



THE ROYAL NORWEGIAN MINISTRY
OF DEVELOPMENT COOPERATION

Evaluation Report 6.85



**Development Centres
for Women in Bangladesh**



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EVALUATION OF THIRTY EIGHT UNION DEVELOPMENT CENTRES FOR WOMEN IN BANGLADESH

**The Foundation for Research
on Educational Planning
and Development (FREPD)
Bangladesh**

in Co-operation with

**The Royal Norwegian
Ministry of Development
Cooperation (NORAD)**

And

**The Ministry of Social Welfare
and Women's Affairs
Government of Bangladesh**

Dhaka – March – 1985

The views expressed in this report are those of the authors and should not be attributed to either the Royal Norwegian Ministry of Development Cooperation, Norway or to the Government of the Republic of Bangladesh.

Preface

Womenfolk in Bangladesh are in a deplorable socio-economic condition; they are required to stay mostly within the confines of their homes and outside the main stream of the country's development activities. The creation of awareness and development of appropriate skills are the two critical areas which deserve urgent, immediate attention. In this context the 38 Union Development Centres for women established so far, assume tremendous importance. Its evaluation is needed for deciding the future course of action. We are happy that the Government of Bangladesh and NORAD selected FREPD for undertaking this evaluation.

The Study Team had at their disposal hardly 7 weeks time to complete the evaluation. The Team worked very hard and I congratulate the team-members for their achievement. Our gratitude is due to them. Their findings, we hope, will receive serious consideration of the Govt. of Bangladesh and NORAD.

FREPD is grateful to NORAD for providing funds for this study and to various Government and Non-government organizations/agencies, especially the Directorate of Women's Affairs, for their co-operation.

Sincere thanks are also due to UNOs and various govt. officials at the Upazilla level, chairmen of the Union Councils, UDC staff, people of the concerned locality and the FREPD staff for their sincere co-operation.

Dhaka
March, 1985.

(K.A. Quasem)
Member-Secretary
FREPD.

THE STUDY TEAM

Co-ordinator	:	Mr. Ferdouse Khan Chairman, Research Board, FREPD.
Team Members	:	Dr. Kamrunnessa Begum Associate Professor, IER University of Dhaka Ms. Zeenat Zaman Assistant Professor, IER University of Dhaka Ms. Salma Akhter Assistant Professor, IER University of Dhaka Ms. Carine Wytema Consultant, NORAD, Dhaka Ms. Unni Poulson Kramer Assistant Resident Representative, NORAD, Dhaka.
Member Secretary Research Team	:	Ms. Aroma Ahmed Consultant, NORAD, Dhaka
Editing	:	Research Team & Rasheda K. Choudhury, FREPD.
Research Associate	:	Zahurun Nessa FREPD Rasheda K. Choudhury FREPD.
Research Assistant	:	M.A. Jinnah FREPD.
Field Investigators	:	Ms. Sabina Syeeda Ms. Shamima Akhtar Ms. Shahida Milky

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CHAPTER I

Introduction

1.1 Background

Bangladesh has an area of 55,598 sq.miles with a population of about 100 million (1981 Census figure is 89.9 million), the male-female ratio being 106:100. It is one of the least developed and most densely populated countries of the world with an average per capita annual income of US \$ 107 (Taka 3200 according to Statistical Pocketbook of Bangladesh 1983). Over 90 per cent of the population live in 85,650 villages (Statistical Pocketbook of Bangladesh 1983). Bangladesh is divided into 4 administrative Divisions, 64 Districts¹⁾, 495 Upazillas (formerly called Thanas), and 4472 Unions (4365 in 1982), the average population of a Union being 22 000.

According to the 1981 Population Census, the overall percentage of literacy²⁾ is 23.81; (40.7% for the urban areas and 20.6% for the rural areas). Of the rural female population only 13.7 per cent are literate as against 27.3 per cent male literate.

1.2 Women in Bangladesh

For a better understanding of the disadvantaged women in the society of Bangladesh, it is necessary to consider the historical context. Centuries of outside political domination (by Aryans, Mughals, British and Pakistanis) as well as the liberation war and subsequent political upheavals have added to a deterioration of the living conditions in the country. The excessive pressure on the cultivable land due to a fast growing population has resulted in more or less stagnating survival economy.

The characteristics of the process labeled by Clifford Geertz³⁾ as "agricultural involution" whereby an evergrowing peasant population engaged in wet-rice production subsists on ever-decreasing plots of land, can be clearly distinguished in Bangladesh. Basic provisions such as clean drinking water, sanitation, health and educational facilities are still in the process of being developed. The competition for scarce resources is acute. Naturally the educated and strongest groups having the easiest access to the ways and means of the political and economic process, are benefitting most.

In this setting, land is the valued possession and already 50 per cent or more of the rural households own less than 0.3 acre of it.⁴⁾

- 1) There were 21 Districts in 1983 and the number has since increased with the upgradation of Subdivisions into Districts.
- 2) The 1981 Census considered a person literate if he/she is able to write a simple letter to another person.
- 3) Clifford Geertz, *Agricultural Involution, the process of ecological change in Indonesia*, California 1963.
- 4) Land Occupancy Survey, Bangladesh Bureau of Statistics, Dhaka, 1978.

For socio-cultural reasons women in rural areas customarily do not work in the fields, nor do they go to the markets, but they are nevertheless very much involved in productive, expenditure saving activities. Their work place mainly centres around the “bari” or homestead. Most of the “baris” in the rural areas are inhabited by several members of a family, who share the same compound and assets. Next to cooking for a large family (which is a time-consuming task since the food has to be processed as well) and looking after pre-school children, women are accustomed to take care of post-harvest activities, the selection and storage of seeds, as well as tending kitchen-garden and livestock.

For various reasons village women have a restricted role in different rural associations and organizations such as the “Shamaz” (norm-setting association) or the “Shalish” (village court) which were usually reserved for men. Tradition has kept them outside the main stream of economic and development activities. Social norms and values such as the dowry system, more than one marriage and desertion by husbands, divorce, widespread prejudices against women’s rights and obligations contribute to worsen their condition in the country.

In this backdrop a national organization for women called Bangladesh Jatio Mahila Sangstha (BJMS) has been set up in 1976-77 by the then Ministry of Health, Population Control and Labour (Labour and Social Welfare Division). The purpose of setting up such organization is to reach out to women in rural areas. Government policies endorsed the principles of integrating women in the main stream of the development process, but because the policy and project proposals were often formulated by people with an urban outlook, the policy objectives were not always realistic.

1.3 The Project History

The Second Five Year Plan (1980-85) focused to a great extent on rural development. To reach women the government adopted a comprehensive women’s development policy which was multisectoral in approach. The Ministry of Women’s Affairs was intended to function as a coordinating and policy-making body, but as observed by Salma Khan “never succeeded in this role”.⁵⁾

The main objectives of the government programmes were to ensure a proper atmosphere for development, by expanding educational facilities for non-formal education as well as skills development.

Priority was given to building physical and human infra-structure to achieve those aims. Consequently a comprehensive Women’s Development Project was designed and launched through the sponsorship of the Ministry of Social Welfare and Women’s Affairs and the responsibility of implementation was given to BJMS. Eventually BJMS concentrated all its efforts in the direction of institution building at the Union level obtaining free donations of land from the project area. Initially 38 Union Development Centres – two in each district (except Chittagong Hill Tracts, Bandarban and Khagrachari) were taken up on a pilot basis aiming at national coverage after successful experimentation.

Considering the critical need of women’s development in Bangladesh NORAD entered upon an agreement in 1979 with the Government and offered financial assistance to construct the first 14 UDC buildings.

In 1980 an evaluation was undertaken by NORAD to assess the performance of the Programme. On the basis of this evaluation report NORAD decided to continue the assistance to the UDC project and a Plan of Operation was worked out in 1982. With certain changes in the policy, the responsibility of implementation of the project was transferred from BJMS to the Women’s Affairs Directorate (from 16.8.82) under the Ministry of Women’s Affairs and Social Welfare.

5) Women’s Development and Public Policy in Bangladesh, unpublished seminar paper, 1984.

When in 1982 the Government of Bangladesh and NORAD intensified their cooperation regarding the Union Development Centres, two aspects, viz. organization and quality of the performance received special consideration. The evaluation report identified several problem areas such as an irregular flow of funds, weakness in management, difficulties in the supply of raw materials and marketing of goods, in addition to a loss of interest on the part of village women.

The 38 UDCs are currently carrying out trade courses and non-formal programmes for women as well as for their children in the villages.

1.4 Project Objectives :

The objectives of the project are several, ranging from the motivation of village women through non-formal programmes and discussions on health, nutrition, child care to the development of skills for employment or income generation purposes. The main objectives of social, economic, educational, culture upliftment of women in Bangladesh remains the same throughout the different revisions of the project. Over the years, changes in the priorities and strategies to achieve these are noticeable. Initially, bringing women from the grass root level to participate in various economic endeavours through motivation and consciousness-raising was emphasised.

Nowadays emphasis has been direct towards

- (i) practical training on para-agricultural activities,
- (ii) non-formal leaders training,
- (iii) skills development training,
- (iv) practical community service training,
- (v) in-service training,
- (vi) marketing and loans,
- (vii) production and sales, etc.

1.5 Project Description

Following the recommendation of the 1980 evaluation a comprehensive Plan of Operations was designed. The project assumed its present shape from 1982 onwards.

In Dhaka the Women's Affairs Directorate (also called Women's Cell) of the Ministry of Women's Affairs and Social Welfare has supervisory and monitoring tasks, while a coordinating body (Coordination Cell) especially created for the project would act as a liaison between the Union Development Centres and the headquarter.

The 38 Centres located in unions both near district towns and in remote rural areas are generally staffed with 30 volunteers, 10 social workers, 4 trade teachers and one Director assisted by an office assistant (in addition to a nightguard and a peon). For each UDC, 11 women were selected for training in non-formal programmes organized by the BJMS at National Women's Development Academy in Dhaka and the best of those trainees were appointed as Directors of the Centres. Most of the trade teachers received training at the National Women's Development Academy in Dhaka, while some of the weaving masters were employed on the basis of a certificate from the Handloom Board.

The social workers and volunteers acquired, in later years, more practical training in poultry vaccination, oral rehydration therapy, family planning, etc. at the Upazilla level.

The Directors are assisted in their task, particularly in respect of recruitment of trainees, by a local advisory committee consisting of 11 members under the Chairmanship of Upazilla Nirbahi Officers (UNOs).

The non-formal village programme has been in operation since the inception of the project because not all the physical structure were constructed right away. This programme consists of visits to villages by social workers and volunteers usually 4-5 days a week. The field workers form groups of 10-15 women and give demonstrations and talks on nutrition, health care, family planning, raising of livestock and the like. Literacy courses for women and children sometimes preceded the other courses. After a period of three months new groups are formed. In recent years savings and loan groups are established in a few areas.

Some women from these villages are selected for the 6 months trade courses in the Union Development Centres. Instruction on sewing, weaving and sericulture was planned, but most UDSs exchanged the latter course for another such as manufacturing of cane and bamboo articles, or food processing.

From 1983 the participants are being paid Tk. 3/- per day during their training period.

Prior to 1982, 20 centres were constructed and training programmes were initiated under the auspices of the Bangladesh Jatio Mohila Sangstha. Now that the network of the BJMS branches was not responsible for the Centre any more, a different organizational structure had to be sought. Thus, the Plan of Operations emphasised the establishment of a coordination cell for professional guidance to the UDCs in addition to institutionalizing a system of communications between and among the UDCs and the Ministry in Dhaka. There was all the more reasons for creating this body, because the Women's Directorate had to monitor other field programmes as well. A consultative committee (advisory committee) composed of representatives from the Government of Bangladesh and NORAD, would act as a communication link especially to "ensure that problems arising from the implementation of the programme are dealt with at the right level".

