

ORIGINAL RESEARCH PAPER

## Constructing the organizational excellence model using technique for order of preference by similarity to ideal solution and Analytic hierarchy process

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### ABSTRACT

**BACKGROUND AND OBJECTIVES:** Excellence models are essential for organizations to improve performance. Deming Prize, Canada Awards for Excellence, Malcolm Baldrige National Quality Award, and European Quality Award are the most well-known excellence models worldwide. These models do not present any mathematical model in accordance with a comprehensive step-by-step roadmap for implementation. Moreover, they are general models and have not been customized for a specific organization. So, this article presents a comprehensive, graphical, step-by-step roadmap to implement an excellent model for Tehran Municipality that is elevated by Technique for order of preference by similarity to ideal solution and analytical hierarchical process to make decisions by mathematical analysis.

**METHODS:** Different excellence and performance models have been studied, and then an excellence model for deputies of Tehran Municipality is designed. Also, an Analytical hierarchical process for weight extraction and a Technique for order of preference by similarity to an ideal solution for ranking is applied.

**FINDINGS:** A novel excellence model for deputies of Tehran Municipality has been developed. Strategies, goals, objectives, targets, critical success factors, and general, proprietary, and transaction indexes are defined. Analytic hierarchy process calculates weights of indexes based on arbitrary data, and results are presented in 11 Tables. The most important index was the proprietary index, with a weight of 70% for the deputy of technical and construction. The less important index was the general index for the deputy of planning, human capital development, and council affairs, weighing 8%. Moreover, deputies of Tehran Municipality have been ranked by TOPSIS. The best deputy got 71%, and the worse got 7% scores.

**CONCLUSION:** This study constructed a customized five-step excellence model for Tehran Municipality to reach excellence. The model can help Tehran Municipality for better urban planning. Step one constructs the performance assessment team. Step two extracts indexes by brainstorming method with the help of the European foundation for quality management model. Step three collects, cleans and loads the data in the data warehouse. In step four, weights of the indexes and facets are calculated based on AHP, and then facets, indexes, and goals are ranked by technique for order of preference by similarity to ideal solution as an effective multi-criteria decision making tool. Finally, the model has been implemented at offices of plan monitoring, project control, and performance evaluation in planning, human capital development, and council affairs department at Tehran Municipality.

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## INTRODUCTION

Performance management is essential for each company to improve performance and achieve excellence (Tomažević *et al.*, 2017; Bdour *et al.*, 2023). Organizations need an integrated model to identify opportunities and problems to help them improve their processes, achieve their goals and make steps toward their missions and visions (Mendes *et al.*, 2012). Performance management uses an integrated system and technology to measure and improve the performance of organizations according to their missions and visions (Wongrassamee *et al.*, 2003; Mansour, 2023). In addition to conventional management practice, finding success criteria is essential to obtaining excellence (Andersen *et al.*, 2000). Standard organizational improvement tools include enterprise resource planning, supply chain management, business intelligence systems, performance management systems, business process modeling, project management, total quality management, lean management, performance management, and strategic management. Through these models, excellence models concentrated mainly on showing the way to reach excellence, and each country usually developed its customized model (Andersen *et al.*, 2000). Fig. 1 presents the Deming Prize, globally known as the first excellence model introduced by the Union of Japanese Scientists and Engineers in 1951 (Union of Japanese Scientists and Engineers, 2010). Fig. 2 presents the Canada Awards for Excellence (National Quality Institute, 2007) as the next excellence model. Malcolm Baldrige National Quality Award (MBNQA) (Fig. 3) was introduced in the USA in 1987 (National Institute of Standards and Technology, 2010). The European Quality Award (known as the "European Excellence Award" since 2004), based on the European Foundation for Quality Management (EFQM) model (Fig. 4), was established in 1991 (European Foundation for Quality Management, 2019). Many more excellence models were developed based on the EFQM and MBNQA in various countries like India in 1994, Singapore and Japan in 1995, the Philippines in 1997, Fiji in 1998, and Thailand in 2001 (Talwar, 2011).

Excellence models consider processes, customers, and stakeholders and try to improve the performance of the organizations. However, they are general and not customized for a specific organization and do not have explicit, step-by-step, and comprehensive

guidelines for customization. The excellence models primarily consider leadership, strategic planning, people, supplier/partner, customer, knowledge and information management, processes, society, and business results (Andersen *et al.*, 2000). In addition, the Balanced Score Card (BSC) (Kaplan and Norton, 1992) can translate an organization's mission and strategic objectives into a set of performance measures in four general perspectives: financial, customer satisfaction, internal processes, and learning and growth. So, BSC can help managers to have an operational view of their organization's perspectives. Wongrassamee *et al.* (2003) compared EFQM and BSC as prominent performance management tools. Santos-vijande and Alvarez-gonzalez (2007) developed an instrument for measuring Total Quality Management (TQM) implementation following the EFQM excellence model. They provided empirical evidence on the relationship between management practices and measures of business performance. Vukomanovic *et al.* (2007) introduced an integrated model for performance management in a construction company based on EFQM and BSC principles in the construction industry. Belvedere *et al.* (2018) used the EFQM model as a reference framework for designing a multi-objective performance measurement system for the procurement function of a company. Andersen *et al.* (2000) compared EFQM and BSC as the two primary tools for assessing the performance of an organization. Shahin *et al.* (2012) found the weaknesses and strengths of EFQM and BSC models and then proposed an integrated model based on them. Westerveld (2003) described the project excellence model adapted from the EFQM model. Bou-Llusar *et al.* (2009) analyzed how the EFQM excellence model captures the main assumptions involved in the TQM concept. Doeleman *et al.* (2014) have done a literature review on empirical evidence on applying the EFQM model. Ritchie and Dale (2000) have done a study of self-assessment practices in 10 organizations. The research was carried out by semi-structured interviews directed toward various issues related to the process, practice, and management of self-assessment. Den Hartog *et al.* (2004) presented a model for performance management combining insights from strategic human resource management and work and organizational psychology. Folan and Browne (2005) reviewed performance management and described

