

PERFORMANCE EVALUATION SYSTEMS IN THE PUBLIC SECTOR

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ABSTRACT: *Performance is a term that defines the purpose, namely the successful fulfillment of one or more activities performed by an organization. Performance assessment is a concept that cannot be defined exactly because it exceeds the scope of a particular scientific field. In the public sector, performance is difficult to identify because the processes are more difficult to quantify than in the private sector where the main purpose is profit. The paper aims to present the first major performance evaluation systems used in the public sector, followed by the advantages and disadvantages arising from their application and ends with conclusions and proposals to improve public sector performance. The paper will have a special section devoted to the status of implementation of performance evaluation systems in the public sector in Romania. Research methodology aims studying literature and law.*

KEY WORDS: *Public administration, performance, indicators, systems of evaluation.*

JEL CODE: *K 23, K 29*

1. INTRODUCTION

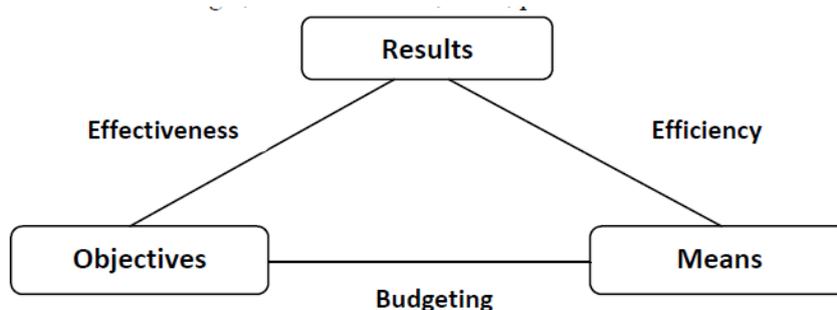
Defining the concept of performance in the public sector, the major concern of theorists and practitioners is a difficult process. The difficulty of defining this concept derives from the complexity of public sector characterized by public policy development and implementation and service delivery. The public performance environment is very difficult to quantify or identify because there is an economic criterion, based on concrete figures reflecting profit, which are necessary for the assessment of the level achieved by a business organization.

Improving public sector performance is an objective which has an important role in the political agenda of all industrialized countries. Public sector performance generally is closely related to the overall economic performance of different countries.

Performance analysis of an organization involves establishing a relationship between the results, means and objectives, namely an approach is needed in terms of effectiveness, efficiency and budgeting. (Profiroiu, M., 2001, p. 8)

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Figure 1. The Performance Triangle, Source Profiroiu, 2001, p. 8



The work is divided into two major parts: one dealing with performance evaluation systems and tools in the public sector and the - the second part focuses on the status of implementation of these tools for performance measurement in the public sector in Romania.

2. PERFORMANCE EVALUATION SYSTEMS IN THE PUBLIC SECTOR

The various concerns expressed at various levels of decision making led to outlining several dimensions of performance (OECD, 1995). In OECD countries, it can evaluate performance using several general categories of measurements (Profiroiu, A., Profiroiu M., 2007, pp. 41 - 50) :

a) Measuring the economy of resources that can be defined as obtaining resources of appropriate quality, lower cost than expected. In this evaluation should include all relevant costs. A measure of economic resources may be the ratio of purchase prices of inputs or resources and expected value, the program or adopted as a goal.

b) Measurement of costs, means: which involves measuring the monetary expression of the consumption of resources designed to provide a certain volume of services. It may be difficult when some organizations receive free services from other public organizații where accounting system is based solely on financial accounts.

c) Measure effectiveness: has the relationship between the result obtained and the means used to obtain it. A process is effective if you get maximum results possible from a given amount of resources or uses minimal resources if a given volume of results. Any public organization would be discussed, the issue consumed means more acutely required, as the state tries to minimize budgets, given the difficult economic context in which it is found.

d) Measurement of effectiveness: considers the ability of a business to produce the desired result. Quantifying them is given by the ratio between the result obtained and objective in initiating a program. This means that the objective is defined in advance and the result can be measured using an indicator.

e) Quality measurement services: tracking the extent to which the product or service needs of the consumers.

