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Royal Institute for Governance and Strategic Studies

RESEARCH REPORT

What Motivates Young Civil Servants in Bhutan

February 2022



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Research Team:

1. Lilly Yangchen, Assistant Research Officer
2. Sonam Lhamo, Programme Officer
3. Tshering Phuntsho, Senior Research Officer

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For permission and information, please contact the following:

Mailing Address:

Royal Institute for Governance and Strategic Studies (RIGSS)

Phuentsholing, Bhutan

Postal Code: 21001

Telephone: +975 5 252447

Email: info@rigss.bt

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Executive Summary

The subject of workplace motivation, especially for millennials, is becoming more relevant both globally and in Bhutan. Research shows that employee motivation affects the overall productivity and efficiency of the organisation. As the millennial generation begins to constitute the majority of the workforce all around the world, studies have emphasised their traits and preferences at the workplace to manage and motivate them better. Such findings and examinations are equally applicable in the Bhutanese Civil Service, which has a high concentration of young people falling in the millennial category (about 53 per cent of its total strength). This study aims to determine what motivates these young civil servants in Bhutan, in an attempt to contribute to the civil service reform in the country as commanded by His Majesty The King in the Royal *Kasho*.

For this research, civil servants aged 35 years and below, with a minimum academic qualification of a Bachelor's degree, are considered "young civil servants." This age limit is appropriate for this study set against the backdrop of understanding the traits of the millennial generation. Several favourable attributes are associated with millennials at the workplace, most notably their impact-oriented and open-minded nature and their ability to bring in fresh perspectives. Their high potential and positive traits are an added value to their workplace when they join service. Further nurturing their morale and motivation will only benefit the organisations. Similarly, in the context of the Bhutanese Civil Service, the young civil servants, by virtue of being selected through a very rigorous and competitive process, are considered to have the aspiration, aptitude and energy to contribute immensely to nation-building. However, their motivation cannot be sustained without institutional mechanisms and good leadership, which appear to be a substantial challenge in the current system.

The key to the success of any organisation is to attract, meaningfully engage, constantly nurture, inspire and

motivate their employees. These efforts are pertinent to leverage the employees' full potential and to prevent burnout, complacency and backsliding. For the Civil Service, a concerning issue remains in retaining and fostering the motivation level of the employees after they join service. For instance, as per the Civil Service Statistics 2020 published by the Royal Civil Service Commission (RCSC), a total of 1,084 civil servants reportedly got separated from the Civil Service in 2020 compared to 472 in 2015, accounting for about a 129 per cent increase in the last six years (RCSC, 2015). Voluntary resignation constituted over 50 per cent of these figures each year.

This study incorporates an online survey of young civil servants as the main component of the research, built on the structure and methodology explored in the various literature reviews. The questionnaire uses a factor-based approach to present a set of 18 workplace motivational factors and an additional 20 leadership attributes for respondents to rate on a five-point Likert scale. By using these factors and attributes, the survey investigates three main questions:

- i. *How significant are the identified workplace factors for respondents' motivation?*
- ii. *To what extent do respondents agree that these factors exist at their workplace?*
- iii. *How do the respondents rate their immediate supervisor based on the selected leadership attributes?*

From the total 3,009 respondents, over three-quarters reported that they were motivated, while the remaining 23 per cent said they were not motivated. However, on a five-point scale, more than half of the respondents who said they were motivated rated their motivation level at 3 or below. Slightly over 27 per cent of the respondents rated their current motivation level at a 4, while only about 7 per cent rated 5 out of 5.

While the respondents perceived all 18 factors to be significant for their motivation, the top five among them were *Positive Impact, Team, Leadership, Engagement, and Work Output*. The factors' prevalence was analysed based on the respondents' self-rating of their motivation – whether they were motivated or not – to determine the factors likely causing their motivation (or lack thereof). For those respondents who said they were not motivated, *Career Advancement, Recognition, Office Ambience, Feedback System, and Freedom* were the five least prevalent factors at their workplace. The research developed a Significance-Prevalence analysis framework to determine the factors affecting motivation and propose measures to better manage and support the young civil servants in Bhutan. The framework highlights, among others, the factors in the 'Priority quadrant' that have high significance but low prevalence for those respondents who said they were not motivated. These factors include the five least prevalent factors mentioned above and *Leadership*. Hence, there is a need to strategise and innovate new approaches to address the lack of motivation caused by such systemic and leadership deficiencies.

Since leadership was prominently emphasised in the literature review and preliminary survey, a section of this research separately assessed the prevalence of good *Leadership* as a motivational factor among the respondents' immediate supervisors. Respondents rated their supervisors based on the leadership attributes adopted from RCSC's Leadership Capability Framework (LCF). Among those respondents who said good *Leadership* was prevalent at their workplace, the best-rated attributes were *Supportive and Approachable, Shows Compassion and Kindness, Professional, Communicates Clearly and Demonstrates Self-awareness*. On the other hand, among those who said good *Leadership* was not prevalent, the most poorly-rated leadership attributes were *Sensible Risk-taker, Good Listener, Collaborative, Problem Solver, and Objective and Meritocratic*. Agencies and leaders alike must leverage the top-rated attributes while managing the young civil servants and prioritise improving the poorly-rated attributes through leadership development programmes and other initiatives.

1. Introduction

1.1. Background

The Civil Service in Bhutan has a high concentration of young people - born between the mid-1980s and late 1990s - commonly categorised as the millennial generation. Specifically, there are 16,590 civil servants between the ages of 20 and 35 in Bhutan, who constitute about 53 per cent of the Civil Service's total strength (Royal Civil Service Commission, 2020). This pattern follows the growing global trend of millennials comprising the largest cohort of the overall workforce in the 21st century (Cox, 2016). A young and dynamic working population provides a unique opportunity for any workplace to adapt and thrive in a world that is constantly evolving.

The high potential and positive traits associated with millennials are an added value to their workplace when they join service. Although the notion of generational distinctions based on "arbitrary birth date categories" may seem oversimplified, there is a consensus that social and cultural trends of the time can affect one's perception of "central issues like work" (Harrington et al., 2016, p. 3). Millennials are a generation that has "grown up around technology," and organisations employing them could draw on their aptitude as technology is becoming increasingly important in all areas of the job sector ("5 Key Benefits of Hiring Young People," n.d). Several other favourable attributes are observed among this group of people who are more impact-oriented, open-minded, and able to bring in fresh perspectives (Hannus, 2016). A 2008 Harvard study also revealed that 60 per cent of the millennials wanted to help the country through public service (Myers & Sadaghiani, 2010). Similarly, the young people entering the Bhutanese Civil Service are considered to have the aspiration, potential and energy to contribute to nation-building, which must be nurtured effectively.

Bhutan's civil servant to population ratio is 1:24, meaning that each of the 31,267 civil servants can attend to 24 people in the country (RCSC Annual Report, 2021). Thus, proper mentoring and motivation among the young civil servants would ensure more

efficient public service delivery. The civil servants aged 35 years and below are only at their foundational or mid-career levels, having been part of the system for possibly not more than 15 years. They would assume notable and essential leadership roles in the Civil Service within the next decade or so. This young group is part of a new generation that upholds "different values, norms, beliefs, perceptions of the world and priorities" compared to their seniors at the workplace (Bernotaite, 2013, p. 2). Therefore, organisations can better cater to their needs to sustain motivation and enthusiasm over the years by acknowledging their current aspirations and expectations.

The subject of workplace motivation, especially for millennials, is becoming more relevant and popular in the world today. It is a pertinent topic because motivation, as a "mental construct," drives the actions and work output, leading to increased productivity and efficiency (Hannus, 2016, p. 5). A high morale and motivation level at the workplace would complement the drive, and zeal millennials bring to affect positive change in their communities. Understanding motivational factors at the workplace benefit both the individual and the institution as it allows people to realise their full potential and enhance job performance. It also helps minimise absenteeism and employee turnover (Bernotaite, 2013). Hence, organisations emphasise this topic for their advancement. There is also increasing research and literature on factors influencing workplace motivation.

In Bhutan, there has been a limited number of studies carried out in this field among some pockets and sectors of the Civil Service. Although inadequate, findings from the existing research highlight the emerging issue of declining motivation among the Bhutanese civil servants. For instance, in one survey, 85.3 per cent of the civil servants in Thimphu stated that the Bhutanese Civil Service faces challenges in retaining its top talents (Chophel, 2013). The trend of voluntary resignation highlighted in the study indicates a lack of motivation caused by several factors, of which the top three reasons include "poor relationship with immediate boss, lack of

a career advancement plan [and] poor match between skills and job” (Chophel, 2013, p. 16). Overall, the changing generation in the workforce requires a timely and evidence-based intervention on the organisations’ (and leaders’) end to accommodate their different needs and ambitions. Thus, initiatives and studies within the Bhutanese context would enable the Civil Service institution and respective agencies to better manage and support their young employees.

1.2 Problem Statement

The key to the success of any organisation is to attract, meaningfully engage, and motivate its employees to leverage their potential. The Bhutanese Civil Service continues to appeal to young job seekers as a stable form of employment. In a preliminary qualitative survey conducted among 29 young civil servants as a part of this study, respondents listed job security and the opportunity to serve the nation as their main reasons for joining the Civil Service. With its limited annual intake of young graduates based on their ranks in the civil service examination, Bhutan’s Civil Service is known for being highly selective and merit-based. While the recruitment process is competitive, the more significant challenge remains in retaining them and fostering the

motivation level of the employees after they join service.

Without motivation, the comfort of job security, desired by many Bhutanese, alone cannot keep them in the Civil Service for long. Even if they remain in service in this state, they will not contribute meaningfully, leading to the system’s inefficiency. Hence, organisations should constantly nurture, inspire and motivate them to prevent burnout, complacency and backsliding among civil servants; otherwise, it would cause them to seek better opportunities elsewhere. There has been a rise in civil servants leaving the Civil Service in recent years. As shown in *Figure 1*, a total of 1,084 civil servants got separated from the institution in 2020 (RCSC, 2020) compared to 472 in 2015, accounting for about a 129 per cent increase in the last six years (RCSC, 2015). Voluntary resignation constituted over 50 per cent of these figures each year (*Annexure 1*). Among others, this increasing trend can be attributed to a lack of motivation, which needs appropriate attention. As voluntary resignation increases, the Bhutanese Civil Service would incur a high cost to replace these vacant positions. According to Ritter and Taylor (1997), “turnover can be very costly to the firm” in terms of hiring and training the new employees and the gap in their productivity as they need time to accumulate the required knowledge.

