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**THE IMPACT OF CIVIL SERVANTS PERFORMANCE
APPRAISAL ON THE ADMINISTRATION PROCESS IN THE
REPUBLIC OF MOLDOVA**

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CONCEPTUAL REFERENCES OF RESEARCH

Actuality and importance of the research. The study of the impact of civil servants' performance appraisal on administration process represents a very current and important topic in the context of the reforming tendencies developed in the public administration from the last decades. Results-based reforms, goal setting, monitoring and measurement have developed management practices and techniques, including performance appraisal, with its introduction at both central and local levels. These reform developments are characterized by the systematic incorporation of objectives and performance indicators in the management and budgeting of civil servants. The impact of civil servants' performance appraisal has implications, first of all, on employees, by the fact that they better understand the place and its role in the management process, they are aware of the responsibility for the organization they represent.

Along with other states, based on the prerogatives of the European path, the Republic of Moldova joins the trends of public administration reform. The performance appraisal component is seen as a new approach in streamlining activities of civil servants, strengthening integrity, recruiting and selecting civil servants, professional development, classification and grading, respecting ethics and streamlining the administrative structure, as stipulated in the Strategy on Public Administration Reform for 2016 - 2020 [10]. This component is developed in the National Development Strategy „Moldova 2030” draft [9] with the aim of ensuring efficient and inclusive governance.

The civil servants' performance appraisal in the Republic of Moldova has been regulated since 2008, based on a strategic and legal framework. From the total number of civil servants in 2009, employment and promotion through competition register was 16%, in 2010 this number increased to 57%, and in 2011 it was 60.9% [17]. The analysis for 2019 year [18] indicates that the main way of holding public office is competition (55.1%), which together with the promotion (13.9%) comprise 69% of the way of holding public office, based on compliance the principle of meritocracy.

Even if quantitative progress has been made, the data do not provide qualitative perspectives on competition procedures. Such issues remain unexplained: transparency, fairness, impartiality, compliance with regulations, flawless application of procedures, quality of public service, correlation of results with remuneration, measuring individual and organizational performance, motivating officials to provide public services and others. Respectively, all this has an impact on the administration process. For these reasons, the practice of civil servants' performance appraisal must be an innovative one that would streamline the administration processes in the Republic of Moldova.

The evolution of the results of civil servants' evaluation for the years 2012-2019, reflected in the Report on the civil service and the status of the civil servant, 2019 [18] shows a constant inflation of the ratings. In 2019, the majority of civil servants 99.4% was rated „very good” (56.6%) and „good” (42.8%), the situation being almost identical in all levels of administration. This denotes the formalist approach, imposing the need to review the procedure for assessing the professional performance of civil servants, in order to determine the impact on the administration processes in the Republic of Moldova.

The relevance of the research topic is determined by the fact that governments are required to demonstrate effective results in the shortest possible time, a condition that can be achieved only on the professional performance of civil servants. In the context of public administration reforms taking place in the Republic of Moldova, the civil service system has a substantial importance, whose priority is to increase the quality of services, the efficiency of the final results of state programs, strategies and policies. Under these conditions, there is a growing need for staff with professional knowledge and skills to contribute to increasing the efficiency of the management process, in the context of a modernized socio-economic, political and legal system. The Republic of Moldova has made significant efforts to train, retrain and train advanced civil servants, which has had a positive effect on increasing their level of professionalism, competence and ability to perform their duties. However, tasks are becoming increasingly complex, setting new requirements for the quality of staff in the provision of public services. The state of the pandemic has brought with it new challenges. The public administration faced emerging needs, being determined to intensify its flexibility, response to unforeseen situations, digitization of services, remote work, health activities in the community, etc.

The Republic of Moldova has made commitments through the Public Administration Reform Strategy for 2016-2020 [10] and the Action Plan [6] to improve the quality of public services, efficient management of public resources, strengthen the professionalism of public employees, increase process transparency including indicators on the performance of public authorities.

Despite legislative regulations and development strategies, the process of civil servants' performance appraisal encounters difficulties and contradictions. To identify the cause of this situation, it is important to understand the essence and content of performance evaluation, motivation of stakeholders in the evaluation process, public officials' confidence in the objectivity and impartiality of evaluation, level of training and competence of evaluators, impact of evaluation on organizational competence, all of which have an influence on the administration process.

At the same time, the issue of the impact of civil servants' performance appraisal on the administration process has not been systematically studied in the local investigative environment and requires further development in its practical applicability both to improve the system of evaluation and selection of specialists for training staff reserves, as well as for the potential of the civil service in general. Thus, the relevance of the research problem and its insufficient development, the theoretical and practical significance, partially capitalized, determined the formulation of the purpose, objectives and the research problem.

Description of the situation in the field of research. The study on the impact of civil servants' performance appraisal on administration process includes a fairly large geographical area, such as the United States of America (USA), EU Member States (EU) with a case study of the experience of Lithuania and the Eastern Partnership countries. In general, we cannot talk about certain standards in performance appraisal practice. Each country has developed its own mechanism in the field of performance evaluation, has taken over and adapted special tools to improve the quality of performance processes.

The concept of the impact of civil servants' performance appraisal on administration process is very complex. Concerns regarding the quality of public administration, the need to implement the professional performance evaluation system, monitoring and measuring performance, as well as strengthening a motivational system to increase the level of individual and organizational performance are found in European Commission documents, in the normative acts of North American and European states, including in monitoring studies.

The most relevant works of international authors are: Armstrong M., Drucker P., Banner D., Cooke R., McGregor D., Prowse P., Prowse J., Maciarelo J., Kaselis M., Kusek R., Rist R., Poister T., Behn R., Ewoh A., Rubin E., Fitzpatrick S., Van Dooren W., Roll H., Tampieri L., Aspridis G., Demmke C., Grossi L., Cardona F., Parrado S., Nakrosis V. et al., which had served as support for theoretical provisions elaboration, such as: resource management development strategies, ethical dilemmas in performance evaluation, performance evaluation in public administration, performance measurement, particularities for performance appraisal of civil servants in different states.

Reports by institutions specializing in civil servants' performance evaluation, such as the European Institute of Public Administration (Maastricht), the Institute for Government Quality (University of Göteborg), the Global Governance Indicators Project, Bertelsmann Stiftung and others, have an indisputable value in understanding the impact of civil servants' performance appraisal on administration process.

The works analysis of Romanian researchers: Androniceanu A., Profiroiu M., Pitariu H., Bercu A., Verboncu I., Moldoveanu G., Nica E., Cărbunărean F., Jimborean O., Băcanu B.,

Bădescu A., Matei L., Nicolescu O., Ștefănescu A., Ionescu C., Țurlea E. et al. had brought an important added value to the doctoral thesis, combining theoretical approaches with the experience accumulated by Romania and forming a theoretical framework, regarding the role of professional training of civil servants and performance in public administration, management and performance audit.

The authors works from the CIS states: Rucikin A., Vasilieva E., Vetitnev A., Voloșciuc P., Abacumov I., Bosico O., Palchyk H. highlight the importance of obtaining professional performance in the public service, serving as a support for the theoretical-applied substantiation of the thesis, highlighting the importance of the quality of the public administration process and the societal factors for civil servants' performance appraisal in the provision of public services.

In the local investigative area, the contributions of the authors are relevant to the analyzed topic: Platon M., Cojocaru S., Sîmboteanu A., Popovici A., Șaptefrați T., Balan O., Dulschi I., Gheorghita T., Levița-Perciun E., Țepordei A., Savca T., Secrieru A., Popa V., Chiriac L., Bîrcă A., Dragomir L., Osoianu I., Blajin A., Vaculovschi E., Tomuleț C., Postolache M. et al., which analyzes the criteria for professional performance appraisal, including the evaluation process from the perspective of interpreting the domestic legal framework and international practice. These studies customized the national and epistemological context of the research.

The analysis of a wide range of scientific publications in the field has found insufficient investigation in the impact of civil servants' performance appraisal on administration process; the presence of particularities in the evaluation of civil servants in correlation with the public administration system in one country or another; significant differences in the evaluation system and forms of stimulating the performance of different categories of civil servants, etc.