In this respect, the quality encompasses the effectiveness of a program. However, generally we use this term in a narrow sense, by reference to the immediate or direct needs of users, such as punctuality, accuracy, continuity and adaptability of services, level of comfort and kindness encountered in obtaining service. However quality is not adequately reflected by indicators based on quantitative measures of products.

f) Financial performance measurement: it is therefore mainly economic public services.

g) Global performance measurement: the scale performance has addressed globally.

In public organizations, performance can be measured using performance measurement systems that require teamwork of many actors in the organization.

Performance measurement systems have different features and are located in an evolving within an organization, this development is influenced by factors related to internal or external environment of an organization and can say in this regard that are open systems. These factors often determine the outcome generated by using a measuring system, which can influence the result in a positive or negative manner organization. One of the factors is performance measurement model on which it will conduct a performance measurement system. In most cases a system of performance measurement will be implemented based on a model of performance measurement that will determine which route will follow this system to identify activities to be measured, their importance in reflecting the organization's performance and indicators use performance, to analyze results. (Raboca, H., 2008, p. 30)

Performance measurement systems can be defined as "those systems designed to measure and highlight performance" in terms of their concrete results are achieved thus highlighting erformanță level achieved in an organization. (Raboca, H., 2008, p. 29)

To get a system for measuring the performance of an organization must take into account all the elements that define the organization, ie human, financial, material, informational, involved in actions carried out by the organization.

These elements can generate a performance measurement system as unquantifiable, and enables the description of a certain level of performance achieved by the organization and its objectives.

The first process of a performance measurement system as development strategy and clarify the objectives of the organization in order to establish the environment in which the system will apply. The second is related to the smooth running of activities and implementing organizational strategy, the proposed standards are achieved in these activities, and application performance measurement system, correlated to standards in order to improve the overall performance of the activities.

In defining a system of performance measurement, we must have regard to performance standards. These are considerations on what is expected from the organization or the services it offers. Those standards "must be accurate in order to deliver then specific criteria for assessing the performance achieved in the organization." (Nica, P., Iftimescu, A., 2004, p. 79)

In public administration is difficult to observe and quantify results obtained in terms of performance standards, but may be important providers of data for building systems performance measurement or definition of means of evaluation of who will apply a system performance measurement. The performance standards are clearly formulated and

based on some well-defined goals, the performance measurement operations or data collection will be more efficient.

Performance measurement systems can be a source of evaluation and control, which through use lead to the creation of a general picture, on the situation in the organization. This can identify departments, initiating a powerful, efficient and familiar negative deviations in the sense of their inefficiency. By applying these systems can achieve a more precise control in order to meet successfully the specific activities, the delivery of public services, to achieve the goals of the institution. The evaluation function within the organization is constituted so as a management tool by which the manager can observe all aspects causing effectiveness or efficiency activities.

Performance measurement systems can reduce process costs of providing a public service by monitoring and improving the budget process, and how to achieve expenditure. It is also important to take into account citizen satisfaction, and the degree of confidence that it has to the institution, raising these issues can be achieved by increasing the quality and reduce the costs of providing certain services or achievement of objectives .

Increasing adaptability to the requirements of citizens will come as a consequence of implementation of performance measurement systems that take into account aspects related to the needs and problems of their public policy and public service delivery efficiency and quality.

Recital that the increased resources will lead to performance management is the "biggest mistake is to believe that prospects will improve if a product will" pump "him increasingly more resources".(Drucker,P., F., 2001, p. 54).

This statement reflects the need to implement and constant use of systems for measuring performance, through them offering a new perspective to improve the services and products, not only by funding but through the strategic planning of all activities, increase efficiency human resources, allocation of time for observing potential for increased performance levels.