One Bangladeshi and one foreign advisor were appointed to work with the Coordination Cell. Both of them had been involved in the project since 1981. In addition, several administrative and technical officers would be appointed soon by GOB. In the interim period from July to December 1982 many uncertainties manifested itself.

Moreover, the morale of the field staff was seriously affected as no salaries were paid until February 20th of the following year.

Due to the efforts of the Coordination Cell advisors, combined with frequent field visits, the staff of the UDCs recovered from their feelings of disappointment and took up their activities with fresh energy. The trade and non-formal training programmes continued while the field workers received information and materials from the technical staff of the thana for their work in the villages. In each of the 4 divisions of the country one pilot centre was selected for intensive activities. The Pabna Centre from the Rajshahi division was later dropped due to internal problems of the centre.

The fact that the fund committed to the programme e.g. for the purchase of raw materials or salaries was paid to the local administration instead of the BJMS office led to many difficulties. Initially, there was a lack of interest in the part of some of the UNOs for the programme, but later their attitude changed.

The work of the coordination cell in Dhaka, seriously suffered from the lack of supporting staff (of the 19 people mentioned on paper in 1984 1 market development officer, 1 typist and 1 assistant accountant were provided). Consequently it was hard to follow up the problems of the UDCs after field visits (e.g. difficulties in office administration and accounts, relationship with local administrative bodies, the replacement of sericulture in the trade training programme, the construction as well as the maintenance of the buildings). Nevertheless in 1984, 37 of the centres were built, (although often incomplete, a tubewell, a latrine or electricity are sometimes lacking), while the activities in the centres were continuing. The project suffered by the sudden departure of the two Coordination Cell advisors in the middle of 1984 who have not yet been replaced.

The situation depicted in the preceding paragraphs prevailed when the present study team was formed.

CHAPTER II

The Objectives of the Evaluation

The evaluation of the Union Development Centres for women has been carried out by the Study Team with the purpose of assessing their effectiveness and the impact produced by their activities keeping the following terms of reference in view:

1. To assess the progress made in the Union Development Centres (UDC) in terms of the project targets and reasons for shortfall, if any;
2. To identify problems of management of the UDCs;
3. To ascertain advantages/disadvantages of trade courses and training programmes;
4. To review input, output and dropout position;
5. To review the staff position in the UDCs in terms of quality and quantity;
6. To review the functions and management of the coordination cell of the project at all levels;
7. To ascertain whether the UDC buildings were established according to the project target and also to assess whether the buildings are suitable for offering trade courses and imparting training programmes;
8. To identify problems and bottlenecks faced and measures taken to overcome the same;
9. To assess the employment situation of the trained women and employment opportunities available to them in the surrounding areas of the UDCs;
10. To assess the extent of difference, if any, between the estimated expenditure and actual expenditure with reasons for such differences;
11. To assess the impact of the project on the beneficiaries.

CHAPTER III

The Methodology of the Study

The Study Team adopted the following methodology in order to conduct the evaluation study.

3.1 Selection of UDCs

The Study Team collected and considered all the information on the existing 38 UDCs available with the Directorate of Women's Affairs and selected 18 UDCs for evaluation. While making the selection, the following criteria were taken into account;

- (a) length of operation; 10 UDCs established prior to June 1980, and 8 established after June 1980, have been included;
- (b) performance of the UDCs so far known to the directorate; 10 efficient, 5 moderately efficient and 3 rather inefficient Centres have been included;
- (c) present stage of development; 14 Centres with all the 3 trade courses, 3 with 2 trade courses, and 1 with 1 trade course have been included;
- (d) problems faced by the UDCs; 2 Centres known to be handicapped, on account of various problems faced by them and 16 well functioning Centres. A list of the 18 selected UDCs together with necessary details is given in Appendix 2.

The Study Team divided itself into three groups and each group visited 6 UDCs and 20-23 villages in about 14-16 days.

3.2 Sample of the Study

Five women who completed the non-formal training programme and five women who completed the trade courses were selected from each UDC for the purpose of the study. Three to six people living in the locality of each centre were selected for their opinion about the UDC. A total of 72 such local people were thus interviewed. All the teachers of the UDCs (a total of 64) were asked to give their opinion about the UDC programme. Three social workers and 4 volunteers from each UDC were also interviewed.

3.3 Review of Secondary Source Materials

The Study Team reviewed available written materials and information on the policies and program-

mes relating to socio-economic development projects for women in Bangladesh. Such secondary source materials included the project proformas and other reports and documents collected from the Directorate of Women's Affairs. Information was also collected through personal contacts and discussion; the Study Team met all the officers, except one, of the Directorate of Women's Affairs and 1 Deputy Secretary of the Ministry of Women's Affairs.

The Study Team held as many as 16 meetings spread over a period of 7 weeks (from 15.1.85 to 6.3.85).

3.4 The Preparation and Administration of Evaluation Instruments

Four detailed questionnaires (Annex 3) were designed by the Team members for collecting data or eliciting information from various groups in the field; these were critically examined and suitably modified by the Study Team before finalization. The Team members themselves in collaboration with 3 field investigators, administered these questionnaires during their visits to the UDCs, the villages, and UNO offices. They collected the required data/information from the following groups;

- (a) the Director and the staff of the Centre,
- (b) current trainees,
- (c) women completing the courses,
- (d) women who dropped out,
- (e) women covered by non-formal programmes,
- (f) important persons of the locality and
- (g) members of Advisory Committees, and government officers at the Upazilla and Union levels.

3.5 Group Discussion

The team also collected information through group discussions. General discussions held outside, in front of the house, were quite useful for the team, because many practical suggestions to improve the programme were spontaneously made by the assembled neighbours.

3.6 Processing and Analyzing the Data

The data/information collected were classified, tabulated, and analysed by the Study Team. The results of such analyses (i.e. inferences and conclusions reached) have been incorporated under Chapter IV and V.

3.7 Limitations of the Study

During the field visits extensive interviews were taken with the UDC staff and the trainees present.

In several centres the whole group of volunteers and social workers as well as some members of the advisory committee had assembled for a hospitable reception of the team coming from Dhaka. In such a situation it was rather difficult to isolate the women from the group for an informal, unhurried interview

in a separate room as the UDC building itself is small. The evaluation team did not want to leave the impression as if they were interrogating the staff or drawing them out on criticism about their Director. Further, the team found that the social workers, teachers and volunteers were generally reticent about their Director, while some Director-lacking confidence in themselves – were eager to overhear what the staff members were saying. Tactful but persistent questioning ultimately led to satisfactory results.

In some cases the social workers and directors selected the villages for the team because they wanted to show their programmes. In doing so they might have excluded disinterested or hostile areas.

In the villages the lack of privacy is a common feature, but as no intimate questions were asked this fact did not influence the interviews to an appreciable extent.

Another limitation was that no thorough analysis of the effects of the programme on villages lying 5 to 6 miles of walking distance from the centre, as compared to nearby ones, was made due to lack of time.

CHAPTER IV

Analysis of Data and Findings

4.1 Interregional and Intraregional Differences: Physical, Social and Economic

At the time when the location for the Union Development Centres was indicated, it was deliberately decided to build half of them in remote rural areas and the other half near district towns. For example, the Pahartali UDC in the Raozan Upazilla is situated in such a place on the hill that it is difficult to reach the Centre. On the contrary, the Bakulia and Aichgati UDCs in Chittagong and Khulna respectively are so close to the town that their clientele is both urban and rural in orientation.

In other Unions the Centre itself is located rather eccentric, because it was constructed on donated land sometimes found near the Union border. It also happens that seats of the local government are far away from UDCs. For example, in Daipukuria, bullock carts are the only means of transport. Volunteers and Social workers, therefore, have difficulties in keeping contacts with the UNO office. It was also found that the size of the Unions varied widely. The largest Union is Nowhata with 40 villages which means that the Nowhata UDC has to cover a larger area. On the other hand, the Pahartali UDC has to cover only 4 villages which is the smallest Union visited. Further analysis of the data reveals that 3 UDCs have to cover 4-10, 8 UDCs 11-20, and 6 UDCs 21-40 villages. One exception is Bakulia which covered 2 wards under the Chittagong Municipality.

The size of the population varies widely between different Unions. Dhakhin Khan Union under Dhaka Sadar is the largest in terms of the size of the population which is 47,286, while the size of the population is 13,635 in Sundarban Union which is the lowest. About 50 percent of the Unions have the size of the population ranging between 21,000-47,286 in number. The size of the female population in all the Unions has been reported as 49-50 percent of the total which is also equal to the national percentage. The people in the visited Unions, excepting one, are predominantly Muslims with an appreciable proportion of Hindus, while in the Pahartali Union of Raozan Upazilla Buddhists are predominant.

The literacy rate of the male population in the Unions varies from 8 to 44 percent while female literacy varies from 2 to 30 percent. Most of the Unions have primary schools ranging between 5-7, while some Unions have primary schools ranging between 11-16 in number. A majority of the Unions have adult literacy centres numbering from 1 to 30 and 5 Unions have not reported anything. Some UDCs reported about the existence of Mother's Clubs under the Ministry of Social Welfare.

In almost all the Unions agriculture (including agricultural wage labour) is the main occupation of the people. Next comes trade and business, salaried services, cottage industries and transport, especially van and rickshaw-pulling. Kutchra roads being the major means of communication rickshaw-pulling is found in almost all the Unions except Patuakhali. Boats are used as a means of transport and communication in about 39 percent of the Unions.

Planning techniques are still inadequate at the Upazilla level; therefore, to predict the future direction of a Union's economic development is not possible. Some general information on the availability of health

and Family Planning Centres, banks and development activities was obtained. It was found that about 56 percent of the Unions have health complexes and 78 percent have Family Planning Centres. About 56 percent of the Unions have rural credit facilities as well as the Grameen Bank, 72 percent have rural electricity and few have water supply and sanitation facilities.

Development schemes such as road, culvert, embankment and bridge construction initiated by Upazilla administration, BRDB and BWDB were found in a majority of the Unions. Development projects by non-government organizations were also found in some of them.

4.2 Employment Opportunities

There are very few employment possibilities for relatively unskilled men and women in the formal sector in Bangladesh. The agricultural sector is the country's main contributor to its domestic product. The industrial production in districts other than Dhaka or Chittagong (followed by Khulna and Comilla) is of little significance for the absorption of the growing labour force in Bangladesh. The demand for agricultural wage labour is highly seasonal, whereas traditional women's labour such as rice-husking is often replaced by power mills. Nevertheless, we noticed a collective rice-husking project organized by a Mother's Club and the Family Planning Association in Khulna. This initiative is taken up by several other organizations throughout the country.

Agro-based industries or even freezing plants located near district towns are relatively small (maximum 300 workers) while the large Mohini Cotton Mill (3,000 permanent workers) in the Union of Mozampur near the town of Kushtia was closed three years ago. The ex-workers and their families are now mostly self-employed in food-growing and processing, in transport, trade and contractwork for a local cigarette factory. The remuneration is very meagre.

For those, however, who live near urban centres it is easier to find income generating activities than for those who live in remote rural areas.

4.3 Scope of the Project

When describing or analysing the impact of the present project we have to realize that, although a national, instead of a regional experiment, was chosen, its scope is rather modest. Of a total of 4,365 Unions in Bangladesh only 38 have been selected for the execution of the programme. When the project was extended in 1982 a conscious choice was made to enhance its quality instead of quantity.

The Study Team have calculated that during the 4 to 5 years since the start of the non-formal programme, 50 percent of the women in the villages have been reached. Nevertheless, often the emphasis was on quantity rather than on quality. The trade courses, on the other hand, benefit only a limited number of women, 60 trainees annually – at each Centre. Besides, these courses were introduced at a much later date. In some Centres weaving classes have only recently begun. Most of the women taking part in the non-formal programme are between 15 and 35 years of age, although children and elderly women sometimes participate in the programme. Beneficiaries are also those women who are not allowed to leave the homestead due to a conservative outlook of the community, as well as women deserted by their husbands and left with the responsibility for rearing their children. Women with many children have difficulties in finding time to attend the programme. The sample for the participants in both the non-formal as well as the trade programme demonstrates that a small percentage (13%) of the women is deserted.

