

## ORIGINAL PAPER



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# Improving the System for Evaluating the Efficiency and Performance of Civil Servants

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## ABSTRACT

This article addresses the pressing issue of improving the system for evaluating the efficiency and performance of civil servants within the context of public administration development and enhancing the quality of public services. The aim of the study is to develop proposals for modernizing the existing evaluation system for civil servants based on a fundamental analysis of theoretical approaches, domestic practices, and international experience. The work presents a comprehensive analysis of both the key categories and approaches used in this field, as well as the current regulatory and legal framework. The current state of Russia's civil servant evaluation system is examined, revealing key issues such as procedural formalism, subjectivity, weak connection with HR processes, insufficient evaluator competence, and underdeveloped information and analytical systems. Advanced international practices in civil servant evaluation are reviewed, including those in the United States, the United Kingdom, Germany, France, and Canada. The article proposes main directions for improvement: the implementation of results-based management using key performance indicators (KPIs); the development of a competency-based approach; digitalization of evaluation procedures; and strengthening the link between evaluation outcomes and motivation mechanisms. The study's **methodology** is grounded in scientific methods such as analysis and synthesis. The **results** can be used in the modernization of the civil servant evaluation system, as well as in the development of legal and methodological documents in this field.

**Keywords:** civil service; performance evaluation; efficiency; competency-based approach; results-based management; digitalization; motivation of civil servants; international experience

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## INTRODUCTION

The urgency of improving the system for evaluating the efficiency and effectiveness of civil servants stems from the dynamic development of public administration and the increasing demands for the quality of public services in the contemporary context. There is a pressing need for systematic transformation of human resource management mechanisms within government bodies, with an emphasis on enhancing the objectivity and transparency of attestation procedures, and on the adoption of advanced technologies and methodologies that provide a comprehensive understanding of each employee's potential and achievements.

A detailed study of the theoretical foundations and practical organization of public service activities has revealed key trends, problem areas, and growth opportunities in this field. A comprehensive analysis of existing approaches, tools, regulatory frameworks, and best international practices has provided a solid foundation for developing proposals aimed at qualitatively improving the evaluation system, thereby fostering greater professionalism and motivation within the civil service workforce.

Issues of public evaluation as a basis for motivating civil servants have been examined by I. S. Shcherbina and L. N. Zakharova [1], while M. A. Drobot explored pedagogical modeling and the assessment of the effectiveness of forming the socio-legal stance of future civil servants [2]. The qualification exam as a means of assessing civil servants' performance was the subject of study by E. R. Biryukova [3], and S. V. Dukhnovsky investigated methodologies for evaluating self-perception as a professional [4].

With the advancement of digitalization, there has emerged a need for a more detailed analysis of the application of modern technologies within the public service system, a topic addressed by M. V. Rybakova and N. A. Ivanova [5]. The article by L. A. Zhigun and D. V. Simutova reflects issues related to the effectiveness of public service [6],

where the authors adopt the identification of modernization features in the management system as the starting point for evaluation.

The application of digital technologies in evaluating the work of civil servants has been studied by M. A. Krotova, T. I. Kozyubro, and A. O. Alimova [7]. According to their view, when assessing the effectiveness of management processes, it is essential to consider the impact of digitalization on the content and structure of employees' activities in this field, as this factor may lead to significant socio-economic effects.

A. Yu. Brysev and T. M. Polushkina note that currently Russia lacks a mechanism for conducting civil servant attestation based on performance outcomes [8]. These scholars drew attention to foreign experiences and proposed adapting them to domestic practice, recommending the use of evaluation and labor incentivization as key tools.

S. N. Keramova, having conducted a comparative legal analysis of issues in the civil service institution in the Russian Federation, the United States, the United Kingdom, France, and Germany, suggests applying international best practices to improve administrative legislation regulating the civil service system (for example, the use of modernized administrative regulations with specific criteria for assessing civil servants' effectiveness). She also advocates for the creation of a senior civil service cadre to address institutional challenges and establish mechanisms for cooperation between government authorities and civil society representatives, which should be integrated into the Russian public administration system [9]. Following international precedents, S. N. Keramova proposes introducing a performance evaluation system in Russia based on three components: a detailed description of task outcomes specified in individual annual development plans; monitoring of results in accordance with relevant standards and normative legal acts (NLAs); and available comments or data on specific human factors.

Having reviewed these scientific contributions, the present study considers it necessary to:

- analyze the theoretical foundations and normative-legal documents governing the evaluation of civil servants' performance in recent years;
- examine existing methodologies and criteria for assessing the effectiveness of civil servants in Russian practice;
- conduct a comparative analysis of domestic and foreign experience in this area;
- identify major problems and shortcomings of the current evaluation system through surveys of civil servants and statistical data analysis;
- determine key factors influencing the effectiveness of civil servants' work;
- develop practical recommendations for improving the evaluation system, taking into account modern management technologies and digital solutions.

## RESEARCH METHODOLOGY

For a comprehensive study of the system for evaluating the effectiveness and performance of civil servants, it is advisable to analyze the main existing methodologies applied within government bodies; identify key factors influencing the effectiveness of civil servants' work; uncover the problems accumulated within the current evaluation system; examine advanced international practices in this field; and outline the primary directions for improving the evaluation system of civil servants' effectiveness and performance, taking into account contemporary management approaches and digital technologies.

## RESEARCH RESULTS

### Theoretical Foundations of Evaluating Civil Servants' Effectiveness

Before proceeding to a detailed examination of the theoretical and methodological aspects of evaluating the performance of civil servants, it is essential to clearly define the core categories of effectiveness and performance within the context of professional activities in government bodies.

