IOCOM Chair/ President’s Message

Sandiran (Sandi) Premakanthan

The year 2016 marks the second year of publication of the quarterly IOCOM Digest & Dialogue. It has been well received by our small but influential readership. IOCOM hopes to build a wider distribution network to reach outcome management professionals from all disciplines in the public, private, not for profit sectors and higher learning institutions. The first issue of volume 02 is delivered under the theme of “A holistic approach to Business and Organisational viability”.

This issue is focussed on measuring and reporting organizational performance based on system wide holistic approaches and techniques for grass roots measurement including leadership and management behaviours. Governments and organizations all over the world are adopting new or renewed approaches to address the challenges of gathering performance evidence, analysing what is useful and usable in telling performance stories to their citizens and stakeholders. Now and during the past decade or more new or what I call rebranded organizational results methodologies have been adopted by governments and organizations to assess whether priorities are being delivered.

Meeting election promises is what matters to heads of governments and politicians. This requires good measures and systems to provide the required performance evidence and most importantly leadership and the capacity to deliver. The British government under Prime Minister Tony Blair who was re-elected in 2001 introduced the Prime Minister’s Delivery Unit (PMDU). Its goal was to ensure the Blair government delivered on its promises. The Unit was headed by the now famous Sir Michael Barber (aka. Political Deliveryman, Delivery Guru or expert) a global consultant helping governments do what they promised to do. In Barber’s words, “Since time immemorial – certainly since the institutions of democracy in the 20th century – governments make commitments, get elected, and then struggle to deliver on their promises,” “And that is a challenge.” Barber’s concept was popularly dubbed as “Deliverology”, the art of ensuring governments meet their goals. His text book titled “How to Run a Government: and related publications, “how to turn strategy into delivery” document his experience in public service reforms that creates a “delivery culture”. Barber’s deliverology is driven by the six elements of best-in class performance management: set direction and context; establish clear accountabilities and metrics; create realistic, budgets, plans and targets; track performance, hold robust performance dialogues; and ensure actions, rewards, and consequences.

In Canada, under Barber’s advice, the former Liberal Ontario provincial Premier Dalton McGuinty introduced the deliverology methodology to attain the government’s goals. The newly elected Liberal Federal Government did not waste any time and invited Barber as an advisor to attend the Cabinet retreat in late January. Prime Minister Justin Trudeau adopted the PMDU model and appointed Matthew Mendelsohn, the former director of an Ontario think tank, as a senior public servant responsible for “results and delivery.”

Canadians will have to wait for a report card on progress and in judging how successfully the Trudeau government met its priority driven outcomes by the year 2019. We may see the adoption of the PMDU model by many levels of government s and organizations in various parts of the world.
An Industrial Engineering Approach to Measuring and Enhancing Government and Service Sector Efficiency and effectiveness

Telling Our Performance Metric Results Story

Sandiran (Sandi) Premakanthan

Introduction

Literature on the state-of-the-art of management of the hard product producing organization is highly developed and well described. The Industrial Engineering methodology described in this article is an aid to good management in the service and government sector.

The purpose of this paper is to demonstrate the usefulness of an Industrial Engineering approach to defining organizational performance or results: outputs, operational and strategic outcomes and Strategic Integrated Performance Information (SIPI). The approach provides managers an alternative way to plan, measure, monitor, evaluate and report on organizational results. It will provide a means to developing Integrated Performance Information Systems (IPIS) for reporting results and decision-making at various levels of the organization. Upper and lower management control systems could be the result of applying the suggested Industrial Engineering methodology.

History

The approach is well documented by Dr. Marvin E. Mundel in his text book on “Measuring and Enhancing the Productivity of Service and Government Organizations”. It is a significant contribution to the literature on productivity sciences. The illustrations in his book confront the challenges of performance measurement in white-collar government and service sectors.

I was very fortunate to have worked on one of his projects during the nineteen eighties (1980s). In this article, Dr. Mundel’s approach and the language has been modified to meet the current business needs in defining organizational performance-metrics and performance information.

Strategic Integrated Performance Information (SIPI)

SIPI is the buzz word in sound Public Management. It is the availability of credible SIPI that allows managers to make comparisons of the results achieved with the performance expectations or the defined operational and strategic outcomes of an
organization. At the present time, public sector managers under increased pressures of managerial accountability are challenged to produce credible organizational performance information more importantly at the strategic level for organization wide decision making. SIPI is a key ingredient to successfully managing policies, programmes and initiatives that cross boundaries of organizations or different levels of governments and which are implemented in partnership with non-governmental organizations (NGOs).

For their counterparts in the private and industrial management sectors, the gathering and reporting of organizational performance information for decision making is a vital exercise for the very survival of such organizations. Further, the application of modern management tools and techniques in defining operational and especially strategic results or outcomes such as profitability and shareholder gains are well entrenched as routine management practices. The consequences of failure to achieve the strategic outcomes are well known to managers in the private sector.

**Developing a Performance-Metric or Work-Unit Structure or Model**

The application of Organizational Performance-Metric Structure approach to quantifying government and service sector (White Collar Jobs) performance or results: output, operational and strategic outcome is widely known to Industrial Engineers and Accredited Management Services and Productivity Professionals. The methodology relies on specific formats and language that is used to describe it. A Performance Metric-Structure defines the results: outputs, operational and strategic outcomes of an organization in a hierarchical manner in performance-metric terms.

**Work-Unit or Performance Metric**

A Performance Metric also referred to as a Work-Unit is a new term used to denote the amount of work or results of an amount of work in quantitative terms. The breakdown of the work of an organization begins with the highest 10th order Performance-Metric which is the desired Strategic Statement of Performance (equivalent to results: strategic outcomes desired) and is carried through lower orders of performance-metrics until the hierarchical ordering of performance-metrics shows:

1. a clear relationship between the 10th order strategic statement of performance (results: strategic outcomes) to the use of resources (cost, person years) to produce the defined performance-metrics (outputs);
2. a level of performance-metric (output) suitable to forecast the future performance loads of such a metric; and
3. a level of performance-metric (output) suitable for developing performance-load based staff resourcing standards for budgeting and costing of activities.
From this description it should be evident that the basic principle of what is selected for counting as performance-metric (output) may be examined with respect to their direct linkage to the achievement of the desired strategic performance statement (results: operational and strategic outcomes). If the performance-metrics fail to meet this criterion, then we will know that the wrong performance metrics are being counted.

**Hierarchy of Performance Metrics - Outcomes and Outputs**

The activities or work performed by an organization or a part of it could be analyzed into ten levels of measurement referred to as performance-metrics. The 10th order performance-metric, the strategic statement of performance is the highest in the hierarchy of performance-metrics. The ultimate or end strategic results of the organization are to be measured at this level. The “later” or intermediate strategic outcomes and the immediate or “now” strategic outcomes assume the 9th and 8th order performance-metrics respectively in the hierarchy.

**Lower order Performance Metrics**

The lowest 1st order performance-metric is a human motion such as reach or grasp. The 7th order performance-metric describes the aggregate outputs or completed services of all organizational units (programs/activities). The 6th order performance-metric describes the homogeneous outputs that relate to a specific program activities or an organizational unit such as the Program Evaluation group. A completed end product such as an evaluation report is defined as a 5th order performance-metric. The intermediate product such as the completion of a draft report for discussion is defined as a 4th order performance-metric.

The 3rd order performance-metrics are tasks associated with the completion of the end and intermediate products. Sub-tasks or elements of a task are referred to as the 2nd order performance-metrics. An analysis of the task of making a cup of coffee or tea would yield a sequence of elements that needs to be completed to produce a cup of coffee or tea. Examples of elements: boiling the water, adding cream and sugar and so forth.

