

**IMPLEMENTATION CHALLENGES OF WORKS PROCUREMENT IN
ACCORDANCE WITH THE PROCUREMENT PLAN MENTIONED IN THE
DEVELOPMENT PROJECT PROPOSAL: IN CASE OF “CITY REGION
DEVELOPMENT PROJECT” OF LGED.**

By

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A thesis submitted to the Department of BRAC Institute of Governance and Development
in partial fulfillment of the requirements for the degree of
Masters in Procurement and Supply Management

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Declaration

It is hereby declared that

1. The thesis submitted is my own original work while completing a degree at Brac University.
2. The thesis does not contain material previously published or written by a third party, except where this is appropriately cited through full and accurate referencing.
3. The thesis does not contain material which has been accepted, or submitted, for any other degree or diploma at a university or other institution.
4. I have acknowledged all main sources of help.

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Ethics Statement

This thesis was conducted with the highest ethical standards, ensuring integrity and transparency throughout the research process. All data collected and analyzed were obtained with full consent from relevant stakeholders and were used solely for academic purposes. Efforts were made to protect the privacy and confidentiality of all participants involved in the study. Any potential conflicts of interest were disclosed, and due diligence was exercised to avoid any form of bias or misrepresentation of data. This research adheres to the ethical guidelines set forth by the BRAC University and complies with all relevant legal and ethical standards.

Executive Summary

The implementation of procurement activities within the LGED project, as outlined in the development project proposal, faces several challenges. Key issues include delays in procurement processes due to lengthy approval timelines and inadequate capacity within local procurement teams. Additionally, fluctuations in market prices and supply chain disruptions have hindered timely acquisition of essential goods and services. Compliance with regulatory frameworks often presents obstacles, as local stakeholders may lack familiarity with procurement guidelines. Furthermore, coordination among various departments has proven difficult, leading to inefficiencies and potential budget overruns. To address these challenges, it is critical to enhance training for procurement personnel, streamline approval processes, and foster better communication between stakeholders. Overall, these measures will be vital in ensuring that procurement activities align effectively with the established procurement plan, ultimately contributing to the successful implementation of the LGED project.

Keywords: Implementation of Procurement Activities; Development Project Proposal; Lengthy Approval Timelines; Budget Overruns; Streamline Approval Processes; Fluctuations in Market Prices.

Dedication

This thesis is dedicated to the devoted professionals and stakeholders involved with the Local Government Engineering Department (LGED) and the City Region Development-1 project. Their relentless commitment to enhancing urban infrastructure and fostering sustainable development has fueled my inspiration throughout this research. I also want to express my gratitude to my family and friends for their constant support and encouragement, which have been essential in overcoming the challenges of this journey. I hope this study contributes to the ongoing efforts to improve procurement practices, ultimately benefiting our communities.

Acknowledgement

I warmly acknowledge that several people and organizations have generously offered their assistance and guidance in the completion of my dissertation study. I owe gratitude to everyone who helped me prepare and finish my research project, whether directly or indirectly. Special thanks go to the researchers, writers, and academics whose contributions may be considered the dissertation's cornerstone. Engr. Tarun Kumar Sarker MCIPS, PMP, Procurement Specialist (Consultant), Asian Development Bank (ADB) who truly helped me in the conduct of this study and the completion of research work, deserves my deepest and sincerest appreciation.

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List of Acronyms

ADB	Asian Development Bank
DPP	Development Project Proposal
LGED	Local Government Engineering Department
PEC	Project Evaluation Committee
PSC	Project Scrutiny Committee
PIC	Project Implementation Committee
DPEC	Departmental Project Evaluation Committee
IMED	Implementation Monitoring and Evaluation Division
MTBF	Midterm Budgetary Framework
TPP	Technical Project Proposal
PCR	Project Completion Report
PIU	Project Implementation Unit
RAJUK	Rajdhani Unnayan Kartripakkha (Capital Development Authority)
TA	Technical Assistance
KfW	Kreditanstalt für Wiederaufbau (German Development Bank)
SIDA	Swedish International Development Cooperation Agency
SIC	Selection of Individual Consultants
RFP	Request for Proposal

PPR	Public Procurement Rules
e-GP	Electronic Government Procurement
MEAT	Most Economically Advantageous Tender
OHS	Occupational Health and Safety
PPSD	Project Procurement Strategy for Development
QCBS	Quality and Cost-Based Selection

Chapter 1

Introduction

1.1 Background of the Study

There are complexities and hurdles in executing procurement plans regarding infrastructure projects implemented by the Local Government Engineering Department (LGED) in Bangladesh. LGED hugely implements public infrastructure like Roads, bridges, culverts, markets and drainage system in both rural and urban areas which are vital for communication enhancing and economic growth (LGED, 2021). Identification of project needs, establishing procurement strategies are involved in procurement plan and Development procurement plan (DPP) set out that all activities are aligned with the broader objective. A well-structured works procurement plan is necessary to promote transparency, efficiency, and accountability in the procurement Process (World Bank 2020)

1.2 Significance of the Study

It is vital for policy makers, project managers and all stakeholders to analyze and understand implementation challenges faced in procurement planning. The study aims to provide actionable recommendations to enhance procurement processes in LGED projects, ultimately leading to improvement project outcomes and delighted public service delivery .

1.3 Problem Statement

Though there is a clear guideline in DPP. There are several issue that challenges implementing work and procurement plan deteriorate such as delay in administration, Cost estimate are not accurate, lack of skilled personnel, and difficulties in ensuring vendor compliance are common.

So project timeline and budget capacity become disrupted which ultimately affect the quality and impact of the projects. The inefficiencies in procurement not only delay project completion but also strain public resources and undermine the potential socio-economic benefits of infrastructure projects in rural areas.

This research will explore the underlying factors contributing to these challenges and provide recommendations to enhance the work procurement process in City region Development Project of LGED , thus improving project outcomes and efficiency.

1.4 Research Objectives

The key objectives of this study are:

- To identify major challenges in implementation of work procurement in LGED “City Region Development Project” according to the DPP.
- To assess the impact of these challenges on project timelines, costs, and quality
- To analyze the factors contributing to procurement inefficiencies

1.5 Research Method

Research Design

This approach will enable a detail analysis of the procurement challenges faced in LGED projects and the factors contributing to these issues.

Data Collection

Primary Data

Interviews: Semi-structured interview has been conducted with Government official involved in LGED projects and various different Government and private sector including procurement

officers, DPD, senior Assistant Engineer and contractors. The interviews focused on identifying specific challenges encountered during the procurement process.

Surveys: A structured survey has been conducted of LGED staff and contractors to gather data on the persistence and severeness of procurement challenges.

Secondary Data

Document Review: Reviewed relevant documents, including LGED project reports, DPPs, and procurement guidelines, to understand the regulatory framework and compare it with actual implementation practices.

Data Analysis

Qualitative Analysis: Conceptual analysis has been used to analyze the interview feedback and identify recurring themes and answer related to procurement challenges.

1.6 Significance and Value of the Research

This study will make an important influence understanding of procurement challenges in public infrastructure projects in Bangladesh. By identifying the root causes of procurement inefficiencies in LGED projects, the research will provide valuable insights for policymakers, project managers, and procurement professionals. The findings will help to improve procurement practices, thereby reducing delays, minimizing costs, and enhancing the overall quality of infrastructure projects. This, in turn, will contribute to the sustainable development of rural areas in Bangladesh, where LGED projects play a crucial role.

Chapter 2

Literature Review

2.1 Introduction

A project is a set of tasks completed within a defined timeframe to accomplish specific target. These tasks are conducted by project team, under supervision of project manager, who oversees the planning, scheduling, tracking and successful completion of projects. Besides the project team, projects require resources such as labor, materials and equipment. Organizations and individuals manage projects with a wide range of objectives..

A project proposal is a detailed document that provides stakeholders with essential information about a project, such as its timeline, budget, objectives, and goals. One key component of any development project proposal (DPP) is the procurement plan, which describes the procedures for acquiring the works, goods, and services needed to successfully complete the project..

A procurement plan generally consists of the following elements, as outlined in the Handbook for Guidelines on the Formulation, Processing, Approval, and Revision of Development Projects in the Public Sector.:

- Package No
- Description of Packages,
- Unit, Quantity,
- Procurement Method and Type,
- Contract Approving Authority,
- Source of Fund,
- Estimated Cost, and

- Indicative Timeline of procurement activity.

2.2 Detail Structure of DPP with annexure as described in IMED Guideline as of 2022:

A DPP typically consists of a total of 34 sections, along with other essential documents such as the project loan agreement, Project Evaluation Committee (PEC) meeting resolution, Manpower Meeting resolution, and Project Scrutiny Committee meeting resolution. For large organizations like LGED, which processes over 50 DPPs each year, it becomes challenging to thoroughly check each procurement plan with accuracy and precision. If any procurement-related risks go unnoticed during the project formulation stage, they will remain in the project until the procurement plan is revised. This means the project will need to undergo revision.

A full prescribed format of DPP with section and sub-section and 7 no's Appendix is shown below.

DEVELOPMENT PROJECT PROPOSAL (DPP) PART-A

Project Summary

1. Project Title :
- 2.1 Sponsoring Ministry/Division :
- 2.2 Implementing Agency (ies) :
- 2.3 Concerned Division of Planning Commission :
3. Objectives and Targets (of Beneficiaries) of the Project (Please specify in quantity and/or in percentage and write in bullet form) :
4. Project Implementation Period
 - (i) Date of Commencement :
 - (ii) Date of Completion :
- 5.1 Estimated Cost of the Project (Taka in lac)
 - Total :
 - GOB :
 - (JDCF/DRGA-CF or any other Debt Cancellation)
 - (Source: Bangladesh Bank)
- 5.2 Exchange Rate(s) with Date
6. Mode of Financing
- 6.1 Mode of Financing with Source (Taka in Lac)

Source Mode	GOB (FE)	PA (RPA)	Own Fund (FE)	Others (Specify)	PA Source
(1)	(2)	(3)	(4)	(5)	(6)
Investment					
Loan/Credit					
Equity					
Grant					
Others (Specify)					
Total					

6.2 Year wise Estimated Cost:

Financial Year	GOB (FE)	Porject Aid (PA)		Own Fund (FE)	Others (Specify)	Total
		Reimbursable PA(RPA)	Direct PA (DPA)			
(1)	(2)	(3)	(4)	(5)	(6)	(7)=(2)+(3)+(4)+(5) +(6)
Total						

6.3 Financing Plan of the proposed project considering MTBF ceiling and allocation required for ongoing projects in ADP: Anexure VII

7.1 Location of the Project:

Sl. No.	Division	District	City Corporation/Pouroshova/ Upazila
(1)	(2)	(3)	(4)

(Attach map, where necessary)

7.2 Justification of selecting the project area:

Economic Code	Economic Code wise Item Description	Unit	Quantity	Total Cost	GoB (FE)	Project Aid				Own Fund (FE)	Others	% of Total Project Cost
						RPA		DPA				
						Through GOB	Special Acco unt**	Through PD	Through DP			
1	2	3	4	5	6	7	8	9	10	11	12	13
(a) Revenue:												
Sub Total (Revenue):												
(b) Capital :												
Sub Total (Capital):												
Total Cost (Revenue & Capital)												
(c) Physical Contingency:												
(d) Price Contingency:												
Grand Total (a + b + c + d)												

Location wise Cost Breakdown: Annexure I

Estimated Cost Summary (Taka in Lac):

* Column 6= (7+8+9+10+11+12+13)

8. Logical Frame:

(i) Planned date of project commencement :

(ii) Planned date of project completion :

Narrative Summary	Objectively Verifiable Indicators (OVI)	Means of Verifications (MOV)	Important Assumptions (IA)
Goal			
Objective/ Purpose			
Output			
Input			

9. Project Management:

9.1 Proposed Project Management Setup (As per Annexure-II)

9.2 Implementation Arrangement

10. Financial and Procurement Plan:

a. Procurement Plan [As per Annexure -III(a), III(b) & III(c)]

b. Year wise Financial and Physical Target Plan (As per Annexure-IV)

11. After completion, whether the output of the project needs to be transferred to the revenue budget:

12.1 If yes, briefly narrate the institutional arrangement and technical & financial requirement for operation and maintenance.

(To continue the benefits of the projects required yearly costs and personnel should be mentioned)

12.2 If not, briefly narrate the institutional arrangement and financial requirement for operation and maintenance.

(To continue the benefits of the projects required yearly costs and personnel should be mentioned)

PART B

Project Details

13 Background Information:

13.1 Background with Problem Statement

13.2 Linkages (to Other Projects & Institutions)

13.3 Poverty Situation

14 Project Description:

- 14.1 Objectives
- 14.2 Outcomes
- 14.3 Outputs
- 14.4 Activities
- 15 Population Statistics
 - 15.1 Population Coverage
 - 15.2 Population disaggregated data by women, senior citizens, children, physically & mentally challenged etc.
- 16 Whether any pre-appraisal/feasibility study/pre-investment study was done before formulation of this project? If so, attach summary of findings & recommendations. (If not, mention the causes)
- 17 Financial & Economic Analysis, (Attach Calculation Sheet):
 - 17.1 Net Present Value (NPV), considering 12% discount rate
 - 17.1.1 Financial
 - 17.1.2 Economic
 - 17.2 Benefit-Cost Ratio (BCR), considering 12% discount rate
 - 17.2.1 Financial
 - 17.2.2 Economic
 - 17.3 Internal Rate of Return (IRR)
 - 17.3.1 Financial
 - 17.3.2 Economic
- 18 Lessons Learnt from Similar Nature of Project(s):
 - 18.1 Indicate which issues lead to make project successful
 - 18.2 Indicate which issues did not work well.

19. Basis of Item wise Cost Estimate and Date:

Sl. No.	Major Items	Unit	Unit Cost	Basis	Source	Date
(1)	(2)	(3)	(4)	(5)	(6)	(7)

20. Comparative Cost of Major Items of Similar Other Projects:

Sl. No.	Major Items	Unit	Unit Cost of the Item (Taka in Lac)			Remarks
			Proposed Project	Similar Ongoing Project (*)	Similar Completed Project (**)	
(1)	(2)	(3)	(4)	(5)	(6)	(7)

* Name of the similar ongoing projects

** Name of the similar completed projects

21 Detailed Annual Phasing of Cost (As per Annexure –V(a) & V(b))

22 Technical Specification/Design of Major Items (To be attached)

23 Amortization Schedule for repayment of loan taken from Government (As per Annexure -VI)

24 The effect/impact, adaptation and specific mitigation measures thereof, if any, on:

- a. other projects/existing installations
- b. environmental sustainability like land, water, air, bio-diversity, ecosystem services (If the project is ‘Red Category’ attach the EIA document)
- c. disaster management, climate change
- d. gender, women, children, person with special needs, excluded groups etc.
- e. employments
- f. poverty situation
- g. organizational arrangement/setup

- h. institutional productivity
 - i. regional disparities
 - j. populations
- 25 Environmental Clearance:
- a. Environmental impact wise project category (Red/Orange/Green)
 - b. Whether environmental clearance under the Environmental Conservation Act, 1995 (Revised 2010) has been obtained? (If yes, attach the certificate. If not, mention the cause)
- 26 Specific linkage with (i) Bangladesh Delta Plan 2100, (ii) Perspective Plan 2021-2041, (iii) Five Year Plan, (iv) SDG targets and (v) Ministry/Sector Priority (Mention the pages with clauses of respective document/ attach the relevant pages of those document)
- 27 Contribution of the Project in achieving the Vision, Mission of the Ministry/Division and Implementing Agency.
- 28 Alignment with the Allocation of Business of the Sponsoring Ministry/Division.
29. Whether private sector/local government or NGO's participation is considered? (If yes, describe how they will be involved)
30. Major Terms and Conditions of Foreign Financing:
31. Involvement of Compensation, Rehabilitation/Resettlement issues (Indicate the magnitude and cost, if applicable:)
32. Risk Analysis and Mitigation Measures (Identify risks during implementation & operation):
33. Other Important Issues (Technical or others):
- 34 Sustainability of the Project Benefits with Exit Plan
- 35 Others, if any with several sub-sections and 07 (seven) nos. appendix form as below

Annexure I

Location wise Cost breakdown of the Project

Name of the Project :

Sponsoring Ministry/Division :

Implementing Agency :

(Figures in Lac Taka)

Sl No.	Division	District	Upazila/Thana/City Corporation/Pouroshava	Major Items (Quantity)	Estimated Cost	Remarks
(1)	(2)	(3)	(4)	(5)	(6)	(7)

Annexure II

Manpower setup of the Project

Name of the Project :

Sponsoring Ministry/Division :

Implementing Agency :

(1) Personnel to be deputed from Revenue setup :

(2) Personnel to be recruited directly under Project :

(3) Personnel to be recruited by outsourcing under Project:

Category wise Manpower to be recruited

Sl No.	Name of the Post	Number of posts	Qualifications and Experiences	Mode of Recruitment (Deputation/ Direct/ Outsourcing)	Pay Scale/ Consolidated	Pay Grade	Responsibility/ Accountability	Remarks
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)