Effectiveness is traditionally understood as the ratio between achieved results and expended resources. In the context of public service, this refers to the optimal utilization of human, financial, material-technical, informational, and other resources to maximize positive managerial impact on socio-economic processes and the fulfillment of strategic development objectives at the territorial level.

Performance, in turn, characterizes the degree to which planned goals are accomplished and established indicators are met, reflecting the alignment of outcomes with societal expectations and needs. This criterion is closely linked to goal-setting, indicating the success in implementing priority directions of state policy, national projects, and government programs.

Effective and high-performing civil service activity implies achieving socially significant outcomes while minimizing the consumption of all types of resources, which presupposes a combination of high professionalism, innovative thinking, initiative, and accountability.

In the theory and practice of human resource management within the public service, several fundamental approaches to personnel evaluation have developed, differing in their objectives, methodologies, and tools:

1. Qualification-based approach, focused on determining the degree of an employee's compliance with the requirements of the position in terms of education level and profile, work experience, skills, and abilities. Key assessment procedures include certification, qualification exams, and competitive selection.

2. Personality-psychological approach, which emphasizes diagnosing professionally significant traits, motivational characteristics, and value orientations. Information is gathered through personality questionnaires, psychological tests, interviews, and expert evaluations.

3. Activity-based (functional) approach, involving the analysis of the content and outcomes of professional activities. This includes decompos-

ing the functional responsibilities of the position, evaluating quantitative and qualitative parameters of task performance, as well as the complexity and novelty of the tasks undertaken.

4. Competency-based approach, which has actively developed in recent years and focuses on a comprehensive assessment of knowledge, skills, and professional-personal qualities, taking into account the specifics of the position and the strategic objectives of the government body. This approach involves the use of competency models that reflect the benchmark requirements for employees across various categories and groups [10].

Each approach has its own specific features and areas of application. In practice, it is advisable to combine these approaches to obtain a multidimensional and objective evaluation of human resource potential.

The organization of assessment activities in the public service is governed by a comprehensive set of normative legal acts at both the federal and regional levels.

The foundational legal document is the Federal Law “On the State Civil Service of the Russian Federation” dated July 27, 2004, No. 79-FZ, which establishes the legal, organizational, and financial-economic foundations of the state civil service.<sup>1</sup> It defines the procedures for entry into, tenure, and termination of civil service, codifies the main rights and duties of civil servants, and guarantees their legal and social protections. The law mandates the conduct of attestation of civil servants to assess their compliance with the positions they hold, as well as the use of competitive procedures during recruitment and the formation of personnel reserves.

The detailed procedure for conducting attestation is regulated by the Decree of the President of the Russian Federation dated February 1, 2005, No. 110 “On the Conduct of Attestation of State Civil Servants

of the Russian Federation.”<sup>2</sup> This document outlines the goals, objectives, and frequency of attestation; requirements for the formation of attestation commissions; main stages and assessment procedures; as well as the “Procedure for the Assignment and Retention of Class Ranks of the State Civil Service of the Russian Federation to Federal State Civil Servants” dated February 1, 2005, No. 113 (as amended on March 1, 2024<sup>3</sup>) [11].

In addition, a number of methodological tools have been developed, such as the “Methodological Toolkit for Implementing a System of Comprehensive Evaluation of Professional Service Activities of State Civil Servants” (approved by the Ministry of Labor of the Russian Federation) and the “Methodology for Comprehensive Assessment of the Professional Service Activities of a State Civil Servant”<sup>4</sup> [12].

Within their established competencies, regional government bodies adopt their own normative acts that specify evaluation procedures at the regional level. Thus, a multi-tiered legal framework has been formed, creating the necessary conditions for the full functioning of the evaluation institution within the state civil service.

#### **Analysis of the Current System for Evaluating Civil Servants**

Currently, the procedures for assessing the professional performance of civil servants are conducted using the following methods:

<sup>2</sup> Decree of the President of the Russian Federation No. 110 dated February 1, 2005 “On Conducting Certification of State Civil Servants of the Russian Federation” (as amended). URL: <https://base.garant.ru/187828/>

<sup>3</sup> Decree of the President of the Russian Federation No. 113 dated February 1, 2005 (edited on March 1, 2024) “On the Procedure for Assigning and Retaining Class Ranks of the State Civil Service of the Russian Federation to Federal State Civil Servants.” URL: [https://www.consultant.ru/document/cons\\_doc\\_LAW\\_51534/69e330f1e987bd708981767347a893d061cad236/](https://www.consultant.ru/document/cons_doc_LAW_51534/69e330f1e987bd708981767347a893d061cad236/)

<sup>4</sup> Letter of the Ministry of Labor of the Russian Federation dated June 14, 2016 No. 18–1/10/V-3980 “On the Methodology for Comprehensive Evaluation of Professional Service Activities of a State Civil Servant.” URL: <https://legalacts.ru/doc/metodika-vsestoronnei-otsenki-professionalnoi-služhebnoi-dejatelnosti-gosudarstvennogo-grazhdanskogo-služhashchego/>

<sup>1</sup> Federal Law No. 79-FZ of July 27, 2004 “On the State Civil Service of the Russian Federation. URL: <https://сосновЫй-бор.78.мвд.рф/document/18041233>

1. **Attestation.** Conducted once every three years to determine the civil servant's compliance with the position held. This process involves the evaluation of the civil servant's professional activities by an attestation commission based on submitted documents and the results of an interview.

2. **Qualification Exam.** Administered when considering the assignment of a civil service class rank at the employee's initiative, no later than three months after the submission of a written application. This exam assesses the employee's knowledge, skills, and abilities in a session of the commission responsible for assigning class ranks.

3. **Inclusion in the Personnel Reserve.** Conducted based on competition results to form a pool of candidates for filling civil service positions. The competitive procedure includes testing and an individual interview.