Table 1 provides definitions for performance-metrics of various sizes.
# Table 1 - A Performance-Metric Work Unit Structure

<table>
<thead>
<tr>
<th>Performance-Metrics</th>
<th>Name</th>
<th>Definition</th>
</tr>
</thead>
<tbody>
<tr>
<td>10th Order PM</td>
<td>Strategic End or Ultimate</td>
<td>What is achieved in the long term as a result of the performance-metrics (outputs) of the programs/activities/operations of an organization or part of it.</td>
</tr>
<tr>
<td></td>
<td>Outcome</td>
<td></td>
</tr>
<tr>
<td>9th Order PM</td>
<td>Strategic Intermediate or</td>
<td>What is achieved in the intermediate time frame as a result of the performance-metrics (outputs) of the programs/activities/operations of an organization or part of it.</td>
</tr>
<tr>
<td></td>
<td>Later Outcome</td>
<td></td>
</tr>
<tr>
<td>8th Order Performance Metric</td>
<td>Strategic Immediate or Now Outcome</td>
<td>What is achieved in the immediate time frame as a result of the performance-metrics (outputs) of the programs/activities/operations of an organization or part of it.</td>
</tr>
<tr>
<td>7th Order Performance Metric</td>
<td>Gross Performance-Metric (Output)</td>
<td>Aggregation of all program/activity/operation performance-metrics (outputs) or completed services of working groups.</td>
</tr>
<tr>
<td>6th Order Performance Metric</td>
<td>Program Performance-Metric (Output)</td>
<td>A group of like performance-metrics (outputs) or completed services representing part of a seventh order performance-metric which are a homogeneous sub-group.</td>
</tr>
<tr>
<td>5th Order Performance Metric</td>
<td>End Product</td>
<td>A unit of final performance-metric (output) resulting from performing the work activity/operation. The metric in which a program/activity is quantified.</td>
</tr>
<tr>
<td>4th Order Performance Metric</td>
<td>Intermediate Product (Partial Output)</td>
<td>A part of the final performance-metric (End Product) resulting from performing the work activity</td>
</tr>
<tr>
<td>3rd Order Performance Metric</td>
<td>Task</td>
<td>Any part of the activity or an operation associated with the performance of a work assignment by either an individual or a team.</td>
</tr>
<tr>
<td>2nd Order Performance Metric</td>
<td>Element</td>
<td>A distinct part of a specified task selected for convenience of observation, measurement and analysis.</td>
</tr>
<tr>
<td>1st Order Performance Metric</td>
<td>Motion</td>
<td>The performance of a human motion such as reach or grasp. It is the smallest performance metric usually encountered in the study of work.</td>
</tr>
</tbody>
</table>

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Hierarchy of Performance Measures/Metrics/Performance Indicators - some examples

**Thematic Operational Outcome**

**10th Order Performance Metric Thematic Strategic Outcome**

Profitable and sustainable hot & cold beverages small business S&R

**Effectiveness Measure/Metric/Indicator:**

Business growth %, Market share %, Profits

**9th Order Performance Metric**

Increased consumer happiness with S&R Brand name products

**Effectiveness Measure/Metric/Indicator:**

Consumer Satisfaction level - S&R Brand name products consumer happiness Index.

**8th Order Performance Metric**

Increased awareness & knowledge of S&R Brand name products (Customer empowered to make right choices)

**Effectiveness Measure/Metric/Indicator:**

Awareness & Knowledge Index of S&R Brand name products.

**7th Order Performance Metric** - Cluster of Outputs (many types of beverages)

Hot & Cold beverage Products (e.g., Coffee, Tea, Soda).

**6th Order Performance Metric** – Is an output of the same kind in multiples, for example, many cups of tea.
5th Order Performance Metric – Is an Output - End Product: A cup of tea or coffee

4th Order Performance Metric – Is an intermediate or partial output, such as a kettle of hot water.

3rd, 2nd and 1st Order Performance Metrics are the result of further analysis and dependent on the process being studied.

Concluding Remarks on Telling Our Performance Metric Results Story

The 10th Order Performance-Metric Work Unit Structure is an orderly approach to developing quantitative controls for managing service and government organizations. It is a framework for developing credible strategic integrated performance information (SIPI) for decision-making. It would satisfy the performance information needs of the management and staff of an organization, Central Agencies, Parliamentarians and the Citizens. The approach defines the statement of performance and determines the performance-metrics that are to be counted. It is both a top down and a bottom up approach and lays the foundation for measuring and controlling white-collar activities. The hierarchical approach to defining organizational performance metrics links the upper strategic management control system with the lower operational management control systems.

Further, the approach presented in the article rather than being competitive to other approaches to good management in the public and private sectors is integrative. It is a framework for the application of other management improvement initiatives and tools and techniques such as: Program Evaluation theory and practice, Modern Comptrollership Practices, Managerial Accounting and Activity Based Costing (ABC), Benefit-Cost and Cost-Effectiveness Evaluations and Performance-Metric Based Budgeting.

References
**IOCOM Board News**

Quarterly IOCOM Board e-meeting was held on 7-11 March, 2016. Key decisions of the Board are:

- Efforts will be made to increase membership of IOCOM in all countries
- RAY will address enhancement of the website
- All board members will activate their Skype accounts
- Refined products (including IOCOM Strategic Waves (Plan) 2013-2016) will be tabled at the next board meeting.
- Search for the immediate sources of revenue streams will be initiated. Appeal Campaign will be launched by the chair, Secretary General and Board members
- IDD will be uploaded on platforms like Linked-in, Face Book and Twitter.
- All Regional reps and Country reps will implement Regional concept and country plans based on the model/plan developed by Pakistan
- The Board members to contribute their articles for IDD

**Message from the editorial team**

IDD reached its first anniversary in providing value added reading material. The editorial team thanks all authors and the IOCOM Board for their contributions in issuing four issues of the IDD in 2015. The current issue is the first issue of volume 2. We are resuming our journey with fresh commitment and aspirations. We hope, this year the IDD will bring higher value for you. The current issue contains two streams of articles: stream 1 pertains to performance measurement while stream 2 targets areas aspects related to leadership and management behaviours. Readers are requested to provide their comments/feedback on these articles. The next issue will be released in the first week of July. Interested authors may send us their articles latest by 20th June 2016 for inclusion in the next issue.

**Editorial Team**

Atiq ur Rehman. Asgar Bhikoo. Greg Richards and Zicky Hammud
White Collar Work Measurement Technique for Developing Engineered Performance Standards and Determining Staff Resources Budgets

Sandiran (Sandi) Premakanthan

Introduction

Since the beginning of the twentieth century, the applications of Industrial Engineering (IE) tools and techniques in the industrial sector have been well known. Frederick Winslaw Taylor, the father of scientific management is best known for his writings on the “Principles of Scientific Management” (1909). Others such as the Frenchman, Jean Radolphe Perronet (1760), Thomas Mason (1792) and the Gilbreths, Frank and Lillian who developed the laws of human motion and Charles Bedaux are some of the pioneers who employed the analytical approach to work in setting performance-metrics to measure outputs. Historical records trace the work of fifteenth century monks who had recorded the overall times of the construction of monastery stonework. This suggests that attempts were made even in those early times to set performance metrics of quality, time and output.

This article provides an introduction to the vast array of work measurement techniques. The paper provides a case illustration of the application of a work measurement technique known commonly to Work Study Practitioners as Analytical Estimating (AE). It is also known to Industrial Engineers as Fractioned Professional Estimates (FPE).