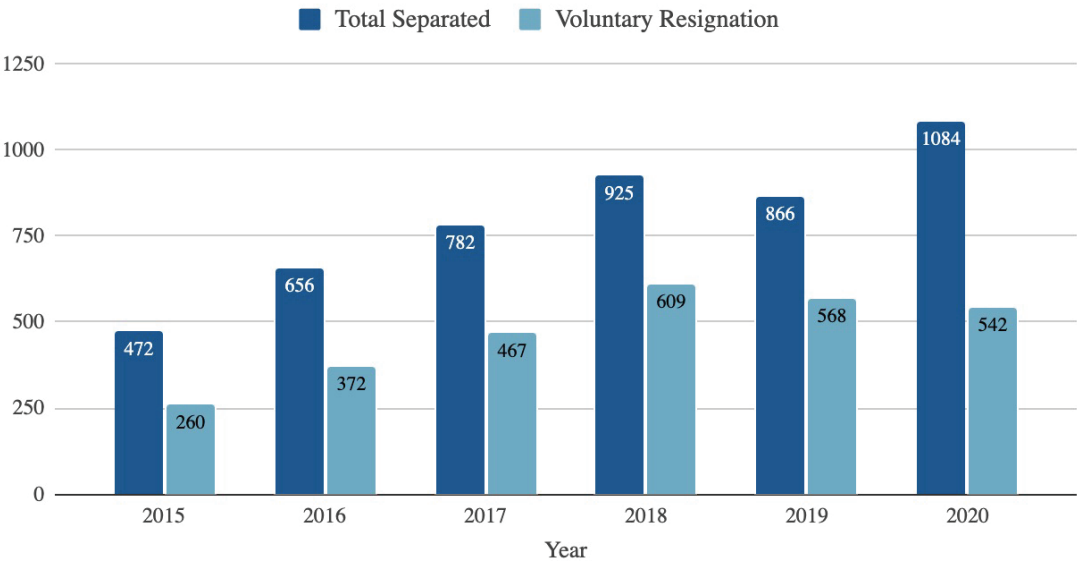


Figure 1: The number of civil servants who voluntarily resigned from the Bhutanese Civil Service against the number of total separated in the last six years (RCSC Civil Service Statistics, 2015-2020)

Even some in-service civil servants have openly expressed their discontentment at their workplace, suggesting the absence of effective leadership. An article in Bhutan's national newspaper, Kuensel, revealed that young civil servants particularly feel "there is no grooming or acceptance of change" (Rinzin, 2021). For this generation of the workforce, these two motivational factors – leadership and mentoring – are critical because they are at a tender stage in their career in an era that is drastically different from and more progressive than that of their predecessors. Research has shown that career coaching for young employees, especially during their first three years of service, is of paramount importance since it has a "significant impact on employees' growth and confidence" (Connor, 2019). However, when "bureaucrats in high positions" resist change, they can affect the motivation levels of younger employees whose new ideas and non-traditional opinions are not valued (Rinzin, 2021). Many of the participants who attended the Foundational Leadership Programme at RIGSS have shared similar experiences of feeling sidelined by their supervisors and not fully engaged or accommodated in the system. The majority stated that they lack adequate opportunities to make a difference despite their skills and potential because their seniors do not welcome their views and initiatives. The bureaucratic and hierarchical nature of the Bhutanese Civil Service could be a limiting factor.

Feeling unengaged or unimportant and not having a sense of belonging to their organisations could lead young civil servants to become complacent, with no sense of purpose, doing only the bare minimum and not considering their performance output or the impact of their work. Such complacencies, supported by the comfort of job security almost guaranteed in the Bhutanese Civil Service, lead to indifference and a lack of accountability among even the competent people. This mindset and behaviour hinder efficient public service delivery and eventually hamper national progress. The dangers of complacency and incompetency have also been emphasised in the Royal *Kasho* issued by His Majesty The King, calling for a civil service reform in Bhutan. A study from Gallup quantified the cost of demotivated employees, who cause "37% more absenteeism, 18% less productivity and 15% less profitability" to their organisations (Martins, 2021). For a small developing country like Bhutan, a compact and efficient human resource constantly striving for excellence shall be its greatest strength. Therefore, identifying, understanding and continuously sustaining the factors that motivate young civil servants would greatly benefit the institution and the country in harnessing the potential of a valuable section of the workforce.

2. Objectives

The main objectives of this research are to:

- determine factors that motivate the young civil servants in Bhutan
- assess the prevalence of motivational factors, including leadership attributes of their supervisors, at their current workplace
- propose measures to better manage and support young civil servants for enhanced personal and organisational growth and development

3. Literature Review

Workplace motivation for millennials is a growing research field worldwide, going beyond the scope of academia to have practical applications for organisational development. In studying what motivates young civil servants in Bhutan, this paper firstly situates the target population within the larger context of the global millennial workforce. Not all the characteristics of this generation may apply to the Bhutanese people, but the data and findings from outside sources can be helpful in this context. Literature on the traits and preferences of this generation provide a general awareness of the workplace factors that would motivate them. The ‘factor-based approach’ is the most common method used in studies on motivation. Given the intangible and multi-faceted concept of motivation, the factors measure and indicate how motivated individuals may be. There is a direct correlation between the prevalence of the identified factors at the workplace and the respective workers’ motivation levels.

The primary research works reviewed in this paper have adopted this approach by drawing different factors from several theoretical foundations and empirical knowledge. The studies have also implemented a mixed-method strategy, using surveys, interviews and case studies, supported by the pre-existing theories to collect quantitative and qualitative data. Using a range of methods allows for a more comprehensive analysis, improving the validity and reliability of the research findings (Bernotaite, 2013). The adaptability of the factor-based approach has enabled scholars and practitioners alike to study this topic among many young workers across different professions and socio-cultural settings.

Harrington et al. (2015) carried out a generational study of young professionals by surveying 1,100 young men and women working at five large global companies based in the United States. Findings from the initial set of interviews with 26 individuals informed the design of the questionnaire. The respondents were between 22 and 35 years, with 62 per cent of them above the age of 30 (p. 5). The study explored a wide array of questions related to millennials and their career navigation

process within the scope of *job search, job satisfaction, career management, life satisfaction, and other important statistical relationships among the factors* (p. 6). The topics ranged from what the respondents looked for in their work to how satisfied they were with their current jobs, careers, and lives based on different determinants. The paper also weighed the significance of organisational culture and management on employees’ work attitudes. Particularly under the job search process, the research identified 16 criteria, ranked according to the respondents’ ratings of being ‘very important’ and ‘extremely important’. They were namely *career growth opportunities, salary, benefits, job security, work-life balance, skill development, work that is interesting, reputation of the organisation, location, work that is challenging, the people I work with, organisation culture, flexible work arrangements, values and ethics of the organisation, work that is meaningful, and work that contributes to society* (p. 8).

Besides the criteria, Harrington et al. (2015) also highlighted some indicators of job satisfaction. The research measured job satisfaction by analysing respondents’ perception of their employers and management regarding their sense of belonging to the organisation, identifying with its collective goals, and sharing good relationships with their team and especially their leaders (p. 9). The respondents generally rated the prevalence of these factors well, denoting a high level of motivation among them. Further, Harrington et al. (2015) illustrated a correlation between having supportive and caring managers and the overall job satisfaction of the respondents. The findings showed that the employees who “strongly agreed that their managers cared about their well-being scored 2 points higher on a 5-point job satisfaction scale” than those who disagreed on the statement (p. 10). Leadership played a significant role in increasing job satisfaction among employees, which improved their motivation and work effort.

Harrington et al. (2015) offer an adequate understanding of what millennials expect of their jobs and lives in general. The first section of Harrington et

al.'s study fits the extent of the research on motivating young civil servants in Bhutan. While the job search process discussed in this paper is vastly different from that in the Bhutanese Civil Service, these criteria prioritised by the respondents are helpful to assess whether these factors also drive the young civil servants' motivation in Bhutan. There is an overlap between the criteria used in the job search process and the factors affecting the employees' job satisfaction and motivation levels. The supplementary job satisfaction indicators, including leadership, emphasised by Harrington et al., present a suitable course of direction for the research on Bhutanese civil servants. The factor-based approach used in this study proves effective in evaluating the job satisfaction levels of the respondents and allows for a certain degree of replicability.

Bernotaite (2013) reviewed this factor-based approach more extensively in the "Importance of motivational factors among young employees in the service sector." The focus was mainly on motivation as Bernotaite (2013) assessed the motivation levels of 50 young employees, aged 18 to 29 years, at the case study company HMSHost located in Copenhagen, Denmark. Utilising a five-point Likert Scale, Bernotaite (2013) presented 24 motivational factors for participants to rate according to their "degree of importance" from "unimportant" to "very important" (p. 50). The research primarily used 15 factors from Herzberg's Two Factor theory, which comprises two distinct but interrelated sets of "motivation" and "hygiene" factors. The former consists of *achievement, recognition, work itself, responsibility, advancement, and growth*. The latter consists of *supervision, company policy, interpersonal relationships (relationship with peers and supervisor), working conditions, salary, personal life, status and security*. According to the theory, there is a clear distinction between motivation and hygiene factors determining job satisfaction or dissatisfaction levels, respectively. Motivation factors indicate job satisfaction, while the absence of hygiene factors implies job dissatisfaction; one fosters motivation while the other prevents demotivation (p. 10).

The flexible nature of using the factor-based approach enables several factors to be derived from multiple sources, creating an extensive list of components

significant at a workplace for employees' motivation. In addition to the factors from Herzberg's theory, Bernotaite included nine other determinants - five from the Job Characteristics Model (JCM) and four from a preliminary interview with two company employees. They were namely *skill variety, task identity, task significance, autonomy and feedback (from JCM), dynamic environment, service, social interaction, and workflow* (from the interview). The Job Characteristics Model, which looks at workplace motivation in relation to the characteristics and complexities of the job, complements the Two Factor theory in this particular research (Bernotaite, 2013). Meanwhile, the qualitative data from the two participants provide additional factors that are specifically associated with the case study company but not incorporated in the study's theoretical framework.

Altogether, the 24 factors cover many components important at a workplace. Bernotaite (2013) quantified the significance of these factors and ranked them according to their levels of importance by calculating their weighted mean (p. 51). Further interpretations of the data evaluated the factors' importance by participants' age groups, gender, job position, length and types of employment. The in-depth analysis determined *relationships with peers, salary, personal life and responsibility* as the most significant factors in Bernotaite's study (p. 63). Although the context of this single case study directed towards the Danish service sector differs from that of the Bhutanese Civil Service, the research approach and methodology is more generalisable and can be adopted for similar studies on workplace motivation in Bhutan. Bernotaite's method of developing the list of factors from both theoretical and empirical sources presents a more inclusive examination of the topic, increasing the reliability and validity of the research design.

Incorporating leadership studies under the larger umbrella of motivation research enhances the analysis of workplace motivation among young employees. Both Harrington et al. (2015) and Bernotaite (2013) developed similar exhaustive lists of factors to measure job satisfaction and motivation, suitable for this research. From these factors, Harrington et al. (2015) brought leadership to the foreground, consistent

with the findings from other sources suggesting that leadership may be “the most critical” driver of employee motivation (Cox, 2016, p. 3). Further, Smith and Nichols (2015) inferred that millennials prefer a manager who cares, in line with their aspiration to have a mentor figure to guide them (p. 41). Hence, organisations must also ascertain the leadership qualities this generation desires at their workplace while identifying factors that motivate millennials.

Accordingly, Grubbström and Lopez (2016) aimed to answer the research question, “What motivates our next generation of leaders and what kind of leadership is needed to help them thrive?” in their paper (p. 2). The study credits that the leadership styles affect “variables such as employee job satisfaction, motivation, and team performance” and hence centres its research question around Bass’ theory of transactional and transformational leadership (Grubbström and Lopez, 2016, p. 6). As per the theory that aims to explain the relationship between leaders and followers, transformational leadership is more positively associated with employee motivation. It “involves mutual stimulation that converts followers into leaders” compared to transactional leadership that focuses more

solely on performance (p. 8). Using a quantitative factor analysis method, the researchers conducted a 43-questioned survey, mainly focusing on leadership styles, among a multi-national sample of 105 millennial workers (p. 17). The results aligned with the theory, shedding light on the type of leaders the sample group preferred.

Grubbström and Lopez’ (2016) research topic and approach can be replicated in the Bhutanese setting, using a similar framework to understand what kind of leaders the young Bhutanese civil servants aspired to work for. Since Bass’ theory of transformational and transactional leadership does not entirely fit the context of this research and is beyond the scope of this paper, the study looked at the Leadership Capability Framework (LCF) used by the Royal Civil Service Commission (RCSC) for leadership assessments. LCF was adopted due to its validity and applicability in Bhutan. All in all, while the paper does not centre around the theoretical underpinnings of generational, motivational and leadership studies cited in the literature review, the factors derived from these sources are valuable reference points for the design of the study.