4. **Annual Evaluation of Professional Service Performance.** Performed to determine the effectiveness of a civil servant's work during the

reporting period by comparing established targets with achieved results [13].

Thus, the current evaluation system is founded on a combination of various personnel management technologies covering key stages of civil service progression. At the same time, practice shows that the existing toolkit does not always ensure a comprehensive and objective analysis of civil servants' competencies and performance outcomes.

The current regulatory framework provides for the use of a range of criteria, which, according to the Methodological Toolkit for Implementing Comprehensive Assessment, include (see Fig. 1):

1. The degree of complexity, urgency, and quality of tasks performed by employees as assigned by their supervisors, as well as indicators of work discipline.

2. The quantity and quality of drafted official documents and other materials prepared in accordance with job responsibilities and assignments.

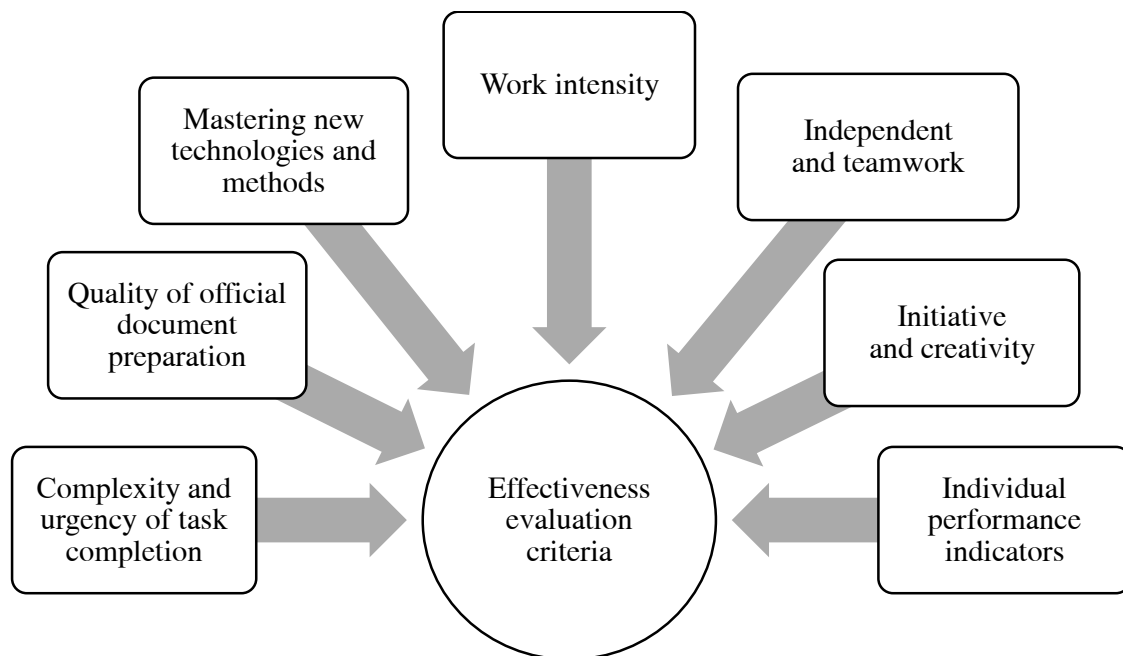


Fig. 1. Key Criteria for Evaluating Civil Servant Efficiency

Source: developed by the author based on the data of the Methodology for a comprehensive assessment of the professional performance of a state civil servant. URL: <https://www.garant.ru/products/ipo/prime/doc/71358518/> (accessed on 10.02.2025).



3. The ability to quickly master new technological and informational tools and work methods.

4. Work intensity: overtime activities, handling large volumes of information, etc.

5. The degree of independence in completing assigned tasks, the ability to work collaboratively in a team, and coordinate one's actions.

6. Responsibility, initiative, creativity, and similar qualities [14].

Individual performance indicators, established for each employee according to the specifics of their functional duties, are also taken into account. Overall, the proposed set of criteria encompasses key competencies and parameters of professional activity; however, in practice, their application is complicated by a number of challenges.

*Figure 1* illustrates the diversity of parameters used to assess the effectiveness of civil servants. Both quantitative work outcomes (such as volume and timeliness of task completion) and qualitative characteristics reflecting the level of professionalism, innovativeness, and organizational skills of the employee are taken into account. Personal qualities — responsibility, communication skills, and a creative approach to work — also play a significant role. At the same time, both universal and position-specific indicators related to the nature of the role are applied.

However, it is important to note the complexity involved in operationalizing and measuring some of these criteria, as well as their susceptibility to subjective interpretation. Further efforts are required to refine and specify the assessment parameters and to develop reliable methodological tools for their evaluation.

Despite the legal framework and methodological elaboration of assessment procedures, several practical issues have been identified that reduce the potential of this institution.

First, there is a predominance of formalistic approaches and insufficient consideration of the substantive aspects of work. Assessments often

rely on superficial document analysis without in-depth examination of the employee's actual contribution to the achievement of organizational goals. Actual performance of duties is frequently substituted by formal compliance with job regulations.