Organogram of the proposed setup should be attached

Total Procurement Plan for Development Project

Annexure III(a)

Ministry/Division

Agency

Procuring Entity with Code

Project/Program with Code

Total

GOB

FF

Own Fund

Project Cost (In Lac Tak

Package No.	Description of Package as per DPP (Goods)	Unit	Quantity	Procurement Method & Type	Tender Approval Authority	Source of Funds	Est. Cost (Lac Taka)	Indicative Dates		
								Invitation of Tender	Signing of Contract	Completion of Contract
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)
Total Cost of Goods										

Total Procurement Plan for Development Project

Project Cost (In Lac Taka)

Ministry/Division

Agency

Procuring Entity with Code

Project/Program with Code

Total	
GoB	
FF	
Own Fund	

Package No.	Description of Package as per DPP (Works)	Unit	Quantity	Procurement Method & Type	Tender Approval Authority	Source of Funds	Est. Cost (Lac Taka))	Indicative Dates			
								Invitation of Prequalification (If Required)	Invitation of Tender	Signing of Contract	Completion of Contract
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)
Total Cost of Works											

Total Procurement Plan for Development Project

Ministry/Division

Agency

Procuring Entity with Code

Project/Program with Code

Project Cost (In Lac Taka)

Total	
GoB	
FF	
Own Fund	

Package No.	Description of Package as per DPP (Services)	Unit	Quantity	Procurement Method & Type	Tender Approval Authority	Source of Funds	Est. Cost (Lac Taka)	Indicative Dates			
								Invitation of EOI	Issue of RFP	Signing of Contract	Completion of Contract
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)
Total Cost of Services											

Year wise Financial and Physical Target Plan

Annexure IV

Name of the Project :

Executing Agency :

Sponsoring Ministry/Division :

(Taka in Lac)

Economic Code	Economic Sub-code	Economic Sub-code Description (In Detail)	Total Physical & Financial Target					Financial Year 20**-20**			Financial Year 20**-20**			Financial Year 20**-20**		
			Unit	Unt Cost	Quantity	Total Cost	Weight	Financial Amouint	Physical		Financial Amouint	Physical		Financial Amouint	Physical	
									%of Item	%of Project		%of Item	%of Project		%of Item	%of Project
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)	(17)
(a) Revenue																
Sub total of Revenue																
(b) Capital																
Sub total of Capital																
(c) Physical Contingency																
(c) Price Contingency																
Total (a+b+c+d)																

Detailed Estimated Cost

Annexure V (a)

(Taka in Lac)

Name of the Project :
 Executing Agency :
 Sponsoring Ministry/Division :

Econo mic Code	Econo mic Sub- code	Economic Sub-code Description (In Detail)	Unit	Unt Co st	Quanti ty	Total								
						GOB (FE)	Project Aid				Own Fund	Other s	Total	% of Total Project Cost
							RPA		DPA					
							Throu gh GO B	Specia l* Acc ount	Throu gh PD	Throu gh DP				
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)
(a) Revenue														
Sub total of Revenue														
(b) Capital														
Sub total of Capital														
(c) Physical Contingency														
(c) Price Contingency														
Total (a+b+c+d)														

* DOSA, CONTASA, SAFE, Imprest etc.

Detailed Annual Phasing of Estimated Cost

Annexure V(b)

Name of the Project :
Executing Agency :

Sponsoring :
Ministry/Division :

(Taka in Lac)

Econ omic Code	Econo mic Sub- code	Economic Sub- code Description (In Detail)	Uni t	Unt Cost	Quant ity	Financial Year 1								Financial Year 2							
						GO B (FE)	Project Aid				O wn Fu nd	Oth ers	Tot al	GO B (FE)	Project Aid				O wn Fu nd	Oth ers	To tal
							RPA		DPA						RPA		DPA				
							Throug h GOB	Specia l Accoun t	Throug h PD	Throug h DP					Throug h GO B	Speci al Accou nt	Throug h PD	Throug h DP			
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)	(17)	(18)	(19)	(20)	(21)	(22)
(a) Revenue																					
Subtotal of Revenue																					
(b) Capital																					
Sub total of Capital																					
(c) Physical Contingency																					
(c) Price Contingency																					
Total (a+b+c+d)																					

Annexure VI

Amortization Schedule

Name of the Project :

Executing Agency :

Sponsoring Ministry/Division :

Total Investment (In Lac taka) :

Amount of Loan :

Loan Repayment Period (Years) :

Rate of Interest :

(Taka in Lac)

Year	Beginning Principal Amount	Yearly Fixed Amount to be Paid (Principal)	Yearly Interest to be Paid	Total Amount to be Paid (Principal+Interest)	Outstanding of Principal
(1)	(2)	(3)	(4)	(5)=(3)+(4)	(6)=(2)-(3)
Year 1					
Year 2					
Year 3					
Year 4					
Year 5					
Total					

Annexure VII

Financing Plan of the Proposed Project Considering MTBF Ceiling and Allocation Required

For Ongoing Projects in ADP

Name of the Project :

Sponsoring Ministry/Division :

Implementing Agency :

(Figures in Lac Taka)

1.	Number of ongoing projects under sponsoring Ministry/Division	:			
2.	Estimated cost of the ongoing approved projects	:			
3.	Total Cumulative expenditures upto June of the previous Financial year	:			
4.	Allocation required for the ongoing projects [Subtract Row 3 from Row 2]	:			
5.	Allocation in ADP of current Financial Year	:			
			Current FY	Next 1st FY	Next 1st FY
6.	Projected resources for the Sponsoring Ministry/Division in 8 th Five Year Plan (in present value)	:			
7.	Allocation & Projection for the sponsoring Ministry/Division in MTBF	:			
8.	Allocation required for the projects of the sponsoring Ministry/Division as per approved project documents (already included in ADP).	:			
9.	Number of projects already approved (yet not included in the ADP with allocation) & allocation required and the projects recommended by PEC (a) No. of approved projects (??) (b) No. of projects recommended by PEC (??)	: : :			
10.	Allocation required for the proposed project	:			
11.	Total requirement of Allocation [Total of row 8,9 & 10]	:			
12.	Fiscal Space (Capacity) [Subtract Row 11 from Row 7]	:			

13. If Fiscal Space (Financing Capacity) is negative, mention the way of financing the proposed project.

2.3 Role of committee to progress review of DPP

There are several committees to review the progress of DPP (Development Project Performa). Their scope of work is defined so that Processing of DPP could be smooth. The committee are prescribed as below

- PIC (project implementation committee)
- PSC (Project Scrutiny Committee)
- PEC (Project Evaluation Committee)
- DPEC (Departmental Project Evaluation Committee)

2.3.1 PIC (project implementation committee) and its scope of work

- PIC (project implementation committee) and its scope of work: Review the overall physical and financial progress of project and provide guideline to accelerate the progress of work
- Providing solution of the challenges and problem that arises in case of project implementation
- At least to arrange one PIC meeting shall be arranged within 3 months.
- If there is any involvement required from any concerned ministry/ department/agency at any stage of project implementation, then PSC committee could invite representative of that ministry/ department/agency.
- Committee could co-opt any representative from any ministry/ department/agency.

2.3.2 PSC (Project Scrutiny Committee) and its scope of work

- Planning Wing of the Sponsoring Ministry/Division will extend the secretarial supports to the Project Scrutiny Committee.
- Specialists in the relevant field of Universities/Research Institutes/any other organizations may be invited (if needed) in Project Scrutiny Committee meeting.

- PIC (project implementation committee) and its scope of work: Review the overall physical and financial progress of project and provide guideline to accelerate the progress of work
- Providing solution of the challenges and problem that arises in case of project implementation
- At least to arrange one PIC meeting shall be arranged within 3 months.
- Examine whether the project proposal is formulated in compliance with the guidelines for identification & formulation, processing, approval and revision of the projects
- If there is any involvement required from any concerned ministry/ department/agency at any stage of project implementation, then PSC committee could invite representative of that ministry/ department/agency.
- Committee could co-opt any representative from any ministry/ department/agency.

2.3.3 PEC (Project Evaluation Committee) and its scope of work

- Appraise the acceptability of Development Project Proposal/Study Proposal in the context of short, medium and long term policies, plans and programs.
- Examine financial, economic, environmental and technical viability of the project proposal.
- Examine the relevancy of the project activities with its objectives.
- Suggest necessary amendments, modifications etc.
- Recommend for consideration of the approval authority
- Apart from the above mentioned TORs, details in section 3, 4 & others.

2.3.4 Departmental Project Evaluation Committee (DPEC) and its scope of work

- Appraise the acceptability of the Project Proposal/Revised Proposal in the context of short, medium and long term Policies, Plans and Programs.
- Suggest necessary amendments, modifications etc.
- Recommend for consideration of the approval authority.

Development projects in LGED have a tendency to go through multiple phases of revision resulting in time escalation and cost escalation. Because of this, when juxtaposed against the initial projections as regards expected outcomes and deliverables, the majority of projects fail to attain the objectives and targets set initially including the estimates of internal rate of return, financial rate of return and the economic rate of return.

Public procurement is an integral part of project management in government infrastructure projects. Challenges such as delays in approval processes, lack of transparency, and inefficiencies in contract management are common in many developing countries, including Bangladesh (World Bank, 2017). Research has shown that inefficient procurement practices can lead to significant project delays and budget overruns, reducing the overall effectiveness of development initiatives (Khan, 2018).

The Development Project Proposal (DPP) in Bangladesh is a formal document outlining the objectives, budget, timeline, and procurement plan for government projects. The DPP plays a central role in project management within LGED, providing a structured approach to acquiring goods and services (Hossain & Ahmed, 2019). However, despite this structured approach, studies have identified gaps in the implementation of procurement processes, particularly in terms of compliance with procurement rules and contractor performance (Chowdhury, 2020).

LGED projects are often subject to delays due to bureaucratic red tape, lack of skilled manpower, and issues with vendor selection and performance (Rahman et al., 2021). The procurement of works, especially in rural areas, can be further complicated by logistical challenges and market fluctuations, which affect the availability and cost of materials (Ali, 2022).

Regulatory Compliance: Complex legal frameworks and complying with adherence to national and international procurement regulations can lead to delays and inefficiencies (Rahman & Sultana, 2019)

Capacity Constraints: Lack of training and expertise among local government officials can constrain effective procurement management, impacting project timelines and deliverables (Hossain, 2022).

Financial Limitations: Project Scope restrict due to budget constraints and leading to compromises and effectiveness.(Khan,2021)

Stakeholder Coordination: It is critical to employ stakeholders and take their input for the benefit of the project but sometimes personal interest conflicts with the greater interest of the project (Ahmed, 2023).

Monitoring and Evaluation: lack of stringent monitoring and evaluation frameworks can result in inadequate assessments of procurement performance, Lesson learned become difficult (Islam,2020)

Chapter 3

Data Analysis and Result

3.1 Introduction

After analyzing the PCR (Project completion report) of City Region Development project Phase-1 the below mentioned observations and discrepancies found that prolong the implementation progress than envisaged .

The CRDP-1 (City Region Development Project) was initially scheduled for physical completion by December 31, 2016. However, the timeline was extended twice, each by one year, pushing the completion date to December 31, 2018. These extensions were required to address the gap in implementation and ensure a seamless transition to the upcoming City Region Economic Development Investment Program. According to the Project Completion Report (PCR), several factors contributed to delays in project progress and posed significant challenges to its implementation.

3.2 Challenges

3.2.1 Project Schedule Delayed Compared to project planning

At the outset, there was a delay in obtaining approval for the government development project proposal under KfW financing, as well as delays in the government approval process. This resulted in a postponement in recruiting a consultant and a nine-month delay in awarding the first work contract. Despite these initial setbacks, the project managed to recover significantly, with most works completed within the original loan period. However, a solid waste management subproject faced a 19-month delay in contract awarding due to a change in its original location in Narayanganj City Corporation. As land was unavailable in Narayanganj, the subproject was relocated to Jashore

Pourashava and was completed by the revised deadline of December 31, 2018. This necessitated a project extension, and the loan was ultimately closed financially on May 29, 2019..

3.2.2 Implementation Arrangement faced challenging difficulties liaising with multiple departments

The project implementation was complex, involving a single executing agency tasked with coordinating multiple implementing agencies across various departments and city corporations. The LGED, as the project's executing agency, oversaw the coordination of key implementing bodies, including Dhaka North, Gazipur, Khulna, and Narayanganj city corporations; the Department of Public Health Engineering (DPHE); Pourashavas; and RAJUK. LGED played a crucial role in facilitating interagency coordination, decision-making, and communication with ADB and other development partners..

3.2.3 TA project was found to be less than successful due to delay implementation

The Project Preparatory TA for the City Region Development Project facilitated the assessment of the project's technical, environmental, financial, economic, social, and institutional feasibility. It provided a detailed analysis and identified specific infrastructure subproject needs within the project areas. The project design required significant stakeholder and beneficiary participation to ensure a sense of ownership. Two TA projects were associated with the loan project: (i) Strengthening Regional Planning and Governance, funded by ADB, and (ii) Energy Efficiency Improvement, funded by the Asian Clean Energy Forum.

The TA for Strengthening Regional Planning and Governance reviewed two government acts and one rule, proposing comprehensive measures to address urban governance challenges through improved urban planning and a metropolitan governance framework. It was rated effective in

delivering the outcomes and outputs of the loan project, although the implementation period extended by seven months beyond the original plan.

The TA for Energy Efficiency Improvement piloted a demonstration project in Tongi Pourashava, replacing outdated fluorescent tube lights with solar-powered, energy-efficient LED bulbs. This TA was rated relevant for focusing on energy savings in streetlights and water pumps, meeting approximately 98% of a municipality's demand. However, it was rated less than effective, as its outcomes were not widely implemented in the City Region Development Project, aside from streetlighting in Tongi Pourashava and replacing six water pumps in Gazipur City Corporation. The TA was also rated less than efficient, utilizing only 65% of its allocated resources and delivering fewer outputs. An extension of five months was required, but the final report was completed by the revised closing date of December 31, 2013.

The LGED's in-kind contributions were timely and sufficient. Overall, the TA was deemed less than successful.

3.2.4 Delay in consultant recruitment

Consultants were hired using the quality- and cost-based selection method in accordance with ADB's *Guidelines on the Use of Consultants* (2007, as updated). Under the project, three consulting firms and nine individual consultants were engaged. The executing agency appointed an international consulting firm as the MDS consultant. MCD consultants were recruited to enhance the capacity of municipalities, while a regional development planning consultant assisted in updating the Dhaka Structure Plan. The performance of the MDS, MCD, and regional development planning consultants was deemed satisfactory.

However, the recruitment of the MDS consultant took 19 months due to a prolonged hiring process, leading to initial delays in project start-up. Through close monitoring by the PIU and the removal

of underperforming MDS personnel, the utilization of MDS consultant services was optimized, resulting in improved output delivery

3.2.5 The procurement of the civil works and essential goods purchase was delayed which hinder DPP works plan for CRDP-1(cause of delay):

The procurement of the first civil works contract was delayed by five months from the schedule set during appraisal, primarily due to the late recruitment of consultants. Detailed design work from the consultants was necessary before the procurement process could begin. The first contract award was delayed by four months, and constructing approximately 2.5 km of drainage took over two years. This delay was largely attributed to the prolonged process of obtaining road-cutting permissions from the relevant pourashavas.

The procurement of goods involved two contracts. The first contract covered the purchase of three service vehicles, 10 pickup trucks, and two microbuses. The process, from preparing the bidding documents to signing the contract, took eight months, with the contract completed within an additional month. The second contract was for solid waste management equipment in Jashore. The procurement process started late, with the invitation for bids issued on September 21, 2017, the contract signed on April 4, 2018 (taking 6.5 months), and completed on November 28, 2018. The suppliers delivered the equipment in compliance with the design and technical specifications.

3.2.6 Performance of All Stake-Holder Relevance to Project but Complex Implementation Arrangement Hinder the Progress of Works According to DPP Procurement Plan

The overall performance of the borrower, the Economic Relations Division, and the executing agency, LGED, was rated satisfactory. Counterpart funds were provided on time, and the Project Management and Coordination Unit (PMCU), led by a project director, was established promptly. The entities effectively addressed specific implementation challenges and responded positively to

ADB's recommendations. A permanent project director was appointed within six months of project approval and remained in position throughout, ensuring consistent leadership during implementation.

LGED demonstrated strong coordination with all PIUs, including DPHE, RAJUK, and the pourashavas. The project fully complied with all loan covenants and submitted semiannual safeguard reports as required. The PMCU at LGED successfully coordinated with 29 PIUs, including four in city corporations, twelve in pourashavas, six in LGED offices, six in DPHE offices (including one at DPHE headquarters), and one in RAJUK. However, the complexity of such implementation arrangements highlights the need to avoid similar setups in the future.

3.3 Issues and Lessons learned from CRDP-1 Project Analysis

This will be effective in future city region development project implementation to be comply with accurate implementation plan of works:

The city region approach has been effective in enhancing municipal governance and infrastructure. A key takeaway from this approach is the importance of capacity development for municipalities, coupled with close performance monitoring. Strengthening institutional capacity and raising community awareness are essential to improving municipal governance and ensuring the sustainable delivery of services.

