

**A STUDY ON IMPLEMENTATION MONITORING AND EVALUATION DIVISION (IMED)  
IN BANGLADESH: AN ASSESSMENT OF INSTITUTIONAL ARRANGEMENTS  
AND ITS EFFECTIVENESS**

**By  
NASIM BANU**

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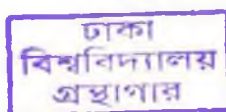
**DEPARTMENT OF PUBLIC ADMINISTRATION  
UNIVERSITY OF DHAKA, BANGLADESH  
OCTOBER 2010**

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IN BANGLADESH: AN ASSESSMENT OF INSTITUTIONAL ARRANGEMENTS  
AND ITS EFFECTIVENESS**

**A THESIS SUBMITTED TO THE UNIVERSITY OF DHAKA, BANGLADESH  
FOR THE DEGREE OF DOCTOR OF PHILOSOPHY**

**By  
NASIM BANU**

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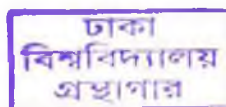
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IN BANGLADESH: AN ASSESSMENT OF INSTITUTIONAL ARRANGEMENTS  
AND ITS EFFECTIVENESS**

**By  
NASIM BANU**

**UNDER SUPERVISION  
OF  
DR. LUTFUL HOQ CHOUDHURY  
PROFESSOR  
DEPARTMENT OF PUBLIC ADMINISTRATION  
UNIVERSITY OF DHAKA, BANGLADESH.**

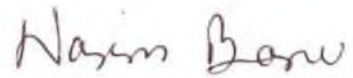
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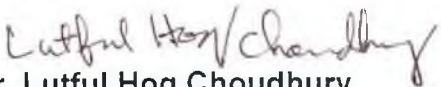
## Declaration

The material embodied in this Thesis is original and has not been submitted in part or full for any other Diploma or Degree of any university.



Nasim Banu

02, October 2010



Dr. Lutful Hoq Choudhury  
Professor  
Department of Public Administration  
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Supervisor

**A STUDY ON IMPLEMENTATION MONITORING AND EVALUATION DIVISION (IMED)  
IN BANGLADESH: AN ASSESSMENT OF INSTITUTIONAL ARRANGEMENTS  
AND IT'S EFFECTIVENESS.**

**ABSTRACT**

Monitoring and Evaluation is relatively a new phenomenon to the development field, has its significant involvement in the development efforts in the public sector. Development depends on its policy and effective implementation. The government of Bangladesh has its institutional arrangement to formulate development plans and to monitor and evaluate the development projects under implementation. The efficiency of this project implementation for achieving targets depends on the institutional framework, nature of policies and projects, organizational and project management system. This study dealt with the issues of policy formulation and the implementation of development projects relating to monitoring and evaluation aspects from the experiences of central monitoring agency i.e. IMED of Bangladesh. With a aim to strengthening, development and institutionalization of modern monitoring and evaluation system for the development effects of the country, in the study it has been described development planning in historical perspective focusing on monitoring and evaluation; reviewed the structure, role, function and staffing pattern of IMED; assessed the techniques, tools and method used by IMED for monitoring and evaluating purpose; analyzed the relationship of IMED with line ministries i.e. projects implementing agency; and identified institutional and organizational problems of IMED and suggest necessary modification and changes for strengthening IMED. To oversee the monitoring and evaluation aspects some selected development projects were chosen from Ministry of Woman and Children Affairs, Ministry of Health and Family Welfare and Ministry of Local Government, Rural Development and Co-operatives. However, the total study has been finalized on the basis of information and data collected from secondary sources i.e. printing materials, paying visit to the various projects and conducting un-structured interview with concerned officials/persons.

The study was concerned with theoretical description and practical analysis of 'development', 'development 'planning', 'plans' and implementation, monitoring and evaluation. Development is the total sum of all political, economic, spiritual and cultural

achievements of a nation. This concept of development is materialized through development planning which is a common practice in the developing countries. Various plans are prepared, adopted and implemented with a view to achieve the specific objectives. But all the plans cannot achieve the goals and thus targets are not realized because of weakness of the plan and improper implementation, which needs to be monitored and evaluated. There are many types of plan as their nature, duration, vision and mission and also past history of experiences of adopted plans in different countries in different situations. Plans consist of programs and projects. Success of any program / project depends on its proper implementation, monitoring and evaluation. Monitoring is an essential management tool that helps to improve the efficiency of the project under implementation and design of future projects. It is concerned with routine periodic measurement of project inputs and outputs. But evaluation is concerned with relevancy, efficiency, effectiveness and impact activities of the project. However, monitoring and evaluation helps to improve the planning, implementation, operation and review of projects in the project cycle. A project cycle consists of identification, preparation, appraisal, implementation and completion. The successful implementation of a project is judged by its systematic progress. So progress needs to be monitored at all levels to provide feedback on areas of success as well as deviation where improvement may be required. Setting indicators to measure progress of the projects inputs, activities, outputs, outcomes and goals is important in providing feedback to the management which helps to measure the planned results. By measuring performance indicators decision makers can find out whether projects, progress and policies are on track, off track or doing better than expected against target set for performance which provides an opportunity to make adjustments, correct course of action and gain valuable institutional and project, program or policy experience and knowledge.

A central organization is required for monitoring and evaluation of the development programs / projects and such an organization exists almost in all developing countries. In Bangladesh IMED is that organization. This organization was established in 1975 for the purpose of monitoring the logical progress of development projects and helping the policy makers providing with necessary information to take correct decisions. Since establishment IMED is gradually developed to ensure timely and quality implementation of projects, giving dictation of any deviation from the planned path, suggesting remedies and highlighting

problems with indication of probable solutions. IMED is a division of Ministry Planning, which formulates policies and acts for monitoring the development projects undertaken by Government of Bangladesh. The setup of Government of Bangladesh is organized hierarchically with the Secretariat, which consists of Ministry/Division. It is in the Secretariat that administrative, developmental and implementation policies are formulate. All the ministries / division and public corporations attached departments, subordinates offices, autonomous bodies and field offices under them are all depend on the Secretariat. According to the Rules of Business of Government of Bangladesh, Secretariat is responsible for formulating policies, plans and monitor, evaluate their execution. The developmental activities are monitored by the implementing agency by itself as an internal monitor but IMED of Ministry of Planning monitors and evaluates all the development activities carryout by the Secretariat as an external monitoring authority. Planning Commission, NEC, ECNEC are the independent bodies and Ministry of Planning deal with preparation and implementation of development plans/programs / projects. IMED is the central monitoring and evaluation unit for development project activity and is frequently used by Planning Commission, NEC and ECNEC to review and report on the position of implemented and implementing projects undertaken by Government of Bangladesh. IMED, is the central and apex organization of the Government of Bangladesh for monitoring and evaluation of the public sector development projects included in the Annual Development Program (ADP). IMED also deals with the matters relating to Central Procurement Technical Unit (CPTU) and The Public Procurement Regulations.

IMED has some techniques, tools and methods to monitor and evaluate the projects undertaken for achieving development goals and realizing the targets. Pre-project appraisal, identification of problems, periodic reporting and field inspection, attending review meetings, ongoing evaluation, end evaluation and impact evaluation are the techniques, tools and methods that IMED uses. These techniques, tools and methods are developed and modified by IMED from time to time on the basis of experience and requirement for proper implementation of the projects to ensure goal and target achievement in line with Project Proforma. IMED monitors and evaluates the development projects in the public sector using its developed techniques, tools and methods. In the implementation stage of the project the implementing agencies have their planning and implementation strategy for monitoring the projects and for directing problem solving

efforts. However, the techniques, tools and methods using by IMED as an integrated approach has been examined. The ministries and their subordinate office responsible for implementation of the projects included in ADP are monitored by IMED as an external agency in every case, but not evaluated in all cases. Mostly evaluation is done by a third party expert professional agency. It is found in the study that the application of IMED's developed techniques, tools and methods in monitoring and evaluation are useful, appropriate and effective. But IMED is not very regular in project wise field level monitoring and evaluation. However they regularly attend the review meetings held in line ministries and submit reports along with recommendation to Planning Commission, NEC and ECNEC for corrective actions as well as future planning.

IMED is linked with the development planning process of the country. So for appropriate planning and implementation of the projects in right direction according to the target fixed up IMEDs efforts should be more effective and need to be strengthening its institutional arrangement. Like other governmental organization, IMED has to abide by the rules and regulations of Government of Bangladesh, which necessarily not always suitable for playing very vital role in monitoring the projects. IMED has some weakness and problems in its staffing, training, organizational arrangements and functional aspects. With the existing manpower, IMED only can cover 20% of the projects under ADP for monitoring and evaluation purpose. So manpower needs to be increased substantially and they should be given proper training to increase the capacity and efficiency of IMED. However, for the sustainability of efforts both in the project level monitoring and planning process, IMED must have to be self-reliant in respect of organization structure, techniques, tools and methods, procedure, documentation and human resources. Only strengthen IMED can ensure the sustainability of proper implementation of projects and development process in public sector.



## **Acknowledgement**

The research work is mostly the outcome of the constant inspiration of my teacher and philosophical guide Professor Dr. Lutful Hoq Choudhury, Department of Public Administration, University of Dhaka. Dr. Choudhury my supervisor made me understand the conceptual and analytical issues of the study in his scholarly manner. With his profound knowledge and vast experience he did not only guide me to lead to the end of this study but also give me valuable guidance and advice for my family life and future career development in professional life. Finally his kind attention and regular monitoring enable me to conclude this study. With all my shortcomings and limitations I owe debt of deepest gratitude and sincere thanks to him.

I am grateful to my teachers, Department of Public Administration, University of Dhaka who gave me moral and intellectual support to complete the work. I will remain thankful to them for their holistic support and cooperation in building my career. I am also thankful to my colleagues of Islamic University who helped me a lot in different stages of the study by providing their active support in the form of suggestions and criticism from the academic standpoint.

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To build up the theoretical structure and critical aspects of the study I was really depended on the libraries of University of Dhaka, World Bank, Planning Development Academy,

CIDRAP and PLAGE for reading materials. I am indebted to the concern people of those libraries for their help and cooperation. Besides them special thanks are also deserved Mr. Selim, Office Superintendent of Bangladesh Ordnance Factories who directly insert the manuscript of thesis with great patience and sincerity and showed no annoyance in making innumerable changes in the manuscripts.

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I am always blessed with best wishes of my parents. They paved the way for me towards achieving goals in life who always dream to see me to complete the study successfully. I am ever grateful and thankful to them. Immense thanks are also due to my husband, the all sources of my inspiration and motivation in academic as well as personal life who helped me in many ways to complete the study. Thanks to my only daughter who sacrificed her right to share innocent affection, love and attachment with me and provided emotional support in completing this study.

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Nasim Banu

October 2010.

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## Acronyms

ACR	Annual Confidential Report
ADB	Asian Development Bank
ADP	Annual Development Program
AIDS	Acquired Immune Deficiency Syndrome
APEC	Asia Pacific Economic Co-operation
ASEAN	Association of South-East Asian Nations
BARD	Bangladesh Academy for Rural Development
BBS	Bangladesh Bureau of Statistics
BIDS	Bangladesh Institute of Development Studies
BINP	Bangladesh Integrated Nutrition Program
BME	Benefit Monitoring Evaluation
BPATC	Bangladesh Public Administration Training Center
BRDB	Bangladesh Rural Development Board
CBNC	Community Based Nutrition Component
CIDA	Canadian International Development Agency
CIRDAP	Centre on Integrated Rural Development for Asia and the Pacific
CNC	Community Nutrition Center
CNO	Community Nutrition Organization
CNP	Community Nutrition Promoters
CPTU	Central Procurement Technical Unit
CREAM	Clear, Relevant, Economic, Adequate, And Monitor-able
DG	Director General
DPEC	Development Project Evaluation Committee
DSPEC	Development Special Project Evaluation Committee
DWA	Directorate of Women Affairs
ECNEC	Executive Committee of National Economic Council
EEC	European Economic Commission
ERD	Economic Relations Division
ESCAP	Economic and Social Commission for Asia and the Pacific
FD	Finance Division

## **Acronyms**

ACR	Annual Confidential Report
ADB	Asian Development Bank
ADP	Annual Development Program
AIDS	Acquired Immune Deficiency Syndrome
APEC	Asia Pacific Economic Co-operation
ASEAN	Association of South-East Asian Nations
BARD	Bangladesh Academy for Rural Development
BBS	Bangladesh Bureau of Statistics
BIDS	Bangladesh Institute of Development Studies
BINP	Bangladesh Integrated Nutrition Program
BME	Benefit Monitoring Evaluation
BPATC	Bangladesh Public Administration Training Center
BRDB	Bangladesh Rural Development Board
CBNC	Community Based Nutrition Component
CIDA	Canadian International Development Agency
CIRDAP	Centre on Integrated Rural Development for Asia and the Pacific
CNC	Community Nutrition Center
CNO	Community Nutrition Organization
CNP	Community Nutrition Promoters
CPTU	Central Procurement Technical Unit
CREAM	Clear, Relevant, Economic, Adequate, And Monitor-able
DG	Director General
DPEC	Development Project Evaluation Committee
DSPEC	Development Special Project Evaluation Committee
DWA	Directorate of Women Affairs
ECNEC	Executive Committee of National Economic Council
EEC	European Economic Commission
ERD	Economic Relations Division
ESCAP	Economic and Social Commission for Asia and the Pacific
FD	Finance Division

## Acronyms

FY	Financial Year
GDP	Gross Domestic Product
GED	General Economics Division
GMP	Growth Monitoring and Promotion
GoB	Government of Bangladesh
IE	Impact Evaluation
IEC	Information Education and Communication
IMED	Implementation Monitoring and Evaluation Division
IMF	International Monetary Fund
IMR	Infant Mortality Rate
IOM	Input-Output Monitoring
IRD	Internal Resources Division
LAN	Local Area Network
LGRD	Local Government, Rural Development
LW	Lactating Women
MHFW	Ministry of Health and Family Welfare
MIS	Management Information System
MMR	Maternal Mortality Rate
MOH	Ministry of Health
MOHFW	Ministry of Health and Family Welfare
MWCA	Ministry of Women and Child Affairs
NEC	National Economic Council
NGO	Non-Governmental Organizations,
NNP	National Nutrition Program
PC	Personal Computer
PCPs	Project Concept Papers
PCR	Project Completion Report
PD	Project Director
PDEU	The Population Development and Evaluation Unit
PERT	Program Evaluation Reporting Techniques
PIB	Project Implementation Bureau

## **Acronyms**

PLAGE	Policy Leadership and Advocacy for Gender Equality
PP	Project Proforma
PPP	Preliminary Project Proforma
PRSP	Poverty Reduction Strategy Paper
PTR	Project Terminal Report
PW	Pregnant Women
RADP	Revised Annual Development Program
RBME	Results - Based Monitoring and Evaluation
SAARC	South Asian Association for Regional Cooperation
SIFAD	Strengthening Institutions for Food Assisted Development
SM	Sustainability Monitoring
SPEC	Special Project Evaluation Committee
SPPP	Strengthening Project Portfolio Performance
TA	Technical Assistance
TAPP	Technical Assistance Project Proforma
TNO	Thana Nirbahi Officer
UN	United Nations
UNDP	United Nations Development Program
UNFPA	United Nations Fund for Population Activities
UNICEF	United Nations International Children's Emergency Fund
UP	Upazila Parishad
USAID	United States Agency for International Development
USSR	Union of Soviet Socialist Republic
VGD	Vulnerable Group Development
WB	World Bank
WTC	Women Training Centers
WTO	World Trade Organization

## INTRODUCTORY NOTES

1. **Concept of the Study.** The success of any plan depends on its supportive policy environment and effective implementation. The experience of development planning indicates that attainment of the objectives largely depends on the efficiency of its implementation. Question may arise what is development planning? It is not possible to compose a definition of development planning, which satisfies every body and every need because development planning takes many forms. It is not the same for all countries nor is it same for one country at different times. Development planning is determined by the combined effect of a country's social, economic and political structure. The nature of a country's development planning is influenced by elements like the availability of natural resources, skilled manpower and the levels of technical, administrative and managerial competence. However, development planning seeks to change the prevailing economic and social institutional framework in the process of securing and acceleration the rate of economic and social progress. In short the goal of development planning is change plus growth. Otherwise it can be defined that a country is considered to be engaged in development planning if its government deliberate and make continuing attempt to accelerate the rate of economic and social progress to alter institutional arrangements, which are considered to block the attainment of this goal. The attempt has to be conscious one made by a government. It has to be made often enough to give substance to the government's claim of belief that it is concerting policies and taking action designed to bring about economic and social progress and institutional changes. So development planning compasses not only economic but also socio-political and administrative factors/ aspects.

1.1. **Development Planning in Bangladesh.** Bangladesh embarked upon planning for social and economic development after independence on the basic assumption of a mixed economy. There are two principal aspects of development planning in mixed economics:

- (i) The governments deliberate utilization of domestic saving and foreign finance to carry out public investment projects and to mobilize and channel scarce resources into areas that can be expected to make the greatest contribution towards the realization of long term economic progress; and

(ii) Governmental policy to facilitate stimulate, direct and in some cases even control private economic activity in order to ensure a harmonious relationship between the desires of private businessmen and the economic plans of the central government. Bangladesh is a less fortunate developing country.

Here resources are quite scarce and the country is heavily dependent upon external resources. Poverty, malnutrition, unemployment and illiteracy are deep-rooted. Since independence attempts were made through a series of development plans to solve these problems. The completed development plans are as follows:

- a. **The First Five Year Plan (1973-78)**. This plan was launched just after liberation with the main objectives of constructing the war-torn economy; reducing poverty; achieving social justice; creation of employment opportunities; and reducing population growth. Reducing the dependence of foreign assistance was also one of the aims of this plan.
  
- b. **The Two Year Plan (1978-90)**. By the end of First Five Year Plan a Second Five Year Plan was not undertaken because of the existence of large number of unfinished projects. Therefore a Two Year Plan was formulated to complete the on-going projects as possible within the available resources. The main objectives were attaining self-reliance through mobilization of domestic resources for financing development program moving towards self-sufficiency in food grains; reducing population growth; improving provision of basic needs; and arresting further deterioration in employment situation.
  
- c. **The Second Five Year Plan (1980-85)**. The plan was launched in July 1980. Main objectives of the plan were ensuring noticeable improvement in standard of living of people; reaching self-sufficiency in food; expansion of gainful employment opportunities; elimination of illiteracy and achieve universal primary education for comprehensive human resource development; reducing the rate of population growth; promoting people's participation in development activities; and attainment of higher degree of self-reliance through mobilization of domestic resources.

d. **The Third Five year Plan (1985-90)**. The major objectives were expansion of productive employment; reduction of population growth; universal primary education and human resource development; development of technological base for bringing about a long term structural change; self-sufficiency in food; satisfaction of minimum basic needs of people; acceleration of economic growth; and promotion of self reliance.

e. **The Forth Five-Year Plan (1990-95)**. This plan had three major objectives that were accelerating economic growth; poverty alleviation and employment generation through human resource development; and increasing self-reliance.

The Annual Development Plan is an integral part of the planning process. It is an instrument for the implementation of the Five Year Plan through detailed formulation of projects, programs and policies from year to year. The Five Year Plan attempts to indicate broadly how the key variables delineated in it are likely to evolve over time. This is a very tentative exercise and is intended to illustrate in a quantitative terms how the efforts needed to carry out the plan will have to be built up, if targets and objectives are to be fulfilled. In Bangladesh major developmental investment takes place in the public sector, large portion of investment comes through Annual Development Program (ADP). The government however, executes its administrative responsibilities through the creation of institution with specified tasks. Implementation Monitoring and Evaluation Division (IMED) of Ministry of Planning of Government of Bangladesh is one of such institution which monitors and evaluates the implementation of development activities under ADP.

1.2. **Monitoring and Evaluation**. Monitoring is the process of ensuring that performance takes place in conformity with the plan. It is an internal project activity designed to constant feedback on the progress of a project. It implies that operations are programmed so that performance can be assessed against what is planned; means and standards are fixed against which performance can be measured. This requires setting up indicators of completion of each activity; and suitable reporting systems are designed for appraisal. Evaluation is an analytical process for systematically and objectively perceiving the relevance, efficiency, effectiveness and import of activities in the light of their objectives. It is useful to differentiate between project evaluation from implementation and

monitoring and at the same time not their inter dependence. The evaluation in principle is not concerned with the day-to-day operations and activities of the program or project. An evaluation is expected to examine the relevance of and need for the project; question the design and the underlying assumptions; assess induced change and progress towards planned target, identify unplanned changes; attempt to identify causal factors and assess their effects; and feed his findings into the designers and implementing agencies for improvement. It is useful to define project/program results as the anticipated and intended as well as un-anticipated and unintended observable changes issuing from the program/project in the concerned target group or area. The project results are to be classified as outputs, effects and impact.

- a. **Output.** The product, capital goods and services that result from a development intervention may also include changes resulting from the intervention which are relevant to the achievement of outcomes. Output covers activities and services provided.
- b. **Effects.** Intended or unintended change due directly or indirectly to an intervention. These are direct consequences of the program/project.
- c. **Impact.** It may be positive and negative, primary and secondary, long-term effects produced by a development intervention, directly or indirectly, intended or unintended. These are changes in the standard of living of the target group within the target area on account of the program/project. These take place in the individual or family levels and the community level.

1.3. However, the steps involved in setting up the monitoring and evaluation system are preparing of a logical framework, setting up indicators of performance, measuring changes and a reporting system.

- a. **Preparing of a logical framework.** Before a project is monitored and evaluated it is necessary to know what the project is intended to do and how it is expected to operate. Preparation of a logical framework of the project design requires undertaking three main tasks: definition of project objectives in measurable



terms, explication of the premises underlying the program plan of operations, and selection of indicators of project inputs, activities and outputs.

b. **Setting up indicators of performance.** Indicators setting are a common feature of all programs and projects. Target is defined as an indicator of achievement with a schedule. Indicators setting therefore assume importance as a tool in improving planning and performance. Monitoring and Evaluation may then be geared to measuring achievement against the target.

c. **Measuring changes.** Measuring progress in achieving stated objectives is the changes deriving from the project in its environment.

d. **Reporting system.** The ultimate objective of monitoring and evaluation is to communicate relevant findings to the decision makers.

1.4. **Monitoring and Evaluation System in Bangladesh.** After approval, a project starts its implementation phase. A project is included in the Annual Development Program (ADP), once it is approved. Project is prepared on an annual basis by Planning Commission in consultation with the line Ministries/Divisions and Agencies. With the financial backing from ADP project becomes ready for implementation. All projects are implemented by the executive agencies under the supervision of the concerned Ministries/Divisions. Appropriate administrative set-ups as required by the nature of the different projects are instituted for the implementation of projects. Regular reviewing of progress of projects is undertaken at different levels to ensure that projects are implemented smoothly and the bottlenecks that may arise in the implementation of a project may be solved. This reviewing function is known as monitoring of projects. At the most immediate level monitoring is done by the higher tier of the project implementation authorities. Higher levels monitoring at the national level is also regularly done to keep a strict watch over the state of affairs in the implementation of a particular plan. Implementation Monitoring and Evaluation Division (IMED) under Ministry of Planning is the higher level monitoring organization. Evaluation of development projects is primarily the responsibility of the respective executing agencies. As per Rules of Business of the Government, IMED is also responsible for undertaking ex-post evaluation of projects.

Evaluation has two facts i.e. project evaluation and plan evaluation. Planning Commission evaluates the performance of the plans. IMED the central agency of Government of the People's Republic of Bangladesh for monitoring and evaluation of the implementation of development projects included in the ADP was created in January 1975. It is the eyes and ears of the NEC, ECNEC, Planning Commission, the line ministries and development partners. However the major functions of IMED are monitoring and evaluation of development projects included in the ADP; collection and compilation of projects wise data for preparing quarterly, annual and periodical progress reports for information of the Prime Minister, NEC, ECNEC, Ministries/Divisions and concerned others; rendering such advisory or consultancy services to Ministries/Agencies concerned on implementation of projects as and when necessary; field inspection of projects for on-the-spot verification of implementation status and such other co-ordination works as may be necessary for removal of implementation problems if any, with the assistance of related Ministries / Agencies; submission of project inspection reports to the Prime Minister and Ministers concerned when attention at such levels is considered necessary and cost rationalization of development projects.

2. **The Assumption of the Study.** Monitoring and Evaluation is an integral part of development planning. Monitoring and Evaluation activities are cyclical which provide the means for development planners and decision makers to do the early corrective action in the case of shortfalls or deviations during implementation of projects; ascertain systematically and objectively the relevance, efficiency and effectiveness of development activities; and understand lessons for future development planning. But in Bangladesh this important and vital aspect has not been integrated in the planning process. Without integration of monitoring and evaluation activities in development planning the desired results from development programs and projects cannot be achieved. Moreover in absence of monitoring and evaluation development planning is surely being faced with some obvious problems. So to remove all these problems and for the improvement of development planning monitoring and evaluation system should be developed. Monitoring and Evaluation are essential management tools, which help to improve the efficiency of on-going projects and the selection and design of future projects. Projects are the kingpins of development planning.

3. **The Objectives of the Study**. The principal purpose of this study is to examine, analyze and assess the functioning of Implementation, Monitoring and Evaluation Division (IMED) in development projects undertaken by the Government of the People's Republic of Bangladesh through the study of some selective ministries. Strengthening government's development efforts through institutionalization of modern monitoring and evaluation system is also the aim of this study. However, the specific objectives of the study are:

- a. To describe and analyze development planning in historical perspective with particular reference to monitoring and evaluation aspects.
- b. To review and assess the present structure, role, functions and personnel system of IMED.
- c. To describe and analyze the techniques, tools and methods used by IMED in its monitoring and evaluating the development projects.
- d. To describe and analyze the functional relationships and linkages of IMED with line ministries and problems thereof.
- e. To discuss and analyze institutional and organizational problems of IMED and to suggest necessary modifications and changes for strengthening IMED to make it more effective and efficient instrument for development planning in Bangladesh.

4. **Methodology of the Study**. Several techniques and methods have been used to obtain information for this study purpose. These are:

- a. The survey of general literature on development planning and development management. This has been supplemented by review of relevant official documents, reports, rules, regulations, circular, administrative orders, instructions, statements, files etc. of the government. Particular attention has been emphasized to unpublished official documents and consultant's reports. Beside published, unpublished monographs and reports on monitoring and evaluation system and

IMED has also been consulted. Relevant journals, periodicals, proceedings of ECNEC, as well as ADP and reports of the long term and medium term plan i.e. Five Year Plan, Two Year Holiday Plan, Perspective Plan, Three Year Rolling Plan and their progress reports have been examined. Relevant official records of the concerned ministry/divisions /agencies, annual project schedule, annual budget for development projects, including grants and expenditure, various files and documents relating to projects approval, implementation, monitoring and evaluation of the concerned ministries have also been consulted.

b. A combination of historical analysis, field survey and case studies are the key element in the methodology of this study. Data available in the relevant files and records of the selected ministries/divisions are considered of valuable help. The information so generated was useful in identifying operational, institutional and organizational problems.

c. The Unstructured Interview techniques have been used for collecting the information and to observe and enquire into development planning, policy, programs and activities that were being carried out with emphasis on monitoring and evaluation aspect in the selected sectors.

d. The case study method has been used in the selected ministries to study the specific project.

4.1. The business of the government is distributed among the ministries/divisions. So the development projects undertaken by the government are executed through the relevant/concerned ministries/divisions. IMED is the central monitoring and evaluation agency of the government that monitors and evaluates the development projects of the ministries and divisions. To assess and evaluate the role of IMED, its performance and to find out the relationship between monitoring agency and executive agency three ministries, namely, Ministry of Women and Children Affairs, Ministry of Health and Family Welfare and Ministry of Local Government, Rural Development and Cooperatives have been chosen for the study. Selection of ministries is based in view of their vital role and

strategic importance in the overall national development. However, the specific reasons for selecting the areas are:

a. **Women's Affairs.** Women constitute roughly one and half of the total population of the country. The problems affecting women's economic and social status in the country are vast and complex. Government has undertaken so many projects to improve the conditions of the women, to provide training for skill development for employment opportunities, empowerment, infrastructure facilities and enlistment of their moral and awareness.

b. **Family Welfare.** The problem of high rate of population growth is recognized as the most important national problem and consequently a large emphasis has been laid on its control. Government has given very much emphasis on decline in fertility and infant mortality. So the financial allocation through the ADP mechanism along with expenditure and utilization and goal achievement in this sector has been considered for the study.

c. **Rural Development.** The economy of Bangladesh is essentially rural based. The character of the rural economy is under developed. To improve the situation and to create a viable rural economy, the Five Year Plan aimed at reduction of unemployment, building and maintaining the physical and socioeconomic infrastructure and development of local institutions for organization of rural people and development of leadership and skill. In order to achieve the postulated plan objectives, multi-sector oriented development program, production and employment oriented projects, rural development projects; creation of physical infrastructure to facilitate production etc. has been implemented. Program/Project wise execution of these activities and their impact on the fulfillment of plan objectives has been examined and explained.

5. **Significance and Usefulness of the Study.** This study intends to covers the role, function, performance and efficiency of IMED focusing its monitoring and evaluation activities in a comprehensive way. Monitoring and Evaluation is relatively a recent concept to the development planning and development management. There is a growing

understanding both among the donors and developing countries of the importance of monitoring and evaluation system as a tool for effective, objectives-oriented management of development projects.

This study will be useful for the government as well as the development partners for designing policy formulation and implementation to strengthen monitoring and evaluation system in the country. Development and institutionalization of modern monitoring and evaluation system is a sine-qua-non for putting the development efforts on a more sound footing. Although the study confined on IMED, the central agency for monitoring and evaluation the development projects, it may provide useful insights and guidance for academicians, scholars, researchers, policy-makers and officials concerned with planning, implementation, monitoring and evaluation of development projects in public sector.

6. **Literature Review.** Compared with importance of IMED and its involvement in development projects, specific studies on IMED were not found. Most works were found mainly on development planning and monitoring and evaluation in general. However the related literatures reviewed for the study purposes are:

6.1. **Development Planning Lessons of Experience.** This book<sup>1</sup> is a comparative study of development planning. It attempts to identify when, how and why planning has been successful or unsuccessful and to draw relevant lessons of experience there from. The basic raw material of this book was obtained from a core group of some 55 countries in Africa, Asia, Europe and the Americas, including countries with advanced and less advanced, as well as socialized and mixed economics. Besides the introductory section, the study comprises 16 chapters divided into two parts. Part -I includes a description and analysis of the planning process as revealed in the experience of the countries. Part -I lays the substantive foundation for Part-II, which contains an extensive discussion of the experience of countries in setting up organizations and administrative procedures for preparing and implementing development projects, sectoral programs, and regional and national development plans. A list of some 370 references cited in the text constitutes an

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<sup>1</sup> Albert Waterston, Development Planning, Lessons of Experience, The Johns Hopkins University Press Baltimore and London, 1979.

extensive bibliography on development planning. The organization of the book has been arranged to facilitate its use as a reference work or textbook on development planning in the third world.

6.2. **Development Planning and Structural Inequalities**. This significant study<sup>2</sup> concentrates on the neglected but crucial goal of planning - namely, the transformation of society - and examines the impact of economic development on the social structure. The author Prof. D'Souza challenges the assumption implicit in Indian planning that economic growth, in the framework of modernization, can result in a democratic transformation of society. He contends that the social structure has a reality of its own and, unless manipulated directly, has the capacity to channel economic changes according to existing patterns. In support of his premise, the author analyses in detail the growth and development of Scheduled Castes and Scheduled Tribes, two of the most underprivileged sections of Indian society, over a twenty-year period. Prof. D'Sonza considers the major indicators of modernization - literacy, urbanization and non-agricultural occupations. He presents his analysis at two levels: first, by treating the country as a whole as the universe and the states as the units; and, second, by regarding the states as the universe and the districts as the units. The author concludes that the only way to bring about social transformation is by restructuring the planning process in a suitable manner.

6.3. **Project Planning, Implementation and Monitoring in Bangladesh**. This paper<sup>3</sup> seeks to analyze project planning and implementation. Project monitoring system and their linkage with project planning and implementation and a feedback mechanism.

6.4. **Monitoring the Development Activities at the Upazila Parishad**. A study was conducted to find out the monitoring of the development activities at Upazila level<sup>4</sup>. The monitoring system, in line with modern management concept, is theoretically at work to supervise, control and evaluate the on-going and implemented projects at Upazila level. The activities of the supervisory agencies (outside monitors) like IMED, Upazila cell,

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<sup>2</sup> D'Souza S. Vectors, Development Planning and Structural Inequalities: The Responses of the Underprivileged. Sage Publications, New Delhi/Newbury Park/London, 1990.

<sup>3</sup> A. F. M. Alamgir, "Development Planning and Structural Inequalities". Bangladesh Public Administration Training Centre, Savar, Dhaka, 1991.

<sup>4</sup> Nasim Banu, "Monitoring the Development Activities at the Upazila Parishad". Thesis for the degree of MURP, Department of Urban and Regional Planning, BUET, Dhaka, April 1991.

National Implementation Committee for Administrative Reform, Ministry of Local Government Monitoring Cell and Cabinet Division are also discussed.

6.5. **Comprehensive Population and Family Planning Activities in Integrated Rural Development**. This is a report<sup>5</sup> which is divided into five different sections. The first section gives the statement of the problems; objectives expected output and the component of the Population and Family Planning -Integrated Rural Development Project. This is followed by the objective of the field monitoring review and discussion and organization of the report. The second section presents the conceptual framework, field monitoring review and discussion. The third section presets the monitoring plan and checklist approach. The fourth section deals with the fieldwork, observation and discussion. Finally, the last section presents the summary, conclusion and suggestion of the field monitoring review.

6.6. **Strategies for Development in Planning Perspective of Bangladesh**. This is a study<sup>6</sup> which covers the development approaches and the background of the planning in Bangladesh. It also discusses the strategies for development in Bangladesh and analysis of the planning experience in brief. It observed that the government machinery should makes suggestion that the strategies of development as adopted are properly and efficiently implemented. Development is a continuous process. So, continuous efforts should be made to mitigate the sufferings of the people. There should be no misuse of resources. The spirit of devotion, good service and values should be upheld.

6.7. **Sustainability Monitoring in Government Projects**. This study<sup>7</sup> covers the concept of sustainability of monitoring and factors effecting sustainability. Also discusses the approaches to sustainability of monitoring and indicators to be used for analyzing sustainability of monitoring in Bangladesh.

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<sup>5</sup> CIRDAP, Comprehensive Population and Family Planning Activities in Integrated Rural Development; PFP-IRD, Dhaka, 1992.

<sup>6</sup> Md. Azizul Haque, "Strategies for Development in Planning Perspective of Bangladesh". Bangladesh Public Administration Training Centre, Savar, Dhaka, 1992.

<sup>7</sup> G. C. Subash. "Sustainability Monitoring in Government Projects, Concept and Issues". Bangladesh Public Administration Training Centre, Savar, Dhaka, March, 1992.



6.8. **Development Planning in Bangladesh.** This book<sup>8</sup> is an attempt to explain how the planning machinery came into action in Bangladesh; what problems it faced in terms of application of economic tools of planning and analysis; how it functioned in relation to the rest of the governmental machinery and decision making process. As the planning process unfolded and economic policy decisions were being taken, the tools of economic analysis and the rationale of policy prescriptions were tested against and confronted with social political, administrative and institutional realities. The book covers how in Bangladesh, planning as a political process evolved and how the plan - not just a technical economic but also a socio-political document - took form and functioned. It covers mainly the period between the beginning of 1972 when Bangladesh emerged as an independent state and the middle of 1975. References beyond this period are few and selective and are used to carry forward the analysis of only certain specific policies of the earlier period. There was a definite uniqueness about the nature and characteristics of this short initial period, as well as about the policy issues, which were debated. This was the chief justification for a critical review and analysis of economic planning and policies of this period.

6.9. **Development Administration in Bangladesh.** This book<sup>9</sup> makes a brief resume of the factors of development and development administration along with some theories and strategies and the practiced efforts with illustrations in Bangladesh. In doing so the author described the structure of the government, the manner of disposal of government business, principles of personnel administration, the financial as well as development planning and management procedures and recently adopted structural adjustment mechanism and the macro-economic achievement of Bangladesh.

6.10. **Monitoring and Evaluating Social Programs in Developing Countries.** This book<sup>10</sup> is a practical guide for the many groups who are concerned with performance and quality of social development programs. The book is intended for atleast four groups i.e. Planners, Project Managers, Monitoring and Evaluation Practitioners and Policymakers. They are the ones who decide how monitoring and evaluation should be organized and

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<sup>8</sup> Nurul Islam, Development Planning in Bangladesh, A Study in Political Economy, University Press Limited, Dhaka, 1993.

<sup>9</sup> Motahar Hossain, Development Administration in Bangladesh, Hasan Publishers, Dhaka, 1994.

<sup>10</sup> Valadez Joseph and Bamberger Michael, ed., Monitoring and Evaluating Social Programs in Developing Countries, A Handbook for Policymakers, Managers and Researchers, World Bank, Washington, D.C., 1994.

what kind of studies need to be conducted. Scope of the book divided into 5 parts. Part-I provides an overview of the utility of monitoring and evaluation to managers, planners, and policymakers concerned with project management, sectoral development, and national economic management. Part-II focuses on the design implementation and application of the six most commonly used kinds of monitoring and evaluation studies. Part - III includes an analysis that human behavior and attitudes can be understood only within a particular social context and through the meanings that people attach to particular situations and actions. And strongly recommend that a broad range of quantitative and qualitative methods be integrated into most evaluation designs. Part-IV discusses some of the management issues surrounding monitoring and evaluation, particularly the importance of defining program content and objectives and of identifying the principal stakeholders and their information needs. This chapter considers how the monitoring and evaluation program should be organized, where it should be located, and how it should be managed. This chapter also examines national monitoring and evaluation systems. Part-V deals with Teaching Monitoring and Evaluation - A guide for Training Institution. The elements of an integrated national monitoring and evaluation training program are presented next, with the different kinds of courses and seminars that should be organized for policymakers, managers, and evaluation practitioners. This chapter concludes with a discussion of some of the main teaching methods. Lastly it is a theoretical, text and reference book in the field of monitoring and evaluation.

6.11. **Monitoring and Evaluation Techniques of Rural Development Projects.** This is a report<sup>11</sup> on training course. The course was structured in the form of 3 models. Model-1 covered concept and techniques of evaluation, monitoring and evaluation indicators and monitoring techniques. Model-2 covered introduction to computer software package; practical exercise on the use of and application of Microsoft project and other software packages for project monitoring and practical sessions. Model-3 covered application of participatory monitoring and technique through field data collection; data analysis and presentation using computers and appropriate software.

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<sup>11</sup> CIRDAP, Monitoring and Evaluation Techniques of Rural Development Projects, The First Regional Training Course on Computer Based; CIRDAP Training Series 55, Dhaka, 1995.

6.12. **Performance Monitoring Indicators Handbook**. This handbook<sup>12</sup> which introduces and supplements the sector notes is divided into three sections. The first section explains why menus of indicators were developed; provides the background on the logical framework and typology of indicators; describes how indicators are developed and applied in project design, supervision, and evaluation; and discusses important issues related to the meaningful use of indicators. The second section describes the sector notes on indicators and their use and explains how to get copies. The third section provides examples of performance indicators developed for World Bank financed projects and shows how the indicators were developed on the basis of each project's development objectives.

6.13. **Monitoring and Evaluation of Village Level Cooperatives**. This book<sup>13</sup> summarizes the results of the country studies conducted by CIRDAP on village level cooperatives to identify the factors that contribute to their success or failure in effectively serving the needs and aspirations of the members, particularly the poor. The operational aspects of the monitoring and evaluation system were examined under a project which dealt with operational aspect of monitoring and evaluation mechanism for impact of cooperatives at member's level in four countries - Bangladesh, India, Indonesia and Thailand. The results of these projects were discussed and finalized in country level and regional workshops and seminars organized under the projects. The book provides a summary of the major outcomes of these initiatives.

6.14. **Evaluation Frame Work for Development Programs and Projects**. This book<sup>14</sup> deals with a broad readership; the primary target group is practitioners in development work. These include, of course, people who conduct evaluations, but in addition a range of planners, managers and administrators who ought to be familiar with concepts and tools of evaluation linking with planning and organization. The book should also be of interest to teaching institutions and students in development planning and management as well as in other fields of organization and social science.

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<sup>12</sup> M. Roberto and S. E. Leigh, Performance Monitoring Indicators Handbook, The World Bank Technical Paper No. 334; The World Bank, Washington, D.C., 1996.

<sup>13</sup> M. K. Mustafa and P. P. Durga, Monitoring and Evaluation of Village Level Cooperatives, Centre on Integrated Rural Development for Asia and the Pacific, Chameli House, Dhaka, 1997.

<sup>14</sup> Reidar Dale, Evaluation Frame Work for Development Programs and Projects, Saga Publication, New Delhi, 1998.

6.15. **The Fifth Five Year Plan 1997-2002.** The Fifth Five Year Plan (1997-2002)<sup>15</sup> divided into two chapters. Chapter-I included with detail description about an overview of past planned development, objectives and strategies, plan size sectoral allocation and projection, domestic resources, trade and external resources, private sector, participatory rural development and local government institutions, poverty alleviation, employment and human resources development, women in development and child development issues, environment and sustainable development, implementation and monitoring, resolution of conflicts. Chapter-II dealt with detail description about the sectors as: agriculture, water resources and rural development, industries, energy, oil, gas and natural resources, transport, communication, physical planning, water supply and housing, education, health population and family welfare, sports and culture, social welfare, women and children affairs and youth development, mass media, science and technology, labor and manpower, public administration.

6.16. **Planning Implementation and Monitoring of Development Projects in Bangladesh.** This is a seminar paper<sup>16</sup> which attempted to highlight the impediments in the process of planning, implementation and monitoring of development projects in Bangladesh and indication of some reforms required in a broad sense also highlighted in this paper.

6.17. **Monitoring and Evaluation System of Development Projects in Bangladesh.** This is a seminar paper<sup>17</sup> which has examined the effectiveness, transparency and accountability of the present arrangements of monitoring and evaluation system of development project under ADP in Bangladesh. This has also identified the weaknesses that limit the effectiveness, transparency and accountability of the present monitoring evaluation system and lastly suggested some recommendation for strengthening the monitoring and evaluation system in Bangladesh.

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<sup>15</sup> Planning Commission, Ministry of Planning, Government of Bangladesh, The Fifth Five Year Plan: 1997-2002, March, 1998.

<sup>16</sup> Mohammad Nuruddin, "Planning Implementation and Monitoring of Development Projects in Bangladesh: Some Suggestions and Reforms", Bangladesh Public Administration Training Centre (BPATC), Savar, Dhaka, November, 1999.

<sup>17</sup> Md. Giashuddin Ahmed, "Monitoring and Evaluation System of Development Projects in Bangladesh, A Diagnostic Study", Bangladesh Public Administration Training Centre, Savar, Dhaka, 1999.

6.18. **Logical Framework Approach to the Project Design, Monitoring and Evaluation**. This book<sup>18</sup> have been written and presented in seven chapter's vis logical framework; project presentation; project analysis; gender consideration in project design; an overview of project/program monitoring and evaluation; monitoring and evaluation plan; and effective presentation of evaluation results. The logical framework approach is a tool used for development project design, which sets foundation for monitoring and evaluation of project impacts. The book is intended for development project planners, designers, implementers, evaluators, consulting firms and individual consultants. The book will refresh those who have already developed some skill in design, implementation, monitoring and evaluation of development projects being undertaken by Government and Non-Government organizations and help those who want to start fresh.

6.19. **Learning from Monitoring and Evaluation**. This paper<sup>19</sup> defines four basic approaches of monitoring as the Bureaucratic Approach; the Technical Approach; the Academic Approach; the Pragmatic Approach and their emphasis, strength, weakness. The author has illustrated in his paper that (a) The Bureaucratic approach is based on formats and the emphasis is on compliance with these formats. It is clear what is to be done, but ultimately prove to be useless, a more accumulation of formats which are not usually used and from which nothing is learned actually. (b) The Technocratic approach is based on an expert team of foreign evaluators. Their work is generally done quickly without involving local experts. There is a feeling of disempowerment associated with works. The foreign team members learn, sometimes their founding institutions also learn but these evaluations hardly lead to learning in the host countries. (c) The Academic approach emphasis rigor, and its strength is the precision of its findings but the often the work is not completed in time and delayed results diminishes their usefulness. (d) Finally, the Pragmatic approach stresses the fit between demand and supply of information, uses suitable techniques that allow the involvement of local experts and existing data. It also emphasis the dissemination of findings and lessons learned rather than producing mere reports.

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<sup>18</sup> Mohammad Ismail, Logical Framework Approach to The Project Design, Monitoring & Evaluation, Handbook for ABC Consulting corporation Ltd., Dhaka, June, 1999.

<sup>19</sup> F. N. Osvaldo, Learning from Monitoring and Evaluation, The World Bank, New Delhi, June, 2000.

6.20. **Designing Monitoring and Evaluation**. This paper<sup>20</sup> covers monitoring and evaluation can help to strengthen project design and implementation and stimulate partnership with project stakeholders and improve project design.

6.21. **Monitoring and Evaluation**. This is a theoretical paper<sup>21</sup> covering the definition and difference between monitoring and evaluation.

6.22. **Mid Term Review of The Fifth Five-Year Plan 1997-2002**. This review<sup>22</sup> presented analysis both at macro and sectoral levels. Chapters I to V delved into macro economic issues such as plan outlay, resource allocation, financial management, trade and external balance, public administration and local government. Chapters VI to IX dealt with the sectoral aspects i.e. physical and financial performance, projects and programs implemented and constraints.

6.23. **Monitoring and Evaluation**. Generally uses some tools, methods and approaches are identified and discussed in this book<sup>23</sup>. An overview of a sample of monitoring and evaluation tools, methods and approaches outlined in this book including their purpose and use, advantages and disadvantages, cost, skills and time required. Performance indicators; the logical framework approaches; theory based evaluation; formal survey; rapid appraisal methods; participatory methods; public expenditure tracking surveys; impact evaluation; and cost benefit and cost-effectiveness analysis are some tools, methods and approaches for monitoring and evaluation are discussed. It is mentioned that this list is not comprehensive, nor it is intended to be. Some of these tools, methods and approaches are complementary, some are substitute.

6.24. **Handbook on Monitoring and Evaluating for Results**. This book<sup>24</sup> is intended to introduce simplified and flexible tools, methods and approaches to monitor progress

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<sup>20</sup>The World Bank, Designing Monitoring and Evaluation, Operation Evaluation Department, Lesson and Practice number 8.

<sup>21</sup> The World Bank, Making Headway, Monitoring and Evaluation, Operation Evaluation Department, Précis number 83.

<sup>22</sup> Planning Commission, Ministry of Planning, Government of Bangladesh, Mid Term Review of The Fifth Five-Year Plan 1997-2002, December, 2000.

<sup>23</sup> The World Bank, Monitoring & Evaluation: Some Tools, Methods & Approaches, Washington, D C., 2002.

<sup>24</sup> UNDP, Handbook on Monitoring and Evaluation for Result, UNDP Evaluation Office; June, 2002.

towards and provide practical guidance on monitoring and performance assessment. It is described in this book that the conceptual and operational framework for monitoring and evaluation in a result-based context. It introduces the elements of the new framework, defines the key concepts outcome monitoring and outcome evaluation and delineates their scope and purposes. It provides practical guidance on the planning, organization and conduct of monitoring and evaluation process focused on development results. It also provides approaches and methods that can be used to measure performance through monitoring and evaluation. It discusses performance measurement and the use of indicators in monitoring and evaluation. This book also addresses in monitoring and evaluation and the role of evaluative evidence for organizational learning and knowledge management.

6.25. **Ten Steps to a Results-Based Monitoring and Evaluation System**. The focus of the book<sup>25</sup> is on a comprehensive ten step model that will help guide through the process of designing and building a result based monitoring and evaluation system. These ten steps are: conducting a readiness assessment; agreeing on outcomes to monitor and evaluate; selecting key indicators to monitor outcomes; baseline data on indicators; planning for improvement-selecting results targets; monitoring for results; the role of evaluations; reporting findings; using findings; and sustaining the monitoring and evaluation system within the organization. It discusses that results-based monitoring and evaluation is a powerful public management tools that can be used to help policy makers and decision makers track progress and demonstrate the impact of a given project, program or policy. It also discusses that results-based monitoring and evaluation differs from traditional implementation-focused monitoring and evaluation in that it moves beyond and emphasis on inputs and outputs to a greater focus on outcomes and impacts. It addresses that results-based monitoring and evaluation can be used by governments and organizations to demonstrate accountability, transparency and results. It presents that result-based monitoring and evaluation systems should be considered a work in progress. Continuous attention, resources and political commitment are needed to ensure the validity and sustainability to this system. It concludes that building and sustaining a results-based monitoring and evaluation systems takes time and efforts.

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<sup>25</sup> Kusek Jody Zall, Rist Ray C., A Handbook for Development Practitioners, Ten Steps to a Results-Based Monitoring and Evaluation System. The World Bank, Washington, D.C.

6.26. **Governance Reform: Bridging Monitoring and Action.** Monitoring has raised to the top of the development agenda in the developing country governance. The high profile of governance is a response to compelling evidence that links the quality of a governance system with its development performance. In this context the author<sup>26</sup> has presented a framework for monitoring, identified indicators that are useful for monitoring the different parts of the framework, and highlighted some of the opportunities and perils that confront the governance monitoring exercise. The author has also focused on monitoring and reform of the key cross-cutting control systems of public bureaucracies, public finance and administrative management and examined some options for monitoring and reform of checks and balances of institutions. It is also focused on governance reform in the perspective of how to strengthen service climate and some implications of the diversity of country governance patterns and governance reform options.

7. **Scope and Limitations of the Study.** IMED conducts a number of activities in project management area of public sector to achieve the national target for improving the socio-economic conditions of the people of Bangladesh. So IMED has direct linkage with development process both in policy formulation and implementation stage and has emerged as the most distinguished institution to the development in Bangladesh. The study has concentrated on role and function of IMED and its usefulness in public sector project implementation monitoring but not directed towards the assessment of the impact of its effort in the field of project management. So the study examined the role and functions of IMED with special references to usefulness, appropriateness and effectiveness of the techniques, tools and methods developed and used by IMED following mostly theoretical analysis and unstructured interview method to assess its capability and potentiality for upholding sustainable development process. Monitoring and Evaluation in Bangladesh is relatively a new field in the development administration. So potential research work and appropriate data was not found which could help the researcher to get entry to the field initially. Though IMED has been functioning since 1975 but no extensive work has been done on it so far. So, researcher had to start without having knowledge gained from any previous works or references. Ideally related information and data was

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<sup>26</sup> Levy Brian, Governance Reform Bridging Monitoring and Action. The International Bank for Reconstruction and Development/ The World Bank, Washington D.C., 2007.



expected to get from IMED. But in many cases personnel of IMED were reluctant to cooperate except a few high officials who could not give the researcher enough time due to their heavy responsibilities. While requested some one were very irresponsible to quarry about their respective job as well as department. While conducting research at the field level, the researcher found some officials antagonistic towards research, some criticized the research as futile exercise and some one was really scared or ignorant to furnish researcher with the information. In many cases there was no responsible officer particularly at the thana level to look after monitoring affairs of the implementation of the project but some were found who did not stay in the station which made really difficult to accomplish the work. Bureaucracy has its own character that usually does not except an outsider cordially. In searching and investigating research materials and inputs from the secretariat, researcher had to face the bureaucratic resistance. Above all non availability of printed materials, statements on various relevant documents improper filing system, weak storage of data in IMED and ADP implementing agencies have created impediments to the smooth conduct of research work.

8. **Out Line of the Study.** Monitoring and Evaluation is an essential management tool, which helps to run and to improve the efficiency of the ongoing development projects and the selection and design of future projects for achieving qualitative and quantitative development of the target groups. In Bangladesh there is an institutional arrangement in the structure of government for doing this monitoring and evaluation business and that is IMED, an independent division of the government. To analyze and to assess the monitoring and evaluation system in Bangladesh, this study has been conducted in the title **A Study on Implementation Monitoring and Evaluation Division (IMED) in Bangladesh: An Assessment of Institutional Arrangements and Its Effectiveness.** Under this title the study consists of six interrelated chapters commensurate with the objectives.

8.1. **Chapter- I: Historical perspective of development planning with focus on monitoring and evaluation.** Monitoring and Evaluation is concerned and related with development administration. So here in the introductory chapter, concept, approaches, principles and types of development and development planning with particular emphasis on Bangladesh have been discussed. A brief history of development planning and the

development plans of Bangladesh has also been analyzed. The concept of Monitoring and Evaluation and its indicators is also categorized and evaluated in this chapter.

8.2. **Chapter-II: The organizational structure and function of IMED.** Implementation, Monitoring and Evaluation Division (IMED) is the institution of the Government of Bangladesh for monitoring and evaluation of the public sector development projects. Under this chapter, historical development, structure, organizational arrangements, function, authority, responsibilities, manpower, capabilities of IMED and its scope, limitations and relationship with line ministries have been discussed and evaluated.

8.3. **Chapter- III: IMED and its operational instruments for monitoring and evaluation.** IMED does the functions in relation to monitoring and evaluation system as a central agency of the government. For that matter IMED uses some techniques, tools and method. Collecting information through various forms developed from time to time, field inspection, holding and attending periodical meetings, impact evaluation and end evaluation are the techniques, tools and methods that are used by IMED for monitoring and evaluating the development projects. These are analyzed and evaluated in this chapter.

8.4. **Chapter- IV: IMED and its functional relationship with line ministries.** The secretariat consists of all the line ministries/divisions of Government of Bangladesh. IMED is one of the divisions that deals with monitoring and evaluation of developments projects undertaken by different ministries/divisions and field agencies under their control. So IMED has a definite relationship with concerned ministries, which they maintained. The de-jure and de-facto relationship between IMED and line ministries is observed carefully.

8.5. **Chapter- V: An assessment of imed's operational instruments for project monitoring and evaluation.** IMED monitored and evaluated many projects. Out of them 4 has been selected to observe and assess the usefulness, appropriateness and effectiveness of techniques, tools and methods used / applied by IMED. The study has been conducted on implemented projects undertaken by the ministry of Women and Children Affairs, LGRD and Co-operative and Health and Family Welfare to perceive the

effectiveness and usefulness of methods, tools and techniques of IMED uses for monitoring. In fact this chapter is dealt with case study and findings of the case study.

8.6. **Chapter-VI: Summary of study findings.** It has try to been assessed the role, functions of IMED in respect of monitoring and evaluation the development projects throughout the study. Doing so, theoretical concept of plan, planning, development planning, monitoring and evaluation; institutional arrangement for monitoring; organization and function of IMED, its operational instruments, linkage with other governmental agencies, role and position on monitoring and evaluation the implemented projects by the ministries/divisions and the problems that are facing in discharging responsibility with probable recommendations for overcoming the existing problems are observed analyzed, examined and evaluated in different chapters of the study in different appropriate manner.

8.7. **Chapter-VII: Suggestions and recommendations for organizational and institutional strengthening of IMED.** IMED is one of the divisions of Government of Bangladesh. It has its own organizational setup, manpower and other related resources. Within the organizational boundary IMED is using its own manpower to monitor and evaluate the development projects of various ministries. It is found that to perform the assigned responsibilities IMED has some organizational problems and shortcomings which has been identified and discussed with probable solutions/suggestions. Development projects are taken to achieve the desired economic growth. Projects are regularly monitored by IMED, so that target can be achieved. As an institution IMED has some shortcomings and problems which are tried to be identified and put some recommendations and suggestions for strengthening and making IMED more effective and useful as an institution for monitoring and evaluation.

## CHAPTER - I

### HISTORICAL PERSPECTIVE OF DEVELOPMENT PLANNING WITH FOCUS ON MONITORING AND EVALUATION

#### PART – A : Development Planning.

1. **Introduction.** Development planning is a common practice in the developing countries. Plans short, medium or long-term, are prepared, adopted and implemented with a view to attaining some economic and social objectives and to improve the quality of life of the people. But most of the plans ultimately fail to achieve the goals. Targets are not realized, even growth takes place poverty increases as well, and unemployment accentuates. It agitates the mind of the politicians, the administrators, the planners and the people at large. Instead of making progress why retrogression occurred. Answer to these questions would take one to a variety of fundamental issues like the structure of society; distribution of assets and incomes; political philosophy and commitment to development; planner's perception of the complex situation; governmental machinery and involvement of the people at large. A plan ought to take cognizance of these factors. Besides, the plan itself may not be a realistic in its assumptions, technical framework or the strategies it envisages. Even considering that the plan is realistic and sound in all respects, the overriding weakness experienced lies in the execution of the plan itself. "Planning is difficult but its execution is more difficult and the failure of a plan is squarely accountable to the weakness in its implementation"<sup>27</sup>. Planning followed by faulty, wasteful and chaotic execution can end in failure. The study seeks to analyze the project planning and implementation. So some vital questions facing project planning far does these satisfy the plan goals and are understood by the agencies who prepare the projects and how much transparent it is to the decision-makers and how the relative priorities are reflected in decision making, Project monitoring and lastly evaluation is ultimately linked with project planning and implementation as a feed back mechanism for decisions.

1.1. This chapters deals with development planning - its concept, approaches, principles and types with particular reference to Bangladesh; a brief history of

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<sup>27</sup> M. Nuruddin, op.cit., p. 13.

development of planning and development plan of Bangladesh; finally, concept of monitoring and evaluation including indicators measuring and evaluating plan performance.

2. **Concept of Development.** The concept of development is a comprehensive as well as a complex one. It attempts to view human beings as central to the scheme of things. It is the sum total of all political, economic, spiritual and cultural achievements of a nation. It encompasses education, health, literature, arts and architecture, science and technology, rights and obligations of individuals, production and distribution relations, ethics and morality, institutions for administration and governance, activities of men and women that determine the quality of life. Development seeks to identify three areas of concerns, which are vital for social development i.e., poverty, unemployment and social integration. It is a comprehensive process. Economic growth is a necessary condition for development but not a sufficient condition. Economic growth is a means to the end i.e., social development, a balanced and synoptic development that is mutually beneficial. It promotes well-being of all that is culturally enriching and meaningful and that contributes to the peace and happiness of the society as a whole. History of economic development for the last half a century has shown that economic growth did not necessarily lead to economic betterment of the people. Trickle down processes did not work. In some cases they widened inequality and aggravated poverty. While free market economy may lead to efficient allocation of resources. It does not take care of the old and the weak, the poor and the disadvantaged by itself, unless economic policy is tempered with equity and social justice. Therefore every society should, develop institutions that are to uphold these values and perform these functions. The new emerging concept of development is a synoptic one with increasing emphasis on human beings as central to the process of development. In essence its stress is on human development, which considers people as both the means and the end of development. Human development as a comprehensive concept includes but extends beyond human resources development. Along with education and health care, human development involves eradication of poverty through comprehensive socio-economic policies and programs which lead to the augmentation of productive employment. It encompasses social development that may ensure the realization of the human potential of citizens of all nations in the world. Socially desirable development as a mechanism for human development, in addition to concern for meeting

basic needs i.e. food, safe drinking water, health care, right of education, the elimination of widespread poverty and human misery, entails imperatives of human dignity, security and sense of belonging to a harmonious social whole. Fifty years of development experience have yielded four critical lessons. First, macroeconomic stability is an essential prerequisite for achieving the growth needed for development. Second, growth does not trickle down; development must address human needs directly. Third, no one policy will trigger development; a comprehensive approach is needed. Fourth, institutions matter; sustained development should be rooted in processes that are socially inclusive and responsive to changing circumstances<sup>28</sup>.

3. **Approaches to Development.** There is no precise and common definition of development acceptable to all. The term 'development' has many connotations. It is not only an economic proposition; it is a human problem. However development may be defined by its approaches. **Economists** argue that economic development is the basic indicator measured through the GDP distribution per capita. **Politicians** think that a society is developed where there is political freedom satisfying basic necessities of life. **Behaviorists** believe socio-cultural development is development where its promotional opportunity exists. Thinkers of these disciplines, although vary in approach in analyzing the concept of development but one must feel that development should meet the basic needs of human being and improving the quality of life<sup>29</sup>. However the propositions of development thinking are:

- a. **Sustainable development has many objectives.** Raising per capita income is only one among many development objectives. Improving quality of life involves more specific goals: better health services and educational opportunities, greater participation in public life, a clean environment, intergenerational equity, and more. Development policies are interdependent. No single development policy can make much of a difference in an unfavorable policy regime. Countries need

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<sup>28</sup> The World Bank, Entering the 21st Century, World Development Report: 1999/2000, Washington, D.C., September, 1999, p. 1.

<sup>29</sup> Mothar Hussain, op.cit., p. 1.

integrated policy packages and institutional environments that reward good outcomes, minimize perverse incentives, encourage initiative, and facilitate participation.

b. **Governments play a vital role in development**, but there is no simple set of rules that tells them what to do. The role of government in the economy varies. Generally accepted rules depend on capacity, capabilities and the country's level of development, external conditions, and a host of other factors.

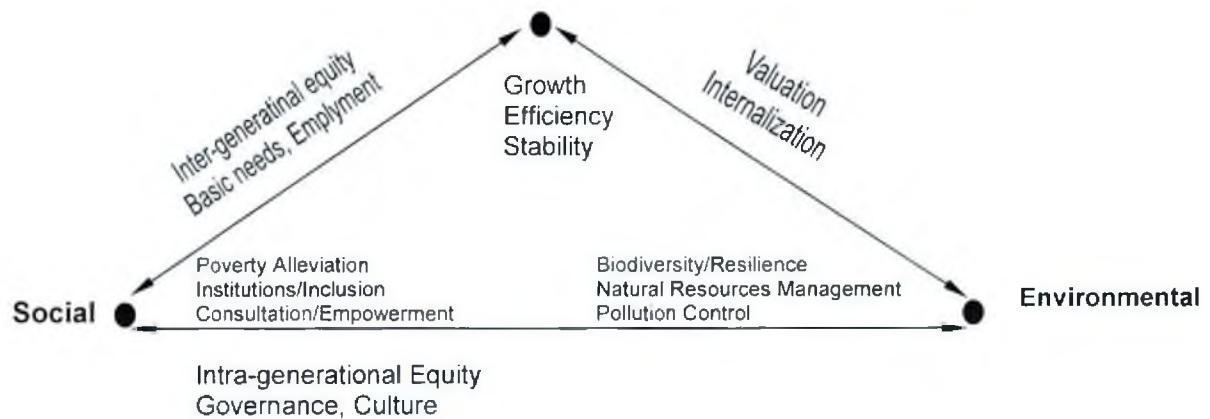
c. **Processes are just as important as policies**. Outcomes of policies based on consensual, participatory, and transparent processes are more easily sustained. Institutions of good governance that embody such processes are critical for development and should encompass partnerships among all elements of civil society.

d. **Creating new guidelines for development**, the World Bank is introducing a comprehensive development framework to serve a number of purposes. In the light of these propositions the guidelines are to sharpen the focus on the major goals of development; to highlight the integrated nature of policymaking; to emphasize the institutional processes required to sustain development; and to coordinate development efforts.

3.1. Effective development requires partnerships among different levels of government, the private sector, donor groups, and the civil society. A comprehensive strategy is simply too demanding for any one level or area of government or for a single donor. National governments need to provide the guidance those agencies and organizations require coordinating their efforts for removing the bottlenecks to development. A solid foundation of effective organizations and enabling institutions is a necessary precondition to the development. The overriding national goal may be uninterrupted in terms of sustainable development, which has social, economic and environmental dimensions as the core constituents. Good governance, cultural imperatives, and participation are crucial considerations in the shaping of the sustainable development map road. Sustainable development is the key to peace, security, and stability, which in turn reinforce the

sustainable development process<sup>30</sup>. This interacting symbiosis is a powerful force that needs to be tackled effectively in both national and international spaces in the interest of an orderly progress for each nation, individually and for all nations collectively. The key elements of sustainable development are shown schematically in the following chart<sup>31</sup>.

**Chart No. 1 : Elements of Sustainable Development**



Source : Munasinghe 1999, slightly modified

4. **Principles of Development.** Viewing the quantitative and qualitative sides of the growth process together puts the spotlight on three key principles for developing i.e. focus on all assets physical, human, and natural capital; attend to the distributive aspects over time; and emphasize the institutional framework for good governance. Broadly speaking, the assets that matter for development are physical capital, human capital, and natural capital. For accelerating growth rates, traditionally much attention has gone to the accumulation of physical capital. But other key assets human capital as well as natural capital also deserves similar attention. These assets are also crucial for the poor, and their accumulation, technological progress, and productivity, along with that of physical capital, determine the long-term impact on poverty<sup>32</sup>. However, the matter is conceptualized in the following chart:

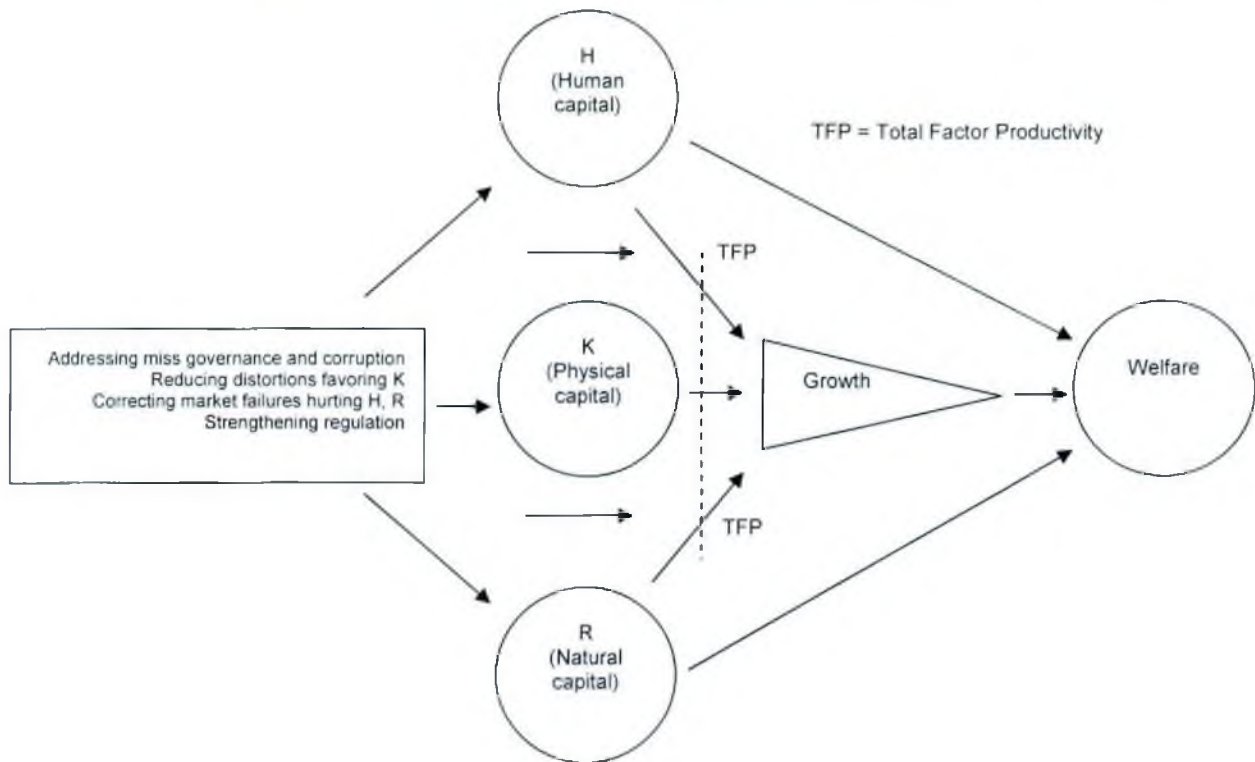
<sup>30</sup> A. K. M. Abdus, Sabur, ed., Development Co-operation at the Dawn of the Twenty First Century: Bangladesh - German Partnership in Perspective, Bangladesh Institute of International and Strategic Studies, January, 2000, p. 23.

<sup>31</sup> The World Bank, World Development Report: 1999/2000, op.cit., p. 24.

<sup>32</sup> The World Bank, Partnerships for Development, Spring, 2001, p. 150.



**Chart No. 2 : The Conceptual Frame Work of Key Principles of Development**



Source: The chart is developed by the Researcher

## 5. Development Planning and Plans

5.1. **Planning.** Albert Waterston defined that planning is an organized intelligent attempt to select the best available alternatives to achieve the specific goals<sup>33</sup>. Development may be understood as organized growth, i.e. growths, which is brought about economically and efficiently and growth which is associated with desired change in attitude, institutions, conditions of production and the levels of living of the people. Thus development is growth plus change. Development may also be regarded as a controlled release of the impulse of growth within the economy through a system of development planning. In other words development is planned growth. It is growth so planned as to maximize the welfare of a community, not only now but also through times<sup>34</sup>. These definitions commonly indicate that development is a process of change towards betterment. Planning is the process by which the strategy of an organization is analyzed and decided on. Strategic planning is sometimes referred to also as framework planning.

<sup>33</sup> Albert Waterston, op.cit., 1979, p. 8.

<sup>34</sup> Mothar Hussain, op.cit., p. 4

In line with the general notion of strategy, it means examining problems, opportunities, constraints, resources and abilities, and taking decision about general priorities and courses of action. Strategic planning is visualized as the interaction between three main elements that are an organization or set of organizations and resources at its disposal; problems, opportunities and constraints in the organization's surroundings; and intended pursuits of the organization, expressed as outputs and objectives. While strategic planning clarifies the focus and establishes the framework for a program or project, more specific plans are in most instances required before one can start to use resources for implementing any activities. Such further specifications are commonly referred to as operational planning. This can be briefly defined as the formulation of a detailed and firm guide for implementation. The main factors in operational planning are: specific objectives and targets and their links with the overall objectives; area and beneficiaries of the development scheme; design of the outputs; tasks of implementations; a budget specifying the use of resources for undertaking the various tasks and organization of the development work such as responsibility, organizational structure, procedures of work, and staff training and the time schedule for different activities. However, the planners may suggest adopting any strategies discussed below:

- a. **The Project by Project Approach.** In the mixed economics, planning always starts and a precise mental basic with the formulation of public investment projects little related to each other or to a unifying concept. The project-by-project approach has serious shortcomings some times accompanied by economic policies and measures intended to promote development, the approach to never the less characteristic of government without a clearly defined development philosophy or a long-term out look. A reliable estimate of investment resources does not exist and the government does not have complete information on the magnitude and composition of current and perspective public investment<sup>35</sup>. Inadequate from many points of view, the piecemeal, project-by-project approach has never the less provided many countries at the beginning of their development with means for trying a foundation for their development. In some countries, where government officials or leaders are indifferent or incapable, where political instability causes frequent changes in the leadership of government or operating

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<sup>35</sup> Albert Waterston. op.cit., p. 162.

agencies, there may not be any workable alternative to the project-by-project approach. For some countries, at a certain period of their history, therefore, it may be unnecessary to postpone for a time attempt to accelerate development planning through more advanced technique<sup>36</sup>.

b. **Integrated Public Investment Planning.** This is a more advanced planning procedure, which is free of many defects of the project-by-project approach. This type of planning begins with estimates of available public investment resources, in local currency and foreign exchange taking account of the possibilities of increasing them through taxation non-inflationary domestic borrowing, and internal loans and aid. Then these resources, domestic and foreign, and divided among a selected group of sector subject to public investment and finally among projects in each sector which have been ranked in order of priority. Priorities are determined on the basis of realistic estimates of costs and benefit relationship of each project to be completed. An integrated public investment plan may be annual or multi annual, but whenever possible, it should be based on sector programs with a perspective of five or ten years.

c. **Comprehensive Planning.** This planning also referred to as aggregative, global or over all planning, covering the entire economy. This is the most advanced form of development planning. Comprehensive planning includes both the formulation of an integrated public investment plan and a plan for the private sector, which have been reconciled with each other and with the over all targets<sup>37</sup>. This is accomplished by two procedures, which move from the general to the particular and back again to the general. The first has been variously describe as “forward planning from above” or “planning from the top down” to emphasize the fact that it starts with the aggregate plan and targets and “disaggregates” i.e. divides these into interrelated plans and sub targets for each economic sector on region. The second procedure the reconciliation of the individual public and private investment project and programs with the aggregative planning model, has been described as “backward planning from below” or “planning from the bottom up” to

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<sup>36</sup> Ibid., p . 163.