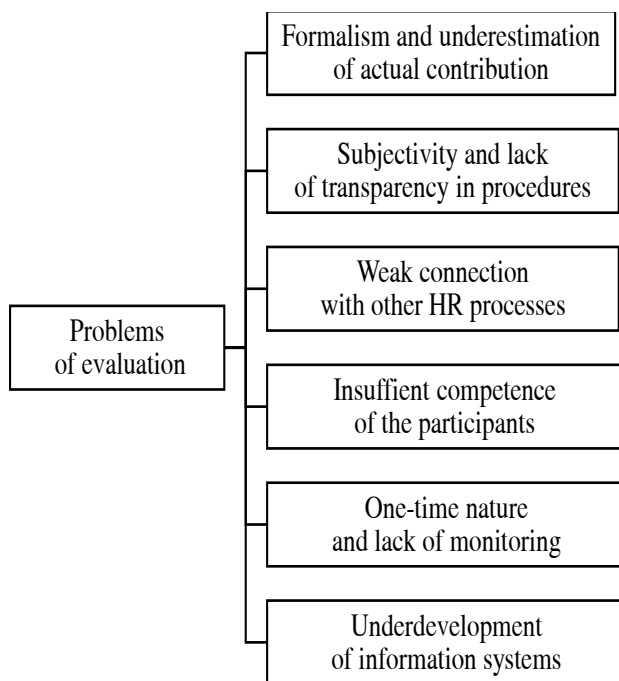
Second, subjectivity and a lack of transparency in assessment procedures are evident, alongside an absence of feedback mechanisms. The opinion of the immediate supervisor plays a decisive role in the absence of clear and measurable criteria. Employees are not always aware of the parameters by which their professionalism and work results are evaluated.

Third, there is a weak linkage between assessment results and other human resource processes. Recommendations from attestation and competition commissions are advisory in nature and are not consistently factored into decisions regarding career advancement, financial incentives, or staff rotation, thus diminishing the motivational potential of the assessment.

Fourth, the insufficient competence and engagement of evaluators is a concern. Commission members do not always possess adequate qualifications in modern personnel management techniques or the skills to apply the required assessment tools. The routine nature of the procedures fosters a formal attitude and underestimation of the role of assessment activities in public service personnel management.

Fifth, there is an overreliance on “one-off” assessment procedures without continuous monitoring of professional performance. Evaluations are often limited to the period of attestation or competition, lacking comparison of interim and final results or analysis of the employee's competency development dynamics [15].

It is also important to note the underdevelopment of information-analytical systems that support the collection, processing, and utilization of data. The absence of unified standards and formats for personnel information complicates the integration of assessment procedures into



**Fig. 2. Major Problems in the Civil Servant Evaluation System**

Source: developed by the author based on the data of the Methodology for a comprehensive assessment of the professional performance of a state civil servant. URL: <https://mintrud.gov.ru/ministry/programms/gossluzhba/16/4/2> (accessed on 11.02.2025).

the electronic personnel document management system (see Fig. 2).

Figure 2 illustrates the main problematic areas of the evaluation system within the civil service. Formalism, subjectivity, and fragmentation hinder the ability to obtain an accurate understanding of the professional level and development needs of civil servants. Furthermore, the weak integration of evaluation results into career advancement and financial incentive processes undermines staff motivation and fosters complacent attitudes toward attestation and similar procedures. Collectively, the factors depicted in Fig. 2 significantly reduce the objectivity, effectiveness, and credibility of the evaluation processes, preventing them from fully realizing their potential as a tool for managing human resource functions. A comprehensive modernization of the evaluation system is required, taking into account the best domestic and international practices.

### Foreign Experience in Evaluating the Effectiveness of Civil Servants

A comparative analysis of foreign practices for assessing the performance and effectiveness of civil service personnel is of considerable interest for improving the domestic model. Attention should be given to the experiences of the following countries:

1. United States, where a comprehensive system of professional performance evaluation covers all federal employees. Legislation mandates the development of individual work plans for each position, including key performance indicators (KPIs) and prioritization of goals. Evaluations are conducted annually on a 5-point rating scale by comparing actual achievements with planned objectives, considering both quantitative and qualitative parameters. Results influence career advancement, allocation of bonus funds, training, and personnel rotation.

2. United Kingdom, where the evaluation of civil servants' professional development is based on a competency model. Assessments are conducted through an annual interview with supervisors, analyzing yearly performance outcomes and identifying further training needs. Each official is assigned annual tasks with specific performance targets. Based on evaluations, individual competency development plans are formed. Personnel are categorized into top performers, reliable professionals, and underperformers requiring training.

3. Germany employs an evaluation system based on both qualification and behavioral criteria. It takes into account job performance outcomes as well as personal qualities essential for effective work. A rating scale enables comparison among employees. Immediate supervisors assess subordinates according to criteria such as goal orientation, competence, initiative, communication skills, and willingness to learn. Evaluations occur annually, as well as during promotions and inclusion in the talent pool.

4. France uses an individualized functional approach to evaluation. Each civil servant is as-

Table 1

## Best International Practices for Evaluating Civil Servants

Country	Key features of the assessment system
USA	Legally established individual KPIs
	Annual assessment using a 5-point rating scale
	Results influence career progression and bonuses
United Kingdom	Competency-based approach
	Annual interview with the supervisor
	Individual development plans
Germany	Combination of qualification and behavioral criteria
	Ranking comparison of employees
	Assessment during promotion
France	Individualized functional approach
	Consideration of task complexity and priority
	Emphasis on evaluation of managers
Canada	Performance management system
	Cascading of goals
	Wide range of assessment methods

Source: developed by the author based on data from [17].

signed functional responsibilities differentiated by complexity and priority for the authority. The quality and timeliness of task execution, practical application of professional knowledge, and communication skills are assessed. Special attention is given to evaluating managers, focusing on leadership competencies and team management abilities. Outcomes determine bonuses and allowances and influence career progression.

5. Canada features an integrated personnel performance management system with a cascading evaluation process: organizational goals are decomposed down to units and individual employees. Competency models tied to activity types and position levels are applied. A wide range of methods is used — KPIs, management by objectives, and the “360-degree”

feedback method. Evaluation results serve as the basis for dialogue between supervisors and subordinates on performance and professional development [16].

