

# Annual Report for the Fiscal Year 2019-2020

Ministry of Labour and Human Resources Royal Government of Bhutan

> Policy and Planning Division September 30, 2020

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# A. VISION AND MISSION

The Ministry of Labour and Human Resources (MoLHR) is guided by its long-term vision of "A nation where its citizens have the opportunity for gainful and quality employment characterized by harmonious and productive relationships in the workplace and the community".

Achievement of its vision is further supported by its strategic and vibrant mission of "Facilitating human resource development for economic development to ensure gainful employment for all Bhutanese workforce".

# **B. INTRODUCTION**

The Ministry of Labour and Human Resources (MoLHR) is entrusted to create productive and gainful employment for all. To this, MoLHR targets to maintain national unemployment rate below 2.5 percent and reduce youth unemployment rate from 12 percent to 6.5 percent by the end of 12<sup>th</sup> FYP. Thus, to achieve this, the Ministry implemented various programs and activities at both national and regional level.

This report intends to present the progresses of the various programs and activities of the Ministry initiated and implemented during the fiscal year 2019-20 through Department of Employment & Human Resources, Department of Labour, Department of Occupational Standards and Department of Technical Education. The overall achievement of the Departments were supported by its four Regional Offices located in Trashigang, Phuentsholing, Samdrup Jongkhar and Gelephu and six Technical Training Institutes and two Institute of Zorig Chusum.

The achievement of Departments are drawn from the Annual Performance Agreement which is being approved and accepted by GPMD and evaluated at end of the Fiscal Year by National Technical Committee (NTC). The achievements reflects the strenuous efforts put in by the Ministry, Regional Offices, Technical Training Institutes and Institute of Zorig Chusum and other divisions of the Ministry.

This report is presented in five sub-points: (i) Significant Achievements; (ii) Unemployment trends over the years, (iii) Achievements of the Departments for the FY 2019-20; (iv) Financial Progress for FY 2019-20 and (v) National Technical Committee report on Annual Performance Agreement 2019-20.

#### C. SIGNIFICANT ACHIEVEMENTS

The followings are the significant achievements of the Ministry during the FY 2019-20:

#### 1. Initiated Build Bhutan Project:

The impact of COVID-19 on the economy calls for workforce interventions that can encourage and support a stronger Bhutanese economy and make it more resilient against future shocks. To this, the Ministry initiated the Build Bhutan Project (BBP) with an objective to address the labour market flaws as a result of the COVID-19 pandemic and to address wider and long-term objectives in the construction industry in the country such as to mobilize, create and manage a pool of skilled workforce to meet the requirement in the construction sector, to promote the construction sector as an attractive avenue for employment, and to design/develop attractive incentives to attract and retain the workforce in the construction sector.

#### 2. TVET Statistics of Bhutan, 2020:

The inaugural TVET Statistics report contains comprehensive TVET statistics from 2008 to 2019. It is the first statistical publication in the history of TVET. The statistics were drawn from the administrative and survey data sourced from training institutions and other government agencies. The statistics are arranged under five major TVET domains: TVET context, access and equity, quality, relevance and TVET governance. Some preliminary survey data were obtained from the multi-cohort TVET tracer study (2003-2018).

The Department of Technical Education (DTE) initiated the compilation of TVET statistics as a part of its bigger goal to build a robust and dynamic web-based TVET MIS. It reflects MoLHR's commitment to exploiting the data at every stage of TVET management and development to build a robust, agile and resilient TVET system that is responsive to the needs of the Bhutanese economy and society. The report will also serve as the baseline information for policymakers, planners and TVET managers. It is expected to provide crucial information for various TVET reforms.

#### 3. Multi-Cohort Online Tracer Survey:

The online multi-cohort TVET graduates study covered TTI & IZC graduates (2013-2018) and graduates of fifty-four private and other public training providers (2019-2020). The tracer study focused on drawing the link between TVET quality, relevance, training delivery and labour market outcomes of the TVET programmes directly under the management of MoLHR.

This study was the first of its kind in the history of TVET. It manifests MoLHR's aspiration and effort to make TVET more resilient and responsive to the human resource and labour market needs of the country through the adoption of the data-driven approach to TVET governance, strategic management and effective delivery of training. The findings are expected to inform various TVET reforms and plan initiatives, reinforce the monitoring and evaluation of the TVET system, facilitate demand-supply mapping of TVET programmes and generate the data for research in TVET. This report may serve as the benchmark information for measuring TVET progress and initiating alternative action plans.