4. Research Methodology

4.1 Survey Design

The main component of the research is an online survey built on the structure and methodology of the studies explored in the literature review. The questionnaire design takes a similar factor-based approach. It presents a set of 18 workplace motivational factors, and an additional 20 leadership attributes under the subsection of motivational factors for respondents to rate on a five-point Likert scale.

The 18 factors were developed by condensing and combining the 16 job search criteria from Harrington et al. (2015) and the 24 motivational factors from Bernotaite (2013). The research consolidated the 40 factors and restructured them, merging those with similar statements and meanings to create the final

list of factors suitable in the context of the Bhutanese Civil Service. They were namely: *Career Advancement, Personal and Professional Development, Engagement, Job Relevance, Positive Impact, Work Output, Progressive Workplace, Empowerment, Freedom, Recognition, Remuneration, Status, Work-life Balance, Organisational Culture, Feedback System, Team, Office Ambience, and Leadership*. Similarly, for the 20 leadership attributes used in this study, 17 of them were directly extracted from the descriptive traits listed in RCSC’s Leadership Capability Framework (LCF). The remaining three were drawn from the preliminary survey and other qualitative sources mentioned in the problem statement. The 20 leadership attributes are *Visionary and Inspirational, Holistic Thinker, Resourceful, Problem Solver, People-centric, Change Agent, Competent and Determined, Collaborative,*

Accommodating and Considerate, Supportive and Approachable, Professional, Sensible Risk-taker, Result-oriented, Composed and Optimistic, Good Listener, Demonstrates Self-awareness and commitment to personal development, Communicates Clearly, Shows Compassion and Kindness, Acknowledges and Recognises Contributions, and Objective and Meritocratic. A complete description of these factors and attributes is provided in *Annexure 2*.

By using these factors and attributes, the survey aims to investigate three main questions:

- i. *How significant are the identified workplace factors for respondents' motivation?*
- ii. *To what extent do respondents agree that these factors exist at their workplace?*
- iii. *How do the respondents rate their immediate supervisor based on the selected leadership attributes?*

The first section of the survey evaluates the perceived significance of the 18 workplace motivational factors on a scale from *Not Significant* to *Very Significant*. After computing their weighted mean, the rated factors are ranked to determine the respondents' top five most significant factors. The second section examines the prevalence of these factors at the workplace on a scale from *Strongly Disagree* to *Strongly Agree* using the same calculation methods. The final section analyses participants' ratings of their leaders based

on the 20 attributes. The Likert scale grading in this section is between *Very Poor* and *Excellent*. The survey also includes a few open-ended questions to collect additional input and other qualitative information from the respondents. A survey is a standard and practical method for research of this scale and in this subject area, providing a rich primary data source for a wide range of analyses.

4.2 Participant Sample

The research targeted young Bhutanese civil servants aged 35 years and below, with a minimum academic qualification of a bachelor's degree as the population sample. The study included the latter criterion because it is a general requirement for individuals appearing for the Royal Civil Service Examination. The age limit was appropriate for this study set against the backdrop of understanding the traits of the millennial generation. Since this cohort currently composes over 50 per cent of the total population of civil servants in Bhutan, their input would represent the majority of the voices in the institution. Recognising the factors that motivate them would ensure the professional growth and well-being of the predominant section of the workforce in the Bhutanese Civil Service. The survey was shared online with civil servants across the country who fulfilled the sampling criteria. A total of 3,009 young civil servants from all 20 Dzongkhags and some residing outside Bhutan responded. About 1,800 of them were teachers, who constituted nearly 60 per cent of the sample.

5. Data Analysis and Findings

The data analysis of this research was primarily descriptive, done using Microsoft Excel and Stata. The factor analyses mainly involved calculating the weighted mean of their ratings and ranking them accordingly. Some inferential analyses incorporated in this study, such as correlation tests and regressions, were done using Stata. Other miscellaneous findings are included in *Annexure 9*. The research analysed respondents' data, both as a whole and as two separate sets, based on whether they answered 'Yes' or 'No' to the central

question: *Are you motivated at your current workplace?* This question was also included to see, at a glance, how respondents generally assessed their motivation status or levels.

5.1 Demographic Data of the Respondents

Of the 3,009 respondents, over 56 per cent were male and 43 per cent female. About 0.2 per cent of the

respondents were listed as ‘Others’. By gender, there was no notable difference in the motivation levels among the respondents as the percentage of those who said they were motivated or not motivated was almost the same for male and female respondents. About 24 per cent of male respondents said they were not motivated, which was slightly higher than the 22.6 per cent of female respondents who also said they were not motivated

(Annexure 3). The minimum age of the respondents was 22 years, which was also the lowest among the sample group, constituting only 0.4 per cent of the total respondents. The majority of the respondents (about 95 per cent) were between 25 and 35 years. The highest portion of respondents by age was a little over 10 per cent at 28 years (Figure 2).

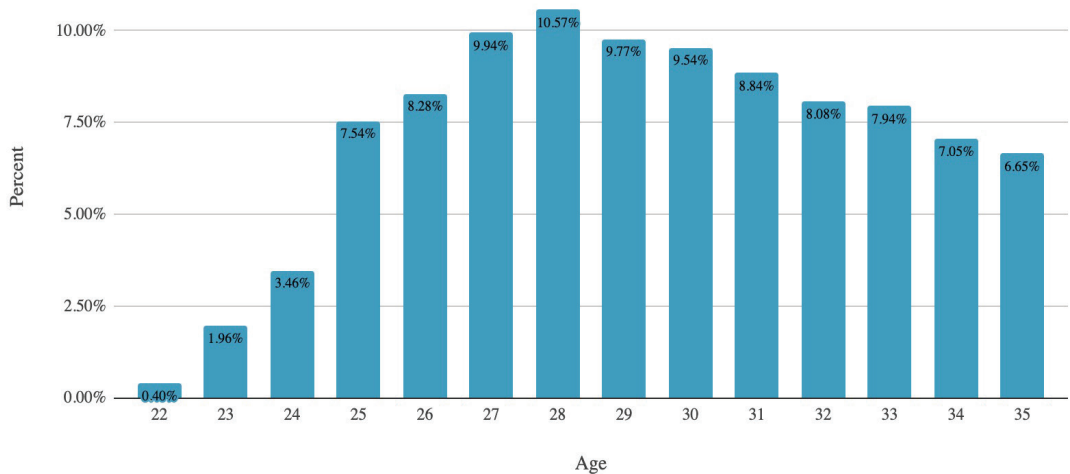


Figure 2: Age distribution of the respondents

Regarding the respondents’ current Dzongkhag of posting, 21.07 per cent worked in Thimphu, which was the highest among the respondents, and the lowest was from Gasa Dzongkhag at 0.5 per cent (Annexure 4). More than half of the respondents resided in rural areas, while about 47 per cent lived in urban centres. About 75 per cent of those living and working in rural areas and about 78 per cent of those in urban centres said they were motivated (Annexure 5). 11 respondents worked outside Bhutan, and 10 of them said they were motivated.

Respondents were also categorised by their position levels. In the Bhutanese Civil Service structure, the Position Management Category (PMC) assigns position levels to civil servants based on the number of years in service and their area of work. The PMC position level starts at P5 or P4 (depending on the general or technical sector of their profession). It goes up to P2 on a regular promotion basis after every 4 or 5 years, after which individuals can compete to move to P1 (Chief) and EX (Executive) levels (RCSC Bhutan Civil Service

Rules and Regulations, 2018). About 47 per cent of the survey respondents belonged to the position level of P5, showing that almost half of them have been in service for only five years or less (Figure 3). Only 1.7 per cent of the respondents belonged to the position levels of P2 and above.

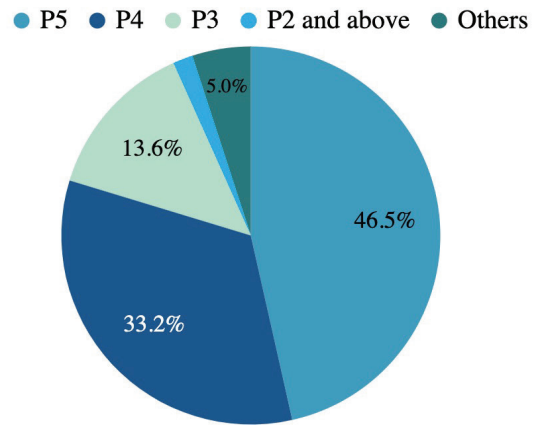


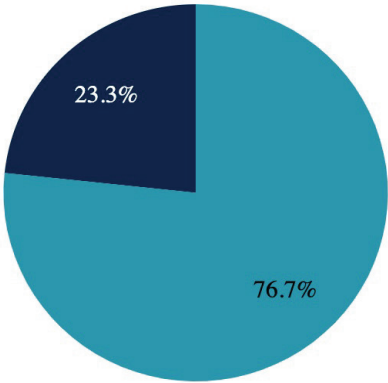
Figure 3: Respondents by position level

The respondents’ offices were categorised under the 10 Ministries in the country, and the offices outside the Ministries were collectively grouped as ‘Other Agencies.’ Other Agencies included constitutional offices, autonomous bodies, non-profit organisations, etc. A complete list of the Ministry-wise distribution of respondents is given in *Annexure 6*. The Ministry of Foreign Affairs had 21 respondents, the lowest among the Ministries. Meanwhile, the highest number of respondents were from the Ministry of Education (1,877), of which about 1,800 were teachers.

5.2 Respondents’ Self-rating of their Motivation at the Workplace

Over three-quarters of the respondents agreed that they were motivated, while remaining 23.3 per cent said they were not motivated (*Figure 4*). Based on their response, the respondents were divided into two groups – those who said they were motivated and those who said they were not motivated – for an in-depth analysis of the causes of motivation or lack thereof (based on the factors and leadership attributes).

Those respondents who said they were motivated also rated their current motivation level on a scale from 1 to 5, with 1 being ‘least motivated’ and 5 ‘highly motivated’.



- Respondents who said they were motivated
- Respondents who said they were not motivated

Figure 4: Percentage of respondents who said they were motivated or not motivated

The overall respondents’ motivation levels by percentage are illustrated in *Figure 5*, where the motivation levels were consolidated into a four-point scale. Level 0-2 includes those who said they were not motivated (23.33 per cent) and those who said they were motivated but reported a low motivation level of 1 or 2 out of 5 (9.9 per cent). About 32 per cent of the respondents who said they were motivated gave a rating of 3 out of 5 (Level 3). Altogether, only about 35 per cent of the total respondents were on the higher end of the motivation level, with ratings of 4 or 5 (Levels 4 and 5).

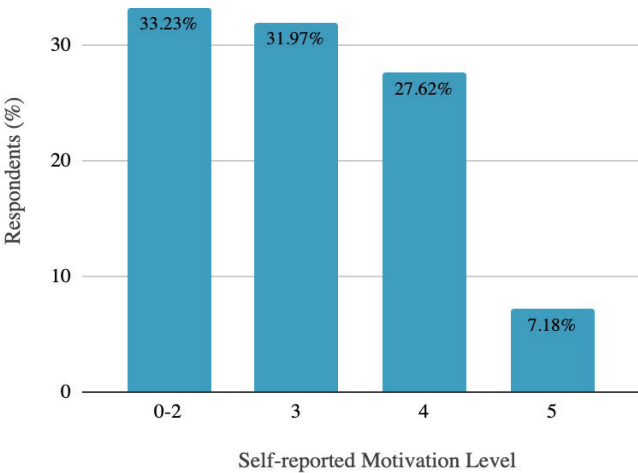


Figure 5: Respondents’ motivation level ratings

Figure 6 illustrates the distribution of respondents by position level. There were no significant differences in the ratio of those who said they were motivated or not motivated among the position levels. The general pattern at almost every level was that about three-

quarters of the respondents said they were motivated. At 81 per cent, the P3 level had a slightly higher percentage, and respondents who did not fall within the PMC, listed as *Others*, had a lower percentage at about 67 per cent.