The best foreign practices for evaluating civil servants are summarized in *Table 1*. The presented data indicate that in developed countries (despite national specifics) there are some common principles and trends:

- 1) comprehensive and regular assessment covering all categories of employees;
- 2) focus on evaluating results in relation to goals and functions;
- 3) individualization of indicators taking into account the specifics of the work performed;
- 4) combination of quantitative and qualitative criteria;



5) expansion of evaluators to include immediate supervisors, colleagues, subordinates, and external experts;

6) linking assessment results to training, career advancement, and remuneration;

7) using assessment as a tool for motivation and communication between managers and subordinates [18].

It is advisable to consider such experience in the process of reforming the domestic personnel policy in the civil service. At the same time, direct borrowing of foreign models is unlikely to be effective without adapting them to Russian institutional conditions and management culture.

In recent years, innovative methods and technologies for assessing civil servants have gained notable popularity abroad, aimed at increasing the objectivity and predictive power of results. The following approaches are particularly noteworthy:

1. Competency-based assessment, i.e., the development of professional-qualification models for groups of positions that reflect the requirements for knowledge, skills, and personal qualities. Competencies are ranked by priority. The assessment is conducted as a multifactor analysis of the quality and progress in mastering competencies using psychological tests, case studies, and interviews.

2. 360-degree assessment, which involves gathering information about an employee from multiple sources — immediate supervisors, colleagues, subordinates, and in some cases, external clients

(citizens, business representatives). The goal is to create a multidimensional “portrait” of the employee based on competencies and management style. This method is especially effective for evaluating managers.

3. Assessment center, where the evaluation is built as a set of complementary tests and procedures simulating key aspects of the employee’s work. Various situational exercises and simulation games are used to determine professional and personal potential. The focus is on identifying competencies through behavioral indicators.

4. Project-based approach, which ties performance assessment to key projects and programs implemented by the government body. Objectives and indicators are set for managers and specialists to characterize their contribution to achieving final socially significant outcomes. The emphasis shifts from ongoing processes to strategically important activities.

5. Digital methods, involving the development of personnel accounting and assessment information systems based on cloud technologies, Big Data, and artificial intelligence. Electronic databases are created to aggregate information on competencies, performance results, and development potential of employees. Digital diagnostic and feedback services are used [19].

Innovative methods are aimed at obtaining a dynamic, multidimensional assessment that integrates the current state and development potential of the civil servant (see Fig. 3).

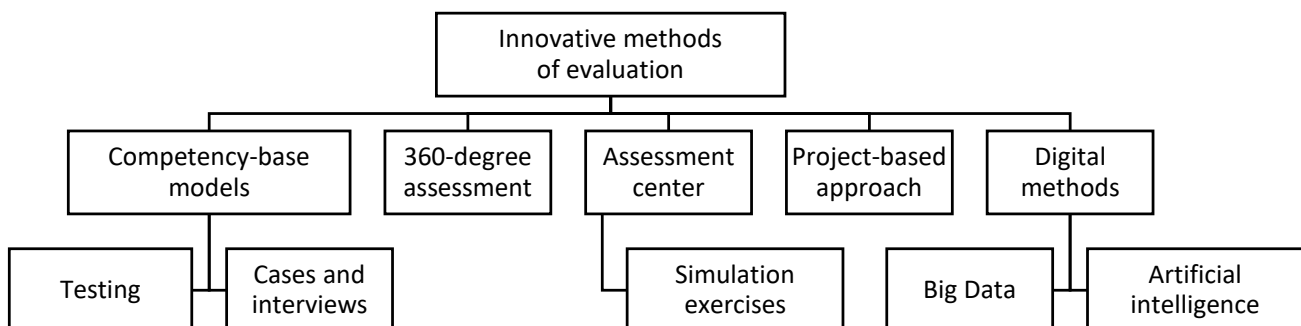


Fig. 3. Innovative Methods of Civil Servants Evaluation

Source: developed by the author based on data from [20].

The focus is placed on linking individual competencies with the organizational strategy and cascading goals down to personal objectives. The toolkit is expanded through the use of interactive, game-based, and projective methods. Digital solutions enable a shift from fragmented, one-off assessment procedures to the creation of continuously updated information-analytical databases that support monitoring the professional development of civil service personnel.

Analysis of the best foreign practices highlights several elements and approaches that can be applied to modernize the domestic system of civil servant evaluation. The following prospects stand out in this context:

1. Transition to individualized assessment based on aligning the goals and objectives of government bodies and departments with the KPIs of specific positions and employees. This implies linking organizational long-term planning with an individual's professional development strategy.

2. Combining the evaluation of results and competencies. Alongside quantitative and qualitative achievements, it is important to analyze the dynamics of professional and personal growth of the employee, their compliance with knowledge, skills, abilities, and personal qualities requirements, as well as to forecast their potential for further advancement.

3. Differentiating criteria and assessment methods depending on categories and groups of positions, highlighting specific competencies for managers, assistants, and specialists. Competency modeling of job requirements allows for specifying the subject of evaluation, making it more targeted and substantive.

4. Expanding the methodological toolkit of assessment by actively using projective and simulation techniques that better reveal the personal and business qualities of employees. Implementing modern personnel technologies (in particular, assessment centers) makes it possible to simulate real professional situations and identify behavioral responses and competencies.

5. Introducing mechanisms for feedback and counseling aimed at assisting civil servants in professional self-realization and development. Assessment should become not merely a statement of results but a starting point for building personalized career growth and training trajectories.

6. Digitalizing assessment processes, including creating electronic services for collecting and analyzing performance data, forming ratings and portfolios of civil servants. Integrating assessment procedures with HR information systems and personnel development programs.

At the same time, when adopting foreign models, it is important to adapt them to the socio-cultural and institutional realities of the Russian public administration. The implementation of innovations requires a shift in managerial mindset and organizational culture, as well as the readiness of both leaders and employees to perceive evaluation as an important source of professional development rather than merely a control procedure. It is also necessary to take into account the resource constraints of the Russian civil service, which call for a phased and carefully calibrated approach to modernizing personnel processes.