#### 4. National Service – Home Security Program:

His Majesty the King during the address to the nation on the occasion of the 112th National Day of Bhutan on 17th December 2019, announced the launch of Gyalsung – Bhutan's National Service by 2022. The Gyalsung is envisioned as a one-year integrated training program mandatory for all youth attaining the age of 18 and if in school – upon completion of grade twelve. The one-year training will include three months of basic military training followed by nine months of specialized training in three main core areas: Home Security, Food Security and Cyber Security, focusing on home construction technologies, computing technologies, skills development in agriculture and entrepreneurship.

Current estimates indicate that nearly 13,000 youth will go through this rite of passage every year. The training for the NS Cadets will take place simultaneously in at least five National Service Academy located across the country with 1050 to 3700 cadets in each academy. It is estimated about 3000 to 4000 youth will undergo home security program as a specialized vertical training after completion of basic military training.

The Home Security Program seeks to, in a modest manner; explore the idea of transforming the home building sector through advanced training and use of appropriate and affordable technology in construction sector. The Home Security Program of NS shall have immense potential to meet this goal by training thousands of youth to this idea every year.

MoLHR received the mandate to provide all technical assistance in introducing the Home Security Program as part of NS program. In which MoLHR will provide technical assistance support in following key areas:

- Take lead role in implementation of Home Security Program
- Design of HS Program course, Development of curriculum framework and curriculum
- Recruitment, capacity building and certification of Human resources
- Assist in designing of HS infrastructure, facility and workshops with NS infra team
- Prepare a list and specification of tools, equipment and materials required for HS program
- Setup Classroom, Workshop, Tools & Equipment for HS program setup and commissioned
- Support and monitor training delivery of HS program.

#### 5. Involvement in Royal Kidu Program:

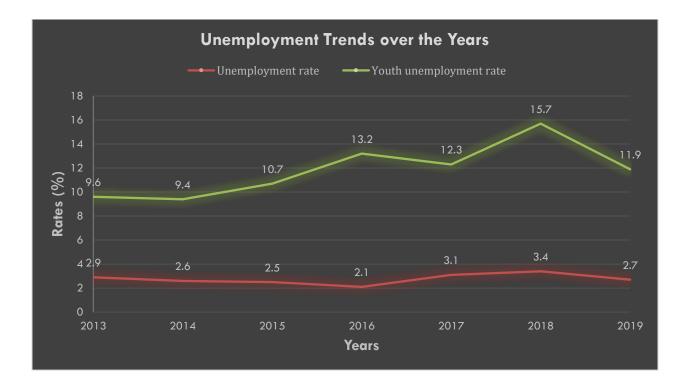
The officials from the Ministry were involved in the implementation of the Royal Kidu Program in manning over 15 operators stationed at the centre and attended calls to 1188, the toll-free number set for the Kidu registration. The applications were received online as well as in hard copy and are entered into a system that is fully developed by Bhutanese IT experts from RMA, CBS, national service secretariat, and a few other related sectors.

To ensure thorough screening, applicants' details are run through numerous databases including that of the Ministry of Economic affairs and Ministry of Labour & Human Resources, the civil registry, associations in the tourism sector, among others before submitting the details and papers to committee who finally recommends for Kidu.

## D. UNEMPLOYMENT TRENDS OVER THE YEARS:

During the 12<sup>th</sup> Five Year Plan (FYP), creating productive and gainful employment has been identified as one of the National Key Result Areas (NKRA) out of the 17 NKRAs. The key performance indicators under this particular priority are to maintain national unemployment rate below 2.5 percent and reduce youth unemployment rate from 12 percent to 6.5 percent by the end of the plan period.

The national unemployment rates over the years have averaged between 3-4 percent annually while the youth unemployment rates have been increasing over the years.



# E. DEPARTMENTAL ACHIEVEMENTS

## 1. Department of Employment and Human Resources:

## Vision

Every Bhutanese worker attains full, decent and productive employment.

# Mission

To promote gainful employment opportunities, facilitation of employment creation and provide timely and reliable labour market statistics.

# Objectives

- 1. To ensure reliable and timely labour market information;
- 2. To foster entrepreneurship and self-employment support services;
- 3. To enhance synergy of HRD plans/program and to develop critical skills/ capabilities of workforce in different economic sectors; and
- 4. To enhance employment support services and coordination.

