,556	893	582	1,475
25-29 years	2,383	3,514	5,897	3,175	3,140	6,315	3,219	3,042	6,261
30-34 years	1,407	3,020	4,427	2,982	4,357	7,339	2,960	4,241	7,201
35-39 years	664	2,343	3,007	2,408	3,893	6,301	2,429	3,893	6,322
40-44 years	420	1,872	2,292	1,586	3,015	4,601	1,628	3,103	4,731
45-49 years	196	1,219	1,415	614	1,754	2,368	685	1,852	2,537
50-54 years	77	956	1,033	365	1,515	1,880	373	1,496	1,869
55-59 years	27	315	342	137	652	789	135	665	800
60+ years	3	18	21	7	58	65	7	61	68

Grand Total	5,763	13,753	19,516	12,175	19,103	31,219	12,332	18,935	31,267
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4.5 Age and Gender profile of Executives and Specialist

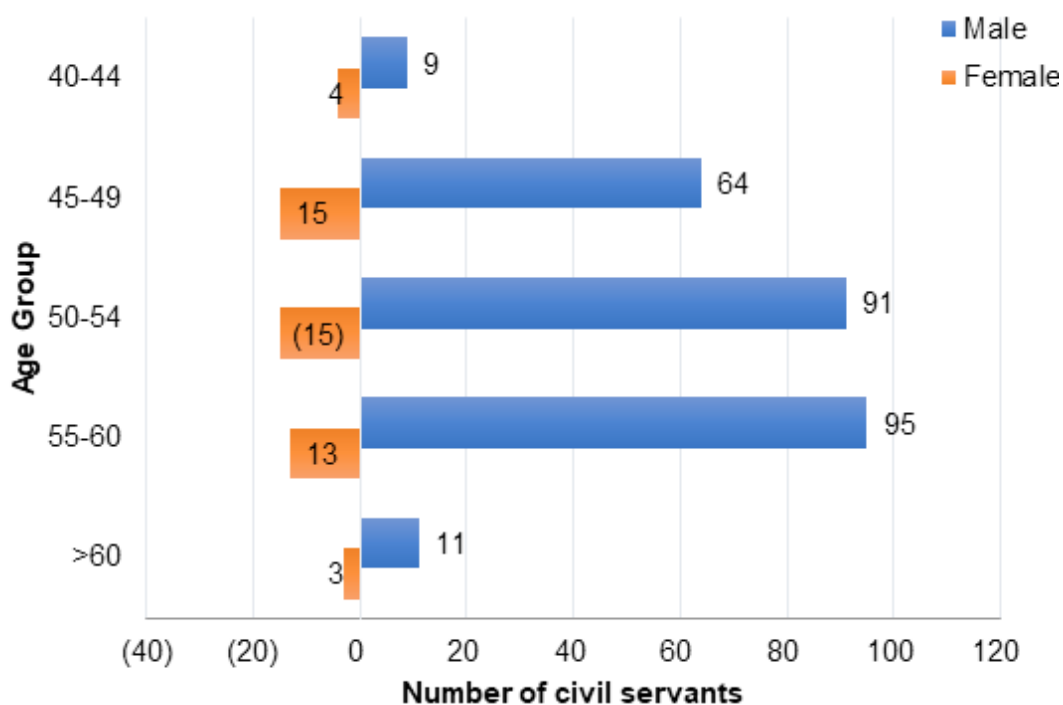
There are a total of 320 civil servants in the ESC as of 30 June, 2021. Of the total, 159 are Executives (including eminent members of the National Council) and 161 Specialists (chart 4). Executives account for one percent of the total Civil Service strength which indicates that the Civil Service is not top heavy. On average, in other bureaucracies, the Executives account for around 3 – 5%.

Chart 4: Gender profile of Executives and Specialists



The average age of civil servants in ESC is 53 as of June 30, 2021. The majority of the Executives and Specialists are in the age group of 50-54.

Chart 5: Age and Gender profile of Executives and 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 from the overall female participation level of around 39% in the Civil Service.

