

১৪-৬-০৬

১১/৬/০৬

লোক-প্রশাসন সাময়িকী

সপ্তবিংশতিতম সংখ্যা, জুন ২০০৩ / জ্যৈষ্ঠ ১৪১০

সম্পাদনা পরিষদ
ড. এম. মতিউর রহমান
সৈয়দ শামসুল আলম
মোঃ সিরাজুল ইসলাম
প্রশান্ত কুমার রায়
মোঃ শফিকুল হক

সৌজন্য সংখ্যা

সম্পাদক
কাজী হাসান ইমাম

লোক-প্রশাসন সাময়িকী

(বাংলাদেশ লোক-প্রশাসন প্রশিক্ষণ কেন্দ্রের ত্রৈমাসিক জার্নাল)

সপ্তবিংশতিতম সংখ্যা, জুন ২০০৩ / জ্যৈষ্ঠ ১৪১০

প্রকৃত প্রকাশকাল : এপ্রিল ২০০৬ / বৈশাখ ১৪১৩

সম্পাদক : কাজী হাসান ইমাম

© বাংলাদেশ লোক-প্রশাসন প্রশিক্ষণ কেন্দ্র ১৪১০

টেলিফোন : ৭৭১০০১০-১৬ (পিএবিএক্স)
ফ্যাক্স : ৭৭১০০২৯
ই-মেইল : bpatc@sdnbd.org
ওয়েব সাইট : http://www.bpatc.org
বিপিএটিসি গ্রন্থাগার : ৩৫১.০০০৫
প্রচ্ছদ : নারায়ন সরকার
মূল্য : ১৮০ টাকা
US \$ 10

মুদ্রণে : তিথী প্রিন্টিং এন্ড প্যাকেজিং
২২০ / ১ ফকিরাপুল, ঢাকা-১০০০।
ফোন : ৯৩৩১৫২১, ৯৩৫৭৯৫৯

LOKPROSHASON SAMOEKY

(Quarterly Journal of Bangladesh Public Administration Training Centre)

Vol. 27, June 2003/Jaishtha-1410

Actual Time of Publication : April 2006 / Baishakh 1413

Editor : Kazi Hasan Imam

© Bangladesh Public Administration Training Centre 2003

Telephone : 7710010-16 (PABX)
Fax : 7710029
E-Mail : bpatc@sdnbd.org
Web site : http://www.bpatc.org
BPATC Library : 351.0005
Price : Tk. 180
US \$ 10

লোক-প্রশাসন সাময়িকীর প্রবন্ধসমূহে প্রকাশিত মতামত প্রবন্ধকারদের একান্ত নিজস্ব, এর জন্য সম্পাদনা পরিষদ কোন দায়িত্ব বহন করে না।

সূচিপত্র

Framework for Effective Project Management in Bangladesh

১

Kazi Hasan Imam

*Effect of sex preference on demand for a child : A comparative Study
of men and women in Bangladesh*

৪৯

Saroje Kumar Sarker

*Status of Girls at Secondary Level of Education:
Perspective Bangladesh*

৬৩

Selina Akhter

সাব-কন্ট্রোলিং : বাংলাদেশে ক্ষুদ্র ও মাঝারি শিল্পের উন্নয়নের
একটি সম্ভাবনাময় কৌশলগত ব্যবস্থা

৮৭

ড. এম, কামাল উদ্দিন

মুঘল প্রাদেশিক ও গ্রামীণ প্রশাসন : তাত্ত্বিক বিশ্লেষণ

১১৫

ডঃ মোঃ মহিবুল ইসলাম

মোঃ শরিফুল ইসলাম

Framework for Effective Project Management in Bangladesh

Kazi Hasan Imam*

Abstract : *The innumerable challenges emerging at various stages of project management cycle stem from relatively a very few core ones. They are more of professional inadequacies than that of the systems functions. Resolving them for increased project performance calls for patronizing, nourishing, nurturing and institutionalizing professionalism and qualities identified in the designed framework and plan of action, which would eventually fill in the systems incompetencies and gain control over other internal and external forces creating dysfunctional impacts on public sector project performance.*

1.0 Introduction

Designing a framework for effective Project Management (PM) requires right identification of its real world problems. Project management in Bangladesh faces diverse (Farid, 2002) and chronic (Imam, 2001) challenges. But the "unpleasant challenges" or the "undesirable effects" experienced in PM are usually the result of relatively a few core problems. Elimination of many PM problems is possible by adopting a systems approach of addressing the "core ones" rather than addressing the ones stemming from the core ones. This systems approach may work as a magic bullet for combating PM problems in the country. For example, "raw or inadequate form of project document" is a result of unskilled persons engaged in preparing, planning, designing and appraising projects. This creates planning, designing, scheduling and implementation problems in project management. Inappropriate planning, designing etc. may result in delay in implementing projects, which may again cause time and cost overrun. Here, the core problem is "lack of skilled and efficient persons" in the concerned areas. Therefore, it is very essential to engage skilled and efficient persons in preparing, planning, designing and appraising projects.

* Deputy Director, Bangladesh Public Administration Training Centre (BPATC), Savar, Dhaka.

Once the PM problems are appropriately identified, the "core ones" can be sorted out and then desired framework can be developed for effective PM in the country. This study aims to devise such a framework.

The main objective of this study is to develop/design an appropriate framework and or a systems approach for combating existing and foreseeable PM problems in Bangladesh. However, the specific objectives are :

- (i) To develop/design an appropriate framework for combating project management problems;
- (ii) To formulate a scheduled plan of action for increased project performance; and
- (iii) To identify the "root causes" or "core drivers" of PM challenges and suggest policy measures for effective implementation of the developed framework.

It has been observed that the country's national development plans over the last three decades or more indicate a remarkable incoherence and there seems to be wide variations in the strategic thinking pattern of the Government (Imam, 2005). The whole Project Management (PM) system in fact suffers to a large extent, for these sorts of planning processes (Imam, 2000, pp. 56-57). This means that one should consider the existing trend of setting objectives and determining goals of development planning in designing an effective framework for combating PM problems. The existing and foreseeable PM problems have to be appropriately identified and considered for developing such framework. Moreover, the agencies responsible for overcoming/addressing the identified problems/challenges and the qualities of PDs (Project Directors)/PMs (Project Managers) or Other Project Personnel (OPP) required for effective PM are also very important for developing such an appropriate framework.

The present study is basically based on an earlier study (Imam, 2005) of the author, in which all those problems/challenges, responsibilities and qualities have been identified and determined. However,

designing a framework for combating PM problems should not be considered as a one-shot effort. But the designed framework must outline the measures to be undertaken for combating existing and foreseeable PM challenges that can be adjusted with the realities and translated into actions accordingly.

The study observed that instead of attacking all the identified PM problems, it would be wise and manageable to resolve the major ones. Again, amongst the major ones, there may be a few "core ones" from where many others stem. However, the study categorized the identified existing PM problems (Imam, 2005) according to different stages of project management, determined the agencies responsible for addressing/overcoming them and suggested measures required to be undertaken for overcoming them. This was called the "SAAIM-Framework" (that denotes Strategic Selection, Accommodative Appraisal, Accelerated Approval, Integrated Implementation and Managing Monitoring-Evaluation) for combating the existing PM problems. Moreover, the "SKART-Competencies" (that denotes Skills, Knowledge, Abilities, Reliabilities and Technological know-how as required managerial competencies) developed by the author in an earlier study (Imam, 2005) would be adopted here as "SKART-Competency Framework" for overcoming the foreseeable PEAST (i.e. Political, Economic, Administrative, Social and Technological) challenges of project management. Thereafter, the study intends to develop an action plan to be called the "SKART-Competency-Based SAAIM-Scheduled Plan of Actions" for the existing and foreseeable PM challenges. The study then intends to develop a model framework for PM challenges, which is to be called the "SAAIM-SKART Strategic Model Framework" based on the aforesaid Frameworks and Plan of Actions. Analysing the developed Frameworks and Plan of Actions, the study would ultimately identify the "core problems" or "root causes" or "core drivers" of the PM challenges and suggest policy measures adopting appropriate systems approaches for resolving the whole gamut of PM challenges within the designed model framework.

2.0 Framework Development and Formulation of the Plan of Action

As indicated in the introduction of the study, the frameworks and the plan of actions to be developed for addressing/overcoming both the existing and foreseeable PM challenges in this study would be based on an earlier study of the author. The first step towards developing such frameworks is to determine the agencies responsible for addressing/overcoming the identified PM problems/challenges.

2.1 Determination of the Agencies Responsible for Addressing/Overcoming the Identified Problems/Challenges.

Project management is a coordinated effort of different Ministries, Divisions and agencies. There is no single Ministry or Division or Agency that alone can overcome or address any single PM problem or challenge. Every Ministry or Division or Agency concerned has its own sphere of PM responsibilities. But its performance in discharging pre-determined PM responsibilities depends upon the effective functions and or performance of several other agencies concerned. For example, the concerned Initiating/Executing Agency, by virtue of the existing system, is solely responsible for preparing appropriate project document. At the same time, the concerned Sponsoring Ministry is supposed to extend necessary technical cooperation. Planning Commission is to provide necessary guidelines on how to prepare an appropriate project document, outline the aspects those have to be considered by the Initiation/Executing Agency or Sponsoring Ministry in preparing the project document, develop appropriate and easily understandable formats for project preparation and above all, extend technical support to Initiation/Executing Agency or Sponsoring Ministry for the purpose. These may be the agencies responsible for playing vital roles in preparing appropriate project documents. Moreover, there may be some other supporting institutions or agencies like concerned training institutions, Implementation Monitoring and Evaluation Division (IMED) etc., which may help develop required skills and provide appropriate feedback information for adopting or undertaking appropriate policy measures or interventions in project management respectively.