Also, in this Vol-02 issue 1, I provided an introduction to a very unique IE approach to “Measuring and Enhancing the Productivity of Service and Government Organizations by Dr. Marvin E. Mundel. This approach is built on the premise that “all work is repetitive and therefore measurable”.

Readers should reference my article on “Method Study and Methods Engineering Techniques in improving Business Processes and Organizational Viability” in IDD Vol-01, Issue 4 to understand the linkages of the two branches of Work Study, Method Study and Work Measurement.

White Collar Work Measurement Challenges in the Public and Service Sectors

“Managers in the government and service sector have found the task of measuring and controlling the work of white collar, knowledge workers most difficult, if not
impossible to carry out”. The lack of measurement data has posed many problems to management in the area of staff resource management.

This situation prevails because, unlike in the industrial sector where the application of work quantification methodologies is well established. While the "how to do it" in the service sector has not been well developed. Therefore, the search for feasible and practical ways of measuring the work of white collar, knowledge workers and improving their efficiency and effectiveness has been going on for decades.

The need to know as to how efficiently the staff resources in the government and service sector are being utilized stems from the fact that this sector has grown enormously in the recent past despite the efforts made by governments all over the world to reduce the size of the public and service sectors.

A review of current literature on the subject provides ample evidence that feasible and practical ways measuring and control of white-collar knowledge workers in the government and service sectors has been developed. The approach has been successfully applied to a wide range of activities including legal services, hospitals, banking, auditing and social security administration have been demonstrated.

Having said about the need to control staff utilization in this sector and knowing that the methodology has been developed for this purpose, we need to know the current practices and approaches which are adopted in government departments to resolve this issue.
Public Sector Management Myth

Here are some direct quotes from public sector managers when I approached them to conduct white collar work measurement studies.

“What makes you so sure that you can measure our services”. “We are not in the business of producing widgets.”

These comments were made by the Manager Compensation Advisory Services who is responsible for the production of policies, directives, notices, manuals, etc. for the Canadian Federal Public Service. One year later, the manager confessed that the report was used to defend his staff resources budget.

Work Measurement

White collar work measurement to determine staff resourcing standards using the Industrial Engineering work quantification technique of Fractioned Professional Estimating (FPE) for workload based program and evaluation activities that result in defined end products. The staffing standards based on workload forecasts for specific end products provide the staffing formula (human resources) for developing and implementing programs including evaluation activities and financial budgets and operational management control systems for various parts of the organization and in whole.

Work Quantification Techniques for Developing Standard Times

- Using historical work-time and work count if available;
- Using an extensive period to collect work-time and work count data by self-reporting;
- Using experience to make estimates of task times (Analytical Estimating, Fractioned Professional Estimates - FPE); FPE is the main focus of this article.
- Making direct observations, by designated observers over a period of time (Time Studies);
- Synthesis using predetermined time values; and
- Some combination of the above approaches

Types of Task/Work Standard Times

Did-take-times
How long it took to perform the work-unit in some past period.
Should-take-times
How long it should take to perform a work-unit in some future period under certain specified conditions.

Did Take Versus Should Take Times
- S - Standard Time = [(WT/WC) M] + A
- WT - Work Time - the time spent by an employee on productive work;
- WC - Work Count - the number of units of output associated with WT;
- M - a modifier - which is an assessment of the pace (performance rating factor)
- A - an addition of time to allow for recovery from fatigue and for attention to personal needs.

Calculating Did and Should Take Times
WT = 100 Minutes
WC = 100 Units

Did Take Time = WT/WC = 100/100 = 1 minute per work unit
Should Take Time
Did Take Time x Modifier (Efficiency Factor if 100%, M = 1, 80% M = 0.8, 120% M = 1.2)
A = 10% Basic Fatigue + 2% Personal Needs = 12% Recovery Allowance

- S - Standard Time = [(WT/WC) M] + A
Should Take Time at M = 100% efficiency or 1
[(100/100) 1] + 12% of WT
S = 1 + 12% = 1 + 0.12 = 1.12 Standard Minutes
Should Take Time at M = 80% efficiency or 0.8
[(100/100) 0.8] + 12% of WT
0.8 + 12% = 0.8 + 0.12 = 0.92 Standard Minutes
Should Take Time at M = 120% efficiency or 1.2
[(100/100) 1.2] + 12% of WT
1.2 + 12% = 1.2 + 0.12 = 1.32 Standard Minutes

Analytical Estimating, Fractioned Professional Estimates - FPE

Bids for construction projects are often developed using analytical estimates because of their speed, applicability and accuracy.
Setting Should Take Time Standard with FPE

- Identify the Performance Result Metric (End Product/Service). For example, the making of a cup of tea or coffee.
- Assemble a team of professionals who are experienced with the tasks associated with the end product. A small team of at least three experts.
- Break down the end product into manageable tasks required to produce the product.
- Write descriptions of the tasks (methods and conditions required).
- Provide the breakdown of the tasks and descriptions to the team.
- Instruct team to estimate the time required to perform the tasks based on their knowledge and experience.
- Reach professional consensus on the estimated time values (all estimates are at the 100% efficiency factor and includes recovery allowances, described in Budgeted Year Anticipated Productivity) – an iterative process.
- Total individual task times to arrive at total productive minutes/hours to produce a unit of the end product, in this example the should take time of 5.92 Standard Minutes to process a cup of tea.

An Application of FPE to making a cup of tea

<table>
<thead>
<tr>
<th>Task</th>
<th>Estimated Time</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Fetch kettle</td>
<td>50 Sec</td>
</tr>
<tr>
<td>2. Check kettle</td>
<td>15 Sec</td>
</tr>
<tr>
<td>3. Go to tap</td>
<td>25 Sec</td>
</tr>
<tr>
<td>4. Fill kettle with cold water</td>
<td>35 Sec</td>
</tr>
<tr>
<td>5. Boil water &amp; Wait</td>
<td>120 Sec</td>
</tr>
<tr>
<td>6. Prepare tea pot with Tea leaves</td>
<td>20 Sec</td>
</tr>
<tr>
<td>7. Add boiling water to teapot &amp; wait</td>
<td>35 Sec</td>
</tr>
<tr>
<td>8. Pour tea in to cup when ready</td>
<td>10 Sec</td>
</tr>
<tr>
<td>9. Add sugar, milk &amp; stir</td>
<td>45 Sec</td>
</tr>
</tbody>
</table>
Estimated Total Processing Time  

355 Sec = 5.92 Standard Minutes

**Staff Resourcing: Person Year (PY) (Full Time Equivalent – FTE)**  
**Forecasting/Estimating - General Formula**

There are four variables that determine staff resourcing for an organizational unit.

- Task/Work Standard times
- Workload Forecast of end products for the period
- Budgeted year anticipated productivity or efficiency factor of the work group and
- PY Definition - the number of person hours available for productive work per person year. Average 220 days or 220 x 7.5 hours = 1650 standard hours.

I have described how standard times are arrived using the FPE methodology. The other three variables of the general formula for determining staff resourcing standards are described.

**Workload Forecasting/Estimating**

- Workload forecasting is the prediction of outputs, by kind (work-units), required for some future period. For example, number of cups of tea to be processed in a given year by a vendor.
- Estimating techniques may employ any type of mathematical projections which takes future plans into account and draws upon past experience.

**Workload Forecasting/Estimating Techniques**

- Simple extrapolation of raw historical data
- Historical data extrapolated with qualitative or quantitative reasoning
- Simple extrapolation of smoothed historical data
- Historical data extrapolated with the aid of various theories of growth or change, and
- Actuarial analysis
Budgeted Year Anticipated Productivity

- Staff Resourcing at an anticipated productivity level of 100% helps management to assess gaps in productivity.

