

Staff Assessment for Right Sizing Civil Service Organizations

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ABSTRACT

The study is carried out as a part of the staffing assessment done by Royal Civil Service Commission (RCSC) for National Commission for Women and Children (NCWC) and National Statistics Bureau (NSB) to align with the targets of the 12th Five Year Plan to maintain civil service to population ratio of 1:25. The exercise was carried out by RCSC based on the proposal from the two agencies who had put requisitions for the creation of new division at NCWC and proposal to recruit new staff to solve acute shortage at NSB. The focus of the study is to conduct the staffing assessment to look at the feasibility of the proposals submitted to RCSC. Division Creation Matrix together with Standard Operating Procedure (SOP) and Turnaround Time (TAT) are used as the tools to assess the division creation and feasibility of staff requirements respectively. The study looked into the alignment of variables such as Individual Work Plan (IWP) against the Objectives, Mandates and Goals of an organization as spelled out in the 12th Five Year Plan. The Focus group discussion was used as the data collection method where a total of nineteen employees have been selected based on their engagement in the staffing activity with the RCSC. By using the Division Creation Matrix as a tool, the study found NCWC to be eligible for two new divisions (Policy and Research Division and Client Service Division) as

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per their proposal. In the case of NSB, the evaluation of the SOP/TAT indicated there was an acute shortage of statistical officers and 2 new staff needed to be recruited to ease the burden. Hence, the study highlights the use of Division Creation Matrix and SOP/TAT for staffing assessment.

Keywords: Alignment; Annual performance agreement; Individual work plan; Right sizing; Staffing

INTRODUCTION

Background

The civil service is one of the biggest employers in Bhutan and civil servants are solely responsible for serving and assisting the government with integrity, honesty, impartiality and in administering public services for the smooth functioning of the state (Gyeltsen, 2018). In the Annual Financial Statement 2016-17, the growth of the civil service was putting significant pressure on the government exchequer with 38.6% of the recurrent budget currently being utilized to meet the cost of pay and allowances for maintaining the civil service. Hence, the 12th Five Year Plan targets to maintain at 1:25 as the civil service to population ratio which ultimately requires the right sizing of the civil service.

The Royal Civil Service Commission (RCSC) has been the central agency for the civil service since its establishment in 1982 by His Majesty the Fourth Druk Gyalpo through a Royal Charter (RCSC, 2010). Ever since, RCSC has come a long way in promoting efficiency, effectiveness, transparency, and integrity among civil servants (RCSC, 2018).

RCSC has emphasized building a small, compact, and efficient civil service in Bhutan. This poses a daunting challenge in terms of implementing ambitious Five-Year Plans and Programmes. As per RCSC's 12th FYP (2012) and Annual Performance

Agreement (APA), RCSC shall review the staffing on demand basis during the 2018

– 2019 fiscal year and after July 2019, RCSC shall review the staffing for all remaining agencies, if required (RCSC, 2017).

The staffing assessment determines the approved strength of positions for an agency over a specific period of time. Hence, it aims to create an efficient and effective civil service and eliminate redundancies, overlaps, and duplications in existing agencies' systems and processes. In addition, it is aimed at improving public service delivery and cost reduction. The need for new recruitments can be assessed by reviewing the alignment of Individual Work Plans (IWP) with Annual Performance Areas (APA). The APA is in turn checked to see if it is aligned to the 12th FYP goals. The IWP can be defined as a Performance Appraisal Form to organize and manage individual activities to effectively contribute for achieving the annual and FYP objectives of the agency both within and outside the agencies (RCSC, 2017).

The National Commission for Women and Children (NCWC) and National Statistics Bureau (NSB) have already submitted proposals to the RCSC for the new division creation and for the need of additional manpower respectively. These two agencies justified that there is a need for additional manpower because there is a critical shortage of staff and existing staff are heavily burdened by multitasking. NCWC is mandated to protect and promote the rights of women and children and is responsible for developing legislations and policies related to women and children (NCWC, 2019). Similarly, NSB is responsible for overall management of the civil servants under Statistical Services with the vision to provide quality and timely statistics for evidence-based policy and decision making (NSB. n.d).