The present study reveals that Executing Agency, Sponsoring Ministry and Planning Commission are the main agencies responsible for overcoming most of the PM problems. It indicates that Executing Agency, Sponsoring Ministry and Planning Commission are the main agencies responsible for overcoming the problems emanated during project selection, preparation, planning, designing and appraisal stages; Sponsoring Ministry and Planning Commission are mainly responsible for problems emanated during project approval processes; Executing Agency, Sponsoring Ministry, IMED and PDs are mainly responsible for most of the problems emanated during project implementation stage; Sponsoring Ministry and Ministry of Establishment are mainly responsible for the problems of selection, recruitment, appointment and frequent transfer of PDs and other project personnel during project implementation phase; Economic Relations Division (ERD) and Sponsoring Ministry are as mainly responsible for Development Partner related problems. The study also indicates that Executing Agency, Sponsoring Ministry and IMED are the main agencies responsible for overcoming the problems of appropriate project monitoring, supervision and evaluation [Table-1].

2.2 SAAIM-Framework for Overcoming the Existing Project Management Problems/ Challenges

The SAAIM-Framework denotes Strategic Selection, Accommodative Appraisal, Accelerated Approval, Integrated Implementation and Managing Monitoring-Evaluation for effective PM. In fact, the framework outlines appropriate measures required to be undertaken for ensuring increased and effective project performance. The framework depicts that PM problems or challenges should not be considered as isolated issues of any single stage but integrated ones of the whole gamut of the PM cycle.

The study reveals that a particular PM problem affects various functions in different stages of PM cycle differently and the role of a particular agency concerned with PM varies on a particular issue at different stages of the cycle. The study identified agencies mainly responsible for undertaking measures to overcome different PM problems or challenges on various issues. It also identified several

agencies or institutions that can extend support and required cooperations in overcoming the challenges. The framework outlined the measures required to be undertaken in accordance with the nature of problems or challenges emerged at different stages of PM cycle [Table-1].

Table-1 : SAAIM-Framework for Overcoming the Existing Major Project Management Problems or Challenges.

Nature & Level of Problems or Challenges	Agencies Responsible for Overcoming the Problems		Suggested Major Measures Required to be Undertaken
	Main Agencies	Supporting Agencies	
A. Project Selection Level			
☐ Lack of project feasibility study	SM , EA, PC and DP	IMED, ERD and Mof.	a) Engage relevant persons for project feasibility study and finalize report before project appraisal. b) Don't go for processing or supporting any project without feasibility study.

Meaning of the Acronyms used : BO = Beneficiaries/Benefiting Organization, C = Consultant, CCC = Commission for Controlling Corruption, DCO = DC Office, EA = Executing Agency, I/EA = Initiating/Executing Agency, IMED = Implementation Monitoring and Evaluation Division, ERD = Economic Relations Division, M/RS = Mastans or Rent-Seekers, MoF = Ministry of Finance, MoFA = Ministry of Foreign Affairs, MoHA = Ministry of Home Affairs, MoHPW = Ministry of Housing and Public Works, MoL = Ministry of Law, Mol = Ministry of Land, MoP = Ministry of Planning, OPE = Other Political Elite, PB = Political Bureaucrats, PC = Planning Commission, PD = Project Director, PM = Project Management, PMs = Project Managers, PPG = Political Pressure Group, SM = Sponsoring Ministry, TI = Training Institutions, VPIGs = Vested Private Interest Groups, VIGs = Vested Interest Groups, CPM = Critical Path Method and LFW = Logical Framework.

Nature & Level of Problems or Challenges	Agencies Responsible for Overcoming the Problems		Suggested Major Measures Required to be Undertaken
	Main Agencies	Supporting Agencies	
❑ Lack of appropriate project planning	SM, EA and PC.	IMED, ERD and DP.	a) Develop required skills at agency level. b) Outline appropriate and detailed project planning procedures. Organize training workshops on appropriate project planning/designing with required flexibility.
❑ Lack of appropriate selection of PD for project implementation.	SM, MoEstb. and EA	PC, IMED and DP.	a) Outline the required knowledge, skills, experiences, qualification, level/position etc. of potential PDs in the project document.
❑ Delay in lining up foreign assistance for the project	SM, ERD and DP	PC, MoF and PD	a) ERD to be activated in lining up required foreign assistance. SM to maintain close follow-up of the process and SM and EA to be permitted to make direct contact with DP.
❑ Delay in concluding loan agreement with development partners	SM, MoF, ERD, and DP	PC	a) Process of concluding loan agreement to be simplified. More capable and pro-active officers to be appointed in ERD. Involvement of SM to be strengthened.
❑ Delay in fulfillment of loan conditionalities	SM, EA, MoF, ERD, PD and DP		a) Process of agreement/disagreement to fulfillment of loan conditionalities to be simplified. More capable and pro-active officers to be appointed in ERD. Involvement of SM to be strengthened. A strong follow-up plan for fulfillment of conditionalities to be devised.

Nature & Level of Problems or Challenges	Agencies Responsible for Overcoming the Problems		Suggested Major Measures Required to be Undertaken
	Main Agencies	Supporting Agencies	
☐ Politicizing the development projects	SM, EA, PB, MRSs and OPE	PC	a) No approval of projects without feasibility study and required cost-benefit analysis. Planning discipline to be strictly followed. b) Officers with strong principles to be engaged in project management activities. Protection mechanisms to be developed against ill-traits of mastans/rent seekers and political elite.
B. Project Appraisal Level			
☐ Lack of skilled personnel in preparing project document.	SM and EA PC	IMED, BO, TI	a) Select and develop own manpower at agency level, otherwise hire or consult skilled persons of other Government organizations. Undergo through focused group project preparation training. b) Or if required, engage consultant.
☐ Raw form of project documents	SM, EA and PC	IMED	a) Select and develop own manpower at agency level, otherwise hire or consult skilled persons of other Government organizations. Undergo through focused group project preparation training. b) Or if required, engage consultant.
☐ Lack of project feasibility study	SM, PC, EA and DP	IMED, ERD and MoF.	a) Engage relevant persons for project feasibility study and finalize report before project appraisal. b) Don't process or support any project without feasibility study.
☐ Lack of appropriate project planning	SM, PC and EA	IMED, ERD and DP.	a) Select and develop own manpower with required skills at agency level. b) Otherwise hire or consult skilled persons of other Government organizations or if required, engage consultant. Undergo through focused group training on project planning/designing. Plan and design the projects with appropriate flexibility.

Nature & Level of Problems or Challenges	Agencies Responsible for Overcoming the Problems		Suggested Major Measures Required to be Undertaken
	Main Agencies	Supporting Agencies	
☐ Delay in project preparation and amendment	SM and EA.	PC, IMED, and DP.	a) Select and develop own manpower at agency level. b) Otherwise hire or consult skilled persons of other Government organizations or if required, engage consultant.
☐ Frequent amendments of project	SM, EA and PC	IMED, ERD, MoF, BO and DP	a) Plan/design/prepare and appraise projects with appropriate flexibility, which does require frequent amendments. b) Take sufficient time for project planning at EA level.
☐ Complicated forms for preparing project documents	PC	SM, EA, IMED, ERD, MoF, BO and DP	a) Simplify the formats required for project preparation/appraisal. b) Support with required field level information for such simplification.
C. Project Approval Level			
☐ Lack of skilled personnel in preparing project document.	EA, SM and PC	IMED, BO, TI	a) Develop required skills at agency level. b) Organize training workshops and extend necessary cooperation to agencies concerned.
☐ Raw form of project documents	EA, SM and PC	IMED	a) Develop required skills at agency level. b) Organize training workshops and extend necessary cooperation to agencies concerned.
☐ Lack of project feasibility study	SM, EA, PC and DP	IMED, ERD and MoF.	a) Do not provide funds for projects feasibility study of which is not yet done or which is not a feasible one. b) Don't process or approve any project without proper feasibility study.

Nature & Level of Problems or Challenges	Agencies Responsible for Overcoming the Problems		Suggested Major Measures Required to be Undertaken
	Main Agencies	Supporting Agencies	
☐ Delay in project preparation and amendment	SM and EA.	PC, IMED, and DP.	a) Develop required skills at agency level and simplify project amendments procedures.
☐ Frequent amendments of project	SM, EA and PC	IMED, ERD, MoF, BO and DP	a) Make sure that the projects are planned/designed/prepared with appropriate flexibility. Approve or process for approval only appropriately planned/designed projects. Ensure planned fund flow, if required, for implementation so that cost-over-run does not incur due to time-over-run. b) Give sufficient time for project planning at EA level.
☐ Politicizing the development projects	SM, EA, PB, MRSs and OPE	PC	a) No approval of projects without feasibility study and required cost-benefit analysis. Planning discipline to be strictly followed. b) Officers with strong ethical principles to be engaged in project management activities. Protection mechanisms to be developed against ill-traits of mastans/rent seekers and political elite.
☐ Delay in project approval process	SM, PC and MoP.	EA, PB, ERD and IMED	a) Project approval process to be simplified. SM to have more power and authority approve or select their own projects. b) Other agencies concerned to activate their concerned officials to work sincerely and efficiently.
D. Project Implementation Level			
☐ Weak management of project and delay in taking decisions during project implementation	SM, VPIG, PC, IMED and EA	ERD, BO, MoF and DP	a) Appoint capable PD & Project Personnel, ensure frequent visits to project sides and close supervisions by superior officials of SM, EA, IMED, PC and other officials concerned.

