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# Effective Training Methodology for BCS (Administration)

## A COMPARISON OF SOUTH & EAST ASIAN COUNTRIES

Md Anawar Uj Jaman\*  
Md Shahadat Hossain\*\*

### Abstract

Training Methodology is very crucial in view of preparing civil servants to formulate and implement appropriate policies of government and also render service to people efficiently and effectively. In spite of having an updated training contents, BCS Administration Academy (BCSAA) cannot ensure an effective training for the officers of BCS (Administration) cadre. It is mostly because of inability of existing training methodologies to engage trainee officials in training. Though present training methods mostly include one-way lecture, exercise, discussion and workshops etc. in black and white, in practice, lecture incorporates a huge portion of teaching trainees. This ineffective method of lecture is against the principle of adult learning and time spaced learning. Consequently, trainees, at the end of training, learn nothing new from five-month long Law and Administration Course (LAC). On the other hand, most of the countries of South-East Asia who have world-class civil servants have brought about a massive change in their training methods. They are no longer dependent on lecture based methods of training rather they have adopted modern training methods. These methods provide them with comparative advantage. In this research, responses from trainees and trainers have been taken through survey questionnaire and semi-structured interviews regarding the effectiveness of existing training methods. Most of them irrespective of trainees and trainers were in the same opinion that training methods in use are obsolete, inadequately planned and ineffective. These methods barely help them learning the skills and knowledge needed for the workplace. So, it is a demand of time to restructure the training methods used by BCSAA in LAC and add in most modern methods of training civil servants.

**Key Words:** *Training Methodology, Time Spaced Learning, Andragogy, Adult Learning, LBSNAA, COTI, Flipped Classroom, Case Study, Role Play*

### Introduction

A young officer of civil service is socialized and taught the skills and competencies required for being a professional civil servant through appropriate training. “Training for civil service officials can also be demarcated as real-time problem-solving and knowledge gaining process which enables them in acquiring skills, concepts, and attitudes to achieve planned goals (p. 1, ZARRUGH, O.S. 1981)”. Training also increases productivity, morality & self-confidence of employees (Charles C. Denova, 1971), Administration of a country needs officers who have the insight of combined academic disciplines or professional specializations in an approach. To train up the officials in both local and international training courses are important because it has got a significant impact on the grooming up of a civil servant (Thakur, R.N., 2015). Using tools to discover learning style preferences provides the option of delivering multiple training methodologies to achieve the desired outcomes (Bennett, K.A. 2008).

In grooming up the officers of Bangladesh Civil Service (BCS), the importance of training can hardly be

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overemphasized. In addition, the importance of training in BCS has got more importance than ever before for at least two fundamental reasons. Firstly, the deteriorating quality of education and the sequential decline in recruitment level in the public service call for an effective training method. Secondly, general people feel that the government machinery in Bangladesh is not enough to deliver public services in the planning and execution of development programs. Training is treated as the most appropriate mechanism that can change the situation by increasing government officials' knowledge, skills, and capabilities to accomplish their tasks with efficiency and results.

The courses taught in Law and Administration Course (LAC) in BCS Administration Academy (BCSAA) are focused on learning rules and regulations, manner and etiquette, and other theoretical aspects that do not help the young officers develop analytical skills (Ali, 2004). Training methods are mainly lecture-based, and it is not that effective to provide practical knowledge of administrative procedures and processes. Very few steps are as important as steering a Training Need Analysis (TNA) while designing a training program (Goldstein & Ford, 2002). Simultaneously, the appropriate choice of training techniques and transfer of knowledge to the trainees are also equally significant.

This research paper's main query is: Which training methodologies are required for providing young BCS (Administration) cadre officers with a global standard knowledge & skills? Training methodologies in theory and methodologies used in world's renowned civil service training institutes will be described briefly in response to the main research question. Chapter 2 will search for academic research on what actually training methodology means and the connection between work performances and training methods. Chapter 4 will define the problem of training methodologies used in the Law and Administration Course (LAC) with a background history of Bangladesh's civil service training. In chapter 5 what we are going to do is providing an orientation of civil service training in India and South Korea focusing on the training methods used in Lal Bahadur Shastri National Academy for Administration (LBSNAA) and Central Officials' Training Institute (COTI) as a representative of South Asia and East Asia respectively. Findings from the literature review, survey questionnaire, and interviews will be incorporated in chapter 6. Chapter 7 will include some recommendations to overcome barriers to incorporating modern training methods in BCSAA. As a final point, chapter 8 will conclude the research work.

## **Training & Learning**

Training refers to gaining of 'knowledge, skills, ability, values and attitude' (KSAVA) by employees to execute their jobs better. It is more or less ceremonial, organization-based and to some extent technical, and is connected to a person's current job. Training is a kind of learning too. There are two major types of learning- Pedagogy and Andragogy. Andragogy deals with the learning of adults. In fact, it is the art & science of teaching an adult. Especially, it applies to the training developed for professional development. It is a theoretical and practical process through which adults learn in a self-directed and self-controlled manner (Training Manual, 2015).

In 1833 German educationist Alexander Kapp first used the term 'Andragogy' whereas American Malcom Shepherd Knowles made it popular as a widespread methodology of adult learning. According to Malcom Shepherd Knowles, there are few assumptions of adult learning:

- **Adults** want to know about the necessity of the topics of their training.
- **Adults'** previous experience on the topic works as a basis for learning a new experience.

- 
- **Adults** want to take part in decision making, formulating the learning plan & evaluation of their learning process.
  - **Adults** only want to learn those topics which are relevant to their work or personal development.
  - **The learning of Adults** should be more effective if it is more of problem-solving based rather than subject-based
  - **Adults** are bound by self-directed performance through their lives, and those adults have to covenant with some obstacles in their learning procedure (Maria and Elena, 2006).

Time Spaced Learning is an adult learning technology. The meaning of the “spacing effect”, first discovered over a century ago, explains the observation that if humans and animals were to distribute the learning object as a whole, not all at once, they would be able to remember things more effectively. Learning systems is like spaces where the space from the seat to the virtual classroom to the chat room covers the entire learning area (Brown and Philip, 2005).

Training methods come in all shapes and sizes. However, training and improvement choices are not one-size-fits-all, so you can pick the preparation strategy that is the best choice, according to necessities (**“How to Choose Effective Training Methods,” 2013**). The training strategy an organization picks can vary by the nature of participants or even the topic of training or many other factors. Here are the effective methods popularly used world-wide in different situations shown in image 1:

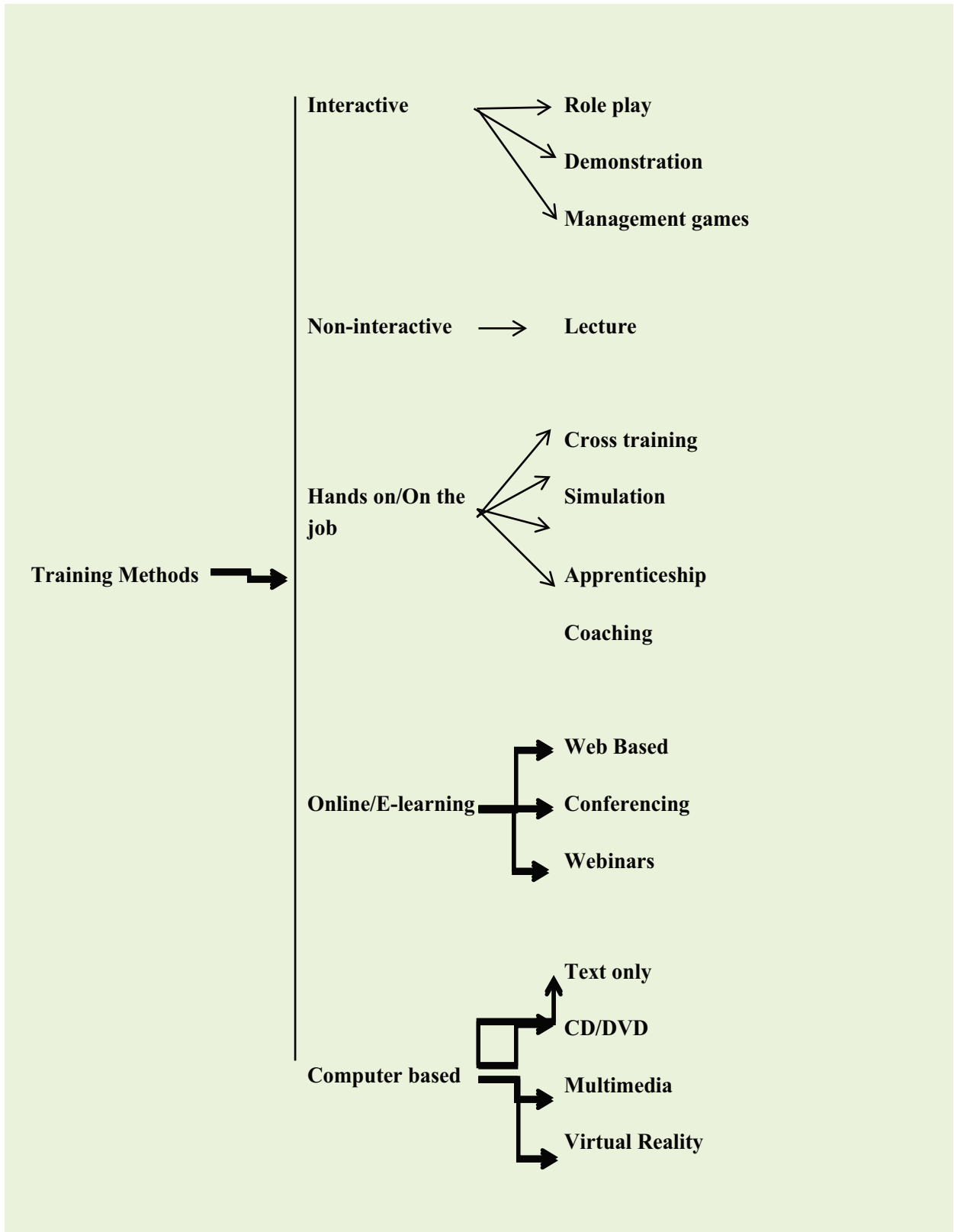


Image 1: Different methods for Effective Training Worldwide

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## **Research Objectives**

This study presents a practical and analytical framework for identifying particular methods in terms of on the job and off the job trainings that lead to effective training output. The data is then used to analyse whether both the methods are relevant for train them well or not. Besides, those are also analysed to find out about the effectiveness of various teaching methods that are most likely to influence successful performance results of BCS (administration) cadre officials.

### **The prime research objective of this research**

- To find out appropriate training methodologies required for providing young BCS (Administration) cadre officers with a global standard knowledge & skills

### **Secondary objectives**

- To investigate existing loopholes in existing training methodologies for Bangladesh Civil Service Administration cadre officials
- To incorporate training methodologies of the world's best civil service training institutes relevant in the context of Bangladesh
- To provide detail recommendations for the law & administration training to build up a set of civil service leaders needed for vision 2041

### **Data Preparation & Basic Data Analysis**

We worked on such a topic which requires both closed and open-ended questions. We had to depend on both primary & secondary data. Therefore, we have prepared a questionnaire containing closed and open-ended questions for current & former trainees (finished training not more than one year ago) and other four sets of semi-structured interview questionnaires for four classes of stakeholders- trainers of BCS Administration Academy (BCSAA), Bangladesh Public Administration Academy (BPATC) & Judicial Administration Training Institute (JATI), policy-level officials, supervising officers of field administration including Divisional Commissioners, Deputy Commissioners and Additional Deputy Commissioners and specialist academicians from different public universities. We have also gathered data from secondary sources and summarised the gist of them. Then we tried to set up a direct linkage of summarised outputs with our aim of the research. Finally, we have formed an outline from the data that we have found in different sources. For analysing data, we were interested in using the inductive method of sorting out information from secondary sources which helped us to make the output more realistic and widely accepted (Thomas, D.R., 2006).

### **Law & Administration Training & Methodologies in Bangladesh**

Law & Administration Course (LAC) is a five moth long training course for probationary officers of BCS (Administration) cadre. LAC provides the entry level officers with rudimentary knowledge of the socio-economic, constitutional framework of the country and with required skills under which they have to perform their duties. It also enhances both theoretical and practical knowledge related to governance and administration. In addition, it furnishes the young recruits with appropriate knowledge, skills and attitudes to accomplish their specific tasks (Siddiquee, N.A., 2003).

### **Training Methods in LAC**

“The training methods utilized in foundation trainings of Bangladesh Civil Service officials are still archaic and most of these have become obsolete elsewhere (P. 142, Khan and Zafarullah, 2005)”. LAC is

not an exception. From the very beginning of the LACs, no visible change has been brought regarding training methods for different modules. Lecture based teaching method is still the leading methods used by trainers and it is almost 76% of the total training modules. Besides, methods like exercise, discussion, seminar, workshop, presentation, field visit/ attachment & case study are used in training officers in a very ineffective way (BCSAA, 2020). Sophisticated methods have not yet thrived though longer lasting & modern techniques like problem solving exercises, group activities, simulation and role-playing must be used for making the training an effective one.



Image 3: Training Method in LAC  
(Source: BCSAA Course Guidelines of 116<sup>th</sup>, 117<sup>th</sup> & 118<sup>th</sup> LAC, 2020)

The training sessions are generally classroom-type based on straight one-way lecture with little or no scope for participation though we can see 40% of them are both lecture & exercise based and 38% of them are both lecture & discussion. 11% of them are entirely lecture based. Other methods like seminar, panel discussion & workshops consist only 10% of total modules. A good number of trainees feel that the methods using which they are taught are dreary and cannot stimulate their thinking process. These are also devoid of any kind of interaction or discussion (Aminuzzaman, 1992). Even if there is any kind of participation of trainees, it's mostly forced by the lecturers.



Image 4: Less Effective Teaching Methods  
Source: Page 96, Kabir, Lasna & Baniamin, Hasan. (2012)

According to a study conducted by a group of researchers on the participants of BPATC found lecture, extension lecture, film show, library attachment & reading assignment to be less effective methods for teaching the trainees.

**Civil Service Training in South Korea**

The training for the public servants is classified into the basic training, specialized training, and the training for other special purposes.

**1. Basic Training**

The purpose of the basic training is to enhance knowledge and competency relevant to the participant’s grade level and responsibilities (e.g., Bureau Directors Program, Newly Recruited Officials Program, etc.). Basic foundation-grade courses are delivered by public service Human Resource Development (HRD) centers.

**2. Specialized Training**

The specialized training includes both core courses and optional courses. **Specialised courses**, such as task-related, language or information & communication technology (ICT) courses, are delivered by public HRD centers as well as domestic or overseas institutions commissioned by government agencies.

**3. Training for Other Special Purposes**

This is to meet the needs of the government such as to support the participatory government’s reform initiatives (e.g. special programs for ministers, vice-ministers, task force teams, advisers to the ministers).

Basic and Specialized trainings can be classified into grade level:

Grade level	Basic Training	Specialized Training
Grade 2	Bureau Directors Program	
Grade 3		
Grade 4	Senior Management Program	Short term programs
Grade 5	Newly Recruited Officials Program	General Programs
Grade 6	Newly Promoted Managers Program	Customized Programs
Grade 7	Newly Recruited Staff Program	General Programs
Grade 8	Newly Promoted Staff Program	Customized Programs
Grade 9	Newly Recruited Staff Program	General Programs Customized Programs

**Table 2: Trainings in S. Korea in Different Grades**

## Civil Service Training in India

### Composition of Indian Civil Service:

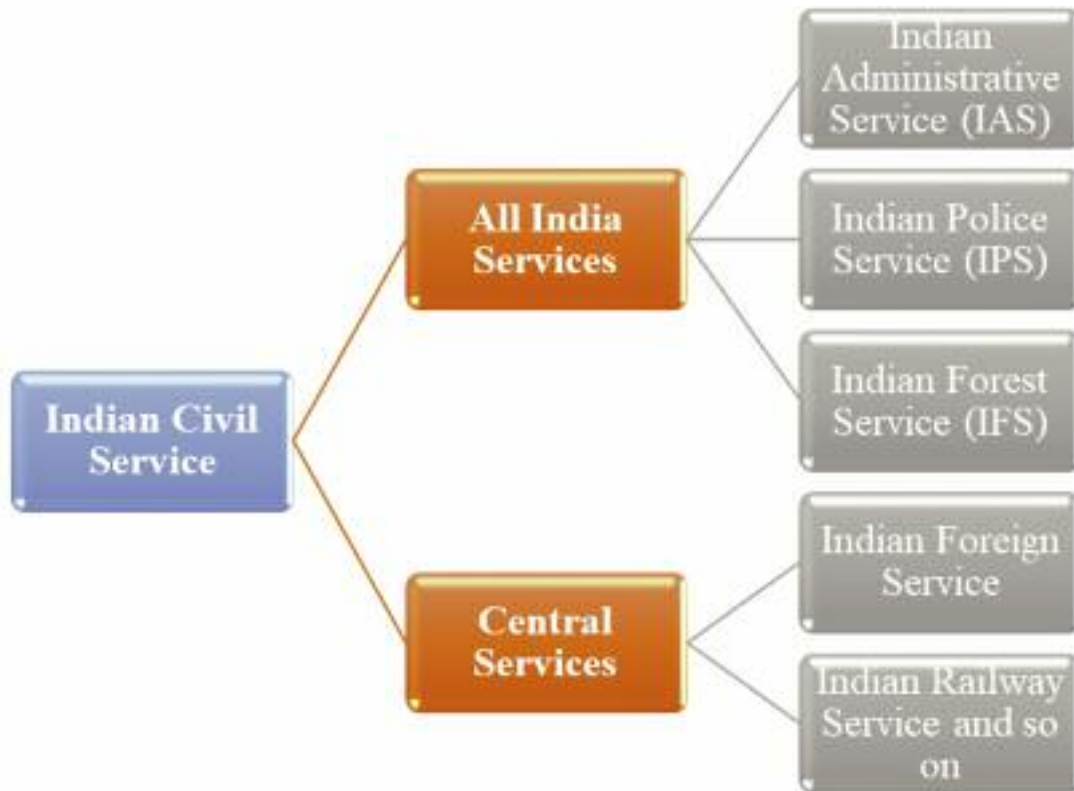


Image 6: Structure of Indian Civil Service (At a Glance)

### Training of Indian Administrative Service (IAS)

For logical reason we will put light on the training procedures of Indian Administrative Service (IAS) which is quite similar to Bangladesh Civil Service Administration cadre. The competitors selected to the IAS based on the aftereffects of competitive examination are put waiting on the post-trial process for a time of 2 years from the date of appointment. They experience training under the sandwich pattern. The two years training program which begins with the primary stage central training for 9 months at the Lal Bahadur Shastri National Academy of Administration (LBSNAA). The primary period of training targets reinforcing the comprehension of the political, social and authoritative condition in which an IAS official needs to work and to create qualities, thoughts and traits expected of an official having a place with the IAS. Training targets reinforcing the comprehension of the political, social and authoritative condition in which an IAS official needs to work and to create qualities, thoughts and traits expected of an official having a place with the IAS. In the second phase the IAS trainees spend twelve months in the state to which they are allotted. In the third phase, after the completion of training in the state, the probationers reports back at the academy for about three months (Bhambhri, C.P., 1970).