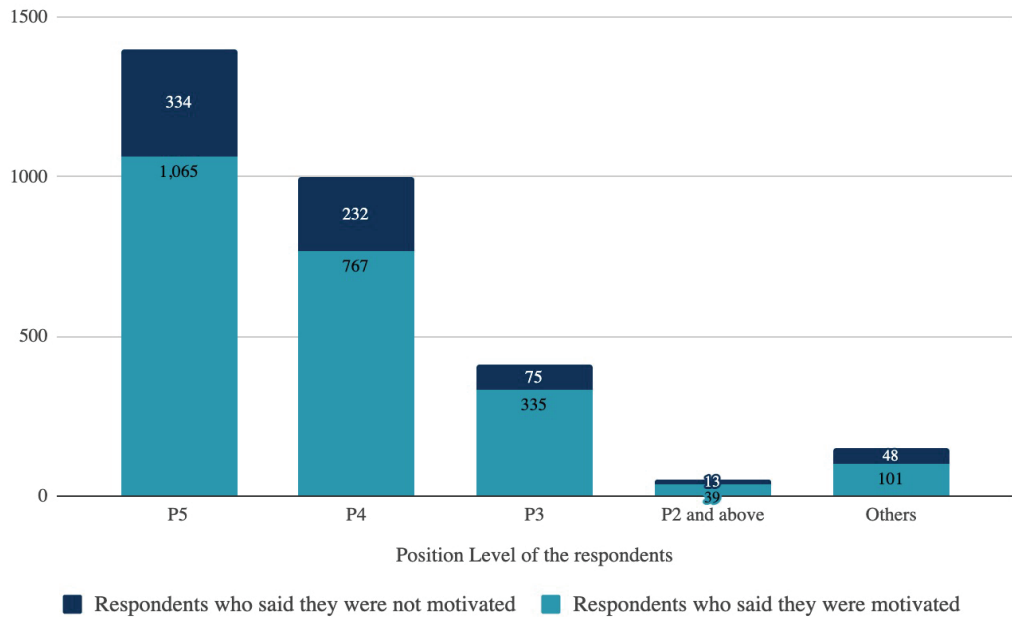


Figure 6: Number of respondents by position level

5.3 Significance of the Motivational Factors

To calculate the weighted mean of the workplace motivational factors, the five-point Likert-scale rating of those factors assessing their significance levels were given a numeric value from 1 to 5: *Not Significant*=1, *Not Sure*=2, *Moderately Significant*=3, *Significant*=4, and *Highly Significant*=5. The weighted means of these factors were then ranked from highest to lowest. All the factors ranked above the average or middle value 3, indicating that they were all significant to the respondents for their motivation. Since most respondents rated the significance of all the motivational factors relatively highly, there was no notable difference in the rank of the factors between those respondents who were motivated and those who were not motivated. The complete list of the factors by their rankings is presented in *Annexure 7*.

Among the factors, the top five significant ones were:

Positive Impact, Team, Leadership, Engagement, and Work Output. Positive Impact ranking as the most significant motivational factor among the respondents aligns with the perception of millennials being more impact-oriented than the previous generations, as has been repeatedly highlighted in previous studies. Grubbström and Lopez (2018) note that generally, millennials want to work “for a purpose larger than themselves, which also helps to create engagement” (p. 1). This statement was true for both the respondents of this survey and the preliminary survey, where they shared their aspirations to serve the country by joining the Civil Service. Similarly, *Leadership* also ranked as a highly significant factor, validating the emphasis of this research on leadership. As for *Engagement*, the subject has received much attention from organisations in recent years since studies show that “engaged employees have higher productivity, higher sales and higher creativity” and helped their companies perform 202 per cent better than other companies (Pike, 2019).

5.4 Prevalence of the Motivational Factors

This section firstly compared the prevalence ratings of 18 factors between those respondents who said they were motivated and those who said they were not motivated. For ease of comparison, the five-point rating was consolidated into three. The ratings of *Strongly Disagree* and *Disagree* were combined, and so were that of *Agree* and *Strongly Agree*. The analysis only aimed to see whether respondents agreed, disagreed or remained neutral in evaluating the factors' prevalence at their workplace. At a glance, the following graphs show that respondents who said they were motivated mainly agreed that the factors existed at their workplace (*Figure 7*). Meanwhile, not as many respondents who said they were not motivated agreed that these factors were prevalent at their workplace (*Figure 8*). It can be inferred from the following graphs that respondents who said they were motivated perceived a higher prevalence of motivational factors at their workplace compared to those who said they were not motivated.

The strong perception of the factors' prevalence among those who said they were motivated in *Figure 7* suggests a conceivable correlation. Notably, 91.5 per cent of these respondents agreed that *Positive Impact* existed at their workplace, making it the top prevalent factor. The other factors on the top five list were *Engagement* (89.60 per cent), *Empowerment* (88.82 per cent), *Work Output* (86.09 per cent), and *Job Relevance* (84.09 per cent).

As for the respondents who were not motivated, the research analysed the factors that they disagreed were prevalent at their workplace (*Figure 8*). Respondents disagreed most with the prevalence of *Career Advancement* (43.3 per cent). As millennials are found to be achievement-focused, they desire to excel and advance in their careers (Kaifi et al., 2012). Hence, a low prevalence of the factor *Career Advancement* can directly correlate with the absence of motivation. *Recognition* (41 per cent), *Office Ambience* (40.9 per cent), *Feedback System* (37 per cent), and *Freedom* (36.5 per cent) were also among the five most disagreed factors.

Data from this section was also fitted into multiple logistic and multiple linear regressions to assess the statistical relationship between motivation and the prevalence of these factors (*Annexure 8*). While regression analyses for both significance and prevalence of the motivational factors were carried out, the latter was statistically more significant at predicting motivation than the former. Thus, the study incorporated only the regression for the prevalence of the factors. The dichotomous question "*Are you motivated at your current workplace?*" was taken as the dependent variable for multiple logistic regression analysis. The restructured four-point motivation scale was used as the dependent variable in the linear regression analysis. Both models showed similar results where factors like *Career Advancement*, *Personal and Professional Development*, *Job Relevance*, *Office Ambience* and *Leadership* were statistically significant at 1 per cent confidence level. Additional factors that were significant in linear regression were *Recognition* and *Work-life Balance*. All the statistically significant factors in the logistic regression model also featured in the linear regression model, indicating that the predictors of motivation were similar for both scenarios - (i) whether respondents were motivated or not and (ii) how motivated they were on a quantitative scale. The importance of factors such as *Career Advancement*, *Job Relevance* and *Office Ambience* were highlighted in the descriptive analysis, and their statistical significance further reinforces the need to focus on these determinants of motivation. Both logistic and linear regression analyses showed that the prevalence of *Leadership* was statistically significant, thereby substantiating this study's larger objective and focus on leadership as an important motivational factor.

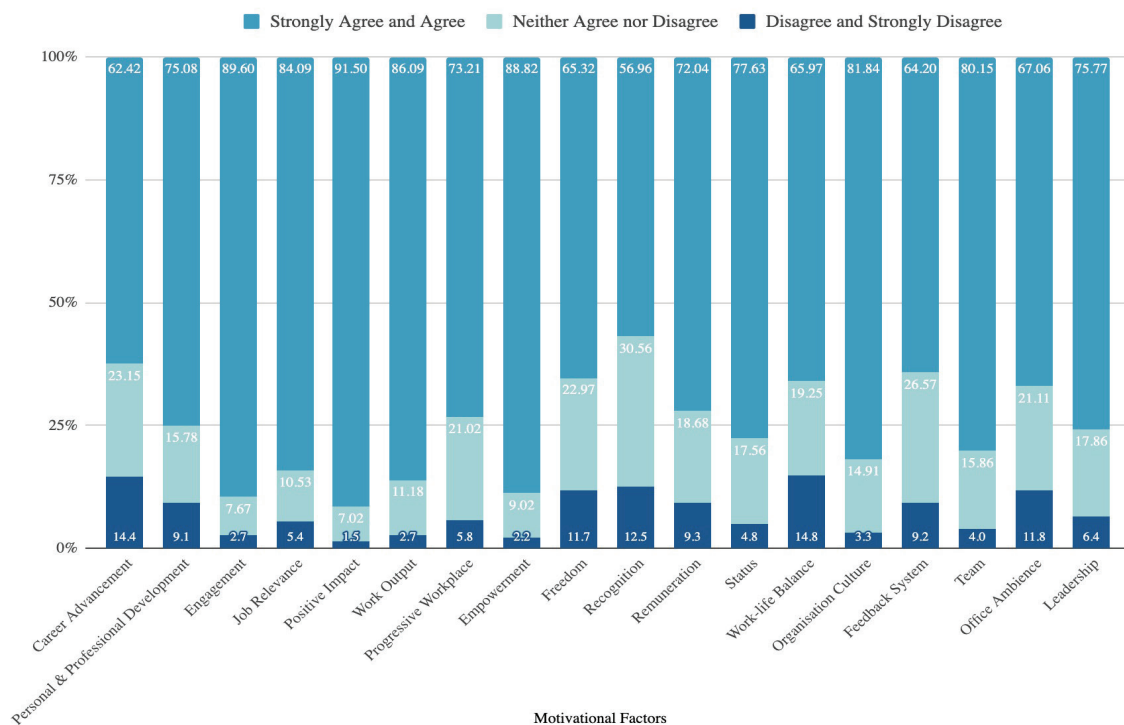


Figure 7: Prevalence of motivational factors among respondents who said they were motivated

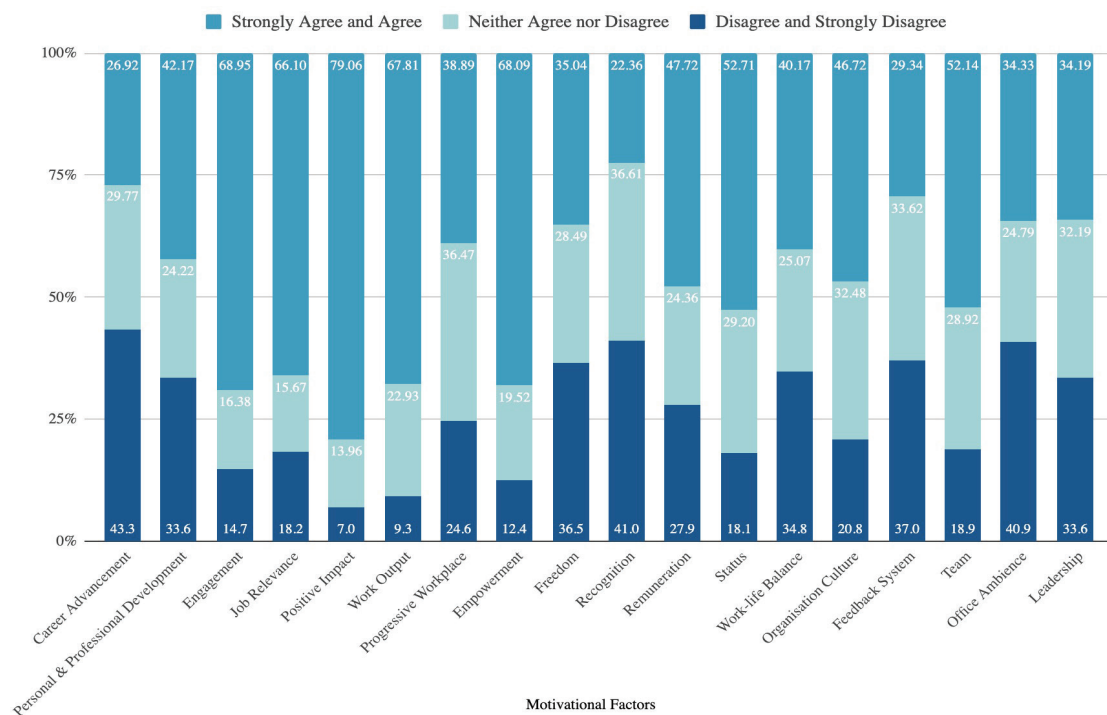


Figure 8: Prevalence of motivational factors among respondents who said they were not motivated

