

Evaluation of Civil Servants' Performance in the Context of Civil Service Improvement

Halyna Lukianova

Professor, Lviv Polytechnic National University, Lviv, Ukraine,
halyna.y.lukianova@lpnu.ua, ORCID: 0000-0003-1109-9299

<http://doi.org/>

Abstract. The article examines the issue of performance evaluation civil servants in the context of improving the civil service. It is emphasized that the evaluation of civil servants is an important element in management process which ensures transparency, accountability and compliance the official duties performance with the established standards. At the same time, an effective evaluation system should take into account current challenges and trends, including digitalization, increasing demands on the quality of services, and the need to adapt to changes in society.

It is stated that performance appraisal civil servants requires a systematic approach, given that it is an important tool for ensuring the effectiveness their activities. The use systematic approach to evaluation allows taking into account both professional competencies and personal qualities of employees, which contributes to improving the public administration quality. In addition, it is important to introduce transparent and objective evaluation mechanisms, which is a key factor in increasing trust in the civil service system and promotes a culture responsibility among employees. Equally important is the integration modern methods, including, in particular, a competency-based approach, digital tools and 360-degree feedback, which allows for a more accurate and comprehensive assessment the professional performance of employees.

It is emphasized that effective assessment helps to identify the strengths and areas for development each employee, which allows for the formation individual plans for professional development and stimulates motivation for quality performance. It is emphasized that the results of the evaluation should be used not only for individual work with employees, but also for strategic personnel policy planning in public authorities in general.

Keywords: employee, civil servant, public service, administrative services, performance evaluation, motivation, international experience, performance, management activity.

Introduction

In today's context of public administration reform, it is particular importance to increase the efficiency of civil servants. One of the key tools to help achieve this goal is the introduction a system for evaluating their professional performance.

In the context of digitalization, rising public expectations and the need to adapt to dynamic

changes, such a system is becoming an integral part of the modern management process. It helps not only to improve the employees performance, but also to build trust in public institutions by ensuring accountability and transparency their activities.

This approach allows not only to determine the professional level of competence employees, but also

Suggested Citation:

Lukianova, H. (2025). Evaluation of Civil Servants' Performance in the Context of Civil Service Improvement. *Veritas: Legal and Psychological-Pedagogical Research*, 1(1), 31–37. DOI:

Journal homepage: <https://science.lpnu.ua/veritas>

Article history: Received: 05.03.2025. Revised: 20.03.2025. Accepted: 30.05.2025.

Copyright © The Author(s). This is an open access Article distributed under the terms of the Creative Commons Attribution License 4.0 (<https://creativecommons.org/licenses/by/4.0/>)1

to encourage them to continuous self-improvement and increase their performance.

Thus, the study of effective approaches to the performance evaluation civil servants is an important step towards improving the civil service and increasing its ability to meet the society needs.

Civil servants evaluation is an important element of the management process that ensures transparency, accountability and compliance the official duties performance with the established standards. At the same time, an effective evaluation system should take into account current challenges and trends, including digitalization, increasing demands on the quality services, and the need to adapt to changes in society.

Literature review

The issue of civil service is quite popular in terms of scientific research. For a long period of time, various aspects of this topic have been the subject of research by such scholars as V. B. Averyanov, N. O. Armash, L. R. Bila-Tiunova, A. I. Berlach, Y. P. Bytyak, N. P. Bortnyk, I. P. Holosniuchenko, S. S. Esimov, T. O. Kolomojets, V. K. Kolpakov, O. V. Kuzmenko, R. O. Kuibida, V. I. Kurylo, O. I. Ostapenko, S. V. Petkov, I. Y. Khomyshyn, A. M. Shkolyk, I. M. Shopina, etc.

Purpose

The purpose of this article is to analyze the existing approaches to performance evaluation civil servants, to identify their advantages and disadvantages, and to develop recommendations for improving such mechanisms, taking into account international experience and national peculiarities.

In accordance with this goal, it is necessary to systematize and analyze modern approaches to evaluating the performance civil servants, in particular, their effectiveness, objectivity and compliance with the public administration strategic goals. Summarize the key advantages and disadvantages existing evaluation mechanisms used in different countries. To consider international experience that can be adapted to Ukrainian realities, as well as to identify national peculiarities that affect the development effective approaches. Based on the results of study, it is planned to formulate recommendations for improving the evaluation system, which will help

increase transparency, motivation and professional civil servants development.

