

# BHUTAN COUNCIL FOR SCHOOL EXAMINATIONS AND ASSESSMENT (BCSEA)

Strategic Framework, Human Resource  
Management, Service Conditions, Infrastructure  
Development, Financing Mechanism  
&  
Memorandum of Understanding

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## Executive Summary

The establishment of Bhutan Council for School Examinations and Assessment (BCSEA) as an autonomous body was approved by the Lhengye Zhungtshog (Cabinet) vide the Executive Order issued in May 2011 replacing the existing Bhutan Board of Examinations (BBE). This Strategic Framework (SF), therefore, intends to provide BCSEA with a set of clear criteria for transitional procedures to autonomy and shall serve as the fundamental basis for its functioning.

Public examinations have always been a part of Bhutan's modern education system and the national level testing of pupils through centrally set examinations began in 1972. Subsequently, in 1975, an Examination Cell (EC) was established within the Directorate of Education. Then in 1986, the EC was renamed as BBE. Since its establishment, the BBE has carried out educational assessments, monitored the quality of learning and academic performance in schools, supported schools in test development and evaluation, and advised the Ministry of Education (MoE) on curricular and pedagogical issues.

Despite many positive contributions to the development of education in Bhutan for a long time, BBE had been functioning with limited resources as an organization directly under the MoE, and lacked operational flexibility and professional independence. Considering the new mandates for national assessment and ever-expanding scope of public examinations, the need for an independent education quality assurance agency was felt in Bhutan.

Already delinked from the MoE, the newly established BCSEA requires a comprehensive policy direction as well as a legal basis for financing and resource allocation for its long-term sustainability. Therefore, using the balanced scorecard method, the SF has been developed to help the BCSEA management measure organizational objectives against key performance indicators and success against both short- and long-term goals. Further, the goals and targets of each of the divisions and sections are closely aligned to the organization's 11<sup>th</sup> FYP goals and targets. A SWOT Matrix was used to evaluate BCSEA's Strengths, Weaknesses, Opportunities and Threats.

The SF spells out the operational governance by identifying the roles and responsibilities of the Board of Directors, Secretariat, divisions and sections. The second part of the document broadly outlines three major areas: Human Resource Management and Service Conditions, Infrastructure Development Plan, and Financing & Funding Modality. It also features three models for Memorandum of Understanding (MoU) for industrial and institutional linkages.

If BCSEA is to meaningfully support the on-going shift in educational policy focus and assist the education ministry in bringing about improvements in schooling so that students not only fulfil their potential within the school system but are also better prepared for the world of work, it must professionalize the assessment system and move beyond the measurement of the minimal tasks of rote and recall. The integrity of curricular programs, selection of learning materials, the way they are delivered and indeed the quality of output must be gauged through modern scientific assessment methods. That's why the

establishment of a highly professional and autonomous national evaluation and assessment agency will go a long way in undertaking right and timely educational reforms.

# **PART I**

## **STRATEGIC FRAMEWORK**

### **1. PURPOSE OF THE STRATEGIC FRAMEWORK**

A Strategic Framework (SF) is an organizing structure that provides a comprehensive view of transitional procedures and organizational functioning. This SF provides a strategic direction to BCSEA in its day-to-day functioning. It includes specific goals and targets for



all the divisions and sections, a sequence of activities that will help to achieve the goals, and indicators to measure the achievement of those goals.

The SF, both in short- and long-term, will address the following:

- a) Provide BCSEA with criteria for a comprehensive view of focused, coherent and transitional procedures to autonomy and serve as the fundamental basis for functioning of the agency after the autonomy.
- b) Provide direction to BCSEA in becoming a professionally competent institution for school examinations and assessment.
- c) Suggest strategies to enhance the capacity of BCSEA to function as an autonomous entity and secure financial and other support from national and international funding agencies and development partners.
- d) Provide guidelines to BCSEA's HR policy, resource allocation, financing mechanism and infrastructure development plans.

## 2. BACKGROUND

Within the realm of education, large-scale standards-based assessments provide useful data for monitoring overall performance of individual schools and students. The data generated through these assessments help make decisions on educational policy directions, curriculum needs, as well as adaptation of general instructional strategies. The assessments, in the form of high-stake public examinations, also help schools focus on student achievement and uphold national educational standards.

In 1990, the World Declaration on Education For All in Jomtien, Thailand, not only gave fresh impetus to issues relating to assessment, it necessitated the introduction of a new form of assessment – system assessment or national assessment – to determine if children were acquiring the useful knowledge, reasoning ability, skills and values that schools promised to deliver (OECD Report, 2004).

Further, in 2000, the Dakar Framework called for “improving all aspects of the quality of education, and ensuring their excellence so that *recognized and measurable learning outcomes* are achieved by all, especially in literacy, numeracy and essential life skills.” The Framework also suggested various approaches countries may adopt to attain the outlined goals.

In the last 30 years, countries around the world have embraced educational assessment seriously. Governments have realized and accepted that assessment policy and practices are critical to any successful educational improvement strategy, and that assessment data are essential to teaching and learning and are needed to monitor, evaluate and improve the education system.

Public examinations have played a major role throughout the history of modern education in Bhutan. The central importance of public examinations in Bhutan has been to maintain national standards. Written examinations have been part of country's education system

since the introduction of modern education in the 1960s. The first nationwide high-stake examinations began with the conduct of 'All Bhutan Class V Common Examination' in 1972 followed by the 'All Bhutan Class VIII Common Examination' in 1975. And since an independent examining body did not exist at the time, the Department of Education conducted these public examinations.

### **2.1. Bhutan Board of Examinations (BBE)**

In Bhutan, the national level testing of pupils has been the singular instrument used in the systematic measuring and monitoring of the performance of individual pupils, schools and the national education system. Pupil assessment forms an integral part of teaching and learning and thus, ultimately, an instrumental factor in improving the quality of education.

Historically, the primary aim of national testing was to create a standardized method of assessment with a significant impact on students' progress. It included national tests for the award of certificates at the end of the school such as in the case of Class X Bhutan Certificate of Secondary Education Examinations introduced in 2001, and also for the purpose of promotion or streaming at the end of an academic year.

With the institution of public examinations in 1972 and 1975, the need for a proper body to coordinate and conduct them was strongly felt. Subsequently, in 1975, an Examination Cell (EC) was established within the Directorate of Education headed by a Controller of Examinations. In 1986, the EC was renamed as Bhutan Board of Examinations (BBE), with a Secretary as its head. In the same year, the Primary School Certificate Examination (PSCE) for Class VI replaced the Class V All Bhutan Common Examination.

From 1972 through 1981, the question papers for 'All Bhutan Common Examination' were set and the answer scripts marked externally. In 1982 and 1983, question papers were set externally but the evaluation was done within Bhutan with the assistance of expatriate chief examiners. From 1984 onwards both the setting of question papers and evaluation of answer scripts were done within the country.

In November 1999, the conduct and evaluation of the PSCE was decentralized to schools, with the BBE providing the question papers, model answers and marking schemes. The schools sent the consolidated results and selected answer scripts to the BBE for analysis and feedback. Similarly, starting in 2009, the Lower Secondary School Certificate Examination (LSSCE) for Class VIII was fully decentralized.

### **2.2. Middle and Higher Secondary School Examinations**

In 1974, all the high schools in the country were affiliated to the Council for the Indian School Certificate Examinations (CISCE), New Delhi, which conducted the Indian Certificate of Secondary Education (ICSE - Class X) Examination and the Indian School Certificate Examination (ISC - Class XII) for schools in Bhutan.

In March 1996, the 1st joint Bhutan Board-Indian Certificate of Secondary Education Examination (BB-ICSE) was held. From 1996-2000, question papers for Dzongkha, History & Civics, Geography and Economics were set and evaluated in Bhutan and the remaining subjects such as English, Mathematics, Sciences, Computer Science and Commerce were set and evaluated by the CISCE. In 2001, the Bhutan Certificate of Secondary Education (BCSE) examination was localized and the BBE took over the conduct of the Class X examination completely. This examination was rescheduled and brought forward from March 2000 to December 1999. Similarly, the Indian School Certificate (ISC) Examination was conducted in December 2001 so that the ISC graduates could participate in the selection for job training which normally commenced in various training institutes in March of each year. In 2006, the BBE took over the complete conduct of the Class XII examination, called Bhutan Higher Secondary Education Certificate Examination (BHSEC). From 2007, the BBE started conducting BCSE (Class X) and BHSEC (Class XII) examinations for Continuing Education (CE) candidates.

### **2.3. Other Examinations**

The BBE also conducted and certified the Primary Teachers Certificate Examination (PTCE) for the teacher training colleges in Samtse and Paro from 1979 to 2003, and the Zhungkha Teachers Certificate Examination (ZTCE) for Paro College of Education from 1994 to November 2003.

The Institute of Language and Culture Studies (ILCS), Semtokha, Class X examination was conducted by the BBE from 1989 to 2001. The ILCS Class XII examination has also been conducted by the BBE since 1996. In 2009, the ILCS Classes X and XII examinations were named as Language and Cultural Studies Certificate Examination (LCSCE). From 2009, the BBE started to conduct the LCSCE (Classes X and XII) for Dzongkha Language Institute (DLI), Thimphu.

### **2.4. Other Educational Assessment**

From 2002, BBE started to coordinate the National Education Assessment (NEA) of student learning and performance using standardized tests and questionnaires. Accordingly, the first NEA on Class VI Literacy (English) and Numeracy (Mathematics) was completed in 2004. The first NEA on Class VI Dzongkha was completed in 2006. The NEA for Class X Mathematics and English was completed in 2007. The second round of the NEA for Class VI Literacy and Numeracy was conducted in 2011 and the report published and disseminated in 2012.

From 2011, under Charter 7 of the Accelerating Bhutan's Socio-economic Development (ABSD) project, the BBE developed and implemented modular Competency Based Assessment (CBA) instruments for Classes V, VII and IX in English, Dzongkha and Mathematics. These instruments can be used for both formative and summative purposes. The development of CBA for Science Class V and History / Civics Classes VII and IX started in 2012 for implementation in 2013.

The BBE also developed and administered the end-of-year CBA instruments for Classes III, VI and X in English, Dzongkha and Mathematics in 2011. The CBA instruments for Class III Environmental Studies (EVS) were developed and administered in 2012.

## **2.5. Constitution of BBE Board**

The BBE Board was constituted in 1993 with members represented by the heads of departments and divisions within the Ministry of Education such as the CAPSD, EMSSD, PPD, HRD, selected DEOs and some representation from schools. The first BBE Board meeting was held on April 10, 1994. Since then the head of the Ministry of Education has been the Chairperson of the BBE Board. The 21<sup>st</sup>, also the last, BBE Board meeting was held on August 10, 2011 after having been granted the autonomous status as the Bhutan Council for School Examinations and Assessment (BCSEA) in July 2011.

The following were the functions of the BBE Board:

- a) To approve policy guidelines on public examinations and certifications.
- b) To discuss, direct and endorse all functions related to public examinations and certifications.
- c) To appoint committee(s) to review public examinations, evaluation and measurement practices from time to time.
- d) To meet at least once a year and any other time in the event of emergencies.

## **2.6. Recognition of BBE Certificates**

The BBE became an Associate Member of the Council of Boards of School Education (COBSE) in India in the 1990s. The COBSE is an apex body representing more than 40 examination boards spread across all the states and union territories of India. The BCSE (Class X) and BHSEC (Class XII) examinations conducted by the BBE are recognized by the following bodies in India and Bhutan:

- a) The Association of Indian Universities (AIU), New Delhi
- b) The Council of the Boards of School Education in India (COBSE), New Delhi
- c) The Central Board of Secondary Education (CBSE), New Delhi
- d) The Council for the Indian School Certificate Examination (CISCE), New Delhi
- e) The Royal University of Bhutan (RUB), Thimphu

## **2.7. BBE Motto and Functions**

*Motto:*

- a) Conduct fair assessment so that students get maximum opportunities to perform their best at the national level examinations and provide them with evaluation results that give a true picture of their performance.
- b) Support schools in the use of standardized testing system that guarantees the monitoring and evaluation of the standard of education among pupils.

**Functions:**

- a) Conduct examinations.
- b) Register candidates for BHSEC, BCSE, Continuing Education (CE) and ILCS Class XII examinations.
- c) Verify registration, develop tests, conduct examinations, evaluate examinations and declare the results.
- d) Certify the national level examinations – BCSE (Class X) from 2001, Rigzhung Examinations (ILCS, Class XII) from 1996, BHSEC (Class XII) from 2006 and CE for Classes X and XII from 2007.
- e) Carry out recheck of the results, analyse results and provide feedback to the Ministry of Education and the schools.
- f) Issue Migration Certificates and English Proficiency Certificates to candidates seeking admissions abroad.
- g) Conduct National Education Assessment and provide timely feedback to stakeholders.
- h) Maintain professional link with CISCE, New Delhi, and other international examination bodies.
- i) Monitor the quality of learning and academic performance at the school level.
- j) Support schools in the development of test specifications and evaluation procedures.
- k) Assist DCRD (erstwhile CAPSD) in developing curriculum materials for national level examinations and suggest standard modes of assessment.

## **2.8. Challenges for BBE**

Ever since its inception in 1986, the BBE has been facing challenges in its day-to-day operations. They include:

- a) **Limited financial resources:** BBE had to often conduct nationwide high-stakes examinations on a shoestring budget.
- b) **Lack of operational flexibility:** As a part of the education ministry, bureaucratic hurdles affected its efficiency and effectiveness.
- c) **Lack of professional independence:** Being a part of the ministry often curtailed its ability to be innovative and creative in carrying out its mandates in more meaningful ways.
- d) **Lack of human resource:** It had to grapple with inadequate capacity in relevant specialist fields.

### **3. TRANSFORMATION OF BBE TO BCSEA**

Although BBE lived up to its aspirations, the world of educational assessment is rapidly changing across the globe, especially in the developed countries, where the national assessment bodies are taking up additional mandates to assist in the reform of the education systems. In fact, many countries are conducting national assessments with the purpose of obtaining information to improve the quality of education. Concurrently, the range and scope of public examinations are expanding. Therefore, if Bhutan is to keep pace with the educational developments across the world, then requirement of an independent national assessment body is felt necessary.

Moreover, the ease and facility with which BBE took over the conduct of the Classes X and XII terminal examinations from the Indian Council for School Examinations and the commendable professionalism and integrity it displayed thereafter in handling these high-stakes examinations signalled the readiness of the BBE to assume autonomy and independence (*Minutes of the first BCSEA Board Meeting, August 2011*).

Against this backdrop and during an organizational restructuring exercise in 2007, the Ministry of Education came up with the idea of an autonomous BBE. Further, in 2010, the project Accelerating Bhutan's Socio-economic Development (ABSD) proposed that an independent education quality assurance agency be established.

Thus, on May 26, 2011, the Lhengye Zhungtshog (Cabinet) issued an Executive Order endorsing the establishment of Bhutan Council for School Examinations and Assessment (BCSEA) from July 1, 2011 as an autonomous body replacing the existing BBE. The Executive Order also approved the constitution of a six-member board with the Minister of Education as its Chairperson.

The Lhengye Zhungtshog envisaged BCSEA as an internationally recognized educational assessment and monitoring agency providing quality services to build the integrity and profile of the education system as a whole.

As BCSEA is mandated to drive quality and standard of student learning, it will play a pivotal role in promoting quality and standard in curricula, teaching and learning through advocacy, policy advice and support, specialist knowledge and skills, and services. It will be the watchdog of the education system in the country.

Today, BCSEA is a semi-autonomous entity since it continues to receive human resource and financial support from the government but it is fully de-linked from the Ministry of Education in terms of governance and operation.

### **4. RATIONALE FOR AUTONOMY**

The evolution of the Bhutanese examination and assessment system from a rudimentary, teacher-determined, blackboard-guided, stencil-supported, content dominated, school-

based practice to a developmentally progressive, standards-based, and technology-aided, Bloom's Taxonomy-inspired scientific assessment of student learning has been a great story of learning maturation and confidence (*Minutes of the first BCSEA Board Meeting, August 2011*).

Nevertheless, educational assessment is a relatively new area of specialization in Bhutan. Challenges to examinations and assessment policies and practices emerging as a result of various paradigm shifts within the education system will demand substantial capacity enhancement of BCSEA. For example, a professionally competent examinations and assessment agency will need to play a catalytic role in training teachers, parents, education officers, curriculum developers, educational leaders and other stakeholders in the vital areas of assessment, test development, etc. These specialist tasks will require an independent institution with a core group of knowledgeable, skilled and competent professionals with experience in curriculum, pedagogy, assessment and educational research.

Further, the outcomes of BCSEA's activities must support the on-going shift in policy focus from educational inputs to learning outcomes (OECD Report, 2004) and assist the education ministry in bringing about improvements in schooling so that students not only realize their potential within the school system but are also better prepared for the world of work. Increasingly, BCSEA's activities must provide evidence to direct national policy for schools' curriculum and instructional efforts, and for students' learning.

Experiences in many developing countries in Asia and Latin America (Ferrer, 2006; Looney, 2011) show that the most stable institutional arrangements are those that are established outside the organizational structure of the education ministries. Those systems have greater administrative and technical autonomy than other line agencies. They typically conduct assessments and report results with greater flexibility and consistency than systems that are dependent on the ministries. International experience also shows that high quality institutions in research and education, including the vital areas of examinations and assessment, require a high degree of autonomy. Experiences also suggest that if an examinations and assessment agency is to be genuinely committed to upholding and advancing a country's educational standards and quality in achieving world-class status, it must have a degree of independence that allows it to plan and implement its HR policy, finance, infrastructure, programmes and services along a vision of excellence. It would, for instance, need the flexibility to raise funds and generate revenues. This will enable the agency to generate revenues through professional services (e.g. consultancy services, development of high quality assessment tools, conducting workshops or specialized trainings, research and publications, etc.) and also to have subsidiaries that could become profit-generating entities over time.

International best practices show that autonomous examinations and assessment agencies play a vital role in establishing and promoting a country's international status as an educational hub (for example, Education Assessment, Australia; Council for Indian School Certificate Examinations, India; Singapore Examinations and Assessment Board, Singapore; University of Cambridge Local Examinations Syndicate, UK and Baccalaureate).

Assessment must be seen as a fair and objective way to set and maintain standards, to spearhead reform at the levels of both policy and practice, and to establish a basis for meaningful accountability. It is agreed that major improvements in assessment systems must be part of a broader educational reform agenda that will be driven by—and constrained by—political, economic and social considerations.

Therefore, if Bhutan is committed towards ensuring that recognized and measurable learning outcomes are achieved, some form of assessment will be required to determine if this happens. Thus, there is a need for an independent assessment agency with technical means and capacity to measure student achievement, evaluate systemic progress and translate assessment data into policy and instructional procedures that will improve the overall quality of education.