Future city region development initiatives should prioritize capacity-building and awareness programs for Pourashavas. They should also focus on infrastructure improvements in smaller municipalities to address the remaining infrastructure gaps effectively.

As per the analysis of impact and performance target/indicator , as result status of achievement at project completion has been reflected at updated Design and Monitoring Frame works in Appendix-16 of the report which ultimately bring notice to the points as below because of which

indicators (some of which are the component of DPP Format) the procurement plan of DPP failed to become success for the mentioned project. Here in below all the performance targets/indicators(including the indicators which are the component of DPP) are described where some were achieved which indicated the success of procurement plan in DPP and some were not achieved which indicates the failure to be comply of procurement plan in DPP. As per the report it is mentioned that measures should be taken in future project of City region development project so that indicators might be achievable.

The project contributed to improved investment and the expansion of local businesses, as evidenced by a survey conducted in the Khulna subproject area, which reported significant business growth and increased employment opportunities. Between 78% and 93% of respondents agreed that their living standards had improved as a result of CRDP interventions..

Improved urban environment in the project was **achieved** due to Significant positive impact has been recorded in the “Evaluation Survey Report for CRDP (May 2017)” in terms of improved water supply and sanitation, solid waste management, urban transport management, drainage, and energy efficiency. The impacts are increased setting up of business and industrial enterprises, generating employment opportunities, reduction in water logging and incidence of waterborne diseases, and improvement of socio-economic conditions of people.

Number of households with improved water supply (6,550) was **exceeded** because it needs to be covered Total 10,320 households with 138.57 km pipeline in Gazipur, Ashulia, Mirzapur and Jessore Region. If the input of the stakeholder was taken properly and in project Appraisal stage initially survey was conducted properly the target could not be exceed which result on the Revision of DPP including its procurement Plan. Improved access to sanitation through public toilets (15 no's) and solid waste management target was achieved .

In terms of urban transport management, the target for reducing travel time was achieved, although with some delay. A survey conducted by LGED in September 2020 assessed the reduction in travel time on roads improved by CRDP, connecting urban centers (UCs). The survey found an average reduction in travel time of 50.7%. It covered three UCs—Ashulia in Dhaka, Bakra in Jhikorgacha, and Uchitpur in Narayanganj—along seven improved roads. Baseline data was collected before the completion of works in 2015. While this indicator did not result in a revision of the DPP procurement plan, it was a sensitive issue. Future CRDP projects took greater care in the design and implementation of urban road structures.

However, the target for reducing traffic accidents (a 20% reduction) was not met. Comparing pre- and post-CRDP intervention, the reduction in traffic accidents fell short of the target. The frequency of high traffic accidents (5 or more per week) decreased by 0% to 67% across 11 project areas, while it increased by 10%-20% in two areas, with an average reduction of 16%. Moderate traffic accidents (3-4 times per week) decreased by 0%-54% in four areas but increased by 3%-44% in nine areas, with an average increase of 11%. Low traffic accidents (1-2 times per week) were reduced by 0%-34% in eight areas and increased by 3%-67% in five areas, showing an average increase of 6%.

In fact, the reduction in travel time and traffic accidents were not primary components of the DPP in Annex 8, which should have been revised according to the guidelines of project initiation, processing, and approval (revised 2022 guidelines under the Planning Commission). These two indicators are critical and sensitive issues that should have been incorporated into the DPP, with a more stringent follow-up procedure, which could have influenced the effectiveness of the DPP procurement plan.

Target for management in drainage reducing 30% of water logging was **achieved** due to Water logging reduced by 22%-100% in thirteen project areas (12 Pourashava, and one city corporation) with average water logging was reduced by 61%). Target of energy efficiency, Urban planning and Municipal management was **achieved**. The target of water supply was **substantially achieved** and Length of roads upgraded (255 km) was achieved.

In Appendix-9 Technical Assistance completion report TA 7641-BAN: Strengthening Regional Planning and Governance was Assessed and implementation of TA become delayed in the project Completion report of CRDP-1:

The Strengthening Regional Planning and Governance (SRPG) TA assisted the Government of Bangladesh in addressing the challenges faced by regional development agencies in executing effective regional development planning and investment. The TA specifically focused on reviewing the legal and institutional framework for urban planning in city regions, such as the Town Improvement Act (1953). It supported the strengthening and streamlining of existing regional development agencies, particularly RAJUK, while also clarifying the role of local governments in the urban planning process. The TA aimed to create a more integrated, efficient, and accountable city region development in Dhaka and establish a national urban policy framework that could be applied to other city regions. ADB administered the TA, with RAJUK serving as the executing agency and providing counterpart staff and office space, contributing 10% (\$75,000) of the total financing. An international consulting firm, Halcrow Group Limited, was hired to support the TA, following ADB's guidelines for consultant recruitment, and worked in coordination with RAJUK. As agreed, RAJUK nominated staff to participate in the activities. A total of 47 person-months of consultancy services were provided, including 17 person-months from international consultants and 30 person-months from national consultants. The TA was extended from

September 30, 2012, to April 30, 2013, due to delays in recruiting consultants, the need for further discussions with RAJUK, and the incorporation of RAJUK's comments into the final report.

3.4 Lessons Learned and Recommendations

The completion report noted that the TA's design was well-suited to RAJUK's needs and supported its ongoing efforts to enhance operational effectiveness. Both ADB and the consulting firm performed satisfactorily in delivering the TA's intended outputs, which met the government's expectations. Effective selection and close supervision of consultants were identified as crucial for achieving the desired results and addressing challenges in TA implementation. Strong oversight by ADB and the executing agency was essential to ensure timely resolution of issues. ADB's periodic TA administration review missions, in collaboration with RAJUK, provided guidance to the consultants in addressing issues as they arose. However, delays in recruiting the consulting firm extended the TA duration, hindering the DPP from following the planned Works Plan.

In Appendix-9 Technical Assistance completion report TA 7642-BAN: The Energy Efficiency Improvement Technical Assistance was Assessed and implementation of TA become delayed to support a comprehensive energy efficiency program in the project completion report of City Region Development Project:

The TA was designed to promote energy efficiency and renewable energy initiatives among municipalities, conduct detailed energy audits, and implement demonstration programs to introduce energy-efficient water pumps and solar-powered streetlights. The TA produced the following outputs:

- a pilot project in Tongi Pourashava that replaced old fluorescent tubes with solar-powered LED bulbs (installing energy-efficient street lighting),

- a pilot project to replace old water pumps with energy-efficient pumps in Tongi Pourashava,
- energy audits and surveys across various municipalities to identify areas for improvement and scale up the pilot projects, and
- capacity development and awareness-raising activities. The TA progress was monitored, and guidance was provided for implementation, with input from other development partners such as SIDA and KfW.

The TA was extended from July 31 to December 31 due to delays in installing equipment for the pilot project, as Tongi Pourashava staff were occupied with the election process for the newly formed Gazipur City Corporation. Frequent electricity failures also caused delays in the pilot project. The TA was rated less than effective, as only three of the four intended outputs were delivered. A technical feasibility study for the streetlight options was not conducted during the loan design phase, which contributed to the failure to achieve the streetlight output during the TA's implementation. Despite the partial achievement, LGED's performance was satisfactory.

The TA was rated less than efficient, as not all outputs were delivered, and resources were underutilized—only 65% of the total budget was spent. The implementation period exceeded the original schedule by five months, primarily due to delays in the installation of pilot project equipment, which were caused by the formation and election process for Gazipur City Corporation and delays in the completion of energy audits by consultants. Overall, the TA was considered less than successful, with ratings of relevant, less than effective, and less than efficient. While the TA contributed to the loan through capacity-building activities and small-scale energy efficiency demonstration pilots, the partial achievement of outcomes led to underutilized resources.

A feasibility study during the design phase for the energy efficiency component of the loan could have prevented the underachievement of outputs and the underutilization of resources. To ensure the success of similar energy efficiency programs, design and preparatory work should be completed prior to the approval of the main loan project. A thorough needs analysis of physical infrastructure, logistics, and power requirements should be conducted during the design phase to ensure the success of the energy efficiency TA project. Additionally, timely recruitment of consultants is crucial to avoid significant delays in implementation. The implementation period was extended by five months, and prompt consultant recruitment in alignment with the loan implementation schedule could have prevented this extension..

Avoiding involuntary resettlement impacts has a positive effect on the timely implementation of projects. In the Banani resettlement plan, 241 project-affected individuals were initially listed, but the revised list, based on the final detailed design, confirmed 162 individuals. The project's involuntary resettlement impact was minimal, with most stakeholders returning to business as usual after temporary disruptions during construction. As a result, livelihoods were restored to pre-project levels. Local residents also acknowledged that the project improved business outcomes by enhancing drainage and communication. A key lesson from the project is that avoiding involuntary resettlement issues helps ensure timely project implementation.

According to the DPP, the average target for PIC meetings was 12.77, with a maximum of 47. However, the actual average number of meetings held was only 5.17, with a maximum of 15. A similar pattern was observed for PSC meetings. The DPP set a target of 11.75 meetings, with a maximum of 47. The irregular occurrence or absence of PIC and PSC meetings can hinder project progress.

3.5 Opinion of The Government Officials on the Causes of Project Delay

The major challenges are faced in the implementation of work procurement in LGED projects according to the DPP (Development Project Proforma).

- First, we ask the government officials about their opinion on the above statement. We have provided multiple options to be selected on considering priority ranking for the causes behind work procurement usually delayed in LGED Projects according to DPP (Development project Performa). 79% of respondents have agreed that project is delayed due to delay Approval process. 75% respondent provided opinion that project is delayed due to Inadequate budget allocation or cost estimation, Bureaucratic hurdles and administrative delays, Political or external interference in the procurement process.

What are the major challenges you face in the implementation of work procurement in LGED projects according to the DPP (Development Project Proforma)?Select multiple options as your choice.

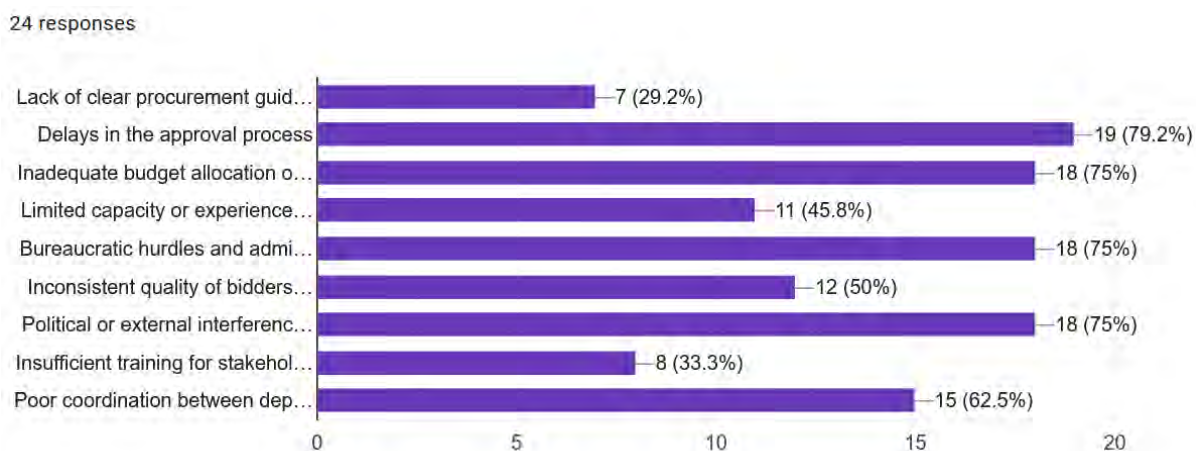


Figure 1: Bar Chart regarding response from Government officials upon major challenges faced in the implementation of work procurement in LGED projects according to the D

- **The procurement challenges impact the project timelines**

We have asked the government officials about their opinion on the above statement. Majority (87%) of the respondent agreed that procurement challenges impact in significant delay in project timeline. Only 12.5 % agreed that there is a minor increase in project cost due to procurement challenges. So, we can come into conclusion that procurement challenges impact in significant delay in project timeline.

How do the procurement challenges affect the costs of LGED projects? Please select only one option

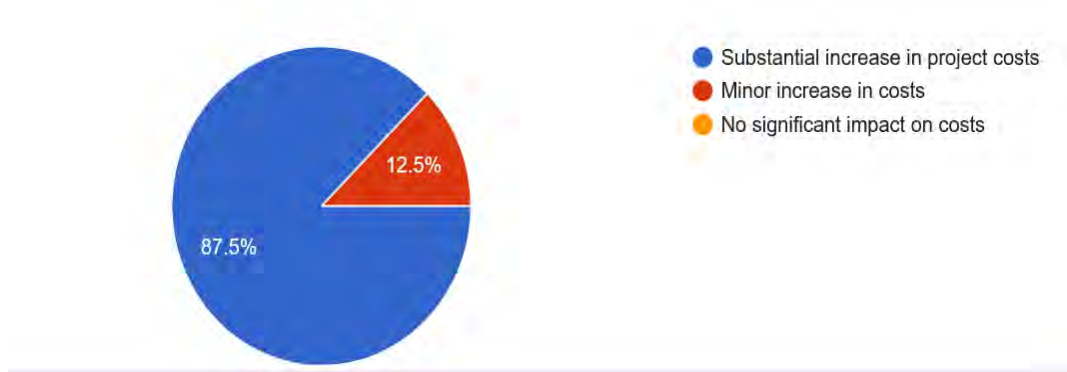


Figure 2: Pie Chart regarding how do the procurement challenges affect the costs of LGED Projects

- **The procurement challenges impact the project timelines**

We have asked the government officials about their opinion on the above statement. Majority (79.2%) agreed that procurement challenge impact the project time lines such as significantly delay in project start and completion.

How do the procurement challenges impact the project timelines? Please select only one option

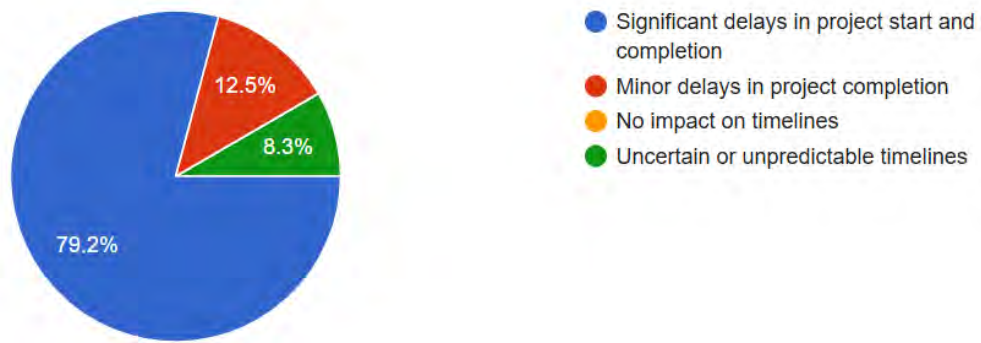


Figure 3: PIE Chart regradng how do the procurement challenges affect the project timelines

- **The solutions most effectively address the procurement challenges in LGED projects**

When we asked the respondent (Government officials) about the solutions most effectively addressed the procurement challenges in LGED Project. We provided them with several probable options. All the respondents agreed on options priority basis, Majority (87.5%) agreed on Ensuring timely and accurate budget estimates and approvals is the solution of addressing procurement challenges in LGED Project. Whereas more than 60% of respondents agreed on that Enhancing coordination and communication between departments, increasing transparency and accountability in procurement decisions and Strengthening project monitoring and evaluation mechanisms are the solutions that successively will be able to mitigate the procurement challenges in LGED Project. Which of the following solutions would most effectively address the procurement challenges in LGED projects? Select multiple options as your choice.

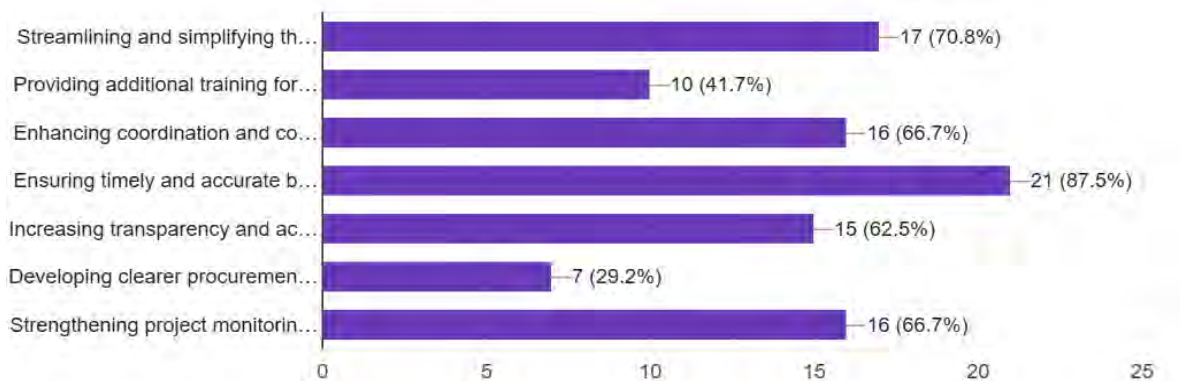


Figure 4: BAR Chart regarding solutions that would most effectively address the procurement challenges in LGED Projects

- **Progress of the projects become delayed due to Projects are approved without accurate feasibility study and stakeholder consultations**

We ask the government officials about their opinion on the above statement. About 88% percent of the respondents have either agreed or fully agreed. About 12 percent of them are indifferent. This indicates that feasibility study and consultation with the relevant stakeholders have not been done adequately and this is a major area of concern.

