
**WHY RAA DID
THIS STUDY?**

Article 25.1 of the Constitution of the Kingdom of Bhutan and Section 3 of the Audit Act of Bhutan 2006 state that, *“There shall be a Royal Audit Authority to audit and report on the economy, efficiency, and effectiveness in the use of public resources”*. The Human Resource Management Division (HRMD) in the Ministry of Education (MoE) was established with the primary goal of developing a cadre of motivated and competent professionals towards producing productive future citizens of Bhutan. Considering the importance of education system, huge resources have been allocated by the Royal Government in the HRM functions of the MoE.

In line with this important constitutional responsibility and huge resources allocated, the audit of Human Resource Management of the MoE was conducted with a view to ascertain whether the resources were being utilized economically, efficiently and effectively and the goals of the HRM were being achieved. In particular the specific audit objectives were:

- ❖ ascertaining that the objectives set by MoE in its HRD Master Plan were being achieved;
- ❖ ascertaining the sufficiency and appropriateness of deployment of teachers in the schools;
- ❖ ascertaining that the selection and nomination criteria for HRD programmes were being followed;
- ❖ ascertaining the frequency and relevancy of trainings availed by individuals;
- ❖ ascertaining the appropriateness of motivation and retention policies and strategies; and
- ❖ recommending measures for improvement of HRM in the Ministry.

There have been considerable improvements in its human resource management in the Ministry of Education. Since the inception of the five-year plans, the Ministry had made significant achievements through introduction of non-formal education, increased students enrolment, improved teacher-student ratios and class-size, provision of teaching allowances, facilitating continuing education and introduction of 'Light Drukyul' project and multi-grade teaching.

There were, however, certain deficiencies and weaknesses in the system. *Some of the significant deficiencies and weaknesses are briefly outlined below:*

- ★ Human Resource projection in the Civil Service Master Plan for 10th FYP (2008-2013) deviated significantly from the HRD Master Plan (2002-2012) of the Ministry of Education.
- ★ Aggregate expenditure on in-country and ex-country trainings during the financial years 2004-05 to 2008-09 amounted to only 62% of its approved budget indicating inefficient mobilization of resources and underachievement in the implementation of planned HRD activities.
- ★ Proper Training Need Assessment was not conducted to identify the training that will objectively address any identified skill deficits or reported gaps in the skills of the individual.
- ★ There were very limited training opportunities available for teachers. In the sample size of 630 teachers, the survey revealed that more than half of the teachers had never availed any kind of trainings during their service period.
- ★ Monitoring and evaluation system to study the impact of trainings were not adequate as the Ministry did not have adequate mechanisms and expertise to conduct such studies.
- ★ Even though Bhutan had achieved the standard teacher-student ratio of 1:32, there were still shortages of teachers especially in remote areas both in absolute figure as well as in specific subjects.

- ★ There was increased number of teachers leaving out the profession. Heavy workload & stress, less training opportunities, recognition issues, not attractive pay package and incentives etc were as the probable reasons for teachers leaving the profession.

WHAT RAA RECOMMENDS?

In order to address the deficiencies and challenges faced by the Ministry, the RAA recommends some of the following areas for improvements:

- ❖ The Ministry should prepare human resource projections that are more realistic and achievable.
- ❖ The Ministry should adequately mobilize and implement the HRD budget to ensure adequate opportunities for professional development of teachers.
- ❖ The Ministry should conduct training need analysis and identify performance gap to explore more Professional Development programmes.
- ❖ Monitoring and evaluation systems should be instituted to study the impacts of trainings.
- ❖ Teachers' strength should not only be based on the teacher-student ratio but also take into consideration the subject-wise shortages of teachers, average size of class and other factors.
- ❖ The Ministry should identify subject-wise shortages of teachers and consider re-distribution of teachers amongst schools.
- ❖ The Ministry should review and explore incentive schemes such as remote incentives packages, and teacher induction programmes, etc. The Ministry should also review the impacts of existing teacher allowance scheme.
- ❖ The Ministry should build a comprehensive and reliable information system on recruitment, training, transfer, turnover of teachers etc. to aid good decision-making.

BACKGROUND

Human Resource Management (HRM) is the most important aspect of the civil service administration and even more so in the education sector because of large size of its workforce. The Ministry had 34.88% of the civil servants working under it, majority of which is represented by 6,183 teachers as of 2009. The HRM issues in the Ministry are more complex which is further aggravated with its huge challenge of attracting and retaining qualified teachers in the schools. The challenges it confronts have vicious potentials of affecting the quality of education. Besides, the Ministry also faces other challenges of upgrading the qualification, continuous professional development, motivation and managing large number of teachers.

Human Resource Management involves diverse functions, including staffing, recruitment, deployment, transfers, training and development, motivation, retention and attrition of the people working in the organization.

The training and development has relatively higher allocation of budget as compared to other

The team visited 5 dzongkhags: (i) Chhukha, (ii) Samtse, (iii) Trashigang, (iv) Lhuentse and (v) Thimphu Thromde. A survey on various issues related to Human Resource Management and Development was conducted for 630 teachers from 7 Higher Secondary Schools, 6 Middle Secondary Schools, 4 Lower Secondary Schools, 7 Primary Schools and 6 Community Primary Schools in these dzongkhags. The survey conducted by the team, although not comprehensive could provide basis for future studies by the Ministry.

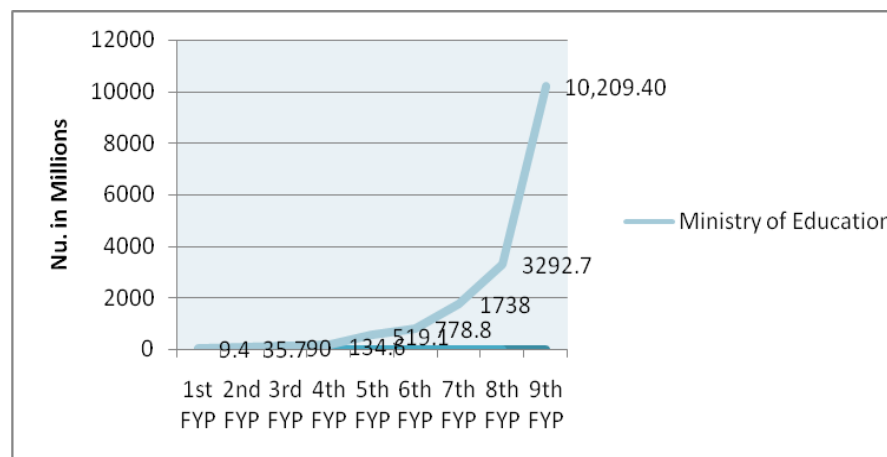
functions. In the 10th FYP alone, 15.38% of the total budget for human resource of the government was allotted to the Ministry, indicating the importance placed on the Education Sector. Such huge investments required proper and systematic approaches to ensure best use of available resources and attainment of the organizational goals.

