

India's Vision for A Well-Performing Civil Service

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I. Introduction

Viksit Bharat@2047 is an ambitious vision to deliver governance of empowerment, dignity and dedication to each one of India's 145 crore citizens. It is guided by the aim of empowering our people, economy, and nation; ensuring the dignity of every individual and collective; and delivered with the utmost dedication of all public servants. Realising this vision needs a systematic strengthening of the backbone of India's governance and public service delivery — our civil service.

Launched in 2020, the National Programme for Civil Services Capacity Building (NPCSCB), or *Mission Karmayogi*, is a government effort to respond to this need and usher in the transformation of civil servants from being *karmacharis* to *karmayogis*, as defined in the box below. It aims to enhance the civil service's performance, future-readiness, accountability, and citizen-centricity. Mission Karmayogi seeks to enable civil servants to internalise and actively demonstrate four *Sankalps*, identified based on the vision of *Viksit Bharat@2047*: *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.

What Does It Mean to be a Karmayogi?

Karmayogis perform their duties and responsibilities recognising that they have a role to play in the larger scheme of things. They maintain inner calm and balance, regardless of success or failure, as they realise that external circumstances are impermanent and subject to change. Being fully present in the moment, they give complete attention to the task at hand, ensuring that the action is performed with the utmost care and attention to detail. Integrity and ethics guide their actions, adhering to high moral standards of honesty and fairness. They are perpetual learners, always seeking to improve and grow, remaining open to new experiences, knowledge, and insights that can enhance the quality and effectiveness of their actions. Approaching their work with a compassionate heart, they consider the well-being and feelings of others, often acting in ways that benefit not only themselves but also the larger community. Adaptability is a hallmark of *karmayogis*, recognising that circumstances are dynamic, and they are willing to adjust their approach as needed. Their actions are rooted in a deeper spiritual understanding of the interconnectedness of all beings, viewing their work as a means of serving a higher purpose and contributing to the greater good. In essence, a *karmayogi* operates with a profound sense of purpose, guided by principles of selflessness, integrity, and compassion, embodying a philosophy that transcends personal gain.

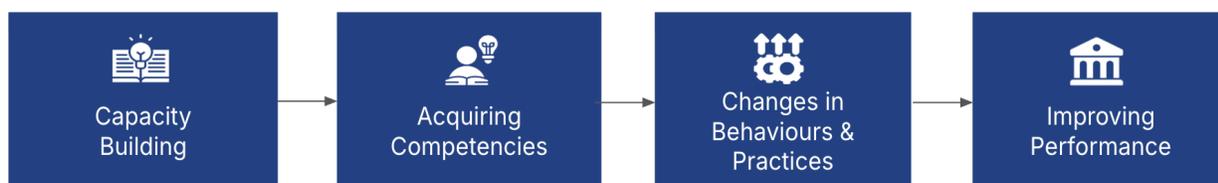
The Capacity Building Commission of India (CBC) recognises the need to advance the capabilities and performance of the civil service to fundamentally transform governance at scale. Through this monograph, we outline an actionable set of recommendations to implement the changes required to strengthen civil service performance and actualise the vision of Mission Karmayogi.

A. Mission Karmayogi's Vision of Civil Service Performance

Building a *Viksit Bharat* requires each Ministry, Department, and Organisation (MDO) of the government to deliver effective governance and inclusive growth. Mission Karmayogi is a whole-of-government endeavour to establish a well-performing civil service to realise this vision — one where each individual understands their goals and roles, and effectively develops and demonstrates their capabilities to discharge these roles. Citizen-centricity is at the core of high performance as the actions of each civil servant should be geared towards improving the lives of citizens. Civil servants should be equipped with an enabling environment that allows them to respond to the present needs of the citizens as well as leverage emerging global opportunities.

To build a capable and future-ready civil service, Mission Karmayogi has instituted an ecosystem of continuous and demand-driven capacity building that prepares civil servants with the knowledge, mindsets, and skills tailored to their allocated roles. Acquiring role-relevant competencies will bring about a shift in civil servants' behaviours and practices, and ultimately result in improved performance of their public duties.

Figure 1: Transforming Civil Service Performance through Capacity Building



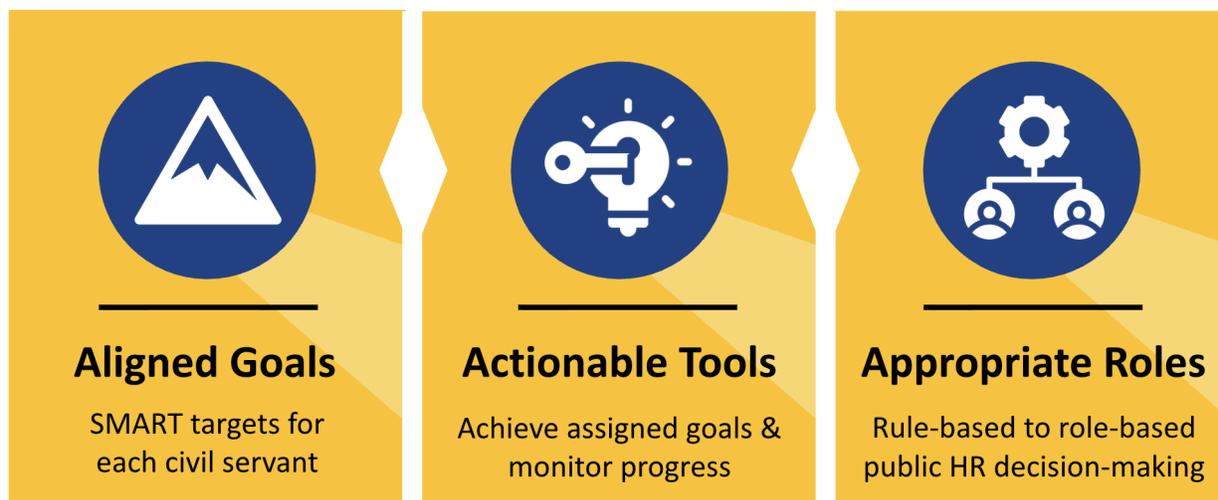
B. Fostering a Well-Performing Civil Service: Aligned Goals, Actionable Tools, and Appropriate Roles