5.5 Significance-Prevalence Analysis Framework

The research developed a Significance-Prevalence analysis framework to determine the factors that were the primary causes of motivation or a lack of motivation among the respondents. As depicted in Figure 9, the framework consists of four quadrants, with the significance of the motivational factors along the vertical axis and the prevalence of those factors along the horizontal axis. Since the significance and prevalence of the factors are measured using a five-point scale, the median value is taken as 3. The workplace factors rated high in both significance and prevalence would fall in the *Continuity* quadrant. The factors in this quadrant cause higher motivation levels among the employees. It is ideal for an organisation to maintain and continue ensuring the prevalence of the significant factors. The factors perceived with high significance but low prevalence would fall in the *Priority* quadrant. Motivational factors falling in this quadrant should

be of concern, and organisations must create avenues to ensure a higher prevalence of these factors at the workplace, for they are significant to the employees.

On the other hand, the low significance and low prevalence of workplace factors would fall in the *Negligible* quadrant. Factors in this quadrant would not make any noticeable difference in the motivation of employees; thus, organisations may neglect these factors. However, the *Inefficient* quadrant – with low significance but high prevalence of the factors – should be of some concern to the organisation. A high prevalence of the factors of lower significance would not considerably help in motivating the employees. It indicates a waste of resources in nurturing the factors that do not necessarily motivate the employees since they are of low significance. The organisation should instead divert resources and energy to the *Priority* quadrant. In a nutshell, organisations should neglect the lower quadrants and prioritise the upper two quadrants.

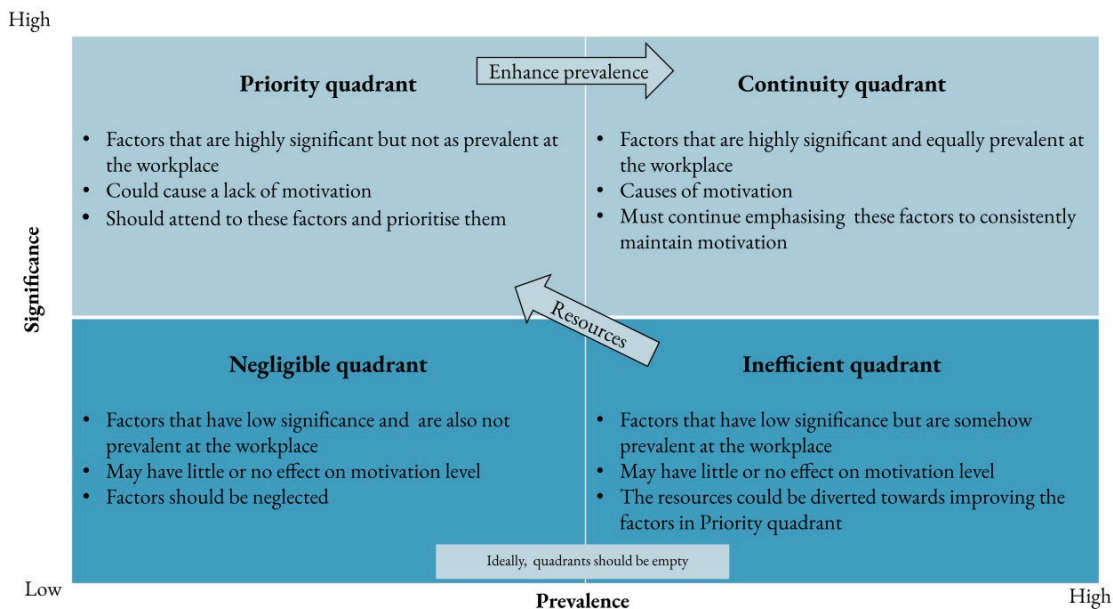


Figure 9: Significance-Prevalence Analysis Framework for employee motivation

The significance and prevalence ratings by the respondents who said they were motivated or not motivated were plotted using this framework to determine which quadrant the factors appeared in. Numeric values from 1 to 5 were assigned to both the significance and prevalence scales of the motivational factors: *Not Significant*=1, *Not Sure*=2,

Moderately Significant=3, *Significant*=4, and *Highly Significant*=5, and *Strongly Disagree*=1, *Disagree*=2, *Neither Disagree nor Agree*=3, *Agree*=4, and *Strongly Agree*=5.

For the respondents who said they were motivated, all 18 motivational factors fell in the *Continuity* quadrant

as in Figure 10. It was suggestive of all the significant motivational factors being prevalent at the workplace. Since the factors that were significant to them were

prevalent as well, it was likely one of the reasons for the respondents’ motivation.

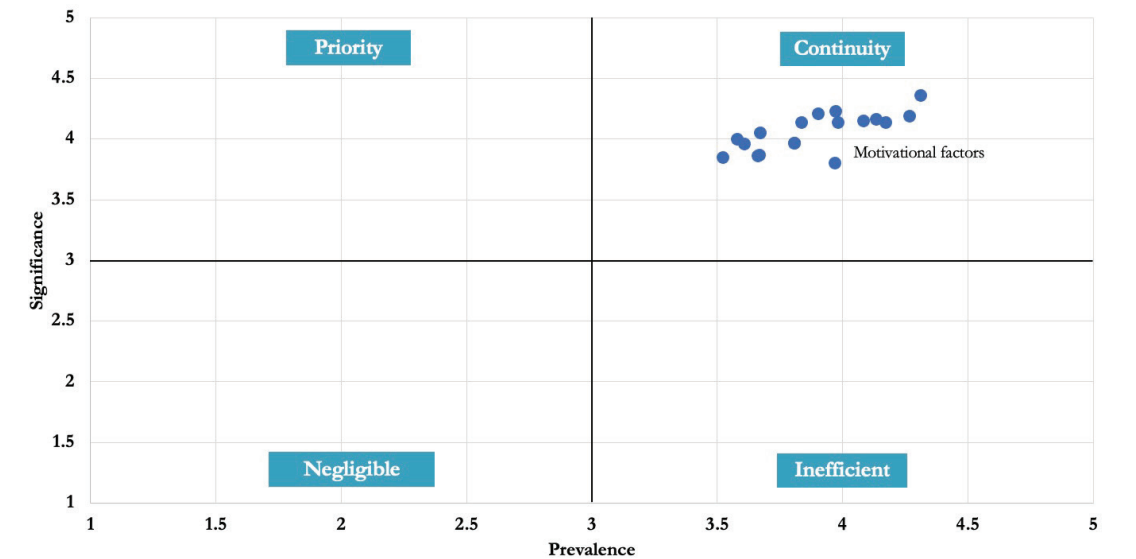


Figure 10: Analysis of factors as rated by the respondents who said they were motivated

However, upon plotting the motivational factors as rated by the respondents who said they were not motivated, there were six falling in the Priority quadrant, namely *Recognition*, *Career Advancement*, *Feedback System*, *Office Ambience*, *Freedom*, and *Leadership* (Figure 11). These factors have been rated high on significance but relatively low on prevalence. Even factors like *Work-*

life Balance fell towards the left end of the *Continuity* quadrant. As per the framework, it can be inferred that the low prevalence of these factors at the workplace affects respondents’ motivation. None of the factors in either analysis of the respondents who said they were motivated or not motivated were in the *Inefficient* and *Negligible* quadrants.

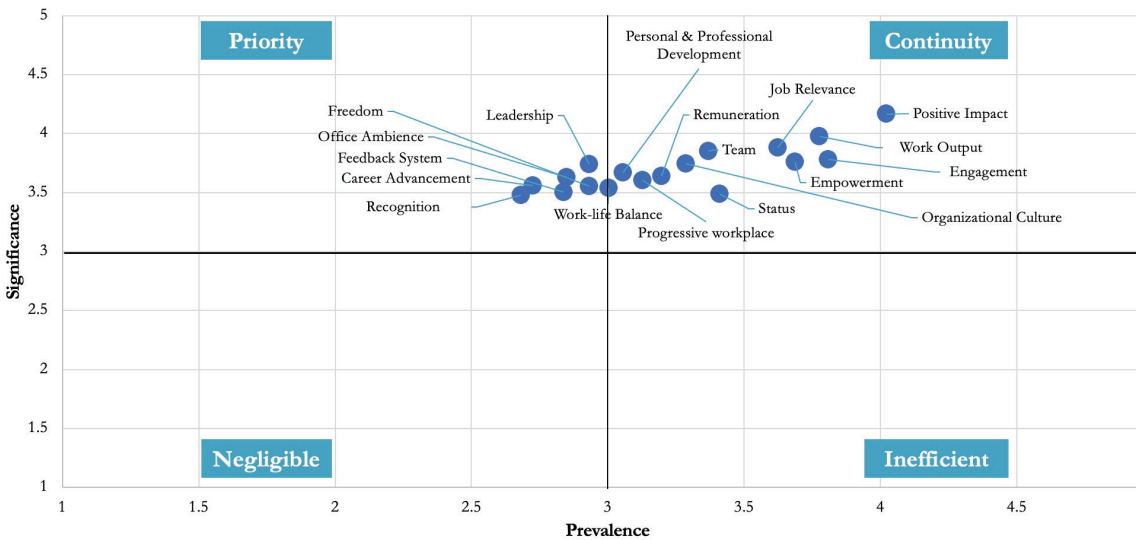


Figure 11: Analysis of factors as rated by the respondents who said they were not motivated

5.6 Leadership Attribute Ratings

The immediate supervisors of the respondents belonged to the position levels from *P3* to *EX and above*. Most of the respondents reported to a supervisor of position level *P1* (~43 per cent), followed by *P2* (~34.5 per cent). A total of 10.6 per cent and 12 per cent of the respondents reported to supervisors of position levels *P3* and *EX and above*, respectively (Figure 12).

The study also employed a five-point Likert scale to rate the leadership attributes. The calculations of these ratings were based on the coding: *Very Poor*=1, *Poor*=2, *Good*=3, *Very Good*=4, and *Excellent*=5. Figure 13 shows the weighted mean of the leadership attributes of the supervisors at different position levels. On average, the supervisors were rated a 3.55, between *Good* and *Very Good*. A slight increase in the weighted mean rating of leadership could be observed with higher position levels of the supervisors. This finding could suggest that the supervisors in higher positions were slightly better leaders than those in lower positions.