However, in its present set-up, BCSEA's potential to become a professionally sound institution for examinations and assessment is limited by a number of factors. These include lack of independence in terms of mobility of resources (financial and human resource), governance and management, infrastructure development, and diversification of programmes and services and the ability to generate revenues.

Therefore, as an autonomous agency, BCSEA would help consolidate a rigorous assessment culture that would eventually result in a greater impact on policymaking in the country's education system. The autonomy would allow for new structural and institutional changes within BCSEA and also give greater latitude in making technical and administrative decisions.

Among others, an autonomous BCSEA would:

- a) Monitor and report on the health of the education system.
- b) Uphold the highest standards and quality of educational assessment and be accountable to its clientele within and outside the country.
- c) Be in a position to propose unbiased quality assurance measures and monitor quality of education in the country.
- d) Ensure wider stakeholder involvement in policy and practice in relation to learning, assessment, testing and research.
- e) Play a bigger role in promoting quality and standard in curricula, teaching and learning through advocacy, policy advice and support, specialist knowledge and skills and services.
- f) Evolve into a professional organization that is able to contribute to knowledge, improve pedagogical practice, and inform and support educational policy.
- g) Promote organizational efficiency, professional accountability and transparency, and responsibility towards its customers in relation to the standard and quality of service it provides.



## **5. VISION, MISSION, MANDATES, VALUES & PRINCIPLES**

As the driver of quality and standard of student learning in the country, fulfilling BCSEA's mandates hinges on three critical factors:

- a) Clearly defined goals that are in line with national education policies.
- b) Sufficient resources to realize the goals.
- c) Periodic evidence of achieving the goals.

### **5.1. Vision**

An internationally recognized centre of excellence in educational assessment that provides quality services to build the integrity and profile of the education system leading to an improvement in the quality of learning in Bhutan.

### **5.2. Mission**

BCSEA shall guide the Bhutanese education system in its progressive shift in policy focus and support the education ministry in bringing about improvements in schooling so that students not only fulfil their potentials and meet the international learning standards, but are also better prepared for the world of work.

BCSEA shall not only professionalize the assessment system and move beyond the rudiments of measuring the minimal tasks of rote and recall but also gauge the integrity of curricular programs, selection of learning materials, the way they are delivered, and the quality of output through modern scientific assessment methods.

BCSEA as a highly professional and autonomous national evaluation and assessment agency shall carry out periodic centrally-organized national examinations, assessments, monitoring and research activities to set new standards in schooling system that will lead to positive educational reforms.

### **5.3. Mandates**

- a. Creating research capability and assessment practices of international quality;
- b. Improving the standard of public examinations and assessment practices in schools;
- c. Monitoring through feedback and input regarding levels of student's learning;
- d. Providing professional development to principals, teachers and other personnel in the field of examinations and assessment;
- e. Conducting research into policies and programmes to improve the quality of student learning and teaching;
- f. Providing insight and support to study existing school-based assessment practices and strengthen the same;

- g. Developing and publishing research-based support materials to strengthen school-based process and practices;
- h. Providing examples of best practices;
- i. Conducting national and international conferences, seminars, symposia etc. in areas of assessment; and
- j. Facilitating exchange programmes with other international institutes of repute.

#### 5.4. Values

In order to achieve the mission, BCSEA is driven by the following core values:

<b>Integrity</b>	We act with honesty, fairness, transparency and accountability thereby fostering public confidence in us.
<b>Validity and reliability</b>	Our services and products measure what they are supposed to measure and the results are consistent over time.
<b>Professionalism</b>	We believe in the display of right work ethics, professional conduct, commitment and specialized knowledge of work.
<b>Equity</b>	We promote transparency and fairness.
<b>Innovation</b>	We encourage creativity and seek new solutions for improvement.
<b>Respect</b>	We are responsive, considerate and courteous both within and outside the organization.
<b>Teamwork</b>	We promote cooperation and trust at all levels.
<b>Collaboration</b>	We believe in working with others for better results.

#### 5.5. Principles

<b>Excellence</b>	Excellence is the hallmark of all our efforts.
<b>Capacity building</b>	High level of competence and professionalism in our staff will be the key to quality services.
<b>Research environment</b>	We provide supportive environment for research through a combination of academic freedom and strong systemic support.
<b>Networking</b>	We strive for a dynamic system of knowledge building and networking both within and outside the country.

<b>Financial sustainability</b>	We strive to be a financially sustainable organization through exploring new areas of growth, innovation and influence in the areas of educational assessment and research.
<b>Diversity</b>	We value diversity of ideas, experience and skills. We also value the diverse contributions of the employees to the organization.
<b>Knowledge sharing</b>	We believe in contributing to the world of knowledge.

## 6. CORE THEMATIC AREAS

Following are the core thematic areas:

- a) Conduct of secondary school examinations
- b) Assessment and monitoring
- c) Professional development in assessment
- d) Research and publications
- e) Consultancy services

## 7. GOALS, OBJECTIVES, STRATEGIES AND ACTIVITIES

Using the balanced scorecard method, this section has been designed to help the BCSEA management to measure organizational objectives against key performance indicators and progress against both short and long-term goals. Under each goal, there are objectives and strategies along with proposed activities and indicators for achievement.

### 7.1. School Examination Division (SED)

**Goal 1: Developing appropriate test, assessment and examinations standards.**

#### Objectives

- a) Design and produce examinations manuals
- b) Expose examinations specialists, subject coordinators, research officers and IT officers to technologies on examinations and assessment
- c) Conduct in-service teacher training on assessment (including test development, test specifications, marking schemes, conduct of examinations and evaluation) on ongoing basis

#### Strategies

The above objectives can be achieved by:

- a) Designing and producing examinations manuals

- b) Exposing examinations specialists, subject coordinators, research officers and IT officers to technologies on examinations and assessment
- c) Conducting in-service teacher training on assessment (including test development, test specifications, marking schemes, conduct of examinations and evaluation) on ongoing basis
- d) Forming working committees for developing the standards
- e) Using a broad-based consultative process
- f) Streamlining procedures for registration, examinations and assessment
- g) Exploring ICT potentialities in examinations and assessment
- h) Strengthening the current contracts for printing, packaging and delivery and distribution of examinations materials
- i) Improving the timeliness and effectiveness of printing and distribution of examinations question papers and results

#### **Activities**

- a) Develop examinations manual
- b) Draw up ToRs for each working committee
- c) Develop guidelines for question setting
- d) Validate and approve the examinations standards and blue prints
- e) Develop guidelines to improve working relationship with schools
- f) Prepare guidelines for officials involved in the conduct of examinations
- g) Hold periodic meetings for question paper setters and moderators
- h) Conduct visits to institutions specialised in examinations and assessment
- i) Develop electronic marking system
- j) Formulate the implementation plan for the electronic registration system
- k) Develop quality control mechanisms in the production and packing of question papers and explore risk insurance of examinations question papers
- l) Conduct training for teachers on test development and marking schemes

#### **Indicators**

- a) Examinations manual is operational
- b) Assessment standards developed, published and distributed
- c) Guidelines for officials involved in the conduct of examinations developed
- d) ICT for registration, marking, result processing and analysis operationalized
- e) A number of SED staff trained abroad and (or) sent for tours to similar agencies abroad
- f) Question paper setters and moderators trained
- g) Linkages with other examination bodies established
- h) Good working relationship with schools established

## **7.2 Assessment and Monitoring Division (AMD)**

**Goal 2: Conducting empirical studies that provide diagnostic information on examinations and assessment.**

### **Objectives**

- a) Formulate a national Assessment and Monitoring Policy
- b) Analyze curriculum frameworks and standards
- c) Able to conduct Competency-Based Assessments
- d) Able to conduct National Education Assessments
- e) Formulate GNH Taxonomy on assessment
- f) Establish linkages with other assessment agencies/institutions

### **Strategies**

The above objectives can be achieved by:

- a) Formulating a national Assessment and Monitoring Policy
- b) Analysing curriculum frameworks and standards
- c) Conducting CBA and NEA
- d) Developing GNH Taxonomy on assessment
- e) Developing guidelines and tools on assessment and monitoring
- f) Developing a framework for systematic data analysis
- g) Monitoring schools' academic achievements at key levels periodically
- h) Establishing linkages with other assessment agencies/institutions

### **Activities**

- a) Develop Assessment and Monitoring Policy
- b) Draw up assessment tools to analyze curriculum frameworks and standards
- c) Develop CBA guidelines in various subjects
- d) Develop tools for NEA
- e) Develop guidelines for collaboration with relevant institutions
- f) Develop competency-based test items and administer them
- g) Train AMD staff on test development, moderation, administration, data analysis and report writing
- h) Carry out exchange visits to other assessment agencies/institutions
- i) Pilot test GNH Taxonomy on assessment

### **Indicators**

- a) The national Monitoring and Assessment Policy formulated
- b) National Education Assessments conducted and reports published
- c) AMD staff trained on test development, moderation, administration, data analysis and report writing
- d) A framework for systematic data analysis developed
- e) Competency-based Assessments conducted
- f) GNH Taxonomy on assessment prepared
- g) Linkages with other assessment bodies established

### **7.3. Research, Communication & Publication Division (RCPD)**

**Goal 3: Develop an institutional framework for researching and communicating to stakeholders the critical issues of examinations and assessment.**

#### **Objectives**

- a) Formulation of an institutional framework for research and communication
- b) Establishment of applied research culture
- c) Able to carry out research on the education system performance
- d) Collaboration with other assessment agencies to carry out comparative international education studies
- e) Support school-level research activities

#### **Strategies**

The above objectives can be achieved by:

- a) Formulating an institutional framework for research and communication
- b) Establishing applied research culture
- c) Identifying priority research areas
- d) Collaborating with other assessment agencies
- e) Supporting schools on research activities
- f) Training RCPD staff on research methodologies and applications
- g) Carrying out exchange visits to similar research agencies/institutions
- h) Developing strategies to communicate with stakeholders and other actors
- i) Conducting study on high and low student achievers in BCSEA examinations
- j) Publishing research reports
- k) Publishing Pupils' Performance Report (PPR) and NEA reports

### **Activities**

- a) Formulate an institutional framework for research and communication
- b) Establish applied research culture
- c) Conduct analysis of educational policies, guidelines and programmes
- d) Publish research reports and provide performance feedback to stakeholders
- e) Train RCPD staff on research methodology and applications
- f) Conduct research on assessment and monitoring
- g) Publish BCSEA newsletter
- h) Conduct study on high and low student achievers in BCSEA examinations
- i) Participate in international research activities on educational assessment
- j) Publish and disseminate Pupils' Performance Report (PPR) and NEA reports

### **Indicators**

- a) An institutional framework for research and communication operational
- b) A study report on education system performance published and disseminated
- c) Participated in a number of international research activities on educational assessment
- d) Communication strategies with stakeholders in place
- e) Reports on high and low student achievers in BCSEA examinations published and distributed
- f) Pupils' Performance Report (PPR) and NEA reports published
- g) A number of schools supported in research activities

## **7.4. Human Resource, Administration & Finance Services (HRAFS)**

**Goal 4: Enhance the organization's institutional capacity to effectively and efficiently discharge the core functions.**

### **Objectives**

- a) Institute a comprehensive HR management policy
- b) Strengthen the financial management, budgeting and accounting system
- c) Establish a collaborative framework with relevant agencies for capacity building
- d) Create conducive working environment
- e) Formulate a sound administrative mechanism for day-to-day functioning of the organization

### **Strategies**

The above objectives can be achieved by:

- a) Developing a comprehensive HR management policy
- b) Strengthening the financial management, budgeting and accounting system
- c) Establishing a collaborative framework with relevant agencies for capacity building
- d) Creating conducive working environment
- e) Developing detailed planning for a customized office building
- f) Formulating sound administrative mechanism for day-to-day functioning of the organization

#### **Activities**

- a) Develop a comprehensive HR management policy
- b) Develop a guideline for staff performance appraisal system linking rewards to performance
- c) Develop Procurement Manual
- d) Develop Accounting Manual
- e) Develop Budget Manual
- f) Create conducive working environment
- g) Formulate sound administrative mechanism for day-to-day functioning of the organization
- h) Develop detailed planning for a customized office building
- i) Provide in-country and ex-country training opportunities for staff
- j) Acquire land and award work contract for the office building
- k) Furnish the building and install security measures
- l) Procure adequate office supplies

#### **Indicators**

- a) Comprehensive HR management policy in place
- b) Guideline for staff performance appraisal system linking rewards to performance developed and implemented
- c) Procurement Manual operational
- d) Accounting Manual operational
- e) Budget Manual operational
- f) Framework for performance rewards for employees is operational
- g) Adequate number of staff recruited
- h) Conducive working environment created
- i) Sound administrative mechanism for day-to-day functioning of the organization



operational

- j) Detailed planning for a customized office building developed and implemented
- k) In-country and ex-country training opportunities provided for a number of staff
- l) Office building operational with security measures in place

## **7.5. Information Technology Services (ITS)**

**Goal 5: Develop an IT Policy that facilitates institutional support and efficient service delivery.**

### **Objectives**

- a) Institute an IT Policy
- b) Establish the system of IT use in the organization
- c) Promote IT literacy among staff
- d) Institute Information Management System (IMS)
- e) Establish cyber security system

### **Strategies**

The above objectives can be achieved by:

- a) Framing the IT Policy
- b) Establishing the system of IT use in the organization
- c) Promoting IT literacy among staff
- d) Instituting Information Management System (IMS)
- e) Providing proper and efficient workplace equipment
- f) Establishing a focal point at the G2C centre
- g) Planning for e-registration and e-marking system
- h) Establishing cyber security system

### **Activities**

- a) Conduct workshops to develop the IT Policy
- b) Establish the system of IT use in the organization
- c) Conduct training on IT literacy among staff
- d) Develop Information Management System (IMS)
- e) Maintain IT equipment
- f) Use facilities from the G2C centre
- g) Implement e-registration and e-marking system
- h) Conduct training on e-registration and e-marking

- i) Support the procurement of equipment, softwares and installation
- j) Monitor the cyber security system

#### **Indicators**

- a) IT Policy developed and implemented
- b) The system of IT use in the organization established
- c) Staff trained on IT literacy
- d) Information Management System (IMS) developed and implemented
- e) IT equipment operational
- f) BCSEA activities through G2C centres are operational
- g) E-registration and e-marking system operational
- h) Training on e-registration and e-marking conducted
- i) Equipment and softwares are functional
- j) Cyber security system monitored regularly

### **8. GOVERNANCE**

BCSEA shall have a clearly defined organizational structure with Executive Secretary as the head. The Board shall be the apex Authority and shall guide the Executive Secretary of BCSEA and the Management in short-term and long-term operations. The Board shall derive its authority from the Executive Order and work in accordance with its directives. There shall be Chiefs as heads of the divisions who shall report to the Director or the Executive Secretary. The heads of the divisions shall form the management team led by the Executive Secretary.

The BCSEA Executive Secretariat shall be the secretariat of the Board of Directors.

#### **8.1. Board of Directors**

The Board shall comprise the following members:

- a) Minister, Ministry of Education (MoE), Chairperson
- b) President, Centre for Bhutan Studies, Member
- c) Director, Academic Affairs, Royal University of Bhutan, Member
- d) Director, Department of Curriculum Research and Development, MoE, Member
- e) Prof. D.V. Sharma, Secretary General, Council of Boards of School Education, India, Member
- f) Secretary, BCSEA, Member Secretary

To make the proceedings of the board meetings more representative and broad-based, the Board may, from time to time, invite two or three observers from other relevant

professional bodies like the schools, institutes or educational assessment agencies. Further, all the heads of the divisions and sections of BCSEA shall attend all Board meetings.

## **8.2. Tenure**

Members of the BCSEA Board of Directors shall be appointed for an initial period of three years and the appointment can be renewed on case-by-case basis. However, in the case of first Board of Directors, one-third of the members could retire from the office on expiration of one year from the date of their appointment. One-half of the remaining members could retire from the office on the expiration of two years and the remaining one-half on the expiration of the third year of their appointment. This is to maintain the continuity of the Board members and to direct the organization efficiently.

## **8.3. Remuneration**

BCSEA shall pay sitting fees to the Board Members, observers and the heads of BCSEA as per the existing financial rules.

## **8.4. Roles and Responsibilities of the Board of Directors**

The Board of Directors shall act in the best interest of the organization and provide strategic direction and governance oversight. The roles and responsibilities of the Board of Directors include, but are not limited to, the following:

### **a. Short-term**

- i. Approve a Strategic Framework to uphold BCSEA's autonomy.
- ii. Ensure, through approvals, that BCSEA formulates a clear set of budget, procurement, accounting and HR manuals.
- iii. Approve human resource policy, pay and allowances, infrastructure, buildings and premises required for the effective and efficient functioning of BCSEA.
- iv. Approve the annual budget and major programs and plans.
- v. Oversee and approve strategic initiatives, interventions, policies and procedures.
- vi. Approve the release of research publications, reports and examinations results.
- vii. Endorse a code of conduct for the staff of the organization.
- viii. Guide BCSEA in the development of policies for national educational assessments.

### **b. Long-term**

- i. Determine BCSEA's professional character and direction through the approval of periodic strategic plans.
- ii. Guide BCSEA in its broad commitment to improve the country's education quality.

- iii. Muster political will of the government to support BCSEA's professional growth.
- iv. Propose measures to enhance the services of BCSEA by encouraging new ideas and initiatives.
- v. Commission high-impact projects.
- vi. Identify and mitigate principal risks to the services of BCSEA and oversee the implementation of appropriate systems to manage the identified risks.

## **8.5. Roles and Responsibilities of the Chairperson**

The Chairperson shall:

- a) Provide direction and guidance to the Board of Directors.
- b) Review and approve provisional agenda submitted by the Secretariat for Board Meetings.
- c) Conduct effective board meetings by encouraging the members to engage in open and constructive debate, and secure active participation and contribution of all members.
- d) Sign official documents endorsed by the Board.
- e) Represent BCSEA at meetings inside and outside the country when requested by the Board or the Secretariat.
- f) Nominate a suitable officiating member to chair the meetings in his/her absence.
- g) Approve major decisions as authorized by the Board.

## **8.6. Proceedings of the meetings**

- a) The Board of Directors shall hold ordinary meetings at least twice a year or more as may be considered fit or expedient.
- b) The Chairperson shall have the power to call meetings at such times as he/she shall deem fit.
- c) The Chairperson singly or one-third members of the Board shall have the power to call an extraordinary meeting.
- d) All notice for meetings of the Board of Directors shall be given in writing in advance. In the case of ordinary meetings, not less than fourteen (14) days notice shall be given to the members, and in the case of extraordinary meetings, not less than seven (7) days notice shall be served.
- e) The quorum for meetings of the Board shall be two thirds of the members constituting the Board of Directors.
- f) Items for deliberation, with detailed write-ups, should reach the members at least five days ahead of a meeting.