Conclusion

- The use of standard times together with the workload forecasts, a prediction of the productivity level for the forecast period and the PY definition, determines the staff resource required for the period.
- The design of such a control system is referred to as Zero based budgeting.
- Inaccuracies in determining the four variables of a zero based budgeting system leads to over or under staffing of activities.

References

1. Institute of Management Services (IMS), United Kingdom, http://www.ims-productivity.com

Conferences

- Canadian Evaluation Society (CES) 2016 National Conference, St Johns, Newfoundland and Labrador, Canada: 5-8 June 2016
- The 12th European Evaluation Society Biennial Conference, Maastricht, the Netherlands, 28-30 September, 2016
Positives of the performance measurement in the public sector: Evidence from Pakistan

Atiq ur Rehman
Asian Centre for Organization Development, Islamabad, Pakistan
Email: aatiq19@gmail.com

Background
Billions of dollars are spent annually on the public service delivery in Pakistan (Figure 1). The budget of the four provincial governments and the federal government was estimated at about US$ 70 billion. This figure does not include budgets of local governments (although a considerable chunk of resources come from their provincial governments), autonomous bodies (like universities) and many public sector enterprises. Despite the spending of such huge resources, the outcomes are not very encouraging. It is becoming increasingly difficult for the government to justify the resources they are using. The situation calls for urgent administrative reform. However, it is a good sign that pressure for reforms is not only coming from the donor organizations and countries but civil society institutions and some political circles are also calling for concrete measures.

![Budget 2015-16](image)

Figure 1 Federal and provincial budgetary estimates in Pakistan

The New Public Management and Performance Measurement
The concern about efficiency and effectiveness of the public sector is a global phenomenon. Hence, many initiatives have surfaced in recent decades. One of the initiatives in this direction is the emergence of a New Public Management (NPM) model. It aims at an effective and efficient public service. The NPM suggests designing and adopting a good performance measurement system (PMS), as without any valid
and reliable PMS it is impossible to know whether the system is working or not. Hence, the PMS is to secure a pivotal position in the administrative reforms in any country; otherwise, all performance improving initiatives will lack credibility. The OECD’s initiative of the Public Management Committee (PUMA), established in 1990, also works on similar lines.

Following are the vital characteristics of an effective measurement system:

- Must capture critical dimensions of performance
- Must demonstrate reliability
- Must aid to decision making
- Must be easily implementable
- Must be cost effective

**The Positives of Performance Measurement**

Performance measurement yields many positive outcomes provided that the measurement system implemented in any organization is valid and reliable. Positive outcomes include improvement in public policies, reporting to the stakeholders especially the citizens, and transparency, provides incentives to the performers to deliver, allows accountability, offers protection to those who are responsible for service delivery and produces learning for improvement (Sole & Schiuma, 2010; de Bruijn, 2002).

- **Improvement in transparency.** It is the most desirable outcome for almost all stakeholders. It enhances trust of the stakeholders especially the tax payers and the donors, in the public management system. In Pakistan, two major initiatives i.e. Project to Improve Financial Reporting and Auditing (PIFRA) and the Land Record Management Information System (LRMIS) have greatly enhanced transparency in the public sector accounting system (at federal, provincial and district level) and in land title management (in the Punjab province). The PIFRA has successfully standardized, automated and integrated budgeting, payment and accounting systems at three tiers of the government. It has not only improved transparency but also has allowed real time tracking, reporting and auditing. On the other hand, the LRMIS has digitalized the land ownership records of the province and has eliminated almost all chances of the fraudulent transfer of the land ownerships. These are the widely acknowledged success stories and provide an inspiration for similar initiatives in other domains of the public sector management too.

- **Incentive for the performers to deliver** and/or bring improvement in the delivery of public service. It is because they find opportunities to highlight their achievements.
Completion of the Lahore Metro Bus Service Project in record time of less than a year was made possible through an effective performance measurement system. The success story leads to execution of similar projects in Rawalpindi, Islamabad and Multan cities. In recent years, the federal government has initiated a practice of reviewing progress on the implementation of projects. It is held every year in the month of January. Some funds are taken away from the slow moving projects and given to fast-moving projects. It provides an incentive for the authorities of high performing projects to speed up the work and disincentive for the project authorities who could not achieve the targets.

- **Allows accountability.** A good measurement system builds accountability. After implementation of Enterprise Resource Planning (ERP) System in the public sector accounting system of Pakistan under PIFRA, it has become possible to measure performance at individual, section and organizational level hence, accountability has been greatly facilitated. It is now not easy for any official of the accounts offices to delay making payment to any vendor/contractor without explicitly stating a valid and genuine reason.

- **Improves public policies.** Measurement of performance can provide useful feedback to the policy makers, who can design and implement policy changes to yield greater success. The agricultural research system of Pakistan has been under criticism in the recent years on account of lack of performance evidence for justification of public spending on it. The pressure has pushed the Pakistan Agriculture Research Council (PARC) to develop a business plan (with clearly defined and established performance indicators) and to design a results-based monitoring and evaluation (M&E) system. The system has started producing M&E reports. It is helping the PARC to influence the policy making process at the federal level and mobilize financial resources to achieve the targets given in its business plan. Similar institutional level results based M&E has been adopted by the federal Public Procurement Regulatory Authority (PPRA).

- **Improves clear reporting to the stakeholders especially the citizens.** In Bahawalpur Rural Development Project (BRDP) executed in Pakistan, a benefit monitoring and evaluation (BME) system was set up besides the core M&E activities. BME studies were conducted annually which were meant to provide all major stakeholders the updates on progress towards achievements at output, outcome and impact levels. The studies also captured qualitative change as perceived/reported by the intended
beneficiaries of the project. It did not only help in winning trust and confidence of the stakeholders but also created inspiration among the stakeholders to participate in the project activities more actively.

- **Protects the credibility of service providers.** In case of afore-mention project (i.e. BRDP), some political voice made an attempt to challenge the claims (e.g. progress at output level). However, a valid and reliable performance measurement system came to the rescue. The evidence from the PMS satisfied most of the critics. However, validation of the findings was demanded through a third party (neutral body). It was done and the independent study came up with almost the same findings. It boosted the confidence of the management and the credibility of the M&E system. It enhanced the trust of the politicians and the public in the project authorities.

- **Learning.** It is another but most important positive outcome of the measurement system. It is a powerful tool for improvement. Time overrun is the most commonly prevalent issue in the projects especially in developing countries. In early 2000s, the Punjab Government derived useful learning through establishing project-based performance measurement system. The system enabled completion of underpass construction projects in 90 days well on time. In recent years, the same government apparatus succeeded in completing two metro projects (one in Lahore and second in twin cities i.e. Islamabad and Rawalpindi - each of them took less than a year. Such achievements have come only through learning gained from strong performance measurement systems.

**Issues and Suggestions**
Major issues being currently faced or those which can potentially hinder the implementation of performance measurement are discussed below along with suggestion:

- **Capacity to measure is a serious constraint.** Jarrar & Schiuma (2007) emphasize that the lack of capacity to evaluate and manage the knowledge is a commonly prevalent issue. In Pakistan, the MoPDR may not have adequate capacity to guide the other Ministries/Divisions to design performance measurement systems. However, it may seek technical help from the Management Services Wing of Establishment Division of Government of Pakistan -. Many donor agencies also might be interested in providing technical assistance in this area. However, past experience suggests that
many donor driven interventions often do not prove sustainable, as they often fail to create ownership.