Progress of the projects become delayed due to Projects are approved without accurate feasibility study and stakeholder consultations.

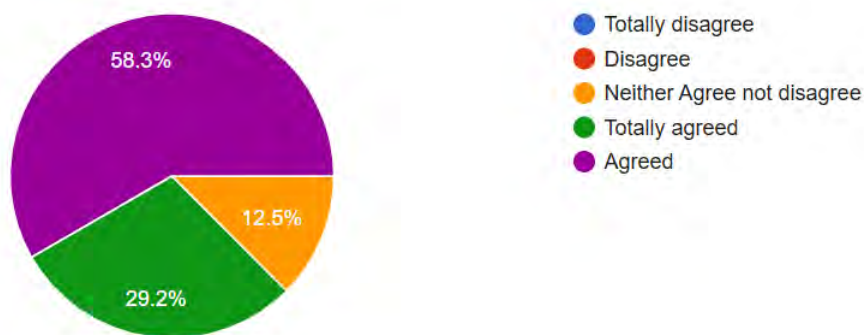


Figure 5: PIE Chart regarding Progress of the project become delayed due to projects being approved without adequate feasibility study and stakeholder consultations

Now, we want to know the experiences of the respondents. To what extent have they experienced such a lack of feasibility study or stakeholder consultations. About 29 percent of the respondents answered that they had experienced such lacking in 61 -81 percent of the projects. About 25 percent of the respondents experienced such problems in about 41-60 percent of the projects. This figure shows that the respondents have experienced projects which were characterized by inadequate feasibility studies.

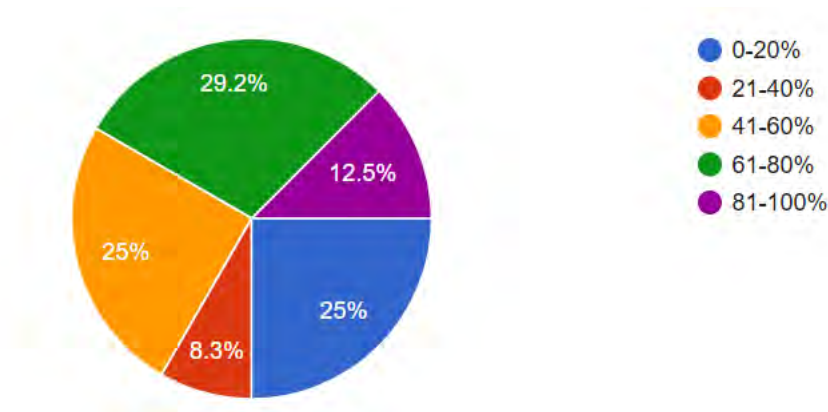


Figure 6: Percentages of Respondants experienced such a lack of feasibility study or stakeholder consultations

- Weak project documents are used where objectives, inputs, outputs, OVIs, MOV, etc. are not well documented? And Delayed projects are likely to have weak DPP/TPP (due to lack of resources to prepare such documents)?

The following pie diagram shows the opinion of the respondents on having proper project documents incorporating objectives, inputs, outputs, OVIs, MOV, etc. About 91.7% percent of the respondents agreed or fully agreed on the statement that there is a problem of weak project documents. About 8.3 percent are indifferent. This indicates that the overwhelming majority has opined that project documents are weak, and this is a serious problem.

Weak project documents are used where objectives, inputs, outputs, OVIs, MOV, etc. are not well documented? And Delayed projects are likely to have weak DPP/TPP (due to lack of resources to prepare such documents)?

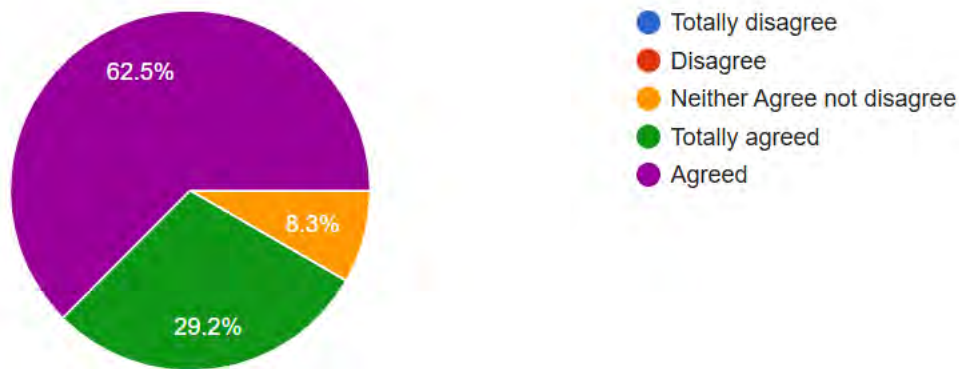


Figure 7: PIE Chart regarding weak project documents are used where objectives, inputs, outputs, OVIs, MOV, etc. are not well documented

As per your experience, please select an option regarding the (percentage)% of the project that is taken in your working sector without analysis of objectives, inputs, outputs, OVIs, MOV, etc. are not well documented or likely to have weak DPP/TPP (due to lack of resources to prepare such documents) which ultimately hindered on the progress of project ?

What percentages of projects are subject to such problems of weak project documents? About 29 percent of the respondents experienced high incidence of such problem (21-40)percent of the projects in their careers. About 25percent had personal experiences of weak documents of about 0-20 percent. This indicates that the opinions stated above are based largely on the personal experiences of the respondents.

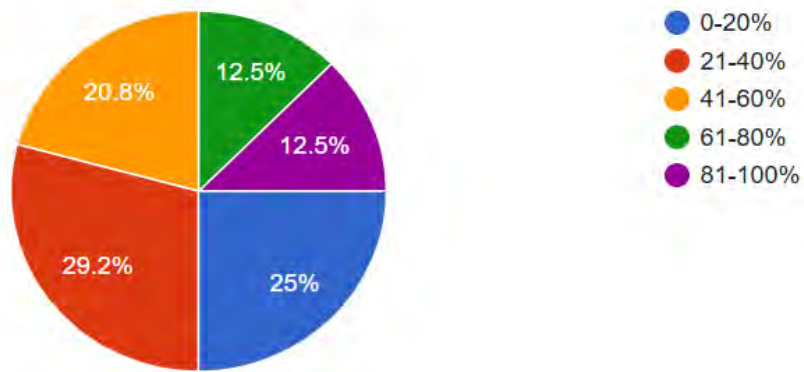


Figure 8: Percentages of projects are subject to such problems of weak project documents

- Land acquisition is a major challenge in completing the projects in time, Projects involving land acquisitions are not provided due care to the issues of land such as permission from DC office upon identifying the specific land. Land acquisition is a major challenge in completing the projects in time, Projects involving land acquisitions are not provided due care to the issues of land such as permission from DC office upon identifying the specific land?

Land acquisition for a project is a complex process and it is argued to be a major reason for the delay of the projects. However, sometimes the proper process has not been followed by such as identifying land and taking permission from DC. The above figure shows that about 50 percent of the respondents agreed with the statement that the process of land acquisition has been followed properly. About 45 percent have fully agreed for land acquisition is not prepared. A few respondents, only about 5% were indifferent.

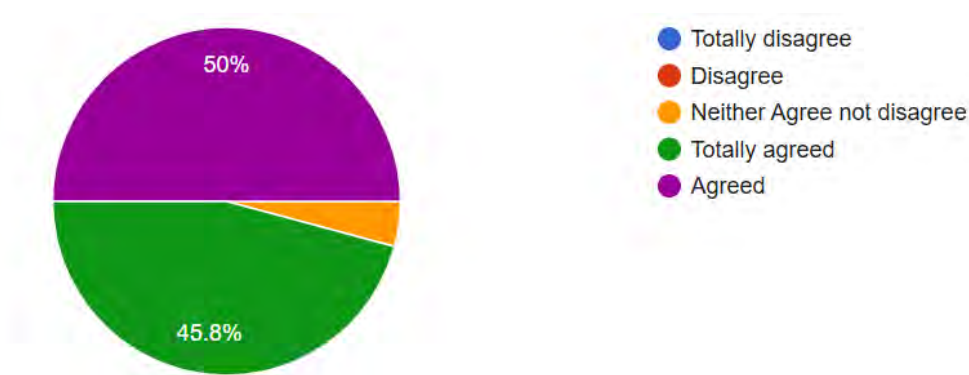


Figure 9: PIE Chart regarding Projects involving land acquisitions do not provide due care to the issues of land acquisition

- **The (percentage) % of the project that has been suffered due to land acquisition problem?**

Regarding the percentage of projects, about 20.8 percent of the respondents think, based on their experiences, that this has been the case for 81-100 percent of the projects. About equal share (25%) of the respondents think that 61-80 and 41-60 percent of the projects went through such problems.

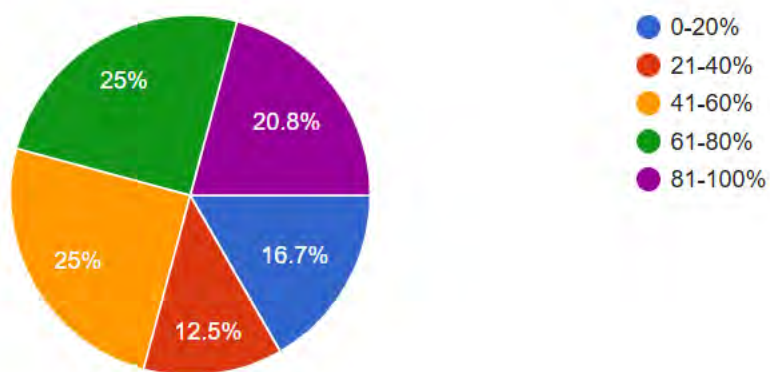


Figure 10: (percentage) % of the project that has been suffered due to land acquisition problem

- **Projects are approved having with weak sustainability plan and Exit Plan?**

In order to ensure the full benefits of the project in the post-project periods, it is essential to have a sustainability plan. However, many projects lack such plan, and it delays the completion. Of the

project when such issues arise towards the end of the projects. About 33.3 percent fully agreed and three-fourths of the respondents agreed that such sustainability plan has been missing from the DPP. There is a comment that this problem arises due to lack of an adequate workplan.

In some cases, Projects are approved having with weak sustainability plan and Exit Plan?

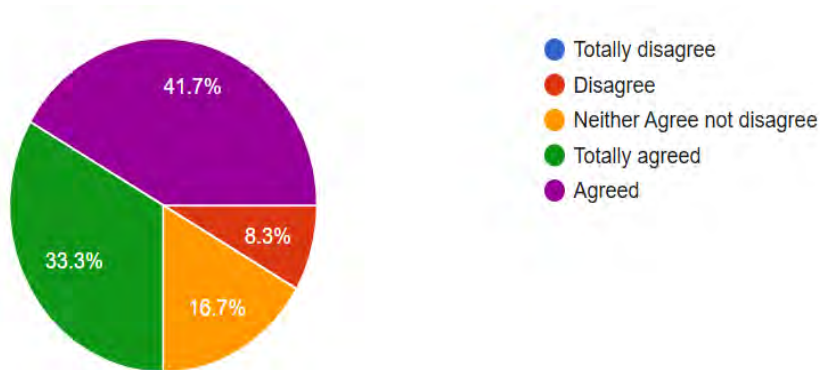


Figure 11: PIE chart regarding Projects with weak sustainability plan and exit plan are approved.

- **Projects involving civil works suffered due to lack of proper designs**

Engineering design of civil works is key to successful completion of the projects. However, many projects have been found to have very weak design and this causes delays and cost overrun of the projects. About 85 percent of the respondents agreed that projects that require civil works lack proper engineering drawings. About half the respondents think that 61-100 percent of the projects had to change the design for not having a proper design to begin with

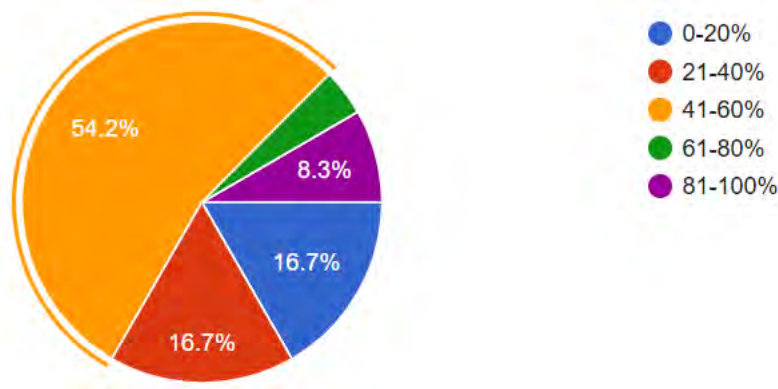


Figure 12: PIE Chart regarding Projects involving civil works lack proper design

- **DPP/TPPs are not followed closely, particularly in accordance with the work plans and procurement plans mentioned in Appendix of standard DPP Format**

There is a scarcity of resources to prepare DPP or TPP. The size of the planning wing in each agency or ministry is also very small to handle the pressure of large number of projects. A few people are involved in preparing a large number of DPP/TPP and this compromises the quality of the project documents which later causes delays in project implementation. Whopping majority of the respondents - about 89 percent agreed to the statement on the inadequacy of resources to prepare a decent DPP/TPP. About 33.3 percent of the respondents think that more than 61-80 percent of the projects had weak DPP/TPP due to lack of adequate resources

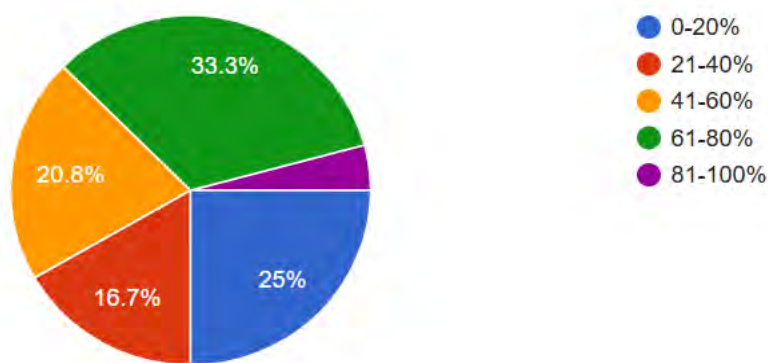


Figure 13: PIE Chart regarding DPP/TPPs are not followed closely, particularly in accordance with the work plans and procurement plans

- **There is a lack of coordination among the implementing agencies in the field which slow down the project progress on time.**

About 80 percent of the respondents think that there are lack of coordination among the implementing agencies in the field. About 14 percent of the respondents are indifferent. About 33 percent of the respondents think that more than 61-80 percent of the projects experienced a lack of coordination in the field.

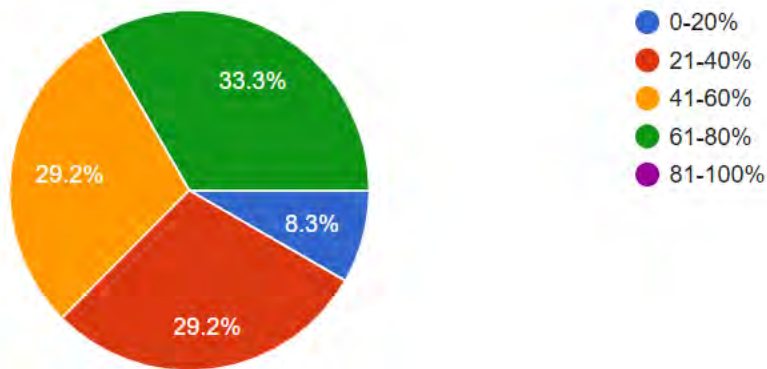


Figure 14: PIE Chart regarding lack of coordination among the implementing agencies in the field which show the project advancement on time

- **There is a lack of transparency and accountability on different issues relevance to implementation of the projects.**

More than 80 percent of the respondents think that there is a lack of transparency and accountability of the implementation of the projects, including 18 percent of fully agreed respondents. The respondents overwhelmingly agreed to this statement. Three-fourths of the respondents believe that more than 40 percent of the projects had such challenges.