The Ministry looks into the aspects of human resource management and development under the Human Resource Management Division headed by the Chief Human Resource Officer. The Ministry's Human Resource Development Masterplan (2002-2012) aimed to outline a systematic human resource plan to meet the short and long-term needs of the education sector. The plan envisages to:

- Develop a cadre of motivated and competent professionals in education;
- Streamline the development of human resources to ensure effective utilization of resource; and
- Strengthen the existing system by which education staff and teachers can upgrade their knowlewgde and skills on a regular basis.

The figure 2.1 below shows the total budget outlay of the Ministry from the 1st FYP to the 9th FYP. The budget outlay had increased significantly over the years.

Figure 2.1: Total budget outlay for Ministry of Education from 1st FYP to 9th FYP



Source: Statistical Yearbooks of Bhutan, 1998, CSO, Planning Commission RGOB, Thimphu

Important achievements

The Ministry has made significant improvements and achievements which have greatly contributed in realizing Vision 2020 and the Millennium Development Goals. Some of the notable achievements are:

Increase in enrolment ratios

The gross enrolment ratios and net enrolment ratios for both primary and basic education had increased steadily over the years from 2006 to 2009 as indicated below:

Table 2.1: Enrolment ratios from 2006-2009				
Indicator	2006	2007	2008	2009
NER primary education (PP-VI)	79%	84%	88.0%	91.82%
GER primary education (PP-VI)	102.0%	106.0%	112.0%	115.73%
NER Basic education (PP-X)	75.0%	78.0%	85.0%	88.36%
GER Basic education (PP-X)	85.0%	88.0%	96.0%	100.30%

Source: General Statistics 2009(MoE)

Such improvements in the NER and GER show that the public in general have understood the value of education.

Introduction of Non-formal education

The non-formal education programme had contributed significantly to the increase in literacy rate in the country. The adult literacy rate increased to 53 % in 2005, which was very low in the 1960's. The introduction of non-formal education has also benefitted those populations who could not avail the opportunity of formal education.

Improved teacher-student ratio and class-size

The teacher student ratio and class size were the two quality indicators that the Ministry had adopted. Both the teacher student ratio and class size at the end of 2009 were 1:25 and 26 as against the standard of 1:32 and 40 respectively. Such improvements assist the Ministry of Education in maintaining and upgrading the quality of education.

Continuing Education programme initiated

Since 2006, the Ministry initiated continuing education programme in collaboration with private and government schools to provide an

opportunity to upgrade the qualifications of school dropouts and office goers to enhance career opportunities.

‘Light Drukyul’ Project introduced to address teacher shortages

The Ministry introduced the ‘*Light Drukyul*’ Project in August 2008 to address teacher shortages. 216 temporary teachers were appointed from amongst graduates and retired teachers for a period of two years on contract.

Laptop scheme and teacher allowances to motivate and retain teachers

The Ministry had initiated a laptop scheme on installment payment basis to enhance the learning process of teachers and accelerate flow of information. Teacher allowance scheme was re-introduced in January 2009 to attract, retain, and motivate teachers.

Besides the above achievements, the Ministry’s restructuring was completed as per the Organizational Development Exercise. The teacher deployment was decentralized to the Dzongkhags and recruitment of teachers streamlined and strengthened.

Based on the review of records, information and documents made available to the audit team and discussions held with officials and staff of the Ministry of Education and various schools as well as feed backs received on perception survey conducted, the Royal Audit Authority observed many shortcomings and deficiencies where improvements are desirable. While the perception survey conducted by the audit team may not be perfect, the feed backs received provide deep insights to many pressing issues which may be regarded as valuable inputs to future course of actions and decision making. The shortcomings and deficiencies observed are as detailed below:

3.1 STAFFING

3.1.1 Workforce projection in the Civil Service Master Plan for 10th FYP (2008-2013) does not correspond to the HRD Master Plan (2002-2012) of the Ministry of Education

Long-term human resource planning is crucial as it determines how the organization will attract, develop, retain, and motivate its employees to achieve the organizational goals. It is even more important for the Ministry of Education to develop a comprehensive and well thought out HR Master Plan as the Ministry having the largest work force in the country.

Table 3.1 Projection of teacher requirements based on Teacher-Student ratio of 1:32				
Year	2007	2012	2017	2020
Teachers required	5,956	7,946	9,496	10,254
Shortage (%)	20%	12%	6%	2%

Source: HRD Master Plan (2002-2012), Education Department

There were, however, discrepancies observed between its HRD Master Plan (2002-2012) of

the MoE and the Civil Service Master Plan for 10th FYP (2008-2013). As per the projection of requirements of teachers in its HRD Master Plan, as in Table 3.1, shortages of teachers of 12% was projected by the end of 10th Five-Year-Plan (2012). In contrast the Civil service Master Plan for 10th FYP (2008-2013) projected that there would be excess supply of 2,069 teachers of by the end of 10th FYP as exhibited in Table 3.2.

Table 3.2 Demand and Supply of teachers (10 th FYP)				
Required/Demand (2008-2013)			Projected Supply (2008-2013)	Excess Teachers
Gross Demand	Existing No. of Teachers (2007)	Additional Requirement		
5,928	5,027	901	2,970	2,069

Source: Civil Service Human Resource Master Plan for the 10th FYP (2008-2013) & General Statistics 2007

However, the actual scenario indicated otherwise, revealing shortages of teachers as inferred from the requisition placed by the Dzongkhags every year. Therefore, the statistics reported in the Civil Service Master Plan (2008-2013) showed inaccurate projection.

Although the Ministry of Education had made several attempts to project the teacher requirements, the workforce projections were not scientific and comprehensive. These were attributed mainly due to continuous expansion of schools and the variations in the teacher-pupil ratios. The mismatch between the projections of the HRD Master Plan (2002-2012) of the Ministry and the Civil Service Master Plan for 10th FYP (2008-2013) indicated lack of proper planning and coordination. Such inaccuracies of information would impede correct and effective decision-making.