- **Culture of measurement**: Authorities responsible for execution or service delivery may feel harassed upon the introduction of performance measurement. In mid 2000s when monitoring of projects was introduced by Planning Commission, complaints were received that some monitoring officers acted like investigators. It caused some unrest. Hence, they were given orientation and intensive training. Similar issues might erupt when performance measurement is introduced at the institutional level. Hence, there is need to promote a cultural shift in performance measurement, accountability continuous improvement and quality of products and services.

- **Change management**: Almost every change initiative encounters resistance. If forces against the change outweigh the forces for change, change will either not see the light of the day or will soon be derailed during or after implementation or will be unsustainable. In Pakistan, Devolution Plan of 2000 met a similar fate and could not survive for even a decade, despite the fact that it was given protection through an amendment in the Constitution. On the other hand, in the case of PIFRA, a well-designed change management programme was put in place, hence, it was implemented successfully and its system is functioning smoothly.

- **Others**: Besides above discussed issues, there are some other issues too which are associated with performance measurement system – many have been identified by the researchers. For example, de Bruijn (2002) have emphasized that performance measurement may prompt game playing, block ambitions, creativity and innovations, ignore complexity of the dynamics of performance e.g. professionalism, kill systems responsibility e.g. schools competing with each other may not share best practices with each other, punishes good performers – they may feel pressured to deliver more output with same budget. Such issues will have to be taken into consideration while designing and implementing performance measurement system in any organization.

**Conclusion**

Socio-economic progress is impossible without institutionalizing performance measurement system across the public sector – covering all its domains and tiers. It is a necessity – no more an optional domain. Policy makers, designers and implementers need to pay attention to the issues identified in this article so as to ensure successful implementation and operation.
References

A guide to the modified basic necessities survey why and how to conduct Basic Necessities Survey (BNS) in conservation landscapes
The guide was published by USAID in 2015. It is available for download from http://mande.co.uk/

Brief contents include:
- Why We Care About Livelihoods
- Why the BNS? Well-being Defined by Local People
- What is Well-Being, and How is it Measured
- Definition of Poverty - A Locally Relevant Measure
- Selecting Households to Survey
- Statistical Sample Size
- Creating a List of Goods and Services for the BNS
- Create Data Entry Sheet
- Conduct Surveys
- From Data to Analysis
Empathy is lasting!

By Syed Masroor Hussain Shah
CEO, People Talent Tech (MSC), Shah Alam, Malaysia

Introduction

Simple is difficult, experience shows. Though two simple words, I can sometimes confuse empathy with sympathy. Putting it simply, empathy is the ability to experience and relate to the thoughts, emotions, or experience of others whereas sympathy is to understand and support others with compassion or sensitivity. Objectively speaking, empathy is powerful than sympathy in connotation and implementation. It creates a lasting effect whereas sympathy a temporary one. Although, one cannot rule out the importance of sympathy, yet empathy is more practical and makes one stand on one’s own feet instead of looking at the hands of others. As the saying goes “Give a man a fish he’ll eat for a day, teach a man to fish he’ll eat for life”.

Sympathy

Sympathy is the first emotion when one sees a fellow being in need or despair. It creates mercy which is holy and divine. One should sympathize to help those in need and it is how the virtue wins over the vice or any inhuman feeling or action. But all those being sympathized do not need this for ever. Mindfulness is needed to empathize and does something where the fellows are independent of any support or help in the long run.

Empathy

In the organizations, empathy should be our guiding spirit. Whether we are in managerial or support role, our feelings and actions should lead to create a culture of empathy and practically support each other. This will not only increase the individual but also the collective productivity thus benefiting the organization at large.

Culture of Empathy

Experience shows that organizational politics breeds from the culture of sympathy. I have seen cases where the employees could not perform up to the required standard despite managerial guidance, relevant trainings and on the job learning. When the managers shared and pointed out their concerns or showed their unhappiness, the concerned employees started sharing this with the fellow employees, peers or friends in the organizations. Surprising, they did not talk of their shortcomings but they termed their managers being negative. The listeners believed and started sympathizing which generated a negative feeling inside those who declared themselves as affectees.

The above situation created the worst effects on the individual and organizational productivity. The concerned employees did not improve or ask their managers to work more on their skill enhancement. The managers were declared bad in the eyes of others. This contributed to the negative organizational politics. Last but not least, the
organization suffered due to weak performance of the employees and distracted focus of the managers. It happened because the fellow employees did not empathize. They could have advised their friend(s) to change the way s/he or she was working or demonstrated their knowledge or skill to help their friend(s) to work differently.

The Power of Empathy
Empathy has a powerful effect. I have seen cases where the employees were non-productive. But the support and positive role of their peers, friends and managers, enabled them to perform better and become a productive member of the team. We in the organizations should not look for sympathy but empathy otherwise we are inviting pity from others. This will lead us to fall into a trap of self-imprisonment. Not only this, we unconsciously unleash our weaker side thus exposing ourselves to our team members, peers, managers and seniors.

Role of Managers
The role of managers is important in such situations. They need to relate to the emotions and feelings of their team members. Sit and discuss with them regularly in informal settings, have coffee, lunch or dinner with them. Talk of topics which are not work related. Develop and strengthen trust based relationship. Start sharing your concerns slowly and gradually about her/his performance and suggest the ways to improve. Appreciate or have a pat on the back for doing or accomplishing small tasks. This will reinforce positive feelings and will motivate her/him to work with interest and passion.

Motivating through Story Telling
Another way to encourage and motivate the fellow employees and team member is to tell the work related stories indirectly sharing the lessons for better performance. The stories normally lead us to imagine and land ourselves into the situation. We think ourselves to be with the characters and consciously link ourselves up with the story. So the story telling makes it easier for the listeners to draw a lesson and act accordingly. It thus reinforces empathy.

Conclusion
In the essence, empathy is long lasting and generates power effect on the individuals in their day to day life and also at their work place. Sympathy is an innate quality and it makes us a good human being. We however need to strive and replace empathy with sympathy for the long term welfare and betterment of the fellow beings. The individuals as well as organizations suffer because of negative politics. Most of the time its nothing but un-necessary sympathy that leads to create a negative culture. Let us first empathize and then sympathize to create a progressive work culture for better and prospective future.
Authenticity Paradox: A Playful Frame of Mind Required

Mohammad Akmal Pasha
Assistant Professor, Air University, Islamabad, Pakistan

Introduction

The contemporary research has additionally sharpened the philosophical edge of the dilemma of authenticity (originality) among business leaders. Entertaining such a notion is a ticklish task in the wake of one being embodiment of several types of roles emanating from numerous role-models that occur in one’s professional or even non-professional life. What sounds paradoxical is: where one happens to be original, one would be labeled as probably being naïve or irrelevant or less pertinent. On the other hand, if one follows some leader’s style, or his or her approach or philosophy; the individual is ascribed as being imitative. Hence, the dilemma does not budge. Under such an obstinate circumstance, the stance one can undertake is to behave with ‘A Playful Frame of Mind.’

Authenticity Rephrased

The implication of authenticity may be rephrased as ‘being true to your own self.’ Now what is self? Philosophy and religion have insignificantly differing versions compared with the one understood in an organizational context. In philosophy; the self means ‘the human-person’ stuffed with a theological inner-self. Again such a self is not developed in isolation, is not aloof of any cultural environment, and rather is adorned with norms, rituals, traditions and myths etc. that prevail in the surroundings. Further, it is developed over decades and at times on cross-cultural basis. The case with organizations is not different, for our understanding Hofstede’s model can suffice in explaining how the surrounding culture affects organizational culture. Hofstede’s model of national culture measures six dimensions of culture which include: individualism, power distance, masculinity, uncertainty avoidance index, long term orientation and indulgence.