The trade trainees are generally younger. Obviously, young and unmarried women have fewer family responsibilities – no children to take care of – whereas the training is an asset for marriage even if the training cannot be used productively right away.

The non-formal programme clearly has a wider scope, but often due to the lack of inputs such as teaching aids, simple medicine, chicken vaccine, refresher courses for social-workers and volunteers, etc. optimum results could not be achieved. The admission criteria for the trade courses indicate that priority is given to underprivileged women.

4.4 Impact of the Programmes

It is difficult to measure the impact of the programme in concrete terms when poverty is a regular phenomenon in rural Bangladesh. Therefore, the team asked themselves the following questions: first, do the programmes reach poor women at all? And if so, do they really benefit from the programme? Many writers have shown the complexities involved in defining rural poverty in Bangladesh. The ownership of land is of course one of the crucial factors in determining the extent of poverty, but in order to survive, people look for multiple sources of income. Thus, we found relatively well-off people with a regular, though small, source of income, such as an employee of the Bangladesh Agricultural Development Corporation or a bank as well as a retired army man, who only owns a home and sometimes a small parcel of land. The possession of a tin roof already indicates that some money could be spared for the improvement of a house. Other male household members would be involved in business or petty trade, besides cultivating a few “bighas” (1 bigha equals to 1/3 of an acre) of land, or in catching fish. Women would contribute to the domestic economy by treating crops, after they have been harvested and by tending animals. The poorest families are those unemployed people who do not own a home or cannot afford to rent a hut. In some places they live near towns in self-built squatters and others live on boats. Divorced or widowed women are at the mercy of relatives or have to set out on their own. Finding food for their children and for themselves is their most urgent need.

Several of the poorest families do not stay in one place for a long time. That is one of the reasons why the social workers or volunteers have difficulties in reaching them, besides the fact that they have to offer these families little. Even the non-formal programme does not provide them with any direct means of livelihood. The best way the social workers and volunteers are serving the poorest communities is by setting up day-care centres for children. This activity would help the children to enroll for schools eventually, next to giving mothers a free hand for work. We noticed several such day-care centres being run either in or outside one of the village homes, or on the centres’ verandah.

The relatively less needy are genuinely interested in the non-formal programme (as well as in the trade courses but there are only limited seats) especially if the social workers could assist them in a concrete way with poultry vaccinations and the like.

The effects of the non-formal programme on the trainees become manifest in the general condition of a Bari compound, of clothes and cleanliness, as well as in their overall attitude towards training and daily living. Training also creates a sense of awareness of their own situation among women.

One elderly woman in the UDC of Khilpara narrated the experience of how she saved the life of two of her cows by feeding saline water to them. She had learnt that skill from the social workers and the volunteers and she applied it on her cattle. It was found to be effective. In another case the team heard how adult literacy helped save a marriage of a poor village girl whose husband was away from home. Indeed, everybody suggested practical learning programmes of knitting, sewing, cane and bamboo work or fishnet making.

Those women who already derive a few benefits through the sale of eggs, vegetables, milk, etc., are very keen on getting more lessons on literacy and numeracy as well as on health related matters for their families or for themselves. In quite a number of villages the social workers and volunteers motivated the families in such a way that the women took permanent measures regarding family planning. In the poorest villages, where people own a few or no assets, women (and men) are almost exclusively interested in income enhancing possibilities next to information on children's health.

4.5 Opinion of the Local Community towards Union Development Centres

A sample of 72 local people from different walks of life and avocation was selected. People with different educational and social backgrounds, different levels of income, profession and age constituted the sample group.

An attempt was made to collect the opinions of people varying from

- (a) very poor to rich,
- (b) young to old,
- (c) illiterate to highly educated. Opinions of all those different groups of people were weighed with the same scale of importance and relevance. Following is the table showing the distribution of responses of the local people according to their age.

Table 1 Responses of the Local Community by Age Groups

Age (in years)	Number	%
20-25	4	6
26-30	10	14
31-35	12	17
36-40	16	22
41-45	10	14
46-50	6	8
51-55	6	8
56-60	3	4
61-65	2	3
66 +	3	4
	72	100

A questionnaire containing 7 broad questions with elective answers to each question ('yes' or 'no') was distributed to local people to gain their impression on the Union Development Centres in the neighbourhood (See Table 2). They were asked to give their opinion on the functioning of the Centres and on the question, whether the money allocated by the government for running the centres was justified. They commented on the usefulness for the training of their daughters and wives. Also it was asked whether the women participating in the programmes could apply their learnt skills economically and socially.

Table 2 Opinion of the Local Community Regarding the UDCs

	Yes (N)	%	No (N)	%
1. Awareness of the existence of the Centre	70	97	2	3
2. Need for a change in socio-economic condition of women	70	97	2	3
3. Proper utilization of funds	66	92	6	8
4. Participation of family members	44	61	28	39
5. Application of the trade	32	44	40	56
6. Replacement of the work done in the bari	25	35	47	65
7. Interest of the neighbouring women in taking trade training	69	96	3	4

The answers indicate that the Centres are serving an useful purpose towards improving the socio-economic condition of the women. But another set of questions revealed that the opportunity of utilizing the developed skills is not that much encouraging. Impressed with the favourable reaction of the local people about the usefulness of the Centres the team attempted to assess the opinion of the local people about other factors connected with the improvement of the Centres.

In one Union the jealousy of an already affluent neighbour spoilt the achievements of a volunteer. The neighbour destroyed her remunerative vegetable garden and poisoned her hens and ducks with insecticide.

An attempt was made to ascertain which one of the given trades they thought most suitable for earning. Fortytwo percent was in favour of weaving, 40 percent for sewing, 3 percent for sericulture and 14 percent for poultry farming. The Union Parishad Chairman and other important persons also expressed their preferences for the trade courses because of local demand, relatively low investment cost, and easy operational requirements involved in these trades. As regards weaving, many local people suggested that if only one loom could be installed in the compound of a family homestead it would engage all the working woman members. They could, in turn manufacture their products at a suitable time and manage to sell their products with the possible help of the Centre. What is needed for sewing as well is only one or two sewing machines. These could help the women to work with the machines at home and supply their products to nearby tailoring shops according to their specifications. In response to the questionnaire about the suggestions of the local people in introducing new trades in the Centres, 18 percent was in favour of cottage industries, handicrafts, bamboo and cane work, clay potteries, etc., and 14 percent was in favour of poultry. Almost all men and women interviewed did welcome the UDCs and encouraged the staff to continue and expand its activities.

4.6 Evaluation of the Programme of the UDCs

In an attempt to evaluate the programmes of the Union Development Centres, a number of women who either completed the trade courses or the non-formal programmes were asked to express their opinion about the different aspects of the programme of the selected UDCs. Following is the presentation and analysis of data collected for this purpose. The presentation of this portion is divided into two parts. The first part contains information on the non-formal programme and the second part on trade courses.

4.6.1 Evaluation of the Non-Formal Programme

In order to evaluate the non-formal programme of the Union Development Centres 90 village women who completed the homebased training programme were asked to express their opinion on the different aspects of the training. The background information of these 90 selected participants and their opinion about the different aspects of the non-formal programme are presented in the following paragraphs.

(A) Background Information of the Participants

Most (52%) of the participants belonged to the age group 15-25 years. The next largest group comprising about 28 percent of the respondents were in the age group 26-35. About 20 percent of the participants were above 36 years of age. One respondent was 60 years old. About 71 percent of the respondents were found to be married, 14 percent unmarried, 11 percent widowed and 3 percent were left by husbands.

About 35 percent of the respondents had 3-4 children, 31 percent had 1-2, 17 percent had 5-6, 6 percent had 7-8 and 10 percent had no children at all.

Most (78%) of the respondents were Muslims, some (22%) were Hindus and few (3%) were Buddhists.

About 5 percent of the respondents did not know how to read and write at all, 48 percent knew how to sign only, 40 percent had education up to primary level, and only 7 percent up to secondary level.

About 20 percent of the fathers/husbands of the respondents were found to be illiterate, 17 percent could only sign, 27 percent had education up to primary level, 24 percent up to secondary level, 11 percent up to S.S.C. level and one was a medical practitioner. Most (61%) of the respondents had yearly income below Tk. 10,000/-. Some (14%) had Tk. 10,001 to 20,000 and 24 percent had yearly income of Tk. 20,001 to 48,000.

An analyses of the information collected on the educational level of the participants, revealed that a large number of participants were illiterate or nearly illiterate. Similarly, father/husbands of a large number of responding participants were found to be illiterated or nearly illiterated. Again, an analysis of data on economic condition of the families of the participants showed that most of the families of the participants had yearly income below Tk. 10,000/- only.

On the basis of this finding it may be inferred that the non-formal programme of UDCs has at least been able to reach the women of the lower socio-economic stratum of the country.

(B) Opinion of the Respondents About the Non-Formal Programme :

In response to the question whether the participants have learnt any skill through the homebased

non-formal training programme almost all (99%) of the respondents answered in the affirmative. Moreover, it was found that as a result of this training about 70 percent of the respondents were able to earn some additional income per month. Table 3 shows the amount of money that they were able to earn as a result of the aforesaid training.

However, meagre the amount of earnings may seem to be, still it is clear that a large number (70%) of women were able to earn additional income for their families. It is indeed a good start.

Table 3 Monthly Additional Income of the Participants who Underwent the Non-Formal Programme of the UDCs

Amount of Taka Earned	N	%
Nothing	25	27
Up to 50	33	37
51-100	2	2
101-200	14	16
201-300	8	9
301-400	1	1
Above 400-1000	2	2
Application in house work	5	6
	88	100

(C) Impact of the Non-Formal Programme upon the Various Aspects of the Participants' Lives :

The participants were asked in what way and to what extent the homestead training had effected their lives. A series of questions related to different aspects of the participants' lives were asked. Data collected in response to the questions are presented in table 4.

Table 4 shows that the non-formal programme of the UDCs has a positive impact upon the various aspects of the participants' lives. A majority of the participants said that the training helped them to a certain extent in all the various aspects, as mentioned above, of their lives.

Table 4 Impact of the Non-Formal Training Programme upon the Various Aspects of the Participants's Socio-Economic Condition.

Different Aspects of participants' Socio-Economic Condition	Extent of help					
	To a great extent		To some extent		To a little extent	
	N	%	N	%	N	%
1. Learning a skill for extra earning	33	37	38	42	19	21
2. Solving household problems	45	50	32	36	13	14
3. Managing household Tasks	54	66	29	32	7	8
4. Increasing self confidence	52	58	32	36	6	7
5. Improving housing condition	34	38	32	36	24	27
6. Having chance of coming out of the house	43	48	36	40	11	12
7. Raising social status	40	45	39	43	11	12
8. Taking decisions about family planning	37	41	36	40	17	19
9. Educating children	35	39	31	34	24	27
10. Caring about health of the members of the family	49	54	37	41	4	5
11. Managing good clothing for the members of the family	19	21	41	46	30	33
12. Giving ideas in raising nutritional intake	39	43	43	48	8	9
13. Rearing poultry	52	58	32	36	6	7
14. Family members valuing participants' opinion	39	43	41	46	10	11

Further data presented in table 4 shows that as a result of the training 50% to 60% participants were benefitted to a great extent in gaining self confidence, in managing household work efficiently, in rearing poultry, in caring about the health of the members of the family, and in solving household problems.

In response to the question whether other women were taught by the respondents a large number of former trainees answered that they taught their newly learnt skills to other women. The distribution of the participants by number of persons they taught is shown in table 5. It shows that most of the respondents (except 17 percent) had imparted their learnt skill to others. It is surprising to note that some (16%) of the participants even taught 20 persons each.