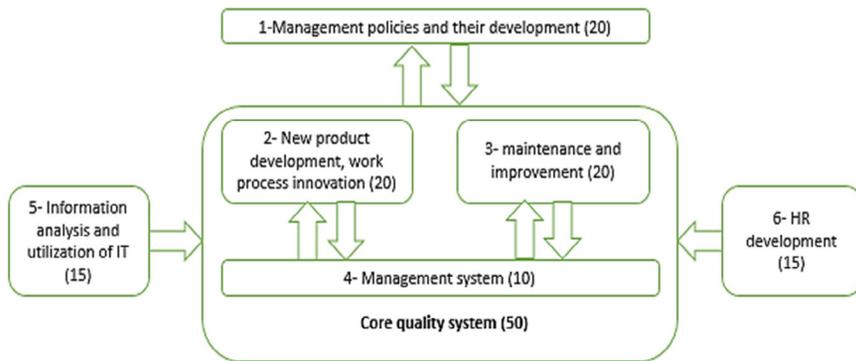


Fig. 1: Evaluation items of basic categories under the Deming application Prize (Union of Japanese Scientists and Engineers, 2010)

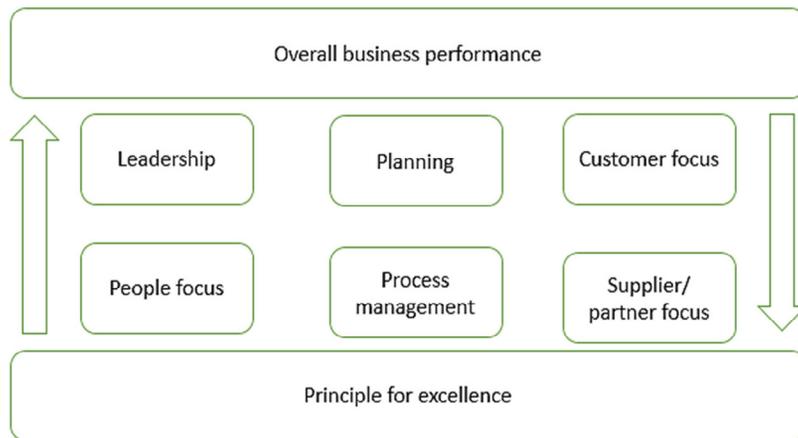


Fig. 2: Framework of Canadian award for excellence (National Quality Institute, 2007)

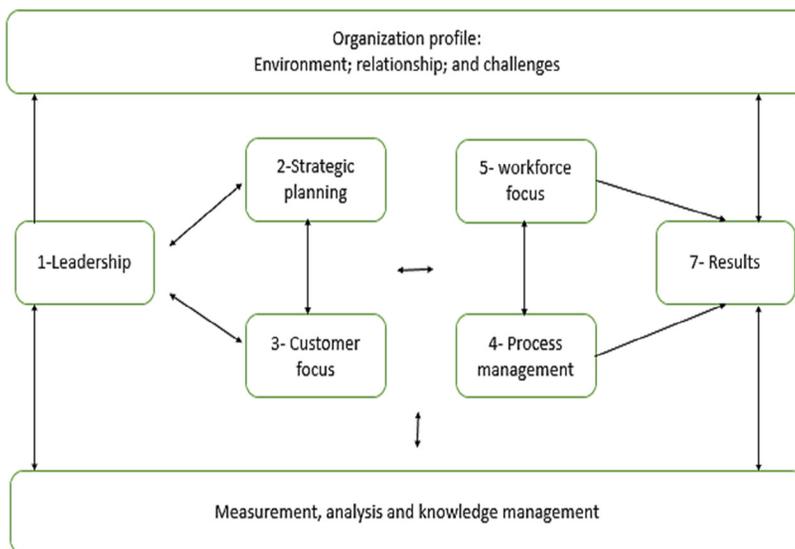


Fig. 3: Framework of the MBNQA (National Institute of Standards and Technology, 2010)



Fig. 4: Framework of the EFQM model (European Foundation for Quality Management, 2019)

the evolution of performance measurement in four sections: recommendations, frameworks, systems, and inter-organizational performance measurement. Kagioglou *et al.* (2001) presented a framework that ensured effective strategies were deployed to form the performance management system that construction organizations could adopt. Kloot and Martin (2000) used four dimensions of the Balanced Scorecard (Finance, Community, Internal Business Processes, Innovation, and Learning) to research local government performance management systems. Flapper *et al.* (1996) have explored baselines for moving from performance measurement to performance management. Kanji and Wong (1999) reviewed the relationships between TQM and Supply Chain Management (SCM) and concluded that existing supply chain models have inadequacies that TQM principles and concepts can enrich. Khalif and Hassan (2022) used fuzzy logic to improve the performance of the EFQM. Rodríguez-González *et al.* (2020) described the value of the EFQM model as a quality framework for improving the performance of a hospital pharmacy department. Liu Y *et al.* (2021) confirmed the need to adjust the EFQM model, used the restaurant industry as an example and applied Fuzzy AHP (FAHP) to give each attribute and sub-attribute a new, accurate score. e Sá and