4.6 Length of Service by years

The average length of years of service by Position Category is as shown in Table below:

Table 48: Length of Service

Position Category	No. of civil servants	Average length of service (in years)
Executive and Specialist ¹	320	25
Professional and Management	14917	10
Support and Supervisory	13530	12
Operational	2500	10
Total	31,267	

4.7 Civil servants by location

With a total of 8,750 civil servants, Thimphu *Dzongkhag* has the highest number of civil servants followed by Chukha with 2,265 and Sarpang with 2,145. Gasa *Dzongkhag* has the least with 305 civil servants.

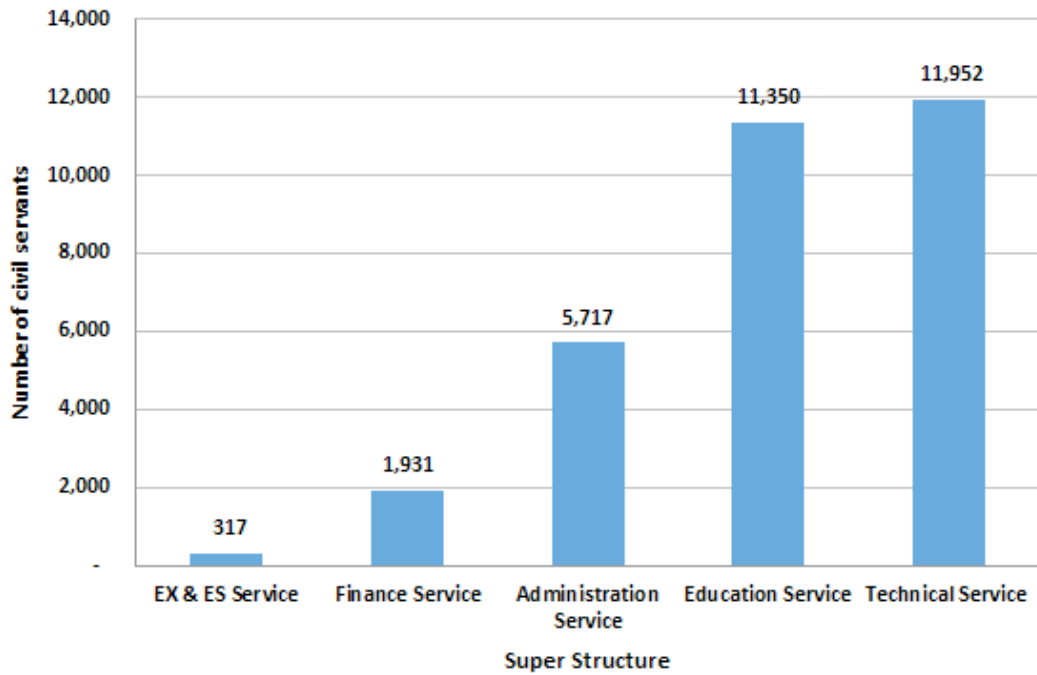
Table 49: Civil servants by location

Location	ESC	PMC	SSC	OC	Total
Thimphu	235	4249	3390	876	8750
Chukha	8	1108	1002	147	2265
Sarpang	11	933	1052	149	2145
Trashigang	3	871	849	149	1872
Mongar	6	781	839	128	1754
Paro	15	798	801	121	1734
Samtse	4	920	674	82	1680
Samdrup Jongkhar	2	654	698	118	1472
Wangdue Phodrang	4	614	521	60	1199
Bumthang	7	406	515	124	1052
Zhemgang	2	395	463	91	951
Punakha	1	493	386	64	944
Dagana	1	457	387	62	907
Pemagatshel	2	425	350	62	839
Tsirang	2	391	340	59	792
Trashiyangtse	3	393	325	50	771
Trongsa	1	295	301	48	645
Lhuentse	1	293	240	46	580
Haa	2	266	208	39	515
Gasa	1	119	162	23	305
Outside Bhutan	9	56	27	2	95
Grand Total	320	14,917	13,530	2,500	31,267

4.8 Civil Service by Super Structure

Of the five Super Structures, the Technical Service has the highest number of civil servants with 11,952, followed by the Education Service with 11,350 and then the Administrative Service with 5,717. The Finance Service has 1,931 civil servants while the EX & ES Service has the least number with 317.