- g) No item for agenda should be discussed in a meeting where the discussion papers are not distributed in advance of the meeting.

#### **8.7. Vacant Post of the Board Member**

- a) The position of a Board Director shall become vacant upon resignation, incapacity, death or failure to attend two consecutive meetings of the Board.
- b) A temporary vacant post may be filled in by the member proposed and approved by the Board provided that any person appointed shall remain in office so long as the vacating Director would have retained the same if no vacancy had occurred. Further no act or proceeding of the Board of Directors shall be invalid by reason only of the existence of a vacancy therein.

#### **8.8. Voting**

Every member shall have one vote and all major decisions of the Board shall be passed by a simple majority of the members present. In the event of a tie the Chairperson shall make the final call through the exercise of his vote.

#### **8.9. Minutes of the Board Meetings**

The Member Secretary of the Board (Executive Secretary of BCSEA) shall record the minutes of the proceedings of every meeting of the Board of Directors. In the absence of the Member Secretary, the Board may nominate one of the members to record the minutes. Minutes of the meeting shall be published and distributed among the members. Minutes can be signed by the Chairperson on behalf of all the Board Directors upon confirmation in the succeeding meeting.

#### **8.10. Delegation of Powers by the Board of Directors**

The Board may delegate some of its powers to the Executive Secretary for its day-to-day functioning, operation and management. These include (but are not limited to) the following:

- a) Execution of plans, programmes and activities of BCSEA as approved by the Board.
- b) Utilization of the funds based on the approved budget and within the financial and accounting norms governing BCSEA's operations.
- c) Human resource management, financial resource management and administrative management, within the authority and standard practice of the organization.
- d) Resource mobilization, within the existing procedures and practices.
- e) Collaboration and partnership with agencies within and outside the country.

## **9. OPERATION & MANAGEMENT**

BCSEA shall consist of the following divisions and sections headed by chiefs and section heads:

- a. School Examinations Division (SED);
- b. Assessment & Monitoring Division (AMD);
- c. Research, Communication & Publication Division (RCPD);
- d. Human Resource, Administration and Finance Section (HRAFS);
- e. Information Technology Section (ITS).

For approved staff strength of BCSEA, refer to **ANNEXURE IV**.

### **9.1. Secretariat**

The Executive Secretary (ES) will be the overall head of the Secretariat. He shall, however, consult the Chairperson on all major policy decisions. The ES shall:

- a) Provide policy direction and guidance to the organization.
- b) Oversee the overall management and administration of BCSEA.
- c) Implement the policies, plans and directives approved by the Board.
- d) Act as Member Secretary of the Board during the Board Meetings.
- e) Accord approvals for HR Committee decisions.
- f) Explore possibilities of linkages with other agencies, both local and international.
- g) Submit policies, long-term plans and progress reports to the Board.
- h) Facilitate divisions and sections in planning their annual programs and activities.
- i) Approve annual plans, programs and activities of the divisions/sections within the approved budget.
- j) Grant administrative and financial approvals.

### **9.2. School Examinations Division (SED)**

The main mandate of the SED is to prepare, conduct, evaluate and certify the national level examinations. The public examinations it conducts must be credible, effective and efficient in the management of all administrative and logistical processes associated with the conduct of examinations. Overall, the SED must protect the integrity of all activities related to assessment and examinations. The division will also be engaged in providing support for the conduct of Classes III and VI competency-based assessment and professional development of teachers in assessment. The SED will affiliate secondary schools for

national level examinations and maintain linkages with examination bodies outside the country for the recognition of its certificates.

The SED considers how examinations might be used to shape teachers' pedagogical practices in desirable ways, and thus improves the quality of students' learning. It must broaden the scope of examinations to reflect the school curriculum, use diverse modes of assessment, regularly re-design examinations to include items which test higher-order thinking skills, and incorporate information into public examinations from pupils' performance records and profiles of achievement to reflect the acquisition of competencies that are different in kind from those that can be assessed in a terminal written examination.

A major debate today among educators and assessment experts in the developed countries is about integrating summative and formative (classroom-based) assessments. The idea is that data from external assessments used for system monitoring may also be used to shape teaching and learning in classrooms, and classroom-based assessments may, in turn, provide valuable data for decision makers at school and system levels (Looney, 2011). Moreover, as noted by the BCSEA Board Directors during the Second Meeting on 31 May 2012, there is a need to study and understand discrepancies between classroom and summative assessments (*Minutes of the Second BCSEA Board Meeting, May 2012*). Against these global and national backdrops, SED could focus its research on improving testing and measurement technologies, as well as strengthening classroom-based formative assessment practices, so that a middle path may be reached that could help to integrate summative and formative assessments. In the long run, SED's assessment policies (and practices) must not only focus on year-end examinations but also on classroom assessment and on monitoring and evaluation of the system as a whole.

The SED's assessment systems and practices must facilitate effective teaching and learning, diagnose and evaluate the extent to which the country's educational goals are being met, and direct learners into areas of further study for full self-development. Moreover, the SED must help teachers use assessment results effectively, who in turn must provide diagnostic feedback so that test data are effectively used to guide improvements in teaching and to enhance learning. Teachers can be trained to use assessment practices to identify and address learner weaknesses and thus better prepare learners to progress to the next higher class. Another example is Pupils' Performance Report (PPR) that BCSEA publishes annually and shares with all the schools in the country. But then, whether schools and teachers are making use of the PPR to improve instructional strategies or improve areas of their weaknesses is not known. Analysis of pupils' performance can provide insights into the nature of the achievements of students at the end of a course of study (e.g., curriculum areas in which they perform poorly), and how those achievements are distributed by gender and through schools and regions. Assessment results also provide crucial indicators that allow the education ministry to track the quality of the national educational system and practices. In other words, assessment must play a stronger role in education reform and support teachers in improving learning by providing timely and relevant information.

The following are the main functions of the SED:

- a) Prepare annual plans and budget of the division.
- b) Implement activities as per the approved budget and according to set goals and objectives, and conduct annual performance review.
- c) Conduct and certify national level board examinations in schools for Classes X (BCSE) and XII (BHSEC), Language and Culture Studies Certificate Examination (LCSCE) for X and XII.
- d) Carry out recheck of the results and issue examinations-related documents (ELPC, MC, Admit card, etc.).
- e) Affiliate secondary schools (Class X & XII) for national level examinations.
- f) Support schools in the use of standardized testing system, and provide professional development to teachers in test development and evaluation.
- g) Seek constant feedback from schools and acknowledge those schools that respond promptly.
- h) Maintain links with examination bodies outside the country for the recognition of educational certificates issued in Bhutan.
- i) Provide timely response to curricular changes when developing national examinations.
- j) Publish and present examinations-related reports to the Board, Ministry of Education, the DCRD, schools and other relevant agencies.
- k) Identify and recommend examinations-related research areas.

### **9.3. Assessment and Monitoring Division (AMD)**

Improvements in classroom instruction and learning depend on conveying information back to schools and enhancing the capacity of teachers to make use of this information. It is in this context that the AMD forms an important component of BCSEA for monitoring the standard of education in the country. As part of the monitoring process, it educates and informs the stakeholders on what has been successful and what hasn't.

Sound assessment and monitoring in the field of education provides powerful documentation and understanding. It reports on the progress and standard of the delivery of educational services in the country. It forecasts future opportunities and risks, and guides the service providers in the prioritisation of ideas, skills and resources in the relevant areas so that educational systems can strive to achieve maximum gains in terms of measuring quality of learning. Above all, a sound educational assessment system continuously helps monitor the health of the education system.

The AMD, in collaboration with the Department of Curriculum Research and Development (DCRD), must initiate a system-monitoring research project to study the correlation between the expectation of the curriculum intent and outcome. It is crucial to obtain empirically supported reference frameworks against which the performance of the whole



system can be judged. The study must, therefore, involve an in-depth curricular assessment/review and reflect the global shift in policy focus from *educational inputs to learning outcomes*. It must be understood that the main focus of assessment must be in monitoring *the outcomes of the education system* rather than in appraising the achievements of individual students.

The main functions of the AMD are:

- a) Prepare annual plans and budget of the division.
- b) Implement activities as per the approved budget and according to set goals and objectives, and conduct annual performance review.
- c) Conduct continuous and effective assessment and monitoring of the schools' academic achievements and share it with all the stakeholders.
- d) Develop competency-based test items in various subjects at different classes/levels.
- e) Provide services for testing centers to conduct TOEFL, IELTS, SAT, GMAT, GRE, CAT, etc.
- f) Create provisions to conduct national entrance tests such as Bhutan Civil Service Examination (BCSE).
- g) Monitor standards against national and international benchmarks.
- h) Provide trainings to the teachers in the field of assessment.
- i) Prepare and present assessment and monitoring-related reports to the Board, Ministry of Education, the DCRD, schools and other relevant agencies and provide them with recommendations for follow up.
- j) Take up stronger system monitoring at the national level, using standard assessment tools.
- k) Conduct National Education Assessment (NEA) and Competency-Based Assessments (CBA).

#### **9.4. Research, Communication and Publication Division (RCPD)**

The RCPD will research new knowledge related to examinations, assessment and the quality of student learning. The research activities will assist efforts to improve curricula and teaching and learning processes. Research findings, insights and understandings will be used to fill existing knowledge gaps, improve practice and support educational policies. For example, a critical Pupils' Performance Report (PPR) can provide insights into the nature of the achievements of students at the end of a course of study (e.g., curriculum areas in which they perform poorly), and how those achievements are distributed by gender and through schools and regions.

Through its high quality research, the division will develop innovative testing programmes within the scope of the national curriculum, apart from common examinations, to set standards for schools. It can also, in collaboration with AMD, develop national assessment

systems to determine these standards. The RCPD shall continue publishing the BCSEA Newsletter and other periodic publications such as *The Way of the Toppers*. The RCPD will spearhead all publications for various divisions and sections.

The main functions of the RCPD are:

- a) Prepare annual plans and budget of the division.
- b) Implement activities as per the approved budget and according to set goals and objectives, and conduct annual performance review.
- c) Participate in international assessments to provide a larger context within which to interpret national performance.
- d) Ensure that BCSEA's assessments have a high degree of validity and reliability in the country's education system.
- e) Support SED and AMD in developing and conducting assessments, data analysis and report writing.
- f) Provide knowledge-based information on school system performance.
- g) Foster collaboration with other research agencies.
- h) Disseminate research findings to policymakers, educational institutions and other stakeholders and provide them with recommendations for follow up.
- i) Publish and archive research documents and reports.

#### **9.5. Human Resource, Administration and Finance Section (HRAFS)**

The HRAFS will be responsible for finance and accounts including the budget. The Section will also be responsible for carrying out the day-to-day activities of the organization.

BCSEA must develop its own financial policies, manuals and guidelines. Among them, the Budget Manual, Procurement Manual and the Accounting Manual must be given immediate priority. While the Budget Manual must contain BCSEA's annual fiscal policies and programmes, the Accounting Manual must seek to ensure uniformity in accounting systems and compliance with various statutory and regulatory requirements. BCSEA must also develop a detailed Service Rules and Regulations that can serve as a reference manual for HR management. In the long-term, separate document is required for succession planning, performance management system, performance-based incentive system and HR Master Plan. For this, BCSEA must carry out detailed planning in the next five years.

The main functions of HRAFS are:

- a) Prepare annual plans and budget of the section.
- b) Implement activities as per the approved budget and according to set goals and objectives, and conduct annual performance review.

- c) Provide administrative and managerial support to the secretariat, divisions and sections.
- d) Maintain effective communication system within and outside the organization.
- e) Provide logistical support for the conduct of examinations, assessments and trainings as per the approved budget.
- f) Implement necessary rules and regulations for the efficient running of the organization.
- g) Explore, mobilize and manage financial resources, assistance and grants towards BCSEA activities.
- h) Coordinate HR management such as recruitment, appointment, transfer, promotion, training etc., including legal matters.
- i) Carry out timely disbursement of payments (salaries, bills, recoveries, TA/DA, etc.)
- j) Coordinate meetings and staff welfare matters of the organization.

#### **9.6. Information Technology Section (ITS)**

There is a general agreement that the convergence of computers, multimedia and broadband communication networks will have a substantial impact on education. Therefore, many countries have already made headways in harnessing the enormous potentials the emerging technologies present by investing in new IT solutions. Therefore, technology can be effectively used to enhance the practice of assessment. Assessment specialists can benefit from access to the latest software. Information and communication technology in the national testing of pupils, including the use of PCs, special software or the Internet, can serve various purposes. It reduces the time needed to recode responses, score tests and report on them. International practice has shown that computer-based technologies offer ways for students to demonstrate problem-solving processes and provide timely feedback on learning progress.

With the main objective of developing a strategic information technology plan, the ITS shall develop an information system that will facilitate decision-making processes as well as increase efficiency and accuracy of assessment data management through the use of technology.

The main functions of the ITS are:

- a) Prepare annual plans and budget of the section.
- b) Implement activities as per the approved budget and according to set goals and objectives, and conduct annual performance review.
- c) Plan ICT infrastructure including administration, management and development of software systems or solutions.
- d) Provide and support efficient e-service delivery.

- e) Train BCSEA staff in the use of ICT.
- f) Develop a digital archiving system for data storage and maintain cyber security.
- g) Keep BCSEA website up-to-date and functional.
- h) Support divisions in data compilation, cleaning, processing and analysis.
- i) Develop and implement an Information Management System.
- j) Support divisions in the procurement and maintenance of ICT equipment.

## **10. Relationship with Stakeholders and Industrial Linkages**

Stakeholder participation and involvement is crucial for BCSEA to achieve professional excellence and provide high quality services to its clients.

### **a. Partnership With Schools**

Results from BCSEA's evaluations and assessments must be used as tools to reveal best practices and identify shared problems in order to encourage teachers and schools to improve and develop more supportive and productive learning environments. Thus, commitment from participating institutions would be needed to enable their teachers to be trained to undertake examination-related assignments and for improving teaching and learning in schools. Arrangements for cooperation will be made with schools through meetings, workshops, conferences and other professional forums to which school Principals and DEOs will be invited.

BCSEA also requires a huge number of committed part-time staff, mainly teachers from schools, colleges and universities for writing the tests, marking and supervising the examinations. Therefore, training of teachers from the participating schools will be necessary to prepare them adequately to take up examinations-related duties. These teachers would also require training in item writing, paper setting and assessment. Further, after the review of each public examination, BCSEA must provide feedback to the teachers. This feedback shall serve as a tool for improving teaching strategies and learning outcomes. It shall also serve as a basis for public accountability.

### **b. Institutional & Industrial Linkages**

BCSEA will continue to work closely with all the professional bodies of the MoE such as the DCRD and EMSSD on matters related to curriculum, assessment and monitoring. It will also maintain professional working linkages with such organizations like the Royal Education Council, Centre for Bhutan Studies, Royal University of Bhutan, Dzongkha Development Commission, Royal Institute of Management, etc. Therefore, BCSEA shall sign Memoranda of Understanding (See **PART IV**) with these organizations and any other organization that it deems necessary for professional support and growth. BCSEA shall maintain a special working relationship with the Council of Boards of School Education (COBSE) in India.

Further, developing professional linkages will help BCSEA avoid overlaps and duplications. For example, the Royal Education Council (REC) also conducts large-scale assessments such as ASSL and TNA in classes IV, VI and VIII. To avoid overlaps and duplications, BCSEA and REC have reached an agreement that BCSEA will not conduct such studies in the same class levels. That way REC and BCSEA shall complement and supplement each other's efforts.

**c. Participation in International Assessments**

More and more countries are increasingly monitoring performance against international benchmarks through various cross-national assessments including Programme for International Student Assessment (PISA), Trends in International Mathematics and Science Study (TIMSS) and Progress in International Reading Literacy Study (PIRLS). This is because national evaluations must relate to international research on school effectiveness and to international studies.

Therefore, BCSEA must participate in international assessments in order to access expertise and build its capacity to develop, administer and analyse tests. Other benefits that BCSEA can accrue by participating in international assessments include access to technical skills and opportunities for capacity building and professional development. International assessments not only provide valuable comparative information but also allow participating countries to benefit from each other's experiences. BCSEA's research efforts must be of international quality whose findings must contribute to the shifts in the paradigms in the field of assessment and monitoring.

## **PART II**

# **HUMAN RESOURCE MANAGEMENT AND SERVICE CONDITIONS**

## **1. HUMAN RESOURCE MANAGEMENT**

Effective management of human resource is increasingly seen as a positive factor for performance of any organization. Human resource is viewed as more critical to organizational success and many organizations have realized that it is the people they have that can provide a competitive advantage (Gratton, 13-14, 1998). Human resource management deals with the design of formal systems in an organization to ensure effective and efficient use of human talent to accomplish organizational goals. In an organization, the management of human resource means that they must be recruited, compensated, trained and developed. After all “HR should be defined not by what it does, but by what it delivers” (Ulrich, 1997, p.1).

Therefore, the central focus of HR management is to contribute towards organizational success. Some of the key HR management activities to enhance organizational performance are:

- a) HR planning, assessment and analysis
- b) Compliance to equal opportunity for employment through diversity and affirmative action
- c) Staffing through job analysis, recruitment and selection
- d) HR development through orientation, training, career planning and performance management system
- e) Administration and management of employee compensation, incentives, equal pay for equal work and other benefits
- f) Maintaining employee rights, privacy and management relations with the Ministry of Labour and Human Resources
- g) Ensuring safety and security of the employees

## **2. ORGANIZATIONAL STRUCTURE & STAFFING STRENGTH**

BCSEA shall have a clearly defined organizational structure with the Executive Secretary as the head of the Secretariat. In the long run, there shall be a Director and Chiefs to head all its divisions. Any restructuring of the organization shall be done only with the approval of the Board. The proposed organizational structure is presented in **ANNEXURE III**.

### **2.1. Staffing strength**

The HRAFS, in consultation with the respective divisions, shall determine the staffing pattern and staff strength of BCSEA for a specific Plan period. The Board shall, within the approved structure, approve the overall staff strength.

The requirement of any additional staff or the creation of any new position in addition to those already approved must be first submitted to the HRAFS by the concerned divisions and sections with detailed business case and full job description. The HRAFS will then assess the requirement and accordingly submit the proposal to the management or the Board for approval.

The HRAFS shall study staff requirement by using information from the past and the present to identify the expected future human resource conditions from time to time. Usually HR planning is done for a period of six months to one year. Once the need is recognized, it is necessary to identify the availability within the internal supply (those employees moving from their current jobs into others through promotions and lateral moves). Training and development programs, transfer and promotion policies and retirement policies, among others, influence the internal supply. The staff strength assessment can be done as follows:

$$[\text{Current staffing level} - \text{Projected outflows in a year} + \text{Projected inflows in a year}] = \text{Staff strength for next year}$$

Once BCSEA becomes fully autonomous, there would be additional requirement of staff as per the growth of the organization which could be worked out as per the above formula. BCSEA shall recruit people based on the approval from the Board. It shall give priority to skilled professionals over general support staff. (The approved staff strength as of 2012 is given in ANNEXURE IV.)