Starting from the fact that the impact of civil servants' performance appraisal on administration process is less elucidated in national research, we believe that the realization of this doctoral thesis will contribute to in-depth knowledge of the research problem and propose appropriate solutions to solve it.

The purpose of this research is to determine the impact of civil servants' performance appraisal on the public administration process in the Republic of Moldova and identify ways to optimize the performance appraisal in order to streamline public administration.

In order to achieve the proposed goal, the following **objectives** have been designed:

- the synthesis of the theoretical-methodological frame of reference regarding the civil servants' performance appraisal and finding the degree of its study in the international and national scientific literature;
- elaboration of the methodological framework for studying the impact of civil servants' performance appraisal on administration process;

- analysis of international practice in civil servants' performance appraisal and its impact on the administration process (USA, EU, Eastern Partnership);
- study of the evolution of civil servants' performance appraisal process in the Republic of Moldova;
- estimating the correlations of the perception of civil servants on the performance evaluation process in the Republic of Moldova;
- conducting the case study on the impact of civil servants' professional performance appraisal on the public administration process in Chisinau;
- formulating the conclusions and recommendations regarding the development of the methodology for civil servants' performance appraisal with revealing its impact on the efficiency of the administration process in the Republic of Moldova.

Synthesis of research methodology. The theoretical-empirical character of the doctoral thesis is based on the principles of scientific research, such as: interdisciplinarity (under the interference of public administration, human resources management, sociology, etc.), objectivity, consistency, demonstration, correlation, validity, utility, tradition and ethics.

In accordance with the established purpose and objectives, a complex of universal-philosophical methods was applied, which include the principles and laws of dialectics, serving as a way of logical reasoning; general-scientific methods, contain methods and principles that are used in a number of sciences, but can serve as instrumental support for another scientific field, such as: induction, deduction, comparative analysis, systemic analysis, document analysis, statistical analysis, etc. These contributed to definition of the categorical apparatus of research; analysis of theoretical-empirical cognitive support; examining the evolution of modern concepts regarding performance evaluation; knowledge systematization on the impact of performance appraisal of civil servants on the administration process. Scientific methods are applied for researching the organization processes and management in public administration institutions.

The method of documentary research allowed the study of international and national bibliography, electronic sources, analysis of the legislative and normative framework of the Republic of Moldova and other states, on the management of performance management in public administration and the process of performance appraisal of civil servants. In order to clearly delimit the categorical apparatus used in the content of the paper, the technique of *studying dictionaries* was used, penetrating the essence of the key notions: *impact, appraisal, performance, administration process* and others. *Induction* and *deduction* served as a methodological support for the analysis of referential theories to the researched problem. The *analysis* and *synthesis* made it possible to formulate conclusions and recommendations in order to remedy the performance evaluation process and streamline the management process.

The historical method has contributed to the evolutionary analysis of the performance management development in public administration and the role of professional performance appraisal of civil servants. *The comparative method* offered the possibility to study the experience and the international normative framework regarding the performance appraisal development and the identification of the best practices applicable to the Republic of Moldova. Therefore, the USA, EU Member States and Lithuania experience in particular, including the Eastern Partnership countries, have been studied. *The statistical method* have been applied for the collection and analysis of statistical series. *Sociological methods* helped to study the perception of civil servants and experts on the impact of civil servants performance appraisal on administration process. The SPSS software package (version 20) have been used to process the empirical data, which identified the correlations between the dependent and independent variables. The *SWOT analysis* was used to design an overview of the problem studied, with the identification of strengths and weaknesses in relation to opportunities and threats. The *case study* quantified the impact of individual professional performance appraisal of civil servants on the Chisinau administration process.

The scientific novelty of the paper consists in the theoretical-applied analysis of the impact of civil servants performance on administration process. In this sense, the basic notions were elaborated and defined, elaborated their own definitions. The comparative study of civil servants performance appraisal methodology derives from the experiences of the analyzed states, offering innovative perspectives on performance-based arrangements for civil servants and how to build an integrated regime of individual and organizational performance. The correlative analysis of the civil servants perception regarding the impact of performance evaluation on public administration process, performed for the first time in the Republic of Moldova, processed general data, structural, procedural, informational aspects of performance evaluation. Focusing on the case study on the impact of civil servants performance appraisal on administration process from Chisinau, allowed to identify the spectrum of tools and their description in order to optimize the civil servants performance appraisal process, leading to efficiency of public administration.

The important scientific problem solved consists in the scientific substantiation of the impact of civil servants performance appraisal on public administration process in the Republic of Moldova, which led to the identification of ways to optimize performance appraisal in order to streamline the public administration process.

The theoretical significance of the research results from the analysis of the categorical apparatus and theories on civil servants performance appraisal and its role in strengthening the public administration process, identifying the best international methods of performance

appraisal, in terms of good governance indicators and case study on the impact of civil servants performance evaluation on public administration process.

The synthesis of theoretical approaches and the predictions of the empirical research results supplemented the existing knowledge in the field of managing the evaluation and stimulation of the civil servants performance. The international models research for civil servants performance appraisal highlighted the best experiences, with the possibility of adaptation and implementation in the Republic of Moldova.

The applicative value of the paper lies in the possibility of implementing the research results in planning the actions of reforming the public administration system, with reference to the management of the civil service and the civil servant. The recommendations can be used to develop policies and procedures for evaluating the civil servants' performance, including initiating training for the professional development of senior civil servants (evaluators), in order to substantiate the theoretical and practical knowledge of managing the performance appraisal process.

Approval of results. The doctoral thesis was developed within the Doctoral School in Administrative Sciences, Academy of Public Administration. The preliminary evaluation of the doctoral thesis was took place during the joint meeting (of March 12, 2021) of the Steering Committee and the Department of Administrative Sciences within the Academy of Public Administration. The general recommendations of the doctoral thesis in order to streamline the administration process, by optimizing the civil servants performance appraisal process, were submitted for implementation to the State Chancellery of the Republic of Moldova.

Thesis publications. The basic results of the thesis were reflected in 15 scientific papers: 3 articles was published in the „Public Administration” Journal (Category „B”), 1 article in the „Journal of Philosophy, Sociology and Political Science” (Category „B”), 11 scientific papers were presented at international scientific conferences, organized by the Academy of Public Administration (2017 - 2020) and the Regional Institute of Public Administration in Odessa (2017, 2018).

Volume and structure of the thesis: 152 pages of basic text structured in annotation, introduction, three chapters, general conclusions and recommendations, bibliography of 259 titles, 12 annexes, 31 figures and 15 tables.

Keywords: civil servant, performance, efficiency, effectiveness, performance appraisal, individual performance, organizational performance, impact of performance evaluation, administration process, Republic of Moldova, European Union, Eastern Partnership.

THESIS CONTENT

In the **Introduction** are argued the topicality and importance of the researched topic, the purpose and objectives of the paper are determined, the research hypothesis, are presented the applied methodology, the scientific novelty of the thesis, the scientific problem solved by the content of the elaborated thesis, the theoretical significance of the research, results and summary of the thesis compartments.

Chapter 1 entitled THEORETICAL-METHODOLOGICAL ANALYSIS OF THE IMPACT OF CIVIL SERVANTS' PERFORMANCE ON ADMINISTRATION PROCESS comprises three subchapters and includes the investigation of international bibliographic sources, relevant to the field of research and methodological analysis, material analysis and methodological analysis.

The first subchapter „**Bibliographic reference of foreign authors work on the impact of civil servants' performance appraisal on administration process**” analyzes and summarizes the theoretical approaches of abroad authors to assess the civil servants' performance and the impact of evaluation on administration process. It briefly reflects the historical international evolution of performance management and performance appraisal. The analysis of international bibliographic sources is nuanced by the work of the independent expert in performance management, Armstrong M. [24,25,26,27], defining performance management as a systematic process of improving organizational performance by developing individual and group performance.

The research on civil servants' performance evaluation reflects the main theoretical approaches. Measuring performance in public entities is the subject examined by Hans de Bruijn[32], Poister T.[35], Ewoh A.[29], Demmke C.[28], Pitariu H. [14], Cărbunărean F. and Jimborean O.[5], Șandor S. și Raboca H.[21], Profiroiu M., Profiroiu A.[15,16], Ștefănescu A. both in terms of measuring the efficiency and effectiveness of the activity obtained, as well as in an organizational and managerial context. The beneficial effects of measuring performance on the organization are highlighted, improving the professionalism of the services provided and the quality of the decision-making process, as well as the negative effects, characterized by bureaucratization of the organization and elimination of incentives for professionalism and innovation. The complex nature of the measurement system is emphasized by coalitioning management and decision-making processes, such as planning, budgeting and control over the work of managers and employees.