Image 7: Training structure of LBSNAA, India

### The Training Programs of LBSNAA

Lal Bahadur Shastri National Academy of Administration offers different training programs based on training assessment and appraisal. The major training programs organized by the Academy are as follows:

1. Induction Training
2. Mid-Career Training Programs (MCTP) for IAS Officers
3. Other Programs that includes Joint Civil Military Program

### Training Methods Used in LBSNAA

Traditional lecture based training system isn't generally successful or productive to have a logical effect on ethics and values of young officers. Accordingly, various teaching method is utilized in Lal Bahadur Shastri National Academy of Administration.

The Institute understood that no specific strategy can satisfy the diverse needs and a blend of strategies is called for. Be that as it may, it needed to depend for the most part on the five essential arrangements of strategies,

- Classroom instructions,
- The case study method,
- Exercises,
- Management games and
- Group Study methods.

The actual pedagogic methods used in all the training programmes are lectures by both internal and guest faculty, case studies, exercises, group discussions /conferences, management games and field

visits. Be that as it may, one extra strategy utilized in few programs is the syndicate and project work. The greater part of the adult training is done in the class room even despite such advances as computer-assisted instructions, closed circuit television, teaching machines and the instructional devices and the new learner controlled instructions. The class room training keeps on being of extraordinary essentialness in India as somewhere else in all developing nations.

## Findings

The preceding section has described the present practice of training methodology used in Bangladesh civil service Administration academy (BCSAA), Lal Bahadur Shastri National Academy of Administration (LBSNAA) of India and Central Officials’ Training Institute (COTI) of South Korea. It is evident from the previous discussions that despite a few changes brought about in training methods; training methodologies of BCSAA have in many respects remained deeply rooted in traditional practices. There are a variety of inconsistencies and inadequacies, which are likely to affect efficient work performance in field administration.

This section probes into it further, seeking to make a comprehensive assessment of training methodologies used in BCSAA nowadays. While it builds on the earlier section, it also introduces some new material in order to indicate that the current approach is not only too far removed from the propositions of andragogy, but also inadequate in terms of what probationary officers actually need.

In this research, survey responses were collected from current and former participants of Law and Administration Training course and few of them have finished the training recently. The responses of each survey were received through Google form developed for this research. We received a total of 103 valid survey responses with a questionnaire containing both open-ended & close-ended questions. Similarly, we categorized findings into two parts: responses for open-ended questions & responses for the closed-ended question. For each question, we have incorporated the interview findings as well.

### Close-ended Questions:

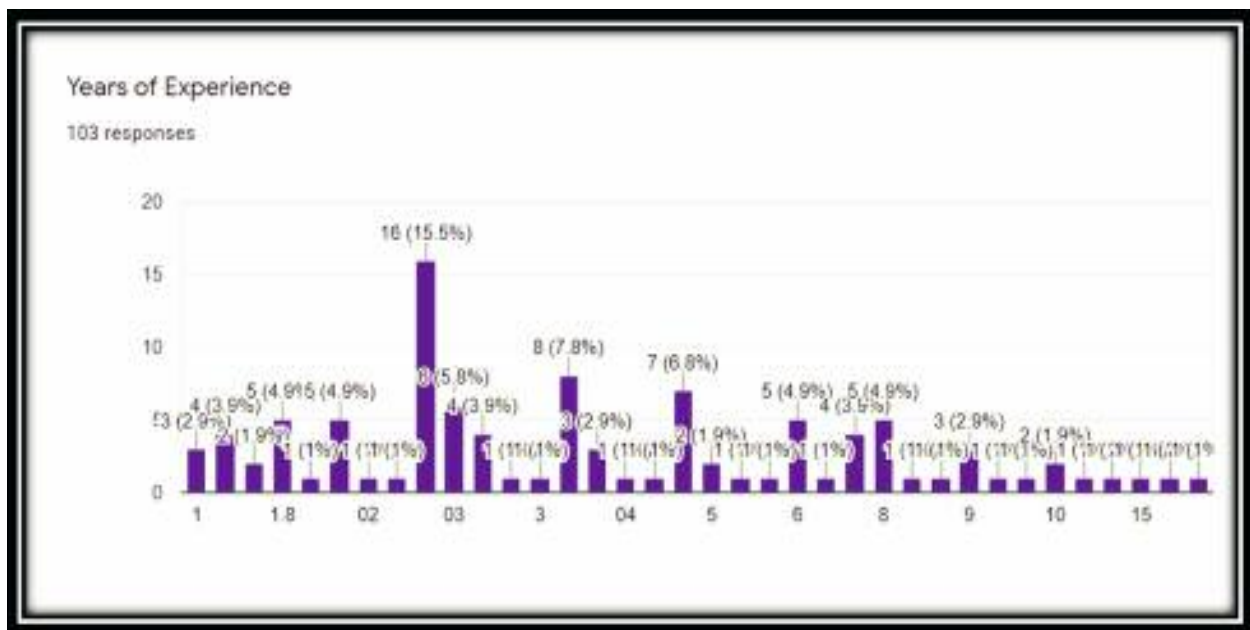


Image 8: Working Experiences of The Respondents

- **WORKING EXPERIENCE:** From image 8, we see a wide variety of experiences among the respondents ranging from 1 year to 16 years, and they got the training opportunity in between their first to fifth year of service life which has made the responses more credible and effective because we found all the probable responses required for the survey. The responses received from the respondents and interviewees have been categorized into the following dimensions:
- **INTERACTIVITY OF SESSIONS:** From Image 9, the response to a question whether present training methods are interactive or not, more than two-thirds of the respondents agreed that those are not interactive as they disagreed with the statement. On the other hand, 10% of the respondents agreed on the same point. So, there is no doubt about the fact that present methods are not interactive.



Image 9: Response regarding Interactivity of Sessions

- **OUTCOME-BASED SESSIONS:** In image 10, it is clear that half of the respondents think that existing training methods of LAC is outcome-based though it's a general response. Only 13.6% strongly agreed to this point on the contrary, one-third of them think those not to be outcome-based.

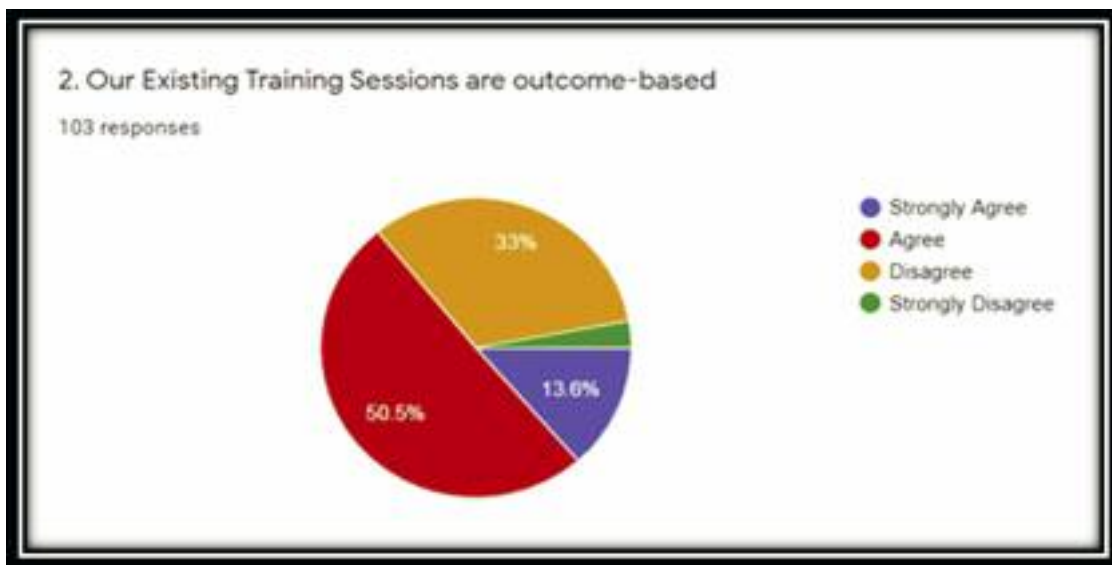


Image 10: Response regarding Outcome-based Sessions

- **SESSION PLANNING:** Image 11 depicts that half of the respondents disagrees on the statement that existing training sessions are well-planned. In addition, another 22% accounts for strongly disagree on the statement. So, it can be said that existing training sessions are not well planned. While talking with the faculties of BCSAA, few of them admitted the point.



Image 11: Response regarding Existing session planning

- **FULFILMENT OF TIMELY DEMAND:** In image 12, existing training sessions can fulfil the demand to be a world-class bureaucrat- the statement is denied by almost half of the respondents. Moreover, 15.5% of them vehemently denied the statement. Only one-third of them agree with the point.

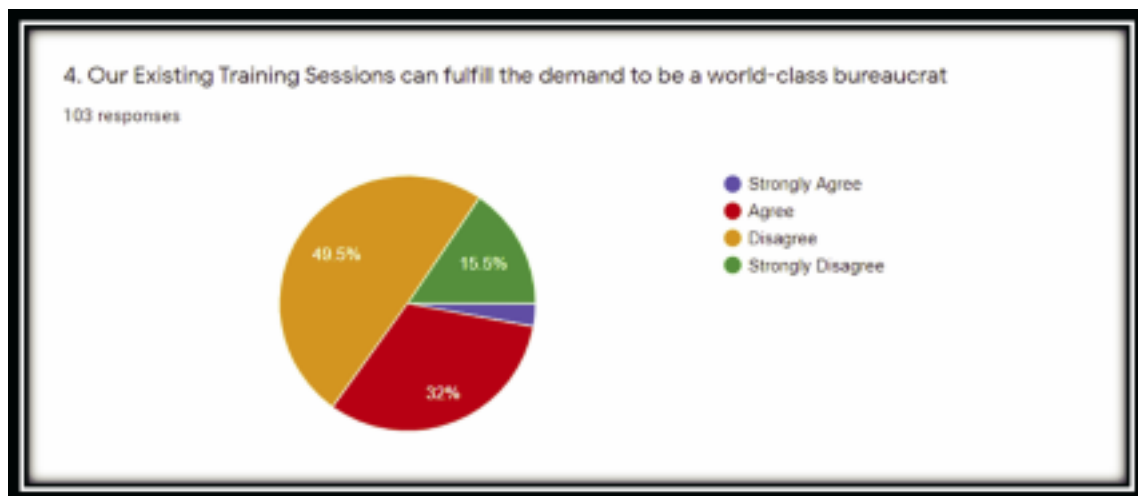


Image 12: Response regarding Fulfilment of Timely Demand

- **SERVICE LENGTH WHILE IMPARTING TRAINING:** From image 13, we noticed that four quadrants represent almost similar percentage. It is a quite optimistic sign because we have got respondents who got the training opportunity not only at the beginning of their service but also at later years. There were trainees who have their training on their 2<sup>nd</sup>, 3<sup>rd</sup>, 4<sup>th</sup> or even later years of the service.

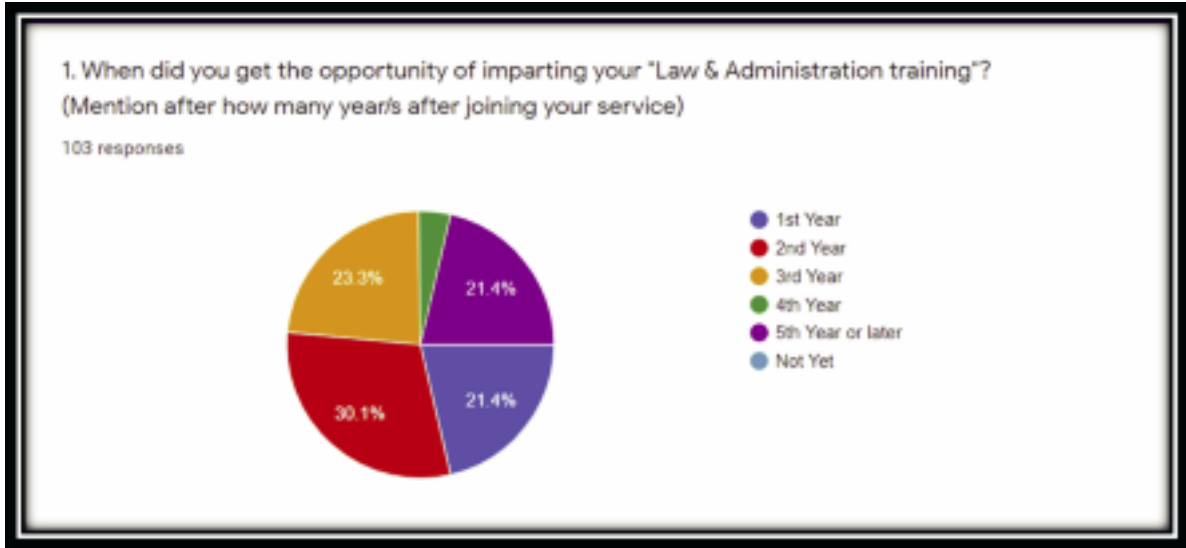


Image 13: Response Regarding Service Length While Imparting Training

- **OPTIMUM SERVICE LENGTH FOR IMPARTING LAC:** From image 14, we have seen that 48.5% of the respondents think this training should be provided at the beginning of their service. 23.3% accounts for the respondents who think this training has to be provided after 6 months of joining the service. An almost equal portion of them opines that this should be after 1 year. They suggested for providing this training after a few months of orientation in field administration so that it can create a sense of urgency to learn.

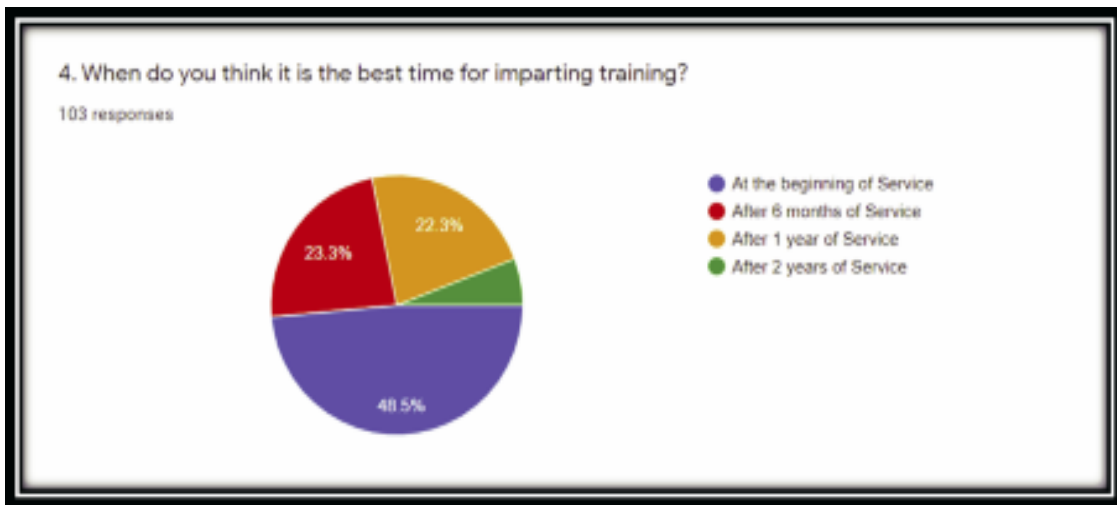


Image 14: Response Regarding Best Time for Imparting Training

- **LECTURE-BASED TRAINING METHOD:** From image 15 what we see, the responses from this question have made it clear enough to state that lecture-based training pattern is the least popular and perhaps most ineffective of all the training methods. 79% of respondents do not think that lecture-based training is enough for providing proper training, and it also calls the effectiveness of lecture method as a training method in question.

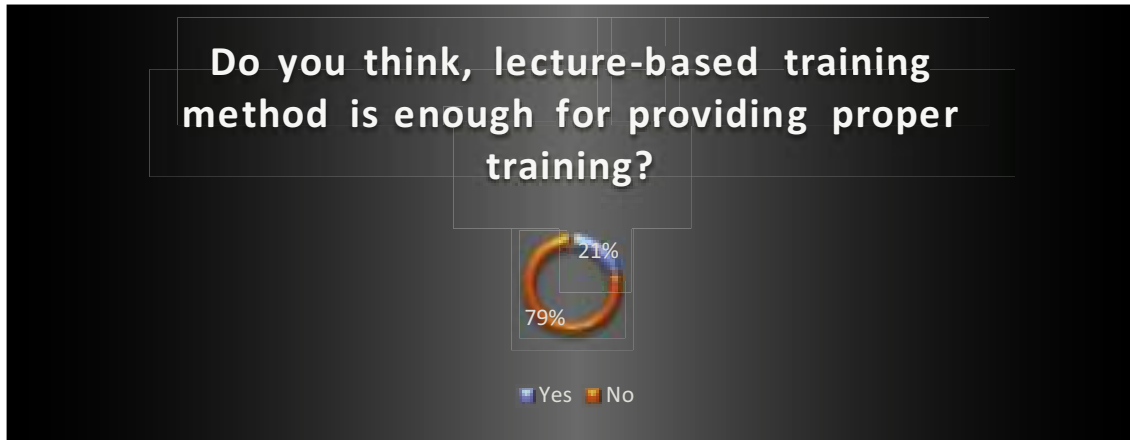


Image 15: Response Regarding of lecture-based training

- **Open-ended Questions:**

Apart from the findings derived from the survey questionnaire, a few more points were apparent from the interviews. Those are described in following manner:

**The major gaps in different areas for the three levels of BCS (Administration) Cadre officers:**

Gap Areas	Probationer officers	Mid-level Officers	Top-level officers
<b>Knowledge</b>	Implementing Knowledge	Procedural Knowledge	Technological Knowledge
<b>Skills</b>	Executive Skills	Analytical/ Adaptive	Conceptualization Skills Planning Skills
<b>Attitude</b>	Towards Work and Organization	Logical	Towards Environment
<b>Performance</b>	Appraisal & Recognition	Application & Skills	Target Setting
<b>Policy</b>	Nil	Sensitization	International Scenario & Public Policy

**Table 4: Gap areas of Officials of Different Level**

**How we want to see our future young officials:**

	Professional	Strategic	Innovative
<b>Necessary Qualities of Future Civil Servants</b>	<ul style="list-style-type: none"> <li>Academically &amp; Professionally Qualified</li> <li>Independent</li> <li>Values Driven</li> <li>Ethical</li> </ul>	<ul style="list-style-type: none"> <li>Outcomes driven</li> <li>Evidence based</li> <li>Future Oriented</li> <li>Proactive</li> <li>Networked</li> </ul>	<ul style="list-style-type: none"> <li>Interactive</li> <li>Data Literate</li> <li>Citizen Centred</li> <li>Curious</li> <li>Insurgent</li> </ul>

**Table 5: Skills of Future Civil Servants**

**Relation between On the Job Training and BCSAA**

One year-long on the job training is one of the essential parts for a probationary officer of BCS (Administration) cadre. It is a kind of apprenticeship under the supervision of deputy commissioner of a district where young officers have their basic knowledge about the service and experience it practically. Nonetheless, the existence of this training is still in the reports only. Interviewees admit that most of the authorities are not putting necessary emphasis on this training. The Deputy Commissioner (DC) of Dhaka Mr. Abu Saleh Mohammed Ferdous Khan proposed a quantifiable evaluation system for on the job training by which every officer can be judged properly. Moreover, it can certainly make the training an effective one.