Table 5 **Number of Persons Taught by the Participants ***

Number of Persons taught	N	%
0	10	17
1 - 2	15	25
3 - 4	11	18
5 - 6	11	18
7 - 8	4	7
9 - 10	nil	nil
11 - 20	9	16
	60	101

* Only 60 participants were asked about this question.

The families of all the respondents were found to have a good opinion about the non-formal programme.

The participants were also asked about the extent of encouragement that they received from various persons like members of the family, local people, teachers, social workers, volunteers, directors and persons concerned. Following is the table showing the extent of encouragement that they received from each person.

Table 6 Extent of Encouragement Received by the Participants from Various Persons

Persons	Extent of encouragement					
	To a great extent		To some extent		To a little extent	
	N	%	N	%	N	%
Members of the family	59	66	19	21	12	13
Local People	37	41	32	36	21	23
Teachers	52	58	24	27	4	4
Social Workers	78	87	11	12	1	1
Volunteers	74	82	14	16	2	2
Directors	71	79	11	12	8	9
Others (e.g. workers of family planning)	6	7	2	2		

(D) Opinion of the Participants about the Course Taught, Teaching Method & Regularity with which the Social Workers Taught them

Data collected in this regard showed that all the respondents liked the course and the teaching method. Also, everybody responded in the affirmative about the regularity of the social workers and volunteers who taught them.

4.6.2 Evaluation of Formal Programme (Trade Course)

In this section, for the purpose of evaluating the programme on trade course, an attempt was made to assess firstly the input, output and dropout position of the UDCs and secondly, the impact of the trade course programme on its recipients.

(a) Input, Output and Dropout Position of the UDCs

Data on input, output and dropout was collected from those Centres only where the participants completed the trade courses. It was found that during 1981-83 out of 18 UDCs, participants of only 10 UDCs completed the trade course, and in 1984 participants of 12 Centres completed the trade course. So data in this respect was collected for the years 1981-83 from only 10 Centres and for the year 1984 from 12 Centres.

The collected information on enrollments of the UDCs is presented in table 7.

Table 7 Data on Input & Output/in Trade Courses in the UDCs

Year	No. of centres	No. applying for enrollment		No. Enrolled		No Completed		No. Dropped	
		Total	Mean	Total	Mean	Total	(%)	N	%
1984	12	1082	90	541	45	506	(94%)	42	353
1983	10	794	79	418	42	390	(93%)	39	283
1982	10	550	55	318	32	271	(85%)	27	475
1981	10	490	49	330	33	268	(81%)	27	626

Table 7 shows that number of applicants for enrollment and enrollers in UDCs are increasing year after year. It further indicates that the number of applicants is much more than the number enrolled in all the years. This also shows that the programme has become much popular in the area.

Further analysis of data presented in table 7 indicates that the number of participants completing the course successfully was very high in all the years from 1981-84. The percentage of candidates who completed the courses successfully was 81 in 1981, 85 in 1982, 93 in 1983 & 94 in 1984. The dropout rate, as presented in the same table, seems to be very low throughout the period 1981-84. The high rate of passing and the low rate of dropout shows that the training programme was quite effective.

In an attempt to assess the impact of the trade courses on the participants, 78 women, who completed the trade courses, were asked to express their opinion on the different aspects of the programme. The background information of these selected participants and their opinion on the different aspects of the UDC programme are presented in the following paragraphs.

(b) Background Information of the Participants

- (1) Most (54%) of the participants were found to be in the age group 15-20 years. The next largest group (24%) belonged to the age group 21-25. Only 22 percent of the participants were found to be above 25 years of age. One respondent was 50 years old.
- (2) About 44 percent of the respondents were found to be married, 41 percent unmarried, 6 percent widowed, 5 percent divorced and 3 percent left by husbands. It is interesting to note that quite a large number (41%) of unmarried girls attended the trade course.
- (3) Most (76%) of the participants had a maximum number of 2 children, 14 percent had 3-4 children, and only 11 percent had 5-6 children.
- (4) Most (86%) of the respondents were Muslims, some (13%) Hindus and few (1%) were Buddhists.
- (5) About 27 of the percent respondents could only sign and 3 percent were illiterate. About 40 percent of the respondents had educational background of primary level, 27 percent secondary level, 3 percent SSC level and only 1 percent of HSC level.

An attempt was made to learn about the educational level of the fathers/husbands of the selected participants. Data collected in this respect are shown in table 8.

Table 8 Distribution of Respondents by Level of Education of Father/Husband

Level of Education	N	%
Illiterate	31	40
Can sign	6	8
Primary	13	17
Secondary	21	27
S.S.C. Pass	3	4
H.S.C.	3	4
Fazil Madrasha (F.M)	1	1
	78	101

Table 8 shows that about 40 percent of the fathers/husbands were illiterate and 8 percent could only sign. Among the rest, 17 percent have a background of primary education, 27 percent secondary education, 4 percent SSC & 4 percent F.M.

(c) Yearly Income of the Families of the Respondents

An analyses of data collected in this regard showed that 76 percent had yearly income of less than Tk.10,000/- whereas 15 percent had Tk.10,000/- to Tk.20,000/-, and only 9 percent had yearly income of Tk.20,000/- to Tk.48,000/-, when 48 percent of the fathers/husbands of the participants are illiterate or nearly illiterate (could only sign), and 27 percent are educated up to primary level only, when most of the respondents had a yearly income below Tk.10,000/-. It may be inferred that UDC trade programme has at least been able to reach the lower socio-economic group of people in the country. It can further be said that larger number of poorer people have been reached by the trade programme than by the non-formal programme.

(d) Opinion of the Participants About the Trade Courses

In response to the question whether the participants had been able to learn any useful skill at the respective Centres almost all (97%) of them answered in the affirmative. On the question whether the training or the learnt skill helped them in earning additional income about 76 percent of the respondent answered 'yes'. Table 9 shows the amount of money that the participants are earning as a result of their training at the UDCs.

Table 9 Number of Participants by Monthly Earning

Income (in terms of Taka)	N	%
Nothing	19	24
10-50	21	27
51-100	15	19
101-200	10	13
201-300	7	9
301-400	1	1
401-500	2	3
501-600	0	-
601-700	0	-
701-800	2	-
801-900	0	-
901-1000	1	-
	78	96

However, meagre the amount may seem in most of the cases, it shows a benefit of the UDC programme upon the recipients of the training.

Attempts were also made to find out whether the training programme had some impact upon the different aspect of the participants' lives.

Table 10 Impact of the Programme upon the Different Aspects of the Participants Socio-Economic Condition

Different Aspect of Participants Socio- Economic Condition	To a great extent		To some extent		To a little extent	
	N	%	N	%	N	%
1. Learning a skill for extra earning	23	29	30	38	25	32
2. Solving household problems	21	27	84	44	23	29
3. Managing household tasks	33	42	40	51	5	6
4. Increasing self con- fidence	27	35	35	45	16	21
5. Improving housing condition	19	24	24	31	34	45

Different Aspect of Participants Socio-Economic Condition	To a great extent		To some extent		To a little extent	
	N	%	N	%	N	%
6. Having chance of coming out of the house	45	58	25	32	8	10
7. Raising social status	21	27	40	51	17	22
8. Taking decisions about family planning	18	23	41	53	19	24
9. Educating children	10	13	35	45	33	42
10. Caring about health of the members of the family	20	26	46	59	12	15
11. Managing good clothings for the members of the family	20	26	25	32	33	42
12. Giving ideas in raising nutritional intake	22	28	33	42	23	29
13. Rearing Poultry	23	29	39	50	16	21
14. Members of the family valuing participant's opinion	22	28	39	50	17	22

An analysis of the data presented in table 10 shows that the programme has a positive impact upon the lives of the participants. It is noteworthy that the highest number (58%) of the participants felt that they were benefitted to a great extent in having the chance of coming out of the house.

It is interesting to note that a large number (71%) of participants taught the skills to someone. The collected data also showed that almost all (97%) of the families of the participants had a very good opinion about the Union Development Centres.

Data collected on encouragement received by participants from various persons are presented in table 11.

Table 11 Extent of Encouragement Received by the Participants from Various Persons

Persons	To a great extent		To some extent		To a little extent	
	N	%	N	%	N	%
Members of the family	58	74	19	24	1	1
Local People	30	38	37	47	11	14
Teachers	49	63	26	33	3	4
Social Workers	47	60	29	37	2	3
Volunteers	46	59	27	35	5	6
Directors	41	53	26	33	11	14
Others (eg. Family Planning Workers)	5	6	15	19	-	-

(C) **Opinion of the Participants about the Centres,
Teaching Method and Regularity of the Teachers**

The participants were asked to express their opinion about the courses, method of teaching and regular attendance of teachers in training sessions. All the participants were found to have liked the courses. 77 percent liked the teaching method and all were unanimous about the regular attendance of the teachers. In this context, the participants added that they had regular contact with social workers and volunteers.

Problems and suggestions mentioned by the participants of both the non-formal and trade course programme will be discussed in Chapter 5.

**4.6.3 Background Information of the Teachers,
Social Workers and Volunteers and Their Opinion**

The age of the teachers, social workers and volunteers ranged from 15-50 years. A majority of them falls in the age group 21-25 which is 52 percent for the teachers, 55 percent for the social workers and 25 percent for the volunteers. It is apparent that with the exception of a few teachers, social workers and volunteers who fall in the age group of 46-50, most of them are young.

The collected data on qualification of teachers, social workers and volunteers is presented in Table 12. It shows that the social workers are more qualified than the teachers and the volunteers. One of the teachers (who is a weaving master) can only sign his name.

Table 12 Percentage of Respondents According to Their Educational Qualifications

Qualification	Teacher		Social Workers		Volunteers	
	N	%	N	%	N	%
Can Sign	1	2	1	2	4	6
11-V	5	8	-	-	27	37
VI	4	6	-	-	7	10
VII	2	3	-	-	5	7
VIII	21	33	9	17	14	19
IX	7	11	9	17	5	7
X	14	21	11	20	4	6
S.S.C.	9	14	17	31	6	8
H.S.C.	1	2	6	11	-	-
B.A.	-	-	1	2	-	-
Total :	64	100	54	100	72	100

All teachers, except weaving masters, social workers and volunteers, are female.

The monthly salary of the teachers varies from Tk. 300 to Tk. 700 depending on the length of service. Whereas upto now, the monthly salary of social workers and volunteers remains fixed, the monthly salary of social workers is only Tk. 250 and volunteers Tk. 100 per month.

A large number (35% and 38%) of the social workers and volunteers are working at the Centres since inception.

Almost all of the teachers, social workers and volunteers seemed to be satisfied with their jobs. But none of them was found to be satisfied with the existing salary structure.

It is quite significant to note that a majority of the respondents (55% teachers, 67% social workers and 60% volunteers) are of the opinion that the socio-economic condition of poor women could be improved with the help of this type of programme.

4.7 Management of the UDCs and Administrative Procedures at Different Levels :

4.7.1 Internal Management of the UDC Personnel, Training and Programmes

The Centres visited by the team were found to be relatively well-managed. In fact, the well-managed Centres were active and dynamic. There were, however, some Centres which appeared to be in need of instruction, guidance and above all of training and management, particularly financial and administrative, but also of planning. For example, the Centres do not keep their financial records in a systematic and uniform way.

Directors of some of the UDCs seemed to be dependent on the

- (a) advice of office assistants or
- (b) influenced by the individual members of the advisory committee, or
- (c) others with administrative experience, while other Directors appeared to be able to function independently.

It is found that all the Centres are open between 6 and 8 hours a day during 6 days a week. In several areas erosion of rivers and recurring floods of the monsoon period render people homeless. The activities in the Centres were suspended during a period of three months in 1984.

All the UDCs have operational rules and regulations except the Sunderban UDC. Only a few Centres do not appear to have service rules. Most of the UDC Directors mentioned that they have no power to plan or change their programmes without approval from Dhaka. On the selection of trainees they received general instructions from the Directorate of Women's Affairs. The final decision on the admission is made in cooperation with the local advisory committee.