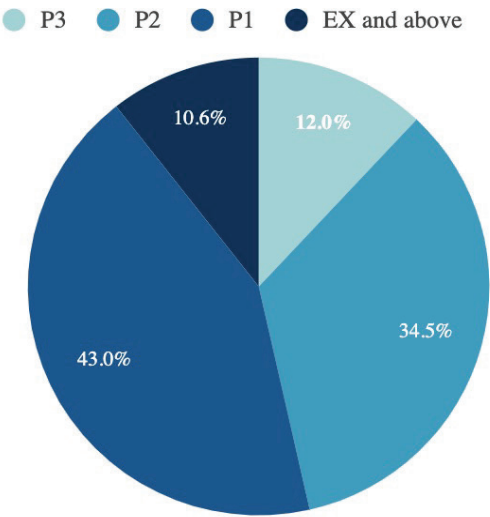


Figure 12: Position levels of supervisors to whom the respondents report

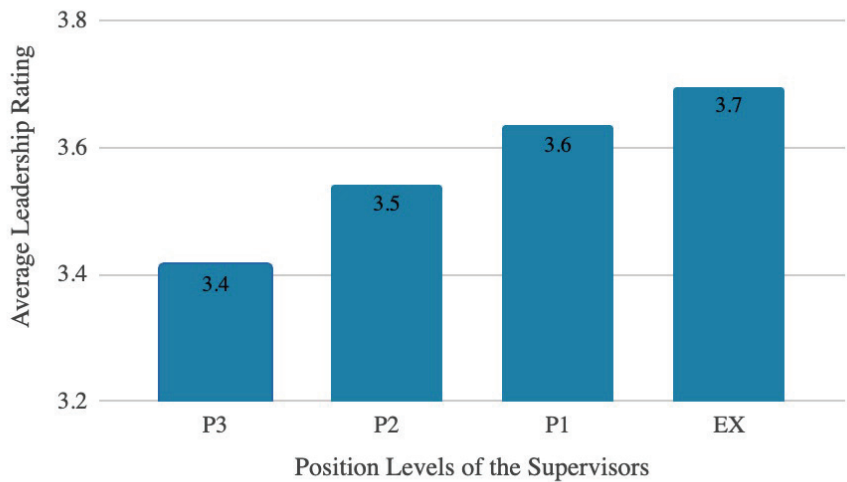


Figure 13: Average leadership ratings among different position levels of the respondents' supervisors

The respondents rated their supervisors based on the 20 leadership attributes. Those who said they were motivated generally rated *Good*, *Very Good* and *Excellent* (an average of 95 per cent) in terms of the leadership attributes prevalent among their supervisors, as shown

in Figure 14. On the other hand, the respondents who said they were not motivated gave their supervisors relatively lower ratings (Figure 15).

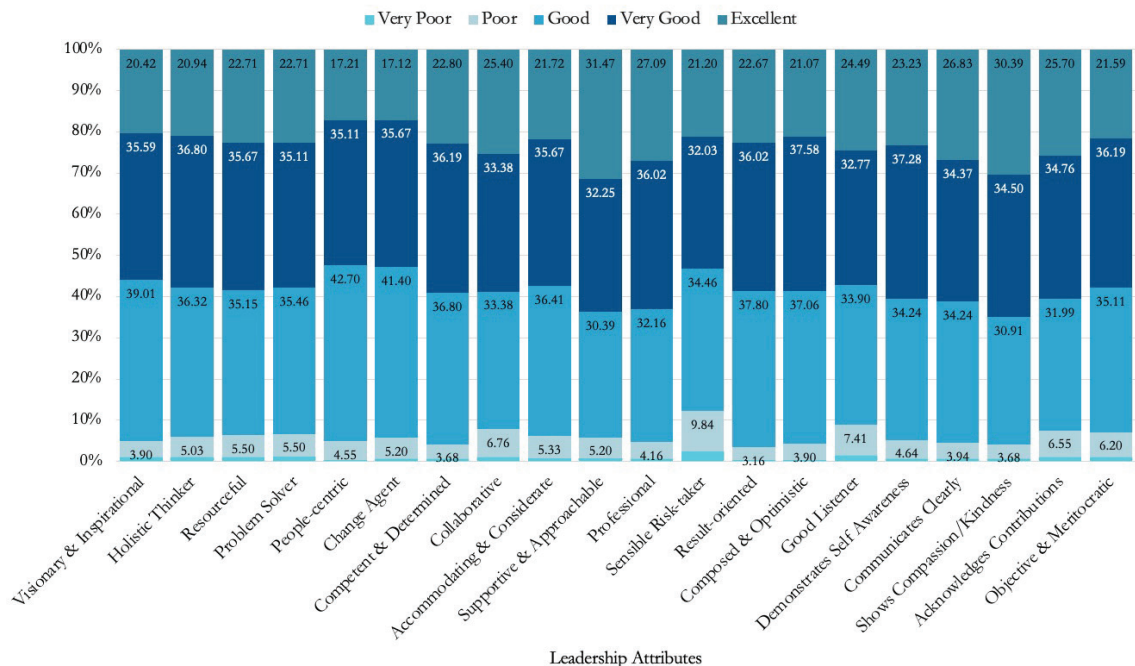


Figure 14: Leadership ratings by the respondents who said they were motivated

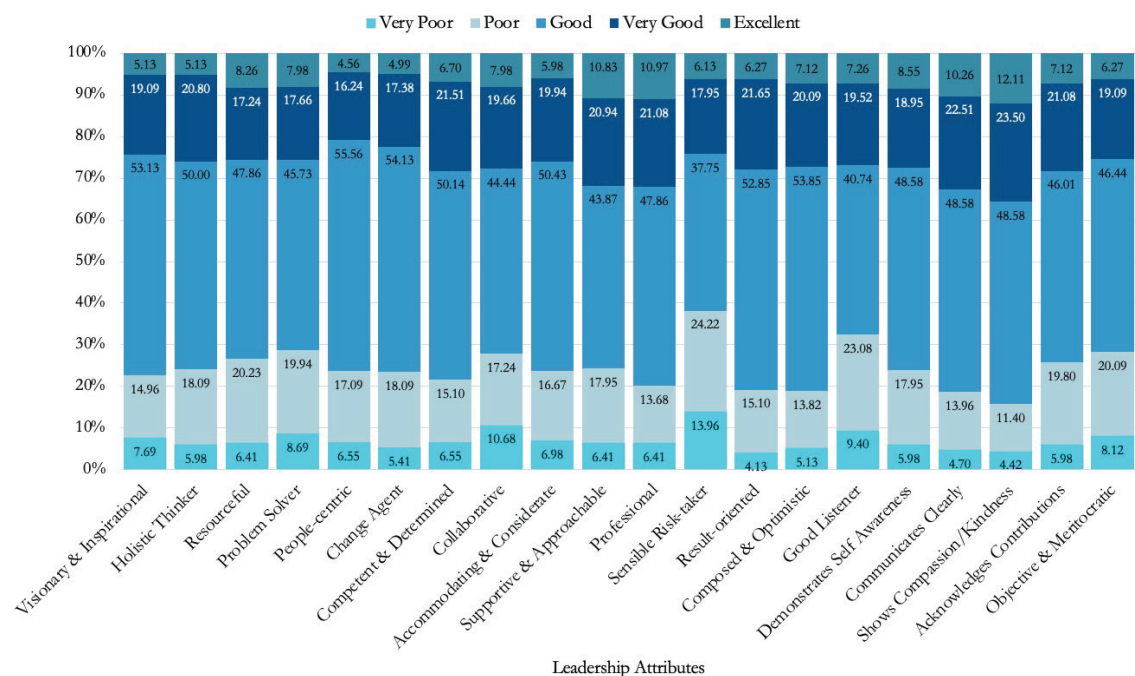


Figure 15: Leadership ratings by the respondents who said they were not motivated

For the respondents who rated *Agree* and *Strongly Agree* for the prevalence of good *Leadership* as a motivational factor, further analysis was done to assess which leadership attributes were rated highly (i.e., *Very Good* and *Excellent*). As shown in *Figure 16*, attributes such as *Supportive and Approachable*, *Shows Compassion and Kindness*, *Professional*, *Communicates Clearly*, and *Demonstrates Self Awareness* were rated as the best attributes. This finding could indicate that the supervisors’ substantial exhibition of these leadership attributes was one of the key reasons the respondents perceived a high prevalence of good *Leadership* at their workplace.

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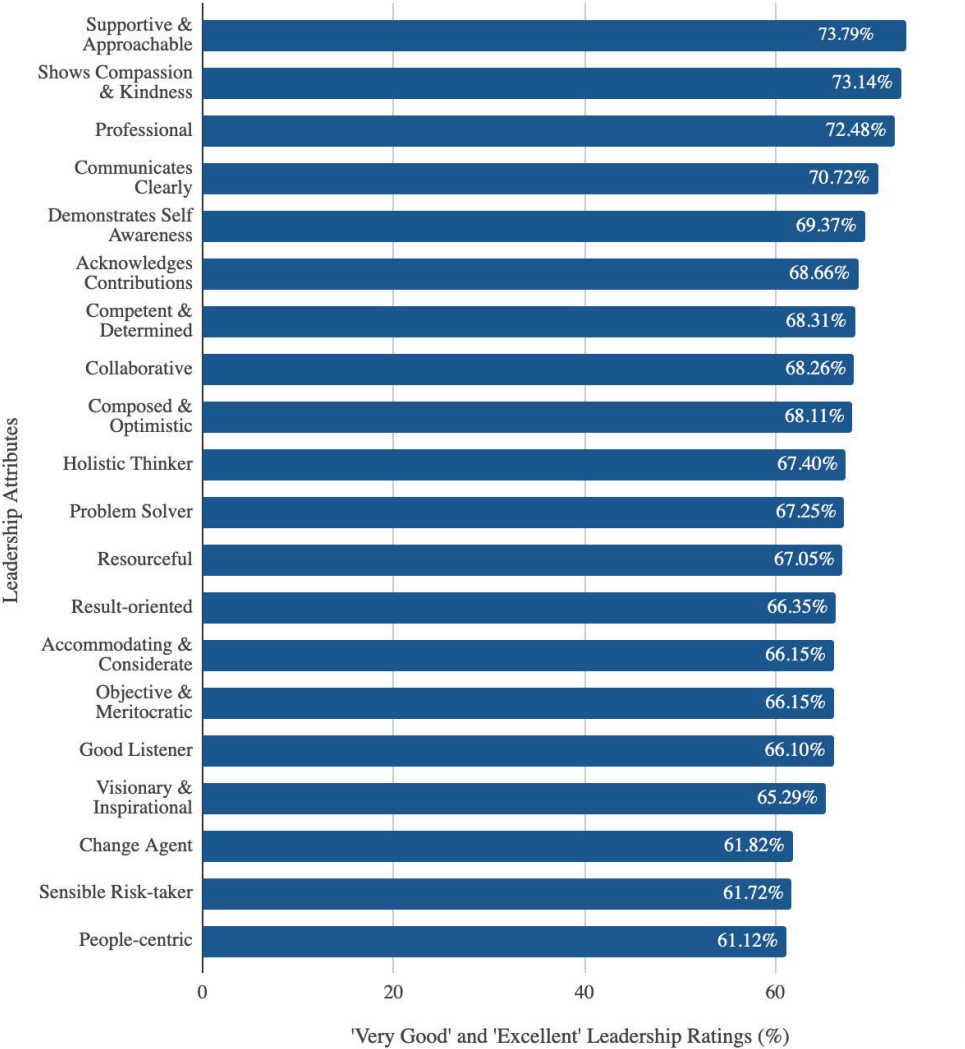


Figure 16: *Very Good and Excellent ratings of leadership attributes by the respondents who agreed that good Leadership existed at their workplace*

Likewise, the leadership attribute ratings by those respondents who disagreed (rated *Disagree* or *Strongly Disagree* on the prevalence scale) that good *Leadership* as a motivational factor existed at their workplace were ranked. The analysis filtered the *Poor* and *Very Poor* ratings of the attributes. As shown in *Figure 17*,

attributes such as *Sensible Risk-taker*, *Good Listener*, *Collaborative*, *Problem Solver*, and *Objective* and *Meritocratic* were ranked as the five poorest leadership attributes among the supervisors. This finding could indicate that the supervisors’ qualities in these areas of leadership are not adequate.