Fernandes (2020) validated and refined the use of the EFQM model in the municipality of the center region of Portugal. Keshtegar *et al.* (2021) analyzed the impact of business intelligence on enablers of the EFQM excellence model with the mediating role of knowledge sharing. Regarding the literature review, none of the above-mentioned models explicitly mention the application of the Multi-Criteria Decision Making (MCDM) model. Moreover, the weights of the elements are fixed, and the aggregation method to reach a final score is not explained. MCDM models can be used for weight calculation and score aggregation. The AHP, as proposed by Saaty (1987), which reduces complex decisions to a series of pairwise comparisons and can extract weights of indexes, is a common technique in MCDM to extract the weights. Vukomanovic and Radujkovic (2013) used AHP for setting priorities among competitive strategic objectives and afterward for selecting criteria for the construction industry and then integrated EFQM and BSC to conduct benchmarking, identify best practices, align strategy with the competitive surroundings and selecting strategy aligned with the selected criteria. Araujo *et al.* (2018) applied a two-stage approach of TOPSIS in public hospitals in 92 Rio de Janeiro municipalities. Sun (2010) developed an evaluation model based on the FAHP and Fuzzy TOPSIS (FTOPSIS)

to help industrial practitioners evaluate performance in a fuzzy environment. [Yadav et al. \(2018\)](#) have reviewed industrial applications of the TOPSIS approach. [Sehhat et al. \(2015\)](#) have developed an evaluation model considering the indicators identified; in assessing seven insurance companies in the ranking and weighting of these criteria and companies, the AHP and TOPSIS technique has been used. [Kumar et al. \(2020\)](#) prioritized attributes for successfully implementing agile manufacturing using a combined AHP and TOPSIS approach in the Indian manufacturing industry. [Aydin et al. \(2012\)](#) proposed an integrated approach based on AHP and EFQM models to evaluate business performance excellence. [Golpîra \(2014\)](#) employed an FTOPSIS to evaluate project management standards based on the criteria introduced by EFQM to have a framework to compare standards as a comprehensive method. [Azar et al. \(2011\)](#) presented an integrated model with the BSC framework for supplier selection strategy. [Mirfakhredini et al. \(2013\)](#) proposed a model to assess the performance of sports organizations with BSC and TOPSIS. [Gholipour and Ebrahimi \(2018\)](#) used TOPSIS to rank alternative municipal districts based on the weighted human capital criteria. [Table 1](#) compares this study with the related literature.

According to the literature review, no study shows how to customize and apply an excellence model in a decentralized organization. Also, none of the above-mentioned articles integrated an excellence model and performance management system.

Municipalities are institutions of state administrations characterized by high specificity of functioning. So, most of the time, they are decentralized. Therefore, this study presented a customized, comprehensive, step-by-step excellence model for Tehran Municipality as a decentralized organization. The main questions are: How can an excellence model and a performance management system be used in Tehran Municipality? How an excellence model and performance management system can be integrated? How multi-criteria decision-making tools can be applied in an excellence model? How can an excellent model be customized to be implemented in Tehran Municipality? The current study has been carried out in offices of plan monitoring, project control, and performance evaluation in planning, human capital development, and council affairs department at Tehran Municipality in 2023.

#### MATERIALS AND METHODS

The excellence model for deputies of Tehran Municipality is presented here.

##### Survey design and data collection

The excellence model for deputies of Tehran Municipality is depicted in [Fig. 5](#). EFQM enhances the proposed model. AHP and TOPSIS as MCDM tools are used for mathematical calculations. The model is constructed based on five steps. Step one constructs the performance assessment team. Step two extracts indexes by brainstorming method with the help of the

Table 1: literature comparison by the study

AHP/FAHP	TOPSIS/FTOPSIS	EFQM	Sources
✓		✓	<a href="#">Vukomanovic and Radujkovic, 2013</a>
	✓		<a href="#">Yadav et al., 2018</a>
✓	✓		<a href="#">Sun, 2010</a>
✓	✓		<a href="#">Sehhat et al., 2015</a>
✓	✓		<a href="#">Kumar et al., 2020</a>
	✓		<a href="#">Araujo et al., 2018</a>
✓		✓	<a href="#">Aydin et al., 2012</a>
		✓	<a href="#">Belvedere et al., 2018</a>
	✓	✓	<a href="#">Golpîra, 2014</a>
	✓		<a href="#">Gholipour and Ebrahimi, 2018</a>
		✓	
✓		✓	
✓	✓	✓	