The following activities were implemented by the Department of Employment & Human Resources to achieve the above objectives:

SL#	Action	Success Indicator	Target	Actual Achievement
1	To enhance synergy of HRD plans/program and to develop critical	Job seekers trained in various critical skills	800	Trained 354 job seekers in various critical skills
	skills/ capabilities of workforce in different	In-service candidates trained	200	Trained 80 in service candidates
	economic sectors	HRD Committee meeting held	2	1st HRD Committee meeting conducted on 26th Nov 2019
2	To achieve Startup & CSI Flagship Objective	Progress as per signed CSI Flagship Performance Agreement	100%	The 4 major activities in Startup and CSI Flagship Program: 1. Startup Entrepreneurship Development Training – 405/570 (Startup EPD- 324/330, Student Business Seedling - 63/50, ToT- 18/30. 2. Startups innovation Events - 3/3 (Startup Hackathon-1, promotion networking - 2, 3. Set up infrastructure- 4/4 (BIC new in GCBS, CST & CNR

	-	<b>T</b> ' I' I I'I II	20 /00 /10	(strengthen), Fab lab in JWPTI & CNR - RSSTEM, OPM, HMS) Number of Start-up - 24/66, Number of jobs created by startups- 95/132
3	To enhance employment support services and coordination	Timeline by which the Concept Paper for Reintegration Program is drafted and submitted to Ministry	30/09/19	Concept paper drafted and submitted to ministry.
		Submission for Cabinet approval to establish linkages	2	Approval for MoA signing and collaboration with 5 SVOs submitted
		Frequency of Employment Responsibility Committee meeting	Once	ERC held on 8th November 2019 at Convention Center
		Regulations, guidelines and policies drafted/reviewed	2	1. Overseas Employment Regulation reviewed and document finalized. 2. Specific Skilled Workers guideline drafted.
		Jobs facilitated	7470	Facilitated 8424 jobs in following 9 economic sectors: MoWHS - 544 MoIC – 34 TCB - 3068 MoAF - 242 MLI, MoEA - 270 DSPS, MoEA - 283 DoT, MoEA - 3860 DGM, MoEA -123 DCSI – ongoing
		Youth placed through Overseas Employment Program	1400	Placed 1278 youth through Overseas Employment Program as March 2020
		Youth engaged through Youth Engagement and Livelihood Program (YELP)	1500	Placed 377 youth through YELP
4	To ensure reliable and timely labour market information	Timeline by which the Labour Market Information Bulletin is published	30/09/19	LMIB uploaded in Ministry's website on 30th Sept, 2019 and published.
		Timeline by which the Employer and Employee registration in the job portal system is initiated.	01/11/19	Employer registration commenced on 21st Oct 2019. The registration concluded on 10 January 2020.
		Timeline by which Tracer Study on Beneficiaries of Entrepreneurship Development Program is completed	31/12/19	Report completed on 30th December 2019.
		Timeline by which the data in the Bhutan Labour Market	30/03/20	Held workshop on Bhutan Labour Market Information

	Informat updated	/	is		em (BLMIS) from March 2-6, 0 at Hotel Holiday Home, 5.
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Other Achievements:

- Final ToR for Inter-Agency National Coordination Committee (INCC) developed and submitted to the Ministry
- National HRD Policy Review and Action Plan Report submitted to Ministry
- Initiated ICT and online Freelancing program
- Initiated online learning with Coursera
- Supported implementation of Relief Kidu

# 2. Department of Occupational Standards:

# Vision

Competent Bhutanese workforce with internationally recognized TVET qualifications.

# Mission

The Department shall strive to:

- 1. Achieve a unified TVET system through the development and adoption of Bhutan Vocational Qualifications Framework (BVQF);
- 2. Improve the quality and relevance of the TVET system through enforcement of Quality Assurance systems; and
- 3. Facilitate and promote lifelong learning by linking TVET to Tertiary and Higher education.

The following activities were implemented by Department of Occupational Standards to achieve the above mission statements:

SL#	Action	Success Indicator	Target	Actual Achievement
1	Quality of TVET improved through implementation of Quality Assurance System (QAS)	Training Providers Registered	100%	1. RENEW Vocational Training Institute- Thimphu 2. Institute for Learning and Development- Thimphu 3. Institute of Advanced Tailoring and Fashion Design- Thimphu 4. Dzongkha Kherog Pelkhang – Thimphu 5. Institute of Management & Technology – Thimphu 6. Lhawang Yugyal Technical Training Institute – Samdrupjongkhar 7.Institute for Professional Excellence – Thimphu 8.Bhutan Institute of Tourism and Hospitality - Thimphu (Total Institutes: 123) Active 118; Non Operational: 5)
		Registered TVET Institutes monitored	90%	111 out of 118 (new 8) TVET Institutes monitored.
		Courses leading to National Certification in CZC, TTIs and IZCs accredited	90-95%	Total Courses offered in TTIs and IZCs = 39 Accredited = 38 %Achieved = 97%
		Courses leading to National Certification in other Public and Private Training institute accredited	60%	Total Courses offered in Other Public and Private TPs = 40 Accredited = 25 (62.5%)
		Accreditors trained	20	32 Accreditors trained