The scientific-bibliographical analysis highlights controversies in the research of civil servants' performance appraisal from the aspect of connecting the performance with the reward.

In the opinion of Lewis G. and Song S. [34], Fitzpatrick S. [30] the improvement of the performance appraisal system can be achieved by increasing the salary of civil servants, representing the key element in the successful application of salary system according to performance. However, Cardona F. [4] concludes that performance-based pay is, moreover, a tool of manifestation of power, used by managers, and the purpose of performance appraisal must be limited to career planning and development and not to salary increase.

The analysis of the bibliographic reference of foreign authors on the impact of civil servants' performance appraisal on administration process reveals the following correlation: the high level of economic development offers greater openness to the topic.

As a result of the theoretical analysis, less addressed issues were identified in the context of the research topic. Most authors focused on performance appraisal, performance measurement models, performance indicators, performance enhancing factors, but the assessment of the impact of individual civil servants' performance appraisal on management processes has a lower degree of approach due to deficiency estimates and complexity of the phenomenon.

In the second subchapter „**Theoretical approach to the impact of civil servants' performance appraisal on administration process in the scientific literature of the Republic of Moldova**” are summarized the national bibliographic sources in dealing with the topic of professional performance of civil servants.

The local treatment of the topic regarding the civil servants' professional performances is directed by: the legal and normative acts elaborated in the field of the performance evaluation and the degree of their implementation; the strategic directions of the Republic of Moldova development, oriented towards EU accession, stipulated in the Strategy on public administration reform for 2016-2020 and the National Development Strategy „Moldova 2030” [9], one of its components being Human Resources Management, which involves the necessary measures to increase the objectivity of performance evaluation.

The bibliographic reference of the local authors allowed us to ascertain the formation of an academic environment specialized in the investigation of the respective topic, focused on the detailed research of the content and evaluation criteria. The comparative analysis of the international practice with the national particularities was outlined, which allowed to highlight the specific national character and the difficulties in civil servants professional performance. In this sense, a substantial contribution is brought by the teachers from the Academy of Public Administration: Platon M., Cojocaru S., Sîmboteanu A., Șaptefrați T., Popovici A., Savca T., Balan O., Tofan T., Butnaru V., Zelenschi A., Dulachi I., Gheorghiuța T., Țepordei A. and others.

Civil servants performance appraisal, by interpreting the legal framework, was submitted to the study by the authors Tomuleț C., Popa V., Chiriac L., Mocanu V. and others. In the

context of the new regulations regarding the performance appraisal, the authors Gheorghita T., Levința-Perciun E. [8], Țepordei A., Shundi A. [7], Secrieru A. and Dragomir L. [19, p.58-63] contributed to ensuring the uniform and correct application of the evaluation procedure, developing various methodological guidelines and recommendations.

Domestic approaches highlight the beliefs that the efficiency of public administration process depends on the level of professional training of civil servants, and the professional performance evaluation is the main tool in ensuring the efficiency of public administration.

In the third subchapter „**Methodological framework for studying the impact of civil servants’ performance appraisal on administration process**” is research the methodological framework for studying the impact of civil servants’ performance appraisal on administration process. The methodological algorithm of the doctoral thesis tries to respond which practices of public administration in the Republic of Moldova can be improved by learning from the experiences of other states. International performance appraisal systems are very varied and interesting. They can be adapted and implemented in the culture and structure of the national administration. This explains the tendency to explore the widest possible areas of research, from a longitudinal and transversal perspective, in order to look for possible models. Performance appraisal systems have very different objectives. Their study, understanding, correlation with the realities of the Republic of Moldova is the answer to the objectives proposed for this doctoral study.

Research stages are an indispensable part of the process of organizing scientific research. In accomplishing the doctoral thesis, the following stages were completed: *establishing the research topic, delimiting the object and subject of the investigation, formulating the research problem, establishing the purpose and objectives, issuing the general and secondary hypothesis; bibliographic documentation; selection of research methods, techniques, tools and procedures; elaboration of empirical research instruments; field data collection; interpretation of empirical data in the context of conceptualizing the research problem; writing the research text.*

The conceptual analysis of the operational categories, such as *impact, evaluation, performance* and *management process*, gives us a clear interconnection design of these components. The solved scientific problem, the purpose and the objectives of the research are formulated.

The concepts of *performance* and *appraisal* are defined in terms of the objectives set and give us the opportunity to get an overview. From the etymological point of view, the notion of *performance* presupposes the successful accomplishment of an activity, and the term of *appraisal* imposes on us the idea of an appreciation. The notion of *impact* [65] is „long-term

positive and negative, primary and secondary effects produced by a development intervention, direct or indirect, intentional or unintentional”.

Conceptual assessments of *performance* and *appraisal* are also elucidated in the works of many authors [2,3,12,13,20,22] who consider that *performance* implies both conduct and results, efficiency obtained according to the proposed goals. *Appraisal* means „a comparison operation: a result is compared with an objective; it compares the situation from which it started with the one it reached”.

The analysis of the methodological framework for studying the impact of civil servants performance appraisal on administration process highlights the fact that there is not a single definition that would include all the elements generated by the studied problem. However, the notional study provided clarity on how to determine the impact of performance appraisal on the management process. However, the notion of *performance* implies efficiency, effectiveness, economy, and *performance appraisal* is the tool through which successes and impediments in obtaining efficiency and effectiveness are identified. The impact of civil servants performance appraisal on administration process can be determined on the qualitative dimension of achieving the set objectives.

This subchapter is based on the analysis of the components of performance management reflected in both classical and modern theories.

The substantiation of the classical theories of management and motivational reveals the preoccupation of the authors in identifying the influential factors of increasing the labor productivity, the competence and the organizational efficiency. We would like to mention that the researched theories scientifically argue the role of leadership style and communication in achieving high performance and highlight the fundamental aspects in maximizing performance, such as: developing responsibility, aligning individual goals to group goals, ensuring equity in the relationship between effort and performance, encouraging team spirit, initiative and creativity, as well as justified staff motivation.

In order to determine the impact of civil servants’ performance appraisal on public administration process, it is important to study the interference between the individual employees performance with subdivision and organizational performance. As an performance appraisal at subdivision and organizational level, it represents the assessment how was fulfilled the objectives and actions set in the Annual Action Plan at structural subdivision and organizational level. At the same time, the study of the impact of civil servants performance appraisal on public administration process was carried out by analyzing some governance indicators. The quality of governance, due to its complexity, which implies its ability to provide quality public services, has been assessed in terms of the application of Global Governance Indicators (GMI) [36].

The conclusions in Chapter 1 summarize the theoretical study and essentialize the methodological algorithm of the impact of civil servants' performance appraisal on administration process. The conclusions highlight: civil servants' performance appraisal is a research issue intensively capitalized at international and national level; the approach on the impact of civil servants' performance appraisal on administration process is less studied, which justifies the innovation of the research and the investigative effort to elucidate this aspect; the performance of public entities is evaluated from the perspective of the quality and number of services offered to citizens, the availability of professional human resources and the use of financial resources in conditions of efficiency, effectiveness and economy; the author of this thesis comes with a complex definition regarding the study problem: *the impact of civil servants' performance appraisal on administration process* represents the administrative value obtained and / or the quality level of public administration process, as a result of undertaking actions to measure civil servants relating individual performance to the performance of the public entity.

Chapter 2 COMPARATIVE STUDY OF THE METHODOLOGY FOR CIVIL SERVANTS' PERFORMANCE APPRAISAL AND ITS IMPACT ON ADMINISTRATION PROCESS, structured in four subchapters, reflects the particularities of the process of civil servants' professional performance appraisal in the research countries (USA, EU, especially Lithuania, Eastern Partnership) and determines the impact of appraisal on administration process, based on indicators of good governance.