Nature & Level of Problems or Challenges	Agencies Responsible for Overcoming the Problems		Suggested Major Measures Required to be Undertaken
	Main Agencies	Supporting Agencies	
☐ Lack of skilled/ efficient and trained personnel / manpower for implementing projects	SM and EA	PC, IMED, BO, DP and VPIG	b) Change management set-up, if required. Ensure lawful, impartial, fair and transparent decisions in every step of the Project Personnel. a) Appoint capable PD & Project Personnel, select and develop own manpower at agency level. b) Otherwise hire or consult skilled persons of other Government organizations or if required, engage consultant. Make provision within the project framework for attracting efficient/skilled personnel for project implementation. Develop mechanisms for protecting the project implementation process against potentially malafide intention of the VPIGs.
☐ Delay in inviting tenders	SM and EA	IMED, MoF, BO, DP and VPIG	a) Develop and ensure implementation of yearly plan of activities, strictly follow the yearly procurement plan. Develop unified bid document and formulate and engage a technical committees for procuring each type of goods/ works/services.
☐ Lack of appropriate and unified bidding documents	SM, IMED and MoF.	PC, EA, ERD, DP, BO and VPIG	a) Prepare, notify and circulate a well-structured unified bid document for all agencies concerned. b) Ensure protection against malafide intentions of the VPIGs.
☐ Delay in bid evaluation	SM and EA	IMED, MoF, DP, BO and VPIG	a) Develop and ensure implementation of yearly plan of activities, strictly follow the yearly procurement plan. Formulate and engage a technical committees for procuring each type of goods/works/services.

Nature & Level of Problems or Challenges	Agencies Responsible for Overcoming the Problems		Suggested Major Measures Required to be Undertaken
	Main Agencies	Supporting Agencies	
☐ Complicated procedures for procuring project works, goods and services	SM and IMED	EA, MoF and BO.	b) Create an incentive package for evaluators within project framework. Ensure protection against malafide intentions of the VPIGs. a) Appoint project personnel having thorough knowledge about procurement regulation. Make necessary amendments, if required, of the procurement regulation. b) Identify implementation problems of procurement regulation and bring it to the notice of the agencies concerned. Organize workshops on the issues involving all concerned.
☐ Lack of knowledge of the project managers about existing rules and procedures of procuring project works, goods and services	SM and EA	PC, IMED, ERD, MoF, DP and BO.	a) Engage persons having required knowledge and skills on issues concerned as project personnel, If fresh, train them first and engage thereafter. Create an incentive package for project personnel within project framework. b) Do not recruit fresh people as project personnel.
☐ Co-ordination gaps between executing agency and other related agencies.	SM and EA	PC, IMED, ERD, MoF, DP and BO.	a) Develop a good relationship/linkage with other related agencies and persons concerned. Pursue the matter creating project implementation problems personally.
☐ Delay in appointment of PD and other project personnel	SM, EA and MoEstb.	PC, IMED and DP.	a) Maintain a pool of PDs with required knowledge, skills, experiences and efficiencies based on EALO-qualities at Ministerial level and appoint them immediately, wherever and whenever necessary. Notification and continuous persuasion are required from EA.

Nature & Level of Problems or Challenges	Agencies Responsible for Overcoming the Problems		Suggested Major Measures Required to be Undertaken
	Main Agencies	Supporting Agencies	
❑ Lack of full-time PD for project implementation	SM, EA and MoEstb.	PC, IMED, ERD, MoF and DP.	a) Maintain a pool of PDs with required knowledge, skills, experiences and efficiencies based on EALO-qualities at Ministerial level and appoint them immediately, wherever and whenever necessary. Strictly follow the guideline of appointing full-time PD and create an incentive based salary structure for attracting appropriately skilled, experienced and efficient PD. b) Notification and continuous persuasion are required from EA.
❑ Frequent transfer of PD	SM, MoEstb. and EA	PC, IMED, and DP.	a) Don't appoint such persons as PD who will be required to be transferred soon. Have a long-term vision for project implementation. b) Maintain a pool of PDs with required knowledge, skills, experiences and efficiencies based on EALO-qualities at Ministerial level.
❑ Lack of appropriate selection of PD for project implementation.	SM, MoEstb. and EA	PC, IMED and DP.	a) Maintain a pool of PDs with required knowledge, skills, experiences and efficiencies at Ministerial level. Don't appoint firsthand (inexperienced) PD.
❑ Delay in releasing funds for project financing	SM, PC and MoF.	IMED, EA and DP.	a) SM to have full power of releasing all quarterly funds allocated in ADP and automatically release them in time, if the concerned PD do not ask to hold them. SM to make PD held responsible for appropriate utilization of released funds for the project concerned.
❑ Inadequate allocation for the project and inappropriate	SM, PC and MoF	IMED, EA, DA and VPIG	a) Funds to be allocated in ADP according to the merit of the projects to be determined by SM. SM to receive a yearly lump grants for all of its project together and to

Nature & Level of Problems or Challenges	Agencies Responsible for Overcoming the Problems		Suggested Major Measures Required to be Undertaken
	Main Agencies	Supporting Agencies	
fund allocation in ADP			have full power to allocate funds for its projects under implementation. Amount of yearly lump grants to be determined by agencies concerned in an inter-Ministerial meeting.
☐ Lack of appropriate delegation of administrative and financial powers	SM, EA and MoF	PC, IMED, ERD and DP	b) Avoid over inclusion of projects in ADP. Protect development functions from the malafide intentions of the VIGs. a) SM and PD to have more administrative and financial powers to be delegated by MoF. PD to have power, authority and intention to delegate some of his/her administrative and financial powers to other project personnel and ensure their accountability.
☐ Lack of delegation of administrative and financial powers within project personnel	SM, EA, PD and MoF	PC, IMED, ERD and DP	a) SM and PD to have more administrative and financial powers to be delegated by MoF. PD to have power, authority and intention to delegate some of his/her administrative and financial powers to other project personnel and ensure their accountability.
☐ Delay in/complication of land acquisition process	SM, EA, MoI DCO, MRSs and VPIGs	MoEstb., MoL	a) Land acquisition process to be simplified and considered as a pre-investment expenditure and fund flow for procuring land to be made accordingly. b) Mastans/Rent-seekers to be brought under legal measures.
☐ Complication in getting possession of land	EA, MoL, DCO, VPIG and MRSs	MoEstb. SM, MoL	a) Appropriate rehabilitation/resettlement arrangements to be ensured. Appropriate compensation to be made as early as possible. Pre-cautionary measures to be taken against mastans/rent-seekers/ill-politics. b) Evacuation process to be simplified. Local MPs to be involved in evacuation process.

Nature & Level of Problems or Challenges	Agencies Responsible for Overcoming the Problems		Suggested Major Measures Required to be Undertaken
	Main Agencies	Supporting Agencies	
☐ Delay in appointment of consultant	SM, EA, DP and PD	PC, ERD and MoF	a) Consultants' qualifications, skills and other required terms and conditions to be clearly spelt out in project document. Provisions in Procurement Regulations to be strictly followed.
☐ Politicizing the development projects	SM, EA, PB, MRSs and OPE	PC	b) Officers with strong principles to be engaged in project management activities. Protection mechanisms to be developed against ill-traits of mastans/rent seekers and political elite.
☐ Proliferation and dominance of mastans (rent-seekers)	SM, EA, PB, MRSs, PD and OPE	MoHA	a) Law and order situations to be improved. PD & EA to stop entry of mastans/rent-seekers into contractors/suppliers list and to drop them if identified latter on. Formulation of a strong contractors'/suppliers' association to be encouraged for off-setting mastans/rent-seekers' dominance. b) Project authority to enlist a group of qualified contractors/suppliers/ authorized agents for different categories of works, goods and services prior to go for formal tender.
☐ Degradation of ethical values and increased corruption	SM, EA, PB, MRSs, and PD	PC, DP, OPE and CCC	a) Severe punishment to be adopted in case of identified corruption and degradation of ethical values. Incentive package within project framework for dedicated, honest and sincere officers working in project implementation. Priority to be given to honest, dedicated and sincere officers in selecting PDs. b) Provision within project framework for CCC to engage officers to oversee issues of corruption and degradation of ethical values.