Methodology

In researching the article “Evaluating the Performance of Civil Servants in the Context of Improving the Civil Service”, an integrated approach was used that combines theoretical analysis, empirical methods and systematization modern evaluation practices. The theoretical part is based on stud the legal acts, scientific papers and international experience, which allowed us to identify key criteria and performance indicators for civil servants. The empirical component included questionnaires and surveys of civil service professionals to determine their attitudes towards existing evaluation systems, as well as statistical data analysis on the effectiveness job performance. In addition, comparative analysis methods were used to identify best practices in evaluation in the context of digitalization and increasing demands on the quality of services. Based on the data obtained, recommendations were developed to improve the evaluation system, aimed at increasing transparency, objectivity and motivation civil servants for professional development, taking into account current challenges and trends.

Results and Discussion

Pursuant to the Law of Ukraine “On Civil Service” No. 889-VIII dated December 10, 2015 [1] (the “Law”), civil service is defined as a public, professional and politically impartial activity aimed at the practical fulfillment tasks and state functions. In particular, this activity covers the following aspects:

1. Analysis public policy at the national, sectoral and regional levels, as well as preparation proposals for its formation. This includes the development and examination draft programs, concepts, strategies, laws, other regulations, and international agreements.
2. Ensuring the implementation state policy, the implementation of national, sectoral and regional programs, as well as the implementation of laws and regulations.
3. Providing administrative services that should be accessible and high quality to citizens.
4. State supervision and control over compliance with the current legislation.

5. Management public resources, including finances and property, as well as control over their use.

6. Personnel management state bodies.

7. Exercise other powers vested in the state body by law.

Thus, the civil service is the basis of public administration, ensuring the fulfillment key tasks of the state through the professional employees activities.

The term "employee" is widely used in legal literature and has a well-established meaning. It is generally accepted that employees are persons performing a certain type of service (state, public or municipal). The main characteristic of employees is that they perform specific functions within the social division of labor. This specificity is manifested in the following:

a) employees create conditions for material and spiritual production, but are not directly involved in the creation of material values;

b) possession information is one of the key employees features, and this information is used by them as a means as influencing the persons they manage or serve;

c) their activities are aimed at influencing people and providing them with certain services;

d) as a rule, employees are engaged primarily in mental labor;

e) they perform their duties for remuneration in the form of a salary;

f) employees hold positions in state, public, private or other organizations, performing their work on a professional basis;

g) their activities are carried out in the "interests of others", i. e. in accordance with those to whom they are subordinate and who pay for their work [2, p. 350]. Thus, an employee is a key actor in the management system, performing tasks that ensure the functioning of society and the realization of its various needs.

According to the law, a civil servant is a citizen of Ukraine who holds a position in the civil service system, works in a government agency or other state body, including its apparatus or secretariat, receives a salary from the state budget and performs duties assigned to this position that are directly related to the implementation of the tasks and functions of the relevant state body. At the same

time, a civil servant is obliged to adhere to the basic principles established for the civil service [1].

Implementation of the state policy in any sphere of public relations is largely determined by the quality staffing public authorities. Civil servants must demonstrate a high level of professional training, proper knowledge, as well as a high level of legal awareness and culture. However, these characteristics are not so much the initial requirements for civil service candidates as the result of their professional activities. Professional skills are formed in the course of performing official duties and are derived from practical experience. At the stage of training, future civil servants accumulate theoretical knowledge and master certain competencies that can be acquired during education or practical training. However, it is only during the civil service that the full range of necessary professional and practical skills that determine the level of professionalism of an employee is formed. Accordingly, the efficiency level in the performance, official duties directly depends on this process. Thus, there is a need to manage the professional development of civil servants. This allows not only to form specialists with clearly defined competencies, but also to create a competitive environment in the civil service. This approach helps to improve the professional level of employees, their efficiency in their positions, as well as the overall quality of public services provided to citizens [3, p. 18].

Therefore, it is quite reasonable for the Ukrainian legislator to establish an annual performance evaluation of civil servants (Article 44 of the Law) [1] in order to determine the quality of tasks performance, as well as to make decisions on bonuses and plan their career trajectory.

The issue assessing the performance civil servants in our country has been the subject of attention for a long time. In this context, scientific research offers numerous constructive ideas and recommendations aimed at improving the civil service system. In particular, N. R. Nyzhnyk and L. A. Pashko in their scientific works emphasize the importance of a systematic approach to assessing the professional performance civil servants.

