

**National Human Resource Development Policy
of the Kingdom of Bhutan, 2010**



Ministry of Labour and Human Resources

The Royal Government of Bhutan

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National Human Resource Development Policy

PART I: THE CONTEXT

1 Preamble

- 1.1 Bhutan has grown fast in the last four decades. Education and health have been given utmost importance by the Royal Government. However, the world is changing fast and it has to develop its human resources to meet the challenges of global competitiveness and to build a knowledge based society. The modern world is characterised by knowledge, technology and innovation; therefore, it necessitates the creation of higher knowledge and competencies of people for their development and well-being. Presently Bhutan is standing at a significant point in history where it can transform itself into a knowledge based society. There is a shortage of technical and vocational skills and trained manpower. There is also a mismatch between the available jobs and required skills, resulting in unemployment. Knowledge and skills are the prime drivers of socio-economic development on the one hand and generator of employment and upward social mobility on the other.
- 1.2 The Article 9.15 of the Constitution of the Kingdom of Bhutan states, “The State shall endeavour to provide education for the purpose of improving and increasing knowledge, values and skills of the entire population with education being directed towards the full development of the human personality.” This Article exemplifies the commitment of the State to the development of people, their knowledge, skills and personality. Against this backdrop, the prime task of human resource development is to increase employability, support inclusive growth, and promote life-long learning.
- 1.3 Gross National Happiness (GNH) is the overriding philosophy of socio-economic development, social welfare and governance in Bhutan. Creating right conditions for happiness of people is the mandate for the Royal Government and its different ministries and agencies. Happiness is not possible if people lack requisite knowledge and skills for gainful employment and future employability. Hence, human resource development is conducive to happiness and prosperity of people. A knowledge based society is characterised by technical education, know-how and intellectual capital generation. It focuses on development of knowledge workers, knowledge generating institutions and use of knowledge and information for solving people’s problems.

2 Need for the National Human Resource Development (HRD) Policy

- 2.1 Development of human capital hence is a *sine qua non* for economic growth and social development. The economic goals of the country can be achieved by the creation of appropriate human capital. Generation of human capital is a long-term process. Therefore, sustained efforts must be made by the State and the civil society. Further, the available human capital has to be reinforced with life-long learning so that the obsolescence of competencies does not occur.
- 2.2 Human resource development activities are performed by the different ministries and agencies. The Royal Civil Service Commission (RCSC) is responsible for recruitment, career planning, deployment, and in-service training of the civil servants. The Ministry of Education is entrusted with the overall responsibility of primary, secondary and tertiary education as a regulatory and funding agency. The Royal University of Bhutan is responsible for the provision of tertiary education within the country. On the other hand, the Ministry of Labour and Human Resources (MoLHR) is responsible for technical and vocational education and training (TVET). It is also responsible for the human resource development of private and corporate sector organisations. There is a lack of coordinated efforts at the national level. Different sectors have their separate HRD policies and plans, sometimes leading to a mismatch between the provision of knowledge and skills, and labour market demands.
- 2.3 HRD endeavours in the past have essentially been aimed at the needs of the civil service where most people were employed. More than 73% of jobs today are made available in the private and corporate sector which is envisaged as the engine of growth in the Tenth Five Year Plan but it does not have sufficient and qualified human resources. This has consequently thwarted the growth of the private and corporate sector organisations. Therefore, a policy must be cognizant of the central shift of human resource in the country from the government to the private and corporate sectors.

The HRD policies of different sectors are based neither on long-term economic direction nor labour market information and an analysis of gaps between the demand and supply of labour force. Piecemeal plans have resulted in an inadequate response to the labour market needs. Hence, a National HRD policy is necessary to coordinate the various HRD policies, plans and activities in line with the periodic labour market information. The Royal Government has mandated the Ministry of Labour and Human Resources, as the HRD Ministry, to promulgate a holistic National HRD Policy. The MoLHR shall be an apex agency for developing HRD frameworks, facilitating coordination among HRD agencies and monitoring and integrating HRD Plans, services and activities. The policy shall thus bridge any such gaps and provide broad guidelines to the different HRD agencies. The NHRD policy

is restricted to developing a broad framework and leaves sector-level planning to ministries, agencies and organisations (including those of private and corporate entities).