#### **Directions for Improving the Evaluation System**

One of the key directions in developing the evaluation system is the transition to results-based management through the cascading of goals and KPIs. This involves developing a strategic goal map for each government agency that reflects priority areas of activity tied to ultimate socially significant outcomes. Based on this map, these goals are decomposed down to the level of structural units and individual positions, for which corresponding indicators are defined.

KPIs (Key Performance Indicators) are quantitatively measurable metrics that allow assessment of the degree to which goals and objectives are achieved. Each KPI should be specific, achievable, and relevant to the goals at the corresponding level. Together, the KPIs form a balanced system representing key aspects of the agency's and in-

dividual employee's activities — such as productivity, efficiency, quality of services provided, and consumer satisfaction.

Examples of KPIs for managers may include:

- 1) The proportion of government programs in which planned results have been achieved;
- 2) The level of citizen satisfaction with the quality of public services provided;
- 3) The number of control and supervisory activities that revealed violations;
- 4) The reduction in the time required to provide government services electronically.

For specialists, the indicators may include:

- 1) The proportion of documents prepared in compliance with established requirements;
- 2) The number of analytical reports and expert opinions prepared;
- 3) The number of citizen and organizational appeals reviewed on time;
- 4) The efficiency of funds utilization for the implementation of projects and programs.

An approximate structure of the KPI system for a government agency is shown in Fig. 4.

It is important that performance indicators are established with the active participation of employees and take into account the specifics of their functional roles. It is advisable to provide several levels of KPIs corresponding to basic, advanced,

and high results, which will serve as motivation to achieve ambitious goals. KPI assessments should be conducted regularly, at least once every six months, with discussions of the results achieved with the employees. The impact of these assessments should extend to a wide range of HR decisions — bonuses, career appointments, inclusion in talent pools, and training assignments.

Implementing results-based management requires comprehensive organizational changes, including formalizing the process of developing and evaluating KPIs, training managers and employees, and automating data collection and analysis processes. Pilot projects in government bodies are advisable for testing, with subsequent scaling of best practices.

In a competency-based approach to evaluation, the focus is on the set of knowledge, skills, abilities, personal qualities, and behavioral characteristics necessary for effective job performance. The primary tool is competency models — comprehensive requirements for qualifications and personal potential for positions of various categories and profiles.

Currently, at the federal level, a basic model is applied that includes systems thinking, strategic vision, change management, team leadership, and others. This model is essentially a framework and

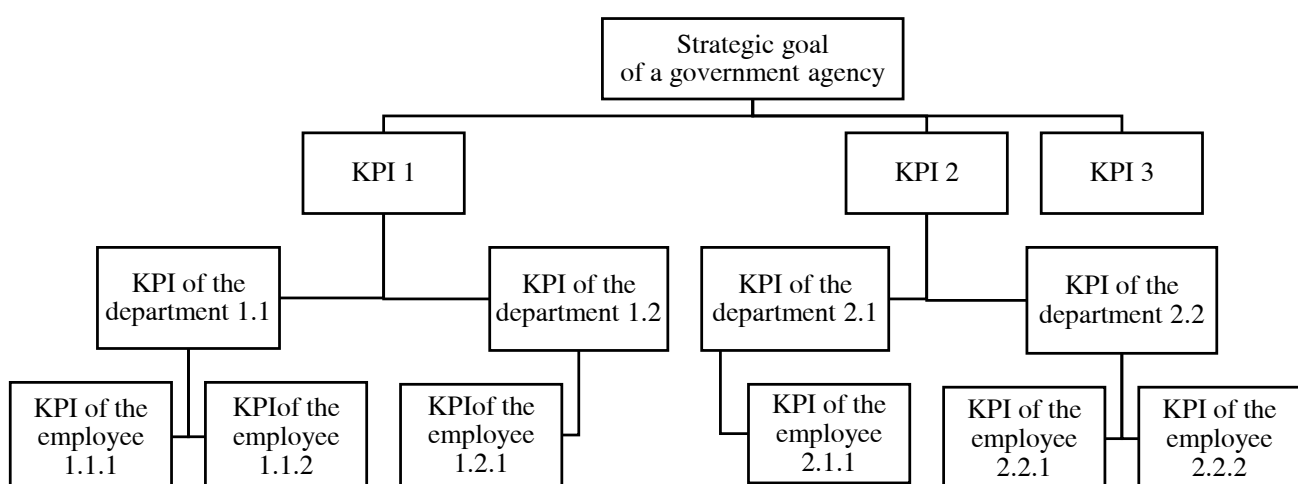


Fig. 4. Example Structure of a KPI System for a Government Agency

Source: developed by the authors.

Table 2

Sample Structure of Competency Models by Position Categories

Job Category	Key Competencies
<b>Senior Executives</b>	Strategic leadership
• Resource management	
• Decision-making under uncertainty	
• Interagency communication	
• Innovation	
<b>Middle Managers</b>	Systematic organization of activities
• Project and change management	
• Development of subordinates	
• Motivation and engagement	
• Customer orientation	
<b>Assistants, Advisors</b>	Expert-analytical activities
• Political awareness	
• Effective communication skills	
• Flexibility and adaptability	
<b>Specialists</b>	Application of specialized knowledge and skills
• Regulatory work	
• Process administration	
• Data management	
• Result orientation	

Source: developed by the authors.

requires substantial refinement, taking into account functional specifics and the level of positions.

A promising direction is the development of competency models for typical categories of civil service positions, such as:

1. Senior Executives. Their key competencies include strategic leadership, resource management, decision-making under uncertainty, building interagency communication, and innovation.