Accreditors
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12. Food

		Production Associate NC2 13. Food Production Associate NC3
TVET graduates from public TVET institutes (TTIs', IZCs' & other public institutes) assessed through BVQF	100%	<ul> <li>(Number of Assessment conducted (50) / Total number of assessment in year (51))*100=98.03%. 64 Mason NC2, 31 Construction Carpenter NC2, 7 NC3, 27 Wooden Furniture, 32 Mechanical Fitter NC2, 16 Plumber NC2, 14 Computer Hardware, 24 Electrician NC2, 20 NC3, 45 Auto Mechanic NC2, 13 Auto Electrician, 17 Lhadrip NC2, 7 Jimzop NC2</li> </ul>
Assessors trained in priority sector/trades	>=21	20 MVI's trained from RSTA for PD assessment
TVET graduates from private TVET institutes assessed through BVQF	100%	= (Number of Assessment conducted (21) / Total number of assessment in a year (25))*100=72% 22 Food Production associate NC2, 24 Food Production Associate NC3, 27 Animator NC2.

# 3. Department of Labour:

# Vision

A Nation with just and fair labour administration system promoting GNH.

# Mission

To promote and protect the wellbeing of both the employers and employees through sound labour policy, labour relations management, tripartism, social protection and healthy and safe working conditions.

# Objectives

- 1. To improve working condition/environment in private and corporate sectors
- 2. To strengthen safety culture at workplace
- 3. To strengthen labour dispute prevention and settlement mechanism
- 4. To strengthen foreign workers administration

The following activities were implemented by Department of Labour to achieve the above objectives:

SL#	Objective	Success Indicator	Target	Actual Achievement
1	To improve working condition/environment in private and corporate sectors	Participants attending awareness program on Labour and Employment Act of Bhutan 2007.	1350	1536 participants attended an awareness program. Thimphu = 499+124 Pling =229+0 S/Jongkhar =0+0 G/Phu =200+244 T/Gang =240+0
		Enterprise with Internal Service Rule	140	150
		Inspections conducted to the worksite	2350	T/Phu=682 P/ling =487 S/Jongkhar =322 G/Phu =73 T/Gang=150 Total- 1714
		Timeline by which Social Protection Framework report is submitted	31/01/20	Submitted
		Timeline by which the regulation on working condition is reviewed	31/01/20	working with World Bank
		Timeline by which the National Minimum Wage is Reviewed	31/01/20	The draft proposal has been submitted.
2	To strengthen safety culture at workplace	Participants attending education and advocacy on	1600	1055(Thimphu-540Phuntsholing-229

		Occupational Health and Safety		S/Jongkhar- 0 Gelephu- 286 T/gang- 0 Total- 1055)
		Candidates trained on Occupational Health and Safety	200	823
3	To strengthen labour dispute prevention and settlement mechanism	TAT for dispute resolution	14 days	within 14 days
		Clients advocated on grievance redressal mechanism	250	244+37=281
		Employees under Provident Fund Scheme	74.6%	There are 91,090 workers in the private sector, out of which 62,352 have been registered under PF scheme.
4	To strengthen foreign workers administration	FWRA's and employers educated on recruitment procedures and policies	2	1
		TAT for site verification for the requirement of additional foreign workers	4 days	Site inspection conducted within 4 days from the date of application
		TAT for foreign workers approval	24hrs	24hrs

# 4. Department of Technical Education:

# Vision

To Transform TVET into an Attractive Learning and Career Pathways for the Bhutanese Youth

# Mission

To provide quality technical and vocational education and training that will guarantee a distinguished place for Bhutanese youth anywhere in the world

# Objectives

- 1. To enhance increased and equitable access to TVET;
- 2. Improve quality and competence of TVET system;
- 3. Strengthen the alignment of TVET to the needs of the economy; and
- 4. Transform TVET through effective leadership and governance.

