
ANNUAL REPORT

 2024-2025



ROYAL CIVIL SERVICE COMMISSION



“The bureaucracy must be agile enough to keep up with the rapid changes and innovations arising from the GMC. Our goal is to create an Enlightened Entrepreneurial Bureaucracy within the next 10 years to ensure successful convergence. If we fail to do this, comparisons will inevitably be made between the success of GMC and the lack of progress elsewhere in Bhutan and if there is no convergence, I will have failed.

I am giving 10 years for this transformation to take place.”

- His Majesty's Address to the Nation on the 117th National Day
17th December 2024

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 2010.

IN GRATITUDE TO HIS MAJESTY THE KING

The Royal Civil Service Commission (RCSC), on behalf of all civil servants, offers our deepest gratitude and unwavering loyalty to His Majesty The Druk Gyalpo. Throughout the past year, His Majesty has tirelessly shaped Bhutan's future with a transformative vision and strategic foresight, leaving a profound impact on the lives of every citizen. While the full extent of His Majesty's compassionate work is immeasurable, we reflect on some defining moments that have elevated the nation's collective resolve and guided Bhutan's journey toward transformation by shaping national consciousness and building human capital.

1. Historic Launch of Gyalsung (National Service) Programme


Under His Majesty's vision and guidance, the Gyalsung institution made a historic launch, empowering 6,331 young Bhutanese from September 2024 to June 2025. These youths, now known as Gyalsups, have been equipped to actively contribute to nation-building, strengthening the security, peace, unity, harmony, and sovereignty of our country. Each cohort's Passing Out Parade was graced by His Majesty's presence, providing guidance, wisdom, and visionary directives that continue to steer the nation with purpose and clarity.

2. Bhutan Baccalaureate Programme

His Majesty The King graced the launch of the Bhutan Baccalaureate at the Druk Gyalpo's Institute in Dungkar Dzong, Paro, on July 4, 2025. This pioneering educational model is a testament to His Majesty's deep recognition as a cornerstone in shaping the nation's future. Rooted in the vision set forth in the Royal Kasho on Education Reform, 2020, the Bhutan Baccalaureate embraces a holistic approach to learning, breaking down conventional boundaries of traditional schooling. The curriculum is anchored on five core areas of development: cerebral, emotional, spiritual, social, and physical, each essential for a child's overall growth. The program was first implemented at The Royal Academy in 2016 and expanded to 22 other schools in 2021, preparing learners to thrive both locally and globally. It has garnered international recognition from institutions like the University of Oxford and HundrED in Finland, and is continuously refined by a panel of global educators and experts to nurture self-directed learners adept at leveraging both traditional resources and emerging technologies like Artificial Intelligence (AI).


3. Gelephu Mindfulness City

The Gelephu Mindfulness City (GMC), the most ambitious national undertaking of our time, continues to take shape under His Majesty’s visionary leadership. Envisioned as a Special Administrative Region that harmonizes Bhutanese values with global innovation and sustainability, GMC represents a bold leap into the future. Over the past year, several key milestones have been achieved:

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- On February 10, 2024, His Royal Highness Gyalsey Jigme Namgyel Wangchuck received the Royal Charter for the Gelephu Mindfulness City. This charter laid the foundation for GMC's development as a Special Administrative Region.
 - On October 1, 2024, His Majesty appointed the CEO, a global Board of Directors, and the Governor of the Gelephu Mindfulness City.
 - On October 1-3, 2024, The Bhutan Innovation Forum was held at Dungkar Dzong, Paro. This three-day event brought together global thought leaders to deliberate and generate ideas for the city's development.
 - On December 17, 2024 during the celebration of the 117th National Day, His Majesty introduced the Diamond Strategy, a roadmap for Bhutan's mindful progress under “One Country, Two Systems” approach.
 - On December 26, 2024, His Majesty granted the ‘GMC Law No. 1 of 2024’ at Machhen Lhakhang, establishing the legal foundation for the city's governance. The law incorporates best practices from leading systems in Singapore and the Abu Dhabi Global Market.
 - On July 8, 2025, His Majesty launched the construction of the Gelephu International Airport, a major national infrastructure project that will serve as a gateway for future connectivity and economic growth.

4. Strengthening Bhutan's Global Stewardship

His Majesty The King has steadfastly elevated Bhutan's presence on the global stage, reinforcing its identity as a principled, sovereign, and future-ready nation through visionary leadership and purposeful diplomacy. Some key moments in this endeavour are:



On June 19, 2024, Seven Thai universities jointly conferred Honorary Doctorate degrees on His Majesty at Dungkar Dzong. This tribute recognized His Majesty's extraordinary leadership and celebrated the longstanding relationship between Bhutan and Thailand, particularly in education and youth development.

On July 8–15, 2024, Their Majesties undertook a historic state visit to Mongolia, the first by a Bhutanese Head of State. His Majesty served as Guest of Honour at the Naadam Festival, held bilateral meetings with Mongolian leaders, and oversaw the signing of agreements to deepen cultural and diplomatic ties.

On April 25-28, 2025, Bhutan warmly welcomed Their Majesties The King and Queen of Thailand on their first State Visit to the country, reaffirming the deep friendship and strengthening cultural and diplomatic engagement between the two nations.

On May 27, 2025, The Chiba Institute of Technology in Japan conferred an Honorary Doctorate on His Majesty in recognition of his leadership in Bhutan's democratic transition, the philosophy of Gross National Happiness, youth empowerment, and visionary national projects such as Gyalsung and the Gelephu Mindfulness City.

On June 5, 2025, His Majesty met with His Majesty King Carl XVI Gustaf of Sweden at the Royal Palace in Stockholm. The meeting took place during His Majesty's participation as the Guest of Honour at the Brilliant Minds Summit, a global forum for ethical innovation and leadership.

5. Historic Visit to Australia

On October 10–18, 2024, Their Majesties made a historic visit to Australia, where Their Majesties granted Royal Audiences to over 27,000 Bhutanese citizens across three major cities: Sydney, Canberra, and Perth. In a poignant display of his role as the People's King, His Majesty's visit resonated deeply with the Bhutanese diaspora, evoking the sentiment of a parent visiting their children in a foreign land. His Majesty emphasized that the primary purpose of the visit was to reconnect with the Bhutanese diaspora, acknowledge their contributions, and, most importantly, invite them to be integral partners in Bhutan's ongoing transformation. The message was clear and heartfelt. His Majesty encouraged them to gain valuable exposure, knowledge, and skills and to use these to help build a stronger Bhutan, reinforcing the enduring connection between the King, the people, and the country.

6. 117th National Day Address—A Call for strategic alignment

His Majesty's Royal address on the 117th National Day: His Majesty pronounced the Diamond Strategy, a comprehensive roadmap for the nation's mindful progress. This strategy calls for strategic alignment and convergence with the Gelephu Mindfulness City through parallel reforms in bureaucracy, democracy, education, and the legal system.

Central to this vision is a clear and powerful message for the Civil Service to transform into an **“Enlightened Entrepreneurial Bureaucracy”** within the next decade. His Majesty set a very high standard of performance for himself, working tirelessly for the welfare of his people and the long-term security and prosperity of the nation. He expects no less from his people, calling upon each civil servant to work hard and achieve a **10x performance** to compensate for what cannot be achieved in numbers given our small population. To meet this challenge, the Civil Service must become more agile and entrepreneurial, functioning with the operational and financial efficiency of a multinational corporation.

This call sets a clear and ambitious goal for the Civil Service, and the RCSC humbly reaffirms its unwavering commitment to spearhead the Civil Service reforms aligning the Diamond Strategy.

7. Royal Audience to newly appointed Civil Service Officers

On December 24, 2024, a total of 771 newly recruited Officers were blessed with a Royal Audience with His Majesty. During this momentous occasion, the officers were privileged to receive golden words of wisdom on the transformative potential of GMC for Bhutan's future. The group was uniquely placed to execute the responsibilities of the 'Diamond Strategy' over the next ten years. The Officers were bestowed with *Kalop*, to become highly talented with traits of an entrepreneur driving innovation, and to contribute to making Bhutan '*Kyechen Mingchen*'.

His Majesty commanded the Officers to exemplify the 4Cs—Certificate, Credibility, Communication, and Character, defining the core qualities of service. The value of a Certificate lies in applying education meaningfully to society. Credibility, founded on integrity, reliability and consistent performance, builds trust. Communication fosters clear leadership through clarity of expression, listening, and fostering unity. At the core, Character guides ethical, value-driven action, shaping how officers lead and serve the greater good. The Royal Audience instilled a deep sense of purpose and a strong calling to commit their service to the nation as public servants.

8. Royal Audience to Undergraduate Scholarship Recipient

On June 19, 2025, recipients of the King's Scholarship and other undergraduate scholarships, the future talent pipeline for the Civil Service, were honored with a Royal Audience with His Majesty. During the Royal Audience, His Majesty emphasized that true success is founded on integrity, strong character, resilience, discipline, and high ethical standards, supported by a determined mindset rather than fragile emotions. He reminded the students that Bhutan needs visionary architects who will build lasting legacies, not merely bricklayers. His Majesty's words reassured, motivated, and inspired the students to set their goals higher, work diligently, and pursue their life's mission to contribute meaningfully to Bhutan's progress and future.

With humility and reverence, the Civil Service reaffirms our unwavering commitment to cement the ongoing Civil Service reforms and continue to transform for the Diamond Strategy.

KEY HIGHLIGHTS APRIL 2024-JUNE 2025

Policy Reforms

- Launched the RCSC's Strategic Roadmap (2025–2035) towards an Enlightened Entrepreneurial Bureaucracy (E2B).
- Waived off the Preliminary Examination for clinical professionals to manage limited supply.
- Completed the 13th FYP Competency and Professional Development Plan for all agencies.
- Completed the 13th FYP staffing and workforce planning.
- ESP/GSP contract service extended from 3 to 5 years.
- Developed the Performance Based Incentives (PBI) Policy and payout budget proposed for 2025-26.
- Resignation to qualify for withdrawal of lump sum PF extended from 20 to 23 years of service.
- Introduced 14 days of pre-birth maternity leave for expectant mothers.
- Developed Emerging Talent Internship Program.

Professional Development coordinated by RCSC

- Leadership development
 - 99 Executives participated in Executive Forum on E2B.
 - Launched Minimum Mandatory Training more than 1,800 leaders.
 - Launched a 5-month Leaders as a Coach Academy, building Change Agents.
 - 40 executives and 40 PI Chiefs trained on high-impact leadership toolkits.
 - 30 Executives trained in assessment techniques.
 - 36 P2 completed LDP, and another 31 completed High Potential Program
- Competency-based training provided:
 - 93 GAOs and 20 DTS at RIM.
 - 70 engineers at CST.
 - 141 technicians at JNEC.
 - Dzhong-juk training for 247 admin assistants.
- 168 trained in GenAI and RPA

Governance & Transparency

- Created Planning and Economic Sector for Dzongkhags
- Conducted compliance HR audits in 11 agencies.
- Responded to 47 media queries.
- Launched a new webpage
- Launched E2B10X Lab

Motivation & Wellbeing

- Celebrated Civil Service Wellness Day on 11 June in all Dzongkhags.
- Annual leave reserve of up to 30 days instituted for contingency planning.
- The CSW Fund accumulated 235 million Nu.

Recruitment

- Preliminary Examination (2024): 4,102 applicants, 2,684 selected.
- Main Examination (2024): 2,805 applicants, 2,195 selected.
- 2880 new recruits appointed and 2377 separated
- Conducted the first-ever campus recruitment for ICT Officers at GCIT and CST.

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PART I: INSTITUTIONAL OVERVIEW

1.1 OVERVIEW

The Royal Civil Service Commission was established by a Royal Charter issued by His Majesty the Fourth Druk Gyalpo in 1982. The charter granted the Commission the authority to act as the central personnel agency responsible for the recruitment, selection, promotion, training, and overall management of the civil service in the country. Further, the mandate of the Commission was enshrined in the Constitution of the Kingdom of Bhutan, under Article 26, and given the constitutional mandate to “promote and ensure an independent and apolitical civil service that will discharge its public duties in an efficient, transparent, and accountable manner.”

Since its establishment, every Commission has strived to put in place a competent and efficient civil service that is able to support the development efforts of the government and meet the ever-increasing expectations of the citizens. Bhutan’s civil service journey, its evolving structure, core values, and past reforms have prepared it to pursue the new line of sight to build a truly Enlightened Entrepreneurial Bureaucracy (E2B), pronounced during the 117th National Day (2024).

The civil service is structured into four distinct position categories, namely:

- Executive and Specialist Category
- Professional and Management Category
- Supervisory and Support Category
- Operational Category

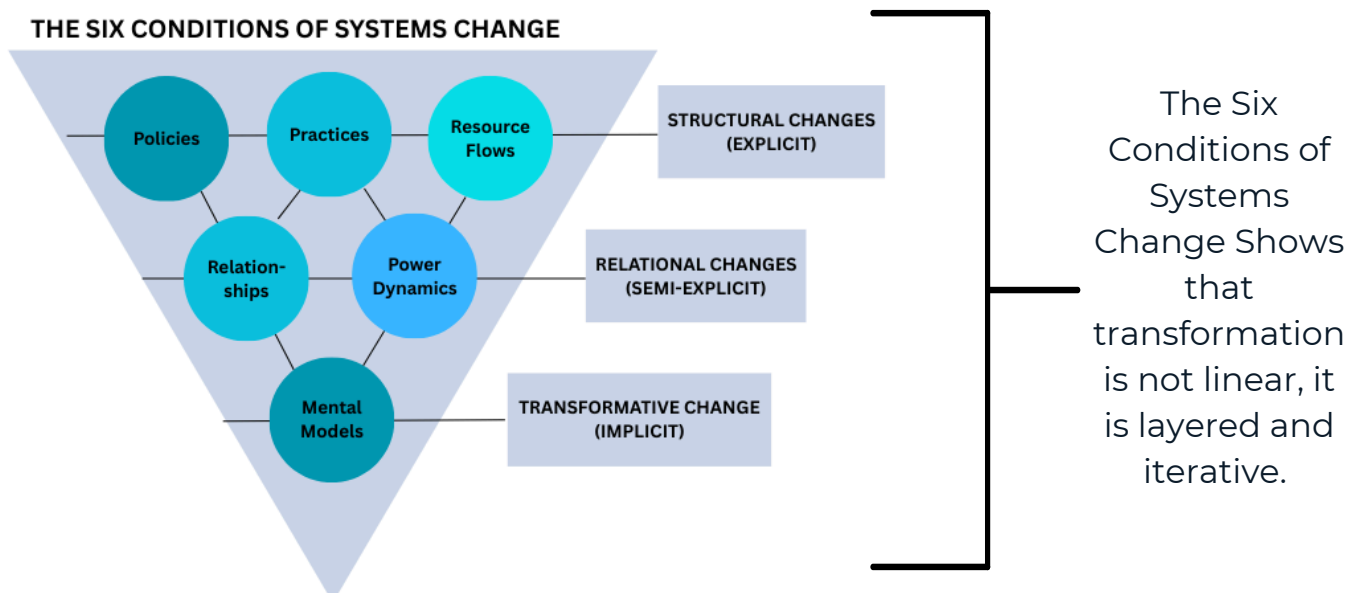
And each category is organized under five broad Super Structure Services (SSS), namely:

- Administration Service (AS)
 - Finance Service (FS)
 - Education Service (ES)
 - Technical Service (TS), including Health Services
 - Executive & Specialist Services (ESC)
-

This structure supports development linked to respective career pathways progressing to Executives Management and Executive Specialists.

The Evolution of the Civil Service Reform in Bhutan can be described using the Lens of Systems Change. A model developed by FSG and the Collective Impact Forum, a framework increasingly used for government reform globally to guide deep enduring change in complex systems. The six conditions of systems change are grouped into three levels:

- Structural Change (Explicit): Policies, Practices, Resource Flows
- Relational Change (Semi-Explicit): Relationships & Connections, Power Dynamics
- Transformative Change (Implicit): Mental Models



Building on the foundations of the pre-democratic civil service, the Royal Civil Service Commission has, since 2008, embarked on a transformative journey of reform, anchored in six conditions of change, to elevate public service relevant to the changing realities.

First Commission: Laying the Structural Foundation

- Civil Service Act and HR policies, position classifications, and career progression.
- Foundational practices such as performance appraisals and the civil service code of conduct were introduced.
- This phase focused primarily on structural change, building the rules and institutionalizing core administrative systems.

Second Commission: Systemization and Professionalization

- Introduced the Super Structure Services and clearly defined cadre architecture.
- Strengthened the performance management system.
- Introduced leadership development frameworks and HR planning.
- These reforms further deepened policies and resource flows, with emphasis on specialization and long-term HR sustainability.

Third Commission: Enhancing Relational Accountability

- Undertook organizational restructuring, flattening hierarchies and sharpening mandates and consolidation.
- Increased accountability at the highest levels of civil service.
- Focused on digitization, technology and efficiency
- Focused on relational change, especially improving relationships and power dynamics between central agencies and local governments, regulators and implementers.

Fourth (Current) Commission: Transformative Change and Mindset Shift

- Focus on a highly self-aware, enlightened bureaucracy by building high-impact leaders and a motivated and well-cared-for civil service, shifting mindsets.
- Focus on an entrepreneurial civil service by developing a high-performing, innovative civil service and a talented entrepreneurial bureaucracy.
- Build an enlightened entrepreneurial bureaucracy that is highly self-aware, drives business outcomes, and maintains human connections.

Transformative reform is beyond structural adjustments and process improvements; it is about how people relate to each other within the organization and across functions and transform to an accelerator mindset, accelerating growth and success for themselves, their teams, and their stakeholders.

To guide the transformative change, the Commission has set a bold vision to develop an Enlightened Entrepreneurial Bureaucracy with a 10-fold increase in productivity (E2B10X) to deliver the Diamond Strategy. The strategy is laid out in the 'Strategic Road Map 2024' with a focus on five key Thrust Areas: High Impact Leadership, Talented Entrepreneurial Professionals, High Performing Workforce, Motivated Civil Servants, and Innovative Civil Servants.

This Annual Report is submitted to His Majesty the Druk Gyalpo and the Prime Minister in compliance with Article 26(9) of the Constitution of the Kingdom and reports on the performance of the Commission for the period May 2024 to June 2025.

1.2 THE COMMISSION



The Fourth Commission was appointed on April 28, 2024, by His Majesty The Druk Gyalpo. The Royal Command on the occasion of their appointment centered on the need for a comprehensive civil service transformation wherein the bureaucracy will have to be in a position to converge with GMC in 10 to 15 years and to commence preparation from now. His Majesty emphasized that the Civil Service must remain agile, relevant, and driven by principles founded on meritocracy and further stressed paying attention to “functions over form,” removing bureaucratic layers, and cutting time-consuming processes with a sharp razor. The Commission was reminded that the bureaucracy must embrace strong corporate culture and values, be results-driven, and maintain the heat of the Civil Service Reform initiatives.

In obedience to the Royal Command and inspired by the Royal Vision of the Diamond Strategy and the concept of an Enlightened Entrepreneurial Bureaucracy with 10x productivity, as pronounced by His Majesty The Druk Gyalpo during the 11th National Day Royal Address, the Commission has identified five strategic thrust areas to rise to the call.

Between April 28, 2024, and June 30, 2025, the Commission convened a total of 49 formal weekly Commission meetings. The Commission has also actively engaged with all 20 Dzongkhags, four Thromdes, Constitutional Bodies, and Central Agencies on numerous occasions to seek feedback and ensure alignment in the implementation of the Royal Vision.

1.3 THE COMMISSION PORTFOLIO



1.4 ROLLING OUT THE 13 FYP

The RCSC extends its sincere appreciation to the Government for its strategic leadership and direction, as demonstrated through the ambitious 13 FYP and the 21st Century Economic Roadmap. The Key Result Areas of the 13 FYP have set the line of sight for the Ministries, Dzongkhags, Thromdes, and Agencies to prioritize. With continuous guidance from the government, the performance of the agencies can be further aligned to the delivery of the key result areas outlined in the plan. The weekly reporting instituted by the Hon'ble Prime Minister has strengthened diligence and discipline to track the progress of implementation and added rigorousness to the functioning of the bureaucracy.

We are grateful for the continued support extended to the Commission's efforts in fostering a high-performing civil service and building the competencies of the civil service.

1.5 CIVIL SERVICE TRANSFORMATION UPDATE

The Civil Service Transformation exercise was carried out from March 2022, which culminated in a major structural reform affecting 46 existing Acts. The Government and Parliament had facilitated the structural reforms with the enactment of the Civil Service Reform Act 2022. Section 7 of the Act states that *"This Act shall remain in force until the existing laws impacted by the Civil Service reforms are amended by Parliament."*

The RCSC has also aligned its performance targets with the reform priorities outlined in the Strategic Roadmap and continues to coordinate with relevant agencies to complete the legal alignment process under the Civil Service Reform Act.

1.6 THE STATE OF THE CIVIL SERVICE

As of the end of June 2025, the strength of the civil service is 30,025, of which 12,390 are female and 17,635 are male. The strength is now close to that of 2021 (31,177), ahead of the high attrition of 8.62% in 2022 and 16% in 2023. Further, the civil service-to-population ratio currently stands at 1:26.

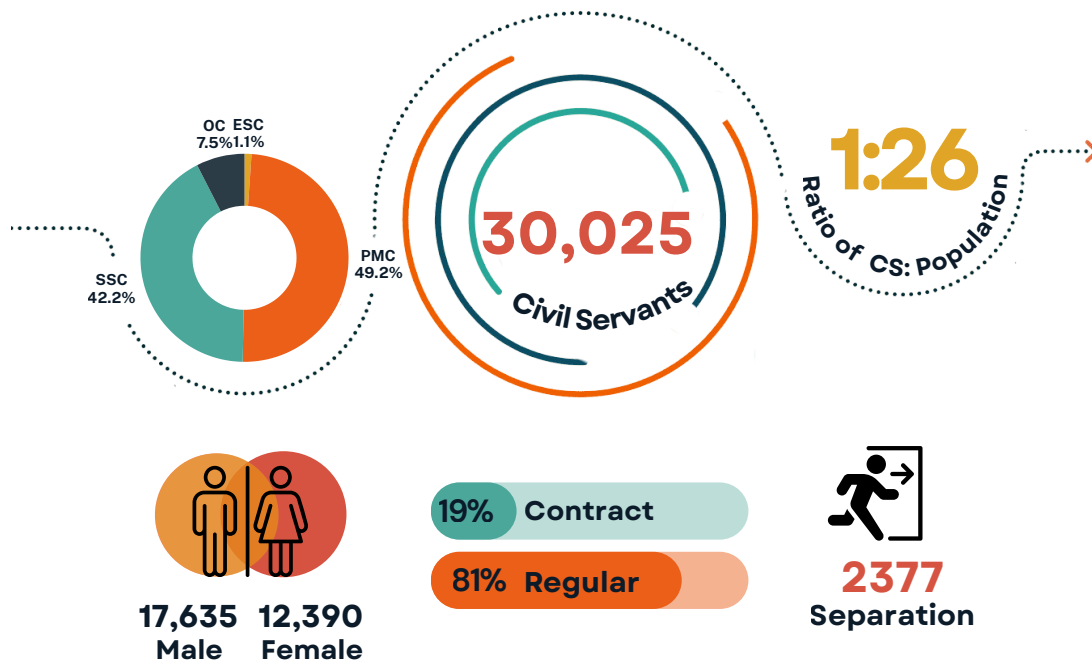
2,880

New Recruits

36



Median AGE



1.7 ANNUAL PERFORMANCE PLANS

The annual performance plan for the financial year (FY) 2024-25 encompassed key priorities within the identified thrust areas, aligning with the Enlightened Entrepreneurial Bureaucracy (E2B) with tenfold productivity (10X) in 10 years' time. To effectively realise the plans and draw clarity in their execution, the planned activities are harmonized with the overall goal of E2B10X within the five strategic thrust areas. The detailed achievement of the Annual Performance Plan has been presented under Part II: Strategic Thrust Area and 1st Year Achievements.

1.8 BUDGET PERFORMANCE

In the fiscal year 2024-25, a total budget of Nu.627.326 million, consisting of a Nu. 551.009 million capital budget and Nu. 76.317 million for current expenses, was approved. The budget utilisation rate for the reporting year stood at 93.01%. Savings amounting to Nu. 43.838 million were realized through the successful implementation of stringent cost-optimization measures, without compromising planned activities. The RCSC budget prioritizes undergraduate (UG) scholarships (Nu. 338.21M), in-service HR development (Nu. 519.44M), and leadership trainings (Nu. 21.51M) aimed at building high-impact leadership and highly talented entrepreneurial civil servants.

1.9 MEDIA ENGAGEMENT

In the past year, RCSC received 45 formal media queries, out of which 42 written responses were provided, and for the three responses, the media house was referred to readily available documents on the website. These queries covered a wide range of topics, including but not limited to those outlined below:

Table 1: Media Queries

Media	Query Type
BBS	Contract Regularisation, MaX moderation, Interview on PMS, Engineering Cluster, Recruitment, BCSE, Civil Service Size, Attrition, UG scholarship, ESP/GSP Para-regular, In-Service Scholarships & Bilateral Institutional Relations between Bhutan and Thailand
Bhutan Times	Bhutan Civil Service Examination
Bhutan today	Civil Service attrition and mismatch of qualification and job
Business Bhutan	Pension, Fullbright Scholarship, GMC recruitment, PMS & Vacancies, Bhutan Civil Service Examination
The Bhutanese	Performance Moderation for Teachers, Contract Regularisation, BCSE, UG scholarship, Separation data, Eol and Recruitment
Meet the press	Re-entry into the civil service for former civil servants, and impact on Fulbright and Humphrey scholarships
Kuensel	ESP/GSP Data, Exit Interview, PMS, EXFo, Dzongkha Standard Testing System (I), RCSC Strategic Roadmap, Drungkhag Administration and GMC, UG scholarship, ESP/GSP standard, Thailand scholarships

The RCSC revamped its website to make it more user-friendly and interactive, enhancing accessibility for all stakeholders. Key announcements, guidelines, and reports were proactively updated through the website and official Facebook page, which now has over 65,000 followers, enabling wider outreach and fostering greater trust and accountability. Beyond formal media requests, clarifications were regularly provided via social media handles like Instagram and Facebook pages, monthly e-Corner and webinar sessions, and the Solution Hub Team, which addressed over 1,000 HR-related queries from civil servants. In line with its commitment to openness, the Commission strictly adhered to the Standard Operating Procedure issued by the Ministry of Industry, Commerce, and Employment for media engagements and further enhanced public dialogue by participating in a topical panel discussion program on BBS TV.

1.10 DEVOLUTION OF HR FUNCTIONS TO AGENCIES

A significant portion of HR functions has been devolved by transferring authority and decision-making from RCSC to individual agencies, empowering them to manage recruitment (contract staff, SSC and OC staff, ESP/GSP), promotion P1 and below, development of staff in domain competency, intra-agency transfers, inter-agency for parented positions, performance management below P1 and Specialist, Extra ordinary Leave, Medical leave, disciplinary cases below P1, Separation and other delegated HR processes within the national policy frameworks outlined in BCSR 2023.

Further, during this reporting period the Commission has sub-delegated the HR responsibilities from the Secretaries to Departmental Heads. With this delegation, most of the tasks that were initially submitted to the Ministry HRC are now managed at the departmental level, empowering the Heads of Departments and reducing the operational burden for the Secretaries to focus on strategic matters.

1.11 PARLIAMENTARY ENGAGEMENTS: PROMOTING TRANSPARENCY & DIALOGUE

During the reporting year, the RCSC engaged extensively with the National Assembly and the National Council. These engagements provided a valuable opportunity for the Commission to present and clarify the principles and objectives behind the civil service policies and reforms. The following are the key parliamentary engagements:

Good Governance Committee National Assembly	Social and Cultural Affairs Committee National Council	Good Governance Committee National Assembly
<ul style="list-style-type: none">• Presentation on the Transformation Initiative, Human Resource Master Plan for the 13th Five-Year Plan, civil service attrition trends, and superannuation profile• Presentation on the MaX Moderation of the Civil Service	<ul style="list-style-type: none">• Consultative meeting on Youth and Substance Abuse• Consultative review of the State of Media in Bhutan	<ul style="list-style-type: none">• Consultative meeting on the National Assembly Amendment Bill with legislative committees of the National Assembly, National Council and the Joint Committee

1.12 PUBLIC SERVICE DELIVERY

In the area of public service delivery, the Commission would like to acknowledge the efforts of the civil service in fulfilling its core mandate of public service delivery, despite the constraint capacities from rising attrition, evolving service demands, and increasing expectations from the citizens. The civil servants have continued to serve with dedication and ensured that essential services reach every corner of the nation, for which the Commission expresses its deep gratitude.

A key milestone in public service delivery is the piloting of the Integrated Service Center (ISC) in December 2024, an initiative from the Prime Minister's Office (PMO). The ISC provides citizens with a "one-stop" platform for over 50 essential public services. Operating under the "no wrong door" principle, the ISC enables both walk-in and online users to receive end-to-end assistance, significantly reducing the need for multiple agency visits. Currently, the ISC offers 65 services from 7 ministries, 10 departments, and 2 agencies, with discussions underway to expand its coverage.

In support of this public service delivery initiative, the RCSC has approved the regularization of 177 Community Center (CC) Operators stationed in the Gewogs and the creation of 205 CCO posts under the Gewog Administration, ensuring the sustainability and professionalization of service delivery at the community level. Further, the Commission has supported its institutionalization by approving the creation of a new position and career ladder for Community Center Operators with entry at the O4A level and provision for career progression.

1.13 ADVISORY SERVICES PROVIDED TO OTHER PUBLIC SECTOR AGENCIES

1.13.1 Organizational Development Exercise (ODE) for KGUMSB

The Organizational Development Exercise (ODE) for Khesar Gyalpo University of Medical Sciences of Bhutan (KGUMSB) was conducted by the HR Audit team. The OD exercise helped KGUMBS to identify inefficiencies in processes and operations, strengthen HR management & performance management systems, and improve governance, student learning outcomes, and coordination with key stakeholders like JDWNRH.

1.13.2 Review of Service Rules and Regulations for Bhutan Livestock Development Corporation Limited

The RCSC supported an upcoming SOE, BLDC, in reviewing their Service Rules and Regulations. The team is working with the BLDC for a comprehensive review of its service rules in addition to a review of its position directory and career structure for its staff using RCSC's wide experience in HR management.

1.13.3 Performance Management System presentation to Royal Monetary Authority(RMA)

At the request of RMA, RCSC also presented the Civil Service Performance Management System (Managing for Excellence (MaX)) to RMA as part of sharing best practices. The RCSC shall continue to support public sector agencies by sharing its experiences and good practices to foster a culture of learning and continuous improvement across public sector agencies.

The BCSR is used by the public and private sectors as the go-to document for their service and HR rules.

1.14 PARTNERSHIPS AND INSTITUTIONAL LINKAGES

Over the years, the RCSC has nurtured a wide network of partnerships and institutional linkages, both within Bhutan and internationally. These collaborations have been invaluable in advancing our mandate to build a high-performing civil service. The RCSC extends its sincere appreciation to all our partners and institutions for their continued support, which has significantly contributed to strengthening civil service capacity and fostering innovation.

For this reporting year, we are pleased to report that our institutional linkages have been further expanded through new MoUs with Constructor University (Germany), IE University (Spain), the International University of Health and Welfare (Japan), the Centre for Transformation & Innovation (USA), Sustainability Accelerator (USA), Chandler Institute of Governance (Singapore), and medical universities in Sri Lanka (Colombo, Peradeniya, and Kelaniya). Furthermore, Commissioner Baburam Sherpa led a delegation to Sri Lanka to renew Memoranda of Understanding (MoUs) with Sri Lankan universities, while Commissioner Kinley Tshering led a team to India for the renewal of MoUs with partner universities there. A delegation led by the Chairperson joined the trainees in LABSNA IAS Academy, Moussouri, India, to celebrate Bhutan Day. During the year, the RCSC also participated at the Global Public Service Forum in Uzbekistan and the SDG-16 Workshop in New York, USA.

THE STRATEGIC ROADMAP

VISION

To become an Enlightened Entrepreneurial Bureaucracy by 2035

MISSION

Rooted in meritocracy, intelligence-driven, innovative and integrity-centered, the Civil Service is led by high-impact leadership with an entrepreneurial spirit to shape transformative policies and sustainable solutions, fulfilling the Noble Diamond Strategy in ten years.



High Impact Leadership

Develop 10X leaders, who create a force of multiplying-effect, accelerating progress, raising standards, and inspiring transformative changes. They challenge status-quo and traditional expectations.

The leaders set exceptional vision, deploy strategic thinking, and personal drive, enabling them to transform people, process and technology.



High Performing Workforce

Build a high performance-culture that consistently exceed expectations and drive exceptional standards and results.

The collective commitment to excellence fosters innovation, boosts productivity and maintains a sustainable competitive advantage for Bhutan.



Streamlined Bureaucracy Driving Efficiency

Eliminate obsolete rules and unnecessary bureaucratic process layers, and hassles including structures to reduce administrative burdens and accelerating decision-making and accountability.

Encourage collaboration and coordination among civil service agencies to work towards the common goal of national development, breaking down silos, building trusted relationships and fostering a unified approach.



Talented Entrepreneurial Professionals

Equip civil servants with the necessary competencies to embrace forward-thinking mindset with strong business acumen proactively seeking opportunities to innovate and drive higher value for the people of Bhutan.

Excel at spotting gaps and untapped potentials, take calculated risks, optimize outcomes, bring ideas to action and deliver tangible results.



Driven and Motivated Workforce

Boost the morale and motivation of civil servants by recognizing and rewarding performance, fostering a sense of pride, and creating an environment where they feel valued and empowered.

Civil servants are motivated, deeply engaged, passionate and goal-oriented in their roles.



Citizen-Centric Service

Transform the civil service into a citizen-centric organization that prioritizes the needs and expectations of the public, ensuring that service delivery is efficient, transparent, and responsive.

The Bhutanese people live the true GNH.



OPERATING VALUES

Living the MERITT everyday

01 M-Meritocracy

We prioritize merit and professionalism in all processes, ensuring that the most capable individuals advance based on abilities and achievements.

02 E-Enterprising

We forge a culture of embracing initiative and innovation. An enterprising spirit driving progress, continuous improvement, pushing boundaries to solve problems and create new opportunities.

03 R-Results-oriented

We focus on delivering tangible outcomes by setting ambitious targets and measuring impact rigorously, ensuring that our work directly contributes to progress.

04 I-Integrity

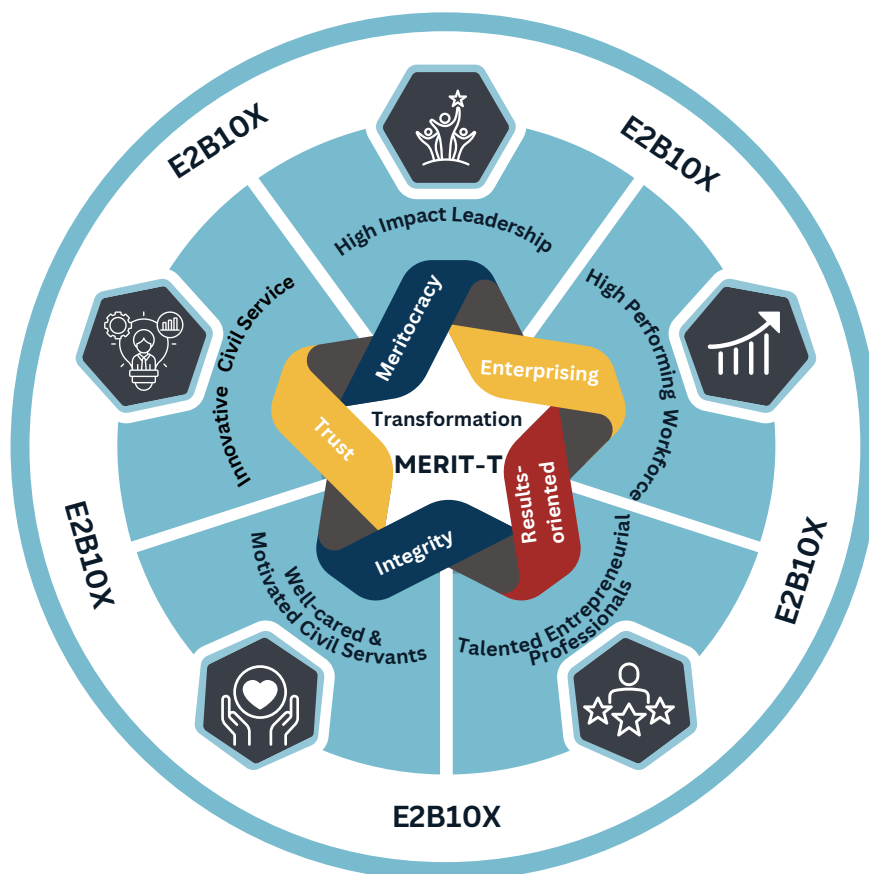
We are committed to upholding the highest ethical standards, being responsible and honest, credible by taking accountability for our actions and decisions.

05 T-Trust

We establish confidence in relationships through open and clear communication across all levels, breaking down silos and joined up to achieve shared success. We earn public respect and trust by placing the needs and expectations of citizens at the forefront of all actions.

06 T-Transformation

We drive change and continuously pivoting, evolving, adapting and growing, positioning Bhutan strategically. We transform into E2B10X and deliver the Diamond Strategy.





KEY INTERVENTIONS

The Royal Civil Service Commission has outlined five strategic thrust areas as the accelerator operating system to build a high-performing civil service fitting the Enlightened Entrepreneurial Bureaucracy with 10x Productivity (E2B10X). The first area, High Impact Leadership, focuses on mission-driven transformational leaders. The second, Talented Entrepreneurial Professionals, aims to attract, nurture, and retain skilled professionals.

The third thrust area, High Performing Workforce, seeks to foster a culture of accountability and excellence through performance optimization. Motivated Civil Servants, the fourth area, emphasizes civil servant well-being, performance recognition, and a strong reward system. Finally, Innovative Civil Service promotes experimentation, process efficiency, and performance-based management. Together, these thrust areas lay the foundation for an E2B10X.

1

HIGH IMPACT LEADERSHIP

- Leadership development and pipeline.
- High-impact leadership coaching.
- Remodel executive management.
- Fast stream leadership challenge program.
- 10X goals, 10X actions, impact programs (areas for 10X change).

2

TALENTED ENTREPRENEURIAL PROFESSIONALS

- Civil Service Skills Framework for competency and professional development.
- Building deep professional specialist.
- Sustainable professional development with national institutes.
- Remodeling Civil Service Examinations and talent attraction programs.
- Internship and fast stream recruitment programs.

3

HIGH PERFORMING WORKFORCE

- Enhanced performance accountability culture.
- Enhanced productivity and efficiency (Workforce optimization).
- AI fluency enhanced.
- Strengthen Dzongkhag/Thromde administrations.
- Global benchmarking and citizen satisfaction surveys.

4

MOTIVATED CIVIL SERVANTS

- Civil Service Well-Being Program:
 - Civil Service Welfare Fund
 - Civil Service Help-desk
- Civil Service in focus.
- Organization performance recognition (Agency Excellence Award).
- Strengthen the performance management system and reward structure.

5

INNOVATIVE CIVIL SERVICE

- E2B10X lab: leading efficiency in process, people and productivity.
- Civil Service innovation forum and dialogues.
- Create business ventures from non-core functions and process outsourcing.
- Pilot performance based organization management and staffing.



MAJOR EXPECTED OUTCOMES (2035)

The Civil Service prepared, equipped, and ready for the convergence initiative under the Diamond Strategy by 2035.

Employee Engagement:

Survey-based metric on Job Satisfaction: Very Good and Above Achieved.

Continuous Improvement:

Process improvements reported annually.

Execution Excellence:

Agencies Deliver 100% of 13th FYP KPI by 2030.

Talent Attraction:

Top 15% of university toppers recruited in the civil service.

Citizen Centric Service:

Citizen Satisfaction Index increased from Very Good to Excellent by the end of 13th FYP.

Productivity:

- The number of E2B10X projects successfully implemented by 2030.
- Improve civil service to citizen ratio from 1:27 to 1:29 by 2030.

Governance Index:

Civil Service globally benchmarked by 2027.

PART II: Strategic Thrust Area and Year One Achievement

Strategic Thrust Area I

High Impact Leadership

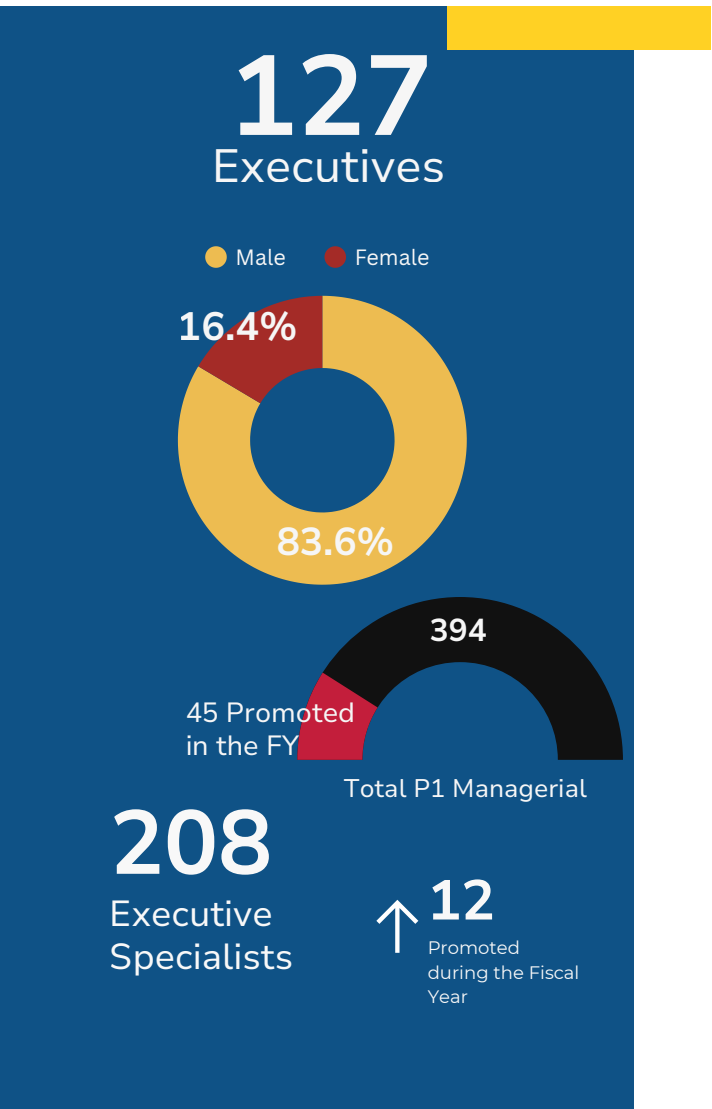


“Bhutan’s economic progress will be built on three key pillars—a **Brand Economy, a Trust Economy, and a Strength Economy**. Bhutan’s reputation, built by generations before us, is our greatest asset and must be reinforced going forward. A Trust Economy is built on integrity, sincerity, and lasting partnerships, ensuring that Bhutanese people trust one another and earn the trust of the world. A Strength Economy requires leveraging financial, geopolitical, and strategic advantages with intelligence and foresight, and exercising sovereign prerogative wisely to secure national interests.”

- His Majesty’s Address during POP ceremony of the 2nd Cohort of the 2024 Batch of the Gyalsung Training Programme
24th March 2025

2.1 HIGH IMPACT LEADERSHIP:

Mission driven transformational leaders delivering high impact teams and goals



The Commission aims to develop 10X leaders capable of having a multiplying effect, accelerating progress, inspiring transformative changes, and challenging the status quo and traditional expectations. The thrust area also aims to develop leaders capable of setting ambitious vision, deploying strategic thinking, and personal drive, enabling them to calculate risks and transform people, processes, and technology.

This leadership tier is at the forefront of translating national vision into institutional action. Their responsibility is to lead with clarity and conviction, setting direction, nurturing talent, and aligning the Civil Service to His Majesty’s aspirations, the expectations of citizens, and the priorities of the government.

Key interventions include:



2.1.1 LEADERSHIP DEVELOPMENT AND PIPELINE

Under the leadership development and pipeline intervention, the following activities have been carried out:

2.1.1.1 Blended Innovative Toolkit for High Impact Leadership (February 2025)

In collaboration with the Lee Kuan Yew School of Public Policy and Canary Intelligence, Singapore, a two-day intensive workshop was conducted for 80 senior civil servants, including 40 Executives and 40 P1 Chiefs. The program introduced a blended innovative toolkit integrating data analytics, design thinking, behavioral insights, and futures thinking to foster innovative leadership.

Facilitated by global expert Prof. Ruben Ng, the training enabled participants to co-develop sector-specific strategies aligned with Bhutan's long-term economic and governance goals. It encouraged the senior civil servants to shift from traditional governance and service delivery to instilling agility, innovation, and systems thinking.

2.1.1.2 Certification Workshop for Leadership Assessors (June 2025)

A two-day Certification Workshop for Leadership Assessors was conducted in collaboration with Talentonic HR Solutions. The certification equips senior civil servants serving as panelists with the expertise to

objectively evaluate leadership competencies, ensuring that the selection process consistently maintains the highest standards of leadership talent in the civil service.

Thirty senior civil servants participated in the certification workshop, which was designed to strengthen their capability in assessing leadership competencies. The training covered the design and interpretation of Situational Judgement Tests (SJTs), conducting structured Behavioural Event Interviews (BEIs), leveraging 360-degree feedback and Big Five personality assessments, and moderating panel assessments, including the preparation of pen pictures.

2.1.1.3 Leadership Development Programme (LDP)

The Leadership Development Program (LDP) is a regular training initiative for civil servants at the P2 level and serves as a prerequisite for those aspiring to assume P1 management positions. The program has been facilitated by the Royal Institute of Management (RIM) since its institutionalization. For the fiscal year 2024–2025, a total of five cohorts, comprising 36 participants each, successfully completed the program.

The LDP is designed to build leadership capacity and skills among potential leaders, equipping them to effectively transition into senior leadership roles. Aligned with this goal,

the program focuses on:

- Value-Based Leadership
- Leading for Strategic Impact
- Leading Transformational Change

As a key component of the program, participants are required to carry out a Leadership Change Initiative following the completion of the training, demonstrating their ability to apply leadership concepts in real-world settings. Through this comprehensive approach, the program aims to nurture robust, forward-thinking, and capable civil service leaders.

2.1.1.4 Accelerator Operating System (aOS)_Leadership Minimum Mandatory Training

The RCSC has completed the groundwork for introducing a scientifically validated Leadership Minimum Mandatory Training Framework. The program will be rolled out from July 2025 to June 2026, aligned with the annual performance management cycle, beginning with planning and ending with evaluation.

To ensure evidence-based institutionalization, the implementation will adopt an experimental model, dividing participants into four groups receiving different training programs, with pre- and post-assessments to measure impact.

A total of 300 team leaders, including Executives, P1 Chiefs, and School Leaders, will participate directly.

Each leader will select one activity from their annual work plan as a leadership project, applying the tools and approaches introduced during training. They will also engage 5–7 team members from their divisions/departments/schools, using weekly meetings to cascade learning. Through this multiplier approach, the initiative will cover over 2,000 civil servants across the system. Importantly, leaders will also map and involve service users as stakeholders, supported by structured tools to strengthen collaboration, communication, and accountability.

The training is designed around practical leadership tools that help participants plan strategically, set clear targets, engage their teams, build partnerships, monitor progress, and report results. This approach ensures that leadership learning is directly applied to real work and service delivery, rather than remaining theoretical. At the end of the cycle, the RCSC will assess which leadership tools proved most effective in improving performance and stakeholder engagement. This evidence will form the basis for refining and formally institutionalizing the Leadership MMT, making it a sustainable and standardized requirement.

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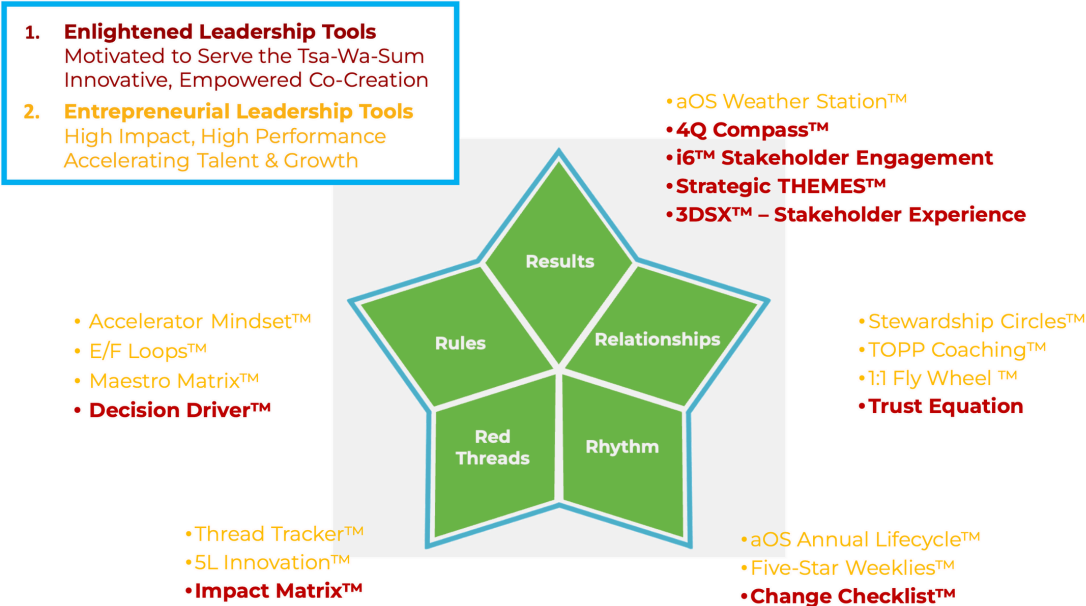
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The training is designed around practical leadership tools on Enlightenment and Entrepreneurial. The Enlightenment part helps civil servants to become an accelerator mindset focusing on innovation and empowerment. The Entrepreneurial part help participants plan strategically, set clear targets, engage their teams, build partnerships, monitor progress, and report results. This approach ensures that leadership learning is directly applied to drive business value, rather than remaining theoretical and rhetoric. At the end of the cycle, the RCSC will assess which leadership tools proved most effective to build accelerators. This evidence will form the basis for refining and formally institutionalizing the Leadership MMT, making it a sustainable and standardized requirement.

The learning outcome of the MMT is to develop Accelerator mindset by continuing to think like an Expert and work like a Good Soldier.

<p style="text-align: center;">Good Soldiers</p> <ul style="list-style-type: none"> o Reliable, prefer detail and routine. o Often wait for instruction before moving forward. o Can be dependent on others to tell them what to do. o Like to play it safe and often avoid risk. 	<p style="text-align: center;">Accelerators</p> <p>Empowering Coach Perform beyond individual limits by motivating, coaching, empowering, and developing others.</p> <p>Stakeholder Champion Think systemically and strategically, with a constant focus on stakeholder engagement.</p> <p>Community Builder Create space for individuals and communities so that they identify their own solutions.</p> <p>Performance Enabler Build engaged teams by removing barriers, facilitating collaboration, and ensuring accountability.</p> <p>Resilient Ally Build trust and cultivate an open, resilient mindset.</p>
<p style="text-align: center;">Experts</p> <ul style="list-style-type: none"> o Are experts in their field or function. o Demonstrate ability in solving problems or overcoming obstacles. o Prefer independence, trusting in their own skills and expertise rather than relying on others. 	

Building blocks for Accelerator Mindset



2.1.4 FAST STREAM LEADERSHIP CHALLENGE PROGRAM

As part of our commitment to nurturing high-potentials and building a leadership talent pool, the Commission endorsed policy changes under fast stream leadership challenge program as follows:

2.1.4.1 Secondment to State-Owned Enterprises (SOEs)

This policy seeks to create a structured framework for placing civil servants in SOEs on a fixed-term basis to shoulder leadership responsibilities. The guiding principles include fostering mutual learning between the public and corporate sectors, enhancing leadership agility, and integrating market-oriented innovation into public administration. The objective is to equip civil servants with deeper corporate governance and performance management skills so that the entrepreneurial skills and competencies can be transferred into the civil service.

2.1.4.2 Talent-Driven Leadership in Projects, Schools, and Institutes

This policy ensures that high-performing and high-potential civil servants lead strategic initiatives in education, health, and economic development and gives them more pragmatic opportunities to demonstrate their capabilities. The talent identification will be guided by the moderation and potential ratings and represent a shift toward talent-based leadership deployment and career progression.

2.1.5 10X GOALS, 10X ACTIONS, AND IMPACT PROGRAMS (AREAS FOR 10X CHANGE)

2.1.5.1 ExFo

Following His Majesty's Royal Address on the 117th National Day, the RCSC convened the Executive Forums for all Executives in two cohorts from December 23 to 26. A total of 99 senior executives from across Ministries, Agencies, Dzongkhags, and Thromdes participated in the forum designed to introspect, realign, and reorient the Civil Service in line with the vision of an *Enlightened Entrepreneurial Bureaucracy (E2B)*.

The ExFo, themed **"EEB10XP – Enlightened Entrepreneurial Bureaucracy for 10X Productivity,"** was held in collaboration with the Centre for Transformation and Innovation, USA.

Key outcomes included:

- Executive self-assessment identifying critical leadership gaps such as innovative thinking, systems leadership, and big rocks for the 13th FYP.
- Re-examining Civil Service roles to drive agility, innovation, and proactive problem-solving.
- Enhancing strategic alignment and accountability using the "Line of Sight" framework.
- Developing practical leadership skills in communication, coaching, and change management.

The forum culminated with executives committing to uncommon leadership, challenging the status quo, spotting opportunities, lead teams, prioritizing

big rocks and drive innovation to align to the Diamond Strategy. This initiative marks a pivotal step in institutionalizing high-impact leadership and advancing the Civil Service transformation agenda in alignment with the Royal Vision.

2.1.5.2 HiPo

The RCSC, in collaboration with Propinquity, Inc. (Sustainability Accelerator), officially launched the High Potential (HiPo) Leadership Program. This program is tailored for civil servants who have previously participated in the Leadership Development Program and were identified as high-potential individuals. The program was attended by 31 participants. The program aimed to support the transformation of the civil service by fostering an entrepreneurial mindset, encouraging innovation, and nurturing creativity through the application of AI and future-thinking methodologies.

As part of the program, each participant formed a team within their agency to design and implement a micro-transformational project aligned with the Civil Service transformation agenda. These projects were later evaluated by a panel of judges. Awards were presented to the best performers and the most impactful projects submitted by the HiPo candidates. The program served as a strategic initiative to cultivate forward-thinking, innovative leaders and lead change within the Civil Service.

2.1.5.3 Executive Spotlight

To recognize leadership excellence, executives selected through open competition are highlighted in the *Executive Spotlight* section of the RCSC website, where their departmental vision, strategic priorities and commitment, and notable career achievements in the civil service are showcased.

It is also anticipated that the executive spotlight will provide visibility to high-performing executives and serve as a source of inspiration for other civil servants aspiring to take on leadership roles.

2.1.5.4 Civil servants contributing as Board members outside Civil Service

The RCSC actively facilitates the appointment of civil servants as board members in State-Owned Enterprises (SOEs) and other public organizations to foster cross-fertilization of talent and ideas. As of now, 66 executives serve as board members across 27 companies outside the Civil Service. These appointments reflect a deliberate effort to leverage the experience, integrity, and systems thinking that civil servants bring to broader national development efforts beyond their primary mandates.

2.1.5.4 Talent Management Framework (TMF)

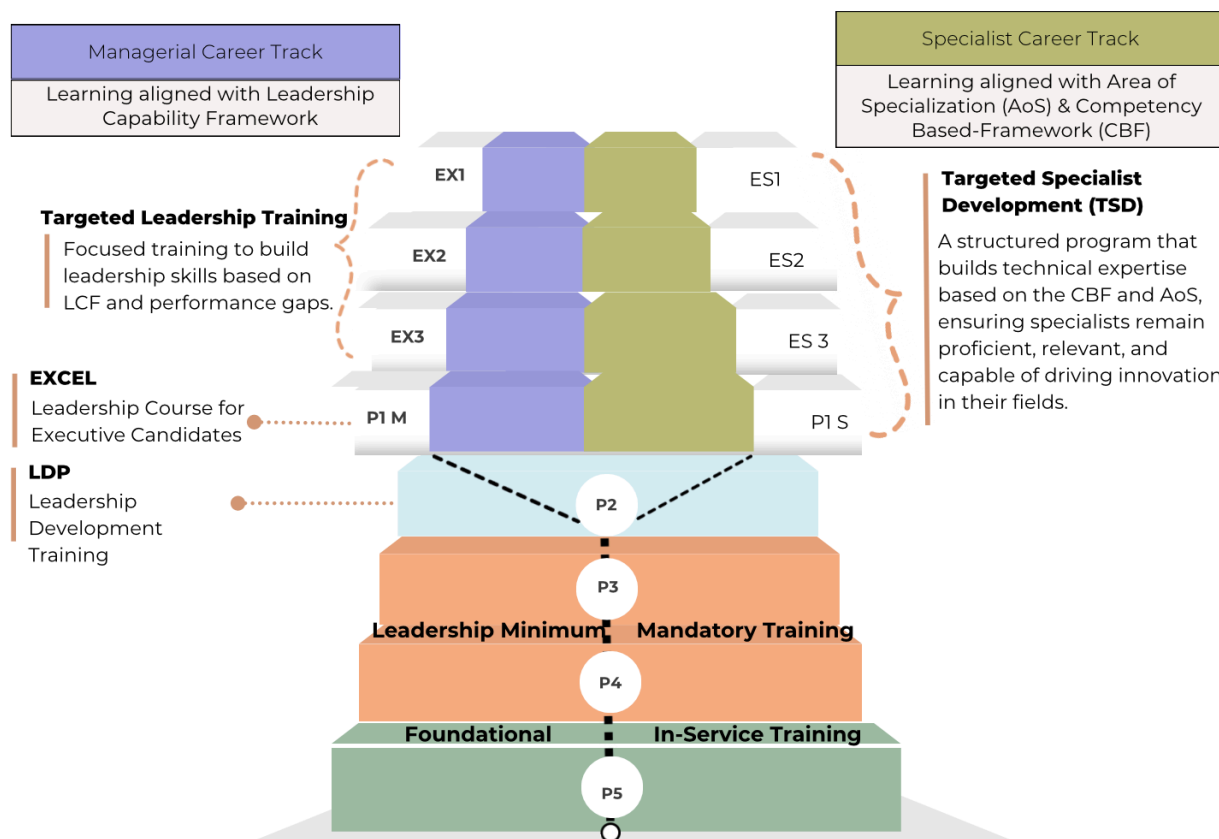
The RCSC initiated the development of a TMF as part of its broader effort to identify HiPo talent and groom them for succession. Its purpose is to ensure a sustained supply of a talent pipeline through career development strategies and targeted interventions for highly competent civil servants.

The expected outcomes of the TMF are:

- A customized, agency-specific framework for systematically managing talent.
- Strengthened leadership and professional pipelines across sectors.
- Improved retention of scarce and high-demand skills within the civil service.
- Greater alignment of workforce capabilities with the priorities of the 13th Five-Year Plan.

During the reporting year, the RCSC collaborated with the Anti-Corruption Commission (ACC) and Government Technology (GovTech) to pilot the TMF concept. These two agencies were identified as critical pilots given their strategic mandate, the highly specialized nature of their work, and the persistent challenge of retaining skilled professionals due to high demand for their expertise. The pilot intervention will allow the RCSC to test practical approaches in talent mapping, succession planning, and targeted retention strategies, providing valuable lessons for eventual roll-out across the wider civil service.

Development and Career Roadmap



Strategic Thrust area II

High Performing Workforce



"From now on, all of us must boldly embrace accountability as a measure of our service, should we falter, deviate, and err in the service of our country. As King, I must first and foremost exemplify the ideal of accountability. I do not say these to trigger any alarm or anxiety. We are not too late in getting our priorities right, re-focusing our national goals, and re-aligning our national priorities and strategies. If the King, government and the people continue to work hand-in-hand with dedication, perseverance and fortitude, we still have every opportunity to further strengthen our country and achieve greater prosperity for our people.'

-His Majesty's Address on the 114th National Day
17 December, 2021

2.2 HIGH PERFORMING WORKFORCE

Fostering a culture of high standards and performance to accelerate national progress

Guided by His Majesty’s vision to bring rigorous management underpinned by strong corporate culture and values and to be results-driven, the Commission is committed to building a high-performance culture that consistently exceeds expectations and delivers exceptional standards and results. Drawing on best practices from the corporate sector, the Commission has introduced structured performance management systems, leadership accountability frameworks, and data-driven decision-making to strengthen the performance accountability culture within the civil service.

Through the implementation of the MaX system, core elements of corporate performance culture, such as measurable KPIs, dynamic performance reviews, and transparent moderation exercises, have been institutionalized across agencies. This deliberate integration of corporate principles marks a transition from traditional bureaucratic processes to a more agile, outcome-oriented public service that is responsive to national priorities and citizen needs.

Key interventions include:



2.2.1 ENHANCED PERFORMANCE ACCOUNTABILITY CULTURE

2.2.1.1 The Path to Excellence: A Deliberate and Responsive Approach to Performance Management

The RCSC continued to strengthen the Performance Management System (PMS) during the fiscal year 2024-2025, in keeping with its mandate to foster an efficient, accountable, and high-performing Civil Service. The PMS, particularly the MaX System, remains a cornerstone in aligning individual performance and annual deliverables with institutional mandates and national goals. Over the years, the PMS has undergone substantial changes, both in design and implementation focus. Since its implementation, the system has received heightened public and institutional attention, especially regarding the use of forced ranking (bell-curve methodology). While the concerns are acknowledged, the Commission views the system as a necessary tool in the current stage of Bhutan's performance discipline and culture. As the Civil Service matures into a self-driven and accountable workforce through the adoption of structured goal setting, continuous monitoring and evaluation coupled with regular communication and feedback systems and practices, the scaffolding structure supporting the edifice of PMS will eventually be phased out, whereby the dependence on structured distribution mechanisms such as the bell curve will be diminished.

One of the most contentious features of the current PMS is the forced distribution mechanism, commonly referred to as the bell curve. Under this system, agencies must assign a fixed percentage of civil servants into specific performance categories, which has drawn strong reactions from civil servants and made PMS a subject of public debate. Despite these challenges, the Commission views the bell curve as a temporary but necessary intervention to instill discipline and performance differentiation in a system long accustomed to uniform ratings. The system aims to overcome inflated ratings, push performance standards and accountability, ensure objectivity, and gradually institutionalize a culture of results and accountability.

• Objectives of the MaX System

The MaX System is designed to achieve several key objectives:

- Enhance productivity and align individual efforts with agency and national goals
- Differentiate performance to ensure meaningful recognition and feedback
- Support underperformers through structured coaching and development
- Move from a structured-forced ranking PMS to an accountability- and standards-driven performance management

• Historical Evolution of the PMS

The PMS in the Bhutanese Civil Service has evolved gradually in response to changing governance priorities and performance expectations. The chart below list out the various stages of PMS over the years.

Table 2: Historical Evolution of the PMS

Features	Key Characteristics	Performance Rating of civil servants
PRE- 2006		
Attribute-Based Evaluation	Informal and subjective appraisals based on traits like sincerity and loyalty; typically conducted only during promotions, and it suffered from a lack of objectivity and criteria contamination.	No performance differentiation 99.9% of civil servants are categorized as outstanding. Zero in Need Improvement.
2006-2014		
Goal Alignment with Mission/Vision	Introduced the requirement to align performance with agency vision; lacked structured processes and supervisory accountability.	No performance differentiation On average 99.38 % were Outstanding and the remaining were Very Good (0.62%) Zero Need Improvement
2015-2021		
Launch of MaX; Forced Bell Curve Integrated with APA/APT Score	Performance was tied to APAs, with bell curve quotas aligned to Agency Performance Categories. Category 1 agencies had no mandatory “Needs Improvement” quota, and Executives/PIs received proxy ratings based on the agency category (e.g., all Category 1 staff rated Outstanding). With many agencies classified as Category 1, forced ranking lost effectiveness, as agencies could meet low targets and avoid placing staff in the Partially Meeting Expectations category, undermining the goal of raising civil service performance standards.	Executives and PIM were given Proxy Rating. As bell curve size was driven by APA, almost all agencies in Category 1 APA need not take out Needs Improvement. So during this phase, On an average 99.04% civil servants were rated either Outstanding, Very Good or Good and below 1% in Need Improvement.
FROM JULY 2022		
Bell Curve without APA/APT Score	Introduced IT system-based performance dashboard to monitor alignment of key result areas to individual performance with LFS (Leadership Feedback System)	Executives and PI: 15% were Exceeding Expectation, 80% were Meeting Expectation and 5% were Partially Meeting Expectation General Category: 7% were Outstanding, 15% Very Good, 75% were Good and 3% were Partially Meeting Expectations.

• **Enhancing a Culture of Excellence: Key Interventions in 2024-2025**

In 2024–2025, the RCSC adopted a multi-pronged strategy to improve the performance accountability culture within the Civil Service. This strategy was shaped by a careful review of challenges in the existing system, the need to address public and institutional concerns, particularly those raised in the National Assembly, and the Commission's continued commitment to uphold high standards of professionalism and service delivery.

Recognizing that meaningful transformation begins at the top, the Commission prioritized institutional leadership engagement by introducing structured quarterly performance dialogues with Government Secretaries. These forums were created to deliberate on civil service issues, identify systemic performance challenges, and co-create practical solutions to enhance organizational outcomes. Further reinforcing this leadership focus, the Commission organized an Executive Forum that brought together all civil service executives. The forum featured sessions by international experts and focused on performance coaching, results-based accountability, and strengthening leadership competencies for managing high-performing teams.

As part of its field engagement efforts, the Commission undertook a

nationwide reaching out program visiting all Ministries, Agencies, 20 Dzongkhags and 4 Thromdes ahead of the school moderation period. Commission Members held dedicated consultations with School Moderation Committees to support effective and consistent implementation of the SPMS framework. Insights from these interactions were shared with the Ministry of Education and Skills Development to further strengthen moderation guidelines and integrate additional performance parameters. These direct interventions had a measurable impact; the number of appeals submitted by schools related to performance appraisal outcomes dropped from 16 in the previous year to just 6 in 2024.

To ensure that the PMS also served as a tool for development and support, the Commission strengthened interventions for civil servants categorized under Partially Meeting Expectations (PME). Agencies were directed to implement structured Performance Improvement Plans (PIPs), supported by regular coaching and feedback. Supervisors were trained to differentiate whether underperformance was due to skill deficits or mindset challenges, allowing for more targeted and effective interventions. These included basic skills training, continuous performance monitoring, peer learning, workplace wellness initiatives, and close follow-up by focal commissioners to monitor progress.

At the same time, the Commission recognized the importance of transparent communication and open engagement. Monthly webinars were held to clarify the objectives of the MaX system, answer frequently raised concerns, and build a broader understanding across the Civil Service. Additionally, the Commission operationalized “e-Corner,” a digital platform through which civil servants could submit queries and receive direct responses on matters related to PMS and other Civil Service systems. These platforms played a critical role in bridging the communication gap and promoting two-way dialogue.

In terms of Civil Service development, the Commission launched the “Nurturing Leadership Program” (NLP), an online leadership course made available to all civil servants in the Professional and Management categories. The course provides participants with practical leadership tools to enhance personal effectiveness and manage performance within their teams and organizations. This investment in leadership capacity is part of the Commission’s long-term vision to shift from structure-driven performance management to a culture of intrinsic motivation and results orientation.

The year also marked preparatory groundwork for the implementation of Performance-Based Incentives (PBI), introduced under the Pay Structure Reform Act of 2022. As a complement

to the current PMS, the PBI model is designed to reduce reliance on rigid categorization by allowing agencies greater flexibility to allocate performance-based rewards within their budgetary limits. It supports innovation, empowers leaders, and reinforces a results-based culture aligned with agency goals and national priorities.

The RCSC remains committed to continuously improving policies, systems, and processes to strengthen the Civil Service. With the support of stakeholders, the Commission is confident in fostering a performance-driven culture and nurturing leadership that can effectively drive positive change. While it is understandable that civil servants may have felt discomfort with increased performance scrutiny, such systems are essential to ensuring a capable and high-performing civil service. Such a system is necessary to deliver government mandates, fulfill the expectations of citizens, and serve the Tsawa-Sum with full dedication. As the system evolves and leadership matures, we aspire to cultivate a high-performance accountability culture where excellence is self-sustaining, minimizing the need for forced performance distribution mechanisms like the forced bell curve.

2.2.2 ENHANCED PRODUCTIVITY AND EFFICIENCY (WORKFORCE OPTIMIZATION)

2.2.2.1 Workforce Planning

In pursuit of the 13th FYP goals, including the aspiration to build a “High Income GNH Economy” and achieve USD 5 billion GDP by 2029, the RCSC remains committed to deploying all possible options to support agencies in delivering their key result areas and outcomes.

The 13th FYP staffing assessment and projections have been completed for all agencies except for health professionals and teachers, which are guided by the actual standards and needs. The 13th FYP staffing emphasized effective planning and role-based recruitment.

In view of the capital outlay for infrastructure development and ambitious digitization efforts, staffing requirements for the Ministry of Infrastructure and Transport (MoIT) and the GovTech Agency have been increased by 8.86% and 7.69%, respectively, compared to the 12th FYP.

The overall increase in civil servant strength has emanated from emerging mandates like mental health, resulting in the creation of 67 positions for The PEMA Secretariat. Overall, there is a net decrease of 6.09 percent in the overall staffing strength as compared to the 12th FYP.

To support a co-created 13th FYP, staffing the exercise was an outcome of the workforce planning workshop from January 13 to 17, 2025.

2.2.2.2 Reorganization and Integration of Community Center Operators

In alignment with broader Civil Service reforms and efforts to enhance last-mile service delivery, the Commission initiated the onboarding of Community Center (CC) Operators in the Geogs. This follows the decision of the Lhengye Zhungtshog during its 17th Session on June 13, 2024, to merge community centers under the Gewog Administration.

A dedicated position has been created for CC Operators, with 182 CC Operators onboarded into the civil service.

2.2.2.3 Establishment of Regional Offices for Infrastructure and Development (RoID)

In order to enhance the delivery of Engineering services the Civil Service Reform recommended the creation of an engineering cluster catering to clusters of Dzongkhags. The Commission and Ministry reviewed the three Dzongkhag (Wangdue, Punakha, and Gasa) engineering clusters piloted at Punakha Dzongkhag. The feedback and concerns of all stakeholders were taken into consideration and the review recommended strengthening the Dzongkhag Engineering Sector

along with the creation of RoID as compared to the first proposal of 2023. In line with the concept of clustering engineering professionals to provide centralized infrastructure planning and engineering services, the Regional Offices for Infrastructure Development (RoIDs) were established. The initiative aims to strengthen engineering services by clustering engineers from Dzongkhags and related central agencies to execute capital works end-to-end, while also deepening the specialization of engineers.

Currently, there are seven RoIDs across the country with a total approved staffing strength of 151 engineering professionals. These offices provide technical backstopping and support to Dzongkhags and Local Governments, which includes delivering engineering design services, preparing Local Area Plans (LAPs), providing technical assistance for building approvals, compiling infrastructure inventories for all Dzongkhags under each RoID, and offering technical assistance to Dzongkhag engineering services. Additionally, they monitor the quality of engineering works and support the Department of Infrastructure Development (DoID) in implementing activities within Local Governments that exceed the threshold of their execution capacity.

2.2.2.4 Education Sector

As of April 2025, there are a total of 1,42,193 students spread across 530 schools; ranging from Extended Classrooms to primary, lower, middle, and higher secondary levels with 8896 teachers (including 262 on Extraordinary Leave and 152 on Long Term Studies). The national average teacher-student ratio stands at 1:15, which is significantly below the national standard ratio of 1:30. The national ratio cannot be read in isolation due to the low density of population and the spread of schools to provide 100% access to education. With the education sector expenditure accounting for approximately 5.31% of the national GDP in 2023–2024, ensuring efficient and equitable allocation and utilization of resources is both a development priority and fiscal discipline.

The review observed both underutilization and stretching of the existing infrastructure driven by the demand as well as inefficiencies in admission and student placement. There is significant potential to enhance and streamline teacher deployment in schools through strategic reallocation, facility improvement and sharing, and strategic planning and school admission management. Achieving this, however, will require coordinated support from all levels of government and the public.

At the same time, given that the physical presence of teachers is essential for delivering uninterrupted educational services, every effort is being made to ensure timely replacements when vacancies arise. Measures include the recruitment of contract teachers to cover for maternity leave, long-term studies, extraordinary leave (EOL), and voluntary resignation processes, which are delegated to the respective dzongkhags, often with overlapping periods to facilitate knowledge transfer and continuity of work. Additional interventions involve the direct recruitment of 117 former teachers and B.Ed graduates, the deployment of 118 STEM expatriate teachers by the Ministry, and the annual recruitment of 285 trained teachers by the RCSC in coordination with the dzongkhags and the Ministry of Education and Skills Development.

Attrition figures in the education sector are projected to remain elevated over the coming years due to the temporary teachers (contract teachers) that have been recruited as immediate measures during the high attrition period being replaced with trained teachers and trained contract teachers transitioning into regular teaching positions through BCSE. This trend will stabilize in the next few years (e.g., during the year 2024, attrition in the education sector for regular employees was 307, and for that of contract employees, it was 523).

Together, these efforts reflect a comprehensive approach to addressing immediate staffing needs while also highlighting the importance of long-term strategic planning to improve overall resource deployment in the education system.

1,42,193

Student Population

8,896

Teacher Population

1:15

Teacher to Student
Ratio

- **Optimizing and Streamlining Teacher Deployment in Schools**

A review of the current situation concerning teacher recruitment and deployment across schools in Bhutan. Focusing on processes leading to teacher number requirements like the student admission process, infrastructure capacity of the schools, allocation of the class sections, and number of Class XI-XII streams in higher secondary schools.

The review indicated rooms to streamline teacher deployment in schools through strategic reallocation, facility improvement and sharing, school branding, and coordinated school admission management within the Dzongkhag and Thromdes. Achieving this, however, will require coordinated support from all levels of government and the public.

- Teacher distribution by school type
- Total number of teachers: 8,896 Teaching staff (Excluding those on Extraordinary Leave and long-term studies)
 - Student-teacher ratio (overall and by level): 1 Teacher for every 15 students. Facilities and Infrastructure

Table 3: Teacher/Student distribution by school type

School Level	No.of Schools	No. of Teachers	No. of Students	Teacher-Student Ratio
Special Institute (SEN)	2	44	128	1:3
Extended Classroom	43	83	830	1:11
Primary School	316	2823	45039	1:14
Lower Sec. School	33	890	14423	1:15
Middle Sec. School	60	2211	35846	1:16
Higher Sec. School	76	2845	45927	1:16
Grand Total	530	8896	142193	1:15

¹ The teacher-student ratio provided is aggregated at the school level and does not accurately represent the ratio within individual sections. While the overall aggregate ratio may appear low, it highlights inefficiencies that arise from the disproportionate distribution of teachers across schools. This aggregation may not fully reflect the actual resource utilization and teaching effectiveness in specific classes.

Data Source: Gathered from the Education Sector, respective Dzongkhag/Thromde Administration

Table 4: Utilization of Classroom in schools

School Level	Classrooms Utilized	Total Available Classroom
Special Institute (SEN)	26	29
Extended Classroom	142	147
Primary School	2475	2562
Lower Sec. School	558	576
Middle Sec. School	1214	1367
Higher Sec. School	1569	1813
Grand Total	5984	6494

Table 5: Total Number of classrooms vis-a-vis total student and capacity

School Level	Total No. of Classrooms	Maximum students (30 per class) ²	Total Existing Students	Difference in Capacity and Existing
Special Institute (SEN)	29	870	128	742
Extended Classroom	147	4410	834	3576
Primary School	2562	76860	45039	31821
Lower Sec. School	576	17280	14423	2857
Middle Sec. School	1367	41010	36146	4864
Higher Sec. School	1813	54390	45931	8459
Grand Total	6494	194820	142501	52319

² To estimate the maximum school capacity, it is assumed that each classroom can accommodate a maximum of 30 students in each classroom. This serves as an approximation and may not reflect actual capacity limitations.

The Commission would like to report that the Commission, Ministry, Dzongkhags, and Thromdes are working together to address the current inefficiencies in the teacher recruitment, deployment, and other resource allocation for the schools.

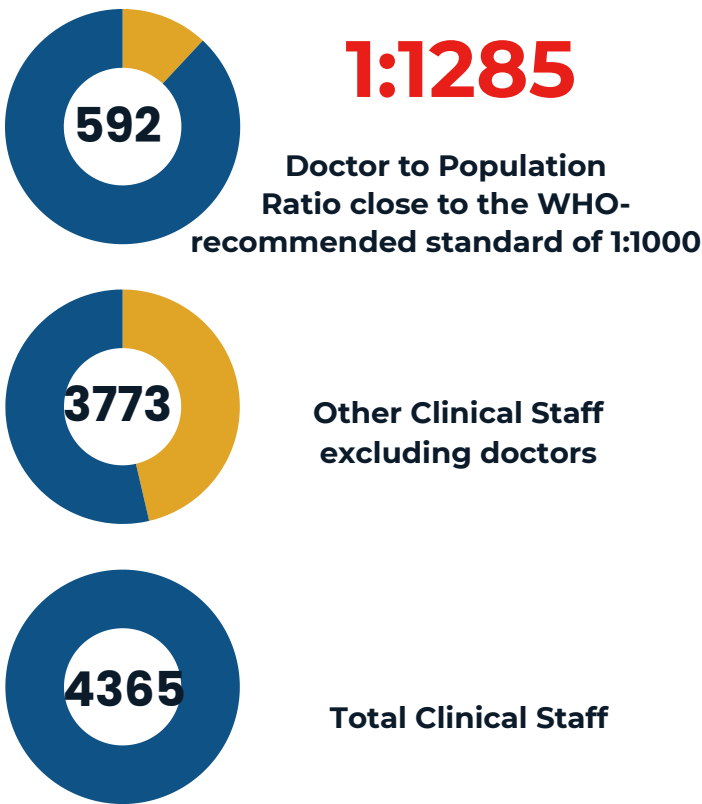
The Ministry's work to strengthen the data, such as student numbers, classroom number and usage, infrastructure capacity, boarding facilities, etc., can guide and provide evidence-based comprehensive teacher deployment to the education sector. The data should also be backed by improvement in business processes like:

- strengthening the annual student intake and admission planning within the Dzongkhag and Thromde by rationalizing student intake numbers in accordance with the capacity of the school infrastructure and finalizing the admission before the closure of the academic year, wherever possible.
- The Ministry and the Dzongkhags and Thromdes should adopt a clear framework for opening and closing of new sections and streams guided by resource optimization, as the desk review observed streams in Arts, Commerce, and Science were offered without the optimal student numbers, leading to inefficient resource allocation and underutilization of teachers.

- The Ministry, Dzongkhag, and Thromdes should ensure that the teachers are deployed in accordance with their professional qualifications and not leading to underutilization of the qualifications and the training.
- Further, the alignment of the PGDE program to the start of the academic year will also support teacher deployment and will reduce contract recruitment for stopgap measures.
- Strengthening school branding through clear communication and community engagement to boost reputation, attract more students, and support enrollment growth, especially by drawing students from underutilized schools.

Further, during the year, the Commission and the Ministry had a few rounds of discussions to develop the National Teaching Services. The ministry was guided for the creation of the Teacher Council for the certification of the teachers in alignment with the ongoing education reform. The linking of the service conditions to the outcome of the BPST and teacher proficiency will be finalized in the coming year.

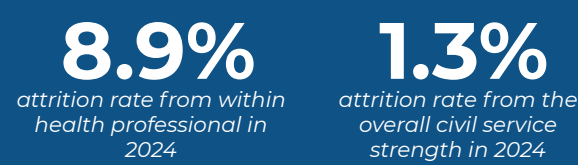
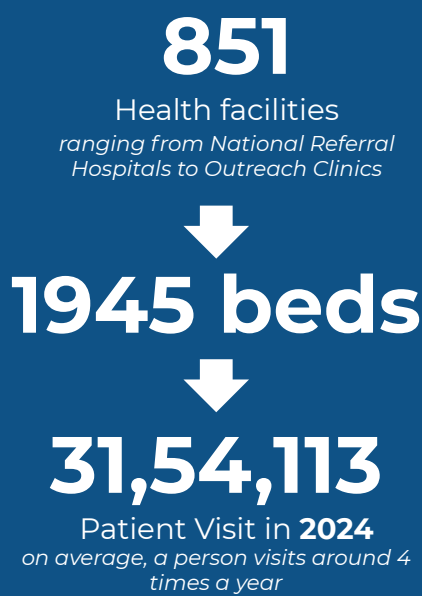
2.2.2.5 Health Sector



Despite this national average ratio reaching close to global benchmarks, geographical constraints, including rugged terrain and widely dispersed rural settlements, contribute to the uneven distribution of healthcare personnel, resulting in localized shortages and sub-optimal use of the health facilities and manpower as well. The higher attrition rate in this group of professionals is also adding to the shortages.

Recognizing the challenges in the health sector, the Royal Civil Service Commission has prioritized ensuring adequate staffing by absorbing all eligible health degree holders into the civil service, increasing the number of MBBS and Nursing scholarship slots, and providing targeted undergraduate scholarships to attract aspiring health professionals. Additional measures include waiving the Preliminary Examination for clinical professionals and requesting the KGUMSB and the Ministry to apply bonding requirements for other health professionals similar to those for MBBS graduates. These initiatives are designed to build a sustainable pipeline of skilled health workers, address long-term workforce needs, and align with national healthcare goals.

To fulfill the desired ratio and to have a steady supply of doctors, there are 473 students undergoing MBBS funded by RGoB. And to address the shortages of other clinical professionals there are



336 nursing and 89 under allied health sciences are in the pipeline, funded by RGoB, in addition to the supply from the private nursing schools in Bhutan.

Acknowledging the pivotal role of medical professionals within the health system, the Ministry and RCSC are currently working on a distinct career progression framework. This framework will provide a structured mechanism to support a ladderized career progression and compensations based on the specialization level to encourage professional development and sustain the specialized health care and reduce the referrals. Further, to support the doctors' professional growth, the Commission has granted the flexibility to pursue specialization immediately upon appointment, in contrast to the standard requirement for other civil servants to complete a three-year mandatory service before undertaking higher studies. This approach is intended to expedite the development of a highly qualified and specialized medical workforce.

473 *undergoing MBBS funded by RGoB*

425 *336 undergoing nursing and 89 undergoing allied health sciences, funded by RGoB*

Furthermore, the career pathways of health professionals are undergoing review to enhance their attractiveness and strengthen workforce retention. This includes measures designed to recruit, motivate, and retain skilled personnel by establishing clear avenues for professional growth and improving working conditions. The Commission has also instituted direct recruitment of previously resigned healthcare personnel, thereby enhancing the system's responsiveness and capacity to address the staffing shortages; nine health personnel were recruited.

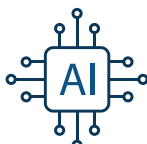
Review and Restructuring of the Health Sector Governance System

With the aim of strengthening the health sector governance system at all levels through clear lines of accountability, streamlined functions, and improved service delivery to enhance patient satisfaction, the Royal Civil Service Commission reviewed the health sector reform proposal submitted by the Ministry of Health. Following its review, the RCSC provided recommendations on the proposed changes, focusing on streamlining accountability between strategic, policy, regulatory, and operational functions, as well as enhancing coordination and accountability for healthcare delivery at the Dzongkhag level.

Key recommendations include the integration of Jigme Dorji Wangchuck National Referral Hospital (JDWNRH) with the Khesar Gyalpo University of Medical Sciences of Bhutan (KGUMSB) as its teaching hospital, while granting JDWNRH greater operational autonomy from the National Medical Services (NMS). This would be supported by formalising the appointment process for Heads of Clinical Departments and establishing the positions of Medical Director and Director of Support Services at JDWNRH.

Additionally, the administration of 20-bed hospitals and smaller health facilities will be reinstated under the Dzongkhag Administration to strengthen accountability and coordination of health outcomes at the Dzongkhag level. The NMS will focus exclusively on managing Regional and Cluster Hospitals, while the Traditional Medicine Division will be upgraded to the National Traditional Medicine Centre. The patient referral system between the hierarchy of hospitals will also be strengthened to ensure efficiency and improved service delivery.

2.2.3 AI FLUENCY ENHANCED



The Commission is dedicated to creating a high-performing workforce by skilling civil servants in relevant areas of knowledge and competencies to enhance productivity.

This commitment is particularly pertinent in an era where AI is rapidly transforming workplaces globally, leading to unprecedented shifts in productivity and efficiency, a truly global phenomenon. With 78% of organizations reporting AI adoption in 2024 (Stanford HAI, 2025 AI Index Report) and projections that 86% of employers expect AI to transform their businesses by 2030 (World Economic Forum, Future of Jobs Report 2025), the Royal Civil Service Commission recognizes the imperative to embrace this technological revolution. This involves not only integrating AI tools but also fundamentally upgrading the AI skills of civil servants, thereby fostering a truly high-performing workforce equipped for the future and poised to leverage AI's potential for significant productivity gains, as suggested by McKinsey's estimates of \$2.6 trillion to \$4.4 trillion in added global productivity growth annually by 2040.

2.2.3.1 Enhanced AI Awareness and Responsible Integration

Building on this strategic thrust, the RCSC, in close collaboration with the GovTech Agency, released the comprehensive Guideline for Generative AI Usage in the CS 2024.

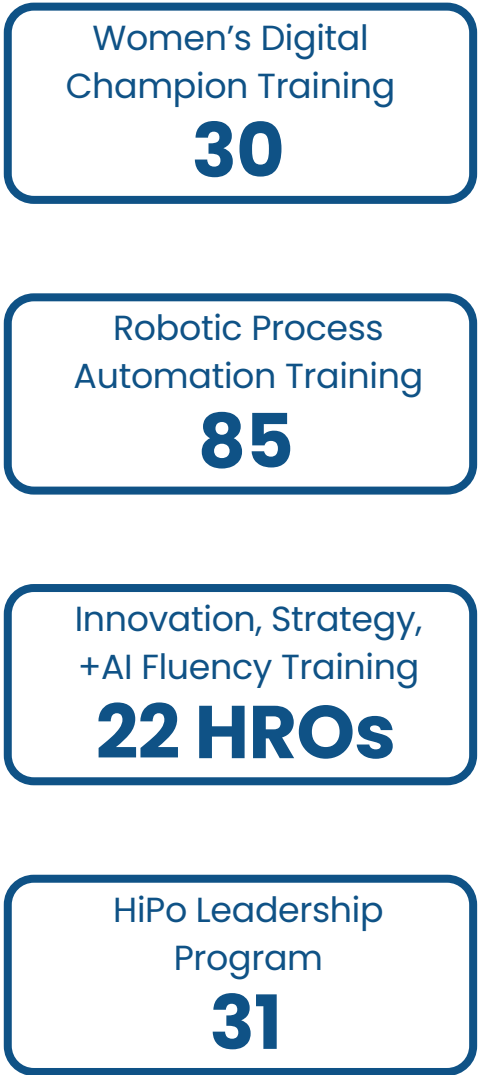
This timely directive addresses the increasing popularity and transformative potential of AI, ensuring its ethical and effective application across all public service functions. The

Guidelines emphasize responsible usage, diligently addressing critical concerns such as data privacy, security, and copyright. By fostering mindful integration, the RCSC aims to leverage generative AI to enhance decision-making processes, optimize resource allocation, and cultivate a culture of innovation and transparency. As AI continues its rapid evolution, these guidelines provide a crucial foundational framework, enabling the civil service to deliver efficient, innovative, and citizen-centered services tailored to Bhutan's unique developmental needs.

2.2.3.2 Pilot AI Training in the past year

As part of this broader initiative, 30 civil servants were given Women’s Digital Champion training, 40 human resource officers and 85 civil servants have undergone Robotic Process Automation (RPA) training. Likewise, 22 HROs were trained through a 10-week “Innovation, Strategy, +AI Fluency” program facilitated by SkillsSurge, USA. The training built strategic AI capabilities, covering generative AI, prompt engineering, workflow optimization, and innovation-driven thinking. Moreover, 31 civil servants identified as high potential from past Leadership Development Program cohorts participated in the seven-week HiPo Leadership Program, which leveraged AI and future-thinking methodologies to foster entrepreneurial mindsets, drive innovation, and ignite creativity.

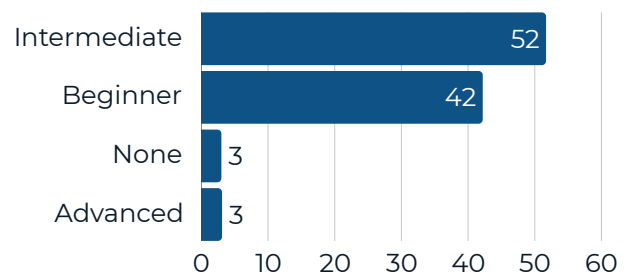
These programs demonstrated that AI can lead to immediate efficiency gains, such as reduced processing time and improved accuracy. Several of the projects developed by the participants are now being piloted for broader implementation, showing the potential for significant long-term impact. These pilot programs mark a crucial step in the RCSC's commitment to building a modern, high-performing workforce ready to leverage technological advancements for national development.



2.2.3.3 Building an AI Fluent Civil Service

The Commission is working on creating a workforce that not only understands AI concepts but also applies them effectively in policy, service delivery, and decision-making. To support this work stream, an AI training needs assessment survey was conducted across 54 agencies. The findings indicated that 98.1% of respondents expressed a strong interest in practical AI training. While 67.7% of respondents reported some engagement with AI tools (particularly generative AI like ChatGPT), a notable gap exists in formal training, hands-on project experience, and familiarity with AI ethics. Significant skill gaps were identified, specifically in practical application, technical implementation, and responsible AI practices. These findings are currently being used to develop a generative AI training program. Once finalized, the training will be rolled out in phases, beginning with foundational training for all civil servants so that every civil servant can confidently use and manage AI tools to improve public value while safeguarding ethics and trust.

Respondents' Awareness and Understanding on AI in %



2.2.4 STRENGTHEN DZONGKHAG AND THROMDE ADMINISTRATION

As part of the strategic thrust area 'High Performing Workforce,' the RCSC carried out a comprehensive review to strengthen the Economic and Planning Sector in the Dzongkhags to enhance the capacity of the Dzongkhags to respond to the ambitious economic goal of the 13th FYP to be a high-income GNH economy.

Following the series of extensive consultations with relevant stakeholders, the Planning and Economic Sector was created with the merger of the Economy Development and Marketing Sector and the Planning Sector, with a renewed mandate and ToR. The position for the Sector Head is elevated to Chief Planning Officer, so the Chief could be the Dzongkhag's economic planner and strategic advisor for economic outcomes.



2.2.5 GLOBAL BENCHMARKING AND CITIZEN SATISFACTION SURVEYS

2.2.5.1 Civil Service Census and Global Benchmarking

As part of the Commission's broader strategy to benchmark internationally and enhance Civil Service effectiveness, Bhutan's first comprehensive Civil Service Census was initiated. This initiative aims to establish a baseline for civil servant motivation, engagement, and leadership perception across agencies. Drawing on global best practices and in consultation with experts from Crawford Schools, Australia, the survey framework has been adapted from the Australian Public Service Commission's Employee Census. The instrument has undergone several validation rounds to ensure contextual relevance and methodological rigor.

Once implemented, this survey will allow the Commission to benchmark Bhutan's Civil Service against international standards on Civil Service motivation and employee engagement, and enable internal comparisons across agencies. It directly supports key priorities under the RCSC Strategic Roadmap, particularly a high-performing workforce. The insights will also inform evidence-based interventions aimed at reducing attrition, improving retention, and strengthening employee performance management. The Commission is also working with Chandler Institute of Governance to

join the The Chandler Good Governance Index to see Bhutan's standing as compared to other Countries.

Further, the RCSC has participated in the United Nations Public Service Awards 2024 to align with international best practices and enhance visibility on the global stage.

2.2.5.2 Service Evaluation Tool

In an effort to improve public service delivery, the RCSC has implemented the Service Evaluation Tool (SET) to systematically assess and improve the quality of public service delivery. This digital tool enables real-time feedback collection from citizens through Computer-Assisted Telephonic Interviews (CATI), helping agencies identify gaps and enhance service standards.

From April to the end of June, 5,331 CATI calls were conducted and 10 new services were onboarded, bringing the total to 46 services on the SET. During this period, 13 evaluation reports were shared with relevant agencies.

However, a recurring challenge has been the low participation to provide active feedback, despite efforts to improve accessibility through QR codes, suggestion boxes, and digital platforms. Many citizens remained passive participants, requiring direct engagement to prompt their input.

2.2.6 JOB ROTATION AND JOB ENLARGEMENT PROGRAMS

As part of our efforts to harness potential, groom future leadership, and support the professional growth of employees engaged in routine roles, the Commission has identified job rotation and job enlargement programs as an intervention. These initiatives respond to the evolving expectations of the younger generation, who seek opportunities to learn, grow, and explore diverse functions within the Civil Service, making it a strategic retention measure. To begin with, 23 Gewog Administrative Officers have been identified and transferred to new roles in the head office along with others to be transferred in a phased manner annually. This marks the beginning of a broader initiative, with more such opportunities planned moving forward.

2.2.7 HUMAN RESOURCE MANAGEMENT

2.2.7.1 Annual Recruitment

The RCSC recruits civil servants annually in the PMC category through rigorous open competition in a Single Window Recruitment to fill critical gaps and support succession planning. This initiative aligns with the strategic thrust area, “Competent Workforce,” which envisions civil servants equipped with the skills, knowledge, and aptitude necessary to effectively contribute to their organizational goals. Recruitments under the Single Window Recruitment are rationalized based on the approved staffing plans

and critical HR gaps submitted by the agencies. The RCSC further assesses both the demand and available supply, aligning with the number of incoming UG scholars. This approach aims to optimize talent utilization and effectively address critical vacancies.

Between July 2024 and June 2025, 2,326 civil servants were recruited across various position categories, of which 1,655 were recruited by the agencies.

Civil servants who are given protection of seniority for their in-service service after clearing the BCSE:

- 142 contract employees were regularized, directly changing their status from contract to regular.
- 181 contract employees' services were terminated and subsequently appointed on a regular basis.
- 38 regular in-service candidates were upgraded from SSC to PMC.

2,326

New Recruitment



2.2.7.2 Promotion for PMC and below

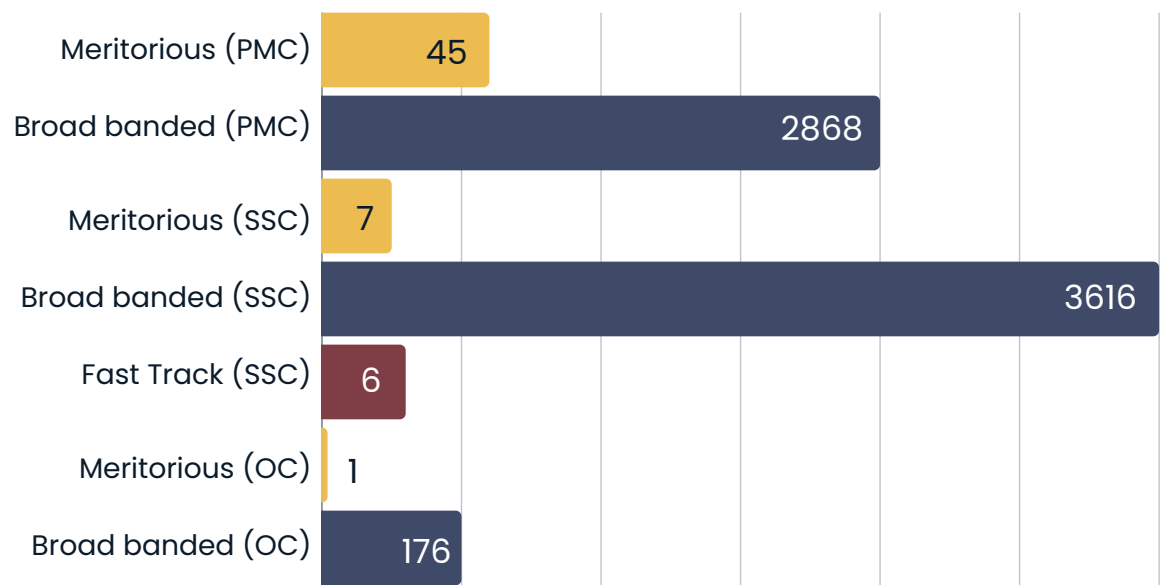
Promotion remains a key tool for rewarding performance and sustaining motivation across the civil service. All broadbanded promotions, including to the P1 Specialist Level, are now delegated to agencies, streamlining the promotion process and empowering agencies to recognize performance in a timely manner.

To further reward performance, meritorious promotions, which are out-of-turn by either one year or six months, were awarded. These are awarded to civil servants who have achieved “Outstanding” performance ratings for three consecutive years through the MaX moderation process.

- One-year out-of-turn promotions are approved by the Commission
- Six-month out-of-turn promotions are delegated to agencies.

As of January 1, 2025, four Supervisory and Support category employees were promoted to the Supervisory and Support Specialist (SSS) level for their long-term exceptional performance. Six nurses certified as specialized nurses were promoted under fast-track promotion in recognition of their specialized professional skills.

In support of strategic talent placement, the Commission waived off the existing moratorium on lateral transfers and opened vacancies for Planning Officers at the P2A/P3A levels for Punakha and Pemagatshel Dzongkhags. This decision was made to attract competent and experienced civil servants to serve in key positions at the Dzongkhag level. This reflects the Commission’s ongoing effort to empower agencies, improve planning capacity, and deploy talent more effectively to meet emerging talent needs.



Promotion for July 2024 to January 2025

2.2.7.3 Transfer

To uphold civil service values of transparency and meritocracy in transfers, except for the routine transfers by parent agencies, the RCSC has made it mandatory for agencies to announce all vacancies on their websites for at least two weeks for inter-agency transfer. This provides equal opportunity to all civil servants to access and tap such opportunities based on merit.

In addition, in an effort to address talent distribution and ensure greater stability across the agencies, the RCSC implemented a moratorium on lateral transfers with effect from March 1, 2025. This measure was introduced to address concerns over the potential negative impacts of frequent and unplanned staff movements within the Civil Service.

While such movements serve as a mechanism for professional growth and exposure to diverse work environments, they also pose risks, including operational disruptions, instability, specialization, skill shortages, and inefficiencies in workforce planning.

To further streamline human resource management, the RCSC collaborated with agencies to redeploy excess staff to fill vacant positions, optimizing resource utilization and avoiding new hires.

Details of transfers implemented for 2024-2025;

- Transfer with change in Position Title: 80 of which 22 were with change in MoG
- Inter Agency Transfer: 835 of which 31 were with change in Position Title

• Transfer of Researchers

A total of 83 civil servants were identified and transferred to the Centre for Bhutan Studies & GNH Research (CBS) as researchers from various agencies across the civil service. These officials were placed on a time-bound transfer of four years, effective August 2021. Of the 83 researchers:

- 12 are currently on Extraordinary Leave (EOL)
- 39 have resigned
- 1 is on deputation
- 5 are pursuing long-term studies

The remaining researchers will return to their agency after completing the plan performance evaluation for FY 2024-2025 in August for the Office of the Cabinet Secretariat. Four researchers will be retained at CBS to conduct interdisciplinary research, and five Gewog Administrative Officers (GAOs) have been transferred to CBS with effect from July 2025 as new researchers at CBS.

2.2.7.4 Redeployment of excess civil servants

23 civil servants were redeployed to suitable vacancies across Agencies after their positions had become redundant from the 13th FYP staffing.

2.2.7.5 Separation from Service

During the reporting period, 2,377 civil servants were separated from the service out of 30,107 civil servants. From the 2,377 civil servants who were separated, 1,574 were voluntary resignations, 314 exited upon completion of their contract period, while the services of 181 contract employees were regularized, and 160 civil servants exited upon attaining the superannuation age. Therefore, attrition arising from voluntary resignations accounts for about 5.2%, as detailed in the table.

2.2.7.6 Civil Service exit survey

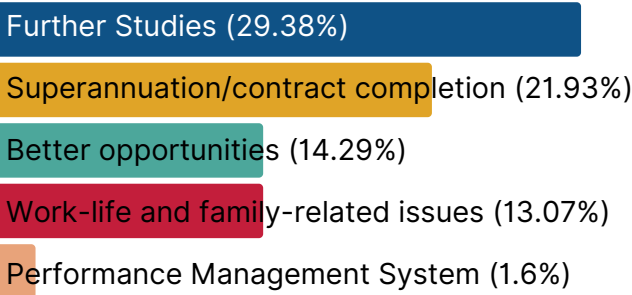
The Commission, as part of its ongoing commitment to improving civil service retention and employee experience, institutionalized an exit survey interview for all separating civil servants (excluding those in the Operational category). The survey, mandated across all position levels, captures feedback on reasons for resignation, workplace experience, leadership, and career development. Between the pilot phase and June 30, 2025, a total of 497 responses were received and analyzed. The findings indicate that, while structural separations such as superannuation

Table 6: Civil Service Separation

Separation Type	2024-2025
Voluntary Resignation	1574
Contract Completion	314
Superannuation	160
Death	58
Termination	30
Withdrawal	27
Compulsory Retirement	30
Wrong Update	3
Contract Termination on Regularization	181
TOTAL	2377

and contract completion account for a significant share; many resignations were voluntary, driven by aspirations for further studies, better career prospects, work-life balance, and a desire for greater recognition and stability.

The top reasons for separation were:



Nearly 39% said they had contemplated leaving for over a year, while 36% confided that the decisions were made within three months, highlighting the impact of short-term triggers.

Table 7: Exit Decision Timeline

Decision timeline	No
1-3 months	176
4-6 months	88
7-12 months	42
over a year	191
Grand Total	497

The survey tool was reviewed and refined based on initial feedback to ensure relevance, clarity, and actionable insights. Despite its mandatory nature, compliance remains inconsistent, underscoring the need for stronger enforcement by agencies. The findings of the survey will continue to inform policy adjustments and HR reforms in line with civil servants’ evolving needs.

2.2.7.7 International Volunteer

Volunteers remain an extremely important resource, and their services have complemented critical skills needed and experience in selective and highly technical and professional fields within the Civil Service. Additionally, volunteers play a key role in promoting Bhutan’s relations with her development partners.

As of June 2025, a total of 27 international volunteers are serving in various agencies across the country under different international volunteer programs. During the reporting period, two Fulbright Scholars/Specialists were placed at the Jigme Singye Wangchuck School of Law and Bhutan Echoes; both have since completed their assignments, and currently, there are no Scholars/Specialists under the Fulbright Program.

Volunteers under these programs have been making significant contributions across sectors such as education, capacity development, health, agriculture, and tourism. Their presence has not only strengthened institutional capacities but also promoted cross-cultural exchange and collaboration.

Table 8: International Volunteer Programs

Programme Name	Duration of Service	No. of Volunteers
Japan International Cooperation Agency	6-24 months	22
Australian Volunteers Programme	6-24 months	2
Friends From Thailand	12-24 months	3
Fulbright Program (US Scholars /Specialists)	1-24 months	0

2.2.7.8 Secondment

The secondment program is designed to provide civil servants with diverse exposure to different systems at both national and international levels. This includes placements in international or other organizations based in Bhutan or abroad and to the time-bound government projects and public service initiatives of national significance. It seeks to enhance their expertise, broaden their professional experiences, and strengthen their capacity to contribute effectively to governance, development priorities, and collaborative initiatives. Through engagement with varied work environments and institutional practices, civil servants can develop a wider perspective, improve problem-solving abilities, and bring enriched knowledge back to their home organizations. As of now, a total of 101 civil servants have been seconded to the various organizations and national projects.

Table 9: Secondment to International organizations

Organisation Name	Number
Director at SARSO, Secretariat	1
SAARC Culture Center	1
World Bank	1
WTO Netherlands Internship Trainee Program	1
BIMSTEC	1
Total	5

Table 10: Secondment to National projects and Organisation


Organisation Name	Total
GMC and GMCA	17
Druk Holding and Investment Limited	1
Dorjilung Hydropower Project	1
PHPA-I	1
PHPA-II	1
RIGSS	2
Youth Development Fund	1
Bhutan Agro Industries Limited	1
Agro Processing Plant, BAIL, Lingmethang	1
Desuung Skilling Program, Thimphu	10
Gyalsung	46
Royal Academy, Paro	9
The Pema Centre	2
Army Welfare Project	1
Bhutan Olympic Committee	1
Tarayana Foundation	1
Total	96

2.2.7.9 Review of career ladders/Position Directory

As part of its efforts to enhance career progression and ensure consistency across services, the Commission reviewed the career ladder and the standardization of minimum qualification requirements and entry position levels for the Supervisory and Support Category under the Administration and Finance Services.


Updates on Position Requirement and New Roles in the Civil Service

Training Requirements



Basic IT Training

Mandatory for Personal & Record Assistants



Dzongkha Standard Testing System (DSTS)

Additional requirement for Administrative Assistants

Entry Standards Elevated



Store/Procurement Assistants

Old	S5A/Class XII
New	S2A/Diploma in Materials & Procurement Management



Merger of Land Inspector & Survey Associate

Old	S5A/Class XII
New	S2A/Diploma in Surveying

New positions created Under The PEMA Secretariat



Protection Officer

as per the Child Care & Protection Act 2011 and Domestic Violence Prevention Act 2013.



Mental Health Outreach Worker

To strengthen standardized positions with Services.

2.2.7.10 Digitization of Zhi-Yog Records

As part of the digitization efforts Zhi-Yog Personnel records are maintained both digitally in the Document Management System (DMS) as well as physically in hard copies. During the reporting period, more than 95% of personal files have been successfully digitized.

2.2.10 Bhutan Civil Service Examination (BCSE)

As per the CS Act of Bhutan 2010, Section 47, “The Commission shall recruit university graduates through competitive examinations conducted in accordance with the procedures laid down in the BCSR for initial appointments to Professional and Management positions in Civil Service.”

2.2.10.1 Preliminary Examination

For the BCSE 2024, the Preliminary Examination (PE) was held on August 3, 2024, in Thimphu and Mongar. The examination was administered across nine schools in Thimphu Thromde and one school in Mongar. Out of the 5382 candidates registered, 737 did not turn up, and only 4102 appeared for the PE.

5382

Registered for Main Examination

737

Did not turn up for PE

543 Doctors, Nurses and B.Ed
Graduates exempted
from PE

50% The cut off percentage
for PE was decided by the
commission and only
2,686 graduates qualified
for the Main Examination.

2.2.10.2 Main Examination

In 2024, out of 3229 qualified candidates for ME, only 2775 candidates appeared for the ME. From the total 1019 graduates selected, 795 for appointment in the Civil Service effective from January 2025, while 224 were selected to undergo Post Graduate Diploma in Education (PGDE) at Paro and Samtse Colleges of Education.

Table 11: Examination Category and Selection Summary

Category of Examination	No. of Graduates	Selected
Administrative Services	454	56
B.Ed	322	309
Dzongkha	213	26 (20 for PGDE)
Finance Services	263	41
Teaching (PGDE)	249	204
Technical	513	383
Grand Total	2014	1019

2.2.10.3 Mandatory Drug Test for selected graduates for appointment

In line with the Civil Service Code of Conduct, mandatory drug testing is carried out for all new recruits into the civil service under the guidance of the Bhutan Food and Drug Authority. Out of a total of 1019 graduates tested for pre-employment drug use, one graduate candidate could not clear the test.

2.2.10.4 Oath of Allegiance for Newly Recruited Civil Servants

In compliance with Section 9.1.4 of the BCSE 2023, two ceremonial Oaths of Allegiance were conducted, one for the 771 graduates who were appointed into the Civil Service in January 2025, and the second ceremony for 184 PGDE graduates who were appointed in July 2025. This sacred covenant between the recruits and the state not only reflects the procedural necessity but also a deeply held spiritual and ethical foundation upon which the Bhutanese Civil Service is built. The Oath of Allegiance is an auspicious beginning for a successful career and an act of confirmation where each new civil servant pauses, breathes, and commits with heart and mind to the timeless call of service to the Tsawa-Sum.

2.2.10.5 Policy Changes in BCSE 2024

To align with the BCSR 2023, the allocation of weights for the BCSE Main papers was revised to ensure that higher weightage is allocated to the core subject competency, and the changes were applicable from BCSE 2024.

Table 12: BCSE Paper Weightage

Category of Examination	Paper No	Paper I
General Category	I: Dzongkha Language	15%
	II: English Language and GK	15%
	III: Bhutan's Socio Political, and Economic Development	40%
Dzongkha	I: Dzongkha Language and GK	15%
	II: English Language and CA	15%
	III: Buddhist Studies	40%
Technical Category	I: Language and GK	15%
	II: General Subject Knowledge	15%
	III: Subject Specialization	40
B.Ed Category	I: Dzongkha Language	15%
	II: English Language	15%
	III: Teacher Aptitude Test	30%

2.2.10.6 Budget Utilization for BCSE 2024

The conduct of BCSE 2024 incurred an expenditure of Nu. 12.75 million, as payment of honorarium and other logistic charges. PE was conducted in nine schools and ME in six schools, engaging 591 invigilators for PE and 392 for ME. The cost per candidate works out to approximately Nu. 2,242 for both the exams.

Strategic Thrust Area III

Talented Entrepreneurial Professionals



"We will have to make up for the numbers we don't have with **talent, coordination, discipline, intellect**, and by fully understanding the world we live in, down to every minute detail. We will have to take full advantage of our sovereign prerogatives, guided by our sensibilities and ambition,"

- His Majesty's Address on the Launch of Gyalsung
5th Sept 2024

2.3 TALENTED ENTREPRENEURIAL PROFESSIONALS

Civil servants equipped with the skills, knowledge, agility, and mindset needed to excel in the service.

The objective of this thematic area is to ensure civil servants are equipped with the skills, knowledge, agility, and mindset needed to excel in the service. The Commission aims to equip civil servants with the necessary competencies to embrace a forward-thinking mindset, enabling them to proactively identify opportunities to innovate and optimize resources and address challenges. These professionals are expected to demonstrate strategic foresight, take calculated risks where appropriate, and translate ideas into tangible results that enhance service delivery and national impact.

The RCSC’s efforts in this area focus on building a competency-driven civil service through the Civil Service Skills Framework, sustainable professional development partnerships with national institutes, and deep specialist training to strengthen technical expertise.

Key interventions include:



2.3.1 CIVIL SERVICE SKILLS FRAMEWORK FOR COMPETENCY AND PROFESSIONAL DEVELOPMENT

2.3.1.1 Civil Service Skills Framework

In line with the E2B10X vision to build Talented Entrepreneurial Professionals in the Civil Service, the RCSC aims to maximize human capital potential through strategic and competency-based talent development. Through in-service training and pre-service undergraduate scholarships in specialized fields, the RCSC seeks to nurture a high-performing, future-ready workforce aligned with career structures and national priorities. The Competency and Professional Development (CPD) framework is a key instrument in this effort, designed to equip civil servants with the necessary skills and knowledge to deliver their roles effectively.

The CPD framework for nine ministries and 14 agencies will guide the allocation of the 13th FYP outlay of Nu.592 million. The CPD for MoH and MoESD have been budgeted separately in their respective ministries.

2.3.1.2 Competency and Professional Development

- Long-Term Training

The RCSC continues to strengthen civil service capacity by leveraging training opportunities offered through external collaborations with development partners. During the reporting period, the RCSC administered 11 long-term training

programs, covering a total of 46 training slots. Details are covered in the *Annexure 5.1*. Long-term training opportunities were also extended to six non-civil servants serving in various public institutions.

Besides the above scholarships, Study Leave for long-term training was extended to 70 civil servants in the fields related to their civil service roles.

During the reporting period, 166 civil servants returned from the LTT. In addition, 23 long-term training-related cases were reviewed and deliberated, covering matters such as course changes, course extensions (including late reporting), course withdrawals, elective postings, and other administrative considerations.

Further, 111 civil servants are undergoing long-term training under self funding and open scholarships during the reporting period.

Under the delegated authority granted to agencies, a total of 131 full-time in-country LTT slots were implemented during the reporting period. This included 90 Master's degree programs for the teaching profession and 41 Bachelor's degree programs. Of the total slots implemented, 53 were female candidates and 78 male candidates. Details are presented in *Annexure 4.1* and *4.2*.

- **Short Term Training**

During the reporting period, Short-Term Trainings (STTs) were implemented through two primary modalities: those centrally administered by the RCSC and those independently implemented by respective agencies and dzongkhags, in accordance with the delegated authority prescribed under Section 7.6 of the BCSR 2023.

As part of the implementation of the CPD Framework, the RCSC conducted a total of 58 training programs, covering 2,046 civil servants across the Civil Service. This includes 1,831 civil servants trained in technical skills and competencies and 180 in critical core skills, with funding support from the Government of India.

In parallel, agencies and dzongkhags implemented 6,747 STT slots using their own funding sources or resources mobilized through development partners. Altogether, a total of 8,793 STT slots were implemented across the Civil Service during the reporting period, of which 3,911 were conducted within Bhutan and 4,882 were conducted overseas.

Out of the total STT slots implemented, 2,870 were allocated to female civil servants and 5,923 to male civil servants. Details in *Annexure 4.3* and *4.4*.

2.3.2 SUSTAINABLE PROFESSIONAL DEVELOPMENT WITH NATIONAL INSTITUTES

To ensure the long-term sustainability and institutionalization of competency- and skills-based training programs in the country, agencies are encouraged to collaborate with relevant universities and in-country training institutes. Where local expertise is not available, agencies are encouraged to source external experts to facilitate the delivery of such programs within Bhutan for their respective domain technical competencies. RCSC will coordinate the critical common competencies that cut across all occupational groups, such as communication, negotiation, AI fluency, systems and anticipatory thinking, design thinking, project management, leadership, and Dzongkha proficiency (Dzhong-juk), in collaboration with training providers such as the RIM, RIGSS, and other relevant institutions.

2.3.3 BUILDING DEEP PROFESSIONAL SPECIALIST

To strengthen the specialist services, the Commission will review the existing system and develop the Areas of Specialization (AoS) required by agencies, aligned to their agencies' core deliverables. These AoS will serve as an anchor for career development and progression in the Specialist Career track.

The AoS will serve as the foundation for recruitment, career progression, and professional development of Specialists, ensuring that expertise is systematically cultivated and retained within the civil service. This initiative aims to enhance institutional capacity, reinforce technical excellence, and position the Specialist role as a cornerstone of innovation and effective delivery of specialized public services. This initiative will shift the outlook of Specialist Positions from traditional seniority based position to a highly skilled expert position.

2.3.4 REMODELING CIVIL SERVICE EXAMINATIONS AND TALENT ATTRACTION PROGRAMS

This intervention to remodel the Civil Service Examination is key to building talented entrepreneurial professionals in the civil service. The new model should address agile hiring in the era of AI, the requirement of highly skilled deep talent, remote hiring from outside, and the need to drive efficient hiring.

It is also important that we introduce higher accountability on operational efficiency in the Civil Service.

With mounting complexity and challenges of attraction and retention, the current examination system, while robust in standardization, must now be recalibrated to assess not just academic knowledge but also other important and salient aspects of the evolving workforce dynamics.

The remodeling of the BCSE is not merely a procedural adjustment but a strategic transformation to secure the long-term effectiveness and credibility of the Civil Service. It is a critical step towards building a professional workforce that embodies the values of accountability, performance, and service excellence. The RCSC remains committed to continuously strengthening the BCSE to reflect the aspirations of His Majesty's vision for a forward-looking, efficient, and citizen-centered civil service, ensuring the recruitment process becomes a true enabler of national development. In June 2025, the Commission, in response to the increased demand from the high attrition of health professionals, waived off the requirement to sit for the Preliminary Examination (PE).

2.3.5 INTERNSHIP AND FAST STREAM RECRUITMENT PROGRAMS

Responding to the evolving talent requirement, the Commission under this intervention designed the Emerging Talent Paid Internship Program. This internship program is designed to engage top talent from both local and international universities to experience working in the priority fields of the Civil Service.

The Young Immersion Program offers an institute-based internship providing early exposure to public service through guided immersion experiences in collaboration with academic institutions.

Internship opportunities will be aligned annually with emerging talent areas and critical fields identified in consultation with agencies. Announcement cycles are planned around January and June each year. The rollout of both programs is scheduled for the next fiscal year. These initiatives are expected to provide meaningful engagement to young talent, attract diverse and capable graduates, enhance their employability through practical experience, and build a strong talent pipeline to support the long-term needs of the civil service.

In response to the evolving need, the Royal Civil Service Commission conducted the first-ever campus recruitment for ICT graduates with the objective of attracting the best and the brightest into the civil service as an alternative entry channel for high-performing graduates. The on-campus recruitment was held on June 23, 2025, and June 25, 2025, for Gyalpozhing College of Information Technology (GCIT) and College of Science and Technology (CST), respectively. A total of nine graduates were selected for various positions under GovTech. Moreover, if they are selected through BCSE, their positions will be regularized and earmarked for the identified division, and their seniority will be protected irrespective of the duration.

2.3.6 TALENT MANAGEMENT

2.3.6.1 King's Scholarship Programme (KSP) and Pre-Service Scholarship Programme

The King's Scholarship and Pre-Service Scholarship Program are an integral part of the Royal Government's long-term human resource development program to address the shortage of human resources in critical need areas. The program provides opportunities for high-achieving students to undertake full-time undergraduate study in different parts of the world in priority human resource and development needs of the country. Based on the national human resource requirement, various ex-country scholarships in technical and professional fields are implemented annually.

During the reporting period from 1st July 2025 to 30th June 2026, the RCSC made key strides in enhancing the administration and implementation of the King's and Pre-Service Undergraduate Scholarship programs.

- **Scholarship Stipend Revision**

A major achievement and much-awaited welcome news for the scholarship students is the revision of the stipend. Starting 1st July 2024, the government has revised the stipend rate for all scholarship students. With this revision, much of the financial burden resulting from increased cost of living due to inflation is expected to be eased.

- **Policy Enhancement**

To establish clarity and strengthen accountability in managing the scholarship program, legal undertakings for the KSP and Pre-service Scholarships were reviewed and revised. One of the major changes in the revised undertaking is the mandatory service obligation which the scholars are now required to fulfill besides the financial obligation.

- **Scholarship Selection 2025**

The rigorous selection process for the 2025 cohort of Pre-Service & KSP was successfully completed, awarding scholarships across critical human resource areas. A total of 144 slots were announced under the Pre-service Scholarships, of which 122 slots were availed (*Annexure 4.5 A*). A total of five slots were announced under the KSP, of which all five slots were availed (*Annexure 4.5 B*). The areas were aligned with national priorities and agency HR plans.

- **Royal Audience and Orientation Program**

The 2025 cohort was granted a Royal Audience by His Majesty The King on 19-Jun-2025, underscoring the importance of their future roles in nation-building.

The RCSC successfully conducted a two-day Orientation Program on 23–24 June to prepare students for studies in prioritized fields across eight countries. The two-day program covered the scholarship framework, Civil Service expectations, and student support systems. Highlights included experience-sharing by alumni and presentations from MoFAET, RICBL, and CECD, concluding with closing remarks by the Hon'ble Commissioner emphasizing the critical role of globally trained youth in nation-building.

Together, these initiatives have reinforced the pipeline of high-potential youth committed to Civil Service, while enhancing the integrity and effectiveness of the scholarship administration system.

Strategic Thrust Area V

Innovative Civil Service



“The bureaucracy must be agile enough to keep up with the rapid **changes** and **innovations** arising from the GMC. Our goal is to create an Enlightened Entrepreneurial Bureaucracy within the next 10 years to ensure successful convergence.”

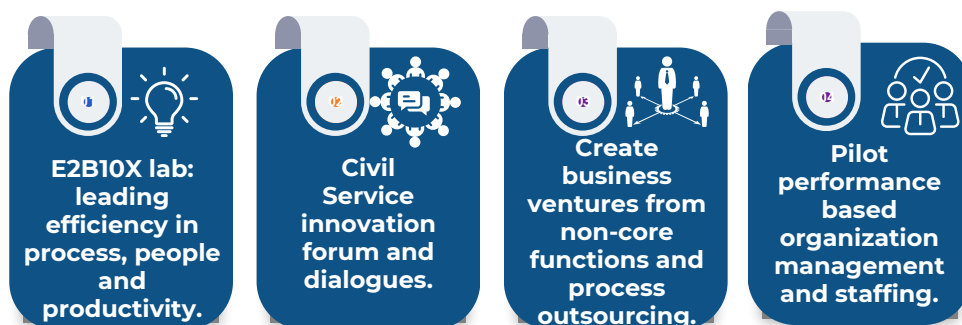
- His Majesty's Address to the Nation on the 117th National Day
17th December 2024

2.4 INNOVATIVE CIVIL SERVICE

Driving ‘test and learn’ culture of continuous improvement. Empowered to experiment, find new ways to fix/ solve problems and deliver Citizen Centric Services.

The Commission aims to foster an innovative civil service that is agile, responsive, and future-ready. It seeks to support agencies in eliminating obsolete rules, unnecessary bureaucratic layers, and structural hassles that create administrative burdens, with the goal of accelerating decision-making and strengthening accountability. The RCSC also aims to encourage greater collaboration and coordination among civil service agencies, breaking down silos, building trusted relationships, and fostering a unified approach towards national development. Ultimately, the aim is to transform the civil service into a truly citizen-centric organization that prioritizes the needs and expectations of the public, ensuring service delivery is efficient, transparent, and responsive so that the Bhutanese people live the true essence of Gross National Happiness.

Key interventions includes:



2.4.1 E2B10X LAB: LEADING EFFICIENCY IN PROCESS, PEOPLE AND PRODUCTIVITY

In alignment with the Royal Vision of His Majesty The King's Diamond Strategy, the Enlightened Entrepreneurial Bureaucracy (E2B10X) Lab, has been established as a catalyst for promoting innovation and entrepreneurship through the incubation of ideas. The lab aims to serve as a central platform for ideation, testing, and scaling impactful solutions, improving processes and eliminating waste, and sharing knowledge and best practices. With an ultimate goal to drive greater efficiency and achieve a tenfold increase in productivity over the next decade.

2.4.1.1 Streamlining Bureaucracy

The sub-delegation of responsibilities from the Ministerial Human Resource Committee (MHRC) to the Departmental Human Resource Committees (DHRCs) and the Human Resource Division was carried out with the objective of reducing the operational burden on government secretaries, empowering departments on HR matters, and ensuring accountability of HR management and development at a department level. It involved a series of consultations with Human Resource officers in Ministries, Department Heads and Government Secretaries. Accordingly, the sub-delegation was rolled out with effect from July 2025.

2.4.1.2 Development of HR Bot

The RCSC is in the process of developing an HR Bot, an intelligent, rule-based digital assistant designed to enhance the delivery of HR services and strengthen compliance with the Bhutan Civil Service Rules and Regulations (BCSR). Once operational, the HR Bot will provide easily accessible and timely guidance on HR policies, procedures, and entitlements to HR officers, civil servants, and other relevant stakeholders across the Civil Service. This initiative forms part of the broader effort to harness digital technologies to improve efficiency and transparency in public service delivery. The Commission will work towards integrating advanced autonomous HR Analytics to analyze data and execute tasks to optimize HR processes.

2.4.1.3 Civil Service innovation forum and dialogues

The Civil Service Forum was identified as a key intervention under the E2B10X Lab to promote innovative civil service in the era of the intelligence economy. The aim of the Civil Service Forum is to offer a platform to the civil servants to proactively seek open dialogues, share knowledge, and co-create solutions while also celebrating success stories of civil service and ultimately, drive civil service motivation.

2.4.2 CREATE BUSINESS VENTURES FROM NON-CORE FUNCTIONS AND PROCESS OUTSOURCING

As part of the Civil Service Reform initiatives, the Commission sees potential to enhance efficiency and cost-effectiveness of delivering public service by outsourcing non-core functions. An example that continues from the 2022 reform is the outsourcing of the cleaning services for offices located outside Tashichhodzong to a private firm. Such initiative not only streamlines service delivery and allows agencies to focus on their core mandates but also supports the creation of business ventures from non-core functions.

2.4.2.1 Pilot performance based organization management and staffing

As part of incorporating corporate-based management in the civil service, the Commission, in collaboration with MOF, has plans to pilot granting RIM an enhanced autonomy over budgetary allocations and human resource management, while holding it strictly accountable for agreed performance outcomes. RIM is a good candidate, as they have opportunities to grow into a sustainable business model.

This operational autonomy may allow agencies like RIM to make real-time staffing, resource mobilization, and operational decisions without excessive central approvals, enabling

greater agility and responsiveness. In exchange for this flexibility, the agency will commit to a performance compact that clearly defines deliverables, outcome metrics, and reporting schedules. Financial and HR decisions will be guided by transparent rules and monitored through regular performance reviews to ensure efficiency, integrity, and alignment with national priorities, as they have a high social mandate. The pilot will serve as a testbed to evaluate how increased operational independence, paired with robust accountability, can improve service delivery and institutional results before wider adoption.

Other areas to explore could be outsourcing the operations and maintenance of government systems through a dedicated SOE.

2.4.2.2 Style Guide

The RCSC is currently spearheading the development of a standardized style guide for the civil service. This initiative aims to promote consistency, clarity, and professionalism in writing, formatting, and visual presentation across all official communications. Once completed, the Style Guide is expected to serve as a valuable reference for enhancing the quality and coherence of communication style across the Civil Service.

Strategic Thrust area IV

Motivated Civil Servants



“What we need now, more than ever, is a corresponding degree of resolve and determination for our national interest. The strength of our national character, courage, grit, and fortitude must define every aspect of our national endeavour.”

- His Majesty's Address to the Nation on the 114th National Day
17th December 2021

2.5 MOTIVATED CIVIL SERVANTS

Empowering and taking care of civil servants to deliver national goals.

One of the Royal Civil Service Commission's key thrust areas is to empower and take care of civil servants so they can effectively deliver on national goals. RCSC aims to boost morale and motivation by recognizing and rewarding outstanding performance, fostering a strong sense of pride in public service, and creating a supportive work environment where every civil servant feels valued and empowered. Through these efforts, civil servants remain motivated, deeply engaged, passionate, and goal-oriented, driving positive change and delivering results that matter for the nation.

The Key interventions includes:



2.5.1 CIVIL SERVICE WELL-BEING (CSW)

2.5.1.1 Royal Civil Service Award

The Royal Civil Service Award, instituted in keeping with the Royal Command of His Majesty the King, honors and celebrates the dedication, loyalty, and service of public servants. By formally recognising long and distinguished service to the Tsawa-Sum, the Award

is a great source of pride and motivation for the public servants. In the reporting year, a total of 3298 RCSA were awarded to eligible civil servants on the 117th National Day, 2024.

a. Lifetime Service Award

96 civil servants and 86 public servants, a total of 182 were conferred with the Lifetime Service Award.



b. Gold (30+ Years)

229 civil servants and 103 public servants, a total of 332 were conferred with the Gold Medals for serving 30 years.



c. Silver (20+ Years)

817 civil servants and 223 public servants, a total of 1,040 were conferred with the Silver Medals for serving 20 years.



d. Bronze (10+ Years)

1,352 civil servants and 392 public servants, a total of 1,744 were conferred with the Bronze Medals for serving for 10 years.



2.5.1.2 Civil Service Support Desk (CSSD)

• Pre-maternity Leave

A 14-day pre-maternity leave in addition to the existing six months of maternity leave was introduced during the year. This allows expectant mothers to prepare for childbirth without reducing their standard maternity leave. The new provision, extended to women in the civil service, aims to support both maternal health and child well-being by providing greater flexibility and helping to reduce stress before delivery.

• Health Screening Programme

The RCSC, in collaboration with the Ministry of Health, organized the annual health screening for civil servants as part of the Well-being Program. A total of 3,298 civil servants in Thimphu participated. The screening revealed several significant health issues of obesity (541 cases) and hypertension (703 cases).

Civil servants requiring further consultation were referred for further medical interventions.

• Hoops for Health (H4H)

The Well-being Unit has continued to coordinate the “Hoops for Health” (basketball) program since its initiation on 16th November, 2018. This program promotes networking and healthy lifestyles among women civil servants. It is a member-based, self-supported program coordinated by RCSC, Wellbeing Desk.

• Go-to-Person Service

The RCSC introduced the Go-To Person initiative in 2018 to promote psychological well-being and create a safer working environment. It aimed to ensure that individuals facing workplace harassment, including but not limited to sexual harassment, had access to a confidential and robust support system within their agencies.

The RCSC, in collaboration with NCWC with support from UNDP and UNFPA has organized a two-day stakeholder consultation with relevant stakeholders to revise and finalize the existing SOP for the Prevention and Response to Sexual Harassment. The SOP for the Go-To Person for prevention of sexual harassment was activated on May 13, 2025.

To support its implementation, all agencies have nominated a focal person to serve as the go-to person. The first round of SOP sensitization for focal persons in Thimphu-based agencies has been successfully conducted, and the second round for those in the Dzongkhags is scheduled for August 2025.

- **Civil Service Wellness Day**

The Civil Service Wellness Day was successfully organized under the theme “*Healthy Civil Service, Healthy Nation*” as part of the annual Civil Service well-being program in collaboration with MoH.

Unlike in the past, a total of 8208 civil servants across Bhutan celebrated the day by participating in a marathon, Sorig-Zhiney, yoga, zumba, and health screening. The event was also an opportunity to reconnect with retired civil servants and network among different agencies and sectors. It was encouraging to see active participation in the 15K marathon by visually impaired civil servants.

The participants also experience traditional massage, cupping, and Chindug services of National Traditional Medicine Hospital (NTMH), introduced to healthy eating and living.

- **Extraordinary Wellbeing cases**

The Commission receives cases seeking transfers and leave to attend to unavoidable and uncontrollable circumstances. The Commission deliberates on the merit of each case and supports the needs of the individual's well-being by balancing the integrity of each case. A total of 15 well-being cases were considered in the last year.



2.5.1.3 Civil Servants' Welfare Scheme (CSWS)

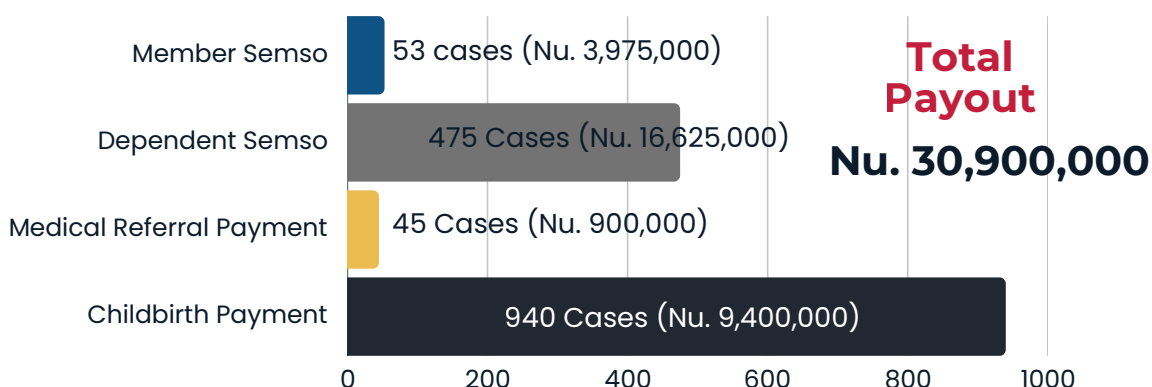
The CSWS was established on 11th November, 2015, with the noble objectives of providing financial assistance to civil servants during difficult times like sickness and death in the family, taking care of civil servants while in service and after superannuation, and instilling a sense of purpose, dedication, and focus on one's duty.

As of June 30, 2025, the total fund in the corpus amounts to Nu. 234.852 million, excluding the interest accrued from various fixed deposits. Upon the maturity of the fixed deposits, the fund will generate interest income of Nu. 84.599 million, and by January 2026, the fund will grow to Nu. 319.452. The total payouts as benefits to the civil servants in the past year amounted to Nu. 30.900 million as detailed below:

Table 14: Bank Account Investment Summary

Bank	Account Type	Term	Amount (Nu.)	Rate of Interest (%)	Interest Amount after maturity
BoB	Fixed Deposit	6 Years (03.01.2020 - 02.01.2026)	113,776,745.81	85%	58,005,740.40
BNB	Recurring Deposit	3 Years (08.12.2022 - 08.12.2025)	34,000,000.00	85%	8,881,409.69
BNB	Term Deposit	3 years (06.12.2022 - 05.12.2025)	81,436,451.98	725%	17,712,428.31
BNB	Current Deposit	NA	5,639,233.00	NA	NA
TOTAL			234,852,430.79		84,599,578.40

• CSWS Payout Summary



2.5.2 CIVIL SERVANTS IN FOCUS

The Civil Servants in Focus initiative is a program designed to recognize and celebrate the outstanding contributions of civil servants in Bhutan. The objective of this initiative is to empower civil servants to identify challenges, propose innovative solutions, and lead change. The initiative aims to motivate both the featured individuals and the wider civil service community by highlighting their stories of dedication, innovation, and service. This is done by sharing their stories on the RCSC's social media platforms.

It showcases a diverse range of accomplishments, from career milestones to extraordinary acts of service. Two notable examples illustrate the program's scope:

- **Pioneers of the SSS Category:** This highlight celebrated four exceptional civil servants who were the first to be promoted to the Supervisory and Support Specialist (SSS) Category. This promotion, introduced under the Bhutan Civil Service Rules (BCSR) 2023, recognizes professionals in the Supervisory and Support Category (SSC) with four consecutive years of outstanding performance. The individuals, who serve in critical sectors like infrastructure, healthcare, and public service, were lauded for their expertise and leadership, setting a new benchmark for excellence.
- **Civil Servants in Lunana:** This story focused on the resilience and ingenuity of civil servants working in the remote and challenging terrain of Lunana, situated at approximately 4000 meters above sea level. Facing significant challenges like the lack of fresh produce and a six-day trek from the nearest motorable road, these civil servants took proactive steps to improve their quality of life and that of the community. They established seven greenhouses to cultivate vegetables like beans, broccoli, and cauliflower, providing a vital source of nutrition. The story also highlighted their immense personal sacrifices, such as dedicating weekends to fetch firewood, and the long-term commitment of individuals like Mr. Namgay Dorji, the Officiating Principal of Lunana Primary School, who has served in the region since 2013. His efforts in spearheading greenhouse cultivation and experimenting with biogas production exemplify the spirit of going above and beyond the call of duty. The story powerfully demonstrates how their work addresses critical community needs, showcasing the profound impact of their resourcefulness.

2.5.3: ORGANIZATION LEVEL PERFORMANCE RECOGNITION (AGENCY EXCELLENCE AWARD)

The Bhutanese civil service has long recognized individual performance through promotion and intrinsic motivation. However, organizational performance, the ability of an agency to work collectively towards delivering national priorities with efficiency, innovation, teamwork, and integrity, remains less systematically acknowledged. The Commission has identified this as an area of intervention to incorporate style in a public sector setting and is currently exploring introducing an Agency Excellence Award system. With an objective to encourage teamwork and drive healthy competition and benchmarking among agencies to strive for excellence. The award, if introduced, would promote a culture of recognizing and rewarding outstanding organizational achievement in the delivery of public services and motivate continuous improvement in systems, culture, results, and service delivery standards.

If implemented well, the award will promote a corporate culture of collective accountability where the entire agency will take ownership of results, be encouraged to strive higher with heightened pride and morale, build examples of best practices, and strengthen brand and public trust. The Commission and relevant agencies could start with the 20 Dzongkhags, which are the hub of public services.

2.5.4 STRENGTHEN THE PERFORMANCE MANAGEMENT SYSTEM AND REWARD STRUCTURE (PBI)

To strengthen the PMS and institutionalize a performance-based culture, the RCSC is taking concrete steps to enhance the effectiveness, fairness, and strategic alignment of performance assessments across the Civil Service. Building on past reforms, the current PMS is fully aligned with national transformation objectives, ensuring that individual and organizational performance directly contributes to long-term national outcomes. A key development in this regard is the introduction of a standardized bell curve distribution for Executives and P1-level managers, delinked from agency-level APA scores, promoting greater consistency and fairness in evaluations. Additionally, performance assessments are now conducted systematically through an online platform, supported by moderation mechanisms to ensure objectivity.

To strengthen the reward structure, the RCSC has also developed a Performance-Based Incentive (PBI) framework and the PBI payout matrix to further reinforce a results-driven culture in the civil service. The proposed PBI links tangible rewards to the performance management system, thereby motivating higher levels of accountability, productivity, and innovation. The budget proposal for the PBI has been submitted to the MoF under the 2025-2026 budget for consideration.

2.6 HR AUDIT

2.6.1 Compliance Human Resource Audit

The following table indicates the compliance percentage for all the agencies audited during the FY 2024-25. A total of 16 Agencies were audited and it has been noted that all Agencies have maintained above 85% compliance rates.

Table 15: Compliance Human Resource Audit Summary

Sl. No	Agency	HR Actions	No. of Major observations	Percentage compliance
1	NCHM	674	0	100%
2	NSB	119	3	97%
3	NC	204	0	100%
4	OAG	281	15	95%
5	NLCs	622	1	99%
6	NMS	8180	20	99%
7	Zhemgang	937	6	99%
8	Lhuentse	853	27	96%
9	S/J Dzongkhag	1090	0	100%
10	S/J Thromde	241	0	100%
11	MoESD	4647	109	97%
12	MoH	1634	3	99%
13	MoAL	5249	2	99%
14	Sarpang	4137	30	99%
15	Gelephu	1324	0	100%
16	Samtse	6231	139	97%

HR Audit proactively conducts BCSR sessions to support agencies to implement BCSR smoothly and reduce audit observations. Common mistakes observed from HR audit are shared during the monthly HR webinar. Furthermore, new HR officers and HR assistants are trained on the provisions of the BCSR during the HR onboarding and Smart Assistants Training (SAT).

2.6.2 Implementation of remote auditing

HRAD has developed and implemented remote HR auditing by using data analytics to reduce auditing cost and improve auditing turnaround time (TAT).Currently, remote auditing is being applied in three core HR functions—recruitment, promotion, and transfer—and partially to other HR actions. This initiative has led to a 20% reduction in TAT for field audits, reducing the 10-day workload to 8 days.

2.6.3 HR Audits Recoveries in FY 2024-2025

During the reporting year, the HR audit has recovered Nu. 2.106 million for the FY 2024-25. These recoveries are from wrong calculations on payout of separation benefits across 13 agencies from the 16 agencies audited during FY 2024-25.

Table 16: Summary of the observation types with amount refunded

Agency	Case Number	Total Amount Refunded (Nu.)
13 Agencies	186 cases	2,105,823.03/-

2.6.4 Strategic Human Resource Audit

As a part of the Strategic HR Audit for FY 2024–25, HRD/HRS of audited agencies were trained on the Agency Quality Assessment Framework (AQAF). AQAF is a self-assessment tool designed for use by both management and staff to promote organizational excellence and foster a culture of continuous improvement. A one-day training session was conducted to equip the HRD/HRS of agencies with the tools and methodologies necessary for effectively implementing AQAF.

HRAD also assessed the capacity of the HRD/HRS of agencies based on six key criteria: documentation, internal and external communication, clarity of rules, application of the HR system, and learning goals. Based on the assessment, tailored recommendations were provided to guide further improvements. A total of 8 review assignments were carried out, namely, the review of the Regional Engineering cluster (ReEC), the Economic Development and Marketing Officers' mandate in the Dzongkhags, the review of the Beautification Officer's mandate, the workload assessment of doctors in the National Medical Services, the review of the workload of schools and health clinics in the Dzongkhags, the review of the strengthening of collaboration between the central, regional, and Dzongkhag administrations, sub-delegation of MHRC, and the review to enhance the Dzongrab's role and consolidation of positions parented by MoHA in the Dzongkhag.

2.6.5 Disciplinary and Administrative Action

In accordance with Section 27(n) of the CSAB 2010, the RCSC serves as the central personnel agency for the Royal Government, responsible for exercising overall disciplinary control over civil servants. This includes enforcing all relevant rules, regulations, and laws to maintain standards of behavior within the civil service. Additionally, the Act grants the Commission appellate authority over cases originating from Ministries and Agencies.

In situations where a civil servant is dissatisfied with a decision made by a Disciplinary Committee, they have the right to appeal to the RCSC, which acts as the highest appellate authority in the absence of an administrative tribunal. Thus, the RCSC plays a crucial role in ensuring accountability and upholding standards of conduct within the Civil Service.

Table 17: Administrative Penalties by Type and Number of Cases

Type of Administrative penalties imposed by Agencies	No. of civil servants/ cases
Reprimand	47
Withheld increment	6
Deduction of Increment	3
Withheld promotion	2
Suspension	6
Termination (Administrative Discipline)	24

2.7 CIVIL SERVICE STATISTICS

41.26%

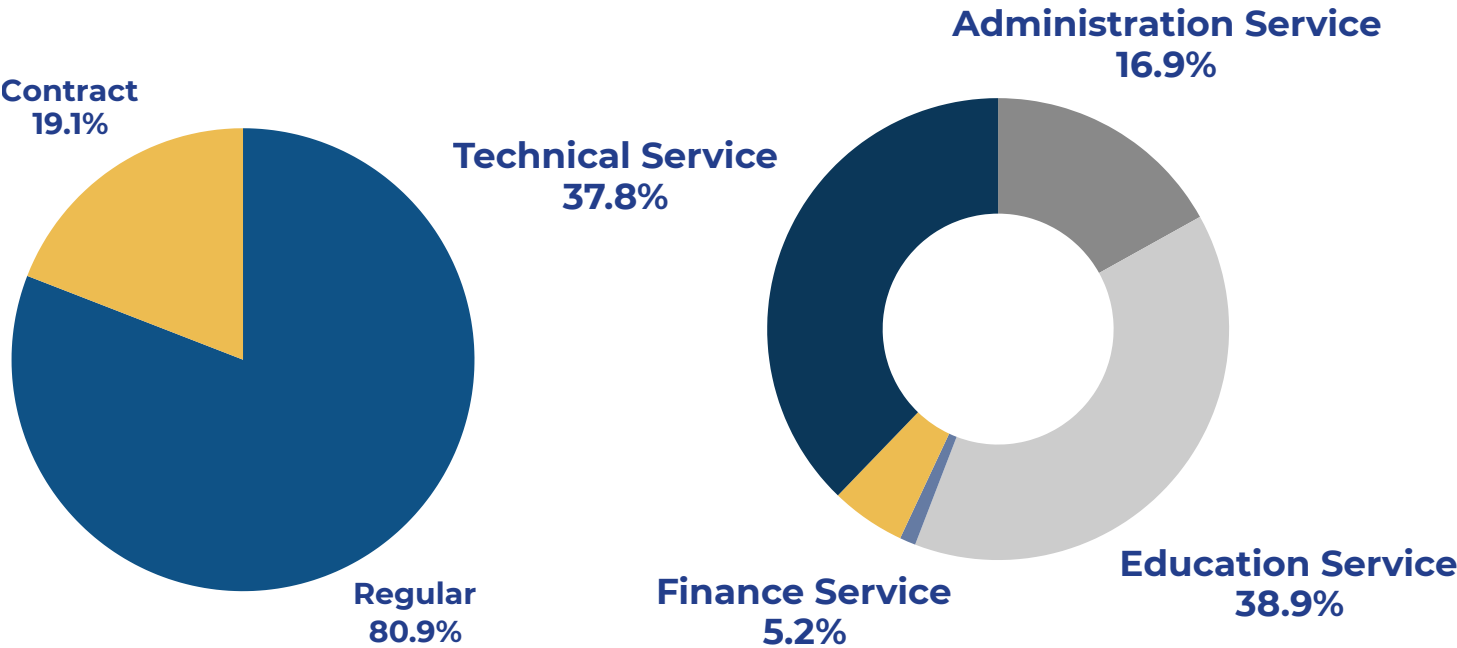
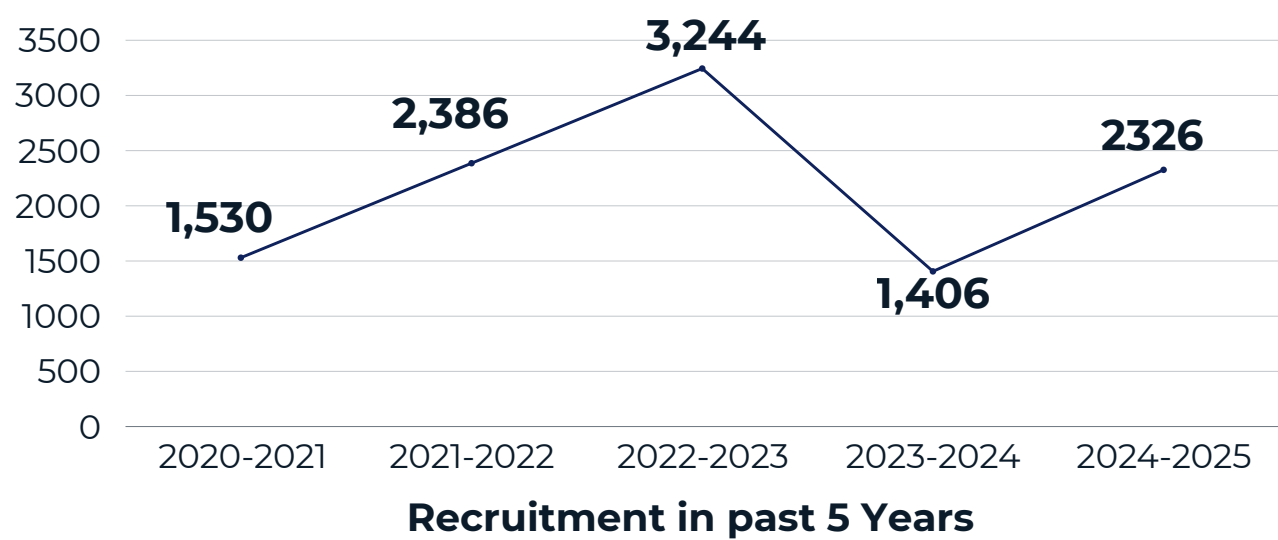
Females (12,390)

30,025

Total CS

59.73%

Males (17,635)



PART III: CHALLENGES AND WAY FORWARD

3.1 Enhancing Civil Service Performance Management: A Call for Collective Commitment and Sustained Change towards building an Enlightened Entrepreneurial Bureaucracy

The Commission acknowledges the feedback to review the mandatory bell curve, particularly to eliminate or remove the category of the Partially Meeting Expectation. The forced bell curve was introduced from the fiscal year 2015-2016 onwards with the goal to raise the performance standard fitting 'excellence in service.' The removal of the forced quota, especially the Partially Meeting Expectations (PME) category, risks reversing the progress made in civil service performance, potentially plunging us back into the era of minimal accountability and the entrenched **'iron-rice bowl'** mentality. We risk stagnation and falling short of the renewed transformative aspirations set out in the Diamond Strategy. Further, the success of the Civil Service Reforms (2021-2023) should be measured not by the structures and names of the agencies but by the sustained higher work performance standards and accountability. Performance differentiation is vital for staff motivation and talent management.

However, without visible and sustained behavioral shifts in upholding high performance accountability standards across all levels, the mandatory bell curve will remain a necessary catalyst. The Commission will collaborate closely with leadership teams to establish structured operational modalities, ensuring effective communication throughout the entire performance management cycle to foster a culture of high performance and shared ownership across all levels. To enhance the current system, the performance management approach should transition from an annual appraisal to a more frequent, rhythmic, time-defined review process by incorporating the following steps:

- Define and align vision to measurable targets: Begin with clear objective performance planning by translating the overarching vision into specific, measurable targets.
- Establish Clarity and Accountability: Develop agency, division, and individual scorecards detailing what needs to be done. Set explicit performance standards and expectations at the start of each fiscal year.

- **Instill Leadership Routines:** Promote regular, focused conversations and evaluations within teams through weekly or monthly performance tracking reviews to monitor progress and drive momentum.
- **Integrate Continuous Feedback:** Implement rigorous, frequent one-on-one feedback sessions aimed at improving employee outcomes and reinforcing development.
- **Maintain Transparent Performance Data:** Ensure constructive performance data is consistently recorded and communicated at every stage, fostering transparency and informed decision-making to categorize employee performance.

This structured, iterative process, backed by a performance-based incentive, will change the attitude to embrace more rigorous performance management systems. Civil servants in PMC can acquire these skill sets in the accelerator operating system (aOS) Leadership Minimum Mandatory Training.

It is also essential to engage in deeper inquiry and bold reflection followed up by a call to action. We must confront ourselves with difficult but necessary questions like, are we truly operating at our fullest capacities or unleashing our full potential? Are our standards rigorous enough? Have we achieved the aspirations we set? And above all—are we resilient enough to lead with purpose and endure the challenges ahead?

These are the questions with which civil servants and stakeholders in Bhutan must collectively grapple to co-create a high-performing Civil Service. This transition is not simply a technical adjustment of lifting the PME category but a fundamental test of whether the Civil Service can evolve in tandem with shifting values and national expectations. We need to move from seniority to merit, embrace higher capability and productivity, and respond with agility to deliver an economy that holds the expectations of the citizens and be Diamond Strategy ready. If performance is to be the currency of progress and meritocracy, then the system that recognizes it (objective performance) must be more than a quick-fix siloed reform but a cohesive ecosystem of shared responsibility, where performance drives the growth of individuals, teams, and institutions.

The continuous improvement of the Performance Management System (PMS) will remain a core priority for the Commission. We will work towards making PMS more practical, relevant, and development-oriented, ensuring that it goes beyond a compliance mechanism to a system that genuinely drives performance and growth of people.

The goal should be to build a PMS that not only holds civil servants accountable for their deliverables but also supports their professional

development, fosters continuous improvement, and builds a performance accountability culture in the Civil Service. RCSC reaffirms its commitment to building a forward-looking civil service that is prepared to meet the challenges and opportunities of Bhutan's evolving development landscape.

3.2 Embedding Corporate Culture in the Civil Service

Transitioning the Bhutanese civil service to a corporate culture continues to remain a challenge. The civil service has long operated within a hierarchical, process-oriented framework where compliance and procedural correctness take precedence over agility and measurable results. While structured performance systems and accountability mechanisms are being introduced, shifting entrenched mindsets, work habits, and bureaucratic processes towards results-driven, agile practices requires sustained effort, leadership commitment, and cultural change at all levels.

Moving forward, the RCSC will continue to build a culture that reflects corporate values such as clear direction-setting, strategic alignment, efficiency, competitiveness, and customer focus, in addition to efforts towards a fundamental shift in mindsets, work practices, and performance accountability at all levels.

On performance-based incentives, RCSC will continue refining and aligning the framework to foster a culture of high performance, meritocracy, and accountability across all agencies. The focus will be on ensuring that incentives are meaningfully linked with agency and individual performance while maintaining transparency, fairness, and consistency across the system. This will involve building the capacity of agencies to implement performance assessments rigorously and fairly while exploring non-financial incentives that recognize and encourage exceptional contributions in the Civil Service. By doing so, RCSC aims to motivate civil servants to deliver results, innovate within their mandates, and strengthen the Civil Service as an effective engine for national development.

3.3 Building a High-Impact Leadership Team

Leadership teams are essential levers, not just for strategy, but also to anchor culture in building high-performing teams, instilling confidence, taking accountability, and steering the long-term vision. To ensure the success of the current Civil Service transformation to institute corporate governance, it is essential to grow a new breed of entrepreneurial,

forward-leaning bureaucracy. The Commission underscores the urgency of investing in high-impact leadership supported by an ecosystem of structures and leadership talent management systems to optimize the talent and potential of the leadership team.

In the coming years the Commission will continue to put concerted efforts into streamlining the leadership management system under the workstream 'building high impact leadership' team.

3.4 Building workforce-wide AI skills in the Civil Service has become critical and urgent

The Commission recognizes the “transformative potential of AI” and the urgency to seize the growth opportunities by embracing AI to enhance efficiency, improve citizen experience, and accelerate workflows by automating routine tasks. To achieve this, AI adoption must be systematic and supported by training, clear ethical guidelines, and strong leadership commitment.

A survey on the use of AI in the Civil Service suggests that civil servants use AI in some form based on an individual's interest, like desk research, reasoning, and drafting using open sources; however, the depth of AI integration in the work process is limited at the moment. To support the AI users and deal with the perceived complexity of AI and ethical use, the Commission, in collaboration with the GovTech Agency, launched 'the Generative AI Guidelines for Use in Civil Service.'

The Commission will partner with GovTech and relevant partners to equip civil servants to remain relevant and effective in an AI-enabled future. The Commission did roll out foundational AI and RPA training for some civil servants, but for an AI-enabled future, all civil servants must have broad AI competency. Going forward the Commission will work with experts and training providers to give AI masterclasses for the leaders and mandatory foundational courses for the civil servants. This approach will position the Civil Service to deliver faster, optimize resources, and give citizen-centric services.

3.5 Addressing Mid-Career Attrition Through Pension Reform

As part of the broader strategy to address civil service attrition and strengthen workforce stability, the Royal Civil Service Commission (RCSC) undertook a comprehensive review of the Pension Rules and Regulations 2022, particularly in light of rising voluntary resignations among mid-career professionals. Between January 2021 and August 2024, a total of 1,140 civil servants who had served between 15 to 20 years voluntarily resigned. These mid-career exits were particularly acute in critical service areas such as Education & Training (373), Medical & Health (36), Architectural and Engineering Services (111), Finance & Audit (95), and Agriculture & Forestry (158), where staffing gaps directly affect service delivery standards. Many of these resignations were driven by

the incentive to access lump sum pension or provident fund benefits after 20 years of service.

Following this review, the Commission submitted a proposal to the Lhengye Zhungtshog in August 2024 to revise the pension rules and remove the requirement for civil servants to resign in order to avail of lump sum pension benefits. Subsequently, the Cabinet approved the revision by increasing the eligibility threshold for lump sum pension withdrawal from 20 to 23 years of service. This reform is expected to retain mid-career professionals longer, especially in technical sectors, and discourage premature exits from the civil service. However, the Commission is cognizant that this offers only a temporary reprieve, as the challenge may re-emerge when civil servants near the revised 23-year threshold, underscoring the need for a more sustainable, long-term solution.

3.6 Increased Talent Mobility: talent retention challenges in the Civil Service

The recruitment and talent acquisition in the civil service are still traditional, and career-based civil servants are recruited through competitive civil service examinations. This method of talent management is now challenged on many fronts post 2023, when the Civil Service saw 16% attrition. While the attrition has settled to around 5% at an aggregate level, loss of talent in critical professions like the ICT, engineering, and health continue adding to the number of talent shortages and loss of

experienced Teachers impact the quality of talent. Both situations impact the quality of service delivery and achievements of the ambitious plans and programmes. The new trend is also the preference for non-linear career trajectories by the younger generation making succession planning difficult.

While the new recruits make up for the numbers, the civil service is impacted by the 'brain drain' of experienced staff. Talent acquisition and retention strategies have become complex with civil service becoming the launchpad, increasing the demand for resources for training and development, further fueling mobility of talent, and creating a vicious circle.

The Commission is working on multi-pronged approaches to maintain a steady flow of talent by diversifying talent attraction programs like campus recruitment, paid internships for the Emerging Talent Program, and talent management and development for mid-career progression. In our small labour market, the supply of experienced professionals for ICT, engineers, doctors, and nurses is scanty or not available or difficult to attract due to comparatively lower compensation schemes.

The Commission would like to work closely with Agencies to articulate the skill requirement, take ownership to be active skill developers and guide the civil servants with career planning

to deliver their roles. The Commission will create conditions and HR policies that encourage self-directed learning behaviour to motivate and retain.

3.7 Workforce planning and deployment

The key challenge in workforce planning and deployment is to strike a delicate balance between the paradox of providing equitable access to services and the productivity of manpower and the high cost. The commission is hopeful that the effort of digitization and the higher mobility from the road networks and communications will lead to delivering services at a higher level of productivity. Achieving high productivity is key to attaining the Diamond Strategy pronounced during the 117th National Day Royal Address.

3.8 Rise to the Diamond Strategy

As we look into the future, we call every civil servant to rise to the occasion with renewed vigor and dedication. The world around us is in flux, presenting new challenges and opportunities driven by unprecedented technological and economic change. At this inflection point, we are incredibly fortunate to have a wise and courageous leader in our beloved King, who, with visionary initiatives like the Gelephu Mindfulness City, is fearlessly charting the course for a brighter future for all of us.

The civil service, as the backbone of a thriving nation, should step up to this call by swiftly aligning all efforts with “The *Diamond Strategy*.”

The Diamond Strategy emphasizes the critical need to transform our operating system, mindset, and capabilities by tackling complacency and inefficiency, replacing seniority with meritocracy, accelerating the shift toward an intelligent economy, and simultaneously advancing reforms in education, legal frameworks, and electoral processes.

The Civil Service needs to proactively transition from the traditional bureaucracy to one that of an “Enlightened Entrepreneurial Bureaucracy.” To answer this call, the Civil Service must be equipped with discipline, ready to challenge the status quo, break through limitations, and embrace relentless changes. We must not allow our hesitation to collaborate and step outside our comfort zones to become an accelerator. Overcoming these challenges and measuring our progress should be the driving force behind our new operating system.

The Commission solemnly pledges unwavering dedication to advancing His Majesty’s enduring legacy.

PART IV: ANNEXURES

4.1 RCSC administered Long-Term Programs

A. No of Slots by Program

Sl. No	Program	Slots	Male	Female	Non-Civil Service
1	Nehru Wangchuck Scholarship	9	7	2	3
2	Australia Awards	10	5	5	0
3	Trongsa Penlop	5	3	2	0
4	Fulbright Foreign Students Fellowship Program (FFSFP)	2	1	1	1
5	Hubert H.Humphrey Fellowship (HHHP)	1	0	1	1
6	JDS	7	3	4	0
7	TIPP	1			
8	JICA	3	1	1	0
9	MEXT	2	0	2	1
10	GoI PTA	0	0	0	0
11	All India Service (IAS, IFS, IRS, IAAS)	3	2	1	0
12	Private Funding/ Open Scholarship	111	73	38	0
	Total	113	17	14	6

4.1 RCSC administered Long-Term Programs

B. Field of Study by Program

Sl.No	Program	Area / Field of Study
1	Nehru Wangchuck Scholarship	Masters in Physics
		Masters in Musculoskeletal Physiotherapy
		Masters in Cardiopulmonary Physiotherapy
		Masters in Economics
		Masters of Science in Mathematics
		Master of Law
		Masters of Business and Commerce Studies
2	Australia Awards	Masters of Construction Management
		Master of Construction and Engineering Management
		Masters of Entrepreneurship and Innovation Management
		Masters of Engineering Science
		Master of Educational Leadership
		Masters of Management (Human Resources)
		Health Administration
		Master of Information System

Sl.No	Program	Area / Field of Study
3	Trongsa Penlop Scholarship	Master of Education (Curriculum and Instruction)
4	Fulbright Foreign Students Fellowship Program (FFSFP)	Sustainable International Development
		Public Administration
5	Hubert H.Humphrey Fellowship (HHHP)	Substance Abuse Education, Treatment and Prevention
6	JDS	-Countermeasures for Climate Change and Disaster Risk Management Policy and Infrastructure Development Policy for Sustainable Economic Growth-Public Policy-Economic Policy
7	TIPP	MSc in Community Energy and Environment
		Master's in Primary Health Care Management
		Master's in Public Health
		MSc in Biological Science
8	JICA	-Master of Science in Nursing-Master of Medical Science-Master in Public Health
9	MEXT	MA in Education
10	All India Service	IAS, IFS, IRS, IAAS

4.2 Agency-administered Long-Term Training Programs

Sl. No	LTT	Slots	Female	Male
1	Full-Time In-Country LTT (Master's degree for teaching professions)	90	37	53
2	Full-time Bachelor's degree	41	16	25
	Total	131	53	78

4.3 Other HRD Programmes (STT): SCP, JICA, KOICA, MTCP, etc.

Sl. No	Program	Training	Slots
1	JICA	25	27
2	SCP	45	52
3	MTCP	4	8
4	AITC	22	66
5	IDEAS	1	1
6	KOICA	1	3

4.4 Agency-wise Implementation of STT Slots

Sl.No	Agency Name	Slots
1	Ministry of Agriculture and Livestock	327
2	Ministry of Education and Skills Development	181
3	Ministry of Energy and Natural Resources	932
4	Ministry of Finance	194
5	Ministry of Foreign Affairs and External Trade	79
6	Ministry of Health	204
7	Ministry of Home Affairs	142
8	Ministry of Industry, Commerce, and Employment	323
9	Ministry of Infrastructure and Transport	467
10	Government Technology (GovTech)	244
11	Anti-Corruption Commission	130
12	National Assembly Secretariat	66
13	National Council Secretariat	30
14	National Land Commission	223
15	Office of the Attorney General	4
16	Royal Audit Authority	2
17	Royal Civil Service Commission	24

Sl.No	Agency Name	Slots
18	Royal Institute of Management	7
19	Cabinet Secretariat	72
20	Centre for Bhutan Studies and GNH Research	11
21	National Center for Hydrology and Meteorology (NCHM)	124
22	National Medical Services	944
23	National Statistics Bureau	19
24	Gelephu Thromde	58
25	Phuentsholing Thromde	41
26	Thimphu Thromde	144
27	Samdrup Jongkhar Thromde	34
28	Bumthang Dzongkhag	473
29	Chukha Dzongkhag	88
30	Dagana Dzongkhag	66
31	Gasa Dzongkhag	36
32	Haa Dzongkhag	45
33	Lhuntse Dzongkhag	81

Sl.No	Agency Name	Slots
34	Mongar Dzongkhag	101
35	Paro Dzongkhag	87
36	Pema Gatshel Dzongkhag	68
37	Punakha Dzongkhag	98
38	Samdrup Jongkhar Dzongkhag	69
39	Samtse Dzongkhag	131
40	Sarpang Dzongkhag	372
41	Thimphu Dzongkhag	65
42	Trashy Yangtse Dzongkhag	63
43	Trashigang Dzongkhag	158
44	Trongsa Dzongkhag	54
45	Tsirang Dzongkhag	300
46	Wangdue Phodrang Dzongkhag	1363
47	Zhemgang Dzongkhag	49
	Total	8793

4.5 Undergraduate Scholarship

A. Pre-Service Scholarships 2025

Sl. No	Area of Study	Country	Slots announced	Slots availed
1	MBBS	Bangladesh/Sri Lanka/Japan/Cuba/India	35	33
2	B. Dental Surgery	India	2	2
3	B. Sc Nursing	India	40	40
4	B. Medical Lab Technology	India	6	6
5	B. Radio Imaging Technology	India	2	2
6	B. Occupational Therapy	India	2	2
7	B. Physiotherapy	India	2	2
8	B.Sc. Audiology/Speech Language Pathology	India	2	2
9	B. Veterinary Science	India	6	2
10	B. Pharmacy	India	4	4
11	B. Sc Cardiothoracic Technologist	India	6	6
12	Bachelors in Prosthetics and Orthotics	India	2	2
13	B. Sc. Genetics	India	1	1
14	B. Sc Seed Technology	India	2	2
15	B.Sc. Zoology Science	India	2	2

Sl. No	Area of Study	Country	Slots announced	Slots availed
16	B. Sc. in Meteorology	UK	1	1
17	B.Tech. Biomedical Engineering	India	2	2
18	B.Sc. Geo-Informatics Systems (GIS)	India	1	1
19	B. Special Education Need (SEN)	India	5	3
20	B. Information Communication Tech.	India	5	0
21	B. Sc. Mathematics	India	5	2
22	B. Sc. Chemistry	India	5	1
23	B.A. Economics	India	5	3
24	B.A. Economics	India	1	1
	Total		144	122

4.5 Undergraduate Scholarship

B: King's Scholarship Programme 2025

Sl. No	Area of Study	Country	Slots announced	Slots availed
1	B.Sc Chemistry & Cell Biology	Germany	1	1
2	B.Sc Chemistry & Biotechnology	Germany	1	1
3	B.Sc Robotics & Intelligent Systems	Germany	1	1
4	B.Sc Computer Science & AI	Spain	2	2
Total			5	5

C: KS & Pre-Service Scholarship students Undergoing studies (by Country) as of 30-June-2025

Sl. No	Country	No of students
1	Sri Lanka	149
2	Bangladesh	111
3	USA	12
4	Canada	14
5	UK	5
6	Japan	4
7	Malaysia	2
8	Australia	2
9	Cuba	1

Sl. No	Country	No students of
10	India	132
11	Bhutan	59
Total		491

4.6 List of Executives Appointed

Sl. No	Name	Position	Ministry	Date of appointment
1	Karma Wangchuk	Secretary	Ministry of Infrastructure and Transport	27.12.2024
2	Karma Tshering	Secretary	Ministry of Energy and Natural Resources/Office of the Secretary	18.02.2025

4.7 List of Executive appointed through Open Competition

Sl. No	Name	Position	Ministry	Date of appointment
1	Damchoe Rinzin	Director	Department of Tourism, Ministry of Industry Commerce and Employment	01.08.2024
2	Kuenga Zam	Director	Department of Digital Transformation, Government Technology (GovTech)	01.08.2024
3	Sonam Tashi	Director	Department of Environment and Climate Change, Ministry of Energy and Natural Resources	01.08.2024
4	Tashi Dorji	Director	Department of Agricultural Marketing and Cooperatives, Ministry of Agriculture and Livestock	01.08.2024
5	Karma Tenzin	Director	Department of Forests and Park Services, Ministry of Energy and Natural Resources	01.09.2024
6	Sithar Dorji	Director	Department of Air Transport, Ministry of Infrastructure and Transport	01.04.2025

4.8 List of Executives Transferred

Sl. No	Name	Position	From	To	Date of appointment
1	Norbu Wangchuk	Dzongdag I	Ministry of Labour and Human Resources , Department of Technical Education , Office of the Director	Paro Dzongkhag	18.07.2024
2	Karma Galay	Director General	Ministry of Education and Skills Development / Department of School Education	Ministry of Home Affairs/Department of Local Governance & Disaster Management/Office of the Director	20.12.2024
3	Sangye Choden	Director	Gelephu Thromde	Ministry of Education and Skills Development/Department of Education Programs/Office of the Director	20.12.2024
4	Tashi Namgyal	Director	Ministry of Education and Skills Development, Department of School Curriculum & Professional Development	Ministry of Education and Skills Development / Department of School Education / Office of the Director	03.01. 2025

4.9 List of Executives Promoted

Sl. No	Full Name	Position Title	Organisation	Position Level		Effective Date of Promotion
				From	To	
1	Jigme Namgyel	Dzongdag I	Gasa Dzongkhag/Dzongdag's Office	EX3 A	EX2 A	01.09.2024
2	Karma Penjor Dorji	Director General	Ministry of Energy and Natural Resources/Department of Energy/Office of the Director	EX3 A	EX2 A	01.09.2024
3	Ratna Bahadur Gurung	Dzongdag I	Bumthang Dzongkhag/Dzongdag's Office	EX3 A	EX2 A	01.09.2024
4	Sonam Pelden Thaye	Director General	Royal Civil Service Commission/Office of the Director	EX3 A	EX2 A	01.09.2024
5	Karma Dupchuk	Director General	Ministry of Infrastructure and Transport/Department of Infrastructure Development/Office of the Director	EX3 A	EX2 A	01.01.2025
6	Norbu Wangchuk	Dzongdag I	Paro Dzongkhag/Dzongdag's Office	EX3 A	EX2 A	01.01.2025
7	Sonam Tobgay	Ambassador (II)	Ministry of Foreign Affairs and External Trade/Royal Bhutanese Embassy, Canberra/Office of the Ambassador	EX3 A	EX2 A	01.01.2025
8	Tenzin Rondel Wangchuk	Ambassador (II)	Ministry of Foreign Affairs and External Trade/Permanent Mission of Kingdom of Bhutan to the United Nation, Geneva/Office of the Ambassador	EX3 A	EX2 A	01.01.2025

4.10 List of P1 management appointed through open Competition

Sl.No	Full Name	Position Title	PL	Organisation	Effective Date of Promotion
1	Dorji Wangchuk	Chief Program Officer	P1 A	National Medical Services/Department of Clinical Services/Referral Division	15.07.2024
2	Rinchen Samdrup	Chief Planning Officer	P1 A	Cabinet Secretariat/Office of Cabinet Affairs and Strategic Coordination /Strategic Planning Divisions	15.07.2024
3	Tshering Dorji	Chief Attorney	P1 A	Office of the Attorney General/Department of Legal Services/Finance and Corporate Division	15.07.2024
4	Chandra Man Pradhan	Chief Engineer	P1 A	Ministry of Infrastructure and Transport/Department of Surface Transport /Construction Division	01.08.2024
5	Kuenzang Choden	Chief Engineer	P1 A	Ministry of Infrastructure and Transport/Department of Human Settlement/Infrastructure Planning and Flood Adaptation Division	01.08.2024
6	Tashi Drukpa	Chief Engineer	P1 A	Ministry of Infrastructure and Transport/Department of Infrastructure Development/Engineering Management Division	01.08.2024
7	Ugyen Norbu	Chief Program Officer	P1 A	Ministry of Infrastructure and Transport/Department of Surface Transport /Transport Planning and Development Division	01.08.2024
8	Pema Wangchuk	Regional Director	P1 A	Ministry of Finance/Department of Revenue and Custom/Regional Revenue and Customs Office, Samtse/Office of the Regional Director	15.10.2024
9	Rinchen Dorji	Chief Program Officer	P1 A	Ministry of Finance/Department of Macro-Fiscal and Development Finance/Investment & Corporate Governance Division (ICGD)	15.10.2024

Sl. No	Full Name	Position Title	PL	Organisation	Effective Date of Promotion
10	Sangay Rinchen	Chief Finance Officer	P1 A	Ministry of Finance/Department of Treasury and Accounts/Payment Management Services Division	15.10.2024
11	Tandin Gyem	Chief Program Officer	P1 A	Ministry of Finance/Property Assessment and Valuation Division	15.10.2024
12	Chimi Dem	Chief Survey Engineer	P1 A	National Land Commission/Department of Land Administration & Management/Rural Land Division	01.11.2024
13	Sangay Thinley	Chief Economic Development and Marketing Officer	P1 A	Ministry of Agriculture and Livestock/Department of Agricultural Marketing and Cooperatives/Market Research & Information Division	01.11.2024
14	Chendu Dorji	Chief Regulatory and Quarantine Officer	P1 A	Ministry of Health/Bhutan Food and Drug Authority/Plant and Animal Bio Security Division	15.11.2024
15	Jigme Tenzin	Chief Regulatory Officer	P1 A	Ministry of Health/Bhutan Food and Drug Authority/Medical Product Division	15.11.2024
16	Bishnu Pradhan	Chief Engineer	P1 A	Ministry of Infrastructure and Transport/Department of Human Settlement/Sustainable and Resilient Building Division	01.12.2024
17	Lotay Tenzin	Chief Engineer	P1 A	Ministry of Infrastructure and Transport/Department of Surface Transport /Bridge Division	01.12.2024
18	Tandin Dorji	Chief Architect	P1 A	Ministry of Infrastructure and Transport/Department of Human Settlement/Housing and Urban Affairs Division	01.12.2024
19	Tshering Dendup	Chief Admin. Officer	P1 A	Thimphu Thromde/Secretariat Services	01.12.2024
20	Ugyen Eden	Chief Engineer	P1 A	Paro Dzongkhag/Dzongkhag Engineering and Human Settlement Sector	01.12.2024

Sl.No	Full Name	Position Title	PL	Organisation	Effective Date of Promotion
21	Yadav Lal Bhattarai	Chief Development Regulatory Officer	P1 A	Gelephu Thromde/Development Regulatory Division	01.12.2024
22	Kinzang Dorjic	Chief of Division	P1 A	Ministry of Foreign Affairs and External Trade/Department of Bilateral Affairs/Asia and Pacific Division	15.12.2024
23	Sherab Zangmo	Chief Planning Officer	P1 A	Ministry of Energy and Natural Resources/Policy and Planning Division	15.12.2024
24	Sithar Norbu	Chief Program Officer	P1 A	Cabinet Secretariat/Office of the Prime Minister(Director)/Public Service Delivery Division	15.12.2024
25	Dorji Penjor	Chief Admin. Officer	P1 A	His Majesty's Secretariat/ADM/Accounts & HR Division	01.01.2025
26	Karma Wangchuk	Chief Engineer	P1 A	Ministry of Infrastructure and Transport/Office of the secretary/Secondment to Special Project	01.01.2025
27	Karma Tshering	Chief Program Officer	P1 A	Ministry of Education and Skills Development/Office of the Secretary/Secondment to Special Project	01.01.2025
28	Pem Zam	Chief Trade Officer	P1 A	Ministry of Industry Commerce and Employment/Department of Trade/Trade Negotiation Division	01.01.2025
29	Rinchen Namgay	Chief Program Officer	P1 A	Ministry of Energy and Natural Resources/Department of Water/Water Resources Management Division	01.01.2025
30	Rinzin Dorji	Chief Forestry Officer	P1 A	Ministry of Energy and Natural Resources/Department of Forests and Park Services/Divisional Forest Office - Gedu	01.01.2025
31	Tshering Om	Chief Attorney	P1 A	Office of the Attorney General/Department of Legal Services/Drafting and Review Division	01.01.2025

Sl.No	Full Name	Position Title	PL	Organisation	Effective Date of Promotion
32	Ugyen Dorji Tshechu	Chief Legal Officer	P1 A	Thimphu Thromde/Legal Division	01.01.2025
33	Ugyen Wangchuk	Chief Attorney	P1 A	Office of the Attorney General/Department of Justice/Property and Judgment Enforcement Division	01.01.2025
34	Chogyal Norbu	Chief Dzongkhag Agriculture Officer	P1 A	Samtse Dzongkhag/Agriculture Sector	01.02.2025
35	Dawa Tshering	Chief HR Officer	P1 A	Ministry of Home Affairs/Human Resource Division	01.02.2025
36	Dorjee	Chief Dzongkhag Agriculture Officer	P1 A	Trashigang Dzongkhag/Agriculture Sector	01.02.2025
37	Karma Wangchuk	Chief Dzongkhag Agriculture Officer	P1 A	Trongsa Dzongkhag/Agriculture Sector	01.02.2025
38	Sonam Laendup	Chief Statistical Officer	P1 A	National Statistics Bureau/Economic and Environmental Statistics Division	01.02.2025
39	Tashi Phuntsho	Chief Dzongkhag Agriculture Officer	P1 A	Zhemgang Dzongkhag/Agriculture Sector	01.02.2025
40	Samten Dorjee	Chief Program Officer	P1 A	Ministry of Infrastructure and Transport/Bhutan Civil Aviation Authority/Flight Safety Division	15.03.2025
41	Chandra Ghalay	Chief Dzongkhag Livestock Officer	P1 A	Samtse Dzongkhag/Livestock Sector	01.04.2025
42	Jigme Chopel	Chief Dzongkhag Livestock Officer	P1 A	Trongsa Dzongkhag/Livestock Sector	01.04.2025

Sl.No	Full Name	Position Title	PL	Organisation	Effective Date of Promotion
43	Karma Dorji	Chief Dzongkhag Livestock Officer	P1 A	Wangdue Dzongkhag/Livestock Sector	01.04.2025
44	Sonam	Chief Dzongkhag Livestock Officer	P1 A	Haa Dzongkhag/Livestock Sector	01.04.2025
45	Kelden Jamtsho	Chief Legal Officer	P1 A	Anti-Corruption Commission/Legal Division	15.05.2025

ROYAL CIVIL SERVICE COMMISSION
THIMPHU, BHUTAN, Post Box#163
Tel: PABX 975-2-322491/322954/322956/332473
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