3.1.2 Hiring of expatriate teachers without any teaching certificate

The Ministry hired expatriate teachers who were supposedly trained but did not possess any teaching certificate. Teaching Certificate is the primary testimony to authenticate level of trainings and the skills acquired. Therefore, the Ministry should insist on such certificates to

ensure recruitment of expatriate teachers with requisite qualification and experience. Mandatory requirement of such vital document would also lead to ensure quality of education.

The expatriate teachers may be academically more qualified than their Bhutanese counterparts, but there may still be a need to look into the teaching skills possessed by them. As teachers, they ought to possess certain skills and knowledge to teach students at different levels to expedite the learning process and ensuring effective transfer of knowledge. Therefore, to ensure all of these qualities in expatriate teachers, teaching certificate is the primary document to establish such credentials.

The Ministry informed that the expatriates with Masters Degrees, experience and specific subject knowledge are recruited. However, the Ministry agrees that expatriate teachers do not possess teaching certificates.

3.1.3 Inadequacies in Contract Agreements of Expatriate teachers

The review of contract agreements signed with the expatriate teachers indicated certain flaws in the agreement. Agreements did not stipulate any liability on the event of party rescinding the contract before the expiry of contract duration. Such deficiency in the contract agreement has led to teachers leaving the job before the expiry of contract duration and at worst during the midst of academic session, thus affecting the performance of students. There were no restraining clauses in the contract agreements. Therefore, the Ministry may need to insert a clause to restrain teachers from leaving the job abruptly. The Ministry may insist on withholding certain percentage of monthly salary as security deposit, and inserting a clause requiring either party to serve minimum notice period of certain months by the party wishing to rescind the contract.

Some of reasons the Ministry foresee to include such restraining clauses is that it would be even more difficult to recruit and retain expatriates as other countries have more competitive edge over Bhutan .Usually higher and attractive pay packages offered by other countries are the reasons behind poor response of candidates during recruitment. They also leave the job abruptly due to poor response to their needs (such as logistics, administrative etc.) from the school management and the Dzongkhag Administrations.

3.2 TRAINING AND DEVELOPMENT

3.2.1 Underachievement in planned HRD budget

The total budget allocated to the Ministry for in-country and ex-country training for the period

2004-05 to 2008-09 was Nu 1,358.34 million. However, the Receipts and Payments

statement of the

Ministry indicated aggregate expenditure of Nu. 853.301 million only for the period, representing 62.82% utilization of the total allocated budget as given in table 3.3.

Table 3.3: Total Budget and Expenditure for in-country and ex-country training of MoE (2004-2009)

Year	Budget (in million Nu.)	Expenditure (in million Nu.)	Percentage (%)
2004-2005	272.47	141.324	51.87
2005-2006	286.69	153.193	53.43
2006-2007	266.13	185.270	69.62
2007-2008	288.73	196.183	67.95
2008-2009	244.31	177.331	72.58
Total	1,358.34	853.301	62.82

Source: DPA

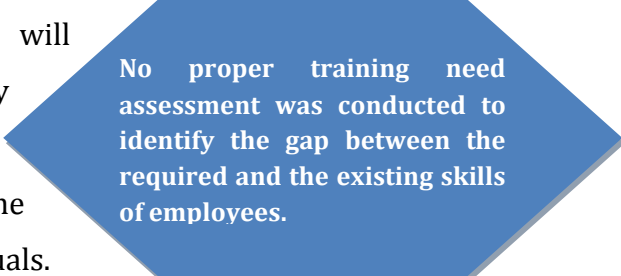
Such under-achievements of planned trainings indicated that training and development activities were not implemented effectively. This may also be attributed to improper planning and resource mobilization and commitment to achieve the set target by the Ministry. The under-realization of budget has also led to huge

opportunity cost as the planned resources could not be budgeted for other developmental activities.

The Ministry opines that although the planned HRD budget allocated for ex-country trainings were the highest compared to the other Ministries, it could not be fully utilized as funds were centralized by RCSC and uncommitted for ex-country trainings.

3.2.2 Training Need Assessment not conducted properly

A training need assessment is an activity to ensure that training programs objectively deliver the organizational needs. It helps to identify the training that will successfully address any identified skill deficits or reported gaps in the performance of the individuals.



No proper training need assessment was conducted to identify the gap between the required and the existing skills of employees.

Training need assessment involves three levels of need assessment: (i) Organizational Analysis, (ii) Task Analysis and (iii) Individual Analysis. However, the training need assessment were conducted only at the organizational level and submitted to the RCSC without involving other levels of assessment. The organization needs are perceived needs and does not reflect the personal need and interest of the individuals. The Vision 2020 (1999) describes the HRD system in Bhutan as more supply-driven rather than demand-driven, which seriously implied the need to conduct a proper training need analysis. If such a training need analysis is not undertaken, the skills, knowledge, and competencies that are required by the employees of the Ministry can never be identified and the HRD issues cannot be addressed effectively.

Currently the Ministry is in the process of conducting a survey to assess the training needs under the In-service Education for Teachers Programme (INSET) Master Plan.

3.2.3 Lack of training opportunities for teachers

The HRD Master Plan 2002-2012 stresses the importance of teachers to develop and update their knowledge and skills continuously after their pre-service training. However, the actual practice indicated very limited trainings for the teachers.

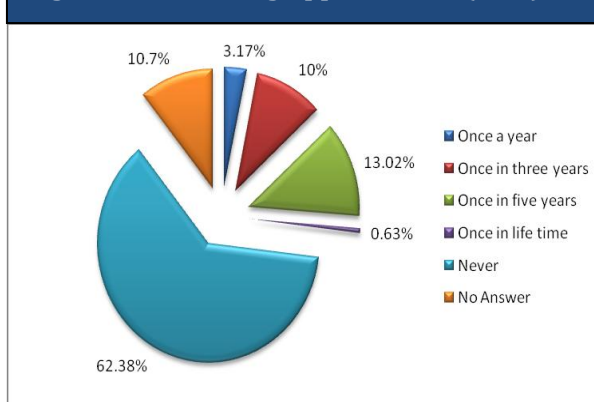
“INSET programme will seek to ensure that every teacher attends a minimum of 10 days of in-service programme at least every three years” (HRD Master Plan 2002-2012)

The survey conducted on 630 teachers from different level of schools further corroborated lack of training opportunities to the teachers. The result of survey is exhibited in Figure 3.1. The survey revealed that 62.38% did not avail any kind of training opportunities

(both in-country and ex-country), while 13.02% availed trainings once in five years, 10% availed trainings once in three years and 0.63% once in their service period.