(a) Personnel management

Most of the Centres have a sufficient number of trade teachers, excepts Bakulia, Pahartali, Lashkardia and Daipukuria. All of them have locally recruited teachers. It was mentioned in most of the Centres that their teachers are sufficiently trained and efficient, but approximately half of the Centre do not have a sufficient number of social workers and volunteers as well as other (administrative) staff. As regards the staff's attendance and punctuality, the Directors expressed their

satisfaction and they added that they themselves regularly supervised them. Almost all the Centres hold regular staff meetings on areas of general concern including the content of the programmes.

(b) Programmes

The trade courses were generally found suitable for the trainees, as the demand for these surpassed the available places. It was observed that products could be easily marketed (in 72% of the UDCs).

It has to be observed, however, that the goods were often sold against their cost-price (without calculating the cost of raw materials or labour).

4.7.2 Physical Facilities and Maintenance of the UDCs :

The construction of all the UDC buildings was made according to the project targets and specifications except Lashkardia in Faridpur.

In the Zainkathi UDC instead of 5 rooms 3 are built, of which one is bigger; although this means a departure from the project target, it serves a better purpose.

All the Centres are similar in construction, are made of brick walls and possess tin-roofs. Almost all the Centres have tubewells and a majority (61%) have latrines, but not all of them are in working condition. Most of the Centres do not have electricity either in the buildings or in the compound which poses a risk of burglary and theft. However, it was observed that the furniture and equipment were supplied according to the project targets, but physical facilities (tubewell, latrine and electricity) were not always provided.

It was found that most of the UDCs maintained their building and compound properly. But maintenance problems have occurred in some Centres due to disbursement problems. For example, broken grills of the windows in the Bijoypur UDC have not been replaced.

In regard to capacity utilization all the Centres are properly utilized. But the UDC buildings appeared to be rather small for various kinds of activities such as weaving, staff meetings and children's programmes.

4.7.3 The Advisory Committee :

Following the decree to devolve responsibilities to local authorities, the Ministry of Women's Affairs had to think of how to incorporate the UDCs into the new local structure. As a consequence, a local advisory committee was established to assist the UDC Director in making decisions on those matters which, however, do not mean a change of policy as expressed in the Plan of Operation. Also the Committee would be one form of institutionalized contact between the Upazilla officers and the representatives of village women. After some deliberations it was decided to include, besides the land owner, a prominent woman of the locality, sometimes the headmaster of a local school or other notables, Chairman of the Union Council, members of Upazilla administration and UDC Director under the chairmanship of the Upazilla Nirhabi officer. This committee holds monthly meetings for which a quorum is needed.

For some UDC Directors the committee is the ultimate decision maker on the recruitment of trainees

and the distribution of loans. Depending on the leadership style of the Director other decisions on routine matters such as the disbursement of salaries or the purchases of raw materials are put before the committee members as well.

In some unions the Union Council Chairman himself and the UNO are at one on the future direction of the UDC. It may happen that the ideas of both opinion leaders are in line with the course as set by the Women's Affairs Directorate in Dhaka, but different views also occur. Obviously, differences in the areas of personnel or money are the most serious. If, for example, intrigues are directed at a UDC Director, he or she might have to resign on losing support from the local leadership. On the other hand, a supportive Union Council Chairman can be quite helpful in mobilizing a sluggish upazilla administration to release funds for the UDC.

Ideally, and some unions are not far removed from it, the advisory committee should be a forum to discuss matters of concern to women in villages, to anticipate problems and to guide the UDC Director on new developments, particularly relating to market, or employment opportunities for women. Unfortunately, in some Unions the situation is different, such as, in Bijoypur, only one meeting of the advisory committee was held since 1984.

4.7.4 The Technical Officers of the Upazilla Administration

The upazilla administration is that part of the governmental hierarchy which comes closest to the rural population. From 1982 onwards the administrative decentralization took shape and by the end of 1983, 460 thahas of Bangladesh were upgraded to upazillas, each of which has 8-12 unions.

As can be seen from the diagram the national ministries are represented by their officers in the upazilla council. Of course, not all ministries have dispatched officers at upazilla level, since the decentralization process is still continuing. An upazilla politician chairs the council, while a civil servant, the UNO, acts as chief executive and coordinating officer.

The UNO designates the officer to take seats in the UDC advisory committee. Often, the livestock officer, the co-operative, the health and family planning officers are members of the committee. In some unions these officers and their staff have trained social workers more or less on a regular basis on how to give poultry vaccines or other injections, and how to work with family planning or health materials either in the women's Centre or in the Upazilla office. Unfortunately, lack of supplies negatively influences the effects of this laudable initiative.

Moreover, a large number of (67%) UDCs reported that the local government officers were cooperative and held regular meetings.

4.7.5 The Upazilla Nirbahi Officer and the UDCs :

In the new administrative system the Upazilla Nirbahi Officer plays a crucial role as regards the UDCs. In some of the unions they are taking special interest in co-operating with the Centres. For example, in Tangail the UDCs has managed to keep such excellent contacts with the local officials that the UNO donated a sewing machine for the Centre.

LEVELS OF ADMINISTRATION AND LOCAL GOVERNMENT

Previous structure

New Structure

National
Ministries
Directorates

National
Ministries
Directorates

Division
Division Commissioners
Division Officers

District
Deputy Commissioners
District Officers
Zila Parishad

District
Deputy Commissioners
District Level Officers
Zila Parishad

Sub-Division
SDO
Sub-Div. Level Officers

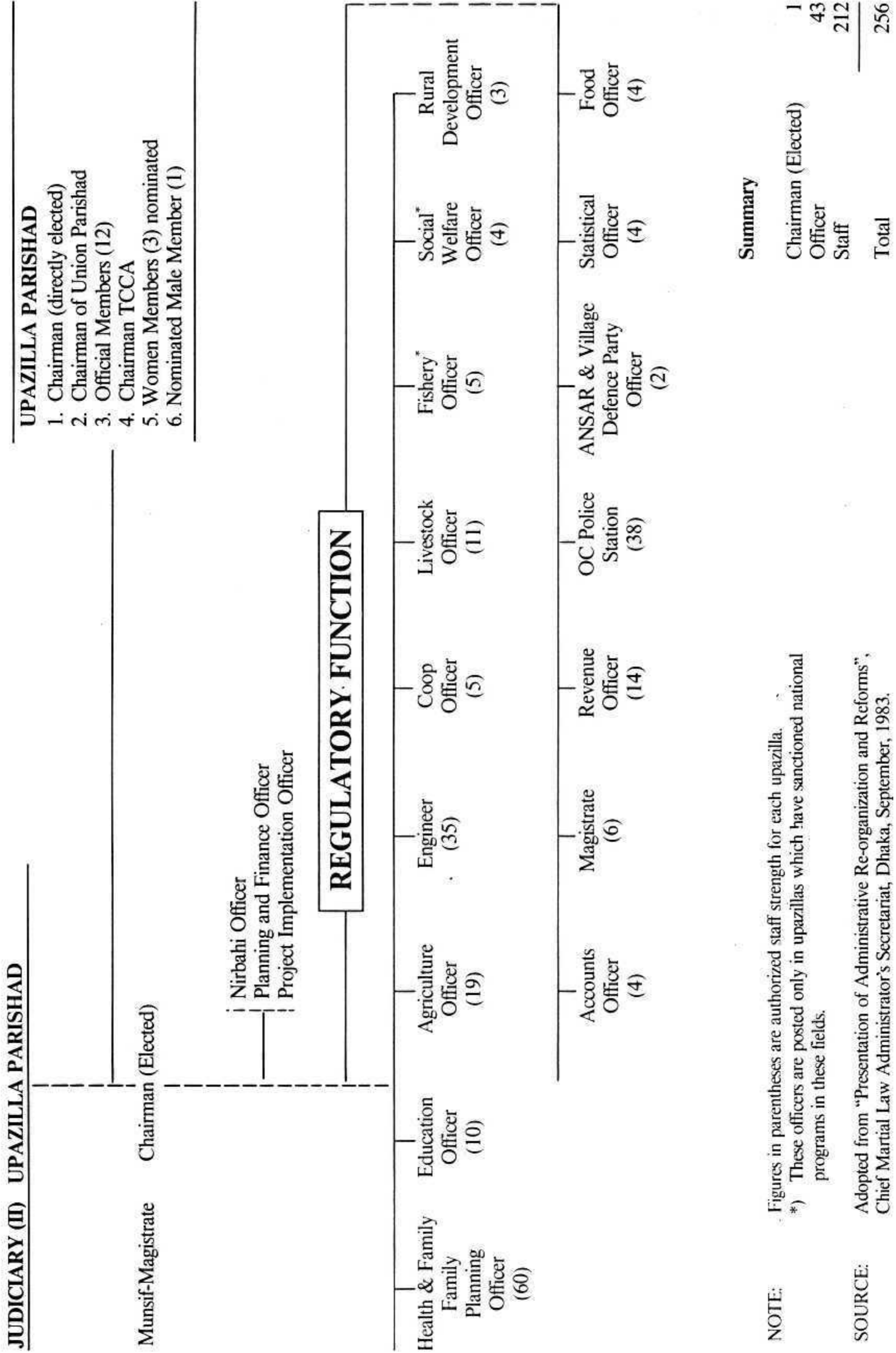
Thana
Assistant Commissioners/
Circle Officers
Thana Level Officers
Thana Parishad

Upazilla
Chairman, Upazilla Parishad
Upazilla Nirbahi Officers
Upazilla Level Officers

Union
Union Level Officers
Union Parishad

Union
Union Level Officers
Union Parishad

ADMINISTRATION OF UPAZILLAS



The Director told the research team that it would be used for the ex-trainees to help them earn something. The UNOs are, however, burdened with other tasks so that they cannot spend the time on intensive supervision needed for the Centres. The main problem is that of the timely release of funds for the management of the UDCs. Some of the UNOs are keeping all the money with them and enjoy the power they hold over the Centres. This is especially the case where the Directors themselves lack administrative capacities.

Because of the complexities involved in getting hold of the development budget, the Women's Affairs Directorate, until recently, disbursed the money after long delays, three months or more. Once the money was sent to the UNO office in advance, but there tend to be a problem again for the year 1985. In the Upazilla office too, serious problems of financial nature occur although the situation gradually improves.

In some upazilla the office clerk claim some share from the money to be paid to the UDCs. In other places the pressure exerted by the Directorate either by correspondence or by field visits reflects on the UDCs in a negative way. The Directorate is now disbursing the money to those Centres through the upazilla level Social Welfare Services and Women's Affairs office on which the Directorate has direct leverage. Other problems that are handled by the Upazilla Nirbahi Officer are difficulties with or within the staff of the Centres as well as construction problems, the latter usually have to be solved in co-operation with Dhaka headquarters.

Nevertheless, most of the Directors replied (and this was confirmed by visits to UNO offices by the evaluation team members) that the UNOs were cooperative and supportive to the UDCs. But the present fiscal arrangement through the UNOs led to strong disapproval. Half of the Directors have mentioned that they are facing difficulties in disbursing the money and they do not think it sufficient either.

4.7.6 Relationship of UDCs with Other Agencies

The well-managed Centres, especially those co-operating with other regional governmental departments or bodies such as Mother's Clubs or the Grameen Bank are in many respects beneficial to poor women who would not have been reached otherwise. In those Centres where the Director and the social workers have good contacts with the upazilla level administration (Upazilla Nirbahi Officer and technical staff) the Centre provides an excellent liaison between the government and the people at grass-roots level, because only female workers have access to a homestead, the living space of women and children in Bangladesh. The UDCs and especially the non-formal programme have attracted officials from the local administration to visit the remotest villages.

(a) The Women's Cell or the Directorate of Women's Affairs

The establishment of the Women's Affairs Cell in the Directorate of Social Welfare succeeded the Ministry for Women's Affairs in 1978.

