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Application of Result Based Management in the Public Sector Projects: A Study on the Readiness Situation of Bangladesh

Ahmed, Farid Uddin

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**APPLICATION OF RESULT BASED MANAGEMENT
IN THE PUBLIC SECTOR PROJECTS: A STUDY ON
THE READINESS SITUATION OF BANGLADESH**

PhD Dissertation

*A Dissertation Submitted to the Institute of Bangladesh Studies, Rajshahi
University, in fulfillment of the Requirement for the Degree of*

Doctor of Philosophy

By

FARID UDDIN AHMED

PhD Fellow

Session: 2009–10

Institute of Bangladesh Studies
Rajshahi University, Rajshahi



**INSTITUTE OF BANGLADESH STUDIES
RAJSHAHI UNIVERSITY, RAJSHAHI**

MAY 2013

**APPLICATION OF RESULT BASED MANAGEMENT
IN THE PUBLIC SECTOR PROJECTS: A STUDY ON
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PhD Dissertation

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Session: 2009–10

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**INSTITUTE OF BANGLADESH STUDIES
RAJSHAHI UNIVERSITY, RAJSHAHI**

MAY 2013

Dedicated to my Wife
Fatima Kibria (Moni)

CERTIFICATE OF APPROVAL

I hereby certify that Mr. Farid Uddin Ahmed has fulfilled the conditions of the Resolution and Regulations appropriate for the degree of Doctor of Philosophy (PhD) in the Rajshahi University, Bangladesh and that the candidate is qualified to submit this dissertation to the Institute of Bangladesh Studies, Rajshahi University in application for that degree.

I also declare that this dissertation is from the student's own work and effort, and all other sources of information used have been acknowledged.

(Dr. Pranab Kumar Panday)
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DECLARATION

I do hereby declare that the dissertation titled **Application of Result Based Management in the Public Sector Projects: A study on the Readiness Situation of Bangladesh** submitted by me for the degree of Doctor of Philosophy in Public Administration was written by me independently and is a document of original research work conducted by me during the period of my doctoral study. I have duly acknowledged herein all sorts of contributions taken from various sources in preparing this dissertation.

I further proclaim that the substance or any part of this dissertation has not been submitted to any other university or organization for the award of any academic degree or diploma.

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ABBREVIATIONS

ADB	Asian Development Bank
ADP	Annual Development Programme
AER	Annual Evaluation Report
ASICT	Assistance to SICT
BBS	Bangladesh Bureau of Statistics
BCSAA	Bangladesh Civil Service Administration Academy
BIM	Bangladesh Institute of Management
BPATC	Bangladesh Public Administration Training Centre
BRM	Bangladesh Resident Mission
BWDB	Bangladesh Water Development Board
CARE	Cooperative for American Relief Everywhere
CIDA	Canadian International Development Agency
CMLA	Chief Martial Law Administrator
CPIU	Central Procurement Technical Unit
DAC	Development Assistance Committee
DFID	Department for International Development
DG	Director General
DPD	Deputy Project Director
DPEC	Departmental Project Evaluation Committee
DPP	Development Project Proforma/Proposal
DSPEC	Departmental Special Project Evaluation Committee
EAs	Executing Agencies
e-CMS	electronic-Contract Management System
ECNEC	Executive Committee of the National Economic Council
e-GP	electronic Government Procurement
ERD	Economic Relations Division
ESCB	Engineering Staff College Bangladesh
EU	European Union

FAPAD Foreign Aided Projects Audit Directorate
FIMA Financial Management Academy
GIS Geographical Information System
GoB Government of Bangladesh
IADB Inter-American Development Bank
ICDC Implementation and Capacity Development Consultant
ICDL International Computer Driving License
ICT Information and Communication Technology
IDA International Development Association
IDB Islamic Development Bank
IMED Implementation Monitoring and Evaluation Division
IPGNSP Integration of Population and Gender into National and Sectoral Planning
IPMF Integrated Performance Management Framework
IRR Internal Rate of Return
IT Information Technology
JIU Joint Inspection Unit
JS Joint Secretary
LAN Local Area Network
LF Logical Framework
LGED Local Government Engineering Department
LM Logic Model
LMs Line Ministries
M&E Monitoring and Evaluation
MBO Management by Objectives
MDGs Millennium Development Goals
MIS Management Information System
MTBF Medium-Term Budget Framework
NAPD National Academy for Planning and Development
NEC National Economic Council
NGOs Non Governmental Organizations
NILG National Institute for Local Government

NIMES National Integrated Monitoring and Evaluation System
NPV Net Present Value
NSAPR National Strategy for Accelerated Poverty Reduction
OCM Organizational Change Management
OECD Organization of Economic Co-operation and Development
OED Operations Evaluation Department
PAs Procuring Agencies
PCP Project Concept Paper
PCR Project Completion Report
PDB Power Development Board
PDPP Preliminary Development Project Proforma/Proposal
PDs Project Directors
PEAP Poverty Eradication Action Plan
PEC Project Evaluation Committee
PEs Procuring Entities
PIB Project Implementation Bureau
PMD Project Monitoring Division
PMF Performance Measurement Framework
PMT Project Management Training
PP Project Proforma
PPA Public Procurement Act
PPBS Programme Performance Budgeting System
PPBS Programme Performance Budgeting System
PPR Public Procurement Regulations
PPRP Public Procurement Reform Project
PPS Personnel Performance System
PROMIS Procurement Management Information System
PRS Poverty Reduction Strategy
PSP Proforma for Study/Survey Proposal
RADP Revised Annual Development Programme
RBB Result Based Budgeting

RBM Result Based Management

RBME Result Based Monitoring and Evaluation

RDPP Revised Development Project Proforma/Proposal

REB Rural Electrification Board

RHD Roads and Highways Department

RIBEC Reforms in Budgeting and Expenditure Control

RTPP Revised Technical Assistance Project Proforma/Proposal

SICT Support to ICT

SIGOB Government Result Information System (Spanish Acronym—Sistema de Informaciòn de la Gestìon de la Gobierno)

SINERGIA National Results Based Management and Evaluation (Spanish Acronym—Sistema Nacional de Evaluaciòn y Gestìon por Resultados)

SMART Specific Measurable Achievable Realistic Time bound

SPEC Special Project Evaluation Committee

SPPP Strengthening Project Portfolio Performance

STD Standard Tender Documents

TA Technical Assistance

TAPP Technical Assistance Project Proforma/Proposal

TASF Technical Assistance Special Fund

TBS Treasury Board of Canada, Secretariat

TI Transparency International

ToT Training of Trainers

TPP Technical assistance Project Proforma/Proposal

TWG Technical Working Groups

UNDG United Nations Development Group

UNDP United Nations Development Programme

UNFPA United Nations Population Fund

UNICEF United Nations Children’s Fund

UNIFEM United Nations Development Fund for Women

USAID United States Agency for International Development

WTO World Trade Organization

ABSTRACT

Development of a country depends on the extent of its efficient and effective use of public resources. Over the past two decades, there have been rising pressures on governments and organizations around the world to develop a better public management system for efficient and effective use of public resources in the implementation of the public sector projects. Therefore, the United Nations Organizations have undertaken extensive efforts to introduce Result Based Management (hereinafter RBM) approach in different countries for better management of public resources.

During the last decade of the twentieth century RBM has been applied increasingly in different countries. The GoB also started to improve the readiness situation with a view to adopting RBM approach in the implementation of public sector projects in the late 1990s. Since then, the GoB has already been implemented six projects to improve the monitoring and evaluation capacity of IMED and project preparation and implementation capacity of the Executing Agencies as well as capacity development of the government officials. The GoB is also implementing another project for the same purpose. Therefore, an attempt has been made to assess the extent of improvement of the readiness situation of Bangladesh and examine whether the achieved level of the readiness situation of Bangladesh is satisfactory to adopt RBM approach in the public sector projects.

The study was conducted in IMED, Planning Division and Planning Commission of the Ministry of Planning. The nature of the study was both explanatory and evaluative. To attain the objectives of the study qualitative data has been used as dominant data and quantitative data has been used as less dominant data. Both qualitative and quantitative data were collected from mainly primary sources that are seven selected projects (various project documents and reports) and 165 of BCS economic cadre officers (purposively selected) by using structured questionnaire during 06 June to 28 September 2011.

An attempt has been made to assess the level of improved organizational capacity of IMED and EAs through content analysis of project documents and relevant reports. It has been observed that a significant improvement has occurred in IMED. Improvements were focused more on function and less on structure and staffing arrangement. The improvements are establishment of CPTU in IMED, revision of reporting formats, publication of reporting formats and user guide, development of monitoring and evaluation framework, development of sector based report formats, installation of web-based MIS and capacity development of IMED officials in applying RBM and ICT tools to project management. Besides, a Five-year Strategic Plan for IMED has been developed to further improve its organizational capacity. But the implementation of Strategic Plan is yet to start which is of utmost necessity for adopting RBM approach in the public sector projects.

It has also been found that a remarkable improvement has occurred in EAs. The Planning Division has integrated the PCP and PP into one project document, revised the project document formats, approval processes for project document and guidelines for preparation of project document, enhanced the recruitment rules for appointing the PDs and other key project personnel. The Finance Division has also been revising the delegation of financial powers for the PDs at regular intervals to accommodate price escalation and other changing circumstances. The CPTU produced *the Public Procurement Act 2006* and *the Public Procurement Rules 2008*. The enhancement of a web-based e-Government Procurement has been continuing. Sixteen procuring entities of four selected EAs are already getting e-GP facilities.

However, the process of strengthening the organizational capacity of IMED and EAs has not yet been completed. The organizational capacity of IMED and EAs is increasing gradually through implementation of some TA projects under the initiatives of GoB with the help of ADB, the World Bank, UNDP and UNFPA. But it is not enough to move towards application of RBM approach in the public sector projects in Bangladesh.

Finally an assessment has been made to determine the improvement of the readiness situation of Bangladesh through analysis of respondents view. It is found from the data analysis that the monitoring and evaluation capacity of IMED have improved to a moderate extent; while the system of ensuring transparency and accountability of IMED has improved to a very low extent. As a result the readiness situation of IMED has not improved at much. On the other hand, project preparation capacity of EAs has improved to a low extent; project implementation capacity of EAs has improved moderately and the system of ensuring transparency and accountability of EAs has improved to a very low extant. As a result, the readiness situation of EAs has not improved at much. As a consequence of above mentioned results; the readiness situation of Bangladesh has improved to a low extent which is not satisfactory for adopting RBM approach in the public sector projects.

A number of problems has been identified that hampered the adoption of RBM approach in the public sector projects in Bangladesh. Despite existence of many problems some sort of improvement of the readiness situation of Bangladesh has been achieved. Project preparation and implementation capacity of EAs and monitoring and evaluation capacity of IMED are gradually improving. Procurement procedure has been improving rapidly since the establishment of CPTU in IMED. Main recommendations were: undertake initiative to implement IMED Strategic Plan; undertake initiative to approve RBME-2 project; undertake follow up project to PPRP II and ASICT projects; and development of an RBM model according to the socio-economic structure of Bangladesh. Considering the improvement of the readiness situation of Bangladesh it might be concluded that application of RBM approach in the public sector projects will not be effective at present. The GoB should undertake more initiatives to adopt RBM approach in the public sector projects until the readiness situation of Bangladesh attains a satisfactory level.

Introduction

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Chapter I

Introduction

1.1. Introduction

With the dawn of globalization, there have been rising pressures on governments and organizations all over the world to be more responsive to the demands of internal and external stakeholders for good governance, accountability and transparency, efficient and effective use of public resources. Governments, Non Governmental Organizations (hereinafter NGOs), international organizations, private entrepreneurs, parliaments, citizens, local societal actors, external actors in the civil society, co-operative societies, donor countries and donor agencies are among the stakeholders paying attention in better performance.¹ These global pressures compelled the governments and organizations around the world to develop a better public management system for achieving sustainable socio-economic development.

In 1992 Osborne and Gaebler, prescribed an American Perestroika for American development to shift from bureaucratic government to entrepreneurial governance.² Perestroika means—rebuilding, reconstruction and reorganization. Main basis of the authors' recommendations was existence of an entrepreneurial government having particular focus on results, decentralization of administration, reduction of bureaucracy, and promotion of competition both inside and outside of the government. They also recommended ten principles for guiding fundamental transformation of public systems.³ Among those principles, one of the important principle is: “*Results-oriented Government*” that refers to funding outcomes, not inputs.⁴ Results-oriented governments shift accountability from inputs to outputs or

¹ Jody Zall Kusek and Ray C. Rist, *Ten Steps to a Results-Based Monitoring and Evaluation System: A Handbook for Development Practitioners* (Washington, D.C.: The World Bank, 2004), p. xi.

² David Osborne and Ted Gaebler, *Reinventing Government: How the Entrepreneurial Spirit is Transforming the Public Sector* (Addison-Wesley, 1992).

³ Osborne's and Gaebler's ten principles are: 1. Catalytic Government, 2. Community-owned Government, 3. Competitive Government, 4. Mission-driven Government, 5. Results-oriented Government, 6. Customer-driven Government, 7. Enterprising Government, 8. Anticipatory Government, 9. Decentralized Government, and 10. Market-oriented Government

⁴ *Loc. cit.* David Osborne and Ted Gaebler, *Reinventing Government*, p. 28.

results. In this system reward of the performer is guaranteed on the basis of measurement of the performance. Such principle helps surpassing their original goals.

With a view to transforming governments towards results-orientation, the United Nations Organizations have undertaken extensive efforts to introduce Result Based Management (hereinafter RBM) approach in different countries.⁵ RBM is an approach that is focused on results through integrating resources, activities and performance information with a view to improving effectiveness, efficiency and accountability and achieving its goals.⁶ In RBM approach the monitoring and evaluation system is used to improve the effectiveness, efficiency and accountability of all involved in project implementation in order to achieve a sustainable result. The basic principles of RBM are to set up objectives, identify a clear target, and set up outputs and outcomes to meet the objectives. The project implementation progress is measured by a number of Key Performance Indicators. It is worth mentioning that RBM is flexible and accommodating to the lower level executives in order to improve the quality and efficiency of services.⁷

Therefore, RBM has been applied increasingly in different developed countries. Donor agencies around the world have adopted this approach as a planned tool to promote more effective management of public funds. At the same time, due to divergent types of structure of the developing countries like Bangladesh, RBM has not been adopted yet.⁸ On the other hand, during the last decade the Development Cooperation Agencies as well as Donor Agencies have been continuously demanding of the Government of Bangladesh (hereinafter GoB) to adopt RBM approach in the implementation of public sector projects. Under such circumstances, this study is an attempt to explore the possibilities of adopting RBM approach in the public sector projects in Bangladesh.

⁵ *Report of the Joint Inspection Unit to Overview of the Series of Reports on Managing for Results in the United Nations system*, Even Fontaine Ortiz, Team leader, JIU/REP/2004/5 (Geneva: UN Joint Inspection Unit, 2004), p. 3.

⁶ United Nations Population Fund (UNFPA), *Result Based Management Orientation Guide* (New York: 2001), p. 4.

⁷ Social Security Office, Thailand, "Results-Based Monitoring (RBM) system", p.1. available from <http://www.asean-ssa.org/Sso.pdf>, accessed on 08.09.2009 at 22.03 pm.

⁸ Cedric Saldanha, "Promoting Results Based Management in the Public Sectors of Developing Countries," Presented at the Roundtable on Better Measuring, Monitoring, and Managing for Results (Washington, DC: the World Bank, 5-6 June 2002), p. 7.

1.2. Statement of the Problem

Effectiveness of a state depends on the extent of its development in different sectors. In recent years, countries of developing world find it very difficult to perform in accordance with the growing demand of global economy. Thus, the role of government was not found as catalytic, facilitating, encouraging and complementing for sustainable development. Rather, the government's effectiveness has reached in a critical condition.⁹ According to the World Bank:

The clamor for greater government effectiveness has reached crisis proportions in many developing countries where the state has failed to deliver even such fundamental public goods as property rights, roads, and basic health and education.¹⁰

During the 1990s, the public sector of different countries underwent extensive reforms due to economic, social and political pressures.¹¹ Public debt reduction, structural inadequacy, growing competitiveness and globalization of the economy, lack of public confidence in political leadership and upward demands for better and more approachable services as well as for more accountability were all been important factors. Constructing a more effective reform in the public sector to support sustainable development will not be easy. The challenge of the governments and organizations is to figure out a better management system to begin taking steps for enhancing their effectiveness.¹²

In Bangladesh, Annual Development Programme (hereinafter ADP) is considered important in case of development planning. The ADP is prepared on the basis of the every year's development budget which is finally approved by the Parliament. Both internal (domestic) and external (aid) funds are used to finance ADP included projects. Development of Bangladesh is mostly dependent on an efficient utilization of ADPs. The allocation of development expenditure remains as almost one-third of

⁹ *World Development Report 1997: The State in a Changing World*, the World Bank (Washington, DC: Oxford University Press, June 1997), p. iii.

¹⁰ *Ibid*, p. 2.

¹¹ *Report of the Consultant to Results Based Management in the Development Co-operation Agencies: A Review of Experience*, Annette Binnendijk, Consultant, DAC Working Party on Aid Evaluation (Paris: OECD, October 2000), p. 5.

¹² *Ibid*.

the total budget in every fiscal year. Among this expenditure approximately ninety percent is spent through implementation of projects included in ADP. In the past decades, ADP utilization was never reached to hundred percent due to poor foreign aid utilization, lengthy procurement processes and poor bureaucratic performance.¹³ As an obvious consequence of failure to implement ADP in full, the GoB has to revise it every year (Table 1.1). Such revision of ADP is an indication of the inefficiency of the government machineries to project implementation. Therefore, Bangladesh failed to reach to a desired level of development as compared to the pace of global development at the same time.

Table 1.1
ADP at a Glance in Last Seven Years Budget

(Taka in Crore)

Budget (Fiscal Year)	Total Expenditure (TE)	Development Expenditure (DE)	% of TE	ADP	% of DE	Revised ADP	% of ADP
2012-13	191,738	60,137	31.36	55,000	91.46	-	-
2011-12	1,63,589	50,642	30.96	46,000	90.83	41,080	89.30
2010-11	1,32,170	42,770	32.36	38,500	90.02	35,880	93.19
2009-10	1,13,819	34,287	30.12	30,500	88.95	28,500	93.44
2008-09	99,962	29,549	29.56	25,600	86.64	23,000	89.84
2007-08	87,137	28,475	32.68	26,500	93.06	22,500	84.91
2006-07	69,740	28,463	40.81	26,000	91.35	21,600	83.08

Source: Retrieved from <http://www.mof.gov.bd/en>, accessed on 29.04.13

The Project implementation in Bangladesh is heavily focused on managing the inputs in the form of money, man, material, and equipment under the rules, regulations and processes while the outcomes have always been ignored. The project officials try to complete the project without considering the goals of it. So resources are not utilized effectively and project management does not run in an organized way. Such problematic project implementation ends up with a failure in achieving overall targets. It is important to mention here that a significant number of projects included in the

¹³ *Final Report of the Consultant Team to Strengthening Project Portfolio Performance*, Gilroy Coleman, Team Leader (Dhaka: Government of Bangladesh and the Asian Development Bank, June 2004), p. 6.

ADP are financed by the Donor Agencies. Thus, the Donors also remain unhappy with the performance of implementation of government projects. Therefore, over the past two decades, the government of Bangladesh is facing tremendous pressure to make efficient and effective use of public resources.

At the advent of the twenty first century the development co-operation agencies as well as the donor agencies have been demanding adoption of RBM approach in the project implementation in Bangladesh for improving performance and ensuring that desired results can be achieved in all government activities. Although effectiveness of RBM approach has been proved in case of project implementation in the developed countries but its application in the project implementation in the developing countries is really difficult. In the way of making RBM approach effective in the project implementation, key challenges are—how to establish an effective performance measurement system, how to deal with analytical issues of attributing impacts, how to deal with aggregating results, how to ensure a distinct complementary role for evaluation, and how to establish organizational incentives and processes that will stimulate the use of performance information in management decision-making.¹⁴

In the late 1990s the government of Bangladesh realized that adoption of RBM approach in the project implementation is essential for effective project management and achieving desired results for development. But due to inadequate technical capability, inadequate infrastructural facilities, sketchy formats for preparation of project documents, lengthy system for project approval, fragile project implementation process and weak monitoring and evaluation system, Bangladesh was not in a position to adopt RBM approach in the project implementation at that time. The World Bank also mention in a report published in 2002 that it was not realistic and feasible to introduce a result based monitoring and evaluation system in the project implementation of Bangladesh government due to weak capacity for monitoring and evaluation.¹⁵ Thus, the GoB has stressed high importance on the issue of improving the technical capability required for project preparation and implementation process; and monitoring and evaluation system.

¹⁴ *Op. cit. Results Based Management in the Development Co-operation Agencies*, p. 3.

¹⁵ *Ibid*, p. 50.

Accordingly, the GoB started to improve the readiness situation on the view to adoption of RBM approach in the project implementation at the end of 90s decade. Since then, the GoB has implemented six projects to improve the technical capability, project preparation and implementation process, monitoring and evaluation (hereinafter M&E) system, procurement procedure and capacity development of the government officials.¹⁶ The GoB is also implementing another project for the same purpose.¹⁷ The objectives of these projects were to strengthen the organizational capacity of Implementation Monitoring and Evaluation Division (hereinafter IMED) and Executing Agencies (hereinafter EAs) with a view to improve the readiness situation of Bangladesh to adopt RBM approach in the public sector projects. The beneficiaries of these projects are mostly the officers belonging to the Bangladesh Civil Service Economic Cadre, who are working in the Planning Commission, IMED and the planning wings of different Ministries. These officers are responsible for scrutinizing the project document while working in the planning wing of the Ministries; responsible for scrutinizing the project document while working in the Planning Commission; and responsible for M&E of the project implementation while working in the IMED. Other beneficiaries of these projects include the officers belonging to EAs who are responsible for project preparation and implementation. After the completion of above mentioned projects, the donor agencies are now pressing the GoB to adopt RBM approach in the public sector project. But before

¹⁶ The implemented projects are—(i) “Strengthening Project Portfolio Performance (SPPP)” financed by Asian Development Bank (ADB) and implemented by IMED from December 1999 to August 2006; (ii) “Public Procurement Reform Project (PPRP)” financed by International Development Association (IDA) and implemented by IMED from February 2002 to December 2006; (iii) “Strengthening Result Based Management Capability of IMED and FAPAD in the Monitoring and Evaluation of the Projects (RBME)” financed by ADB and implemented by IMED from July 2007 to December 2009; (iv) “Support to ICT Task Force Programme (SICT)” financed by GoB and implemented by Planning Division from July 2002 to June 2011; (v) “Integration of Population and Gender into National and Sectoral Planning (IPGNSP)” financed by United Nations Population Fund (UNFPA) and implemented by Socio-Economic Infrastructure Division of Planning Commission started from January 2006 to December 2011; and (vi) “Assistance to SICT for Strengthening Planning Division, ERD and IMED through ICT (ASICT)” financed by United Nations Development Programme (UNDP) and implemented by Planning Division from January 2005 to June 2012.

¹⁷ The on-going project is—“Public Procurement Reform Project II (PPRP II)” financed by IDA implementing by IMED started from July 2007 and due to be end in June 2013.

shifting to the project management approach, it should be ensured that the readiness situation of Bangladesh has improved to a satisfactory level. Otherwise adoption of RBM approach in the project implementation will bring no good for the government. Therefore, there is an urgency to assess the improvement of the readiness situation that has been made through implementation of above mentioned seven projects. There is also a need to examine whether the achieved level of readiness situation of Bangladesh is satisfactory to adopt RBM approach in the project implementation. This study is designed to examine empirically the progress of the readiness situation intended to adopt RBM approach in the public sector project implementation. In addition, efforts have been made to figure out existing problems and future prospects.

1.3. Objectives of the Study

Following the statement of the problem the objectives of the study are set to empirically analyze the necessity of RBM approach and the feasibility to application of RBM approach in the public sector projects through assessing the readiness situation of Bangladesh. The objectives of the study are as follows:

1.3.1. General Objective

The main objective of the study is to analyze and determine whether the extant readiness situation level is satisfactory or not to adopt RBM approach in the implementation of the public sector projects in Bangladesh.

1.3.2. Specific Objectives

In order explore above mentioned general objective following specific objectives have been drawn:

1. To explore the global good practices of RBM approach in the project management.
2. To identify the benefits of RBM approach for IMED and EAs over their existing capacity.
3. To analyze the adoption process of RBM approach in the project implementation of the public sector of Bangladesh.

4. To assess the level of strengthening M&E capacity as well as organizational capacity of IMED.
5. To assess the level of strengthening project preparation and implementation capacity as well as organizational capacity of EAs.
6. To determine whether the overall readiness situation of Bangladesh is satisfactory or not to adopt RBM approach in the implementation of the public sector projects.
7. To find out problems and prospects of adopting RBM approach in the implementation of the public sector projects in Bangladesh.

1.3.3. Research Questions

In order to attain above mentioned broad and specific objectives following research questions have been raised:

1. Has RBM approach been used as a management tool in the project management all over the world?
2. What are the benefits of RBM approach for IMED and EAs over their existing capacity?
3. What policy measures have been taken for introducing RBM approach in Bangladesh?
4. To what extent improvements has been made in the project portfolio performance of result based M&E system to adopt RBM approach?
5. To what extent improvements has been made in the project portfolio performance of result based project preparation and implementation system to adopt RBM approach?
6. Does the present readiness situation of Bangladesh satisfy the requirement necessary for adopting RBM approach in the project implementation?
7. What are the constraints and prospects of adopting RBM approach in the project implementation?

1.4. Operationalisation of Key Concepts

1.4.1. Result

A result is a describable, measurable, developmental change in state that is derived from a cause and effect relationship. This means that a result is a change that can be described, measured and observed in some way and can be identified what causes are behind. There are three types of such changes which can be set in motion by a development intervention—its outputs, outcomes and impacts.¹⁸

1.4.2. Result Based Management

Result Based Management is a contemporary management approach having particular focus on the appropriate and timely achievement of relevant goals and objectives through strategic planning; systematic implementation; effective resource usage; performance monitoring, measurement and reporting, and evaluation to improve result delivery. It is a powerful public management tool that clearly states how results should be attained.¹⁹

1.4.3. Public Sector Project

Public sector project means both investment and technical assistance projects that are undertaken to implement development activities by using public funds in a country. In Bangladesh public sector project documents are prepared by EAs in accordance with the guidelines of project preparation and are approved by the Minister of the Ministry of Planning/Executive Committee of the National Economic Council (hereinafter ECNEC) in accordance with project approval process. The public sector projects are included in ADP and funds are allocated on annual basis under government budget.²⁰

¹⁸ Development Assistance Committee (DAC), *Glossary of Key Terms in Evaluation and Results-Based Management* (Paris: OECD publications, 2002), p.33.

¹⁹ Koshy Thomas, *Integrated Results Based Management: Country Experience from Asia and Africa*, p. 1. available from <http://www.myresults.treasury.gov.my/myresults>, accessed on 08.03.2012 at 20.20 pm.

²⁰ Circular of the Government to Public Sector Development Project Preparation, Processing, Approval and Revision System, (Updated), (In Bangla) Circular No. PD/NEC-ECNEC/ Cordination-2/PAP/2/2002(part-4)/162, Dated 29 November 2005, (Dhaka: NEC/ECNEC and coordination Wing, Planning Division, Ministry of Planning).

1.4.4. Readiness situation

A perfect readiness situation assumes that governments are actually ready and able to move forward in building, using, and sustaining RBM approach in the project implementation.²¹ In the context of present study, the readiness situation of Bangladesh means monitoring and evaluation capacity of IMED and project preparation and implementation capacity of EAs have reached to a satisfactory level in line with RBM approach; so that the GoB can move forward to adopt RBM approach in the implementation of public sector projects in Bangladesh.

1.5. Review of Literature

The impact of RBM approach in the project implementation in global context is still a relatively less researched area. On the other hand in the context of Bangladesh no systematic and in-depth study regarding RBM approach has been carried out yet. There is hardly any study that has focused on the issue of the readiness situation necessary for adopting RBM approach in the project implementation in Bangladesh. However, a good number of studies have been carried out in the context of developed countries. A scanty number of studies have been carried out by different Development Agencies as well as Multilateral Agencies in the context of some developing countries as well. The existing literatures, related to this study, are briefly reviewed in the following section.

Osborne and Gaebler (1992)²² argue that typically governments have laid emphasis on inputs while by and large, tended to ignore the outcomes. In the process of ignoring outcomes of the project government have also ignored different important terminologies like accountability, performance and result. Under traditional system employees were likely to protect their jobs and pursue larger budgets, larger staffs, and more authority. To solve these problems the authors recommend shifting from bureaucratic government to entrepreneurial governance for development. They

²¹ *Op. cit.* Jody Zall Kusek and Ray C. Rist, *Ten Steps to a Result-Based Monitoring and Evaluation Systems*, p. 41.

²² David Osborne and Ted Gaebler, *Reinventing Government: How the Entrepreneurial Spirit is Transforming the Public Sector* (Addison-Wesley, 1992).

provided 10 principles for entrepreneurial governance where one of the main principle is that the government will be results or performance-oriented. This move calls for new ways of measuring and rewarding outcomes in various fields, such as job training, vocational education, housing, highway construction, and even courts. The authors suggest three approaches of performance measurement. First, use pay-for-performance systems to reward high-performing employees rather than traditional approaches such as management by objective. Second, introduction of management for results rather than management by guesswork. Total quality management is introduced as a key approach for this. Third, introduction of result oriented budget where it is advocated that budget system should fund outcomes rather than inputs. But they did not provide any guideline about the application of RBM approach in the public sector projects.

Schacter (1999)²³ contributes on the use of Results-Based Management for assessing multilateral programming. He affirms that RBM as a powerful management tool provides a valuable framework for staff and management for managing their work. RBM is functional and essential but it must be better adapted for multilateral work. He also states that several multilateral practitioners found an unintended negative effect of an RBM framework that is poorly adapted to the reality of multilateral work. He does not mention about the necessity of readiness situation to adopting RBM approach in the developing countries.

Binnendijk (2000)²⁴ amalgamates the experiences of seven donor agencies (include USAID, DFID, AusAID, CIDA, DANIDA, UNDP and the World Bank) through establishing and implementing their results based management systems. The author considers that performance measurement is the central features of results based management. The phases of performance measurement are clarifying objectives and strategies, selecting indicators and setting targets, monitoring performance and

²³ Mark Schacter, "Results-Based Management and Multilateral Programming at CIDA: A Discussion Paper," (Ottawa: CIDA, 1999).

²⁴ *Report of the Consultant to Results Based Management in the Development Co-operation Agencies: A Review of Experience*, Annette Binnendijk, Consultant, DAC Working Party on Aid Evaluation (Paris: OECD, October 2000).

analyzing those results. The author also examined the role of evaluation and performance information. However, he does not mention any thing about the necessity of readiness situation to adopting RBM approach.

Hague's (2001)²⁵ study is about ongoing effort of the Government of Uganda to strengthen M&E system for enhancing national budget execution and public service delivery. He mentions that M&E system in Uganda is fragmented because of multiple planning and reporting formats. He highlights some strategic issues that seem critical to making headway with M&E in Uganda. Then he puts emphasis on building up M&E system depending on four basic principles of results based M&E;²⁶ and proposes to refinement of goals and targets of Poverty Eradication Action Plan (hereinafter PEAP). His main focus was on the process of development of M&E system rather than utilization of RBM in the project management.

Saldanha, (2002)²⁷ states that politicians of developed countries realize that in order to be re-elected they must have to deliver tangible results to the electorate. According to the author, the realization of the politicians of developed countries helps the process of ensuring transparency, accountability and better services to the public. However, his focus remained restricted on the realization of the politicians about the necessity of providing better services.

Kiggundu, Schacter and Qualman (2002)²⁸ shed light on the special challenges of managing for results and accountability in Canadian International Development Agency (hereinafter CIDA). In their writing, they have specifically explained basic

²⁵ Arild O. Hauge, "Strengthening Capacity for Monitoring and Evaluation in Uganda: A Results Based Management Perspective," *ECD Working Paper*, Series No. 8 (Washington, DC: the World Bank, January 2001).

²⁶ Four basic principles of results based M&E are—(i) Good M&E reaches beyond the bureaucratic process to downstream results outcomes; (ii) The M&E function is inextricably linked to clarity of goals and information use; (iii) Capacity development requires a 'system' approach; and (iv) Learning from international experience.

²⁷ Cedric Saldanha, "Promoting Results Based Management in the Public Sectors of Developing Countries," Presented at the Roundtable on Better Measuring, Monitoring, and Managing for Results (Washington, DC: the World Bank, 5-6 June 2002).

²⁸ Moses Kiggundu, Mark Schacter and Ann Qualman, "Results-Based Management and Accountability for Enhanced Aid Effectiveness," A Reference Paper for CIDA Officers Engaged in Capacity Development and Programme-Based Approaches Such as SW Aps (Ottawa: CIDA, July 2002).

concepts of RBM and principles of accountability for increased effectiveness at the project level. It is also stated that sound governance structure, results-based logic model, sound performance measurement strategy, evaluation work and adequate reporting will help the project managers to achieve their goal in RBM approach. But they have not analyzed the process through which RBM approach will be adopted in the implementation of public sector projects in developing countries.

Buentjen and Saldanha (2002)²⁹ have explained the aspect of Technical Assistance (herein after TA) that is required for strengthening RBM for sector agencies. Their emphasis is on understanding of practical applications of results-based management systems. According to the documentation of Organization for Economic Cooperation and Development (hereinafter OECD) about the international practice and experience of RBM, they stated that RBM requires—(i) a basic paradigm shift in how sector agencies operate; and (ii) strong support and commitment from the highest levels of sector agency management. Basically TA provides knowledge and experiences about RBM, so that sector agencies can promote its adoption. In fact their main focus is to highlight how to gather knowledge and experiences about RBM approaches.

Flint (2003)³⁰ presents a comparative study of the practice of RBM approach in five multilateral development organizations. These organizations are the United Nations Development Programme (hereinafter UNDP); United Nations Children's Fund (hereinafter UNICEF); United Nations Development Fund for Women (hereinafter UNIFEM); Inter-American Development Bank (hereinafter IDB); and the World Bank. He finds that due to different histories, mandates and cultures of these organizations, there is huge diversity in their approaches and progress of four main components of RBM: strategic planning, monitoring, reporting and managing. One of the major findings of the study is that multilateral development organizations should initiate reform on their internal structure in the form of inputs, and activities for

²⁹ *Report of the Team to Technical Assistance for Strengthening Result Based Management for Sector Agencies*, C. Buentjen, Team Leader (Asian Development Bank, December 2002).

³⁰ *Report of the Consultant to A Review of Results-Based Management in Multilateral Development Institutions*, Michael Flint, Consultant (United Kingdom: DFID, March 2003).

delivering desired results. It highlights the necessity of various reforms programme to adopt RBM approach in developing countries. But the issue of necessity of readiness situation for adopting RBM approach in the project management was not covered in the purview of this study.

Kusek and Rist (2004)³¹ have explored that public sector management is now facing challenges of demands of the global economy. The role of the state has changed and good governance has evolved as a key mechanism to achieving sustainable socio-economic development. Governments and organizations all over the world remain under constant pressures for improvements and reforms in public management. According to the authors the governments and organizations could overcome this crisis by using a powerful public management tool like as results-based monitoring and evaluation system. This system will show the impact of a given project, programme, or policy that help the policymakers and decision makers to follow the growth. The authors also mention about the necessity of readiness situation for adopting RBM approach and provide some guidelines to achieve readiness situation. But they do not analyze the processes of achieving readiness situation of any particular country.

Ortiz, et al. (2004)³² have identified a number of factors facilitating effective implementation of RBM as a broad management strategy in the organizations of the United Nations system. Emphasizing on benchmarking framework for successful implementation of RBM they have provided nine distinct benchmarks for implementation of RBM. They have also stressed importance on delegation of authority to enhancing overall performance. Their focus was mainly on how to implement RBM approach effectively in the project management. However, they have not analyzed the problems of adopting RBM approach in the developing countries.

³¹ Jody Zall Kusek and Ray C. Rist, *Ten Steps to a Results-Based Monitoring and Evaluation System: A Handbook for Development Practitioners* (Washington, DC: the World Bank, 2004).

³² *Report of the Joint Inspection Unit to Overview of the Series of Reports on Managing for Results in the United Nations system*, Even Fontaine Ortiz, Team leader, JIU/REP/2004/5 (Geneva: UN Joint Inspection Unit, 2004).

Ortiz, et al. (2004)³³ have identified the process of planning, programming, budgeting, monitoring and evaluation, human resources management and management information systems as the prime component for the improvement of a concrete RBM system. The authors recognized that the techniques of RBM are not satisfactory to achieve effective results in the organizations of the United Nations. Thus, these techniques must be supplemented by organizational policies and strategies, such as human resources, information management and learning strategies for effectiveness on project implementation. They have also stated that there is no single road map to adapt RBM for each organization and have emphasized to constitute a basis for harmonizing effort for the implementation of RBM in UN Organizations. However, they have not mentioned anything in both of their study about the necessity of readiness situation to adopt RBM approach in the developing countries.

Ingram, et al. (2004)³⁴ have exposed that the development community has given high importance to the achievement of results and committed to help the borrower countries to strengthen their abilities to measure and manage results. They have explained the functionality of building up own M&E system which makes a significant contribution to sound governance in those countries. They have concentrated whole attention on monitoring and evaluation system to achieve development results which is only a part of RBM approach. They have not focused anything about the importance of project design stage to achieve expected results.

Mayne (2007)³⁵ discusses the best practices in RBM based on published studies, reports and articles; and workshops. He explains that RBM approach is managing for results, managing for outcomes, performance management and results management.

³³ *Report of the Joint Inspection Unit to Implementation of Result Based Management in the United Nations Organizations*, Even Fontaine Ortiz, Team leader, JIU/REP/2004/6 (Geneva: UN Joint Inspection Unit, 2004).

³⁴ *Report of the Operations Evaluation Department (OED) on Evaluation Capacity Development: OED Self-Evaluation*, Gregory K. Ingram, Director-General, Operations Evaluation (Washington, D.C.: The World Bank, June 2004).

³⁵ *Report of the Advisor to Best Practices in Results-Based Management: A Review of Experience*, A Report for the United Nations Secretariat, John Mayne, Advisor on Public Sector Performance (UN Secretariat, July 2007).

He identifies that best practices are organized around six principles for effective RBM approach that is required for functioning in a systematic way. He also explores that successful adoption of RBM approach in a country or organization will require having appropriate systems and procedures in places that collectively build up RBM approach. But he does not discuss any country experience that gradually builds up RBM approach in the public sector projects.

Mackay (2007)³⁶ analyzes the reason of increasing efforts to strengthen M&E system in the governments. He focuses on what M&E has to offer to governments. He has shown the power of utilizing the M&E information for the effective management of public expenditures. He also mentions that M&E is necessary to achieve evidence-based policy making, evidence-based management and evidence-based accountability. Later on, he focuses on some country experiences that how they build up a well functioning monitoring system in the governments. His study concentrates only on the M&E system for better management. He does not mention anything about the necessity of readiness situation to adopt RBM approach in the developing countries.

Poate (2007)³⁷ evaluates the adoption of RBM approach in the organization of UNDP during the period of 1999 to 2006. He focuses on the organizational strategy, vision and expectations of RBM approach. He identifies a causal process with five key elements which are followed by entire country programme of UNDP. Moreover, he has developed an RBM model with the help of this five stage processes. It will be helpful for practice of RBM approach in the implementation of public sector projects. But he does not mention how the developing countries like Bangladesh could follow the system where basic requirements of RBM approach have not been developed.

Grinsted (2009)³⁸ analyses the reporting requirements of ongoing results-based management system. He recognizes that reporting as a powerful management tool cannot be considered in isolation. It includes strategic planning, programme and work

³⁶ Kith Mackay, *How to Build M&E Systems to Support Better Government* (Washington, D.C.: The World Bank, 2007).

³⁷ *Report of the Evaluation Team to Evaluation of Results-Based Management at UNDP*, Derek Poate, Team Leader (UNDP: Evaluation Office, December 2007).

³⁸ Final Report to *Mapping Exercise and Analysis of Agency Annual Report Requirements*, Martin Grinsted, Consultant (New York: UNDG, May 2009).

planning, implementation, monitoring, evaluation and review. It is an effective part of an ongoing project to improve the results. He also states that the reporting requirements of the agencies have been broadly mapped that can provide baseline information to strengthen the development of reporting model. He focuses only on the significance of reporting.

Castro (2009)³⁹ analyses the development of results based monitoring and evaluation system in Colombia. He finds that initially Colombia evolves SINERGIA a Spanish acronym standing for National Results Based Management and Evaluation System to achieve development activities effectively. He explores the strength of SINERGIA that demonstrate one path among many that developing countries can follow for institutionalizing their own M&E systems and the extent of exercise M&E system; and establish a results-oriented planning model. But the success of SINERGIA has come out only for strong political commitment from a reformist president Alvaro Uribe. The study will be helpful to build up own M&E system in a country. But he does not illustrate any public sector project that is implemented through application of RBM approach.

Above literature review identifies a clear knowledge gap that needs immediate attention. Focuses of the majority of the studies remain concentrated around studying effectiveness of application of RBM approach in the implementation of different projects. In addition, majority of the study focuses on strengthening M&E capacity which is only a part of RBM approach. Moreover, some studies focused attention on explaining the urgency of application of RBM approach in the implementation of projects. There is hardly any study found in the literature that has focused its attention on exploring the state of readiness situation for adopting RBM approach in the project implementation. Thus the present study deserves special mention and further elaboration.

³⁹ Manual Fernando Castro, "Insider Insights: Building a Results-Based Management and Evaluation System in Colombia" *ECD Working Paper*, Series No. 18 (Revised Version) (Washington, D.C.: The World Bank, September 2009).

1.6. Justifications of the Study

The project implementation in the public sector of Bangladesh is one of the major phenomena for development. In the past decades several successive governments of Bangladesh failed to produce better performance in their project implementation since most of the projects used to get implemented through activity based management. Thus, the projects officials used to put emphasis on the completion of projects only. As a result, the outcomes of the projects remain ignored that ultimately create hindrance on the way to achieve desired targets.

RBM approach that requires available technical assistance and strong M&E system could be used as a powerful management tool in a developed infrastructure. In the context of project management in Bangladesh above mentioned factors are non-existent. Thus, adoption of RBM was found difficult in the context of Bangladesh. Even though, urgency was felt to achieve better performance in the project implementation. And better performance could be achieved through adoption of RBM that requires achievement of satisfactory level of readiness situation. Under this circumstance, in the late 1990s, the government of Bangladesh started to strengthen the readiness situation to adopt RBM approach for better performance of implementation of public sector projects. But above literature review suggests that no research work has been carried out on adoption of RBM or readiness situation to adopt RBM approach in Bangladesh. Thus, an obvious research gap has been found in the literature. To the best of researcher's knowledge no study has yet been undertaken to examine whether the achieved level of readiness situation of Bangladesh is satisfactory or not to adopt RBM approach in the project implementation.

The RBM approach is an effective approach of project implementation in developed countries. But in developing countries like Bangladesh where readiness situation has not reached up to an acceptable benchmark, it would not be effective as like as developed countries. In Bangladesh, in every fiscal year, there is a huge amount of money allocated for ADPs which get implemented through several projects. As a matter of fact, the strengthening of readiness situation to adopt RBM approach in the project implementation has started in Bangladesh due to constant

pressure from the Donor Agencies for better performance. Therefore, it is needed to achieve a satisfactory level of readiness situation to adopt RBM approach for shifting the project implementation approach from activity based management towards RBM approach in Bangladesh. Thus, a proper understanding of the dynamics of RBM approach is important in the context of Bangladesh.

Despite having constant debates among the economists and the policy makers as to ascertain feasibility of the RBM approach its important cannot be ignored in the context of Bangladesh.

Since RBM approach is the most recent issue in the project management in the present world it should be studied more and more for better understanding about the issue. More studies will make adoption processes effective in a developing country like Bangladesh. In the proposed study, RBM approach has been analyzed empirically with an intention to adding new knowledge in the existing literature.

Therefore, the study will contribute significantly to fill up the existing knowledge gap about the necessity of introducing RBM approach in the project implementation in Bangladesh. The major findings have been centered on exploring whether the achieved readiness situation level is satisfactory or not to adopt RBM approach in the project implementation in Bangladesh. The study findings would be an immense help to the policy makers to take a decision regarding adoption of RBM approach in the project implementation in Bangladesh. It would be also helpful for those who will be directly involved in the project implementation by RBM approach in future. Moreover, academicians wishing to carry out their further research on RBM will be benefited.

1.7. Conceptual Framework of the Study

RBM can be viewed as a management reform that intends to inculcate a results-oriented management culture. It is considered to be a revolution in management sciences since it is used to improve efficiency and effectiveness, and to ensure accountability by defining realistic desired results, monitoring progress toward the achievement of desired results, incorporating lessons learned into management decisions and reporting on performance.

There is a terrific power in measuring results. Osborne and Gaebler (1992) shows (Box 1.1) the tremendous power of measuring results. In order to utilize this power developed countries and United Nations Agencies started to apply RBM approach in the project implementation from the 90s decade of 20th century.

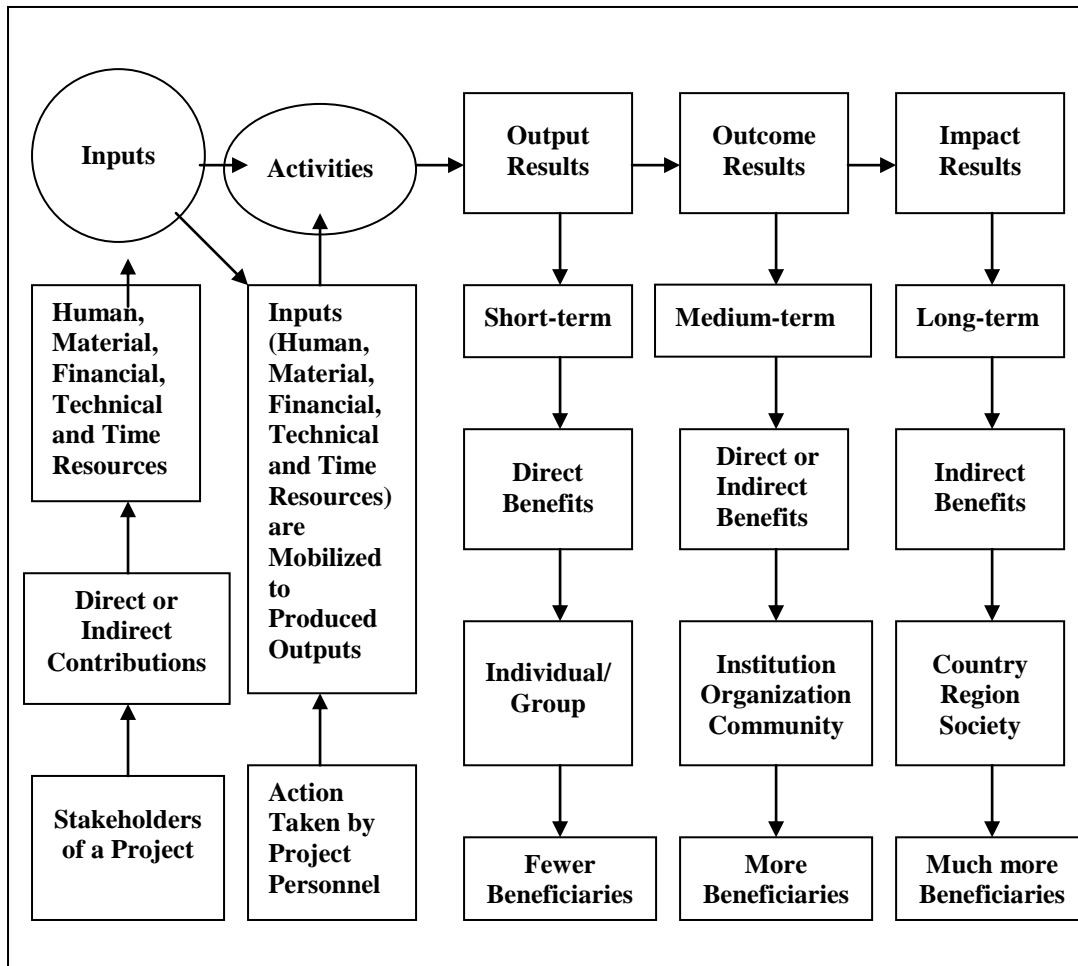
Box 1.1
The Power of Measuring Results

- ◆ If you do not measure results, you cannot tell success from failure.
- ◆ If you cannot see success, you cannot reward it.
- ◆ If you cannot reward success, you are probably rewarding failure.
- ◆ If you cannot see success, you cannot learn from it.
- ◆ If you cannot recognize failure, you cannot correct it.
- ◆ If you can demonstrate results, you can win public support.

Source: Adapted from Osborne and Gaebler, 1992

On the contrary, Bangladesh is struggling to achieve its expected goals and objectives for economic development. Four decades have already been passed since Bangladesh got its independence. But, no significant progress has been seen in the economic development in Bangladesh. In every fiscal year, many development projects are included in ADP for economic development in Bangladesh. But these development projects did not complete efficiently and effectively; so that the growth of economic development did not reach at the expected level. Thus, the development of Bangladesh always lay behind in the progress of global development. One of the root causes was inefficient project management system in Bangladesh. To overcome this situation in Bangladesh, it is needed to transform the project implementation approach. For better management of public sector projects, Bangladesh should bring a change in its project implementation approach by adopting RBM approach in the project implementation. It is expected that adoption of RBM approach in the project implementation will bring change in development scenario of Bangladesh. Three levels of results i.e. output results, outcome results and impact results will be demonstrated in the project performance as well as the development. The expected sustainable development by RBM approach in Bangladesh is shown in the chart 1.1

Chart 1.1
Expected Sustainable Development Through RBM Approach
in the Public Sector Projects in Bangladesh



1.8. Measurement of Indicators

To achieve most of above mentioned objectives of the study, both qualitative and quantitative indicators have been used. Qualitative indicators have been used to describe explanation of research findings, while quantitative indicators have been used for the purpose of statistical analysis of collected data to present research outcomes. Apart from indicators, in some cases various perspectives have been used to achieve above mentioned objectives of the study. In this study, a set of indicators/perspectives have been used separately for each objective. Major indicators/perspectives are as follows:

Table 1.2
Major Indicators/Perspectives

Objectives	Indicators/Perspectives
1. To explore the global good practices of RBM approach in the project management.	1. RBM practices in development organizations 2. RBM practices in different countries
2. To identify the benefits of RBM approach for IMED and EAs over their existing capacity.	1. Enhancement of organizational capacity of IMED 2. Enhancement of organizational capacity of EAs
3. To analyze the adoption process of RBM approach in the project implementation of the public sector of Bangladesh.	1. Initiatives to improve the organizational capacity of IMED 2. Initiatives to improve the organizational capacity of EAs 3. Initiatives to improve the procurement procedures
4. To assess the level of strengthening M&E capacity as well as organizational capacity of IMED.	1. Enhancement of M&E capacity of IMED 2. Human resource capacity development in IMED 3. Increase of transparency and accountability in IMED
5. To assess the level of strengthening project preparation and implementation capacity as well as organizational capacity of EAs.	1. Enhancement of project preparation and implementation capacity of EAs 2. Human resource capacity development in EAs 3. Increase of transparency and accountability in EAs
6. To determine whether the overall readiness situation of Bangladesh is satisfactory or not to adopt RBM approach in the implementation of the public sector projects.	1. Readiness situation of IMED 1.1. Monitoring capacity of IMED 1.2. Evaluation capacity of IMED 1.3. Transparency and accountability of IMED 2. Readiness situation of EAs 2.1. Project preparation capacity of EAs 2.2. Project implementation capacity of EAs 2.3. Transparency and accountability of EAs 3. Readiness situation of Bangladesh
7. To find out problems and prospects of adopting RBM approach in the implementation of the public sector projects in Bangladesh.	1.1. Lack of political commitment, good governance, transparency and accountability and skilled manpower 1.2. Inadequate baseline data, technical capability, infrastructural facility and training facility 1.3. Absence of strong civil service system, free information flow regarding project management, and reward and incentives for outstanding performance 1.4. Existing practices for appointing key project personnel and bureaucratic decision making processes 1.5. Reluctance of officials to cope with new system 2.1. Improvement of M&E Capacity of IMED 2.2. Improvement of project preparation and implementation Capacity of EAs 2.3. Role of GoB to undertake required initiatives 2.4. Role of development organizations to provide TA

1.9. Research Methodology

1.9.1 Nature of the Study

In the proposed study the readiness situation of Bangladesh to adopt RBM approach in the project implementation has been analyzed. The project implementation approach is activity based management in Bangladesh. During the late 1990s the GoB realized the necessity of adopting RBM approach in the project implementation for ensuring better performance. Therefore, the GoB initiated a project immediately for strengthening the readiness situation of Bangladesh which is necessary for adopting RBM approach. Later on, the GoB initiated six more projects with the financial assistance from the Asian Development Bank (hereinafter ADB), International Development Association (hereinafter IDA), UNDP, and United Nations Population Fund (hereinafter UNFPA) for the same purpose. Among these seven projects, six have already been completed and the rest one is on its way of completion soon. In this study, an attempt has been made to explore the extent of improvement of the readiness situation that has been achieved through implementation of above projects. In addition the overall situation, opportunities and advantages, impediments and challenges associated with the process of adopting RBM approach in Bangladesh have also been analyzed. While making evaluation of the total process several other relevant terms have been explained. Therefore, the study is both explanatory and evaluative in nature.

1.9.2 Methods of the Study

Identification of the research method is important for achieving the desired objectives of the study. Identification of the research method depends to a large extent on the types of data to be used in the study. Considering the types of data, case study method has been used for achieving the research objectives of the study, since this method is an empirical inquiry that investigates a contemporary phenomenon within its real-life context; and in which multiple sources of evidence are used.⁴⁰

⁴⁰ Robert K. Yin, *Case Study Research: Design and Methods*, Vol. 5 of *Applied Social Research Methods Series* (vol. 6, Beverly Hills: Sage Publications, Inc., 1984), p. 23.

1.10. Research Designing

1.10.1. Types of Used Data

The nature of study is both explanatory and evaluative. The importance of qualitative data is immense in this type of research work but we cannot ignore the importance of quantitative data for substantiating qualitative findings. In the study qualitative data have been used as dominant data and quantitative data have been used as less dominant data. Thus, both qualitative and quantitative data have been used to examine and analysis findings of the study.

1.10.2. Data Sources

Primary Sources: For conducting the research work effectively, primary data have been collected from following all sources:

1. Development Project Proforma/Proposal (hereinafter DPP);
2. Revised Development Project Proforma/Proposal (hereinafter RDPP);
3. Technical Assistance Project Proposal (hereinafter TAPP);
4. Technical assistance Project Proposal (hereinafter TPP);
5. Revised Technical assistance Project Proposal (hereinafter RTPP);
6. Interim reports of different projects;
7. Project Completion Report (hereinafter PCR);
8. Project Final Reports;
9. Others project related reports;
10. Government Circulars;
11. Annual Development Programme;
12. Annual Evaluation Report (hereinafter AER) prepared by IMED;
13. Procurement Acts, Rules and Regulations; and
14. Allocation of Business Among the Different Ministries and Divisions.

Secondary Sources: The secondary data have been collected from following all sources:

1. Relevant Published-unpublished Books, Articles, Dissertations etc. and
2. Internet browsing.

1.10.3 Selection of the Study Area

The study has been conducted through application of case study method. The six completed projects were carried out by IMED, Planning Division and Planning Commission. And the rest on-going project is being implemented by IMED. Therefore, primary data relating of the main research questions have been collected mainly from IMED, Planning Division and Planning Commission. Since all these three organizations are working under the Ministry of Planning the geographical study area is the Ministry of Planning.

1.10.4. Sample Size and Sampling Techniques

The sample size is very important to analyze primary data. In the study primary data have been collected through structured questionnaire survey and document analysis.

Questionnaire Survey: In the study, the samples of questionnaire survey were selected from the officers belonging to the Bangladesh Civil Service (BCS) economic cadre. Though PDs were selected usually from EAs, but fortunately all the PDs of seven selected projects belonged to economic cadre. Therefore, economic cadre officials remained active in the process of project preparation, implementation, monitoring and evaluation, particularly in these seven projects. In the economic cadre, there are five tires of officers including Assistant Chief, Senior Assistant Chief, Deputy Chief, Joint Chief and Chief in the Planning Commission, Planning Division, IMED and Planning Wing of all the development Ministries. The sample was selected from all the five tires of economic cadre officers. The present cadre posts of economic cadre are 532. Among them 120 posts remain vacant. So 412 officers are now working in the different posts. Therefore 412 officers were included in the sampling frame and 40% were chosen as the sample size of the study. The numbers of top three tires officers are less than one-third of total officers. Thus to achieve the objectives of the study effectively, more percentage of top three tires officers and less percentage of bottom two tires officers have been chosen.

The purposive sampling has been used as sampling techniques to select the sample from the sampling frame. There are five strata in the sampling frame. These are Chief,

Joint Chief, Deputy Chief, Senior Assistant Chief and Assistant Chief. It has been selected 40.0 % sample purposively from the sampling frame. But the numbers of sample in the five strata are like as pyramid type. Therefore on account of percentage more samples have been chosen from top three strata. The detail sample distribution is given in table 1.3.

Table 1.3
Sample Distribution of Respondents.

Category of respondents	No of Posts	No of Officers	% of respondents	No. of respondents	Sampling technique
Chief	09	06	67%	04	Purposive sampling
Joint Chief	46	36	67%	24	Purposive sampling
Deputy Chief	90	85	50%	43	Purposive sampling
Senior Assistant Chief	153	139	33%	46	Purposive sampling
Assistant Chief	233	146	33%	48	Purposive sampling
Total Respondents	532	412	40%	165	

Source: Administration Wing, Planning Division, Dated on 06.01.11

Documents Collection: In the study the documents related to primary sources population are the projects included in ADP, which have undertaken to the improvement of the readiness situation of Bangladesh. The study populations are the implemented projects which have undertaken to the improvement of the readiness situation of Bangladesh up to 2009–2010 fiscal years. During the last decade only seven projects were taken for strengthening the readiness situation of Bangladesh. Since the number of projects are only seven; therefore, RBM related all the projects have been included in the sampling frame.

1.10.5. Collection of Data

Primary Data: There are two sources of primary data i.e. documents and questionnaire survey. Most of the relevant documents have been collected from the concerned organizations. These documents include DPP, RDPP, TAPP, TPP, RTPP of seven selected projects, project completion reports and final reports of the projects, Interim reports and consultant reports of related projects, training course materials of related projects, all other relevant reports, IMED Strategic Plan, ADP prepared by

Programming Division, AER prepared by IMED, government circulars, procurement related acts, rules and regulations and allocation of business among the different Ministries and Divisions.

As already mentioned before, primary data have been collected through questionnaire survey. Questionnaires are dependent on the contents of the collected documents. After analyzing the collected documents a questionnaire was developed taking into consideration the objectives of the study (both open ended and close ended questions). The questionnaire was pre-tested to verify the relevance of the questions and indicators of objectives. After pre-testing and necessary modification the final questionnaire was developed. With the final questionnaire, the data were collected from 06 June 2011 to 28 September 2011 directly by the researcher. To interpret qualitative data, Likert scaling method has been used in the questionnaire. Each respondent rated each close ended question on a 1-to-5 response scale where: 1 = strongly disagree, 2 = disagree, 3 = not sure, 4 = agree, 5 = strongly agree.

Secondary data: In the study, most of the secondary data have been collected from different organizations, libraries and websites. These are related published books, booklets, manuals, guides etc. The searching and collection of secondary data have been continued till end of the research work.

1.10.6. Procedure of Validity and Reliability Check

The validity and reliability of data have been ensured by taking caution steps in the way of data collection. No biased and fictitious data have been collected. Only the relevant, accurate, unbiased and representative data have been collected from reliable sources. Ambiguous and controversial data have been avoided. For questionnaire survey, the statement of the respondents that has been directly collected by the researcher is presumed to be reliable. All public documents are presumed to be valid until to be disproved by competent court or authority. Besides this, the collected data from ADB and various organizations of United Nations are presumed to be valid. The collected documents have been analyzed carefully in lines with the objectives of the research. Furthermore, collected information through questionnaire survey has been

converted by Likert scaling method to improve the validity of data interpretation in line with the objectives of the proposed study.

1.10.7. Data Analysis and Interpretation

Data Processing: All collected documents have been arranged and scrutinized carefully on the basis of the objectives. The collected data through questionnaire survey have been analyzed by using Likert scaling method on the basis of the objectives. Editing, coding, classification and tabulation have been used in the data processing.

Data Analysis: All data collected through documents and questionnaire survey have been analyzed on the basis of objectives separately by using selected indicators. Descriptive statistics such as mean, median, mode, percentage and standard deviation have been used to describe the indicators of the study. Eighteen input indicators have been drawn from government initiatives for measuring improvement of readiness situation/capacity/system indicators. 4 input indicators have been used for measuring the improvement of monitoring capacity of IMED, 4 input indicators have been used for measuring the improvement of evaluation capacity of IMED, 4 input indicators have been used for measuring the improvement of project preparation capacity of EAs, 4 input indicators have been used for measuring the improvement of project implementation capacity of EAs, 1 input indicator has been used for measuring the improvement of system of ensuring transparency and accountability of IMED and 1 input indicator has been used for measuring the improvement of system of ensuring transparency and accountability of EAs. Besides, 3 capacity/system indicators have been used for measuring the improvement of readiness situation of IMED, 3 capacity/system indicators have been used for measuring the improvement of readiness situation of EAs and 6 capacity/system indicators have been used for measuring the improvement of readiness situation of Bangladesh. In addition, 2 readiness situation indicators have been used for measuring the improvement of readiness situation of Bangladesh. To explore the significance correlations among the indicators have been tested through Bivariate Pearson correlation analysis. Both

5 percent and 1 percent level of significance have been considered to explain the correlations among the indicators. The data have been analyzed by using the SPSS software.

Data Presentation: The analyzed data have been presented in tables, graphs, charts, and pictograms by using the SPSS software.

Interpretation of Results: Results have been interpreted by analyzing and examining the collected data on the basis of the each objective separately. But data collected through questionnaire survey have been used to quantify the satisfactory level of improvement of the readiness situation of Bangladesh. The satisfactory level of improvement has been interpreted through “not improved”, “improved to a very low extent”, “improved to a low extent”, “improved to a moderate extent” and “improved to a great extent”. The readiness situation of IMED, the readiness situation of EAs and the readiness situation of Bangladesh will satisfactory, if improvements have been achieved to a great extent. According to the data analysis, the pre-conditions have been determined for the interpreted results. Details have been given below:

1. Interpretation of Results for Monitoring Capacity, Evaluation Capacity, Project Preparation Capacity and Project Implementation Capacity

- (i) If 80% or above of the respondents expressed their positive view directly; and
If 80% or above of the respondents expressed their positive view jointly (4 input indicators together);
Then the achieved level of improvement has been interpreted as improved to a great extent.
- (ii) If two-third or above and less than 80% of the respondents expressed their positive view directly; and
If two-third or above and less than 80% of the respondents expressed their positive view jointly (4 input indicators together);
Then the achieved level of improvement has been interpreted as improved to a moderate extent.

- (iii) If 50% or above and less than two-third of the respondents expressed their positive view directly; and
If 50% or above and less than two-third of the respondents expressed their positive view jointly (4 input indicators together);
Then the achieved level of improvement has been interpreted as improved to a low extent.
- (iv) If less than 50% of the respondents expressed their positive view directly but it is greater than negative view; and
If less than 50% of the respondents expressed their positive view jointly (4 input indicators together) but it is greater than negative view;
Then the achieved level of improvement has been interpreted as improved to a very low extent.
- (v) If less than 50% of the respondents expressed their positive view directly and it is less than negative view; or
If less than 50% of the respondents expressed their positive view jointly (4 input indicators together) and it is less than negative view;
Then the achieved level of improvement has been interpreted as not improved.

2. Interpretation of Results for System of Ensuring Transparency and Accountability of IMED and System of Ensuring Transparency and Accountability of EAs

- (i) If 80% or above of the respondents expressed their positive view;
Then the achieved level of improvement has been interpreted as improved to a great extent.
- (ii) If two-third or above and less than 80% of the respondents expressed their positive view;
Then the achieved level of improvement has been interpreted as improved to a moderate extent.

- (iii) If 50% or above and less than two-third of the respondents expressed their positive view;
Then the achieved level of improvement has been interpreted as improved to a low extent.
- (iv) If less than 50% of the respondents expressed their positive view, but it is greater than negative view;
Then the achieved level of improvement has been interpreted as improved to a very low extent.
- (v) If less than 50% of the respondents expressed their positive view and it is less than negative view;
Then the achieved level of improvement has been interpreted as not improved.

3. Interpretation of Results for the Readiness Situation of IMED and the Readiness Situation of EAs

- (i) If 80% or above of the respondents expressed their positive view directly; and
If 80% or above of the respondents expressed their positive view jointly (3 capacity/system indicators together);
Then the achieved level of improvement has been interpreted as improved to a great extent.
- (ii) If two-third or above and less than 80% of the respondents expressed their positive view directly; and
If two-third or above and less than 80% of the respondents expressed their positive view jointly (3 capacity/system indicators together);
Then the achieved level of improvement has been interpreted as improved to a moderate extent.
- (iii) If 50% or above and less than two-third of the respondents expressed their positive view directly; and
If 50% or above and less than two-third of the respondents expressed their positive view jointly (three capacity/system indicators together);
Then the achieved level of improvement has been interpreted as improved to a low extent.

- (iv) If less than 50% of the respondents expressed their positive view directly but it is greater than negative view; and
If less than 50% of the respondents expressed their positive view jointly (3 capacity/system indicators together), but it is greater than negative view;
Then the achieved level of improvement has interpreted as improved to a very low extent.
- (v) If less than 50% of the respondents expressed their positive view directly and it is less than negative view; or
If less than 50% of the respondents expressed their positive view jointly (3 capacity/system indicators together) and it is less than negative view;
Then the achieved level of improvement has been interpreted as not improved.

4. Interpretation of Results for the Readiness Situation of Bangladesh

- (i) If 80.0% or above of the respondents expressed their positive view directly; and
If 80.0% or above of the respondents expressed their positive view jointly (6 capacity/system indicators together); and
If 80% or above of the respondents expressed their positive view jointly (2 readiness situation indicators together);
Then the achieved level of improvement has been interpreted as improved to a great extent.
- (ii) If two-third or above and less than 80% of the respondents expressed their positive view directly; and
If two-third or above and less than 80% of the respondents expressed their positive view jointly (6 capacity/system indicators together); and
If two-third or above and less than 80% of the respondents expressed their positive view jointly (2 readiness situation indicators together);
Then the achieved level of improvement has been interpreted as improved to a moderate extent.

- (iii) If 50% or above and less than two-third of the respondents expressed their positive view directly; and
If 50% or above and less than two-third of the respondents expressed their positive view jointly (6 capacity/system indicators together); and
If 50% or above and less than two-third of the respondents expressed their positive view jointly (2 readiness situation indicators together);
Then the achieved level of improvement has been interpreted as improved to a low extent.
- (iv) If less than 50% of the respondents expressed their positive view directly but it is greater than negative view; and
If less than 50% of the respondents expressed their positive view jointly (6 capacity/system indicators together), but it is greater than negative view; and
If less than 50% of the respondents expressed their positive view jointly (2 readiness situation indicators together), but it is greater than negative view;
Then the achieved level of improvement has been interpreted as improved to a very low extent.
- (v) If less than 50% of the respondents expressed their positive view directly and it is less than negative view; or
If less than 50% of the respondents expressed their positive view jointly (6 capacity/system indicators together), but it is less than negative view; or
If less than 50% of the respondents expressed their positive view jointly (2 readiness situation indicators together), but it is greater than negative view;
Then the achieved level of improvement has been interpreted as not improved.

1.11. Scope of the Study and Limitations

1.11.1. Scope

- (i) The GoB started to improve the readiness situation to adopt RBM approach in the public sector projects in 1999. Since then the improvement processes have been continuing but there is no study about the achievement of the readiness situation of Bangladesh. The main focus of this study is to determine the readiness situation of Bangladesh for adopting RBM approach in the implementation of public sector projects.
- (ii) In particular, the results of the study will indicate the level of readiness situation of Bangladesh? To be more specific whether the improved readiness situation is satisfactory or not to adopt RBM approach in the implementation of public sector projects?
- (iii) The study findings will also indicate the possible areas of technological and policy interventions by the government and development organizations in the process of improvement of the readiness situation of Bangladesh.
- (iv) The results of the study may benefit the government Planners, Policy Makers, Monitoring and Evaluation Officers, Project Directors, IMED, Planning Division, Planning Commission, Development Agencies and Researchers by providing valuable insights into the problems and constraints to improve the readiness situation of Bangladesh to a satisfactory level for adopting RBM approach in the implementation of public sector projects.

1.11.2. Limitations

There are also some limitations for conducting the study. The limitations of study are as follows:

- (i) In this field of study, it is hardly found any research work that has focused on the necessity of the readiness situation for adopting RBM approach in the implementation of public sector projects.

- (ii) A significant number of respondents were found confuse to express their opinion throughout the questionnaire. About 50% of respondents were found confuse to given answer of 7 questions, while 25% of respondents were found confuse to given answer of 13 questions.
- (iii) More or less all the government organizations have to perform as Executing Agency to implement public sector projects when those related to their own department. But their capacities are different from each other. In this study, the capacity of individual Executing Agency has not been reflected. It has focused only overall increased capacity of Executing Agencies.

1.12. Organization of the Dissertation

The study contains a total of nine chapters, which have been organized in the following sequences.

Chapter I: Introduction

In the introductory chapter, the overall project management problems in Bangladesh have been introduced. Subsequently, Statement of the problem, objectives of the study, literature review, justification of the study, conceptual framework, research methodology, research designing, scope and limitations of the study, and planning of the dissertation have been included. To determine the satisfactory level of the readiness situation of Bangladesh, the pre-conditions have also been determined for the interpretation of results in this chapter.

Chapter II: Result Based Management: Concepts and Global Good Practices

In this chapter, RBM concepts and the global good practices of RBM approach have been described. While analysis of RBM concept, it has given emphasis on the basic things of RBM approach i.e. definition, phases of RBM, result, relationship among inputs, activities and result, result chain, and statements of result. It has also highlighted the performance of RBM in planning, managing, monitoring, evaluation and reporting. Apart from this the background and importance of RBM have also been described.

Global good practices of RBM have been analyzed from two perspectives. One is RBM practices in development organizations while the other is RBM practices in different countries. RBM is practiced in different ways in different multilateral agencies and development agencies as well as developed and developing countries. There are enormous variety in their approaches and progress to the main components of RBM due to their different histories, mandate, environment and cultures. Therefore, three development organizations from different regions i.e. CIDA, UNDP and ADB and three countries from three different continents i.e. Malaysia, Colombia and Uganda have been selected for analysis of global good practices of RBM.

Chapter III: Benefits of Result Based Management over Existing Capacity of Implementation Monitoring and Evaluation Division and Executing Agencies: A Theoretical Note

In this chapter, the benefits of RBM over existing systems of Implementation Monitoring and Evaluation Division and Executing Agencies have been described. The main focus of this chapter has been concentrated on theoretical discussion to identify and describe different aspects of public sector project implementation cycle where application of RBM will be beneficial. Benefits of RBM have been analyzed from two perspectives. One is benefits of RBM that relates to building up strong monitoring and evaluation capacity of IMED; while the other is benefits of RBM that relates to building up project preparation and implementation capacity of EAs.

It has been discussed as to how the key features of RBM will enhance the monitoring and evaluation capacity of IMED and project preparation and implementation capacity of EAs. The requirements of strengthening organizational capacity development of IMED and EAs to promote a favourable project implementation environment for application of RBM approach in the public sector projects in Bangladesh have also been analyzed in this chapter.

Chapter IV: Adoption process of RBM approach in Bangladesh

The role of GoB and Development Partners while promoting favourable conditions for adopting RBM approach in the implementation of the public sector projects in Bangladesh has been analyzed in this chapter. Five indicators have been used to explore the adoption process of RBM approach. These are initiatives to improve the organizational capacity of IMED, initiatives to improve the organizational capacity of EAs, initiatives to improve the procurement issues, initiatives to develop the capacity of the government officials in applying RBM to project management and initiatives to develop the capacity of the government officials in applying ICT tools to project management

The components of the seven projects those are related to improve the organizational capacity of IMED and EAs, procurement issues and RBM and ICT capacity development of the government officials have been examine empirically. The technical assistance provided by the Development Partners has also been highlighted in this chapter.

Chapter V: Adoption of RBM Approach: A Focus on Increased Organizational Capacity of IMED

In this chapter, it has been analyzed empirically the qualitative and quantitative changes of organizational capacity of IMED through government initiatives. The key objective of this chapter is to assess the level of strengthening M&E capacity of IMED. The contents of six implemented projects and one on-going project those are related to strengthening organizational capacity of IMED have been analyzed carefully through application of different indicators.

Therefore, on the basis of the outputs of six implemented projects and one on-going project, enhancement of M&E capacity of IMED, establishment of MIS system, revision of reporting formats, development of User Guide for reporting formats, development of M&E framework, draft of M&E manual, establishment of Central Procurement Technical Unit in IMED, human resources capacity development in IMED, structural reorganization of IMED, development of an IMED Strategic Plan

and increase of transparency and accountability in IMED have been discussed in this chapter.