Problem Statement

The civil servants to population ratio of Bhutan is 1:25 and appears large when compared to such ratios of other countries (Kuensel, 2018). The average civil service growth rate for the past five years was 4% while the natural population growth rate stands at 1.3% according to RCSC (2018). With such large numbers, there is a risk that the public servants can become an impediment to national development and

the greatest danger will come from their complacency and indifference as stated by His Majesty on the 111th National day celebration in 2018. Moreover, it is a constitutional mandate to maintain a small, compact, and efficient civil service, which is now challenged (Gyeltshen, 2018).

The NCWC believes that there is a need for a creation of a Policy and Research Division and Client Service Division. The NCWC submitted that this need is in line with recommendations from an Organizational Development (OD) exercise conducted in 2019, in which the perception analysis in OD indicated that the current structure of the organization does not permit a fair balance of hierarchy, coordination, communication, delegation of roles and responsibilities. Hence, as per the proposal submitted to RCSC, the staff have reservations on the work distribution and the alignment of the overall structure to the goals and strategies of the organization. Moreover, as per the management, the agency does not have the required number of staff to fulfil their mandates.

Similarly, NSB has put a proposal to RCSC stating the need for additional statistical officers. The review of the proposal highlighted the absence of statistical officers in the Thromdes (Municipal) and Dzongkhags (Districts) resulting in acute shortage.

Research Objectives

- To identify the feasibility for a new division creation as proposed by NCWC.
- To assess additional staff requirements for NSB.

Concept of right sizing

The size of civil service plays an important role in formulation, implementation, evaluation, and review of government policies and programmes (Salisu, 2009). Civil service reform in many parts of the world aims to increase the efficiency and effectiveness of the service, thereby increasing its capacity to promote economic and social development to meet the needs and aspirations of all citizens (Corkery, 1995). In the 1980s and early 1990s, right sizing was implemented primarily by firms to reduce costs and increase levels of efficiency, productivity, profitability and competitiveness. Firms have implemented rightsizing as a reactive response to organizational bankruptcy or recession and proactively as a human resource strategy in line with other New Public Management reforms (Moon and Hwang, 2013).

According to Chopade (2012), rightsizing is a management strategy designed to improve organizational efficiency, productivity, or competitiveness. Thus, rightsizing is an intentional organizational action differentiating it from the loss of market share, loss of revenues, or unwitting loss of employees that may occur during organizational decline. The size of civil service differs often dramatically across countries as well as

across time periods (Katsimi, 1998). Although there is no universally accepted guide for determining the appropriate size of a country's civil service, many developing countries project images of bloated, underpaid, and inefficient public sector bodies. Additionally, some are said to consume more than half the national revenues, leaving very little for development and service activities (Beblavy, 2004).

Rationale for the staffing

Accurate and timely manpower planning is critical for any organization to make sure that they have the right person for the right job at the right time (Chakrabarty, 2019). The adequate staff sizing is a systematic and continuous process of assessing the current and future needs of human resources, regarding the ideal number of workers and the composition of employees' profiles (Cunha et al, 2018). Hence, as per the Article 26, Section 6 of the Constitution of Kingdom of Bhutan, the Commission shall in the interest of promoting merit, productivity and equity, ensure that uniform rules and regulations on recruitment, appointment and staffing prevail throughout the civil service (RCSC, 2016).