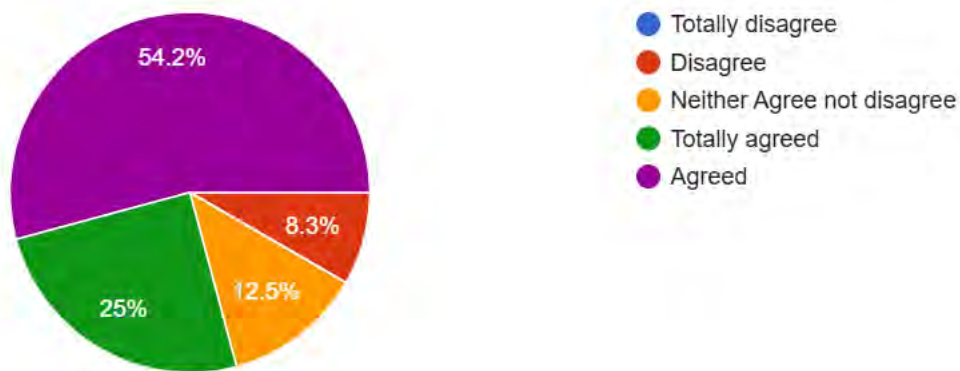


Figure 15: PIE Chart regarding several cases you have faced lack of transparency and accountability on different issues relevance to implementation of the projects

- **Meetings of PEC and Steering Committees are not held regularly, which slow down the progress of the implementation**

About 80 percent of the respondents think that PEC and steering committee meetings are not held on regular basis, and this is a major cause for project delays. There is a comment that sometimes non-professionals are included in the committees, and this creates problems. This challenge has been experienced by most of the respondents. About two-thirds of the respondents believe that more than 40 percent of the projects had irregular PEC and steering committee meetings.

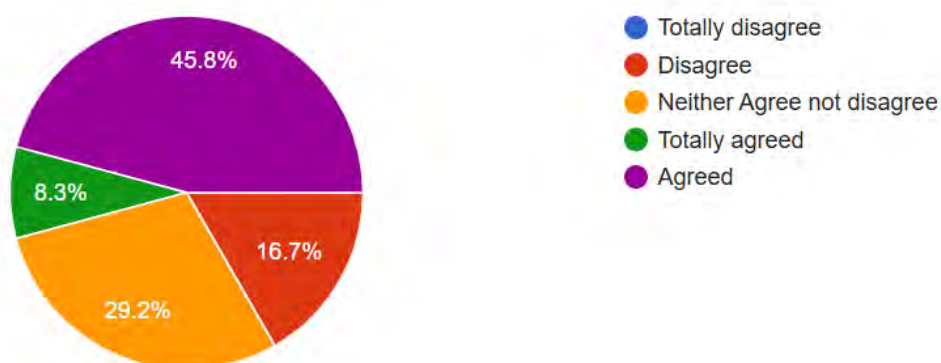


Figure 16: PIE Chart regarding Meetings of PEC and Steering Committees being not held regularly, which slow down the progress of the implementation

- **There is a lack of laboratories and equipment to monitor the quality of infrastructure works which slow down the progress of the project?**

About 80 percent of the respondents agreed with the statement that laboratories and equipment are inadequate to monitor the quality of infrastructure works. About 70 percent of the respondents think that more than 40 percent of the projects experienced such challenges for infrastructure works.

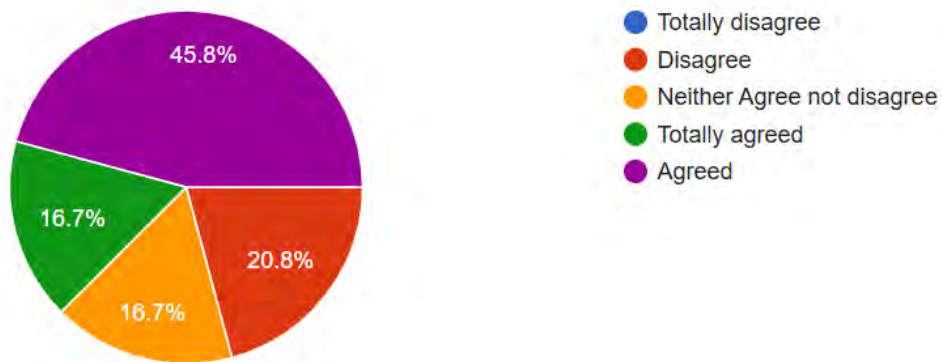


Figure 17: PIE Chart regarding lack of laboratories and equipment to monitor the quality of infrastructure works which slow down the progress of the project

- **Delay in recruiting PD, project staff, frequent transfer of PDs delay implementation of the project as per work plan of DPP**

More than 90 percent of the respondents agreed that recruitment of PDs and project staff and frequent transfer of PDs delay implementation of projects, including 28 percent of fully agreed respondents. More than three-fourths of the respondents think that more than 40 percent of the projects experienced delay due to late recruitment of PDs and project staff as well as frequent transfer of PDs.

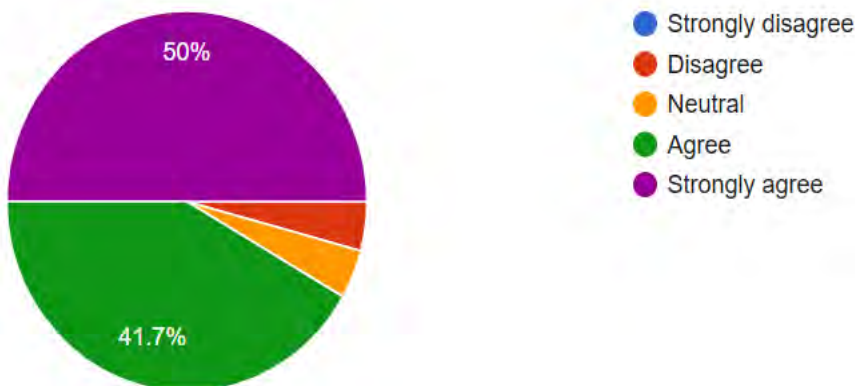


Figure 18: PIE Chart regarding Delay in recruiting PD, Project Staff, frequent transfer of PDS delay implementation

- **IMED lacks capacity and efficiency in monitoring and evaluation.**

IMED has capacity constraints, and this is evident from the responses of the government officials and this causes delay in project implementation. About one-fourth of the respondents fully agreed

that IMED lacks adequate capacity and efficiency to monitor and evaluate the implementation of projects. About half of the respondents also agreed with the statement. There is a comment that IMED is understaffed. About half of the respondents think that more than 40 percent of the projects were delayed due to lack of adequate capacity for the IMED

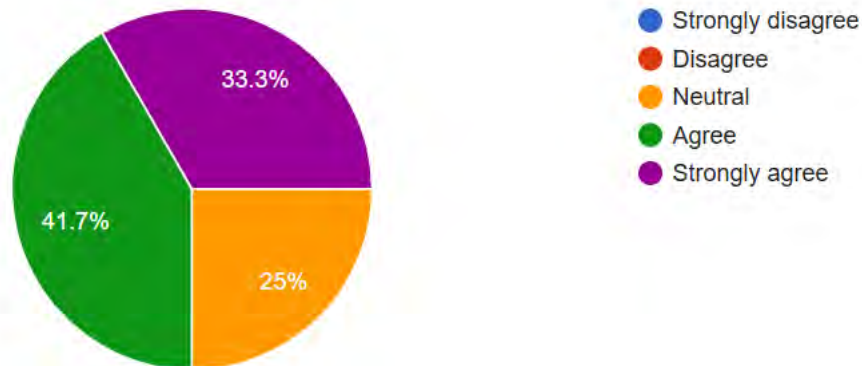


Figure 19: PIE Chart regarding IMED lacking capacity and efficiency in monitoring and evaluation

Chapter 4

Discussion

4.1 Improper preparation of DPP as per Planning Commission Guideline of 2022

In planning procedure there are certain guidelines to prepare a DPP. The technical, economic, financial, social and institutional aspects are to be taken care of at this stage. In many cases all these issues are not considered for initial project preparation due to lack of adequate understanding, lack of competencies and pressures from vested groups.

4.1.1 Absence of all sorts of risk management issue in DPP

Risks and their management are not properly addressed. For example, hazards detecting, designing early warning and dissemination system, emergency communication and response management, mainstreaming, Incident Command System (ICS), environmental, land, and water resources management, flood monitoring using Radar Satellite Imagery, and integrated water resources management are risk issues. If such risks are not adequately addressed, this is likely to delay the project implementation.

4.1.2 Estimate inaccuracy

Estimating inaccuracies can significantly affect the implementation of infrastructural works by the Local Government Engineering Department (LGED) in several ways, especially when these inaccuracies deviate from the procurement plan. Here are some key impacts:

If the initial cost estimates are inaccurate, the project may exceed its budget, leading to financial strain. This can result in reduced scope or quality of work, or even project delays. If costs are underestimated, it may take longer to secure additional funding or resources, pushing back project completion dates. Inaccurate estimations can disrupt the planned allocation of resources, including labor and materials. To accommodate budget constraints caused by

inaccurate estimates, the quality of materials and workmanship may be compromised, affecting the longevity and safety of the infrastructure. Impact on Future Planning: Continuous inaccuracies can affect the credibility of the LGED's planning processes, leading to skepticism about future projects and difficulty in securing funding.

To mitigate these effects, it's crucial for LGED to implement robust estimation techniques, conduct thorough feasibility studies, and regularly review and adjust procurement plans based on real-time data and feedback.

4.1.3 Delay in project approval

On time approval of project is critical for timely completion of the projects. If we consider project approval process starting from DPP received from Agency to ECNEC / Planning Minister for approval the stage are as follows: Agency (Implementation Authority) – Sponsoring Ministry – Agency – Sponsoring Ministry – Finance Ministry - Sponsoring Ministry – Agency – Sponsoring Ministry – Planning Commission – Sponsoring Ministry – Agency – Sponsoring Ministry – Planning Commission for Approval (ECNEC / Planning Ministry. Due to procedure in approving the DPP, which often sees multiple revisions, projects cannot start on time.

4.1.4 Lack of Environmental analysis

Market or environmental conditions may change and this could effect how the suppliers/ Contractors business is conducted. The changing condition could be internal(micro) or external (macro). The below figure shows an example of micro and macro environmental which could effect a vendor or supplier's organization.



Figure 20: Micro and Macro environmental which could effect a vendor or supplier's organization.

4.2 Project Implementation Stage

4.2.1 Weak Procurement Management

Procurement is the most critical part in any project implementation. This requires us to follow a strict set of rules which also delays the process. Delay in procurement processing and completion of contract performance results in two-fold economic loss and sufferings of the mass people (i) increase in the project cost, and (ii) increase in the loss to national economy in term of economic return of the project.

4.2.2 Complexity in Customs Clearance

Delay in custom clearance of the equipment and materials sometimes poses a major problem of the project implementation.

4.2.3 Complexities of Land Acquisition and Site Selection

Land acquisition is a complex process involving many agencies of the government. However, it is a critical factor in project implementations because without getting the land construction works cannot start. In Land acquisition legal procedures are involved. Deputy Commissioners and the Ministry of land may be directed to give priority to acquisition of land necessary for development projects.

4.2.4 Inefficiency in Utilizing Released Fund

Procedural complexity is a problem for project implementation which sometimes leads to an inability to utilize funds. In the project usually there is a member in the technical committee for purchasing materials; several times the tender committee had to be suspended for the absence of the member. Conducting meetings by maintaining all the procedures and formalities was a problem in this case. That affects the flow of the project implementation process.

4.2.5 Inadequate Internal Supervision and Monitoring by the Agency

Regular supervision, especially in the construction work, is necessary for quality assurance and proper implementation of the project..

4.2.6 Lack of Coordination and Cooperation among Departments

The implementation of large projects involves coordination among a number of agencies. Hence it is important to have a coordination plan. To execute and implement the plan a strong and proper coordination mechanism must be practiced to move all the concern parties in a coordinated way to implement the work plan of the project. But no such coordination mechanism has been found in the project activities.

4.2.7 Revision of Project Content

Revision delays projects and there are cases where revisions could have been avoided. One of the reasons for inherent shortcoming is that project formulation is often done on the basis of outdated information, data etc. During execution of the project particularly which has relatively longest gestation period considerable changes occur in the projected scenario. As a result, the project cost may significantly rise, additional work procurement may be required design/technology may need considerable change.

4.3 Issues related to appropriate Design and its Approval

There are delays in getting architectural design and structural design in project implementation.

4.3.1 Non-existence of Result base M&E:

Result based project evaluation is an important yardstick to measure the success of a public project. In general sense project is a plan, design, or a scheme for doing something to create 'public value'. Without considering the outcome, it's a faulty evaluation for project.

4.3.2 Inadequate external oversight: institutional and technical capacity Constraints for M&E:

There is a consensus among the practitioners that the lack of institutional capacity is a major cause of delays in project implementation. Implementation, Monitoring and Evaluation Department (IMED) of the Planning Ministry which is the entity responsible to monitor implementation of public projects does not have the needed human and financial resources, laboratory facilities, training infrastructure for professional development to properly and efficiently perform its duties. Quality of monitoring work and accountability in the implementation process suffer because of these weaknesses. The capability of relevant institutions, particularly the IMED, must be expanded to address the attendant challenges through allocation of the required resources.

4.4 Challenges regarding external funded projects

In case of projects involving foreign funds, negotiations are time-consuming and pre-project initiatives including feasibility studies and land acquisition work are not well sequenced, leading to delays in getting the projects off the ground speedily.

4.4.1 Challenges related to integrity:

Corruption and use of influence and discretionary powers in selection of implementing contractors and in the course of implementation also affect the quality of projects and the deliverables from the projects. Procurement anomalies, syndication and an absence of results-

based monitoring undermine the cause of good governance in implementing public infrastructure projects.

The procurement plan of works mentioned in DPP deviated in implementation stages due the following disrupt occurred at Project formulation and Approval stage, project implementation stage and post-implementation stage.

(A) Project formulation and approval stage:

- Weak project documents are used where objectives, inputs, outputs, OVIs, MOV, etc. are not well documented.
- Projects involving land acquisitions do not provide due care to the issues of land acquisition such as permission from DC upon identifying the specific land.
- Projects with weak sustainability plan are approved.
- The costs of projects are inconsistent with Midterm Budgetary Framework (MTBF)
- There is hardly any exit plan for the projects.
- Projects involving civil works lack proper designs.
- Delayed projects are likely to have weak DPP/TPP (due to lack of resources to prepare such documents.

(B) Project implementation stage:

- DPP/TPPs are not followed closely, particularly the work plans and procurement plans.
- There are lack of coordination among the implementing agencies in the field.
- There is a lack of transparency and accountability of the implementation of the projects.
- Meetings of PEC and Steering Committees are not held regularly which slow down the progress of the implementation.
- Inefficiency and carelessness of the project staff delay the projects.
- There are problems in choosing the right contractors. Sometimes the favored contractors are overburdened with works that they cannot complete the works in time.

- The contractors do not complete the works (packages) in time and demand for additional time and costs.
- There is a lack of laboratories and equipment to monitor the quality of infrastructure works.
- Land acquisition is a major challenge in completing the projects in time.
- Transfer of utilities, resettlements and evacuation of illegal structures delay the implementation of projects.
- Delay in recruiting PD, project staff, frequent transfer of PDs can delay implementation.
- The PDs and project staff lack adequate skills in project implementation and there is also a lack of incentives to perform.
- There is no set pool of government officials identified who are good at implementing projects.
- IMED lacks capacity and efficiency in monitoring and evaluation.

(C) Post-implementation stage:

- Projects are closed hastily without sending project closing report (PCR) to IMED or sending a weak report of little use.
- The physical capital accumulated through projects are not properly stored.
- Lack of skilled people leads to hiring international consultants for providing service (LTSA: Long Term Service Agreement).