By the same token, religions have presented some twisted views but by and large they are convergent. So, the self is not an isolated whole, further it evolves on a continuum over years. Bit-by-bit, it tends to integrate into its own entity several tiny roles learned
from many individuals. Since, to prove authenticity means to prove one-self as proven over time, and that requires the person to pass the test the time; establishing self as a synonym of original becomes questionable. Ironically if you prove authentic you are labeled as clichéd, if you fail you lose credibility. The problems get aggravated as responsibilities accumulate gradually.

**Leaders have to be Authentic**

Still, the question remains, as to why leaders have to be authentic. First, there occur frequent and radical changes in the work setups, and you cannot be imitative each time, the situations can be novel in nature. Second, in global business work environments, people do not share their cultural norms and have different expectation levels that require one to become authentic (original, be yourself). Third, you have to identify yourself with certain social and organizational group and join the pool of collective originalities along with the group.

The way out could be: one can survive as ‘high self-monitoring’ or ‘chameleon’ where you are flexible or dilettante. Here we are afraid of being ascribed as ‘disingenuous or lacking a moral center’, such moral center can highly be fluid, subjective and situational hence debatable. Thus, instead of following inside approach we can adopt ‘outsight approach’ that is taking the external perspective; and then we can adjust our own predisposition strategically and prudently. Finally, one can adopt three important tools which are based on empirical findings: a)- we must learn from diverse role models that attract us throughout our life, b)- work on getting better and better day-by-day and c)- we must not stick to “our story”, implying thereby admixing originality and adaptability; prudently.

**Conclusion**

In the realm of organizational leadership theory, some theories like zero-leadership theory, self-efficacy theory, situational leadership theory, contingent leadership theory, least preferred co-worker (LPC), and leadership continuum theory etc. have attempted to model the optimum types of behaviors should one aspire to succeed. Finally, churn out tens of leadership and organizational theories and you will end up with concluding ‘be-yourself’ or ‘be authentic’ on the basis of a playful frame of mind developed through decades of interaction with other ‘authentic’ leaders. To quote Maulana Rumi, ‘yesterday I was clever, so I wanted to change the world. Today I am wise, so I am changing myself.’
Gross National Happiness: An Integrated Outcome Management Approach
By Betty Ann M. Turpin¹, Ph.D., CMC, C.E.; Turpin Consultants, Inc.

Introduction
Strategic planning and operational implementation are typical management practices of all, if not most, countries. However, two of the biggest challenges countries face are: 1) integration of numerous plans, actions, and the monitoring and measurement across multiple levels in a country organization; and 2) compilation of comprehensive and meaningful measurement that can reflect the complexity inherent in national integration. A daunting task often requires complex government “machinery”².

The purpose of this paper is to demonstrate at a high level and by example, a feasible approach to integrated outcome management. Particular attention will focus on measurement approach adopted to monitor the national success with its strategic plan. Bhutan’s strategic plan is guided by its focus on Gross National Happiness (GNH).

The phrase Gross National Happiness (GNH) (gyal-yong ga'a-kyid pal-'dzoms) was coined in 1972 by Bhutan's fourth Dragon King, Jigme Singye Wangchuck, and originally represented a commitment to building Bhutan’s economy to serve its culture based on Buddhist spiritual values. Information about GHN can be found at the Center for Gross National Happiness website: http://www.grossnationalhappiness.com/.

Bhutan’s Comprehensive Outcome Management Approach
Bhutan³ provides an example of comprehensive outcome management because it incorporates the complete outcomes management continuum - Planning to Implementation to Monitoring and Evaluation to Corrective Action – that cascades from the national level to the local level. Each strategic plan evolves from cycle to cycle by refocusing the priorities and efforts to align to the country’s needs. Figure 1 represents the 11th Plan Strategic Framework.⁴ Strategic direction in each planning cycle is based on evidence gathered aligned to the previous strategic plan, thus ensuring that the current plan is responsive to the country’s needs.

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¹ In May 2013 Dr. Turpin was a visiting professor in the Royal Collage of Bhutan, Gaedu College of Business Studies.
² Machinery – a term to loosely denote legal Acts, policies and procedures, infrastructure, IT/IM systems, and so forth
³ Officially the Kingdom of Bhutan is a landlocked country in South Asia at the eastern end of the Himalayas. Its total area was reported as approximately 38,394 km² as of 2002; and as of 2015 estimated as 770 thousand people, is predominantly Buddhist. Hinduism is the second-largest religion. In 2008, Bhutan made the transition from absolute monarchy to constitutional monarchy and held its first general election. As well as being a member of the United Nations
Figure 1: Eleventh Plan Strategic Framework

Results-Based Planning Framework (RBPF)

Bhutan develops evolving strategies for 3-year cycles to achieve Gross National Happiness (GNH) largely based on the findings from the GNH survey. The RBPF guides the visioning and action plans. It is a comprehensive framework that considers multi-levels of governance (national, regional, local) and culminates in an assessment based on the GNH measurement index. The RBPF incorporates an integrated, non-fragmented, information management and systems approach to support the results-based framework. The RBPF articulates clear outcomes, outputs and supporting measures. The unique aspect of the RBPF is the use of indices to measure and assess progress and attainment on outcomes.

Gross National Happiness (GNH)

Bhutan’s strategic framework and RBPF measures continue to be guided by its philosophy of GNH. GNH was introduced to Bhutan in 1972 when the 4th King of Bhutan stated that “Gross National Happiness is more important than Gross National Product.” GNH, as a driver for tackling happiness for its people was enshrined in Article 9-2 of its constitution which says “The State shall strive to promote those conditions that will enable the pursuit of Gross National Happiness” and in its legal code 1629 states that “if the government cannot create happiness for its people, then there is no purpose for government to exist.” It was only deliberately pursued as policy goal during the reign of the 4th Druk Gyalpo His Majesty Jigme Singye

Wangchuck\(^7\) and has evolved as a single unifying idea that guides the nation’s long term development.\(^8\) The paradigm encompasses the four pillars and nine (9) domains (Figure 2)\(^9\).

![Figure 2: Gross National Happiness Paradigm](image)

**Moving from Strategy to Action**

Moving from strategy to action requires thorough implementation. Bhutan has developed guidelines for the central and local government agencies to formulate their respective sectoral/local government plans. Each plan typically includes key challenges, national objective, strategies, key result areas (KRAs) and the key performance indicators (KPIs). The guideline instills consistency in comprehensive planning approach thus enabling the national office to roll-up the results from the lowest to the highest level (recall Figure 1).

This planning and implementation and budgeting timeframe for implementing programs will be guided by a five-year plan with implementation roll-out in a multi-

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year approach for three years (1+2), based on annual work plans. This allows enhanced predictability and guides more realistic planning. This approach also allows planning to unfold in a decentralized manner, from the national to sector to local levels, thus providing greater autonomy in formulating their strategies and prioritized activities.

**Integrating monitoring and Evaluation (M&E)**

The National Monitoring and Evaluation System (NMES) was developed by GNH Commission to institute a standardized system for monitoring and evaluation throughout the country. Monitoring, assessing and reporting occur at each level in the national structure. Table 1 shows the NMES mechanism as described in the 10th plan.