With the key outcome determination to “right size” the civil service, the OD exercise was undertaken as per the requirement of Civil Service Act of Bhutan (CSAB) 2010 and also in line with the Cabinet's Order (RCSC, 2019). The OD exercise is assessed based on the 7S Model of Mckinsey, which is a management tool used as an organizational analysis tool to assess and monitor major changes in the internal situation of organization (RCSC, 2016). According to Ravanfar (2015), McKinsey 7s model is a tool that analyses a firm's organizational design by looking at 7 key internal elements: strategy, structure, systems, shared values, style, staff, and skills in order to identify if they are effectively aligned and allow organizations to achieve their objectives. Hence, the model is based on the theory that for an organization to perform well, the 7 elements need to be aligned and mutually reinforcing (RCSC, 2016).

OD exercise resulted in identification of Standard Operating Procedures (SOP) to improve public service delivery (RCSC, 2018). Civil service follows five-year plans staffing review after OD and the launch of the five-year plans in every five-year plan period. Therefore, staffing review is initiated only after the finalization of the FYP with the key objectives to review the

mandate of the agencies, ensure alignment of goals, improve public service delivery, and rationalize human resources.

Need for right sizing

There has been a significant growth in the size of civil service in Bhutan over a period of 10 years (RCSC, 2018). So, maintaining a small, compact, and efficient civil service has become a daunting challenge for the RCSC since the civil service is the single biggest employer of workforce in the country (RCSC, 2018). It is argued that rightsizing is needed because of the increasing shortfalls in government recurrent and development budgets (Macgregor, 1998). The rationale for rightsizing the public

sector is to reduce the size of public agencies in an attempt to enhance effectiveness and efficiency. “Efficiency” addresses how well an organization achieves its objectives, given the resources used (Pfeffer and Salancik, 1978) while “effectiveness” refers to an organization’s ability to create socially acceptable outcomes and actions. Thus, efficiency concerns an organization’s ability to do things better and effectiveness involves an organization’s ability to do the right things in order to survive (Budros, 1999).

The scenario of managing people with strategic corporate actions results in the alignment between actions and organizational goals. Hence, it identifies the skills and gaps necessary to achieve strategic objectives and, thus serve as input to the strategies for the provision and development of the staff. The constant evaluation of human capital allows even greater synergy between the organizational values and its employees as it shows the expected competencies, experience and degree of commitment (Raissa et al., 2018).

In 2014, the RCSC identified the Performance Management System (PMS) as one of the areas of reform for the Bhutanese civil service which was later renamed as “Managing for Excellence” (MaX) during the 2016-2017 FYP (RCSC, 2019).

It identified three key objectives which are to ensure alignment of employee performance with agency goals and objectives and to differentiate performers from non-performers through the process of Moderation. Moreover, it aims to increase organizational and individual accountability in achieving their organization's objectives by cascading it down from the head of the agency to individual civil servants and linking it directly to their career progression (RCSC, 2017).

Civil Service to Population ratio in different countries

In Bhutan, the strength of the civil service has been increasing steadily since 1998. The size of the civil service as of 31st December 2018 is 28,618 of 735,553, which is the total population of Bhutan (RCSC, 2018). The civil service to population ratio is 1:25 and the RCSC is looking at ways to maintain it. However, the ratio appears to be larger than other countries (RCSC, 2019). The ratio for Singapore is 1:63, 1:52 in Indonesia, 1:50 in Korea, 1:32 in Japan, 1:9 in Australia and 1:10 in the US as of 2018.

For instance, the World Bank Report of 2017 ranked Singapore as the world's most effective government while Bhutan was ranked 52nd (World Bank, 2017). This highlights the need to reform the Bhutanese civil service.

The size of the civil service in many Asia-Pacific countries is relatively small compared to those in Western countries. However, according to Gyeltshen (2018), though the civil service size of western countries is bigger than Bhutan, due to the productivity and efficiency of public service delivery in western countries, it does not affect them much.

