Role of Implementation Monitoring and Evaluation Division (IMED) in Project Monitoring and Evaluation: A Study of Selected ADP Projects of Bangladesh Railway, LGED and Power Division

By

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MPPG 10th Batch

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Dedicated to

My Parents & Family

Declaration

I declare that the dissertation entitled **"Role of Implementation Monitoring and Evaluation Division (IMED) in Project Monitoring and Evaluation: A Study of Selected ADP Projects of Bangladesh Railway, LGED and Power Division"** submitted to the PPG Program of North South University, Bangladesh for the Degree of Master in Public Policy and Governance (MPPG) is an original work of mine. No part of it, in any form, has been copied from other sources without acknowledgement or submitted to any other university or institute for any degree or diploma. Views and expressions of the thesis bear the responsibility of mine with the exclusion of PPG for any errors and omissions to it.

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Abstract

Monitoring and Evaluation (M&E) are key drivers to make progress in public investment activities. At the national, sector, and subnational levels, M&E can give unique information regarding the performance of government policies, programs, and projects. It can tell us what works and what doesn't, as well as why. M&E also gives data on a government's performance, as well as the performance of specific ministries and agencies, as well as managers and their workforce. Highlighting examples of good practice and poor practice can help improve performance (Lopez et al., 2012:2-3). With a focus on government performance, a number of governments have established formal systems for monitoring and assessing their performance on a regular, scheduled, and systematic basis, with the goal of improving it (p.3). In light of the above scenario, development partners in Bangladesh also wanted to ensure proper and judicious expenditure in development projects to meet the desired output. Because development partners have been financing a large amount of money in development projects in the country. This was one of the driving forces behind the establishment of IMED (Implementation Monitoring and Evaluation Division) in Bangladesh.

The staff of IMED, along with outsourced firms employed by IMED, conduct monitoring and evaluation tasks for ADP projects. Different development plans in Bangladesh have given special importance to reform the present M&E system of IMED and to transform it into a result-based M&E management being equipped with IT for ensuring efficient and transparent services. Henceforth roles and capacity of IMED and its relevant agencies in contributing projects' performance should be measured to find out any gap existing in the activities of IMED.

The research was developed by applying a mixed approach. The interviewees are mainly staff of IMED, while the respondents (N=41) are the employees of 16 ADP projects of Bangladesh Railway, LGED and Power Division, and of two evaluation units of LGED (Local Government Engineering Division) and DOICT (Directorate of Information and Communication Technology). Simon Priest's (2001) model on process evaluation and outcome evaluation of program were used to validate the

analytical framework of the research. In most cases both sides (interviewees and respondents) opinions were compared to cross check each other's views. Then problems were traced out. The gist of the finding disclosed that IMED staff have enough capacity (in the case of qualification) to monitor and evaluate ADP projects, but the institutional capacity of the organization is moderate and needs to be developed.

Monitoring procedures and reporting formats were found as conventional. Online monitoring system exists in IMED. However, the system is partly effective in regard to its usage. There is a lack of coordination of work between IMED and projects, which needs to be addressed in order to provide timely reporting and solve problems quickly. It was opined that engineering background professionals could assist in improving monitoring and evaluation of technical projects.

"Keywords:" IMED, monitoring, evaluation, mixed approach, institutional capacity, reporting formats, online monitoring, coordination of work, technical projects

Table of Contents

List of Tables

List of Figures

List of Boxes in Literature Review

Annex I

List of Charts

Abbreviation & Acronyms

Abbreviations	Acronyms
ADP	Annual Development Programs
APA	Annual Performance Agreement
BBS	Bangladesh Bureau of Statistics
BIDS	Bangladesh Institute of Development Studies
CPD	Centre for Policy Dialogue
DOIT	Directorate of Information & Communication Technology
ECNEC	Executive Committee of National Economic Council
IMED	Implementation Monitoring & Evaluation Division
LGD	Local Government Division
LGED	Local Government Engineering Division
M&E	Monitoring & Evaluation
NEC	National Economic Council
PIC	Planning and Implementation Cell
RBM&E	Result Based Monitoring & Evaluation

CHAPTER I

INTRODUCTION

1.1 Introduction

Governments and organizations around the world are under continual and increasing pressure to respond to demands for good governance, accountability and transparency, improved development effectiveness, and the delivery of tangible results from internal and external stakeholders. Stakeholders interested in improved performance include governments, parliaments, individuals, the private sector, non-governmental organizations (NGO), civil society, international organizations, and donors. As the need for increased accountability and results has grown, so has the need for a practical and usable results-based monitoring and evaluation system to support management policies, programs, and projects (Ergens and Kusek, 2010:01). This raises alarming questions about the effectiveness of the government's monitoring and evaluation (M&E) system in all areas. To meet the government's developmental mission and long-term initiatives, M&E systems must be strengthened so that trustworthy information on progress and deviations in achieving developmental goals may be provided. M&E is a powerful public management tool that may help governments and organizations achieve better results. Governments require effective performance systems in the same way as they require good financial, human resource, and accountability systems (Kusek and Rist, 2004: xi).

Monitoring and evaluation have taken a critical turn in various countries to meet the above demands, particularly in a bid to achieve the desired goal by improving project management efficiency, accountability, and transparency, and their "result-oriented performance management system" is becoming the preferred option. Bangladesh is not different from that. As a result, several initiatives are being made to improve the efficiency of its development investments. And one major drive is the introduction of the Annual Performance Agreement (APA)[1]by the Prime Minister's Office. It is a tool

[1]Annual Performance Agreements (APAs) is a contract between the Cabinet Division as the 1st party and all other ministries/divisions as the 2nd parties. Main purposes of introducing Annual Performance Agreement are: (a) moving the focus of the ministry from process-orientation to result-

to assess with a specific 'target with value' to understand the progress of the planned activities by the concerned departments (M&E Policy Study, 2019: 01).

The government of Bangladesh, like other developing countries of the world, seeks to mobilize scarce resources to obtain the desired rate of growth through pragmatic national development plans and setting target figures for the output of each sector activity in different time frames.

As Bangladesh has a mixed economy, most of the capital investment in Bangladesh is made in the public sector and the activity of the private sector is still limited to agriculture, services, and small and medium industrial enterprises. In the eighties, under the process of decentralized administration, a limited devolution of planning responsibilities was given to the Upazilas[2] (sub-district), a unit of local government administration. The Upazilas have been given the responsibilities of planning and implementation only of the local level projects and programs. In fact, the entire responsibility of planning and administration of the country and the management of the projects is done through a number of institutions and organizations with specific tasks. The central planning organization in Bangladesh is the Planning Commission, and the apex is the National Economic Council (NEC), which is the highest policy-making body of the government in planning, economic matters, trade policy, and development functions. In order to implement the planned program, the respective ministries and executive agencies have their planning cell or Planning and Implementation Cell (PIC). At the national level, the implementation of projects is monitored and evaluated by the Implementation Monitoring and Evaluation Division (IMED) of the Ministry of Planning.

1.2 Background of the Study

The development plans of the government of Bangladesh, for example, perspective plan, Vision 21, as well as the 6th (2011-2015) and 7th (2016-2020) Five Year Plans,

orientation, and (b) providing an objective and fair basis to evaluate overall performance of the ministry/division at the end of the year.

[2]Formerly called Thana is an administrative region in Bangladesh. They function as sub-units of districts.

have placed a high priority on reforming IMED's current M&E system and transforming it into a Result-Based M&E(RBM&E) management that is equipped with technology to ensure efficient and transparent services. According to the 6th Five-Year Plan, in the framework of Vision 21, Result-Based M&E will be crucial in assisting the government in tracking and monitoring progress toward the respective targets. According to the plan, implementing RBM&E would assist the government in bringing about fundamental cultural change, resulting in improved performance, more accountability and transparency, and the creation of a knowledge foundation for better future project planning. The 7th Five Year Plan has frequently stated that the IMED must take the required steps to replace traditional M&E with RBM&E, and that this will need the development of IMED's capacity, accountability, and functions, as well as the establishment of a policy framework (M&E Policy Study,2019:01).

On the other hand, Bangladesh has been on the UN's list of Least Developed Countries (LDCs) since 1975. The country met the criterion to be categorized as a developing country in March 2018. ("Least developed country category: Bangladesh profile, Department of Economic and Social Affairs," n.d.). Since independence, the country has made a conscious effort to devote a significant percentage of its budget to Annual Development Programs. For example, the overall budget for FY 2018-19 was 2,53,556 crores[3], with the ADP[4] budget at 2,02,721 crores ("Development Expenditure," n.d.). However, because of budget constraints, the country's ADP projects are far from being developed and completed on schedule. Budget allocation for projects is frequently amended, resulting in cost overruns. Another reason for project cost overruns is design flaws. To a considerable extent, a lack of professionalism in project management causes late project start-up and conclusion. Bangladesh's Implementation Monitoring & Evaluation Division (IMED) is in charge of monitoring and analyzing the Annual Development Program's development projects. It is also responsible for inspecting field projects and reporting to the President and relevant ministers of Bangladesh. IMED's project evaluation and monitoring

[3]BDT 1 crore= USD 116,786.20(in case of USD 1=BDT 85.62)

[4]ADP denotes Annual Development Programs, an organized list of projects in various sectors and allocations for them for a year out of a five-year plan period for implementation of the government's development policies, programs and investments in the plan.

efficiency in Bangladesh, on the other hand, is not up to par. How much IMED has been contributing to its project assessment and monitoring operations is a critical consideration for the projects' overall development.

1.3 Statement of the Problem

Due to a lack of people and experience, IMED is unable to conduct adequate impact evaluations for the majority of projects (Mostofa Amir, 2017:36). As a result, IMED outsources in-depth evaluation of some ongoing projects and impact assessments of some completed ones, but the evaluators' reports ultimately fail to raise awareness among policymakers and government line ministries and agencies. Poor-quality reporting is caused by erroneous external consultant appointments, an insufficient budget, and a lack of time for project evaluation. Individual consultants or consulting firms are sometimes recruited without following a proper tender-evaluation process. IMED does not conduct in-depth or impact evaluations of development projects in the majority of cases (Kabir, 2017).

There is widespread media coverage and discussion that IMED just supervises expenditures of ADP projects without properly monitoring and evaluating the projects. It is also heard that the reporting standard of IMED on projects involves mainly just a project progress report, which is a sign of conventional reporting. For projects' in-depth monitoring and impact evaluation, IMED largely depends on outsourcing. IMED, the government's core organization for monitoring and evaluating ADP projects, spends a lot of money on monitoring, but its roles in increasing project efficiency and effectiveness have yet to be studied.

IMED does not have any engineering or technical background manpower for monitoring and evaluating the projects that are technical in nature. General senses indicate that technical professionals are required to deal with the issue. What does IMED think regarding the issue that should be explored to resolve the concern?

With the digitalization of work processes, improvements in communication between service givers and service recipients have increased. It also saves time and money. Like many organizations, IMED uses software called PMIS (Project Monitoring

Information System). Whether the software has been working properly needs to be evaluated for evaluating the working performance of IMED.

1.4 Significance of the Research

Public investment, according to some scholars, has a positive impact on development (Scandizzo and Sanguinetti, 2009; Roland-Hurst, 2006; cited in United Nations, 2009). They stressed the necessity of government investment in enhancing household quality of life, especially in low-income and developing market nations. Government expenditure on education and health care improves not only an individual's human capital but also society's collective human capital in the long run (United Nations, 2009). The IMF (2014) argues that while investment can yield a big growth dividend, the dividend will be reduced if government investment is inefficient. In efficient advanced economies, for example, the impact of public investment on economic production was 0.15 percentage points greater in the same year and 1.0 percentage points greater after four years than in inefficient emerging countries (cited in Mostofa Amir, 2017:09).

While significant resources are spent monitoring project implementation efficiency, little emphasis is paid to reviewing the success and long-term viability of public-sector projects (Bamberge, 1989). …Evaluation will improve in general as a result of increased need for accountability and openness, as well as more information and learning created as a result of capacity-building operations (Tamondong, 2016:58).

Because of the significant investment in ADP projects, the researcher believes that project management should be well-equipped, and the output, as well as the outcome, of the projects should be outstanding. As IMED deals with project monitoring and evaluation, the agency should have a large contribution in regard to sound project management activities. Lack of professionalism among IMED's staff is also a concern, which could result in improper monitoring and evaluation outputs. IMED's low performance could be derived from ineffective project management, a lack of human resource development, and other factors.

Bangladesh is still a developing country, and to reach the category of a developed country, its development projects have to be nurtured carefully and smoothly. Generally, the necessity of projects is crucial when a country is on the way to development. When maximum development is accomplished, the need for further projects decreases gradually. As IMED is the country's supreme institution for monitoring and evaluation of ADP projects, its roles are crucial for the overall development of projects.

1.5 Rationale of the Study

In the context of Bangladesh, the researcher did not find any exact studies on the role of IMED in project monitoring and evaluation. However, as IMED is the apex body for project monitoring and evaluation, it is urgent to assess the contribution and capacity of IMED regarding projects' performance. Revisions and delayed completion of projects are very frequent in Bangladesh. It is also crucial to analyze to what extent IMED deals with revision and delayed completion matters of the projects. There could be relationships between the capacity and power of IMED and projects' performance. IMED's poor capacity surely impacts projects' quality and progress.

Donor countries' demands concerning transparency and accountability of projects for efficient usage of financial and non-financial resources are also high. To stand with developed countries, there are very few alternatives for Bangladesh to complete its ADP programs and projects efficiently. Without efficient management of projects, proper output and outcome of projects will never be achieved, and in this way, a huge waste of money will take place. Through proper monitoring and evaluation of projects, IMED can contribute to achieving the desired output and outcome of projects. Henceforth, enhancing capacity building of IMED is essential to ensure appropriate development activities in the country.

This study is set to explore the role of IMED in improving Annual Development Programs' projects performance by examining IMED's rules, regulation, capacity and working strategies as well.

1.6 Objective of the Research

Thus, the objective of the research is to assess the overall contribution of IMED in project monitoring and evaluation in Bangladesh.

1.7 Research Questions

In order to reach the objective, the research will try to find the answer of the following research questions---

1. To what extent are the processes followed by IMED for project monitoring and evaluation effective?
2. Does IMED have enough capacity to monitor and evaluate the projects under ADP?

1.8 Focus Area of the Study

The research covered the Implementation Monitoring and Evaluation Division (IMED) and eighteen ADP projects under the Ministry of Railways, Local Government Division (LGD), and Power Division for the research. Of the eighteen ADP projects, two were completed and the other sixteen were ongoing projects. Monitoring and evaluation units of LGED and DOICT (Directorate of Information and Communication Technology) were also covered in this research. Relevant data was collected from IMED, Bangladesh Railway, and LGED. The researcher chose ongoing projects to assess monitoring performance of IMED while completed projects to appraise the evaluation performance of the agency.

1.9 Chapter Outline

The thesis is formulated with six chapters. The first chapter introduced the background, significance, scope, and objective of the research. The second chapter dealt with relevant literature review, while the third chapter is about the detailed methodology of the study. The fourth chapter described the evolution of the Implementation Monitoring and Evaluation Division (IMED) in Bangladesh and its activities. Chapter five covered the data analysis of the research. Finally, the researcher briefed the overall findings, summary and limitations of the study in chapter six.

CHAPTER II

REVIEW OF LITERATURE AND THEORETICAL FRAMEWORK

2.1 Introduction

The literature review of this study is to understand what other researchers' opinions are or their findings regarding relevant topics and the gaps that they did not mention. It is also necessary to clarify the concept of the research topic and the keywords by analyzing others' relevant works. An overall understanding of the framework and the components of M&E is essential for an overall understanding of its cycle. Discussion on relevant theories of M&E can assist in developing an analytical framework for the research.

2.2 Conceptualization Monitoring and Evaluation

Generally, monitoring and evaluation are looked at as synonyms. In reality, both are interdependent, and "Monitoring and Evaluation" together is treated as an important management tool that is necessary to track the progress and facilitate decision making for present and future interventions. Monitoring & Evaluation, in brief, is a basket of tools to assess whether community development projects have succeeded or failed.

2.2.1 Monitoring

"Monitoring" is the process of collecting and analyzing data on program implementation on a regular basis (weekly, monthly, quarterly, or annually), with the goal of ensuring that programs are functioning properly and making necessary adjustments. Monitoring frequently involves tracking inputs, processes, and outputs using administrative data; program outcomes and impacts may also be included (WHO, 2018:124).

In case of project monitoring, monitoring is defined as the concurrent process of tracking the implementation of activities of the project and attaining its planned outputs. It helps to provide real time information of the progress of the project in terms of completing its activities and achieving its immediate outputs, both in terms of quality and target. Monitoring, thus, is an activity to see if an ongoing project is proceeding on track. It entails systematically gathering data in order to offer real-

time information on implementation progress and achievement of intended results to all stakeholders (managers, funders, and participants) (Singh et al., 2017:27).

Monitoring is a continuous function that collects data on specific indicators in order to give management and key stakeholders with information about an ongoing development intervention. This is defined by indicators of success and achievement of goals, as well as progress in the use of given funds. An ongoing or completed project, program, or policy is evaluated in terms of its design, implementation, and outcomes in a systematic and objective manner. The goal is to determine the relevance and achievement of objectives, as well as development efficiency, effectiveness, impact, and long-term viability (W.K. and Eoc, 2015).

The Organization for Economic Cooperation and Development (Development Assistance Committee, 2010:27) defines monitoring as-

> A continuous function that uses the systematic gathering of data on specified indicators to offer management and key stakeholders with indications of the extent of progress and achievement of objectives, as well as progress in the use of allocated funds, in an ongoing development intervention. The principal step to monitor policy, program or project implementation is to develop unambiguous indicators.

The following facts are analyzed in the process of monitoring of plans, strategies, programs and projects:

1. If the agencies have access to and employ the resources within the parameters of an agreed-upon budget and timeline.

2. If the intended actions are carried out and the outcomes are delivered on time and on budget.

3. What is the implementing agencies' capacity for implementation?

4. What types of hazards are there, and what steps are being done to mitigate them?

Data and information on the aforementioned factors are continuously collected, processed, and reported throughout monitoring in a systematic and time-bound manner. This aids in the early detection of issues and the implementation of corrective measures before it is too late (M & E Policy Study, 2019:07).

2.2.2 Evaluation

"Evaluation" refers to a more thorough examination of a program; it is usually carried out at specific intervals and focuses on the program's long-term outcomes and effects (WHO, 2018:124). Evaluation is defined as systematic research to see if a program can achieve its intended outcomes and impacts. Evaluation is done firstly to see whether the envisaged objectives and goals have been achieved or not, and secondly, to see whether the achievement is because of the project interventions. It should assess the magnitude of change in the outcome and impact and whether the change in the outcome or the impact can be attributed to the project intervention. Evaluation assesses if there is any deviation from the goals and the objectives, and whether it can confidently be said that the objectives are achieved only because of project intervention (Singh et al., 2017:28).

Evaluation is a “systematic and objective assessment of an ongoing or completed program, project or policy including its design, implementation and results with the intent of determining the relevance and fulfillment of predetermined objectives, development efficiency, effectiveness, impact and sustainability” (Development Assistance Committee, 2010:21). An evaluation provides reliable and valuable data, allowing lessons learnt to be incorporated into the decision-making process. Weiss (1998:4) defined evaluation as the systematic evaluation of a program's, project's, or policy's results against a set of stated or implicit criteria as a method of contributing to the program's, project's, or policy's improvement.

2.2.3 Major functions of monitoring and evaluation

- ✓ regularly assess whether plans are progressing as expected or whether adjustments to the scale of the intervention or combination of interventions are required.
- ✓ allocate resources to the populations most in need in order to achieve the greatest possible public health impact;
- ✓ account for the funding received to allow the public, elected representatives, and donors to determine whether they are receiving value for money;

- ✓ determine if the program's goals were reached, as well as what worked and what didn't, in order to develop more efficient and successful programs;

The various definitions of evaluation and monitoring should not be perceived as an attempt to distinguish or separate the concepts but rather to provide a comparison. Although the concepts evaluation and monitoring are distinct, they are interrelated, as noted earlier. Table **2.1** demonstrates the matter.

Table 2.1

Complementary role of Monitoring and Evaluation

Monitoring	Evaluation
Clarifies the goals of a policy, program, or initiative.	Analyzes why specified objectives were met or not met
Connect actions and their resources to goals	Assesses the causal contributions of certain actions to the outcomes.
Sets goals and converts objectives into performance metrics.	Examine the procedures of implementation.
Collects data on indicators on a regular basis and compares actual outcomes to objectives.	Investigates unanticipated consequences
Managers are updated on progress and are notified of any issues.	Provides lessons, acknowledges notable achievements, and makes suggestions for development.

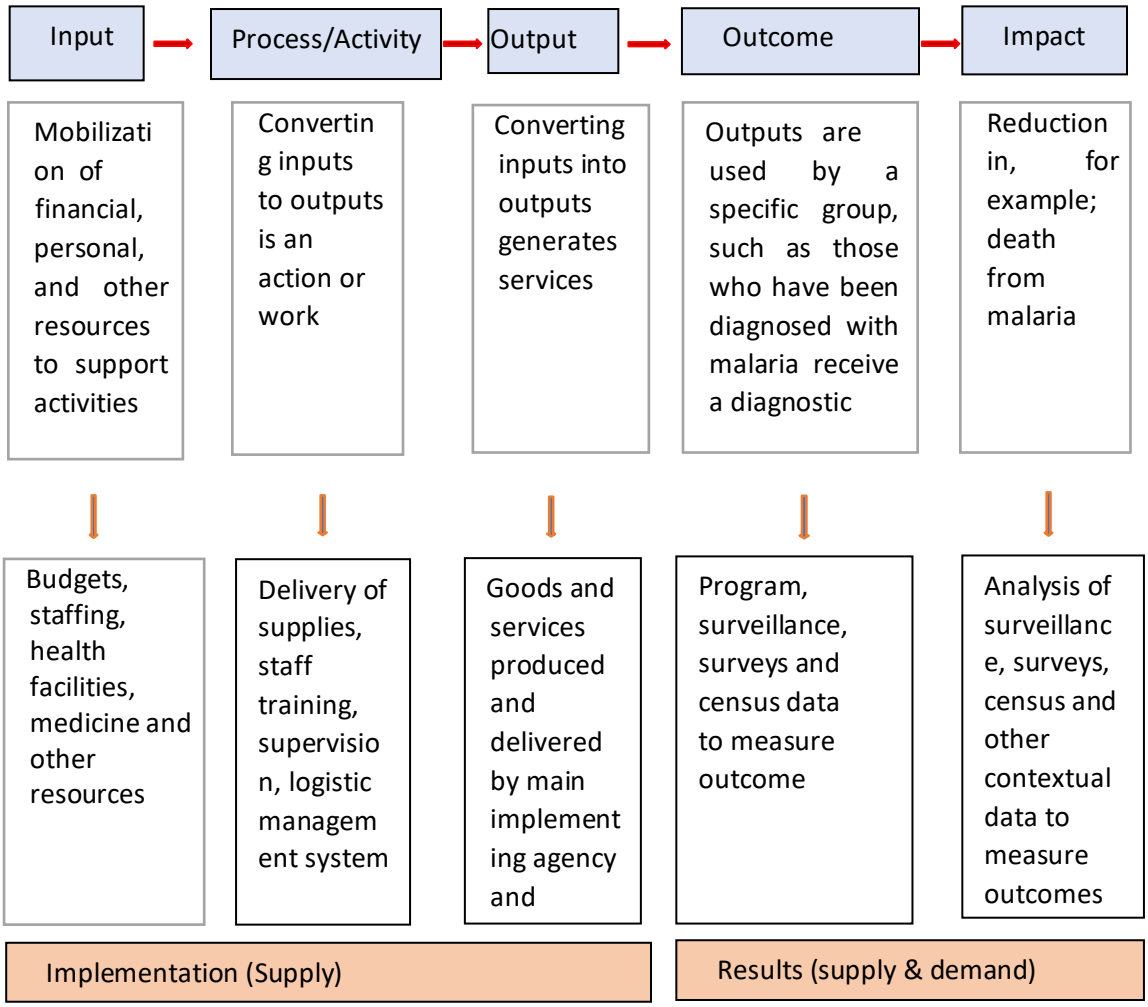
"Adapted from" Kusek and Rist (2004:14)

2.2.4 Monitoring & Evaluation Framework and Components

Monitoring and evaluation revolve around input, activities, performance standards, indicators, target, output, outcome and impact. These concepts form an indispensable part of monitoring & evaluation. **Fig 2.1** describes these in detail.