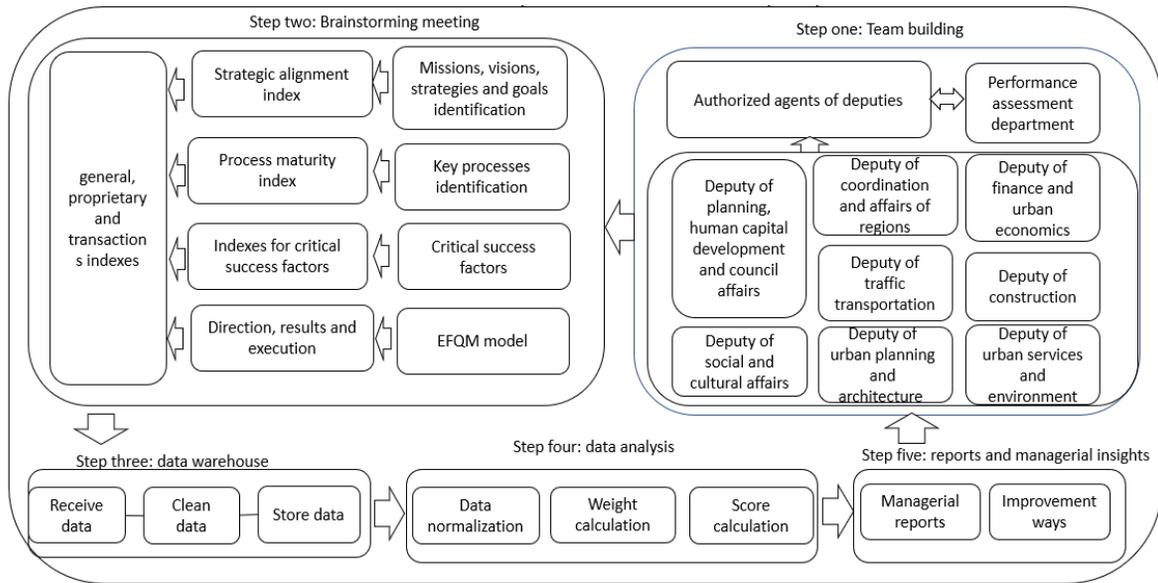


Fig. 5: Excellence model for deputies of Tehran Municipality

EFQM model. Step three collects, cleans and loads the data in the data warehouse. In step four, weights of the indexes and facets are calculated based on AHP, and then facets, indexes, and goals are ranked by TOPSIS as an effective MCDM tool. Improvement strategies can be provided in step five.

*Step 1: Team building*

Tehran Municipality is a decentralized organization in which different tasks are assigned to different deputies. Finance and urban economics; coordination and affairs of regions; planning, human capital development, and council affairs; technical and construction; traffic transportation; social and cultural affairs; urban services and environment; urban planning and architecture are the leading deputies of Tehran Municipality. The deputies have different buildings in the city, each with its strategies, missions, visions, and tasks. All the deputy's strategies should be aligned with each other and with Tehran Municipality's strategies, missions, and visions. Also, their tasks should be evaluated and improved by the improvement methods. Creating a team, where one representative from each deputy shall be invited, is thus the first step. This team shall analyze the situation of deputies and, to improve it will work with them. In the end, it would lead to an improvement in

the overall situation of the Tehran Municipality.

*Step 2: Brainstorming meeting*

The team needs to have meetings to establish and decide on the proper indexes to evaluate different data types. Each deputy determined specific measures using primary goals, visions, plans, procedures, and duties. General indexes are usually extracted from the EFQM model, concerning the fact that the deputies are not in an isolated environment and have a lot of transactions with each other. So, related transactional indexes are defined to improve these transactions.

*Step 3: Data warehouse*

The data of the defined indexes should be collected, cleaned, and stored in the data warehouse. Data on general and proprietary indexes are achieved in a self-assessment manner, but data on transaction indexes are collected through brainstorming by deputies who have transactions with each other.

*Step 4: Data analysis*

Obtained structured data has been analyzed in this step. Over the years, several methods have been proposed for estimating the weights from a matrix of pairwise comparisons, including Additive

Normalization (AN), Eigenvector (EV), Logarithmic Least Squares (LLS), Weighted Logarithmic Least Square (WLS), Logarithmic Goal Programming (LGP), Fuzzy Preference Programming (FPP), and others.

This study implemented the AHP method to extract weights of criteria. AHP uses the following steps:

*Define the problem and its related goal*

Construct the hierarchy of the problem. All the elements in every level of the hierarchy should be compared by each other in pairwise comparison.

*Construction of a set of pairwise comparison matrices*

Let  $A = [a_{ij}]$  for  $i$  and  $j = 1, \dots, n$  denote a pairwise comparison matrix where  $a_{ij}$  shows the amount of preference of element  $i$  to element  $j$ . All the entries have a positive value  $a_{ij} > 0$  in a reciprocal manner  $a_{ji} = \frac{1}{a_{ij}}$ . The defined criteria in each level and following the above level element should be compared two by two according to the 1-9 scale of pairwise comparisons as shown in Table 2. The total number of pairwise comparisons is  $\frac{n(n-1)}{2}$ .

The vector of weights  $(W_1, \dots, W_n)$  related to  $A$  can be extracted by normalization of the geometric mean method. Let  $W_i$  denotes the weight of element  $i$  in matrix  $A$ , Eq. 1 represents the geometric mean:

$$W_i = \frac{\left(\prod_{j=1}^n a_{ij}\right)^{\frac{1}{n}}}{\sum_{i=1}^n \left(\prod_{j=1}^n a_{ij}\right)^{\frac{1}{n}}}, \quad i, j = 1, \dots, n. \tag{1}$$

*Calculation of consistency index*

Consistency is checked to ensure that the evaluation of the pairwise comparison matrix is reasonable and acceptable. Imagine  $C$  is an  $n$ -dimensional column vector describing the sum of the weighted values for the importance degrees of elements in  $A$  matrix, then:  $C = [c_i]_{n \times 1} = A \cdot W^T, i = 1, \dots, n$ . The consistency value can be represented by  $CV = [cv_i]_{1 \times n}$  where  $cv_i = \frac{c_i}{W_i}, i = 1, \dots, n$ . The inconsistency index to evaluate the effectiveness of measurements can be calculated.