Badrun Nessa, Rector, BCSAA suggested that in order to make on-the-job training more fruitful for the trainee officers a linkage of this training with BCSAA should be established. She also said that the equal & supportive supervision of BCSAA would reap the best benefit from the training. However, Director (Administration) of BCSAA Dr. Subhash Chandra Biswas expressed his doubt whether the institution can supervise such a considerable number of officers across the country. He preferred to build up the institutional capacity of BCSAA before taking the responsibility.

**Loopholes in Existing Training Methods**

It is evident from image 9, 10 and 11 that existing training methods are not interactive, well-planned and not outcome-based. Besides, there are few loopholes found after discussing with policy-level officials and trainers of BCSAA:

- Intending to develop problem-solving skills of young officers, lecture-based method is somewhat ineffective. It is also unable to develop high-level cognitive skills, intellectual skills and attitudes as well.
- In most cases, it is a one-way method where immediate feedback is not available.
- It does not ensure equal participation in the learning process and amount of information received by trainees through lecture might vary from one trainee to another.
- It is such a process of delivering knowledge where trainees remain relatively inactive, and it does not allow trainees to recall a subject matter for a long time.
- It is a wastage of time for the trainees who already know what the topic is but do not know how to apply it.
- Existing methods are against the spirit of curiosity and inquisitiveness. Consequently, training sessions become boring and monotonous.

- They do not ensure effective learning as a result, and young officers are committing gross mistakes in their daily activities which can be detrimental to their career. On 11 March, 2020 while providing a verdict on a writ filed against a mobile court the division bench of Justice Sheikh Hasan Arif and Justice Md. Mahmud Hasan Talukder said, ‘the magistrates have a very little knowledge of the law. They need proper training (Daily Inquilab, 2020)’.

### Appropriate Training Methods

Bearing above mentioned factors in mind, the experts recommended two of the methods to be added in teaching as much as possible. One is Case Study, and another one is management games. The case study involves a real-time problem based on a theoretical or legal provision. It requires extraordinary ability both in the development of quality case studies and in their application. On the other hand, management games are operated without a feeling by trainees that they cannot apply their experience. The participants recognize that these games expand their ability and techniques of analysis, enabling more significant interaction of functions and decision-making in the condition of uncertainty and promoted working as a team.

Besides, we have found that the most used training methods in LBSNAA are:

- **Case study method,**
- **Exercises,**
- **Management games,**
- **Group Study methods and**
- **Classroom instructions.**

Similarly, in Korea, they use the following methods for effective learning:

- **Internal knowledge-sharing events,**
- **E-learning,**
- **Audiotapes and videos,**
- **Mentoring and buddying schemes,**
- **Coaching by external practitioners,**
- **Job rotation**

After scrutinizing teaching methods used in LBSNAA & COTI, receiving responses from the survey & consulting with more than dozens of expert in the knowledge & skill areas taught in LAC, we have found following sets of methods accordingly:

Module No	Name of The Modules	Suggested Methods
M-01	Manners, Etiquettes and Protocol	Exercise, Role-Play, Simulation
M-02	Jurisprudence and the Constitution of Bangladesh	Lecture, Exercise, Flipped Classroom
M-03	Laws Relating to Criminal Procedure	Role-Play, Case Study, Simulation, Exercise
M-04	Mobile Court, Magisterial Responsibilities and Minor Acts	Role Play, Order Sheet Writing Practice, Flipped Classroom

Module No	Name of The Modules	Suggested Methods
M-05	Land Laws	Case Study, Exercise, Flipped Classroom
M-06	Land Administration and Management	Role-Play, Case Study, Exercise, Simulation
M-07	Civil Laws	Case Study, Presentation, Exercise
M-08	Administrative Rules and Procedure	Management Games, Case Study, Role-Play, Exercise, Policy Analysis
M-09	Development Plans and Practices	Discussion, Group Work, Case Study, Policy Paper Analysis
M-10	Public Administration and Management	Discussion, Management Games, Presentation, Simulation, Policy Paper Analysis
M-11	Project Management	Case Study, Group Work, Role-Play, Exercise
M-12	Public Procurement	Case Study, Group Work, Role-Play, Exercise
M-13	E-governance and Innovation in Public Management	Video Lesson, Role-play, Simulation, Mentoring, Management Games
M-14	English Language Skills	Flipped Classroom, Exercise, Simulation

**Table 6: Appropriate Training Methods Suggested by Experts**

### Factors Affecting Training Methods

The effectiveness of training methods largely depends on plenty of things. It also requires proper planning that takes care of all the training-related activities. Unfortunately, such planning is a bit weak in Bangladesh Civil Service Administration Academy (BCSAA). The MoPA, the mother agency, accords little or no emphasis on such planning and manages somewhat arbitrarily about human resources. The system of training developed here has failed to advance the situation in the count of efficacy and performance. It is still held up with old baggage in the spheres like the objective of training, training content, training techniques and training evaluation system and consequently, it has been unsuccessful to emerge as a “hub of excellence”. There is no systematic Training Need Assessment (TNA) of trainees done by BCSAA. TNA is usually taken for granted by BCSAA and trainees are nominated somewhat capriciously.

What is more, there are several other factors which have been identified as crucial factors to make a

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training method fully effective. Those are:

- Quality of Trainers
- Quality Guest Speakers
- Updated Training Curricula
- Trainers Manual
- Trainees Manual
- Reading Materials
- Systematic Monitoring
- Systematic Evaluation

## Recommendations

How far this formal and regulated training at the Academy is important for the future civil servants and what purposes are served by it is to be replied with regards to the inquiry: can any arrangement of training be anticipated a generalist Civil Service like BCS (Administration) cadre? There is no vagueness about a training program for the workforce who have a clear and concrete set of responsibilities. The aptitudes required for such work can be taught in a training program. The specialist general services like Police, Tax, Postal, Railways, Audit and Accounts are given training which has a stable connection between the training program and the activities which authorities will perform. As there is no clear-cut chart of the job description of a BCS (Administration) cadre official, he/ she finds it difficult to relate his training at the Academy with his future assignment. Following points hit the minds of the trainees at the Academy frequently:

- The purpose of this training
- The relationship of this training with their future job assignments
- Nature of training theoretical or practical
- Is it an extension of University classes?
- The LAC needs reform intending to overcome the problems stated above. Existing training is not connected to on-the-job training which minimizes the effectiveness of the training. The time-span of training has to be 16 months in place of the current practice of keeping the trainee for five months at the Academy. It should comprise of four parts –



**Image 16: Proposed Time Span for LAC**

- All undertakings must be made to

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reorient the concentration to the objectives of “adult learning” and conceiving appropriate methods to sufficiently attract the Trainees, both inside and outside the classroom. Even more expressly, we propose the accompanying for making training strategies more effective:

- ✓ The profound dependence on lecture based method must be decreased and the utilization of contextual analysis or case study technique, workshops, role plays, films, simulation, management games and group work must be essentially expanded as a major aspect of “mixed learning”.
  - ✓ The Academy should look to saddle the advantages of ICT and include the instructional method of “flipped classroom” wherein lectures are webcast or accessible for web based view and class time is used for seminars to accommodate closer and more serious conversation to encourage greater learning.
  - ✓ Entry-level testing in basic service norms ought to be done just after the starting of the LAC to address the individual training gaps in each Officer Trainee. Extra classes might be sorted out outside of class hours for weaker Trainees in the initial weeks of the course. A portion of the more capable Officer Trainees might be engaged with peer coaching.
  - ✓ Specific time ought to be assigned for self-study/group work in an organized way to foster better internalization of training inputs.
  - ✓ View Exchange Seminars and Seminars on TOTs should be arranged by BCSAA at regular intervals with in-house and guest speakers.
- On the other hand, training method is a single link of a chain. There are many links which are connected to it and determine how effectively teaching methods are imposed. So, all these links are very crucial to ensure proper implementation of the training methods. Potential links are described in short:

- **Ensuring Quality Trainers & Recruiting Academic Faculty:** Jahan & Monem (2014) stated that civil service training institutes like BCSAA lacks of competent and well trained instructors. On top of that, the trainers lack of professionalism. They identified few reasons for this problem;

Firstly, qualified civil servants treat the posting as a punishment,

Secondly, there is no specialized skill development training for the faculties of BCSAA within the country let alone in foreign institutes,

Thirdly, trainers work here for a short period of time and their commitment is likely to be low.

So, MoPA should address these burning issues with a view to bringing out realistic solutions for the greater interest of civil service. Following steps can be considered:

- **Increasing Facilities for Faculties:** **First of all**, facilities should be increased for the trainers which will make the posting appealing to officers. For illustration, officers working in LBSNAA are rewarded with 30% of the basic pay and a rent free house.
- **Recruiting In-House Fellow: Similar to LBSNAA**, few posts like-
  - Professor (Criminal laws, Land laws, Public Policy, Foreign Language etc.)

- Programmer
- Research Officer
- Publication Officer have to be preserved for external recruitment other than deputation. Special efforts must be made to attract top quality academic faculty from higher education institutions of national repute.
- **Forming Committee/ Policy for Posting in Training Institutes:** A committee can be formed to find out the benchmarks (background, experience, academic excellence etc.) for posting in training institutes like BPATC or BCSAA. Only the officers who are recommended by the committee will be posted there.

In addition, the current faculty strength must be reviewed by Ministry of Public Administration. Concerted efforts must be made to create a healthy blend of serving practitioners drawn predominantly from BCS (Administration) with academic faculty.

- **Ensuring Sufficient Manpower:** There is a need to appoint extra subordinate officials to release routine administrative tasks of the Academy. This would permit the instructors to concentrate on the more basic parts of training and to make progress toward consistent improvement in both the content and conveyance of guidance at the Academy.
- **Inviting Quality Guest Speakers:** Owing to scarcity of professional trainers, BCSAA has to depend profoundly on ‘guest speakers’ and it causes multifarious problems like rescheduling of the sessions and replacement of incompetent trainers (Kabir and Baniamin, 2012). This does not solve the problem of quality instructors all the time because guest speakers themselves are not qualified each time. There is no standard procedure of inviting guest speakers in the Academy. For that reason, guest speakers are invited whimsically serving personal interest of the course coordinators or other relevant faculties. To ensure the quality of guest speakers, there must be a committee headed by the Rector who will prepare a ‘Resource Pool’ for different subject areas taught in the Academy.
- **Trainer’s & Trainee’s Manual:** There should be a trainers manual containing following ingredients:
  - Learning points
  - Objectives
  - Methods of Teaching
  - Standard Power point Slides having basics of that course
  - Reading Resources/ Video Resources
  - Exercises/ Case Studies with answer
  - Evaluation Process

This manual must be provided to the guest speaker at least a week ahead of the class.

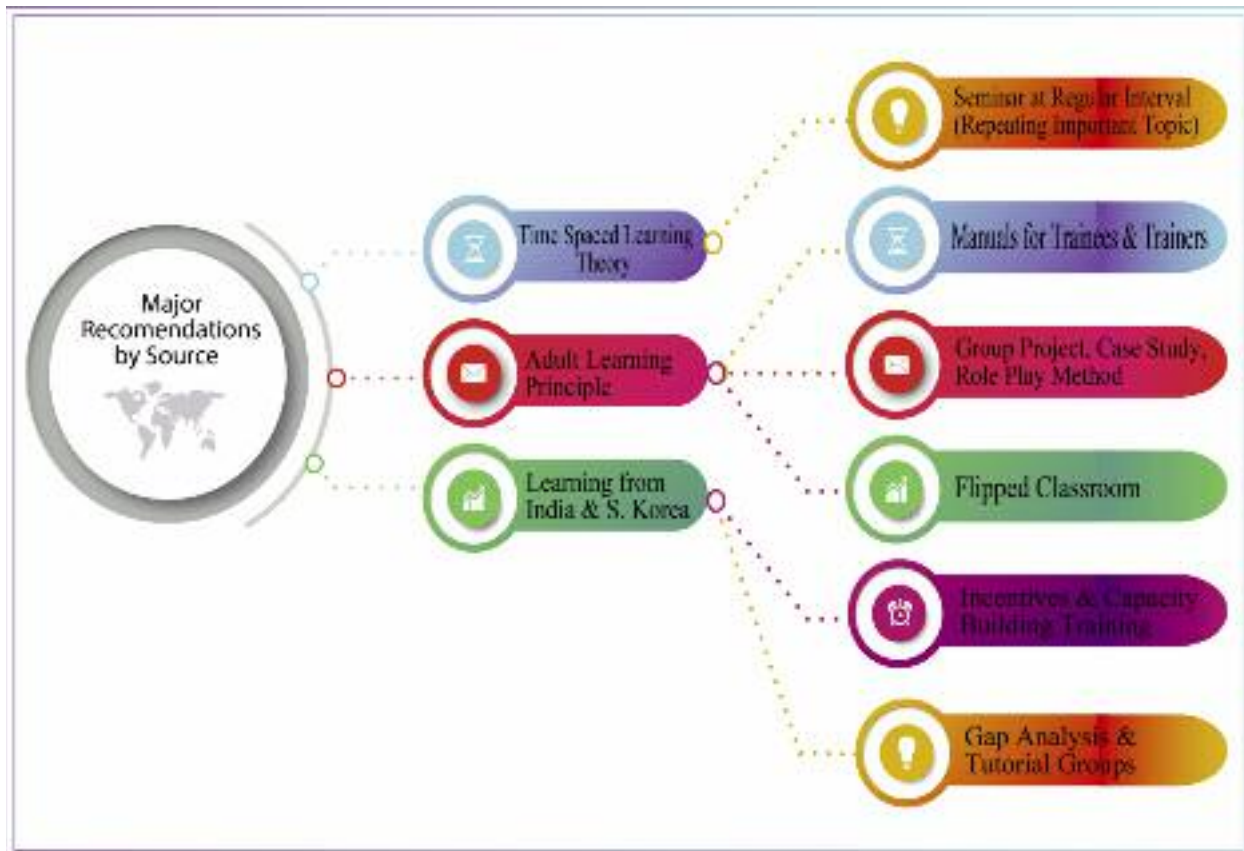
- **Gap Analysis:** A Gap Analysis of trainees ought to be undeniably completed 30 days before the initiation of the LAC. BCSAA should do it in a structured way and it can be taken through an online survey and would help BCSAA to prepare individual strategy for overcoming skill gaps of each probationer. It would also guarantee more prominent customization of training inputs.

- **Tutorial Groups:** According to the result of gap analysis survey, several tutorial groups can be formed under supervision of individual instructors. A specific charter of duties should be prepared for the instructors. Along with regular academic activities, they will work with individual problem of the trainee to fill up their gap areas in line with the charter of duties.



**Image 17: Links with Successful Application of Training**

Stress needs to be laid on expedient attention regarding public complaints and successful disposal of cases. The main emphasis in training should be to create in the probationers a viewpoint of administration without any sentiments of bossism or bureaucratic attitude. The achievement or disappointment of a training program must not be assessed by holding positions in the examinations and getting a foreign exposure tour as is the tradition now. Assessment of the effect of training program on the trainees ought to be finished by the faculties of the Academy. The arrangement of assessment of the training program by written examination is an unmistakable Bangladeshi contribution and ought to be minimised at the soonest.



**Image 18: Major Recommendations by Source**

Considering adult learning principles, time spaced learning theory and modern training methodologies, a sample guideline for module 8 of LAC is prepared with the consultation provided by the Lecturer of Institute of Education and Research (IER) under University of Chittagong Rajib Ahmed Faisal and Director of BCSAA Dr. Dewan Muhammad Humayun Kabir. The proposed guideline consists of both lecture sessions and seminar sessions. The lectures will introduce relevant concepts and theories and illustrate these with practical examples - building upon the material covered in the associated readings. Each lecture will include a ten minute break and will allow time for questions and discussion. Besides, it will include flipped classroom method where applies. On the other hand, all the lectures are split into seminars (Image 19) for time spaced repetition of the topics and ensuring active participation of the trainees. The seminars are designed to encourage experiential learning through a mix of simulation games, case studies, group presentations and class discussion.