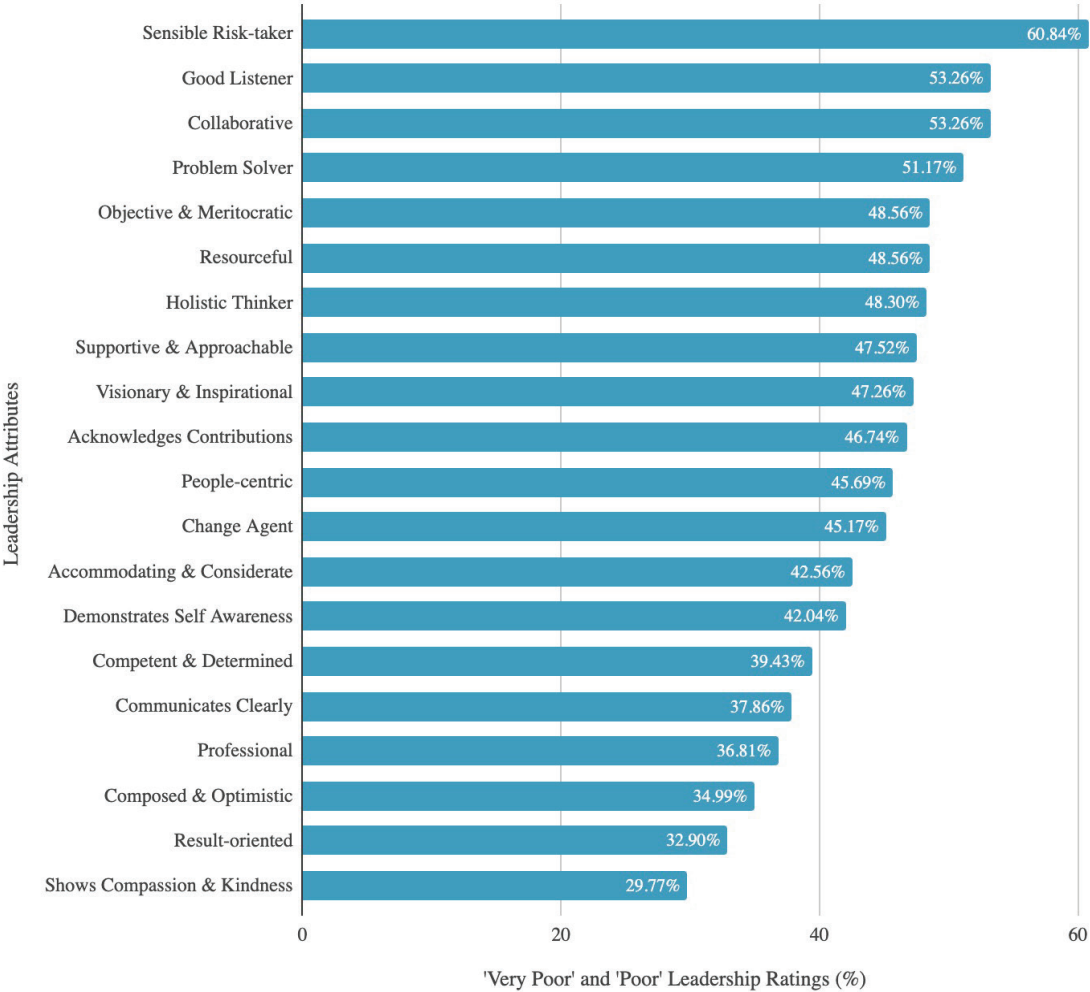


Figure 17: Very Poor and Poor ratings of leadership attributes by the respondents who disagreed that good Leadership existed at their workplace

6. Limitations

- Of the 3,009 survey respondents, 1,857 were teachers (over 62 per cent), which resulted in the highest portion of the data being from the Ministry of Education. The responses from the Ministry are mostly the views of teacher respondents, which might have influenced the overall data trend.
- There was only limited literature on employees' motivation in Bhutan; thus, the references used were mainly from international sources that did not always apply to the Bhutanese context.
- The study focused on general civil servants and did not specifically delve into the differences between contract and regular employees, which was highlighted by the contract employees in the qualitative section of the survey.
- The study did not consider other factors beyond the 18 identified; for example, the current COVID-19 pandemic-induced issues that might have affected one's motivation.

7. Conclusion

Millennials are a growing global workforce, including in the Bhutanese Civil Service. Their traits, potential and aspirations differ from the previous generations, and thus, it is pertinent for organisations to understand what drives their motivation at the workplace. Doing so will benefit both the employees and employers. To study what motivates young civil servants in Bhutan, this research used a common factor-based approach by deriving 18 factors from various literature reviewed. The factors were assessed for their significance to the respondents and prevalence at their workplace. The results varied between the respondents who said they were motivated and those who said they were not. Since the leadership factor was highlighted in most of the literature reviewed and by the respondents of the preliminary survey, leadership attributes derived from RCSC's Leadership Capability Framework were also assessed. The respondents' ratings of leadership attributes were further analysed, based on their evaluation of the prevalence of *Leadership* as a motivational factor, to find out the best and the poorest rated leadership attributes among their immediate supervisors.

Findings showed *Positive Impact* as the most significant as well as the most prevalent motivational factor among the 18 factors. Respondents of the preliminary survey

had also mentioned a similar impact-oriented motive as one of their reasons for choosing the Civil Service as their career option. *Leadership* also featured among the top five significant factors, which reinforced the leadership-related opinions prominently highlighted in the qualitative responses of the survey. It underscored that good *Leadership* played a crucial role in motivating young civil servants. While the overall findings did not necessarily show a worst-case scenario in terms of the young civil servants' motivation, over 23 per cent of the respondents who said they were not motivated at their workplace was still a notable margin. Even among those respondents who said they were motivated, over 52 per cent rated their motivation level at 3 or below on a five-point scale, where 1 represented *Least Motivated* and 5 *Highly Motivated*.

In the Significance-Prevalence analysis framework, all the factors fell in the *Continuity* quadrant for those respondents who said they were motivated. It suggests that the significant factors, if prevalent at the workplace, could help drive motivation. In this case, agencies should strive to maintain the prevalence of the factors, if not enhanced, to keep the young civil servants motivated. Likewise, analysing the responses of those respondents who said they were not motivated, *Recognition*, *Career Advancement*, *Feedback System*, *Office Ambience*,

Freedom, and *Leadership* fell in the *Priority* quadrant. It indicates that the factors were significant for the respondents but not adequately prevalent at their workplace. The low prevalence of these factors might be a cause of their lack of motivation. From a human resource policy perspective, strategising and innovating new approaches to address these systemic and leadership deficiencies would help enhance motivation among young civil servants. Policies and other measures to improve the prevalence of these factors at the workplace could be initiated by the RCSC as well as the individual agencies.

Since leadership is one of the critical factors of motivation, leadership attributes among the supervisors were rated to further study the impact of the factor on motivation. Generally, respondents who said they were motivated rated their supervisors better than those who said they were not motivated. Those who agreed that good *Leadership* existed at their workplace perceived their supervisors to exhibit the following top five attributes: *Supportive and Approachable*, *Shows*

Compassion and Kindness, *Professional*, *Communicates Clearly*, and *Demonstrates Self Awareness*. On the other hand, for those respondents who disagreed that good *Leadership* was prevalent at their workplace, the five poorest rated attributes among their supervisors were *Sensible Risk-taker*, *Good Listener*, *Collaborative*, *Problem Solver*, and *Objective and Meritocratic*. Agencies and leaders alike must leverage the top-rated attributes while managing the young civil servants and prioritise improving the poorly-rated attributes through leadership development programmes and other initiatives.

All in all, this study gives a glimpse of what motivates young civil servants in Bhutan based on the selected workplace motivational factors and leadership attributes. While relevant stakeholders could already adopt and implement measures based on the findings and recommendations shared in this report, this work also provides a strong basis for further research on this subject as may be necessary.

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9. Annexure

Annexure 1: Total Number of Civil Servants who got separated from the Civil Service

Year	Total Separated	Voluntary Resignation	% of Civil Servants who resigned voluntarily
2015	472	260	55.08%
2016	656	372	56.71%
2017	782	467	59.72%
2018	925	609	65.84%
2019	866	568	65.59%
2020	1084	542	50.00%

Annexure 2: Motivational Factors and Descriptions

Motivational Factors	Descriptions
Career Advancement	Opportunities for career growth
Personal & Professional Development	Adequate opportunities for learning and skills enhancement
Engagement	Work is productive, challenging and does not leave employees idle
Job Relevance	Job position matches employee's skills and knowledge
Positive Impact	Work positively impacts community and nation
Work Output	Work yields concrete results
Progressive Workplace	Organisation adapts to change and stays relevant
Empowerment	Trusts and delegates responsibilities
Freedom	Flexibility to choose how to do the work
Recognition	Acknowledgment and rewards as per the accomplishments
Remuneration	Fair pay and incentives for the work done
Status	A reputable job in the society
Work-life Balance	Good balance between work and personal life
Organisation Culture	Strong organisational values and sense of common purpose
Feedback System	Feedback is embraced and valued
Team	Supportive, competent and coherent co-workers
Office Ambience	Conducive work environment and decent facilities
Leadership	Dynamic, inspiring and supportive supervisors at various levels

Attributes	Descriptions
Visionary & Inspirational	Inspires a sense of purpose and direction
Holistic Thinker	Focuses strategically
Resourceful	Harnesses information and opportunities
Problem Solver	Shows judgement and intelligence
People-centric	Builds organisational capability and responsiveness
Change Agent	Steers and implements changes and deals with uncertainty
Competent & Determined	Ensures closure and delivers on intended results
Collaborative	Nurtures internal and external relationship
Accommodating & Considerate	Values individual difference and diversity
Supportive & Approachable	Guides, mentors and develops people
Professional	Demonstrates public service professionalism and integrity
Sensible Risk-taker	Engages with risk and shows personal courage
Result-oriented	Commits to action
Composed & Optimistic	Displays resilience
Good Listener	Listens, understands and adapts to audience
Objective & Meritocratic	Exercises fairness
Demonstrates self-awareness and commitment to personal development	
Communicates clearly	
Shows compassion and kindness	
Acknowledges and recognises contributions	

Annexure 3: Respondents' Motivation Levels by Gender

Gender	Not Motivated	Motivated (Scale from 1-5)					Not Rated	Total
		1	2	3	4	5		
Male	408 23.94%	43 2.52%	117 6.87%	514 30.26%	476 27.93%	128 7.51%	18 1.06%	1704 100%
Female	29 22.60%	32 2.46%	105 8.07%	420 32.28%	353 27.13%	88 6.76%	9 0.69%	1301 100%
Others	0 0%	0 0%	1 25%	1 25%	2 50%	0 0%	0 0%	4 100%
Total	702 23.33%	75 2.49%	223 7.41%	935 31.07%	831 27.62%	216 7.18%	27 0.90%	3009 100%