Saaty (1987) proposed the maximum eigenvalue  $\gamma_{max}$  b:  $\gamma_{max} = \frac{\sum_{i=1}^n CV_i}{n}, i = 1, \dots, n$ . With the maximal eigenvalue  $\gamma_{max}$ , a Consistency Index (CI) can then be determined by  $CI = \frac{\gamma_{max} - n}{n - 1}$  then a Consistency Ratio (CR) is defined by  $CR = \frac{CI}{RI}$ . Table 3 shows the average amount of Random Index (RI) with the value obtained by different orders of the pair-wise comparison matrices. If the CR is below 0.1, the matrix is considered consistent, the evaluation is rational, and the weights are valid. The judgments should be reviewed and improved in the case of  $CR > 0.10$ .

The criteria and their related weights in every deputy have been extracted. MCDM tools can calculate the score of each of them. TOPSIS considers the best and the worst alternatives and ranks the alternatives by distance to these two reference points; TOPSIS is used here to calculate the scores. Meaningful scores and distances are calculated. A decision matrix ( $D = [x_{ij}]_{m \times n}$ ) is constructed where the alternatives are set in the rows, and the columns show the criteria and  $x_{ij}$  presents the score of alternatives  $i$  in criteria  $j$ . By vector normalization way, the matrix

Table 2: The scale of pairwise comparisons

Degree of Importance	Definition	Explanation
1	Equal importance	Two criteria have equal importance according to the objective.
2	Weak or slight	According to the objective, the first criterion has weak or slight importance to the second criterion.
3	Moderate importance	The first criterion has moderate importance to the second criterion according to the objective.
4	Moderate plus	Between 3 and 5
5	Strong importance	The first criterion has strong importance to the second criterion according to the objective.
6	Strong plus	Between 5 and 7
7	Very strong	The first criterion has very strong importance to the second criterion according to the objective.
8	Very, very strong	The first criterion is very important to the second criterion according to the objective.
9	Extreme importance	The first criterion has extremely strong importance to the second criterion according to the objective.

Table 3: Consistency ratio

Matrix size	1	2	3	4	5	6	7	8	9	10
Random consistency	0	0	0.58	0.9	1.12	1.24	1.32	1.41	1.45	1.49

can be normalized by Eq. 2.

$$R_{ij} = \frac{X_{ij}}{\sqrt{\sum_{i=1}^m X_{ij}^2}} \quad \text{for all } i = 1, \dots, m \text{ and for all } j = 1, \dots, n. \quad (2)$$

The extracted weight from AHP is multiplied by its corresponding  $R_{ij}$  to calculate the weighted normalized matrix as Eq. 3.

$$V_{ij} = W_j R_{ij}. \quad (3)$$

The positive ideal solution, the maximum value of alternatives in each attribute ( $V^+ = V_1^+, V_2^+, \dots, V_n^+$ ), and the negative ideal solution, minimum value of alternatives in each attribute ( $V^- = V_1^-, V_2^-, \dots, V_n^-$ ), can be found. The separation measure can be calculated by Eq. 4 and Eq. 5.

$$S_i^+ = \sqrt{\sum_{j=1}^n (V_{ij} - V_j^+)^2} \quad \text{for all } i = 1, \dots, n. \quad (4)$$

$$S_i^- = \sqrt{\sum_{j=1}^n (V_{ij} - V_j^-)^2} \quad \text{for all } i = 1, \dots, n. \quad (5)$$

The relative closeness to the ideal solution can be calculated by Eq. 7.

$$C_i^+ = \frac{S_i^-}{S_i^+ + S_i^-} \quad \text{for all } i = 1, \dots, n. \quad (7)$$

The final ranking is achieved.

#### Step 5: Reports, managerial insights

The data converted into information and knowledge is now achieved through different mathematical analyses. Through the experiences of authorized agents of the deputies, much wisdom can be obtained during different brain-storming and studying the reports.

## RESULTS AND DISCUSSION

The proposed model has run at Tehran Municipality, and the obtained results are presented

and discussed here.

#### Step 1: Team building

A performance assessment team is constructed at the team-building step.

#### Step 2: Brainstorming meeting

Strategies, goals, objectives, targets, critical success factors, and proprietary and transaction indexes are defined here through brainstorming. Proprietary indexes are shown in Table 4.

In order to calculate the strategic alignment of 8 Deputies and extract all the strategies and goals of the vices, as well as the CSFs of the vices, specific indicators are extracted during the processes. Process maturity is considered in the EFQM model.

#### General indexes extracted by EFQM

The EFQM model is a non-prescriptive, well-known framework based on the enablers and results, so it has been used to extract general indexes. The enablers criteria cover what the deputies do, and the results criteria cover the achievements of the deputies. The following questions adapted from the EFQM model (European Foundation for Quality Management, 2019) extract general indexes.

##### Transactions indexes

Time and quality of the received data from deputies are the two most transactional indexes for deputies interacting with each other. The following questions extract transactional indexes:

- Which deputies have essential interaction with your deputies?
- What kind of interactions do you have with each other?
- What is the best index to measure and improve the quality of interactions?

#### Step 3: Data warehouse

The defined indexes' data should be gathered, cleaned, and stored in the data warehouse.