The following activities were implemented by Department of Technical Education to achieve the above objectives:

SL#	Objective	Success Indicator	Target	Actual Achievement
1	To enhance increased and equitable access to TVET	People trained through VSDP	125	65 trained in Tailoring. (30 trained at P/Gatshel, 14 trained at Gomphu Zamgang & 21 trained at Bumthang in Tailoring). Male=7, Female= 58
		Percentage of infrastructure Development at TTI - Samthang completed	60%	Hostel 1- 60% completed, Hostel 2 - 68 % completed, Hostel 3- 60 % completed & workshop- 57% completed. Over all progress- 61.25
		Timeline by which Construction of JWPTI is completed	25/06/20	Construction of Infrastructure under Package B completed and final bill pending as the contractor has not reported for verification of final bill. The contractor for Package C has further appealed Supreme Court, Royal Court of Justice on termination of contract due to fundamental breach of contract.
		Students enrolled in TVET Institutes	12%	Total enrollment TTI & Nizcs Total 1138 (77%) students enrolled in Institute. Private Institute – 354 trained of 570 total enrolled (target

				was actually achieved for the
				total target of 800)
		Timeline by which procurement of tools and equipment for JWPTI is completed	25/6/20	Procurement of T&E for Hydro-mechanical, Control & Instrumentation procured. However, suppliers could not supply 5% of the total supply order due to Pandemic.
		Timeline by which procurement of tools and equipment is completed (TTI - Samthang, TTI - Khuruthang, TTI - Rangjung, TTI - Chumey)	05/05/20	Invitation for Bids Advertisement on 22nd August 2019
		People trained through SSDP	125	127 trained (28- Haa Damthang 59-RBP Thimphu, 20- Phuntsholing & 20- Gelephu)
		Percentage of infrastructure development at TTI - Thimphu completed Timeline by which the Construction of TTI - Thimphu is awarded	15% 31/12/19	<ol> <li>Principal's Quarter-20%,</li> <li>Staff quarter-30%,</li> <li>Administrative Block-10%,</li> <li>Academic Block-3%,</li> <li>Basketball Court with Sitting Gallery-0,</li> <li>Underground Cable-0,</li> <li>Underground Cable-0,</li> <li>Unitized Substation-0,</li> <li>Main Gate and Guard House -0,</li> <li>Overhead water tank -3,</li> <li>Compound Lighting-0,</li> <li>Bridge connection-</li> <li>12.</li> <li>Mass block-6,</li> <li>13. Septic tank-3. Overall progress- 6.27%</li> <li>Work Order Awarded on</li> <li>11th March 2020,</li> <li>TTI</li> <li>Thimphu construction award letter was delayed &amp; halted due to TVET reform and transactions.</li> </ol>
2	Transform TVET through effective leadership and governance	TimelinebywhichannualTVET statistics is publishedTracerStudyReportPublished	28/02/20 30/04/20	TVETStatisticsbookpublishedTracerStudyReportPublishedsharedwith
3	Improve quality and competence of TVET system	TTIs and IZCs graduates awarded National Certificates	>95%	Ministry 803 students NC awarded (93%)
		TVET graduates employed within 12 months after graduation	80%	Total of 893 graduates which is 77.49 % graduates are employed within 12 Months.

Instructors, Supervisors and	70	100% (71 : Skilled supervisor
Managers trained in		DTP-12, ToT-OSD for DTP
pedagogy, occupational		Trainer-16, ToT-OSD
skills, management and		welding-12, ToT-TI &
supervision through ToT		Pedagogy MoE-15 & ToT–TI
program.		& Pedagogy Dzongkhag
		group-16)

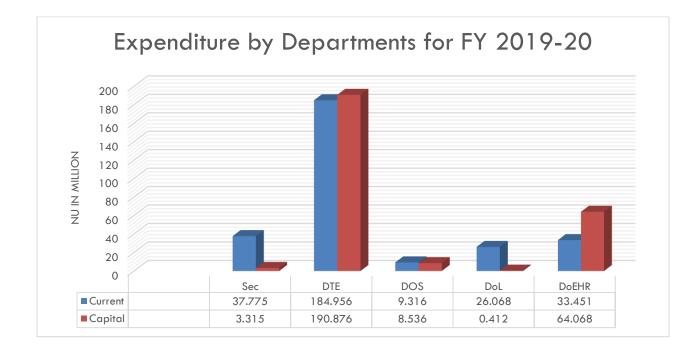
Other Achievements:

