

Performance Measurement

Approach Paper



CAPACITY
BUILDING
COMMISSION

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List of Abbreviations / Acronyms

CBC	Capacity Building Commission
CBP	Capacity Building Plan
CBU(s)	Capacity Building Unit(s)
DoPT	Department of Personnel and Training
EMIT	Event or Metadata Informed Tracking
iGOT	Integrated Government Online Training
KCM	Karmayogi Competency Model
MCQ	Multiple Choice Question
MDO	Ministry, Department, and Organisation
MGNREGA	Mahatma Gandhi National Rural Employment Guarantee Act
MIS	Management Information System
MoA	Ministry of AYUSH
MoCAFP	Ministry of Consumer Affairs, Food & Public Distribution
MoJS	Ministry of Jal Shakti
MoRD	Ministry of Rural Development
NAM	National AYUSH Mission
NPCSCB	National Program for Civil Service Capacity Building
PIAA	Proctored, Independent, and Authorised Assessments
PMGKAY	Pradhan Mantri Gareeb Kalyan Anna Yojana
SBM	Swachh Bharat Mission
SOP	Standard Operating Procedure

Executive Summary

Through the National Program for Civil Service Capacity Building (NPCSCB), or Mission Karmayogi, the Government of India aims to transform civil servants from *karmacharis* to *karmayogis*. At the heart of this Mission is the recognition that we need to capacitate our civil service better to achieve the national goal of *Viksit Bharat @ 2047*.

Performance measurement aims to establish a method to measure this civil service transformation. It uses two tools to assess cognitive gain and workplace performance:

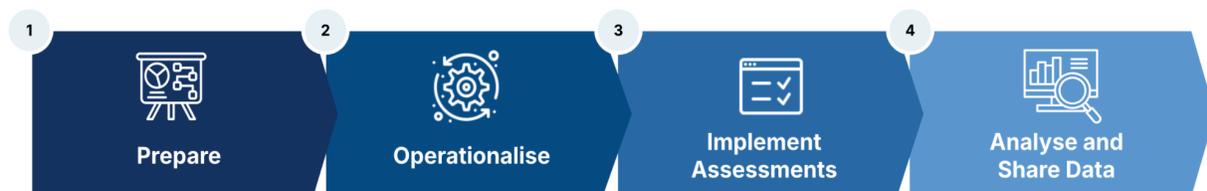
1. Competency assessments, which are Proctored, Independent, and Authorised Assessments (PIAA) that measure an individual's knowledge level for a competency.
2. 360-degree feedback assessments, which involve collecting feedback from an official's supervisors, peers, and supervisees, on their demonstration of role-relevant competencies at the workplace.

By analysing the data produced by these two tools and triangulating it with two other sources – end-of-course assessments and Event or Metadata Informed Tracking (EMIT) data – MDOs can obtain a holistic measurement of an official's performance in the form of a competency score.

This approach paper is designed to comprehensively document the strategic vision for the performance measurement exercise and serve as a *how-to* guide for MDOs to conduct this exercise independently.

An MDO can implement a four-stage process to measure performance comprehensively:

Figure 1: Summary of the Stages to Measure Performance



Stage 1: Prepare involves laying the initial foundation. This stage includes conducting meetings and identifying all participants. It ensures all officials are measured against appropriate role-relevant competencies.

Stage 2: Operationalise involves developing all necessary assessment instruments. This requires creating question banks and preparing the digital assessment platforms. It also includes mapping assessors to assessees for 360-degree feedback.

Stage 3: Implement assessments focuses on deployment and execution. The Capacity Building Unit (CBU) must prepare, communicate, and administer all assessments. It also ensures timely completion and gathers feedback on the assessment process.

Stage 4: Analyse and share data translates results into actionable insights. This involves compiling and triangulating data from all sources. Automated reports are generated for individuals and MDO leadership.

The successful adoption of this measurement framework depends on strong coordination and alignment among key stakeholders with primary ownership resting with MDOs. Each MDO, through its Capacity Building Unit (CBU), should anchor the implementation of these stages. The approach paper splits each stage into smaller steps and outlines details to ease implementation.

These stages are designed to be completed over a four-month period, as shown in the figure below.

Table 1: Summary of timelines of stage to measure performance

#	Stage	Month 1				Month 2				Month 3				Month 4			
		W1	W2	W3	W4	W5	W6	W7	W8	W9	W10	W11	W12	W13	W14	W15	W16
1	Prepare	■	■														
2	Operationalise		■	■	■	■	■	■									
3	Implement Assessments								■	■	■	■	■				
4	Analyse and Share Data													■	■	■	■

This timeline is indicative, and can be adjusted to accommodate MDO contexts and requirements, allowing for flexibility while maintaining focus on key stages.

In our journey towards *Viksit Bharat*, civil servants should be able to identify their competency needs and undertake targeted capacity building interventions. Measuring performance will help MDOs assess how effectively officials are fulfilling their roles and identify areas where tailored and goal-aligned capacity building efforts can be introduced. Targeting capacity building through data after measuring officials' performance will ensure that the civil service, at an individual and organisational level, is better equipped to address national priorities and meet the needs of citizens effectively.

Introduction to Mission Karmayogi

Launched in 2020, the National Program for Civil Service Capacity Building (NPCSCB), or *Mission Karmayogi*, is the Government of India's flagship program to transform the capabilities of its civil servants. At its heart, the program imagines three key transitions at the individual, organisational and institutional levels:

- At an individual level, the program envisions a transition of our civil servants from *karmacharis* to *karmayogis* — individuals imbued with a spirit of service and motivated to design and execute policies that best serve the citizens.
- At an organisational level, it aims for each Ministry, Department and Organisation (MDO) at the central, state, and local government levels to proactively work towards achieving the goal of *Viksit Bharat*.
- At an institutional level, the program endeavours to facilitate a transition from a rule-based to a role-based human resource management system within the government. This transition would mean moving towards a mechanism that systematically identifies and assigns the right person for the right role at the right time.

Mission Karmayogi aims to enhance the civil service's performance, future-readiness, accountability, and citizen-centricity, in service of the goal of *Viksit Bharat @ 2047*. It seeks to enable civil servants to internalise and actively demonstrate the four *Sankalps* identified in the *Viksit Bharat @ 2047* vision: *Vikasa*, a resolve for a developed India; *Garva*, pride in the nation's rich legacy; *Kartavya*, a sense of duty towards the nation and its people; and *Ekata*, actions guided with the understanding that our strength lies in our unity.

Competency-Based Approach to Capacity Building

Mission Karmayogi envisions a goal-oriented, competency-based approach to capacity building, performance management, and human resource management. A competency-based approach entails identifying competencies across three categories – domain, functional, and behavioural¹ – that government officials require to perform their roles. *Mission Karmayogi* aims to build competencies responsive to each position's distinct needs.

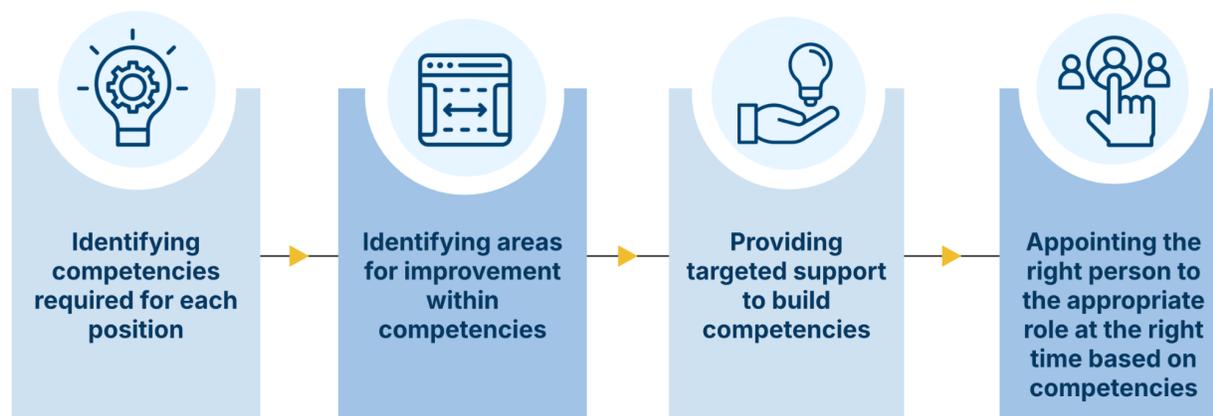
One key dimension along which these competency needs will vary is the level of the official's role, i.e., whether the role is strategic, tactical, or operational, or a blend of these three roles.² For strategic roles, civil servants require competencies that enable them to align policies with national priorities and long-term governance objectives, engage stakeholders effectively, and drive institutional strengthening and organisational development. Civil servants in tactical roles require competencies involving the effectiveness of their decision-making, the ability to identify and

¹ Domain competencies refer to specialised knowledge, skills, and abilities applicable to a specific sector or position within an MDO; functional competencies are cross-cutting skills required to perform effectively in various roles across the government; behavioural competencies describe the values and behaviours that enable effective performance.

² Officials in strategic roles define the overarching vision of MDOs, determine policies in alignment with national goals, and drive citizen outcomes through leadership and collaboration; officials carrying tactical roles translate strategy into action through planning and resource mobilisation; and those in operational roles execute tasks with precision, uphold service quality, and solve problems to maintain process integrity.

address inefficiencies, and the impact of their coordination and stakeholder engagement. For operational roles, competency needs should be concentrated on task execution and compliance, with a focus on task accuracy, documentation, and technical proficiency.

Figure 2: Vision for a Competency-based Approach to Capacity Building



Once the competency needs for each position have been identified, the next step is assessing the extent to which officials in these positions possess the required competencies. Officials are then provided targeted capacity building support to address any existing competency gaps. Once an official acquires and demonstrates a set of competencies, they are matched to roles based on their competencies and those required for the position.

Need for Comprehensive Performance Measurement

Through *Mission Karmayogi*, the Government of India has leveraged this competency-based approach to launch several initiatives aimed at enhancing the capacity of Union Ministries³ at individual and organisational levels. These interventions include:

1. The development of Capacity Building Plans (CBPs), which identify the competencies needed for various roles, highlight areas for competency development, and propose strategies to address these needs.
2. The launch of the Integrated Government Online Training (iGOT) *Karmayogi* platform and its use by over 1.2 crore civil servants to consume courses.
3. Various large-scale capacity building events, such as the National Learning Week.

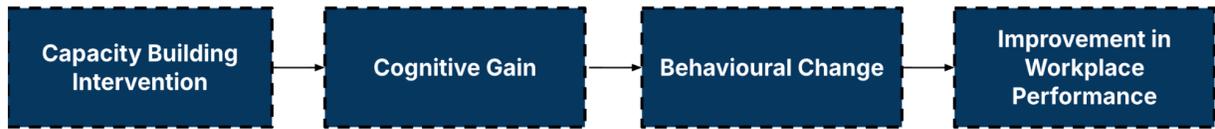
These different capacity building interventions aim to increase cognitive gain for role-relevant competencies among civil servants, as illustrated in Figure 3 below.⁴ This cognitive gain should then lead to behavioural changes among officials, and improvements in workplace performance at the individual and institutional levels.⁵

³ "Ministry" refers to all Union Ministries, Departments and Organisations within the Government of India.

⁴ OECD, [OECD Public Governance Reviews Skills for a High Performing Civil Service](#), OECD Publishing, 2017: 83.

⁵ OECD, [OECD Public Governance Reviews Skills for a High Performing Civil Service](#), OECD Publishing, 2017: 99.

Figure 3: Competency Acquisition and Demonstration Process



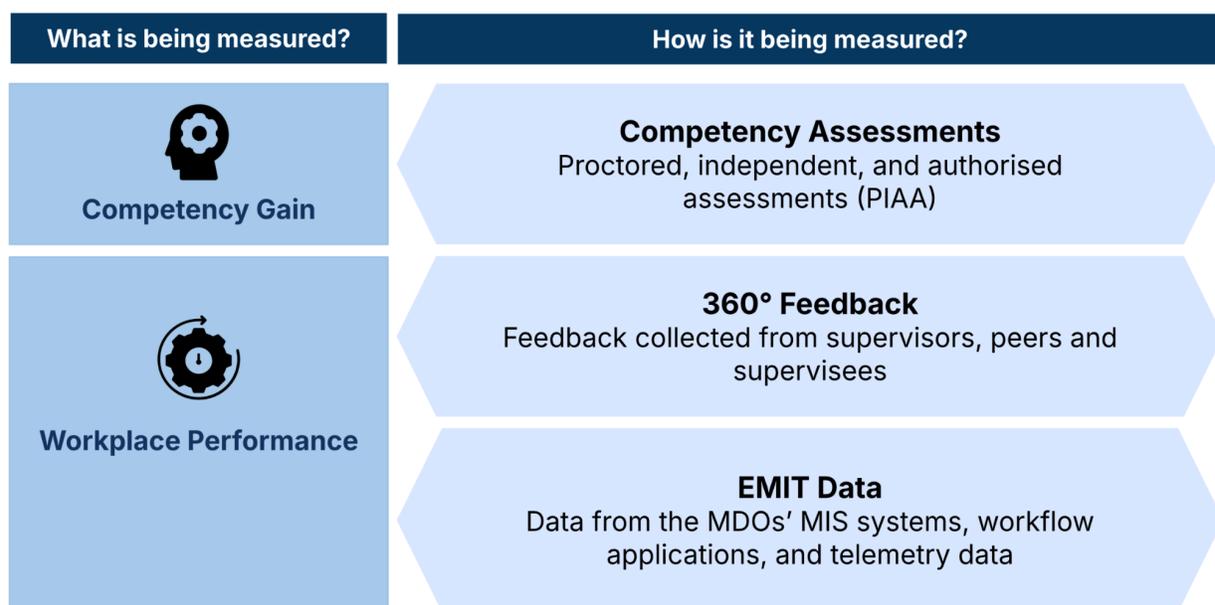
While these capacity building interventions may lead to cognitive gains, no systems currently exist to measure these gains, their effectiveness, or the performance improvements they might facilitate. As capacity building interventions are rolled out at scale, it becomes critical to establish a robust system to measure their impact on civil service performance. This system will help identify which interventions achieve their desired effect and which may need further adaptation.

Given the scale and adoption of these interventions, the CBC aims to outline a methodology to measure the effect of capacity building efforts on civil servants' performance at work. Using this methodology, any MDO can gauge how learning affects individual performance and service delivery, and ensure its investments in capacity building translate into tangible results.