Instruments for measuring the performance of public institutions

The main instruments that are used to measure the performance of public institutions are Common Assessment Framework for the functioning of public institutions (CAF) and Balanced Scorecard (BSC). Iribarne and Verdoux (2008, p. 47) proposed measure performance through benchmarking, which consists in precisely positioning the entity's performance relative to the surrounding world.

The Common Assessment Framework (CAF) is a total quality management tool developed by the public sector for the public sector, inspired by the Excellence Model of the European Foundation for Quality Management (EFQM®). It is based on the premise that excellent results in organisational performance, citizens/customers, people and society are achieved through leadership driving strategy and planning, people, partnerships, resources and processes. It looks at the organisation from different angles at the same time: the holistic approach to organisation performance analysis. (CAF 2013, p. 9).

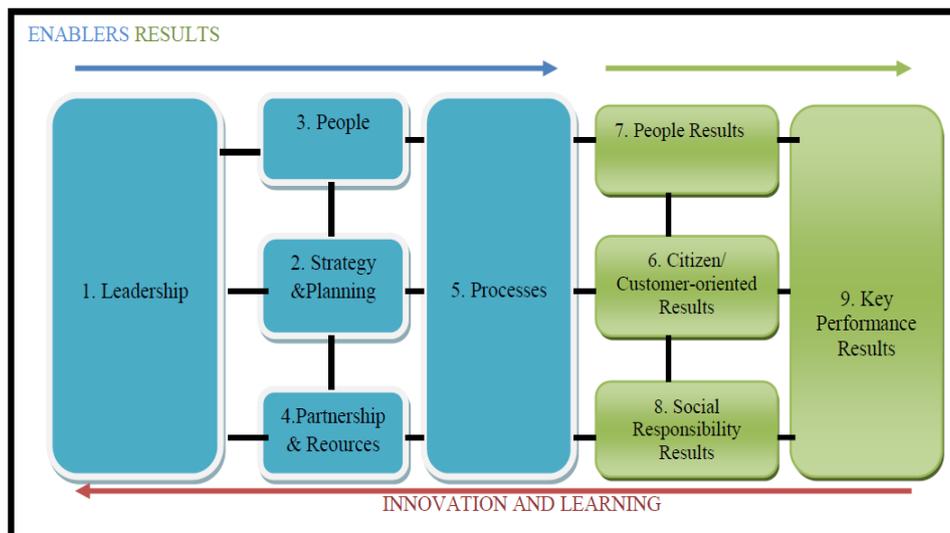
The CAF is available in the public domain, is free of charge and is offered as an easy-to-use tool to assist public sector organisations across Europe in using quality management techniques to improve performance. The CAF has been designed for use in all parts of the public sector, and is applicable to public organisations at the European, national/ federal, regional and local level.

The CAF aims to be a catalyst for a full improvement process within the organisation and has five main purposes (CAF 2013, p. 9):

1. to introduce public administrations into the culture of excellence and the principles of TQM;
2. to guide them progressively to a fully-fledged PDCA (PLAN, DO, CHECK, ACT) cycle;
3. to facilitate the self-assessment of a public organisation in order to obtain a diagnosis and a definition of improvement actions;
4. to act as a bridge across the various models used in quality management, both in public and private sectors;
5. to facilitate bench learning between public sector organisations.

Organisations that are starting to implement the CAF have the ambition to grow towards excellence in their performance and want to introduce a culture of excellence in the organisation. Effective use of the CAF should, in time, lead to the further development of this type of culture and thinking within the organisation.

Figure 2. The CAF Model, SursaCAF 2013, p. 9



The nine-box structure identifies the main aspects requiring consideration in any organisational analysis.