Nature & Level of Problems or Challenges	Agencies Responsible for Overcoming the Problems		Suggested Major Measures Required to be Undertaken
	Main Agencies	Supporting Agencies	
E. Project Monitoring-Evaluation Level			
☐ Weak management of project and delay in taking decisions during project implementation	PC, EA, IMED and VPIG. SM, EA, IMED and BO	BO, MoF, DP and VPIG PC and DP	a) Make frequent visits to project sides and ensure close supervision of implementation b) Provide management efficiency advocacy, guidelines and instructions and take other necessary actions, if required.
☐ Lack of appropriate supervision/insp ection and monitoring by superior officials	SM, IMED, EA and BO	PC and MoF.	a) PD to have close supervision over every activity under implementation, other superior officials of SM, EA and IMED to make frequent visits to physically oversee project performance. IMED to make quarterly and a high powered Project Steering Committee to make monthly visit to physically oversee project performance.
☐ Inadequate monitoring and evaluation			a) PD to have close supervision over every activity of the project under implementation, other superior officials of EA, IMED and Steering Committee to make frequent visits to oversee project performance. Provisions of incentive package within project framework for project monitoring and evaluation and for on-going, mid-term, terminal and performance evaluation. IMED to engage a third party for project evaluation, if it does not have required manpower. b) Superior and other concerned officials of SM to make frequent visits to oversee project performance.

- Note-1** : (i) The main agencies responsible for overcoming identified problems or challenges have been determined according to the following criteria : Agencies, which 75% or more respondents think are responsible and at the same time the measured rate of importance of their opinion is 50% or more.
- (ii) The supporting agencies responsible to help overcoming identified problems or challenges have been determined according to the following criteria : Agencies, which more than 30% to >75% respondents think are responsible for such support and at the same time the measured rate of importance of their opinion is more than 20% to >50%.
- (iii) The other organizations, who do not fulfil those criteria have been dropped from the consideration of the framework.
- a) Indicates that 75% or more respondents suggested the measures identified and at the same time the measured rate of importance of their opinion is 50% or more.
- b) Indicates that more than 30% to >75% respondents suggested the measures identified and at the same time the measured rate of importance of their opinion is more than 20% to >50% or the measures suggested have been taken from authentic documents of secondary sources.

The study suggests that the measures mentioned in the framework, if adopted, would help improve the existing PM systems, increase project performance and tremendously support combating the existing PM problems or challenges. The study also suggested to adopt SKART-Competency Framework developed based on PEAST-Analysis of the foreseeable PM problems and EALO-Criteria/Qualities for selecting and appointing PDs/PMs and OPPs.

-
- 2 The term SKART denotes Skills, Knowledge, Abilities, Reliabilities and Technical Know-how. Details of the framework can be seen in Imam, 2005.
- 3 The term PEAST denotes Political, Economic, Administrative, Social and Technical. Details of the analysis can be seen in Imam, 2005.

2.3 SKART-Competency Framework for Combating Foreseeable PM Problems/ Challenges

The "SKART-Competency Framework" identified the foreseeable PEAST changes and outlined concurrent SKART managerial competencies for effective and more efficient PM in the country (Imam, 2005). The required measures for PM challenges identified in the "SAAIM-Framework" and "SKART-Competency Framework" may be translated into action through short, medium and long-term out-put driven efforts with specified systems approaches.

2.4 SKART-Competency-Based SAAIM-Scheduled Plan of Action for Existing and Future Project Management Challenges

Project management in Bangladesh faces diverse problems (Farid, 2002, pp.3-6 and Chadha, 1989, p.247). Many of them are well identified and chronic in nature (Imam, 2001, p.7). They are much-talked about subjects in PM arena and demand initiatives for reformative measures.

The whole gamut of effective project management in Bangladesh involves a series of responsibilities, which are performed and delivered by different Ministries, Divisions, Departments, Agencies and Institutions of the Government. As such, implementation of "SKART-Competency - Based SAAIM-Schedule Plan of Action" [Table-2] to cope with the existing and future challenges for effective project management calls for rigorous reformative measures and initiatives of all those institutions and agencies.

The "SKART Competency-Based SAAIM-Scheduled Plan of Action" cannot be implemented overnight. The Government should undertake short, medium and long-term efforts for implementation of the plan as scheduled in Table-2. The plan identified various agencies involved in the process and outlined their roles at different stages of PM cycle.

⁴ The term EALO-Qualities denotes Ethical, Administrative, Leadership and Other qualities. Details of the qualities identified can be seen in Imam, 2005.

⁵ Imam, Kazi Hasan (2005). : "Dimensions and Magnitude of Project Management Problems in Bangladesh". In : Lok Proshason Samoyeeky, Vol. No. 26, BPATC, Savar, Dhaka.

Implementation of the designed plan would result in a better systems approach, outline an efficient institutional framework, attract managerial talents, create a new cohort of project managers characterized by strategic thinking, honesty, moral ethics, modern technological know-how, broad knowledge-base, effective skills, dynamic abilities, realistic approach and innovative thoughts and ideas for leadership challenges in project management.

Table-2 : SKART Competency-Based SAAIM-Scheduled Plan of Action Suggested to be Implemented by Various Agencies for Combating the Existing & Future Project Management Problems or Challenges.

<i>Short-Term Plan</i> <i>[To be Implemented</i> <i>within one Year]</i>	<i>Medium-Term Plan</i> <i>[To be Implemented</i> <i>within 2-3 Years]</i>	<i>Long-Term Plan</i> <i>[To be Implemented</i> <i>within 5 Years or more]</i>
A. Strategic Project Selection : At Initiating/Executing Agency (I/EA) Level		
☐ Set organizational/insti-tutional mission and vision, formulate strategic development plan and then select the most effective and sustainable projects commensurate with the vision and mission statement. ☐ Engage relevant persons for project feasibility study and finalize report before project appraisal. ☐ Don't submit any project for approval without feasibility study and required cost-benefit analysis. ☐ Strictly follow the planning discipline.	☐ Engage officers with strong principles in project management activities. ☐ Developed protection mechan-isms against ill-traits of mastans / rent-seekers and political elite. ☐ Outline the required knowledge, skills, experiences, quali-fication, level/ position etc. of potential PDs in the project document. ☐ Assess the status of existing and future social acceptance before undertaking any development project.	☐ Develop required managerial skills for coping with the existing project m a n a g e m e n t problems and the changing attitudes of the politicians for project selection. ☐ Develop ability to cope with the new challenges and adaptability to new situation. ☐ Adopt holistic approach amongst development mana-gers in selecting appropriate develo-pment project.

<u>Short-Term Plan</u> <i>[To be Implemented within one Year]</i>	<u>Medium-Term Plan</u> <i>[To be Implemented within 2-3 Years]</i>	<u>Long-Term Plan</u> <i>[To be Implemented within 5 Years or more]</i>
□ A. Strategic Project Selection : At Sponsoring Ministerial (SM) Level		
□ Don't go for processing or supporting any project without feasibility study. □ Strictly follow the planning discipline. □ Maintain close follow-up of the process of lining up required foreign assistance. □ Permit EA to make direct contact with DA for lining up of required foreign assistance.	□ Engage officers with strong principles in project management activities. □ Developed protection mechanisms against ill-traits of mastans / rent-seekers and political elite. □ Outline the required knowledge, skills, experiences, qualification, level/ position etc. of potential PDs in consultation with PC, MoEstb. and MoF.	□ Develop required managerial skills for coping with the existing project management problems and the changing attitudes of the politicians for project selection. □ Develop ability to cope with the new challenges and adaptability to new situation. □ Adopt holistic approach amongst development managers in selecting appropriate development project.
□ A. Strategic Project Selection : At Planning Commission (PC) Level		
□ Don't go for approving/selecting any project without feasibility study and required cost-benefit analysis.	□ Outline appropriate and detailed project planning procedures.	□ Develop required skills in selecting appropriate development projects.

6. Please see the full meaning of the acronyms used at the beginning of the Table 1 with footnotes.

<i>Short-Term Plan</i> <i>[To be Implemented</i> <i>within one Year]</i>	<i>Medium-Term Plan</i> <i>[To be Implemented</i> <i>within 2-3 Years]</i>	<i>Long-Term Plan</i> <i>[To be Implemented</i> <i>within 5 Years or more]</i>
❑ Develop mechanism to be adopted for assessing the status of existing and future social acceptance before undertaking any development project. ❑ Organize training workshops on appropriate project planning/ designing with required flexibility. ❑ Sector-wise outline	the required knowledge, skills, experiences, qualification, level/position etc. of potential PDs in consultation with SM, MoEstb. and MoF. ❑ Develop protection mechanism against ill-traits of political elite and VPIGs in selecting projects for implementation.	❑ Formulate a rational framework with built-in mechanism for offsetting polarization of own locality-based development efforts by influential MPs and Ministers and for ensuring country-wide harmonious development efforts. ❑ Adopt holistic approach amongst development managers in selecting appropriate development project ❑ Introduce and practice bottom-up planning /management for development and take massive intervention to re-orient persons and institutions concerned accordingly.
❑ A. Strategic Project Selection : At the Ministry of Finance (MoF) Level		
❑ Activate ERD in lining up required foreign assistance. ❑ Appoint more capable and proactive officers at ERD.	❑ Strengthen involvement of SM in concluding loan agreement and in fulfillment of loan conditionalities.	❑ Sector-wise outline the required knowledge, skills, experiences, qualification, level/ position etc. of potential PDs in consultation with SM and MoEstb. and PC and IMED.

