Civil Servants' Well-being: A Literature Review

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Abstract

This review aims to critically and systematically assess the past research on civil servants' well-being, and provide suggestions for future research by performing a SWOT analysis. For the present review, nine works were examined, all of which were studies carried out on civil servants' well-being. However, there are certain criteria adopted for the inclusion of the studies used for the review. These are (1) empirical investigation, (2) studies on civil servants and their wellbeing, (3) published in peer-reviewed journals, and (4) written in English. Findings from the reviewed articles, concepts of well-being, and methods used were presented and discussed in the result section. The reviewed studies were then discussed using a SWOT analysis to address the strengths and weaknesses of the reviewed research as well as the identified opportunities and threats. Taken together, these results suggest that to enhance or promote civil servants' well-being, the organisation and the government must provide well-being education; establish well-being centres in the offices and the organisation, and provide timely counselling to the civil servants who require counselling related to well-being. In addition, these findings contribute in several ways to our understanding of well-being and provide a basis for future studies to undertake research on civil servants' well-being.

Keywords: Well-being; Civil Servants; Bhutanese; Review Studies; SWOT

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Introduction

There is a growing body of literature that recognises the importance of well-being and how it affects the daily life of the employees of any organisation (Siegrist et al., 2007; Topa & Jurado-Del Pozo, 2018; Veenhoven, 2009; Xanthopoulou et al., 2012). In addition, existing research has consistently shown that well-being has to be further investigated from the perspective of civil servants. Additionally, civil servants' well-being has long been a question of great interest in a wide range of fields from education to social sciences and predominantly in the health and medical field. It is now well established from a wide range of studies that the well-being of civil servants plays a vital role in service delivery, and therefore, promoting civil servants' well-being has to be researched further.

However, much of the research up to now has been conducted on a general employee in nature leaving a paucity of studies on civil servants in particular. Notwithstanding this paucity, there are few studies that had studied the well-being of civil servants in different countries (e.g., Gilbreath & Benson, 2004; Jaracz et al., 2017; Lopes et al., 2010; Nasermoaddeli et al., 2003; Zhang & Zhang, 2020). Moreover, a systematic understanding of how well-being contributes to civil servants' health, physical and emotional is under-explored. Therefore, the past literature indicates a need to understand the various perceptions, understanding, and attitudes toward well-being that exist among civil servants.

Previous studies of the well-being of civil servants, and employees in general, have primarily concentrated on isolated determinants of well-being instead of taking a multidimensional perspective, which would allow consideration of multiple factors that interact with each other in simultaneously shaping well-being. By reviewing the literature, the purpose of this paper is to review recent research into the well-being of civil servants.

Two primary objectives of this study are to (1) critically and systematically assess previous research on civil servants' well-being, and (2) provide suggestions for future research by performing a SWOT analysis. The findings from this review study would provide a deeper

understanding and insights from different countries and providing a recommendation for future studies. In addition, it provides research gaps in terms of methodology, evidence, population, and theoretical gaps ultimately helping future researchers to fill the gap.

To carry out this review, nine works will be examined, all of which are studies carried out on civil servants' well-being. However, there are important criteria adopted for the inclusion of the studies used for the review. These are (1) empirical investigation, (2) studies on civil servants and their well-being, (3) published in journals with peer-reviewed, and (4) written in English.

However, due to practical constraints, this paper cannot provide a comprehensive review of the well-being of other occupations, such as a nurse, teacher, and so on. It focuses only on the study that uses the keyword 'civil servant' and only limits it to the study that uses civil servants as a participant.

The paper is structured as follows. In the next section, we review the literature on well-being and the use of the concept of well-being in different studies. Then, we provide a method to carry out the current review study followed by the results. Finally, it concludes with the discussion and conclusion sections.

Concept of Well-being

There are multiple definitions of well-being due to its multifaceted phenomenon which is studied in different contexts across varying disciplines. Moreover, well-being is a term frequently used in the literature, but to date, there is no consensus about the definition. Therefore, this section broadens the concept of well-being from multiple sources and perspectives.