Performance and Competency Measurement Methodology

The performance measurement methodology focuses on measuring cognitive gain and workplace performance and involves deploying three measurement tools: competency assessments, 360-degree feedback assessments, and Event or Metadata Informed Tracking (EMIT) data. Data collected from these three tools can be triangulated and combined to provide a holistic measurement of an individual's performance.

Figure 4: Comprehensive Data Collection Tools for Measuring Competency and Performance



Competency Assessments

To demonstrate their knowledge of a requisite competency, civil servants should undergo Proctored, Independent, and Authorised Assessments (PIAA). These assessments measure a civil servant's knowledge level for a specific competency using tailored situational *multiple-choice* questions.

The objective of these competency assessments is to:

- Create a mapping of the officials that possess the competencies required for a given position.
- Establish whether a civil servant experiences cognitive gain after they complete a particular capacity building intervention such as a competency building product, training program, workshop, or iGOT course.
- Assess the effectiveness of a particular capacity building product in helping civil servants acquire higher levels of competency.

Competencies demonstrated through these assessments should be documented in each civil servant's *Karmayogi Competency Passbook*⁶ on iGOT, which will serve as a signal of their capability for their current and future roles.

Workplace Performance

Civil servants' workplace performance can be measured using data from two sources: 360-degree feedback and EMIT data from workflow applications.

⁶ The Karmayogi Competency Passbook is a digitised record that documents the competencies a civil servant is required to have and those they have been certified to possess, serving as an official profile of their skills and career readiness. Currently, the Competency Passbook exists as a Learning History on iGOT.

360-Degree Feedback

The performance of civil servants is most visible to those who work with them. Collecting 360-degree feedback from a civil servant's supervisors, supervisees, and peers is a valuable tool to assess the civil servant's performance. This will enable the MDO to understand the extent to which each official demonstrates the required competencies at the workplace and is able to achieve their goals.

When an official receives 360-degree feedback, two outputs should be generated. The first is a score indicating a civil servant's performance, which reflects the extent to which an individual demonstrates the required competencies needed for their roles, as observed by their assessors. The second is actionable qualitative feedback from assessors, which will aid the professional development and performance improvement of each civil servant. This qualitative feedback should be delivered in aggregate, without attributing specific feedback to assessors, to encourage honest and unbiased feedback.

Digital Systems and EMIT data

Data from digital workflow systems, which systematically measure civil servants' performance, can complement the 360-degree feedback. EMIT data is data that is automatically recorded when a particular action is taken on a digital system such as e-Office.

EMIT data is a powerful tool because it places no additional reporting burden on civil servants and is an objective record of performance data. For example, in e-filing systems, data is captured on how long an individual takes to process files and resolve comments. Using EMIT data can help understand individual and divisional performance pertaining to filing-related tasks.⁷ While several MDOs already use digital systems to support the implementation of their schemes, EMIT data should be adopted further to measure the performance of civil servants. Where digital systems are currently not being used, MDOs should implement such systems to smoothen government processes and enable performance measurement.

Together, data reported through 360-degree feedback and EMIT data will provide insight into the performance of any civil servant. This data will help individuals better understand their strengths and areas for improvement, empower MDOs to determine the performance of their officials, and equip the government with a comprehensive record of each individual's competencies.

Performance Measurement Pilots in Union MDOs

To test these performance measurement tools, the CBC launched a pilot initiative in partnership with four selected MDOs from May to October 2025. The MDOs and schemes of focus were:

- Ministry of AYUSH (MoA): *National AYUSH Mission*
- Ministry of Rural Development (MoRD): *Mahatma Gandhi National Rural Employment Guarantee Act*

⁷ The interpretation of EMIT data should be contextual, taking into account the subject and complexity of the file, since some matters require more deliberation and time than others. Such variations should be considered when measuring a civil servant's performance.

- Ministry of Consumer Affairs, Food & Public Distribution (MoCAFP): *Pradhan Mantri Gareeb Kalyan Anna Yojana*
- Ministry of Jal Shakti (MoJS): *Swachh Bharat Mission*

Across these MDOs, competency assessments and 360-degree feedback assessments were administered to a total of 84 officials who work under the selected schemes.

This approach paper on performance measurement builds on the CBC's experience in conducting the pilots in these four MDOs. Key learnings from the pilot, along with recommendations to avoid potential implementation issues, are documented towards the end of this document.

Further details on the pilot can be found in [Annexure 3](#).

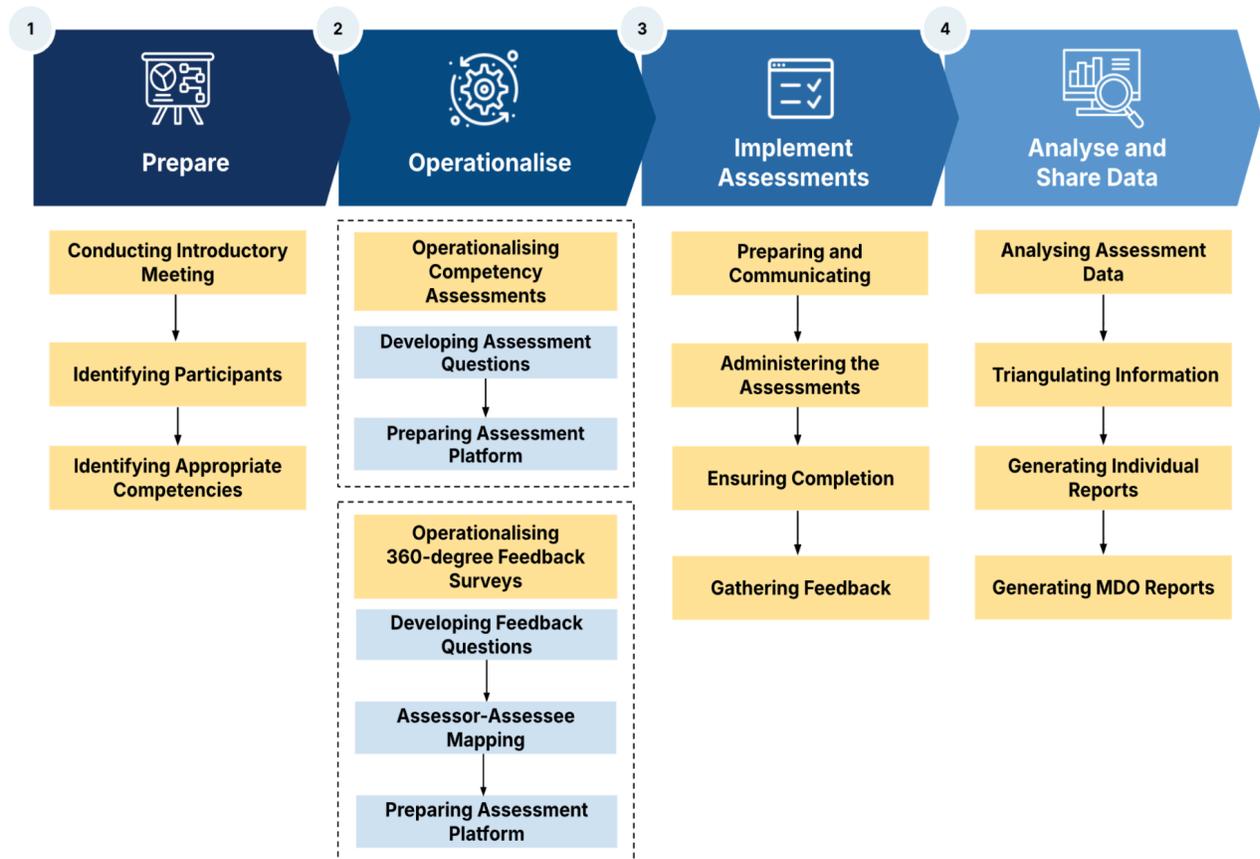
Stages of Measuring Performance

Each MDO should go through the following four stages to measure the performance of their officials:

1. **Prepare:** This first stage involves laying the foundation for the performance measurement exercise in the MDO. It should be spearheaded by the Capacity Building Unit (CBU), coupled with MDO leadership support.
2. **Operationalise:** In this stage, the plans developed during the preparation stage are developed further. It involves finalising the question banks and instruments for both the competency measuring tools – competency assessments and 360 degree feedback assessments.
3. **Implement Assessments:** This stage focuses on rolling out the finalised approach to its intended users.
4. **Analyse and Share Data:** The final stage involves evaluating the performance and outcomes of the performance measurement exercise. It includes collecting and analysing data, generating insights, and sharing the findings with relevant stakeholders.

Each stage contains a series of steps, which are shown in Figure 5.

Figure 5: The Four Stages to Measure Performance



The sections below provide detailed descriptions and expected outcomes for each stage and step of the performance measurement exercise. A tentative timeline is also outlined towards the end of the document.

Stage 1: Prepare

In preparation for measuring civil servants' performance, each MDO should adopt a three-step approach.

Figure 6: Overview of Stage 1, Prepare



This approach begins with introductory meetings between the MDO leadership and the CBU to align on initiating the performance measurement process.

Next, the MDO should finalise the list of participating officials, which should ideally include all MDO officials. Finally, the CBU should select competencies based on the officials' roles, competency gaps, and CBPs.

1.1: Conducting Introductory Meeting

The CBU should facilitate an introductory meeting among all the MDO's senior leadership to discuss the performance measurement exercise and confirm its implementation in the MDO. This meeting should include the Secretary, Additional Secretaries, and Joint Secretaries, among other senior officials.

The meeting should cover the following aspects:

- Introducing the performance measurement exercise.
- Aligning on and documenting the priorities of the MDO for the performance measurement exercise, specifically, if there are specific competency requirements or visible areas of improvement they would like to address.
- Aligning with the timeline for the exercise.
- Collating this information and putting it on file for the approval of the Secretary, if required.

After an introductory meeting and alignment among senior leadership, the CBU should begin establishing the systems needed for the assessment implementation.

Expected Outcomes: This step should result in the minutes of the meeting that capture the vision and timelines for the performance measurement exercise.

1.2: Identifying Participants

The CBU should identify officials in the MDO who will participate in the performance measurement exercise. Ideally, the entire MDO should participate. The CBU can maintain an updated list of officials present within the MDO and a corresponding organogram. To the extent possible, the CBU

should ensure the data is regularly updated, given promotions, transfers, deputations, and additional charges in the government.

Simultaneously, Karmayogi Bharat should ensure that updated data on the current position is available on the Electronic Human Resources Management System (e-HRMS) and iGOT. The iGOT Nodal Officer or MDO Leader, who are typically also part of the CBU, can coordinate with their teams within the MDO and Karmayogi Bharat to review these details on both platforms.

Departments, Organisations, or sections within a Department may choose to conduct the performance measurement exercise at different times. In such cases, officials from the specific section, scheme, organisation, or department will be identified as part of the performance measurement exercise.

Expected Outcomes: At the end of this step, the CBU should have a dynamic list of civil servants with updated positions from the MDO and the corresponding organogram. Both these lists should be digitised and made available on eHRMS or iGOT.

1.3: Identifying Appropriate Competencies

The final step in the preparation stage is to ensure the competencies against which officials are being measured are relevant to the roles they are required to perform as part of their job. Identifying role-relevant competencies for officials across the MDOs involves the following sub-steps. While this exercise involves multiple steps, many of these steps need to be completed only once.

- The eHRMS should serve as the central repository for each official's work allocation, providing a granular understanding of their specific roles and responsibilities.
- These detailed roles should be systematically mapped to three role levels, i.e., strategic, operational, and tactical.
- Based on each official's roles and responsibilities, the MDO should select the behavioural and functional competencies needed by them from the Karmayogi Competency Model (KCM)⁸.
- Based on these clearly defined competencies and competency levels, members of the CBU will develop comprehensive CBPs. These plans will adhere to a standardised approach, guided by the CBC, ensuring consistency in the plans. If a recent and updated CBP already exists, there is no need for the CBU to develop another.
- The CBP should be transparent and accessible to each official through their MyiGOT, a personalised page within iGOT. This visibility empowers individuals to understand the competencies expected for their position and progress.
- To objectively ascertain their proficiency levels, officials should undergo a Competency Needs Assessment (CNA) on iGOT. The results of this assessment will provide a clear understanding of their current competency level relative to the ideal defined in their CBP.

⁸ The CBC aims to add levels to the competency definitions in the KCM. This additional detail is vital for accurate assessment and targeted development.

- This process will reveal a targeted selection of competencies for each official, ensuring that development efforts are focused.⁹
- Every competency attained should be meticulously recorded and visible in the official's *Karmayogi Competency Passbook* on iGOT.

Expected Outcomes: At the end of this final preparation step, the CBU should have clearly identified a specific list of KCM-aligned competencies and competency levels for each position against which each official's competencies need to be assessed.

Stage 2: Operationalise

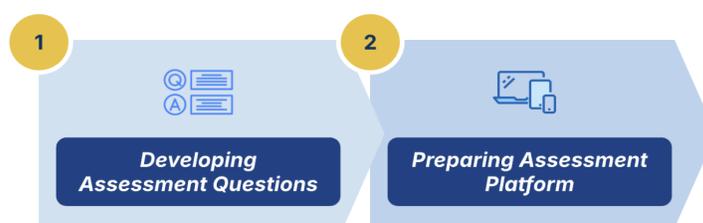
Once the MDO has completed the preparatory steps and finalised the list of officials and their appropriate competencies, it can move forward with operationalising the performance measurement exercise. As outlined earlier, this includes administering two types of assessments: competency assessments and 360-degree feedback assessments.

Both assessment types should be anchored in the KCM. The process should be designed to ensure contextual relevance, inclusivity, and standardisation across roles and MDOs.

2.1: Operationalising the Competency Assessments

To operationalise competency assessments, CBUs will need a set of questions that reliably assess an official's competency levels and a technological platform, ideally iGOT, which can host these assessments.

Figure 7: Overview of Stage 2.1, Operationalising the Competency Assessments



2.1.1: Developing Assessment Questions

Developing a comprehensive set of assessment questions requires the following sub-steps. [Annexure 1](#) contains a link to a sample of questions used in the pilot.

- The CBC and Karmayogi Bharat should authorise independent institutions to create an exhaustive question bank for each of the KCM competencies and known domain competencies. To ensure transparency, the CBC can release official guidelines on the authorisation process.
- The CBC will gauge whether the agency has demonstrated the ability to create questions for a particular competency and is certified to design assessments for the government

⁹ The set of competencies utilised in the pilot exercise across the four MDOs is provided in [Annexure 2](#).

ecosystem. Each agency will be evaluated based on its past experience or expertise in designing assessment tools for the competency. Additionally, it should adhere to standard guidelines for assessment tool design and test creation, which can be developed and shared by CBC and Karmayogi Bharat in consultation with assessment experts on iGOT.