Criteria 1-5 deal with the managerial practices of an organisation: the so-called Enablers. These determine what the organisation does and how it approaches its tasks to achieve the desired results. In criteria 6-9, Results achieved in the fields of citizens/customers, people, social responsibility and key performance are measured by perception and performance measurements. Each criterion is further broken down into a list of sub-criteria. The 28 sub-criteria identify the main issues that need to be considered when assessing an organisation. They are illustrated by examples that explain the content of the sub-criteria in more detail and suggest possible areas to address, in order to explore

how the administration meets the requirements expressed in the sub-criterion. These examples represent a lot of good practices from all over Europe. Not all of them are relevant for every organisation, but many can be considered as points of attention during self-assessment. Integrating the conclusions from the assessment of the enablers and results criteria into the managerial practices constitutes the continuous innovation and learning cycle that accompanies organisations on their way towards excellence.(CAF 2013, p.10)

Ten steps to improve organisations with CAF(CAF 2013, p.13):

Phase 1: The start of the CAF journey

- Step 1: Decide how to organise and plan the self-assessment;
- Step 2: Communicate the self-assessment project;

Phase 2: Self-assessment process

- Step 3: Compose one or more self-assessment groups;
- Step 4: Organise training;
- Step 5: Undertake the self-assessment;
- Step 6: Draw up a report describing the results of self-assessment;

Phase 3: Improvement plan /prioritisation

- Step 7: Draft an improvement plan, based on the accepted self-assessment report;
- Step 8: Communicate the improvement plan;
- Step 9: Implement the improvement plan
- Step 10: Plan next self-assessment.

Kaplan and Norton (1996, p. 322) suggest that the performance of an entity to be based on a performance monitoring system called "Balanced Scorecard". This method helps the entity to correlate long-term strategies with short-term actions.

The Balanced Scorecard (BSC) is a strategy performance management tool - a semi-standard structured report, supported by design methods and automation tools, that can be used by managers to keep track of the execution of activities by the staff within their control and to monitor the consequences arising from these actions.(2GC Balanced Scorecard Usage Survey, 2014).

The critical characteristics that define a balanced scorecard are (FAQ Answer: What is the Balanced Scorecard?, 2014):

- its focus on the strategic agenda of the organization concerned
- the selection of a small number of data items to monitor
- a mix of financial and non-financial data items.

Using the "balanced scorecard" performance is measured in four interrelated perspectives:

- transposing the vision into goals;
- connection and communication strategy at all levels of the organization;
- business planning;
- feedback and learning.

Type approach "balanced scorecard" in terms of public sector entities underwent various nuances.

In this regard, we note the initiative of the Institute for Clinical Evaluation in natural sciences (ICES) based in Canada, which issued a report on the development of "balanced scorecard" for public health. (Weir et al., 2009, p. 3)

Table 1. The four quadrants of the model "balanced scorecard" proposed by ICES for public health

Place determinants on health	Community commitment
Existing resources and services	Integration and responsiveness

Also along the lines of "balanced scorecard" common Charlotte North Carolina, USA has developed their own evaluation model, which is founded on the following questions: The city offers services expected by citizens? Services are provided at an acceptable cost? It can replace the manner in which the service is provided and to use more effectively? Services technologies and skills remain at a satisfactory level to continuously improve these processes?(Ștefănescu, A., et all, 2010, pp. 225-242)

Balanced scorecard is an example of a closed-loop controller or cybernetic control applied to the management of the implementation of a strategy.(Muralidharan, Raman, 2004)

Closed-loop or cybernetic control is where actual performance is measured, the measured value is compared to an expected value and based on the difference between the two corrective interventions are made as required. Such control requires three things to be effective:

- a choice of data to measure,
- the setting of an expected value for the data,
- the ability to make a corrective intervention.

Within the strategy management context, all three of these characteristic closed-loop control elements need to be derived from the organisation's strategy and also need to reflect the ability of the observer to both monitor performance and subsequently intervene - both of which may be constrained.(Ouchi, W. G., 1977).