**Table 1: An Overview of the M&E Institutional Set-up**

<table>
<thead>
<tr>
<th>M&amp;E Level</th>
<th>M&amp;E Review Committee</th>
<th>Review Members</th>
<th>M&amp;E Coordinator/Focal Point</th>
<th>Focus of M&amp;E</th>
</tr>
</thead>
<tbody>
<tr>
<td>National</td>
<td>GNH Commission</td>
<td>GNH Commission Members, Chaired by Prime Minister</td>
<td>GNH Commission Secretariat</td>
<td>Outcomes, Impacts</td>
</tr>
<tr>
<td>Ministry &amp; Agency</td>
<td>GNH Committee</td>
<td>Heads of Departments or equivalent, Chaired by Minister or Head of Autonomous Agency</td>
<td>Policy and Planning Division</td>
<td>Outputs, Outcomes, Impacts</td>
</tr>
<tr>
<td>Dzongkhag</td>
<td>Dzongkhag Tshogdu</td>
<td>Dzongkhag Tshogdu Members, Dzongda Planning Officer &amp; Sector Officers, Chaired by DT Chairperson</td>
<td>Dzongkhag Planning Unit</td>
<td>Activities, Outputs</td>
</tr>
<tr>
<td>Gewog</td>
<td>Gewog Tshogde</td>
<td>Gewog Tshogde Members, Gewog Sector Staff, Chaired by GT Chairperson</td>
<td>Gewog Administrative Officer</td>
<td>Activities, Outputs</td>
</tr>
</tbody>
</table>

**Key Results Areas (KRAs)**

Each level has results and KPIs specific to the level and geographical area. The results areas (KRAs) at the national, sectoral, and Dzongkhag level are categorized under

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10 This new approach builds on the Gewog based planning approach that was adopted and introduced in the Ninth Plan.
11 A similar description was not provided in the 11th plan.
12 The KRAs are a result of extensive consultations with stakeholders’ right down to the grassroots level. In defining them, key aspects of the Vision 2020, Economic Development Policy 2010 (EDP 2010), the GNH 2010 Index, the Millennium Development Goals (MDGs) the SAARC Development Goals (SDGs), the Istanbul Programme of Action (IPoA), and the Strategy for GNH.
each of the four pillars of GNH. There are more than 300 Sector Key Result Areas (SKRAs) and Dzongkhag Key Result Areas (DKRAs). A dzongkhag is an administrative and judicial district (n=20) in Bhutan that is further divided into 205 gewogs (Figure 3). A gewogs refers to a group of villages in Bhutan.

![Figure 3: Dzongkhag of Bhutan](image)

Key Result Areas (DKRAs) aligned to the 16 national (NKRAs) results identified. In addition, all government agency performance regarding the delivery of the NKRAs, SKRAs and DKRAs are measured through corresponding key performance indicators (KPIs). Table 2 shows the structure of the KRAs for on GNH pillar, with baselines and targets as stated in the 2010 plan. The KRA of this pillar are to strengthen Bhutanese identity, social cohesion and harmony and indigenous wisdom, arts and crafts promoted for sustainable livelihoods.

**Table 2 - NKRAs under Preservation and Promotion of Culture**

<table>
<thead>
<tr>
<th>GNH Pillars</th>
<th>National KRAs</th>
<th>KPIs</th>
<th>Baseline</th>
<th>Target</th>
</tr>
</thead>
<tbody>
<tr>
<td>Preservation and Promotion of Culture</td>
<td>5. Strengthened Bhutanese Identity, social cohesion and harmony.</td>
<td>Cultural diversity and resilience index sustained (GNH 2010 Index)</td>
<td>0.074/0.11</td>
<td>0.074/0.11</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Community Vitality Index sustained (GNH 2010 Index)</td>
<td>0.088/0.11</td>
<td>0.088/0.11</td>
</tr>
<tr>
<td></td>
<td></td>
<td>GNH Index 2010 sustained</td>
<td>0.743</td>
<td>&gt;0.743</td>
</tr>
<tr>
<td></td>
<td>6. Indigenous wisdom, arts, and crafts promoted for sustainable livelihood.</td>
<td>No. of rural households engaged in cultural industries</td>
<td>208</td>
<td>200</td>
</tr>
<tr>
<td></td>
<td></td>
<td>No. of jobs created by cultural industries</td>
<td>1200</td>
<td>2500</td>
</tr>
</tbody>
</table>

(SGNH) have also been taken into consideration. [Source: Eleventh Five Year Plan Volume I: Main Document 2013-2018. ISBN 978-99936-55-01-5].

Key Performance Indicators (KPIs) and GNH Index

In addition to the KPIs given in Table 2, poverty reduction will also be assessed based on the GNH Index. Central to the measurement of results is the GNH paradigm. The GNH was a paradigm shift that incorporated the notions of happiness and the emotional and spiritual well-being needs of humans into the development equation, expanding beyond the traditional income-based measures.16

Table 3: KPI Distribution in the GHN Index

<table>
<thead>
<tr>
<th>Domain</th>
<th>Indicators</th>
<th>Indicator weight</th>
</tr>
</thead>
<tbody>
<tr>
<td>Psychological wellbeing</td>
<td>Life satisfaction</td>
<td>1/3</td>
</tr>
<tr>
<td></td>
<td>Positive emotion</td>
<td>1/6</td>
</tr>
<tr>
<td></td>
<td>Negative emotion</td>
<td>1/6</td>
</tr>
<tr>
<td></td>
<td>Spirituality</td>
<td>1/3</td>
</tr>
<tr>
<td>Health</td>
<td>Self-reported health status</td>
<td>1/10</td>
</tr>
<tr>
<td></td>
<td>Number of healthy days</td>
<td>3/10</td>
</tr>
<tr>
<td></td>
<td>Disability</td>
<td>3/10</td>
</tr>
<tr>
<td></td>
<td>Mental health</td>
<td>3/10</td>
</tr>
<tr>
<td>Time use</td>
<td>Work</td>
<td>1/2</td>
</tr>
<tr>
<td></td>
<td>Sleep</td>
<td>1/2</td>
</tr>
<tr>
<td>Education</td>
<td>Literacy</td>
<td>3/10</td>
</tr>
<tr>
<td></td>
<td>Schooling</td>
<td>3/10</td>
</tr>
<tr>
<td></td>
<td>Knowledge</td>
<td>1/5</td>
</tr>
<tr>
<td></td>
<td>Value</td>
<td>1/5</td>
</tr>
<tr>
<td>Cultural diversity &amp; resilience</td>
<td>Zorig chusum skills (Artisan skills)</td>
<td>3/10</td>
</tr>
<tr>
<td></td>
<td>Cultural participation</td>
<td>3/10</td>
</tr>
<tr>
<td></td>
<td>Speak native language</td>
<td>1/5</td>
</tr>
<tr>
<td></td>
<td>Driglam Namzha (code of conduct)</td>
<td>1/5</td>
</tr>
<tr>
<td>Good Governance</td>
<td>Political participation</td>
<td>2/5</td>
</tr>
<tr>
<td></td>
<td>Services</td>
<td>2/5</td>
</tr>
<tr>
<td></td>
<td>Governance performance</td>
<td>1/10</td>
</tr>
<tr>
<td></td>
<td>Fundamental rights</td>
<td>1/10</td>
</tr>
<tr>
<td>Community vitality</td>
<td>Donation (time and money)</td>
<td>3/10</td>
</tr>
<tr>
<td></td>
<td>Safety</td>
<td>3/10</td>
</tr>
<tr>
<td></td>
<td>Community relationship</td>
<td>1/5</td>
</tr>
<tr>
<td></td>
<td>Family</td>
<td>1/5</td>
</tr>
<tr>
<td>Ecological diversity &amp; resilience</td>
<td>Wildlife damage</td>
<td>2/5</td>
</tr>
<tr>
<td></td>
<td>Urban issues</td>
<td>2/5</td>
</tr>
<tr>
<td></td>
<td>Responsibility to environment</td>
<td>1/10</td>
</tr>
<tr>
<td></td>
<td>Ecological issues</td>
<td>1/10</td>
</tr>
<tr>
<td>Living Standard</td>
<td>Income</td>
<td>1/3</td>
</tr>
<tr>
<td></td>
<td>Assets</td>
<td>1/3</td>
</tr>
<tr>
<td></td>
<td>Housing</td>
<td>1/3</td>
</tr>
</tbody>
</table>

GNH was strengthened with the introduction of the GNH Index17 (GNHI) in 2008 and the GNH Policy Screening Tool in 2009.18 Happiness is measured by 33 GNH

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17 The GNH index is based on biennial surveys.
18 The GNH concept and index does not exclude measures of economic growth but strongly advocates achieving a harmonious balance between the material and non-material dimensions of development.
indicators drawing from 120 questions on the survey. The GNHI is based on the Alkire & Foster (2007, 2011) methodology\textsuperscript{19}: 1) Normative values, official documents; 2) Statistical properties; 3) Accuracy across time; 4) Policy relevance; and 5) Clarity of interpretation. The KPI distribution for each of the 9 domains and the respective weighting is shown in Table 3\textsuperscript{20}.