Table 50: Civil servants by Superstructure



4.9 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 9,977, 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 6: Annual Education & Training Services and Medical & Health Services Group as a Proportion of Total Annual Recruitment

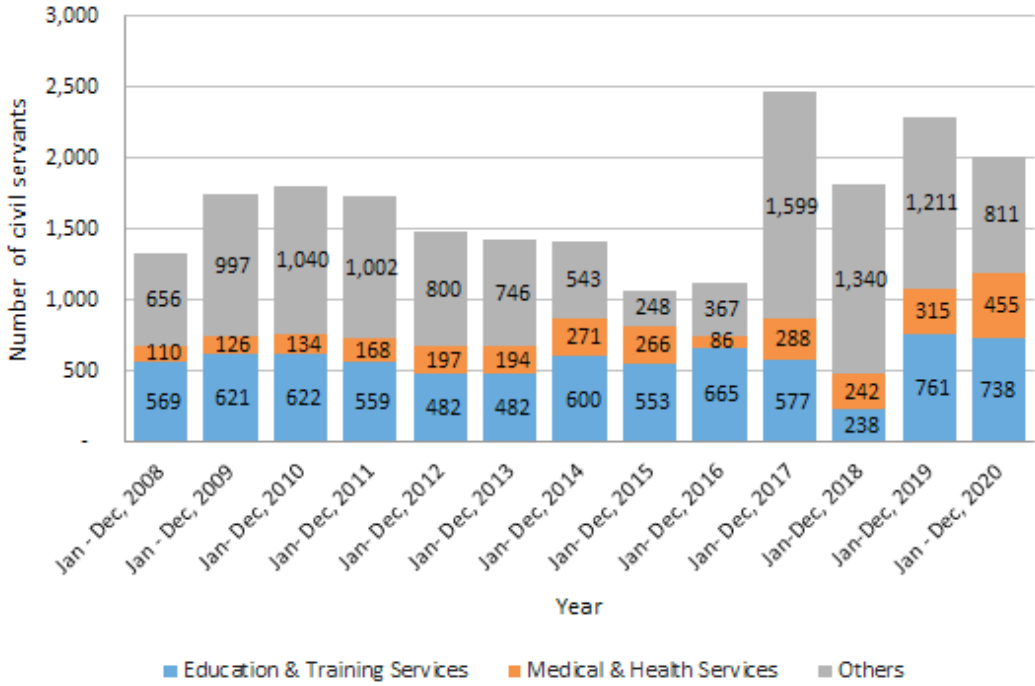
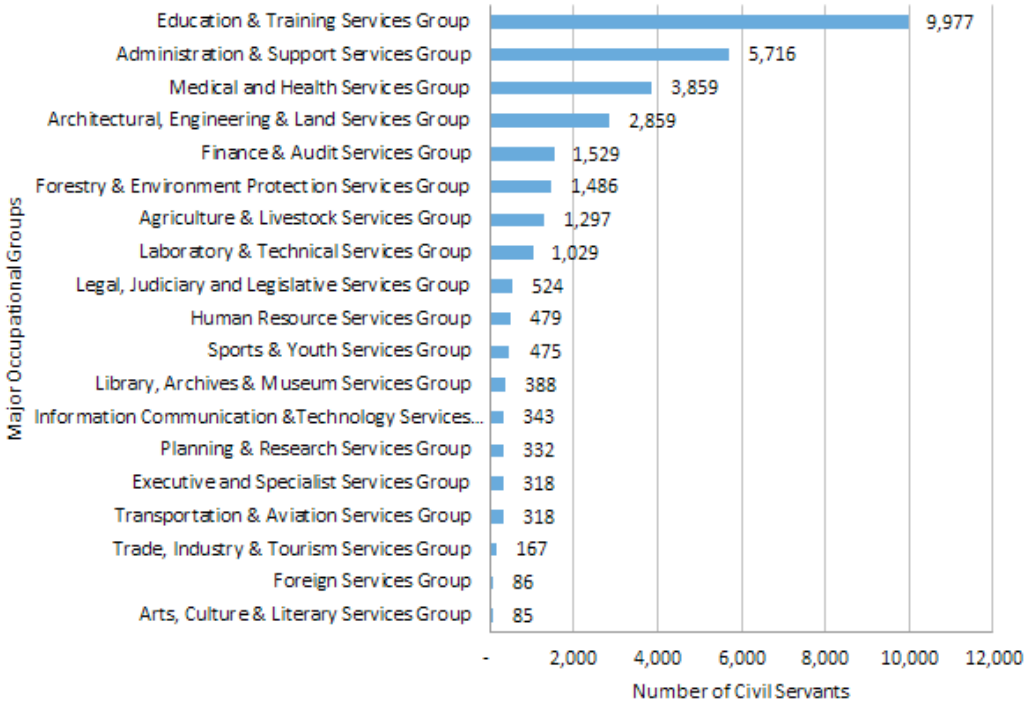