Therefore, the policy of teacher’s need to attend the INSET training programmes atleast once in three years is not adequately implemented as there were more than half of the teachers who have never availed any kind of training.

Figure 3.1 Training Opportunities (in %)

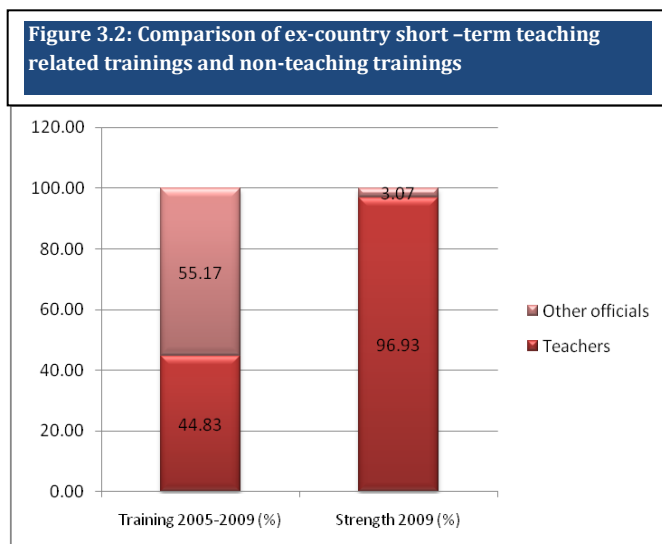


Source-RAA analysis- 1

Some of the causes for the lack of training opportunities for the teachers are:

- Training need assessments not carried out
- Provisions for academic and delivery/instructional courses were very limited given the strength of the teachers. The Ministry's policy of not sending teachers for trainings in the midst of academic sessions also limits provisions for academic courses, and;
- Short-term ex-country trainings availed are mostly related to policy, planning and administration that are not directly relevant to the teachers.

As depicted in figure 3.2, although teachers constitute 96.93% of the total workforce of the Ministry, they availed only 44.83% of teaching related trainings and 55.17% of non-teaching trainings were availed by officials comprising of 3.07%. However, the Ministry



Source: Annual Education Statistics 2009 & MoE

expressed that teachers are given adequate in-country trainings to enhance their professional development, which most teachers do not consider as trainings.

3.2.4. Lack of adequate awareness on HRD programmes

The survey of teachers also revealed that many teachers were not aware of the HRD programmes and other administrative requirements for promotion, transfers, etc. This is more evident amongst the teachers based in remote areas where means of communications were limited.

An alarming proportion of the teachers were not even aware of the different HRD programmes in the Ministry.

The survey revealed that 70.32% of teachers were not aware of the various HRD programmes, which included professional development, trainings, promotion rules, transfer, and other issues like their entitlements. This indicated lack of proper communication to the teachers with regard to HRD programmes and other issues. The team observed that the communication from the Ministry to the Dzongkhag and the schools were found to be lacking resulting to non-accessibility to information, delay in processing for promotion, transfers, and trainings for some teachers. In the Dzongkhag, District Education Officers and the school management have even greater roles and responsibilities to ensure fair and timely dissemination of information to the teachers.

3.2.5. Change in selection criteria for HRD programmes not communicated to the teachers

The HR Committee reviews the nominations, selects the candidates, and grant approval for any HRD programme. The selection is carried out as per the selection criteria adopted by the Ministry. The HR Committee has approved the selection criteria for both long-term and short-term courses. The

23.49% of the teachers were of the opinion that the selection criteria were followed while 52.38 % expressed that the HRD did not follow the selection criteria.

criteria were drawn separately for academic courses and leadership & management courses. The HR Committee has also adopted point systems to favor those who have taught or is teaching in the remote areas according to the number of years served.

However, the survey revealed that only 23.49% of teachers perceived that the selection criteria were followed, while 52.38% perceived that the selection criteria were not followed. One major concern expressed by teachers was the frequent change of selection criteria for long-term trainings.

It is an indication that there was no proper communication to teachers on the different criteria adopted by the HR Committee. This had led to teachers perceiving that the selection criteria were changed frequently and not followed. Such prevailing perception has acted upon as de-motivating factor for teachers. The Ministry expressed that selection criteria should be dynamic in nature to select the best candidate as the education sector has the challenge of providing equal and fair opportunities to a huge population of teachers. However, adequate before-hand information on the change in those criteria was not given, thus the process followed was not transparent.

3.2.6 Non-fulfillment of time gap for short-term trainings

Clause 5, Chapter 9 of the BCSR 2006 states that *“A civil servant shall not be eligible for training when the time gap from the last dates of ex-country short-term training is less than six months”*. However, some of the officials of the Ministry had availed trainings without observing time gap requirement of six months. The cases are exhibited in [Annexure I](#).

It indicated that there is no proper system of monitoring by the HRD Division resulting to non-compliance to the provisions of the rules in force. Such occurrences have also resulted to training opportunities not fairly availed by the officials in the Ministry.

3.2.7 Ex-country trainings without the approval of the HR Committee

As per Clause 8.1.2 of the BCSR 2006, nominations for trainings should be processed through the HR Committee of the Agency as it being the highest authority to approve any training. However, there were instances where individuals have availed short-term formal trainings without approval from the HR Committee. Such cases noted for the years 2007-2009 are as detailed in [Annexure II](#). Such non-compliance to rules in force indicated lapses in the functioning of the HR Committee. The HR Committee is constituted to oversee compliance to rules in place regarding human resources management and development. However, it has failed to function in accordance with its terms of reference, and defeated the intended objective of its constitution. Some of the constraints that the Ministry explained to the RAA for not being able to channelize the trainings through HRC were:

- ★ Some trainings were ad hoc,
- ★ Trainings with short notice that did not have financial impact to the government, and
- ★ Some trainings were informed of the approval to HR Division at the end stage and only for the purpose of issuing sanction order.

3.2.8 Poor documentation for trainings

The Ministry has maintained some of the training related documents with the personal files of the individuals,

HRD related documents were not properly filed and maintained.

while some of them were maintained in separate training files. Thus there was no uniformity in the maintenance of training records thereby effective monitoring and decision making by the responsible agency.