<i>Short-Term Plan [To be Implemented within one Year]</i>	<i>Medium-Term Plan [To be Implemented within 2-3 Years]</i>	<i>Long-Term Plan [To be Implemented within 5 Years or more]</i>
☐ Devised a strong follow-up plan for fulfillment of conditionalities.	☐ Simplify the Process of agreement/disagreement to fulfillment of loan conditionalities. ☐ Simplify the process of concluding loan agreement.	☐ Mobilize more domestic resources for reducing dependency on foreign aids. ☐ Develop effective mechanism for patronizing local initiatives and create room for local investors.
<i>A. Strategic Project Selection : At Economic Relations Division (ERD) Level</i>		
☐ Don't go for finding foreign funds for any project without feasibility study and required cost-benefit analysis. ☐ Incorporate Ministry and agency concerned in negotiation team for more effective negotiation. ☐ Give priority to participatory and community development approach and be focused on customers' satisfaction	☐ In consultation with MoF strengthen involvement of SM in concluding loan agreement and in fulfilment of loan conditionalities. ☐ In consultation with MoF simplify the Process of agreement/disagreement for fulfilment of loan condition- alities. ☐ In consultation with MoF simplify the process of concluding loan agreement.	☐ Develop increased ability of negotiation upholding national interests and patriotism. ☐ Develop diplomacy to offset ill-prescriptions of DPs in project selection.
<i>B. Appropriate and Accommodative Project Appraisal : At Initiating/Executing Agency (I/EA) Level</i>		
☐ Engage relevant persons for project feasibility study and finalize report before project appraisal.	☐ Select/create own manpower for preparing, planning, designing and appraising projects, otherwise hire or consult skilled persons of other Government organizations. Or if required, engage consultant.	☐ Develop own manpower through proper training for understanding well the appropriate preparation, planning, designing and appraisal of projects.

Short-Term Plan [To be Implemented within one Year]	Medium-Term Plan [To be Implemented within 2-3 Years]	Long-Term Plan [To be Implemented within 5 Years or more]
❑ Plan/design/ prepare and appraise projects with foresightedness and appropriate flexibility, which does require amendments. ❑ Take sufficient time for project planning. ❑ Clearly spell out the consultants' and other manpower's required qualifications, skills, duties and responsibilities and other terms and conditions in the project documents. ❑ Accommodate increased interfacing among and within organizations/agencies concerned. ❑ Adopt holistic approach in appraising projects.	❑ Apprehend changed circumstances that may emerge during implementation and appraise projects incorporating required flexibility. ❑ Develop a change/ adversity management mechanism within project framework for smooth implementation of projects. ❑ Introduce and adopt output/ performance and competency based project appraisal system.	
B. Appropriate and Accommodative Project Appraisal : At Sponsoring Ministerial (SM) Level		
❑ Don't process or support any project without feasibility study. ❑ Adopt holistic approach in appraising projects.	❑ Develop own manpower through appropriate training for preparing, planning, designing and appraising the most flexible, accommodative but effective and appropriate projects.	❑ Devise and adopt a system for supporting PC with required field level information for the process of simplification of project appraisal systems and formats.

<u>Short-Term Plan</u> <i>[To be Implemented within one Year]</i>	<u>Medium-Term Plan</u> <i>[To be Implemented within 2-3 Years]</i>	<u>Long-Term Plan</u> <i>[To be Implemented within 5 Years or more]</i>
B. Appropriate and Accommodative Project Appraisal : At Planning Commission (PC) Level		
☐ Don't process or support any project without feasibility study. ☐ Adopt holistic approach in appraising projects. ☐ Develop an in-built mechanism for clearly spelling out the consultants' and other manpower's required qualifications, skills, duties and responsibilities and other terms and conditions in the project documents.	☐ Develop sector-specialized manpower through proper training for understanding well the appropriate preparation, planning, designing and appraisal of projects. ☐ Simplify the formats required for project preparation and appraisal. ☐ Introduce and adopt output/ performance and competency based project appraisal system.	☐ Devise and adopt a system for accommodating field level feedback information for the process of simplification of project appraisal systems and formats.

<u>Short-Term Plan</u> [To be Implemented within one Year]	<u>Medium-Term Plan</u> [To be Implemented within 2-3 Years]	<u>Long-Term Plan</u> [To be Implemented within 5 Years or more]
C. Accelerated Project Approval : At Initiating/Executing Agency (I/EA) Level		
❑ Organize regular intensive training programmes through relevant training institutions incorporating focused group project planning, designing, preparation and appraising skills in modular form within a full package of total project management training course for all concerned. ❑ Don't submit/process or approve any project without proper feasibility study ❑ Support organizing yearly training workshops in relevant training institutions by the PC and extend necessary cooperation to agencies concerned. ❑ Ensure timely submission of recast project document (as and when required).	❑ Make sure that the projects are planned/designed/prepared with appropriate flexibility so that it does not require amendments.	❑ Develop required skills at agency level.

<u>Short-Term Plan</u> <i>[To be Implemented within one Year]</i>	<u>Medium-Term Plan</u> <i>[To be Implemented within 2-3 Years]</i>	<u>Long-Term Plan</u> <i>[To be Implemented within 5 Years or more]</i>
C. Accelerated Project Approval : At Sponsoring Ministerial (SM) Level		
❑ Giver special preference to awareness development and capacity building projects. ❑ Developed Protection mechanisms against ill-traits of mastans/rent seekers and political elite during project approval. ❑ Don't process or approve any project without proper feasibility study. ❑ Support organizing yearly training workshops in relevant training institutions by the PC and extend necessary co-operation to agencies concerned. ❑ Develop Protection mechanisms against ill-traits of mastans/rent seekers and political elite during project approval.	❑ Don't agree to release funds for projects, feasibility study of which is not yet done or which is not a feasible one. ❑ Make sure that the projects are Planned/designed/prepared with appropriate flexibility. ❑ Process for approval only appropriately planned/designed projects. ❑ Approve relevant projects ensuring planned fund flow, if required, for implementation so that cost-over-run does not incur due to time-over-run. ❑ Stop supporting for flowing funds for unapproved projects.	❑ Develop required skills at agency level and help PC simplify project amendments procedures. ❑ Stop releasing funds for unapproved projects.

<i>Short-Term Plan [To be Implemented within one Year]</i>	<i>Medium-Term Plan [To be Implemented within 2-3 Years]</i>	<i>Long-Term Plan [To be Implemented within 5 Years or more]</i>
□ Ensure community participation, specially women's participation during processing for approval of projects. □ Giver special preference to a w a r e n e s s development and capacity building projects during processing for approval.		
<i>C. Accelerated Project Approval : At Planning Commission (PC) Level</i>		
□ Don't process or approve any project without proper feasibility study. □ Organize yearly training workshops in relevant training institutions and extend necessary co-operation to agencies concerned □ Develop Protection mecha-nisms against ill-traits of mastans/rent seekers and political elite during project approval. □ Give more power and authority to SM to approve or select their own projects.	□ Don't allocate funds for projects, feasibility study of which is not yet done or which is not a feasible one. □ Make sure that the projects are planned/designed/prepared with appropriate flexibility. □ Approve or process for approval only appropriately planned /designed projects. □ Ensure planned fund flow, if required, for implementation so that cost-over-run does not incur due to time-over-run.	□ Develop required skills at agency level and simplify project amendments procedures. □ Stop allocating funds for unapproved projects

<i>Short-Term Plan</i> <i>[To be Implemented within one Year]</i>	<i>Medium-Term Plan</i> <i>[To be Implemented within 2-3 Years]</i>	<i>Long-Term Plan</i> <i>[To be Implemented within 5 Years or more]</i>
❑ Activate agencies and their officials concerned to work sincerely and efficiently for ensuring time-bound approval of projects. ❑ Ensure community participation, specially women's participation during approval of projects. ❑ Give special preference to awareness development and capacity building projects during approval. ❑ Simplify project approval system.	❑ Develop sectoral manual outlining the criteria for approving projects or works of projects. ❑ Stop allocating funds for unapproved projects but only for nationally important project. ❑ Ensure and maintain time-bound approval system.	
<i>C. Accelerated Project Approval : At the Ministry of Finance (MoF) Level</i>		
❑ Give more power and authority to SM to approve or select their own projects.	❑ Don't release funds for projects, feasibility study of which is not yet done or which is not a feasible one. ❑ Stop releasing funds for unapproved projects but only for nationally important project.	❑ Stop releasing funds for unapproved projects.

<i>Short-Term Plan</i> <i>[To be Implemented</i> <i>within one Year]</i>	<i>Medium-Term Plan</i> <i>[To be Implemented</i> <i>within 2-3 Years]</i>	<i>Long-Term Plan</i> <i>[To be Implemented</i> <i>within 5 Years or more]</i>
<i>D. Integrated Project Implementation : At Initiating/Executing Agency (I/EA) Level</i>		
□ Appoint honest and capable PD & Project Personnel having thorough knowledge about procurement regulation and other relevant rules and regulations for project implementation. □ Appoint honest, efficient, skilled, knowledgeable (required), pro-active, pro-people, courageous, hardworking, patriotic, freely accessible, committed, transparent and accountable, rational and enabling persons as project managers. □ Do not recruit fresh people as project personnel. If fresh, train them first and engage thereafter. □ Ensure frequent visits to project sides and close supervisions by superior officials of SM, EA, IMED, PC and other officials concerned. □ Set time-bound target-oriented plan and schedule item of works according to CPM and LFW analysis of the project.	□ Develop mechanisms for protecting the project implementation process against potentially malafide intention of the VPIGs, VIGs, PBs, OPEs, and MRSs. □ Make provision within the project framework for attracting efficient/skilled personnel for project implementation. □ Create incentive package for project personnel within project framework □ Create incentive package for bid evaluators within project framework. □ Identify implementation problems of procurement regulation and bring it to the notice of the agencies concerned. □ Select and develop own manpower for project implementation.	□ Help develop mechanisms for building civil society and promote it for offsetting different pressure groups, like VPIGs, VIGs, MRS, OPE, plundering public money by upholding the dignity and strong principles in managing development projects. □ Develop mechanisms for financing own development projects.

<u>Short-Term Plan</u> <i>[To be Implemented within one Year]</i>	<u>Medium-Term Plan</u> <i>[To be Implemented within 2-3 Years]</i>	<u>Long-Term Plan</u> <i>[To be Implemented within 5 Years or more]</i>
❑ Develop and ensure implementation of yearly plan of activities, strictly follow the yearly procurement plan. ❑ Schedule and start implementing at least 1.5 times works of the yearly plan in terms of expenditure and volume than the actual target. ❑ Formulate and engage a technical committees for procuring each type of goods/works/ services. ❑ Develop a very good relationship/linkage with other related agencies and persons concerned. Pursue the matter creating project implementation problems personally ❑ Adopt CPM and LFW for planning and implementing any development project ❑ Develop effective co-ordination mechanism within project framework for organizations and authority concerned.	❑ Contact out required portion of development activities ensuring appropriate and effective monitoring-supervision for smooth implementation. ❑ Developed protection mechanisms against ill-traits of mastans/rent seekers and political elites. ❑ Stop entry of mastans/rent-seekers into contractors/suppliers list and to drop them if identified latter on. ❑ Encourage to formulate a strong contractors'/suppliers' association for off-setting mastans/rent-seekers' dominance. ❑ Adopt severe punishment system in case of identified corruption and degradation of ethical values.	

<i>Short-Term Plan</i> <i>[To be Implemented</i> <i>within one Year]</i>	<i>Medium-Term Plan</i> <i>[To be Implemented</i> <i>within 2-3 Years]</i>	<i>Long-Term Plan</i> <i>[To be Implemented</i> <i>within 5 Years or more]</i>
❑ Develop a high powered consultation forum [Steering Committee] within project framework incorporating all stakeholders/agencies concerned. ❑ Change management set-up, if required. Ensure lawful, impartial, fair and transparent decisions in every step of the Project Personnel. ❑ Make provision within project framework for attracting efficient / skilled personnel for project implementation. ❑ Identify implementation problems of procurement regulation and bring it to the notice of the agencies concerned. ❑ Notify and continuous persuade concerned authority about appointment of PD (if required). ❑ Engage officers with strong principles in project management activities. ❑ Give priority to honest, dedicated and sincere officers in selecting PDs.	❑ Incorporate incentive package within project framework for dedicated, honest and sincere officers working in project implementation. ❑ Make provision within project framework for engaging officers from CCC to oversee issues of corruption and degradation of ethical values.	

<i>Short-Term Plan [To be Implemented within one Year]</i>	<i>Medium-Term Plan [To be Implemented within 2-3 Years]</i>	<i>Long-Term Plan [To be Implemented within 5 Years or more]</i>
□ Enlist a group of qualified contractors/suppliers/authorized agents for different categories of works, goods and services prior to go for formal tender.		
<i>D. Integrated Project Implementation : At Sponsoring Ministry (SM) Level</i>		
□ Select honest, efficient, skilled, knowledgeable (required), pro-active, pro-people, courageous, hardworking, patriotic, freely accessible, committed, transparent and accountable, rational and enabling persons as project managers. □ Identify implementation problems of procurement regulation and bring it to the notice of the agencies concerned. □ Don't appoint firsthand PD for implementing development projects.	□ Select and develop own manpower for project implementation. □ Develop mechanisms for protecting the project implementation process against potentially malafide intentions of the VPIGs. □ Maintain a pool of PDs with required knowledge, skills, experiences and efficiencies and appoint them immediately, wherever and whenever necessary.	□ Develop mechanism of releasing all quarterly funds allocated in ADP without concerning any agency and automatically releasing them in time, if the concerned PD do not ask to hold them. Make PD held responsible for appropriate utilization of released funds for the project concerned. □ Develop mechanisms for building civil society and promote it for offsetting different pressure groups, like VPIGs, VIGs, MRSs, OPEs, plundering public money by upholding the dignity and strong principles in managing development projects.

<i>Short-Term Plan [To be Implemented within one Year]</i>	<i>Medium-Term Plan [To be Implemented within 2-3 Years]</i>	<i>Long-Term Plan [To be Implemented within 5 Years or more]</i>
❑ Make PD held responsible for appropriate utilization of released funds for the project concerned. ❑ Give priority to honest, dedicated and sincere officers in selecting PDs.	MRSs and OPEs. ❑ Strictly follow the guidelines of appointing full-time PD.	❑ Extend maximum cooperation to EA for smooth implementation of development projects.
<i>D. Integrated Project Implementation : At Planning Commission (PC) Level</i>		
❑ Avoid over inclusion of projects in ADP and right-size ADP. ❑ Protect development functions from the malafied intentions of the VPIGs, VIGs, PBs,	❑ Develop sectoral implemen-tation manual with procedural details to be followed for every major item of works. ❑ Let SM to receive a yearly lump grants for all of its project together and allocate funds in ADP according to the merit of the projects. ❑ Let the SM concerned determine the amount of yearly lump grants to SM in an inter-Ministerial meeting.	❑ Extend maximum cooperation to SM & EA for smooth implementation of development projects.

<u><i>Short-Term Plan</i></u> <i>[To be Implemented within one Year]</i>	<u><i>Medium-Term Plan</i></u> <i>[To be Implemented within 2-3 Years]</i>	<u><i>Long-Term Plan</i></u> <i>[To be Implemented within 5 Years or more]</i>
<i>D. Integrated Project Implementation : At Implementation Monitoring & Evaluation Division (IMED) Level</i>		
☐ Organize yearly workshop on implementation problems of procurement regulation involving representatives of all concerned and disseminate the outcomes.. ☐ Identify implementation problems of procurement regulation from the field experiences.	☐ Finalize unified bid document through trial-run workshop assessment ensuring participation of representative of all concerned. ☐ Develop unified bid document for procuring different types of works, goods and services. ☐ Notify and circulate the unified well-structured bid document to all agencies concerned. ☐ Make necessary amendments of procurement regulation and finalize it through trial-run workshop assessment ensuring participation of representative of all concerned.	☐ Empirically develop an effective and sustainable integration approach with sector-wise procedural details for project implementation.
<i>D. Integrated Project Implementation : At the Ministry of Establishment (MoEstb.) Level</i>		
☐ Select honest, efficient, skilled, knowledgeable (required), proactive, pro-people, courageous, hard working, patriot, freely accessible, committed, transparent and accountable, rational and enabling persons as project managers.	☐ Maintain a pool of PDs with required knowledge, skills, experiences and efficiencies and appoint them immediately, wherever and whenever necessary.	☐ Develop mechanisms for building civil society and promote it for offsetting different pressure groups, like VPIGs, VIGs, MRS, OPE, plundering public money by upholding the dignity and strong principles in managing development projects.

<i>Short-Term Plan [To be Implemented within one Year]</i>	<i>Medium-Term Plan [To be Implemented within 2-3 Years]</i>	<i>Long-Term Plan [To be Implemented within 5 Years or more]</i>
❑ Help PC in right-sizing ADP. ❑ Don't appoint firsthand PD-for implementing development projects. ❑ Give priority to honest, dedicated and sincere officers in selecting PDs.	❑ Strictly follow the guideline of appointing full-time PD. ❑ Extend maximum co-operation to SM_y & EA for smooth implementation of development projects.	
<i>D. Integrated Project Implementation : At the Ministry of Finance (MoF) Level</i>		
❑ Provide full power to SM of releasing all quarterly funds allocated in ADP and automatically releasing them in time, if the concerned PD do not ask to hold them. ❑ Simplify fund release procedures and right-size ADP.	❑ Create an incentive package or an incentive based salary structure for project personnel for attracting efficient, skilled and experienced project personnel. ❑ Delegate SM and PD to have more administrative and financial powers. ❑ Delegate PD to have power, authority to delegate some of his/her administrative and financial powers to other project personnel and held responsible for ensuring their accountability.	❑ Make sufficient financial provisions for undertaking effective implementation monitoring and training purposes.

<u>Short-Term Plan</u> <i>[To be Implemented within one Year]</i>	<u>Medium-Term Plan</u> <i>[To be Implemented within 2-3 Years]</i>	<u>Long-Term Plan</u> <i>[To be Implemented within 5 Years or more]</i>
<i>D. Integrated Project Implementation : At the Ministry of Home Affairs (MoHA) Level</i>		
☐ Bring the mastans/Rent-seekers under legal measures.	☐ Improved Law and order situations.	☐ Conduct regular research on issues of improving law and order situations and do the needful according to the research findings.
<i>D. Integrated Project Implementation : At Other Ministerial/Agency Level</i>		
☐ Ensure appropriate rehabilitation / resettlement and compensation against land acquired, as early as possible. ☐ Take pre-cautionary measures against mastans / rent-seekers/ill-politics during land acquisition process. ☐ Simplify evacuation process and involved local MPs in evacuation process.	☐ Simplify the Land Acquisition process and consider it as a pre-investment expenditure and allocate/release fund for procuring land accordingly.	☐ Conduct problem-oriented research regularly and do the needful according to the research findings.
<i>E. Managing Project Implementation Monitoring-Evaluation : At Initiating/Executing Agency (I/EA) Level</i>		
☐ Have close supervision over every activity under implementation.	☐ Develop and introduce IT-based project implementation monitoring-evaluation system.	☐ Develop IT-linkage with SM, PC and IMED for sharing information on development management.

Short-Term Plan <i>[To be Implemented within one Year]</i>	Medium-Term Plan <i>[To be Implemented within 2-3 Years]</i>	Long-Term Plan <i>[To be Implemented within 5 Years or more]</i>
❑ Arrange for other superior officials of SM and IMED to make frequent visits to physically oversee project performance. ❑ Make provision of a high powered Project Steering Committee within the project framework and their monthly visit to physically oversee project performance. ❑ Provide appropriate training to personnel engaged or to be engaged in project implementation monitoring and supervision. ❑ Ensure monitoring implementation regularly and evaluate achievements for future reference or planning.	❑ Strengthen implementation monitoring and evaluation with IT-support systems. ❑ Always maintain IT-supported implementation updates.	❑ Introduce and adopt such monitoring-evaluation approach that help develop appropriate legal framework for ensuring efficient project management and offsetting plundering of public money through politicizing, non-transparent, shadow-legal, dishonest, corrupt and unethical means. ❑ Conduct problem-oriented research regularly and do the needful according to the research findings.
E. Managing Project Implementation Monitoring-Evaluation : At Sponsoring Ministerial (SM) Level		
❑ Make frequent visits to oversee project performance. ❑ Always maintain IT-supported implementation updates.	❑ Strengthen implementation monitoring and evaluation with IT-support systems.	❑ Introduce and adopt such monitoring-evaluation approach that help develop appropriate legal framework for ensuring efficient project management and

<u>Short-Term Plan</u> <i>[To be Implemented within one Year]</i>	<u>Medium-Term Plan</u> <i>[To be Implemented within 2-3 Years]</i>	<u>Long-Term Plan</u> <i>[To be Implemented within 5 Years or more]</i>
E. Managing Project Implementation Monitoring-Evaluation : At the IMED Level		
□ Provide appropriate training to personnel engaged or to be engaged in project implementation and supervision. □ Ensure monitoring implementation regularly and evaluate achievements for future reference or planning. □ Make frequent visits, at least once in a quarter, to oversee project performance. □ Engage a third party for project monitoring or evaluation, if IMED does not have required manpower.	□ Develop and introduce IT-based project implementation monitoring-evaluation system. □ Strengthen implementation monitoring and evaluation with IT-support systems. § Always maintain IT-supported implementation updates. □ Ensure making provisions of incentive package within project framework for project monitoring and evaluation and for on-going, mid-term, terminal and performance evaluation.	offsetting plundering of public money through politicizing, non-transparent, shadow-legal, dishonest, corrupt and unethical means. § Conduct problem-oriented research regularly and do the needful according to the research findings. □ Develop and introduce IT-based net-working systems with EA, SM, PC and other agencies concerned for project implementation monitoring-evaluation system. □ Develop and strengthen performance-based evaluation systems and introduce evaluation approach. that helps to develop appropriate legal framework for ensuring efficient project management and offsetting plundering of public money through politicizing, non-transparent, shadow-legal, dishonest, corrupt and unethical means. □ Conduct problem-oriented research regularly and do the needful according to the research findings.

2.5 The "SAAIM-SKART Strategic Model Framework" for Combating Project Management Challenges

Reviewing the results of all the relevant Framework-Tables a model-framework named "SAAIM-SKART Strategic Model Framework," comprising of an integrated 5 x 5 x 4 matrix has been developed [Fig.1] under the nomenclature presented in Table-3.

The model framework suggests that every concerned Ministry, Division and agency will have their own institutional strategic missions/visions for undertaking development efforts. The main purpose of the framework is to outline systems approaches or measures for achieving increased project performance by combating the existing and up-coming PM problems or challenges.

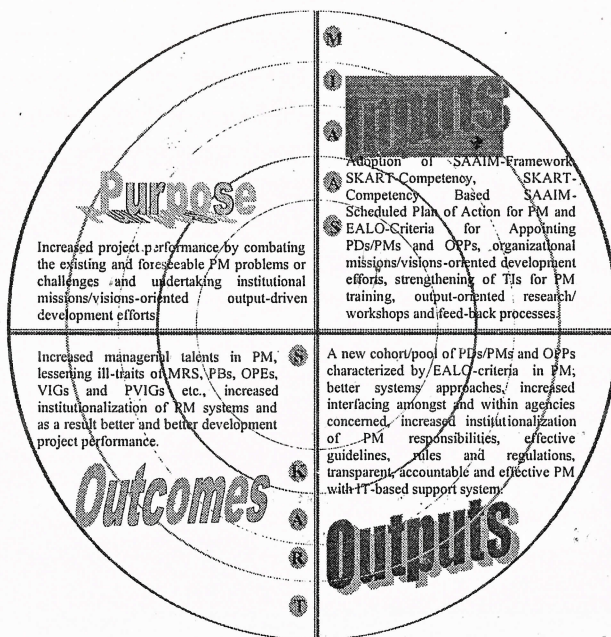
Table-3 : SAAIM-SKART Matrix for Combating Project Management Challenges

	<i>Purpose</i>	<i>Inputs</i>	<i>Output</i>	<i>Outcomes</i>
<i>Strategic [Selection]</i>	❖	❖	❖	❖
<i>Accommodative [Appraisal]</i>	❖	❖	❖	❖
<i>Accelerated [Approval]</i>	❖	❖	❖	❖
<i>Integrated [Implementation]</i>	❖	❖	❖	❖
<i>Management [Monitoring-Evaluation]</i>	❖	❖	❖	❖

<i>Skills</i>
<i>Knowledge</i>
<i>Abilities</i>
<i>Reliabilities</i>
<i>Technical Know-How</i>

As different Ministries, Divisions, agencies and institutions have certain pre-determined responsibilities and the developed "SAAIM-Framework",

Fig.1 : SAAIM-SKART Strategic Model Framework for Effective Project Management.



"SKART-Competency Framework" and "SKART-Competency Based SAAIM-Scheduled Plan of Action" suggest certain seeded changes in their responsibilities, adoption of such changes along with EALO-criteria (Ethical, Administrative, Leadership and Other criteria/qualities) for appointing PDs/PMs and Other Project Personnel (OPPs), strengthening of Training Institutions (TIs) for PM training, output-oriented research and feed-back processes, outlined in the frameworks and plans mentioned above would, as input-systems, bring a paradigm shift in the output systems of PM. As a result, a new cohort/pool of PDs/PMs and OPPs characterized by EALO-criteria in PM, better systems approaches, increased interfacing amongst and within agencies concerned, increased institutionalization of PM responsibilities, effective guidelines, required rules and regulations, transparent, accountable and effective PM with Information-Technology-based support systems would develop. These would, in turn, help develop/generate increased managerial talents, lessen ill-traits of *mastans*/rent-seekers, political bureaucrats, other project personnel, vested interest groups and private vested interest groups etc., institutionalize effective PM systems and ultimately better and better development project performance would be achieved.

3.0 Policy Suggestions and Conclusion

The traditional ways of managing development projects do not guarantee any success, rather with the world changing more and more quickly and the society getting more and more complex, they will eventually guarantee the failure (Newbold, 1988, p. xxi). Therefore, a systems approach should be developed that would help to ensure effective implementation of the developed framework along with its plan of actions...

3.1 Policy Suggestions

The present study has identified two systems approaches to deal with the whole gamut of PM problems. The first one is to select the "core drivers" or root causes" of the identified problems, which are to be called the "core problems". The "core problems" can be defined as those few "core drivers" that should be chosen to attack first as they cause the majority of the PM problems. If the right core drivers can be eliminated, it would enable to eliminate all problems that stem from them. That is why, instead of trying to eliminate the problems individually, interventions should be undertaken to eliminate the core drivers. Otherwise, the problems will persist.

Elimination of some or many of the core drivers may take longer time. Until and unless the country is institutionally, instrumentally (systems approaches), environmentally (management and social), technically (PM skills) and technologically (IT-support systems) well-equipped or ready, it would be difficult to achieve the goals of eliminating all core drivers. Therefore, the second one would be a back-up system, where measures would be undertaken to eliminate all other problems, which would, right at the moment, remain unattended under the first one. However, both the approaches may run side by side, until the country is able to contain certain core drivers.

3.1.1 Identification of "Core Drivers" and Suggested Measures

Looking into the nature and intensity of problems and Tables of Framework Analysis, the study identified as many as six "core drivers". Some of these "core drivers" have wider areas of coverage wherein existence of several "sub-core drivers" may be quite visible. However, the identified core drivers are as follows :

- (a) Lack of (appropriately) skilled personnel required for and engaged in PM functions;
- (b) Inappropriate system of selecting/appointing PDs/PMs and other project personnel;
- (c) Politicizing development projects and ill-traits;
- (d) Degradation of ethical values and increased corruption;
- (e) Proliferation and dominance of mastans/rent-seekers/vested interest groups; and
- (f) Inappropriate/inadequate institutional, delivery, linkages and support systems.

The most important measures suggested for attacking the identified core drivers are :

- All agencies concerned (including Ministries, Divisions etc.) must develop their own manpower equipped with required knowledge, skills, professionalism and other required Ethical, Administrative, Leadership and Other (EALO)-qualities in PM line.
- Ministry of Establishment and Sponsoring Ministry must create and maintain a pool of experienced, skilled, efficient, knowledgeable, honest, dedicated, sincere, committed, pro-active, pro-people, courageous, energetic, hardworking, patriotic, rational, transparent and accountable, freely accessible and enabling PDs and other project personnel and appoint them in PM wherever and whenever necessary.
- No agency should propose or support or process for approval or approve any project without proper feasibility study or flow funds for project implementation, which are not feasible.
- The Government should adopt quick and severe punishment system in cases of identified corruption and degradation of ethical values and an incentive package for honest, dedicated and sincere officers working for project implementation.
- Executing Agency and Sponsoring Ministry must enlist appropriately qualified contractors/suppliers prior to go for formal tender. They have to stop entry of mastans/rent-seekers into the list and drop them, if identified latter on and encourage formation of a strong contractors'/suppliers' association for offsetting ill-traits of mastans/rent-seekers, vested interest groups, political bureaucrats and other political elite.

- Ministry of Home Affairs has to adopt and undertake appropriate strategies to improve law and order situation and ensure "rule of law" in the country.
- Implementation Monitoring & Evaluation Division (IMED) should formulate, notify and circulate category-wise well-structured unified bid-documents with the flexibility of incorporating required specification for procuring certain works, goods and services and ensure their proper implementation.
- All agencies concerned are to develop and maintain a good relationships/linkages with other agencies concerned and pursue the matters creating any sort of dysfunctional impacts on project implementation personally.
- Ministry of Finance should create an incentive based salary structure for PDs and other project personnel for attracting appropriately skilled, experienced and efficient personnel in PM system.
- Visits to project sides for monitoring, supervising and overseeing project performance should not be taken as a pleasure trips by the concerned officials.

3.1.2 The Other Measures Suggested for Combating PM Problems

- The Ministries, Divisions and agencies concerned should adopt measures outlined in the "SAAIM-Framework", "SKART-Competency Framework", "SKART-Competency-Based SAAIM-Scheduled Plan of Actions" and the "SAAIM-SKART Strategic Model Framework" for combating the existing and foreseeable PM problems or challenges.
- Initiating/Executing Agency must outline the required knowledge, skills, experiences, qualifications, levels/positions and other qualities of the potential PDs, other project personnel and consultants (if required) in the project documents appropriately.
- Training Institutions (TIs) should be strengthened for most effective PM training, create platforms and conduct regular research for assimilation and dissemination of real life situations and outcomes respectively.
- Economic Relations Division (ERD) has to be activated and more skilled, efficient, pro-active, patriotic personnel should be appointed, it should involve Sponsoring Ministry and Initiating/Executing Agency

for effective aid negotiation, for accelerating appropriate agreements and for time-bound fulfilment of conditionalities and has to devise a strong follow-up plan for the purposes.

- Initiating/Executing Agency must prepare, plan, design and appraise projects with appropriate flexibility for avoiding frequent amendments during implementation and Sponsoring Ministry, Planning Commission and Implementation Monitoring & Evaluation Division (IMED) are to provide required technical support and extend expertise for the purposes.
- Concerned agencies must stop allocating/providing/releasing funds for unapproved projects in the years to come.
- Ministry of Establishment and Sponsoring Ministry should follow the Ethical, Administrative, Leadership and Other (EALO)-criteria in selecting PDs/PMs and other project personnel.
- PD must ensure close supervision over implementation of every activity of the concerned project and concerned and senior officials of Executing Agency, beneficiary organization, Sponsoring Ministry and Implementation Monitoring & Evaluation Division (IMED) have to make frequent visits to project sides to supervise and oversee project performance.
- Initiating/Executing Agency is to develop, while Sponsoring Ministry is to ensure and Implementation Monitoring & Evaluation Division (IMED) is to strictly monitor implementation of appropriately designed yearly plan of project activities.
- Executing Agency is to schedule the yearly plan of activities in such a way that targeted physical and financial progress can be achieved in any circumstances.
- Initiating/Executing Agency is to make provisions of a high power steering committee, technical committees to be engaged for appropriate procurement, to make provisions of incentive packages for them and the project personnel within the framework of the projects.
- Planning Commission should simplify formats for project documents, the process for project approval and prepare sector-wise manual for appropriate preparation, planning, designing and appraisal of projects with procedural details.
- Sponsoring Ministry and Ministry of Establishment must strictly follow the guidelines for appointing full-time PDs for effective project implementation.

- Ministry of Finance should delegate more financial and administrative powers and authority to Sponsoring Ministry and PDs ensuring required accountabilities.
- Ministry of Finance and Planning Commission should delegate Sponsoring Ministry full powers of releasing all quarterly funds allocated in Annual Development Plan (ADP) based on the merits of the projects undertaken.
- The concerned agencies are to simplify land acquisition processes and to ensure appropriate compensation, rehabilitation and settlement. Local Members of Parliament (MPs) are to be involved in evacuation process. The whole activities to this end to be considered as pre-investment functions of projects.

3.2 Conclusion

Competency has no value in itself, unless it is applied for appropriate purposes. Similarly, a framework designed for effective project management has no value unless it is appropriately operationalized with its functional integrity and required institutional support. Appropriate operationalization of a designed framework depends upon many internal and external forces and environment. Commitment of the Government, politicians and political bureaucrats, systems integrity of management functionaries, skills and efficiency, ethical values and morale of the persons concerned, conscientization amongst civil society about "value for money" etc. are some of the most important forces that can regulate the systems functions of the designed framework.

Appropriate implementation of the designed "SAAIM-SKART Strategic Model Framework" adopting the "SAAIM-Framework", "SKART-Competency Framework" and "SKART-Competency-Based SAAIM-Scheduled Plan of Actions" would obviously help to achieve a paradigm shift in development project management systems through its seeded changes by eliminating the persistently aggravating PM problems in the country. But the designed framework has to be internalized or wholeheartedly owned first by all stakeholders concerned. Such internalization or ownership would eventually take control over the systems, forces and environment and as a result increased development project performance would take place. Appropriate PM training would inculcate required attitudinal/behavioural changes, increase knowledge and skills, help create required resource pool for augmenting such internalization.

Bibliography

- Bryant, Coralie and Louise G. White (1982). : *Managing Development in the Third World*. Westview Press Inc., Boulder, Colorado.
- Chadha, Skylark (1989). : *Managing Projects in Bangladesh : A Scenario Analysis of Institutional Environment for Development Projects*. University Press Limited, Dhaka.
- Cleland, David I. and King, William R. (1985). : *Systems Analysis and Project Management*. McGraw-Hill Book Company, International Student Edition, Humburg New Delhi.
- Farid, Shah Mohammad (2002). : *"Problems of Project Management in Bangladesh"*. Planning Commission, Ministry of Planning, Government of the People's Republic of Bangladesh, Dhaka.
- Government of the People's Republic of Bangladesh (2003). : *Bangladesh : A National Strategy for Economic Growth, Poverty Reduction and Social Development*. Economic Relations Divisions, Ministry of Finance, Dhaka.
- Imam, Kazi Hasan (2000). : *Environmental Protection and Sustainable Development : Bangladesh Perspectives*. Paragon Publishers, Dhaka.
- Imam, Kazi Hasan (2001). : *Curriculum Development and Evaluation of ACAD*. Bangladesh Public Administration Training Centre, Savar, Dhaka.
- Imam, Kazi Hasan (2005). : *"Dimensions and Magnitude of Project Management Problems in Bangladesh"*. In : *Lok Proshason Samoyeeky*, Vol. No. 26, BPATC, Savar, Dhaka.
- Khan, Ansar Ali (1991). : *Project Evaluation*. Students'-Friend Book House, Dhaka.
- Majid, M. A. (2001). : *Project Monitoring and Evaluation System*. M & M Publishers, Dhaka.
- Majid, M. A. (1995). : *Project Management*. Bangla Academy, Dhaka.
- Newbold, Robert C. (1988). : *Project Management in the Fast Lane* :

Applying the Theory of Constraints. The St. Lucie Press, New York, Washington D. C.

Sirajuddin, Muhammad (1986). : *Institutional Support for Planning and Project Management.* The Pioneer Printing Press Ltd., Dhaka.

Sirajuddin, Muhammad (1980). : *Project Management : A Compilation of Lecture Materials.* Bangladesh Management Development Centre., Dhaka.

Taylor, W. J. and T. F. Watling (1972). : *Successful Project Management.* Business Books Ltd., London.

United Nations (1972). : *Guidelines for Project Evaluation,* United Nations Industrial Development Organizations, Vienna, New York.

The World Bank (1983). : Bangladesh Staff Appraisal Report : *Public Administration (Training, Personnel and Management) Project.* South Asian Projects Department, Education and Manpower Development Unit, The World Bank Report No. 4181-BD.