The first generation of balanced scorecard designs used a "4 perspective" approach to identify what measures to use to track the implementation of strategy. `The original four "perspectives" proposed were (Kaplan, Robert S; Norton, D. P., 1992, pp. 71-79):

- Financial: encourages the identification of a few relevant high-level financial measures. In particular, designers were encouraged to choose measures that helped inform the answer to the question "How do we look to shareholders?" Examples: cash flow, sales growth, operating income, return on equity.
- Customer: encourages the identification of measures that answer the question "How do customers see us?" Examples: percent of sales from new products, on time delivery, share of important customers' purchases, ranking by important customers.
- Internal business processes: encourages the identification of measures that answer the question "What must we excel at?" Examples: cycle time, unit cost, yield, new product introductions.
- Learning and growth: encourages the identification of measures that answer the question "How can we continue to improve, create value and innovate?". Examples: time to develop new generation of products, life cycle to product maturity, time to market versus competition.

Second generation balanced scorecard

In the mid-1990s, an improved design method emerged.(*Olve, Nils-Göran; Roy, J.; Wetter, M., 1999*)

In the new method, measures are selected based on a set of "strategic objectives" plotted on a "strategic linkage model" or "strategy map". With this modified approach, the strategic objectives are distributed across the four measurement perspectives, so as to "connect the dots" to form a visual presentation of strategy and measures. (Kaplan, Robert S.; Norton D. P., 1996, pp. 53–79)

In this modified version of balanced scorecard design, managers select a few strategic objectives within each of the perspectives, and then define the cause-effect chain among these objectives by drawing links between them to create a "strategic linkage model". A balanced scorecard of strategic performance measures is then derived directly by selecting one or two measures for each strategic objective. (Lawrie, Gavin J G; Cobbold, I , 2004)

This type of approach provides greater contextual justification for the measures chosen, and is generally easier for managers to work through. This style of balanced scorecard has been commonly used since 1996 or so: it is significantly different in approach to the methods originally proposed, and so can be thought of as representing the "2nd generation" of design approach adopted for balanced scorecard since its introduction.

Third generation balanced scorecard

In the late 1990s, the design approach had evolved yet again. One problem with the "second generation" design approach described above was that the plotting of causal links amongst twenty or so medium-term strategic goals was still a relatively abstract activity. In practice it ignored the fact that opportunities to intervene, to influence strategic goals are, and need to be, anchored in current and real management activity. Secondly, the need to "roll forward" and test the impact of these goals necessitated the creation of an additional design instrument: the Vision or Destination Statement. This device was a statement of what "strategic success", or the "strategic end-state", looked like. It was quickly realized that if a Destination Statement was created at the beginning of the design process, then it was easier to select strategic activity and outcome objectives to respond to it. Measures and targets could then be selected to track the achievement of these objectives. Design methods that incorporate a Destination Statement or equivalent (e.g. the results-based management method proposed by the UN in 2002) represent a tangibly different design approach to those that went before, and have been proposed as representing a "third generation" design method for balanced scorecards.

(Lawrie, Gavin J G; Cobbold, I ,2004)

Design methods for balanced scorecards continue to evolve and adapt to reflect the deficiencies in the currently used methods, and the particular needs of communities of interest (e.g. NGO's and government departments have found the third generation methods embedded in results-based management more useful than first or second generation design methods).(Lawrie, Gavin J. G.; Kalff D.; Andersen H., 2005)

This generation refined the second generation of balanced scorecards to give more relevance and functionality to strategic objectives. The major difference is the incorporation of Destination Statements. Other key components are strategic objectives, strategic linkage model and perspectives, measures and initiatives.(Lawrie, Gavin J G; Cobbold, I ,2004).

Benchmarking is a form of comparative analysis, which focuses mainly on performance. In other words benchmarking is a performance or a functional object that

allows to achieve an excellent level of quality achievements, cost and speed. It is necessary that the product or service to be measured against, a process, product or service recognized as the best in the world.(Virgil Popa, 2005, p. 12)

The need for benchmarking occurs due to the desire of organizations to improve their performance or their indicators measuring systems. This performance measurement instrument thus offers the prospect organizations improve performance through reporting current level of performance with a maximum performance level achieved in another organization.

3. APPLICATION STADIUM PERFORMANCE MEASUREMENT INSTRUMENTS IN THE PUBLIC SECTOR FROM ROMANIA

In Romania, since the pre-accession period, they developed a series of measures to promote the use of systems and tools of quality management, particularly ISO¹ and the Common Assessment Framework (CAF)².