It was also observed that the training related information of the RCSC does not correspond to information maintained at the Ministry. The conflicting information in the database of the RCSC and the Ministry indicated poor coordination between the two agencies. The variation in information between the two agencies arose mainly due to non compliance to the requirement of submission of quarterly training report by the Ministry and not up-dating information properly and timely in the system by the RCSC as well as the Ministry.

The Ministry has also not submitted some required documents while processing for trainings. The documents required to process for trainings were not complete especially after the decentralization of short-term trainings to the Ministry.

3.2.9 In-adequate monitoring and evaluation system in place to study the impact of trainings

Clause 2.6, Chapter 9 of the BCSR states that “A *Monitoring and Evaluation System shall assess training impact and make necessary interventions*”. The Human Resource Officers’ Manual also defines the roles and responsibilities of Ministries/Agencies with regard to Monitoring and Evaluation.

The Ministry does not have adequate monitoring and evaluation mechanisms in place to study the impact of trainings.

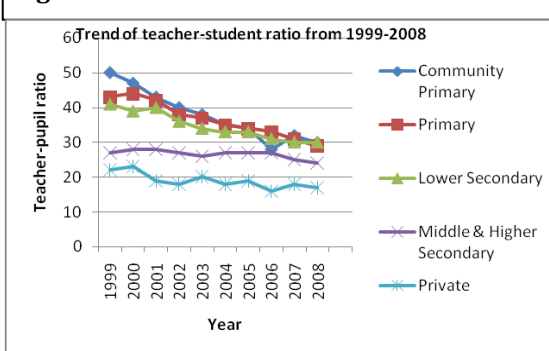
Though the Ministry monitors the progress of trainings through submission of training reports to the RCSC, the monitoring and evaluation system for post training helps in knowledge sharing and to study the impacts of such training. However, the Ministry does not

have adequate monitoring and evaluation mechanism in place to study the impact of such trainings to facilitate timely intervention and enhance effectiveness of the training. The training impact assessment form in Annexure 6.2 and 6.3 of the Human Resource Officers' Manual have not been practiced. Therefore, there was no systematic review, monitoring and evaluation mechanism in the Ministry to assess the impact of the training programme.

3.3.1 Teacher shortages in remote schools

The strength of teachers deployed in schools was based on teacher-student ratio of 1:32. The average of teacher-student ratio exhibited in figure 3.3 shows that it has improved tremendously over the years, indicating more comfortable situation for every level of school. While the average teacher-student

Figure 3.3: Trend of teacher-student ratio



General Statistics, 2008 & Annual Education Statistics 2009, MoE

ratio indicated comfortable situation, the ratio does not capture the shortages of teachers in specific schools and in specific subjects.

On reviewing the actual scenario in the field, it revealed that there were shortages of teachers in many schools. There were more shortages

of teachers in remote and very remote schools as exhibited in

Table 3.4 Schools with Teacher student ratio more than 1:32					
School location	Urban	Semi-urban	Semi-remote	Remote	Very remote
Total Schools	105	95	139	137	101
Schools with T:P ratio of above 1:32	4	14	22	29	24
Percentage	3.81	14.74	15.83	21.17	23.76

Source: Annual Education statistics 2009

Table 3.4, representing 21.17% and 23.76% respectively of total schools in each location. *The details of schools at each location are exhibited in [Annexure III](#).*

The shortage of teachers is mainly attributable to problem of deployment. The RAA observed that Dzongkhag Education Officers being the representatives of the Ministry played a vital role in deploying and addressing the shortages of teachers in their respective jurisdiction. However, there was no proper system in placing the teachers to the schools, thereby leading to unequal distribution of teachers. The shortages of teachers in remote areas are also as a result of teacher movement from one school to another and from rural to urban transfers attributed to pressing humanitarian reason such as marriage or illness, etc. Shortages of teachers in certain subjects further aggravated the deployment and distribution problems.

The Ministry has been facing this challenge because of the reason that most of the schools are skewed in the eastern part of the country which comprise remote to very remote schools. On the other hand, most of the teachers preferred transfers to the western part and more towards the urban settings. Another problem faced by the Ministry was deploying of women teachers to the remote areas which represented half of the teacher's population. Therefore, the Ministry faces great challenge to strike a balance.

3.3.2 Shortages of teachers in specific subjects

The RAA conducted the study to ascertain the shortages of teachers in specific subjects in nine Middle Secondary Schools. As exhibited in Table 3.5, it shows that the teacher-student ratio for five subjects was very high, indicating shortages of teachers in those subjects. In our analysis, one Dzongkha teacher teaches around 148 students. Likewise, one teacher

Table 3.5: Subject-wise Teacher-Student ratio			
Subject	Student	Teachers	T:S Ratio
Dzongkha	7,547	51	1:148
Economics	3,112	11	1:283
Physics	2,319	21	1:110
Chemistry	2,319	23	1:100
Biology	2,319	24	1:97

Source: Annual Education Statistics 2009

teaching Economic teaches around 282 students. Shortages were also apparent in other three subjects like Physics, Chemistry and Biology. In 2009, Babesa Middle Secondary School had only one teacher teaching Chemistry to 307 students. With such proportion, the transfer of knowledge to students may be ineffective.

It was also observed that there were cases where around 25 teachers specialized in teaching subjects like Geography, History, Physics, Biology and Chemistry were posted in primary and community primary schools, rendering ineffective utilization of their expertise. Therefore, the deployment of teachers should also take into account such discrepancies to mitigate such mismatch in deployment.

3.3.3 Lack of co-ordination with other agencies on transfers of teachers

Transfer of teachers during the academic year causes many problems. There were instances where the students were left without subject teachers for a considerable time, and the Ministry was not responsive

to such problems. Much of these problems were caused when other ministries conduct transfers of their employees in the mid of academic session. Spouses of those employees who are teachers also had to be transferred accordingly, resulting into shortages of teachers in those schools. Therefore, the Ministry of Education needs to be more responsive and coordinate with other ministries and agencies to discourage such transfers of their employees in the midst of academic session.