2.4 The Royal Government envisages that the human resource of the country need not be merely based on the economic opportunities. A knowledge based human capital development should also determine and give direction to the economic development of the nation to a certain extent. The Economic Development Policy and the NHRD policy must be mutually reinforcing and should supplement and complement each other.

2.5 The National Human Resource Development Policy should include development of strategies for life long learning opportunities by enhancing/promoting continuing education at all levels. It has to be dynamic, inclusive, pro-active and comprehensive providing guidance to HRD policies and plans in different sectors of the economy.

2.6 The Ministry of Labour and Human Resources (MoLHR) as the HRD ministry shall endeavour to bridge such gaps and provide broad policy guidelines for development of human resources in respective agencies using information from the Labour Market Information System (LMIS) and other important policies.

2.7 The MoLHR shall therefore promulgate a holistic national HRD policy engendering, formulating and projecting the overall human resource development of the country and coordinating HRD efforts in the country.

3 The Approach

3.1 Human resource development involves creation and enhancement of knowledge, skills, and attitudes (KSA) or competencies of people to perform various tasks effectively. In turn, the competencies of people are mainly developed through education and training.

3.2 In Bhutan, most post secondary education institutions provide certificate and diploma education. The country is largely dependent on other countries for the provision of high competencies. The HRD institutions are young and most HRD professionals are young and inexperienced. There is an impending need to galvanise the country towards the acquisition of high competencies in professional and technical fields. The change in strategy will help the country to produce qualified professionals for the domestic requirements on the one hand and to help the country emerge as an educational hub on the other.

4 Vision

To develop a knowledge-based society with citizens of high employability, entrepreneurship and productivity and with unique principles and values that foster Gross National Happiness.

5 Mission

To create and enhance competencies of people through strengthening the existing HRD institutions and promoting required world class HRD institutions to help the country achieve its strategic goals, increase employability and productivity and provide gainful employment to every citizen.

6 Objectives

- 6.1 To create human capital to realise development of Bhutan as a knowledge-based society;
- 6.2 To strengthen the existing HRD institutions;
- 6.3 To plan for required HRD institutions;
- 6.4 To support agencies in planning and developing their sectoral HRD needs by providing broad directions to them;
- 6.5 To promote coordination among different HRD agencies in implementing various HRD activities;
- 6.6 To develop HRD professionals;
- 6.7 To study labour market periodically and to make projections of future labour market scenario; and,
- 6.8 To increase employability of, and employment for the Bhutanese youth.

7 Coverage

- 7.1 Tertiary Education
- 7.2 Technical and Vocational Education and Training
- 7.3 Training and Development
- 7.4 Human Capacity Development
- 7.5 Mechanisms for Implementation

PART II: TERTIARY EDUCATION

8 Higher Education

- 8.1 The Royal Government shall promote and support research-based technical and professional education institutions that shall be centres of excellence. Private institutions shall be encouraged to invest by establishing their campuses in Bhutan. Higher education shall be given the status of industry.

- 8.2 Bhutan shall have the Royal Government universities and institutions and private institutions. An enabling and empowering environment for private educational institutions shall be created. At the same time, the Royal Government shall continue to play a key role in the growth of higher education and quality assurance among different educational institutions.
- 8.3 Both public and private educational institutions shall develop international character and closely integrate with the educational markets and relevant agencies. They shall attract international students and charge them market fees for their educational services.
- 8.4 The educational institutions shall be encouraged to develop multiple academic collaborations with the regional and international institutions for the exchange of students and faculty, development of instructional materials and joint conduct of seminars and conferences.
- 8.5 For national development, engineering, medical, management, architecture, and legal education are of prime importance. Therefore, special emphasis shall be given to technical and professional education. The existing institutions shall be upgraded to international standards and required institutions shall be established. These institutions shall not only focus on teaching and training but also endeavour to conduct research and provide consultancy.
- 8.6 The Royal University of Bhutan shall strengthen the existing colleges and help them introduce new courses as per the labour market demands. It shall affiliate private colleges. The Royal University of Bhutan shall focus on introducing relevant masters and doctoral courses, enhancing the quality of faculty and providing sufficient resources and time to faculty for creating intellectual capital.
- 8.7 The College of Science and Technology (CST) and Jigme Namgyel Polytechnic (JNP) shall upgrade themselves to international quality standards and benchmarks. They shall diversify and introduce courses in line with the labour market demands and the needs of a knowledge-based society.
- 8.8 Offering of licensed courses of foreign institutions by colleges in Bhutan shall be encouraged. For this purpose, the foreign institution concerned has to be approved and recognised in its own country. Further, courses have to be accredited in their own country. The approval of the Ministry of Education shall have to be obtained by the college concerned before the launch of the courses. Finally, courses shall have to be accredited in Bhutan over a period of time.