Fig 2.1

Monitoring and evaluation framework: from input to impact



Source: World Health Organization (2018:125)

i. Input

All the resources that go into the generation of service delivery output are referred to as input (Republic of South Africa, 2007:2). Government institutions require money, people, equipment, and buildings to deliver services and goods to the general public. Input refers to the resources that the official employs to complete the task. The resources used are taken into account when a policy, project, or program is monitored and assessed. In the case of IMED, its budget is inextricably linked to its input. A training budget is required to advance in professional life for IMED staff that enhances the capacity of IMED.

ii. Process/Activity

Activities are the most efficient way to carry out a policy, program, or initiative. Activity is defined by the Development Assistance Committee (2010:15) as "an action or unit of works in which resources such as money, people, facilities, and equipment are mobilized to achieve specific goals." M&E continues to emphasize activity. M&E keeps track of the inputs, actions, and output outcomes in relation to the targets and indicators, and makes adjustments to these processes and activities as needed. For IMED process/activity could be its procedures of monitoring and the monitoring tools the IMED uses. Applying proper monitoring and evaluation procedures could bring efficiency and effectiveness in IMED.

iii. Output

Output refers to the products, capital goods, and services that are produced as a consequence of a development intervention, as well as any changes that occur as a result of the intervention that are significant to the accomplishment of outcomes (Mackay, 2007:141). As previously stated, the output in the M&E environment makes it simple for the M&E system to detect deviation and activate early warning during or after implementation. "It is critical that the output be deliverable within the corresponding cycle," writes Ijeoma (2014:27), "and typically, more than one output is required to achieve an outcome." Monitoring and evaluation reports can be considered output of IMED.

iv. Outcome

Outcomes are the long-term consequences of obtaining a certain output for specific beneficiaries. The institution's mandate should be exactly aligned with the outcomes. Any government intervention aims to produce specific outcomes, or 'outcomes.' Depending on the desired input and output, the results can range from immediate to long-term. Reduced poverty, inequality, and unemployment are examples of outcomes that the institution aspires to attain. Based on monitoring and evaluation reports of IMED, the IMED and projects' employees can improve/change their working procedures such a way that could bring efficiency and effectiveness. Due to producing good monitoring reports, IMED can contribute to projects' performance. In this way, stakeholders of the projects can benefit in the long run.

v. Impact

Mackay (2007:140) defines impact as the positive and negative, primary and secondary long-term changes caused by a government intervention, whether intentional or unintended. At this level, the question is whether the lives of the general public have improved in a sustainable manner. The term "impact" refers to how an institution or the government as a whole affects communities and target groups. In the case of IMED, impact could be the overall development of the institution in such a way that effectiveness in projects' progress and completion can be ensured strongly.

The monitoring and evaluation processes are enabled by the M&E concepts discussed above. M&E is based on input and activity. The allocation of resources to accomplish activities informs the assessment of an ongoing and concluded project. Performance criteria, indicators, and targets aid in determining if the resources assigned and actions carried out produced the desired output, outcome, and impact. It's critical to remember that treatments can have unintended consequences when monitoring and analyzing the outcomes and implications.

Consequently, **Figure 2.1** depicts that input, process, and output implement a program, whereas outcome and impact bring results. The monitoring and evaluation activities of a program should follow this process to achieve better outcomes.

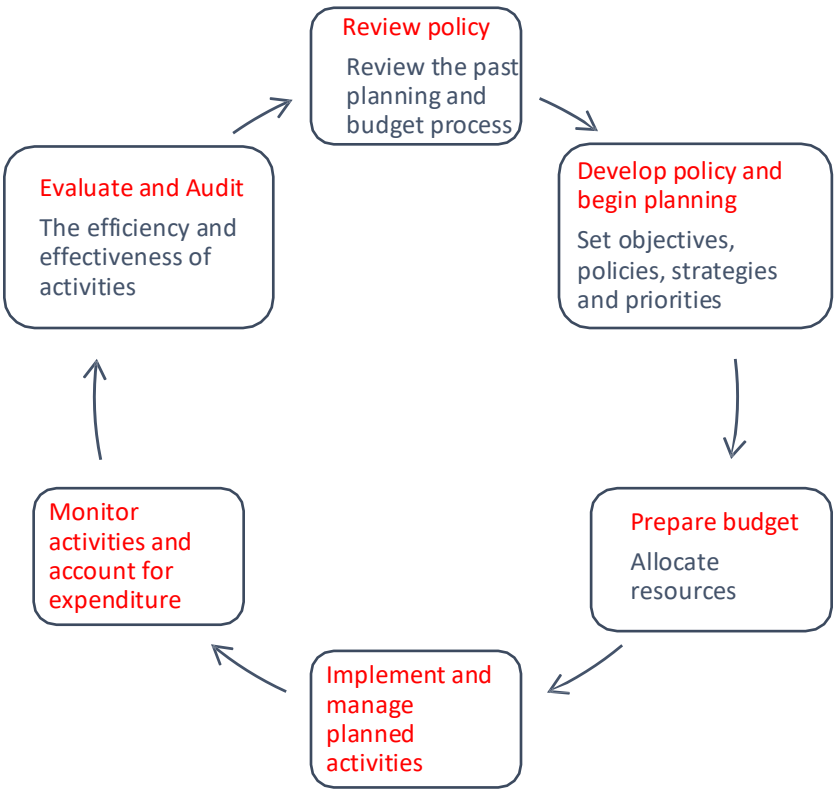
2.3 How M&E systems improve government performance

Government M&E systems are intended to track the government's outputs, outcomes, and impacts. The M&E system might be implemented at the level of a single agency, a whole sector, or the entire government. M&E can give unique information regarding the performance of government policies, programs, and projects at the national, sector, and subnational levels. It can tell us what works and what doesn't, as well as why certain things work, and others don't. M&E also gives information on a government's performance, as well as the performance of certain ministries and agencies, as well as the performance of managers and their staff. It can aid in improving performance by emphasizing instances of excellent and negative behavior. Examining M&E at different points of the policy cycle is the most effective approach to understand its potential contribution to good governance

(Lopez-Acevedo et al., 2012:22). Henceforth to examine IMED's monitoring and evaluation system is crucial to know its contribution on project management in Bangladesh. Figure **2.2** describes M&E at different points of the policy cycle.

Fig 2.2

The Policy Cycle: Linking Policy, Planning, Budgeting, Management, and M&E



Note: *"*Adapted from" Lopez-Acevedo et al., 2012:23

In **Figure 2.2**, early phases of the policy process, such as reviewing and establishing government policy and planning goals and strategies, all benefit from prior experience, or evidence-based policymaking. It is a critical discipline for governments to assess and prepare carefully what they intend to achieve with their initiatives (p.22-23). In this regard, IMED's goals and objectives should be rational to achieve its desired outputs and outcomes. The allocation of resources in the budget, the next step of the policy cycle, necessitates information on the performance of existing government programs as well as the expected performance of future programs

(p.23). In this way, the necessary budget allocation in IMED can develop its capacity building process. M&E data, particularly evaluation findings that explain historical performance, aids government decision-making by allowing the most cost-effective set of policies and programs to be approved in the yearly budget.

M&E helps managers monitor their activities, such as government service delivery and staff management, at the next stage of the policy cycle—the implementation and management of budget-funded activities—so they can quickly learn what is working and what isn't in terms of expected outputs, expected outcomes, or even higher-level objectives like increasing welfare. It's critical to keep track of these operations, including money, processes, outputs, outcomes, and effects. Time comparisons can aid in identifying excellent, terrible, and promising behaviors. The causes for this good or terrible performance might be discovered through evaluations or reviews (p.23). This is M&E's learning function, often known as results-based management. That is why IMED's reporting formats and recommendations should be such that it can ensure result-based management or add "value for money" in the working process.

The policy cycle's latter stages involve accountability relationships. M&E shows how well the government has achieved its objectives by giving the information needed to guarantee strong government accountability to the legislature, civil society, and funders. M&E also aids in the strengthening of internal accountability links, such as those between sector ministries and central ministries, agencies and their sector ministries, and ministers, managers, and workers. Strong accountability can give the necessary incentives for improved performance (p.23). So, accountability should be a part of IMED's monitoring and evaluation activities to enhance the performance of projects and IMED. To ensure proper M&E by IMED, other relevant organizations need to provide necessary information to IMED.

2.4 Roles and Importance of M&E system

2.4.1 Decision making

Often the concepts M&E are confused or conflated together as "a function of project management which provides information on the various stages of the project in order to make necessary adjustments," (Dobrea and Ciocoiu, 2010). As such, M&E

interventions are considered important tools that provide information on project management, which assist managers in decision making.

2.4.2 Capacity building

Tamondong (2016:55) opined that regardless of their varying phases of development, all developing nations recognize the need for increased capacity-building and evaluation training. Therefore, for enhancing capacity building of IMED it is necessary to increase project monitoring and evaluation related training so that outsourcing can be reduced. It will also help the government save money on project evaluation costs.

2.4.3 Performance of projects/programs

In recent years, evaluation studies have focused on explaining the mechanisms that underpin the transformation of project and program outputs into socio-economic effects, arguing that making them explicit allows for better understanding of why a project or program is successful as well as assessing its scope (Roberto and Giovanni, 2015:90). So, the evaluation process is critical for a project's success.

The reasons and techniques for conducting assessments are determined by the program's demands. Accountability (to ensure that objectives are met, to make better decisions about program planning or operations); improvement (to identify program strengths or weaknesses, to create safer practices, to increase educational value, to enhance competency, to test innovative novel ideas); marketing (to publicize the efficacy of previous programs, to demonstrate a collective track record of successful programming, to generate favorable public relations, and/or to advocate for or push for social policies) (Isaac and Michael,1983, cited in Priest,2001:35-36). It could assist to develop the standard of project evaluation.

2.4.4 Impact of skills on M&E systems

Ergens and Kusek (2010:64) opined that Monitoring and Evaluation (M&E) system cannot function without skilled people who effectively execute the M&E tasks for which they are responsible. Therefore, understanding the skills needed and the capacity of people involved in the M&E system (undertaking human capacity assessments) and addressing capacity gaps (through structured capacity development programs) is at the heart of the M&E system.

Saunders (2016) emphasized participation of correct and appropriate person in evaluation. For her as intervention and evaluation activities can be disruptive, the ability to successfully implement and evaluate program, policy or practice change in real world contexts depends in part on identifying and working with appropriate people affiliated with setting and establishing effective working relationships, characterized by positive interactions and harmony among people working together to achieve a common goal.

Staff entrusted with monitoring and evaluation had no technical skills, staff working on monitoring and evaluation was not dedicated to the function, and roles and responsibilities of monitoring and evaluation personnel had not been specified at the start of the projects, all of which contributed significantly to the performance of KMC (Kenya Meat Commission) projects. The human resource was statistically significant, indicating that it had an impact on KMC project performance. In addition, the performance of Kenya Meat Commission initiatives was influenced by implementation tactics for monitoring and evaluation. The study also revealed that while doing evaluations, Kenya Meat Commission does not consider the time period and project components covered; does not include other current or planned interventions in the same project; and seldom focuses on the target population when doing evaluations (Mutinda and Kirujja, 2015). Hence lack of professionalism and without focusing on the target group in the monitoring system expected results may not be achieved through monitoring and evaluation.

2.4.5 M&E affects good governance

The government sector's monitoring system in developing countries is not strong enough which results in poor results of monitoring activities. However, monitoring and evaluation are necessary for ensuring democracy and for change management. A research underlined the issue, for example, “The Government-Wide Monitoring and Evaluation Framework has a lot of flexibility, which contributes to ineffective implementation. Although it has the potential to improve accountability, good governance, participation quality, and service delivery. Monitoring and evaluation are becoming a strong instrument for transforming the public sector and delivering services. With varying degrees of effectiveness, monitoring and evaluation projects

are used as barometers of democracy, equality, and equity" (Hlatshwayo and Govender, 2015:98). Referring to the impact of monitoring on Post-School Education and Training, Malesela (2016:01), argued that even though the monitoring and evaluation for operations and Post-School Education and Training are separated, the one will affect the other as they are distinctive as well as interrelated. An effective monitoring and evaluation system for operations will contribute towards the Post-School Education and Training system (p.01).

Some researchers designed information collection activities for monitoring and evaluation as an integrated system blending monitoring research with evaluation research that collects experiences during and after program delivery to assess program delivery, progress and impact. This tends to involve four rather different things :(i) need assessment and insight research to inform program planning, (ii) the monitoring of program delivery, (iii) impact assessment and evaluation, and (iv) the analysis of the information collected to document best practice (Bell and Agleton,2016:3). The above guidelines can be one of the best practices for IMED towards a better and result oriented outcome.

2.4.6 Institutionalization of M&E

According to Mackay (2007:67) a diagnostic of monitoring and evaluation activities is beneficial because it may help to identify possibilities for institutionalizing monitoring and evaluation. A formal diagnostic aids in identifying a country's existing strengths and shortcomings in terms of monitoring and evaluation conduct, quality, and application. Furthermore, a diagnosis is critical in laying the groundwork for developing an action plan.

However, regarding institutionalization of M&E, Mackay (2006) warns against "over-engineering" because it may alienate strategic partners. He claims that "institutionalization" fails due to a lack of project ownership, a lack of a modern culture based on Evidence-Based Decision Making, and poor systems and processes, among other things. Despite the benefits of 'institutionalizing' M&E to improve project implementation and accountability, "if institutionalization is poorly thought and performed, the process may result in a waste of state and donor resources," according to the report (Plaatjie and Porter, 2006).

Information produced by the M&E system should be transparent and subject to independent verification. If data on government performance are held too close, or there are gatekeepers who prevent the release of such information, the system will again be faulty. As a further check on the system, it would be advisable to have a periodic independent review by the national audit office, parliament, or a group of academics to ensure that the data being generated by the system are accurate and reliable, and to build confidence among managers who could use the data (Kusek and Rist, 2004:153). Therefore, the M&E system used by IMED needs to improve and be independent for producing better results.

Evaluators also need to be concerned with ensuring that their evaluation design and data collection procedures are in compliance with standard international best practice protocols for data collection (Persaud and Dagher, 2021:127). So Standard of M&E should be in line with internationally accepted criteria for ensuring best results.

2.4.7 Result based M&E Systems

Continued upgrading and improvement is important in sustaining results-based M&E systems. M&E systems themselves should be evaluated periodically, using internal or external evaluators. “Evaluators can assist in validating performance data and improving performance measurement systems. Evaluations of performance measurement systems should focus both on the technical quality of the measurement system and on the extent to which performance information is used in managing to achieve performance goals and in providing accountability to key stakeholders and the public” (Wholey, 2001:345). Therefore, it is necessary to evaluate monitoring and evaluation system of IMED so that the institution can improve itself through rectifying its existing problems.

2.5 Global Context

In response to varied degrees of internal and external pressures, countries around the world have evolved evaluation cultures and M&E systems. France, Germany, and the Netherlands, for example, established such a culture in reaction to both internal and external (mainly EU-related) constraints, whereas Australia, Canada, the Republic of Korea, and the United States were primarily motivated by internal factors (Kusek and Rist, 2004:27).

They also believe that putting together a successful M&E system is more difficult than it appears. There are a lot of systems in rich nations that work effectively, but there is less in developing countries. It's not that governments aren't trying; rather the contrary, many of them are. Creating such a system, however, needs time, money, and a stable political environment—as well as strong champions who aren't afraid to take risks (p.27).

Therefore, developing a strong monitoring and evaluation system is not possible overnight. Good governance and an environment of ensuring accountability are drivers for better monitoring and evaluation results.

2.5.1 OECD Countries

The OECD[5] Countries were compelled to establish evaluation cultures mostly as a result of internal pressures. By distributing evaluation ideas and information and establishing evaluation organizations, training institutions, networks, and consulting businesses, these nations helped to disseminate the evaluation culture to other countries. Mackay (2002) and Lee (2002) evaluated the Australian and Korean M&E system and progress mentioned in the boxes (1 and 2) respectively.

[5]The Organization for Economic Co-operation and Development (OECD); is an governmental economic with 38 member countries, founded in 1961 to stimulate economic progress and world trade.

Box 1

Australia's Whole-of-Government Model

Starting in 1987, Australia was one of the first countries to develop M&E systems. The country possessed a number of inherent advantages that aided in the development of a solid evaluative culture and structure:

- Public sector with strong human, institutional, and management capability
- Public service with a reputation for integrity, honesty, and professionalism
- Financial, budgetary, and accounting processes those are well-developed
- Accountability and transparency are ingrained in the company's culture.
- Political leaders who are trustworthy and legitimate

The evaluation system in Australia has evolved from one based on tight, central regulations imposed by the Department of Finance to one based on voluntary and devolved principles. At the program level, the latter method has aided in increasing evaluation commitment and ownership.

Individual departments and agencies are now in charge of monitoring and evaluation. The statutory M&E regulations have been significantly loosened, and departments now conduct M&E in accordance with their own priorities. Departments are still obligated to submit performance data in budget documents, as well as evaluation conclusions where they are available. In addition, the cabinet continues to require certain evaluations. Larger government departments are especially active in commissioning formal reviews and implementing the results.

***Source*:** Mackay, 2002

Box 2

Republic of Korea: Well on the Road to M&E

The Korean government utilizes two techniques to evaluate public policy: a performance evaluation system created in 1962 and an audit and inspection system established in 1948. Organizations under or under the prime minister's office have conducted performance evaluations. The Board of Audit, the top audit institution, is in charge of auditing public finances and inspecting government entities.

In Korea, there are presently eight main techniques of evaluating the public sector, including the following:

- Institutional evaluation, which includes assessing important policy measures, policy implementation capacity, and public satisfaction with government services.
- Assessment of important programs and projects, including a small selection of key initiatives chosen for their relevance to the ministry, compliance with government policy, and public interest.
- Policy implementation capability assessment, which includes ministry self-evaluation as well as an assessment of an institution's ability to reform, innovate, and enhance services.

While Korea has made significant progress in monitoring and assessment, there are still obstacles. The collaboration and coordination between M&E institutions must be improved. Policy analysis and assessment, as well as audit and inspection, have become overly centralized. Korea still lacks enough competent and experienced workers with M&E training. Finally, there is room for improvement in the efficacy of post-evaluation suggestions, which are currently not legally enforceable.

***Source*:** Lee, 2002

2.5.2 Scenario in developing countries

Designing and implementing a Results-Based M&E system in a developing nation is a demanding task that should not be underestimated. Building such a system is a major endeavor that will not be completed overnight. Developing nations encounter obstacles that are both comparable to and different from those faced by industrialized countries as they construct their own Results-Based M&E systems. The most basic prerequisite, demand for and ownership of such a system, may be more difficult to build in underdeveloped nations.

According to a report by the African Development Bank, "the main impediment to successful monitoring and evaluation capacity development in Sub-Saharan Africa is a lack of demand. The absence of a strong assessment culture, which arises from the absence of performance focus in the public sector, is at the foundation of the lack of demand" (Schacter, 2000:15).

Some developing countries, on the other hand, have made headway in implementing M&E. Considering the numerous obstacles that developing nations face, Hauge (2001) looked at one example: Uganda, which is listed in the Box 3 below.

Box 3

Uganda and Poverty Reduction—Impetus toward M&E

With regard to M&E and the PEAP (Poverty Eradication Action Plan), the government continues to face a variety of coordination and harmonization challenges. “The most striking feature of the PEAP M&E system is the separation of poverty and resource monitoring, despite the fact that both are managed by the MFPED (The Ministry of Finance, Economic Planning and Development). Separate actors, reports, and assessment criteria are used in the two strands of M&E. Inputs, activities, and, increasingly, outputs are related with financial resource monitoring, whereas poverty monitoring is centered on examining overall poverty results" (Hauge 2001:6). Other M&E coordination difficulties concern the establishment of a new National Planning Authority, as well as within sector working groups.

In terms of future problems and M&E, Uganda's PEAP/National Poverty Reduction Strategy will be used to track and learn about the country's progress toward poverty reduction. The decision-making methods and incentives that drive national development systems and processes are inextricably linked to M&E.

***Sources*:** Hauge, 2001; World Bank, 2002b

Many more developing countries are likely to adopt outcomes-based M&E systems in the future, given the growing worldwide movement to demonstrate responsibility and tangible results. Because of the international donor community's focus on development effect, more donors will be required to step in to ensure that poor countries have the resources they need to implement such systems. Developing and implementing Results-Based M&E systems has proven difficult for both developed and poorer countries, with developing countries facing particular challenges. There is no one-size-fits-all solution or strategy. Commitment, effort, time, and resources are

required to get there. At the same time, it is important to remember that there are costs associated with failing to implement such systems and failing to respond to internal and external stakeholder demands for accountability, transparency, and results (Kusek and Rist, 2004:37).

2.6 Literature in Context of Bangladesh

The researcher is yet to find any comprehensive literature on the role of IMED in project monitoring and evaluation in the context of Bangladesh. Improve the existing process of monitoring and controlling in order to have close inspections at appropriate stages to detect potential problems in time and to draw immediate attention of higher management (Hossain, 2018:41). Therefore, there is a relationship between improving the process of monitoring systems and problem identification of projects.

When a monitoring system is developed and strong then problem identification and resolving the issue could be feasible. Mohammad (2014:23) suggested establishing a planning, monitoring and implementation department at the Zilla[6] and Thana[7] level as a means of producing the best plan for project monitoring and evaluation. He mainly emphasized decentralization of IMED geographically so that quality planning and monitoring by IMED can be ensured. It could save time for project monitoring and evaluation.

In the article M&E Policy Study (2019:4) by IMED it was stated that the present practice of M&E is largely inclined to the needs of monitoring the physical and financial performance, i.e. budget and expenditure, and activities, of a project while occasionally dealing with the results. Here results indicate the outputs and outcomes of projects which have a relationship with monitoring and evaluation activities done by IMED.

[6]A Zilla is a country subdivision in Bangladesh. It is translated as district. The divisions of Bangladesh are divided into 64 districts or zilla.

[7]Thana is former sub districts in the administrative geography of Bangladesh; later renamed to Upazila.

Mostofa Amir (2017:41) viewed that inadequate follow-up on external audit recommendations, as well as IMED's impact analyses, and a lack of attention to the operation and maintenance of newly produced assets are two more major concerns that impede Bangladesh's ADP delivery efficacy. IMED should be strengthened at various stages of implementation monitoring to ensure effective qualitative and quantitative monitoring (CPD, 2010). So, both qualitative and quantitative progress of projects needs to be observed by IMED for optimum output of the projects.

The capacity of the GED (General Economic Division) of Planning Commission and IMED will be strengthened with better staffing, technology, training and technical assistance to guide the M&E working groups, coordinate their activities and carry out analytical work (GOB, 2011b). There have been some projects that are technical in nature, for example, projects under the Ministry of Railway and Local Government Engineering Division. To get better monitoring and evaluation output from the projects it is wise to monitor and evaluate the projects by technical persons of IMED. Regarding capacity building of IMED, the organization has drafted a capacity building and training plan for its officers (as part of the Results Based Monitoring and Evaluation Project). IMED thinks that through execution of this plan will impart skills and knowledge in results-based management, monitoring, evaluation and change management during the project period (Strategic Plan of IMED, 2008-13:08).

Numerous steps are being taken to increase the effectiveness of its development investments. One major drive is introducing the Annual Performance Agreement (APA) by the Prime Minister's Office. It is a tool to assess a specific 'target with value' for understanding the progress of the planned activities by concerned departments (M & E Policy Study, 2019:01).

The World Bank (2002c, cited in Kusek and Rist, 2004:50) commented M&E system in Bangladesh mentioned in the Box 4 below.

Box 4

The Case of Bangladesh—Building from the Bottom Up

In rural areas of the country, there were some monitoring systems for schooling, electrification, and food subsidies. There was also evidence that NGOs and donors were actively monitoring the outcomes of development programs, but this had not persuaded the government to do so. The Bangladesh Bureau of Statistics was discovered to be a capable government organization. The bureau might play a key role in data gathering and analysis if and when the government moves toward building a results-based M&E system.

The readiness evaluation discovered insufficient capacity for M&E and minimal technical training capacity in universities and research institutions in terms of technical capability. In addition, the evaluation revealed that the national government has no expertise maintaining reliable information systems.

As a consequence of the readiness assessment, we determined that introducing a result-based M&E system into the national government at that time was not realistic or viable. Before such a program can be implemented, it will require strong political support and long-term institutional capacity building.

Bangladesh has reason to be optimistic. Following the preparedness evaluation, the government created a National Poverty Reduction Strategy with M&E components. Donors and NGOs working in Bangladesh were given five strategies to increase part of their ability and work in modest, targeted ways, according to the readiness assessment.

***Source*:** World Bank, 2002c

Box 4 reflects that the government of Bangladesh is capable of strengthening its monitoring and evaluation activities through the employment of technical expertise. Training and the establishment of a relevant research institute can assist in this regard a lot.