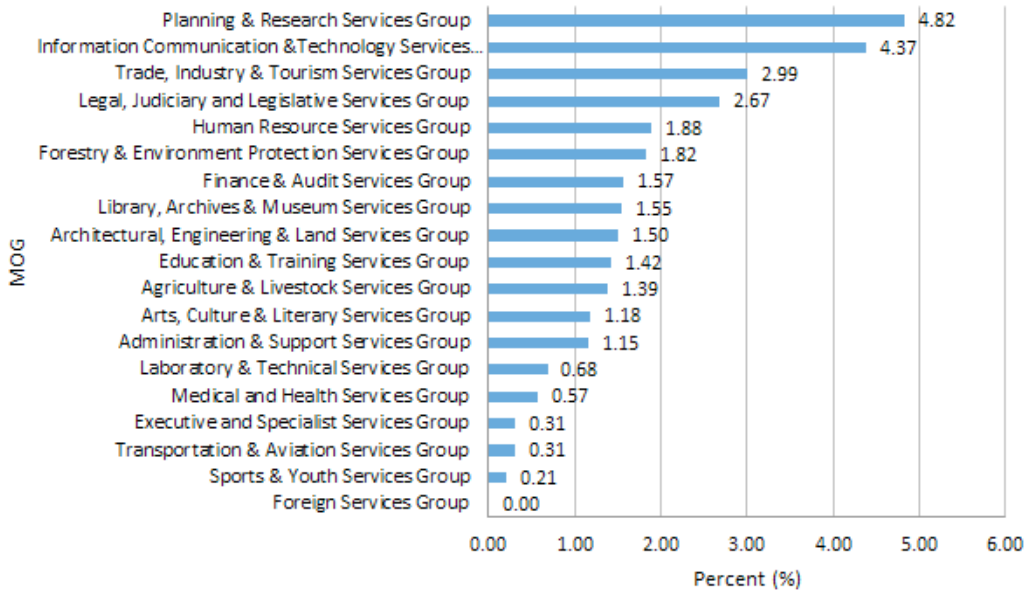
Chart 7: civil servants by MOG



4.10 Extra Ordinary Leave

A total of 418 civil servants are on EOL as of 30 June, 2021. 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 8: *civil servants on EOL*



PART 5 – ADMINISTRATIVE ACTION

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”.

Table 51: *Summary of administrative actions taken against civil servants during the reporting period;*

Nature of action	No. of civil servant/cases	Actions taken
Disciplinary cases against the civil servant.	23 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.	16 appeal case.	In all cases, the Commission upheld the decision of the Agencies and earlier Commission’s decision. However, based on the documentary evidence, the Commission altered the administrative action rendered by the agency in one appeal case.
Complaint cases received from ACC.	6 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 3 ATR from the Agencies wherein, some Agencies have taken administration actions while other cases are dismissed for no legal basis after the investigation.
Prosecuted before the Court of Law.	1	Case ongoing at High Court and awaiting Court’s verdict.

Suspension.	3	Under investigation by respective agencies.
EoL extension.	27	As provisioned in Section 10.12 of the BCSR 2018, civil servants shall be eligible for EoL up to a maximum of 24 months. However, during the reporting period of 2020 to 2021 due to COVID-19 pandemic and closure of international travels, the Commission had extended the EOL beyond 24 months.