#### Step 4: Data analysis

In this section, required data are achieved by

Table 4: Proprietary indexes of deputies

Deputies	Main strategies	Goals	Indexes
Deputy of technical and construction	Implements technical and construction projects to improve Tehran's infrastructures and facilities	Optimizes usage of resources during project implementation	Cost performance index
		Develops Tehran's facilities and infrastructures	Schedule performance index
Deputy of planning, human capital development, and council affairs	Implements intelligence planning and develops professional experts for Tehran Municipality	Develop an intelligence system for the Tehran Municipality	Efficiency of planning Variation of assigned budget Amounts of process improvement
		Develops an intelligent urban planning	Amount of teaching hours for personnel Amounts of reconstruction of historical places
Deputy of urban planning and architecture	Implements urban planning and Iranian architecture	Develops Iranian architecture throughout the city	The efficiency of urban planning
		Improve environment quality	Amounts of environmental pollution
Deputy of urban services and environment	Develops sustainable urban services	Create sustainable economy	Amounts of satisfaction from urban services Amounts of sustainable revenue fulfillment
		Improve transportation quality of Tehran city	Amounts of cost reduction Improve the scheduling of public transportation
Deputy of finance and urban economics	Develops cost and revenue management system	Improve transportation quality of Tehran city	Decrease the amount of used fuel Increase using of bicycles
		Makes a sustainable community	The mental health of society Innovation rate of society Improvement of lifestyle
Deputy of traffic transportation	Develops green public transportation	Makes a sustainable community	Supportive community
		Coordination between the deputies and members of council affairs	Amount of solved conflict between the deputies and council affairs
Deputy of social and cultural affairs	Develops Iranian culture	Makes a sustainable community	Supportive community
Deputy of coordination and affairs	Make integration between the deputies and affairs	Coordination between the deputies and members of council affairs	Amount of solved conflict between the deputies and council affairs

interviewing team members. Each deputy has three categories: proprietary, transactions, and general. Also, each category has its related indexes. The weights of indexes and categories can be different according to the deputies. The weights are extracted by pair-wise comparison, and the final score of

deputies in each category is obtained with the help of TOPSIS. Because of the Tehran Municipality policies, the real data cannot be used here, so arbitrary data is used to show the analysis here (Tables 5-12).

Table 13 shows the weights of each category extracted by AHP.

Table 5: Weights of indexes for deputy of technical and construction

Categories	Weights of categories	Indexes	Weights of indexes
Proprietary indexes	70%		
		Cost performance	70%
		Schedule performance	30%
General indexes	20%		
		Leadership	3%
		Policy and strategy	5%
		People	7%
		Partnership and resources	6%
		Processes	4%
		Customer results	5%
		People results	5%
		Society results	52%
		Key results	13%
Transactions indexes	10%		
		Time of responses	60%
		Quality of responses	40%

Table 6: Weights of indexes for deputy of planning, human capital development, and council affairs

Categories	Weights of categories	Indexes	Weights of indexes
Proprietary indexes	51%		
		Efficiency of planning	35%
		Variation of assigned budget	37%
		Amounts of process improvement	16%
		Amount of teaching hours for personnel	12%
General indexes	8%		
		Leadership	26%
		Policy and strategy	5%
		People	13%
		Partnership and resources	4%
		Processes	11%
		Customer results	2%
		People results	12%
		Society results	6%
		Key results	20%
Transactions indexes	41%		
		Time of responses	20%
		Quality of responses	80%

Table 7: Weights of indexes for deputy of urban planning and architecture

Categories	Weights of categories	Indexes	Weights of indexes
Proprietary indexes	83%	Amounts of reconstruction of historical places	80%
		Efficiency of urban planning	20%
General indexes	12%	Leadership	5%
		Policy and strategy	9%
		People	2%
		Partnership and resources	9%
		Processes	23%
		Customer results	14%
		People results	9%
		Society results	5%
		Key results	23%
Transactions indexes	5%	Time of responses	10%
		Quality of responses	90%

Table 8: Weights of indexes for deputy of urban services and environment

Categories	Weights of categories	Indexes	Weights of indexes
Proprietary indexes	28%	Amounts of environmental pollution	41%
		Amounts of satisfaction from urban services	59%
General indexes	63%	Leadership	10%
		Policy and strategy	15%
		People	16%
		Partnership and resources	1%
		Processes	10%
		Customer results	11%
		People results	7%
		Society results	18%
Transactions indexes	9%	Key results	12%
		Time of responses	54%
		Quality of responses	46%

Table 9: Weights of indexes for deputy of finance and urban economics

Categories	Weights of categories	Indexes	Weights of indexes
Proprietary indexes	44%	Amounts of sustainable revenue fulfillment	91%
		Amounts of cost reduction	9%
General indexes	38%	Leadership	22%
		Policy and strategy	22%
		People	6%
		Partnership and resources	1%
		Processes	16%
		Customer results	23%
		People results	1%
		Society results	6%
		Key results	4%
Transactions indexes	18%	Time of responses	24%
		Quality of responses	76%

Table 10: Weights of indexes for deputy of Traffic transportation

Categories	Weights of categories	Indexes	Weights of indexes
Proprietary indexes	27%	Improve the scheduling of public transportation	19%
		Decrease the amount of used fuel	18%
		Increase using of bicycles	63%
General indexes	51%	Leadership	17%
		Policy and strategy	3%
		People	6%
		Partnership and resources	8%
		Processes	19%
		Customer results	3%
		People results	22%
		Society results	8%
		Key results	14%
Transactions indexes	22%	Time of responses	70%
		Quality of responses	30%

Table 11: Weights of indexes for deputy of social and cultural affairs

Categories	Weights of categories	Indexes	Weights of indexes
	33%		
30%		The mental health of society	
12%		Innovation rate of society	
28%		Improvement of lifestyle	
30%		Supportive community	
	43%		
18%		Leadership	
2%		Policy and strategy	
12%		People	
17%		Partnership and resources	
12%		Processes	
2%		Customer results	
8%		People results	
11%		Society results	
17%		Key results	
	25%		
		Time of responses	89%
		Quality of responses	11%