First row has frequencies and second row has row percentages

Annexure 4: Distribution of Respondents by Current Dzongkhag of Posting

Current Dzongkhag of Posting	No. of Respondents	Percent
Bumthang	69	2.29%
Chukha	91	3.02%
Dagana	174	5.78%
Gasa	15	0.50%
Haa	49	1.63%
Lhuentse	84	2.79%
Mongar	315	10.47%
Paro	108	3.59%
Pema Gatshel	219	7.28%
Punakha	123	4.09%
Samdrup Jongkhar	57	1.89%
Samtse	155	5.15%
Sarpang	117	3.89%
Thimphu	634	21.07%
Trashigang	51	1.69%
Trashigang	247	8.21%
Trongsa	159	5.28%
Tsirang	161	5.35%
Wangdue Phodrang	104	3.46%
Zhemgang	66	2.19%
Outside Bhutan	11	0.37%
Total	3,009	100%

Annexure 5: Respondents's Motivation Levels by their Location of Workplace

Location of Workplace	Not Motivated	Motivated (Scale from 1-5)					Not Rated	Total
		1	2	3	4	5		
Rural	386	34	108	479	431	118	21	1577
	24.48 %	2.16%	6.85%	30.37%	27.33%	7.48%	1.33%	100%
Urban	315	32	105	420	353	88	9	1421
	22.17%	2.46%	8.07%	32.28%	27.13%	6.76%	0.69%	100%
Outside Bhutan	1	0	0	1	8	1	0	11
	9.09%	0%	0%	9.09%	72.73%	9.09%	0%	100%
Total	702	75	223	935	831	216	27	3009
	23.33%	2.49%	7.41%	31.07%	27.62%	7.18%	0.90%	100%

First row has frequencies and second row has row percentages

Parent Ministry or Agency	Frequency	Percent
Ministry of Agriculture and Forest	81	2.69%
Ministry of Economic Affairs	72	2.39%
Ministry of Education	1877	62.38%
Ministry of Finance	93	3.09%
Ministry of Foreign Affairs	21	0.70%
Ministry of Health	185	6.15%
Ministry of Home and Cultural Affairs	85	2.82%
Ministry of Information and Communications	58	1.93%
Ministry of Labour and Human Resources	45	1.50%
Ministry of Works and Human Settlement	116	3.86%
Other Agencies*	376	12.50%
Total	3009	100%

*includes ACC, BICMA, BNCA, BSB, CBS, CDB, DRA, DDC, Dzongkhag Administration, GNHC, Judiciary, NAB, NCWC, NCB, NEC, NLCS, NSB, OAG, PMO, RAA, RCSC, RIM, Thromde, TCB & Others

Annexure 7: Ranking of the Workplace Motivational Factors by Significance

Motivational factors	Not Significant	Not Sure	Moderately Significant	Significant	Very Significant	Total	Weighted Average	Rank
Positive Impact	0.76%	4.29%	7.44%	33.53%	53.97%	100	4.357	1
Team	1.86%	3.66%	11.63%	35.79%	47.06%	100	4.225	2
Leadership	3.89%	5.75%	11.30%	23.83%	55.23%	100	4.208	3
Engagement	1.99%	4.02%	13.36%	34.66%	45.96%	100	4.186	4
Work Output	0.93%	7.01%	8.71%	41.77%	41.58%	100	4.161	5
Job Relevance	2.49%	4.72%	11.33%	38.82%	42.64%	100	4.144	6
Empowerment	2.29%	5.28%	12.40%	36.56%	43.47%	100	4.136	7
Personal & Professional Development	4.12%	3.22%	17.05%	26.35%	49.25%	100	4.134	8
Organisation Culture	1.79%	5.55%	11.73%	39.75%	41.18%	100	4.130	9
Office Ambience	4.55%	5.92%	14.16%	30.97%	44.40%	100	4.048	10
Career Advancement	5.62%	5.85%	17.02%	26.12%	45.40%	100	3.998	11
Progressive Workplace	2.76%	8.11%	14.62%	38.95%	35.56%	100	3.964	12
Remuneration	6.02%	7.98%	12.43%	31.17%	42.41%	100	3.960	13
Work-life Balance	6.08%	5.32%	16.28%	31.67%	40.64%	100	3.955	14
Freedom	5.72%	9.87%	12.93%	35.33%	36.16%	100	3.633	15
Feedback System	5.05%	11.96%	11.76%	34.76%	36.46%	100	3.856	16
Recognition	7.34%	8.54%	15.15%	30.34%	38.62%	100	3.843	17
Status	4.92%	11.27%	13.96%	38.45%	31.41%	100	3.802	18

Logistic regression for Prevalence

Are you motivated at your current workplace?	Coef.	St. Err.	t-value	p-value	[95% Conf	Interval]	Sig
Career Advancement	.766	.044	-4.68	0	.685	.856	***
Personal and Prof Devt	.842	.052	-2.78	.005	.745	.95	***
Engagement	1.012	.07	0.17	.864	.884	1.158	
Job Relevance	.835	.049	-3.06	.002	.744	.937	***
Positive Impact	1.063	.09	0.72	.471	.9	1.256	
Work Output	.991	.079	-0.11	.912	.849	1.158	
Progressive Workplace	.981	.075	-0.25	.804	.845	1.139	
Empowerment	1.058	.082	0.74	.462	.91	1.231	
Freedom	.988	.06	-0.20	.839	.876	1.113	
Recognition	.864	.059	-2.15	.032	.755	.987	**
Remuneration	.961	.054	-0.71	.48	.861	1.073	
Status	.884	.057	-1.91	.056	.779	1.003	*
Work-life Balance	.905	.049	-1.82	.068	.813	1.007	*
Organisation Culture	.845	.069	-2.06	.039	.721	.992	**
Feedback System	.889	.063	-1.65	.099	.773	1.022	*
Team	.996	.073	-0.06	.952	.863	1.149	
Office Ambience	.808	.048	-3.60	0	.72	.907	***
Leadership	.631	.043	-6.77	0	.552	.721	***
Constant	194.672	74.265	13.82	0	92.168	411.177	***
Mean dependent var			0.233	SD dependent var			0.423
Pseudo r-squared			0.226	Number of obs			3009.000
Chi-square			737.961	Prob > chi2			0.000
Akaike crit. (AIC)			2569.217	Bayesian crit. (BIC)			2683.395

*** $p < .01$, ** $p < .05$, * $p < .1$

Linear regression for Prevalence

Motivation Level	Coef.	St. Err.	t-value	p-value	[95% Conf	Interval]	Sig
Career Advancement	.139	.017	8.14	0	.106	.172	***
Personal and Prof Devt	.067	.019	3.49	0	.029	.104	***
Engagement	-.002	.021	-0.10	.921	-.043	.039	
Job Relevance	.052	.018	2.91	.004	.017	.087	***
Positive Impact	-.034	.025	-1.35	.177	-.082	.015	
Work Output	.037	.023	1.59	.112	-.009	.083	
Progressive Workplace	.058	.023	2.52	.012	.013	.102	**
Empowerment	-.02	.023	-0.87	.383	-.065	.025	
Freedom	.028	.018	1.54	.123	-.008	.064	
Recognition	.082	.02	4.08	0	.043	.121	***
Remuneration	.006	.017	0.37	.71	-.027	.039	
Status	.011	.019	0.59	.553	-.026	.049	
Work-life Balance	.054	.016	3.34	.001	.022	.086	***
Organisation Culture	.008	.025	0.31	.757	-.041	.056	
Feedback System	.039	.021	1.84	.066	-.003	.081	*
Team	.02	.022	0.92	.355	-.023	.063	
Office Ambience	.101	.018	5.65	0	.066	.136	***
Leadership	.153	.021	7.41	0	.112	.193	***
Constant	-.742	.1	-7.44	0	-.938	-.547	***
Mean dependent var		2.087	SD dependent var				0.942
R-squared		0.365	Number of obs				3009.000
F-test		95.355	Prob > F				0.000
Akaike crit. (AIC)		6854.752	Bayesian crit. (BIC)				6968.930

*** $p < .01$, ** $p < .05$, * $p < .1$

Ministry-wise ratings on Remuneration (Fair pay and incentives for the work done)

Among the different Ministries, respondents from the Ministry of Health (MoH) and Ministry of Education (MoE) rated high on the prevalence of the motivational factor *Remuneration*, as shown in *Table 1*. The respondents from the two Ministries were mostly health professionals and teachers. The finding could be an indication of a positive effect of the government’s 2019 pay revision, which provided the maximum pay hike to the health professionals and teachers. However, these two Ministries were not necessarily among the organisations having the highest percentage of respondents who said they were motivated, as per the survey. Moreover,

Remuneration does not feature among the top five significant motivational factors. This finding could indicate that remuneration alone is not a sufficient factor to motivate the civil servants. As Frederick Herzberg pointed out in his seminal work on motivation, salary is an extrinsic reward, a “hygienic” factor, rather than a “motivating” one in accordance with Herzberg’s theory (i.e. a poor salary will cause a lack of motivation, but at some point, increasing salary would not increase intrinsic satisfaction or motivation). While it is vital to maintain competitive salaries, salary may never score the highest on employee satisfaction surveys and, at a certain level, will have diminishing returns when it comes to increasing employee engagement (Harrington et al., 2016).

Table 1: Ministry-wise ratings on Remuneration

Prevalence of Remuneration by Parent Ministry or Agency	Strongly Disagree and Disagree	Neither Disagree nor Agree	Agree and Strongly Agree
Ministry of Education	8.95%	14.65%	76.39%
Ministry of Health	16.76%	22.70%	60.54%
Ministry of Foreign Affairs	0.76%	42.86%	52.38%
Other Agencies	21.01%	27.39%	51.60%
Ministry of Agriculture	19.76%	29.63%	50.62%
Ministry of Finance	29.03%	21.51%	49.46%
Ministry of Labour and Human Settlement	11.11%	42.22%	46.67%
Ministry of Information and Communication	18.96%	34.48%	46.55%
Ministry of Economic Affairs	20.84%	33.33%	45.83%
Ministry of Works and Human Settlement	24.13%	36.21%	39.65%
Ministry of Home and Cultural Affairs	34.12%	28.24%	37.64%

Analysis of ratings for Career Advancement

From the overall result, *Career Advancement* was one of the five least prevalent motivational factors. This finding should be of concern since career advancement is strongly related to work effort. Having high career aspirations may positively impact the skills and abilities needed to navigate one’s career. Being more motivated and directed in one’s career goes along with putting in a tremendous

effort on the job (Harrington et al., 2016). As shown in *Table 2*, 43.3 per cent of the respondents who said that they were not motivated disagreed that the factor *Career Advancement* was prevalent at their workplace. Even among the respondents who said they were motivated, at least 14.5 per cent disagreed that the factor was prevalent. These findings should be of concern since the lack of career advancement opportunities would affect the work effort put forth by the young civil servants.

Table 2: Ratings for prevalence of Career Advancement by respondents’s self-reporting of their motivation

Are you motivated at your current workplace?	To what extent do you agree that <i>Career Advancement</i> exists at your workplace?					Total
	Strongly Disagree	Disagree	Neither Disagree nor Agree	Agree	Strongly Agree	
Yes	79 3.42%	254 11.01%	534 23.15 %	1119 48.50%	321 13.91%	2307 100%
No	123 17.52%	181 25.78 %	209 29.77 %	144 20.51%	45 6.41%	702 100%
Total	202 6.71%	435 14.46%	743 24.69%	1263 41.97%	366 12.16%	3009 100%

First row has *frequencies* and second row has *row percentages*

Royal Institute for Governance and Strategic Studies (RIGSS)
Phuentsholing, Bhutan
Postal Code: 21001
Telephone: +975 5 252447
Email: info@rigss.bt
www.rigss.bt

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