PART 6: NETWORKING AND LINKAGES

As the Central Personnel Agency of the RGoB, it is important that the RCSC work 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, the RCSC also maintains networks 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 RCSC still continues to extend MoUs with RIGSS, RUB, KGUMBS, ACC and *Zhung Dratshang's* Institute of Science and Mind. In line with the MoUs, the RCSC has received continuous support building leadership capabilities of civil servants through the conduct of various Leadership Programs, supported waiver of service obligations, and HR requirements.

6.2 New Networks and linkages with in-country institutions

6.2.1 De-Suong Office (Guardians of Peace)

In the continuous effort to ensure that the civil servants become a member of De-suup and remain able and ready to serve the nation, the RCSC has signed the MoU from July 2020 onwards. This MoU provides a clear framework on the deployment of De-Suup civil servants and its management.

6.2.2 MoU with Jigme Singye Wangchuck School of Law

The RCSC continues to maintain the MoU with JSWSL to provide greater latitude to Law School on HRD Programs, and the types of movement of civil servants to JSW school.

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), with funding support from Temasek Foundation (TF) Singapore, with the aim to enhance Public Sector Innovation. With funding support from TF, the second collaboration with SP on the development of the Competency-Based Framework for Civil Service was launched on 6 August, 2018 and has successfully completed. The current

program supported by TF in collaboration with SP is “Professionalization of Civil Service Program”, which was launched on 4 November, 2019 with the signing of a Note of Understanding (NoU) between SP and the RCSC. The 36-month program aims to enable the RCSC to strengthen the capacity and capabilities of 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 decided to deliver the program virtually and successfully completed workshop 1 and 2 in May 2021. The current program’s output would be to strengthen the use of existing Competency-based Frameworks to build capabilities in setting-up Professional bodies like Engineering Council, TVET Teachers’ Standard and Proficiency Certification and Proficiency Certification of HR Officers. This program will be the building blocks that will support professional certification and accreditation of critical occupational groups in the Civil Service.

6.3.2 Lal Bahadur Shastri National Academy of Administration, India

The 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. The 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 by the Director of LBSNAA, a delegation from the RCSC and RIM paid a visit to the Academy in November 2019 upon the former’s invitation. The delegation discussed areas of further cooperation between the two Agencies, which could not be vigorously pursued as a result of the pandemic, but a major milestone has been achieved as we were able to celebrate and institute ‘Bhutan Day’ as 11th November coinciding with the birth anniversary of the 4th Druk Gyalpo. This tradition of celebrating ‘Bhutan Day’ is significant as the Bhutanese trainees can showcase Bhutan to their Indian colleagues and celebrate the occasion to bond better and carry forward the message of friendship between the two countries.

6.3.3 Japanese Grant Aid, Japan

The Project for Human Resource Development Scholarship by the 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. Bhutan has received the Japanese Grant Aid for Human Resource Development Scholarship (JDS) from 2019 under the Government of Japan funding and the scholarship targets civil servants only..

Excellence in Service

As per the agreement, the Government of Japan will offer 40 postgraduate slots in various fields, with 36 for Master's Degree and 4 for PhD in Economics over the project period of 4 years from 2019 to 2022. The first batch of nine Master's degree candidates and one PhD candidate enrolled in 2019.

6.3.4 Thailand International Cooperation Agency (TICA), Thailand

The Government of Thailand started to provide HR Development assistance from the 1980s, under the Thailand International Cooperation Agency (TICA). The TICA and the RCSC have executed numerous Record of Discussions (RoD) on the Technical Cooperation programme for HR Development. The tenure for the Technical Cooperation programme is three years and is renewed at the end of each tenure. The TICA and the RCSC were on the 4th Technical Cooperation Programme from 2017 to 2019. However, bilateral meetings on the renewal of the RoD to proceed to the 5th Technical Cooperation Programme could not take place due to the current pandemic situation.

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 in 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

The bestowing of the Royal Kasha in February, 2021 has been most auspicious wherein the key issues in the Civil Service have been clearly reflected. The Royal Kasha has given the RCSC a clear line of sight in terms of its focus and has also reinforced the RCSC with the support and validation for its work in creating, communicating and implementing change.

7.1. Maintaining a “Small, Compact and Efficient Civil Service”

As indicated in the Royal Kasha, “We are yet to leverage the large size of the Civil Service and translate it proportionally to performance and prevent it from becoming an impediment to our national development and progress.”