<sup>37</sup> Ibid., p . 164.

stress the fact that the actual public and private investment projects and programs proposed by various sponsors must be built up into sector program, an regional plans which are consistent with the comprehensive aggregative plan. The foundations for comprehensive planning were laid over a period of a considerable number of years devoted to macro economic analysis. The sectoral planning is based on priorities. There is no evidence that the later development of a comprehensive plan invalidated in any fundamental way the earlier judgments arrived at in the sectoral planning. If properly carried out sectoral planning, after all does involve consideration of interrelationships of the particular sector with the rest of economy, which is not very different from what is done in comprehensive planning approaches.

5.2. **Plans.** Development plans are almost always prepared for a fixed period but they vary in duration as they do in type. Several factors account for differences in the duration of national development plan. Some plan arises from internal administrative and political requirements; others largely represent the result of external influence. There are basically two types of plan called imperative/directive plan used in a command economy, and indicative plan used in a free economy. In mixed economies a plan can be an amalgam of both, varying in the same proportion as the mix of the economy. Again plan may be of different terms: Long Term or Perspective Plan; The Medium Term or Five-Year Plan; and The Short Term or Annual Development Plan.

5.2.1. **Short Term Plan.** This type of plan is normally prepared for, in period of transitions on uncertainty. Some time in period of transition or uncertainty, conditions do not permit a country to look ahead for more than six months or a year<sup>38</sup>. Such short-term plans can only play a limited part influencing development since they do not provide adequate opportunity for examining alternatives and mobilizing resources and cannot be used effectively to bring about basic structural changes. Because of the limitations of the short - term plan, most countries prefer and use medium - term plan.

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<sup>38</sup> Ibid., p. 121.

5.2.2. **Medium Term Plan.** Political requirements frequently indicate the length of the period of medium term plan. Medium term plan takes place when nations plan in accordance with international regional agreements, the duration of the plans may be governed by regional rather than national considerations. Normally 3 to 10 years are the planning period in medium term plan. But a five year plan period is convenient. A planning period of more than five year is unrealistic. Many plans with periods of six years or more are generally so vague for the last year of the period that are little more than aspirations; many turn out have been so inaccurate for the later years of the plan period that can not easily be revised and most are replaced by other plans before the end of the planning period. There is a general tendency for countries in early stages of development to replace plans with other of short duration and there are many examples of the general tendency among the countries early stages of development to reduce their planning period.

5.2.3. **Long Term Plan.** In a country where there is an early stage of development, it usually finds it possible and preferable to short planning with a short-term plan of one or two years or, more commonly, a medium term plan of three to ten years. But as development proceeds, it is invariably found that an increasing number of projects and programs cannot be fitted into short or medium term plans. Most of the socialized countries employ perspective plans of 15, 20, 25 years or more and perspective plans are also being used increasingly in conjunction with medium term plans in countries with mixed economics. Therefore in the scheme of planned economy, it is the perspective plan, which plays leading part. Yet the concept of a long-range perspective for planning is valuable in view of the fact that development is inherently a long time task requiring persistent application. Even though it may be convenient to divide that task into, one, three, five, seven years on other periods, none of these can be considered a discrete period in a nation's life separated from the past and future. Planning, like the time needed for development, must be seen to be a continuous long-range process. It should not end, as in fact it frequently ends.

5.2.4. **Rolling Plan.** The plan is revised in a rolling plan at the end of each year and as the first year of the plan is dropped, estimates, target and projects for another years are added to the last year. The "rolling" system originated in budgeting procedures of

business firms and in municipal and other government. The virtue of a rolling plan is that it has built into it a procedure for regular review and revision. However rolling plans have proved to be too difficult to manage for extremely less developed countries. A simpler way of bringing a medium term plan up to date is the annual plan when it is used as a decision for making a medium term plan operational.

5.2.5. **Annual Plan.** An annual plan deals with current development activities without losing sight a longer-term goal. Such plans are recent innovations started two, three or more years after the introduction of medium term plan. Monetary, credit, wage, fiscal and other measures to be adopted during the years to achieve the annual targets are the most important section of annual plan. Since an annual plan must try to adjust for previous short falls or over fulfillment of targets. It is likely to differ in some respects from the medium term plan because of changed domestic or foreign circumstance. An annual plan is thus convenient for revising a medium term plan.

5.3. **Monitoring and Implementation of Planning and Plan.** Planning as an image of future has got two roles to play; first, as a body of systematized information about what one expects in future and secondly as a system of control of what should be done for future. In the later case a plan is a production program. Therefore, as technique, planning can be used in any economy, the only difference being the purpose for which the technique is used. The choice varies from system to system accordingly, planning technique too. Recently, the plan philosophy has changed significantly from the traditional approach due to increasing emphasis on the private sector and people's participation. This shift in plan philosophy calls for greater emphasis on monitoring of development for proper national economic management having the distinct phases. First is the formulation of a plan in response to country's socio-economic needs. The importance of this phase has increased vastly in recent years in the wake of increasing concern for deteriorating economic status of the populace leading to greater thrust on rural development, decentralization of public administration and emphasis on people's participation in development. The crucial issue with the local level planning is how to link grass root level activity with the national plan. The national plan would be required to be disaggregated into multi-regional plans which local level planning would have to be aggregated into original plans to provide the linkage between the two. Furthermore, the

diffusion of the planning process will necessitate greater co-ordination of planned activities. The second phase of the planned management of the economy is concerned with the implementation of the plan. Looking at the plan implementation issues in the planning process it seems that project implementation has suffered from a number of problems. In spite of substantial increase in development expenditure, very few projects may be completed each year due to thinning out of resources over growing number of projects. Moreover, resources are inefficiently allocated until emerging bottlenecks forced reallocation of funds or search for new resources.

Since the success of a plan depends on the supportive policy environment and effective implementation, it is necessary to focus attention not only on the formulation of a consistent plan but also on sound implementation measures. A project however efficiently implemented may fail to deliver the goods if it lacks appropriate policy support. Implementation of a project may be affected by varieties of other factors such as lack of trained personnel, administrative rules and legal system and by external conditions all involving national policies. A plan has to address all these at its formulation stage with a view to facing events rather than allowing events to overtake a plan. In concrete terms the immediate purpose of development plan is inter-alia, to achieve increase over time in the volume of a country's per capita gross national product on a systematic and sustainable basis. Such continuing increases in the availability of goods and services in a country enables it to raise the average living standards of the people substantially and also provide a stronger base for attaining other national objectives such as national security, various kinds of capital investments, welfare services and the like. The basic objective of planning is to augment nation's productive capacity to meet the growing social needs. This gives rise to the need for dealing with a desirable pattern of resource use because resources are scarce relative to demands made on them. It involves the techniques to maximize the use of available means and resources towards achievement of certain pre-determined goals. It can be identified as an effort through a central planning institution to promote and co-ordinate the activities of the operating ministries and agencies, including the local government. Most developing countries have undertaken economic planning as a means of achieving sustained social and economic development. Development planning is concerned with directing and accelerating the process of change towards attaining short-term and long-term objectives. This calls for

determination of priorities, selecting alternative policies and pursuing these in a coordinated manner. Planning thus provides an integrated framework on which decisions are to be based and the planning process embodies activities for the realization of objectives through maximum utilization of resources for the optimum benefit of the people. The benefit of the planning and plan reach to the people through development project(s) which need to be monitor during implementation and impact evaluation after completion in order to attain the target. Therefore, there should be a central agency for monitoring and evaluating the development activities, the outcome of planning and plan.

6. **History of Development Planning**. Today the national plan appears to have joined the national anthem and the national flag as a symbol of sovereignty and modernity. But it is only within the last decade, especially in the second half of the decade, that the diffusion of development planning became worldwide. Before one century, no country was engaged in long-term development planning on a continuing basis, although earlier examples of planned development of a nation or a region can be found in the first decades of last century, as well as in earlier periods going back to antiquity<sup>39</sup>. In modern times, development plans made their first appearance in colonial and other dependent territories. The Belgium Government introduced a public investment plan for the Belgium Congo's railways and mines in 1908 and a more extensive program of public works, which was carried out over a period of years, in 1920. The British Governor of the Gold Coast, now Ghana, advanced what appears to have been the first outline of an integrated development plan in modern times in 1919 to cover a ten year period. But the widespread acceptance of development planning as a means of accelerating the rate of economic growth and achieving other development objectives is of very recent origin. Prior to World War-II, the then Soviet Union was the only country engaged in systematic development planning, having adopted its First Five-Year in 1929. The Soviet leaders considered planning a corollary to socialism. As in the Union of Soviet Socialist Republic (USSR), the problem of economic backwardness was viewed mainly as one of "catching up" with the advanced countries. The resolution setting up the National Planning Committee stated that catching up was a matter of industrialization.

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<sup>39</sup> *Ibid.*, p. 28.



6.1. **European Experience Planning for the Colonies.** The World War-II interfered with the growth of development planning almost everywhere, the exception being the Caribbean. Following recommendations made by a Royal Commission, appointed in 1938 to investigate civil disturbances and other grave problems created in the West Indies by a drastic decline in prices of that region's most important cash crops, the British Government in 1940 passed a Colonial development and Welfare Act, superseding a Colonial Development Act passed in 1929, which provided for funds to be allocated to colonial development. The 1940 Act covered all British colonies, but during the war years shortages of materials and personnel made it impossible to carry out proposals for colonial development except in the West Indies. In nearby Puerto Rico, Governor Tugwell appointed by the New Deal Government in the United States, and one of its staunchest exponents strongly advocated planned development to reduce unemployment on the island through the increase of jobs and expanding production. Development planning started by a Planning Board established in 1942 was vigorously advanced through the war years. But the Caribbean was an exception in most places the war hindered incipient development planning. Nevertheless, the war was a turning point for planning<sup>40</sup>. The effectiveness of wartime planning in the United Kingdom and elsewhere, as well as the pioneering results of development planning in the West Indies in carrying out projects and programs under the Colonial Development and Welfare Act of 1940, convinced the British Government that development planning for the colonies was desirable. In 1945, when a victorious end to the war was in sight, another Colonial Development and Welfare Act was passed which more than doubled the amount, which the United Kingdom had previously been prepared to make available for colonial development. To give effect to the Act, the Colonial Office required the colonies to prepare and submit ten-year development plans for 1946-56, on the basis of which Colonial Development and Welfare Act funds were to be apportioned. Because of postwar uncertainties and personnel shortages, most of the plans were not prepared and accepted before the end of the 1940's or the early 1950's. But then a major shift had taken place in the purposes which the British Government sought to accomplish through the ten-year plans. The primary purpose of the Colonial Development Act of 1929 had been to help solve the unemployment problem in the United Kingdom. In contrast, the Colonial Development

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<sup>40</sup> *Ibid.*, p. 31.

and Welfare Act of 1940 had as its main purpose improvement of the welfare of the colonial territories. This was also the original purpose of the Colonial Development and Welfare Act of 1945, but after the financial crisis of 1947 in the United Kingdom, increased output and income from which each territory could finance most of its own development became a main British objective of colonial development.

6.2. **Europe and Postwar Planning.** The experience of World War-II, when the industrialized free enterprise economics had used physical planning to ensure that scarce materials and other commodities went to priority production, demonstrated that when the people of a country were moved by a common aim under emergency conditions, ambitious plans could be carried out. And after the war ended, continued shortages made it necessary for most countries to retain wartime planning measures for several years. France became the first country in Western Europe to attack its reconstruction and development problems through a multi annual plan. In France, pressure exerted by members of the postwar provisional government to substitute planning to a considerable extent for market forces, which before the war had failed to remedy the effects of the great depression of the 1930's led in 1945-46 to the preparation of the First Monet Plan of Modernization and Equipment<sup>41</sup>. From the government's point of view, no other choice was feasible. The coming of the European Recovery Program, or Marshall Plan, in 1948 soon increased the number of European nations with plans. Under the Marshall Plan, each participating country was required to prepare comprehensive four year and annual plans embracing its resources and their utilization, which became the basis for government policy and action. During the Marshall Plan period, the United States actively supported the formulation of plans in these countries, a role, which it considered consistent with its responsibility for providing aid for the reconstruction of Western Europe. When the Marshall Plan ended, with its goals more or less accomplished, some of the countries involved retained and expanded their planning activities. Through its second and succeeding four-year plans France sought to influence the rate and composition of investment in order to bring about a continuing high rate of economic expansion while the Netherlands continued with annual plans directed primarily toward the maintenance of monetary and balance of payments stability and secondarily, toward encouraging a level of economic activity appropriate to its resources. Meanwhile, in

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<sup>41</sup> Ibid., p. 31

Eastern Europe, the countries, which had come under Russian influence, began planning on the Soviet model to expedite the rehabilitation and expansion of their nationalized economies.

6.3. **Planning Experience in Asia and the Middle East.** At the end of the World War-II, Asian countries, either had or was about to become independent, embraced planning to a much greater extent. In the Philippines, a Joint Philippine-American Finance Commission established to recommend measures, which would allow the Philippines to recover from the effects of the war and to attain a rapid rate of economic growth, included in its 1947 report a five-year plan for capital investments for the 1947-51 periods. This section of the report known as the Hibben Plan was the first of a long series of development plans in the Philippines. Some countries, outside as well as inside Asia felt so strongly about the need for planning their development that they adopted a practice of lowed in the socialized countries of incorporating in their constitutions a requirement for planning. Thus, Burma which like the Philippines, had established a central planning agency the National Planning Board before independence, adopted in Section 41 of its Constitution<sup>42</sup>. Development planning in Asia received new impetus through the newly formed Colombo Plan for Cooperative Economic Development in South and Southeast Asia. In May 1950, member countries (at the time consisting of Ceylon, India, Pakistan, Malaya, Singapore, North Borneo and Sarawak) drew up six-year development plans for period July 1951 to June 1957 to constitute a blueprint of the Colombo Plan. Although none of these plans were carefully prepared or carried out and some were replaced before their term ended, e.g. in India by the First Five Year Plan in 1952 and in Pakistan by its First Five Year Plan in 1955. They captured the imagination of Asian political leaders and gave the region a lead in development planning which it has not lost. The conquest of Mainland China by a communist regime brought the Soviet variety of planning to the largest country in Asia. Today every Asian nation outside the Middle East has prepared a development plan of some kind.

6.4. **Foreign Aid and Planning.** The spread of development planning has also been stimulated by western countries providing loans and grants whether or not these countries have favored planning for their own economies. They have accepted planning

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<sup>42</sup> Ibid., p. 32

in recipient countries and often insisted on the formulation of plans before they extended aid to less developed countries. Thus, countries like the Republic of Korea and the Republic of China (Taiwan) started to prepare plans mainly to meet requirements of donor countries, which supply foreign aid. The United States has taken a strong stand in advocating development planning in less developed countries. Latin American countries also took steps to create or strengthen their long-term development planning machinery and facilitate the preparation and execution of long-term plans. In response, nine Latin American countries, which previously had no central planning agencies, established such bodies and most Latin American countries started or intensified development-planning activities. All Latin American nations now have national planning bodies engaged in some form of development planning<sup>43</sup>.

6.5. **The World Bank.** The World Bank has been an important agency, from about 1950, in starting or accelerating organized national developmental planning in many countries. As a result of recommendations by its survey and other missions, many countries and dependent territories have either established or reorganized central planning agencies, or prepared national development plans based on World Bank recommendations.

7. **Planning in the Indian Sub-Continent : India - Pakistan and Bangladesh.** The advent of planning in the USSR seems to have made an impression on Indian leaders long before political leaders in most other countries. As early as 1933, Shri M. Visveswaraya, one time Chief Administrator of Mysore and a leader in the industrialization of southern India, prepared a Ten Year Plan for doubling Indian's national income. When a Conference of Ministers of Industries, meeting in 1938 under the chairmanship of the President of the Indian National Congress, established a National Planning Committee, that committee revived the idea of planning to double the national income in a decade. Although World War-II interrupted the work of the committee, its activities made the Indian people and Government keenly aware of the need for planning. This awareness, and the agitation it produced, led the British Government in 1941 to appoint a high level government planning committee in India and to replace it in 1943 by an even higher level reconstruction committee of the Cabinet with the Viceroy as

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<sup>43</sup> Ibid., p 36.

Chairman. Then in 1944 a Department of Planning and Development was set up. At the request of this Department, the Central and Provincial Governments prepared a number of projects to be undertaken after the war. In 1944 also eight leading Indian industrialists issued a plan, known as the Bombay Plan, which proposed doubling per capita income and doubling the national income in 15 years. But the exigencies of war and the Indian political situation prevented the preparation and execution of development plans. Little was accomplished until partition of the country in August 1947 and attainment of independence gave new impetus to planning in both India and Pakistan.

On the 14th August, 1947 Pakistan was created. Bengal was divided and East Bengal became a province of Pakistan and it was known as East Pakistan. In 1965 Pakistan Government drafted the First Five-Year Plan 1956 - 1960. At that time a group of economists of Dhaka University demanded separate Five-Year Plan for East Pakistan as there was economic disparity between the two wings. In 1956 - 57 a small Planning Board was created in the then East Pakistan. General Ayub Khan came in power on the 7th October 1958. He launched Second Five-Year Plan 1960-65 and Third Five-Year Plan 1965-70. The Fourth Five-Year Plan started in 1970. During the plan period economic disparity was widened and East Pakistan opposition parties demanded separate planning for removing the economic disparity from East Pakistan. In 1960-62 the economist of East Bengal formulated Two Economy Theories. This theory dominated the political movement in the 60s. In 1966 the historical 6 Points was announced by the Awami League chief Sheikh Mujibur Rahman that includes demand of separate planning, money, banking and foreign trade for East Pakistan. But the then military ruler of Pakistan ignored this demand. Later on 26 March 1971 East Pakistan declared independence and therefore, Bangladesh has emerged as an independent country in the world history.

On the 10 April, 1971 the elected representatives of the people formed a revolutionary government at Mujib Nagar. Sheikh Mujibur Rahman and Tajuddin Ahmed were elected as President and Prime Minister of Bangladesh. The revolutionary government started a planning cell at Mujib Nagar. The Planning Cell established during liberation war started functioning at Dhaka after independence. It was mainly concerned with formulation a program, both physical and financial of reconstruction and rehabilitation of the economy

of post-independence Bangladesh. In the year 1971-72 and 1972-73 the economic policies and strategies were formulated mainly for resettlement of displaced Bengalese and repairing physical damage to economic overheads. The historical events, which led to the liberation war and the nature of the ruling party, determined the economic development policies, strategies in Bangladesh. Tajuddin Ahmed was in charge of Planning Ministry. Bangabandhu Sheikh Mujibur Rahman, on his return from prison in Pakistan on 30th January 1972 established Planning Commission of Bangladesh to prepare the annual long term and Five Year Plans, to make recommendation as well as being involved in the process of implementation and realization of the objectives of the Plan; and to act as a central agency for coordination of economic policies. The Prime Minister was the Chairman of Planning Commission. After one year Prime Minister Sheikh Mujibur Rahman took over the Charge of Planning Ministry and the importance of Planning Commission became so dominant that it was known as "Super Ministry"<sup>44</sup>. It may be remembered that the Planning Board of Pakistan was located at Islamabad. As a result Planning Commission of Bangladesh had to work under serious difficulties like shortage of manpower and fund, and lack of sufficient data. But with the zeal to serve the new country Planning Commission prepared the First Five Year Plan within the framework of Nationalism, Socialism, Democracy and Secularism. The Five-Year Plan was formulated on the basic assumption of a mixed economy in a state of transition to a socialist system. Planning Commission as an aid to its planning exercise used a simple consistency model input output model. The First Five-Year Plan was launched in the month of July 1975. The Government was committed to the people to build up an exploitation free economy where people would be able to meet the basic needs. Liberation raised high expectations among the people. Both economic and non-economic factors influence development policies.

Development policies are the commitments of the politicians or the government. On the basis of the policies of the government Planning Commission prepares the Five-Year Plan, Annual Development Program and the Perspective Plans. Development policies of the government are continuously changing. The development policies of Bangladesh shifted from socialism to capitalism, from nationalization to privatization, from public

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<sup>44</sup> Nurul Islam, *op.cit.*, p. 47

sector to private sector, from central planning to local level planning. With the changes of the government policies, the policies in relation to economic development of the country have also changed. But the main objective of development the alleviation of poverty and economic reliance are always there. Thus within one and half year Planning Commission presented the First Five year Plan to the nation. Next to the constitution, the First Plan is the second important document for the entire nation. It was well written documents containing the guidelines for the future economic policy of the country. After the killing of Bangabandhu Sheikh Mujibr Rahman on 15th August 1975 constitution was amended and social justice replaced socialism and Islam replaced secularism. Accordingly economic development and its policies and strategies were changed. The Economic Policy was shifted from socialism to free economy. The nationalized industries, banks and many public enterprises were denationalized.

7.1. **Planning Experiences of Bangladesh**. In between 1971 to 1997 Bangladesh has implemented four Five-Year Plans, a Two Year Plan and a Two Year Plan Holiday. The Fifth Five-Year Plan has launched in the fiscal year of 1997-98. The changes in the politico-economic system over time have directed the approach and the strategy of the plans. The basic development goals have however remained the same such as increase in the GDP and per capita income, equitable distribution of income/benefits, increased employment, reduction or alleviation of poverty, food self-sufficiency, reduction in population growth, mobilization of domestic resources, reduction in the dependence on foreign aid, provision of basic needs for the people, specially the poor and expansion of welfare services such as education, health, water supplies etc.

7.1.1. **The First Five Year Plan (1973-78)**. The First Five-Year Plan was launched for period 1973-1978 at a time and condition when the economy was totally shattered by the War of Liberation and it needed reconstruction and rehabilitation. Along with this short-term requirement, a long-term direction of the economy was also needed. The political imperatives of the Liberation War required restructuring of the social priorities into a new economic framework to meet the aspiration of a new nation. The new political system and the state policies and the time, through which the country was passing, laid the ground and framework of the plan. The nationalization and the public ownership of industries and financial institutions, and the overwhelmingly large state role in economic activities

determined the goals and strategies of the plan and the pattern of its investment. Total development outlay estimated for the plan was Tk. 44,550 million of which 39,520 million or 89% for public sector and only 5,030 million for private sector. Domestic resources financing were estimated to 60% and external financing 40%. The growth rate target was fixed at 5.5% with per capita growth of 2.5%. The plan realized the gigantic and difficult task involved in its implementation but held that the heightened political consciousness of the people and the struggle to realize a better life has been transformed into a widely held expectation to build a socialistic economic order.

**7.1.2. The Two Year Plan (1978-80).** With the fall of the Government in 1975, the political and economic system changed bringing changes in the institutions. The state economic controls were liberalized and a trend towards privatization was initiated from the second Five-Year Plan which was launched in 1980. Prior to the second Five Year Plan, a Two Year Plan was implemented for the years, 1978-80. Instead of a Five-Year Plan, the Two-year Plan was undertaken with the primary objective of consolidating the on-going investment programs. There was an existence of a large number of projects (as many as 1322) to spillover to the plan. The plan envisaged an outlay of Tk. 38,610 million of which 32,610 or 84.4% for public sector and 6,000 million or 15.6% for private sector, with the target of achieving an annual growth rate of 5.6%. However, the objectives of the plans were similar to the First Five Year Plan.

**7.1.3. The Second Five Year Plan (1980-85).** The Second Five Year Plan (1980-85) was launched with a total outlay Tk. 172,000 million of which 111,000 million (65%) for public sector and 61,000 million (35%) for the private sector with projected annual growth rate of 5.4% and domestic and external resource financing of 33% and 67% respectively. Industrial policy was greatly liberalized and the New Economic Policy of 1982 and the Industrial Investment Schedule opened up the private sector industrial investment opportunities. A number of private banks and financial insurance companies were set-up in the private sector. The New Economic Policy laid a great emphasis on foreign investment. Along with this, administrative reforms were carried out since 1982. The structure and functions of the governmental machinery, corporations were rationalized and a decentralized administrative process involving transfer of projects or divisible components of projects to the local government (Upazila Parishads) was undertaken.



7.1.4. **The Third Five Year Plan (1985-90).** The Third Five Year Plan was launched focusing on a more market oriented economy and privatization of industries. The total estimated outlay for the plan was Tk. 386,000 million of which 250,000 million for public sector and 136,000 million for private sector and domestic financing of the plan to the extent of 45% and external financing 55%, with an annual GDP growth rate target of 5.42%. The major objectives of the plan were reduction of population growth; expansion of productive employment; universal primary education and human resources development; development of technological base for long term structural change; food self sufficiency; provision of basic needs; and acceleration of economic growth.

7.1.5. **The Fourth Five Year Plan (1990-95).** The Fourth Five Year Plan launched in 1990-91 had outlined three main objectives i.e. accelerating economic growth (5% annual GDP growth rate); poverty alleviation and employment generation through human resource development; and increased self-reliance. The strategic direction towards achieving the goals was to integrate national level planning with participatory local level planning, mobilization of rural people in a participatory process, linking the institutions like NGOs, cooperatives with the local government institution. Moreover, for poverty alleviation the plan envisaged integration of different socio-economic groups in the development process. The Plan classified such ten groups. The poverty group accounts for 50% of the population and the plan recommends taking up special projects for them, especially in the framework of local level participating process. The plan outlined some strategies for development efforts. It began with the positive factors that the poor and small could be efficient productive forces in the participatory planning process. It underscored two basic inputs for development: one efficiency culture and the other technology. The efficiency would be brought about in the productive sectors (labor and capital) and the technological development with human resource to interface and interplay with efficiency in production. The plan detailed out the strategies for public sector as well as private investment programs based on these strategies. The size of the plan was Tk. 620,000 million of which 347,000 million for the public sector and 273,000 million for the private sector with domestic financing of 48.5% and external financing of 51.5%. Annual growth rate target was 5%. Plan size, actual expenditure and GDP growth rate of plans discussed so far are shown in the following table:

**Table No. 1 : Plan, Expenditure and GDP Growth of the plans**

Plan	Plan Size			Estimated Actual Expenditure			Growth Target (%)	Realized Growth (%)
	Total	Public	Private	Total	Public	Private		
1	2	3	4	5	6	7	8	9
First Five Year Plan	44,550	39,520	5,030	20,740	16,350	4,390	5.50	4.00
Two Year Plan	38,610	32,610	6,000	33,590	24,020	9,570	5.60	3.50
Second Five Year Plan	172,000	111,000	61,000	152,970	103,280	49,690	5.40	3.80
Third Five Year Plan	386,000	250,000	136,000	270,110	171,290	98,820	5.40	3.80
Fourth Five Year Plan	620,000	347,000	273,000	598,480	274,083	324,397	5.00	4.15

Source: The Fifth Five-Year Plan 1997-2002, Government of Bangladesh.

7.1.6. **The Two Years Plan Holiday (1995-97)**. Before 1997 the government could not draw up new plan after the Forth Five Year Plan period was over. During 1995-96 and 1996-97 fiscal year ADP was prepared on an ad-hoc basis. Private investment could not be projected. During this time ADP was launched with a total outlay taka 508760 million of which public sector investment was planned taka 217160 (48.68%) million and private sector taka 291600 (57.32%) million with projected annual growth rate of 5.4%. Due to resource shortage ADP of 1995-96 was reduced by 30.7%. The contributions of domestic resources to financing ADP of 1996-96 and 1996-97 were 42.30% and 47.40% respectively.

7.1.7. **The Fifth Five Year Plan (1997- 2002)**. The Fifth Five Year Plan was launched aiming to put Bangladesh on a path of self-sustaining growth for the improvement of socio-economic condition of the people. Total outlay of the Fifth Plan was projected Tk. 1959521 million of which public sector investment was planned to be Tk. 858939 (43.83%) million and private sector Tk. 1100582 million (56.17%). In this plan average annual growth rate was projected 7% with domestic and external resource financing of 61.4% and 38.56% respectively. During the Fifth Plan public investment was directed for expansion of public utilities like power and gas, development of physical infrastructures like roads and embankments, expansion of social infrastructures like health and education, alleviation of poverty and strengthening of public administration for efficient response to the market economy. On the other side private sector was selected as the main agent of growth during the Fifth Plan. Commitment to a free market economy, privatization of public enterprises, deregulation and liberalization of public control, reforms and structural adjustments were promoted for creating an enabling environment for expansion of the private sector.

7.2. **Interim Poverty Reduction Strategy Paper (I-PRSP)**. The Government of Bangladesh undertook a national strategy for Economic Growth, Poverty Reduction and Social Development in March 2003 to achieve the targets by the year 2015 that: to remove the 'ugly faces' of poverty by eradicating hunger, chronic food-insecurity, and extreme destitution; to reduce the number of people living below the poverty line by 50 percent; to attain universal primary education for all girls and boys of primary school age; to eliminate gender disparity in primary and secondary education; to reduce infant and under five mortality rates by 65 percent, and eliminate gender disparity in child mortality; to reduce the proportion of malnourished children under five by 50 percent and eliminate gender disparity in child malnutrition; to reduce maternal mortality by 75 percent; to ensure access of reproductive health services to all; to reduce substantially, if not eliminate totally, social violence against the poor and the disadvantaged groups, especially violence against women and children; and to ensure disaster management and prevent environmental degradation for overcoming the persistence of deprivation.

7.3. **Poverty Reduction Strategy Paper (PRSP)**. The completion of the I-PRSP marked an important milestone in the process of renewing the national goal of policy ownership over the formulation of Poverty Reduction Strategies (PRSs). While the commitment to poverty reduction continued to be pursued through a wide range of concrete actions, government also undertook specific steps to ensure a comprehensive participatory process by which to deepen policy ownership in the formulation of a full-blown PRS. Four effective participatory strategies were put in place. Firstly, a high-powered National Steering Committee headed by the Principal Secretary to the Prime Minister and members drawing from all the major public sector ministries was established to steer the process of preparing a full-blown poverty reduction strategy. Secondly, a National Poverty Focal Point was established within the General Economic Division of Planning Commission to act as the secretariat for the strategy formulation process. Thirdly, 19 theme areas were identified for which thematic groups were constituted under the relevant ministry for preparation of thematic reports that would feed the final strategy formulation process. The thematic groups effectively functioned as a wide-ranging partnership between public sector ministries and research and professional institutions and agencies. The thematic exercise also played a significant role in motivating the ministries and divisions in an intensive process of reviewing and examining their own

policy areas for all major cross-cutting, macroeconomic and real sector issues. The process of policy ownership of PRSPs in the public sector thus acquired renewed vigor by ensuring full participation of the principal actors in the public sector and obtaining from them outcome-oriented thematic reports. Fourthly, regional consultations were undertaken with representation from a wide cross section of society including elected functionaries and grass roots organizations. Over and above the specific steps initiated by the government, the availability of a focal point i.e. General Economic Division of Planning Commission also galvanized a secondary process of participation in which active segments of civil society undertook their own consultative exercises. With the completion of the draft PRSP in December, 2004, a concluding round of consultations was initiated prior to its finalization. The most comprehensive of these was with Members of Parliament both through the medium of the Parliamentary Standing Committees and through 3 special all-party meetings held at the behest of the Speaker under the aegis of the Strengthening Parliamentary Democracy Project. In addition, consultations were held with development partners, civil society, academics, NGOs, media representatives, eminent persons, women spokespersons, and adibashi/ethnic minorities' representatives. The final PRS document has incorporated the relevant suggestions emerging from these consultations<sup>45</sup>.

7.4. **Development Planning in Bangladesh.** People are the centre piece of development in Bangladesh. So, in order to ensure sustainable and meaningful development of the country, it is imperative to integrate people at large into the mainstream of development by first ensuring for them a minimum acceptable standard of living<sup>46</sup>. The Constitution of the republic provides clear directives, which the government has to take into account while formulating development goals, objectives and strategies. Fundamental principles of state policy as embodied in the constitution, address the issue of meeting the basic needs of the people. This relate to the state's responsibility to attain, through planned economic growth, a constant increase of productive forces and a steady improvement in the material and cultural standard of living of the people, with a view to securing to its citizens: the provision of the basic necessities of life, including food,

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<sup>45</sup> Planning Commission, Ministry of Planning, Government of Bangladesh, Unlocking the Potential, National Strategy for Accelerated Poverty Reduction, October, 2005, p. xi.

<sup>46</sup> Planning Commission, Ministry of Planning, Government of Bangladesh, Participatory Perspective Plan for Bangladesh: 1995-2010, July, 1995, p. 2.

clothing, shelter, education and medical care; the right to work, that is the right to guaranteed employment at a reasonable wage having regard to the quantity and quality of work; the right to reasonable rest, recreation and leisure; and the right to social security, that is to say, to public assistance in cases of undeserved wants arising from unemployment, illness, or disablement; or, suffered by widows or orphans, or in old age, or in other such cases. On the question of equity, the constitution unequivocally undertakes that the state shall endeavor to ensure equality of opportunity to all citizens and shall adopt effective measures to remove social and economic inequality to ensure equitable distribution of wealth among citizens and of opportunities in order to attain a uniform level of economic development throughout the republic. Towards the objective of good governance, the constitution provides for separation of the judiciary from the executive organs of the state and establishment of the pro-people public service system, every member of which, will strive at all times to serve the people<sup>47</sup>. Democracy is related to both basic development and active participation of the people. Democracy and development go hand in hand and that one is the prerequisite for the other. Sustainable development is based on civil rights and freedom on people's participation at grass root level because this will free the way towards poverty eradication from below. There is a need for sustained democracy to ensure a durable and balanced development process<sup>48</sup>. Almost half of the population of Bangladesh is women. No development can take place if women remain unutilized or underutilized. Hence, it is imperative that for accelerated development, full potentials of the womenfolk are utilized. Equal opportunity and non-discrimination on account of sex have been envisaged in the article 28(i) of the constitution of Bangladesh. Without placing the country's children and women, into the mainstream of development nothing can be achieved in relation to sustainable development. The Participatory Perspective Plan of Bangladesh (1995-2010) has been prepared in the light of the country's future development potentials and the pressing needs of its present and future generations. Development is quintessence about people who are the real partners of a truly democratic government in the process of development as also its ultimate beneficiaries.

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<sup>47</sup> Planning Commission, Ministry of Planning, Government of Bangladesh, The Fifth Five Year Plan, 1997-2002, Document -1, Dhaka, March 1998, p. 41.

<sup>48</sup> Planning Commission, Participatory Perspective Plan for Bangladesh: 1995-2010, op.cit., p. 42.

7.5. Whatever approach one might take, there is consensus that in the context of a country like Bangladesh, poverty alleviation and productive employment generation must be supreme in any plan formulation exercise. Thus the Perspective Plan is indeed meant to be a bridge between the harsh realities of the present century and a hopeful desire of a more fulfilling life for our people in the twenty first century. The Participatory Perspective Plan envisages use of this nation's own resources more effectively to accelerate development, giving priority to meeting the basic needs of the people and releasing them from poverty, disease, ignorance and hunger. But plan development has been frustrated in Bangladesh by a number of factors. First, political instability since independence though a semblance of elected government was maintained. Secondly, foreign aid flow and its modality affected the development effort. Thirdly, the development process has been disrupted by frequent occurrences of natural disasters like flood, cyclone and drought.

7.6. **Annual Development Programs (ADP)**. ADP is an annual investment program for financing the public sector investment of the plans. The normal current, maintenance and operational expenditure are financed through the revenue budget. The resources of the ADP mainly consist of domestic and external resources. ADP is formulated and implemented annually and is based on probable resource position in a given year. For such purpose it also serves as sectoral programming at macro level and project planning and financing at micro level. The allocations in the ADP usually follow the plan priorities for the classified sectors. ADP is the short-term tool to make Five Year Plan operational. It provides the budgeting mechanism which allocates both local and aid funds to individual projects in the coming fiscal year. The formulation of the ADP, on the other hand, follows the annual meetings of the Aid Consortium. The indications given at these deliberations of the amount of external assistance that would be available for a fiscal year help to determine the size of the development budget for the year. The donors also indicate activities they wish to fund. These deliberations thus contain the elements of the donors influence on the direction and structure of the development program. At the outset of the process, the resource committee estimates the total size of the ADP for the next fiscal year. The committee, chaired by the Finance Minister, comprises representatives of the External Resource Division, the Internal Resources Division, and the Finance Division of the Ministry of Finance; the General Economic Division and the Programming Division of Planning Commission; and the Governor of the Bangladesh Bank. Following the

estimated size of the ADP, a Planning Commission Committee consisting of Planning Commission Members and Division Chiefs chaired by the Planning Minister clears the sectoral allocations suggested by the Programming Division, and sends them to administrative ministries. Each ministry's request for ADP allocation is based on the list of prioritized development activities that the line agencies consider the needed to fulfill Five Year Development Plan targets for the given year. In fact the lists of on going and new projects are no more than what the agencies and the ministries think the donors would be interested in funding. The Planning Cells of ministries cautiously vet project lists prepared by agencies, though they have constrained by limited staff resources and inadequate planning skills. The project lists received and modified as considered appropriate by the Sectoral Programming Committees submit to Planning Commission's Programming Division, which puts them together to compile ADP. The size of the ADP and its sectoral allocations are finalized by the extended meeting of Planning Commission, Chaired by the Prime Minister. The National Economic Council (NEC) generally approves the finalized ADP with a little change, if any.

7.7. Success of any development plan/programs/project depends on its proper implementation, monitoring and evaluation. Plan should be flexible in nature so that plan projections may be adjusted/revised as and when needed and on actual performance. In our country in respect of public sector, ADP works as an operational plan document of the Five Year Plan. The implementation of the major part of the plan i.e. public sector part is largely dependent on the policies and implementation/performance of projects included in the ADP's of the concerned plan. Implementation is the most critical part of a plan/project cycle, as realities and contingencies determine it. Efficient implementation of a project depends on the steps that feasibility study; appraisal of project and acceptance by development partner (for aided project); approval of projects and assigning responsibility of implementation to an agency; setting up of project office (where applicable); appointment of consultants (where applicable); allocation and release of fund; land acquisition (where applicable); procurement of goods and services; execution of projects; evaluation of completed and impact evaluation<sup>49</sup>.

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<sup>49</sup> M. Nuruddin, op.cit., p. 16.

## PART - B : Monitoring and Evaluation.

8. **Introduction.** Monitoring and Evaluation is described in the context of a plan, programs, projects and activities. A plan consists of programs and projects that have clearly defined objectives sought for through the provision of sets of inputs. The results of a project through the provision of inputs are categorized into outputs, effects, and impact. Outputs are initial results and refer to physical outcomes and measurement of services provided. Effects are direct and immediate consequences of outputs; and Impact refers to the lasting effects on the target beneficiaries and the ultimate results in the community at large. The Organization for European Co-operation and Development (The OECD) defines monitoring and evaluation as follows:

a. Monitoring is a continuous function that uses the systematic collection of data on specified indicators to provide management and the main stakeholders of an ongoing development intervention with indications of the extent of progress and achievement of objectives and progress in the use of allocated funds.

b. Evaluation is the systematic and objective assessment of an ongoing or completed project, program, or policy, including its design, implementation, and results. The aim is to determine the relevance and fulfillment of objectives, development efficiency, effectiveness, impact, and sustainability. An evaluation should provide information that is credible and useful, enabling the in-corporation of lessons learned into the decision making process of both recipients and donors.

In juxtaposing these two definitions, it is immediately evident that they are distinct yet complementary. Monitoring gives information on *where* a policy, program, or project is at any given time relative to respective targets and outcomes. It is descriptive in intent. Evaluation gives evidence of *why* targets and outcomes are or are not being achieved. It seeks to address issues of causality. Of particular emphasis here is the expansion of the traditional monitoring and evaluation function to focus explicitly on outcomes and impacts. Evaluation is a complement to monitoring in that when a monitoring system sends signals that the efforts are going off track then good evaluative information can help clarify the realities and trends noted with the monitoring system.



8.1. **Monitoring.** It is a continuous internal management activity whose purpose is to ensure the programmed achieves its defined objectives and targets within a prescribed timeframe and budget. Monitoring involves the provision of regular feedback on the progress of program implementation, and the problems faced during implementation. Monitoring consists of operational and administrative activities that track resource acquisition and allocation, production or the delivery of services, and cost records<sup>50</sup>. It is an essential management tool that helps to improve the efficiency of an ongoing project and the selection and design of future projects. Its primary objective is to provide the right people with the right information in the right details and at the right time and frequency. The main purpose of monitoring is to indicate as early as possible any shortcoming with regard to delivery of inputs, execution of activities on production of outputs in order that corrective measures can be undertaken in time. Projects, which do not have an effective monitoring system, are more likely to suffer delays and cost overruns<sup>51</sup>. Monitoring is basically concerned with the process of routine periodic measurement of project inputs activities and outputs, undertaken during the project implementation and operation. It is primarily restricted to watching and overseeing and does not question the project objectives. Monitoring can also be conducted according to the three distinct phases of a project, namely Implementation, Operation and Review. Implementation Monitoring is a process of setting up material provisions for the project. The main purposes of information gathering are to determine what is happening; how it compares with the current plan, and what needs to be done next? On the other hand Operational Monitoring is a process of operating the material facilities provided by the project in order to determine whether the project is operated according to plan and discover the reasons for deviations. Review Monitoring is a process of extracting lessons for the future from information about the project. This is conducted for two major purposes i.e. to facilitate revision of the current plan and to provide information to decision makers on whether the project has proved as valuable as anticipated at the appraisal stage, together with indications of the factors contributing to its success or failure. The information thus generated will be useful in contributing to the general conceptual background as to what is likely to make a good project; and making specific decisions regarding the expansion or closure of the current project.

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<sup>50</sup> Valadez Joseph and Michael Bamberger (ed.), op.cit., p. 12

<sup>51</sup> Nasim Banu, op.cit., p. 1.

8.1.1. It is currently being emphasized to have effective monitoring system for the development projects targeted to the disadvantaged, which is termed "Qualitative Monitoring". The potentiality of qualitative monitoring has not been fully realized by the managers and planners in the past. The techniques were underused. With the growing concern for assessing improvement in the real life situation of the target people, the concept of qualitative monitoring is now being widely used. Added to this, innovation of new participatory techniques for data collection has contributed further strengthening of the concept. It is qualitative monitoring that qualitative and not the quantitative indicators are used, when qualitative data/information, such as statements/words etc. are collected and when these are collected through people's participation, by empowering them, then we can say, qualitative monitoring helps digging out inner information to find out the truth. Qualitative monitoring can be extremely useful when the people need insights on reasons for unexpected reactions. Qualitative monitoring is flexible, respect human values and freedom and enables gender sensitive monitoring. To achieve expected results of the projects focusing people's development, mainstreaming qualitative monitoring in the project management is necessary. The managers, planners and the monitoring staff should be trained for reorientation of their mind towards participatory techniques, believing people's capacity to contribute and commitment for empowering people. Learning facilitation skills for doing qualitative monitoring is also very important for its success.

8.1.2. Management accounting procedures and financial reports play a major part in most information systems for management control: their relationship to other monitoring information must be recognized. Financial controllers need to be involved by project management in the design of the monitoring system. They and their staff need to be involved throughout both in financial and non-financial monitoring. Plans for financial monitoring also need to be thoroughly examined by management to see that the financial reporting system will like the rest of the monitoring arrangements provide the needed data when it is wanted. Accountancy units are sometimes as poor as other monitoring units in providing timely, well-presented data.<sup>52</sup> Staffing is another aspect of monitoring. The first step in monitoring project staffing is to check form administrative records where

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<sup>52</sup> Casley J. Dennis and Lury A. Denis, Monitoring and Evaluation of Agriculture and Rural Development Project, The Johns Hopkins University Press, 1985, p. 14.

the recruitment of project staff is proceeding according to the timetable. If specialist staff is not being recruited on time, or there have been delays in setting up officers in one or more areas, urgent action must be taken, and the timetables re-programmed. Managers, of course are the crucial elements. Progress of physical construction according to a predetermined critical path and measurement of input delivery against targets are other monitoring tasks. The choice of indicators is usually clear-cut. Project staff in the requisite professional disciplines such as engineering has to be responsible for these checks and inspections. Monitoring itself is part of the function of all members of the management team.

8.2. **Evaluation**. Evaluation is a process for determining systematically and objectively the relevance, efficiency, effectiveness and impact of activities in the light of their objectives. It is an organizational process for improving activities still in progress and for aiding management in future planning, programming and decision-making<sup>53</sup>. Whereas monitoring is carried out only during implementation but evaluation is carried out during implementation, at completion and after completion of a project. However evaluation will be more understandable discussing its stages as below:

- a. **Ongoing Evaluation during implementation** - is the analysis, during the implementation phase of an activity, of its continuing relevance, efficiency and effectiveness and present and likely future outputs, effects and impact. It can assist decision makers by providing information about any needed adjustment of objectives, policies, implementation strategies, or other elements of the project, as well as providing information for future planning. Ongoing evaluation examines whether the assumptions or hypotheses made during the project formulation/ appraisal stage are still valid, or whether adjustments are required to ensure that the overall project underlying the design may have been inappropriate; in other cases, unforeseen factors, external or internal, may necessitate re-examination of the assumptions; and, in still other activities, the objectives themselves may require redefinition or sharpening of focus in light of experience gained since the initiation of an activity.

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<sup>53</sup> The United Nations ACC Task Force on Rural Development and Evaluation, Panel on Monitoring Guiding Principles for the Design and use of Monitoring and Evaluation in Rural Development Projects and Programs, , December, 1984, p. 14.

- b. **Terminal Evaluation, at completion** - is undertaken from 6 to 12 months after project completion, either as a substitute for ex-post evaluation of projects with short gestation periods or before initiating a follow-up phase of the project.
  
- c. **Ex-post evaluation, after completion** - is undertaken at full project development, i.e., some years after project completion when full project benefits and impact are expected has been realized.

Evaluation is a different matter, and must include participants from outside the project management. In this context, evaluation of the project results and of project management performance includes evaluation of its monitoring performance<sup>54</sup>. Monitoring will still produce information, which needs to be carried forward for evaluation. Arrangements must be made to ensure that monitoring results of this kind are available to those engaged in evaluation; indeed, evaluators should have access to all monitoring data. The information obtained in the monitoring process will sometimes lead to adjustments in the targets for various project components and the resources allocated to meet them. Another common viewpoint is to look at monitoring on the basis of the project cycle. Monitoring and Evaluation in the project cycle help to improve the planning, implementation, operation and review of projects. A project cycle consists of identification, preparation, appraisal, implementation and completion. Broadly speaking, the first three phases i.e., identification, preparation and appraisal indicate the background and precede the actual project activities.

8.3. Monitoring and Evaluation is an essential part of development administration. One of the basic objectives of development administration is planned growth of the nation, which need good planning and project. Monitoring and evaluation is an essential and continuous part of the implementation of development planning and projects management. The monitoring function is a management responsibility and is one of the responsibilities of each member of the project staff. A monitoring unit assists in the operation of the monitoring system in the ways like identification with management of the targets for project implementation and the indicators to measure progress against these targets; collation, summarization and dissemination of the information flowing from the

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<sup>54</sup> Casley J. Dennis and Lury A Denis, op.cit, p. 11.

various agencies and staff engaged in implementing the projects; analysis of the administrative files and records that pertain to the project implementation; collection and analysis of data from beneficiaries that are needed to supplement the available records and reports; maintenance, in a retrievable format, of the various data series over time as an aid to later evaluation and preparation of reports that highlight the findings of the various analyses and, to the extent appropriate, present a range of logical options requiring decisions by management<sup>55</sup>.

9. **The Monitoring and Evaluation Framework**. It is argued that there are at least four different post-planning stages of a project that require monitoring and evaluation. These are:

a. **Implementation and the Input-Output Monitoring (IOM)**. This refers to the implementation or the input/output stage of a project, which is also the construction or the initial facility creation stage. This is also a stage when certain inputs are expected to produce certain outputs. The purpose of monitoring during input-output stage, which is termed as IOM is to ensure that the right inputs are made available at the right time and that these inputs produce the right outputs. In other words, IOM is a tool to ensure timeliness and quality during the implementation of a project.

b. **Project Completion and the Project Completion Report (PCR)**. This refers to the project completion stage or end of the gestation period of a project. Some donors (World Bank for example) see PCR as an elaborate post-evaluation exercise. In contrast, this conceptual model sees PCR mainly as a management exercise; a record-keeping exercise meant for the completion stage of a project to capture historical data on implementation experiences and to provide comparative information between planned and actual inputs, costs and outputs. In other words PCR is an instrument of learn about the final physical and financial layout of a project including the experiences.

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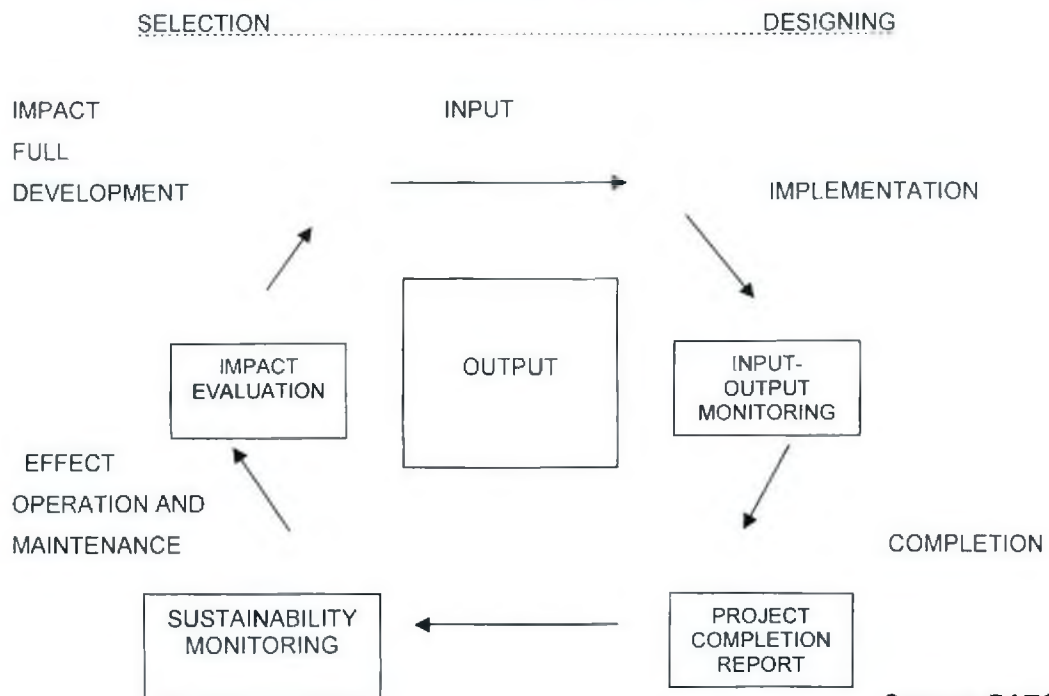
<sup>55</sup> Casley J. Dennis and Lury A Denis, op.cit, p. 18

c. **Operation and Maintenance and Sustainability Monitoring (SM)**. This involves the post-implementation operation and maintenance or the output/effect stage of a project. SM systems are established to see whether the outputs (the facilities developed) in a project are producing the desired effects (benefits); whether the facilities created are maintained (operation and maintenance); and finally, whether the facilities created are used. In other words, SM is a tool to assess physical, economic, social and institutional sustainability of a project.

d. **Full Development and Impact Evaluation (IE)**. This refers to the full development or the effect/impact stage of a project often relating to a situation where a project has been completed and sustained for at least four to five years. The main objectives of IE is to measure in a completed project, its intended and unintended (if any) outcomes; its contributions to sectoral and macro-economic objectives; and indeed its overall impact on the project area and its beneficiaries. The IE is also an important tool to test the hypothesis of a project.

9.1. Monitoring and evaluation is conceptualized as a set of activities occurring at four stages (described above) of a project, from implementation to completion and to operation/ maintenance of full development, which is shown in the following chart:

**Chart No. 3 : Cognitive Model of M and E**



Source: PATC, 1999.

10. **Approaches to Monitoring and Evaluation.** There are three different approaches to monitoring and evaluation that is largely known i.e. Bureaucratic, Academic and Pragmatic.

a. The Bureaucratic Approach is based on formats, and the emphasis is on compliance with these formats. It is clear what must be done, but the work can prove to be rather useless, a mere accumulation of formats that are not used, and from which nothing is actually learned<sup>56</sup>.

b. The Academic Approach emphasizes rigor and its strength is generally the precision of its findings. But often the work is not completed in time, and the delayed presentation of results greatly diminishes their usefulness.

c. The Pragmatic Approach stresses the fit between demand and supply of information, uses suitable techniques that allow the involvement of local professionals, and takes into account the characteristics of existing data. It also emphasizes the dissemination of findings and lessons learned, rather than merely producing reports. This is an approach that one does not often see<sup>57</sup>.

d. Besides these approaches, there is another approach to monitoring and evaluation which is known as Technocratic Approach that gives emphasis on expertise of the professionals.

11. **Indicators for Monitoring and Evaluation.** Indicators are needed to monitor progress with respect to inputs, activities, outputs, outcomes, and goals. So indicators should be developed for all levels of the monitoring and evaluation system. Progress needs to be monitored at all levels of the system to provide feedback on areas of success and areas in which improvement may be required. Indicator development is a core activity in building a monitoring and evaluation system. It drives all subsequent data collection, analysis, and reporting. There are also important political and methodological considerations involved in creating good, effective indicators. Setting indicators to measure progress regarding inputs, activities, outputs, outcomes, and goals is important in providing

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<sup>56</sup> Osvaldo, N. Feinstin, Learning from Monitoring and Evaluation, Operation Evaluation Department (OED), World Bank, New Delhi, June, 8-10, 2000, p. 2.

<sup>57</sup> Ibid., p. 3.

necessary feedback to the management system. It helps managers to identify those parts of an organization or government that may, or may not, be achieving project results as planned. By measuring performance indicators on a regular, determined basis, managers and decision makers can find out whether projects, programs, and policies are on track, off track, or even doing better than expected against the targets set for performance. This provides an opportunity to make adjustments, correct course, and gain valuable institutional and project, program, or policy experience and knowledge. Ultimately, of course, it increases the likelihood of achieving the desired outcomes. Selecting good performance indicators is essentially a set of criteria to aid in developing indicators for a specific project, program, or policy. Performance indicators should be clear, relevant, economic, adequate, and monitor-able which is called CREAM<sup>58</sup>. Performance indicators are measured for project impacts, outcomes, outputs, and inputs that are monitored during project implementation to assess progress toward project objectives. They are also used later to evaluate a project's success. Indicators organize information in a way that clarifies the relationships between a project's impacts, outcomes, outputs, and inputs and help to identify problems along the way that can impede the achievement of project objectives. After implementation is completed, the achievement of project objectives is assessed using measurable indicators - the outcome and impact indicators developed during project design - that compare the project's actual impact with its intended impact. The use of indicators removes subjectivity from evaluations, giving them a more objective basis. Project planning starts by defining objectives that reflect a project's desired development impact; these objectives may be hierarchically arranged but they have to be defined in terms of the measurable targets on which performance indicators will be based. After implementation is completed, the achievement of project objectives is assessed using measurable indicators - the outcome and impact indicators developed during project design that compare the projects actual impact with its intended impact. Indicators of sector performance can be both derived from and used in the analysis done as part of economic and sector work and used later to inform project development, project impact monitoring, and sector monitoring. Besides providing a framework for evaluating sector performance, sector-specific performance indicators can help policymakers and task managers to select project strategies, and to create a framework for monitoring project

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<sup>58</sup> Sontheimer Ellen Leigh, Performance Monitoring Indicators Handbook: World Bank Technical Paper No. 334, The World Bank, Washington, D.C, 1996, p. 1.



activities. Sectoral indicators obtained from sector work or from generally available sector data, are especially useful during project identification and appraisal to clarify project objectives and later to assess impact. Three general principles should guide the selection of performance indicators. Indicators must be meaningful and relevant, a reliable system for collecting the requisite data must be developed in a timely fashion, and the borrower's and the borrower's institutional capacity for using a monitoring and evaluation system - and its willingness to do so must be taken into account. These general principles imply the following considerations:

- a. Relevance - the indicators selected must be relevant to the basic sectoral development objectives of the project and if possible, to overall country objectives.
- b. Selectivity - the indicators chosen for monitoring purposes should be few and meaningful. It should not be more than a dozen indicators, at least half of them will be impact indicators that explicitly measure project impact against each major development objective.
- c. Practicality of indicators, borrower ownership, and data collection - performance indicators should be selected jointly (donor local/foreign and project beneficiaries) to meaningfully reflect a project's objectives. The data required to compile the key indicators must be easily available; if collecting the data will require a special effort; this need should be identified early in the project cycle and included in the project design. Data collection efforts can then be programmed directly into project implementation or contracted to institutions that do survey work at the sectoral, regional, or national level.
- d. Intermediate and leading indicators - in the absence of more definite impact indicators, early pointers of development impact may be used during project implementation to indicate progress toward achieving project objectives. In many cases outcome indicators together with indicators of risk factors can serve as suitable intermediate or leading indicators of impact.

e. Quantitative and qualitative indicators - to the extent possible, performance indicators should allow for quantitative measurement of development impact. For some project objectives it may be necessary to develop qualitative indicators to measure success, which should still allow credible and dispassionate monitoring. Performance indicators must be based on the unique objectives of individual projects. But any set of performance indicators should also be based on an underlying logical framework that links project objectives with project components and their respective inputs, activities, and outputs at different implementation stages. The framework is objective-driven, since any action under a project should be aimed at achieving its objectives. Given the project's development objectives, the best mixes of outputs to achieve these objectives and components that will yield these outputs are derived.

11.1. **Types of Indicators.** There are also various types of indicators used in project evaluation system. These are:

a. Results Indicators - measure project results relative to project objective. Results are measured at the level determined by a project's objectives.

b. Input Indicators - measure the quantity and sometimes the quality of resources provided for project activities. Depending on the project, these can include funding, human resources, training, equipment, materials, and supplies.

c. Output Indicators - measure the quantity and sometimes the quality of the goods or services created or provided through the use of inputs.

d. Outcome and Impact Indicators - measure the quantity and quality of the results achieved through the provision of project goods and services.

e. Relevance Indicators - some projects have intended impacts on higher-order objectives that are not captured by direct outcome indicators. For instance, some projects have national or sectoral objectives, and for them impact must be measured at those levels. Projects may also have unintended - often negative -

impacts. Relevance Indicators measure trends in the wider policy problems that project impacts are expected to influence.

f. Efficacy Indicators - show how well the results at one level of project implementation have been translated into results at the next level: the efficiency of inputs, effectiveness of project outputs, and sustainability of project impact. They measure a project's efficacy in achieving its objectives, rather than its results.

g. Accountability Indicators - usually represent the ratio of inputs needed per unit of output produced which is the central focus of many projects and financial auditing, can be considered a subset of efficiency indicators. They measure the extent to which resources are available for and appropriately applied to the activities for which they were targeted.

h. Effectiveness Indicators - usually represent the ratio of outputs or the resources used to produce the outputs per unit of project outcome or impact, or the degree to which outputs affect outcomes and impacts.

i. Sustainability Indicators - represent the persistence of project benefits over time, particularly after project funding ends.

11.2. **Usefulness of Indicators.** Performance monitoring involves periodically measuring a project's progress toward explicit short- and long-term objectives and giving feedback on the results to decision makers who can use the information in various ways to improve performance. However indicators are essential and useful for:

a. Strategic Planning - is the process by which strategy of any program or activity is analyzed and decided on. It means examining problems, opportunities, constraints, resources and abilities and taking decision on general priorities and courses of action. Strategic planning clarifies the focus and establishes the framework for a program or project. Thus performance indicators help to clarify the objectives and logic of the program.

- b. Performance Accounting - performance indicators can help uniform resource allocation decisions if they are used to direct resources to the most successful activities and thereby promote the most efficient use of resources.
- c. Forecasting and Early Warning during Program Implementation - measuring progress against indicators may point toward future performance, providing feedback that can be used for planning, identifying areas needing improvement, and suggesting what can be done.
- d. Measuring Program Results - good performance indicators measure what a program has achieved relative to its objectives, not just what it has completed, thus they promote accountability.
- e. Program Marketing and Public Relations - performance indicators can be used to demonstrate program results to satisfy an external audience. Performance data can be used to communicate the value of a program or project to elected officials and the public.
- f. Benchmarking - performance indicators can generate data against which to measure other projects or programs. They also provide a way to improve programs by learning from success, identifying good performers, and learning from their experience to improve the performance of others.
- g. Quality Management - performance indicators can be used to measure customer (beneficiary) satisfaction, and thereby assess whether and how the program is improving their lives.

Indicators of sector performance can be both derived from and used in the analysis done as part of economic and sector work and used later to inform project development, project impact monitoring, and sector monitoring. Besides providing a framework for evaluating sector performance, sector-specific performance indicators can help policymakers, leading strategy, select project strategies, and create a framework for monitoring project activities. In the end performance monitoring indicators and the

feedback they provide are only as good as the underlying analysis (economic and financial analysis, economic and sector work, social and environmental assessment) supporting the project design, and the data to be assessed over time. The logical framework approach to project formulation is only a structure for project design and evaluation, not the full extent of project design or evaluation. Together, the analysis, the logical frame work, and the indicators from a system for continuous analysis and a holistic approach to project design, monitoring, and evaluation.

11.3. Project management requires a comprehensive system for decisions on day-to-day management, quick reaction to change in external conditions and mid-term and long term policy orientations. This requires the specification of variables or indicators to verify and / or measure the changes in a given situation. The design of monitoring system is, therefore, basically concerned with the selection of appropriate input, output, effect and impact information, or indicators of these, and their measurement and transmittal in the right form, to the right place, at the right time and with the right frequency. Good indicator for the purpose should be valid, reliable, relevant, sensitive, specific, cost effective, and timely. Choice of appropriate indicator requires experience and skill and a thorough understanding of information needs of management at various levels, and the knowledge of how to best obtain the data for the indicators and of the limits imposed by both cost and technique. Indicators should focus on the most significant and related issues. The indicators and the corresponding information requirement should be periodically reviewed to take into account the quality of data. However, a complete monitoring system includes the classes of indicators that are: (a) Operation and performance indicators for the control of inputs (i.e. resources) activities achievement and efficiency in terms of time, quality and cost. (b) Indicators of external conditions for the control of factor that project management cannot control but whose variation may create a need for immediate corrections to the project plan i.e. planned activities inputs and / or budget and (c) Impact indicators for longer term control of direct indirect unplanned, expected, unexpected efforts of the projects on all aspects of the economic, social and physical environment.

12. **Monitoring and Evaluation Plan**. A monitoring and evaluation plan is a description of management's needs for information about a project or program. Monitoring is an important part of project implementation. A strong monitoring system can

help identification of constraints of project implementation and help in making the project success<sup>59</sup>. There are two views existing in field of monitoring and evaluation namely traditional view and current view.

12.1. **Traditional view.** Traditionally, monitoring and evaluation has been viewed as separate and discrete activities, to spell not a line demarcating one from the other; such views are monitoring and evaluation are clearly defined and distinct activities; monitoring is the regular collecting of information on inputs and outputs and evaluation takes place once or twice in a project's life. They consider both monitoring and evaluation as elements of a single "management information system" to effectively manage a project or program toward the achievement of intended development results. In practice, the terms monitoring and evaluation are kept separate for three pragmatic reasons that are managers have less control over results at the purpose and goal levels than they have over project activities; the types of data and analysis needed for evaluation require particular efforts and skills and tracking the diverse activities and requirements involved in implementation usually goes on all the time, whereas tracking results usually goes on more periodically. The data needed to review progress, an achievement of results may require regular data collection, such as multi-round sample surveys carried out once or twice a year over the life of a project, or a series of case studies over time.

12.2. **Current View.** The current views<sup>60</sup> regarding monitoring and evaluation are:

- a. Well - planned information system for a project or program permits the most efficient use of resources for meeting management's information needs.
- b. The information needs of managers require the collection of information on purpose and goal level achievements as well as on inputs and outputs.
- c. Ongoing review of administrative data should be an integral part of effective project.

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<sup>59</sup> Mohammad Ismail, op.cit., p. 107.

<sup>60</sup> Mohammad Ismail, op.cit., p. 109.

- d. Management should be supplemented by special studies and periodic evaluation as needed.
- e. Evaluation challenges design but monitoring accepts design as given.
- f. Evaluation draws conclusions and makes judgment but monitoring measures progress.
- g. Evaluation focuses on relevance but monitoring focuses on compliance.
- h. Evaluation is conducted at intervals for decision-making but monitoring is process.

13. **Result-Based Monitoring and Evaluation (RBME) System.** The traditional implementation approach focuses on monitoring and assessing how well a project, program, or policy is being executed, and it often links the implementation to a particular unit of responsibility. However, this approach does not provide policymakers, managers, and stakeholders with an understanding of the success or failure of that project, program, or policy. Whereas results-based monitoring is a continuous process of collecting and analyzing information to compare how well a project, program, or policy is being implemented against expected results. On the other hand results-based evaluation is an assessment of plant, ongoing or completed intervention to determine its relevance, efficiency, effectiveness, impact and sustainability. All together RBME systems are designed to address the fact that outputs have been generated and the activities that have taken place. It provides feedback on the actual outcomes and goals of government actions. RBME system is a modern concept. It can be a powerful public management instrument in helping them measure performance and track progress in achieving desired goals. There is tremendous power in measuring performance. The ancient Egyptians regularly monitored their country's outputs in grain and livestock production more than 5,000 years ago. In this sense, monitoring and evaluation is certainly not a new phenomenon. Modern governments, too, have engaged in some form of traditional monitoring and evaluation. They have sought to track over time their expenditures, revenues, staffing levels, resources, program and project activities, goods and services

produced, and so forth. Every government needs the three-legged stool of good human resource systems, financial systems, and accountability systems. But they also need good feedback systems. RBME system is essentially a special public management tool governments can use to measure and evaluate outcomes, and then feed this information back into the ongoing processes of governing and decision making.

13.1. The roles of RBME are monitoring clarifies program objectives. It links activities and their resources to objectives, translates objectives into performance indicators and sets targets. Routinely collects data on these indicators, compares actual results with targets. Reports progress to managers and alert them to problems. On the other hand evaluation analyzes why intended results were or were not achieved and assesses specific causal contributions of activities to results. RBME examines implementation process, explores unintended results and provides lessons, highlights significant accomplishment or program potential, and offers recommendations for improvement. There are many and growing applications for RMBE. As the needs for accountability and demonstrable results have grown, so have the uses and applications for RBME systems. Project, Program, and Policy applications RBME systems have been successfully designed and used to monitor and evaluate at all levels—project, program, and policy. Information and data can be collected and analyzed at any and all levels to provide feedback at many points in time. In this way, the information can be used to better inform key decision makers, the general public, and other stakeholders.

14. **Process linkage between Monitoring and Evaluation.** Monitoring deals with project information about the project. Evaluation, on the other hand, is concerned with the analysis and interpretation of the information collected by monitoring. Monitoring refers to the process of establishing whether the aims of the project are being achieved and what factors are contributing for the results. From a project management perspective, desired development is achieved by providing the needed resources (inputs), for doing the appropriate activities, in producing the desired output which create certain effects that consequently create certain impact on the targeted beneficiaries<sup>61</sup>. An essential link between monitoring and improved project management is the related activity of

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<sup>61</sup> CIRDAP, Comprehensive Population and Family Planning Activities in IRD, May, 1992, p. 10.



evaluation to which monitoring is intended to contribute. Evaluation involves the comparison of actual project operation, performance, and impact with those originally specified or planned. It can also attempt to determine causal relationships between project inputs and outputs and the influence of external constraint/support factors on project performance and outputs. On going evaluation is the analysis, by project management, of monitored information on a continuing basis, with a view to enabling it where necessary to adjust or redefine policies, objectives, institutional arrangements and resources affecting the project during implementation. In some cases, the difference between monitoring and on-going evaluation is blurred, for example, formal "reporting" can involve both activities. To avoid confusion, they should be considered as separate concepts. Together, however, they comprise a vital tool for assisting project management decision-making. It should be noted that monitoring and on-going evaluation do not themselves comprise the decision-making process, rather they serve as inputs to guide project management and improve its decision-making performance. Ex-post evaluation also uses monitored information to assess project operation, performance and impact, at a given stage (usually end of project) and assist the future planning of projects.

15. **Difference between Monitoring and Evaluation.** A common perception is that monitoring and evaluation are inseparable as indicated by the ubiquitous abbreviation, "M&E". But there are clear distinctions in their roles. It is observed that monitoring is not successful unless distinguished from evaluation. Only then it will play its proper role as a management tool within the project's management information system. Monitoring arrangements must be regarded as part of general management, and be estimated for and funded accordingly. Leading managers conclude that its main function is to provide information to outsiders, with little or no commitment to the project. This will not happen if monitoring is viewed as a management function, under the control of managers, designed to meet their information needs, and working to an agreed timetable, with given resources. In general, independent consultants should be considered only for the monitoring functions that are advice on general design of the monitoring system at project preparation stage; survey methodology and training. However, Monitoring and Evaluation are closely related. Monitoring is an integral part of evaluation. It provides correct information for project management and also basis for on-going and ex-post evaluation.

Evaluation is a part of continuing management process consisting of planning, implementation and evaluation. It is the link between implementation and planning.

Monitoring and Evaluation are needed for better management of policies, programs and projects though there are some basic functional such as:

- a. Monitoring is desired to appraise operations in order to determine compliance with management controls and regulations. Evaluation may be defined as an analysis and comparison of progress versus prior plans, oriented towards improving plans for future implementation.
- b. Monitoring is focused on tracking evidence of movement towards the achievement of specific pre-determined targets. On the other hand evaluation takes a broader view of an intervention, considering not only in progress toward stated goals, but the logic of the initiative as well as its consequences.
- c. Monitoring is continuous which starts and ends with a program whereas Evaluation is one shot operation; at a point of time (usually at completion or mid way of program).
- d. Monitoring is required for immediate use and mid-course correction but Evaluation is used for future planning.
- e. Monitoring is done by implementing personnel, Evaluation is usually done by outside agency.
- f. Monitoring is quick but covers all units, Evaluation is in-depth study covers a sample.
- g. Monitoring is a correcting/managing process whereas Evaluation is a learning process.
- h. Monitoring is symptomatic, early warning system but Evaluation is diagnostic.

- i. Specific expertise is not necessary in Monitoring but Evaluation is an expertise job;
- j. Monitoring compares with given basic data whereas Evaluation discusses in detail;
- k. Monitoring may warrant diagnostic study but Evaluation may lead to change plan.

16. **Significance and Usefulness of Monitoring and Evaluation.** It is a relative recent concept to the development planning and developed management. There is a growing understanding both among the donors and developing countries of the importance of monitoring and evaluation system as a tool for effective, objectives-oriented management of development projects. Monitoring and Evaluation activities provide the means for development planners and decision-makers to monitor the progress of development activities during implementation and remain alert in case of shortfalls or deviations, for early corrective action; to ascertain systematically and objectively the relevance, efficiency and effectiveness of development activities and their impact of the intended beneficiaries and to understand lessons for future developments planning i.e. for better formulation and implementation of projects.

There are some practical applications of monitoring and evaluation studies. Economic Development Institute of The World Bank has listed such applications at each stage of the project cycle which are as under:

- a. **Project identification and preparation.** A prospective evaluation draws lessons from earlier projects to identify the kinds of projects most and least likely to succeed. Availability assessment assesses whether the project is likely to produce measurable results that can be evaluated.
- b. **Project appraisal, selection, and negotiation.** Appraisal identifies projects most likely to achieve national and sectoral objectives; and ensures that projects are environmentally and socially sound, and that they are likely to be sustainable.

c. **Project planning and design.** Rapid diagnostic studies and beneficiary assessment assess the social soundness of projects and anticipate how different target groups are likely to respond.

d. **Project implementation.** Input-output studies provide regular feedback indicating whether resources are being used correctly and whether the intended outputs are being achieved. Delays, cost overruns, or other problems can be rapidly identified. Diagnostic studies provide rapid feedback on the causes and possible solutions of problems that is identified.

e. **Evaluation of project implementation and transition to operations.** Project completion reports assess the overall design and implementation of the project, providing guidance on how to improve the design of future projects. The assessment of institutional arrangements helps improve the operational phase of the project. Cost-effectiveness studies assess the most economical ways to deliver the intended services.

f. **Management of project operations.** Sustainability assessment studies monitor the factors affecting the ability of the project to continue delivering the planned services and benefits to the intended beneficiary groups and identify and correct factors inhibiting the project's sustainability.

g. **New project identification.** Impact or summative evaluations assess how well the project has achieved its intended benefits and impacts and identify factors affecting their achievement. Conclusions contribute to the selection and design of new projects.