2.7 Summary of the Literature Review

The major findings from key literature reviews are summarized in **Table 2.2**

Table 2.2

Major findings from the key literature review

Title of book/research	Authors	Year	Major Findings
A Critical Analysis on Project Management Processes in Public Works Department, Bangladesh	Hossain, Saimum	2018	▪ Improving the existing process of monitoring and controlling in order to detect potential problems. ▪ Inspection in every stage of a project is necessary.
The Future of Evaluation: Perspectives from Developing Countries, *The Future of Evaluation: Global Trends, New Challenges, Shared Perspectives*	Tamondong, S.D.	2016	▪ More capacity-building and evaluation training is required in all emerging nations.
Implementation Monitoring and Process Evaluation	Saunders, R. P.	2016	▪ Participation of appropriate persons in evaluation is necessary to achieve common goals.
A review of program and project evaluation models: Measuring Business Excellence	Roberto, L. & Giovanni, S.	2015	▪ The conversion of project and program outputs into socioeconomic consequences aids in understanding project outcomes.
Role of Monitoring and Evaluation on Performance of Public Organization Project in Kenya: A case of Kenya Meat Commission	Mutinda, V. & Kirruja, E.	2015	▪ Performance of the project depends on skills of human resources entrusted to monitoring and evaluation.
Monitoring and Evaluation in the Public Sector: A Case Study of the Department of Rural Development and Land Reform in South Africa	Hlatshwayo and Govender	2015	▪ Weak monitoring systems in developing countries provide unsatisfied results in development activities.
Planning and managing of development projects in Bangladesh: Future challenges for government and private organizations	Mohammad, H.	2014	▪ Emphasized on decentralization of IMED geographically so that quality planning and monitoring by IMED can be ensured. It could save time for project monitoring and evaluation.

Sixth Five Year Plan FY2011-FY2015, Part 1: Strategic Directions and Policy Framework	Government of Bangladesh	2011	▪ IMED will be strengthened with better staffing, technology, training and technical assistance to guide the M&E working groups, coordinate their activities and carryout analytical work.
Making monitoring and evaluation systems work: A capacity development toolkit	Ergens, M. G., &Kusek, J. Z.	2010	▪ Skilled people are necessary for effective monitoring and evaluation system.
Delivering on Budget FY2009-10 in State of the Bangladesh economy in FY2008-09 and outlook for FY2009-10	Centre for Policy Dialogue	2010	▪ Both qualitative and quantitative progress of projects needs to be observed by IMED for optimum output of the projects
How to build M and E systems to support better government	Mackay, K. R.	2007	▪ Diagnostic of M&E help to identify possibilities for institutionalizing monitoring and evaluation.
Readiness Assessment—Toward Results-Based Monitoring and Evaluation in Bangladesh	World Bank	2002	▪ Strong political support and long-term institutional capacity building are crucial before introducing a result-based M&E system into the national government in Bangladesh.
Handbook in research and evaluation	Isaac, S., & Michael, W. B.	1983	▪ It is necessary to ensure that objectives are met of the program along with identifying strength and weakness of the program. Also, the program should be an example of future program

2.8 Research Gap

The above literature widely describes the effects of monitoring and evaluation on projects or programs. However, as said earlier, especially in the context of Bangladesh, no literature was found on the role or contribution of IMED in project monitoring and evaluation. Though there are some scattered views on IMED in various writings and newspapers. But those are not sufficient to understand or trace out how much IMED has been contributing to development activities. The processes, rules, regulations, and capacity of IMED are yet to be measured qualitatively or

quantitatively independently to evaluate the organization's performance. This research could help to bridge the gap to some extent.

2.9 Theoretical Framework

There are many evaluation methods and models available. The literatures suggest that no single method is ideal for all scenarios. Rather, the ideal technique depends on a variety of criteria, including how well it aligns with core principles, the evaluation's purpose, the makeup of important players, and the available resources. Furthermore, it is not required to commit to a single approach: evaluations might mix and match features from other approaches or adapt to local situations (Rogers and Fraser, 2003).

The literature has a range of categories for Evaluation Models (EM). Kahan (2008) distinguishes between several types of evaluation models in: goal based, goal free, theory based (logic model), utilization, collaborative, balanced scorecard; appreciative inquiry; and external context, input, process, product (CIPP). According to Stufflebeam and Shinkfield (2007), EMs may be classified into three primary categories, each with its own sub-types:

1. **Questions and/or methods-oriented:**
   - Questions-oriented; and
   - Methods-oriented.
2. **Improvement/accountability-oriented:**
   - Decision/accountability oriented.
   - Consumer-oriented; and
   - Accreditation/certification.
3. **Social agenda/advocacy approaches:**
   - Client-centered studies.
   - Constructivist evaluation.
   - Deliberative democratic evaluation; and
   - Utilization-focused evaluation.

According to the qualitative or quantitative character of the data and the method of evaluation, Hentschel (1999) suggests four primary categories of EMs. Subjective

welfare, standard household survey, ethnography, and econometric anthropology are the four forms of EMs that result from this divide.

Chen (2005) makes the distinction between an input–output or "black box" evaluation and a white box evaluation. The first method of evaluation takes no account of any evaluation model: things go in and things come out. It is beneficial in identifying program virtues, but it lacks substantial explanatory power since it cannot capture the "transformation processes that turn interventions into outcomes" (p. 231). What is required is an assessment that takes into account the specifics of what occurs in "the black box." The EM's purpose is to make the system more understandable and to allow for more explicit study of the program by analysis of the system's components, which is the promise of a "white box" approach. Furthermore, this form of examination of the system's core components and logic can facilitate the necessary analyses, resulting in improved theoretical models (Dyehouse et al., 2009). The use of an evaluation model is necessary to describe and study the system's mechanisms, as well as to allow for explicit examination of the program's constituent components (Dyehouse et al., 2009; Chen, 2005).

Despite a huge number of classifications of EMs based on theoretical dissertations, as well as a big population of EMs generated in a variety of projects and programs settings, there is no comprehensive assessment of EMs in the literature. To overcome this limitation, a review of EMs has been carried out.

2.10 Models of Evaluation

Among the many models on program/project evaluation, Priest's (2001) five models of program evaluation are notable. They are, for example, Need Assessment, Feasibility Study, Process Evaluation, Outcome Evaluation and Cost Analysis (p.36). They mostly address the following issues:

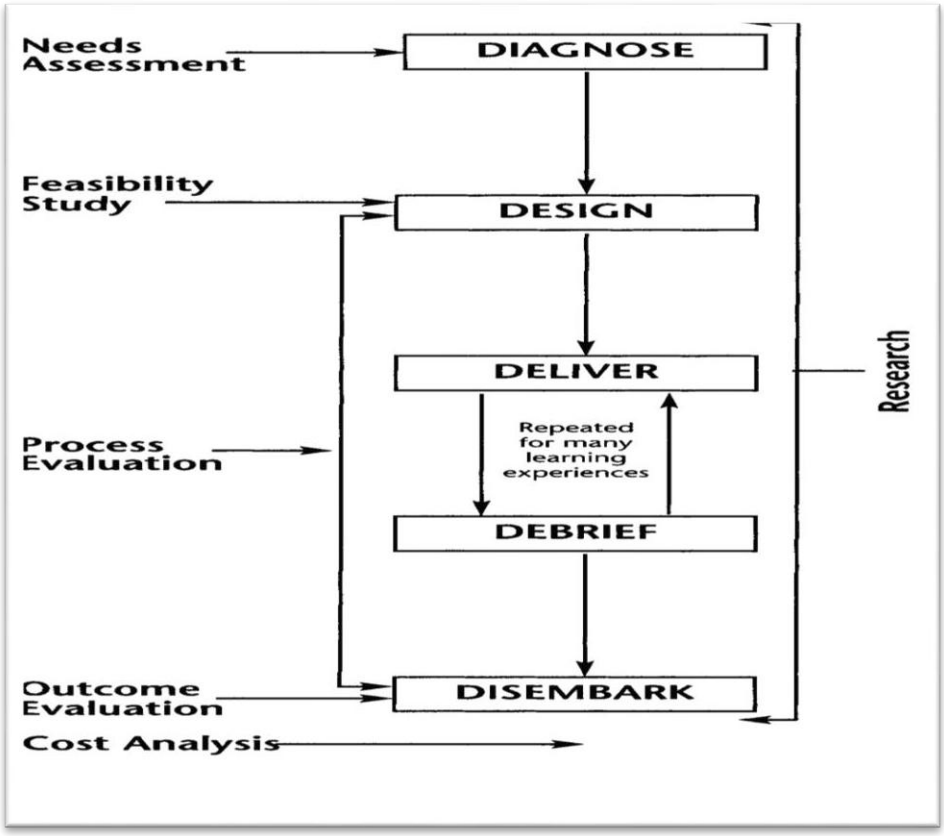
- ***Needs Assessment*****:** *What are some gaps that the program will fill?*
- ***Feasibility Study*****:** *Given the constraints, can the program succeed?*
- ***Process Evaluation*****:** *How is the implemented program progressing?*
- ***Outcome Evaluation*****:** *Were program goals and objectives achieved?*
- ***Cost Analysis*****:** *Was the program financially worthwhile or valuable?*

The first two usually happen before a program is given, the third happens during the program, and the last two happen after the program is done.

For example, as an alternative to prison, a residential institution for juvenile offenders offers an outdoor tripping program. A gap (objectives) between where they are (current situation) and where they would want to be is identified through a need assessment with the youth and other stakeholders (desired potential situation). Based on these requirements, a program is being developed to bridge the gap between their present and new roles. A feasibility study is undertaken to estimate the program's chances of success, taking into account what is likely and what is not owing to legal restrictions, financing limitations, and time, personnel, or resource constraints. Process evaluation is used to assess the program's success as it is implemented, looking at how and when it is altered to meet changing stakeholder demands and allow staff flexibility. After the program is completed, an outcome evaluation is used to determine whether the stakeholders are pleased with the improvements, and the juveniles' rate of offending is tracked once they are discharged from the facility. Finally, cost analysis compares the cost and advantages of an activity (p.36).

Fig 2.3

Sequenced position of the five kinds of program evaluation. Process Evaluation &Outcome Evaluation are chosen for this research



"Adapted from" Priest, S. (2001:38)

2.10.1 The Programming Sequence

In **Figure 2.3**, the term "diagnosis" relates to determining a client's, customer's, or community's requirements. Designing is merely the process of arranging the program based on the findings of the previous diagnosis. The presentation of the intended learning experiences in a program sequence is known as delivering. Clients look back on the offered learning experiences and extract essential lessons that they can integrate and adapt to their daily life during debriefing, which is the most prevalent type of assisted reflection. Disembarking is the final step of the program, when clients leave and have a variety of reactions to the program's conclusion and the continuing of their newly integrated learning.

For this research, the researcher chose only Simon Priest's (2001) process evaluation and outcome evaluation model of a program out of his five models on program evaluation.

2.10.2 Process evaluation model on program

Process evaluations are used to determine the distance between the program's original plan and its actual implementation. The program is monitored to see if it is being delivered according to plan and whether any mid-course modifications are required. This data is utilized to tweak and improve the application as needed while it is being delivered. Process review compares what is happening to what was planned in terms of content and format. As a result, changes to the content and presentation are made to better serve the new demands that have evolved. They want employees to be adaptable and willing to break from the plan when it is in the client's best interests (p.38).

2.10.3 Outcome evaluation model on program

Outcome evaluation, on the other hand, assesses if learning objectives were met and if clients, consumers, and the general public are happy with products and services. The findings are used to explain the program's overall performance and to identify areas for improvement. Outcome evaluations identify what satisfaction, learning, or change was obtained versus what was expected. They compare the actual products or performances against a standard benchmark or an earlier baseline measure (p.39).

2.11 Some other different theories and models of evaluation

Apart from the discussion above there are many theories and models on evaluation exist. Some theories and models of evaluation that are more or less relevant with this research are highlighted in Table **2.3**.

Table 2.3

Different theories and models of evaluation

Theories and Models	Theorist(s)	Key Focus
Objective Model	**Ralph W. Tyler**	● Aligning pre-behavioral goals with the actual outcome (Tyler, 1949). ● In Tyler's opinion, evaluation is defined as the comparison of expected and actual outcomes.
Cost Benefit Analysis Approach		● Used to identify and judge what investments returned in terms of objectives attained and larger social benefits, as well as to understand the complete expenses of a program (Stufflebeam et al., 2006:51). ● Procedures that are primarily quantitative in nature and are used to determine the total costs of a program.
Case Study Approach		● Examine the needs of beneficiaries and the extent to which the program met those needs (Stufflebeam et al., 2006:54).
Responsive Model of Evaluation	**Robert E. Stake**	● An evaluation is deemed responsive if it "orients more directly to program actions than to program intentions; reacts to audience demand for information; and refers to the many value perspectives present in reporting the program's success and failure" (Stake, 1975:14).
Context, Input, Process, Product (CIPP) Model on Evaluation	**Daniel Stufflebeam**	● The four dimensions of the CIPP paradigm are context evaluation, input evaluation, process evaluation, and product evaluation (Stufflebeam, 2000, 2003). ● Context evaluation is concerned with determining the requirements, challenges, and opportunities that exist within a certain setting. Input evaluation is used to compare alternative strategies, work plans, and finances for programs or projects that are being implemented. Process evaluation is used to track and evaluate actions that take place throughout the execution of programs or projects. Product evaluation aids in identifying and evaluating the intended and unexpected results of programs or projects across the short, medium, and long term (Stufflebeam, 2000, 2003, 2014).

Kirkpatrick's four-level evaluation model	**Donald Kirpatrick**	● Kirkpatrick's four-level method is widely used as a model for assessing learner outcomes in training programs (Kirkpatrick, 1996). ● Kirkpatrick suggested gathering data to assess four hierarchical 'levels' of program outcomes: (1) learner satisfaction or reaction to the program; (2) learning measures attributed to the program (e.g., knowledge gained, skills improved, attitudes changed); (3) changes in learner behavior in the context for which they are being trained; and (4) the program's final results in its larger context.
"Balanced Scorecard"		● Provide a balanced picture of current operating performance as well as the drivers of future performance. ● Provides executives with a comprehensive framework that can translate a company's vision and strategy into a coherent and linked set of performance measures (Stufflebeam et al., 2006:28).
Empowerment Evaluation Approach	**David M. Fetterman**	● Fetterman (2001) defined empowerment evaluation as "the use of evaluation concepts, techniques, and findings to foster improvement and self-determination" (p. 3). ● Empowerment evaluation has an unambiguous value orientation-it is designed to help people, help themselves and improve their programs using a form of self-evaluation and reflection (Stufflebeam et al., 2006:29).
Total Quality Management (TQM) Approach	**William Deming**	● Total quality management (TQM) is a continuous process of recognizing and eliminating faults ("How total quality management (TQM) works," n.d.) ● The goal is to continuously improve internal procedures in order to enhance the quality of an organization's outputs, such as goods and services ("How total quality management (TQM) works," n.d.).

SWOT (Strength Weakness Opportunities and Threats Analysis)	**Albert Humphrey**	● An organization's strengths and weaknesses are internal. Who is on a team, patents, intellectual property, and location are all examples. ● External opportunities and dangers are those that occur outside of the firm, in the bigger market. Competitors, raw material pricing, and client shopping tendencies are all examples. ● SWOT analysis encourages one to think about one's business in fresh ways and from different perspectives. One might consider one's strengths and shortcomings, as well as how to use them to capitalize on opportunities and threats in one's market.

2.12 The reasons behind choosing the Priest's models for this research

IMED's key responsibilities include monitoring and evaluating the execution of the Annual Development Program's development initiatives. IMED gathers and compiles project-specific data in order to prepare quarterly, yearly, and periodic progress reports for the president, NEC, ECNEC, Ministries, and other interested parties. Monitoring is the collection and analysis of data on program implementation (weekly, monthly, quarterly, or yearly) with the goal of ensuring that programs are meeting their objectives and making appropriate modifications. Monitoring frequently includes the use of administrative data to track inputs, processes, and outputs, as well as program outcomes and impacts. "Evaluation" refers to a more thorough examination of a program; it is usually carried out at specific intervals and focuses on the program's long-term outcomes and implications.

IMED monitors projects during their duration, while project evaluation occurs once they are completed. Monitoring and evaluation are used to enhance a program's efficacy, efficiency, and equality (WHO, 2018). Under process evaluation model program is monitored to see if it is being delivered in accordance with its design and to see if any midstream corrections are required, as well as to determine the discrepancy between the program's original plan and its actual execution. As a result, there is a link between the model and IMED's functionalities.

The first research question of this research is about to what extent processes followed by IMED on projects' monitoring & evaluation are effective. The main purpose is to weather processes followed by IMED in project monitoring & evaluation is enough for best performance of projects. Hence the model is relevant with the research topic. IMED follows guidelines, checklists, strategic plans and some processes for project monitoring. A project's best performance largely depends on IMEDs existing guidelines, checklists and its ability to monitor projects. If IMEDs rules, regulations and professionalism of manpower are well enough it could bring efficiency and effectiveness of IMED. According to the process evaluation model the procedures followed by IMED should be reviewed to check whether there are any gaps and loopholes in the monitoring process of IMED. Consequently, amendments should be made as per need.

Outcome evaluation model deals with whether community/service seekers are satisfied with products and performances of programs. That means if staff and concerned authorities of the projects are satisfied or not with the performance of IMED. So, the model is relevant in regard to the role of IMED in project evaluation. In this case the selected projects will evaluate the performance of IMED. How do the staff of completed projects see performance of IMED regarding project evaluation? Their suggestions, in this regard, are important for the improvement of the works of IMED that are relevant to the effectiveness of IMED. The second question of the study for example, capacity of IMED for project monitoring and evaluation can be judged through outcome evaluation model.

As discussed, Simon Priest described five models of evaluation, for example, Need Assessment, Feasibility Study, Process Evaluation, Outcome Evaluation and Cost Analysis. For this research the researcher chose only process evaluation and outcome evaluation model. As the focus of the research is performance and capacity of IMED so need assessment and feasibility study model are not relevant here. Because the said two models are very much relevant to the projects, for example, need assessment and feasibility study of a project to measure acceptance or rejection of a project. Cost Analysis model, to some extent, is pertinent to this research but excluded as the model goes mainly for analysis of a project's benefit

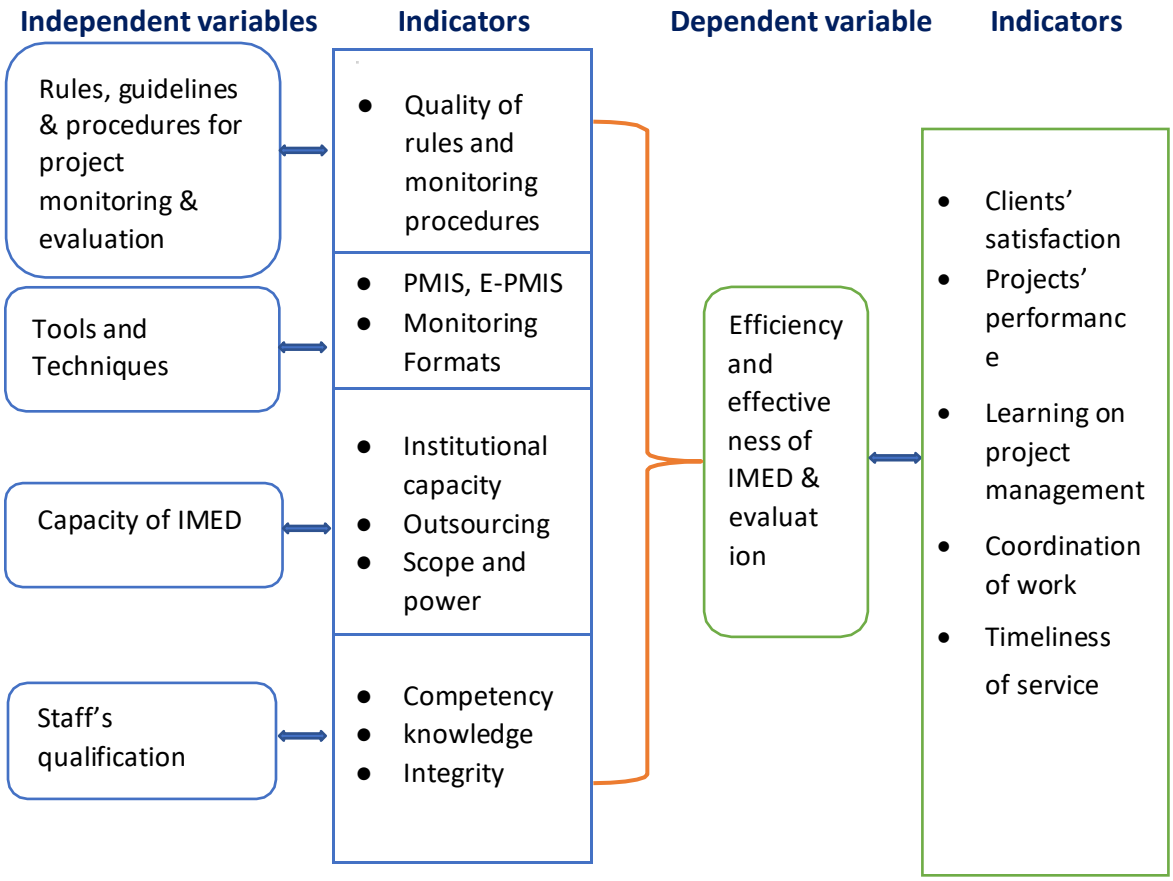
against costs incurred. Anyhow process evaluation and outcome evaluation model able to study performance and capacity of IMED nicely as argued. Finally, Priest's (2001) process and program evaluation models on program are best suited for understanding activities and performance of IMED.

2.13 Analytical Framework for the Study

The analytical framework for the study developed basically based on Simon Priest's process evaluation and outcome evaluation model. Research objectives, research questions, literature review were also considered. After analyzing the above matters the researcher considers that the following independent variables and dependent variable (**Fig 2.4**) are well-matched for this research.

Fig 2.4

Independent variables and Dependent variable



Source: The researcher

2.13.1 Describing variables and measurable indicators

2.13.1.1 Rules, guidelines & procedures for project monitoring & evaluation

There are rules, guidelines & objectives of IMED on project monitoring & evaluation. IMED must follow that. Otherwise IMED will not be able to achieve its goals. The rules and guidelines can be amended time to time for the best performance of the organization that is aligned with process evaluation. So, the quality of rules and regulations is a matter. Whether IMED follows the guidelines or not is also necessary to ensure its efficiency and effectiveness. Consequently, the quality of rules and regulations practiced by IMED influences efficiency and effectiveness of IMED.

2.13.1.2 Tools and Techniques used for project monitoring & evaluation

How IMED conducts monitoring & evaluation of projects is necessary to know its efficiency and overall performance as well. If monitoring & evaluation tools and techniques are not scientific, up to date then IMED cannot be able to monitor and evaluate properly. Monitoring techniques must align with rules and guidelines of monitoring. Techniques can be changed if necessary. If service receivers are satisfied with the tools and techniques, then it will bring a fruitful outcome.

2.13.1.3 Capacity of IMED in project monitoring & evaluation

It is all about the internal capacity of IMED on project monitoring & evaluation. As monitoring & evaluation are not merely routine tasks, institutional capacity, budget, power and scope of IMED concerning monitoring and evaluation are urgent for better evaluation of the projects. The amount of budget allocated for monitoring & evaluation is a matter of consideration because budgets are quite related to what extent monitoring should be done. Whether staff of IMED and projects are satisfied with its capacity is related to outcome evaluation. Power and scope of IMED should also be considered for measuring capacity of IMED.

2.13.1.4 Staff's qualification of IMED

As almost all activities of IMED are run by staff of IMED so their qualification regarding project monitoring and evaluation is important to measure efficiency and effectiveness of IMED and evaluation. Hence the staff's competency, knowledge, and integrity have an impact on projects' better performance. As officials of IMED scrutinize projects' activities so to gain knowledge on project management is essential for them.

2.13.1.5 Efficiency and effectiveness of IMED & Evaluation

Generally, efficiency means proper utilization of resources while effectiveness denotes achieving desired output and outcome that is intended. If the above mentioned three independent variables are effective during execution of IMEDs then IMEDs efficiency and effectiveness could be achieved. In other words, efficiency & effectiveness of IMED are influenced and affected by the above three independent variables. Additionally, though IMED is not a part of a project, its roles regarding monitoring and evaluations of projects have a direct impact on projects' performance and clients' satisfaction.