The scholars emphasize that the evaluation process should not be limited to the analysis of the results achieved, but should also contribute to the identification the employees professional potential

for the purpose of their further development. To achieve this task, the researchers propose the introduction a comprehensive multi-level evaluation system. Such a system should include three main components: self-assessment by the employee of his/her own performance, assessment by the immediate supervisor, and independent expert evaluation [4, p. 244–251].

One of the main aspects of the concept developed by N. R. Nyzhnyk is the use of a competency-based approach that allows assessing not only the performance of professional duties, but also such important characteristics as communication skills, teamwork and leadership qualities. This approach provides an opportunity to obtain an objective assessment of each employee, as well as to determine the strategic directions of their professional development [5, p. 14–19].

It is advisable to agree with the position of V. V. Malytz and Y. V. Tarasenko, who emphasize that personnel assessment provides the necessary information on the organization's needs for employees with the appropriate qualifications, the level of labor potential, psychological characteristics of employees, their professional advantages and disadvantages, as well as motivational needs. This data contributes to solving personnel problems and creates the basis for making effective management decisions. A management system that seeks to achieve high efficiency is impossible without the introduction of a staff evaluation process, which is a key element in the field of personnel management [6, p. 485].

Therefore, according to scientists, staff evaluation provides information on: employee performance; potential capabilities of specialists and prospects for their growth; reasons for ineffective work of individual employees; needs and priorities for training and professional development [6, p. 486].

The concept of "evaluation" means an objective and independent analysis of completed or ongoing activities in order to determine the degree of achievement of the set objectives and to ensure the adoption of appropriate management decisions [7, p. 9], i. e. a kind of effect of the activity.

Effect (from Latin *effectus*) means fulfillment or action. Effectiveness is a result that arises as a result of certain causes, actions or the influence of forces. It is often defined as the degree to which the

achieved result corresponds to the goal. Economic efficiency of management is characterized by the level of effectiveness of the management system aimed at achieving a certain goal with the least amount of resources. Targeted efficiency, in turn, is the correspondence between the result achieved and the goal set. Organizational effectiveness is defined as the optimal structure of interrelations between the elements of the system that ensures maximum efficiency in achieving the set objectives. It is worth noting that not all functional links in an organization are equally effective; some of them demonstrate higher productivity than others. The social efficiency of the government reflects its acceptability to society. The public is interested in high quality governance because it directly affects social well-being. In modern terminology, there are two concepts related to efficiency: "effectiveness" and "efficiency". Efficiency includes defining the goal, assessing progress in achieving it, and analyzing alternative ways of realizing it. It primarily concerns the achievement of public policy goals and the means to achieve them. Efficiency, on the other hand, focuses on minimizing costs in the process of producing products, providing services or processing information under the conditions of a certain goal and chosen methodology. It is aimed at optimizing the relationship between inputs and outputs, i.e. minimizing resource costs while maximizing output. Thus, these two concepts – "effectiveness" and "efficiency" – allow us to distinguish between two different aspects: effectiveness and efficiency. They have different meanings and different areas of application in the world practice [Cited in: 7, p. 9–11].

According to the analysis of scientific sources, V. I. Melnyk emphasizes the spread of elements of the new public service in almost all countries of the world. In particular, such aspects as the functioning of administrative service centers, organization of public consultations, development of professional competence profiles and implementation of business-specific personnel management methods are integral components of the modern public service in Ukraine [8, p. 71].

In foreign scholarship, a postmodern model of public service is distinguished, which is considered the modern stage of evolution of the concept of a new public service that began to take shape in the 1990s. The main emphasis is placed on the issues of staffing,

development of human resources in the public service, which is considered a key factor in improving its efficiency. The characteristic features of this model are value orientation, humanistic approach, favorable organizational climate, openness to innovation, networking and effective communication. The central element of the postmodern model is to create conditions for improving the organizational climate and providing opportunities for self-realization of civil servants. Attention is paid not only to motivational aspects, but also to emotional and volitional factors, which allows focusing on the prevention of professional burnout, stress reduction and general psychological relief, especially for employees working in the field of public services. Proponents of this model emphasize that in the context of globalization, public administration should be based on a sincere and open dialogue between all stakeholders, including citizens and public servants. Among the countries that successfully apply elements of this model is Singapore. The public service system of this state has introduced mechanisms to encourage innovation, generation of new ideas, creativity, as well as constant practices of psychological relief for employees [8, p. 71].