The growth of the Civil Service in recent years can be largely attributed to the growth in the education and health sectors. In the last 3 years from 2018 to 2020, a total of 1,737 new civil servants have been recruited under Education and 1,012 under the Health sector. A case in point is the annual average intake of 579 teachers and 337 employees under the education sector and the health Sector respectively for the last 3 years. In comparison, the rest of the Civil Service Agencies put together receive only 250-300 Officers. Although a large numbers of teachers have been recruited annually, vacancies in teaching are not stabilising to a reasonable number, despite the average student intake rate from 2016 declining by 2% approximately due to declining birth rates.

Policy decisions on the education system drive the growth of HR. In this respect, RCSC has very little say as the decisions are taken directly by the Government, sometimes in consultation with the Ministry and sometimes unilaterally without due process of policy formulation.

Similarly, in the health sector the demand for HR resources persists as health infrastructure continues to expand. In recent years, we have seen the establishment of many new hospitals as well as the upgradation of the Basic Health Unit from BHU II to BHU I which has tremendous implications on HR requirements.

In other sectors and agencies, we are seeing a positive development with the recent staffing exercise of 49 Departments of 8 Ministries, 25 Agencies, 20 Dzongkhags and 4 Thromdes where demand for staff is stabilising and even decreasing in some agencies. This has been in part driven by ICT systems which have reduced workload due to efficiencies brought on by the system. Furthermore the rigour of assessments for staff requirements, multi-tasking of staff and doing away with redundant posts have also contributed to staff reduction.

The COVID-19 Pandemic has made a significant dent in the domestic revenues

which has resulted in affecting the compensation of employment as a share of revenue from 27.45% in the year 2007-2008 to 48.71% this FY. This points to the other definitive risk of having a large and bloated Civil Service especially during downturns in the economy where the government is constrained in its efforts to provide relief measures due to lack of fiscal space.

7.2. Apolitical Civil Service

The 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. Civil servants, especially those in senior positions, must stay politically neutral and impartial as leaders of their agencies entrusted to deliver on the priorities of the government, and uphold and embody the highest standards of integrity without fear of politically-motivated retribution. As the “permanent Government”, the Civil Service provides the institutional memory, independent and professional view in policy and program development for the long term interests of the country.

While our country has had 13 years of experience with parliamentary democracy, it is still an evolving system compared to mature democracies of the world with decades of experience. On the ground, the relationship between political masters and the Civil Service is still emerging and evolving. Civil servants are expected to support fast moving political agendas and politicians in their eagerness to roll out their agendas, can sometimes result in ambiguous and conflicting directives from political masters, leading to potential tension and/or politicization. There have also been cases of interventions in HR matters like transfers and training, which is the mandate of the Civil Service that presents risks and has serious implications for an apolitical Civil Service.

The RCSC continues to monitor the Civil Service and work closely with senior management to intervene and provide support in terms of ensuring apolitical Civil Service. The RCSC also engages with the Executives through its annual coordination meetings that provide platforms for discussions to arrive at a common understanding on how the independence of the Civil Service can be balanced with the need for political responsiveness and public accountability, and provide an optical axis for managing the political administrative interface.

7.3 The challenges of collaboration and coordination

The challenge of collaboration and coordination has been a long standing one. It is also clearly reflected in the Royal Kasho as “Agencies pursue isolated sectoral objectives while administrative processes burden efficient service delivery. Communication and coordination has been further sidelined in the quest for autonomy by different agencies.”

In our earlier Annual Reports, we have reflected this issue under the “Whole of Government” approach. Agencies generally tend to function in a ‘siloes’ fashion with limited or minimal interaction with their stakeholders. This issue became very evident during the recent Mid-term review of the 12th Plan held in the spring of 2021. With Governments all over the world facing complex multi-dimensional challenges that are intertwined, cross jurisdictional and less predictable, such siloes approaches make governments ineffective at the least and creates lost opportunities and enhanced risks on the other hand.

These challenges have come to the forefront in the context of increasingly fast paced and disruptive change like the COVID-19 Pandemic. In a unique occurrence, the WoG approach in managing the COVID-19 Pandemic has been exemplary due to the convergence of many favourable and exceptional circumstances. It has provided evidence of ability and potential to work in a joined up, collaborative and networked manner. We are hopeful that this positive experience of working collaboratively to mitigate and manage the pandemic has created a turning point in our working culture.