Chapter VI: Adoption of RBM Approach: A Focus on Increased Organizational Capacity of Executing Agencies

The qualitative and quantitative changes of organizational capacity of EAs through government initiatives have been analyzed empirically in this chapter. The key objective of this chapter is to assess the level of strengthening project preparation and implementation capacity of EAs. The contents of six implemented projects and one on-going project those are related to strengthening organizational capacity of EAs have been analyzed carefully through application of different indicators.

In the way of assessment in this chapter, the improvement of the project preparation capacity of EAs, revision of project document formats, revision of project document approval system, revision of project preparation guidelines, involvement of project directors in the project preparation, improvement of project implementation capacity of EAs, improvement of the system for appointing key project personnel, delegation of administrative power to PDs, delegation of financial power to PDs, improvement of reporting quality of PDs, development of sector performance report formats, improvement of procurement procedure, human resources capacity development in EAs and increase of transparency and accountability in EAs have been discussed on the basis of the outputs of six implemented projects and one on-going project.

Chapter VII: Adoption of RBM Approach: An Analysis of the Readiness Situation of Bangladesh

In this chapter, the achieved level of readiness situation of Bangladesh through government initiatives has been focused. The key objective of this chapter is to determine whether the overall readiness situation of Bangladesh is satisfactory or not to adopt RBM approach in the implementation of public sector projects. The contents of government initiatives have been analyzed carefully through nine major indicators by using a structured questionnaire.

A readiness situation framework has been developed for Bangladesh on the basis of respondents opinion. The readiness situation framework has been utilized step by step in this chapter to determine whether the readiness situation of Bangladesh has reached to a satisfactory level or not for adopting RBM approach in the implementation of public sector projects in Bangladesh. According to the respondents view, it has been determined the extent of improvement of monitoring capacity of IMED, evaluation capacity of IMED, transparency and accountability of IMED, readiness situation of IMED, project preparation capacity of EAs, project implementation capacity of EAs, transparency and accountability of EAs, readiness situation of EAs and readiness situation of Bangladesh.

Chapter VIII: Problems and Prospects of Adoption of RBM approach

In this chapter, the problems and prospects of adopting RBM approach in the implementation of public sector projects in Bangladesh have been analyzed. The main objectives of this chapter are to find out different problems associated with the process of adopting RBM approach and to identify different future initiatives that will enhance the process of improvement of readiness situation of Bangladesh until it reaches to a satisfactory level. Different problems and prospects have been identified through making analysis of contents relating to assess the level of strengthening M&E capacity of IMED and project preparation and implementation capacity of EAs on the basis of current improvements, upcoming initiatives and basic requirements of adopting RBM approach in the public sector projects. Moreover, a questionnaire survey was conducted with the respondents to know their opinion on different problems and prospects that were identified through documentary analysis.

Chapter IX: Summary, Recommendations and Conclusion

In this chapter, at first it has been summarized the outputs of the study. Major findings of the study have been highlighted while summarized the outputs. Then, it has been provided necessary recommendations for future tasks on the basis of the major findings. It has also been suggested on some specific issues for further research of the study.

1.13. Conclusion

Public sector project implementation is one of the most important tasks of GoB to improve the social and economic development. In every fiscal year, many projects are included in ADP for social and economic development. But these projects are not implemented efficiently and effectively; so that the growth of social and economic development is not reached at the expected level. Therefore, the development of Bangladesh has not progressed at the pace of global development. One of the root causes is inefficient project management system in Bangladesh. To overcome this situation in Bangladesh, it is necessary to bring changes in the project implementation approach.

In the developed countries, shifting of the project implementation approach started from the beginning of 1990s decade. Developed countries started to apply RBM approach in project implementation for better management. Donor Agencies are increasing pressure to adopt RBM approach in the project implementation of Bangladesh from the 1990s decade. Though RBM approach is an established powerful management tool for project implementation, but its implementation process is not so easy. Developed countries as well as Multilateral Agencies are facing challenges and struggling to formulate SMART results.⁴¹ The readiness situation of Bangladesh is so poor due to inadequate infrastructure, insufficient equipment support and lack of project preparation and implementation capability and lack of monitoring and evaluation capability. Effectively RBM application is dependent on strong project preparation and implementation capability and monitoring and evaluation system. To overcome this situation Government of Bangladesh has been taken initiatives to strengthen project preparation and implementation capability and monitoring and evaluation system with the help of Asian Development Bank.

Despite many difficulties, a well structured study design has been formulated in this chapter to do the research work. It is worked methodically to measure whether the readiness situation is reached to a satisfactory level to adopt RBM approach in the implementation of project sector projects in Bangladesh.

⁴¹ SMART stands for Specific Measurable Achievable Realistic Time bound.

Chapter II

Result Based Management: Concepts and Global Good Practices

2.1. Introduction

2.2. Result Based Management

2.3. RBM: Global Good Practices

2.4. Conclusion

Chapter II

Result Based Management: Concepts and Global Good Practices

2.1. Introduction

Historically, governments and organizations were focused their attention on inputs, activities and outputs. But the stakeholders are no longer interested in organizational activities and outputs. They are now interested to see real outcomes. Therefore, the public sector management is undergoing extensive changes as a result of increasing pressure on governments around the world to demonstrate efficient and effective use of public resources. International organizations including IDA, UNDP, the World Bank, World Trade Organization (hereinafter WTO), European Union (hereinafter EU) and Transparency International (hereinafter TI), all are pushing and prodding governments to shift public management system towards a result based system. Among different initiatives the MDGs are the most influential global initiative that requires adoption of a result based system in the implementation of public sector projects. These global pressures have contributed to the emergence of RBM approach in the public sector projects around the world.¹

Despite the fact that the GoB has started to adopt RBM approach in public sector projects, the issue is not yet understood well by all concerned.² Therefore, in this chapter, an attempt has been made to analyze the concept of RBM approach and its global good practices. Global good practices of RBM have been analyzed from two perspectives. One is RBM practices in development organizations while the other is RBM practices in different countries. Three development organizations and three countries from three different continents have been selected for analysis of global good practices of RBM.

¹ Draft *Final Strategic Plan of the Strengthening Results-Based Monitoring and Evaluation Project (TAR 39469)*, Philip Chowdhury, Team Leader (Dhaka: Uniconsult International Limited (UCIL) and Foundation for Economic Development (FED), Bangladesh, February 2008), pp. 17-18.

² National Academy for Planning and Development (NAPD), “Course Materials of Training Course on Result Based Management”, (Dhaka: Ministry of Planning, June, 2008).

2.2. Result Based Management

2.2.1. Background

Result based management is a powerful public management tool that integrates strategy, people, resources, processes, and measurements to improve decision making, transparency and accountability. It can be viewed as a management reform that intends to inculcate a result-oriented management culture. It is considered to be a revolution in management sciences. RBM is used to help policy makers, decision makers and managers to trail improvement and demonstrate the impact of a given project. As a management strategy, the RBM approach focuses on achieving outcomes, implementing performance measurement, incorporating learning as well as reporting on performance. Different steps involved in this process are strategic planning, risk management, progress monitoring and outcome evaluation.³ The RBM system first developed in the 1960s through the Management by Objectives (hereinafter MBO) approach and the Programme Performance Budgeting System (hereinafter PPBS) which were focused on results and objective achievement. But it was difficult to implement these systems due to lack of detailed systematic framework. Therefore the Logical Framework (hereinafter LF) approach was introduced in an effort to better track the implementation process in the 1970s. The LF was utilized extensively in many countries and organizations in different forms as a planning and management tool in the 1980s-90s. In the beginning of 1990s, the LF evolved as an elementary version of RBM, which has been continuously modified and successfully used by a number of development organizations and countries to accelerate the process of more focused planning and implementation of public sector programmes.⁴

³ United Nations Development Programme (UNDP), *Result Based Management: Concept and Methodology*, UNDP Results Framework, Technical Note 2000, (UNDP, July 2002), pp.1-3.

⁴ Koshly Thomas, *Malaysia: Integrated Results Based Management—the Malaysia Experience*, pp. 96-99, available from <http://www.mfdr.org/sourcebook/2ndEdition/4-2MalaysiaRBM.pdf>, accessed on 08.03.2012 at 20.15 pm.

2.2.2 Definition

RBM approach was first defined by the Operations Evaluation Department (hereinafter OED) of World Bank in 1997. OED defined RBM as “*Results based management provides a coherent framework for strategic planning and management based on learning and accountability in a decentralized environment. It is first a management system and second, a performance reporting system.*”⁵

In 1999 CIDA defined RBM as:

Results based management is introducing a results oriented approach ... aims at improving management effectiveness and accountability by defining realistic expected results, monitoring progress toward the achievement of expected results, integrating lessons learned into management decisions and reporting on performance⁶

In 2001 another definition of RBM was provided by Treasury Board of Canada, Secretariat (hereinafter TBS). According to TBS:

Results based management is a comprehensive, life-cycle, approach to management that integrates strategy, people, resources, processes and measurements to improve decision-making and drive change. The approach focuses on getting the right design early in a process, focusing on outcomes, implementing performance measurement, learning and changing, and reporting performance.⁷

In 2001, UNFPA defined RBM as “*a participatory and team-based approach to management designed to improve Programme and management effectiveness, efficiency and accountability that focuses on achieving defined results.*”⁸

In 2002 the Development Assistance Committee (hereinafter DAC) of the Organization of Economic Co-operation and Development (hereinafter OECD) approved a harmonized definition of RBM. In 2003 United Nations Development Group (hereinafter UNDG) started to review this definition and finally accepted and

⁵ *Report of the Consultant to Results Based Management in the Development Co-operation Agencies: A Review of Experience*, Annette Binnendijk, Consultant, DAC Working Party on Aid Evaluation (Paris: OECD, October 2000), p.9.

⁶ Canadian International Development Agency (CIDA), *Results-Based Management in CIDA: An Introductory Guide to the Concepts and Principles* (CIDA, January 1999).

⁷ Canadian International Development Agency (CIDA), *Results-Based Management Lexicon* (CIDA, July 2002), p.4.

⁸ United Nations Population Fund (UNFPA), *Results Based Management Orientation Guide*, (UNFPA, 2001).

included it in their Results-Based Management Handbook in 2010.⁹ According to OECD-DAC RBM is:

A management strategy by which an organization ensures that its processes, products and services contribute to the achievement of desired results (outputs, outcomes and impacts). RBM rests on clearly defined accountability for results, and requires monitoring and self-assessment of progress towards results, and reporting on performance.¹⁰

In 2004 UN Joint Inspection Unit (hereinafter JIU) provided another definition by saying that “*RBM is a management approach focused on achieving results; a broad management strategy aimed at changing the way agencies operate, with improving performance (achieving results) as the central orientation.*”¹¹

In 2008 Koshy Thomas provided an excellent definition of RBM. He stated that RBM is a public sector management philosophy and approach that focuses on achievement of goals and objectives through strategic planning; systematic implementation; effective resource usage; performance monitoring, measurement and reporting, and evaluation to improve result delivery.¹²

From the above definitions it can be concluded that RBM is a management approach and strategy that requires an organization to have well defined expected results, and improved management design for ensuring programme and management effectiveness, efficiency and accountability that will contribute to the achievement of expected results. It depends on planning and design, responsiveness and accountability, systematic monitoring, self-assessment and reporting on progress (Chart 2.1).

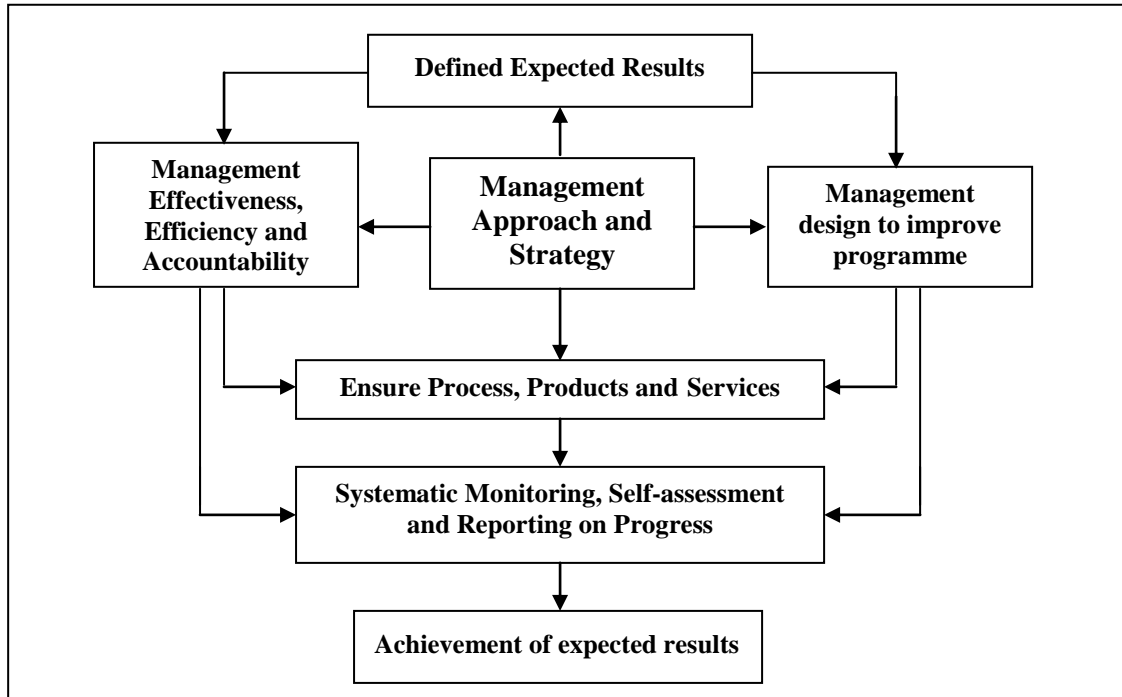
⁹ United Nations Development Groups (UNDG), *Results-Based Management Handbook: Strengthening RBM Harmonization for Improved Development Results*, Clean Draft Version (UNDG, 2010), p.13.

¹⁰ Organization of Economic Co-operation and Development (OECD) and Development Assistance Committee (DAC), *Glossary of Key Terms in Evaluation and Results-Based Management 2002: Approved harmonized Terminology on RBM*, p.3.

¹¹ *Report of the Joint Inspection Unit to Implementation of Result Based Management in the United Nations Organizations*, Even Fontaine Ortiz, Team leader, JIU/REP/2004/6 (Geneva: UN Joint Inspection Unit, 2004), p.2.

¹² *Op. cit.* Koshy Thomas, *Integrated Results Based Management*, p. 1.

Chart 2.1
Result Based Management



Source: Created by the researcher from above mentioned definitions

2.2.3. Phases of RBM

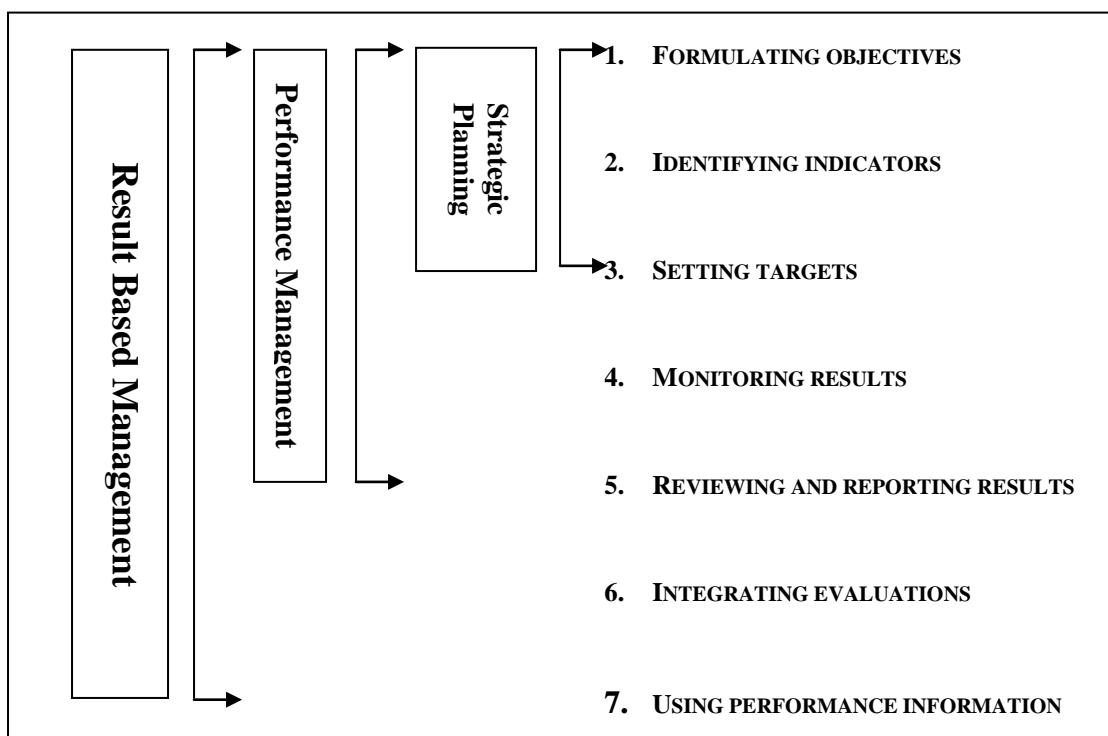
RBM approach comprises the following seven distinct phases (Chart 2.2).¹³

1. **Formulating objectives:** Identifying measurable terms and developing a conceptual framework for defining how the results will be achieved.
2. **Identifying indicators:** Indicating exactly what is to be measured along a scale or dimension for each objective.
3. **Setting targets:** Identifying the expected levels of result to be achieved by specific dates for each indicator.
4. **Monitoring results:** Developing performance monitoring systems to regularly collect data on actual results achieved.
5. **Reviewing and reporting results:** Comparing actual results for making judgments about performance.

¹³ *Op. cit. Results Based Management in the Development Co-operation Agencies*, p. 10.

6. **Integrating evaluations:** Conducting evaluations to provide complementary information on performance.
7. **Using performance information:** Using information from performance monitoring and evaluation sources for internal management learning and decision making and for external reporting to stakeholders on results achieved.

Chart 2.2
Seven Phases of Result Based Management



Source: DAC Background Report, February 2000, P.12.

The first three phases or processes generally relate to a results-oriented planning approach, sometimes referred to as strategic planning. The first five together are usually included in the concept of performance measurement. All together these seven phases are essential to an effective RBM system. RBM focuses on¹⁴:

¹⁴ *Op. cit.* UNFPA, *Results Based Management Orientation Guide*.

- ❖ Analyzing the problems to be tackled and determining their causes and effects;
- ❖ Identifying measurable or describable changes (results) to be achieved, based on appropriate problem analysis;
- ❖ Scheming strategies and activities that will lead to these changes (results);
- ❖ Balancing desired results with the resources available;
- ❖ Monitoring progress towards results and adjusting the activities as needed to ensure that the detailed results are achieved;
- ❖ Evaluating, documenting and integrating lessons learned into decision making and into the next planning phase; and
- ❖ Reporting on the results achieved and their contribution to reaching organization goals.

2.2.4. Result in RBM Approach

Result is the most important term in RBM approach. *“Results are changes in a state or condition which derive from a cause-and- effect relationship.”*¹⁵ Result can be described, measured and observed in some way and the underlying can be identified. Therefore, a result is a describable, measurable, developmental change in state that is derived from a cause and effect relationship. *“There are three types of such changes ... which can be set in motion by a development intervention – its output, outcome and impact.”*¹⁶ Results may be planned or unforeseen; either positive or negative; reflected at the level of individuals, groups, institutions or society and may appear within a short time or long time to be fully realized. Result supports the planning, management and monitoring of the development activities that can truly have a real and meaningful improvement of people’s lives. The RBM results must be SMART. SMART stands for:¹⁷

S – Specific (specify the target groups, target region, etc.)

M – Measurable (it can be measured by using indicators)

¹⁵ *Op. cit.* OECD, *Approved Harmonized Terminology on RBM*, p.1.

¹⁶ *Ibid.*

¹⁷ *Op. cit.* NAPD, *Course Materials of Training Course on Result Based Management*.

- A – Achievable (it can be achieved in a given situation within specific time)
- R – Realistic (it can be achieved in the given socio-cultural context)
- T – Time bound (it must have clear indication by which time it should be achieved)

Types of Result

The describable or measurable results can be categorized into two types:

1. Quantitative: Quantitative results are those achievements that can be measured objectively, in terms of number, frequency, quantity, percentage, ratio etc.

2. Qualitative: Qualitative results are those achievements that cannot be measured objectively. It can be measured by level, degree, extent, capacity or quality of subjective opinion, such as knowledge, awareness, self-confidence, team spirit etc.

Levels of Result

Three terms are generally used to describe the different levels of results. These are output, outcome and impact level of results that are linked by a chain of cause and effect relationships.

1. Output: Output is a result that a programme or project must achieve with the resources provided and within the time-period specified. On the other hand outputs are *“the products and services which result from the completion of activities within a development intervention.”*¹⁸ It is immediate, visible, concrete developmental change that is the tangible consequence of project activities (inputs). It is commonly expressed in terms of individuals/groups and should be achieved by the mid-point of a project. Outputs *“relate to the completion (rather than the conduct) of activities and are the type of result over which managers have a high degree of influence.”*¹⁹ Output is, therefore, deliverable. Failure to deliver output is a failure of the programme or project.

2. Outcome: Outcomes describe the intended changes in the developmental conditions resulting from projects. Therefore, outcome is *“the intended or achieved*

¹⁸ *Op. cit.* OECD Approved Harmonized Terminology on RBM, p.1.

¹⁹ *Op. cit.* UNDP, Results Based Management: Concept and Methodology, pp.2-3.

short-term and medium-term effects of an intervention's outputs, usually requiring the collective effort of partners."²⁰ It is a developmental change that are the logical consequence of achieving a combination of outputs, commonly expressed in terms of community, institution, organization. Outcomes "describe a change in development conditions between the completion of outputs and the achievement of impact."²¹ Outcomes are the strategic high level results. Achieving outcomes often requires collective efforts from all stakeholders. It should be achieved by the end of a project.

3. Impact: Impact describes the higher level, long-term developmental change that is the logical consequence of achieving a combination of outputs and outcomes from the projects. Therefore, Impact is "*positive and negative long-term effects on identifiable population groups produced by a development intervention. These effects can be economic, socio-cultural, institutional, environmental, technological or of other types.*"²² It is linked with the project goal that is expressed in terms of region, country, and society. It has a relationship to the national development goals. It is usually not measurable until a project ends.

2.2.5. Relationship among the Inputs, Activities and Result

There is a causal or logical relationship (Chart 2.3) among the inputs; activities and levels of result (outputs, outcomes and impacts). Discussion about inputs and activities are as follows:

Inputs: Inputs are "*the financial, human, material, technological and information resources used for development interventions.*"²³ These resources are provided directly or indirectly by the stakeholders of a project; who may be government, donors, programme participants, communities or other groups.

Activities: Activities are "*actions taken or work performed through which inputs, such as funds, technical assistance and other types of resources are mobilized to produce specific outputs.*"²⁴ It is organized and executed by project personnel.

²⁰ *Op. cit.* OECD, Approved Harmonized Terminology on RBM, p.1.

²¹ *Op. cit.* UNDP, Results Based Management: Concept and Methodology, p.3.

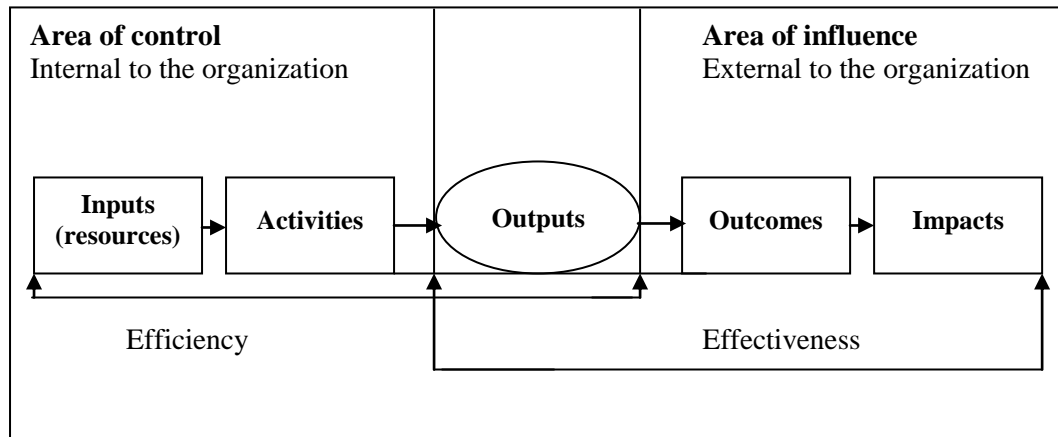
²² *Op. cit.* OECD, Approved Harmonized Terminology on RBM, p.1.

²³ *Ibid.*

²⁴ *Ibid.*

Chart 2.3

Relationship Among the Inputs, Activities and Result



Source: Adapted from CIDA, Results Based Management Lexicon, p.2.

2.2.6. Result Chain

A result chain is composed of output, outcome and impact level of results that reflect the overall situation, needs, issues, priorities and objectives of key stakeholders. Developmental results are always affected by economic, political, social, environmental or cultural factors. The result chain is a chain (table 2.1) of connections or causality and attribution between input and activity that generated inputs, outcomes and impact. Expected results at the outputs, outcomes and impact level are linked in a sequence of three cause and effect relationships, in which each level of results is related to the next higher one by means of achievement.²⁵ The cause-effect linkage can be expressed with “if-then” phrases i.e. if the outputs are achieved as expected, then the outcomes should be achieved; and if the outcomes are achieved as expected, then the impact should be achieved.

²⁵ *Op. cit.* UNDG, *Results-Based Management Handbook*, p.14.

Table 2.1
The Result Chain

Implementation			Results		
→	→	→	→	→	→
Input	Activities		Outputs	Outcome	Impact
The financial, human, material, technological and information resources used for development interventions	Actions taken or work performed through which inputs, such as funds, technical assistance and other types of resources are mobilized to produce specific outputs.	→	The products and services which result from the completion of activities within a development intervention.	The intended or achieved short term and medium term effects of an intervention's outputs, usually requiring the collective effort of partners.	Positive and negative long term effects on identifiable population groups produced by a development intervention, directly or indirectly, intended or unintended.
Example					
Financial resources, technical expertise	Preparation of emergency preparedness plans	→	Emergency preparedness plans operational at the national and district level and yearly review mechanism in place by the end of 2011.	Improved government disaster risk reduction and emergency management systems and practices for efficient response	Reduced risks and increased safety among the local population.

Source: UNDG Results Based Management Handbook, p.15.

2.2.7. Statements of Result

Results are mainly described by statements. Normally, the statement is expressed in terms of increased, decreased, improved, enhanced, strengthened etc. Examples of Results Statements as follows:²⁶

- **Decreased** proportion of population below poverty line in Bangladesh.
- **Increased** expertise in disaster management in Bangladesh.
- **Enhanced** use of information technology in decision making.
- **Improved** allocation of resources in accordance with results to be achieved.

²⁶ *Op. cit.* NAPD, Course Materials of Training Course on Result Based Management.

2.2.8. RBM in Planning

RBM as a management tool is used from planning phase by the organization for their strategic framework and projects. A number of tools are used in the planning phase. These are determining indicators, sources of information, assumption and risks, role of partners and indicative resources.²⁷

2.2.8.1. Determining Indicators

Indicators are signs of change along with the pathway to development. It is used to describe or measure change and assess progress towards results. Indicators make it possible to demonstrate results. Indicators can also help in generating results by giving a reference point for monitoring, decision-making, stakeholder consultations and evaluation. Particularly, indicators can assist to²⁸:

- measure progress and achievements;
- clarify consistency between activities, outputs, outcomes and impacts;
- ensure legitimacy and accountability to all stakeholders by demonstrating progress;
- assess project and staff performance.

Indicators may comprise a variety of types of “signals”—in other words, how the indicator is expressed—such as numbers, ranking systems or changes in the level of user approval. Signals and scales lend themselves to indicators that express qualitative and/or quantitative information. Therefore indicator is “*a quantitative or qualitative variable that allows the verification of changes produced by a development intervention relative to what was planned.*”²⁹ Thus, indicator may be quantitative and/or qualitative.

Quantitative indicators measure changes in statistical values over time. These are expressed by number, frequency, amount, percentage or ratio of developmental changes. In contrast, qualitative indicators seek to measure changes which are not

²⁷ *Op. cit.* UNDG, *Results-Based Management Handbook*, pp.14-15.

²⁸ United Nations Development Fund (UNDP), *RBM in UNDP: Selecting Key Result Indicators*, (UNDP, May 1999), pp.2-3.

²⁹ *Op. cit.* UNDG, *Results-Based Management Handbook*, p.18.

easily measured through statistical values such as process-related improvements, and improved quality of services, policies or capacity. These are expressed by level, degree, extent, capacity, existence or category of developmental changes.

Table 2.2
Examples of Quantitative and Qualitative Indicators

Qualitative Indicators			
Sign	Scale	Output indicator	Outcome indicator
Existence	(Yes/No)	policy recommendation submitted/not submitted	local governance act passed/not passed
Category	(e.g., x or y or z)	Poverty analyzed in “region east”, “west” or “nationally”	Level of SHD policy focus “high”, “medium” or “low”
Quantitative Indicators			
Number	(e.g. 1, 20 or 5,000)	Number of entrepreneurs trained	Number of new jobs created in small enterprise sector
Percentage	(e.g. 12% or 95%)	Percentage share of government budget devoted to social sectors	Percentage share of rural population with access to basic health care
Ratio	(e.g. 1/3 or 125 per 100,000)	Ratio of trained female to male members of parliament	Ratio of female to male school enrolment

Source: UNDP, *Selecting Key Results Indicators*, May 1999, p.6.

2.2.8.2. Sources of Information

The sources of information are the persons, beneficiaries or organizations from which information will be gathered to measure results. In a women empowerment programme, the source of baseline information may be Bangladesh Bureau of Statistics (hereinafter BBS), community-based organizations or the Ministry of Women’s and children’s Affairs. Indicators should be selected from the most direct source of information.³⁰

2.2.8.3. Assumptions and Risks

Assumptions and risks are probably the most important aspect of the result matrix. Assumptions are the variables or factors needed to achieve results. Assumptions describe the conditions which must exist for the cause and effect relationship between the different levels of results to behave as expected. Therefore, it can be defined as

³⁰ *Op. cit.* UNDG, *Results-Based Management Handbook*, p.19.

“the conditions that are necessary to ensure that planned activities will produce the expected results and the logical cause-effect relationship between different results will occur as expected.”³¹ Achieving expected results depend on the correctness of assumptions. If the outputs have been delivered and the assumptions still hold true, then the outcome would be achieved. Assumptions should be stated in positive term.³² For example, in a poverty alleviation programme, an assumption is that time and resources are available for income generating training to the beneficiaries.

When designing and planning a project risk analysis is a part of the appraisal process. Risks are “factors that may adversely affect the delivery of inputs, completion of activities, and achievement of results.”³³ Risks are negative external incident which might be expected to critically alter the achievement of desired results. They are important since they provide an opportunity to anticipate and specify reasons why a project may not exercise as planned.³⁴ All stakeholders should participate in identifying assumptions, assessing risks and establishing risk indicators.

2.2.8.4. Role of Partners

The role of the different partners, whether they are government or a specific ministry, UN agency, NGO or any other implementing agency are important to achievement of expected results.³⁵

2.2.8.5. Indicative Resources

The indicative resources are related to a project planning. These can be itemized by activities. Amounts should be specified if these are from regular or other sources (i.e., trust fund, other participating UN agencies or donors).³⁶

³¹ *Op. cit.* UNFPA, *Results Based Management Orientation Guide*.

³² *Op. cit.* UNDG, *Results-Based Management Handbook*, p.19.

³³ *Op. cit.* UNFPA, *Results Based Management Orientation Guide*.

³⁴ United Nations Development Groups (UNDG), Working Group in Programming Policies: Results Based Management in UNDAFs, Issue Note, (UNDG, October 2007), p.8.

³⁵ *Op. cit.* UNDG, *Results-Based Management Handbook*, p.21.

³⁶ *Ibid.*

2.2.9. RBM in Managing

Without good management it is not possible to achieve expected results. Effective management requires the flexibility to change strategies and activities to achieve better results. It is also necessary to have a team-based approach from all stakeholders to ensure any proposed changes or actions. With the agreement of all stakeholders results matrices should be updated once in a year. Ongoing management of a project is essential to achieve expected results. Result-based decision-making is a key dimension of result-based management. Identifying, developing and managing the capabilities that people, systems, resources, structures, culture, leadership and relationships are essential for managers to plan for, deliver and evaluate results.³⁷

2.2.10. RBM in Monitoring

Monitoring is necessary for project management. It is an important task in a project and is a continuous process of regular systematic assessment based on participation, reflection, feedback, data collection, analysis of actual performance by using selected indicators and regular reporting. Monitoring helps to understand project implementation status through collection of data and evidence, identification of issues and analysis of documents and reports. Monitoring is required to communicate results to stakeholders and decision-makers for adjusting implementation process to meet expected results; and for accountability purposes. In RBM approach monitoring provides an opportunity to review the assumptions; track progress in the achievement of results; decide whether the original strategies are still appropriate or require to be modified and make necessary changes to resources.³⁸

2.2.11. RBM in Evaluation

Evaluation provides a better understanding about whether expected results are attained or not. Evaluation is independent and external. RBM approach encourages participatory and self evaluations that enable programme managers and national partners to learn from experience, and to feed this knowledge back into improving

³⁷ *Op. cit.* UNDG, *Results-Based Management Handbook*, p.22.

³⁸ *Ibid*, pp.24-25.

performance. The evaluation process should be impartial, objective and independent. These three actors contribute to the credibility of evaluation and help to eliminate bias in findings, analyses and conclusions. Evaluations have three key functions such as utilization as an input to provide information about performance and good practices to decision-makers; accountability to stakeholders, governments and general public and contribution to development effectiveness and policymaking. Evaluations should be useful to all stakeholders, and also help to improve development effectiveness and provide significant inputs for managing results.³⁹

2.2.12. RBM in Reporting

One of the key challenges in RBM approach is reporting on achieved results. It has frequently happened that reports do not adequately reflect the actual results. Result-based reporting seeks to shift attention away from activities towards results that project has achieved at the output and outcome levels. The indicators, baselines, targets, assumptions and risks are treated as guide for reporting on results. An effective result-based report contains five important elements such as clear context and strategies, meaningful results, valid and reliable performance information, accomplishment reported against expected results and demonstrated capacity to learn and adapt. An effective result based report communicates and demonstrates the implementation progress to stakeholders and funders for continued support and resources. A result based report can also be used to demonstrate accountability of governing bodies to the stakeholders.⁴⁰

2.2.13. Importance of RBM

The multilateral agencies and development agencies have recognized the importance of RBM as a way to demonstrate more clearly the results they are intending to achieve; and ensure that the resources are used in the most effective and efficient ways to achieve these results.⁴¹

³⁹ *Op. cit.* UNDG, *Results-Based Management Handbook*, p.26.

⁴⁰ *Ibid*, p.28.

⁴¹ *Op. cit.* NAPD, *Course Materials of Training Course on Result Based Management*.

It is essential for all the governments, private sectors multilateral agencies and development agencies to improve their performance, management and accountability. The public wants better services, the public sector agency wants to perform more efficiently and effectively, the private sector seeks improved infrastructure and services, donors want efficiency and effectiveness of aid. Application of RBM approach can ensure these targets since measuring results is an essential phenomenon of RBM. The exercise of measuring results helps government and other agencies to improve their monitoring and evaluation capacity that ultimately help them to provide better service.

2.3. RBM: Global Good Practices

2.3.1. RBM Practices in Development Agencies

RBM is practiced in different ways in different multilateral agencies and development agencies. They are taking steps to improve their planning, management, monitoring, evaluation, and reporting results. There are enormous variety in their approaches and progress to the main components of RBM due to their different histories, mandate, environment and cultures. Therefore, an attempt has been made to briefly describe the background of RBM model from the perspective of three different regions.

2.3.1.2. RBM Practices in CIDA

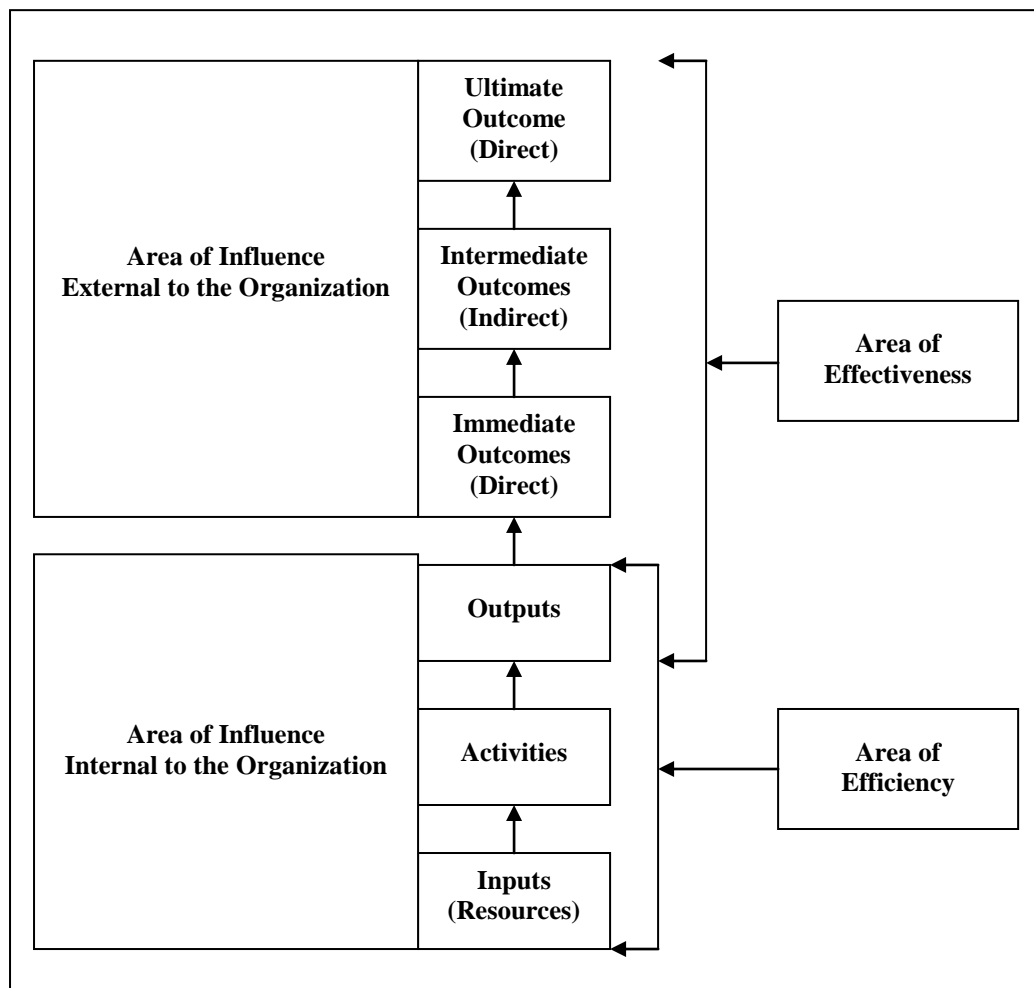
Despite having experiences of using RBM in its activities CIDA officially released RBM policy in 1996. Subsequently, the revised RBM policy was approved in June 2008. For ensuring better management of projects, RBM is used in CIDA's international development programming from top to bottom. Accordingly, CIDA has developed three main RBM working tools to manage results throughout the entire life cycle of an investment. These are:⁴²

- i) The Logic Model (hereinafter LM),
- ii) Performance Measurement Framework (hereinafter PMF), and
- iii) Risk Register.

⁴² Canadian International Development Agency (CIDA), *Results-Based Management Tools at CIDA: A how to Guide*, www.cida.gc.ca accessed on 12.01.20012.

i) The Logic Model: The logic model is a representation of the cause-effect relationships among the inputs, activities, outputs and outcomes of a given policy, programme or initiative. The LM is divided into six levels: inputs, activities, outputs, immediate outcomes, intermediate outcomes and ultimate outcomes (chart 2.4).

Chart 2.4
The Logic Model



Source: Adapted from CIDA, Results Based Management Lexicon, p. 2.

Each of these represents a distinct step in the causal logic of a policy, programme, or investment. The bottom three levels i.e. inputs, activities, and outputs are the area of internal influence of an organization to implement a development projects; whereas the top three levels i.e. the various outcomes of an implemented projects are the area of influence external to the organization. The bottom three levels deal with efficiency

of the organization, whereas the top four levels are the area of effectiveness of the implemented projects by the organization. The LM is partially completed during the planning and design stages of an investment, and cultured during the development of an implementation plan.⁴³

ii) Performance Measurement Framework: A performance measurement framework is a plan to collect relevant data methodically over the lifetime of an investment to evaluate and demonstrate progress made in achieving expected results. It ensures that performance information is collected on a regular basis and records the major components of the monitoring system. It also contains information on baseline, targets, and the responsibility for data collection. Measurement of performance is a vital element of the RBM approach. It is important to set up a structured plan for the collection and analysis of performance information. At CIDA, the PMF is used as the RBM tool to plan the process of collection and analysis of performance information for their programming. The PMF is divided into eight parts. These are expected results, indicators, baseline data, targets, data sources, data-collection methods, frequency, and responsibility. To complete a PMF, it is necessary to fill in every part accurately. The PMF is also partially completed during the planning and design stages of an investment, and refined during the development of an implementation plan.⁴⁴

iii) Risk Register: Risk register is a register that documents the most important risks, the results of their analysis, and a summary of risk-response strategies. It is completed during the project design phase and continuously updated and reviewed throughout the course of the development projects. The key objectives of the integrated risk management are to develop a systematic approach to risk management, contribute to a risk-aware culture, propose simpler, more effective practices and provide an ongoing scan of key risks. The CIDA produced and approved a corporate risk profile in June 2008 for integrated risk management. The corporate risk profile is based on four key

⁴³ *Op. cit.* CIDA, Results-Based Management Tools.

⁴⁴ *Ibid.*

risk areas and 12 key risks. The risk areas are Operational Risks, Financial Risks, Development Risks and Reputation Risks.⁴⁵

Developing the LM, PMF, and Risk Register in a participatory approach are an integral part of project design and planning. In the RBM approach projects must be designed, planned, and implemented through a participatory approach where all stakeholders are involved throughout the life cycle of the projects

2.3.1.2. RBM Practices in UNDP

UNDP is one of the first United Nations organizations who started to shift focus towards RBM approach. During the last decade of 20th century, along with a decline in the aid flows the donors increased pressure to demonstrate the effectiveness of aid. Therefore, UNDP adopted RBM approach with an intention to reversing the declining resource base and demonstrating a performance focus to donors.⁴⁶ UNDP piloted the strategic result framework in 1998 and adopted RBM approach in 1999 across entire country programme. UNDP developed a RBM model for managing results against planned goals and targets and with the appropriate resources assigned to achieve those results.⁴⁷

UNDP identifies a causal process with five key elements (chart 2.5). These five stage process provides the structure for enquiries. These are briefly described in below:⁴⁸

1. Setting strategic goals: Set out a strategic framework that describes the objectives and desired results of the organization and the strategies to be used to achieve those results. In other words strategic goals create a framework to define programmes, organizational structure and management arrangements with a view to achieve the goals by developing specific result plan. The intended purpose for setting strategic goals has been to allow greater emphasis on the programmes at the country level.⁴⁹

⁴⁵ *Op. cit.* CIDA, Results-Based Management Tools.

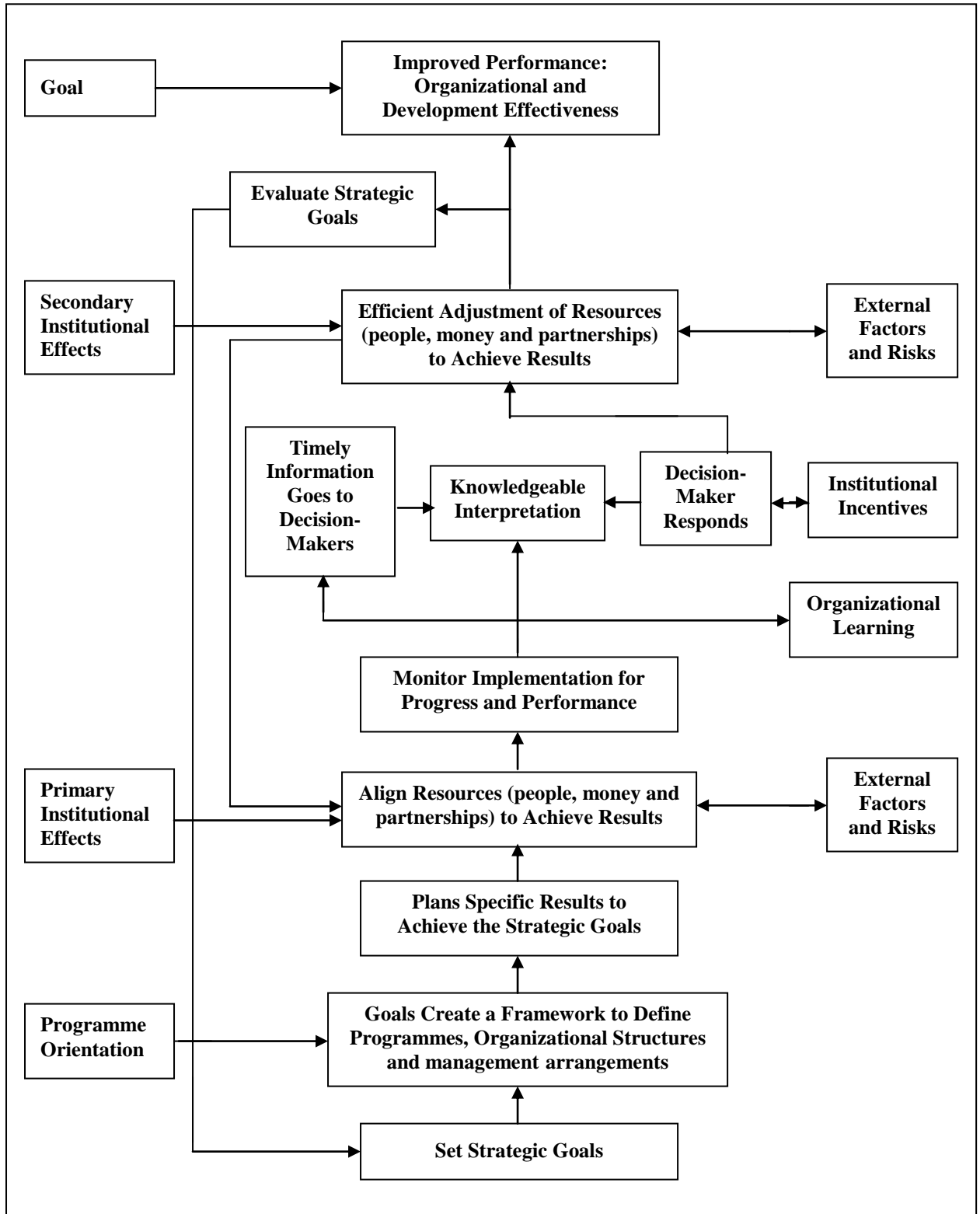
⁴⁶ *Report of the Evaluation Team to Evaluation of Results-Based Management at UNDP*, Derek Poate, Team Leader (UNDP: Evaluation Office, December 2007), pp. vii-xi.

⁴⁷ *Ibid*, p. 9.

⁴⁸ *Ibid*, p. 1.

⁴⁹ *Ibid*, pp. 11-12.

Chart 2.5
Result Based Management UNDP Model



Source: Evaluation of Results Based Management at UNDP, p.2.

2. Aligning Results, Funding and Human Resources: Develop programmes and sub-programmes aligned with organizations strategic results framework to managing a portfolio of projects to deliver at the outcome level. Alignment must be specific on how the results (outputs, outcomes and impact) are to be measured. If results are aligned with goals, then resources would be managed to achieve those results. External factors and risks are also taken into consideration while developing the programmes in this stage.⁵⁰

3. Monitoring for Results: Develop an M&E framework to measure and analyze the implementation progress and performance of the Programme and the achieved results and contribution being made by the programme to the expected results. Monitoring is the medium through which information about results are sent back to management as feedback. A significant expansion in the number of tools has been developed through both ongoing monitoring and periodic evaluations. Elements of Outcome Monitoring are baseline data to describe the problem, indicators for outcomes, data collection on outputs and how they contribute towards achievement of outcomes and systematic reporting with more qualitative and quantitative information on the progress of outcomes.⁵¹

4. Adjustment and Learning: Use the results information to improve the design and delivery of programmes. Organizational learning has been derived from ongoing monitoring and periodic evaluation of the development programmes that goes to the decision makers for efficient adjustment of resources to achieve expected results. Institutional incentives help to the decision makers for quick response in this stage for necessary adjustment. External factors and risks are also considered while adjustment of resources.⁵²

5. Accountability: UNDP developed an Accountability Framework as an integral part of its Strategic Plan. It provides an opportunity to support a stronger RBM focus in UNDP by moving accountability beyond process and outputs. Reports on the achieved levels of performance are considered as integral part of the accountability

⁵⁰ *Op. Cit. Evaluation of Results-Based Management at UNDP*, pp. 12-15.

⁵¹ *Ibid*, p. 16.

⁵² *Ibid*, p. 17.

process. It helps to address the state of accountability at the organizational level, manager's level and individual level.⁵³

This model follows the key principles for RBM at UNDP. The stages in the model identify key effects, starting with a clear orientation of the programme as a whole, followed by alignment of resources towards results, efficient adjustment of resources and links with knowledge and institutional learning.

2.3.1.3 RBM Practices in ADB

The Asian Development Bank approved its long term strategic framework in March 2001, as part of its goal to reduce poverty in Asia. To achieve its goal the ADB decided to adopt RBM approach in its development operations. Accordingly, it implemented a Technical Assistance (hereinafter TA) project entitled "Technical Assistance for Supporting the Sector Approach and Results-Based Management in ADB Operations" with the financial assistance from DFID of United Kingdom during 2003 to 2007 with a view to adopt RBM approach in all projects undertaken by ADB.⁵⁴ During the implementation of this TA project the ADB piloted RBM approach in three selected countries on three selected sectors.⁵⁵ The ADB developed a RBM model to improve management effectiveness and accountability by defining realistic expected results, monitoring progress towards their achievement, integrating lessons into management decisions and reporting to external stakeholder audiences.

The ADB identified a cause-effect relationship among seven key elements of RBM (chart 2. 6). These seven phases provide a clear structure of a development project in RBM approach. These are briefly described in below:⁵⁶

1. Identify Expected Results: It is the beginning of the project planning stage. In this stage expected results are identified through a joint planning process between ADB and its member countries. Identified expected results would be short-term results

⁵³ *Op. Cit. Evaluation of Results-Based Management at UNDP*, pp. 17-18.

⁵⁴ *Final Report of the RETA (Regional Technical Assistance) 6096 on Technical Assistance for Supporting the Sector Approach and Results-Based Management in ADB Operations*, (ADB: March 2007), pp. 5-24.

⁵⁵ The selected countries and sectors were energy sector in Philippines, Road sector in People's Republic of China and rural finance sector in Sri Lanka.

⁵⁶ *Loc. cit. Final Report of the RETA*, pp. 41-58.

(outputs), medium-term results (outcomes) and long-term results (impacts) which must be measurable at the sector level. Expected results need to be linked with multilayer country plan. Stakeholders and beneficiaries should ideally be consulted so that the expected results of the projects meet their needs.⁵⁷

2. Selecting Indicators: Indicators are selected based on the expected results to be achieved while project planning. Indicators can help to measure progress and achievements of ongoing projects. Therefore, separate performance indicator is selected for each result. The indicators are tracked to measure achievement of expected results over time. The indicators are used to assess level of results achieved and make project adjustments.⁵⁸

3. Setting Targets: The target is what one hopes to achieve. Setting targets for each result is a part of design stage. The targets are set on the basis of selected indicators. The indicators are tracked to see whether targets are being met. If targets are not met, adjustment is needed to the strategies to achieve the targets.⁵⁹

4. Assumptions and Risks Analysis: Assumptions and risks have been analyzed at each level of results during the project planning process to mitigate or reduce their effects that are likely to negatively affect the successful achievement of a project's results. It should be done through careful management in the planning stage, because managers of executing agencies usually have less control over risks at the outcome and impact levels.⁶⁰

5. Performance Monitoring: Processes and systems for performance measurement are defined to develop a monitoring system for ensuring clear understanding about the type of information to be collected and analyzed systematically throughout the life cycle of the project. It is needed adequate time and resources for analysis of performance measurement data so that progress is reviewed and assessed. Key component of the performance measurement is to know how well-stated results are achieved.⁶¹

⁵⁷ *Op. cit.* Final Report of the RETA, pp. 50-51.

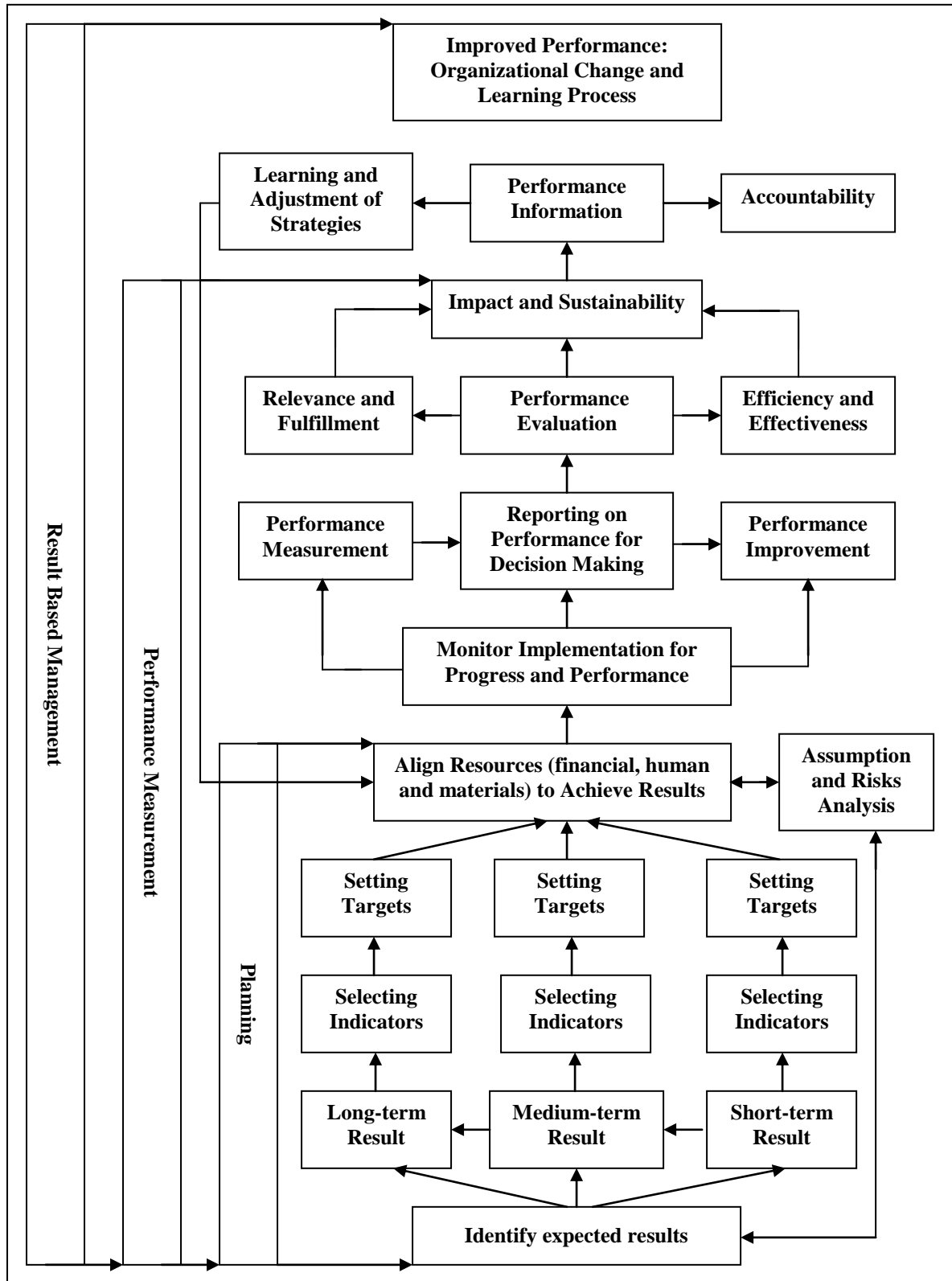
⁵⁸ *Ibid.*, pp. 51-52.

⁵⁹ *Ibid.*

⁶⁰ *Ibid.*, pp. 52-53.

⁶¹ *Ibid.*, pp. 53-54.

Chart 2.6
Result Based Management ADB Model



Source: created by the researcher from Final Report of the RETA, pp.50-57.

6. Performance Evaluation: Performance evaluation is done for systematic and objective assessment of an ongoing or completed project, along with its design implementation processes and achieved results. Relevance and fulfillment of objectives, efficiency, effectiveness, impact and sustainability of achieved results of the project are also determined.⁶²

7. Performance Information: The performance information is used by management for decision making, learning, reporting, adjustment and continuous improvement of performance. Performance measurement should yield good information that can be used during project implementation to adjust strategies. If performance information is not used actively, the application of RBM will be difficult.⁶³

This model follows the key principles of RBM in the development cooperation agencies of the OECD. Emphasis is given on organizational change and learning processes. Project managers need to be willing to learn, to change and to adapt when they use RBM.

2.3.2. RBM Practices in Different Countries

RBM approach has been adopted by UN organizations, development agencies as well as many developed and developing countries. An attempt is made here to discuss practices of the RBM in three selected countries where RBM system are built in. The countries have been selected from three continents that include Malaysia, Colombia and Uganda based on their length of RBM experience, initial condition, objectives, roles and responsibilities, approach, method, tool and trust. The highlight of the selected country experiences focus on the background, objectives, principal components, extent of applications, roles and responsibilities, and strength and weakness of the RBM systems.⁶⁴

⁶² *Op. cit.* Final Report of the RETA, p. 55.

⁶³ *Ibid*, pp. 56-57.

⁶⁴ *Op. cit.* Draft Final Strategic Plan for RBME project, p. 18.

2.3.2.1. RBM Practices in Malaysia

Background: Malaysia has an emerging economy driven by a solid partnership between efficient public sector management and private sector entrepreneurial spirit of East Asian region. Malaysia has been at the front line of public administration reforms among the developing countries. Initially Malaysia undertook plans for strengthening of the civil service through administrative reforms. These reforms were undertaken in the 1960s as part of a deliberate attempt of the government to develop the country. Malaysia adopted the Programme Performance Budgeting System (hereinafter PPBS) in 1969 and continued to utilize it until 1990s. Then the RBM approach was adopted in Malaysia in 1990 as a strategic performance planning tool for ensuring effective development of their nation building programmes.⁶⁵

Objectives: The principal objective of adoption of RBM approach was to implement the reforms programme smoothly and effectively for ensuring greater accountability and financial discipline among various government agencies entrusted to carry out socioeconomic development plans for the country. The reforms programme includes public administration reform, budgetary reform, quality management, productivity, efficiency in government operations, and management of national development efforts that were closely linked with the efforts aiming at nation building and global competitiveness associated with the vision 2020, a programme aimed at making Malaysia a full developed country by the year 2020.⁶⁶

Application: The process of application of RBM in Malaysia developed over the years. Initially RBM was focused either on the budgeting system or on the personnel performance system, and there was minimal or no integration between the two. There was also minimal integration between the development and operating budget in the countries. As a result of using an Integrated Performance Management Framework (hereinafter IPMF), Malaysia developed an Integrated RBM system in 1999 based on the identified shortcomings of the original RBM for greater efficiency and

⁶⁵ *Op. cit.* Draft Final Strategic Plan for RBME project, p. 18.

⁶⁶ *Ibid.*

effectiveness in the public sectors. The Integrated RBM system consists of two primary and three complementary components. The primary components are:⁶⁷

(i) Results Based Budgeting (hereinafter RBB) System: Results-based budgeting is a strategic management tool that assists to improve resource management and public sector accountability. Having linkages with policy-making and resource management it focuses primarily on performance measurement.

(ii) Result Based Personnel Performance System (hereinafter PPS): Result based personnel performance system is an individual's work programme which is linked to the IPMF through the group work programme. As a result of this inherent linkage the PPS provides the foundation for the human resource development and human resource management.

The primary components provide necessary framework for planning, implementing, monitoring and reporting on organizational performance and linking organisational performance to personnel performance. However, complementary components are: (i) Result Based M&E System, (ii) Management Information System and (iii) E-Government System provide the dynamic dimension to the entire performance framework. The system is important for decision making on resource allocation. The Integrated RBM system in Malaysia incorporates a long-term macro-planning framework through effective parallel and perpendicular combination for national development and capacity building.⁶⁸

The IPMF is authorized to be strategic planning framework under the Integrated RBM. Therefore, the IPMF is used to prepare the strategic resource allocation by all ministries and departments as part of the RBB system. It provides baseline data that allows measurement of comparable progress and results at predetermined intervals which are dependent on the nature of the programme that is being measured. The baseline data are classified into profile data and performance data. Profile data include general information about entity, clients, stakeholders, amount and distribution of

⁶⁷ *Op. cit.* Malaysia: Integrated Results Based Management, pp. 96-99.

⁶⁸ *Ibid.*

budget and staff profile. On the other hand, performance data are explicitly focused on measuring performance progress areas such as processes, outputs, outcomes and impacts.⁶⁹

Roles and Responsibilities: The Treasury drives the reforms of RBM and the performance agenda using IPMF as part of the RBB system. It allows the national development planning framework to be integrated with sector and sub-sector planning and the budgeting process, so that managers can be held accountable for the resources provided by them. The Integrated RBM system requires top management levels within the ministries and executing agencies to be actively involved in strategic performance planning, consultation efforts and consensus building with bottom management levels.⁷⁰

Strengths and Weaknesses: Although Malaysia has been pioneer in respect of the public sector programme planning and budget reforms; but it is difficult to carry out its implementation in a systematic and integrated manner. However, the application of Integrated RBM, a bold initiative on the part of the Malaysian government, demonstrates foresight, innovativeness, dynamism and commitment to ensure systematic programme planning, implementation, monitoring, evaluation, and improved policy decision-making in the public sector. Malaysia's experience to improve the Integrated RBM system to meet the country's needs has become an example for other countries in the process of their planning to establish or strengthen the RBM system for their use.⁷¹

2.3.2.2. RBM Practices in Colombia

Background: Colombia started to adopt RBM system in 1990. During the past two decades Colombia developed and improved the national system for evaluation of public sector performance remarkably. The first stage of the system's evolution continued from 1990 to 1996 through creation of a constitutional mandate in 1991.

⁶⁹ *Op. cit.* Malaysia: Integrated Results Based Management, pp. 100-101.

⁷⁰ *Ibid.*

⁷¹ *Ibid.*, pp. 102-103.

SINERGIA,⁷² a Spanish acronym standing for National Result Based Management and Evaluation System, was formally created in 1994.⁷³ The second stage of evolution of SINERGIA, which lasted from 1996 to 2002, was marked by period of progress, stagnation and setback because of difficulties with the management of the system. The abolition of the system was considered during this period but the requirement of constitutional mandate prohibited this option. The third stage (from 2002 till date) was initiated while Colombia elected a reformist president Alvaro Uribe, whose administration opened a window of opportunity for SINERGIA. President Uribe expressed his strong desire for a new culture of public administration, based on social control during his first term in power.⁷⁴ Thus, he introduced a system for monitoring and reporting progress keeping close eyes with presidential goals and the country's developmental goals known as another Spanish acronym SIGOB standing for Government Result Information System. He integrated SIGOB into SINERGIA and re-energized SINERGIA by establishing an evolution unit located in the department of national planning, and to the recruitment of staff and consultants to this unit which manages SINERGIA.⁷⁵

Objectives: The RBM system in Colombia has the following objectives articulated in the government's policy statement on SINERGIA: to improve the effectiveness and impact of government policies, programmes, and public institutions; to help improve the efficiency and transparency of the planning and allocation of public resources; to stimulate transparency in public management in particular by stimulating oversight by citizens—that is, social control. Of these objectives, SINERGIA emphasized most on social control successfully since 2002.⁷⁶

⁷² SINERGIA: Sistema Nacional de Evaluación de Resultados de la Gestión Pública

⁷³ Manual Fernando Castro, "Insider Insights: Building a Results-Based Management and Evaluation System in Colombia" *ECD Working Paper*, Series No. 18 (Revised Version) (Washington, D.C.: The World Bank, September 2009), p. iv.

⁷⁴ President Alvaro Uribe's first term covered the period 2002–06. He was subsequently re-elected to a second term, 2006–10.

⁷⁵ Keith Mackay, *How to Build M&E Systems to Support Better Government* (Washington, D.C.: The World Bank, 2007), p. 110.

⁷⁶ *Ibid*, pp. 111-112.

Application: SINERGIA introduced many M&E components to apply RBM in Colombia. Among them the most visible and most intensely utilized M&E component is SIGOB, a subsystem of performance indicators which tracks progress against the president's goals and its agenda of impact evaluation. SIGOB includes about 500 indicators on government performance to determine the operational objectives of inputs, activities, outputs, outcomes and impacts. Thus, SIGOB records the objectives, baseline performance, annual targets, actual performance against these targets, and imputed amounts spent by the government against each indicator. SIGOB comprises the data which are supplied by ministries and agencies. In addition, Public Policy Evaluation Directorate has a team responsible to identify any data problems or inconsistencies for monitoring the quality of the SIGOB data, and for following up on suspected data problems with the entities that supplied them. The SIGOB database is publicly available at the web site that encourages accountability.⁷⁷

The second major M&E component of SINERGIA is evaluation programme. Three types of evaluation are done in Colombia that includes impact evaluation, institutional evaluation and management evaluation. Most of the evaluations are conducted on impact evaluations where there is an involvement of a sophisticated statistical analysis of programme beneficiaries with control or comparison groups. A small number of evaluations are conducted on management and institutional issues.⁷⁸

The other M&E components are actively working for to strengthening public accountability in government performance, M&E capacity building in the public sector, advancing the piloting of performance-based budgeting at the municipal level, the preparation of a performance-based investment budget report, and the development of policy guidelines on M&E.⁷⁹

Roles and Responsibilities: President Uribe played a central role in building the RBM system in Colombia and is one of the factors contributing to the success of the system. His strong commitment to the use of M&E information to enhance political

⁷⁷ *Op. cit.* Kith Mackay, *How to Build M&E Systems to Support Better Government*, p. 113.

⁷⁸ *Ibid*, p. 114.

⁷⁹ *Ibid*, p. 115.

control of the executive government has remarkably helped to address the issue. The SIGOB database is located in his personal computer, and he uses this information in his monthly management control meetings.⁸⁰ The Directorate for Evaluation of Public Policy in Department of National Planning is lynchpin of SINERGIA. This unit coordinates the system, provides advice on methodologies, technical advice and financial support for evaluations conducted by sector ministries and agencies. The role of development partners in the development of the RBM system in Colombia is significant. The World Bank, Inter-American Development Bank (hereinafter IADB), United States Agency for International Development (hereinafter USAID) and UNDP have been providing funding support for the system.⁸¹

Strengths and Weaknesses: The government has achieved a remarkable success to build the RBM system in Colombia. It is one of the strongest M&E systems in Latin America in terms of the types of M&E it undertakes, its overall credibility, and its utilization. The intensive use of SIGOB has made the system a success. However, the M&E system has four challenges to address: (i) lack of single, clear conceptual framework, (ii) a need to clarify the roles and responsibilities of the organizations which support SINERGIA, (iii) absence of clear links between planning, budgeting, and evaluation, and (iv) problems with the availability and frequency of data, as well as problems with data quality controls.⁸²

2.3.2.3. RBM Practices in Uganda

Background: In the early 1990s, Uganda government expressed their serious concern for the poor performance of public services like many other developing countries. During that time Uganda government realized the importance of the availability of the reliable and comprehensive performance information. Monitoring and evaluation in Uganda were fragmented, with multiple government and donor planning and progress reporting formats. There were a huge number of uncoordinated and un-harmonized

⁸⁰ *Op. cit.* Insider Insights: Building a Results-Based Management and Evaluation System in Colombia, p. 26.

⁸¹ *Op. cit.* How to Build M&E Systems to Support Better Government, pp. 112-113.

⁸² *Ibid.*

M&E systems at the sector and sub-sector levels. In addition, a large number of performance indicators were used at every sector. The multiplicity of M&E systems and large quantity of performance indicators grounded considerable anxiety within the government. Considering the situations the government of Uganda after recognizing the importance of strengthening of M&E took the decision to create a National Integrated Monitoring and Evaluation System (hereinafter NIMES) under the guidance of the Office of the Prime Minister and gone aboard on a process to improve its performance and accountability to development of RBM in public service organizations.⁸³

Objectives: The RBM perspective of Uganda is to build up national M&E capacity in the public sectors through NIMES. An umbrella M&E system was created under NIMES to improve the public sector management in general and development effectiveness in particular. Various working groups were generated under NIMES to address the M&E in local governments; policy research; evaluation; national statistical data; sector management information systems; civil society organizations; and financial information.⁸⁴

Application: The NIMES has reduced a large number of performance indicators, especially at the sector level that covers all the main bases of inputs, activities, outputs, outcomes, and impacts as well as on the setting of targets. Therefore, the World Bank and seven other donors provided support to Uganda, based on goals and objectives of the Poverty Eradication Action Plan (hereinafter PEAP), who mostly rely on the government's own monitoring information to evaluate their own performance.⁸⁵ The volume of data and analysis to support government operations has positively improved over the period since Uganda initiated PEAP. The PEAP represents the point of exit for national M&E efforts. It is the national development planning framework that guides sector and sub-sector planning, as well as the budget process. M&E is effectively used to improve the quality of decision-making that

⁸³ *Op. cit.* How to Build M&E Systems to Support Better Government, pp. 46-50.

⁸⁴ *Ibid.*

⁸⁵ *Ibid.*

provide the government of Uganda with a more evidence-based foundation for policy formulation, budgeting, and operational management.⁸⁶

Roles and Responsibilities: The government has played the main role to practice RBM in the public sectors by creating the NIMES and embarking on transparency and accountability. The government's efforts include actions to strengthen both top-level political and civil service commitment and the demand for a greater performance orientation. The World Bank Operation Evaluation Department (hereinafter OED) played catalytic role by providing active support to Uganda since 2000 as part of its responsibility for encouraging and assisting developing countries to build effective M&E capacity and systems.⁸⁷

Strengths and Weakness: The government of Uganda has shown their commitment for effective public service delivery in support of its PEAP. The recognition of effective service delivery for national development management is strong evidence of commitment to results, which is also evident in several ongoing public management priorities and activities.⁸⁸ However Uganda's overall M&E challenges are to address: (i) problems relating to availability of systematic data at the mid-level of outputs, reach (the coverage of services) and outcomes, (ii) absence of clear links between stages of result chain, (iii) absence of feedback and use of M&E data in the different stages of planning and public service delivery, and (iv) Existence of multiple, parallel data collection systems which make complex and formidable burden of inspection activity, indicator data collection, and reporting formats.⁸⁹

⁸⁶ Arild O. Hauge, "The Development of Monitoring and Evaluation Capacities to Improve the Government Performance in Uganda," *ECD Working Paper*, Series No. 10 (Washington, DC: the World Bank, October 2003), pp. 2-6.

⁸⁷ *Ibid*, p. 19.

⁸⁸ Arild O. Hauge, "Strengthening Capacity for Monitoring and Evaluation in Uganda: A Results Based Management Perspective," *ECD Working Paper*, Series No. 8 (Washington, DC: the World Bank, January 2001), p. 16.

⁸⁹ *Loc. cit.* Arild O. Hauge, *The Development of Monitoring and Evaluation Capacities*, p. 9.

2.4. Conclusion

The governments all over the world are now facing increasing resource constraints. To overcome this problem RBM is evolved to carry out public sector project planning and implementation in a systematic and integrated manner. RBM focuses on the appropriate and timely achievement of relevant objectives and output, outcome and impact level of results through strategic planning, systematic implementation, performance monitoring, measurement and reporting as well as systematic use of performance information to adjust policy decision making to improve programme performance at all levels. In addition, it emphasizes on responsiveness and accountability while implementing a project or programme.

There is hardly any disagreement about the merits of the RBM system among the RBM experts. But opinions vary in respect of how it can be built up in a country. Therefore many agencies have been working towards RBM for long time and considerable experience has been built up on the challenges and lessons learned in implementing RBM. The agencies and countries who are now practicing RBM approach have developed their own system according to their capability. Many socioeconomic factors are also responsible to develop their own RBM model. Therefore, practices of RBM approach vary from agency to agency and country to country. Application of RBM approach effectively at higher organizational levels indicates a shift in attention from traditional project level evaluations towards country programme evaluations.

Benefits of Result Based Management over Existing Capacity of Implementation Monitoring and Evaluation Division and Executing Agencies: A Theoretical Note

3.1. Introduction

3.2. Implementation Monitoring and Evaluation Division

3.3. Executing Agencies

3.4. Conclusion

Chapter III

Benefits of Result Based Management over Existing Capacity of Implementation Monitoring and Evaluation Division and Executing Agencies: A Theoretical Note

3.1. Introduction

Overall development of Bangladesh depends, to a large extent, on effective and efficient implementation of public sector development projects since it has a positive relationship with the rate of economic growth which is used as a determinant of the state of development of a country. However the most difficult problem that the government of Bangladesh is confronting is its implementation of development projects.¹ There are four distinct stages in a project cycle that include (i) project preparation, (ii) project implementation, (iii) monitoring and (iv) evaluation. In Bangladesh, Implementation Monitoring and Evaluation Division (hereinafter IMED) is the responsible for monitoring and evaluation of a project; whereas preparation and implementation of projects are the responsibility of Executing Agencies (hereinafter EAs). However, it is regrettable to state that IMED and EAs do not have adequate capacity that are required for successful implementation of development projects.² Under this circumstance, application of RBM could be an alternative solution to overcome the problems associated with lack of capacity and efficiency of different implementing agencies. However, application of RBM approach in public sector project implementation in Bangladesh requires promotion of favourable project implementation environment. In the endeavour to promote favourable project

¹ *Report of the Consultant Team to Strengthening Project Portfolio Performance: Streamlining GoB Approval Process of Projects*, Gerard Delhaye, Team Leader (Dhaka: Government of Bangladesh and the Asian Development Bank, March 2003), p. 3.