2. Middle Managers, whose priority competencies are systemic organization of activities, project and change management, development of subordinates, motivation and engagement, and customer orientation.

3. Assistants and Advisors, who should possess significant competencies such as expert-analytical skills, political awareness, effective communication skills, flexibility, and adaptability.

4. Specialists, characterized by professionally important competencies including application of specialized knowledge and skills, regulatory work, process administration, data handling, and result orientation.

An approximate structure of competency models by job categories is presented in *Table 2*.

For each competency, several levels of development should be defined (for example, insufficient, basic, advanced, expert), each associated with specific behavioral indicators. For instance, in the competency of decision-making under uncertainty, an expert-level indicator might be the ability to find unconventional courses of action despite limited information and to take responsibility for their implementation. A basic-level indicator, on the other hand, could be the ability to analyze a situation using a known algorithm and choose a solution from existing alternatives.

Competency diagnostics should be based on a multifactorial analysis combining the assessment of the immediate supervisor, results of testing and interviews, as well as case studies and practical assignments. Modern digital tools can significantly improve the accuracy and objectivity of the evaluation process and enable visualization of competency profiles.

It is advisable to use assessment results for developing individual professional development plans for civil servants that highlight growth areas and priority training directions. To ensure continuity and uniform approaches, it is important to integrate competency models into the system of recruitment, adaptation, and motivation of civil service personnel.

Qualitative improvement of the civil service assessment system is impossible without comprehensive digitalization of personnel processes. The implementation of modern databases, services, and platforms is designed to ensure:

1. The creation of a unified information space in the field of personnel records and document management, integrating data on staff, their competencies, performance results, and professional development needs.

2. Automation of the processes for setting target indicators, collecting, and verifying reporting data on their achievement. Timely notification of employees and managers about the progress and results of KPI fulfillment.

3. Digitization of assessment procedures, including testing, surveys, and competency-based interviews. Use of remote evaluation and interaction tools.

4. Intelligent analysis of big data on civil servants' performance and competencies, formation of predictive models of effectiveness, identification of typical profiles and career development trajectories.

5. Provision of analytical services to managers and HR departments for making informed management decisions — personnel selection and placement, training planning, forecasting personnel risks and needs.

6. Development of digital communications between managers and subordinates, including online channels for task setting, monitoring progress, and providing developmental feedback.

7. Creation of digital competency and achievement profiles for civil servants, ensuring transparency of assessment results and accessibility of information for interested parties.

The key directions for digitalizing the civil servant assessment process are shown in *Figure 5*.

Implementation of these measures requires the development of the information technology infrastructure of government bodies, ensuring integration of personnel databases with nationwide services and platforms. A key condition for digital transformation is raising the level of competencies of managers and HR specialists in this area, and their readiness to use analytical tools for assessing and developing civil service personnel.

It is important to establish a legal framework for the application of these technologies, develop necessary standards and regulations, and ensure compliance with information security and personal data protection requirements. Pilot



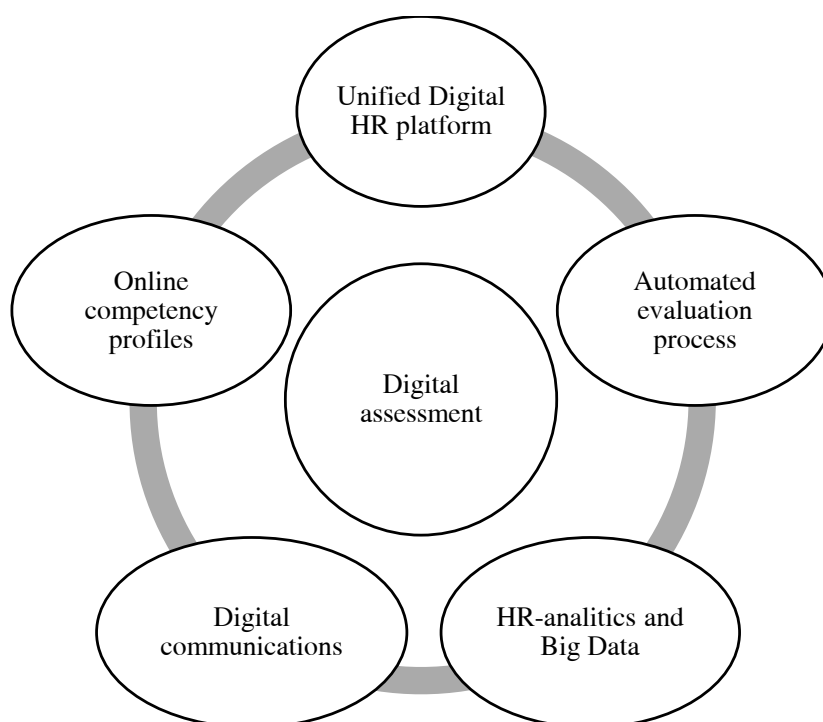


Fig. 5. Key Areas for the Digitalization of Civil Servant Evaluation

Source: developed by the authors.

projects are advisable for testing digital solutions, accompanied by thorough analysis of their effectiveness and potential risks.

The effectiveness of the assessment system largely depends on its linkage with civil servants' motivation mechanisms. It is crucial to overcome a formalistic approach, where assessment results have little real impact on management decisions. Assessment should become the foundation of a meritocratic principle, promoting the most competent and effective employees.

One of the key directions is to link remuneration (including bonuses and rewards) to performance indicators and the level of professional competency development. The introduction of flexible financial incentive systems is advisable, comprising fixed and variable pay components depending on individual and group performance levels and dynamics. At the same time, transparency and objectivity of the payment system must be ensured, with clear ties to socially significant outcomes of the work performed.