To ensure that systems incentivise and embed such practices, the RCSC has developed the Leadership Statement and the Support Functions Assessment as management tools for performance improvement and accountability enhancement through better staff engagement, increased ICT use, greater collaboration & coordination, and continuous innovation. This will be introduced starting the 2021-22 Fiscal Year.

7.4 Inadequate Public Service Delivery

Public Service Delivery, a key responsibility of the Civil Service, has many challenges. As the pandemic continues unabated, alternative Public Service Delivery modes have become more crucial than ever. Demand for online services has become as important as the conventional offline delivery mode, not only from the aspect of convenience but more from a need and inevitability perspective. For ensuring quality public service, a professional public service delivery system that focuses on clients, rather than providers is fundamental. The citizens, as clients of PSD, must know the basic requirements and processes in availing services including the turnaround time. This and other information, while available in some form as service guidelines and service delivery standards, are not widely disseminated or known by the citizenry. The unavailability or lack of clarity in such critical and basic information has resulted in the citizens not being able to gauge the services that they receive, leading to poor accountability of service providers to their clients.

Service providing agencies must build trust amongst their clients through robust engagement processes which are inclusive and goal oriented. Towards this, a monitoring and assessment framework (MAF) is being developed and tested on real service users. This framework will enable service users to rate service providers

and agencies on various aspects in the service delivery processes that influence the citizen experience as satisfactory or otherwise. The rating will translate into a score for the Division/Section which will form a part of the overall APA/ APT score of the agency concerned. This service measurement framework that monitors, assesses, and manages performance of the division/sector will cascade further down to the individual and will hold the incumbent responsible and accountable for his/her action.

7.5 Greater Decentralisation and its Impact on the Human Resources

As democracy deepens and gets entrenched at the grassroots, it is only logical that decentralisation is also furthered. With the Gov't decentralisation policy of allocating 50% of the Plan Budget to LGs in the 12 FYP, it calls for a commensurate increase in the Human Resource capability to implement the programs emerging from this increased funding in the LGs.

Capacity development is one way to keep up with the growing need for HR in the LGs and agencies. What is lacking in numbers should be made up with the quality of Human Resource. Investments in HR capacity development, especially for the LGs, have been planned through a consultative process and implemented. The conscious effort to develop the professional and personal capacity of the individual in our bid to achieve quality HR in the LGs is a relentless exercise to build a class of competent professionals capable of delivering efficient services to its citizens. It is hoped that this approach will, in the years to come, make up for the perceived lack in numbers.

On the other hand, frequent staffing review exercises and intermittent ODE of the agencies led by the RCSC gauge the status of the organisation vis-a-vis its capability to fulfill its current mandates. Based on the conclusions evidenced from such exercises, HR numbers are accordingly varied, processes/systems are improved/upgraded, and leadership developed/trained and sometimes changed, as appropriate. All these actions call for a strong desire and willingness on the part of leadership at all levels to analyse, reflect and take hard decisions for the benefit of the Civil Service and the progress of development administration.

Decentralization has left a major positive impact on the HR landscapes. Local Gov'ts are made responsible for implementing ever higher and bigger chunks of development programs in line with the decentralization policy. This has forced the LGs to prioritise capacity building. The impetus is further reinforced by the need to manage perception wherein failure to deliver APA target, as a result of poor HR capacity, is not accepted as a credible justification. With credibility of leadership and management at stake, the entrenched practice has been to try to bring in people with the right capacity, in the first instance, or resort to building capacity for the agency. The most reliable choice has been to plan and budget

for HR development in specific areas of need so that capacity is retained in the organization for a predictable period of time. The other option of trying to get the right personnel to join the organization is elusive as supply is limited.

The clear link between achievement of APA targets and competency of the personnel in the organization has led to articulation of ever increasing HRD budget in the agencies. The decentralisation process, with its accountability structure, has forced the civil service to understand the importance of skill and competency in achieving set targets. This clear correlation between competency and performance has created a virtuous cycle of budgeting, training and performance. Not surprisingly, capacity building in organisations is increasingly becoming a norm as agencies strive to keep up with digital upgrades, new PSD initiatives, and other evolving imperatives to stay relevant as the economy revs up for the 21st century.