**Sufficiency Thresholds**

Each of the 33 GNH indicators has a sufficiency threshold indicating how much a person needs to reach a desired sufficiency (i.e., how much is enough, normally, to create a happiness condition). Sufficiency thresholds were set by: International standards: e.g. MDGs\textsuperscript{21}, ILO\textsuperscript{22}, Habitat, National standards: e.g.1.5 x income poverty line Normative judgments: e.g. Positive emotions, Participatory meetings: Local advisors gave input - e.g. the threshold for land depends upon its quality. Based on survey data and methodological rigour, a sufficiency target for happiness is six or more of the 9 domains (66\% of the domains) = happiness threshold.

Figure 5 shows the sufficiency ratings change between the 2010 and 2015 survey results\textsuperscript{23}. Suffice to say, the analysis entailing 4 pillars, 9 domains, weighted KPIs, and sufficiency levels is a complex undertaking. Nonetheless, the performance story is clearly defined with each survey.

**GNH 2015 Survey Results**

The extensive analysis of the GNHI results culminates in a final summary of overall happiness across all nine (9) domains (see Table 4).\textsuperscript{24} The results reveal that 91.2\% of Bhutanese were narrowly, extensively, or deeply happy.
Supportive Information Management and Information Technology

One key aspect that makes this integrated strategy feasible is that Bhutan will be able to monitor the implementation and results of the 11th Plan using an integrated planning, budgeting and expenditure management system. The Planning and Monitoring System (PlaMS) of GNHC, Public Expenditure Management System (PEMS) of Department of Public Accounts, Multi Year Rolling Budget System (MYRB) of Department of National
Budget, and the Ministry of Finance have been integrated to share planning, budgeting and expenditure information (Figure 6).

**Figure 6: Integrated Planning, Budgeting and Expenditure Management Systems**

All three IT systems are web-based. The PlaMS supports Planning Officers, Programme and Project Managers of Ministries, autonomous agencies, Dzongkhags and Gewogs for managing the results, preparing annual work plans based on the approved five year plans, and to track plan performance on a weekly, quarterly, semi-annual and annual basis based on the five-year plan. The Multi Year Rolling Budget (MYRB) supports Budget Officers in all the Royal Government of Bhutan (RGOB) budgetary agencies to manage annual and rolling budgets. The PEMS supports Accounts Officers in various Government agencies to manage public expenditure on a real time basis.

**Conclusions**

The comprehensive approach Bhutan has taken to strategically attain success demonstrating commendable outcomes management. That is, the full continuum of Planning to Implementation to Monitoring and Evaluation to Corrective Action is
managed by planning bodies, stakeholder engagement, processes and systems at every level in the national structure. The strategic plan (i.e. the latest being the 11th Plan) is implemented through project management delegated at the lowest required depending on the results to be achieved. What Bhutan has achieved that many countries still struggle with is implementation of a national monitoring and evaluation system (i.e., NMES) that is functional feasible. NMES is feasible because of the integrated planning, budgeting and expenditure management system that provides a platform for results based planning and monitoring.

**ANNEX 1  Descriptions for the nine domains**

i. **Psychological well-being:** Explores how people experience the quality of their lives. It includes spirituality, evaluations of life satisfaction, and affective reactions to life events such as positive and negative emotions.

ii. **Health:** Includes conditions of the human body and mind including physical and mental states. A healthy quality of life allows us to get through our daily activities without undue fatigue or physical stress.

iii. **Time use:** Analyses the nature of time spent on activities like work, leisure, care and sleep, and highlights the importance of maintaining a harmonious work life balance.

iv. **Education:** Includes formal and informal education, and assesses each person’s wider knowledge, values, and skills.

v. **Cultural diversity and resilience:** Shows the diversity and strength of traditions including festivals, norms, and the creative arts.

vi. **Community vitality:** Studies relationships and interaction within communities, and among family and friends. It also covers practices like volunteering.

vii. **Good Governance:** Evaluates how people perceive governmental functions and evaluate public service delivery. It explores people’s level of participation in elections and government decisions, and their assessment of various rights and freedoms.

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Introduction of authors

- **Sandiran (Sandi) Premakanthan (Canada)**: He is President/Chair of the IOCOM. He holds a Master’s in Business Administration (MBA) from the University of Ottawa with concentration in Finance, Accounting, Auditing and Evaluation. He is the President and Principal Consultant of Symbiotic International Consulting Services (SICS), Ottawa.

- **Atiq ur Rehman (Pakistan)**: He holds a PhD in HRD. He is the Director and consultant at Asian Centre for Organization Development, Islamabad, Pakistan.

- **Syed Masroor Hussain Shah**: He has a PhD in Management Sciences. He is the CEO of People Talent Tech (MSC), Malaysia. Earlier, he worked with LIN System as Chief HR Department.

- **Akmal Pasha**: He is Assistant Professor, Air University School of Management, Air University, Islamabad, Pakistan.

- **Dr Betty Ann M. Turpin**, is President of Turpin Consultants, Inc., Canada. Earlier, she was a visiting professor in the Royal Collage of Bhutan, Gaedu College of Business Studies.

Introduction of IOCOM

**IOCOM’s Vision:** To create a world where professionals and academia collaborate in outcome management disciplines, organisations, associations, societies and networks in order to strengthen the theory and practice of the discipline everywhere; and foster the cross-fertilization of ideas, high professional standards and an open and global perspective among outcome management professionals in all disciplines in the public and private sectors and academia.

**IOCOM’s Mission:** To elevate the status of outcome management in the world at large and to support professionals in all disciplines, organizations, societies, associations or networks to facilitate their contribution to good governance driven by the quest for evidence informed decision making and strengthen the role of civil society.

**IOCOM Strategic Objectives:** 1) facilitate institutionalization of outcome management principles, practices and capacity for managing outcomes, 2) build outcome management leadership and capacity (an evidence base on outcome management research, knowledge and practice), 3) undertake professional development (knowledge and skills building) activities that will increase public awareness of the discipline, 4) encourage the development of new societies, associations and networks that propagate outcome management and strategies, 5) foster the cross-fertilization of outcome management theory and practice, 6) seek to secure resources for collaborative activity in the world at large, 6) address global challenges in outcome management, and 7) assist outcome management professionals in all disciplines and organisations to take a more global approach to contributing to the identification and solution of regional problems.

IOCOM organisational and individual memberships are free and enjoy the benefits of professional connectivity worldwide. Please visit our web site at [www.iocomsa.org](http://www.iocomsa.org) and join IOCOM.

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