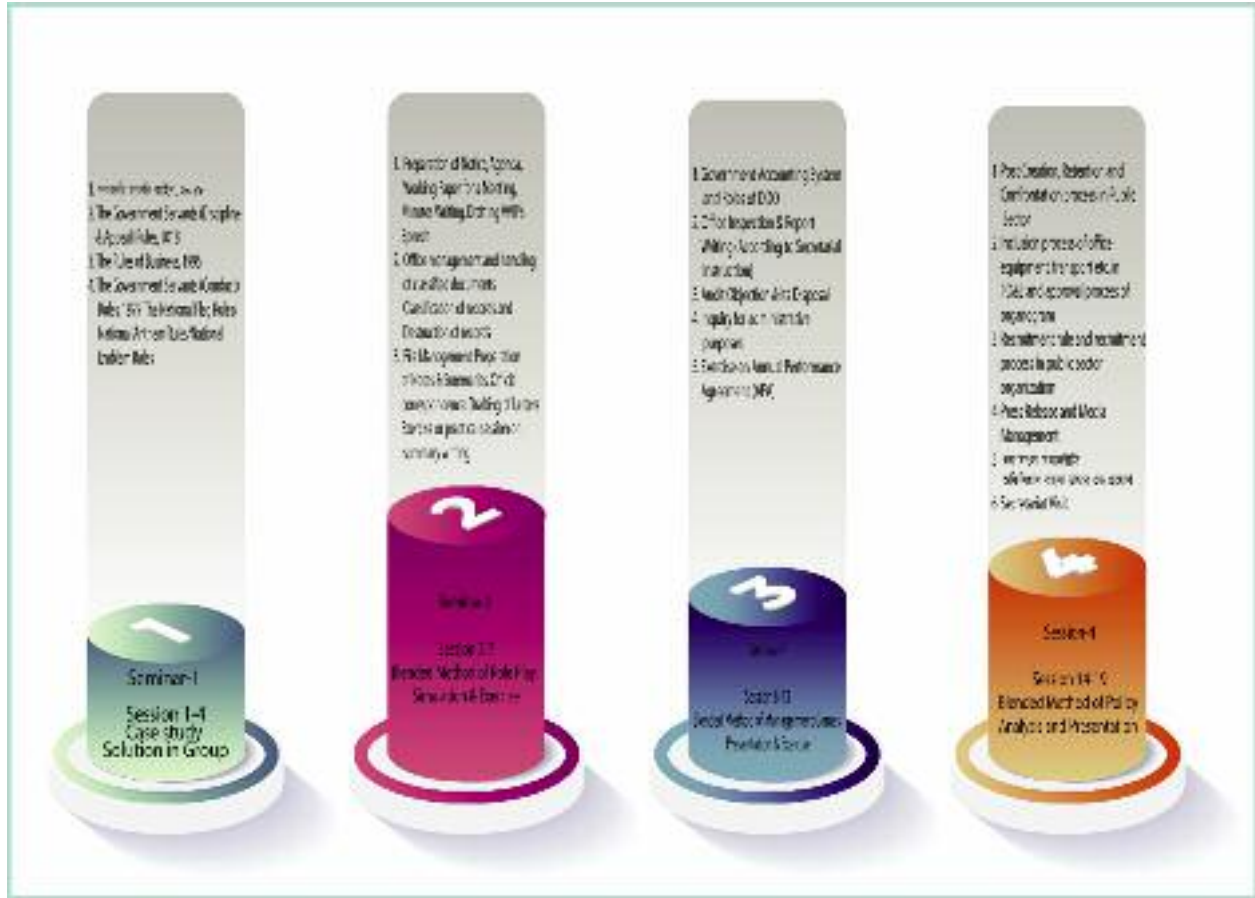


Image 19: Lectures Split into Seminars for Module 8

**Conclusion:**

There is a popular myth that rulers and administrators are born has been supplanted by the reality that an appropriate arrangement of training is basic to create abilities and capacities of organization among the public administrators. With progression of democratic qualities and beliefs, the distinguished idea that individuals with blue blood have acquired the normal ability to administer has offered path to the input that training can make great administrators (Bhambhri, C.P., 1970).

Regarding first secondary research objective ‘to investigate existing loopholes in existing training methodologies for Bangladesh Civil Service Administration cadre officials’, what is seen here, the effectiveness of a training institute relies on addressing multifarious issues raised from its training network. All the aforesaid problems of BCSAA are derived from its training network. Training techniques in LAC is more or less out-dated and these have failed to serve the main purpose of inspiring trainees to learn and apply what they have learnt. In a consequence, trainee officers returning to their work stations cannot contribute to rendering service to the people as they cannot apply properly their acquired knowledge from the training institute.

Second subordinate research objective is to incorporate training methodologies of world’s best civil service training institutes relevant in the context of Bangladesh. In order to modify our present training method, we thoroughly investigated training methods of COTI, South Korea and LBSNAA, India. After conducting an intense study on both the training institutes, it was found that their training curricula are according to their government’s policy guided. Besides, they put as less emphasis as they can on lecture

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method of guiding training. Rather, they use case study, group study, management games, e learning, mentoring and buddying schemes and coaching by external practitioners as their training methods.

Third subsidiary research objective is to provide detail recommendations for the law & administration training course to build up a set of civil service leaders needed for vision 2041. Skills like project management, procurement and contract management, network management, negotiation and information technology have got more importance than ever before. To construct a developed nation, these skills must be taught to our future leaders.

Considering the prime research objective: to find out appropriate training methodologies required for providing young BCS (Administration) cadre officers with a global standard knowledge & skills, what is found can be a great lesson for BCSAA in formulating its training guidelines and teaching skills to young officers of BCS (Administration) cadre. Not only this, it will help the institution to ensure an effective training for the officers which can enable them to transfer the knowledge from classroom to the workstation. After a thorough consultation with training experts and going through the training methods of world famous training institutes like LBSNAA and COTI, it is found that methods like case study, management games, e learning and role playing should be incorporated by BCSAA as much as they can. However, all endeavours must be made to reorient the concentration to the goals of “adult learning” and conceiving appropriate techniques to adequately draw in the trainees, both inside and outside the classroom.

To finish up, formal and institutionalized training for BCS (Administration) cadre raises few issues, the solutions of which are yet to be found. A few challenges are inborn in any training for the generalist civil service. It doesn't imply that the formal and systematized arrangement of training ought to be adjusted for on-the-job training. The Law and Administration Training of BCS (Administration) cadre officials must be seen as a critical national undertaking and little effort ought to be spared by both the Academy and MoPA towards guaranteeing its fruitful conduct and conveyance. The conveyance of quality training at the Academy will, without a doubt, have a cascading impact on the training of other civil services that have ordinarily seen BCSAA as the model in the field of training government servants in the country. Critically, this would go far in understanding the vision of Bangabandhu, the Father of Bengali nation, for building up an expert and objective civil service that would keep the nation flawless and moving forward in a good direction.

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Motor Drivers Training Programme of Bangladesh Road Transport Corporation:  
**An Evaluation from the Perspective of  
National Skills Development Policy 2011**

Dr. Nasim Ahmed\*

**Abstract**

The paper evaluates the extent, adaptability, relevance and compatibility of motor driving programmes of Bangladesh Road Transport Corporation (BRTC) with the mission, objectives, and focus of the National Skills Development Policy 2011. With this end in view, the structure, process, performance of training during 2010 to 2020 were taken into consideration and documentation. It is revealed that the number of trainees increased gradually and rose to its peak in the year 2019 and plummeted in 2020 due to the Covid-19 pandemic. It is empirically observed that only 7 percent were female trainees compared to their male counterparts. Training targets under the Annual Performance Agreement during 2014-15 to 2019-20 were mostly achieved. Thirty percent of the 361 successful trainees selected randomly has been employed in the public and private sector. The training contributed to overseas employment as well. The satisfaction level of sample respondents about the quality of training facilities and trainers were rated between very good to low with no excellent grading. It is demonstrated that the training programmes are reasonably adaptive, compatible and have relevance with the major objectives and focus of the policy under study. In the end, lack of digital technical devices, cut section models, driving simulators, new model auto vehicles, fund shortage, and a dearth of experienced certified trainers were identified as major challenges towards effectively achieving the objectives of the training programmes in comparison with that of the National Skills Development Policy 2011.

*Keywords: POLICY EVALUATION; SKILLS DEVELOPMENT; TRAINING; MOTOR DRIVERS*

**1.0 Introduction**

National Skills Development Policy 2011 was formulated to guide skill development strategies and facilitate improved coordination of all elements of skills training and the parties involved. The policy was expected to contribute to the implementation of other economic, employment, and social policies so that Bangladesh can achieve its goal of attaining middle-income status (MoE 2012). Bangladesh Road Transport Corporation (BRTC) has been playing a growing role in human resource development by providing vocational skills training through its institutional capacities. The organization is contributing to human resource development through imparting drivers training programme, which is compatible with the mission, objectives, and focus of the National Skills Development Policy 2011. Hence, it would be worthwhile to explore and assess the performance of BRTC drivers training programme to evaluate its effectiveness with relevance to the policy. This would add an empirical research value to the country's skills development in general and to the transport sector in particular.

**1.1 Research Problem**

Within its area of 147,570 square kilometers, Bangladesh has 2,130,208 km of roads and highways where a large number of motor vehicles ply every day. According to Bangladesh Police, 71,875 persons died in road accidents in the last 25 years (1994- July 2019) (SEIP, MoF 2020). In 2019, at least 5227 people were killed and 6953 injured in 4702 road accidents across the country (Kundu et. al, 2020). One study of the Accident Research Institute (ARI) of Bangladesh University of Engineering and Technology (BUET) reveals that around 64% of the accident occurred due to a lack of awareness and low skill of the drivers

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(SEIP 2018). Up to June 2019, 40,12,131 vehicles have been registered with the Bangladesh Road Transport Authority (BRTA), whereas 34,12,538 smart card driving licenses have been issued during the same period (BRTA 2020: 32 - 42). The statistics reflect a huge gap between the number of vehicles registered and the number of digitally licensed drivers in the country. It is empirically observed that lack of training and low skill level of drivers are major reasons for the increasing number of road accidents in Bangladesh (Afsari and Rahman 2018 and Sharmeen and Islam 2011). In this context, it is assumed that improving the skill level of drivers through proper training can significantly reduce the number of accidents, and thus a safe and secure road infrastructure can be developed.

Bangladesh's government has given priority to skills training in the transport sector as there is a high demand for skilled drivers at home and abroad. During 2014 – 2019, the demand of 72,414 drivers (all category, light, heavy, others) came from the middle-east Arab countries for recruitment. Apart from carrying passengers and cargo, BRTC is playing a significant role in making efficient drivers and mechanics who render their service to different organizations at home and abroad. Its mission is to enhance passenger service facilities by adding more modern vehicles to BRTC's fleet, providing skilled manpower in the transport sector, and building up a safe, modern, and comfortable mass-transport system through enhancing service quality in passenger and cargo transportation (Bangladesh National Parliament 2020). Two major objectives of BRTC are (1) to train unemployed youth on motor vehicle driving and make them an automobile mechanic and (2) to help in creating opportunities for efficient and effective manpower for the road transport sector (BRTC 2019). Hence an empirical study on the structure, process, and effectiveness of the drivers training programme of BRTC concerning the mission, objectives, and focus of the National Skills Development Policy 2011 is warranted.

## **1.2 Rationale of the Research**

An academic study to assess the performance and effectiveness of BRTC regarding driver training in line with the mission, objectives, and focus of the National Skills Development Policy 2011 has not been conducted. Hence, evaluating the performance and effectiveness of BRTC is critical to the skills and human resource development of the country. This is a pioneering study linking the drivers training program of BRTC with the mission, objectives, and focus of the policy. Moreover, the present study would create avenues for future research particularly for the outcome of the training regarding human resource development, employment generation, foreign remittance, reducing accidents, and enabling safe roads.

## **1.3 Objective of the Study**

Against the backdrop, the objective of the study is:

1.3.1 To explore and assess the process, performance, effectiveness, and challenges of BRTC's drivers' training programme about the mission, objectives, and focus of the National Skills Development Policy 2011.

## **1.4 Research Questions**

Keeping in line with the above research problem, rationale, and objective, the pertinent research questions would be:

1.4.1 How (structure, process) has the training programme progressed?

1.4.2. To what extent (performance, immediate output, adaptability, and relevance to the policy) is the training programme related to and

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<sup>1</sup> Gathered from the Ministry of Expatriate Welfare and Overseas Employment, Dhaka. Date: 02 November 2020.

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relevant to with the mission, objectives, and focus of the National Skills Development Policy 2011?

1.4.3. Which factors have posed challenges to effective training?

## **1.5 Limitation**

The study has been conducted during the busy class schedule of the 95<sup>th</sup> Senior Staff Course (18 October to 01 December 2020) of the Bangladesh Public Administration Training Center (BPATC) in a Covid-19 pandemic situation. Hence, lack of time and precautionary health safety measures were major drawbacks for collection, interpretation, and analysis of primary as well as secondary data. Although evaluating the long-term outcome like employment generation, foreign remittance, reducing accidents and enabling safe roads, etc. were required to do a meaningful evaluation study, these were kept outside of the scope of research because of time constraints and the absence of reasonable secondary data. Moreover, it was a costly venture to do an in-depth study addressing the outcome.

## **1.6 Research Approach and Methodology**

A qualitative research approach was employed in the study. As Creswell (1994: 145) pointed out that there are six assumptions in qualitative designs, and qualitative researchers are concerned primarily with (1) process, (2) interest in meaning - how people make sense of their lives, experience, (3) the researcher is the primary instrument for data collection and analysis, (4) it involves fieldwork, (5) is descriptive in that the researcher is interested in the process, meaning and understanding gained through words or pictures, (6) qualitative research is inductive. In line with the above observations, a qualitative approach was considered appropriate for dealing with the objectives and research questions of the study.

Qualitative research generally emphasizes words rather than quantification in the collection and analysis of data involving so many variables. The objective is to capture the meaning of experience in the participants' own words (Rossman and Marshall 2006: 51-55). While a typical quantitative research project identifies and investigates the impact of only a few variables, qualitative strategy attempts to explore a host of factors that influence an issue (Hancock and Algozzine 2006: 8).

Content analysis through conceptual and relational analysis of facts and figures has been done. Content analysis is a widely used research method, which is compatible with a qualitative research strategy (Hsieh,et.al, 2005) that facilitates systematic and reliable interpretation of facts and information so that generalizations can be made from them about the categories of interest to the researcher.

Field research is often labeled as qualitative research (Miller and Crabtree 1992: 5). Interviews are a common form of data collection in qualitative research. It helps the researcher to attain rich, personalized information (Hancock and Algozzine 2006: 39). The interview is a good way of accessing people's perceptions, meanings, definitions of situations, and construction of reality (Punch 1998: 174-175).

However, because of insufficient time, the study was mostly based on secondary data supplemented by occasional primary data. Secondary data was collected from different sources: public and private offices and libraries in Dhaka along with internet sources. Primary data was collected through telephonic interviews (following unstructured open-ended questionnaires) of 10 respondents involved in the training process: government officials, drivers, other stakeholders as interview helps the researcher to attain rich, personalized information (Hancock and Algozzine 2006: 39). A structured closed-end brief questionnaire was also circulated to 30 trainees and 361 trainees were called by mobiles who completed training during the last three years on a random basis engaging two training institutes of BRTC to assess the trainee

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satisfaction and trace out their current employment status. Data has been interpreted and analysed in descriptive form supplemented by primary quantifiable data and statistical information as most qualitative researchers do.

### **1.7 Scope of the Study**

Although drivers training programme of BRTC had started during mid-seventies, training process and data of last ten years beginning from 2010 to 2020 was brought under the focus of the study to assess its relevance and compatibility with the National Skills Development Policy 2011, as the policy has been put to practice since 2012.

### **1.8 Organisation of the Paper**

Section one has described the research problem, rationale, objectives, research questions, methodology, limitation, and scope of the study. A brief conceptual framework has been designed in section two. Sections three and four provide salient features of the National Skills Development Policy 2011 and the BRTC training programmes respectively. Section five interprets and analyses the findings. Major challenges have been identified in section six. Finally, section seven concludes.

## **2.0 Definition and Conceptual Framework**

In any discussion of policy evaluation, the task of definition and conceptual discussion is important, because scholars or researchers might conceive different terms in somewhat different ways (Baum 1981: 39). Definition and conceptual discussion relevant to the topic would facilitate the organization of the paper.

### **2.1 Policy Evaluation**

“Evaluation is the process of determining the merit, worth and value of things” (Scriven 1991: 1 cited in Vedung 1997: 2). Vedung (1997: 3) defines evaluation as ‘careful retrospective assessment of the merit, worth, and value of administration, output, and outcome of government interventions, which is intended to play a role in future, practical action situations’. Therefore, the concept of ‘policy evaluation’ refers broadly to the process of finding out about a public policy in action, the means being employed and the objectives being served (Howlett and Ramesh 1995: 168). David Nachmias defines policy evaluation as ‘the objective systematic, empirical examination of the effects ongoing policies and public programs have on their targets in terms of the goals they are meant to achieve’ (Nachmias cited in Howlett and Ramesh 1995: 169). Therefore, policy evaluation takes into consideration the objectives or goals of the policy. Evaluation can be of many types depending on the objectives and forms of evaluation. According to Howlett and Ramesh (1995) evaluation can follow different forms. These are (1) *Effort Evaluation*, (2) *Performance Evaluation*, (3) *Adequacy of Performance Evaluation*, (4) *Efficiency Evaluation*, and (5) *Process Evaluation*.

#### **2.1.1 Evaluation Criteria**

Developing adequate and acceptable measures for policy evaluation is a difficult and contentious task, as many authors have noted (Howlett and Ramesh 1995: 169). There is acrimonious disagreement on the methodological foundation and practical orientation of evaluation research (Vedung 1997: 35). Evaluation

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<sup>2</sup> Eight respondents spoke on condition of anonymity.

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criteria may differ markedly and they can also be distinguished by where they focus on either policy outputs or eventual outcomes, or both (Mazmanian and Sabatier 1983: 9-10).

On the issue of evaluative criteria, most research has begun with the formal objectives enunciated in the original statute or policy. This is to be expected, given the historical preoccupation of much implementation research with assessing the extent of goal attainment and analysing the reasons for the inability of major policy initiatives to attain their stated objectives. The focus on policy objectives has also revealed their frequent ambiguity and inconsistency and the consequent adjustments that must be made during the implementation process (Mazmanian and Sabatier 1983: 10).

Another frequently employed evaluation criterion, particularly in regulatory policy, is benefit-cost analysis. In most cases, the benefits of the program are calculated in terms of the policy's stated goals. Although benefit-cost analysis invariably runs into problems of accurately estimating both benefits and costs and of estimating the probable effects of alternative programs, they have the advantage of highlighting explicitly the fiscal constraints which are, at least implicitly, part of most policy decisions (Mazmanian and Sabatier 1983: 10).

Furthermore, studies sometimes use an evaluative criterion largely unrelated to prescribed goals. This may be taken from the researcher's value preferences, such as the program's effects on the poor, or the program's effects on other societal goals (Mazmanian and Sabatier 1983: 10).

OECD (2020) has identified the following criteria:

*(a) Relevance*

The extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, global priorities, and partners' and donors' policies.

*(b) Efficiency*

A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results.

*(c) Effectiveness*

The extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance.

*(d) Impacts*

The positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended.

*(e) Sustainability*

The continuation of benefits from a development intervention after major development assistance has been completed. The probability of long-term benefits. The resilience to risk of the net benefit flows over time.

### **2.1.2 Evaluation Criteria for the Study**

Considering the above criteria, the present study can be labeled as an integration of performance, process, relevance, and effectiveness evaluation. The purpose of such integration was to give the reader a clear understanding of the effectiveness of the skills development training programmes employing different lenses of policy evaluation.