To add, among industrial countries, France has the largest central civil service (2.7% of population) and the British has the smallest (at 1.3%). The total government employment accounts for around 7% of the population in both France and the U.K. Thus, a relatively large workforce can be under-staffed if its size

and skills are not commensurate with the responsibilities assigned to it by the population (Diokno, 2018). For Bhutan, even a 3.4% of civil service to population ratio is an issue because it suggests that public service delivery is not efficient and that the size of the civil service is far from optimum. In terms of advancement, western countries are more advanced and developed compared to Bhutan. This is due to advanced technologies that enable these countries to maintain a good level of public service efficiency ahead of Bhutan (Gyeltshen, 2018).

Ways to right size civil service

In Slovenia, rightsizing is explicitly included in the programme of the Ministry of Public Administration and the Ministry prepares a strategy for reduction of the total number of employees at 1 % each year. The announced 1% annual reduction of the number of employees in the civil part of the public administration is achieved through a normal outflow, meaning that after the withdrawal from the post, or after retirement of employees, there will be no new employments (Macgregor, 1998).

Similarly, in the late 1990s, the World Health Organization (WHO) provided the Workload Indicator of Staffing Need (WISN) as a tool for undertaking rightsizing. This method is based on a human resource management tool regarding the actual work done by the staff using the workload indicator to determine the required human resources. WISN is based on the actual workload performed by the staff and the standard (time) activity for each component of the work (Doosty, 2019). By reviewing the staffing norms and standards for different health facilities, WISN helps ensure that the right people with the right skills are in the right place (WHO, 2016).

Similarly, as per the requirement of the Constitution of Kingdom of Bhutan, RCSC Secretariat has come up with a Standard Operating Procedure (SOP) for civil service agencies. The purpose of the SOP is to establish a uniform procedure for

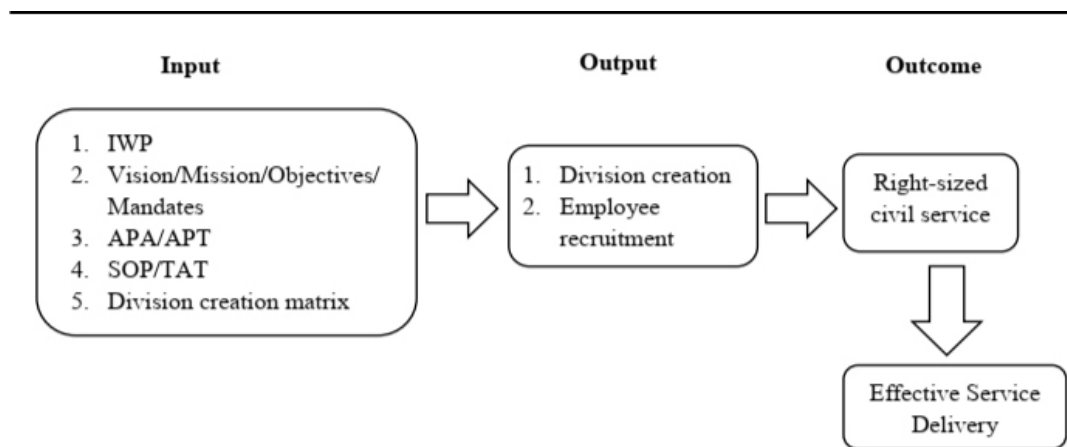
recruitment, staffing, training, transfers, and other HR services prevailing throughout the civil service and to reduce the turnaround time (TAT) of any HR actions throughout the civil service (RCSC, 2016). Hence, the RCSC has created a protocol under the Agencification Framework to rationalise the creation of new Agencies and positions, which in principle, has been adopted by the government. Further, the periodic OD and staffing exercise is another measure to maintain a small, compact, and efficient civil Service. Such a protocol would help in the rationalization of the civil service size (RCSC, 2010).

Conceptual Framework

The following conceptual framework for the research was adopted by integrating different variables from the literature.