2.14 Operationalization of Independent Variable

Table 2.4

Summary of Independent variables and their indicators

S. N	Variables	Operational definition	Indicators	Collection method
1.	Rules, guidelines & procedures for project monitoring	The rules and guidelines are followed for monitoring and evaluation. If their quality is better than it has an impact on projects' performance. Monitoring procedures imply the ways, for example, how and when the projects are monitored and evaluated.	● Quality of rules and monitoring procedures	● Questionnaire survey ● Interviewing IMED staff ● Reviewing secondary data
2.	Tools and Techniques	There is software in IMED named PMIS. The software is used for online monitoring and evaluation of projects. Other monitoring formats are used for monitoring purposes.	● PMIS, E-PMIS ● Peer reviews ● Monitoring Formats	● Questionnaire survey ● Reviewing PMIS software and its features ● Interviewing IMED staff
3.	Capacity of IMED	IMED's institutional and budgetary capacity, recruitment of consultants' firms for monitoring and evaluation	● Scope & power ● Budget ● Institutional capacity ● Outsourcing	● Questionnaire survey ● Interviewing IMED staff ● Secondary data, for example, budget analysis
4.	Staff's qualification	Staff's knowledge and competency for monitoring and evaluation. Existence of technical persons for Monitoring	● Competency ● knowledge ● Integrity	● Questionnaire survey ● Interviewing IMED staff

2.15 Operationalization of Dependent variable

Table 2.5

Summary of dependent variable and its indicators

S. N	Variables	Operational definition	Indicators	Collection method
1.	Efficiency and effectiveness of IMED & Evaluation	Efficiency indicates proper utilization of IMED's resources while effectiveness means whether IMED achieves its goals	● Clients' satisfaction ● IMED's performance ● Projects' performance ● Learning on project management ● Timeliness of service	● Questionnaire survey ● Interviewing IMED staff

2.16 Summary of the chapter

The researcher explained the different literature linked with research questions and independent and dependent variables. Why was the chosen theory for this research described? A relationship between theories and the analytical framework is apparent in the above discussion. Variables were matched with objectives and research questions.

CHAPTER III

METHODOLOGY

3.1 Introduction

The researcher used a mixed method to conduct the study. The methodology involves content analysis of secondary data, semi-structured and in-depth interview and survey questionnaires to conduct surveys. The researcher chose mixed methods as mixed methods design is appropriate for answering research questions that neither quantitative nor qualitative methods could answer alone (Ivankova,2014). Mixed methods research can help researchers better understand the connections or contradictions between qualitative and quantitative data; it can give participants a strong voice and allow them to share their experiences throughout the research process; and it can facilitate different avenues of exploration that enrich the evidence and allow questions to be answered more deeply (Wisdom & Creswell, 2013).

3.2 Qualitative Method

In broad terms qualitative method is an approach that allows examining people's experiences in detail by using a specific set of research methods such as in-depth interview, focus group discussions, observation, content analysis, visual methods, and life histories and biographies (Hennink, Hutter and Bailey, 2020:10). For this study, the researcher chose mainly officials of IMED, project directors of completed projects, and retired officials of project-related offices to conduct qualitative interviews.

Independent and dependent variables, such as rules, guidelines, tools, and methodologies utilized by IMED, in depth interviews with unstructured questionnaires, were adapted to learn more about the replies to the questions. A qualitative method is preferable to a quantitative one for learning more about the organization in depth. Because it is simple to grasp a department's opinions through in-depth interviews with discussions and secondary data analysis. It also aids in properly understanding the impact of various factors and their indicators. The interviewees' designation and interview dates are included in **Table 3.1**.

Table 3.1

Sample size of the interviewees

Organization	Designation	Number	Date of Interview
IMED (Implementation Monitoring & Evaluation Division)	● Additional Secretary ● Deputy Secretary ● Deputy Director ● Evaluation Officer	4	16 Aug 2021 06 Sep 2021 16 Aug 2021 19 Oct 2021
Planning Commission (PC)	● Deputy Secretary	1	28 Sep 2021
LGED	● Project Director	1	05 Sep 2021
Bangladesh Railway	● Project Director ● Former General Manager(project)	1 1	05 Sep 2021 20 Oct 2021
Total(N)		08	

The Additional Secretary is in charge of the administration of IMED. So, all monitoring and evaluation activities are administered through him. He is well aware of different committees in IMED and their activities with other agencies. He is also a PHD holder, so he was able to analyze the different variables of the research properly. The Deputy Secretary looks after the in-depth monitoring and evaluation activities of a sector of IMED. He knows some problems that are barriers to progress for IMED, very much linked with obstacles to attaining the effectiveness of IMED. The Deputy Director is also engaged with monitoring and evaluation tasks of a specific sector and firmly believes that IMED is an expert authority for monitoring and evaluation.

The Deputy Secretary of the planning commission was a former officer of IMED. The Planning Commission is the final authority to approve DPP, time extension, and revised allocation of certain kinds of projects. All the said proposals go to PC through IMED, and IMED's recommendation is a must for approval of the proposals. Hence, there is a direct relationship between IMED and PC. In this way, the official is able to

know the lack of IMED in its work. Interviews were taken from two PDs of two completed projects of Bangladesh Railway and LGED to analyze the impact of the evaluation on projects' performance. The interviews helped to understand the necessity of evaluation for better performance.

3.3 Quantitative Method

"Quantitative data analysis refers to the conversion of data into information by making use of numerical representations of observation results obtained to describe and explain facts. Statistics techniques are used in the analysis of quantitative data…. the analysis of quantitative data of research consists of two parts. These are the analysis of demographic data and the differences between the expectations and perceptions of the participants about the service quality..." (Oflazoglu, S. 2017:20).

Under this method, a survey questionnaire was prepared to collect information about IMED from sixteen different ongoing projects of the Ministry of Railway, LGD and Power Division and from two monitoring units of LGED and DOICT. The staff of the monitoring units coordinate all kinds of work between IMED and projects. So, they have experience of IMED's activities. The survey questionnaire followed mostly a Likert scale with some open-ended questions. The total number of respondents (sample size) was forty-one. Unlike the common public, the respondents were governmental mid-level to high-level officers. Therefore, it was hard for the researcher to expand the number of samples reasonably higher for the data collection as access to them was difficult for many reasons. The projects' list and their ministries' information, including sample sizes, are given below in **Table 3.2**.

Table 3.2

Sample size of the respondents in quantitative survey

Ministry/ Division	Name of the projects/Department	Frequency	Percent
Ministry of Railway	Dhaka-Chittagong Railway Development Project (DCRDP)	2	4.87
	AkahauraLaksam Double Line Project (ALDRP)	4	9.87
	Padma bridge Rail Link project (PBRLP)	3	7.31
	Construction of Khulna Mongla Port Rail Line (CKMPRL) [1st revised]	1	2.43
	Construction of Dual Gauge Rail Line Parallel to the Existing Meter Gauge Rail Line in Dhaka-Narayanganj Section Project (CDGRLPEMGRLDNSP)	1	2.43
	Construction of 3rd & 4th Dual Gauge Railway Track between Dhaka-Tongi section and Doubling of Dual Gauge Track between Tongi-Joydebpur Section Including Signaling Works of Bangladesh Railway (CDGRTBDTSDDGTTJSISWBR)	1	2.43
Local Govt. Division (LGD)	Dhaka City Neighboring Upgrading Project (DCNUP)	3	7.31
	Urban Primary Health Care Services Delivery Project-II(UPHCSD)[4th phase]	4	10
	Mymensingh Region Rural Infrastructure Development Project (MRRIDP)	6	15
	Coastal Town Environmental Infrastructure Project (CTEIP)	4	10
	Greater Dhaka Sustainable Urban Development Project (BRT Gazipur-Airport)	2	4.87
	Rural Connectivity Improvement project (RCIP)	2	4.87
	Small Scale Water Resources Development Project (SCWRD)	1	2.43
Power Division	Southeast Transmission Grid Expansion Project (STGEP)	1	2.43
	Development of Transmission Infrastructure in Mirarsharai Economic Zone for Reliable Power Supply (DTIMEZRPS)	1	2.43
	Dhaka and Western Zone Transmission Grid Project (DWZTGP)	1	2.43

LGED	Monitoring & Evaluation Unit (MEU)	1	2.43
DOICT	Monitoring & Evaluation Unit (MEU)	3	7.31
Total(N)		41	100

3.4 Mixed Method

According to Creswell and Clark (2007:5), in a single research or set of studies, mixed method focuses on gathering, analyzing, and combining both qualitative and quantitative data. Its core idea is that combining qualitative and quantitative methods yields a greater grasp of the study topic than either method alone. That is why the researcher chose a mixed methods approach for this research to better understand the problem of IMED. Interviews have been conducted in the case of service givers (IMED), whereas a survey questionnaire has been prepared for service takers to compare both qualitatively and quantitatively. During interviews and field surveys the researcher observed interviewees and respondents' behavior.

This study was conducted utilizing a mixed method approach for three main reasons (i) For starters, using a qualitative approach would allow me to obtain sufficient information about the topic from a variety of sources, including patrons, employees, and beneficiaries. (ii) Using a mixed method approach would allow the research dimension to be expanded, as many questions not covered by the questionnaire survey could be covered by the qualitative interview (iii) Third, a mixed method approach would improve the quality of a thesis by examining statistical terms and circumstances, such as the link between various variables.

3.5 Sampling

Purposive sampling is a type of non-probability sampling in which the researcher selects the people who will be included in the sample based on a range of characteristics, such as expert knowledge of the research topic or capacity and willingness to participate in the study (Jupp, 2006:244). The researcher decided on purposive sampling for this mixed method of research. Because the selection of appropriate interviewees to get the answers to the research questions is judgmental. All interviewees are not appropriate to answer the research questions. The researcher chose the interviewees mentioned as maximum of them are involved in

monitoring and evaluation activities of IMED; some have past experience on IMED. On the other hand, the researcher selected projects from LGED, Bangladesh Railway and Power Division as they deal with a large number of projects, so the employees of the projects are much more experienced with the activities of IMED.

3.6 Data Collection Method

During collecting data, there are a variety of ways to obtain information, which is referred to as data collection sources. Data might come from primary or secondary sources. Primary data is information that is acquired directly from the researcher using questionnaires, surveys, observations, interviews, or focus group discussions (Wolf, 2016). All data studied from existing sources such as document review, internet news and articles, library search, and publications, on the other hand, is considered secondary data. The data for this study was gathered from both primary and secondary sources.

3.7 Primary Sources

The primary data for this research was collected through semi structured interview questions and survey questionnaires mixed with open ended questions, fixed alternate and Likert scale questions.

3.7.1 Semi structured in-depth interview

In-depth interviews and observations can be used at any stage of M&E to identify issues early on and—more frequently—to gather data once a program is under way. These methods allow the field worker to pursue a topic until it is well understood. People may be more willing to respond candidly in individual interviews, and observations enable independent confirmation. These data can then be triangulated and analyzed in relation to other individual and contextual data (Lopez-Acevedo et al., 2012:156).

Semi structured interview questions, some overlapping with others, were prepared to collect interview data from the mentioned interviewees. For data collection through interviews the officials of IMED were the main focus to understand IMED's working procedures along with monitoring and evaluation activities properly. However, interviews were also taken from project directors (PD) of two completed projects of Bangladesh Railway and LGED, an officer of planning commission and

from a retired officer of Bangladesh railway to cross check each other's answers.

The IMED officials were enthusiastic and open minded while taking their interview. They also appreciated this researcher for this kind of new research in the context of Bangladesh. Three officials of IMED allowed me to record their voice while the rest of them gave permission to note down his voice only. The researcher noticed that the interviewees of the two completed projects were reluctant, to some extent, to share their opinions on IMED's monitoring and assessment performance. The reasons behind this could be that IMED's recommendations are necessary for a projects' cost and time extension and IMED's positive monitoring and evaluation reports for a project is a key matter for successful completion of a project.

3.7.2 Survey Questionnaire

Through a survey questionnaire, it is easier to address multiple topics in one survey and respondents can answer at their own pace. It also helps to code closed-end items. Respondents' anonymity can also be ensured through a survey questionnaire. For acquiring different opinions from projects' personnel on IMED's and its staff's activities, several open-ended questions, fixed alternative questions, and Likert scale (ranging from 1 to 5 where 1 is strongly disagree and 5 is strongly agree) questions relevant to research questions and variables have been done for this research. The questionnaire is attached to this paper.

3.7.3 Secondary Sources

For content analysis of secondary data actual help was taken from the website of IMED. The following documents were analyzed-

i. Rules of Business of IMED
ii. Annual Performance Agreement
iii. Strategic Plan of IMED (2008-13)
iv. Annual Report of IMED
v. Monitoring Manual/Guidelines
vi. PMIS (Project Management Information System) user Manual
vii. Monitoring Format
viii. In depth monitoring Report
ix. Impact Evaluation Report

i. Rules of Business of IMED

The functions of IMED are determined by the Rules of Business, 1996 issued by Cabinet Division of the government of Bangladesh. Schedule I (Allocation of business) of the rules of business provide for the distribution of subjects to each ministry and division. Each ministry/division is required to confine their activities within areas or subjects that are allocated under schedule I.

ii. Annual Performance Agreement (APA)

As discussed earlier, APA is a contract between the Cabinet Division as the 1st party and all other ministries/divisions as the 2nd parties. Through APA, IMED provides its targets to achieve different kinds of goals in the next three years. For IMED, APA is regarded as the alternative of strategic planning.

iii. Strategic Plan of IMED (2008-13)

This Five-year Strategic Plan for IMED has been developed with Technical Assistance from the Asian Development Bank under the Strengthening Results Based Monitoring and Evaluation Project (ADB TA 4880-BAN). The Strategic for IMED is an integral part of Bangladesh's commitment to Managing for Development Results. This five-year plan puts into place a system for measuring the results of public investment and reporting these to the government and the people of Bangladesh. The researcher analyzed this plan to see how much progress and development of IMED has occurred as per the plan. The plan's implementation period is 2008-2013. Whether or not IMED's short-term, mid-term, and long-term goals were met within this time frame is critical to the organization's efficiency and effectiveness.

iv. Annual Report of IMED

IMED has produced six annual reports so far. The report includes the background, vision, mission, and activities of different sectors of IMED. It also comprises reports on in-depth monitoring and impact evaluation of ongoing and completed projects, respectively, from different ministries. Progress of project monitoring and evaluation, IMED's recommendation for "no cost extension" for various projects and different activities done by IMED during the period are helpful to assess the capacity and efficiency of IMED. The contents and quality of the reports could be supportive in analyzing the standard of professionalism of IMED's staff.

v. Monitoring Manual/Guidelines

Besides many other functions that are performed by the IMED, an important function is to carry out regular field review of development projects to keep itself abreast with the latest progress of projects carried out by different government agencies. It informs the relevant ministries and agencies of impending problems as well as current problems affecting the progress of projects, so that they can take remedial actions at their end so that the projects' physical and financial progress can be accelerated. That is why comprehensive monitoring and evaluation guideline is necessary to expedite the progress of projects properly. The monitoring and evaluation checklist incorporated into the guidelines is helpful for knowing the procedural effectiveness of IMED.

vi. PMIS (Project Management Information System) user Manual

IMED introduced PMIS software in 2018 for "real time monitoring" of ADP projects. All kinds of information about a project can be updated in this software. IMED staff, project directors, and other important officials concerned with the project can see the status of the project through this software. In this way, in many cases, without performing field visits to the projects, the current progress of the projects can be known, and important instructions can be given to the project staff for the development of the project virtually. Hence, knowing the operational activities of the software is crucial for this research to measure the digital progress of IMED.

vii. Monitoring Formats

IMED's monitoring format includes projects' costs, implementation period, approval date, financial and physical progress, land acquisition, audit observation and settlement, risks of the projects, stakeholders' opinion of projects. This information can assist in recommending what more aspects should be included in the format for its development. An appropriate monitoring format can contribute to a monitoring team regarding better monitoring and evaluation that consequently enhances the performance of IMED's activities.

viii. In depth monitoring Report

The primary objective of the in-depth monitoring study is to review the financial and physical progress of the project at the middle of the implementation stage, to review the physical progress of the project compared with the target mentioned in the log

frame, and determine the progress towards achieving its objectives or to identify obstacles it is facing and to provide recommendations on how to deal with them and how the project can be implemented more efficiently later. In this way, studying some in-depth monitoring reports of IMED could be helpful to examine the capacity of IMED concerning in-depth monitoring of different projects.

ix. Impact Evaluation Report

The impact evaluation of completed projects is done mainly by appointed consultants with the collaboration of IMED staff. Impact evaluation recommendations are provided by analyzing data and information derived from the field level to determine whether any impact has been created after implementing partial works of the project and whether success will be achieved as per target. As the involvement of public money is involved in the recruitment of consultants, the quality of the report and recruitment process are matters to consider when considering IMED's activities in this regard.

3.8 Unit of Analysis

One of the most fundamental considerations in conducting research is to determine what the primary unit that will be the subject of analysis is or should be. This is called the unit of analysis. Often it is dictated by the data that are collected, rather than by a sound theoretical justification (Salkind, 2010:1584).

The unit of analysis for this research is IMED. All the data collected from interviews, survey questionnaires, and secondary data analysis are based on IMED and its staff. Then analysis was done on the collected data only. IMED's rules, guidelines, procedures, tools, and capacity are primarily considered for answering research questions. As all the monitoring and evaluation activities of IMED are run mainly by employees of IMED, their competency and knowledge of monitoring and evaluation have been put under the unit of analysis.

3.9 Summary of the chapter

This chapter describes specific approaches and ways of collecting different kinds of data relevant to research problems and questions. What the researcher observed during the collection of the data is also mentioned.

CHAPTER IV

IMED: AN OVERVIEW OF ITS STRUCTURES AND FUNCTIONS

4.1 Introduction

This chapter will discuss the organizational background of IMED and its missions, ongoing projects in IMED, organogram, working procedures for project monitoring and its linkages with other ministries and divisions for project related works.

4.2 Implementation monitoring in Bangladesh: Origin, present state and focus of IMED

After the liberation of the country, the necessity of strengthening the projects, M&E was strongly felt particularly for the management of the foreign aided projects. Against the backdrop of that, in January 1975, Project Implementation Bureau (PIB) was created under the office of the President of Bangladesh. The PIB was formed following the model of Malaysia. With the increase of the activities, later in 1977, PIB was upgraded into an individual division with the name Project Monitoring Division (PMD). After that, in 1982, PMD was named as Implementation Monitoring and Evaluation Division (IMED) and in 1984 it was placed under the Ministry of Planning. From then onward IMED is constantly growing with its necessity and importance for making the ADP effective towards reaching the goals of the vision of the country. In Perspective plan and other development plans such as five-year plan and in ADP the roles of IMED have been given special emphasis with a changing focus on introducing the norms and procedures of result-based management for facilitating more accountable implementation of the projects under ADP (M& E Policy Study, 2019:02).

IMED is now the country's inner and climax institution for project monitoring and evaluation. IMED is divided into eight Secretary/Wing/Unit groups. Chief Joint Secretaries/Director Generals are in charge of them. They are responsible to the secretary.

The Advisor/Minister for Finance and Planning supervises and directs the Secretary's activities. Agriculture, rural development and research, coordination and MIS

(Management Information System) sector, evaluation sector, Central Procurement Technical Unit (CPTU), and administrative wing are among these sectors/wings/units.

The IMED's functions were assigned by the government's rules of business. They will also examine and appraise the progress of development initiatives included in the Annual Development Program (ADP). IMED gathers and assembles project judicious data for creating quarterly, annual, and monthly progress reports for the President, NEC, ECNEC Ministries, and other interested parties. It provides various advisory and consultancy services to Ministries/Agencies in relation to project implementation. It performs field inspections of project implementation to detect issues and submits findings to the President and relevant Ministers. From project conception to completion, IMED plays a critical role.

4.2.1 Vision of IMED

Correct monitoring and evaluation of projects is necessary for sustainable development.

4.2.2 Mission Statement of IMED

To provide effective assistance in socio-economic development of the country through monitoring the implementation of the projects, qualitative evaluation of the completed projects, and ensuring transparency and capacity in the public procurement process.

4.2.3 Functions of IMED

According to the Rules of Business, 1996 (Allocation of Business (Article 32 (c)), the functions of the Implementation Monitoring and Evaluation Division (IMED) are as follows:

1. Monitoring & Evaluation of the implementation of development projects included in the Annual Development Program.
2. 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.
3. Rendering such advisory or consultancy services to ministries/agencies concerned on implementation of projects as and when necessary.
4. Field inspection of projects for on-the-spot verification of implementation status

and such other co-ordination works as may be necessary for the removal of implementation problems, if any, with the assistance of related ministries/agencies.

5. Submission of project inspection reports to the president and ministers concerned when attentions at such levels are considered necessary.
6. Matters relating to the Central Procurement Technical Unit (CPTU).
7. Matters relating to The Public Procurement Regulations, 2003 by the president from time to time.

4.2.4 Organizational Structure and manpower of IMED

The division is headed by a secretary. There are some officials under the secretary to monitor and evaluate ADP projects in different ministries and divisions. A few officers are engaged in administrative work as well as procurement-related activities and advice.

Table 4.1

Organizational structure of IMED

SECRETARY

Jt. Secretary (Administration)	Jt. Secretary (Co-ordination)	Director General (Agriculture& water Resource)	Director General In-depth Mon & Research	Director General (Education & Social	Director General & Project Director	Director General Local Government& Rural	Director General (Communication)	Chief Industry & Power	Director General (Evaluation)

Note: "Adapted from" www.imed.gov.bd.com

Table 4.2

Manpower in IMED

	Manpower				
	1st class	**2nd class**	**3rd class**	**4th class**	**Total**
Sanctioned post	131	60	92	55	338
Working post	85	14	76	40	215
Vacant	46	46	16	15	123

Source: Annual Report of IMED (2020-21:2)

4.2.5 Ongoing projects in IMED

There are no investment projects in IMED right now. However, two technical projects are ongoing. The information of the projects is described in **Table 4.3**.

Table 4.3

Ongoing projects in IMED

(Taka in Lac)[8]

Serial No.	Name of the Project	Implementation Period	Estimated Cost	Financial Progress	Physical Progress	Purpose of the Project
1	Digitizing Implementation Monitoring and Public Procurement Project (DIMAPPP)	July, 2017 - December, 2023	44157.50	35.97%	38%	To improve the overall quality of public procurement and to enhance management in the country and its ability to monitor the implementation of development projects through digitization
2	Capacity Development for Monitoring and Reporting to increase the Effective Coverage of Basic Social Services (CDMRI-	October, 2017 - December, 2021	908.82	39.74.%	42%	1. Development of information on effective coverage of basic social services. 2. The formulation of

[8] One lac equivalent to BDT 100000

	ECBSS) for Children and Women in Bangladesh (Phase- 2)					strategies for the national evaluation policy and its implementation methods and the development of audit evaluation skills of government officials. 3. To enhance the sub-national level results monitoring and evaluation skills of ministry and field level officials through experimental activities. 4. To review country program evaluation activities of "Government-UNICEF".

***Source*:** Annual Report of IMED (2020-21:53-56)

4.3 Projects' Monitoring & Evaluation procedures followed by IMED

Monitoring and evaluation of the ADP projects is a regular task of the IMED. In the case of monitoring, priority is given to fast tracked projects, funded projects, and less advanced projects. IMED's officials prepare monitoring reports for the ongoing project and evaluation reports for the completed projects after spot monitoring of the projects. Formulated monitoring and evaluation reports are sent to the concerned ministry/division, planning commission and to the implementing agencies. The staff of IMED looks after financial and physical progress, procurement plan, work plan, exit plan, quality and quantity of implemented work, whether works are being matched with DPP, lab tests for construction works, any problems arising during implementation, stakeholders' opinion on the project, etc. In the case of

preparing a report for completed projects, whether works for each component of the projects have been completed in accordance with DPP, the quantity and quality of completed works, whether the entire activities of a project have been transferred as per exit plan, any violation of DPP, opinions/recommendations from the concerned heads of ministries and divisions are observed. Then the concerned agencies try to perform the work as per the recommendations given by IMED. A Project Completion Report (PCR) has to be submitted by the project to IMED within three months of the completion of the projects. After receiving the PCR, the IMED evaluates the project, for example, by checking the immediate outputs of the projects.