² *Final Report of the Consultant Team to Strengthening Project Portfolio Performance*, Gilroy Coleman, Team Leader (Dhaka: Government of Bangladesh and the Asian Development Bank, June 2004), p. 6.

implementation environment the ultimate beneficiary would be IMED and EAs who would get an opportunity to improve their capacity over their existing conditions.³

Under above circumstances, the main thrust of this chapter is to identify and describe different aspects of public sector project implementation cycle where application of RBM will be beneficial. Specifically this chapter identifies possible benefits that could be attained by IMED and EAs over their existing capacity as a result of application of RBM. Benefits of RBM have been analyzed from two perspectives. One is benefits of RBM that relates to building up of strong monitoring and evaluation capacity of IMED; while the other is benefits of RBM that relates to building up of project preparation and implementation capacity of EAs.

3.2. Implementation Monitoring and Evaluation Division

Implementation Monitoring and Evaluation Division is commonly known as IMED in Bangladesh. It is the central organization for M&E of the public sector development projects including Annual Development Programme (ADP), a document prepared every year to attain the goal of the Five Year Plan. It is one of the three Divisions of the Ministry of Planning along with Planning Division and Statistics and Information Management Division that provides support to all Ministries, Divisions, Autonomous bodies, Departments and Directorates on project implementation. It reports to the National Economic Council (hereinafter NEC) and the Executive Committee of the National Economic Council (hereinafter ECNEC) through the honourable Minister for Planning.⁴

³ Implementation Monitoring and Evaluation Division (IMED): “Technical Assistance Project Proforma (TAPP) for Strengthening Project Portfolio Performance (SPPP)”, (Dhaka: Ministry of Planning, September 2002), pp. 3-4.

⁴ Ministry of Planning: Implementation Monitoring and Evaluation (IMED): An Introduction, Government of the Peoples Republic of Bangladesh, February 2000, p1.

3.2.1. Evolution of IMED

Originally IMED was not established as IMED. It went through a number of stages before reaching its present state. The origin of IMED can be traced back to the creation of Project Implementation Bureau (hereinafter PIB) in January 1975. During that time it was placed under the President's Secretariat and headed by a Chairman with the rank and status of a state minister.⁵

Development planning, projects and programmes monitoring and evaluation in Bangladesh suffer from an institutional deficiency and lack of experienced and skilled manpower. These deficiencies were exposed in the implementation of public sector development projects of the First Five Year Plan. To overcome these deficiencies and accelerate implementation progress, PIB was established as the apex M&E body of all development projects. The aim of setting up the PIB was to ensure accountable, efficient and transparent implementation of projects.⁶

In October 1975 the authority of PIB was reassigned and placed under the Ministry of Planning. In February 1977 it was strengthened by giving the status of a separate Division in the Ministry of Planning.⁷ As a Division it became a self contained administrative unit headed by a Secretary to the Government who is responsible for the conduct of business of the Division.⁸

In 1982 IMED was renamed as Project Monitoring Division (hereinafter PMD) and shifted to the Secretariat of the Chief Martial Law Administrator (hereinafter CMLA). In December 1983 it was brought back again under the President's Secretariat. Finally in March 1983 it was renamed as Implementation Monitoring and Evaluation Division (IMED) and placed under the Ministry of Planning.⁹

⁵ *Seminar Paper on Restructuring of Implementation Monitoring and Evaluation Division (IMED)*, Dipak Ranjan Sen Gupta, Former Joint Secretary, IMED, Presented the Seminar paper on 27th Senior Staff Course, (Dhaka: BPATC, October 1998), p. 5.

⁶ Ibid

⁷ Ibid.

⁸ *Report of the consultant Team to Analysis of IMED's Strategic Plan and Some Thoughts on the Future of IMED*, M. Amanullah Khan, Team Leader, Strengthening Project Portfolio Performance and Strengthening IMED (Supplementary Phase), September, 2005, p. 12.

⁹ *Draft Final Strategic Plan of the Strengthening Results-Based Monitoring and Evaluation Project (TAR 39469)*, Philip Chowdhury, Team Leader (Dhaka: Uniconsult International Limited (UCIL) and Foundation for Economic Development (FED), Bangladesh, February 2008), p. 46.

Since of the inception of IMED there has been changes in its name and controlling authority which indicates that the than top level policy makers were not sure where IMED would fit better within the governmental structure.

3.2.2. Functions of IMED

The core functions of IMED relate to M&E of the implementation of projects included in the ADP in order to enable the implementing agencies to ensure that implementation of projects travelled through right direction. Through monitoring, it identifies and informs the EAs about the progress of implementation and problems associated with the process keeping in mind the quality, time and cost for taking corrective measures.¹⁰ Through evaluation, it informs the impact of the completed projects to the NEC and ECNEC through the honourable Minister for Planning.

IMED has been assigned following eight functions by *the Rules of Business* of the government of Bangladesh.¹¹ It is important to mention here that IMED is performing all of its tasks within the purview these functions.

1. Monitoring and Evaluation of the implementation of development projects included in the Annual Development Programme.
2. Collection and compilation of project-wise data for preparing quarterly, annual and periodical progress reports for information of the President, NEC, ECNEC, Ministries and other concerned.
3. Rendering such advisory or consultancy services to Ministries/Agencies concerned on implementation of projects as and when necessary.
4. Field inspection of projects for on the spot verification of implementation status and such other co-ordination work as may be necessary for the removal of implementation problems, if any, with the assistance of related Ministries/Agencies.
5. Submission of project inspection reports to the President and Ministers concerned when attention at such levels are considered necessary.
6. Matters relating to Central Procurement Technical Unit (CPTU).
7. Matters relating to The Public Procurement Regulations.

¹⁰ Ministry of Planning: Implementation Monitoring and Evaluation (IMED): An Introduction, Government of the Peoples Republic of Bangladesh, February 2000, p. 2.

¹¹ Cabinet Division: *Allocation of Business among the Different Ministries and Divisions*, (Schedule I of the Rules of Business, 1996), (Revised up to June 2010), Government of the People's Republic of Bangladesh, 2010, p. 75.

8. Such other functions as may be assigned to the Division by the President from time to time.

3.2.3. Benefits of RBM that Relates to Building up Strong M&E Capacity of IMED

Monitoring and evaluation are a set of tools to verify activities, outputs, outcomes and impacts of projects and policy interventions. The IMED was established for M&E of public sector projects.¹² According to *the Rules of Business*, out of eight functions, five functions of IMED are directly related to M&E.¹³ Thus, success of IMED is dependent on its strong M&E capacity on public sector development projects. Strong M&E capacity of IMED is one of the prime requirements of application of RBM approach in the public sector development projects. In the past decades many development projects attained success in Bangladesh due to proper attention of IMED to M&E of those projects.¹⁴ Simultaneously, M&E remains a critical component for achieving expected results efficiently and effectively in the public sector projects. Therefore, effectiveness of outcome of public sector development projects remains poor. It is found that sometimes effectiveness of development project implementation is hindered by the M&E planning. On the other hand, existence of parallel information flows make it difficult for the authority to have a comprehensive policy assessment that ultimately weaken the project implementation progress, lowers the quality of project implementation and undercuts emergence of capacities relevant to core functions of management. In addition, application of common M&E framework for divergent types of social and infrastructure projects by IMED remains confined within pointing out the actual evaluation only.¹⁵

Since IMED concentrates more on ministerial inspection and supervision schedules, resources are diverted away from their key functions. Since it remains busy in conducting routine M&E (i.e. submission of reports; not in the quality of reports), the contents of its reports are found traditional as opposed to underlying performance

¹² *Op. cit.* Seminar Paper on Restructuring of IMED, p. 5.

¹³ *Op. cit.* Allocation of Business among the Different Ministries and Divisions, p. 75.

¹⁴ *Op. cit.* Analysis of IMED's Strategic Plan and Some Thoughts on the Future of IMED, p. 9.

¹⁵ *Ibid.*

evaluation of project implementation. Thus, IMED's main challenge is to raise the quality of its M&E activities instead of quantity. More emphasis is needed on the attainment and cost effectiveness of results originating from public action, as opposed to documentation on activities and compliance with rules and regulations. The practice and use of M&E as part of the decision-making process is more important than formal requirements. M&E will never bring effectiveness to public service delivery if decision maker does not adjust the resources in line with the performance report.¹⁶

M&E practiced under the current IMED operations is oriented towards inputs. As a result, its main function is to concentrate on collection of information on physical progress, and financial disbursement and expenditure of on-going projects. This information is used to determine the levels of implementation progress that usually flags low level of implementation (as assessed by financial expenditure). But it is not usually used to predict the possibility of project outcomes being achieved. IMED also utilizes this information to evaluate the effectiveness of projects by comparing cost estimates with costs incurred by past projects.¹⁷ The attention is then paid to input efficiency and statistical data collection and its storage. Inputs and data collection are necessary but these are not sufficient conditions for effectiveness of M&E. A quality M&E can be ensured through specifications contained in a manual, set of forms or an electronic management information system.¹⁸

At present the fundamental challenges of IMED is to set up a strong M&E capacity to move forward substantially beyond above issues to cope with a diversity of structural, functional and mandate related matters. As a strong M&E tool, application of RBM approach in the public sector projects could be the best alternative that could strengthen M&E capacity of IMED. In addition, application of RBM could also bring significant qualitative changes in the operations of IMED for responding to emerging demands in project management efficiency and overall

¹⁶ *Op. cit.* Analysis of IMED's Strategic Plan and Some Thoughts on the Future of IMED, p. 9.

¹⁷ *Op. cit.* Draft Final Strategic Plan of the Strengthening Results-Based Monitoring and Evaluation Project, p. 29.

¹⁸ *Op. cit.* Analysis of IMED's Strategic Plan and Some Thoughts on the Future of IMED, p. 10.

accountability through reviewing its roles, functions and skills. From the RBM perspective, development of M&E capacity depends on following four key principles.¹⁹

(i) Good M&E reaches beyond the bureaucratic process to downstream results

outcomes: The purpose of all development activity is to advance to some extent the human, social or economic condition of a society, region or country. In RBM approach the M&E system puts emphasis on the downstream results in the project implementation in order to achieve the economic, social, cultural, institutional, environmental, technological or any other types of growth. The starting point for M&E is then to assist in achievement of public policy goals, outcomes or impacts that are being pursued by Bangladesh, especially in the context of Poverty Reduction Strategy (hereinafter PRS) and MDGs. Impacts represent long-term developmental results and effects on identifiable population groups, whereas outcomes represent the logical consequence of achieving a combination of outputs along the road to intended ultimate development goals. The establishment of quantifiable targets and the measurement of change at the outcomes level can help bridge the gap between bureaucratic action on the one hand and the tracking of progress with long-term developmental goals on the other.²⁰

(ii) The M&E function is inextricably linked to clarity of goals and information

use: M&E is outstanding in the reality of its use. It should not be addressed from the narrow perspective of progress reporting. Firstly, the intention of M&E is to support the process of development projects implementation. The starting point for meaningful M&E is clarity about the goals and objectives, or outcomes, which are being pursued. When well conceived and practiced; M&E guides PDs towards achieving their results in the project implementation. Secondly the rules, regulations and acts related to M&E are less important than the actual use of M&E in the processes of policy analysis, resource allocation, work planning and daily operation

¹⁹ Arild O. Hauge, "Strengthening Capacity for Monitoring and Evaluation in Uganda: A Results Based Management Perspective," *ECD Working Paper*, Series No. 8 (Washington, DC: the World Bank, January 2001), pp. 1-3.

²⁰ *Ibid*, p. 1.

management. The real output of M&E is not reports or facts in isolation, but a higher quality of decision making. In addition RBM approach recognizes the role of accountability function of M&E as a learning function which helps policy makers and stakeholders to act on the basis of understanding what reality works and what doesn't.²¹

(iii) Capacity development requires a 'system' approach: *“Capacity expresses the ability to effectively, efficiently and sustainably perform functions, solve problems and set and achieve objectives.”*²² To perform efficiently and effectively, skills, staffs and logistic supports are essential component of capacity; but this is not enough. Existence of physical facilities or development of technical skills does not build up capacity in an organization if it is addressed in isolation from the essential managerial processes. Individual ability or technical training of individual does not lead to capacity development. Moreover, individual organization does not function in isolation, either it operates within a wider set of values and systems, or is dependent on an unrefined policy and institutional environment. Therefore, capacity development needs a 'system' approach, where skills are seen within an extensive circumstance of organizational authorization and the existing management culture, values and incentives.²³

(iv) Learning from international experience: One of the important principles of RBM is learning from international experience. There is existence of some common and generic features of M&E success around the world. At the same time, there is existence of some common and generic constraints to develop M&E capacity around the world. However some opportunities and constraints are unique in any particular country. Therefore, based on learning from international experiences, efforts to strengthen M&E functions must be modified carefully according to country circumstances – political, institutional, social and cultural.²⁴

²¹ *Op. cit.* Arild O. Hauge, Strengthening Capacity for Monitoring and Evaluation in Uganda, p. 2.

²² *Ibid.*

²³ *Ibid*, p. 2-3.

²⁴ *Ibid*, p. 3.

Thus it can be said that, result based M&E is a good management practice that can bring relief to some of the anxieties that are frequently raised from different angles. These anxieties are value for money in accountability, participation and transparency in governance, policy implementation and performance management in public sector management and budget execution and expenditure quality in financial management.²⁵

IMED's linkages with broad stakeholders' environment – the line ministries, technical directorates and the civil society in Bangladesh are considered important. Thus, an appropriate method is essential to operationalize this linkage through genuine partnerships between IMED and the line agencies. It is evident from above discussions that result based M&E practice will build up a strong M&E capacity in IMED that will bring efficiency, effectiveness, sustainability and transparency and accountability while performing monitoring and evaluation functions in the public sector projects.

3.2.4. Enhancement of Organizational Capacity of IMED

It has already been discussed that IMED as an implementation monitoring and evaluation agency that requires strong M&E capacity. Therefore, IMED requires several organizational and human capacities to maintain a strong M&E capacity. IMED will gain these capacities only when an initiative will be taken for promoting a favourable project implementation environment for application of RBM approach. Different capacities that are required by IMED for effective monitoring and evaluation of public sector projects are discussed below:

(i) Web-Based MIS System

Management information system is an integrated element that works together to achieve expected results in a systematic process. It is a computer based system that provides information to the organization for decision making on planning, organizing and controlling the operation. It not only includes software systems, but also the entire

²⁵ *Op. cit.* Arild O. Hauge, Strengthening Capacity for Monitoring and Evaluation in Uganda, p. 3.

set of monitoring processes and resources that are used to pull together information from functional systems. The entire system is intended for ensuring that the organization will meet its strategic and tactical goals. Therefore, every organization whether it is private or public; commercial or non-commercial should make an effort to set up an MIS unit in their organization so that sufficient information can be put at the disposal of their management. The MIS will be more effective, if the system is enhanced into a web-based MIS system and stakeholders are operationally linked to the organization.²⁶

Project implementations delays are not sufficiently highlighted as there is no efficient project MIS in IMED to provide necessary information to key government officials. Existing paper based reporting system takes three to six months in reporting project's financial and physical progress. Alignment of resources with development objectives and goals, adjustment of resources with changing conditions and achievement of national development goals have continuously been impeded due to absence of effective MIS in IMED. Therefore, identifying the weakness of existing MIS and installation of a web-based MIS are necessary in IMED to overcome such problems.²⁷

(ii) Sector Based M&E Framework

M&E framework is one of the vital components to perform M&E functions in the implementation of public sector projects. The IMED has been applying common M&E framework in all the development projects since its inception. As a result, the unique features of different sectors have not been addressed that are necessary for evaluating the effectiveness of the development projects. Only common and generic features are reflected that are existed in every sectoral project. Thus, application of common M&E framework for different types of social and infrastructure projects by IMED remains confined within pointing out the actual evaluation outcomes only. As a result, existing M&E framework of IMED could not play its supporting role to

²⁶ Robert Smith, Importance of Management Information System, available from <http://www.selfgrowth.com>, accessed on 12.04.2012 at 19.10 pm.

²⁷ *Op. cit.* IMED, TAPP for Strengthening Project Portfolio Performance, pp. 7-11.

achieve expected results in the implementation of public sector projects. To overcome this shortcoming, it is of utmost necessity to develop sector based M&E framework in IMED so that it carries out the monitoring and evaluation functions effectively.²⁸

(iii) Legal Framework on Procurement Issues

According to *the Rules of Business*, one of the critical functions of IMED is to improve public procurement procedures. But IMED has failed to provide any legal framework on procurement issues during the 20th century. Therefore, slow procurement and disbursement procedures have emerged as a major cause of delay in the project implementation process in Bangladesh. In this circumstance, effective practice of RBM approach in the public sector project management requires having a sound legal framework on procurement issues. An institutional set up in the form of Central Procurement Technical Unit needs to be established in IMED so that it carries out procurement reforms, reforms implementation monitoring and develop procurement expertise in the procurement entities by generating legal framework on procurement issues.²⁹

(iv) Transparency and Accountability in IMED

Transparency and accountability is an integral part of development activities. The use of M&E information can play a vital role in ensuring transparency and accountability in IMED. For ensuring transparency and accountability in IMED it is necessary that all stakeholders including beneficiaries should have easy access to M&E information. However, gaining access to all sort of M&E information by the beneficiaries or citizens is the most difficult part in total process of M&E. As a consequence of inaccessibility of information related to development activities transparency and accountability in IMED remains weak which is also a major cause of weak implementation result in the public sector projects. Therefore, it is essential that the

²⁸ *Final Report of the Strengthening Results-Based Monitoring and Evaluation Project (TAR 39469)*, Appendix 3: Recommendations for Follow up Support to IMED and FAPAD, Government of Bangladesh and the Asian Development Bank (Dhaka: IMED, November 2009), p. 2.

²⁹ Implementation Monitoring and Evaluation Division (IMED), “Technical Assistance Project Proposal (TAPP) for Public Procurement Reform Project (PPRP)”, (Dhaka: Ministry of Planning, February 2002), pp. 1-7.

system for ensuring transparency and accountability in IMED must be improved for ensuring better performance of this organization.³⁰ In this backdrop, application of RBM approach in development project management may help the authority to ensure their transparency and accountability that will help attainment of an improved result.³¹

Therefore, it is theoretically expected that a web-based MIS will be installed; sector based M&E framework and reporting formats will be developed; Central Procurement Technical Unit will be established; and ICT capacity will be improved while promoting favourable project implementation conditions in Bangladesh for application of RBM approach which will enhance the organizational capacity of IMED. Apart from this, ICT capacity development and establishment of MIS in IMED can play a vital role to improve the system of ensuring transparency and accountability in IMED since it can ensure accessibility of information relating to implementation progress of development projects to all citizens.

3.3. Executing Agencies

The executing agencies are different government organizations that are entrusted with the responsibilities of implementing development projects along with their regular functions. Usually different Departments, Directorates and Autonomous Boards execute the public sector projects. Moreover, all the government organizations discharge responsibilities of execution of public sector projects when those relate to their own department. These government organizations include different Department, Directorate, Academy, Authority, Bureau, Commission, Corporation, Council, Development Institute, Educational Institute, Research Institute, Training Institute, Public University, Public Limited Company and other Institutions. They prepare project document and implement them under the guidance of their line ministry or division. Sometimes Ministry or Division act as an executing agency. Usually they execute the TA project.

³⁰ *Op. cit. Strengthening Project Portfolio Performance*, pp. 18-21.

³¹ Development Assistance Committee (DAC), *Glossary of Key Terms in Evaluation and Results-Based Management* (Paris: OECD publications, 2002), p. 15.

Success of application of RBM approach in the public sector development projects depends to a large extent on the strength of project preparation and implementation capacity of EAs. There are some basic principles in RBM approach that require building up a strong project preparation and implementation capacity of EAs.

3.3.1. Benefits of RBM that Relates to Building up Project Preparation Capacity of EAs

The success of EAs is mostly dependent on their strong project preparation capacity. Unless a project is prepared perfectly implementation process will not be smooth and efficient. Therefore, emphasis is given on careful project preparation in most development activities. Quality of a project is determined from the project preparation stage through identifying objectives, setting the targets, selecting indicators, assumption and risk assessments and financial and technical arrangements. But EAs in Bangladesh are struggling to prepare a project document incorporating all necessary components and pre-cautious measurements. As a result project implementation is delayed that ultimately hamper the process of attainment of project objectives. Sketchy project document formats, weak guidelines for project preparation, complex and lengthy processes for project approval, inadequate training of EAs officials for project preparation are responsible for weak project preparation in Bangladesh.³² To improve the quality of project preparation, application of RBM approach in the public sector projects could be the best choice as a project management tool for EAs to strengthen its project preparation capacity. In addition to emphasizing importance of project M&E, RBM approach also put emphasis on project preparation and implementation. It could be a best effort to strengthen project preparation capacity of EAs that is considered a key element of implementation public sector projects. Moreover, it will bring important qualitative changes in the EAs that will help to ensure efficiency and effectiveness in project management and overall accountability through reviewing project preparation formats, guidelines, approval

³² *Op. cit. Streamlining GoB Approval Process of Projects*, pp. 3-11.

processes and skills. The RBM perspectives comply with four basic principles during project preparation that becomes effective in implementation, monitoring and evaluation processes as well. These are:³³

(i) Identify expected results: RBM project preparation always put emphasis of identification of expected results. It identifies a results chain that reflects the overall situation, needs, priorities, issues and objectives of key stakeholders. It also considers the economic, social, political, cultural and environmental factors while project preparation. It consults with stakeholders and beneficiaries so that the expected results of the projects meet their needs. After identifying expected results, it creates a strategic framework that describes expected results of the organization and the strategies to be used to achieve those results.³⁴ The process of identifying expected results help to prepare an effective project document.

(ii) Selecting Indicators: The progress and achievements of results need to be measured. In the RBM approach project management, indicators are selected very carefully on the basis of output, outcome and impact results so that the short term, medium term and long term results can be measured. The selected indicators are used in the implementation and monitoring process for identifying the implementation progress and for necessary resource adjustment. It is also used in the evaluation process for measuring ultimate achievements as compared with desired results. Therefore, selecting indicators is an integral part of preparing good project document which is used in RBM project management.³⁵

(iii) Setting Targets: Setting targets is another important component of preparing project document in line with the RBM approach. In RBM approach baseline data is essential to set targets. All indicators must be accompanied by baseline data and

³³ *Final Report of the RETA (Regional Technical Assistance) 6096 on Technical Assistance for Supporting the Sector Approach and Results-Based Management in ADB Operations*, (ADB: March 2007), pp. 41-58.

³⁴ United Nations Development Groups (UNDG), *Results-Based Management Handbook: Strengthening RBM Harmonization for Improved Development Results*, Clean Draft Version (UNDG, 2010), p.14.

³⁵ *Op. cit.* Final Report of the RETA, pp. 41-58.

targets. Without baseline data and targets, measurement of change over time is not possible. Baseline data established the values at the beginning of the planning period; while targets described expected values upon completion of the project.³⁶

(iv) Assumptions and Risks Analysis: Preparing a project document without assumptions and risks analysis always negatively affect the successful achievements of expected results of a project. RBM approach requires that assumption and risks analysis are done while preparation of a project document. Therefore project preparation in the RBM approach mitigates most of the unwanted affects of these factors that help attainment of expected results.³⁷

It is evident from above analysis that project preparation in line with the RBM approach will be improved project preparation capacity of Executing Agencies. Therefore, practicing RBM approach in the public sector projects will be beneficial for EAs while preparing a project document that will also bring efficiency, effectiveness, sustainability and; transparency and accountability in the functioning of EAs.

3.3.2. Benefits of RBM that Relates to Building up Project Implementation Capacity of EAs

Usually project implementation process involves preparation, employment, procurement, resource utilization, produce expected results and maintaining whole process from beginning to completion of the project. Therefore, project implementation is the most difficult task in a project cycle. A smoothly run project could be damaged because of existence of problems during implementation stage. But the reality is that project implementation process is most vulnerable in the project cycle in Bangladesh. Delay of project implementation is a common phenomenon in the implementation of public sector projects in Bangladesh. Procurement issues and selection of project directors and other key project personnel are the major causes of inordinate implementation delays. To achieve expected results, project

³⁶ *Op. cit.* Final Report of the RETA, pp. 41-58.

³⁷ *Ibid.*

implementation must be done carefully and efficiently. Otherwise, there will be wastage of national resources.³⁸ Therefore, the project implementation capacity of EAs needs to be strengthened in order to avoid delayed completion of projects and ineffective utilization of project fund. To improve the project implementation capacity of EAs, application of RBM approach in the public sector projects could be an effective mechanism. Project preparation and monitoring are two important aspects of project implementation. Project preparation is considered as the beginning of the project implementation process; while project monitoring improves the quality of the project implementation process. It has been argued through the earlier analysis that practices of RBM approach in the public sector projects will enhance project preparation capacity of EAs and project monitoring capacity of IMED. Therefore, it can be assumed that practices of RBM approach in the public sector projects will improve the project implementation capacity of EAs as well. In addition it will bring qualitative changes in the procurement procedure which is an essential requirement necessary for overcoming the problem of inordinate delay of the project implementation. It will also improve the total accountability system of the procurement procedure. Therefore, EAs will be benefited while practicing RBM approach in the implementation of the public sector projects in Bangladesh.

3.3.3. Enhancement of Organizational Capacity of EAs

EAs require several organizational and human capacities to improve their project preparation and project implementation capacity. These required capacities will be built up in EAs while promoting favourable project implementation conditions for RBM approach in Bangladesh that enhance the organizational capacity of EAs. These capacities are briefly discussed in the following:

(i) Standard Formats for Project Documents

The project documents are prepared by EAs through two separate formats. These are Project Concept Paper (hereinafter PCP) and Project Proforma (hereinafter PP). The

³⁸ *Op. cit. Streamlining GoB Approval Process of Projects*, p. 3.

PCP does not provide enough important information regarding the project inputs and outputs.³⁹ According to the approved PCP, the EAs prepare a PP giving details of components and other analyses as well as project implementation plans. The PP has a complicated format that requires considerable time and energy to fill in and compute. As a result it is often produced faulty project document that reflects in the implementation of project.⁴⁰ To overcome such problem it is essential to review the existing PCP and PP formats to develop an integrated format for preparation of project documents. But it must be reviewed while applications of RBM approach in the implementation of public sector projects that requires a standard format for preparation of project documents.

(ii) Sector Based Reporting Formats

The reporting format is vital component for project directors in the implementation of public sector projects. Project directors use various formats to send reports their higher authority as well as IMED about the implementation progress and problems if found during the implementation process. But the existing reporting formats are same for all the sectors which are not enough to reflect detailed findings of a project. Instead of existing reporting formats, sector based reporting formats will be more effective in the implementation of development projects. Moreover, practicing RBM approach in the public sector projects requires having sector based reporting formats for reporting about implementation progress to the all concern authorities.⁴¹

(iii) Improvement of Procurement Procedure

Project directors are always struggling while procuring goods and services for implementation of projects. Absence of legal framework and standard procurement document are the major deficiencies in the procurement procedure in Bangladesh. But improvement of procurement procedure is one of the core functions of IMED. Therefore EAs are dependent on IMED regarding improvement of procurement

³⁹ *Op. cit. Streamlining GoB Approval Process of Projects*, pp. 8-9.

⁴⁰ *Ibid*, p. 11.

⁴¹ *Op. cit. Pilot Sector Performance Report Formats* p. 2.

procedure. In the absence of rules, regulations and standard procurement document on procurement issues, application RBM approach could not be possible in the implementation of public sector projects. Application of RBM approach not only requires the rules, regulations and standard procurement document; but also requires having electronic Government Procurement (hereinafter e-GP). Existence and practice of e-GP in the implementing of public sector projects will not only improve the capacity of EAs; but also ensure accountability of EAs.⁴²

(iv) Transparency and Accountability of EAs

It has been mentioned earlier that transparency and accountability is an integral part of development activities. It should ensure the system of transparency and accountability while project implementation in the public sector. Project beneficiaries are always kept in the dark about the project inputs, activities and implementation progress due to inaccessible information flow in EAs. As a result, project beneficiaries could not raise questions about the project outcomes that are not delivered according to the project objectives. Therefore, easy access to project information for all the stakeholders including beneficiaries is necessary to improve the system of transparency and accountability in EAs.⁴³ Practice of RBM approach in the public sector projects requires existence of transparency and accountability in EAs to achieve expected results.⁴⁴

Therefore, it is theoretically expected that a standard project document, sector based reporting formats will be developed; legal framework will be created; and the system of ensuring transparency and accountability will be improved while promoting favourable project implementation conditions in Bangladesh for application of RBM approach.

⁴² *Op. cit.* TAPP for Public Procurement Reform Project, pp. 1-7.

⁴³ *Op. cit.* Strengthening Project Portfolio Performance, pp. 18-21.

⁴⁴ *Op. cit.* Glossary of Key Terms in Evaluation and Results-Based Management, p. 15.

3.4. Conclusion

Practice of RBM approach as a management tool is now increasing all over the world to improve the effectiveness of development activities. The GoB is struggling to implement development activities through existing project management system in the public sector projects. Therefore, RBM approach can be adopted in order to achieve the goals and objectives of the public sector projects in Bangladesh. It is found in the theoretical analysis in this chapter that application of RBM approach will improve the monitoring and evaluation capacity of IMED and project preparation and implementation capacity of EAs. Therefore application of RBM approach in the public sector projects will certainly be beneficial for IMED and EAs over their existing capacities.

Chapter IV

Adoption Processes of RBM Approach in BANGLADESH

4.1. Introduction

4.2. Government Initiatives Intended to Adopt RBM Approach

4.3. Technical Assistance from the Development Partners

4.4. Conclusion

Chapter IV

Adoption Process of RBM Approach in Bangladesh

4.1. Introduction

Despite having difficulties in the process of application of RBM as a strategy to implement public sector development projects in Bangladesh, it has become an obligation for the government to take initiative to apply RBM in order to cope with changing environment and adjusting pressure from different donor agencies. However, application of RBM requires overcoming a lot of organizational and technical challenges. One of the most important challenges is to develop organizational capacity of IMED since it is the central organization responsible for M&E of the public sector development projects in Bangladesh. Another important challenge is to develop organizational capacity of EAs since they are responsible for project preparation and project implementation of the public sector development projects in Bangladesh. Considering the importance of RBM, the GoB has attached great importance towards development of organizational capacity of IMED and EAs in order to ensure adequate RBM readiness situation in the country.

In this chapter an attempt is made to describe different initiatives taken by the GoB for improving organizational capacity of IMED as well as EAs. The key objective of this chapter is to analyze the adoption process of RBM approach in the project implementation of the public sector of Bangladesh. The objectives of the government initiatives have been analyzed carefully through five indicators. Five indicators are: initiatives to improve the organizational capacity of IMED, initiatives to improve the organizational capacity of EAs, initiatives to improve the procurement issues, initiatives to develop the capacity of the government officials in applying RBM to project management, and the initiatives to develop the capacity of the government officials in applying ICT tools to project management.

4.2. Government Initiatives intended to Adopt RBM Approach

The GoB started to improve the readiness situation of IMED and the EAs regarding adoption of RBM approach in the project implementation at the end of the 1990s decade. The GoB laid high importance on the issue of improving the M&E capacity of IMED and project preparation and implementation capacity of EAs.¹ In order to transform realization into reality, first initiative of the GoB was a TA project which was approved on 12 December 1999.² Since then, the GoB undertook seven projects with assistance from different donor agencies whose main objectives are to improve the M&E capacity of IMED, project preparation and implementation capacity of EAs, procurement system, capacity development of the government officials and technical capability of IMED and EAs. Below is the discussion of different initiatives of the GoB that were taken for ensuring readiness situation of Bangladesh to adopt RBM approach in public sector project implementation.

4.2.1. Initiatives to Improve the Organizational Capacity of IMED and EAs

The GoB started to improve the organizational capacity of IMED and EAs through enhancement of the monitoring and evaluation capacity of IMED and project preparation and implementation capacity of EAs by undertaking a completely government funded TA project. The TA project entitled “Strengthening Project Portfolio Performance (hereinafter SPPP)” was approved on 12 December 1999 for identification of weaknesses in project implementation and management of portfolio of projects in the country.³ The executing agency of this TA project was IMED. The TA project duration was December 1999 to October 2002. Initially the GoB struggled to ensure proper implementation of this project and thus placed a request before the ADB for extension of their support to this project in 2001. In response, ADB

¹ Implementation Monitoring and Evaluation Division (IMED), “Technical Assistance Project Proforma (TAPP) for Strengthening Project Portfolio Performance (SPPP)”, (Dhaka: Ministry of Planning, September 2002), pp. 1-6.

² Completion Report of the Technical Assistance project, TA 3336-BAN: Strengthening Project Portfolio Performance, Stefan Ekelund, Senior Transport Specialist, (Dhaka: BRM Division, ADB, 28 January 2007), p. 1.

³ *Loc. cit.* Completion Report of the SPPP project, p. 1.

extended their support and offered TA required for this project which was started on 01 May 2002 and originally intended to be completed by 28 October 2003. But the project life was extended twice and finally completed on 31 August 2006.⁴

The overall objective of Strengthening Project Portfolio Performance project was to improve efficiency in the use of resources by enhancing project preparation and implementation capacity of line ministries and EAs, and M&E capacity of IMED.⁵ Specifically the SPPP project output included following key areas:⁶

- a) Streamlining the system of internal clearances procedures (approval process) and internal project implementation.
- b) Improve efficiency of the system to select and retain key project personnel during project implementation.
- c) Setting up of an effective Management Information System in IMED.
- d) Capacity development of IMED and EAs officials through providing extensive training.

Component wise detailed explanation has been given below:

a) Streamlining the system of internal clearances procedures and internal project implementation.

Under this component, the existing weaknesses of the project preparation guidelines, project approval process and project reporting formats have been identified according to following four distinct areas:

(i) **Synchronization of PCP and PP:** Project preparation suffered from inordinate delays due to existence of two separate project documents i.e. PCP and PP. The consultant team of SPPP project has worked on synchronization of PCP and PP formats and prepared a set of recommendations. It is expected that the Planning Division will approve the synchronization of PCP and PP that will improve the project preparation capacity of EAs.⁷

⁴ *Op. cit.* TAPP for SPPP project, pp. 1-6.

⁵ *Ibid.*, p.6.

⁶ *Ibid.*, pp.5-7.

⁷ *Ibid.*

(ii) Revision of project approval system: The system for approval of the project document took a long time which resulted in delays in project preparation. The consultant team of SPPP project has prepared a draft version of revised system for project approval. It is expected that the Planning Division will approve the revised system for project approval that will improve the project preparation capacity of EAs.⁸

(iii) Revision of the project preparation guidelines: The project preparation guidelines require a revision as a consequence of synchronization of PCP and PP and revision of the system for project approval. Therefore, the consultant team of SPPP project has prepared a draft version of revised project preparation guidelines. It is expected that the Planning Division will approve the revised project preparation guidelines that will improve the project preparation capacity of EAs.⁹

(iv) Revision of the reporting formats and development of a user guide: The reporting formats were not adequate to provide all necessary information regarding implementation progress of a project. Therefore, PDs and M&E officials were suggesting for revised reporting formats to improve M&E and project implementation performance. The consultant team of SPPP project has developed a set of revised reporting formats and subsequently developed a user guide for ensuring reporting formats comfortably. It is expected that the revised reporting formats and new user guide will be approved by the Planning Division that will improve the M&E capacity of IMED and project implementation capacity of EAs.¹⁰

b) Improve efficiency of the system to select and retain key project personnel during project implementation.

Under this component the existing weaknesses of the recruitment system of PDs and other key project personnel; and administrative and financial power of PDs and higher authorities have been identified and addressed in the following three distinct areas:

⁸ *Op. cit.* TAPP for SPPP project, pp. 5-7.

⁹ *Ibid.*

¹⁰ *Ibid.*

(i) Revision of the recruitment system for PDs and other key project personnel:

Involvement of PDs in the approval process of project document will improve their performance in the project implementation. But according to the existing recruitment system, PDs and other key project personnel are appointed only after approval of project document. As a result they have lack of knowledge about project concept that negatively impact on the project implementation process. Therefore, recruitment system of PDs and other key project personnel is one of the major causes of delays in project implementation. It also hampers the process of attainment of expected outcomes. The consultant team of SPPP project has worked on the existing recruitment system and suggested necessary recommendation for revision of the recruitment system for PDs and other key project personnel. It is expected that the Planning Division will revise the recruitment system for PDs and other key project personnel according to their recommendation that will also improve the project implementation capacity of EAs.¹¹

(ii) Delegation of adequate administrative power to PDs: Inadequate administrative powers of PDs often cause delay the implementation progress. The consultant team of SPPP project has been entrusted with the responsibility of suggesting necessary recommendation for delegation of adequate administrative powers to PDs after careful analysis of the total system. Delegation of adequate administrative powers to PDs will have positive impact on project implementation capacity of EAs.¹²

(iii) Revision of delegation of financial powers of PDs and higher authorities: In order to expedite implementation of development projects, the existing delegation of financial powers of PDs and higher authorities should be reviewed. Not only that the review should be continued to accommodate price escalation and other changing circumstances. The consultant team of SPPP project has provided necessary recommendation to the concerned authorities for revision of the delegation of

¹¹ *Op. cit.* TAPP for SPPP project, pp. 5-7.

¹² *Ibid.*

financial powers of PDs and higher authorities. It is expected that the Finance Division will revise the delegation of financial powers of PDs and higher authorities in accordance with their recommendation that will have positive impact on the project implementation capacity of EAs.¹³

c) Setting up of an effective Management Information System in IMED.

Under this component the weaknesses of the existing Management Information System has been identified and measures have been suggested for addressing this issue. Due to lack of existing MIS delays in project implementation are not adequately highlighted in the existing system. Thus, a software based MIS has been installed in IMED under the SPPP that will increase the organizational capacity of IMED as well as M&E capacity of IMED.¹⁴

d) Capacity development of IMED and the EAs officials

Under this component training need analysis has been done in order to discover the existing skills of IMED and the EAs officials, and to determine the required skills for adequate execution of their responsibilities. After that an extensive training was provided to IMED and EAs officials aiming at achieving four different targets. These are: (i) to strengthen the capacity of the key project personnel in project monitoring/management; (ii) to create a pool of M&E specialists; (iii) to improve the ability of administering the MIS and (iv) to strengthen project account management. It is expected that the capacity development of the officials will improve the M&E capacity of IMED and the project preparation and implementation capacity of EAs.¹⁵

From the above discussion it is clear that the GoB will set up a platform for improving the readiness situation of Bangladesh by enhancing the organizational capacity of IMED and the EAs through implementing the SPPP project for adopting RBM approach in the public sector projects.

It was generally believed that a review of role, structure and capacity of IMED was essential for preparing it for efficient and effective discharging of their

¹³ *Op. cit.* TAPP for SPPP project, pp. 5-7.

¹⁴ *Ibid.*

¹⁵ *Ibid.*

responsibilities. Thus, after implementation of SPPP projects in 2006, a demand was felt for initiation of a further project that would strengthen monitoring and evaluation activities of IMED. Then, a request was sent by IMED through Economic Relations Division (hereinafter ERD) to Asian Development Bank (ADB) to initiate a follow up TA to further strengthen the monitoring and evaluation practices of all government sponsored development projects through building capacity of IMED and EAs. ADB responded quickly to this request and financed TA for the project entitled “Strengthening Result Based Management Capability of IMED and FAPAD in the Monitoring and Evaluation of the Projects (hereinafter RBME)” to ensure the continuation of organizational capacity development mainly for IMED and Foreign Aided Projects Audit Directorate (hereinafter FAPAD) and to some extent for EAs. The project duration was 01 July 2007 to 31 December 2009. The IMED was identified as the executing agency of RBME project.¹⁶

The overall objective of the RBME project was to build up capacity of IMED and FAPAD with an intention to improve the M&E of all development projects towards attainment of PRS sectoral targets and MDGs by the year 2015. Another goal was to implement a reform agenda in conformity with the understanding between development partners and development countries including Bangladesh.¹⁷ Specifically the RBME project output included following key areas:¹⁸

- a) Development of a Strategic Plan for IMED,
- b) Introduction of result based management approach,
- c) Design and implementation of a capacity development plan for IMED,
- d) Further development of the project MIS set up under SPPP project,
- e) A plan for enhancing audit capacity of FAPAD and
- f) Recommendations for follow-up support.

¹⁶ Implementation Monitoring and Evaluation Division (IMED), “Technical Assistance Project Proposal (TPP) for Strengthening Result Based Management Capability of IMED and FAPAD in the Monitoring and Evaluation of the Projects (RBME)”, (Dhaka: Ministry of Planning, April 2007), pp. 1-11.

¹⁷ Ibid.

¹⁸ Ibid.

Component wise detailed description has been given below:

a) Development of a Strategic Plan for IMED

Under this component the role, structure, capacity and preparation and implementation strategic plan of IMED have been reviewed so that it can carry out its M&E responsibilities more effectively and efficiently. In this regard the consultant team of RBME project has developed a Strategic Plan for IMED containing a well defined institutional development action package in relation to its function, staffing, structure, appropriate locus, and reporting relationships. The IMED Strategic Plan also includes some component regarding project preparation and implementation so that EAs can carry out responsibilities relating to project preparation and implementation more effectively and efficiently. It is expected that the government will approve the IMED Strategic Plan developed by the RBME project which will be a major progress towards improvement of the organizational capacity of IMED. The EAs will be also benefited, if IMED Strategic Plan is implemented.¹⁹

b) Introduction of Result Based Management Approach

Under this component an attempt has been made to review the process of total functioning of IMED and introduce a system that is required for application of RBM approach in the M&E of projects for building an effective and sustainable capacity of IMED.²⁰ Overall, following issues have been addressed under this section:

(i) Development of M&E framework: The strategy of application of same M&E format for each sector is contradictory to the basic principles of RBM approach that requires having separate M&E format for each sector. Therefore, the consultant team of RBME project has been assigned the responsibility of developing a sector based monitoring and evaluation framework so that IMED can carry out the M&E function

¹⁹ *Final Report of the Strengthening Results-Based Monitoring and Evaluation Project (TAR 39469)*, Government of Bangladesh and the Asian Development Bank (Dhaka: IMED, November 2009), pp. 8-9.

²⁰ Implementation Monitoring and Evaluation Division (IMED), “Revised Technical Assistance Project Proposal (RTPP) for Strengthening Result Based Management Capability of IMED and FAPAD in the Monitoring and Evaluation of the Projects (RBME)”, (Dhaka: Ministry of Planning, February 2009), p. 4.

smoothly and effectively. It is expected that development of sector based M&E framework will improve the M&E capacity of IMED.²¹

(ii) Development of Sector Performance Report Formats: The revised reporting formats developed under SPPP project are same for all the sectoral projects. But sector based reporting formats will be more effective while implementing development projects in RBM approach. Therefore, the consultant team of RBME project has been assigned the responsibility to prescribe sector performance report formats for each sector based M&E frameworks so that EAs can perform their reporting responsibilities efficiently. It is expected that development of sector performance report formats will enhance the project implementation capacity of the EAs.²²

(iii) Preparation of M&E Manual: The importance of Instructions to fill up the M&E framework and the sector performance report formats accurately is immense. Thus, the RBME project aims at preparing a draft M&E manual for IMED that will contain instructions to fill up the M&E framework and the sector performance report formats. The M&E manual will contain guidelines for project rating system and project impact assessment that will improve the process of M&E system of IMED.²³

c) Design and implementation of a capacity development plan for IMED

Under this component the training need assessment reports and the training performance reports prepared under SPPP project have been reviewed and the absorptive capacity of IMED staff and their current skills have been assessed that are relevant to their capacity development in order to implement the IMED Strategic Plan. Based on the capacity needs assessment a capacity building training plan in line with the IMED Strategic Plan has been developed under RBME project. Specifically the RBME project has provided an extensive training to officials of IMED and EAs on M&E, RBM change management, and ICT applications for enhancing their capacity in a range of areas that are required to support the implementation of RBM reforms

²¹ *Op. cit.* Final Report of the RBME project, pp. 8-9.

²² *Report of the Technical Working Groups to Results Based Reports: Pilot Sector Performance Report Formats*, (Dhaka: IMED, January 2008), p. 2.

²³ *Op. cit.* Final Report of the RBME project, p.9.

processes. It is expected that the capacity development programmes for the officials will enhance their capability to implement the IMED Strategic Plan as well as improve the M&E capacity of IMED and project preparation and implementation capacity of EAs.²⁴

d) Further Development of the Project MIS set up under SPPP Project

Under this component information need for improved project monitoring at different levels of the governments has been reviewed. In addition, all relevant reports including recommendations of SPPP project have also been reviewed. Based on the review the RBME project has prepared a conceptual and functional design for upgrading the existing MIS. It is expected that enrichment of MIS into a web-based online M&E system having operational linkage with line ministries and EAs will improve the M&E capacity of IMED.²⁵

e) Enhancement of Audit Capacity of FAPAD

Under this component a plan has been implemented for enhancing the audit capacity of FAPAD. It is expected that this initiative will improve the organizational capacity of FAPAD.²⁶

f) Recommendations for Follow-up Support

Under this component the RBME project has recommended required support (investment and/or TA as required) to IMED and FAPAD based on an assessment of the expected achievement and impact of outputs. It is anticipated that the follow-up support will be approved by the concerned authority which will help improve the readiness situation of Bangladesh to a satisfactory level for adopting RBM approach in the public sector projects.²⁷

From the above discussion it is understandable that the GoB will continue the adoption process of RBM approach in the public sector projects by enhancing the organizational capacity of IMED and the EAs through implementing the RBME project.

²⁴ *Op. cit.* TPP for RBME project, pp. 10-11.

²⁵ *Ibid*, p.11.

²⁶ *Ibid*.

²⁷ *Ibid*.

4.2.2. Initiatives to Improve the Procurement Issues

Poor procurement and disbursement procedures are one of the major causes of delay in the project implementation process in Bangladesh. Therefore, the GoB, as part of broad public sector reforms, undertook a reform project entitled “Public Procurement Reform Project (hereinafter PPRP)” to initiate reforms in the procurement issues in Bangladesh. The project was financed by International Development Association (IDA) which was implemented from February 2002 to December 2006. The PPRP project was due to complete its implementation in July 2005 but it was extended until December 2006. The IMED was the executing agency of this TA project.²⁸

The overall objective of the PPRP project was to establish a Central Procurement Technical Unit in IMED as a permanent implementing agency in the field of procurement reform, reform implementation monitoring and develop procurement expertise in the procurement entities. Specifically the PPRP project output included the following key areas:²⁹

- a) Establishment of Central Procurement Technical Unit in IMED.
- b) Produce the procurement rules, regulations and acts through CPTU.
- c) Produce the Standard Tender Document through CPTU.
- d) Capacity development of the procurement entities and personnel by providing extensive training.

Detailed description the component is given below:

a) Establishment of Central Procurement Technical Unit in IMED

Under this component CPTU has been established in IMED as a permanent unit in order to improve the performance of public procurement progressively as part of strengthening overall sectoral governance. It is expected that establishment of CPTU will bring significant changes in the public procurement procedure. It will act as a potential contributor to achieving development objectives effectively that will also

²⁸ Implementation Monitoring and Evaluation Division (IMED), “Technical Assistance Project Proposal (TAPP) for Public Procurement Reform Project (PPRP)”, (Dhaka: Ministry of Planning, February 2002), pp. 1-7.

²⁹ Ibid.

improve the M&E capacity of IMED as well as project implementation capacity of the EAs.³⁰

b) Enactment of Procurement Rules, Regulations and Acts

Under this component the legal framework of procurement procedure has been enacted for ensuring good governance, efficiency, transparency and accountability in the use of public resources in procurement of goods, works and services. Due to absence of legal framework on procurement procedure the procuring entities were facing difficulties while procuring goods, works and services.³¹ The CPTU has worked out the necessary requirements for the legal framework of procurement procedure through PPRP project. Initially the CPTU has prepared and submitted the draft version of the public procurement regulations to the government of Bangladesh for final Approval. Then it has prepared the draft version of the public procurement act for supporting the regulations and submitted it to the government of Bangladesh for its approval in the Parliament. It is expected that the GoB will approve the public procurement regulations and enact the public procurement act in the parliament. Once enacted, it will be mandatory for all procurement entities to abide by this rule while spending public funds. Therefore, legal framework on procurement procedure will bring improvement in the implementation and monitoring capacity of IMED and project implementation capacity of EAs.³²

c) Produce the Standard Tender Document

Under this component weaknesses of existing procurement documents have been identified and remedial actions suggested. The CPTU has prepared standard tender document and distributed among responsible authorities to be used in connection with public procurement. It is expected that the standard tender document will bring positive changes in the project implementation capacity of EAs.³³

³⁰ *Op. cit.* TPP for PPRP project, pp. 1-7.

³¹ *Ibid.*

³² *Ibid.*

³³ *Ibid.*

d) Capacity development of the procurement entities and personnel

Under this component the CPTU has provided extensive training to procurement personnel from the public sector and the private sector on public procurement regulations, act and standard tender document for their better understanding about the new procurement procedure. The CPTU has also developed 25 procurement specialists to provide more training to procurement entities and personnel. It is expected that the capacity development of the procurement entities and personnel will improve the M&E capacity of IMED and project implementation capacity of EAs.³⁴

From the above discussion it is clear that the GoB is committed to bring changes in the legal framework in the procurement procedure as part of the broad public sector reforms. Introduction of legal framework in the procurement issue will improve the readiness situation of Bangladesh through development of the M&E capacity of IMED and project implementation capacity of EAs that would be done through implementation of the PPRP project for adopting RBM approach in the public sector projects.

In order to ensure continuance of the reform programme, that was intended to bring steady improvement in the performance of the public procurement system in Bangladesh, the government started implementation of another TA project entitled “Public Procurement Reform Project II (hereinafter PPRP II)” with financial assistance from IDA in 2007 (for the period July 2007 to June 2012, now extended to June 2013).³⁵

The overall objective of the PPRP II project is to support procurement reforms by improving performance of the public procurement procedure gradually in Bangladesh, focusing largely on the key sectoral ministries and targeting their implementing agencies. It is aimed at improving governance, efficiency, transparency and accountability in the use of public resources in procurement of goods, works and services. The Specific objectives of the PPRP II project are:³⁶

³⁴ *Op. cit.* TPP for PPRP project, pp. 1-7.

³⁵ Implementation Monitoring and Evaluation Division (IMED), “Technical Assistance Project Proposal (TPP) for Public Procurement Reform Project-II (PPRP-II)”, (Dhaka: Ministry of Planning, July 2007), pp. 2-9.

³⁶ *Op. cit.* TPP for PPRP II project, pp. 2-9.

- a) Furthering policy reform institutionalizing of capacity development,
- b) Strengthening procurement management at the sectoral level and CPTU/IMED,
- c) Introducing electronic Government Procurement and
- d) Communication behavioral change and social accountability.

Component wise detailed analysis is given below:

a) Furthering Policy Reform and Institutionalizing Capacity Development

Under this component the main effort is to identify bottleneck of the rules, regulations and acts enacted under the PPRP project and the absence of the procuring skill in the procurement entities. Following two key areas is highlighted under this component:

(i) Furthering Policy Reform: The public procurement system require continuous reform efforts for accommodating price escalation and other changing circumstances. The PPRP II project has brought necessary amendment in the rules, regulations and acts enacted under the PPRP project that will improve the procurement procedure in the implementation of public sector projects.³⁷

(ii) Institutionalization of capacity development: Capacity development is a continuous process. The PPRP II project has included certain key features of core procurement skills to institutionalize procurement capacity in Bangladesh. It will definitely improve the project implementation capacity of EAs and M&E capacity of IMED.³⁸

b) Strengthening procurement management at sectoral level and CPTU/IMED

It is difficult to strengthen the procurement management in all the sectors at a time. Therefore, under this component the PPRP II project has provided support to strengthen four selected EAs of four key sector of Bangladesh for improving management and monitoring of procurement.³⁹ It will be improve the project

³⁷ Ibid.

³⁸ Ibid.

³⁹ Four selected EAs are Roads and Highways Department (RHD), Local Government Engineering Department (LGED), Rural Electrification Board (REB), and Bangladesh Water Development Board (BWDB).

implementation capacity of the four selected EAs which will be helpful for applying the RBM approach in the implementation of public sector projects on pilot basis in any one of these selected EAs.⁴⁰

c) Introducing electronic Government Procurement

Under this component the CPTU has developed an integrated and comprehensive dynamic procurement website to ensure the widest possible exposure to Procurement Plans, actual Procurement Notices and Contract Awards. But the most important issue is the introduction of e-GP system in Bangladesh. The CPTU has been piloting e-GP on a phased approach in the four selected EAs. It will improve the project implementation capacity of the four selected EAs.

d) Communication behavioral change and social accountability

Under this component awareness programmes on public procurement, act and rules have aired in Bangladesh Television. In addition different articles on public procurement and e-GP have been published in different national papers. This will improve the system of ensuring transparency and accountability of IMED and the EAs.⁴¹

From the above description about the components of the PPRP II project, it is clear that the GoB has laid high importance on the improvement of the procurement procedure as part of the achieving good governance, efficiency, transparency and accountability in the use of public resources. Introducing e-GP in the four selected EAs will improve the readiness situation of Bangladesh in the selected sector which will be helpful for adopting RBM approach in the public sector projects.

Above analysis clearly indicate that the PPRP II project will further improve the procurement procedure that will be helpful to improve the readiness situation of Bangladesh for adopting RBM approach in the implementation of public sector projects.

⁴⁰ *Op. cit.* TPP for PPRP II project, pp.2-9.

⁴¹ *Ibid.*

4.2.3. Initiatives to Develop the Capacity of the Government Officials in Applying RBM to Project Management

Result based management is a new approach in the implementation of the public sector projects. Therefore, the process of adoption of RBM approach requires that the government officials should have a clear understanding about RBM concept. Considering the importance of this issue the GoB has undertaken necessary steps. Under the RBME project a training course has provided to the government officials having particular focus on the application of RBM approach in the public sector projects.⁴² The government officials from IMED and EAs will be able to enrich their capacity about the RBM concepts that will eventually improve the M&E capacity of IMED and project preparation and implementation capacity of EAs.

In addition the GoB has undertaken an extensive training course entitled “Training Course on Result Based Management” in order to provide better understanding about RBM concepts to the government officials. This training course was incorporated in a TA project entitled “Integration of Population and Gender into National and Sectoral Planning (hereinafter IPGNSP)” that was approved on January 2006. The executing agency of this TA project was Population Planning Wing of Socio-Economic Infrastructure Division of Planning Commission. The project was financed by the UNFPA which was implemented from January 2006 to December 2011. According to the project design the training course was implemented through the National Academy for Planning and Development from 2008. Around 250 government officials were trained in 10 batches.⁴³ The training course was focused on RBM concept and issues, RBM in development planning, logical framework analysis, assumptions and risks analysis, stakeholders’ participations and transparency and accountability.⁴⁴ This initiative will certainly improve the knowledge about the RBM concept that will be helpful to improve the readiness situation of Bangladesh.

⁴² *Op. cit.* TPP for RBME project, pp. 10-11.

⁴³ Socio-Economic Infrastructure Division (SEID), “Technical Assistant Project Proposal (TPP) for Integration of Population and Gender into National and Sectoral Planning (IPGNSP)”, (Dhaka: Planning Commission, January 2006), pp. 9-10.

⁴⁴ Academy for Planning and Development, “Course Materials of Training Course on Result Based Management”, (Dhaka: Ministry of Planning, June, 2008).

4.2.4. Initiatives to Develop the Capacity of the Government Officials in Applying ICT Tools to Project Management

Poor quality or incomplete information is a major obstacle in the project planning, implementation, and monitoring process, that negatively affect development planning of Bangladesh.⁴⁵ Information and Communication Technology can play a vital role as in overcoming this situation and improving governance.⁴⁶ Introduction of e-Government at major government offices across the nation will certainly enhance the organizational capacity of IMED and EAs. Keeping these in mind and being influenced by the directives of the National ICT Task Force, the GoB initiated an investment project entitled “Support to ICT Task Force Programme (hereinafter SICT)” that subsequently approved on 2002 for ICT capacity development to play an effective role for the development of the country.⁴⁷ The executing agency of this development project was Planning Division of the Ministry of Planning. It was completely a government funded development project. The project duration was July 2002 to June 2005. But it was revised twice without cost increase and finally completed on 30 June 2011.⁴⁸

The overall objective of the SICT project was to create a favourable atmosphere in the country, play an effective role for the development of the ICT sector and utilize its

⁴⁵ *Final Report of the Consultant Team to Strengthening Project Portfolio Performance*, Gilroy Coleman, Team Leader (Dhaka: Government of Bangladesh and the Asian Development Bank, June 2004), p. 6.

⁴⁶ United Nations Development Programme (UNDP), “Assistance to SICT for Strengthening Planning Division, ERD, IMED through ICT”, Project Document, Project Number—BGD/04/005 (Dhaka: Government of Bangladesh and UNDP, September 2004), p. 1.

⁴⁷ National ICT Task Force: Building a country-wide ICT infra-structure will ensure access to information by every citizen to facilitate empowerment of people and enhance democratic values and norms for sustainable economic development. Considering the importance of ICT the GoB has constituted a National ICT Task Force in 2002 with Honorable Prime Minister as its Chairperson. The GoB has changed the name of the National ICT Task Force to ‘Digital Bangladesh Task Force’ in 31 January 2010. The GoB has also reconstituted the executive committee of the Digital Bangladesh Task Force in 10 February 2010. The new committee is head by the Principal Secretary to the Prime Minister’s Office comprising 19 members from both public and private sectors.

⁴⁸ Planning Division, “Revised Development Project Proposal (RDPP) for Support to ICT Task Force Programme (SICT)”, (Second Revised), (Dhaka: Ministry of Planning, July 2008), pp. 1-3.

opportunity for effective and efficient decision making.⁴⁹ Specifically the SICT project output included the following key areas:⁵⁰

- a) Provide assistance for development, expansion and implementation of ICT related integrated programmes.
- b) Assist and support in implementation ideas and views in the form of decision taken by ICT Task force.
- c) Launch e-governance for increasing dynamism and efficiency of the government and build necessary institutional capacity through ICT training.
- d) Undertake and implement different programmes/pilot projects in order to re-enforce the stakeholders for motivation and more participation in ICT sector.
- e) Support to ICT Task Force in formulating related policies and monitor the activities undertaken by concerned Ministries/Govt. and Non-govt. agencies to implement the decision taken by the ICT Task Force.

From the above objectives of the SICT project, it is clear that the GoB had a plan for ICT capacity development of the government officials. However, at the implementation stage it was realized that SICT project was not enough to support ICT Task Force to attain its objectives, Therefore, the GoB received technical assistance from UNDP to undertake another TA project entitled “Assistance to SICT for Strengthening Planning Division, ERD, IMED through ICT (hereinafter ASICT)” that was approved in 2005 to assist SICT programme, the main implementation support unit for the National ICT Task Force, to enhance e-Government in some key policy-making and monitoring institutions, mainly focusing on Planning Division, ERD and IMED.⁵¹ The executing agency of this TA project was the Ministry of Planning. It had three implementing agencies, namely the Planning Division, ERD and IMED. Initially the TA project duration was from January 2005 to December 2007. The project document was signed by the GoB and UNDP in June 2005. But project operations

⁴⁹ *Op. cit.* DPP for SICT project, PP. 1-3.

⁵⁰ *Ibid.*

⁵¹ Planning Division, “Technical Assistance Project Proposal (TAPP) for Assistance to SICT for Strengthening Planning Division, ERD, IMED through ICT (ASICT)”, (Dhaka: Ministry of Planning, January 2005), p. 3.

commenced in July 2006. The late start up and the prevailing situation in the country at the end of 2006 required a stock taking that caused further delay. With the recruitment of additional professionals and commencement of need assessments the project got fully underway by the second quarter of 2007. In the course of implementation the project was given four times extension to complete its planned activities and finally end in June 2012.⁵²

The overall objective of the ASICT project was to create a more efficient and transparent governance system through integrated policy making among some key government institutions. As part of the overall strategy, the following key areas were taken into consideration for improvement:⁵³

- a) Strategic inter-connectivity among government institutions.
- b) Develop a strategy for communication.
- c) Standardization of connectivity
- d) Network-based e-Government services.
- e) ICT capacity building/training of government official.

Under the ASICT project a web-based MIS has installed in IMED along with Planning Division and ERD. This includes services such as electronic DPP system, project tracking software, expenditure information system etc. Existing e-Government services at Planning Division will be made available to all offices connected in the network. ICT system has built to automate some government processes at Planning Division, ERD and IMED. Required databases will be built and integrated as required to ensure easy excess of ICT system from one office to another. It is expected that installation of web-based MIS in IMED will be improved the organizational capacity of IMED and electronic DPP system will be improved the organizational capacity of EAs.⁵⁴

⁵² Planning Division, “Revised Technical Assistance Project Proforma/Proposal (RTPP) for Assistance to SICT for Strengthening Planning Division, ERD, IMED through ICT (ASICT)”, (Revised), (Dhaka: Ministry of Planning, July 2010), pp. 2-4.

⁵³ Ibid, p-4.

⁵⁴ *Op, cit.* TAPP for ASICT project, pp. 3-4.

Under the project it has also emphasized on ICT capacity building of government officials. Specific emphasize has given on issues of change management to facilitate the officials through the process of transition towards e-Government. The focal points from the three implementing agencies have given special training on managing and coordinating ICT projects. The training centre at Planning Division along with seven other computer labs were used for the purposes of training, a full time training management was engaged to identify needs, track progress and coordinate the training programme. The trainees were selected from IMED and EAs along with the other government organizations. It is expected that the capacity development of the officials will be improved the M&E capacity of IMED and project preparation and implementation capacity of EAs.⁵⁵

From the above analysis it is clear that the GoB has undertaken necessary steps to develop ICT capacity of the government officials as well as government organizations with view to turning Bangladesh into a digital Bangladesh. The government initiatives to ICT capacity development of the government officials and the government organizations will bring positive changes in organizational capacity development of IMED and EAs. Therefore the readiness situation of Bangladesh will also be improved for adopting RBM approach in the implementation of public sector projects.

4.3. Technical Assistance from the Development Partners

At the beginning of the twenty first century the development partners are continuously demanding of the government of Bangladesh to adopt RBM approach in the implementation of public sector projects to improve the project implementation performance.⁵⁶ But Bangladesh was not ready at that time to adopt RBM approach in the public sector projects. The GoB has started to improve the readiness situation immediately after the demand of development partners with its own resources. However, it is apparent while implementing the first initiatives of the GoB that

⁵⁵ *Op, cit.* TAPP for ASICT project, pp. 3-4.

⁵⁶ *Report of the Consultant to Results Based Management in the Development Co-operation Agencies: A Review of Experience*, Annette Binnendijk, Consultant, DAC Working Party on Aid Evaluation (Paris: OECD, October 2000), p. 3.

without technical assistance from the development partners it is very difficult to achieve the expected improvement. Therefore, GoB requested the development partners for providing technical assistance. Subsequently, the development partners extended their technical assistance to improve the readiness situation of Bangladesh for adopting RBM Approach in the public sector projects. Among the development partners ADB, the World Bank, UNDP and UNFPA extended their support by providing TA for improvement of four distinct areas regarding project implementation.

At first the ADB extended their support to the initiatives undertaken by GoB for improving project portfolio performance in the implementation of the public sector projects providing by TA. The TA Fact-Finding Mission of the ADB was fielded from 9–26 September 1999 and consensus was reached with the GoB on the objectives, scope, terms of reference and the implementation arrangement of the TA project. Then the TA project was signed on 07 June 2001 entitled “Strengthening Project Portfolio Performance” with a view to improve the project preparation and implementation capacity of EAs and, M&E capacity of IMED. The total cost of the TA was US \$ 1,000,000 which was Technical Assistance Special Fund (hereinafter TASF) of the ADB.⁵⁷ After the implementation of SPPP project the GoB requested the ADB to provide another TA for ensuring the continuation of the capacity development of the government agencies. From 20-30 August 2006 the Fact-Finding Mission of Bangladesh Resident Mission (hereinafter BRM) of the ADB held discussion with senior officials of the concerned agencies and reached on an understanding during the Mission about the objectives, strategy, implementation arrangement, terms of reference, projects inputs and work plan of the TA project. Then the TA project was signed on 27 March 2007 entitled “Strengthening Result Based Management Capability of IMED and FAPAD in the Monitoring and Evaluation of the Projects” to ensure the continuation of organizational capacity development mainly for IMED and FAPAD and some extent for EAs with a view to

⁵⁷ *Op. cit.* Completion Report of the SPPP project, p. 1.

adopt RBM approach in the implementation of the public sector projects.⁵⁸ The total cost of the TA project was US \$ 1,000,000 of which US \$ 800,000 financed on a grant basis by the Japan special fund by the government of Japan.⁵⁹

The World Bank extended their support to the improvement of the procurement procedure of the public sector projects. According to the agreement with GoB, the World Bank identified the deficiencies in the procurement system of the public sector projects in Bangladesh and prepared the Country Procurement Assessment Report in 2001. The most vulnerable deficiency was absence of sound legal framework governing public sector procurement. Therefore, the World Bank approved IDA assistance for a TA project entitled “Public Procurement Reform Project” on 14 February 2002 to bring reforms in the procurement issues in Bangladesh in compliance with internationally agreed norms for efficiency, transparency and accountability.⁶⁰ To maintain the procurement reforms by improving procurement quality through better management and monitoring the World Bank approved IDA credit on 05 July 2007 for another TA project entitled “Public Procurement Reform Project II”. The total cost of the TA project is Tk 19,092 lakh of which Tk. 18,100 lakh from IDA credit. The expected closing date of IDA credit is March 2013.⁶¹ The improvement of the procurement system of public sector projects will improve the M&E capacity of IMED and project implementation capacity of EAs which will be helpful to adopt RBM approach in the public sector projects.

The UNDP extended their support to improve the ICT capacity development of the government agencies as well as government officials. Bangladesh was at a stage where most e-government activities were limited to individual government offices. ICT system in the government organizations was developed in an isolated way. To overcome this situation the GoB requested the UNDP for technical assistance since

⁵⁸ *Op. cit.* TPP for RBME project.

⁵⁹ Asian Development Bank (ADB), “Technical Assistance Report on People’s Republic of Bangladesh: Strengthening Results- Based Monitoring and Evaluation Project (Finance by the Japan Special Fund)”, Project Number: 39469 (ADB, December 2006), p. 4

⁶⁰ *Op. cit.* TAPP for PPRP project, pp. 1-7.

⁶¹ *Op. cit.* TPP for PPRP II project, pp. 2-9.

UNDP has a strategic plan to accelerate the use of ICT worldwide through its own operation. Therefore, an agreement was signed between GoB and UNDP on July 2005. Following the agreement the UNDP approved a TA project entitled “Assistance to SICT for Strengthening Planning Division, ERD, IMED through ICT” to provide necessary support to establish strategic inter-connectivity among the government organizations, developed e-Government and web-based e-citizen services and ICT capacity of the government officials. The total cost of the TA project was Tk 1,646.69 lakh of which Tk. 1,624.14 lakh finance by the UNDP.⁶² The ICT capacity development of the government organizations as well as government officials will improve the readiness situation of Bangladesh to adopt RBM approach in the public sector projects.

Finally, the UNFPA extended their support to improve the RBM capacity development of the government officials. The UNFPA provided technical assistance for integration of population and gender for TA project entitled “Integration of Population and Gender into National and Sectoral Planning” that was approved on January 2006. The total cost of the TA project was Tk 515.38 lakh of which Tk. 485.03 lakh finance by the UNFPA. Under this project the UNFPA collaboration with National Academy for Planning and Development provided intensive training to building up RBM capacity of the government officials. It will certainly improve the readiness situation of Bangladesh to adopt RBM approach in the public sector projects.⁶³

⁶² *Op. cit.* TAPP for ASICT project, pp. 3-4.

⁶³ *Op. cit.* TPP for IPGNSP project, pp. 11-12

4.4. Conclusion

The GoB has realized the importance of the adoption of RBM approach in the public sector projects to improve the effectiveness of development activities in the late 90s. So the GoB started to improve the readiness situation to adopt RBM approach in 1999. Since then GoB has undertaken seven projects in the process of the improvement of readiness situation of Bangladesh. Among the seven projects SPPP and RBME projects have been undertaken to improve the organizational capacity of IMED and EAs, PPRP and PPRP II projects have been undertaken to improve procurement procedures, SICT and ASICT projects have been undertaken to building up ICT capacity to the government officials as well as government organizations and IPGNP project has been undertaken to building up RBM capacity to the government officials with other objectives.

Therefore it is clear that the GoB has a positive view to adopt RBM approach in the public sector projects in Bangladesh. The development partners also provided technical assistance to improve the readiness situation of Bangladesh. The initiatives taken by the GoB will definitely improve the overall readiness situation of Bangladesh. So it seems that the adoption process of RBM approach is going on the right track. The result of the adoption process will come out while the outcome of the implemented and implementing projects will be analyzed in detail in the next chapters to explore the progress regarding achievement of the readiness situation of Bangladesh.

Adoption of RBM Approach: A Focus on Increased Organizational Capacity of IMED

5.1. Introduction

5.2. Enhancement of M&E Capacity of IMED

5.3. Establishment of CPTU in IMED

5.4. Human Resource Capacity Development in IMED

5.5. Reorganization of the Structure of IMED

5.6. Development of IMED Strategic Plan

5.7. Increase of Transparency and Accountability in IMED

5.8. Conclusion

Chapter V

Adoption of RBM Approach: A Focus on Increased Organizational Capacity of IMED

5.1. Introduction

Implementation Monitoring and Evaluation Division is the most important actor in the process of application of RBM approach in the public sector projects in Bangladesh. Thus, it is a dire necessity to improve the organizational capacity of IMED so that it can satisfy the basic requirements of RBM approach. Taking into consideration this reality, the GoB undertook initiatives for improving organizational capacity of IMED through implementation of various technical assistance projects. In this chapter, an attempt is made to assess the extent of improvement that has been achieved in the organizational capacity of IMED through government initiatives. The key objective of this chapter is to assess the level of strengthening M&E capacity of IMED. The contents of six implemented projects;¹ and one on-going project have been analyzed carefully through application of different indicators.² These indicators are enhancement of M&E capacity of IMED, establishment of MIS system, revision of reporting formats, development of User Guide for reporting formats, development of M&E framework, draft of M&E manual, establishment of Central Procurement Technical Unit in IMED, human resources capacity development in IMED, structural reorganization of IMED, development of an IMED Strategic Plan and increase of

¹ The implemented projects are—(i) “Strengthening Project Portfolio Performance (SPPP)” financed by Asian Development Bank (ADB) and implemented by IMED from December 1999 to August 2006; (ii) “Public Procurement Reform Project (PPRP)” financed by International Development Association (IDA) and implemented by IMED from February 2002 to December 2006; (iii) “Strengthening Result Based Management Capability of IMED and FAPAD in the Monitoring and Evaluation of the Projects (RBME)” financed by ADB and implemented by IMED from July 2007 to December 2009; (iv) “Support to ICT Task Force Programme (SICT)” financed by GoB and implemented by Planning Division from July 2002 to June 2011; (v) “Integration of Population and Gender into National and Sectoral Planning (IPGNSP)” financed by United Nations Population Fund (UNFPA) and implemented by Socio-Economic Infrastructure Division of Planning Commission started from January 2006 to December 2011; and (vi) “Assistance to SICT for Strengthening Planning Division, ERD and IMED through ICT (ASICT)” financed by United Nations Development Programme (UNDP) and implemented by Planning Division from January 2005 to June 2012.

² The on-going project is—“Public Procurement Reform Project II (PPRP II)” financed by IDA implementing by IMED started from July 2007 and due to be end in June 2013.

transparency and accountability in IMED. Discussion in this chapter has been made on the basis of the outputs of six implemented projects and one on-going project:

5.2. Enhancement of M&E Capacity of IMED

Monitoring is a management tool for analysis of actual performance based on available data and producing information for decision making. It is carried out during project implementation period to help improve the efficiency of on-going projects and selection of design for future projects. Monitoring primarily oversees the physical implementation process to ensure that inputs are made available on time and properly utilized and transformed into outputs effectively.³ Thus, monitoring is a continuous observation of inputs, activities, outputs and outcomes that uses systematic collection of data of an ongoing development project with indications of the level of progress and achievement of objectives to provide project management with available data that are required for decision making.⁴ The purposes of project monitoring are:

- (i) Whether the tasks/activities are being carried out according to the schedule?
- (ii) Whether the intended outputs/results are being attained within the time and in cost effective manner? and
- (iii) Whether the projects benefits are reaching out to the intended population i.e. beneficiaries?

Evaluation is a more reflective function that attempts to assess systematically and objectively the relevance, performance, management, governance and achievement of results along with their causal factors. It is a part of continuing management process consisting of planning, implementation and evaluation. Evaluation critically examines actual or potential results in order to maximize the impact of continuing activities and to provide guidance for the planning of new ones. The purpose of evaluation is to identify lessons that can be learned and applied in future. Evaluation can be used

³ Implementation Monitoring and Evaluation Division (IMED), “Course Materials of Introduction to the RBME Training Course”, (Dhaka: Ministry of Planning, January, 2008).