V. I. Melnyk focuses on the experience of Canada, where the public service is based on a set of values, including: democratic (commitment to the public interest and loyalty); professional (neutrality, meritocracy, teamwork, innovation); ethical (honesty, integrity); universal (humanity, respect for the individual).

Canada also has a system of evaluation of public servants that is constantly being improved. One approach to analyzing the state of the public service is to conduct sociological research that covers both internal organizational and managerial aspects and assessments by service users. Continuous improvement of the characteristics of the public service in Canada covers such areas as career advancement, professional training and retraining, ensuring barrier-free access to work in the public service, as well as adherence to the principles of gender equality [8, p. 79–80].

In the context of the motivation system and peculiarities of personnel management, V. I. Melnyk identifies the following key aspects: ensuring transparency of remuneration mechanisms; implemen-

tation of a continuous process of training and professional development of employees; rewarding employees who demonstrate a high level of efficiency in performing tasks; taking corrective measures against employees who do not fulfill their duties, as well as dismissal of persons whose activities do not meet the established standards; guaranteeing social and legal protection of employees; and The Swedish approach to assessing the performance of public administration bodies is illustrated by a model known as “administrative performance audit”. This model is based on the input-output paradigm and includes three key components:

1. Economy – implies a focus on minimizing costs, in particular, reducing the cost of resources required to achieve a certain quality of services, while respecting the principle of legality in the use of public funds.

2. Efficiency is defined as the ratio between the product (goods or services) created and the resources spent on their production.

3. Effectiveness – assesses the degree to which the achieved results correspond to the set goals. This component analyzes the timeliness of achieving the goal, as well as the level of satisfaction of citizens who use a particular program or service [Cited in: 7, p. 10–11].

Thus, the Swedish approach focuses on a comprehensive analysis of economic feasibility, efficiency of resource use and compliance of results with the strategic goals of public administration.

Given the positive world experience, it is appropriate to agree with the position of S. Shevchenko, who believes that the data obtained in the process of professional evaluation of public servants should contribute to their professionalization as much as possible, taking into account the acmeological aspect of such evaluation. This data can be collected both before competitive selection for senior positions and before the annual evaluation. The results of the professional assessment should be used to determine the relative value of the employee to the public authority. In addition, the results of the staff assessment should be sent to educational institutions that provide professional training or advanced training for public servants. Such results can be useful for organizing work with students in small

groups, conducting trainings, and planning self-education of employees. At the same time, self-education should be accompanied by advisory support from the relevant educational institution. This data can also be used during internal or external internships [9].

Thus, performance appraisal of civil servants is a key tool for improving the efficiency of the public administration system, ensuring its transparency, accountability and stimulating professional development of personnel. In the context of civil service reform in Ukraine, it is of particular importance to introduce effective evaluation mechanisms based on objective criteria and taking into account the best international practices.

After all, as T. Kolomoys righty emphasizes. Kolomoys, “the procedure of annual performance appraisal of civil servants is associated with the active role of the appraiser, who is ‘directly related’ to the civil servant, with his/her annual performance, which somewhat actualizes the issue of observance of the principle of objectivity, impartiality during the appraisal, at least when processing the civil servant’s report and preparing a proposal for a possible outcome of the appraisal after the appraisal interview” [10, p. 99].

Conclusions

Summarizing the above, we can state that performance appraisal of civil servants requires a systematic approach, given that it is an important tool for ensuring the effectiveness of their activities. The use of a systematic approach to evaluation allows taking into account both professional competencies and personal qualities of employees, which contributes to improving the quality of public administ-

ration. In addition, it is important to introduce transparent and objective evaluation mechanisms, which is a key factor in increasing trust in the civil service system and promotes a culture of responsibility among employees. Equally important is the integration of modern methods, including, in particular, a competency-based approach, digital tools, and 360-degree feedback, which allows for a more accurate and comprehensive assessment of the professional performance of employees.

At the same time, it should be emphasized that effective evaluation helps to identify strengths and areas for development of each employee, which allows for the formation of individual professional development plans and stimulates motivation to perform their duties well. In addition, the results of the assessment should be used not only for individual work with employees, but also for strategic planning of HR policy in public authorities in general.

Acknowledgements. None.

Funding. The author declares no financial support for the research, authorship, or publication of this article.

Author contributions. The author confirms sole responsibility for this work. The author approves this work and takes responsibility for its integrity.

Conflict of interest. The author declares no conflict of interest.