The first subchapter **„Developing Public Service Performance Management in the United States”** examines the US experience in evaluating public service performance and its impact on administration process. Thus, the United States has grounded a strong performance culture through effective performance management processes, which are designed to promote managerial decision-making, to measure progress toward specific goals, in accordance with the legislative framework. The performance appraisal process in the US is innovative, capitalizing on human potential and appreciating its competence and effectiveness, has tools to maintain and motivate qualified personnel, and ensures high transparency of performance data. The latest trends in modernizing human resource management in the US public service aim to increase organizational effectiveness and determine federal public entities to become successful, focusing on achieving results, focusing on citizens and planning the workforce. The US government has undertaken key reforms in the development of performance appraisal process, eliminating the bureaucratic element by automating this process – „US Performance”

The US efficient human capital management policy provides tools to capitalize on the potential of employees, retain qualified staff and motivate them to achieve results. As a finality, individual performance, in a reciprocal connection with organizational performance, has an

impact on the American public administration process. Rigorous performance standards, as well as the alignment of individual and organizational objectives, create conditions for provision the public services at citizens' expectations level. Therefore, the quality and effectiveness of governance is directly influenced by civil servants' and organizational performance.

The second subchapter „**The civil servants' performance appraisal methods in the countries of the European Union**” contains the results of the comparative study of the civil servants professional performance process in EU member states, identified heterogeneous and homogeneous components of performance appraisal. The comparative analysis finds that the process of civil servants' performance appraisal is practiced in all EU Member States, but differs the evaluation period, which takes place: semi-annually (Ireland, Malta, Netherlands, Hungary), annually (Austria, Belgium, Bulgaria, Cyprus, Croatia, Denmark, Estonia, Finland, France, Greece, Italy, Latvia, Lithuania, Czech Republic, Romania, Slovakia, Slovenia, Spain, Sweden), annually and half-yearly (United Kingdom of Great Britain and Northern Ireland), biennial (Poland and Portugal), once every three years (Germany), 3 times during the whole activity (Luxembourg). The evaluation method applied in all states (except Greece, where only the 360 degree method is practiced) is the traditional hierarchical one, that is the direct leader, after the interview, notes the grade in the evaluation form. At the same time, in addition to the traditional hierarchical method, other methods are applied, such as: self-assessment - as a process of initiating the actual assessment (Bulgaria, Finland, Ireland, Latvia, Lithuania, United Kingdom of Great Britain and Northern Ireland, Portugal, Spain and Hungary), the assessment by the senior manager (Belgium, Cyprus, France, Germany), and the 360-degree method (Estonia, United Kingdom of Great Britain and Northern Ireland, the Netherlands). Performance evaluation has an impact on the decision-making process regarding the civil servants' promotion and/or financial motivation. In countries with a public position-based system, the outcome of the evaluation plays a significant role in decisions on civil servants remuneration, applying the performance-based pay instrument, which provides for the provision of single and / or permanent percentage bonuses from the basic salary (except being Belgium, Cyprus, Croatia, Denmark, Luxembourg, Romania), and in case of insufficient financial resources, the prizes being replaced by the provision of holidays (Latvia).

The civil servants' performance depends, to a large extent, on their level of professional training, and the states policy on the civil servants' professional development varies, by training them from 1 to 3 days (Germany) to 10 to 15 days (Czech Republic). Some states attach great importance to the integration of beginner civil servants, offering training programs of 7 days (Germany), 14 days (Greece) and 3 to 12 months (Czech Republic).

In order to reduce and eliminate a faulty performance appraisal process, some states come up with a special and important approach, implementing accountability mechanisms, which ensure the transparency of the entire appraisal process. Other measures to ensure the transparency of performance evaluation by some countries (Ireland, Italy, Portugal, the United Kingdom and Northern Ireland) include the publication of information on current performance and rewards on electronic platforms and/or public authorities' websites.

As a result of the analysis of global governance indicators: the effectiveness of governance, the quality of the regulatory process, the rule of law and the control of corruption, Denmark (99.4%) and Finland (98.56%) have the highest weight of governance quality. Therefore, in Denmark and Finland, the civil servants' performance appraisal process is completely decentralized, with the traditional hierarchical evaluation method, self-evaluation and the 360-degree method being applied. All EU countries, where the governance effectiveness indicator is higher than 90%, apply the remuneration of civil servants according to performance.

The comparative analysis of the governance quality indicators [36] places the Republic of Moldova with the lowest values compared to the EU states, such as the effectiveness of governance - 37.98%, the quality of the regulatory process - 55.57%, the rule of law - 40, 87%, corruption control - 29.81%. At the same time, the Republic of Moldova has an average rate of 96% of civil servants rated „very good” and „good” for the performance obtained [18], which means that the objectives of the subdivision and subsequently of the public entity are achieved efficiently and with a level high performance. These data are at odds with the indicators of the quality of government of the Republic of Moldova.

The third subchapter **„Lithuania' experience in the process of civil servants' performance appraisal”** argues the study of Lithuania' practice, which derives from the historical evolution similar to our country, as an ex-Soviet state, as well as from the experience gained during EU accession and already as a state member of the European Community. Lithuania' experience in managing public service performance management and the process of civil servants' professional performance highlights good practices in streamlining public administration and enhancing the competitive environment of public service. From the analyzed studies, the distinct aspects of the Lithuanian model of performance evaluation compared to that of the Republic of Moldova were noted. The performance management system includes mechanisms to control and increase the responsibility for the objective conduct of the evaluation, by creating evaluation commissions, starting with the staff recruitment process and ending with the evaluation of their performance. The results of the performance evaluation aim to identify the needs to improve performance, through training, financial motivation and promotion / demotion. The financial motivation is directly correlated with the professional level of the civil servant,

assigning qualification classes, which have a significant impact on the salary size, as a component part of it. Thus, we can say that Lithuania has a performance-based pay system, aligning itself with EU Member States.

Successful implementation of professional performance appraisal, in order to achieve a positive impact, is influenced by two key factors: the ability and capacity of appraisers, as well as the priority place of the performance appraisal process within the organization. The efficiency of evaluators training is reflected in the quality of the evaluation carried out.

In order to help increase the administrative culture, the Lithuanian authorities have taken steps to depoliticise the public service and build a merit-based system. In the same context, reforms have been carried out to restructure the strategic, results-oriented planning system and ensure financial sustainability. In order to develop public administration, by streamlining the monitoring performance process and administrative accountability, general objectives have been set to strengthen strategic thinking capacity and strengthen participatory governance.

The fourth subchapter „**The Eastern Partnership states practice in civil servants’ performance appraisal**” highlights the application of the performance appraisal procedure, as well as the existence of a regulatory framework in this area, except for the Republic of Belarus, which regulates the civil servant attestation system.

Public administration reform in the field of human resources management development, in the Eastern Partnership states, also includes the process of civil servants professional performances appraisal. Armenia and Georgia are beginners in implementation of this process, which, since 2017, have introduced regulations on civil servants performance appraisal. At the same time, although Armenia and Azerbaijan practice the professional performance evaluation, in these states coexists the system of civil servants attestation, which takes place once every three years (Armenia) and once every five years (Azerbaijan). All Eastern Partnership states try to motivate civil servants by providing incentives, which take different forms for each country. Only the Azerbaijan experience regarding the civil servants professional performance appraisal is similar to that from the Republic of Moldova, applying this process based on individual objectives, performance indicators and evaluation criteria.

The indicators of public service quality were studied: the effectiveness of governance (quality of public services, the degree of political influence, the quality of policies developed and their implementation, and the credibility of the government’ commitment to policies); the quality of the legal framework (the capacity to develop and implement policy and the existence of regulations that allow and promote the development of the private sector); the rule of law and the control of corruption. The analysis of the indicators for 2019 year compared to 2015 [33, 36], highlights the fact that the Republic of Moldova registered regresses on the effectiveness of

governance and the rule of law. Compared to the Eastern Partnership states, we find that the Republic of Moldova faces serious problems in terms of corruption control (29.81%), even if the worst situation is in Azerbaijan (19.71%) and Ukraine (26.44%). The governance efficiency indicator (37.98%) places the Republic of Moldova on the last place in the context of the examined states. More favorable is the situation registered in the case of the legal framework quality (55.77%), ranking third after Armenia (63.46%) and Georgia (82.69%). At the same time, maintaining the third place in the case of the rule of law indicator (40.87%).