⁴ Development Assistance Committee (DAC), *Glossary of Key Terms in Evaluation and Results-Based Management* (Paris: OECD publications, 2002), pp. 27-28.

effectively by supplying subsequent feedback to decision makers on the results or impacts of their decisions on the project.⁵

It is needless to say that M&E are closely related to each other. Both these are important for IMED in order to make sure that there is an effective process of transformation from inputs and activities to outputs and outcomes. In the process of monitoring indicators are used to track actual against planned results, and provide systematic and periodic information on progress towards expected results. Evaluation uses information collected through monitoring and other sources to examine the validity of underlying theories and assumptions in programme design, to determine the impact of interventions and to assess the appropriateness and effectiveness of strategies in achieving results. Dissimilar M&E information flows create confusion about goals and make problems in policy assessment. Different M&E arrangements produce duplication and waste in data collection. It creates complex and formidable burden on the total processes of inspection, data collection and reporting that ultimately increase the M&E workload. Unnecessary M&E workload can divert managerial attention from productive service delivery to unproductive service delivery.⁶

Monitoring is an important part in the implementation process of development projects. Weak implementation capacity and sustainable monitoring problems have been identified as one of the main causes of slow progress in the projects implementation in Bangladesh.⁷ Since inception of IMED in 1975, monitoring functions of input/output monitoring and formation of terminal evaluation reports have remained unchanged till enhancement of M&E capacity is made. In the last decade, M&E capacity of IMED had enhanced through development and installation of some guidelines and software. IMED provides training for skill development through the SPPP and the RBME projects.

⁵ *Op. cit.* The RBME Training Course Materials.

⁶ Arild O. Hauge, "The Development of Monitoring and Evaluation Capacities to Improve the Government Performance in Uganda," *ECD Working Paper*, Series No. 10 (Washington, DC: the World Bank, October 2003), pp. 7-9.

⁷ Implementation Monitoring and Evaluation Division (IMED), "Technical Assistance Project Proposal (TPP) for Strengthening Result Based Management Capability of IMED and FAPAD in the Monitoring and Evaluation of the Projects (RBME)", (Dhaka: Ministry of Planning, April 2007), p. 8.

5.2.1. Establishment of MIS System

Delays in project implementation are often not adequately highlighted as there is no efficient project Management Information System to provide prompt feedback to key government officials. The legacy of a paper-based reporting system means a common lag of three to six months in reporting project's financial and physical progress. As a result, resource mobilization for development planning and programming, and the achievement of national development goals, continue to be hampered. An improved monitoring and communication system is vital to effectively address the generic problems associated with the process of carrying out projects. To overcome such problems it was necessary to review and improve the existing management information system of IMED. Initially GoB took initiatives through undertaking the SPPP project in 1999. ADB extended their support in the form of Technical Assistance for the SPPP project in 2002 to strengthen the monitoring and evaluation capacity of IMED through setting up an effective MIS in IMED.⁸

The MIS component was concerned with the process of introduction of application of software and installation of computer network system in IMED, reviewing and improving the existing management information system of IMED, developing a regular follow up mechanism and providing training to IMED officers and staffs on the use of computers for ensuring effective monitoring of projects under implementation.⁹

The existing MIS of IMED was reviewed by the SPPP technical committee, as part of initial systems analysis and identified the weaknesses and constraints in existing reporting formats. While reviewing importance was given on establishment of a new and enhanced MIS. Then the SPPP technical committee developed five sets of new reporting formats based on consultation with around 100 project directors, representative of ministries, executing agencies and the Planning Commission. The final design of reporting formats (detailed discussion has been made in the section

⁸ Implementation Monitoring and Evaluation Division (IMED): "Technical Assistance Project Proforma (TAPP) for Strengthening Project Portfolio Performance (SPPP)", (Dhaka: Ministry of Planning, September 2002), pp. 7-11.

⁹ Ibid, p. 11.

entitled “Published Reporting Formats and User Guides” in this chapter) was approved by the Government on 16 September 2003.¹⁰

The development of the project monitoring software has come to an end based on the functional requirements and technical specifications prepared by the SPPP project. Selection of server has also been completed taking into consideration the overall ability to meet the defined functional requirements and ensuring compatibility with other key systems in GoB. It contains modules for recording project static information like cost, impact areas, objectives, components, approval status of different project documents, geographical locations, detail of project aid and information relating to the targets of different projects targets like ADP, Revised ADP (hereinafter RADP) allocations, detailed yearly physical and financial targets and Upazila-wise targets, and project progress information like monthly and quarterly physical and financial progress. The system provides options for recording and analyzing details of inspection visits, findings and recommendations of inspection reports. It implements a follow-up mechanism by providing modules for recording and analyzing inspection recommendations and project related meeting decisions and their follow-ups.¹¹

To support the operation of the project monitoring a Local Area Network (hereinafter LAN) was established in IMED in 2003. Supports for using the LAN, 50 ports were provided to the LAN users. The LAN has been extended by another 32 ports to accommodate the increasing number of LAN users. The project trained 30 officers and 32 computer operators on computer basics and LAN use.

Roll-out of the new MIS software has been completed. The database server has been configured and MIS database has been installed. The front end of the software has been installed in all computers having connection with the network. An electronic interface with ADP database of Planning Commission was installed through the new MIS software. ADP data of 2003-04 has been successfully imported from Planning

¹⁰ *Final Report of the Consultant Team to Strengthening Project Portfolio Performance (SPPP)*, Gilroy Coleman, Team Leader (Dhaka: Government of Bangladesh and the Asian Development Bank, June 2004), p. 14.

¹¹ *Ibid*, pp. 14-15.

Commission database. Another electronic interface has been established with the accounts database of the Controller General of Accounts.¹²

Training on administering the MIS for IMED officials (details have been discussed in the section on Human Resource Capacity Development in this chapter) was completed in May 2004.

Although the MIS opened the door for greater enhancement of the monitoring capacity of IMED, it required additional activities to allow greater flexibility and integration with other information systems at ERD and the Planning Division. Therefore, taking into consideration the essence of data-entry decentralization,¹³ integration with other information system, accessibility of required information from outside IMED and project tracking through GIS (Geographical Information System) based information system,¹⁴ the GoB had undertaken simultaneously two projects (the RBME and the ASICT project) for further development of the MIS set up under SPPP project in IMED. The enhancement of MIS will ensure entrance into a web-based online M&E system operationally linked to line ministries and key agencies. At the same time two projects that got mandate to enhance/establish MIS for IMED, refers to the urgency of project tracking through GIS-based information system to protect the overlapping components.

Under the RBME project the MIS component was concerned with the review of all relevant reports including recommendations of the SPPP project, prepare a conceptual and functional design for upgrading the existing MIS by establishing web-based interfaces with other government MISs, modifications of MIS computer programme, conduct training for IMED officials and full implementation of the enhanced MIS capacity of IMED.¹⁵

¹² *Op. cit.* Final Report of the SPPP Project, p. 15.

¹³ **Data-Entry Decentralization:** Currently, all data about different projects are being manually entered in IMED. This data-entry process needs to be decentralized to the implementing agencies. It will significantly reduce the workload of IMED and the officials will be able to spend time doing analytical work.

¹⁴ **Project Tracking through GIS-based Information System:** This system can provide a clear picture of on-going and completed development projects and help in ensuring that projects do not have overlapping components.

¹⁵ *Op. cit.* TPP for RBME project, p. 11.

Under the ASICT project the MIS component was concerned with the development of a completely new MIS for IMED having linkage with the Planning Division, Planning Commission and ERD. Because of overlapping within the components it was agreed that the RBME consultant would work closely with the ASICT to demarcate responsibilities. A meeting was organized with representatives from RBME, ASICT and IMED to demarcate responsibilities. The meeting had come up with an outcome that RBME would focus on design aspects, while ASICT would procure a vendor to implement the design; RBME would later verify whether the system meet the design requirements.¹⁶

Later on, the RBME project agreed upon a conceptual design and the technical committee of the RBME project completed it on 5 December 2007. However, by the mid-way of the project it became apparent that ASICT was falling behind schedule to such an extent that the new MIS for IMED could not be completed during the RBME project period. According to the original timeline, work on the new system was to begin by March 2008. But the work was initiated in December 2008; because, the MIS is only one of many systems that fall within ASICT's mandate to develop.

Henceforth, RBME expert re-evaluated the initial plan and it was agreed by both the IMED and ADB to focus RBME resources on upgrading the MIS through overcoming existing problems in the current MIS and to develop new output reports immediately as required by IMED. This effort remained in line with ASICT's work as the modification and repairs would eventually be adopted in the new system. Then the MIS expert determined the necessary modification and repaired through conducting a series of workshops/meeting. The MIS expert completed the modifications and new reports (Table 5.1) in April 2009.¹⁷

¹⁶ *Final Report of the Strengthening Results-Based Monitoring and Evaluation Project (TAR 39469)*, Government of Bangladesh and the Asian Development Bank (Dhaka: IMED, November 2009), p. 14.

¹⁷ *Ibid*, pp. 14-15.

Table 5.1
The List of Modifications and New Reports

Database	
1. Developed diagram and relations	New
Modified Tables	
2. Sectoral_Block_ Allocation	Modified
Store Procedure	
3. Report (rpt)_Monthly_Ministry_Progress	Modified
Forms	
4. Sectoral block allocation progress	Modified
5. Project information entry screen	Modified
6. Monthly ministry wise progress	Modified
7. Upgrade monthly ministry wise progress report form	Modified
Reports	
8. Ministry/Division wise expenditure statement and project competition status report	Modified
9. Ministry/Division wise expenditure statement and project completion status report	Modified
10. Updated comparative statement of monthly ADP information progress report	Modified
11. Monthly ministry wise progress report	Modified

Source: Final Report, RBME project, p. 15.

The MIS expert also developed an updated version of the MIS Technical Manual taking into consideration new environment and changes made since the original SPPP project. It provides guidance on how to maintain and support the system for IMED MIS staff.

5.2.2. Published Reporting Formats and User Guide

IMED carries out monitoring activities through collection of information about project implementation. Later on, after analysis of all data, it reports the implementation progress and informs the policy makers about the existing problems. All monitoring information is collected through a set of format commonly known as IMED Formats. Due to installation of computer systems in different Ministries/Divisions/Departments of the government, this information may be collected directly from the source using computer network and software interface. Therefore, the IMED reporting formats required to review that could be adopted in a new MIS system.

To fulfill above requirements the SPPP project of IMED undertook revision of the formats in 2002. The SPPP team prepared five sets of revised IMED reporting formats which were discussed with around 100 project directors, representative of ministries, executing agencies and the Planning Commission in two international workshops in 2002 and a larger workshop in 2003. The proposals were revised in lines with the recommendations of the participants of workshops. The final design of IMED reporting formats were approved by the GoB on 16 September 2003.¹⁸

As mentioned earlier, there are five sets of IMED reporting formats. Monitoring form: IMED 01/2003 (Revised) is required only once for a new/approved/revised approved project. Monitoring form: IMED 02/2003 (Revised) is to be filled in and sent to IMED twice in a year with yearly component-wise physical and financial targets on the basis of ADP/RADP allocation. Monitoring form: IMED 03/2003 (Revised) is to be filled in and submitted to IMED four times in a year with quarterly component-wise physical and financial progress. Monitoring form: IMED 04/2003 (Revised) is to be filled in and submitted to IMED within one month after the completion of a project. Monitoring form: IMED 05/2003 (Revised) is used to collect monthly progress report of a project through monthly ADP review meetings of the concerned Ministry/Division.¹⁹

The most important revision that was incorporated in the reporting formats was the inclusion of the RIBEC (Reforms in Budgeting and Expenditure Control) code of the government which is introduced by the Ministry of Finance while preparing the National Budget and the Comptroller and Auditor General of Accounts in accounting. All the project authorities are familiar with this code and it is the most widely used coding for the projects of the government. Previously IMED used its own coding scheme which was understood only the Information Technology (hereinafter IT) officers and staffs of the co-ordination and data processing sector of the Division.²⁰

¹⁸ *Op. cit.* Final Report of the SPPP Project, p. 14.

¹⁹ Implementation Monitoring and Evaluation Division (IMED), *IMED Reporting Formats and User Guide* (Dhaka: Ministry of Planning, December, 2004), p. ii.

²⁰ *Ibid*, p. i.

IMED prepared a user guide that could help filling up these reporting formats. It contains a detail instruction on how to fill up all the five sets of reporting formats and how to fill up the project code in accordance with the instruction of the Finance Division. It is very useful for all officers and staffs, who are involved in the process of reporting.²¹

The project directors and other authorities sometimes find it difficult to get a complete set of the latest revised IMED reporting formats. To overcome this problem IMED decided to compile and publish a complete set of reporting formats with a User Guide. In December 2004, IMED published—“IMED Reporting Formats and User Guide”. This initiative has made it easier for the officials to get reporting formats and fill it up smoothly that in the long run has enhanced M&E capacity of IMED.

5.2.3. Development of M&E Framework

The IMED has been undertaking a strategic shift from progress monitoring to a greater focus on results based monitoring and evaluation since the inception of the SPPP project. In the review of the SPPP project achievements, it was identified that importance should be given to sectoral M&E Frameworks in the results based approach monitoring and evaluation. Such M&E Frameworks would enhance the M&E capacity of IMED. For that reason, it was incorporated in the RBME project and indicators were set in the RBME project to develop M&E frameworks (a minimum of two) for monitoring and evaluation of social sector and infrastructure projects in line with the indicators of the PRS.²²

The RBME project Technical Working Groups (hereinafter TWG) collected documents (strategies, structures, functions, methods, reporting formats and guidelines) from four selected (based on RBM experience) countries (Malaysia, Vietnam, Colombia and Thailand) for analyzing the M&E practices. The TWG analyzed the documents extensively and consulted with all the stakeholders by organizing several workshops.²³ Considering the recommendations and feedback of

²¹ *Op. cit.* IMED, IMED Reporting Formats, pp. 89-100.

²² *Op. cit.* TPP for RBME Project, p. 10.

²³ *Op. cit.* Final Report of the RBME Project, p. 10.

the participants they have finally come up with an M&E framework. The M&E framework has been introduced on pilot basis in the Local Government sector and the Primary and Mass Education Sector. They have also developed the results based indicators for the Pilot Frameworks and Pilot Performance Reports.²⁴

M&E Framework contains output indicators, outcome indicators and impact indicators (Table 5.2). The output indicators usually represent physical progress in the sectors as produced by the projects and programme which is currently active. Outcome is the results of outputs and generally illustrates sector results within the influence of a ministry. Impact can be considered as the results of outcomes being achieved in a given sector.

Table 5.2
M&E Framework of Water Supply Project

Policy Goal	Outputs (Indicators)	Outcomes (Indicators)	Impacts (Indicator)
Water supply	1. Abstraction (million litres/day) 2. Water treatment (million litres/day) 3. Distribution lines (Kms)	1. Water supply (litres/person/day) 2. Connection – supply (% HHs connected to water supply) 3. Coverage – supply (% area under coverage of water supply)	Less incidents of water borne diseases

Source: Pilot Sector Performance Report Formats

The IMED sector performance reports sent to the NEC will seek to explain performance at the outcomes level by thorough analysis of sector outputs and the improvement of key projects in the sector. Development of the sectoral M&E Framework is a major advancement towards the application of RBM in the public sector projects in Bangladesh.

²⁴ *Report of the Technical Working Groups on Results Based Reports: Pilot Sector Performance Report Formats* (Dhaka: IMED, 12 January 2008), p. 2.

5.2.4. Draft of M&E Manual

There was a necessity of having an improved M&E manual for IMED, since it contains key elements of results based approach. Without having such a manual, it would be difficult to make any advancement towards monitoring and evaluation based on results. Realizing this essence, it was included in the RBME project and a target was set for preparing an M&E manual based recommendation and feedback received from participatory workshops.

Thus, a series of workshops were organized in order to having greater consultation with the project directors, representative of ministries, executing agencies and the Planning Commission. Considering the participants' recommendations and need assessment an M&E Manual for IMED was drafted by RBME project and then submitted to IMED in March 2009. The Manual pulls together and compiles the pilot initiatives of the RBME project. These include (i) the M&E frameworks for the Primary and Mass Education and the Local Government Sectors, (ii) the Sector Performance Report Formats based on those frameworks, (iii) the Project Rating System and Guidelines for Output Outcome Reviews and (iv) Guidelines for Project Impact Assessment. This Manual will be helpful in practicing results based approach monitoring and evaluation and consequently the M&E capacity of IMED will be strengthened.²⁵

5.3. Establishment of CPTU in IMED

Procurement is one of the major issues in the implementation of development project. Sluggish and inefficient procurement performance not only delays the project implementation, but also hampers the performance of implementation.²⁶ In 2001 the World Bank in their studies identified many deficiencies in the procurement system of the Government of Bangladesh. The major deficiencies were: absence of sound legal framework governing public sector procurement; complex bureaucratic procedure causing delay; lack of adequate professional competence of staff to manage public

²⁵ *Op. cit.* Final Report of the RBME Project, p. 9.

²⁶ *Op. cit.* Final Report of the SPPP Project, p. 7.

procurement and absence of adequate mechanism for ensuring transparency and accountability. To overcome these backdrops in the public procurement management area, the Central Procurement Technical Unit was established in IMED in February 2002 under the PPRP project with the financial support of the World Bank through IDA credit.²⁷

The CPTU prepared *the Public Procurement Regulations 2003* (hereinafter PPR 2003), the Procedures for Implementation of *the PPR 2003* and *the Public Procurement Act 2006* (hereinafter PPA 2006) which were passed in the Parliament in July 2006. Later on, *the PPR 2003* was replaced by *the Public Procurement Rules 2008*, framed under *the Public Procurement Act, 2006*. The PPRP project was completed in 2006. In order to ensure continuation of CPTU's activities as a unit of IMED, it has been brought under revenue budget under the headship of a Director General. The functions of the CPTU have been specified in the section 67 of *the Public Procurement Act 2006* in the following way:

Responsibilities of the Government regarding monitoring, etc—for carrying out the purposes of the Act, the Government shall, through a Central Procurement Technical Unit or any other unit established by it relating to procurement monitoring, coordination and management, perform the following responsibilities, namely –

- a. Providing for monitoring compliance with and implementation of this Act through the authority as designated by the Government
- b. Arranging for performance of the necessary functions and responsibilities incidental thereto, through the authority as designated by the government and`
- c. Performing any other responsibilities as prescribed.²⁸

In the procurement procedures the CPTU has made reforms in the following four major areas:

²⁷ Implementation Monitoring and Evaluation Division (IMED), “Technical Assistance Project Proposal (TPP) for Public Procurement Reform Project (PPRP)”, (Dhaka: Ministry of Planning, February 2002), pp. 1-11.

²⁸ *The Public Procurement Act 2006 (Act no. 24 of 2006)*, CPTU, IMED, Government of the peoples Republic of Bangladesh, section 67, p. 34.

1. There will be only one tender evaluation committee (consists of minimum of five members with at least two members from outside the procuring entity), in place of the multiple cascading system.²⁹
2. There will be a single standardized procurement system (Open Tendering Method) across the public sector, replacing the multiple systems in place across different agencies unless the threshold levels make it more appropriate for one of the other procurement methods to be used.³⁰
3. A new Complaints Review Panel provides an appeal process to discourage counterfeit and spoiling tactics by unsuccessful bidders.³¹
4. There will be common, clearly stated and strict guidelines concerning the procedures for tender receipt, evaluation etc.³²

Besides, CPTU designed a website for publishing invitation of tenders, contracts, and awards on procurement for public access; developed a centralized Procurement Management Information System (PROMIS); and developed a critical mass of 25 national trainers for providing training.

To ensure continuity of the reform programmes under the IDA assistance PPRP-II has been in operation since July 2007. CPTU of IMED is the key implementing agency for the project while the four sectoral target agencies are responsible for implementation of management and monitoring of procurement related actions at the agency level.³³ In addition, in coordination with CPTU, the target agencies will be responsible for implementation of e-Government Procurement (e-GP) system and social accountability activities in phases. With the introduction of e-GP system in compliance with the PPA 2006 and PPR 2008 in Bangladesh, it is expected that it will help to establish effective M&E online platform, and standardized way of carrying out

²⁹ *The Public Procurement Regulation 2003*, CPTU, IMED, Government of the Peoples Republic of Bangladesh, Regulation 48, pp. 81-82.

³⁰ *Ibid*, Regulation 16, pp. 27-28.

³¹ *Ibid*, Regulation 52-53, pp. 90-92.

³² *Ibid*, Regulation 6, pp. 10-13.

³³ Four sectoral target agencies are Roads and Highways Department (RHD), Local Government Engineering Department (LGED), Rural Electrification Board (REB), and Bangladesh Water Development Board (BWDB).

procurement through the standard online bidding document guides and processes. CPTU has been piloting the centralized registration of bidding community; procurement process workflow based e-Tendering, e-Contract Management, database of public procurement community, e-Payment and procurement management information system in the four target agencies.

5.4. Human Resource Capacity Development in IMED

When it concerns the quality of work, development of human resource capacity is the most important component. An improved capacity of government officers is utmost necessity for the implementation of projects through RBM approach. Realizing the essence of having such a component, the GoB has established some training institutes that are offering different training programmes to the government officers. The IMED officials have been receiving intensive training on the RBM capacity development from the SPPP and the RBME projects. In addition, some of the IMED officials have been receiving training from other institutes and projects.

Training was an important component of the SPPP project. The training activities were intended to improve the capacity of IMED officers, project directors and the key officials belonging to the main implementing agencies and the line Ministries. Three training programmes were carried out through SPPP Project. The first training programme was Project Management Training Programme course — dealt with training for project directors and key officials belonging to the EAs and the line Ministries.³⁴ The second training programme was a special course exclusively for IMED officials. At the beginning of the training, existing skills of officers and the skills required for the execution of their responsibilities were examined. Based on the gap between two skills (actual and required) content of the training programmes were determined. A total of 38 IMED officers were given training in the third training course. Following seven topics were selected on which officers were given training.³⁵

³⁴ The first training courses have been discussed in detail in the chapter Adoption of RBM Approach: A focus on Increased Organizational Capacity of EAs.

³⁵ *Op. cit.* Final Report of the SPPP Project, p. 13.

- Field inspection of projects,
- Quality monitoring of project activities with special emphasis on construction activities,
- IMED's role in Pre-ECNEC/ECNEC/DPEC/DSPEC/SPEC meetings,
- Inspection Report writing,
- Collection and analysis of periodic reports received in IMED,
- Role and responsibility of IMED in monthly Review Meetings,
- Project benefit monitoring techniques of development projects.

The third training programme was Training of Trainers (hereinafter ToT) course. Main intention of this training was to prepare a pool of trainers who would be used for ensuring continuity of the Project Management Training (hereinafter PMT) programme even after the completion of the project. A total of 25 participants of the ToT course were selected for training. But only 18 participants were turned up for ToT training. They were given intensive training for three days on PMT programme.³⁶

Training component was also concerned with the improvement of the capacity of IMED officials to successfully operate MIS. The training on database management and programming were given to 16 selected officers and staffs having good command on IT. These officers would then offer training to other officers and staffs on MIS operation that would in the long run ensure sustainability of the programme. In addition, training on computer basics and application of LAN for 30 officers and 32 computer operators were also organized under this project. The entire training courses were completed by June 2004.³⁷

In the RBME project training component was concerned with the review of the training reports under the SPPP project and development of a capacity needs training plan to build up capacity in IMED for results based monitoring and evaluation in the project implementation. Accordingly, the RBME project carried out a capacity needs assessment through interviews, workshops and review of monitoring reports in 2007 and developed a Capacity Building and Training Plan for IMED on January 2008.

³⁶ *Op. cit.* Final Report of the SPPP Project, p. 13.

³⁷ *Ibid*, p. 15.

First, the programme was designed to offer training to three batches of IMED officials that was scheduled to be completed within nine-days. But in order to ensure inclusion of Line Ministries (hereinafter LMs) and EAs the programme was redesign and extended up to nine batches from IMED, LMs and EAs, each batch having four day training session. Subsequently, the total number of targeted participants increased from around 60 to around 180.

All the important training objectives were included in the contents of the redesigned RBME Training Course. The contents were divided into seven modules (Table 5.3).

Table 5.3
The RBME Training Course Contents and Purposes

Module	Purposes
1. Introduction to the RBME Training Course	To introduce the concept of RBME and to accomplish real work on real project within the training classroom.
2. Logical Framework	To improve skills on developing logical framework for project design, monitoring and evaluation.
3. Monitoring	To prepare a project visit monitoring plan with documents, logframe based questionnaire proforma.
4. Evaluation	To explore the fundamental concepts of evaluation with logframe as the model.
5. Sector Indicators	To explore the logic of the sectoral level organization of the IMED.
6. Millennium Development Goals (MDG)	To explore how the sectoral level organization can best support RBME alignment with the eight MDGs.
7. Change Management	To prepare participants for their role to influence others to adopt the logframe concepts and methodology.

Source: The RBME Training Course Materials

Initially IMED officers were given training in three batches. Later on, the participants of LMs and EAs were given training in next five batches. During the last five batches training programme IMED officers were to act as a resource persons assisted by the TA consultants to deliver training to the participants of LMs and EAs. Finally the training was delivered to eight batches with 129 participants instead of nine batches with targeted 180 participants. Among 129 participants, 47 were from IMED and the rest 82 were from LMs and EAs. The training was started in January 2008 and

completed in March 2009. During the training emphasis was given on the development of accurate project logframes and their use as a tool for monitoring and evaluation. The strength of the course was the examination of real projects in which participants had involvement. These real examples were discussed in the classroom with the participants taught them principles to review and improve their project logframes.³⁸

Capacity development on procurement issues was one of the major concerns in the PPRP project. During the project life span from 2003 to 2005, around 1000 government officials including IMED officials were trained intensively. The training was focused on reform of regulations, procedures and standard tender documents.³⁹ To ensure sustainability of the capacity, CPTU has implemented an extensive capacity building programme in collaboration with mainly Engineering Staff College Bangladesh (hereinafter ESCB) and partly Bangladesh Institute of Management (hereinafter BIM). The training programmes that prepared for the stakeholders from various areas have trained about 11,000 people of procurement community including policy makers, government officials, procurement officials, field level procurement staffs, social society, and media.⁴⁰

In the SICT project one of the most important objectives was to launch e-governance for increasing dynamism and efficiency of the government officials through ICT training.⁴¹ Under SICT project the training courses were conducted for government officials including IMED officials on GIS, e-governance project management, e-governance awareness and vision, maintenance of e-governance system, maintenance of website and software and basic skills in using computers for official work based on Linux. Selected IMED officials were trained in these courses.

³⁸ *Op. cit.* Final Report of the RBME Project, pp. 11-12.

³⁹ *Op. cit.* Final Report of the SPPP Project, p. 8.

⁴⁰ *Op. cit.* TPP for PPRP II Project, pp. 7-9.

⁴¹ Planning Division, "Revised Development Project Proposal (RDPP) for Support to ICT Task Force Programme (SICT)", (Dhaka: Ministry of Planning, September 2008), p. 1.

In the ASICT project training component was emphasized on ICT capacity building of government officials.⁴² Most of the officers from Planning Commission, Planning Division, ERD and IMED have successfully completed an internationally recognized computer training course entitled “International Computer Driving License (ICDL)” under ASICT project.

In order to provide better understanding about RBM concepts, National Academy for Planning and Development has been implementing a training course entitled “Training Course on Result Based Management” from 2008 in collaboration with UNFPA under IPGNSP project.⁴³ The government officials including IMED have received training from this training course. This training course has particular focus on different issues of RBM including concept and issues, stakeholders’ participations, logical framework analysis, assumption and risk analysis and transparency and accountability.⁴⁴ Besides, IMED has been implementing project management training course to develop management implementation in collaboration with Academy for Planning and Development since June 2011. Therefore it is expected that human resource capacity of IMED has been increased that has increased the organizational capacity of IMED.

⁴² Planning Division, “Revised Technical Assistance Project Proposal (RTPP) for Assistance to SICT for Strengthening Planning Division, ERD and IMED through ICT (ASICT)”, (Dhaka: Ministry of Planning, July 2010), p. 2.

⁴³ Socio-Economic Infrastructure Division (SEID), “Technical Project Proposal (TPP) for Integration of Population and Gender into National and Sectoral Planning (IPGNSP)”, (Dhaka: Planning Commission, January 2006), pp. 8-9.

⁴⁴ National Academy for Planning and Development (NAPD), “Course Materials of Training Course on Result Based Management”, (Dhaka: Ministry of Planning, June, 2008).

5.5. Reorganization of the Structure of IMED

The activities of IMED were organized into three broad functional sectors, two wing and one co-ordination and data processing branch. In the last decade the functions of IMED have been expanded through establishment of MIS and CPTU under the SPPP project and the PPRP project respectively. Besides, IMED has undertaken a strategic plan for shifting towards results based monitoring and evaluation. Henceforth, it was essential to reorganize the structure of IMED for better management. The reorganization of IMED was started from 2002, when CPTU was established in IMED. After some modification, the existing structure of IMED consists of six sectors, one wing and one unit (Chart 5.1). One sector is headed by Chief, four sectors are headed by DGs, one sector is headed by Director, Wing is headed by JS and Unit is headed by DG. IMED has following Sectors, Wing and Unit:⁴⁵

Agriculture, Rural Development and Research Sector (Sector-1, headed by a Chief)

Industry and Power Sector (Sector-2, headed by a DG)

Local Government and Transport Sector (Sector-3, headed by a DG)

Education and Social Sector (Sector-4, headed by a DG)

Evaluation Sector (Sector-5, headed by a DG)

Co-ordination and MIS Sector (Sector-6, headed by a Director)

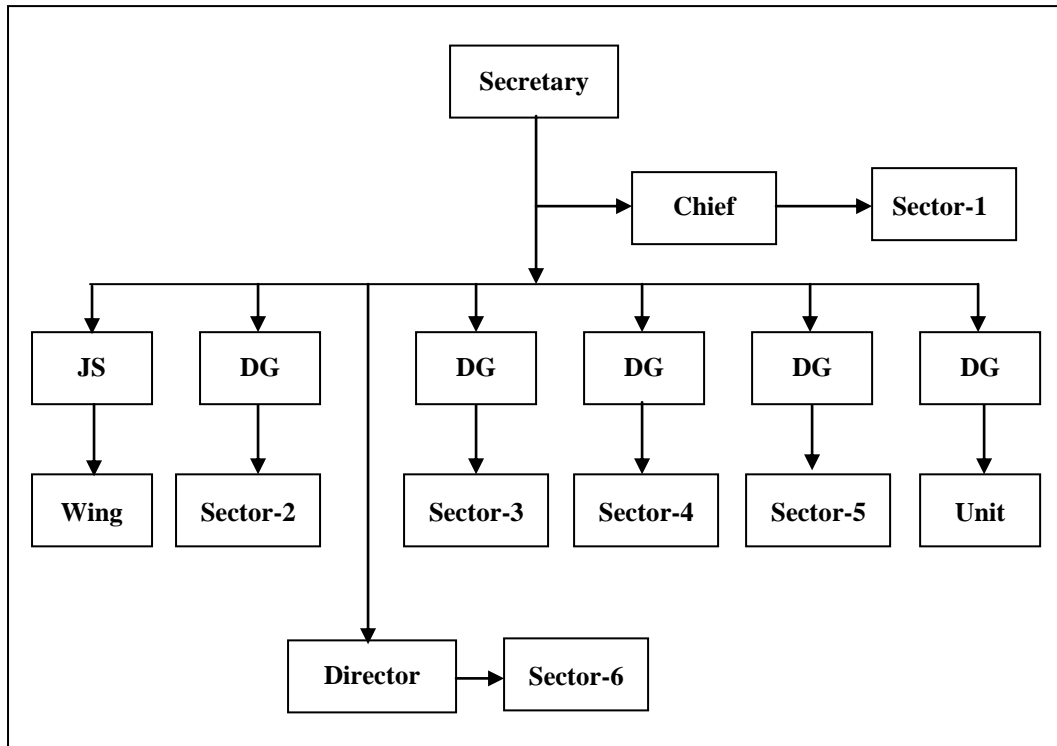
Administration Wing (Wing, headed by a JS)

Central Procurement Technical Unit (CPTU) (Unit, headed by a DG)

Previously existed three sectors have been divided into four sectors, evaluation wing has become evaluation sector, co-ordination and data processing branch have become co-ordination and MIS sector, administration Wing have remained unchanged and CPTU has been established recently and research has been included in a sector.

⁴⁵ Implementation Monitoring and Evaluation Division (IMED), "About IMED: Organizational Structure of IMED", <http://www.imed.gov.bd/index>. Accessed on 06 March 2011.

Chart 5.1
Revised Organogram of IMED (Only top level)



Source: Organogram of IMED

Brief information about the functions and activities of the reorganized sectors/ wing/unit are as follows:

5.5.1. Agriculture, Rural Development and Research Sector

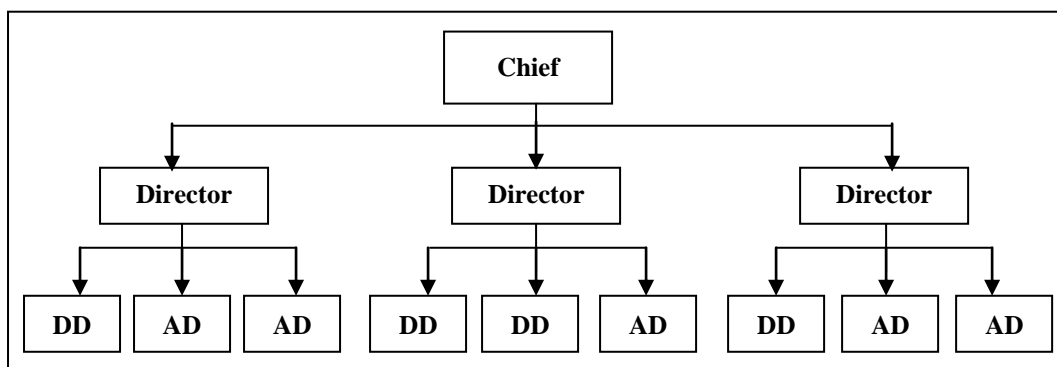
It is headed by a Chief and supported by other officers and staffs (Chart 5.2). Previously it was a part of Agriculture, Water Resources and Rural Development Sector that was headed by a DG. This sector is responsible for monitoring of development projects of 10 Ministries/ Divisions. These are:⁴⁶

1. Ministry of Agriculture;
2. Ministry of Chittagong Hill Tracts Affairs;
3. Ministry of Civil Aviation and Tourism;
4. Ministry of Environment and Forest;
5. Ministry of Fisheries and Livestock;

⁴⁶ *Op. cit.* <http://www.imed.gov.bd/index>. Accessed on 06 March 2011.

6. Ministry of Food and Disaster Management;
7. Ministry of Land;
8. Ministry of Shipping;
9. Ministry of Water Resources;
10. Rural Development and Co-operative Division.

Chart 5.2
Revised Organogram of IMED (Only Sector -1)



Source: Organogram of IMED

5.5.2. Industry and Power Sector

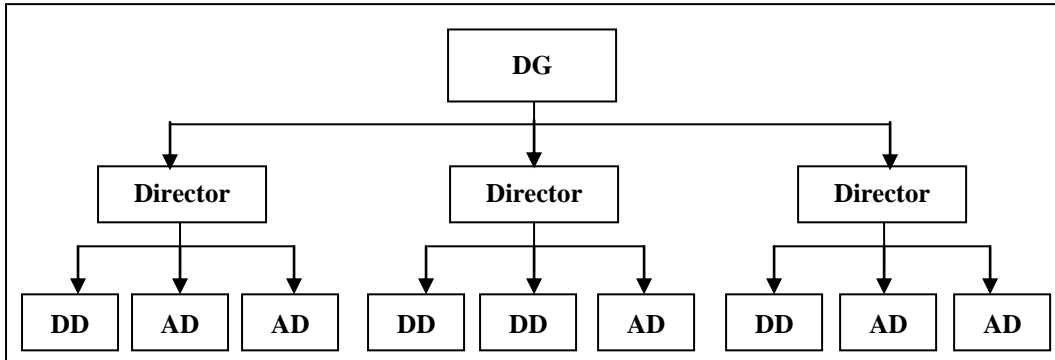
It is headed by a DG and supported by other officers and staffs (Chart 5.3). Previously it was a part of Industry, Energy and Transportation Sector that was headed by a DG. This sector is responsible for monitoring of development projects of 12 Ministries/ Divisions/Commissions including Prime Minister's Office. These are:⁴⁷

1. Prime Minister's Office;
2. Ministry of Commerce;
3. Ministry of Foreign Affairs;
4. Ministry of Housing and Public Works;
5. Ministry of Industry;
6. Ministry of Jute and Textile;
7. Ministry of Post and Telecommunication;
8. Ministry of Science, Information and Communication Technology;
9. Cabinet Division;

⁴⁷ *Op. cit.* <http://www.imed.gov.bd/index>. Accessed on 06 March 2011.

10. Energy and Mineral Resources Division;
11. Power Division;
12. Anti Corruption Commission;

Chart 5.3
Revised Organogram of IMED (Only Sector -2)



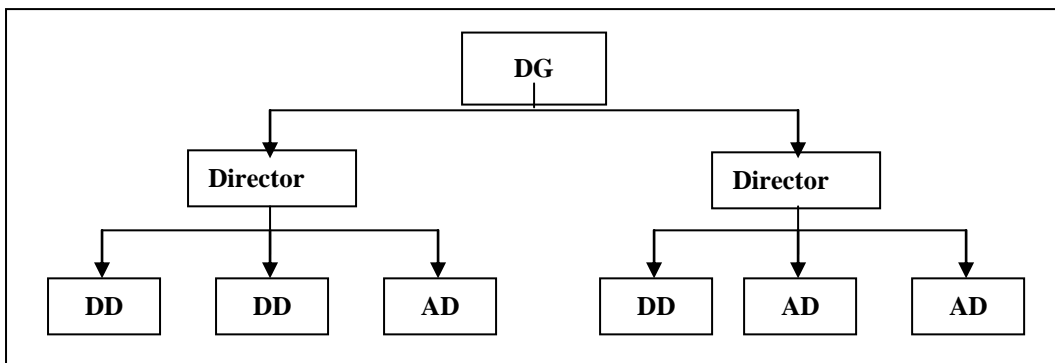
Source: Organogram of IMED

5.5.3. Local Government and Transport Sector

It is headed by a DG and supported by other officers and staffs (Chart 5.4). Previously it was a part of Industry, Energy and Transportation Sector that was headed by a DG. This sector is responsible for monitoring of development projects of 2 Ministries/ Divisions. These are:⁴⁸

1. Ministry of Communication;
2. Local Government Division.

Chart 5.4
Revised Organogram of IMED (Only Sector -3)



Source: Organogram of IMED

⁴⁸ *Op. cit.* <http://www.imed.gov.bd/index>. Accessed on 06 March 2011.

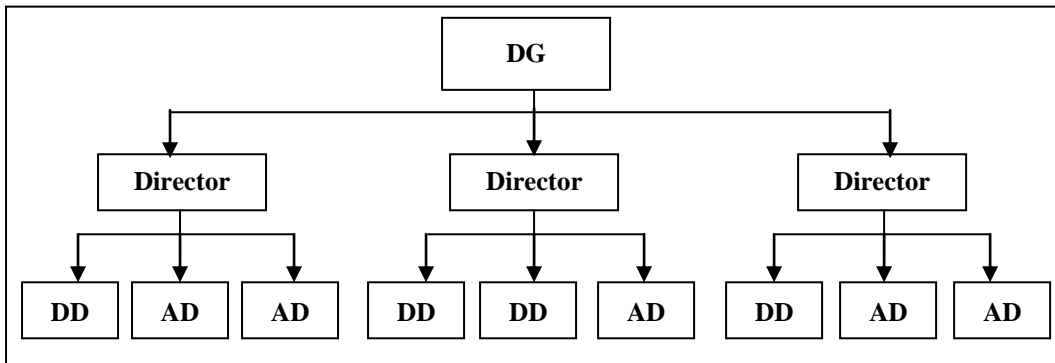
5.5.4. Education and Social Sector

It is headed by a DG and supported by other officers and staffs (Chart 5.5). Previously it was Education, Health and Social Sector. This sector is responsible for monitoring of development projects of 24 Ministries/ Divisions/Commissions. These are:⁴⁹

1. Ministry of Cultural Affairs;
2. Ministry of Defence;
3. Ministry of Education;
4. Ministry of Establishment;
5. Ministry of Expatriates' Welfare and Overseas Employment;
6. Ministry of Health and Family Planning;
7. Ministry of Home Affairs;
8. Ministry of Information;
9. Ministry of Labour and Manpower;
10. Ministry of Law, Justice and Parliament Affairs;
11. Ministry of Liberation War Affairs;
12. Ministry of Primary and Mass Education;
13. Ministry of Religion;
14. Ministry of Social Welfare;
15. Ministry of Woman and Children Affairs;
16. Ministry of Youth and Sports;
17. Economic Relations Division;
18. Finance Division;
19. Implementation Monitoring and Evaluation Division;
20. Internal Resources Division;
21. Planning Division;
22. Election Commission Secretariat;
23. Parliament Affairs Secretariat;
24. Public Service Commission.

⁴⁹ *Op. cit.* <http://www.imes.gov.bd/index>. Accessed on 06 March 2011.

Chart 5.5
Revised Organogram of IMED (Only Sector -4)

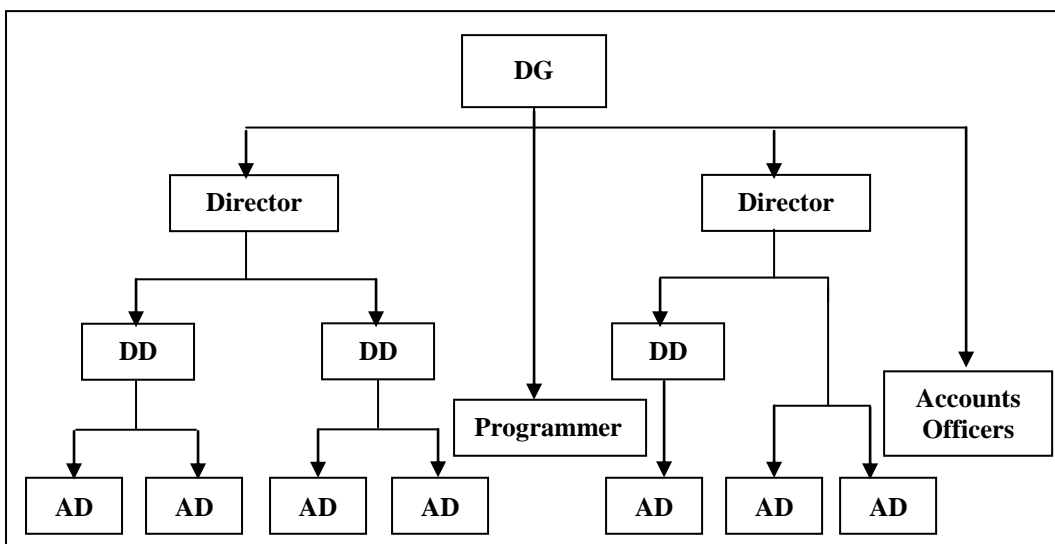


Source: Organogram of IMED

5.5.5. Evaluation Sector

It is headed by a Director General and supported by other officers and staffs (Chart 5.6). Previously it was Evaluation Wing that was headed by a Chief. The key function of this sector is conducting impact evaluation of completed projects. On an average, this sector conducts impact evaluation studies on 10 completed projects each year. Besides, Evaluation sector prepares terminal evaluation reports of just-completed projects, evaluates on-going projects/programmes of different ministries as and when assigned by the authority.⁵⁰

Chart 5.6
Revised Organogram of IMED (Only Sector -5)



Source: Organogram of IMED

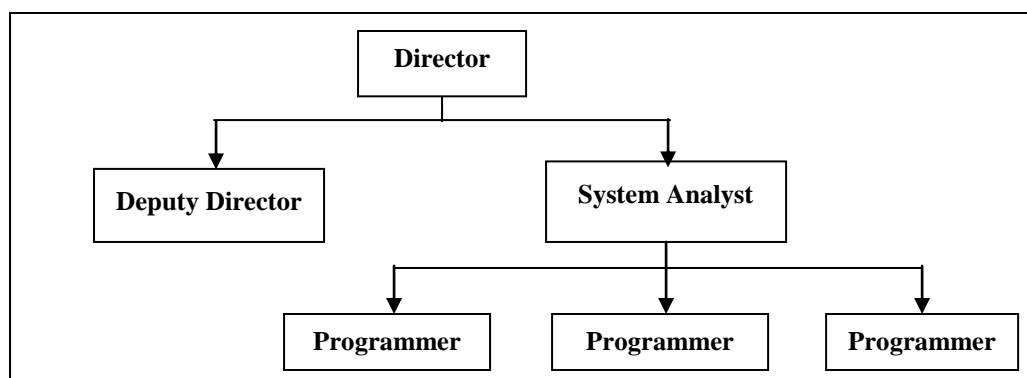
⁵⁰ *Op. cit.* <http://www.imed.gov.bd/index>. Accessed on 06 March 2011.

5.5.6. Co-ordination and MIS Sector

It is headed by a Director and supported by other officers and staffs (Chart 5.7). Previously it was Co-ordination and Data Processing Branch. The sector co-ordinates the activities of the functional sectors and organizes monthly co-ordination and monthly review meetings of the division. This sector is also responsible for the collection of project wise data from different sectors of IMED and compilation of project wise data for preparing quarterly, annual and periodical progress reports for NEC, ECNEC and other departments. . Yearly Evaluation Report on the completed projects included in ADP is also published by this sector.⁵¹ In addition to above responsibilities, it maintains all computer hardware and software and other related equipments and ensures the smooth functioning of the database and MIS of this division.

Chart 5.7

Revised Organogram of IMED (Only Sector -6)



Source: Organogram of IMED

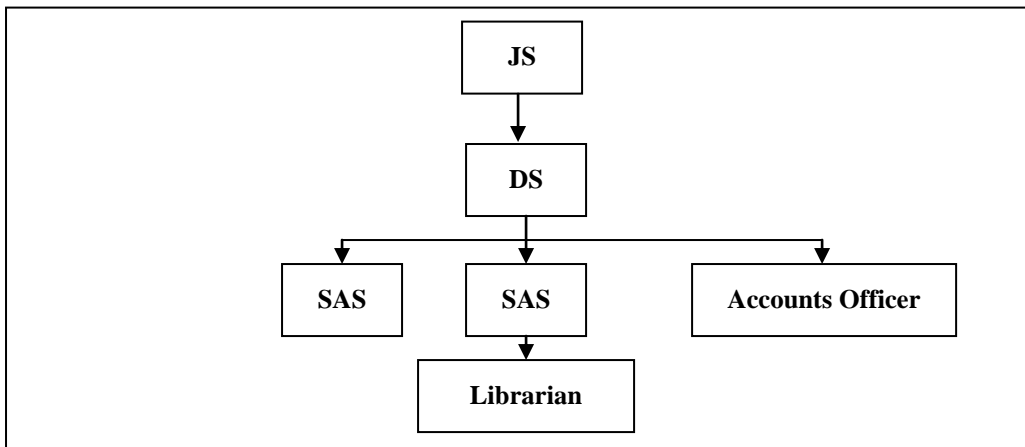
5.5.7. Administration Wing

It is headed by a Joint Secretary of the government and supported by a Deputy Secretary and other officers and staffs (Chart 5.8). This wing is responsible for general administration and provision of general services and logistics. General Administration deals with all administrative functions and general services of IMED

⁵¹ *Op. cit.* <http://www.imed.gov.bd/index>. Accessed on 06 March 2011.

that includes personnel management, budget, protocol, training, logistics supports etc.⁵²

Chart 5.8
Revised Organogram of IMED (Only Wing)

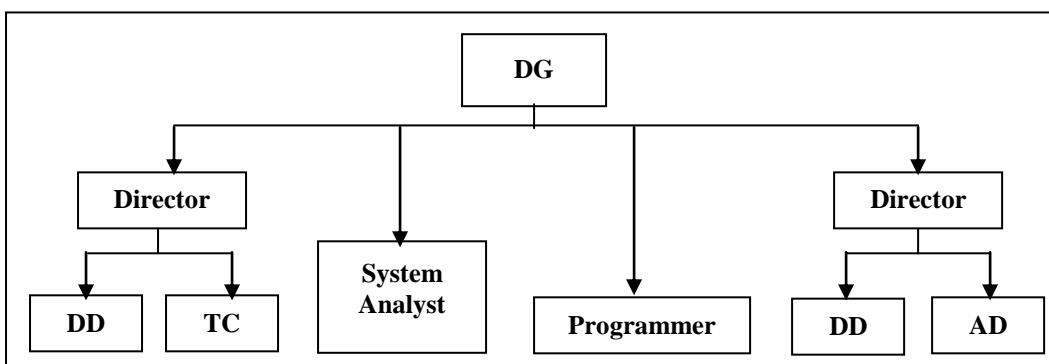


Source: Organogram of IMED

5.5.8. Central Procurement Technical Unit

It is headed by a DG and supported by other officers and staffs (Chart 5.9). It has recently been established in IMED. CPTU is responsible for policy formulation, co-ordination, monitoring and improvement of the public procurement in Bangladesh.⁵³

Chart 5.9
Revised Organogram of IMED (Only CPTU)



Source: Organogram of IMED

⁵² *Op. cit.* <http://www.imed.gov.bd/index>. Accessed on 06 March 2011.

⁵³ *Ibid.*

5.6. Development of an IMED Strategic Plan

A Strategic Plan for IMED has been developed under the RBME Project to undertake a strategic shift from progress monitoring to results based monitoring and evaluation. It covers a period of five years from July 2008 to June 2013 that is divided into short, medium and long-term periods. Ten strategic goals were proposed for IMED each supported by specific objectives which was approved in August 2008 by the then Finance and Planning Adviser of Non-Party Care-taker Government.⁵⁴ The conceptual strategic goals are broadly in line with best practices of RBM application as demonstrated in Malaysia, Thailand, Vietnam, and Colombia. The Strategic Plan aligns internal strengths and weaknesses with external opportunities and threats on the basis of existing capacity of IMED and grounded the plan according to its current functions as expressed by the Rules of Business.⁵⁵ A brief description on IMED Strategic Plan is given below:

5.6.1. Vision

To achieve a desired capacity for the organization the proposed Vision is:

In 2013 IMED excels in the practice and management of monitoring and evaluation with core organizational competences in programme monitoring and evaluation, mass communications, and project information systems it advises other government organizations on programme design and measurement.⁵⁶

5.6.2. Mission

In the Strategic Plan a mission statement for IMED has been proposed. Most part of the mission statement aligns with its current functions according to the allocation of the rules of business for IMED except one significant aspect. Currently the IMED is authorized to monitor projects under the development budget but in the Strategic Plan

⁵⁴ Non-Party Care-taker Government: It was the constitutional provision in Bangladesh. According to the thirteen amendment of the Constitution of the People's Republic of Bangladesh in 1996, Articles 58(B), 58(C), 58(D), 58(E) were included in the constitution which keep the Non-Party Care-taker Government after parliament is dissolved. There was a Non-Party Care-taker Government in Bangladesh during 28 October 2006 to 06 January 2009. The Finance and Planning Adviser of the Non-Party Care-taker Government was Dr. A. B. Mirza Md. Azizul Islam. This constitutional provision omitted through 15th amendment of the constitution in 2011.

⁵⁵ Implementation Monitoring and Evaluation Division (IMED), "Strategic Plan, 2008 to 2013" (Dhaka: Ministry of Planning, February 2009), p. 1.

⁵⁶ Ibid, p. 2.

the mission statement proposes a monitoring and evaluation function that covers both the development and revenue budgets. The proposed mission is:

- The IMED monitors and evaluates the performance of revenue and development investment by collecting and analyzing information on project and programme results originating from implementing organizations.
- Analysis of the performance of ministries and sectors against agreed targets is provided to Executive Committee of the National Economic Council, line ministries and other concerned parties whenever necessary.
- Wherever possible IMED seeks to explain why sector or ministry performance targets have not been met by careful analysis of programme outcomes. IMED provides this analysis to the relevant bodies so that they can improve their performance if necessary.⁵⁷

5.6.3. Strategic Goals and Objectives

The strategic goals of IMED have been developed through extensive consultation with internal and external stakeholders. Ten goals have been formulated through an extensive analysis of strategic strengths, weaknesses, opportunities and threats, taking into consideration of both internal capacity and the external environment. The goals are divided into three broad terms including five short-term goals for measurement and analysis to be accomplished by 2009, three medium-term goals for coordinating resource allocation and supporting policy making to be accomplished by 2011 and two long-term goals for communicating results to the public to be accomplished by 2013. Each goal is supported by specific objectives.

Five short-term goals are supported by twenty specific objectives (Table 5.4) having particular focus on building internal capacity to define project outcomes and impacts, to collect and verify information efficiently and, most importantly, to use this information as the basis of analysis. In this period the strategy is to set goals, analyze and measure the progress towards those goals that are foundations for RBM approach of M&E.

⁵⁷ *Op. cit.* IMED, Strategic Plan, 2008 to 2013, p. 2.

Table 5.4
Short-Term (July 2008 to June 2009) Goals and Objectives

Goals	Objectives
1. Ensure proper Design and Monitoring Frameworks (DMFs) are included in all Development Project Proformas (DPPs).	1. Guidelines issued to all executing agencies on formulation of DMF indicators by September 2008.
	2. Order issued to all executing agencies instructing that all DPPs must include DMFs with indicators to the standards specified in the guidelines by December 2008.
	3. Evaluation Wing in conjunction with each relevant sector has begun to review all new DMF indicators and give written feedback by January 2009.
	4. Order issued requiring IMED to sign off on DMF indicators before DPP can be processed by June 2009.
2. Outline monitoring framework and evaluation framework for projects and programmes.	1. Current responsibilities for M&E systems and processes investigated and analyzed in detail by September 2008.
	2. Effective delineation of roles and responsibilities between executing agencies, line ministries, IMED, Planning Commission, Finance Division and Development Partners in the processes of M&E proposed by September 2008.
	3. Proposals Discussed and agreed with relevant stakeholders by December 2008.
3. Collect data on project inputs, outputs, outcomes and impacts according to DMFs.	1. IMED PMIS restructured to include quantitative and qualitative fields on project results as defined in DMF by June 2009.
	2. IMED PMIS integrated with ADP Database and ERD information on foreign aid by June 2009.
	3. Project progress Information to be sent by RHD, LGED, REB and BWDB in electronic form to IMED by June 2009.
	4. National budget codes for all project components included on all relevant IMED forms by June 2009.
4. Verify project information supplied by executing agencies.	1. Annual plan for selected output to outcome reviews completed each year by June with first plan in place by June 2009.
	2. Guidelines for project output to outcome reviews designed by September 2008 and in use from October 2008.
	3. Guidelines for project impact evaluations designed by September 2008 and in use from October 2008.
	4. Quality assurance system for in-house and outsourced reviews and evaluations in place by June 2009.
5. Produce analytical reports to NEC, ECNEC and ministries.	1. Project rating system, based on performance that will allow ranking of projects and aggregation of project performance to an overall portfolio performance for any sector or ministry developed by June 2009.
	2. Sector/Ministry Project Portfolio Performance Reports submitted to ministries by June 2009 and every year thereafter.
	3. Analysis of ADP and revenue contribution to NSAPR submitted to ECNEC by June 2009 and every year thereafter.
	4. Public information on performance of 20 high priority ADP projects included on IMED Web site by June 2009.
	5. Incorporate other national level data sets from BBS in IMED PMIS by June 2009.

Source: IMED Strategic Plan, 2008 to 2013, pp. 4-5.

Three medium-term goals are supported by nine specific objectives (Table 5.5) having particular focus on coordination of resource allocation and support policy making using organizational capacity in measurement and analysis. In the medium-term progress IMED should have established enough integrity to coordinate the formation of a national set of performance indicators that are taken into consideration of Medium-Term Budget Framework (MTBF), National Strategy for Accelerated Poverty Reduction (NSAPR) and ADP. This approved set of national indicators represent the fundamental step towards RBM. Simultaneously IMED will continue to build more advanced skills in larger scale evaluation.

Table 5.5
Medium-Term (July 2009 to June 2011) Goals and Objectives

Goals	Objectives
6. Participate in the formulation and review of MTBF targets, ADP sector plan indicators, NSAPR monitoring indicators (Ensure that all are consistent).	1. Report to Minister for Finance and Planning on consolidated national public performance (results based) management system Prepare by June 2010.
	2. Facilitate tripartite meeting between Finance Division, Planning Commission and IMED to agree common performance (results based) management system by July 2010.
	3. Present national public sector performance (results based) management system to Cabinet (or appropriate authority) for endorsement by December 2010.
7. Prepare and implement evaluations strategy for programmes and sectors/ministries.	1. Technical assistance to IMED from Development Partners for capacity building on project, programme and sector evaluation started by July 2009.
	2. Consultative Committee on public sector evaluation formed by September 2009.
	3. First annual evaluation plan prepared with support of Consultative Committee and endorsed by Minister for Finance and Planning by June 2010.
	4. Results of annual evaluation published by June 2011.
8. Provide public sector investment performance reports.	1. Report to Secretaries on results of public sector investment by ministry/sector prepared by June 2011.
	2. Report to Parliament on public sector performance and results prepared by June 2011.

Source: IMED Strategic Plan, 2008 to 2013, p. 5.

In the long-term, two goals are supported by five specific objectives (Table 5.6) having particular focus on communicating results to the public. At this stage IMED will respond to a greater public demand for information on public sector performance. IMED will play a key supporting role in providing information to the public in a

comprehensive and transparent manner to hold government accountable to the citizen for their performance.

Table 5.6
Long-Term (July 2011 to June 2013) Goals and Objectives

Goals	Objectives
9. Policy on public performance (results based) management implemented by June 2013.	1. All relevant public policies on public information reviewed by December 2011.
	2. Draft of act on public performance improvement reporting and accountability agreed by June 2012.
10. Formulation of communications strategy on public sector results (to media, public, and development partners).	1. Briefings and public addresses for Prime Minister/Ministers prepared from January 2012.
	2. Information on public sector performance provided to public through mass media from July 2012.
	3. Partnership with civil society to discuss and report on perceptions of public sector performance formalized by December 2012.

Source: IMED Strategic Plan, 2008 to 2013, p. 6.

5.6.4. Organizational Change Management

In the Strategic Plan, the IMED has incorporated some significant changes to improve the project implementation results and develop a rationale for why the changes are necessary and how it will improve the procedure and benefits of monitoring and evaluation. Organizational Change Management (hereinafter OCM) will be required in IMED to implement this task. Because, OCM is the management of communication and feedback about any significant change in an organization and addresses resistance to change, stakeholder uncertainty or anxiety and possible negative impact of change on the various stakeholders. The IMED stakeholders are the Secretary, Chief, Director Generals, other IMED officers, PDs, ECNEC, NEC, EAs, ministries, and others who will have a vested interest and will be impacted by any changes in IMED procedures.⁵⁸ The changed structural and human resource issues are:

5.6.4.1. A Field Presence for IMED

The IMED needs field office to improve the M&E capability. It will increase the ability to verify information provided by project directors quickly; build up a closer advisory relationship with project directors and contribute more time to monitoring

⁵⁸ *Op. cit.* IMED, Strategic Plan, 2008 to 2013, p. 7.

and evaluating key projects. Considering this advantage the IMED has proposed in the Strategic Plan for having field offices that would be located in each of the Divisions and would be headed by a DG with support from two Directors and five Deputy/Assistant Directors with logistics.

5.6.4.2. Reorganizing the Evaluation Function

The Strategic Plan has given a greater emphasis on evaluation research. Initially emphasis was given on project outcome and impact evaluation but later it has focused on complex programme evaluation. It indicates that there is necessity to have a specialized research unit in IMED. Though IMED has an evaluation sector but it carries out formative project evaluation and impact evaluation. It would not carry out additional responsibilities assigned by the Strategic Plan. Therefore, the capacity of the Evaluation sector will need to be reorganized for further strengthening.

5.6.4.3. Human Resource Issues

Training and Development: The IMED needs capacity building and training. A Capacity Building and Training Plan has been executed for IMED officers through RBME Project. But, due to new appointment, promotion and transfer of officers such training will need to be delivered on a periodic basis so that everybody who is getting appointments to IMED has required skill.

Secondment of professionals to IMED: The IMED needs a few professionals seconded to suggest specific advice in key sectors and skills. The list may include civil engineers, accounts and audit specialists, RBM specialists and other specific field specialists to advise on evaluation research and statistical methods. IMED would benefit from the expertise of such professionals selected from specific government departments, academic institutions or the private sectors.

Rewards and Incentives: Rewards and incentives should be introduced for outstanding performance. Rewards could include recommendations for training, prizes and other forms of recognition and appreciation.

5.6.5. Implementation of the IMED Strategic Plan

The IMED Strategic Plan has already been approved in August 2008 by the then Finance and Planning Advisor. The objectives under each of the strategic goals are specific enough to represent a means of monitoring progress of implementation from July 2008 to June 2013. At the end the changes implied by the IMED Strategic Plan will have impact on all sectors, all ministries, all executive agencies and all geographic regions of Bangladesh. A pilot approach would be less risky and more manageable. Therefore, in the early stages of implementation some of the short-term objectives were started of the IMED Strategic Plan to be implemented on pilot basis. These pilot initiatives included development of M&E frameworks for two sectors (Primary and Mass Education from social sector and Local Government from infrastructure sector) and the drafting of the ministry portfolio reports for these sectors. M&E frameworks have already been developed for these two sectors. Besides, MIS has already been established in IMED but the electronic linkage between the executing agencies would be established with just four agencies initially. But, it depends on the progress of related projects, the UNDP funded ASICT project and the Public Procurement Reform Project-II. Finally, the importance of field presence for IMED will be further reviewed and if it is found viable for IMED only then one or two would be established on a pilot basis rather than one in each Division.⁵⁹

⁵⁹ *Op. cit.* IMED, Strategic Plan, 2008 to 2013, p. 9.

5.7. Increase of Transparency and Accountability in IMED

Transparency and accountability in development project management is an integral part. Accountability in development project management may refer to the compulsion to act according to clearly defined responsibilities, roles and performance expectations, often with respect to the careful use of resources. For monitors and evaluators, it means the responsibility to provide accurate, fair and credible monitoring reports and performance assessments. In the implementation of public sector development projects the outcomes and impacts will be demonstrated that work has been conducted in compliance with agreed rules and standards, if there is existence of transparency and accountability. This may require a careful, legally justifiable, demonstration that the work is dependable with the agreement.⁶⁰

The outcomes of SPPP, RBME and PPRP projects in IMED are the integral parts of the process of increasing transparency and accountability in IMED. But the enhancement of the organizational capacity of IMED is yet to be completed. The increase of higher degree of transparency and accountability in IMED is dependent on the successful implementation of the IMED Strategic Plan. If the IMED Strategic Plan will be successfully implemented then there would be a certain increase of transparency and accountability in IMED, which will increase the organizational capacity of IMED to a satisfactory level.⁶¹

⁶⁰ *Op. cit.* DAC Glossary of Key Terms in Evaluation and Results-Based Management, p. 15.

⁶¹ *Op. cit.* Final Report of the RBME Project, p. 4.

4.8. Conclusion

Application of RBM approach in the public sector projects in Bangladesh is mostly dependent on the strengthening of the organizational capacity of IMED. Realizing the urgency of strengthening the organizational capacity of IMED, six projects have already been implemented and implementation of one project is going on. In addition, IMED strategic plan has been developed through RBME project and formulate a design for follow up project to RBME which is entitled RBME-2.

But implementation of the IMED Strategic Plan is not going on smoothly. The achievement of the ten targeted goals and supporting objectives in the IMED Strategic Plan will not be implemented by June 2013. The RBME project director suggests that follow up project to RBME is necessary for achieving the goals and objectives of the IMED strategic Plan. The IMED Strategic Plan has been implementing since July 2008 and already passed more than four and half years, but the follow up project to RBME is yet to be taken up.

Therefore, the strengthening process of the organizational capacity of IMED has not yet been completed. The organizational capacity of IMED is increasing gradually. Hopefully, the follow up project to RBME will be undertaken soon to achieve goals and objectives of the IMED Strategic Plan. Implementation of IMED Strategic Plan and RBME-2 project will contribute significantly towards achieving satisfactory level of improvement in the organizational capacity of IMED.

Chapter VI

Adoption of RBM Approach: A Focus on Increased Organizational Capacity of Executing Agencies

6.1. Introduction

6.2. Improvement of the Project Preparation Capacity of EAs

6.3. Improvement of the Project Implementation Capacity of EAs

6.4. Human Resource Capacity Development in EAs

6.5. Development of IMED Strategic Plan

6.6. Increase of Transparency and Accountability in EAs

6.7. Conclusion

Chapter VI

Adoption of RBM Approach: A Focus on Increased Organizational Capacity of Executing Agencies

6.1. Introduction

One of the most difficult problems that the GoB is confronted with is the efficient implementation of public sector development projects. Most of the projects suffer unwarranted delays. Poor project preparation is one of the prominent causes of delays in project implementation. Apart from this inadequate project management expertise, complex bureaucratic decision making processes, lack of adequate transparency and accountability have been also contributed a lot to the slowdown of project implementation. Project implementation is also hampered by the poor system of appointment of key project personnel, procurement and disbursement procedures.¹ The Executing Agencies under each Line Ministry are mainly responsible for project preparation and project implementation in a project implementation cycle. Thus, to fulfillment the basic requirements of RBM approach, it is necessary to improve the organizational capacity of EAs. Taking into consideration this reality, the GoB undertook initiatives for improving organizational capacity of EAs through implementation of various development projects.

In this chapter, an attempt is made to assess the extent of improvement that has been made in the organizational capacity of EAs through government initiatives. The key objective of this chapter is to assess the level of strengthening project preparation and implementation capacity of EAs. The contents of six implemented projects;² and

¹ *Final Report of the Consultant Team to Strengthening Project Portfolio Performance*, Gilroy Coleman, Team Leader (Dhaka: Government of Bangladesh and the Asian Development Bank, June 2004), p. 6.

² The implemented projects are—(i) “Strengthening Project Portfolio Performance (SPPP)” financed by Asian Development Bank (ADB) and implemented by IMED from December 1999 to August 2006; (ii) “Public Procurement Reform Project (PPRP)” financed by International Development Association (IDA) and implemented by IMED from February 2002 to December 2006; (iii) “Strengthening Result Based Management Capability of IMED and FAPAD in the Monitoring and Evaluation of the Projects (RBME)” financed by ADB and implemented by IMED from July 2007 to December 2009; (iv) “Support to ICT Task Force Programme (SICT)” financed by GoB and implemented by Planning Division from July 2002 to June 2011; (v) “Integration of Population and

one on-going project have been analyzed carefully through application of different indicators.³ These indicators are improvement of the project preparation capacity of EAs, revision of project document formats, revision of project document approval system, revision of project preparation guidelines, involvement of the project directors in project preparation, improvement of project implementation capacity of EAs, improvement of the system for appointing key project personnel, delegation of administrative power to PDs, delegation of financial power to PDs, improvement of reporting quality of PDs, development of sector performance report formats, improvement of procurement procedure, human resources capacity development in EAs and increase of transparency and accountability in EAs. Discussion in this chapter has been made on the basis of the outputs of six implemented projects and one on-going project:

6.2. Improvement of the Project Preparation Capacity of EAs

Project preparation is the most important aspect of development planning. Identifying national development objectives, selecting priority areas for investment, and mobilizing resources are also important. But in most development activities, emphasis is given on careful project preparation to ensure efficient use of capital and to increase the chances of implementation according to the schedule. Unless projects are carefully prepared in substantial detail, implementation processes will not smooth and efficient. As a result wasteful expenditure is almost sure which a tragic loss for the country.⁴

Quality of a project is determined from the design stage through setting objectives, selection of indicators, assumptions and risks assessments, identification of staffing needs, implementation schedule, procurement plan, financing arrangement

Gender into National and Sectoral Planning (IPGNP)” financed by United Nations Population Fund (UNFPA) and implemented by Socio-Economic Infrastructure Division of Planning Commission started from January 2006 to December 2011; and (vi) “Assistance to SICT for Strengthening Planning Division, ERD and IMED through ICT (ASICT)” financed by United Nations Development Programme (UNDP) and implemented by Planning Division from January 2005 to June 2012.

³ The on-going project is—“Public Procurement Reform Project II (PPRP II)” financed by IDA implementing by IMED started from July 2007 and due to be end in June 2013.

⁴ *Report of the Consultant Team to Strengthening Project Portfolio Performance: Streamlining GoB Approval Process of Projects*, Gerard Delhaye, Team Leader (Dhaka: Government of Bangladesh and the Asian Development Bank, March 2003), p. 3.

and audit recruitments. In most of the cases Project Directors are neither involved nor deputed during the preparation of the project. It is one of the major causes that is responsible for poor project preparation. Sketchy project document formats, weak guidelines for project preparation, complex and lengthy processes for project approval, inadequate training of EAs officials for project preparation are also liable for poor project preparation. Poor project preparation not only delays the implementation schedule; but it also impedes the achievement of project objectives. GoB's initiatives in this regard have made some sort of improvement in the project preparation capacity of EAs. Following is the discussion of the level of improvement that has been made in the capacity of EAs as a result of government's initiatives:

6.2.1. Revision of Project Document Formats

There were two major documents for preparation and approval of development projects. These were Project Concept Paper and Project Proforma. The PCP was introduced around 1990 with the objective of utilizing this document as a tool to accelerate the process of project preparation and approval. The PCP that contained 17 items in vertical order was a very vague document and the supplied information was not sufficient to appraise a project properly. Naturally the Planning Commission asked for elaborate information about detailed cost estimates, list of equipment, manpower requirement etc. and consequently long delays occur in the preparation of PCP. Therefore, the objective of using the PCP as a tool to accelerate project preparation did not materialize.⁵

According to the approved PCP, the sponsoring EA prepared a PP giving details of components and other analysis as well as project implementation plans. The PP attaches importance to certain areas like modular approach to project planning and implementation, effect of the project on environment, contribution project towards realization of objectives, requirement of land area for the project, project designing, logical framework approach, management and control system in order to help the project analyst and decision makers to have an insight into the decision problems as

⁵ *Op. cit.* Streamlining GoB Approval Process of Projects, pp. 8-9.

well as to appraise the project properly for correct investment decision making. The PP consisted of seven parts such as project digest, project description, investment cost, financing of the project, project implementation, operation of the project and cost benefit analysis with 58 columns. It also contained nine tables on operating costs, Net Present Value (NPV), Internal Rate of Return (IRR), benefit/cost ratio etc. and seven annex which were complicated and time consuming.⁶ Under this circumstance, in order to simplify the work procedure GoB took initiatives under SPPP project to streamlining the project document formats.

The SPPP consultant team conducted interview of Project Directors of ADB assisted projects as well as many Deputy Chiefs of the Planning Commission for identifying the weaknesses of PCP and PP formats. They also discussed with the officials of four Ministries and four Executing Agencies.⁷ After a series of discussion the consultant team identifying major weaknesses came up with a conclusion that the prepared PCP was very brief and vague that did not provide enough information for proper appraisal while the PP was overly detailed, fairly complex and had a complicated format that required considerable time energy to fill in and compute. Besides, the PCP format was in Bangla and PP format was in English Thus, preparation of PP required translation of the PCP that causes delay in preparation of project documents.⁸

To ensure the quality of project preparation, in March 2003 the SPPP consultant team recommended that PCP and PP should be integrated into one new document and its content should be more relevant to the current social, economic and environmental conditions. The structure and format of the new document will be simplified one. The SPPP consultant team also submitted a simplified format for integrated new project document.⁹

⁶ *Op. cit.* Streamlining GoB Approval Process of Projects, pp. 9-11.

⁷ The Ministries and Executing Agencies were Ministry of Agriculture, Ministry of Communications, Ministry of Education, Ministry of Water Resources, Bangladesh Railway, Directorate of Secondary and Higher Education, Power Development Board (PDB) and Rural Electrification Board (REB).

⁸ *Op. cit.* Streamlining GoB Approval Process of Projects, p. 11.

⁹ *Ibid*, pp. 12-20

According to the recommendation of SPPP consultant team the Planning Division of Ministry of Planning approved a new integrated project document instead of PCP and PP. The name of the new integrated project document is Development Project Proforma/Proposal (DPP). DPP has been prepared for investment project. When an investment project receives foreign aid then it is called aided project. Before processing of DPP for aided projects it required processing of another project document which is called Preliminary Development Project Proforma/Proposal (PDPP). Besides, survey/study project has been taken when any survey for rationalization of an aided or investment project was required. The project document of survey/study project is called Proforma for Study/Survey Proposal (PSP). When revision of DPP is required, then the project document is called Revised Development Project Proforma/Proposal (RDPP). Apart from investment project there is another type of project which is called technical assistance project. The name of the technical assistance project document is Technical Assistance Project Proforma/Proposal. Briefly it was called TAPP. Later on, it has been renamed as TPP (Technical assistance Project Proforma/Proposal). When revision of TPP is required, then the project document is called Revised Technical assistance Project Proforma/Proposal (RTPP). Though the Planning Division approved the new integrated project document according to the recommendation of SPPP consultant team, it did not approve the new project document format. Instead of their format the Planning Division developed a revised format for DPP. They also developed separate formats for PDPP, PSP, RDPP, TPP and RTPP. The planning Division issued a circular directing all the concerned authorities for following the new formats while preparation of new project document on 1st November 2004.¹⁰

Most of the projects that are undertaken for meeting development needs of Bangladesh are investments projects. The revised format of DPP comprises of two parts having 29 components. Project summery that are presented in the part-A contains 13 components including project title, name of the executing agency,

¹⁰ Circular of the Government to Public Sector Development Project Preparation, Processing, Approval and Revision System, (In Bangla) Circular No. PD/NEC-ECNEC/ Cordination-2/PAP/2/2002(part-2)/252, Dated 01 November 2004, (Dhaka: NEC/ECNEC and coordination Wing, Planning Division, Ministry of Planning).

objectives of the project and estimated cost of the project. Project details are presented in the part-B that contains remaining 16 components. It also contains 8 tables on location wise cost breakdown, project management set up, procurement plan, year wise physical and financial target plan, detail annual phasing of cost and amortization schedule through 6 annex. The revised format of TPP also comprises of two parts having 23 components but it is different from DPP. In the part-A executive summary is presented by 16 components; while in the part-B project details are presented by the remaining 7 components. It also contains 8 annex. The other formats are comprises of only one part.¹¹ These revised formats are completely written in English. Therefore, introduction of DPP format for preparation of an investment project instead of PCP/PP format has reduced problems relating to unnecessary delays that will certainly improve the project preparation capacity of EAs.