Today, the Women's Affairs Cell is in charge of the UDC project as well as several other women's projects in various phases of implementation. The present Director who is in office since April 1984, visited a few Centres. He is assisted by a project director who is supervising the project since the departure of the two Coordination Cell advisors, but she has only visited two of the UDCs (neither was she present on any of the occasions when the team visited the Directorate and the Coordination Cell). Daily contacts between the new Coordination Cell staff and the project director seem to be rare.

The Women's Cell reports to the Ministry of Social Welfare and Women's Affairs, i.e. to an

additional secretary who is involved in matters of budget and staff approval in addition to sanctioning the yearly project proforma or pp. (project description meant for national planning and financial evaluation of projects). Detailed procedural requirements for each of the development projects keeps the decision makers in the Ministry extremely busy.

Unfortunately, as there exists no ministerial level council, the Minister for Social Welfare and Women's Affairs is not in a position to coordinate policies regarding women vis-a-vis the other ministries.

(b) The Advisory Committee

The advisory committee consists of representatives from the Ministry of Social Welfare and Women's Affairs, the Directorate and NORAD. One of the advisors serves as secretary to the committee, but this committee met only a few times.

4.7.7 The Coordination Cell

(a) Role of the Advisors

An ambitious national projects, which is spread out all over the country and which reaches out deep into its villages, needs a central coordinating body. Under the management of the organization, Bangladesh Jatio Mohila Sanghstha (BJMS), the foundations for the project were laid; funds were being canalized through BJMS offices, buildings were being constructed in selected unions while staff for the village programmes and trade courses had been trained.

Thus, when in 1982 the GOB and NORAD decided to continue the UDC programmes and improve their quality, the establishment of a professional body (called Coordination Cell) in Dhaka to assist the Women's Affairs Directorate was emphasised. In the Plan of Operations for the project the Coordination Cell's central role with many and varied tasks, is spelt out. Although the activities of the co- ordination cell staff are largely of an organized nature, motivating the local administration to act as development agents for women is mentioned as an important aspect of the work.

Two advisors (1 Bangladeshi, 1 foreign), already familiar with the project, had been appointed to the Coordination Cell. In Dhaka they encountered numerous obstacles not in the least of having to move the office 4 times in two years. Their most serious problem was the lack of staff to follow up on their field visits. Nevertheless, they were able to accomplish considerable results in a few years only. Next to a steadily progressing construction of buildings and the provision of equipment to the UDC's, the re-training of the UDC directors in management and in practical field-work (as taught by the NGO's BRAC and VERC) as well as the advise on rules and procedures, a better communication with the local authorities as shown by their material support given to the non-formal programme, should be considered their greatest achievement.

(b) Other Coordination Cell Staff

Since the middle of 1984 the Coordination Cell has been existing without advisors.

Only recently at the conclusion of 1984 a few other staff members, as mentioned in the Plan of Operation, have been appointed to the Coordination Cell. These officers are: 1 field operation and extension development officer, 1 market development officer and 4 field supervisors (3 men and 1

women). In addition to these officers, the Co-ordination Cell counts 1 accountant from the National Women's Development Academy who has been of great assistance to the project since 1977, 1 assistant accountant, 1 typist (a former social worker from Kushtia) and 1 female peon.

Their jobs will be discussed under the heading of financial problems.

Although it is too early to assess the performance of the new officers, a few comments have to be made nonetheless. The field extension officer has a background in loan-giving for women, but the extension training she formerly received did not include training in the extremely complicated matter of loan procedures.

The market development officer, on the other hand, is a social worker who has no experience at all in the field of marketing. As detailed studies in the economic viability of processed, manufactured or hand-made articles do not yet exist in Bangladesh, the officer seems to have an almost impossible task.

To link up training programmes to economic needs, or even more practical, to fit regional market needs is extremely difficult, while to start non-traditional training courses (e.g. cheese making in areas where the market is unexplored and a general rise in income – which brings new tastes – is unlikely), is very risky. Training for existing cottage industries could mean that the UDC is providing service to a private industry instead of the involved woman worker, as she would probably not benefit but the enterprise may be (Will a woman worker who has learned to pack cigarettes be paid a higher wage?).

The activities of the 4 fields supervisors (1 for each division) are of a problem-solving kind: mainly difficulties of construction and maintenance and disbursements of funds (local staff problems should be solved at the Upazilla level). Less specific tasks including the formulation of policies and the indication of changes in the direction of the programmes cannot be expected from the 6 officers, but their advise based on frequent visits would be a valuable input for the advisors themselves. The Coordination Cell advisors had been given monitoring tasks but they could hardly fulfill their role due to the day to day problems they had to face.

4.7.8 Financial Procedures

The project implementation, at all levels, has been seriously affected by continuous delays in the taka release procedures. The problems at Upazilla level have already been discussed. If the method of persuading the UNO or his clerk does not work during the field visits, the coordination cell takes up the matter with the Women's Cell. The Director then corresponds with the UDC, the UNO (and when this method is not successful, the Directorate looks for a higher level of local authority). The Co-ordination Cell advisors, together with the accountant, spent much of their time on devising strategies of how to provide timely money to the UDCs. They were later provided with an assistant accountant exclusively for the project and a typist.

However, from the beginning of the project in 1982 the release procedure in Dhaka has even been more problematic.

Chapter V

Major Difficulties and Suggestions for Improvement : Conclusions and Recommendations

5.1 Introduction

In this chapter problems stated by the UDCs and also identified by the evaluation team have been listed. These problems are of different dimensions:

- (a) financial, managerial and procedural;
- (b) problems regarding the physical space;
- (c) programmatic; and
- (d) problems of a follow up of the training.

Suggestions for overcoming these are also offered. (a and b have already been discussed in the previous chapter). Conclusions and recommendations for the future development of the UDC programme are provided.

5.2 List of Problems

A. Managerial and Financial

1. Lack of proper training of the Directors in management and planning.
2. Lack of knowledge of the Director and the office assistant in book-keeping and accounting.
3. Irregular supervision of the staff by the Director.
4. Irregular supervision of the UDCs by the headquarters.
5. Problems of getting attention and cooperation from the local government officers (members of the Advisory Committee).
6. Difficulties in getting adequate attention and support from the UNOs.
7. Lack of proper maintenance of the UDC buildings.
8. Irregular flow of funds.
9. Late payment of salaries.
10. Insufficient amount of stipends for the trade trainees.
11. Problems in disbursement of money.
12. Lack of an adequate number of staff.

B. Physical Space and Facilities :

1. Inadequate space in the centre (for training).
2. Lack of electricity, drinking water and toilet facilities.
3. Lack of boundary wall.
4. Dispute regarding land ownership (Dakhin Khan), acquisition of land (Bakulia).
5. Building not yet constructed (Lashkardia).

C. Programmatic :

1. Lack of equipment (frame, machine for weaving, drums, etc.).
2. Inadequate supply of raw materials.
3. Inadequate supplies of Poultry Vaccine, etc.
4. Lack of teaching aids.
5. Inadequate training period.
6. Inefficient organization of the training programmes.
7. Need for advanced training for the trade teachers.
8. Need for training of the social workers and volunteers.

D. Follow-up :

1. Problem of employment opportunities after the training.
2. Lack of marketing facilities.
3. Lack of production units at the Centres or in the villages.
4. Lack of capital for purchasing necessary assets or equipment.
5. Problems of group formation and loan taking.
6. Competition from local tailors (garments factories).

5.3 Major Difficulties and Suggestions for Improvement :

A brief discussion on the major difficulties and some suggestions for improvement follows:

A. Need for Employment :

Everywhere the team was told that employment or income enhancing opportunities was regarded as the most urgent need. Factories with a high percentage of female workers such as garments or pharmaceutical enterprises are almost all concentrated in or around Dhaka and Chittagong. In Tangail, Sirajganj and Comilla district where the handloom industry is playing an important role, the team observed that weaving trainees found profitable employment in nearby miles. In other areas such opportunities for regular employment are lacking. Therefore, women – individually or in groups – have to look for whatever income generating activities that present themselves. As regards self-employment it is extremely urgent that a learnt skill be applied in practice. This skill should be suitable to a locality.

B. Possession of Assets or Equipment :

Many of the people questioned, mentioned the lack of follow-up activities particularly after the

trade courses. The most serious handicap seems to be the individual investment needed for the purchase of equipment such as a handloom (approx. Tk. 4,000/- for the loom only) or sewing machine (Tk. 2,000/-). A pitloom which was not used for the courses is generally cheaper. As home-based production in the near future presents most difficulties for individual trainees, other ways of providing them with less costly equipment such as pitloom have to be sought. The formation of groups which can take loans can be a good step. In that case they can at least continue to practice their skill. A certificate, given after completion of the trade course, would serve those who are looking for employment in a shop, factory or any commercial enterprise.

C. Problems of Group Formation and Loan-taking

Although the trainees themselves have, in several places, formed spontaneous savings and loan associations or else came up with the idea, the creation of women's production and loan taking cooperatives has to be handled with utmost care. In the past co-operative efforts too often failed to benefit groups due to the greed of a few resulting in cleavages between rich and poor members or in the case of women, giving benefits mainly to the male members of the loanees' household. Only when the loan taking and repayment process is closely guided, in addition to continued support during the production and marketing phase, it is likely that the activity would be successful for the trainees. This might be the reason why the project's revolving fund has only seldom been used while the money is lying idle in the upazilla office.

For weaving, which requires extra space in a home, it might be advisable to set up production groups in the UDCs. The creation of such production groups would, however, interfere with the ongoing programme as the weaving room in the centre is already rather small for 10 trainees. The problem could be solved by enlarging the Centre's verandah. Or else, just like some of the activities of the non-formal programme are held in a Centre created in a large village house, that house could be used for handloom production. In some districts (e.g. Patuakhali, Tangail and Chittagong) where the Grameen Bank has branch offices, the trainees should be encouraged to talk to the bank to receive loans to buy equipment or other assets. It was observed that some women who learnt to sign their names in the non-formal programme had become loanees from the Grameen Bank since.

Some UDC Directors (depending on their educational qualifications) and most social workers would need at least 6 months of training – the period Grameen Bank workers take before they would be capable of guiding the loan and co-operative procedures themselves. Formation of production groups among trade-trainees would be feasible either in the case of UDC based production, (because the selected trainees do not come from the same village) or in the case of admission of 3 or more trainees from the same village. Another difficulty is that the trade trainees are now quite dependent on the UDC for the purchase of raw materials and the sale of their goods. In order to become self-sufficient (particularly independent of the services of male family members) the 6 months trade training at the UDC would have to include instruction on pricing and marketing.

Moreover, the daily stipend could be saved for setting up production units after the course.

D. Markets and Need for Quality Products

In areas from urban locations the sale at the UDC is quite successful. The location of the UDC contributes to an advantageous price, as the buyer saves a transport cost of going to a market. Besides, the woman can, as a buyer, select her own house-hold goods or clothes as she is allowed to visit the UDC unescorted. Thus, surplus money would indeed be spent on UDC produced clothes

and weavings, as well as cane and bamboo goods to be used for homestead activities in those areas. The fact that women in Bangladesh are not accustomed to sell their home-made articles at village market directly, is a serious obstacle indeed. "Sales in these places are mostly in the hands of men. And, the benefit margins in these middle men are generally high, nearly 100% even on ordinary items like bamboo baskets".⁶⁾

Almost everywhere it was said that ready markets for all products could be found. In this respect the services of the market development officer based in Dhaka would only be meaningful if regular visits could be made to the Centres. Regional economic variations are too wide for the development of uniform guidelines on markets or even on the quality of the products. Quality control should be done by the trade teachers in the first place.

A trainee when she sells her products to shops, will quickly learn whether the quality and the price are acceptable. Moreover, the Director of the UDC, who very often lives in the district town, will be quite helpful in exploring the market and in making contacts with buyers.