Figure 1

Conceptual Framework



According to RCSC (MaX Manual 2017) an Individual Work Plan (IWP) is a clear plan of action for an individual in an agency to organize and manage their individual activities to effectively contribute to achieving the annual objectives of the agency. The IWP should ensure alignment of daily work done by civil servants to the higher order strategic objectives of their agencies, thereby making the individual performance appraisal more purposeful and effective (RCSC, 2017). Therefore, identifying

clear annual organizational objectives and mandates is critical. The system of Annual Performance Agreement (APA) signing provides this clarity by requiring agencies to identify clear organizational objectives on an annual basis. The system mandates each Ministry, Dzongkhags and Autonomous Agencies to sign APA or Annual Performance Target (APT) at various levels, and the performance agreement system is cascaded down to Department, Sector, and division levels accordingly (RCSC, 2017).

The staffing requirements are determined based on the mandates and SOPs and TATs in the organisations. New Division creation is determined by the Division creation matrix. Staffing assessment guide recruitment provides the baseline on which the RCSC can target an overall growth of the civil service that is equal to or less than the natural growth of population and separation of civil servants. This will then ensure that the overall ratio of civil servants to the population at large is maintained within acceptable levels and such periodic reviews remain critical (RCSC Annual Report, 2016). A right sized civil service will be able to deliver better services to citizens.

METHODS

A qualitative research approach for this study was chosen because qualitative methods are especially useful in discovering the meaning that people give to events that they experience (Merriam, 1998).

Population

This study focuses on individuals who are currently employed in the NCWC and NSB. The NCWC had put up a proposal to RCSC for the creation of a new division. NSB is in need of additional staff. Of the total population of 30 staff in NCWC, 5 staff were chosen for focus group discussion and of 50 employees in NSB, 14 staff were chosen for the focus group discussion. The

respondents chosen were all those who were involved in carrying out the staffing activity in the agency.

Sample

The purposive sampling method was deemed best for the study as purposive sampling is a sampling technique in which researcher relies on his or her own judgment when choosing members of population to participate in the study (Stephanie, 2015).

Human Resource Officers (HROs) of NCWC and statistical officers of NSB (those who were involved in staffing activity) were purposively selected as respondents for the study because it required the data collection from the agencies that have put up a proposal to RCSC for the staffing assessment and selected a sample based on the knowledge about the study and population.

Data Collection

A focus group data collection method was adopted to gather multiple perspectives regarding the same problem. Advantages of focus groups include the possibility of obtaining primary data and approaching the research area from various perspectives (Dudovskiy, 2018). For this study, the human resource team from the NCWC and a team of statistical officers from NSB were a part of the staffing exercise. Hence, the consultation was carried out by the teams from the Human Resource Management Division of RCSC. All relevant data were also gathered from various sources including relevant stakeholders. Desk review of proposals and mandates were carried out to study and analyse the existing mandates such as acts, policies, rules and regulations, manuals and guidelines, and its alignment with APA and APT.

To substantiate the need for additional staff and new division creation, as proposed by the two agencies, respective agencies were consulted to gather information about the problems. A presentation was also made by the respective agencies. SOP and

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TAT have been carried out with the expert input from the management of the NSB and NCWC. Respective Division heads and concerned officials are largely consulted on coming up with comprehensive SOP/TAT for their agencies. Various consultations and one-to-one meetings were also carried out to support the division creation needs of NCWC as well as for the additional staff requirements in NSB. This was also carried out to cross verify and track the changes.

Analysis Tools

A guideline created by RCSC was used to guide the RCSC and Agencies in developing their staffing plan and pattern based on the 12th FYP mandates: consisting of national priorities articulated in the plan objectives. The guideline which was used to review staffing for all agencies strove to meet the changing HR needs of the agencies while upholding the principle of “small, compact and efficient civil service” in the interest of efficient use of resources.

SOP/TAT

The product and services of the division is studied along with SOP which is listed for each product and services. The TAT for each SOP is mentioned in hour which describes the time taken to carry out each particular activity and it is multiplied by the frequency of the step per year (FOSPY). This will give the total hours taken to complete the particular activity in a year which will be divided by 1603.1603 is the total number of hours that the civil servants work in a year which is derived as detailed in Table 1.