6.2.2. Revision of Project Document Approval Processes

The system for approval of project documents was very inept and time consuming. The EAs under each Line Ministry were responsible for preparation of the PCP for new projects that were then submitted to the Line Ministry. The Ministerial Planning Wing was responsible for the evaluation of the projects. The projects were assessed in terms of whether or not they were required, duplication or overlap with other projects, resources availability, etc. After being clarified by the Line ministry, the PCP was submitted to concern Sector Division of Planning Commission for consideration and examination. But in most cases the PCP was a vague document and therefore, sectoral wings of the Planning Commission asked for more information and data for the purpose of evaluation/appraisal of the project before Pre-ECNEC/Inter Ministerial meeting that occurred long delays in the PCP approval process. The PCP was finally approved by the Planning Minister or by the ECNEC according to the recommendation of Pre-ECNEC/Inter Ministerial committee.¹²

¹¹ Circular of the Government to Public Sector Development Project Preparation, Processing, Approval and Revision System, (Revised), (In Bangla), Circular No. PD/NEC/Cordination-2/Paripatra/29/2007/48, Dated 29 May 2008, (Dhaka: NEC/ECNEC and coordination Wing, Planning Division, Ministry of Planning), pp. 23-89.

¹² *Op. cit.* Streamlining GoB Approval Process of Projects, pp.5- 14.

The sponsoring EA prepared a PP within 30 to 45 days after approval of the PCP and submitted it to the Line Ministry. The PP was evaluated and recommended by the Departmental Project Evaluation Committee chaired by the Secretary of the concerned Ministry for final approval. After the recommendation of DPEC a summary was presented to the Minister of the concern Ministry for final approval. Afterwards a copy of the approved PP and administrative order were circulated to the Planning Commission, IMED and other related Ministries/Divisions.¹³

The system of PCP and PP was introduced to accelerate project approval system. But in reality this two stage approval system did not accelerate the approval of development project. To overcoming such problem urgency was felt to streamline the system of project approval processes. Therefore, GoB took initiatives under SPPP project for streamlining the system of project approval processes. The SPPP consultant team discussed about the matter with the Project Directors, Deputy Chiefs and officials of the executing agencies as well as ministries. After several meetings with them the consultant team finally identified causes of delays in project approval processes. The major causes were existence of two distinct approval processes for all investment projects.

The consultant team identified 12 different stages broadly involved in the process of PCP and PP approval. These were:¹⁴

Stage 1: Preparation of PCP by the EA of the Sponsoring Ministry.

Stage 2: Consideration and clearance of PCP by the Sponsoring Ministry.

Stage 3: Discussion on PCP in the Pre ECNEC/Inter Ministerial meeting chaired by the concerned member of Planning Commission for recommendation. If PCP need not required recasting, then (i) PCP costing up to taka 10 crore was sent to the Minister of the Planning Ministry for approval; (ii) PCP costing more than taka 10 crore was sent to ECNEC wing for approval of ECNEC. If PCP required recasting then PCP was sent to sponsoring ministry for recasting.

Stage 4: Recasting of PCP by Sponsoring Ministry on the basis of decision of Pre ECNEC/Inter Ministerial meeting.

¹³ *Op. cit.* Streamlining GoB Approval Process of Projects, pp.5- 14.

¹⁴ *Ibid*, pp.5-6.

Stage 5: Submission of recast PCP by the Sponsoring Ministry to sector Division of Planning Commission for further processing.

Stage 6: Examination by the sector division of the Planning Commission and preparation of summary for consideration and approval of the Minister of the Ministry of Planning.

Stage 7: If recast PCP costing more than taka 10 crore then it was sent to ECNEC wing along with the summary for approval of ECNEC.

Stage 8: Consideration and approval of PCP by the ECNEC.

Stage 9: Preparation of PP by the Sponsoring EA/Ministry on the basis of approved PCP.

Stage 10: Evaluation and recommendation of DPEC for final approval of PP.

Stage 11: Approval of PP by the Minister concerned.

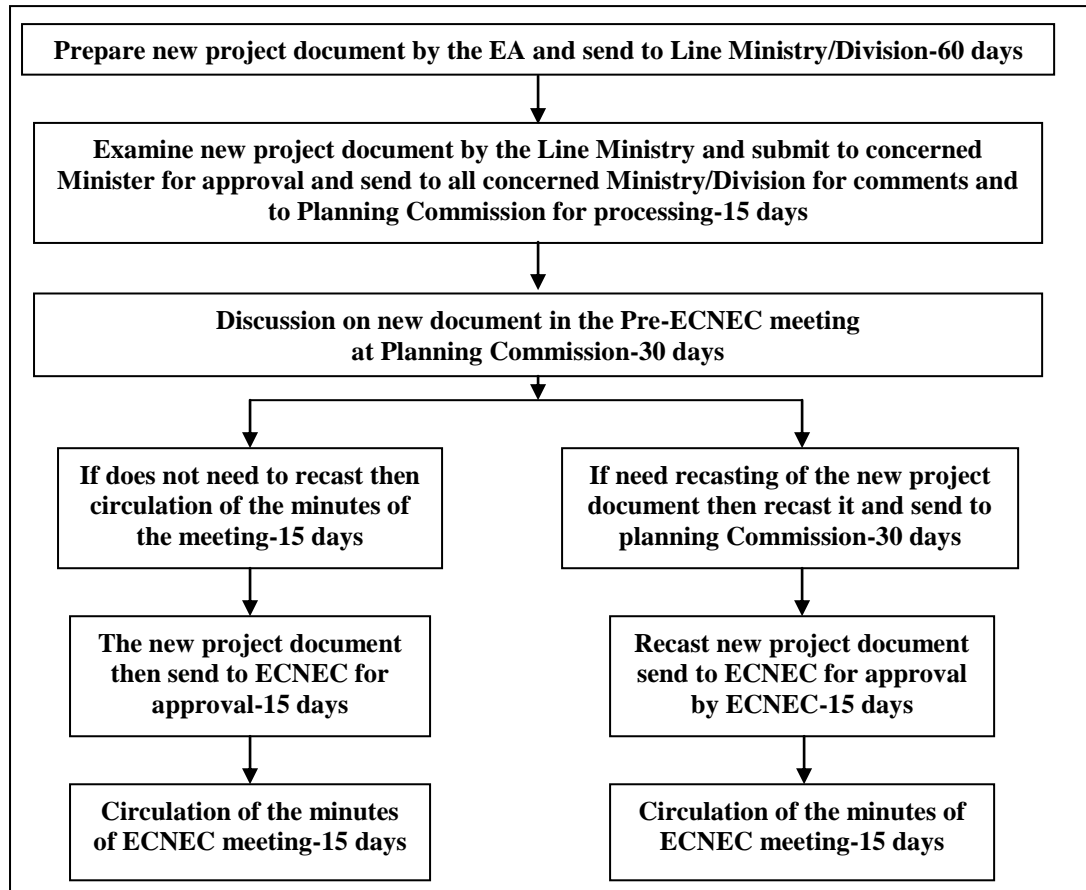
Stage 12: Circulation of a copy of approved PP along with administrative approval to all concerned by the Sponsoring Ministry.

The identified other causes for delaying project approval process were:

- a) The PCP was in Bangla and PP was in English. After approval of PCP, it required translation of it which delayed preparation of the PP.
- b) It took more time than expected when the Planning Commission sent back the PCP to the EA through the line Ministry for getting further information in order to take their final decision.

To accelerate the approval process of project document reduction of stages of approval process was required. It is mentioned earlier that PCP and PP was the major obstacle in the way of quality project preparation. Thus, it has been identified that the PCP and PP was also major causes of delaying project approval processes. Therefore, the consultant team recommended for an integrated new project document instead of PCP and PP not only for quality of project preparation but also to accelerate the approval processes of project documents. They also prescribed a simplified approval process of new project document (Chart 6.1) for investment project (development project) which will decrease the stages of approval process. According to this prescribed approval processes the new project document will require maximum 150 days for approval if the process does not require a recast. On the other hand, it needs a maximum of 165 days to complete the approval processes if the system requires a recasting.

Chart 6.1
Possible Procedure for New Project Document

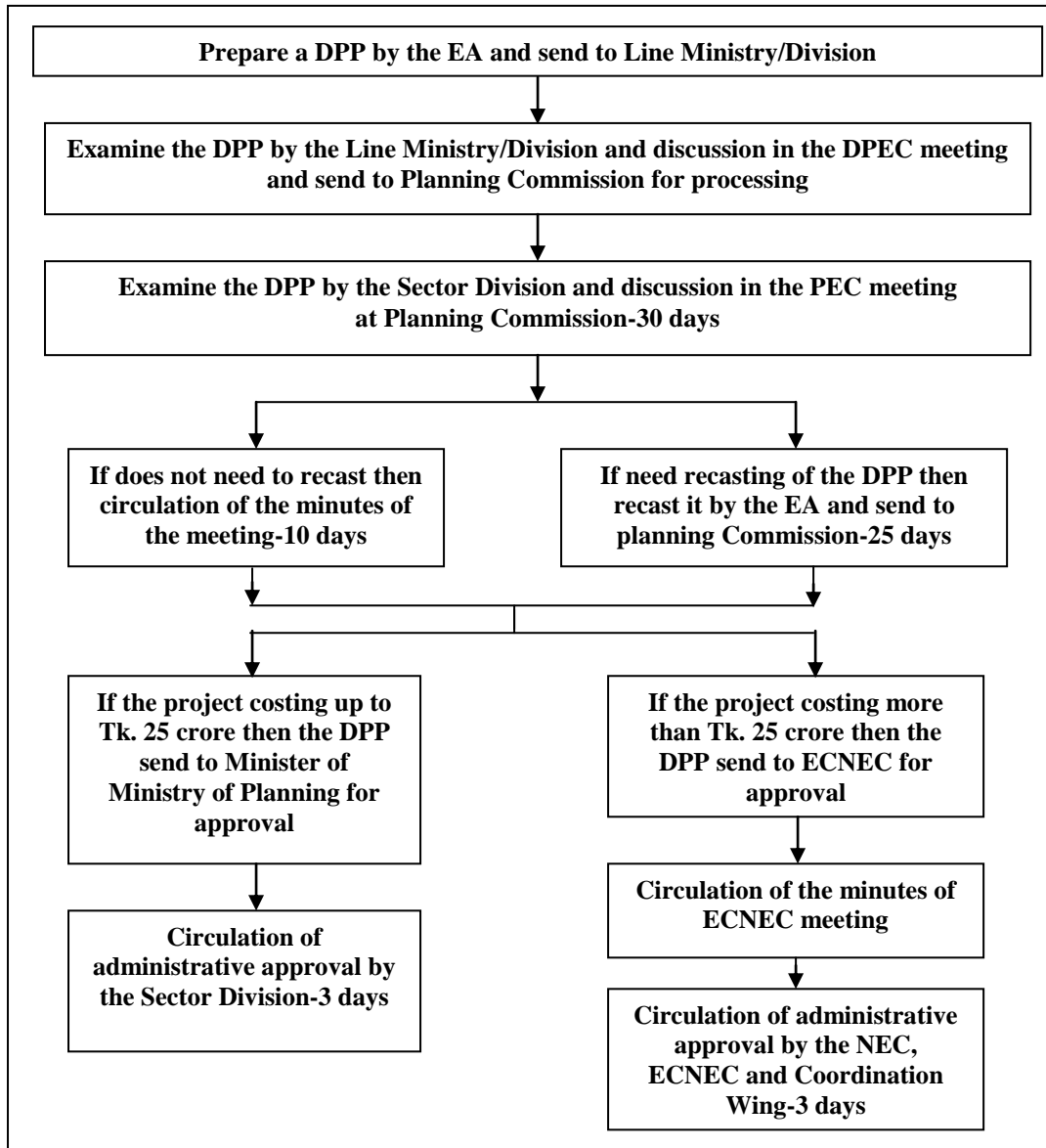


Source: Streamlining GoB Approval Process of Projects, p.21.

It is mentioned earlier that according to the recommendation of the consultant team the Planning Division of the Ministry of Planning approved a new integrated project document instead of PCP and PP formats. Therefore, two distinct approval processes were eliminated. The Planning Division after careful examination of the prescribed approval process of new project document (DPP) for investment project approved it with some modification. In the revised approval process no time limit has been imposed in the initial stage for sponsoring EA to prepare a project document and approval stage for approval of Planning Minister/ECNEC. Since there are diverse types of investment projects approval process is also little bit different. But the majority of the DPP of investment projects are approved following by a simplified approval process which is shown in chart 6.2.¹⁵

¹⁵ *Op. cit.* Project Preparation, Processing, Approval and Revision System (revised), pp.1-7.

Chart 6.2
Revised System for Approval of DPP



Source: Constructed from revised guidelines

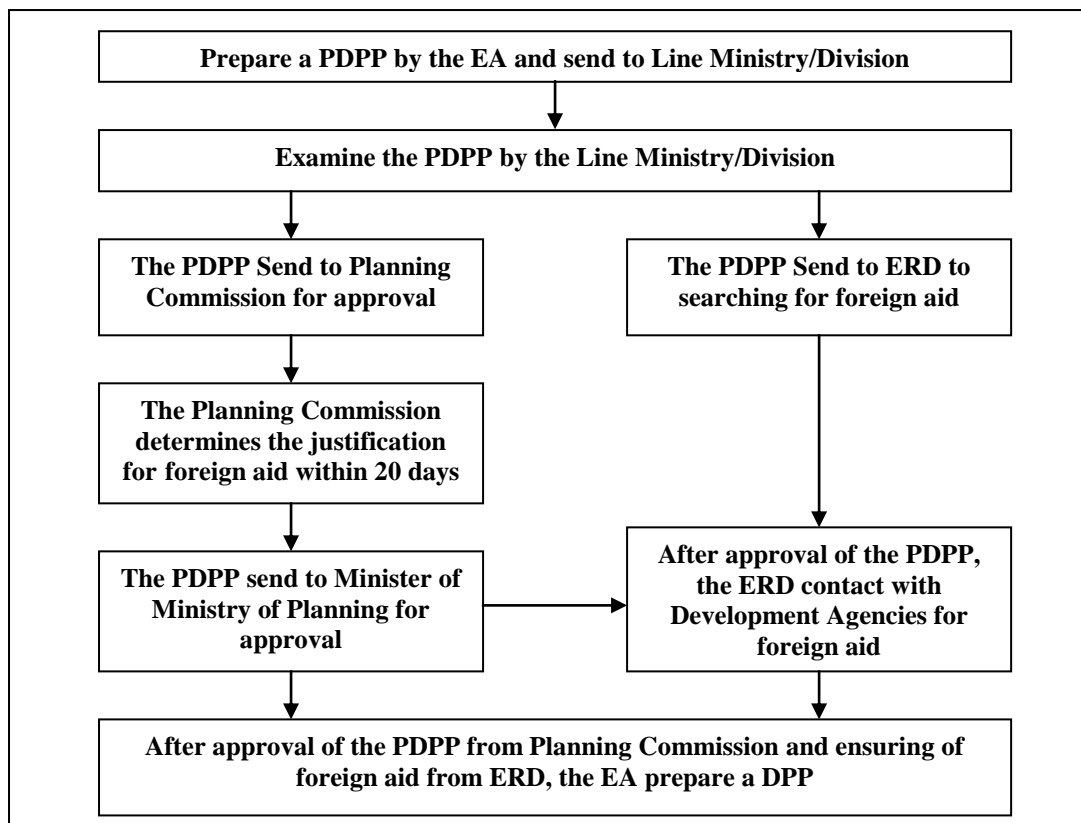
Some of the investment projects demand recruitment of fresh manpower at the implementation stage. In such cases the Line Ministry has to send the DPP to Finance Division for recommendation about manpower recruitment before it is being sent to Planning Commission for processing. The Finance Division usually sends their recommendation to Line Ministry within 15 days. If recommendation of the Finance Division does not require any recasting of the DPP, then the Line Ministry send it to Planning Commission for processing within 10 days. If any type of recasting of the

DPP is required it is done by the EA before it is sent to the Line Ministry. The Line Ministry after receiving the recast DPP sends it to Planning Commission for processing within 10 days. The next procedure is the same as it is mentioned in the above chart. Application of the new system has reduced the processing time than before. During the processing stage when justification about expenditure is needed the Planning Commission send the DPP to IMED for their comments. The IMED send their comment on the expenditure to the EA within 15days. According to the comments of IMED, the DPP is recast by the EA and send it to Planning Commission within 25 days.

The aided projects require approval of the PDPP. After completing the PDPP approval process (chart 6.3) the EA prepare a DPP for aided project.¹⁶ This DPP also require approve following the above mentioned DPP approval process.

Chart 6.3

Revised System for Approval of PDPP

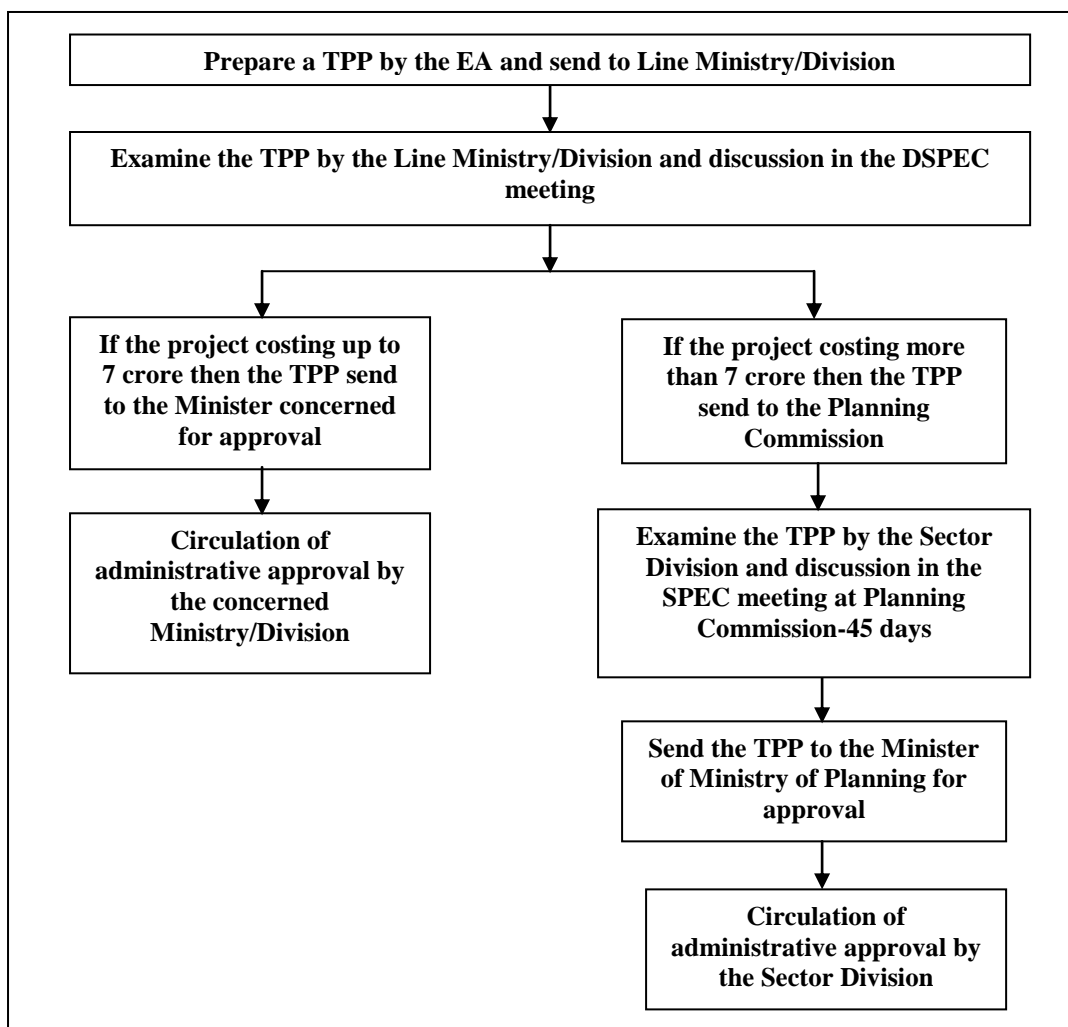


Source: Constructed from revised guidelines

¹⁶ *Op. cit.* Project Preparation, Processing, Approval and Revision System (revised), pp.8-9.

The approval process of technical assistance projects (chart 6.4) is comparatively easier than investment project. If total project cost (GoB fund and foreign aid together) does not exceed taka 7 crore, then the concerned Minister of the Ministry/Division can approve the TPP. If total project cost exceeds taka 7 crore, then the Minister of the Ministry of Planning can approve the TPP. It does not require approval of ECNEC.¹⁷

Chart 6.4
Revised System for Approval of TPP



Source: Constructed from revised guidelines

The revision of approval processes for all types of investment projects and technical assistance projects contribute to acceleration of the approval process of project

¹⁷ *Op. cit.* Project Preparation, Processing, Approval and Revision System (revised), p.13.

documents. The timeframe starts after a project document is prepared by the EAs which that offer them enough opportunity to prepare a quality project document. At the same time void of PCP/PP format has reduced the unnecessary delay during project approval. Therefore, revised approval process of project document seems to improve the project preparation capacity of EAs.

6.2.3. Revision of Project Preparation Guidelines

The project preparation guidelines are the most important aspect of quality project preparation. Introduction of the system of approval of an integrated project document instead of PCP and PP revision of the guidelines of project preparation has become obligatory for the Planning Commission. The guidelines for preparation of PCP/PP documentation prevented the scope for having flexibility that was needed to cope with emergencies relating to change in scope and restructuring of project in response to changing development priorities.¹⁸ Considering this issue the Planning Division remained cautious while preparing draft guidelines for project preparation. In October 2004 the planning Division approved the final draft for project preparation and issued a circular on 1st November 2004.¹⁹ After compiling the revised guidelines and approval processes the Planning Division published “Public Sector Development Project Preparation, Processing, Approval and Revision System” in November 2004. The revised project document formats have been included in the published booklet as annex.

Despite the Planning Division’s cautiousness the publication was done hurriedly that forced dropping up of some important issues while publication of the revised guidelines as a booklet. In November 2005 the Planning Division published an updated version where all important aspects were included.²⁰

¹⁸ *Op. cit.* Streamlining GoB Approval Process of Projects, p. 11.

¹⁹ *Op. cit.* Circular No. PD/NEC-ECNEC/ Cordination-2/PAP/2/2002(part-2)/252.

²⁰ Circular of the Government to Public Sector Development Project Preparation, Processing, Approval and Revision System, (Updated), (In Bangla) Circular No. PD/NEC-ECNEC/ Cordination-2/PAP/2/2002(part-4)/162, Dated 29 November 2005, (Dhaka: NEC/ECNEC and coordination Wing, Planning Division, Ministry of Planning).

But the EAs found some difficulties while preparing project documents since its inauguration. According to these guidelines some instructions were ambiguous. Thus, urgency was felt to clarify and explain many aspects. In the beginning of 2008 Planning Commission finally took initiatives to review the project preparation guidelines and completed the revision work within couple of months. Then the revised guidelines were circulated to all concerned authorities in May 2008;²¹ and subsequently the revised version of “Public Sector Development Project Preparation, Processing, Approval and Revision System” published.²² Since then these guidelines are being following till today.

The revised guidelines contain the instructions which must be followed while undertaking any investment project or technical assistance project by the EAs. The most important aspect of these instructions is to protect the national interest while considering any type of project. Moreover, emphasis was given on undertaking any type of investment projects having linkage with the goal of Poverty Reduction Strategy and Millennium Development Goals.²³ Therefore, the EAs remain cautious before undertaking any investment project. Before introduction of these guidelines many project documents submitted by the EAs were rejected on approval process at the ministerial planning wing or at the Planning Commission that ultimately turn into wastage of time, money and manpower.²⁴ The composition of the committees for examination and evaluation of project documents are also included in the “Public Sector Development Project Preparation, Processing, Approval and Revision System”. Departmental Project Evaluation Committee (DPEC) headed by the secretary of the line Ministry and Project Evaluation Committee (PEC) headed by the concerned Member of the Planning Commission are responsible for examination and evaluation of DPP in case of investment projects.²⁵ On the other hand, when it concerns technical assistance project Departmental Special Project Evaluation

²¹ *Op. cit.* Circular No. PD/NEC/ Cordination-2/Paripatra/29/2007/48,

²² *Op. cit.* Project Preparation, Processing, Approval and Revision System (revised).

²³ *Ibid*, P.1.

²⁴ *Op. cit.* Streamlining GoB Approval Process of Projects, p. 8.

²⁵ *Op. cit.* Project Preparation, Processing, Approval and Revision System (revised), pp.37-45.

Committee (DSPEC) headed by the secretary of the line Ministry and Special Project Evaluation Committee (SPEC) headed by the concerned Member of the Planning Commission remain responsible for examination and evaluation of TPP.²⁶ So the revised guidelines for project preparation have certainly improved the project preparation capacity of EAs.

Though the revised guidelines for project preparation have improved the project preparation capacity of EAs; still there are some drawbacks in the revised guidelines. Identified the gaps in guidelines the Planning Division undertook another review in 2011. The draft of the second revised guidelines for project preparation was submitted to the authority for final approval in December 2011. However, this time the authority remains more cautious for preparing a full proof guideline for project preparation. Therefore, the authority takes more time for final approval.²⁷ The second revised guidelines for project preparation will certainly improve the project preparation capacity of EAs.

6.2.4. Involvement of Project Directors in the Project Preparation

The Project Director's involvement in project preparation is insignificant since his/her appointment is made only after the approval of the project document. The appointed PD may be or may not be an official of the EAs who were involved in the project preparation. Though involvement of PD is considered desirable in preparation of projects but in most cases it is not possible for delayed appointment. This results in PD's lack of commitment and unfamiliarity with the project causing delay in project implementation. Whereas, quality of a project is determined from initial stage of the project preparation. If an appointed PD gets involved in the preparation of the project document, it will definitely improve the quality of project document including good design and implementation arrangements.²⁸

²⁶ *Op. cit.* Project Preparation, Processing, Approval and Revision System (revised), pp. 77-79.

²⁷ Planning Division: NEC, ECNEC and Coordination Wing.

²⁸ *Report of the Consultant Team to Strengthening Project Portfolio Performance: Selection and Retention of PDs and Delegation of Administrative and Financial Power*, Gerard Delhaye, Team Leader (Dhaka: Government of Bangladesh and the Asian Development Bank, March 2003), pp. 6-7.

This issue was rightly identified by the Consultant team of SPPP project. Accordingly they came up with a recommendation of making early appointment of the PD. They also recommended that a designated PD should be involved from the beginning of the preparation of project document as his involvement at the design stage of planning process will familiarize him with the project implementation arrangements. Designated PD should actively be involved in all project preparatory assignment including loan negotiations. The EA should shoulder the responsibility to ensure that the designated PD is officially appointed to the position after the approval of the project document.²⁹ But this recommendation has not yet been accepted either officially or unofficially. Therefore, absence of an appointed or designated PD from the initial stage of project preparation is hampering the process of preparing a quality project document.

6.3. Improvement of the Project Implementation Capacity of EAs

Project implementation refers to mobilization, utilization and control of resources and project operation where all the proper planned activities are put into action. It is the most difficult task in a project cycle. Often a smoothly run project gets damaged because of problems associated with the implementation stage. In order to attain project objectives effectively, project implementation must be done carefully and efficiently. If projects are not implemented in a smooth and competent way wasteful expenditure will cause capital loss for the nation.³⁰ But, unfortunately implementation process is one of the most vulnerable areas in Bangladesh. Over the last four decades development projects in Bangladesh have faced relentless implementation problems. Delay in project implementation is a common phenomenon. Contract awards and disbursements have generally lagged projections and most projects have suffered inordinate implementation delays. The system does not encourage project directors to take proactive actions to minimize the time taken at each stage of the process of awarding contracts. The main cause of the inefficiency of project implementation is selection of key project personnel including project directors. This poor selection of

²⁹ *Op. cit.* Streamlining GoB Approval Process of Projects, p. 12.

³⁰ *Ibid*, p. 3.

project personnel is mostly liable for other causes. Another major problem is procurement procedure.³¹

Therefore, the project implementation capacity of EAs needs to be strengthened in order to avoid delayed completion of projects and ineffective utilization of project expenditure. The implementation weaknesses arise out of complexities in internal procedures, slow decision making, inadequate infrastructure facilities and inadequate trained personnel in procurement procedures. To overcome this situation particular attention needs to be focused on the system of appointment of key project personnel, rules and procedures of procurement, recruitment of consultants, award of contract and identification of problems during project implementation.³² Considering these issues the government focused their initiatives on the selection of key project personnel, enhancement of procurement procedures, delegation of financial and administrative powers of project directors, improvement of reporting quality of project directors and capacity development of the EAs officials. These initiatives have brought some sort of impact on the improvement of the project implementation capacity of the EAs. Following section discusses different types of improvement that have been made in the project implementation capacity of the EAs.

6.3.1. Improvement of the System of Appointing Key Project Personnel

Effective and efficient project implementation is mostly dependent on adequate knowledge and experience regarding project objectives. Therefore, appointment of the PD and the key project personnel is one of the vital issues for project implementation. Unless it is tackled properly implementation of a project may hamper ruthlessly. The recruitment of project personnel is supposed to have three critical elements in it. These are: (i) The process should be fully transparent; (ii) It should start from the initial stage of the project; and (iii) It should be competitive and unbiased.³³

³¹ *Op. cit.* Strengthening Project Portfolio Performance, p. 6.

³² Implementation Monitoring and Evaluation Division (IMED): “Technical Assistance Project Proforma (TAPP) for Strengthening Project Portfolio Performance (SPPP)”, (Dhaka: Ministry of Planning, September 2002), pp. 3-4.

³³ *Op. cit.* Delegation of Administrative and Financial Power, p. 6.

But unfortunately the above three criteria are rarely followed by the EAs and the Ministries. As a result implementation of project could not be completed in time. The government has admitted that it is happening due to lack of effective management since March 2000.³⁴ Therefore, government took initiatives to solve this problem through implementation of the SPPP project. The SPPP consultant team conducted interviews with many project directors and other officials on this issue. They also organized a workshop in this context to draw opinion of officials from different corners on 04 November 2002. PDs and other officials expressed their opinion free and frankly about this point. The consultant team made detailed analysis about the weaknesses of the system of appointment of PDs and key project officials in their report.³⁵ Key weaknesses of the system of appointment as identified by the consultant team as follows:

1. The EAs and Ministries seldom follow the circular regarding recruitment of project director and related personnel in the development projects (circular no PD/NEC/6/99/9 dated 22 March 2000) while appointing PDs and other key project personnel.
2. Selection and appointment of PDs often take place according to informal system based on patronage, personal liking or external pressure rather than their relative suitability instead of on the basis of the government circular. In other word PDs are selected and appointed not on the basis of their experience or merit but on the basis of their connections, lobbies, liking or disliking by the higher authority and their political leanings etc., which create problems in project implementation.
3. PD and key project personnel are usually appointed after approval of project document. Delay in appointment of PD and other key project personnel result in non-involvement of PD's at the beginning of the project cycle during the

³⁴ Circular of the Government to Recruitment of Project Director and Related Personnel in the Development Projects, Circular No. PD/NEC/6/99/9, Dated 22 March 2000, (Dhaka: NEC/ECNEC and coordination Wing, Planning Division, Ministry of Planning).

³⁵ *Op. cit.* Delegation of Administrative and Financial Power, pp. 6-9.

project design and preparation processes. Therefore, they suffer from lack of inner knowledge about project concept and preparation of project document. Even there exists a gap in their knowledge about the logic behind selection of some component of the project document.

4. There are many examples where an official has been designated as PD for more than one large project which is also a violation of the aforesaid circular.
5. In some cases government officials are given additional duties as PD but they are not provided with a reasonable amount of time for the project implementation works outside their normal workload.
6. In most cases the PDs do not stay in the project for long. Frequent transfer of PDs has emerged as a burning problem that hampers the project implementation efforts. Sometimes it happens due to retirement of the PDs. Moreover other key project personnel are also changed frequently.
7. Training provided to PDs and the key project personnel become useless when they are transferred or retired soon after training programme.
8. In some cases the PD and the Deputy Project Director (DPD) both do not have adequate knowledge and experience of implementation of development of projects or the knowledge and experience of procedure of development partners.

In the above analysis it has been found that one of the major problems is the tendency of disregarding the government circular on appointment of PDs and key project personnel. But at the same time the existing circular was not adequate to select the most competent official as PD. Therefore, a review of the existing circular was necessary for its improvement. The consultant team prescribed many recommendations for improvement of the system for appointing PD and key project personnel.³⁶ The summary of the recommendations are given below:

³⁶ *Op. cit.* Delegation of Administrative and Financial Power, pp. 7-9.

1. Existing terms and conditions and compensation structure for appointment of PD and other key project personnel should be reviewed and a new guideline should be formulated to attract experienced candidates. Government may consider hiring of PDs on contract basis for implementation of large projects.
2. The selection of the PD and key project personnel should be carried out by the EAs with approval of the Line Ministry and using criteria, such as age, qualifications, grade experience, project management and project experience, retirement date, etc. which should be specified. In an aided project the criteria should be specified and agreed with the Development Partners during negotiation for foreign aid.
3. In order to introduce some transparency into the selection process of PDs, the established criteria and GoB rules for appointing PDs must be strictly followed in every case by the EA/sponsoring ministry.
4. The selection and appointment process on the basis of connections, lobbies, liking or disliking by the higher authority and political leaning should be discontinued.
5. The procedure of transfer/posting on the basis of the relations of higher authority should be set out and followed to discourage maintenance of extra-official relationship by the project personnel with the ministries higher authority.
6. The tenure of PD, who will be appointed for a large project, on a full time basis would be fixed before the appointment and the hiring/selection process would be made competitive and the salary compensation structure would be market based.
7. Once appointed the PD and key project personnel would normally be kept for the life of the project. The provision would be broadly agreed at the time of appointment and vigorously followed afterwards.
8. For continuity of service of existing project personnel the posts could be upgraded for accommodating the incumbents in their present posts after

promotion and a provision could be made in the project document in this respect.

9. Government may consider creation of a separate Project Management Cadre in future to manage development projects of all ministries and agencies. PDs and key project personnel might be drawn from this proposed cadre for successful implementation of projects.

But the Planning Division did not take any action on the submitted recommendations until 2009 though the report was submitted in March 2003. After a long interval the Planning Division took initiative to review the existing circular (circular no PD/NEC/6/99/9 dated 22 March 2000) in 2009. The issue was discussed in various meeting of the NEC and the ECNEC and a number of decisions were adopted. After careful consideration the Planning Division issued a revised circular regarding recruitment of competent and experienced Project Director for investment projects on 08 November 2009 to ensure proper implementation of projects.³⁷ According to this revised circular the key instructions that were given are as follows:

1. A full time competent and experienced PD shall be appointed for an investment project costing Taka 50 (Fifty) crore or more. But in the special case, a full time PD may be appointed for an investment project costing less than Taka 50 (Fifty) crore and a part time PD may be appointed for an investment project costing Taka 50 (Fifty) crore or more. In that case the recommendation of a committee headed by concerned Member of the Planning Commission and approval of the Minister of the Ministry of Planning will be required.
2. The official who will be appointed as PD shall have training on procurement procedure and project management. Besides the official who has 3 (Three) years experience on project preparation, processing and project

³⁷ Circular of the Government to Instruction Relating to Recruitment of Competent and Experienced Project Director for Investment Projects, Circular No. PD/NEC-3/2007-2008/259, Dated 08 November 2009, (In Bangla), (Dhaka: NEC/ECNEC and Coordination Wing, Planning Division, Ministry of Planning).

implementation (Not below the rank of Deputy Secretary/Deputy Chief) shall be appointed as PD.

3. The official who will be retired within 6 (Six) months after completion of project shall not be appointed as PD.
4. Unless it is extremely necessary, transfer of trained and experienced project personnel and PD should be avoided. But this rule is not applicable on promoted or penalized officials. When a PD has been given promotion an attempt should be taken to retain him in the same post with all facilities attached to promotion till completion of the project.
5. An official shall not be appointed as PD for more than one project. But it will be relaxed on special case that will require recommendation of a committee headed by concerned Member of the Planning Commission and approval of the Minister of the Ministry of Planning.
6. In the project implementation, unsuccessful PD shall not be appointed as PD next time, while successful PD should be given incentive.
7. Wherever applicable, salary/remuneration for full time/part time PD should be allocated in the DPP of a project.

According to this circular it is apparent that most of the recommendation of the consultant team of the SPPP project has been accommodated. Thus, the system for appointing key project personnel has been improved. But the problem remains in the government agencies that frequent violation of government circular while appointing PDs and other project personnel. Therefore, it is not functioning effectively to accelerate the implementation of projects as well as smooth and efficient implementation of projects.

6.3.2. Delegation of Administrative Power to PDs

The PDs require exercising some administrative power to ensure smooth and speedy implementation of development projects. Therefore, the government delegated some administrative powers to the PDs expecting that they would take advantage of the delegation of administrative powers while implementation of the development projects. But unfortunately in many cases the PDs could not exercise this power due to undue interference from the higher authorities causing problems in implementation. In some cases PDs do not exercise their administrative powers simply because of lack of clarity in the delegated power. In some cases the PDs are not delegated enough autonomy and adequate administrative power.³⁸ Unless adequate administrative powers are not delegated to the PDs, they could not be implementing the project effectively.

The PDs exercise their administrative power according to the project document. Therefore, adequate administrative power should be delegated while preparation of a project document. PD's should be authorized to recruit project personnel in terms of project documents and unless there is any deviation from set rules, the head of the respective EA should be allowed to endorse it. Project staff should be made accountable to the PD. The PD should not be restricted to have communications/meetings with line Ministries, government agencies, and the donor/lender regarding his project, when need arises, keeping his immediate superior informed. Though most of the PDs are authorized to recruit project staff (2nd class gazetted and below) for the investment projects according to the provision of DPP but due to undue interference from the ministries it is delayed in many cases that affect project implementation negatively.³⁹ Undue interference from the higher authority should be stopped, otherwise implementation of projects could not be completed in due time and achieving the project objectives would also be hampered.

³⁸ *Op. cit.* Delegation of Administrative and Financial Power, pp. 6-9.

³⁹ *Ibid.* p. 9.

6.3.3. Delegation of Financial Power to PDs

Financial power is one of the key issues to implement a public sector project. Without financial power the PDs could not expedite implementation process of the development projects. Considering this issue the government delegated some financial power to the PDs on April 1994 and issued an office memorandum.⁴⁰ But the delegated power was not adequate to speed up the implementation of project. In order to accelerate implementation of development projects the government reviewed the existing delegation of financial powers on February 2000 and issued an office memorandum.⁴¹ But the problem lies in the fact that PDs rarely use this power. Financial power given to the PDs is often not executed simply because of lack of clarity in the delegated power and confusion over accountability. The PDs forward proposals to the higher authorities when it is not necessary and the higher authority accepts the arrangement. Some PDs control vast areas which would necessitate re-delegation of power to their subordinates. The above mentioned office memorandum states: *“Should the Ministries/Divisions/Head of Departments/Project Directors consider it expedient, they may delegate further their financial powers to the authorities/officers subordinate to them under intimation to the Finance Division”*. But in many cases the PDs fail to do so.⁴² Therefore, in many cases the PDs are themselves responsible for delaying the implementation of projects. In case of autonomous bodies, the Board has sufficient authority but that is not generally re-delegated to the PDs.⁴³

To overcome such problem training should be provided to the PDs regarding delegation of financial powers or the official who will be appointed as PD shall have

⁴⁰ Office Memorandum of the Government to Delegation of Financial Powers to the Ministries /Divisions/Head of the Departments/Project Directors for Execution of Development Projects, O.M. No. MF/FD/D.R.S./94/339, Dated 12 April 1994, (Dhaka: Development Wing, Finance Division, Ministry of Finance).

⁴¹ Office Memorandum of the Government to Revision of Delegation of Financial Powers to the Ministries /Divisions/Head of the Departments/Project Directors for Execution of Development Projects, O.M. No. MF/FD/D.R.S./3/96/267, Dated 22 February 2000, (Dhaka: Development Wing, Finance Division, Ministry of Finance).

⁴² *Op. cit.* Delegation of Administrative and Financial Power, p. 10.

⁴³ *Ibid.*

training on delegation of financial power. The PDs should be made responsible for taking decisions within the power delegated to them. The higher Authorities, EAs and sponsoring Ministries should encourage the PDs to exercise powers already delegated to them by the government through issuing appreciation letter for better performance. The higher authority should return the proposal to the PDs which is unnecessarily sent to them. The Board of autonomous bodies should re-delegate financial powers to the PDs to smoothen project implementation process. In addition the consultant team recommended that these delegated powers should be reviewed after every two years or so by the government to accommodate price escalation and other changing circumstances.⁴⁴

According to the recommendation of the consultant team the Finance Division thoroughly reviewed the delegation of financial powers of the different authorities which was circulated in the form of a booklet in 2004.⁴⁵ Later on, the Finance Division partially reviewed the delegation of financial powers to accommodate the price escalation twice in 2008,⁴⁶ and 2011⁴⁷. Therefore, the PDs are getting adequate financial power due to accommodating price escalation by the government. They should exercise the delegated power according to the rules and regulations by ignoring all undue interferences.

6.3.4. Improvement of Reporting Quality of PDs

The reporting quality of the PDs is vital to control project implementation. The backbones of successful project controlling during project implementation are well

⁴⁴ *Op. cit.* Delegation of Administrative and Financial Power, p. 10.

⁴⁵ Booklet of the Government to Revision of Delegation of Financial Powers to the Ministries /Divisions/Head of the Departments/Project Directors for Execution of Development Projects, No. MF/FD/D.B-1./Miscellaneous-76/02/838, Dated 22 December 2004, (in Bangla), (Dhaka: Budget Section-12, Finance Division, Ministry of Finance).

⁴⁶ Office Memorandum of the Government to Revision of Delegation of Financial Powers to the Ministries /Divisions/Head of the Departments/Project Directors for Execution of Development Projects, O.M. No. MF/FD/ D.B-1./Miscellaneous-46/7/992, Dated 04 May 2008, (in Bangla), (Dhaka: Budget Section-12, Finance Division, Ministry of Finance).

⁴⁷ Office Memorandum of the Government to Revision of Delegation of Financial Powers to the Ministries /Divisions/Head of the Departments/Project Directors for Execution of Development Projects, O.M. No. 07.111.031.01.00.013.2010-289, Dated 17 April 2011, (in Bangla), (Dhaka: Expenditure Control Wing, Finance Division, Ministry of Finance).

structured and regular project management reports. The PDs are responsible to prepare monthly progress report of a project and submit it to the concern authority as well as to the IMED for monitoring purpose. Besides monthly progress report the PDs require submitting another four types of reports. These are project approval report once for a project, component-wise physical and financial targets report twice in a year, component-wise physical and financial progress report submitted in quarterly basis and project completion report within one month after project completion.⁴⁸ In most cases, these reports will serve as an excellent basis for the project meetings and workshops. High-quality reports also help to keep those meetings and workshops short and efficient. But a well-structured format is required to prepare a high-quality report.

But the existing reporting formats were not well structured for reflecting the implementation progress at a glance. Considering the improvement of reporting quality, the government undertook initiatives through the SPPP project for preparing well structured reporting formats. The SPPP consultant team provided five sets of revised reporting formats which were approved by the government in 2003. The IMED compiled it and published a complete set of formats with a user guide in 2004 which makes easier to get a complete set of revised reporting formats for the PDs.⁴⁹ The revised reporting formats contain all necessary information regarding project implementation progress. The user guide is helping the PDs to fill up the reporting formats correctly. Therefore, the revised reporting format has made a huge improvement in the reporting quality of PDs.

Besides the prescribed five types of report the PDs have to report about the latest progress of the project implementation to their higher authorities continuously. In some cases the sponsoring ministry interferes with the day to day activities of project implementation. In that case the PD should report to one superior, who would be

⁴⁸ Implementation Monitoring and Evaluation Division (IMED), *IMED Reporting Formats and User Guide* (Dhaka: Ministry of Planning, December, 2004).

⁴⁹ The background and process of the published reporting formats and user guide have been discussed in detail in the chapter Adoption Process of RBM: A focus on Increased Organizational Capacity of IMED.

generally the head of the EA. Reporting to more than one superior makes it difficult for a PD to know to whom he is accountable and whose instructions he must follow.⁵⁰

6.3.5. Development of Sector Performance Report Formats

The above mentioned revised reporting formats are same for every sector of the government. But RBM approach requires having separate sector based reporting formats that will ensure effective implementing of development projects. Considering this reality the government took initiative for development of sector performance report formats through the RBME project. Accordingly, a Technical Working Groups formed by the Secretary IMED with members drawn from the concerned Ministry, its constituent organizations (departments, directorates, and bureau, etc.), Planning Commission, Finance Division and Planning Division. M&E frameworks were initially formulated by the Technical Working Groups. On the basis of M&E frameworks they developed a specimen of sector performance report formats in 2008. They also prepared brief guidelines for completing the formats.⁵¹

The sector performance report formats contain output and outcome indicators and their impacts. According to the guidelines the outputs indicators generally represent physical progress in the sector as produced by programmes and projects that are currently active. The outcomes indicators usually describe sector results within the influence of a ministry or number of ministries; while impacts can be considered as the results of outcomes being achieved in a given sector. The sector performance report formats will definitely improve the project implementation capacity of EAs. But it is very difficult to formulate sector performance report formats for all the sectors at a time. Therefore, the development of the sector performance report formats was piloted in the Primary and Mass Education Sector and the Local Government Sector.⁵² It is included as pilot initiative in the IMED strategic plan which was an output of the RBME project.⁵³ Therefore it is dependent on the implementation of IMED strategic plan which is yet to start for implementation.

⁵⁰ *Op. cit.* Delegation of Administrative and Financial Power, p. 8.

⁵¹ *Report of the Technical Working Groups to Results Based Reports: Pilot Sector Performance Report Formats*, (Dhaka: IMED, January 2008), p. 2.

⁵² *Ibid*, pp. 2-4.

⁵³ The IMED strategic plan has been discussed in detail in the chapter Result Based Management: A focus on Increased Organizational Capacity of IMED.

6.3.6. Improvement of Procurement Procedure

A major cause of delay in project implementation is lethargic and inefficient procurement performance of procuring entities. It not only delays the project implementation, but also hampers the performance of implementation.⁵⁴ There was no legal framework regarding procurement procedure. Absence of legal framework the implementing agencies were in dire situation while procuring goods and services. In addition, complex bureaucratic procedure, lack of adequate professional competence of staff, multiple layers in the approval and review process and absence of adequate mechanism for ensuring transparency and accountability were other major deficiency in the procurement system in Bangladesh. Therefore, the government targeted efficient public procurement system as part of strengthening overall sectoral governance. In order to achieve its target the government received IDA assistance and undertook the Public Procurement Reform Project for a wide ranging reform programme.⁵⁵

The major outcome of the PPRP project was establishment of Central Procurement Technical Unit in IMED in 2002 as implementing unit in the field of procurement reform and reform implementation monitoring.⁵⁶ Reform process was carried out with ultimate outcomes of formulation and issuance of a unified procurement processing system (PPR 2003), the Procedures for Implementation of *the Public Procurement Regulations 2003*, *the Public procurement Act 2006*, *the Public Procurement Rules 2008* in place of *the Public Procurement Regulations 2003*, Public Procurement Processing and Approval Procedures and several Standard Tender Documents (STD) for the procurement of Goods, Works and Services.⁵⁷

The CPTU is acting as potential contributor to achieving development objectives effectively. All the procurement entities are now getting the support of the legal

⁵⁴ *Op. cit* Strengthening Project Portfolio Performance, pp. 6-7.

⁵⁵ Implementation Monitoring and Evaluation Division (IMED), “Technical Assistance Project Proposal (TPP) for Public Procurement Reform Project (PPRP)”, (Dhaka: Ministry of Planning, February 2002), pp. 1-11.

⁵⁶ The establishment of CPTU and its functions and outputs have been discussed in detail in the chapter Result Based Management: A focus on Increased Organizational Capacity of IMED.

⁵⁷ <http://www.cptu.gov.bd>, accessed on 08 March 2012.

framework while procuring goods and services. It has improved the overall procurement performance of all the EAs. Based on the success of PPRP, PPRP-II was launched to ensure the reforms programmes with the help of IDA assistance in July 2007. The objectives of the government were to ensure improved governance, efficiency, transparency and accountability in the use of public resources in procurement of goods, works and services. The PPRP-II is due to be end in June 2013.⁵⁸ Under the project, the CPTU designed a website for publishing invitation to tenders, contract, and awards on procurement for public access; developed a centralized Procurement Management Information System. Another important outcome is development of electronic Government Procurement.⁵⁹ The e-GP system provides an on-line platform to carry out the procurement activities by the Procuring Agencies and Procuring Entities⁶⁰. The government has approved the e-GP guidelines in pursuant of Section 65 of *the Public Procurement Act, 2006*. As per approved guidelines, e-GP system was being introduced in two phases. In the first phase, e-Tendering was primarily introduced on pilot basis, in the CPTU and 16 (sixteen) Procuring Entities (PEs) under 4 sectoral selected EAs.⁶¹ The system would gradually be rolled out to 291 PEs of those 4 sectoral EAs up to district level and ultimately it will be expanded to all the PEs of the government. Honourable Prime Minister, Sheikh Hasina inaugurated the e-Government Procurement (e-GP) Portal on 02 June 2011. In the second phase, e-Contract Management System (e-CMS) will be introduced that will cover complete Contract Management processes.⁶²

⁵⁸ Implementation Monitoring and Evaluation Division (IMED): “Technical Assistance Project Proforma (TPP) for Public Procurement Reform Project II (PPRP II)”, (Dhaka: Ministry of Planning, May 2007), pp. 9-17.

⁵⁹ Sixth (Mid-Term) Implementation Review of the World Bank Team to Public Procurement Reform Project II, Team Leader Zafrul Islam, (Dhaka: December 2010), p. 10.

⁶⁰ The e-GP system is a single web portal from where and through which Procuring Agencies (PAs) and Procuring Entities (PEs) will be able to perform their procurement related activities using a dedicated secured web based dashboard.

⁶¹ Four sectoral selected EAs are Roads and Highways Department (RHD), Local Government Engineering Department (LGED), Rural Electrification Board (REB), and Bangladesh Water Development Board (BWDB).

⁶² <http://www.eprocure.gov.bd>, accessed on 08 March 2012.

The designated procuring entities of four selected EAs have received the required hardware (computer and accessories) for use in the PROMIS that has developed for procurement performance tracking and e-GP. The staffs of the four selected EAs are now getting training regarding operation of PROMIS as well as e-GP.⁶³ Hopefully, the introduction of e-GP system will accelerate the project implementation process in four selected EAs.

6.4. Human Resource Capacity Development in EAs

Human resource capacity development is one of the most important components to increase the capacity development of the EAs. When it concerns the quality of works, an improved capacity of government official is utmost necessity. Without improved quality of EAs' officials it will not possible to prepare a quality project document in lines with RBM approach which will ultimately delay the implementation of projects and become an obstacle for achieving project objectives effectively. Realizing the spirit of having such a component, the GoB has established some training institutes that are offering different training programmes to the government officials. The EAs officials have been receiving intensive training on the RBM capacity development from the SPPP, RBME, PPRP and PPRP II projects. In addition, some of the EAs officials have been receiving training from other institutes and projects.

Training activities was one of the streamlining components of the SPPP project. The training activities were intended to improve the capacity of GoB officials in the planning, management and monitoring of projects. Therefore, three training programmes were carried out through the SPPP project. The first training programme was Project Management Training Programme course — dealt with training for project directors and key officials belonging to the EAs and the line Ministries. The second training programme was a special course exclusively for IMED officials. The third training programme was Training for Trainers course.⁶⁴ At the beginning of the

⁶³ *Op. cit.* Sixth (Mid-Term) Implementation review of the World Bank, pp. 8-11.

⁶⁴ The second and third training courses have been discussed in detail in the chapter Adoption of RBM Approach: A focus on Increased Organizational Capacity of IMED.

training, training needs analysis was undertaken in order to ascertain the existing skills and the skills required of officials for the execution of their responsibilities. The contents of the training programmes were determined based on the gap between two skills (actual and required).⁶⁵ The first training course – the Project Management Training Programme covered 16 topics were following:⁶⁶

- Basic concept of PCP/PP and TAPP and their classifications
- Techniques for filling of the project proformas
- Logical framework – its approach and application
- CPM Network drawing techniques
- Land acquisition and resettlement issues
- Monitoring and its importance to implement projects and role of IMED
- Filling in IMED’s Formats
- Administrative and managerial procedures in the project planning, processing and resource mobilisation – the role of ERD and Finance Division
- Administrative and managerial procedures in the project planning, processing and resource mobilisation – the role of Planning Commission and IMED
- Administrative and managerial problems in project management and implementation
- Use and compliance of Delegation of Financial and Administrative Powers
- Loan processing, loan disbursement and withdrawal application procedures of ADB funded projects
- Resource mobilisation, ADP formulation and its implication on project implementation
- Different steps and requirements in the release of GoB fund
- Impact evaluation techniques of development projects
- Project Auditing and Response to Audit Observations.

The training was divided in 30 classes that continued over a six-day period. The target number of officials was 720 in 24 batches (30 in each batch). But a significant number of nominated officials did not attend in the training course. Finally, a total of 605 officials from different EAs and line Ministries were given training. The entire training courses were completed by June 2004.⁶⁷

⁶⁵ *Op. cit.* Strengthening Project Portfolio Performance, p. 12.

⁶⁶ *Ibid*, pp. 12-13.

⁶⁷ *Op. cit.* Strengthening Project Portfolio Performance, p. 13.

In the RBME project a capacity needs assessment was carried out through interviews, workshops and review of monitoring reports in 2007. Subsequently, a Capacity Building and Training Plan for IMED was developed in January 2008.⁶⁸ The participants of EAs and line Ministries were given training in five batches in a four-day period. The number of total participants was 82 from different EAs and line Ministries. The training was started in January 2008 and completed in March 2009. The strength of the course was the examination of real projects in which participants had involvement. These real examples were discussed in the classroom with the participants and they were also taught basic principles to review and improve their project logframes.⁶⁹

It is established that inadequate procurement expertise considerably slowed down the project implementation. Therefore, in the PPRP project more than 1000 procurement officials from different EAs and around 600 procurement personnel from private sector were trained intensively through PPRP project that was implemented during 2003 to 2005. The training was focused on reform of regulations, procedures and standard tender documents.⁷⁰

To substantially enhance the capacity for procurement management through a structured education and training programme the government took massive initiatives under PPRP II project. The procurement management capacity building initiatives are primarily focused on two areas. These are: (i) Institutionalizing comprehensive and regular training programmes through selected public and private training institutions and (ii) Establishing monitoring and evaluation capacity to track procurement performances of the public sector entities.⁷¹ To enrich the procurement knowledge, the CPTU with the assistance of the Implementation and Capacity Development

⁶⁸ The training design, content and purpose have been discussed in detail in the chapter Result Based Management: A focus on Increased Organizational Capacity of IMED.

⁶⁹ *Final Report of the Strengthening Results-Based Monitoring and Evaluation Project (TAR 39469)*, Government of Bangladesh and the Asian Development Bank (Dhaka: IMED, November 2009), pp. 11-12.

⁷⁰ *Op. cit.* Strengthening Project Portfolio Performance, p. 8.

⁷¹ Implementation Monitoring and Evaluation Division (IMED), "Technical Assistance Project Proposal (TPP) for Public Procurement Reform Project II (PPRP II)", (Dhaka: Ministry of Planning, February 2002), pp. 7-9.

Consultant (hereinafter ICDC) in collaboration mainly with Engineering Staff College Bangladesh and partly with Bangladesh Institute of Management have developed two long courses (three-week) and 18 short courses (One-day to One-week) regarding procurement issues for different level of officials. About 11,000 Participants will be trained largely from the four selected EAs, followed by officials of other public sector agencies, CPTU/IMED and private sector. The ICDC is scheduled to provide three-week residential procurement training course on goods, works and consultants services to about 2,200 staffs of the four selected EAs and about 500 from other EAs, as well as other short courses in cooperation with CPTU and other selected training institutes.⁷² The ICDC have already provided three-week training course on goods, works and consultants services to 1142 officials in 41 batches (808 officials from four selected EAs and 334 officials from other EAs). Three-week training on procurement focal persons and other short courses will be started soon. Entire training will be completed in June 2013.⁷³

In the SICT project one of the most important objectives was to launch e-governance for increasing dynamism and efficiency of the government officials through ICT training.⁷⁴ Under SICT project the training courses were conducted for government officials including selected officials from the EAs on GIS, e-governance project management, e-governance awareness and vision, maintenance of e-governance system, maintenance of website and software and basic skills in using computers for official work based on Linux.

⁷² Selected training institutes are ESCB (Engineering Staff College Bangladesh), BIM (Bangladesh Institute of Management), BPATC (Bangladesh Public Administration Training Centre), NAPD (National Academy for Planning and Development), BCSAA (Bangladesh Civil Service Administration Academy), FIMA (Financial Management Academy—training wing of the office of the Comptroller and Auditor General of Bangladesh) and NILG (National Institutes for Local Government).

⁷³ *Op. cit.* Sixth (Mid-Term) Implementation review of the World Bank, pp. 4-21.

⁷⁴ Planning Division, “Revised Development Project Proposal (RDPP) for Support to ICT Task Force Programme (SICT)”, (Dhaka: Ministry of Planning, September 2008), p. 1.

In the ASICT project training component was emphasized on ICT capacity building of government officials.⁷⁵ Some selected officials were trained on ICT capacity development.

In order to provide better understanding about RBM concepts, National Academy for Planning and Development has been implementing a training course entitled “Training Course on Result Based Management” from 2008 in collaboration with UNFPA under IPGNSP project.⁷⁶ The government officials including these form the EAs have been receiving training from this training course. This training course has particular focus on different issues of RBM including concept and issues, stakeholders’ participations, logical framework analysis, assumption and risk analysis and transparency and accountability.⁷⁷

6.5. Development of IMED Strategic Plan

The IMED Strategic Plan has been developed for further enhancement of RBM capacity of IMED and to some extent of EAs.⁷⁸ It has included required components for overall improvement of RBM capacity in the entire EAs and according to the plan application of RBM approach will be piloted in two selected sector. One infrastructure sector (transport or rural infrastructure) and one social sector (primary education) will be selected as pilots. It covers a period of five years from July 2008 to June 2013; but it is yet to be started due to unavailability of funds.⁷⁹

⁷⁵ Planning Division, “Revised Technical Assistance Project Proposal (RTPP) for Assistance to SICT for Strengthening Planning Division, ERD and IMED through ICT (ASICT)”, (Dhaka: Ministry of Planning, July 2010), p. 2.

⁷⁶ Socio-Economic Infrastructure Division (SEID), “Technical Project Proposal (TPP) for Integration of Population and Gender into National and Sectoral Planning (IPGNSP)”, (Dhaka: Planning Commission, January 2006), pp. 8-9.

⁷⁷ Academy for Planning and Development, “Course Materials of Training Course on Result Based Management”, (Dhaka: Ministry of Planning, June, 2008).

⁷⁸ The IMED Strategic Plan has been discussed in detail in the chapter Result Based Management: A focus on Increased Organizational Capacity of IMED.

⁷⁹ Implementation Monitoring and Evaluation Division (IMED), “Strategic Plan, 2008 to 2013” (Dhaka: Ministry of Planning, February 2009).

6.6. Increase of Transparency and Accountability in EAs

The issue of transparency and accountability has been gaining importance in development project management over the last decade.⁸⁰ In the RBM approach transparency and accountability is an integral part in development project management. Accountability is “*the obligation to demonstrate and take responsibility both for the means used and the results achieved in light of agreed expectations*”.⁸¹ For project preparation, it means the responsibility to prepare an accurate, transparent realistic and reliable project document. For implementation of project, it means the responsibility to demonstrate the outputs and outcomes furnished within the strategic result framework which should reflect the key result according to the most wanted project objectives. Project Directors can be held accountable for ensuring that their full accountability is applied in the project implementation in compliance with agreed rules, regulations and standards.⁸²

The outcomes of SPPP, RBME and PPRP projects are an integral part of the process of increasing transparency and accountability in EAs. But the enhancement of the organizational capacity of EAs is yet to be completed. The increase of higher degree of transparency and accountability in EAs is dependent on the successful implementation of the PPRP II project. If the desired transparency and accountability in the EAs is achieved, then the providers of inputs, such as vendors and contractors will be accountable to the Project Directors for the satisfactory delivery of specified items; the Project Directors will be accountable to the EAs for the delivery of goods and services; the EAs of projects will be accountable to the government for implementation of development of projects and the government will be responsible to the people through parliament for delivering national development objectives; which will increase the organizational capacity of the EAs to a satisfactory level.⁸³

⁸⁰ United Nations Development Groups (UNDG), *Results-Based Management Handbook: Strengthening RBM Harmonization for Improved Development Results*, Clean Draft Version (UNDG, 2010), p.7.

⁸¹ Canadian International Development Agency (CIDA), *Results-Based Management Lexicon* (CIDA, July 2002), p.1.

⁸² United Nations Development Programme (UNDP), *Result Based Management: Concept and Methodology*, UNDP Results Framework, Technical Note 2000, (UNDP, July 2002), p.10.

⁸³ *Final Report of the Strengthening Results-Based Monitoring and Evaluation Project (TAR 39469)*, Government of Bangladesh and the Asian Development Bank (Dhaka: IMED, November 2009), p. 4.

6.7. Conclusion

Application of RBM approach in the public sector projects in Bangladesh is also dependent on the strengthening of the organizational capacity of EAs. Therefore GoB also undertook initiatives to strengthen the organizational capacity of EAs. Many components included in the implemented six projects and on-going one project to improve the organizational capacity of EAs. The SPPP project has been provided integrated project document formats, revised project approval process, project preparation guidelines; and recommendation for revision of the delegation of financial and administrative powers and appointments for key project personnel. The PPRP and PPRP II projects have contributed to the improvement of procurement procedure. The RBME project has provided sector performance report formats to improve the organizational capacity of EAs. The SICT and ASICT projects have provided ICT capacity development and the IPGNSP project has provided RBM capacity development to the government officials.

However at the end of the implementation of six projects, a significant development has been taking place in the project preparation and project implementation processes. The most significant thing is that the organizational capacity of EAs is gradually increasing. Hopefully, the GoB will undertake necessary initiatives that will contribute significantly towards achieving satisfactory level of improvement in the organizational capacity of the EAs to adopt RBM approach in the implementation of public sector projects in Bangladesh.

Adoption of RBM Approach: An Analysis of the Readiness Situation of Bangladesh

7.1. Introduction

7.2. Development of a Readiness Situation Framework

7.3. Impact of Government Initiatives

7.3.1. Impact of Government Initiatives on the Readiness Situation of IMED

7.3.2. Impact of Government Initiatives on the Readiness Situation of EAs

7.3.3. Impact of Government Initiatives on the Readiness Situation of Bangladesh

7.4. Conclusion

Chapter VII

Adoption of RBM Approach: An Analysis of the Readiness Situation of Bangladesh

7.1. Introduction

Application of RBM in the public sector projects depends to a large extent on the readiness situation of Bangladesh. Only a satisfactory level of readiness situation can ensure effectiveness of RBM approach in the implementation of public sector projects. Otherwise it will bring no good for the country. In 2001 the World Bank in an assessment for readiness situation of Bangladesh concluded that it was not realistic at that time to try and introduce RBM approach into the public sectors projects in Bangladesh.¹ However, after a decade of that assessment the GoB undertook several important initiatives for improving the readiness situation of Bangladesh.² Since IMED and EAs are assigned with the responsibilities of monitoring and evaluation of implementation of all government projects, situation of their readiness determines the improvement of readiness situation. Therefore, most of the government initiatives led by IMED seeks to link the improvement of the readiness situation of IMED and EAs with strategic objectives and key outputs. These initiatives must have an impact on the readiness situation of Bangladesh.

In this chapter an attempt is made as to explore to what extent improvement has been achieved in the readiness situation as a consequence of different initiatives of the government of Bangladesh in this regard. The key objective of this chapter is to determine whether the overall readiness situation of Bangladesh is satisfactory or not to adopt RBM approach in the implementation of public sector projects. The contents

¹ Jody Zall Kusek and Ray C. Rist, *Ten Steps to a Results-Based Monitoring and Evaluation Systems: A Handbook for Development Practitioners* (Washington, DC: The World Bank, 2004), p. 50.

² The government initiatives are six implemented projects: (i) Strengthening Project Portfolio Performance (SPPP); (ii) Strengthening Result Based Management Capability of IMED and FAPAD in the Monitoring and Evaluation of the Projects (RBME); (iii) Public Procurement Reform Project (PPRP); (iv) Support to ICT Task Force Programme (SICT); (v) Integration of Population and Gender into National and Sectoral Planning (IPGNP); and (vi) Assistance to SICT for Strengthening Planning Division, ERD and IMED through ICT (ASICT) and one on-going project: Public Procurement Reform Project-II (PPRP-II).

of government initiatives have been analyzed carefully through nine major indicators used in a questionnaire survey.³ These indicators include monitoring capacity of IMED, evaluation capacity of IMED, transparency and accountability of IMED, readiness situation of IMED, project preparation capacity of EAs, project implementation capacity of EAs, transparency and accountability of EAs, readiness situation of EAs and readiness situation of Bangladesh. These indicators have been used in three stages. In the first stage, an attempt has been made to development of a readiness situation framework through these indicators; while in the second stage achieved improvements of these indicators have been analyzed. In the third stage, an attempt has been made to determine the level of satisfaction of achieved readiness situation of Bangladesh through these indicators. Besides, eighteen input indicators drawn from the government initiatives have been analyzed for measuring the improvements of major indicators.

7.2. Development of a Readiness Situation Framework

A readiness situation framework has been developed for Bangladesh on the basis of respondents opinion. All major indicators have been used as necessity indicators to develop a readiness situation framework. Respondents have expressed their opinion about the necessity to improve the monitoring and evaluation capacity of IMED, project preparation and implementation capacity of EAs and ensure the system of transparency and accountability in IMED and EAs for improving the readiness situation of IMED and EAs as well as the readiness situation of Bangladesh for adopting RBM approach in the implementation of public sector projects (table 7.1). The readiness situation framework will help to determine the level of readiness situation of Bangladesh.

³ A questionnaire survey was conducted while data collection. No of respondents were 165. Respondents were drawn from five distinct level officers from BCS economic cadre having direct involvement in the process of project preparation, implementation, monitoring and evaluation. Designations of these officers are Chief, Joint Chief, Deputy Chief, Senior Assistant Chief and Assistant Chief. Respondents were asked to express their opinion on close ended Likerd scale question except two open ended question. According to Likert scale a 1 to 5 response scale are used to asked respondents for given their response (where: 1 = strongly disagree, 2 = disagree, 3 = not sure, 4 = agree and 5 = strongly agree). The survey was conducted during 06 June 2011 to 28 September 2011. More details have been explained in the research methodology in chapter I.

Table 7.1
Respondents View on Necessity to Improve the Readiness Situation of Bangladesh
for Adopting RBM Approach in the Public Sector Projects

Respondents were asked to express their opinion on following necessity indicators that are needed to improve for adopting RBM approach in the public sector projects in Bangladesh	Opinion of the respondents (%)					
	Strongly agreed	Agreed	Not sure	Disagreed	Strongly disagreed	Total
1. Necessity to improve of the monitoring capacity of IMED	67.3 %	27.3 %	5.5 %	0%	0%	100 %
2. Necessity to improve of the evaluation capacity of IMED	66.1 %	28.5 %	5.5 %	0%	0%	100 %
3. Necessity to improve of the System of transparency and accountability of IMED	57.6 %	37.0 %	5.5 %	0%	0%	100 %
4. Necessity to improve of the readiness situation of IMED	64.2 %	30.3 %	5.5 %	0%	0%	100 %
5. Necessity to improve of the project preparation capacity of EAs	61.2 %	33.3 %	5.5 %	0%	0%	100 %
6. Necessity to improve of the project implementation capacity of EAs	63.0 %	31.5 %	5.5 %	0%	0%	100 %
7. Necessity to improve of the System of transparency and accountability of EAs	56.4 %	38.2 %	5.5 %	0%	0%	100 %
8. Necessity to improve of the readiness situation of EAs	58.8 %	35.8 %	5.5 %	0%	0%	100 %
9. Necessity to improve of the readiness situation of Bangladesh	61.2 %	33.3 %	5.5 %	0%	0%	100 %

Source: Field Survey 2011; Total Respondents—165.

Survey result (table 7.1) shows that more than 50% respondents had strong agreement while more than 25% respondents had agreement on every point. On the other hand, only 5.5% respondents were indecisive on every point which is very much negligible. Not only that no respondent had either disagreement or strong disagreement on any issue. So it is crystal clear that a vast majority of respondents (94.5% together strongly agreement and agreement) expressed their positive view on mentioned above necessity indicators that are needed to improve the readiness situation of IMED and EAs as well as readiness situation of Bangladesh. Now the question is why such a vast majority of the respondents expressed their opinion in this way. It has analyzed in the following sections.

7.2.1. Requirements for Improving the Readiness Situation of IMED

According to *the Rules of Business* of the Government of Bangladesh monitoring and evaluation of the implementation of development projects is the core function of IMED.⁴ Therefore, it is essential to improve monitoring and evaluation capacity of IMED for improving its readiness situation to adopt RBM approach in the implementation of public sector projects. It is also important that transparency and accountability in IMED for RBM system are ensured. Respondents had given their opinion on these issues. A vast majority of the respondents (94.5%) expressed their positive view on the necessity to improve the monitoring and evaluation capacity of IMED and the system of transparency and accountability in IMED.

Most of the respondents possess monitoring and evaluation experience while working in the IMED and Ministries. They are well aware about the pitfalls of monitoring and evaluation capacity of IMED. In addition there are issues relating to technical capacity in RBM monitoring and evaluation. Considering the complexity of RBM monitoring and evaluation, respondents have felt the necessity to have improvement of monitoring and evaluation capacity of IMED. Respondents are also concerned about the fact that effectiveness of project management depends to a large extent on the system of transparency and accountability. RBM approach requires that transparency and accountability should be ensured for effective project management to achieve expected results. Thus, respondents expressed their strong agreement on ensuring transparency and accountability in monitoring and evaluation of projects.

The significance correlations among the necessity to improve the readiness situation of IMED and capacity/system indicators have been tested through Bivariate Pearson correlation analysis. Correlations have been found among capacity/system indicators (table 7.2).

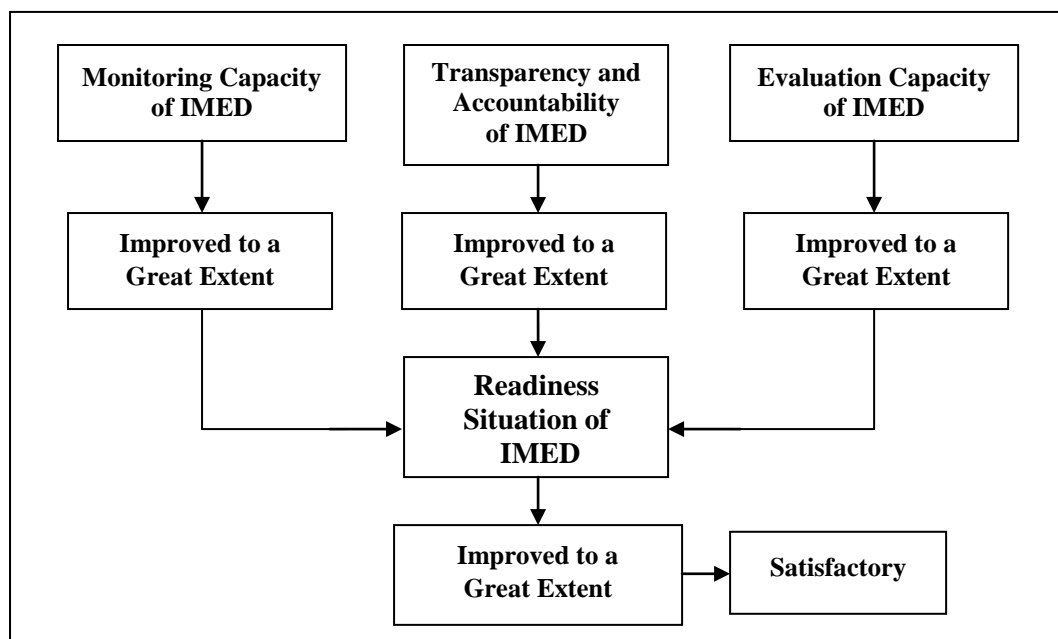
⁴ Cabinet Division: Allocation of Business among the Different Ministries and Divisions, (Schedule I of the Rules of Business, 1996), (Revised up to June 2010), Government of the People's Republic of Bangladesh, 2010, p.75.