The transformation of civil servants from *karmacharis* to *karmayogis*, as envisioned by Mission Karmayogi, rests on the capability of the Indian bureaucracy to empower individual officials to excel at the fulfilment of their duties in service of the national vision. This necessitates knowing the ends towards which their action is being exercised, and seeing how one's own work helps achieve these ends. Therefore, the first step towards enhancing civil servants' performance is equipping them with the **Aligned Goals**, i.e., goals that are connected to India's national goals and provide purpose and motivation to civil servants by linking each civil servant's roles to an improvement in the lives of the citizens they serve. Anchored in the national vision, Aligned Goals will help foster *rājyakarma*, a deep dedication to public duty, among civil servants.

Once the Aligned Goals have been defined, it is imperative that officials take ownership of these goals and have the capability to achieve them. To build this ownership and ability to perform their roles well and effectively achieve the goals assigned to them, the next step is to provide civil servants with the **Actionable Tools** to build their competence for their roles and monitor their progress.

Lastly, it is important to note that individual officials may possess competencies and experiences that make them better-suited to particular positions within the government. Determining the **Appropriate Role** for each civil servant will enable the government to advance and utilise the capability of each civil servant as well as the collective potential of the civil service, and move towards achieving the vision of *Viksit Bharat*.

Figure 2: Framework for Strengthening Civil Service Performance



Systematically equipping civil servants with Aligned Goals, Actionable Tools, and Appropriate Roles is at the heart of the structural transformation proposed to improve India's bureaucratic performance and effectiveness. This approach will ensure that the civil service works as an agent in service of our citizens to deliver the vision of development.

The following sections detail the importance of Aligned Goals, Actionable Tools, and Appropriate Roles; summarise the progress made towards systematically equipping civil servants with each of them so far; and outline the key steps that lie ahead to strengthen India's bureaucratic performance.

II. Aligned Goals

The Hon'ble Prime Minister gave the clarion call for *Viksit Bharat@2047*, a developed India, where each citizen experiences the benefits of good governance and leads an improved quality of life. To realise this vision of enhancing people's lives through improved governance, each part of the bureaucratic machinery must work in a coordinated and effective manner, and goals must be defined at the national, organisational, and individual levels.

A. National Vision

The national vision for *Viksit Bharat* rests on six pillars — economic transformation, social commitment, structural and institutional reforms, digital transformation, pioneering innovation, and establishing India as a *Vishwa Bandhu* for the world. NITI Aayog, in consultation with the Prime Minister's Office, has outlined a detailed roadmap to achieve this vision in the *Viksit Bharat@2047 Vision Document*. This exercise has established a pathway to guide the actions of the government machinery towards the shared national goal.

B. Organisational Goals

The national vision will be realised through the efforts of the union- and state-level MDOs. Therefore, each MDO should define its priorities, specific goals, and envisioned contribution to the national vision over the short-, medium- and long-term. This will ensure that MDOs are working towards the national vision in a comprehensive and coordinated manner. This definition of goals should be led by senior civil servants, such as Secretaries, and conducted in a collaborative manner within each MDO. This process will ensure these goals are practical and nuanced and will increase shared ownership of the goals within the MDO.

Union MDOs have prepared *Capacity Building Plans*¹ detailing their envisioned direct contribution to national priorities over a 3-5 year time horizon, their plans to capitalise on emerging technologies, and their role in furthering citizen-centricity in governance. MDOs are expected to revise their Capacity Building Plans every 1-3 years. During this revision, they should take stock of the progress they have made in delivering on their goals and be agile in calibrating their medium-term goals according to citizen inputs and new national and global trends. Further, MDOs should use forums such as the *Sectoral Group of Secretaries (SGOS)*² to achieve synergy in the efforts of related MDOs and work towards de-siloisation in the government. These forums can be used by Secretaries to align the goals of their MDOs, share action plans, and collaborate to ensure harmony among their efforts to improve the effectiveness and efficiency of government efforts and yield maximum benefits for citizens.

¹ Capacity Building Plans are documents containing the medium-to-long term vision of an MDO, the capacity gaps at individual and organisational level that need to be bridged to help them achieve the vision more effectively, and interventions to bridge identified gaps.

² In 2016, Government of India classified union MDOs in ten sectoral groups, based on their mandate and functions.

With organisation-level goals for union MDOs now defined, the next step should be for union and state MDOs to specify annual goals and targets for each of their departments and divisions as well, and ensure sufficient financial and human resources are allocated to achieve the listed goals. These department and division-level goals should be clearly defined and documented in a document such as the revised Capacity Building Plans, annual budgets, annual plans and the citizen charter.

C. Individual Targets

The high-level goals of the MDOs are achieved through the actions of individual civil servants, necessitating each civil servant to have clarity on the performance targets they need to accomplish in their role to enable the MDO to achieve its goals. To foster such role clarity among civil servants, MDOs should ensure that organisational goals are cascaded to divisional goals, and further to individual-level targets, tasks and timelines. This will illuminate the link between civil servants' efforts, the national vision for the country, and improving citizen-level outcomes, and reignite their motivation towards performing their day-to-day tasks. Such a goal-oriented outlook towards their activities will foster purpose, motivation, agility, and citizen-centricity in their actions.