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### 3.0 Skills Development Policy 2011: Salient Features

The policy extends and builds on other major public policies such as the Education Policy 2009, the Non-Formal Education Policy 2006, the Youth Policy 2003, the National Training Policy 2008, and the National Skills Development Council (NSDC) Action Plan 2008. It was put to execution in 2012.

**3.1 Definition:** Skills development is defined as the full range of formal and non-formal vocational, technical, and skills-based education and training for employment and or self-employment. In keeping with international trends, skills development includes a. Pre-employment and livelihood skills training, including Technical Vocational Education and Training (TVET), apprenticeships and school-based TVET; b. Education and training for employed workers, including workplace training; and c. Employment oriented and job-related short courses not currently affiliated with Bangladesh Technical Education Board (BTEB) servicing both domestic and international markets.

### 3.2. Segments of the Policy

The skills development system in Bangladesh can be classified into four main segments:

- public (delivered to varying degrees by numerous ministries); (Drivers Training of BRTC falls within the segment)
- private (receive some form of government subsidy e.g. MPO and grants)
- private (commercial training institutions including madrashas);
- NGOs (non-for-profit institutions); and
- industry-based (institutions managed by industry and training delivered in the workplace, including apprenticeships).

### 3.3 Mission

The mission of the skills development system in Bangladesh is to support rapid and inclusive economic growth through:

- a. Enhancing individuals' employability (in wage/self-employment) and ability to adapt to changing technologies and labour markets;
- b. Improving the productivity and profitability of enterprises; and
- c. Strengthening national competitiveness and reducing poverty.

### 3.4 Objectives

Major objectives of the National Skills Development Policy 2011 are to:

- a. Provide a clear statement of the reform agenda and strategy for skills development in Bangladesh;
- b. Improve the quality and relevance of skills development in Bangladesh;
- c. Establish more flexible and responsive delivery mechanisms that better serve the needs of labour markets, individuals, and the community at large;

- 
- d. Improve access to skills development for various groups of citizens including women and people with disabilities, encourage participation in skills development by industry organisations, employers and workers and improve skills acquisition in communities; and
  - e. Enable more effective planning, coordination, and monitoring of skill development activities by different ministries, donors, industry, and public and private providers.

### **3.5 Propositions/ Focus**

The policy mission and objectives are based on the following major propositions/focus and premises:

- (a) Demand-Driven, Flexible and Responsive Training Provision
- (b) Competency Based Training & Assessment(CBT&A)
- (c) Accurate Skills and Labour Market Data for Planning and Monitoring
- (d) Competent and Certified Instructors and Trainers
- (e) Recognition of Prior Learning
- (f) Improved Access for Under-Represented Groups
- (g) Skills Development for Overseas Employment

### **4.0 Bangladesh Road Transport Corporation: Structure and Training Programmes**

Bangladesh Road Transport Corporation (BRTC) is a state-owned transport organization, which was established under the Road Transport Ordinance, Ordinance No. VII of 1961 to build a modern road transport system. Recently, Bangladesh Road Transport Corporation Act 2020, Act No. V of 2020 was promulgated and put to the action giving BRTC a solid legal framework. It is a body corporate and works under the Road Transport and Highways Division of the Ministry of Road Transport and Bridges. BRTC renders passenger and cargo services throughout the country by operating its different types of buses and trucks. BRTC is playing a significant role in making efficient drivers and mechanics who discharge their service to a different organization at home and abroad. At present, BRTC's installations comprise 19 bus and 02 truck depots, 20 training units (17 centers and 03 institutes), one Integrated Combined Workshops, and one Central Workshop.

#### **4.1 Vision**

Building a safe, modern, and comfortable state-owned Road Transport system.

#### **4.2 Mission**

Enhancing passenger service facilities through adding more modern vehicles to BRTC's fleet, providing skilled manpower in the transport sector, and to build up a safe, modern, and comfortable Mass-transport system through enhancing service quality in passenger and cargo transportation.

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<sup>3</sup> *Prior learning refers to a position where many citizens acquire skills and knowledge through work and other life experiences without access to formal education or training. To recognise the skills and knowledge acquired and provide enhanced pathways into further education and training, a system for the recognition of prior learning need to be introduced.*

### 4.3 Objectives

To provide fast, efficient, economic, reliable, comfortable, modern, and safe road transport services in the country.

### 4.4 Other objectives are

- (a) To play a strategic interventional role in the road transport sector and to render emergency services during times of natural calamity.
- (b) To play an interventional role in controlling road transport fare and freight charges.
- (c) To train unemployed youth on motor vehicle driving and as an automobile mechanic.
- (d) To help in creating opportunities for efficient and effective manpower for the road transport sector.

### 4.5 Structure of Training Programmes

BRTC is currently providing training in driving, motor mechanism, welding, denting, painting, etc. to create skilled manpower through its 20 training units (17 centres and 3 institutes).

### 4.6 Drivers Training Courses of BRTC

Name of Course	Duration of Course
Basic Driving (Heavy)	8 weeks
Upgrading Driving (Heavy)	4 weeks
Basic Driving (Light)	4 weeks
Upgrading Driving (Light)	2 weeks
Special Driving (Light)	4 weeks
Orientation Driving (Light and Heavy)	1 and 2 weeks

### 4.7 Drivers Training under Skill for Employment and Investment Programme (SEIP):

Apart from the above regular driving courses, BRTC has launched a drivers training programme for the poor and unemployed to make them able to work under the SEIP of the Finance Division. Through the programme 45,600 people would be imparted training in driving, vehicle maintenance, and language (English and Arabic) with government financial support in 3 training institutes and 17 training centers of BRTC within five years. Successful trainees would be issued with Bangladesh Road Transport Authority (BRTA) driving license after the competency test. Later on, successful trainees would be assisted to find overseas employment with the creation of a database for them.

## 4.8 Training Target under SEIP

Based on the institutional capacity assessment and demand for skilled drivers at home and abroad, it has been targeted that SEIP will impart motor driving training for 100,000 trainees through the different organizations in the following manner:

**Table:1**  
**Year-wise Target**

Institute <sup>1</sup>	Year-wise Target						Total
	2018	2019	2020	2021	2022	2023	
<b>BMET</b>	2,400	7,320	7,320	7,320	7,320	6,360	38,040
<b>BRTC</b>	6,600	8,100	8,100	7,600	7,600	7,600	45,600
<b>DTE</b>	-	2,760	2,760	2,760	2,760	2,760	13,800
<b>TTTI</b>	-	-	960	500	500	600	2,560
<b>Total</b>	<b>11,760</b>	<b>15,420</b>	<b>19,140</b>	<b>18,180</b>	<b>18,180</b>	<b>17,320</b>	<b>1,00,000</b>

Source: SEIP Project Office, Dhaka.

**Table: 2**  
**The target number of participants**

Org.	No. of TI	Number of Trainees			Total
		T1	T2	T3	
<b>BMET</b>	61 TTC	9720	7320	21000	<b>38040</b>
<b>BRTC</b>	19 TC	14700	8100	22800	<b>45600</b>
<b>DTE</b>	23 TSC	2760	2760	8280	<b>13800</b>
<b>TTTI</b>	1 TC	0	960	1600	<b>2560</b>
<b>Total</b>	<b>104</b>	<b>27180</b>	<b>19140</b>	<b>53680</b>	<b>100000</b>

Source: SEIP Project Office, Dhaka.

## 5.0 Findings, Interpretation, and Analysis of the Study

### 5.1 Training Performance and Effectiveness of BRTC

The following sub-sections depict a picture of performance and effectiveness.

### 5.2 Performance of BRTC Regular Driving Training Courses

During the last ten years (2010 to 2020) BRTC imparted the training of 75,949 trainees of all categories (light and heavy, male and female). Taka 21,12,80,753 was earned as revenue against a total expenditure of 21,76,22,376 incurring a cumulative loss of Taka 6341623 from 2015 to 2020. The training units went well regarding earning of revenue except the year 2020. The covid-19 pandemic put a heavy bearing upon

<sup>4</sup>Four months (360 hours) motor driving with basic maintenance, three sessions in a year, four months in each session.

<sup>5</sup> BMET- Bureau of Manpower Employment and Training

DTE - Directorate of Technical Education

TTTI - Trust Technical Training Institute

revenue proceedings that made the progressing negative in 2020. The number of participants dropped to one-third of the average of previous years. Performance and efficiency were satisfactory as far as the number of trainees and revenue proceedings were concerned except for the year 2020.

**Table: 3**

**Number of Trainees of BRTC from August 2010 to August 2020**

Number of Training Institutes and Centers	Number of Trainees				Total
	Male (Light)	Female (Light)	Male (Heavy)	Female (Heavy)	
20	64851	4633	6463	2	75,949

Source: Technical Division, BRTC Head Office.

**Table:4**

**Year-wise Number of Trainees, Income and Expenditure of BRTC**

(In Taka)

Year	Number of Trainees		Total Number of Trainees	Total Income	Total Expenditure	Profit/Loss
	Male (Light)	Female (Light)				
Till August 2020	2314	169	2483	17155573	17853548	(-) 697975
2019	9562	551	10113	69395247	56625481	12769766
2018	7303	503	7806	54428451	48123672	6304779
2017	7537	577	8114	27627130	25493362	2133768
2016	7154	850	8004	45852380	38376308	7476072
2015	5562	435	5997	38091972	31150005	6941967
<b>Total</b>				<b>21,12,80,753</b>	<b>21,76,22,376</b>	<b>(-) 6341623</b>

Source: Technical Division, BRTC Head Office.

**Table: 5**

**Number of Driving Trainees of BRTC**

(From 2010 up to September 2020)

Year	Light Driving		Heavy Driving		Total
	Male	Female	Male	Female	
2010	7700	213	1617	0	9530
2011	5809	401	1171	0	7381
2012	4296	283	643	0	5222
2013	4157	390	533	0	5080
2014	4148	286	493	0	4927
2015	5562	435	446	02	6445
2016	7154	850	402	0	8406
2017	7537	577	336	0	8450
2018	7112	506	215	0	7833
2019	9345	545	515	0	10405
2020*	2799	221	92	0	3112
<b>Total</b>	<b>65619</b>	<b>4707</b>	<b>6463</b>	<b>02</b>	<b>76791</b>

\* Till September 2020

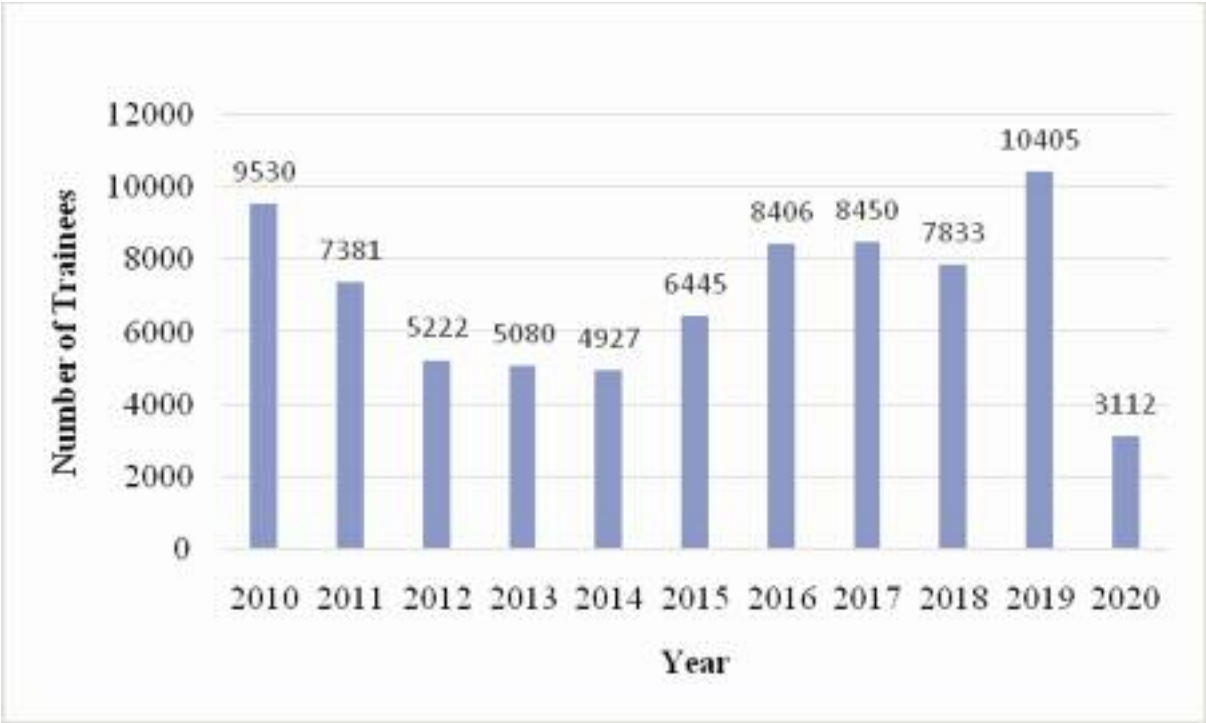
Source: Technical Division, BRTC Head Office.

Table: 5 shows that the number of trainees increased significantly in 2019 from previous positions except in the year 2020. The number, however, plummeted during 2012-14 then gradually reached a peak in 2019. The bar chart and line diagram (Fig: 1 and 2) depict the picture. Increase of course fee from Tk. 4500/- to Tk. 6000/- ( per person) was attributed to the fall as a major cause. A gradual increase in number since 2015 demonstrates the rising interest of trainees for BRTC training units showing a sign of training effectiveness. A total of 76,791 persons were trained during the last ten years (2010-20), which contributed to the skill development of the country.

**5.3 Target Achievement**

Table: 7 and Figure: 4 show that training targets under the Annual Performance Agreement (APA) during the financial years 2014-15 to 2019-20 were achieved with a slight deviation in the year 2014 - 15 and 2017-18 when the targets were missed by a narrow margin. One significant element is that out of 65619 persons trained in light driving, only 4707 were female, i.e., 7% of trainees represented female participants (Table: 6 and Figure: 3). Socio-cultural barriers and security issues were attributed to less participation of women. Moreover, only 2 females were trained in the heavy driving category (Table: 5). Apart from socio-cultural and security issues, the physical barrier also acted as a discouraging factor for heavy driving in this regard.

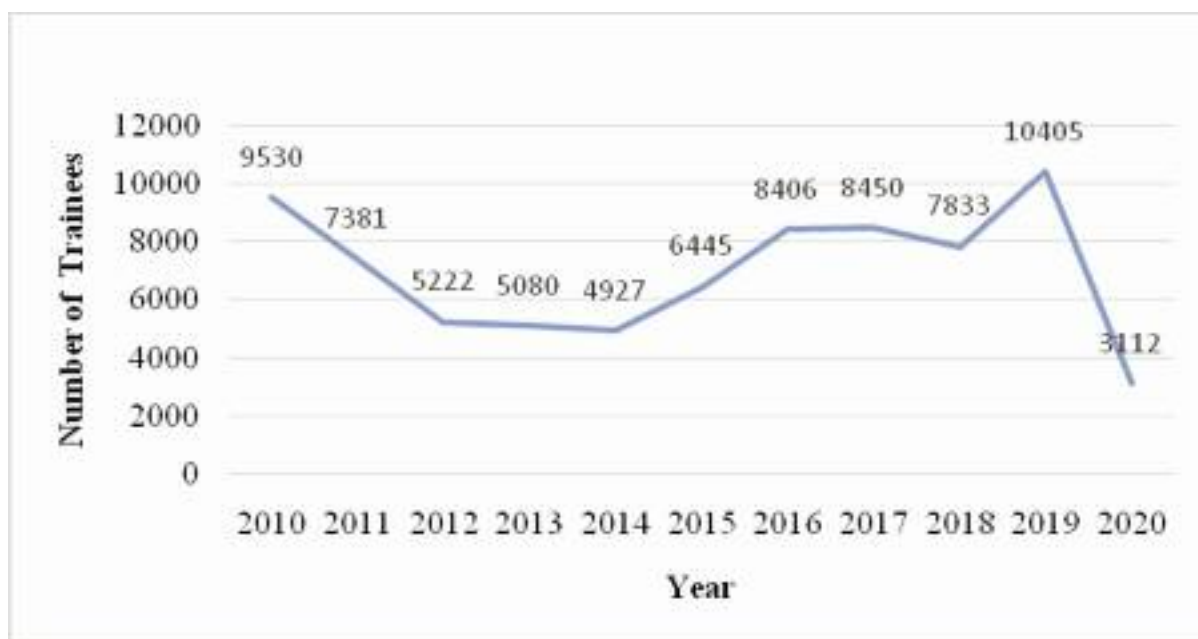
**Figure: 1**  
**Year-wise Total Trainees**



<sup>6</sup>Interview with Ms. Fatima Begum, Training Manager, BRTC Driving Institute, Gazipur, Dhaka.  
Date: 08 November 2020.

<sup>7</sup>Interview with Ms. Fatima Begum, op. cit.

**Figure: 2**  
**Year-wise Total Trainees**

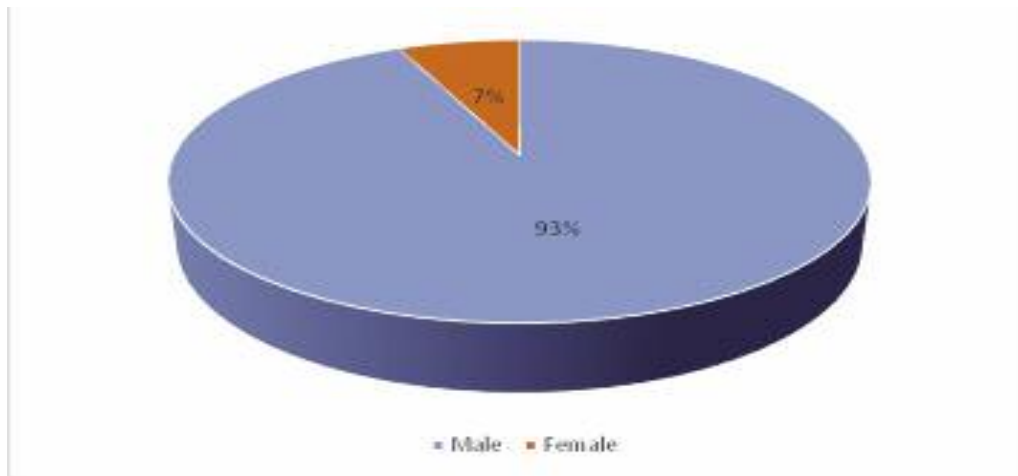


**Table: 6**  
**Gender percentage in Training**

Year	Light Driving		Total	Percentage (%)	
	Male	Female		Male	Female
2010	7700	213	7913	97.30	2.70
2011	5809	401	6210	93.54	6.46
2012	4296	283	4579	93.82	6.18
2013	4157	390	4547	91.42	8.58
2014	4148	286	4434	93.55	6.45
2015	5562	435	5997	92.75	7.25
2016	7154	850	8004	89.38	10.62
2017	7537	577	8114	92.89	7.11
2018	7112	506	7618	93.36	6.64
2019	9345	545	9890	94.49	5.51
2020	2799	221	3020	92.68	7.32
<b>Total</b>	<b>65619</b>	<b>4707</b>	<b>70326</b>	<b>93.31</b>	<b>6.69</b>

Source: Technical Division, BRTC Head Office.