3.3.4 Transfer of teachers without serving minimum of three years in same location

On review of 318 transfer cases for 2011, showed that 55 teachers were transferred without serving minimum of three years in the same location. While 43 out of

55 cases were transferred on marital ground, no appropriate reasons were provided for transfer of 12 teachers. Of these 12

Table 3.6: Teachers serving in same school for more than 10 years			
Location	No. of Years		
	10 – 15	15 – 20	20 & above
Rural/ Semi-rural	4	0	0
Urban/ Semi-urban	40	19	5
TOTAL	44	19	5

cases, two of them were also transferred to Thimphu Thromdey on health grounds, which were in contravention to the Transfer and Deployment Guideline of the Ministry which stipulate that *“Transfer to Thimphu, Paro and Phuentsholing will not be entertained if one has not completed a minimum of 3 years of service”*. Source-RAA analysis-2

On the other hand, the survey conducted on 630 teachers showed that there were 64 teachers serving in one particular school for 10 years and more as detailed in Table 3.6. While the Ministry has already initiated transfer of teachers who had prolonged stay in urban area, it

may also need to initiate transfer of teachers who had prolonged stay in rural areas, acknowledging their rural posting service.

3.4 TRANSFER/ ATTRITION

3.4.1 Increasing trend in teacher turnover

The perception survey of teachers indicated that teachers in Bhutan have generally low morale. The perception is corroborated through increased turnover of teachers in 2009 by 166 teachers (which includes 80 contract teachers) from 50 in 2008 (includes 7 contract teachers). The increasing trend of teachers' turnover as exhibited in Figure 3.4 further aggravated the shortages of teachers. Teachers' turnover poses serious risks when they leave the profession in the midst of academic session.

On an attempt to study the probable causes for an increasing trend in teachers' turnover, it revealed various associated causes to the problems such

as, heavy workload, less training opportunities, no proper recognition of their services, unattractive pay packages and allowances, and many others.

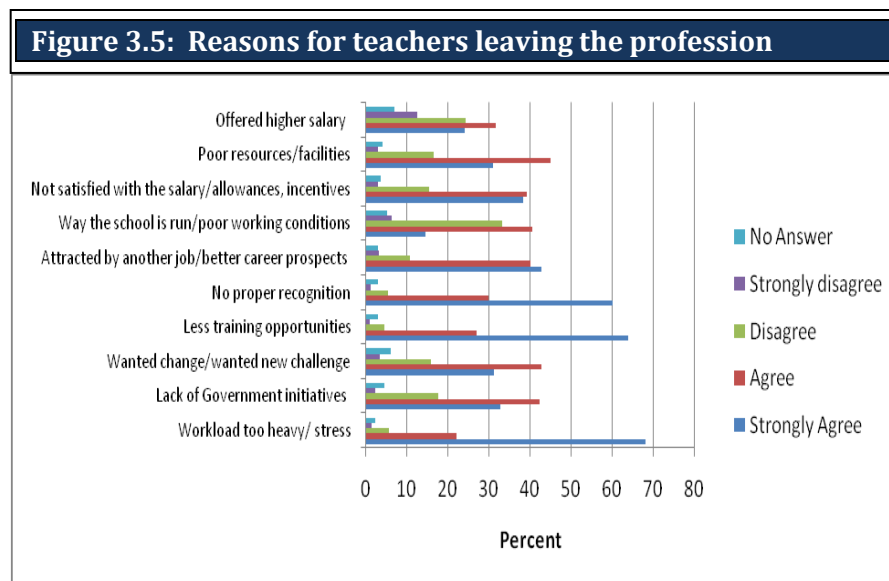
The research conducted by Ingersoll (2003) pointed out that low level of turnover of employees is normal in a well-managed organization. He explained that effective organizations both promote and benefit from limited degree of turnover by eliminating low performers and bringing "new blood" to facilitate innovation. However, he also stated that researches in these fields have long held that high levels of employee



Source–MoE

turnover are both the cause and effect of performance problems in the organizations.

The RAA conducted the survey of teachers to look into the specific problems leading to increase in teacher turnover. The results of survey are presented in the Figure 3.5.



Source-RAA analysis 3

The survey revealed various probable causes to the problems, which are discussed in the following paragraph:

3.4.1.1 Heavy workload and stress

The survey revealed that one of the primary reasons for teachers leaving the profession is attributed to heavy workload and stress related to their job not commensurate to the benefits accruing through salary and other perks and benefits.

67.94% feel that teachers leave the profession due to heavy workload.

67.94% strongly agreed that teachers leave the profession because of heavy workload. Teachers are expected to teach minimum of 33 periods of 40 minutes each in a week, which aggregates to 22 teaching hours in a week, without accounting the time spent on preparation of lessons and evaluations. Teachers in

boarding schools have extra responsibilities besides routine teaching hours which burden them considerably, impeding effective transfer of knowledge to students.

3.4.1.2 Less training opportunities

63.81% of teachers strongly felt that less training opportunities demotivates them. Teachers expressed their need to continuously develop and update their knowledge and skills to cope with the ever changing needs of the systems.

About 63.81% reasons getting less training opportunities as a demotivating factor.

Teachers are of the opinion that one of the major motivating factors is professional development. Professional development for teachers is viewed to be very important because it provides career incentives for teachers in attracting and retaining them. Some of the teachers also indicated the decline on quality of education attributing to lack of professional development.

3.4.1.3 No proper recognition

Some teachers felt that they were not recognized for their work but instead blamed for the deteriorating quality of education. 60% of teachers surveyed strongly believed that they were not recognized for the hard work they have put in. Some responded that they were not respected and valued in the society despite working under poor working conditions.

More than half of the surveyed population attributes lack of recognition behind the downfall of education quality.

3.4.1.4 Not satisfied with the salary/allowance and incentives

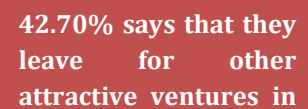
38.25% strongly agreed that they were not satisfied with the salary/allowance and

38.25% agrees that the present salary and incentives are not satisfactory.

incentives provided to them. The Ministry of Education had introduced teaching allowances to attract and retain teachers. However, it seems teachers are not motivated by the existing incentive packages. It poses a serious concern which the Ministry needs to address with more holistic approach to attract and retain good teachers in the system.

3.4.1.5 Attracted by another job/better career prospects

42.70% strongly agreed that the teachers leave the profession attributing to attractive career prospects in other fields and disciplines.



42.70% says that they leave for other attractive ventures in

3.4.1.6 Wanted change/wanted new challenge

There were also teachers, representing 31.27% strongly agreeing on leaving the profession in pursuit of new changes and challenges.



31.27% states that they leave the profession looking for new challenges.

3.4.1.7 Other reasons

Other reasons cited were poor resources/facilities, poor working conditions in schools and poor response from the Ministry to teachers' problems. Some teachers expressed that they were demotivated by some retention policies, which they perceive to be too strict/harsh, such as on requirement of No Objection Certificate to apply for vacant posts. They felt that it limits the chance for them to compete for their career development.