MDO-level goals are overarching outcomes that the organisation aims to achieve, and their role is to provide the organisation and its members direction and purpose. For each organisation, these goals should then be further broken down into: *objectives* — realistic targets for each organisation to achieve their goals; *key results* — specific, measurable, achievable, relevant and time-bound (SMART) outcomes that must be achieved to meet the objectives; and *key performance indicators* — metrics to break down the key results further and measure progress towards achieving them. Centred upon the roles – strategic, tactical, and operational – officials occupy within their MDO, tasks and associated Key Performance Indicators (KPIs) should be devised and assigned to each individual. Officials' Work Allocation Orders should, subsequently, be updated to reflect the KPIs, tasks and activities. This will help MDOs delineate responsibilities for their officials and better communicate their expectations for the roles each official is expected to perform.

Undertaking such a goal-setting exercise at the national, organisational, and individual level will be instrumental in bringing direction, measurability, and observability to performance and progress, and ensuring convergence across the efforts of different individuals, teams, and departments.

The Vision of Jan-Bhagidari

The Hon'ble Prime Minister's call for imbibing *Jan-Bhagidari* within governance and administration emphasises the importance of citizen participation as a cornerstone of India's democratic strength. The delivery of governance of empowerment, dignity, and dedication necessitates *Jan-Bhagidari* — proactively including citizens as partners in this collective journey towards development. MDOs' goal-setting exercises will be best placed to serve citizens when undertaken in a collaborative manner. The needs and aspirations of citizens will, therefore, serve as the guiding light for the roles that government officials should play and the benchmarks of performance they should deliver on. Citizens should be proactively included as substantive participants in the design, implementation, monitoring, and evaluation of government schemes and programmes intended to serve them. Understanding and leveraging tools such as the MyGov platform, which creates spaces for citizen-government interactions, will enable the civil service to receive and incorporate citizen input seamlessly into their work. MDOs can further use CBC's Citizen Centricity Toolkit to evaluate and improve the citizen-centricity of their schemes and programmes along the dimensions of transparency, participation, accountability, responsiveness, and continuous improvement. Together, these steps will enable the civil service to forge citizen-partnerships and ensure citizen-centricity in public service delivery.

III. Actionable Tools

Once the national vision is cascaded to organisational, team, and individual-level goals, it is imperative to ensure that civil servants are equipped with the actionable tools to perform their current roles well and achieve the assigned goals. Two kinds of tools that individual civil servants and MDOs require to enable high performance are: competencies to perform their tasks efficiently, and processes to monitor their progress towards building role-relevant competencies and workplace performance.

A. Competency-Based Learning and Capacity Building

Mission Karmayogi envisions competencies as the building blocks of civil servants' performance and defines these as the attitudes, skills, and knowledge that enable individuals to perform their current roles well. For civil servants, competencies have been categorised into three types: (a) *behavioural competencies* — the values, conduct and personal attributes that make an individual's performance more effective and efficient; (b) *functional competencies* — cross-cutting skills required to perform effectively and solve problems in various roles across the government; and (c) *domain competencies* — specialised knowledge, skills, and abilities applicable to a specific sector or position within an MDO.

Mission Karmayogi endeavours to build these competencies in a manner that is responsive to the distinct competency needs at the strategic, tactical, and operational levels of governance.³ *Strategic* roles demand continuous learning in global governance trends, leadership methodologies, and emerging technologies. For *tactical* roles, capacity building should emphasise on data analysis and decision-making, team management, conflict resolution, mentorship, and stakeholder engagement. In case of *operational* roles, civil servants require training that enhances technical expertise and digital proficiency, focusing on foundational domain knowledge and functional skills necessary for effective service delivery.

A competency-based approach to capacity building entails undertaking three processes: understanding the competency requirements for different roles within the government; determining and documenting the competencies possessed and demonstrated by civil servants; and a tailored effort to bridge the gap between these two.

1. Mapping Role-Relevant Competency Requirements

The identification of competencies required by each civil servant should be based on the goals and tasks assigned to them. Once these have been defined, the next step is to determine the competencies required by each civil servant to perform well. To facilitate standardisation in the competency identification process, the CBC has developed the *Karmayogi Competency Model*

³ 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, resource mobilisation, and performance monitoring; and those in operational roles execute tasks with precision, uphold service quality, and solve problems to maintain process integrity.

(KCM), which outlines a comprehensive set of functional and behavioural competencies required to perform successfully within the government. The Capacity Building Units (CBUs) at the MDOs — in consultation with their respective Cadre Controlling Authorities (CCAs) and the CBC — should develop a similar dictionary for domain competencies. These identified competencies should be documented in the Work Allocation Orders of individual civil servants as well as in the MDOs' Capacity Building Plans.

As of March 2024, union MDOs have developed Capacity Building Plans which detail the key behavioural, functional, and domain competency requirements of their officials. This competency requirement identification should be validated and updated every 3-5 years to reflect any emerging requirements for civil servants, and ensure comprehensiveness, future-readiness, and uniformity based on the definitions provided in the KCM. State- and district-level government organisations should also create similar CBPs that document the competencies required by their civil servants.

2. Assessing Existing Competency Levels

The identification of competency requirements for each government role should be complemented with an assessment of the extent to which the civil servant assigned to a role currently possesses the required competencies. To facilitate this, the CBC and Karmayogi Bharat are developing a mechanism through which civil servants will undergo proctored, independent, authorised assessments (PIAA) to establish their existing competencies. These will be objective assessments, conducted on iGOT Karmayogi, and supervised by the CBC.. The assessments will offer MDOs greater visibility on the current competency levels of their officials, helping them identify areas for enhancing the performance of officials and undertake targeted capacity building efforts accordingly. They will also serve as avenues for growth, where officials can take specific assessments to acquire and display competencies required to perform aspirational roles in the future.

3. Augmenting Competency Needs through Demand-Driven Capacity Building

Mapping competency requirements for roles and assessing existing competency levels for civil servants⁴ should be brought together to understand which competencies need to be built through capacity building interventions to enhance civil service performance. Grounding the design of capacity building initiatives in this demand-driven approach, Mission Karmayogi operationalises their delivery primarily through two avenues — Civil Service Training Institutions providing in-person learning, and the iGOT Karmayogi platform offering online training.

Demand-Driven Approach to Capacity Building

⁴ While self- and supervisor-reported competency gaps have been documented in Capacity Building Plans for Union MDOs, these must be revised to reflect gaps determined through more objective and systematic competency assessments.

Marking a significant shift from the status quo in civil service capacity building, Mission Karmayogi is re-orienting the civil service capacity building landscape from a *supply-driven model* — where training is based on a subjective judgement of civil servants' needs by MDOs and training institutes — to one that is *responsive to demand*, based on role-relevant competencies and associated gaps for each individual civil servant. This shift is essential in ensuring that capacity building effectively strengthens performance as it ensures that learning is characterised by relevance, relatedness, and applicability. *Relevance* means that capacity building is situated within the government's operational ecosystem. *Relatedness* refers to harmonising learning with civil servants' roles and responsibilities. *Applicability* emphasises that learning must translate into actionable insights, enabling civil servants to apply what they learn directly to their tasks and challenges.

To achieve this, capacity building should be centred on actual competency gaps identified through structured needs assessments. Additionally, utilising data on the uptake of capacity building interventions and performance of civil servants will enhance the effectiveness of capacity building by providing a framework for continuous improvement. CBUs and MDO leadership should track metrics such as course completion, engagement, and assessment results, and implement measures to improve targeting, adoption, and effectiveness of capacity building. This will ensure that capacity building efforts meaningfully speak to the needs and performance of civil servants.

Operationalising Capacity Building to Enable Lifelong Learning

Civil Service Training Institutions

Once recruited to the civil service, Civil Service Training Institutions (CSTIs) are the custodians of building the capacities of civil servants. Comprising 25 Central Training Institutions (CTIs), 33 Administrative Training Institutions (ATIs), and several other types of institutions and research centres, they bear the responsibility of developing the underlying acumen and potential of recruits into concrete competencies of serving civil servants.

To ensure that they are effectively preparing civil servants for their current and future roles, CSTIs should systematically map the competency requirements of civil servants at different stages of their careers, and design and deliver capacity building programmes targeted towards building these particular competencies. The CBUs at MDOs, along with the CCAs, are best placed to identify the competencies needed for civil servants to perform their roles, and should do so while developing and revising their CBPs. CSTIs should conduct a Training Needs Analysis (TNA) to measure the extent to which the required competencies are already present within individual civil servants and identify competency gaps⁵. Capacity building at CSTIs — including induction and mid-career training programmes, workshops, immersion programmes, and self-paced courses — should be designed and delivered in a manner targeted towards building competencies identified by MDOs, while focusing on identified competency gaps, and building competencies that enable

⁵ Several CSTIs have conducted their first TNA to revamp their induction and mid-career training programmes according to the competency requirements, and priorities, of their cadres at different stages of their careers. As the rest of the competency and competency gap identification ecosystem matures, it will be easier for CSTIs to conduct TNAs at scale, at regular time intervals.

civil servants to remain future-ready in an ever-evolving global landscape. To ensure its effectiveness, capacity building at CSTIs should be geared towards specific learning outcomes, anchored to adult learning principles, and adopt multi-pronged approaches to encourage lifelong learning.

To better serve the knowledge and competency needs of the civil service, CSTIs themselves need to pursue innovation and lifelong learning, and should seek to systematically strengthen and continuously improve themselves. CSTIs should ensure that their faculty members regularly assess and upgrade their own competencies by investing in dedicated Faculty Development Programmes. CSTIs should leverage, and further deepen, their domain expertise to establish themselves as hubs for their areas of specialisation for other institutes and cadres. This would facilitate collaboration and knowledge-sharing among CSTIs, and enable civil servants from different cadres to access high-quality training on key competences required for their roles. Lastly, the CSTIs should undergo an evaluation under the National Standards for Civil Service Training Institutions (NSCSTI) 2.0 framework⁶, an accreditation framework for CSTIs developed by the CBC, to identify ways in which they can improve the quality of their efforts and work towards becoming world-class institutions.

Integrated Government Online Training Platform, iGOT

The Government of India launched the Integrated Government Online Training (iGOT) platform in 2018 to provide an online capacity building environment for civil servants to build their competencies from any place and at any time of their choosing. With a current roster of over 3,000 courses and avenues for peer learning geared towards knowledge building and competency enhancement of civil servants, iGOT forms the digital backbone of Mission Karmayogi.

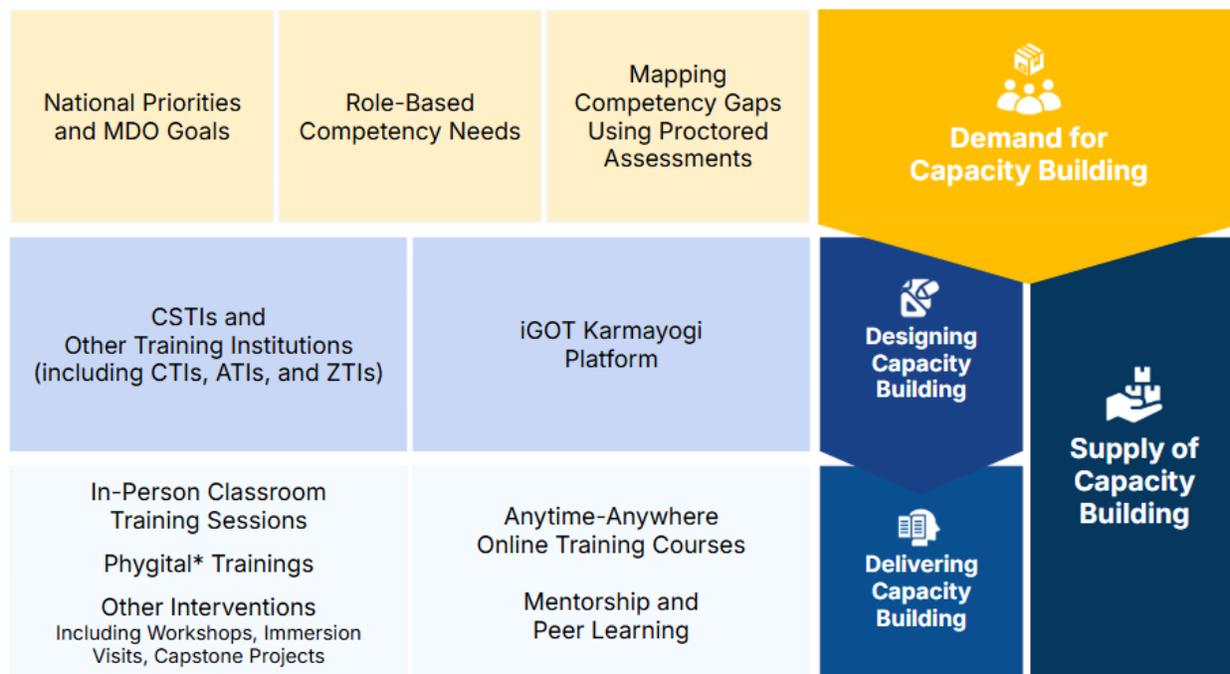
For iGOT to succeed as a learning and performance management platform, courses and competency assessments must be high-quality, and civil servants must undertake capacity building targeted to their specific competency needs. iGOT should ensure it continuously strengthens its library of courses to meet the ever-changing needs of civil servants. MDOs and CSTIs are essential contributors to iGOT, and their course contributions are particularly important for domain competencies. iGOT should also continue to have a mix of high-quality government and private providers, and use mechanisms such as creating a marketplace to foster appropriate incentives for course providers. The courses on iGOT must also be tagged to relevant competencies, guided by the KCM for behavioural and functional competencies, and competency levels for officials at different designations should be introduced. These features will enable civil servants to undertake a comprehensive learning journey that helps them develop role-relevant competencies and equip them to discharge their public duties effectively.

⁶ The NSCSTI 2.0 framework spans the following aspects: training needs and course design, faculty development, resource and training targets, trainee support, digitalisation and training delivery, collaboration, training evaluation and quality, and operations and governance.

CBUs as Enablers of Competency and Performance Enhancement

Within the Mission Karmayogi institutional ecosystem, CBUs within each union MDO serve as the key anchors for capacity building, playing a pivotal role in implementing learning interventions and enabling performance improvement. CBUs should regularly conduct Capacity Needs Analysis — which should form the basis of periodic revision of CBPs — to ensure that capacity building initiatives remain responsive to present as well as evolving needs of MDOs’ civil servants, maintaining their relevance and effectiveness. CBUs should liaise with the CBC, Karmayogi Bharat, CSTIs, and Cadre Controlling Authorities to communicate role-specific competency requirements and the need for targeted capacity building products for their MDO officials. Next, CBUs should facilitate the uptake of capacity building and create a culture of continuous learning through mechanisms such as social recognition incentives and learning hours. Online training through iGOT and in CSTIs should be supplemented with regular training workshops and immersive capacity-building experiences for civil servants organised by the CBUs. Importantly, CBUs should monitor the effectiveness of capacity building efforts on workplace performance, assessing how training translates into enhanced job performance. In collaboration with the MDO leadership and the CBC, CBUs should gather insights that can inform improvements to the design and implementation of capacity building efforts.

Figure 3: Demand-Driven Capacity Building Approach under Mission Karmayogi



* “Phygital” refers to the combination of physical and digital experiences in training interventions. This approach combines in-person training with digital tools and platforms to enhance engagement and accessibility.

B. Monitoring Competency Acquisition and its Effectiveness for Enhancing Performance

As the national vision is cascaded to team- and individual-level goals and targets, and competency needs and gaps are identified for targeted, role-relevant capacity building, MDOs and civil

servants should be equipped with means to monitor the progress in competency acquisition and its effectiveness in advancing performance. Here, two kinds of tools are required: first, tools to facilitate civil servants' tracking of their progress in building relevant competencies for their current roles; and second, mechanisms to create observability on the progress made by individuals and teams in meeting their goals, thereby signalling improved performance.

1. Capturing Competency Acquisition

Each civil servant should have a digitised *Karmayogi Competency Passbook* detailing the competencies required for their current role and those that they have been certified to possess. As discussed earlier, the behavioural, functional, and domain competencies required by an individual civil servant, along with the competency level for each of these competencies, should be identified as part of an MDO's Capacity Building Plan and reflected in the individual's Work Allocation Order. The extent to which civil servants credibly demonstrate role-relevant competencies — through standalone PIAA competency assessments as well as on-the-job performance — should be reflected in their Karmayogi Competency Passbooks. The Competency Passbook will allow CBUs, MDO leadership, Cadre Controlling Authorities, CSTIs, and other relevant organisations to track the competencies possessed by each individual civil servant, and identify and address existing competency gaps to further upgrade performance. Additionally, the Passbooks will serve as a *manchitra* for civil servants to self-reflect and take targeted steps to acquire role-relevant competencies.

2. Monitoring Performance Shifts and Informing Course-Correction

To determine the efficacy of capacity building and competency acquisition in fostering performance improvement, MDOs should establish digital systems to track target and goal completion at individual, divisional, and organisational levels. The nature of these goals and targets will differ based on the MDO's function, and it is imperative to leverage existing data systems or design ones that make civil servants' efforts measurable and observable in each case. These digital systems can help identify what tasks have not been completed, and should be supplemented with detailed conversations with the relevant civil servants to understand why they may not have been able to complete their tasks. Such granular exploration will help MDOs identify competency gaps and provide targeted capacity building support where required. It will also help identify and address systemic barriers that civil servants are facing in completing their tasks. This type of course-correction, over time, will enhance the performance of individual civil servants and the MDO as a whole in a need-based and continuous manner.

C. Creating Empowering Workspaces

Beyond implementing tools for competency-based learning, an essential aspect for enhancing performance is to improve workplace factors for civil servants, including working conditions and work-life balance. Physical infrastructure and workplace ambience within government offices should be modernised. Each department should ensure that its employees have sufficient and easy



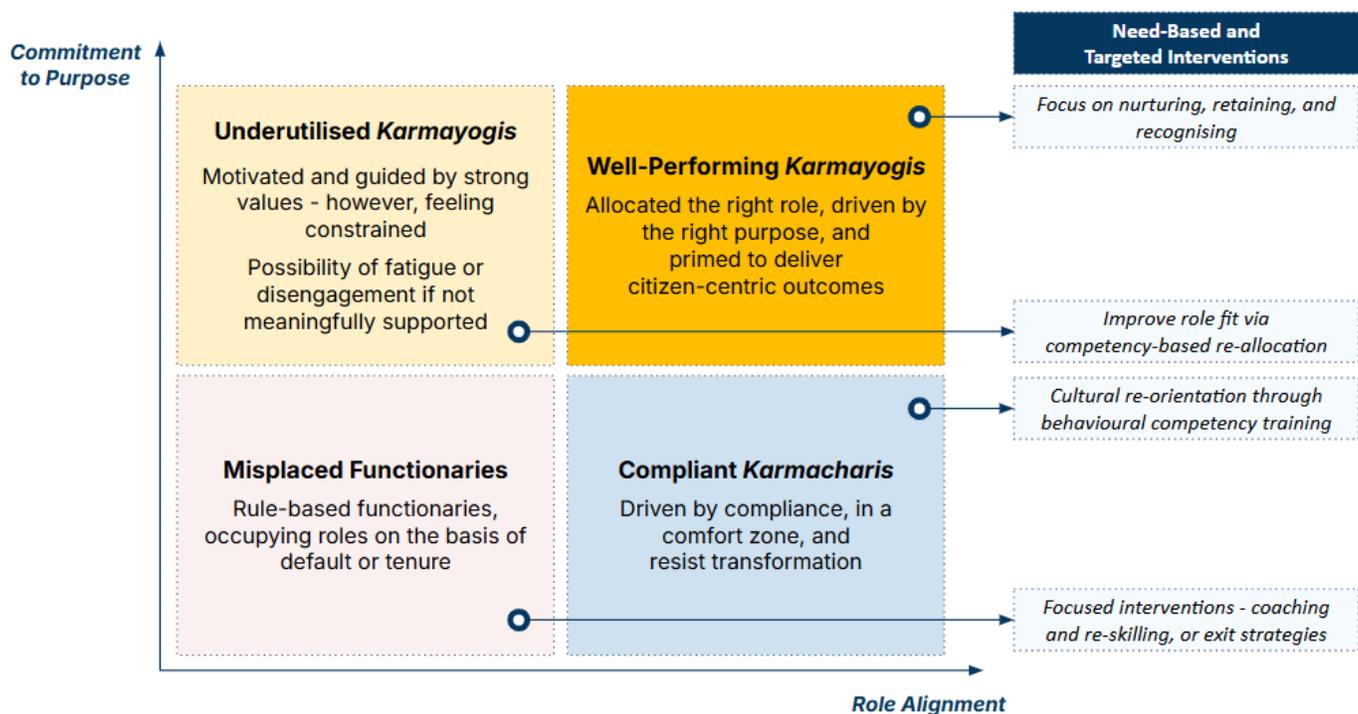
access to amenities such as water and sanitation facilities, canteens, well-lit corridors, and efficient heating, cooling, and lighting systems.

Additionally, supportive supervision and positive reinforcement should be encouraged to motivate civil servants, and good performance should be recognised through non-monetary incentives to boost morale. Office heads should strive to foster a congenial work environment, improve the work-life balance of civil servants, and implement inclusive employment policies — including flexible working hours, childcare leave, enhanced education allowance, and special accommodations for employees with disabilities and other special needs. For working parents, each office should have baby care facilities such as creches available. Finally, civil servants should be given some freedom to innovate and experiment in their roles, without having to worry about being reprimanded when any experiments that are conducted in good faith happen to fail.

IV. Appropriate Roles

To ambitiously reimagine governance is to reimagine the role of each individual, policy and system that shapes governance delivery to India's 145 crore citizens. The initiation of this reimagination, as discussed in the earlier sections, is to equip each civil servant and each organisation with the Aligned Goals that provide clarity and motivation, and the Actionable Tools to maximise their performance towards those goals. Knowing which goals to achieve and having the ability to reach them, while important, only partly informs civil service performance; two critical factors further need to be enabled to complete this journey. First, the unique strengths of individual civil servants should be harnessed to realise the collective potential of the service. Second, in addition to having the means to perform well, individuals must also be equipped with the right motivation and opportunity. These factors should be enabled through a systematic allocation of civil servants to the Appropriate Roles — those which they are best suited to perform, as determined by their acquisition and demonstration of relevant competencies.

Figure 4: Targeting Interventions to Optimise Purpose, Role Alignment, and Performance



Ascertaining the Appropriate Roles for civil servants requires the following three-step process: first, determining competency requirements for each unique position within the government; second, measuring existing competencies and achievements of serving civil servants; and third, matching role requirements with individual abilities to inform selection, transfer, and promotion decisions.

A. Determining Role Requirements

Determining the appropriate person for each role will require us to identify and document the key goals, activities, and competencies associated with each unique position within the government machinery. As discussed in earlier sections, Work Allocation Orders should be revised to include individual-level goals, activities, and competencies related to each unique position within the government. These revised orders will, therefore, capture the aspects needed in the individuals who occupy these positions.

B. Determining Individual Strengths & Performance

As the key activities and the corresponding competencies are detailed for all positions, the next step is understanding each civil servant's unique strengths and experiences. This requires documenting officials' competencies and workplace performance, which can then be used to determine their fit for different government roles.

1. Competency Assessments

To enable civil servants to demonstrate their possession of requisite competencies and, hence, their suitability for associated roles, they should undergo standalone, independent, and authorised competency assessments. Competencies demonstrated through these assessments should be documented in each civil servants' Karmayogi Competency Passbook, which will serve as an effective means for civil servants to signal their capability for their current or desired future roles.

2. Workplace Performance

The adoption of objective and expansive mechanisms to track workplace performance will allow MDOs to adjudge the extent to which civil servants effectively demonstrate competencies required for their roles, and further enable matching individuals to the roles they are most equipped to perform, thereby optimising the performance of the government as a whole.

To ensure that civil servants' performance is effectively measured, these assessments should be tailored to each role level among strategic, tactical, and operational-level roles. For strategic roles, assessments should focus on their ability 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 should be assessed on the effectiveness of their decision-making, the ability to identify and address inefficiencies, and the impact of their coordination and stakeholder engagement. For operational roles, assessments should be concentrated on task execution and compliance, with a focus on task accuracy, documentation, and technical proficiency.

Two data sources for comprehensively tracking workplace performance of civil servants are: data reported through 360-degree feedback, and EMIT (viz. Event- or Metadata-Informed Tracking) data from workflow applications.

360-Degree Assessments and Feedback

Civil servants' performance is most observable by others they work with. 360-degree feedback — collected from a civil servant's supervisors, supervisees, and peers — is a valuable tool to determine performance. It will enable the government to understand the extent to which each individual official demonstrates the required competencies at the workplace, and is able to achieve the goals set out for them. Based on this 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. The second is actionable feedback from assessors, delivered anonymously, which will play an instrumental role in the professional development and performance improvement of each civil servant.

Digital Systems and EMIT data

To complement 360-degree feedback, the government should invest in building reliable digital systems to track and measure civil servants' performance in a systematic and institutionalised manner. These digital systems will generate EMIT data, i.e., data that is automatically generated when a particular action is taken from sources such as e-Office. EMIT data is a powerful tool because it places no additional reporting burden on civil servants and is difficult to manipulate. For example, in e-filing systems, data is captured on the amount of time taken by each individual to process files, comments received by them, and time taken to process those; using such EMIT data can help understand individual and divisional performance pertaining to filing-related tasks. While several MDOs already use digital systems to support the implementation of their schemes, EMIT data should be adopted further to measure the civil servants' performance. Where digital systems are currently not being used, MDOs should make a significant push to implement such systems to smoothen government processes as well as enable performance measurement.

Together, data reported through 360-degree feedback and EMIT data will provide granular measurement on the performance and demonstrated competence of individual civil servants, and should be recorded in the civil servant's Annual Performance Assessment Report (APAR). This data will help individuals better understand their strengths and areas for improvement; empower MDOs to determine the performance of their employees; and equip the government with a comprehensive record of the unique skill sets of each individual, which will enable a transition to competency and role-based HR decision-making.

The Role of Citizen Feedback in Informing Civil Service Performance

Efficient governance and service delivery are the ultimate objective and benchmark for civil service performance. Hence, performance data should be complemented with citizen feedback to understand the quality of service delivery. This will help capture citizen experience and triangulate data on civil servants' performance gathered through 360-degree feedback and EMIT data. Routinely collecting citizen feedback and analysing it for each civil servant and MDO should play an instrumental role in determining the performance of different parts of the system, measuring

progress, and identifying challenges and areas of course-correction. The CBC is currently developing a citizen-facing app that will provide a platform for citizens to share detailed feedback on their experiences of accessing public services and interactions with the government. This will generate feedback for government officials and actionable insights to further foster citizen-centric governance.

C. Maximising Performance by Progressing from a Rule- to Role-based Civil Service

Reimagining governance and fulfilling the vision of *Viksit Bharat@2047* requires harnessing the collective potential of the civil service. This necessitates a systemic shift that enables each individual civil servant to maximise their own performance and, in turn, contribute maximally towards enhancing citizens' welfare. Mission Karmayogi envisions doing so through a departure from the existing rule- and tenure-based system of HR decision-making; the civil service should instead transition to a role-based system — where each civil servant is allocated the appropriate role on the basis of their attainment and demonstration of the requisite competencies, and where they demonstrably have the means, motives, and opportunities⁷ to excel.