4.5 Summary after Information Analysis of Ongoing Projects (FY-2021-2022) at LGED

Total Number of project in Rural, Urban, Water and TA sector assist by both GOB and Foreign aided fund and Summary after information analysis of ongoing projects (FY-2021-2022) at LGED in terms of Time and cost overrun are give below:

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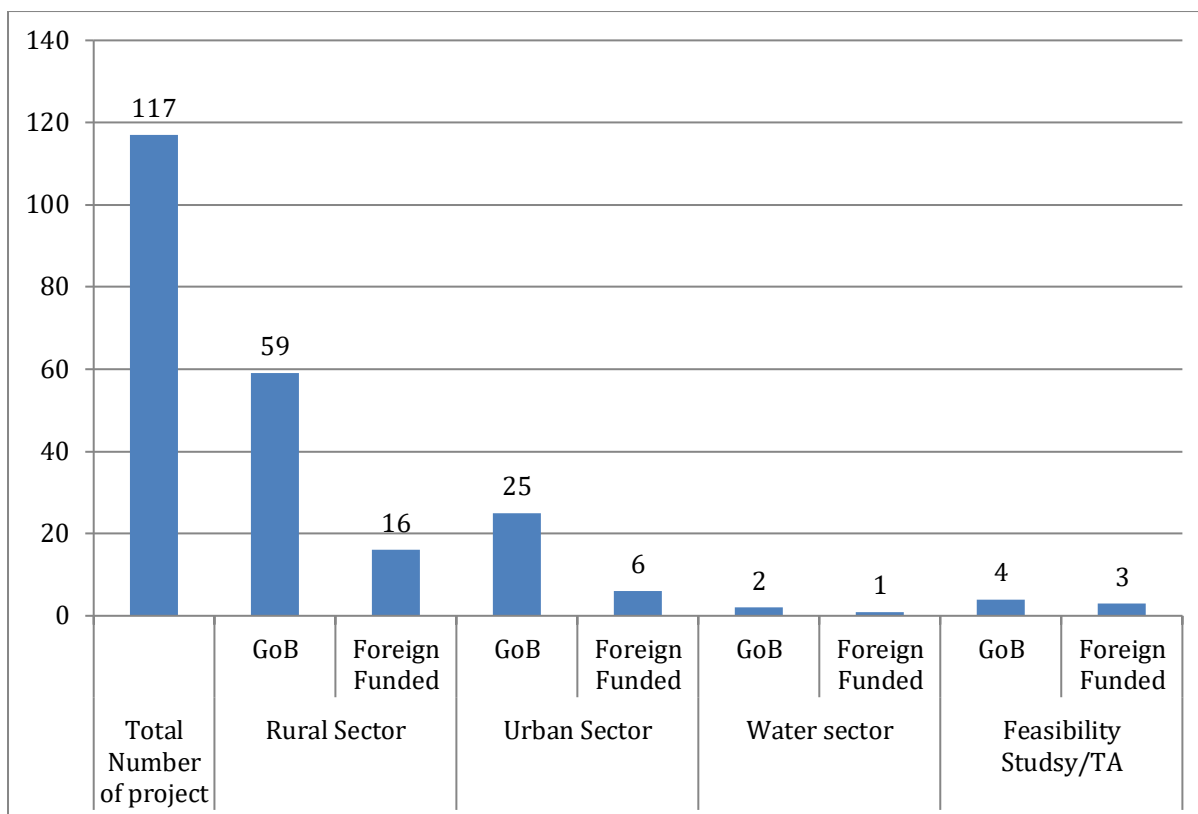


Figure 21: Total Number of project in Rural, Urban, Water and TA sector assist by both GOB and Foreign aided fund

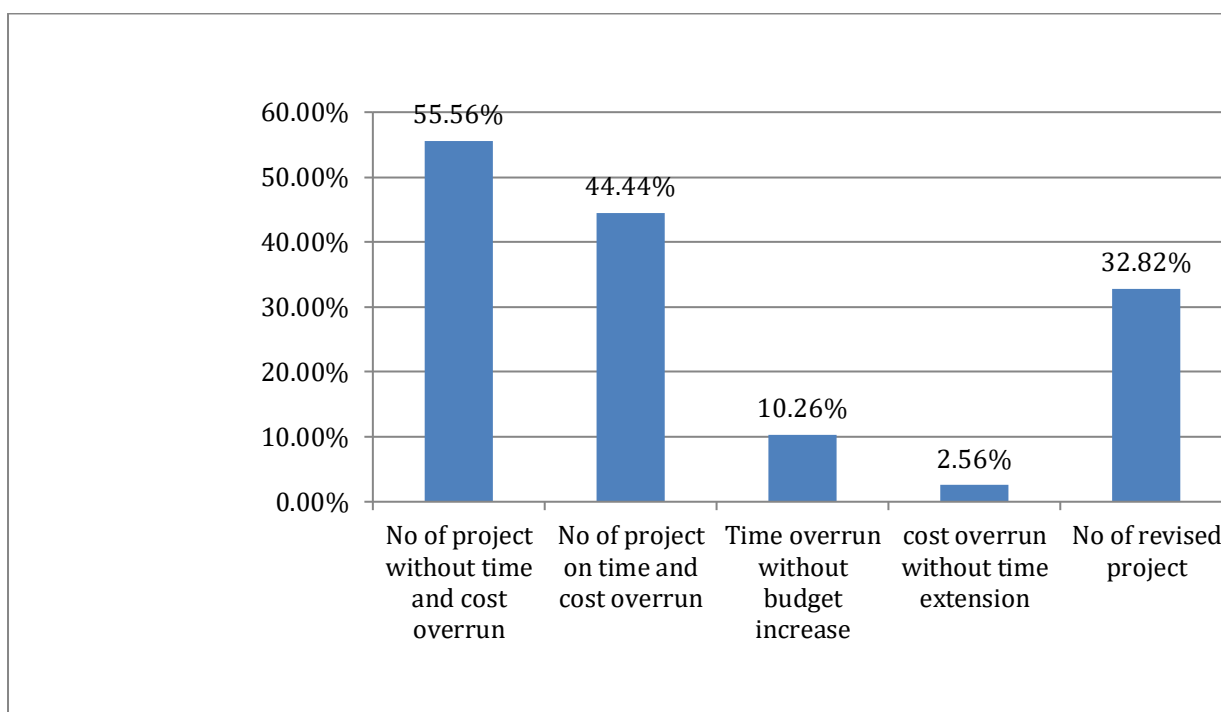


Figure 22: Summary after information analysis of ongoing projects (FY-2021-2022) at LGED in terms of Time and cost overrun

Project in Rural sector and Comparison of Rural project in term of time and cost overrun are given below:

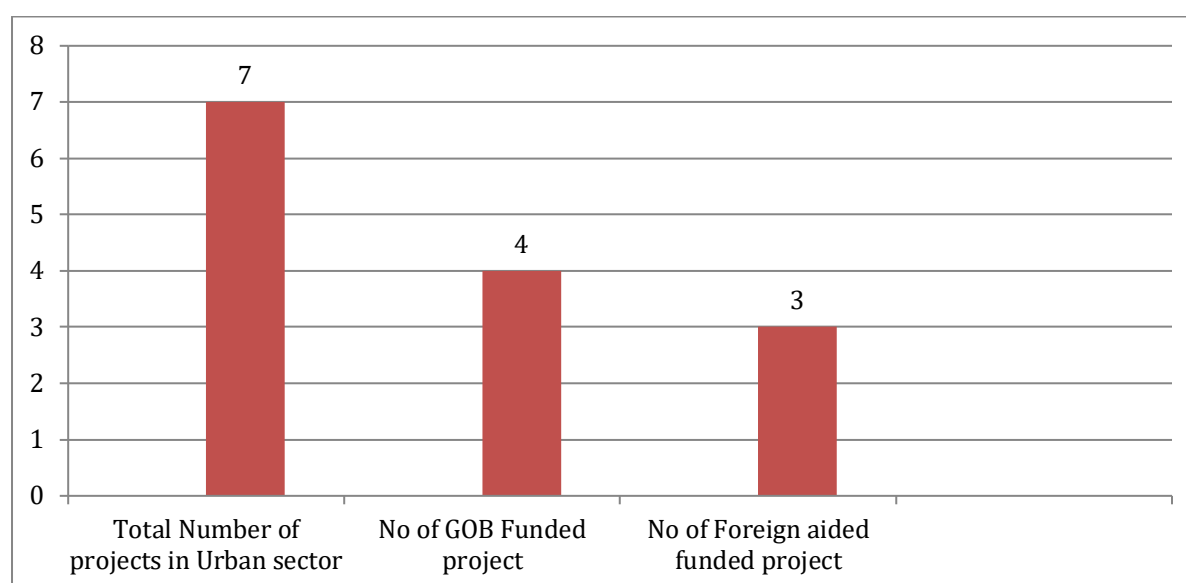


Figure 23: Project in Rural sector

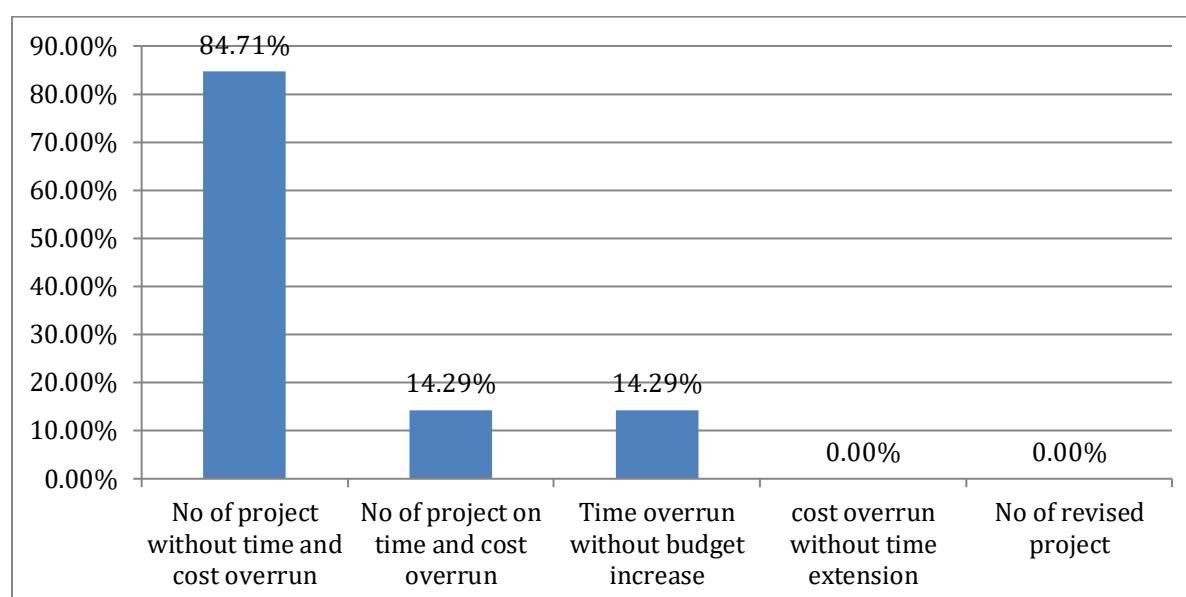


Figure 24: Comparison of Rural project in term of time and cost overrun

This study is being carried out by observation and analysis of currently available data. The planning unit conducted a project progress analysis report for the 2021–2022 financial year (in March 2022). This analytical data has been used to formulate the preliminary strategic procurement planning outline. LGED has projects in the rural, urban, water resources, Feasibility Study/ Technical Assistance, and Environment climate change sectors. As most of

the project outputs of LGED are identical, the procurement nature, method, and procure goods/works/services of LGED are similar.

After analyzing the information, among the Rural sector project the time and cost run are occurring in the bridge projects. Reviewing the information of PIC and PSC meeting the below mentioned reasons are found due to time and cost overrun. The problem/challenge below are result of analysis that implementation work failed to comply the procurement plan.

Problem/Challenge

- Projects are approved without adequate feasibility study, Topographical survey, hydrological and morphological study and stakeholder consultations.
- Land acquisition time is required usually for access road of bridge for 13 to 20 months.
- Before designing a bridge, the bridge designer could not inspect the bridge site due to lack of staff shortage. For the staff shortage time taken too much for design implementation.
- Long term process and loss of time in consultation engagement.
- Project duration is more than 18 months, but cost adjustment is not considered.
- Reviewing for navigation clearance takes 3-4 months from BIWTA Authority.
- Environmental clearance takes 10- 12 months of time.
- Project financial allocation for field implementing offices does not transmitted on time.
- The contractors do not complete the works on time due to overburden or mentally grown up for delay completion

In case of Road protection work, slope protection work, culvert and cross-drain construction and in addition to new structure and rehabilitation project on time scheme approval and implementation is very crucial issue otherwise the amount of loss and damage further increases which ultimately effect on time extension and cost overrun and implementation works failed to comply the Procurement plan in DPP in below following way.

- The official estimate not prepared in considering practical situation specially at initial stage the protection work, culvert, cross-drain and water logging are not properly addressed.
- The inflation rate of construction material not considered prior to design stage in official estimate preparation.
- Scheme list changes even in the implementation stage.
- The contractors is not interested in earth protection and slope protection works.
- The implementation work failed to comply with the procurement plan.

Ways to overcome challenge:

- The feasibility study will need to be prepared in a practical way after examining the scheme selection and following the proper process. For example, piloting can be conducted on 30% probable scheme which design, estimate and drawing will be prepared on time so that tender process might be invited following procurement Plan in DPP.
- The land acquisition will be conducted in the first phase and then implementation of infrastructure will be conducted in the second phase. The practical time should be considered for land acquisition from the proper authority and the process and time will be considered for handover to implementation agency. There will firstly be proper planning of land acquisition and hand over secondly it will reflect on procurement plan of DPP otherwise implementation will very often become challenging as land acquisition is a very difficult issue from the LGED perspective.
- In DPP, in the planning stage, based on historical data and analysis there will be year wise allocation of probable price escalation and contingency factor consideration in a preventive way otherwise implementing of works become challenging.

- The time consideration between application for Navigation clearances of bridge works to proper authority and getting the approval should be reflected in procurement plan. There are four types of waterways where all the vertical and horizontal clearances of bridges are not expressed in the website from the concerned authority. This limitation makes waste of time in the overall process.
- Taking environmental clearance from the authority concerned should be practical in terms of time consideration which will be reflected on procurement plan of DPP.
- Project will be prepared, and a scheme will be selected considering MTBF(Medium term budgetary framework) allocation from the concerned ministry.
- In the case of rehabilitation project, it required year wise allocation.

Summary after information analysis of ongoing projects (FY-2021-2022) at LGED in terms of Project in Urban sector and Comparison regarding time extension and cost overrun in case of project in Urban sector are given below:

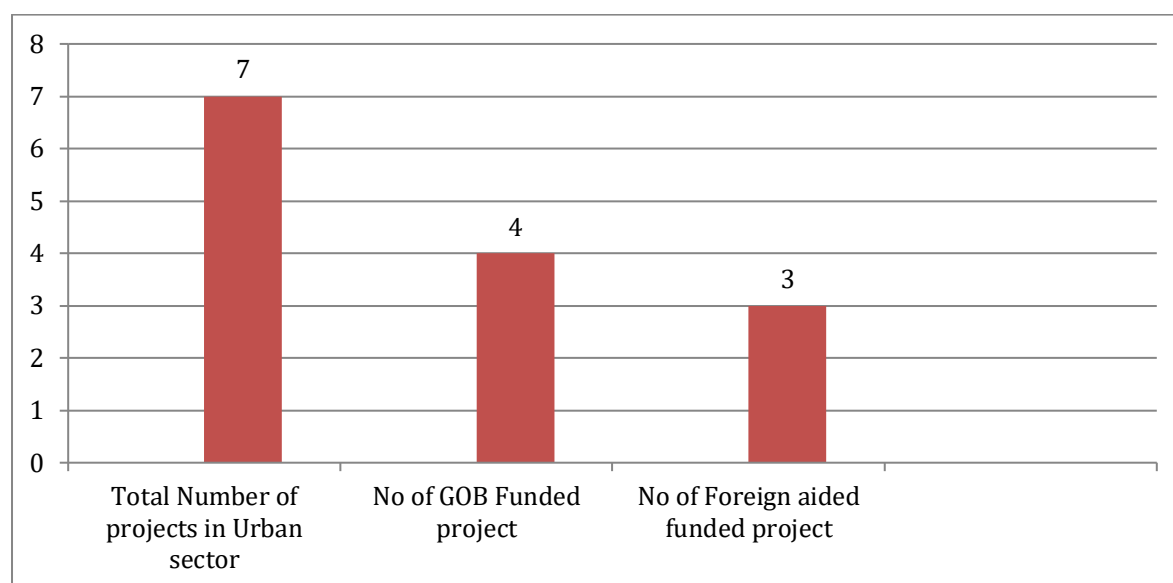


Figure 25: Total Number of project in urban sector

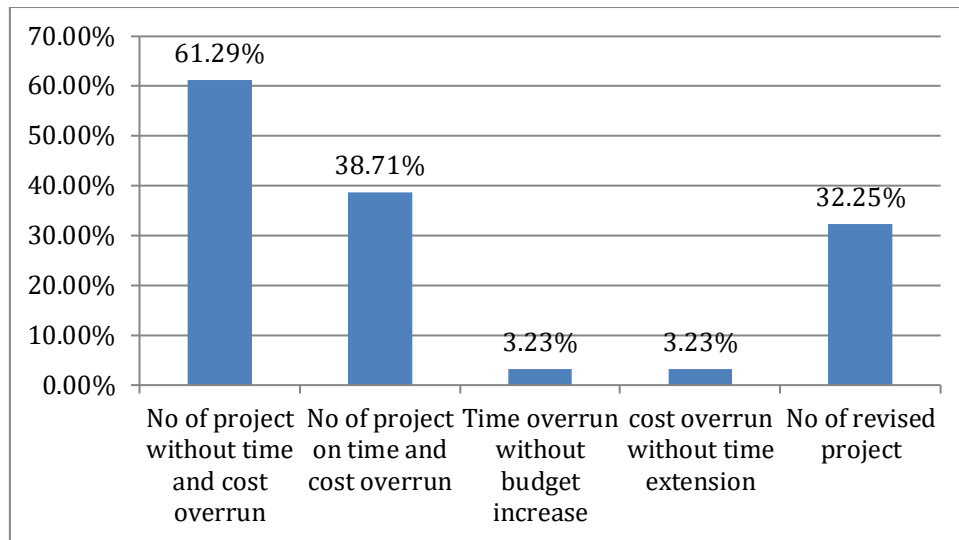


Figure 26: Comparison regarding time extension and cost overrun in case of project in Urban sector:

After analyzing the information of the projects under the Urban sector it is found that in case of urban infrastructure development (Specially in development works such as connecting road, protection work, walkway, drain, street lighting, tree plantation, bus-stand, ghat, dumping station, Park and beautification works) are usually conducted. These mentioned infrastructural work in terms of design, seize and nature are different from one another and based on different region also which ultimately raises issues during implementation stages and implementation works ultimately delayed from the procurement plan in DPP and time become extended, and cost become overrun for those schemes in following way.