Analyzing and comparing the experience of the Eastern Partnership states, we conclude that the Republic of Moldova has persevered in regulating and applying the system for civil servants' professional performance appraisal, in accordance with European principles and standards.

The Conclusions in Chapter 2 refer to the comparative study. Demonstrating the diligence and political will to develop public entities has led to increased efficiency and quality of US government, and performance evaluation has a positive impact on the US public administration process; In all EU Member States and partly the Eastern Partnership, the performance appraisal process is legally based on legislation, with the exception of the Nordic countries, where this process is a component part of collective agreements, as well as the Republic of Belarus, which is characterized by applying the model of civil servants attestation; the evaluation method applied in the European space differs from one to another state, establishing three evaluation models: traditional hierarchical, self-evaluation and the 360-degree method (the 360-degree evaluation method is considered to be the most modern and effective in eliminating subjectivism and favoritism); the improper application of professional performance evaluation process is prevented by certifying the evaluators on the performance evaluation skills and assessing the efficiency of the entire performance evaluation process; The Republic of Moldova advances towards the member countries of the Eastern Partnership in the regulation and implementation of the professional performance evaluation system, due, to a large extent, to the EU support in assisting the reforms. At the same time, the results of the comparative analysis of the indicators demonstrate that the civil servants performance appraisal does not have an expected impact on the administration process.

Chapter 3 THE ROLE OF CIVIL SERVANTS' PERFORMANCE APPRAISAL IN PUBLIC ADMINISTRATION PROCESS IN THE REPUBLIC OF MOLDOVA contains three subchapters and analyzes the evolution of the application of civil servants performance appraisal process in the Republic of Moldova. At the same time, this chapter analyzes the empirical research results of the real situation existing in public administration authorities regarding the conformity of civil servants' performance appraisal, based on the results of

questionnaires completed by civil servants and interviews with expert-evaluators. The case study, conducted within the Chisinau City Hall, reflects the implications of performance evaluation in the municipal administration process and the role of evaluation in ensuring quality public services and modernizing municipal public administration.

In the first subchapter „**The evolution of civil servants performance appraisal process in the Republic of Moldova**” is subject to the evolutionary study of regulations on the performance of civil servants.

The Republic of Moldova, as a sovereign and independent state, has initiated and implemented multiple reforms in public administration field. The evaluation component of civil servants appears as a necessity in improving the internal public management system, which leads to a better planning, coordination and organization of the civil servant activity, including the subdivision, the public organization. Initially, the concept of professional performance was regulated in the Public Service Law no. 443/1995 and in the Government Decision 522/2004, in which were exposed the stimulation instruments in obtaining the professional performances and increasing the work quality and efficiency, which presupposed the periodic attestation (once every three years) of the civil servants (art. 22), except for those holding first-class positions. In 2008, Law 443/1995 was repealed by the approval of Law no. 158/2008 [11], which regulates the procedure for civil servants’ professional performance appraisal, reflecting European practices on the impartiality, integrity and professionalism of civil servants.

A fundamental role in strengthening the implementation capacities of civil servants performance appraisal process had the Personnel Policy Directorate of the State Chancellery, elaborating various methodological guides and recommendations, such as: „Guide on civil servants professional performances appraisal”; „Guide on the non-financial motivation of civil servants. Methodical recommendations”; „Professional development of public authority staff. Internal training”; „Practical guide for public service managers - Staff motivation: Challenges and solutions”.

The efficiency of public administration and the development of a modern management in the public service are conditioned by the human resources quality, their professionalism and integrity in order to serve the public interest, as well as by the managerial skills of managing the entity’ activities. The individual performance of the civil servant presupposes a high level of professionalism and a degree of dedication in carrying out the activity. Accountability is required for key factors in ensuring an objective and equitable process for assessing the civil servants professional performance, in relation to the tasks relevant to the position, the established criteria and performance indicators. The regulations on the procedure for assessing the civil servants professional performance comply with European principles, but their implementation is

deficient. This can be explained by insufficient awareness of the role and impact of professional performance appraisal on public administration and the provision of quality public services. The results of the study show that dissensions related to performance appraisal could be mitigated by organizing ongoing training for evaluators and top managers of public entities.

The second subchapter **„Perception of civil servants on the performance appraisal process in the Republic of Moldova”** is an empirical research on the particularities of the professional performance appraisal process and the impact of this process on public administration mechanisms, in the perception of civil servants. This subchapter includes both quantitative research, applying a questionnaire at all levels of public administration, and qualitative research, performed by conducting the interview with experts.

The synthesis of the empirical research carried out by the author reveals the existence of deficiencies in the application of the normative framework regarding the civil servants' performances appraisal. These deviations are conditioned both by internal factors (poorly qualified or disinterested management in strengthening evaluation procedures, insufficient time to perform additional tasks, etc.) and by external factors (political influence, insufficient financial and human resources, low digitization of public entities). Deficiencies in procedural aspects are reflected in the improper establishment of performance objectives and indicators and in the non-compliance with the principle of transparency of performance information. In contextual terms, the individual objectives do not correspond to the SMART characteristics, and the performance indicators do not offer the possibility to measure the progress and the obtained results.

The fundamental role in the evaluation process has the evaluator, namely his professional and managerial capacities condition the motivation of recording the performances in achieving the individual objectives of the civil servant and in obtaining the efficiency and effectiveness in achieving the objectives of the public authority. The formalism of the evaluation process, the existing subjectivism and favoritism, as well as the insufficient qualification of the evaluator are the main barriers in achieving the purpose of performance evaluation.

Although civil servants attest to multiple irregularities and deviations from legal norms, performance appraisal has been described as a necessary process, mainly in order to develop professional skills and employees motivate, and less in making managerial decisions related to staff procedures and increasing accountability in the efficient accomplishment of the activity of each employee. At the same time, we can mention that almost half of the sample 49% appreciate the objective character of the evaluation process.

The investigative approach demonstrated the direct and interdependent link between individual and institutional performance. Therefore, we can note the awareness of civil servants

on the impact of their activity on the services quality provided and, respectively, on the image of the entity. The interconnection between individual and organizational performance is also determined by the common factors for increasing performance, with priority given to professional development factors through continuous training and employee motivation. In order to achieve a positive impact of civil servants performance appraisal on administration process, it is necessary to strengthen the training efforts of both evaluators and evaluated, and to identify tools to motivate and stimulate employees.

The correlation of the factors found in the quantitative and qualitative research, leads to the explanation that the situation is conditioned by political instability and politicization of public positions, increasing favoritism and not motivating the civil servant in obtaining performance. These determine the low intensity of the impact of civil servants' performance appraisal on administration process in the Republic of Moldova.

The third subchapter **„The impact of civil servants' professional performance appraisal on the public administration process in Chisinau”** reflects the continuation of empirical research, but on a narrower and more concrete sample, namely the analysis of civil servants' performance appraisal process in a public entity and identify the impact of the evaluation on the public administration process. The case study was conducted within the Chisinau City Hall, and some omissions were identified in the performance evaluation. The results of the analysis of the documents show that the purpose of highlighting the successes and impediments in the exercise of civil servants duties is not achieved, nor possibility to identify the real needs of employees professional development, in order to achieve the highest performances. The impact of civil servants' performance appraisal on the administration process is determined based on the results obtained, according to the established performance indicators. Therefore, poor planning and reporting does not allow for monitoring the progress during the year, the identification of possible problems/impediments, the accountability of stakeholders, as well as the taking of appropriate performance improvement decisions in a timely manner.

The results of the study reveal that the level of civil servants' performance appraisal in the City Hall is assessed from „good” to „very good”, respectively, the organizational performance should be at the same level. Based on the fact that the individual objectives derive from the operational objectives of the subdivisions, we can conclude that the organizational performance of the municipal public administration is supposed to be good, although the opinion of most citizens has a relatively low appreciation vector. The good and/or very good individual performance of civil servants leads to a high institutional performance with a positive impact on the administration process, which is appreciated by the degree of citizens satisfaction in public services provided. The Public Opinion Barometer both in October 2020 and in February 2021

reflects a very low level of citizens' trust in the Chisinau City Hall [1]. Therefore, we can see that the impact of civil servants performance appraisal on organizational performance is very low, and as a result there is a diminished effect on the process of public administration at the municipal level.