Historically, the term 'well-being' was defined by the World Health Organisation from the health perspective. The definition included well-being in health by declaring that health is a state of complete physical, mental and social well-being and not merely the absence of disease or infirmity (World Health Organisation, 2020). However, the definition of health is also rather problematic as it uses the unclear

concept of "well-being" in its definition, and has occasionally been criticised as utopian. In broad terms, well-being can be defined as various combinations of different states of feelings and emotions, such as happiness, contentment, positive relationship, and meaningful life (Huppert, 2009). Therefore, it is imperative to define the concept of well-being from multiple perspectives, for example, pleasure and happiness; psychological and emotional; and wellness indicating a diverse viewpoint of well-being.

The first approach to conceptualizing well-being focuses on pleasure and happiness (Ryan & Deci, 2001). In this approach, well-being tends to conceptualise in terms of all three of these constructs, although many researchers focus on life satisfaction alone when assessing well-being from this perspective. To define this approach, let's take a look at Bakker and Oerlemans' (2010) definition. They define well-being in terms of work-related life and experience. They argue that an employee is considered to have high levels of well-being when he/she is satisfied with his/her job, and when he/she experiences positive emotions more frequently (e.g., happiness, enjoyment) and negative emotions less frequently.

The second approach to conceptualizing well-being focuses on psychological well-being. Topa and Jurado-Del Pozo (2018) use the term well-being to refer to the perception of a psychological contract breach is directly followed by an increase in undesirable outcomes such as burnout, emotional exhaustion, absenteeism, and finally departure from the job and the organisation, and at the same time, a decrease in desirable outcomes, such as job satisfaction, commitment to the firm, and organisational citizenship behaviours.

The third approach to conceptualizing well-being focuses on wellness. Roscoe (2009) argues that wellness approaches are derived from the counselling literature and; thus, indicate breadth and unclarity than the other approaches to well-being used by the researchers. However, most researchers use this term interchangeably with well-being.

While acknowledging the debate and the criticism on the definitions of well-being, the focus of this review is civil servants' well-being, and there is no intention to present yet another definition of the concept. This comprehensive view of well-being, which highlights the

individuals' constantly changing experiences, is used as a framework for this study. In addition, the multidimensional and pragmatic approach to well-being presented by Ryff (1989) has been used as guidance, stressing the importance of positive relationships with others, personal growth, environmental autonomy, autonomy, purpose in life, as well as self-acceptance to maintain well-being.

Method

The studies included in this review were searched in October 2021. The databases used were Scopus, Google Scholar, and ERIC. For the literature search, the keywords used were well-being OR wellbeing OR "well being" AND "civil servant*" OR "civil service*". The keywords search was limited to abstract only. More importantly, the year of publication was not set as an exclusion criterion.

For the present systematic review, the primary inclusion criteria for the publications were: (1) empirical investigation, (2) studies on civil servants and their well-being, (3) published in journals with peer-reviewed, and (4) written in English. It is important to note that civil servants encompass teachers, doctors, and so on. However, for the present study, the keyword 'civil servants' used in the studies were only included. Articles referring to employees were thoroughly examined because the term "employees" refers to civil servants in other countries but not in others.

Findings

For the purpose of this review, a total of 33 articles were identified through various databases, such as Scopus, Google Scholar, and ERIC. However, not all the articles were included in the present review because the majority of the articles do not satisfy the inclusion criteria. They were mainly on the well-being of the general, non-civil servants, and other job categories. In addition, these articles had too little focus on well-being or civil servants.

Findings of Reviewed Articles

A closer inspection of nine articles in Table 1 shows that three articles were published before 2010 and the rest from 2016-2017. The publication pattern indicates that the field of well-being, especially among civil servants, is still widely researched and debated in the development of well-being scholarship. However, the well-being topics mostly researched were related to learners' and teachers' welling. The subjects used in the study for the review are civil servants and the number of participants ranges from 20 to 3574. Most of the studies are undertaken in different countries. For example, three studies were in Asia, two in Europe, and the rest in other continents. The review indicates that a single study uses qualitative whereas the rest of the studies are quantitative in study design. Four articles were published in medical journals followed by five articles in the field of education and social sciences journals.

Table 1
Summary of Reviewed Articles

Author/year	Title	Country	Sample	Design
Lu, P., & Liang, Y. (2016)	Health-Related Quality of Life of Young Chinese Civil Servants Working in Local Government: Comparison of SF-12 and EQ5D	China	200 young civil servants working in the local government agencies	Quantitative
Zhang, L., Fu, J., Yao, B., & Zhang, Y. (2019)	Correlations among work stressors, work stress responses, and subjective well- being of civil servants:	China	874 civil servants in China	Quantitative

	Empirical evidence from China			
Corlet Walker, C., Druckman, A., & Cattaneo, C. (2020)	Understanding the (non-)Use of Societal Wellbeing Indicators in National Policy Development: What Can We Learn from Civil Servants? A UK Case Study	UK	20 civil servants	Qualitative
Grasiaswaty, N. (2020)	The role of work stress on individual work performance: Study in civil servants	Indonesia	83 civil servants	Quantitative
Gilbreath, B., & Benson, P. G. (2004)	The contribution of supervisor behaviour to employee psychological well-being	USA	167 men and women	Quantitative
Nasermoaddeli, A., Sekine, M., Hamanishi, S., & Kagamimori, S. (2003)	Associations between sense of coherence and psychological work characteristics with changes in quality of life in Japanese civil servants: A 1-year	Japan	1392 civil servants	Quantitative

	follow-up study			
Jaracz, M., Rosiak, I., Bertrand- Bucińska, A., Jaskulski, M., Nizurawska, J., & Borkowska, A. (2017)	Affective temperament, job stress and professional burnout in nurses and civil servants	Poland	100 civil servants and 100 nurses were enrolled in the study	Quantitative
Claudia, S. L., Ricardo, A., Guilherme, L. W., Do'ra, C., & Eduardo, F. (2010).	Job strain and other work conditions: relationships with psychological distress among civil servants in Rio de Janeiro, Brazil. Social Psychiatric Epidemiology, 45,345–354.	Brazil	3,574 non- faculty civil servants	Quantitative
Zhang, D., & Zhang, S. (2020)	Psychological analysis on civil servants committing immoral behaviour	China	300 junior civil servants	Quantitative

The Usage of Well-Being

The authors of the studies included in the review conceptualised well-being in several different ways. Well-being or lack of it is typically related to stress, loneliness, psychological distress, depression, and/or social support when viewed through a social/behavioural lens. Yet another perspective on well-being is more clinically based, stressing illness and physical conditions. The studies reviewed here mainly emphasised viewing well-being from a social science perspective, with educational research being part of it.

The closer scrutiny of the concepts of well-being used in the reviewed studies indicates that the concepts of well-being are used in different ways. For instance, the well-being of civil servants encompasses of psychological perspective (Nasermoaddeli et al., 2003; Zhang & Zhang, 2020), the physical environment (Gilbreath & Benson, 2004); and stress and occupational burnout (Jaracz et al., 2017; Lopes et al., 2010). Most of these studies viewed civil servants' well-being from the lens of physical, psychological, and emotional well-being.

Zhang and Zhang (2020) used the concept of well-being from the lens of a psychological point of view in terms of will, motivation, and need. The well-being was conceptualised to better understand civil servants' immoral behaviour from the psychological perspective to provide an overview of civil servants' well-being. The study used various items to measure civil servants' well-being, such as professional ethics, career demand, behavioural awareness, self-analysis ability, career motivation, career value orientation, professional behaviour awareness, and working style. Similarly, carried out a study to identify the status and work stress of civil servants and to find the impact of work stress and work stressor on civil servants' well-being. The data were collected using a questionnaire on seven aspects, such as superiors, interpersonal relationships, job responsibility, work tasks, work particularity, perfectionism, and career prospect.

Gilbreath and Benson (2004) investigated how a supervisor can affect the well-being of civil servants. To study the topic under investigation, data were collected using a questionnaire from multiple locations in New Mexico in the USA. Civil servants included in the study consists of clerks, nurses, nutritionists, social workers, supervisors, and managers. The questionnaire items were categorised into five broad themes or events of well-being. These are social support, stressful life events, stressful work events, health practices, and psychological well-being. In a similar vein, Nasermoaddeli et al. (2003) studied the pattern of well-being amongst normal working people for a period of one year to find the effect of job demand, work stress, and health issues on civil servants' well-being. The civil servants who participated in the study comprised administrative, professional, clerical, and protective working groups. The study used the Japanese version of the WHO/QOL-26 questionnaire containing 26 questions grouped into

four domains: 1) Physical Health (7 questions), 2) Psychological (6 questions), 3) Social Relationships (3 questions), and 4) Environment (8 questions).

In terms of stress and occupational burnout (Jaracz et al., 2017; Lopes et al., 2010), studies were carried out on civil servants' emotional wellbeing in Poland and Brazil. Jaracz et al. (2017) used the concept of well-being in terms of burnout in the workplace. They defined burnout as exhaustion, inefficiency, and stress at the workplace. Therefore, to evaluate the relationship between stress and occupation burnout, the study employed the Temperament Evaluation of Pisa, Paris, and San Diego-auto questionnaire version (TEMPS-A). The questionnaire consists of 110 items of yes-or-no self-report auto questionnaire. It consists of five subscales: depressive, cyclothymic, irritable, hyperthymic, and anxious (Akiskal et al., 2005). Another significant study on civil servants' well-being was carried out by Lopes et al. (2010) to investigate the association between job strain and other work characteristics with psychological distress. The general health questionnaire was employed to measure 12 items of psychological distress in Brazil.

In summary, the above-mentioned studies use the concept of well-being in broad themes (i.e., physical, psychological, and emotional well-being). However, most of the studies failed to explore civil servants' well-being from the individual perspective. Therefore, there is a need to better understand a single or small group of civil servants' well-being in terms of financial and health or mental.

Methods

In the reviewed articles, civil servants' well-being has been measured quantitatively and qualitatively using surveys and interviews. Of the nine reviewed articles, eight articles used quantitative data collection methods whereas a single study employed a qualitative data collection method using interview and document review. Therefore, the review articles method indicates that the civil servants' well-being studies are heavily quantitative oriented leaving a gap for the exploration of using qualitative data collection methods. Not a single study used mixed-

method research. Importantly, eight articles used purely quantitative (survey) using questionnaires to answer the research questions.

The quantitative data were analysed using both descriptive and inferential statistics. For example, Mann-Whitney U test and correlations (Jaracz et al., 2017), Cook's distance statistic (Nasermoaddeli et al., 2003), hierarchical regression analysis (Gilbreath & Benson, 2004), t-test, one-way ANOVA, a correlation analysis, and analysis of multivariate regression (Zhang et al., 2019), and the IWPQ measurement tool (Grasiaswaty, 2020). On the other hand, qualitative data were analysed thematically using excel (Walker et al., 2020). Taken together, the methods used in the reviewed articles clearly indicate that the phenomena under study are heavily quantitative driven using the survey method. Therefore, there is a need to explore civil servants' well-being using other data collection instruments apart from the questionnaires. In addition, there is a need to explore the topics using qualitative data collection methods.

Results

The results of the reviewed articles offer some important insights into civil servants' well-being. There is a higher sense of coherence and job control (Nasermoaddeli et al., 2003); supervisor behaviour can affect employee well-being (Gilbreath & Benson, 2004); civil servants' work stressor is significantly correlated to gender, age, marital status, working years, educational background, and position (Zhang et al., 2019); job strain and lack of support (Lopes et al., 2010); education level and position (Lu & Liang, 2016); opportunity and autonomy (Walker et al., 2020); burnout prevention and stress management education (Jaracz et al., 2017); and professional ethics, boast good awareness and analytical ability of their behaviour, have a strong desire for power and money, and find it wrong to blame subordinates (Zhang & Zhang, 2020). These results further delved deeper in the following section using each article's main findings.

The most obvious finding to emerge from the study conducted by Jaracz et al. (2017) was that the stress and anxiety levels between nurses and civil servants differ significantly whereby nurses showed a high level of stress and anxiety. However, burnout was found to be

similar between nurses and civil servants. Another important finding to emerge from the study by Walker et al. (2020) was that it emphasised opportunity and autonomy as key determinants of well-being among civil servants. However, the study could have provided useful insights into measuring civil servants' well-being if the researchers had used the survey to answer the research questions. On a positive note, this study used bootstrapped Q methodology which is more robust to answer the research questions.

On the other hand, Lu and Liang (2016) found that education level and position grade were found to be factors contributing to the mental health of civil servants; moreover, social factors and political background were added to determine civil servants' well-being. Similar findings were also reported by Lopes et al. (2010) where education, income, working conditions, and social factors contributed to civil servants' psychological well-being. One interesting finding to emerge from the study was that men showed low social support compared to women. In addition, Zhang et al. (2019) used a survey to address the problems of civil servants' work stress. The study concluded that interpersonal relationships, work particularity, career prospects, work tasks, perfectionism, and job responsibility contributed to the civil servant's well-being. Taken together, one of the most significant findings to emerge from the above-mentioned study is that social, position, and education are important factors contributing to the civil servant's well-being.

Furthermore, Grasiaswaty (2020) investigated the role of work stress on civil servants' work performance in terms of task, contextual and counterproductive performance. The result indicated that task and contextual performance were significantly affected by the employees who were controlled and supported whereas role and change had a positive impact on counterproductive behaviour. Similarly, found that a sense of coherence could modify the subjective feeling of well-being and there are also reasons to believe that higher decision latitude at the workplace could result in better subjective physical health, psychological and social relationships in a 1-year follow-up among our sample of Japanese civil servants.

These studies clearly indicate that there is a relationship between the emotional, psychological, and psychical well-being of civil servants and how civil servants' well-being is overlooked by many organisations and institutions.

Discussion

Discussion for the present systematic review was carried out using the SWOT analysis framework used by Jackson et al., (2003) in their study entitled 'recent research on team and organisational diversity: SWOT analysis and implications. The SWOT analysis identifies strengths and weaknesses and also opportunities and threats associated with the present reviewed articles.

Strengths

The studies reviewed in this study showed many strengths. These are publication year, practical implications, methodological approach, sample size, and various disciplines. The publication year of the reviewed articles ranged from 2003 to 2021. However, most of the articles were published in recent years indicating that the topic of study is still widely researched among scholars in different disciplines. It is also evident in other studies conducted on different occupation groups, for example, teachers, nurses, and so on. The other added strength is its practical implication from the studies reviewed. For example, Walker et al. (2020) finding has important practical implications for developing policy and strategy. These insights offer some practical examples of how understanding the views of end-users can help with indicator development and may support wider use, echoing what civil servants and practitioners have expressed in other studies. In the same vein, Zhang et al. (2019) suggest that the government should develop a mental health service system to meet the needs of a growing number of civil servants and also include promoting civil servants' mental health well-being as a part of political-ecological civilization. These findings may help us to understand how leaders' behaviour contributed to civil servants' well-being in terms of burnout, stress, and anxiety.

In addition, the use of varied samples and sample size are additional strengths of the present review. For instance, the sample ranges from 20 to 3,574. Lopes et al. (2010) had undertaken a study to investigate the relationship between job stress and civil servants' well-being. The sample consisted of 3,574 non-faculty civil servants working at university campuses in Rio de Janeiro, Brazil. Likewise, Walker et al. (2020) carried out a qualitative study using 20 participants. The number of participants used for the study was relatively large as compared to other qualitative studies. Another strength of the studies used for review is that the published paper was undertaken in diverse fields, such as medical, social sciences, and education. Therefore, the above-mentioned strengths were noted while carrying out this review.

Weaknesses

All the studies reviewed so far, however, suffer from a few weaknesses such as uniform definitions of well-being, inconsistent use of the concept of well-being, use of theories, and geographical location of study. The first weakness is the variation in the definition of well-being used in the studies. Widely varying definitions of well-being have emerged. For example, the psychological work environment (Nasermoaddeli et al., 2003), the health condition (Lu & Liang, 2016), the stress and burnout (Jaracz et al., 2017), etc. In addition, there is an inconsistency in the use of the concept of 'well-being' among the review studies. Some researchers refer to it as stress and others view well-being as health and social support.

On the other hand, the review studies failed to use theory to support their argument and findings, except Zhang and Zhang's (2020) study which used psychological distance theory to substantiate the findings and the argument. However, this theory does not fully explain how psychological distance theory contributes to the well-being of civil servants. If the study uses a sound theoretical framework, then it might help researchers to argue and substantiate from the theoretical point of view. The final weakness of the study is the geographical location of the studies conducted. Most of the reviewed studies were conducted in developed countries; thus, indicating the unequal distribution of study locations. If studies were conducted in developing countries, it would have helped to better gain deeper insights and understanding of civil

servants' well-being in these regions. Together these studies provide important insights into the studies undertaken on civil servants' well-being and how it can better overcome the weaknesses if any researchers plan to conduct similar studies in the future.