Problem/Challenge:

- There is no database for infrastructural works of Pourosova.
- Time waste due to lack of Government Khas land for pourosova market and Bus station.
- The project scheme is implemented by Pouroshova, so there is lack in monitoring and evaluation system.
- Advanced billing issues affect the implementation in progress work.
- The masterplan of Pouroshovas are not gazette . So the infrastructures built haphazardly without any proper plan.

Ways to overcome challenge:

- Like RSDMS, there will be a transparent and defined database for Pouroshova .
- The regional offices will be cooperating to monitor the works.
- Project will be implemented as per Draft masterplan.
- Prior to submitting of DPP, land area of ghat, Bus-stand and pouro market should be selected.
- For discouraging the advanced payment, The adjacent AG office will be connected to the billing system and For foreign aided project, for payment of RPA part, the bill will be verified from concerned PD office . So that there is similarity between financial advancement and physical advancement.

Summary after information analysis of ongoing projects (FY-2021-2022) at LGED in terms of Total Number of project in Water sector and Comparison regarding time extension and cost overrun in case of project in urban sector are given below:

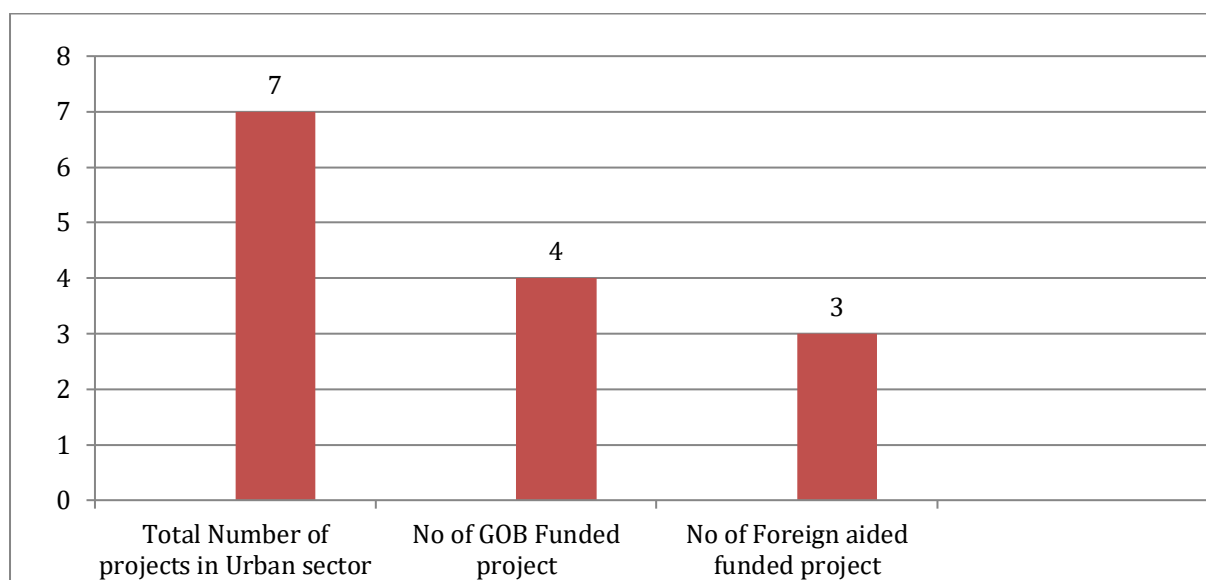


Figure 27: Total Number of project in Water sector

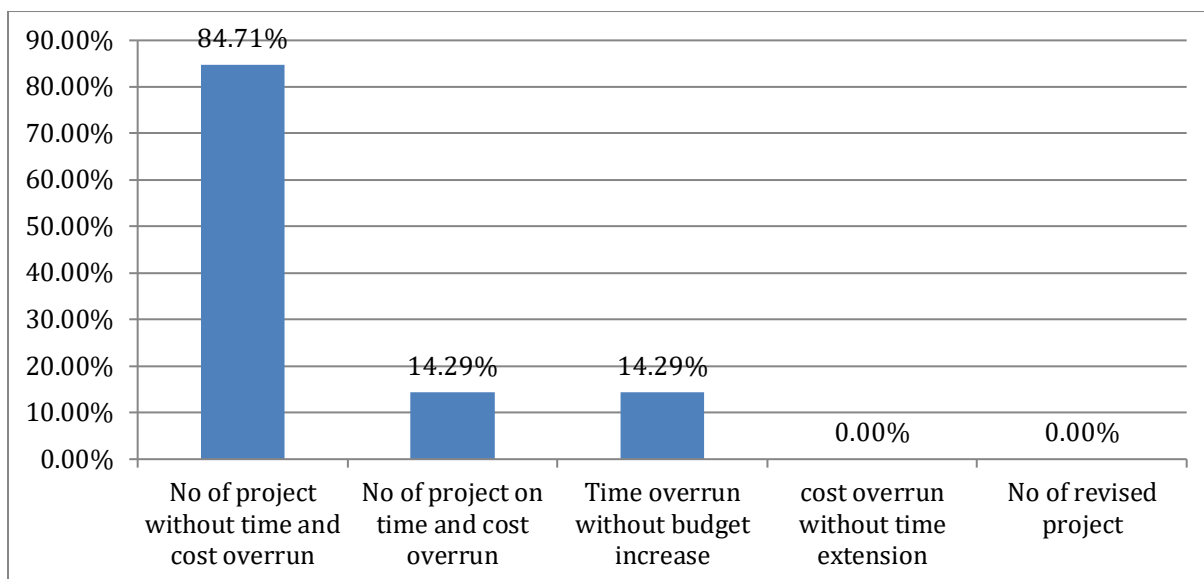


Figure 28: Comparison regarding time extension and cost overrun in case of project in urban sector

After analyzing the information of the projects under the Water sector in LGED, it is found that the three project have been revised due to time extension and cost overrun which are influenced by below mentioned reasons:

- In the DPP regarding water sector, sub-project are not clearly identified and defined . As a result after pre-screening those sub-projects through being conduct participatory rural Appraisal , and conducting feasibility study with Assistance of firm consultant it takes almost 12- 18 months to prepare detail design . Furthermore, feasible project are not often found in Project Area.
- In water sector, in case of forming sub-project it takes 9-16 months to prepare drawing design and structuring WMCA Committee, later on, to complete the structural works of subprojects and then initiation of operation and maintenance for first year it takes 18-30 months of times . In the consequences, it becomes difficult to complete the total project work on time following the work plan of DPP.

- Due to overlapping and duplication with BWDB/ BADC/ BARENDRA and DOF it takes one month more to ensure NOC which ultimately affects following work plan of DPP.
- Local conflict in project area, prolonged delay in structuring WMCA Committee, impact of the Influential forces in local region proper and perfect selection become hampered, conflict between local UP Chairman and WMCA Committee prolong the initiation of tri-patriate contract. On the other hand the land owner are not usually interested to build up beri-bandh due to land issue , illegal interference of influential group in canal excavation are the reasons delaying the project work that's why the works of procurement plan become difficult to implement.
- Scarcity of competent designer in case of designing water related sub-project.
- More over as these subproject is difficult to construct as above reasons , complexity in field level to form WMCA Committee and operative difficulties there remain lack of interest among the field officer.

Recommendation

- In the water sector, through conducting probable piloting study based upon 25% sub-project (this study will include participatory rural Appraisal, feasibility study and detail design) need to be included in procurement plan of DPP to avoid the challenge of delay and progress.
- While the relevant DPP will be on process, simultaneously firm consultant will be recruited so that the firm consultant might start work as soon as DPP become approved.
- The field officer will be cautious and take smart initiative to avoid the probable conflict in selection of WMCA Committee.

- The competent designer authority will be entitled to water related project and subproject in designing phase and proper training and efficient work-shop need to be arranged.
- The executive engineers and field officers will play participatory and smart roles in case of combination and interference meeting conduct in upazila and district level to avoid unnecessary delay in issuance of NOC due to overlapping and duplication with BWDB/ BADC/ BARENDRA.

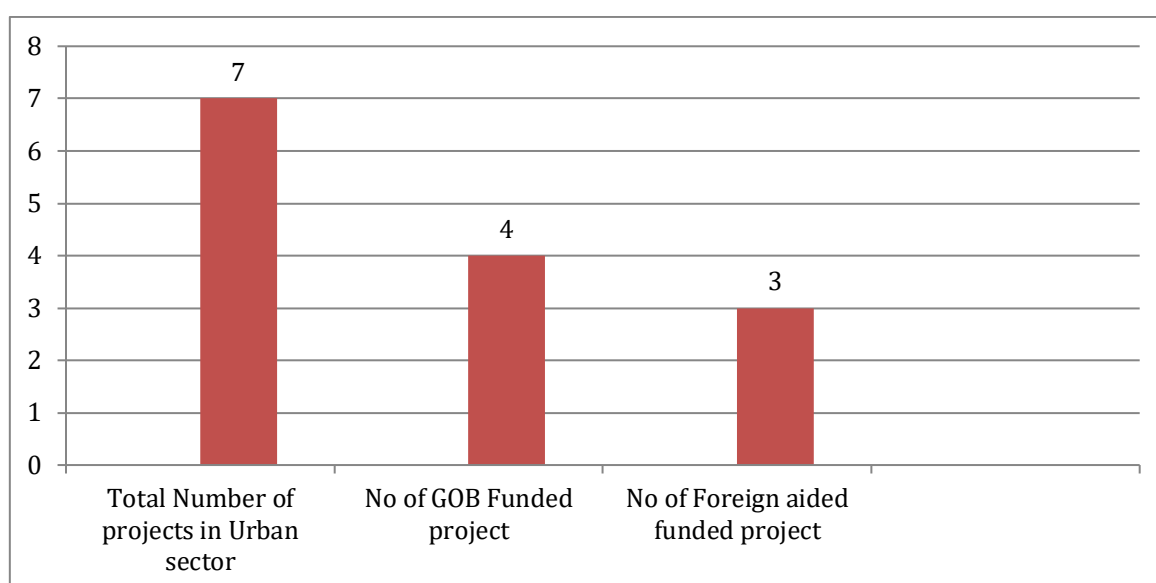


Figure 29: Total Number of project in TA (Technical Assistance) Project

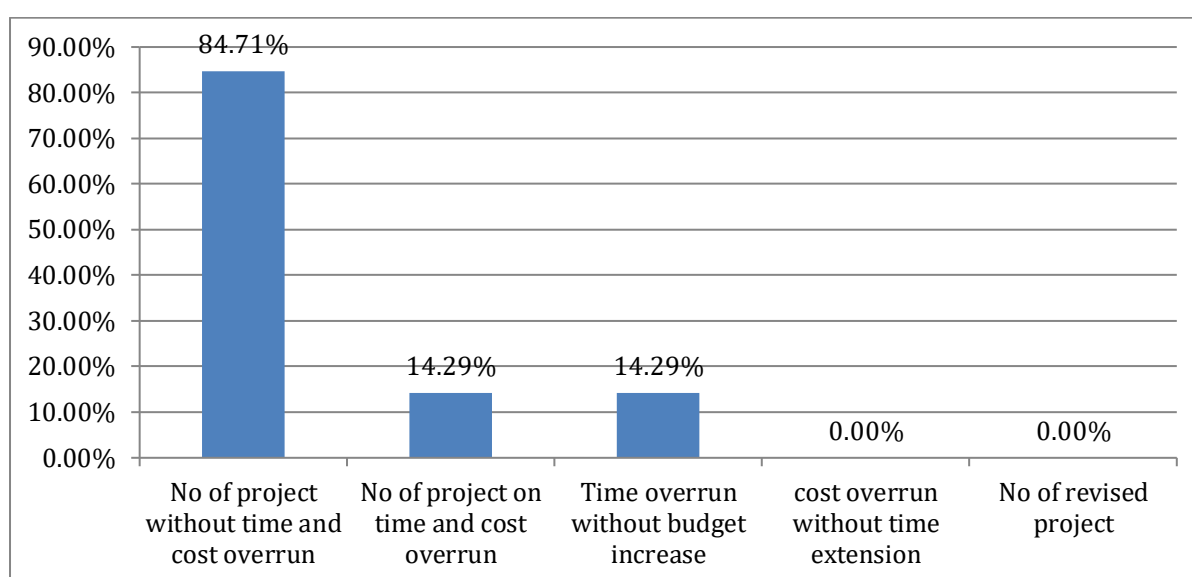


Figure 30: Comparison regarding time extension and cost overrun in case of project in urban sector:

After analyzing the information of the **Technical Assistance/ Feasibility study project** in LGED it is found that the time extended of these project usually 6months to 2 years. The main reason for time extension and cost overrun is due to below mentioned reasons which ultimately challenge implementation of procurement plan in DPP

- Technical Assistance/ Feasibility study related projects are based on individual consultants and firm consultants. eventually 6-9 months' time spent due to recruitment of firm consultant
- For lack of competent people in firm qualified study reports are not always found. As a result, reviewing the result takes too much time to submit the final report.
- Time duration of TA project needs to be planned and considered on the basis of project type, survey process, availability of competent personnel in relevant field.

Formulation of TOR regarding the consultant of TA projects specific output and well defined precedent based time duration need to be considered so that alternative options may be implement in required field to so that procurement plan of TA project in DPP might not be face challenges.

Chapter 5

Conclusion and Recommendation to Overcome Challenges

The implementation progress report of IMED suggests that a large number of development projects are subject to overrun time and cost. This has significant implications for public exchequer, overall economic growth and the welfare of the people. Hence it is important to identify the major causes of time and cost overruns and take necessary actions to prevent such mis-governance of public projects. The delay in project implementation has been a distinguished characteristic of the public investment in developing countries. Cost and time overrun will increase the size of ADP as well as increase social cost. In the case of an aided project, longer implementation periods have high rate of interest and add to more repayment schedule

At the end, we may come to a conclusion which are provided after in-depth analysis to comply with and to be aligned with DPP Procurement plan so that time extension and cost overrun may be mitigated as much as possible in below way:

- The land acquisition process may be implemented by the concerned Deputy Commissioner's office as delegated work within a specified time frame.
- There are no financial returns for rural development projects due to toll-free infrastructure, so a third-party feasibility study may be waived for these projects. Instead, an in-house feasibility study may be conducted, and some budget will be allocated for a detailed survey by outsourcing through the recurring budget.
- To shorten the DPP approval process, we can forward the DPP to the Planning Commission along with the PSC meeting minutes, rather than restructuring the DPP. The restructuring process will be done after the PEC meeting.
- In the approval process, the procurement plan, budget availability, and implementation timeline should be carefully checked. Any inconsistencies should be rectified

immediately; otherwise, the project may suffer from both cost and time overruns during the implementation period. The approving authority is equally liable alongside the implementing authority for any issues arising from faulty approval.

- During the implementation period, adjustments are sometimes needed due to field conditions, price escalation, etc. In such cases, work will continue with recommendations from the PIC meeting, and these adjustments will be made in the revision later on
- In planning sessions, we do not take enough time, which causes issues during the implementation period. Therefore, we need more time in planning sessions for proper design and planning.
- For systematic and unbiased development, we need to introduce prioritization through automated solutions. This involves creating a matrix based on factors such as poverty, population, area, percentage of paved roads, climate vulnerability index, geographical importance, etc., with data updated at regular intervals to identify which district or region needs development.
- for monitoring purposes, a common real-time platform should be created, connecting field level to headquarters, where photos, videos with geotagging, and other relevant data can be uploaded for each scheme. This will ensure that all parties concerned are aware of progress or any issues with each scheme. If needed, anyone can initiate an online meeting to resolve problems or provide suggestions.
- An expert technical team should be required in the Planning Commission to evaluate project proposals.
- To maintain the implementation period effectively, project readiness is required for the first two years. For this, we divided the project into three parts: the first is land acquisition (if needed), the second is detailed project design, and the last is

implementation. The implementation period should be carefully determined, considering geographical areas, climate change, lean periods, and any other possible risks.

- For the proper use of public funds, all parties concerned, i.e., consultants and contractors, are equally liable for any failure of the project during its life cycle.
- The submission of DPP/RDPP/No-Cost Time Extension requests should be done online; no hard copies will be accepted. A strict time limit will be followed. Files cannot be returned; each file will proceed with comments to the next person until it reaches the approving authority. A meeting will then be held with all concerned parties, including all comments and findings. The PEC/DPEC will make the final decision.
- Each department has its own master/development plan. For synchronization, a coordination meeting may be held once a year in the planning ministry with a team of technical experts.
- The maintenance fund should be increased to maintain existing assets throughout their lifetime. Performance-based management contracts may be expanded for better management.
- Supervision consultants are appointed on a time-based contract. However, due to unavoidable circumstances (such as monsoons, floods, etc.) or delays caused by the contractor, the contract duration is often extended, along with the consultants' man-months. This leads to increased costs. In such cases, we should consider how to relate the consultants' man-months to the progress or scope of the work.
- We may establish a memorandum of understanding with local public technical universities (such as KUET, RUET, CUET, and SUST) for feasibility studies.