In 2004 it was applied to the CIF pilot phase in two directions from the Ministry of Administration and Internal Affairs and the National Agency of Civil Servants (Matei, L., Lazăr, C. - G., 2011, p. 77)

The decision on the introduction of the common evaluation framework of the Romanian public administration belonged to the Ministry of Administration and Internal Affairs by the Central Unit for Public Administration Reform. Their implementation was generally voluntary type, focused on quality awareness of the need for public institutions who understood the advantages calității management. Thus, the central administration has taken action to support institutions ISO perfect preparation for the implementation and promotion of CAF national instrument, giving technical assistance to the institutions concerned and use. Also, there were a number of isolated initiatives, both at the level of ministries and of municipalities, implementation of systems and instruments for quality management in projects mainly financed by the Operational Programme Administrative Capacity Development.(Matei, L., Lazăr, C. - G., 2011, pp. 84 - 85)

The promotion of this instrument at national level started in 2005 in this regard was organized several training sessions for officials of public institutions, central and local public administration.

It also Ministry of Administration and Internal Affairs by the Central Unit for Public Administration Reform published a "Guide to the implementation of CAF" (addressing - Background of the CAF's; structure CAF scoring systems) Brochure "The easiest way to understand CAF" (comprising short presentation advantages CAF, how to apply CAF, how it is structured CAF support in the implementation of CAF for public institutions awarded UCRAP), as their target group public institutions in Romania at central and local levels, including decentralized public services and decentralized; Brochure "CAF 2002 versus CAF 2006" (comprising the most important differences between CAF 2002 and

¹Adopting the Government Decision no. 1723/2004 approving the program of measures to combat bureaucracy in public relations work which contains a measure on the implementation of ISO 9001 for services to citizens. Obligation Program application was for ministries and other central public administration authorities and local authorities.

²CAF has been implemented on a voluntary basis in the period 2003-2011 at a level of approx. 55 public institutions (ministries, county councils, town halls).

CAF 2006) with the target group of public institutions and the brochure "Best Practices" (presenting the experiences of successful cases after implementation CAF) with the target group public institutions that have implemented the CAF. (Matei, L., Lazăr, C. - G., 2011, p. 85)

National Institute of Administration, created a division of the National Agency of Civil Servants (NACS), Regional Training Centres, Ministry of Administration and Internal Affairs by the Central Unit for Public Administration Reform, and the Faculty of Public Administration (NSPSA) organized training sessions for senior civil servants (module for instruments quality management) and training sessions CAF (overview CAF) for all civil servants. NACS and SIGMA in 2008 organized an event aimed at training public servants in quality management. (Matei, L., Lazăr, C. - G., 2011, p. 85)

In 2007 Ministry of Administration and Internal Affairs by the Central Unit for Public Administration Reform of Romania organized the National Seminar Network modernizers "Sharing experiences on the use of CAF", and in 2010 hosted and organized the fourth event Users CAF in cooperation with the Network national correspondent CAF and Center EIPA CAF Resource. Also, the National Agency of Civil Servants has produced a handbook on good practices in various fields.⁴

A step forward in this field was achieved by developing a Strategy for Strengthening Public Administration 2014 - 2020⁵ and establishing a National Committee to Coordinate its Implementation.

Regarding the implementation of an action plan exists to implement the Strategy for Strengthening Public Administration 2014 - 2020⁶ and a Graph of the activities from 2014-2020 Strategy for Strengthening Public Administration, set to take place during 2014 - 2016⁷.

Strategy Action Plan for Strengthening Public Administration 2014 - 2020 contains objectives to be achieved, the expected results, responsible for each objective and its deadline and budget required.

Regarding performance evaluation and quality of public administration under the Strategy Action Plan for Strengthening Public Administration 2014 - 2020, we find specific objective quality, research and innovation in public administration in the following objectives:

- promoting best practice and innovation in the public and encourage the exchange of experiences and networking between institutions and public authorities;
- increase the use of systems and quality management tools in public administration in Romania.