While the survey conducted by the RAA may not be a foolproof study, the Ministry should take the insights of the study as an input for future studies and decision-making.

Based on the audit findings, responses and feed backs received, further discussions and analysis, the following recommendations are made to address the identified deficiencies and weaknesses in the HRM of the Ministry of Education.

4.1 Human Resource projections should be prepared more realistically

Proper and realistic HR planning is critical to achieve the organizational goals and vision of the Ministry. HR planning is essential to determine the major human resource needs and to propose appropriate strategies and action plans. The HR planning involves the process, which allows analyzing the demand and supply of human resources and devising appropriate strategies to mitigate the gaps. Unless the HRM systems, processes, procedures, and practices are aligned with the vision of the organization, their ability to meet the challenges would be weak and ineffective. In this context, it is extremely important for the Ministry to develop a plan that is more realistic and achievable. The right size of workforce is inevitable to avoid surplus or underutilization of staff and shortages. Effective policies of human resource management cannot be framed if such projections are not realistic.

Synchronization of projections of workforce in line with other plans and documents such as the Civil Service Master Plan will help the Ministry in framing coordinated and appropriate policies and strategies to address human resource issues effectively.

4.2 Expatriate teachers should be hired properly with required documents and their contract agreements reviewed appropriately

The Ministry should hire expatriate teachers with valid teaching certificate to ensure recruitment of teachers with requisite skills and experience. Mandatory requirement of such vital document would also lead to ensure quality of education. The Ministry may also explore possibilities of collaborating with Teacher Training Institutes in India so that it assists in recruiting the expatriate teachers with requisite teaching skills. The contract agreements of expatriate teachers should also insert restraining clauses to discourage them from leaving the job abruptly. Such clauses may insist on mandatory requirement by either party wishing to rescind the contract to serve minimum notice period of three months, and also a clause insisting on withholding certain percentage of monthly salary as security deposits to indemnify breach of contract.

4.3 Human resource management and development budget should be adequately mobilized and implemented

The Ministry should utilize the allocated budget fully and implement it to ensure adequate opportunities for professional development of teachers. Such opportunities of professional development for teachers will culminate into achievement of Ministry's goals and cater to the growing needs of the students. Opportunities for career developments are the key to building and maintaining quality teacher workforce. Professional

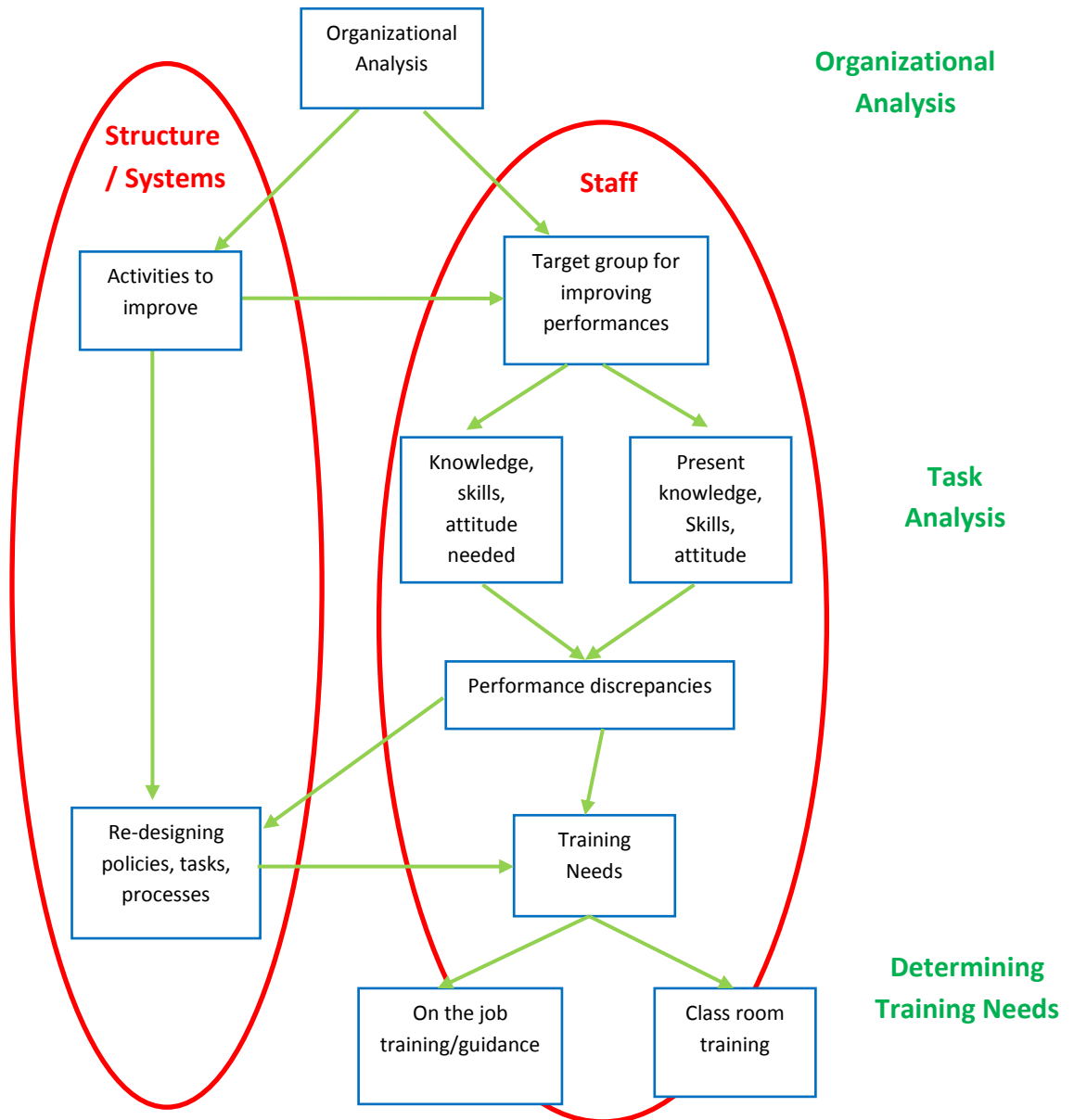
It is basic: students learn what they are taught; so, students will learn more if they are taught well. Thus, how well teachers are prepared to be effective on the classroom determines student achievements.

development provides a tool for both improving the quality of teachers who are in the services and retaining them in the system. The survey of teachers also indicated a strong need for professional training for teachers as a motivational tool.