Nevertheless, the quality of the products of several Centres could be raised. Almost everyone stated that 6 months handloom training is insufficient to learn the trade. In other instances the extent of the training and the experience of the trade teachers themselves do not justify courses given over a period of six months, as the trainees could learn the same already in two or three months.

E. The Quality of the Training

Without much extra cost, but with some effort, the quality of the trade training could be raised so that the trainees would benefit more. Several factors influencing the programme in this sense are mentioned below:

(i) Raw materials used

The availability as well as the quality of the raw materials are important items in the production process even if only training instead of production is emphasized. For example, learning to weave is more difficult with cheap yarn that often breaks. The availability of the raw materials is dependent on a regular disbursement of the money (especially indicated in the budget) from the UNO office and the Women's Directorate. It also has to be examined whether the present budget for the purchase of raw materials is still sufficient.

(ii) Equipment and teaching aids

In so far as the equipment has reached the centres the team heard no complaints. Only a few suggestions were made by the teachers involved. Those centres which started cane and bamboo training need better knives. A weaving master suggested that a simpler loom could be used for the beginners.

Excellent guidebooks, amongst other, on sewing and machine-work were found in the National Women's Development Academy in Dhaka, but none of the trade teachers had ever seen them. Not only the Academy, but also BSCIC has supply of simple guide books on several presently pursued trades, such as bamboo and cane work and food processing.

6) D.N. Saraf: A plan to improve the marketing of products is being made by women in Bangladesh, 1979, Dhaka.

(iii) **Organization of the programme**

Both the sewing and handloom and training should be better organized, so that the 6 month period is used more intensively, e.g. if hand sewing and measuring is taught in the non-formal village programme, the Centre-based training could concentrate on the more difficult cutting and machine work. The same can be said for weaving: yarn spinning could be taught in villages (in the areas where there is a weaving industry, charka spinning in a profitable occupation). However, it has to be considered whether the 6 month period for weaving is not too short. As to the cane and bamboo course, it seems that 6 months training is too long judging the products displayed in several Centres. This is of course related to the training and of the teacher him/herself.

(iv) **Training and experience of the teachers**

Except the weaving masters, most of the teachers had been trained for 6 months in the National Women's Development Academy in Dhaka. In those areas where there are many tailoring shops, the Dhaka trained teachers can seldom compete with the experienced local tailors. (A re-training programme should be considered). The same applies to the art of bamboo and cane making. The team visited several villages where this traditional craft is practiced since generations. At least for a comparison, the trainees should be introduced to these villages.

F. The Non-Formal Programme

Some of the above mentioned aspects are relevant to the non-formal programme, too. The lack of supplies has been mentioned before. Moreover, the organization of the programme is often inadequate. For example, women are only taught to sign their names; letters and numbers should be added. The social workers and the volunteers should be regularly trained, or be brought into contact with new developments in Dhaka in the fields of health and nutrition, vitamin A deficiency, dewarming, oral rehydration programmes, nutrition, scabies, skin disease prevention, etc. and income generating programmes such as training for the vegetables dye programme.

G. The Quality of the Staff

Much of what has been written above reflects on the quality of the staff. Often staff members and office assistants do not seem to be well aware of their responsibilities.

Refresher courses including training in management, accounting and/or loan procedure should be considered. The overall conclusion would be that the dedication of most of the staff is unequalled, even though they suffered to a great extent from the irregular payment of salaries. It must be noted that the volunteers can hardly afford to pay for transport or walking shoes from their meagre salary. Character qualities are more important than formal qualification for the social workers and volunteers. A positive attitude towards the work is essential.

5.4 Conclusions and Recommendations

Given the prevailing economic conditions in Bangladesh as well as the disadvantaged position of women in rural areas sketched in the previous chapters, it is extremely important that the only representative government programme focusing exclusively on women should be continued. Indeed, in a

small country where almost all its natural resources are being used up by its growing population, programmes which emphasize human resources development should be strongly encouraged. The UDC project should be taken up in the 3rd Five Year Plan. Both the formal and non-formal training programmes provided by the Union Development Centres for women have proven to be successful. Nevertheless, to guarantee the quality of the programmes, constant guidance and supervision at the Union as well as the national level is needed. In order to avoid fragmentation, a decentralized national project call for central supervision while simultaneously frequent field visits have to be made by central policy makers to incorporate fresh ideas from the participants into the programme planning. Some of the areas of concern have been mentioned already in chapter IV. A summary of specific recommendations follows:

5.4.1 Union and village level

A. Non-formal programme

1. A regular supply of medicine, vaccine, seeds and teaching aids, etc. should be ensured.
2. Better course planning should be considered. To provide a uniform outline would be meaningful.
3. The course content should be interesting and relevant to the life situation of the participants. The course should concentrate on existing skills and hand-work, namely, food-processing, paper bag making, knitting or needle-work and should also provide more variety. Besides teaching these how to sign and make calculations, bookkeeping, reading and writing should be learned.
4. The admission on women for advanced trade training at the UDCs should be considered (the non-formal programme should function as feeder to the trade course).
5. The contact of the participants with the UDC should be encouraged. Monthly meetings for village women groups (from several villages) should be organized and topics of general interest should be presented.
6. Regular periodic supervision by senior staff members of the UDCs should be continued.

B. Trade Courses and Follow-up Programme

1. The quality of the courses can be raised through intensification of the lessons. This is only possible on the condition that:
 - more teaching aids and better materials (regular supply) are provided.
 - introductory lessons on sewing, spinning or other trades are given in the villages.
2. If assistant teachers are hired for each course, the number of trainees might be increased to 15.
3. The duration of the weaving course should be lengthened to 1 year, while the duration of the cane and bamboo course may be shortened to 3 months. Two different courses may then be given in 6 months.
4. Arrangements should be made to display the products at sales exhibits. Real production Centres should be discouraged during the training period.
5. Orientation should be given on group-formation and loan taking procedures so that women, at the end of the course, would be able to purchase or hire equipment to practice their skills. In order to form groups, at least 3 trainees from the same village should be admitted during a course. Such orientation should also be included in the non-formal programme as well.
6. Training courses on pricing and marketing (buying and selling) are a must for both the programmes.
7. The search for training possibilities in non- traditional vocations should be continued.

C. Operation of the Centre

1. Latrines, boundary walls wherever necessary and electricity (or lights such as torches for the night guards) should be added to the UDCs as soon as possible. A fishpond and a vegetable garden are useful for demonstration purpose.
2. The verandah should be enlarged for day-care programmes and for gatherings of women from the villages. Furniture for advisory committee meetings should be added. The required number of benches should be supplied.
3. Directors and social workers urgently require training on group-formation and loan-procedures. The Grameen Bank headquarters in Shyamoli (Dhaka) may be requested to organise such a training programme.
4. All the Directors, teachers, social workers, and volunteers need to be trained on a recurrent basis in their respective fields.
5. All the UDC Directors must be given rigorous training on management, planning, book-keeping, report-writing and accounting for a longer period.
6. The pay scale of the Directors, teachers and social workers should be adequately enhanced. There should be provision for annual increments. The salaries of the volunteers should be doubled.
7. The social welfare officer at the Upazilla level should be designated as the vice-chairman of the Advisory Committee.

5.4.2 Upazilla level

1. The coordination of activities directed at women should remain the ultimate responsibility of the UNOs. Officers of the Ministry of Social Welfare may be delegated some responsibilities regarding UDCs.
2. Funds received from the headquarter should immediately be disbursed for regular payment of salaries and smooth operation.
3. Social Welfare Officers at the Upazilla level should visit the UDCs regularly, supervise their activities and other routine tasks.
4. Training for the Social workers and volunteers on various aspects of non-formal programme should be provided by the different Upazilla technical officers on a regular basis and adequate supplies (vaccine, seeds, etc.) be ensured.
5. Seminars on the position of rural women should be organised for the government officials as well as for the local community at the Upazilla level.

5.4.3 The Ministry and the Directorate of Women's Affairs in Dhaka :

(As women are participating in all aspects of society, to integrate women in the mainstream of development would mean that each Ministry has to identify areas directly or indirectly affecting women. Considering women's affairs the exclusive concern of the Ministry of Social Welfare amounts to saying that women's development activities are the same as social welfare activities.)

1. A ministerial level council on women's affairs should be formed to identify areas of concern to women, to study the effect of development on women and to formulate action programmes which eliminate negative effects of modernization on women.
2. Activities concerning women should be co-ordinated at all levels of policy making and implementation. The Ministry and the Directorate of Women's Affairs should act as the moving force behind these activities.

3. Cooperation with the other ministries should be reinforced in order to multiply the positive effects of the socio-economic development project for women.
4. An exchange of experiences with the activities of the Rural Social Services programmes of the Ministry of Social Welfare and Women's Affairs should be institutionalised.
5. The Directorate of Women's Affairs and the Co-ordination Cell should be working at full strength.
6. Sufficient staff for the Coordination Cell should be provided according to the plan of operation.
7. The market development officer and the field extension officers urgently require training in their respective fields.
8. Close supervision has to be continued because some problems cannot be solved at the local level.
9. Two female advisors to monitor the project, as indicated in the plan of operations, should be appointed as soon as possible.
10. Constant monitoring to feed back the ideas from the participants and UDC staff into the project is recommended.
11. When the project is extended, an evaluation study should be undertaken every 1 or 2 years.

Concluding Statement :

The team concludes that the Women's Development Project in 38 unions should be continued. However, the quality of the project should be guaranteed through the provision of an adequate number of unqualified staff.

After the quality has been improved and the results have been evaluated in one year, a modest yearly expansion of the programme in 5 Unions may be recommended.

Appendix — 1

Map of Bangladesh

Appendix 1

List of UDCs visited

APPENDIX 1

List of 18 Selected UDCs

Name and Location of the UDC	Year of Operation	Quality of Programme	Whether handicapped	Building Constructed	Trade Status
1. Dakshin Khan	1978	Moderate	Yes, Administrative	1979	3
2. Gala	1978	Good	No	1979	3
3. Bijoypur	1978	Good	Yes, Administrative	1979	3
4. Kashipur	1979	Moderate	Yes, Administrative	1979	3
5. Sundarban	1979	Good	No	1979	3
6. Mozampur	1979	Good	No	1980	3
7. Aaichghati	1979	Moderate	No	1979	3
8. Paba	1979	Good	No	1979	3
9. Darshana	1979	Poor	Yes, Administrative	1979	3
10. Basundia	1980	Moderate	No	1979	3
11. Jainkathi	1980	Poor	Yes, Administrative	1982	2
12. Khilpara	1980	Good	No	1980	3
13. Kazipur	1980	Good	No	1982	3
14. Bakulia	1980	Moderate	No	1983	3
15. Raozan	1980	Good	No	1983	3
16. Daipukuria	1980	Good	No	1984	2
	1980				
	1980	Poor	No	1983	2
17. Duoshuo	1980	Poor	No	1983	2
18. Lashkardia	1980	Moderate	Yes, Physical	Not constructed	1

Appendix 2

Questionnaires Used

Checklist for Detailed Information on UDCs
Questionnaire For Trainees
Opinionnaire For Teachers, Social Workers and Volunteers
Opinionnaire For Local People.