**Figure: 3**  
**Percentage of Male and Female in Training**  
 (2010-2020)



**Table: 7**  
**Target and Achievement in Drivers Training Under Annual Performance Agreement**

Year	Target Number of Trainees	Achievement
2014-15	6600	6500
2015-16	6600	6600
2016-17	7000	7000
2017-18	7600	7000
2018-19	12000	12000
2019-20	12000	13000
2020-21	14000	Not available

Source: Finance Division, BRTC Head Office, Dhaka.

**Figure: 4**  
**Target Achievement under APA**



**5.4 Satisfaction of Trainees**

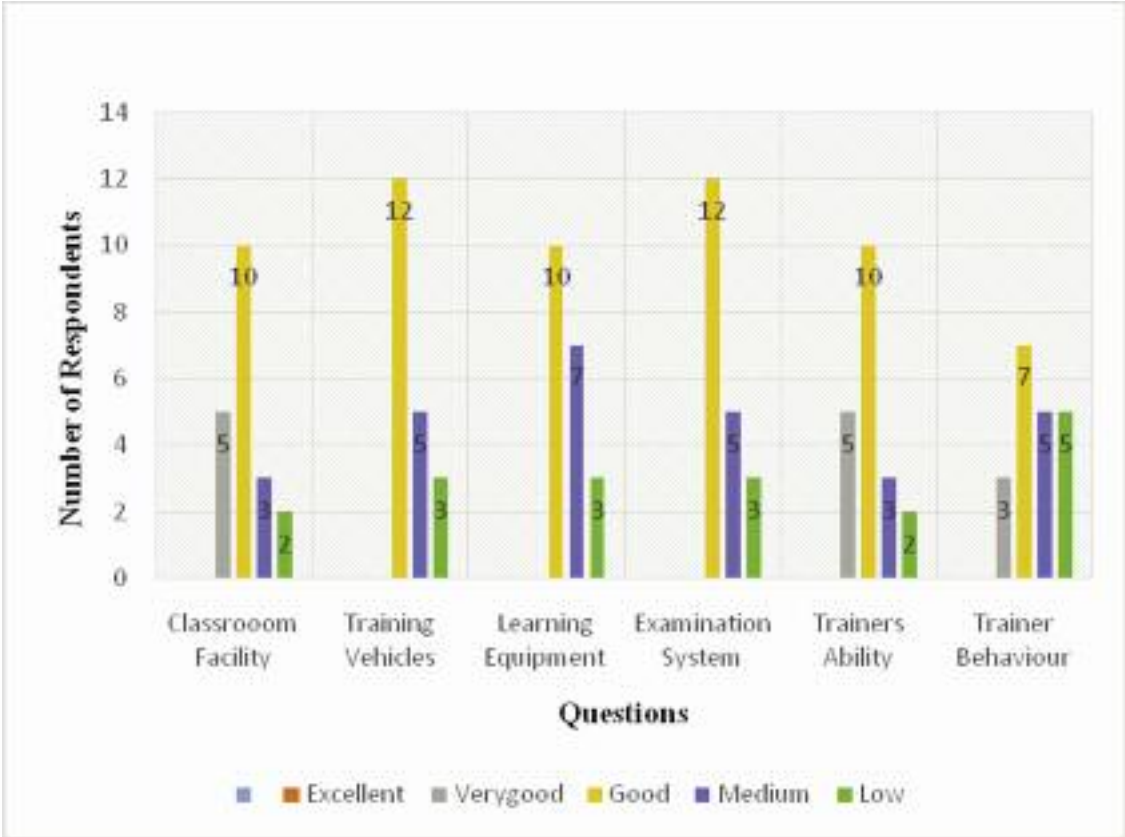
Table: 8 and Figure: 5 demonstrate that the satisfaction level of sample trainee respondents (20) on the quality of training facilities and capacity of trainers were rated between very good to low with no excellent grading. This could be an indication that the training programmes were yet to achieve a maximum level of effectiveness.

**Table: 8**  
**Evaluation by Trainees on Training Institutes/Centers**  
 (Number of Respondents: 20)

Sl.	Question	Excellent (5)	Very good (4)	Good (3)	Medium (2)	Low (1)
01.	Position of Classroom Facility	--	5	10	3	2
02.	Position of Training Vehicles	--	--	12	5	3
03.	Position of Learning Equipment	--	--	10	7	3
04.	System of Examination and Practical Test	--	--	12	5	3
04.	Training Ability of Trainers/Instructors		5	10	3	2
05.	Behaviour of Trainers/Instructors		3	7	5	5

Source: Empirical data.

**Figure: 5**  
**Evaluation by Trainees on Training Institutes/Centers**  
 (Number of Respondents: 20)



## 5.5 Progress (Up to September 2020) of Training under SEIP

**Table: 8**  
**Target and Enrollment**

#	Institute Name	Target	Enrollment		
			Total	Female	Female %
T-1					
1	BMET (61 TTC)	9720	9,718	368	4
2	BRTC ( 19 TI)	14700	12939	450	3
3	DTE (22 TSC)	2760	2674	138	5
<b>Total- T1</b>		<b>27180</b>	<b>25331</b>	<b>956</b>	<b>12</b>
T-2					
1	BMET (61 TTC)	7320	2,455	102	4
2	BRTC ( 19 TI)	8100			
3	DTE (22 TSC)	2760	889	59	7
4	TTTI	960	480	1	0
<b>Total- T2</b>		<b>19140</b>	<b>3824</b>		<b>0</b>

Source: Gathered from SEIP Project Office in Dhaka.

**Table: 9**  
**Training Performance of BRTC under SEIP**

Year*	Target Number of participants	Number of Trainees imparted Training		Completion (Total Number of Trainees)	Percentage of Completion (%) about Target
		Male	Female		
2018 (From March 2018 to February 2019)	6,600	5807	193	6000	90.10%
2019 (From March 2019 to February 2020)	8,100	6658	242	6900	85.20%

\*(Total three rounds in a year, four months duration in each round)

Source: Gathered from SEIP Project Office in Dhaka.

Table: 9, Figure: 6 and 7 portray that the 6000 and 6900 trainees completed four months basic driving course against the target of 6600 and 8100 in the years 2018 and 2019 respectively. Figure 7 clearly shows that the completion rate dropped from the target under the SEIP programme. The major reason for the short of target achievement was the lack of necessary physical infrastructure at some training units of BRTC. Training in-charges reported that classroom facility could not be constructed for some units in due time and there was re-construction going on in some training centers that delayed the commencement of the training.

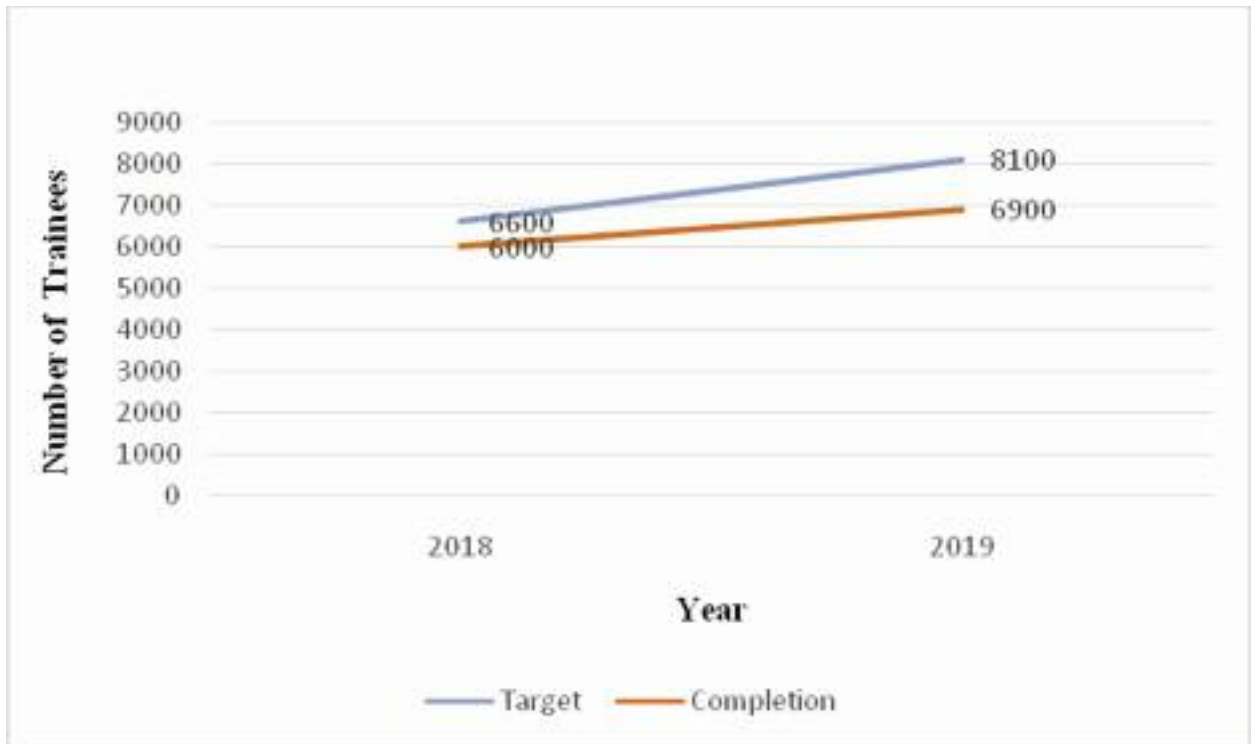
<sup>9</sup> Interview with General Manager, ICWS, BRTC. Date: 08 November 2020.

<sup>10</sup> Interview with Training Manager, Central Training Institute, BRTC, Tejgaon, Dhaka. Date: 08 November 2020.

**Figure: 6**  
**Training Performance of BRTC under SEIP**



**Figure:7**  
**Training Performance of BRTC under SEIP**



## **5.6 Post-training Employment Status of Trainees**

It is revealed that out of 361 randomly selected respondents who had received training in two major training institutes in Gazipur and Tejgaon during 2017-20, 109 trainees have been employed in the private and public sector. The percentage of employment is 30%. However, out of 361, mobile numbers of 160 trainees were found non-active. The percentage of employment could have been higher had all the sample respondents been reached over mobile phones. Apart from that, among the trainees who were trained by BRTC during January 2018- December 2019 under SEIP, 350 were selected by the Dubai Taxi Corporation in February 2020 to work in Dubai as taxi drivers. The selected candidates are in the process of work migration.

## **5.7.0 Relevance of Training Programme with the National Skills Development Policy 2011**

### **5.7.1 Policy Mission of Enhancing individuals' employability (in wage/self-employment)**

BRTCs training is aimed at creating the prospect of employment for unemployed youth. The training program has been enhancing the trainees' employment prospects and wages for those who are already employed in the public and private sectors.

**5.7.2 Policy objective of Improving the quality and relevance of skills development** The training programmes through its various courses have contributed to driving and motor maintenance skills of the trainees. The programmes are compatible with the policy in this regard. The skills gathered would increase their service by providing quality.

### **5.7.3 Establish more flexible and responsive delivery mechanisms that better serve the needs of labour markets, individuals, and the community at large**

The policy objective has relevance to the training programme. The training course is designed to cater to the need for labour market by addressing the shortage of skilled drivers. Courses under SEIP programme create opportunities for employment at home and abroad.

### **5.7.4 Improve access to skills development for various groups of citizens including women and people with disabilities**

Participation of women is strongly encouraged both in BRTCs own training programme and the courses under SEIP. Though the number of women participants are few, they do not find organizational barriers in participating in the courses. The reason for their less participation is socio-cultural.

### **5.7.5 Enable more effective planning, coordination, and monitoring of skill development activities**

The training programme, in general, does not have effective planning and coordination according to some respondents. Though the training programme has relevance with the policy objective, this element is not strongly visible in the training process.

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<sup>11</sup> Data was gathered by BRTC Central Training Institute, Gazipur and Training Institute in Tejgaon, Dhaka during 08-10 November 2020 through mobile numbers of the trainees for the present study.

<sup>12</sup> Gathered from BMET database on 10 November 2020.

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### **5.7.6 Demand-Driven, Flexible, and Responsive Training Provision:**

The above focus of the policy has relevance and BRTC has adopted it. However, the training institutes and centers do not have adequate resources and incentives such as experienced certified trainers, training infrastructure, new vehicles, and simulators to address the changing demand of the employment market. The demand-driven policy requires capacity within agencies, industry, and regional authorities to identify and communicate the demand for skills to providers.

### **5.7.7 Competency-Based Training and Assessment:**

The focus has been adopted by the BRTC training institutes and it is compatible with the existing system of assessment. Progression through a competency-based training programme is determined by whether the student has met the set standards, and not by the time spent in training. The trainee student under the SEIP programme are assessed against set standards and not by the time spent in training. Each learner's achievement is measured against job-related competency standards rather than against the achievement of other learners.

### **5.7.8 Programs and Providers Quality Assured**

Maintaining the quality of training programs and training providers is of crucial importance. Instructors of BRTC are basically experienced drivers but most of them do not possess the required certificate issued by BRTA. Training institutes and centers are being operated by 92 drivers as instructors. BRTC is currently having only 12 BRTA licensed driving instructors. Hence, the quality of training providers is not assured. However, the training of trainers (ToT) programme has been planned to enhance the quality of training providers.

### **5.7.9 Accurate Skills and Labour Market Data for Planning and Monitoring:**

Quality data is crucial for the effective management and planning of skills development. Accurate skills and labour market data is important for assessing new opportunities for workers whose skills may be affected by the change. The focus has relevance and compatibility with the training programme of BRTC. BRTC does not have an effective central data preserving system to provide accurate information to the training institutes and centers. No research wing is there to conduct research and collection of relevant data in this regard. Hence, effective planning functions are impeded.

### **5.7.10 Competent and Certified Instructors and Trainers:**

The policy focus has relevance for the training programmes. Skills development system requires a well-trained cadre of instructors and trainers, who possess the necessary up-to-date technical skills alongside the ability to deliver and assess training in institutions and/or the workplace. Although training programmes are run by experienced instructors, most of them are not certified by BRTA. They are in fact, experienced senior drivers and mechanics who have gained experience over time. However, a project is under preparation stage to make the instructors more competent, which would contribute to gaining certificates from the BRTA.

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<sup>13</sup> Three respondents replied on condition of anonymity.

<sup>14</sup> Respondents spoke on condition of anonymity.

<sup>15</sup> Telephone interview with the Training Manager, BRTC Central Training Institute, Gazipur.

Date: 04 November 2020.

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### **5.7.11 Recognition of Prior Learning**

Many people acquire skills and knowledge through work and other life experiences without access to formal education or training. To recognise the skills and knowledge acquired and provide enhanced pathways into further education and training, a system for the recognition of prior learning has been given preference in the policy. BRTC does not have such provision as trainees are required to pass level VIII or JSC as a pre-qualification.

### **5.7.12 Improved Access for Under-Represented Groups:**

People with low levels of education, women, persons with disabilities, should have equal access to both formal and non-formal programs so they can acquire or improve their knowledge and skills for meaningful employment or upgrade existing employment opportunities is emphasized in the policy. Women are encouraged in the training programmes of BRTC, though persons with disabilities cannot be trained in the present system of motor driving courses. The focus of the policy is partially realized by BRTC.

### **5.7.13 Skills Development for Overseas Employment**

To improve skills development for overseas employment the new skills development system will among others assess and respond to the demand for different categories of skilled workers in major overseas markets. BRTC under SEIP is providing training in this regard, hence the focus is properly attained. SEIP gathers time to time update information from BMET about the demand of drivers in the middle-east countries and facilitates sending drivers abroad.

The above relevance and coherence are summarized in the following table 10:

**Table: 10**  
**The relevance of Training Programme with the National Skills Development Policy 2011**

<b>Mission, Objectives, Focus of the Policy</b>	<b>Adopted</b>	<b>Compatibility</b>	<b>Relevance</b>	<b>Non-visible</b>
<u>Mission</u> Enhancing individuals' employability (in wage/self-employment)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	--
<u>Objectives</u> Improve the quality and relevance of skills development	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	--
<u>Objectives</u> Establish more flexible and responsive delivery mechanisms that better serve the needs of labour markets, individuals, and the community at large	--	<input type="checkbox"/>	<input type="checkbox"/>	--
<u>Objectives</u> Improve access to skills development for various groups of citizens including women and people with disabilities	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	--
<u>Objectives</u> Enable more effective planning, coordination, and monitoring of skill development activities	--	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<u>Focus</u> Demand-Driven, Flexible and Responsive Training Provision	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	--
<u>Focus</u> Competency-Based Training And Assessment	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	--
<u>Focus</u> Programs and Providers Quality Assured	--	<input type="checkbox"/>	<input type="checkbox"/>	--
<u>Focus</u> Accurate Skills and Labour Market Data for Planning and Monitoring	--	<input type="checkbox"/>	<input type="checkbox"/>	--
<u>Focus</u> Competent and Certified Instructors and Trainers	--	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<u>Focus</u> Recognition of Prior Learning	--	--	<input type="checkbox"/>	<input type="checkbox"/>
<u>Focus</u> Improved Access for Under-represented Groups	--	--	<input type="checkbox"/>	--
<u>Focus</u> Skills Development for Overseas Employment	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	--

## **6.0 Major Challenges of the Training Programme:**

**6.1 Lack of digital training devices:** The majority of the training institutes and centers do not have an adequate number of multi-media telecommunication equipment to effectively conduct the class-room sessions. As a result, instructors face communication problems while the participants suffer from learning barriers.

**6.2 Lack of cut section vehicle equipment:** To get the participants oriented with the different parts and machines of motor vehicles, there is no adequate number of cut-section models of motor vehicles, which reduces the effective practical learning of trainees.

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**6.3 Lack of driving simulators:** Due to the absence of driving simulators, different institutions do not feel encouraged to take part in training courses of BRTC institutes.