Challenges	Way to Overcome Challenge
1 Project Formulation and Approval Phase:	
Many projects have been complicated in implementation mainly due to weakness in project formulation. In many cases it was not possible to take expert assistance as there was no separate allocation of money for project formulation. Again, in some cases revisions have to be made even after design and DPP formulation through feasibility study. The quality of feasibility studies is also being questioned in many cases.	It is essential to prepare design and DPP through feasibility study where applicable. However, in that case, the design prepared by the consulting firm may be verified by its own experts or specialist institutions (such as engineering universities) or third-party consulting firms; A fund can be created in the revenue sector for designing and formulating DPP. The DPP can be drafted as part of the feasibility study itself. Effective steps should be taken to create efficient manpower at the organization level in project formulation. A proper feasibility study is essential for proper project implementation. Initiatives can be taken to create specialized institutions in the public and private sectors to conduct quality feasibility studies by concerned ministries/departments/organizations. In this case, contracts can be signed with specialized educational institutions initially.
In most cases the information given in the DPP about the contribution	The DPP should specify the contribution of the project to the achievement of the targets

	of the project to the achievement of the targets of the various planning documents is insufficient and not precise.	of the various planning documents, which will later be used in project monitoring and evaluation.
• Not verifying the views/demands of the beneficiaries in taking up the project.	• It is necessary to formulate the project after verifying the needs of the beneficiaries in taking up the project. Ensure inclusion of beneficiary needs assessment information in sections 15.6, 16.0, and 24.0 of the Project Schedule (DPP). • Ensure that the project is consistent with local plans (Master Plan, Land Use Plan, Five Year Plan etc.) where applicable. A certificate to this effect may be obtained from any applicable agency. • The project proposal may be discussed in the upazila/district development coordination meeting.	
• Implementation monitoring and evaluation cannot be done properly as a result of not properly formulating the achievable result framework of the project (Result Framework, Log Frame, Theory of Change etc.) in DPP. Monitoring and evaluation is not	• In the DPP, the project's achievable result framework (Result Framework, Log Frame, Theory of Change etc.) should be formulated objectively. • Baseline data plays an important role in project adoption and impact assessment. Various project related information needs to	

	proper as baseline data is not maintained on project implementation. There are also many weaknesses in the financial/economic analysis of the project.	be stored centrally by the organization so that it can be used during project formulation. • Accurately calculate NPV, BCR, IRR of the project with updated information and include in DPP.
	• In case of land acquisition before taking up the project, not taking the initial consent of the concerned district administration by identifying the possible land.	• Prior to undertaking the project, in the case of land acquisition, it is necessary to identify the potential land and take the preliminary consent of the concerned district administration. In this case, a time-bound action plan for land acquisition can be formulated and a flow chart attached to the DPP with the consent of the district administration.
	• Taking up projects without following the financial ceiling of MTBF.	• Projects must be undertaken following the financial ceiling of MTBF. The DPP may be required to attach the basis calculation as evidence to the certification to this effect, which may be stored in a database (eg e-PMIS).
	• Not properly formulating project outcome sustainability plan (exit plan/sustainability plan).	• Project outcome sustainability plan (Exit Plan/Sustainability Plan) must be formulated appropriately.
	• Regarding design changes in the	• The design of the physical works of the

	physical works of the project.	project (especially related to roads, bridges, railways, buildings, irrigation) often has to be changed. Different organizations need to increase their own design capacity. If the design is designed by the consultant, it should be thoroughly checked and understood, and he should be held responsible if later changes are required due to his mistakes. • For baseline data in this regard, General Economics Department may formulate a district-wise development index against which the district-wise ADP allocation can be compared to take into account regional disparities.
	• In some cases duplication of projects was observed and unfinished projects were proposed by the Ministries.	• In order to avoid incomplete project proposals and duplication of projects, circulars related to formulation, processing, approval and revision of development projects in the public sector should be followed.
2 Project Implementation Phase:		

	Non-implementation of projects as per action plan and procurement plan mentioned in DPP/TPP.	• Network diagram (CPM) needs to be prepared specifying the detailed work (Work Breakdown) of each package along with the overall Gantt chart in the work plan.
• Due to lack of proper and effective planning and effective monitoring system for project issue and risk management most of the projects are experiencing unintended time delay which is one of the reasons for not implementing the project on time.		• Detailed issues and risk management plan should be done at the beginning of project implementation and with annual update procedures. The ePMIS software launched by IMED will ensure the creation of registers and regular progress information through which IMED will monitor the project.
• Lack of coordination among project implementing agencies in project formulation and implementation at field level.		• Must maintain communication and coordination with other agencies involved in project formulation and implementation. • Project monitoring and accountability between ministries and departments should be strengthened. • In the interests of proper implementation and monitoring of projects at the field level, the respective District Commissioners can be co-opted in PIC and PSC and the projects can be discussed in the District Development

		Coordination Meeting.
•	Lack of transparency and accountability in project activities.	• Transparency and accountability must be ensured in all project activities. In this regard, regular monitoring of ministries, organizations, audits and IMED is essential. All inspection reports should be stored in EPMIS.
•	Not holding regular PIC and Steering Committee meetings.	• In the interests of proper implementation and monitoring of the project, PIC and Steering Committee meetings should be arranged as per the resources of DPP. All minutes and inspection reports should be stored in EPMIS and actions taken in the light of decisions should be regularly updated in the said database.
•	Procrastination in procurement processing is a common feature of almost all projects. As a result, it takes about 02 to 04 years to process procurement in infrastructure development related projects depending on the sector.	• Officials involved in project management must acquire a certificate in procurement and processing. Incentives can be given in this regard; • Specialist consultants may be appointed to the project for procurement processing.
•	The same contract firm cannot start and finish the work on time due to overcapacity. Besides, in many	• Effective steps should be taken to completely stop the issue of sale of work by the contractor organization that has received

	cases the main contractor sells the work to subcontractors/individuals. As a result, the quality of work is not maintained in addition to the length of the project implementation.	the work order. Procurement Rules/Regulations may be formulated to enable new contracting entities to participate in tenders (at least jointly) to create fair competition and create more new contracting entities.
•	The commissioned contractor company did not complete the package within the stipulated time and repeatedly applied for time extension, creating a long process in the implementation of the project.	• The contracting organization receiving the work order must ensure that the work of the package is completed within the stipulated original work order period while maintaining quality standards. For this purpose, the package time cannot be extended, and the matter can be added in the PPA/PPR in this regard.
•	There is inadequacy of laboratories and equipment required to ensure the quality of work related to infrastructure development projects.	• Ensure provision of necessary laboratories and equipment for quality assurance of infrastructure. • IMED needs to arrange its own or contracted laboratories and necessary equipment for various tests.
•	Procrastination in land acquisition is also a common issue and in some cases the land acquired belongs to the forest department and there are complications in tree felling due to	• Separate projects may be taken up to work on resettlement and eviction of illegal settlements. If that is not possible, organizations can support projects centrally by forming land acquisition and utility

	poor coordination.	relocation expert teams.
•	Prolonged delays in shifting utilities and complications in resettlement and eviction of illegal structures also create constant problems in the implementation of various projects.	• Schedules prepared by IMED should be updated regularly to properly monitor the entire process of land acquisition.
•	There is a lack of specific procedures for verifying and ensuring the quality of facilities or infrastructure constructed under the project.	• Specific procedures should be laid down for verifying and ensuring the quality of facilities or infrastructure constructed under the project. In this regard, to increase the technical capacity of IMED, necessary labs should be set up and skilled manpower should be arranged. As a temporary measure, technically skilled manpower can be deployed from various organizations on deputation to IMED.
•	Inadequate mid-term evaluation of the project. However, no separate evaluation or opinion of IMD is taken before considering the project amendment proposal. As a result, it is not possible to verify the actual information in many cases in the project evaluation meeting.	• Mid-term evaluation of projects is one of the parts of project management that is currently not done properly in most cases. A mid-term evaluation of the project is required under the leadership of IMED. • Mid-term evaluation of all projects should be conducted under the leadership of IMED.

•	After project approval, delay in appointment of project manager, one officer serving as project manager of multiple projects, frequent change of project manager and lack of reward and punishment system for the manpower involved in project implementation including project manager, many times lead to long process in project implementation.	• Appoint an officer as Project Manager for one project and adhere to no change till completion of the project unless absolutely necessary. • If an organization does not have enough manpower to appoint a single project manager, the option of recruiting from another organization or from outside may be considered. • The project director/project manager needs to have a system of rewards for good work and reprimands for failure or poor work. • Projects and project managers can be rated by IMED by assessing project performance every year to create a competitive environment for improvement.
•	Project monitoring is disrupted if the project manager is not located in the project area.	• Continuous project monitoring is not possible as the project manager is not stationed in the project area. As a result, many times it is not possible to complete the work according to the work plan, to ensure the quality of the work. For the smooth implementation of the project, it is necessary to keep the project manager in the project area all the time.

•	Lack of skills in project implementation is evident. Majority of project managers and other project implementation officials reported lack of required training. Lack of incentives makes them less motivated to work.	• Separate projects can be taken up for skill development. • On pilot basis, project managers can be recruited at market price through competition from government officials. In that case, a fair competition can be developed among the officers to improve their skills. The savings and returns are expected to be much higher than the costs. • IMED may consider forming a central project manager pool through necessary training and evaluation from which Ministries can recruit project managers based on relevant work experience and their EOI.
•	Follow up on these recommendations/opinions;	• Follow up ministry wise by IMED and it will be possible to implement it in the next project inspection.
•	About 40% of the annual budget is spent on the implementation of the annual development program, while the Annual Performance Agreement (APA) only prioritizes revenue budgeting activities. In	• The Annual Performance Agreement (APA) should include targets for the implementation of the annual development program. • Specific percentage of projects of Ministries/Departments/Organizations to be

	most cases, the APA of the Ministry/Department/Organization does not include targets for the implementation of development projects.	completed without any Time-Overrun and Cost-Overrun can be included in the target APA.
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3. Post Project Implementation Phase:

Failure to follow instructions to send Project Completion Report (PCR) to IMED within three months of project completion.	Project Completion Report (PCR) must be ensured to be sent to IMED within three months of project completion. Information on many completed projects is not available later. Organizations can make a central database in this regard.
A comparative financial/economic analysis is not done afresh by providing updated information to the PCR after the completion of the project.	After the completion of the project providing updated information in PCR, new calculation of NPV, BCR, IRR and comparative analysis with DPP is required.
Not informing IMED of PCR evaluation report feedback.	It is necessary to ensure that the objective feedback of the PCR evaluation report is sent to the IMED within the prescribed time frame by the IMED.
Inadequacy of revenue budget to carry out the activities implemented under the project at the end of the project.	Necessary resources should be kept in the revenue budget to carry out the activities implemented under the project after the completion of the project.

•	Infrastructure created under the project and equipment collected are not properly preserved and maintained after completion of the project. As a result, the service life of the infrastructure created under the project and the collected equipment is reduced.	It is necessary to ensure proper storage and maintenance of the infrastructure created and collected equipment under the project so that the service life of the infrastructure created and collected equipment is not reduced. In this regard, a sustainability plan or sustainability plan or exit plan should be kept in the DPP and project completion report. It will provide a guideline for proper preservation and maintenance of the infrastructure created under the project and equipment collected after the completion of the project and will mention the annual funding requirement. As a result, organizations will be able to easily determine the annual financial requirements for their conservation and maintenance work.
•	Due to the lack of skilled manpower in the organization, after the completion of the project, it is often necessary to enter into a long-term service agreement with foreign contractors, which is a waste of government money.	After the completion of the project, it is necessary to create enough skilled manpower to manage the facilities created by the project so that LTSA (Long Term Service Agreement) with the contractor foreign organization is not necessary.

Table 1: Brief Summary of challenges of development projects planning and implementation and recommendations for improvement

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Annexure

Research Question: Survey question:

This questionnaire aims to collect insights from stakeholders regarding Implementation Challenge of Procurement (Works) in Accordance with the Procurement Plan mentioned in DPP (Development Project Proposal).

1. What are the major challenges you face in the implementation of work procurement in LGED projects according to the DPP (Development Project Proforma)?

Select multiple options as you choice.?

- A. Lack of clear procurement guidelines and procedures
- B. Delays in the approval process
- C. Inadequate budget allocation or cost estimation
- D. Limited capacity or experience of procurement staff
- E. Bureaucratic hurdles and administrative delays
- F. Inconsistent quality of bidders or contractors
- G. Political or external interference in the procurement process
- H. Insufficient training for stakeholders involved in procurement
- I. Poor coordination between departments or project teams

2. How do the procurement challenges impact the project timelines? Please select only one option

- A. Significant delays in project start and completion
- B. Minor delays in project completion
- C. No impact on timelines
- D. Uncertain or unpredictable timelines

3. How do the procurement challenges affect the costs of LGED projects? Please select only one option

- A. Substantial increase in project costs
- B. Minor increase in costs
- C. No significant impact on costs

4. Which of the following solutions would most effectively address the procurement challenges in LGED projects? Select multiple options as you choice.

- A. Streamlining and simplifying the procurement process.
- B. Providing additional training for procurement staff.
- C. Enhancing coordination and communication between departments
- D. Ensuring timely and accurate budget estimates and approvals
- E. Increasing transparency and accountability in procurement decisions
- F. Developing clearer procurement guidelines and procedures
- G. Strengthening project monitoring and evaluation mechanisms

5. Progress of the projects become delayed due to Projects are approved without accurate feasibility study and stakeholder consultations ?

- A. Totally disagree
- B. Disagree
- C. Neither Agree not disagree
- D. Totally agreed
- E. Agreed

6. As per your experience, please select option regarding (percentage) % of the project that is taken in your working sector without adequate feasibility study and stakeholder consultations?

- A. 0-20%
- B. 21-40%
- C. 41-60%

D. 61-80%

E. 81-100%

- 7. Weak project documents are used where objectives, inputs, outputs, OVIs, MOV, etc. are not well documented? And Delayed projects are likely to have weak DPP/TPP (due to lack of resources to prepare such documents)?**

A. Totally disagree

B. Disagree

C. Neither Agree not disagree

D. Totally agreed

- 8. As per your experience, please select an option regarding the (percentage)% of the project that is taken in your working sector without analysis of objectives, inputs, outputs, OVIs, MOV, etc. are not well documented or likely to have weak DPP/TPP (due to lack of resources to prepare such documents) which ultimately hindered on the progress of project ?**

A. 0-20%

B. 21-40%

C. 41-60%

D. 61-80%

E. 81-100%

- 9. Land acquisition is a major challenge in completing the projects in time, Projects involving land acquisitions are not provided due care to the issues of land such as permission from DC office upon identifying the specific land.**

A. Totally disagree

A. Disagree

B. Neither Agree not disagree

C. Totally agreed

D. Agreed

10. As per your experience, please select an option on the (percentage) % of the project that has been suffered due to land acquisition problem?

A. 0-20%

B. 21-40%

C. 41-60%

D. 61-80%

E. 81-100%

11. In some cases, Projects are approved having with weak sustainability plan and Exit Plan?

A. Totally disagree

B. Disagree

C. Neither Agree not disagree

D. Totally agreed

E. Agreed

12. Projects involving civil works suffered due to lack of proper designs. Please choice in (percentage) %

A. 0-20%

B. 21-40%

C. 41-60%

D. 61-80%

E. 81-100%

13. DPP/TPPs are not followed closely, particularly in accordance with the work plans and procurement plans mentioned in Appendix of standard DPP Format. Please choice the %

- A. 0-20%
- B. 21-40%
- C. 41-60%
- D. 61-80%
- E. 81-100%

14. There is a lack of coordination among the implementing agencies in the field which slow down the project progress on time. Please choice the (percentage)%

- A. 0-20%
- B. 21-40%
- C. 41-60%
- D. 61-80%
- E. 81-100%

15. As per your experience, in several cases you have faced lack of transparency and accountability on different issues relevance to implementation of the projects.

- A. Totally disagree
- B. Disagree
- C. Neither Agree not disagree
- D. Totally agreed
- E. Agreed

16. Meetings of PEC and Steering Committees are not held regularly, which slow down the progress of the implementation?

- A. Totally disagree
- B. Disagree
- C. Neither Agree not disagree
- D. Totally agreed
- E. Agreed

17. There is a lack of laboratories and equipment to monitor the quality of infrastructure works which slow down the progress of the project?

- A. Totally disagree
- B. Disagree
- C. Neither Agree not disagree
- D. Totally agreed
- E. Agreed

18. Delay in recruiting PD, project staff, frequent transfer of PDs delay implementation of the project as per work plan of DPP

- A. Totally disagree
- B. Disagree
- C. Neither Agree not disagree
- D. Totally agreed
- E. Agreed

19. IMED lacks capacity and efficiency in monitoring and evaluation ?

- A. Strongly disagree
- B. Disagree
- C. Neutral
- D. Agree
- E. Strongly agree