BCSEA requires three categories of human resources: full-time professional and support staff at BCSEA; part-time staff, mainly teachers from schools, colleges and universities for writing the tests, moderating and evaluating test papers and supervising the examinations; and technical assistance, preferably through linkages with overseas institutions. National and overseas training of professional staff and training of teachers in pedagogy and test development would be a significant component of the human resources development plan.

As the organization grows and stabilizes its core functions, there will be requirements for assistance from the international institutions, universities or examination boards to diversify the core business into other subsidiaries related to examinations, assessments, research, publications and trainings. In such cases BCSEA shall invite external staff as volunteers, resource persons and consultants to share their knowledge and know-how with related BCSEA staff.

The Executive Secretary shall be appointed for a term of five years.

### **3. SALARY, ALLOWANCE AND BENEFITS**

Employee reward shall be both intrinsic and extrinsic. Intrinsic rewards include praise for completing the task or meeting some performance objectives besides psychological and



social effects of compensation. Extrinsic rewards are tangible, having the form of both monetary and non-monetary rewards. Basic pay and variable allowances are the most common forms of direct compensation. Indirect compensation commonly consists of employee benefits. Following are some of the factors that need to be considered while deciding to revise or allocate employee pay and incentives in the organization.

- a) Market positioning of the organization
- b) Process for resolving individual pay issues
- c) Figuring of pay structure adjustments
- d) Linking of performance appraisals and pay adjustments
- e) Affordability constraints such as inflation, tax hike, etc.
- f) Pay expenditure guidelines
- g) Types of job evaluation systems like grade factor and job position
- h) Financial status of the organization

BCSEA shall endeavour to facilitate its employees in discharging the highest standard of services through motivation, competitive remuneration and benefits to attract and retain the best and the brightest of the available talents in the market.

### **3.1. Salary**

Once the pay policy is determined, the actual development of basic pay system can be based on work done in specific job positions. The process for developing basic salary system for ensuring that the pay system is both internally equitable and externally competitive consists of the following steps:

- a) Analyse job responsibilities
- b) Conduct evaluation of the job and market survey of the pay for similar jobs in similar organizations
- c) Use the data to design pay structure as per the policy of the Pay Commission
- d) Individual jobs must be placed in the appropriate grades and pay adjusted based on the performance appraisal of the employees
- e) Implement the pay system, communicate to the employees, monitor and keep on updating the system

#### **3.1.1. Salary Fixation Procedure**

**Initial Appointment:** The basic pay of a new employee shall be fixed at the minimum pay scale of the entry grade. Exceptions can be made with regard to some relevant experience or where the employee possesses qualification and competency that are scarce in the market.

**On Promotion:** During the promotion, the pay of an employee shall be fixed at the minimum pay scale of the higher grade. If the minimum pay of the higher grade is less than the pay actually drawn by the employee in the lower grade, then the difference between the current pay of an employee and the minimum pay of the higher grade shall be calculated to find the increments they are already drawing.

*Minimum salary of the higher grade + increment of the higher grade X (number of increment already drawing + 1 more increment)*

When an employee is promoted in the same cycle of his annual performance increment, the annual performance increment in the lower grade shall be released first and the pay shall then be re-fixed in the pay scale of the higher grade. If it is the case of promotion in the different cycle of his annual performance increment, then his salary shall be fixed taking his basic salary of his current grade and annual performance increment shall be paid after 12 months from the date of promotion.

When the employee is promoted through meritorious promotion in a different cycle of his annual performance increment, one increment shall be given in addition to his promotion increment.

### **3.1.2. Basic Salary**

All employees shall draw a monthly basic salary as per the example given in **ANNEXURE V**. The pay and allowances for the Executive Secretary shall be governed by a different policy depending upon the decisions of the Board. Basic salary will be revised from time to time depending upon the inflation and situation of the organization and shall be approved by the Board.

### **3.1.3. Salary Increment**

Annual salary increment shall be based on the performance evaluation rating at the end of the performance appraisal period. Performance increment shall not be given beyond the maximum pay ceiling for the particular grade. All the employees shall be informed at the end of each performance appraisal in writing of their appraisal ratings and the corresponding salary increase as applicable.

## **3.2. Allowances**

In order to incentivize and motivate its employees, BCSEA can adopt some of the following allowances as proposed:

### **3.2.1. Skill Scarcity Allowance**

Those employees whose skills and experiences are of outmost importance to BCSEA will be provided skill scarcity allowance to attract and retain the professionals in certain categories. The allowance shall be given to the critical areas of professionals depending upon the decision of the BCSEA Management/Board on the basis of need.

Scarcity is defined as something not easily or not at all available in the market, and the allowance shall be applicable until such time when the problem of scarcity is redressed.

### **3.2.2. Officiating Allowance**

An Officiating Allowance shall be paid for those officiating higher positions to the level of head of the sections, divisions and above, at the rate equal to the difference between the incumbent's current salary and the salary of the position he is assigned to officiate. The Officiating Allowance shall be paid if the person officiates for more than one month but not exceeding six months.

### **3.2.3. Overtime Allowance**

An Overtime Allowance shall be provided to those holding position below the supervisory level if they are required to work beyond the normal working hours, weekends and government holidays. An employee working overtime will be paid at the minimum of the normal rate of pay (Basic Salary) for the number of hours worked.

### **3.2.4. Mobile Phone Allowance**

The mobile phone allowance can be paid to critical position holders where the employee is in need of coordinating other stakeholders or partners for efficient management and operation of BCSEA. These allowances shall be paid to purchase mobile vouchers for the purpose of official calls.

#### **Possible Mobile Phone Allowance**

Executive Secretary: Nu. 2, 000 per month

Director: Nu. 1,500 per month

Division Head and Specialist: Nu. 1,000 per month

Subject Coordinators: Nu. 800 per month

Other officers can be eligible as per the requirement and approval from the Management.

### **3.2.5. Position Specific Allowance**

The Position Specific Allowance is an incentive given to critical position holders such as head of the divisions and can be merged with the pay packages of such employees. It is given to attract competent, qualified and experienced employees to take up the position and to give importance to independent position holders. Such allowances shall be reviewed from time to time and approved by the Board.

#### **Possible Position Specific Allowance**

Director: 20% of the basic pay

Division Head & Specialist: 15% of the basic pay

Section Head & Subject Coordinators: 10% of the basic pay

### **3.2.6. Corporate Allowance**

All regular employees shall be paid monthly company allowance to incentivize the employees in addition to their basic pay. The BCSEA Board or the Management shall decide the allowance based on the norms of the Ministry of Finance (MoF) for an autonomous agency. Once the allowance is being decided by the Board or the Management, it can be merged with the pay package of all the employees.

### **3.2.7. Contract Allowance**

Employees recruited on contract basis shall receive contract allowance as per the actual terms and conditions specified in the contract.

### **3.2.8. Risk Factor Allowance**

The inspection of the examination centres is crucial to provide support and guidance to the centres, supervisors, conveners and invigilators. It requires a thorough and systematic observation and on-the-spot decision making, should any untoward incidences occur because any mishap may happen anywhere anytime which will disturb the smooth conduct of the examinations for the benefit of students. Further, the tasks involve lots of risks.

So, a sum of Nu. 5,000 is proposed to be paid as the Risk Factor Allowance to each staff involved in inspecting the centres on top of their normal TA/DA.

## **3.3. Benefits**

Most organizations offer benefits in order to retain employees by creating greater employee loyalty to enhance retention. It is also hoped that offering benefits will help differentiate the general employees from others professionals and managers whose skills are scarce in the market. An employer with a more attractive benefits package may have an advantage over other employers in hiring qualified employees if the base pay is similar to that of the other organizations. In fact, such benefits may create “golden handcuffs” whereby employees may be reluctant to move to another employer. The following are some of the possible benefits:

### **3.3.1. Staff Welfare Scheme**

Staff welfare grant must be created with voluntary contribution from all the employees primarily to help fellow employees in times of distress. All the employees shall be eligible for the grant in case of death of a family member, and in the case of the employee's own death, the grant shall be handed over to a family member. The contribution can be collected from the monthly salaries. *Details of the scheme must be worked out by the organization.*

### **3.3.2. Medical Benefits**

Medical treatment undergone in the government hospitals in Bhutan shall be paid for the cost of the prescribed medicines not available at the hospitals, and the referrals outside Bhutan shall be governed by the rules and regulations of the government. Employees and their immediate family members such as spouse, direct children and employees' parents shall be entitled to medical benefits only upon the advice from the doctor.

### **3.3.3. Leave Travel Concession (LTC)**

An employee who has put in at least one year of continuous service to BCSEA shall be entitled to receive LTC to the extent of one month basic pay in a year subject to a maximum of Nu. 20,000. LTC for those completing the probation period in between the fiscal year can be paid on a pro-rata basis. However, those on extraordinary leave shall not be eligible for LTC.

### **3.3.4. Leave Encashment**

All employees who have more than 30 days earned leave shall be paid a month's basic pay on the date of encashment and 30 days leave shall be deducted from the earned leave account. Only one leave encashment is allowed in a year but those leaving the employer shall be permitted to encash the earned leave at credit.

### **3.3.5. Early Retirement Scheme**

Early Retirement Scheme shall be adopted as a tool to remove non-performing employees through an attractive scheme. The scheme will enable BCSEA to upgrade the quality of human resource by recruiting qualified, sincere and hardworking employees and replacing the non-performing ones.

### **3.3.6. Provident Fund or Pension**

BCSEA shall set up pension scheme or provident fund in conjunction with the National Pension and Provident Fund (NPPF). Existing staff can continue to remain as the member of the pension system and all the employees shall be entitled for the pension benefit as per the rules and regulations of the NPPF.

### **3.3.7. Group Insurance Scheme**

All the employees of BCSEA shall be entitled for Group Insurance Scheme as per the rules and regulations of the RICBL/BIL.

## **4. LEAVE**

All the employees can avail leave to attend to personal affairs and family matters. However, it must be understood that leave is not a matter of right.

The following are the kinds of leave the BCSEA staff can avail:

*Casual Leave:* All employees shall be entitled to Casual Leave on full salary for 10 working days in each calendar year.

*Earned Leave:* All employees shall earn leave with gross pay at the rate of 2.5 (two and half) days for every completed month of service, except during the probation period. Earned leave shall be accumulated only to a maximum period of 90 days.

*Maternity Leave:* Female employees shall be granted Maternity Leave for a period of up to three months with basic pay from the date of commencement. One additional month shall be granted for twins or more and premature birth. This leave shall be granted by the respective chiefs on production of medical certificate and shall facilitate or make appropriate arrangement for a feeding mother, where normal working time is not followed.

*Paternity Leave:* Male employees shall be granted Paternity Leave of 5 working days following the birth of their child and 10 working days for twins or more, premature birth and caesarean.

*Medical leave:* An employee who is unable to attend his/her duties due to illness shall be entitled to Medical Leave with full salary for a maximum period of 6 months and the maximum period of leave should be one year. This leave shall be granted upon production of medical certificates from the hospital on need basis.

*Study Leave:* Two types of further studies maybe undertaken by BCSEA staff – study sponsored by BCSEA and self-financed study. Study leave may be granted to only national employees to pursue higher studies to a maximum of 24 months. An employee on study leave shall be entitled to full pay for the first 12 months and thereafter to half of his basic pay for the remaining period.

*Extraordinary Leave:* Subject to a maximum of 24 months during an employee's entire service in BCSEA, an employee may be granted extraordinary leave when no other leave is available to him.

*Bereavement Leave:* All employees shall be granted bereavement leave of 21 days including government holidays, Saturdays and Sundays in the event of death of immediate family members identified as parents, spouse and children.

*Leave without pay:* Employees shall be granted leave without pay for a maximum period of one month when the employee doesn't have any other leave. This leave is treated as inactive service during the leave period.

## 5. PROMOTION

All the employees of BCSEA will be given fair chance for promotion to advance their career to develop capabilities and to utilize one's potential. Following promotions will be developed for the employees:

*Normal Promotion:* All the employees shall be eligible for Normal Promotion depending upon the number of years of services rendered to BCSEA and if he/she meets the following eligibility criteria:

- a) Meet the minimum educational qualification requirement.
- b) Complete a minimum of four years of active service in current Position.
- c) Have a clean service record.
- d) Has obtained required performance rating from the last three years of the service.

*Meritorious Promotion:* Meritorious promotion shall be granted to those employees whose performance is found to be outstanding over the consecutive recent three years performance. Besides, he or she shall fulfil the following aspects:

- a) Completion of the minimum of three years of active service in the current position
- b) Potential to shoulder higher responsibilities
- c) Exceptional service in the public interest besides one's normal responsibilities
- d) Outstanding contribution to the organization
- e) Has a clean service record
- f) Submission of all the required documents specified

*Fast Track Promotion:* An employee shall be given fast track promotion when there is vacant post one grade higher than the current grade of the employee provided employee meets 50% of the period due for normal promotion. Employee should demonstrate outstanding performance continuously for two years and capability to shoulder higher responsibilities. The eligible candidate must meet the following criteria:

- a) Completion of the minimum of two years of active service in the current Position
- b) Have the qualification requirements
- c) Has a clean service record
- d) Submission of all the required documents specified
- e) Recommendation from the concerned head of the division or section or the organization

## 6. RECRUITMENT, SELECTION AND APPOINTMENT

When the unemployment rate is high, recruiting people is easy but when the unemployment rate is very low and few people are looking for jobs, recruiting becomes challenging. Staffing is the process of matching appropriate people with appropriate jobs. From the viewpoint of organization, staffing entails using HR planning information to determine the correct numbers and kinds of candidates, locating them, and then selecting those who are most likely to be satisfactory employees. Staffing consists of two parts: recruiting and selection. Recruiting is the process of generating a pool of qualified applicants for organizational jobs. If the number of available candidates only equals the number of people to be hired, there is no real selection-the choice has already been made.

At least four recruiting decisions affect the nature of the applicant population:

- a) Recruiting method: Medium of advertisement and considering use of employment agencies
- b) Recruiting message: what is said about the job and how it is said
- c) Applicant qualifications required: education level and amount of experience necessary
- d) Administrative procedures: the time of year recruiting is done, the follow-ups with applicants and use of previous applicant files

HR Planning Decisions	Strategic Recruiting Decisions	Decision on Recruiting sources or methods
<ul style="list-style-type: none"> <li>• How Many Employees Needed</li> <li>• When Needed</li> <li>• Knowledge, Skills and Abilities Needed</li> <li>• Special Qualifications</li> </ul>	<ul style="list-style-type: none"> <li>• Where to Recruit: Internal or External</li> <li>• Who to Recruit: Flexible Staffing Options</li> <li>• Nature of Job Requirements: Review the Job Requirements</li> </ul>	<ul style="list-style-type: none"> <li>• Advertising Choices</li> <li>• Recruiting Activities</li> </ul>

## 6.1. Recruitment Strategy

Recruiting strategy entails identifying where to recruit, who to recruit and what the job requirements will be like. A key consideration is when a certain critical position becomes vacant requiring special skills and experience. In such a scenario, the crucial decision to be made is whether to recruit from the internal existing staff or look from external market. There are advantages and disadvantages associated with promoting from within the organization (internal recruitment) and hiring from outside the organization (external recruitment) to fill the vacant post.

Recruiting source	Advantages	Disadvantages
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Internal	<ul style="list-style-type: none"> <li>• Morale of employees</li> <li>• Better assessment of abilities</li> <li>• Lower cost for some jobs</li> <li>• Motivator for good performance</li> <li>• Causes a succession of promotions</li> <li>• Knows about the organization well</li> </ul>	<ul style="list-style-type: none"> <li>• Inbreeding</li> <li>• Possible morale problems of those not promoted</li> <li>• “Political” infighting for promotions</li> <li>• Need for management-development program</li> </ul>
External	<ul style="list-style-type: none"> <li>• New “blood” brings new perspectives</li> <li>• Cheaper and faster than training professionals</li> <li>• No group of political supporters</li> <li>• May bring new industry insights</li> </ul>	<ul style="list-style-type: none"> <li>• May not select someone who will “fit” the job or organization</li> <li>• May cause morale problems for internal candidates not selected</li> <li>• Longer adjustment or orientation time</li> </ul>

## 6.2. Recruitment Procedure

The divisions and sections concerned have to identify the manpower requirement as per the approved strength and submit it to the HRAFS for approval from the Board. Once approved, all eligibility criteria have to be specified in the terms and conditions of the vacant post. Recruitment may be made either by direct appointment in the case of internal recruitment or through promotion, transfer and internal selection, subject to fulfilling the set criteria.

If it is an entry level vacancy, then it has to be announced through public media with detailed information of the required documents, qualification, experience, job responsibilities, place of posting and the contact person.

## 6.3. Selection and Appointment

All the candidates who have applied for the vacant post should be screened through academic performance, skills, abilities and experience for short-listing. The shortlisted candidates must be then contacted through the media or direct telephone calls with regard to time and date of written test or interview. The interview panel shall consist of the following members:

- a) *For Executive Secretary and Division Chiefs:* Board Members
- b) *For Section Heads:* Director, Division Chiefs and other representatives.
- c) *For other officers and support level post:* Division Chiefs and other representatives.

Once the candidate is selected, it shall then be submitted to the Executive Secretary for approval, based on the ranking of the result. The HRAFS shall notify the successful candidates along with the declaration of the selection result, reporting date and appointment information.

The Executive Secretary shall sign on the appointment letters for all types of employees containing details of the appointment date, designation, grade, reporting details, probation period, salary structure, post of posting, etc. The possible standard entry level shall be as per the **ANNEXURE VI**. In the case of specialized skills and experienced candidates who are in the list of priority for BCSEA, the management can approve one grade higher than the normal entry level to attract such professionals.

Upon receipt of the letter in duplicate signed by the candidate confirming the acceptance of the post, the HRAFS shall ensure completion of all HR formalities such as salary, taxation details, pension fund, GIS, health contributions and others. Then a detailed job description shall be prepared and signed between the candidate and the chief of the division or section concerned. The selected candidate may also be asked to sign an undertaking that he or she shall not leave BCSEA for a certain period of time owing to the sensitivity of the position.

The HRAFS shall make sure that a copy of the appointment order is sent to the division chief. All new employees shall have to undergo an orientation program or induction training to become familiar with the functions and rules of the organization. All newly appointed staff shall serve a probation period of six months before their appointment is regularized.

## **7. CONTRACT EMPLOYMENT**

Certain employees with requisite qualification, experience, skills or expertise shall be recruited on contract basis especially for certain special projects or programmes and for short-term periods where there is need of skilled professionals to assist BCSEA. The contract recruitment shall be of two types:

*Normal Contract:* A candidate to be considered for the employment on normal contract shall be appointed through open competition as per the terms and condition given in **ANNEXURE VII**.