Cât privește Balaced Scorecard implementarea acestui instrument s-a făcut maitârziuși a fost mailentă.

⁴<http://www.anfp.gov.ro>

⁵Government Decision no. 909/2014 approving the 2014-2020 strategy for strengthening public administration and the establishment of the National Committee for coordinating the implementation of the Strategy for strengthening public administration 2014-2020, published in the Official Monitor of Romania, Part I no. 834 bis / 11.17.2014;

⁶http://www.dpfbldrap.ro/documents/strategia_administratiei_publice/Planul_de_actiuni_pentru_implementarea_Strategiei_pentru_consolidarea_administratiei_publice_2014%E2%80%932020.pdf;

⁷ http://www.dpfbldrap.ro/documents/strategia_administratiei_publice/Graficul_activitatilor.pdf;

In recent years progress has been made here, in this sense we can say that Balanced Scorecard was implemented by the Romanian Government in the 20 ministries⁸ and created the first website in Romanian on the Balanced Scorecard⁹.

4. CONCLUSIONS

Performance measurement in the public sector, namely in public using performance evaluation systems is a step in public administration reform that brings innovativeness, rigor and transparency of these structures. The idea of performance in public administration involves a high level of service provided by it, namely their continuous improvement in terms of effectiveness and efficiency, and satisfaction and expectations of citizens. Achieving a high standard of public services often involves reforming or improving tools, methods and procedures used in providing their active and creative involvement of the beneficiaries of these services, but also of staff and top management.

In order to adapt and to respond as effectively to the needs of the current socio-economic context in which it is Romania, the public administration should focus its mission towards a modern approach and innovative, focused on facilitating socio-economic development of the country through public services, investment and quality rules.

In this requires decision making consistent, competent human resources and well-managed, efficient management and transparency of public expenditures, institutional structure and administrative appropriate operating procedures clear, simple and predictable and attitudes and organizational culture centered promoting the public interest.

The research activities, the use of quality management, best practices and innovation are tools and practices that help to modernize and streamline public authorities and institutions and bring an added value to their work, with positive effects on long-term degree citizen satisfaction.

It has performance evaluation systems and quality management tools default to be implemented in all central and local government institutions - mainly for reasons of transparency, credibility and efficiency.

Even though we created 2014-2020 Strategy for Strengthening Public Administration, public administration entities performance measurement is a difficult process that requires to be redefined in the context of current trends in the economy. Performance must be defined from an interdisciplinary perspective, including at least the following elements: financial result connotations; quality and number of services offered to the public; many users have resorted to the entity; professional quality of human resources; credibility entity; use in terms of efficiency, effectiveness and economy of financial resources for services for the local community; attract additional financial resources to the entity of the public; the results it register the local community as a result of services provided by the entity; market competition and services provided by private sector entities..

⁸Strategic Priorities and sectorial action plans of ministries in 2016 at the address <http://gov.ro/ro/obiective/strategii-politici-programe/prioritati-strategice-i-planuri-de-actiuni-sectoriale-ministerelor-pe-anul-2016&page=1>;

⁹ <http://www.balanced-scorecard.ro/>;

In Romania, public sector performance, in this case the public administration is essentially conditioned by the professionalism of civil servants. The assessment of civil servants have a degree and how to achieve individual targets set in the job and the fulfillment of performance criteria. Analysis of the existing model generates controversy following: subjectivity evaluation; lack of correlation professional performance of civil servants with quality service to citizens; qualitative character and the absence of criteria clearly defined indicators; words do not contain performance criteria, outcome, cost, quality; the absence of criteria for assessing the performance by citizens as final consumers, and taxpayers, as well as their other external collaborators; management of financial and material resources allocated is not a criterion comprehensive performance measurement. It wants to reform for reform in this area by drafting a law on the unitary pay of personnel paid from public funds to be based on the concept of "professional performance" criterion by which to determine salaries.

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