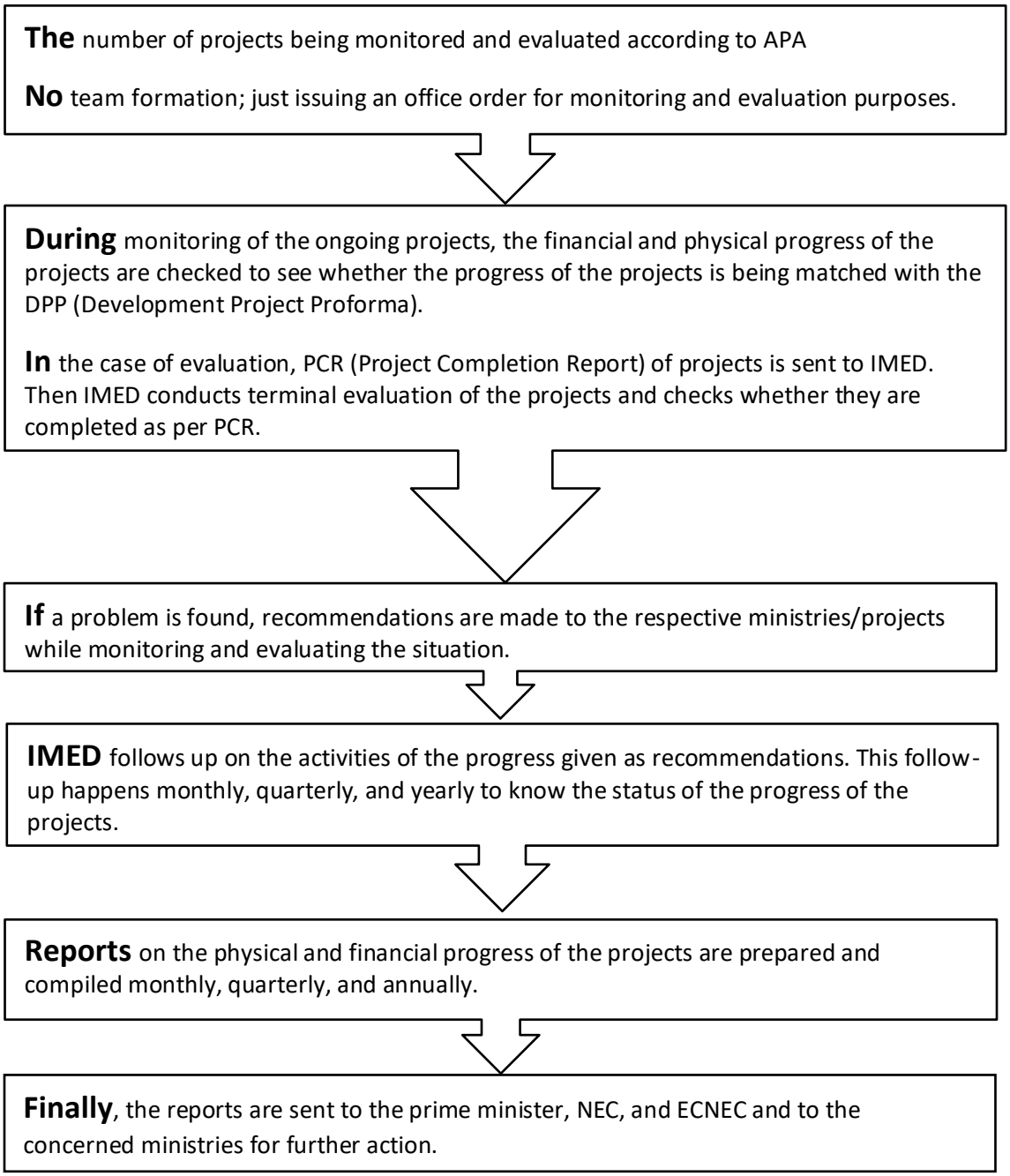
There are eight monitoring and evaluation sectors in IMED; each sector monitors the projects under specific ministries and divisions. The projects are assigned to the different sectors proportionately so that overload can be avoided. Each sector is headed by a director general. IMED does not form any team for monitoring activities. Generally, the DG/Director issues an office order to monitor the projects under his/her direction. Typically, one member of staff goes to monitor specific projects. As per tradition, at least three projects should be monitored monthly by each sector. Presently IMED follows APA regarding how many projects should be monitored and evaluated in a financial year to meet the targets mentioned in APA. IMED gives some recommendations after monitoring and evaluation of the projects. Then IMED follows up on the activities of the progress given as recommendations. This follows up happens monthly, quarterly or six monthly to know the status of the progress.

There are two committees, for example, the Project Implementation Committee (PIC) and the Steering Committee (SC) to discuss the situation and progress of the projects. PIC is led by an agency chief, whereas SC is led by the ministry's secretary. Staff of the concerned ministry and department of the projects are members of the committee. For example, staff of the planning commission, the finance division, and

related ministry employees are also members of the committee. The DG of IMED, who monitors certain ministries' projects, participated in the meeting. Meetings of the committees are generally held every three months. Figure **4.1** provides a flow of working procedures of IMED:

Fig 4.1

Projects' Monitoring & Evaluation procedures followed by IMED



***Source*:** Self compiled based on Projects' Monitoring & Evaluation procedures followed by IMED

4.3.1 In-depth monitoring of selected ongoing projects

IMED conducts in-depth monitoring of selected ongoing projects of different ministries/divisions through employment of consultant firms. Revenue budgets are incurred for this kind of monitoring. During the recruitment of consultants, the relevant PPA-2006 and PPR-2008 rules are followed. Reports on monitoring are uploaded to the website of IMED, and the recommendations are sent to the concerned ministries/divisions for execution.

4.3.2 Impact evaluation of completed projects

Through the use of consultant firms, IMED also performs impact evaluations of selected completed projects from various ministries/divisions. For this type of monitoring, revenue budgets are used. The relevant PPA-2006 and PPR-2008 rules are followed when recruiting consultants. Monitoring reports are posted on the IMED website, and recommendations are forwarded to the relevant ministries/divisions for execution.

4.3.3 Usage of PMIS Software

For digital monitoring of ADP projects, IMED introduced this software back in 2018. Staff of IMED, project directors, and project implementation agencies have access to this software with a user ID and password. Project directors will input approval information, component wise expenditure, DPP target plan, total procurement plan, fund release, scheduled work plan, monthly progress report etc. of the projects in the software. In the case of amendments to projects, amended information can also be input into this software.

After inputting all the information into the software, if the ministry wants to correct any information about the projects, IMED will allow that. Some reports, for example, the annual progress report, project-wise yearly work plan, yearly progress of projects, allocation against demand of DPP, ministry-wise progress of ADP, cost, and time overrun are generated automatically in the software. After all, the staff of IMED can monitor and evaluate a project just by sitting in their chair without going to the spot. Consequently, the time and cost of monitoring and evaluation are reduced. The number of live projects, as of 24.04.2019, in this software is 539.

4.3.4 E-PMIS (Electronic Project Management Information System) software

IMED took the initiative to implement E-PMIS software under the project DIMAPPP. E-PMIS is the updated version of PMIS. With the help of this software, it will be possible to monitor the progress of any projects across the country online. Geo tagging and geo location of projects will be possible under this software. IMED hopes that the software will be run by 2022.

4.4 Strategic Plan of IMED

For the years 2008 through 2013, IMED developed a strategy plan. By identifying and validating the relationship between spending and ultimate development results, the IMED strategic plan explores the link between budgetary allocations and equitable economic growth.

4.4.1 Vision of the strategic plan

For the purposes of this Strategic Plan the organization vision describes a desired capacity for the organization. It responds to the question, "What do we aspire to be as an organization?" The vision and mission are related; achieving the vision realizes the mission.

- With key organizational capabilities in program monitoring and evaluation, mass communications, and project information systems, IMED excels in the practice and management of monitoring and evaluation in 2013. It also advises other government agencies on program design and measurement.

4.4.2 Mission of the strategic plan

- The IMED collects and analyzes information on project and program results from implementing entities to monitor and assess the performance of revenue and development investment.
- When appropriate, the Executive Committee of the National Economic Council, line ministries, and other interested parties receive an analysis of ministry and sector performance versus agreed-upon targets.
- By carefully analyzing program outcomes, IMED tries to explain why sector or ministry performance targets have not been fulfilled whenever possible. IMED sends this analysis to the appropriate entities so that they can, if necessary, enhance their performance.

4.4.3 Strategic Goals

The strategic goals are separated into three categories: short, medium, and long-term objectives that must be met by 2013.

i. Short-term objectives

Short-term objectives include increasing internal ability to define project outputs and impacts, efficiently gather and verify data, and, most critically, use that data as the basis for analysis.

ii. Medium-term objectives

The medium-term objectives are around leveraging organizational capabilities in measurement and analysis to better coordinate resource allocation and inform policymaking. By this point, IMED should have built enough credibility to oversee the development of a national set of performance indicators that consider the MTBF, the National Strategy for Accelerated Poverty Reduction (NSAPR), and the sector plans of the Annual Development Plan (ADP). The agreement on a set of national indicators is the first step toward RBM.

iii. Long-term objectives

IMED will react to a growing public demand for information on government performance in the long run. Citizens are expected to hold the government responsible for its performance, and IMED will play a critical supporting role in providing clear and transparent information to the public.

4.5 Planning and Managing Development projects in Bangladesh: IMED's roles

In the process of policy making in Bangladesh, the Planning Commission plays a significant role. The Planning Commission through Annual Development Plans and the Five-year plans, translate the ideas, aspirations and the commitment of the government (Aminuzzaman, 1996).

A country's national planning is an effort to achieve the country's socio-economic goals. There are various tactics that must be invented and implemented as part of the plan. In Bangladesh, project planning must first be approved by the National Parliament before being referred to the National Economic Council (NEC). The plan is finalized and approved by NEC before being sent to ECNEC for final approval. The

plan is sent from ECNEC to the Ministry of Planning, which assists in the creation and execution of policies as well as the assessment of their economic impact.

Economic Relations Division (ERD), Planning Commission, Implementation Monitoring and Evaluation Division (IMED), Statistical Division, and Bangladesh Institute of Development Studies (BIDS) are the four divisions of the Ministry of Planning. In Bangladesh, however, project planning and development management are the responsibility of the National Parliament, National Economic Council, Executive Committee of the National Economic Council (ECNEC), Ministry of Planning, Planning Commission, Economic Relations Division (ERD), and Implementation Monitoring and Evaluation Division (IMED).

4.5.1. National Parliament

Despite the fact that planning instructions in Bangladesh came from several political parties, they were incorporated into the state framework through the National Parliament. Parliament receives data on planning from a variety of sources. Election Manifesto, Statistical Division, Local Administration, Media, and others are among the sources. Before each election, each government makes promises to the people about development efforts.

4.5.2. National Economic Council

The National Economic Council (NEC) is the nation's top authoritative body and the highest political authority for planning. This council's main authorized individual is the Prime Minister. In general, the ministries develop their separate plans, programs, or initiatives in accordance with the NEC's objectives. The NEC meets when the prime minister summons it, and depending on the topic at hand, external invitees may be invited. At the stage of five-year plans, annual development programs, and economic policies, the NEC offers overall supervision. Plans, programs, and policies are finalized and approved by it. It also examines how well development programs are being implemented. IMED updates NEC on the status of ADP projects on a regular basis.

4.5.3. Executive Committee of National Economic Council (ECNEC)

ECNEC is the implementing agency for the policies decided by the National Economic Council. It is the nation's highest level, which approves individual projects and is the

final approval authority. It has the jurisdiction to examine projects (investment expenses above TK. 50 crore) reported by the Implementation, Monitoring, and Evaluation Division (IMED). IMED submits a progress report on the implementation of development initiatives to ECNEC for evaluation.

4.5.4. Planning Division

Within the framework of the national plan, the planning division of the ministry of planning produces annual development programs and formulates policies for the accomplishment and impact of the financial system. It evaluates the national development plan on a case-by-case basis, as well as the preparedness of various economic areas. It keeps a close eye on the progress of the plan and evaluates the arrangement on a regular basis.

4.5.5. Economic Relations Division (ERD)

ERD mobilizes external resources for the country's socioeconomic growth. ERD's major responsibility is to manage, plan, marshal, and allocate external aid in accordance with the country's development priorities.

4.5.6. Planning Commission (PC)

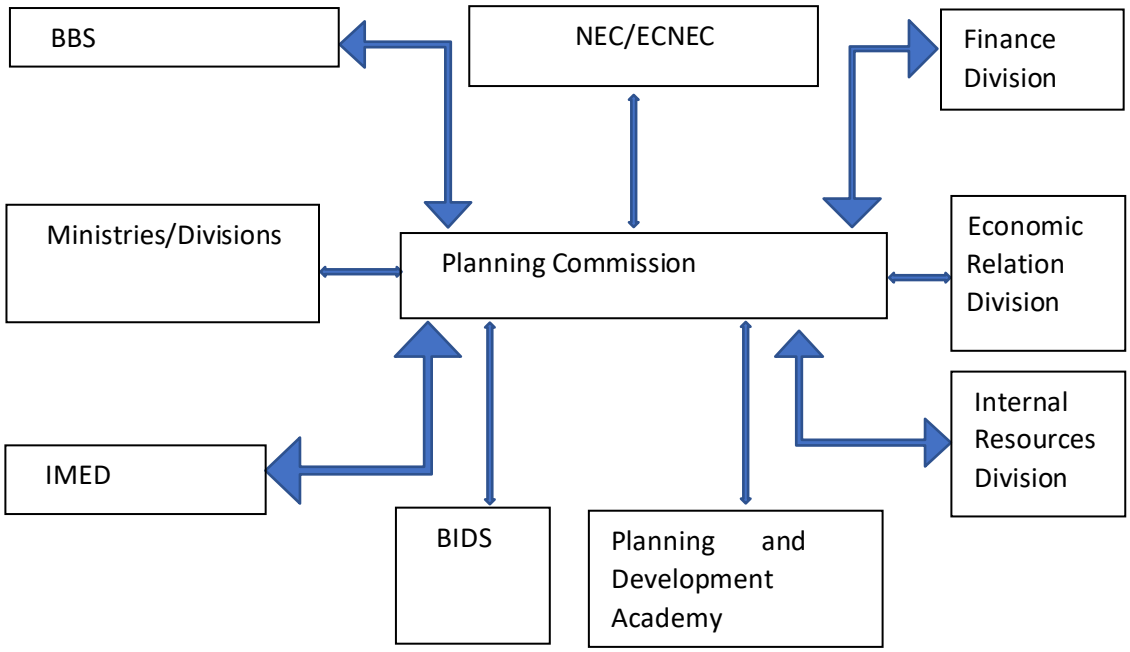
Bangladesh's highest planning agency is the Planning Commission. For program planning, it invents faceted resource allocation. It judges investment resolutions of schemes for the implementation of sector strategies. The mission's implementation is assessed by the planning commission in terms of its influence on people's living standards. It creates a perspective plan, a five-year plan, and an annual development plan. It works mostly through NEC and ECNEC. PC and IMED have a working connection because PC review the development of ADP initiatives.

4.5.7. Implementation Monitoring and Evaluation Division (IMED)

IMED collects and assembles project data for the President, NEC, ECNEC, ministries, and other interested parties in order to prepare quarterly, yearly, and monthly progress reports for the President, NEC, ECNEC, ministries, and other interested parties. It offers a variety of advice and consulting services to Ministries and Agencies in relation to project implementation. It conducts field inspections to uncover difficulties with project implementation and reports them to the President and Concerned Ministers. IMED plays a critical role in project formulation and implementation in this way.

Fig 4.2

Linkages about all ministries in policy making



***Source*:** www.plancomm.gov.bd

Figure 4.2 shows that there is a relationship among the departments to implement ADP programs as discussed. IMED, in particular, works as a coordinator among different ministries/divisions to implement ADP projects. In this way, IMED contributes to the progress of ADP projects in Bangladesh.

4.6 Summary of the chapter

The chapter portrayed a picture of how different components of monitoring and evaluation frameworks work. The usefulness of monitoring and evaluation for better performance of governmental sectors is also highlighted. A brief overview of IMED and linkages among different agencies for approval as well as implementation of the projects and policy making are also described.

CHAPTER V

DATA PRESENTATION & ANALYSIS

5.1 Introduction

This chapter analyzes the data collected through interviews, survey questionnaires, and secondary content. In most cases, the same types of questions were asked and then presented to respondents and interviewees to crosscheck the replies. In the case of interviewing, the researcher tried his utmost to reveal the exact wording of the respondents' answers. The gist of the interviewees' speeches was summarized to some extent for those who did not allow recording. Survey questionnaires were prepared for the respondents of the projects and relevant institutions. The questions were mixed with specific, alternate, and Likert scale criteria. For the most part, the SPSS analysis was done to find out the answers to the survey questions. Questions relevant to dependent and independent variables were discussed separately.

5.2 Clients' satisfaction

As IMED monitors and evaluates ADP projects, the projects and their related organizations' satisfaction with IMED's work can be utilized to determine the efficiency and effectiveness of IMED to a large extent. A survey was conducted using a Likert scale where 1 is the most negative and 5 are the most positive. Through this survey, the researcher tried to find out the view of the project's personnel (clients') on their satisfaction with IMED's work. It is noteworthy that in this research, the staff of the projects are clients of IMED as they receive monitoring and evaluation services from IMED.

Table 5.1

Clients' satisfaction level with IMED's monitoring services

Views	**Frequency**	**Percent**
Somewhat dissatisfied	4	9.8
Neither satisfied nor dissatisfied	10	24.4
Satisfied	27	65.9
Total	41	100.0

***Note*:** Field survey, 2021

According to **Table 5.1**, out of 41 respondents, 27 (65.9%) say that they are satisfied with MEDs work, followed by 24.4% who stand in a neutral position.

It is to note that IMED's recommendation is mandatory for any kind of revision or "no cost extension" of ADB projects. Without IMED's recommendation, the ECNEC does not approve revision of any kind of project. So, the projects always want to have a good relationship with IMED. This could be the reason that 10 respondents out of 41 chose a middle path and did not choose any side of satisfaction or dissatisfaction.

5.3 Impact of recommendations on projects' performance

After completion of project monitoring and evaluation, IMED gives some recommendations to the projects to practice for overcoming existing problems or for overall development of the projects, for example, some recommendations for a project under the power division in FY 2016-17 are shown in **Table 5.2**.

Table 5.2

Examples of Problems and recommendations given on a project

Problems	**Recommendation**
Late in land acquisition	Land acquisition should be begun just after approval of the project.
Transfer of project directors	Frequent transfers of project directors should be stopped

***Source*:** www.imed.gov.bd

The projects should follow the recommendations. However, it is not mandatory to follow them. The researcher conducted a survey among the respondents whether the recommendations have any positive impact on projects' performance. The results are in **Table 5.3**.

Table 5.3

Positive Impact of recommendations on projects' performance

	Frequency	Percent
Strongly disagree	1	2.4
Disagree	1	2.4
Neither agree nor disagree	2	4.9
Agree	15	36.6
Strongly Agree	22	53.7
Total	41	100

Note: Field survey, 2021

Table 5.3 shows that out of 41 respondents, 22 respondents (53.7%) strongly believed that IMED's recommendations have a positive impact on projects' performance. 36.6% agreed that IMED's recommendations were helpful for project progress. An officer of IMED answered as below when questioned about the importance of recommendations given by IMED.

"When projects' men hear that officers of IMED are coming for monitoring, they become aware. And when any problem is found during monitoring, it is said to the project employees that they should correct this quickly. Many loopholes and problems with projects are not possible to insert into reports; there are some matters that are not wise to disclose. In many cases, ministries consider our reports, and they take action accordingly, which results in projects being benefited from our recommendation... without field visits, it is not possible."

The above discussion reveals that survey results are supported by interviewees' comments.

5.4 Learning on Project Management

How much does the recommendation given by IMED contribute to projects' staff learning regarding project management? A survey was conducted in this regard. The results are shown in **Table 5.4**.

Table 5.4

Learning on project management

	Frequency	Percent
Poor	9	22
Good	19	46.3
Very good	9	22
Not sure	4	9.8
Total	41	100

***Note*:** Field survey, 2021

According to **Table 5.4**, 46.3 percent of respondents reported that their project management learning from recommendations was good, while 22 percent believe it was very good. Replies of further nine respondents were on the "Poor" side and "Very good" side respectively.

5.5 Coordination of work between IMED and projects

Coordination of work between IMED, projects and ministries are important for timely completion of specific tasks. Without proper coordination, work could be haphazard, which decreases efficiency and consequently leads to ineffectiveness.

> *"In many cases ministries and projects are not willing to give expenditure related information and reports regarding whether recommendation given by IMED is being implemented. Due to this problem, we fall in problem to prepare reports timely."- An officer of IMED.*

The above comment was given by an IMED staff member when the researcher questioned him about the standard of coordination of work between IMED and projects. It is mentionable that IMED prepares some reports, for example, monthly, quarterly and annual progress reports of ADP, annual report of IMED etc. Timely preparation of these kinds of reports depends on how frequently IMED receives projects' progress information from the agencies.

On the other hand, a retired officer of IMED commented, *"we want decisions from IMED for some matters of projects, but they delay replying to our queries."*

A survey of this matter produced the results are shown in **Table 5.5**.

Table 5.5

Assessing coordination of work between IMED and projects

	Frequency	**Percent**
Below average	3	7.3
Average	18	43.9
Above average	18	43.9
Excellent	2	4.9
Total	41	100

***Note*:** Field survey, 2021

So, the employees of the projects acknowledge that their coordination of work with IMED is just conventional. Therefore, there is scope to improve the coordination of work between IMED and projects (Reference **Table: 5.5**).

5.6 Timeliness of service delivery by IMED

On-time service delivery (in this case, monitoring and evaluation activities) is critical for resolving any problem. Timeliness is the availability of information at the time it is needed for decision making (Lewy, 1981:55). That is why the timely service given by IMED can assist the project personnel with regard to their decision making. A survey was conducted to determine how respondents rated the IMED's timeliness of service delivery. The results are shown in **Table 5.6**.

Table 5.6

Timeliness of service delivery

	Frequency	Percent
Poor	11	26.8
Good	22	53.7
Very good	5	12.2
Not sure	3	7.3
Total	41	100.0

Note: Field survey, 2021

Table **5.6** demonstrates that most of the respondents reported IMED's timeliness of service delivery as good (53.7%) followed by 26.8% as poor. So, there are mixed reactions here. It could be that for some projects they are dedicated and prompt to providing monitoring services, while for others they are not. It also indicates that IMED should emphasize its on-time service delivery to ensure projects' effectiveness.

5.7 Independent variables and their effect on Dependent Variable

5.7.1 Rules, procedures/processes followed by IMED for project monitoring and evaluation

i. Annual Performance Agreement (APA)

According to the Annual Performance Agreement (APA), 2021-22 between Cabinet division and IMED, the organization achieved 72% and 75% of targets of terminal evaluation of completed projects for the FY 2019-20 and 2020-21 respectively. No information was given about the rate of achievement of online project monitoring and evaluation. But the target was set for 1%, 5% and 10% online monitoring and evaluation for the FY 2021-22, 2022-23 and 2023-24 respectively. As the target was not achieved, IMED should increase the number of visits for project monitoring and evaluation.

ii. Strategic Plan

Strategic planning is a set of concepts, procedures and tools that organizations use when determining their overall strategic direction and the resources required to

achieve strategic objectives (Bryson, 2011). Generally strategic planning is critical to an organization's success because it gives it a sense of direction and establishes quantifiable objectives. Strategic planning is a technique that may be used to guide day-to-day choices as well as to evaluate progress and change strategies as you move forward.

IMED produced just one strategic plan (2008 to 2013) so far. Time of the strategic plan was already finished seven years ago. Then within the following seven years, the institution is yet to produce any strategic plan. As a strategic plan fixes an organization's vision, missions and short term to long term goals, the plan is necessary for IMED's goal-based activities. Without goal-based activities an institution cannot achieve its vision and mission. Again, no scenarios are uploaded on the website concerning how much the plan has been implemented. I asked an officer of IMED why IMED has not been preparing another strategic plan, and he replied as:

> *"Now we don't need any strategic plan. Because IMED's all strategies are setting through APA (Annual Performance Agreement) …. all goals and activities of IMED are fixed through APA and MTBF (Medium Term Budgetary Framework) …MTBF does not deal only budgetary matter but the activities of IMED to be done in subsequent years…in this way need for strategic plan are decreasing."*

In this context, the researcher thinks that IMED can prepare strategic plans internally for specific periods to develop the institution's own capacity building.

iii. Annual Report of IMED

As per the website of IMED, IMED prepared eight annual reports after its creation. The latest one is Annual Report (2020-21), Published date on website: 11 October, 2021. All the reports were prepared only in Bangla language. As the foreign funded projects are also included in the ADP projects, the donors are also stakeholders of the projects and the reports. Therefore, an English version of the reports should be published on the site, the researcher believes. "Why is there no English version of the annual report?" I asked an employee of IMED. He replied to me that:

"Foreign donors mainly have relationships with the ERD (Economic Relations Division) of the government regarding foreign funded projects. As they receive all progress-related information from the ERD, preparing the English version of the report is not so vital. However, as you raise the issue, I will also raise this to the concerned authorities. "

The views of another officer are quoted as below:

"The development related ministries, who directly work with development partners, try to publish their information/activities in English so that development partners able to know progress of development activities. However, we publish annual report mainly for the government……if development partners need any information; they can translate that in English."

While analyzing the Annual Report (2019-20) it was found that during FY 2019-20, total applications for "no cost extension" were for 284 projects. Interestingly, IMED approved all the applications for "no cost extension". Then a question may arise regarding the efficiency of IMED. An annual report of IMED just comprises different activities of IMED without showing any assessment concerning the institution's impact on projects' performance. So, there is scope to enhance the quality of the report by incorporating critical issues of monitoring and evaluation. IMED prepares monthly, quarterly and annual progress reports of ADP without giving explanations. For example, why is a specific project's progress not satisfactory? What are the barriers to implementing the projects? These matters could be considered while preparing reports.

iv. Other Reports

IMED prepares ADP progress reports on a monthly, quarterly, and annual basis, primarily for submission to NEC and ECNEC. The reports are just descriptions of the allocation of money and its expenditure. Regarding completed project evaluation reports, they consist of projects' information with problems that arose during

implementation. IMED provides recommendations on the problems raised. But there are no critical analysis of the performance of the projects in the report. In-depth monitoring reports and impact evaluation reports are prepared by consultants' firms with detailed observation. However, what actions are taken by IMED based on these kinds of reports was not found.

v. Guidelines for project monitoring and evaluation

There are some monitoring guidelines for some ministries/divisions on IMED's website. But monitoring guidelines for other ministries, for example, for Bangladesh Railway, are absent there. So, guidelines for each ministry should be prepared by IMED for effective monitoring. There is a project inspection guideline prepared in 1995. After that, it seems the guidelines have not been updated. So, the guidelines are too outdated to meet modern monitoring and evaluation techniques.