7.6 Minimal accountability and complacency brought on by job security

The Royal Kasho also highlighted the issues brought on by job security as “We have to take on board legitimate concerns over the sense of complacency and indifference generated by guarantee of job security. Protected employment has assumed that competencies and skills, job descriptions, and projects remain valid till superannuation. Seniority has been conflated with authority and competence.” It also highlights the minimal accountability in the Civil Service.

Career progression in the Civil Service is predictable and requires minimal performance requirements. It is generally not tied to the availability of positions except at Senior Civil Service positions (P1 and above). Promotion is seen as almost a matter of right for CS and is not tied to the potential to shoulder higher responsibilities. This has led to complacency on one hand and very limited competency development on the other. Furthermore, the system does not have a dynamic exit management process and it allows CS to stagnate in their position levels causing bottlenecks, disgruntlement and motivation issues for many in the CS.

The RCSC is working on a dynamic career progression and exit management system with the objective to recognise potential, encourage good performance, and reward merit through structured competency development programs, dynamic career progression ladders, and effective reward & recognition systems. Initially check dams will be instituted for the PM Category to ensure career movement is based on performance and potential. The system should fast-track upward career movement for stellar performers from the pool while allowing good performers a regular paced career growth. Average performers will have a longer and steady career progression in the Civil Service with exit at different position levels depending on their ability to span the check dams. For those who stagnate for extended durations due to the lack of required competencies or low performance

and potential, their exit will be facilitated through early retirement schemes. In this way, we expect the system to incentivize good performance with the enhancement of relevant competencies, address stagnation and refresh the talent pool to build a change and future ready workforce.

7.7 Challenges imposed by frequent policy changes

Changing policies with successive change in government in HR intensive sectors like Health and Education lead to a huge increase in human resource requirements as highlighted in Part 7.1. Without adherence to existing policy making processes, policies are being developed with limited due diligence, consultation and appreciation of the practical implications on the ground and future sustainability. Such practices could lead to many issues in the future. A case in point is the frequent change in the education sector policies where many new interventions are being introduced even before the earlier systems/processes stabilise. This raises questions of quality, cost effectiveness and sustainability of such policies.

Annexure 1

1. RCSC/LD-63/NOTIFICATION/2020/3753 dated 1 May, 2020 issued to ensure clarity on the definition of “Publication” which is mandatory criteria for promotion to Specialist Positions (ES3-ES1),
2. RCSC/LD-63/2020/148 dated 21 July, 2020 with regard to major implications on organizational performance and continuity of service when civil servants, especially those in Executive Positions are absent for extended periods from office while on medical leave, study leave and on suspension.
3. RCSC/LD-63/NOTIFICATION/2020/450 issued on 16 September, 2020 issued with regard to the definition of publication for Promotion of Civil Servants to Specialist Positions (ES3-ES1)
4. RCSC/CSED-1/2020-2021/33 issued on 24 December, 2020 for the postponement of the Main Examination for BCSE 2020 due to the COVID pandemic.
5. RCSC/LS-63 /2020/16/327 issued on 26 August, 2020 extending the deadline for Submission of Feedback through the Leadership Feedback System and IWP Planning, Review and Evaluation in the MaX Online System.
6. RCSC/LD-63/2020/552 issued on 24 September, 2020 to make the entry position level for PMC uniform across the board at P5, starting the recruitment through Bhutan Civil Service Examination of 2023 for appointment into Civil Service in 2024.
7. RCSC/LD-57/2020/1426 issued on 23 December, 2020 to activate the Work-from-Home protocol wherever possible and feasible to keep services delivery going.
8. RCSC/LD-63/2021/3005 issued on 31 March, 2021 reminding civil Servants to abide by the provisions of the Civil Service Act 2010 and BCSR 2018 during the Local Government Elections
9. RCSC/LD-63/2020-21/4355 issued on 23 June, 2021 introducing the Leadership Statement and Support Function Assessment as part of the Leadership Accountability and Development Framework from the FY 2021-2022 onwards.

Excellence in Service