17. **Application of Monitoring and Evaluation at National Level.** At the national level agencies like central banks, planning, program implementation, finance, audit bureau, and line ministries normally generate and use monitoring and evaluation data. They are linked to a multitude of regional, local, and project-level organizations.

A central agency normally Ministry of Planning is usually responsible for defining and coordinating the national monitoring and evaluation strategy. Central planning agencies have the task of preparing long-term national development plans and consequently are interested in studies that assess the overall performance of the economy and the achievement of national development objectives. In some countries the Ministry of Planning may also have to design and supervise the national monitoring and evaluation system, whereas in others it may be more concerned with evaluation project impacts. Central agency like Ministry of Planning, Ministry of Plan or Program Implementation, or Ministry of Finance is also responsible for implementing and coordinating the monitoring of development projects. Many countries have established a special project implementation ministry or agency devoted to increasing the efficiency of project implementation. This agency is responsible for monitoring all major national investment projects and may also monitor programs initiated by the President or Prime Minister.<sup>62</sup> In the case of evaluation there should be a central agency responsible for implementing and coordinating the evaluation of development projects and programs. This agency is normally the Ministry of Planning.

A central agency should be responsible for monitoring the use of resources and aid disbursements, assessing capacity of agencies to implement projects, and defining future resource allocation. This is usually Ministry of Finance. A primary concern of Ministry of Finance is to monitor the flows of foreign aid and to ensure that the maximum amount of approved funds is actually disbursed. The disbursement of approved foreign aid is greatly affected by the speed of project implementation, and consequently Ministry of Finance normally develops a system to monitor project implementation performance and the effects of implementation delays on the schedule of foreign aid disbursements. In countries where project-monitoring systems are well established, Ministry of Finance only monitors financial flows and develops a project monitoring system with a much broader base tend to focus on the physical implementation of projects since these are the components financed by foreign aid.

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<sup>62</sup> Valadez Joseph and Bamberger Michael, ed., *op.cit.*, p. 56.

One or more agencies should be responsible for ensuring accountability to donors and to the national legislature and executive for the use of project funds. This is normally Ministry of Planning working in tandem with the Auditor General. Most governments require the Auditor General or the Audit Bureau of Ministry of Finance to ensure that funds have been used correctly in the case of project expenditures through an independent audit. Traditionally, the audit function is limited to conventional financial auditing so as to ensure that all expenditures are subject to the appropriate administrative controls and corresponds to the line items indicated in the loan agreement or parliamentary authorization.

Most public investment projects are implemented through line ministries or state enterprises at the national or state (provincial) levels. Consequently, the line agency normally has the primary responsibility for implementing the project and for providing the monitoring information required by central government agencies and by international lending agencies. The range of monitoring responsibilities varies, depending on the resources available, but can cover the physical and financial implementation of all projects for which the ministry is responsible, the operation and sustainability of projects, projects impacts, and the sectoral impacts of large programs consisting of numerous separate projects. It may also be necessary to interact with consultants or central government agencies conducting more specialized or large-scale evaluation studies. A principal responsibility is to coordinate the monitoring of the donor-funded projects for which the agency is responsible. If the ministry does not have a strong central evaluation unit, donor agencies may request that special monitoring and evaluation units be created within each project. In sector where donor agencies are active, the ministry may have to coordinate the activities of large numbers of separate donor-sponsored monitoring and evaluation units.

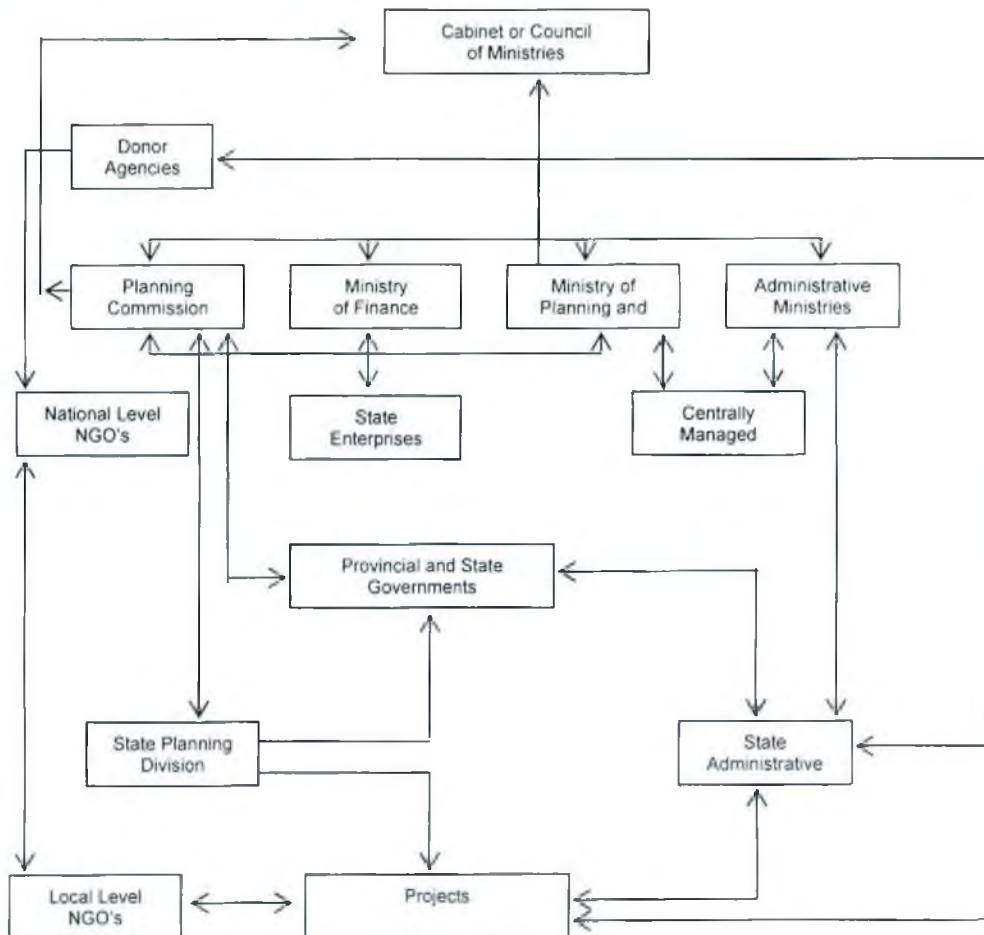
18. **Structure of a National Monitoring and Evaluation System.** Monitoring and evaluation systems can be classified according to their level of vertical integration and the range of monitoring and evaluation activities they carry out. There are three main levels of vertical integration i.e.

- a. Monitoring is only conducted at the project level, projects are monitored on an ad-hoc basis.

- b. Monitoring is conducted at both the project and the sectoral levels. There is some degree of standardization of procedures, the scope of the studies is often expanded, and the findings from different projects are synthesized to some degree.
- c. Monitoring and Evaluation are coordinated through a central monitoring and evaluation agency. This agency develops standardized reporting formats that line agencies are required to complete, is responsible for summarizing the status of all major ongoing projects to the Cabinet or Prime Minister's office, and has some responsibility for detecting and helping resolve problems affecting the implementation of projects.
- d. Besides three levels, fourth level must be introduced for federal systems where state or provincial planning agencies also have significant monitoring and evaluation functions.

The central coordination may also be divided between two or more agencies. The level of integration and complexity of the monitoring and evaluation system tends to be related to the size of the country, its level of economic development, and the numbers of projects supported by foreign aid, and its research experience and resources. In countries heavily dependent on foreign aid, monitoring usually begins at the project level. Once a significant number of projects are being monitored, a central monitoring unit, usually in the Ministry of Planning or Finance, may be created with primary responsibility for monitoring the use of foreign aid. The efficient planning and management of national development requires timely and accurate information on the progress of projects, the extent to which projects are achieving their objectives in a cost-effective and timely manner, and the contribution of individual projects to the achievement of sectoral and national development objectives. Much of this information can be obtained through a national monitoring and evaluation system that provides the information required by policymakers and managers at the national, sectoral, provincial/state, and local levels. However, the typical structure of a national monitoring and evaluation system is shown in the following chart:

**Chart No. 4 : Structure of a Typical National Monitoring and Evaluation System**



Source: Economic Development Institute of The World Bank.

19. **Monitoring and Evaluation Experience in South Asia.** Monitoring and evaluation as a discipline is a relative newcomer to the development field. Although monitoring is as old as management, evaluation began to emerge both at country level and in the UN system in the early 1950s. Since then, it has evolved slowly and unevenly. Interest and activities in developing monitoring and evaluation within the UN system varied considerably during the 1960s and 1970s. Evaluation efforts when undertaken - such as in connection with development projects or technical assistance activities - were limited in concept and scope they were concerned more with disbursement and delivery of physical inputs and outputs than with the nature of an impact on beneficiaries. In recent years, however, this has been changing. There is a growing understanding, both among the donors and developing countries, of the importance of monitoring and evaluation as a tool for effective, objectives-oriented management of development



projects and programs<sup>63</sup>. The rapid expansion of international development assistance in 1970s created a demand for systems of control and accountability by donors and as well as government agencies. During the past five to ten years most South Asian countries have developed new systems or strengthened existing systems for centralized monitoring and evaluation of development projects. The systems are intended to provide rapid feedback to policymakers, planners and managers on the performance and potential problems of development projects. Certain kinds of information are collected directly by the central agencies while others are obtained through coordination with monitoring and evaluation cells in line ministries, public enterprises and in some cases regional and local level agencies<sup>64</sup>. All of the major South Asian countries have established a Central Monitoring and Evaluation Agency responsible for monitoring all foreign aided and large nationally financed projects. Although the mandate of most central agencies includes evaluation, in practice the evaluation of project impacts receives much less attention than the monitoring of project implementation. While project-monitoring systems were established soon after the independence of country, the evolution of the systems has been very controversial. The present monitoring and evaluation system has been operating in Sri Lanka since 1986, India since 1985, Bangladesh since 1984, Nepal since 1986, and Pakistan since 1987. In order to understand the controversial history of central monitoring and evaluation systems and their constant reorganization, it is necessary to identify the main "stakeholders" involved in the design and use of monitoring and evaluation. At the national level the principal stakeholders are the highest level policymakers (cabinet, council of ministers, etc.), the national planning agency, the ministry of finance, the Prime Minister's office, the line Ministers and in some countries, Parliament. All of the South Asian countries have a considerable degree of central economic planning. Governments in South Asia seem to have had little discussion on beneficiary evaluation, in which the intended project beneficiaries play an active role in monitoring and evaluating project performance. However, beneficiary involvement in project planning and monitoring is implicit in recent decentralization legislation policies in a number of countries. The other key stakeholder is the international aid organizations who finance many of the major development projects. The donor agencies have

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<sup>63</sup> The United Nations ACC Task Force on Rural Development, op.cit., p. 7.

<sup>64</sup> Valadez Joseph and Bamberger Michael, ed., Monitoring and Evaluating Development Projects, The South Asian Experience, Economic Development Institute of The World Bank, The World Bank, Washington, D.C., November, 1989, p. 3.

continually urged governments to provide better information on the financial and physical progress of project implementation and in several countries, notably Bangladesh and Nepal, have played a major role in financing and structuring the central monitoring agencies. Donor agencies have frequently required that a monitoring and possibly evaluation component be built into projects they finance. In Bangladesh and Pakistan, the central monitoring agencies are under Planning Commission. In Nepal both the Ministry of Finance and Planning Commission have developed their own systems; in Sri Lanka, projects are monitored by the Ministry of Program Implementation; and in India, the Ministry of Program Implementation monitors projects; while social program are evaluated by Planning the Commission.

20. **Conclusion**. Monitoring and evaluation as a discipline is of relatively recent origin, although monitoring is as old as management. The monitoring and evaluation functions are related but distinct. Monitoring means gathering data, obtaining information during the implementation of a project and using that information to enable the project/program administration to assess progress if implementation of objectives; to take timely due decisions and corrective actions to ensure that progress and discipline is maintained according to a predetermined estimated schedule and completion is achieved within given resources, cost and time limits which is largely an internal project activity though corrective action may also demand higher-level decisions<sup>65</sup>. Therefore, Monitoring can be defined as a process of measuring, recording, collecting, processing and communicating information to assist project management in decision making. The process focuses on the operation, performance and impact of project. Project operation covers the tasks performed regularly or intermittently and required for the proper functioning of project. The purpose of project monitoring is, by the provision of relevant information, to assess whether tasks / activities are being carried out according to schedule; whether the intended outputs/results are being produced on the within the time and in cost effective manner and whether project benefits are reaching the intended population i.e. beneficiaries.

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<sup>65</sup> Md Giashuddin Ahmed., op.cit., p. 1.

Evaluation, on the other hand, in the accepted terminological contexts, assesses the overall project and their impact. Thus, it may be said that evaluation aims to determine whether the objectives of a project/program set in terms of expected cost, space and time, outputs, effects and impacts have been made. This leads to an assessment of the result achieved and the lessons to be drawn for future improvement in a later phase or in similar project elsewhere. Evaluation is the link between implementation and planning. It is apart of a 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. Evaluations are carried out to assist management in making appropriate and timely decisions resulting in improvements to their project; make better use of limited resources; and increase the knowledge of environment.

Monitoring and Evaluation can be conducted at local, regional, and national levels of government. So whether one thinks of monitoring and evaluation in relation to levels of administrative complexity (project to program to policy) or geographically, the applications are evident—though they need not be identical. Again, the specific indicators may necessarily be different, as the stakeholders' needs for information will also be different for each level of government. Good monitoring and evaluation systems are also a source of knowledge capital. They enable governments and organizations to develop a knowledge base of the types of projects, programs, and policies that are successful, and, more generally, what works, what does not, and why. Monitoring and Evaluation systems can also provide continuous feedback in the management process of monitoring and evaluating progress toward a given goal. In this context, they promote organizational learning. Monitoring and Evaluation systems can also aid in promoting greater transparency and accountability within organizations and governments. Beneficial spillover effects may also occur from shining a light on results. External and internal stakeholders will have a clearer sense of the status of projects, programs, and policies. The ability to demonstrate positive results can also help greater political and popular support.

Monitoring and Evaluation both, thus, are extremely valuable and effective tools for improving plan formulation and implementation; minimizing and if possible, eliminating time and cost over-runs; discovering organizational physical, financial, technical,

motivational and/or an administrative inadequacies with a view to removing these; and improving beneficiary satisfaction to the level of expected objectives and discipline. The importance of an adequate well-staffed and well-equipped implementation structure has been recognized all over the world. Management as application to a development activity involves systematic manipulation of the available resources optimally to achieve the desired result at least cost. Recent experiences of development management in most developing countries including Bangladesh suggest that there are growing gaps between what is planned and what is actually implemented and also between what has been intended as the outcome of planning and what has actually resulted. Bangladesh as a developing country continues to encounter gaps between planning and implementation, and in some cases where implementation is somewhat satisfactory, between planned impacts and actual results and with the long-term sustainability of those results. Several recent studies confirm that the governments often fail to sustain the projects, which are otherwise successfully implemented. These are concerns of gaps and discrepancies between planning and implementation and between implementation and sustainability. These have since been prompting the planners, the development managers and at times, the external funding agencies of projects to look for appropriate tools and techniques to enable establishment of suitable monitoring and evaluation methodology and feedback mechanisms to ensure timely and quality implementation, sustainability and to achieve desirable impacts of development projects. Some pre-requisites of successful project implementation are adequate formulation; sound project organization; proper implementation planning; advance action; timely availability of funds; judicious equipment tendering and procurement; better contract management and effective monitoring.

## CHAPTER - II

### THE ORGANIZATIONAL STRUCTURE AND FUNCTION OF IMED

1. **Introduction.** Implementation Monitoring and Evaluation Division is more commonly known by its acronym IMED. It is the central agency of monitoring and evaluation of the public sector development projects included in the Annual Development Program (ADP), a document prepared every year to attain the goal of the Five Year Plan. This organization was established for the purpose of monitoring the progress of development projects in January 1975<sup>66</sup>. After independence in 1971, development activities commenced in the country while the first five-year plan (1973-78) was formulated by the government. At the initial stage planned development, particularly aid disbursement suffered for lack of sufficient institutional arrangement and experience on the part of the officials involved in development activities. The absorption capacity of the country faced serious challenge and became vulnerable to doubts all around. Mr. Robert McNamara, the then President of The World Bank addressed a personal letter to the then President of Bangladesh requesting him to arrest the trend and to initiate urgent steps towards the reversal of the situation so that even flow of aid could be maintained. It is in the background of these facts that Government took some immediate steps including the creation of a Central Monitoring Organization - the Project Implementation Bureau (PIB) in February 1975<sup>67</sup> with a Chairman in the rank and status of a State Minister as head of Project Implementation Bureau. The chairman was given sufficient authority to run PIB as an independent organization under President Secretariat. Subsequently, it was gradually developed as a Division of the Government with wider scope of operation. In 1982 it was renamed as Implementation Monitoring and Evaluation Division. As a Division it became a self-contained administrative unit responsible for the conduct of business of the government in a distinct and specified sphere. Presently it is one of the three Divisions of the Ministry of Planning namely, Planning Division, IMED and Statistics Division.

1.1. The present chapter deals with the structure of Government of Bangladesh and IMED - its evolution, role, functions and personnel system and structure.

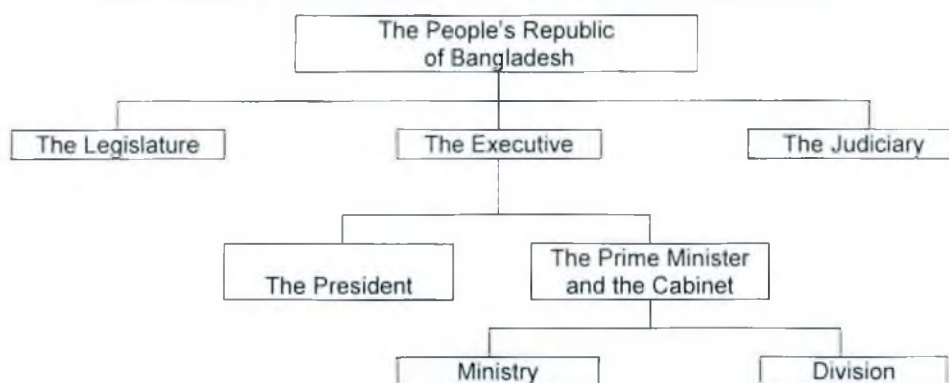
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<sup>66</sup> Ministry of Planning, Government of Bangladesh, IMED, An Introduction, February, 2000, p. 1.

<sup>67</sup> IMED, Ministry of Planning, Government of Bangladesh, Monitoring and Evaluation, The Bangladesh Experience, 1998, p. 4.

2. **The Government of Bangladesh and IMED.** Like other states, Bangladesh has also three organs i.e. The Legislature, The Executive and The Judiciary. The legislative branch of the government makes and passes the laws, take care of the interests of the people, resolve societal conflict and oversee the functioning of the executive branch. The judicial branch adjudicates disputes and the executive branch carries out the laws and policies. As per the constitution of the People’s Republic of Bangladesh President, Prime Minister and the Cabinet, Non-party Caretaker Government, Local Government, Defense Services and the Attorney General come under the executive branch. There is a unique provision of Caretaker Government in the constitution of Bangladesh for holding free and fair parliamentary election for the nation. This is an interim arrangement. Non-party Caretaker Government enters upon office only after parliament is dissolved till the dated on which a new Prime Minister enters upon office after the constitution of Parliament. The executive branch basically does policy formulation and planning; monitoring and evaluation of execution of plans; legislative measures; assisting the minister in the discharge of his responsibilities to the Parliament; personnel management of the government servants and such other matters as may be determined by the government. The ministry, division, attached department and subordinate office carry out these functions as per Rules of Business of Government of Bangladesh. Ministry means the division or group of divisions constituted. Division means self-contained administrative unit responsible for the conduct of business of the government in a distinct and specified sphere. Attached Department means the department, which has direct relation with ministry/division and Subordinate office means an office of the government, which has not been declared as attached department and normally does not deal directly with any ministry/division. However, the structure of Government of Bangladesh is as depicted below:

**Chart No. 1 : Structure of Government of Bangladesh**



Source: Cabinet Division, Government of Bangladesh

There are 54 ministries and divisions in Bangladesh. Implementation, Monitoring and Evaluation Division (IMED) is one of the divisions under Ministry of Planning. Ministry of Planning deals with the Five Year Plan, Annual Development Plan and involves with the process of project approval maintaining close co-ordination and taking assistance from various ministries/divisions/departments. IMED monitors the implementation of Annual Development Projects and advice to Planning Commission for necessary rectifications.

3. **Evolution of IMED.** The Project Implementation Bureau (PIB) when created in 1975 was under the administrative control of the President Secretariat. In October, 1975 the PIB was transferred to the Ministry of Planning. It was given the status of a separate Division of the Ministry of Planning in February, 1977. Later this Division was renamed as the Project Monitoring Division (PMB) and placed under the Chief Martial Law Administrators Secretariat in 1982.

In December 1983 it was again renamed as Implementation Monitoring and Evaluation Division (IMED) and this Division was placed under the Ministry of Planning in March 1984. Initially the organization was organized headed by a Chairman with four Directors and a number of Assistant Directors and Research officers along with other supporting staff. With the passage of time, the responsibilities and functions of the organization expanded and set-ups were subsequently strengthened in 1980 and 1982. Presently, IMED is located within the Ministry of Planning of the Government of Bangladesh and headed by a Secretary to the Government. There are five Director Generals and one Chief, responsible for five comprehensive public sectors and one unit respectively. Under each Director General, there are three or four Directors and under each Director there are three or four Deputy and Assistant Directors with necessary support staffs. The sub-sectors units headed by a Director are the main functional units of IMED. The Rules of Business, Government of The People's Republic of Bangladesh allocated the functions to IMED as monitoring and evaluating the implementation of development projects included in ADP; collection and compilation of project-wise data for preparing quarterly, annual and periodical progress reports for information of the Prime Minister, NEC, ECNEC, Ministries and others concerned; rendering such advisory or consultancy services to ministries/agencies concerned on implementation of projects as and when necessary; field inspection of projects for on-the-spot verification of implementation status and such other

coordination works as may be necessary for the removal of implementation problems, if any with the assistance of related ministries/agencies; submission of project inspection reports to the Prime Minister and Ministers concerned when attentions at such levels are considered necessary; Prime Minister may assign such other functions as to the Division from time to time<sup>68</sup>. There are some other functions of IMED in the light of development activities that are:

- a. monitoring and evaluation the implementation progress of ADP projects;
- b. data collection, compilation, analysis and preparation of suggestions in regards to the going ADP projects on quarterly, half yearly and yearly basis for the evaluation of Prime Minister, NEC, ECNEC and Minister In-charge of Planning;
- c. physical inspection of the projects, problem identification and preparation of recommendations for solving the identified problems to keep informed the concerned agencies; providing advisory assistance to the concerned ministries/agencies regarding projects implementation wherever it is necessary;
- d. inspection, data collection, compilation, analysis and preparation of monitoring reports of the implemented projects;
- e. data collection and preparation of reports regarding procurement of stores and selection of contractors and consultants of the projects for NEC/ECNEC;
- f. providing service/assistance to ECNEC level conference incases of project approval; providing service/assistance to Planning Commission for selection and fixing of priority of the projects of ADP, Quarterly Recurring Programs and Five Year Plan in nature;
- g. providing service / assistance to the Pro-ECNEC / inter ministerial, Departmental Project Evaluation Committee meeting and the Monthly Development Evaluation Conference of the various ministries; conducting special inspection and submission of inspection reports highlighting the irregularities and fixing the responsibilities as directed by the higher authority;
- h. data collection and preparation of reports regarding Project Director;

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<sup>68</sup> Cabinet Division, Government of Bangladesh, Rules of Business, 1996



- i. preparation of reports regarding transport and equipment of the implemented projects;
- j. preparation of extensive monitoring reports for ECNEC and Minister in-charge of Planning;
- k. submitting the reports to ECNEC stating implementation progress of their previous decisions and preparation of implementation reports of the projects on request of various ministries and authorities;
- l. discharging such other functions as assigned by the Prime Minister and Minister in-charge of Planning from time to time;
- m. especially monitoring and evaluation the undertaken work plan for women development and data collection, compilation and analysis in this aspect providing assistance to each and every meeting of Cabinet Committee of Procurement, giving advice to the various ministries regarding procurement on their demand;
- n. preparation of working papers for Parliamentary Standing Committee regarding Ministry of Planning and providing necessary service/assistance;
- o. discharging functions relating to monitoring and evaluation with monitoring and evaluation mission of development partners frequently on their demand;
- p. evaluating impacts of the implemented projects; and
- q. providing assistance to Planning Development Academy regarding training matters.

However, the prime function of IMED is to ensure timely and quality implementation of projects through regular monitoring and evaluation. The main objective of creation of the central monitoring organization was to assure the planners and policy makers of timely and quality implementation of the programs and projects including detection of any deviation from the planned path, suggesting remedies, highlighting problems and indicating remedial measures. Through monitoring, it points out to the project implementing ministries of the progress of implementation and problems, if any, relating to quality, time, and cost and planning discipline for taking remedial measures.

4. **Over view of IMED (Role, Functions and Personnel System).** IMED is authorized to monitor the public sector development projects undertaken during a fiscal year. Monitoring the development projects is a relatively new idea. Many developing countries undertook large number of projects under their development programs since the middle of the century. But no institution was created to monitor the implementation and evaluate the results of those development projects until recent years. Bangladesh experienced monitoring problems after independence and new institutions had built up. The primary responsibility of monitoring of projects rests with the sponsoring ministry/agency itself. Along with the officials of the executing agencies officers of the ministry, particularly in the development and /or planning wing, should undertake regular field visit to keep abreast of the progress of work and to help resolve bottlenecks of implementation. Monitoring by IMED in its present form cannot be all embracing. This Division has neither the resources, nor the time to look into the details of some 1200 projects being implemented annually. In fact IMED was initially conceived to monitor critical projects in order to expedite their execution, not to obviate sectoral responsibilities<sup>69</sup>. Some monitoring officers are posted in IMED. They are responsible for monitoring the ongoing projects. Each monitoring officer is assigned to the projects in a specific ministry and consequently, the workload of each monitoring officer can vary significantly at one time e.g. from 30 to more than 70 projects, many of which in multiple locations throughout Bangladesh. The Monitoring Officers, mainly Assistant Directors, Deputy Directors and Directors in IMED are responsible for the operational monitoring of projects and report directly to the appropriate higher authority. A Monitoring Officer shall typically attend monthly ADP review meetings organized by the line ministry in which his/her projects reside; prepare the Quarterly Progress Reports for data entry to the MIS on the basis of information received from the monthly ADP review meetings and the Project Directors in the executing agencies; prepare six-monthly inspection plans for the various projects under his/her control; and conduct project inspection visits and prepare inspection reports. It is one of the key responsibilities of IMED to visit the project sites, identify implementation problems, recommend remedial measures and inform the concerned authorities. This is achieved through performing inspection visits and producing inspection reports. There is a guideline in IMED, it should be given priority for inspection the types of projects with greatest allocations in the ADP;

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<sup>69</sup> Planning Commission, Ministry of Planning, Government of Bangladesh, The Fifth Five Year Plan, 1997-2002, Dhaka, March 1998, p. 197.

projects identified as high priority; projects with problems i.e. projects that could not achieve their quarterly targets; projects that are slow or behind schedule i.e. projects with progress less than the national average; and projects targeted for completion in the current year. According to the guideline a monitoring officer must complete some tasks before going for inspection that are: study the relevant project documents, (PP, latest progress report, previous inspection report, if any) of the projects planned for inspection; complete the relevant portion of the inspection report using the information collected from the project documents, implementation metrics and latest progress report; collect information regarding projects operating in different districts and different places within a district and include a plan for inspection visit to more than one site in a district and sites in nearby districts; collect information regarding findings and recommendations of previous inspections for the same projects and the implementation stats of the recommendations; review the latest status of the problems that the Project Director has communicated to higher authorities through different reports; be familiar with the procurement guidelines and rules, and regulations regarding appointment of manpower and land acquisition and notify the appropriate authority of the respective project about the objective, nature and requirements of the inspection. IMED officers perform monitoring activities in two main project areas i.e. the pre-project stage and monitoring during implementation.

4.1. **Pre-Project Stage.** Identification, formulation and appraisal of projects are undertaken at this stage. During pre-project stage IMED undertakes cost rationalization prior to submission of the project concept paper for approval; involves in the preparatory stage of ADP; represents in NEC / ECNEC / SPEC / DPEC / DSPEC; checks rationale of estimate of costs; checks reliability of implementation schedules; checks duplication overlaps, if any, with other projects; compares with experience of similar project(s) implementation schedules; and checks manpower size, reliability and also the suitability of institutional framework planned for implementation of the project<sup>70</sup>.

4.2. **Monitoring During Project Implementation.** This is to ensure that inputs, work schedules, identified outputs/targets and other actions are proceeding according to plan. The baseline of the progress monitoring is the Project Proforma (PP). Progress during implementation is monitored through:

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<sup>70</sup> Ibid., p. 199.

a. **Periodic Repots**, monthly progress report, quarterly progress report, quarterly procurement monitoring report and project completion report is discussed at the ADP review meeting.

b. **Field inspection**. On-site inspection of progress of implementation of projects is one of the basic responsibilities of IMED. All the officers of IMED visit project to identify problems/bottlenecks of the projects. In fact every month each sector officer inspects at least three projects grouped as project targeted for completion; high priority projects; sick projects; and other aided projects. Project targeted for completion during a financial year are generally inspected every quarter, high priority projects twice in a year and other aided/sick projects once in a year. Bottlenecks identified during inspection are conveyed through inspection reports to the concerned Project Director/Agency/Ministry for corrective action. Number of projects inspected by the monitoring officers and number of inspection of them in 2001-2002 fiscal year is shown in the following table:

**Table No. 1 : Projects Inspection During 2001 - 2002 Fiscal Year**

Sectors	Number of Project Inspected	Number of Inspections
Education and Social	125	236
Industries and Power	127	168
Agriculture and Rural Development	156	234
Total	408	638

Source: IMED

c. **Co-ordination/Review Meetings**. IMED officials hold Co-ordination /Review meetings with the ministries/divisions/agencies at appropriate levels and attempt to resolve problems/bottlenecks standing on the way of smooth implementation of projects. The unresolved problems are taken up by the Secretary/DGs to the concerned heads of ministries/divisions/agencies. Some problems are required to draw the attention of the Ministers. Problems of more intricate nature, which cannot otherwise be resolved, are placed before ECNEC/NEC for their decisions, which are followed up by IMED until those are implemented.

IMED is accountable to Prime Minister, NEC, ECNEC Minister in-charge of Planning Ministry and sometime to the Parliamentary Committee for its performance, activities and responsibilities. The Parliamentary Committee may call IMED in the committee meeting to brief them about project implementation status of on-going and completed projects and may ask any relevant information and the activities of IMED. However, IMED does its normal activities under the supervision of Planning Minister. IMED is also liable to provide information and data to Prime Minister at any time if required. IMED has some accountability to the Project Director (PD) and line ministries. Through sending monitoring forms regularly, field inspection and preparation of periodic reports and attending coordination/review meetings, IMED ensures its accountabilities to the PDs and line ministries. The PD and respective line ministry sometimes accuse IMED in the ministerial meeting if they do not monitor and evaluate development projects timely and rightly. Monitoring functions are performed at various levels i.e. the executing agencies, ministries, divisions, Planning Commission, ERD, IMED and ECNEC are all involved in the monitoring process of development programs/projects. IMED is involved in the entire life cycle of a project, pre-project appraisal, monitoring during implementation and ex-post evaluation<sup>71</sup>. Monitoring refers to the continuous surveillance of the implementation of an activity, which seeks to ensure that input deliveries, work schedule, targeted outputs and other required actions are proceeding according to the plan. It facilitates the taking of timely corrective actions by identifying the constraints, inadequacies of a sector or a spectrum of the public sector projects and adopts the same methodological approach for all sectors<sup>72</sup>. IMED monitors progress during implementation of projects through periodic reports/returns; field inspection and coordination/review meetings.

IMED estimates both financial and physical progress during implementation of projects. Financial progress is estimated on the basis of expenditure actually incurred as well as committed during a particular period under report and expressed in terms of percentage of both annual allocation as well as estimated project cost. Physical progress is also estimated as against annual physical target and total project and expressed in terms of percentage. In measuring physical progress, project management uses Weighted Average method suggested by IMED. Ministries/Division/Executing Agencies monitor progress

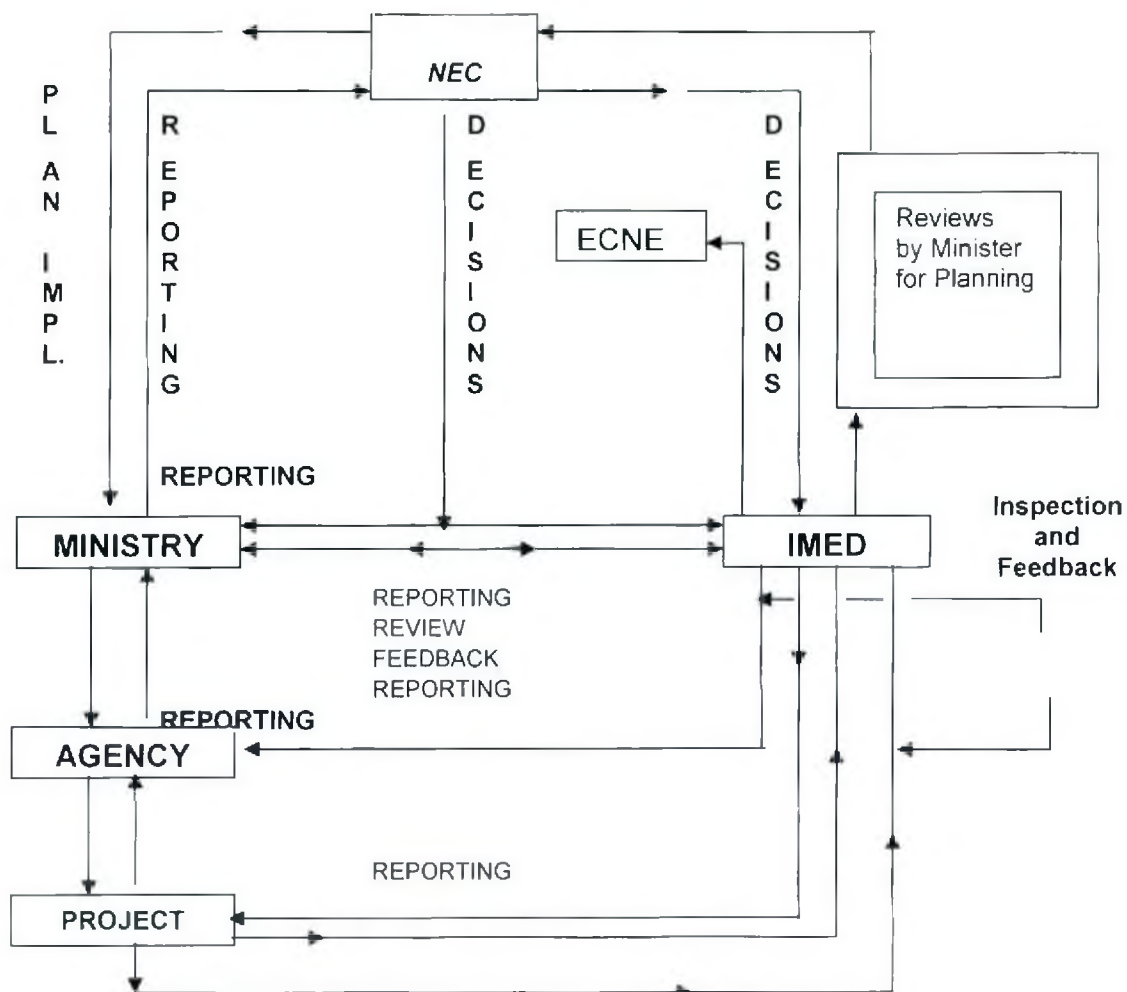
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<sup>71</sup> IMED, op.cit., p. 6.

<sup>72</sup> Fazlul Karim, op.cit., p. 5.

during implementation of their respective development projects. The methods followed include obtaining progress reports from the project management, on the spot inspection and review meetings. Ministries and Divisions hold Ministers / Secretary level monthly development review meetings where the representatives of Ministry of Finance, Establishment Division, Planning Commission, ERD and IMED attend. Working papers for these meetings are prepared in IMED designed format. These inter-ministerial review meetings are the appropriate forums for effective solution of implementation problems identified by IMED. ERD/PC/DONORS also monitor progress during implementation of development projects. ERD mainly reviews progress of aided projects with bias towards disbursement loans under various agreements. TA projects are also monitored by ERD through a Technical Assistance Co-ordination Cell. ERD is also provided with copies of progress reports submitted to IMED by ministries/divisions/agencies. Planning Commission also undertakes occasional review during implementation in order to review ADP allocation, prune development programs etc. IMED provides latest implementation status of projects during such review of Planning Commission. Donors also monitor progress during implementation of projects. The World Bank and the Asian Development Bank has a continuous system of progress monitoring with emphasis on loan disbursement and problems arising in the way of loan disbursement. The UNDP and other Donors also reviews progress of implementation of their respective projects and programs. IMED is associated in these review meetings. ECNEC/NEC also reviews the progress of implementation of development projects/programs for solving major implementation problems/ bottlenecks. IMED prepares working papers for such review meetings. The decision made by ECNEC/NEC is mandatory to all concerned. IMED follows up those decisions for implementation by the ministries/divisions/agencies. However, the project monitoring system in Bangladesh is conceptualized in the following chart:

**Chart No. 2 : Project Monitoring in Bangladesh**



Source: Planning Commission

4.3. **Reporting System.** IMED has introduced a system of progress reporting for collection of information on project implementation. The system attempts in translating the work schedule of projects into quantifiable work components and to relate the physical performance with the financial expenditure. In fact, the system follows Program Evaluation and Review Technique (PERT) management system, which the government desires to introduce in the case of all development projects in the country. IMED presently uses different proforma for the purpose of collection of information about physical and financial progress of projects / programs for evaluation. The reports on the progress of implementation are examined by IMED and consolidated into ministry/agency-wise reports on physical and financial achievements vis-à-vis targets. Various implementation problems are identified on the basis of these reports and information collected by the officers of IMED during their inspection. These reports are then placed before the National Economic

Council (NEC), Executive Committee of the National Economic Council (ECNEC) quarterly/periodically along with the recommendations of IMED for removal of bottlenecks in order to speed up the implementation of slow-moving projects. NEC/ECNEC takes decisions on major issues, which become binding on all concerned<sup>73</sup>. IMED presently is using five types/sets of Forms (**as Appendix: 2- 6**). Form IMED-01 is required only once for a project. Form IMED-02 is to be filled in and sent only twice a year with yearly physical and financial targets as per ADP/RADP allocation. Form IMED-03 is used to collect quarterly progress of implementation against the quarterly target. Form IMED-04 is the project completion report to be submitted to IMED only after completion of the project. Form IMED-05 is developed to facilitate the progress reporting in the monthly ADP review meeting<sup>74</sup>. However, the details are given below:

- a. IMED 01/2003 (Revised). This form uses to collect program's general information or the information static in nature from the ministry / division. Ideally this form is to be filled in and sent to IMED only once during the lifetime of a program provided that the program includes in the ADP and completes as an approved one. Otherwise, it is to be filled-in at every stage i.e. when the program appears in the ADP as new, approved and revised approved.
- b. IMED 02/2003 (Revised). This is using for collecting programs information on component-wise physical and financial target on the basis of ADP/RADP allocation from the ministry / division. Hence, this form is to be filled in and sent to IMED twice a year i.e. after finalization of ADP and RADP respectively.
- c. IMED 03/2003 (Revised). This form uses to collect information on programs component-wise physical and financial progress from the ministry/division. This form is to be filled in and submitted to IMED immediate after completion of each quarter i.e. 4 times a year.

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<sup>73</sup> Fazlul Karim, "Monitoring and Evaluation, Bangladesh experience". IMED, 2001, p. 5.

<sup>74</sup> IMED, Ministry of Planning, Government of Bangladesh, IMED Reporting Formats & User Guide, Revised & Approved in 2003, December, 2004., p. ii.

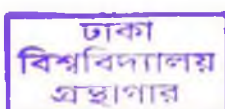


- d. IMED 04/2003(Revised). This is for collecting information of a completed project/program. This is to be filled-in and sent to IMED within one month after completion of a project/program.
- e. IMED 05/2003 (Revised). This form uses to collect monthly progress report of a project/program through monthly ADP review meetings of the concerned ministry/division.

The progress reports on the progress of implementation are studied by IMED every quarter. Consolidate ministry/agency wise reports on physical and financial achievements vis-à-vis target and various implementation problems are prepared on the basis of these reports and information collected by the officers of IMED during their inspection. A project management is also required to submit certain information through the administrative ministry to IMED as soon as a project is completed. Generally this takes place at the end of a financial year. IMED completes reporting on the projects completed in the preceding year in about 3/4 months of the following year. The findings from a part of the annual report presented to NEC about overall implementation of development projects in the country. IMED also carries out ex-post evaluation of a few selected projects on a limited scale.

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4.4. Evaluation of Projects. IMED is also responsible for undertaking ex-post evaluation of projects. Planning Commission evaluates the performances of the plans. The function of evaluation could not be taken up on a systematically and regular basis due to lack of well-trained manpower in the techniques of ex-post evaluation. However, since 1983-84, IMED has conducted ex-post evaluation of a few selected projects and incorporated them in the Annual Reports. IMED has recently taken up a project with the assistance of United Nations Development Program, where in, it is envisaged to strengthen the evaluation capabilities of the Division. It is hoped that on completion of the projects, IMED will be in a position to undertake the function of ex-post evaluation in a systematic manner on regular basis. However the current activities of IMED in the field of evaluation are: Formative or On-going Evaluation, Summative or Terminal Evaluation and Ex-Post or Impact Evaluation.



**4.4.1. Formative or On-going Evaluation.** Formative or on-going evaluation or diagnostic study is undertaken both by the executing agencies as well as IMED. This type of evaluation is done during the implementation of large projects, which are of program nature and implemented over many years on a continuous basis. The projects are selected from major sectors facing implementation problems. ECNEC and Planning Commission sometimes ask IMED for undertaking on-going evaluation. In addition, agencies also request IMED for undertaking such evaluation. Data collection is done through field visits, discussions with project implementation authorities and study of the project document, previous reports, inspection reports, review papers, etc. These data are compiled and analyzed and the evaluation report is prepared. A simple format for such evaluation is used. It contains information on objective of the project, approval status, date of actual commencement, expected date of completion, original and latest implementation period, original and latest estimated/approved cost, cumulative and component-wise latest physical and financial target and progress, existing implementation problems, general observations with suggested solutions/recommendations etc. NEC publishes these reports as a part of the Annual Report prepared for review. NEC directs all concerned to implement the recommendations made in these evaluation reports. IMED follows up the implementation of the recommendations.

**4.4.2. Summative or Terminal Evaluation.** Since 1983-84 IMED started evaluation of completed projects on a limited basis immediately after its implementation is declared complete by the executing agency. Subsequently, from 1986-87, all the projects declared complete during a particular fiscal year are being evaluated. Evaluation of projects immediately after its implementation is completed termed as Terminal Evaluation. Data collection procedure for terminal evaluation is similar to that of on-going evaluation. Collected data are collated, compiled and analyzed for preparation of the evaluation reports. A simple form for terminal evaluation is used which contains mainly information on projects, latest approved estimated cost and implementation period; actual expenditure and implementation period, cost and time over-run analysis; component-wise planned physical target and actual achievement; planned objective; and actual achievement etc. Measurement of outputs as against the PP targets is mainly emphasized in these evaluation reports including the reasons for non-completion or partial completion, if any, of any component as per project document. Problems faced during implementation of the projects are analyzed and possible measures for avoiding such problems during planning and implementation of similar future projects are identified and incorporated in these

evaluation reports. These reports are also prepared as a part of the Annual Report for review by NEC. Ministries/Divisions/Agencies prepare a Project Completion Report (PCR), designed by IMED for each of the projects declared complete by them. These reports contain information on seven major areas that are: project description; implementation position; financial and physical program; achievement of objectives of the project; benefit analysis; monitoring and auditing; and descriptive report.

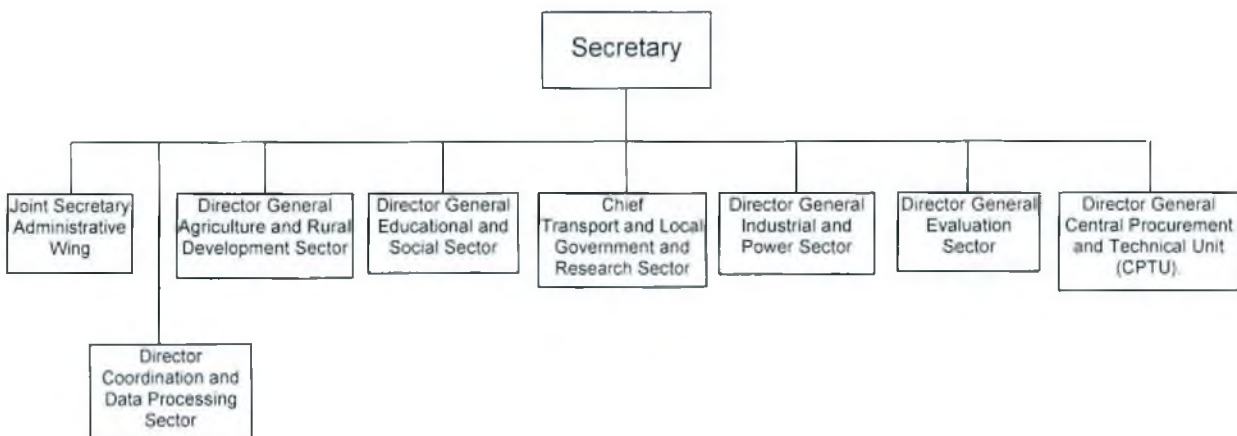
**4.4.3. Ex-Post or Impact Evaluation.** Impact evaluation studies are comparatively a new activity in Bangladesh. As per the current monitoring and evaluation practices, the lead agency in this area is IMED, though the basic responsibility of such evaluation lies with the respective administrative agency of projects. IMED could not take the function of ex-post/impact evaluation on a systematic and regular basis owing to lack of well-trained manpower in the techniques of ex-post evaluation and other logistic support. However, since 1983-84, IMED has started ex-post evaluation of selected projects and incorporated them in the Annual Reports. In the recent past IMED also implemented a pilot project with the assistant of ADB, to strengthen evaluation capabilities of the Division. More comprehensive technical assistance project for enhancing evaluation capability of IMED and the relevant ministries are required to be developed during the Fifth Five Year Plan period. It is hoped that IMED will be in a position to undertake the function of ex-post evaluation in a more systematic manner on regular basis after the evaluation capability of IMED is increased through extensive training of the existing manpower, increasing the existing manpower strength and other logistic support. It may be mentioned that intensive impact evaluation has been carried out in the population sector since 1992. However, in a limited scale, IMED has started ex-post evaluation for all sectors with existing manpower and organizational arrangements.

**4.5. Staffing Pattern.** IMED has its own staffing pattern. Recruitment, promotion and transfer of IMED personnel are organized and controlled by the Ministry of Establishment except the personnel of Evaluation Unit. The officials of the evaluation unit are the permanent staffs of IMED and their recruitment and promotion are arranged and managed by IMED. But in fact, yet there is no Promotion and Recruitment Rules for the permanent staffs of IMED. So most of the officials are in the same position for years together and they will remain in the same position until their retirement if promotion rules are not framed immediately. The officers belonging to the Co-ordination, Data Processing Sector and Administrative Wing of IMED are from cadre service. Most of them are from Economic

Cadre. But the position of Joint Secretary, Deputy Secretary of Administrative Wing is filled up from Admin Cadre. The post of Secretary of IMED is open for any cadre. However IMED has continuous on job-training program for the development of its resource personnel IMED arranges and sponsors these training programs within the different training institutions in home and abroad. IMED also sponsors MS and Ph.D. program for their officers. IMED selects official for training on an arbitrary basis, there is no clear cut operating procedures for selecting official for training program. If the officer from economic cadre can manage to get admission in MS or Ph.D. degree program, government bears the all expenditure for that higher study. But there is none in IMED who obtained Ph.D. or MS degree in the field of monitoring and evaluation. However, three officers, so far, prepared their seminar paper related with IMED in partial fulfilment of their senior staff course organized by BPATC.

5. **Structure of IMED.** IMED is under Ministry of Planning headed by a Secretary. It has wings, sectors and units. These are Administrative Wing, Coordination and Data Processing Sector, Agriculture and Rural Development Sector, Educational and Social Sector, Transport and Local Government and Research Sector, Industrial and Power Sector, Evaluation Sector, Central Procurement and Technical Unit (CPTU). The detail structure of IMED is affixed as **Appendix - 1** and brief is shown in the following chart:

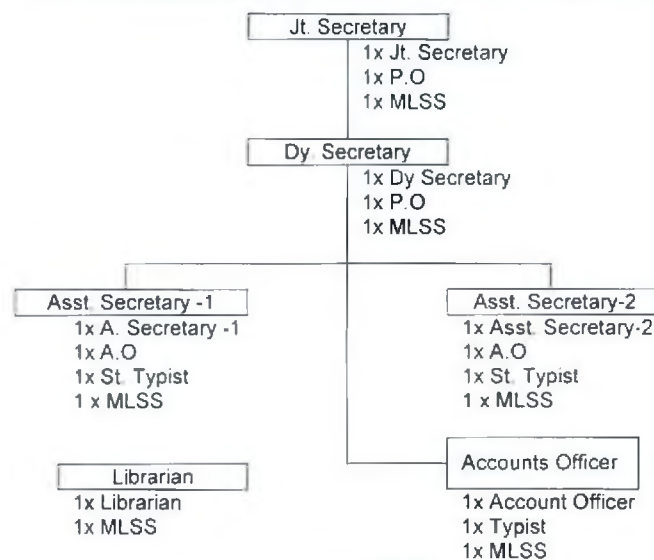
**Chart No. 3 : Structure of IMED**



Source : IMED

5.1. **Administrative Wing.** This wing of IMED is looking the administrative affairs of the Division headed by a Joint Secretary. The wing deals with personnel administration; financial administration; establishment matters; budget preparation for the Division; expenditure control; budget related other matters; office management; maintaining of accounts; recruitment, promotion, transfer of the non-gazetted staffs; conducting education tour; arranging seminar/workshops; matter relating to foreign appointment and training; all sorts of communication with other ministries agencies; and supervision of parliament related activities. The structure of administrative wing is shown in the following chart:

**Chart No. 4 : Administrative Wing of IMED**

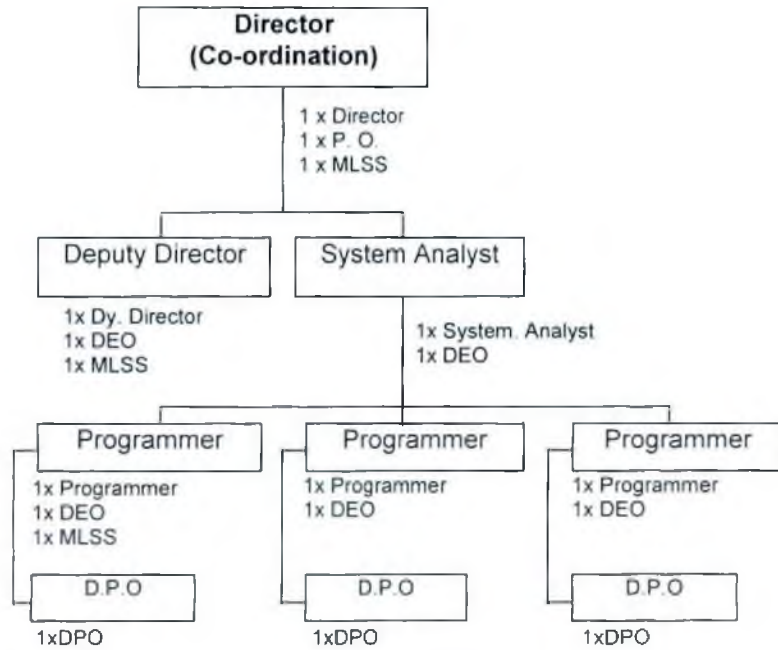


Source: IMED

5.2. **Co-ordination and Data Processing Sector.** This sector coordinates the activities of the other sectors of IMED. The main functions of this sector are coordinating the progress of implementation and evaluation prepared by various sectors of IMED which takes necessary arrangements/steps for submitting these reports to NEC/ECNEC; coordination and supervision of preparation of quarterly, half yearly, yearly and special progress reports on implementation of ADP projects; arranging coordination meeting among the various sectors of IMED to review their activities; submission of working papers, prepared by various sectors of IMED to the Parliamentary Standing Committee; coordinating the data processing activities through computer in regards to implementation monitoring and evaluation of ADP projects; analyzing the monitoring and evaluation process of development projects and taking steps to develop the formats for data

processing and their uses; and making recommendations for development of Monitoring and Information System (MIS) of development project. The structure of this sector is shown in the following chart:

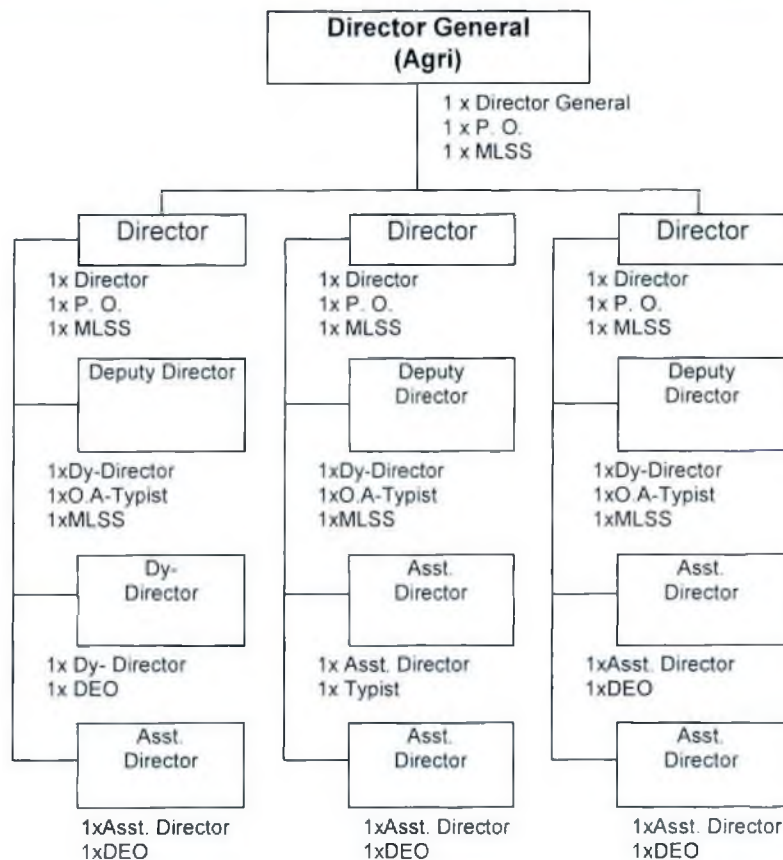
**Chart No. 5 : Co-ordination and Data Processing Sector of IMED**



Source: IMED

5.3. **Agriculture and Rural Development Sector**. This Sector deals with implementation, monitoring and their related functions of ADP projects of Ministry of Chittagong Hill Tracts Affairs, Rural Development and Co-operative Division, Ministry of Agriculture, Ministry of Fisheries and Livestock, Ministry of Land, Ministry of Food and Disaster Management, Ministry of Environment and Forest and Ministry of Water Resource. The structure of this sector is shown in the following chart:

**Chart No. 6 : Agriculture and Rural Development Sector of IMED**

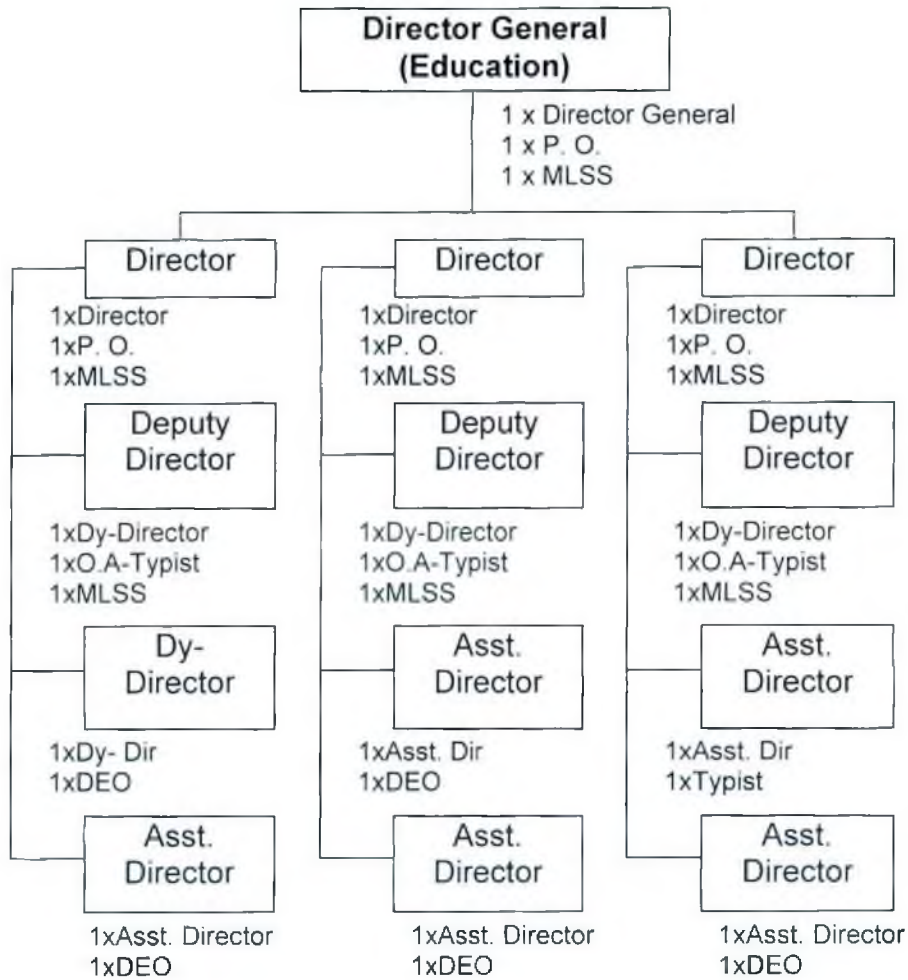


Source: IMED

5.4. **Education and Social Sector**. This sector deals with implementation, monitoring and their related functions of ADP projects of Ministry of Law, Justice and Parliamentary Affairs, Ministry of Defense, Ministry of Labor and Employment, Ministry of Youth and Sports, Ministry of Education, Ministry of Primary and Mass Education, Ministry of Cultural Affairs, Ministry of Home Affairs, Ministry of Information, Ministry of Health and Family Welfare, Ministry of Women and Children Affairs, Ministry of Social Welfare, Ministry of Science and Information and Communication Technology, Ministry of Religious Affairs,

Ministry of Liberation War Affairs, Bangladesh Election Commission Secretariat, Parliamentary Affairs Secretariat and IMED. The structure of this sector is shown in the following chart:

**Chart No. 7 : Education and Social Sector of IMED**

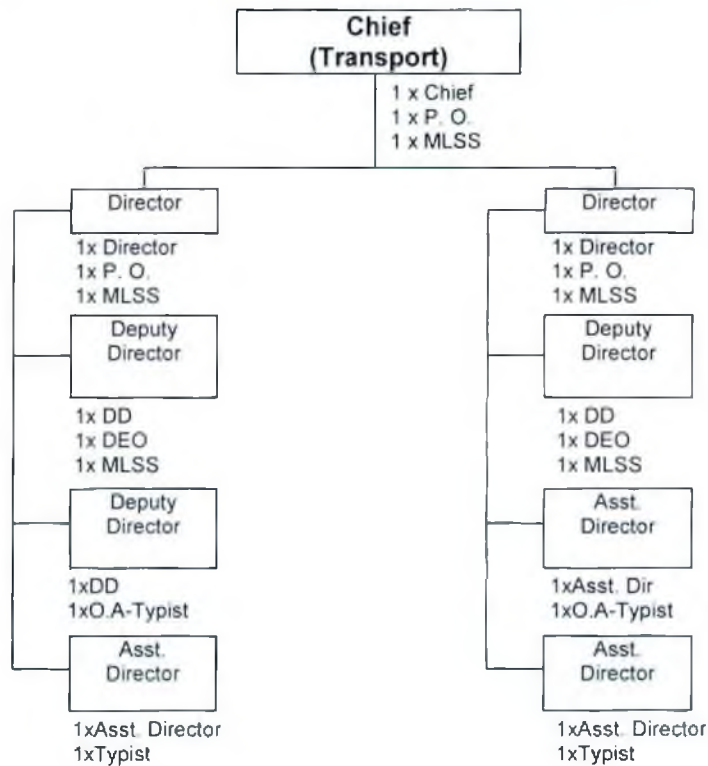


Source: IMED



5.5. **Transport, Local Government and Research Sector.** This sector deals with implementation, monitoring and their related functions of ADP Projects of Local Govt. Division of Ministry of LGRD and Co-operatives, Ministry of Communication, Ministry of Shipping, Ministry of civil Aviation and Tourism, Ministry of Establishment, Finance Division of Ministry of Finance, Internal Resources Division of Ministry of Finance, Economic Relations Division of Ministry of Planning, Planning Division of Ministry of Planning, Cabinet Division and Prime Minister's Office. The structure of this sector is shown in the following chart:

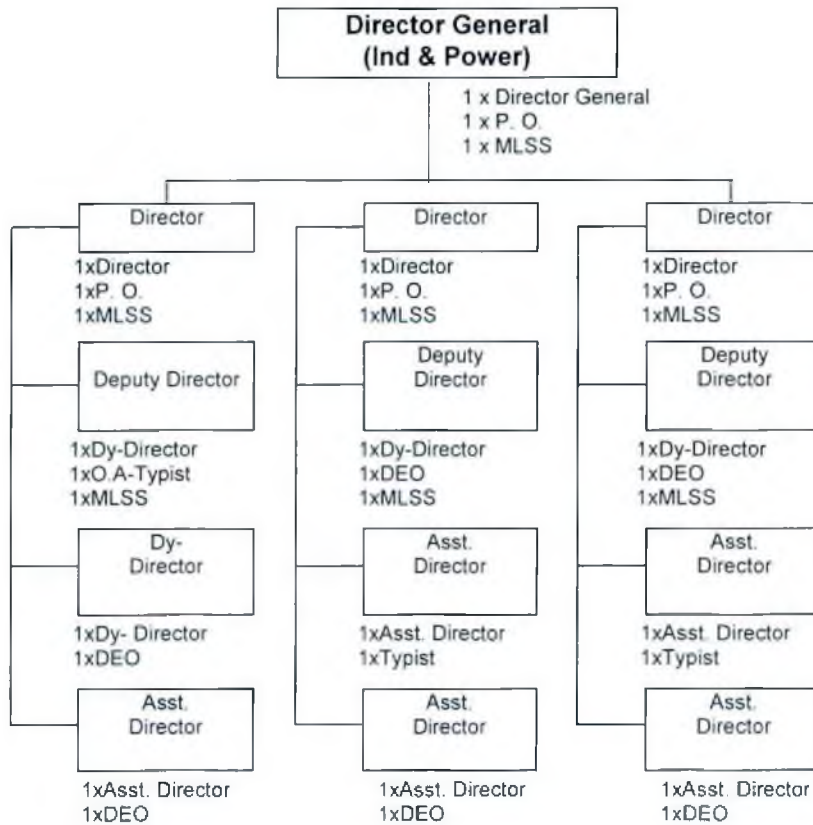
**Chart No. 8 : Transport, Local Government and Research Sector of IMED**



Source: IMED

5.6. **Industrial and Power Sector.** This sector deals with the business relating to implementation and monitoring of ADP projects of Ministry of Commerce, Ministry Housing and Public Works, Ministry of Industries, Ministry of Textiles and Jute, Ministry of Post and Tele-Communication, Energy and Mineral Resources Division and Power Division. The structure of this sector is shown in the following chart:

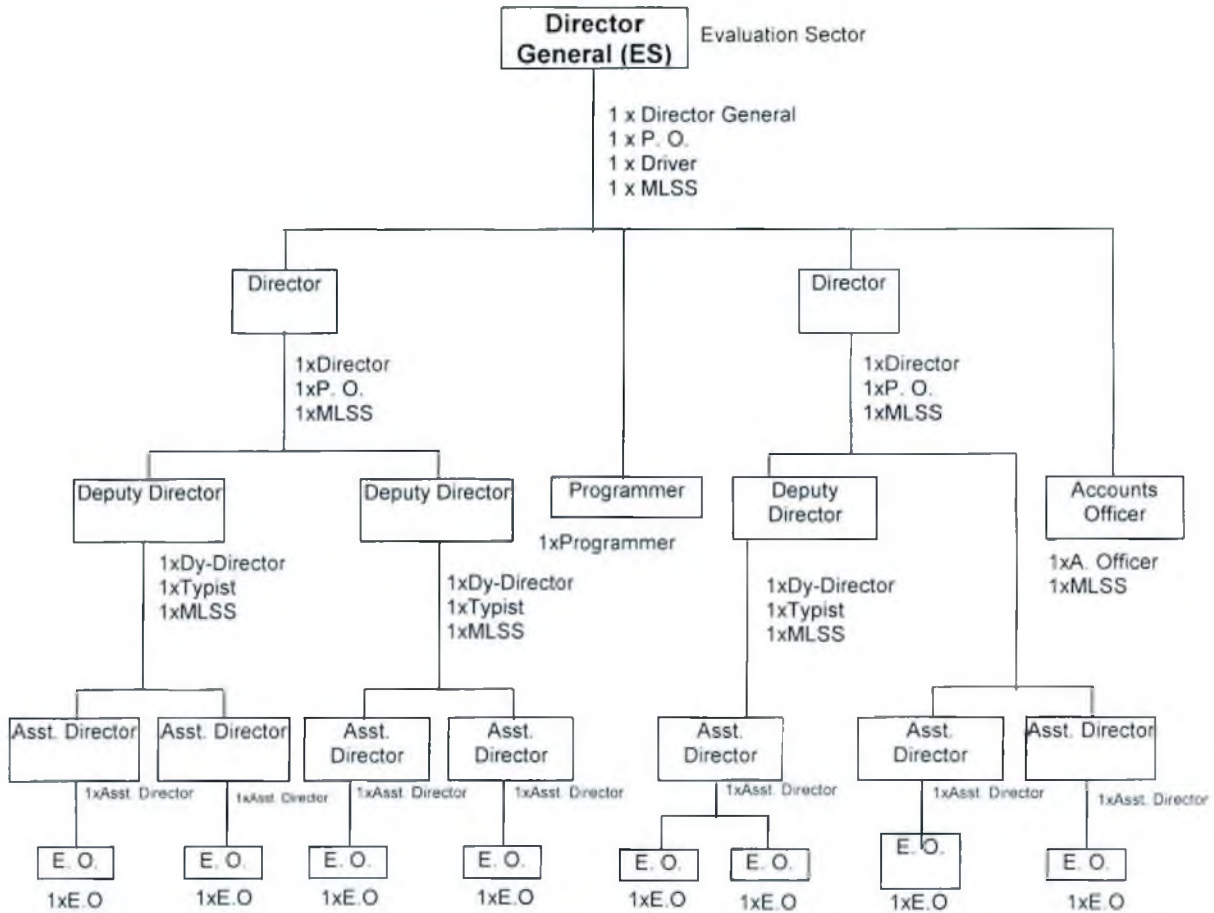
**Chart No. 9 : Industrial and Power Sector of IMED**



Source: IMED

5.7. **Evaluation Sector.** It was felt the necessity of evaluating the ADP projects other than monitoring. So an independent unit which called Evaluation Sector was established with in the structure of IMED. The structure of this sector is shown in the following chart:

**Chart No. 10 : Evaluation Sector of IMED**



Source: IMED

During the first Five Year Plan (1973-78) when multicultural population policy was launched both the donors and Government of Bangladesh strongly felt the need for establishing an external evaluation agency for carrying out neutral evaluation of the project under the population sector. The Population Wing of Planning Commission was assigned with the responsibility for conducting evaluation of those projects. With this aim in view, a project entitled “Strengthening of Population Planning Wing of Planning Commission for External Evaluations of Population Programs” was under taken during July 1975 to June 1980 at an approved cost Tk. 22.13 lac. Another project styled as, Evaluative Study on Population Programs - was also launched in April 1977 for conducting follow-up survey on

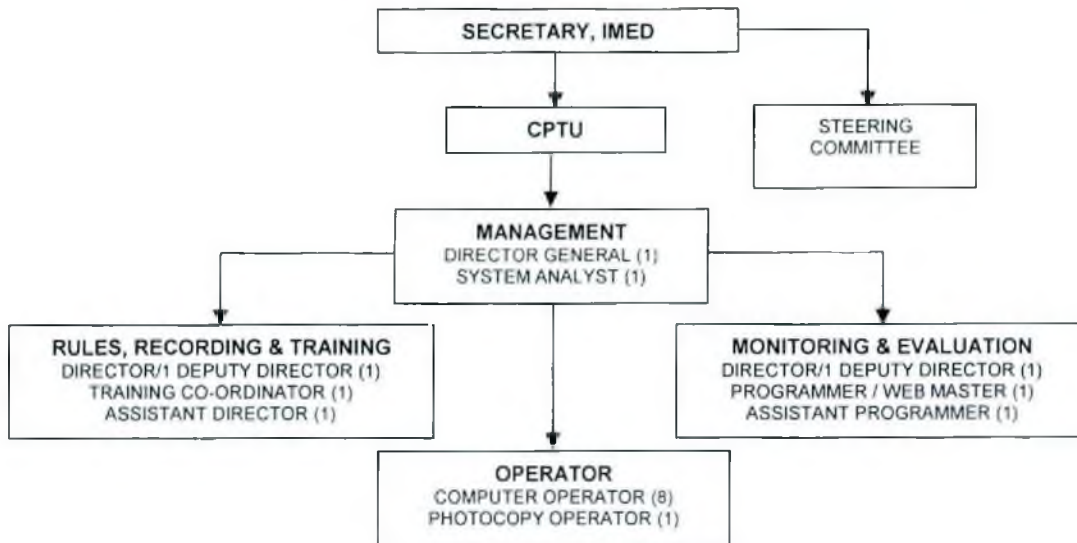
multi-sectoral population programs for a period of two years, which was completed by June 1980. These two projects were merged into a new project named 'External Evaluation Unit' was approved in 1980 for implementation during the Second Plan period (1980-85). Simultaneously, another project named, Population and Development Planning Unit - was also undertaken by the Social and Economic Infrastructure Division of Planning Commission in 1981 with a view to integrating population factors in development process, undertaking population projection and organizing training on population and development interaction. As both External Evaluation Unit and Population and Development Planning Unit projects were involved in population - related activities, and implemented by the Social and Economic Infrastructure Division of Planning Commission, a tri-partite review meeting on the Population and Development Planning Unit project advised to explore the possibilities of merging the two projects into one organization. Subsequently the Project Evaluation Committee meeting recommended covering the two projects into one and the name of the project was agreed to as Population, Development and Evaluation Unit - PDEU<sup>75</sup> - for implementation during the Third Plan Period (1985-90). The World Bank, United States Agency for International Development (USAID) and United Nations Fund for Population Activities financed the Project. However, the Project was extended up to June 1991 for completing its unfinished works. ECNEC in its meeting on 28.08.91 decided that PDEU should no longer be implemented under Planning Commission as a development project; rather it should be implemented under IMED of the Ministry of Planning as a separate Evaluation Unit in the revenue budget of the Government of Bangladesh, with effect from 1st July 1992.