Table 7.2
Correlations Among the Necessity to Improve of the Readiness Situation
of IMED and Capacity/System Indicators

	Necessity to improve of the readiness situation of IMED		
	Pearson correlation coefficient	Sig. (2-tailed) (P-value)	N
Necessity to improve of monitoring capacity of IMED	.958	.000	165
Necessity to improve of evaluation capacity of IMED	.974	.000	165
Necessity to improve the system of transparency and accountability of IMED	.912	.000	165

The above table shows that the correlation coefficients among the necessity to have improvement of the readiness situation of IMED and its capacity/system indicators are positive and P-values are less than 0.01 that is statistically significant at 1% level, which indicates existence of a strong positive correlation among them. Therefore, the correlations indicate that the improvement of monitoring capacity, evaluation capacity and system of ensuring transparency and accountability of IMED will certainly improve the readiness situation of IMED that is shown in a flow chart developed by the researcher (chart 7.1).

Chart 7.1
Required Steps for Improving the Readiness Situation of IMED



7.2.2. Requirements for Improving the Readiness Situation of EAs

Implementation of public sector development project suffers from various types of problems in Bangladesh. In the past decades most of the development projects could not be implemented in time. Weak project preparation has been identified as a major cause behind this problem.⁵ Therefore, it is required to improve project preparation capacity and project implementation capacity of EAs for improving their readiness situation to adopt RBM approach in the implementation of public sector projects. Concurrently it is also important to ensure transparency and accountability in EAs for RBM system. It was found earlier from the field survey result (table 7.1) that respondents had given their positive view on these issues.

Respondents are well informed about the problems of project preparation capacity of EAs due to having working experience in the line Ministry and Planning Commission. On the other hand, due to having experience of monitoring the implementation progress of development projects, they are also concerned about the lacking of project implementation capacity of EAs. Therefore, they have strongly felt the necessity to have exclusive improvement of project preparation and implementation capacity of EAs. Otherwise, adoption of RBM approach in the implementation of public sector projects will not bring any positive change in the total system.

It was mentioned earlier that respondents were concerned about the fact that without ensuring transparency and accountability no system will be effective in project management. RBM approach is one of those project management tools that require ensuring transparency and accountability for achieving expected results. Therefore, respondents expressed their strong agreement on ensuring transparency and accountability in EAs regarding project preparation and implementation.

The significance correlations among the necessity to improve the readiness situation of EAs and capacity/system indicators have been tested through Bivariate Pearson correlation analysis. Correlations have been found among improvement indicators (table 7.3).

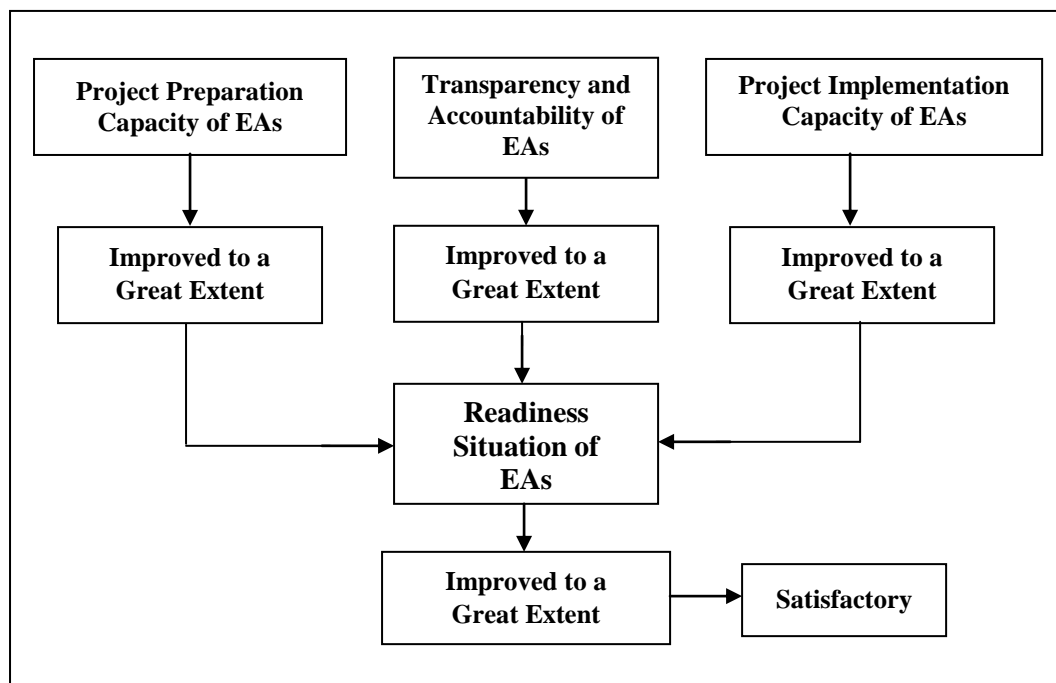
⁵ *Final Report of the Consultant Team to Strengthening Project Portfolio Performance: Streamlining Gov Approval Process of Projects*, Gerard Delhaye, Team Leader (Dhaka: Government of Bangladesh and the Asian Development Bank, March 2003), p.3.

Table 7.3
Correlations Among the Necessity to Improve
the Readiness Situation of EAs and Capacity/System Indicators

	Necessity to improve of the readiness situation of EAs		
	Pearson correlation coefficient	Sig. (2-tailed) (P-value)	N
Necessity to improve project preparation capacity of EAs	.933	.000	165
Necessity to improve project implementation capacity of EAs	.943	.000	165
Necessity to improve the system of transparency and accountability of EAs	.967	.000	165

The above table shows that the correlation coefficients among the necessity to have improvement of the readiness situation of EAs and its necessity indicators are positive and P-values are less than 0.01 that is statistically significant at 1% level, which indicates existence of strong positive correlations among them. Therefore, the correlations indicate that improvement of project preparation capacity, project implementation capacity and the system of ensuring transparency and accountability of EAs will definitely improve the readiness situation of EAs that is shown in a flow chart developed by the researcher (chart 7.2).

Chart 7.2
Required Steps for Improving the Readiness Situation of EAs



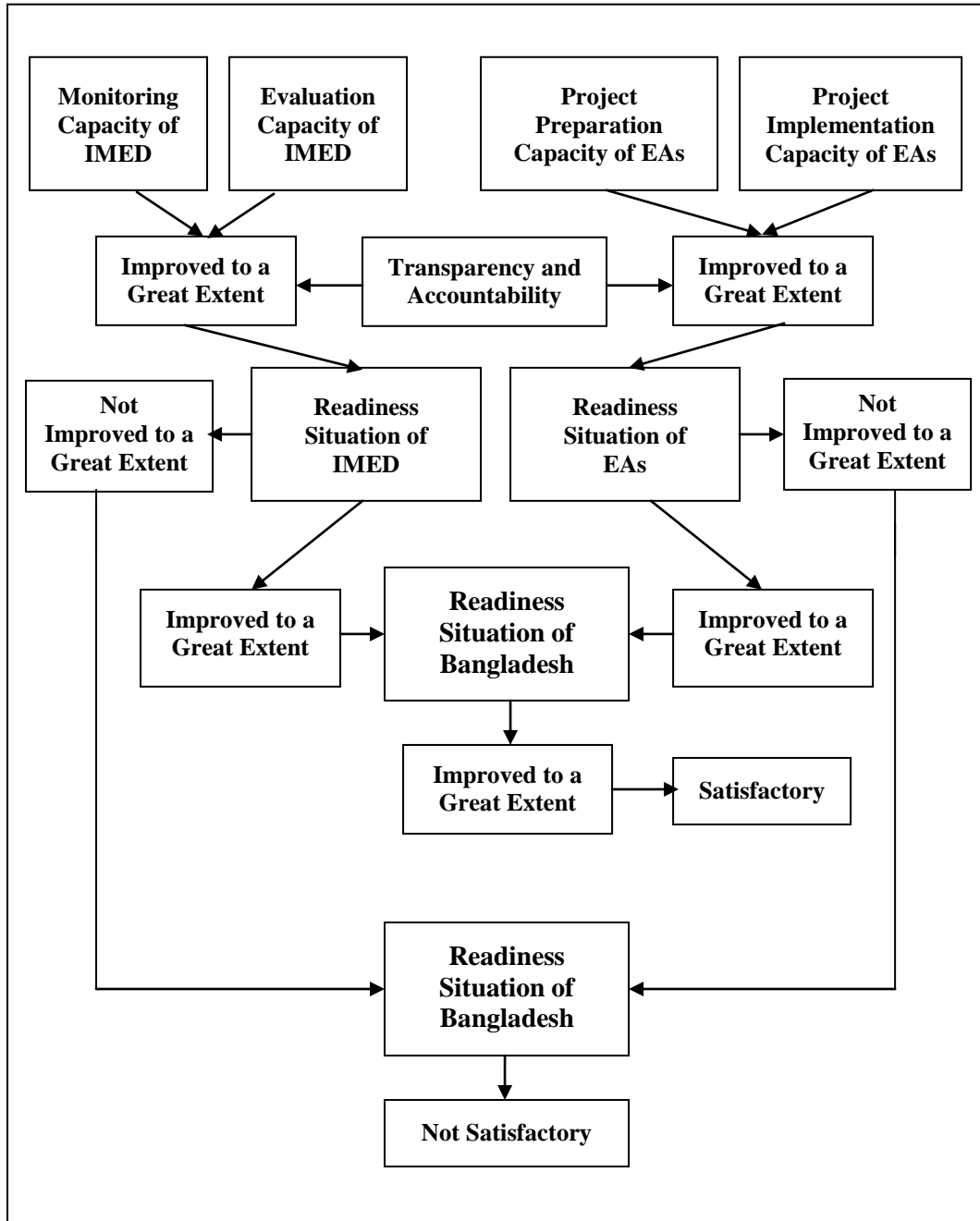
7.2.3. Requirements for improving the Readiness Situation of Bangladesh

It is very difficult to adopting and sustaining RBM approach in the public sector projects. It requires having sound understanding about strategic complexities and solving the technical problems of RBM approach. Therefore, Bangladesh needs to improve its readiness situation. In a project implementation cycle the IMED remain responsible for project monitoring and evaluation while EAs remain responsible for project preparation and implementation in the public sector projects in Bangladesh. Therefore, it is essential to improve the readiness situation of IMED and EAs for improving the readiness situation of Bangladesh.

Respondents opinion has been analyzed empirically by using all appropriate statistical parameters. From the statistical analysis it is found that a vast majority of the respondents expressed their opinion in favour of the necessity to have improvement of various readiness situation indicators. It is also found that various indicators are interrelated. Thus, improvement of the readiness situation of IMED is dependent on the improvement of monitoring capacity, evaluation capacity and the system of transparency and accountability of IMED. Similarly improvement of the readiness situation of EAs is dependent on the improvement of project preparation capacity, project implementation capacity and the system of transparency and accountability of EAs. Finally, improvement of the readiness situation of overall Bangladesh is dependent on the improvement of the readiness situation of IMED and EAs. On the basis of these interrelationships a readiness situation framework has been developed by the researcher for Bangladesh (chart 7.3). The readiness situation framework has been utilized step by step in this chapter to determine whether the readiness situation of Bangladesh has reached to a satisfactory level or not for adopting RBM approach in the implementation of public sector projects in Bangladesh.

Chart 7.3

The Readiness Situation Framework



7.3. Impact of Government Initiatives

The government of Bangladesh undertook several initiatives to improve the readiness situation of Bangladesh for adopting RBM approach in the implementation of public sector projects. Among these initiatives, two implemented projects (SPPP and RBME) have had close relationship with the improvement of readiness situation of IMED and EAs. Other implemented and on-going projects have relationship with procurement, capacity development of the government officials and RBM concept build up to the government officials. These government initiatives must have some positive or negative impacts on the readiness situation of Bangladesh. Impact of these programmes has been analyzed below:

7.3.1. Impact of Government Initiatives on the Readiness Situation of IMED

According to the readiness situation framework improvement of the readiness situation of IMED is dependent on improvement of monitoring capacity, evaluation capacity and system of ensuring transparency and accountability of IMED. The impact of different programmes on these indicators has been analyzed in the following way:

7.3.1.1. Monitoring and Evaluation Capacity of IMED

Monitoring and evaluation capacity of IMED are two vital indicators to assess the readiness situation of IMED.⁶ Here, the analysis has been done on the basis of respondents opinion for exploring whether the M&E capacity of IMED are improved or not to ensure improvement of the readiness situation of IMED for adopting RBM approach in the public sector projects in Bangladesh. On the basis of government initiatives four input indicators have been used to determine the impact on M&E capacity of IMED. These indicators are (i) functionality of Management Information

⁶ Monitoring is a management tool for analysis of actual performance based on available data and producing information for decision making; while Evaluation is a more reflective function that attempts to assess systematically and objectively the relevance, performance, management, governance and achievement of results along with their casual factors. M&E have been enhanced by government initiatives. The improvements of M&E capacity of IMED have been analyzed on the basis of documents in the chapter Adoption of RBM Approach: A focus on Increased Organizational Capacity of IMED. Some sort of improvement has been found in that analysis.

System (MIS), (ii) functionality of revised reporting formats, (iii) functionality of M&E framework and (iv) functionality of capacity development of IMED officials. Besides, improvement of monitoring capacity of IMED and improvement of evaluation capacity of IMED have also been used as capacity indicators in the analysis. Respondents have expressed their opinion about the functionality of input indicators for improving monitoring and evaluation capacity of IMED to adopt RBM approach in the public sector projects in the following way (table 7.4).

Table 7.4
Respondents View on Functionality of Input Indicators
for Improving Monitoring and Evaluation Capacity of IMED

Respondents were asked to express their opinion on following input indicators that were developed to measure for improving monitoring and evaluation capacity of IMED to adopt RBM approach in the public sector projects in Bangladesh	Opinion of the respondents (%)					Total
	Strongly agreed	Agreed	Not sure	Disagreed	Strongly disagreed	
1. Functionality of MIS for improving monitoring capacity of IMED	14.5 %	26.7 %	49.7 %	7.9 %	1.2 %	100 %
2. Functionality of MIS for improving evaluation capacity of IMED	15.2 %	26.7 %	49.1 %	7.9 %	1.2 %	100 %
3. Functionality of revised reporting formats for improving monitoring capacity of IMED	33.3 %	50.3 %	13.9 %	2.4 %	0%	100 %
4. Functionality of revised reporting formats for improving evaluation capacity of IMED	32.7 %	48.5 %	15.8 %	3.0 %	0%	100 %
5. Functioning of M&E framework for improving monitoring capacity of IMED	37.0 %	53.3 %	9.1 %	0.6 %	0%	100 %
6. Functioning of M&E framework for improving evaluation capacity of IMED	34.5 %	52.1 %	10.9 %	2.4 %	0%	100 %
7. Functionality of capacity development of IMED officials for improving monitoring capacity of IMED	25.5 %	47.9 %	23.6 %	3.0 %	0%	100 %
8. Functionality of capacity development of IMED officials for improving evaluation capacity of IMED	26.7 %	46.7 %	23.6 %	3.0 %	0%	100 %

Source: Field Survey 2011; Total Respondents—165.

In case of the functionality of MIS for improving monitoring capacity of IMED, survey result (table 7.4) shows that maximum number (49.7%) of respondents were uncertain on this point. But 26.7% and 14.5% of the respondents agreed and strongly agreed respectively on this point. On the other hand, 7.9% respondents disagreed while percentage of respondents who strongly disagreed is 1.2%. Although 9.1% of

the respondents expressed disagreement and strong disagreement, it is negligible in the context of this present study since it stands below 10%.

When it concerns functionality of MIS for improving evaluation capacity of IMED, survey result (table 7.4) shows that respondents expressed their views almost in same lines with functionality of MIS for improving monitoring capacity of IMED. In this context, maximum numbers of the respondents (49.1%) were uncertain about the issue of functionality of MIS for improving evaluation capacity of IMED.

One of the interesting findings of this study is that about 50% of the respondents were uncertain about the issue of functionality of MIS for improving monitoring and evaluation capacity of IMED. Now one may ask why such a vast number of the respondents expressed their opinion in this way despite the fact that MIS has been installed in IMED through SPPP project to provide quick feedback to key government officials. It has been considered as a key tool for improving monitoring and evaluation capacity of IMED. Training on administering the MIS for IMED officials was completed in May 2004.⁷ Most of the trained officials have been transferred from IMED to Ministries or Planning Commission. Some trained officials have been retired. There are no training facilities in IMED that ensure all new entrants should have the requisite competence. As a result, a good number of new officials have been working in IMED without having MIS operating knowledge. They do not have the ability to capitalize the advantage of MIS. Therefore, maximum number of respondents were uncertain about the functionality of MIS for improving M&E capacity of IMED.

Although a large group of respondents were uncertain about the importance of MIS, there is another large group of respondents (more than 40% agreed and strongly agreed together both on M&E aspect) who expressed their agreement on this issue. Therefore, it can be ascertained that MIS has some sort of positive impact on improving M&E capacity of IMED.

⁷ *Final Report of the Consultant Team to Strengthening Project Portfolio Performance*, Gilroy Coleman, Team Leader (Dhaka: Government of Bangladesh and the Asian Development Bank, June 2004), pp. 1-15.

When it concerns functionality of revised reporting formats for improving monitoring capacity of IMED, survey result (table 7.4) shows that 50.3% respondents agreed, while 33.3% respondents strongly agreed on this issue. On the contrary, only 2.4% respondents disagreed on this issue which is very much negligible; while no respondent strongly disagreed on this issue. Apart from this 13.9% respondents were undecided on this issue which is also negligible. Therefore, it is clearly understandable that positive response of the respondents indicate that a revised reporting format is helpful for improving monitoring capacity of IMED.

When it concerns functionality of revised reporting formats for improving evaluation capacity of IMED, survey result (table 7.4) shows that respondents expressed similar views like the functionality of revised reporting formats for improving monitoring capacity of IMED. This indicates the fact that revised reporting formats is also helpful for improving evaluation capacity of IMED.

Now an important question is why the vast majority of the respondents (more than 80% agreed and strongly agreed together both on M&E aspects) expressed their positive response on this issue? In fact, IMED performs M&E activities through collection of information about project implementation. But the reporting formats were not good enough to reflect all important issues. Therefore, reporting formats have been revised through SPPP projects. Now all information regarding on-going projects are being collected through five sets of revised reporting formats.⁸ It helps the IMED officials to collect information about project implementation in an organized way. Besides, IMED has prepared a user guide for helping the officials while filling up these reporting formats. It is very useful for all officials, who are involved in the process of reporting. This is why, maximum numbers of respondents might have expressed their positive response on the supportive role of revised reporting formats for improving M&E capacity of IMED. Thus, it may be claimed that the revised reporting formats introduced through SPPP project have had a positive impact on improving M&E capacity of IMED. This is indicative of the fact that M&E capacity of IMED have been improved by revised reporting formats.

⁸ Implementation Monitoring and Evaluation Division (IMED), *IMED Reporting Formats and User Guide* (Dhaka: Ministry of Planning, December, 2004), p. ii.

In the question of the functionality of M&E framework for improving monitoring capacity of IMED, survey result (table 7.4) shows that 53.3% respondents expressed their agreement; while 37.0% respondents expressed their strong agreement on this query. On the other hand, only one respondent expressed his disagreement; while no respondent had strong disagreement on this query. However 9.1% respondents were uncertain about it which is very much negligible. Therefore, it is apparent that respondents expressed their positive views about the usefulness of M&E framework for improving monitoring capacity of IMED.

When it concerns functionality of M&E framework for improving evaluation capacity of IMED, survey result (table 7.4) shows similar result as of improving monitoring capacity of IMED on this issue. More than 85% respondents (agreed and strongly agreed together) expressed either agreement or strong agreement. Therefore, it is clearly understandable that M&E framework is also helpful for improving evaluation capacity of IMED.

In the review of the SPPP project achievements, it was identified that development of a sectoral M&E framework would enhance the M&E capacity of IMED.⁹ Therefore M&E framework was developed through RBME project in 2009. The M&E framework developed on the basis of RBM principle that contain outputs indicators, outcomes indicators and impacts indicators. Moreover, the RBM training was also completed by the RBME project in March 2009.¹⁰ These factors might have influenced the respondents to express their positive views about M&E framework.

Above analysis leads us to conclude that M&E framework developed by RBME project had a positive impact on improving M&E capacity of IMED that is indicative of the fact that M&E capacity of IMED has been improved through M&E framework.

In case of functionality of capacity development of IMED officials for improving monitoring capacity of IMED, survey result (table 7.4) shows that a large number of respondents (47.9%) expressed their agreement, while 25.5% respondents expressed their strong agreement on this point. On the contrary, only 3.0% respondents

⁹ Implementation Monitoring and Evaluation Division (IMED), “Technical Assistance Project Proposal (TPP) for Strengthening Result Based Management Capability of IMED and FAPAD in the Monitoring and Evaluation of the Projects (RBME)”, (Dhaka: Ministry of Planning, April 2007), p. 10.

¹⁰ *Op. cit.* Final Report of the RBME Project, p.14.

expressed their disagreement on this point which is very much negligible; while no respondent expressed strong disagreement. However 23.6% respondents were uncertain about it which is significant. But it becomes insignificant when the ratio is compared with 73.4% respondents (agreed and strongly agreed together) who expressed their positive views on this point. Therefore, it is clearly understandable that capacity development of IMED officials is helpful for improving monitoring capacity of IMED.

When it concerns functionality of capacity development of IMED officials for improving evaluation capacity of IMED, survey result (table 7.4) shows that respondents expressed similar views like the functionality of capacity development of government officials for improving monitoring capacity of IMED. Altogether 73.4% respondents (agreed and strongly agreed together) expressed either agreement or strong agreement on this point that indicates the fact that capacity development of IMED officials is also helpful for improving evaluation capacity of IMED.

Trainings have been provided to IMED officials for their capacity development which is necessary for implementation of projects through RBM approach. The IMED officials have received intensive training on the RBM capacity development from SPPP and RBME projects. In addition, some of IMED officials have received training from other institutes and projects. After receiving these trainings M&E capacity of IMED officials have been enriched which is reflected through the opinion of the respondents. A vast majority of respondents (more than 70% on both M&E aspects) said that capacity development of IMED officials was helpful for improving M&E capacity of IMED. But after implementation of projects there was no option to follow up training facilities in IMED. Considering this weakness more than 20% respondents (both M&E) have expressed their uncertainty on the issue whether capacity development of IMED officials is helpful or not for improving M&E capacity of IMED.

Therefore, above statistical analysis indicates that capacity development trainings that were provided to IMED officials by various projects have had a positive impact

on improving M&E capacity of IMED that is indicative of the fact that M&E capacity of IMED has had slight improvement through capacity development trainings.

7.3.1.1.1. Achieved Level of Monitoring Capacity of IMED

Respondents have expressed their opinion about the functionality of government initiatives for improving the monitoring capacity of IMED. Some sort of improvement of monitoring capacity has been noticed. Respondents have also expressed their opinion directly on whether monitoring capacity of IMED has improved or not. In the field surveys 46.1% respondents (table 7.5) expressed their agreement and 27.3% respondents expressed their strong agreement on this issue. In contrast, only 3.0% respondents disagreed on this issue which is very much negligible; while no respondent strongly disagreed on this issue. But 23.6% respondents were undecided about it which is also negligible when it compared to views of respondents who agreed (altogether 73.4% agreed and strongly agreed) on improvement of monitoring capacity of IMED.

Table 7.5
Respondents View on Improvement of Monitoring Capacity of IMED

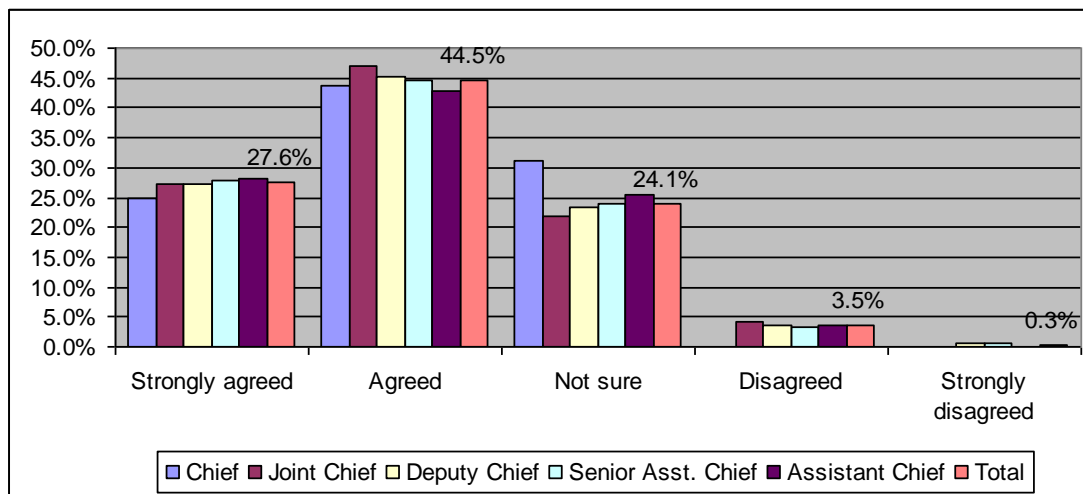
Opinion of the respondents					
Strongly agreed	Agreed	Not sure	Disagreed	Strongly disagreed	Total
27.3%	46.1%	23.6%	3.0%	0%	100%

Source: Field Survey 2011; Total Respondents—165.

Since the respondents have expressed their opinion through four input indicators on improvement of monitoring capacity for improving the readiness situation of IMED, a combined result has been derived from compilation of these results. This statistical analysis will be helpful for cross checking whether any dissimilarity exists or not between direct and combined results about the improvement of monitoring capacity for improving the readiness situation of IMED. In this context the combined result (chart 7.4) has been found almost similar to direct result. Here, the vast majority of the respondents (altogether 72.1% agreed and strongly agreed) agreed; while 24.1% respondents were undecided on this issue. On the other hand, only 3.5% respondents disagreed; while 0.3% respondents strongly disagreed on this point which is very

much negligible. This result indicates that there is no dissimilarity between direct and combined results on improvement of monitoring capacity of IMED.

Chart 7.4
Combined Result Derived from Four Input Indicators
for Improvement of Monitoring Capacity of IMED

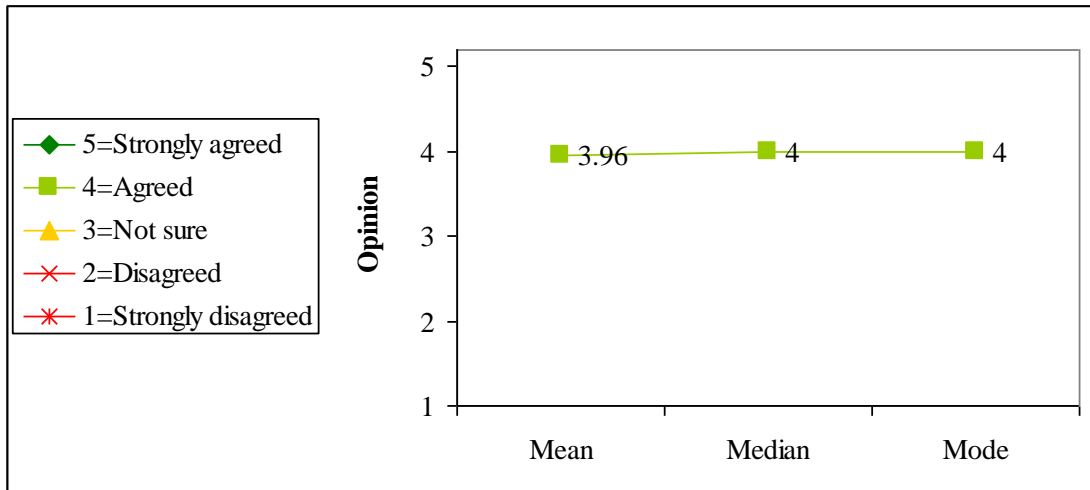


Source: Field survey 2011, Total respondents—165 X 4 = 660

Besides, combined result also shows that central tendency of the respondents have been found towards agreed (Mean = 3.96 and Median = 4), on the other hand Mode = 4 indicates that highest number of the respondents have been found agreed on this issue (chart 7.5). Standard deviation is less than one (0.826) which is indicative of low level of differences among the respondents opinions.

All above statistics (direct and combined results and central tendency of the respondents) indicate that the majority of the respondents expressed their agreement on improvement of monitoring capacity of IMED. Therefore, monitoring capacity of IMED has certainly been improved by the government initiatives. At the same time more than 20% respondents were undecided on this issue that also indicates that monitoring capacity of IMED has improved; but not to a great extent.

Chart 7.5
Central Tendency of the Respondents
for Improving of Monitoring Capacity of IMED



Source: Field survey 2011, Total respondents—165 X 4 = 660

The significant correlations among the improvement of monitoring capacity and input indicators for improving monitoring capacity of IMED have been tested through Bivariate Pearson correlation analysis. Correlations have been found among the improvement of monitoring capacity and its improvement input indicators (table 7.6).

Table 7.6
Correlations Among the Improvement of Monitoring Capacity and
Input Indicators for Improving Monitoring Capacity of IMED

	Improvement of monitoring capacity of IMED		
	Pearson correlation coefficient	Sig. (2-tailed) (P-value)	N
Functionality of MIS for improving monitoring capacity of IMED	0.077	0.327	165
Functionality of reporting formats and user guide for improving monitoring capacity of IMED	0.862	0.000	165
Functionality of M&E framework for improving monitoring capacity of IMED	0.678	0.000	165
Functionality of capacity development of IMED officials for improving monitoring capacity of IMED	0.947	0.000	165

The above table shows that the correlation coefficient between the improvement of monitoring capacity and functionality of MIS for improving monitoring capacity of IMED is positive but very much low and P-value is more than 0.05 that is statistically

insignificant at 5% level, which indicates that there is no correlation between them. Since the installed MIS has had very low impact on improving monitoring capacity of IMED; therefore no correlation is found between them. The correlation coefficient among the improvement of monitoring capacity and other three input indicators are positive and P-values are less than 0.01 that is statistically significant at 1% level, which indicates existence of strong positive correlations among them. Therefore, the correlations indicate that revised reporting formats, M&E framework and capacity development of IMED officials have a positive impact on the improvement of monitoring capacity of IMED.

The above statistical analysis clearly indicates that revised reporting formats prepared under SPPP project, M&E framework developed by RBME project and capacity development of IMED officials provided by various projects have helped achieving improvement in monitoring capacity of IMED. Whereas installed MIS has had very slender impact on improvement of monitoring capacity of IMED. Therefore, it is evident that monitoring capacity of IMED has improved. On the other hand approximately 25% respondents were uncertain about it which is also indicates that monitoring capacity of IMED has improved; but not to a satisfactory level for improving the readiness situation of IMED to adopt RBM approach in the implementation of public sector projects in Bangladesh. Finally, above statistical analysis help us to come to a conclusion that to what extent improvement of monitoring capacity of IMED has been achieved for improving the readiness situation of IMED to adopt RBM approach in the public sector projects. It is determined earlier that five levels of result could be interpreted by data analysis for improvement of monitoring capacity of IMED. One of the five levels of result for monitoring capacity of IMED was as follows:¹¹

If two-third or above and less than 80% of the respondents expressed their positive view directly; and

If two-third or above and less than 80% of the respondents expressed their positive view jointly (4 input indicators together);

¹¹ Details have been explained in the research methodology in chapter one; pp. 29-30.

Then the achieved level of improvement has been interpreted as improved to a moderate extent.

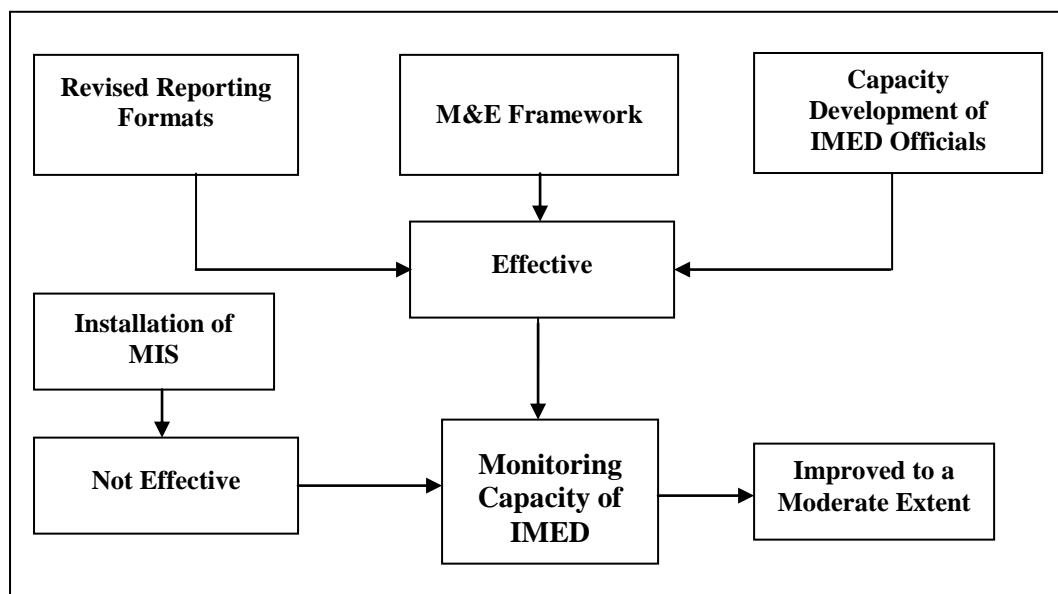
From the above statistics it is seen that:

73.4% respondents expressed their positive view directly on the improvement of monitoring capacity of IMED which is more than two third and less than 80% of the respondents; and

72.1% respondents expressed their positive view jointly (4 input indicators together) on the improvement of monitoring capacity of IMED which is also more than two third and less than 80% of the respondents;

Therefore; it can be concluded that monitoring capacity of IMED has improved to a moderate extent. The achieved level of monitoring capacity of IMED is shown in chart 7.6.

Chart 7.6
Achieved Level of the Monitoring Capacity of IMED



7.3.1.1.2. Achieved Level of Evaluation Capacity of IMED

Respondents were positive about the effectiveness of government initiatives for improving the evaluation capacity of IMED. They have also expressed their opinion directly on whether evaluation capacity of IMED has improved or not. In case of improvement of evaluation capacity for improving the readiness situation of IMED,

survey result (table 7.7) shows that 46.1% respondents expressed their agreement; while 23% respondents expressed their strong agreement on this point. On the contrary, only 3.0% respondents expressed disagreement; whereas no respondent expressed strong disagreement on this point. Though a significant numbers of (27.9%) respondents were indecisive; but it is also negligible when total number of respondents expressing positive views stand on 69.1% (agreed and strongly agreed). Apart from this, category wise maximum respondents from different categories expressed their agreement separately on this point.

Table 7.7
Respondents View on Improvement of Evaluation Capacity of IMED

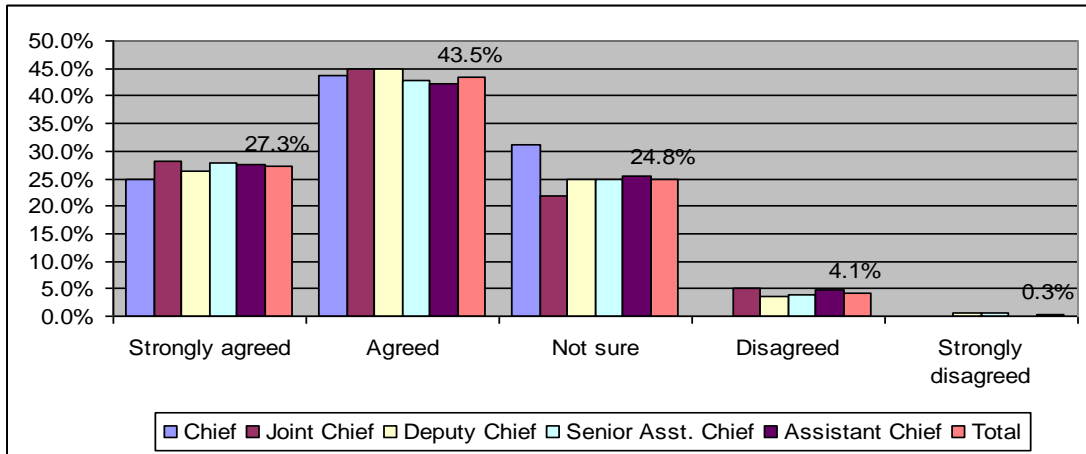
Opinion of the respondents					
Strongly agreed	Agreed	Not sure	Disagreed	Strongly disagreed	Total
23.0%	46.1%	27.9%	3.0%	0%	100%

Source: Field Survey 2011; Total Respondents—165.

Therefore, above statistical analysis indicates that evaluation capacity of IMED has been improved by the government initiatives. Since the respondents have expressed their opinion separately through input indicators about the improvement of evaluation capacity of IMED for improving the readiness situation; therefore a combined result about the improvement of evaluation capacity has been derived from compilation of results from four input indicators. This will help the process of cross checking whether any dissimilarity exists or not between direct result and combined result about the improvement of evaluation capacity for improving the readiness situation of IMED.

In this context, the combined result (chart 7.7) shows that 43.5% respondents agreed; while 27.3% respondents strongly agreed on this point which is very close to direct result. On the other hand, only 4.1% respondents disagreed; while 0.3% respondents strongly disagreed on this point which is very much negligible. However 24.8% respondents were indecisive about it. Above statistics are almost similar to direct result about the improvement of evaluation capacity of IMED. Thus, it can be claimed that there is no dissimilarity between direct and combined results on improvement of evaluation capacity of IMED.

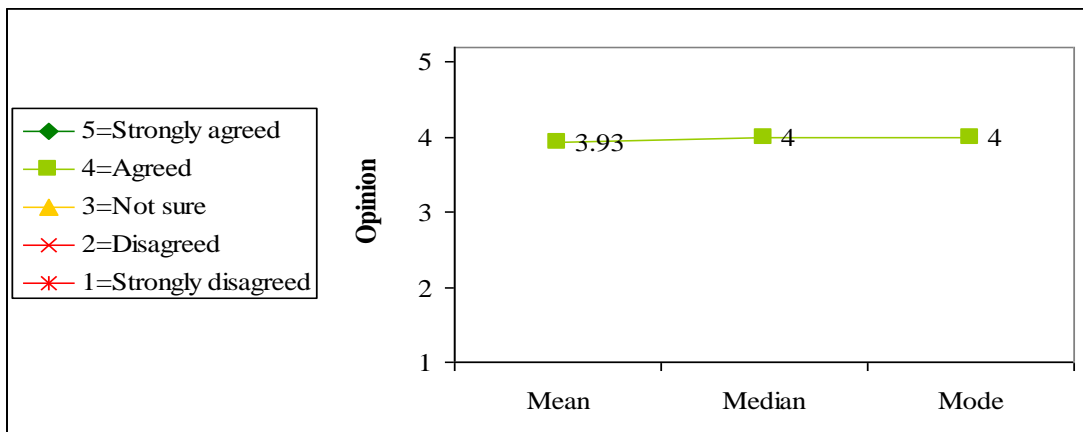
Chart 7.7
Combined Result Derived from Four Input Indicators
for Improvement of Evaluation Capacity of IMED



Source: Field survey 2011, Total respondents—165 X 4 = 660

In addition, combined result (chart 7.8) also shows that tendency of the respondents have been in favour of agreed since Mean and medium have been found 3.93 and 4 respectively. On the other hand, Mode-4 indicates that highest number of respondents has been found agreed on this issue. Since standard deviation is less than 1 (0.842), it is indicative of the fact that the differences among the respondents' opinions is very low. Thus, combined result also indicates that evaluation capacity of IMED has improved.

Chart 7.8
Central Tendency of the Respondents
for Improving Evaluation Capacity of IMED



Source: Field survey 2011, Total respondents—165 X 4 = 660

The significant correlations among the improvement of evaluation capacity and input indicators for improving evaluation capacity of IMED have been tested through Bivariate Pearson correlation analysis. Correlations have been found among the improvement of evaluation capacity and its improvement input indicators (table 7.8).

Table 7.8
Correlations Among the Improvement of Evaluation Capacity and
Input Indicators for Improving Evaluation Capacity of IMED

	Improvement of evaluation capacity of IMED		
	Pearson correlation coefficient	Sig. (2-tailed) (P-value)	N
Functionality of MIS for improving evaluation capacity of IMED	0.056	0.477	165
Functionality of reporting formats and user guide for improving evaluation capacity of IMED	0.770	0.000	165
Functionality of M&E framework for improving evaluation capacity of IMED	0.691	0.000	165
Functionality of capacity development of IMED officials for improving evaluation capacity of IMED	0.863	0.000	165

The above table shows that the correlation coefficient between the improvement of evaluation capacity and functionality of MIS is positive but very much low and P-value is more than 0.05 that is statistically insignificant at 5% level, which indicates that there is no correlation between them. Since the installed MIS has had very low impact on improving evaluation capacity of IMED; therefore there is no correlation between them. The correlation coefficient among the improvement of evaluation capacity and other three input indicators are positive and P-values are less than 0.01 which is statistically significant at 1% level that is indicative of existence of strong positive correlations among them. Therefore, the correlations indicate that revised reporting formats, M&E framework and capacity development of IMED officials have had a positive impact on the improvement of evaluation capacity of IMED.

The above statistical analysis clearly indicates that installed MIS is not effective for improving evaluation capacity of IMED; while revised reporting formats prepared by SPPP project, M&E framework developed by RBME project and capacity

development of IMED officials provided by various projects are helpful for improving evaluation capacity of IMED. Therefore, it is crystal clear that evaluation capacity of IMED has improved despite the fact that approximately 25% respondents were uncertain about it which is also indicates that evaluation capacity of IMED has improved not to a satisfactory level for improving the readiness situation of IMED to adopt RBM approach in the implementation of public sector projects in Bangladesh. Finally above statistical analysis help us to come to a conclusion that to what extent improvement of evaluation capacity of IMED has been achieved for improving the readiness situation of IMED to adopt RBM approach in the public sector projects in Bangladesh. It is determined earlier that five levels of result could be interpreted by data analysis for improvement of evaluation capacity of IMED. One of the five levels of result for evaluation capacity of IMED was as follows:¹²

If two-third or above and less than 80% of the respondents expressed their positive view directly; and

If two-third or above and less than 80% of the respondents expressed their positive view jointly (4 input indicators together);

Then the achieved level of improvement has been interpreted as improved to a moderate extent.

From the above statistics it is seen that:

69.1% respondents expressed their positive views directly on the improvement of evaluation capacity of IMED which is more than two third and less than 80% of the respondents; and

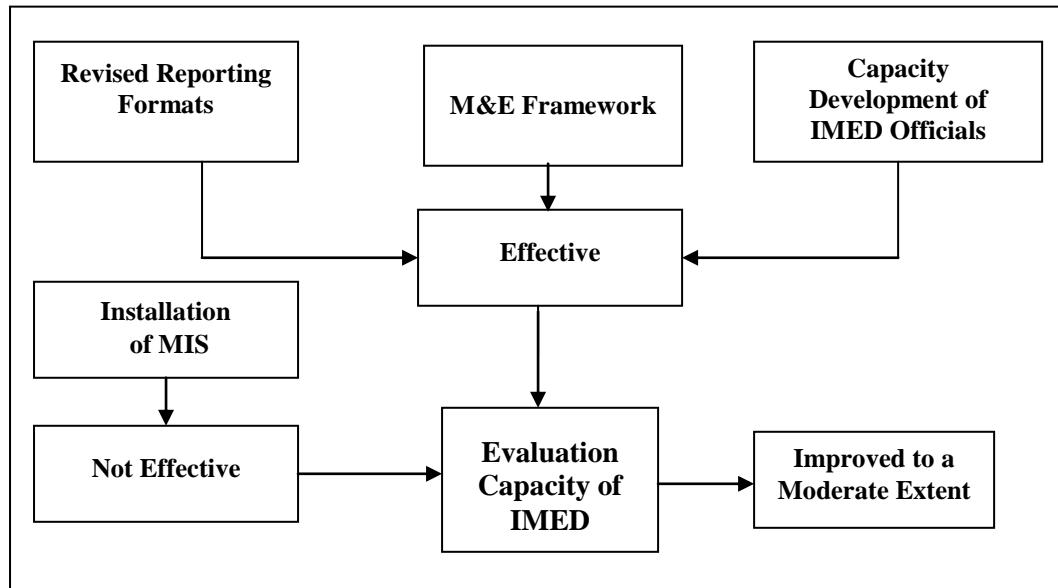
70.8% respondents expressed their positive view jointly (4 input indicators together) on the improvement of evaluation capacity of IMED which is also more than two third and less than 80% of the respondents;

Therefore, it can be concluded that evaluation capacity of IMED has improved to a moderate extent. The achieved level of evaluation capacity of IMED is shown in chart 7.9.

¹² Details have been explained in the research methodology in chapter one; pp. 29-30.

Chart 7.9

Achieved Level of the Evaluation Capacity of IMED



7.3.1.2. Transparency and Accountability of IMED

Transparency and accountability of IMED is also important to assess the readiness situation of IMED. It has been explored while analyzing the government documents that the system of ensuring transparency and accountability of IMED has had no significant positive change.¹³ Here, the analysis has been done on the basis of respondents opinion for exploring whether the system of ensuring transparency and accountability of IMED is improved or not for improving the readiness situation of IMED. Improvement of the system of ensuring transparency and accountability of IMED has been used as a system indicator in the analysis.

In response to the question relating to improvement of the system of ensuring transparency and accountability of IMED, survey result (table 7.9) shows that the majority of the respondents (50.3%) were uncertain on this issue. On the contrary, 40.6% respondents (agreed and strongly agreed) were positive; while only 9.1% respondents (disagreed and strongly disagreed together) were negative on this issue. Above statistics shows that majority of the respondents expressed uncertainty about

¹³ The improvement of system of ensuring transparency and accountability of IMED has been analyzed on the basis of government documents in the chapter Adoption of RBM Approach: A focus on Increased Organizational Capacity of IMED.

the improvement of the system of ensuring transparency and accountability of IMED. Although it is surprising but there has been certain reason behind it. Though increasing transparency and accountability in IMED was an integral part of the SPPP and RBME projects; no visible initiatives have been implemented on this issue. According to these projects objectives administering MIS; using reporting formats, M&E framework and capacity development of IMED officials will be increased transparency and accountability in IMED. Besides, system of ensuring transparency and accountability of IMED will be completed after implementation of IMED Strategic Plan. Therefore, majority of the respondents have been found uncertain about it.

Table 7.9

Improvement of the System of Ensuring Transparency and Accountability of IMED

Opinion of the respondents					
Strongly agreed	Agreed	Not sure	Disagreed	Strongly disagreed	Total
13.9%	26.7%	50.3%	7.9%	1.2%	100%

Source: Field survey 2011; Total respondents—165.

Although majority of the respondents were uncertain on the issue, there is another large group of respondents (40.6%) who expressed their positive view on this issue. Therefore, it can be said that implemented SPPP and RBME projects have had some sort of positive impact on improving the system of ensuring transparency and accountability of IMED.

Thus, above statistical analysis help us to come to a conclusion to what extent improvement of the system of ensuring transparency and accountability of IMED has been achieved by the government initiatives. It is determined earlier that five levels of result could be interpreted by data analysis for improvement of the system of ensuring transparency and accountability of IMED. One of the five levels of result for system of ensuring transparency and accountability of IMED was as follows:¹⁴

If less than 50% of the respondents expressed their positive view, but it is greater than negative view; then the achieved level of improvement has been interpreted as improved to a very low extent.

¹⁴ Details have been explained in the research methodology in chapter one; pp. 30-31.

From the above statistics it is seen that:

40.6% respondents expressed their positive view on improvement of the system of ensuring transparency and accountability of IMED which is less than 50% but it is greater than negative view which is only 9.1%.

Therefore, it could be argued that the system of ensuring transparency and accountability of IMED has improved to a very low extent.

7.3.1.3. The Readiness Situation of IMED

From above statistical analysis it is found that monitoring and evaluation capacity of IMED have improved to a moderate extent. On the other hand, transparency and accountability of IMED has improved to a very low extent. These improvements have had an impact on the readiness situation of IMED. Improvement of the readiness situation of IMED has been used as indicator for exploring its improvement. Respondents have expressed their opinion directly on the improvement of the readiness situation of IMED. Respondents opinions have also been explored from three capacity/system indicators on the improvement of the readiness situation of IMED. A combined result will be derived from three capacity/system indicators. This combined result will help us to cross check whether any dissimilarity exists or not between the direct and combined results.

In case of the improvement of the readiness situation of IMED for improving the readiness situation of Bangladesh, survey result (table 7.10) shows that 44.8% respondents expressed their agreement; while 20.6% respondents expressed their strong agreement on this issue. On the other hand, only 6.1% respondents expressed their disagreement on this point which is very much negligible; while no respondent strongly disagreed on this issue. However 28.5% respondents were uncertain on this issue. Despite having disagreement among respondents, the majority of them (altogether 65.4% agreed and strongly agreed) expressed their positive view about the improvement of the readiness situation of IMED for improving the readiness situation of Bangladesh.

Table 7.10

Respondents View on Improvement of the Readiness Situation of IMED

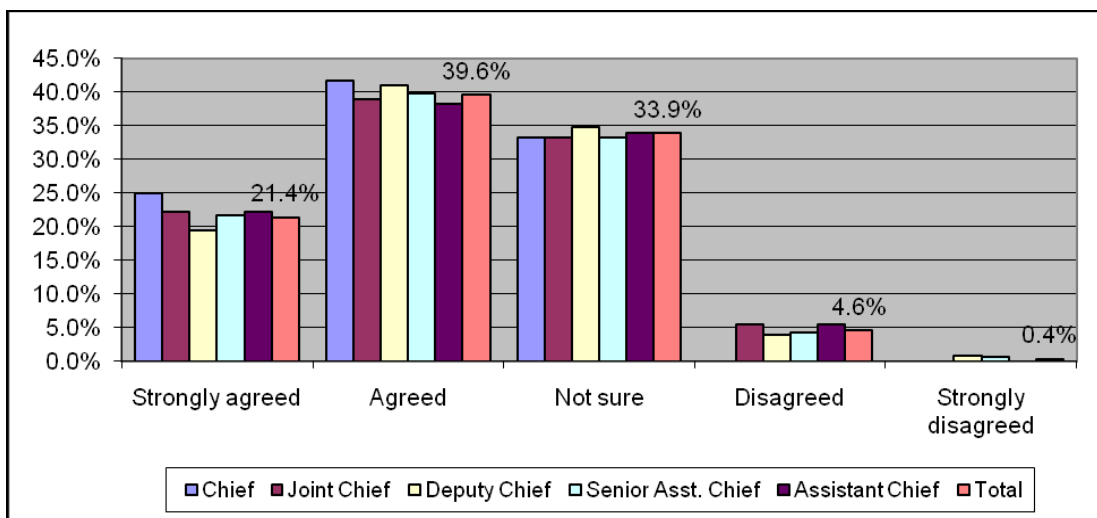
Opinion of the respondents					
Strongly agreed	Agreed	Not sure	Disagreed	Strongly disagreed	Total
20.6%	44.8%	28.5%	6.1%	0%	100%

Source: Field survey 2011; Total respondents—165.

The combined result (chart 7.10) derived from three capacity/system indicators about the improvement of the readiness situation of IMED shows that 61% respondents (agreed and disagreed) expressed their positive view on this point which is close (65.4%) to direct result. The ration of respondents who expressed uncertain views stands at 33.9% which is also close to direct result (28.5%). On the other hand, only 5.0% respondents (disagreed and strongly disagreed together) have expressed their negative view on this issue which is similar (6.1%) to direct result and also negligible. Therefore, it can be claimed that no dissimilarity exists among the direct and combined results.

Chart 7.10

Combined Result Derived from Three Capacity/System Indicators for Improving the Readiness Situation of IMED



Source: Field survey 2011, Total—165 X 3 = 495

In above two different types of calculations, more than 60% respondents have expressed their positive view about the improvement of the readiness situation of IMED which is indicative of improved situation of IMED. In addition, more than

25% respondents expressed their uncertainty which also indicates that the readiness situation of IMED has not improved to a great extent.

The significance correlations among the improvement of readiness situation of IMED and capacity/system indicators have been tested through Bivariate Pearson correlation analysis. Correlations have been found among the indicators (table 7.11).

Table 7.11
Correlations Among the Improvement of
the Readiness Situation of IMED and Capacity/System Indicators

	Improvement of the readiness situation of IMED		
	Pearson correlation coefficient	Sig. (2-tailed) (P-value)	N
Improved monitoring capacity for improving the readiness situation of IMED	0.733	0.000	165
Improved evaluation capacity for improving the readiness situation of IMED	0.867	0.000	165
Improved system of ensuring transparency and accountability for improving the readiness situation of IMED	-.001	0.985	165

The above table shows that the correlation coefficients among the improvement of the readiness situation of IMED and improved M&E capacity are positive and P-values are less than 0.01 that is statistically significant at 1% level, which indicates existence of strong positive correlations among them. This indicates that improved M&E capacity of IMED have had a positive impact on the improvement of the readiness situation of IMED. The correlation coefficient between the improvement of the readiness situation of IMED and improved system of ensuring transparency and accountability is negative and P-value is more than 0.05 that is statistically insignificant at 5% level, which is indicative of existence of no correlation. This means that improved system of ensuring transparency and accountability has had no impact on the improvement of the readiness situation of IMED. Therefore, existence of such correlations is indicative of the fact that the readiness situation of IMED has been improved but not at a great extent.

Under the above circumstance one may ask as to what extent improvement has been achieved in the readiness situation of IMED and whether this improvement is

satisfactory or not to improve the readiness situation of Bangladesh to a satisfactory level for adopting RBM approach in the implementation of public sector projects. From above statistical analysis it clearly seen that improved monitoring and evaluation capacity as a result of SPPP, RBME and other projects are helpful for improving the readiness situation of IMED to improve the readiness situation of Bangladesh; but the level of improvement has not reached to a desired level. On the other hand, improved transparency and accountability has had very low impact on improving the readiness situation of IMED. Above analysis helps us to come to conclusion about determining the extent of the level of improvement of readiness achieved by IMED for improving the readiness situation of Bangladesh to adopt RBM approach in the public sector projects. It is determined earlier that five levels of result could be interpreted by data analysis for improvement of the readiness situation of IMED. One of the five levels of result for the readiness situation of IMED was as follows:¹⁵

If 50% or above and less than two-third of the respondents expressed their positive view directly; and

If 50% or above and less than two-third of the respondents expressed their positive view jointly (three capacity/system indicators together);

Then the achieved level of improvement has been interpreted as improved to a low extent.

From the above statistics it is seen that:

65.4% respondents have expressed their positive view directly on the improvement of readiness situation of IMED which is more than 50% and less than two-third; and

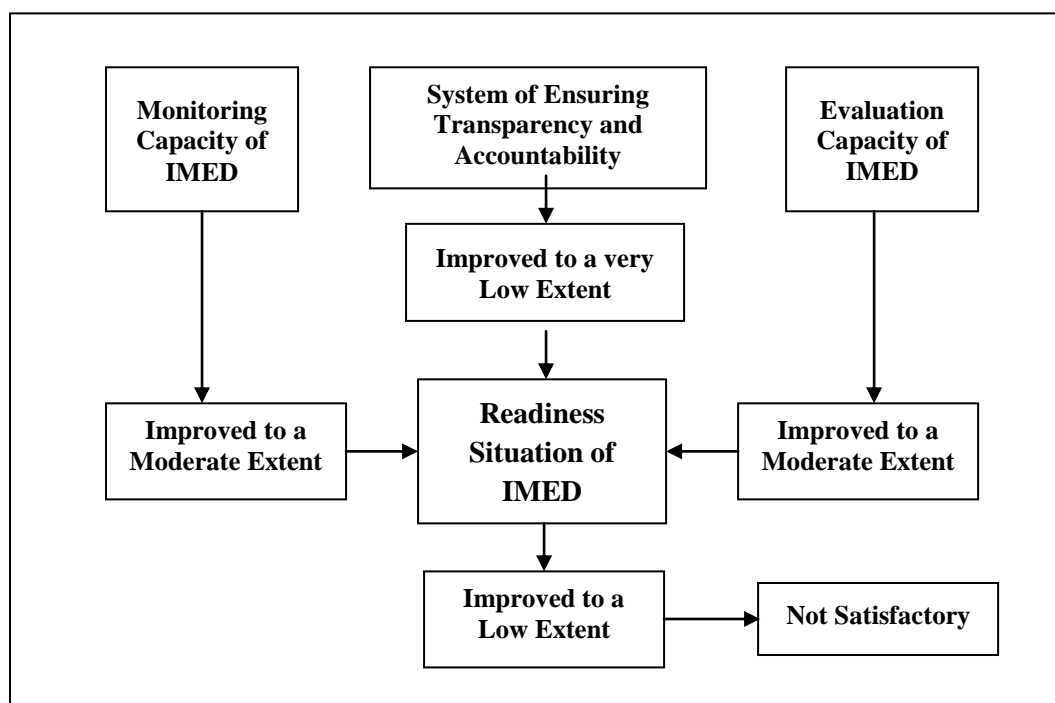
61.0 % respondents expressed their positive view jointly (three capacity/system indicators together) on the improvement of readiness situation of IMED which is also more than 50% and less than two-third;

Therefore it can be concluded that the readiness situation of IMED has improved to a low extent which is not satisfactory for improving the readiness situation of

¹⁵ Details have been explained in the research methodology in chapter one; pp. 31-32.

Bangladesh to a satisfactory level to adopt RBM approach in the public sector projects. The achieved level of readiness situation of IMED is shown in chart 7.11.

Chart 7.11
Achieved Level of the Readiness Situation of IMED



7.3.2. Impact of Government Initiatives on the Readiness Situation of EAs

According to the readiness situation framework, improvement of the readiness situation of EAs is dependent on the improvement of project preparation capacity, project implementation capacity and transparency and accountability of EAs. The impact of different government initiatives on these indicators has been analyzed below:

7.3.2.1. Project Preparation Capacity of EAs

Project preparation capacity is one of the vital indicators for assessing the readiness situation of EAs.¹⁶ Here, the analysis has been made on the basis of respondents

¹⁶ Public sector projects are initiated from project preparation through EAs. Identifying national development objectives, selecting priority areas for investment, and mobilizing resources are important of a project preparation. The improvement of project preparation capacity of EAs has been analyzed on the basis of documents in the chapter Adoption of RBM Approach: A focus on Increased Organizational Capacity of EAs. Some sort of improvement has been found in that analysis.

opinion for exploring whether the project preparation capacity of EAs is improved or not for adopting RBM approach in the public sector projects in Bangladesh. On the basis of government initiatives four input indicators have been used to determine the impact on project preparation capacity of EAs. These indicators are (i) functionality of revised formats and approval processes of project document, (ii) functionality of revised guidelines for project preparation, (iii) functionality of project preparation training to EAs officials and (iv) functionality of improved system for appointing key project personnel. Besides, improvement of project preparation capacity of EAs has also been used as a capacity indicator in the analysis. Respondents have expressed their opinion about the functionality of input indicators for improving project preparation capacity of EAs to adopt RBM approach in the public sector projects in the following way (table 7.12).

Table 7.12
Respondents View on Functionality of Input Indicators
for Improving Project Preparation Capacity of EAs

Respondents were asked to express their opinion on following input indicators that were developed to measure for improving project preparation capacity to adopt RBM approach in the public sector projects in Bangladesh	Opinion of the respondents (%)					Total
	Strongly agreed	Agreed	Not sure	Disagreed	Strongly disagreed	
1. Functionality of revised formats and approval processes of project documents to improve the project preparation capacity of EAs	15.8 %	50.9 %	24.8 %	8.5 %	0%	100 %
2. Functionality of revised guidelines for project preparation to improve the project preparation capacity of EAs	23.6 %	46.1 %	27.3 %	3.0 %	0%	100 %
3. Functionality of project preparation training to EAs officials for improving the project preparation capacity of EAs	7.9 %	32.7 %	51.5 %	7.9 %	0%	100 %
4. Functionality of improved system for appointing key project personnel to improve the project preparation capacity of EAs	15.2 %	27.9 %	47.9 %	7.9 %	1.2 %	100 %

Source: Field Survey 2011; Total Respondents—165.

In case of functionality of revised formats and approval processes of project document to improve the project preparation capacity of EAs, survey result (table 7.12) shows that 50.9% and 15.8% respondents expressed their agreement and strong agreement respectively on this issue. On the other hand, only 8.5% respondents expressed their disagreement on this issue which is very much negligible; while no respondent

expressed their strong disagreement on this issue. Apart from this 24.8% respondents were failing to decide on this issue. But two-third majority of the respondents (66.7% agreed and strongly agreed together) expressed their positive view about this issue which indicates that the revised formats and approval processes of project documents is helpful for improving the project preparation capacity of EAs.

Previously two formats i.e. PCP and PP were used to prepare project document and two distinct approval processes were followed for approval of all development projects. At first PCP was approved by the competent authority which was written in Bangla. After approval of PCP, it was then translated into English and prepared a PP which was approved in the second stage.¹⁷ According to revised formats now one integrated format is used in the preparation of project document which is helpful for project preparation. The revised approval process of project document has reduced the project approval time which is also helpful for project preparation. Therefore, two-third of the respondents expressed their positive view about the functionality of revised formats and approval processes of project document to improve the project preparation capacity of EAs. At the same time it is also found in many occasions that the time limit of the approval process has not been followed strictly. It seems that this has struck mind of those who expressed their uncertainty on this issue.

Above statistics and analysis clearly indicate that revised formats and approval processes of project documents is helpful for improving project preparation capacity of EAs.

In case of the functionality of revised guidelines for project preparation to improve the project preparation capacity of EAs, survey result (table 7.12) shows that 46.1% respondents agreed, while 23.6% respondents strongly agreed on this issue. On the other hand only 3.0% respondents disagreed which is very much negligible, while no respondent strongly disagreed on this issue. However, 27.3% respondents were uncertain on this issue which is become negligible since a vast majority of respondents (69.7% agreed and strongly agreed together) expressed their positive view on this issue. Therefore, according to respondents view, it is understandable that

¹⁷ *Op. cit.* Streamlining GoB Approval Process of Projects, pp. 8-9.

revised guidelines for project preparation are helpful for improving project preparation capacity of EAs.

All necessary instruction regarding project preparation and approval process of project documents has been provided in the revised project preparation guidelines. Moreover, considering the availability of the guidelines for EA officials the Planning Division has published it as a booklet.¹⁸ It is helpful for preparation of a new project document in the public sector. Therefore, majority of the respondents expressed their positive view on this issue. But 27.3% respondents expressed their uncertainty on this issue which is indicative of the fact that the guidelines must need further revision. It is necessary to state that a draft revision of the revised guidelines has been submitted for final approval, which is under consideration of the Planning Division since August 2011.

Above analysis help us to come to a conclusion that revised guideline is helpful for improving project preparation capacity of EAs. At the same time it is also clear that further revision of the guidelines is necessary for more effectiveness.

When it concerns the functionality of project preparation training to EAs officials, that is provided by SPPP project for improving project preparation capacity of EAs, survey result (table 7.12) shows that the majority of the respondents (51.5%) expressed their uncertainty on this issue. Whereas, 32.7% and 7.9% respondents agreed and strongly agreed respectively on this issue. On the contrary, only 7.9% respondents disagreed on this issue which is very much negligible; while no respondent has been found strongly disagreed on this issue.

It is no denying the fact that training enhances the capacity of the officials. However, a vast majority of the respondents (51.5%) expressed their uncertainty on this issue. Now the question is why it so? A possible explanation has been found from document analysis. Project preparation training was provided by SPPP project in 2003. During that time project was prepared by two documents i.e. PCP and PP.

¹⁸ Circular of the Government to Public Sector Development Project Preparation, Processing, Approval and Revision System, (Revised), (In Bangla), Circular No. PD/NEC/Coordination-2/Paripatra/29/2007/48, Dated 29 May 2008, (Dhaka: NEC/ECNEC and coordination Wing, Planning Division, Ministry of Planning).

According to the recommendation of the consultant team of the SPPP project, the Planning Division approved a new integrated project document instead of PCP and PP and guidelines also revised accordingly.¹⁹ Now project preparation is completely different from that project preparation training which was provided by SPPP project. That is why; a vast majority of the respondents expressed their uncertainty about the functionality of project preparation training to EAs officials provided by SPPP project for improving project preparation capacity of EAs.

Above statistics and analysis indicate that project preparation training which was provided by SPPP project is not helpful for improving project preparation capacity of EAs to adopt RBM approach in the public sector projects.

When it concerns the functionality of improved system for appointing key project personnel to improve project preparation capacity of EAs, survey result (table 7.12) shows that 47.9% respondents were uncertain on this point. But 27.9% and 15.2% respondents expressed their agreement and strongly agreement respectively on this point. On the other hand, only 7.9% and 1.2% respondents expressed their disagreement and strongly disagreement respectively on this point which is very much negligible. Therefore, it is interesting to note that maximum number of the respondents were uncertain about the issue of functionality of improved system for appointing key project personnel to improve project preparation capacity of EAs.

Now the question is why maximum number of the respondents has expressed uncertainty in this regard? The consultant team of SPPP project recommended for ensuring involvement of the PDs from project design stage while they submitted their recommendation about the improvement of the system for appointing key project personnel. But no mandatory provision has been included in the latest revised circular about the improvement of the system for appointing key project personnel to appoint the PDs from project design stage.²⁰ Therefore, in most cases the PDs are not getting

¹⁹ Circular of the Government to Public Sector Development Project Preparation, Processing, Approval and Revision System, (In Bangla) Circular No. PD/NEC-ECNEC/ Coordination-2/PAP/2/2002(part-2)/252, Dated 01 November 2004, (Dhaka: NEC/ECNEC and coordination Wing, Planning Division, Ministry of Planning).

²⁰ Circular of the Government to Instruction Relating to Recruitment of Competent and Experienced Project Director for Investment Projects, Circular No. PD/NEC-3/2007-2008/259, Dated

opportunity to involve themselves in the projects from design stage. As a result, absence of involvement of the PDs from the initial stage of project preparation is hindering the process of preparation of a quality project document. Therefore, improved system for appointing key project personnel is not effective for project preparation. That's why; the maximum numbers of the respondents expressed their uncertainty on this point. However, despite existence of this group of respondents there is another large group of respondents (43.1% agreed and strongly agreed together) who expressed their positive view on this point. It indicates that latest revised circular about the improved system for appointing key project personnel has some sort of positive impact on improving project preparation capacity of EAs.

7.3.2.1.1. Achieved Level of Project Preparation Capacity of EAs

Above statistical analysis has helped us to analyze the impact of the government initiatives for improving the project preparation capacity of EAs. Some improvements have been noticed that are helpful for improving project preparation capacity of EAs. Respondents have also expressed their opinion directly on whether project preparation capacity of EAs has improved or not. Improvement of project preparation capacity of EAs has been used as an indicator. Survey result (table 7.13) shows that 41.8% respondents agreed, while 13.9% respondents strongly agreed on this point. On the contrary, only 8.5% respondents disagreed on this point which is very much negligible, while no respondent strongly disagreed on this point. Apart from this 35.8% respondents were uncertain which is not negligible; but the majority of the respondents (55.7% agreed and strongly agreed together) expressed their positive view about the improvement of project preparation capacity of EAs.

Table 7.13

Respondents View on Improvement of Project Preparation Capacity of EAs

Opinion of the respondents					
Strongly agreed	Agreed	Not sure	Disagreed	Strongly disagreed	Total
13.9%	41.8%	35.8%	8.5%	0%	100%

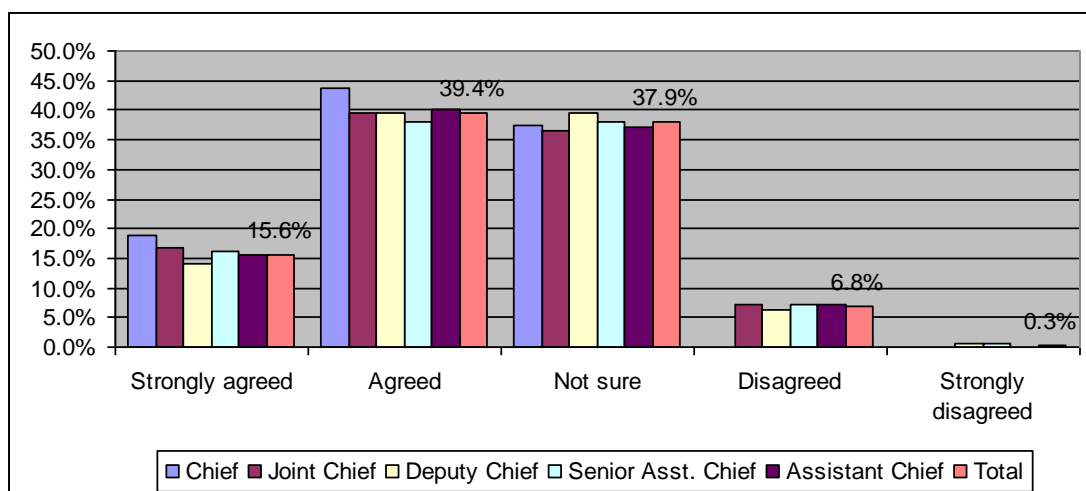
Source: Field Survey 2011; Total Respondents—165.

08 November 2009, (In Bangla), (Dhaka: NEC/ECNEC and Coordination Wing, Planning Division, Ministry of Planning).

Therefore, above statistical analysis indicates that project preparation capacity of EAs has improved as a result of government initiatives. Moreover, a combined result will be derived from compilation of results from four input indicators since the respondents had given their opinion separately by four input indicators about the improvement of project preparation capacity of EAs. It will be helpful for cross checking whether any dissimilarity exists or not between direct result and combined result about the improvement of project preparation capacity for improving the readiness situation of EAs.

The combined result (chart 7.12) derived from four input indicators shows that 39.4% respondents expressed their agreement; while 15.6% respondents expressed their strong agreement on this point which is almost similar to direct result. On the other hand, only 6.8% respondents expressed their disagreement; while 0.3% respondents strongly disagreed on this point which is very much negligible. However 39.4% respondents expressed their uncertainty about it. Above statistics are almost similar to direct result about the improvement of project preparation capacity of EAs. It can be claimed that there is no dissimilarity between direct result and combined result. That means combined result indicates the improvement of project preparation capacity of EAs.

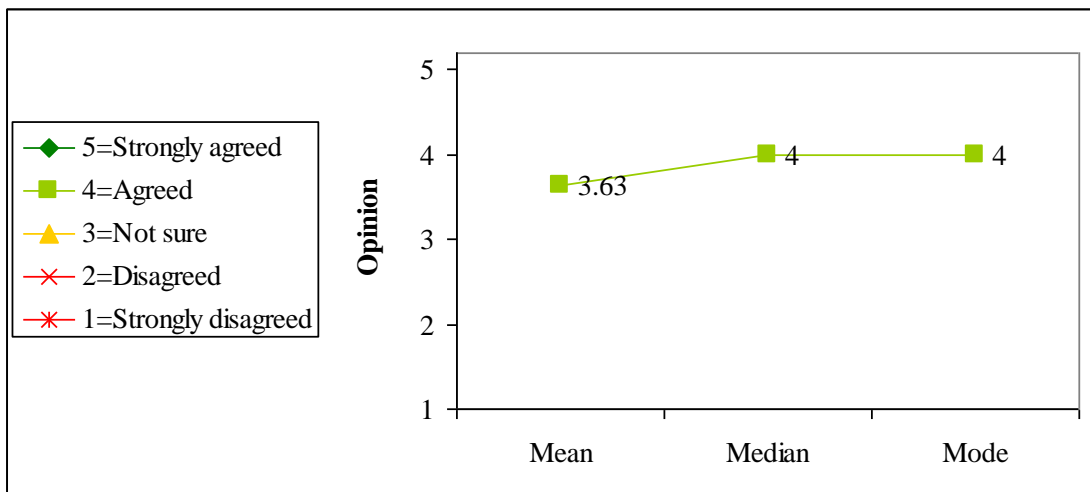
Chart 7.12
Combined Result Derived from Four Input Indicators
for Improving Project Preparation Capacity of EAs



Source: Field survey 2011, Total respondents—165 X 4 = 660

In addition, combined result (chart 7.13) derived from four input indicators also shows that tendency of the respondents have been in favour of agreement since Mean and Medium have been found 3.63 and 4 respectively. On the other hand, Mode-4 indicates that highest number of respondents has been found agreed on this issue. Since standard deviation is less than 1 (0.837), it is indicative of the fact that the differences among the respondents opinions is very low. Thus, combined result also indicates that project preparation capacity of EAs has improved.

Chart 7.13
Central Tendency of the Respondents
for Improving Project Preparation Capacity of EAs



Source: Field survey 2011 Total respondents—165 X 4 = 660

The significant correlations among the improvement of project preparation capacity and input indicators for improving project preparation capacity of EAs have been tested through Bivariate Pearson correlation analysis. Correlations have been found among the improvement of project preparation capacity and its improvement input indicators (table 7.14).