Table 12: Weights of indexes for deputy of coordination and affairs

Categories	Weights of categories	Indexes	Weights of indexes
Proprietary indexes	63%		
		Amount of solved conflict between the deputies and affairs	100%
General indexes	8%		
		Leadership	8%
		Policy and strategy	4%
		People	16%
		Partnership and resources	8%
		Processes	3%
		Customer results	21%
		People results	19%
		Society results	10%
		Key results	12%
Transactions indexes	29%		
		Time of responses	62%
		Quality of responses	38%

Table 13: Related weights for deputies

Deputy's name	Proprietary indexes	General indexes	Transactions indexes
Deputy of Technical and construction	70%	20%	10%
Deputy of planning, human capital development, and council affairs	51%	8%	41%
Deputy of urban planning and architecture	83%	12%	5%
Deputy of urban services and environment	28%	63%	9%
Deputy of finance and urban economics	44%	38%	18%
Deputy of Traffic transportation	27%	51%	22%
Deputy of social and cultural affairs	33%	43%	25%
Deputy of coordination and affairs	63%	8%	29%

Table 14: Performance of the deputies in the categories

Deputy's name	Proprietary indexes	General indexes	Transactions indexes
Deputy of technical and construction	91%	69%	28%
Deputy of planning, human capital development, and council affairs	25%	20%	23%
Deputy of urban planning and architecture	10%	31%	47%
Deputy of urban services and environment	3%	57%	7%
Deputy of finance and urban economics	69%	10%	73%
Deputy of traffic transportation	45%	51%	38%
Deputy of social and cultural affairs	8%	48%	64%
Deputy of coordination and affairs	5%	76%	11%

Table 14 is obtained by evaluating the performance of each index within a category, multiplying the weight associated with that performance, and summing the weighted scores for each category.

The weighted performance of the deputies in the categories is represented in Table 15.

Table 16 shows the final ranking of each deputy, and proper improvement strategies for each one can be proposed in the next step.

#### Step 5: Reports, managerial insights, and improvement ways

Improvement strategies and managerial insights can be developed from the achieved data. Step two categorized indexes into three main categories: general, proprietary and transactions indexes. The

deputies' Weaknesses and strengths can be obtained regarding the weights and scores of the deputies in each index. For example, the deputy of coordination and affairs was the weakest, and the deputy of technical and construction was the strongest deputy of Tehran Municipality. Proprietary indexes are the most important index for the deputy of coordination and affairs. The amount of solved conflict between the deputies and affairs is the only index in This category. So, suppose the deputy wants to improve its score and help the municipality in the road to excellence. In that case, it should significantly improve the amount of solved conflict between the deputies and affairs. Transactions indexes are the second important category for this deputy, containing time and response quality. They showed that the deputy

Table 15: Weighted performance of the deputies in the categories

Deputy's name	Proprietary indexes	General indexes	Transactions indexes
Deputy of technical and construction	64%	14%	3%
Deputy of planning, human capital development, and council affairs	13%	2%	9%
Deputy of urban planning and architecture	8%	4%	2%
Deputy of urban services and environment	1%	36%	1%
Deputy of finance and urban economics	31%	4%	13%
Deputy of traffic transportation	12%	26%	8%
Deputy of social and cultural affairs	3%	21%	16%
Deputy of coordination and affairs	3%	6%	3%

Table 16: Final ranking of deputies

Deputy's name	Scores	Ranks
Deputy of technical and construction	0.71	1
Deputy of finance and urban economics	0.41	2
Deputy of urban services and environment	0.35	3
Deputy of traffic transportation	0.34	4
Deputy of social and cultural affairs	0.28	5
Deputy of planning, human capital development, and council affairs	0.19	6
Deputy of urban planning and architecture	0.11	7
Deputy of coordination and affairs	0.07	8

may had not good transactions with other deputies. So, the deputy should consider to promote the level of interactions with others. Similarly, all the deputies should review their categories and indexes and find ways to plan and implement the improvement. The excellence model will be rerun to help the municipality to reach excellence. This process is a never-ending process and should be run constantly. A comparison of the proposed model with the EFQM and BSC models as the two famous performance management models can be helpful. EFQM uses 9 general and nonprescriptive facets not customized for a specific organization. BSC is also nonprescriptive and uses 4 proper facets for a centralized organization. The proposed model categorizes organization activities into general, proprietary, and transactional. The general category uses EFQM criteria by the adjusted

weights according to the organization's specifications and needs. The proprietary category uses strategies and goals to define specific indexes to measure the organization's operations following strategies and goals that are not necessarily in 4 facets of BSC. The transactional category uses indexes that help a decentralized organization make a better relationship between its parts. The EFQM and BSC methods do not consider mathematical calculations and ignore mathematical analysis. EFQM considers fixed weights for its criteria, and BSC does not propose any weights for the facets. However, in the proposed model, AHP, as a powerful mathematical tool, is used to extract the weights of criteria and categories to understand better the value of improvement in each section of the organization. TOPSIS is applied to measure performance and rank the organization's different

Table 17: Comparison between EFQM, BSC, and the proposed model

Aspects	EFQM	BSC	The Proposed Model
Direction Execution Results		Financial, Customer satisfaction, Internal processes, Learning and growth	General category (integral by EFQM model), Proprietary category (based on strategies and goals of deputies) Transaction category (used for decentralized organizations)
Proper for	Centralized organizations	Centralized organizations	Centralized and decentralized organizations
Weighting method	Fixed weights are used, which is an unrealistic assumption for different organizations	Not mentioned	Used AHP as a powerful weighting method to calculate the real weights of different categories and indexes
Ranking method	Not mentioned	Not mentioned	It used TOPSIS as a powerful MCDM method to rank different organizations, and help managers have more insights to produce improvement strategies
Improvement strategies	Not mentioned	Not mentioned	It has one step to develop improvement strategies based on mathematical analysis and brainstorming meetings

deputies to understand better how to create managerial insights and improvement actions. Table 17 shows the comparison. It is worth answering the mentioned questions here: How can an excellence model and a performance management system be used in Tehran Municipality? And how an excellent model can be customized to implement in Tehran Municipality?

Regarding the proposed model, by identifying strategies, goals, objectives, targets, critical success factors, general, proprietary, and transaction indexes and conducting several meetings with deputies throughout the process, all the deputies aligned and worked like a centralized organization.

How an excellence model and performance management system can be integrated?

Excellence models have some defined indexes and scoring systems, but performance management systems define indexes and use the appropriate scoring system. The proposed model used both ways. It used the EFQM excellence model indexes as general indexes and defined the proprietary and transaction indexes to have comprehensive and

customized assessment indexes. Moreover, AHP and TOPSIS, as commonly used techniques, are used for scoring systems.

How multi-criteria decision-making tools can be applied in an excellence model?

As shown in step 3 of the proposed model, the criteria weights are driven by AHP, and TOPSIS does their ranking.

### CONCLUSION

Deming Prize, Canada Awards for Excellence, Malcolm Baldrige National Quality Award, and European Quality Award are the most well-known excellence models worldwide. But, these excellence models are nonprescriptive and not customized for a specific organization. Also, they ignore decentralized organizations. On the other hand, performance management systems define criteria and use mathematical models as their scoring system. However, they ignore the excellence models. Therefore, this study combined the EFQM as one of the most reputable excellence models and performance management systems and applied

the model in Tehran Municipality. This presented a comprehensive, graphical, step-by-step excellence model run for deputies of Tehran Municipality. The proposed model has five steps. Step one is to construct the team. The Tehran Municipality is a decentralized organization that has 9 deputies: deputy of finance and urban economics; deputy of coordination and affairs of regions; deputy of planning, human capital development, and council affairs; technical and construction deputy; traffic transportation deputy; deputy of social and cultural affairs; deputy of urban services and environment; deputy of urban planning and architecture so it is essential that a team including of at least one agent of each deputy constructed in the first step. Step two extracts related indexes to each deputy's general, proprietary, and transaction categories. The general category used the EFQM model, the proprietary category used the mission, vision, processes maturity model, critical success factors, and the task of deputies to define indexes, and the transactional category used time and quality of response as two main indexes in this category. Step three collects, cleans and stores the related data on indexes in the data warehouses by the defined indexes and categories. Step four uses AHP to calculate the weights of indexes and categories for each deputy and then, with the help of TOPSIS, ranks the deputies to find the best and the worst deputy. By the obtained analysis, step five can create reports, managerial insights, and improvement ways. Finally, the proposed model is run at the office of plan monitoring, project control, and performance evaluation in planning, human capital development, and council affairs department at Tehran Municipality; then, the outcomes are shared with others. Regarding the mathematical analysis, Sample Weighted Method (SWM), or other mathematical analysis by different normalization ways can be used and may lead to different solutions. How to select the best solution can be a good question to be answered in future research. Different strategy improvement methods can be used for constructing performance improvement scenarios.

#### AUTHOR CONTRIBUTIONS

K. Fahimi performed the literature review, conducted the conceptual model and numerical results, compiled the data, analyzed and interpreted the data, and prepared the manuscript text and edition. M. Amirabadi performed the literature

review and applied the model in Tehran Municipality.

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#### CONFLICT OF INTEREST

The authors declare no potential conflict of interest regarding the publication of this work. In addition, the authors have witnessed ethical issues, including plagiarism, informed consent, misconduct, data fabrication and, or falsification, double publication and, or submission, and redundancy.

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#### ABBREVIATIONS

<i>EFQM model</i>	European Foundation for Quality Management model
<i>BSC</i>	Balanced Score Card
<i>TOPSIS</i>	Technique for Order of Preference by Similarity to Ideal Solution

AHP	Analytical Hierarchical Process	$S_i^-$	Negative separation measure.
FTOPSIS	Fuzzy Technique for Order of Preference by Similarity to Ideal Solution	$C_i^+$	Relative closeness to the ideal solution.
FAHP	Fuzzy Analytical Hierarchical Process		
ELECTRE	Elimination and Choice Expressing Reality		
SWM	Sample Weighted Method		
MBNQA	Malcolm Baldrige National Quality Award		
MCDM	Multi-Criteria Decision-Making		
TQM	Total Quality Management		
CI	Consistency Index		
CR	Consistency Ratio		
RI	Random Index		
$A = [a_{ij}]$	Pairwise comparison matrix.		
$a_{ij}$	Amount of preference of element $i$ to element $j$ .		
$(W_1, \dots, W_n)$	Vector of weights.		
C	An $n$ -dimensional column vector.		
$CV = [cv_i]_{1 \times n}$	Consistency value.		
$\gamma_{max}$	Maximum eigenvalue.		
CI	Consistency index.		
RI	Average random index.		
$D = [x_{ij}]_{mn}$	Decision matrix.		
$x_{ij}$	A score of alternatives $i$ in criteria $j$ .		
$R_{ij}$	Normalized amount of $x_{ij}$ .		
$V_{ij}$	Weighted normalized amount of $x_{ij}$ .		
$(V^+ = V_1^+, V_2^+, \dots, V_n^+)$	The maximum value of alternatives in each attribute.		
$(V^- = V_1^-, V_2^-, \dots, V_n^-)$	The minimum value of alternatives in each attribute.		
$S_i^+$	Positive separation measure.		

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