Table 1

Derivation of total working hours

Total days in a year	365
Weekend days (for 52 weeks)	104
Declared holidays in a year	24

Tshechu/Dromchoe days	5
Other ad-hoc off days	3
Total holidays	136
Total working days per year	229
Total working hours per day	7
Total working hours per year	1603

The SOP/TAT calculation is summarized in Table 2:

Table 2

SOP/TAT Calculation

Product/ Services	SOP	TAT (in hour)	FOSPY (in no.)
	Activity	Time taken to complete the activity	Frequency of the TAT* FOSPY /1603 activity carried out in a year

Division Creation Matrix

The proposal for Division creation was reviewed and assessed by the job type or mandate identification whether the mandate is policy making, undertaking research, regulatory in nature or only delivering services. Job size is determined by using the SOP and TAT approach, which gives the number of staff required. Job span cascades the mandate of the agency to different government agencies.

Table 3

Division Creation Matrix

Sl No.	Job Type (Five mandate)		Job Size (no. of staff depending on work)			Job Span (cascaded mandate to other Agencies)		Division Creation
	1	2 ≤ 5	<4	4 ≤	11 ≤	≤ 3	3 ≤	
1	✓			✓			✓	✓

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2		✓	✓				✓	✓
3		✓		✓		✓		✓
4	✓				✓		✓	✓

Based on the assessment, if following criteria are fulfilled then direct creation of Division is recommended:

- Undertakes any one of the five mandates, then there is a requirement for a minimum of four staff including Chief and there is a cascading mandate to more than two Agencies.
- Undertakes minimum of two specified mandates then there is a requirement for minimum of four staff including Chief and there is no cascading mandate.
- Undertakes minimum of two specified mandates; the staff requirement is less than four but there is a cascading mandate to more than two Agencies.
- Undertakes one of the mandates and there is a requirement for eleven staff including Chief and there is no cascading mandate.

RESULTS AND DISCUSSION

The analysis was carried out by comparing the activities of an agency and how well it aligns with the APA and 12th FYP goals. The data of this study is analysed in two sections.

In the first section, as per the proposal from NCWC for the creation of a new division, the alignment of organization's objectives and mandates to APA was reviewed. Similarly, the alignment of APA of an agency to the 12th FYP was reviewed. Division creation is determined using the division creation matrix.

In the second section, the additional staff proposal of NSB, was analysed using the SOP/TAT for reviewing additional

requirements of human resource. It also required reviewing the alignment of IWP to the organization's objectives and the objectives to APA.

Creation of the Policy and Research division

NCWC expressed the need for the policy and research division for the purpose of effectiveness, efficiency, and the nature of work requirements at the NCWC. The policy section is clubbed under policy and research division which will enable all the planning activities of the agency to be conducted by the policy section and all divisions are to report to the head of the agency. The representative person from NCWC revealed that the proposed new division creation is aligned to support the organizational capacity and performances in achieving its strategic goals. It is reformed to provide focused attention in implementing the identified programmes and activities of the NCWC.

Table 4

Assessment for the creation of Policy and Research Division

Sl No.	Job Type (Five mandate)		Job Size (no. of staff depending on work)			Job Span (cascaded mandate to other Agencies)			Division Creation
	1	2 ≤ 5	<4	4 ≤	11 ≤	1	2 ≤ 5	<4	
1	✓			✓	1	✓			✓
2		✓(5)	✓(6)		2		✓(5)	✓(6)	✓
3		✓		✓	3		✓		✓
4	✓				4	✓			✓

Policy and Research Division has mandates to conduct research and create awareness for protection and promotion of childcare which are derived from the Child Care and Protection Act, 2011, and Child Care and Protection Rules and Regulations 2015. To frame policies, rules and procedures for child adoption and

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conduct advocacy programmes, the mandates are derived from Child Adoption Act, 2011 and Child Adoption Rules and Regulation 2015.