Table 7.14
Correlations Among the Improvement of Project Preparation Capacity and
Input Indicators for Improving Project Preparation Capacity of EAs

	Improvement of project preparation capacity of EAs		
	Pearson correlation coefficient	Sig. (2-tailed) (P-value)	N
Functionality of revised formats and approval processes of project document to improve the project preparation capacity of EAs	0.883	0.000	165
Functionality of revised guidelines for project preparation to improve the project preparation capacity of EAs	0.574	0.000	165
Functionality of project preparation training to EAs officials for improving project preparation capacity of EAs	-0.043	0.579	165
Functionality of improved system for appointing key project personnel to improve the project preparation capacity of EAs	-0.036	0.646	165

The above table shows that the correlation coefficient among the improvement of project preparation capacity and functionality of effort to involve the PDs from project design stage and project preparation training to EAs officials are negative and P-value are more than 0.05 that is statistically insignificant at 5% level, which indicates there is existence of no correlation among them. Since the improved system for appointing key project personnel and project preparation training to EAs officials have had a very low impact on improving project preparation capacity of EAs; therefore no correlation has been found among them. The correlation coefficient among the improvement of project preparation capacity and revised formats and approval processes of project document and revised guidelines for project preparation are positive and P-values are less than 0.01 that is statistically significant at 1% level, which indicates existence of strong positive correlations among them. Therefore, the correlations indicate that revised formats and approval processes of project document and revised guidelines for project preparation have had a positive impact on the improvement of project preparation capacity of EAs.

The above statistical analysis clearly indicates that improved system for appointing key project personnel and project preparation training to EAs officials are not effective for improving project preparation capacity of EAs; while revised formats

and approval processes of project document and revised guidelines for project preparation are helpful for improving project preparation capacity of EAs. Therefore, it is clear that project preparation capacity of EAs has improved; but in the field survey more than one-third of the respondents (35.8% from direct result; while 37.9% from combined result) expressed their uncertainty about it which is also indicates that project preparation capacity of EAs has improved but not to a level of satisfactory for improving the readiness situation of EAs to adopt RBM approach in the implementation of public sector projects in Bangladesh. Finally above statistical analysis help us to come to a conclusion that to what extent improvement of project preparation capacity of EAs has been achieved. It is determined earlier that five levels of result could be interpreted by data analysis for improvement of project preparation capacity of EAs. One of the five levels of result for project preparation capacity of EAs was as follows:²¹

If 50% or above and less than two-third of the respondents expressed their positive view directly; and

If 50% or above and less than two-third of the respondents expressed their positive view jointly (4 input indicators together);

Then the achieved level of improvement has been interpreted as improved to a low extent.

From the above statistics it is seen that:

55.7% respondents expressed their positive view directly on the improvement of project preparation capacity of EAs which is more than 50.0% and less than two-third; and

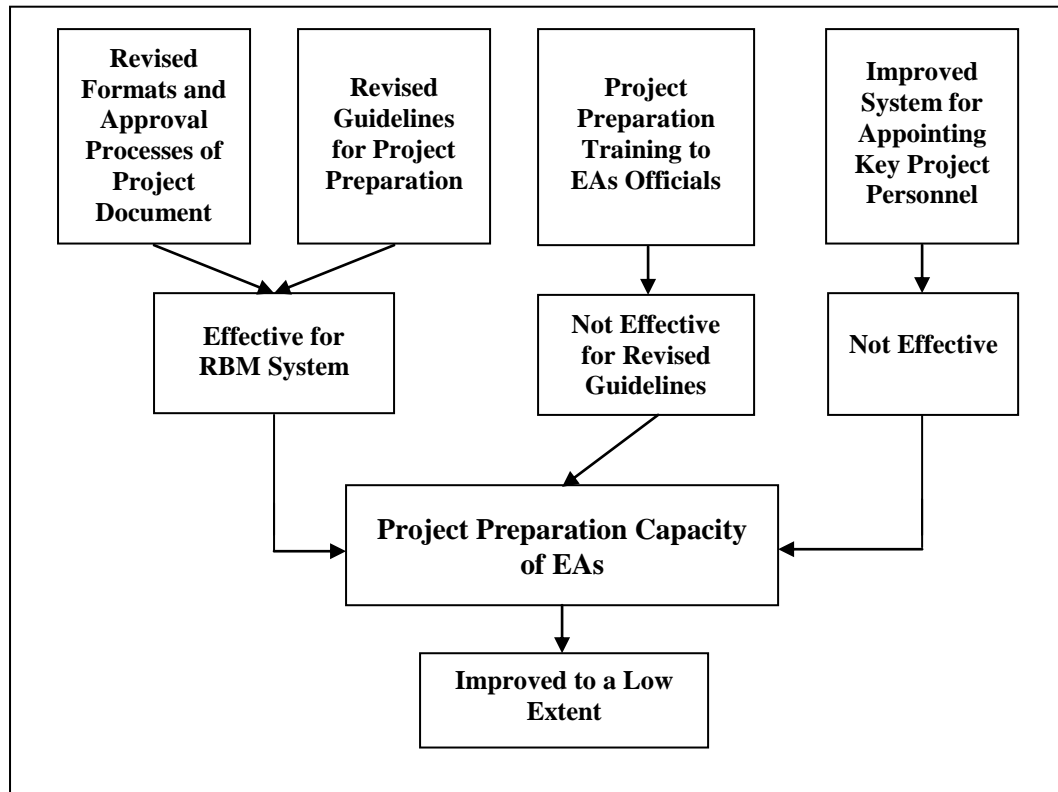
55.0% respondents expressed their positive view jointly (4 input indicators together) on the improvement of project preparation capacity of EAs which is also more than 50.0% and less than two-third;

Therefore it can be claimed that project preparation capacity of EAs has improved to a low extent. The achieved level of project preparation capacity of EAs is shown in chart 7.14.

²¹ Details have been explained in the research methodology in chapter one; pp. 29-30.

Chart 7.14

Achieved Level of the Project Preparation Capacity of EAs



7.3.2.2. Project Implementation Capacity of EAs

Project implementation capacity of EAs is another vital indicator to assess the readiness situation of EAs.²² Here, the analysis has been made on the basis of respondent's opinion for exploring whether the project implementation capacity of EAs is improved or not to improve the readiness situation of EAs for adopting RBM approach in the public sector projects in Bangladesh. On the basis of government initiatives four input indicators have been used to determine the impact on project implementation capacity of EAs. These indicators are (i) functionality of improved system for appointing key project personnel, (ii) functionality of revised reporting

²² Project implementation is the most difficult problem in the public sector projects in Bangladesh. Delay in appointment of key project personnel, procurement, appointment of contractors, issuing and processing tender, signing loan agreement and many other problems have found as causes of difficulties for project implementation. EAs are mostly responsible for overcome these difficulties. GoB has undertaken initiatives to overcome these difficulties. Details have been analyzed in the chapter Adoption of RBM Approach: A focus on Increased Organizational Capacity of EAs. Some sort of improvement of project implementation capacity of EAs has been found in that analysis.

formats and user guide, (iii) functionality of improved procurement procedures and (iv) functionality of capacity development of EAs officials. Besides, improvement of project implementation capacity of EAs has also been used as a capacity indicator in the analysis. Respondents have expressed their opinion about the functionality of input indicators for improving project preparation capacity of EAs to adopt RBM approach in the public sector projects in the following way (table 7.15).

Table 7.15
Respondents View on Functionality of Input Indicators
for Improving Project Implementation Capacity of EAs

Respondents were asked to express their opinion on following input indicators that were inputted in EAs for improving project implementation capacity to adopt RBM approach in the public sector projects in Bangladesh	Opinion of the respondents (%)					
	Strongly agreed	Agreed	Not sure	Disagreed	Strongly disagreed	Total
1. Functionality of improved system for appointing key project personnel to improve the project implementation capacity of EAs	15.2 %	27.9 %	47.9 %	7.9 %	1.2 %	100 %
2. Functionality of reporting formats and user guide for improving project implementation capacity of EAs	32.1 %	47.9 %	17.0 %	3.0 %	0%	100 %
3. Functionality of improved procurement procedures to improve the project implementation capacity of EAs	33.3 %	52.7 %	11.5 %	2.4 %	0%	100 %
4. Functionality of capacity development of EAs officials for improving project implementation capacity of EAs	23.0 %	46.7 %	27.3 %	3.0 %	0%	100 %

Source: Field Survey 2011; Total Respondents—165.

In case of the functionality of improved system for appointing key project personnel to improve the project implementation capacity of EAs, survey result (table 7.15) shows that 47.9% respondents expressed their uncertainty on this issue. But 27.9% and 15.2% respondents agreed and strongly agreed respectively on this point. On the other hand, only 7.9% and 1.2% respondents disagreed and strongly disagreed respectively on this issue which is very much negligible. Therefore, due to having maximum numbers of the respondent who expressed their uncertainty on this point it can be claimed that improved system for appointing key project personnel is not effective to improve the project implementation capacity of EAs.

It is mentioned earlier that the Planning Division revised the existing circular regarding appointment of PDs and other key project personnel for improving the

system.²³ But the problem is that in most cases the government circular is not followed strictly while appointing key project personnel. Therefore, maximum numbers of the respondent expressed their uncertainty on this point. Since another large group of respondents (43.1% together agreed and strongly agreed) expressed their positive view on this point it can be claimed that the improved system for appointing key project personnel has had some sort of positive impact on improving project implementing capacity of EAs.

When it concerns functionality of revised reporting formats and user guide for improving project implementation capacity of EAs, survey result (table 7.15) shows that 47.9% respondents expressed their agreement, while 32.1% respondents expressed their strong agreement on this point. On the other hand, only 3.0% respondents expressed their disagreement on this point which is very much negligible, while no respondent disagreed on this point. However 17% respondents were indecisive on this point which is also negligible since more than three-fourth majority of the respondents (80% agreed and strongly agreed together) expressed their positive view on this point. Therefore, it can be claimed that respondents are found agreed on revised reporting formats and user guide which is helpful for improving project implementation capacity of EAs.

It has been explained earlier that why a huge majority of the respondents expressed their positive view on revised reporting formats about the improvement of M&E capacity of IMED? Here the reason is little bit different. Reporting formats make collection of reports and its compilation easier for M&E in IMED. Thus, reporting formats make it easier for the PDs to prepare report of on-going projects. The user guide is helping them to fill up the reporting formats.²⁴ Therefore, majority of the respondents expressed their positive view that revised reporting formats and user guide is helpful for improving project implementation capacity of EAs.

When it concerns functionality of improved procurement procedures to improve project implementation capacity of EAs, survey result (table 7.15) shows that 52.7%

²³ *Op. cit.* Circular No. PD/NEC-3/2007-2008/259, Dated 08 November 2009

²⁴ *Op cit.* IMED Reporting Formats and User Guide, p. ii.

respondents agreed on this issue. Even category wise 50% or more than 50.0% respondents of different categories agreed on this point. Besides, 33.3% respondents strongly agreed on this point. On the contrary, only 2.4% respondents disagreed on this issue which is very much negligible; while no respondent strongly disagreed on this issue. However 11.5% respondents were uncertain on this issue which is also negligible. Above statistics shows 86% respondents (agreed and strongly agreed together) expressed their positive view on the functionality of improved procurement procedures. Therefore, it is apparent that improved procurement procedures are very much helpful for improving project implementation capacity of EAs.

Now the question is why a vast majority of the respondents (86%) have expressed their positive view on this issue? Delay in procurement is one of the major issues in the implementation of development project in Bangladesh. To improve public procurement procedures CPTU was established in IMED. The CPTU provides the legal framework on procurement procedures by producing PPA 2006 and PPR 2008. In addition e-Government Procurement system has been introduced by the CPTU. With this improvement most of the procurement problems have been solved. Therefore, a huge majority of the respondents expressed their positive view on the functionality of improved procurement system. Thus, the improved procurement procedures are very much helpful for improving project implementation capacity of EAs.

In case of functionality of capacity development of EAs officials for improving project implementation capacity of EAs, survey result (table 7.15) shows that 46.7% and 23.0% respondents expressed their agreement and strong agreement on this point respectively. On the other hand, only 3.0% respondents have expressed their disagreement on this point which is very much negligible; while no respondent expressed strong disagreement. Apart from this 27.3% respondents expressed their uncertainty on this point. But more than two-third majority of the respondents (69.7% agreed and strongly agreed together) expressed their positive view on this point.

Project directors and other key project personnel have been trained up on procurement issues from CPTU, RBM capacity development from RBME project,

RBM concept from Planning Academy and reporting project progress from SPPP project. These training have had a positive impact on capacity development of EAs officials. Therefore, majority of the respondents have been found positive on this point.

Above statistical analysis indicates that capacity development trainings of EAs officials provided by various projects have had a positive impact on improving project implementation capacity of EAs.

7.3.2.2.1. Achieved Level of Project Implementation Capacity of EAs

In the above statistical analysis respondents have been found positive about the government initiatives for improving the project implementation capacity of EAs. They have also expressed their opinion on whether project implementation capacity of EAs has improved or not. Improvement of project implementation capacity of EAs has been used as an indicator. It has been discussed below:

In the field survey respondents expressed their opinion about the improvement of project implementation capacity for improving the readiness situation of EAs. The survey result (table 7.16) shows that 46.7% respondents agreed; while 23.6% respondents strongly agreed on this point. In contrast, only 3.0% respondents have been found disagreed which is very much insignificant; while no respondent strongly disagreed on this point. However 26.7% respondents were uncertain; but majority of the respondents (70.3% agreed and strongly agreed together) expressed positive view on the improvement of project implementation capacity of EAs. Therefore, it can be claimed that project implementation capacity of EAs has been improved by the government initiatives.

Table 7.16

Respondents View on Improvement of Project Implementation Capacity of EAs

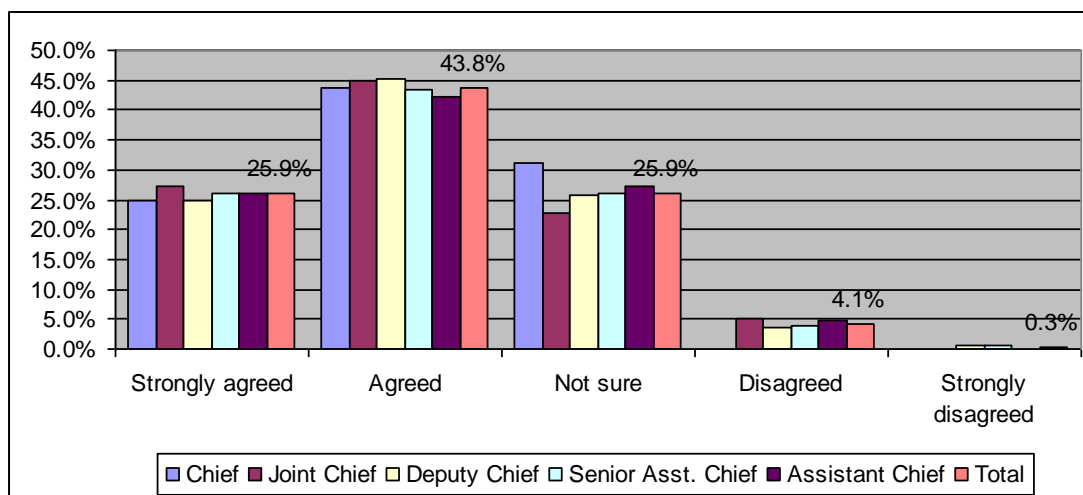
Opinion of the respondents					
Strongly agreed	Agreed	Not sure	Disagreed	Strongly disagreed	Total
23.6%	46.7%	26.7%	3.0%	0%	100%

Source: Field Survey 2011; Total Respondents—165.

Furthermore, a combined result will be derived from four input indicators since the respondents had given their opinion separately by four input indicators about the improvement of project implementation capacity of EAs. It will be helpful for cross checking whether any dissimilarity exists or not between direct result and combined result about the improvement of project implementation capacity for improving the readiness situation of EAs.

The combined result (chart 7.15) derived from four input indicators about the improvement of project implementation capacity of EAs shows that 43.8% respondents agreed; while 25.9% respondents strongly agreed on this point. The ration for positive view stands at 69.7% (agreed and strongly agreed together), which is almost similar to total positive view from direct result (70.3%). On the other hand, only 4.1% respondents disagreed and 0.3% respondents strongly disagreed on this point which is also similar to direct results (3%). Apart from this 25.9% respondents expressed their uncertainty on this point which is also similar to direct results (26.7%). Therefore, it is clear that there is no dissimilarity between direct result and combined result. Thus, the combined result also indicates that project implementation capacity of EAs has improved.

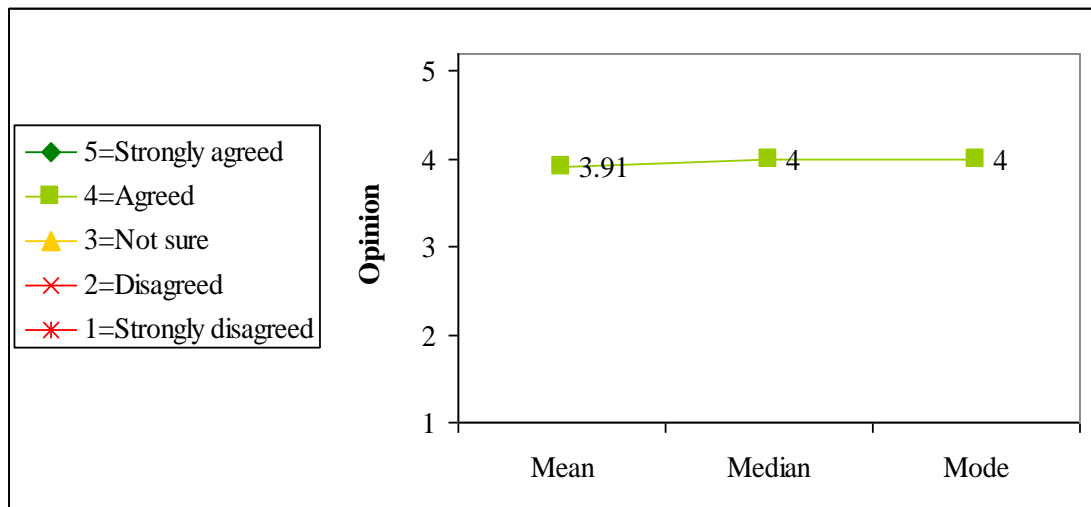
Chart 7.15
Combined Result Derived from Four Input Indicators
for Improving Project Implementation Capacity of EAs



Source: Field survey 2011, Total respondents—165 X 4 = 660

Besides, combined result also shows that tendency of the respondents have been in favour of agreed since Mean and medium have been found 3.91 and 4 respectively. On the other hand, Mode-4 indicates that highest number of respondents has been found agreed on this issue. Since standard deviation is less than 1 (0.838), it is indicative of the fact that the differences among the respondents opinions is very low. Thus, central tendency of the respondents also indicate that project implementation capacity of EAs has improved (Chart 7.16).

Chart 7.16
Central Tendency of the Respondents
for Improving Project Implementation Capacity of EAs



Source: Field survey 2011, Total respondents—165 X 4 = 660

The significant correlations among the improvement of project implementation capacity and improvement input indicators for improving project implementation capacity of EAs have been tested through Bivariate Pearson correlation analysis. Correlations have been found among the improvement of project implementation capacity and its improvement input indicators (table 7.17).

Table 7.17
Correlations Among the Improvement of Project Implementation
Capacity of EAs and Improvement Input Indicators.

	Improvement of project implementation capacity of EAs		
	Pearson correlation coefficient	Sig. (2-tailed) (P-value)	N
Functionality of improved system for appointing key project personnel to improve the project implementation capacity of EAs	0.019	0.808	165
Functionality of revised reporting formats and user guide for improving project implementation capacity of EAs	0.789	0.000	165
Functionality of improved procurement procedures for improving project implementation capacity of EAs	0.736	0.000	165
Functionality of capacity development of EAs officials for improving project implementation capacity of EAs	0.971	0.000	165

The above table shows that the correlation coefficient between the improvement of project implementation capacity and functionality of improved system for appointing key project personnel is positive but very much low and P-value is more than 0.05 that is statistically insignificant at 5% level, which is indicative of no correlation between them. The correlation coefficients among the improvement of project implementation capacity and other three indicators are positive and P-values are less than 0.01 that is statistically significant at 1% level, which is indicative of strong positive correlations among them. Therefore, the correlation indicates that revised reporting formats and user guide, improved procurement procedure and capacity development of EAs officials have had a positive impact on the improvement of project implementation capacity of EAs, while improved system of appointment for appointing key project personnel has had no impact on it.

The above statistical analysis clearly indicates that revised reporting formats and user guide prepared by SPPP project, improved procurement procedures by PPRP project and capacity development of EAs officials provided by various projects are helpful for improving project implementation capacity of EAs. On the other hand, improved system of appointment for appointing key project personnel provided by

SPPP project did not have any visible impact on improving project implementation capacity of EAs. Therefore, it is easy to conclude that project implementation capacity of EAs has improved but not to a greater extent since more than 25% respondents (26.7% from direct result; while 25.9% from combined result) expressed their uncertainty about it. Finally above statistical analysis help us to come to a conclusion that to what extent improvement of project implementation capacity of EAs has been achieved for improving the readiness situation of EAs to adopt RBM approach in the public sector projects in Bangladesh. It is determined earlier that five levels of result could be interpreted by data analysis for improvement of project preparation capacity of EAs. One of the five levels of result for project implementation capacity of EAs was as follows:²⁵

If two-third or above and less than 80% of the respondents expressed their positive view directly; and

If two-third or above and less than 80% of the respondents expressed their positive view jointly (4 input indicators together);

Then the achieved level of improvement has been interpreted as improved to a moderate extent.

From the above statistics it is seen that:

70.3% respondents expressed their positive view directly on the improvement of project implementation capacity of EAs which is more than two-third and less than 80%; and

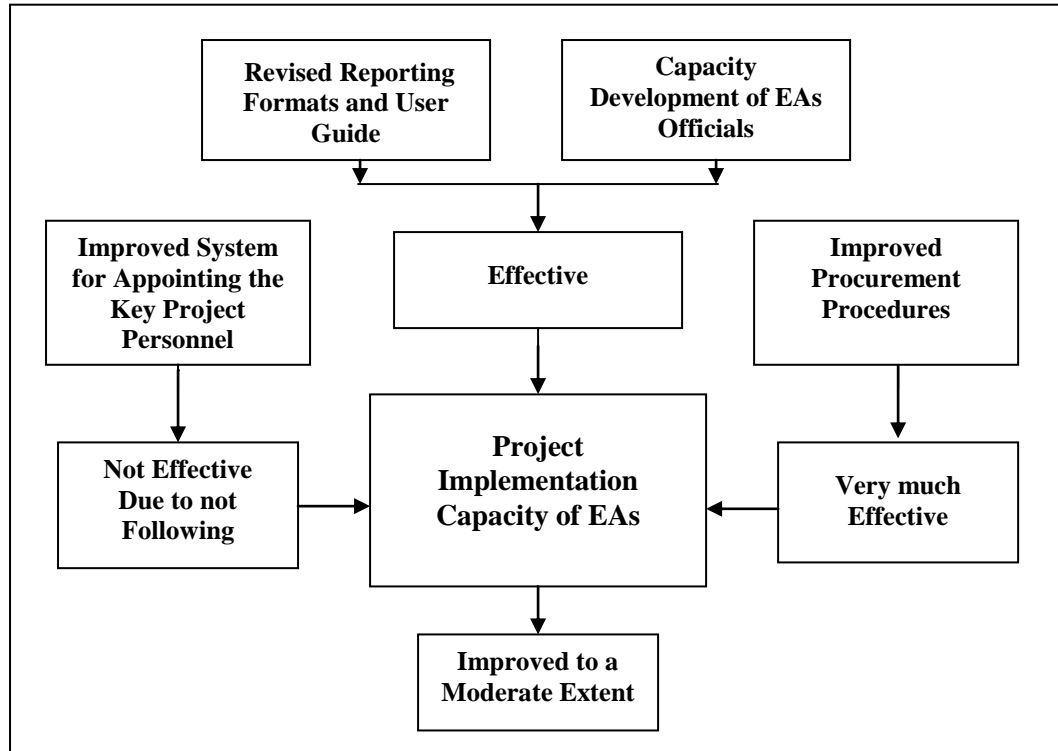
69.7% respondents expressed their positive view jointly (4 input indicators together) on the improvement of project implementation capacity of EAs which is also more than two-third and less than 80%;

Therefore it can be concluded that project implementation capacity of EAs has improved to a moderate extent. The achieved level of project implementation capacity of EAs is shown in chart 7.17.

²⁵ Details have been explained in the research methodology in chapter one; pp. 29-30.

Chart 7.17

Achieved Level of the Project Implementation Capacity of EAs



7.3.2.3. Transparency and Accountability of EAs

Transparency and accountability of EAs is also important to assess the readiness situation of EAs. It is explored while analyzing the government documents that the system of ensuring transparency and accountability of EAs has not been changed.²⁶ Here, the analysis has been done on the basis of respondents opinion for exploring whether the system of ensuring transparency and accountability of EAs has improved or not for improving the readiness situation of EAs to adopt RBM approach in the public sector projects in Bangladesh. Improvement of the system of ensuring transparency and accountability of EAs has been used as a system indicator in the analysis. This indicator will also be considered as a system indicator while cross checking the improvement of the readiness situation of EAs and the readiness situation of Bangladesh.

²⁶ The improvement of system of ensuring transparency and accountability of EAs has been analyzed on the basis of government documents in the chapter Adoption of RBM Approach: A focus on Increased Organizational Capacity of EAs.

In case of improvement of the system of ensuring transparency and accountability for improving the readiness situation of EAs, survey result (table 7.18) shows that majority of the respondents (51.5%) expressed their uncertainty on this issue. However 26.1% respondents agreed; while 13.3% respondents strongly agreed on this point. On the other hand, only 7.9% respondents disagreed; while 1.2% respondents strongly disagreed on this point which is very much negligible.

Table 7.18
Improvement of the System of Ensuring Transparency and Accountability of EAs

Opinion of the respondents					
Strongly agreed	Agreed	Not sure	Disagreed	Strongly disagreed	Total
13.3%	26.1%	51.5%	7.9%	1.2%	100%

Source: Field survey 2011; Total respondents—165.

But the question is why majority of the respondents have expressed their uncertainty? There are some reasons for such views of the respondents. Though process of increasing transparency and accountability in EAs was an integral part of the SPPP and RBME projects; but no visible initiatives have been implemented directly on this issue. Objectives of these projects expected that improved system of appointment for appointing key project personnel, using reporting formats, establishment of CPTU and capacity development of EAs officials will increase transparency and accountability in EAs. Moreover, implementation of IMED Strategic Plan will increase transparency and accountability of EAs since some components regarding EAs are included in the Strategic Plan. Therefore, majority of the respondents were uncertain about the improvement of the system of ensuring transparency and accountability of EAs.

Despite the fact that the majority of respondents expressed uncertainty, there is another large group of respondents (39.4%) who expressed their positive view on this issue. Therefore, it can be claimed that implemented SPPP and RBME projects have had some sort of positive impact on the improvement of the system of ensuring transparency and accountability of EAs.

Thus above statistical analysis help us to conclude as to what extent improvement of the system of ensuring transparency and accountability of EAs has been achieved

by the government initiatives for improving the readiness situation of EAs to adopt RBM approach in the public sector projects in Bangladesh. It is determined earlier that five levels of result could be interpreted by data analysis for improvement of the system of ensuring transparency and accountability of EAs. One of the five levels of result for system of ensuring transparency and accountability of IMED was as follows:²⁷

If less than 50% of the respondents expressed their positive view, but it is greater than negative view; then the achieved level of improvement has been interpreted as improved to a very low extent.

From the above statistics it is seen that:

39.4% respondents expressed their positive view on the improvement of the system of ensuring transparency and accountability of EAs which is less than 50% but it is greater than negative view which is only 9.1%.

Therefore it can be claimed that the system of ensuring transparency and accountability of EAs has improved to a very low extent.

7.3.2.4. The Readiness situation of EAs

In the above statistical analysis it is found that project preparation capacity of EAs has improved to a low extent and project implementation capacity of EAs has improved to a moderate extent. On the other hand, transparency and accountability of EAs has improved to a very low extent. These improvements have had an impact on the readiness situation of EAs. Improvement of the readiness situation of EAs has been used as an indicator for exploring its improvement. Respondents expressed their opinion directly on the improvement of the readiness situation of EAs. We have already received respondents opinion from three capacity/system indicators on the improvement of the readiness situation of EAs. A combined result will be derived from three capacity/system indicators. This combined result will be helpful for cross checking whether any dissimilarity exists or not between the direct and combined result.

²⁷ Details have been explained in the research methodology in chapter one; pp. 30-31.

In case of improvement of the readiness situation of EAs for improving the readiness situation of Bangladesh, survey result (table 7.19) shows that 41.2% respondents expressed their agreement on this issue; while 17.6% respondents expressed their strong agreement on this issue. On the contrary, only 6.1% respondents expressed their disagreement on this issue which is very much negligible; while no respondent expressed strong disagreement on this issue. However 35.2% respondents expressed their uncertainty on this issue. But majority of the respondents (58.8% agreed and strongly agreed together) expressed their positive view about the improvement of the readiness situation of EAs for improving the readiness situation of Bangladesh.

Table 7.19
Respondents View on Improvement of the Readiness Situation of EAs

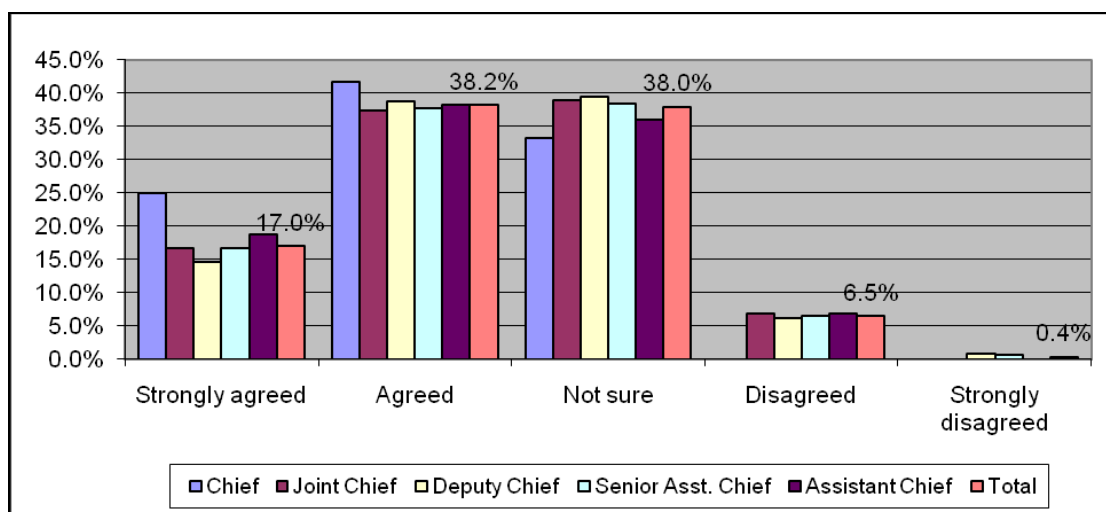
Opinion of the respondents					
Strongly agreed	Agreed	Not sure	Disagreed	Strongly disagreed	Total
17.6%	41.2%	35.2%	6.1%	0%	100%

Source: Field Survey 2011; Total Respondents—165.

The combined result (chart 7.18) derived from three capacity/system indicators about the improvement of the readiness situation of EAs shows that 55.2% respondents (agreed and strongly agreed together) expressed their positive view on this point which is close (58.8%) to direct result. In this case uncertain respondents were 38% which is also close (35.2%) to direct result. On the other hand, only 6.1% respondents (disagreed and strongly disagreed together) expressed their negative view on this issue which is also similar and negligible. Therefore, it is clear that there is no dissimilarity among the direct result and combined result.

In the two different types of calculations, majority of the respondents expressed their positive view about the improvement of the readiness situation of EAs that certainly indicates that the readiness situation of EAs has improved. But more than one-third respondents expressed their uncertainty that also indicates that the readiness situation of EAs has not improved to a satisfactory level.

Chart 7.18
Combined Result Derived from Three Capacity/System Indicators
for Improving the Readiness Situation of EAs



Source: Field survey 2011, Total respondents—165 X 3 = 495

The significant correlations among the improvement of readiness situation of EAs and capacity/system indicators have been tested through Bivariate Pearson correlation analysis. Correlations have been found among the indicators (table 7.20).

Table 7.20
Correlations Among the Improvement of the Readiness Situation
of EAs and Capacity/System Indicators

	Improvement of the readiness situation of EAs		
	Pearson correlation coefficient	Sig. (2-tailed) (P-value)	N
Improved project preparation capacity for improving the readiness situation of EAs	0.884	0.000	165
Improved project implementation capacity for improving the readiness situation of EAs	0.622	0.000	165
Improved system of ensuring transparency and accountability for improving the readiness situation of EAs	-0.036	0.647	165

The above table shows that the correlation coefficients among the improvement of the readiness situation of EAs and improved project preparation and implementation capacity are positive and P-values are less than 0.01 that is statistically significant at 1% level, which indicates existence of strong positive correlations among them. This

indicates that improved project preparation and implementation capacity of EAs have had a positive impact on the improvement of the readiness situation of EAs. The correlation coefficient between the improvement of the readiness situation of EAs and improved system of ensuring transparency and accountability for improving the readiness situation of EAs is negative and P-value is more than 0.05 that is statistically insignificant at 5% level that indicates existence of no correlation. That means improved system of ensuring transparency and accountability has had no impact on the improvement of the readiness situation of EAs. Therefore, the correlations also indicate that the readiness situation of EAs has improved but not at a great extent.

Now the question is: to what extent improvement has been achieved in the readiness situation of EAs and whether this improvement is satisfactory or not to improve the readiness situation of Bangladesh to a satisfactory level for adopting RBM approach in the implementation of public sector projects. From the above statistical analysis it is clearly seen that improved project preparation and project implementation capacity provided by SPPP, RBME and other projects are helpful for improving the readiness situation of EAs; but the improvement has not reached to a satisfactory level. Whereas improved transparency and accountability has had very low impact on improving the readiness situation of EAs. Above analysis helps us to conclude as to what extent improvement of readiness situation of EAs has been achieved for improving the readiness situation of Bangladesh to adopt RBM approach in the public sector projects. It is determined earlier that five levels of result could be interpreted by data analysis for improvement of the readiness situation of EAs. One of the five levels of result for the readiness situation of EAs was as follows:²⁸

If 50% or above and less than two-third of the respondents expressed their positive view directly; and

If 50% or above and less than two-third of the respondents expressed their positive view jointly (three capacity/system indicators together);

Then the achieved level of improvement has been interpreted as improved to a low extent.

From the above statistics it seen that:

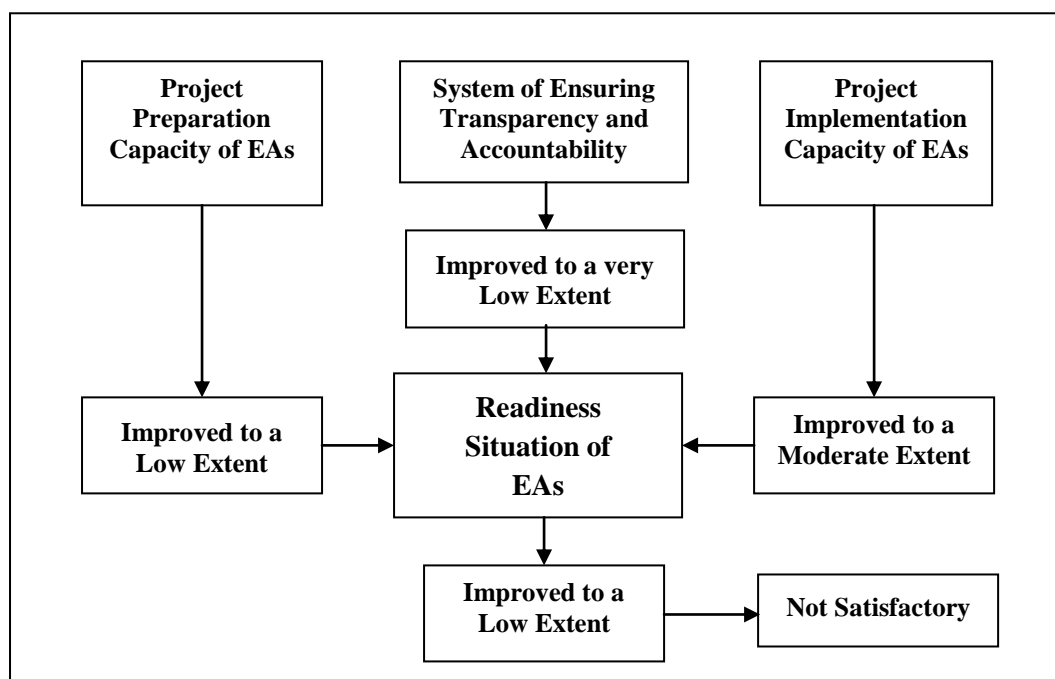
²⁸ Details have been explained in the research methodology in chapter one; pp. 31-32.

58.8% respondents expressed their positive view directly on the improvement of readiness situation of EAs which is more than 50% and less than two-third; and

55.2 % respondents expressed their positive view jointly (three capacity/system indicators together) on the improvement of readiness situation of EAs which is also more than 50% and less than two-third;

Therefore it can be claimed that readiness situation of EAs has improved to a low extent which is not satisfactory for improving the readiness situation of Bangladesh to a satisfactory level to adopt RBM approach in the public sector projects. The achieved level of readiness situation of EAs is shown in chart 7.19.

Chart 7.19
Achieved Level of the Readiness Situation of EAs



7.3.3. Impact of Government initiatives on the Readiness Situation of Bangladesh

In the above statistical analysis it has been found that the readiness situation of IMED has improved to a low extent but it is very close to moderate extent; while the readiness situation of EAs has also improved to a low extent. These improvements have had an impact on the readiness situation of Bangladesh.

In case of the improvement of the readiness situation of Bangladesh for adopting RBM approach in the public sector projects, survey result (table 7.21) shows that

41.8% respondents expressed their agreement; while 20.0% respondents expressed their strong agreement on this point. On the other hand, only 6.1% respondents expressed their disagreement on this point which is very much negligible; while no respondent expressed strong disagreement on this point. On the other hand, 32.1% respondents expressed their uncertainty on this point; while 61.8% respondents (agreed and strongly agreed together) expressed their positive view which is very much significant to present study context. Therefore, positive view from 61.8% respondents on this point clearly indicates that the readiness situation of Bangladesh has improved for adopting RBM approach in the public sector projects.

Table 7.21

Respondents View on Improvement of the Readiness Situation of Bangladesh

Opinion of the respondents					
Strongly agreed	Agreed	Not sure	Disagreed	Strongly disagreed	Total
20.0%	41.8%	32.1%	6.1%	0%	100%

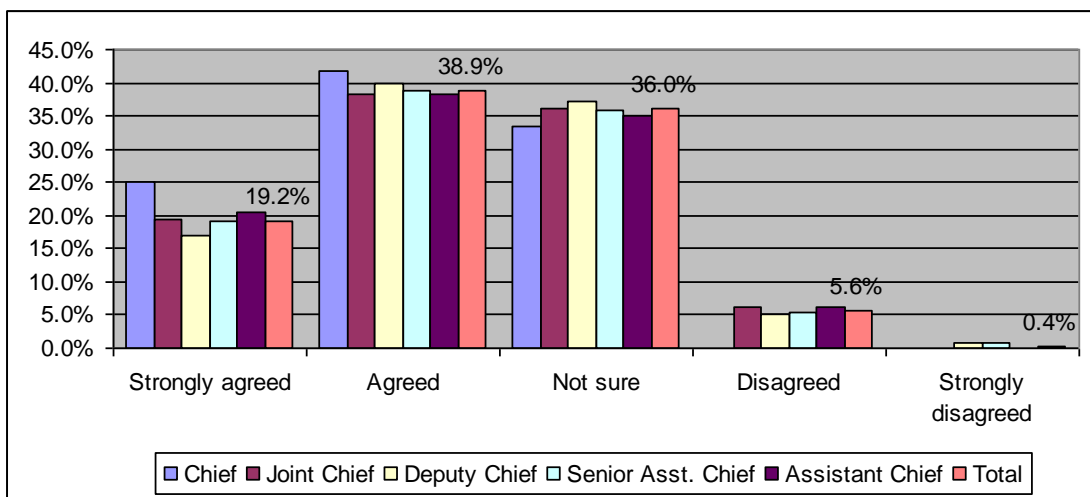
Source: Field Survey 2011; Total Respondents—165.

Besides, two combined results about the improvement of the readiness situation of Bangladesh will be derived from six capacity/system indicators (improved monitoring capacity of IMED, improved evaluation capacity of IMED, improved system for ensuring transparency and accountability of IMED, improved project preparation capacity of EAs, improved project implementation capacity of EAs and improved system for ensuring transparency and accountability of EAs) and two readiness situation indicators (improved readiness situation of IMED and improved readiness situation of EAs). These combined results will be helpful for cross checking whether any dissimilarity exists or not among the direct result and combined results about the improvement of the readiness situation of Bangladesh for adopting RBM approach in the public sector projects.

The combined results derived from six capacity/system indicators (chart 7.20) and two readiness situation indicators (Chart 7.21) about the improvement of the readiness situation of Bangladesh shows that 58.1% and 62.1% (agreed and strongly agreed together) respondents expressed their positive view respectively that is close to direct result (61.8%). On the contrary, combined results derived from six capacity/system indicators and two readiness situation indicators about the

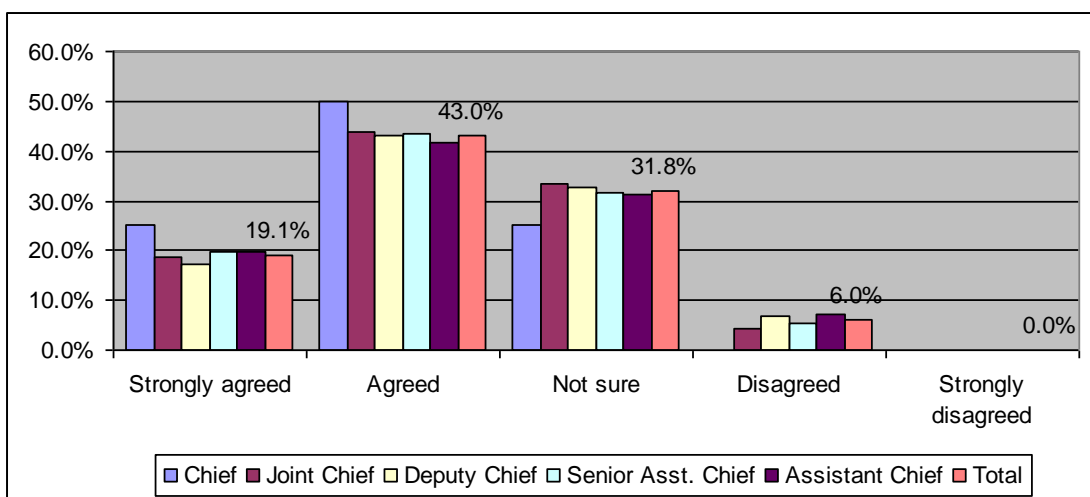
improvement of the readiness situation of Bangladesh shows that only 6.0% and 6.1% (disagreed and strongly disagreed together) respondents expressed their negative view on this point respectively that is similar to direct result (6.1%). Besides, 36% and 31.8% respondents were uncertain on this point respectively that is also close to direct result (32.1%).

Chart 7.20
Combined Result Derived from Six Capacity/System Indicators
for Improving the Readiness Situation of Bangladesh



Source: Field Survey 2011, Total Respondents—165 X 6 = 990

Chart 7.21
Combined Result Derived from Two Improvement Indicators
for Improving the Readiness Situation of Bangladesh



Source: Field Survey 2011, Total Respondents—165 X 2 = 330

The above statistical analysis shows that there is no dissimilarity among the direct result and combined results derived six capacity/system indicators and two readiness situation indicators. All the three different types of results show that majority of the respondents expressed their positive view about the improvement of the readiness situation of Bangladesh for adopting RBM approach in the public sector projects. On the other hand, about one-third respondents expressed their uncertainty on this issue. So, above statistics help us to conclude that the improvement of the readiness situation of Bangladesh has improved but not to a great extent. But it is very important to determine as to what extent improvement of readiness situation of Bangladesh has been achieved and whether this improvement is satisfactory or not to adopt RBM approach in the implementation of public sector projects in Bangladesh. Above statistics also helps us to conclude as to what extent improvement of readiness situation of Bangladesh has been achieved to adopt RBM approach in the public sector projects. It is determined earlier that five levels of result could be interpreted by data analysis for improvement of the readiness situation of Bangladesh. One of the five levels of result for the readiness situation of Bangladesh was as follows:²⁹

If 50% or above and less than two-third of the respondents expressed their positive view directly; and

If 50% or above and less than two-third of the respondents expressed their positive view jointly (6 capacity/system indicators together); and

If 50% or above and less than two-third of the respondents expressed their positive view jointly (2 readiness situation indicators together);

Then the achieved level of improvement has been interpreted as improved to a low extent.

From the above statistics it is seen that:

61.8% respondents expressed their positive view directly on the improvement of readiness situation of Bangladesh which is more than 50.0% and less than two-third; and

²⁹ Details have been explained in the research methodology in chapter one; pp. 32- 33.

58.1% respondents expressed their positive view jointly (six capacity/system indicators together) on the improvement of readiness situation of Bangladesh which is also more than 50.0% and less than two-third; and

62.1% respondents expressed their positive view jointly (two readiness situation indicators together) on the improvement of readiness situation of Bangladesh which is also more than 50.0% and less than two-third;

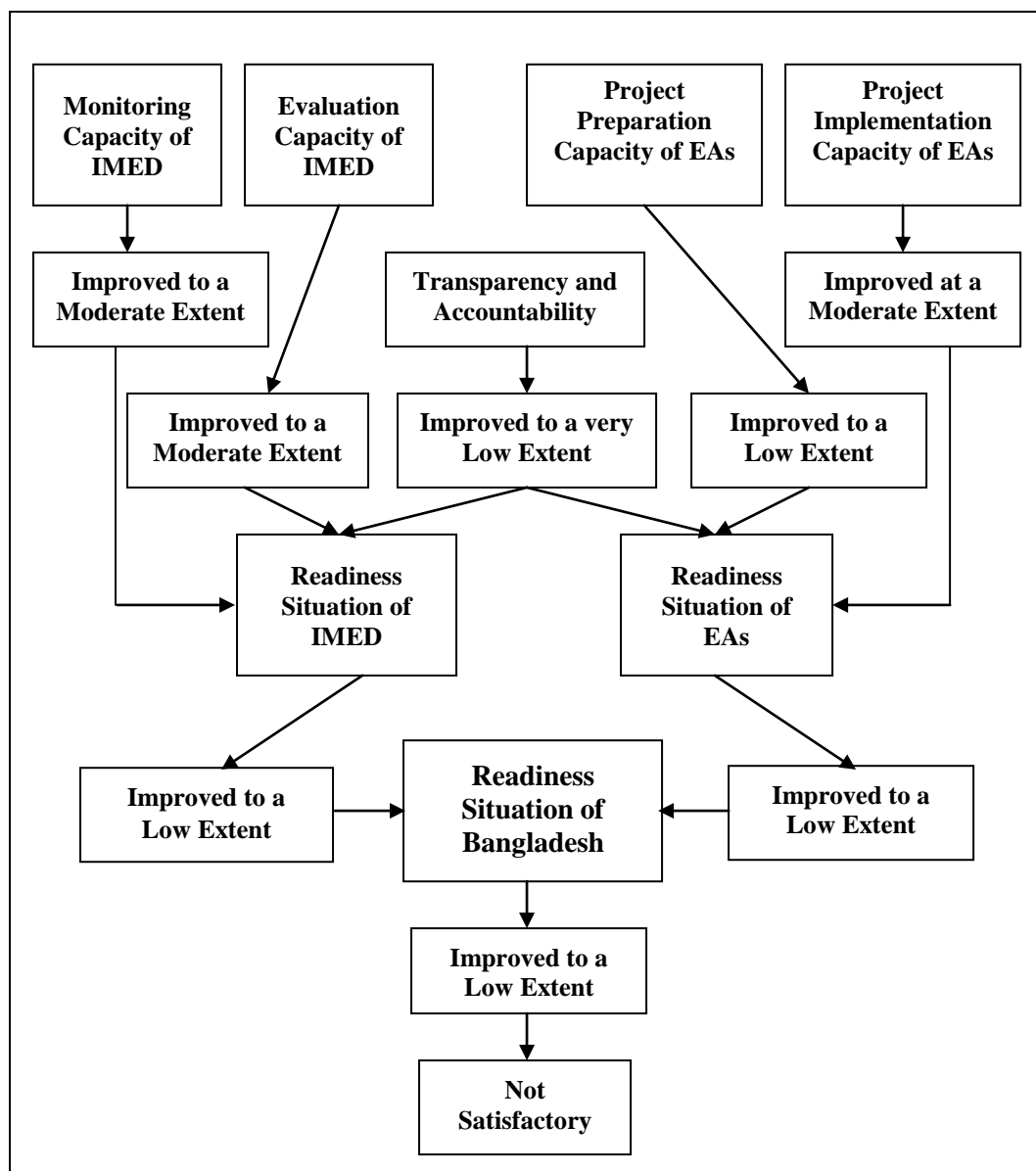
Therefore, it can be concluded that readiness situation of Bangladesh has improved to a low extent which is not satisfactory to adopt RBM approach in the public sector projects.

Now the question would arise as to why this improvement is not satisfactory for adopting RBM approach in the implementation of public sector projects in Bangladesh. The readiness situation of Bangladesh has been empirically analyzed using appropriate indicators and statistical parameter. Eighteen input indicators have been used to determine the improvement of M&E capacity of IMED, project preparation and implementation capacity of EAs and transparency and accountability of IMED and EAs. Only eleven input indicators have been found functioning positively. But the achievement of satisfactory level of readiness situation of Bangladesh is dependent on positive functioning of all input indicators. Apart from this, according to readiness situation framework without achieving a great extent of improvement of M&E capacity of IMED, project preparation and implementation capacity of EAs and transparency and accountability of IMED and EAs will not be satisfied the readiness situation of Bangladesh for adopting RBM approach in the implementation of public sector projects. But not a single capacity indicator has improved to a great extent. The M&E capacity of IMED and the project implementation capacity of EAs have improved to a moderate extent. The project preparation capacity of EAs has improved to a low extent and the system of ensuring transparency and accountability of IMED and EAs have improved to a very low extent. Thus, the readiness situation of IMED has improved to a low extent and the readiness situation of EAs has also improved to a low extent. From the statistical analysis it is clearly identified that all the capacity indicators are improving. But

present improvements have not reached a certain level for achieving satisfactory level of the readiness situation of IMED as well as EAs to adopt RBM approach in the public sector projects in Bangladesh. Therefore, the readiness situation of Bangladesh for adopting RBM approach has not improved to a satisfactory level. According to the readiness situation framework the achieved level of readiness situation of Bangladesh is shown in chart 7.22.

Chart 7.22

Achieved Level of the Readiness Situation of Bangladesh



7.4. Conclusion

The GoB started its initiatives to improve the readiness situation of Bangladesh to adopt RBM approach in the public sector projects in 1999. Since that the GoB has implemented several initiatives to improve the readiness situation of Bangladesh. Respondents have expressed their opinion on the improvement of the readiness situation of Bangladesh. According to the respondents opinion a clear concept has been established about the readiness situation of Bangladesh in the study.

In the process of improvement of the readiness situation of Bangladesh survey results show that monitoring and evaluation capacity of IMED have improved to a moderate extent, project preparation capacity of EAs has improved to a low extent, project implementation capacity of EAs has improved to a moderate extent; and system of ensuring transparency and accountability of IMED and EAs has improved to a very low extent. As a result the readiness situation of IMED and EAs has improved to a low extent. Therefore the readiness situation of Bangladesh has improved to a low extent which is not satisfactory to adopt RBM approach in the public sector projects.

Chapter VIII

Problems and Prospects of Adoption of RBM Approach

8.1. Introduction

8.2. Problems of Adopting RBM Approach

8.3. Prospects of Adopting RBM Approach

8.4. Conclusion

Chapter VIII

Problems and Prospects of Adoption of RBM Approach

8.1. Introduction

Effective application of RBM approach in the public sector projects requires an improved readiness situation in Bangladesh. The readiness situation of Bangladesh has been improved through implementation of government initiatives; but the improvement has not been reached to a satisfactory level that is required to adopt RBM approach. Despite different initiatives taken by the GoB to improve the readiness situation of Bangladesh during the last decade or so; there are some problems whose mitigation is necessary to improve the readiness situation of Bangladesh for adopting RBM approach. The government initiatives have been concentrated mainly on the improvements of different components that are directly related to preparation, implementation, monitoring and evaluation of the projects. Some problems have been overcome by the government initiatives; but many components need further improvement. Having realized the situation the GoB has considered undertaking more initiatives to improve and fulfill the basic requirements for adopting RBM approach in the public sector projects in the country.

In this chapter an attempt has been made to find out different problems in the way of adopting RBM approach in the public sector projects that have not been covered by the government initiatives yet. In addition attempt has also been made to explore the prospects of adopting RBM approach in the public sector projects. Thus objectives of this chapter are to find out different problems associated with the process of adopting RBM approach and to identify different future initiatives that will augment the process of improvement of readiness situation of Bangladesh until it reaches to a satisfactory level. Different problems and prospects have been identified through making analysis of contents relating to assess the level of strengthening M&E capacity of IMED and project preparation and implementation capacity of EAs on the basis of current improvements, upcoming initiatives and basic requirements of

adopting RBM approach in the public sector projects. Moreover, a questionnaire survey was conducted with the respondents to know their opinion on different problems and prospects that were identified through documentary analysis.¹

8.2. Problems of adopting RBM Approach

The GoB has implemented six projects and implementing another project to promote favourable project implementation conditions in Bangladesh for RBM approach. In the context of the present study problem refers to the conditions that are not favourable for adopting RBM approach in the public sectors projects in Bangladesh. Sometimes problem is mitigated by improving its existing condition, sometimes problem is mitigated through development of new system, sometimes through awareness building and sometimes through elimination or reduction of different problems. 14 problems that have been identified require its mitigation for adopting RBM approach in the public sector projects in Bangladesh. Respondents have expressed their opinion about the identified obstacles for adopting RBM approach in the public sector projects in the following way (table 8.1).

¹ A questionnaire survey was conducted while data collection. No of respondents were 165. Respondents were drawn from five distinct level officers from BCS economic cadre having direct involvement in the process of project preparation, implementation, monitoring and evaluation. Designations of these officers are Chief, Joint Chief, Deputy Chief, Senior Assistant Chief and Assistant Chief. Respondents were asked to express their opinion on close ended Likert scale question except two open ended question. According to Likert scale a 1 to 5 response scale are used to asked respondents for given their response (where: 1 = strongly disagree, 2 = disagree, 3 = not sure, 4 = agree and 5 = strongly agree). The survey was conducted during 06 June 2011 to 28 September 2011. More details have been explained in the research methodology.

Table 8.1
Respondents View on Identified Problems to Adopt RBM Approach
in the Public Sector Projects in Bangladesh

Respondents were asked to express their opinion on following issues that were identified as obstacles to adopt RBM approach in the public sector projects in Bangladesh	Opinion of the respondents (%)					
	Strongly agreed	Agreed	Not sure	Disagreed	Strongly disagreed	Total
1. Lack of Political Commitment on RBM Issue	33.9%	49.7%	15.2%	1.2%	0%	100%
2. Lack of Good governance	25.5%	46.7%	24.8%	3.0%	0%	100%
3. Lack of Transparency and Accountability	24.2%	46.7%	26.1%	3.0%	0%	100%
4. Lack of Skilled Manpower Required for Implementing RBM Approach	35.8%	40.0%	21.8%	2.4%	0%	100%
5. Inadequate baseline data	35.8%	50.3%	12.7%	1.2%	0%	100%
6. Inadequate Technical Capability	33.9%	46.7%	18.2%	1.2%	0%	100%
7. Inadequate Infrastructural Facility	23.0%	46.1%	26.7%	3.0%	1.2%	100%
8. Inadequate Training Facility	30.9%	44.8%	20.6%	3.0%	0.6%	100%
9. Absence of Strong Civil Service System	18.8%	46.7%	28.5%	6.1%	0%	100%
10. Absence of Free Flow of Information Regarding Project Management	23.0%	46.1%	25.5%	5.5%	0%	100%
11. Absence of Reward and Incentives for Outstanding Performance	17.0%	46.7%	30.9%	5.5%	0%	100%
12. Existing Practices of Appointing Key Project Personnel	13.9%	44.8%	36.4%	4.8%	0%	100%
13. Existing Bureaucratic Decision Making Process	0%	42.4%	43.0%	14.5%	0%	100%
14. Reluctance of Officials to Cope with New System	13.9%	42.4%	37.0%	6.7%	0%	100%

Source: Field Survey 2011; Total Respondents 165.

8.2.1. Lack of Political Commitment on RBM Issue

Political commitment is the most important phenomenon to adopt RBM approach in the public sector projects. Generally political commitment is defined as a non-legally binding agreement between political parties and the people.² In that case political commitment is defined as the decision of leaders to use their power, influence, and

² Duncan B. Hollis and Joshua J. Newcomer, "Political Commitments and the constitution", Virginia Journal of International Law, [Vol. 49:3], p. 517.

personal involvement to ensure or achieve any particular issue.³ The present improvement of readiness situation of Bangladesh for adopting RBM approach suggests that there was no political commitment to adopt RBM approach in the public sector projects. The initiatives have been undertaken due to pressure being exerted by different development partners at that time. Thus, it can be asserted that there is a lack of political commitment to adopt RBM approach in the public sector projects. Without political commitment adoption of RBM would not be materialized. Therefore, it is apparent that lack of political commitment on RBM approach is one of the obstacles to adopt RBM approach in the public sector projects in Bangladesh.

Respondents have also found concerned about lack of political commitment on RBM issue that is one of the obstacles to adopt RBM approach in the public sector projects. Survey result (table 8.1) shows that 49.7% respondents agreed, while 33.9% respondents strongly agreed on this point. On the contrary, only 1.2% respondents disagreed on this point which is very much negligible, while no respondent strongly disagreed on this point. Apart from this 15.2% respondents were uncertain which is not negligible; but majority of the respondents (83.6% agreed and strongly agreed together) expressed their positive view on this issue. Therefore according to the respondents view; lack of political commitment on RBM issue is also one of the obstacles that are hindering the process of adoption of RBM approach in the public sector projects in Bangladesh.

Having working experience on project management, respondents are well aware of the improvement of the readiness situation of Bangladesh to adopt RBM approach in the public sector projects. Presence of political commitment might have had an improvement of the readiness situation of Bangladesh in a decade. Therefore, more than 80% of the respondents have considered that lack of political commitment on RBM issue is one of the obstacles to adopt RBM approach in Bangladesh.

³ Thomas Goliber, "Building Political Commitment", HIV/AIDS Toolkit, (The Centre for Development and Population Activities, August 2000), p. 4.

8.2.2. Lack of Good Governance

Good governance is one of the important elements in the process of adoption of RBM approach in the public sector projects. Good governance means effective performance of organizations and stakeholders while offering better services to the citizens with proper system of accountability.⁴ Good governance is essential for overall development of a country. Since independence of Bangladesh, good governance has not been established at a satisfactory level. Without good governance RBM approach will not be effective in the implementation of public sector projects. Though the present government is trying to improve quality of service delivery to the citizen; but achievement of good governance has been a far cry. Therefore, lack of good governance is one of the obstacles to adopt RBM approach in the public sector projects in Bangladesh.

According to the respondents view lack of good governance is one of the obstacles to adopt RBM approach in the public sector projects since survey result (table 8.1) shows that 46.7% respondents expressed agreement on this issue while 25.5% respondents expressed their strong agreement on this point. On the contrary, only 3.0% respondents expressed their disagreement while no respondent expressed their strong disagreement on this point. Though a significant numbers of (24.8%) respondents were indecisive; but it is negligible since total of number of respondents expressing positive views was 72.2% (agreed and strongly agreed). Therefore, it is clear that respondents have also considered that lack of good governance is one of the obstacles that hinder the process of adoption of RBM approach in the public sector projects in Bangladesh.

8.2.3. Lack of Transparency and Accountability

Transparency and accountability is an integral part of RBM approach that are required for preparing an accurate, transparent, realistic and reliable project document; demonstrating the outputs and outcomes in the implementation processes; and

⁴ The Independent Commission on Good Governance in Public Services, *The Good Governance Standard for Public Services* (London: Hackney Press Ltd., 2004), p. 4.

monitoring and evaluation of public sector projects.⁵ Therefore, to improve the system for ensuring transparency and accountability in IMED and EAs the GoB has undertaken different initiatives through SPPP and RBME project. Both projects have already been completed. But very low improvement has been noticed in the system of transparency and accountability which is not satisfactory for adopting RBM approach in the public sector projects. Therefore, it is clear that lack of transparency and accountability in IMED and EAs is one of the obstacles to adopt RBM approach in the public sector projects in Bangladesh.

Respondents have also expressed their agreement on this issue. Survey result (table 8.1) shows that 46.7% respondents agreed, while 24.2% respondents strongly agreed on this issue. On the other hand, only 3.0% respondents disagreed which is very much negligible, while no respondent strongly disagreed on this issue. However, 26.1% respondents were uncertain on this issue which is also negligible, when a vast majority of respondents (72.8% agreed and strongly agreed together) expressed their positive view on this issue. Therefore, according to the respondents view, lack of transparency and accountability in IMED and EAs is also one of the obstacles to adopt RBM approach in the public sector projects.

Respondents are well aware of the fact that no significant improvement has been achieved regarding transparency and accountability through implementation of SPPP and RBME projects. Therefore, a vast majority of the respondents identified lack of transparency and accountability in IMED and EAs as one of the obstacles to adopt RBM approach in the public sector projects in Bangladesh.

8.2.4. Lack of Skilled Manpower Required for Implementing RBM Approach

Skilled manpower is necessary to implement any project efficiently. In the context of the present study, skilled manpower refers to those persons who have adequate theoretical and technical knowledge about the RBM approach. Since RBM is a new management tool in the world it is very difficult to apply this tool in the project

⁵ United Nations Development Programme (UNDP), *Result Based Management: Concept and Methodology*, UNDP Results Framework, Technical Note 2000, (UNDP, July 2002), p.10.

management effectively without skilled manpower. Considering the importance of this issue the GoB has taken initiative to provide training to the government officials about RBM concepts and its practical implications. However, the government has offered its officials with information on preliminary concept of RBM approach. Thus, it can be considered as a beginning of producing RBM skilled manpower. Therefore, it is identified that there is scarcity of skilled manpower that are required for implementing RBM approach. This lack of skilled manpower is one of the obstacles to adopt RBM approach in the public sector projects in Bangladesh.

Above claim seems to have strong ground when it is found that respondents have expressed their view along the same line. Survey result (table 8.1) shows that 40.0% respondents expressed their agreement, while 35.8% respondents expressed their strong agreement on this point. On the other hand, only 2.4% respondents expressed their disagreement on this point which is very much negligible, while no respondent disagreed on this point. However, 21.8% respondents were indecisive on this point which is also negligible since more than three-fourth majority of the respondents (75.8% agreed and strongly agreed together) expressed their positive view on this point. Therefore, it can be claimed that according to respondents view lack of skilled manpower required for implementing RBM approach is also one of the obstacles to adopt RBM approach in the public sector projects

Many of the respondents have got opportunity to participate in training course on RBM concept through RBME and IPGNP projects. On the basis of their training experience they felt that more intensive training is still needed to produce RBM skilled manpower. Therefore, a vast majority of the respondents expressed their view that lack of skilled manpower required for implementing RBM approach is one of the obstacles to adopt RBM in the public sector projects in Bangladesh.

8.2.5. Inadequate Baseline Data

Baseline data is information from which progress is measured at predetermined intervals. It will provide the starting point from which results can be measured.⁶ Baseline data is very much important to prepare a project document. In other word project document could not be prepared without baseline data. But unreliable baseline data has been made wasteful expenditure for national development. Therefore, reliable baseline data is so important to prepare a project document that is planned to explicitly measure process, programme and strategic progress of ongoing development projects. It is a key factor for achieving development activities effectively. But unfortunately baseline data is not adequate in the every sector of Bangladesh. Other than BBS there is hardly any data base in Bangladesh. However, no initiative was taken by the GoB to build up baseline data in the every sector of developments. Until reliable baseline data is made available for project preparation, adopting RBM will not bring expected change in the development activities.

In response to question relating to inadequate baseline data available empirical suggests that (table 8.1) 50.3% respondents agreed, while 35.8% respondents strongly agreed on this issue. On the contrary, only 1.2% respondents disagreed on this issue which is very much negligible; while no respondent strongly disagreed on this issue. Apart from this 12.7% respondents expressed their uncertainty on this issue which is also negligible. Therefore, it is clearly understandable that respondents have identified inadequate baseline data as one of the obstacles for adopting RBM approach in the public sector projects in Bangladesh.

It is learned that respondents have been frequently facing difficulties to measure the implementation progress due to reliability of baseline data. It also hampers the measurement of the actual outputs and outcomes of ongoing projects. The problem gets severe shape in the rural road construction of transportation sector, the poverty reduction of social sector and primary education sector as a whole.⁷ Therefore, a vast

⁶ Koshy Thomas, Integrated Results Based Management: Country Experience from Asia and Africa, p. 6. available from <http://www.myresults.treasury.gov.my/myresults>, accessed on 08.03.2012 at 20.20 pm.

⁷ Field Survey 2011: Respondents open opinion about the obstacles to adopt RBM in Bangladesh.

majority of the respondents (86.1% agreed and strongly agreed together) identified inadequate baseline data as one of the obstacles for adopting RBM approach in the public sector projects in Bangladesh.

8.2.6. Inadequate Technical Capability

Technical capability is very much important to adopt RBM in any organization or country. Despite development of M&E framework, revised reporting formats, revised project document formats and revised approval processes of project document, technical capability is still inadequate in the organizations as well as their officials in Bangladesh. Establishment of a web-based MIS is an utmost necessity in IMED to make linkages with all Ministries and EAs for promoting favourable environment to adopt RBM approach. But despite the government initiative the process of establishment of MIS in IMED has been delayed.⁸ Therefore, technical capability of IMED to adopt RBM approach is yet to fulfill. To improve the technical capability of IMED, an MIS have been established in 2003 through SPPP project. With inadequate technical capability of IMED officials that MIS is not functioning in lines with expectation.⁹ It clearly indicates that IMED officials need to improve their technical capability to operate the MIS system for performing M&E functions in the implementation of public sector projects.

On the other hand, technical capabilities of EAs have been found worse than IMED. A few EAs like LGED has improved technical capability but it is not enough to adopt RBM approach. Though, CPTU has been launched e-GP system to reduce tender related problems; but the opportunity has been availed by only 16 procuring entities of four selected EAs. Selected officials of 16 procuring entities have been getting opportunity to improve their technical capabilities to perform e-GP. But remaining 275 procuring entities of four selected EAs are waiting for improving their

⁸ *Final Report of the Strengthening Results-Based Monitoring and Evaluation Project (TAR 39469)*, Government of Bangladesh and the Asian Development Bank (Dhaka: IMED, November 2009), p. 14.

⁹ Field Survey 2011: Respondents opinion about the functionality of MIS.

technical capabilities regarding e-GP.¹⁰ Procuring entities of other EAs will not get such opportunity by the present initiative of the GoB. Web-based MIS should be interlinked with all the EAs; but there no initiative has been taken on this. Therefore, it is clear that technical capability of EAs as well as their officials has been found inadequate to adopt RBM approach in the implementation of public sector projects.

Respondents have also identified inadequate technical capability as one of the obstacles for adopting RBM approach in the public sector projects. Survey result (table 8.1) shows that 46.7% respondents expressed their agreement; while 33.9% respondents expressed their strong agreement on this point. On the other hand, 1.2% respondents expressed their disagreement; while no respondent had strong disagreement on this point. However, 18.2% respondents were uncertain about it which is negligible as compared to positive view. Therefore, it is apparent that respondents have identified inadequate technical capability as one of the obstacles for adopting RBM approach in the public sector projects.

8.2.7. Inadequate Infrastructural Facility

Infrastructural facility is one of the factors that facilitate the process of adoption of RBM approach in public sector projects. IMED has no field office in Bangladesh; while the Malaysian Implementation Coordination Unit (an organization with a similar function to IMED) has offices in the all 14 states of Malaysia. Similar organization has offices throughout in India. To achieve better performance on M&E perspective from IMED, it needs field offices located at least each of the seven divisions. It will increase the monitoring capacity of IMED by reducing travel time of projects.¹¹ On the other hand, most of the EAs are struggling to discharge their functions due to inadequate infrastructure. Therefore, inadequate infrastructural facility is considered as one of the obstacles to adopt RBM approach in Bangladesh.

¹⁰ Sixth (Mid-Term) Implementation review of the World Bank Team to Public Procurement Reform Project II, Team Leader Zafrul Islam, (Dhaka: December 2010), p. 10.

¹¹ Implementation Monitoring and Evaluation Division (IMED), “Strategic Plan, 2008 to 2013” (Dhaka: Ministry of Planning, February 2009), p. 7.

Respondents have also identified inadequate infrastructural facility is one of the obstacles to adopt RBM approach in the public sector projects. Survey result (table 8.1) shows that maximum 46.1% respondents expressed their agreement, while 23.0% respondents expressed strong agreement on this point. On the contrary, only 3.0% respondents have expressed their disagreement, while 1.2% respondents expressed their strong disagreement on this point which is very much negligible. However 26.7% respondents were uncertain about it which is significant; but it has become insignificant; when it is compared to 69.1% respondents (agreed and strongly agreed together) who were positive on this point. Therefore, it is clearly understandable that respondents identified inadequate infrastructural facility as one of the obstacles to adopt RBM approach in the public sector projects.

Infrastructure facility refers to working facility of an organization. Development activities could not be smooth and efficient without establishment of required infrastructure in an organization. Realizing this deficiency in Bangladesh more than two-third of the respondents (69.1% agreed and strongly agreed together) expressed that inadequate infrastructural facility is one of the obstacles to adopt RBM approach in the public sector projects.

8.2.8. Inadequate Training Facility

Training is the basic element of human resource development. New entrances BCS cadre officers receive foundation training from BPATC. Besides, each BCS cadre officers receive departmental training from different training institute which are established for them. The selected respondents belong to BCS economic cadre receive their departmental training from National Academy for Planning and Development. But the foundation and departmental training are not adequate for a government official who will be held policy making position in future. All officers should receive training in regular interval to upgrade themselves with new knowledge, new system and new culture. Otherwise, they will not be able to cope with the tempo of global changes for creating new knowledge. Realizing the urgency of providing training to government officials the GoB included training component in each of the seven

projects regarding improvement of the readiness situation of Bangladesh for adopting RBM approach in the public sector projects.¹² Selected officials have received training once from each project. But there is no follow up training facility for those training programme. As a result, those training have not been effective as expectation. Best example of the ineffectiveness of these training is functionality of MIS in IMED. Therefore, it is required that training should be provided to government officials in a regular interval so that they have the requisite competence for coping with new system like RBM approach. Thus, it is obvious that inadequate training facility is one of the obstacles to adopt RBM approach in the public sector projects in Bangladesh.

Respondents have also expressed their similar opinion on this aspect. Survey result (table 8.1) shows that 44.8% respondents agreed, while 30.9% respondents strongly agreed on this issue. On the other hand, only 3.0% respondents disagreed, while 0.6% respondents strongly disagreed on this issue which is very much negligible. However, 20.6% respondents were uncertain on this issue which has also become negligible, when it is compared to a vast majority of respondents (75.7% agreed and strongly agreed together) who expressed their positive view on this issue. Therefore, according to respondents view, it is understandable that inadequate training facility is one of the obstacles to adopt RBM approach in the public sector projects.

Most of the respondents have received training from these seven projects. These training have improved their capacity to do better perform in service delivery. At the same time they have realized the necessity of the having regular training for RBM approach to increase their capability to a satisfactory level. Besides, regular training facility will provide new entrance with basic knowledge of RBM approach. Therefore, majority of the respondents have expressed their view that inadequate training facility is one of the obstacles to adopt RBM approach in the public sector projects in Bangladesh.

¹² Project Document of SPPP, PPRP, RBME, SICT, IPGNSP, ASICT and PPRP II.

8.2.9. Absence of Strong Civil Service System

Human resources are the most valuable asset for an organization. The efficiency, effectiveness and overall quality of service of an organization are mostly dependent on their human resources. Therefore, it is an utmost necessity to establish a strong civil service system that evaluates the performances of employees perfectly for the purpose of determining tenure, transfer, promotion, appropriate incentives and disciplinary actions.¹³ Adoption of RBM approach in the public sector projects will be effective in the presence of a strong civil service system in a country. Four decades have passed since independence, but no Civil Service Act has yet been enacted in Bangladesh. Civil service has been functioning through rules, regulations and circulars in Bangladesh. Absence of Civil Service Act, rules and regulations are frequently altered by issuing circulars which are badly affecting the civil service system. Realizing this drawback present government has undertaken initiative to enact Civil Service Act in Bangladesh. The government initiative is indicative of the absence of strong civil service system in Bangladesh which is one of the obstacles to adopt RBM approach in the public sector projects.

Respondents have also identified absence of strong civil service system is one of the obstacles to adopt RBM approach in the public sector projects since survey result (table 8.1) shows that 46.7% respondents agreed, while 18.8% respondents strongly agreed on this point. On the contrary, only 6.1% respondents disagreed on this point which is very much negligible, while no respondent strongly disagreed on this point. Apart from this 28.5% respondents were uncertain which is not negligible. Since majority of the respondents (65.5% agreed and strongly agreed together) expressed their positive view on this point it can be claimed that absence of strong civil service system is one of the obstacles to adopt RBM approach in the public sector projects.