- Facilitated the development of curricula: Hospitality, National Diploma and Tourism and Management, National Diploma for Royal Institute of Tourism and Hospitality (RITH).
- Facilitated the development of curriculum: Performing Arts, National Diploma for Royal Academy of Performing Arts (RAPA).
- Participated in TVET Reform Initiatives for transition of new TVET Agency.
- Coordinated to prepare and develop detailed operation plans and technical proposal for Gyalsung Home Security Program.
- Participated and contributed in developing course structure and curriculum for Build Bhutan Project.
- Developed foundational course curricula for seven courses under Build Bhutan Project (BBP)
- Validated Zorig curricula for Thagzo NC2 and Shazo NC2&3.
- Developed Course Framework of Gyelsung Home Security Program and presented to National Service Core Working Group.
- Developed Guideline for Digital E-Learning.

# F. FINANCIAL PROGRESS

For the fiscal year 2019-2020, The Ministry received a total of Nu. 860.039 million which is 30.71% of its total 12<sup>th</sup> FYP outlay of Nu. 2,800 million. Following table shows the approved budget and expenditure as of June 30, 2020.

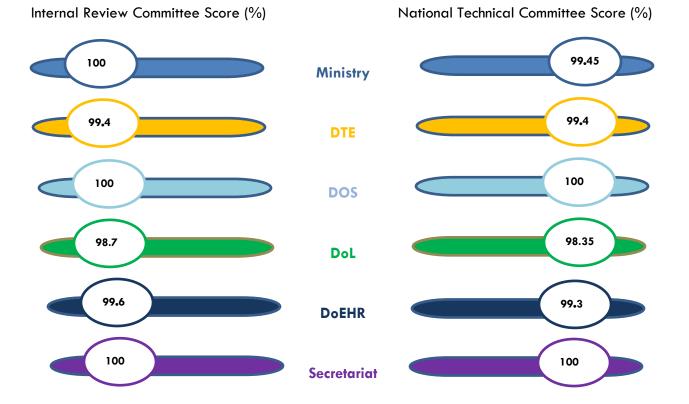
SI#	Departments	Budget			Expenditure		
		Current	Capital	Total	Current	Capital	Total
1	Secretariat	40.443	4.833	45.28	37.775	3.315	41.09
2	Technical Education	194.62 9	346.04 7	540.68	184.95 6	190.87 6	374.83
3	Occupational Standards	9.359	11.042	20.40	9.316	8.536	17.85
4	Labour	27.055	0.742	27.80	26.068	0.412	26.48
5	Employment & Human Resources	41.036	184.85 3	225.89	33.451	64.068	97.52
	Total	312.522	547.517	860.039	291.564	267.208	558.773



# G. NATIONAL TECHNICAL COMMITTEE REPORT ON APA 2019-20

The evaluation focused on:

- Assessing the self-reported annual achievements of Department and Secretariat APAs;
- Assessing whether the planned activities were carried out and services delivered as intended; and,
- Whether outputs/targets were achieved as per the plan and timeline.
- The evaluation did not try to assess the overall impact of such activities/success indicators.
- The evaluation was mostly done through desk review, data verification, discussion with relevant officials and was based on administrative documents, correspondences, published documents made available to the IRC.



#### Overview of Scores of the Ministry and Departments:

#### H. CONCLUSION

To conclude, the Ministry in the Fiscal Year 2019-20 implemented various programs and activities in collaboration with other relevant stakeholders to create productive and gainful employment and to maintain national unemployment rate below 2.5 percent and to reduce youth unemployment to 6.5 percent. However, due to COVID-19 Pandemic outbreak, most of the planned activities and programs had to halt with restrictions of movement internationally as well as nationally. The Government had to re-prioritize the plans and programs and had to reallocate the Budgets accordingly.

With this, the set targets for the fiscal year 2019-20 may have hampered but, the Ministry as a response to the labour market had initiated Build Bhutan Project (BBP) with an objective to address the labour market flaws as a result of the COVID-19 pandemic and to address wider and long-term objectives of the construction industry in the country. The Ministry also involved in the implementation of the Royal Relief Kidu Program which was launched on 14<sup>th</sup> April, 2020 to provide direct income support to those individuals who has lost their livelihoods either partially or completely because of the coronavirus pandemic.

Further, the Ministry was successful to come up with the Reports on TVET Statistics of Bhutan and Multi-Cohort Online Tracer Study which is an important milestone of the TVET Management and Development stage to build a robust, agile and resilient TVET system that is responsive to the needs of the Bhutanese economy and society. Moreover, this study ensures Ministry's effort to make TVET more resilient and responsive to the human resource and labour market needs of the country.

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