In terms of completion there are two kinds of projects, for example, ongoing projects and completed projects. For ongoing projects, regular monitoring (financial and physical progress of the projects) and for completed projects terminal evaluation are conducted by employees of the IMED to observe the immediate outputs of the projects (within three months of the completion of the projects).

vi. Monitoring procedures

As discussed earlier, IMED does not form any team to conduct monitoring and evaluation activities. Generally, a sector's DG issues office orders against a person for monitoring a specific project. The researcher thinks that team formation in monitoring is necessary for comprehensive, error free and for complete monitoring. At the beginning of the financial year teams can be formed to achieve better monitoring planning.

A survey was carried out regarding the quality of the rules, reports and monitoring process/procedures among project staff following the Likert scale. The survey revealed the results are presented in **Table 5.7**.

Table 5.7

Assessing quality of monitoring procedures/processes

	Frequency	Percent
Below average	1	2.4
Average	20	48.8
Above average	16	39
Excellent	4	9.8
Total	41	100

***Note*:** Field Survey, 2021

The **Table 5.7** reveals that maximum respondents are on the side of "average" (48.8%) quality of the monitoring procedures followed by above average, excellent and below average respectively. The above discussions depict that IMED needs to improve its guidelines and monitoring procedures for bringing efficiency in the projects.

5.7.2 Tools used for project monitoring and evaluation

i. PMIS (Project Management Information System) Software

As per information uploaded on the website of IMED, the total number of live projects in the PMIS software is 539, the latest being on 24.04.2019. As earlier discussed, the software is designed for online monitoring of ADP projects. It is to be noted that during this corona pandemic, online activities are more desirable than the physical attendance of officers in the office or workplace. However, according to IMED's Annual Report (2019-20, P.38), only 06 projects were monitored online in the year. It was learnt from discussions with IMED's and project staff that the software was not fully in operation. Why is the software not fully operational? I enquired about this with IMED's additional secretary, who responded by saying;

> *"As employees of the projects and IMED are transferred frequently, so new staff of the projects feels uneasiness about using this software. There is a lack of awareness among the staff regarding the usage of the software. However, 50% of projects' data is being reserved in PMIS."*

When the Deputy Director was asked about the limited application of PMIS software he replied that;

> *"Limited manpower in IMED is a barrier to implementing the software fully. External support is also necessary for operation of the software. Maintenance or troubleshooting is crucial to running software smoothly. But there is a shortage of such technical people in IMED. "*

A Deputy Secretary of the Planning Commission viewed that there is an alternative way to learn about the software properly. In his words;

> *"If the software is used properly and rightly, it will have an impact on the performance of monitoring and evaluation. Cadre officers are frequently transferred, so they cannot learn about the software suitably. But what about the fixed staff of IMED recruited directly? As this kind of staff is fixed and will not be transferred anywhere, they should learn about the system properly to gain long-term benefit. "*

ii. Monitoring Formats

Staff of IMED uses prescribed monitoring format while monitoring the projects. In concise the format comprises description of projects and their monthly and quarterly financial and physical progress against targets. (See **Annex IV** for details of the format)

As the format is about only just financial and physical progress of the IMED, it scarcely adds any value to evaluation. While asking about quality of monitoring format an officer commented on the prescribed monitoring format of IMED as *"Monitoring format maintained by IMED is old and that should be upgraded"*

It's worth noting that IMED's monitoring formats were last updated in 2003. After then, the formats remain unchanged. As a result, it is recommended that the formats be updated to be more current and outcome oriented.

To know about the effectiveness of the monitoring tools a survey was carried out among 41 employees of the projects and concerned divisions using Likert scale (where 1 is highest negative and 5 is highest positive). The results are shown in the **Table 5.8**.

Table 5.8

Effectiveness of monitoring tools

	Frequency	**Percent**
As usual	14	34.1
Partly effective	22	53.7
Very scientific & Modern	5	12.2
Total	41	100

***Note*:** Field Survey, 2021

According to the survey results described in the **Table 5.8**, 22(53.7%) respondents out of 41 respondents' view that the monitoring tool is partly effective followed by 14% conveyed as usual. The results almost match the response of IMED employees as they also said that the tools are not fully operating. The survey results imply that the quality of the software should be improved. It was also known from the interviews that due to the frequent transfers of the officers of IMED and project, IMED cannot fully adapt the software. So, the permanent staff of IMED should learn to use the software properly.

Moreover, it was found that there exist no written guidelines on "how to use the software" on the website. The researcher also did not find features and scope of work of the software on the website. This is necessary for some stakeholders to know about the software clearly.

In **Table 4.3**, it was described that one of the purposes of the project "DIMAPPP" was to monitor the implementation of development projects through digitization. The project will end in June 2022. Its financial and physical progress, however, are

35.97% and 38% respectively. So, progress of digitization of M&E is lagging in IMED.

Generally, we can guess that if monitoring tools are appropriately used in monitoring processes, the quality of monitoring processes will be increased. For example, in the case of online monitoring using PMIS software could help to strengthen monitoring procedures. What does correlation analysis in SPSS tell about this? We find the results are displayed in **Table 5.9**.

Table 5.9

Correlation between monitoring procedures and monitoring tools

		Monitoring procedures	**Monitoring Tools**
Monitoring procedures	Pearson Correlation	1	.543**
	Sig.(2-tailed)		.000
	N	41	41
Monitoring Tools	Pearson Correlation	543**	1
	Sig(2-tailed)	.000	
	N	41	41

** Correlation is significant at the 0.01 level (2-tailed) ***Note:*** SPSS Analysis

The results displayed in the **Table 5.9** illustrate that the outcome of the Pearson correlation between monitoring procedures and monitoring tools is (.543). As per Pearson correlation, (+1) is the highest positive correlation whereas (-1) is the highest negative correlation. Since the result in this case is (.543), we assume that the correlation between monitoring procedures and monitoring tools is effective. The P value of the monitoring tools is (.000), which is less than.01 ($p<.01$), so the relationship between the two variables is also significant. Consequently, it means that more usage of monitoring tools may bring greater effectiveness in monitoring procedures. It also indicates that there is an effect of using monitoring tools on monitoring procedures.

5.7.3 Outsourcing of consultant firms

Generally, in-depth monitoring of ongoing projects and impact evaluation of completed projects are done by outsourced consultant firms. All ADP projects are not subject to in-depth monitoring and impact evaluation; rather selected projects, some of which are weak, are chosen for outsourcing. While in-depth monitoring and impact evaluation activities, details of a project are scrutinized, for example, whether the projects are being run in alignment with the DPP, stakeholders' opinions, environmental issues arising from the projects, future impact etc. Therefore, the above kinds of monitoring and evaluation work are very specialized types of tasks. IMED's allocation of business allows outsourcing. The number of outsourcing firms depends on the budgetary capacity of IMED. In this regard an officer of IMED quoted as follows:

> *Depending on budgetary capacity, the number of projects is fixed for monitoring and evaluation through outsources. For example, in FY 2020-21, 30 projects were outsourced while in FY 2019-20, 12 projects were evaluated. As per APA, we have planned to monitor 34 projects through outsourcing in FY 2021-22.*

While questioned about why IMED does need outsourcing and how without outsourcing IMED can save a lot of money, the answer came as follows:

> *IMED staff deal with many routine tasks and meetings and seminars, and have many committees, so they have less time for monitoring and evaluation. In IMED, officers come and go, and at best, 3 years remain here. In-depth monitoring is a kind of research work, so more time is needed for that. In-depth monitoring is not like a routine job. Consequently, we don't have much time to conduct the above kinds of monitoring and evaluation.*

Regarding the need for outsourcing, a Deputy Director opined that;

> *"Monitoring and evaluation by a third party can produce a neutral report which can be helpful for a better understanding of monitoring and evaluation. Outsourcing will also assist in accelerating the quality of implementation of projects and their impact on society. Outsourcing is complementary to regular monitoring and evaluation. But to receive outsourcing work from a third party properly, the IMEDs staff should also be more qualified. "*

The above answers express that IMED needs to outsource consultant firms/expertise due to their heavy engagement on administrative tasks. Through outsourcing a better understanding of project monitoring and evaluation can also be achievable

A survey was conducted regarding whether outsourcing is necessary for monitoring and evaluation among 41 respondents; the following answers are produced shown in **Table 5.10.**

Table 5.10

Whether outsourcing is necessary for monitoring and evaluation

	Frequency	**Percent**
Strongly disagree	5	12.2
Disagree	8	19.5
Neither agree nor disagree	9	22.0
Agree	14	34.1
Strongly Agree	3	7.3
Don't Know	2	4.9
Total	41	100

Note: Field Survey, 2021

The above Likert scale result mentioned in the **Table 5.10** discloses that most of the respondents agree that outsourcing is a good idea. Concerning the standards of outsourced firms and the procedure for hiring a consultant for a project, a source who requested anonymity stated that the quality of the outsourcing firms is below standard and nepotism exists during the tendering process.

5.7.4 Competency/Professionalism of IMED employees

Regarding secondment of professionalism to IMED staff it is stated that the Malaysian Implementation Coordination Unit has a few (around five) professionals seconded to offer specific advice in key sectors and skills. This includes civil engineers, an accounts and audit specialist and a university professor to advise on evaluation research and statistical methods. IMED would benefit from the expertise

of such professionals drawn from specific government departments, academic institutions or the private sector (IMED strategic plan, 2008-13, P. 08). The statement implies that IMED has been willing to employ technical expertise for gaining better results. However, the institution is yet to recruit such professionals.

While query arose on whether IMED needs technical/engineering background professionals for monitoring and evaluation, an officer answered that:

> *The main part of monitoring is to oversee the approval and implementation phases of a project. IMED staff are more than capable of examining that. Another issue is examining the procurement process-whether rules are properly followed or not while purchasing. Audit observations are being settled properly or not, and are also under monitoring. The scope and working procedures of the projects are also examined and measured. Some projects, for example, the Ruppur Nuclear Power Plant Project, are highly technical, and so it is difficult for IMED to monitor that kind of project appropriately. Forming a technical unit is under process in IMED.*

"IMED does not monitor project as technical expert. Here monitor means whether projects are on track and are aligned with DPP. Viewing lab test report, it is possible to gauge whether works are being done rightly. We also observe quality of the project beside progress. But IMED does not have any quality control mechanism. While taking projects whether technical persons were employed are seen."

Another officer of IMED viewed that as follows:

About overall competency of IMED staff, the respondents of the survey feedback is shown in **Table 5.11**.

Table 5.11
Competency of IMED employees

	Frequency	**Percent**
Not so well	5	12.2
Somewhat well	16	39.0
Well	18	43.9
Extremely well	2	4.9
Total	41	100.0

Note: Field Survey, 2021

So, the top 18 respondents (43.9%), as per **Table 5.11**, consider that the competency of IMED staff is good concerning project monitoring and evaluation. However, 16 respondents (39%), very near to the highest number, view that their competency is good to some extent.

Survey was conducted on how different categories of officials of the respondents viewed the problem detection capacity of IMED staff while monitoring. The results are in **Table 5.12**.

Table 5.12

Cross- tabulation between respondent's types and problem detection and solving capacity of IMED staff

Types of respondents	**Problem detection and solving capacity of IMED staff**				Total
	Poor	Good	Very good	Not sure	
Project director	4	1	1	0	6
Deputy project director	1	2	0	3	6
Assistant project Director	0	2	2	0	4
Consultants	0	3	0	1	4
Others	6	11	3	1	21
Total(N)	11 (27%)	19 (46%)	6 (15%)	5 (12%)	41 (100%)

Note: SPSS data

The above results in **Table 5.12** show that a high 46% of respondents believe that the problem detection and solving capacity of IMED staff is good. However, the second-highest respondents (27%) think that their capacity is poor. The highest four projects directors (PD) rate their quality as poor.

A PD of a completed project pronounced that employment of technical people could be better for scrutinizing technical kinds of nature. Regarding the competency of IMED staff, an employee of IMED opined that:

We have a lot of in-house training; especially those who are experts in monitoring activities who share their knowledge with others during in-house training and meetings, there is some foreign training also. In this way we develop our professionalism.

5.7.5 Staff Knowledge

Apparently, it seems that knowledge and competency are synonymous. However, that is not correct. Knowledge is what one knows. Competency is knowledge put into action by the learner in the learning environment. Performance is competency in professional practice. (**Source**: https://hsc.unm.edu/medicine/education/cpl/_cpl-docs/knowledge- competency-performance-outcomes-simplified.pdf)

Concerning the knowledge of IMED's employees about monitoring the rules and regulations of IMED, the respondents' views as shown in **Table 5.13**.

Table 5.13

Staff knowledge

	Frequency	**Percent**
poor	5	12.2
Good	24	58.5
Very good	8	19.5
Not sure	4	9.8
Total	41	100.0

Note: Field Survey, 2021

As shown in **Table 5.13**, most respondents (58.5%) believe that the knowledge of IMED staff on project monitoring, evaluation, and related rules and regulations are adequate. The results match the results of the competency of IMED staff, where it is mostly viewed that their competency is good.

It was already found through a survey that (**Table 5.5**) there was some lack of coordination of work between IMED and projects. For example, in most cases replies from the projects to recommendations given by IMED come late, which results in IMED's facing a problem preparing various reports timely. The reverse can also happens. For instance, due to late monitoring by IMED, the projects will not be able to produce reports on time. Late monitoring or producing reports can be regarded as

lack of competency or efficiency. Through SPSS analysis, we can analyze the matter.

Table 5.14

Correlation between competency of IMED staff and coordination of works between IMED and projects

		Competency of IMED staff	**Coordination of works between IMED and projects**
Competency of IMED staff	Pearson correlation	1	.369*
	Sig. (2-tailed)		.017
	N	41	41
Coordination of works between IMED and projects	Pearson correlation	.369*	1
	Sig. (2-tailed)	.017	
	N	41	41

* Correlation is significant at the 0.05 level (2-tailed) ***Note**: SPSS* data

The results, in the **Table 5.14**, indicate that there is a positive relationship between the two variables. As the value is (.369), the degree of correlation is moderate and the p value of "coordination of works between IMED and projects" is (.017) which is less than .05($p < .05$); so the relationship is statistically significant. The result implies that in case of increasing competency of IMED staff, coordination of work between IMED and projects will be better.

5.7.6 Necessity for other organizations' engagement for monitoring and evaluation

There are almost 1949 ADP projects in Bangladesh (Annual Report of IMED, 2020-21:51-53). So, it is quite impossible for IMED to look after all the projects due to a shortage of manpower. The institution is not decentralized. That is why a quick visit to the project site is not possible for IMED personnel. Outsourcing is only done in the case of selected ongoing and completed projects. In this way, a large number of projects remain outside of monitoring and evaluation activities each year. So the the necessity of other organizations' engagement is apparently essential in this regard. A survey was conducted in this regard to whether other organizations' engagement is necessary for monitoring and evaluation. The respondents' opinions are shown in **Table 5.15**.

Table 5.15

Necessity for other organizations' engagement

	Frequency	Percent
Strongly disagree	5	12.2
Disagree	10	24.4
Neither agree nor disagree	4	9.8
Agree	15	36.6
Strongly Agree	3	7.3
Not Sure	4	9.8
Total	41	100

***Note*:** Field Survey, 2021

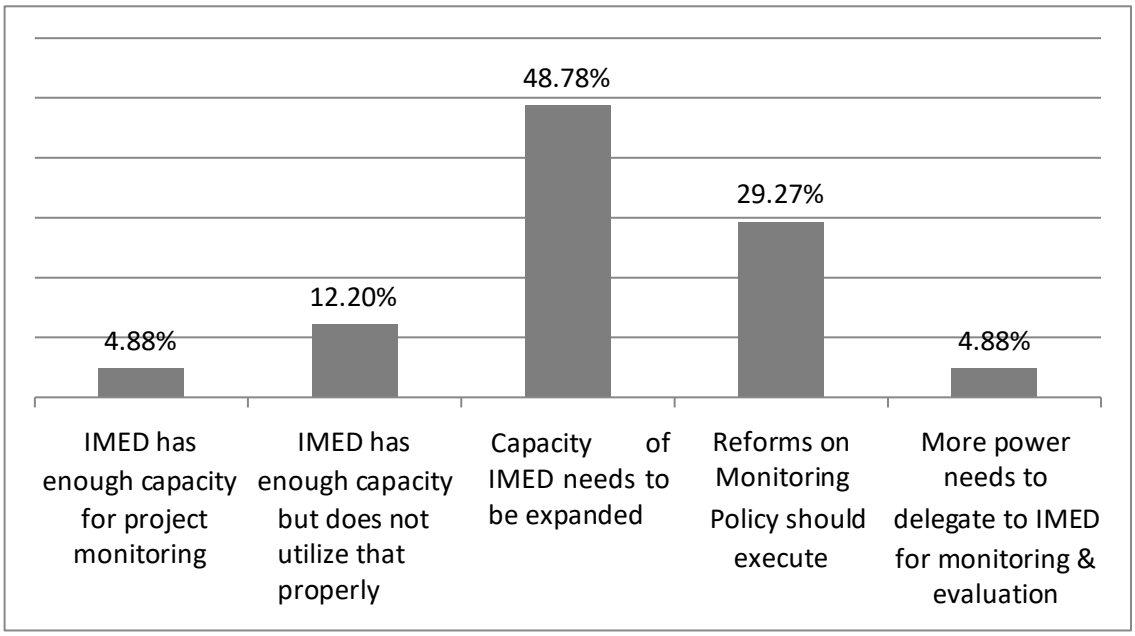
Table 5.15 confirms that 15 (36.6 percent) of respondents (out of 41) agreed that other organizations' involvement is important for monitoring purposes, with 10 (24.4 percent) disagreed. As a result, the outcome is almost mixed. In this regard, a project consultant believed that if each ministry's monitoring unit became operational, the necessity for IMED to oversee all projects would be reduced.

5.7.7 Institutional capacity of IMED

Regarding the institutional capacity of IMED, five alternative questions were raised before the respondents. The main purposes of the questions were to know what the respondents' mostly think regarding the institutional capacity of IMED for project monitoring and evaluation. The results are shown in **Figure 5.1**.

Fig 5.1

Institutional Capacity of IMED



Note: Field Survey, 2021

Figure 5.1 reveals that most respondents (48.78%) believe that IMED's institutional capability should be enhanced. Institutional capacity, in general, refers to an organization's ability to create and realize social and economic objectives through knowledge, skills, systems, and institutions. This type of capacity building improves an organization's efficiency and effectiveness.

While questioning an officer of IMED, should IMED need to increase its institutional capacity? He replied as;

> *IMED capacity can be upheld by increasing manpower, more quality training, and logistic support. To see thousands of projects, the staff of IMED need vehicles. World-class devices and technologies are needed for advanced monitoring and evaluation. As IMED is like a research institute, a separate training academy is needed for its staff.*

However, it needs to be mentioned here that reforms are ongoing in IMED for increasing its manpower through creation of new posts. It is also worth noting that IMED has 338 total sanctioned posts. However, the number of working posts is only 215. That means the number of vacant posts is 123 (**Table 4.2**). So, if the vacant post is filled by new recruitment, the institutional capacity of the organization will be enhanced in terms of manpower.

IMED can also expand its capacity by increasing the manpower of IMED and creation of field offices. An officer of IMED told me that reform is under process for increasing manpower. Regarding creation of field office another officer told the researcher as follows;

> *"It is not a problem that IMED does not have any field offices…In this matter, we pursued advice from the ministry of finance. The ministry suggested that, as per the allocation of business, IMED does not need to create field offices; rather, IMED can increase its manpower. "*

5.7.8 Power and scope of IMED into project monitoring regard and evaluation

According to Rules of Business, 1996(revised in, 2017:69) the following some powers have been given to IMED, for instance;

- Monitoring and Evaluation of the implementation of development projects included in the Annual Development Program.
- Field inspection of projects for on 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 related ministries/ agencies.

So IMED has absolute power to monitor and evaluate all development projects included in the ADP. In Bangladesh, no other agencies avail such powers. When an officer was asked whether IMED has enough power he replied that *"We have enough power and scope to monitor and evaluate ADP projects…but more value can be added."*

Regarding the power of IMED, a survey was conducted on whether the respondents think that IMED has enough power to monitor projects giving them two options, for example; yes and no. Their answers are revealed in **Table 5.16**.

Table 5.16

Power and Scope of IMED

	Frequency	Percent
Yes	37	90.2
No	4	9.8
Total	41	100

***Note*:** Field Survey, 2021

According to **Table 5.16**, 90.2 percent (37 out of 41) feel that IMED has enough power to monitor and evaluate ADP projects. However, some respondents separately viewed that IMED does not have enough power because they mostly depend on outsourcing and the institution's routine monitoring activities are based only on seeing the targets and achievements of the projects.

5.7.9 Overall capacity of IMED

To know the overall capacity of IMED regarding project monitoring and evaluation the researcher provided a table to the respondents ranging from 0 to 10 where "0" implies most poor while "10" denotes highest part of excellence. The respondents were requested to identify a number concerning the capacity of IMED.

Table 5.17

Overall Capacity of IMED

POOR **EXCELLENT**

0	1	2	3	4	5	6	7	8	9	10

In **Table 5.17**, the researcher rated "5" as the middle point between poor and excellent, and it also indicates an average number. If the average number of 41 respondents becomes more than 5, then it is above average, increasing the number gradually near to excellent. Likewise, if the average number of 41 respondents becomes less than 5, then it is below average, and the number gradually becomes poor. To find out the results, the researcher first summed up all the given numbers selected by the respondents and then averaged them. The output produced was

6.34 (260/41). Consequently, it can be deduced that the respondents' marked the capacity of IMED as "above average".

In **Table 4.3**, it was described that the aims of the project "CDMRI-ECBSS" were the formulation of strategies for the national evaluation policy and its implementation methods and the development of audit evaluation skills of government officials, to enhance the sub-national level results monitoring and evaluation skills of ministry and field level officials through experimental activities and to review country program evaluation activities of "Government-UNICEF". All above purposes of the projects are related to the enhancement of scope and capacity building of IMED. Without the formulation of any national evaluation policy, evaluation activities will not be regarded as very important. Skills development on M&E is essential for government officials to find out any faults of ongoing projects and activities. The project will end in December 2021. However, the financial and physical progress of the project is only 39.74% and 42% respectively which is unexpected.

5.7.10 Integrity of IMED staff

One of the most important aspects of introducing efficiency to the organization is personnel integrity. Office employees are honest, which means they do their duty as per office rules and regulations. Entering and leaving the office in just time indicates very little wastage of office time. Misuse of public money is a crime. Taking bribes from the clients shows that some faults in the procedures are overlooked. Consequently, it hampers the effectiveness of an organization. Therefore, the integrity of the IMED staff is crucial for proper service delivery. A survey was conducted on this matter. The replies are shown in **Table 5.18**.

Table 5.18

Integrity of IMED staff

	Frequency	Percent
poor	3	7.3
Good	27	65.9
Very good	6	14.6
Not sure	5	12.2
Total	41	100.0

***Note*:** Field Survey, 2021

Interestingly, according to **Table 5.18**, 66% (27 out of 41) of the respondents opined that the officials of IMED are honest. Although there is a common perception that some government officials are corrupt, this result shows that perception is not always true. However, it is also true that government officials are mostly reluctant to reveal their fellows' honesty or dishonesty. After all, the above results conclude that the officials of IMED largely maintain integrity while monitoring and evaluation.

5.7.11 Unwilling to monitor properly

During project monitoring, whether the staff of IMED do their work properly or they just pass the time. In this regard, a Likert scale question was raised before the respondents. They replied as shown in **Table 5.19**.

Table 5.19

Unwillingness to monitor properly

	Frequency	Percent
Strongly disagree	5	12.2
Disagree	18	43.9
Neither agree nor disagree	12	29.3
Agree	3	7.3
Strongly Agree	2	4.9
Not Sure	1	2.4
Total	41	100

Note: Field Survey, 2021

The majority of respondents (43.9%), as illustrated in **Table 5.19**, believe that IMED staff is very enthusiastic about performing their duties properly while monitoring, while 29.3% remain silent on the subject. Sensitivity to the question could be the cause of this silence.