¹³ Victoria Valeriano, "Civil Service Commission's Performance Management System" available from unpan1.un.org/intradoc/groups/public/.../UNPAN027467.pdf accessed on 06.06.12.

8.2.10. Absence of Free Flow of Information Regarding Project Management

Free flow of information has tremendous power to demonstrate transparency and accountability. So, free flow of information is an integral part of overall transparency and accountability system. It also reduces the chance of corruption and increases the opportunity to establish good governance.¹⁴ Therefore, free flow of information is an utmost necessity to adopt RBM approach in the public sector projects. But the practical experience suggests that getting access to information from government organizations is a most difficult task. Under this circumstance civil society has been demanding for enactment of the right to information act for a long time. After a long time the present government passed “*The Right to Information Act, 2009*” in the parliament in April 2009. But the people seldom use the right to information act due to non cooperation of the government organizations.¹⁵ Thus, the situation remains unchanged when it concerns access to information regarding project management. Therefore, absence of free flow of information regarding project management is one of the obstacles to adopt RBM approach in the public sector projects in Bangladesh.

Respondents have also expressed their view on this issue since field data suggests that (table 8.1) 46.1% respondents expressed their agreement; while 23.0% respondents expressed their strong agreement on this point. On the other hand, only 5.5% respondents expressed their disagreement on this point which is very much negligible; while no respondent strongly disagreed on this point. However 25.5% respondents were uncertain on this point. Since the majority of the respondents (69.1% agreed and strongly agreed together) expressed their positive view on this point, it is understandable that absence of free flow of information regarding project management is also one of the obstacles to adopt RBM approach in the public sector projects in Bangladesh.

¹⁴ The Right to Information Act, 2009, Bangladesh, p. 1.

¹⁵ Field Survey 2011: From respondents overall comments.

8.2.11. Absence of Reward and Incentives for Outstanding Performance

Reward and incentives for outstanding performance act as a catalytic to improve the performance of the officials. It motivates, inspires and makes officials loyal for working hard to attain success. It will appreciate the officials to continue improving their performance. It makes differentiate between success and failure. Therefore, the retention and motivation of the officials are highly critical to the success of an organization. But it is completely absent in the public sector project management in Bangladesh which is necessary for application of RBM approach effectively. A proposal has been included in the IMED Strategic Plan that reward and incentives should be considered for outstanding performance.¹⁶ But IMED Strategic Plan is yet to be operationalised. Therefore, it is realized that absence of reward and incentives for outstanding performance is one of the obstacles to adopt RBM approach in the public sector projects in Bangladesh.

Respondents have also identified absence of reward and incentives for outstanding performance as one of the obstacles to adopt RBM approach in the public sector projects since survey result (table 8.1) suggests that 46.7% respondents agreed, while 17.0% respondents strongly agreed on this point. On the other hand, only 5.5% respondents disagreed which is very much negligible, while no respondent has been found strongly disagreed on this point. However, 30.9% respondents have found expressed their uncertainty on this point which has significance but it becomes insignificant when it is compared to a vast majority of respondents (63.7% agreed and strongly agreed together) who expressed their positive view on this point. Therefore, it can be claimed that according to respondents view, absence of reward and incentives for outstanding performance is also one of the obstacles to adopt RBM approach in the public sector projects.

¹⁶ Implementation Monitoring and Evaluation Division (IMED), “Strategic Plan, 2008 to 2013” (Dhaka: Ministry of Planning, February 2009), p. 8

8.2.12. Existing Practices of Appointing Key Project Personnel

Effective and efficient project implementation is mostly dependent on PDs and other key project personnel. Therefore, the recruitment of project personnel should be transparent, competitive and unbiased. It should be started from the initial stage of project.¹⁷ But it was not followed during recruitment of project personnel in a project. To overcome such problem, the Planning Division issued a revised circular regarding recruitment of competent and experienced Project Director for investment projects on 08 November 2009 to ensure proper implementation of projects.¹⁸ But the circular is being frequently violated by the government organizations while appointing PDs and other project personnel. This practice should be stopped; otherwise application of RBM approach in the public sector projects would not be effective. Therefore, existing practices of appointing key project personnel is identified as one of the obstacles to adopt RBM approach in the public sector projects in Bangladesh.

Respondents have also recognized this as one of the obstacles to adopt RBM approach in the public sector projects since empirical data (table 8.1) suggests that 44.8% and 13.9% respondents expressed their agreement and strong agreement on this point respectively. On the contrary, only 4.8% respondents expressed their disagreement on this point which is very much negligible; while no respondent expressed strong disagreement on this point. Apart from this, 36.4% respondents expressed their uncertainty on this point.

In the above statistics it is found that more than one-third respondents were uncertain while expressing their view on this point. But more than 50% of the respondents (58.8% agreed and strongly agreed together) expressed their positive view on this point. Therefore it is clearly understandable that according to respondents view, existing practices of appointing key project personnel is also hindering the process of adoption of RBM approach in the public sector projects in Bangladesh.

¹⁷ *Report of the Consultant Team to Strengthening Project Portfolio Performance: Selection and Retention of PDs and Delegation of Administrative and Financial Power*, Gerard Delhay, Team Leader (Dhaka: Government of Bangladesh and the Asian Development Bank, March 2003), p. 6.

¹⁸ Circular of the Government to Instruction Relating to Recruitment of Competent and Experienced Project Director for Investment Projects, Circular No. PD/NEC-3/2007-2008/259, Dated 08 November 2009, (In Bangla), (Dhaka: NEC/ECNEC and Coordination Wing, Planning Division, Ministry of Planning).

8.2.13. Existing Bureaucratic Decision Making Process

Prompt decision-making is one of the important components of RBM practice in the public sector projects. The government officials are guided by various rules in Bangladesh. These rules allocate powers, demarcate responsibilities, set out the structures of authority within the bureaucracy and provide procedural guidelines. In spite of that existing bureaucratic decision making process is very much slow in Bangladesh. The main reasons for delayed decision-making are absence of accountability for delaying decisions; requirement of seeking excessive approval and an inadequate remuneration package. There is no known penalty for delayed decision-making. Therefore, bureaucrats in Bangladesh prefer to push decisions to ever higher levels, even when rules allow decisions at lower levels.¹⁹ This bureaucratic decision making process is not favourable for RBM approach. Therefore, it is identified that existing bureaucratic decision making process is one of the obstacles to adopt RBM approach in the public sector projects in Bangladesh.

Such assumption is found having a strong ground when survey result (table 8.1) shows that maximum number of respondents (43%) expressed their uncertainty on this point. On the contrary, 42.4% respondents agreed which is also significant, while no respondent strongly agreed on this point. Besides only 14.5% respondents disagreed on this point which is not significant in the study context, while no respondent strongly disagreed on this point. Despite maximum respondents (43%) expressed their uncertainty on this point; yet a significant number of respondents (42.4%) expressed their positive view on this point which is much more than the respondents who expressed negative view (14.5%). Therefore, it can be claimed that existing bureaucratic decision making process is also one of the obstacles to adopt RBM approach in the public sector projects.

¹⁹ *Report of the World Bank's Staff and Bangladesh Consultants to Bangladesh Governments that Works: Reforming the Public Sector*, The World Bank (Dhaka: University Press Limited, July 1996), pp. 103-106

8.2.14. Reluctance of Officials to Cope with New System

Willingness to cope with new system is one of the factors that is required to adopt RBM approach in the public sector projects. Most of the people want to continue traditional system despite the fact that this is not effective when it is compared to global changes.²⁰ Government's officials are no exception because introduction of new system require them to learn, to train and to work harder. Only a few officials have willingness to cope with new system with a view to improve performance of their development activities efficiently and effectively. Therefore, it is identified that reluctance of officials to cope with new system is one of the obstacles to adopt RBM approach in the public sector projects in Bangladesh.

Respondents have also expressed that reluctance of official to cope with new system is one of the obstacles to adopt RBM approach in the public sector projects. Survey result (table 8.1) shows that 42.4% respondents expressed their agreement on this issue; while 13.9% respondents expressed their strong agreement on this issue. On the contrary, only 6.7% respondents expressed their disagreement on this issue which is very much negligible; while no respondent expressed strong disagreement on this issue. However 37.0% respondents expressed their uncertainty on this issue. Since majority of the respondents (56.3% agreed and strongly agreed together) expressed their positive view on this issue also recognized that reluctance of officials to cope with new system is one of the obstacles to adopt RBM approach in the public sector projects in Bangladesh.

8.3. Prospects of Adopting RBM Approach

Despite existence of different problems in the way of adopting RBM approach in the public sector projects; it is gradually improving the readiness situation of Bangladesh through implementation of several direct and indirect government initiatives. Here, prospects refer to the present state of improvement of the readiness situation of Bangladesh, the future plan or improving the readiness situation and overall positive role of GoB and development organizations. 9 (nine) positive aspects have been

²⁰ Field Survey 2011: From respondents overall comments.

identified in favour of adopting RBM approach in the public sector projects in Bangladesh. These are improvement of project preparation capacity of EAs, improvement of project implementation capacity of EAs, improvement of monitoring capacity of IMED, improvement of evaluation capacity of IMED, establishment of CPTU to reform procurement issues, development of IMED Strategic Plan, formulation of a design for RBME-2 project, positive role of GoB to undertake required initiatives and positive role of development organizations to provide TA. Respondents had given their opinion about the prospects of adopting RBM approach in the public sector projects (table 8.2).

Table 8.2
Respondents View on Identified Prospects to Adopt RBM Approach
in the Public Sector Projects in Bangladesh

Respondents were asked to express their opinion on the question entitled: what are the prospects of adopting RBM approach in the public sector projects in Bangladesh	Opinion of the respondents (%)					
	Strongly agreed	Agreed	Not sure	Disagreed	Strongly disagreed	Total
1. Establishment of CPTU to Reform Procurement Issues	29.2 %	56.3 %	12.5 %	2.1 %	0%	100 %
2. Development of IMED Strategic Plan	23.6 %	50.9 %	22.4 %	3.0 %	0%	100 %
3. Formulation of a Design to RBME-2 Project	17.6 %	45.5 %	32.7 %	3.0 %	1.2 %	100 %
4. Positive Role of GoB to Undertake Required Initiatives	21.2 %	50.9 %	25.5 %	2.4 %	0%	100 %
5. Positive Role of Development Organizations to Provide TA	18.8 %	46.1 %	32.7 %	2.4 %	0%	100 %

Source: Field Survey 2011; Total Respondents 165.

8.3.1. Improvement of Project Preparation Capacity of EAs

Project preparation is the initial stage of project implementation cycle. In this stage project document has been prepared by the EAs. The GoB had two documents i.e. PCP and PP for preparation and approval of investment projects. In 1990 PCP was introduced with a view to utilize this new document as a tool to accelerate project approval. But the PCP was a very sketchy document written in Bangla and the information supplied in it was not sufficient to appraise a project document properly.

After approval of PCP, then it was translated into English and prepared a PP which was also needed approval of the competent authority. Therefore, the objective of using PCP as a tool to accelerate project approval was not materialized.²¹ Later on the GoB combined the PCP and PP formats into one integrated format which has reduced the project approval stages. Subsequently, the GoB has revised the guidelines of project preparation and approval processes. But PDs are not getting appointment at the initial stage of project preparation that hamper the project document quality. Besides, project preparation training has not been provided to EAs officials after revision of project documents and guidelines. In spite of that revision of project documents and guidelines indicate that project preparation capacity of EAs has been gradually improving.

Respondents have also expressed their opinion about the improvement of project preparation capacity of EAs. According to their views project preparation capacity of EAs has improved to a low extent.²² Though this improvement is not satisfactory to adopt RBM approach; but considering the extent of gradual improvement of project preparation capacity of EAs a bright prospect to adopt RBM approach in the public sector projects in Bangladesh is seen.

8.3.2. Improvement of Project Implementation Capacity of EAs

Project implementation is the second stage of project implementation cycle. It is the most critical component in the project implementation cycle. The GoB is confronting with this problem every year. Therefore, the GoB undertook initiatives to improve the project implementation capacity of EAs. It has improved the procurement issues, reporting quality of PDs, revised the delegation of financial and administrative powers to PDs, and developed the sector performance report formats through the government initiatives. The EAs officials have received intensive training on procurement issues, RBM and ICT capacity development. It has also improved the system for appointing

²¹ *Op. cit.* Streamlining GoB Approval Process of Projects, pp. 8-9.

²² See Achieved Level of Project Preparation Capacity of EAs, pp. 226-231.

key project personnel through issuing a circular by the Planning Division.²³ But this circular is being frequently violated while making appointment of PDs and other key project personal. Therefore, recruitments of PDs are still not transparent, competitive and unbiased which is most vital to improve the project implementation capacity of EAs. Above analysis help us to come to conclusion that project implementation capacity of EAs has improved but not to a satisfactory level. It would be improved to a satisfactory level if the government circular regarding recruitment of PDs and other project personnel is followed strictly. However it is clear that project implementation capacity of EAs has been gradually improving.

Respondents have also expressed their view about the improvement of project implementation capacity of EAs. According to their opinion project implementation capacity of EAs has improved to a moderate extent.²⁴ Though this improvement is not satisfactory to adopt RBM approach; but considering the gradual improvement of project implementation capacity of EAs a bright prospect to adopt RBM approach in the public sector projects in Bangladesh is expected.

8.3.3. Improvement of Monitoring Capacity of IMED

Monitoring project implementation progress is the third stage of the project implementation cycle. But it is started subsequently at the beginning of the project implementation process. To improve monitoring capacity of IMED the GoB has implemented six projects and implementation of another project is process going on. It has developed M&E framework and M&E Manual, revised existing reporting formats and provided a user guide, developed sector performance report formats for two selected sectors and established MIS in IMED through the implemented projects. The IMED officials have received intensive training on project monitoring, RBM and ICT capacity development. Among the improvements, establishment of MIS is not functioning as desired level of expectation. Establishment of a web-based MIS in

²³ Circular of the Government to Instruction Relating to Recruitment of Competent and Experienced Project Director for Investment Projects, Circular No. PD/NEC-3/2007-2008/259, Dated 08 November 2009, (In Bangla), (Dhaka: NEC/ECNEC and Coordination Wing, Planning Division, Ministry of Planning).

²⁴ See Achieved Level of Project Implementation Capacity of EAs, pp. 235-240.

IMED has completed in December 2012 which will certainly improve the functionality of MIS. To further improve the monitoring capacity of IMED a strategic plan has been developed to be implemented within five years period. Above analysis indicates that monitoring capacity has certainly improved but not to a satisfactory level. It is expected that monitoring capacity will be improved to a satisfactory level after implementation of IMED Strategic Plan.

Respondents have also expressed their view about the improvement of monitoring capacity of IMED. According to their opinion monitoring capacity of IMED has improved to a moderate extent.²⁵ Though this improvement is not satisfactory to adopt RBM approach; but considering the gradual improvement of monitoring capacity of IMED a bright prospect to adopt RBM approach in the public sector projects in Bangladesh is expected.

8.3.4. Improvement of Evaluation Capacity of IMED

Evaluation is the final stage of the project implementation cycle. Project Completion Evaluation Reports are prepared by the evaluation sector officials of IMED. Monitoring and evaluation is complementary for each other. Therefore, same steps have been implemented to improve evaluation capacity as well as monitoring capacity of IMED which is discussed above. Therefore, evaluation capacity has also improved but not to a satisfactory level. It is also expected that evaluation capacity will be improved to a satisfactory level after implementation of IMED Strategic Plan.

Respondents have also expressed their view about the improvement of evaluation capacity of IMED. According to their opinion evaluation capacity of IMED has improved to a moderate extent.²⁶ Though this improvement is not satisfactory to adopt RBM approach; but considering the gradual improvement of evaluation capacity of IMED a bright prospect to adopt RBM approach in the public sector projects in Bangladesh is expected.

²⁵ See Achieved Level of Monitoring Capacity of IMED, pp. 206-210.

²⁶ See Achieved Level of Evaluation Capacity of IMED, pp. 210-215.

8.3.5. Establishment of CPTU to Reform Procurement Issues

Procurement was one of the major problems in the implementation of public sector projects. Absence of legal framework, complex bureaucratic procedure, lack of adequate professional competence of staff, multiple layers in the approval and review process and absence of adequate mechanism for ensuring transparency and accountability were major deficiencies in the procurement system in Bangladesh. To overcome such deficiencies the GoB established CPTU in IMED in 2002 through PPRP project for producing and reforming procurement rules, regulations and acts.²⁷ Since then CPTU has been working to produce procurement rules, regulations, acts, standard tender documents and other procurement related documents. Simultaneously CPTU has been continuing their reform works to develop the produced procurement rules, regulations, acts and standard tender documents. CPTU has been also providing training to the procurement entities and EAs officials to improve their procurement knowledge.²⁸ Besides CPTU has established PROMIS and introduced e-GP system in the four selected EAs in 2011.²⁹ It is a great achievement to improve the overall procurement procedures in the public sector projects. Above analysis indicates that establishment of CPTU to reforms procurement issues is a great advancement towards adopting RBM approach in the public sector projects in Bangladesh.

Respondents have also expressed their view that establishment of CPTU indicates the prospects to adopt RBM approach in the public sector projects. Survey result (table 8.2) shows that maximum 55.8% respondents expressed their agreement, while 28.5% respondents expressed their strong agreement on this point. On the contrary, only 2.4% respondents expressed their disagreement which is much negligible, while no respondent expressed their strong disagreement on this point. However 13.3% respondents were uncertain about it which is also negligible. Above statistics shows

²⁷ Implementation Monitoring and Evaluation Division (IMED), "Technical Assistance Project Proposal (TPP) for Public Procurement Reform Project (PPRP)", (Dhaka: Ministry of Planning, February 2002), pp. 1-11.

²⁸ *Final Report of the Consultant Team to Strengthening Project Portfolio Performance*, Gilroy Coleman, Team Leader (Dhaka: Government of Bangladesh and the Asian Development Bank, June 2004), pp. 7-8.

²⁹ <http://www.eprocure.gov.bd>, accessed on 08 March 2012.

that 84.3% respondents (agreed and strongly agreed together) expressed their positive view on establishment of CPTU that indicates the prospect of adopting RBM approach. Respondents are well informed about the contribution of CPTU regarding improvement of procurement procedure since its establishment. Therefore, such a huge majority of the respondents expressed their positive view on establishment of CPTU for adopting RBM approach. Thus, it can be asserted that establishment of CPTU to reform procurement issues is a great advancement towards adopting RBM approach in the public sector projects in Bangladesh.

8.3.6. Development of IMED Strategic Plan

An IMED Strategic Plan has been developed through RBME project for improving readiness situation of Bangladesh to adopt RBM approach in the public sector projects. It covers a period of five years from July 2008 to June 2013 that is divided into short, medium and long-term periods. Ten strategic goals were proposed for IMED each of which is supported by specific objectives. The conceptual strategic goals have been specified in lines with best practices of RBM application as demonstrated in Malaysia, Thailand, Vietnam, and Colombia. In the Strategic Plan, the IMED has set up some significant changes to improve the project implementation results and developed a rationale for why the changes are necessary and how it will improve the procedure and benefits of monitoring and evaluation. For the development of EAs it has undertaken initiatives on pilot basis. These pilot initiatives included development of Sector Performance Report Formats for two sectors (Primary and Mass Education from Social Sector and Local Government from Infrastructure Sector) and the drafting of the ministry portfolio reports for these sectors. Sector Performance Report Formats have already been developed for these two sectors.³⁰ It is expected that the readiness situation of Bangladesh to adopt RBM approach in the public sector projects will be further improved after implementation of IMED Strategic Plan. Above analysis indicates that IMED strategic Plan is one of the great prospects for adopting RBM approach in the public sector projects.

³⁰ Implementation Monitoring and Evaluation Division (IMED), "Strategic Plan, 2008 to 2013" (Dhaka: Ministry of Planning, February 2009), pp. 1-9.

Respondents have also expressed their view that IMED Strategic Plan indicates the prospects to adopt RBM approach in the public sector projects; since survey result (table 8.2) shows that 50.9% respondents expressed their agreement, while 23.6% respondents expressed their strong agreement on this point. On the contrary, only 3.0% respondents expressed their disagreement on this point which is very much negligible, while no respondent expressed strong disagreement. However 22.4% respondents were uncertain about it which is significant; but it becomes insignificant; when it compared to 74.5% respondents (agreed and strongly agreed together) were positive on this point. The goals and objectives of IMED Strategic Plan are very much in lines with the RBM concept. The readiness situation of Bangladesh will be improved after implementation of IMED Strategic Plan. Therefore, three-fourth majority of the respondents expressed their positive view on this point. Thus, it is clearly understandable that according to respondents view IMED Strategic Plan is one of the prospects to adopt RBM approach in the public sector projects.

8.3.7. Formulation of a Design for RBME-2 Project

A design has been formulated for follow up project to RBME to fulfill the requirement of the readiness situation of Bangladesh to adopt RBM approach in the Public sector projects. The proposed title of the follow up project is RBME-2. The expected outputs include (i) identifying results for all ADP projects, (ii) design and monitoring and evaluation frameworks for 12 key sectors, (iii) results based MIS, (iv) planning and executing project inspections and evaluations, (v) reporting progress against results to policy makers and (vi) enhancement of FAPAD audit capacity.³¹ It is expected that the GoB will undertake initiatives to approve above mentioned follow up project to RBME to fulfill the requirement of future need. Therefore, formulation of a design for RBME-2 project to fulfill the requirement of the readiness situation of Bangladesh is one of the great prospects to adopt RBM approach in the Public sector projects.

³¹ *Final Report of the Strengthening Results-Based Monitoring and Evaluation Project (TAR 39469)*, Appendix 3, Government of Bangladesh and the Asian Development Bank (Dhaka: IMED, November 2009), pp. 1-8.

Respondents have also expressed their view that formulation of a design for RBME-2 project indicates the prospect to adopt RBM approach in the public sector projects since survey result (table 8.2) show that maximum 45.5% respondents expressed their agreement, while 17.6% respondents expressed their strong agreement on this point. On the contrary, only 3.0% respondents expressed their disagreement, while 1.2% respondents expressed their strong disagreement on this point which is very much negligible. Apart from this 32.7% respondents were uncertain about it which is also significant. The design of the RBME-2 project has been formulated in 2009; but the GoB yet to approve the RBME-2 project. It might have raised question in the mind of one-third of the respondents whether the GoB will approve the RBME-2 project. Thus, they have expressed their uncertainty on this point. However, the majority of the respondents (63.1% agreed and strongly agreed together) were positive on this point. That means that they are hopeful that the GoB will undertake initiatives to approve the RBME-2 project. Therefore, it is clearly understandable that formulation of a design for RBME-2 project to fulfill the future requirements is one of the prospects to adopt RBM approach in the public sector projects.

8.3.8. Positive Role of the GoB to Undertake Required Initiatives

The GoB has started to undertake initiatives to adopt RBM approach in the implementation of public sector projects in 1999. Since then the GoB has already been implemented six projects and implementing one project to strengthen the capacity of IMED as well as EAs with a view to adopt RBM approach in the public sector projects in Bangladesh.³² It is expected that GoB will approve RBME-2 project

³² The implemented projects are “Strengthening Project Portfolio Performance (SPPP)” financed by Asian Development Bank (ADB) implemented by IMED from December 1999 to August 2006; “Strengthening Result Based Management Capability of IMED and FAPAD in the Monitoring and Evaluation of the Projects (RBME)” financed by ADB implemented by IMED from July 2007 to December 2009; “Public Procurement Reform Project (PPRP)” financed by International Development Association (IDA) implemented by IMED from February 2002 to December 2006; “Support to ICT Task Force Programme (SICT)” financed by GoB implemented by Planning Division from July 2002 to June 2011; “Integration of Population and Gender into National and Sectoral Planning (IPGNP)” financed by United Nations Population Fund (UNFPA) implemented by Socio-Economic Infrastructure Division of Planning Commission from January 2006 to December 2011; and “Assistance to SICT for Strengthening Planning Division, ERD and IMED through ICT (ASICT)” financed by United Nations Development Programme (UNDP) implementing by Planning Division started from January 2005 to

soon to fulfill the future requirements. Therefore, it can be claimed that the GoB has a positive role to play to undertake required initiatives for adopting RBM approach in the public sector projects in Bangladesh.

Respondents have also expressed their positive view in this regard. Survey result (table 8.2) shows that 50.9% respondents agreed, while 21.2% respondents strongly agreed on this point. On the contrary, only 2.4% respondents disagreed which is very much negligible, while no respondent strongly disagreed on this point. However 25.5% respondents were uncertain about it which is significant; but it becomes insignificant when it is compared to 72.1% respondents (agreed and strongly agreed together) who were positive on this point. Therefore, it is clearly understandable that the role of GoB to undertake initiatives is a prospect to adopt RBM approach in the public sector projects.

8.3.9. Positive Role of the Development Organizations to Provide TA

Among the Development Organizations ADB is the pioneer to provide TA for improvement of project portfolio performance. ADB approved TA for SPPP project in 2001.³³ Since then ADB provided another TA for RBME project,³⁴ the World Bank provided TA for PPRP,³⁵ and PPRP II project,³⁶ UNDP provided TA for ASICT project,³⁷ and UNFPA provided TA for IPGNP project.³⁸ The purposes of all these

June 2012; and on-going project is “Public Procurement Reform Project II (PPRP II)” financed by IDA implementing by IMED from July 2007 and due to be end in June 2013.

³³ Implementation Monitoring and Evaluation Division (IMED), “Technical Assistance Project Proforma (TAPP) for Strengthening Project Portfolio Performance (SPPP)”, (Dhaka: Ministry of Planning, September 2002), p. 2.

³⁴ Implementation Monitoring and Evaluation Division (IMED), “Technical Assistance Project Proposal (TPP) for Strengthening Result Based Management Capability of IMED and FAPAD in the Monitoring and Evaluation of the Projects (RBME)”, (Dhaka: Ministry of Planning, April 2007), p. 3.

³⁵ Implementation Monitoring and Evaluation Division (IMED), “Technical Assistance Project Proposal (TAPP) for Public Procurement Reform Project (PPRP)”, (Dhaka: Ministry of Planning, February 2002), pp. 2-3.

³⁶ Implementation Monitoring and Evaluation Division (IMED), “Technical Assistance Project Proposal (TPP) for Public Procurement Reform Project-II (PPRP-II)”, (Dhaka: Ministry of Planning, July 2007), p. 2.

³⁷ Planning Division, “Technical Assistance Project Proposal (TAPP) for Assistance to SICT for Strengthening Planning Division, ERD, IMED through ICT (ASICT)”, (Dhaka: Ministry of Planning, January 2005), p. 3.

TA were to enhance project management capacity of IMED as well as EAs. It is expected that ADB will provide TA for RBME-2 project for fulfillment of future requirements towards adoption of RBM approach in the public sector projects. Therefore, it can be claimed that the Development Organizations have a positive role to provide TA for adopting RBM approach in the public sector projects in Bangladesh.

Respondents have also identified role of Development Organizations as a prospect to adopt RBM approach in the public sector projects. Survey result (table 8.2) shows that maximum 46.1% respondents expressed their agreement, while 18.8% respondents expressed their strong agreement on this point. On the contrary, only 2.4% respondents expressed their disagreement which is very much negligible, while no respondent expressed their strong disagreement on this point. Apart from this 32.7% respondents were uncertain about it which is also significant. There is no TA approved by any development organizations regarding adoption of RBM approach since 2007. This could be one prominent cause that might have influenced one-third respondents to express their uncertainty on this point. However, the majority of the respondents (64.9% agreed and strongly agreed together) expressed their positive view on this point. Therefore, it is clearly understandable that role of Development Organizations is one of the prospect to adopt RBM approach in the public sector projects.

³⁸ Socio-Economic Infrastructure Division (SEID), “Technical Assistant Project Proposal (TPP) for Integration of Population and Gender into National and Sectoral Planning (IPGNP)”, (Dhaka: Planning Commission, January 2006), p. 1.

8.4. Conclusion

The GoB has been improving readiness situation since 1999 to adopt RBM approach in the implementation of public sector projects. Though a decade has already been passed, but the readiness situation has not been reached to a satisfactory level yet. Many obstacles still remain in the way of adopting RBM approach in the public sector projects. Fourteen major obstacles have been identified in the study. Most of the obstacles are indirectly related to project preparation, implementation, monitoring and evaluation. These obstacles are related to political commitment, organizational capacity, government official's capacity, technical facility, reliable data source and bureaucratic system. Some obstacles can't be mitigated without political commitment. But most of the obstacles can be mitigated through undertaking further initiatives regarding improvement of the readiness situation of Bangladesh for adopting RBM approach in the public sector projects.

Despite the fact that the readiness situation of Bangladesh has yet to reach to a satisfactory level, some prospects have been identified to fulfillment the future requirements. Project preparation and implementation capacity of EAs and monitoring and evaluation capacity of IMED are gradually improving. Procurement procedure has been improved through producing procurement rules, regulations and Acts. Implementation of IMED Strategic Plan will further improve the readiness situation of Bangladesh. The role of the GoB is positive enough to undertake initiatives for future need. The role of Development organizations has always been important since they provide necessary TA for improvement of the readiness situation of Bangladesh. It is expected that the Development Organizations will continue their catalytic role, through providing more TA for fulfillment of the readiness situation of Bangladesh which will create a favourable condition to adopt RBM approach in the public sector projects. Formulation of a design for RBME-2 project indicates the future prospects of adopting RBM approach in the public sector projects in Bangladesh.

Chapter IX

Summary, Recommendations and Conclusion

9.1. Introduction

9.2. Major Findings of the Study

9.3. Recommendations

9.4. Suggestions for Further Research

9.5. Conclusion

Chapter IX

Summary, Recommendations and Conclusion

9.1. Introduction

It is recognized that development of Bangladesh mostly dependent on the effective implementation of public sector projects. Effective and efficient implementations of public sector projects have made huge contribution in socio-economic development in a country like Bangladesh. But the socio-economic development did not able to reach to a desired level due to poor performance of project implementation. Therefore, the GoB has been undertaken initiatives to improve the readiness situation of Bangladesh with a view to adopt RBM approach in the public sector projects. But no research has been found on the progress of the readiness situation of Bangladesh for adopting RBM approach. Most of the researches focus on effectiveness of application of RBM approach in the project implementation. Thus, an attempt is made to determine the progress of readiness situation of Bangladesh for adopting RBM approach in the public sector projects.

Different objectives that have been formulated for this study are (1) to explore the global good practices of RBM approach in the project management; (2) to identify the benefits of RBM approach for IMED and EAs over their existing capacity; (3) to analyze the adoption process of RBM approach in the project implementation of the public sector of Bangladesh; (4) to assess the level of strengthening M&E capacity as well as organizational capacity of IMED; (5) to assess the level of strengthening project preparation and implementation capacity as well as organizational capacity of EAs; (6) to determine whether the overall readiness situation of Bangladesh is satisfactory or not to adopt RBM approach in the implementation of the public sector projects; and (7) to find out the problems and prospects of adopting RBM approach in the implementation of the public sector projects in Bangladesh. In this study, a significant number of findings have been explored. The major findings are described in the following way:

9.2. Major Findings of the Study

9.2.1. Global Good Practices of RBM

RBM is a contemporary management approach that is now utilized all over the world to achieve expected results in the public sector. It focuses on the appropriate and timely achievement of relevant objectives and output, outcome and impact level of results through strategic planning, systematic implementation, performance monitoring, measurement and reporting as well as systematic use of performance information to adjust policy decision making to improve programme performance at all levels. In addition, it emphasizes on responsiveness and accountability while implementing a project or programme.

Effective practices of establishing RBM approach are not so easy. The government of developing countries as well as multilateral agencies and other development agencies are facing challenges to implement RBM approach. Therefore, OECD-DAC and UNDG have been working to harmonize the RBM concepts and its terminology for better understanding of all stakeholders since late 1990s. But the different agencies and countries who are now practicing RBM approach have developed their own system according to their capability. Therefore, practices of RBM approach vary from agency to agency and country to country.

The practices of RBM approach at development agency level are more or less homogenous. They have evolved their own RBM model based on the key principles of RBM which covers strategic planning to performance evaluation. They have given equal attention in planning and implementation and monitoring and evaluation of projects or programme which is very much effective to achieve expected results.

The practices of RBM approach at country level are very much heterogeneous due to their different financial and technical capability. Most of the developing countries are practicing RBM approach only on donor funded projects. They have given more attention in M&E system and less in project planning and implementation while practicing RBM approach. Even they have not developed any RBM framework according to their socio-economic structure. But Malaysia and some other developing

countries are exception; who have developed their own RBM model to achieve their goals and objectives effectively.

Despite having difficulties in the process of application of RBM approach; ration of its application are gradually increasing all over the world due to its development effectiveness. Thus it can be said that application of RBM approach at higher organizational levels indicates a shift in attention from traditional project level evaluations towards country programme evaluations.

9.2.2. RBM Benefits over Existing Capacity of IMED and EAs

Effective project implementation requires good project management system. The government is struggling to implement development activities through existing project management system in the public sector projects. On the other hand, RBM approach is one of the best project management tools which is now being utilized in the project management all over the world. Practice of RBM approach in the public sector projects will bring benefit for not only the project management; but also for the government organizations as well as government officials.

Practice of RBM approach in the public sector projects will improve the M&E quality of IMED. Apart from this, IMED as an organization will be benefited as a result of application of RBM approach in the public sector projects through enhancement of its organizational capacity through structural reorganization, establishment of CPTU, installation of web-based MIS system, development of sector based M&E framework and sector based reporting formats, build up ICT capacity and ensuring the system of transparency and accountability. Moreover, practice of RBM approach in the public sector projects will enhance the project preparation and implementation quality of EAs. Apart from this EAs will also be benefited for practicing RBM approach in the public sector projects through enhancement of their organizational capacity through revision of project document formats, approval process for project document and project preparation guidelines, development of sector based reporting formats, build up ICT capacity and ensuring the system of transparency and accountability. In addition the government officials belong to IMED

and EAs will be benefited through improvement of their skills, knowledge and capacity through getting intensive training.

The global shift towards RBM provides good opportunity for IMED to integrate higher level monitoring into its strategic goals. It also provides good opportunity for EAs to integrate careful attention in the project design stage which is most important to reduce obstacles in the public sector projects. Therefore, application of RBM approach in the public sector projects will certainly be beneficial for IMED and EAs over their existing capacity.

9.2.3. Adoption Processes of RBM Approach in Bangladesh

Having realized the importance of adoption of RBM approach in the public sector projects to improve the implementation performance, the GoB started to improve the readiness situation since 1999. In the process of the improvement of readiness situation of Bangladesh the GoB at first took initiatives to improve the organizational capacity of IMED through improvement of its monitoring and evaluation capacity and the organizational capacity of EAs through improvement of their project preparation and implementation capacity. Not only that the GoB also took initiatives to ensure the system of transparency and accountability in IMED and EAs. In order to implement these initiatives the GoB implemented SPPP and RBME projects consecutively.

Procurement procedure of the public sector projects in Bangladesh has many deficiencies. There was no legal framework of the procurement procedure in Bangladesh. To establish a legal framework of the procurement procedure in the public sector project the GoB has already implemented PPRP project. The GoB is also implementing PPRP II project with a view to introduce e-GP and capacity development of the procurement entities and personnel both in public and private sectors. These initiatives will ensure the transparency and accountability of the procurement procedure in the public sector projects and improve the project implementation performance.

Then the GoB took initiative to develop the capacity of the government officials in applying RBM and ICT tools to project management. In this regard the GoB has

implemented three projects entitled IPGNSP, SICT and ASICT to develop the capacity of the government officials in applying RBM and ICT tools to project management respectively.

Among seven projects except SICT, the GoB received technical assistance from the Development Partners. The ADB provided technical assistance through SPPP and RBME project to improve the organizational capacity of IMED and EAs. The World Bank provided technical assistance approving IDA credit through PPRP and PPRP II project to improve the procurement procedure in the implementation of public sector projects. The UNDP provided technical assistance through ASICT project to develop ICT capacity of the government organizations as well as government officials. The UNFPA provided technical assistance through IPGNSP project to develop RBM capacity of the government officials.

9.2.4. Increased Organizational Capacity of IMED

IMED is the most important stakeholder to application of RBM approach in the public sector projects in Bangladesh. So the organizational capacity of IMED must reach to an acceptable level that will be capable of carrying out RBM approach in the public sector projects in Bangladesh. Realizing the urgency of strengthening the organizational capacity of IMED, six projects have already been implemented.

At the end of the implemented six projects, a significant sustainable change has been occurred in IMED. Changes were focused more on function and less on structure and staffing arrangement. The SPPP project has initiated changes in three major areas: (1) it has revised the data collection formats; (2) provided option for storing all data collected using the formats in the database and (3) provided access to officers and staffs to the database from their own desks. The PPRP project has initiated change in procurement procedure produced by *the Public Procurement Regulation 2003*. Most importantly it has established CPTU which is now responsible for reforms of procurement related matters. The RBME project mainly continued the strengthening process of SPPP project and most importantly developed a Five-year Strategic Plan for IMED.

The enhancement of MIS into a web-based on-line M&E system and a web-based e-Government Procurement has been completed recently. The strengthening of the organizational capacity of IMED is mostly dependent on the enhancement of these components. It will not only reduce the work load of IMED officers, but also make sure that the project procurement and implementation information have made available to the public.

The IMED is a Division under Ministry of Planning headed by a Secretary. The structure of IMED has been reorganized due to expansion of its functions. The reorganization of IMED was started from 2002 by establishing new sectors and unit. It is very much essential to increase the organizational capacity of IMED. Now, the existing structure of IMED consists of six sectors, one wing and one unit. One sector is headed by Chief, four sectors are headed by Director Generals, one sector is headed by Director, Wing is headed by Joint Secretary and Unit is headed by DG.

Capacity building is one of the important issues to enhance the organizational capacity of IMED. The IMED officers were trained from all the above mentioned projects, but all the officers could not attend the training course due to their official business which resulting a lacking of capacity building in IMED. Besides, due to new appointment, promotion and transfer of officers, the training on capacity building will need to be delivered on a periodic basis so that all the IMED officers achieve adequate competence. It is encouraging to note that capacity building and training has been incorporated in the Strategic Plan for IMED.

Furthermore, the strengthening of the organizational capacity of IMED is also dependent on the successful implementation of the IMED Strategic Plan. Many of the changes required to move towards an RBM approach to M&E are outlined in the IMED Strategic Plan. The achievement of the ten targeted goals and supporting objectives in the IMED Strategic Plan will not be implemented by June 2013. Thus, the RBME Project Director suggests that a follow up project to RBME is necessary for achieving the goals and objectives of the IMED Strategic Plan. The IMED Strategic Plan has been implementing since July 2008 and already passed more than four and half years, but the follow up project to RBME has yet to be initiated.

Therefore, it is crystal clear that the strengthening process of the organizational capacity of IMED has not yet been completed. The organizational capacity of IMED is increasing gradually through implementation of some TA projects under the initiatives of the GoB. But it is not enough to shift its focus completely towards application of RBM approach in M&E of public sector development projects in Bangladesh. Hopefully, the follow up project to RBME will be undertaken by the IMED immediately to achieve goals and objectives of the Strategic Plan successfully and make sure that strengthening of the organizational capacity of IMED has been achieved to the desired level. Only then RBM approach will be successfully applied in the public sector projects in Bangladesh.

9.2.5. Increased Organizational Capacity of Executing Agencies

The improvement of organizational capacity of EAs is very much essential for adopting RBM approach in the public sector development projects in Bangladesh. Therefore, the organizational capacity of EAs must reach to an acceptable level that will be capable of carrying out RBM approach in the public sector projects in Bangladesh.

The SPPP project made remarkable contribution towards project preparation. These contribution include: (i) it has provided recommendation that PCP and PP should be integrated into one new project document; (ii) it has developed a sample format for integrated new project document; (iii) it has streamlined the system for approval processes of project document; (iv) it has provided recommendations for revision of project preparation guidelines; and (v) it has provided recommendations for appointing PD at the beginning stage of project preparation. On the basis of the recommendations of the SPPP consultant team, the Planning Division has integrated the PCP and PP into one project document and revised the project document formats, approval processes for project document and guidelines for preparation of project document. The only lacking has remained in the project preparation that the PDs are not appointed at the project planning stage. According to above mentioned reforms in the project preparation it has certainly improved the project preparation capacity of

EAs. But it is the beginning of the enhancement of the project preparation capacity of EAs. The guidelines for project preparation have already been revised twice. Another revision waiting for final approval of the Planning Division. It indicates that revised guidelines for project preparation have yet to be reached to a satisfactory level. In addition the EAs officials were not given project preparation training after approval of an integrated project documents instead of PCP and PP. Therefore, it can be claimed that project preparation capacity of EAs has improved but not to a satisfactory level where RBM approach can be applied in the public sector development projects in Bangladesh.

The SPPP project also contributed towards project implementation. These contribution include: (i) it has revised the data collection formats; (ii) it has provided recommendations for enhancement of the recruitment of PDs and key project personnel for executing development projects; and (3) it has provided recommendations for delegation of administrative and financial powers to the PDs. The Planning Division has enhanced the recruitment rules for appointing the PDs and other key project personnel and the Finance Division has been revising the delegation of financial powers for the PDs at regular interval to accommodate price escalation and other changing circumstances. But it is mentioned earlier that one of the major problem is that these rules are not being followed strictly while appointing and transferring the PDs.

The PPRP project has initiated change in procurement procedure by establishing CPTU in IMED. The CPTU produced *the Public Procurement Act 2006* and *Public Procurement Rules 2008* under the PPRP project. The PDs are now getting legal support as well as guidelines for procuring goods and services. It has improved the overall procurement performance of all EAs. The enhancement of a web-based e-Government Procurement has been completed under PPRP II project. First phase of the e-GP has already been launched. Sixteen procuring entities of four selected EAs are getting e-GP facilities. It will be gradually increased over the time. Full implementation of e-GP will certainly improve the procurement capacity of EAs.

The RBME project has mainly contributed to strengthen the capacity of IMED. But simultaneously it has included some components on pilot basis to improve the implementation capacity of EAs. It has provided sector performance report formats. It has had an impact on the improvement of the capacity of piloted EAs. Beside, The RBME project has developed a Five-year Strategic Plan for IMED that has include some components for overall improvement of capacity of EAs and concurrently it will pilot the capacity development of two selected sectors.

Capacity building is one of the important issues to enhance the organizational capacity of EAs. The EAs officials were trained from all the above mentioned projects, but most of the officials were from four selected EAs and two selected sectors. As a result, overall capacity building of all the EAs remains inadequate. Besides, due to new appointment, promotion and transfer of officials, the training on capacity building will need to be delivered on a periodic basis so that all the EAs officials acquire adequate competence.

Therefore, it is crystal clear that the strengthening process of the organizational capacity of EAs has not yet been completed. The organizational capacity of EAs is increasing gradually through implementation of some TA projects under the initiatives of GoB. But it is not enough to move towards application of RBM approach in project preparation and implementation of public sector projects in Bangladesh. It is expected that procurement capacity of EAs will be further improved after completion of the PPRP II project. But no possibility was found while doing content analysis that the organizational capacity of all the EAs will be improved at a time for adopting RBM approach in the public sector projects. Regarding procurement capacity only four selected EAs has been getting opportunities for their enrichment. On the other hand, the EAs of two sectors will be piloted in the IMED Strategic plan if it will be implemented. Hopefully, IMED will immediately undertake initiative to implement the Strategic Plan for achieving goals and objectives successfully and make sure that strengthening of the organizational capacity of EAs has reached to a desired level at least in the two sectors. Only then RBM approach will be successfully applied in the selected sectors in Bangladesh.

9.2.6. The Readiness Situation of Bangladesh

The GoB started its initiatives to improve the organizational capacity of IMED and EAs since 1999 with an intention to improve the readiness situation of Bangladesh to adopt RBM approach in the public sector projects. Improving organizational capacity of IMED and EAs will improve their readiness situation for adopting RBM approach. It is found in the analysis that the readiness situation of IMED and EAs for adopting RBM approach in the public sector projects have improved through government initiatives. As a consequence of these improvements the readiness situation of Bangladesh has also improved.

In the process of improvement of the readiness situation of IMED, monitoring and evaluation capacity of IMED have improved to a moderate extent. Revised reporting formats and M&E framework have made excellent contribution to improve the M&E capacity of IMED. But establishment of MIS could not be functioning as expectation due to lack of operational knowledge. However IMED officials were given intensive training for smooth operation of MIS. Most of the trained officers are not now working in IMED due to retirement and transfer. Capacity development of IMED officials have improved; but absence of training facilities for all new entrants in IMED hampers its effectiveness. Therefore, MIS did not exert impact on M&E capacity of IMED as expectation. On the other hand, the system of ensuring transparency and accountability of IMED has improved to a very low extent. Therefore, according to the respondents opinion the readiness situation of IMED has improved to a low extent which is not satisfactory for improving the readiness situation of Bangladesh to adopt RBM approach in the public sector projects.

In the process of improvement of the readiness situation of EAs, project preparation capacity of EAs has improved to a low extent. Revised formats and approval processes of project document and revised guidelines for project preparation have made good contribution in the way of improvement of the project preparation capacity of EAs. But the contribution would have been excellent if project preparation training of EAs officials would have provided after revision of project document formats, project document approval processes and project preparation guidelines.

Improved system for appointing key project personnel did not exert impact on project preparation due to the fact that project directors are usually appointed after approval of project documents. On the other hand, project implementation capacity of EAs has improved to a moderate extent. Improved procurement procedure has made excellent contribution to improve the project implementation capacity of EAs. Revised reporting formats, user guide for reporting formats and capacity development of EAs officials have made a significant contribution. But improved system for appointing key project personnel has not contributed as expectation due to frequent violation of government circular regarding appointment of key project personnel including PDs. Apart from project preparation and implementation capacity of EAs, the system of ensuring transparency and accountability of EAs has improved to a very low extent. Therefore, according to the respondents opinion the readiness situation of EAs has improved to a low extent which is not satisfactory for improving the readiness situation of Bangladesh to adopt RBM approach in the public sector projects.

In the process of improvement of the readiness situation of Bangladesh, the readiness situation of both the IMED and the EAs have improved negligibly. Three capacity indicators i.e. M&E capacity of IMED and project implementation capacity of EAs have improved to a moderate extent; while other capacity indicator i.e. project preparation capacity of EAs has improved to a low extent. On the other hand, transparency and accountability of IMED and EAs have improved to a very low extent which is not visible to most of the respondents. As a result, according to the respondents view, the readiness situation of Bangladesh has improved to a low extent which is not satisfactory for adopting RBM approach in the implementation of the public sector projects. Therefore, from the study findings it is clearly seen that the readiness situation of Bangladesh has improved but not to a satisfactory level that is required for adopting RBM approach in the implementation of public sector projects.

9.2.7. Problems of adopting RBM Approach

There are 14 major problems identified which should be mitigated to adopt RBM approach in the public sector projects in Bangladesh. These are:

1. Lack of political commitment on RBM issue
2. Lack of good governance
3. Lack of transparency and accountability
4. Lack of skilled manpower required for implementing RBM approach
5. Inadequate baseline data
6. Inadequate technical capability
7. Inadequate infrastructural facility
8. Inadequate training facility
9. Absence of strong civil service system
10. Absence of free flow of information regarding project management
11. Absence of reward and incentives for outstanding performance
12. Existing practices of appointing key project personnel
13. Existing bureaucratic decision making process
14. Reluctance of officials to cope with new system

Some problems can't be mitigated without political commitment. But most of the problems can be mitigated through undertaking further initiatives regarding improvement of the readiness situation of Bangladesh for adopting RBM approach in the public sector projects. The effectiveness of applying RBM approach in the public sector projects dependent on the mitigation of above mentioned problems.

9.2.8. Prospects of adopting RBM Approach

Despite existence of many problems some sort of improvement of the readiness situation of Bangladesh has been achieved in the public sector projects. The prospects of adopting RBM approach in the public sector projects in Bangladesh lying with the following achievements through implementation of various government initiatives:

1. Project preparation capacity of EAs is gradually improving
2. Project implementation of capacity of EAs is gradually improving
3. Monitoring capacity of IMED is gradually improving
4. Evaluation capacity of IMED is gradually improving
5. Establishment of CPTU to reform procurement issues
6. Development of IMED Strategic Plan
7. Formulation of a design for RBME-2 project
8. Role of GoB is positive to undertake required initiatives
9. Role of Development Organizations is positive to provide TA

Delay in project implementation procurement was one of the major problems in the public sector projects. But it has been improving rapidly since establishment of CPTU in IMED. Procurement rules, regulations, acts, standard tender documents and other procurement related documents are generated and reformed by CPTU. e-GP has launched on pilot basis through PPRP II project. It is expected that procurement procedure will be further improved after completion of PPRP II project.

Organizational capacity of IMED and EAs will be further improved by implementing IMED Strategic Plan. It is expected that ADB or any other development organization will provide TA for follow up project to RBME and GoB will undertake initiative to approve RBME-2 project which will be continued the advancement towards adopting RBM approach in the public sector projects in Bangladesh.

9.3. Recommendations

9.3.1. Ensure Political Commitment on RBM Issue

The GoB took first initiative in 1999 to improve the readiness situation of Bangladesh to adopt RBM approach in the public sector projects. But after a decade the improvement has not been reached to a satisfactory level due to lack of political commitment on RBM issue. But without political commitment adoption of RBM would not be materialized. Therefore, it is an utmost necessity to ensure political

commitment on RBM issue for achieving satisfactory level of readiness situation that is required for adoption of RBM approach in the public sector projects in Bangladesh.

9.3.2. Enactment of Civil Service Act

Enactment of Civil Service Act is an utmost necessary to improve service delivery of civil servants. Adoption of RBM approach in the public sector projects will be effective in the presence of Civil Service Act. Though the present government has undertaken initiative to enact Civil Service Act, it is essential to enact it before adopting RBM approach in the public sector projects in Bangladesh.

9.3.3. Building up Baseline Data Base for Every Sector

Baseline data is very important to prepare a project document that is planned to explicitly measure process, programme and strategic progress of ongoing development projects. It is a key factor for achieving development activities effectively. But unfortunately baseline data is not adequate in the every sector of Bangladesh. In the absence of adequate reliable baseline data for project preparation, adopting RBM will not bring expected change in the development activities. Therefore, an initiative to building up baseline data base for every sector is crucial to adopt RBM approach in the public sector projects in Bangladesh.

9.3.4. Improvement of RBM Training Facilities

Training on RBM has been delivered through RBME and IPGNSP project. But, due to new appointment, and promotion and transfer of officers such training will need to be delivered on a periodic basis so that all new entrants have the required competence. Therefore, long term, short term and follow up training course on RBM should be developed permanently so that all officers can receive training in regular interval to upgrade themselves with new knowledge of RBM. It is an utmost necessity to adopt RBM approach in the public sector projects in Bangladesh.

9.3.5. Creation of Experts on RBM Issue

In order to provide better understanding about RBM concepts to the government officials through training programmes, trainers should have expertise on RBM issue. Otherwise training would not be fruitful to adopt RBM approach in the public sector projects. A pool of experts on RBM issue could be created from interested government officials through providing extensive long term training.

9.3.6. Establishment of Inter-linked Web-based MIS with all Ministries and EAs

Under the ASICT project, a web-based MIS is installed in the IMED. It is inter-linked with the Planning Division and ERD that will improve the readiness situation of Bangladesh definitely. But in order to take the readiness situation of Bangladesh to a higher level to adopt RBM approach in the public sector projects, it is an utmost necessity to establish an inter-linked web-based MIS with all Ministries and EAs.

9.3.7. Review the Delegation of Financial Power of PDs on Regular Interval

Financial power is one of the key issues in the implementation of public sector projects. Without financial power PDs could not expedite implementation process of the development projects. Considering this issue the government delegated some financial powers to PDs. But the scope of delegated powers should be reviewed after every two years or so by the government to accommodate price escalation and other changing circumstances.

9.3.8. Ensure Appointment of PDs on Merit

The recruitment of project personnel should be transparent, competitive and unbiased. The circular regarding recruitment of competent and experienced PD for investment projects is frequently violating by the government organizations while appointing PDs and other project personnel. This practice should be stopped; otherwise application of RBM approach in the public sector projects would not be effective. Therefore, appointment of PDs and other project personnel should be ensured on merit basis before adopting RBM approach in the public sector projects in Bangladesh.

9.3.9. Exercise of Delegated Power by PDs

The PDs should be made responsible for taking decisions within the power delegated to them. They should exercise the delegated power according to the rules and regulations by ignoring all undue interferences. But the PDs are forwarding proposals to the higher authorities when it is not necessary and the higher authority accepts the arrangement. To ensure maximum exercise of delegated power, the higher authority should return the proposals to PDs which are unnecessarily sent to them.

9.3.10. Provision of Reward and Incentives

Reward and incentives for outstanding performance act as a catalytic to improve the performance of the officials. It will motivate, and inspire the officials who are intended to attain success through hard working. It will encourage the officials to continue improving their performance. It will make a differentiation between success and failure. Therefore, provision of reward and incentives should be introduced in the project management which is one of the basic principles of RBM approach.

9.3.11. Ensure Transparency and Accountability

Transparency and accountability are an integral parts of RBM approach. But the system of ensuring transparency and accountability has improved to a very low extent which is not satisfactory for adopting RBM approach in the public sector projects. Therefore, it is also vital to ensure transparency and accountability in IMED and EAs for adopting RBM approach in the public sector projects in Bangladesh.

9.3.12. Ensure Free Flow of Information

Free flow of information has tremendous power to demonstrate transparency and accountability. It is an integral part of the transparency and accountability process. It also decreases the chances of corruption and establishes good governance. Though the present government has enacted *the Right to Information Act 2009*, but the people are seldom used the right to information act due to non-cooperation from the government organizations. Therefore, government should take necessary action to make

application of *the Right to Information Act 2009* effective. It is an utmost necessity to ensure free flow of information.

9.3.13. Undertake Initiative to Implement IMED Strategic Plan

IMED Strategic Plan has been developed through RBME project for improving readiness situation of Bangladesh. It covers a period of five years from July 2008 to June 2013. Some short term goals have been implemented during the period of RBME project. But after completion of RBME project in 2009, implementation of IMED Strategic Plan has remained stagnant. Therefore, IMED should undertake initiative to implement IMED Strategic Plan in the schedule time frame for improving readiness situation of Bangladesh.

9.3.14. Undertake Initiative to Approve RBME-2 Project

The design has been formulated for follow up project to RBME entitled RBME-2 to fulfill the requirements of future needs in 2009, but it is yet to approve. The proposed RBME-2 project is essential to continue the improvement of readiness situation of Bangladesh. The project design also supports the goals and objectives of the IMED Strategic Plan that was completed under RBME. Therefore, the GoB should undertake initiative to approve RBME-2 project as early as possible for the continuation of the improvement of readiness situation of Bangladesh to adopt RBM approach in the Public sector projects.

9.3.15. Initiative to Undertake Follow up Project to PPRP II

The implementation of PPRP II project is due to be completed in June 2013. But it is very much apparent that strengthening procurement procedure has not been completed through PPRP II project. For making e-GP and reforms of procurement rules and regulations effective another follow up project to PPRP II is essential. In addition to continuation of procurement skill development training programme it is also of utmost necessity to undertake another follow up project to PPRP II which will certainly improve the readiness situation of Bangladesh to adopt RBM approach in the Public sector projects.

9.3.16. Initiative to Undertake Follow up Project to ASICT

The implementation of ASICT project has been completed in June 2012. It has had an enormous contribution to develop ICT capacity of the government organizations as well as government officials. But without continuation of project activities ICT capacity development will not be effective to make digital Bangladesh. Therefore, continuation of ICT capacity development of the government organizations as well as government officials, it is of utmost necessity to undertake a follow up project to ASICT which will be certainly contribute to improve the readiness situation of Bangladesh.

9.3.17. Development of RBM Model for Bangladesh

The development agencies have evolved their own RBM model for ensuring effective application of RBM approach in project implementation. The countries those who are practicing RBM approach in the public sector projects effectively, they have also developed their own RBM model based on basic RBM principles. Therefore, development of an RBM model according to the socio-economic structure of Bangladesh could be effective with the improvement of readiness situation of Bangladesh to adopt RBM approach in the public sector projects.

9.4. Suggestions for Further Research

Six projects have already been implemented and one project is being implemented regarding adoption of RBM approach, but the readiness situation of Bangladesh has not been improved to a satisfactory level. It is expected that some follow up projects will be undertaken by the GoB to improve the readiness situation of Bangladesh to a satisfactory level. Therefore, it is recommended to carry out following researches to explore whether the readiness situation of Bangladesh has reached to a satisfactory level or not to adopt RBM approach in the public sector projects:

(i) IMED is the most important organization to adopt RBM approach in the public sector project. A web-based MIS was installed in IMED in June 2012. But the questionnaire survey was conducted during 06 June 2011 to 28 September 2011.

Therefore, respondents opinion regarding effectiveness of web-based MIS in IMED has not been reflected in the study. Moreover, it is expected that IMED Strategic Plan will be implemented in future that is also utmost necessity to improve the organizational capacity of IMED. Thus, a research should conduct on the impact of installation of web-based MIS in IMED and the impact of implementation of IMED Strategic Plan to improve the organizational capacity of IMED.

(ii) Almost all the government organizations execute of public sector projects. But it is not realistic to improve the organizational capacity of all the EAs at a time. Therefore, four sectoral EAs are selected to improve their procurement capability that was the most vulnerable area of project implementation in Bangladesh¹. The CPTU has introduced e-Government Procurement in the selected EAs in 2011. The CPTU has also provided intensive training on e-Government Procurement covering all the Procuring Entities of selected EAs that will be ended in June 2013. In the study, it has assessed the level of organizational capacity of EAs as whole that is not reflected the achieved level of organizational capacity of four selected EAs. A study should conduct to assess the improve level of procuring capability of four selected EAs that could be help to select an Executing Agency for piloting to adopt RBM approach in the public sector project implementation.

(iii) It is reflected in the study that development of an RBM model is necessary for Bangladesh to adopt RBM approach effectively in the public sector projects. Therefore, to develop an RBM model according to the socio-economic structure of Bangladesh might be studied.

¹ Four sectoral selected EAs are Roads and Highways Department (RHD), Local Government Engineering Department (LGED), Rural Electrification Board (REB), and Bangladesh Water Development Board (BWDB).

9.5. Conclusion

In the study findings it is explored that the readiness situation of Bangladesh has not reached to a satisfactory level. All the collected documents of the seven projects have been empirically analyzed and found that organizational capacity of IMED and EAs have increased but not to a satisfactory level to carry out RBM approach in the implementation of public sector projects in Bangladesh. In the questionnaire survey respondents also expressed their view in the line that the readiness situation of Bangladesh is yet to reach to a satisfactory level to adopt RBM approach in the public sector projects in Bangladesh.

According to the respondents view a readiness situation framework has been developed to determine the satisfactory level of readiness situation of Bangladesh. Eighteen input indicators have been drawn from government initiatives to analyze the improvement of capacity/system indicators. Using the readiness situation framework it is found that monitoring and evaluation capacity of IMED has improved to a moderate extent, while transparency and accountability of IMED has improved to a very low extent. Therefore the readiness situation of IMED has improved to a low extent. On the other hand, project preparation capacity of EAs has improved to a low extent, project implementation capacity of EAs has improved to a moderate extent and transparency and accountability of EAs has improved to a very low extent. Therefore, the readiness situation of EAs has improved to a low extent. Thus, the overall readiness situation of Bangladesh has improved to a low extent which is not satisfactory to adopt RBM approach in the public sector projects.

Finally the study findings suggest that application of RBM approach in the public sector projects will not be effective at present. The GoB should continue the improvement processes to adopt RBM approach in the public sector projects until the readiness situation of Bangladesh reach to a satisfactory level. Otherwise, application of RBM approach in the public sector projects will bring no positive change in the project implementation.

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Appendix

Appendix

Institute of Bangladesh Studies University of Rajshahi, Rajshahi

A questionnaire on

“Application of Result Based Management in the Public Sector Projects: A Study on the Readiness Situation of Bangladesh”

Researcher: Farid Uddin Ahmed, PhD Fellow (2009-10), IBS, Rajshahi University.

Sample no. ----- Date-----

A. Questions on personal information of respondent

- 1 Name of respondent :
2. Age :
3. Education level :
4. Occupation :
5. Designation :
6. Length of Service :
7. Organization :

B. Questions on the readiness situation of Bangladesh to adopt RBM Approach in the public sector projects.

(The GoB has implemented four projects to improve the technical capability, project preparation and implementation process, monitoring and evaluation system, procurement procedure and capacity development of the government officials. The GoB is also implementing another three projects for the same purpose. The implemented projects are—(i) “Strengthening Project Portfolio Performance (SPPP)” financed by Asian Development Bank (ADB) and implemented by IMED from December 1999 to August 2006; (ii) “Public Procurement Reform Project (PPRP)” financed by International Development Association (IDA) and implemented by IMED from February 2002 to December 2006; (iii) “Strengthening Result Based Management Capability of IMED and FAPAD in the Monitoring and Evaluation of the Projects (RBME)” financed by ADB and implemented by IMED from July 2007 to December 2009; and (iv) “Support to ICT Task Force Programme (SICT)” financed by GoB and implemented by Planning Division from July 2002 to June 2011. The on-going projects are—(i) “Integration of Population and Gender into National and Sectoral Planning (IPGNSP)” financed by United Nations Population Fund (UNFPA) and

implemented by Socio-Economic Infrastructure Division of Planning Commission started from January 2006 and due to be end in December 2011; and (ii) “Assistance to SICT for Strengthening Planning Division, ERD and IMED through ICT (ASICT)” financed by United Nations Development Programme (UNDP) and implemented by Planning Division from January 2005 and due to be end in June 2012; and (iii) “Public Procurement Reform Project II (PPRP II)” financed by IDA implementing by IMED started from July 2007 and due to be end in June 2013.)

Please put a tick mark in the appropriate option in order to express how strongly you agree or disagree (5 = strongly agree, 4 = agree, 3 = not sure, 2 = disagree, 1 = strongly disagree) with each of the following statements.

8. Do you think, before adopting RBM approach in the public sector projects, the improvement of the readiness situation of Bangladesh is an utmost necessity?

a) Strongly agree b) Agree c) Not sure d) Disagree e) Strongly disagree

9. Do you think, to fulfillment the basic requirements of RBM approach, it is an utmost necessity to improve the readiness situation of IMED to a satisfactory level for improving the readiness situation of Bangladesh?

a) Strongly agree b) Agree c) Not sure d) Disagree e) Strongly disagree

10.1. Do you think, to improve the readiness situation of IMED it is an utmost necessity to improve the monitoring capacity to a satisfactory level?

a) Strongly agree b) Agree c) Not sure d) Disagree e) Strongly disagree

10.2. Do you think, to improve the readiness situation of IMED it is also necessity to improve the evaluation capacity to a satisfactory level?

a) Strongly agree b) Agree c) Not sure d) Disagree e) Strongly disagree

10.3. Do you think, to improve the readiness situation of IMED it is also necessity to improve the transparency and accountability to a satisfactory level?

a) Strongly agree b) Agree c) Not sure d) Disagree e) Strongly disagree

11.1. Do you think, the installation of MIS in IMED through SPPP project is helpful for improving the monitoring capacity?

a) Strongly agree b) Agree c) Not sure d) Disagree e) Strongly disagree

11.2. Do you think, the reporting formats and user guide prepared by SPPP project is helpful for improving the monitoring capacity of IMED?

a) Strongly agree b) Agree c) Not sure d) Disagree e) Strongly disagree

11.3. Do you think, the monitoring and evaluation framework developed by RBME project is helpful for improving the monitoring capacity of IMED?

a) Strongly agree b) Agree c) Not sure d) Disagree e) Strongly disagree

11.4. Do you think, the capacity development training to government officials provided by various projects is helpful for improving the monitoring capacity of IMED?

a) Strongly agree b) Agree c) Not sure d) Disagree e) Strongly disagree

12. Do you think, the monitoring capacity of IMED has been improved through implementation of SPPP and RBME projects?

a) Strongly agree b) Agree c) Not sure d) Disagree e) Strongly disagree

13.1. Do you think, the installation of MIS in IMED through SPPP project is helpful for improving the evaluation capacity?

a) Strongly agree b) Agree c) Not sure d) Disagree e) Strongly disagree

13.2. Do you think, the reporting formats and user guide prepared by SPPP project is helpful for improving the evaluation capacity?

a) Strongly agree b) Agree c) Not sure d) Disagree e) Strongly disagree

13.3. Do you think, the monitoring and evaluation framework developed by RBME project is helpful for improving the evaluation capacity?

a) Strongly agree b) Agree c) Not sure d) Disagree e) Strongly disagree

13.4. Do you think, the capacity development training to government officials provided by various projects is helpful for improving the evaluation capacity of IMED?

a) Strongly agree b) Agree c) Not sure d) Disagree e) Strongly disagree

14. Do you think, the evaluation capacity of IMED has been improved through implementation of SPPP and RBME projects?

a) Strongly agree b) Agree c) Not sure d) Disagree e) Strongly disagree

15. Do you think the system of ensuring transparency and accountability of IMED has been improved through SPPP and RBME projects?

a) Strongly agree b) Agree c) Not sure d) Disagree e) Strongly disagree

16. Do you think, the readiness situation of IMED has been improved through implementation of SPPP and RBME projects?

a) Strongly agree b) Agree c) Not sure d) Disagree e) Strongly disagree

17. Do you think, to fulfillment the basic requirements of RBM approach, it is also essential to improve the readiness situation of Executing Agencies (EAs) as well as IMED for improving the readiness situation of Bangladesh?

a) Strongly agree b) Agree c) Not sure d) Disagree e) Strongly disagree

18.1. Do you think, to improve the readiness situation of EAs it is an utmost necessity to improve the project preparation capacity to a satisfactory level?

a) Strongly agree b) Agree c) Not sure d) Disagree e) Strongly disagree

18.2. Do you think, to improve the readiness situation of EAs it is also necessity to improve the project implementation capacity to a satisfactory level?

a) Strongly agree b) Agree c) Not sure d) Disagree e) Strongly disagree

18.3. Do you think, to improve the readiness situation of EAs it is also necessity to improve the transparency and accountability to a satisfactory level?

a) Strongly agree b) Agree c) Not sure d) Disagree e) Strongly disagree

19.1. Do you think, the revised formats and approval processes of project documents is helpful for improving the project preparation capacity of EAs?

a) Strongly agree b) Agree c) Not sure d) Disagree e) Strongly disagree

19.2. Do you think, the revised guidelines for project preparation is helpful for improving the project preparation capacity of EAs?

a) Strongly agree b) Agree c) Not sure d) Disagree e) Strongly disagree

19.3. Do you think, project preparation training to EAs officials provided by SPPP project is helpful for improving the project preparation capacity of EAs?

a) Strongly agree b) Agree c) Not sure d) Disagree e) Strongly disagree

19.4. Do you think, the improved system of appointment set by SPPP project for appointing key project personnel is helpful for improving the project preparation capacity of EAs?

a) Strongly agree b) Agree c) Not sure d) Disagree e) Strongly disagree

20. Do you think, the project preparation capacity of EAs has been improved through implementation of SPPP and RBME projects?

a) Strongly agree b) Agree c) Not sure d) Disagree e) Strongly disagree

21.1. Do you think, the improved system of appointment set by SPPP project for appointing key project personnel is helpful for improving the project implementation capacity of EAs?

a) Strongly agree b) Agree c) Not sure d) Disagree e) Strongly disagree

21.2. Do you think, the reporting formats and user guide prepared by SPPP project is helpful for improving the project implementation capacity of EAs?

a) Strongly agree b) Agree c) Not sure d) Disagree e) Strongly disagree

21.3. Do you think, improved procurement procedure through CPTU (Central Procurement Technical Unit) is helpful for improving the project implementation capacity of EAs?

a) Strongly agree b) Agree c) Not sure d) Disagree e) Strongly disagree

21.4. Do you think, the capacity development training to EAs officials provided by various projects is helpful for improving the project implementation capacity of EAs?

a) Strongly agree b) Agree c) Not sure d) Disagree e) Strongly disagree

22. Do you think, the project implementation capacity of EAs has been improved through implementation of SPPP and RBME projects?

a) Strongly agree b) Agree c) Not sure d) Disagree e) Strongly disagree

23. Do you think the system of ensuring transparency and accountability of EAs has been improved through SPPP and RBME projects?

a) Strongly agree b) Agree c) Not sure d) Disagree e) Strongly disagree

24. Do you think, the readiness situation of EAs has been improved through implementation of SPPP and RBME projects?

a) Strongly agree b) Agree c) Not sure d) Disagree e) Strongly disagree

25. Do you think, the readiness situation of Bangladesh has been improved to adopting RBM approach in the public sector projects in Bangladesh?

a) Strongly agree b) Agree c) Not sure d) Disagree e) Strongly disagree

26. Do you think, lack of political commitment on RBM issue is one of the obstacles in the process of adopting RBM approach in the public sector projects in Bangladesh?

a) Strongly agree b) Agree c) Not sure d) Disagree e) Strongly disagree

27. Do you think, lack of good governance is one of the obstacles in the process of adopting RBM approach in the public sector projects in Bangladesh?

a) Strongly agree b) Agree c) Not sure d) Disagree e) Strongly disagree

28. Do you think, lack of transparency and accountability of the public agencies is one of the obstacles in the process of adopting RBM approach in the public sector projects in Bangladesh?

a) Strongly agree b) Agree c) Not sure d) Disagree e) Strongly disagree

29. Do you think, lack of skilled manpower required for implementing RBM approach is one of the obstacles in the process of adopting RBM approach in the public sector projects in Bangladesh?

a) Strongly agree b) Agree c) Not sure d) Disagree e) Strongly disagree

30. Do you think, inadequate baseline data is one of the obstacles in the process of adopting RBM approach in the public sector projects in Bangladesh?

a) Strongly agree b) Agree c) Not sure d) Disagree e) Strongly disagree

31. Do you think, inadequate technical capability is one of the obstacles in the process of adopting RBM approach in the public sector projects in Bangladesh?

a) Strongly agree b) Agree c) Not sure d) Disagree e) Strongly disagree

32. Do you think, inadequate infrastructural facility is one of the obstacles in the process of adopting RBM approach in the public sector projects in Bangladesh?

a) Strongly agree b) Agree c) Not sure d) Disagree e) Strongly disagree

33. Do you think, inadequate training facility is one of the obstacles in the process of adopting RBM approach in the public sector projects in Bangladesh?

a) Strongly agree b) Agree c) Not sure d) Disagree e) Strongly disagree

34. Do you think, absence of a strong civil service system is one of the obstacles in the process of adopting RBM approach in the public sector projects in Bangladesh?

a) Strongly agree b) Agree c) Not sure d) Disagree e) Strongly disagree

35. Do you think, absence of free flow of information regarding project management is one of the obstacles in the process of adopting RBM approach in the public sector projects in Bangladesh?

a) Strongly agree b) Agree c) Not sure d) Disagree e) Strongly disagree

36. Do you think, absence of reward and incentives for outstanding performance is one of the obstacles in the process of adopting RBM approach in the public sector projects in Bangladesh?

a) Strongly agree b) Agree c) Not sure d) Disagree e) Strongly disagree

37. Do you think, existing practices of appointing key project personnel is one of the obstacles in the process of adopting RBM approach in the public sector projects in Bangladesh?

a) Strongly agree b) Agree c) Not sure d) Disagree e) Strongly disagree

38. Do you think, existing bureaucratic decision-making process is one of the obstacles in the process of adopting RBM approach in the public sector projects in Bangladesh?

a) Strongly agree b) Agree c) Not sure d) Disagree e) Strongly disagree

39. Do you think, reluctance of officials to cope with new system is one of the obstacles in the process of adopting RBM approach in the public sector projects in Bangladesh?

a) Strongly agree b) Agree c) Not sure d) Disagree e) Strongly disagree

40. The GoB has established Central Procurement Technical Unit (CPTU) in IMED through PPRP project. Do you think, establishment of CPTU to reforms procurement issues is indicate a bright prospect to adopt RBM approach in the public sector projects in Bangladesh?

a) Strongly agree b) Agree c) Not sure d) Disagree e) Strongly disagree

41. A Strategic Plan (SP) for IMED (two selected EAs are included in SP) has been developed for the period of five years from July 2008 to June 2013 under the RBME Project to undertake a strategic shift from progress monitoring to results based monitoring and evaluation. Do you think, it indicates the positive tendency towards adopting RBM approach in the public sector projects in Bangladesh?

a) Strongly agree b) Agree c) Not sure d) Disagree e) Strongly disagree

42. A design has been formulated for follow up project to RBME entitled RBME-2 to fulfill the requirement of future needs. Do you think, it indicates the positive tendency towards adopting RBM approach in the public sector projects in Bangladesh?

a) Strongly agree b) Agree c) Not sure d) Disagree e) Strongly disagree

43. Do you think, the role of GoB to undertake required initiatives is adequate to improve the readiness situation of Bangladesh to adopt RBM approach in the public sector projects in Bangladesh?

a) Strongly agree b) Agree c) Not sure d) Disagree e) Strongly disagree

44. Do you think, the role of Development Organization to provide TA is adequate to improve the readiness situation of Bangladesh to adopt RBM approach in the public sector projects in Bangladesh?

a) Strongly agree b) Agree c) Not sure d) Disagree e) Strongly disagree

C. Questions on respondents overall opinion to adopt RBM Approach in the public sector projects.

45. Please express your personal opinion on the policy of adopting RBM approach in the implementation of public sector projects in Bangladesh.

46. Please express your personal views on the obstacles in the process of adopting RBM approach in the implementation of public sector projects in Bangladesh.

47. Please express your personal views on the overall readiness situation of Bangladesh that is required for adopting RBM approach in the public sector projects.

Signature of the interviewer