Conclusions in Chapter 3 show that the performance evaluation process in the Republic of Moldova is well regulated and correlated with European standards, but its implementation has multiple shortcomings; despite critical appraisals, civil servants are aware of the need to assess performance in the professional skills development, motivation and responsibility development; the evaluator has a key role to play in ensuring the objectivity and transparency of the performance evaluation process; the individual performance of civil servants is directly proportional to the organizational performance; performance evaluation is a process without impact on organizational performance, failing to trigger a positive impact on municipal administration processes.

GENERAL CONCLUSIONS AND RECOMMENDATIONS

Theoretical-methodological analysis and empirical results obtained in the research on the impact of civil servants' performance appraisal on public administration process in the Republic of Moldova outlined the formulation of the following conclusions:

1. At the international level we identify an extensive literature, which explores the evaluation of civil servants the performance on public administration process. Based on the compared studies, the most important performances are identified, the experience is studied, the instruments for measuring the individual and organizational performance are elaborated and established, the indicators of the individual performance are correlated with the organizational one. Despite the investigative effort, there are multiple issues in terms of value, content, indexing, motivation, stimulation, subjectivity, evaluation effects, etc. International studies emphasize the importance of efficiently measuring the civil servants performance, which leads to organizational performance. Thus, in search of mechanisms for streamlining national governments, civil servants performance appraisal is presented as a strategy for organizational development, with the effect of efficiency and effectiveness on management processes.

2. The scientific research of Romanian authors deals with the subject of public service performance, creating a framework of opinions regarding the strengthening of public management. It is based on performance, through managerial thinking oriented towards meeting

needs and public interest, and managerial performance being expressed by the principles of economy, efficiency and effectiveness.

3. The bibliographic reference of the local authors allowed us to find that an academic environment specialized in investigating the respective topic was formed, focused on the detailed research of the content and evaluation criteria. A fundamental contribution in the study on civil servants professional performances has the teaching staff of Public Administration Academy. The performance evaluation is analyzed from the comparative aspect of the international experience with the national particularities, according to the aspirations of the Republic of Moldova for EU accession. The impediments and shortcomings of the performance evaluation process were found, based on the interpretations of the legal framework.

4. The theoretical reference, addresses extensively the importance of performance evaluation, the need to measure performance, highlighting the most effective measurement methods. The least studied segment in the international and national investigative area is the impact of civil servants' performance appraisal on the public administration process. Thus, the results of the present research add scientific value, covering this aspect less studied at international level and practically not studied at national level.

5. The methodological framework for studying the impact of civil servants' performance on the administration process is focused on the conceptual research of the terms impact, performance, evaluation, administration process, on the study of classical managerial and motivational theories, as well as on identifying and establishing the quality government indicators. Based on the principles of objectivity, consistency, correlation, validity and demonstration, the methodological framework led to obtaining optimal results in the theoretical-empirical scientific research of the paper.

6. The USA emphasized the importance of public policies quality in the human resources management development, in order to ensure a high level of efficiency and effectiveness in the administration of public affairs. The US practice is characterized by the individual, collective and organizational performance evaluation, which starts from the strategic planning of the entity and the annual performance planning. The decentralized character of the performance evaluation process, by applying the traditional hierarchical method and the 360-degree method offers the public entities the freedom to choose their own evaluation method, depending on the specifics of the activity. US policy has focused on tools to maximize the performance of officials and take the necessary measures in relation to poor performance. The performance management system in the USA is an innovative one, ensuring a high level of transparency and eliminating bureaucracy through the digital application „USA Performance”. Effective management of performance

management, rigorous performance standards, and the alignment of individual and organizational goals have demonstrated the positive impact on U.S. governance processes.

7. The analysis of the experience of the EU Member States reveals the unanimity of the implementation of the performance evaluation process, highlighting the homogeneous and heterogeneous components of the process. Performance evaluation models are characterized by their grouping: depending on the periodicity of the evaluation (annual, half-yearly, annual and half-yearly, once in 3 years, 3 times throughout the activity), depending on the procedural context in applying the evaluation (traditional - hierarchical, self-assessment and the 360-degree method). EU Member States emphasize the need for the training of civil servants, including beginner civil servants, and in order to reduce / eliminate the risk of defective evaluation, some states regulate the obligation to train evaluators. The principle of performance transparency is ensured by publishing information on current performance and rewards on electronic platforms and / or on official websites of public entities, which is a tool for empowering officials to perform established tasks and objectives.

8. Lithuania's practice to making progress in public administration reform, an ex-Soviet state with a similar historical evolution and an administrative system close to that of the Republic of Moldova, demonstrates the tenacity and diligence of the Lithuanian authorities in meeting the conditions for streamlining public administration. The development of performance management, focused on efficiency, transparency and strengthening the decision-making process in the budgetary system has contributed to strengthening the determinants of public administration reform, and, as a result, EU and NATO accession. At the same time, the public service has deficiencies in the application of the principles of efficient public administration, emphasizing the lack of correlation of performance with the Strategic Plan and the inappropriate use of information regarding performance. The distinctive aspects of the Lithuanian model of performance appraisal compared to that of the Republic of Moldova are reflected by the creation of appraisal commissions, starting with the recruitment procedure and ending with the performance appraisal of civil servants.

9. The analysis of the experiences of the Eastern Partnership states in order to use the evaluation of public service performance highlighted the fact that all states, except the Republic of Belarus, have regulated and introduced this process in the human resources management system. The Republic of Moldova was the first EP country which established a regulatory framework and implement the civil servants' performance appraisal. At the same time, beginners in the application of performance evaluation are Armenia, Azerbaijan and Georgia, introducing this process since 2017. The Eastern Partnership countries are aware of the importance of performance appraisal and emphasize the need to implement it in the professional development

of civil servants, and the common difficulties and impediments that all states face in the proper application of appraisal are subjectivism, public service dependence on political influences and lack of transparency.

10. The concept of professional performance in the public service of the Republic of Moldova was initially defined in the Public Service Law no. 443/1995, where the instruments for assessing the level of professionalism of civil servants were provided by attesting them once every 3 years. The strengthening of the public administration found its continuity in the Public Administration Reform Strategy, emphasizing the improvement of the human resources management oriented in the creation of a professional public service. Thus, Law 158/2008 and Government Decision no. 201/2009 regulates the performance appraisal process, on each procedural stage. The appreciation of the evaluation process is characterized by subjectivism (swelling of the grades regarding the results), having a negative impact on the efficiency of the employees' activity. So, the evolutionary dynamics of civil servants' performance appraisal process in the Republic of Moldova has registered essential progress in public administration reform. The regulations on the procedure for assessing the professional performance of civil servants comply with European principles, but their implementation is deficient.

11. The comparative study of the governance quality indicators in the European space reveals the lowest level of governance quality in the Republic of Moldova, placing state on the last. Compared to the EP countries, the Republic of Moldova, to the legal framework quality indicator, ranks 3rd out of 6 states. At the same time, the dynamic analysis of the government efficiency indicator in the Republic of Moldova highlights the regressive trend in 2019 compared to 1996, although the civil servants results were reported to be good and very good.

12. Empirical research has confirmed the existence of impediments in the proper application of the normative framework on performance evaluation. These aim at non-compliance with the procedural provisions at each stage of the evaluation process; incomplete setting of individual objectives (reduced communication between manager and employee); the objectives set do not meet the SMART characteristics; performance indicators do not fully allow the measurement of the results obtained; lack of transparency of performance information; insufficient qualification of evaluators. In general, performance appraisal was perceived as a necessary process in developing professional skills and motivating employees. For most civil servants, the subject is quite sensitive, approaching it critically, identifying more weaknesses and risks for the future. The application study demonstrated the direct and interdependent connection between individual and organizational performance, which means that the public administration process depends on the effective results of each employee.