4.4 Training Needs should be properly assessed

While training and development is considered important to boost the morale of employees, a proper training need analysis should be conducted to identify the right kind of trainings to bridge the identified skill deficits or reported gaps in the performance of the individuals. The diagram below shows the framework for systematically analyzing training needs. It explains the process of determining the training needs which involves organizational analysis of structures/systems and the staffs. Task analysis involves analyzing the gap between the existing and the required knowledge, skills and attitude of the staffs. The performance or the skill gap would determine the training needs.

Training Need Assessment (TNA)



Source: MDF Training and Consultancy, Netherlands (www.mdf.nl)

The Ministry should, therefore, adopt the above or other training need assessment tool as other available tool may be considered appropriate in our context.

4.5 More teaching and deliver/instructional trainings for teachers should be explored

The Ministry should explore more teaching and delivery/instructional trainings for teachers through a proper and timely training need analysis to ensure that the teachers are equipped with latest update and knowledge in their professional fields. With majority of civil servants as teachers, the Ministry cannot afford to lag behind other professions in enhancing and upgrading the knowledge and skills of the teachers.

4.6 Create awareness on the HRD programmes and the selection criteria through effective communication

Although the Ministry communicates its information with regard to HRD and HRM issues to the teachers, there is still a need for adopting faster and effective means of communications to reach the teachers based in remote areas. The effective communication can be means to solve the organizational problems and the grievances and dispel wrong notions of its employees. Therefore, the Ministry should improve dissemination of information between the Headquarter, Dzongkhags and the schools with regard to any opportunity for training and for career up-gradation and development.

4.7 Ministry should comply with the requirement of time gap of six months between trainings

There were cases where officials of the Ministry had availed further trainings before completing the time gap of six months prescribed in the rules. The Ministry should comply with the requirements of rules and provide opportunities to others particularly to those who are deprived of such trainings.

4.8. Adequate monitoring and evaluation systems should be in place to study the impacts of trainings

The Ministry should introduce adequate monitoring and evaluation systems to study the progress and impacts of trainings availed by the individuals. Instituting system of effective monitoring and evaluation in place will help in optimizing the benefits accrued from training through appropriate interventions.

4.9 The Ministry should study the actual shortages of teachers in schools and take appropriate actions

The Ministry should study the actual shortages of teachers in schools. Besides teacher-student ratio, the Ministry should also consider the shortages in light of various other factors like class-size, subject-wise shortage of teachers, etc. Such study will provide the Ministry with adequate information on the actual shortage of teachers in the schools, which could then be addressed through:

- ★ Re-distribution of teachers to schools as per the requirements established from the study by the Dzongkhags.
- ★ District Education Officers playing a vital role in deploying, constantly monitoring the teacher's position, and transferring them to schools where they are major shortages.
- ★ Proposing for training of teachers in the training institutes for those subjects where shortages are critical.
- ★ Implementing the policy of encouraging teachers to work in remote schools for a minimum period of 3 years at the beginning of their career more stringently.

4.10 Incentive schemes for teachers need to be explored

The Ministry should explore attractive incentive packages to attract and retain qualified and dedicated teachers in the system.

4.10.1 Teachers allowance needs to be reviewed

The Ministry should review the impact of teachers allowance schemes that was introduced in January 2009. Such reviews would benefit the Ministry in framing appropriate policies to attract and retain teachers in the system. The Ministry may seriously need to look into the incentive packages system taking insights of the results of the perception survey of teachers.

4.10.2 Attractive remote incentive packages for teachers should be explored

The teaching allowance as one form of incentives to teachers being same across the Dzongkhags has not been too effective to attract and retain them. The Ministry should ascertain the impact of such allowance. A study done by Work Bank, “Teachers for Rural Schools: Experiences in Lesotho, Malawi, Mozambique, Tanzania, and Uganda” suggests that incentives should be substantial to outweigh the social and economic cost of living in an isolated area and require a fair system of classifying schools.

The Ministry should review and rationalize the existing incentive packages including exploring remote incentives packages for teachers.

4.11 Teacher Induction Programme should be introduced

The Ministry should introduce teacher induction and mentoring program which would also serve as an incentive to motivate teachers. Mentoring is considered an important component of Induction Programme as it helps to retain qualified teachers in the system.

A study conducted by Smith & Ingersoll (2003) – “Is there really a teacher shortage?” revealed that the predicted probability of turnover in the first year of newly hired teachers who did not attend any mentoring and induction programs was 40%. While the probability of turnover in the beginning for teachers who availed some induction programme (had a helpful mentor from their same field, had common planning time with other teachers in their subject area and had regular schedules collaboration with other teachers on issues of instruction) was 28%. Further, those newly recruited teachers who received full induction, the possibility of turnover at the end of first year was less than half (<20%) compared to those who received no induction. Therefore, Ingersoll (2003) suggested that teacher induction and mentoring program is critical to retain teachers in the system.

Harry K. Wong (2004) wrote that Induction is a comprehensive, coherent, and sustained professional development process that is organized by a school district to train, support, and retain new teachers and seamlessly progresses them into a lifelong learning program.

4.12 Co-ordination with other agencies needs to be strengthened

The Ministry should strengthen its co-ordination with other agencies and come out with a transfer policy whereby the spouses of teachers are not transferred during the academic year. This will help the

Ministry in avoiding transfer of teachers in the midst of academic year and help to thwart problems arising out of such transfers.

4.13 The Ministry should build a comprehensive and reliable information system

The Ministry should build a comprehensive and reliable information system on recruitment, training, promotion, transfers, staff turnover, etc. to aid good decision-making. Such comprehensive information system will provide inputs for easy monitoring and evaluation, proper planning and assist in devising appropriate strategies. The information system should contain such fundamental data as number of teachers and students in each school, each class-size, subject-wise teachers, number of years served in the particular school by teachers, proportion of male to female teachers, proportion of regular to contract teachers, profile and qualification of teachers, trainings availed by teachers, opportunities provided to teachers through workshops, complete database on promotion, transfer, etc. Such information should be easily and readily available from the system to assist real time decision-making. Sometimes it stands imperative for the Ministry to address some problems that are very critical and immediate to attend as it tends to affect the larger number of students. Therefore, the Ministry has to be responsive to such emergent problems, which can be immediately and effectively mitigated only when it has valid and complete information. Such real time decision-making can be made easy only when the Ministry has robust and reliable information system in place.