**6.4 Lack of new model training vehicles:** Most of the training vehicles of training institutes and centers are outdated and old fashioned. Auto vehicles are hardly seen. Old model vehicles are difficult to repair due to the non-availability of spare parts in the market. Out of 223 vehicles used for training purposes, 153 were in operation according to the latest position. The remaining were under process of repair and has become obsolete. As a result, some of the training vehicles remain non-functional throughout the year reducing the effectiveness and efficiency of training institutes/centers.

**6.5 Dearth of trainers:** BRTC lacks an adequate number of experienced trainers. Currently, training centers and institutes have 57 trainers while 92 trainers are engaged in programmes under SEIP. Experts opine that around 400 qualified trainers are required to meet the growing demand of drivers.

**6.6 Delay in conducting driving competency test by BRTA:** Trainees who have completed practical driving courses have to wait for two to three months on average to get the schedule of driving competency test board of BRTA. Moreover, trainees have to wait for another three to four months to give fingerprints, signatures, and pictures and to obtain a smart card of driving license. This ultimately delays the issuance of a driving license by BRTA affecting the satisfaction of trainees.

**6.7 Lack of adequate space in training centers:** Most of the training centers do not have adequate land space to provide professional training, which results in dissatisfaction among trainees causing the effectiveness of the courses.

**6.8 Poor condition of dormitories:** Dormitories for trainees are very old and lack basic amenities, which discourage participants to stay in dormitories particularly while taking four-months basic courses under the SEIP programme. This reduces the effectiveness of the programme.

**6.9 Shortage of fund:** Training capacity, institutional structure, and processes suffer heavily from fund shortages. BRTC has to earn its revenue and it is not under the government revenue budget. As a consequence, the shortage of necessary funds has been a regular phenomenon influencing the overall effectiveness, responsiveness, and satisfaction.

## 7.0 Conclusion

The study has revealed that the training programmes of BRTC are reasonably aligned and have relevance with the major objectives and focus of the National Skills Development Policy 2011. However, the expected level of effectiveness, capacity, and quality of training, gender issue, trainee satisfaction, etc. have varied as a matter of degree due to the challenges mentioned in section 6. Shortage of funds, lack of technical equipment and digital facilities, shortages of experienced certified trainers were major challenges. Nevertheless, the number of trainees has significantly increased and targets have mostly been achieved with occasional hiccups. The training programmes have contributed to national skills development in general and home and overseas employment in particular.

<sup>16</sup> Gathered from Technical department of BRTC Head office on 10 November 2020.

<sup>17</sup> Interview with Training Manager, BRTC Central Training Institute, Gazipur. Date: 09 November 2020.

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# Analysis of Cost and Schedule Performance of Public Sector Infrastructure Projects of Bangladesh

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Most. Shirin Sultana, Md Borkot Ullah.

## Abstract

Projects completed beyond its stipulated time and budget is a chronic problem in public sector infrastructural project of Bangladesh. The present study aims to know the average time and cost overrun including identifying significant factors encountered for delay and cost escalation. Data from 92 completed projects in FY 2016-17 were collected from the annual reports of Implementation Monitoring and Evaluation Division (IMED) of four selected executing agencies responsible for infrastructure development in Bangladesh. Considering COVID-19 pandemic, data were also collected through phone interview from 20 selected experts involving the major project stakeholders such as consultants, contractors and project management's team of implementing agencies. The study found that completed infrastructural projects experienced both cost and time overrun by 38.45% and 90.47% respectively. Projects were implemented under 4.7 numbers of Project directors on average. The time overrun of a project is positively correlated with the number of Project Directors worked in a project with Pearson Correlation Coefficient of 0.268\*\* (n= 92) at .01 level of significance. Delay in land acquisition and change of design and schedules of rates were the prominent causes for cost escalation. On the other hand, Complexity in land acquisition procedure and lack of proper coordination among the parties contributed greatly for schedule delays in construction project. Lack of institutional capacity of implementing agencies to implement the project, natural disasters, design changes, project approval and implementation without having complete feasibility study also hamper on time project completion. Although there are no straightforward solutions, estimating justified project scheduling with clear scope definition preferably through feasibility study would lessen the necessity of project revision. Strong coordination among various parties and effective communication among the stakeholders are vital at implementation stage. Systematic HRM especially recruitment and transfer of project personnel, development of project management competency and strengthening government ME system through decentralization would be effective for implementation and monitoring and thereby improving project success in terms cost and schedule. The findings of this study will assist project managers and practitioners to control any potential delays for successful completion projects within the stipulated budget.

*Keywords: Cost overrun, time overrun, project management.*

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## 1. Introduction

Public sector development projects have been specifically designed for meeting economic and social needs. The goal of these projects mainly concern with poverty alleviation and improvement of living standards along with development of basic physical and social infrastructures. As part of the commitment of the present government to become a developed nation by 2041, various projects under public finance

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are implementing in line with the Five Year Plan (FYP) and Perspective Plan as formulated by the government. In FY 2020-2021, about 1606 nos. of development project has included in Annual Development Program (ADP) with an allocation of BDT 214,611.09 Crore (Planning Commission, 2020).

Project is a set of activities, which have been undertaken to create an outcome in a definite period of time within the defined scope, cost and desired quality. A project is successful when it is completed on time, within the budget with a quality outcome to satisfy the need of the stakeholders. Most of construction projects suffer delays. The effects of these delays may be of considerable magnitude on the efficiency of the project. It is possible to reduce these delays through recognition of their real causes. Definitions of delays in construction can be presented in several ways. Non- Excusable delays is due to contractor or its suppliers and who entitled to accelerate their work done in estimated time are to pay compensation to the owner. The contractor compensates on the basis either on liquidated damages or actual damages, provided that there is no section of liquidated damages in the contract. Liquidated damages base on the daily rate of estimated costs which is likely to incur in the delay of construction projects of the owner by the contractor. Excusable delays are two kinds. Non-compensable delays are not caused by the owner and the contractor rather it is acted by third party like natural calamity, strikes, fires etc. Due to this, the contractor gets extension in time and does not pay any compensation for delay damages. Compensable delays are not caused by the third party but it is acted by the owner or the owner's agents. An example of non-completion of drawings in the required time by a client leads to the extension of the schedule and it imposes economic damages to the owner by the contractor.

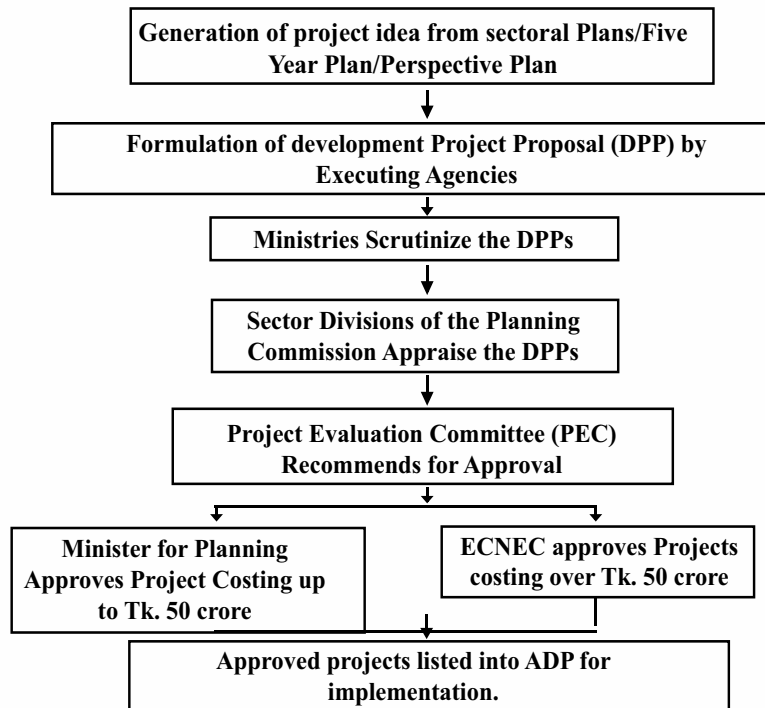
Project completion within time and cost and maintaining quality throughout are key success factors mentioned by project management professional bodies and the research community. Time and cost performance studies have been conducted for several developing countries and for different types of projects. Literature identifies development projects as well-known for over-running cost and schedule budgets. Kaka and Price (1995) and Chan (2001) attempt to build an empirical relationship between time and cost performance and predict construction time is a function of cost. A research work carried out by Sambasivan et. al. (2007) reveals six effects of delay on project performance in Nigeria which are time and cost overruns, disputes, arbitration, litigation and total abandonment.

Project Implementation delays occur in most construction projects and the magnitude of these delays varies considerably from project to project. This inability to complete projects on time continues to be a chronic problem in Bangladesh. Each year Implementation Monitoring and Evaluation Division (IMED), Ministry of Planning compiled completion reports and found significant delays and escalation of cost in most of the project. The purpose of this paper is to critically assess these overrun and identify the factors causing cost and time overrun in infrastructural projects in Bangladesh.

## **1.1 Projects Initiation and Approval Process in Bangladesh**

Development projects Processing for approval involves several steps. At the formation stage, a project may be an idea with preliminary studies of its desirability in terms of national needs, and likely cost and benefits. At this stage, it has to be spelled out in greater details and specific terms in order to enable the decision making bodies to evaluate it and to approve (or postpone or reject) it. Broadly, after formulation of development project proposal (DPP) by executing agencies, concerned ministries scrutinize the DPPs, and then Sector Divisions of the Planning Commission appraise the DPPs. This is followed by recommendation for approval by the Project Evaluation Committee (PEC). Then the Minister for Planning or the Executive Committee of National Economic Council (ECNEC) approves the project depending on the size of the project, after which the approved projects are included in ADP for implementation.

## Steps involved in Investment Projects Processing / Approval Process



### 1.2 Schedule Delays and Cost Overrun

Schedule delay refers to a situation where a project does not finish within the planned period. There are two kinds of delay, excusable and non-excusable. There is a relationship between the schedule, the scope of work, and project conditions. Changes to any one or more of the above three can affect the compensation level and time of completion. Mansfield et al. (1994) showed that the most significant factors affecting construction schedules were financing and payment for completed works, poor contract management, changes in site conditions, shortage of materials, and improper planning. Ahmed et al. (2002), Al-Moumani (2000), and Assaf et al. (1995) agreed on most of the causes of schedule delays and concluded that the most significant causes of delay included approval of working drawings, delays in payments to contractors and the resulting cash-flow problems during construction, design changes, conflicts in work schedules of subcontractors, slow decision making and executive bureaucracy in the clients' organisations, design errors, labor shortage and inadequate labor skills.

Cost escalation refers to the increase in the amount of money required to construct a project over and above the original budgeted amount. Datta(2002) described cost escalation as a ubiquitous problem in government projects which occurs when actual costs exceed previously estimated values.

### 1.3 Significance of the study

The present study will have a great contribution to the field of project management which could guide project executing agencies, contractors and consultants to address the challenges facing the infrastructure

project in a timely manner. It would also guide the initiative for future studies in the area of project management and construction field.

## 1.4 Objectives

1. To What extent project schedule and cost are overrun in completed infrastructural Projects?
2. What are the significant factors that are causing delay in construction projects and its effects in Bangladesh?
3. What are the applicable solutions to minimize the causes of delay in construction projects in Bangladesh?

## 2. Methodology

The scope of the research generally concentrates on literature review and analysis of secondary data. Quantitative data was collected from annual reports of IMED for infrastructural project completed on Financial Year 2016-2017. Based on the availability of Schedule and Cost related data, 92 projects were studied out of 98 projects completed in FY 2016-17 by Roads and Highways Department (RHD), Power

Agency	Number of Projects Studied
Roads and Highways Department (RHD)	49
Power Division (PD)	8
Local Government Engineering Division (LGED)	17
Public Works Department (PWD)	18
<b>Total</b>	<b>92</b>

Division (PD), Local Government Engineering Division (LGED) and Public Works Department (PWD) mainly responsible for infrastructural development in Bangladesh. The distribution of the projects according to implementing agencies is as follows:

Considering current covid-19 pandemic situation, greater insights on project cost and schedule

Category	Number of respondents
Project Directors/Deputy Project Directors	10
IMED Officials	05
Contractor/Suppliers	05

management were collected from three important project stakeholders through phoned interview such as 1) Project Directors or Managers/Project Engineers, 2) IMED Officials 3) Contractors/Suppliers. Distribution of phone interviewed respondents is as follows:

Collected data have been cleaned, edited, arranged and coded before statistical analysis. The analysis was performed by using SPSS 17. The correlation between time overrun and cost overrun and with number of project directors were carried out to find the relationship and measure the strength.

Agency	Number of Projects Studied	Average Cost Overrun (%)	Average Time Overrun (%)	No. of Project Directors
RHD	49	36.59	74.46	5.37
PD	8	1.77	65.83	4.63
LGED	17	40.36	65.5	3
PWD	18	58.04	168.59	4.94
Mean	Total =92	38.45	90.47	4.78

### 3. Results and Discussion

The schedule and cost performance of the completed projects is presented below:

**Table.1** Schedule and cost performance of the completed projects in 2016-2017

#### 3.1 Cost Performance

The result of the study showed that, in FY 2016-2017, projects had been completed with 38.45% higher costs than originally estimated. projects completed by PWD had encountered the highest average cost overrun of 58.04% followed by LGED, RHD and PD. On the other hand, escalation of project cost was minimal for power sector projects and found efficient in term of cost performance in FY 2016-2017. Accurate cost estimation at planning stage might be attributed to the minimal cost overrun for PD Projects.

#### 3.2 Schedule Performance

The study showed projects had required 90.47% more time to complete on average. PWD Projects has taken longer implementation period. The average time overrun for PWD Project was 168.59% showing the poorest schedule performance among the selected agencies. Complexity and increase of land acquisition cost during execution period might be the cause for time overrun. Projects of PD and LGED performed better in terms of average amount of time taken to complete project.

#### 3.3 Numbers of Project Directors

On average 4.78 numbers of project directors served in each project to complete. RHD appointed the highest number of project directors to complete a project in its estimated duration. Result showed that 5.37 numbers of project directors had been involved in managing a single project. In contrast, LGED only deputed 03 numbers of Project directors to complete a project. Changing project directors during implementation can interrupt smooth implementation and loss of acquired project management knowledge during the course of implementation. The finding highlighted the ignorance of the circular issued by the Ministry of Planning regarding appointment of full time project directors for projects having cost more than BDT 50 crore.

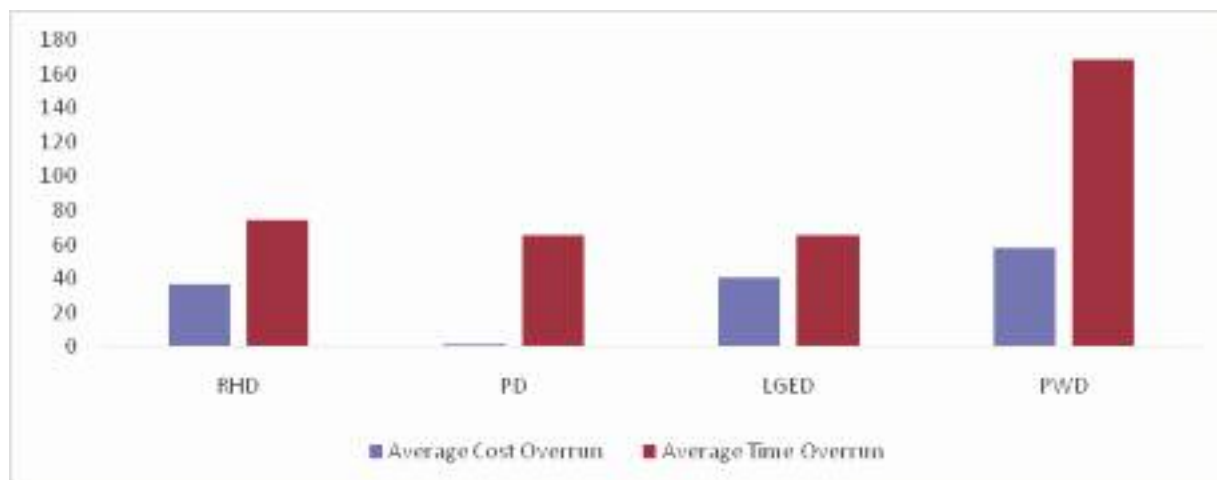


Fig. Cost and Schedule Performance of Completed Infrastructural Projects in 2016-17

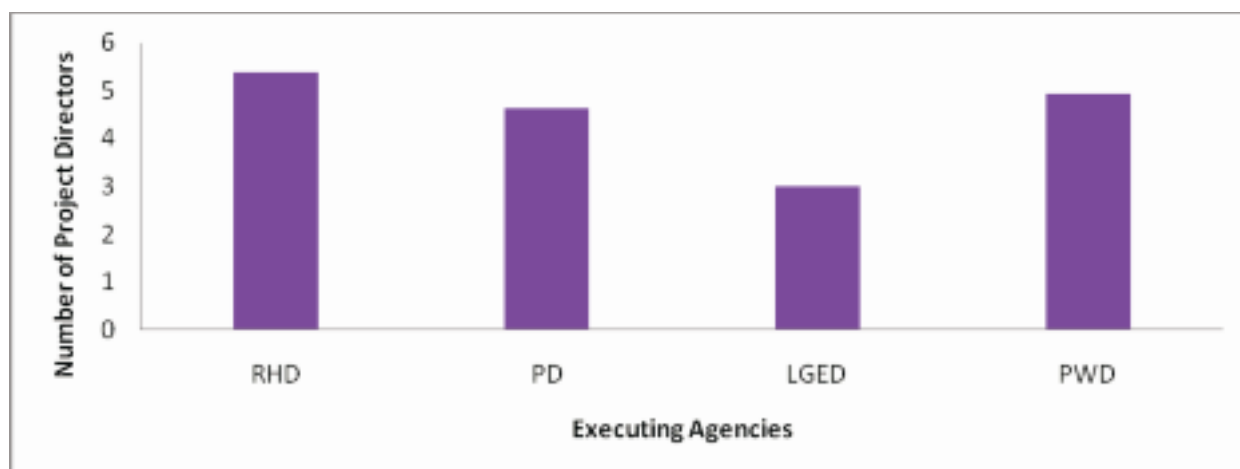


Fig. Average number of Project Directors engaged to complete an Infrastructural Project in 2016-17

**Table 2 Relationship between the Number of Project Director engaged in completing a Project and Schedule and Cost performance of Completed Project**

		Computed R value	
		Time overrun	Cost overrun
Number of Project Director engaged to complete a Project	Pearson Correlation	.268**	-.052
	Sig. (2-tailed)	.010	.623
	N	92	92

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

The time overrun of a project is positively correlated with the number of Project Directors who worked in a project with Pearson Correlation coefficient of 0.268\*\* (n= 92) at .01 level of significance.