5.8. **Central Procurement Technical Unit (CPTU)**. Bangladesh constitution has no direct provision on public procurement to regulate government purchase. In many projects, procurement can constitute as much as 75% of total project cost and consequently, effective procurement monitoring is extremely important within IMED. The procurement reports are placed before ECNEC for consideration and action. The Secretary of IMED regularly attends the Cabinet Committee for procurement issues. The World Bank has carried out a review of the public procurement legal framework, institutions, policies, procedures, practices, competencies and skills of the procurement officials and staff. As a

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<sup>75</sup> IMED, Ministry of Planning, Government of Bangladesh, Summary of the TAPP on Strengthening of the Population Development and Evaluation Unit, September, 1999, p. 6.

result of this study, a Country Procurement Assessment Report with recommendations and an action plan was produced in June 2000. The recommendations were considered and endorsed by ECNEC in February 2001. In addition to this, NEC authorized IMED to provide technical assistance for the procurement of goods, works and professional services for the public sectors. The Country Procurement Assessment Report action plan was implemented under a Technical Assistance project: "The Public Procurement Reforms Project", which was to be funded by the World Bank and IMED as the executing agency. The main components of this project involved: establishing a central Procurement Technical Unit (CPTU) within IMED; framing and issuing the public procurement rules, procedures, standard bidding arrangements, contract documents etc; and improving procurement management capacity through regular training programs structured for different levels and audiences. Consequently a nationally applicable Public Procurement Regulations (PPR) in the public sector in Bangladesh was established in 2003. Before the establishment of PPR each department and public sector entity has its individual manuals and procedures. Inadequate procurement expertise, complex bureaucratic decision-making processes, lack of transparency, allegations of corruption in the procurement of goods, works and services have contributed considerably to slow down project implementation. Project implementation was also hampered by the poor selection criteria for key personnel including project directors who were not fully familiar with project management concepts and procurement procedures. It was felt that in order to achieve this, a permanent unit should be established to provide technical advice to all agencies of the government including ministries. The CPTU of IMED is that permanent unit. The CPTU was established on 4 April 2002 as a unit within the Implementation Monitoring and Evaluation Division of the Ministry of Planning. The organizational structure of CPTU is shown in the following chart:

**Chart No. 11 : Central Procurement Technical Unit of IMED.**

Source: IMED

A Director General, who reports directly to the Secretary, IMED, heads this unit. The Director General has a staff of 19 persons, 2-Directors, 2-Deputy Directors, 1-Training Coordinator, 1-Systems Analyst and other support staff. The CPTU is a permanent institution of the government, funded under the revenue budget. The CPTU is responsible for carrying out the Public Procurement Reform Project following the recommendations of the Country Procurement Assessment Report. The CPTU have no procurement/contracting functions at any level except for its own needs. The Unit may provide technical/professional advice on generic procurement issues referred to it, but shall not get involved or provide opinion in any specific procurement evaluation or contract award, thus preserving its pristine role as a policy, technical assistance, training and oversight unit. Within the government, the CPTU is responsible for policy formulation, co-ordination, monitoring and improvement of the public procurement in Bangladesh. In accordance with regulations 6 (2), the CPTU shall<sup>76</sup>:

- a. Monitor compliance with the regulations and the procedures and propose any amendment to them or any new laws or regulations regarding public procurement which appear necessary. In doing so, the CPTU shall not only take account of experience gained in monitoring of public procurement in Bangladesh, but shall also keep up to date with standard international practices.

<sup>76</sup> IMED, Ministry of Planning, Government of Bangladesh, The Public Procurement Regulations, 2003.

b. Issue procedures as well as guidance and instructions regarding the interpretation and implementation of the regulations. Besides, the CPTU shall provide advice and assistance to procuring entities concerning the regulations, the procedures and other documents, such as the standard tender documents, standard request for proposals, when requested to do so by a procuring entity. However, the role of the CPTU shall be restricted to advising procuring entities on how the regulations and the procedures shall be implemented without diminishing their responsibilities. The CPTU shall not have any involvement whatsoever in the proceedings leading to examination, evaluation and/or award of contract concerning individual and/or specific procurement.

c. Prepare standard formats, documents, user guides and instructions and issue in connection with public procurement, which shall include, but are not restricted to standard format for the procurement plan, invitations for pre-qualification, invitations for tender, request for expressions of interest, contract award notices, bidder's profiles and procurement related statistical information; standard pre-qualification documents, standard tender documents, standard request for quotations and standard request for proposals; user guides on pre-qualification, short listing, examination and evaluation of tenders and proposals; and guidance notes and instructions concerning the manner in which technical specifications shall be prepared, e.g. list of acceptable technical standards widely in use in Bangladesh and internationally.

d. Prepare and present an annual report of the previous financial year and submit to the government regarding the overall functioning of the public procurement system. The report shall contain recommendations on measures to be taken by the government to revise and improve procurement practices, approval methods and other measures to enhance the quality of procurement work. The annual report shall be delivered within seven months from the beginning of the current financial year.

e. Request procuring entities to provide, in a timely manner, the information required for completion of the annual report. The CPTU shall advise procuring entities of the prescribed format in which this information is to be provided.

f. Develop a public procurement website which shall be structured as: useful documents, which will provide, the text of the regulations, the procedures, the user guides and any new document or instructions issued by the CPTU concerning public procurement and links to relevant international Treaties / Agreements / Regulations e.g. World Trade Organization (WTO), World Bank (WB), Asian Development Bank (ADB), Asia Pacific Economic Co-operation (APEC) and Association of South-East Asian Nations (ASEAN); and Public Procurement Opportunities, in which users should be able to easily access advertisements of annual procurement plans, tender/proposal notices and contract award notices exceeding a threshold value determined by the CPTU for national and international procurement opportunities.

g. Develop, promote, support and execute training programs on public procurement including importance of adherence to the highest ethical standard and shall provide technical support to procuring entities for the initial and continuing development of their procurement staff.

h. Organize and provide secretarial/logistic support to the Review Panels but shall take no part in the panel's decision-making process.

i. Provide technical assistance in the field of public procurement through dissemination of procurement technical guidance notes.

j. Maintain and update a list of bidders and suppliers who, by reason of having seriously neglected their obligations under a public procurement contract, or having provided false information about their qualifications.

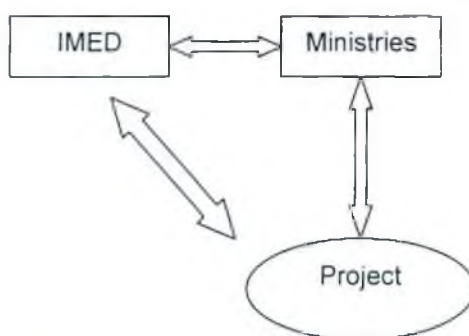
5.9. **Coordination.** Each and every sector has a sector coordinator and IMED itself has a co-ordination wing. They jointly organize and coordinate interrelationship within the branch and wings. There are practicing upward, downward and horizontal relationships but nothing is written. In a year, four review meetings are organized by the coordination and data processing wing among the various sectors of IMED to review their activities at appropriate levels with an aim to resolve problems/bottleneck arising in the way of smooth implementation of the project. The Secretary chairs this meeting and all official of IMED



remain present there. The unresolved problems are taken up by the Secretary / DGs to the concerned heads of Ministries / Division / Project Directors. In this meeting each and every officials have a change to exchange their views, gaining experience from each other and developed their monitoring and evaluation capacity. Many important problems are solved by the Secretary and DGs in the meeting through open discussion.

6. **Conclusion.** IMED as the central agency for monitoring and evaluating the public sector development projects of Government of Bangladesh has been functioning since its establishment through its various wings / sectors / units with professional staffs to achieve the aim of the government and the expectation of the donors. IMED acts for target achievement of project(s) and provides collected information to the decision makers. IMED is very much linked with project and implementing agencies i.e. ministries. So IMED organizes monitoring and evaluation in the projects and ministries level which is presented in the following flow chart:

**Chart No. 12 : IMED at Different Level**



**Source:** Developed by this Researcher on the basis of her interview with IMED personnel.

IMED monitors in all the projects in public sector as routine matter keeping directors with project directors and line ministries. But major aid utilizing project and the projects have large share of ADP allocation come in for intensive monitoring. Monitoring officers of IMED are the primary operational means of project monitoring. Two normal mechanisms are being used to assist project monitoring. One is maintenance of summary or master project progress data form by the monitoring officers, these are maintained as one or two page summary of each project which are intended to be kept on the respective monitoring officer's desk at all times. Other one is Personal Monitoring Form which are also maintained by staff to assist monitoring in particular areas (forms are enclosed in **Appendix - 7**)<sup>77</sup>.

<sup>77</sup> Planning Commission, Government of Bangladesh, "Strengthening Project Portfolio Performance. Review of Current Management Information System in the IMED", October, 2002, p. 93.

## CHAPTER - III

### IMED AND ITS OPERATIONAL INSTRUMENTS FOR MONITORING AND EVALUATION

1. **Introduction**. Some techniques, tools and methods are used by the monitoring agency to monitor and evaluate a project undertaken for achieving development goals. A project may be defined as technically coherent undertaking or a proposal for capital investment to develop facilities to provide goods and services. Coherent means by a project an activity that lends itself physical planning, financing and implementing as a unit. It is a specific activity with a specific starting point and a specific ending point intended to accomplish specific objective. In short, a project is a planned hypothesis, with a starting time, a finishing time, a cost and a geographical location for achievement of purpose<sup>78</sup>. It is considered as somewhat deterministic as it tends to espouse an underlying assumption that a project manager has completed command over resources and decisions so that once a project is selected and designed and given resources, it will automatically follow the path of implementation and completion. In the project cycle, project implementation is the most critical phase as it is determined by realities and contingencies. It is further determined by the initial conditions such as project approval status and timely commitment of fund. Project implementation consists of feasibility study, appraisal of project and acceptance by development partner (for aided project), approval of projects and assigning responsibility of implementation to an agency; appointment of Project Director (PD) and project staff, setting up of project office (where applicable), allocation and release of fund, land acquisition (where applicable), procurement of goods and services, execution of projects, evaluation of completed projects and impact evaluation<sup>79</sup> which may overlap with one another.

Planning and implementation of public sector development projects are regarded as the two most important instruments of achieving economic progress in a developing country. Basically, development means change and changes are recurring all the time in a society. However, in the context of a government, particularly a third world government, changes

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<sup>78</sup> Fazlul Karim., "Project Monitoring and Evaluation", IMED, 3/PM&E-PK, p. 1.

<sup>79</sup> Government of Bangladesh, The Fifth Five Year Plan, op.cit., p. 195.

meaning development refers to those changes, which occur due to interventions of the government, both direct and indirect. These interventions are initiated in a society to achieve those changes or development, which are likely to help in moving a society from its present state of inadequacies to some future state of well being. Appropriate planning, timely and quality implementation of projects and their long-term sustainability are indeed the indispensable imperatives of such a transition. It is therefore, important that every planner and researcher as well as the development manager use the right techniques and tools to help themselves in achieving the balance between the development objectives and planning, between planning and implementation and indeed between implementation and impacts. Recent experiences of development management in most developing countries suggest that there are growing gaps between what is planned and what is actually implemented and also between what has been intended as the outcome of planning and what has actually resulted. These experiences indicate that quite a large number of countries continue to encounter gaps between planning and implementation, and in some cases where implementation is somewhat satisfactory, between planned impacts and actual results and with the long term sustainability of those results. Several recent studies confirm that the governments often fail to sustain the projects, which are otherwise successfully implemented. These concerns of gaps and discrepancies between planning and implementation and between implementation and sustainability have since been prompting the planners, the development managers and at times, the external fund providers of projects to look for appropriate tools and techniques to enable establishment of suitable monitoring and evaluation methodology and feedback mechanisms to ensure timely and quality implementation, sustainability and to achieve desirable impacts of development projects. In Bangladesh IMED as the central monitoring agency uses different techniques, tools and methods for effective monitoring and evaluation the projects of public sector.

2. **Definition of Techniques, Tools and Methods.** The techniques, tools and methods used in respect of monitoring and evaluation the development projects may be defined as follows:

- a. **Techniques.** By which means projects are monitor.
- b. **Tools.** Different means of the techniques are tools.
- c. **Method.** Tools and techniques are commonly method.

3. **Development of Operational Instrument for Monitoring and Evaluation.** IMED was initially conceived to monitor critical projects in order to expedite their execution, not to obviate sectoral responsibilities. For the purpose of effectively carrying out monitoring and evaluation activities several institutions and practices have developed in Bangladesh. From the government side these have emerged both at the central level as well as at the levels of corporations and departments. The development partners in Bangladesh also introduced their own monitoring and evaluation system. Although both of these systems operate fairly, independently in the country, institutional linkages are often set up and used. Besides, IMED and the planning wings of the administrative ministries, monitoring cells of some executing agencies, project implementation units of some large projects, etc. Planning Commission, Statistics Division, Economic Relations Division, etc. also undertake some sectoral reviews of performance. The experiences of IMED in this regards are Pre-project Appraisal, Special Monitoring and Identification of Problems.

3.1. **Pre-project Appraisal.** In 1993, IMED was assigned the function of rationalization of cost estimates of development projects before the Project Concept Papers (PCPs) were finalized for submission to Planning Commission for processing the PCPs for approval (PCP Form is affixed as **Appendix - 8**). The exercise was being carried out through discussion meetings. Cost rationalization by IMED has recently discontinued. IMED, however, strongly feels that cost rationalization is a very useful tool in project appraisal and must be carried out diligently by whatever agency entrusted with the task. IMED is represented in the different levels of project appraisal before investment decisions are taken.

3.2. **Special Monitoring.** IMED usually monitors projects under ADP as a routine matter. Besides that, IMED monitors the large and high priority projects with special attention in order to improve the progress of implementation. IMED also monitors the progress of project related large procurement involving cost more than Tk.20 million for goods and services and Tk.5 million for consultancy services. Since January 1992, IMED identified 40 projects as high priority projects so far. These high priority projects and 16 ministries/divisions having large share of ADP's budget allocation (around 80%) are being monitored by IMED very intensively with special care. These measures of special

monitoring have showed the improvement of overall performance in the case of high priority projects and the selected large aid utilizing ministries / divisions under ADP.

3.3. **Identification of Problems.** Identification of implementation problems and recommendation of measures for their solutions are very important aspects of monitoring of projects during implementation. It helps to reduce the number of implementation problems as well as the number of projects affected by those problems. IMED identified 10 major problems in its annual report - 1995/96 which were: delay in approval of project/revised project; delay in release of fund; delay in land acquisition and handover; delay in lining up of project assistance; delay in calling tender and observing formalities; delay in appointment of consultant; delay in executing agreement with donor country/agency; delay in completion of civil works on deposit fund; delay in appointment of project personnel; and delay in fulfillment of conditions precedent for loan effectiveness and disbursement.

3.4. IMED has introduced a system of progress reporting for collection of information on project implementation for monitoring and evaluation purpose. IMED has been using the following forms/reports for collection of information about physical and financial program and evaluation of the projects since 1982:

- a. **Monthly Progress Report (IMED Form 01).** It contains project-wise brief information on monthly financial and physical progress.
- b. **Quarterly Progress Report (IMED Form 02).** This format contains the breakup of total physical work into different work - components. It also indicates component-wise physical and financial targets and achievement on quarterly basis. A quarterly disbursement statement and present problems of the project also part of this report.
- c. **Annual Progress Report (MED Form 03).** In Part-I of this report consolidated annual physical and financial performance is described. Part-II gives the quarterly physical and financial targets for the next financial year.

- d. **Project Completion Report (IMED Form 04)**. It contains project description, financial analysis, manpower analysis and benefit analysis.

3.5. The Forms mentioned above have been revised and changed in 1997 for introducing computerized monitoring and evaluation system. The quarterly Form IMED 01 and yearly Form IMED 02 have merged into a newly introduced Form IMED 01/1997 (**as Appendix- 9**). This Form has 8 parts which are: project identification, project director's profile, general information, approval status, project cost and implementation progress up to last June, current ADP allocation and target, current ADP implementation and project completion. Another Form IMED 04/1997 (**as Appendix-10**) has also introduced for reporting completion of the project. This Form has 07 parts, which are: project description, implementation position, financial and physical program, achievement of objective of the project, benefit analysis, monitoring and auditing and descriptive report. These two Forms have commonly introduced for database system in IMED. In 1997 IMED used two Forms IMED 01/1997 and IMED 04/1997 for constant monitoring the projects under ADP. But these two Forms were not very clear but complicated to the concerned ministries/ departments/ agencies. So a Workshop was held on 21. 06. 2001 on this issue (Forms) with the presence of representatives of the concerned ministries/departments/ agencies and Project Directors. With the recommendations of the Workshop the Forms were revised and modified with the Form number IMED 01/1997 and IMED ultimately introduced three Forms i.e. IMED 01/2001, IMED 02/2001 and IMED 03/2001. Form number IMED 04/1997 has also revised and changed into Form number IMED 04/2001. On the other hand a new Form number IMED 05/2001 was introduced to get the data on monthly basis from all ministries / departments / agencies regarding implementation of projects. So in 2002, IMED has started using the Forms as under:

- a. **IMED 01/2001**. This Form (**as Appendix - 11**) is used only once in a fiscal year to furnish the data after initiation, approval and revised approval of each projects.
- b. **IMED 02/2001**. This Form (**as Appendix-12**) is used twice in a fiscal year to furnish the data on the basis of initial ADP and revised ADP.

- c. **IMED 03/2001**. This Form (as **Appendix-13**) is used quarterly i.e. four times in fiscal year to furnish the data.
- d. **IMED 04/2001**. This Form (as **Appendix-14**) is used to furnish the data within one month of completion of the project.
- e. **IMED 05/2001**. This Form (as **Appendix-15**) has two parts one is for Project Director and another one for Head of the organization. This Form is put up to the monthly review meeting on ADP in the ministries / departments dully filled up their by the Project Director and Head of the organization.

3.6. The Forms stated above has been revised and modified again in 2003 and IMED presently uses five forms (as **Appendix: 2-6**) to collect periodic reports for development projects. The Forms are:

- a. **IMED 01/2003** is used for collection general information of a project when it is prepared, approved/revised approved.
- b. **IMED 02/2003** is used for collection physical and financial target on the basis of ADP and RADP allocation.
- c. **IMED 03/2003** is used for collection information on physical and financial progress of a project quarterly.
- d. **IMED 04/2003** is used for collection information of a completed project.
- e. **IMED 05/2003** is used for collection monthly progress report of a project through review meetings.

4. **Present Operational Instrument of IMED.** IMED is involved in the entire life cycle of a project, pre-project appraisal, monitoring during implementation and reporting on completion of projects as well as ex-post evaluation. The unique conceptual approaches for monitoring and evaluation need to be kept in mind. However, IMED uses certain techniques, tools and methods. The key to success in any type of action lies in the selection of the most appropriate techniques, tools and methods and understanding of the

levels at which each technique, tools and method will achieve the most leverage. Such application of techniques, tools and methods is multi dimensional and coordinated manner.

5. **Techniques.** Currently IMED is using some techniques in various phases to discharge its functions and responsibilities. IMED monitors and evaluates the progress and performance of revenue and development investment during implementation by implementing organizations through using the techniques of Periodic Reports>Returns, Field Inspection, Coordination / Review Meetings.

5.1. **Periodic Reports>Returns.** IMED monitors the progress by collecting information on project and program during implementation through periodic reports/returns. IMED has introduced a system of progress reporting for collection of information on project implementation. The system attempts to translate the work schedule of projects into quantifiable work components and to relate the physical performance with the financial expenditure. In fact, the system follows Program Evaluation and Review Technique (PERT) management system, which the government desires to introduce in the case of all development projects in the country. IMED presently uses different format for the purpose of collection of information about physical and financial progress of projects/programs for their evaluation. The reports on the progress of implementation are examined by IMED and consolidated into ministry/agency-wise report on physical and financial achievements vis-à-vis targets. Various implementation problems are identified on the basis of these reports and information collected by the officers of IMED during their inspection. These reports are then placed before NEC, ECNEC quarterly/periodically along with the recommendations of IMED for removal of bottlenecks in order to speed up the implementation of slow-moving projects.

5.2. **Field Inspection.** It is also one of the techniques used for monitoring during implementation. On-site inspection of progress of implementation of projects is one of the basic responsibilities of IMED. All officers of IMED visit projects to identify problems/ bottlenecks of the projects. In fact every month each sector officer inspects at least three projects grouped as project targeted for completion, high priority projects, sick / problematic projects, and other aided projects. Projects targeted for completions during a financial year are generally inspected every quarter, high priority projects twice a year and



other aided/sick projects once a year. The concerned officers of IMED inform project management in advance to make them ready before going to the inspection. They involve the ministry / Planning Commission / external specialized personnel in the case of problematic / sick project. They record the progress of work and firm up the findings on the basis of information collected. In time of inspection they cover the areas of a project to be investigated that are: the implementation matrix of the project - component wise targets etc. and gather information on component / sub-component wise progress; approved design drawings and the specifications of the project; mobilization of manpower; establishment of site office etc; quality and quantity of construction materials their storage conditions and quality of works done and the methods of construction; procurement of goods and their quality compared to the approved specifications; tender related all documents to verify procurement position and rate of progress of work in relation to approved time schedule; interaction with the project beneficiaries / stake holders and the ability of the project management to tackle problems etc; and record comments in the field register and check contractor's compliance of previous instructions. Bottlenecks identified during inspection are conveyed through inspection reports to the concerned project director/agency/ministry for corrective action. The officers of IMED regularly visit the projects, prepare inspection reports identifying the field problems, and send the reports to the project executing ministries and other ministry/agencies concerned. Such reporting helps to remove implementation bottlenecks (The format of inspection report of IMED is as **Appendix-16**).

5.3. **Co-ordination/Review Meetings.** This is another technique for monitoring during implementation of the project(s). IMED officials sit for co-ordination/review meetings with the ministries/divisions/agencies at appropriate levels and attempt to resolve problems/bottlenecks standing on the way of smooth implementation of projects. IMED keeps touch with all administrative ministries and agencies and renders assistance to them in solving different problems of execution by establishing contact with different ministries and also by holding inter-ministerial discussions, wherever, necessary. Ministry-wise review meetings are supposed to be held once in a month normally headed by the Secretary of the ministry, with the presence of concerned IMED officer. IMED records its comments on the major observations/recommendations and places the same before the Minister for Planning or ECNEC / Head of Government according to the nature of the observations and

recommendations for orders and decisions. The appropriate authorities then take action and IMED supervises follow up action until the decisions are fully implemented.

6. **Tools.** IMED is involved in the practice and management of monitoring and evaluation with organizational competence for which some tools are being using in monitoring and evaluation the development project(s). The tools are as follows:

6.1. **Project Inspection.** On-the-spot inspection of physical progress of a project is the most effective tool for monitoring its implementation. It has been observed that higher physical progress was achieved in the years with greater field-level inspections. With a view to achieving higher achievement of physical target, IMED inspection program needs to be intensified. IMED inspection reports are sent to all concerned with foreseen identified problems and suggested solutions thereof. Recommendations made in the inspection reports do not always get proper attention of concerned quarters. Many senior officials including the Finance and Planning Ministers observed on various occasions that if IMED recommendations were implemented, there would be no obstacle to achieve desired progress in development programs.

6.2. **Review Meetings.** Review of progress of implementation of development projects/programs at the Ministers/Secretaries level has established to some extent a system of management accountability and closer interactions and mutual appreciation of problems between the decision makers and project implementers facilitating actions and on-the spot decisions. It has been experienced that review meetings at higher levels contributes greatly to the progress of implementation. It is important to mention here that some ministries have lack of proper administration of monthly review meetings. They take long time to record and communicate decisions, which jeopardize the subsequent corrective actions.

6.3. **Sustainability Monitoring.** Sustainability monitoring is a recent concept. In Bangladesh, an institutional arrangement for sustainability monitoring has not yet developed in most of the agencies. Some agencies undertake this function in a very limited way. However IMED undertakes sustainability-monitoring function on an ad hoc basis on assignments from ECNEC, Planning Commission and upon request from the ministries/agencies. Sustainability monitoring, though a very necessary tool in the

development process, has not yet taken its desired shape in Bangladesh. The environmental impact assessment needs to be carried out during formulation of projects and truthfully followed up during and after implementation. Now the government is aware and given attention on the issue of environment in the formulation and implementation of all development activities.

6.4. **Reporting on Computer Project.** A project management is required to submit certain information through the administrative ministry to IMED as soon as a project is completed. Generally this takes place at the end of a financial year. IMED completes reporting on the projects completed in the preceding year in about 3/4 months of the following year. The finding form a part of the annual report presented to NEC about overall implementation of development projects in the country.

6.5. **Full Development and Impact Evaluation.** This refers to the full development or the effect / impact stage of a project often relating to a situation where a project has been completed and sustained for at least four to five years. The main objectives of impact evaluation is to measure, in a completed project its intended and unintended (if any) outcomes, its contributions to sectoral and macro-economic objectives and indeed its overall impact on the project area and its beneficiaries. The Impact Evaluation is also an important tool to test the hypothesis of a project.

6.6. **Evaluation.** Since 1983/84 IMED started evaluation of completed projects on a limited basis immediately after its implementation is declared complete by the executing agency. Subsequently, from 1986/87, all the projects declared complete during a particular fiscal year are being evaluated. Impact Evaluation studies are comparatively a new activity in Bangladesh. As per the current monitoring and evaluation practices, the lead agency in this area is IMED though the basic responsibility of such evaluation lies with the respective administrative agency of projects. IMED could not take the function of Ex-post / Impact Evaluation on a systematic and regular basis owing to lack of well-trained manpower in the techniques of ex-post evaluation and other logistic support. However, since 1983/84, IMED started ex-post evaluation of selected projects and incorporated them in the annual reports. However for effective monitoring purpose IMED follows four types of evaluation:

a. **On-going Evaluation.** IMED undertakes on-going evaluation as diagnostic studies in a very limited way. This is mainly due to inadequate knowledge of such evaluation techniques on the part of IMED officials, and want of adequate manpower. This aspect of monitoring during implementation needs more attention. It is hoped that IMED will try to have improved on-going evaluation of development projects.

b. **Terminal or Phase Wise Evaluation.** Evaluation of projects immediately after its implementation is termed as Terminal Evaluation. Data collection procedure for terminal evaluation is similar to that of on-going evaluation. Collected data are collated, compiled and analyzed for preparation of the evaluation reports. A simple format for terminal evaluation is used which contains mainly information on project's latest approved estimated cost and implementation period, actual expenditure and implementation period, cost and time over-run analysis, component-wise planned physical target and actual achievement, planned objective and actual achievement, etc. Measurement of outputs as against the PP targets is mainly emphasized in these evaluation reports including the reasons for non-completion or partial completion, if any, of any component as per project document. Problems faced during implementation of the projects are analyzed and possible measures for avoiding such problems during planning and implementation of similar future projects are identified and incorporated in these evaluation reports. These reports are also prepared as a part of the annual report for review by the National Economic Council. Ministries/Divisions/Agencies prepare a Project Completion Report (PCR), designed by IMED, for each of the projects declared completed by them. These reports contain information on seven major areas that are: project description, implementation position, financial and physical program, achievement of objectives of the project, benefit analysis, monitoring and auditing, and descriptive report.

c. **Project Completion Evaluation.** Evaluation of completed project immediately after its implementation is called Project Completion Evaluation. It is the combination of phase wise or terminal evaluation report and this report also makes a comparison between the terminal evaluation report and the project completion report.

d. **Impact Evaluation.** In the recent past IMED also implemented a pilot project with the assistance of ADB, to strengthen evaluation capabilities of the division. More comprehensive technical assistance projects for enhancing evaluation capability of IMED and the relevant ministries are required to be developed. It is hoped that IMED will be in a position to undertake the function of ex-post evaluation in a more systematic manner on regular basis after the evaluation capability of IMED is increased through extensive training of the existing manpower, increasing the existing manpower strength and other logistic support.

7. **Methods.** It is earlier defined that tools and techniques are commonly method. As a central authority of monitoring and evaluation the public sector development projects IMED in practice using tools and techniques to monitor and evaluate the projects. There are some designated officers in IMED whose responsibility is to visit 3 projects in a month and 3 times a particular project in a year. In this manner it is not possible for them to visit all the large number of undertaken projects for monitoring purpose. So IMED monitors only the high priority projects. Under Fifth Five Year Plan there are 75 priority projects against 15 ministries/divisions. A large share around 80% of ADP allocation are earmarked for these high priority 75 projects. IMED has taken the task to monitor these high priority 75 projects. Out of 75 IMED monitored only 57 high priority projects in the year of 2000-2001. A particular professional officer in the Monitoring Wing of IMED is given responsibility for a certain number of projects each year who is known as the 'Desk Officer' for that project. The desk officers pay schedule visit and spot visit under their jurisdiction. On average a desk officer has to visit at least 60 projects in a year whereas, senior officers as Directors visit only one or two per month. The duration of the visit is only for one day, but with the travel and reporting requirements this represents the single largest component of the work of a Monitoring Wing officer i.e. up to 40% of the total work time<sup>80</sup>. IMED monitors roughly 900 to 1200 projects of the ADP and evaluates around 200 projects on an annual basis. IMED output consists of monthly performance evaluation of projects of the ministries/divisions; quarterly performance evaluation reports; annual review report on ADP implementation; procurement status report; and project evaluation reports and such other special reports prepared at the direction of the Prime Minister, Planning Minister, NEC and

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<sup>80</sup> Planning Commission, Ministry of Planning, Government of Bangladesh, Strengthening Project Portfolio Performance. Assessment of the Existing Capacity of IMED in Project Benefit Monitoring and Evaluation. Government of Bangladesh and the Asian Development Bank, December, 2003, p. 18.

ECNEC. Main thrust of monitoring is identification of implementation problems and their timely resolution to accelerate project progress. All the reports prepared by IMED contain identified implementation problems and suggestions for action. These are discussed in review meetings held at the Ministry, NEC and ECNEC. The process helps resolution of project problems in time. Bangladesh through IMED has institutionalized project monitoring system, information gathering, dissemination, problem solving etc. IMED's linkage with the planning process of the country provides it the necessary planning implementation feedback, which is very vital for proper monitoring of projects. IMED's projection of weaknesses of the project managers in planning and implementation techniques finally culminated in the creation of the Academy of Planning and Development which imparts regular training to officers in the techniques of project preparation, implementation and management. The system of field inspection and holding of review meetings at the ministries have established a system of management accountability and closer interactions and mutual appreciation of problems between the decision-makers and project implementers facilitating actions and on-the-spot decisions. In a real sense project implementation cannot be deemed that have been completed without its evaluation. The executing agencies are required to furnish to IMED in a given format certain information. On the basis of such information and also field verification, project completion reports are prepared and submitted to NEC. At present a very limited number of projects are taken up by IMED for ex-post evaluation. Some ministries / agencies carry out impact evaluation of some of their activities through consulting firms. Effort should be mounted to get an increased number of programs/ projects evaluated about their impact on the society at large.

8. **Conclusion.** IMED has become the 'eyes and ears' of NEC, ECNEC, Planning Commission, the line Ministries and the Development Partners. In recent years the Government as well as the Development Partners emphasizes the need for further strengthening Monitoring and Evaluation System. Development and institutionalization of modern monitoring and evaluation system is a sine-qua-non for putting the development efforts on more sound footing. IMED as the central monitoring and evaluation agency has acquired vast knowledge and capability of project planning, monitoring and post-evaluation and effectively contributes to the overall national development endeavor using its developed techniques, tools and methods all together.

## CHAPTER - IV

### IMED AND ITS FUNCTIONAL RELATIONSHIP WITH LINE MINISTRIES

1. **Introduction.** The administrative setup of Bangladesh is organized hierarchically with the Secretariat. The Secretariat consists of all the Ministries/Divisions of the Government of Bangladesh and is the mainspring of all-governmental policies and activities<sup>81</sup>. The central monitoring agency i.e. IMED is one of the divisions of Ministry of Planning that formulates policies and acts for monitoring and evaluating the annual development programs undertaken by the Govt. of Bangladesh. However the secretariat system is the cornerstone of government administration in Bangladesh. The decisions of the government, both regulatory and developmental, come about as a result of elaborate examinations/ deliberations within the secretariat. The Secretariat is primarily responsible for formulating administrative and development policies, monitoring their execution, and evaluating their impact. In carrying out its responsibilities, the secretariat is ultimately accountable to the Parliament through the Ministers. The basic structure of the present secretariat in Bangladesh has been derived from the administrative framework of Pakistan. At the time of independence in 1971, Bangladesh inherited the structure of the provincial secretariat of the then East Pakistan. The Provincial Secretariat in East Pakistan consisted of departments whose main responsibility was the field administration of the province. The present secretariat serves as a national secretariat and is responsible for formulating policies and coordinating their implementation for the socio-economic development of the country. The functional responsibilities of the present secretariat are, therefore, intrinsically different from those of the secretariat of the pre-independence era<sup>82</sup>.

1.1. In this chapter the writer attempted to discuss and analyze IMED's functional relations and linkages with line ministries and further more, the problems that come up.

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<sup>81</sup> Ministry of Establishment, Government of Bangladesh, Public Administration Efficiency Study, vol. 1, Main Report, Dhaka, November, 1989, p. 7.

<sup>82</sup> Ibid, p. 10.

2. **The Secretariat.** The Secretariat is the center of the government administration. It is in the secretariat that all the administrative and developmental policies are formulated. Both administrative and developmental decisions of the government are taken within the secretariat. The Secretariat also serves as an important channel of advice to the Ministers in policy-making and legislative matters.<sup>83</sup> Under Articles 56 of the Constitution of the People's Republic of Bangladesh, the executive authority of the Republic vests in the President. The President under his rule-making power has made the Rules of Business, 1975, for the allocation and transaction of the business of the government. Under the provisions of these rules, the President has the authority to constitute a Ministry consisting of one or more Divisions and distribute business of the government among them. If any doubt arises as to the ministry to which a case properly pertains, the matter is referred to the Cabinet Division for decision. The Secretariat Instructions, 1976, framed under the provisions of the Rules of Business, 1975, lays down the procedures as to how the business of the government should be conducted. All the Ministries and the Divisions are collectively known as the Secretariat. There is practically no difference between a ministry and a division, except that a ministry may be constituted with one or more divisions. Thus a Ministry/Division has been defined to be a self-contained administrative unit responsible for the conduct of business of the Government in a distinct and specified sphere. The Prime Minister may assign a Minister the charge of one or more ministries. A Minister is responsible for policy matters concerning his ministry and for implementation thereof. He is also responsible for conducting the business of his ministry in the Parliament.

2.1. The Secretary is the official head of the ministry. He is responsible for its administration and discipline and for the proper conduct of the assigned business. He is also the Principal Accounting Officer of the ministry, its attached departments and subordinate offices. He keeps the Minister-in-Charge informed of the working of the ministry. The Secretary is responsible for organizing the ministry into a number of working units known as Sections. A group of Sections constitute a Branch, and a number of Branches form a Wing, which is a sub-division of a ministry/division. An Assistant Secretary is in charge of a section, while a Deputy Secretary and a Joint Secretary are in charge of a branch and a wing respectively. In some ministries there are one or more

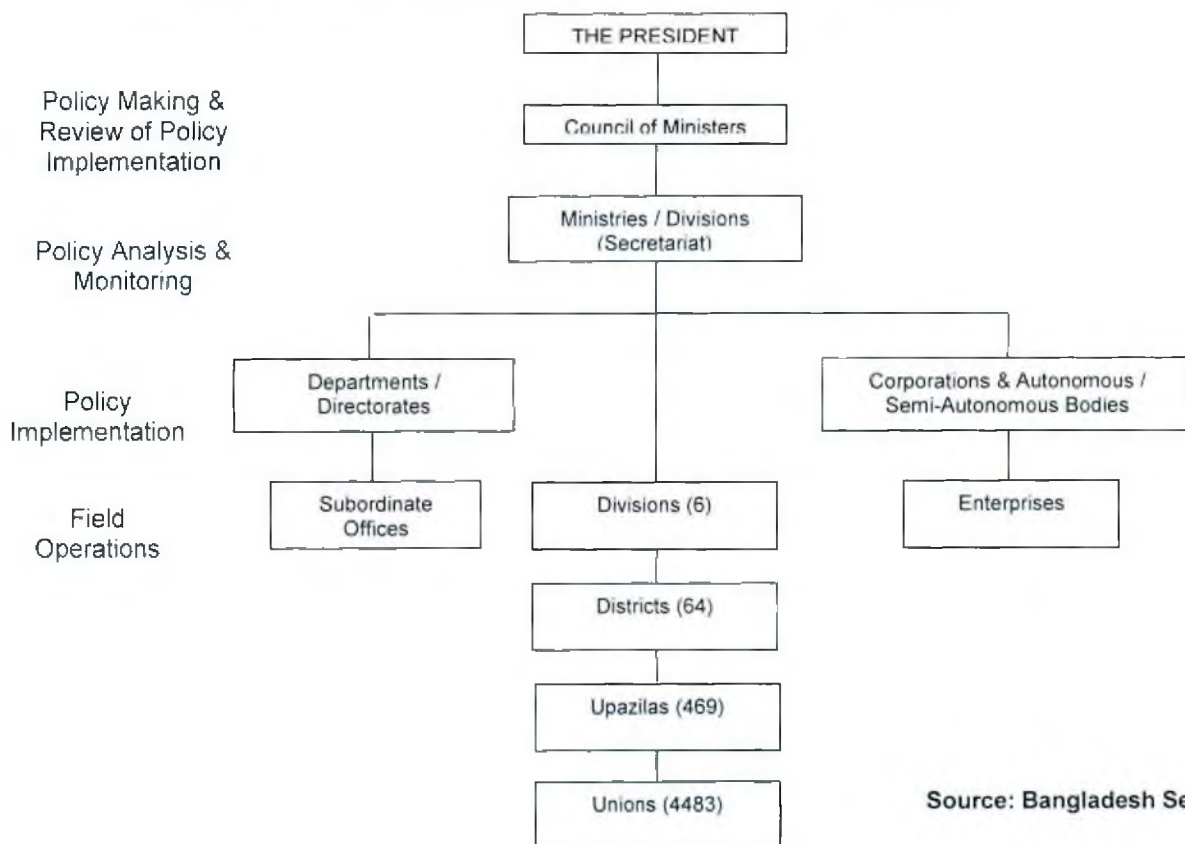
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<sup>83</sup> Ministry of Establishment, Government of Bangladesh, Report of the Public Administration Efficiency Study, vol. 2, Secretariat System and Work Procedures, Dhaka, November, 1989, p. 11.



Additional Secretaries depending on the volume of work. The Additional Secretaries are made in-charge of a wing similar to the Joint Secretary. The Secretary is an overall charge of a ministry or a division. The Additional Secretary and the Joint Secretary are entrusted with a well-defined sphere of duty. Within their sphere, they are supposed to assume full responsibility and submit cases direct to the Minister for orders. Such cases are returned to them through the Secretary. However, the Joint Secretaries, in actual practice, submit cases to the Minister through the Secretaries. The Deputy Secretary disposes of all cases in which no major question of policy is involved or which, under the rules or standing orders, he is competent to dispose of. The Assistant Secretary disposes of all cases where there are clear precedents, and no question of deviation from such precedents is involved or which under the rules or standing orders he is competent to dispose of. The Government administration represents a unified structure within which specific functions are assigned to the different parts of the administration. The role and functions of the Secretariat vis-à-vis the Departments, Directorates, Subordinate offices and Public Statutory Bodies are delineated for the purpose of efficient working of the total system. However the following diagram can portray these functional relationships:

**Chart No. 1 : Functional Relationships of Secretariat with other Offices**



Source: Bangladesh Secretariat

2.2. The principal purpose of the Secretariat is to establish among discrete self-contained hierarchical units a formal network of authority relationships, control, command and communication to maximize coordination and to achieve an integrative approach to governance: formulation of public policy; policy and administrative planning; framing legislation, rules and regulations; budgeting and control of expenditures relating to its activities; policy coordination; interpreting policies; supervising personnel management of cadre personnel in ministries / divisions and higher level personnel in statutory bodies, attached departments and subordinate officers; and advising and assisting Ministers in their administrative duties/ responsibilities vis-à-vis Parliament. In shaping public policies, the Secretariat collects, collates, analyzes, evaluates and synthesizes data, facts, figures and other information / evidence<sup>84</sup>. The Secretariat is the center place of decision making. Decision-making in the Secretariat, in practice, is highly centralized and suffers from a number of procedural bottlenecks associated with unnecessary scrutiny at multiple layers, incremental, fragmentation of responsibilities and elaborate and time consuming requirements of coordination. Moreover, the decision-making is too focused on administrative and operational details and policy-making matters are given limited attention. Most of the decisions are actually made at the highest level although the powers to make decisions are delegated within the hierarchy. The delegated powers are exercised within narrow limits, especially by the middle and junior level officers, for fear of contravening the decisions higher up as well as for lack of self-confidence and hesitancy to assume responsibility. Furthermore, there is no particular incentive to take initiative and the perceived risks of making decisions outweigh both benefits and risks of not making them. A large number of decisions in the government require coordination among different ministries and agencies and are made through inter-ministerial consultation and committees. Committee meetings are important for coordination and for developing a common point of view to avoid jurisdictional problems. However, the committee system also carries the risks of diffusing responsibility and deferring decisions. The formal coordination of the activities of different organs of a ministry is primarily undertaken through monthly coordination meeting called by the Secretary. The purpose of the monthly meeting is to discuss important issues and pending cases and take appropriate measures.

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<sup>84</sup> UNDP., Office of the UN Development Assistant and Management Service, Bangladesh Public Administration Sector Assessment Report (বাংলাদেশ লোক প্রশাসন সেক্টর সমীক্ষা রিপোর্ট), July, 1993, p. 25.

Decision-making procedures rely mostly on formal written communication among different levels of officers and ministries/divisions. Unless files arrive, no action initiated. It is considered safer by the officers to take action only upon receiving formal written communication. The heavy reliance on written communication has created a culture of bureaucratic rigidity and does not promote a climate of trust. Junior officers show deference to the personal authority of the superiors and feel reluctant to approach them informally and seek directions.

3. **The Ministries**. Each Ministry consists of one or more Divisions. A Division is the principal unit of a Ministry responsible for the administration of a general area of government business. A Secretary or an Additional Secretary usually heads a Division. The Ministries and Divisions are divided into Wings, Branches and Sections in order to ensure the efficient disposal of their business. Just below the Division is the Wing, which is headed by a Joint Secretary with a well-defined sphere of duties. Under the Wing there are Branches comprising of a number of Sections headed by Deputy Secretaries. Sections are the lowest administrative unit in a Ministry and are usually headed by Senior Assistant Secretaries/Assistant Secretaries. A Division is the principal unit of a ministry responsible for the administration of a general area of government business. The Ministries and Divisions are divided into wings, branches and sections in order to ensure the efficient disposal of their business. The official head of a Ministry is the secretary, a senior civil servant who acts as the principal advisor to the Minister on all matters of policy and administration. The Secretary is responsible for the proper conduct of business according to the Rules of Business and the Secretariat Instructions and also acts as the Principal Accounting Officer of the ministry, attached departments and other agencies under the control of the ministry. In this capacity Secretary is responsible for making sure that the ministry in accordance with the rules spends funds laid down by the Ministry of Finance.<sup>85</sup> The early scholars and practitioners of the science of management developed scientific principles of management including the scientific classification of organizations; it may be more useful to categorize ministries/divisions into the functional clusters i.e. executive, regulatory, service oriented/welfare, developmental, promotional, staff/advisory, research, international, financial and monitoring.

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<sup>85</sup> Ministry of Establishment, Government of Bangladesh, Public Administration Efficiency Study, vol. 3, Relationship between Ministries and Departments, Dhaka, November, 1989, p. 5.

Ministries are responsible for planning and policy formulation, for budgeting and resource allocation, for control of administrative systems, for the evaluation and monitoring of policy execution. The powers and functions of departments/ directorates and autonomous bodies/corporations were reviewed and amended at different times in the past, often from the perspective of delegation. These organizations are given two types of delegated power - administrative and financial. The delegation of financial powers to the departments is governed by general guidelines, as issued from time to time by the Ministry of Finance. The departments and subordinate offices have been delegated clear-cut financial powers by the Ministry of Finance from time to time, lastly in March, 2000. Ministry of Finance provides a model, designed to ensure uniformity in the matter of financial powers to the departments and subordinate offices. It categorically provides specific financial powers to heads of department and heads of subordinate offices at divisional, district and upazila levels. In 1989, the Public Administration Efficiency Study Working Group on Ministry-Department relationship studied six ministries (Agriculture, Commerce, Establishment, Finance, Industries and Planning) and eighteen departments and directorates under them. It was found by the Working Group that the key constraint on effective departmental operations and the major cause of delays in their activities was a lack of adequate delegation of authority over 'personnel and financial' matters. Though some administrative and financial powers are delegated to departments, in practice they have to pass matters to the ministries for decisions. These involve routine, non-policy decisions, which they should have been able to decide. The Administration Reorganization Committee, 1996 conducted a survey on the delegation of powers to the departments, corporations and other subordinate offices. After examining the work procedures, decision-making process, relationships, accountability and transparency in three selected departments and a corporation, the Committee found frequent ministry interventions in the sphere of these organizations resulting in substantial reduction of their autonomy; inefficiency, and poor quality of service. The survey findings show the following discrepancies and constraints in the areas of delegation:<sup>86</sup>

- a. Little policy direction/guidance from ministries/divisions is provided. All functional and implementation activities of departments/ directorates are controlled

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<sup>86</sup> Ministry of Establishment, Government of Bangladesh, Report of the Public Administration Reform Commission, Public Administration for 21<sup>st</sup> Century, vol. 1, June, 2000, p. 78.

by concerned ministries/divisions resulting in centralization of power in the latter and an adverse impact on the activities of the former.

b. Small and sometimes trivial matters are sent by departments/ directorates to ministries / divisions as proposals for decisions. This allows departments / directorates to avoid their responsibilities. Heads of departments/directorates cannot be held accountable because they are practically not given any power of decision making and implementation.

c. In ministries/divisions officials who are neither expert nor possess technical knowledge scrutinize technical proposals received from departments / directorates in violation of government instructions.

d. Proposals sent from departments/directorates are received at lower levels in ministries/divisions and then sent to successive higher levels for decisions. This practice requires opening of file at both ends and thereby deployment of additional manpower, not to mention inordinate delay.

e. Proposals signed by heads of departments/directorates are examined and commented on by junior officials in the ministry/division. This practice is considered by officials in the departments/directorates as an affront to their dignity.

f. There is a practice on the part of lower level officials in ministries/divisions to send directions and issue repeated reminders. This unnecessary interference results in extra workload for departments/ directorates. Also, personnel in these bodies remain busy with less important matters and spend more time, labor and money on these rather than concentrate on the policy-making role of ministries and divisions.

g. In reality, most heads of departments/directorates have no authority to issue orders pertaining to their crossing of efficiency bar and approval of earned leave of Class-I officers but the authority lies with the ministry. The Departments / Directorates are therefore dependent on concerned ministry/division for their

posting, transfer and leave, and in the process spend a considerable period of time pursuing these matters, consequently neglecting their duties.

h. Although the scope of developmental activities has increased compared to 1985, the financial powers of departments/directorates have decreased to a significant extent. By an order promulgated by the Ministry of Finance dated 12 April 1994, the financial powers of heads of departments/directorates in the area of works and goods have been reduced from Tk. 5 crore to Tk. 2 crore<sup>87</sup>.

i. The power of appointment of all project-related Class 1 officials, including the project directors, is in the hands of the ministry / division, while the responsibility of all developmental projects lies with the department/ directorate. This situation affects quality of project work and raises questions about the accountability of the project staff, including the Project Director.

j. Heads of departments/directorates have to seek approval of the concerned minister for purchase of vehicles and office equipment even if these are in line with existing rules and included in approved organizational structure and in the budget.

4. **Public Corporations.** After liberation, the Government of the People's Republic of Bangladesh established thirty-eight new public corporations in 1972 in addition to retaining twenty other corporations, which had been established at the provincial levels during the Pakistan period<sup>88</sup>. The Government departments with their traditional bureaucratic methods with emphasis on regulatory functions have not been found suitable for the purpose of carrying out developmental and operational activities expeditiously, effectively and efficiently. It has therefore, been expedient to create public corporations and enterprises under the acts of Parliament. Production and marketing of goods and services development of infrastructure, exploitation of natural resources, accelerated industrialization, investment of national surpluses, supply of basic industrial and agricultural inputs and consumer goods with a view to achieve price stabilization, export

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<sup>87</sup> Ibid., p. 79.

<sup>88</sup> Ministry of Establishment, Government of Bangladesh, Report of the Public Administration Efficiency Study, vol. 4, Secretariat System and Work Procedures, Dhaka, November, 1989, p. 3.

growth and playing the role a model employer were the main objectives. The other reason for the rise of the corporate device in the public sector is to invest in areas where private sector, for limitations of capital and skilled manpower, is shy to operate. The rise of the corporate device in public sector started in the late fifties and continued since then although during recent years the emphasis has been more on privatization than on public undertakings. There is an absence of reciprocal relationship between ministries and corporations. Consequent upon lack of effective participation by the corporation in policy making involving, inter-alia, definition of problems to be solved or opportunities to be pursued as well as interventions to be made at the national, ministry or the corporation level for tackling an unforeseen problem. Such as shrinkage in the market which calls for a macro-economic adjustment or changes in a predetermined product mix.

5. **Attached Departments, Subordinate Offices and Autonomous Bodies.** The execution of government policies of a ministry/division is normally carried out by a number of executive agencies, which are designated as attached departments and subordinate offices. Attached departments are responsible for providing executive direction in the implementation of policies laid down by the relevant ministry/division. They also advise their respective ministries/divisions on technical aspects of business transacted by the latter. The subordinate offices function as the field establishments under the direction of the attached departments. Autonomous / Semi-Autonomous bodies are set up to perform certain specialized public functions or to implement specific developmental tasks and provide public services.

6. **Secretariat and Field Administration.** Since the British colonial days, the Secretariat has been the pivot around which in entire-public management process works. It may be described as the nerve center of all government activities, where policies are conceived, designed, initiated and apportioned to field agencies for implementation<sup>89</sup>. The Secretariat is responsible and policy making authority and field administration assign for these policy implementation. Each and every ministry keeps a touch with their line agency through the field administration. Most of the ministry decentralizes their function up to the field administration; the policy and development plan repairs by the secretariat and

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<sup>89</sup> UNDP., op.cit., p. 25

implemented or executed by the field agencies of the respective ministry and the local government authority; the field administration advice, guide the secretariat about the execution techniques tools and methods; and the field administration provides necessary data to the secretariat in relation to policy formulation and feed back of the policy is already undertaken. These are the general functional relationship between secretariat and field administration. Especially two specific ministries, Ministry of Establishment and Cabinet Division on behalf of secretariat control and maintain the overall functional relationship between secretariat and field administration. The role of Ministry of Establishment and Cabinet Division in relation to field administration is more or less distinct and specific. Ministry of Establishment appoints and transfer officers in Upazilas, Zilas and Divisions<sup>90</sup> and all matters relating to Divisional Commissioner's office and Deputy Commissioner's office. Cabinet Division deals with general administration in Upazilas, District and Divisions. Each and every officer of the Cabinet Division responsible for conduct one field visits (Upazila, District) with in every two month. During the visit program they use one monitoring form and this program is considered as a development project monitoring system. The Development Program is done by the officer upto Deputy Secretary level in Upazila Parishad and above the Deputy Secretary level in the district. The Cabinet Secretary himself involves with this monitoring program. The Officers visit the Upazila and District suddenly or formally. After completing the visit the officers submit the report to the Cabinet Secretary with in 48-hour. Cabinet Secretary justifies the reliability and potentiality of the report and the officer.

7. **Policy Analysis and Monitoring.** According to the Rules of Business, it is the responsibility of the secretariat to formulate policies and plans and evaluate and monitor their execution. In Bangladesh as in most countries, the policies are formulated at the highest political level. The process of policy-formulation in development sectors is also influenced by the donor organizations, which contribute more than half of the nation's annual development budget. Say, for example, the size of ADP of 2009-2010 fiscal year is Tk. 30500 crore. Out of which foreign resource will contribute Tk. 16,365 crore that is 53.65% of the development budget<sup>91</sup>. The role assigned to the secretariat in policy-making

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<sup>90</sup> Cabinet Division, Government of Bangladesh, Rules of Business, 1996. Revised up to August, 2000, p. 32.

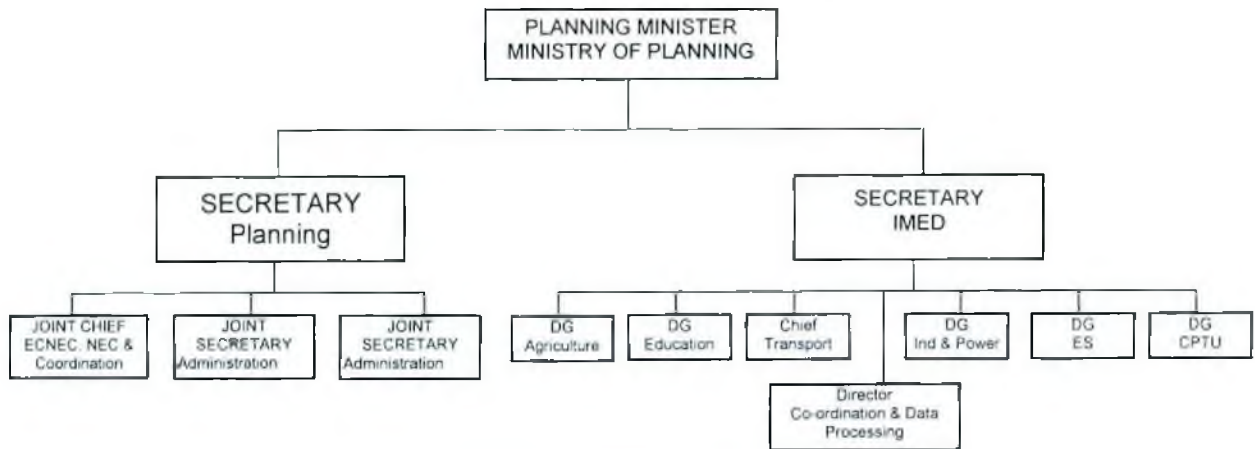
<sup>91</sup> Planning Commission, Ministry of Planning, Government of Bangladesh, Annual Development Program 2009-2010, June, 2009, p. ii.



process basically is to provide the *raison d'être* for formulating sound policies through collection and analysis of information to establish priorities and objectives and to develop effective strategies for achieving them. This form of strategic thinking is crucial to the development of policies but is seriously neglected in the secretariat. At present, the ministries perform limited functions in support of policy-formulation and have assumed disproportionate responsibilities for executive and administrative functions, especially in the area of personnel management. The Ministries retain the authority over a large number of administrative decisions, which should appropriately be transferred to the departments. It is estimated that more than half of the cases in the secretariat involves personnel matters. The Secretariat has also been assigned the important function of monitoring the implementation of policies. The policies are implemented through the departments and corporations and the ministries are responsible to follow-up on the problems in implementation and take necessary measures. In Bangladesh, lack of coordination among various agencies; logistical, financial and manpower problems; and other institutional shortcomings often hamper an effective implementation of the government policies. It is the function of the ministries to keep abreast of these difficulties and devise means to overcome them. The Ministries do not have appropriate organizational mechanism for undertaking policy-oriented work. There is a lack of well-trained officers and staff needed for policy analysis, planning, monitoring and evaluation. Moreover, the personnel who have the appropriate training are not utilized; policy-planning activities and skills are not adequately rewarded under the current system. Acute shortage of qualified staff in such important functional spheres as training, organizational development and supervision has been seriously hampering various programs of staff development and organizational improvements for which the ministry is directly responsible. People trained and experienced in these areas are inadequately available. Those few who are trained in these fields are not properly utilized. Fresh recruits are hardly attracted to these areas because of a lack of career opportunities.

8. **Ministry of Planning**. This study objective concern advisory and monitoring functions of the government which is dealt by Ministry of Planning. The Planning Ministry, under a Cabinet Minister, has two divisions each headed by a Secretary. One is Planning Division and another one is Implementation, Monitoring and Evaluation Division (IMED). The organizational structure Ministry of Planning is as under:

**Chart No. 2 : Structure of Ministry of Planning**



Source: Ministry of Planning

Planning Division, Ministry of Planning deals with preparation of national plans: annual, five year and perspective for the economic and social development of the country in accordance with the socio-economic objectives of the Government of Bangladesh; preparation of annual development programs within the framework of national plan and formulation of policies of the implementation and impact on the economy; periodic review of national development plan, studies of its implications and impact on the economy; review of the selective basis the operational performance of various sectors of the economy; evaluating plan performance and watching the progress of plan implementation on a continuous basis in order to prepare evaluation on national plans; study of important economic issues and formulation of economic policies and measures; evaluation of external debt and submission of reports there on along with evaluation of national plan; undertaking and promoting of economic research and initiating surveys and investigations needed to support effective planning and development; advice on nature of machinery for securing efficient execution of national plans annual programs and economic policies; stimulating and where necessary initiating project formulation, examining and tendering advice on programs and projects with a view to determining their consistency with the national objectives; reviewing the progress of implementation of approved projects, particularly aided projects; identifying the causes of delays and difficulties in the implementation of project and proposing solutions thereof; coordination of development activities of various ministries and their agencies, where such activities are interrelated or inter-dependent; coordination of economic policies, which have across the economy impact or involve more than one ministry/division; to act as the national focal point on new and renewable sources of energy as well as perform the coordinating role on all energy

related inter-ministerial matters; administration of Bangladesh Civil Service (Economic) Cadre; secretariat administration including financial matters; administration and control of subordinate offices and organizations under this Division; issuance of rules and guidelines for preparation and processing of development projects at national and Upazila levels; to act as the national focal point on private investment in all sectors as well as playing the coordinating role on all matter relating to private sector; liaison with international organizations and matters relating to treaties and agreements with other countries and world bodies relating to subjects allotted to this Division; all laws on subject allotted to this Division; inquiries and statistics on any of the subjects allotted to this Division and fees in respect of any of the subjects allotted to this Division except fees taken in court.<sup>92</sup>

9. **Planning Commission**. It is an independent body under the Planning Division. Bangladesh Government in exile during the war of liberation in 1971 established a Planning Cell, which was an embryonic start, at last conceptually of the present Planning Commission. The Planning Cell established during the war of liberation was mainly concerned with formulating a program both physical and financial of reconstruction and rehabilitation of the economy of post-independence Bangladesh<sup>93</sup>. Planning Commission is the central planning agency of the Govt of Bangladesh. The Head of the Government is the Chairman of Planning Commission and is assisted by the Vice-Chairman (the Planning Minister) and the members of the Commission. Planning Commission is responsible for government policy formulation and national development planning. It prepares the national plans and programs according to the decisions of National Economic Council (NEC) and the guidelines and directives of Executive Committee of National Economic Council (ECNEC). It advises and assists NEC and ECNEC. The Prime Minister is the Chairperson of Planning Commission. The Minister for Planning and Minister for Finance are the two Vice-Chairpersons of the Commission. At the policy level the Commission consists of Vice Chairpersons and five Members Secretary. The Planning Division of the Ministry of Planning, headed by a Secretary looks after the logistics, coordination and administration of Planning Commission. There are several members at Planning Commission who head one or more sectors of development planning. The position of the members is usually not below the rank of Secretary. Under the member there are six divisions: General Economic Division (GED); Programming Division; Socio-Economic Infrastructure Division; Physical

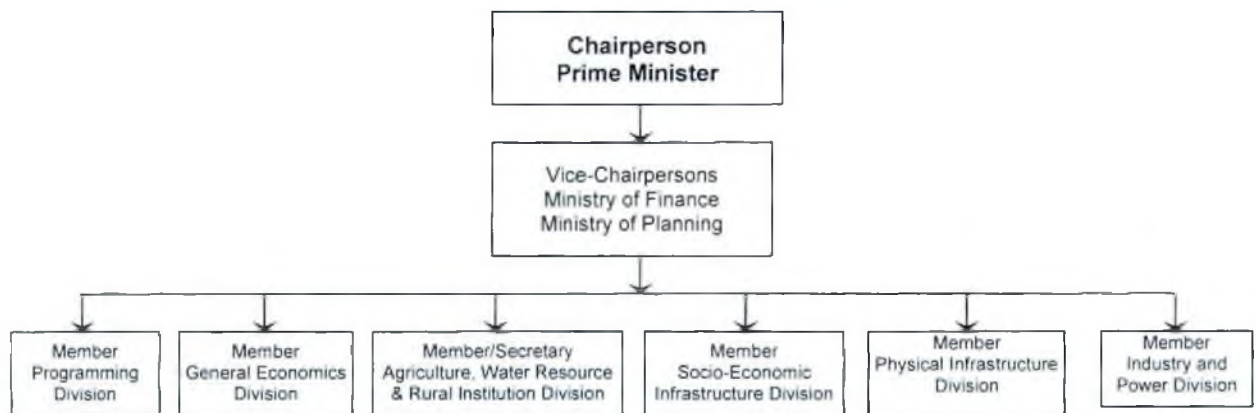
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<sup>92</sup> Ministry of Women and Children Affairs, Government of Bangladesh, Institutional Review of WID, Capability of the Government of Bangladesh, vol. 2, National Machinery for Women's Development, September, 1998, p. xxxv.

<sup>93</sup> Planning Commission, Ministry of Planning, Government of Bangladesh, Development Planning in Bangladesh, June, 1999, p. 2.

Infrastructure Division; Agriculture, Water Resources and Rural Institutions Divisions; Industries and Energy Division. These divisions are further sub-divided into thirty functional wings. Two of the divisions deal with the general macro issues of the economy viz General Economic Division and Programming Division. The other four divisions deal with the planning and policy issues of different sectors of the economy. Planning Commission officials below the members are belong to the Bangladesh Civil Service (Economic cadre), administered by the Planning Division, The Divisions are headed by Chiefs and Wings are headed by Joint Chiefs. Wings are further sub-divided into Branches and headed by Deputy Chiefs and Desks are manned by Senior Assistant Chiefs/Assistant Chiefs. The organization structure of Planning Commission is as **Appendix - 17** but in short is shown in the following chart:

**Chart No. 3 : The Organization Structure of Planning Commission**



Source Planning Commission

As a whole the functions of Planning Commission are: to prepare national plans, annual, five-year and perspective for the economic and social development of the country in accordance with the socio-economic objectives of the Government of the People's Republic of Bangladesh; prepare annual development program within the framework of national plan, to formulate policies for the implementation of the plans; evaluate plan performance and watch the progress of plan implementation on a continuous basis in order to prepare evaluation of national plans; study important economic issues and formulate economic policies and measures; determine external aid requirements and negotiate the total quantum and composition of aid required form foreign countries; evaluate external debts and submit reports thereon along with evaluation of national plans;

undertake and promote economic research and to initiate surveys and investigations needed to support effective planning and development; advise on the nature of the machinery for securing the efficient execution of national plan, annual programs and economic policies; stimulate and where necessary, initiate project formulation; examine and advise on programs and projects with a view to determining their consistency with the national objectives; and review the progress of implementation of approved projects particularly of aided project; and identify the causes of delays and difficulties in the implementation of projects and to prepare solutions thereof.<sup>94</sup> Planning Commission performs these functions through its divisions. There are three divisions of the Commission: General Economic Division, Programming Division and Sectoral Division. The specific functions of each division are as follows:

- a. **General Economic Division**. Preparation of national, medium and long-term plans in accordance with social, economic and political objectives as lay down by the government: preparation of technical frameworks for medium term plans (Five-Year Plan); formulation of alternative strategies and policies for mobilization of domestic resources and for achievement of plan objectives; undertake research studies on economic issues in the fiscal and monetary fields, internal economics, saving and investment, employment and income distribution; undertake macro and sectoral evaluation of Five-Year Plan; estimation of national income, consumption, savings and investment, domestic resources; external trade and balance of payments; preparation of annual plan, annual economic review; preparation of memorandum for Bangladesh and development forum meetings; preparation of briefs for meetings and negotiations with multilateral organizations like World Bank, IMF, ADB, ESCAP, EEC, ECDC, SAARC as well as bilateral donors; provide staff support to Planning Commission for council committee on exports resource committee, inter-ministerial committee on ADP, foreign exchange allocation committee on ADP; and initiate and organize seminars and professional discussions on issues relevant to economic planning and development are the main functions of this Division.

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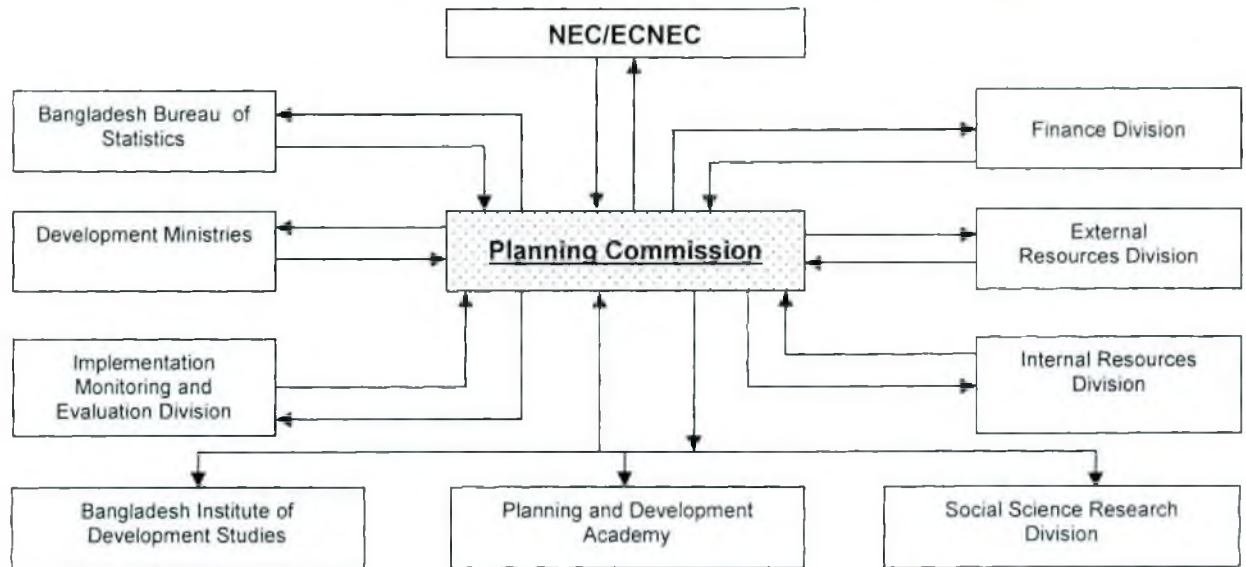
<sup>94</sup> Planning Commission, Ministry of Planning, Government of Bangladesh, Hand Book on Ministry of Finance and Planning, November, 1983.

b. **Programming Division**. The Major functions of this Division are: determination of the sizes of the Annual Development Programs (ADP) and sectoral allocations/ proportions; formulation of ADP and revision of ADP; preparation of Annual Technical Assistance Programs (ATAP) and revision of ATAP; recommended release of ADP funds in relevant cases; oversee ADP implementation administration; determination of external assistance requirements for ADP financing; preparation of the list of aid worthy projects before Bangladesh Development Forum Meeting; inter-Ministerial and intra-Planning Commission coordination in matters of ADP preparation, revision and appropriation/re-appropriation of funds; provide secretariat service to the programming committee and keeping records of resource use; preparation and interpretation of the guidelines for local government development; and overseeing formulation and implementation of local government development programs and coordination with Cabinet Division and Local Government Division in this regard.

c. **Sectoral Division**. Determination of sectoral development priorities; preparation of sectoral plans and policies within the framework of overall development priorities of the government; allocation of resources available to the sector to various projects in accordance with priority; oversee implementation of Planning Commission decision; evaluation of overall plan performance and monitoring progress on the continuous basis in order to recommend revisions in programs; and study of specific sectoral issues and formulation of appropriate policies for consideration of Planning Commission / NEC are the major tasks of this division.

10. **The Linking Institutions of Planning Commission**. Planning Commission interacts with different ministries/divisions/ agencies of the government in preparing Five Year Plan, ADP and in the process of project appraisal and approval. However, institutional linkages of Planning Commission with other ministries/divisions/ organizations are depicted in the following chart:

**Chart No. 4 : Institutional Linkages of Planning Commission**



Source: Planning Commission

The linking institutions shown in the chart above are important in the respective position and have vital roles in the process of planning. However the linking institutions are discussed here in short:

- a. **National Economic Council (NEC)**. The Government of Bangladesh has created certain institutional and administrative support arrangements for the preparation and implementation of development plans. At the apex is NEC. It is the highest political authority for national development programs. It formulates the national policies and objectives for long term plans. NEC consists of all members of the Council of Ministers and is chaired by the Head of the Government who is the Chairman of Planning Commission. The Vice-Chairman of Planning Commission (The Minister of Planning) and Governor of the Bangladesh Bank (special invitee) are members of NEC. Members of Planning Commission and Secretaries of all the Ministries / Divisions normally attend NEC meeting. NEC meets as and when required. The Planning Division under the Ministry of Planning acts as the Secretariat of NEC. As the highest policy making body of the Government of Bangladesh, NEC formulates the economic policies, including trade policy, exchange policy, industrial and agricultural policies, and policy on development functions. NEC normally provides overall guidance in the formulation of Five Year Plans, Annual Development Programs (ADP), and economic policies; approves

plans, programs and policies; reviews implementation of the development programs; appoints committees necessary to assist NEC and takes other decisions and actions necessary for the socio-economic development.

b. **Executive Committee of National Economic Council (ECNEC).** ECNEC is the executive body for the implementation of the policies adopted by NEC. It is presided over by the Prime Minister. The Finance Minister acts as the alternate Chairperson and in fact presides over most of the meetings of ECNEC. The Ministers of Industries, Finance, Planning, Commerce, Works and concerned ministry, whose project is under consideration, are the members of ECNEC. In addition Secretary, Cabinet Division; Member, Programming Division of Planning Commission; Member, General Economic Division of Planning Commission; Member concerned Sectoral Division of Planning Commission; Governor, Bangladesh Bank; Secretary, Economic Relations Division; Secretary, Finance Division; Secretary, Planning Division; Secretary, IMED; Secretary, concerned ministry; and Chief of the General Staff (CGS) of Bangladesh Army are the officials who attend ECNEC meeting. The Planning Division, Ministry of Planning acts as the Secretariat of ECNEC and, therefore, prepares working papers of ECNEC meetings. The responsibilities of ECNEC are to approve development projects on the basis of reports / recommendations from Planning Commission; consider proposals from investment companies as private or joint ventures or with foreign participation; review progress of implementation of development projects on the basis of reports from IMED; monitor the economic situation and review overall performance of the economy and related policy issues; consider performance of statutory corporation; and consider rates, fees and policies of public utility services or products of public enterprises.

c. **Finance Division.** Finance Division is one of the three divisions of Ministry of Finance. This division being the central authority of financial administration is responsible for the formation of financial and monetary policies, economic surveys, audit and account of Government of Bangladesh, budget and budgetary controls, security and approval of budget of autonomous bodies and corporations, fixing of salaries and pay scales, foreign exchange regulations etc. It also controls the major



investment policy and sets up the credit conditions. Finance Division prepares the annual budget of the country presented annually by the Finance Minister. A Secretary under whom there are two Additional Secretaries and numbers of Joint Secretaries, Deputy Secretaries and other officers head Finance Division. The Budget, which is prepared by Finance Division, has two components i.e Non-Development / Revenue and Development. The first one pertains to the up-keep of normal priority and essential services to the government and the second refers to the development activities. The Development budget reflects the planned development objectives developed on an annual basis while Non-Development budget objectives are more concerned with the day-to-day obligations.

d. **External Resources Division (ERD).** The development budget in Bangladesh is largely dependent on external assistance. ERD, which is responsible for the mobilization and allocation of external assistance, therefore, has a pivotal role to play in development planning and project implementation. It coordinates external assistance to the country and signs agreements with the donors on behalf of the government. The main jobs of ERD are assessment, mobilization and allocation of external assistance. These call for involvement in planning, budgeting, and conduct of foreign relations and monitoring of development activities. Thus ERD is the conduit between Development Partners and Executing Agencies. It also has a special role in determination and execution of external economic policy and conducts thus country's relations with international development agencies and development forums. In discharging of these responsibilities ERD has to coordinate very closely with Planning Commission, Finance Division and Ministry of Foreign Affairs.

e. **Internal Resources Division (IRD).** Raising the domestic revenue for Government of Bangladesh is the main and prime responsibility of IRD. It administrates taxes, duties, custom duties, postal and judiciary stamps etc. The Secretary of IRD is also ex-officio Chairman of the National Board of Revenue. National Board of Revenue is placed under IRD. It governs all the policy implementation matters with regard to income tax, wealth tax, corporate tax, custom duty, sales tax, excise duty and to liaison with international organizations.

f. **Development Ministries**. The line Ministries are primarily policy-making bodies, and are responsible for the execution of all-sectoral policies, plans and programs. Implementation of these plans and programs are however, the direct responsibility of the implementing agencies of the line Ministries. Each line Ministry has a separate Planning Unit, headed by a Joint Chief or Deputy Chief. Planning Units/Wings of the line Ministries provide data support advice on sectoral matters and submit sectoral draft plans to Planning Commission, and thus play important roles in the development planning. The main functions of the Planning Units under different line Ministries are to provide necessary assistance to the Secretary of the ministry regarding the overall development activities of the ministry including planning, monitoring and evaluation of the development programs and projects under the administrative control of the ministry; supervise the preparation of Perspective Plans, Five Year Plans and Annual Plans by the implementing agencies and to process and appraise them; arrange and supervise the preparation of ADPs, and to process and secure the approval of the various project documents by ECNEC; make provision and to keep account of the utilization of financial resources in the implementation of development projects and liaison continuously with IMED, Planning Commission, ERD, Finance Division of the Ministry of Finance and other related agencies, including development partners; and supervise the preparation of, and to apprise, the Terms of Reference for feasibility studies and other studies / missions/development activities performed by or undertaken on behalf of the ministry. The line Ministries has Departments, Directorates, Corporations, and Autonomous Bodies/ Agencies. These organizations work as implementing agencies of the ministries for development activities. Planning Sections under the implementing agencies draft sectoral plans for Five Year Plans or Perspective Plans; develop project ideas and concepts, and prepare various projects documents under the supervision of the ministries; conduct / supervise and coordinate the formulation of project identification, feasibility and other detailed reports and documents of Government of Bangladesh and development partners; process and handle project proposals for inclusion in the ADPs and / or RADPs and carry out periodic monitoring of development projects.

g. **IMED.** It is the central monitoring and evaluation unit for development project activity in Bangladesh and as such, is frequently used by NEC and its executive body, ECNEC, to review and report on the status of development projects in the country. At least once a year, NEC meets under the chairmanship of the Head of the State to review ministry-wise or agency-wise comprehensive reports prepared by IMED. The Secretary of IMED makes presentation of the progress on ADP's.

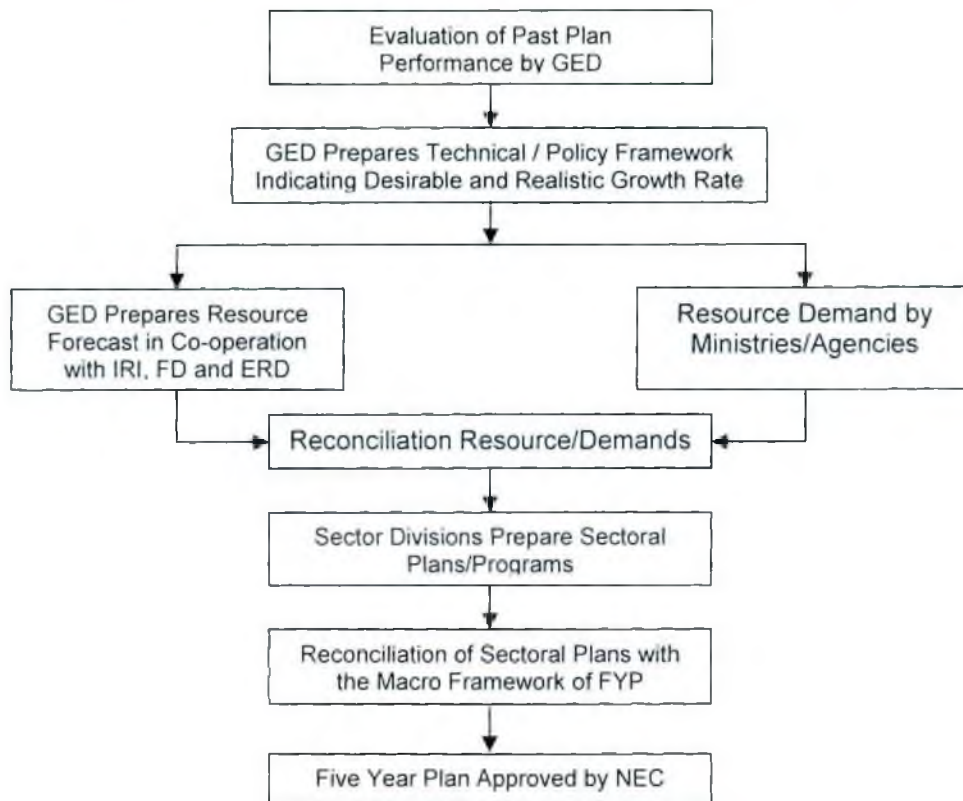
h. **Other linkage institutions** Bangladesh Bureau of Statistics (BBS) meets comprehensive data requirement of Planning Commission. Data is the pre-requisite of any development planning. Bangladesh Institute of Development Studies (BIDS) and Social Science Research Division give backup research support to Planning Commission whenever necessary. Planning and Development Academy supports the Commission by providing training inputs for its officials.

11. Interacting with the linking institutions finally the Commission submits plans, programs and projects to NEC/ECNEC for formal approval. Development planning in Bangladesh is being carried out by Planning Commission since its inception in 1972 involves mainly mid-term plan viz. Five Year Plan and short-term plan viz. ADP and Project Planning. Attempts were also made to prepare Perspective Plans, however, without regularity.

11.1. **Five Year Plan** is the main vehicles of development planning in Bangladesh. For planned development Planning Commission, so far, prepared five mid-term plans since its inception. A Five Year Plan is a socio-political document and a guideline and a framework for taking decision on specific policies and projects. Its success depends on wider sense of participation in its formulation. Thus following completion of the draft, views of public leaders, academicians, practitioners, business leaders, development partners and NGOs are sought and considered before giving final shape and than approved by the National Economic Council. The planning models are not mechanically applied to formulate either the size or the sectoral priorities of the Five Year Plan. Sectoral allocations are derived from the planning model exercises and provide a framework for the Sectoral Divisions of Planning Commission/Ministries/Agencies to workout their sectoral programs. The final sizes of the plan and its broad sectoral allocation are arrived at in a series of iterative

steps, which consist of successive consultations among the Sectoral Divisions of Planning Commission and the Ministries/Agencies. A simplified series of steps in the formulation process of Five Year Plan are as follows:

**Chart No. 5 : Steps of Five Year Plan Formulation Process**



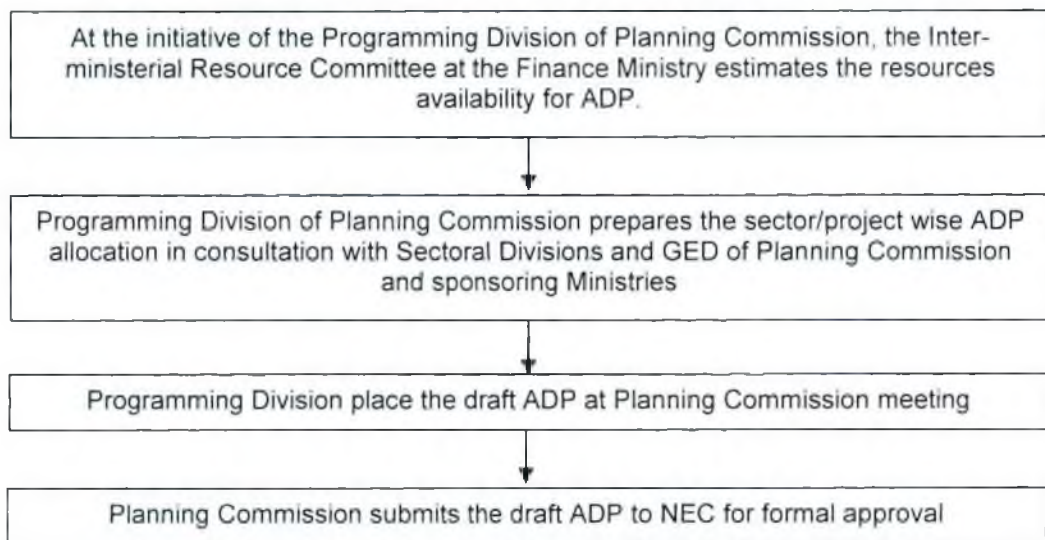
Source: Planning Commission

Estimates of available resources and the consequential limit to the size of the plan derived from the planning model impose a discipline in the task of examining the size and priorities of the sectoral programs. Inter-sectoral consistency and coordination required by the Sectoral Divisions of Planning Commission, Ministries and agencies to think in terms of inter-sectoral relationship while claiming resources for sectoral programs.

11.2. **ADP** preparation starts at the initiative of the Programming Division of Planning Commission. Inter-ministerial Resource Committee headed by the Finance Minister and represented by Members of Programming and General Economic Division of Planning Commission, Secretary of Finance Division; Secretary, Economic Relations Division; Chairman, National Board of Revenue and Governor, Bangladesh Bank estimate the

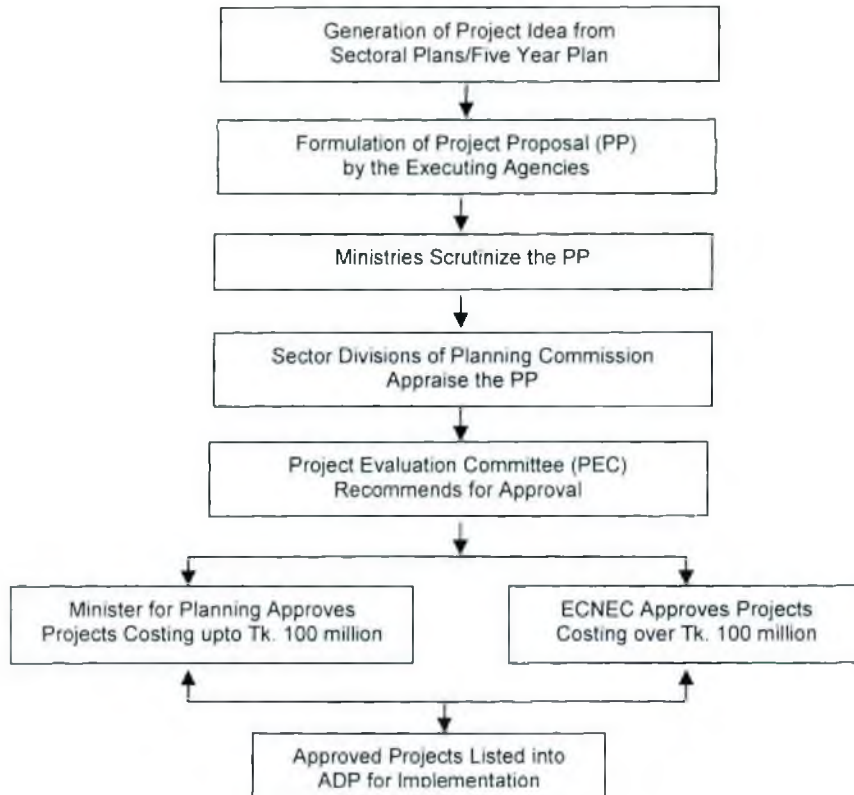
resources availability for ADP through its technical committee. After receiving the estimated resources available for the ADP, Programming Division of Planning Commission distributes the resources among different sectoral projects through consultation process with the General Economic Division and other Sectoral Divisions of Planning Commission and the sponsoring ministries and agencies. In the resources allocation process, priorities are given to the identified thrust sectors in the Five Year Plan. Draft ADP after the endorsement of Planning Commission is submitted to NEC for final approval. A simplified series of steps in the formulation process of ADP are:

**Chart No. 6 : Steps of ADP Formulation Process**



Source: Planning Commission

11.3. **Project Planning.** There are two types of development project i.e. Investment Projects and Technical Assistance Projects. Project formulation starts at the sponsoring executing agencies. They prepare the project proposal according to the guideline provided by the Sector Division of Planning Commission and submit the project proposals to their line ministries. After scrutinizing, line ministries send the project proposals to the Sectoral Divisions of Planning Commission. Sectoral Divisions appraise those project proposals in conformity with the Five Year Plan and submit to ECNEC/Minister for Planning for approval. A simplified project approval process is shown in the following chart:

**Chart No. 7 : Project Approval Process**

Source: Planning Commission

11.4. **Perspective Plan** is generally a long-term development vision of a nation. It covers generally a period of 15-20 years. Perspective Plan is not a concrete plan rather an indicative policy plan because of its long-term perspective. This Plan preparation needs more than usual deeper consultation and consensus with all the stakeholders of the country in the development process. Planning Commission through a wide range of seminars, workshops at national, regional and local level, carries out this consultation process with the stockholders. General Economic Division of Planning Commission develops the emerging consensus from this participatory consultation process about the future development of the country as a Perspective Plan. After the approval of the draft Perspective Plan by Planning Commission, it is submitted for final approval to National Economic Council. The latest Perspective Plan prepared by Planning Commission in 1995 is Participatory Perspective Plan for Bangladesh 1995-2010. The distinct elements to this participatory approach are people's participation in plan formulation and implementation; emphasis on growth and investment; and strengthening of the institutional infrastructure for rapid implementation of development programs at the local level. Poverty alleviation of the

vast majority of the population; generation of productive employment opportunities; attaining self-sufficiency in food production; human resources development; and private sector development for the promotion of liberation investment scenario are the development objectives of the Participatory Perspective Plan. The principal strategies to achieve these objectives are generation of labor-intensive growth; and provision of sustained investments in social and physical infrastructure with the framework of higher level of scientific and technological base and stimulation of private investments and outward looking economic policies. Three alternative scenarios of GDP growth were developed in the Perspective Plan. In a low growth scenario, GDP would rise slowly over the years reaching a growth rate of 6 percent in the year 2000. 6.5 % in 2005 and 7 % in 2010 and 12% by 2010. The Perspective Plan aimed to achieve the break through scenario, which appeared realistic on the basis of the economic potential of Bangladesh.

11.5. Planning Commission has over the past quarter century adopted itself to changing environment of development planning. Commission all along had followed a course of development planning in a mixed economy environment wherein the public sector and the private sector existed side by side. However, in recent years, the environment of development planning has been fast changing with the increasing marketing activities and globalization of Bangladesh economy. More and more economic decisions are being made through market price mechanism and private sector has been playing increasing role in the development process. With the increasing integration into the global market, Bangladesh economy is now more exposed to the external shocks like international financial crisis due to freer flow of international capital movement. With this changing scenario, Planning Commission has been strengthening surveillance on the macro-economic stability and focusing more on designing investment friendly regulatory framework to steer the economy to the planned growth path. Plans have become more of indicative nature than target oriented. Private sector has been geared up as a strategic partner for planned development. Another area of focus in recent years has been felt the necessity of people's participation in the development planning. With the increasing democratization of the local governments, local level plan preparation and implementation would be a necessity. Planning Commission has been adopting itself to a new development-planning paradigm in which people are the enterprise of development planning.

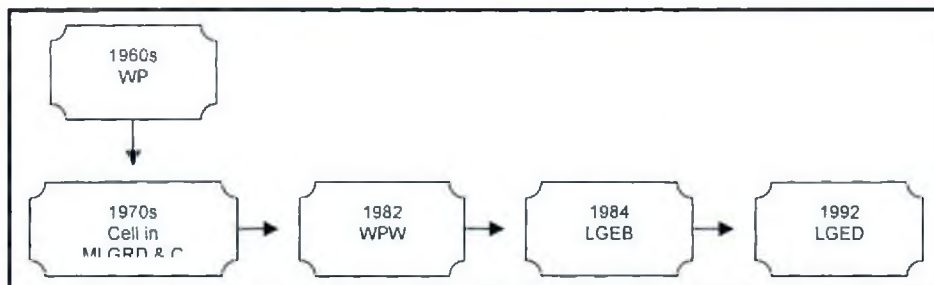
12. **IMED, Planning Commission and the Line Ministry.** Planning Commission deals with policy formulation where as IMED deals with monitoring and evaluation of development projects. Planning Commission is the body for policy formulation and development planning for national economic growth. On the other hand IMED is responsible for monitoring the development projects undertaken by the different ministries/divisions in line with national policy and development planning. Planning Commission has 6 divisions through which Commission discharges its duties and responsibilities. These divisions are arranged in line with nature of the developments projects undertake by the different ministries. But IMED has arranged its 6 sectors in line with the nature and functions of the ministries. Planning Commission formulates the policy strategy for development planning. IMED monitors and evaluates the projects undertaken in consistent with the formulated policy. IMED prepares the annual development project monitoring report for fulfillment the requirement of Planning Commission. Planning Commission approves ADP with necessary advice of IMED. The relationship between Planning Commission and IMED is interdependent and cohesive. But in practice this relationship is lacking behind. Planning Commission uses its privilege and position to collect physical and financial progress report of the projects directly from the respective ministry ignoring IMED. It is the business of IMED to monitor, evaluate and to collect the physical and financial progress report from the line ministries through prescribed forms for onward submission to Planning Commission. On the other hand the functional relationship of IMED with the line ministry is very formal. IMED maintains the formal relationship with ministries/divisions/directorates through periodic reports/returns; field inspection and co-ordination/review meetings. IMED is related with ministry/division/ directorate from the pre-project phase. During this phase IMED examines the rationale of project cost estimates; reliability of implementation schedule; duplication/overlap with other projects; consistency with the Five Year Plan objectives; comparison with experience of similar project implemented earlier; size of project manpower and sustainability of institutional framework for project implementation. IMED suggests for improvement as member of the project approving committees of Planning Commission and Departmental Project Evaluation Committees (DPEC) of the ministries. Ministries prepare their development plan for approval of Panning Commission to get entry in ADP but without the recommendation of IMED ministry cannot finalize their development plan and get entry in ADP. Wherever necessary, ministries correct their project proposal in line with the comments of IMED.



13. **The line Ministry as an Internal Monitoring Authority.** IMED acts as an external authority during implementation and monitoring, its relation with line ministries is established. Ministries have their own monitoring system which may be called internal monitoring. Here, it is indebted for assessment of the management and absorption capacities of the executive agencies and their project monitoring and evaluation capacity as an internal monitoring authority. In this regard, Local Government Engineering Department (LGED) is selected for case study as it is playing a pivotal role in rural infrastructure development. People at large in rural Bangladesh are now enjoying the benefits of LGED's different rural development projects. Rural infrastructure development projects undertaken by LGED are contributing a great deal towards the socio-economic development in the country along with the development of communication and market networks. Various activities under different projects have been creating short and long term employment opportunities for the poverty-stricken people. Similarly, LGED's infrastructure development activities, slum development activities and other socio-economic development activities in the urban areas have been creating employment opportunities and contributing towards environmental promotion. So the assessment of its internal arrangement of monitoring system and its capacity / capability as internal monitoring authority may be a good example.

13.1. **Organization of LGED.** A "Cell" was established under the Local Government Division (LGD) of Ministry of Local Government, Rural Development and Cooperatives in 1970s. To administer works program nation-wide, the Works Program Wing (WPW) was created in 1982 borne on the Development Budget. It was converted into the Local Government Engineering Bureau (LGEB) under the Government Revenue Budget in October, 1984. The LGEB was upgraded as the Local Government Engineering Department (LGED) in August, 1992. The organizational evolution of LGED is given below:

**Chart No. 8 : Organizational Evolution of LGED**



Source: LGED

Chief Engineer who is supported by 2 Additional Chief Engineers, 6 Superintending Engineers, 6 Executive Engineers and 4 Assistant Engineers at the LGED Headquarters, 10 Superintending Engineers at the circles, 64 Executive Engineers and 128 Assistant Engineers at the district level and 469 Upazila Engineers at the Upazila/Thana level head LGED. The total number of engineers and other staff under the permanent establishment of LGED is 9347. However the main functions of LGED are to provide technical support to the rural and the urban local government institutions and also planning and implementation of infrastructure development projects in the rural and urban areas to improve communication/transport network, employment generation and poverty reduction. The detailed functions are: Plan and implement Works Program at the Upazila level through the Upazila Engineering setup and provide technical support to the Upazila Development Coordination Committee and the Union Parishads; Provide technical support to the Pourashavas and the Zila Parishads; Construct Union Parishad Complex and Union connecting roads throughout the country; Plan and monitor development of growth centre connecting roads and construction of bridges/culverts through the Project Implementation Committees constituted by the Union Parishads with food aid from the World Food Program; Implement and monitor construction of roads and bridges/culverts in the rural areas under the Integrated Food for Development Project with food aid supported by Cooperative for American Relief Everywhere (CARE); Plan, implement and monitor development projects with resources from the government and the development partners with the objective of creating civic facilities in various city corporations and pourashavas; Plan, implement and monitor Rural Infrastructure Maintenance Program (Paved roads and bridges/ culverts); Plan, implement and monitor development projects with assistance from the development partners for construction of feeder roads, rural roads (including necessary bridges/culverts) and development of growth centers and river ghats etc; Plan, implement and monitor the development of growth centre/market connecting roads with the Upazila headquarters; Prepare, implement and monitor small-scale irrigation, flood control and drainage schemes at the Upazila and the Union levels; prepare Plan Books of Upazilas, Unions and Pourashavas, prepare thematic/ digital maps and prepare and maintain data base of roads and social infrastructures; Implement and monitor construction/reconstruction/repair of the primary school buildings under the Primary and Mass Education Division (PMED) throughout the country; Perform functions relating to recruitment, transfer, promotion, disciplinary action of all officers and staff including the

Upazila Engineers; Improve capability of the officers and staff of all levels of LGED through training in relevant topics; Impart training in relevant topics to the peoples' representatives, contractors, project committees and the beneficiaries involved with various development activities and increase their awareness about participatory process and role in development.

13.2. Government's rural development program, which has its origin in the early 1960s, was conceptualized essentially as an instrument for providing support for increasing agricultural production. The rural development model as conceived by the Bangladesh Academy for Rural Development (BARD) and known as the "Comilla Model" emphasized the formation of cooperatives and the integration of support services provided by government departments. The model had the following four major elements: Two tier cooperatives – Krishak Samabaya Samity (Farmer Cooperative Society) and Thana Central Cooperative Association; Rural Works Program; Thana Irrigation Program and Thana Training and Development Centre. During the 1970s, Food for Works constituted an important element of rural development in Bangladesh. In addition, a few multi-sectoral rural development projects were taken up during late 1970s. Government of Bangladesh formulated and adopted Strategy for Rural Development Projects in January 1984. The rural development strategy contained three components: development of physical infrastructure including roads, storage and markets; irrigated agriculture, minor drainage and flood control works; production and employment program for the rural poor. The strategy has provided that rural development projects may be taken up with any of the above components or in combination of the above components. Such projects would cover a minimum of one full administrative district. Duplication among projects will be avoided. Government of Bangladesh and the World Bank jointly conducted a study on Bangladesh Rural Infrastructure Strategy in 1996. The study recommends further to put more emphasis on user/community participation in planning, implementation and monitoring, improved use of local resources, such as, local materials and the continued use of labor intensive techniques with appropriate equipment, co-ordination in the use of complementary modes of transportation, specifically waterways, increasing the role of the private sector and further strengthening the capacity of contractors operating in the rural areas who provide cost effective, labor intensive skills and resources enhancing the future sustainability of the rural infrastructure system and institutional strengthening of the Local Government

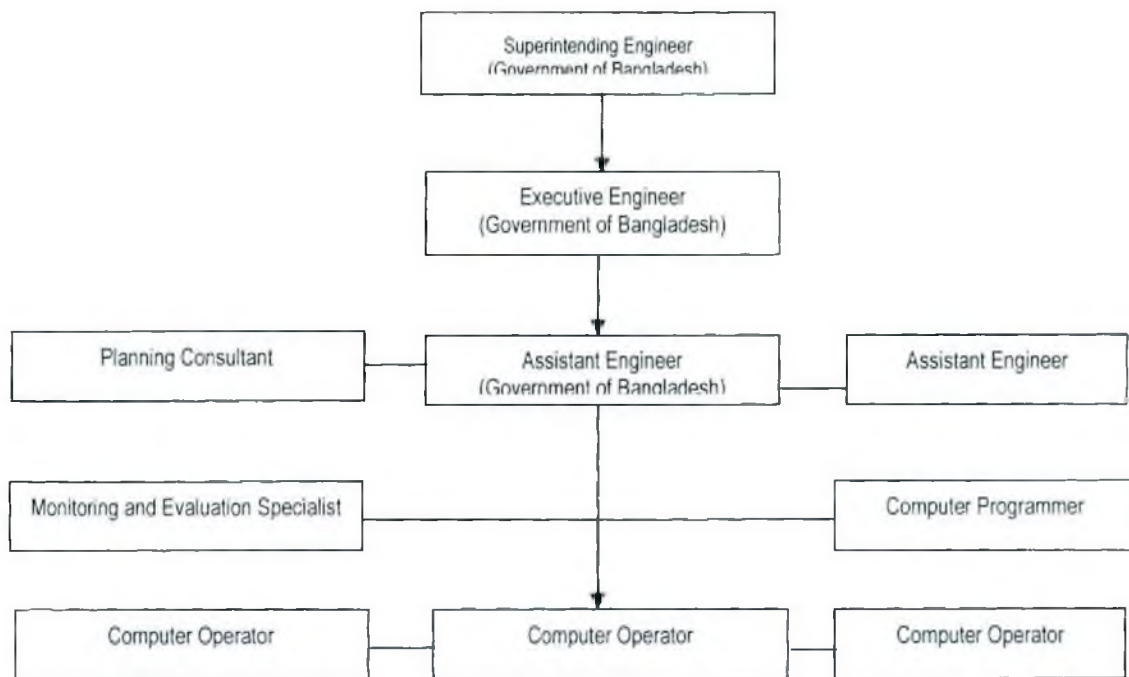
Engineering Department (LGED) and its wide network at local levels with a greater orientation towards community participation.

13.3. **Monitoring and Evaluation Unit of LGED.** There is monitoring and evaluation unit in LGED which act as an internal monitoring authority. Monitoring and Evaluation Unit of LGED is the nerve-centre of the projects under implementation. Determining the yardstick of success in any work is not possible without evaluation. In respect of this concept, the role of monitoring and evaluation Unit seems to be quite far-reaching in the evaluation of progress achieved in the programs taken up by LGED in the remotest areas to urban areas in the country. Relevant vital information related to progress and evaluation of all development project activities under LGED are regularly circulated to different ministries/ organizations, IMED, ERD, Planning Commission, Donor agencies, Members of Parliament, the Ministers and others from this unit. Moreover, the unit also prepares progress reports on the schemes committed by the Prime Minister, furnishes information according to the requirements of the Standing Committees of the Parliament, Accounts Committee, Government commitment related committee, Planning related committee and other committees, and prepares answers to the questions related to LGED as raised by the Members of Parliament in the Jatiyo Shangshad (Parliament). Monitoring and Evaluation Unit of LGED has always been playing very important roles in fulfilling the requirements of the government in such matters. LGED monitoring and evaluation system consists of two separate components: a central monitoring and evaluation unit and a set of project-level stand-alone monitoring and evaluation units. The central Project Monitoring and Evaluation Unit undertakes planning and progress monitoring. The planning responsibilities consist of creating PCP (about 25 per year), cross-checking the PP prepared by PDs (about 10-15 per year) and cross-checking the PCRs prepared by PDs. Interviewees estimated that the Unit spent 25% of its time on planning and 75% on project monitoring. The Unit has ten professional staff, shown in the diagram below<sup>95</sup>:

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<sup>95</sup> Planning Commission, Ministry of Planning, Government of Bangladesh, "Strengthening Project Portfolio Performance, Assessment of the Management and Absorption Capacity of Major EA and Line Ministries in the Fields of Project Implementation, Monitoring, Accounting and Information System for Some ADB-Aided Project", Final, June, 2004.

**Chart No. 9 : Staffing Pattern of Project Monitoring and Evaluation Unit of LGED**



Source: LGED

It should be noted that only three of these ten staff are permanent employee of Bangladesh Government, the remaining 7 are all ad-hoc funded by projects. This might be seen as a threat to the stability of the Unit - because the post disappears when the project ends. However, it appears that LGED has been successful in rolling over staff from one project to the next. Monitoring and Evaluation unit is relatively well resourced with eleven qualified personnel, though they do not formal training on ME and plenty of modern computers.

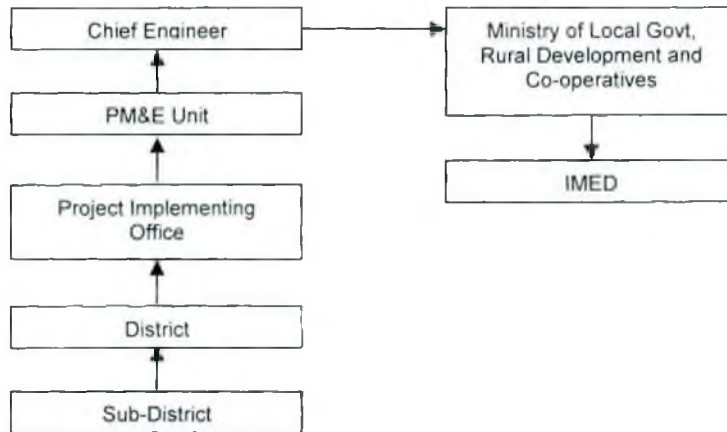
13.4. An interview was conducted among the staff working in monitoring and evaluation unit of LGED and it is found some interesting information that sometimes no explanation is given incase of shortfall in progress against the target; the data produced by monitoring and evaluation unit in many cases is simply unneeded; and delay occurs in releasing fund as because project do not sufficient relevant information. It is also observed that foreign aided projects have their own monitoring and evaluation system operated by consultants. The foreign aided projects developed new monitoring system despite the existing of monitoring and evaluation unit system of LGED because either they do not trust or monitoring and evaluation unit cannot provide the data which they required. However

monitoring and evaluation unit prepares three types of important reports i.e. monthly progress reports, quarterly statements, and annual statements very regularly. Reports on the projects under ADP, projects beyond ADP, projects of other Ministries; comparative statements of physical and financial progress in the preceding and current fiscal years; progress reports on the schemes committed by the Prime Minister; accounts for project aid; preparation of action plans on the basis of minutes of pre-ADP review meetings etc are the content of monthly progress report which they prepare within the 15th day of every month. They prepare IMED reports, include taka accounts of project aid; procurement reports and information on technical assistance projects; ADP implementation progress reports respectively in October, January, April and July of each year. On the other hand annual statements include: preparation of ADP budget within the stipulated time given by the Programming Division of Planning Commission; revised ADP budget; project aid budget and work plan as per requirements of LGED and IMED in July of each year. The reports are produced by monitoring and evaluation unit of LGED is shown in the following table:

**Table No. 1 : Statement of Reports Produced by Monitoring and Evaluation Unit of LGED**

<i>Monthly</i>	<i>Quarterly</i>	<i>Yearly</i>
1. ADP Reports to LGD, PC and IMED	1. IMED Report to LGD and IMED	1. ADP Budget to LGD and PC
2. Reimbursement of Project Aid (RPA) to LGD and Ministry of Finance	2. Reimbursement of Project Aid (RPA) to LGD and Ministry of Finance	2. Revised ADP Budget to LGD and PC
3. Reimbursement of Project Aid to LGD and ERD	3. Monitoring Report to LGD	3. Budget to LGD and ERD
4. PIB Report to LGD and Ministry of Finance		4. Revised PPA Budget to LGD and ERD
5. IMED Report to LGD and IMED		5. Work Plan to LGD and PC
6. Procurement Report to LGD and IMED		6. Three-year Rolling Plan/ Fifth Five-Year Plan to LGD and PC
7. Scheme Status Report to LGD		7. Economic Review Report to LGD and Ministry of Finance
8. National Priority Project Report to LGD and IMED		

Source: LGED

**Chart No. 10 : Flow Process Chart of Monitoring and Evaluation Unit of LGED**

Source: LGED

As indicated, in the above chart, the Unit reports directly to the Chief Engineer, providing summaries of financial and physical progress, but the main customers of the Unit are stated to be: the LGD Planning Cell and the LGED Development Wing. However, Interviewees seemed to have difficulty with the concept of clients of project monitoring and evaluation and could not provide much evidence of service except providing useful information for problem solving in project implementation'. There is a monthly meeting to review implementation problems, but it seems that little effort is given in the meeting on projects which are falling behind. It is noted that the monthly meeting held in Ministry of Planning is useful in solving the outstanding problems. Monitoring Unit of LGED is small but relatively effective and working efficiently. Project monitoring systems are working well and evaluation system is on track. Monitoring system standardized at center but comprehensive.

14. **Conclusion.** In Bangladesh, various institutional mechanisms exist to monitor the implementation status of development projects from secretariat to project implementing agencies. However, IMED of Ministry of Planning is the central monitoring and evaluation agency to monitor the project implementation. IMED assesses financial and physical performance of development projects implemented by the Govt. of Bangladesh. The quarterly, half-yearly and annual reports of IMED only touch on physical progress of a project, but no scope to monitor more qualitative issues such as the distribution of benefits. One of the major responsibilities of IMED is to review and prepares ministry and agency

wise comprehensive reports for NEC, chaired by the Head of the Govt. and its executive body ECNEC. A major draw back however is that currently IMED is only mandated for monitoring the implementation of projects and not for evaluation of achievement of macro goals. Hence it does not undertake a rigorous appraisal of projects for macro-economic consistency with national development. Nor is there an effective analysis of impact and flow of benefits of completed projects or in built mechanisms for the sustainability of these schemes. An examination of some of the different IMED reports show that monitoring is done only with regard to the utilization of inputs. They do however assess problems in the field that may call for a change in the implementation schedule or design of projects. How much of these findings are utilized by the implementing agencies to strengthen is doubtful. As a result there are many projects that operate at lower capacity than estimated at time of project approval. These translate into high cost of service delivery. The ministry does not itself have a strategy for monitoring the implementation or impact of governmental commitments, nor does it monitor the activities of other ministries and departments.



## CHAPTER - V

### AN ASSESSMENT OF IMED'S OPERATIONAL INSTRUMENTS FOR PROJECT MONITORING AND EVALUATION

1. **Introduction**. An institution is defined as a system of interdependent rules, processes and structures which serves a specific purpose in society, such as political institutions, banking institutions, health and educational institutions and religious institutions. Within these systems, organizations, formal and informal structures, play various roles to fulfill the institution's purposes. Internally, organizations have their own systems, e.g. planning, implementation, management, monitoring and evaluation, human resources, budgeting, auditing, information, etc. A major deficiency or weakness in one aspect of the institution generally prevents the system as a whole from achieving its goals. However an organization uses or follows some techniques, tools and methods in achieving its designed/desired goals. IMED as an organization uses some techniques, tools and methods to perform its main function of monitoring and evaluating the governmental development projects. This chapter intended to assess the usefulness, appropriateness and effectiveness of the techniques and tools used/applied by IMED based on the implemented development projects undertaken by the Ministry.

2. **Assessment of usefulness, appropriateness, effectiveness of the techniques, tools and methods**. IMED uses some techniques, tools and methods for monitoring and evaluation the developing projects in the public sector. This chapter provides a general assessment of usefulness, appropriateness, effectiveness of the techniques tools and methods used/applied by IMED during implementation and monitoring. Assessment is judged by the outcome. However the outcome of the assessment should be clear capacity targets based on the functions of the system in the categories of policy formulation, policy implementation, monitoring and evaluation and system coordination. The targets should be derived from national goals or objectives; describe capacity requirements at the level of organizations or entities to perform specific functions in an effective, efficient and sustainable manner within a system; aim to improve the functioning of the system as a whole; diffuse impact and decrease cost-effectiveness; and have a clear performance dimension, expressed as success or impact criteria, and a means of verification. However,

before going to the details let us define what is meant by the term Usefulness, Appropriateness and Effectiveness:

- a. **Usefulness** means applicability of a phenomenon in an environment, which is requirement or application oriented. It is the applicability of a method or style to find out some appropriate facts or quality or characteristics for a system. Usefulness gives the opportunity to see insight into some phenomenon in the present context / environment to achieve the objectives / goals.
  
- b. **Appropriateness** means applicability of a phenomenon in an environment that is more demanding. Something that is appropriate is exactly right for the requirements of a particular situation. Things must be useful for appropriateness in a method. Things are appropriate when it processes some outstanding qualities for best result. Appropriateness is more situational and selective. It is the matching quality.
  
- c. **Effectiveness** is the function of ability and style of method, needs and natures of a system and demand of the situation. Processes and institution produce results that meet needs while making optimal use of resources. It is the result or performances oriented; it concerns with task and it seeks only output by any means. An effective system does not want to compromise to achieve its goal or objectives.

2.1. The project monitoring process starts at the project level i.e. at the field level where the project is being implemented/executive level. But it is structured at the national level, by IMED of Ministry of Planning, which is the central monitoring unit for all development project activity in the public sector in Bangladesh. The project implementation agencies have their Planning and Implementation sections which are responsible for monitoring all projects included in ADP and for directing problem solving efforts by the agencies. Every line ministry has its Planning Unit, which monitors the disbursement of funds allocated to each project in ADP and the physical delivery to targeted groups. Financial and physical performance of the project is reviewed monthly at ministry level review meetings with attending Project Directors/ Managers, staff of the implementation and planning sections in the implementing agencies, representatives of IMED and other concerned Government of Bangladesh agencies like ERD. Actions recommended for in this meeting are recorded

and the minutes of the meeting are circulated to the concerned officials that act as a guideline both for the ministry and implementation agencies in monitoring purpose. At the national level, IMED is responsible for monitoring and evaluation of all development projects. IMED officials undertake field visits/inspections to the projects to assess the physical and financial progress particularly to investigate the bottlenecks in project progress. Each month IMED officials visit three different field projects. They submit their field visit inspection reports to the concerned ministry for discussion at the monthly review meetings. Major observations and recommendations of the monthly review meeting are placed before ECNEC and or NEC for their consideration / decisions. IMED follows up decisions recommendations made by NEC to ensure that are carried out. The Project Directors' (PD) report about the financial progress of their respective project every month but IMED uses that information at the end of each quarter. The monthly information on financial progress and quarterly information on physical progress is maintained in IMED's computerized data base and using that data's summary report is prepared for Minister of Planning, Planning Commission, NEC/ECNEC, line Ministries and other concerned government agencies. Sector-wise half yearly and annual reports are compiled by IMED and are submitted to NEC and ECNEC, along with recommendations to address the bottlenecks. In any financial year, IMED evaluates all projects scheduled to end during that financial year, especially on-going projects that are facing difficulties and the projects that are to be evaluated by the donors. IMED also conducts a number of ex-post evaluations to assess what effect past projects have had. But those evaluations are not done very effectively. Currently IMED has established an evaluation wing under its Chief Executive to strengthen the capacity of ex-post evaluation of projects. At least once a year NEC meets under the chairmanship of the Head of the Government to review comprehensive ministry wise or agency wise reports submitted by IMED. The Secretary of IMED gives the presentation on the progress of ADP (The list of statutory reporting requirements and information requirements is shown in the **Appendix 18 and 19** respectively).

3. **Case Study**. To perform the normal functions, IMED is to maintain some specific relation with the line ministry. IMED monitors the implementation of the project as an outside agency. But projects are implemented through concerned departments of the respective ministries. Implementing agencies also monitor their projects with the advice, guidance and direction of IMED. So in this context case studies are done to oversee the role of IMED as central monitoring agency as well as an advisory body; and to assess the usefulness, appropriateness, effectiveness of techniques, tools and methods used / applied by IMED during implementation maintaining the established relationship with line ministries and project implementing agencies. For fulfillment of the requirement of the case study: 10 officers of Planning Commission (the policy organization); 20 officers and 10 staffs of IMED (the central monitoring agency); 10 officers and 5 staffs of MWCA (the project implementing agency); and 5 officers of Ministry of Health and Family Welfare (the project implementing agency) were interviewed. To introduce and evaluate the relationship between IMED and line ministries, Ministry of Women and Children Affairs (MWCA) as a whole was selected for case study. Besides that two projects implemented by MWCA, and one project implemented by Ministry Health and Family Welfare have also been studied to analyze the monitoring aspects in the perspective of Project Monitoring System; End Evaluation; and Impact Evaluation.

### **Case Study - 1 : Ministry of Women and Children Affairs (MWCA)**

3.1. The goal of economic development of a country is to increase the well being and quality of life of the population through growth with social justice. This includes women as well as men. Women are nearly half of the population of Bangladesh. They represent a half of the country's human resources and thus a half of its potential. Continuing disparities between women and men in life expectancy, health status, employment and income opportunities, education, and control over assets, personal security and participation in the political process demonstrate that development investments and programs do not benefit women equitably. Inequitable distribution hinders the process of women's development. It also limits the country's ability to achieve its full potential. In view of that Government of Bangladesh has felt to have a separate ministry for women and children.

3.1.1 **History of the MWCA**. In 1978, Bangladesh was one of the pioneer countries to establish a separate Ministry of Women's Affairs to fulfill government commitment towards women development. In the same year for the first time women sector was included in the development program providing separate allocation under the Two Year Development Plan (1978-1980). Amalgamating several bodies that had been established within the central government in the period following the First United Nations Conference on Women in 1975 created the Ministry. The Ministry consisted of a Women's Affairs Division that had first been established in the President's Secretariat and had as its field organization a Women's Affairs Cell been established in the Social Welfare Department. Women's rights to equality and affirmative action in respect to equality are guaranteed in the Constitution. According to the Constitution of Bangladesh, all citizens are equal before the law and are entitled to equal protection of the law the State shall not discriminate against any citizen on the grounds of religion, race, caste, sex or place of birth; women have equal rights with men in all spheres of the State and public life; nothing shall prevent the State from making special provision in favor of women or for the advancement of any backward section of the population<sup>96</sup>. Bangladesh ratified the UN Convention on the Elimination of all forms of Discrimination against Women (CEDAW) in November 1984. Within the overall framework of the CEDAW and as a follow-up to the United Nations Fourth World Conference on

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<sup>96</sup> Ministry of Law and Parliamentary Affairs, Government of Bangladesh, The Constitution of The People's Republic of Bangladesh, Article 27 and 28.

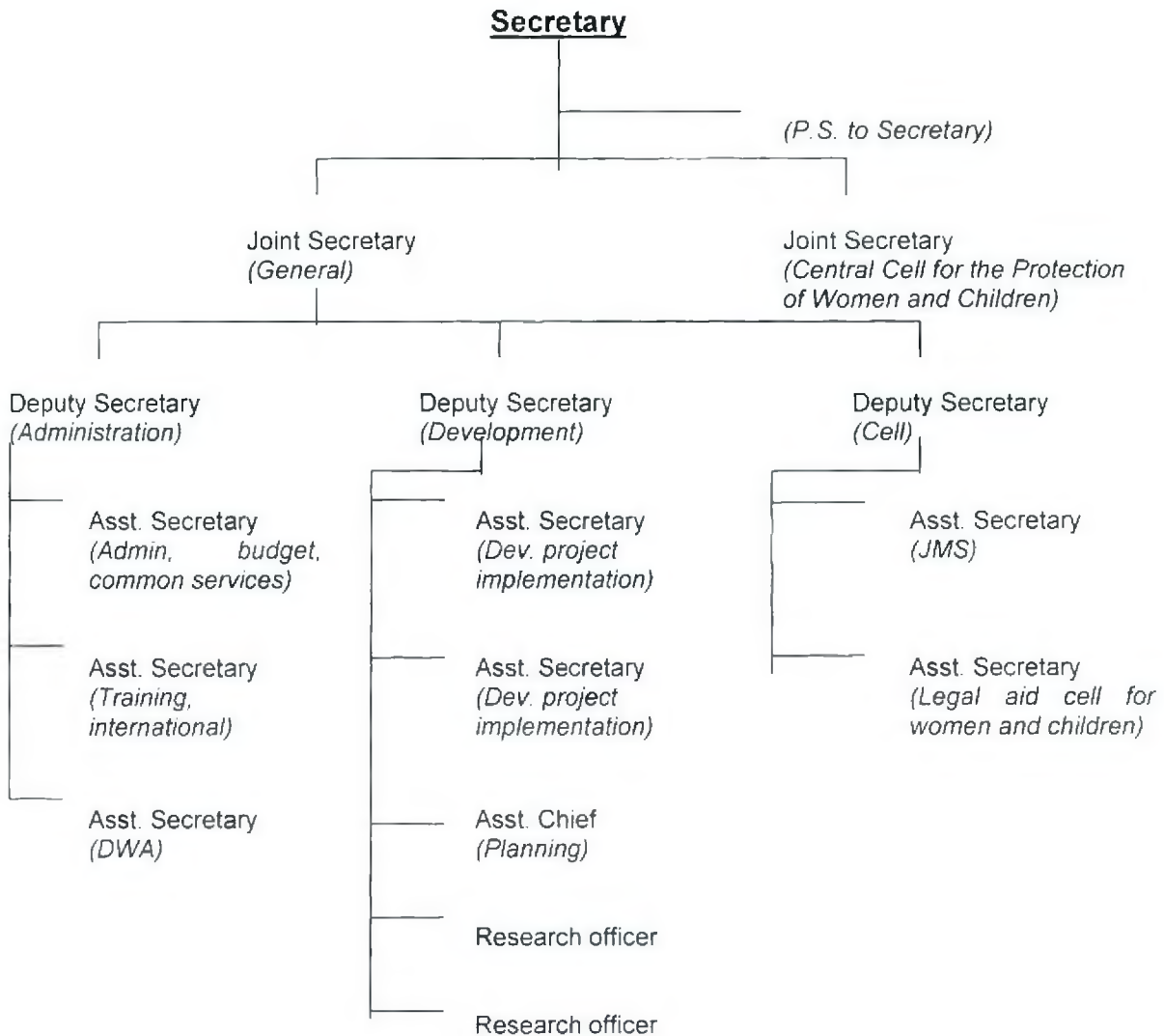
Women held in 1995, Bangladesh Government has adopted a National Policy for Women's Advancement (NPWA). It sets the goal of eliminating all forms of discrimination against women by empowering them with the ability of being equal partners of development. Both the institutional review and the National Advancement Policy have focused on institutionalization and implementation of sectoral gender-accounting system by setting time-bound and quantifiable targets to achieve gender parity in all the development sectors. Necessary co-ordination will be maintained through various institutional arrangements. The Fifth Plan will establish a national monitoring mechanism to review the status of women at regular intervals. The National Council for Women's Development (NCWD), chaired by the Prime Minister has been setup to provide overall policy guidance, oversee inter-ministerial co-ordination and promotion of Women in Development (WID) and monitor WID activities across the sectors. WID focal points have been established in 32 ministries and agencies to co-ordinate and take care of gender aspects in respective sectors. A focal point mechanism within the Ministry of Planning, Planning Commission, especially in IMED and the General Economic Division will be evolved in order to develop a common approach and to specify a strategy for more consistent action on women's development. The Ministry was assigned responsibility for matters concerning two organizations with field activities, Bangladesh Women's Rehabilitation and Welfare Foundation and the Jatiyo Mohila Sangstha (National Women Association). However, by 1982 this ministry was itself merged into the new Ministry of Social Welfare and Women's Affairs. In this merger, Women's Affairs Division lost its separate status as a division. Directorate of Women's Affairs was established under Ministry of Social Welfare and Women's Affairs in 1984 through amalgamating the existing Women's Affairs Cell with Bangladesh Women's Rehabilitation and Welfare Foundation.

In 1989, it was reorganized included the bifurcation of the Ministry of Social Welfare and Women's Affairs. This was later upgraded to Department of Women's Affairs in 1990 and again resulted in a separate Ministry of Women's Affairs consisting of some of the planning and administrative staff of the former joint body plus Department of Women's Affairs. The Ministry continued to have responsibility for matters concerning the Jatiyo Mohila Sangstha, and this was further formalized when the Sangstha became a statutory body under the ministry and thus one of its implementing agencies in 1991. In 1994, Government of Bangladesh reallocated works and responsibilities of the ministry and the

ministry was renamed "Ministry of Women and Children Affairs" (MWCA). A more recent development is the change in the name of the ministry to include Children's Affairs and its assumption of certain responsibilities with respect to children, including supervision of the Shishu Academy (The evaluation of the MWCA is shown in the **Appendix-20**). The change has influenced the current form of the ministry and its implementing agencies. For example, Department of Women's Affairs was largely based on the administrative and field staff from Bangladesh Women's Rehabilitation and Welfare Foundation, which itself had been created from Bangladesh Women's Rehabilitation Board established after the liberation war to provide relief and welfare assistance to women who suffered as a result of the war, primarily widows and single mother. Relief and rehabilitation activities included the establishment of training-cum-production centers that remain an important element of the Department's field activities. Jatiyo Mohila Sangstha (JMS) or National Women's Organization was established by government in 1976 as a network of committees from the national to the grass-roots levels to support increased participation and mobilization of women leaders. The organization was very active in the late 1970s with committees across the country and training centers in a number of areas. The organization faced some setbacks in the early 1980s as a result of which some of its assets and activities were taken over by Department for Women's Affairs. Since 1991, JMS has become a statutory body, established committees in all districts and many Thana, and has increased both its revenue budget and development activities. JMS Committee members have at various times been closely associated with the governing party, which affects the relationship of JMS with other government agencies and may influence its status in future.

3.1.2. **Organization of MWCA.** MWCA consists of the ministry itself and three implementing agencies: Department of Women's Affairs (DWA), Jatiyo Mohila Sangstha (JMS) and the Shishu Academy. A Minister or State Minister is the head of the ministry. The chief executive is the Secretary who is supported by Joint Secretaries and Deputy Secretaries. The Deputy Secretaries each head a unit of the ministry. The organizational structure of MWCA is shown below in the Chart No. 1

**Chart No. 1 : The Organizational Structure of MWCA**



Source: MWCA

The position of Joint Secretary, Central Cell for Women and Children was created later on and filled in October 1995. The responsibilities of this position relate primarily to issues of violence against women. The Joint Secretary is to provide guidance to officers and staff on these issues, on the formulation of policy guidelines, on measures to be taken by the ministry's legal aid cell and on the legal assistance activities of DWA and JMS. The Joint Secretary (General) is responsible for all other matters. As might be expected, the unit headed by the Deputy Secretary (Administration) deals with general administrative matters including personnel matters, office space and equipment, coordination of committees, etc. One Assistant Secretary deals with administrative matters for the ministry. Another



Assistant Secretary is concerned with administrative matters related to internal and foreign training and activities related to various international bodies (United Nations, SAARC, Commonwealth, etc.) The third Assistant Secretary is concerned with matters related to the management, revenue budget and activities of DWA. An Assistant Secretary under the Deputy Secretary for the Legal Aid Cell performs a similar function with respect to JMS and Shishu Academy. The unit under the Deputy Secretary (Development) has overall responsibility for the planning of the development projects of the ministry and its implementing agencies. There are two Assistant Secretaries for Development Project Implementation who deal with administrative issues in planning and implementation of projects and the Assistant Chief, Planning and two Research Officers from the planning unit of the ministry. These are the only positions in the ministry allocated to the BCS Economic Cadre whose training and promotion is handled through the Ministry of Planning. This small group of three officers are responsible for the preparation of project proposals for the Annual Development Plan; the processing of projects of the implementing agencies; the preparation, processing and implementation of proposals directly implemented by the ministry; preparation of inputs into five-year and perspective plans; the preparation of progress reports for IMED and Ministry of Finance, etc. This group has also been given responsibility for coordination with WID focal points in other ministries and for scrutinizing the project proposals of all ministries for their implications for women.

The main functions of the unit under the Deputy Secretary, Central Cell for the Prevention of Oppression of Women and Children are to collect information on violence against women and children; to coordinate actions with the help of Ministry of Law and Ministry of Home Affairs; and to create awareness to combat violence against women and children through various media. As noted one of the two Assistant Secretaries in this unit is responsible for administrative affairs related to the activities of the JMS and Shishu Academy, this official also has responsibility for dealing with the rights of children. The other Assistant Secretary focuses on legal issues. This unit has also the responsibility of serving as the secretariat to the National Council for Women's Development to attain the goals; mainstreaming women in the development process and elevating their status in the society; and raising awareness about child rights and development of the talent potential of children.

3.1.3. **The Role of MWCA and its Project Activities.** Ministry of Women and Children Affairs plays the lead role in mainstreaming gender issues, empowering women and ensuring the rights of the child. Like other ministries MWCA has also perform the two categories of activity policy formulation and advocacy and program implementation. However, the main role and responsibilities of this ministry can be summarized as: policy formulation and implementation; planning, implementation and monitoring of projects; provide legal aid; provide guidance to the other ministries for enhancing the status of women and children in the society; provide assistance to implement government commitments expressed in international forums towards improving status of women and children; coordinate and guide field level activities and assist children to flourish their cultural creativity. Women have been considered as a distinct target group in the development plans of the country.

The First Plan (1973-1978) emphasized a welfare-oriented approach and focused on rehabilitation of war-affected women and children. The Two Year Plan (1978-80) programs were undertaken for increasing employment and skill of women and an allocation of Tk. 105.60 million were made for women's development. For similar programs during the Two Year Plan (1978-1980) was characterized shifting from welfare to development efforts. The Second Plan (1980-1985) emphasized creating a congenial atmosphere for women's increased participation in development through expanding opportunities for skill development, credit and entrepreneurship development programs. The Third Plan (1985-1990) had specific objectives to reduce disparity between development of men and women. The Fourth Plan (1990-1995) placed women within the context of a macro framework with multi-sectoral thrust and focused more on the development of poor and disadvantaged women. A total of 20 projects were undertaken during the period 1995-97 for development of women. Among them two projects were completed and remaining 18 projects spilled over to the Fifth Plan<sup>97</sup>. It has been found that development allocation for Ministry of Women and Children Affairs is very small. This allocation never exceeded 0.5% of total development allocation. From 1996-97 to 2000-2001 the development budget for women increased at the rate of 9% from Taka 55 crore to Tk. 60 crore, whereas, the total development budget was increased @ 16 percent. However, an examination of the ADPs

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<sup>97</sup> Government of Bangladesh, The Fifth Five Year Plan. op.cit., p. 510.

being implemented under Ministry of Women and Children Affairs during the fiscal year 2000-01 shows that only about 5% of revised development budget has been allocated to strengthen capacity of MWCA in policy and advocacy areas<sup>98</sup>. Mainstreaming women's development was adopted as a strategy in the Fourth Five Year Plan (1990-1995) and it was further reinforced in the Fifth Five Year Plan (1997-2002). One of the major principles of the policy and advocacy area is to emphasize the notion that women's advancement is not the sole responsibility of the MWCA, but other sectoral ministries and agencies have specific roles in this regard. The National Policy of Women Advancement and the National Action Plan have given utmost importance on sectoral roles and responsibilities for women's advancement to be assumed and discharged by each specific ministry / agency.<sup>99</sup>

This Ministry has undertaken various projects for the advancement of women in the country. These projects are called Women in Development (WID). WID projects are those projects, which are working for gender equality and socioeconomic development of women. Relevant indicators are objectives of WID projects include socioeconomic development of women; target groups of WID project include only women or both women and men; and activities of WID projects have specific focus in socioeconomic and overall development of women. There are some partial WID projects also. Partial WID projects are those projects which have one or more than one WID components specifying socioeconomic and overall development of women. The indicators for identifying the partial WID projects are general project, which has specific components on WID; target groups of WID related component of general project may include only women or both women and men; some general projects such as service sector project (health, education) and infrastructure projects (hostel, housing, rural electrification etc.) may be identified as partial WID project, since they provide services to specific group of women and men; Food for Works projects, research, training and reformatory oriented projects, which benefit both women and men are also partial WID projects.

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<sup>98</sup> Ministry of Women and Children Affairs (MWCA), Government of Bangladesh, Gender Glimpses, Highlights on Policy Leadership Advocacy for Gender Equality (PLAGE) Policy Researches, February, 2002, p. 7.

<sup>99</sup> MWCA and IMED, Government of Bangladesh, Introduction of Gender Perspective in Monitoring, Summary Report, January, 2002, p. 1.

3.1.4. **Monitoring aspects of MWCA**. Ministry of Women and Child Affair does not itself have a strategy for monitoring the implementation or impact of Government of Bangladesh commitments on women's development, or it monitors the activities of the ministry and department. The ministry has no data, no mechanisms for monitoring, and no mechanisms for feedback, so they now collect information rather than monitor. The major mechanisms for collecting information are through WID Focal Points. There is currently no process for monitoring whether sectoral plans adequately incorporate women's development concerns, and no criteria for such monitoring. At the project planning stage, MWCA is currently expected to review ADP project proposals to determine whether women's development concerns are taken into account. This is more a function of Planning Commission rather than that of MWCA. The sectoral divisions of Planning Commission have the staff and subject matter expertise that MWCA lacks. The sectoral divisions of Planning Commission also have a coordinating function in relation to line ministries. But no monitoring role in relation to the projects of other agencies is assigned to DWA staff. The field offices prepare monthly reports, these reports are compiled manually by DWA and the consolidated report is then submitted to the ministry. However, the formats for reporting are not well structured to provide information that is useful for the assessment of achievements or for planning, and limited use is made of it for these purposes. Making this process more useful would entail further consideration of the program objectives against which monitoring is to be done, careful identification of the information required to assess progress, consideration of the frequency of reporting necessary, guidance to field staff on rationale for requesting these particular categories of information and a mechanism for analyzing as well as compiling the information received. Computerization would assist in compiling the information at head office, but before useful information can be produced in this manner, more attention must be paid to identifying what needs to learn, how it could be learned, and how that information could be used. MWCA monitors implementation status of women's development programs in coordination with other sectors. Some major constraints have been identified in various coordination meetings such as: lack of comprehensive data and information on WID programs and programs having women's development components (partial WID) and non availability of updated data and information on WID and partial WID projects. Since there is no attempt to monitor flow of benefits to target groups, the monitoring procedures are not helpful in monitoring the benefits that may be accruing to women and to take remedial action where necessary.

Unless a project is exclusively on women or it expects to have a major component on women, nobody in the planning section of the implementing agency bothers how and to what extent the project activities will affect women's development and what is to be done in this regard. As a result, indicators of women's development have not been systematically worked out at the ministry or implementing agency level. So there must be a basis for monitoring both sectoral plans and project proposals. That is, sectoral agencies will have a clear statement of how they should proceed, and their performance can be measured against this.

The formation of a WID Focal Point Committee in Ministry of Planning / Planning Commission will also result in a structure that can take responsibility for this monitoring process. In this context, IMED and the MWCA took initiative to integrate gender perspective in monitoring through Policy Leadership and Advocacy for Gender Equality (PLAGE) and Gender Facility projects of MWCA with the objective that identification and preparation of project profiles of WID and partial WID related projects implemented by all Government of Bangladesh sectors; computerization of inventory on WID and partial WID related projects and preparation of an analytical report based on information; reviewing monitoring forms of IMED from gender perspective particularly to introduce beneficiary information in MIS of IMED; and generate gender disaggregated beneficiary data and establishing network between IMED and MWCA in order to maintain a continuous flow and exchange of information on WID and partial WID related projects. The Gender Facility and the PLAGE project of MWCA may facilitate the process of establishing network. However, the scope of the work includes: identification of WID and partial WID projects from the list of 1396 projects of revised ADP of financial year 2000-2001 on the basis of specific definition and indicators set for WID and partial WID projects; preparation of WID and WID project's profiles following a specific format by reviewing relevant Project Concept Paper (PCP), Project Proforma (PP) and Technical Assistance Project Programs (TAPP); and computerizing inventory and reviewing IMED monitoring forms (revised on January 2001) from gender perspective and taking necessary step for institutionalizing gender sensitive monitoring. Gender aware monitoring system for women development projects is prerequisite for creating regular database on WID projects. There are various institutional mechanisms to monitor implementation status of development projects. IMED is the central monitoring and evaluation body working under Planning Ministry of this purpose.

There are several problems to gather information and data on women development projects such as ADP does not provide information on WID and partial WID projects implemented by all other sectors except MWCA specifically and separately. From ADP list, it is possible to identify WID projects only by nomenclature of the projects, which may not be correct in all cases. IMED maintains computerized detailed information on all projects including WID projects.

Experience of introducing an interfacing mechanism is important for similar type of future intervention. A specific mechanism was followed to interface separately created WID related projects with mainstreamed database of IMED. The steps were: IMED maintained database customized software named Project Monitoring System (PMS). In order to create a separate database on WID projects, main field / variables were selected, which include: full project/partial WID project code, project name, ministry code, implementing agency, economic sector, district, thana, project cost, project director's name with designation, address, telephone number and project objectives, activities and progress on WID; in order to classify information from the mainstreamed database on the basis of main field/variables. The advantages of creating a separate database and interfacing it with mainstreamed database of IMED are manifold: whole mechanism will provide different types relational advantage, which means the information not available in separate database can be generated from mainstreamed database by relating with it; and structured query language program will facilitate the process of data collection and retrieving information as per requirement. This will also provide scope for developing different report formats and presentation. As per revised ADP 2000-2001, it has identified 341 WID related projects following specific definitions assigned to WID and partial WID projects. A database on these projects is now available and since a gender aware monitoring mechanism has already been developed, IMED should maintain this on regular basis. On the basis of the available information on WID related projects, MWCA should review existing projects and take specific measures for future direction in collaboration with WID/ Associate Focal Points of all ministries/divisions<sup>100</sup>. However strengthening the monitoring process the following steps may be considered:

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<sup>100</sup> PLAGE and IMED, Government of Bangladesh, Experiences of Interfacing WID Project Database with IMED Mainstreamed Database, IMED, 2002.

- a. The initiative reveals that PCP, PP and TAPP of various sectoral projects could not provide adequate data, information and analysis on WID components. Hence, it is necessary to revise PCP, PP and TAPP formats from gender perspective. Ministry of Planning / Planning Commission, WID/Associate Focal Points Committee may undertake this initiative. This Committee has representation from all Divisions of Planning Commission. IMED, and Coordination Wing of NEC/ECNEC. Since, Coordination Wing of NEC/ECNEC is primarily responsible for bringing necessary changes in PCP, PP and TAPP taking inputs from relevant stakeholders, it will be appropriate to pursue this matter under the guidance and support of this Wing.
  
- b. There is a need to establish a Gender and Monitoring Cell within IMED for strengthening the initiative already undertaken and identifying future needs in this field.
  
- c. It is necessary to form a committee within suggested Gender and Monitoring Cell with representatives of MWCA and other relevant stakeholders in order to establish a network between IMED and MWCA for maintaining an efficient and continuous flow and exchange of gender specific project related information. WID Focal Points of IMED may head this committee.
  
- d. There is a felt need for reviewing existing Monitoring and Evaluation Forms used by IMED and other sectors from gender perspective.

## Case Study - 2 : Rural Women Development Project

### 3.2. Statement of the project:

- |    |                                    |   |  |
|----|------------------------------------|---|--|
| a. | Name of the Project                | : | <b>Rural Women Development Project.</b>  |
| b. | Administrative Ministry            | : | Ministry of Women and Children Affairs (MWCA)  |
| c. | Executing Agency                   | : | Jatiya Mahila Sangtha (JMS)  |
| d. | Location of the Project            | : | 64 villages under 64 districts.  |
| e. | General Objective of the project.  | : | <ul style="list-style-type: none"> <li>i. Organize rural poor women into groups and motivate them.</li> <li>ii. Provide revolving fund for production oriented activities and there by generate self-employment and eradicate poverty.</li> <li>iii. Empowerment of organized rural women and create awareness among them.</li> </ul>  |
| f. | Specific objective of the project. | : | <ul style="list-style-type: none"> <li>i. To organize 4000 rural women @ 60 women of the 64 centers into groups.</li> <li>ii. To establish 64 centers in 64 districts and give them informal education such as, mass education, health, nutrition, family planning, environment, etc. through which awareness creation and motivation will be done.</li> <li>iii. In each center revolving fund ranging from Tk 2000.00 to Tk 10,000.00 be provided on individual or group at the rate of 10% service charge.</li> <li>iv. Trade on which fund will be provided are: poultry, dairy, nursery and vegetable production, puffed rice making, paddy husking, dress making and embroidery, cane and bamboo works etc.</li> </ul> |
| g. | Implementation Period              | : | July 1994 to June 1997   |
| h. | Investment cost of the project     | : | Tk in 424.15 lac   |

Source: Jatiyo Mahila Sangstha (JMS)

3.2.1. **Background of the project.** Most of the people of Bangladesh live in rural villages. Women constitute almost 50% of the total population and most of them are vulnerable, illiterate, poor and asset less with virtually no access to or control over the means of production and resources. Most of their time is occupied in domestic housework but such work most often goes unrecognized, since they do not receive any financial remuneration and as such their work is not reflected in the national accounting system like GNP/GDP. They are discriminated against their under privileged legal and social status perpetuated their poverty and unemployment. Recognizing the importance of integration of women in the mainstream of development, Government of Bangladesh has given due emphasis on



the uplifting and empowerment of women. The main objective of the Fourth Five Year Plan was poverty alleviation through human resources development and integration of women in the mainstream of development. To achieve these objectives of poverty alleviation and participation in income generating activities Jatiyo Mohila Sangstha (JMS) proposed this project. The main objective of the proposed project was poverty alleviation through credit facilities for self-employment, which was consistent with objective of the Fourth Five Year Plan. Target group women were organized into groups and were provided with seed capital for self-employment. Seed capital was used as revolving fund, which had been rotated and thereby increased the number of beneficiaries every year. The loan proceed had been used petty business, poultry and cattle rearing, fish culture, vermicelli production, dress making and embroidery, cane and woodwork etc. In this way employment was facilitated among the target group women to improve the socio-economic condition of the beneficiaries through income generation<sup>101</sup>.

**3.2.2. Components of the Project.** The project was implemented with the direct participation and supervision of the employees working in the revenue set-up of JMS at district and thana level. Only one field worker in each center in each district (total 64) was recruited. Recruited field worker along with other existing 3 revenue staff was responsible to execute poverty alleviation program of the project at field level and to organize, coordinate and monitor the all programs of the country and 11 officers and staffs were recruited for the project headquarter. The Project Director (PD) was responsible for submitting reports and returns to JMS and maintaining liaison with Planning Commission, IMED and other concerned organizations. On completion of the development part of the project all the recruited 64 field workers, 11 officers and staffs of the headquarters were transferred to revenue setup for the continuity of the poverty alleviation program<sup>102</sup>. Poor women of the project area were organized into groups. After proper motivation they had been provided with a loan of Tk. 2000.00 to 10,000.00 to an individual or groups for self-employment at the rate of 10% service charge and the loan was repayable in 12 equal monthly installments. Tk. 276.13 lac was kept as revolving fund. In order to avoid duplication or over lapping loan was provided to those areas / villages where there was no

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<sup>101</sup> Jatiyo Mahila Sangstha, MWCA, Government of Bangladesh, Rural Women Development Project, February, 1995, p. 12.

<sup>102</sup> *Ibid.*, p. 10.

program of Grameen Bank. The honorarium fund for the district level staff had been transferred to revolving fund. As a result the volume of revolving fund was increased from Tk. 260.00 lac to 276.13 lac. Service charges realized from the revolving fund had been utilized for meeting the operational cost such as pay and allowances, office rent, miscellaneous expenses of the project. In the case of shortage between the service charge that realized and the fund required for the payment of salary of the staff and office rent, was met out by the Govt. Poor women of the project area were organized into groups and they were motivated and given informal training and education for which Tk. 3.20 lac was kept. Besides that field workers and other project personnel were recruited to be given training on the project activities in 64 villagers. Tk. 2.56 lac was earmarked for this activity. To undertake the project activities at village level a small house was hired in each of the 64 villages. Project headquarter was also housed in a rented building as there was no space available in JMS building. Tk. 14.04 lac was provided for such house rent. The project personnel and JMS authority supervised project activities on regular basis. MWCA, IMED and Planning Commission monitored the project activities. The project was evaluated by a third party selected as per Govt. rules. Tk. 4.00 lac was allocated for monitoring, supervision and evaluation. The member of the Evaluation Committee, Inter Ministerial Technical Committee and Guest Speakers in different training sessions had been given honorarium. Seminar/workshop was organized by the project authorities for the creation of awareness among the women in all sphere of life. Necessary booklets, posters, dairies and other publication materials on different issues of WID were printed from the project. The allocation for this purpose was Tk. 2.00 lac.

The PD was the key man of the project who was fully responsible for the project. He was accountable to the Chairman and subsequently to the Ministry. The PD used to attend all meetings with Ministry, JMS authority and other relevant agencies in relation to policy, physical and financial aspects of the project and to maintain liaison with Planning Commission, IMED, Ministry of Finance, Ministry of Establishment etc. Field workers were responsible for giving informal education on health, nutrition, family planning, environment and plantation, use of safe drinking water, sanitary latrine etc and collection of loan. They were also asked to submit their reports/returns to the PD through district office of JMS. He used to deposit the collected fund to an account as directed by JMS authority. The Accounts Officer was responsible for keeping all the accounts of the project and dealing

with financial matters such as releasing fund; expenditure, budget break-up etc. He was accountable to the PD. The Inspection Officer used to supervise all the projects looking for the effective implementation of the field level activities. The Program officer was responsible to undertake meaningful programs at the village level for giving benefit to the maximum numbers of women within shortest possible time. He was also responsible for assisting PD. to undertake day-to-day activities of the project. The total strength of the project was 75 in different categories for administration, management, supervision, and effective implementation. The project was implemented, monitored, supervised and controlled by JMS and was administered by the PD along with his associates. The PD was also responsible for submission of all types of report, and returns to JMS. After completion of the project in June 1997, all staffs of the project were transferred to revenue setup for maintaining the continuity of the poverty alleviation program of the project.

3.2.3. **Benefit of the Project.** The project was a service sector project and thus it is quite impossible to quantify the direct benefit of the project. But it was estimated that about 4000 rural poor women had been directly benefited with the help of the project by raising their socio-economic condition through self-employment and income generating activities. The ultimate aim of project analysis was the determination of investment worth of project, which was defined as the net benefits over the cost of project. It is to be mentioned here that the projects differ from one another in respect of their benefits, which may be divided into tangible and non-tangible benefits. Tangible benefits may be quantified and so far the intangible benefits are concerned, may be quantified indirectly through compensation principle, prospective beneficiary being ready to pay towards the cost of the project for the psychological satisfaction. The projects had been provided only service benefits that can hardly be quantified. Such benefits may accrue either to an individual or to a community. Most education and health projects fall in this category. An approach toward appraising the projects whose benefits cannot be directly quantified for investment decision-making has been explained in the Manual of Instruction describing the nature of benefits expected from the project with quantitative details as much as possible.

3.2.4. **Monitoring the Rural Women Development Project.** It was one of the main programs of National Women Department to involve the rural women of the projects in production activities by organizing them. There are branch offices of women department in

64 districts and thanas in the country and local committees responsible for implementation of WID program under the branch office. Using this infrastructure of women department project was taken to engage the women in self-employment with an aim to make them self reliant by giving credit to women in groups through this project. It was scheduled for implementation the project in July 1994 with a cost of Tk. 428.15 lac which was finally approved in March 1995 following the process of approval. The project was started implementation after 8 months from the schedule date but completed well in time by June 1997 and the physical and financial progress of the project was achieved as per target. Distribution of loan to women in a group of the project area was the main program of the project and collection of that loan for further distribution among the other women. It was observed in inspection that getting loan from the project women had increased their income in a group through sewing, weaving, embroidery, fishery, small trading, dairy and poultry. Many of the women involved had established themselves employed labor in their works. Discussing with the benefited women it was known that many of them could raise their monthly income more than Tk. 1500/- and they had been able to create capital Tk. 2000 to Tk. 10,000/- after repaying loan. Apart from that they became aware of health, nutrition and their legal rights. All in all it is considered as a successful project. Recovery of loan in most of thanas under the project was satisfactory but in some thanas rate of loan recovery was comparatively low. In those areas loan receivers delayed in repayment because either district or thanas committees were not in exist or dissolved and no body was there to look after or create pressure for recovery of loan but that position was improved after forming the new committee. According to PP the project was supposed to be implemented in the village area. But it is found that some of the project was implementing in thanas of Khulna city and Jessore town. It is true that the subject women under the project of these two cities were found from poor income family and were eligible for getting loan.

**3.2.5. End Evaluation of the Rural Women Development Project.** The project was evaluated after completion. Salient features of end evaluation are shown in the following tables:

**Table No. 1 : Cost and implementation:**

Estimated Cost (in lac)		Actual Expenditure	Implementation Period as per PP		Actual Implementation Period	Cost over run (% of original cost)	Time over run of Original implementation period
Original	Revised		Original	Revised			
424.15	-	424.00	July 94 to June 97	July 94 to June 97	July 94 to June 97	-	-

Source : JMS

**Table No. 2 : Target and Progress:**

Items of work	Target As per PP		Actual Progress	
	Financial	Physical (Qty)	Financial	Physical (Qty)
Manpower	74.52	74	58.20	100%
Recurring Credit	276.13	-	296.84	100%
Machinery and Furniture	12.50	-	12.50	100%
Transport	13.20	1 x Microbus	13.20	100%
Office Rent	14.04	-	10.05	100%
Training/Seminar/Organization/Others	8.76	-	8.76	100%
Stationary, Fuel, Bills and Others	25.00	-	24.00	-
<b>Total:</b>	<b>424.15</b>	<b>-</b>	<b>424.00</b>	<b>100%</b>

Source : JMS

**Table No. 3 : Distribution and Recovery of Loan:**

(Taka in lac)

Division	No of Thanas	Distribution of Loan	Viable Loan	Collected Loan	% of Collection	No of Beneficiaries
Dhaka	17	65.70	31.54	31.79	100%	2306
Khulna	10	40.58	21.09	20.32	96%	1209
Chittagong	11	31.81	19.30	16.00	83%	1070
Rajshahi	16	58.08	26.85	23.68	88%	1885
Barishal	6	27.82	12.75	11.77	92%	935
Sylhet	4	16.81	7.88	6.90	88%	539
<b>Total</b>	<b>64</b>	<b>240.80</b>	<b>119.41</b>	<b>110.46</b>	<b>93%</b>	<b>7945</b>

Source: JMS

Socio-Economic development of 4000 women through self-employment was the objectives of the project. The project had played a positive role in development of socio-economic conditions of women of the projects. 945 women were self employed with the help of the loan program of the project. More many women could be benefited if more loans would distribute quickening the loan approval process. Recovery of loan was satisfactory. This is also a remarkable achievement of the project that may be conforming looking into the thana wise collection of loan from the following data:

**Table No. 4 : Statement of Collection of Loan**

Division	Thana wise Collection					Total Thana
	96-100%	90-95%	85-89%	80-84%	Below 80%	
Dhaka	14	1	-	1	1	17
Khulna	2	3	2	1	3	11
Chittagong	6	3	-	1	-	10
Rajshahi	6	2	3	-	5	16
Barishal	2	3	-	-	1	6
Sylhet	2	-	1	-	1	4
Total	32	12	6	3	11	64

Source: JMS

It is observed that district and thana committee of JMS was constituted with the nomination of political party in power. Due to changes in government after June 1996 election, District and Thana committees had become inactive and the loan distribution program was disrupted until the new committee was formed. But the ministry had given the instruction to continue the loan distribution program through TNO until the new committee was formed when IMED raised this problem in the evaluation meeting. However with personal initiative of the Chairman of JMS, new committees were formed almost in all centers. According to PP the project was supposed to be implemented in village area. But it is found that some projects were implemented in the city and town area though the women selected for the project were of poor income family and were eligible for getting loan. However, the project played a positive role in creation of income generation for poor women.

3.2.6. **Impact Evaluation of the Rural Women Development Project.** The project started on June 1994 to organize rural poor women providing them revolving fund for production oriented activities to generate self employment and eradicate poverty. The project was completed June 1997. Almost after 7 years, a study was conducted on May 2004 to evaluate the impact of the project with the following objectives:

- a. to enquire about actual use of loan, income, savings and other related matters of loan;
- b. to determine whether any changes have occurred to create awareness in respect of education, health, nutrition, and family planning among the borrower;
- c. to enquire whether any positive changes took place in women empowerment due to self employment; and
- d. to ascertain the impact of the project on borrower.

In the first phase, the project was implemented in 64 thanas of 64 districts. Among them 18 thanas was selected from 6 administrative divisions for evaluation. A list was prepared of those women who got loan at least once during the first phase (1995-97) of the project in the selected thanas. Using random sampling technique total 450 borrowers i.e. 25 from each thana was selected for taking interview. 18 Project Coordinators posted at thana level were also interviewed. To get the information about the project implementation separate questionnaire for borrower and Project Coordinator were used for data collection. Using this method of evaluation various unknown information related to the implementation of the project had come out. The 64 centers were established for 64 districts to implement the projects. Later on villages were selected and organized the women for distributing loan. But no specific basis is found for selecting the villages. Even thana Coordinator could not give the satisfactory reply in this regard. Villages were selected with the opinion of the influential persons of the locality.

Many borrowers did not get the 2nd time loan because meanwhile loan program had shifted and started in another village. It is found that most of the cases borrower of 10 to 12 villages in a particular thana did not get second time loan. Many women informed that they tried for loan but did not get. So it is understood that the loan program could not meet the entire demand in the program area. It is known from the Project Director's office that after organizing and motivating the women, the base-line information of them was collected before distribution of loan. But it is not found in 10 thanas out of 18 selected thanas that base-line information of target women was collected. So without having any base-line information loan was distributed in 10 thanas. It is also found that the women having income earner husband and comparatively well established were more in numbers in getting loan in comparison to poor and distressed women. Discussing with district and thana level it is understood that loan was distributed considering the repayment capability of borrower. According to PP loan was supposed to be distributed to women in a group, it is found in most cases after getting loan in a group the group members started managing business in various trades individually with the help of their husbands and other family male members. In many cases the women did not involve themselves in trading but their husbands/brothers/fathers were in managing the trade. In most cases, loan program was disrupted due to delay in administrative cause, this was faced by both thana coordinator and borrower and in many cases, seasonal works could not be done under the project

because of delay in approval process. District Chairman of JMS and Project Coordinator both affirmed this problem.

One of the main objectives of the project was to give informal teaching on health, education and nutrition etc, but in fact Project Coordinator could hardly meet the borrower other than loan collection. Project Coordinator was posted in thana after a short training on loan program. According to his opinion he could advice to rural women on trade management if he would had been trained on trade related matters. However, it is found that Project Coordinator used to advise the borrower on fishery, poultry etc. getting advice from concern departments. Most of the Project Coordinators were engaged from the starting of the project and were working in the field level under supervision of district / thana Chairman of JMS. Officers of Project Director's office sometimes inspected the centers; but that was not very regular; there were eleven thanas which were not inspected at all. Harinakondha of Kushtia district is one of the thana among 18 selected thanas where no officers had gone for inspection. In the first phase the project was implemented in the 64 thanas. Out of 64 thanas 21 thanas were in the district headquarters i.e. 33% projects were located in the city/town area. To eradicate poverty alleviation and to stop migration of poor women from village to town, it would have been wise to select thana of remote area for project implementation. However, the major findings of the impact evaluation are discussed here with opinion:

- a. **Regarding Loan.** To evaluate the impact of the loan program the present and past conditions of the borrower women were compared. Before taking loan the women used to earn Tk. 3606.00 yearly on an average and their family earning was yearly Tk. 34560.00; the women earning was 10% of their family earning; after taking loan the average yearly earning of a woman and family earning was raised Tk. 7264.00 and Tk. 41110.00 respectively i.e. self-earning of women were 10% of his family earning. During 3 years and 6 months of the project the family earning and self-earning of women had increased substantially. Investing the borrowed money unmarried / widow / divorced women had earned 77% more than the married women. One of the main objectives of the project was to make them self-reliant distributing loan among the poor, helpless and destitute women. It was found in the study that these types of women were benefited through investing the



borrowed money. It was observed that 80% borrowers were married and their husbands were active earning member; 67% women's husbands either service holder or traders or had their own lands to cultivate; and incase of 24% women the husbands were the guarantor. It was also noticed that most of the destitute women manage their trade by themselves and their earning was 42% more than the women who were not directly managing their trade. The earning was 46% more the women who managed trade alone or in a group with the borrowed money than the women who were not related with trade. It was found in a study that 21.1% and 32.7% women did not have relation with trade who got loan respectfully for the first time and second time loan though it was one of the main objectives of the project to make women self-reliant through self-employment. Their husband/father/ brother/ son used to engage managing trade. Their family earning had increased no doubt but objective of making self-reliant of women was relatively failed; even many of the women could not reply spontaneously about the program in the interview, they were found lack of self-awareness.

b. **Regarding Training.** Training was not the part of this project. But it was found that who had earlier training from other sources their earning was 46% more than who were not trained at all. If training was included in the project than loan money would be best utilized. One of the main objectives of the project was to create awareness informally on mass education, health, nutrition, family planning and environment. 45.1% illiterate members of borrower family used to go to the adult education center; rest 41.8% did not feel the necessity of adult education for them and they did not go to the adult education center. On the other hand, 49% women did not have any idea about Arsenic problem of water and only 27.8% women knew about Acquired Immune Deficiency Syndrome (AIDS). It was observed that 24% loan could not be distributed within the specific period; this was definitely a failure on the part of project management that hampered the larger achievement. In the first phase of the project 64 thanas were selected out of which 33% were in the urban area of district headquarters. But it would have been wise to select relatively under developed thanas as project area to eradicate poverty and to stop migration of poor women from village to town. It was found that roughly Tk. 2.5 lac of selected 18 thanas was being idle deposited in the bank. Where as this

money could be lending among the 100 women @ Tk. 250 and that would helped the beneficiary to generate their self employment to some extend.

**3.2.7. Analysis of the Rural Women Development Project.** The Project was undertaken by JMS to be implemented in three phase. During the study the 1st and 2nd phase of project was found completed and third phase was under process of approval. At this stage the project was analyzed, observed and found that the record of the project was not maintained properly by IMED though it was expected. The record of the 1st phase and its End Evaluation and Impact Evaluation report was not found in the file maintained by concern desk officer of IMED including PP. The file relating to 2nd phase was found in IMED but not updated; Program Officer of the project narrated that IMED was not regular in sending monitoring forms, so monitoring was not done regularly. Executive Secretary of JMS and responsible desk officer of IMED informed that in the name of monitoring, concerned IMED officer had inspected once the implementation of the project and prepared a report which was seemed to be an integrated progress report of the project rather a monitoring report. However, the problems identified and recommendations made by the inspecting officer neither rectified nor implemented. The first phase of project was completed in June 1997 and the end evaluation was timely done on 13-8-1997. But the project was not deeply studied. However, the recommendations came out from End Evaluation was not followed in implementing the 2nd phase of the project. Completing the 1st phase in June 1997, the 2nd phase was started on July 1997. But Impact Evaluation of the 1st phase was done in May 2000 when the second phase was near to be completed. Though it was a deep study but no action could be taken in the 2nd phase according to the findings and recommendations of the Impact Evaluation because of its late preparation. As the findings and recommendations of End Evaluation and Impact Evaluation could not be implemented in the second phase pre-ECNEC meeting held on 19-12-2004 expressed their negative opinion in approving the third phase of the project. According to PP the employee of the project was supposed to be merged with revenue budget after completion of the first phase. But it was not executed rather their salary was stopped from July 2004 as because IMED failed to play a proper role in this regard.

### Case Study - 3 : Development of Food In secured Poor Women

#### 3.3. Statement of the Project:

- |    |                                     |   |   |
|----|-------------------------------------|---|---|
| a. | Name of the Project                 | : | Development of Food Insecured Poor Women  |
| b. | Administrative Ministry             | : | Ministry of Women and Children Affairs (MWCA)   |
| c. | Executing Agency                    | : | Directorate of Women Affairs (DWA)  |
| d. | Location of the Project             | : | Country Wide 178 Upazila ( <b>Appendix - 21 and 22</b> ).   |
| e. | Long Term objective of the project  | : | <ul style="list-style-type: none"> <li>(i) To improve the living standard of the women who live below the poverty level by providing security of food, training and involving them in income generating activities.</li> <li>(ii) To ensure active participation of poor women in poverty alleviation program of the country.</li> </ul>  |
| f. | Short Term objective of the project | : | <ul style="list-style-type: none"> <li>(i) To ensure food security to women and members of their families living below the poverty level and consuming less than 1800 kilo calorie per day.</li> <li>(ii) To transform poor and unskilled women (target group) into skilled population by providing them vocational training.</li> <li>(iii) To involve trained poor women in self-employment activities through income generating programs by providing them credit facilities.</li> <li>(iv) To motivate the poor women at grass root level for undertaking development works by forming group with the help of Group Leaders and Extension Workers.</li> </ul> |
| g. | Implementation Period               | : | July 1990 to June 2004  |
| h. | Investment cost of the project      | : | Tk 90.9139 crore + value of wheat of 696675 M Ton Tk. 661.3413 crore  |

**Source: DWA**

3.3.1. **Project Description.** Among the total population of Bangladesh 51% live below poverty level. On the other hand, almost 50% of the total population is female. Most of the female population are illiterate and suffer from ill health and malnutrition. The reason is that most of them consume less than 1,800 kilo calories per day. Due to food insecurity and poverty, this huge portion of the population passes their days in miserable conditions socially, culturally and economically. For the last two decades, food aid has been utilized /

used for providing food security to the poor population, specially women and children putting emphasis on their employment and income generating activities. But in those cases, importance had been given on relief and rehabilitation. Moreover, food had also been utilized for management of the consequences of natural disaster and for emergency needs. From the middle of the eighties, food aid is being utilized for implementing development programs. With the recommendation of Strengthening Institutions for Food Assisted Development (SIFAD) in 1988, food aid for development projects got institutional shape. From that time on, food aids are being utilized for the poor population specially the poor women to provide them food security and make them self-reliant in sustainable manner. For the period (1992-96), this overall management of food aid activities was being operated by Ministry of Relief and Rehabilitation under Vulnerable Group Development (VGD) projects. Women and children were the target population of these projects. VGD project has been implemented under the three sub-projects<sup>103</sup> i.e. Union VGD - targeted 1.350 million poor women; Women Training Centers (WTC) - targeted 200,000 women; and Group Leader Extension Workers (GLEWs) - targeted 1,000 women. As the target groups of the three sub projects were women population and children, the responsibility for implementing the two sub projects namely, WTCs and GLEWs have handed over to the MWCA since July 1993 as per the decision of the government. MWCA do not have implementing units in all Thana and Union of the country. Therefore, the responsibility of implementing the other sub project namely, UP, VGD Program continued to remain with Ministry of Relief and Rehabilitation. The government and non-government WTCs have been selected jointly by Bangladesh Government and the World Food Program (WFP). As of July 1997, MWCA has taken over the responsibility of co-ordination of VGD program as per high-level decision of the government and recommendations of SIFAD. About 1.5 million of poor women at the grass root level of the country have benefited from this project. The field level activities of the project has been implemented basically through three sub-projects, namely Income Generation Program; Women Training Centers; and Group Leaders Extension Workers.<sup>104</sup> These three projects are illustrated below:

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<sup>103</sup> MWCA, Government of Bangladesh, Project Proforma, Development of Food Insecured Poor Women, June 1999, p. 10.

<sup>104</sup> *Ibid.*, p. 11.

a. **Income Generation Program (Union VGD)**. For improving the socio-economic conditions of the food - insecure and poor women, food aid for a period of 18 months was given among the selected women with a view to implementing income generation activities. In each ration cycle of 18 months, 450,000 women had provided with food aid. Each selected woman got 30 Kg wheat per month. Short-term training on income generation activities has been arranged locally for the interested and appropriate women (at least 75% of the cardholders). Refreshers' courses had also been arranged for the women as per the requirement within the cycle. Among the income generation activities poultry, dairy, kitchen gardening, culture etc. got the priority. Selected NGO(s) did arrange training and supervised closely during training and post-training stage. The women after the termination of food ration had graduated into NGO's mainstream development program.

b. **Women Training Centers (WTC)**. Through this sub project each trainee of government and non-government WTCs in 178 selected thana was given 30 kg wheat per month along with training. The duration of these facilities was for one year and with the help of this sub project 50,000 women received food and training facilities. The area of the training was selected on the basis of local needs, technology and availability of raw materials etc. The trainee women got vocational training and, side by side, awareness building training especially on legal matters. The training curriculum was also including informal education, health, nutrition etc. Trainee women was selected from among the poorest women who had previously not received VGD assistance and who were either heads of households; widows/separated / deserted / divorced women; or women with disabled husbands. Women in the poorest category were defined as<sup>105</sup>: Landless women, with less than 0.5 acres of land; women with extremely low and irregular or no family income (less than Taka 300.00 per month); Women who were daily or casual laborers; and Women who lack productive assets. Preference was given to women, who were physically fit; had demonstrated the potential to develop economically and socially; and was willing to work in a group.

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<sup>105</sup> Ibid., p. 13.

c. **Group Heads/Extension Workers**. A sub project which was initiated to implement in 20 thanas with a aim to select 1000 women, 50 from each thana, to act as leader. These selected women were given 50 kg of wheat and Tk. 300.00 per month under this sub project. Organize the VGD women into groups and imparting them knowledge on education, health, nutrition and other important matters through weakly group discussion meetings was main task of these selected Group leaders and also paying attention to safeguard their social and legal rights. These leaders were also given responsibility to inform the women members about the objectives of VGD programs, its use, saving and its impact on their future. Moreover it was expected that these leader would link the VGD women with local government and non-governmental organizations particularly in the field of training, credit and other services.

Development of Foods In-secured Poor Women project was partially production oriented but basically treated as a service project. So its financial rate of return cannot be measured. But indirectly this project has great financial and economic impact. It is possible to attain food security and reduce poverty level of the distressed and poor women by engaging them in productive and income generating activities. This project has helped to increase the socio-economic growth of the country and that is why the project was initiated<sup>106</sup>. However, implementation of the project was delayed to some extend. Reasons for the delay of project implementation was that the top level managerial position of this project was not appointed in time, out of five positions only four positions were appointed eighteen months later of project's commencement and the rest one position was not filled at all; procedural delay in fund release; lengthy communication between head office and project's centre office; and the project aid was not provided by the donor agency as per P.P allocation.

3.3.2. **Institutional Arrangements of the Project.** Economic Relations Division of Ministry of Finance was given responsibility to formulate policies for project and to maintained liaison between Government of Bangladesh and WFP. Ministry of Women and Children Affairs was to maintained liaison with WFP regarding the implementation of three

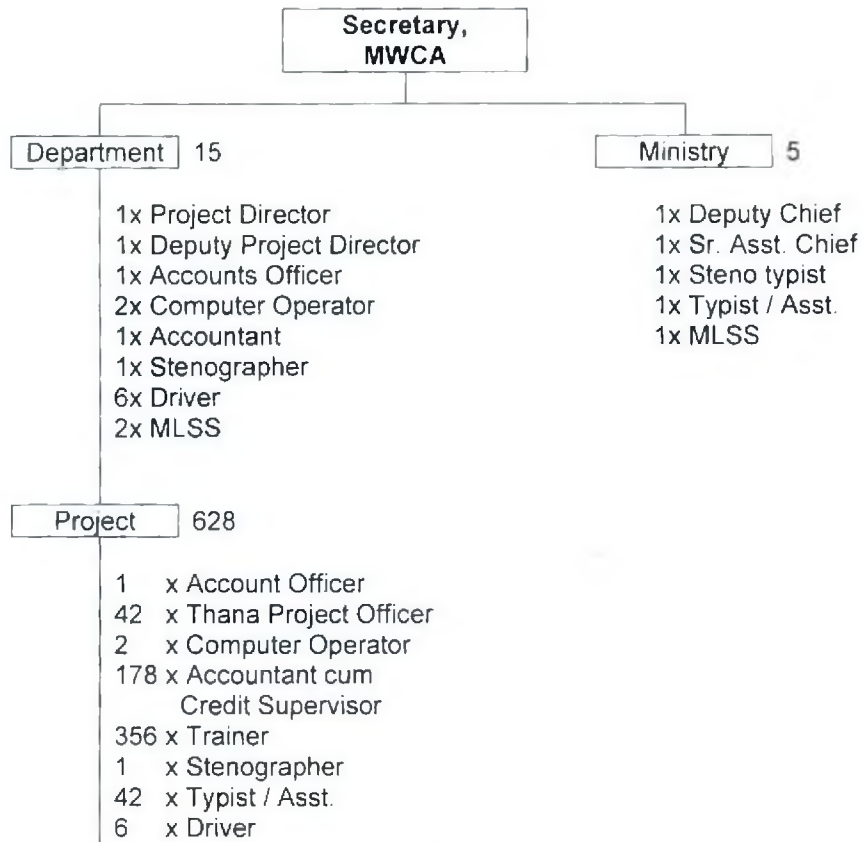
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<sup>106</sup> Ibid., p. 36.

sub-projects. But the overall responsibilities regarding project implementation and supervision were remaining directly with the DWA. There was a Project Steering Committee under the Chairmanship of the Secretary, MWCA for co-ordination and management of VGD programs implemented by different ministries and agencies. This committee used to meet twice a year to review the programs and issued necessary instructions. The Central Project Manpower unit headed by DG of the Department of Women Affairs had implemented the policies and instructions issued by the steering committee. The Project Management Unit (PMU) with necessary office facilities under the Project Director had managed the project operation. This committee used to meet every four months. Similarly for coordination of the project activities a District VGD Committee was formed under the Chairmanship of Deputy Commissioner and Thana and Union VGD Committee was be formed under the Chairmanship of Thana Nirbahi Officer and UP Chairman respectively. It was in the project proforma that the implementation, monitoring and supervision of the project activities would continue as usual subject to availability of food assistance even after the completion of the project. In the case of non-availability of food assistance, action would be taken to continue the program as per the changed situation. It was expected that the experienced Group Leaders and Extension Workers of the GLEW sub-project would be able to work in the Union level as Women Extension Workers after completion of the project in the year 2002. This would justify the expenditure of GLEW sub-project from the revenue budget of the government at the end of the project period.

**3.3.3. Organization and Manpower of the Project.** For implementing the countrywide VGD program through Ministry of Women and Children Affairs and the Department of Women Affairs, some personnel were involved. In the ministry level there were 5 personnel under a Deputy Chief and in the directorate level 15 were under the Project Director (PD). Beside that, project had its own manpower of 628. Among the various positions Deputy Chief and Senior Assistant Chief in the ministry was kept reserve for filling up on deputation from BSS Economic Cadre Officers. Other positions were open for direct recruitment as per government rules and regulations. The details are given below in the following chart:

**Chart No. 2: Manpower - Development of Food Insecured Poor Women Project**



Source: DWA

The PD was responsible for the overall implementation of the project under the guidance of the DG of DWA and was accountable to the DG and subsequently to the Secretary. Deputy Chief of the project was accountable to the Secretary who was responsible to prepare work plans and fix-up strategies for implementing of the project in consultation with PD. The PD would report to Ministry of Women and Children Affairs, Planning Commission, IMED, Finance Division, Ministry of Establishment and relevant organizations regarding physical and financial progress of the project as and when required. The PD used to maintain liaison with Planning Commission, IMED, Ministry of Finance, Ministry of Establishment and other related organization with the help of Deputy Project Director and other supporting officers and staffs of the project.



3.3.4. **Training Program of the Project Officers.** The training programs was planned mainly to cover planning, management, monitoring reporting and evaluation aspects of the VGD program. It was expected that after training the concerned officers would gain required skill in the fields of production and income procedure; human resources development project implementation and monitoring; improvement of the understanding of gender relationship; and formulation of plan and policy. Within the planned period, approximately 5,000 to 6000 training facilities were designed to officers and about Taka 12,500 million was kept to spend in this account. These training programs were arranged in various training institutions of the country. More over, 10 mid-level officers of the Ministry, Planning Commission and the Department who were involved in planning were given foreign training for 4 to 8 week duration on the areas like: Working Techniques on Policy Planning; Monitoring and Evaluation Tools and Techniques; Trainers Development Skill Technique to prepare Perspective Plan; Reporting System; and Communication Development. The total expenditure for the training was Tk. 5,000 million<sup>107</sup>. During the project implementation period six to seven officers would form a team for Observation Tour, including the officers of WFP, ERD, IMED, Planning Commission and the Department. The objective of observation tours was to gain knowledge through exchange of experiences from the countries of Asia and the Pacific and also Africa where WFP activities were in operation. It may be mentioned that in the SIFAD Action Plan-5 three such type of tours was recommended. One of such tours had already been completed consisting of officers of the Ministry of Women and Children Affairs, Water Development Board, Department of Fisheries, Department of Forestry, Planning Commission, IMED and WFP. The expenditure of such training programs met out from SIFAD training fund.

3.3.5. **Monitoring the Project.** For reviewing and monitoring the activities of Food In-secured Poor Women Project, different steps/procedures were undertaken starting from the field office to the head office. A Deputy Project Director was responsible for monitoring the activities of the project. At the field level, Thana Women Affairs Officer/Project Implementation Officer used to supervise the project implementation activities. A monthly meeting of the concerned officials used to arrange to review the progress and activities of the project. Moreover, a quarterly review meeting between the Thana and District Officers was held to review the progress as well as to solve problems arisen out of project

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<sup>107</sup> Ibid., p. 15.

implementation. Proceeding of the meeting was being sent to the Deputy Project Director. For monitoring and reviewing the project activities two review meetings was held each year in the central level. Concerned officers of MWCA, DWA and District level were the participants of one meeting and concerned officers of MWCA, DWA and representative of Development Partner Organizations were present in another meeting. Regular inspection of the project implementation activities from the head office was arranged under the supervision of Deputy Project Director. Necessary consolidated reports on monitoring and project activities used to send from the field to the head office regularly. Regular inspection and monitoring of the project was done by IMED. Moreover, separate evaluations of the project activities were conducted by an independent, efficient and experienced organization in the 2nd, 3rd and 4th years of the project period.

After completion of the project, with the concurrence of the government, a separate evaluation might be undertaken by WFP to assess the impact of the project as indicated in the PP of the project. One jeep/microbus was purchased for implementation, monitoring and supervision of the project activities at the central level. The local level committee comprising TNO, Officers of DWA, Chairman of concerned UP and other concerned officers selected poor women (target women). The staff of existing DWA, Thana Officers, DRR, NGO and project was involved in monitoring and supervision of the project activities. So in the process of implementing of the project cooperation and assistance of Thana Parisad was required and essential. Record speaks that the functional relationship between IMED and the Development of Food In-secured Poor Women Project was poor and weak during period of June 1998 to July 2004. It was observed that IMED did not get the monitoring report from the project regularly. It was noticed that the Project Director did not return back the monitoring form to IMED on or before 15-7-2002, which was scheduled to return back before December 2001. The PD was there dealing with official activities but did not abiding by the system and advice of IMED in relation to monitoring. On the other hand, IMED was not also careful about their authority and responsibility. It was not in the knowledge of IMED that the project was lagging behind to achieve the target and Taka 10 core was unutilized of the project. IMED, so far, formally inspected the three grassroots unit of the project under Bakergonj upazila and Gouranadi Upazila of Barisal district and one Upazila of Rajshahi district out of 178 Upazilas covered by the project in the country. It was not possible to judge very objectively or to get the real pictures of the project from this

three-inspection report prepared by IMED. The first inspection was held on 17-5-2001 and the report was submitted on 27-02-2002; the second inspection was held on 29-12-2001 and 30-12-2001, report was submitted on 27-02-2002; and the third report was submitted by the end of August 2002 though the inspection was completed on 28-5-2002. Officials of IMED took too long time to submit the reports (The list of projects of MWCA visited by IMED is shown in **Appendix-23**).

As per standard rules and procedures of IMED, the inspection report was to be submitted within two weeks of completion of inspection. But this standard rules and procedure was hardly maintained by IMED officials in this case. Delay in submission of inspection report was common weakness of IMED, which virtually affects the spirit of monitoring system and concept. Poor maintenance of records by Coordination and Data Processing Wing of IMED was one of the most serious drawbacks. Ideally the project was to be monitored regularly by IMED. Practically IMED was not in a position to conduct regular monitoring because of its institutional weakness and proper support. Development projects under Directorate of Women Affairs (DWA) were not monitored by IMED because there was no proper responsible officer to monitor this project. An AD was given the additional responsibility on April 2002 for monitoring the DWA project who was overloaded with his regular duties. So it was not possible on his part to discharge the additional duties perfectly. In practice, IMED had no direct touch with the project except sending the prescribed form to the project. IMED sent the form directly to the Project Director and the Project Director returned back the form to IMED through the concerned Ministry. DWA project failed to utilize taka 10 crore within the stipulated period of first phase. So they suggested for extension of the project implementation period for another one year and government had extended the implementation period accordingly. During the extended period project authority tried to get entry in the revenue budget without having any recommendation from IMED though there was a provision that no project can get entry in the revenue budget without the recommendation of IMED. The role of IMED during implementation and post-implementation stage of the project was clearly defined in the PP In the case of internal monitoring of the projects there were so many indicators to be monitored but nothing was done for internal monitoring. A direct interview was conducted with PD. The PD opined that for monitoring purpose nothing substantial has done so far and even they did not maintain any link with IMED or seek assistance from them. In another interview Deputy Director,

Planning, Development and Evaluation Wing of DWA said that from the donor side they did not conduct any sort of monitoring and not even asked for any monitoring report of the project. It is clear that not very proper internal and external monitoring had taken place in connection with DWA project.

For observing monitoring aspects WTC and Income Generation Program (Union VGD) under Gazipur district was evaluated. Gazipur is a district very near to the capital city of Dhaka. There is an independent office under Department of Women Affairs (DWA) in the district of Gazipur. One development officer was posted there named Rukshana Begum. The office under DWA was started functioning from 06-04-1999. Income Generation Program (Union VGD) and Women Training Centers (WTC) programs were there but related Group Leaders Extension Workers Program was not introduced in Gazipur district. Income Generation program (Union VGD) was going on 8 Union Parishads of Gazipur Sadar Upazila and WTC program was running only in Sreepur Upazila of the district. Other than these programs another WTC was running under revenue budget in the district since 1972. Union VGD and WTC under development budget and WTC under revenue budget were controlled and managed by the same District Development Officer (DDO) of DWA. There was no upazila level development officer for looking the activities of WTC in Sreepur Upazila which was controlled, managed and supervised by the DDO of Gazipur district under DWA. In a direct interview, the DDO expressed that WTC of the district under revenue and development budget both were running using the same method and manner i.e. using same format for monthly progress report. The expenditure required for two instructors and one credit supervisor, office equipment and furniture were being met out from the development budget of the project. On the other hand materials required for training, monthly 30 Kg wheat and Taka 90/- for each participant provided from revenue budget. WTC in Sreepur was supposed to be completed within 30-06-2002. But not completed in due time, it was extended. 30 women were getting training under this program in the field of cutting and embroidery. Participant's women opined that the training they were getting was not relevant with the needs of the local market. They would be benefited if training were on poultry, fisheries, vegetable and kitchen gardening. They also said that they could not save more than Taka 25 per month for future income generation though the money they received was to be refund after one year of training. Participant women were young, healthy, unmarried but not head of the family or divorced/widow. They

were not destitute and not very regular in training. However in wheat distribution day, these things were not supervised properly and corrected.

The training program was not also updated as per local needs. Sitting in the district headquarters, the DDO had tried but failed to manage it. In the program area, Sreepur upazila, there was no telephone through which easy communication could be made. Communication was maintained between DDO and WTC, through messengers. The DDO was supposed to visit the program area to see the actual activities at least once a month, which happened actually after two or three months very irregularly. Except monthly co-ordination meeting of DC and TNO there was nothing in monitoring and evaluation. Co-ordination committee reviews the overall development of the districts; do not review the project wise achievement/activities/development. There must be system for project monitoring, which was not there in the upazila level i.e. Upazila does not have any functional relationship with IMED or MIS and PLAGE Project of DWA who are responsible for monitoring the development project. In the case of this program to ensure project level monitoring Deputy Director of the project was given responsibility for monitoring the project in PP, but project level monitoring and evaluation was not done so far. The DDO was looking after the project level monitoring though he was not given the responsibility for doing so neither by the project authority nor IMED. Beside that the DDO was not well trained about the techniques of monitoring the development project except attending a workshop organized by WFP on September 2002. So the important aspect of development project monitoring and evaluation was severely neglected in WTC program in Sreepur upzila of Gazipur district (Please see **Appendix- 24, 24/1, 24/2 and 24/3**).

Union VGD program covered eight union parishads i.e. Mirzapur, Kaultia, Bason, Konabari, Kalikapur, Gasa, Baria and Pubail. The DWA allotted 240 cards for Gazipur Sadar Upazila which was distributed equally among its eight union parishad without considering the locality whether it was developed or less developed area; Respective union parishad selected the destitute women for distributing the cards. However in Gazipur Sadar Upazila no officer was posted from DWA. Project Implementing Officer (PIO) of Department of Relief and Rehabilitation was looking for the matters of union VGD program with the help of one office assistant. From the district level DDO of DWA was controlling and managing this program though it was not come under his office. As the DDO and PIO

both of them were from different departments, coordination and understanding in respect of union VGD program was not developed among the two officers, which hampered the spirit of proper monitoring of union VGD program. Both the officers were very casual in inspecting the union VGD program; they only used to visit the program in the case of emergency or urgent requirement. PIO used to send the progress report to WFP and maintained the chart of wheat distribution though no income generating activities was there in any union parishad, PIO was also maintaining one chart for income generation but not reviewing the activities. TNO is the president of the union VGD Committee. An interview was conducted with TNO who could not give the real picture of the activities of union VGD program. He suggested talking with PIO who prepared the progress report for WFP. The basic aim of VGD program was to help the destitute women for generating their income which was not properly monitored by IMED or DWA to judge target achievement of the program.

**Case Study - 4: Bangladesh Integrated Nutrition Program (BINP):**

**3.4. Statement of the Project:**

- |      |   |   |  |
|------|---|---|--|
| a.   | Name of the Project                             | : | Bangladesh Integrated Nutrition Program (BINP).  |
| b.   | Administrative Ministry                         | : | Ministry of Health and Family Welfare (MHFW)   |
| c.   | Executing Agency                                | : | Ministry of Health and Family Welfare through BINP Project Director.   |
| . d. | General objective of the Project:               | : | (i) To develop a comprehensive national program to reduce malnutrition in Bangladesh, particularly in women and children through ensuring household food security<br><br>(ii) Behavioral changes related to food intake; infant feeding of children, growth monitoring<br><br>(iii) Caring practices etc. aiming at the attainment of goals stated at the International Conference on Nutrition  |
| e.   | Specific objectives of the Project.             | : | (i) Reduction of severe protein-energy malnutrition among under-five children by half;<br><br>(ii) Reduction of moderate protein-energy malnutrition among under-five children by one-third;<br><br>(iii) Reduction of low birth weight incidence by half; improvement in maternal weight gain to 7 kilograms at least 50% of pregnant women;<br><br>(iv) Virtual elimination of iodine deficiency disorders;<br>(v) Virtual elimination of Vitamin-A deficiency disorders and its consequences, including blindness<br>(vi) Reduction of iron-deficiency anemia among children and pregnant and lactating women by one-third <sup>108</sup> . |
| f.   | Implementation period:<br>May 1995 to June 2002 |   |  |
| g.   | Investment cost of the project:                 | : | (i) Taka 26992.63 lac (Estimated cost was 23386.96 lac. Cost over run 15% due to value increase of dollar.   |

**Source: Ministry of Health and Family Welfare**

3.4.1. **Background of the Project.** This project was the first attempt by Government of Bangladesh to develop a comprehensive and coordinated program to reduce malnutrition among its people. In the past, there had been smaller, isolated programs or activities

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<sup>108</sup> Ministry of Health and Family Welfare, Government of Bangladesh. Project Proforma, Bangladesh Integrated Nutrition Project, April, 1995, p. 1.

directed at specific micro-nutrient problems, some not-so-small programs aiming to improve the food availability for the under-privileged sections of the society, either directly or by increasing their incomes and the broad array of activities constituting the country's health program. All these contributed and to better nutrition but were not nearly enough by themselves, as evidenced by the serious status of malnutrition obtaining currently in Bangladesh. Government of Bangladesh has recognized that investment in the nutrition of its people is an important contribution to the human resources capital of the country and is committed to making this investment adequate and appropriate and to optimize its returns. This project was the beginning of a long term effort eventually aiming to benefit the whole country realizing the aspiration of Government of Bangladesh as expressed at the International Conference on Nutrition held in Rome in December 1992 and at the World Summit for Children of 1990. Malnutrition is significant cause of ill health, faltering physical growth, reduced mental abilities, loss of productivity and death. Therefore, it is a serious impediment to socio-economic development as well as a major cause of pain and suffering. The attainment of good nutritional status requires that three essential sets of conditions to meet conditions which ensure the availability of adequate and appropriate food at the household level; conditions that lead to good health, particularly freedom from childhood infectious diseases such as measles, respiratory infections and diarrhea and intestinal parasitic infestations; and appropriate practices in terms of eating, feeding, hygiene and health-related behaviors, including psycho-social aspects at the household level, especially as applied to women and young children, collectively known as caring practices. All these determinants of nutritional status are closely related to socio-economic and cultural factors, which play a crucial role in whether or not a given people are well nourished.

While poverty is a principal cause of household food insecurity and therefore an underlying cause of under nutrition, studies in Bangladesh (Child Nutrition Survey of 1992 of BBS) show that lack of good nutrition is not exclusively prevalent in the poor households. Increasing household incomes is likely to increase food availability for the family, though not necessarily concomitantly; moreover, the appropriateness of the food choice and intra-household food distribution as particularly relevant to women and young children would not be addressed by increasing incomes alone. Successful poverty alleviation is perhaps the long-term solution to many of the problems of poor families including malnutrition; it would



take considerable time and resources to achieve. On the other hand, effective nutrition projects have demonstrated that in the shorter-term, significant improvements could be made in nutritional status, without waiting for poverty alleviation efforts to bear fruit. In fact such nutritional status improvements would contribute considerably to poverty alleviation goals by enhancing the learning capacity and productivity of the population. Thus the concept behind this project was nutritional improvement as a means of poverty alleviation rather than as its result.

**3.4.2. Components of the Project.** The Project have three components: National level Nutritional Activities with four sub-components i.e. Program Development and Institution Building; Information Education and Communication (IEC) Development; Strengthening Existing Nutrition Activities; Project Management, Monitoring and Evaluation; Community-Based Nutrition Component (CBNC); and Inter-Sectoral Nutritional Program Development.

**3.4.3. Targets of the Project.** The Project seeks to initiate a national program of nutrition, whose ultimate goal would be to reduce malnutrition in Bangladesh to the extent that it ceases to be a public health problem and to improve the nutritional status of its population, particularly children under five years, women and adolescent girls. This long-term goal was sought to be reached through the following three inter-mediate objectives:

- a. To improve the capacity of national level nutrition institutions in Bangladesh in the areas of advocacy, analysis of causation and consequences of malnutrition, policy advice, operational research, and operational support of national programs;
- b. To improve the capacity of communities, households and individuals in the project area to understand their nutritional problems in practical terms and take appropriate action to address them at their own level; and
- c. To improve the nutritional status of the population in the project area, with particular emphasis on Pregnant and Lactating Women and Children.

The nutritional impact goal would be measured many on the basis of the quantitative targets to be reached after five years of CBNC, the geographical coverage of which would be phased in thanas to be selected as per agreed criteria i.e. reduction of severe

malnutrition by 40% and moderate malnutrition 25% as measured by weight-for-age, between under- two children; restoration of rate of growth, as measured by monthly weight-gain, among at least 50% of under two-children included in growth monitoring and promotion; reduction of disorders resulting from vitamin-A and iodine deficiency and their consequences by half; and reduction of iron-deficiency anemia among children and pregnant and lactating women by a third. For those thanas where malnourished pregnant women would also be included in the supplementary feeding program, the additional targets would be set reduction of low birth-weight occurrence by half of the baseline level; improvement in maternal weight gained by at least 50% in at least 50% of the pregnant women; and establishing community-based nutrition interventions in a phased manner. The component would be very targeted and focused on children under 2 years, pregnant and lactating women and newly married couples, Moreover, the most appropriate time to prevent malnutrition in children was below the age of two years, since it becomes too late after that to reverse the mental and physical damages done.

The best strategy to reach the goal of reducing malnutrition less than five years was to focus on children under 2 years. The idea was to try to change eating, feeding and health behaviors through a strong element of IEC. Such IEC would include a strong emphasis on exclusive breast-feeding until 5 months of age followed by continued breast-feeding for 2 years combined with complimentary foods of adequate quantity and quality. All children under 2 years of age would be weighed regularly to monitor their growth. Those children who were malnourished or growth faltering would be provided with supplementary feeding. It was the sustainability consideration that led to the basic approach of this project, namely helping people themselves, through behavioral change rather than a long term dependence on food aid. This theme was at the heart of CBNC, which relies totally on community action and changes in household behavior to sustain nutritional benefits. It was also the basis of the component on institution building, which seeks to develop national capacity to address malnutrition so as to reduce dependence on forewing technical assistance. The project also seeks to heighten general awareness of the problem and its solutions at political, policy and decision levels, in order to ensure continued Government of Bangladesh commitment to the program, which was clearly a crucial element of sustainability. The project strategies, which had been formulated, based on the reasoning that supporting the formulation of a clear national nutrition program backed by strong

political commitment to implementing it; strengthening the national level institutional capacity to direct and co-ordinate nutrition activities effectively and to develop effective monitoring mechanisms; facilitating existing and innovative efforts by various sectors to ensure adequate household food security, access to quality health care services and satisfactory sanitation and safe water supply; effecting positive changes in caring practices related to eating, feeding and personal health at the household level, focusing on pregnant and lactating women and children under two years of age; promoting people's involvement in dealing with their problems of malnutrition, to ensure sustainability; and strengthening existing nutrition activities, particularly oriented towards the control of micronutrient deficiencies.

3.4.4. **Monitoring the BNIP.** Monitoring was a very important part of the project, particularly for two reasons i.e. the project itself was new for Bangladesh and thus lessons need to be learnt as it progresses; and the activities that was carried out by various Ministries/Departments and some NGOs and thus making the importance of monitoring even greater. The monitoring process helped to detect the achievement of the targeted outcomes and direct guidelines for necessary modification if needed. Continuous monitoring of the project as well as a mid-term evaluation at the end of three years and final evaluation was based on a pre-determined set of indicators, which measure inputs and process as well as outputs and outcomes. Monitoring and Evaluation was developed by a computer cell at central level. The Project was implemented through a Project Directorate at central level under administrative control of Ministry of Health and Family Welfare. A national Steering Committee headed by the Secretary, MOHFW was set up for policy guidelines and overall supervision of the project. The Joint Secretary acted as the member Secretary of the Committee. A National Nutrition Management Committee chaired by a Joint Secretary, ensured effective implementation of the project. A Technical and Management Support Team consisting of national and international experts was formed to advise the Project Director and Deputy Project Directors as and when necessary. A comprehensive monitoring system was developed for regular monitoring of the project. Both internal and external evaluation has done at after completion of each phase and observed the achievement of objective of the project. The actual achievements of the project are shown in the following table against the objectives:



Bangladesh by 2003 after which it was folded into a larger National Nutrition Program (NNP). The project was designed with three components: National Level Nutrition Activities, the Inter-Sectoral Nutrition Program Development, and the Community-Based Nutrition Component (CBNC). National Level Nutrition Activities set out to develop the national capacity necessary to address nutrition-related program issues, undertake nutrition advocacy at the highest levels, and maintain high political commitment to nutrition. Activities have included the development of IEC materials and overseeing project management, monitoring and evaluation. Through this component more than thirty-five operations research projects were conducted and bi-annual supervision missions, organized by the World Bank and UNICEF, were held to review and advice on the project's progress. Closely related to the CBNC were inter-sectoral activities, specifically garden and poultry activities, designed to reduce food insecurity amount low-income households. The garden and poultry inter-sectoral activities were based on impressive models, considerably more sophisticated than those implemented in earlier decades. The garden project, a system of state-of-the-art upazila level and community level nurseries was envisioned, the former to provide high quality seeds and seedlings for garden project households, and the latter, privately operated community nurseries to meet the expected demand of other households seeking to benefit from such production increases. The poultry project involved the provision of hybrid birds capable of high egg production but requiring the timely provision of quality inputs and services. An eight-cadre system of poultry workers, most functioning through the provision of micro-credit, was developed to help assure such inputs and services. The system included individuals responsible for poultry immunizations, feed, and marketing.

An impact study was conducted in 2002 by the Institute of Nutrition of Food Science, University of Dhaka and School of Nutrition; Tufts University has shown that the inter-sectoral activities faced difficulties in implementation. The study found, that, by and large, the services required for the successful implementation of these sophisticated systems were rarely and inadequately provided. Although basic training was provided, follow-up services were inadequate. In addition, the inputs provided in both the garden and poultry projects were generally inadequate to assure successful implementation. As a result of these difficulties, garden production was minimal as was poultry production, which resulted from the fact that poultry often died or fell ill when owners were unable to or unaware of

how to properly care for the more vulnerable hybrid birds promoted by the project. The implementation strategy of CBNC was designed to bring about sustainable changes in feeding and eating behaviors of children, and pregnant and lactating mothers at the household level through monthly growth monitoring and promotion, nutrition education for mothers and adolescent girls, and supplementary feeding of malnourished pregnant and lactating women and malnourished and growth faltering children under the age of two. The growth monitoring and promotion and supplementary feeding were used as tools to demonstrate, educate, and generate community participation for community development. Community Nutrition Promoters, operating out of a Community Nutrition Center were empowered to be key implementers of the project, conducting home visits and growth monitoring and promotion sessions and providing nutritional counseling and demonstrations.

Levels of malnutrition in Bangladesh remain the highest in the world. To tackle the problems of malnutrition in Bangladesh BINP was implemented from 1995 to 2002 in 59 Upazilas in phases.<sup>110</sup> The Project's Development objectives were to improve the capacity of national nutrition institutions; the capacity of communities; and the nutritional status of the population in the project areas with particular emphasis on pregnant and lactating women and young children. The Evaluation Sector of IMED awarded a consultancy services contract to Research Evaluation Associates for Development Limited (READ) to conduct impact evaluation of BINP. The overall objective of the current evaluation study was to assess the process efficiencies and the outcome effectiveness, i.e., the impact of the project on the beneficiaries and the community. The specific evaluation objectives of the study were to review the financial and physical targets and achievements of the project; to enquire into the implementation and functional status of the IEC activities; to assess the implementation status of the training programs; to assess the appropriateness of the community based nutrition components; to measure targets/goals set for maternal and child health condition; to measure that demographic and nutritional health situation etc. have been achieved according to targets; and to assess the socio-economic impact of the project. In the Impact Evaluation, 12 upazilas were selected randomly from the 59 BINP

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<sup>110</sup> Evaluation Sector, IMED, Ministry of Planning. Government of Bangladesh, Impact Evaluation of BINP, Dhaka, June, 2004.

intervention upazilas and additional 12 upazilas from the neighboring areas were selected as comparison upazilas.

The study assessed both efficiency and the outcome factors. The study population included the primary beneficiaries, such as the pregnant and lactating women and mothers of less than five years (U5) children, and the secondary beneficiaries, the community. In addition, the institutions and management developmental functions undertaken for operation of the project were also assessed. Data were collected at two levels, namely, at the beneficiary and at the management levels of the project. The sampling plan was a three stage stratified systematic sampling with probability proportional to size. Data was collected through Quantitative Surveys and Qualitative Investigations. In quantitative surveys 240 newly wed women, 1485 pregnant women, 1487 lactating women and 576 mothers of U5 children were interviewed. In qualitative investigations 36 CNPs, 12 CNOs, 9 TPOs and 36 VNMC, 12 FGDs with UNMC, 2 FGDs with unmarried adolescents were interviewed and 3216 and 3024 anthropometric measurement of newly married/PW/LW and U5 children respectively. Data collection of the study dealt with a total of 107 variables distributed under eight major categories: socio-demographic, economic, biological/ anthropometry: status of malnutrition; knowledge and practices; dietary information; physical and financial targets achieved by the project and other variables/indicators. There is adequate comparability between the intervention and comparison upazilas in terms of demographic and other development variables including health and education. However, the upazila profile data suggest that the comparison upazilas have almost similar exposure to health programs compared to the intervention upazilas.

The Costs and Effectiveness of the project were also studied. The final actual cost of the project was US\$ 58.15 million, of which the IDA contribution was US\$ 51.75 million and the Government of Bangladesh contribution was US\$ 6.40 million. The amounts spent on the three components, and the percentages spent on each component were: National Nutrition Component: US\$ 17.24 million, 91%; Community Nutrition Component: US\$ 29.30 million, 90%; and Inter-Sectoral Nutrition Component: US \$ 8.54 million, 122%. The actual cost of Community Borrower Component (CBNC) was US\$ 29,300,000. Numbers of community nutrition centers established in the project areas were 134,064 against a target

of about 14,500 (90%). Hence cost of both establishing and operating a CNC over a period of 53 months of operations on average was Tk. 132,124.00. Per CNC a total of 202 women (101 pregnant and 101 lactating women) were oriented and motivated to practice nutritional measures. Study findings demonstrate that these women played the role of change agents and influenced awareness and practices on nutrition of other women in their neighborhood. The estimated cost is certainly low. NNP may keep provisions for further orientation of these women and also the new recruits in the CNCs and they can play the roles of change agents influencing nutritional behaviors of the people in the community. However the findings of the study suggest that the major of the BINP interventions was on the poor. The mean monthly family income of the primary beneficiaries (pregnant and lactation women) was observed to be around Taka 4000.00. Important successes of BINP: creation of a group of women (202 women) attending orientation sessions in a CNC regularly, who had been influencing the behavior of other women in the locality on important nutritional practices; effectiveness of the community based infrastructures; CNC, VNMC and UNMC, as all the institutions and groups were found operating; and efficiencies of the manpower at grass root level, whose development through training was fully satisfactory.

There were some weaknesses of the project. The areas of weaknesses that were found: ineffectiveness of the intersectional programs, such as poultry raising, fisheries and home gardening. Behaviors/practices on several important nutrition related variables improved through sustained BINP interventions in the project areas over a period of 53 months. These practice variables have been performed proportionally by a larger number of primary target audiences in the intervention areas than those in the comparison areas. The proportional differences on these practices between intervention and comparison areas are observed to be statistically highly significant: In this respect attention is drawn to following table:



**Table No. 6 : Status of Practice on Nutritional Components in Intervention and Comparison Areas**

<b>A. Variables: Pregnant Women: n=1485 (Intervention n = 744; Comparison n = 741)</b>		Intervention %	Comparison %	Differences %
(i)	Status of receiving ANC	44	27	17
(ii)	Status of weighing of mother during pregnancy	85	24	61
(iii)	Status of accepting TT	54	44	10
(iv)	Habits of taking extra food during pregnancy	44	23	21
(v)	Status of Taking iron folic tablet	26	13	13
(vi)	Habit of taking extra rest during pregnancy	60	51	9
(vii)	Exposure to heavy work during pregnancy	42	34	8
(viii)	Status of consuming iodized salt	73	61	12
<b>B. Variables: Lactating Women: n = 1487 (Intervention n = 744; Comparison n = 743)</b>				
(i)	Status of acceptance of TT	93	89	4
(ii)	Status of consuming Vitamin - A within 6 weeks	45	24	21
(iii)	Status of eating extra food to increase breast milk	61	43	18
(iv)	Status of consuming iron folic tablet	59	29	30
(v)	Status of feeding colostrums	95	85	10
<b>C. Variables Newly Wed Women: n =240 (Intervention: n = 120; Comparison n = 120)</b>				
(i)	Status of washing clothes with soap	28	13	15
<b>D. Variables Mothers with U5 children: n = 576 (Intervention: n = 288; Comparison n = 288)</b>				
(i)	Status of consuming Vitamin -A at age 6 months or more	86	69	17
(ii)	Status of child feeding the colostrums	91	77	14

Source: Ministry of Health and Family Welfare

Significant differences were observed on practice variables between intervention and comparison areas. The levels of proportional practices, as reported by the pregnant and lactating women, on the following variables are neatly double in the intervention areas over the comparison areas: status of receiving ANC; status of weighing of mother during pregnancy; habits of taking extra food during pregnancy; status of taking iron folic tablet; status of consuming vitamin-A within 6 weeks; and status of consuming iron folic tablet. A separate analysis comparing the level of practices on components influencing nutritional behavior among the poor and well off showed that the differences between poor and well off groups were not as large. This indicates that the impact of BINP interventions on practices of the target audiences on important nutritional components among the poor and well off remained rather comparable. However community gains as part of overall socio economic impact perceived by the members of UNMC and VNMC are: increased birth weight of the children; decreased levels of malnutrition among children; increased appropriate breast feeding practices; increased feeding of children and mothers; increased

consumption of green vegetables and iodized salt iron folic tablets; decreased levels of anemia, night blindness and goiter; increased demand for ANC and safe delivery; decreased incidences of early marriages; and increased demand for FP services. In the study some minors but not insignificant problems were identified in respect to the project. These problems should be addressed. The problems are: reluctance of the pregnant mothers to attend the CNCs; decreased quality of packaged food affecting health of the children; inadequate supplies of nutritional food packets; limited number of CNCs; CNCs operating in private households in some cases created problems with the owners; some people in the area discouraged mothers attending CNCs; free movement of the CNPs sometimes difficult because of social objections; irregular payments to the adolescents in the program was difficult due to social and familiar barriers; and some of the single and poor mothers could not attend the CNCs due to their pursuits for livelihood. Of course, the outcome of Impact Evaluation is a great source of information for the decision makers which help them to take similar type of project further and that are the benefit of monitoring and evaluation.

3.4.6. **Analysis of the BINP**. The project was analyzed on the basis of Monitoring, End Evaluation and Impact Evaluation done by IMED. The observations are: monthly coordination meeting was held regularly with the presence of IMED representatives; filled up monitoring forms were not found in respective file maintained by the desk officer of IMED though the desk officer told that filled up monitoring forms were duly returned by the project authority; the project was inspected by IMED on 16-4-2000 and 17-4-2000, but the inspection report was not found in IMED, the information regarding IMED inspection of the project came to know from project completion report prepared by PD on 30-10-2002; the facts and figures included in End Evaluation Report and Project Completion Report regarding achievement of objectives was not similar but different in many cases; project was completed on June 2002. End Evaluation Report submitted on 19-2-2004. After long time competition of the project End Evaluation was done and for that matter the spirit of End Evaluation and the impact of the project was lost to some extent. IMED prepared the End Evaluation Report on the basis of another Evaluation Report on this project prepared by The Institute of Nutrition and Food Science, University of Dhaka rather going through the impact of the project. According to the PP, monitoring was very important part of the proposed project, particularly for two reasons i.e. the project itself was new for Bangladesh

and thus lessons need to be learnt as it progresses; and the activities would be carried out by various ministries / departments and some NGOs and thus making the importance of monitoring even greater. So it was desired and expected that monitoring of this project would be done as a special case. But practically monitoring aspects did not get due importance. Field inspection is one of the effective methods of ADP project monitoring. The project was inspected by IMED only once and that monitoring report is not available in the sector. The monitoring process is helpful for detecting the achievement of the targeted outcomes and direct guidelines for necessary modification if needed. The monitoring system was not performed very smoothly in the case of this project. So it is not really possible to get direct guidelines from the experience of this project for necessary modification in future if needed be. Continuous monitoring of the project as well as a mid-term evaluation at the end of three years and final evaluation based on a predetermined set of indicators was another pre-condition to measure inputs and process as well as outputs and outcomes. But IMED neither continuously monitored the project nor any mid-term evaluation conducted. IMED prepared the field evaluation report with the shadow of End Evaluation Report prepared by World Bank. There was some set of indicator in the PP for monitoring the project. But that indicator was not properly followed by IMED. It was in the PP that a comprehensive monitoring system would be developed for regular monitoring of the project. But practically IMED did not properly apply its techniques, tools and methods for monitoring purpose in the pre-project stage, implementing stage and impact evaluation. So development of a comprehensive monitoring system is left as a dream.

4. **Conclusion.** It is observed in the study of the project that many aspects of non-compliance of existing rules and procedures and improper attention in utilizing the tools, techniques and methods has occurred. In the pre-project stage, project was approved not consulting with IMED. There was absence of indicator in the Project Proforma (PP), which could enable IMED for in-depth monitoring the development activities of the project. IMED as monitoring authority did not mentioned in the PP; monitoring responsibility had delegated to the project management authority. But the project management authority was not made accountable to IMED. It is noticed the project was not supervised regularly either by project personnel or IMED. The line ministries, IMED and Planning Commission have separate responsibilities to monitor the project activities. But the line ministries did not frame any program for monitoring the project so far. IMED did not monitor the project on

regular basis. Rather it is found that most of the time IMED representative used to remain absent in monthly co-ordination committee meeting; IMED was some times irregular in sending and collecting the monitoring forms; and in visiting the implementation stage of the projects. In line with PP the project was not evaluated by a third party in all cases. There was a clause in the PP for arranging seminar and publication. Money was also allotted for arranging seminar / workshop by the project authorities to create awareness among the beneficiaries in all spheres of life; and for printing necessary booklets, posters, dairies and other publication materials. But the allocation did not spent judiciously.

## CHAPTER - VI

### SUMMARY OF STUDY FINDINGS

1. **Introduction.** In the study it was attempted to analyze and examine what is the concept of development and development planning; how the process of development, development planning, project implementation, monitoring and evaluation has started in Bangladesh; what factors affecting the process of implementation, monitoring and evaluation the development projects in public sector; what role ministries and project implementing agencies particularly IMED play in monitoring and evaluation; how IMED is managing the monitoring and evaluation activities. Contextual thinking has been found very useful as a tool of analysis for examining the role, performance problems of IMED throughout the study. This study was primarily concerned with the requisitions of knowledge which would be useful for designing policy of strengthening IMED to ensure the proper implementation of the development projects in public sector for achieving the derived goals and benefits.

2. **Summary of Findings.** The study focused on development planning; monitoring and evaluation; organization and institutional arrangements for operation and managing of project implementation, monitoring and evaluation; problems of IMED and measures to be taken for improvement.

2.1. The First chapter attempted to know the concept of national planning as a policy instrument for the promotion of socio-economic development of the country. Plan and Planning refers to governmental planning, implementation of development projects focusing on monitoring and evaluation. It is seen that plan is a scheme a design or a framework of program action. A plan is a program of action for achieving definite goals. Planning has different meaning, planning is a process in which all departments making way the best way to use limited resources, identifying problems, avoiding elements of risk and change and reconciling conflicts and contradictions in different activities. On the other hand development planning has termed as a process of organizing national economic and social effort for the achievement of target development goals. In a sense, development planning is a process that involves organized effort of government to achieve definite economic and social goals.

A brief history of planning in Bangladesh has been narrated in the study-begins with pre-independence period. After independence of Bangladesh, government had to address to the gigantic tasks of rehabilitating displaced people and reorganizing its economic, social and infrastructures and proceeded further to institutionalize central planning for economic and social development. Planning for comprehensive socio-economic development took place in 1971 and so far four Five Year Plans (1973-78, 1980-85, 1985-90, 1990-1995) and a Two Year Plan (1978-80) have been completed.

It has been identified through the study that planning has three stages i.e. (a) Plan formulation; (b) Plan implementation and (c) Plan monitoring and evaluation. In case of plan formulation Government of Bangladesh has introduced Five Year and Two Year Plans. Plan implementation process begins with the approval of the plan by government. Annual Development Program (ADP) is the practical aspects of the plan; ADP translates the plan from paper into practice. Responsibility for the implementation of the plan through ADP remains with respective ministries/divisions of the government. Plan executes through projects. Projects are monitored and evaluated as well as by the respective ministries/agencies and IMED, the central monitoring agency of the government of Bangladesh. Purpose of monitoring is to ensure the program achieves its defined objectives and targets. Monitoring is an essential management tool that helps to improve the efficiency of on-going project for achieving targets and selection and design of future projects. It involves the provision of regular feedback on the problems faced during implementation. The main purpose of monitoring is to indicate as early as possible any shortcoming with regard to delivery of inputs, execution of activities on production of outputs in order to that corrective measures can be undertaken. On the other hand, evaluation is a process for determining systematically and objectively the relevance, efficiency, effectiveness and impact of activities in the light of their objectives. It is an organizational process for improving activities still in progress and for aiding management in future planning, programming and decision-making. Monitoring and evaluation is for the performance measurement of the project. This study has covered the method used in performance measurement. Indicators are the part of performance measurement. Indicators are needed to monitor progress with respect to inputs, activities, outputs, outcomes, and goals. So indicators should be developed for all levels of the monitoring and evaluation system. Progress needs to be monitored at all levels of the system to

provide feedback on areas of success and areas in which improvement may be required. Indicator development is a core activity in building a monitoring and evaluation system. Monitoring and evaluation system are coordinated through a central monitoring and evaluation agency. This agency develops standardized reporting formats that line agencies are required to complete, is responsible for summarizing the status of all projects.

2.2. The Second chapter has endeavored to identify the emergence of central monitoring and evaluation agency in Bangladesh and its organization, role and function. Implementation Monitoring and Evaluation Division is more commonly known by its acronym IMED is that agency. This division is under Ministry of Planning which deals with the Five Year Plan, Annual Development Plan and involves with the process of project cycle. IMED is the central agency of monitoring and evaluation of the public sector development projects included in the Annual Development Program (ADP), a document prepared every year to attain the goal of the Five Year Plan. This organization was established for the purpose of monitoring the progress of development projects in January 1975. The mission of IMED is to monitor and evaluates the performance of revenue and development investment by collecting and analyzing information on project and program results originating from implementing organizations; analysis of the performance of ministries and sectors against agreed target is provided to Executive Committee of the National Economic Council, line ministries and other concerned parties whenever necessary; when ever possible IMED seeks to explain why sector or ministry performance targets have not yet been met by careful analysis of program outcomes, this analysis is provided to the relevant bodies so that they can improve their performance if necessary.

IMED is run headed by a Secretary. It is organized into eight wings sectors and units. These are Administrative Wing, Coordination and Data Processing Sector, Agriculture and Rural Development Sector, Educational and Social Sector, Transport and Local Government and Research Sector, Industrial and Power Sector, Evaluation Sector, Central Procurement and Technical Unit (CPTU). The prime function of IMED is to monitor and evaluate the implementation of development projects in order to enable the ministries and executing agencies to ensure their proper implementation. Through monitoring, it points out to the project implementing ministries and other appropriate authorities the progress of implementation and problems, if any, relating to the quality, time, cost for taking remedial

measures. However the government has allocated some functions to the IMED which are monitoring and evaluation of the implementation of development projects included in the Annual Development Program; collection and compilation of project-wise data for preparing quarterly; annual and periodical progress reports for information of the Prime Minister, NEC, ECNEC, Ministries and other concerned; rendering such advisory or consultancy services to Ministries/Agencies concerned on implementation of projects as and when necessary; field inspection of projects for on the spot verification of implementation status; and such other Co-ordination works as may be necessary of the removal of implementation problems, if any, with the assistance of related Ministries/Agencies; submission of project inspection reports to the Prime Minister and Ministers concerned when attention at such levels are considered necessary; matters relating to Central Procurement Technical Unit (CPTU) and matters relating to the Public Procurement Act, 2006 and Public Procurement Regulations, 2008.

How IMED works? It has been found in the study that IMED involved in the whole gamut of activities in a project cycle from project preparation to project completion and even impact evaluation. During the pre project phase IMED examines the rationale of project cost estimates and implementation schedule, duplication / overlap with other projects, consistency with the Five Year Plan objectives, comparison with experience of similar projects implemented earlier, size of project manpower and sustainability of institutional framework for project implementation. It suggests improvement as member of the project approving committees of the Planning Commission and Departmental Project Evaluation Committees of the line ministries. During implementation phase IMED monitors progress to ensure timely and quality implementation. It has evolved a system of information flow from projects, agencies and ministries consist of periodic reports, procurement reports, field inspections, monthly coordination/review meetings, special meetings with the Project Directors. Information so collected are processed and analyzed on a monthly, quarterly and annual basis to review implementation performance of ministries/divisions which is followed by macro reviews at the NEC, the ECNEC and by the Hon'ble Prime Minister. In the post-implementation phase Terminal Evaluation reports are prepared by IMED on all projects immediately on completion. It contains an analysis of the project progress with recommendations. It also commissions ex-post evaluation of selected projects for



assessing their impacts on the community and the lessons learned are used in future project design and implementation.

2.3. The Third chapter has identified that IMED monitors and evaluates of development projects with its operational instruments of pre-project appraisal, monitoring during implementation, reporting on completion of projects as well as ex-post evaluation. Appropriate planning, timely and quality implementation of projects and their long-term sustainability are indeed the indispensable imperatives. It is therefore, important that every planner and researcher as well as the development manager use the right techniques and tools to help themselves in achieving the balance between the development objectives and planning, between planning and implementation and indeed between implementation and impacts. Recent experiences of development management that there are growing gaps between what is planned and what is actually implemented and also between what has been intended as the outcome of planning and what has actually resulted. These concerns of gaps and discrepancies between planning and implementation and between implementation and sustainability have since been prompting the planners, the development managers and at times, the external fund providers of projects to look for appropriate tools and techniques to enable establishment of suitable monitoring and evaluation methodology and feedback mechanisms to ensure timely and quality implementation, sustainability and to achieve desirable impacts of development projects.

At the national level in Bangladesh IMED is responsible for monitoring and evaluation of all development projects. Over the years IMED has developed some formats for collection of information on project implementation. In addition to collecting information through the routine reporting system, IMED officials undertake field visits/inspections to projects to assess the physical and financial progress and, in particular to investigate the bottlenecks to progress. Each month IMED officials visit three different field projects. Field visit inspection reports are submitted to the concerned Ministry for discussion at the monthly review meetings. Major observations and recommendations are placed before ECNEC and or NEC. IMED follows up on recommendations made by the NEC to ensure that they are carried out. While the project directors' report financial progress every month, the officials in the IMED only make use of the information at the end of each quarter when the monthly information on financial progress and quarterly information on physical progress is entered

into the IMED's computerized data base. Then summary report is prepared for the Minister of Planning and the Planning commission, the NEC and or the ECNEC, the line ministries and other concerned government agencies. Sector-wise half yearly and annual reports are compiled by IMED and are submitted to the NEC and ECNEC, along with recommendations to address any bottlenecks. In any financial year, IMED evaluates all projects scheduled to end during the financial year, a sample of on-going projects, particularly those facing difficulties and those donors are evaluating. IMED also conducts a number of ex-post evaluations to assess what effect past projects have had. But these ex-post evaluations are not done effectively as mainly physical progress and completion is evaluated. IMED has established an evaluation wing under Chief of IMED to strengthen capacity of ex-post evaluation of projects. At least once a year the NEC meets under the chairmanship of the Head of the Government to review comprehensive ministry wise or agency wise reports submitted by the IMED. The Secretary of the IMED makes the presentation of the progress on ADP.

2.4. The concerns of Fourth chapter have centered primarily on IMED's functional relationship with other ministries/divisions. IMED is a division of Government of Bangladesh that deals with development project cycle. The ministries and division of the government is the mainspring of governmental policies and activities and they are concentrated in the Secretariat. It is in the Secretariat development policies are formulated. Projects are taken and implement by the different ministries/divisions and the other agencies under them. As IMED is the central agency for monitoring and evaluation and involved in project planning and implementation process it has a direct liaison with ministries/divisions, planning commission and other project implementing agencies. IMED was created to monitor the implementation and evaluate the results of those development projects. But the primary responsibility of monitoring of projects rests with the sponsoring ministry/agency itself. Along with the officials of the executing agencies officers of the ministry, particularly in the development and /or planning wing, should undertake regular field visits to keep abreast of the progress of work and to help resolve bottlenecks of implementation. Ministries/divisions/executing agencies monitor progress during implementation of their respective development projects. The methods followed include obtaining progress reports from the project management, on the spot inspection and review meetings. Ministries and Divisions hold monthly development review meetings at

the Ministers / Secretary levels where in representatives from IMED attend. Working papers for these meetings are prepared in the IMED designed format. These inter ministerial review meetings are forums for effective solution of implementation problems identified by IMED.

Monitoring by Implementation Monitoring and Evaluation Division in its present form cannot be all embracing. This Division has neither the resources, nor the time to look into the details of entire projects being implemented annually. In fact IMED was initially conceived to monitor critical projects in order to expedite their execution, not to obviate sectoral responsibilities. For the purpose of effectively carrying out monitoring and evaluation activities several institutions and practices have developed in Bangladesh. From the government side these have emerged both at the central level as well as at the levels of corporations and departments. The development partners in Bangladesh also introduced their own monitoring and evaluation system. Although both of these systems operate fairly independently in the country, institutional linkages are often set up and used. Besides, IMED and the planning wings of the administrative ministries, monitoring cells of some executing agencies, project implementation units of some large projects, etc. Planning Commission, Statistics Division, Economic Relations Division, etc. also undertake some sectoral reviews of performance. However, it has found in the study IMED has a strong relationship with other governmental organizations that deal with policy formulation, implementation, monitoring and evaluation in respect of development projects sometimes as a regulatory partner and sometimes as advisory entity.

2.5. IMED deals with a project from approval to implementation. In the entire project cycle IMED monitors and evaluates project with its established instrument and that has pointed out in the Fifth chapter. Reporting and analysis which contains obtaining and analyzing documentation from the project that provide information on progress; validation, which contains checking or verifying whether or not the reported progress is accurate; and participation which contains obtaining feedback from the beneficiaries on progress and proposed actions. In other words monitoring focuses on results and follow up; it requires regular visit to projects to verify and validate progress; regular analysis of reports and the use of participatory monitoring mechanisms to ensure follow up and feedback on performance. With this conception some projects have been overviewed implemented by

the Ministry of Women and Children Affairs and Ministry of Health and Family Welfare. It has been found that IMED, as an external body, monitored and evaluated the projects both in implementing stage and after implementation. IMED obtained information on projects and in some cases documented, visited the projects and completed end evaluation and impact evaluation of the implemented project. Examining the implemented projects it has observed that some projects are delayed in implementation because project officials were not appointed in time; procedural delay in found releasing; lengthy communication between projects side office and head office; procurement actions were not taken properly and in time; and in the project aid was not provided by the donor agency as per commitment. However it has been further observed that monthly co-ordination meeting was held almost regularly with the presence of IMED representatives; filled up monitoring Forms were duly returned by the project authority but not found in the respective file, in all cases, maintained by IMED; the projects were inspected by IMED but in all cases inspection report was not found; end evaluation report and project completion report was prepared but the facts and figures regarding achievement of objectives included in those reports were found dissimilar in some cases. It was also observed that after couple of year of the implementation of the project end evaluation report was submitted and for that matter the spirit of the impact of the project was in hide. It has assumed in the study that close external monitoring is a pre-requisite for proper implementation of project to achieve to deserve goal centre rate and in that case IMED's affective role is essential. However, IMED is giving constant effort using its operational instrument for project monitoring and evaluation.

3. **Conclusion.** IMED is linked with development process in policy formulation, implementation monitoring and evaluation stage. Conducting a huge number of activities in development projects IMED faces various problems which have been identified and study. The identified problems are: The need and importance of efficient monitoring and evaluation activities is yet to be fully understood by the rank and file in the system; The lack of proper and prompt response from top managers on monitoring reports often frustrates the reporting authorities and agencies who then neglect the importance of quality reports, this results in inconsistent reports, which in turn, affects accurate decision-making; Implementing officers often consider the problems as personal failures, and thus instead of seeking help in solving these, try to hide them, they only report achievements and

sometimes put the deviations and delays in the dark, top management's lack of sensitivity and failure to appreciate problems and difficulties faced by the lower functionaries has to a great extent, contributed to this situation; Quality control of progress reports is absent or neglected at the project, agency and ministry/division levels; There are too few people in the central monitoring organization to manage the monitoring of large number of projects efficiently; There is a lack of updated knowledge and techniques for efficient monitoring and evaluation both at the centre as well as in the ministry /agency levels; IMED's own lack of authority and at times inability to initiate problem-solving actions seriously demoralize the project managers who in turn lose interest in reporting problems, which also contributes to low quality and lack of accuracy of the reports; Monthly project review meetings in some ministries are not held regularly and others lack proper administration, it takes a long time to distribute decisions thus jeopardizing the subsequent corrective actions; Submission of project completion reports after a project is declared complete by the ministries/divisions has not yet been developed as a regular practice; Physical units of measurement are sometimes not mentioned in the project documents as also in the progress reports form projects, thus rendering any meaningful interpretation of progress monitoring a difficult task and sustainability monitoring lacks proper attention at all levels making investment ineffective; IMED officers suffering from lack of proper training and want of good trainers; Management Information System (MIS) in IMED is not being widely used by IMED officers and it is not addressing the specific information need, it has problem with existing system.

Besides the problems IMED has some strength also. The strengths of it are: Bangladesh through IMED has institutionalized and integrated project monitoring system information gathering, dissemination, problem solving environment etc; IMED's linkages with the planning process of the country provide it the necessary planning implementation feedback which is very vital for proper monitoring of projects; IMED's projection of inherent weaknesses of the project managers in planning, and implementation techniques finally culminated in the creation of the training Academy for Planning and Development imparting regular training to managers in the techniques of project preparation, implementation and management; the system of field inspection and holding of review meetings at the ministers level have established to some extent a system of management accountability and closer interactions and mutual appreciation of problems between the decision makers and project implements facilitating actions and on the spot decisions.

## CHAPTER - VII

### SUGGESTIONS AND RECOMMENDATIONS FOR ORGANIZATIONAL AND INSTITUTIONAL STRENGTHENING OF IMED.

1. **Introduction.** IMED has its organizational setup, manpower, specific functions and have some problems. The problems are within its staffing pattern, training aspects, management information system, financial management and functions like monitoring and evaluation. This chapter focuses on the weakness and problems of IMED along with probable suggestions to overcome those weakness and problems enhancing its organizational performance and institutional capability:

2. **Staffing.** IMED is organized into six sectors. Out of them four sectors for monitoring projects under different ministries, one for Project Benefit Monitoring and Evaluation and other one for Coordination and Data Processing. Essentially Monitoring Wing and Evaluation Wing of IMED deal with monitoring and evaluation of development projects. The Monitoring Wing of IMED has 49 professional posts out of which 12 posts were found vacant during the study period. Director General estimated that 20% to 25% of positions are generally remained vacant at any one time<sup>111</sup>. The professional staff of the monitoring wing is all cadre officers who come following the competitive BCS examination. The all-new entrants take foundation course at Bangladesh Public Administration Training Centre and then some of them take further specialist training at the Academy for Planning and Development in areas such as development, project management and monitoring. Cadre officers are being transferred elsewhere after completing tenure of couple of years. Then another officer is posted there as replacement who may not have relevant training and or experience on monitoring and evaluation. However each officer of monitoring wing is given responsibility for a certain number of projects each year. They are the 'Desk Officer' for that project. As standard procedure it is required to undertake at least three spot visit in a month for an officer to the projects under his jurisdiction. The duration of visit is usually for a day only. But after every visit, the visitor has to submit report on out come of the visit. Desk Officer's load varies but usually heavy. In the year 2003-04, one officer had to

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<sup>111</sup> Planning Commission, Ministry of Planning, Government of Bangladesh, "Strengthening Project Portfolio Performance (SPPP), Assessment of the Existing Capacity of IMED in Project Benefit Monitoring and Evaluation". p. 17.

supervise 54 projects, 66 projects in 2002-03 and 88 projects in 2001-02. This is how a monitoring officer spent his 40% working hours on troubling, visiting the projects and reporting on visit. This work load is reduced to some extent when the senior officers do visit the projects. Usually deputy director and assistant director level officers pay up to 50 visits in a year to the project.

Besides monitoring wing, evaluation sector of IMED had 22 operational officers. They were all recruited for the then Population Development and Evaluation Unit (PDEU). In 1992, this PDEU was merged with IMED as a wing and named Evaluation Wing. The professional staff of evaluation wing was highly qualified, reasonably experienced and more professional. They received training in various capacities on project planning, demography, survey methods, census surveys, impact evaluation, research methodology and computer literacy from home and abroad. Even then, despite of their qualification, training and experience, they depend on local consultants for inputs and Director General for guidance and instructions as a system of doing works in bureaucratic nature. The officials of evaluation wing is permanent in nature, their services are not transferable like of monitoring wing. They have very limited scope for promotion in existing rule and as such they have no carrier advancement. This is significantly a de-motivating factor for them.

The Monitoring Wing of IMED undertakes only a very small part of monitoring component of Monitoring and Evaluation. More of the evaluation component is found in the reports of the evaluation wing. The quality of reports is highly variable and their coverage is also tiny considering with the number of projects implement each year in Bangladesh. Limited number of personnel and vacancies that exist creates heavy load on project responsibilities of the Monitoring Wing. On the other hand shortage of experience and proper training of the Monitoring Wing personnel has also limited the capacity for increasing the role of the Monitoring Wing in monitoring and evaluation. However, for progressive projects it may be possible for the Monitoring Wing officers to organize either key informants or more widely based user groups to provide feedback on recipient targeting, use of services and emerging effects of the use of those services. This would increase the workload of the Monitoring Wing officers both during the periodic visits and in the subsequent reporting. It is not clear that this could be sustained unless other adjustments are made. Evaluation Sector officers can also substantially increase their

output, despite the relatively small size of the unit and the large number of vacancies. It appears that teams are tasked to produce only one evaluation report per year. For average evaluations this is massively more time than should be required by a professional group. So the target for a team should be increased to three such reports per year. If the Evaluation Sector is fully staffed with Assistant Director to Director General level officers and each team consisted of two officers, and each team produced three reports per year, then the total output will be 21 reports per year. This will still only be 14% of the approximately 150 projects completed each year. But combined with the quality improvements it would represent a significant increase in benefit monitoring and evaluation capacity in IMED. In these circumstances it is too easy to simply recommend that IMED employs substantially more people to cover the gaps in both monitoring and evaluation of project benefits. However, it is unlikely that such a recommendation would be acceptable, and it is possible that there are more cost-effective solutions.

Many project monitoring and evaluation units and their funding agencies, and Agency / Department / Ministry's Monitoring Wings/Cells provide support and inputs to the production of comprehensive project completion reports. Officers of both the Monitoring and Evaluation Wings of IMED need to tap these sources where they are available and gain access to the reports, which they produce. For the Monitoring Wing officers this will present a huge benefit monitoring and evaluation resource since the Monitoring Wings/Cells and especially the project monitoring and evaluation units and funding agencies have access to data collection resources and hard analytical frameworks, which are not available to the Monitoring Wing officers. Not all projects are internationally funded, not all projects have monitoring and evaluation units, and not all projects are subject to the types of evaluative missions noted here. The direct project-linkage approach therefore has limited application. But it would significantly strengthen the benefit monitoring and evaluation approach of the Monitoring Wing officers where such project services are available, and the linkage to the Monitoring Wings/Cells may also prove advantageous. For Evaluation Sector officers this linkage is potentially more problematic since the Evaluation Sector undertakes ex-post evaluations, i.e. after the completion of the project. The project Monitoring and Evaluation unit thus no longer exists and agency missions are no longer taking place, though the Agency/ Department/ Ministry's Monitoring Wings/Cells will still be in place. One potential solution here is to create a second set of linkages



between the Evaluation Sector officer, the Monitoring Wing officer and the relevant Agency/ Department/Ministry's Monitoring Wing/Cell officer. This linkage may be formalized by making the Monitoring Wing officer an official part of the evaluation team, or it may be left less formal by requiring the Monitoring Wing officer and the Agency/ Department/ Ministry's Monitoring Wing/Cell officer to provide briefings and relevant benefit monitoring evaluation reports to the relevant Evaluation Sector officer.

3. **Training Aspects.** Project implementation aspect of project management has been viewed as the major weakness area where training intervention is essentially required. The Project Management Training program will be imparted to the officials belonging to different cadres and having diverse interests. Required to conduct training to the Project Directors, IMED officials, Planning Commission officials and officials of the line Ministries/Agencies, covering areas of diverse interests have to compromise on the contents of the topics to suit and benefit everybody to some extent<sup>112</sup>. The following areas may be selected for training:

a. **Project Management Training.** Developing and conducting a management-training program suitable for officials at different levels of project management is essential to make them competent. It means that the training program has to be designed to benefit all those officials of line Ministries, Agencies, Planning Commission, ERD and IMED who are involved in the process of formulation, approval, implementation, monitoring and evaluation of projects. Officials responsible for implementation of the ADB assisted projects will be specially targeted under the program for improving their knowledge and skills.

b. **Training on Project Monitoring and Evaluation.** It is observed that currently project monitoring and evaluation training is not included as a part of IMED probationer induction training, or as a part of the induction process for transferees. As such any officer joining IMED presently has to perform the monitoring job from the very beginning without any prior acquaintance with the monitoring system of IMED, including field inspection of projects. This approach of 'learning by doing'

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<sup>112</sup> Planning Commission, Ministry of Planning, Government of Bangladesh, "Strengthening Project Portfolio Performance (SPPP), Final, Training Needs Assessment", p. 6.

currently practiced in the organization gives rise to inefficiency, frustration, and lack of self-confidence among IMED officials. Annual staff turnover in IMED is relatively high i.e. around 10%. Move over on an average 5-6 posts remain vacant out of total 50 posts. So a short training program may be conducted specifically for IMED officials on selected topics matching with their day-to-day activities.

c. **Training on Management Information Systems (MIS)**. The existing MIS in IMED seems to be ineffective both technically and functionally. A project may be taken that will implement a new MIS in IMED for project monitoring. One of the key features of the new MIS will be that the monitoring officers will be able to use it from their own personal computers (PCs). This will create a need for training of all IMED officers and data entry staff on using the new MIS. Basic computer skills are a pre-requisite for training on the new MIS. A group of IMED officers will also be trained on configuring and administering the new MIS in order to ensure its sustainability.

d. **Training on Audit and Accounts**. One of the key problem areas identified for delay in project implementation is inadequacy of accounting knowledge of Project Accountants. A number of Project Directors and Project Accountants ascertained the training needs regarding the project accounting.

e. **Training of Trainers**. The jobs of trainers will be to 'act as resource speaker and trainer in the program, and train the trainers to prepare a pool of trainers with capability to run the program on a long-term basis of their own'. In pursuance of this objective the necessity of building a core group of trainers in project management is one of the prerequisite for ensuring sustainability of the program. The standard of training will have direct impact on successful implementation of the project objective.

4. **Management Information System (MIS) in IMED**. Effective management is largely depended on proper Management Information System (MIS). There is MIS in IMED. The present Management Information System (MIS) of IMED is seen to be an integral part of Govt. of Bangladesh's project monitoring and evaluations process, and its reporting formats and data collection functions are well institutionalized throughout the government.

Like all computerized information systems, IMED's present MIS has undergone a number of changes over the years. The system first developed in the 1990's using FoxPro 2.6. At the time, the system was only accessible by IMED's Data Processing Unit, and primarily used as a data-entry and report generation tool. In 2003, the ADB-funded "Strengthening Project Portfolio Performance (SPPP)" project developed an entirely new MIS (version 4) based on a relational data model, utilizing Visual Basic and MS SQL Server. The main goal of the new system was to provide direct access of project information to the Monitoring Officers to support a more proactive monitoring role. The new system also addressed some outstanding issues at the time, including allowing simpler reporting formats, and tracking Upazilla wise allocations and expenditures for each project. As part of the system re-design, a set of revised IMED Reporting Formats and a User's Guide released in December 2004. These same reporting formats are still using by IMED.

The present MIS is still an active part of IMED's business function. However, the system is not being widely used by Monitoring Officers as a proactive means to review project information, and it remains a data-entry and reporting tool. Furthermore, it is not addressing the specific information needs of IMED and officers often return of manual analysis of paper files to compile answers to specific queries from senior management and other stakeholders. The present MIS has four main types of problems with the existing system:

a. **Data problems:**

- Mismatches between IMED reporting formats and the data stored in the system;
- Incorrect or missing data submitted by the agencies on the paper reporting format;
- Reporting formats that do not request necessary data from the agencies;
- Poor quality data;
- Heavy work load of data entry of paper-based reporting formats;
- Inability to easily import data electronically from other computerized systems;

b. **Technical problems:**

- Programming "bugs".
- Incorrect or broken reports within the system;
- Complicated user interface;
- Missing reports;
- Insufficient technical skills to query databases and extract information;

c. **Managerial problems:**

- Vacant Systems Analyst and Programmer posts within the Data Processing Unit;
- No maintenance engineers or hardware maintenance agreements;
- Non-technical staff in technical posts;
- No regular revenue budget allocation for software maintenance;
- No regular training program to ensure up-to date knowledge of changes and other technical issues;
- Low usage by existing monitoring officers;
- No regular data backup procedures and other data security measures;

d. **Institutional problems:**

- Missing or late submissions of monthly and quarterly reporting from agencies;
- Insufficient linkages to other information systems both within Ministry of Planning and in other institutions;
- Irreconcilable data with other information systems;
- Inconsistent handling of unapproved projects and block allocations;
- Lack of a uniform and uniquely identifiable project code;
- Lack of consistent tracking of project information from "identified" to "closure".

MIS needs to be both revitalized and expanded. Firstly, the existing problems need to be fixed and the system must be modified to an operational state that meets existing need. New IMED reporting formats need to be developed that collect the data required to answer stakeholder requirements. Managerial and institutional problems need to be addressed. To resolve the very difficult problems of data availability and quality, as well as to bring the system in line with the framework of the Government's comprehensive e-governance strategy, MIS needs to be re-designed to be web-based. Doing so will allow executing

agencies to have direct access to their project's information via the internet and will promote the timely, accurate submission of data.

Another important consideration to the redesign of MIS is the introduction of Result-Based Monitoring and Evaluation (RBME). IMED will need to collect different data than it currently does, as well as need to develop new analytical reports for implementing RBME. The best place to define and specify RBME-related information is during the project's design phase. This information should be clearly identified and documented in the projects original Development Project Proforma / Proposal (DPP). The existing RBME, the part of DPP, it is neither stored nor monitored throughout the life of the project. As such, it is viewed as lower priority information, which results in frequently missing or poor quality data.

5. **Financial Management.** Accounting and auditing in relation to the allocation and expenditure of the project money are the concern of financial management. The Management Accounting System produces a range of management information reports, catering for ADP review, financial reporting and comprehensive financial performance analysis to the Budget and Monitoring Committee to assist with its resource allocation decisions. This system has been accommodated in IMED reporting forms. Monitoring of expenditure information and audit are essential parts of effective monitoring systems that are properly coordinated and integrated within the machinery of government. Without a comprehensive monitoring and evaluation system, Government of Bangladesh will struggle to meet its commitments under the PRSP. The areas to be identified for development and for which technical assistance support could be provided as:<sup>113</sup>

- a. Project accounting, expenditure reporting, automation of accounting, reporting processes;
- b. Auditing, including further development of project audit capacity in Foreign Aided Project Audit Directorate, establishing greater two-way linkages between IMED's monitoring role and capability with the financial monitoring role performed under the Foreign Aided Project Audit Directorate audits and strengthening the capacity of executing ministries' monitoring and audit functions.

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<sup>113</sup> Planning Commission, Ministry of Planning, Government of Bangladesh, "Strengthening Project Portfolio Performance (SPPP), Unified Project Account Reports And Interfaces with other Financial Management Reforms". p. 12.

6. Monitoring and Evaluation. Monitoring and evaluating the development project is the main function of IMED. So IMED is involved in the entire cycle of a development project that is pre-project appraisal, ongoing monitoring and ex-post evaluation. Discharging its duties and responsibilities IMED has some specific functional area. So for improving and strengthening the capability of the organization these specific areas are to be looked, which in isolation may not be effective. The areas are:

a. **Field Inspection**. Field inspection is one of the areas where IMED officials need some exclusive interactions with the experts in relevant field to improve their efficiency in the assigned job. Though areas of interest within IMED differ from sector to sector but there is a major commonality in inspection approach, which will render any common training on inspection quite useful to officials of all sectors. Therefore, the basic techniques of inspection methodology are to be followed by the inspecting officers to assess the progress of projects in the field and to find out problems affecting project implementation.

b. **Inspection Report Writing**. Inspection Report Writing is an essential element of project monitoring and an important part of project inspection. Effectiveness and efficiency of IMED mostly depend on quality report writing. It is a mandatory requirement that each IMED officer must inspect at least three projects and submit reports within 15 days from the date of respective inspection. But the inspecting officers can seldom adhere to this time-frame. Reports are an important part of the art of communication of information and actions. And writing a good report requires much skill, knowledge and practical experience. The purpose of a report is generally to convey information factually, briefly and clearly where ambiguity must be avoided. The art of writing a report following inspection of a project is basically technical. The inspection report is virtually technical documentation of on going project events/activities during and/or after its implementation. Summary, Introduction, Findings and Conclusion are five main parts to any technical report and each of these has a different purpose. Findings and Recommendations are the core portions of a report. The core portion of reporting may vary depending on the subject matter/nature of projects. A good structured inspection report from a central/apex organization like IMED can

establish a good rapport between the project management and the decision makers to resolve the problems, conflicts, risks etc. confronting the implementation of any project. According to available information the existing Inspection/Reporting Forms of IMED have been amended in 2003 and have been standardized for use by the ministries / departments. IMED forms contain the documentation of all relevant data/information of development projects but there is little scope of cross referencing to what extent the physical achievements are made against the investments/ADP allocation and their relation with the approved project PCP/PP provisions both financial and physical. This is very critical and central to monitoring of a development project. This aspect must be dealt with carefully because derivations from the approved schedule of work lead to distortion of economic and financial parameters i.e. the benefits of the project cannot be derived. There are practically cost and time overruns and thus the purpose of the project is frustrated. The project design no longer remains cost effective and the project management faces uncertainty in achieving the project outputs as planned. In order to safeguard the progress in project implementation some sort of cross referencing with the progress data in different formats of IMED appear to be necessary to make the reporting effective and constructive at the time of monitoring. However, cross-referencing of the above modules in the existing IMED reporting system need to be worked out carefully by IMED and Planning Commission in conjunction with department/ministry.

The most important part of the inspection report is the core item as mentioned. This relates to the findings and recommendations made in the report. The findings are based on information, facts/factual data provided by the project management and duly verified by the inspecting official. The problems identified at the time of project inspection should be listed very carefully in the report. The language of the problems should be as clear as possible and ambiguity must be avoided. A good report is a valuable asset. It takes minutes to read, can hold its value for long time and can be made available to any number of people within the organization and other concerned ministries / divisions / departments. It also demonstrates the ability of the inspecting official together relevant information, also his knowledge of the subject and the quality of his thinking and presentation. This reflects the

constructive role of the department to which he belongs like IMED or the Ministry's/Department's Development/Planning Wings and their involvement in the development planning and administration towards national economic growth. A good report should look reasonably precise, readable and that will encourage all concerned particularly the top management, decision makers to read, understand and respond to it promptly. It is essential to provide an executive summary of the report within a page or two on the key issues and the recommendations for quick understanding of the report at a glance.

c. **Attending Monthly Review Meetings**. Ministries/Divisions are required to hold monthly review meetings and IMED representatives are invited to attend such meeting. IMED representative being one of the important members, of review committee is supposed to play a vital role in these meetings to help accelerate implementation of projects. Though it is desired that a senior officer of IMED of the rank of the Director General shall attend these meetings, but in most cases for unavoidable reasons, junior officers like Assistant Directors and Deputy Directors are sent to attend these meetings. Irrespective of IMED's level of representation, if the representing officer is not well acquainted and thorough about the projects and their progress, problems and other issues, he would not be able to play an effective role. Therefore, it is imperative to know how to prepare oneself and make useful and effective contribution in the meetings. A few such areas that would require attention are overview of ADP monthly review meetings; role of IMED in the meetings; preparation for the meetings; potential areas of monitoring; follow up of NEC/ECNEC and other decisions; and follow up of recommendations of IMED's inspection reports etc.

d. **IMED's Role in Pre-ECNEC/ECNEC/DPEC/SPEC/DSPEC**. IMED supposed to play an important role in the approval process of projects being a member of the different appraisal committees. Therefore, it is desirable that IMED officers should be knowledgeable on rational of project cost estimate; reliability of the physical and financial schedule; role of Pre-ECNEC/ECNEC/DPEC/SPEC/DSPEC; role of IMED in the approval process; areas desired to be appraised by IMED in the pre-implementation phase of project; areas desired to be appraised by IMED in the



implementation phase of project; and capable of presenting some practical examples/case study. IMED can play a role in promoting appropriate target provision and specification through its presence in pre-ECNEC, ECNEC and DPEC meetings, which approve the PCP and PP. It is recommended that IMED officers should carefully scrutinize the narrative summary of the project, statement of project purpose and the indicators that are relevant to the stated objectives. They should also ensure that there are a sufficient number of indicators, the indicators have the required quality, quantity, time elements and that indicator are measurable.

e. **Collection and Analyses of Periodic Reports**. One of the main functions of IMED is to regularly collect periodic reports timely from the projects/ministries/agencies and analyze them for better use of data and information contained in the reports. But experience shows that IMED officers do not properly analyze these reports. The reasons might be the lack of skills to perform the job, too much burden of other jobs, lack of interest in analyzing reports or lack of supervision by the seniors. To make IMED more useful, efficient and effective enough time, energy and attention is required. Discussions on different periodic reports, analyses techniques of the reports and paying more attention on the areas of the report may enhance the skill of IMED.

f. **Quality Monitoring**. This is one of the most sensitive areas that require to be looked into by IMED officers while inspecting projects and record their observations. But this is the most difficult job for them as well, because, majority of the officers do not have educational background compatible with this specific requirements of the job. Though projects belonging to different sectors have different nature of components and it is difficult to design/suggest common prescription for quality investigation for each of them, it is somewhat practicable to advise/suggest ways to check quality of construction work, which is common in almost all sectors of IMED.

g. **Benefit Monitoring**. Benefit monitoring and evaluation refers to a group of activities, which seek to improve the beneficial impact of development investments

as well as to incorporate lessons of experiences into future investment<sup>114</sup>. Benefit monitoring is to help ensure the implementers, planners and other concerned agencies that planned services are being delivered from development investments to the intended population for generating onward beneficial effects on their life style through utilization of the delivered services. Project Benefit Monitoring is one of the important areas of project monitoring that has not been seriously looked into. This is mainly because of weak monitoring process and planning and technical shortcomings of the officials involved in the system. Benefit Monitoring helps managers to ensure that services from development investments are delivered to the target population; services are being used by the intended beneficiaries and delivered services are generating desired effects on the planned population. Therefore, Benefit Monitoring is not more project rather it is a technical process requiring appropriately skilled officials to do justice to the subject. As such IMED has to introduce/strengthen the Benefit Monitoring mechanism. The cardinal concepts/ methods of Benefit Monitoring are thought to be helpful in understanding and sharpening the technical know how of the monitoring and evaluation officers of IMED. Some of the important areas to be covered are an overview of benefit monitoring; monitoring of benefits; who monitors benefits and why; how to design benefit-monitoring system and source of information of Benefit Monitoring etc.

h. **Impact Evaluation Techniques.** Impact evaluation is one of the important functions of IMED as a central agency for carrying out evaluation of development projects implemented by the different ministries/agencies. But unfortunately this function has not been appropriately and sufficiently addressed in IMED mainly due to lack of suitably trained manpower. Impact evaluation methodology is a highly technical subject, which can only be learnt through academic training and practical application. Pragmatic discussion on this topic will hopefully develop the knowledge and skill of the participant.

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<sup>114</sup> Planning Commission, Ministry of Planning, Government of Bangladesh, Strengthening Project Portfolio Performance (SPPP), Special Training Course for IMED Officers, Benefit Monitoring & Impact Evaluation, April, 2004. p. 3.

i. **Overall Report Quality.** The quality of the reports produced by the staff of the Evaluation Sector of IMED is highly variable. Certainly that reports are of good standard and best which provide the background to the project, guidance of the methodology, clear presentation of results and links to explanatory variables, recommendations for improvement and draw appropriate conclusions. The standard of the average report is lower than the expectation; the main deficiency is at the analysis level, the presentation of results, links to explanatory variables and the follow-through to the conclusions and recommendations. The quality of the poorest reports is not acceptable which provide limited background, little on methodology, have partial results presentation, few links to explanatory variables, have conclusions, and may not follow from the evidence, recommendations and conclusions. During the study period some reports were found in Bangla which are of good standard. However, there is a scope to improve the standard of the evaluation report.

j. **Quality Checks and Monitoring by IMED.** The total quality of work in a project can be properly managed and well maintained through effective and timely monitoring. A good quality work can be achieved by systematic quality checks as per the set standard specifications and practices and this is possible when there is regular monitoring of the activities by a neutral body like IMED. There is a need for an external monitor for an impartial view on the quality aspects, which IMED can do effectively. The responsibility of overseeing the quality checks should primarily be vested with department/ministry concerned who is actually the inside monitors. As a matter of fact, the implementing agencies/contractors who are given the contracts are supposed to carry out the quality checks as per the contractual obligation. The inspecting officials of IMED or department /ministry concerned should verify whether they are following the guidelines and for this the officers must be fully acquainted with the requirements of the contract and the procedures as set out for the quality checks in the conditions of contract. Normally the monitoring will reveal whether the routine tests are being carried out as per the set procedures and the site engineers and okayed by the Project Engineer duly approve the test reports with periodic reporting to the PD/IMED. The field/project offices are not generally equipped with the right type of people/technicians who can guide the enforcement of quality

checks. IMED official's role here is to establish accountability in the department / project management first by way of pointing out the weaknesses / short-comings compared to the requirements and suggests appropriate actions prior to start-up of the project. IMED inspecting official should not go to site without having the background information of the project and knowledge of understanding the techniques of checking the quality of works. An official of IMED who is not an engineer should prepare himself adequately before going for inspection of projects for quality checks and this can be done through discussion/interaction of with the Project Engineer on the technical matters, design details etc. As a matter of policy there should be a pre-inspection meeting in IMED with the concerned technical/engineering personnel prior to inspection. Such meetings should be held under the chairmanship of the DG, IMED. Through discussion/ demonstration complicated/complex issues become simple and with this sort of clarifications technical findings should be duly reported otherwise the depth of the report/value would be lost.

7. **Actions for improvement**. In the above discussions the real picture of staffing pattern, training aspect, MIS and financial management with problems thereof in IMED have come up. So for organizational and institutional strengthening of IMED and to resolve the problems the following actions may be considered to take:

- a. In appropriate projects, and - if possible - in combination with relevant project and/or relevant Agency/Department/Ministry's Monitoring Wing/Cell officers, Monitoring Wing Desk Officers should set up a system of key informants, user-group representatives or sample respondents to provide information on recipient targeting, service use and emerging effects during spot visits.
- b. Monitoring Wing Officers should meet with the relevant project monitoring and evaluation officer or relevant Agency/Department/Ministry's Monitoring Wing/Cell officer at least once per quarter and prior to any field visit to the project.
- c. Monitoring Wing Officers should consult closely with the relevant project monitoring and evaluation officer or Agency/Department/Ministry's Monitoring

Wing/Cell officer prior to their work on the Project Terminal Report in order to include the results of any Benefit Monitoring and Evaluation work undertaken by the project monitoring and evaluation unit or Agency/Department/Ministry Monitoring Wing/Cell officer in the Project Terminal Report.

d. Monitoring Wing Officers should maintain an awareness of the activities of the project monitoring and evaluation unit and Agency/Department/Ministry's Monitoring Wing/Cell and through that unit maintains an awareness of the schedule of visits by funding agency missions.

e. Monitoring Wing Officers should ensure that they are present at any 'round-up' meetings held at the conclusion of visits by funding agency missions.

f. Monitoring Wing Officers should collect and maintain in a retrievable form the reports from the project monitoring and evaluation unit, the visits by funding agency missions, and Agency/ Department/ Ministry's Monitoring Wing/Cell.

g. To reduce the increased workload of heavily hard-pressed Monitoring Wing Officers, IMED may take immediate action to reduce the present vacancy rate amongst professional officers in the Monitoring Wing and examine the terms of reference of Desk Officers to explore the possibility of reducing their workload in non-core areas so that the greater focus on spot visits and benefit monitoring and evaluation can be achieved.

h. Each incoming officer to the Monitoring Wing should undertake a formal induction-training program and work alongside a monitor. The formal induction training should include: monitoring and evaluation methods, data collection methods, data analysis. The latter element should not focus on statistical methods but rather be concerned with drawing conclusions from data in tables. The content and purpose of the monthly and quarterly IMED reporting formats; how to undertake a spot visit: pre-visit preparatory work, what to look for, who to talk to, how to prepare the report; and how to prepare a Terminal Report.

- i. IMED should also take immediate action to reduce the present vacancy rate in the Evaluation Sector, especially since many of the present staff is nearing retirement; new officers need to be brought in now so that they can learn from these experienced staff.
- j. IMED should explore the possibility of providing an extra Director in the Evaluation Sector so that there is effective leadership across all three sectoral sub-wings.
- k. It is noted that non-cadre posts are more difficult to fill up because they are not being offered the same career opportunity as cadre posts. This issue is examined, with a view to providing improved career prospects for non-cadre officers. In this regard service length in the feeder post may be reduced for getting promotion to the next grade if possible.
- l. The bar on promotion of the Evaluation Officers in Evaluation Sector should be examined with a view to establishing a career path, which will enhance motivation.
- m. In the Evaluation Sector the issue of report quality must be addressed. A set of short formal training courses may be provided for both existing and incoming Evaluation Sector professional staff to cover social research methodology, covering both quantitative and qualitative methods; formalization of the questionnaire development process via a structured system of hypotheses; improvements in the type and quality of analysis in Evaluation Sector reports; and standardization of Evaluation Sector reports.
- n. If the staff of the Evaluation Sector does not have the necessary skills to prepare quality reports then one or more consultants should be assigned the task of quality assurance for each report prepared by the Evaluation Wing. The consultant will assume responsibility for ensuring that the report meets high standards in research design, data collection, analysis and presentation.

o. IMED's present MIS considered to be re-development. There has been substantial progress towards developing sophisticated, web-based applications in IMED's Central Procurement Technical Unit (CPTU). In addition, there is a growing need to "cluster" existing systems within the Ministry of Planning and ERD and encourage the use of data sharing. In doing so, it will reduce the duplication of data in different governmental organizations, and improve the overall quality of data maintained. Sharing data based will also help to reconcile data and reduce inconsistencies, as well as to reduce workloads.

p. IMED is currently suffering from the problem of not having sufficient capability to extract necessary information from the existing database and produce analytical reports that answer queries from higher-level stakeholders. The root of the problem is both insufficient data in the system as well as lack of knowledge from the existing staff. Therefore, there is an immediate need to conduct specific training in database administration and SQL report generation. This specialized knowledge will also be useful during the re-design and development of the new MIS system, as well in its long-term operation and maintenance.

q. IMED should use its influence with both executing ministries and Ministry of Finance to encourage further reform in expenditure monitoring processes. To encourage greater streamlining of project expenditure reporting across all executing ministries and strengthen accountability, where greater responsibility for performance reporting is placed with the executing ministry. IMED can reinforce this change through a redefinition of its approach to one of executing ministry rather than individual project. IMED's role within ADP review meetings in every executing ministry could add further weight to its support. Wherever possible and practicable, electronic interfaces should be provided between the various accounting and reporting systems employed in Government of Bangladesh.

8. **Final Conclusion**. Strengthening IMED should be the ultimate recommendation for making it an effective institution for monitoring and evaluation of the development the projects of Government of Bangladesh. The Fifth Five Year Plan underscored the steps to improve the situation of IMED. The steps are monitoring capacity of the administrative

ministries/executing agencies shall be strengthened so that IMED can concentrate more on selected priority projects; the problem-solving capacity of IMED will be strengthened so as to convince managers of the utility of monitoring and evaluation and to encourage their co-operation; the relevant IMED officers shall be provided specialized training both home and abroad to strengthen their evaluation capacity; seminars on monitoring and evaluation for senior managers and decision makers will be involved in the development planning, implementation and monitoring process. Like other development partners the World Bank in its Country Portfolio Performance Review, December 8-9, 1996 mentioned that although IMED monitors and evaluates development projects fairly but it puts an excessive emphasis on ministries achieving their expenditure targets rather than physical and qualitative achievements. It urged Govt. of Bangladesh to expend its mandate and provide adequate resources to develop a multi-disciplinary team in IMED capable of offering timely reviews of major programs. It also recommended strengthening MIS aspect in IMED. It also recommended considering relocating IMED in Prime Minister's Office. The Asian Development Bank in its CPRM, 1999 recommended that since IMED has to cross-ministerial lines, it is prudent to consider locating it in the PM's office with authority to enforce compliance of its recommendations. It also urged to invigorate institutional capacity of IMED and Planning Cells in the ministries with trained manpower and IMED should take the lead in resolving inter-ministerial conflicts arising during implementation of projects. On the other hand the Parliamentary Standing Committee on Ministry of Planning in its final report recommended for separating the planning authority from the inspection authority. In other words they have suggested for separating IMED from the planning authority. It also recommended for giving IMED the authority to take necessary actions in the case of any irregularities or deviations found in the project implementation process. It emphasized to re-delegate the authority of rationalization process.

Very recently, IMED has fixed up objectives shifting focus towards development results instead of examining physical and financial progress of the project with mission to: (i) monitors and evaluates the performance of revenue and development investment by collecting and analyzing information on project and program results obtaining from implementing agencies; (ii) analysis of the performance of ministries and divisions against agreed targets is provided to ECNEC, line ministries and other concerned parties whenever necessary; (iii) seeks to explain why ministry performance target have not been



met by careful analyzing of program outcomes wherever possible. To achieve this mission IMED have been developed goals divided into short medium and long-term. Short-term goals focus on building interned capacity to define project output, to collect and verify information and to use this information as the basis of analysis. The medium-term goals emphasize coordinating resource allocation and supporting policy making using organizational capacity in measurement and analysis. In the longer term IMED will respond to a greater public demand for information on public sector performance. To accomplish these goals IMED have to build up more advanced skills in large scale evaluation and needs to be institutionalized through passing necessary laws and reforms of existing laws.

However, the main objective is to strengthen IMED's capability to monitor and evaluate ADP projects. This will be done by taking necessary steps to strengthen by institutional development, human resource development, review of existing procedures and organizational structure and preparation of project documents. **Institutional Development Program** that needs strengthening of different functional sectors of IMED with proper manning up-gradation of its key positions for smooth disposal of their assigned responsibilities. Institutionalization of capacity in co-ordination sector to deal with the tasks of MED's own project preparation and processing, implementation, training along with poverty monitoring, parliament and cabinet related assignments. Capacity may be built in IMED to address the issues related to protocol, equipment control and maintenance, library development etc; developing database facilities with particular emphasis on computerization of ADP implementation data on financial progress, physical and qualitative progress, component and year wise quantitative data of completed projects and their outputs like data on quantity and amount constructions, transport and equipment, consultants etc. for future reference, institutionalization of regular training courses for IMED personnel and generation of a fund for control and maintenance of the transport and others equipment procured under development projects. **Human Resource Development,** IMED is running with manpower approved in 1975 when the size of the ADP was only Tk. 500 core. Meanwhile, the size of the ADP has increased more than six times; size of ADP 2009-2010 is Tk. 30,500 crore<sup>115</sup> but the manpower and logistics support has not increased accordingly. Recently in an interview with UNB, Secretary, IMED has disclosed

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<sup>115</sup> Planning Commission, Government of Bangladesh, Annual Development Program, 2009-2010, June 2009, p. v.

the information that with existing manpower IMED only can supervise the 20% the projects. He also said IMED has now only 91 class - I officers, among them 51 from Economic Cadre and 31 from Non-cadre and a proposal has been placed to the government for creation of additional 630 posts out of which 132 class - I posts and rest 458 below class - I to strengthen IMED<sup>116</sup>. In this regard the steps should be taken for increasing manpower, carrying out training needs analysis and developing preparatory infrastructures and materials to impart needed training to IMED personnel; organizing home and overseas training courses, study tours in relevant areas and foreign fellowships for selective officials. The training will impart skills and knowledge in results based management, monitoring evaluation and change of management during project period. An appropriate training course should be of an orientation program for all officers joining IMED. **Review of the Existing Procedures and Organizational Structure** that includes review the status of the existing rules and procedures relating to project monitoring and evaluation and recommendations for updating and modification of existing formats, reporting systems, guidelines, codes etc; assessment of the existing and proposed organizational structure and outline the duties, staffing and rules of business for the future organization; assessment of IMED's future option for relocating it under Prime Minister's Office. **Preparation of Project Documents** outlining future steps to be implemented for long term strengthening of IMED. Sound development requires development projects and development projects need to be good institutional facilities for monitoring and evaluation. In Bangladesh IMED facilitates in monitoring and evaluation areas to the public sector development projects. So IMED needs to be more strengthened in all respects for improving monitoring and evaluation process and there by facilitating and contributing to smooth development of the nation.

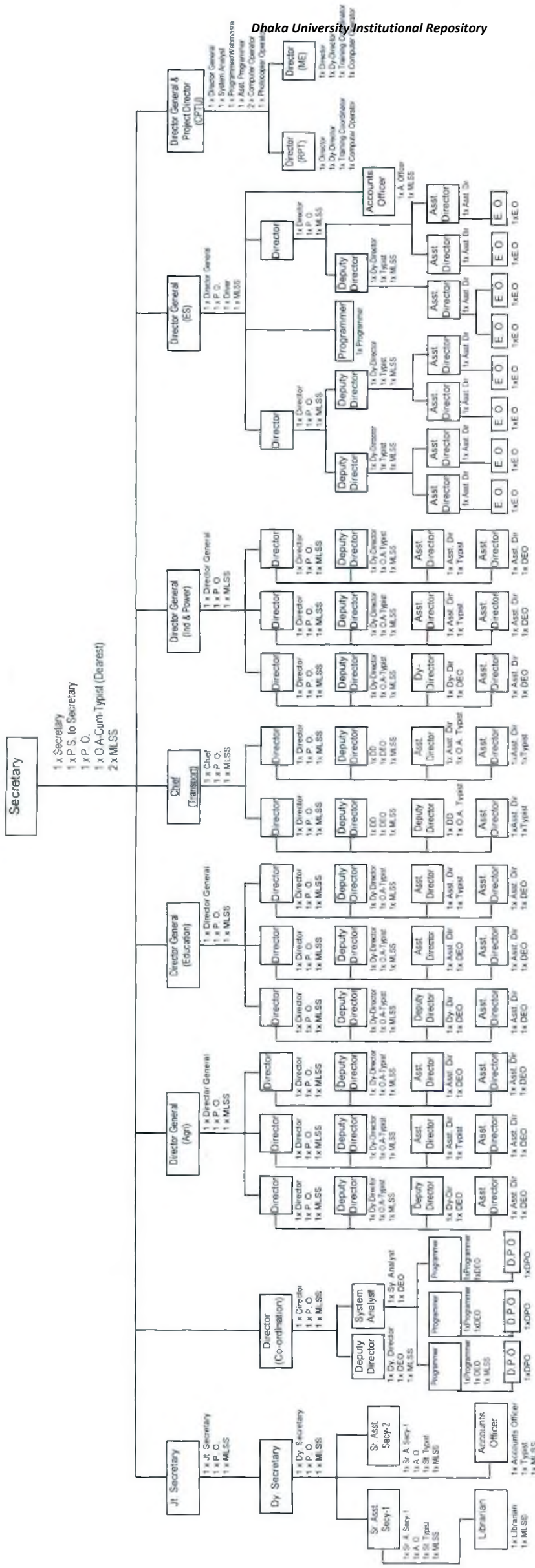
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<sup>116</sup> "Proposal for creation of manpower to strengthen IMED" (আইএমইডি-কে শক্তিশালী করতে লোকবল বাড়ানোর প্রস্তাব) Prothom Alo, 07 July 2010, p. 15.

**LIST OF ORGANIZATION VISITED**

1. Planning Commission
2. IMED
3. Bangladesh Secretariat
  - a. Ministry of Women and Children Affairs (MWCA).
  - b. Ministry of Health and Family Welfare
  - c. Ministry of Local Government and Rural Development
4. Women Development Directorate
  - a. Rural Women Development Project.
  - b. Development of Food In secured Poor Women.
    - (i) Gazipur District
    - (ii) Gazipur Sadar Upazila
  - c. PLAGE
5. Bangladesh Integrated Nutrition Program (BINP).
6. The Local Government Engineering Department (LGED)
  - a. Monitoring & Evaluation Unit of LGED.
7. World Bank
8. Centre on Integrated Rural Development for Asia and the Pacific (CIDRAP)
9. National Institute of Local Government (NILG)
10. Bangladesh Institute of Development Studies (BIDS)
11. Planning Academy
12. MIDAS
13. Planning Commission Library
14. Social Science Research Center, Planning Commission

Implementation Monitoring & Evaluation Division  
Ministry of Planning  
Revised Organogram



**Postnomenclature**

- CPTU = Central Procurement Technical Unit
- E.O. = Evaluation Office
- ES = Evaluation Section
- A.O. = Administrative Officer
- P.O. = Personal Officer
- O.A. = Office Assistant
- DPO = Data Processing Operator
- DEO = Data Entry Control Operator
- RPT = Rules, Procedures & Training
- MF = Monitoring & Evaluation
- MS = Management Information System

**Allocation of Business**

- Monitoring & Evaluation of the implementation of development projects included in the annual Development Programme.
- Collection & Compilation of project-wise data for preparing quarterly, annual and periodical progress reports for information of the President, NEC, ECNEC, Ministries and other concerned.
- Rendering such advisory or consultancy services to Ministries/Agencies concerned on implementation of projects as and when necessary.
- Filed inspection of projects for the spot verification of implementation status and such other Co-ordination works as may be necessary for the removal of implementation problems, if any, with the assistance of retired Ministers/Agencies.
- Submission of project inspection reports to the President & Ministers concerned when attention at such levels are concerning necessary.
- Matters relating to Central Procurement Technical Unit (CPTU)
- Matters relating to The Public Procurement Regulations 2003.
- Such other functions as may be assigned to the division by the President from time to time.

**Summary of Posts**

Sl. No.	Name of Post	Sanctioned	Evaluation Sector	CPTU	Total
1	Secretary	1		1	1
2	Chief	1		1	1
3	Jt. Secretary	1		1	1
4	Director General	1		1	1
5	Dy. Secretary	2		2	2
6	Director	12		12	12
7	Deputy Director	3		3	3
8	Sr. Asst. Secretary	17		17	17
9	Dy. Director	3		3	3
10	System Analyst	1		1	1
11	Programmer	1		1	1
12	Training Coordinator	21		21	21
13	Asst. Programmer	1		1	1
14	A. Officer	1		1	1
15	D.P.O.	61	15	10	86
16	P.O.	3			3
17	A.O.	5			5
18	P.O.	22	3		25
19	E.O.	31	13		44
<b>Total 3rd Class</b>					<b>81</b>
<b>Total 4th Class</b>					<b>50</b>
<b>Total MLSS</b>					<b>47</b>
<b>Total DEO</b>					<b>263</b>

**Summary of Posts**

Sl. No.	Name of Post	Sanctioned	Evaluation Sector	CPTU	Total
1	Secretary	1		1	1
2	Chief	1		1	1
3	Jt. Secretary	1		1	1
4	Director General	1		1	1
5	Dy. Secretary	2		2	2
6	Director	12		12	12
7	Deputy Director	3		3	3
8	Sr. Asst. Secretary	17		17	17
9	Dy. Director	3		3	3
10	System Analyst	1		1	1
11	Programmer	1		1	1
12	Training Coordinator	21		21	21
13	Asst. Programmer	1		1	1
14	A. Officer	1		1	1
15	D.P.O.	61	15	10	86
16	P.O.	3			3
17	A.O.	5			5
18	P.O.	22	3		25
19	E.O.	31	13		44
<b>Total 3rd Class</b>					<b>81</b>
<b>Total 4th Class</b>					<b>50</b>
<b>Total MLSS</b>					<b>47</b>
<b>Total DEO</b>					<b>263</b>

**Accounts Sec**

- 1 x Accountant
- 1 x A. Accountant
- 1 x Cashier
- 1 x O.A. - Typist
- 1 x Cash Sifter

**R & I Section**

- 1 x A.O.
- 1 x O.A.
- 3 x MLSS

**DY - Secretary Pool**  
(For Entire Division)

- 1 x A.O. (Store)
- 1 x A.O. (Transport)
- 3 x P.O.
- 2 x Draftsman
- 1 x St. Typist
- 4 x O.A.
- 2 x DEO
- 1 x Fax/Text Operator
- 1 x Photocopy Operator
- 2 x Duplicating Machine Op
- 3 x MLSS

## Government of the People's Republic of Bangladesh

## Ministry of Planning

Implementation Monitoring and Evaluation Division

Project Monitoring Form: IMED 01/2003 (Revised)

(For New/Approved/Revised Approved Project)

## A. Project Identification

Code

A.1 Project Title: .....

A.2 Executing Authority:

(1) Ministry: .....

(2) Division: .....

(3) Agency/Lead Agency: .....

(4) Agency Type:                      Single    Multiple                      Multiple

If Multiple (Other Than Leading agency)

	Agency name	Code
1)		
2)		
3)		

(নোটঃ একাধিক সংস্থা দ্বারা বাস্তবায়িত প্রকল্পের বেত্রে যদি ভিন্ন ভিন্ন সংস্থার জন্য যদি ভিন্ন ভিন্ন PP থাকে, তাহলে প্রত্যেক PP'র জন্য পৃথক ভাবে এই ফরম পূরণ করতে হবে। শুধুমাত্র একই PP কিন্তু ভিন্ন ভিন্ন বাস্তবায়নকারী সংস্থার বেত্রে Lead Agency ফরমটি পূরণ করবে।)

A.3 ADP Sector Name: .....

A.4 ADP Sub-Sector Name: .....

A.5 Project Location (As per PP/TAPP):

Division/Metropolitan City	District	Upazilla

(নোটঃ প্রকল্পটি সারা দেশব্যাপী বিস্তৃত হলে জেলা-উপজেলার কোন তালিকা দিতে হবে না, শুধু মাত্র 'All Upazillas' লিখলেই হবে। অন্যথায় সংশ্লিষ্ট জেলা উপজেলার তালিকা সংযুক্ত করতে হবে।)

A.6 Probable Major Impact/Thrust of the Project (as per PCP/PP/TAPP) (Please tick multiple boxes, if necessary)

- |  |  |   |
|--|--|---|
| <input type="checkbox"/> Institutional dev.  | <input type="checkbox"/> Enhanced production | <input type="checkbox"/> Income & employment generation |
| <input type="checkbox"/> Poverty alleviation | <input type="checkbox"/> Export oriented     | <input type="checkbox"/> Environmental protection/Dev.  |
| <input type="checkbox"/> Service oriented    | <input type="checkbox"/> Import substitution | <input type="checkbox"/> Infrastructure development     |
| <input type="checkbox"/> Women development   | <input type="checkbox"/> Human development   | <input type="checkbox"/> Others (specify)               |

**B. Project Objective, Components and Approval Status**

Code

B.1 Project Title: .....

B.2 Project Objective (As Per PCP/PP/TAPP):

B.3 Components: (As per table E1 of PP/E(32) of TAPP/more detail) (Amount in Lakh Taka)

Sl. No.	Name of all component (s) of PCP/PP/TAPP	Unit	Quantity	Cost

**B.4 Implementation Period:** (Date will be 'DD-MM-YY')

(1) Original:                      Date of Commencement


(as per (PCP/PP/TAPP)              Date of Completion

(2) Latest Revised (if applicable):              Date of Commencement


(as per (PP/TAPP)              Date of Completion

**B.5 Approval Status:** (Please Tick)

(1) PCP:                               Approved

Unapproved  
[If Unapproved no need to go for 2 & 3]

(2) Original PP/TAPP:               Approved

Unapproved  
[If Unapproved no need to go for 3]

(3) Latest Revised PP/TAPP:               Approved

Unapproved

PCP

PP/TAPP

RPP/RTAPP

Day	Month	Year

**C. Project Cost and Project Aid**

Code

B.1 Project Title: .....

B.2 Project Program):

Main (Investment)       TA  
 Self-financed       Food-aided

C.3 Project Cost (As Per PC/PCP/PP/PP/TAPP)

(Amount in Lakh Taka)

Head	Original	Revised
1. GoB (Cash Foreign Exchange)	( )	( )
2. RPA (RPA Through GoB + RPA Other)		
3. DPA		
4. Monitised Food Aid/Food Aid (Food)		
Sub - total (1+2+3+4)		
5. Agency's Project's Own Resources in Cash		
6. Agency's Project's Own Resources in Kind		
Sub - total (5+6)		
Total (1+2+3+4+5+6)		

C.4 Project Aid by Development Partner:

(DD-MM-YYYY)

Development Partner's Name	Amount (US\$) in Million	Exchange Rate (As Per agreement)	Date of Agreement and Effectiveness	Date of Loan/Grant Closing		Development Partner's major Conditionality(s) for making credit effective
				Original	Revised	

**D. Project Director's Profile:**

[Note: This form will be filled-in by the Project Director. IMED will send a pre-printed format with information available in IMED MIS and send it to the PDs once a year. The PDs will reflect the changes, if any.]

Code

D.1 Project Title: .....

D.2 Project Doctor's Name: .....

D.2.1. Designation (Parent Office) and Pay Scale: .....

D.2.2 Date of Joining as PD: .....

D.2.3. Last Working Date of Previous Project Director (if any): .....

D.2.3. Previous Experience as Project Director (if any):

Project Code	Project Name	Joining Date as PD	Last Date as PD

D.3 Address

D.3.1. Official : .....

Phone : .....

Fax : .....

E-mail : .....

D.3.2. Residential : .....

Phone : .....

E-mail : .....

D.3.3 Whether PD lives in Project Location Yes No

**D.4 Project Director's Working Status:**

1. Nature of Employment:  Full time  Part time

2. Employed for:  Single Project  Multiple Project

Project Director/  
Authorized Signature  
Date:

Head of the Agency/  
Authorized Signature  
Date:

Secretary/Head of the Planning Wing / Branch  
Authorized Signature  
Date:







**Government of the People's Republic of Bangladesh**  
**Ministry of Planning**  
**Implementation Monitoring and Evaluation Division**

Project Monitoring Form: IMED 03/2003 (Revised)  
 (Quarterly Progress Report)

ADP: 20 \_\_\_\_ \_\_\_\_, Reporting Quarter:.....

**A. Quarterly Financial Progress Report**

A.1 a) Project Title:..... Code  

--	--

  
 b) Ministry:.....  
 c) Division:.....  
 d) Agency:.....

A.2 Quarterly Financial Progress:

(Amount in Lakh Taka)

Head	Release for the Quarter		Expenditure for the Quarter			Current Year's Expenditure		
	GoB	RPA	GoB	RPA	DPA	GoB	RPA	DPA
Revenue								
Capital								
Grand Total								

Cash Foreign Exchange Spent	Spent from Own Resources		CD/VAT
	Cash	Kind	

RPA Spent (Cumulative to Date)	RPA Claimed		RPA Reimbursed	
	Reporting Quarter	Cumulative to Date	Reporting Quarter	Cumulative to Date

নোট:

১. RPA (পুনর্ভরণযোগ্য প্রকল্প সাহায্য) ঘরে ইমপ্রেস্ট, স্পেশাল একাউন্ট ইত্যাদি অন্তর্ভুক্ত থাকবে।
২. "Spent from Own Resources" - এর ঘরে সংস্থার নিজস্ব অর্থায়ন থেকে প্রকল্পের জন্য ব্যয় উল্লেখ করতে হবে।
৩. RPA সংক্রান্ত হিসাব প্রযোজ্য না হলে সংশ্লিষ্ট ঘরে " প্রযোজ্য নয় " লিখতে হবে।



C. Implementation Problems and Suggested Measures

Code

C.1 Project Title:.....

--	--

C.2 Implementation Problems:

Problem Number	Problem Type	Description of Problem (s)
1.	Approval Process	
2.	Procurement	
3.	Management	
4.	Fund Allocation/Release	
5.	Manpower Recruitment	
6.	Others	

C.3 Suggested Measures: (In brief and specific)

Problem Number	Problem Suggested
1.	
2.	
3.	
4.	
5.	
6.	
Others	
None	

C.2 Is the project declared Completed

Yes  No

Project Director/  
Authorized Signature  
Date:

Head of the Agency/  
Authorized Signature  
Date:

Secretary/Head of the Planning Wing/Branch  
Authorized Signature  
Date:

**Government of the People's Republic of Bangladesh**  
**Ministry of Planning**  
**Implementation Monitoring and Evaluation Division**

**PROJECT COMPLETION REPORT : IMED 04/2003 (Revised)**

**A. PROJECT DESCRIPTION :**

01. Name of the Project :  
 02. Administrative Ministry/Division :  
 03. Executing Agency :  
 04. Location of the Project :  
 05. Objective of the Project :

--	--

06. Estimated Cost :

(In Lakh Taka)

	Original	Latest Revised
(a) Total		
(b) Taka		
(c) Foreign Currency		
(d) Project Aid		
(e) RPA		

07. Date of Approval : 

<b>PCP</b>	<b>PP</b>
------------	-----------

  
 (a) Original :  
 (b) Latest Revised :

08. Implementation Period :

	Date of Commencement	Date of Completion
(a) Original		
(b) Latest Revised		
(c) Actual		

## D. Contract Implementation Report

(Please fill-in this form for goods and works contract of value above Tk. 200.00 lakh and consultancy contract of value above Tk. 100.00 lakh)

Code

D.1 Project Title:.....

--	--

D.2 Contract Implementation:

Description of contracts (As per tender document)	Contract Value	Date of work order/contract agreement	completion date as per contract	Progress	
				Amount paid	Physical (%)

নোট :

১। কোন কন্ট্রাক্ট চলমান থাকাকালীন সময়ে প্রতি কোয়ার্টারে এ ছকে তথ্য প্রদান করতে হবে। তবে কন্ট্রাক্ট সমাপ্ত হবার পর মাত্র একবারই তার **Progress report** করতে হবে, বারবার নয়।

২। কন্ট্রাক্ট সংক্রান্ত হিসাব প্রযোজ্য না হলে সংশ্লিষ্ট ঘরে “প্রযোজ্য নয়” লিখতে হবে।

D.3 Problems/Reasons for Delay in Contract Implementation (if any):

Sl. No.	Description

Project Director/  
Authorized Signature  
Date:

Head of the Agency/  
Authorized Signature  
Date:

Secretary/Head of the Planning Wing/Branch  
Authorized Signature  
Date:

09. Financing Arrangement (Source-wise) :

9.1 Status of Loan/Grant

a) Foreign Financing :

Source (s)	Currency as per Agreement	Amount in US \$ (Million)	Nature (Loan/Grant/ Supplier's/ credit)	Date of Agreement	Date of Effectiveness	Date of Closing	
						Original	Revised
1	2	3	4	5	6	7	8

b) GOB :

( In lakh Taka)

Total amount	Loan	Grant	Cash Foreign Exchange
1	2	3	4

9.2 Utilization of Project Aid : (Source wise) :

Source (s)	Total Amount		Actual Expenditure		Utilized Amount	
	In US \$	In Local Currency	In US \$	In Local Currency	In US \$	In Local Currency
1	2	3	4	5	6	7

9.3 Re-imbursible Project Aid (RPA) :

(In lakh Taka)

R P A Amount		Amount	Amount Claimed	Amount Re-imbursed	Remarks
As per PP	As per Agreement				
1	2	3	4	5	6



**B. IMPLEMENTATION POSITION**

01. Implementation Period :

Implementation Period as per PP		Actual Implementation Period	Time Over-run (% of original implementation period)	Remarks
Original	Latest revised			
1	2	3	4	5

02. Cost of the Project :

Description	Estimated Cost		Actual expenditure	Cost Over-run (% of original cost)	Remarks
	Original	Latest revised			
1	2	3	4	5	6
TOTAL					
TAKA					
PA					

03. Project Personnel :

Sanctioned strength as per PP	Manpower employed during execution	Status of the existing manpower				
		Manpower requirement for O&M as per PP	Existing Manpower for O & M	Others		
1	2	3	4	5	Male	Female
Officer (s)						
Staff (s)						
Total :						

04. Training of Project Personnel (Foreign/Local) :

Field of Training /Study Tour /Workshop/Seminar etc.	Provision as per PP		Actual		Remarks
	Number of person	Man - months	Number of person	Man - months	
1	2	3	4	5	6

a. Foreign

b. Local



07. Procurement of Transport (in Nos) :

Type of Transport	Number as per P.P.	Procured with date	Transferred to transport Pool with date	Transferred to O&M with date	Condemned/ damaged with date	Remarks
1	2	3	4	5	6	7
Car						
Jeep						
Microbus						
Minibus						
Bus						
Pick-up						
Truck						
Motor Cycle						
By-cycle						
Speed Boat						
Launch						
Others with name						

08. Procurement of Goods, Works and Consultancy Services :

08.1 Goods & Works of the Project costing above Tk. 200.00 lakh and Consultancy above Tk. 100.00 lakh :

Description of procurement (goods/works /consultancy) as per bid document	Tender/Bid/Proposal Cost (in crore Taka)		Tender/Bid/Proposal Cost		Date of completion of works/services and supply of goods	
	As per PP	Contracted value	Invitation date	Contract signing/ L.C opening date	As per contract	Actual
1	2	3	4	5	6	7

8.2 Use of Project Consultant (s) (Foreign/Local) :

Name of the Field	Approved man month		Actual man month utilized	Remarks
	As per PP	As per contract		
1	2	3	4	5

a) Foreign :

b) Local :

09. Construction/Erection/Installation Tools & Equipment :

Description of items	Quantity (as per PP)	Quantity procured with date	Transferred to O & M with date	Disposed off as per rule with date	Balance	Remarks
1	2	3	4	5	6	7

**C. FINANCIAL AND PHYSICAL PROGRAMME :**

01. (a) Original and revised schedule as per PP :

(In lakh Taka)

Financial Year	Financial provision & physical target as per original PP				Financial provision & physical target as per latest revised PP			
	Total	Taka	P.A.	Physical %	Total	Taka	P.A.	Physical %
1	2	3	4	5	6	7	8	9



D. ACHIEVEMENT OF OBJECTIVES OF THE PROJECT :

Objectives as per PP	Actual achievement	Reasons for shortfall, if any
(a)		
(b)		
(c)		
(d)		

**E. BENEFIT ANALYSIS:**

**01. Annual Out-put:**

Items of out-put	Unit	Estimated quantity expected at full capacity	Actual quantity of put-put during the 1st year of operation at full capacity (or during, real production for newly completed project).
(a)			
(b)			
(c)			
(d)			

**02. Cost / Benefit:**

Item	Estimated	Actual
(1) Benefit cost ratio of the project (i) Financial  (ii) Economic		
(2) Internal Rate of Return (i) Financial  (ii) Economic		

**03. Please give reasons for shortfall, if any, between the estimated and actual benefit :**

**F. MONITORING AND AUDITING**

0.1 Monitoring:

Name & designation of the inspecting official	Date of Inspection	Identified Problems	Recommendations
1	2	3	4

(a) **Ministry / Agency :**

(b) **IMED :**

(c) **Others: (Please specify)**

0.2 Auditing during and after Implementation:

2.1. Internal Audit:

Period of Audit	Date of submission of Audit Report	Major findings/ objections	Whether objections resolved or not.
1	2	3	4

2.2. External Audit:

Period of Audit	Date of submission of Audit Report	Major findings/ objections	Whether objections resolved or not.
1	2	3	4



## G. DESCRIPTIVE REPORT

1. General Observations/Remarks of the Project on :
  - 1.1 Background
  - 1.2 Justification/Adequacy
  - 1.3 Objectives
  - 1.4 Project revision with reasons
2. Rationale of the project in respect of Concept, Design, Location and Timing.
3. Brief description on planning and financing of project and its applicability.
  - ◆ Project Identification
  - ◆ Project Preparation
  - ◆ Appraisal
  - ◆ Credit Negotiation
  - ◆ Credit Agreement
  - ◆ Credit Effectiveness
  - ◆ Loan Disbursement
  - ◆ Loan Conditionalities
  - ◆ Project Approval.
  - ◆ Others (if any).
4. Analysis of the Post-Implementation situation and result of the project :
  - 4.1 Whether the beneficiaries of the project have clear knowledge about the Target/ Objectives of the project.
  - 4.2 Program for use of created-facilities of the project.
  - 4.3 O & M program of the project.
  - 4.4 Impact of the project -
    - 4.4.1 Direct
    - 4.4.2 Indirect
  - 4.5 Transfer of Technology and Institutional Building through the project.
  - 4.6 Employment generation through the project.
  - 4.7 Possibility of Self employment.
  - 4.8 Possibility of women-employment opportunity.
  - 4.9 Women's participation in development.
  - 4.10 Probable Impact on Socio-Economic activity.
  - 4.11 Impact on environment.
  - 4.12 Sustainability of the project.

- 4.13 Contribution to poverty alleviation/reduction.
- 4.14 Opinion of the public representatives, local elite, local administration, teachers, religious leaders, women's representatives etc.
- 4.15 Contribution of Micro-credit programs and Comments on overlapping with any NGO activities.

5. *Problems encountered during Implementation (with duration & steps taken to remove those).*

- |      |  |      |  |
|------|--|------|--|
| 5.1  | Project Management                         | 5.12 | Project aid disbursement and re-imburement |
| 5.2  | Project Director                           | 5.13 | Mission of the development partners.       |
| 5.3  | Land Acquisition                           | 5.14 | Time & Cost Over-run                       |
| 5.4  | Procurement                                | 5.15 | Project Supervision/Inspection             |
| 5.5  | Consultancy                                | 5.16 | Delay in Decision                          |
| 5.6  | Contractor                                 | 5.17 | Transport                                  |
| 5.7  | Manpower                                   | 5.18 | Training                                   |
| 5.8  | Law & Order                                | 5.19 | Approval                                   |
| 5.9  | Natural Calamity                           | 5.20 | Others.                                    |
| 5.10 | Project financing, allocation and release. |      |  |
| 5.11 | Design formulation/approval                |      |  |

6. Remarks & Recommendations of the Director :

Date : .....

\_\_\_\_\_  
Signature and seal of the Project Director/Manager

7. Remarks/Comments of Agency Head

Date : .....

\_\_\_\_\_  
Signature and Seal

8. Remarks/Comments of the officer in-charge of the Ministry/Division

Date : .....

\_\_\_\_\_  
Signature and Seal

**Government of the People's Republic of Bangladesh**  
**Ministry of Planning**  
**Implementation Monitoring and Evaluation Division**

Monthly Implementation Progress Review meeting of IMED 05/2003 (Revised)  
 ADP included Project of the year ..... Monthly Progress Report

Reporting Period :

Name of the Ministry/Division/Organization :

( In Lakh Taka)

Name of the Project	Allocation for the year .....			Taka released	Expenditure upto July ..... & % of allocation		
	Total	Taka	Project Aid (RPA)		Total	Taka	Project Aid (RPA)
a) Main Programme :							
Sub Total :							
b) Technical Assistance Programme :							
Sub Total :							
c) Organization's Self Financed Programme :							
Sub Total :							
d) Food Aided Programme :							
Sub Total :							
<b>Grand Total :</b>							

**Reporting Period :**

- Name of the Ministry :  
 /Division/Organization :  
 1. Name of the Project :  
 2. Objectives of the Project :  
 3. Implementation Period : a) Original: b) Revised:  
 4. Location of the Project :  
 5. Source of Funding (with amount) :  
 6. Estimated Cost :

(In Lakh Taka)

Total	Taka	Project Aid (RPA	Physical (% of Total Project)
-------	------	------------------	-------------------------------

- a) i. Original :  
 ii. Revised :  
 b) Cumulative Progress upto last June :  
 c) Current year allocation and Physical Target :  
 d) Progress of current month :  
 e) Progress upto the current month of the year :  
 f) Fund released upto the current month :  
 7. Quarterly Financial and Physical :

(In Lakh Taka)

1st Quarter		2nd Quarter		3rd Quarter		4th Quarter	
Financial	Physical	Financial	Physical	Financial	Physical	Financial	Physical

- a) Target :  
 b) Achievement :  
 (Physical progress as the % of total project)  
 8. Target and Achievement of the main Components of the Project:

Sl. No.	Work components as per PP (With quantity)	Estimated Cost	Achievement upto last June		Target of the current year		Progress upto the month of ..... of the current year	
			Financial	Physical (% of the component)	Financial	Physical (% of the component)	Financial	Physical (% of the component)

9. Reasons for the delay of Project implementation :  
 10. Existing problems of implementation of the project :

Name & Signature of the Project Director & Telephone No.



10. Recurring cost of the project its completion (Material, stationary and other equipment)      % of O&M cost after project completion      %
  - a) Institutional
11. Impact of the project :
  - a) Institutional:
  - b) Production :
  - c) Income & Employment
  - d) Socio-economic (particularly as the poorest section of the society)
  - e) Women Development
  - f) Environment
12. Yearly income after project completion
  - a) Total revenue expenditure (On manpower)
  - b) Other revenue expenditure
13. Project implementation period
14. Project Area :
15. List of similar projects or similar objective implemented and summary of the evaluation :
16. Other relevant information (if any) :
17.
  - a) Name and designation of the officer responsible for preparation :
  - b) Recommendation and signature of the Head of the executing agency :
  - c) Recommendation and signature of the sponsoring ministry :



Sample Personal Monitoring Forms

Physical	Target wise Target		Tender wise Target		Tender Date a. Tender Date b. Ending Date	Work Order Date	Work Order wise Work		Physical Work		Work in Progress		Remarks*
	Physical	Financial	Physical	Financial			a. Starting Date b. Ending Date	a. Physical b. Expenditure	a. Starting Date b. Ending Date	Physical	Financial		
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)
						a) b)	a) b)	a) b)	a) b)	a) b)			
						a) b)	a) b)	a) b)	a) b)	a) b)			
						a) b)	a) b)	a) b)	a) b)	a) b)			
						a) b)	a) b)	a) b)	a) b)	a) b)			
						a) b)	a) b)	a) b)	a) b)	a) b)			
						a) b)	a) b)	a) b)	a) b)	a) b)			
						a) b)	a) b)	a) b)	a) b)	a) b)			
						a) b)	a) b)	a) b)	a) b)	a) b)			
						a) b)	a) b)	a) b)	a) b)	a) b)			
						a) b)	a) b)	a) b)	a) b)	a) b)			
						a) b)	a) b)	a) b)	a) b)	a) b)			

..... get (Physical/Financial) please mentioned the reason if High/Low.

Project Director Signature & Seal



**B. Project Director's Profile:**

Code

Number

Year

B.1 a) Project Title:

--	--	--	--	--	--	--	--

b) Agency Name:

--	--

B.2 Project Director's Name & Date of Joining:

B.3 Designation

B.4 Address

B.4.1 Official:

B.4.2 Residential:

B.4.3 Phone :

Fax :

1) Office :

2) Residence :

B.4.4 Whether PD Lives in Project Location 

1	
---	--

 Yes 

2	
---	--

 No

**B.5 Project Director's Working Status:**

1. Nature of Employment : 

1	
---	--

 Full time 

2	
---	--

 Part time

2. Employed for : 

1	
---	--

 Single Project 

2	
---	--

 Multiple Project

**C. General Information**

**Code**

C.1

a) Project Title:

Number				Year		

b) Implementing Agency Name:

--	--

C.2 **Project Objective:**

--

C.3 **Major Components: (Maximum 5)**

SL No.	Name of item (s)	<u>Quantity/Unit</u>

C.4 **ADP Program (Tick) :**

1	
---	--

Main

2	
---	--

TA

3	
---	--

Self Financed

4	
---	--

Food Aided

C.5 **ADP Status(Tick) :**

1	
---	--

On-going

2	
---	--

New ADP

3	
---	--

New in RADP

4	
---	--

Deferred

--	--

5	
---	--

Dropped

C.6 **Project Status (Tick) a)**

Highly Priority :

1	
---	--

Yes

2	
---	--

No

b) Aided :

1	
---	--

Yes

2	
---	--

No

Note : Investment = Main + Self + Food Aided

**D. Approval Status**

	<b>Code</b>							
	Number					Year		
<b>D.1 a) Project Title :</b>								
<b>b) Implementing Agency Name :</b>								

**D.2 Approval Status :**

<b>(1) PCP</b>	:	1		Approved	2		Unapproved
					[If Unapproved no need to go far 2 & 3]		
<b>(2) Original PP</b>	:	1		Approved	2		Unapproved
					[If Unapproved no need to go far 3]		
<b>(3) Revised PP</b>	:	1		Approved	2		Unapproved

<b>D.3 Date of Approval</b>	:						
				<b>PCP</b>			
				<b>PP/TAPP</b>			
				<b>RPP/RTAPP</b>			

**D.4 Pre-Approval Status (Tick) :**

1		PCP/TAPP/RPP not submitted to the Ministry	5		SPEC/DSPEC Recommended
2		PCP/TAPP/RPP not submitted to the Planning Commission	6		Pending with ECNEC
3		Pending with Planning Commission	7		Pending with Ministry after Pre ECNEC
4		Pre ECNEC/Inter Ministry Recommended	8		Pending for DPEC

E. 4 Project Cost by Source & Type of Financing:

(In lac Tk.)

Source	Type					
	Grant		Loan		Others (Specify)	
	Orgl.	Revd.	Orgl.	Revd.	Orgl.	Revd.
1-GOB						
2-Donor						
3-Self Financed						
4-Others						

E. 5 Cumulative Allocation upto last June

(In lac Tk.)

Total (Tada + PA)	Taka		PA (Including RPA)	RPA	Cash FE (Other's)	
	GOB	Self Financed			GOB	Self Financed

E. 6 Cumulative Release/Disbursement upto last June

(In lac Tk.)

Taka Released		RPA * Released	PA (Including RPA) Disbursed
GOB	Self Financed		

\* RPA (Tk) Released by M/, Finance only

E. 7 Cumulative Expenditure upto last June

(In lac Tk.)

Total (Tada + PA)	Taka		PA (Including RPA)	RPA			Cash FE (Other's)	
	GOB	Self Financed		Spent	Claimed	Reimbursed	GOB	Self Financed

E. 8 Cumulative Physical Progress (% of Total Project) upto last June

--	--	--

E. 9 Expenditure of Last Fiscal Year Only :

(In lac Tk.)

Period	Total (Taka+PA)	Taka		PA (Including RPA)	RPA			Cash FE (Other's)	
		GOB	Self Financed		Spent	Claimed	Reimbursed	GoB	Self Financed
Quarter 1									
Quarter 2									
Quarter 3									
Quarter 6									
Total									

**E. Project cost and implementation progress up to last June**

Code

Number

Year

E.1 a) Project Title: .....

--	--	--	--	--	--	--	--	--	--

b) Implementing Agency Name: .....

--	--

E.2 Project Cost (As Per PP)

(in lac Tk.)

Head		Original	Revised
1. Total (2+3)			
2, Taka	i) GoB		
	ii) Self Financed		
3. Project Aid (Including RPA)			
4. R P A			
5. Cash F E (Other's)	i) GoB		
	ii) Self Financed		

Note : Total = Tada + PA, Taka = GoB Tk. + Self Tk, Cash FE = GoB FE + Self FE.

E.3 Project Aid by Donor :

(DD-MM-YY)

Donor's Name	Code	Amount (US \$) in Million	Exchange Rate (As per agreement)	Loan/Grant Agreement Number	Donor's Conditionality(s)	Date of Project Aid Agreement		
						Agreement	Closing	
							Original	Revised

## F. Current ADP Allocation &amp; Target

Code

Number

Year

F.1 a) Project Title: .....

					-		
--	--	--	--	--	---	--	--

b) Implementing Agency Name : .....