A correlation was analyzed in between the integrity of IMED staff and their unwillingness to monitor the projects properly through using SPSS. SPSS analysis is given in **Table 5.20.**

Table 5.20

Correlation between the integrity of IMED staffs and their unwillingness to monitor the projects properly

		Integrity of IMED staff	Unwillingness to monitor properly
Integrity of IMED staff	Pearson correlation	1	-.320*
	Sig. (2-tailed)		.041
	N	41	41
Unwillingness to monitor properly	Pearson correlation	-.320*	1
	Sig. (2-tailed)	.041	
	N	41	41

*Correlation is significant at the 0.05 level (2-tailed) ***Note*****:** SPSS data analysis

The **Table 5.20** depicts that the value (-.320) of correlation between the two variables are moderately negative. The P value of "unwillingness to monitor properly" is .041 which is less than .05(P<.041). As the relationship is statistically negative so the direction of two variables will be negative. Consequently, it infers that if integrity of IMED employees increased then their unwillingness to monitor the projects properly will be decreased. Conversely, we can say that in case of decreasing integrity of IMED staff their unwillingness to monitor the projects properly will also be increased.

Table 5.21

Some other Correlations between different independent and dependent variables

Variables	**Correlation**	**Sig. level**
Competency of IMED staff* client's satisfaction	.515**	.001
Monitoring procedures*client's satisfaction	.425**	.006
Outsourcing*learning on project management	.386*	.013
Monitoring tools*client's satisfaction	.345*	.027
Integrity of IMED staff*Timeliness of service	.303	.054
Education Qualification of the respondents*Staff Knowledge	.199	.213
Institutional capacity*Other organizations engagement in monitoring	.190	.234
Scope and Power of IMED* Impact of recommendations on project performance	-.025	.875

**Correlation is significant at the 0.01 level (2-tailed).

*Correlation is significant at the 0.05 level (2-tailed)

Table 5.21 clarifies that there is a moderate positive correlation between the competency of IMED staff and clients' satisfaction. It indicates that if staff of IMED increases their competency in M&E activities, then staff of projects could be happy with the M&E services given by IMED. A positive correlation between monitoring procedures and clients' satisfaction implies that If IMED establishes and adheres to its regulations and monitoring methods, the correct suggestion may be made. For example, introducing an online monitoring system and reforming monitoring

formats have advantages. For instance, clients may be able to know IMED's suggestions without paper communication. In this way clients' satisfaction could increase. As outsourced firms or people are experts at analyzing and able to provide valuable advice, it can increase staff knowledge and increase the effectiveness of IMED. Data analysis reveals that there are weak correlations among the educational qualifications of the respondents and staff knowledge, institutional capacity of IMED and other organizations' engagement in monitoring. So, these variables are insignificant enough to influence each other. Lastly, the scope and power of IMED have a negative influence on the impact of recommendations on project performance. As a result, these two variables are not interdependent on each other for positive behavior.

5.8 The ways to improve the capacity of IMED for project monitoring & evaluation

A fixed question was raised before the respondents concerning what should be done to improve the capacity of IMED to carry out effective monitoring and evaluation of ADP projects. The syntheses of their answers are as below:

- Reforms should be made to improve the capacity of IMED.
- Personnel from technical backgrounds can be given preference for monitoring and evaluation. They must have some standards. Only after achieving that standard shall be deputed in monitoring and evaluation of ADP projects. For solving technical problems their engagement is crucial.
- Development of M&E framework/system digitally.
- The system of M&E should be integrated/coordinated among concerned ministries/divisions/agencies.
- Capacity development training should be improved for officials of IMED, especially in different guidelines, policy and loan/grants.
- Need to improve the institutional capacity of IMED.
- Project M&E framework (M&E for management and M&E for development) should be planned/developed in a harmonized and standardized web-based/network system.
- IMED staff should have a positive attitude and should consider the overall condition and situation.

- Increase of frequency of visits
- Types of projects (social sectors, agriculture, physical infrastructure etc.) vary with ministries. For effective monitoring of the projects IMED would require experts for all types of projects.
- IMED should involve mainly in post evaluation of the projects; it should provide analysis whether a project is successful or not, why a project is successful or not.
- IMED should put forward their recommendations based on their analysis of the respective ministries.
- Technical tools for monitoring should be more up to date.
- Multiple channels for monitoring.
- More collaboration with project staff should be needed for better monitoring & evaluation.
- IMED should not impose an unnecessary observation which delays the approval and implementation of the projects.
- Timely visits and reports are necessary to act quickly.
- Follow up the post monitoring recommendation on completed projects.
- Need more understanding about executing/implementing authority
- Foreign tours/training could be arranged in such a way so that IMED staff becomes conversant with the project monitoring, evaluation procedures and tools/techniques adopted in developing countries.
- Training on project preparation, revision, implementation difficulties, problem management, procurement, safeguard policies of donor agencies like ADB, JICA may also be arranged.
- Effective coordination with stakeholders.
- The number of staff employed and areas need to be increased.
- Verified indicators/benchmarks for better monitoring and evaluation process.

5.9 Summary

An analytical discussion was done above on monitoring procedures, capacity, staff qualification, and efficiency of IMED through interviewing and SPSS analysis of survey questionnaires' answers. For SPSS analysis, frequency, crosstabs, and correlation were used. In some cases, survey results were supported by interviewees' answers. Relationships between different variables were checked

through SPSS to establish how the variables influence each other. General answers from open-ended questions rose before respondents were summarized. The discussions that are irrelevant were omitted.

Through study of the dependent variable and its indicators, it was discovered that most project staff are satisfied with IMED's M&E work and that IMED's suggestions have an influence on project performance. The recommendations have also taught IMED employees about project management. Monitoring tools and processes are of ordinary quality and should be updated and digitized. The coordination of activities between IMED and projects is lacking, and both parties' feedback is slow. The monitoring formats are the same as before. IMED employees have the ability to monitor and assess ADP projects, but owing to their regular administrative responsibilities, they are unable to devote much time to M&E. As a result, outsourcing and, in certain situations, the involvement of other organizations in M&E might serve to improve the quality of M&E activities. There are many vacant posts against sanctioned posts. To cover additional projects for M&E, the posts should be filled swiftly. Fixed staff must be adequately taught and advised in order to maintain superior services.

CHAPTER VI

FINDINGS AND CONCLUSIONS

6.1 Introduction

This chapter summarizes overall findings of data analysis based on research questions and analytical framework. As the research approach is a mixed method, so both the interview questions and survey questionnaire were developed for answering the research questions and different variables to validate respondents' and IMED staffs' view. Both sides' opinions were cross checked mostly. Relationships between variables and findings are seen here for disclosing rationality of analytical framework developed. It is also shown how the chosen theories for this research are linked with the findings. The limitations for this research are described to know what the research gaps are. Finally, as some aspects of the unit of analysis were omitted from the discussion, conducting further research is urged.

6.2 Revisiting the research objective and questions

The objective of the study was *to assess the overall contribution of IMED in project monitoring & evaluation in Bangladesh.* Based on the objective two questions were set, for example;

1. To what extent are the processes followed by IMED for project monitoring and evaluation effective?

2. Does IMED have enough capacity to monitor & evaluate the projects under ADP?

6.3 Findings pertaining to the research questions

6.3.1 Effectiveness of monitoring & evaluation processes

The processes followed for monitoring and evaluation of ADP projects are rules, guidelines, tools, different reporting methods, and nature of field visit etc. Survey results revealed that quality of guidelines; reports and monitoring procedures are almost average. Monitoring guidelines are not up to date and not prepared for each ministry/division. Strategic Plan (2008-13) of IMED already passed its execution time frame and is now ineffective due to introduction of APA (Annual Performance Agreement) as said by an officer of IMED. However, an internal strategic plan is

necessary for the overall goal setting of the organization. There is an annual report of IMED that covers just the description of activities without any analysis of the organization's contribution to the project's performance. No teams are formed for monitoring and evaluation purposes; usually officers by issuing office orders visit the spot of the project.

IMED staff use PMIS software for online monitoring and evaluation of ADP projects. For manual monitoring, they use specific formats. Survey results reveal that the tools are partly effective and as usual in most cases. The IMED officials also acknowledged that the software is not fully operational. For example, all project information is not included in the software. Similarly, the monitoring formats are also conventional, just target and achievement based.

As monitoring processes and tools followed by IMED for project M&E are typical, the contributions of IMED in this regard are not good enough. Therefore, IMED should develop its overall monitoring and evaluation procedures and tools to meet its vision and mission.

6.3.2 Capacity of IMED to monitor and evaluate ADP projects

For capacity building, IMED uses its manpower, budget, outsourcing, organizational set up, scope, and power etc. Most of the respondents viewed that IMED has enough power (in terms of rules and regulations) to monitor and evaluate ADP projects and its institutional capacity is just above average. However, they also want, in most cases, that the institutional capacity of IMED regarding monitoring and evaluation should be increased through the involvement of other organizations and outsourcing. Ongoing reforms in IMED are a positive sign for the development of institutional capacity.

The quality of human resources is also a part of the capacity of IMED for project monitoring and evaluation. In most cases, respondents believe that the knowledge and competency of IMED staff for monitoring and evaluation are moderately good. But for monitoring the technical aspects of projects, employment of a technical background professional is necessary too, they believe.

According to the findings, IMED makes a good contribution in terms of client satisfaction and learning from monitoring and evaluation activities. The recommendations also help to improve the projects' overall performance.

6.4 General Findings

Quality of monitoring procedures & tools

- The quality of the monitoring procedures and guidelines is average. Changes are at a minimum.
- Tools (PMIS, monitoring formats) are partly effective.

Impact of recommendations

- IMED's recommendations have a positive impact on projects' performance.

Learning on project management

- Employees of projects moderately learn from monitoring and evaluation conducted by IMED.

Satisfaction level with IMED's works

- Most of the respondents are satisfied with the activities of IMED. Some are unwilling to comment on this matter. Satisfaction recognizes the efficiency of IMED to some extent.
- Developing monitoring procedures and tools enhance clients' satisfaction.

Coordination of work

- The coordination of work between IMED and projects is almost average.

Timeliness of service

- Timeliness of service delivery is good in weak and fast track case projects, but poor for other projects. So, it varies from project to project.

Transfer & Administration works

- Due to frequent transfers, IMED staff cannot learn monitoring & PMIS properly.
- As IMED staff is engaged mostly in administrative tasks so they cannot make time for in-depth monitoring and impact evaluation for the projects.

Institutional capacity

- The institutional capacity of IMED is just above average and needs to be expanded.

Outsourcing for monitoring & Evaluation

- There is a mixed reaction about outsourcing. Some think that it is necessary, whereas others disagree with outsourcing. But the majority think it is essential.
- Officials of IMED learn monitoring and evaluation through outsourcing.

Other organizations' engagement

- Apart from outsourcing, other organizations' engagement for monitoring is necessary in some cases. However, some views are the opposite.

Knowledge & Competency

- IMED personnel have a moderate level of knowledge and competency in M&E activities. In many cases, knowledge and competency vary from person to person.

Relationship between different variables

- There is an effective relationship between monitoring procedures and monitoring tools. Both are complementary to ensure effective monitoring and evaluation.
- There is a positive relationship between the competency of IMED staff and the coordination of work. If competency increases, coordination will also be better.
- It is found that if the integrity of IMED employees' increases then their unwillingness to monitor the projects properly will be decreased.
- There is also a strong relationship between outsourcing and learning on project management. Outsourcing increases learning on project management.

6.5 Relationship between variables and findings

6.5.1 Independent variables

A. Rules, guidelines and procedures for project monitoring and evaluation

According to the survey, the quality of IMED's rules and guidelines is just average, and in some cases, above average (48.8% and 39%, respectively). The variable is for how the respondents evaluate the quality of rules and procedures for monitoring and evaluation. IMED's strategic plan is not up to date. The researcher did not find any detailed monitoring and evaluation plans for the projects. As foreign funded

projects are also included in the ADP projects; an English version of the Annual Report is necessary for the concerned stakeholders. But only Bangla versions exist there. There is a publication on M&E policy studies by IMED. The document is basically about the ways to promote a result-based M&E system. But the implications of this document in practice were rarely seen. Therefore, IMED should strengthen its quality of documents with practice in mind. Consequently, it can bring efficiency to the work of IMED.

B. Tools and Techniques

Generally, there are two kinds of tools used by IMED for project monitoring and evaluation. For example, online tools (PMIS) and manual reporting formats. The PMIS software was introduced in 2018. The total number of ADP projects is 1949 (Annual Report of IMED, 1920-21, p.53). However, a total of 539 projects' information has been included in the software so far. The number is approximately one third of the total projects. Again, only six projects were monitored online (Annual Report of IMED, 1919-20, p.38). But the scope of online monitoring has been expanding gradually. A total of 90 projects were monitored online in FY 2020-21. On the other hand, the reporting format used by IMED is just the financial and physical progress of the project against targets. The survey revealed that the monitoring tools used by IMED are partly effective and as usual (53.7% and 34.1%, respectively). So the survey results are almost aligned with the practical scenario.

Correlation analysis revealed that there is a strong correlation (.543**) between monitoring procedures and monitoring tools. It means those both are complementary and accelerate effective monitoring and evaluation.

C. Capacity of IMED

i. Institutional capacity

The survey revealed that 48.78% of respondents want the institutional capacity (budget, manpower, etc.) of the institution to be expanded for proper monitoring and evaluation, followed by 29.27% of respondents who opined on reform in M&E. Therefore, both institutional capacity and reforms are necessary for the institution. Reforms are in progress in IMED. Enhancing budgeting and manpower capacity of

IMED could bring efficiency and effectiveness. For example; more allocation of budget for monitoring implies more site visits.

ii. Power and scope

90.2% of respondents viewed IMED as having enough power to monitor ADP projects. So, rules and regulations relating to power are enough for IMED. However, as discussed, according to an officer of IMED, to abide by the recommendations given by IMED should be compulsory for the projects' staff. Otherwise, it will remain as just a recommendation. So, the power of IMED should be such that it has effectiveness.

iii. Outsourcing

Regarding outsourcing, 34.1% agreed while 22% and 19.5% were on the side of "neither agree nor disagree" and "disagree" respectively. An officer viewed that outsourcing is necessary not only for IMED's limited manpower but for a better understanding of monitoring and evaluation. For him, outsourcing is like peer review for the IMED, through which we can learn more and be able to find our faults. Therefore, outsourcing should be done by IMED. However, 19.5% of respondents disagreed about outsourcing, and 12.2% strongly disagreed. Finally, due to a shortage of manpower and the decentralization of the institution, outsourcing should continue to provide effective results.

D. Staff's Qualification

58.5% of respondents opined that employees of IMED have very good knowledge, while 19.5% think their knowledge is very good. 12.2% think their knowledge is poor. In the case of competency, 43.9% of respondents think they have the knowledge while 39% think they do well to some extent. So, it indicates that some officers in IMED are experienced whereas others are not so qualified in regard to monitoring and evaluation. An officer of IMED thinks that for IMED, too much technical background manpower is not necessary. Because we monitor only the implementation part of the projects and whether the projects' progress is aligned with DPP, there is a moderate relationship (.369*) found between the competency of IMED staff and coordination of work. It implies that if the competency of IMED staff increases, then coordination of work will also be better between IMED and

projects. In sum, qualified professionals, as some respondents separately viewed, should be sent to monitor and evaluate ADP projects to gain better results.

6.5.2 Dependent Variable

Efficiency and Effectiveness of IMED and Evaluation

i. Clients' satisfaction

As IMED deals with projects, its efficiency and effectiveness are determined largely by its clients. In this study, those who faced monitoring activities conducted by IMED were the clients of IMED. Here, the satisfaction level of the staff of the projects and relevant agencies on IMED's activities is one of the crucial factors in determining the efficiency and effectiveness of IMED. Survey results revealed that about 70% of respondents are satisfied with the activities of IMED. On the other hand, 24.4% of respondents prevented from giving any comments. It is difficult to say why some respondents didn't answer at all. However, the researcher, as a public servant, deduces that some respondents may be unsatisfied with IMED's work. They chose not to express their unhappiness, however, to avoid any unwanted disturbance. As most of the respondents are satisfied with the activities of IMED, it is a good sign for IMED to keep its activities up. However, this does not mean that there is no need for the development of M&E activities of IMED. A highly standardized M&E system is necessary for producing better results.

ii. Impact of recommendation on projects' performance

A project's performance is also related to IMED's recommendation given after monitoring and evaluation of the project. This is because project personnel follow the recommendations to overcome their problems. If the recommendations are judicious and of importance, then the staff of the projects will try to follow them. As a result, it may improve project performance. 36.6% and 53.7% respondents agree and strongly agree respectively that IMED's recommendations influence their projects' performance. The results also indicate the efficiency of IMED. However, as it is not mandatory for the project personnel to follow the recommendation, the recommendations might not provide the desired results.

iii. Learning on Project management

Whether the staff of the projects has been learning from the recommendations given is also a factor in determining the efficiency and effectiveness of IMED.

Because the knowledge gained from the recommendations could aid in the proper management of the projects. Found that 46.3% and 22% of respondents believe that their learning from project management is good and very good, respectively. From the results, we can judge the need for a monitoring agency. Two eyes also can find a fault more easily than one eye. Collaborative working processes in this way assist to yield better learning.

iv. Coordination of work between IMED and projects

Good coordination of work between IMED and projects is necessary for timely and proper completion of work. If IMED gives any decision late to IMED or projects, then it will hamper the vision and mission of IMED and projects. Investigation established that the standard of coordination of work is average and above average (43.9% and 44.9% respectively). So, there is scope to strengthen coordination of work between IMED and projects. The lack of coordination of work is not only visible in IMED and projects but also across all other ministries and departments. Digitizing M&E activities of IMED could bring better coordination in work. For example, quick service delivery can be ensured due to an online system which avoids too much file work. In Bangladesh, projects are not frequently completed on time. Strengthening coordination with digitization could lessen the problem.

v. Timeliness of Service delivery

Whether the staff of IMED is prompt in providing monitoring services regularly and timely determines the efficiency of the organization. According to the survey results, 53.7% believe that they provide services on time, while 26.8% think that IMED is too lazy to provide service quickly and timely. However, it varies from project to project. IMED gives more priority to weak and fast track projects for monitoring. So, some projects are left behind for monitoring and evaluation. Shortage of manpower in IMED is an issue for not monitoring and evaluating all ADP projects timely. Therefore, concerned authorities should think about this urgently. Ultimately timeliness brings efficiency and effectiveness.

6.6 Theoretical Implications

Simon Priest's process Evaluation Model on program and outcome evaluation model on program was used for this study. A Process Evaluation Model on a program is used to determine whether a program is being delivered according to plan and whether any mid-course modifications are required. The vision of IMED is that correct monitoring and evaluation of projects is necessary for sustainable development. The mission statement is to provide effective assistance in the socio-economic development of the country through monitoring the implementation of the projects, qualitative evaluation of the competitive projects, and ensuring transparency and capacity in the public procurement process.

According to APA 2020-21, some of IMED's strategic objectives are development of projects' implementation processes through monitoring and evaluation, monitoring and evaluation of project implementation activities through online, and enhancement of the institutional capacity of IMED. Therefore, all rules, regulations, guidelines, and processes followed by IMED must align with its vision, mission, and strategic objectives. The vision of IMED emphasized the correct monitoring and evaluation of ADP projects. To ensure the right M&E, monitoring procedures and guidelines should be up to date and systematic. The study discussed the procedures and guidelines; different monitoring and evaluation reports followed by IMED with its loopholes and gave suggestions on how they can be improved. Survey results found that the quality of the monitoring procedures and guidelines practiced by IMED is average. Changes are also at a minimum. So, there is scope for further improvement.

APA 2020-21 stressed the online monitoring processes of IMED. The researcher found that online monitoring systems are not effective and do not fully operate in IMED. So, its development is important. So, from the above discussion, it can be argued that the Process Evaluation Model of the program matches with the findings of this study and the findings validate the model.

On the other hand, the Outcome Evaluation Model on the program assesses whether learning objectives were met and if clients, consumers, and the general public were happy with products and services. The findings are used to explain the program's

overall performance and identify areas for improvement. The indicators of dependent variables of this research are clients' satisfaction, impact of recommendation on projects' performance, learning on project management and coordination of work etc. Throughout the study, it was found that projects' staff were mostly satisfied with the work of IMED, and they also learnt from the monitoring done by IMED. Better performance of the projects and good coordination of work between projects and IMED are results of proper inputs given by IMED. In this study, it was discovered that recommendations had an impact on project performance, but the standard of work coordination was average. It was also found that monitoring procedures and tools are not modern and digitization of monitoring procedures is not fully in operation. So according to the objectives of the Outcome Evaluation Model of the program there are areas of improvement of the activities of IMED. Apart from that, the mission statement of IMED demands socio-economic development of the country through monitoring and evaluation of ADP projects. However, no analysis/study was found on how IMED has been contributing in socio economic development of the country. Thus, from the analysis of this study we find that the M&E framework and process followed by IMED reflects the ideas of Priests' (2001) Outcome Evaluation Model of the program.

6.7 Limitations of the study

There are almost 2000 ongoing ADP projects in Bangladesh. Of those, only sixteen projects have been selected for the study, which may not provide a full scenario concerning the role of IMED in project monitoring and evaluation. It is also unlikely to provide an exact answer to the research questions. As the respondents were public servants, they were less interested in disclosing exact information on IMED. The sample size for this research is only 41. This size rarely meets the requirements of a quantitative analysis. However, as the respondents were public servants with mid-level to high-level officers and remained busy with office work as well as meetings, it was difficult for the researcher to magnify the sample size reasonably. The limited time of the research also did not allow for expanding the horizons of interviewees. Due to the lack of professionalism of the researcher, preparing proper questionnaires was also hampered to some extent. In the context of our culture, we

are a little bit reserved about conveying the faults of an organization that could result in the ineffectiveness of this research moderately. Due to limited access in the office of IMED, the researcher mostly depended on the website of IMED for content analysis purposes.

6.8 Scope for future research

In comparison to the large number of ADP projects, only a few were chosen for this study. As a result, there is room for a large number of projects to be chosen for further investigation. It will also increase the sample size. One of the driving forces behind the formation of IMED was the demand from donor agencies. The researcher, on the other hand, did not interview them. Their input is also required for a fair assessment of IMED. This is something that needs to be investigated further. Knowing the exact budget figures for monitoring, evaluation, and outsourcing is critical for determining IMED's performance against the budget. This aspect was not covered in this study. A performance-based study might be useful in learning more about IMED's value-for-money analysis. To guide IMED in considering the recruitment of such professionals, an in-depth analysis of how much engineering background professionals can contribute to better performance in M&E should be conducted. It is useful to measure the performance of outsourced firms in order to assess their quality. Their reports appear to be well organized. However, in order to determine the reports' usefulness, it must be determined to what extent they are useful for project progress. Generally, office staff don’t like being monitored and evaluated for their activities. However, the research discovered that the project’s staff is satisfied with IMED's monitoring activities. This issue can be considered in subsequent research for a better understanding of the overall situation. IMED incurs a huge amount of money for monitoring and evaluation purposes. A cost-benefit analysis qualitatively can be done regarding the benefits obtained by the projects against the monitoring costs.

6.9 Conclusion

Research on the evaluation of M&E agencies is very rare in the context of Bangladesh. That is why the researcher faced a problem portraying a comprehensive scenario of the study from beginning to end. In some cases, variables were not to the point to produce best findings. However, the findings of the research could be judged by individual perception and by additional research to validate or to reject the analysis.