The creation of Policy and Research Division of NCWC fulfils the 2nd criteria laid out in the Division Creation Matrix.

They have a 5-job mandate, the job size is greater than 4, and has no cascading mandates to other agencies, which makes it eligible for the new division creation as per the Division Creation Matrix.

Division for Policy and Research, they submitted that they need to carry out research on issues related to children.

The NCWC has activities of conducting studies, surveys, assessments on child protection issues and preparing reports related to rights of women and children mentioned in APA.

4.1.2. Creation of Client Service Division

Client Service Division is responsible for counselling and protection services, operation of shelter homes and operation of toll-free helplines among others.

Table 5

Assessment for the creation of Client Service Division

Sl No.	Job Type (Five mandate)		Job Size (no. of staff depending on work)			Job Span (cascaded mandate to other Agencies)			Division Creation
	1	2 ≤ 5	<4	4 ≤	11 ≤	≤ 3		3 ≤	<4
1	√			√				√	√
2		√(5)	√(6)					√	Eligible
3		√		√		√			√
4	√				√			√	√

The key focus of the NCWC is to establish a sustainable and comprehensive system to mainstream, protect and promote the

rights of women and children in Bhutan (NCWC, n.d). Most of the actions in the APA include establishing a protection mechanism for women and children, enhancing knowledge on gender and child issues to meet the objective of efficient, reliable, and accessible protection mechanism for women and children. To serve the purpose of the existence of the agency, the team from the NCWC expressed their urgency and need for this division. Client Service Division also serves the line function of NCWC and moreover, the division fulfils the criteria of the division creation. Hence, it merits to create a Division.

However, with regard to proposals for new division creation, though the RCSC has a Division to guide them with the approval, strong justification and importance of the proposal is looked into.

The need for additional staff for NSB

Upon consultation with the management of NSB on need for the staffing exercise for the head quarter, the team was informed that there is requirement for additional manpower in the working agencies. The existing manpower against the approved post has been reviewed and is detailed as below:

Table 6

Staffing of NSB

Position category	Approved	Existing	Gap/ Excess	Remarks
EX/ES	2	2	0	One ES heading the Division
PMC	36	27	9	One P1 specialists
SSC	16	16	0	
0	3	3	0	
ESP/ GSP	2	2	0	Both ESP
Total	59	50	9	

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Currently, NSB has a total of 50 employees against 59 approved posts and has a gap of 9 officials under the PMC category.

In line with the recommendations of the OD carried out in July 2017, NSB has submitted the requirement to RCSC for additional manpower in Thromdes of Thimphu, Phuntsholing and Trashigang Dzongkhags. The proposal was submitted for one Statistical Officer each for four Thromde offices and one Statistical Officer each for the Dzongkhags because the services and mandates of Dzongkhag Statistical Officer are limited to Dzongkhag Administration. Based on the request of NSB, the need assessment for the Statistical Officers in Dzongkhags and Thromdes is done through SOP/TAT.

Assessment for Statistical Officer and Statistical Investigator for Thromde Offices

The Thromde has 11 products and services with a TAT of 1438.19 hours. The time invested per year (TIPY) is calculated by multiplying TAT of the SOP under each product and services with the frequency of step per year (FoSPY). According to the staffing standards, 1 person is required to work for 1603 hours in a year. Therefore, *Thromde* Offices will be entitled for 1 official each with the current assessed workload.

Table 7

SOP/TAT for Statistical Officer/Investigator, Thromde Offices

Product/Service	TIPY (in hr)
Analytical Report at Agency level	61.08
Submission of monthly and quarterly Consumer Price Index (CPI) to NSB	301
Publish Annual Thromde Statistics (ATS)	24.33
Conduct Annual Data Literacy	6
Dissemination of Statistical Information	0.42
Technical Backstopping	9
Labour Force Survey	460.67
Bhutan Living Standard Survey	125.33

Bhutan Multiple Indicator Survey (BMIS)	302.03
International Comparison Program (ICP) Survey	110
Construction Material Index (CM0	38.33
Total TAT	1438.19
Total HR requirement	0.9

Assessment for Statistical Officer e³ Statistical Investigator in Dzongkhag

The Dzongkhag also has 11 products and services with a TAT of 1392.93 hours per year. With the current assessed workload, similar to Thromde, Dzongkhag Offices will be also entitled for 1 official each. Moreover, the Statistical Officer is mandated to come up with several Annual Reports at Agency level therefore, the official needs to have adequate skills in analysis, communication, research and writing.

Table 8

SOP/TAT for Statistical Officer/Investigator, Dzongkhag

Product/Service	TIPY (in hr)
Analytical Report at <i>Dzongkhag</i> level	61.0833
Submission of monthly and Quarterly CPI to NSB	193
Publish Annual <i>Dzongkhag</i> Statistics (ADS)/ <i>Dzongkhag</i> At a glance (DAG)	22.00
Update Annual <i>Gewog</i> (Sub district) Level Database	17.33
Conduct Annual Data Literacy	4
Dissemination of Statistical Information	0.42
Technical Backstopping	9.00
Labour Force Survey	500.67
Bhutan Living Standard Survey	113.33
Bhutan Multiple Indicator Survey (BMIS)	407.43
International Comparison Program (ICP) Survey	64.67
Total TAT	1392.93
Total	0.87

While doing the assessment, it was noticed that there is no standard for determining the turnaround time for carrying out the activity. The officer from the NSB said that for the Statistical investigators in *Dzongkhags* to receive and review data from NSB it takes a total of 21 hours for completion. We can argue that this is a rough estimation of the time and it does not have any standard to determine the actual time taken to carry out the activity. Moreover, it is important to examine how many hours civil servants are actually working.

With respect to current working hours limits, according to (Sangheon, 2007) the 40-hour week which is 8 hours in 5 working days is the most prevalent standard. Almost half of the countries covered by the 2005 research have enacted a limit of 40 hours or less and among the others, the intermediate limits (41–46 hours) and the 48-hour week are of almost equal significance. If a civil servant can work for 8 hours effectively instead of 7 hours in case of Bhutan, this will reduce the number of staff needed to carry out the activity. This would in the end contribute to maintaining the ratio of 1:25 and hence, to the right sized civil service.

RECOMMENDATION AND CONCLUSION

As the Royal Civil Service Commission is concerned with increases in the size of civil service, to enhance effectiveness and efficiency in service delivery, it is important that the size of civil service should be maintained. As it is evident from this study, the agencies are in need of the additional manpower, but it is also a question of how well existing employees are performing, and if their work is contributing to the achievement of organizational goals and to the national goals in broader perspective. As per concerns expressed by the NSB team, insufficient staff and the competency gaps of Dzongkhag officials have negative implications for ensuring quality and reliable data and service delivery on time. Hence, it is recommended that NSB should

recruit an additional Statistical Officer on contract as a pilot study by the RCSC. The Statistical Officers will keep a log of activities and they shall be reassessed after 1 year. Moreover, NSB can recruit graduates with relevant qualifications on contract as and when a vacancy arises in the Dzongkhags until there is adequate supply of regular Statistical Officers selected through RCSC. Moreover, there are limited numbers of slots for undergraduates for scholarships for Statistics. To address the problem, NSB should consult with the Department of Adult and Higher Education (DAHE) for the possibilities of increasing the slots for undergraduate scholarships in statistical background.

When carrying out the staffing exercise along with a team from RCSC, it was noticed that the agencies were not aware and familiar with the SOP/TAT. Some expressed that they had heard about it but did not understand it. Hence, it is recommended that the RCSC should provide civil servants with an opportunity to have consistent practice of the tool and train them well, especially those who are involved in staffing activity since they have to directly deal with it.

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