*Lump sum contract:* In the event that there are no candidates or when candidates do not meet the requirements defined for the vacant position, BCSEA may seek candidates that meet all the requirements and directly negotiate on the salary and allowances. However, the Board shall approve such cases.

*Conversion of Status of Regular Employees to Contract:* A regular employee shall be eligible to change his/her status to contract service provided he/she has been selected during the open competition and the same has been approved by the Board. Regular employees have to resign to get into employment on contract.

## **8. PROBATION PERIOD**

A probation period of six months shall apply to all regular appointments. This period shall be viewed as a trial period for the supervisor to assess the competence, character, aptitude, discipline and suitability of the candidate. Upon completion of the probation period, employee must submit the probation completion letter and performance plan to the supervisor, and the supervisor in turn shall assess and submit the probation completion letter and the performance plan to the HRAFS.

A letter of regularization of services from the HRAFS shall be issued to the employee on the successful completion of the probation period. The service regularization of the employee shall commence from the next day after the completion of his/her probation period.

If an employee's performance is found unsatisfactory during the probation period, BCSEA reserves the right to terminate the services of such employees by giving a notice of 7 days without assigning any reason thereof. Likewise, an employee who desires to leave during the probation period may terminate his employment by giving a notice of 7 days without assigning any reason thereof.

An employee who leaves or is terminated from the service during the probation period shall not be entitled for any post retirement benefits except the contribution made to Provident Fund and Group Savings Insurance Scheme.

The salary level and allowances applicable to the regular position shall apply during the term of probation except increments and incentives. The probation period shall not be counted towards the number of years of active service except for the calculation of retirement benefits. Employees on probation shall not be entitled to any ex-country short- or long-term training programs. However, earned leave shall accrue during probation but shall not be availed, although the employee can avail casual leave calculated proportionately on a monthly basis.

## **9. LATERAL ENTRY AT HIGHER POSITION**

Vacant positions for chiefs of the divisions or section heads shall be open to competition with clear qualification guidelines, experience and responsibilities. In the event if there are no interested candidates even after advertising the post vacancies twice or the candidates who apply do not get selected for the position, the organization may identify and appoint suitable candidates subject to fulfilling the criteria.

## **10. TRAVEL**

Employees are expected to travel within the country and abroad as part of the job responsibilities as well as for training. A daily allowance shall be paid to all employees working and residing away from their normal place of work for one night or more, to compensate for the expenses incurred during the official travel and to rationalize all in-country travel and travel abroad.

Employees travelling beyond 10 kms on official duty shall be entitled to daily allowance involving night halts and half DA if the employee returns to the work station on the same day. Employees on tour shall be entitled to 100% DA if required to stay in the same place for the first 30 days and 50% DA for the next 60 days, after which it shall be treated as temporary transfer and subject to entitlements as applicable to an incumbent on temporary transfer.

An employee undertaking in-country travel for official duty or training shall be entitled to DA as per the possible entitlements below:

Level	Possible Entitlements
Executive Secretary	Lump sum amount of Nu. 1,500 or Hotel Charges including food and 20% of the DA or Hotel Charges and 50% of the DA
Director or Division Chiefs	Lump sum amount of Nu. 1,000 or Hotel Charges including food and 20% of the DA or Hotel Charges and 50% of the DA
Grade 6-8	Nu 700
Grade 9 and below	Nu 450
For all levels	DSA after 30 days: 50%; Normal salary after 60 days

An employee undertaking Ex-Country travel for official duty or training shall be entitled to:

- a) One time lump sum amount of Nu. 1,000 and USD 50 is eligible as incidental expenses to cover expenses such as taxi fare, etc. per destination involving night halts and no other expenses shall be admissible while travelling in India and Third Countries respectively.
- b) However, Visa fees and airport taxes shall be reimbursed in actual amount.
- c) Executive Secretary may claim actual incidental expenses incurred during the business trips and Deputy Secretary or Division Chiefs may claim actual incidental expenses with prior approval of the Secretary.

Executive Secretary may be entitled to Business Class transportation and other employees on Economy Class.

However, under special circumstance, Executive Secretary shall authorize any mode/class of travel for employees due to exigency of the work. Possible DSA rates are given below for travel in India. For third countries entitlements, BCSEA shall follow the RGoB rules.

#### DSA in India

Level	Possible Entitlements
Ex/ ES (3-1)	Actual expenditure + Executive Class Airfare
Grade 1 - 3	Lump sum amount of Nu. 5,000 or 20% of the DSA if local hospitality

	is provided
Grade 4 - 8	Lump sum amount of Nu. 4,500 or 20% of the DSA if local hospitality is provided
Grade 9 and below	Lump sum amount of Nu. 3,500 or 20% of the DSA if local hospitality is provided

For official travel/ training in countries other than India, DSA shall be as per the NEX Rate of the respective countries.

### **Use of Private vehicles on tour**

The Executive Secretary and all employees shall be provided with pool vehicles to go on field trips. If pool vehicles are not available, then private vehicles shall be permitted on mileage basis. Employees in Grade 8 and above shall be entitled for four wheeler vehicles, while those in Grade 9 and below shall be entitled for two wheeler vehicle or travel by public transport in the absence of the pool vehicle.

The mileage shall be claimed as per the existing rates of the government. Mileage rates could be revised from time to time based on the government revision.

To claim mileage, an employee shall produce a copy of the RSTA ownership certificate indicating that he or his spouse owns a vehicle. The distance between different places in Bhutan for the purpose of mileage claims shall be as per the RSTA approved route-distance chart.

## **11. SUCCESSION PLANNING FOR LEADERSHIP POSITIONS**

Succession planning is the process of identifying the key leadership positions within each division or sections and developing employees to assume these positions. It is a comprehensive plan to address both current and future leadership needs while maintaining the existing principles. Succession planning has the overall goal of providing “the right leadership at the right place at the right time with the right skills.”

### *Step 1: Identification of key leadership positions*

To begin the process of succession planning, key leadership positions should be identified by evaluating the impact of each position in the organization. Positions should be prioritized for succession planning based on the analysis or vacancy risk and impact.

### *Step 2 – Identify Competency, Skills and Success Factors of Leadership*

After the identification of the key positions, the next step is to document the educational qualification, experiences, key competencies, and other factors necessary for each key leadership position.

### *Step 3- Assess Current Strengths or Weaknesses*

In order to gauge the current strength, it is necessary to determine whether critical leadership positions have one person or more ready to successfully assume the role and responsibility of the position. Knowing the depth of talent within the section or division will allow leaders to focus on strategy development and measurement where it is needed. As the human resource committee (HRC) evaluates the strengths and weaknesses of the available candidate for each key position, HRC should not consider the same person for the multiple positions, especially if the position for which the organisation relies on this individual is both high impact and risk.

### *Step 4 – Design and Implement Career Development Strategies*

After identifying the appropriate person for the key positions, then attention shifts to the career development of the employees to make them eligible or potentially eligible for those positions. Then the next step is to focus on helping those employees and their managers to discuss on career development plans. Discussing and encouraging the career development of all employees is an important part of HR development.

However, for the purpose of succession planning and increasing strength in the specified areas of responsibility, the selection of a subset of employees upon which to focus career development efforts is necessary. The annual performance review session provides an excellent opportunity to begin discussions of career development goal and opportunities. Performance management is focused on the past year's goals, objectives and achievements, while the career development discussion is focused on future career opportunities.

Upon completing an employee's annual performance review, the manager should initiate a discussion about the employee's career interests, as well as career development options and possible barriers to career movement. Managers can assist employees in setting appropriate career goals by providing feedback based on observation and assessment of the employee's abilities and potential of the previous year. The assessment should be based on actual experience and observation of the employee's knowledge, skills, experience and output, and not on assumption or personal biases.

### *Step 5 – Monitor and Evaluate Strategies*

The final step in the process is monitoring and evaluating the effectiveness of strategies implemented to fill the key vacant positions with appropriate candidates. Succession planning strategies are designed to be an inclusive opportunity to increase the pool of available talented candidates for key positions and the future needs. Continuous monitoring and data collecting by HR will provide necessary information as to whether the strategies are effective for the organizational needs.

As in the previous steps, this step may be a simple assessment of the number of candidates ready to compete for key positions or as complex as doing a pre and post organizational skills assessment. At least, the measurements should identify the timetable, expected outcome, and strategy.

## **12. PROFESSIONAL DEVELOPMENT**

In order to equip the employees with appropriate knowledge, skills and competence, BCSEA shall create provisions to train all its employees through short- and long-term in-country and ex-country trainings, seminars, workshops and other academic programs. Professional development aims at retaining the best available talents and motivating the employees by enhancing their efficiency and capability to deliver quality services.

The usefulness of training can be gauged by the amount of learning that occurs and is applied in the job. The three major phases in a training system are: needs assessment phase, implementation phase and evaluation phase

*Needs Assessment Phase:* In the needs assessment phase, HRC determines the need for training and specifies the objectives of the training. Determine the types of study/training courses, locations, identify funding source, work out the expenditure involved and make travel plans.

*Implementation Phase:* Get the approval and send for training.

*Evaluation Phase:* After the completion of the training, get feedback from the employees for the training program.

BCSEA should develop a short- and long-term professional development master plan based on the training needs assessment of the divisions and sections. The annual training plans will be submitted for approval of the Management and the Board.

### **12.1. Short-term Training**

Short-term training is applicable to Counterpart Training, Attachment and Internship, Study Tour or Institutional Visit, Certificate and Diploma etc.

#### **12.1.1. Eligibility**

- a) Should have completed probation, except for in-country training programme;
- b) Should have completed at least six months since the last short-term training and one year since the last long-term training;
- c) Should not have been nominated/short-listed for another training programme, pending declaration of result;
- d) Should be a regular employee and not on contract;
- e) Should have at least six months to serve before superannuation.

#### **12.1.2. Entitlements**

- a) An employee undergoing ex-country short-term training for duration of 30 days or less shall be entitled to full DSA for the first 15 days and 50% DSA thereafter.
- b) If the duration of training exceeds 30 days, a civil servant shall be paid stipend for the entire duration.

- c) The travel time from the home country to destination shall be excluded for the purpose of calculating the total number of days for training and DSA shall be paid at the rates approved by the Government.
- d) Allowance of any form, except salary revised as allowance, shall be paid only if the training period is 30 days or less.
- e) An employee who is required to halt in transit for eight hours or more for the next flight while on training outside the country shall be paid DSA.
- f) DSA shall be paid for the actual period of halts required for processing visa and it shall be paid at the Government rates.
- g) An employee shall be reimbursed visa fee, passport fee and airport tax on production of original receipts/ documents.
- h) If an employee is provided with airfare, room and meals by the donor/ sponsor, 20% DSA shall be paid for training of 30 days or less and 20% stipend when the duration exceeds 30 days to cover incidental expenses.
- i) If an employee on training is provided with airfare and room by the donor/ sponsor, 50% DSA shall be paid for training of 30 days or less and 50% stipend when the duration exceeds 30 days to cover incidental expenses.
- j) For any in-country short-term training, an employee shall be entitled to normal TA/DA for travel and DSA/ stipend for the duration of training.
- k) Entitlement for in-country training shall be admissible only if the training is availed from an Institute recognised by the RCSC/Ministry of Labour and Human Resources.

## **12.2. Long-term Training**

Long-term training is applicable to Postgraduate courses, Undergraduate courses, Diploma or Certificate courses and attachment/ Internship/ Fellowship programmes.

### **12.2.1. Eligibility**

- a) Be a Bhutanese citizen and must have rendered a minimum of three years of service, excluding the probation period at the time of commencement of course to avail a long-term training;
- b) Be 45 years of age or below at the time of commencement of the training;
- c) Avail a maximum of three in-service long-term trainings in the entire service period or until he attains 45 years of age, whichever is earlier and not be allowed to pursue more than one degree of same level.
- d) Not be eligible during EOL and Secondment.

### **12.2.2. Entitlement**

- a) An employee on a long-term training shall be entitled to study leave;



- b) An employee who has been granted Study Leave with remuneration and benefits for any single long-term training shall be entitled to the full basic pay for a period of twelve months. When the duration exceeds twelve months, he/she shall be entitled to 50% of the basic pay for the remaining period.
- c) An employee undergoing long-term training shall be entitled to establishment allowance and stipend for the first month, and the stipend for the subsequent months if sponsored by the office.
- d) Remuneration and benefits for various modes of continuing education other than full time on campus shall be governed by guidelines prescribed by the Government.
- e) Allowance of any form, except salary revised in the form of allowance, shall not be paid during the training period, when the duration exceeds one month.

### **13. PERFORMANCE MANAGEMENT SYSTEM**

Performance management system is the systematic process to monitor employees, as individuals and members of a group, in improving organizational effectiveness in the accomplishment of the vision, mission and goals. Performance management integrates the processes used to communicate and clarify organizational goals to employees by identifying individual and team accountability for accomplishing organizational goals. Performance management is also used to assess and improve individual, team and organizational performance using appropriate tools for recognizing and rewarding the accomplishments. The objective is to establish a system for the management of employee performance, including appraisal, recognition and reward for employees, and to measure employee levels of performance against mutually agreed goals and objectives.

The Performance Management System shall have the Rating Plan such as 0 - Unsatisfactory (0-40), 1 - Satisfactory (41-50), 2 - Good (51-70), 3 - Very Good (71-85) and 4 - Outstanding (86-100).

#### **13.1. General Guidelines**

- a) Individual employee performance, as measured by individual performance management plan, will align individual performance expectations to organizational performance goals and objectives.
- b) Employee's performance will be measured using individual performance management plans that will be communicated to them, monitored and rated once a year in a fair and accurate manner. Supervisors and employees shall be both responsible for fulfilling this requirement.
- c) Employees will be given performance ratings within 45 days after the end of the performance evaluation.
- d) Employees who have established a pattern of performance that fails to meet the minimum standards of performance expectation and have been rated unsatisfactory for more than one occasion; they shall be subject to some administrative actions such as written warning, stoppage of increment and promotion.

- e) Employees who cannot be placed on a performance plan because of compensable injury, extended leave or any reason that renders appraisal under a performance plan impossible will not be given a rating for that period. The summary rating from a prior performance period will be carried forward and used as a rating of record for any subsequent performance periods.
- f) For the employees who are on training or higher studies for more than 18 months, the additional period shall not be included for the performance appraisal. In such cases, the average rating of the past two appraisals before the employee proceeded on his training shall be used as performance ratings.

Samples of performance plan and evaluation are provided in **ANNEXURE VIII** and **IX**.

### **13.2. Evaluation Process**

Performance evaluation for an employee shall be carried out once a year depending upon the promotion cycle of the employees (i.e. July or January). At the beginning of a performance appraisal cycle, each employee will sit with his/her immediate supervisor to agree on the planned activities and once again at the end of the calendar year when the planned activities are completed.

Procedures to be followed:

- a) HRAFS to inform the employees about the performance appraisal requirements.
- b) Appraisal forms to be collected from HRAFS or from the website.
- c) All the employees to fill up the appraisal form.
- d) Supervisor and the employee sit together to agree the annual activities.
- e) Completed appraisal form should be maintained with the employee as it would be reviewed during the next performance evaluation.
- f) At the time of appraisal rating, the employee should first rate himself or herself against each activity and then forward it to the respective supervisor.
- g) Once reviewed, the final rated forms are sent to HRAFS for compilation and record.

## **14. WAY FORWARD**

- a) Based on the above policy guideline and approval from the board, a detailed service rules and regulations must be drafted for BCSEA which can serve as a reference manual for HR management.
- b) In the long-term, separate document is required for succession planning, performance management system, performance-based incentive system and HR Master Plan. For this, BCSEA has to carry out detail planning in the next 3 to 5 years of its operation.



## **PART III**

### **INFRASTRUCTURE DEVELOPMENT**

#### **1. INFRASTRUCTURE DEVELOPMENT**

The establishment of adequate and relevant infrastructures is important to ensure effective delivery of services by the staff. Given that BCSEA handles sensitive examination materials and data, it will require a highly secure place to keep its documents with round-the-clock vigilance. Currently, the Secretariat is housed in a rented apartment without proper security measures. The current office space also doesn't offer a conducive work environment for the employees. Therefore, BCSEA requires an independent custom-built office for the efficient delivery of services. As reflected in the organization's 11th FY Plan Programme Profile, there is a need to carry out feasibility studies, planning and implementation strategies with regard to infrastructure development. In the 11th Plan it is envisaged that BCSEA will have its own secretariat building with all facilities.

##### **1.1. Construction of Office Building**

Following are the rationale behind constructing an office building:

- a) A huge amount of money is spent for office rent while occupying a private building which is not designed as per the requirement of BCSEA office.
- b) Being the country's only examinations and assessment body and having to handle sensitive examination data on a daily basis, BCSEA requires an independent custom-built office.
- c) BCSEA is bound to expand in terms of both staff and daily functions as it embraces full autonomy.
- d) There will be tangible and intangible benefits for the Council as well as for the employees in terms of work environment and motivation.

#### **Way forward**

There is a provision in the 11th Plan for the construction of an office building. Therefore, the following actions need to be taken up for the implementation:

- a) Decide the location of the office building including the land acquisition, either to be purchased from private individuals or leased by the government or occupy government land.
- b) Get the approval from the Board and process for clearances from the authorities concerned for the construction of the building.
- c) Hire consultants/engineers for carrying out the feasibility study, site plan and development of building designs/drawings.
- d) Get approval from the concerned authorities for construction and award contract.

### **1.2. Developing an integrated Human Resource Information System (HRIS)**

The explosion of information technology has changed the nature of HR management. Today many different types of information technology are being integrated and used to access HR-related data and communicate them to other managers and executives. It is crucial when establishing an HRIS that the system be able to support the HR strategies of the organization. Often, decisions about HRIS are made based on cost factors rather than how well the HRIS supports HR decision-making.

- a) HRIS can bring about improvement in the administrative and operational efficiency through complete information on employees and HR activities.
- b) Many HR activities can be performed more efficiently and with less paperwork if automated.
- c) When on-line data input is used, fewer forms are used and less manual record keeping is involved.
- d) Having accessible data enables HR planning and managerial decision-making based on information rather than relying on managerial perceptions and intuition.

#### **Way forward**

When deciding to establish the HRIS, the following feasibility studies and action plans need to be drawn:

- a) Carry out feasibility studies on the HR information systems available in the market along with the cost estimate and suitability to the goals and objectives of BCSEA.
- b) The proposal should be submitted to the Board along with the source of fund for their comments and approval.
- c) Identify confident and qualified IT professionals to develop HR information system as per the requirement of BCSEA.
- d) Implement the HRIS for the initial period of one year on trial basis with back-up service from the experts and train the in-house IT professionals.
- e) Implement the system providing the awareness to the employees of BCSEA.