### 3.4 Causes of delay and cost escalation

When asked about the significant reasons for project delays and cost escalation, respondents mentioned the following significant reasons.

Schedule Delay	Cost Escalation
Complexity in land acquisition	Increase of land acquisition cost
Lack of proper planning	Change of design
Change of tender rate, tender procedure after DPP approval	Change of schedules
Lack of institutional capacity of implementing agencies to implement the project	Escalation of material prices
Natural disasters	Poor quality of materials and unreliable suppliers/subcontractors
Change of the design of major component	Natural disasters like flood, rain etc.
Conflicts with sub-contractors	Delay in obtaining permits from respective authorities
Contractor's difficulties in financing	
Frequent design changes	
Slow decision making	
Poor coordination between parties of the project	

#### 4. Conclusion and Recommendations

Despite substantial investment in infrastructure projects, improvements in the performance of the sector are significantly impeded by cost escalation and schedule delays experienced by many projects in Bangladesh. The study found that completed infrastructural projects experienced both cost and time overrun by 38.45% and 90.47% respectively. Projects were implemented under 4.7 numbers of Project directors on average. Delay in land acquisition and Change of design and schedules to be the prominent cause for cost escalation. It was followed by scope changes (addition and subtraction of new schemes), Change of tender rate, tender procedure after DPP approval, environmental protection and mitigation costs. Schedule delays, strikes, pressures, technical challenges and inflation were also found to be contributors to cost escalation. On the other hand, complexity in land acquisition procedure and lack of robust project plans greatly affect project schedule. Lack of institutional capacity of implementing agencies to implement the project, natural disasters, change of the design of any component of the project, project approval and implementation without having complete feasibility study and poor communication and coordination between parties also contributed delays in project completion.

There are no straightforward solutions to the challenges of cost escalation and schedule delays in construction projects. There are, however, steps that can be taken to minimize their causes and effects, the major one being the use of efficient project management tools and practices. For the specific factors that cause cost escalation and schedule delays in construction projects in Bangladesh, the following recommendations are suggested:

##### Appointment and Transfer of Project Directors

Strict adherence to the circular issued by the Ministry of Planning regarding appointment of full time project directors for projects having cost more than BDT 50 crore should be maintained. Project personnel should not be transferred to other job areas unless required for public interest.

##### Project scheduling

The projects should be properly timed in such a way that most of the works can be executed in seasons of clement weather between early October and early May, which is the dry season in Bangladesh. This means that project procurements need to be completed on an appropriate time.

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## **Scope definition**

For all projects, scope needs to be well defined. Scope changes often lead to disruption of work which is a result of inadequate analysis at planning stages. Scope variations are more costly hence compound cost escalation. Scope should be defined by collecting requirements from all stakeholders possibly through a consultation meeting at planning stage or will have much effect in later implementation.

## **Project costing and financing**

The initial cost estimates should be as realistic as possible. Cost and value engineering principles must be applied at all stages of the project. During the execution stage of the project, project managers should ensure that contractual obligations are dealt with diligently within the required period. Physical and price contingencies have to be proposed based on the possibility of inflation and amount of risk to be encountered.

## **Coordination and Communication**

Effective coordination and communication among the project stakeholders can alleviate most of the factors that cause cost escalation and schedule delays in construction projects. Project managers ought to form a team of designated persons from each of the important agencies for the project and make a smooth communication process among them. All project issues need to be dealt with objectively and ensure that all communication is project issue based.

## **Competent personnel**

Clients, Consultants and Contractors should ensure that they have the right personnel with the right qualifications to manage their projects. Where possible, project managers need to have experience and qualifications in project or construction management so that they can effectively utilize the project management tools that are available.

## **Capacity building**

Systematic capacity building on project management is essential for sustainable development. Deliberate policies for personnel having project management certification should be put in place by contractors, consultants and clients.

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# Use of performance information in Performance Evaluation: An effective tool in minimizing unconscious gender bias in the workplace

Mst Sharifun Nesa\*

## Abstract

Dearth of women in the senior management positions is a global phenomenon with slight national variations. Stereotype based expectation of the people of the positions of power generate unconscious gender bias which leads to biases in performance evaluation of female employees. As a result, they are not promoted to the top management positions and cannot contribute to the decision making process. But Keeping women outside the decision making process is excluding half of the potentiality. Marginalization of women and their potentiality in contributing to economic development, social advancement and environmental protection is a great impediment to global advancement. So discrimination of women in the performance evaluation is to be minimized. Reviewing the related existing literature, this article argues that an effective performance management system with the use of performance information against set goal can reduce gender bias in performance evaluation and expedite the presence of women at the top levels of the workplace.

## Introduction

All over the world, women are rarely seen in the executive positions because women's skills are not valued and compensated even though they contribute a lot in these positions (Meier, Mastracci, and Wilson 2006). Men are stereotypically ascribed those qualities which are related to managerial jobs. On the other hand, women are considered unfit for those posts as they are not endowed with the attributes which men own (Rudman and Glick 1999). So the perceived lack of fit of woman gives rise to the expectation that women underperform in the topmost positions and this expectation is reflected in the women's performance evaluation (Lyness and Heilman 2006). The supervisor, the rater cannot go beyond the stereotypically and traditionally perceived belief about women in making critical decision. As a result, capable and competent women are excluded from their desired promotion. Thus gender bias in performance evaluation prevents women from ascending to the top position of the job hierarchy (Lyness and Thompson 2000). But Keeping women outside the decision making process is excluding half of the potentiality. Marginalization of women and their potentiality in contributing to economic development, social advancement and environmental protection is great impediment to global advancement (OECD 2018). Women's role in making a positive impact on the organizational performance by contributing to decision making process or communicating competently or building teams is very crucial. So, for higher productivity and efficiency in service delivery, women's presence in the top positions of the management should be ensured. Research suggests that the complexity of today's organization demands the leadership style which women tend to adopt. Thus formalization of policy and organizational practice especially performance management systems need to address gender perspective issues so that gender biases in performance evaluation could be minimized (Festing, Knappert, and Kornau 2015). This article argues and provides policy implication to the government that performance management systems with the use of performance information against set goal can reduce gender biases in performance evaluation and expedite the presence of women at the top levels of the work organizations. To establish this viewpoint, at first, this article reviews the literature of performance management, gender, stereotype and gender difference, then depicts the picture of how

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\* Ministry of Public Administration

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gender bias is produced in performance evaluation and lastly shows the failure of the existing process of performance evaluation to counteract stereotypes, prescribes the use of performance information against set goal as the justified evaluation method for minimizing gender bias in performance evaluation.

## **Methodology**

This research aims to provide a new tool to minimize gender inequality in performance evaluation. To do so, the researcher has used the secondary data. Books, magazines and articles, especially the scholarly articles on performance management, gender, and gender stereotype and gender bias are reviewed extensively to establish the viewpoint of the article. After reviewing those documents, the researcher has presented the findings and theories regarding gender and gender bias in performance evaluation based on previous studies. Finally, the appropriate strategy to address gender bias in performance evaluation is recommended.

## **Literature Review**

### **Performance Management**

Performance management dominates the public management reforms in recent decades. Whatever changes are adopted in the public organizations, the ultimate goal of it is to foster and enhance performance (Moynihan and Pandey 2005). Performance management works as a means of identification, measurement and development of individual and teams' performance and making an alignment of the performance of individual and teams' with organizational goal to achieve desired outcomes ( Cascio 2014) . But without diagnosis, how an organization comes to know that it has achieved its desired outcomes? Performance evaluation acts as a diagnostic tool to determine it. Performance evaluation is intended to improve the performance of the employees (Latham, Almost, Mann, and Moore 2005). But in many cases, performance evaluation system cannot contribute towards increasing performance rather than the employees are demotivated to work to achieve their desired goal. The reason behind their demotivation is the perception that the evaluation process through which their performance is measured is not fair and the evaluator himself is a biased one. They have this perception because they are not communicated about the individual goal, performance indicators against which their performance is measured (Latham, Almost, Mann, and Moore, 2005). So in all organizations, developing an evidence based impartial performance evaluation mechanism in the performance management system is needed which involves in fixing individual and organizational goal and defining performance indicators against their performance management success and measuring the performance against the set goals and performance indicators. But this is not an easy task. The difficulty lies in putting it into practice. The ability of measuring actual result against a fixed goal determines the success of a performance management system (Fouri 2012). The use of performance information is a successful tool of measuring outcome against the set goals (Moynihan and Pandey 2010). The use of performance information controls the behavior of the employee compelling them to work for the organizational benefits. But only using performance information cannot ensure the organizational productivity and performance efficiency. It is important to adopt an appropriate design of performance information use which is directly associated with improved performance. Research suggest that when decisions are made on the basis of the performance information and preset targets are motivated the employees to achieve those targets, it produces positive result. For facilitating decision, actual results are monitored against the set target. Thus the use of performance information through the mechanism of monitoring aids to make reasonable, legitimate and acceptable decisions and actions (Nitzl, Sicilia and

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Steccolini 2018).

### **Gender, Stereotype and Gender Bias**

Doing gender means making differences between girls and boys and women and men and these differences are not ‘natural, essential or biological’. Once differences are made, these differences become essential and inevitable. A human being as individual may be identified as a friend, professor, relative depending on the situation, but the differences between men and women which once are made reinforce always suppressing the identity of the friend, professor (West and Zimmerman 1967). In a research, it is found that a woman became an engineer and she designed a plane. The custom here is that the designer of the airplane is supposed to fly on the maiden flight and after that other engineers and co-workers are offered dinner by the engineer. So, this is natural that the same formalities are supposed to happen in the case of this woman but the co-workers of the new engineer try to convince her not to fly on the plane because of her female identity claiming that she is not fit for this role. This implies that she is considered to be a lady instead of being an engineer by her colleagues. That a woman cannot be an engineer is a socially culturally constructed idea about women (Hughes 1945). This is a stereotyping belief about social groups without having sufficient empirical data. This stereotype means ascribing characteristics to the individual fitting to the characteristics of his or her social group (Ellemers and Barreto 2015). So, when one encounters a man and a woman, he/she automatically and quickly associates that man with leadership attributes and in the case of association with the leadership qualities with women, the process is slower (Eagly and Carli 2007; Nosek et al. 2009) as human beings are “cognitive miser “. They interpret human behavior according to the information they receive from the society, instead of interpreting human behavior on the basis of his or her individual ( Reskin 2013). Again, the individual whose characteristics do not conform to the stereotypical expectation, he or she is evaluated negatively (Ellemers and Barreto 2015). Thus, the shared belief about men and women (stereotype) affects women negatively in the workplace in the case of processing information to make decision. Research shows that in spite of having same performance level, men are rated more favorably than women. In this male oriented decision making process, women have to provide more evidence than men to be considered as qualified. Steinpreis, Anders, and Ritzke (1999) in their research found that the same biodata is evaluated differently on the basis of the name (female and male name) written on the top of the bio data. When the biodata is evaluated in terms of the male identity of the top, 77% raters select that person (male) as fit for the required post. But when this same biodata is evaluated with a female name on the top of it, only 44% raters consider her fit for the job. This single incident depicts the gender biasness of the people in power positions. Again women’s accomplishments are more scrutinized than the male. In a research, it is found that women are told to produce evidence to prove that the publication and grants she possesses are her own. In the case of men, this evidence is not required. (Correl 2017). Thus, it is evident that gender stereotype creates gender differences in making important decisions.

### **The production of gender bias in the performance evaluation**

Stereotyping beliefs about women promote gender bias in the workplace. Although these beliefs are ‘functional, automatic, unintentional, and accurate in an aggregate’, these lead to the completion of an inaccurate work evaluation demonstrating a generalization instead of individual’s actual qualities (Devine 1989; Goodwin, Gubin, Fiske, & Yzerbyt, 2000; Macrae, Milne, & Bodenhausen 1994). In the work evaluation process, different aspects of individual compete for becoming noticeable. Sex, being a distinctive and attention getting aspect, reigns the impression formation process (Heilman 1984). When the actions of an employee conform to the stereotype based expectation, his actions are evaluated favorably. But actions inconsistent to the stereotype based expectation are evaluated negatively. Thus the stereotype based expectation results in “biased attribution”. Reskin (2000) explains it very clearly.

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According to him, as it is perceived that men are fit for the managerial job, failure of men in such type of work is seen as an accident or bad luck. This failure is not taken as an indication of future failure. But in the case of women, the opposite things happen. Stereotype based expectation predicts that women are not fit for the managerial job. So, when women exhibit their competency in these jobs, their competency and success demands explanation. How have they become successful proving the stereotypical beliefs as false? It is thought that situational factors lead to their success and this success is taken as an isolated incident and it does not signal future success (Swim and Sanna 1996). Again, work evaluation depends on the quantity of information (Davison & Burke, 2000; Heilman, Wallen, Fuchs, & Tamkins 2004; Tosi & Einbender 1985). Research suggests that minimal information other than sex facilitates stereotype base expectation which results in gender biased work evaluation. Little information about the women's performance exhibits less favorable evaluation of women compared to men (Swim, Borgida, Maruyama, & Myers 1989). Because the performance information gap is filled by gender stereotype unconsciously which leads to evaluate male and female differently based on the biased expectation (Reskin 2000). Ambiguity is another condition which amplifies gender bias. Lack of fixed criteria in making decisions, "impoverished, inconsistent or irrelevant" information about the employee and the absence of distinctness of the process of work evaluation provide favorable environment for flourishing gender biased evaluation (Heilman 2012). Narrow definition of success also aids to create bias. When the definition is narrow, certainly the attributes of the dominated group constitute this definition. So it is quite natural that the subordinates whose attributes are not chosen for fixing criteria for the success will be left. Thus "think manager-think male" characterized performance management system prevails in the work organizations worldwide. (Correl 2017). In this way, when this performance evaluation result is used for promotion, women are left behind.

### **How to minimize gender bias in the women's performance evaluation**

The rater, the supervisor in the work organization acts as a bridge between the employees and management, and one of the crucial responsibilities of the supervisor is to make the best use of the human resources (Hamstra, Van Vianen, and Koen 2019). Performance evaluation is the tool by which the supervisor can motivate employees to improve their performance as well as organizational performance. Moreover, it helps the organization to take important decisions specially the decision regarding the promotions of the employees based on the performance of the employees. Thus performance evaluation of the employees is regarded as an important task of the supervisors (Hamstra, , Van Vianen, and Koen 2019 ). So, this important task, the performance evaluation should be free from all kinds of biases. A great body of research literature deals with this evaluation process. How evaluation error can be minimized is investigated largely, especially the minimization of the gender biases from the evaluation process attracts the researchers greatly. According to Landy (2008), individuating information acts as a deterrent in disappearing gender bias in performance evaluation. The more a rater or decision maker avails the performance related information of an employee, the less the decision maker relies on gender stereotypes as the basis for work evaluation. (Koch, D'Mello, and Sackett 2015). Though Locksley, Hepburn and Ortiz (1982) express the view that individuating information will act to lessen the influence of stereotype but the contrary opinions is also found in the work of Heneman (1977). According to him, individuating information does a little to minimize gender biased behavior and attitude. An example can be cited from Haneman (1977) to support his point. For hiring life insurance agent, mental ability and personality characteristics are judged through a test and in this test male and female achieve identical score, but the male is chosen for this post. This implies that individuating information cannot confirm the impersonal work evaluation. However, unambiguous information about rate's occupational success tends to minimize gender bias in performance evaluation (Heilman 1984). Thus, diagnosis is required for individuating information to counteract stereotypes. The act of diagnosis can be accomplished by motivating the rater or decision maker so that he or she engages herself or himself very closely, spends more time in processing

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information for making actual decision. But motivation to make a careful, accurate, impartial and actual judgment or decision takes place only when people are held accountable for their actions ((Kunda1990; Lerner & Tetlock 1999). A feeling of being accountable can be aroused through encouraging the decision maker to make an accurate evaluation depending on the actual performance information of the employee and making them understand that their decision , judgment can affect others (Kunda 1990). Acquainting the decision makers with equity norms can also make them accountable to make accurate work evaluation (Fiske 1993). Thus, accountability and equity norms are important in minimizing gender bias in work evaluation, and for instituting accountability and equity norms, a mechanism or tool is required to design which inevitably establishes the equity norms and accountability of the supervisor, the rater. Performance evaluation through using performance information against the set goal establishes equity norms in the work organization and confirms accountability of the rater. This evidence based performance management system evaluates performance of the employees using the performance information against the set goal. When a rater evaluates an employee's performance depending solely on the preformation information against preset goal, he is bound to be impartial. Because in this evaluation system, the system itself controls the behavior of the supervisor (rater) (Kroll and Vogel 2014). But the use of performance information in evaluation becomes dysfunctional if decision makers show less interest in performance data (Broadbent, Jacobs, and Laughlin 2001; De Lencer and Holzer 2001). Only the 'purposeful use' of performance data on an employee's quality, efficiency and effectiveness against prefixed goal aids to make informed decisions. According to Kroll (2015), the expected result of using service information in performance evaluation is exhibited if a 'prospecting strategy' is adopted. The collection of information in performance evaluation is made 'in a quantitative, aggregated format' and this information collection is not extemporary but it follows a sequence of defining goals, monitoring outcomes, measuring results, and making decisions (Kroll 2015). Thus by using performance information, decision makers can facilitate sound decisions and can justify, rationalize their decisions and actions to their colleagues (Nitzl, Sicilia and Steccolini 2019). Here he evaluates employees' work performance depending on the data against the set goal. So the performance information guides the behavior of the rater. He has not got the opportunity to manipulate the result or evaluate negatively or positively depending on gender stereotype beliefs. Thus I think that an effective performance management system with the use of performance information against any set goal can minimize gender biases in performance evaluation in the workplace and expedite the presence of women at the top levels of the work organizations.

## **Conclusions**

This article shows a new way to overcome the gender bias in performance evaluation to ensure women's presence in the top management level so that they can contribute their full potentiality to higher productivity and effective service delivery. The adoption of a performance management system using performance information against a set goal to take organizational decisions , specially the decisions of employees' promotion will not only remove the gender inequality but all other inequalities ( for example, inequality regarding color, race etc. ) and will ensure justice and accountability in the organizations. This organizational justice, accountability will motivate the employees to increase the productivity of the organizations. But there are some important factors which need to be addressed in implementing this performance management system in work organizations. Identifying appropriate goals among many conflicting goals of the work organizations is one of them. Eliminating deficiencies in information, motivating employees to use performance information by providing incentives and getting assurance of management to apt with the new system are the other factors to consider in implementing the evidence – based impartial evaluation system ( Cavalluzzo and ITner 2004 ).

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