- Once the agency acquires its authorisation, it can begin creating competency assessment questions for the KCM competencies.
- Each competency should be broken down into sub-themes guided by the KCM for behavioural and functional competencies. For domain competencies, each competency should be based on relevant schemes guidelines and subject-matter priorities.
- Each sub-theme should have a pool of multiple-choice, scenario-based questions designed at three levels—operational, tactical, and strategic—ensuring that the content is aligned with the official's role and seniority.
- Question design should ensure breadth, covering a wide range of topics and sub-themes within each competency, and depth, including varying complexity. A larger pool of questions will be required to ensure that for each assessment the system can randomly select a different set of questions for each participant. This randomisation helps maintain assessment integrity, reduces predictability, and ensures a fair evaluation for all officials.
- Questions should be reviewed in two stages: (1) technical review by assessment experts for clarity and validity, empanelled by CBC or Karmayogi Bharat; and (2) contextual review by the CBU to ensure alignment with on-ground responsibilities.
- Assessment questions must be evaluated for both reliability and validity. Reliability refers to the consistency of results when the assessment is repeated or used by different assessors. Validity indicates whether the assessment truly measures what it is intended to measure. To test both, a sample of 100 users can be identified on iGOT to take the assessments and provide feedback. Based on their scores and input, the questions can then be refined.
- Once the questions are finalised, Karmayogi Bharat should translate them into multiple languages with the help of AI tools and expert translators to ensure accessibility across a wider range of languages.
- Once the question banks for all competencies and levels are prepared, the CBU can use them to measure the performance of any official in their MDO.

The CBC will gauge the validity and reliability of the questions created by an assessment agency based on prior experience and user tests.

Expected Outcomes: At the end of this step, each of the KCM-aligned competencies should have a comprehensive question bank that has been tested and classified based on the question's difficulty and the official's role and seniority.

2.1.2: Preparing the Assessment Platform

Preparing the assessment platform requires the following sub-steps:

- From the expanded pool, a final set of questions should be selected for each competency sub-theme, ensuring balanced representation of all the required competencies. These assessments should be uploaded onto a digital platform, ideally iGOT.
- The platform should allow officials to log in seamlessly using their official government credentials and complete the assessments within a defined time window. All the responses should automatically be recorded and stored in a secure database.
- Each assessment can include multiple-choice questions, which are mostly scenario-based. There should be a maximum of five questions per competency that need to be completed within 12-15 minutes. The assessment window should remain open for a defined period of time, for example, one week or seven days, allowing flexibility for officials to participate at their convenience within that window. However, once an official begins the assessment, it should ideally be completed in a single sitting, as saving progress and returning later would compromise the integrity of the assessment.
- Online proctoring tools should be deployed to maintain the integrity of the assessment. The proctoring should include features that measure the number of times screens or tabs are switched, time taken to complete the assessment, and any other irregularities during the assessment duration.
- The platform should be tested before implementing the final assessments to identify and resolve technological challenges in the assessment flow or proctoring mechanism.
- The quality of the assessment, participation of officials, and aggregate scores on the questions should be periodically reviewed to inform continuous refinement of the question bank.

Expected Outcome: This step should conclude with the smooth integration of assessments and the platform, with minimal technical challenges.

2.2: Operationalising the 360-degree Feedback Assessments

To operationalise 360-degree feedback, CBUs should develop a detailed set of survey questions that accurately measure officials' workplace performance. This survey will also require a technological platform, ideally iGOT, to facilitate and manage the feedback process.

Figure 8: Overview of Stage 2.2, Operationalising the 360-degree Feedback Assessments



2.2.1: Developing Feedback Questions

Developing a set of comprehensive 360-degree feedback questions requires the following sub-steps. [Annexure 1](#) contains a link to a sample of questions used in the pilot.

- Similar to the competency assessments, the MDOs should develop exhaustive banks of 360-degree feedback questions for relevant behavioural, functional, and domain competencies.
- Each identified competency should be broken down into sub-themes and competency levels, based on the guidance of the KCM.
- Each sub-theme and level should incorporate a mix of questions that anchor feedback to two key concepts: overall performance and specific experiences.
 - Questions on overall performance that assess an official's overall demonstration of the competency or sub-theme throughout a given time period.
 - Questions on specific experiences that request feedback based on particular instances or situations where the official exhibited the relevant competency.
- Questions should use a variety of question-and-response formats, including rating scales and multiple-choice questions (MCQs). Questions with rating scales require assessors to evaluate officials on an absolute scale. MCQs, on the other hand, provide response options that are framed as strengths within a competency. Sometimes, rating questions may be more susceptible to leniency bias, where assessors may overestimate performance. To avoid this bias, both MCQs and rating questions can be provided together, encouraging assessors to reflect more carefully on the official's workplace performance.
- Within MCQs, various question-and-response types may be used, such as "Select all that apply" and "Select up to x options", where x is a specified number.
 - The "Select all that apply" format is appropriate for questions assessing distinct but equally valid behaviours, rather than different levels of competency demonstration.
 - The "Select up to x options" format is useful when responses represent different levels of competency demonstration.

- For example, suppose a question offers six options—two for “fulfilling basic requirements”, two for “meeting expectations”, and two for “exceeding expectations”. Each category reflects a different level of performance and is scored accordingly: 1 point, 2 points, and 3 points, respectively. The “Select up to two options” format allows assessors to indicate the two options they agree with most or that best reflect the assessee’s workplace performance for this competency. The final score for the question is calculated by adding the points for the two selected options, resulting in a score between 1 and 6.
- 360-degree assessment questions should be tested for validity and reliability to ensure they consistently and accurately measure the intended outcomes and gather feedback from the right assessors. This process can involve piloting the questions with a sample group, analysing the results for consistency, and refining the questions as needed.
- All response options should be framed in a constructive, positive tone—even when reflecting areas for improvement—to encourage honest, actionable feedback.
- Final question banks should be translated into multiple languages, potentially using AI tools, and reviewed to ensure participants who are comfortable in different languages can access the assessments.

Expected Outcome: At the end of this step, the CBU should have a validated, inclusive, and role-calibrated survey for each competency and role, ready for deployment across all MDOs.

2.2.2: Mapping Assessors and Assesseees

A critical aspect of the 360-degree feedback process is the precise mapping of assessors to assesseees. To achieve this, MDOs should consider the following sub-steps:

- Accuracy of mapping should be ensured through triangulation across sources such as updated APAR records, organisational charts, self-reported surveys, and work allocation orders.
- Mapping data should be integrated into iGOT, showing officials a dynamic, user-friendly view of their reporting structure on the Network Hub.
- The mapping process should be regularly updated to reflect changes in roles and work allocations. Ultimately, the goal is to make the mapping process as light-touch and accurate as possible, to minimise administrative burden while maximising precision.
- The process should allow assessors to opt out or select “NA” or “Not Applicable” where they lack sufficient exposure to the official’s work.
- When officials change positions, the assessor and assessee mapping should be reviewed to ensure that only colleagues with adequate experience working with the official are asked to provide feedback. This review helps avoid feedback from newly assigned assessors who may not have enough information to give meaningful input.

Expected Outcome: Concluding this step successfully will ensure an updated, transparent, and validated mapping system that ensures only relevant team members provide feedback, improving the accuracy and fairness of the performance assessment.

2.2.3: Preparing Assessment Platform

A well-designed assessment platform is crucial for effective feedback collection and subsequent analyses. To ensure this, MDOs should keep in mind the following sub-steps:

- From the larger pool of questions, one question should be selected for each competency sub-theme to maintain assessment efficiency and reduce potential assessor burden.
- The digital platform, ideally iGOT, must be secure, user-friendly, and accessible in multiple languages. It should ensure data privacy and offer features such as the ability to save progress and resume incomplete assessments.
- The platform should accommodate various question-and-response formats, including single-select and multiple-select (such as *"select all that apply"* or *"select up to a specified number"*). Additionally, when an *"NA"* response is chosen, the system should skip any follow-up questions that become irrelevant with the *"NA"* response.
- Individual responses should be kept anonymous and confidential to ensure the process encourages assessors to provide honest feedback without fear of repercussions or strained interpersonal relationships.¹⁰
- The surveys should be positioned as low-stakes exercises focused on capacity building, which helps reduce potential leniency bias and encourage thoughtful feedback.
- Additionally, providing *"NA"* options for assessors helps maintain the relevance and accuracy of the feedback since assessors may not have visibility on every competency that an assessee is required to possess. Including such options ensures that assessors can provide feedback for competencies for which they have sufficient data. Assessors can select from two distinct *"NA"* options:
 - (*"NA"*) *I have not had the chance to see this official display this competency, another official might be better able to assess.*
 - (*"NA"*) *I have worked with this official and know they have not had the chance to showcase this competency at work.*

¹⁰ While individual responses should remain confidential, aggregate trends and insights should be reviewed by MDO leadership to inform capacity building strategies and address any systemic issues. Further, *"NA"* and missing responses should be accessible by the CBUs and MDO leadership to allow for error resolution and targeted follow-ups.

- Similar to the competency assessments, the platform should be tested before implementing the final assessments to identify and resolve technological challenges in the assessment flow and skip patterns.

Expected Outcome: This step ends in the seamless integration of the assessments with the platform, with minimal technical challenges.

Stage 3: Implement Assessments

Before the implementation begins, CBUs should collaborate with MDO leadership to ensure the process is adapted to the department's specific operational context. The main steps are outlined below:

Figure 9: Overview of Stage 3, Implement Assessments



3.1: Preparing and Communicating

To ensure smooth implementation of the assessments, the CBU should aim to provide standard guidance and plan effectively using the following sub-steps:

- CBUs should plan the assessment deployment, aligning schedules with existing priorities and workload to minimise disruption.
- Assessment windows should be scheduled during periods of lower workload where feasible. Participation can be staggered across divisions or sections if needed.
- A comprehensive Standard Operating Procedure (SoP)¹¹ should be developed and shared with all participating officials, outlining responsibilities, timelines, and technical protocols.
- CBUs should conduct briefing sessions to familiarise officials with the objectives, scope, and format of the assessments, and to clarify logistics.
- 360-degree feedback is subjective, and assessors might demonstrate unintended bias when completing these assessments. Evidence suggests that bias training, such as frame-of-reference training, can reduce assessor biases.¹² CBUs should attempt to reduce bias by providing targeted training to increase awareness of biases to all assessors prior to starting the assessments. CBUs should also use the assessment instructions to remind

¹¹ A template for this can be found in [Annexure 4](#).

¹²T. C. Brown, P. O'Kane, B. Mazumdar, and M. McCracken, [Performance Management: A Scoping Review of the Literature and an Agenda for Future Research](#), *Human Resource Development Review* 18, no. 1 (2018): 47-82.

officials of these biases and reinforce the importance of ensuring all the feedback stays objective, anonymous, and confidential.

Expected Outcome: At the end of this step, all officials should be informed and well-prepared to participate in the assessments, resulting in a smooth administration of the assessments with minimal operational disruption.

3.2: Administering the Assessments

After the planning and informing all the relevant stakeholders, CBUs should follow the sub-steps below to administer the assessments effectively:

- In addition to circulating an SOP document, all participating officials should receive an in-person or virtual briefing before assessments are administered. This session should include clear instructions for accessing the assessment, guidance on troubleshooting common technical issues, and information on available support from the CBU.
- For both competency assessments and 360-degree feedback assessments, assessors should be notified well in advance and receive timely reminders to complete these assessments. Automated reminders and personalised follow-ups can help maximise participation and adherence to deadlines.

Expected Outcome: At the end of this step, CBUs should ensure all the participants of the performance measurement exercise have received and can access the assessments.

3.3: Ensuring Completion

Once the assessment has been shared with all officials, the sub-steps below should be followed to facilitate timely completion of the assessments:

- CBUs should continuously observe participation and completion rates in real time, identifying any bottlenecks or delays.
- Karmayogi Bharat should share automated reminders and follow-ups using iGOT to officials who have not completed their assessments within the designated window.

Expected Outcome: Once this step concludes, the CBU will ensure all the participating officials complete the assessments within the stipulated time.

3.4: Gathering Feedback on the Assessments

After the assessments have been administered, the CBUs should collect feedback from the participants on the process, platform experience, and perceived relevance of the assessment. This feedback should be gathered using both quantitative and qualitative tools, including surveys and structured interviews or focus groups, to capture nuanced insights and experiences across different levels and roles. The feedback should then be systematically analysed to identify trends, challenges, and opportunities for improvement in future cycles.

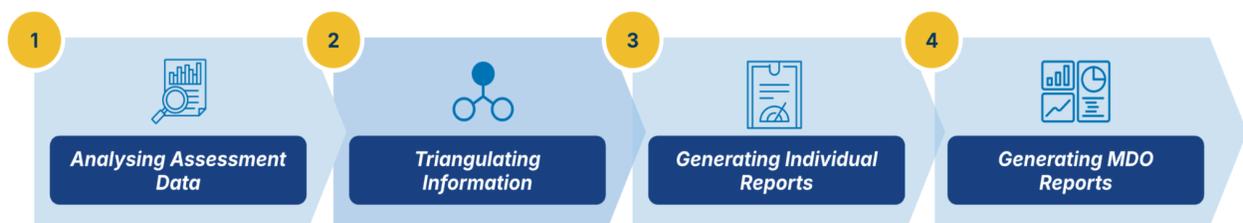
[Annexure 7](#) lists indicative questions that can be used in a survey questionnaire for participants immediately after they complete assessments, and [Annexure 8](#) provides a guide for a qualitative group discussion to receive feedback.

Expected Outcome: At the end of this step, the CBU should have targeted insights from officials across all levels of the organisation to enhance future deployment, increase official satisfaction, and improve assessment design and implementation.

Stage 4: Analyse and Share Data

Once competency assessments and 360-degree feedback data have been collected, systematic analysis and dissemination will help translate assessment results into actionable insights that drive effective capacity building. This stage outlines the recommended steps for analysing assessment data, generating meaningful reports, and effectively sharing insights with the relevant stakeholders.

Figure 10: Overview of Stage 4, Analyse and Share Data



4.1: Analysing Assessment Data

This step involves compiling, cleaning, and analysing both competency assessment and 360-degree feedback data for all officials. To ensure scalability and consistency, the measurement and analysis **should be automated through iGOT**.

Table 2 below outlines the indicators that should be measured at an individual level. For meaningful analysis, these indicators should be aggregated for different levels or positions, and for the overall MDO.

In addition to measuring individual scores, it is important to check for response rates and completeness. Further, anomalies such as unusually high rates of “NA” responses or suspicious activity during proctored assessments should be identified and addressed. For instance, a high incidence of “NA” responses may indicate issues such as inaccurate competency mapping within CBPs or errors in the assessor-assessee mapping.

Table 2: List of indicators for analysing competency assessment and 360-degree feedback data

Indicator(s)	Description
Competency assessments	

Indicator(s)	Description
Assessment completion	Whether or not the official has completed and submitted the competency assessment
Timeliness of assessment completion	Whether or not the official submitted the competency assessment within the designated window
Sub-theme-wise score	Percentage of correct answers for each sub-theme within a competency
Competency-wise score	Average percentage of correct answers across all sub-themes within a competency
Overall competency assessment score	Average of all the competency-wise scores
Competency-wise time taken	Time taken to complete questions for each competency
Overall time taken	Time taken to complete the assessment for all competencies
Proctoring violation	Proportion of the assessment duration during which irregular activity is detected based on the proctoring mechanism
Proctoring verdict	Classification of proctoring violations into negligible (<5%), minor (5% to 10%), and severe (>10%)
Feedback on competency assessment	Quantitative ratings and qualitative comments from participants regarding the assessment experience and quality
<i>360-degree feedback assessments</i>	
Assessment completion	Whether or not the official has completed and submitted the 360-degree feedback assessment
Timeliness of assessment completion	Whether or not the official submitted the 360-degree feedback assessment within the designated window
Number of assessors	Total number of assessors (supervisors, supervisees, and peers) providing feedback for each official
Sub-theme-wise 360-degree feedback score	Score for a question averaged over all assessors (assuming one question per sub-theme). Supervisor feedback may be weighted higher.
Competency-wise 360-degree feedback score	Average of all sub-theme scores within a competency, as rated by all assessors
Overall 360-degree feedback score	Average of all competency-wise scores for an assessee

Indicator(s)	Description
Competency-wise qualitative feedback	Open-text responses from assessors on strengths and areas for improvement for each competency
Scores by question type	Average score for each question format, e.g., Ratings, MCQs (select all that apply), MCQs (select up to two), etc.
NA response rate	Percentage of all question responses marked as NA, including breakdown by type of NA response
Feedback on 360-degree assessments	Quantitative ratings and qualitative comments from participants regarding the assessment experience and quality

Expected Outcomes: At the end of this step, updated tables and graphs should be on an iGOT MDO dashboard summarising the calculated indicators, providing foundational insights to inform deeper analysis and decision-making.

4.2: Triangulating Information

Through the performance measurement exercise, MDOs will have data available from both competency assessments and the 360-degree feedback assessments. To effectively triangulate results, scores from these sources should be combined with two additional data sources:

- **End of Course Assessment:** Assessments linked to iGOT courses which test knowledge gains associated with the course material.
- **Workflow Application Data:** Data on workplace performance, represented by KPIs derived from departmental goals broken down into individual goals.

The end-of-course assessments and competency assessments indicate whether the official possesses the required knowledge of a particular competency. The 360-degree feedback assessments and workflow application data measure the extent to which these competencies are demonstrated at the workplace.

Correlations between these sources should be calculated to assess the direction and strength of their relationships. The prevalence of mismatches, i.e., a high score in one source but a low score in another, should be studied. Studying such mismatches helps uncover possible reasons for divergence, such as gaps in assessment design or differences between knowledge acquisition and on-the-job performance, and informs targeted interventions for capacity building. For instance, if several MDO officials show high levels of knowledge and low on-the-job performance, then the MDO may need to identify and address potential systemic issues that prevent officials from applying their knowledge effectively.

Data from all four sources should be integrated to generate an overall competency score. The competency score is a composite metric that reflects a civil servant's competencies relative to the requirements of their position. It is designed to be recorded in a civil servant's *Karmayogi Competency Passbook* and is used to help officials understand their strengths and identify areas

for improvement. Each individual's competency score can be aggregated at the MDO level to create an overall MDO competency score.

Expected Outcomes: At the end of this step, the CBUs should calculate insights across different sources, identify the alignment or divergence between information sources, and ensure the computation of the competency score.

4.3: Generating Individual Reports

Personalised performance reports should be automatically generated on the iGOT platform to ensure that assessment results support individual professional development. Automating this process will ensure timely and consistent feedback delivery to each official and reduce the administrative burden for CBUs.

Each report should present the official's scores across all relevant competencies and sub-themes, drawing from all four data sources (end-of-course assessments, proctored assessments, workplace competency assessments, and workflow application data). Scores should also be benchmarked by comparing the individual's performance with relevant peer groups (e.g., by level, department, or MDO average), enabling officials to clearly understand their strengths and areas for improvement.

For each competency, the report should include:

- Sub-theme-wise scores for both competency assessments and 360-degree feedback
- Anonymised summaries of qualitative feedback from assessors, which have been checked for content appropriateness
- Progress over time, showing trends in competency development
- Recommended tailored capacity building interventions based on identified competency gaps

Reports should be accessible only to the individual official (and, where appropriate, their supervisor or administration section) to ensure confidentiality.

Expected Outcomes: This step should ensure that timely, personalised feedback is delivered to all officials undergoing assessment, with clear identification of strengths and areas for improvement.

4.4: Generating MDO Reports

MDO-wise reports should be generated on iGOT and shared with the respective MDO leadership to drive organisational capacity building and inform improvements for the exercise. These reports should aggregate assessment data across all officials to provide the leadership with insights into gaps and trends in their workforce's performance.

The MDO report should include:

- **Aggregate competency scores:** Averages and distributions of scores across the MDO, disaggregated by official level, department, and location as relevant.

- **Gap and trend analysis:** Highlight competencies and sub-themes where significant gaps exist, as well as positive trends or improvements over time. Where feasible, this analysis should include benchmarking against similar MDOs or national averages. These insights should be used to inform the development of targeted training calendars or operational plans, tailored to address competency gaps identified at the positional or individual level.
- **Assessment process metrics:** Provide statistics on assessment completion rates, timeliness of assessment completion, average duration of assessments, proctoring outcomes, and “NA” response rates to help gauge the integrity and effectiveness of the assessment process.
- **Insights from triangulation:** Present findings from the triangulation of the four data sources, including correlations, patterns of alignment or divergence, and prevalence of mismatch cases. This will help MDO leadership understand the extent to which knowledge acquisition among officials translates into improvements in workplace performance.
- **Feedback from participants:** Summaries of recurring themes in quantitative and qualitative feedback from participants. This includes insights into the perceived relevance, clarity, and fairness of the assessments, as well as suggestions for improving the design and delivery of future assessments.

Expected Outcomes: At the end of this step, there should be a report summarising all the findings from the performance measurement exercise at the MDO level.

Timelines

Table 3 specifies the estimated duration for each step in the four stages of performance measurement: preparation, operationalisation, implementing assessments, and analysing and sharing data.

Table 3: Timelines for each stage and step in measuring performance

Activity	Month 1				Month 2				Month 3				Month 4			
	W1	W2	W3	W4	W5	W6	W7	W8	W9	W10	W11	W12	W13	W14	W15	W16
Stage 1: Prepare																
Conducting Introductory Meeting																
Identifying Participants																
Identifying Competencies																
Stage 2: Operationalise																
Stage 2.1: Operationalising Competency Assessments																

Activity	Month 1				Month 2				Month 3				Month 4			
	W1	W2	W3	W4	W5	W6	W7	W8	W9	W10	W11	W12	W13	W14	W15	W16
Developing Assessment Questions																
Preparing Assessment Platform																
Stage 2.2: Operationalising 360 Degree Feedback Assessments																
Developing Feedback Questions																
Mapping Assessor-Assesseees																
Preparing Assessment Platform																
Stage 3: Implement Assessments																
Preparing and Communicating																
Administering the Assessments																
Ensuring Completion																
Gathering Feedback																
Stage 4: Analyse and Share Data																
Analysing Assessment Data																
Triangulating Information																
Generating Individual Reports																
Generating MDO Reports																

* The recommended duration is indicative and may vary based on contextual factors such as the size and composition of the MDO (such as the number of different departments, divisions, sections, and positions) and the preparatory stages required for assessments. MDOs and CBUs may make adjustments to accommodate these circumstances.

Outputs from the Pilot

A pilot of the assessment tools was conducted at four MDOs: the Ministry of AYUSH; Ministry of Rural Development; Ministry of Consumer Affairs, Food & Public Distribution; and Ministry of Jal Shakti. This section covers the analysis of assessment results from the MDOs, aligned with the approach and expected outcomes outlined in [Step 4.1](#).

Outputs and Analysis

During the pilot, 71 officials completed competency assessments and 75 officials had 360-degree feedback provided for them.¹³ Due to the small sample size, the analysis below focuses on descriptive statistics rather than statistical inference or significance testing.

1. Competency Assessment Data Analysis

Among the 71 officials who completed the competency assessments, the median completion time for all five competencies was 27 minutes. After removing outliers, there was little to no correlation between the time taken and overall assessment scores, i.e., officials who spent more time on the assessment did not, on average, achieve higher scores than those who completed it more quickly. This suggests that the allotted time for the assessment was sufficient and did not disadvantage any participants.

Table 4 presents the distribution of overall competency assessment scores and the sample proportions for the four MDOs. Each official's overall score is calculated as the simple average of their competency-wise scores. The average score across the sample is 80%, with minimal variation observed between the four MDOs.

Table 4: Average overall competency assessment score across MDOs

Ministry of AYUSH	Department of Rural Development	Department of Drinking Water and Sanitation	Department of Food and Public Distribution	Total
79%	81%	81%	81%	80%
16 officials (23% of sample)	24 officials (34% of sample)	20 officials (28% of sample)	11 officials (15% of sample)	71 officials (100% of sample)

Figures 11 and 12 display competency-wise scores for operational-level and tactical-level roles respectively, with each competency colour-coded to indicate whether it is a behavioural, functional, or domain competency. While the samples for behavioural and functional competencies are consistent within operational and tactical groups, the samples for domain competencies differ

¹³ Competency assessments were sent to 84 individuals; 5 did not attempt the assessment, and 8 responses were excluded due to incomplete submissions or proctoring violations. For the 360-degree feedback, assessments were sent to 89 assessors to evaluate the 85 people in our sample. Of these, 9 assessors did not submit their assessments.

and are mutually exclusive, as each is administered to a separate MDO. The bar labels indicate the sample sizes used to calculate each average.

Figure 11: Average Competency-wise Scores for Operational Roles

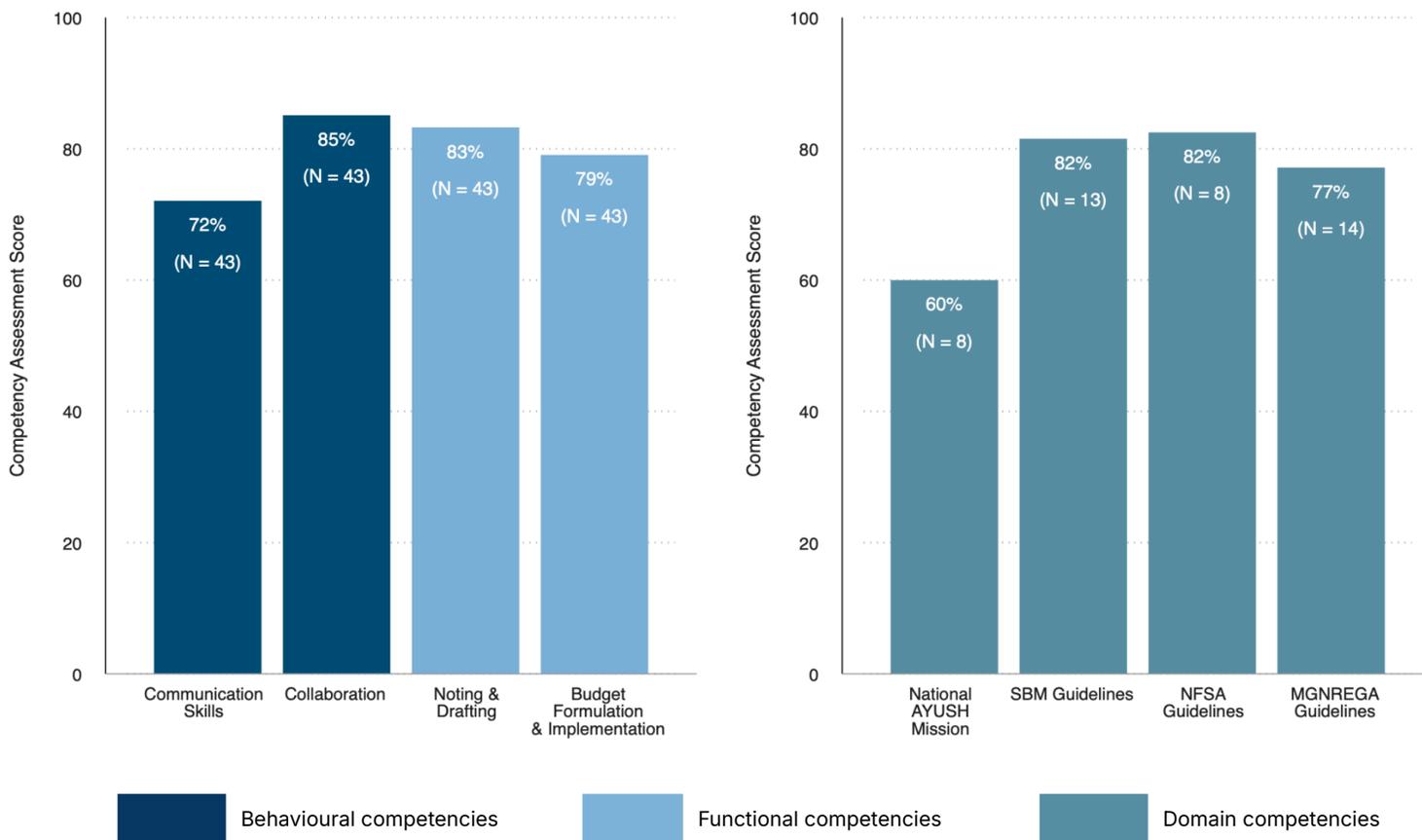
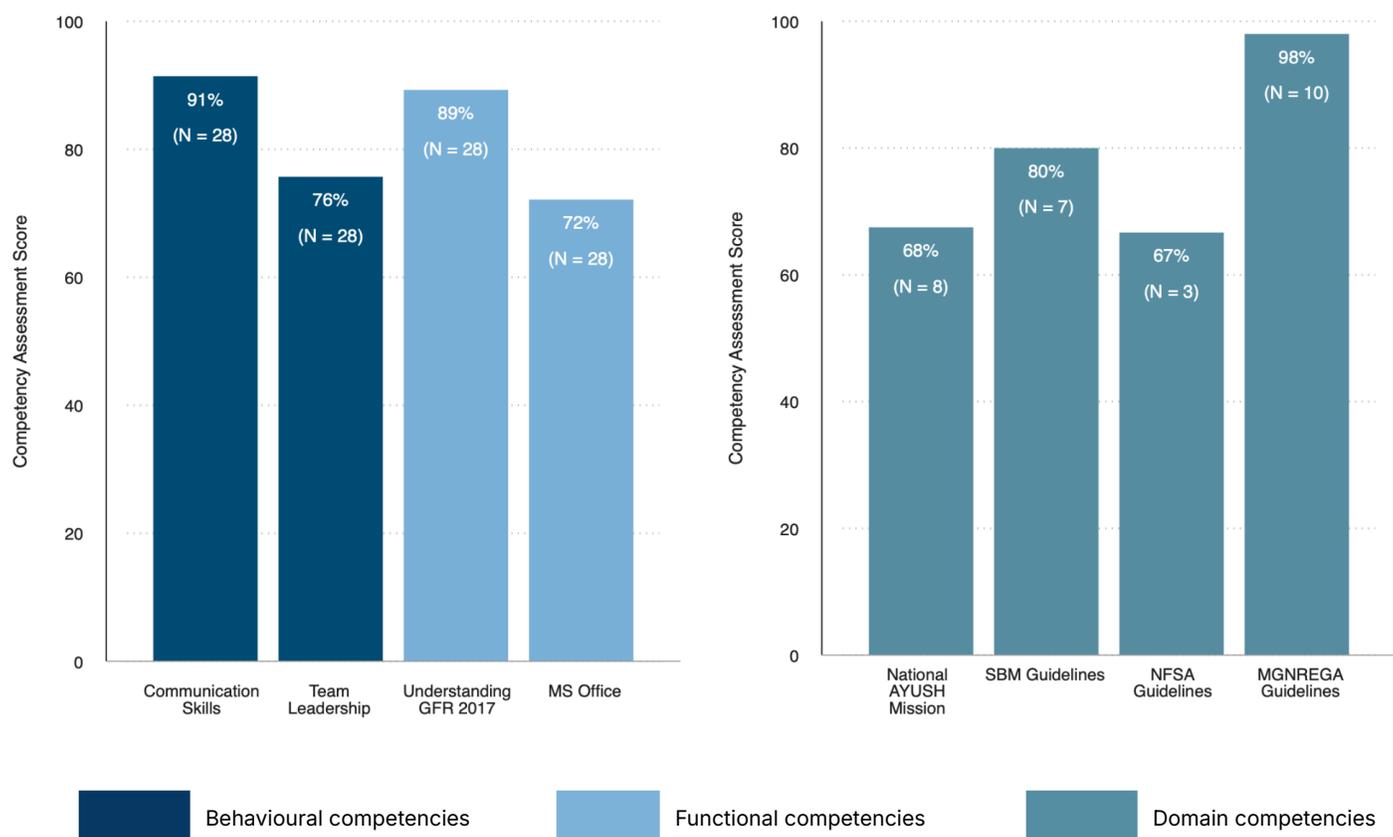


Figure 12: Average Competency-wise Scores for Tactical Roles



The results show that scores for behavioural and functional competencies are consistently above 70% for both role levels, with the highest score of 91% for Communication Skills among tactical-level officials. In contrast, domain competency scores exhibit greater variability. Tactical-level roles exhibit higher variation in scores across all competency types, ranging from 68% to 98%, as compared to operational-level roles, which tend to cluster within a narrower range.

Similar figures, disaggregated by the four MDOs, are provided in [Annexure 6](#).

2. 360-degree Feedback Analysis

Each assessee in our sample was assigned assessors who were either supervisors, subordinates, or peers. The number of assessors per assessee ranged from 1 to 7, with a median of 2 assessors per individual. Further, 40% of the individuals were assessed by only one other official. This was primarily the case for junior-level officials mapped solely to their supervisors, as they had no subordinates and limited interaction with peers. Consequently, no other colleagues were considered to have sufficient visibility into their day-to-day work to provide meaningful feedback.

During the 360-degree feedback process, assessors could select from two *Not Applicable* (“NA”) options, as described in [Step 2.2.3](#), if they could not provide informed feedback. Overall, 19% of all

question responses across assessors and assessees were marked as one of the "NA" options. Among behavioural and functional competencies, the highest rates of "NA" responses were observed for "Understanding of General Financial Rules" (37%), "MS Office" (33%), and "Budget Formulation and Implementation" (27%). High "NA" response rates were also observed for specific domain competencies, particularly within the Ministry of AYUSH and the Department of Drinking Water and Sanitation.

These patterns could be due to two reasons:

- Assessors may lack adequate visibility or opportunity to observe the relevant behaviours for some competencies.
- Although drawn from the CBPs and the KCM, some competencies are not uniformly relevant across all roles.

For all non-"NA" responses, scores for each question were calculated as described in Table 5. Following this, individual competency-wise scores were calculated for each assessor and then averaged across all assessors corresponding to each assessee. An individual's overall 360-degree feedback score was obtained by averaging their scores across all competencies.

Table 5: Scoring methodology for each question type for 360-degree feedback

Question-and-response option category	Description of response options	Scoring of response options
Ratings	4-point absolute scale (1 = lowest performance, 4 = highest performance). Assessors select one response option that best reflects the assessee's performance.	Score = (Numerical value of selected option) / 4
MCQ (<i>Select all that apply</i>)	4 to 5 options that are neither scaled nor ranked, each representing a strength within the competency. Assessors may select any number of options that apply.	Score = (Number of options selected) / (Total number of options)
MCQ (<i>Select up to two</i>)	6 options: two each represent "Exceeds Expectations" (A), "Meets Expectations" (B), and "Fulfills Basic Requirements" (C). Assessors may select up to two options they agree with most.	Score = 3 × (number of type A options selected) + 2 × (number of type B options selected) + 1 × (number of type C options selected)

Figures 13 and 14 display competency-wise 360-degree feedback scores for operational-level and tactical-level roles, respectively, with each competency colour-coded to indicate whether it is a behavioural, functional, or domain competency. Across both operational and tactical roles, there is lower variation in scores compared to competency assessments, with most scores falling between 60% and 70%.

Figure 13: Average 360-degree Feedback Scores across Competencies for Operational Roles

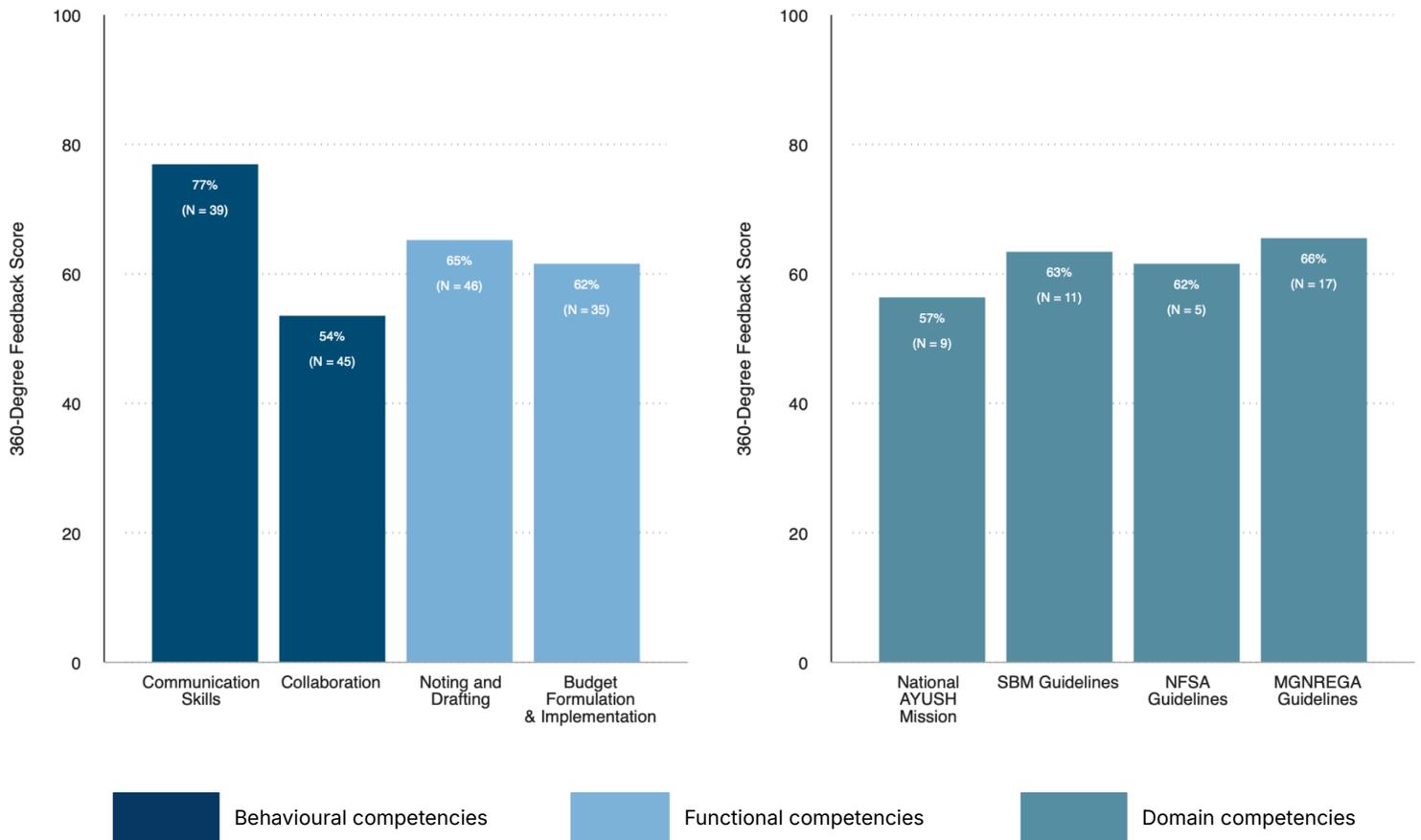
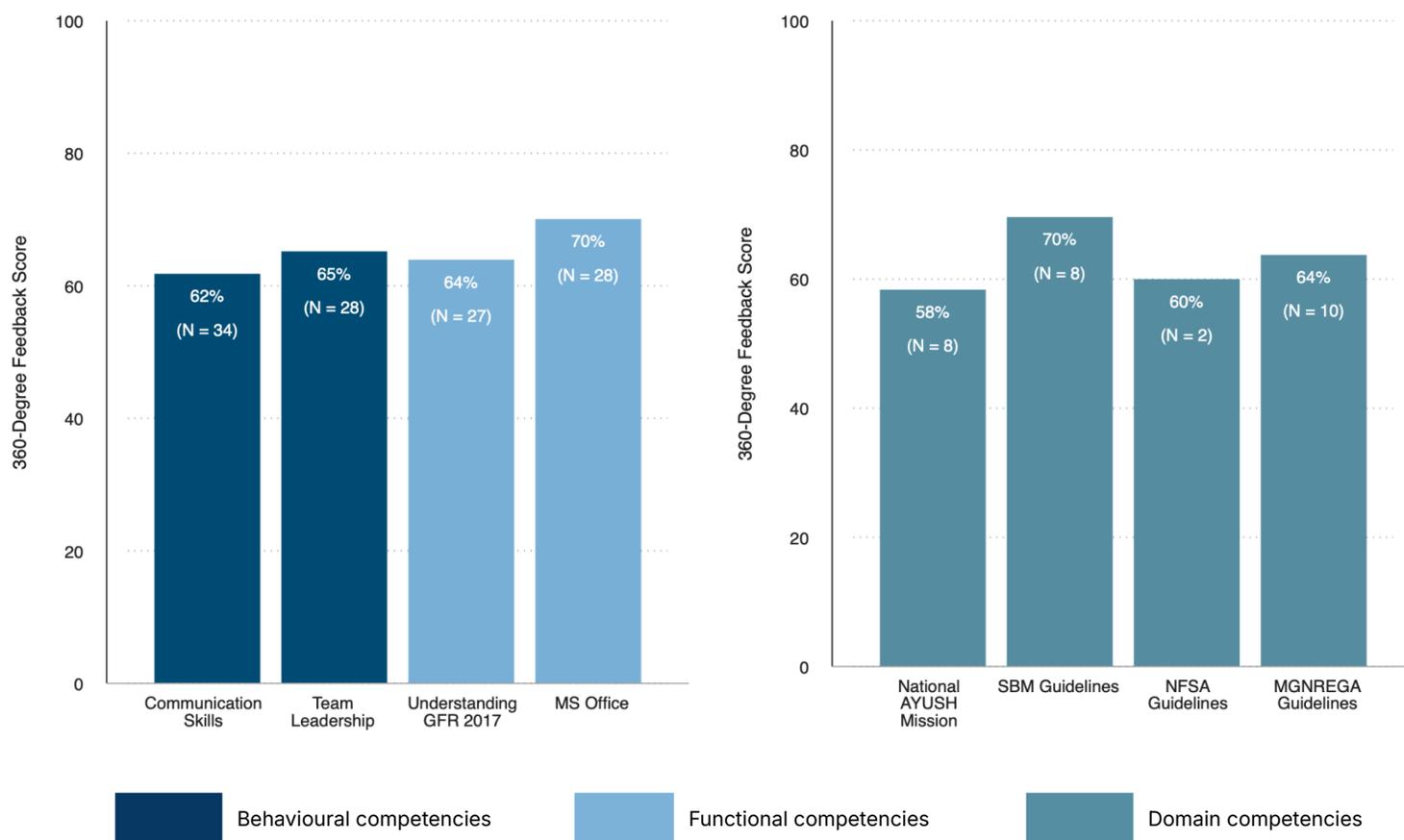


Figure 14: Average 360-degree Feedback Scores across Competencies for Tactical Roles



3. Triangulating Data from Competency Assessments and 360-degree Feedback

Table 6 compares competency-wise scores from the competency assessments with those from the 360-degree feedback, and reports the differences and correlation coefficients between the two measures.

Across 14 out of 16 competencies, officials' scores on the competency assessments are higher than those received through 360-degree feedback. This pattern may suggest that while officials demonstrate knowledge in a formal assessment setting, these competencies may not be fully observed, recognised, or demonstrated in the workplace, as captured by supervisor, subordinate, and peer feedback.

Furthermore, the correlation coefficients between the two measures are positive for 13 out of 16 competencies but of low magnitude. The overall correlation of 0.20 indicates a weak positive relationship: officials who perform well on the objective assessments tend to receive higher 360-degree feedback scores, but the association is not strong.

Due to the relatively small sample sizes for each competency, the analysis is limited to descriptive comparisons, without attempting to conduct any statistical inference. A larger sample would be necessary to examine the strength and robustness of these relationships more rigorously.

Table 6: Comparison of data from competency assessment and 360-degree feedback data

Competency Name	Competency Type	(1) Competency Assessment	(2) 360-degree Feedback Assessment	(1) - (2)	Correlation Coefficient ¹⁴
<i>Operational</i>					
Communication Skills	Behavioural	73%	77%	-4%	0.24
Collaboration	Behavioural	84%	54%	30%	0.08
Noting and Drafting	Functional	81%	65%	16%	0.30
Budget Formulation and Implementation	Functional	78%	62%	16%	0.20
National AYUSH Mission	Domain	66%	83%	-17%	0.72
MGNREGA Guidelines	Domain	73%	66%	7%	0.31
SBM Guidelines	Domain	81%	63%	18%	0.42
NFSA Guidelines	Domain	76%	62%	14%	0.29
<i>Tactical</i>					
Communication Skills	Behavioural	91%	62%	29%	0.11
Team Leadership	Behavioural	75%	65%	10%	-0.16
Understanding of GFR 2017	Functional	90%	64%	26%	-0.03
MS Office	Functional	74%	70%	4%	0.05
National AYUSH	Domain	68%	65%	3%	0.71

¹⁴ The correlation coefficient lies between -1 and 1. A coefficient of 1 implies perfect positive correlation, and coefficient of -1 implies perfect negative correlation. A coefficient of 0 implies that there is no observed relationship between the two variables.

Competency Name	Competency Type	(1) Competency Assessment	(2) 360-degree Feedback Assessment	(1) - (2)	Correlation Coefficient ¹⁴
Mission					
MGNREGA Guidelines	Domain	98%	64%	34%	-0.36
SBM Guidelines	Domain	82%	70%	8%	0.58
NFSA Guidelines	Domain	67%	60%	7%	-
Aggregate	All	80%	63%	17%	20%

Learnings and Recommendations

The implementation of a robust performance measurement methodology is a critical step towards fulfilling the vision of *Mission Karmayogi*. The performance measurement pilot and qualitative feedback from MDO stakeholders revealed several challenges that should be accounted for and addressed to ensure the scalability and sustainability of the exercise.

Measurement in the Government Context

1. Defining and Standardising Competencies

Government roles are diverse, with activities, expected outcomes, and required competencies varying significantly across MDOs, schemes, and positions. Developing standardised yet role-relevant competencies, sub-themes, and performance indicators is a complex task.

Recommendation(s): To account for this complexity, the CBC should expand the KCM with more detailed descriptions and levels. In addition, MDOs should help create a standardised dictionary for domain competencies. Democratising the authoring process will help create a more exhaustive competency dictionary. The additional competencies can be reviewed with the support and guidance of the DoPT, CBC, and Karmayogi Bharat.

2. Attribution and Measurement of Impact

Directly attributing improvements in workplace performance or citizen outcomes to specific capacity building interventions is challenging, given the various factors that influence government performance (e.g., policy changes, external events, and resource constraints). Measuring long-term behavioural change and sustained impact, as opposed to immediate knowledge gains, requires robust measurement systems.

Recommendation(s): The *Mission Karmayogi* ecosystem has envisioned rigorous scores and dashboards that enable this measurement. Karmayogi Bharat has already activated some of these metrics on iGOT, such as Karma Points or the MDO Composite Score, which are accessible via stakeholder dashboards for MDOs. Going forward, Karmayogi Bharat should also enable the impact score to measure course effectiveness and a competency score to quantify the competencies of individual civil servants. These systems are intended to evaluate the effectiveness of each step in the capacity building process and drive continuous improvement.

3. Biases and Subjectivity in Assessment

360-degree feedback, while valuable for capturing a holistic view of workplace competency, is susceptible to a range of assessor biases. Common biases include leniency (the tendency to rate all individuals favourably), centrality (the tendency to give average or neutral ratings), halo and horn effects (where a single positive or negative attribute disproportionately influences the overall assessment), and similarity bias (the tendency to rate individuals more favorably if they are perceived as similar to the assessor). Leniency bias can be particularly pronounced in government settings, where the work culture and hierarchical structures may make assessors reluctant to provide critical constructive feedback, especially about supervisors, out of concern for professional relationships or potential repercussions. These biases can distort the reliability and validity of performance data, leading to inaccurate evaluations.

Recommendation(s): To address this, ongoing efforts focus on strengthening the design of assessment tools, promoting rater awareness through targeted training, and ensuring anonymity in responses. As the system scales, continued refinement and capacity building will help further mitigate these biases and enhance the overall reliability and validity of performance data.

4. Challenges in Observing and Assessing Certain Competencies

Certain competencies and sub-themes from the KCM may not be frequently demonstrated or expected in officials' day-to-day work. In some cases, certain behaviours or skills might not always be directly visible to assessors, especially in roles with limited peer interaction.

While including such competencies serves as a valuable reminder to officials of the broader aspects of their roles in alignment with the Mission's goals, it also presents challenges for effective assessment. Assessors would have limited opportunities to observe these behaviours in practice, making it difficult to provide meaningful feedback.

Recommendation(s): Different "NA" options should be embedded in the 360-degree feedback, such as the following: (a) "I have not had the chance to see this official display this competency, another official might be better able to assess", and (b) "I have worked with this official and know they have not had the chance to showcase this competency at work". This would allow assessors to opt out of questions for such competencies.

A high incidence of the "NA" option (b) may signal that the competency identification in the CBP is misaligned with officials' work. In such cases, the CBP should be revisited to ensure that only role-relevant competencies are included in future assessments.

5. Mapping Assessors

Selecting appropriate assessors poses a challenge due to the limited availability and accuracy of relationship mapping data. Organisational mappings within MDOs are often outdated and typically do not capture peer relationships. While self-reporting by officials would likely provide the most accurate picture of working relationships, including temporary or informal collaborations that are not reflected in other sources, it is difficult to implement and validate the inputs at scale.

Further, frequent transfers within the MDO present challenges in identifying appropriate assessors, as it may be unclear whether feedback should be sought from members of the official's previous team or their new team.

Recommendation(s): eHRMS has been integrated with iGOT, and the Work Allocation Order data on the platform should enable automating assessor-assessee mappings. Before undertaking the surveys, officials should have the option to opt out of evaluating an assessee or suggest additional assessees based on their working relationship. To promote transparency and ensure accurate mappings, team structures can be displayed on the Network Hub on iGOT. If any team member is mapped incorrectly, officials can raise a request on iGOT for it to be resolved. The Karmayogi Bharat team can review this request, and forward it to the appropriate supervisor for approval.

When officials switch positions, their old position mapping should be switched to the new mapping after a time delay. Any assessments conducted immediately following a position change should not involve new colleagues as assessors since these colleagues will not have had the time to observe the assessee's performance. Officials with less than three months in their current role, but who were previously in the MDO, should be assessed by their previous team. Recent transfers into the MDO should be excluded from the assessment.

6. Assessor Burden

The process of 360-degree feedback can place a substantial burden on assessors. This is particularly true when officials are required to assess multiple competencies for each of their assessees, often through several questions per competency. With each additional question, assessee, or assessment cycle, the time commitment for assessors increases considerably. For example, assessing five officials across five competencies, with four questions each, results in 100 responses per cycle. Repeated cycles would multiply this assessor's burden further. Excessive burden can cause assessor fatigue, lower or rushed responses, and, potentially, poor data quality.

Recommendation(s): To prevent assessor burden, each competency sub-theme should be limited to a single question with clear and straightforward language that requires minimal interpretation. Only those assessors who have worked closely with the assessee should be assigned, to optimise the number of assessments to be completed.

The time spent on assessments should be calculated using timestamp data to gauge assessor burden and implement additional strategies to reduce this burden, if required.

Change Management in Government

1. Potential Difficulty in Adapting to Change

Transitioning from a tenure-based, input-oriented culture to a role-based, competency-driven system represents a significant change. Officials may be apprehensive about the perceived risks of objective performance measurement, such as increased scrutiny and transparency.

Recommendation(s): To address this, proactive communication around performance measurement is needed. The communication must emphasise that the competency-driven system is designed not only to recognise and reward top performers but also to ensure that all officials receive targeted support for their professional growth. Engaging officials early, addressing concerns, and highlighting success stories can further build support for the exercise.

2. Leadership Engagement and Ownership

The success of performance measurement initiatives hinges on strong buy-in from senior leadership within each MDO. Without visible support and active participation from Secretaries, Joint Secretaries, and other decision-makers, new systems can struggle to gain traction or be seen as a compliance exercise rather than a meaningful development tool.

Recommendation(s): Dedicated time and effort must be invested in building buy-in at all levels, particularly among senior leaders. Leadership's participation in the assessments themselves and public support of the system's objectives may result in role modeling the desired behaviours by the officials.

Data Collection and Reliability

1. Assessment Implementation and Delivery

Challenges exist in the deployment and delivery of assessments. Ensuring that results are communicated effectively to officials and MDO leaders is crucial for transparency and follow-up action. During the pilot, in-person engagement with the participating officials was necessary to ensure completion and timely submission of the assessments.

Recommendation(s): It is important to establish automated processes to measure assessment completion rates and share results with relevant stakeholders. Leveraging standardised digital platforms, such as iGOT, can reduce reliance on manually measuring these indicators and facilitate timely dissemination.

2. Encourage Timely Completion

Reducing non-response and ensuring the timely completion of assessments is critical for obtaining comprehensive and reliable data. Delays or lack of participation can undermine the effectiveness of the assessment process and limit the usefulness of the results.

Recommendation(s): To improve response rates and timely completion, clear communication with a mix of incentives and accountability measures should be implemented. When prompting assessors, MDOs should provide an estimate of the time required and reinforce the anonymity of responses. A series of automated reminder emails or pop-ups should be used to prompt completion.

Additionally, incentives may be offered, such as Karma Points for timely responses or mild penalties (such as a reduction of Karma Points) for repeated non-compliance. These measures, along with social recognition for timely participation, can further motivate officials to complete assessments on time.

Conclusion

Institutionalising the performance measurement methodology represents a critical step forward in achieving the objectives of *Mission Karmayogi*. This initiative is pivotal in transforming the civil service to be more citizen-centric and future-ready to align with the vision of *Viksit Bharat @ 2047*.

Full and timely adoption of this four-stage measurement system by MDOs will help measure the extent to which current capacity building efforts are helping officials become more competent, and enabling them to improve their performance in their roles. By objectively linking competency acquisition to workplace performance, this framework provides the critical data necessary to transition to an effective role-based Human Resource Management System, enabling the right person to be assigned to the right role at the right time.

As we move forward, continuous refinement of these processes, supported by strong leadership and a culture of learning, will be crucial to sustain these efforts and ensure that civil servants are equipped with the skills and knowledge needed to meet the evolving demands of governance.

Annexures

Annexure 1: Reference Materials

1. **Presentation for introductory meetings with Secretaries ([link](#)):** This deck is a presentation used for introducing the performance measurement exercise to one of the MDOs in the pilot, the Department of Drinking Water and Sanitation.
2. **Sample assessment tools ([link](#)):** This sheet provides sample questions for competency assessments and 360-degree feedback assessments in different tabs.
3. **Karmayogi Competency Model ([link](#)):** This document provides a standardised dictionary of behavioural and functional competencies that are relevant across the government ecosystem.

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4. **Understanding Strategic, Tactical, and Operational Roles in Government Administration**
([link](#)): This document outlines the definitions and distinguishing features of the strategic, tactical, and operational roles in governance.

Annexure 2: List of Finalised Competencies for the Performance Measurement Pilot by MDO

Competencies		MoA		MoRD		DDWS		DFPD	
Behavioural	Communication Skills	T	O	T	O	T	O	T	O
	Team Leadership	T	O	T	O	T	O	T	O
	Collaboration	T	O	T	O	T	O	T	O
Functional	Understanding of GFR, 2017	T	O	T	O	T	O	T	O
	MS Office	T	O	T	O	T	O	T	O
	Noting and Drafting	T	O	T	O	T	O	T	O
	Budget Formulation	T	O	T	O	T	O	T	O
Domain	National AYUSH Mission	T	O	T	O	T	O	T	O
	MGNREGA Program	T	O	T	O	T	O	T	O
	Swachh Bharat Mission	T	O	T	O	T	O	T	O
	National Food Security Act, 2013	T	O	T	O	T	O	T	O

'T' denotes Tactical level and 'O' denotes Operational level. The table presents competencies by level (Tactical and Operational) for each MDO. Behavioural and Functional competencies remain consistent across all MDOs, while Domain competencies are specific to each MDO's scheme.

Annexure 3: Aims and Research Questions of the Pilot

To test these performance measurement tools, the CBC launched a pilot initiative in partnership with four selected MDOs. The pilot was an experiment in crafting a comprehensive approach to performance measurement, allowing a detailed analysis of how capacity building interventions can be effectively translated into improved civil service performance.

The four MDOs selected for this pilot represented a range of sectors. For each MDO, a specific scheme was selected to represent the domain competency. The rationale for choosing the scheme was based on the measurability of performance indicators for the scheme and the presence of digital infrastructure.

Table A1: Overview of pilot MDOs and the selected schemes

#	Ministry	Focus Scheme
1	Ministry of AYUSH (MoA)	National AYUSH Mission (NAM)
2	Ministry of Rural Development (MoRD)	Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA)
3	Ministry of Consumer Affairs, Food & Public Distribution (MoCAFP)	Pradhan Mantri Gareeb Kalyan Anna Yojana (PMGKAY)
4	Ministry of Jal Shakti	Swachh Bharat Mission (SBM)

To ensure competencies against which officials were being measured were role-relevant, competencies identified for different positions as part of the MDO's CBP were selected and aligned with the *Karmayogi Competency Model*.¹⁵ The selected competencies were presented to the MDO leadership and officials to ensure they were relevant and appropriate in terms of role and seniority.

For each MDO, the following set of competencies was chosen:

- Two behavioural competencies that focus on values, conduct, and personal attributes that enable an individual's performance to be more effective and efficient.
- Two functional competencies that are cross-cutting skills, knowledge elements, and abilities required to perform effectively and solve problems across various roles and organisations within the government.
- One domain competency is specialised knowledge, skills, and abilities that are applicable to a specific sector, position, or scheme within an MDO.

The behavioural and functional competencies stayed the same for all the pilot MDOs, and the domain competency was altered based on the selected scheme. Competencies were identified

¹⁵The *Karmayogi Competency Model* is India's first public sector Human Resource management framework, developed by the CBC under *Mission Karmayogi* to build a citizen-centric and future-ready civil service. It is a framework of behavioural and functional competencies that identifies the knowledge, skills, and attitudes needed for public officials to succeed in their roles, with the goal of shifting from rule-based to competency-driven capacity building.

distinctly for each role type, with assessments tailored to the specific requirements of each seniority level.

This pilot aimed to:

1. Assess correlations between implemented capacity building interventions and three crucial aspects for civil servants' performance: cognitive gain, behavioural changes, and workplace application.
2. Help the CBC identify areas for improvement in implemented capacity building interventions and make necessary improvements accordingly.
3. Equip MDOs with the systems and tools needed to assess the competencies of their officials and measure how these competencies translate to improved performance at the workplace.

The pilot aimed to cover 84 officials across all four MDOs. Of these, 71 officials attempted and successfully submitted the competency assessment without severe proctoring violations, constituting the final sample for analysis. The remaining officials either did not participate—for reasons such as vacation or training commitments—or had their assessments invalidated due to extended periods outside the assessment window, which constituted a severe proctoring violation.

For the 360-degree feedback component, 89 assessors were assigned to provide feedback on the officials included in the pilot, including four assessors who were not themselves part of our measurement scope as assessees. Of these, 80 assessors completed their feedback assessments. Due to missing responses from some assessors and, in some instances, an insufficient number of assessors assigned to particular officials, 10 officials ultimately did not receive any feedback.

Based on the insights from the pilot, the CBC has put together an approach for MDOs to measure performance. This approach incorporates learnings from this pilot, along with specific recommendations around implementation of the exercise in an MDO. Moving forward, this document should serve as guidance to conduct comprehensive performance measurement in any government institution.

Annexure 4: Standard Operating Procedure (SOP) Template for Performance Measurement Exercise

This template should be adapted to suit the specific context, tools, and requirements of your MDO. Please replace all bracketed text [] with relevant details. CBU members or heads are encouraged to add any additional information that may be helpful for officials in their MDO. This template is intended solely to aid the procedural aspects of the exercise and should be customised as needed for clarity and usefulness.

<p>Purpose:</p>	<p>This SOP outlines the standard steps for administering competency assessments and 360-degree feedback assessments as part of the organisation's performance measurement exercise. The aim is to objectively assess officials' knowledge, behaviours, and workplace performance, and to generate actionable insights for ongoing capacity building and professional development.</p>
<p>Scope:</p>	<p>This SOP applies to all officials participating in the performance measurement exercise within <i>[insert Ministry/Department/Organisation]</i>. All feedback and data collected will be used to inform learning and capacity building efforts.</p>
<p>Resource Materials:</p>	<ul style="list-style-type: none"> • <i>Participants will be provided with this SOP document summarising the process and key instructions.</i> • <i>Technical support contact details to be shared in advance.</i>
<p>Steps for Participation:</p>	<p>1. Competency Assessment</p> <ul style="list-style-type: none"> • Access the online assessment using the link and instructions provided. • Complete the assessment in one uninterrupted sitting, using the official iGOT credentials. • Do not switch browser tabs or windows during the assessment. • All questions will be in multiple-choice format, available in <i>[insert relevant languages]</i>. • Submit your responses before the specified deadline. <p>2. 360-Degree Feedback Assessment</p> <ul style="list-style-type: none"> • Access the survey via the link shared in your briefing materials or email. • Provide candid, constructive feedback on colleagues' demonstration of relevant competencies. • All responses are confidential and will be anonymised in reporting. • The survey can be completed in one or multiple sittings within the allowed time window; progress will be saved for <i>[insert duration, e.g., 48 hours]</i>.

Important Instructions:

- The survey is available in [insert relevant languages], with the option to switch languages at any point.
- Submit the completed survey before the deadline.
- **Time Commitment:** Both activities together should take no more than [insert estimated duration] in total.
- **Deadline:** Please complete both the assessment and the survey within [insert number] days of commencement.
- **Feedback:** After each activity, a short feedback form will be provided. Your input will help improve future exercises.
- **Confidentiality:** All individual responses will be kept confidential and used for developmental purposes.
- **Technical Support:** For any issues, contact CBU Member [insert support contact/email/phone].

Annexure 5: Policy Recommendations and Roadmap for Performance Measurement

The experience of piloting a competency-based performance measurement methodology under *Mission Karmayogi* highlights both the importance and the complexity of embedding such systems within the government. For successful institutionalisation, it would require more than technical frameworks. There needs to be an enabling policy ecosystem that nurtures ownership, innovation, and continuous improvement across all levels of civil service. A conducive policy environment is characterised by:

- **Clear Vision and Unified Direction:** *Mission Karmayogi* already embodies a shared vision for capacity building and performance measurement, grounded in transparency, accountability, and citizen-centricity. It's crucial to consistently communicate this vision to ensure MDOs fully understand and align with the motivations and goals of performance measurement.
- **Empowered Institutions and Decentralised Ownership:** Policies should empower MDOs to own their performance journeys, providing them with autonomy to adapt central frameworks to local realities. Central agencies, including CBC, should act primarily as knowledge partners – sharing standards, best practices, and technical guidance, while stepping back from direct implementation.
- **Robust Digital and Data Foundations:** The exercise should be conducted on iGOT, which is a secure, interoperable digital platform that facilitates easy analysis of performance data. Policies should ensure data privacy, promote interoperability, and encourage the use of digital tools for real-time feedback and learning.
- **Culture of Learning and Trust:** The policy environment must foster a culture where feedback is valued, mistakes are seen as opportunities for growth, and performance measurement is viewed as a means for individual and organisational development.
- **Iterative Learning and Adaptation:** The policy ecosystem should encourage experimentation, regular review, and adaptation. Mechanisms for sharing lessons, peer learning, and updating frameworks ensure that the system evolves with changing needs and realities.

Annexure 6: Pilot Results Disaggregated by MDO

Competency Assessments

Figure A1: Average Competency-wise Scores for MoA

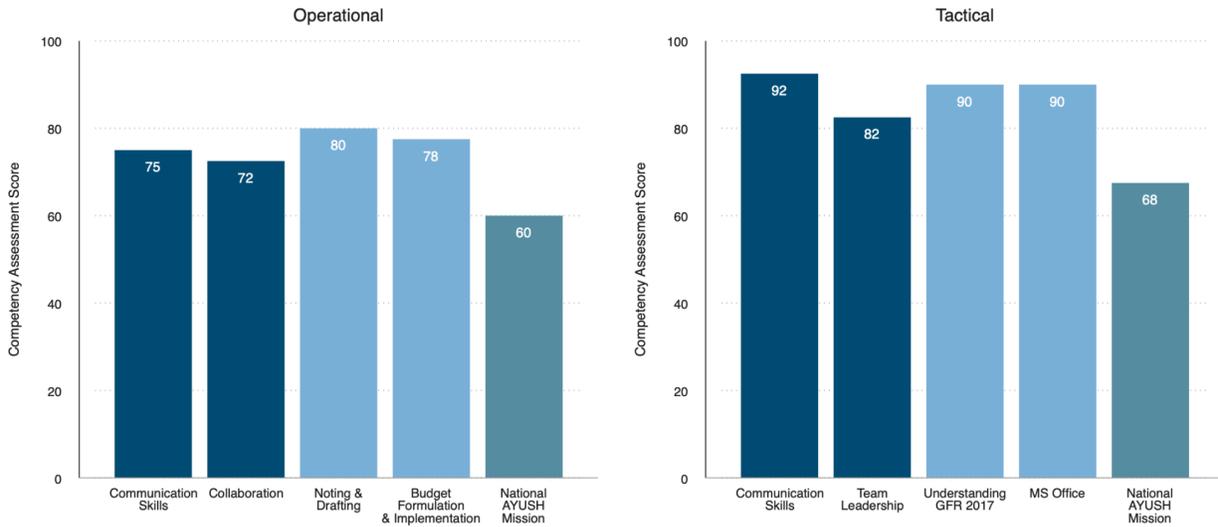
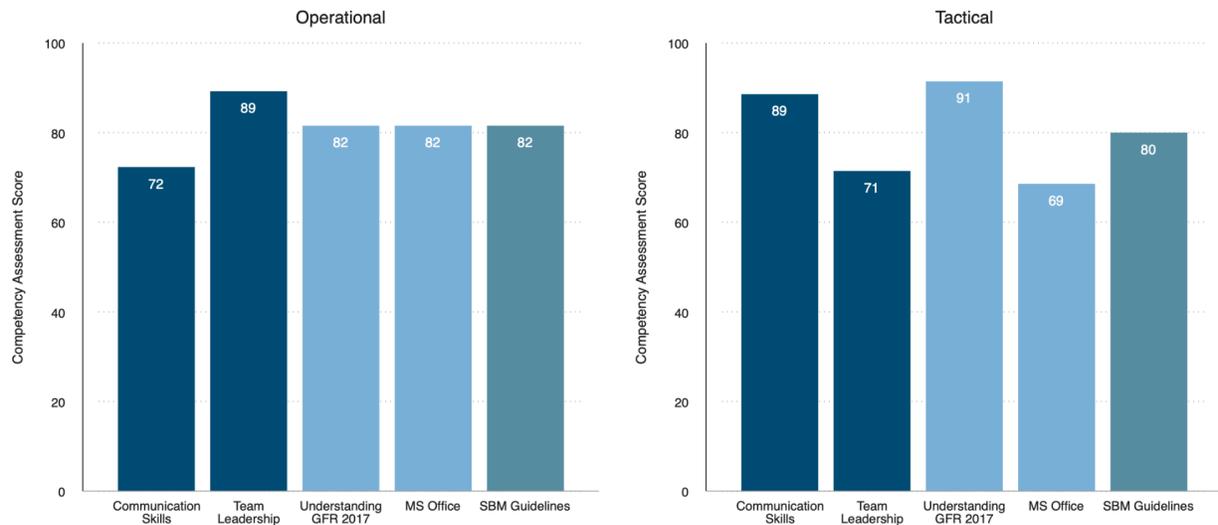


Figure A2: Average Competency-wise Scores for MoJS



Behavioural competencies
 Functional competencies
 Domain competencies

Figure A3: Average Competency-wise Scores for MoCAF

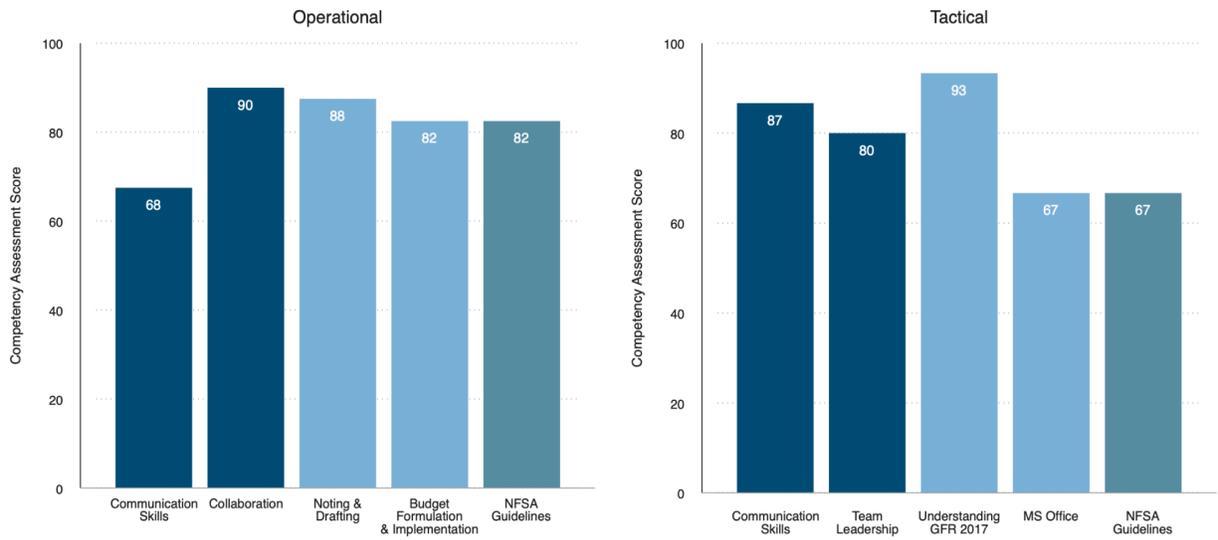
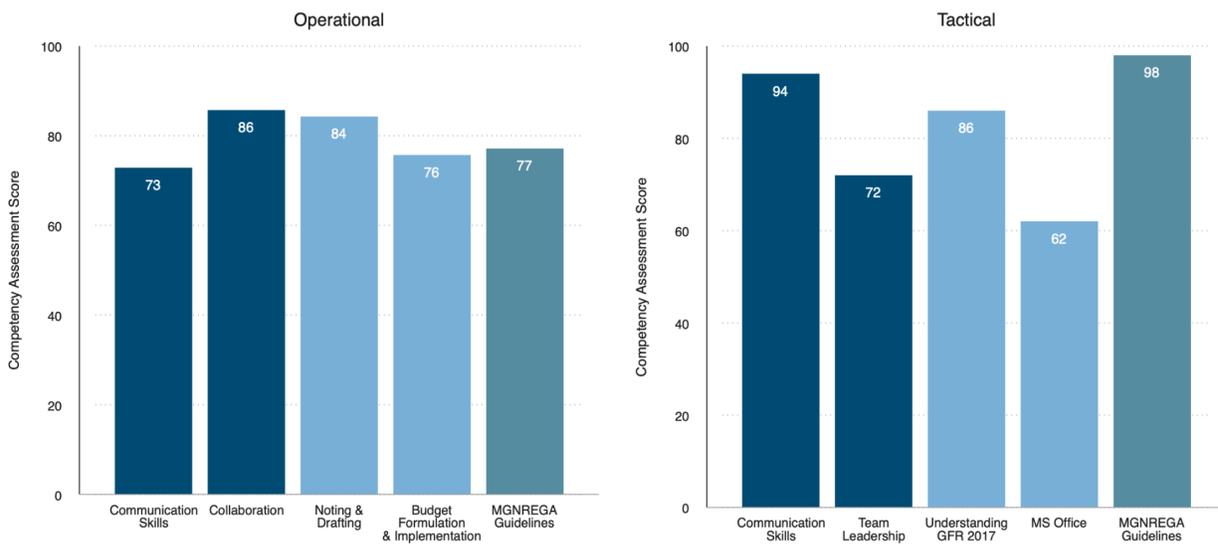


Figure A4: Average Competency-wise Scores for MoRD



360-degree Feedback Assessments

Figure A5: Average 360-degree Feedback Scores across Competencies for MoA

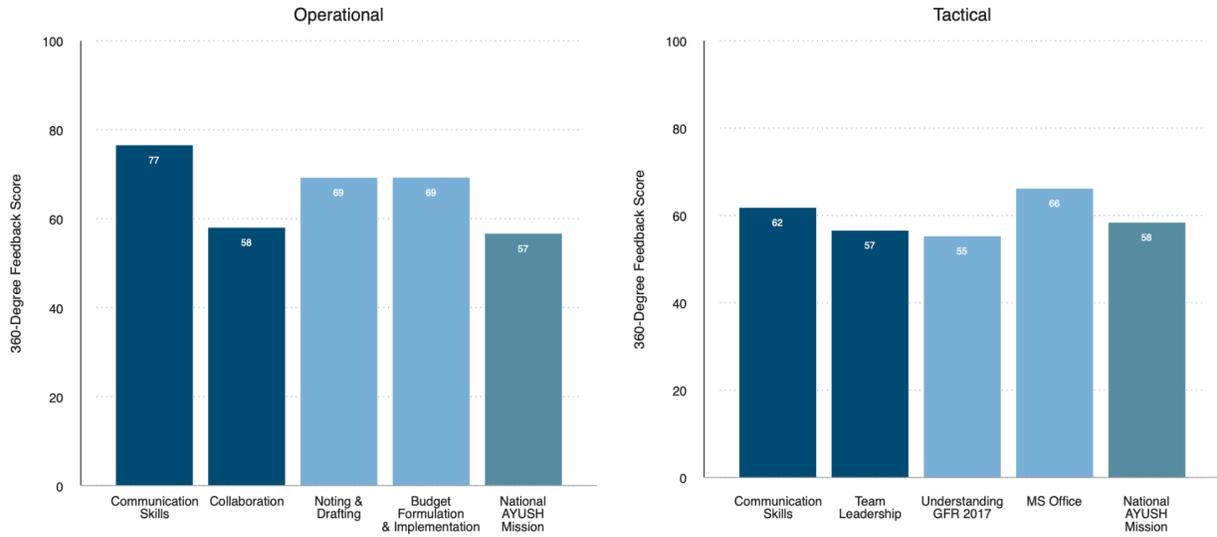


Figure A6: Average 360-degree Feedback Scores across Competencies for MoJS

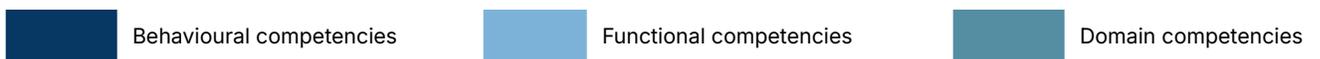
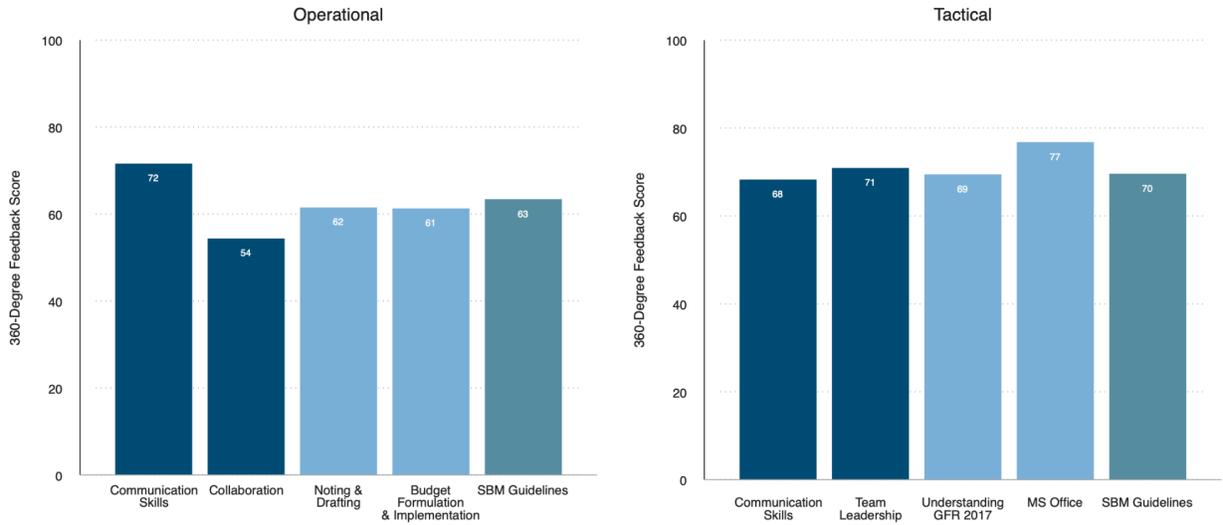


Figure A7: Average 360-degree Feedback Scores across Competencies for MoCAFP

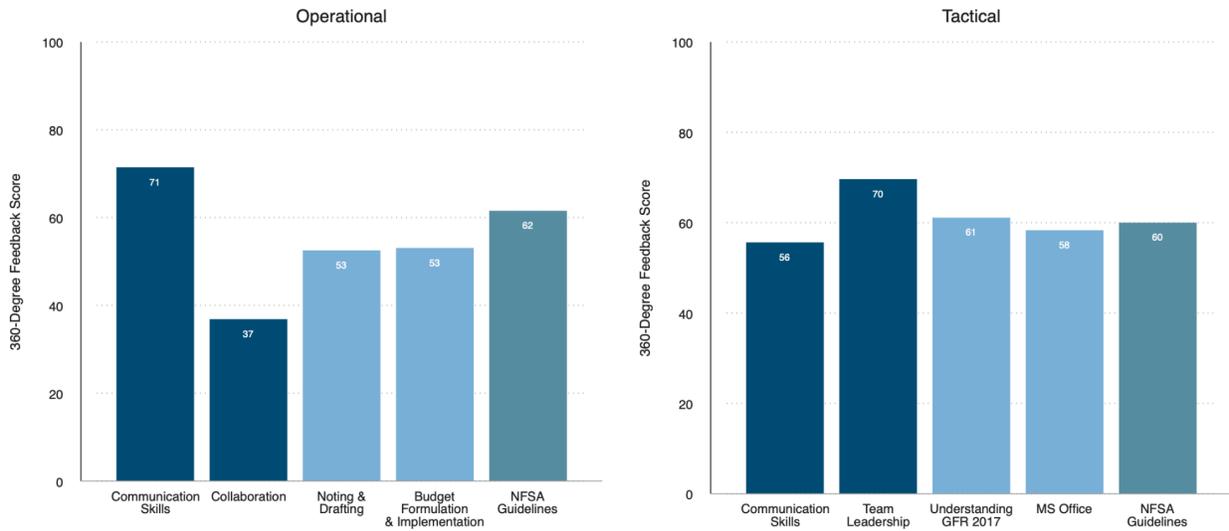
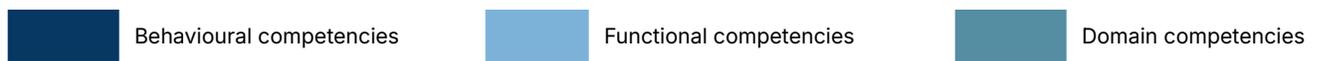
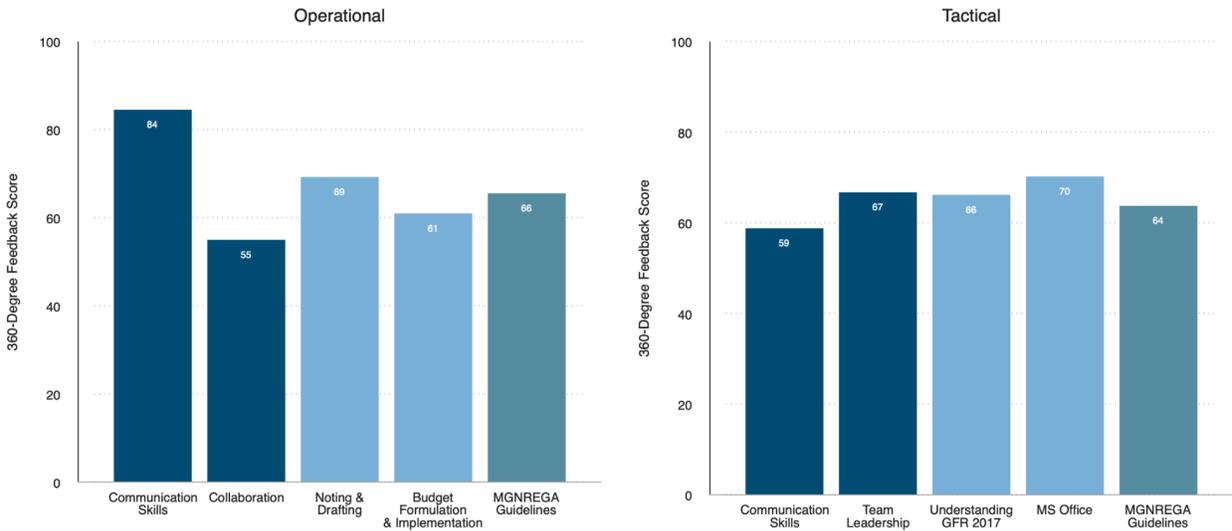


Figure A8: Average 360-degree Feedback Scores across Competencies for MoRD



Annexure 7: Post-Assessment Feedback Questionnaire (Quantitative)

Q1. How was your overall experience for the [Competency / 360-degree feedback] assessment?

- Excellent
- Good

- Average
- Needs improvement
- Poor

Q2. Was the time provided sufficient to complete the assessment?

- Yes, more than sufficient
- Just right
- Slightly less than required
- Much less than required

Q3. Were the instructions for giving the assessment clear?

- Yes, very clear
- Mostly clear
- Slightly confusing
- Difficult to understand

Q4. Were the questions in the assessment easy for you to understand?

- Yes, very straightforward
- Mostly easy to understand
- Slightly confusing
- Difficult to understand

Q5. Were the questions relevant to your colleagues' roles?

- Yes, highly relevant
- Mostly relevant
- Slightly relevant
- Not relevant at all

Q6. Did you face any technical difficulties while taking the assessment?

- No issues faced
- Minor issues, but manageable
- Significant issues that affected my performance
- Major issues, unable to complete smoothly

Q7. What were the aspects that worked well in the 360-degree feedback assessment?

Q8. Do you have any suggestions for us to improve the 360-degree feedback assessment?



Annexure 8: Post-Assessment Feedback Guide (Qualitative)

Welcome everyone, and thank you for taking the time to provide feedback on the Performance Measurement Exercise. Our goal today is to gather your insights and experiences to understand **what worked well and what can be improved for future iterations**. This feedback session will take approximately 30 minutes, and I want to assure you that all responses, including all your personal information, will remain anonymous. Please feel free to speak openly.

Expectations

Before we discuss the specifics, let's consider any thoughts or expectations you had about the exercise before it began.

- Did you have any particular expectations about the assessment and 360-degree feedback process?
- Did you have any concerns about the assessment or 360-degree feedback process?

Platform Usability:

Let's start with the platform.

- What was your experience with the assessment platform?
- *Prompts:*
 - Was the platform easy to navigate and user-friendly?
 - Did you encounter any technical difficulties while giving the assessment?
 - What platform features did you find most helpful or intuitive? For instance, did toggling between translations for the 360-degree feedback enhance your navigation?
- What was your experience using the form for the 360-degree feedback survey?
- *Prompts:*
 - Is the form easy to use?
 - Did you encounter any technical difficulties?
 - Was the translation easy to access?
 - Was the form too long?

Question-Competency Alignment and Response Format:

We would like to understand your opinion on the questions, their alignment with the competencies tested and response formats in the competency assessment.

- What did you think about the competency assessment questions for the domain competency, which were related to: **[Insert Scheme Name]**
- *Prompts:*
 - Were the questions appropriate given the linked competency?
 - Did you feel they were relevant to your role?
 - How did you find their difficulty levels?
- What did you think about the MCQ response formats?

- **Prompts:**
 - Would you have preferred to have an open-text response field?
 - Is there scope to make the response format slightly more difficult, such as using multi-select response formats?
- What did you think about the competency assessment questions for the behavioural and functional competencies, which were related to: [***Insert some of the competencies - communication skills, noting and drafting, collaboration, team leadership***]
- **Prompts:**
 - Were the scenarios presented in the questions plausible?
 - Is there something more we could ask about that is integral to your role?

We would like your opinion on the questions and response formats in the 360-degree feedback exercise:

- Were the questions and scenarios linked to the competencies appropriate?
- Were some of these scenarios not relevant to the government?
- What are some scenarios we can include in the future?

Difficulty Levels:

- What was the difficulty level of the competency assessments?
- Did the assessment accurately reflect the behavioural, functional, and domain competencies required for your role?
- Did you think the assessment tasks were easy or difficult? Or at the right level?
- **Prompts:**
 - Were the questions appropriately challenging for your level of expertise?
 - Was the language easy to follow throughout the platform and assessment process?
 - Did you have sufficient time for both the assessments?

Support and Resources:

- Did you have adequate support and resources available during the assessment and 360-degree feedback process?
- **Prompts:**
 - Was the guidance provided before and during the assessment sufficient?
 - Did you feel comfortable reaching out for help if needed?
 - What additional resources would have been helpful?
- Did you feel the deployment was done appropriately?
- **Prompts:**
 - How much in advance would you have liked to know about the exercise?

Overall Experience:

- Reflecting on the entire process, how was your overall experience of the competency assessment?
- **Prompts:**
 - How did the experience compare to your expectations?

- Similarly, overall, how was the entire process for the 360 degree feedback?
- How easy or difficult was it to understand the 360-degree feedback in the government context? Did you find it useful, and if so, what do you think would be an appropriate frequency for conducting such assessments?
- What improvements would you suggest to enhance the overall experience of future assessments?
- *Prompts:*
 - Are there any changes you would make to the platform or process?
 - How can the assessment and feedback process be made more engaging or effective?