A role-based system — grounded in a comparison between required and demonstrated competencies, and performance — will be useful for three key sets of HR decisions: selection, posting, and promotion of civil servants. First, once the key competencies required for different services are identified, recruitment processes can be realigned to select the candidates based on their assessment results for those specific competencies.⁸ Second, once selected, a real-time record of existing, acquired and demonstrated competencies through the Karmayogi Competency Passbook will facilitate posting the civil servant best suited for each role by comparing their competencies with those needed for the role, rather than relying on indicators such as tenure and personal knowledge of an individual's performance. This will further incentivise officials to acquire new competencies based on their interests and desired career trajectories. Third, performance data will be essential in continuously monitoring the extent to which civil servants are meeting the goals set out for them, signalling their readiness to shoulder further responsibilities. This data will help ensure that each role is performed by an individual with the competencies needed for that role, and will enable rewarding consistently high performance through promotions.

A role-based approach that allocates the appropriate role for each civil servant will equip the government machinery with the best-suited person for each position. This will ensure that officials have opportunities to play to their strengths, and maximise individual and collective performance within the civil service.

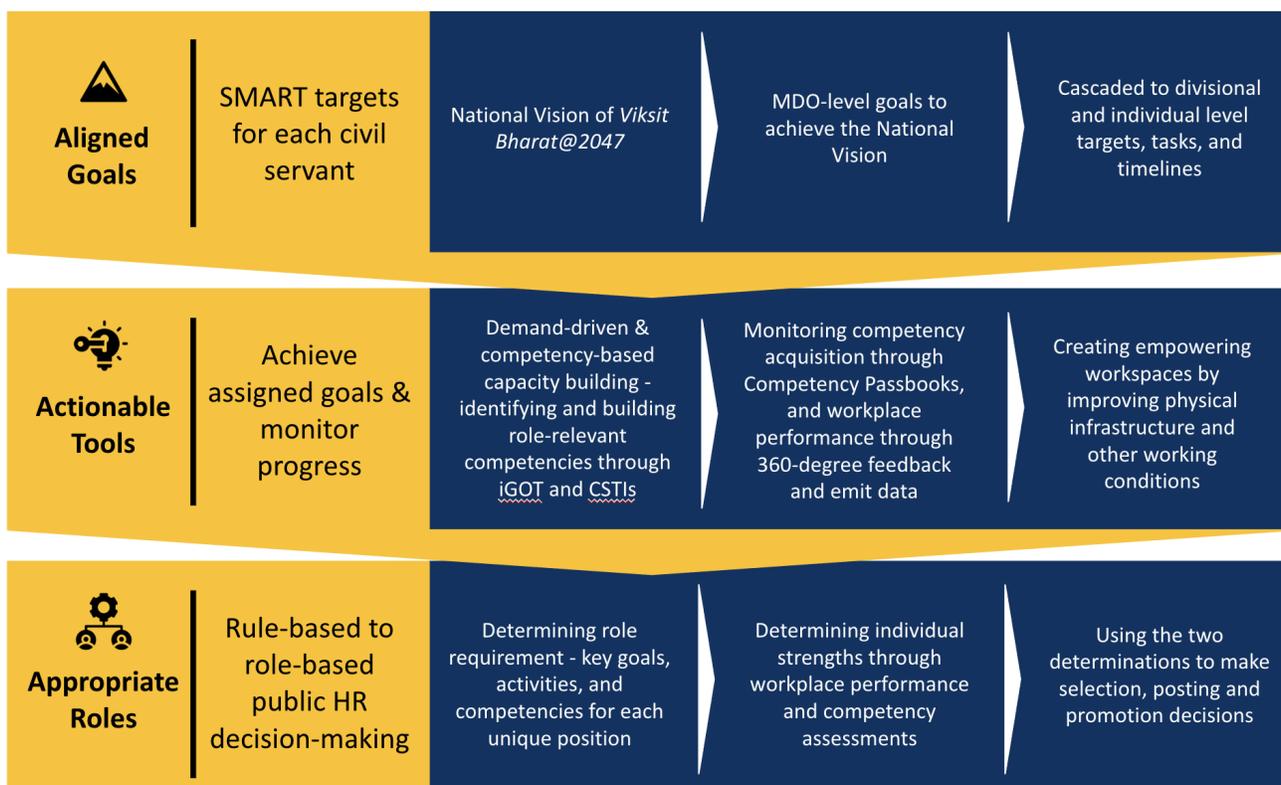
⁷ John *et al.* (2019). "Means, Motives and Opportunity: Determinants of Community Health Worker Performance". *BMJ Global Health*.

⁸ While it is important to align selection processes with role requirements, it must be done so in a manner which does not compromise the inclusivity and accessibility of the selection processes for government positions.

V. Conclusion

With the vision of reform, perform, and transform, Mission Karmayogi reimagines the manner in which civil servants' performance is strengthened, and governance is delivered in the country. The CBC proposes systematically equipping each civil servant with the Aligned Goals, Actionable Tools, and Appropriate Role to usher in a cultural revolution of empowerment within the government.

Figure 5: Energising Civil Service Performance with Aligned Goals, Actionable Tools, and Appropriate Roles



This revolution will reinvigorate the individuals who will play an instrumental role in building *Viksit Bharat* — our civil servants — and delivering a governance characterised by empowerment, dignity, and dedication to its citizens. It will fuel our civil servants with the ability and ambition to remain resolute towards enhancing their own performance, serving citizens' needs and aspirations, and delivering governance guided by *Sankalpas* of *Vikasa, Garva, Kartavya, and Ekata*. In doing so, it will facilitate their transition from being *karmacharis* to *karmayogis*.

As India stands on the cusp of change, we at the CBC call on each Ministry, Department and Organisation, each Cadre Controlling Authority, each Civil Service Training Institute, and each civil servant within the country to come together and play their role in ensuring the success of Mission



Karmayogi. Our efforts will play a foundational role in laying the ground on which the reality of *Viksit Bharat* will come to fruition, and their imprint will long outlive us.



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