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Annex I

Chart 1

Demographic presentation of the respondents

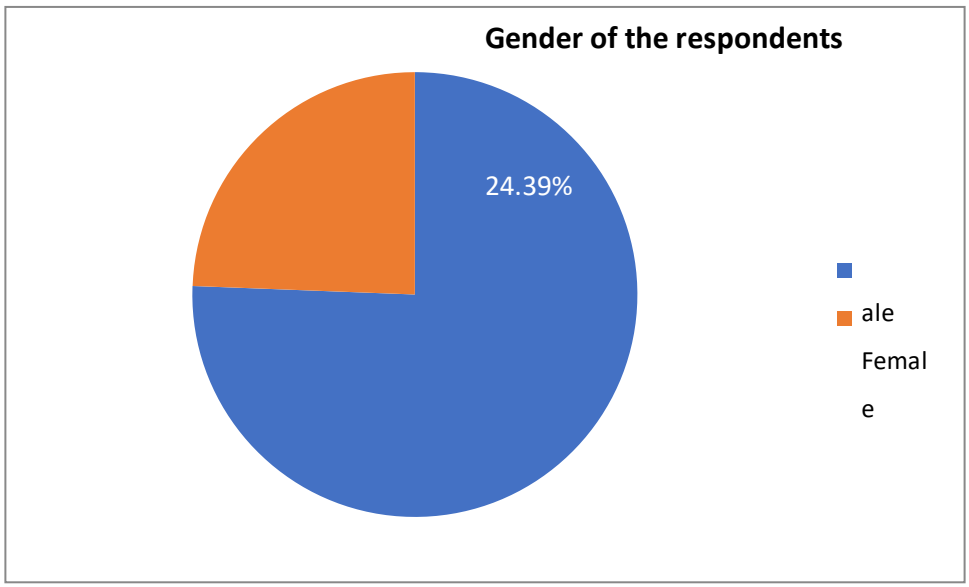


Chart 2

Age of the Respondents

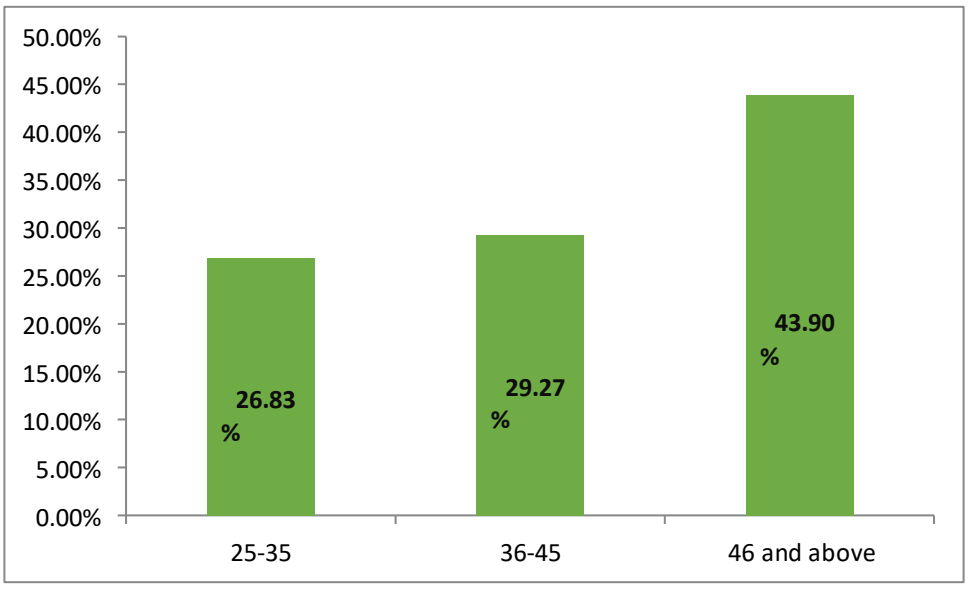


Chart 3

Types of Respondents

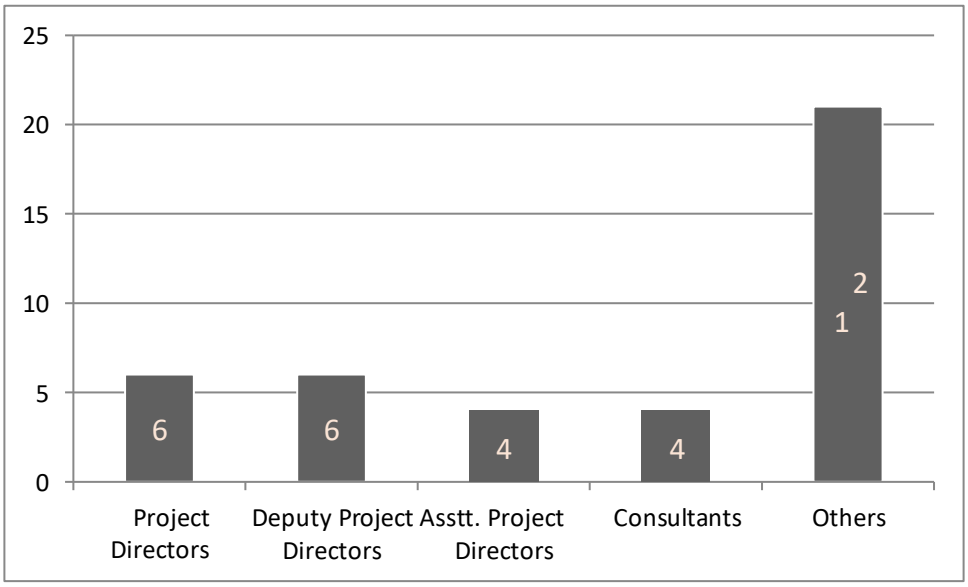


Chart 4

Education of the Respondents

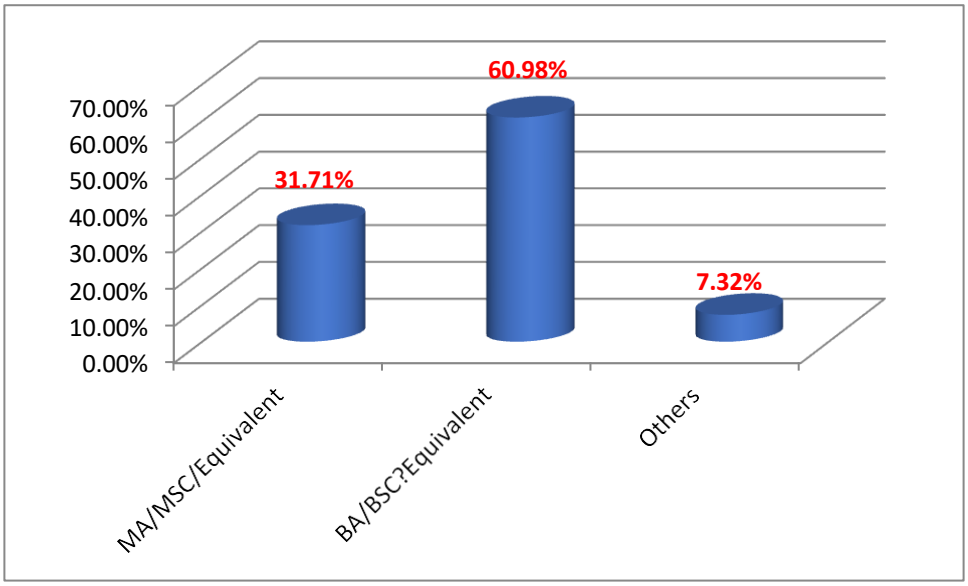


Chart 5

Clients' satisfaction level on IMED's monitoring services

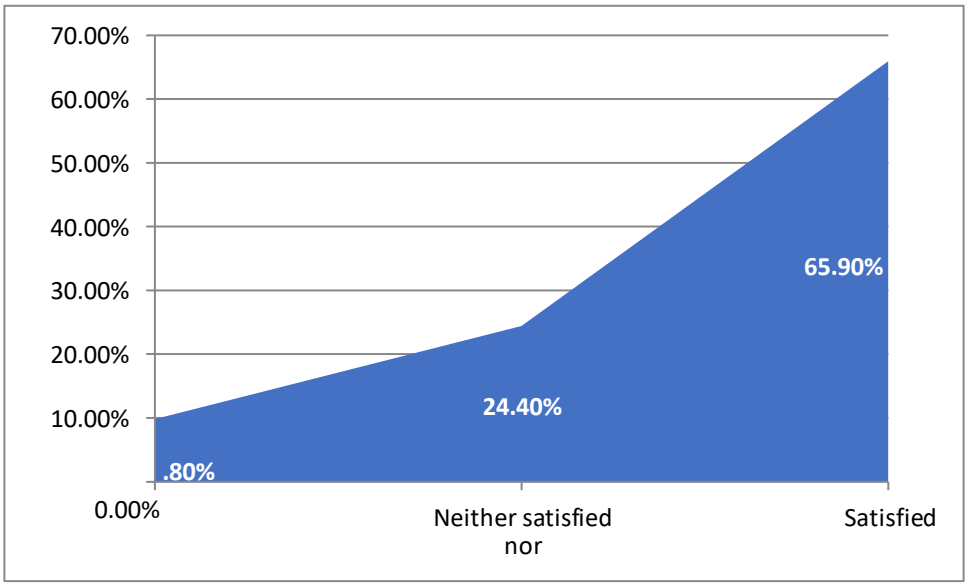


Chart 6

Positive Impact of recommendations on project performance

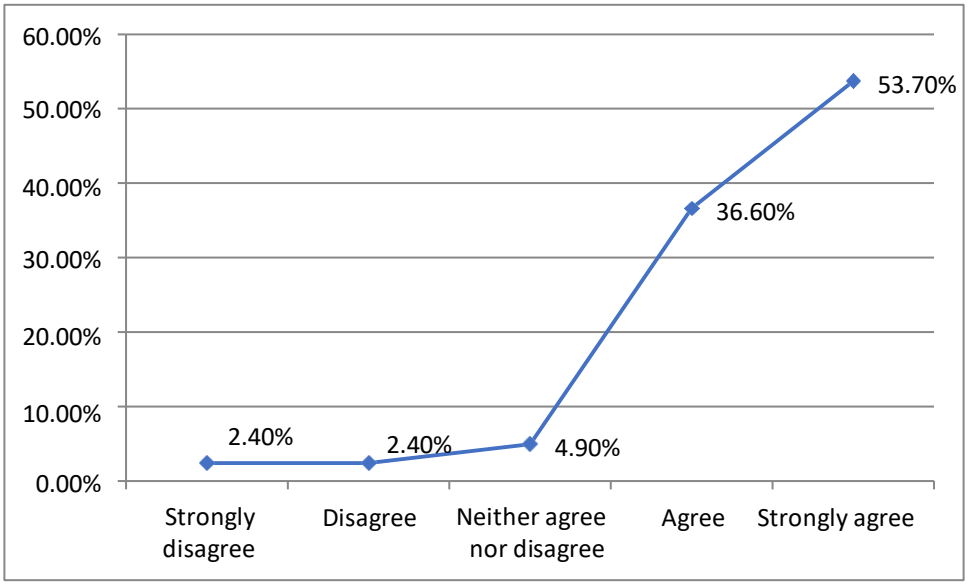


Chart 7

Learning on project Management

Chart 8

Coordination of works between IMED and projects

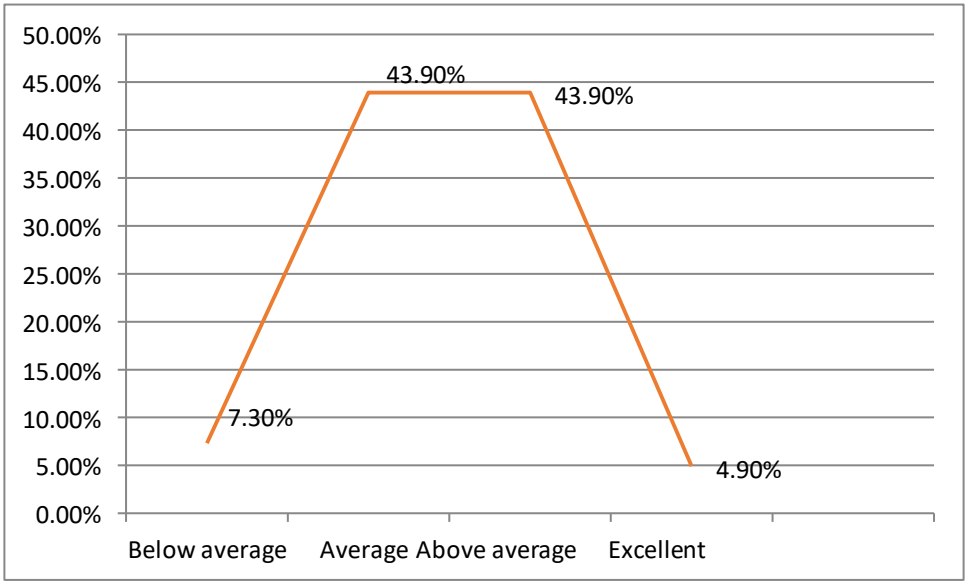


Chart 9

Quality of monitoring procedures/processes

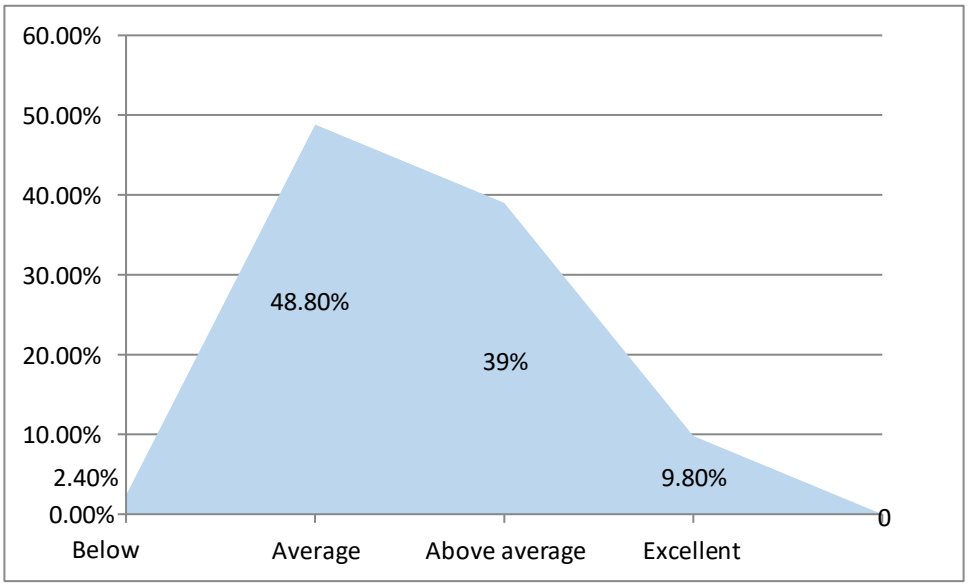
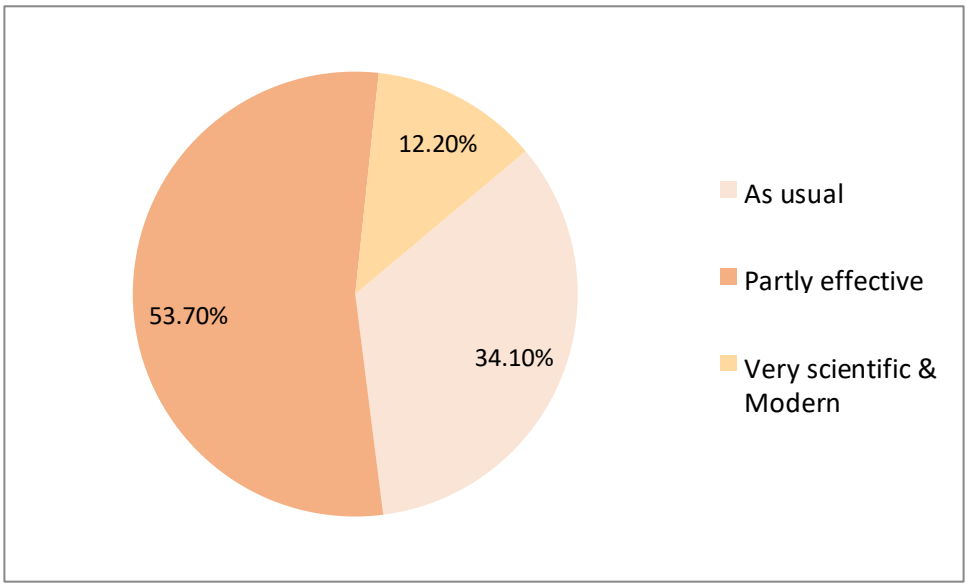


Chart 10

Effectiveness of monitoring tools



Annex II

Key Informant Interview checklist

Additional Secretary

1. Do you think that IMED officials have enough qualification for monitoring and evaluating of the projects? If yes please mention some reasons.
2. Do you think standard of project monitoring and evaluation of outsourced organizations are good enough?
3. How much power does IMED exercise regarding monitoring and evaluation purpose? Do you think that the power is enough for IMED or whether the power should be increased?
4. Do you think that the number of officials in IMED with engineering background is sufficient to evaluate the technical aspects of infrastructure related projects under ADP? If not what can be done to improve the situation?
5. What are your views regarding IMED's contribution on projects' performance? How IMED's monitoring has been contributing on projects' performance?
6. Does IMED have enough manpower for project monitoring and evaluation? If not then what are your suggestions?
7. What are your suggestions for overall improvement of IMEDs monitoring and evaluation activities?
8. Does IMED have any projects' monitoring and evaluation guidelines? Whether the guidelines are followed properly?
9. Does IMED have any projects' monitoring and evaluation checklists? Whether the checklists are followed properly?

Joint Secretary/Director

1. What are the impacts of project monitoring on projects' performance?
2. What are the impacts of project evaluation on projects' performance?
3. Do you do any peer review with other monitoring agencies? If do then how much that helpful?
4. Sometime it is heard that IMED just deals with project progress activities while monitoring? How much truth is there?
5. Does IMED face any coordination problem with projects and concerned ministries during monitoring and evaluation?
6. Whether allocated budget for project monitoring and evaluation are enough?
7. Does IMED have any liaison with planning commission? How that works?

8. Does IMED face any coordination problem with projects and concerned ministries during monitoring and evaluation?
9. Does IMED give any recommendations to projects' ministries after monitoring and evaluation? How the recommendations are take in action by the ministries?
10. What are the processes followed by IMED for monitoring on ongoing projects?
11. What are the processes followed by IMED for evaluation on completed projects?
12. Does IMED have any liaison with planning commission? How that works?

Deputy Secretary

1. Do you think that the number of officials in IMED with engineering background is sufficient to evaluate the technical aspects of infrastructure related projects under ADP? If not what can be done to improve the situation?
2. Generally, for what kind of projects does IMED outsource for monitoring and evaluation?
3. Do you think that IMED officials have enough qualification for monitoring and evaluating of the projects? If yes please mention some reasons.

Deputy Director/Evaluation Officer

1. What are the ratio/percentage of outsourcing for project monitoring and evaluation?
2. How do project monitoring activities influence on projects' performance?
3. Do you do any peer review with other monitoring agencies? If do then how much that helpful?

Project director/completed Projects

1. What are your views regarding IMED's contribution on projects' performance?
2. Regarding evaluation report of the completed project, do you think that the quality of report is well enough? If not then how that can be improved?
3. Is there any impact of projects' evaluation report on future project?

General Manager/project-Bangladesh Railway

1. Do you do give direction to the projects' directors to follow IMED's recommendations on project monitoring and evaluation?
2. Is there any conflict arise between IMED and ministry regarding implementation of recommendations given by IMED? If yes then please give some example.
3. How do you assess IMED as a monitoring agency? How do roles of IMED can be improved?

Annex III

Quantitative data collection, Survey Questionnaire

Research Topic: Role of Implementation Monitoring and Evaluation Division (IMED) in Project Monitoring and Evaluation: A Case Study of Four ADP Project

Name of the Project:

Address:

Dear Respondent

These questionnaires will be used to conduct the above-mentioned research as an essential part of the Master in Public Policy and Governance (MPPG) program of North South University, Dhaka, Bangladesh. Privacy and anonymity of the respondents will be maintained strictly. Data collected by these questionnaires will be used only for research purpose. Please put a tick mark against chosen answer and write the answers precisely.

Regards

Mohammad Feroz Hythar
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Form No:

Date:

Part A: Background Information

A1: Name of the Respondent (optional):

A2: Gender: Male Female

A3: Age:

A4: Religion:

A5: Level of Education:

A5: Type of Respondent

1. Project Director
2. Deputy Project Director
3. Assistant Project Director
4. Consultant
5. Other(please specify):

Part B: Rules, scopes and processes followed by IMED for project monitoring and evaluation

B1: Have you ever faced monitoring activities by IMED in your project?

1. Yes
2. No

B2: Do you think scope and power of IMED regarding project monitoring and evaluation are enough?

1. Yes
2. No

B3: If yes, then please mention some reasons:

B4: If not, please cite reasons

B5: How would you rate monitoring procedures/processes followed by IMED for your project?

1. Poor
2. Below average
3. Average
4. Above average
5. Excellent

B6: If you think it is not very satisfactory, please cite reasons

B7: How would you evaluate the tools & techniques used by IMED for project monitoring and evaluation?

1. Not effective at all
2. Archaic
3. As usual
4. Partly effective
5. Very scientific and modern

B8: If you think there is scope of improvement, please give examples of what needs to be done?

B9: How would you assess coordination of work between IMED and projects?

1. Poor
2. Below average
3. Average
4. Above average
5. Excellent

B10: How do you assess the following?

	1	2	3	4	5	6
	Strongly disagree	Disagree	Neither agree nor disagree	Agree	Strongly agree	Don't now
Outsourcing is necessary for monitoring and evaluation						
In most cases staff of IMED are unwilling to monitor the projects properly						
Recommendation by IMED have great importance on projects' performance						

B11: Overall, how much satisfied or dissatisfied are you with the monitoring activities conducted by IMED?

1. Very dissatisfied
2. Somewhat dissatisfied
3. Neither satisfied nor dissatisfied
4. Satisfied
5. Very satisfied

Part C: Capacity of IMED regarding monitoring & evaluation activities

C1: How would you rate the competency of IMED staff regarding project monitoring and evaluation?

1. Not well at all
2. Not so well
3. Somewhat well
4. Well
5. Extremely well

C2: Which one of the following you will choose on institutional capacity of IMED?

1. IMED has enough capacity for project monitoring
2. IMED has enough capacity but does not utilize that properly
3. Capacity of IMED need to be improved
4. Reforms on monitoring policy are to be executed
5. More power need to be delegated to IMED for monitoring and evaluation

C3: How would you rate the following statement?

	1	2	3	4	5
	Very poor	poor	Good	Very good	Not sure
1. Timeliness of service delivery by IMED					
2. Fairness of treatment with project's staff					
3. Different problems ofprojects are adequately dealt and solved					
4. Integrity of IMED staff					
5. Staffs' knowledge on projects' monitoring and evaluation					
6. Your learning on projectmanagement frommonitoring activities by IMED					

C4: Do you think IMED, in many cases, incurs unnecessary cost for monitoring and evaluation purpose?

1. Yes

2. No

C5: If yes then please mention some ……

C6: Do you think more training for IMED staff is necessary, if so please mention why?

C7: How do you assess the following?

	Strongly disagree	Disagree	Neither agree nor disagree	Agree	Strongly agree	Not sure
1. Apart from IMED other organizations should engage with projects' monitoring and evaluation						
2. Generally ministries are unable/do not follow the post monitoring recommendations given by IMED						
3. Huge lack of coordination of works between IMED, projects and ministries exist						

C8: Overall, how would you rate the existing capacity of IMED for project monitoring and evaluation? (Put tick mark)

Poor Excellent

0	1	2	3	4	5	6	7	8	9	10

C9: In your view what should be done to improve the capacity of IMED to carry out effective monitoring and evaluation of ADP projects?

Annex IV

Monthly Progress Report

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.....

Reporting Period:

Name of the Ministry/Division/Organization :

(In Lakh Taka)

Name of the Project	Allocation for the year.....			Taka released	Expenditure up to 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 :
Grand Total :

Monthly Implementation Progress Review meeting of

IMED 05/2003 (Revised)

ADP included Project of the year.....

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 up to last June :
c) Current year allocation and
   and Physical Target:
d) Progress of current month :
e) Progress up to the current
   month of the year:
f) Fund released up to 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 up to last June		Target of the current year		Progress up to 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 N:

Annex V

Component-wise Physical and Financial Target for Current Year

Government of the People's Republic of Bangladesh

Ministry of Planning

Implementation Monitoring and Evaluation Division

Project Monitoring Form: IMED 02/2003 (Revised) (Page 1 of 2)

(Yearly Target)

ADP: 20_____- _____

A. Component-wise Physical and Financial Target for Current Year

Code

A.1 a) Project Title: .....

b) Ministry: .....

c) Division: .....

d) Agency: .....

A.2 Quarterly Physical and Financial Target (As per yearly Allocation):

Sl. No.	Name of the Component (As per Table E-1 of PP) or (As per Part E (32) of TAPP)	Total Target			First Quarter Target			Second Quarter Target			Third Quarter Target			Fourth Quarter Target			Remarks
		Physical		Financial	Physical		Financial	Physical		Financial	Physical		Financial	Physical		Financial	
		Unit	Qtty		Qtty	%		Qtty	%		Qtty	%		Qtty	%		
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18
	Total																

A.3 Is the project targeted for completion in this financial year		Yes		No

Annex VI

Upazila-wise Target of Current Year and Progress of Last

Year Government of the People's Republic of Bangladesh

Ministry of Planning

Implementation Monitoring and Evaluation Division

Project Monitoring Form: IMED 02/2003 (Revised) (Page 2 of 2)

(Yearly Target)

ADP: 20_____- _____

B. Upazila-wise Target of Current Year and Progress of Last Year

Code:

B.1 Project Title:.....

B.2 Upazila-wise Target of Current Year and Progress of Last Year

(**Amount in Lakh Taka**)

Sl. No.	District	Upazilla	Cumulative Expenditure Upto Last Year	Expenditure of Last Year	Financial Target of Current Year

Total:					

Project Director/

Authorized Signature

Date:

Head of the Agency/

Authorized Signature

Date:

Secretary/Head of the Planning Wing/Branch

Authorized Signature

Date: