

CONCEPT NOTE

COMPETENCY-BASED FRAMEWORK (CBF) FOR HR DEVELOPMENT (Approved in 72nd Commission Meeting held on December 15, 2020)

I. CONTEXT

The Constitution of the Kingdom of Bhutan mandates the Royal Civil Service Commission as follows:

Article 26 (5)

“The Commission shall, in the interest of promoting merit, productivity and equity, ensure that uniform rules and regulations on recruitment, appointment, staffing, training, transfers and promotion prevail throughout the civil service.”

Further, the Constitution has given the Royal Civil Service Commission a mandate to provide independent oversight to ensure that the Civil Service is competent.

The Civil Service Act of Bhutan 2010 states that:

1. *The Commission as the central personnel agency of the Royal Government, shall prescribe rules and procedures for career and professional development of civil servants through continuing education and training to develop capacity and maintain competency and professionalism in the civil service as specified in the BCSR.*
2. *The Commission shall assess the general training and higher education (degree and diploma) needs of civil servants, formulate projects and implement them both within and outside the country.*
3. *Agencies shall assess their own specific training needs, formulate appropriate plans and implement them in accordance with the procedures prescribed in the BCSR.*

The Bhutan Civil Service Rules and Regulations 2018 states that:

Section 8.1.3- *Professionalize the Civil Service workforce through effective implementation of foundational competency based training.*

Section 9.2.3- *Areas of HRD programs shall be identified in the Strategic HRD Plan based on Competency Framework and HRD Needs Assessment carried out periodically.*

Section 9.3.3- *The HRC shall ensure all Long Term Training (LTT) lead to specialization as per the Super Structure and Competency Framework.*

II. BACKGROUND

In 2012, the RCSC instituted Human Resource Audit Division in the Secretariat and it is mandated to carry out periodic HR Auditing of all agencies on its implementation of HR actions. One of the major and frequent findings of the audit is non-compliance to the rules and regulation and

inefficiency in the administration of HR capacity building programs by the agencies. In addition, the RCSC also carried out a study to assess the effectiveness and efficiency of implementation of HR Capacity development programs by the agencies. Followings are the findings:

1. Most of the trainings are provided in ad-hoc and donor driven without proper planning and training needs assessment;
2. Sometimes training opportunities are given as motivation or incentive factor;
3. Training provided are not align to their profession and training being not useful in their workplace;
4. It is also perceived that training nomination depends on personal relationship between employees and supervisors; and
5. HR Division/Services not so competent to carry out the Training Needs Analysis.

Such practices of implementation of HR Capacity Development have resulted in the waste of limited resources, lack of return from the investment, nepotism and favoritism in the systems, leading to grievances among the civil servants. Against the above backdrop, the RCSC has initiated the Competency-based HR Development program.

III. OBJECTIVE

The objectives of the Competency-based HR Development Program are:

1. Develop Competency-based Framework for all Professions
2. Ensures that investment in the HR Development areas are strategic: Time, Resource and Quality
3. Ensure alignment of Roles and skills/competency
4. Ensure smooth and specialized career path of civil servants
5. Decentralization of HRD interventions to the agencies with value

The launch of the Competency-based Framework (CBF) for Civil Service marks a paradigm shift towards a more structured and exhaustive approach of capacity development. It will assist agencies in envisioning definite and coherent skill requirements to enhance various human resource functions, particularly in areas such as Performance Management, Succession Planning, Talent Management, and Capacity Development. However, to start with, the program will focus only in the area of capacity building. The Program was launched with the aim to cultivate the culture of identifying skill needs of employees, assisting continuous development, and professionalizing civil servants to deliver responsibilities effectively and enhancing efficiency.