--	--

F.2 Current Year ADP Allocation

(In lac Taka)

Item		ADP Allocation	
		Original	Revised
1. Total (Taka + PA)	i) Capital		
	ii) Revenue		
2. Taka	i) GoB		
	ii) Self Financed		
3. PA (Including RPA)			
4. RPA			
5. CD/VAT			
6. Cash FE(Others)	i) GoB		
	ii) Self Financed		

Note : Taka = GoB + Self Tk, Cash FE = GOB FE + Self FE

F.3 Current Year's Quarterly Financial Target :

(In lac Taka)

Period	Total (Taka + PA)		Taka				PA (Including RPA)	
			GoB		Self Financed			
	Orgl.	Revd.	Orgl.	Revd.	Orgl.	Revd.	Orgl.	Revd.
Quarter 1								
Quarter 2								
Quarter 3								
Quarter 4								
Total								









G.5 Current year's P.A. Expenditure in details :

(In lac Taka)

Head		Quarter 1	Quarter 2	Quarter 3	Quarter 4
1.	Consultancy				
2.	Direct Payment (Procurement/contract)	i) L. C Amount			
		ii) Amount Paid			
3.	RPA	i) Through Local currency released by finance			
		ii) Through Spl. accounts			
4.	Training (Local + Foreign)				
5.	Others				

Note : Taka = GOB Tk. + Self Tk, Cash FE = GOB FE + Self FE

G.6 Implementation Problems:

Problem Number	Description of Problem (s)	Code
1.		
2.		
3.		
4.		
5.		

G.7 Suggested Measures: (In brief and Specific)

Problem Number	Measures Suggested
1.	
2.	
3.	
4.	
5.	

G.8 If expenditure is less than 90% of annual target, please give reasons

i. Taka Expenditure (Tick) :

- 1  Delay in acquisition of land  
 2  Delay in approval of project  
 3  Delay in release of fund  
 4  Delay in appointment/administrative decision  
 5  Others (specify)

ii. PA Expenditure (Tick):

- 1  Delay in appointment of consultant  
 2  Delay in lining up of project aid  
 3  Delay in Foreign procurement  
 4  Others (specify)





**H. Project Completion**

**Code**

H.1 a) Project Title ..... 

--	--	--	--	--	--	--	--	--	--

b) Agency Name ..... 

--	--

**H.2 Is the project targeted for**

Completion in this Financial Year	1	<input type="text"/>	Yes	2	<input type="text"/>	No
If Yes, -						
(1) Is the project declared completed?	1	<input type="text"/>	Yes	2	<input type="text"/>	No
If Yes, -						
(2) Has 100% been completed?	1	<input type="text"/>	Yes	2	<input type="text"/>	No
If No, -						
(3) Is it productive/functional?	1	<input type="text"/>	Yes	1	<input type="text"/>	No
If No, -						
(4) Is it included in the next year ADP?	1	<input type="text"/>	Yes	2	<input type="text"/>	No
If Yes, -						
(5) Is it targeted for completion in the next year?	1	<input type="text"/>	Yes	1	<input type="text"/>	No

**H.3 Reason for incompleteness**

Reasons	Code

H.4 List the incomplete items along with the allocation .....

Item	Code	Cost of incomplete work

Project Director  
Authorized Signature & Seal  
Date : .....

Head of the Agency  
Authorized Signature & Seal  
Date : .....

Secretary/Head of the Planning Cell  
Authorized Signature & Seal  
Date : .....

**IMED-04/97 REVISED****PROJECT COMPLETION REPORT****A. PROJECT DESCRIPTION**

01. Name of the Project :
02. Location of the Project :
03. Administrative Ministry/Division :
04. Executive Agency :
05. Objective of the Project : (a)  
(b)

**06. Estimated Cost:**

(In lac Taka)

	Original	Latest Revised
(a) Total		
(b) Taka		
(c) Foreign Currency		
(d) Project Aid		
(e) RPA		

07. **Date of Approval** : 

PCP	PP
-----	----
- (a) Original :
- (b) Latest Revised :

**08. Implementation Period:**

	Date of Commencement	Date of Completion
(a) Original		
(b) Latest Revised		
(c) Actual		

**09. Financing Arrangement (Source-wise) :****9.1 Status of Loan/Grant:****a) Foreign Financing:**

Source(s)	Currency as per Agreement	Amount in US \$ (Million)	Nature (Loan /Grant/ Supplier's/credit)	Date of Agreement	Date of Effectiveness	Date of Closing	Remarks
1	2	3	4	5	6	7	8

b) **GOB:**

(Taka in lac)

Total amount	Loan	Grant	Cash Foreign Exchange
1	2	3	4

9.2 **Utilization of Loan/Grant: (Source wise)**

(In million)

Source (s)	Total Amount		Actual Expenditure		Utilized Amount	
	In US \$	In Local Currency	In US \$	In Local Currency	In US \$	In Local Currency
1	2	3	4	5	6	7

9.3 **Reimbursable Project Aid (RPA)**

(Taka in lac)

RPA Amount		Amount Spent	Amount Claimed	Amount Reimbursed	Remarks
As per PP	As per Agreement				
1	2	3	4	5	6

## **B. IMPLEMENTATION POSITION**

**01. Implementation Period:**

Implementation Period as per PP		Actual Implementation Period	Time Over-run (% of original implementation period)	Remarks
Original	Latest Revised			
1	2	3	4	5



**02. Cost of the Project**

(Taka in lac)

Description	Estimated Cost		Actual Expenditure	Cost over-run (% of original cost)	Remarks
	Original	Latest revised			
1	2	3	4	5	6

TOTAL

TAKA

PA

**03. Project Personnel:**

Sanctioned strength as per PP	Manpower employed during execution	Status of the existing manpower			Remarks
		Manpower requirement for O & M as per PP	Existing manpower for O & M	Others	
1	2	3	4	5	6
Officer (s)					
Staff(s)					
<b>Total:</b>					

**04. Training of Project Personnel:  
Foreign/Local**

Field of training (Foreign/Local)	Provision as per PP		Actual		Remarks
	Number of person	Man-months	Number of person	Man-months	
1	2	3	4	5	6

05. **Component-wise Progress (As per latest approved PP) :**

Items of work (as per PP)	Unit	Target (as per PP)		Actual Progress		Remarks
		Financial	Physical (Quantity)	Financial	Physical (Quantity)	
1	2	3	4	5	6	7

06. **Information regarding Project Director (s) :**

Name & Designation with pay Scale	Full time	Part time	Responsible for more than one project	Date of		Remarks
				Appointment	Transfer	
1	2	3	4	5	6	7

## 07. Construction / Erection / Installation Tools &amp; Equipment :

Description of machinery equipment	Quantity (as per PP)	Quantity procured with date	Transferred to O & M with date	Disposal off as per rule with date	Balance	Remarks
1	2	3	4	5	6	7

## 08. Procurement of Transport (in Nos):

Type of transport	Number as per P.P.	Procured with date	Transferred to Transport Pool with date	Transferred to O & M with date	Condemned / damaged with date	Remarks
1	2	3	4	5	6	7
Car						
Jeep						
Microbus						
Minibus						
Bus						
Pick-up						
Truck						
Motor Cycle						
Bi-cycle						
Speed Boat						
Launch						
Other with name						

## 09. Procurement of Goods, Works and Consultancy Services:

9.1 Goods & Works of the Project Costing above Tk. 200.00 lac and consultancy above Tk.50.00 lac.

Description of procurement (goods/works/consultancy) as per bid document	Tender/Bid/Proposal (Cost in crore Taka)		Tender / Bid / Proposal		Date of completion of works/services and supply of goods	
	As per PP	Contracted value	Invitation date	Contract signing / T.C opening date	As per contract	Actual
1	2	3	4	5	6	7

9.2 Use of Project Consultant (s) :

Name of the Field	Approved man month		Actual man month utilized	Remarks
	As per PP	As pr contract		
1	2	3	4	5

**C. FINANCIAL AND PHYSICAL PROGRAM :**

01.(a) Original and revised schedule as per PP :

Financial Year	Financial provision & physical target as per original PP				Financial provision & physical target as per latest revised PP			
	Total	Taka	P.A.	Physical %	Total	Taka	P.A.	Physical %
1	2	3	4	5	6	7	8	9

01.(b) Revised ADP allocation and progress :

Financial Year	Allocation & target				Taka release	Expenditure & physical progress			
	Total	Taka	P.A.	Physical %		Total	Taka	P.A.	Physical %
1	2	3	4	5	6	7	8	9	10

**D. ACHIEVEMENT OF OBJECTIVES OF THE PROJECT:**

Planned objectives as per PP	Actual achievement	Reasons for shortfall, if any
------------------------------	--------------------	-------------------------------

- (a)
- (b)
- (c)
- (d)

**E. BENEFIT ANALYSIS**

**01. Annual Out-Put:**

Items of out-put	Unit	Estimated quantity expected at full capacity	Actual quantity of out-put during the 1st year of operation at full capacity (or during real production for newly completed project).
(a)			
(b)			
(c)			
(d)			

**02. Cost / Benefit**

Item	Estimated	Actual
(1) Benefit cost ratio of the project (i) Financial (ii) Economic		
(2) Internal Rate of Return (i) Financial (ii) Economic		

**03. Please give reasons for shortfall, if any, between the estimated and actual benefit:**

**F. MONITORING AND AUDITING**

## 0.1 Monitoring:

Name & Designation of the inspecting official	Date of inspection	Identified Problems and Recommendations
1	2	3

(a) Ministry / Agency:(b) IMED:(c) Others:  
(Please specify)

## 0.2 Auditing during and after Implementation:

## 2.1 Internal Audit:

Period of Audit	Date of submission of Audit Report	Major findings / objections	Whether objections resolved or not.
1	2	3	4

## 2.2 External Audit:

Period of Audit	Date of submission of Audit Report	Major findings / objections	Whether objections resolved or not.
1	2	3	4

## G. DESCRIPTIVE REPORT

### 1. General Observations / Remarks of the Project on:

- 1.1 Background
- 1.2 Justification / Adequacy
- 1.3 Objectives
- 1.4 Project revision with reasons

### 2. Rationale of the project in respect of Concept, Design, Location and Timing.

### 3. Brief description on planning and financing of the project and its applicability.

- ◆ Project Identification
- ◆ Project Preparation
- ◆ Appraisal
- ◆ Credit Negotiation
- ◆ Credit Agreement
- ◆ Credit Effectiveness
- ◆ Loan Disbursement
- ◆ Loan Conditionalities
- ◆ Project Approval
- ◆ Other (if any).

### 4. Analysis of the Post-Implementation situation and result of the project:

4.1 Whether the beneficiaries of the project have clear knowledge about the Target / Objectives of the project.

4.2 Program for use of created - facilities of the project

4.3 O & M program of the project.

4.4 Impact of the project:

- 4.4.1 Direct
- 4.4.2 Indirect

4.5 Transfer of Technology through the project.

4.6 Employment generation through the project.

4.7 Possibility of women employment opportunity.

4.8 Probable Impact on Socio-Economic activity.

4.9 Impact on environment.

4.10 Sustainability of the project.

4.11 Contribution to poverty alleviation.

**Government of the People's Republic of Bangladesh  
Ministry of Planning  
Implementation Monitoring and Evaluation Division**

Project Monitoring Form: **IMED 01/2001 (Revised)**  
(For New/Revised Project)

**A. Project Identification**

A.1 Project Title : ..... 

Code					
Number			Year		

**Executing Authority**

A.2 (1) Ministry : .....

(2) Division : .....

(3) Agency : .....

(4) Agency Type : 



 Single 



 Multiple  
If Multiple (Other Thana Leading Agency)

	Agency Name	Code
1)		
2)		
3)		

*[Note: If the Project implemented by multiple agencies having separate PPs, this form should be filled up and submitted by each agency, but in case of single PP lead agency should fill up this form.]*

A.3 ADP Sector Name: .....

A.4 ADP Sub-Sector Name: .....

A.5 **Project Location (As per PP) :**

Division/Metropolitan City	District	Thana

**[Note:** If the project is spread all over the 460 administrative thanas, no listing is necessary; otherwise enclose the list in the above table].

A.6 **Probable Major Impact of the Project (as per PCP/PP):**

<input type="checkbox"/> Institutional	<input type="checkbox"/> Production oriented	<input type="checkbox"/> Income & Employment generation
<input type="checkbox"/> Poverty Alleviation	<input type="checkbox"/> Women development	<input type="checkbox"/> Environment



Project Monitoring Form : **IMED 01/2001 (Revised)**  
(For New/Revised Project)

**B. Project Director's Profile**

		Code					
		Number		-	Year		
B.1	Project Title : .....			-			
B.2	Project Director's Name	: .....					
	B.2.1 Designation (Parent Office)	: .....					
	B.2.2 Date of Joining	: .....					
B.3.	<b>Address</b>						
	B.3.1 Official	: .....					
	B.3.2 Residential	: .....					
	B.3.3 Phone						
	1) Office	: .....					
	Fax	: .....					
	2) Residence	: .....					
B.3.4	Whether PD Lives in Project Location	1		Yes	2		No
B.4	<b>Project Director's Working Status</b>	:					
	1. Nature of Employment	1		Full time			Part time
	2. Employed for	1		Single Project			Multiple Project

Project Monitoring Form : **IMED 01/2001 (Revised)**  
(For New/Revised Project)

**C. General Information**

**Code**

Number Year

C.1 Project Title : ..... 

--	--	--	--	--	--	--

C.2 Project Objective (As per PP) :

**C.3 Major Components: (Maximum 5)**

Sl.No.	Name of items (s)	Quantity and Unit

C.4 **Implementation Period : (Date will be 'DD-MM-FY')**

	Day	Month	Year
(1) Original : Date of Commencement	<input style="width: 20px;" type="text"/>	<input style="width: 20px;" type="text"/>	<input style="width: 20px;" type="text"/>
(as per PP) Date of Completion	<input style="width: 20px;" type="text"/>	<input style="width: 20px;" type="text"/>	<input style="width: 20px;" type="text"/>
(2) Revised : Date of Commencement	<input style="width: 20px;" type="text"/>	<input style="width: 20px;" type="text"/>	<input style="width: 20px;" type="text"/>
(as per PP) Date of Completion	<input style="width: 20px;" type="text"/>	<input style="width: 20px;" type="text"/>	<input style="width: 20px;" type="text"/>

C.5 **Approval Status** :

(1) PCP :	<input style="width: 20px;" type="text"/> 1 <input style="width: 20px;" type="text"/>	Approved	<input style="width: 20px;" type="text"/> 2 <input style="width: 20px;" type="text"/>	Unapproved
			[If Unapproved no need to go for 2 & 3]	
(2) Original PP :	<input style="width: 20px;" type="text"/> 1 <input style="width: 20px;" type="text"/>	Approved	<input style="width: 20px;" type="text"/> 2 <input style="width: 20px;" type="text"/>	Unapproved
			[If Unapproved no need to go for 2 & 3]	
(2) Revised PP :	<input style="width: 20px;" type="text"/> 1 <input style="width: 20px;" type="text"/>	Approved	<input style="width: 20px;" type="text"/> 2 <input style="width: 20px;" type="text"/>	Unapproved

C.6 **Date of Approval** :

	Day	Month	Year
(Date will be 'DD-MM-YY')			
PCP	<input style="width: 20px;" type="text"/>	<input style="width: 20px;" type="text"/>	<input style="width: 20px;" type="text"/>
PP/TAPP	<input style="width: 20px;" type="text"/>	<input style="width: 20px;" type="text"/>	<input style="width: 20px;" type="text"/>
RPP/RTAPP	<input style="width: 20px;" type="text"/>	<input style="width: 20px;" type="text"/>	<input style="width: 20px;" type="text"/>



**Government of the People's Republic of Bangladesh**  
**Ministry of Planning**  
**Implementation Monitoring and Evaluation Division**

**Project Monitoring Form: IMED 02/2001 (Revised)**

ADP: 2001 .....  
**Original / Revised ADP Allocation & Target**

			<u>Code</u>	
			Number	Year
1	a)	Project Title : .....	-	
	b)	Ministry : .....		
	c)	Division : .....		
	d)	Agency Name : .....		

2 **ADP Allocation** (In lac Taka)

Item		ADP Allocation	
		Original	Revised
1. Total (Taka + PA)	i) Capital		
	ii) Revenue		
2. Taka	i) GoB (Taka)		
	ii) Self Financed		
3. PA (Including RPA)			
4. RPA			
5. CD/VAT			
6. Cash FE (Others)	i) GOB		
	ii) Self Financed		

Note : Taka = GOB Tk. + Self Tk. Cash FE = GOB FE + Self = Agencies own Fund.  
RPA = Reimbursable Project Aid

3 **Quarterly Financial Target:** (In lac Taka)

Period	Total (Taka + PA)		Taka				PA (Including RPA)	
			GOB		Self Financed		Original	Revised
	Original	Revised	Original	Revised	Original	Revised		
Quarter 1								
Quarter 2								
Quarter 3								
Quarter 4								
Total								

4 Is the project targeted for completion in this Financial year: 

Yes	No
-----	----

IMED : 02/2001 (Revised)

**E.5. Item wise Financial and Physical Target (Current financial year's):**

(In lac Taka)

Sl No.	Name of the Items (As per PP)	As per PP			1st Quarter			2nd Quarter			3rd Quarter			4th Quarter		
		Qty & unit	Cost	Weight	Financial	Physical		Financial	Physical		Financial	Physical		Financial	Physical	
						% of item	% of Project		% of item	% of Project		% of item	% of Project		% of item	% of Project
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17

Total:
--------

- (1)  $\text{Weight} \# \text{ Estimated cost of each respective item} \div \text{Total cost of all physical items(s)}$   
(2)  $\% \text{ of total project} \# \text{ weight} \times \% \text{ of item.}$

Project Director  
Authorized Signature &  
Seal  
Date :

Head of the Agency  
Authorized Signature &  
Seal  
Date :

Secretary / Head of the Planning Cell  
Authorized Signature & Seal  
Date :

Government of the People's Republic of Bangladesh  
Ministry of Planning  
Implementation Monitoring and Evaluation Division

**Project Monitoring Form : IMED 03/2001 (Revised)**

ADP : 2001 .....  
**QUARTERLY PROGRESS REPORT**  
Reporting Period : .....

		<b>Code</b>	
		Number	Year
1 a) Project Title	.....		
b) Ministry	.....		
c) Division	.....		
d) Agency Name	.....		

2 Quarterly Release and Disbursement:

Quarter	Tada Released		RPA Released	PA Disbursed (Including RPA)
	GOB	Self Financed		
Quarter 1				
Quarter 2				
Quarter 3				
Quarter 4				
Total				

(In Lac Taka)

3 Quarterly Expenditure:

Item	Quarterly Expenditure (Individual Quarter)			
	1st	2nd	3rd	4th
1. Total (Taka+PA)				
i) Capital				
ii) Revenue				
2. Taka				
i) GoB				
ii) Self Financed				
3. PA (Including RPA)				
i) Spent				
ii) Claimed				
ii) Reimbursed				
4. RPA				
5. CD/VAT				
6. Cash FE/ Other's				
i) GoB				
ii) Self Financed				
7. DSL				

(In Lac Taka)

Self-financed: Agencies own fund. RPA : Reimbursable project aid.

4 Quarterly Physical Progress:

Quarter	Target (% of Total Project)		Progress (% of Total Project)
	Original	Revised	
Quarter 1			
Quarter 2			
Quarter 3			
Quarter 4			
Total			

5 Implementation Problems:

Problem No.	Description of Problem (s)
1.	
2.	
3.	
4.	
5.	

6 Suggested Measures: (In brief and Specific):

Problem No.	Measures Suggested
1.	
2.	
3.	
4.	
5.	

7. In the project declared Complete:

Yes	No
-----	----

F.8 Item wise Financial and Physical Progress (Current financial year's):

Sl. No	Name of the Items (As per PP)	Progress up to last June			Weight	1st Quarter			2nd Quarter			3rd Quarter			4th Quarter		
		Financial		Physical		Financial	Physical		Financial	Physical		Financial	Physical		Financial	Physical	
		Financial	Qty & unit	% of Project			% of Item	% of Project		% of Item	% of Project		% of Item	% of Project			
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18

Total: \_\_\_\_\_

- (1) Weight # Estimated cost of each respective item ÷ Total cost of all physical items(s)
- (2) % of total project # weight x % of item.



9. CONTRACT IMPLEMENTATION

9.1 For Goods and Works contract value above Tk. 100.00 lac and Consultancy above Tk. 50.00 lac:

Description of contracts (as per bid document)	Contract value	Date of work order/contract agreement	Completion date as per contract	(Taka in Crore)	
				Progress	
				Amount	Physical (%)

9.2 Problems/Reasons for delay:

Project Director  
Authorized Signature & Seal  
Date:

Head of The Agency  
Authorized Signature & Seal  
Date:

Secretary / Head of the Planning Cell  
Authorized Signature & Seal  
Date:

**Government of the People's Republic of Bangladesh**  
**Ministry of Planning**  
**Implementation Monitoring & Evaluation Division**

**PROJECT COMPLETION REPORT : IMED- 04/2001 REVISED**

**A. PROJECT DESCRIPTION**

01. Name of the Project :
02. Administrative Ministry/Division :
03. Executive Agency :
04. Location of the Project :
05. Objective of the Project :

06. **Estimated Cost:**

(In lac Taka)

	Original	Latest Revised
(a) Total		
(b) Taka		
(c) Foreign Currency		
(d) Project Aid		
(e) RPA		

07. **Date of Approval** : 

PCP	PP
-----	----
- (a) Original :
- (b) Latest Revised :

08. **Implementation Period:**

	Date of Commencement	Date of Completion
(a) Original		
(b) Latest Revised		
(c) Actual		

## 09. Financing Arrangement (Source-wise):

## 9.1 Status of Loan/Grant:

## a) Foreign Financing:

Source(s)	Currency as per Agreement	Amount in US \$ (Million)	Nature (Loan /Grant/ Supplier's/credit)	Date of Agreement	Date of Effectiveness	Date of Closing	
						Original	Revised
1	2	3	4	5	6	7	8

b) **GOB:**

(Taka in lac)

Total amount	Loan	Grant	Cash Foreign Exchange
1	2	3	4

## 9.2 Utilization of Loan/Grant: (Source wise)

(In million)

Source (s)	Total Amount		Actual Expenditure		Utilized Amount	
	In US \$	In Local Currency	In US \$	In Local Currency	In US \$	In Local Currency
1	2	3	4	5	6	7

## 9.3 Reimbursable Project Aid (RPA)

(Taka in lac)

RPA Amount		Amount Spent	Amount Claimed	Amount Reimbursed	Remarks
As per PP	As per Agreement				
1	2	3	4	5	6

**B. IMPLEMENTATION POSITION**

## 01. Implementation Period:

Implementation Period as per PP		Actual Implementation Period	Time Over-run (% of original implementation period)	Remarks
Original	Latest Revised			
1	2	3	4	5

**02. Cost of the Project**

(Taka in lac)

Description	Estimated Cost		Actual Expenditure	Cost over-run (% of original cost)	Remarks
	Original	Latest revised			
1	2	3	4	5	6

TOTAL

TAKA

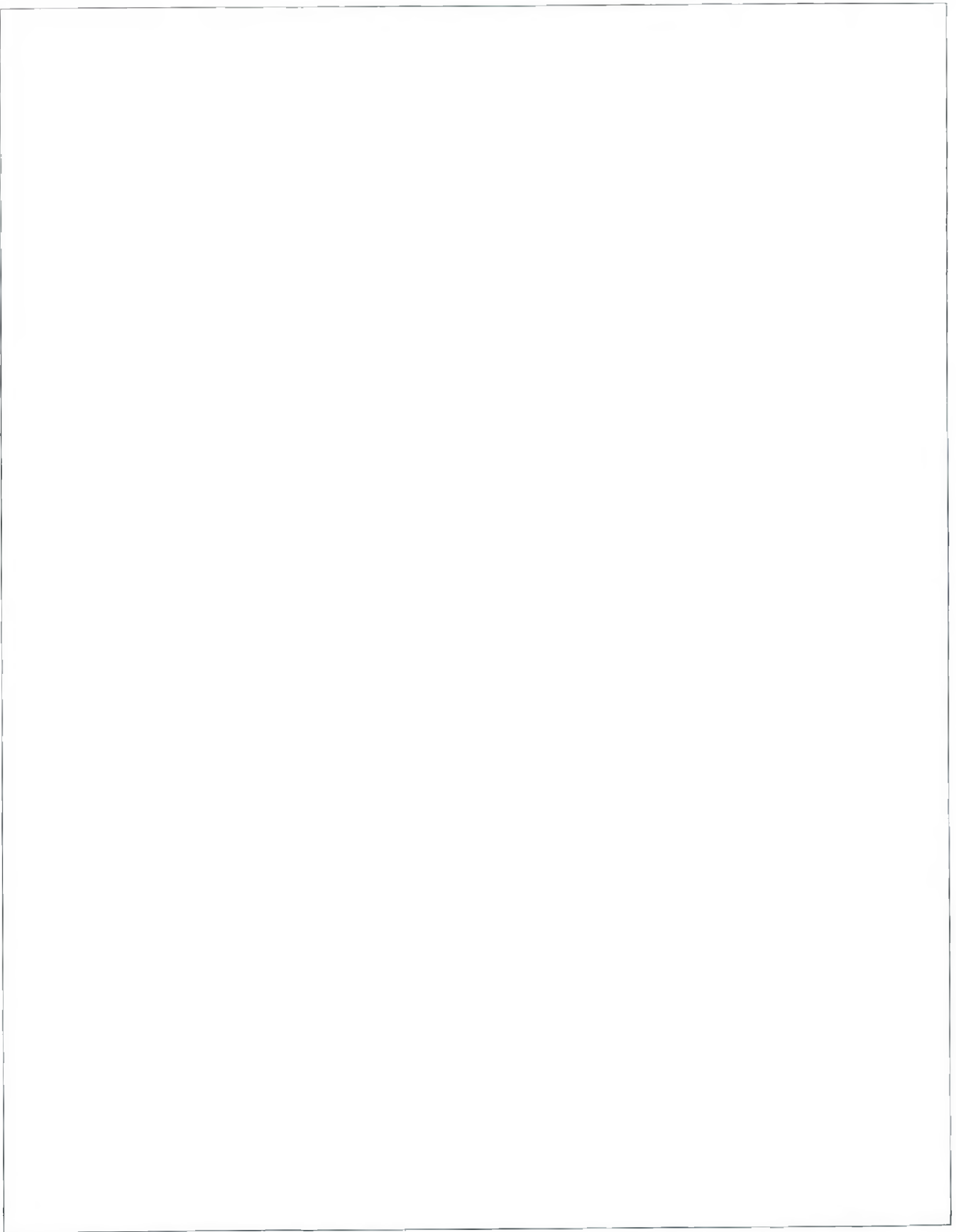
PA

**03. Project Personnel:**

Sanctioned strength as per PP	Manpower employed during execution	Status of the existing manpower			Manpower employed	
		Manpower requirement for O & M as per PP	Existing manpower for O & M	Others	Male	Female
1	2	3	4	5		
Officer (s)						
Staff(s)						
Total:						

**05. Component-wise Progress (As per latest approved PP)**

Items of work (as per PP)	Unit	Target (as per PP)		Actual Progress		Reasons for deviation (±)
		Financial	Physical (Quantity)	Financial	Physical (Quantity)	
1	2	3	4	5	6	7



06. Implementation regarding Project Director (s) :

Name & Designation with pay Scale.	Full time	Part time	Responsible form are than one project	Date of		Remarks
				Joining	Transfer	
1	2	3	4	5	6	7

07. Procurement of Transport (in Nos.) :

Type of transport	Number as per P.P.	Procured with date	Transferred to Transport Pool with date	Transferred to O & M with date	Condemned / damaged with date	Remarks
1	2	3	4	5	6	7
Car						
Jeep						
Microbus						
Minibus						
Bus						
Pick-up						
Truck						
Motor Cycle						
Bi-cycle						
Speed Boat						
Launch						
Other with name						

08. Procurement of Goods, Works and Consultancy Services :

8.1 Goods & Works of the Project costing above Tk. 100.00 lac and Consultancy above Tk. 50.00 lac :

Description of procurement (goods/works /consultancy) as per bid document	Tender/Bid/Proposal Cost (in crore Taka)		Tender/Bid/Proposal		Date of completion of works/services and supply of goods	
	As per PP	Contracted value	Invitation date	Contract signing/L.C opening date	As per contract	Actual
1	2	3	4	5	6	7

8.2 Use of Project Consultant (s) (Foreign/Local) :

Name of the Field	Approved man-month		Actual man month utilized	Remarks
	As per PP	As per contract		
1	2	3	4	5
a) Foreign :				
b) Local :				

09. Construction/Erection/Installation Tools & Equipment :

Description of items	Quantity (as per PP)	Quantity procured with date	Transferred to O & M with date	Disposed off as per rule with date	Balance	Remarks
1	2	3	4	5	6	7

**C. FINANCIAL AND PHYSICAL**

**PROGRAM :**

01. (a) Original and revised schedule as per PP

Financial Year	Financial provision & physical target as per original PP				Financial provision & physical target as per latest revised PP			
	Total	Taka	P. A.	Physical%	Total	Taka	P. A.	Physical %
1	2	3	4	5	6	7	8	9

01. (b) Revised ADP allocation and progress

Financial Year	Revised Allocation & Target				Taka Release	Expenditure & Physical progress			
	Total	Taka	P.A.	Physical%		Total	Taka	P.A.	Physical%
1	2	3	4	5	6	7	8	9	10



**D. ACHIEVEMENT OF OBJECTIVES OF THE PROJECT:**

Objectives as per PP	Actual achievement	Reasons for shortfall, if any
(a)		
(b)		
(c)		
(d)		

**E. BENEFIT ANALYSIS**

01. Annual Out-put :

Items of out-put	Unit	Estimated quantity expected at full capacity	Actual quantity of out-put during the 1st year of operation at full capacity (or during, real production for newly completed project).
(a)			
(b)			
(c)			
(d)			

02. Cost / Benefit :

Item	Estimated	Actual
(1) Benefit cost ratio of the project (i) Financial (ii) Economic		
(2) Internal Rate of Return (i) Financial (ii) Economic		

03. Please give reasons for shortfall, if any, between the estimated and actual benefit :

**F. MONITORING AND AUDITING**

0.1 Monitoring: :

Name & designation of the inspecting official	Date of inspection	Identified Problems	Recommendations
1	2	3	4

(a) Ministry / Agency :(b) IMED :(c) Others :  
(Please specify)

0.2 Auditing during and after Implementation :

2.1 Internal Audit :

Period of Audit	Date of submission of Audit Report	Major findings/ objections	Whether objections resolved or not.
1	2	3	4

2.2 External Audit :

Audit period	Date of submission of Audit Report	Major findings/ objections	Whether objections resolved or not.
1	2	3	4

## G. DESCRIPTIVE REPORT

1. General Observations/Remarks of the Project on
  - 1.1 Background
  - 1.2 Justification/Adequacy
  - 1.3 Objectives
  - 1.4 Project revision with reasons
2. Rationale of the project in respect of Concept, Design, Location and Timing.
3. Brief description on planning and financing of the project and its applicability.
  - ◆ Project Identification
  - ◆ Project Preparation
  - ◆ Appraisal
  - ◆ Credit Negotiation
  - ◆ Credit Agreement
  - ◆ Credit Effectiveness
  - ◆ Loan Disbursement
  - ◆ Loan Conditionalities
  - ◆ Project Approval
  - ◆ Others (if any).
4. Analysis of the Post-Implementation situation and result of the project :
  - 4.1 Whether the beneficiaries of the project have clear knowledge about the Target/Objectives of the project.
  - 4.2 Program for use of created-facilities of the project
  - 4.3 O & M program of the project.
  - 4.4 Impact of the project -
    - 4.4.1 Direct
    - 4.4.2 Indirect
  - 4.5 Transfer of Technology and Institutional Building through the project.
  - 4.6 Employment generation through the project.
  - 4.7 Possibility of Self-employment.
  - 4.8 Possibility of women-employment opportunity.
  - 4.9 Women's participation in development.
  - 4.10 Probable Impact on Socio-Economic activity.
  - 4.11 Impact on environment.
  - 4.12 Sustainability of the project.
  - 4.13 Contribution to poverty alleviation/reduction.

- 4.14 Opinion of the public representatives, local elite, local administration, teachers, religious leaders, women's representatives etc.
- 4.15 Contribution of Micro-credit program and Comments on overlapping with any NGO activities.
- 5. Problems encountered during Implementation (with duration & steps taken to remove those)
  - 5.1 Project Management
  - 5.2 Project Director
  - 5.3 Land Acquisition
  - 5.4 Procurement
  - 5.5 Consultancy
  - 5.6 Contractor
  - 5.7 Manpower
  - 5.8 Law & Order
  - 5.9 Natural calamity
  - 5.10 Project financing, allocation and release
  - 5.11 Design formulation/approval
  - 5.12 Project aid disbursement and reimbursement
  - 5.13 Mission of the development partners
  - 5.14 Time & Cost Over-run
  - 5.15 Project Supervision/Inspection
  - 5.16 Delay in Decision
  - 5.17 Transport
  - 5.18 Training
  - 5.19 Approval
  - 5.20 Others.
- 6. Remarks & Recommendations of the Project Director :

Date : .....

\_\_\_\_\_  
Signature and seal of the Project Director/Manager

7. Remarks/Comments of Agency Head

Date : .....

\_\_\_\_\_  
Signature and Seal

8. Remarks/Comments of the officer in-charge of the Ministry/Division

Date : .....  
.....

\_\_\_\_\_  
Signature and Seal



**Reporting Period:**

Name of the Ministry/Division/Organization :

Name of the Project	Allocation for the Year.....			Taka released	Expenditure upto July ..... & % of allocation		
	Total	Taka	Project Aid (RPA)		Total	Taka	Project Aid (RPA)
a) Main Program:							
Sub Total:							
b) Technical Assistance Program:							
Sub Total:							
c) Organization's Self Financed Program:							
Sub Total:							
d) Food Aided Program:							
Sub Total:							
Total:							





- 2.4 Regarding Project Director (Name/ Designation/ Date of Joining/ Stationing in the Project Site/ Part-time or Full-time/Responsibility of more than one projects etc.)
- 3. Progress up to last June:
  - 3.1. Overall financial and physical progress
  - 3.2. Financial and physical progress of the sub-project/inspected sites
  - 3.3. Manpower Recruitment and Training
  - 3.4. Procurement of vehicle and its use
  - 3.5. Land acquisition status
  - 3.6. Appointment of Consultant and their use
  - 3.7. Procurement of materials/ appointment of contractor and actual progress
  - 3.8. PP schedule and actual implementation
  - 3.9. Progress of major components
- 4. Current year's target
  - 4.1. Original/revised allocation and physical target
  - 4.2. Allocation and physical target of the sub-project/visited site
  - 4.3. Target for procurement of materials and appointment of contractors and consultants
  - 4.4. Target for land acquisition
  - 4.5. Target for recruitment and training of manpower
  - 4.6. Target for procurement of vehicles

- 4.7. Loan distribution activities :
- 4.8. Target for the major components and contractors :
- 5. Total progress of project/sub-projects against current year's target :
- 5.1. Financial and physical progress of the inspected sites of project/sub-projects against current year's target :
- 5.2. Fund release/ project aid/ disbursement/ reimbursement :
- 5.3. Progress of contractor's work against agreement :
- 5.4. Finalization of tenders in processing :
- 5.5. Recruitment of manpower and training :
- 5.6. Land acquisition :
- 5.7. Procurement of vehicles :
- 5.8. Activities of the consultants :
- 5.9. Implementation of major components :
- 5.10. Overall quantity and quality of the performed work :
- 5.11. Completion phase of the project :
- 6. Implementation of major components directly related to the objectives of the project/sub-projects :
- 7. Probable impact of the project/sub-project :
- 7.1. Participation of women :
- 7.2. Involvement of NGOs and duality :
- 7.3. Benefits and use of resulted facilities :
- 7.4. Opinion of beneficiaries :

7.5.	Poverty alleviation	:
7.6.	Technology transfer	:
7.7.	Opinion of representatives of people/ civil society/ local administration/ teacher and religious leaders/ women leaders	:
7.8.	Use of micro-credit and its result	:
7.9.	Effect on the environment	:
8.	Existing problems in project implementation	:
8.1.	Whether the objectives and scope of the project/sib-project consistent	:
8.2.	Management of project/sub-project	:
8.3.	Appointment and transfer of project director	:
8.4.	Land acquisition and site selection	:
8.5.	Recruitment of manpower	:
8.6.	Tender processing and finalization	:
8.7.	Law and order natural calamity	:
8.8.	Allocation/release/disbursement	:
8.9.	Audit objections/settlement	:
8.10.	Use of delegated power at project level	:
8.11.	Supervision and inspection at different levels	:
8.12.	Delay in decision taking/making at different levels	:
8.13.	Passage of time and expenditure	:
8.14.	Delay in preparing/ approving/receiving of design	:
8.15.	Delay in project approval/revision	:

- 8.16. Delay in signing/ implementing credit agreements
- 8.17. Delay in implementing conditions of credit agreement
- 8.18. Problems identified by missions of the development partners
- 8.19. Complexity in contractor activities
- 8.20. Complexity in credit distribution
- 8.21. Specific implementation problem of the sub-project/visited site
- 9. Attachment of materials and pictures collected from the project/sub-project/ visited site and comments
- 10. Comments on serious violation of rules/ corruption (if any) in management and implementation of the project/ sub-project
- 11. Report on the previous inspection

Recommendation from the previous inspection visit	Measures taken
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- 12. Recommendation

Date:.....

Signature of inspecting officer  
 Name:  
 Designation:



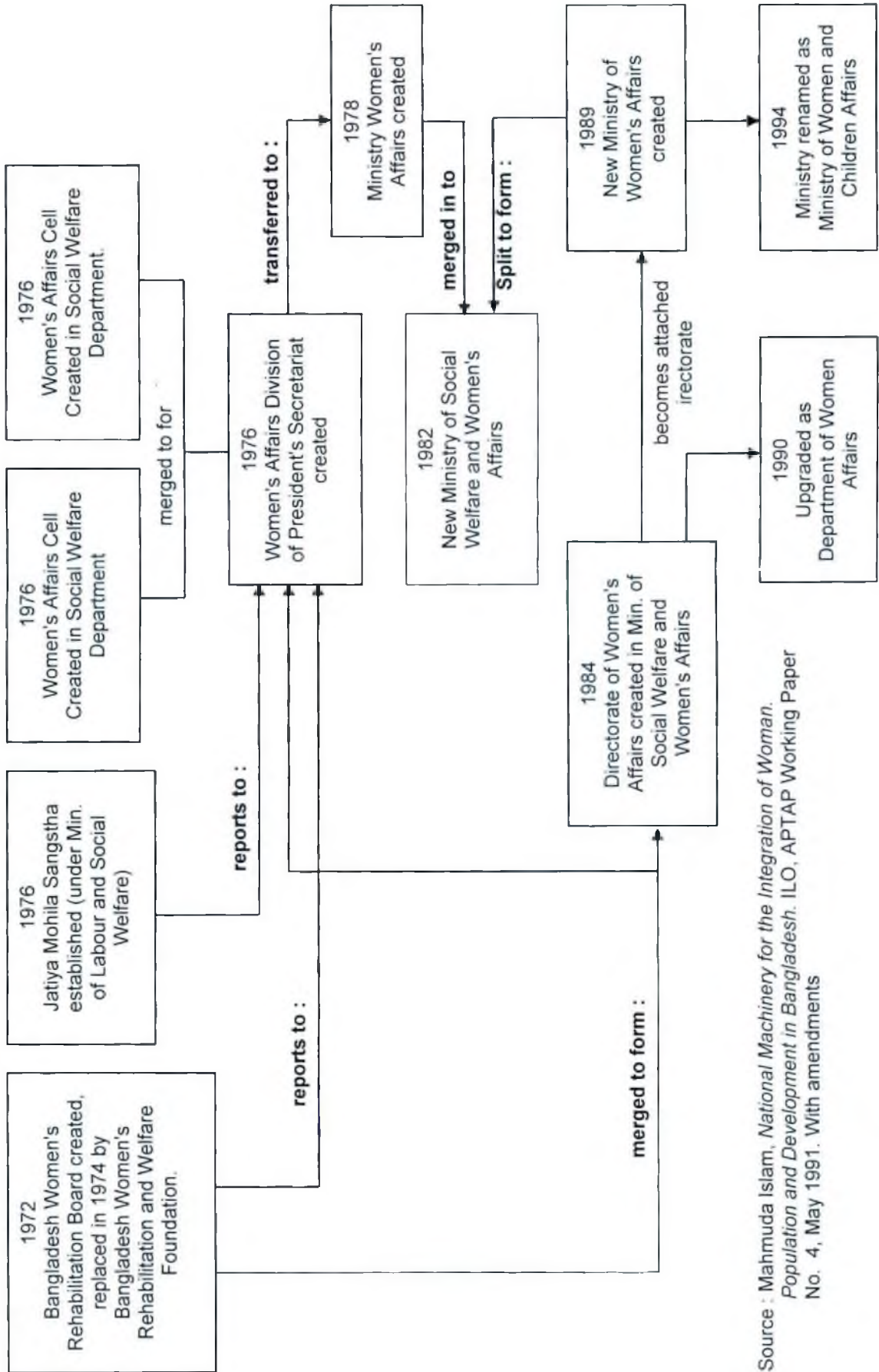
**List of Statutory Reporting Requirements, IMED**

Report Description	Receiving Agency	Frequency Required	No. Prepared Per Year	Purpose
Monitoring Field Visit Report	Ministry Agency Planning Commission	3/month/official	36	These highlight problems of financial & physical delivery, and make recommendations to the Ministry for action. (They are discussed at the Ministry Review Meetings in the Ministry attended by the IMED)
Internal Quarterly Report	IMED, Planning Commission, Ministry of Planning	Quarterly	4	These are used by the Ministry of Planning to monitor progress by projects in the sector
IMED Annual Report On The Adp;	Nec	1/year	1	Reviews (evaluates) physical and financial delivery of projects (1) in pipeline, (2) completed during financial year, (3) in progress (a sample), (4) some finished projects (ex-post evaluations). Recommends actions to be taken by the Ministry. When adopted by the NEC these are enforceable
Half-Yearly Sectoral Review Of Adp	Ecneec	1/year	1	Reviews progress in the sector and recommends changes to the budget, etc

**Information Requirements, IMED**

Information on	Use for which Information Required	Frequency Required	Source of Information	Form in which the Information is to be Presented
Progress of Projects in disbursing allocated money	Identify where bottlenecks to fund release and expenditure lie and to assess revenue generated by projects	Monthly breakdown of information is needed, but if this were delivered quarterly this would be adequate	Direct Observation/Project Director via agency & Ministry	Currently this is presented in the IMED Monthly report proforma. It is not, however, entered into the computer monthly, but rather every quarter
Progress toward Project Targets.	Ascertain Progress toward achieving project quarterly and Annual Targets.	Quarterly	Project Director via agency & Ministry	IMED Quarterly Proforma, the first part of which is identical to the monthly proforma. The second part includes Quarterly Project financial, physical and other quantified targets, progress towards these targets and other information on such things as staff recruitment
Financial, Physical and Technical Delivery	To measure progress and revise annual development programs	In January for the July-De. period. In April for July-March	Project Director via agency & Ministry	IMED 6-Monthly Report Proformas, in which project expenditures, physical constraints and % delivery of project components are presented. There is a section for problem and proposed solution identification, but these are largely ignored or poorly completed
Project performance and the validity of the project design	To evaluate the effects and impact of the projects and to identify the strengths and weaknesses of the projects' design and implementation	Annually	Direct Observation/Donor Agencies' Reports	IMED Project Evaluation Reports. These are then used to compile the IMED Annual Report on the Annual Development Plan

**EVALUATION OF THE MINISTRY OF WOMAN AND CHILDREN AFFAIRS**

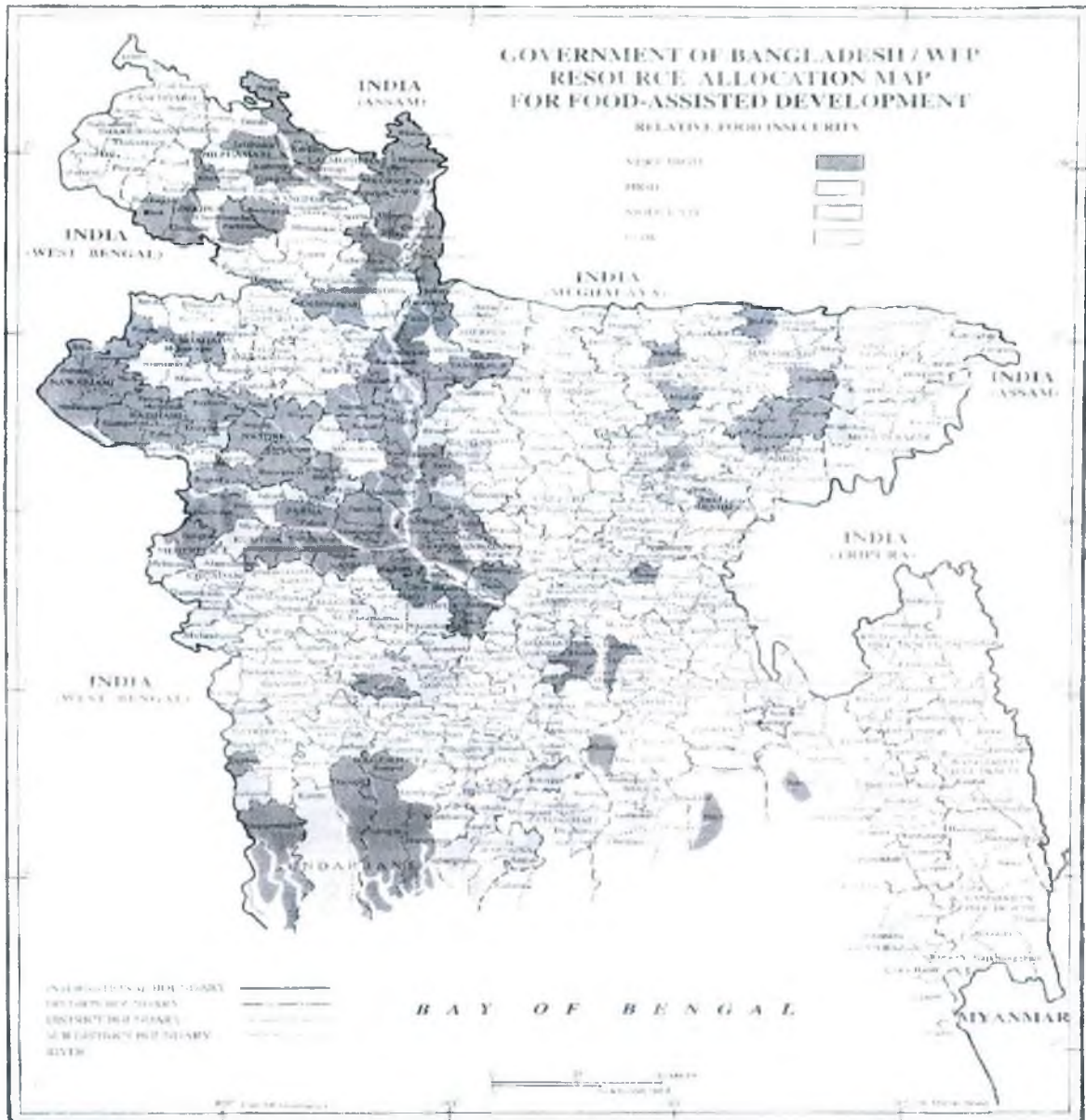


Source : Mahmuda Islam, *National Machinery for the Integration of Woman. Population and Development in Bangladesh*. ILO, APTAP Working Paper No. 4, May 1991. With amendments



## LIST OF UPAZILLA

Ser	District Name	Name of Old Upazilla				Name of New Upazilla			
1.	<b>Dhaka</b>	1. Savar	2. Dhamrai						
2.	Narayangonj	3. Rupgonj	4. Arahazar						
3.	Manikgonj	5. Saturia	6. Shibaloy						
4.	Narsingdi	7. Belabo	8. Polash	9. Monohardi					
5.	Munshigonj	10. Gajaria	11. Lohojong						
6.	Gazipur	12. Sreepur							
7.	<b>Mymensingh</b>	13. Bhaiuka	14. Nandail				1. Ishargonj		
8.	Netrokona	15. Netrokona	16. Barhatta	17. Kendua			2. Durgapur	3. Medan	
9.	Kishoregonj	18. Kuliarchar	19. Katadi				4. Mithail		
10.	Jamalpur	20. Dewangonj	21. Mothergonj						
11.	Sherpur	22. Nalitabari	23. Nakla						
12.	Tangail	24. Nagarpur	25. Basail	26. Kalihati	27. Sakhipur		5. Delduar		
13.	Faridpur	28. Nagarkanda	29. Alladanga				6. Charvadrasan	7. Sadarpur	
14.	<b>Rajbari</b>	30. Goalanda	31. Baliakandi						
15.	Madaripur	32. Shibchar	33. Kalkini	34. Rajair					
16.	Shariatpur	35. Jajira	36. Gosairhat				8. Vedergonj		
17.	Gopalganj	37. Moksedpur	38. Kasiani						
18.	<b>Chittagong</b>	39. Rangunia	40. Sandwip	41. Baskhali					
19.	Rangamati	42. Langadu	43. Bilaichari				9. Jurachan	10. Naniarchar	
20.	Khagrachan	44. Manikchari	45. Rangar				11. Panchan		
21.	Bandarban	46. Nakhyangchan	47. Rowangchan				12. Ruma		
22.	Cox's Bazar	48. Ukhia	49. Moheskhali						
23.	Comilla	50. Burichang	51. Chaudagram	52. Daudkandi					
24.	Brahmanbaria	53. Akhaura	54. Sarail	55. Nabinagar	56. Kasba				
25.	Chandpur	57. Sharasti	58. Kachua						
26.	Noakhali	59. Begumgonj	60. Hatia						
27.	Laksmipur	61. Raipur	62. Ramgati						
28.	Feni	63. Sonagazi	64. Dagonbhuiyan						
29.	Sylhet	65. Goainghat	66. Bianibazar				13. Jakigonj	14. Companygonj	
30.	Sunamgonj	67. Jagannathpur	68. Dirai				15. Dharampasa	16. Bishambarpur	
31.	Moulavibazar	69. Sreemongal	70. Kulaura				17. Kamalganj		
32.	Hobigonj	71. Nabigonj	72. Azmingonj				18. Lakhai		
33.	<b>Rajshahi</b>	73. Chorghat	74. Tanor				19. Bagmara	20. Paba	21. Durgapur
34.	Nator	75. Gurudaspur	76. Lalpur				22. Baraigram		
35.	Naogaon	77. Mohadebpur	78. Raninagar				23. Porsha		
36.	Chapai Nawabgonj	79. Gomostapur	80. Bholahat						
37.	Dinajpur	81. Khansama	82. Bochagonj				24. Biral	25. Parbalipur	
38.	Thakurgaon	83. Pirgonj	84. Baliadangi						
39.	Panchagar	85. Tutulia	86. Atuari						
40.	Rangpur	87. Badargonj	88. Mithapukur				26. Gongachara		
41.	Nilphaman	89. Saidpur	90. Kishoregonj				27. Dimla		
42.	Lalmonirhat	91. Kaligonj	92. Aditman				28. Hatibandha		
43.	Kurigram	93. Fulbari	94. Nagesshari				29. Chilmari		
44.	Gaibandha	95. Palashbari	96. Fuchari				30. Gobindagonj		
45.	Pabna	97. Ishardi	98. Sathia				31. Bangura		
46.	Sirajgonj	99. Ullapara	100. Kazipur				32. Belkuchi		
47.	Bogra	101. Adamdighi	102. Sariakandi				33. Sherpur		
48.	Joypurhat	103. Panchbibi	104. Akkelpur						
49.	<b>Khulna</b>	105. Paikgacha	106. Dumuria				34. Dakop	35. Batiaghata	
50.	Satkhira	107. Ashasuni	108. Shamnagar				36. Fultaia	37. Terokhada	
51.	Bagerhat	109. Morelgonj	110. Kachua	111. Fakirhat			38. Kalaroa		
52.	Jessore	112. Avainagar	113. Kashabpur				39. Bagarpara	40. Monirampur	
53.	Jhenidah	114. Courtchandpur	115. Mohespur						
54.	Magura	116. Mohammadpur	117. Saikha						
55.	Narail	118. Kalia	119. Lohagara						
56.	Kustia	120. Khoksha	121. Mirpur						
57.	Meherpur	122. Gangni							
58.	Chuadanga	123. Damurhuda	124. Jibannagar						
59.	<b>Barishal</b>	125. Bakergonj	126. Gouranadi				41. Agailjhara		
60.	Bhola	127. Charfashon	128. Lalmohon						
61.	Pirojpur	129. Nazirpur	130. Bhandana						
62.	Jhalakati	131. Nalchitli	132. Rajapur						
63.	Patuakhali	133. Kalapara	134. Bauphal				42. Dasmina		
64.	Borguna	135. Amtali	136. Betagi						



This map was used for the first time for the 1996/97 VGD and RD food aid allocation process. The strategy is to allocate an increasing proportion of the annual foodgrain resources for VGD and RD to the most food insecure areas. By enhancing the targeting of the poorest beneficiaries, the use of food and will be optimized.

The following table shows the transition in the focus of food -assisted development schemes from 1995/96 to 1997/98:

Colour in the map	Categories of relative food insecurity	Number and percentage of sub-districts in each category		Resource Allocation		
				1995/96 (actual)	1996/97 (actual)	1997/98 (estimate)
Red	Very High	114	(25%)	33%	34%	37%
Pink	High	116	(25%)	26%	31%	36%
Yellow	Moderate	115	(25%)	24%	21%	16%
Grey	Low	116	(25%)	17%	14%	11%

The Resource Allocation Map will be updated in 1998 on the basis of indicators to be identified and refined jointly with the Planning Commission and the concerned line Ministries / Divisions.

Government of Bangladesh  
 World Food Programme  
 Dhaka . April 1997

গণপ্রজাতন্ত্রী বাংলাদেশ সরকার  
পরিকল্পনা মন্ত্রণালয়  
বাস্তবায়ন পরিবীক্ষণ ও মূল্যায়ন বিভাগ  
মূল্যায়ন ইউনিট  
শেরে বাংলা নগর, ঢাকা।

নং-মনি/ :/মুঃইঃ/প্র-৪৪/২০০১/৫৪৭/৬(১)

তারিখঃ -১১-১৪০৮ বং  
-২-২০০২ খ্রীঃ

বিষয়ঃ “খাদ্য নিরাপত্তাহীন দরিদ্র মহিলাদের উন্নয়ন” শীর্ষক প্রকল্পের পরিদর্শন প্রতিবেদন প্রেরণ।

মহিলা ও শিশু বিষয়ক মন্ত্রণালয়ের খাদ্য নিরাপত্তাহীন দরিদ্র মহিলাদের উন্নয়ন শীর্ষক প্রকল্পটি গত ২৯/১২/২০০১ ও ৩০/১২/২০০১ ইং তারিখে পরিদর্শন করা হয়। প্রকল্প পরিদর্শন প্রতিবেদন আপনাদের সদয় অবগতি ও প্রয়োজনীয় ব্যবস্থা গ্রহণের জন্য প্রেরণ করা হল।

স্বাক্ষর ××××××××××××××××  
২৭/২/২০০২  
(মোঃ আসাদুজ্জামান)  
সহকারী প্রধান

সচিব,

মহিলা ও শিশু বিষয়ক মন্ত্রণালয়  
ভবন - ৬  
বাংলাদেশ সচিবালয়, ঢাকা।

বিতরণঃ

- ১। সদস্য, পরিকল্পনা কমিশন, আর্থ-সামাজিক অবকাঠামো বিভাগ, শেরে বাংলা নগর, ঢাকা।
- ২। মহা পরিচালক, মহিলা বিষয়ক অধিদপ্তর, ইস্কাটন, ঢাকা।
- ৩। মহা পরিচালক (শিক্ষা ও সামাজিক সেक्टर) আই এম ই ডি, পরিকল্পনা মন্ত্রণালয়।
- ৪। প্রকল্প পরিচালক, খাদ্য নিরাপত্তাহীন দরিদ্র মহিলাদের উন্নয়ন, ইস্কাটন, ঢাকা।
- ৫। সচিব মহোদয়ের একান্ত সচিব, আই এম ই ডি, শেরে বাংলা নগর, ঢাকা।
- ৬। পরিচালক, মূল্যায়ন ইউনিট এর ব্যক্তিগত কর্মকর্তা, আই এম ই ডি, শেরে বাংলা নগর, ঢাকা।

২০০১-২০০২ সালে মহিলা ও শিশু বিষয়ক মন্ত্রণালয়ের যে সকল প্রকল্প আই এম ই ডি কর্তৃক  
পরিদর্শন করা হয়েছে, উহার বিবরণ

মন্ত্রণালয়/ বিভাগ/সংস্থা	প্রকল্পের নাম প্রাক্কলিত ব্যয় (প্রঃ সাঃ) বাস্তবায়ন কাল অনুমোদনের পর্যায়	তারিখ	কর্মকর্তাদের নাম ও পদবী	* মন্তব্য (প্রকল্পের ধরণ ও প্রতিবেদন প্রেরণের বর্তমান অবস্থা)
		পরিদর্শনের প্রতিবেদন প্রেরণ		
১	২	৩	৪	৫
মহিলা ও শিশু বিষয়ক মন্ত্রণালয়ঃ	১। মহিলা সহায়তা কর্মসূচী।	১৮/০৭/০১	মোঃ ফজলুল হক, সহকারী পরিচালক	সমাপ্ত প্রকল্প। প্রতিবেদন প্রক্রিয়াধীন।
মহিলা বিষয়ক অধিদপ্তর	২। বেসরকারী সংগঠন সমূহের দরিদ্র মহিলা ও শিশুদের জন্য সমষ্টিভিত্তিক কর্মসূচী প্রকল্প।	২৮/১০/০১	মোঃ ফজলুল হক, সহকারী পরিচালক	সমাপ্ত প্রকল্প। প্রতিবেদন প্রক্রিয়াধীন।
	৩। গ্রামীণ মহিলাদের জন্য কর্মসংস্থান সৃষ্টি প্রকল্প (২য় পর্যায়) ২৭৭৩৯ (.....) ১৯৯৯-২০০৪ অনুমোদিত।	২৯/১০/০১	মোঃ ফজলুল হক, সহকারী পরিচালক	বিনিয়োগ প্রকল্প। প্রতিবেদন প্রক্রিয়াধীন।
	৪। শিশু একাডেমির কার্যক্রম শক্তিশালীকরণ ও বর্ধিত করণ প্রকল্প।	১৮/০৯/০১	মোঃ ফজলুল হক, সহকারী পরিচালক	বিনিয়োগ প্রকল্প। প্রতিবেদন প্রক্রিয়াধীন।
জাতীয় মহিলা সংস্থা	৫। মহিলা উদ্যোক্তা উন্নয়ন প্রকল্প (২য় পর্যায়) ১৯৪৬৫৯ (১৭৩৪০৬) ১৯৯৮-২০০৩ অনুমোদিত	৩০/১০/০১	মোঃ ফজলুল হক, সহকারী পরিচালক	বিনিয়োগ প্রকল্প। সাহায্যপুষ্ট প্রকল্প। প্রতিবেদন প্রক্রিয়াধীন।
		২৮/১১/০১	মোঃ ফজলুল হক, সহকারী পরিচালক	সাহায্যপুষ্ট প্রকল্প। প্রতিবেদন প্রক্রিয়াধীন।
		০৬/০৩/২০০২	মোহাম্মদ আবদুল হালিম, পরিচালক	প্রতিবেদন দাখিল করা হয়েছে।
	৬। জাতীয় মহিলা সংস্থা কমপ্লেক্স প্রকল্প ১০৬০৬০ (-) ১৯৯৮-২০০২ অনুমোদিত	২৮/১১/০১	মোঃ ফজলুল হক, সহকারী পরিচালক	সমাপ্ত প্রকল্প। প্রতিবেদন প্রক্রিয়াধীন।
	৭। স্ট্রেটেনিং ইলেকশন কমিশন ফর ইমপ্রুভমেন্ট ইন দি ইলেকটোরাল প্রসেস প্রকল্প	১৭/০৭/০১	এস.এম. আরশাদ ইমাম, সহকারী পরিচালক	টিএ প্রকল্প। প্রতিবেদন প্রক্রিয়াধীন।
২৪/০৩/২০০২		মোহাম্মদ আবদুল হালিম, পরিচালক	ঐ	

মন্ত্রণালয়/ বিভাগ/সংস্থা	প্রকল্পের নাম প্রাক্কলিত ব্যয় (প্রঃ সাঃ) বাস্তবায়ন কাল অনুমোদনের পর্যায়	তারিখ	কর্মকর্তাদের নাম ও পদবী	* মন্তব্য (প্রকল্পের ধরণ ও প্রতিবেদন প্রেরণের বর্তমান অবস্থা)
		পরিদর্শনের প্রতিবেদন প্রেরণ		
১	২	৩	৪	৫
জাতীয় মহিলা সংস্থা	৮। নগরভিত্তিক মহিলা উন্নয়ন প্রকল্প (২য় পর্যায়) ১০৫৭.৮০ (-) ১৯৯৬ - ২০০৩ অনুমোদিত	২১/০১/২০০২	মোহাম্মদ আবদুল হালিম, পরিচালক	১। দারিদ্র বিমোচনমূলক ২। প্রতিবেদন প্রক্রিয়াধীন ৩। WID প্রকল্প।
	৯। গ্রামীণ মহিলা উন্নয়ন প্রকল্প (২য় পর্যায়) ৯৯৯.৯৫ (-) ১৯৯৯ - ২০০৪ অনুমোদিত	২০/০১/২০০২	মোহাম্মদ আবদুল হালিম, পরিচালক	১। দারিদ্র বিমোচনমূলক ২। প্রতিবেদন প্রণয়নাধীন ৩। WID প্রকল্প।
	১০। জাতীয় মহিলা উন্নয়ন প্রকল্প (২য় পর্যায়) ১৬০.৬০ (-) জানুয়ারী '৯৮ - জুন ২০০২	২৪/০৩/২০০২	ঐ	সমাপ্তির জন্য নির্ধারিত প্রতিবেদন প্রণয়নাধীন
	১১। ঋণ নিরাপত্তাহীন দারিদ্র মহিলাদের উন্নয়ন ৯০৯১.৩৯ (-) জুলাই/৯৮-জুন/২০০২ অনুমোদিত	২৮/০৫/০২	কাজী মোখলেসুর রহমান সহকারী পরিচালক	প্রণয়নাধীন (দারিদ্র বিমোচনমূলক)
	১২। শিশু উন্নয়ন ও শিশু পাচার প্রতিরোধ কল্পে সমন্বিত কর্মসূচী ৯৯৯.১৮ (-) জান/২০০০ - ডিসে/২০০২	২৯/০৫/২০০২	কাজী মোখলেসুর রহমান সহকারী পরিচালক	প্রণয়নাধীন (দারিদ্র বিমোচনমূলক)

গণপ্রজাতন্ত্রী বাংলাদেশ সরকার  
মহিলা বিষয়ক অধিদপ্তর

জাতীয় মহিলা প্রশিক্ষণ ও উন্নয়ন একাডেমী

### মহিলা প্রশিক্ষণ কেন্দ্রের জন্য প্রতিবেদন হুক

সেপ্টেম্বর / ০২ মাসের প্রতিবেদন।

প্রতিবেদনের অবস্থা	ঃ অসম্পূর্ণ	স্মারক নং	ঃ জেমবিককা/গাজী/৩৪/০২
	ঃ সম্পূর্ণ	প্রতিবেদন প্রাপক	ঃ মহা পরিচালক
মহিলা প্রশিক্ষণ কেন্দ্রের নাম	ঃ জেলা মহিলা বিষয়ক কর্মকর্তার কার্যালয়, গাজীপুর	পদবী ও ঠিকানা	ঃ মহিলা বিষয়ক অধিদপ্তর, ঢাকা
থানা/পৌরসভা	ঃ	প্রতিবেদন প্রেরক	ঃ জেলা মহিলা বিষয়ক কর্মকর্তা
জেলা	ঃ	পদবী ও ঠিকানা	ঃ জেলা মহিলা বিষয়ক কর্মকর্তার কার্যালয়, গাজীপুর।

থানা/ পৌরসভা কোড	থানা / পৌরসভা কেন্দ্রের নাম	মহিলা প্রশিক্ষণ কেন্দ্রের নাম	নোট কেন্দ্রের সংখ্যা	প্রতিবেদনকারী কেন্দ্রের সংখ্যা	কার্ডধারী মহিলাদের সংখ্যা		বিতরণকৃত গণের পরিমাণ (মেঃ টন)	প্রতিবেদন মাসে সঞ্চয় কর্মসূচীতে অংশগ্রহণকারী মহিলাদের সংখ্যা		সঞ্চিত আর্থের পরিমাণ (টাকা)	
					বরাদ্দকৃত	প্রকৃত		ব্যক্তিগত হিসাব	যৌথ হিসাব	ব্যক্তিগত হিসাব	যৌথ হিসাব
১	২	৩	৪	৫	৬ (ক)	৬ (খ)	৭	৮ (ক)	৮ (খ)	৯ (ক)	৯ (খ)
	গাজীপুর	জেলা মহিলা বিষয়ক কর্মকর্তার কার্যালয়, গাজীপুর।	১ টি	১ টি	৫০ জন	৪৬ জন	১৩৮০ কেজি		৪৬ জন		১১৫০/-
	শ্রীপুর	জেলা মহিলা বিষয়ক কর্মকর্তার কার্যালয়, গাজীপুর।	১ টি	১ টি	৩০ জন	৩০ জন	৯০০ কেজি		৩০ জন		৭৫০/-







কোড নম্বর (প্রথম পৃষ্ঠার অনুসূচী)	ধানা/ইউনিয়নের নাম	সঞ্চয় স্থানে অংশগ্রহণকারী মহিলার সংখ্যা*		প্রতিবেদনের মাসে সঞ্চয় খাতে টাকা জমার পরিমাণ		শুরু থেকে প্রতিবেদনের মাস পর্যন্ত ব্যাংক, পোস্ট অফিস/বেসরকারী সংস্থার সঞ্চয় স্কীমে মোট পুঞ্জীভূত টাকার পরিমাণ		মন্তব্য
		ব্যক্তিগত হিসাব	যৌত হিসাব	ব্যক্তিগত হিসাব	যৌত হিসাব	ব্যক্তিগত হিসাব	যৌত হিসাব	
৬২০১	মির্জাপুর	৩০		৭৫০/-		১৪,২৫০/-		
	কাউলতিয়া	৩০		৭৫০/-		১৪,২৫০/-		
	বাসন	-	৩০	-	৭৫০/-	-	১৪,২৫০/-	
	কোনাবাড়ী	৩০		৭৫০/-		১৪,২৫০/-		
	কাশিমপুর	৩০		৭৫০/-		১৪,২৫০/-		
	গাছ	৩০		৭৫০/-		১৪,২৫০/-		
	বাড়ীয়া	৩০		৭৫০/-		১৪,২৫০/-		
	পুঝাইল	-	৩০	-	৭৫০/-	-	১৪,২৫০/-	
	মোট	১৮০	৬০	৪,৫০০/-	১,৫০০/-	৮৫,৫০০/-	২৮,৫০০/-	

প্রতিবেদন প্রদানকারী কর্মকর্তার নাম :  
 পদবী :  
 স্বাক্ষর :  
 তারিখ :

\* বেসরকারী সংস্থায় জমাকৃত (ব্রাক এবং অন্যান্য) সঞ্চয়ের..... প্রতিবেদন যোগ করতে হবে।

গণপ্রজাতন্ত্রী বাংলাদেশ সরকার  
উপজেলা নির্বাহী অফিসারের কার্যালয়  
গাজীপুর সদর, গাজীপুর।

স্মারক নং - ত্রাণ/৪৫

তারিখঃ -

প্রেরক :- উপজেলা নির্বাহী অফিসার  
গাজীপুর সদর, গাজীপুর।

প্রাপক :- চেয়ারম্যান..... ইউঃ পিঃ (সকল)  
গাজীপুর সদর, গাজীপুর।

বিষয় :- বি.জি. ডি এর গম বিতরণের সুনির্দিষ্ট তফসীল প্রদান প্রসঙ্গে।

সূত্র :- নং - মসিবিম/শা-৭/১৭/২০০০ সিফাল/৩৪০ তাং - ৮-১১-২০০০

সূত্রে উল্লিখিত স্মারকের প্রেক্ষিতে জানানো যাইতেছে যে, ভিজিডি কর্মসূচীর আওতাভুক্ত ইউঃ পিঃ ভিজিডির উপ-প্রকল্পের গম বিতরণের কার্যক্রম নিবন্ধপভাবে সম্পন্ন করার জন্য অনুরোধ করা হইল।

ক্রঃনং	ইউনিয়নের নাম	প্রতি মাসে গম বিতরণের নির্ধারিত তারিখ	বিতরণ তদারকী কর্মকর্তার পদবী
১।	মির্জাপুর	প্রতি মাসের ১৬ তারিখ	উপজেলা সমাজ সেবা কর্মকর্তা।
২।	কাউলতিয়া	" " ১৬ "	উপজেলা পশু সম্পদ কর্মকর্তা।
৩।	বাসন	" " ১৭ "	উপজেলা মৎস্য কর্মকর্তা।
৪।	গাছা	" " ১৭ "	উপজেলা আনসার ও ভিডিপি কর্মকর্তা।
৫।	কোনাবাড়ী	" " ১৮ "	উপজেলা কৃষি কর্মকর্তা।
৬।	কাশিমপুর	" " ১৮ "	উপজেলা পরিসংখ্যান কর্মকর্তা।
৭।	বাড়ীয়া	" " ১৯ "	উপজেলা সমবায় কর্মকর্তা।
৮।	পুবাইল	" " ১৯ "	উপজেলা পল্লী উন্নয়ন কর্মকর্তা।

নির্ধারিত গম বিতরণ তারিখে সরকারী কোন বন্ধ থাকিলে পরবর্তী কার্যদিবসে গম বিতরণ করিতে হইবে।

স্মারক নং - ত্রাণ/৪৫

স্বাক্ষর xxxxxxxxxxxxxxxx

উপজেলা নির্বাহী অফিসার  
গাজীপুর সদর, গাজীপুর।

তাং - ১৫/৪/০২ ইং

অনুলিপি সদয় অবগতি ও প্রয়োজনীয় ব্যবস্থা গ্রহণের জন্য প্রেরণ করা হইলঃ

- ১। জেলা প্রশাসক, গাজীপুর।
- ২। জেলা ত্রাণ ও পুনর্বাসন কর্মকর্তা, গাজীপুর।
- ৩। উপজেলা ..... কর্মকর্তা, গাজীপুর।
- ৪। কান্ট্রি ডাইরেক্টর, বিশ্ব খাদ্য কর্মসূচী, আইডিবি ভবন, আগারগাঁও, ঢাকা।

স্বাক্ষর xxxxxxxxxxxxxxxx

উপজেলা নির্বাহী অফিসার  
গাজীপুর সদর, গাজীপুর।

তাং - ১৫/৪/০২ ইং

## ভিজিডি কর্মসূচীর উপকার ভূগীদের পরামর্শ সভা

ইউনিয়নঃ ..... উপজেলাঃ গাজীপুর সদর

জেলা - গাজীপুর।

## “ ছক ”

ক্রমিক	মাসের নাম	বক্তব্য	বিষয়	সময়
১।	মে / ২০০২	চেয়ারম্যান ইউনিয়ন পরিষদ	খাদ্য সামগ্রী ব্যবহার	সকাল ১০.০০ ঘটিকা হইতে ১১.০০ "
২।	জুন / ২০০২	সচিব ইউনিয়ন পরিষদ	সঞ্চয়	- ঐ -
৩।	জুলাই / ২০০২	জনাব ..... সদস্য ইউ, পি	হাঁস মুরগী পালন	- ঐ -
৪।	আগস্ট / ২০০২	জনাব .....	পরিবার পরিকল্পনা	- ঐ -
৫।	সেপ্টেম্বর / ২০০২	সদস্য ইউ, পি	- ঐ -	- ঐ -
৬।	অক্টোবর / ২০০২	জনাব .....	গাছ লাগানো	- ঐ -
৭।	নভেম্বর / ২০০২	সদস্য ইউ, পি	সবজী চাষ	- ঐ -
৮।	ডিসেম্বর / ২০০২	জনাব .....	ক্ষুদ্র আকারের ব্যবসা	- ঐ -

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