The influence of assessment on job promotion and career development of civil servants should be strengthened. When filling leadership positions and including candidates in the talent pool, priority must be given to those with high personal ratings confirmed by professional achievements. Regular comprehensive evaluation should become a key criterion in determining an employee's career prospects and growth potential.

It is necessary to align assessment results with professional development and training programs — personalized educational trajectories should be built based on identified competency levels and development areas. Acquiring new knowledge and skills should be regarded as a significant contribution to improving personal effectiveness and incentivized with career and financial bonuses.

Finally, non-material motivation tools should be actively employed based on assessment results. Moral encouragement of top performers, public recognition of their achievements, and involvement in important projects are all aimed at fostering a

Table 3

Main Directions for Enhancing Civil Servant Motivation Based on Evaluation Results

Directions of motivation	Key tools
Material Incentives	<ul style="list-style-type: none"><li>• Linking remuneration to KPIs.</li><li>• Differentiation of bonuses and rewards based on assessment results.</li></ul>
Career Development	<ul style="list-style-type: none"><li>• Considering ratings and competencies in promotions.</li><li>• Prioritizing top candidates when selecting for the talent pool</li></ul>
Professional Growth	<ul style="list-style-type: none"><li>• Developing training programs based on assessment outcomes.</li><li>• Rewarding acquisition of new competencies.</li></ul>
Non-material Incentives	<ul style="list-style-type: none"><li>• Public recognition of the best employees' achievements.</li><li>• Involvement in priority projects.</li></ul>

Source: developed by the authors.

positive image of assessment as a mechanism for professional growth and self-realization. This will create strong incentives for competency development and increased individual performance.

The main directions for developing civil servants' motivation based on assessment results are presented in *Table 3*.

Thus, the formation of a comprehensive motivation system based on assessment results requires systemic changes in the regulatory framework and HR practices of the civil service. It is necessary to legally enshrine the principles of meritocracy, linking the evaluation of competencies and performance with the application of both material and non-material incentives. Subordinate regulations and methodological documents should specify the algorithms and criteria for differentiating personnel decisions based on assessment indicators.

Equally important are organizational efforts to overcome inertial departmental practices and to foster a culture of meritocracy. Leaders at all levels must demonstrate a commitment to the principle of selecting and promoting the best employees, actively using assessment results in managing the careers of their subordinates and explaining the connection

between these results and opportunities for professional growth and recognition of achievements.

CONCLUSIONS

The conducted study allows us to formulate several key conclusions regarding the directions and mechanisms for improving the system of assessing the efficiency and effectiveness of civil servants in the Russian Federation:

1. The current assessment model is characterized by the predominance of formal procedures with insufficient substance and objectivity of the evaluation tools. A shift is needed from merely defining current results to a comprehensive analysis of competencies and development potential of civil servants.
2. The key guidelines for modernization should include the introduction of results-based management based on the cascading of goals and KPIs; adoption of project-based and competency models; expansion of assessment procedures and technologies; and strengthening the motivational and career effects of the assessment.
3. Digitalization of the assessment process and creation of integrated information-analytical sys-

tems for the collection, processing, and analysis of HR data are of fundamental importance. Mastering predictive analytics technologies and building individualized competency profiles and development trajectories will be required.

4. The effectiveness of assessments largely depends on their integration into the HR management system within the civil service. It is crucial to link assessment procedures with technologies for recruitment, selection, adaptation, development, and retention of highly qualified specialists.

5. Implementing new assessment approaches requires systemic organizational changes and resource support. Strengthening the analytical and methodological functions of HR departments, fostering a culture of trust and engagement, and developing feedback and consulting tools are necessary.

6. Improvement of the assessment institution is impossible without establishing an appropriate regulatory framework. Clarification of key provisions in civil service laws, development of a set of subordinate regulations and methodological tools defining the principles, procedures, and order of assessment activities will be needed.

7. The large-scale restructuring of the assessment system must be carried out gradually, relying on pilot projects and organizational learning mechanisms. Thorough development and testing of new approaches, analysis of law enforcement practices, and dissemination of best practices throughout the government apparatus are important.

8. Political will from the country's leadership is particularly critical, as is the readiness to overcome departmental barriers and resource constraints to fundamentally improve the ef-

ficiency and effectiveness of the national civil service. The assessment should be shaped as an effective tool for professional development and career advancement.

Addressing these tasks will strengthen meritocratic principles in civil service personnel policy, creating a professional and compact cadre of modern managers focused on achieving national development goals. Without a qualitative revision of the philosophy and technologies of assessment, it is impossible to cultivate the ideas of continuous improvement and the resilience of the government apparatus amid dynamic external changes.

Due to the complexity and scale of the problem, further intensification of scientific research and applied development in the field of civil service assessment is required. Special attention should be paid to synchronizing assessment tools with the latest advances in HR management, as well as adapting the best foreign assessment practices to Russian specifics.

A consensus must be reached within the scientific and expert community regarding the key parameters of the target model for the assessment system, as well as a roadmap for its phased implementation in government agencies. Multifaceted informational and educational efforts are required to positively position the upcoming reforms among civil servants and the public.

Only through the joint efforts of scholars, legislators, management practitioners, and civil society institutions can the long-overdue transformation of the assessment institution be accomplished, elevating it to a qualitatively new level that is adequate to the tasks and challenges of the current stage of development of the Russian state.

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**A.A. Bakulina** — development the paper's concept, formulation of the research hypothesis, participation in preparing experiments, exegesis of the results, proposals for evaluating the effectiveness and efficiency of civil servants' performance.

**N.A. Zavalko** — statement of the issue, literature critical analysis, formation of conclusions.

**N.L. Krasyukova** — substantiation of the indicators' choice, analysis of modern information systems, services and platforms.

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