IV. SELECTION OF OCCUPATIONAL GROUPS/POSITIONS

Competency-based Framework will be developed for only selected critical positions/occupation groups. It is not necessary to develop the framework for all the occupational groups captured under the Position Directory. Some of the occupational groups like ICT Services and Teaching Services have frameworks already developed. Following will be the criteria for prioritization and selection of the occupational groups:

- a. Positions (professional groups) that have large numbers of civil servants requiring parenting guidance for professional development.
- b. Professional group that requires high technical competencies to carry out complicated and complex jobs and requiring professional license if Professional Councils are set-up.
- c. Socio-economic impact of the services provided by the particular occupational group and criticality of the services.
- d. Support distribution of the HRD budget to the so-called “dry sector”, which are not very donor attractive.

A roadmap for the development of CBF for the occupation group/position shall be developed based on the above criteria, to guide proper planning, timely completion, monitoring and implementation of the CBF. **Annexure I**

V. CBF DEVELOPMENT METHODOLOGY

The competency-based HR development program will be implemented in all the agencies through development of CBF for selected critical occupational groups across the civil service agencies to build the competencies of civil servants and improve public service delivery. The development of CBF will comprise of following three stages:

- **Phase I** - Design, Planning and Preparatory works
- **Phase II**- Development of Competency-based Framework (CBF)
- **Phase III**- Validation with stakeholders and Approval by the appropriate authority.

Phase I: Design, Planning and Preparatory Works

1. The RCSC shall build in-house Master Trainers (MTs) for CBF to conduct cascading workshops for the Taskforce members selected to develop the CBF.
2. The RCSC shall develop a standard format for CBF and the CBF Guidebook to be referred by Taskforce while developing the CBF.
3. Based on the CBF Development Roadmap, the agencies concerned shall identify taskforce members who will be trained to develop CBF.
4. The Focal Commissioner for agency shall:
 - a) provide strategic direction in the overall development and implementation of the CBF.
 - a. Review and recommend CBF for endorsement by the Commission.
5. The PPPD, RCSC shall coordinate the development of CBF.

Phase II: Development of Competency-based Framework

1. Prior to the CBF development, a week long training shall be provided to the taskforce members on the development process and principles of the CBF.
2. The RCSC shall train all HR Officers in phase wise on CBF development process along with the taskforce members. This is to ensure that all HR Officers have good knowledge and hands on practice in carrying out the training needs analysis which is one of their core jobs.

3. After the capacity building training, the taskforce shall undertake drafting of CBF through research and desk review of agencies mandate, job responsibilities of the selected occupational group and literature review on international best practices.
4. The taskforce shall work in close contact with the Focal Commissioner and management concerned throughout the CBF development process.
5. The agency concerned shall provide necessary support to the taskforce members while developing the CBF.

Phase III : Validation and Approval by the Appropriate Authority

1. The CBF development taskforce shall consult and validate the draft CBF with relevant stakeholders for their feedback and recommendations to be incorporated in the framework.
2. The taskforce shall further present the framework to the management concerned and focal commissioner for feedback and recommendations.
3. The draft CBF after presenting to the focal Commissioner and Management shall be finally presented to the Commission for final endorsement.
4. The Commission shall endorse the CBF for implementation.

VI. CBF IMPLEMENTATION

1. All the HRD intervention both STT and LTT will be based on the mandatory training identified under the CBF.
2. STT for all positions without CBF at the moment shall be approved by the HRC of the Agency concerned as per the Annual HRD Plan (*BCSR 2018, Section: 9.6.1.1*).
3. Trainings under the CBF are broadly categorized into:
 - a. Leadership and Management Training
 - b. Technical/Domain Expert Training.

A. Leadership and Management Training

The Commission continuously focuses on leadership development and management in the Civil Service, as it is a pivotal requisite for any organization to deliver “excellence in service’. The performance and effective service delivery of an Agency hinges greatly on the capability and quality of the leadership. Therefore, to build the leadership capability, the Leadership Assessment and Development System (LeADS) will be instituted. The foundation of the LeADS will be based on a well structured Leadership Competency Framework. The LeADs program instituted based on the Leadership Competency Framework will be the basis to develop leadership capabilities and conduct learning based assessment at different Position Levels (P5/P4, P3, P2, P1 and EX).

The RCSC in collaboration with training institutes in the country will spearhead implementation of the LeADS as follows:

- **Entry Level Management Skills Training (P5/P4):** This training will be provided to all the new recruits in the civil service to inculcate the operational level management skills in their

workplace. Graduates, upon being selected in the civil service, will serve as the civil servants in various capacities. Besides their technical knowledge and skills, they do require at least basic administrative and managerial skills while discharging their duties and responsibilities.

- **Mid/Experience Level Management Skills Training (P3):** This training will be provided to all civil servants at their mid level career stage who are responsible for coordinating work among units and managing direct reports.
- **Senior Level Management Skills Training (P2):** This training will be provided to civil servants at their senior level career stage who are responsible for developing and monitoring strategic organization plans and managing day-to-day operation of the organization.
- **Advance Level Management skills Training (P1):** This training will be provided to civil servants holding managerial positions and at their advanced career stage who are responsible for developing long term vision of the organization.

B. Technical/Domain Experts Training:

The technical/domain experts mandatory training identified in the CBF will be provided to civil servants to build their capacity to carry out their job specific roles and responsibilities. This will help in professionalizing civil servants into their own field of expertise and hence improve the efficiency and effectiveness of the public service delivery. Following are the guidelines for implementation of the technical/domain expert training identified under the CBF:

1. The approved CBF will be a guiding document for implementation of any STT and LTT.
2. All technical/domain expert mandatory training implementation has to be based on the training captured under the CBF.
3. As far as possible, the training will be implemented in-country for cost efficiency and future sustainability.
4. Prioritization of training from the list of mandatory training identified in the CBF shall be done annually by the concerned department/agencies in consultation with the HR Division/Services and submitted the proposal to HRDD, RCSC for implementation.
5. The HRDD, RCSC shall coordinate implementation of training under CBF and resource allocation.
6. Implementation of any Donor/RGoB funded HR Development programs have to be aligned with the training under the CBF.

C. Methods of Training Intervention (Orientation, On-the-Job, Coaching Mentoring, Online Course)

The competency-based training for civil servants will be provided at different stages of their career as per the proficiency level using different modes of teaching and learning strategies as described below.

For New Recruits:

1. On commencement, new employees will automatically receive entry-level leadership and management training (for technical positions) provided by the RCSC in collaboration with training institutes.
2. Respective Ministries/agencies shall arrange to provide technical/domain experts training from the list of training identified in CBF for the new recruits.

For Existing Employees

1. Existing employees will be provided mandatory technical/domain experts training at different proficiency-levels of their career as per the procedure prescribed under Technical/Domain Expert Training by the Ministry/Agency concerned in collaboration with RCSC.
2. Training will be provided through different modes of learning like formal classroom training, on-the-job training (OJT), Online courses, coaching or mentoring sessions as prescribed in respective CBF.
3. Agencies shall come up with a structured OJT for their employees wherever possible and applicable to minimize the resource implication.

Refreshers Training

Refresher training will provided to the employees at certain stages of their career when:

- a) When employees return to the workplace after an extended period of leave.
- b) Where there is a change in legislation, policy, procedures, emerging technology etc.
- c) Employees may also be specifically directed by their managers/supervisors to undertake or refresh the training, at any time in the event if she/he is perceived to be non-performing because of skill set gaps.

VII. ASSESSMENT

1. Assessment of relevancy of the training to the profession

Department/Agencies will review/revise CBF from time to time to capture the emerging needs and keep it relevant at all times. The change in the CBF (if any) will be endorsed by the RCSC following the procedures prescribed under ***Phase III- Validation and Approval by the Appropriate Authority***

2. Assessment of Training impact

Any training implemented by the agency concerned should ensure that assessment by agency/training institute should be done using various means of assessment tools and methods.