13. The empirical research of civil servants' performances appraisal within the PMC Apparatus highlights impediments in regulations observance of this process, situation motivated by the insufficiency of financial, qualified human and time resources. The low attractiveness of the civil service at the local level favored the large number of vacancies and, as a result, the overloading of employees with additional tasks and duties. At the same time, the lack of managerial accountability and monitoring tools at different procedural stages conditioned the registration of omissions in the evaluation process. The annual planning and reporting of activities is deficient. Operational objectives are not set properly and performance indicators are product and not result or efficiency. They do not offer the possibility to measure the progress, as well as to make the appropriate decisions to improve performance. The lack of the procedure for evaluating the organizational performances, according to some efficiency indicators and the correlation of the results obtained at individual level, conditions the impossibility of determining the impediments in ensuring good governance.

14. The research results highlighted the ways of civil servants' performance appraisal, which lead to optimizing the evaluation and streamlining the administration process, such as: connecting individual performance to organizational ones, developing strategic performance plans for each public entity; ensuring transparency on individual performance, by placing information on the electronic platform; application of the 360-degree performance evaluation method, which involves the evaluation of the employees' activity not only by the direct manager, but also by colleagues, clients (citizens) and self-evaluation; application of accountability mechanisms by: a) analysis and control of the entire performance evaluation process (correct establishment of objectives, performance indicators and evaluation ratings), b) the obligation to certify evaluators on performance evaluation skills.

As a result of research, we formulate the following recommendations for optimizing the civil servants' performance appraisal process, which will contribute to streamlining the achievement of individual and organizational objectives, having a positive impact on the public administration process in the Republic of Moldova:

1. Elaboration of the legal framework to implement the organizational performance appraisal process.
2. Improving the regulatory framework by establishing the following provisions:
 - establishment of managerial accountability mechanisms, by: a) periodic control of the conformity of the performance evaluation process (correct establishment of objectives, performance indicators and evaluation ratings), b) elaboration and publication of Good Governance Reports of the public entity;

- increasing the organizational performance at local level with a positive impact on the public administration process, by reporting annually the obtained results, using a series of performance indicators;
 - the obligation to ensure the transparency of performance information on the official website of each public entity, respecting the legal framework for the protection of personal data (the information will contain a statistical analysis of the number of civil servants employed, the number of civil servants evaluated and the percentage of civil servants audiences evaluated by categories of evaluation ratings);
 - the omission of the existing gaps of differentiated interpretation of the legal framework, of limiting the right of the civil servant to benefit from the salary performance increase, in case of transfer employment;
 - the obligation to train the evaluators in the correct implementation of each stage of the evaluation process and their attestation regarding the assessment skills, and performance measurement.
3. Creating a governmental performance platform, containing various modules: narrative description of the entire evaluation process (useful information for all factors involved in the process); information of the public entity performance as a result of the assessment by other state structures on each area of competence and by the citizens.
 4. Implementation of the 360-degree model for evaluating the leading civil servants performance, which involves evaluation both by the direct leader and subordinates. This appraisal model will increase managerial responsibility and teamwork skills.
 5. Optimizing professional development programs, by extending the training topics for civil servants within local public authorities.
 6. Launch of the initiative „Reserve of young staff of the President of the Republic of Moldova” to support competitive and creative young people. This project will open a unique opportunity for the most prepared and experienced young people to take responsible positions in the public administration system.
 7. In order to increase the prestige of the civil service, disseminate best practices in public administration, identify and encourage the most talented civil servants and improve the motivation system, it is proposed to hold the annual contest „Best Civil Servant of the Republic of Moldova”, and at the level of the municipal entity „The best civil servant of Chisinau Municipality”.
 8. Training of staff involved in the annual activity planning and reporting process.

9. Establishing the tools for holding the human resources management subdivisions and evaluators accountable in ensuring the proper conduct of the performance evaluation process within the public entity.

The perspectives of the research of the scientific problem reside in the development and deepening of the scientific investigations regarding the impact of civil servants' performance appraisal on the public administration process in the Republic of Moldova. In this sense, requesting in-depth studies in identifying and measuring the impact, developing real and measurable indicators; analysis of the correlations between the evaluation of individual performance and organizational performance; finding more efficient mechanisms for budgeting organizational performance. At the same time, it is important to study the experience of some states that have advanced in the field, to identify the applied innovations and to extract what can be useful for the Republic of Moldova.

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ADNOTARE

Varzari Ana. Impactul evaluării performanțelor funcționarilor publici asupra procesului de administrare în Republica Moldova.

Teză de doctor în științe administrative. Chișinău, 2021.

Structura tezei: adnotare, introducere, trei capitole, concluzii generale și recomandări, bibliografie din 259 de titluri, 12 anexe, 152 pagini text de bază, 31 figuri, 15 tabele. Rezultatele obținute sunt publicate în 15 lucrări științifice.

Cuvinte-cheie: funcționar public, performanță, eficiență, eficacitate, evaluarea performanței, performanță individuală, performanță organizațională, impactul evaluării, proces de administrare, Republica Moldova, Uniunea Europeană, Parteneriat Estic.

Domeniu de studiu: administrația publică; organizarea și dirijarea în instituțiile administrației publice; servicii publice.

Scopul lucrării constă în determinarea impactului evaluării performanțelor funcționarilor publici asupra procesului de administrare publică în Republica Moldova și identificarea modalităților de optimizare a evaluării performanțelor în vederea eficientizării administrării publice.

Obiectivele lucrării constau în: sintetizarea referențialului teoretico-metodologic privind evaluarea performanțelor funcționarilor publici și identificarea gradului de studiere a acestuia în literatura științifică internațională și națională; elaborarea cadrului metodologic de studiere a impactului evaluării performanțelor funcționarilor publici asupra procesului de administrare; analiza practicii internaționale în evaluarea performanțelor funcționarilor publici și impactul acesteia asupra procesului de administrare (SUA, UE, Parteneriatul Estic); studiul evoluției procesului de evaluare a performanței profesionale a funcționarilor publici în Republica Moldova; estimarea corelațiilor percepției funcționarilor publici asupra procesului de evaluare a performanțelor din Republica Moldova; realizarea studiului de caz privind impactul evaluării performanțelor profesionale ale funcționarilor publici asupra procesului de administrare publică în municipiul Chișinău; formularea concluziilor și recomandărilor privind dezvoltarea metodologiei de evaluare a performanțelor funcționarilor publici cu relevarea impactului acestuia asupra eficientizării procesului de administrare în Republica Moldova.

Noutatea și originalitatea științifică a lucrării constă în analiza teoretico-aplicativă a impactului evaluării performanțelor funcționarilor publici asupra procesului de administrare. În acest sens, au fost concretizate și definite noțiunile de bază, elaborate propriile definiții. Studiul comparat al metodologiei de evaluare a performanțelor funcționarilor publici derivă din experiențele statelor analizate, oferind perspective inovative privind aranjamentele bazate pe performanță pentru funcționari publici și modul de a putea constitui un regim integrat de performanță individuală și organizațională. Analiza corelativă a percepției funcționarilor publici privind impactul evaluării performanțelor asupra procesului de administrare publică, efectuată pentru prima dată în Republica Moldova, a procesat date generale, aspecte structurale, procedurale, informaționale ale evaluării performanței. Concentrarea pe studiul de caz referitor la impactul evaluării performanței funcționarilor publici asupra procesului de administrare a municipiului Chișinău a permis identificarea spectrului de instrumente și descrierea acestora în vederea optimizării evaluării performanțelor funcționarilor publici, conducând spre eficientizarea administrației publice.

Problema științifică importantă soluționată constă în fundamentarea științifică a impactului evaluării performanțelor funcționarilor publici asupra procesului de administrare publică în Republica Moldova, fapt ce a condus la identificarea modalităților de optimizare a evaluării performanțelor în vederea eficientizării procesului de administrare publică.

Semnificația teoretică a cercetării rezultă din analiza aparatului categorial și teoriilor privind evaluarea performanței funcționarilor publici și rolul acesteia în fortificarea procesului de administrare publică, din identificarea celor mai optime metode internaționale de evaluare a performanțelor, prin prisma indicatorilor de bună guvernare și a studiului de caz privind impactul evaluării performanțelor funcționarilor publici asupra procesului de administrare publică.

Valoarea aplicativă a lucrării rezidă în posibilitatea implementării rezultatelor cercetării în planificarea acțiunilor de reformare a sistemului de administrare publică, cu referire la gestionarea funcției publice și a funcționarului public. Recomandările formulate pot fi folosite la elaborarea politicilor și procedurilor de evaluare a performanțelor funcționarilor publici, inclusiv la inițierea instruirilor de dezvoltare profesională a funcționarilor publici de conducere (evaluatorilor), în vederea fundamentării cunoștințelor teoretice și practice de gestionare a procesului de evaluare a performanțelor.