Institutional review board statement. Not applicable.

REFERENCES

1. Law of Ukraine. On Civil Service від 10 грудня 2015 р. No. 889-VIII. (2016). *Bulletin of the Verkhovna Rada of Ukraine*, (4), art. 43.
2. Kornuta, L. M. (2024). The concept of “employee” in the public and civil service: categorical and comparative characteristics. *Law and Public Administration*, (1), p. 349–356. DOI: 10.32782/pdu.2024.1.49
3. Hodina, M. A. (2020). Content, structure and significance of professional development of civil servants in the system of measures of organizational and legal support of public service in Ukraine. *Scientific Notes of Vernadsky TNU. Series: Public Administration*, 31(70)(2), p. 18–23. DOI: 10.24144/2307-3322.2022.75.3.7
4. Nizhnik, N. R., Pashko, L. A. (2005). Evaluation as a basis for human resource management in the field of public administration. *University Scientific Notes*, issues 1–2, p. 244–251. Retrieved from: http://nbuv.gov.ua/UJRN/Unzap_2005_1-2_40
5. Nizhnyk, N. R. (2007). Problems of the present day public administration in Ukraine. *University Scientific Notes*, (3), p. 14–19.

6. Maltzyz, V. V., Tarasenko, Y. V. (2018). Personnel assessment: modern methods and tools for its implementation. *Economy and Society*, (19), p. 484–489.
7. Mishenina, G. A., Kobushko, Y. V. (2022). *Monitoring and evaluation of management activities: lecture notes*. Sumy: Sumy State University, 138 p.
8. Melnyk, V. I. (2022). Personnel management in the system of civil service in Ukraine. (Doctoral dissertation). Odesa: National University "Odesa Polytechnic", 289 p. DOI: 10.30888/2663-5712.2023-18-03-012
9. Shevchenko, S. O. (2015). Methods of professional evaluation of public service personnel. *Public Administration: Improvement and Development*, (9). Retrieved from: <http://www.dy.nayka.com.ua/?op=1&z=882>
10. Kolomojets, T. (2018). Annual performance appraisal of civil servants in Ukraine: is the chosen regulatory model perfect? *Entrepreneurship, Economy and Law*, (11), 96–104.

**Оцінювання діяльності державних службовців у контексті
вдосконалення державної служби**

Галина Лук'янова

Доктор юридичних наук, професор, Національний університет "Львівська політехніка", Львів,
Україна, halyna.y.lukianova@lpnu.ua, ORCID: 0000-0003-1109-9299

Анотація. У статті досліджено питання оцінювання результатів службової діяльності державних службовців у контексті вдосконалення державної служби. Наголошено, що оцінювання державних службовців є важливим елементом управлінського процесу, який забезпечує прозорість, підзвітність і відповідність виконання посадових обов'язків встановленим стандартам. Водночас ефективна система оцінювання повинна враховувати сучасні виклики та тенденції, серед яких – цифровізація, зростання вимог до якості послуг та потреба адаптації до змін у суспільстві.

Констатовано, що оцінювання результатів службової діяльності державних службовців потребує системного підходу з огляду на те, що воно є важливим інструментом для забезпечення ефективності їхньої діяльності. Використання системного підходу до оцінювання дає змогу враховувати як професійні компетенції, так і особисті якості службовців, що сприяє підвищенню якості державного управління. Окрім того, важливим є запровадження прозорих і об'єктивних механізмів оцінювання, що слугує ключовим фактором для підвищення довіри до системи державної служби, а також сприяє формуванню культури відповідальності серед службовців. Не менш важливою є інтеграція сучасних методик, які містять, зокрема, компетентнісний підхід, цифрові інструменти та 360-градусний зворотний зв'язок, що дає змогу отримати точнішу та всебічну оцінку професійної діяльності службовців.

Підкреслено, що ефективне оцінювання сприяє виявленню сильних сторін та зон для розвитку кожного службовця, що дає змогу формувати індивідуальні плани професійного вдосконалення і стимулює мотивацію до якісного виконання обов'язків. Акцентовано на тому, що результати оцінювання мають використовуватися не лише для індивідуальної роботи зі службовцями, але й для стратегічного планування кадрової політики в державних органах загалом.

Ключові слова: службовець, державний службовець, державна служба, адміністративні послуги, оцінювання результатів діяльності, мотивація, міжнародний досвід, ефективність діяльності, управлінська діяльність.