### **1.3. Development of BCSEA website and online service system**

BCSEA must have an independent website with comprehensive information. The following could be the salient features, benefits of the website and online service system:

- a) It shall contain all the information about the agency, functions, vision, mission, goals, objectives, organogram, HR information, etc.
- b) It shall serve as an official correspondence media through email with detailed information to the external agencies, examination boards and universities.
- c) It shall be the most common form of paperless communication to inform the schools, teachers and the general public about examinations, assessments, evaluation results and other public interest-related information.
- d) It shall serve as a tool for efficient management and operation of BCSEA in terms of assessments, procurement, contracts, research and publication.
- e) It shall be the basis to integrate HR information system, online registration system and online examinations result declaration, among others.

#### **Way forward**

- a) ITS to initiate discussion with the BCSEA management team on the detailed procedures for website development and online service system.
- b) Work out a detailed implementation plan and see if the work cannot be carried out by in-house expertise, outside consultants must be hired. The source of funding and detailed estimated cost should be worked out for the work.
- c) Get approval from the Board and carry out the implementation of the system.

### **1.4. Installation of CCTV for the office Building**

Given that BCSEA handles sensitive examination data on a daily basis, it must plan for a state-of-the-art security system. It is advised that BCSEA install a CCTV system within the Secretariat building for round-the-clock vigilance.

#### **Way forward**

- a) Carry out study of the various types of CCTV-related security systems available in the market.
- b) Consult CCTV experts, suppliers and manufacturers to decide on the type of technology to be adopted.
- c) Prepare a detailed proposal with the cost estimate and the benefits of the system, then submit it to the Board for approval.
- d) Hire experts for installation and supply of CCTV system and train in-house operators responsible for monitoring of the system.

### **1.5. Establishment of library system**

The core functions of BCSEA are to conduct school examinations and certifications, assessments, research and development. Therefore, it is of paramount importance to establish a comprehensive library system within the Secretariat including the digital library system which can serve as knowledge repository for research and development. It will also maintain up-to-date information regarding transformations in the school examinations and assessment system around the world.

#### **Way forward**

- a) Explore online knowledge repository systems, educational journals, international publications on examinations and assessment.
- b) Establish links with other libraries.
- c) Make detailed implementation plan in phases along with the required budget and submit it to the Board for approval.
- d) Establish a library system with few resource books, computers and other references in the beginning and then expand.

**PART IV**

**FINANCING MECHANISM**



## 1. INTRODUCTION

The role and impact of examinations and assessments are substantially determined by the availability and appropriate allocation of financial resources. Inadequate fund poses challenges to the daily activities of BCSEA. It is estimated that about 20,000 students will be appearing Classes X and XII examinations in 2013 which will result in high expenditures while conducting national level examinations. Further, BCSEA is working towards becoming fully autonomous by mid-2013 with the objective to sustain itself and remain a financially viable organization.

In the present scenario, the major chunk of the budget goes to employee salary, examinations and assessments. BCSEA also requires resources to support testing functions such as design, development, administration, scoring, analysis and reporting. According to the Annual Education Statistics 2012, the average increase in the number of students appearing Class XII examinations is 36.45% and it is this spiralling trend that will entail additional cost for BCSEA.

Currently, BCSEA is fully subsidized by the RGoB but once it is de-linked from RCSC and the Ministry of Education, it has to function independently. Therefore, it is in this perspective that financial strategies must be explored to sustain BCSEA in the long run. BCSEA must explore ways of generating revenues through its specialized knowledge and skills, examination and assessment services, specialist training and consultancy, publications, and other products and services. It must identify strategies to raise funds from external funding sources and possible subsidies from the Royal Government of Bhutan until such time when it is in a position to sustain itself.

In the current scenario, the RGoB must continue providing annual subsidy to BCSEA. However, BCSEA on its part must immediately start exploring ways of generating revenues to meet its recurrent expenditure. The BCSEA Board must continue to “think outside the box” when it comes to exploring and ensuring funds and finance for the long-term

sustainability. Public funding or the government subsidy will continue to remain the primary source of funds for BCSEA for a long time. However, other sources might emerge in the future and no options should automatically be ruled out. While the funding sources must be diversified and new appropriate and sustainable models must be identified, BCSEA must systematize efficient operational practices for its long-term sustainability. Among others, BCSEA must embrace economies of scale and diversify funding sources. BCSEA will not be sustainable on examinations and other allied fees alone, and will need substantial government financial support on an on-going basis. Thus, BCSEA must diversify its funding sources and not put all its eggs in one basket. It must revisit and revise its allied fees structure periodically, apply for competitive funding from external sources, and develop new products and services that are easily saleable to its clients.

## **2. CORE BUSINESS AREAS**

Ever since the inception of the Bhutan Board of Examinations, it has been delivering public services with regard to school examinations and assessments under the directives of the Ministry of Education with direct subsidies from the RGoB. Hence the need for exploring areas of business for commercial purposes was not felt. However, if BCSEA is to become a self-sustaining autonomous agency, then it must start exploring ways of generating its own revenues using its expertise and experience.

The following areas are BCSEA's potential areas of business. All the services mentioned below are integral part of the functions of BCSEA and have the potential for generating small-time revenues. While some areas already bring in small amount of revenues annually, others could be possible areas of diversification for long-term income generation.

- a) Secondary School Examinations and Certification (BCSE, BHSEC, LCSCE, CE)
- b) Assessment and Monitoring (NEA, CBA)
- c) Training Services (in assessment and the use of monitoring tools)
- d) Research and Publication (in the areas of examination, assessment, quality of learning, Pupil's Performance Report)
- e) Consultancy services

## **3. MODALITY**

The primary logic for working out the funding and financing modality is to explore ways for financial viability and sustainability. However, the main objective of a financial mechanism is to determine how well BCSEA can discharge its financial and resource management responsibilities.

- a) RGoB should continue to provide subsidy to fund current and capital expenditures until such time when it is financially self sustainable.

- b) Any income or revenue that BCSEA raises from various sources including endowments, donor grants, collection of fees, research and consultancy services shall be retained by BCSEA.
- c) One of the major sources of sustained revenue for meeting the recurrent expenditure in the medium-term is the per student annual examination fee. Given that the RGoB funds all public schools, the Ministry of Education may make the payments to BCSEA directly. The private schools shall make their payments individually to BCSEA.
- d) BCSEA shall work out Short-term, Medium-term and Long-term financing strategies, mainly identifying potential sources of revenue (see **FUND RAISING STRATEGIES**).

#### **4. OPERATION**

- a) BCSEA will operate on an accrual system of accounting.
- b) BCSEA must develop its own financial policies, regulations, manuals and guidelines. Among them, most important ones are: Budget Manual, Procurement Manual and Accounting Manual.
- c) BCSEA will present financial report to the Board.
- d) All other contributions/deductions such as provident fund, GIS, health contribution, etc. will be maintained as per the financial rules.

#### **5. BUDGET**

- a. Budget Manual will set its annual budgeting process.
- b. The principal objectives of the budget shall be to:
  - i. Provide a framework for the assessment and allocation of resources, execution, monitoring and evaluation of all programmes or projects or activities under a comprehensive fiscal plan developed, authorized and executed in accordance with BCSEA laws, rules and regulations.
  - ii. Enforce effectively the various means of raising funds and cost-cutting measures.
- c. The structure of the budget shall be in accordance with the Programme Budget Model of the RGoB.
- d. Expenditures shall be classified as:

##### ***Current expenditure***

- i. Recurrent expenditure

This includes purchase of goods and services for consumption or for benefits expected for a year, namely salary, wages, pension and provident fund, medical benefits, special allowances, travel, utilities, rental of property, supplies and materials, maintenance of properties, operating expenses, retirement benefits, loan interest payments, maintenance of office

equipment and pool vehicles, printing and publication, advertisements, postage charges, transportation, etc.

*Capital expenditure*

i. Developmental capital expenditure

This includes appropriations for the acquisition of goods and services, the benefits of which goes beyond the budget period and which adds to the assets of BCSEA. Such assets are acquisition of land and buildings, land improvements, buildings and structures, etc. Other areas of developmental capital expenditure are consultancies, professional training, higher studies and study tours abroad.

ii. Non-development capital expenditure

This includes purchase of office equipment, furniture, vehicles and chadi items whose life and durability go beyond one year but do not necessarily add to the assets of BCSEA in the long run.

1. Fund receipts shall be classified broadly as:
  - a. Subsidy from the government
  - b. Fees and charges
  - c. Receipts/grants from other sources
  - d. Borrowings
  - e. Sale of publications and other products
2. Budget proposal for expenditure to be met out of the retained revenue shall be submitted to the BCSEA management for approval by HRAFS. However, budget for government subsidy shall be first presented to the BCSEA Board for discussion/review and endorsement for submission to the MoF. The MoF shall then submit the budget to the Lhengye Zhungtshog for discussion and review before submission to the National Assembly.
3. After the National Assembly passes the National Budget, the MoF shall issue a Budget Notification to provide BCSEA its approved subsidy and a timetable with the prescribed dates for submitting physical and financial plan as mandated by Public Finance Act 2007 and amendments thereto.
4. The budget execution shall start with the release of funds by the Department of Public Accounts (DPA) to an authorized bank account of BCSEA. Subject to fulfilment of the necessary release formalities by BCSEA Secretariat, the DPA shall ensure timely release of funds in order to facilitate execution of programmes and activities, which are included in the approved subsidy budget for the fiscal year. BCSEA must plan its works in such a way so as to avoid lapses of capital funds at the close of a fiscal year.

5. The subsidy releases by DPA shall consist of the following:
  - a. Current subsidy: Current subsidy is for meeting the current expenditures of regular nature, and shall be made as per the release guidelines of DPA.
  - b. Capital subsidy: Capital subsidy is for non-development capital works such as furniture, office equipment, pool vehicle, etc. and developmental capital works such as land, building and structure, etc. The fund release shall be made as per the release guidelines of DPA.
6. Incurring of unbudgeted expenditures and diversion of funds towards unauthorized activities shall constitute a budget offence, for which the Head of BCSEA and the Finance Division shall be liable and accountable.
7. The BCSEA Secretariat shall ensure that all the expenditures incurred out of the approved annual subsidy as well from retained revenue sources are made in accordance with the prescribed financial rules and regulations of BCSEA.
8. In order to give a clear picture to the policymakers of plan programs versus funding requirement/gap, the BCSEA Secretariat shall prepare five-year expenditure framework for infrastructure planning and resource mobilization. The plan so prepared shall spread over five years. The projections shall be reviewed, adjusted and rolled over to include new fiscal year.
9. Funds received from external sources in the form of grants, donations and loans must be routed through the Gross National Happiness Commission for regularization.
10. As per the Public Finance Act, the MoF shall open a CD account in the name of BCSEA where all the internally generated/mobilized funds would be deposited for regularization.
11. BCSEA shall submit a quarterly report to the MoF on government subsidies and self-generated/mobilized funds.

## **6. ACCOUNTING MANUAL**

1. BCSEA must formulate an Accounting Manual based on the following broad Principles and Objectives:

### ***a. Principles:***

- i. To adhere to universal accounting system
- ii. To adhere to the Generally Accepted Accounting Principles (GAAP)
- iii. To ensure adequate internal checks and control system

- iv. To comply with various statutory and regulatory requirements
- v. To adhere to the Bhutan Standards and Accounting System

***b. Objectives:***

- i. To project the financial health of BCSEA
  - ii. To ensure proper records keeping and accounting system
  - iii. To serve as a tool for decision making
  - iv. To make the efficient and optimum use of the available resources
  - v. To minimize misuse of limited resources
2. Amounts received and collected by BCSEA from the following sources shall form the Receipts of Funds:
- a. Subsidy from the government
  - b. Fees and charges
  - c. Receipts/ grants/ donations from other internal and external sources
  - d. Borrowings
  - e. Sale of publications and other products

## **7. FUND RAISING STRATEGIES**

### ***1. Short-term***

- a. BCSEA shall continue to receive the annual subsidy from the Royal Government of Bhutan.
- b. BCSEA shall start retaining incomes or revenues generated or raised from various sources including endowments, donor grants, fees, research and other specialist services for partial funding of activities.

### ***2. Medium-term***

- a. Introduce examination fees for schools, both public and private on per student basis. BCSEA must work out per pupil cost vis-à-vis a reasonable per pupil fee to be charged to work out an acceptable model. However, it must be understood that per pupil fee is just a fraction of income that will go toward covering the per pupil cost. Therefore, other sources of funding must be explored to close the gap.
- b. Introduce school affiliation fees (to be renewed annually) similar to license fees so that all the schools are registered with BCSEA.
- c. Start selling BCSEA publications and products.

- d. Charge fees for conducting trainings for the schoolteachers related to assessment, question paper setting, marking and other evaluation methods.
- e. Charge fees for conducting assessment and research activities as requested by the MoE, schools and other agencies.
- f. Charge fees for coordinating and conducting international tests like IELTS, TOEFL, SAT, GMAT, etc.
- g. Generate funds by conducting joint research with REC, DCRD, RUB, CBS and RIM and sign appropriate Memorandum of Understanding with them.
- h. Provide consultancy services on assessment and research-related activities.
- i. Initiate fund raising activities by visiting potential donor agencies within and outside the country.

### **3. Long-term Mechanism**

- a. Explore possibilities to bring other institutions and centres of learning under the purview of BCSEA's testing and assessment system.
- b. Establish collaborations with institutions in the upcoming Education City and other economic zones in the country.

## **8. FUNDING FOR PARTICIPATION IN REGIONAL/ INTERNATIONAL STUDIES**

Funding to participate in regional or international studies like TIMSS and PISA must be explored from abroad. Experiences show that participation of developing countries in such international assessments like TIMSS, PIRLS and PISA has often been funded by organizations like UNESCO, UNICEF, UNDP, Save the Children Fund and other international funding organizations. Therefore, BCSEA could explore possible funding opportunities with the local offices of such organizations in Bhutan.

### **I. Cost Cutting Measures**

Cost cutting measures give organizations a chance to refine or even reformulate their overall strategy by helping them identify things that are no longer strategically relevant to the organization. Therefore, cost cutting measures for BCSEA are of critical importance for its long-term sustainability.

- a. Institute a Procurement Manual to centralize procurement and achieve economies of scale. By fully optimizing procurement structures and processes, BCSEA can negotiate better prices with vendors, reduce operational cost, shorten the

procurement cycle and increase savings from prompt pay discounts. Among others, Procurement Rules and Regulations would help BCSEA to:

- i. Ensure transparency of procurement through the application of standard procurement procedures.
  - ii. Achieve economy and efficiency in the procurement of Goods, Works and Services.
  - iii. Ensure fair and equal access to suppliers, consultants and contractors for award of contracts for supply of goods, services or works.
- b. Avoid works that involve cost escalations, deviations from the original plan or change in the scope of work, where the amount involved exceeds the allocated budget.
  - c. However, if circumstances demand additional budget to meet cost escalations, work deviations, revisions of rates etc., BCSEA must manage such additional requirements through re-prioritization from within the approved programmes. If re-prioritization/adjustment within the approved budget is not possible, BCSEA may propose supplementary budget for authorization from its own revenue sources to meet the budget shortfall.
  - d. Ensure that the divisions/sections identify and apply the reasonable cost and the most effective methods (for example, optimise the number of participants, reduce duration/distance, etc.) in estimating the costs of activities and projects proposed.
  - e. Ensure that activities and projects are strictly aligned with BCSEA's approved Five-Year Plan programs.
  - f. If the budget balance is negative leading to fiscal deficit, BCSEA shall reprioritize its programs within the available financial resources.
  - g. Avoid spending or committing payments in anticipation of budget approval.
  - h. Increase operational efficiencies through economies of scale. BCSEA shall explore ways to share resources and HR among its various divisions and sections so that there is significant cost-savings through increased efficiencies.
  - i. Make effective use of IT facilities.
  - j. Set plans and targets to minimize administrative cost such as TA/DA, vehicle maintenance, utility cost, stationeries, maintenance of equipment, etc.



- k. Recruit and retain only the most relevant staff, and ensure that each staff is deployed efficiently.
- l. Avoid undertaking *ad hoc* and unplanned activities.
- m. Avoid discretionary spending.
- n. Institute and follow a compact and efficient HR approach.

## **PART IV**

### **STANDARD MOU FRAMEWORK**

**MEMORANDUM OF UNDERSTANDING  
BETWEEN  
BHUTAN COUNCIL FOR SCHOOL EXAMINATIONS AND ASSESSMENT  
AND  
COUNCIL FOR INDIAN SCHOOL CERTIFICATE EXAMINATION**

This MEMORANDUM OF UNDERSTANDING (MOU) is entered on this day of xxxxxxxx between:

**Bhutan Council for School Examinations and Assessment**, an autonomous agency, Thimphu, Bhutan (hereinafter referred to as BCSEA) on one part;

And

**Council for India School Certificate Examination**, New Delhi, India (hereinafter referred to as CISCE) on the other part;

BCSEA and CISCE shall hereinafter collectively be referred to as the “Parties” and individually as the “Party”.

**A. PURPOSE**

The purpose of this MOU is to develop cooperation between BCSEA and CISCE, and to share and support each other’s expertise through assistance in the field of school examinations, assessment and research.

**B. STATEMENT OF MUTUAL BENEFIT AND INTERESTS**

BCSEA’s benefits include an active relationship with CISCE that would provide capacity building in the areas of conducting school examinations for Class X and XII levels, school

assessments, developing questions papers and test papers, monitoring and diversification of functions of the BCSEA including research and publication.

CISCE's benefits include cooperative effort in building and improving the national level examinations and assessments by sharing each other's experiences and knowledge.

Both the Parties shall benefit through sharing of expertise, innovative ideas, and possibilities of improving the examinations and assessment systems, and ways to ensure quality and standard of assessments.

#### **C. TERM**

This MOU shall be effective from the date of signing of this MOU and shall remain in force for an initial period of xxx (e.g. three (3)) years from the date hereof. This MOU may be amended or renewed by mutual agreement of the Parties.

#### **D. TERMINATION**

Either Party may terminate this MOU at any time by giving one (1) month written notice to the other Party.

#### **E. UNDERSTANDING, AGREEMENT, SUPPORT AND RESOURCE NEEDS**

Both the Parties agree to provide support in the following areas.

##### **Joint Obligations:**

1. This MOU is the result of bilateral consultation processes between the two parties. It is understood and acknowledged by the parties that their signing of this Memorandum indicates that the document accurately reflects the points of agreement between the parties.
2. The expenses for availing each other's services and expertise shall be borne by the one who is availing the service.
3. The Parties may decide to share not only technical expertise, but also financial resources for certain special projects they may so desire to undertake together.
4. The two parties agree to hold annual consultations to oversee the implementation of this MOU.

##### **CISCE's Obligations:**

1. CISCE agrees to recognize BCSEA's Class XII examinations, known as the 'Bhutan Higher Secondary Education Certificate' and abbreviated as 'BHSEC', as equivalent to its own 'Indian School Certificate' and abbreviated as 'ISC'.
2. CISCE shall assist BCSEA to secure recognition of the 'BHSEC' by all the relevant bodies in India including requests thereto to the Universities Equivalence Committee, Central Board of Secondary Education (CBSE) and other state Councils of Higher Secondary Education in India.

3. CISCE may, on request, assist BCSEA to train Bhutanese teachers and educationists as competent examiners, question setters and in the fields of examinations and assessments.
4. Upon request of BCSEA, CISCE may from time to time avail its experts to have the question papers set and moderated as may be felt necessary to maintain comparable standards.
5. Upon request of BCSEA, CISCE may also from time to time avail its experts in the training and use of Class XII level examination data processing software.
6. At the request of BCSEA, CISCE may identify other technical and administrative agencies to provide appropriate back-up expertise to enable BCSEA to conduct its examinations and assessments.
7. BCSEA may seek assistance from the CISCE for the conduct of any other subject chosen by candidates from outside Bhutan.

**BCSEA's Obligations:**

1. BCSEA agrees to recognize CISCE's Class XII examinations, known as the 'Indian School Certificate' and abbreviated as 'ISC', as equivalent to its own 'Bhutan Higher Secondary Education Certificate' and abbreviated as 'BHSEC'.
2. BCSEA shall assist CISCE to secure recognition of the 'ISC' by all the relevant bodies in Bhutan.
3. BCSEA shall support and facilitate Indian teachers and educationists that CISCE send to Bhutan as part of professional exchange programme between the two Parties.
4. Upon request of CISCE, BCSEA may also from time to time avail its experts in the training and use of Class XII level examination data processing software.

**F. CONTACT POINT**

BCSEA and CISCE shall appoint the following focal persons to coordinate and accomplish the missions under this MOU.

BCSEA:

CISCE:

**G. NON-DISCLOSURE**

Either party may disclose ("Disclosing Party") to the other party ("Receiving Party"), in writing or in any recorded medium, information comprising or relating to its techniques, designs, contracts, financial information, future plans, clients, client data, operations, strategies, inventions, methodologies, technologies, employees, service proposals, methods of operations, procedures, products and/or services ("Confidential Information").

Any confidential information originating from any Party under this MOU shall for all intents and purposes be deemed the Intellectual Property of the disclosing Party and at all

times shall be treated as confidential by the receiving Party. The receiving Party shall not disclose any such information without obtaining the prior written approval of the disclosing Party. The obligations of the Parties under this Clause shall survive termination of this MOU for a period of 3 years from the date of disclosure.

The obligations stated in this Section shall not apply to any information which is:

1. Already known by the receiving party prior to disclosure.
2. Publicly available through no fault of the receiving party.
3. Rightfully received from a third party without a duty of confidentiality.
4. Disclosed by the disclosing party to a third party without a duty of confidentiality on such third party.
5. Independently developed by the receiving party prior to or independent of the disclosure.
6. Disclosed under operation of law.

#### **H. NO LEGALLY BINDING OBLIGATIONS**

This MOU is not intended to create legally binding obligations (with the exception of Clause G), but is a statement of bonafide intent of the Parties in respect of the collaboration contemplated.

#### **I. LIABILITY**

Neither Party shall be liable for any damages nor losses incurred by the other Party from the provisions of this MOU or any breach thereof (except for the breach of Clause G) including the termination thereof.

#### **J. ASSIGNMENT**

Neither Party shall have the right to assign any of its rights nor obligations under this MOU without prior written consent of the other Party except the assignment of rights and/or obligations to its affiliates, which has to be declared prior to such assignment.

#### **K. DISPUTE AND RESOLUTION**

Any disputes arising out of or in connection with this MOU shall be resolved amicably by consultation and negotiation between the parties.

The duly authorized representatives of the respective parties given below sign the MEMORANDUM OF UNDERSTANDING.

---

Dr. Phub Rinchen

Executive Secretary  
Bhutan Council for School  
Examinations and Assessment  
Thimphu, Bhutan

**WITNESS**

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Bhutan Council for School  
Examinations and Assessment  
Thimphu, Bhutan

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Rita Wilson

Secretary  
Council for Indian School  
Certificate Examination  
New Delhi, India

**WITNESS**

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Council for Indian School  
Certificate Examination  
New Delhi, India

**MEMORANDUM OF UNDERSTANDING  
BETWEEN  
BHUTAN COUNCIL FOR SCHOOL EXAMINATIONS AND ASSESSMENT  
AND  
ROYAL EDUCATION COUNCIL**

This MEMORANDUM OF UNDERSTANDING (MOU) is entered on this day of xxxxxxxx between:

**Bhutan Council for School Examinations and Assessment**, an autonomous agency, Thimphu, Bhutan (hereinafter referred to as BCSEA) on one part;

And

**Royal Education Council**, Thimphu, Bhutan (hereinafter referred to as REC) on the other part;

BCSEA and REC shall hereinafter collectively be referred to as the “Parties” and individually as the “Party”.

**A. PURPOSE**

The purpose of this MOU is to develop cooperation between BCSEA and REC, and to share and support each other’s expertise in the field of educational assessment, monitoring and research.

**B. STATEMENT OF MUTUAL BENEFIT AND INTERESTS**

BCSEA’s benefits include an active relationship with REC that would provide capacity building in the areas of large-scale educational assessment, monitoring and research. This particularly includes NEA and CBA.

REC’s benefits include cooperative effort in research and improving the country’s education system in the conduct of ASSL and TNA, among others.

Both the Parties shall benefit through sharing of expertise and innovative ideas in the area of assessment so as to maintain high national standards.

**C. TERM**

This MOU shall be effective from the date of signing of this MOU and shall remain in force for an initial period of xxx (e.g. three (3)) years from the date hereof. This MOU may be amended or renewed by mutual agreement of the Parties.

**D. TERMINATION**

Either Party may terminate this MOU at any time by giving one (1) month written notice to the other Party.

**E. UNDERSTANDING, AGREEMENT, SUPPORT AND RESOURCE NEEDS**

Both the parties agree to provide support in the following areas.

**Joint Obligations:**

1. This MOU is the result of bilateral consultation processes between the two parties. It is understood and acknowledged by the parties that their signing of this memorandum indicates that the document accurately reflects the points of agreement between the parties.
2. Both the parties shall endeavour not to duplicate one another's mandate. To avoid overlaps and duplications, BCSEA and REC will not conduct similar studies in the same class levels and subjects.
3. Both the parties recognize and acknowledge the importance of each other's functions, and shall endeavour to complement and supplement each other's efforts.
4. The parties may decide to share not only technical expertise, but also financial resources for certain special projects they may so desire to undertake together.
5. The expenses for availing each other's services and expertise shall be borne by the one who is availing the service.
6. The two parties agree to hold annual consultations to oversee the implementation of this MOU.

**BCSEA's Obligations:**

1. BCSEA agrees to confine its assessment mandates to the conduct of NEA and CBA.
2. BCSEA may, on request, assist REC to train its staff in the field of assessment.
3. BCSEA may seek technical assistance from REC for the conduct of large-scale national assessments.
4. Upon request of REC, BCSEA may from time to time make available its experts to review its assessment programs/ projects.
5. At the request of REC, BCSEA may identify other technical and administrative agencies to provide appropriate back-up expertise to enable REC conduct its assessments.

**REC's Obligations:**

1. REC agrees to confine its assessment mandates to the conduct of ASSL and TNA.
2. REC may seek technical assistance from BCSEA for the conduct of large-scale national assessments.
3. REC may, on request, assist BCSEA to train its staff in the field of assessment.
4. Upon request of BCSEA, REC may from time to time make available its experts to review its assessment programs/ projects so as to maintain comparable standards in the works of the parties.
5. At the request of BCSEA, REC may identify other technical and administrative agencies to provide appropriate back-up expertise to enable BCSEA conduct its assessments.



## **F. CONTACT POINT**

BCSEA and REC shall appoint the following focal persons to coordinate and accomplish the missions under this MOU.

BCSEA:

REC:

## **G. NON-DISCLOSURE**

Either party may disclose ("Disclosing Party") to the other party ("Receiving Party"), in writing or in any recorded medium, information comprising or relating to its techniques, designs, contracts, financial information, future plans, clients, client data, operations, strategies, inventions, methodologies, technologies, employees, service proposals, methods of operations, procedures, products and/or services ("Confidential Information").

Any confidential information originating from any Party under this MOU shall for all intents and purposes be deemed the Intellectual Property of the disclosing Party and at all times shall be treated as confidential by the receiving Party. The receiving Party shall not disclose any such information without obtaining the prior written approval of the disclosing Party. The obligations of the Parties under this Clause shall survive termination of this MOU for a period of 3 years from the date of disclosure.

The obligations stated in this Section shall not apply to any information which is:

1. Already known by the receiving party prior to disclosure.
2. Publicly available through no fault of the receiving party.
3. Rightfully received from a third party without a duty of confidentiality.
4. Disclosed by the disclosing party to a third party without a duty of confidentiality on such third party.
5. Independently developed by the receiving party prior to or independent of the disclosure.
6. Disclosed under operation of law.

## **H. NO LEGALLY BINDING OBLIGATIONS**

This MOU is not intended to create legally binding obligations (with the exception of Clause G), but is a statement of bonafide intent of the Parties in respect of the collaboration contemplated.

## **I. LIABILITY**

Neither Party shall be liable for any damages nor losses incurred by the other Party from the provisions of this MOU or any breach thereof (except for the breach of Clause G) including the termination thereof.

## **J. ASSIGNMENT**

Neither Party shall have the right to assign any of its rights nor obligations under this MOU without prior written consent of the other Party except the assignment of rights and/or obligations to its affiliates, which has to be declared prior to such assignment.

#### **K. DISPUTE AND RESOLUTION**

Any disputes arising out of or in connection with this MOU shall be resolved amicably by consultation and negotiation between the parties.

The duly authorized representatives of the respective parties given below sign the MEMORANDUM OF UNDERSTANDING.

---

Dr. Phub Rinchen

Executive Secretary  
Bhutan Council for School  
Examinations and Assessment  
Thimphu, Bhutan

**WITNESS**

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Dr. Sonam Wangyel Wang

Director  
Royal Education Council  
Thimphu, Bhutan

**WITNESS**

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Bhutan Council for School  
Examinations and Assessment  
Thimphu, Bhutan

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Royal Education Council  
Thimphu, Bhutan

**MEMORANDUM OF UNDERSTANDING  
BETWEEN  
BHUTAN COUNCIL FOR SCHOOL EXAMINATIONS AND ASSESSMENT  
AND  
MINISTRY OF EDUCATION**

This MEMORANDUM OF UNDERSTANDING (MOU) is entered on this day of xxxxxxxx between:

**Bhutan Council for School Examinations and Assessment**, an autonomous agency, Thimphu, Bhutan (hereinafter referred to as BCSEA) on one part;

And

**Ministry of Education**, Thimphu, Bhutan (hereinafter referred to as MoE) on the other part;

BCSEA and MoE shall hereinafter collectively be referred to as the “Parties” and individually as the “Party”.

#### **A. PURPOSE**

The purpose of this MOU is to develop cooperation between BCSEA and MoE, and to share and support each other’s expertise in the field of educational assessment, monitoring and research.

#### **B. STATEMENT OF MUTUAL BENEFIT AND INTERESTS**

BCSEA’s benefits include an active relationship with MoE that would provide better coordination, knowledge sharing and research activities.

MoE’s benefits include cooperative effort in educational assessment, monitoring, research and overall improvement in the country’s educational system.

Both the Parties shall benefit through sharing of expertise and innovative ideas in the area of assessment so as to maintain high national standards.

#### **C. TERM**

This MOU shall be effective from the date of signing of this MOU and shall remain in force for an initial period of xxx (e.g. three (3)) years from the date hereof. This MOU may be amended or renewed by mutual agreement of the Parties.

#### **E. TERMINATION**

Either Party may terminate this MOU at any time by giving one (1) month written notice to the other Party.

#### **E. UNDERSTANDING, AGREEMENT, SUPPORT AND RESOURCE NEEDS**

Both the parties agree to provide support in the following areas.

#### **Joint Obligations:**

1. This MOU is the result of bilateral consultation processes between the two parties. It is understood and acknowledged by the parties that their signing of this memorandum indicates that the document accurately reflects the points of agreement between the parties.
2. The expenses for availing each other’s services and expertise shall be borne by the one who is availing the service.
3. Both the Parties shall endeavour not to duplicate one another’s mandate. To avoid overlaps and duplications, BCSEA and MoE will not conduct similar studies in the same class levels and subjects.
4. Both the Parties recognize and acknowledge the importance of each other’s functions, and shall endeavour to complement and supplement each other’s efforts.
5. The MoE and BCSEA shall jointly commission large-scale impact studies to further improve the quality of education in the country.

6. The Parties may decide to share not only technical expertise, but also financial resources for certain special projects they may so desire to undertake together.
7. The two parties agree to hold annual consultations to oversee the implementation of this MOU.

**BCSEA's Obligations:**

1. BCSEA agrees to confine its role to examination and assessments of the schools.
2. BCSEA may seek technical assistance from MoE in its research efforts.
3. Upon request of MoE, BCSEA may from time to time make available its experts to review education curriculum and assessments.
4. At the request of MoE, BCSEA may identify other technical and administrative agencies to provide appropriate back-up expertise to enable MoE to improve educational standards.
5. BCSEA may assist, on request, MoE to train its staff in the field of examinations and assessment.

**MoE's Obligations:**

1. MoE agrees to confine its functions as a Ministry for overall management of education and assist BCSEA in the conduct of examinations in the country.
2. MoE may seek technical assistance from BCSEA for the conduct of large-scale national examination and assessments.
3. Upon request of BCSEA, MoE may from time to time make available its experts to review its examination and assessment programs so as to maintain educational standards.
4. At the request of BCSEA, MoE may identify other technical and administrative agencies to provide appropriate back-up expertise to enable BCSEA to conduct its examinations and assessment.
5. MoE may assist, on request, BCSEA to train its staff in the field of monitoring the quality of education.

**F. CONTACT POINT**

BCSEA and MoE shall appoint the following focal persons to coordinate and accomplish the missions under this MOU.

BCSEA:

MoE:

**G. NON-DISCLOSURE**

Either party may disclose ("Disclosing Party") to the other party ("Receiving Party"), in writing or in any recorded medium, information comprising or relating to its techniques, designs, contracts, financial information, future plans, clients, client data, operations,

strategies, inventions, methodologies, technologies, employees, service proposals, methods of operations, procedures, products and/or services ("Confidential Information").

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#### **I. LIABILITY**

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#### **J. ASSIGNMENT**

Neither Party shall have the right to assign any of its rights nor obligations under this MOU without prior written consent of the other Party except the assignment of rights and/or obligations to its affiliates, which has to be declared prior to such assignment.

#### **K. DISPUTE AND RESOLUTION**

Any disputes arising out of or in connection with this MOU shall be resolved amicably by consultation and negotiation between the parties.

The duly authorized representatives of the respective parties given below sign the MEMORANDUM OF UNDERSTANDING.

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Dr. Phub Rinchen

Executive Secretary  
Bhutan Council for School  
Examinations and Assessment  
Thimphu, Bhutan

**WITNESS**

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Sangay Zam

Secretary  
Minister of Education  
Thimphu, Bhutan

**WITNESS**

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Bhutan Council for School  
Examinations and Assessment  
Thimphu, Bhutan

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Ministry of Education  
Thimphu, Bhutan

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### **ANNEXURE I: SWOT Analysis questions**

A SWOT analysis, also known as SWOT Matrix, is a structured planning tool used to understand and evaluate the Strengths, Weaknesses, Opportunities, and Threats involved in a business or in an organization. It involves stating the objective of the business/organization and identifying the internal and external factors that are either supportive or unfavorable to achieving that objective.

A SWOT analysis can be useful in understanding an organization or situation and decision-making for all sorts of situations. Therefore, in order to comprehensively understand the climate of BCSEA for the purpose of reviewing the Strategic Framework, the consultants carried out the following SWOT Analysis.

#### **Sample Questionnaire**

##### **1. Vision Statement**

(The vision statement describes what the organization would look like in future. The strategic vision statement provides direction and inspiration for organizational goal setting.)

a. What would BCSEA be in 10 years from now?

b. What do you think should be the ideal vision statement of BCSEA?

##### **2. Mission Statement**

(The mission statement is a broad description of what we do, for whom we do it, our distinctive competence and why we do it, our ultimate end.)

a. Is the existing mission statement clear in today's operating environment? If not provide the alternatives.
b. Do you have any specific questions or concerns with respect to the mission statement?
c. Does the mission statement duplicate the mission of any other organization? If so, what should we do about it?
d. Considering the answers to these questions, how, if at all, should the mission statement be changed?

#### **4. Values and principles**

Core values are traits or qualities that are deeply held beliefs that represent organization's highest priorities. Core values define what your organization believes and how you want your organization resonating with and appealing to employees and the external world.

a. Do you think present core values and principles reflect who you are, what you believe, and where you want to be going forward? Comment.
b. Do you think the workplace is aligned with the goals and objectives of the organization? Comment.
c. What do you think are BCSEA's fundamental values and principles in order to fulfil the long-term goal of sustaining itself and functioning as an autonomous agency?

#### **5. External factors influencing the organization**

(Identify and assess changes and trends around the organization which is likely to have significant impact over the next 5-10 years. Look at trends in the following areas: Political, Economic, Technological, Social and Competitive.)

a. Based on the above factors, kindly list the external factors influencing BCSEA.
b. List out threats which influences or limits the growth of BCSEA?
c. List out opportunities that lie ahead if BCSEA becomes fully autonomous.
d. Who are the organization's key stakeholders?
e. What are the needs, perceptions and service expectations of each stakeholder?
f. What are the emerging trends in assessment and evaluation of the students?
g. What are the implications for the organization, how should the organization respond to these changes and trends?



**6. Internal factors influencing the organization**

(Assess the internal structure, processes and operations of the organization and based on this assessment, pinpoint strengths and weaknesses. Areas include: organizational personnel, physical facilities and equipment, use of technology, location, financial condition, management, board governance, special programs and services, markets and market position.)

a. Based on the above factors, kindly arrange to list the internal factors influencing BCSEA.

h. List out weaknesses that influence or limit the growth of BCSEA?

**7. Critical issues**

(Identify critical strategic issues facing the organization. Critical issues are fundamental policy or program concerns that define the most important situations and choices an organization faces now and in the future.)

a. The external changes and trends having the greatest positive and/or negative impact on the organization.

b. Major changes and trends in the needs, perceptions and service expectations of stakeholders.

c. Internal strengths and weaknesses of the organization that will seem to have an impact in the future.

## **ANNEXURE II: SWOT ANALYSIS**

The SWOT analysis of BCSEA is described below:

### **Strengths**

- ❖ Use of IT systems in place and opportunities for strengthening the systems.
- ❖ Presence of experienced officers and subject specialists who can coordinate the examinations and assessment processes.
- ❖ Organization's plan to invest in the examinations and assessment-related IT systems.
- ❖ Existence of established network facilitating the smooth and efficient conduct of examinations.
- ❖ Public confidence in the certification system.
- ❖ Recognition of the BCSEA certification system in the region.
- ❖ Availability of reliable management system.
- ❖ Motivated, committed and hard working staff.
- ❖ Sole examinations and assessment agency in the country.

### **Weaknesses**

- ❖ Manual methods in use while setting question papers.
- ❖ Evaluations are conducted manually.
- ❖ Quality control checks are not systematic and standardized.
- ❖ Lack of systematic standards in reviewing of the assessment schemes and formats regularly.
- ❖ High costs for conducting examinations and subsequent evaluation camps.
- ❖ Lack of proper storage facilities for examination materials.
- ❖ Poor road infrastructure, landslides, weather conditions and geographical terrains.
- ❖ Insufficient human resources for administration and management of the examinations and assessment.
- ❖ Lack of enough in-house experts in setting question papers and conducting examinations at the higher education levels.
- ❖ Resistance to change.
- ❖ Control over the resource management and mobilization.
- ❖ Lack of professionalism and work attitude among staff.
- ❖ Lack of budget for infrastructure development.
- ❖ Bureaucratic hurdles in getting approvals from the authorities.

- ❖ Inadequate incentives to retain talented staff.
- ❖ Lack of resources to invest in technologies, research and development.
- ❖ Inadequate linkages with similar institutions abroad.
- ❖ Lack of adequate knowledge about the latest innovations in examinations and assessment.

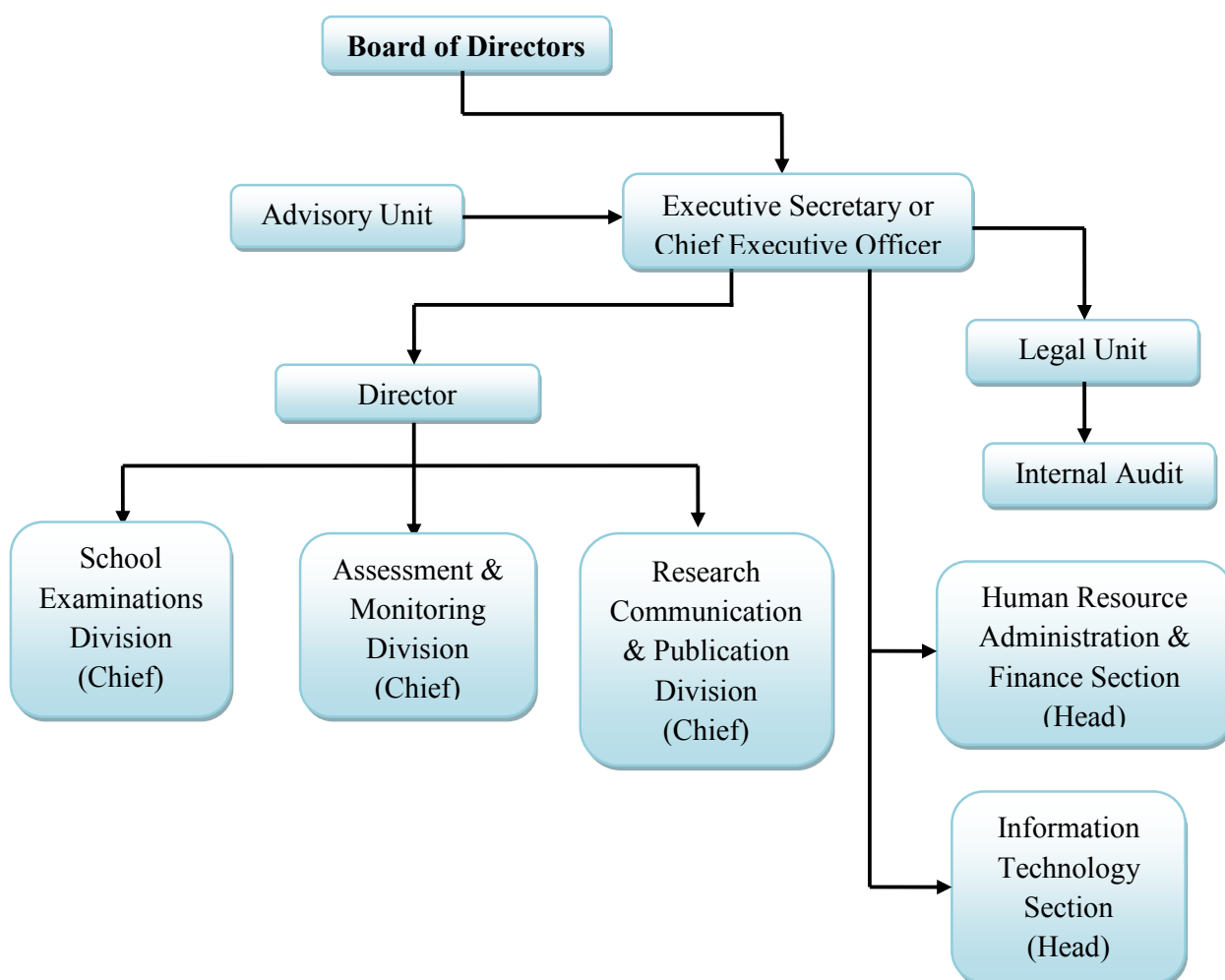
## **Opportunities**

- ❖ Collaboration with various stakeholders during examinations and test development cycles.
- ❖ Availability of adequate qualified human resources in the teaching fraternity to engage in examinations and assessment.
- ❖ Institutional and industrial linkages and affiliations in the country, region and abroad.
- ❖ Harness examinations registration processes online.
- ❖ Availability of countrywide banking network that could be used for fees collection.
- ❖ Existence of organizations and institutions with competencies and skills to render support services to BCSEA.
- ❖ Opportunity to conduct university examinations, civil service examinations and other international level capability assessments and competency tests.

## **Threats**

- ❖ Financial constraints, including the inability to adequately compensate the examiners or subject specialist.
- ❖ Unforeseen eventualities such as involvement in accidents and thefts in transit during the distribution of examinations materials.
- ❖ Security challenges, as there are increasing temptations to temper or leak the exam papers.
- ❖ Small size of the economy and overstretched resources.
- ❖ Forging and counterfeiting of certificates leading to erosion of confidence.
- ❖ Threats from natural and man-made disasters.
- ❖ Danger of loss of records due to ageing of paper and other unforeseen circumstances.
- ❖ Breach of confidentiality may threaten the integrity of examinations and assessments.
- ❖ Government policy intervention to abolish lower and middle secondary school examinations in future.
- ❖ Conflict of interest.
- ❖ Lack of professionalism among staff members.
- ❖ Continuity of technical leadership.
- ❖ Non-conducive work environment.

### ANNEXURE III: Proposed Organogram



#### ANNEXURE IV: Existing staff of BCSEA

Sl. No	Designation	Existing
1	Executive Secretary	1
2	PA to Secretary	0
3	Controller of Examinations	1
4	Executive Specialist	1
5	Chief Monitoring Officer	1
6	Subject Coordinators/Specialists	9
7	Examination Monitoring Officers	5
8	Chief Research Officer	1
9	Research Officer	1
10	ICT Officers	2
11	ICT Technical Associate	3
12	HR/ Admin Officer	1
13	Accounts Officer	1
14	Accounts Assistant	1
15	Admin Assistants	4
16	Messenger	1
17	Receptionist	1
18	Temporary Night Guard	1
19	Temporary Sweeper	1
20	Drivers	2
	<b>Grand Total</b>	<b>38</b>

### ANNEXURE V: Basic Salary Structure Sample (Upon full autonomy)

Existing Salary Structure				With 15% Increase <sup>1</sup>			With 25% Increase <sup>2</sup>		
Grade	Min	Inc.	Max	Min	Inc.	Max	Min	Inc.	Max
1	45,860	915	59,585	52,739	1,052	68,523	57,325	1,144	74,481
2	38,475	770	50,025	44,246	886	57,529	48,094	963	62,531
3	32,520	650	42,270	37,398	748	48,611	40,650	813	52,838
4	25,610	510	33,260	29,452	587	38,249	32,013	638	41,575
5	22,620	450	29,370	26,013	518	33,776	28,275	563	36,713
6	19,830	395	25,755	22,805	454	29,618	24,788	494	32,194
7	17,660	355	22,985	20,309	408	26,433	22,075	444	28,731
8	14,460	290	18,810	16,629	334	21,632	18,075	363	23,513
9	13,305	265	17,280	15,301	305	19,872	16,631	331	21,600
10	12,055	240	15,655	13,863	276	18,003	15,069	300	19,569
11	11,015	220	14,315	12,667	253	16,462	13,769	275	17,894
12	9,775	195	12,700	11,241	224	14,605	12,219	244	15,875
13	9,045	180	11,745	10,402	207	13,507	11,306	225	14,681
14	8,580	170	11,130	9,867	196	12,800	10,725	213	13,913
15	8,060	160	10,460	9,269	184	12,029	10,075	200	13,075
16	7,325	145	9,500	8,424	167	10,925	9,156	181	11,875
17	6,805	135	8,830	7,826	155	10,155	8,506	169	11,038
GSC-I	6,465	130	8,415	7,435	150	9,677	8,081	163	10,519
GSC-II	6,155	125	8,030	7,078	144	9,235	7,694	156	10,038

Note:

1. If considered 15% increase from the existing basic salary, once BCSEA becomes fully autonomous
2. If considered 25% increase from the existing basic salary, once BCSEA becomes fully autonomous

### ANNEXURE VI: Entry Level Grade (Illustration)

Qualification	Category of Designation	Grade	Remarks
Minimum Master's Degree with 15 years experience and 3 years in Executive level	Executive Secretary	2	
Minimum Master's Degree with 10 years experience and 3 years in executive level	Director/Specialist	4	
Minimum Bachelor's Degree with 10 years experience in the relevant field	Division Chief	5	
Professional Bachelor's (3 years bachelor's degree with teaching experience)	Subject Coordinators, IT Officers, IT Engineer, Legal Officer, etc.	7	
University Graduate + 1 year PG training with teaching experience	HR Officer, Monitoring Officer	8	
Fresh University Graduates	Asst. HR Officer, Asst. Accounts Officer, Asst. Monitoring Officer, etc.	9	1 year in grade 9 and upgrade to grade 8
Class XII pass + (2 years Diploma in IT)	Admin Assistant, Assistant Accountant, ICT Technician, etc.	10	
Class X pass + 2 years ICT training or Class XII pass	Office Secretary, Accounts clerk, Office clerk, etc.	13	
Class X pass	Receptionist, Helper, Messenger, etc.	15	
Class VIII pass	Driver, Night Guard, Messenger, etc.	GC	

### ANNEXURE VII: Employee Contract Terms and Conditions (Sample)

Contract Employees shall be appointed in the corresponding pay scale of the respective entry grade with Contract Allowance of 30% on the basic pay.

Contract employees shall be entitled to the following:

- a. Annual Increment on basic pay based on performance
- b. Payment of gratuity on basic pay for every year of completed service
- c. TA/DA for official duties at the rate applicable to the respective grades as per the organization's rules
- d. Insurance cover and transfer benefits as per rules
- e. Leave entitlements including Casual Leave, Earned Leave, Leave Encashment and Leave Travel Concession (LTC) as per rules
- f. Incentives based on the performance as per the targets assigned
- g. Medical claims, Provident Fund contribution, Transfer Grant and Carriage charges as per rules at the end of final completion of contract service

However, contract employees shall bear own taxes such as Personal Income Tax, health contribution and any other statutory deductions as per the existing rules of the RGoB.

#### **General Terms and conditions**

- a. Initial appointment shall be for three years and the term extendable by two years at a time, on mutual understanding or agreement between the Employer and the Employee. The term extension should be notified one month in advance of the term expiry.
- b. Shall abide by the terms and conditions specified in the contract agreement and code of conduct of BCSEA.
- c. Liable to be posted or transferred to any division or section but shall not be placed on probation.
- d. Contract renewal or extension shall be granted to the employee only in case there is a requirement of the service and the performance has a clear service history which shall not contain any record of indiscipline, adverse reports, misdemeanours, financial dishonesty, or any act that is considered a violation of the code of conduct.
- e. Performance rating shall be also an important criterion for contract extension.
- f. Approval for all extensions shall be sought from the Board.
- g. Shall not be indispensable to BCSEA and hence is liable to be removed from service at any time whenever the service is not required.
- h. The appointment is terminable on a 30 days' notice or payment of one month's pay in lieu thereof by either intending party.
- i. Any other matter not covered by these terms and conditions will be as per the decision of the Management or the Board if required.

#### **ANNEXURE VIII: Performance Plan (Sample)**

Name:	Designation:	Grade:
Office:	Division:	Evaluation Unit:
Date of Joining Service:	Appraisal Period:	



Name of Supervisor:	Designation:
Name of Reviewer:	Designation:
List of Activities/Targets to be reviewed during the appraisal period	
<b>Tick as appropriate below:</b> <input type="checkbox"/> I have discussed and understood the Performance Plan and agree to the Activities or Targets on which my performance would be evaluated during the Appraisal Period. <input type="checkbox"/> The Performance Plan has not been understood by me and I do not agree to the Activities or Targets on which my performance would be evaluated during the Appraisal Period. The same may be forwarded to the Reviewer for consideration and appropriate modification.	
Signature of Employee	Signature of Supervisor      Date
<input type="checkbox"/> The Performance Plan was discussed with the employee and modified as initialled above and the same has been understood agreed upon by the employee to the Activities or Targets on which performance would be evaluated during the Appraisal Period.	
Signature of Employee	Signature of Supervisor      Date

#### ANNEXURE IX: Performance Appraisal Form (Sample) Year...

Name:	Designation:	Grade:
Office:	Division:	Evaluation Unit:
Date of Joining Service:	Appraisal Period:	
Name of Supervisor:	Designation:	
Name of Reviewer:	Designation:	
List of Activities carried out during the appraisal period		

No.	Competency and KPIs	Self Rating	Supervisor Rating	Comments
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1	Work output-10			
2	Quality of work output-10			
3	Financial Management -15			
4	Human Resource Management-10			
5	Interpersonal Relationship-10			
6	Customer Orientation-10			
7	Communication-10			
8	Change Management, Planning & Initiative-15			
9	Team work-5			
10	Integrity and Trust-5			
Please specify any other specific achievement during Appraisal Period that is not covered above				
Employee Comment				
Supervisor Comment				
Please specify any factors that may have impeded performance during the Appraisal Period				
Employee Comment				
Supervisor Comment				
Skills that may not have been utilized during the Appraisal Period				
Employee Comment				
Supervisor Comment				
Progress against previously identified training & development needs				
Development Areas Progress, Special Training or Courses				
Development & Training priorities for next Appraisal Period				
Employee Signature		Supervisor Signature		Date
Reviewer Signature		Date		
Reviewer Comment				

### ANNEXUE X: Fund Projections and Sources of Fund (Illustration)

Budget projections for the next five years period (2013 to 2018)						
Budget provisions	2012-2013	2013-2014	2014-2015	2015-2016	2016-2017	2017-2018
Pay and allowances	5.465	5.465	11.838	12.609	17.790	17.790
Employee benefits and administration	5.363	5.363	10.040	12.000	12.000	12.000
Confidential printing and institutional linkages	0.500	0.550	0.605	0.666	0.732	0.805
Board meeting	0.080	1.280	2.380	4.480	4.480	4.480
Answer script marking	45.700	47.985	50.384	52.903	55.549	58.326
COBSE Subscription fee	0.025	0.025	0.025	0.025	0.025	0.025
Test development training	2.000	2.100	2.205	2.315	2.431	2.553
Examination coordination	0.630	0.662	0.695	0.729	0.766	0.804
National Education Assessment	2.000	2.000	2.100	2.000	2.250	2.200
Developing competency based testing	1.800	1.800	1.815	1.820	1.835	1.845
General provisions	0.224	0.250	0.256	0.278	0.285	0.295
Research and publications		0.220	0.234	0.225	0.275	0.280
Training and development		0.280	0.295	0.320	0.310	0.295
<b>Total</b>	<b>63.787</b>	<b>67.980</b>	<b>82.872</b>	<b>90.371</b>	<b>98.727</b>	<b>101.698</b>

Total fund requirement when only the private schools are going to pay the fees or charges						
Budget provisions	2012-2013	2013-2014	2014-2015	2015-2016	2016-2017	2017-2018
RGoB Financing	63.787	67.980	73.347	78.956	84.670	83.862
Grants			0.220	0.260	0.420	0.850
School affiliation fees			1.360	1.360	1.520	1.600
Examination registration fees			0.800	0.800	0.880	0.880
Examination paper fees			6.400	6.400	7.040	7.040
Conducting training, workshops, seminars etc			0.080	0.160	0.162	0.210
Research and publications			0.040	0.060	0.080	0.124
Consulting services			0.820	0.950	1.080	1.214
Aptitude and capability test (IELTS,TOEFL etc)				1.650	3.250	6.728
Other services		0.020	0.025	0.035	0.045	0.040
<b>Total</b>	<b>63.787</b>	<b>68.000</b>	<b>83.092</b>	<b>90.631</b>	<b>99.147</b>	<b>102.548</b>

Note: Private Schools-17 (LSS,MSS,HSS) and 8,000 students studying in these schools in 2012

Assuming that the government schools need not have to pay the fees

Total fund requirement when both the private and govt. schools are going to pay the fees or charges						
Budget provisions	2012-2013	2013-2014	2014-2015	2015-2016	2016-2017	2017-2018
RGoB Financing	63.787	67.980				
Grants			0.220	0.260	0.420	0.850
School affiliation fees			16.000	16.160	16.160	16.400
Examination registration fees			12.266	12.266	13.493	13.493
Examination paper fees			98.130	98.130	107.943	107.943
Conducting training, workshops, seminars etc			0.080	0.160	0.162	0.210
Research and publications			0.040	0.060	0.080	0.124
Consulting services			0.820	0.950	1.080	1.214
Aptitude and capability test (IELTS,TOEFL etc)				1.650	3.250	6.728
Other services		0.020	0.025	0.035	0.045	0.040
<b>Total</b>	<b>63.787</b>	<b>68.000</b>	<b>127.581</b>	<b>129.671</b>	<b>142.6326</b>	<b>147.002</b>

Note: Private Schools-17 (LSS,MSS,HSS) and 8,000 students studying in these schools and 183 Govt. Schools and 114,663 students studying in the Govt. Schools in 2012

Assuming that the both the government and private schools have to pay the fees