Opportunities

The studies reviewed work contributes to existing knowledge of civil servants' well-being by providing deeper insights into factors contributing to civil servants' well-being. However, further work needs to be carried out to better understand the phenomena under study. The possible opportunities for further improvement are to conduct a study in the field of education, use theories, conduct qualitative studies, and focus more on gender. The studies reviewed so far were conducted in the field of health sciences. Therefore, there is a need to further enhance the research on well-being in the field of education, social sciences, and management.

Another opportunity would be to use existing theories that support well-being. The studies reviewed here, except by Zhang and Zhang (2020), used any theories to support their claims. This indicates that the findings are more result-driven rather than theory-driven in the reviewed studies. In addition, the use of a theoretical framework would have added more strength to the review studies; however, none of the studies here used a theoretical framework. Therefore, the reviewed studies suffer from the main weakness in terms of generalizability and reliability of findings.

Another possible area of future research would be to conduct qualitative studies on civil servants' well-being. All the studies reviewed so far were quantitative in nature and suffer from the rich understanding of participants in-depth. Moreover, there is an opportunity to conduct a mixed-method to understand both the macro and micro levels using different data collection methods and tools. It will also further strengthen the reliability and generalizability of findings as well.

There would therefore seem to be a definite need for the study on wellbeing specifically focusing on gender. Most of the studies reviewed focused on the general civil servants' well-being; thus, neglecting gender-based well-being (Lu & Liang, 2016). They found that females are easily affected by job roles and the relationship between work and environment, whereas males are more affected by occupational control. In addition, there is an unequal distribution of the workforce in terms of gender in various countries, thus showing different well-being requirements for social, psychological, and emotional well-being for females and males. Moreover, men and women may react and respond differently to triggers such as supervisor support, loneliness, and stress, it could be important to give equal attention to both genders.

Threats

The reviewed studies considered many academic disciplines, such as medicine, social sciences, and education, all of which apply different paradigms and have different research traditions. In addition, the experiences and practices of civil servants' well-being may vary widely from country to country and vice versa. Therefore, this makes comparison and evaluation of civil servants' well-being difficult amongst countries and places of work. Although a national-level review including all disciplines might be advisable to eliminate discrepancies in the quality of well-being, programs, and civil servants' well-being, it is believed that harmonizing well-being within disciplines, within countries, or worldwide would not necessarily enhance civil servants' well-being.

Conclusion

This systematic review was undertaken to critically and systematically assess previous research on civil servants' well-being and to provide suggestions for future research by performing a SWOT analysis. The results of this systematic review offer some important insights into civil servants' well-being. These are (1) a higher sense of coherence and job control; (2) supervisor behaviour can affect employee well-being; (3) job strain and lack of support; (4) education level and position; (5) opportunity and autonomy burnout prevention; (6) and stress management education. These factors are a contributor to civil servants' well-being. Taken together, these results suggest that to

enhance or promote civil servants' well-being, the organisation and the government must provide well-being education; establish well-being centres in the offices and the organisation, provide timely counselling to the civil servants who require counselling related to well-being and so on. In addition, these findings contribute in several ways to our understanding of well-being and provide a basis for future studies to undertake research on civil servants' well-being.

The present study suffers from numerous limitations. First, the findings are subjected to the researcher's interpretation and thus suffer from subjectivity in nature. Second, the scope of this review was limited in terms of context, location, and time. Moreover, the choice of the database might be questionable due to the accessibility of a better database in the researcher's home country. Third, only a few articles were included in the review and the rigour and quality of the articles selected for the review are also questionable. Finally, the choice of keywords was elaborated on, and several different writings were included but the searches may not have been exhaustive. Other possible keywords for use in the keyword search, such as job satisfaction, were rejected because job satisfaction only covers workrelated factors not aligned with the purpose of this study, which emphasises well-being as a multifaceted concept rather than singling out components of well-being or certain settings. Notwithstanding these limitations, the present systematic review was carried out meticulously following inclusion criteria, such as empirical investigation; studies on civil servants and their well-being; published in peer-reviewed journals; and written in English.

In spite of its limitations, the study certainly adds to our understanding of the civil servant's well-being and this research has thrown up many questions in need of further investigation. Therefore, further research might explore the investigation of civil servants' well-being in Bhutan using primary data like questionnaires and semi-structured interviews to better understand the status of well-being in civil service.

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