The Foundation for Research on Educational Planning and
Development (FREPD), IER Building, Dhaka University, Dhaka

U D C Evaluation Project

Checklist

A. General Information :

1. Name of the Union/Upazilla _____
2. Name of the Centre _____
- 2(a) Daily working hours _____
- 2(b) No. of working days in a week _____
3. No. of villages covered
by the centre _____
4. Size of the population of
the Union _____
5. Size of the women population
of the Union _____
6. Literacy rate with education
facilities of the Union
 - (1) Male/Female _____
 - (2) No. of Primary Schools _____
 - (3) No. of adult literacy
centres _____
 - (4) Mother's club (Rural
Social Services) _____

7. Occupational Structure:
(which 3 of the occupations
are predominant in the Union)
- a. Agriculture/Farming
 - b. Agri. Wage labour
 - c. Cottage Industry
 - d. Trade & business
 - e. Tailoring
 - f. Weaving
 - g. Sericulture
 - h. Fisheries
 - i. Livestock & Poultry
 - j. Transport
 - k. Salaried services
 - l. Domestic work
 - m. Others
8. Communication and Transport facilities:
- a. Pucca road _____
 - b. Kutcha road _____
 - c. Bus/truck _____
 - d. Rickshaw _____
 - e. Others (Boat, etc.) _____
- 8(a) Are there any rural credit
(Grameen Bank) and other facilities? Yes _____ No _____
9. Medical and health facilities:
- a. Union health complex _____
 - b. Family planning office _____
- 10(a) Provision of electricity Yes _____ No _____
- 10(b) Provision of water supply Yes _____ No _____
- 10(c) Provision of sanitation Yes _____ No _____

11. Major development schemes initiated & completed by the Union/Upazilla Parishad _____
12. Any other Projects (by N.G.O.'s) _____

* B.

C. Sanitation :

1. Provision of drinking water/tubewell Yes _____ No _____
2. Provision of toilet facilities Yes _____ No _____

E. Management of the centres :

- | | Yes | No |
|--|-------|-------|
| 1. Does the centre have sufficient fund to run/or operate? | _____ | _____ |
| 2. Does the centre face difficulty in drawing and disbursing money? | _____ | _____ |
| 3. Does the centre face problem in present fiscal arrangement? | _____ | _____ |
| 4. If the centre wants any kind of change in their programmes, does it need approval from the head office? | _____ | _____ |
| 5. Does the centre set its own rules & criteria for selecting trainees? | _____ | _____ |
| 6. Does the centre receive instruction from Social Welfare Directorate regarding this? | _____ | _____ |
| 6(a) Does the centre have its own operational rules and laws? | _____ | _____ |
| 6(b) Does the centre have their own service rules? | _____ | _____ |
| 7. Does the centre have sufficient number of trade teachers? | _____ | _____ |
| 8. Is there sufficient number of staff/personnel? | _____ | _____ |

- | | | | |
|-------|---|-------|-------|
| 9. | Is there sufficient number of machineries/equipment? | _____ | _____ |
| 10. | Are the trade teachers locally recruited? | _____ | _____ |
| 11. | Are the trade teachers sufficiently trained & efficient? | _____ | _____ |
| 12. | Are they regular and punctual? | _____ | _____ |
| 13. | Are they regularly supervised? | _____ | _____ |
| 14. | Are the trade courses suitable and appropriate for the trainees? | _____ | _____ |
| 15. | Is there any local demand for the centre's goods made by the trainees? | _____ | _____ |
| 15(a) | Is there sufficient supply of raw materials (inputs)? | _____ | _____ |
| 15(b) | Is the building properly maintained? | _____ | _____ |
| 16(a) | Has the centre income from the sales? | _____ | _____ |
| 16(b) | Has the centre maintained separate Bank Accounts? | _____ | _____ |
| 17(a) | Are the various agencies of local Govt. Co-operative? | _____ | _____ |
| 17(b) | Do the local govt. officers in the Advisory Committee hold regular meetings on women's development activities? | _____ | _____ |
| 18. | Is the local UNO supportive and cooperative towards the UDCs? | _____ | _____ |
| 19(a) | Are the director, Social workers and volunteers regular and punctual in their work? | _____ | _____ |
| 19(b) | Does the centre hold regular staff meetings? | _____ | _____ |
| 20(a) | Does the centre send monthly report (financial and programme) to the main office at Dhaka and also to the Dte. of Social Welfare? | _____ | _____ |

20(b) How many visitors did you receive from the Head Offices during the last year? _____

21. Is there more local demand for trade course? _____

22. Do you think it is necessary for a follow-up courses? _____

- (a) *Higher trades*
- (b) *Provision of credit*
- (c) *Provision for the low materials*
- (d) *For helping marketing*

23. Whether they help the trade trainees in applying skills to raise their condition? _____

24. What are the main problems faced by the centre?

- (a) _____
- (b) _____
- (c) _____
- (d) _____

* (Capacity Utilization of the buildings is to be observed by the Research Team member)

— Whether the building is under-utilized? _____

— Whether the building is properly utilized? _____

* D. Name of the Centre _____

Enrollment in Various Courses

Year	Number applying for enrollment	Number enrolled	Number completing the course	Reasons for dropout
1984				
1983				
1982				
1981				

*** B. Physical facilities and expenditure**

Name of the centre _____ functioning since _____ : Total recurrent cost of per annum _____

Items	Project Target with financial allocation	Target achieved so far with expenditure	Reasons for short fall, if any	Remarks
Building	_____ Rooms _____ Sq.ft. cost Taka _____	Rooms _____ Sq.ft. _____ Cost Tk. _____		Whether construction is in accordance with the Project? Yes _____ No _____ Whether building is suitable courses and training? Yes _____ No _____
Other Project facilities	Furniture Tk. _____ Equipment Tk. _____ Machinery Tk. _____	Tk. _____ Tk. _____ Tk. _____		
Staff	Director (1) Tk. _____ Instructors Tk. _____ Others Tk. _____	Director Tk. _____ Instructors Tk. _____ Instructors Tk. _____		Adequacy of staff: Yes _____ No _____ Do they possess adequate qualifications & training Yes _____ No _____
Programmes	Trade courses _____ Cost _____ Other programmes _____			
Persons trained				
Cost				

Questionnaire

(for Trainees)

1. Name _____
2. Age _____
3. Martial status _____
4. No. of Children _____
5. Religion _____
6. Educational qualifications: _____ Can sign/Primary/Secondary/higher
7. Educational qualification of father/husband _____
8. Yearly income of the family _____
9. Have you learned any useful skill at the UDC? Yes ___ No ___
10. Is the training helpful to you in having some extra income for the family? Cash/Kind Yes ___ No ___
11. If yes, than how much money do you earn monthly? _____

12. To what extent does the training help you in your daily life?

This training	To a great extent	To some extent	Little
a) helps you in earning skill to earn extra income			
b) helps you in solving various household problems			
c) has increased your self-confidence which helps you to solve various problems in your life			
d) helps you in managing household works nicely & properly			
e) has helped you to improve the conditions of your house			
f) has given you chances to come out of the household circle			
g) has raised your social status			
h) has helped you in taking decisions about family spacing			
i) helps you in educating your children			
j) has helped you to take care of health of the members of your family			
k) helps you in managing/preparing good clothes for the members of the family			
l) helps you to raise your nutritional intake			

This training	To a great extent	To some extent	Little
m) helps you in rearing chicken, ducks or goats, cattle etc.			
n) has made an impact on the members of your family who now values your opinion (on family matters) than before			
o) Others (please mention)			

13. How many women have learnt this skill from you? _____

14. Do the members of your family have a good impression about you taking this training?

Yes ___ No ___

15. How much cooperation/encouragement did you receive from the following persons?

	To a great extent	To some extent	Little
a) Members of your family			
b) Local people			
c) Teachers			
d) Social Workers			
e) Volunteers			
f) Director			
g) Others (if any)			

16. How much did you like the methods of teaching of your teacher?

very much _____

to a certain extent _____

little _____

17. Did you like the courses?

Yes ___ No ___

18. Did the teacher attend the training classes regularly? Yes ___ No ___

19. Did the social workers/ volunteers see you quite often? Yes ___ No ___

20. What other courses would have been more useful to you?

Weaving _____

Sewing _____

Poultry _____

Accountancy _____

Other (please mention) _____

21. Please mention 3 main problems which you faced during the training period.

22. Make 3 suggestions for improving this training programme.

Possible problems

- a) Time is not suitable for the participants
- b) The programme does not meet the need of the locality
- c) Irregular payment of stipend
- d) Small amount of stipend
- e) Teaching method is not attractive
- f) Teacher is not understanding or sympathetic
- g) The teacher does not use any teaching aid _____

- h) Lack of cooperation of the local people and members of the family _____
- i) Lack of employment opportunities _____
- j) Distance of the centre from home _____
- k) Tiffin problem _____
- l) Escort problem, etc. _____

Possible Solutions

Possible suggestions for improving the training programme.

- a) Supply of adequate machineries _____
- b) Teaching may be improved _____
- c) Loan may be given to the trained participants for buying raw materials & machineries _____
- d) Arrangement may be made for marketing the products prepared by the participants _____
- e) The stipends of the participants may be rised _____
- f) Arrangement may be made for employment of the trained participants _____
- g) Arrangement may be made to keep contact with the participants even after they have completed their training programme _____
- h) Teaching aids may be used _____
- i) Arrangement may be made for higher & better training for the willing and trained participants _____
- j) Arrangement may be made for follow-up study _____
- k) Supervisory system may be improved _____

Opinionnaire for

Teachers, Social Workers and Volunteers

1. Name _____
2. Age _____
3. Educational Qualification _____
4. Martial Status _____
5. Monthly Salary _____
6. How long are you working at the centre? _____
7. Do you like to work at the centre? Yes ___ No ___
8. Are you satisfied with the salary that you receive? Yes ___ No ___
9. Is there a closer relationship at the centre with the coordination Cell? Yes ___ No ___
10. Is there unity among all the workers at the centre? Yes ___ No ___
11. How far this type of programme is able to improve the Socio-economic condition of the poor women?

to a great extent _____

to some extent _____

to a little extent _____
12. Do you think that through this programme the women of this area will be able to improve their condition? Yes ___ No ___
13. Is the programme known in villages? Yes ___ No ___
14. Do the local people hold good opinions about the training programme? Yes ___ No ___
15. Do they encourage the women in attending the centre? Yes ___ No ___

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16. Number of participants who are very much interested in receiving the training.
 - a. majority
 - b. fifty percent
 - c. less than fifty percent
17. Mention 3 main problems regarding UDC programme.
18. Make 3 suggestions for improving the programme.

Possible Problems

Time is not suitable for the participants.

The programme does not meet the need of the local people.

Lack of adequate fund do not allow the organizers to organize training successfully.

The participants are not interested.

Lack of physical facilities and supplies.

Lack of provision for selling the products.

Lack of cooperation of the local people.

Lack of opportunities for employment for the trained participants.

Others (please mention).

Possible Suggestions

Adequate funds may be given for purchasing required materials and machineries.

Arrangement for loan may be made so that trained participants may start doing some work.

Arrangement may be made for employment of the participants.

Teaching may be improved by using appropriate teaching aids.

The rate of stipends given to the participants may be increased.

Arrangement may be made for marketing the products.

Arrangement may be made to keep contact with the participants even after they completed training.

Arrangement may be made for higher and better training programme for the willing participants who have completed the programme.

Contact of the centre with the head quarter may be made strengthened.

Better supervision system may be developed.

Follow-up study may be organized.

Opinionnaire for local People

Name _____

Educational standard _____

Age _____

Profession _____

Annual Income _____

1. Do you know that there is a Union Development centre in your area? Yes ___ No ___
2. Is there any need for this centre for the Socio-Economic Development for Women? Yes ___ No ___
3. Do you think that money which is spent for running this centre is justified? Yes ___ No ___
4. Is there anybody in your family who has been trained in this centre? Yes ___ No ___
5. If trained has she been applying this training in earning money? Yes ___ No ___
6. Was the work taken over in her absence? Yes ___ No ___
7. Which of the trades, you think, is most suitable for earning in your area?
 - a) Weaving
 - b) Sewing
 - c) Sericulture
 - d) Others.
8. How far do the trades, offered in this centre satisfy the needs of the local people?
 - a) completely
 - b) partially
 - c) not at all

9. How can you help in running this centre more efficiently?
- a. By encouraging the female members of the locality.
 - b. By finding out a suitable market for the finished products.
 - c. By helping the trained women in procuring loan for buying tools and materials.
 - d. By helping in repaying the loan.
10. Whether the neighbourhood women are willing to take courses following the example of the already trained women.
- Yes ____ No ____
11. What other courses do you consider worthwhile?

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