Implementarea rezultatelor științifice. Rezultatele cercetării științifice au fost diseminate în cadrul conferințelor naționale și internaționale și în articolele publicate în reviste de specialitate. Recomandările au fost expediate spre implementare Cancelariei de Stat a Republicii Moldova.

ANNOTATION

Varzari Ana. The impact of the performance evaluating of civil servants on the administration process in the Republic of Moldova.

Doctoral thesis in administrative sciences. Chisinau, 2021.

Thesis Structure: annotation, introduction, three chapters, general conclusions and recommendations, 259 references, 12 annexes, 155 text pages, 31 graphics, 15 tables. The findings are reflected in 15 published research papers.

Key Words: civil servant, performance, efficiency, effectiveness, performance evaluation, individual performance, organizational performance, impact of evaluation, administration process, Republic of Moldova, European Union, Eastern Partnership.

Area of study: public administration, organization and management in public administration institutions, public services.

The aim of the paper is to determine the impact of performance appraisal of civil servants on the process of public administration in the Republic of Moldova and to identify ways to optimize the performance evaluation in order to streamline public administration.

Objectives of the paper are: synthesis of the theoretical and methodological reference regarding the evaluation of the performances of the civil servants and the identification of its degree of study in the international and national scientific literature; elaboration of the methodological framework for studying the impact of evaluating the performances of civil servants on the administration process; analysis of international practice in evaluating the performance of civil servants and its impact on the administration process (USA, EU, Eastern Partnership); study of the evolution of the process of evaluating the professional performance of civil servants in the Republic of Moldova; estimating the correlations of the perception of civil servants on the performance evaluation process in the Republic of Moldova; conducting the case study on the impact of evaluating the professional performance of civil servants on the public administration process in Chisinau; formulating the conclusions and recommendations regarding the development of the methodology for evaluating the performances of civil servants with the revelation of its impact on the efficiency of the administration process in the Republic of Moldova.

Scientific novelty and originality consists in the theoretical-applied analysis of the impact of the performance evaluation of the civil servants on the administration process. In this sense, the basic notions were elaborated and defined, elaborated their own definitions. The comparative study of the methodology for evaluating the performance of civil servants derives from the experiences of the analyzed states, offering innovative perspectives on performance-based arrangements for civil servants and how to establish an integrated regime of individual and organizational performance. The correlative analysis of the perception of civil servants regarding the impact of performance evaluation on the public administration process, performed for the first time in the Republic of Moldova, processed general data, structural, procedural, informational aspects of performance evaluation. Focusing on the case study on the impact of performance evaluation of the civil servants on the Chisinau administration process allowed the identification of the spectrum of tools and their description in order to optimize the evaluation of civil servants' performance, leading to efficiency of public administration.

Important scientific issue consists in the scientific substantiation of the impact of the evaluation of the performances of civil servants on the public administration process in the Republic of Moldova, which led to the identification of ways to optimize the performance evaluation in order to streamline the public administration process.

The theoretical significance of the research results from the analysis of the categorical apparatus and the theories regarding the civil servants performance appraisal and its role in strengthening the public administration process, identifying the best international methods of performance evaluation, in terms of good governance indicators and case study on impact of civil servants performance appraisal on the public administration process.

Applicative value of the research lies in the possibility of implementing research results in planning actions to reform the public administration system, with reference to the management of the civil service and the civil servant. The recommendations can be used to develop policies and procedures for civil servants' performance appraisal, including initiating training for the professional development of senior civil servants (evaluators), in order to substantiate the theoretical and practical knowledge of managing the performance appraisal process.

Application of the research findings. The results of scientific research have been disseminated in national and international conferences and in articles published in specialty journals. The recommendations were sent to the implementation of the State Chancellery of the Republic of Moldova.

АННОТАЦИЯ

Варзарь Ана. Влияние оценки работы государственных служащих на административный процесс в Республике Молдова.

Докторская диссертация по административным наукам. Кишинев, 2021 г.

Структура диссертации: аннотация, введение, три главы, общие выводы и предложения, библиография (259 наименований), 12 приложений, 155 страниц основного текста, 31 рисунков, 15 таблиц. Полученные результаты нашли отражение в 15 научных работах.

Ключевые слова: государственный служащий, производительность, эффективность, результативность, оценка производительности, индивидуальная производительность, эффективность организации, влияние оценки, административный процесс, Республика Молдова, Европейский Союз, Восточное партнерство.

Область исследования: публичное управление; организация и руководство в учреждениях публичного управления; публичные услуги.

Цель исследования является: определение влияния оценки эффективности работы государственных служащих на процесс государственного управления в Республике Молдова и определить пути оптимизации оценки деятельности в целях оптимизации государственного управления.

Задачи исследования заключаются в: синтез теоретико-методологического справочника по оценке деятельности государственных служащих и определение степени их изучения в международной и национальной научной литературе; разработка методологической базы для изучения влияния оценки деятельности государственных служащих на процесс управления; анализ международной практики оценки деятельности государственных служащих и ее влияния на процесс администрирования (США, ЕС, Восточное партнерство); изучение эволюции процесса оценки профессиональной деятельности государственных служащих в Республике Молдова; оценка корреляции восприятия государственным служащим процесса оценки деятельности в Республике Молдова; проведение тематического исследования о влиянии оценки профессиональной деятельности государственных служащих на процесс государственного управления в Кишиневе; формулирование выводов и рекомендаций относительно разработки методологии оценки деятельности государственных служащих с выявлением ее влияния на эффективность административного процесса в Республике Молдова.

Научная новизна и оригинальность работы: заключается в теоретико-прикладном анализе влияния оценки деятельности государственных служащих на процесс управления. В этом смысле были разработаны и определены основные понятия, выработаны собственные определения. Сравнительное исследование методологии оценки результатов деятельности государственных служащих основывается на опыте анализируемых государств, предлагая новаторские взгляды на механизмы, основанные на результатах деятельности государственных служащих, и способы построения интегрированного режима индивидуальной и организационной деятельности. Корреляционный анализ восприятия государственным служащим влияния оценки эффективности на процесс государственного управления, проведенный впервые в Республике Молдова, обработал общие данные, структурные, процедурные, информационные аспекты оценки эффективности. Сосредоточение внимания на тематическом исследовании о влиянии оценки работы государственных служащих на административный процесс в Кишиневе позволило идентифицировать спектр инструментов и их описание с целью оптимизации оценки работы государственных служащих, что привело к эффективности государственного управления.

Главная решенная научная проблема состоит в научном обосновании влияния оценки деятельности государственных служащих на процесс государственного управления в Республике Молдова, что привело к выявлению путей оптимизации оценки эффективности с целью оптимизации процесса государственного управления.

Теоретическая значимость исследования вытекает из анализа категориального аппарата и теорий относительно оценки эффективности государственных служащих и их роли в укреплении процесса государственного управления, из определения лучших международных методов оценки эффективности с точки зрения показателей эффективного управления и тематического исследования, о влиянии оценки эффективности государственных служащих в процессе государственного управления.

Прикладная ценность исследования заключается в возможности применения результатов исследования при планировании действий по реформированию системы государственного управления применительно к управлению государственной службой и государственным служащим. Рекомендации могут быть использованы для разработки политики и процедур оценки работы государственных служащих, включая начало обучения для повышения квалификации старших государственных служащих (оценщиков), с целью обоснования теоретических и практических знаний по управлению процессом служебной аттестации.

Внедрение научных результатов. Результаты научных исследований были распространены на национальных и международных конференциях и в статьях опубликованных в специализированных журналах. Рекомендации были отправлены в реализацию Государственной Канцелярии Республики Молдова.

VARZARI Ana

**THE IMPACT OF CIVIL SERVANTS PERFORMANCE
APPRAISAL ON THE ADMINISTRATION PROCESS IN THE
REPUBLIC OF MOLDOVA**

**Specialization: 563.02 - ORGANIZATION AND MANAGEMENT IN
PUBLIC ADMINISTRATION INSTITUTIONS; PUBLIC SERVICES**

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