- 8.9 Post graduate and doctoral level management education shall be promoted. Entrepreneurship education and management development shall also be encouraged. Various stakeholders from industry, business, Royal Government and academe shall be involved in this endeavour.
- 8.10 **The Royal Institute of Tourism and Hospitality (RITH)** shall be the main institution for providing diploma and degree courses in the tourism sector. It shall be developed as the centre of excellence and requisite resources shall be provided to it to emerge as one of the prominent educational institutions in the South Asia region.
- 8.11 The Royal Government shall promote an integrated medical college that shall offer undergraduate and postgraduate courses in the allopathic system. It shall have medical and dental schools. In addition, the college shall later offer relevant paramedical courses. Nursing and pharmacy education at graduate and post-graduate level shall also be promoted.
- 8.12 Special emphasis on higher education for differently abled students shall be given so that they are able to use their potential and get decent jobs.

9 Quality Assurance in Tertiary Education

- 9.1 An autonomous accreditation body shall be established by the Ministry of Education with responsibility for ensuring quality standards in tertiary educational institutions. The accreditation process shall be holistic, systematic, objective, data-based, and transparent. It shall enable the educational institutions to improve and enhance their capacities. Accreditation shall be done for both academic courses and/or overall institutions. The accreditation body shall network with the regional and international accreditation bodies.

PART III: TECHNICAL AND VOCATIONAL EDUCATION & TRAINING

10 Technical and Vocational Education and Training (TVET)

- 10.1 Relevance, quality and demand shall be the salient features of technical and vocational education and training. Vocational education shall be planned and developed in line with the labour market demands. Further, greater awareness among students about the importance of vocational education shall be created through advocacy, counselling and career guidance in high schools. The existing Technical Institutes/Colleges shall be strengthened in terms of physical infrastructure, equipment and faculty resources.

- 10.2 Public-private partnership shall be fostered to offer quality vocational training. Further, the Industry-institute collaboration shall be encouraged to reinforce relevance of technical and vocational education. For this purpose, several mechanisms shall be evolved. The component of On-the-Job-Training (OJT) shall be enhanced in the national certificate courses so that they become practical and the students develop right skills and attitudes. Life skill modules shall be introduced in Technical Institutes and be encouraged in other institutions to help students improve their personal effectiveness.
- 10.3 The existing Technical Institutes shall introduce new courses that have market demand as well as are attractive enough for the students. A few institutes shall also offer short-term, pre-service courses conducive to employment. Some of the courses shall be targeted at the specific needs of women students. The Institutes shall be encouraged and empowered to be more entrepreneurial and innovative.
- 10.4 Vocational education and training institutions in the tourism sector shall be promoted. They shall offer courses in food preparation, bakery and confectionary, food and beverage services, restaurant operations, etc. A few institutions shall also offer short-term, pre-service and in-service courses. Likewise, establishment of vocational education and training institutions in other sectors such as arts & crafts, agriculture and health must equally be promoted in order to cater to the economic needs of the country.
- 10.5 Vocational training programmes shall also be introduced in schools in order to promote and improve both attitude and skills towards vocational education among students.
- 10.6 The Institutes of Zorig Chusum shall also serve as the centres for preservation and promotion of both traditional and cultural arts and crafts of Bhutan.

11 Bhutan Vocational Qualification Framework (BVQF)

- 11.1 Bhutan Vocational Qualification Framework (BVQF) shall be put in place by the Ministry of Labour and Human Resources (MoLHR). This shall be based on occupational skill standards and is in line with the International Labour Organisation's recommendations and international best practices. The development of occupational skills standards shall bridge the gap between the competencies of technical vocational graduates and labour market demands. Occupational skills standards (OSS) shall be developed with the help of expert workers and industry. The requisite competencies for each occupational category shall be developed. The BVQF shall lead to competency based vocational education and training. Furthermore, assessment system in the TVET shall also be competency-based.
- 11.2 Flexible career pathways that enable individuals to move smoothly between the general education and vocational training sectors shall be created. In addition, prior learning, including credit transfer and work experience shall be recognised in the movement from one sector to another. This indeed requires adequate linkages between work-based qualifications and

academic qualifications. This shall allow elasticity in career planning and continuous learning. For this purpose, adequate linkages between the BVQF and the proposed National Qualification Framework shall be worked out.

12 Quality Assurance in the TVET

The purpose of Quality Assurance System in TVET shall be to help the TVET institutions improve themselves and assure quality of training. The Quality Assurance System in Bhutan, in keeping with the BVQF, shall adopt international standards on the one hand and pay heed to local realities and needs on the other. Technical and vocational education, and training programmes and providers in both government and private sectors shall be registered with and accredited by the MoLHR as per the registration and accreditation regulations. Registration of training providers shall be compulsory, while accreditation of programmes shall be voluntary.

13 Non-formal Vocational Training

An arrangement shall be made to test and certify the skill levels of people who do not have any skill certification. Assessment and certification shall be done using standard competency system and recognition of prior learning. As workers upgrade their skills, further assessment and certification shall be carried out. Alternate mode of training shall be conducted for the school leavers and select target students who could not get admission to Technical Institutes for formal training. In addition, non-formal vocational training shall be encouraged in monastic schools. Disabled and other special groups shall be supported to develop vocational skills. Extra efforts shall be made to bolster rural and village skills development schemes.

14 Vocational Education in the Lower and Middle Secondary Education

From Class VI to Class X, vocational education shall be introduced in schools. The performance of students in the vocational course shall be given appropriate weightage in admission to Technical Institutes.

15 Monastic education

The monastic education system shall develop guidelines in relation to the general education by introducing English and maths in its curriculum. Monastic education shall also introduce certain vocational skills in its curriculum so that it will equip those within the monastic system as well leaving the system with employable skills to ensure a decent livelihood.

PART IV: TRAINING AND DEVELOPMENT

16 In-service HRD

- 16.1 Royal Institute of Management (RIM) shall be strengthened and promoted as a world class premier management and training institute. For courses with a private sector orientation, the RIM's Board of Directors shall also include representatives from the private and corporate sector and reputed universities/institutes abroad.
- 16.2 For the HRD of the private and corporate sector employees, educational institutions as well as private institutions shall be encouraged to conduct management development programmes. Training and development of workers is equally important. Business organisations shall be encouraged to commence training programmes for workers in relevant areas. In addition, one or two Technical Institutes shall be equipped with facilities to train in-service workers. The Institutes shall be given adequate incentives for this purpose.

17 Standards for In-Service Training

- 17.1 Minimum forty hour training per employee per year shall be implemented in the civil service. Management development programmes (MDPs) for different positions in supervisory, managerial and executive categories shall be identified and implemented over a period of time. Participation in an identified management development programme shall be linked with the career development of civil servants. Other MDPs will be voluntary.
- 17.2 In the private and corporate sector, HRD is the primary responsibility of the organisations. However, the Royal Government shall continue to support HRD efforts in this sector for some time. All large organisations shall be encouraged to develop HRD policy, plan, structure and roles for themselves. Large private and corporate organisations shall be encouraged to provide minimum 40 hours of training per employee per year.

18 Entrepreneurship Development

Entrepreneurship development capacity shall be developed and different entrepreneurship development programmes shall be launched. Potential entrepreneurs shall be scientifically identified. They shall be facilitated in recognising business opportunity and creating new enterprises. Technical Institute graduates shall be trained for self-employment. Entrepreneurship shall be promoted in the different sectors of economy, such as manufacturing, construction, and tourism, etc. In addition, technical support and management development services shall be provided to small entrepreneurs to build their capacities. Private enterprises and NGOs shall be encouraged to engage in entrepreneurship development.

PART V: HUMAN CAPACITY DEVELOPMENT

19 Establishment of the HRD Network

An HRD Network consisting of professionals from the private and corporate, government and non-government organisations shall be established. The Network shall deliberate upon issues facing the HRD profession and help to develop strategies for people development and to organise various activities and events.

20 Development of Faculty and HRD Professionals

- 20.1 To assure high quality in technical and vocational education and in-service training, the highest priority shall be given to the recruitment and development of faculty in educational institutions. Faculty members shall be given emoluments and benefits commensurate to their qualifications and experience. Academic allowance and consulting benefits shall be provided in line with international practices. They shall be provided with adequate and competent support staff so that they can focus on teaching, training and pursuit of intellectual capital. Adequate attention shall be given to training and development throughout their career. Faculty members shall be trained in the methods of teaching and training, curriculum development, instructional material development, and conduct of research. Faculty development activities shall include qualification upgradation, visiting scholarship, training, research fellowship and joint teaching and training with international faculty, etc.
- 20.2 Both the MoLHR and RCSC shall play important roles in this endeavour. They shall pay more attention to training and development of faculty and HRD professionals. They shall mobilise the support of the donor agencies through appropriate agencies identified by the Royal Government to focus on the training of teachers and trainers so that in-country human capacities are developed.

21.0 Ex-country Education and Training

- 21.1 Bhutan shall reduce its dependence on ex-country education in general; however, professional education and training offered by friendly countries shall be continued as it will provide cutting-edge knowledge and skills as well as cross-cultural exposure to the youth. Bhutan shall judiciously use ex-country education and training to develop the competencies of its people, especially in higher education field and for capacity building of teachers and trainers.

PART VI: MECHANISMS FOR IMPLEMENTATION

22.0 Resource Mobilisation

- 22.1 Funding for supporting and establishing the government universities and institutions shall come from the Royal Government, while funding for other institutions shall come from private

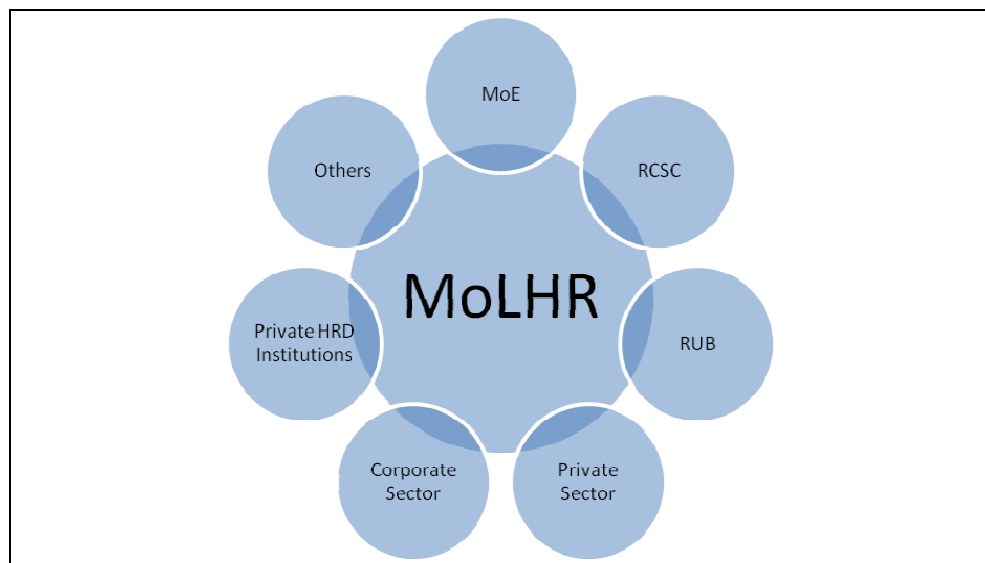
sources, fees, endowments, etc. Civil society organisations shall be given incentives to promote not-for-profit higher education and HRD institutions.

- 22.2 The fund for academic collaboration with the eminent institutions for public educational institutions shall be mobilised from the Royal Government and donor agencies.
- 22.3 The primary responsibility for upgradation and modernisation of Technical Institutes is with the MoLHR. However, large organisations shall also be mobilised to support the institutes to some extent. Private investment for establishing the vocational institutions shall be encouraged and incentives shall be given. Procedures and regulations shall be simplified to support private players to enter technical vocational education and training field.
- 22.4 Students in higher education shall be provided the facility of concessional education loans through the Royal Government.

23.0 Strategies for the Implementation

- 23.1 Coordination among different ministries and agencies is the key to successful implementation of the National HRD policy. Figure 1 describes a schematic diagram showing the relationships among the MoLHR and other ministries and agencies. The MoLHR as HRD Ministry shall be the nodal agency for integration and co-ordination with the Ministry of Education, Royal Civil Service Commission, the Royal University of Bhutan, private and corporate sector organisations, private HRD institutions and other bodies. The other category *inter alia* includes Non-Government Organisations, other agencies, experts, etc. An Inter-agency National Coordination Committee (INCC) shall be set up to co-ordinate the plans of different ministries, agencies, and institutions. The representatives from different ministries and agencies shall be represented in the INCC. The co-ordination responsibility for the INCC shall be with the MoLHR. It shall hold periodic meetings to develop HRD plans, conduct reviews, co-ordinate action steps and share knowledge and experiences based on evolving policies, labour market information, statistical projections, required HRD networking for making overall HRD projection in all sectors of the economy. This shall result into the production of the Annual HRD Report based on the emerging HRD trends and needs of the country.
- 23.2 The MoLHR, shall establish a Secretariat that will be responsible for planning, coordinating, implementing, and monitoring the National HRD policy. The MoLHR shall create a platform for dialogue, discussion, and debate among all stakeholders. Information about the National HRD policy and its implementation shall be shared with all stakeholders and feedback from them shall be sought from time to time to streamline HRD plans and activities.

Figure 1: A Schematic Diagram Showing the Relationships of the MoLHR with Other Agencies



23.3 Mechanisms for annual review of achievements and future target setting shall also be established by the MoLHR.

23.4 Resources for HRD in any country are limited. Thus, there is always a strong need to decide priorities. Prioritisation can be done in terms of Highest priority, Priority, and Moderate priority. Professional and technical & vocational education shall be the Highest priority, while science, architecture and paramedical education shall be Priority. Training and development in the civil services and in the private and corporate sector shall also be Priority. Finally, humanities and social science education shall be Moderate priority.

24.0 Monitoring and Evaluation

24.1 The MoLHR has the responsibility for the development of the National HRD policy. Further, it shall have the responsibility for implementation and monitoring of HRD activities falling under its purview. It shall play a coordinating role for overall HRD activities. Based on the analysis of

the surveys and statistics collected, collated and synthesised periodically by the LMIS, the ministry shall project HRD needs and situation in the country and issue a human resource advisory on annual basis to the nation.

24.2 A monitoring and evaluation system shall be set up to assess the outcomes and impact of HRD institutions and services. Achievement targets and performance indicators shall be evolved and periodic evaluation surveys shall be conducted. Labour market information system shall be streamlined and strengthened.

24.3 Regular research shall be done to examine the quality and effectiveness of HRD services provided by different agencies. Efforts shall be made to ensure that HRD services are conducive to the employability and achievement of strategic goals of the nation.

24.4 The MoLHR shall therefore also act as a think-tank to visualise future HRD challenges and trends in the different sectors of economy. It shall undertake and commission studies for this purpose.

25.0 The Review of the National HRD Policy

National HRD policy shall be reviewed from time to time to adjust with the changing domestic and international environments, labour market demands and social expectations; specifically, the policy shall be comprehensively reviewed every five years.
